

Joint Concept for Integrated Campaigning



1 February 2017

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FOREWORD

[Proposed draft to be prepared following initial staffing]

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EXECUTIVE SUMMARY

Today and into the foreseeable future, the United States is in a global competition with emerging and resurgent global powers, aspiring regional hegemony, and non-state actors seeking to undermine aspects of the post-World War II international order. While missions and strategies have evolved over the last decade of war, concepts and doctrine to enable the Joint Force to compete in the current and future security environments has not kept pace resulting in the following three implications affecting future force development and employment.

First, Joint Force employment techniques, resources, authorities, and permissions, built around a binary peace/war model are insufficient to prepare the force to address confrontations short of armed conflict. These confrontations will occur over extended periods of time, change their character in response to our and adversary actions, include a degree of competition with a military dimension short of armed conflict, and occur in a transregional, all-domain, multi-functional environment.

Second, following through and securing gains to enable the attainment of sustainable political outcomes requires the resourcing and alignment of non-military and military activities of sufficient scope, scale, and duration in concert with inter-organizational partners.

Third, current Joint doctrine, organizations, training, education, and leader development activities are insufficient to prepare the force to address confrontations short of armed conflict. Existing campaigning methodologies are insufficient to address competition which can persist for extended periods of time.

Taken together, these three implications help frame the following military challenge: How does the Joint Force and its inter-organizational partners conduct globally integrated operations to achieve acceptable and sustainable outcomes?

Further, the solution must account for the complexity of the environment; interactions with adaptive adversaries; the persistence of enduring competitions; transregional challenges; emerging patterns of competitions below the threshold of armed combat; and the challenge of integrating military activities within the DoD and aligning those activities with inter-organizational partners.

To address this challenge, this concept's central idea is *Integrated Campaigning*. The JCIC defines *campaigning* as Joint Force and inter-organizational partner efforts to enable the achievement and maintenance

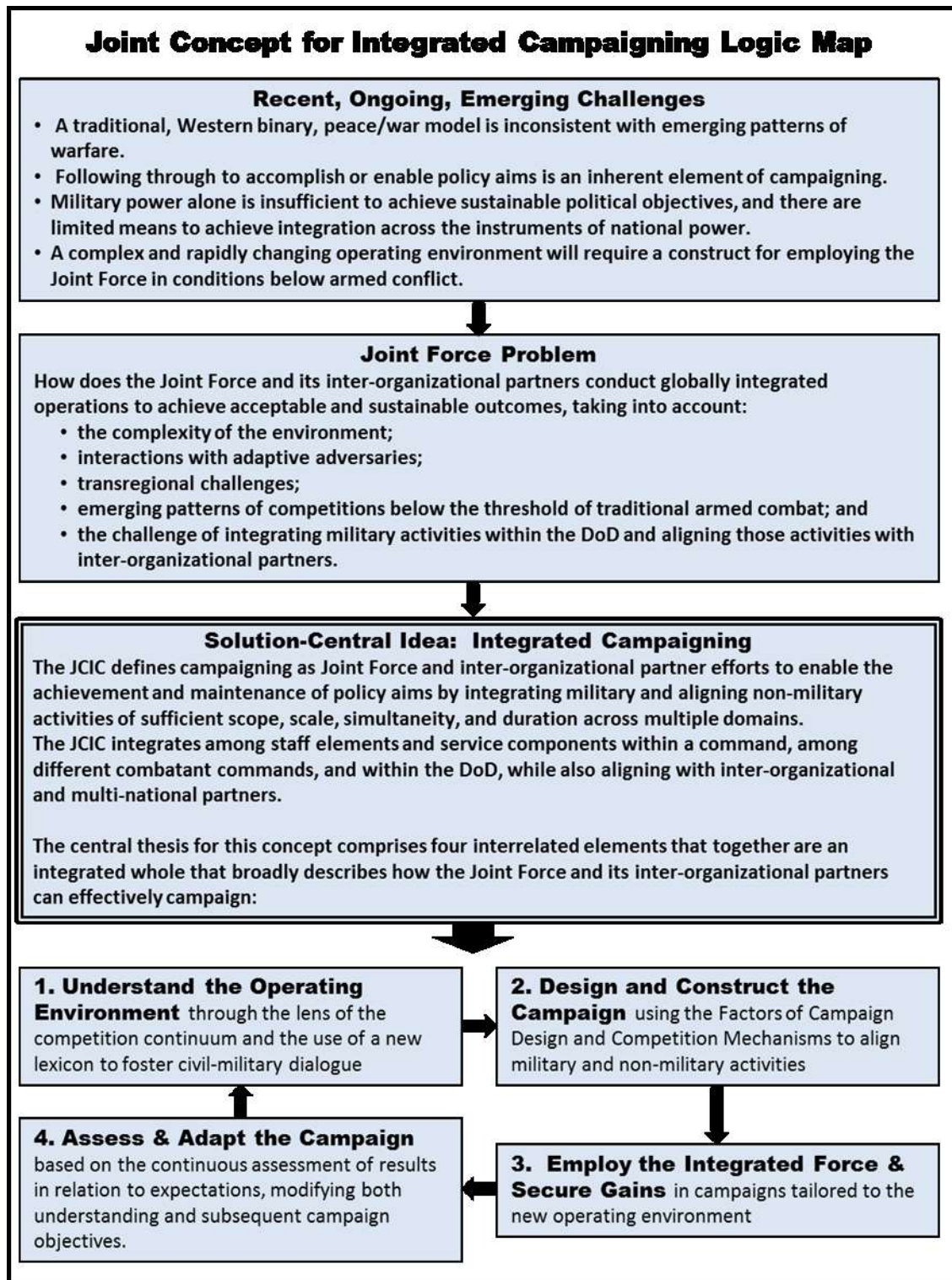
of policy aims by integrating military and aligning non-military activities of sufficient scope, scale, simultaneity, and duration across multiple domains. The JCIC *integrates* among staff elements and service components within a command, among different combatant commands, and within the DoD, while also aligning with inter-organizational and multi-national partners.

The central idea consists of four interrelated elements that together are an integrated whole that broadly describes how the Joint Force and its inter-organizational partners can effectively campaign:

- **Understand the Operating Environment** through the lens of the competition continuum and the use of a new lexicon to foster civil-military dialogue
- **Design and Construct the Campaign** using the Factors of Campaign Design and Competition Mechanisms to align military and non-military activities
- **Employ the Integrated Force & Secure Gains** in campaigns tailored to the new operating environment
- **Assess & Adapt the Campaign** based on the continuous assessment of results in relation to expectations, modifying both understanding and subsequent campaign objectives.

The *Joint Concept for Integrated Campaigning* sets the stage for a paradigm shift in how Joint Force leaders and inter-organizational partners integrate military activities and align non-military activities of sufficient scope, scale, simultaneity, and duration across multiple domains to enable the achievement and maintenance of policy aims.

Logic Map



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But in war more than in any other subject we must begin by looking at the nature of the whole; for here more than elsewhere the part and the whole must always be thought of together.

Carl von Clausewitz

1. Introduction

The Joint Concept for Integrated Campaigning (JCIC) describes how the Joint Force will employ military power in concert with the other instruments of national power to promote and defend U.S. national interests. Its purpose is to guide force development and inform how Joint leaders understand, visualize, describe, and direct military actions and align those actions with non-military activities. It provides an intellectual framework for campaigning. This concept addresses transregional and all-domain challenges while accounting for changes in the operating environment and incorporating lessons and observations from recent, ongoing, and emerging security trends.

The JCIC aims to institutionalize the thinking and associated efforts required to prevail in the future security environment that is likely to be significantly different than that experienced over the past several decades. Competitors have exploited the vulnerabilities created by an American system optimized for conventional armed conflict. They are avoiding U.S. strengths and achieving their political objectives in ways not easily countered by the Joint Force.¹

With this context in mind, the JCIC begins the process of adapting how the Joint Force campaigns so that military operations better support the achievement of policy objectives. Aligned with inter-organizational, inter-governmental and multinational partners, Joint Force campaigns will contribute to the achievement of sustainable political outcomes. To achieve these outcomes, this concept begins a paradigm shift in the way the Joint Force employs military power. War and international competition remain a clash of wills in which each actor attempts to impose its will, an endeavor that is inherently human, political, and uncertain. Therefore, the Joint Force must design and construct campaigns and employ forces in a manner consistent with the operating environment and the nature of war and international competition.

¹ Grygiel, J. J., & Mitchell, A. W. (2016). *The unquiet frontier: Rising rivals, vulnerable allies, and the crisis of American power* (Kindle Edition) Princeton University Press.

2. Scope

This concept focuses on future Joint Force campaigning, which will occur within the context of an increasingly complex international order. It supports Joint Force efforts to prepare for globally integrated operations to achieve acceptable and sustainable strategic outcomes. The JCIC offers an approach to compete with or defeat adversaries seeking to alter the international order in ways that are adverse to U.S. interests. It also addresses the alignment of Joint Force activities with the efforts with inter-organizational and multinational partners.

3. Future Operating Environment

Recent, Ongoing, and Emerging Challenges

During the early and mid-1990s, the Joint Force began to institutionalize many of the lessons of Just Cause and Desert Storm. As DoD organized for future regional conflicts in the post-Cold War environment, the Joint Force adopted a construct modeled on Desert Shield/Desert Storm for future employment of the force. However, over the past 25 years, the Joint Force's experience has been armed conflict that unfolded in a different, and often more challenging, manner than expected. The great lesson of these recent conflicts has been that successful execution of the phase of "dominating activities" does not automatically lead to securing desired political objectives.

Translating military success into the aims of policy is the ultimate purpose of armed conflict. Yet in an age of constant competition, gains will rarely go unchallenged. Thus, the maintenance of hard-won gains will require continued commitment, often of considerable duration. This "follow through" requires methodical transitions occurring over years or even decades to ensure the perpetuation of favorable outcomes.

Strategic rivals such as China, Iran, and Russia are employing coercive methods to accomplish objectives in the competitive space between peace and war. These competitors aim to change international norms with operations characterized by uncertainty to create ambiguity meant to confuse public opinion, paralyze political decision making, subvert legal frameworks, and avoid crossing the threshold of military response.²

China's rapid construction of artificial islands in the disputed Spratly Island chain is an example of how an actor can achieve political aims without

² Votel, J.L. (2015). The gray zone. United States Special Operations Command. White Paper.

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resorting to armed conflict. Avoiding direct military confrontations, China's island building activities are in contravention of international norms to gain influence and territory.³

Iran's involvement in Lebanon and Syria provides another example of a state expanding its regional influence using a combination of direct and indirect military and non-military activities. Since the 1980s, Iran has supplied Hezbollah in Lebanon with substantial amounts of military training, weapons, political, and financial aid and is also directly involved with Hezbollah in the Syrian civil war. These actions are part of a larger effort on behalf of Iran to use aggressive diplomacy, economic overtures, and military action to pursue core national interests while limiting the risk of direct retaliation from global actors.⁴

Russia's aggression against Ukraine highlights how Russia employs a combination of diplomatic, informational, military, and economic means to achieve its aims. The precise mixture varies with the situation but seems calculated to achieve maximum effect without bringing on a direct military response.⁵

The *Joint Operating Environment (JOE) 2035: The Joint Force in a Contested and Disordered World*, envisions a future with challenges significantly different from those of recent decades. The two overarching challenges are *contested norms* and *persistent disorder*; both have significant implications for how the Joint Force will campaign in the future.

In short, adversaries will continue to use creative strategies that combine conventional and non-conventional methods to achieve objectives by operating below a threshold that would invoke a direct military response from the U.S. while retaining the capability to engage in more conventional armed conflict.

Implications of Recent, Ongoing, and Emerging Challenges

The future operating environment will present leaders and planners with unfamiliar problem sets, challenge DoD resourcing systems, and test the Joint Force's ability to maintain the strategic initiative. Analysis suggests several implications that are particularly pertinent for integrated campaigning.

- **The Western binary, peace/war model is insufficient with emerging patterns of warfare.** Areas of instability and revisionist states contesting

³ Roy, Denise. (2015, December 9) China Wins Gray Zone by Default, Center for Strategic & International Studies.

⁴ Grygiel and Mitchell.

⁵ Schadow, N. (2014, August 18). Peace and war: The space between. War on the Rocks. Retrieved from <http://warontherocks.com/2014/08/peace-and-war-the-space-between/>

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international norms in ways meant to avoid overt conflict do not fit a peace/war model of Joint Force employment. Under the most familiar operational model (Figure 1), Joint Force leaders receive substantial resources only during war and those resources are then meant to be largely withdrawn after the conclusion of “Dominate Activities.” That model is not adequate for an operating environment in which competitors intend to achieve all their objectives below the threshold of direct U.S. military response. Consequently, the Joint Force may be in a reactive posture rather than being in a position to actively advance U.S. policy goals. Accounting for a condition between peace and war will require a more expansive model for understanding and framing the operating environment.

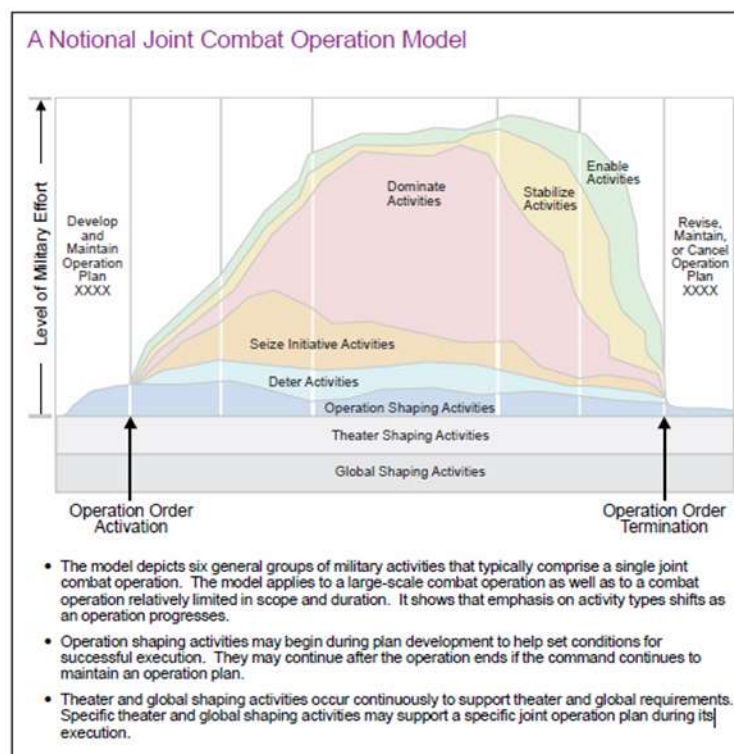


Figure 1: 2016 JP 3-0 Notional Joint Combat Operation Model

- **Recognition that following through to accomplish or enable policy aims is an inherent element of campaigning in armed conflict as well as an essential facet of campaigning outside of armed conflict.** Currently, the Joint Force conceives of campaigning largely in terms of armed conflict with “post-conflict” actions regarded as something distinct. That artificial distinction hinders the goal of securing and maintaining political gains. Campaigning continues throughout because the operating environment remains competitive even after the defeat of an enemy’s main forces. The Joint Force and its partners must recognize

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that following through is an inherent part of campaigning. This is equally true for competition below armed conflict, in which adversaries will typically seek to win advantages over prolonged periods.

- **Military power alone is insufficient to achieve sustainable political objectives, and there are limited means to achieve integration across the instruments of national power.** Overcoming the complex challenges in the operating environment to achieve sustainable political objectives will require the alignment of military and non-military activities in time, space, and purpose. As the DoD articulates how it will integrate and align Joint Force activities, DoD must also plan and provide for support to and coordination with other U.S. departments and agencies.
- **A complex and rapidly changing operating environment will require a construct for employing the Joint Force in conditions below armed conflict.** CJCSM 3130.01A (Theater Campaign Planning (TCP) Procedures and Responsibilities) directs GCCs to develop a theater strategy for employing “normal and routine” military activities in conditions short of conflict to achieve strategic objectives.⁶ Planning, coordinating, and resourcing processes for these activities assume a relatively stable strategic context. This pace is sufficient for persistent engagement with partners and deliberate efforts to set the theater to enable the execution of contingency plans, but is too cumbersome for the agile action to counter aggressive challengers operating below the threshold of armed conflict.

According to joint doctrine, contingency plans are specific branch plans of a TCP designed to deal with potential crises in the region, rectify failures of steady-state activities, or defeat enemies. Most contingency plans describe a familiar sequence of events depicted in the Notional Joint Combat Operation Model in Figure 1. In contrast to the relatively enduring and static strategic context of the base TCP, contingency plans address a specific, discrete set of conditions.

There are some challenges, however, that the base TCP and its branch plans do not adequately address. For instance, some adversaries compete in a manner intentionally designed to obtain objectives without triggering a direct military response. Countering such dynamic, adaptive adversaries requires more continual adjustments than routine security cooperation planning allows.

⁶ CJCSM 3130.01A *Campaign planning procedures and responsibilities* (2014).
http://www.dtic.mil/cjcs_directives/cdata/unlimit/m313001.pdf

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In contrast to earlier editions that offered a single notional operation with the familiar Phases 0 through V, the January 2017 JP 3-0 acknowledges that the profile of activity intensity and types will vary according to circumstance. JP 3-0 also seeks to place these operations in context with the conflict continuum (see Figure 2.) Yet there is still some assumption of linearity and discrete phases implicit within this model. The Joint Force must be ready to create a broader range of options to support the achievement of policy aims in a more complex operating environment than depicted in Figure 2.

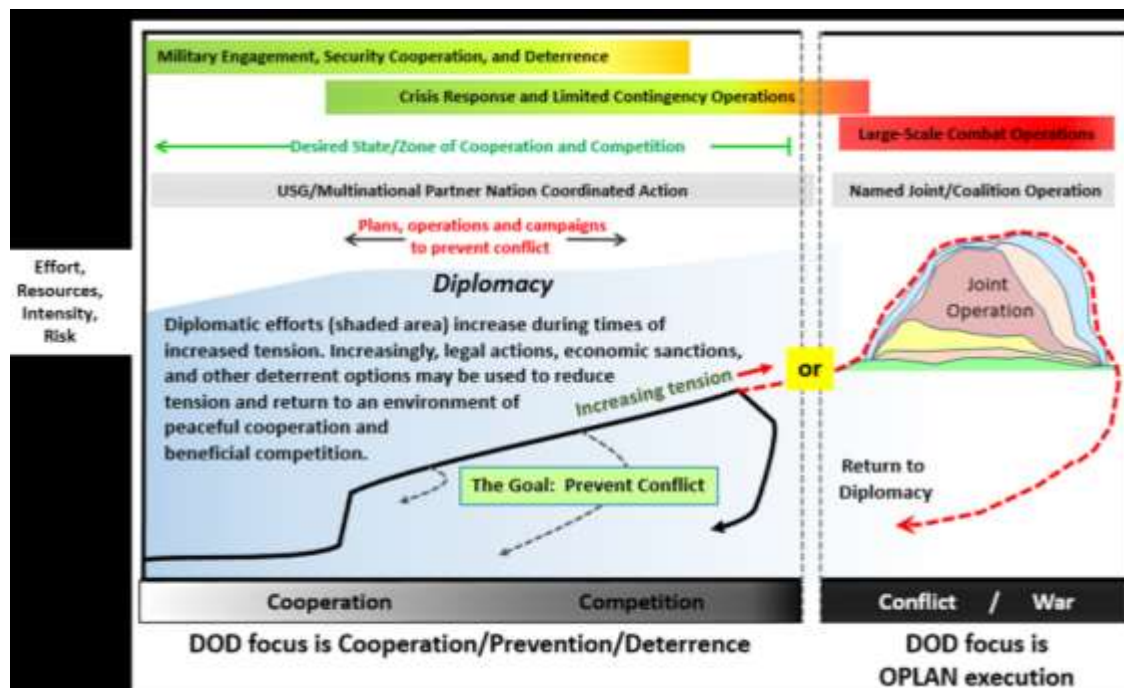


Figure 2: JP 3-0 Conflict continuum

Diplomacy as an instrument of national power is vital to the achievement of policy aims, and the Joint Force must seek to align military activities with diplomatic and other non-military activities. However, effectively countering adaptive adversaries requires that the Joint Force view diplomatic and military activities as parallel enduring efforts working in concert rather than sequentially as Figure 2 depicts. Therefore, the suggestion that there will be a return to diplomacy is misleading. Following a conflict the situation is likely to be more complex than a simple return to diplomacy. For instance, following World War II, the U.S. was engaged in armed conflict within the Greek civil war even as diplomatic efforts actively crafted a new international order.

In summary, the implications from recent and ongoing conflicts and the emerging challenges of the future operating environment highlight three points affecting force development and employment. Together, these three implications point to a military challenge.

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- First, Joint Force employment techniques, resources, authorities, and permissions, built around a binary peace/war model are insufficient to prepare the force to address confrontations short of armed conflict. These confrontations will occur over extended periods of time, change their character in response to our and adversary actions, include a degree of competition with a military dimension short of armed conflict, and occur in a transregional, all-domain, multi-functional environment.
- Second, following through and securing gains to enable the attainment of sustainable political outcomes requires the resourcing and alignment of non-military and military activities of sufficient scope, scale, and duration in concert with inter-organizational intergovernmental and multinational partners.
- Third, current Joint doctrine, organizations, training, education, and leader development activities are insufficient to prepare the force to address confrontations short of armed conflict.

4. The Military Challenge.

How does the Joint Force and its inter-organizational partners prepare to conduct globally integrated operations to achieve acceptable and sustainable outcomes, taking into account:

- the complexity of the environment;
- interactions with adaptive adversaries;
- transregional challenges;
- emerging patterns of competitions below the threshold of traditional armed combat; and
- the challenge of integrating military activities within the DoD and aligning those activities with inter-organizational partners.

5. The Central Idea: A Construct for Integrated Campaigning

The central idea for this concept is *Integrated Campaigning*. The JCIC defines campaigning as Joint Force and inter-organizational partner efforts to

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enable the achievement and maintenance of policy aims by integrating military and aligning non-military activities of sufficient scope, scale, simultaneity, and duration across multiple domains. The Joint Force integrates among staff elements and service components within a command, among different combatant commands, and within the DoD, while also aligning with inter-organizational and multi-national partners.

The central idea consists of four interrelated elements that together are an integrated whole that broadly describes how the Joint Force and its inter-organizational partners can effectively campaign:

- Understand the Operating Environment through the lens of the competition continuum, a new lexicon to foster civil-military dialogue and collaboration
- Design and Construct the Campaign using the Factors of Campaign Design and Competition Mechanisms to align military and non-military activities
- Employ the Integrated Force and Secure Gains in campaigns tailored to the new operating environment
- Assess & Adapt the Campaign based on the continuous assessment of results in relation to expectations, modifying both the understanding and subsequent campaign objectives.

Understand the Environment: Expanded View and Lexicon

Development of a common understanding of the operating environment serves as the unifying starting point for planning and execution, and is the basis to maintain and update that understanding through assessment during execution of the campaign to achieve desired policy aims.

The way the Joint Force views the operating environment in the future should account for more than the binary peace and war model. The JCIC offers a more comprehensive and flexible spectrum of strategic relations—the *competition continuum* of cooperation, competition below armed conflict, and armed conflict. The competition continuum is more than simply the substitution of a three-part model for the two-part peace-war dichotomy. The three elements of the continuum (cooperation, competition below armed conflict, and armed conflict) are not exclusive of each other but can co-exist at the same point in time. The implication for the Joint Force is that both plans

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and actions must take into account this complex reality if they are to have a reasonable chance of securing and maintaining policy objectives.

The competition continuum recognizes this complexity and provides a lexicon to describe these interactions in order to facilitate shared understanding, accurate communication of intent and risk, and enable sound planning and decision-making. International relations are more complex than a single descriptor, such as competition, can capture. These descriptors must be used in reference to a specific relationship and issue. For instance, it would be incorrect to say that the U.S. is solely in a state of competition with China. Instead, the relationship is one of competition in regard to some interests, such as access to the South China Sea, and cooperation in others, such as counter-piracy in the Indian Ocean. The JCIC applies to the Joint Force, so the competition continuum is primarily intended to apply to military operations but there is no reason why they cannot be applied to the other elements of national power (diplomatic, informational, and economic) as well.

Figure 3 depicts the competition continuum, which consists of three states of relations:

- In *armed conflict* the use of violence is the primary means by which an actor seeks to satisfy its interests. Armed conflict varies in intensity and ranges from limited warfare to unlimited wars between great powers.
- *Competition below armed conflict* exists when two or more actors in the international system have incompatible interests but neither seeks to escalate to open conflict. The Joint Force will have a great deal of utility in securing strategic objectives in competition, but it will typically offer

Vignette: Interrelationship of the competition continuum and the instruments of national power

Competition through military means like freedom of navigation operations might be curtailed if that same competitor's diplomatic and economic support is needed elsewhere, such as in the UN Security Council or to uphold sanctions.



Figure 3: Competition Continuum

support to other departments and actors.

- *Cooperation* includes mutually beneficial relationships between strategic actors with similar or compatible interests. Although interests will only rarely be in complete alignment, relations that are fundamentally cooperative are strategically important for the U.S. because they underpin the international order, enhance collective security, help to ensure access to global commons, enable burden-sharing, and deter

Vignette: The Competition Continuum in History

Though the framework offered by the JCIC is new, the complexity of the strategic environment is not. The case of World War II illustrates that even in conventional state conflict all three elements of the competition continuum were present. The U.S. was in conflict with the Axis powers. In Europe, it cooperated with the United Kingdom, France, and the Soviet Union, coordinating operations and providing large amounts of arms and equipment. Yet at the same time, there was also a degree of competition with the Soviet Union. U.S.-U.K. policy accounted for a longer-term competition with communism that had existed prior to the war and resumed with much greater intensity afterward. In the Pacific, the Soviets offered minimal cooperation until the very end of the war, and their late entry was arguably motivated more by a desire to compete with the U.S. in the post-war order than to cooperate in the combined effort to defeat Japan. Even in respect to the U.K. and France, a difference in visions for the disposition of former colonies created a state of low-level competition that influenced the conduct of war. The role of both civilian policymakers and military leaders was to understand the nature of these many strategic relationships, weigh their relative importance, tailor military campaigns in accordance with those priorities, and then continually reassess and adjust as the strategic and political situation progressed.



Cooperation, Competition, Conflict: Winston Churchill, Franklin D. Roosevelt, and Joseph Stalin at the Yalta Conference in 1945

conflict.⁷

The dynamic nature of the strategic context requires a further level of detail within the competition continuum that captures the relative intensity and trajectory of the relationships. The JCIC divides the three elements into sub-elements which form a ladder of policy ambition providing further clarity of intention when necessary.

Armed Conflict

- *Defeat*. Create conditions to impose desired policy objectives upon the adversary.
- *Deny*. Frustrate the policy objectives of the adversary.
- *Degrade*. Reduce the adversary's ability and will to the greatest extent possible within resource and policy constraints.

Competition below Armed Conflict

- *Improve*. Employ all measures short of those that might reasonably lead to conflict in order to achieve U.S. objectives, deny the competitor the achievement of its aims, and improve the overall strategic position.
- *Counter*. Regulate the competition to ensure the U.S. maintains its relative strategic position and the competitor achieves no further gains; only seek to improve the U.S. position to that achievable given existing resources, authorities, and permissions, and in a manner that does not jeopardize interests elsewhere.
- *Contest*. Use prudent means to achieve the best possible strategic position though it is acknowledged that this lesser aim entails risk that given resources or policy constraints might be insufficient to prevent the competitor achieving further gains.

Cooperation

- *Advance*. Expand cooperative activities in whatever forms are most appropriate (e.g. building partner capacity, increasing interoperability, and expanding Joint Force access) in order to achieve U.S. aims while also enabling or advancing partner interests.

⁷ Patrick M. Cronin, Mira Rapp-Hooper, and Harry Krejsa, *Dynamic Balance: An Alliance Requirements Roadmap for the Asia-Pacific Region* (Washington, D.C.: Center for a New American Security,[2016]).

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- *Maintain*. Cooperate in order to maintain relationship and secure bilateral advantage but without significant increase in resources or commitment unless strictly in accord with overriding U.S. interests.
- *Engage selectively*. Cooperation is transactional with the sole aim of achieving U.S. aims; maintenance of a larger relationship with the partner is not desirable or worthwhile.

The principal benefit of these expanded elements is the provision of a fuller lexicon that can capture the nuances of prioritization and change within the strategic landscape. This benefit mainly applies competition and cooperation but pertains to conflict as well. For instance, returning to the earlier example of World War II, the initial Allied approach was to defeat Germany while denying Japan further gains in the Pacific until more favorable conditions would allow its defeat. Establishing and communicating such priorities is the first step to integration, whether within a command, across DoD, across the USG, or within a coalition.

Conveying prioritization and policy ambition is important. Merely noting that the U.S. is engaged in competition with Russia in eastern Ukraine does not provide sufficient fidelity of intent. The actions of the Joint Force if directed to *improve* would be quite different than if directed to *contest*, even though both fall within the larger state of competition. Furthermore, the policy decision about how aggressively to compete has direct implications for the level of cooperation with Ukraine. For instance, improving the position vis-à-vis Russia could entail a corresponding recommendation to *advance* cooperation with Ukraine.

The more specific lexicon is also necessary to capture the complexities of changing conditions over time, which is particularly important for extended competition. In those areas where the U.S. is likely to compete with a certain actor for years, the intensity of that competition will vary according to the swings in the overall relationship between the two countries, the degree to which other crises and events divert U.S. resources or require cooperation with the other country, and the desires of allies. The election of an anti-American leader in an ally or partner, for instance, might force a reduction in the level of cooperation with the ally from *advance* to *maintain*, which in turn might require a less ambitious goal for competition against the competitor state due to loss of access or partner capacity.

In practical terms, the expanded view of the operating environment and its lexicon facilitates the dialogue between civilian policymakers and military leaders. The ability to convey degrees of policy ambition and restraint reinforces civilian control, by providing a framework recognizing that policy

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constraint is an inherent aspect of competition. Military advice also benefits from a shared lexicon that allows the identification of instances in which the Joint Force cannot achieve the desired level of policy ambition given resources, authorities, or permissions. This is particularly important for competition, as by definition it is a space within which the U.S. has decided not to exert its full power. Thus, calibrating aims with what has been determined prudent to expend is the first step towards integration.

Design and Construct the Campaign

This element of the integrated campaigning construct focuses on developing a strategy to address the problem, defining the overarching concept for what the USG is seeking to achieve, and providing the necessary guidance and direction to execute that concept. This may include efforts to identify campaign objectives and then align resources and operations—across the range of partners—to ensure the accomplishment of these objectives.

Having established a foundation for campaigning by understanding the operating environment, leaders and planners begin to design the campaign. Campaign design begins with recognition that both military and non-military activities are vital for the achievement of acceptable political conditions. Next, leaders and planners must determine the relevant mechanisms for employment. Finally, leaders and planners embed activities to solidify campaign progress to prevent loss of any gains or regression to previous conditions.

Factors of Campaign Design

Across the competition continuum described above, there are common considerations to keep in mind when designing campaigns. Joint doctrine currently describes thirteen elements of operational design which collectively enable Joint leaders to design operations aimed at defeating adversaries' war-making capability in armed conflict (JP 5-0). These elements of operational design are still valid for individual operations, but insufficient to enable Joint leaders to campaign in cooperation, competition, and armed conflict. The JCIC addresses this shortfall through the proposed use of the *Factors of Campaign Design*.

The *Factors of Campaign Design* connect with, respond to, and inform evolving policy. A campaign design factor is an element that influences or contributes to a particular result or outcome. The *Factors of Campaign Design* are an additive array of factors to enable the Joint Force to campaign through

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the application of military power in concert with the other instruments of power. The factors help guide the development and execution of campaigns across the competition continuum. Furthermore, the factors of campaign design expand our understanding of the relationship between civilian guidance, collaboration with essential intergovernmental and allied partners, and the application of operational art and practice beyond a narrow conception of armed conflict. Additionally, these factors provide an intellectual mooring, framework, and feedback loop between the strategic discussion and development and refinement of the operational-level logic and mechanism used to pursue the chosen policy. The factors also connect with, respond to, and inform evolving policy and strategy. Finally, the factors orient on outcomes beyond just military success, while recognizing that definitive political guidance is rare and that clear conclusion and finality are elusive while campaigning across any condition.

The factors of campaign design are mutually supportive and meant to be considered collectively rather than sequentially. The function of the factors of campaign design is to guide a more informed application of the Joint Force and achieve a better alignment with other instruments of power. The factors work in conjunction with existing methodologies to assist Joint Force leaders in achieving those aims:

- A deep and relevant understanding of the environment, the antagonist and its behavior, the vector, direction, and the driving logic behind their actions, the dynamics and perspectives of other relevant actors, and the contested political issue(s) at stake within the context of international relations. Achieving this level of understanding enables true empathy and the ability to identify changes in behavior.
- A recognition of an evolving range of possible outcomes. A living estimate/forecast of the range and time interval of the possible political consequences of the circumstance, in terms of both acceptable and unacceptable futures.
- An effective civilian/military dialogue. This is the joint force's sound recommendation of alternatives and the civilian leadership's selection, acceptance, and legitimization of the initial aim of the associated policy shifts – followed by the continual discussion, feedback, adaptations and refinements of the aims and corresponding maintenance of the campaign.
- A definitive comprehension of the conditions and behaviors the joint force must produce to achieve and enable an outcome within the range of acceptability.

- A methodology of long-term consolidation of gains and perpetuation of outcomes. Effective consolidation requires a comprehensive understanding of the requirements to translated military success into outcomes. This understanding enables design of the methodical and informed transitions required over long periods to achieve those outcomes.
- An appreciation of the short and long-term opportunities of both success and failure and the risks of employing military force against the specific circumstance.
- A principle and cascading narrative that orients on outcomes by unmasking and delegitimizing the adversary and championing our vision, that military actions and activities promote, reinforce, and advance; which empowers the Joint Force to produce the required conditions and behaviors.
- Coherent and relevant groupings of authorizations and permissions that enable multiple forms of national power to employ and work in unison; Authorizations recognized as means, accompanied by an understanding of how and when they enable the campaign.
- An interagency alignment of simultaneous and inter-related efforts orchestrated toward the outcome. True integration occurs, but infrequently due to the typical requirement for direct senior leader involvement to overcome organizational boundaries. Alignment is the more typical case and in most cases sufficient. Also, the best practices for alignment can be captured in doctrine, taught in PME, and practiced regularly.
- Synchronized, prioritized, and de-conflicted resourcing over extended periods. In the longer term, this factor becomes more difficult, but the right resourcing at the correct time is essential to integrated campaigning.
- A methodology of linking and arranging military actions and activities that produce the necessary condition, forces the desired adversarial behavior, and leads to a sustainable situation with the range of acceptability. This may include concepts for achieving surprise, denial, and deception. Maintaining this logic's relevance and proper context requires continual assessment.

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- A description and architecture of the intricate, simultaneous application and command and control of relevant forces, resources, and capabilities, including the alignment of efforts of all participating combatant commands and specific description of how their contributions enable the campaign and deliver outcomes. (This is the detailed planning where many of the existing elements of operational design may be effective.)

These factors are essential to the initial and ongoing logic of effective campaign design and adaptive execution in all conditions the Joint Force may face.

Competition Mechanisms

While the competition continuum can help the Joint Force to understand the environment, mechanisms suggest the ways available to leaders and planners to achieve the desired policy objectives. Selection of the appropriate mechanism, or mix of mechanisms, is a fundamental part of designing the campaign.

JP 5-0, *Joint Operation Planning*, 11 August 2011, establishes defeat and stability mechanisms in Joint doctrine. Defeat mechanisms, applicable to armed conflict, focus on defeating armed enemies through the organized application of force. Stability mechanisms, applicable across the competition continuum, are the primary method by which the Joint Force affects the human dimension. Defeat and stability mechanisms have continued utility and are tools for campaign design.

In recognition of the importance of allies and partners to U.S. national interests and the prominence of competition below armed conflict in the future operating environment, the JCIC introduces a suite of competition mechanisms applicable to the strategic realities of *armed conflict*, *competition below the level of armed conflict*, and *cooperation* as ways to maintain or establish favorable conditions within the international order. These mechanisms apply at the campaign design level. This suite of mechanisms offer leaders a wider array of methods to employ the instruments of power in general and the Joint Force in particular.

Example Competition Mechanisms:

- *Bolster* – To develop alliances and partnerships and reward actors for siding with friendly forces. This may include military engagement and security cooperation or favorable access to trade and foreign assistance.
- *Create* – To produce a condition where it does not already exist, and its existence could positively impact achievement of national interests or

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may be essential.

- *Preserve* – To prevent deterioration of a stable situation. Although, there is no assumption of immediate malign intent by other actors, if ignored this condition could lead to the rise of an adversary, challenge or crisis.
- *Weaken* – To recognize, understand, and impose a change in a competitor's behavior using physical and informational aspects of power.
- *Position* – To increase access, influence, and strategic understanding in the environment. It may include the use of intelligence activities, the exchange of information with partners, the frequent rotational deployment of forces during exercises, and the effective positioning of forward based capabilities.
- *Inform* – To develop a shared perspective with partners and identify areas where cooperation would be of mutual benefit, and or convey the limits of acceptability for a competitor's current/future behavior.
- *Persuade*– To shape partners' objectives and competitor behaviors while remaining flexible in the pursuit of secondary objectives.

In applying the competition mechanisms, leaders and planners continuously evaluate the mechanisms' efficacy in relation to policy objectives. Leaders and planners seek to link and align military activities to policy objectives that result in maintaining or altering the current trajectory between the U.S., its partners, and other actors.

Another aspect of the design, as well as the assessment process, is the identification of authorities and permissions needed to conduct the campaign. To expedite approval, leaders and planners work with inter-organizational partners and prepare aligned groupings of authorizations and permissions for leader approval.

Finally, leaders and planners ensure proper follow through to ensure the campaign yields ensure acceptable and sustainable outcomes. Military operations are subordinate to policy and must remain oriented on the achievement of acceptable political conditions.

Alignment of Military and Non-military Activities

Integrated campaigns must develop synchronized efforts at various levels to succeed. As stated in the Joint Concept for Human Aspects of Military

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Operations (JC-HAMO), some goals should be to strengthen the resolve, commitment and resiliency of partners; persuade neutral parties to join the friendly forces' campaign; and convince adversaries to abandon or not engage in an armed struggle. As part of the application of the instruments of national power, Joint Force commanders should operate at multiple levels to integrate actions, activities and operations within a campaign:

- *Psychological:* The psychological element of aligning military and non-military activities is a critical consideration. Physical actions, military and non-military, are inseparable from their psychological effect in supporting a long-term and sustainable campaign. Integrated campaigns must have an advantageous psychological impact on friendly, neutral, and adversary actors in the environment, across the different conditions of the operating environment that is founded on the coordination of military and non-military activities. JCIC facilitates Joint Force commanders' and staffs' focus on the integration of physical and information power as a critical element to enabling globally integrated operations. During the application of the art and science of warfare, campaign planners must take into account the "will" of the adversary, competitor or ally. The joint force must design and conduct campaigns to establish and maintain legitimacy of U.S. and partner operations while simultaneously discrediting, subverting, and/or attacking adversary's efforts to establish their legitimacy. Planners also use actions and messaging to convey that an antagonist's efforts will eventually end in failure and the U.S. will achieve its objectives. The alignment of military and non-military activities must seek to ingrain in the antagonist that there is no place they are safe from U.S. and partner reach, influence and observation. Campaign design seeks to align military and non-military activities to combines actions over time to overwhelm and/or exhaust the adversary, competitor, or population.
- *Political:* The military's efforts will always be in support of some overarching political aims or outcomes. In conjunction with the other instruments of national power, efforts to shape and influence the operational environment must be designed and integrated within the Joint Force and with other instruments to mutually achieve, and ultimately sustain, desired political outcomes. Efforts to consolidate gains and enable governance in competition throughout a period of armed conflict must be seen as legitimate to ensure achievability and sustainment. The Joint Force and its partners must draw on modern notions of legitimacy to build support for desired political orders that are both adaptable and indigenously sustainable. Concurrently, leaders should seek to create divisions in adversary's alliances and weaken enemy's political support locally, regionally, and as appropriate, globally.

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- *Logistical.* Aligning military and non-military activities to ensure sustainability of friendly campaigns, and weakening antagonists' sustainability for their campaigns, are critical elements of consideration. Renowned military theorist B.H. Liddell Hart observed that effective commanders recognize that "the aim in war is to weaken resistance before attempting to overcome it."⁸ This is even more appropriate in competitions short of armed conflict, where the application of military and non-military activities are critical to the broad accomplishment of desired political outcomes. With this aim in mind, military leaders should align military activities and capabilities to support non-military activities which degrade an antagonist's supportability of options while guarding their own. This pre-emptive approach limits adversaries' actions, while increasing our own opportunities, and supports maintain friendly advantage, long-term supportability of options, and stability.
- *Military.* While this is the traditional level of consideration, design and planning for commanders' and staff', in an increasingly complex, interconnected, and uncertain future, alignment with non-military activities is critical. Military action should shape favorable psychological, political, and logistical dynamics and conditions – in coordination and cooperation with, and in many cases in support of, non-military activities. Military forces should continuously seek positional advantage in the physical and human terrain – often in support of facilitating non-military activities to exploit that positional advantage. The military instrument cannot achieve sustainable strategic outcomes acting alone, and is most effectual when applied in concert with non-military instruments in pursuit of clear political objectives.

Employ the Force and Secure Gains

Having designed the campaign, Joint leaders and planners employ the force. Leaders and planners tailor the campaign to the operating environment in order to achieve acceptable and sustainable outcomes.

Campaigning in a state of cooperation

Joint Force activities in cooperation can create a more favorable security environment. Campaigning in cooperation is typically an enduring activity with no discrete start or end point. Joint Force cooperative activities may entail some combination of strengthening ties with an ally or partner and advancing a

⁸ Liddell Hart, B.H., *Strategy* (New York: Praeger Publishers, Inc., 1974) xx.

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broader theater strategy. The Joint Force consolidates gains in cooperation through sustained engagement with partners, though in some cases more sporadic, selective interactions with a partner might be either necessary or preferable. The following discussion of best practices should be broadly applicable, even as the statutory and policy guidance governing security cooperation continues to evolve.

The competition mechanisms presented earlier in the document have great utility for the Joint Force while campaigning in cooperation. When applying those or other mechanisms, Joint Force commanders must account for external considerations such as the desired conditions that cooperation should create, the nature of the relevant relationships, and the potential partner's willingness and capacity. Commanders should also account for internal considerations such as interests, objectives, and priorities of other contributing USG departments; resource limitations; relevant statutory or policy restrictions on the amount, categories, and purposes of U.S. Foreign Assistance expenditure; other statutory or policy on security cooperation that is relevant to the specific case.

One consequence of the peace/war dichotomy is that many within the Joint Force typically do not regard cooperative activities as campaigning. Yet just as in armed conflict, employment of the military instrument in a state of cooperation is meant to achieve some policy aim. A campaigning mindset is particularly important in cooperation because of the duration and nature of the engagement. In duration, because the most productive cooperative relationships take time to build and so are unlikely to reach their potential if engaged as a series of discrete events. In nature, because the positive aspects of these relationships are often diffuse or intangible (e.g. increased commitment of a foreign military to democratic norms, greater willingness to assist U.S. efforts in a crisis) and so are undervalued when measured on an event-by-event cost-benefit basis. Thus, in most cases campaigning in cooperation should not be regarded as something that occurs within narrow geographic or periods of time. Patience, persistence, and perseverance are the hallmarks of successful campaigning in cooperation.

In some instances, however, cooperation might be purely transactional. These rare instances typically occur when the interests of the U.S. and the relevant actor are generally in opposition but coincide on some narrow issue. In that instance, selective engagement in pursuit of that specific interest, and so are limited by design.

Character of Relationships

As they campaign in cooperation, Joint leaders and planners must

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accurately understand and assess the character of the U.S.'s relationship with the given partner. Relationships can be categorized along the following descending scale: *Cooperative*, *Reinforcing*, *Inspiring*, *Establishing*, *Broaden*, *Leveraging*, and *Controlling*. In practice, because bilateral relations are complex and include many subordinate elements and span many different activities, several of these designations will likely apply at once. For instance, with a smaller developing country, intelligence agencies might have a deliberately distant relationship, the Air Force might have a limited relationship based on partner capacity, while the Army has an extensive relationship due to partner contributions to operations.

Cooperative – Most of the time, the Joint Force works alongside willing partners with similar interests. These actors are not overtly supportive of all the U.S.' actions and activities, but have specific interests which aligns with ours.

Reinforcing - At times, independent actor(s) may already have taken action, of their own accord, that aligns with our interests. In these cases, we seek to support their actions, and do not necessarily need to take the lead (though that may change with continual assessment).

Inspiring - In contrast to 'reinforce', in this case potential actor(s) have not yet taken action, but there is potential that with the proper incentive and signals, that actor could be motivated to initiate action that would be aligned with our interests.

Establishing – A situation unfolds that affects a U.S. issue or interest and we realize that we do not have a partnership with an actor who shares our concerns and the Joint Force must help establish a relationship that is germane

Broadening - When we have an established relationship with an actor, but realize that we must further our relationship without coercion to achieve our desired condition/behavior. In other words, we must strengthen the good terms of our relationship.

Leveraging - Like 'control', this is normally applied to those actor(s) who would align counter to our desired condition/behavior. While it may not involve direct influence as with 'control', it implies that we have the means and the will to apply that level of influence if necessary.

Controlling - This relationship is rare, but there are cases where the US has a certain level of control in a relationship. Historically, that relationship is undergoing radical transition. This is normally involves direct influence over an actor as a part of an occupation, who would normally not be aligned with our desired conditions.

Combining a deep understanding of the environment and a realistic appraisal of the relevant partner relationships with the policy aim, allows commanders and staffs to derive a range of feasible, productive military options that lead to sustainable and acceptable outcomes. This process is no less purposeful nor less rigorous because it relates to cooperation rather than armed conflict. At any point on the competition continuum, campaigning is a proactive activity meant to achieve favorable conditions and influence other actors' behaviors in support of national interests.

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Campaigning in a state of competition below armed conflict

Like campaigning in cooperation, Joint Force activities in competition below armed conflict must be regarded as part of a larger enduring effort to achieve sustainable and acceptable outcomes. Linear or phased sequences are particularly unsuitable for campaigning in competition below armed conflict because it is a state defined by constantly shifting policy parameters. This form of competition arises when one actor chooses to challenge the status quo or existing norms and another chooses to resist. The intensity with which either actor chooses to press the competition will often change in response to the other actor, domestic political considerations, and other events. Thus, a rigid, pre-determined course of military action will often be unsuitable for competition below armed conflict, which will be driven by rapid shifts in the political environment. This creates numerous challenges for the Joint Force as establishing the necessary conditions for employing military forces—administrative and logistical preparations; granting of appropriate authorities and orders; securing access; coordination with inter-organizational partners; securing and executing funds—requires considerable time. The art of campaigning in competition below armed conflict, therefore, is in setting the conditions to enable the maximum range of measures to absorb change and respond effectively as the intensity of the political situation changes.

A Framework for Competition – Contest, Counter, and Improve. The fluid political nature of campaigning below armed conflict thus requires a flexible construct for envisioning campaigning. The model depicted in Figure 9 allows a proactive approach that employs all available methods and capabilities of the Joint Force and its partners in order to achieve sustainable and acceptable outcomes. Gains in competition below armed conflict typically take the form of modifications in behavior rather than control of territory. Because behavior can so quickly change, competition below armed conflict requires different ways of thinking about escalation and deterrence. Early recognition of an impending adverse change in behavior allows the best opportunity for deterrence, but for a variety of reasons this might be difficult to achieve in practice. Once the competitor has taken action, the political and military situation becomes more complex; effectively reacting at that point requires the Joint Force to be able to employ a wide variety of capabilities that can be tailored to the situation.

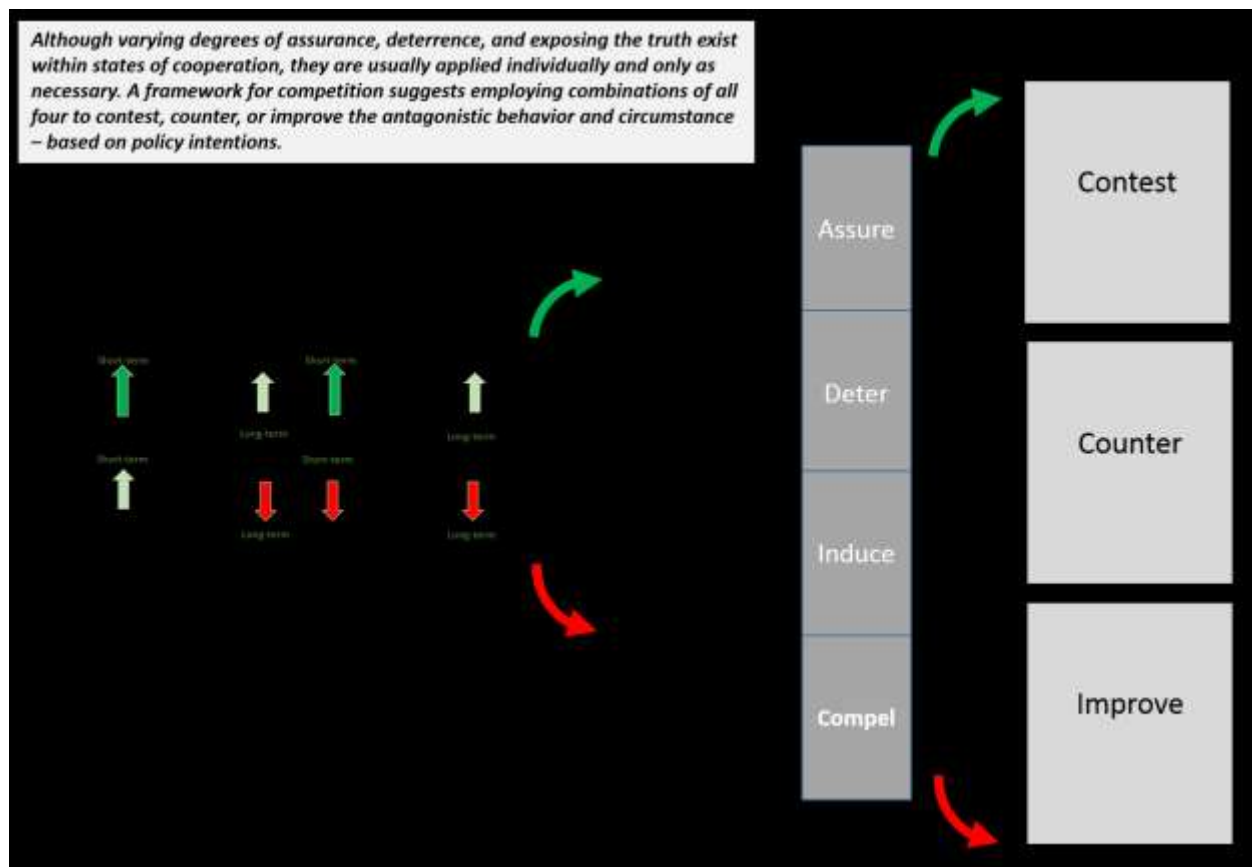


Figure 4. A Framework for Campaigning in Competition⁹

The methods employed in competition below armed conflict can vary widely but successful action in this state will often feature several characteristics. First, the best possible understanding of how actions will be perceived by relevant actors. Whether in terms of deterring a competitor or assuring partners, Joint Force actions are useful only to the extent that they lead to the desired behaviors. Second, the employment of a broad array of activities: establishing access to critical areas, forward positioning, rotational presence, exercises, intelligence sharing, unconventional measures, and information operations to include efforts to counter and undermine the competitor's narrative. Third, the creative and flexible application of these various activities in pursuit of desired outcomes within a fluid political environment. Fourth, continual objective reassessment of the competitor's intentions and capabilities in recognition that just as U.S. policy ambition

⁹ Kendrick, Scott. *Review of Blechman's and Kaplan's Findings in "Force without War: U. S. Armed Forces as a Political Instrument" and Implications for future Doctrine and Education*. (2015-16) An ARCIC Research Paper <http://www.arcic.army.mil/Initiatives/StrategicLandpower>

could change over time, so the competitor's aims and thresholds will also likely change.

Problems within the realm of competition do not readily lend themselves to "winning quickly." The Joint Force will work in concert with inter-organizational partners to achieve acceptable and sustainable outcomes. As described by Blechman and Kaplan in *Force without War*¹, success in the space between peace and war is characterized by antagonists' and protagonists' behaving in a manner commensurate with U.S. policy.¹⁰

Campaigning in a state of armed conflict

The manner in which commanders employ the Joint Force in future armed conflict will in many ways remain consistent with current practices but differ in others. Contingency plans, for instance, will remain branch plans to a Geographic Combatant Command's Theater Campaign or Functional Combatant Command's Global Campaign. These plans are executed on order against enemy state or non-state actors to seize and exploit the initiative. They employ coercive measures—both compellence¹¹ and deterrence—and strive to reach a defined conclusion. At the discretion of the Joint Force Commander, the operation may or may not adhere to a linear, phased execution model.

To account for more capable future enemies and transregional challenges, the Joint Force will synchronize the simultaneous or sequential application of Joint, inter-organizational, and multinational capabilities using Joint combined arms operations in and across all domains. Operating with greater dispersion than in the past, to seize and exploit the initiative Joint Forces will present the enemy with multiple dilemmas. Achieving this will require adaptive and innovative methods for exercising Joint Force command relationships during combat. Consequently, alternative command relationships will be employed to ensure that Joint Force commanders have the strategic agility to command and control in spite of transregional and cross-domain challenges. Success in contingency operations should be expressed in terms of the desired political conditions and international order.

Securing Gains

To attain policy aims, the Joint Force must translate military and non-military success into acceptable and sustainable outcomes. The past decades

¹⁰ Blechman, Barry M. and Kaplan, Stephen, S. (Pages 71-129) *Force Without War: U. S. Armed Forces as a Political Instrument* The Brookings Institution. Washington, DC 1978.

¹¹ 'Compellence –Forcing an opponent to do something whereas deterrence is getting an opponent to not do something by threatening to impose costs. See Schelling, Thomas. *Arms and Influence* (1966)

demonstrate that successful campaigning requires a sustained and continued commitment to follow through to ensure accomplishing military and non-military goals to actually delivering or enabling political goals. Follow through is an essential aspect of campaigning across the competition continuum, not just in armed conflict.

Cooperative Follow Through

As in armed conflict, consolidating the Joint Force's achievements in cooperation is an essential aspect of campaigning. Of course, the form that this consolidation takes in cooperation is different than in competition or in armed conflict. Cooperative follow through could entail solidifying positive aspects of the bilateral relationship, improving partner resiliency, and maintaining support strong enough to resist efforts at subversion. Cooperative follow through takes place at many levels from individual to institutional relationships. Though the immediate benefits of cooperative relationships are not always apparent, history demonstrates that years of engagement often pay dividends in unanticipated ways. Conversely, relationships cannot be created instantaneously when an unexpected crisis requires cooperation with a previously neglected partner.

Competitive Follow Through

The enduring nature of campaigning in competition below armed conflict poses unique challenges in following through. Successes rarely mean the end of the overall competition and few gains are reliably permanent. Instead, the situation is somewhat similar to the "Great Game" of the nineteenth century, in which each party continually seeks to improve its position and guard against the competitor undermining the desired order. In that context, following through is an essential on-going task. If done well, following through might reduce overall tensions; competition does not necessarily need to be a zero-sum contest. In all cases, competitive follow through should protect and advance national interests and position the Joint Force for the next evolution of competition.

The trajectory of competition below armed conflict might rapidly turn in reaction to changes in the relationship between the competitors or in reaction to some other event. Regardless of the reason for the change in conditions, the dynamic, ambiguous and uncertain competitive environment demands constant reassessments of campaigning activities and priorities.

Conflict Follow Through

In armed conflict, the Joint Force must view military operations and the follow through to secure policy aims as an integrated whole. Tactical and operational successes do not possess intrinsic value but are worthwhile only to the extent that they support larger policy aims. Yet historically the translation of military success into acceptable and sustainable outcomes has been one of the most difficult elements of campaigning.

The problem is not merely conceptual. Commanders and their staffs must account for the changes in political and public atmosphere that commonly take place in the period between the apparent military victory and a true consolidation of gains. In the flush of hard-won triumph, the Joint Force, USG, and American public have typically suffered from some combination of impatience, exuberant optimism, and division about what further aims to pursue. To varying extents, these problems impeded successful follow through in the aftermath of all major conflicts in U.S. history. By their nature, these currents are both unpredictable and largely beyond the control of military commanders. It is possible, however, for the Joint Force to anticipate these shifts and to seek to begin the consolidation of gains as early as possible in order to guard against changes. Commanders and staffs should assume that the withdrawal of resources, imposition of political constraints, and lack of focus will make it more rather than less difficult to achieve acceptable outcomes in the wake of armed conflict. The other consistent theme in history is that by virtue of their size and unique capabilities military forces will continue to play a major role, even if another USG department is in the lead.

Wars almost invariably disrupt political, social, and economic structures, networks, and processes to the point that they cannot simply return to the *status quo ante bellum*. The destruction of the old order creates the conditions for intense competition between groups seeking to retain or gain power, status, or wealth within the new order as it slowly congeals. Even if they remain peaceful these struggles can create immense difficulties for Joint Force commanders responsible for achieving policy objectives, and in the aftermath of war political, social, and economic competition can often become violent due to the availability of weapons and former fighters.¹²

Despite these challenges, the Joint Force must follow through effectively in order to achieve the best possible outcome. This imperative remains valid even when DoD is not the lead agency in the supposed “post-conflict” period

¹² Rose, Gideon (2010-10-12). *How Wars End: Why We Always Fight the Last Battle* (the Foreword and pp.1-11). Simon & Schuster. Kindle Edition; Smith, R. *The Utility of Force*. (pp. 1-22; 235-245). Knopf Doubleday Publishing Group. Kindle Edition.

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that will likely last years if not decades. Figure 5 provides an illustrative depiction of the several periods in armed conflict through securing an advantageous political outcome. Campaigning in armed conflict requires the Joint Force to maintain continuity and focus throughout this entire period even while understanding and accounting for the conditions unique to each of these distinct (though sometimes overlapping) conditions:

- 1) A re-characterization period where the political stakes in the wake of armed conflict dramatically expand and drive frequent adjustments to the campaign and changes to the range of possible outcomes. This period is filled with risk and uncertainty to the degree that the military victory could be diminished or even rendered irrelevant.
- 2) Creation of favorable conditions where the U.S. can effectively bring to bear other elements of national and allied power.
- 3) Establishing an acceptable security situation;
- 4) Developing an initial bi-lateral partnership.
- 5) Transition to an enduring commitment to perpetuate our gains and realized advantages.

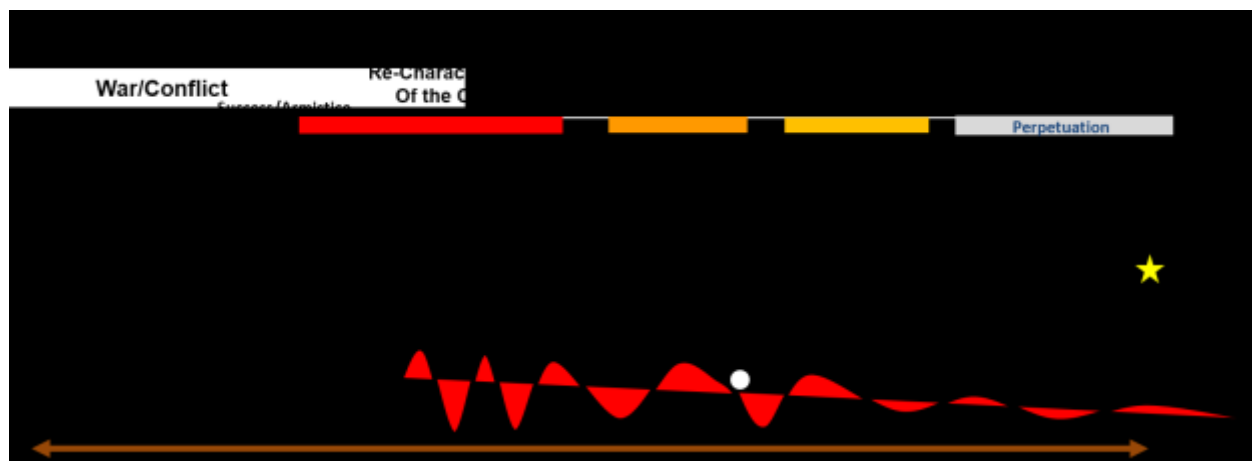


Figure 5. Patterns of transitions during consolidation

Campaigning in armed conflict thus entails a wider scope than commonly appreciated. The disruptions caused by war mean that even in conflict against a purely conventional enemy, the requirement for successful follow through will entail dealing with the problems of fostering positive perceptions among populations, battling political subversion, and countering violent criminal organizations and insurgents. Operational terms such as military end state, termination criteria, and exit strategy imply an unrealistically fixed political environment that assumes explicit guidance and predetermined geographic, temporal, and policy limits. The acknowledgement that campaigning will occur over long periods in order to achieve evolving policy objectives under

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challenging conditions is the actual historical experience of American wars.¹³

Assess and Adapt the Campaign

This element of the construct for integrated campaigning focuses on coordinating and monitoring implementation of the campaign and adapting the campaign in response to new conditions in order to achieve sustainable outcomes.

During force employment, ongoing reassessments of the operating environment are an integral component of campaigning against rivals to ensure the military instrument of power, working in concert with non-military instruments, remains engaged until achievement of the desired political condition. To do this, the Joint Force and its partners must use embedded and disciplined assessments.

Through early and continuous assessment, the Joint Force and its partners monitor the environment and progress toward the achievement of policy aims. Assessment helps leaders and planners to measure the overall effectiveness of employing non-military and military capabilities to ensure that the campaign approach remains feasible and acceptable. If the current approach is failing to establish the desired conditions, or if aspects of the operating environment or problem change significantly, then the leaders and planners may decide to begin a reframing effort that could cause small adjustments to current activities or a significant reorientation with new objectives and organizational realignments.

Reframing is the process of revisiting earlier design considerations, assumptions, conclusions, and decisions that underpin the current campaign approach. In essence, reframing reviews what the leaders and planners believe they understand about the operating environment and the effect campaign activity has had on the achievement of acceptable policy conditions.

When designing the campaign, leaders and planners developed logic for

¹³ Cohen, Eliot. "Global Challenges, U.S. National Security Strategy, and Defense Organization" page 3; Testimony by Eliot A. Cohen, Senate Armed Services Committee, 22 October 2015. http://www.armed-services.senate.gov/imo/media/doc/Cohen_10-22-15.pdf; Cohen, Eliot. "Defense in a Disordered World" Article, The American Interest, 28 OCT, 2015 <http://www.the-american-interest.com/2015/10/28/defense-in-a-disordered-world/>; Buley, Ben. "The New American Way of War: Military Culture and the Political Utility of Force." Page 82; Freedman, Lawrence. "Calling the Shots: Should Politicians or Generals Run Our Wars?" Foreign Affairs SEPT/OCT 2002. <https://www.foreignaffairs.com/reviews/review-essay/2002-09-01/calling-shots-should-politicians-or-generals-run-our-wars>

why the campaign would work. This logic is the baseline for assessment, learning, and adaptation. During execution, leaders and planners use aligned indicators of accomplishment as they continuously monitor and evaluate the effectiveness of their campaign and activities against this baseline to detect significant unanticipated changes.

If required, commanders and staffs adjust the campaign approach to ensure alignment with the desired direction and determine whether that direction itself remains relevant to the environment and the strategic leaders' desires and expectations.

Reframing can involve significantly refining or discarding the logic for the campaign and models that formed the basis of the leaders' campaign approach and guidance. Potential triggers for reframing:

- An assessment challenges leader and staff understanding of the operating environment, existing problem, or relevance of the campaign approach
- A scheduled periodic review shows a problem
- Failure to make required progress
- Key assumptions or campaign logic prove invalid
- Unanticipated success
- A major event causes “catastrophic change” in the environment

Information requirements across all echelons have increased exponentially as the world has grown more complex and volatile. The current demand for information exceeds the analytical abilities of the Joint Force and is straining collection assets. Furthermore, military and non-military leaders and planners have a challenge in collecting, processing, analyzing, and incorporating information in a timely manner. In order to focus efforts and provide more accurate assessments, the Joint Force must embed a robust analysis program into the campaign planning process.

A robust analysis program comprised of an assessment plan supported by an accompanying information collection plan embedded into every step of the campaigning process is essential. Integrating information collection and assessment plans into the campaigning process serves three purposes: it will confirm baseline conditions; it will facilitate real-time monitoring mechanisms; and it will enable accurate assessments of campaign progress. Evaluating baseline conditions is paramount to developing an effective campaign plan.

Once a baseline is established, leaders and planners can develop an effective campaign. As the campaign progresses, a deliberate data collection and assessment plan allows staffs to accurately monitor the campaign. Focused collection and assessment efforts provide staffs with essential information, reducing the flood of superfluous information received under current practices. Access to the 'right' information at the 'right' time grants commanders the operational flexibility to react to emerging trends. Finally, a detailed assessment and collection plan facilitates an accurate measurement of the campaigns' performance.

Finally, assessment as part of integrated campaigning requires disciplined approach and behavior. Focus, both in the application of collection activities and in the resulting evaluation of data, leads to more certainty in assessment results. This focus only comes through careful and deliberate consideration of the operating environment, objectives, and available resources during plan development and execution. Disciplined and thorough thought about what to measure, how that data relates to the objectives, how to measure it, and how to analyze it must be done in advance, and continuously updated, in order to reap the full benefits of assessment as an element of the campaign.

6. Concept Required Capabilities

The central idea advocated in this concept entails potentially significant required capabilities for force development. After analyzing inputs from across the community of interest, the following capabilities emerged as essential to implementation of this concept. They constitute an initial proposal, not an exhaustive or authoritative listing, of required capabilities that need additional thought and development. Although grouped by components of the key idea for ease of understanding, many of these required capabilities apply across solution components. Furthermore, the required capabilities have implications for DOTMLPF-P as well as for integration with inter-organizational partners. Following concept approval, subsequent analysis of these proposed capability requirements within JCIDS will provide the basis for developing capability solutions to close the conceptual gaps this concept addresses

Understand the Environment

- Required Capability 1: The ability to describe the environment in terms of cooperation, competition below armed conflict, and armed conflict, including relevant strategic actors and the relationships with and between them.
- Required Capability 2: The ability to forecast potential trends of the

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relationships between the U.S. and other strategic actors with respect to cooperation, competition below armed conflict, and armed conflict.

- Required Capability 3: The ability to understand the current foreign assistance environment in a specified region.
- Required Capability 4: The ability to identify, understand, and assess relevant legal authorities, permissions, constraints, and limitations.
- Required Capability 5: The ability to identify and evaluate the interests, intent, capability, and capacity of relevant actors to support or adversely affect U.S. interests.

Design and Construct the Campaign

- Required Capability 6: The ability to communicate campaign opportunities, limitations, constraints, and shortfalls to policy makers.
- Required Capability 7: The ability to design and construct the campaign based on policy guidance, the operating environment, available capabilities, and transregional challenges.
- Required Capability 8: The ability to select, refine, and apply the relevant considerations of campaign design as described in JCIC.
- Required Capability 9: The ability to develop a coherent campaign strategy for synchronizing and integrating available resources in the achievement of policy aims.
- Required Capability 10: The ability to establish appropriate command and coordinating relationships and to identify and prepare headquarters elements.
- Required Capability 11: The ability to leverage partnerships and associated relationships towards the achievement of campaign objectives.

Employ the Integrated Force and Secure Gains

- Required Capability 12: The ability to engage in continuous civil-military dialogue with policy makers.
- Required Capability 13: The ability to share information across CCMDs, Services, combat support agencies, inter-organizational partners and

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others as required.

- Required Capability 14: The ability to align Joint Force activities and non-military instruments of U.S. national power in an integrated campaign construct.
- Required Capability 15: The ability to apply appropriate mechanisms.
- Required Capability 16: The ability to synchronize Joint Force and foreign partner activities in an integrated campaign construct.
- Required Capability 17: The ability to follow through and secure gains throughout the campaign.

Assess and Adapt the Campaign

- Required Capability 18: The ability to respond to changes in policy with multiple approaches/options in the campaign design, construct, and employment.
- Required Capability 19: The ability to continually assess the campaign and adapt it as required, including global and cross-geographic combatant command operations.

7. Risks of Adopting this Concept.

- Inter-organizational partners may be unwilling or unable to align and integrate into global operations. Partners may not align their efforts for various bureaucratic, organizational, legal, cultural, or financial reasons. Should alignment not take place, the utility of this concept will decline. Additionally, if DoD fills gaps created through failures to align, partners may be incentivized to remain reliant on DoD, despite responsibilities mandated by law and historical norms.
- Risk of escalation and unintended consequences. Actions taken below the level of armed conflict intended to heighten U.S. security could create a security dilemma, where other states respond in kind, leading to heightened tensions or even conflict. However, Joint commanders must balance this risk with the recognition that a failure to counter actors' malign activities only reinforces that behavior.
- The U.S. could miscalculate an adversary's reaction to our policies and

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actions. Since deterrence resides in the mind of the adversary, joint commanders cannot be certain that campaign activities are achieving the desired effect on the adversary's perceptions. Ongoing assessments are critical for evaluating the potential impacts of campaigning, and of other proposed relevant U.S. actions, on an adversary's decision calculus.

- The concept's call for integrated campaigning across geographic boundaries and in multiple domains could lead to campaigns of enormous complexity. The fog and friction of war punishes unnecessary complexity, but transregional, multi-domain, and multi-functional campaigns are complex by nature. Commanders must be alert to this tension and must continuously strive for the proper balance.
- Joint commanders may not be able to tailor the force for simultaneous campaigning in cooperation, competition, and armed conflict. The Joint Force currently organizes its forces and conducts C2 along service and functional lines. The current arrangements and relationships are not well suited for ad hoc task organizations or C2 arrangements. This risk is mitigated by actions taken by the Joint Force to ensure the DOTMLPF changes as necessary for simultaneous campaigning across the competition continuum.

8. Conclusion.

By implementing the capabilities described in this concept the Joint Force will be better prepared to address the dynamic security environment now and in the future to conduct integrated campaigning both internally and with inter-organizational partners across the competition continuum. The Joint Force must be prepared to campaign simultaneously across the competition continuum. This concept enhances the Joint Force's ability to meet that standard by offering an alternative construct for understanding and operating within the future operating environment.

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Glossary

Alignment: Joint doctrine defaults to the English definition of alignment rather than including it in JP 1-02. According to Merriam-Webster Dictionary, alignment is “the act of aligning or state of being aligned; especially the proper positioning or state of adjustment of parts in relation to each other.”

Campaign: a framework to orchestrate and synchronize simultaneous activities and operations (major or otherwise) aimed at accomplishing or enabling policy aims; the joint forces’ intellectual guide and construct for the informed application of force; the aggregate contribution to a policy regarding armed conflict, competition, and cooperation.

Campaigning: (proactive) Joint Force and inter-organizational partner efforts to enable the achievement and maintenance of policy aims by integrating military and aligning non-military activities of sufficient scope, scale, simultaneity, and duration across multiple domains.

Consolidation: continual and deliberate actions to secure gains and translate military success into the aims of policy; an inherent part of campaigning in armed conflict, competition, and cooperation. Central and essential to the conduct of war and achieving war’s policy.

Integration: the arrangement of military and non-military actions to operate by engaging as a whole.

Major Operation (Revised): A series of tactical actions which may include combat conducted by individual or joint forces, coordinated in time and place, to achieve a logical series of tactical objectives within and across multiple domains in an operational area. Within a campaign’s construct, successful results may lead to attaining an operational-level objective.

Strategic Initiative: the ability to take action in support of national objectives.

Military End State (Revised): Term describing and framing success criteria for military accomplishment associated with a specific operation (major or otherwise). The term is not synonymous with achieving policy aim or creating a sustainable outcomes.

Objective: (JP 5.0 2011) Current -1. The clearly defined, decisive, and attainable goal toward which every operation is directed. 2. The specific target of the action taken which is essential to the commander’s plan.

Operational-level Objective: An animate (ex. behavioral) or inanimate (ex.

positional) purposeful goal toward which a commander designs and directs action within a campaign's conceptual construct.

Perpetuation: Deliberate actions to sustain outcomes without interruption; occurs within the Post-Aim period.

Policy Aim: The intended or desired achievements of a political direction adopted and pursued by a government, ruler, or other state or non-state political apparatus.

Post-Aim the period after creating and establishing: a sustainable outcome

Strategic-level Objective: An elastic political value that flows from a policy; rarely static but pliable and exists in beta-like form. Continually evolves as a function of political foresight, calculus, compromise, and daring. Collectively, describes the desired outcomes or aims.

Sustainable Outcome: Attainment or realization of a policy's aims. The goal and orientation of a campaign; not synonymous with end state

War and Conflict Follow Through and Transition (WCFTT) (*Replaces the undefined terms of Post-conflict and Post-war*): A period of deliberate action to secure military victory through consolidation; a long series of methodical and informed transitions leading to the attainment of strategic objectives and accomplishment of policy aims, historically reflective of U.S.' successful transitions. In many cases, the follow through required to attain outcomes requires a substantive and lengthy commitment.