



# *Looking for Common Ground*

*A Military Perspective on Interagency &  
Multinational Collaboration*

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**CDR Todd Kiefer**

**Joint Staff J7 JTD**

**todd.kiefer@js.pentagon.mil**

**703-695-7745**



# *Purpose & Agenda*

## **Purposes:**

- To give one view from inside the military looking at ourselves and others
- To show how a task-based approach might assist mutual understanding and collaboration

## **Agenda:**

- A military view of the world
- Working with others
- Effects, capabilities, and tasks



# A Military View of the World



# *Military View of the Government*

## Instruments of National Power (Reagan NSDD 32):

- Diplomatic (Political)
- Informational
- Military
- Economic



***The “DIME”***



# *Military View of Others*

## Multinational:

“Between two or more forces or agencies of two or more nations or coalition partners.” (*JP 5-0*)

## Interagency Coordination:

“Within the context of Department of Defense involvement, the coordination that occurs between elements of Department of Defense, and engaged **US Government agencies**, **nongovernmental organizations**, and **regional and international organizations** for the purpose of accomplishing an objective.” (*JP 3-57*)



# *Military View of Ourselves*

## **Military Core Competency:**

- **Violence and credible threat of violence -- to safeguard, coerce, deter, or defeat in support of national interests**

## **Today's Challenges:**

- **Unconventional adversaries, weapons, methods**
- **Real-time global scrutiny via the media**
- **Growing importance of information warfare and non-lethal methods**
- **Need to translate battlefield victory to strategic success**
- **Need to operate coherently with rest of the DIME**



# *Some Military Concept Themes*

## Uncertainty / Fog of War

### Force-Centric:

- Uncoordinated DIME actions
- Inflexible menu of military actions
- Overwhelming force
- Tolerance of collateral damage
- Focus on winning the battle or campaign.

Increasing  
Knowledge  
+ Control

## Actionable Awareness

### Legitimacy-Centric:

- Coherent DIME actions
- Flexible, responsive, adaptive menu of military actions
- Precise, discriminate, proportional force
- Minimized suffering
- Focus on shaping the peace.

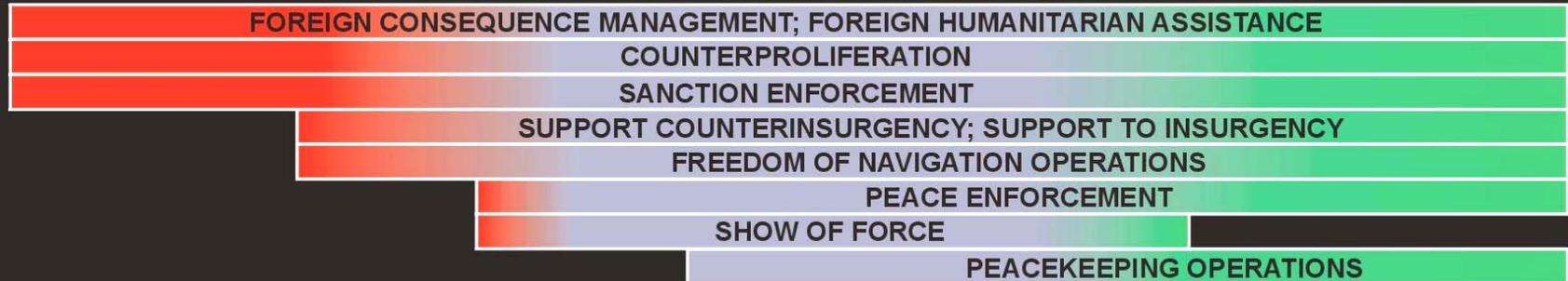
# RANGE OF MILITARY OPERATIONS (ROMO)



## HOMELAND SECURITY

**HOMELAND DEFENSE:** NATIONAL LAND DEFENSE, NATIONAL MARITIME DEFENSE, NATIONAL AIR AND SPACE DEFENSE, CRITICAL INFRASTRUCTURE PROTECTION

**CIVIL SUPPORT:** CONSEQUENCE MANAGEMENT, MILITARY SUPPORT TO CIVIL AUTHORITY, MILITARY ASSISTANCE FOR CIVIL DISTURBANCES, DOD SUPPORT TO COUNTER DRUG OPS



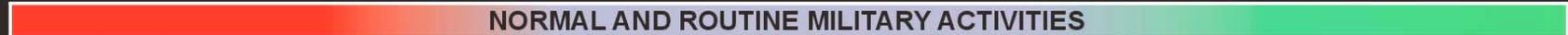
## SECURITY COOPERATION ACTIVITIES

**NATION ASSISTANCE:** SECURITY ASSISTANCE, FOREIGN INTERNAL DEFENSE,

HUMAN & CIV ASSIST

ARMS CONTROL; MILITARY CONTACTS

MULTI-NATIONAL EX, TR, ED

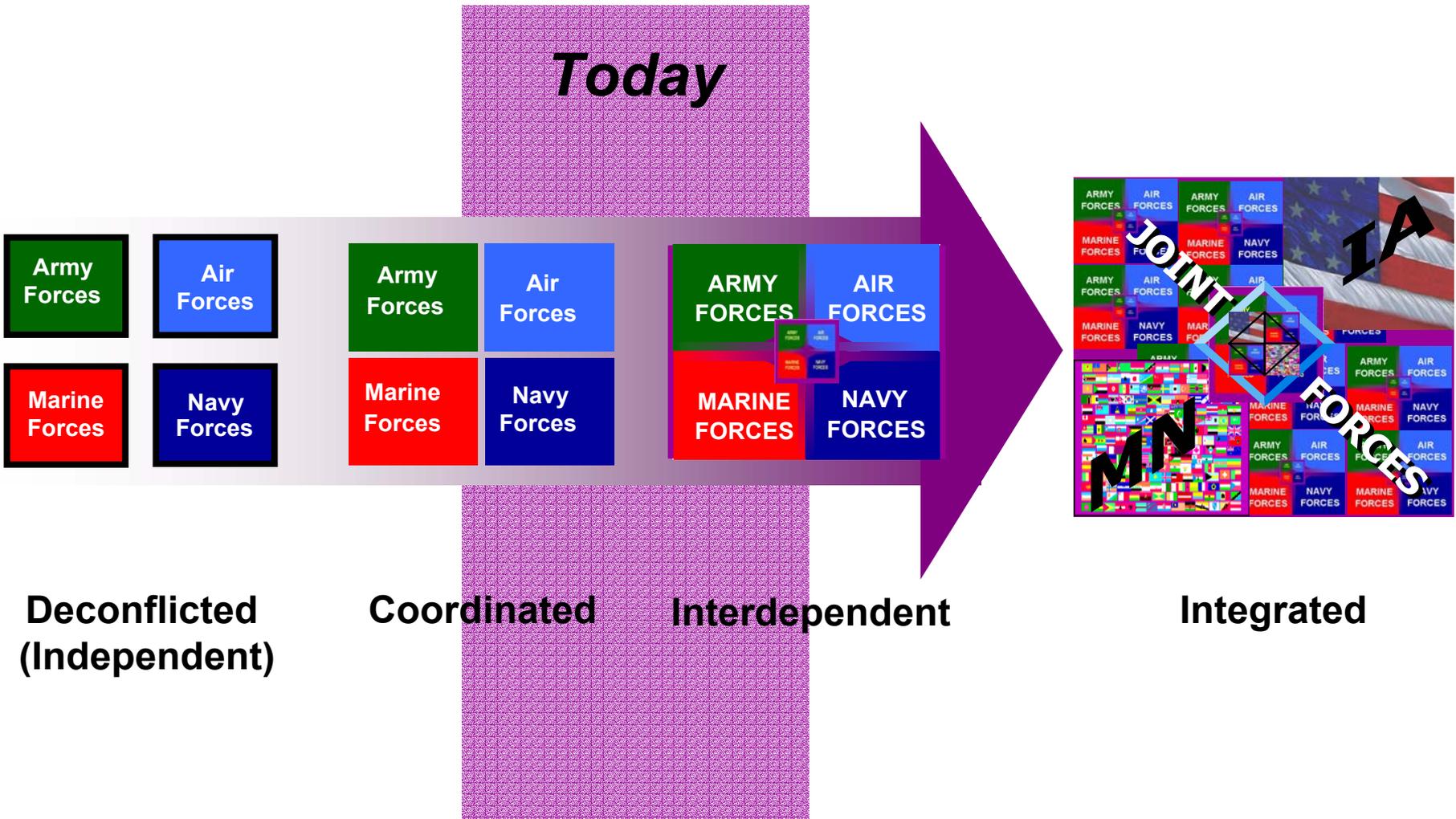




# Working with Others



# Military Interoperability





# *Relationship of "M" to Rest of "DIME"*

~~Integration~~

~~Coordination~~

Working together  
toward common  
objectives

Collaboration?

~~Deconfliction~~

~~Isolation~~



## Interdependence:

A level of cooperative interaction greater than coordination but less than integration. The aim is **synergistic** collaboration based upon a high degree of **mutual trust**, where diverse members make unique contributions toward **common objectives**, and may **rely on each other** for certain essential capabilities.



# *Possibilities for Enhanced Collaboration*

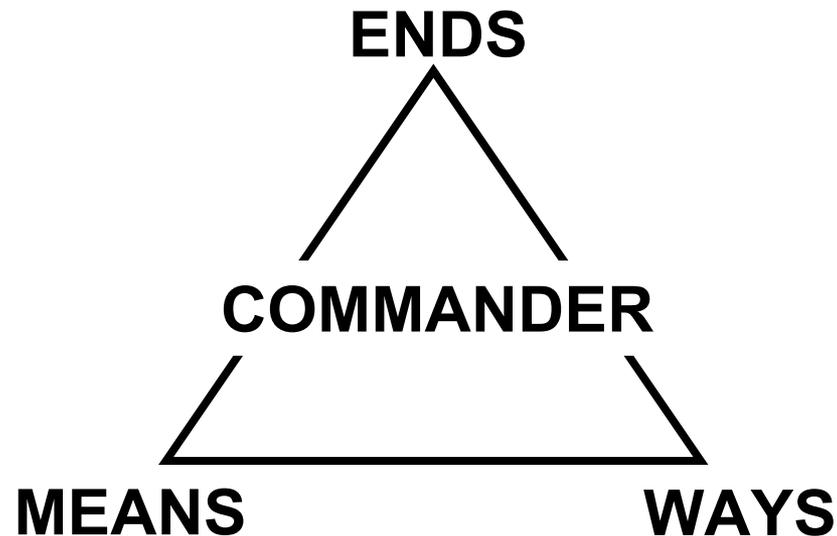
- **NSPD on coordination and support relationships between the Departments of Defense, State, Homeland Security, Treasury, Justice, Commerce, Transportation, Energy; and agencies such as CIA, FBI, FEMA, etc. for various scenarios of crisis and response.**
- **Lugar Bill to establish civilian stability & reconstruction forces under DoS and USAID**



# Effects, Capabilities, and Tasks



# *Start With Doctrine*



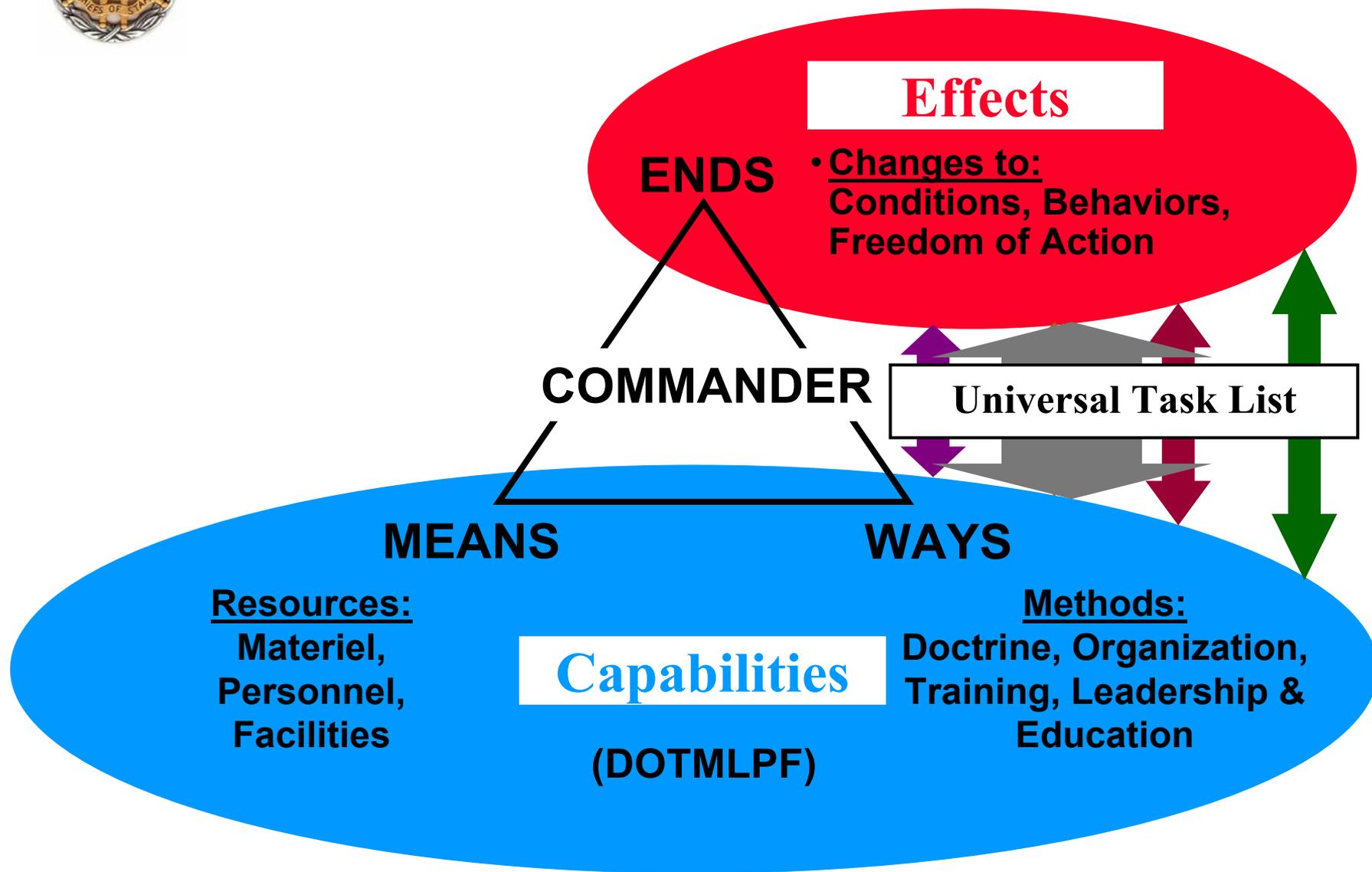
## ***OPERATIONAL ART (JP 3-01):***

“ . . . operational art requires commanders to answer the following questions:

- What military (or related political and social) conditions must be produced in the operational area to achieve the strategic goal? (Ends)
- What sequence of actions is most likely to produce that condition? (Ways)
- How should the resources of the joint force be applied to accomplish that sequence of actions? (Means)”



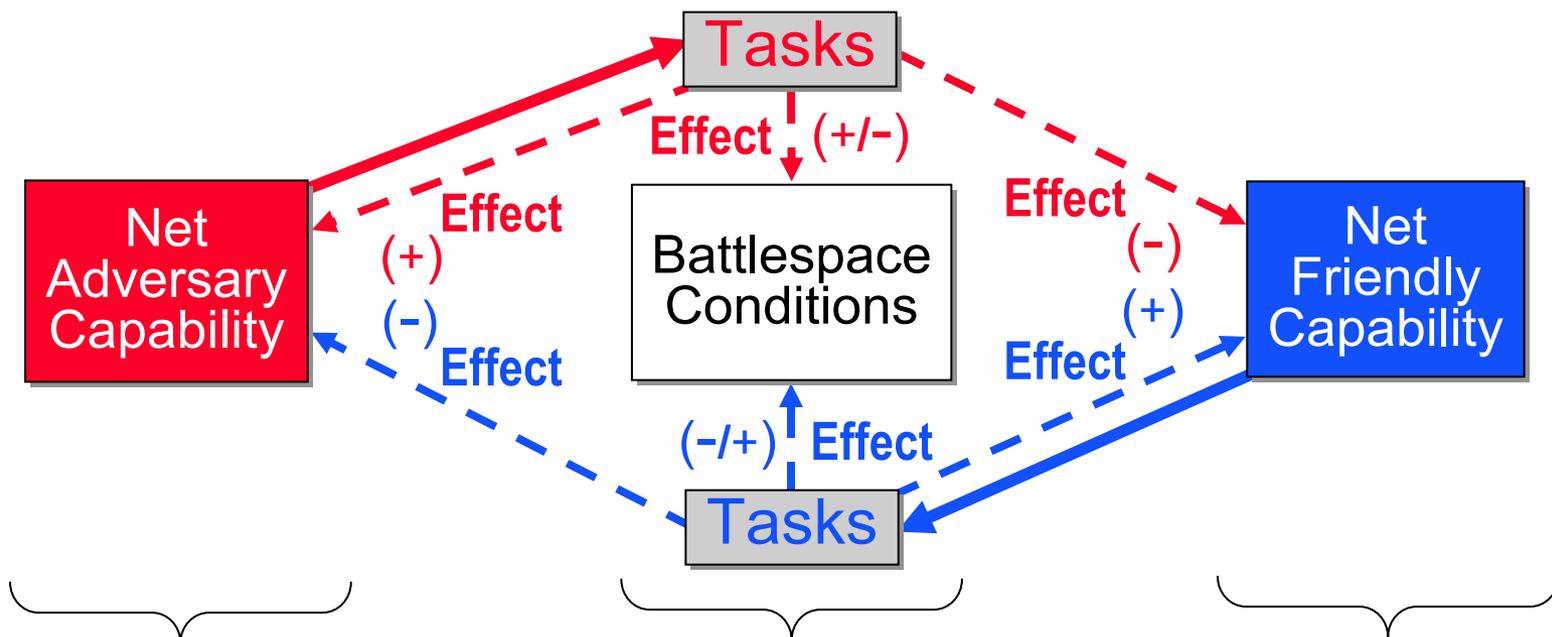
# Toward a Taxonomy





# Capability - Task - Effect Relationships

- Performing Tasks is a science – achieving Desired Effects is an art.
- The Commander’s “operational art” is determining which tasks to which units in what order with what freedom to deviate.
- A CONOPS is the Commander’s theory that links the plan’s Tasks to Desired Effects, and those Effects to an Endstate.



## Potential to Perform Tasks

- Means + Ways
- Freedom of Action
- Potential Behaviors

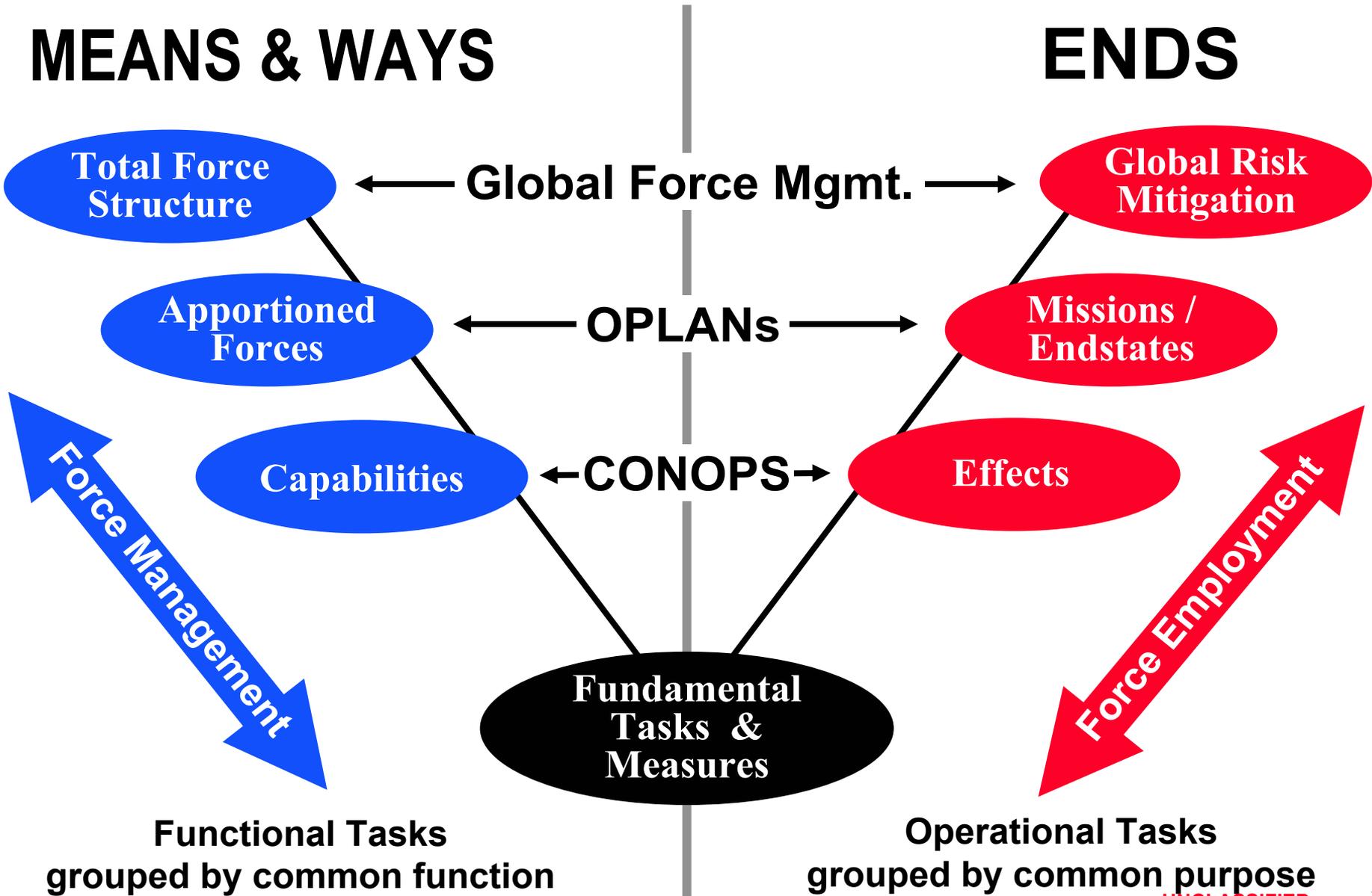
## Performance of Tasks (according to a Plan)

## Potential to Perform Tasks

- Means + Ways
- Freedom of Action
- Potential Behaviors

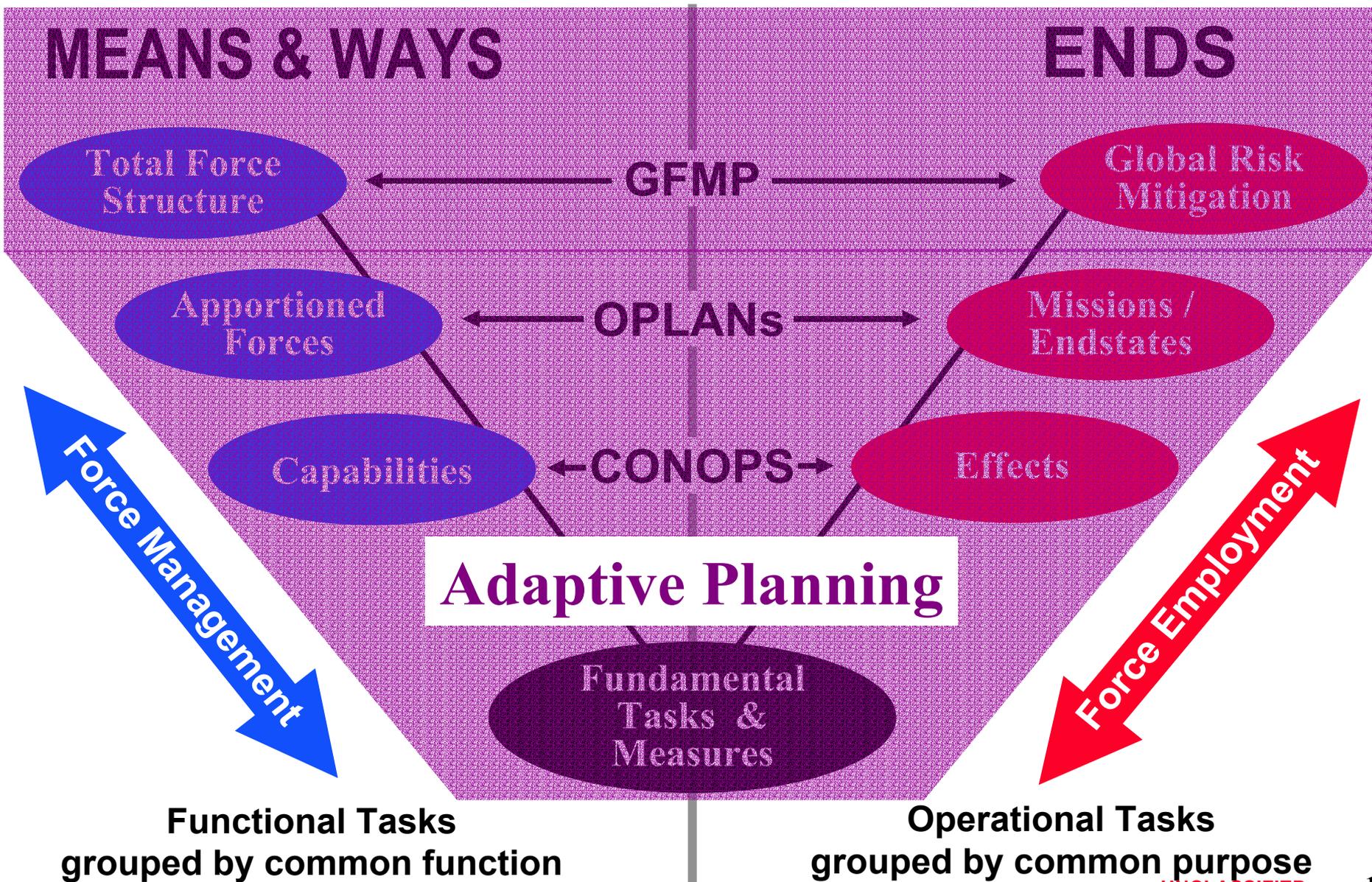


# Planning Hierarchy: Near Term



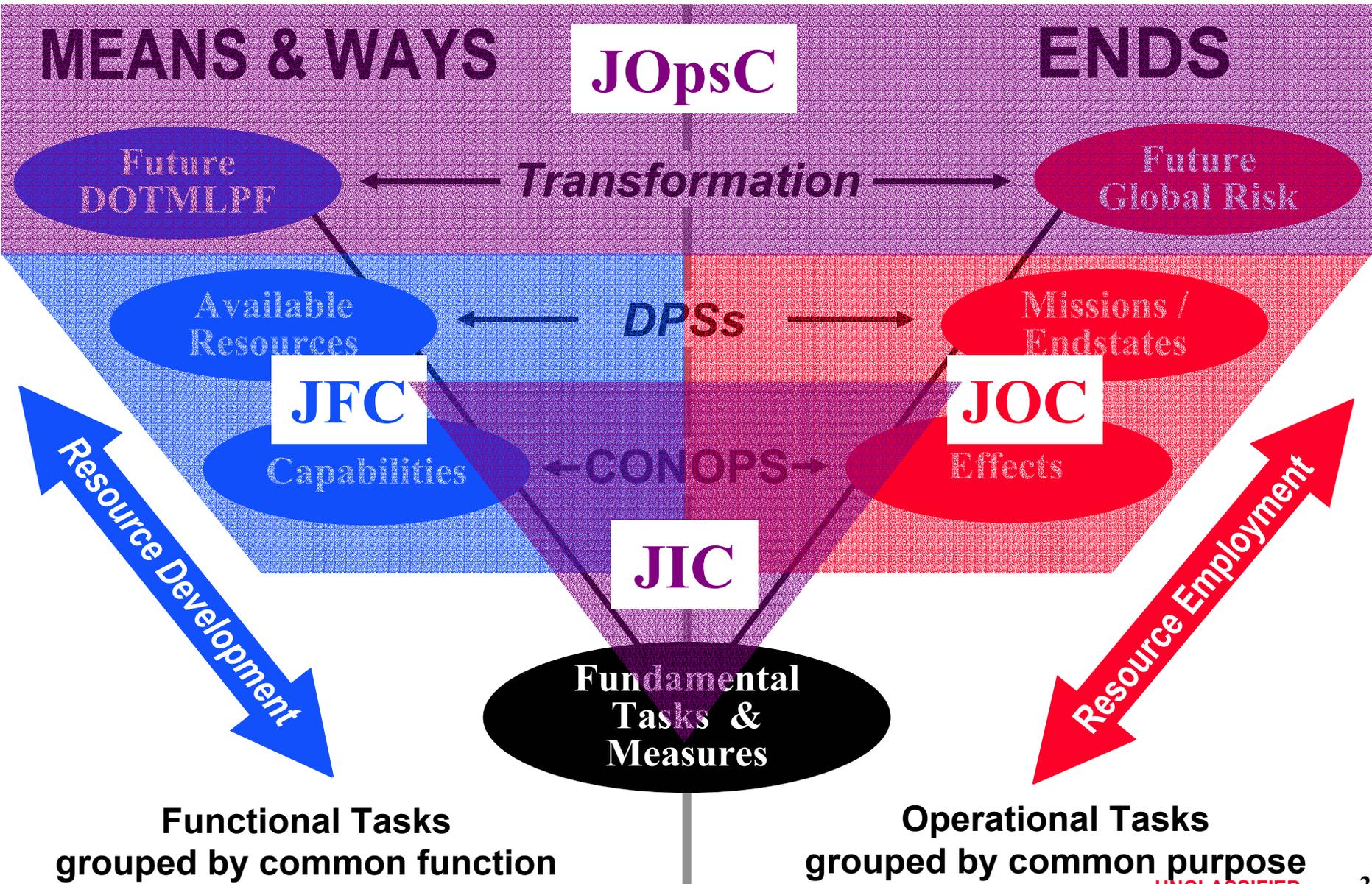


# Planning Hierarchy: Near Term





# Planning Hierarchy: Far Term





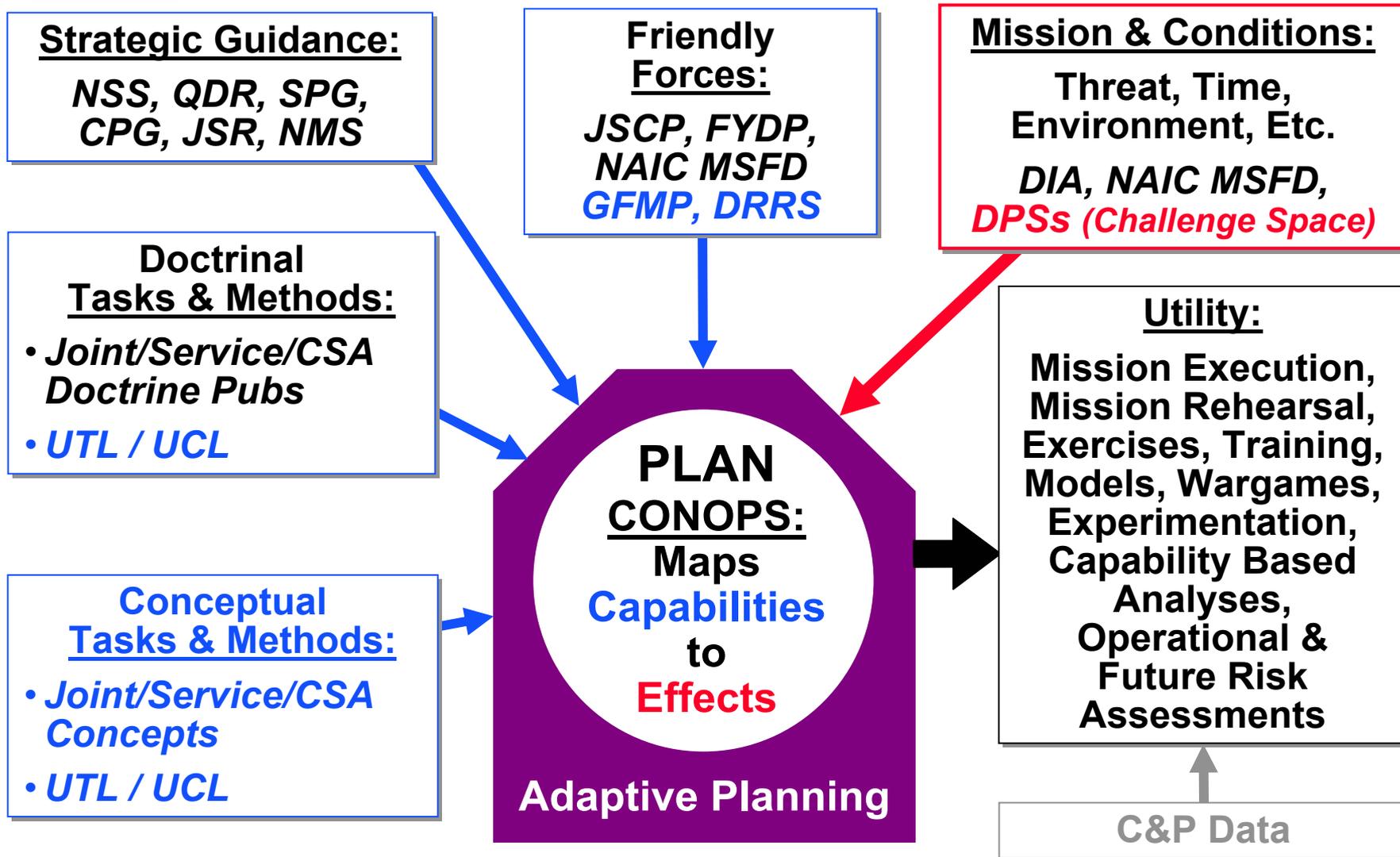
# *Working Definitions*

The fundamental element is a task.

- **Task**: an action or activity defined within doctrine, standard procedures, or concepts that may be assigned to an individual or organization.
- **Mission**: The endstate, purpose, and associated tasks assigned to a single commander.
- **CONOPS**: the overall picture and broad flow of tasks within a plan by which a commander maps capabilities to effects, and effects to endstate.
- **Capability**: a combination of means and ways sufficient to perform a set of tasks within specified conditions and standards.
- **Effect**: a change to a condition (static state), behavior (dynamic state), or freedom of action (capability) of a system resulting from tasked political, informational, military, or economic actions.
- **Endstate**: the set of conditions, behaviors, and freedoms of action that defines achievement of the commander's mission.



# Planning: Hub of the Capabilities Universe

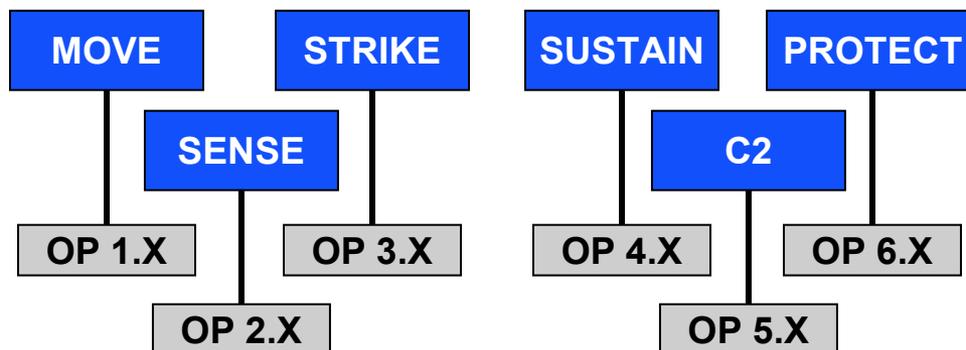




# Universal Joint Task List (UJTL)

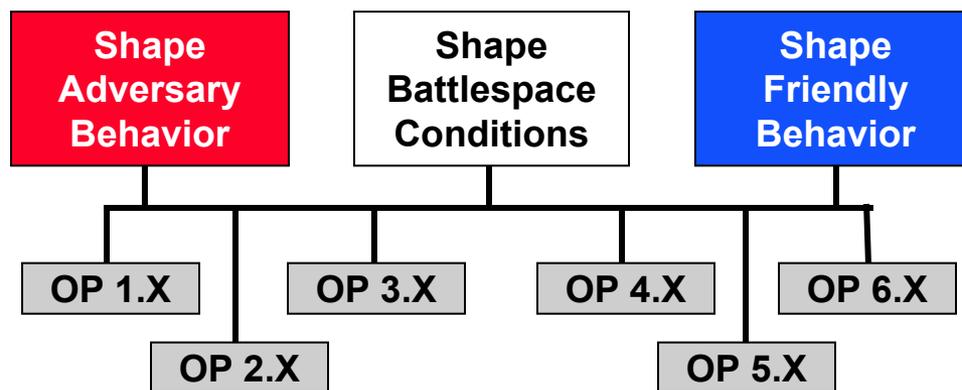
## FUNCTIONAL TASKS

(Means/Ways-Focused)



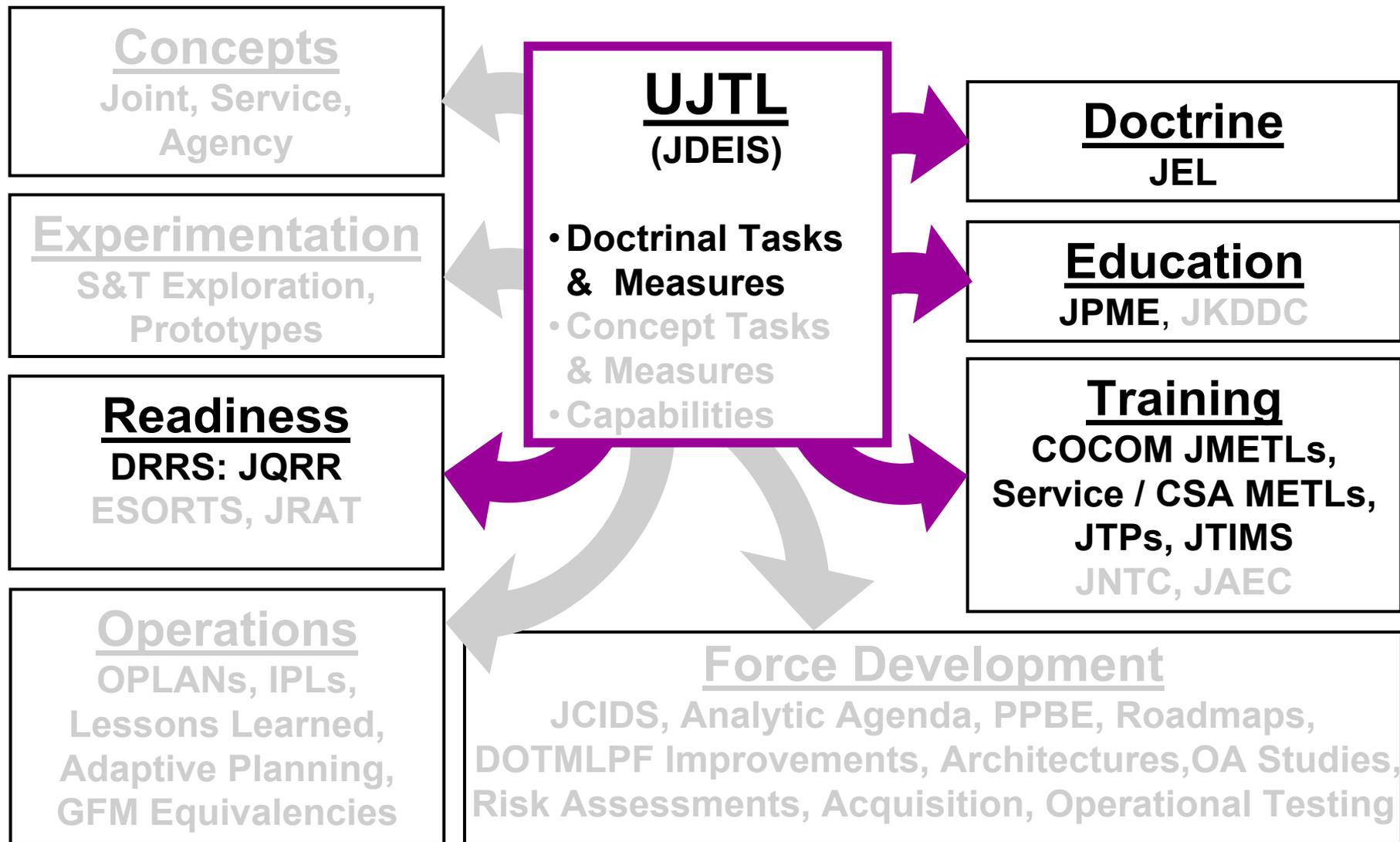
## OPERATIONAL TASKS

(Ends-Focused)



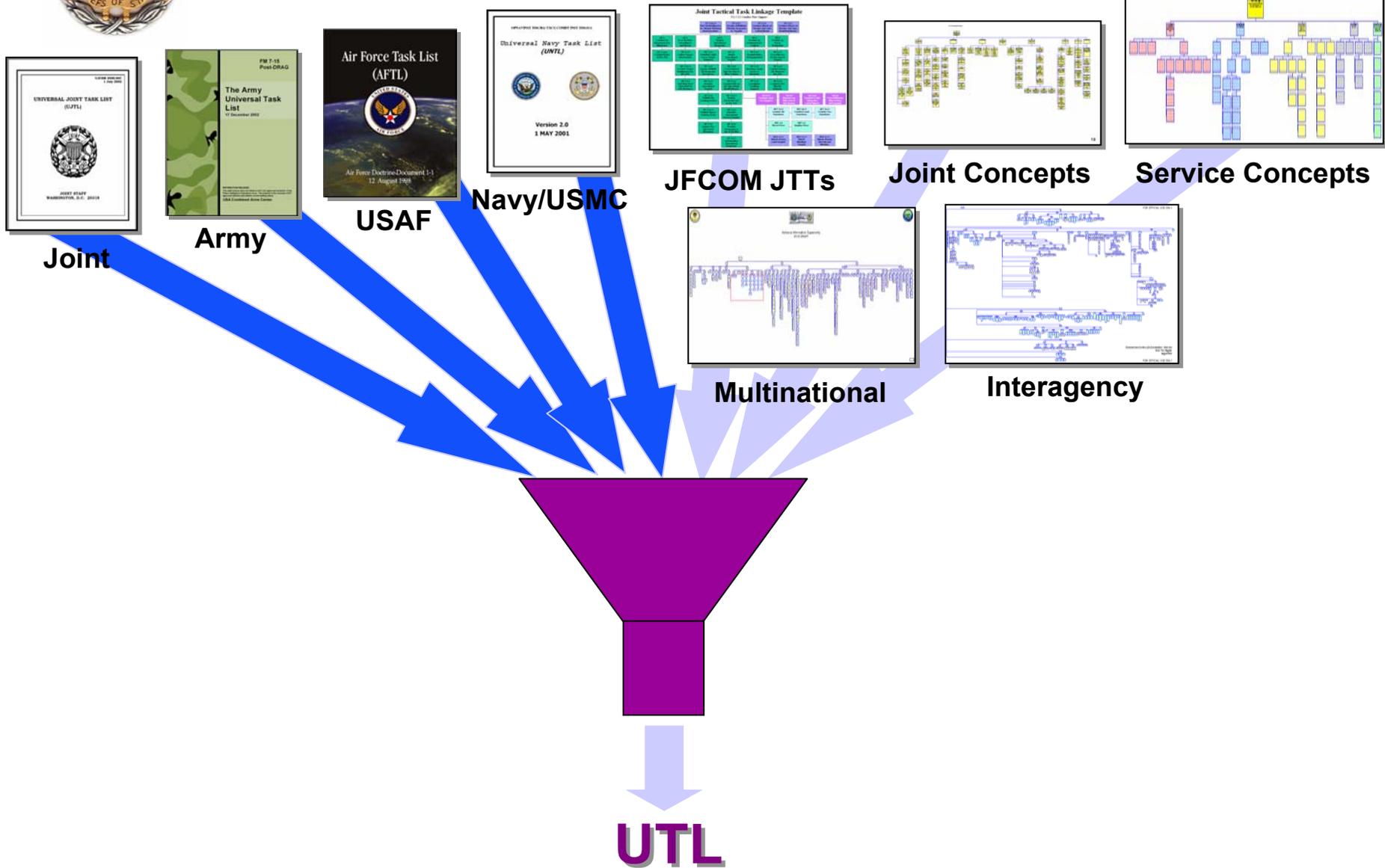


# Current UJTL Links





# Universal Task List (UTL)



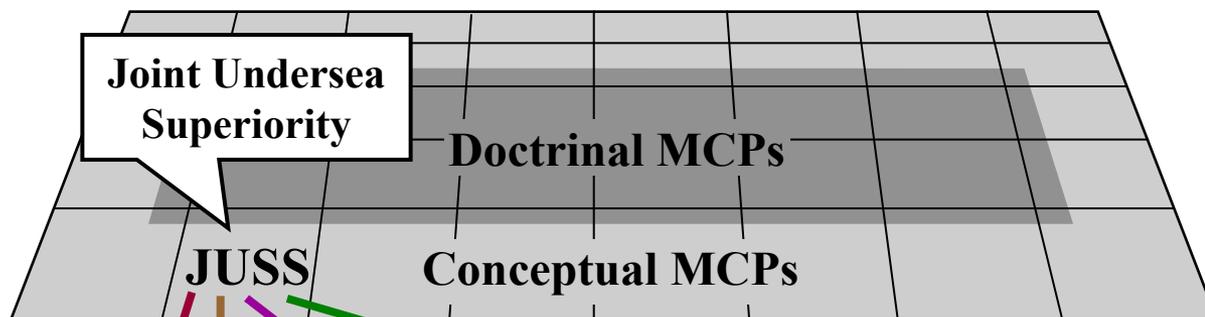


# UTL / UCL Structure

## Common Data Repository

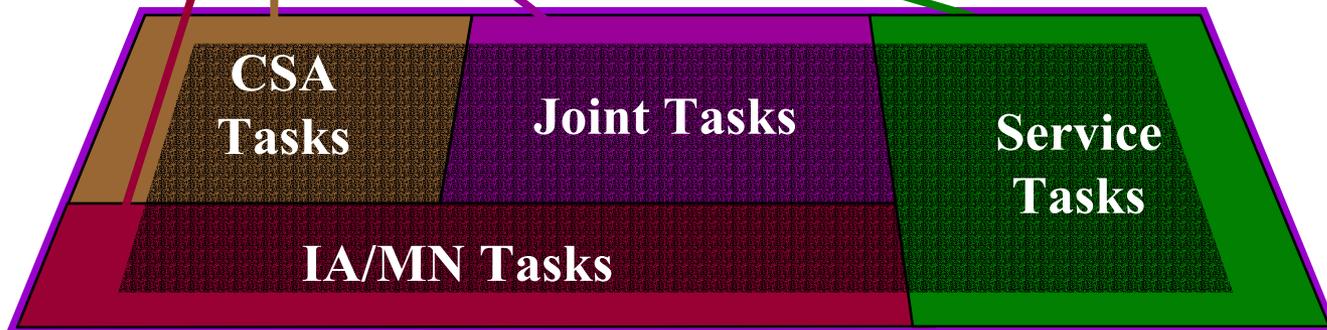
### Universal Capabilities List (UCL)

Single database of effect / capability task packages (MCP)



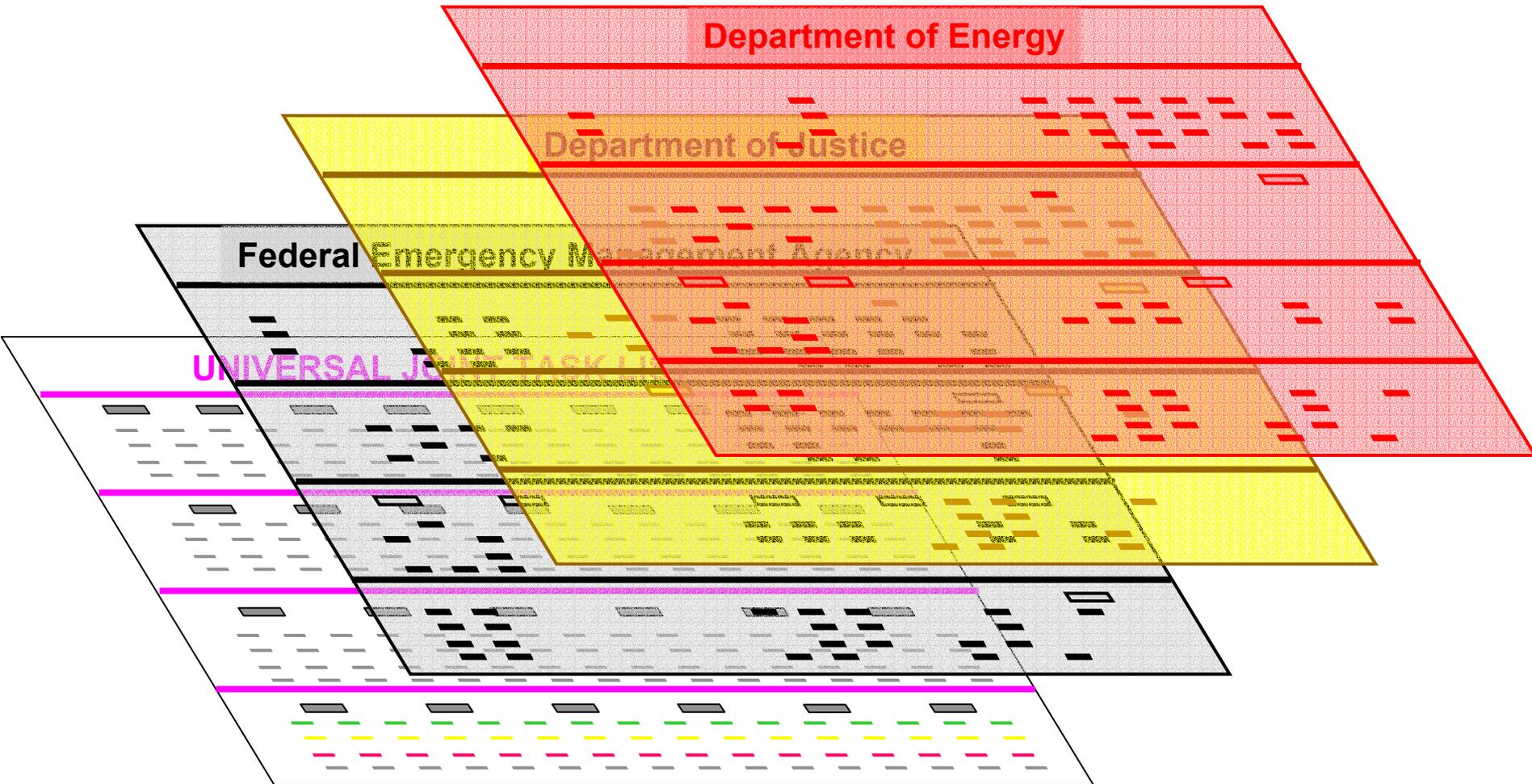
### Universal Task List (UTL)

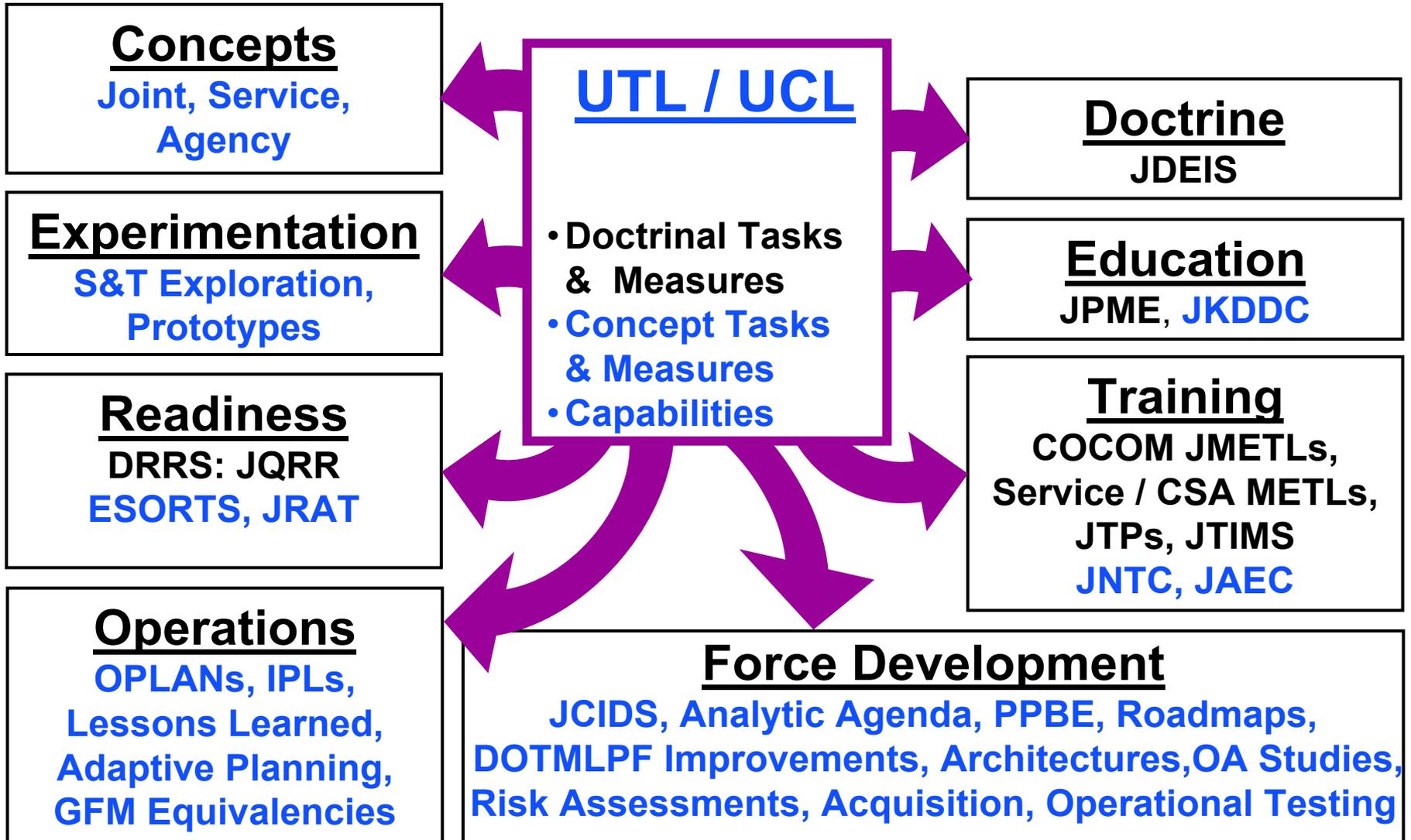
Single database of all DIME doctrinal and conceptual tasks





# Relating Tasks – A Common Language







# Questions?



# Backups



**The Nature of Individuals  
and Nations is that they live  
in Constant Competition.**

**To What Ends Do We  
Compete?**



# *Freedom of Action*

***The human quest for increased Freedom of Action drives individuals and nations to war and lesser forms of competition.***

- 1. Increase Capacity for Independent Action***  
Develop and advance – Stable and Best Case
- 2. Survive on Own Terms***  
Preserve status quo welfare, freedom, security  
– Marginally Stable
- 3. Survive***  
Exist with diminished satisfaction and freedom  
– Unstable



## *Stable Outcome*

- ***Status quo*** is unstable state by definition in the information age
  - “Instability is not caused by poverty, but by development.” -- Robert Kaplan
  - People can compare lifestyles; Globalization breeds dissatisfaction among the lesser privileged.
  - The common citizen now may possess firepower and information-sharing equipment equivalent to the common soldier; *populations are becoming governable only by consent.*
- A stable endstate must yield more freedom of action than the initial state for all parties (i.e., win-win)
- Victory may be achieved by force, but it is a win-lose outcome that must be maintained by a continuing force advantage.