Change No. 1

FM 3-0, C1
Headquarters
Department of the Army
Washington, DC, 22 February 2011

Operations

1. Change 1 to FM 3-0, 27 February 2008, is updated to align with FM 2-0, FM 5-0, and FM 3-28.
2. This change modifies the Army operational concept to emphasize mission command, the civil support tasks, and the discussion of operational art.
3. This change replaces the command and control element of combat power and warfighting function with mission command.
4. This change eliminates chapter 7, Information Superiority, and relocates the discussion of information-related tasks; intelligence, surveillance, and reconnaissance; and knowledge management to other chapters. Chapter 7 in this change is now titled Operational Art.
5. This change adds an addendum to appendix D summarizing the changes.
6. Significant changes are marked with an asterisk at the beginning of the discussion (*).

Remove Old Pages	**Insert New Pages**
pages Foreword through 7-16	pages Foreword through 7-16
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	pages D-7 through D-9
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FM 3-0, C1
22 February 2011

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*Foreword

Change 1 of FM 3-0 reflects our intention to take advantage of a "Campaign of Learning" across our Army to adapt our concepts, doctrine, and processes more frequently than in the past.

Most of what was published in 2008 endures. Our emphasis remains on developing leaders and Soldiers for full-spectrum operations. We continue to highlight both defeat and stability mechanisms and to stress that we live in an era of persistent conflict.

To these enduring themes, we add several new and important ideas:

- The future operational environment will be characterized by ***hybrid threats:*** combinations of regular, irregular, terrorist, and criminal groups who decentralize and syndicate against us and who possess capabilities previously monopolized by nation states. These hybrid threats create a more **competitive security environment**, and it is for these threats we must prepare.
- We replace the command and control warfighting function with **mission command**. This change emphasizes both "art" and "science" but places emphasis on the role of commanders in their responsibilities in full-spectrum operations with joint, interagency, intergovernmental, and multinational partners. Mission command highlights the trust, collaboration, initiative, and co-creation of context necessary among leaders in decentralized operations. It mandates that systems and processes must support and enable the leader's responsibility to understand, visualize, decide, direct, lead, and assess.
- Consistent with recent changes in FM 5-0, we add ***design*** as a leader's cognitive tool to seek to understand complex problems before attempting to solve them. ***Design*** allows the leader to understand and visualize before deciding and directing.
- We "unburden" the term information operations and regroup tasks under two headings: inform and influence activities (IIA) and cyber/electromagnetic activities. This change allows us to "see ourselves" better both now and into the future.
- We delete the Tennessee chart. This chart portrayed the spectrum of conflict (stable peace to general war) and operational themes (peace operations to irregular war to major combat operations). For a time, it contributed to our understanding of full-spectrum operations. However, it inadvertantly established a false dichotomy regarding whether we must prepare for irregular warfare or for major combat operations. In the next revision of FM 3-0, we will sharpen our language regarding full-spectrum operations. We will emphasize our Army's capability to conduct both ***combined arms maneuver*** and ***wide area security***—the former necessary to gain the initiative and the latter necessary to consolidate gains and set conditions for stability operations, security force assistance, and reconstruction. We must be capable of both and often simultaneously. That's what defines us as truly capable of full-spectrum operations. Moreover, in a competitive security environment, the kinds of threats we will confront in executing these two broad responsibilities are likely to be increasingly indistinguishable.

For this document to mean anything, it must come alive in classrooms, training centers, and officer and noncommissioned officer professional developments. Learn from it, adhere to it, and continue to help us adapt it to the complex and competitive security environments in which we operate.

Victory Starts Here!

MARTIN E. DEMPSEY
General, U.S. Army
Commanding General
U.S. Army Training and Doctrine Command

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Field Manual
No. 3-0

Headquarters
Department of the Army
Washington, DC, 27 February 2008

OPERATIONS

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Preface

FM 3-0 is one of the Army's two capstone doctrinal publications; the other is FM 1, *The Army*. FM 3-0 presents overarching doctrinal guidance and direction for conducting operations. The seven updated chapters that make up this edition of *Operations* constitute the Army's view of how it conducts prompt and sustained operations on land and sets the foundation for developing the other fundamentals and tactics, techniques, and procedures detailed in subordinate field manuals. FM 3-0 also provides operational guidance for commanders and trainers at all echelons and forms the foundation for Army Education System curricula:

- Chapter 1 establishes the context of land operations in terms of a global environment of persistent conflict, the operational environment, and unified action. It discusses the Army's expeditionary and campaign capabilities while emphasizing that it is Soldiers and leaders who remain the Army's most important advantage. *Change 1 adds a brief discussion of hybrid threats and implications for Army operations.*
- Chapter 2 describes a spectrum of conflict extending from stable peace to general war. From that spectrum, it establishes five operational themes into which various joint operations fit. This chapter helps Army leaders to understand and differentiate between the requirements of diverse joint operations such as peacekeeping and counterinsurgency. It shapes supporting doctrine for each operational theme. *Change 1 eliminates some graphics used to illustrate the continuum of operations. It also expands and clarifies the discussion of major combat operations.*
- Chapter 3 is the most important chapter in the book; it describes the Army's operational concept—full spectrum operations. Full spectrum operations seize, retain, and exploit the initiative and achieve decisive results through combinations of four elements: offense, defense, and stability or civil support. It establishes mission command as the preferred method of exercising battle command. *Change 1 moves the discussion of mission command from the section within the operational concept to chapters 4, 5, and 6 to consolidate and emphasize mission command. The discussion of stability operations now includes security force assistance. Change 1 also modifies the discussion of civil support tasks from three tasks to four to conform to the newly published Army field manual on civil support operations, FM 3-28.*
- Chapter 4 addresses combat power, the means by which Army forces conduct full spectrum operations. It replaces the older battlefield operating systems ("BOS") with six warfighting functions, bound by leadership and employing information as the elements of combat power. Combined arms and mutual support are the payoff. *Change 1 replaces the command and control element of combat power and warfighting function with mission command. The discussion of the intelligence warfighting function now includes sections moved from the old chapter 7. This chapter defines mission command warfighting function. The mission command warfighting function now includes a discussion of inform and influence and cyber/electromagnetic activities. These activities and others replace the previously discussed "information tasks" deleted from the old "information superiority" chapter.*
- Chapter 5 reviews the principles of command and control and their affects on the operations process—plan, prepare, execute, and assess. The emphasis is on commanders and the central role that they have in battle command. Commanders understand, visualize, describe, direct, lead, and continually assess. *Change 1 provides a rewritten chapter 5 that discusses the commander and defines mission command. Chapter 5 discusses the four commander's tasks under mission command. It discusses how the commander drives the operations process and how the commander understands, visualizes, describes, directs, leads, and assesses operations. Chapter 5 describes how the commander builds teams, and how the commander leads inform and influence activities.*
- Chapter 6 discusses operational art, including operational design and the levels of war. Operational art represents the creative aspect of operational-level command. It is the expression

of informed vision across the levels of war. *Change 1 provides a new chapter 6 on the science of control. It discusses the three staff tasks under mission command, which are conducting the operations process, conducting knowledge management and information management, and conducting inform and influence and cyber/electromagnetic activities.*

- Chapter 7 is about information superiority, particularly the five Army information tasks, purpose, and staff responsibility. *Change 1 eliminates the chapter on information superiority. It is now an updated discussion of the previous chapter 6. It provides an updated discussion of operational art to emphasize design (as discussed in FM 5-0).*
- Chapter 8 discusses the requirement for Army forces in joint campaigns conducted across intercontinental distances. It frames the challenges created by the requirement for Army forces in terms of strategic and operational reach. *Change 1 retains chapter 8 without other substantial change.*

Four appendixes complement the body of the manual. The principles of war and operations are in appendix A. Command and support relationships are in appendix B. A brief description of modular force is in appendix C. A discussion of the purpose of doctrine in the Army is in appendix D. *This appendix includes a chapter-by-chapter summary of the important changes, including those made in change 1, to FM 3-0.* It also includes tables listing new, modified, and rescinded terms for which this manual is the proponent.

Army doctrine is consistent and compatible with joint doctrine. FM 3-0 links landpower doctrine to joint operations doctrine as expressed in joint doctrinal publications, specifically, JP 3-0, *Doctrine for Joint Operations*. FM 3-0 also uses text and concepts developed with North Atlantic Treaty Organization partners.

The principal audience for FM 3-0 is the middle and senior leadership of the Army, officers in the rank of major and above who command Army forces in major operations and campaigns or serve on the staffs that support those commanders. It is also applicable to the civilian leadership of the Army.

FM 3-0 uses joint terms where applicable. Most terms with joint or Army definitions are in both the glossary and the text. *Glossary references*: Terms for which FM 3-0 is the proponent publication (the authority) have an asterisk in the glossary. *Text references*: Definitions for which FM 3-0 is the proponent publication are in boldfaced text. These terms and their definitions will be in the next revision of FM 1-02. For other definitions in the text, the term is italicized and the number of the proponent publication follows the definition.

"Adversaries" refers to both enemies and adversaries when used in joint definitions.

"Opponents" refers to enemies and adversaries.

FM 3-0 applies to the Active Army, Army National Guard/Army National Guard of the United States, and U.S. Army Reserve unless otherwise stated.

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Headquarters, U.S. Army Training and Doctrine Command, is the proponent for this publication. The preparing agency is the Combined Arms Doctrine Directorate, U.S. Army Combined Arms Center. Send written comments and recommendations on a DA Form 2028 (Recommended Changes to Publications and Blank Forms) to Commander, U.S. Army Combined Arms Center and Fort Leavenworth, ATTN: ATZL-MCK-D (FM 3-0), 300 McPherson Avenue, Fort Leavenworth, KS 66027-2337; by e-mail to leav-cadd-web-cadd@conus.army.mil; or submit an electronic DA Form 2028.

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*Introduction to Change 1, FM 3-0

This is change 1 to the fifteenth edition of the Army's capstone operations manual. FM 3-0, *Operations*, initiated a comprehensive change in Army doctrine by capturing the experience of Soldiers over 7 years of combat and using it to change the way the Army conceptualized operations. It established full spectrum operations—simultaneous offensive, defensive, stability, or civil support operations—as the central tenet of how the Army applies its capabilities. The Army's operational concept of full spectrum operations remains valid.

As in 2008, the Army continues to operate in Afghanistan and Iraq, as well as in other operations worldwide. The Army's experience illustrates that the United States cannot accurately predict the nature, location, or duration of the next conflict. The operational environment remains extremely fluid, with continually changing coalitions, alliances, partnerships, and actors. It is unforgiving of leaders who are overly dependent on technology or are incapable of acting independently amid uncertainty and complexity.

Change 1 to FM 3-0 reflects an evolving understanding of the impact of what is now 9 years of persistent conflict on how the Army operates. FM 3-0 emphasizes people over technology, focusing on initiative and responsibility at lower levels of command. Understanding the operational environment, as well as the problem to be solved, requires a methodology that expands beyond the military decisionmaking process. The emergence of hybrid threats has added to the uncertainty of the operational environment. Additionally, creating teams among modular forces to work closely with joint, interagency, intergovernmental, and multinational assets is critical to mission success. When working with host-nation partners, teamwork requires more personal cooperation than military command. Finally, the ability to convey clear and succinct messages to target audiences is often as important as the ability to deliver lethal combat power.

As a result, the traditional framework of command and control that the Army relied on for many years is no longer adequate to ensure success in full spectrum operations. The traditional framework assumed—

- Only higher echelons would work with joint, interagency, intergovernmental, and multinational agencies and assets.
- A high level of understanding of the operational environment and the problems to be solved.
- Relatively stable organizations with fixed structures that ensured teamwork and cohesion.
- Informing and influencing various audiences were primarily a government, not a military, function.
- Technological solutions were needed to solve complex problems.
- Smaller, more capable forces would know enough about the enemy to apply combat power precisely and effectively.
- The higher the echelon, the greater the understanding of the operational environment.

More importantly, the traditional framework failed to stress that the commander is the most important actor in operations. Commanders, in their relationships with the population or with joint, interagency, intergovernmental, and multinational partners, drive mission accomplishment.

Commanders must be capable of acting independently amid uncertainty, complexity, and ambiguity. The operational environment will place a premium on decentralization of authority and on the distribution of combined arms capabilities that enable leaders to develop the situation through action, consistent with their commander's intent. It also requires commanders who are comfortable with risk and who can command effectively when their networks are degraded. To assist commanders and leaders, the Army recognizes that doctrine requires a change that better defines the art of command and the science of control in full spectrum operations.

Change 1 to FM 3-0 recognizes the primacy of commanders and leaders in military operations. Thus, mission command replaces the command and control warfighting function as the means for leaders to integrate the other warfighting functions, while focusing on the command of people in operations instead of processes and technological solutions. Concurrently, mission command provides a methodology to create a

more thorough understanding of the operational environment and of the problems to be addressed. Within mission command, commanders build teams and establish themes and messages to drive processes and procedures. Mission command enables an operationally adaptive force that anticipates transitions; accepts risks to create opportunities; informs friendly and joint, interagency, intergovernmental, and multinational partners; and influences neutrals, adversaries, and enemies. The ultimate outcome results in successful full spectrum operations.

In addition to replacing the command and control warfighting function with mission command, change 1 of FM 3-0 also accounts for changes in the operational environment. These changes include—

- Updating the operational environment to address hybrid threats.
- Adding security force assistance to the discussion of civil security under stability operations.
- Restructuring the civil support tasks by adding chemical, biological, radiological, nuclear, and high-yield explosives (CBRNE) consequence management as the fourth civil support task.
- Revising chapter 7, Operational Art, to match the discussion of design in FM 5-0.
- Updating the continuum of operations to eliminate the intermediate points, adding the role and nature of deterrence, and eliminating figure 2-2, the spectrum of conflict and operational themes (known as the Tennessee chart), and figure 3-4, examples of combining the elements of full spectrum operations within operational themes.
- Replacing the five information tasks with inform and influence and cyber/electromagnetic activities.

The demands placed on leaders have expanded dramatically in an era of persistent conflict among populations. The need to empower them with skills, knowledge, resources, and freedom of action is critical to success. Mission command provides a means for both senior and junior leaders to create a more thorough understanding of the operational environment and of the problems to be addressed. It highlights the initiative necessary for success in today's operational environment. Mission command emphasizes the commander in operations. It encourages collaboration and dialog among commanders and leaders as a means of developing an environment of mutual trust and understanding that enables agile and adaptive organizations to succeed in full spectrum operations.

Introduction

This is the fifteenth edition of the Army's capstone operations manual. Its lineage goes back to the first doctrine written for the new American Army, Baron von Steuben's 1779 *Regulations for the Order and Discipline of the Troops of the United States*. Today, as with each previous version of *Operations*, FM 3-0 shapes all of Army doctrine, while influencing the Army's organization, training, materiel, leadership and education, and Soldier concerns. But its contents are not truly capstone doctrine until Army forces internalize it. This requires education and individual study by all Army leaders. And it requires more: Army leaders must examine and debate the doctrine, measuring it against their experience and strategic, operational, and tactical realities. They must also recognize that while FM 3-0 can inform them of how to think about operations, it cannot provide a recipe for what to do on the battlefield.

Always dynamic, Army doctrine balances between the Army's current capabilities and situation with its projected requirements for future operations. At the same time, Army doctrine forecasts the immediate future in terms of organizational, intellectual, and technological developments. This requirement is particularly challenging for this edition of FM 3-0. The Army is heavily committed in conflicts in Afghanistan and Iraq and to countering terrorism worldwide. How long this will remain the case remains unknown. Therefore, this edition promulgates doctrine for Army operations in those conflicts. However, America's strategic requirements remain global. FM 3-0 does not focus exclusively on current operations, regardless of how pressing their requirements. The Army's experience makes it clear that no one can accurately predict the nature, location, or duration of the next conflict. So this doctrine also addresses the needs of an Army responsible for deploying forces promptly at any time, in any environment, against any adversary. This is its expeditionary capability. Once deployed, the Army operates for extended periods across the spectrum of conflict, from stable peace through general war. This is its campaign capability.

This edition of FM 3-0 reflects Army thinking in a complex period of prolonged conflicts and opportunities. The doctrine recognizes that current conflicts defy solution by military means alone and that landpower, while critical, is only part of each campaign. Success in future conflicts will require the protracted application of all the instruments of national power—diplomatic, informational, military, and economic. Because of this, Army doctrine now equally weights tasks dealing with the population—stability or civil support—with those related to offensive and defensive operations. This parity is critical; it recognizes that 21st century conflict involves more than combat between armed opponents. While defeating the enemy with offensive and defensive operations, Army forces simultaneously shape the broader situation through nonlethal actions to restore security and normalcy to the local populace.

Soldiers operate among populations, not adjacent to them or above them. They often face the enemy among noncombatants, with little to distinguish one from the other until combat erupts. Killing or capturing the enemy in proximity to noncombatants complicates land operations exponentially. Winning battles and engagements is important but alone is not sufficient. Shaping the civil situation is just as important to success. Informing the public and influencing specific audiences are central to mission accomplishment. Within the context of current operations worldwide, stability operations are often as important as—or more important than—offensive and defensive operations. Department of Defense policy states:

> *Stability operations are a core U.S. military mission that the Department of Defense shall be prepared to conduct with proficiency equivalent to combat operations. The Department of Defense shall be prepared to: (1) Conduct stability operations activities throughout all phases of conflict and across the range of military operations, including in combat and non-combat environments.*
>
> DODI 3000.05

Because of this, full spectrum operations—simultaneous offensive, defensive, and stability or civil support operations—is the primary theme of this manual. This continues a major shift in Army doctrine that began with FM 3-0 (2001) and now is embedded in joint doctrine as well. Stability and civil support operations cannot be something that the Army conducts in "other than war" operations. Army forces must address the civil situation directly and continuously, combining tactical tasks directed at noncombatants with tactical tasks directed against the enemy. These tasks have evolved from specialized ancillary activities—civil-military operations—into a central element of operations equal in importance to the offense and

defense—stability and civil support. The nature of the mission determines the appropriate weighting and combination of tasks.

The emergence of full spectrum operations drives key changes in capstone doctrine. The Army established full spectrum operations in FM 3-0 (2001), shifting sharply from an "either-or" view of combat and other operations to an inclusive doctrine that emphasized the essentiality of nonlethal actions with combat actions. This edition of FM 3-0 continues that development. In FM 3-0 (2001), stability operations were "other" joint missions stated in an Army context. The current edition describes stability operations as tactical tasks applicable at all echelons of Army forces deployed outside the United States. In addition, civil support operations are also defined as tactical-level tasks, similar to stability tasks but conducted in the very different operational environment of the United States and its territories.

The impact of the information environment on operations continues to increase. What Army forces do to achieve advantages across it—information superiority—significantly affects the outcome of operations. Consequently, FM 3-0 revises how the Army views information operations and staff responsibility for associated Army information tasks. Other changes include replacing the battlefield operating systems with the warfighting functions and adding the spectrum of conflict with related operational themes.

Chaos, chance, and friction dominate land operations as much today as when Clausewitz wrote about them after the Napoleonic wars. In this environment, an offensive mindset—the predisposition to seize, retain, and exploit the initiative to positively change the situation—makes combat power decisive. The high quality of Army leaders and Soldiers is best exploited by allowing subordinates maximum latitude to exercise individual and small-unit initiative. Tough, realistic training prepares leaders for this, and FM 3-0 prescribes giving them the maximum latitude to accomplish the mission successfully. This requires a climate of trust in the abilities of superior and subordinate alike. It also requires leaders at every level to think and act flexibly, constantly adapting to the situation. Subordinates' actions are guided by the higher commander's intent, but not circumscribed by excessive control. This is a continuing tension across the Army, aggravated by advanced information systems that can provide higher commanders with the details of lower echelon operations. The temptation for senior leaders to micromanage subordinates is great, but it must be resisted.

Despite the vital importance of nonlethal action to change the civil situation, FM 3-0 recognizes that the Army's primary purpose is deterrence, and should deterrence fail, decisively winning the Nation's wars by fighting within an interdependent joint team. America is at war and should expect to remain fully engaged for the next several decades in a persistent conflict against an enemy dedicated to U.S. defeat as a nation and eradication as a society. This conflict will be waged in an environment that is complex, multidimensional, and rooted in the human dimension. This conflict cannot be won by military forces alone; it requires close cooperation and coordination of diplomatic, informational, military, and economic efforts. Due to the human nature of the conflict, however, landpower will remain important to the military effort and essential to victory. FM 3-0 considers the nature of today's enemies as well as a wide range of other potential threats. It contains doctrine that seeks nothing less than victory for the United States—now and in the future.

As with all previous Army capstone doctrine, this doctrine provides direction for the Army and reflects its progress through the years. Like the manual that emerged from Valley Forge, it reflects the lessons learned from combat experience and addresses strategic, operational, and tactical realities. Baron von Steuben's doctrine allowed for the creation of forces capable of standing against the British Army, the world's best, by giving the Continental Army the skills necessary to win. Then, as now, success depended on the determination of well-trained Soldiers, the quality of their small-unit leadership, and the abilities of their commanders.

Chapter 1
The Operational Environment

Military operations occur within a complex framework of environmental factors that shape their nature and affect their outcomes. These operations require commanders who understand the strategic and operational environments and their relevance to each mission. This understanding includes specific traits of the particular operational environment to each mission and how essential elements of the environment shape how Army forces conduct operations. This chapter discusses the operational environment as the basis for understanding the Army's doctrine for the conduct of land operations. It addresses these operations, emphasizing the Army's expeditionary and campaign qualities and the integral role of Army forces in unified actions—joint, interagency, and multinational undertakings that execute campaigns and major operations.

INSTABILITY AND PERSISTENT CONFLICT

1-1. An *operational environment* is a composite of the conditions, circumstances, and influences that affect the employment of capabilities and bear on the decisions of the commander (JP 3-0). While they include all enemy, adversary, friendly, and neutral systems across the spectrum of conflict, they also include an understanding of the physical environment, the state of governance, technology, local resources, and the culture of the local population. This doctrine pertains in an era of complex global, regional, and local change leading to both opportunities and risks. The risk component of this change manifests in certain trends that drive instability and a continuing state of persistent conflict. ***Persistent conflict*** **is the protracted confrontation among state, nonstate, and individual actors that are increasingly willing to use violence to achieve their political and ideological ends.** Some important trends that affect ground force operations in an era of persistent conflict include—

- Globalization.
- Technology.
- Demographic changes.
- Urbanization.
- Resource demands.
- Climate change and natural disasters.
- Proliferation of weapons of mass destruction and their effects.
- Failed or failing states.

1-2. Experts predict globalization will continue to support the exportation of terrorism worldwide. Interdependent economies have enabled great wealth. The benefits of this wealth remain concentrated in the hands of a few while many bear the risks of failure. This unequal distribution of wealth often creates *have* and *have-not* conditions that can spawn conflict. This dichotomy appears between developed nations in the northern hemisphere and developing nations to their south and in the southern hemisphere. By 2015, experts project that up to 2.8 billion people—almost exclusively in economic have-not areas in developing nations—will live below the poverty level. These people are more vulnerable to recruitment by extremist groups. Globalization has also contributed to the rise of nonstate actors to economic, informational, and even military and diplomatic positions rivaling or exceeding those of states. The decline in state power and influence makes diplomatic interaction more difficult and complex. Globalization has already left several states behind, and more nations will lag in the increasing tempo of globalization. As a result, their populations will both suffer and become more apt to embrace radical ideologies to express their frustration and increase their desire, if not ability, to share in global prosperity.

1-3. Globalization has enabled a greater diffusion of technology. Often, adversaries use innovations—that improve the quality of life and livelihood—to destroy lives. It would seem that technology evolved with an asymmetric advantage of developed nations. They have greater access to research facilities to develop and innovate. Technology also gives nations access to the industrial base. These nations can then mass-produce advanced products and widely distribute them at relatively low costs. The low cost of products, their user-friendly design, and their availability in a global economy makes advanced technology accessible to unstable states as well as extremist organizations. The revolution and proliferation of benefits derived from integrating multidisciplinary nano- and bio-technologies and smart materials potentially promises to improve living conditions. However, nations will not always have these products available at the pace and in the quantities necessary to make them and their benefits as universally available as desired. Such disparity can create another source of friction between the haves and have-nots. Moreover, the proliferation, falling costs, and availability of technologically advanced products—especially expanded information technologies using mobile, wireless, and global fiber-optic networks—enable nonstate adversaries to acquire them.

1-4. Population growth in the developing world will increase opportunities for instability, radicalism, and extremism. Populations of some less-developed countries will almost double by 2020, most notably in Africa, the Middle East, and South and Southeast Asia. The *youth bulge* created by this growth will be vulnerable to antigovernment and radical ideologies, worsening governance challenges. Middle class populations will grow as well. They will demand improved quality-of-life benefits and more resources to go with their increased wealth. Inability or inequity to distribute wealth will intensify tensions between haves and have-nots. It will likely escalate calls for changes in how to share wealth globally.

1-5. By 2015, well over half the world's population will live in urban centers, and by 2030, up to 60 percent will live in cities. Many cities are already huge; 15 have populations in excess of 10 million. Eight of these megacities lie near known geological fault lines that threaten natural disaster. These megacities increasingly assume the significance of nation-states, posing similar governance and security concerns. Their urban growth appears more pronounced in developing regions in which states are already more prone to failure. Organized crime and extremist ideological and cultural enclaves flourish in urban terrain, overwhelming and supplanting local governance apparatus. Chronic unemployment, overcrowding, pollution, uneven resource distribution, and poor basic services such as sanitation and health care add to population dissatisfaction and increase the destructive allure of radical ideologies.

1-6. Demand for energy, water, and food for growing populations will increase competition and, potentially, conflict. Resources—especially water, gas, and oil—are finite. By 2030, energy consumption will probably exceed production. Current sources, investment, and development of alternatives likely will not bridge the gap. A shift to cleaner fuels such as natural gas will find about 60 percent of known reserves concentrated in Russia, Iran, and Qatar. Demand for water doubles every 20 years. By 2015, 40 percent of the world's population will live in water-stressed countries, increasing the potential for competition over a resource that has already led to conflict in the past. The demand for food will increase in direct proportion to the growth in population, but increases in food production will depend upon adequate energy and water resources.

1-7. Natural disasters will compound already difficult conditions in developing countries. They will cause humanitarian crises, driving regionally destabilizing population migrations and raising potential for epidemic diseases. Desertification occurs at nearly 50–70 thousand square miles per year. Increased consumption of resources, especially in densely populated areas, will increase air, water, and land pollution. Depletion reduces natural replenishment sources as well as intensifies the effects of natural disasters, having increasingly greater impacts on more densely populated areas. Over 15 million people die each year from communicable diseases; these numbers may grow exponentially as urban densities increase.

1-8. Proliferation of weapons of mass destruction and their effects will increase the potential for catastrophic attacks. These attacks will destabilize and undercut the confidence that spurs global economic development. The threat of the use of weapons of mass destruction is as real as it is deadly. Over 1,100 identified terrorist organizations exist. Some of them, most notably Al Qaeda, actively seek weapons of mass destruction. Since 1993, 662 reported incidents of unauthorized activities surrounding nuclear and radioactive materials occurred. These incidents involved quantities of enriched uranium from military and civilian reactors exceeding 3,700 tons, enough to produce thousands of nuclear weapons. Additionally,

some nuclear nations now share technology as a means to earn money and secure influence. For small countries and terrorist organizations, biological weapons convey a similar status as nuclear weapons. Laboratories can easily and cheaply produce many biological and chemical agents. Wider Internet access has made the technologies and processes of developing weapons of mass destruction and their effects readily available to potential adversaries. Further, some states may pursue these programs to ensure their security and prevent forced regime change.

1-9. Governments of nation-states face increasingly greater challenges in providing effective support to their growing populations. Security, economic prosperity, basic services, and access to resources strain systems designed in an industrial age. Additionally, these governments are unprepared to increase openness intellectually or culturally to address an information age. Compounding this inability to adapt, nation-state governments find themselves pitted against who have made the shift and are already exploiting it to gain support of local populaces. These adversaries can include criminal organizations, extremist networks, private corporate enterprises, and increasingly powerful megacities. Stability, not the form of governance, will be paramount. The problem of failed or failing states can result in new safe havens in which adversaries can thrive.

INFLUENCES ON THE OPERATIONAL ENVIRONMENT

1-10. The operational environment of the future will be complicated by globalization, population growth, inadequate resources, climate change, inadequate governance, and the spread of lethal weapons. The driving trends discussed in paragraphs 1-1 through 1-9 create a useable forecast of persistent conflict. The international nature of commercial and academic efforts could also have dramatic impacts. The complexity of the operational environment will push future operations to occur across the spectrum of conflict.

1-11. The operational environment of the future will be an arena in which operational goals are attained or lost by not only the use of highly lethal force but also by how quickly units can establish and maintain a state of stability. The operational environment will remain a dirty, frightening, physically and emotionally draining one. Death and destruction will result from environmental conditions creating humanitarian crisis as well as conflict itself. The high lethality and range of advanced weapons systems and tendency of enemies to operate among the population will increase the risk to combatants and noncombatants dramatically. All enemies, state or nonstate, regardless of technological or military capability, will likely use every political, economic, informational, and military measure at their disposal. In addition, the operational environment will expand to areas historically immune to battle, including the continental United States and the territory of multinational partners, especially urban areas. In fact, the operational environment will probably include areas not defined by geography, such as cyberspace. Computer network attacks will span borders, enabling antagonists to hit anywhere, anytime. With the exception of cyberspace, units will conduct all operations among the people and will measure outcomes in terms of effects on populations.

1-12. The operational environment will become extremely fluid. With continually changing coalitions, alliances, partnerships, and actors, interagency and joint operations will have to adjust to the intricate range of players occupying the environment. International news organizations using new information and communications technologies will no longer depend on states to access the area of operations and will more greatly sway how the public views operations. News organizations will have satellites or their own unmanned aerial reconnaissance platforms from which to monitor the scene. Secrecy will be difficult to maintain, making operations security more vital than ever. Finally, complex cultural, demographic, and physical environmental factors will be present, adding to the fog of war. Such factors include humanitarian crises, ethnic and religious differences, and complex and urban terrain, which often become major centers of gravity and a haven for potential threats. The operational environment will remain interconnected, dynamic, and extremely volatile.

THE CHANGING NATURE OF THE THREAT

1-13. Threats are nation-states, organizations, people, groups, or conditions that can damage or destroy life, vital resources, or institutions. States, nations, transnational actors, and nonstate entities will continue to challenge and redefine the global distribution of power, the concept of sovereignty, and the nature of

warfare. Preparing for and managing these threats requires employing all instruments of national power—diplomatic, informational, military, and economic. Threats fit a range of four major categories: traditional, irregular, catastrophic, and disruptive. While helpful in describing threats the Army will most likely face, these categories or challenges do not define the nature of the adversary. In fact, adversaries may combine any and all of these challenges to achieve a desired effect against the United States.

1-14. Traditional threats emerge from states employing recognized military capabilities and forces in understood forms of military competition and conflict. In the past, the United States optimized its forces for this challenge. Currently the United States possesses the world's preeminent conventional and nuclear forces, but this status is not guaranteed. Many nations maintain powerful conventional forces, and not all are friendly to the United States. Some potentially hostile adversaries possess weapons of mass destruction. Although these adversaries may not actively seek armed confrontation and will actively avoid U.S. military strength, their activities can provoke regional conflicts that threaten U.S. interests. Deterrence therefore remains the first aim of the joint force. Should deterrence fail, and some evidence shows that deterrence is less able to accomplish this goal, the United States strives to maintain capabilities to overmatch any combination of enemy conventional and unconventional forces.

1-15. Irregular threats are those posed by an opponent employing unconventional, asymmetric methods and means to counter traditional U.S. advantages. A weaker enemy often uses irregular warfare to exhaust the U.S. collective will through protracted conflict. Irregular warfare includes such means as terrorism, insurgency, and guerrilla warfare. Economic, political, informational, and cultural initiatives usually accompany and may even be the chief means of irregular attacks on U.S. influence.

1-16. Catastrophic threats involve the acquisition, possession, and use of chemical, biological, radiological, and nuclear weapons, also called weapons of mass destruction, and their effects. Possession of these weapons gives an enemy the potential to inflict sudden and catastrophic effects. The proliferation of related technology has made this threat more likely than in the past.

1-17. Disruptive threats involve an enemy using new technologies that reduce U.S. advantages in key operational domains. For example, U.S. forces depend on battlefield networks to generate combined arms effects. An advanced cybernetic attack may degrade or usurp automated systems, leaving no means of identifying the problem and making countermeasures ineffective. Disruptive threats can employ such different methods and technology that the target fails to understand the nature of the threat. The allied exploitation of the German ENIGMA code machines provides an example. Because the Germans could not conceive that human intellect and computer technology could break their top codes, they enacted countermeasures to every possible threat except the one that occurred.

1-18. Adversaries seek to create an advantage over U.S. forces by combining traditional, irregular, catastrophic, and disruptive capabilities. These combined threats change the nature of the conflict, enabling adversaries to use capabilities for which the United States is least prepared. Adversaries seek to interdict U.S. forces attempting to enter any area of crisis. If U.S. forces successfully gain entry, adversaries often engage them in complex terrain and urban environments to offset U.S. advantages. Methods used by adversaries include dispersing their forces into small, mobile combat teams—combined only when required to strike a common objective—and becoming invisible by blending in with the local population.

1-19. U.S. forces expect threats to use the environment and rapidly adapt. Extremist organizations adopt state-like qualities using the media, technology, and their position within a state's political, military, and social infrastructures to their advantage. Their operations grow more sophisticated, combining conventional, unconventional, irregular, and criminal tactics. They focus on creating conditions of instability, seek to alienate legitimate forces from the population, and employ global networks to expand local operations. Threats employ advanced information operations and use violence indiscriminately.

1-20. Future conflicts will much more likely to be fought *among* the people instead of *around* the people. This fundamentally alters how Soldiers can apply force to achieve success in a conflict. Enemies will increasingly seek populations within which to hide for protection, preparation, and refuge. They use populations as protection against the proven attack and detection means of U.S. forces, in preparation for attacks against communities, and as refuge from U.S. strikes against their bases. War remains a battle of wills—a contest for dominance over people. The essential struggle of the future conflict will occur where people live and will require U.S. security dominance to extend across the population.

*THE EMERGENCE OF HYBRID THREATS

1-21. The term hybrid threat has recently evolved to capture the seemingly increased complexity of operations and the multiplicity of actors involved. While the existence of innovative enemies is not new, today's hybrid threats demand that U.S. forces prepare for a range of possible threats simultaneously. The conditions associated with persistent conflict can form a very capable hybrid threat. In either case, close combat is as violent as major combat operations, even when the opponent is an irregular force.

1-22. **A *hybrid threat* is the diverse and dynamic combination of regular forces, irregular forces, criminal elements, or a combination of these forces and elements all unified to achieve mutually benefitting effects**. Hybrid threats combine regular forces governed by international law, military tradition, and custom with unregulated irregular forces that act with no restrictions on violence or their targets. These forces could include militias, terrorists, guerillas, and criminals. Such forces combine their abilities to use and transition between regular and irregular tactics and weapons. These abilities enable hybrid threats to capitalize on perceived vulnerabilities making them particularly effective.

1-23. These forces may cooperate in the context of pursuing their own organizational objectives. For example, criminal elements may steal parts for a profit while at the same time compromising the readiness of an adversary's combat systems. Militia forces may defend their town with exceptional vigor as a part of a complex defensive network. Hybrid threats may use the media, technology, and their position within a state's political, military, and social infrastructures to their advantage. Hybrid threats creatively adapt, combining sophisticated weapons, command and control, cyber activities, and combined arms tactics to engage U.S. forces when conditions are favorable. Their tactics will often shift. By using insurgent, criminal, and cyber activities, they create instability and hamper U.S. forces and allies. Additionally, hybrid threats use global networks to influence perceptions of the conflict and shape global opinion.

OPERATIONAL AND MISSION VARIABLES

1-24. The operational environment includes physical areas—the air, land, maritime, and space domains. It also includes the information that shapes the operational environment as well as enemy, adversary, friendly, and neutral systems relevant to that joint operation. The operational environment for each campaign or major operation differs and evolves as each campaign or operation progresses. Army forces use operational variables to understand and analyze the broad environment in which they are conducting operations. They use mission variables to focus analysis on specific elements of the environment that apply to their mission.

OPERATIONAL VARIABLES

1-25. Military planners describe the operational environment in terms of operational variables. Operational variables are those broad aspects of the environment, both military and nonmilitary, that may differ from one operational area to another and affect campaigns and major operations. Operational variables describe not only the military aspects of an operational environment but also the population's influence on it. Joint planners analyze the operational environment in terms of six interrelated operational variables: political, military, economic, social, information, and infrastructure. To these variables, Army doctrine adds two more: physical environment and time. As a set, Soldiers often abbreviate these operational variables as PMESII-PT.

1-26. The variables humanize the operational environment. Since land forces operate among populations, understanding human variables is crucial. They help describe each operation's context for commanders and other leaders. Understanding these variables helps commanders appreciate how the military instrument complements the other instruments of national power. Comprehensive analysis of the variables usually occurs at the joint level; Army commanders continue analysis to improve their understanding of their environment. The utility of the operational variables improves with flexible application; complicated human societies defy precise categorization. Whenever possible, commanders and staffs employ specialists in each variable to improve analysis.

Political

1-27. The political variable describes the distribution of responsibility and power at all levels of governance. Political structures and processes enjoy varying degrees of legitimacy with populations from local through international levels. Formally constituted authorities and informal or covert political powers strongly influence events. Political leaders can use ideas, beliefs, actions, and violence to enhance their power and control over people, territory, and resources. Many sources of political motivation exist. These may include charismatic leadership; indigenous security institutions; and religious, ethnic, or economic communities. Political opposition groups or parties also affect the situation. Each may cooperate differently with U.S. or multinational forces. Understanding the political circumstances helps commanders and staffs recognize key organizations and determine their aims and capabilities.

1-28. Understanding political implications requires analyzing all relevant partnerships—political, economic, military, religious, and cultural. This analysis captures the presence and significance of external organizations and other groups, including groups united by a common cause. Examples include private security organizations, transnational corporations, and nongovernmental organizations that provide humanitarian assistance.

1-29. A political analysis also addresses the effect of will. Will is the primary intangible factor; it motivates participants to sacrifice to persevere against obstacles. Understanding what motivates key groups (for example, political, military, and insurgent) helps commanders understand the groups' goals and willingness to sacrifice to achieve their ends.

1-30. The political variable includes the U.S. domestic political environment. Therefore, mission analysis and monitoring the situation includes an awareness of national policy and strategy.

Military

1-31. The military variable includes the military capabilities of all armed forces in a given operational environment. For many states, an army is the military force primarily responsible for maintaining internal and external security. Paramilitary organizations and guerrilla forces may influence friendly and hostile military forces. Militaries of other states not directly involved in a conflict may also affect them. Therefore, analysis should include the relationship of regional land forces to the other variables. Military analysis examines the capabilities of enemy, adversary, host-nation, and multinational military organizations. Such capabilities include—

- Equipment.
- Manpower.
- Doctrine.
- Training levels.
- Resource constraints.
- Leadership.
- Organizational culture.
- History.
- Nature of civil-military relations.

Understanding these factors helps commanders estimate actual capabilities of each armed force. Analysis focuses on each organization's ability to field and use capabilities domestically, regionally, and globally.

Economic

1-32. The economic variable encompasses individual and group behaviors related to producing, distributing, and consuming resources. Specific factors may include the influence of—

- Industrial organizations.
- Trade.
- Development (including foreign aid).
- Finance.

- Monetary policy and conditions.
- Institutional capabilities.
- Geography.
- Legal constraints (or the lack of them) on the economy.

1-33. While the world economy continues to grow more interdependent, local economies differ. These differences significantly influence political choices, including individuals' decisions to support or subvert the existing order. Many factors create incentives or disincentives for individuals and groups to change the economic status quo. These may include—

- Technical knowledge.
- Decentralized capital flows.
- Investment.
- Price fluctuations.
- Debt.
- Financial instruments.
- Protection of property rights.
- Existence of black market or underground economies.

Thus, indicators measuring potential benefits or costs of changing the political-economic order may enhance how commanders understand the social and behavioral dynamics of friendly, adversary, and neutral entities.

Social

1-34. The social variable describes societies within an operational environment. A society is a population whose members are subject to the same political authority, occupy a common territory, have a common culture, and share a sense of identity. Societies are not monolithic. They include diverse social structures. Social structure refers to the relations among groups of persons within a system of groups. It includes institutions, organizations, networks, and similar groups. (FM 3-24 discusses socio-cultural factors analysis and social network analysis.)

1-35. Culture comprises shared beliefs, values, customs, behaviors, and artifacts that society members use to cope with their world and with one another. Societies usually have a dominant culture but may have many secondary cultures. Different societies may share similar cultures, but societal attributes change over time. Changes may occur in any of the following areas:

- Demographics.
- Religion.
- Migration trends.
- Urbanization.
- Standards of living.
- Literacy and nature of education.
- Cohesiveness and activity of cultural, religious, or ethnic groups.

Social networks, social status and related norms, and roles that support and enable individuals and leaders require analysis. This analysis should also address societies outside the operational area whose actions, opinions, or political influence can affect the mission.

1-36. People base their actions on perceptions, assumptions, customs, and values. Cultural awareness helps identify points of friction within populations, build rapport, and reduce misunderstandings. It can improve the commander's insight into individual and group intentions and enhance the unit's effectiveness. However, U.S. forces require training in cultural awareness before deploying to an unfamiliar operational environment and continuous updating while deployed. Commanders develop their knowledge of the societal aspects within their areas of operations to a higher level of cultural awareness. This level allows them to understand how their operations affect the population and prepares them to meet local leaders face-to-face.

Information

1-37. Joint doctrine defines the *information environment* as the aggregate of individuals, organizations, and systems that collect, process, disseminate, or act on information (JP 3-13). The environment shaped by information includes leaders, decisionmakers, individuals, and organizations. The global community's access and use of data, media, and knowledge systems occurs in the information shaped by the operational environment. Commanders use information activities to shape the operational environment as part of their operations.

1-38. Media representatives significantly influence the information that shapes the operational environment. Broadcast and Internet media sources can rapidly disseminate competing views of military operations worldwide. Media coverage influences U.S. political decisionmaking, U.S. popular opinion, and multinational sensitivities. Adversaries often use media coverage to further their aims by controlling and manipulating how audiences perceive a situation's content and context.

1-39. Global telecommunications networks now provide immense amounts of information. Observers and adversaries have unprecedented access to multiple information sources, as the public disclosure of thousands of classified U.S. documents in 2010 demonstrated. They often attempt to influence and counter opinion by providing their own interpretation of events. Televised news and propaganda reach many people. However, in developing countries, information still flows by less sophisticated means such as messengers and graffiti. Commanders need to understand the nature of information flow within their area of operations and apply the best available methods to communicate with the local populace.

Infrastructure

1-40. Infrastructure comprises the basic facilities, services, and installations needed for a society to function. Degrading infrastructure affects the entire operational environment. Infrastructure includes technological sophistication—the ability to conduct research and development and apply the results to civil and military purposes.

1-41. Not all segments of society view infrastructure in the same way. Improvements viewed by some as beneficial may be perceived as a threat by others. For example, introducing cellular networks can help a local economy but may offend influential and conservative local leaders who view it as permitting access to licentious material. Actions affecting infrastructure require a thorough analysis of possible effects.

Physical Environment

1-42. The physical environment includes the geography and manmade structures in the operational area. The following factors affect the physical environment:

- Manmade structures, particularly urban areas.
- Climate and weather.
- Topography.
- Hydrology.
- Natural resources.
- Biological features and hazards.
- Other environmental conditions.

Enemies understand that less complex and open terrain often exposes their military weaknesses. Therefore, they may try to counteract U.S. military advantages by operating in urban or other complex terrain and during adverse weather conditions.

Time

1-43. Time proves a significant consideration in military operations. Analyzing it as an operational variable focuses on how an operation's duration might help or hinder each side. This has implications at every planning level. Enemies with a limited military capability usually view protracted conflict as advantageous to them. They avoid battles and only engage when conditions work overwhelmingly to their favor. This is a strategy of exhaustion. Such a strategy dominated the American Revolution and remains effective today.

The enemy concentrates on surviving and inflicting friendly and civilian casualties over time. Although the military balance may not change, this creates opportunities to affect how domestic and international audiences view the conflict. Conversely, the enemy may attempt to mass effects and achieve decisive results in a short period.

MISSION VARIABLES

1-44. The operational variables directly relate to campaign planning. That does not mean that they are not valuable at the tactical level; they are fundamental to understanding the operational environment to plan at any level, in any situation. The degree to which each operational variable provides useful information depends on the situation and echelon. For example, social and economic variables often receive close analysis as part of enemy and civil considerations at brigade and higher levels. They may affect the training and preparation of small units. However, they may not be relevant to a small-unit leader's mission analysis. That leader may only be concerned with such questions as "Who is the tribal leader for this village?" "Is the electrical generator working?" "Does the enemy have antitank missiles?"

1-45. Upon receipt of a warning order or mission, Army tactical leaders narrow their focus to six mission variables. Mission variables are those aspects of the operational environment that directly affect a mission. They outline the situation as it applies a specific Army unit. The mission variables consist of mission, enemy, terrain and weather, troops and support available, time available, and civil considerations (METT-TC). Army leaders use these categories of relevant information for mission analysis to synthesize operational variables and tactical-level information with local knowledge about conditions relevant to their mission. (Chapter 5 expands the discussion of the mission variables.)

1-46. Army forces interact with people at many levels. In general, anyone in any operational area can qualify as an enemy, an adversary, a supporter, or a neutral. One reason land operations are complex is that all four categories intermix, often with no easy means to distinguish one from another:

- **An *enemy* is a party identified as hostile against which the use of force is authorized**. An enemy is also called a combatant and is treated as such under the law of war.
- An *adversary* is a party acknowledged as potentially hostile to a friendly party and against which the use of force may be envisaged (JP 3-0). Adversaries include members of the local populace who sympathize with the enemy.
- **A *supporter* is a party who sympathizes with friendly forces and who may or may not provide material assistance to them**.
- **A *neutral* is a party identified as neither supporting nor opposing friendly or enemy forces**.

1-47. Incorporating the analysis of the operational variables into METT-TC emphasizes the operational environment's human aspects. This emphasis is most obvious in civil considerations, but it affects the other METT-TC variables as well. Incorporating human factors into mission analysis requires critical thinking, collaboration, continuous learning, and adaptation. It also requires analyzing local and regional perceptions. Many factors influence perceptions of the enemy, adversaries, supporters, and neutrals. These include—

- Language.
- Culture.
- Geography.
- History.
- Education.
- Beliefs.
- Perceived objectives and motivation.
- Media reporting and analysis.
- Personal experience.

UNIFIED ACTION

1-48. *Unified action* is the synchronization, coordination, and/or integration of the activities of governmental and nongovernmental entities with military operations to achieve unity of effort (JP 1). It

involves the application of all instruments of national power, including actions of other government agencies and multinational military and nonmilitary organizations. Combatant commanders play a pivotal role in unified actions; however, subordinate commanders also integrate and synchronize their operations directly with the activities and operations of other military forces and nonmilitary organizations in their area of operations. Department of Defense and other government agencies may refer to unified action as being joint, interagency, intergovernmental, multinational, or a combination of these parts.

1-49. Unified action includes joint integration. Joint integration extends the principle of combined arms to operations conducted by two or more Service components. The combination of diverse joint force capabilities generates combat power more potent than the sum of its parts. Joint integration does not require joint command at all echelons. It does, however, require joint interoperability at all levels. Army mission accomplishment links to the national strategic end state through campaigns and major operations.

CAMPAIGNS AND JOINT OPERATIONS

1-50. Joint planning integrates military power with other instruments of national power to achieve the desired military end state. (The *end state* is the set of required conditions that defines achievement of the commander's objectives [JP 3-0].) This planning connects the strategic end state to campaign design and ultimately to tactical missions. Joint force commanders use campaigns and joint operations to translate their operational-level actions into strategic results. Campaigns are always joint operations. (See paragraph 7-12 for more on campaign.)

1-51. Campaigns exploit the advantages of interdependent Service capabilities through unified action. U.S. forces need coordinated, synchronized, and integrated action to reestablish civil authority after joint operations end, even when combat is not required. Effective joint and Army operations require all echelons to perform extensive collaborative planning and understand joint interdependence.

JOINT INTERDEPENDENCE

1-52. Joint interdependence is the purposeful reliance by one Service's forces on another Service's capabilities to maximize the complementary and reinforcing effects of both. Army forces operate as part of an interdependent joint force. Joint capabilities make Army forces more effective than if they operated alone. Combinations of joint capabilities defeat enemy forces by shattering their ability to operate as a coherent, effective whole. Acting with other instruments of national power, joint forces also work to reduce the level of violence and establish security. (Table 1-1 lists areas of joint interdependence that directly enhance Army operations.)

Table 1-1. Areas of joint interdependence

Area	*Characteristic*
Joint command and control	Integrated capabilities that— • Gain information superiority through improved, fully synchronized, integrated intelligence, surveillance, and reconnaissance; knowledge management; and information management. • Share a common operational picture. • Improve the ability of joint force and Service component commanders to conduct operations.
Joint intelligence	Integrated processes that— • Reduce unnecessary redundancies in collection asset tasking through integrated intelligence, surveillance, and reconnaissance. • Increase processing and analytic capability. • Facilitate collaborative analysis. • Provide global intelligence production and dissemination. • Provide intelligence products that enhance situational understanding by describing and assessing the operational environment.

Area	*Characteristic*
Joint information operations capabilities	Integrated capabilities, including— • Special technical operations. • Electronic warfare platforms and personnel. • Reachback to strategic assets.
Joint fires	Integrated fire control networks that allow joint forces to deliver coordinated fires from two or more Service components.
Joint air operations	Air and Naval forces able to— • Maneuver aircraft to positions of advantage over the enemy beyond the reach of land forces. • Gain and maintain air superiority that extends the joint force's area of influence by providing freedom from attack as well as freedom to attack. • Support operational and tactical maneuver with lethal and nonlethal fires.
Joint air and missile defense	A comprehensive joint protection umbrella that— • Begins with security of ports of debarkation. • Enables uninterrupted force flow against diverse antiaccess threats. • Extends air and missile defense to multinational partners.
Joint force projection	Strategic and operational lift capabilities and automated planning processes that facilitate strategic responsiveness and operational agility.
Joint sustainment	Deliberate, mutual reliance by each Service component on the sustainment capabilities of two or more Service components. It can reduce redundancies or increase the robustness of operations without sacrificing effectiveness.
Joint space operations	Access to national imagery, communications, satellite, and navigation capabilities that enhance situational awareness and support understanding of the operational environment.

1-53. The other Services rely on Army forces to complement their capabilities. (Table 1-2 lists Army capabilities that enhance other Service component operations.)

Table 1-2. Army capabilities that complement other Services

Security and control of terrain, people, and resources, including— • Governance over an area or region. • Protection of key infrastructure and facilities from ground threats.
Land-based ballistic missile defense, including defense against cruise missiles and counterrocket, counterartillery, and countermortar capabilities.
Chemical, biological, radiological, and nuclear operations.
Support to interagency reconstruction efforts, including provision of essential services to an affected population.
Denial of sanctuary through ground maneuver, enabling attack from the air.
Discriminate force application within populated areas.
Inland sustainment of bases and of forces operating from those bases.
Land operations against enemy air and sea bases.
Detainee and enemy prisoner of war operations.
Intelligence support.

1-54. Joint forces also rely on Army forces for support and services as designated in—

- Title 10, United States Code.
- Other applicable U.S. laws.
- Department of Defense directives and instructions.
- Inter-Service agreements.

- Multinational agreements.
- Other applicable authorities and Federal regulations.

This support and other support directed by combatant commanders are broadly defined as "Army support to other Services."

INTERAGENCY COORDINATION AND COOPERATION WITH OTHER ORGANIZATIONS

1-55. Interagency coordination is inherent in unified action. Within the context of Department of Defense involvement, *interagency coordination* is the coordination that occurs between elements of Department of Defense, and engaged US Government agencies for the purpose of achieving an objective (JP 3-0). In addition, unified action involves synchronizing joint or multinational military operations with activities of other government agencies, intergovernmental organizations, nongovernmental organizations, and contractors. During civil support operations, unified action includes state and local government agencies. It occurs at every level—tactical, operational, and strategic.

Civilian Organizations

1-56. Commanders must understand the respective roles and capabilities of civilian organizations in unified action. Other agencies of the Federal government work with the military and are part of a national chain of command under the President of the United States. While this does not guarantee seamless integration, it does provide a legal basis for cooperation. Although experience and professional cultures differ widely, organizations need to recognize and capitalize on the inherent professionalism of each other to develop the teamwork necessary for the campaign.

1-57. Most civilian organizations are not under military control. Nor does the U.S. ambassador or a United Nations commissioner control them. Civilian organizations have different organizational cultures and norms. Some may be willing to work with Army forces; others may not. Thus, personal contact and trust building are essential. Command emphasis on immediate and continuous coordination encourages effective cooperation. Commanders should establish liaison with civilian organizations to integrate their efforts as much as possible with joint and Army operations. Civil affairs units typically establish this liaison.

1-58. Civilian organizations bring resources and capabilities that can help establish host-nation civil authority and capabilities. However, civilian organizations may arrive well after military operations have begun. Therefore, joint and Army forces prepare to establish and maintain order if host-nation authorities cannot do so. Successfully performing these tasks can help secure a lasting peace and facilitate the timely withdrawal of U.S. military forces.

1-59. Army forces provide sustainment and security for civilian organizations when directed, since many of these organizations lack these capabilities. Army forces often provide this support to state and local agencies during civil support operations. (Table 1-3 lists examples of civilian organizations.)

Contractors

1-60. A *contractor* is a person or business that provides products or services for monetary compensation. A contractor furnishes supplies and services or performs work at a certain price or rate based on the terms of a contract (FM 3-100.21). Contracted support includes traditional goods and services support, but may also include interpreter communications, infrastructure, and other related support. In military operations, contractors often provide—

- Life support.
- Construction and engineering support.
- Weapons systems support.
- Security.
- Other technical services.

(FM 3-100.21 contains doctrine for contractors accompanying deployed forces.)

Table 1-3. Definitions and examples of civilian organizations

Category	*Definition*	*Examples*
Other government agency	Within the context of interagency coordination, a non Department of Defense agency of the United States Government (JP 1).	• Department of State • Central Intelligence Agency • Federal Bureau of Investigation • National Security Agency • U.S. Agency for International Development
Intergovernmental organization	An organization created by a formal agreement (for example, a treaty) between two or more governments. It may be established on a global, regional, or functional basis for wide-ranging or narrowly defined purposes. Formed to protect and promote national interests shared by member states (JP 3-08).	• United Nations • European Union • North Atlantic Treaty Organization • Organization for Security and Cooperation in Europe • African Union
Nongovernmental organization	A private, self-governing, not-for-profit organization dedicated to alleviating human suffering; and/or promoting education, health care, economic development, environmental protection, human rights, and conflict resolution; and/or encouraging the establishment of democratic institutions and civil society (JP 3-08).	See the United Nations Web site (www.un.org) to research accredited nongovernmental organizations.

MULTINATIONAL OPERATIONS

1-61. *Multinational operations* is a collective term to describe military actions conducted by forces of two or more nations, usually undertaken within the structure of a coalition or alliance (JP 3-16). In multinational operations, all parties agree to the commitment of forces, even if the resources each invests differ. While each nation has its own interests, all nations bring value to the operation. Each national force has distinct capabilities, and each usually contributes to the operation's legitimacy in terms of international or local acceptability.

1-62. An *alliance* is the relationship that results from a formal agreement (for example, treaty) between two or more nations for broad, long-term objectives that further the common interests of the members (JP 3-0). Military alliances, such as the North Atlantic Treaty Organization (NATO), allow partners to establish formal, standard agreements. For example, U.S. forces operate within a highly developed multinational command structure to maintain the armistice on the Korean peninsula. Alliance members strive for interoperability. They field compatible military systems, establish common procedures, and develop contingency plans to meet potential threats.

1-63. A *coalition* is an ad hoc arrangement between two or more nations for common action (JP 5-0). Nations usually form coalitions for focused, short-term purposes. A *coalition action* is a multinational action outside the bounds of established alliances, usually for single occasions or longer cooperation in a narrow sector of common interest (JP 5-0). Coalition actions may be conducted under the authority of a United Nations resolution. Since coalition actions are not structured around formal treaties, a preliminary understanding of the requirements for operating with a specific foreign military may occur through peacetime military engagement. (Paragraph 2-16 defines peacetime military engagement.)

1-64. Agreement among the multinational partners establishes the level of command authority vested in a multinational force commander. The President retains command authority over U.S. forces. Most nations have similar restrictions. However, in certain circumstances, it may be prudent or advantageous to place Army forces under the operational control of a multinational commander. Often, multinational forces have complex lines of command. To compensate for limited unity of command, multinational partners concentrate on achieving unity of effort. Consensus building, rather than direct command authority, is often the key element of successful multinational operations.

1-65. An Army officer assigned to command a multinational force faces many complex demands. These include dealing with cultural issues, different languages, interoperability challenges, national caveats on the use of respective forces, and sometimes underdeveloped command and control. Multinational force commanders must address different national procedures, restrictions, intelligence sharing, and theater sustainment functions. Another command challenge is the multinational commander's limited ability to choose or replace subordinates. Nations assign their contingent leaders. They answer to their national chains of command as well as to the multinational force commander. Every multinational operation differs. Commanders analyze the mission's peculiar requirements to exploit the multinational force's advantages and compensate for its limitations. (FM 6-22 discusses leadership considerations for multinational operations.)

1-66. Multinational sustainment requires detailed planning and coordination. Each nation normally provides a national support element to sustain its deployed forces. However, integrated multinational sustainment may improve efficiency and effectiveness. When directed, an Army theater sustainment command can provide logistic and other support to a multinational force. Integrating the support requirements of several national forces, often spread over considerable distances and across international boundaries, is challenging. Nonetheless, multinational partners can provide additional resources to address the sustainment challenges. For example, a multinational partner may provide a secure intermediate staging base near the operational area. Commanders prefer deploying and employing forces from an intermediate staging base over making a forcible entry from a distant base. This is especially true when the staging base offers a mature infrastructure.

1-67. During multinational operations, U.S. forces establish liaison with assigned multinational forces as soon as possible. Army forces exchange specialized liaison personnel based on mission requirements. Fields requiring specialized liaison may include aviation, fire support, engineer, intelligence, and civil affairs. Exchanging liaison fosters a common understanding of missions and tactics, facilitates a transfer of information, and enhances mutual trust and confidence.

1-68. Missions assigned to multinational units should reflect the capabilities and limitations of each national contingent. Some significant factors include—

- Relative size and mobility.
- Intelligence collection assets.
- Long-range fires capabilities.
- Special operations forces capabilities.
- Organic sustainment capabilities.
- Ability to contribute to theater air and missile defense.
- Training for operations in special environments.
- Willingness and ability to cooperate directly with troops of other nationalities.
- Preparation for defensive operations involving weapons of mass destruction.

1-69. When assigning missions, commanders consider the special skills, language, and rapport forces have with the local population as well as multinational partners' national sensitivities. Multinational commanders may assign host-nation forces home defense or police missions, such as sustainment area and base security. They may entrust air defense, coastal defense, or a special operation to a single member of the multinational force based on that force's capabilities. Commanders consider multinational force capabilities, such as mine clearance, that may exceed U.S. capabilities. (JP 3-16 and FM 3-16 contain doctrine for multinational operations.)

1-70. Since persistent conflict affects a diverse range of international interests, it requires coalitions of nations joined in common cause to defeat a universal foe. All leaders use their patience, understanding, and a willingness to subordinate self to the common good when working within a coalition. Each nation will bring distinct capabilities, strengths, and limitations to future coalitions, and Army forces must be able to operate within them. These coalitions will not always have the same partners, and even when they do, the relative commitments of the partners will vary—sometimes even over time within the same conflict.

THE NATURE OF LAND OPERATIONS

War is thus an act of force to compel our enemy to do our will.

Carl von Clausewitz
On War[1]

1-71. Modern conflict occurs in many domains; however, landpower normally solidifies the outcome, even when it is not the decisive instrument. ***Landpower* is the ability—by threat, force, or occupation—to gain, sustain, and exploit control over land, resources, and people**. Landpower includes the ability to—

- Impose the Nation's will on an enemy, by force if necessary.
- Establish and maintain a stable environment that sets the conditions for political and economic development.
- Address the consequences of catastrophic events—both natural and manmade—to restore infrastructure and reestablish basic civil services.
- Support and provide a base from which joint forces can influence and dominate the air and maritime domains of an operational environment.

1-72. Several attributes of the land environment affect the application of landpower. These include—

- The requirement to deploy and employ Army forces rapidly.
- The requirement for Army forces to operate for protracted periods.
- The nature of close combat.
- Uncertainty, chance, friction, and complexity.

ARMY FORCES—EXPEDITIONARY AND CAMPAIGN CAPABILITIES

1-73. The initial operations in Afghanistan and Iraq modeled rapid, effective combat operations. U.S. forces rapidly destroyed or dispersed large enemy forces with little friendly loss. However, these operations also demonstrated that the duration and character of military campaigns is unpredictable. Future conflicts will include incomplete planning information, rapid deployments with little or no notice, and sustained operations in austere theaters. Joint, expeditionary warfare focuses on achieving decisive effects. It places a premium on promptly deploying landpower and constantly adapting to each campaign's distinct circumstances as it changes. But swift campaigns, however desirable, are the exception. Whenever objectives involve controlling populations or dominating terrain, campaign success usually requires employing landpower for protracted periods. Therefore, the Army combines expeditionary and campaign qualities to contribute decisive, sustained landpower to unified actions.

1-74. Expeditionary capability is the ability to promptly deploy combined arms forces worldwide into any operational environment and operate effectively upon arrival. Expeditionary operations require the ability to deploy quickly with little notice, shape conditions in the operational area, and operate immediately on arrival. Uncertainty as to the operational area, the possibility of an austere environment, and the need to match forces to available lift drive expeditionary capabilities.

1-75. Expeditionary capabilities assure friends, allies, and foes that the Nation can and will deploy necessary Army forces to the right place at the right time. Forward deployed units, forward positioned capabilities, peacetime military engagement, and force projection—from anywhere in the world—all contribute to expeditionary capabilities. Expeditionary capabilities enable the Army to respond rapidly under unknown conditions to areas with complex and austere operational environments prepared to fight not only on arrival but also through successive operations. Fast deploying and expandable Army forces introduce operationally significant land forces into a crisis on short notice, providing preemptive options to deter, shape, fight, and win if deterrence fails, and to sustain these options for the duration necessary to achieve success. Forces with expeditionary capability are organized and equipped to be modular, versatile, and rapidly deployable with agile institutions capable of supporting them. Rapidly deployed expeditionary force packages provide immediate options for seizing or retaining the operational initiative. With their

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modular capabilities, these forces can be swiftly deployed, employed, and sustained for extended operations without an unwieldy footprint. These forces are tailored for the initial phase of operations, easily task-organized, and highly self-sufficient. Army installations worldwide serve as support platforms for force projection, providing capabilities and information on demand.

1-76. Expeditionary capabilities are more than physical attributes; they begin with a mindset that pervades the force. Soldiers with an expeditionary mindset stand ready to deploy on short notice. They have confidence that they can accomplish any mission. They are mentally and physically prepared to deploy anywhere in the world at any time in any environment against any adversary. Leaders with an expeditionary mindset adapt. They possess the individual initiative needed to accomplish missions through improvisation and collaboration. They prepare mentally to operate within different cultures in any environment. An expeditionary mindset requires developing and empowering adaptive thinkers at all levels, from tactical to strategic.

1-77. Campaign capability is the ability to sustain operations as long as necessary to conclude operations successfully. Forces resolve many conflicts only by altering the conditions that prompted the conflict. This requires combat power and time. The Army's campaign capability extends its expeditionary capability well beyond deploying combined arms forces that are effective upon arrival. This capability enables forces to conduct sustained operations for as long as necessary, adapting to unpredictable and often profound changes in the operational environment as the campaign unfolds. Army forces are organized, trained, and equipped for endurance. Their endurance stems from the ability to create, protect, and sustain landpower—regardless of how far away they deploy, how austere the environment, or how long the combatant commander requires it. It includes taking care not only of Soldiers but also of their families throughout the complete cycle of deployment, employment, and redeployment. Campaign capability involves anticipating requirements across the entire Army and effectively using all available resources—deployed or not. Finally, campaign capability draws on iterative and continuous learning based on operational experience. This requirement extends to training at all echelons, from individual Soldier skills to operational-level collective tasks.

1-78. Campaigning requires a mindset and vision that complements expeditionary requirements. Soldiers understand that no matter how long they are deployed, the Army will take care of them and their families. They are confident that the loyalty they pledge to their units will be returned to them, no matter what happens on the battlefield or in what condition they return home. Tactical leaders understand the effects of protracted land operations on Soldiers and adjust the tempo of operations whenever circumstances allow. Senior commanders plan effective campaigns and major operations. They provide the resources needed to sustain operations, often through the imaginative use of joint capabilities.

1-79. The Army's preeminent challenge is to balance expeditionary agility and responsiveness with the endurance and operational adaptability needed to complete a campaign successfully, no matter what form it eventually takes. Landpower is a powerful complement to the global reach of American airpower and sea power. Prompt deployment of landpower gives joint force commanders options—for either deterrence or decisive action. Once deployed, landpower may be required for months or years. The initially deployed Army force will evolve constantly as the operational environment changes. Operational success depends on flexible employment of Army capabilities together with varying combinations of joint and interagency capabilities.

CLOSE COMBAT

1-80. Only on land do combatants come face-to-face with one another. Thus, the capability to prevail in close combat is indispensable and unique to land operations. It underlies most Army efforts in peace and war. ***Close combat*** **is warfare carried out on land in a direct-fire fight, supported by direct, indirect, and air-delivered fires**. Distances between combatants may vary from several thousand meters to hand-to-hand fighting. Close combat is required when other means fail to drive enemy forces from their positions. In that case, Army forces close with them and destroy or capture them. The outcome of battles and engagements depends on Army forces' ability to prevail in close combat. No other form of combat requires as much of Soldiers as it does.

1-81. In urban operations, close combat is frequent. **An *urban operation* is a military operation conducted where manmade construction and high population density are the dominant features**. The complexity of urban terrain and density of noncombatants reduce the effectiveness of advanced sensors and long-range and air-delivered weapons. Thus, a weaker enemy often attempts to negate Army advantages by engaging Army forces in urban environments. Operations in large, densely populated areas require special considerations. From a planning perspective, commanders view cities as both topographic features and dynamic entities containing hostile forces, local populations, and infrastructure. (JP 3-06 and FM 3-06 address these and other aspects of urban operations.)

UNCERTAINTY, CHANCE, AND FRICTION

> *Everything in war is very simple, but the simplest thing is difficult. The difficulties accumulate and end by producing a kind of friction that is inconceivable unless one has experienced war…. This tremendous friction, which cannot, as in mechanics, be reduced to a few points, is everywhere in contact with chance, and brings about effects that cannot be measured, just because they are largely due to chance.*
>
> Carl von Clausewitz
> *On War*[2]

1-82. Uncertainty, chance, and friction have always characterized warfare. On land, they are commonplace. Many factors inherent in land combat combine to complicate the situation. These include—

- Adverse weather.
- Chaos and confusion of battle.
- Complexity.
- Lack of accurate intelligence.
- Errors in understanding or planning.
- Fatigue.
- Misunderstanding among multinational partners.
- An adaptive and lethal enemy.
- Difficult terrain.
- Personality clashes.
- Civilian population.

1-83. Chance further complicates land operations. Things such as weather and other unforeseen events are beyond the control of a commander. For example, in December 1989, an ice storm at Fort Bragg, North Carolina, delayed deployment of some elements of the force invading Panama in Operation Just Cause. In addition to chance occurrences, enemy commanders have their own objectives and time schedules. These often lead to unforeseen encounters. Both enemy and friendly actions often produce unintended consequences. Resulting consequences can further complicate a situation or lead to opportunities.

1-84. Several factors can reduce the effects of uncertainty, chance, and friction. Good leadership, flexible organizations, and dependable technology can lessen uncertainty. Timely, accurate intelligence may reduce the factors affected by chance. And a simple plan combined with continuous coordination might moderate the effects of friction. However, even when operations are going well, commanders make decisions based on incomplete, inaccurate, and contradictory information under adverse conditions. Determination is one means of overcoming friction; experience is another. High morale, sound organization, effective mission command networks and systems, and well-practiced drills all help forces overcome adversity. Uncertainty, chance, and friction also affect the enemy, so commanders should look forward and exploit all opportunities. To achieve tactical, operational, and strategic success, commanders understand the operational environment, effective decisions, and flexibility in spite of adversity.

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COMPLEXITY

1-85. Future operational environments will be complex. While this does not necessarily equal a more dangerous environment, Soldiers can expect to encounter more complicated situations than ever before. The nature of land operations has expanded from a nearly exclusive focus on lethal combat with other armies to a complicated mixture of lethal and nonlethal actions directed at enemies, adversaries, and the local population, itself often a complicated mix. The enemy often follows no rules, while Army forces apply U.S. laws and international conventions to every conflict. The operational environment is saturated with information, with almost universal access to telecommunications and the Internet. The media will be ubiquitous. Action and message can no longer remain separate parts of operations because perception is so important to success. False reports, propaganda, rumors, lies, and inaccuracies spread globally faster than military authorities can correct or counter them, forcing Soldiers to cope with the consequences. Senior commanders and political leaders share tactical information in real time. Army forces work with and around various agencies and organizations—governmental, intergovernmental, nongovernmental, and commercial—and usually within a multinational military framework. U.S. forces are the most advanced in the world. They have access to joint capabilities from the lowest echelons equaling unmatched combat power but at a cost in simplicity. Army forces will fight and operate in complex terrain and in cyberspace. These and many other factors increase the complexity of operations and stress every dimension of the Army's capabilities, especially the strength and depth of Army leaders.

SOLDIERS

1-86. Regardless of the importance of technological capabilities, it really comes down to Soldiers who accomplish the mission. Today's dangerous and complex security environment requires Soldiers—men and women of character. Their character and competence represent the foundation of a values-based, trained, and ready Army. Soldiers train to perform tasks while operating alone or in groups. Soldiers and leaders develop the ability to exercise mature judgment and initiative under stress. The Army requires agile and adaptive leaders able to handle the challenges of full spectrum operations in an era of persistent conflict. Army leaders must remain—

- Competent in their core proficiencies.
- Broad enough to operate across the spectrum of conflict.
- Able to operate in joint, interagency, intergovernmental, and multinational environments and use other capabilities in accomplishing their objectives.
- Culturally astute and able to use this awareness and understanding to conduct operations innovatively.
- Courageous enough to see and exploit opportunities in the challenges and complexities of the operational environment.
- Grounded in Army Values and the Warrior Ethos.

THE LAW OF WAR AND RULES OF ENGAGEMENT

1-87. Commanders at all levels ensure their Soldiers operate in accordance with the law of war. The *law of war*—also called the law of armed conflict—is that part of international law that regulates the conduct of armed hostilities (JP 1-02). It is the customary and treaty law applicable to the conduct of warfare on land and to relationships between belligerents and neutral states. The law of war includes treaties and international agreements to which the United States is a party, as well as applicable customary international law. The purposes of the law of war are to—

- Protect both combatants and noncombatants from unnecessary suffering.
- Safeguard certain fundamental human rights of persons who become prisoners of war, the wounded and sick, and civilians.
- Make the transition to peace easier.

(FM 27-10 contains doctrine on the law of war.)

1-88. *Rules of engagement* are directives issued by competent military authority that delineate the circumstances and limitations under which United States forces will initiate and/or continue combat

engagement with other forces encountered (JP 1-04). Rules of engagement always recognize a Soldier's inherent right of self-defense. Properly developed rules of engagement fit the situation and are clear, reviewed for legal sufficiency, and included in training. The joint staff and combatant commanders develop rules of engagement. The President and Secretary of Defense review and approve them. Rules of engagement vary between operations and may change during an operation. Adherence to them ensures Soldiers act consistently with international law, national policy, and military regulations.

1-89. The disciplined and informed application of lethal and nonlethal action is a critical contributor to successful Army operations and strategic success. All warfare, but especially irregular warfare, challenges the morals and ethics of Soldiers. An enemy may feel no compulsion to respect international conventions and indeed may commit atrocities with the aim of provoking retaliation in kind. Their propaganda will distort then exploit any loss of discipline on the part of Soldiers and their media will then magnify it. The ethical challenge rests heavily on small-unit leaders who maintain discipline and ensure that the conduct of Soldiers remains within ethical and moral boundaries. There are compelling reasons for this. First, humane treatment of detainees encourages enemy surrender and thereby reduces friendly losses. Conversely, nothing emboldens enemy resistance like the belief that U.S. forces will kill or torture prisoners. Second, humane treatment of noncombatants reduces their antagonism toward U.S. forces and may lead to valuable intelligence. Third, leaders make decisions in action fraught with consequences. If they lack an ethical foundation, those decisions become much, much harder. Finally, Soldiers must live with the consequences of their conduct. Every leader shoulders the responsibility that their subordinates return from a campaign not only as good Soldiers, but also as good citizens with pride in their service to the Nation.

1-90. The Soldier's Rules in AR 350-1 distill the essence of the law of war. They outline the ethical and lawful conduct required of Soldiers in operations. (Table 1-4 lists the Soldier's Rules.)

Table 1-4. The Soldier's Rules

- **Soldiers fight only enemy combatants.**
- **Soldiers do not harm enemies who surrender. They disarm them and turn them over to their superior.**
- **Soldiers do not kill or torture any personnel in their custody.**
- **Soldiers collect and care for the wounded, whether friend or foe.**
- **Soldiers do not attack medical personnel, facilities, or equipment.**
- **Soldiers destroy no more than the mission requires.**
- **Soldiers treat civilians humanely.**
- **Soldiers do not steal. Soldiers respect private property and possessions.**
- **Soldiers should do their best to prevent violations of the law of war.**
- **Soldiers report all violations of the law of war to their superior.**

MEETING THE CHALLENGES OF FULL SPECTRUM OPERATIONS

1-91. Contemporary operations challenge the Army in many ways. The U.S. Army has always depended upon its ability to learn and adapt. Today's complex environment requires organizations and Soldiers that can adapt equally quickly and well. To adapt, organizations constantly learn from experience (their own and that of others) and apply new knowledge to each situation. Flexibility and innovation are at a premium, as are creative and adaptive leaders. As knowledge increases, the Army will continuously adapt its doctrine, organization, training, materiel, leadership and education, personnel, and facilities.

1-92. The Army must be effective across the entire spectrum of conflict, from stable peace, through insurgency, to general war. Units need to adapt quickly and to shift with little effort from a focus on one portion of the spectrum of conflict to focus on another. The Service must recognize and implement changes that once required years within unit deployment cycles. Technology, having vastly increased the lethality of the industrial age battlefield, assumes even more importance and requires greater and more rapid innovation in tomorrow's conflicts. Response to enemy developments cannot consume months and Soldiers' lives. Leaders now field solutions across the force in weeks. They carefully analyze the enemy's counteraction in order to negate it and retain the initiative.

1-93. Army forces prepare by learning about the country in which they plan to operate. Forces must understand the culture, security forces, government, and, as necessary, tribal leaders of that country. This includes understanding the order of the relevant hierarchies and structures of the local society. Such understanding can assist forces in addressing factors that may lead to instability. Army forces can then establish conditions to empower those members of society who have been marginalized and marginalize those members of society who have been wrongly empowered.

1-94. Leaders prepare by maintaining proficiency in their core competencies, staying broad-minded enough to operate across the spectrum of conflict, and adapting whenever necessary. Such leaders operate in joint, interagency, intergovernmental, and multinational environments leveraging political, economic, and informational efforts to accomplish military objectives. And most importantly, leaders require an offensive mindset that focuses on the enemy and is opportunistic; they can see opportunities in challenges and act on them.

1-95. Effective training builds the cornerstone of operational success. Through training, Soldiers, leaders, and units achieve the tactical and technical competence that builds confidence and allows them to conduct successful operations across the spectrum of conflict. The Army trains its forces using training doctrine that sustains its expeditionary and campaign excellence. Focused training prepares Soldiers, leaders, and units to deploy, fight, and win. This same training prepares Soldiers to create stable environments. Achieving this competence requires specific, dedicated training on offensive, defensive, and stability or civil support tasks. The Army trains Soldiers and units daily in individual and collective tasks under challenging, realistic conditions. Training continues in deployed units to sustain skills and to adapt to changes in the operational environment.

1-96. The United States' responsibilities envelop the globe; therefore, Army forces train to operate in any environment. Army training develops confident, competent, and agile leaders and units. Training management, including mission-essential task list development, links training with missions. Commanders focus their training time and other resources on tasks linked to their mission. Because Army forces face diverse threats and mission requirements, senior commanders adjust their training priorities based on the likely operational environment. As units prepare for deployment, commanders adapt training priorities to address tasks required by actual or anticipated operations. (FM 7-0 describes training management.)

1-97. Army training includes a system of techniques and standards that allow Soldiers and units to determine, acquire, and practice necessary skills. Candid assessments, after action reviews, and applying lessons learned and best practices produce quality Soldiers and versatile units ready for all aspects of the situation. The Army's training system prepares Soldiers and leaders to employ Army capabilities adaptively and effectively in today's varied and challenging conditions.

1-98. Through training, the Army prepares Soldiers to win. Training builds teamwork and cohesion within units. It recognizes that Soldiers ultimately fight for one another and their units. Training instills discipline. It conditions Soldiers to operate within the law of war and rules of engagement. Training prepares unit leaders for the harsh reality of land combat. It emphasizes the fluid and disorderly conditions inherent in land operations.

1-99. Within these training situations, commanders emphasize mission command. To employ mission command successfully during operations, units must understand, foster, and frequently practice its principles during training. (Chapter 5 discusses mission command.)

SUMMARY

1-100. Successful mission accomplishment requires understanding the operational environment, the role of the Army in unified action, and how Soldiers, leaders, and units accomplish missions through full spectrum operations. Army forces conduct prompt and sustained operations as part of a joint force to conclude hostilities and establish conditions favorable to the host nation, the United States, and their multinational partners. Today's operational environments are complex and require continuous learning and adaptation. Commanders use experience, applied judgment, and various analytic tools to gain the situational understanding necessary to make timely decisions to maintain the initiative and achieve decisive results. The more commanders understand their operational environment, the more effectively they can employ forces.

Chapter 2

The Continuum of Operations

The continuum of operations frames the application of landpower. It includes the spectrum of conflict and operational themes. The spectrum of conflict is an ascending scale of violence ranging from stable peace to general war. Operational themes give commanders a way to characterize the dominant major operation underway in an area of operations. The themes also provide overlapping categories for grouping types of operations from the land force perspective. The continuum of operations thus links the operational environment, discussed in chapter 1, with the Army's operational concept—full spectrum operations—discussed in chapter 3.

THE SPECTRUM OF CONFLICT

2-1. The spectrum of conflict is the backdrop for Army operations. The spectrum of conflict uses violence as a discriminator on an ascending scale that ranges from stable peace to general war. On the left hand of the spectrum, stable peace represents an operational environment characterized by the absence of militarily significant violence (see paragraph 2-3). On the right hand of the spectrum, general war describes an environment dominated by interstate and intrastate violence (see paragraph 2-6).

2-2. Military power cannot, by itself, restore or guarantee stable peace. It must, however, establish global, regional, and local conditions that allow the other instruments of national power—diplomatic, informational, and economic—to exert their full influence. For example, the Nation's air, land, and sea power deter threats posed by hostile powers by holding their homeland and vital interests at risk. This creates avenues for diplomacy to resolve disputes. Multinational forces may separate warring factions to stop a civil war that threatens regional peace. Their actions allow international aid organizations to reach masses of refugees and an international commission to seek some sort of equitable settlement. On a local level, an Army task force suppresses terrorism and lawlessness so other government agencies can work freely with host-nation officials to restore self-sustaining governance. In each case, achieving stable peace requires expertise and capabilities beyond those developed in the military force. Every use of military force to restore stable peace requires the other three instruments of national power. Conversely, diplomatic, informational, and economic efforts to restore a stable peace usually do not work unless backed by effective military power—military power with global reach and endurance. In every campaign and major operation, success (as characterized by a stable peace) depends on unified action involving concerted efforts by multinational military and civilian partners.

STABLE PEACE

2-3. Stable peace is characterized by the absence of militarily significant violence. International actors (such as states, corporations, and nongovernmental organizations) limit their activities to peaceful interaction in politics, economics, and other areas of interest. Peaceful interaction may include intense competition as well as cooperation and assistance. While tensions do exist, all recognize that they can best achieve their interests by means other than violence.

UNSTABLE PEACE

2-4. When one or more parties threaten or use violence to accomplish their objectives, stable peace degenerates into unstable peace. Unstable peace may also result when violence levels decrease after violent conflict. In some cases, outside powers may apply force to limit conflict. Preventing a return to violent conflict may require peace operations. (See paragraphs 2-33 through 2-43.) Sometimes stable peace is not immediately achievable. At those times, the goal of conflict termination aims to establish conditions in

which peace operations can prevent conflict from recurring. Doing this allows the instruments of national power to work toward stable peace.

INSURGENCY

2-5. Joint doctrine defines an *insurgency* as the organized movement of subversion and violence by a group or movement that seeks to overthrow or force change of a governing authority. Insurgency can also refer to the group itself (JP 3-24). This condition of politically motivated conflict involves significant intrastate or interstate violence but usually stays short of large-scale operations by opposing conventional forces. Insurgencies often include widespread use of irregular forces and terrorist tactics. An insurgency may develop in the aftermath of general war or through degeneration of unstable peace. Insurgencies may also emerge on their own from chronic social or economic conditions. In addition, some conflicts, such as the Chinese Revolution, have escalated from protracted insurgencies into general wars. Intervention by a foreign power in an insurgency may increase the threat to regional stability.

GENERAL WAR

2-6. General war is armed conflict between major powers in which the belligerents have used all their resources, and the national survival of a major belligerent is in jeopardy. Diplomatic and economic channels have broken down. Violence has reached a level that will only end by the exhaustion, defeat, or destruction of the military capabilities of one or more antagonists. At its extreme, general war includes the unlimited use of nuclear, biological, and chemical weapons, possibly leading to the destruction of entire societies. Any conflict may escalate or decline depending upon a host of factors. General war usually involves nation-states and coalitions; however, civil wars may reach this level of violence. In general war, large and heavily armed conventional forces fight for military supremacy by conducting major combat operations. These operations aim to defeat the enemy's armed forces and eliminate the enemy's military capability. Although dominated by large-scale conventional operations, these conflicts often include guerrilla and unconventional warfare. To illustrate, Soviet partisans waged unconventional warfare against German lines of communications during World War II. The Vietcong conducted guerrilla warfare throughout the Vietnam War, even as the North Vietnamese Army fought conventional battles against U.S. and South Vietnamese forces.

ARMY FORCES AND THE SPECTRUM OF CONFLICT

2-7. Army forces operate anywhere on the spectrum of conflict. In each case, achieving the end state requires reducing the violence level and establishing conditions that advance U.S. national strategic goals. Commanders conduct a series of operations intended to establish conditions conducive to a stable peace. Some situations require applying massive force in major combat operations to eliminate a threat; others involve applying military power to reduce an insurgency to a size that host-nation forces can defeat. Regardless, the goal aims to move conditions to a lower level of violence; however, avoiding intermediate levels is desirable. When impossible, commanders seek to move the situation through them to stable peace as quickly as time permits.

2-8. Today's operational environment requires Army forces to continuously evaluate and adapt their tactics to ensure that they have the desired results. Recent experience demonstrates the difficulty and cost of fighting terrorists and insurgents while supporting reconstruction efforts. These experiences and a study of other conflicts have revealed insights guiding the Army's effort to prepare for future operations:

- All major operations combine offensive, defensive, and stability elements executed simultaneously at multiple echelons.
- The operational environment evolves over time and changes due to military operations.
- Operations conducted during one phase of a campaign or major operation directly affect subsequent phases. Commanders should conduct current operations in a manner that establishes the conditions necessary for future operations—and ultimately allows the other instruments of national power to secure a stable peace.

- Major operations are conducted not only to defeat the enemy but also to restore a stable peace. The military plays a large role in this effort, even after major combat operations have ended. Restoring a stable peace after a violent conflict may take longer and be more difficult than defeating enemy forces.
- In any campaign or major operation, changing conditions require Army forces to adapt their tactics, techniques, and procedures to the operational environment. To be successful, leaders must develop learning organizations that collect and share best practices and lessons learned.

OPERATIONAL THEMES

2-9. Army forces conduct major operations to defeat an enemy and to establish conditions necessary to achieve the national strategic end state. (Paragraph 7-12 defines major operations.) Examples of major operations include Operation Cobra (the breakout from the Normandy beachhead during World War II) and Operation Chromite (the amphibious landing at Inchon during the Korean War).

2-10. Conflict intensity varies over time and among locations; therefore, it is difficult to precisely describe a major operation's character. In fact, the character of most major operations will likely evolve. All major operations comprise many smaller operations conducted simultaneously. These also may vary with time. Nevertheless, leaders can establish a theme for each major operation, one that distinguishes it from other operations with different characteristics. Major combat operations, for instance, differ distinctly from counterinsurgency operations; both differ from peace operations. Different themes usually demand different approaches and force packages, although some activities apply to all.

2-11. **An *operational theme* describes the character of the dominant major operation being conducted at any time within a land force commander's area of operations**. **The operational theme helps convey the nature of the major operation to the force to facilitate common understanding of how the commander broadly intends to operate**. Operational themes have implications for task-organization, resource allocation, protection, and tactical task assignment. They establish a taxonomy for understanding the joint and Army major operations and relationships among them.

2-12. Grouping military operations with common characteristics under operational themes allows Army forces to develop doctrine for each theme rather than for a multitude of joint operations. (See table 2-1, page 2-4.) However, this taxonomy does not limit when commanders may use a type of operation. Forces routinely conduct some operations listed under one operational theme within major operations characterized by another. For example, units can conduct noncombatant evacuation operations during counterinsurgency, or a unit can support an insurgency during major combat operations. Such situations do not change the broader character of the major operation. The operational themes emphasize the differences among the various types of joint operations. These differences are usually greater for land forces (including special operations forces) than for the other Services.

2-13. Each operational theme corresponds broadly to a range along the spectrum of conflict. Commanders describe their desired end state as how they envision the conditions of the operational environment when the operation ends. Often, this envisions either a condition of stable peace or at least a condition in which civilian organizations can build toward a stable peace with a sustainable military commitment. A stable peace may include any or all of the following: a safe and secure populace, a legitimate central government, a viable market economy, and an effective rule of law. Lacking involvement by civilian organizations, none of these goals is sustainable. To ensure progress toward the end state, higher level commanders continuously assess the overall campaign and their subordinates' operations. They adjust the type of operation as each campaign phase unfolds. This adjustment affects their focus, resource allocation, and directed tasks. Commanders visualize how they prepare to transition between operational themes as the operation progresses. They pursue avenues for increased cooperation with civilian agencies, handing over activities to civilian direction as soon as conditions permit.

Table 2-1. Examples of joint military operations conducted within operational themes

Peacetime military engagement	*Limited intervention*	*Peace operations*	*Irregular warfare*
• Multinational training events and exercises • Security assistance • Joint combined exchange training • Recovery operations • Arms control • Counterdrug activities	• Noncombatant evacuation operations • Strike • Raid • Show of force • Foreign humanitarian assistance • Consequence management • Sanction enforcement • Elimination of weapons of mass destruction	• Peacekeeping • Peace enforcement • Peacemaking • Peace building • Conflict prevention	• Foreign internal defense • Support to insurgency • Counterinsurgency • Combating terrorism • Unconventional warfare
Note: Major combat operations usually involve a series of named major operations, such as Operation Desert Storm, each involving significant offensive and defensive operations and supporting air, land, sea, and special operations.			

2-14. The transition between operational themes requires careful planning and continuous assessment. For example, at the conclusion of major combat operations, the campaign may evolve to irregular warfare or peace operations. While the scope of their defeat may induce an enemy to accept occupation and peace enforcement without a period of irregular warfare, commanders plan for a potential insurgency and prepare accordingly. Shifting from one operational theme to another often requires adjustments to the composition of the force. These adjustments apply not only to task-organizing the force but also to deploying and redeploying units, establishing new bases, and dismantling bases no longer needed. In particular, a change in operational theme may require modification to the mission-essential task lists and additional training for both deploying units and units in theater. Responsibilities between military commanders and other government officials may also change. For example, the ambassador may become the senior U.S. Government official as opposed to the joint force commander.

2-15. Soldiers should not confuse operational themes with tactical tasks or activities. Operational themes are too general to be assigned as missions. Rather, they describe the major operation's general characteristics, not the details of its execution. The theme of a major operation may change for various reasons such as—

- Planned phases.
- Changes caused by friendly, enemy, or neutral activity.
- Revised political guidance.
- Unexpected opportunities.

PEACETIME MILITARY ENGAGEMENT

2-16. ***Peacetime military engagement*** **comprises all military activities that involve other nations and are intended to shape the security environment in peacetime. It includes programs and exercises that the United States military conducts with other nations to shape the international environment, improve mutual understanding, and improve interoperability with treaty partners or potential coalition partners. Peacetime military engagement activities are designed to support a combatant commander's objectives within the theater security cooperation plan**. Peacetime military engagement encourages regional stability. These activities may be long term, such as training teams and advisors assisting land forces, or short term, such as multinational exercises. Combat is not envisioned, although terrorist attacks against deployed forces are always possible. Policy, regulations, and security cooperation plans, rather than doctrine, typically govern peacetime military engagement activities. Units usually

conduct bilaterally but can involve multiple nations. Examples of joint operations and activities that fall under peacetime military engagement include the following:

- Multinational training events and exercises.
- Security assistance.
- Joint combined exchange training.
- Recovery operations.
- Arms control.
- Counterdrug activities.

Multinational Training Events and Exercises

2-17. Combatant commanders support many multinational training events and exercises. These exercises have many purposes, including—

- Demonstrating military capabilities to potential aggressors.
- Improving interoperability.
- Establishing or improving military-to-military ties with another nation.

Security Assistance

2-18. The security assistance program is an important instrument of U.S. foreign and national security policy. It contributes to—

- Deterrence.
- Promoting regional stability.
- Guaranteeing the United States access to vital overseas military facilities.
- Increasing host-nation military capabilities, thus reducing unilateral U.S. military requirements.
- Enhancing weapons standardization and interoperability to support multinational force compatibility. (AR 34-1 governs multinational force compatibility.)
- Supporting the U.S. defense industrial base.

2-19. Security assistance includes various supporting programs for foreign military logistic, financial, and military education assistance. For example, the international military education and training program is part of security assistance. It also includes U.S. military teams sent to multinational partners to assist in training. (AR 12-1 governs security assistance. Also, see FM 3-07.1 for a discussion on security force assistance.)

Joint Combined Exchange Training

2-20. *Joint combined exchange training* is a program conducted overseas to fulfill US forces training requirements and at the same time exchange the sharing of skills between US forces and host nation counterparts. Training activities are designed to improve US and host nation capabilities (JP 3-05). Army forces routinely participate in exchange programs, often at the small-unit level. Special operations forces use this program to improve their regional expertise while contributing to a combatant commander's theater security cooperation plan. (JP 3-05 addresses joint combined exchange training.)

Recovery Operations

2-21. *Recovery operations* are operations conducted to search for, locate, identify, recover, and return isolated personnel, human remains, sensitive equipment, or items critical to national security (JP 3-50). (JP 3-50 and FM 3-50.1 contain doctrine on personnel recovery.)

Arms Control

2-22. Combatant commanders support multinational arms control agreements concerning prohibited weapons and illegal arms trafficking. They also provide forces and control means to block the sale or transfer of arms to terrorists or other criminals as the Secretary of Defense directs. Such actions may be unilateral or multinational.

Counterdrug Activities

2-23. *Counterdrug activities* are those measures taken to detect, interdict, disrupt, or curtail any activity that is reasonably related to illicit drug trafficking. This includes, but is not limited to, measures taken to detect, interdict, disrupt, or curtail activities related to substances, materiel, weapons, or resources used to finance, support, secure, cultivate, process, or transport illegal drugs (JP 3-07.4). (See JP 3-07.4 for doctrine on counterdrug activities.)

LIMITED INTERVENTION

2-24. Units execute a limited intervention to achieve an end state that is clearly defined and limited in scope. Units impose corresponding limitations on the supporting operations and size of the forces involved. These operations may be phased but are not intended to become campaigns. Although limited interventions are confined in terms of end state and forces, their execution may be lengthy. Joint task forces usually conduct limited interventions. The most common types of limited interventions include—

- Noncombatant evacuation operations.
- Strikes.
- Raids.
- Shows of force.
- Foreign humanitarian assistance.
- Consequence management.
- Sanction enforcement.
- Elimination of weapons of mass destruction.

Noncombatant Evacuation Operations

2-25. *Noncombatant evacuation operations* are operations directed by the Department of State or other appropriate authority, in conjunction with the Department of Defense, whereby noncombatants are evacuated from foreign countries when their lives are endangered by war, civil unrest, or natural disaster to safe havens or to the United States (JP 3-0). (JP 3-68 contains doctrine for noncombatant evacuation operations.)

Strike

2-26. A *strike* is an attack to damage or destroy an objective or a capability (JP 3-0). While units conduct strikes as part of tactical operations, in limited interventions, a joint force (apart from a campaign or major operation) conducts them. An example of a strike conducted as a limited intervention is Operation El Dorado Canyon, executed in 1986. It consisted of a series of air strikes on targets inside Libya.

Raid

2-27. A *raid* is an operation to temporarily seize an area in order to secure information, confuse an adversary, capture personnel or equipment, or to destroy a capability. It ends with a planned withdrawal upon completion of the assigned mission (JP 3-0). Units routinely conduct raids as part of tactical operations but sometimes as separate joint operations. The latter is characterized as a limited intervention. (FM 3-90 contains doctrine on tactical-level raids.)

Show of Force

2-28. A *show of force* is an operation designed to demonstrate US resolve that involves increased visibility of US deployed forces in an attempt to defuse a specific situation that, if allowed to continue, may be detrimental to US interests or national objectives (JP 3-0). Deployed forces back up U.S. promises and commitments and increase its regional influence. Although military in nature, show of force operations often serve both diplomatic and military purposes. These operations can influence other governments to respect U.S. interests.

Foreign Humanitarian Assistance

2-29. *Foreign humanitarian assistance* consists of Department of Defense activities, normally in support of the United States Agency for International Development or Department of State, conducted outside the United States, its territories, and possessions to relieve or reduce human suffering, disease, hunger, or privation (JP 3-29). This list includes hostile activities waged against noncombatants. Activities such as genocide, crimes against humanity, and war crimes constitute examples of manmade suffering in which the population need U.S. intervention. Non-Department of Defense agencies may refer to such intervention as mass atrocity response operations. Foreign humanitarian assistance provided by U.S. forces is limited in scope and duration. It supplements or complements the efforts of the host-nation civil authorities or agencies that may have the primary responsibility for providing foreign humanitarian assistance. The multinational relief operation sent to Indonesia after the December 2004 tsunami illustrates a natural disaster response. (JP 3-29 contains doctrine for foreign humanitarian assistance.) The U.S. response to Serbian actions against Kosovar Albanians in the Serbian province of Kosovo in 1999 illustrates a manmade disaster response.

Consequence Management

2-30. *Consequence management* involves actions taken to maintain or restore essential services and manage and mitigate problems resulting from disasters and catastrophes, including natural, man-made, or terrorist incidents (JP 3-28). (JP 3-41 contains doctrine on chemical, biological, radiological, nuclear, and high-yield explosives consequence management.)

Sanction Enforcement

2-31. *Sanction enforcement* comprises operations that employ coercive measures to interdict the movement of certain types of designated items into or out of a nation or specified area (JP 3-0). Depending on the geography, sanction enforcement normally involves some combination of air and surface forces. The enforcement of United Nations sanctions against Iraq prohibited cargo originating from Iraq without an authorization letter from the United Nations.

Elimination of Weapons of Mass Destruction

2-32. Operations to eliminate weapons of mass destruction systematically locate, characterize, secure, disable, or destroy a state or nonstate actor's weapons of mass destruction and related capabilities. Elimination operations are one of eight joint mission areas—offensive operations, elimination operations, interdiction operations, active defense, passive defense, weapons of mass destruction consequence management, security cooperation, and threat reduction. These areas make up the three pillars (nonproliferation, counterproliferation, and consequence management) of combating weapons of mass destruction. (JP 3-40 contains doctrine on combating weapons of mass destruction.)

PEACE OPERATIONS

2-33. *Peace operations* is a broad term that encompasses multiagency and multinational crisis response and limited contingency operations involving all instruments of national power with military missions to contain conflict, redress the peace, and shape the environment to support reconciliation and rebuilding and facilitate the transition to legitimate governance. Peace operations include peacekeeping, peace enforcement, peacemaking, peace building, and conflict prevention efforts (JP 3-07.3). Army forces conduct the following types of peace operations:

- Peacekeeping.
- Peace enforcement.
- Peacemaking.
- Peace building.
- Conflict prevention.

2-34. Peace operations aim to keep violence from spreading, contain violence that has occurred, and reduce tension among factions. Accomplishing these objectives creates an environment in which forces use other

instruments of national power to reduce the level of violence to stable peace. Peace operations are usually interagency efforts. They require a balance of military and diplomatic resources. (JP 3-07.3 and FM 3-07 contain doctrine for peace operations.)

Peacekeeping

2-35. *Peacekeeping* consists of military operations undertaken with the consent of all major parties to a dispute, designed to monitor and facilitate implementation of an agreement (cease fire, truce, or other such agreement) and support diplomatic efforts to reach a long-term political settlement (JP 3-07.3). Peacekeeping operations follow a truce or cease fire. They seek to interpose a peaceful third party between belligerents, allowing diplomacy an opportunity to resolve the conflict. Units only use force for self-defense in a peacekeeping operation.

Peace Enforcement

2-36. *Peace enforcement* involves the application of military force, or the threat of its use, normally pursuant to international authorization, to compel compliance with resolutions or sanctions designed to maintain or restore peace and order (JP 3-07.3). They may include the enforcement of sanctions and restoration of order. These operations try not to destroy or defeat an adversary, but to use force or threat of force to establish a safe and secure environment so that peace building can succeed.

Peacemaking

2-37. *Peacemaking* is the process of diplomacy, mediation, negotiation, or other forms of peaceful settlements that arranges an end to a dispute and resolves issues that led to it (JP 3-07.3). The military does not have the lead, but military leaders normally provide military expertise in negotiating the military aspects of a peace agreement.

Peace Building

2-38. *Peace building* involves stability actions, predominately diplomatic and economic, that strengthen and rebuild governmental infrastructure and institutions in order to avoid a relapse into conflict (JP 3-07.3). Peace building provides the reconstruction and societal rehabilitation after a conflict thereby offering hope to the host-nation populace. Stability operations promote reconciliation, strengthen and rebuild civil infrastructures and institutions, build confidence, and support economic reconstruction to prevent a return to conflict. The ultimate measure of success in peace building is political, not military.

Conflict Prevention

2-39. Conflict prevention consists of actions taken before a predictable crisis to prevent or limit violence, deter parties, and reach an agreement before armed hostilities begin. Conflict prevention often involves diplomatic initiatives. It also includes efforts designed to reform a country's security area of operations and make it more accountable to civilian control. Conflict prevention may require deploying forces to contain a dispute or prevent it from escalating into hostilities. (JP 3-07.3 contains doctrine on conflict prevention.)

Considerations for Peace Operations

2-40. In a war-torn nation or region, peace operations ease the transition to a stable peace by supporting reconciliation and rebuilding. Units often conducted peace operations under international supervision. U.S. forces may conduct peace operations under the sponsorship of the United Nations, another intergovernmental organization, as part of a coalition, or unilaterally.

2-41. Units often conduct peace operations in complex, ambiguous, and uncertain environments. The operational environment for a peace operation may include any or all of the following characteristics:

- Hybrid threats.
- Failing or failed states.
- Absence of the rule of law.
- Terrorism and terrorist organizations.

- Gross violations of human rights.
- Collapse of civil infrastructure.
- Presence of dislocated civilians.

2-42. Army forces in peace operations strive to create a safe and secure environment, primarily through stability operations. Army forces use their offensive and defensive capabilities to deter external and internal adversaries from overt actions against each other. Establishing security and control enables civilian agencies to address the underlying causes of the conflict and create a self-sustaining peace. Army forces provide specialized support to other government agencies as necessary.

2-43. Peace operations require opposing parties to cooperate with the international community. In most peace operations, this comes voluntarily. However, peace enforcement involves the threat or use of military force to compel cooperation. Successful peace operations also require support from the local populace and host-nation leaders. The likelihood of combat declines, and, when it occurs, it is usually at the small-unit level. Units involved in peace operations prepare for sudden engagements, even while executing operations to prevent them. Commanders emphasize the use of information activities, particularly information used to inform and influence various opposing audiences in the area of operations. Peace operations require perseverance to achieve the desired end state.

IRREGULAR WARFARE

2-44. ***Irregular warfare*** **is a violent struggle among state and nonstate actors for legitimacy and influence over a population**. This broad form of conflict has insurgency, counterinsurgency, and unconventional warfare as the principal activities. Irregular forces are normally active in these conflicts. However, conventional forces may also be heavily involved, particularly in counterinsurgencies.

2-45. Irregular warfare differs from conventional operations dramatically in two aspects. First, it is warfare among and within the people. Actors wage the conflict not for military supremacy but for political power. Military power can contribute to the resolution of this form of warfare, but it is not decisive. Effectively applying military forces can establish the conditions for the other instruments of national power to exert their influence. Secondly, irregular warfare also differs from conventional warfare by its emphasis on the indirect approach. (Chapter 6 discusses indirect approach.) Irregular warfare avoids a direct military confrontation. Instead, it combines irregular forces and indirect, unconventional methods (such as terrorism) to subvert and exhaust the opponent. Often irregular warfare offers the only practical means for a weaker opponent to engage a powerful military force. Irregular warfare seeks to defeat the opponent's will through steady attrition and constant low-level pressure. In some instances, it targets the population and avoids conventional forces. This approach creates instability. It severely challenges civil authority to fulfill its first responsibility—providing security.

2-46. Special operations forces conduct most irregular warfare operations. Sometimes conventional forces support them; other times special operations forces operate alone. However, if special operations forces and host-nation forces cannot defeat unconventional and irregular threats, conventional Army forces may assume the lead role. The joint operations grouped under irregular warfare include the following:

- Foreign internal defense.
- Support to insurgency.
- Counterinsurgency.
- Combating terrorism.
- Unconventional warfare.

Foreign Internal Defense

2-47. *Foreign internal defense* is the participation by civilian and military agencies of a government in any of the action programs taken by another government or other designated organization to free and protect its society from subversion, lawlessness, insurgency, terrorism, and other threats to its security (JP 3-22). The categories of foreign internal defense operations are indirect support and direct support.

Indirect Support

2-48. Indirect support emphasizes host-nation self-sufficiency. It builds strong national infrastructures through economic and military capabilities. Examples include security assistance programs, multinational exercises, and exchange programs. Indirect support reinforces host-nation legitimacy and primacy in addressing internal problems by keeping U.S. military assistance inconspicuous.

Direct Support

2-49. Direct support uses U.S. forces to assist the host-nation population or military forces directly. Direct support includes operational planning assistance, civil affairs activities, intelligence and communications sharing, logistics, and training of local military forces. It may also involve limited combat operations, usually in self-defense.

Considerations for Foreign Internal Defense

2-50. Foreign internal defense involves all instruments of national power. Primarily a series of programs, it supports friendly nations operating against or threatened by hostile elements. Foreign internal defense promotes regional stability by helping a host nation respond to its population's needs while maintaining security. Participating Army forces normally advise and assist host-nation forces while refraining from combat operations.

2-51. Foreign internal defense is a significant mission for selected Army special operations forces. However, it requires joint planning, preparation, and execution to integrate and focus the efforts of all Service and functional components. These missions are approved by the President, limited in scope and duration, and accomplished to support legitimate host-nation forces.

2-52. Foreign internal defense operations often respond to growing insurgencies. Most of these activities help a host nation prevent an active insurgency from developing further. If an insurgency already exists or preventive measures fail, foreign internal defense focuses on using host-nation security forces and other resources to eliminate, marginalize, or assimilate insurgent elements. The United States provides military support to host-nation counterinsurgency efforts, recognizing that military power alone cannot achieve lasting success. Host-nation and U.S. actions promote a secure environment with programs that eliminate causes of insurgencies. Military support to a threatened government balances security with economic development to enhance or reestablish stability. (JP 3-22 and FM 3-05.202 contain doctrine for foreign internal defense.)

Support to Insurgency

2-53. Army forces may support insurgencies against regimes that threaten U.S. interests. Normally, Army special operations forces provide the primary U.S. land forces. These forces' training, organization, and regional focus make them well suited for these operations. Conventional Army forces that support insurgencies provide logistic and training support but normally do not conduct offensive or defensive operations.

Counterinsurgency

2-54. *Counterinsurgency* consists of comprehensive civilian and military efforts taken to defeat an insurgency and to address any core grievances (JP 3-24). In counterinsurgency, host-nation forces and their partners operate to defeat armed resistance, reduce passive opposition, and establish or reestablish the host-nation government's legitimacy. Counterinsurgency is the dominant joint operation in Operations Iraqi Freedom and Enduring Freedom. (FM 3-24 discusses counterinsurgency.)

2-55. Insurgents try to persuade the populace to accept the insurgents' goals or force political change. When persuasion does not work, insurgents use other methods to achieve their goals. These may include intimidation, sabotage and subversion, propaganda, terror, and military pressure. Sometimes insurgents attempt to organize the populace into a mass movement. At a minimum, they aim to make effective host-nation governance impossible. Some insurgencies are transnational. Other situations involve multiple

insurgencies underway in one area at the same time. Counterinsurgency becomes more complex in these situations.

2-56. While each insurgency is distinct, similarities among them exist. Insurgencies occur more often in states with a lack of national cohesion or with weak, inefficient, unstable, or unpopular governments. Internal conflicts may be racial, cultural, religious, or ideological. Additional factors, such as corruption and external agitation, may also fuel an insurgency. Successful insurgencies develop a unifying leadership and organization and an attractive vision of the future. Usually only insurgencies able to attract widespread, popular support pose a real threat to state authority.

2-57. Most operations in counterinsurgencies occur at the small-unit level—squad, platoon, or company. However, larger operations also occur. Commanders prepare with a consistent, long-range plan to defeat an insurgency. They carefully assess the negative effects of violence on the populace and strictly adhere to the rules of engagement. Operations reflect and promote the host-nation government's authority, thus undermining insurgent attempts to establish an alternative authority. Such operations also reduce the tendency of the population to view the insurgents as an occupying force.

2-58. Larger units, such as brigades and divisions, provide direction and consistency to Army operations in their areas of operations and mass resources and forces to make operations more effective. They also respond to any threat large enough to imperil the smaller units distributed throughout the areas of operations. Lower echelons can then operate across larger areas (against rural insurgencies) or among greater populations (against urban insurgencies).

Combating Terrorism

2-59. *Combating terrorism* is actions, including antiterrorism and counterterrorism, taken to oppose terrorism throughout the entire threat spectrum (JP 3-26). *Terrorism* is the calculated use of unlawful violence or threat of unlawful violence to inculcate fear; [it is] intended to coerce or to intimidate governments or societies in the pursuit of goals that are generally political, religious, or ideological (JP 3-07.2). An enemy who cannot defeat conventional Army forces may resort to terrorism. Terrorist attacks can create disproportionate effects on conventional forces. Their effect on societies can be even greater. Terrorist tactics may range from individual assassinations to employing weapons of mass destruction.

Counterterrorism

2-60. *Counterterrorism* is actions taken directly against terrorist networks and indirectly to influence and render global and regional environments inhospitable to terrorist networks (JP 3-26). Special operations forces conduct counterterrorism. This can include strikes and raids against terrorist organizations and facilities outside the United States and its territories. Although counterterrorism is a specified mission for selected special operations forces, conventional Army forces may also contribute. Commanders who employ conventional forces against terrorists are conducting offensive operations, not counterterrorism operations.

Antiterrorism

2-61. *Antiterrorism* is defensive measures used to reduce the vulnerability of individuals and property to terrorist acts, to include limited response and containment by local military and civilian forces (JP 3-07.2). It is a protection task. All forces consider antiterrorism during all operations. Commanders take the security measures to accomplish the mission and protect their forces against terrorism. They make every reasonable effort to minimize their forces' vulnerability to violence and hostage taking. Typical antiterrorism actions include—

- Completing unit and installation threat and vulnerability assessments.
- Training in antiterrorism awareness.
- Establishing special reaction teams and protective services at installations and bases.
- Ensuring that antiterrorism measures protect personnel, physical assets, and information, including high-risk personnel and designated critical assets.

- Establishing civil-military partnerships for weapons of mass destruction crises and consequence management.
- Developing terrorist threat and incident response plans that include managing the force protection condition system.
- Establishing appropriate policies based on the threat and force protection condition system.

(JP 3-07.2 contains doctrine for antiterrorism.)

Unconventional Warfare

2-62. *Unconventional warfare* is a broad spectrum of military and paramilitary operations, normally of long duration, predominantly conducted through, with, or by indigenous or surrogate forces who are organized, trained, equipped, supported, and directed in varying degrees by an external source. It includes, but is not limited to, guerrilla warfare, subversion, sabotage, intelligence activities, and unconventional assisted recovery (JP 3-05). Within the U.S. military, conduct of unconventional warfare is a highly specialized special operations force mission. Special operations forces may conduct unconventional warfare as part of a separate operation or within a campaign. During Operation Enduring Freedom, special operations forces and other government agencies conducted unconventional warfare within the joint campaign to topple the Taliban regime.

2-63. Conventional Army forces may support unconventional warfare. For example, during Operation Iraqi Freedom, conventional forces supported Joint Task Force-North by securing bases in the joint special operations area. (JP 3-05 contains doctrine on unconventional warfare conducted by Army special operations forces.)

MAJOR COMBAT OPERATIONS

2-64. *Major combat operations differ from the other operational themes due to the extreme violence inherent in their conduct. Major combat operations employ all available combat power (directly and indirectly) to destroy an enemy's military capability, thereby decisively altering the military conditions within the operational environment. Major combat operations dominate campaigns during general war. Combat between large formations characterizes these operations. Major combat operations conducted by U.S. forces are always joint operations, although an Army headquarters may form the base of a joint force headquarters. These operations typically entail high tempo, high resource consumption, and numerous casualties. Joint doctrine does not specify types of operations unique to major combat operations. However, the joint force may conduct—

- Forcible entry operations (see paragraph **Error! Reference source not found.**).
- Air operations to gain and maintain air supremacy.
- Naval operations to eliminate threats to movement of forces and resources.
- Space operations to ensure space supremacy.
- Land operations to seize and control enemy population, military, and manufacturing areas.
- Joint conventional and unconventional operations in combination to overthrow a hostile regime.

2-65. Major combat operations usually involve intense combat between the uniformed armed forces of nation-states. Hybrid threats may have the capability to engage in major combat, although their capacity to wage protracted major combat operations will be less than that of a developed nation-state. Even then, major combat operations tend to blur with other operational themes. Within the theater of war, other joint task forces may conduct counterinsurgency and limited intervention. For example, in Vietnam both the United States and North Vietnam deployed their national armed forces. Although major battles occurred, the United States characterized much of the war as counterinsurgency operations.

2-66. Civil wars, particularly within a developed nation, often include major combat operations. The American Civil War, the Russian Revolution, and Yugoslavia's collapse all involved recurring, high-intensity clashes between armies. Even in less developed regions, civil war leads to massive casualties among combatants and noncombatants alike. Insurgencies can develop into civil wars, particularly when external powers back both the government and the insurgents.

2-67. Not all major combat operations are protracted. Joint operations may capitalize on superior military capability to quickly overwhelm a weaker enemy. Examples include the following:

- The coup de main in Panama in 1989.
- The forcible entry of Grenada in 1983.
- The major combat operations against Iraq in 1991 and 2003.

2-68. Successful major combat operations defeat or destroy the enemy's armed forces and seize terrain. Commanders assess them in terms of numbers of military units destroyed or rendered combat ineffective, the level of enemy resolve, and the terrain objectives seized or secured. Major combat operations are the operational theme for which doctrine, including the principles of war, was originally developed.

SUMMARY

2-69. Commanders use the spectrum of conflict to describe the level of violence in terms of an ascending scale marked by graduated steps. Army forces operate anywhere across the spectrum of conflict, from peacetime military engagement in areas of stable peace to major combat operations during general war. In each case, the objective aims to establish conditions that advance U.S. goals. The operational themes group types of military operations according to common characteristics. Operational themes establish a taxonomy for understanding the many kinds of joint operations and the relationships among them. Commanders convey the overall character of a major operation, including the principles that govern it, by its operational theme. The operational theme varies during a campaign or major operation. Although many tactical activities apply to all, different themes demand different approaches.

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Chapter 3

Full Spectrum Operations

The foundations for Army operations are contained in its operational concept—full spectrum operations. The goal of full spectrum operations is to apply landpower as part of unified action to defeat the enemy on land and establish conditions that achieve the joint force commander's end state. The complexity of today's operational environments requires commanders to combine offensive, defensive, and stability or civil support tasks to reach this goal. Commanders direct the application of full spectrum operations to seize, retain, and exploit the initiative and achieve decisive results.

THE OPERATIONAL CONCEPT

3-1. The Army's operational concept is the core of its doctrine. All Soldiers must uniformly know and understand the operational concept. The operational concept frames how Army forces, operating as part of a joint force, conduct operations. It describes how Army forces adapt to meet the distinct requirements of land operations. The concept is broad enough to describe operations now and in the near future. It is flexible enough to apply in any situation worldwide.

3-2. The Army's operational concept is ***full spectrum operations:*** **Army forces combine offensive, defensive, and stability or civil support operations simultaneously as part of an interdependent joint force to seize, retain, and exploit the initiative, accepting prudent risk to create opportunities to achieve decisive results. They employ synchronized action—lethal and nonlethal—proportional to the mission and informed by a thorough understanding of all variables of the operational environment. Mission command that conveys intent and an appreciation of all aspects of the situation guides the adaptive use of Army forces**. (See figure 3-1 and chapter 5.)

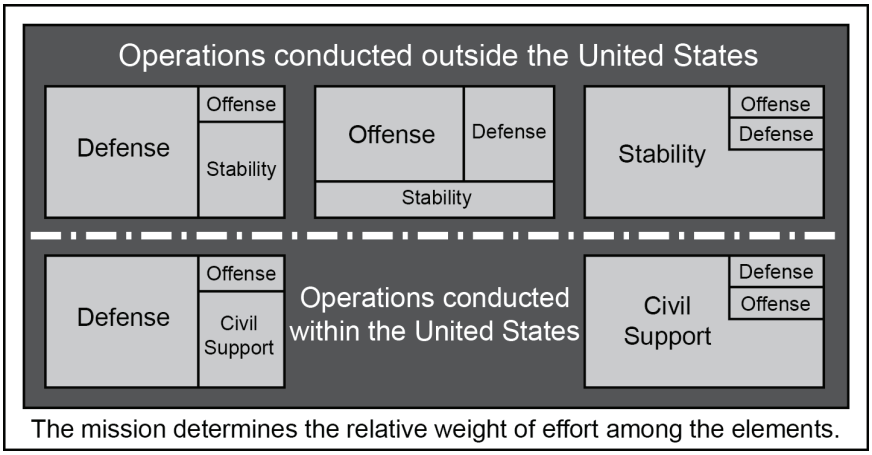

Figure 3-1. Full spectrum operations—the Army's operational concept

3-3. Full spectrum operations require continuous, simultaneous combinations of offensive, defensive, and stability or civil support tasks. In all operations, commanders seek to seize, retain, and exploit the initiative while synchronizing their actions to achieve the best effects possible. Operations conducted outside the United States and its territories simultaneously combine three elements—offense, defense, and stability. Within the United States and its territories, operations combine the elements of civil support, defense, and

offense to support civil authority. Army forces operate using mutually supporting lethal and nonlethal capabilities.

3-4. Army forces use offensive and defensive operations to defeat the enemy on land. They simultaneously execute stability or civil support operations to interact with the populace and civil authorities. In most domestic operations, Army forces perform only civil support tasks. However, an extreme emergency, such as an attack by a hostile foreign power, may require simultaneous combinations of offensive, defensive, and civil support tasks. Stability tasks typically dominate peace operations, peacetime military engagement, and some limited interventions. For example, foreign humanitarian assistance operations involve primarily stability tasks with minor defensive tasks and no offensive element.

3-5. Full spectrum operations begin with the commander's concept of operations. This single, unifying idea provides direction for the entire operation. Based on a specific idea of how to accomplish the mission, commanders refine the concept of operations during planning. They adjust it throughout the operation as subordinates develop the situation or conditions change. Often, subordinates acting on the higher commander's intent develop the situation in ways that exploit unforeseen opportunities. Mission command requires commanders to convey a clear commander's intent and concept of operations. This becomes essential in full spectrum operations, where the complexity and chaos of ground operations often compel subordinate commanders to make difficult decisions in unforeseen circumstances. Therefore, mission command is an essential complement to full spectrum operations. (Chapter 5 discusses mission command.)

3-6. No set formula exists for applying landpower. Each campaign and major operation requires an original design and flexible execution. Army forces must be able to operate as part of a joint or multinational force anywhere across the spectrum of conflict. They also must vary combinations of the elements of full spectrum operations appropriate to the situation. The concept of operations combines and weights these elements as the situation requires.

3-7. Full spectrum operations involve continuous interaction between friendly forces and multiple groups in the operational area. In addition to enemy forces and the local populace, Soldiers work with multinational partners, adversaries, civil authorities, business leaders, and other civilian agencies. This interaction has a simple concept but complex application. For example, enemies and adversaries may consist of multiple competing elements. Civil authorities range from strategic-level leaders to local government officials to religious leaders. Populations may include people of differing tribes, ethnic groups, and nationalities. Within the United States and its territories, the roles and responsibilities of Army forces and civil authorities substantially differ from their roles and responsibilities overseas. For that reason, Army forces conduct civil support operations domestically and stability operations overseas, even though stability and civil support operations have many similarities.

3-8. The operational concept addresses more than combat between armed opponents. Army forces conduct operations amid populations. This requires Army forces to defeat the enemy and simultaneously shape civil conditions. Offensive and defensive tasks defeat enemy forces; stability tasks shape civil conditions. Winning battles and engagements is important but alone may not be decisive. Shaping civil conditions (in concert with civilian organizations, civil authorities, and multinational forces) is just as important to campaign success. In many joint operations, stability or civil support often prove more important than the offense and defense.

3-9. The emphasis on different elements of full spectrum operations changes with echelon, time, and location. In an operation dominated by stability, part of the force might be conducting simultaneous offensive and defensive tasks. Within the United States, civil support operations may be the only activity actually conducted. In short, no single element is always more important than the others. Rather, *simultaneous combinations* of the elements, which commanders constantly adapt to conditions, are the key to successful land operations.

3-10. Operations today require versatile, adaptive units and tough, flexible leadership. These qualities develop first and foremost from training that prepares individuals and units for challenging operational environments. Managing training for full spectrum operations challenges leaders at all echelons. Training for offensive and defensive tasks develops discipline, endurance, unit cohesion, and tolerance for uncertainty. It prepares Soldiers and units to address ambiguities and complexities inherent in stability and civil support operations as well. However, operational experience demonstrates that forces trained

exclusively for offensive and defensive tasks are not as proficient at stability tasks as those trained specifically for stability are. For maximum effectiveness, stability and civil support tasks require dedicated training, similar to training for offensive and defensive tasks. Likewise, forces involved in protracted stability or civil support operations require intensive training to regain proficiency in offensive or defensive tasks before engaging in large-scale combat operations. Effective training reflects a balance among the elements of full spectrum operations that produces and sustains proficiency in all of them. Commanders adjust their emphasis by developing their core mission-essential task list. (FM 7-0 discusses training management.)

INITIATIVE

3-11. All Army operations aim to seize, retain, and exploit the initiative and achieve decisive results. ***Operational initiative*** **is setting or dictating the terms of action throughout an operation**. Initiative gives all operations the spirit, if not the form, of the offense. It originates in the principle of the offensive. The principle of the offensive goes beyond attacking. It embodies seizing, retaining, and exploiting the initiative as the surest way to achieve decisive results. It requires positive action to change both information and the situation on the ground. Risk and opportunity are intrinsic in seizing the initiative. To seize the initiative, commanders evaluate and accept prudent risks. Opportunities never last long. Unless commanders willingly accept risk and then act, the enemy will likely close the window of opportunity and exploit friendly inaction. Once Army forces seize the initiative, they exploit the created opportunities. Initiative requires constant effort to control tempo while maintaining freedom of action. The offensive mindset, with its focus on initiative, is central to the Army's operational concept and guides all leaders in the performance of their duty. It emphasizes opportunity created by action through full spectrum operations, whether offensive, defensive, stability, or civil support.

3-12. In combat operations, commanders force the enemy to respond to friendly action. In the offense, it is about taking the fight to the enemy and never allowing enemy forces to recover from the initial shock of the attack. In the defense, it is about preventing the enemy from achieving success and then counterattacking to seize the initiative. The object is not just to kill enemy personnel and destroy their equipment. Combat operations aim to force the enemy to react continuously and finally to be driven into untenable positions. Retaining the initiative pressures enemy commanders into abandoning their preferred options, accepting too much risk, or making costly mistakes. As enemy mistakes occur, friendly forces seize opportunities and create new avenues for an exploitation. The ultimate goal is to break the enemy's will through relentless pressure.

3-13. In stability and civil support operations, initiative is about improving civil conditions and applying combat power to prevent the situation from deteriorating. Commanders identify nonmilitary but critical objectives to achieving the end state. Such objectives may include efforts to ensure effective governance, reconstruction projects that promote social well-being, and consistent actions to improve public safety. All of these contribute to retaining and exploiting the initiative in stability operations. An enemy insurgent, for example, cannot allow stability efforts to succeed without serious consequences and must react. As the enemy reacts, Army forces maintain the initiative by modifying their own lethal and nonlethal actions, forcing the enemy to change plans and remain on the defensive. Army forces retain the initiative by anticipating both enemy actions and civil requirements and by acting positively to address them. In civil support, Army forces take action to restore normalcy. Soldiers work closely with their civilian counterparts to remedy the conditions threatening lives, property, and domestic order. In some situations, rapid and determined action by Army forces becomes the stimulus that prompts a demoralized civilian community to begin recovery.

3-14. Seizing, retaining, and exploiting the initiative depends on ***individual initiative*****—the willingness to act in the absence of orders, when existing orders no longer fit the situation, or when unforeseen opportunities or threats arise**. Military history contains many instances where a subordinate's action or inaction significantly affected the tactical, operational, or even strategic situation. When opportunity occurs, it is often fleeting. Subordinate leaders need to act quickly, even as they report the situation to their commanders. Individual initiative is a key component of mission command. Full spectrum operations depend on subordinate commanders exercising individual initiative and higher commanders giving them the authority to do so. (Chapter 5 discusses mission command.)

SIMULTANEITY AND SYNCHRONIZATION

3-15. Simultaneously executing the elements of full spectrum operations requires the synchronized application of combat power. *Synchronization* is the arrangement of military actions in time, space, and purpose to produce maximum relative combat power at a decisive place and time (JP 2-0). It is the ability to execute multiple related and mutually supporting tasks in different locations at the same time, producing greater effects than executing each in isolation. Synchronization is a means, not an end. Commanders balance it with agility and initiative; they never surrender the initiative for the sake of synchronization. Rather, they synchronize activities to best facilitate mission accomplishment. Excessive synchronization can lead to over control, which limits the initiative of subordinates.

3-16. Simultaneity means doing multiple things at the same time. It requires the ability to conduct operations in depth and to integrate them so that their timing multiplies their effectiveness. Commanders consider their entire area of operations, the enemy, information activities necessary to shape the operational environment, and civil conditions. Then they mount simultaneous operations that immobilize, suppress, or shock the enemy. Such actions nullify the enemy's ability to conduct synchronized, mutually supporting actions. Army forces increase the depth of their operations through combined arms, advanced information systems, and joint capabilities. Because Army forces conduct operations across large areas, the enemy faces many potential friendly actions. Executing operations in depth is equally important in stability operations; commanders act to keep threats from operating outside the reach of friendly forces. In civil support operations and some stability operations, depth includes conducting operations that reach all citizens in the area of operations, bringing relief as well as hope. (Chapter 6 discusses depth at the operational level.)

LETHAL AND NONLETHAL ACTIONS

3-17. An inherent, complementary relationship exists between using lethal force and applying military capabilities for nonlethal purposes. Though each situation requires a different mix of violence and constraint, lethal and nonlethal actions used together complement each other and create dilemmas for opponents. Lethal actions are critical to accomplishing offensive and defensive missions. However, nonlethal actions are also important contributors to full spectrum operations, regardless of which element dominates. Finding ways to accomplish the mission with an appropriate mix of lethal and nonlethal force remains an important consideration for every commander. Commanders analyze the situation carefully to achieve a balance between lethal and nonlethal actions.

Lethal Actions

3-18. Offensive and defensive operations place a premium on employing the lethal effects of combat power against the enemy. In these operations, speed, surprise, and shock are vital considerations. Historically, the side better able to combine them defeats its opponent rapidly while incurring fewer losses. Such victories create opportunities for an exploitation. In some operations, the effects of speed, surprise, and shock are enough to collapse organized resistance. Such a collapse occurred in the offensive phase of Operation Iraqi Freedom in 2003.

3-19. Speed is swiftness of action. It allows a force to act before the enemy is ready or before the situation deteriorates further. Speed requires being able to adjust operations quickly to dynamic conditions. It increases opportunities to exploit momentary tactical advantages and expand them to retain and exploit the initiative. Wherever possible, Army forces exploit their advantages in command and control, tactical mobility, and joint capabilities to operate at a higher tempo than the enemy. Delegating decisionmaking authority to subordinates through mission command allows commanders to increase the speed of decisionmaking and execution in most situations. Rapid friendly action may surprise the enemy and create opportunities.

3-20. Surprise is achieved by acting at a time, acting in a place, or using methods to which the enemy cannot effectively react or does not expect. Speed contributes to surprise. So does executing operations simultaneously and in depth. Exploiting advantages gained through security, military deception, and aggressive intelligence, surveillance, and reconnaissance operations contributes to surprise. Surprise is essential when executing offensive missions that complement stability operations (such as a raid). It mitigates the effectiveness of enemy early warning networks within the local populace.

3-21. Shock results from applying overwhelming violence. Combat power applied with enough speed and magnitude to overwhelm the enemy produces it. Shock slows and disrupts enemy operations. Usually transient, but while it lasts, shock may paralyze the enemy's ability to fight. Sometimes the psychological effects of threatening to use overwhelming violence can also produce shock. Shock is often greater when created with asymmetric means. Joint forces create opportunities to increase it by using capabilities against which the enemy has limited defense. Surprise and speed magnify the effects of shock.

Nonlethal Actions

3-22. Army forces employ a variety of nonlethal means in stability and civil support operations. Stability operations often involve using military capabilities to perform such tasks as restoring essential services. Civil support operations are characterized by providing constructive support to civil authorities. However, demonstrating the potential for lethal action (by actions such as increased military presence in an area) often contributes to maintaining order during stability and some civil support operations. Other examples include such actions as pre-assault warnings and payments for collateral damage.

3-23. Friendly and enemy forces continuously struggle for information advantages while conducting operations in the physical domains. Friendly information actions shape the operational environment by attacking the enemy's command and control system, defending against electronic attacks, and protecting friendly information. Increasingly sophisticated capabilities allow Army forces to identify, disrupt, and exploit enemy communications (including networks). These actions may keep the enemy from massing combat power effectively or synchronizing combined arms operations. Commanders may use electromagnetic means alone or with maneuver and lethal fires.

3-24. Nonlethal actions in combat include a wide range of intelligence-gathering, disruptive, and other activities. Effective maneuver and fires require timely, accurate intelligence and effective mission command networks and systems. The threat of detection often compels the enemy to limit or cease operations. This inaction allows friendly forces to seize the initiative. Interference with enemy command and control through nonlethal means can also limit enemy effectiveness and increase its exposure to attack.

3-25. The United States continues to develop nonlethal weapons that allow commanders to apply force without killing or crippling an enemy. These weapons provide options in situations that restrict the use of lethal force or when enemy fighters intermix with noncombatants. Furthermore, nonlethal means can mitigate the indirect effects on noncombatants of lethal actions directed against the enemy.

3-26. Stability and civil support operations emphasize nonlethal, constructive actions by Soldiers working among noncombatants. Civil affairs personnel have a major role. In stability operations, they work with and through host-nation agencies and other civilian organizations to enhance the host-nation government's legitimacy. Commanders use inform and influence activities shaped by intelligence to inform, influence, and persuade the local populace within limits prescribed by U.S. law. They also integrate inform and influence activities with stability tasks to counter false and distorted information and propaganda.

3-27. Nonlethal, constructive actions can persuade the local populace to withhold support from the enemy and provide information to friendly forces. Loss of popular support presents the enemy with two bad choices: stay and risk capture or depart and risk exposure to lethal actions in less populated areas. Commanders focus on managing the local populace's expectations and countering rumors. However, they recognize that their Soldiers' actions, positive and negative, most strongly sway the populace's perception of Army forces.

3-28. The moral advantage provided by the presence of well-trained, well-equipped, and well-led forces can be a potent nonlethal capability. It creates fear and doubt in the minds of the enemy and may deter adversaries. This effect is important in many stability-dominated operations. Even though stability operations emphasize nonlethal actions, the ability to engage potential enemies with decisive lethal force remains a sound deterrent. Enemy commanders may curtail their activities and avoid combat if they perceive Army forces as highly capable and willing to use precise, lethal force. This permits Army forces to extend the scope and tempo of nonlethal actions.

THE ELEMENTS OF FULL SPECTRUM OPERATIONS

3-29. Full spectrum operations require simultaneous combinations of four elements—offense, defense, and stability or civil support. Figure 3-2 lists the elements of full spectrum operations, the primary tasks associated with them, and the purposes of each element. Each primary task has numerous associated subordinate tasks. When combined with who (unit), when (time), where (location), and why (purpose), the primary tasks become mission statements.

Offensive Operations	*Defensive Operations*
Primary Tasks: • Movement to contact • Attack • Exploitation • Pursuit **Purposes:** • Dislocate, isolate, disrupt, and destroy enemy forces • Seize key terrain • Deprive the enemy of resources • Develop intelligence • Deceive and divert the enemy • Create a secure environment for stability operations	**Primary Tasks:** • Mobile defense • Area defense • Retrograde **Purposes:** • Deter or defeat enemy offensive operations • Gain time • Achieve economy of force • Retain key terrain • Protect the populace, critical assets, and infrastructure • Develop intelligence
Stability Operations	***Civil Support Operations***
Primary Tasks: • Civil security (including security force assistance) • Civil control • Restore essential services • Support to governance • Support to economic and infrastructure development **Purposes:** • Provide a secure environment • Secure land areas • Meet the critical needs of the populace • Gain support for host-nation government • Shape the environment for interagency and host-nation success	**Primary Tasks:** • Provide support for domestic disasters • Provide support for domestic chemical, biological, radiological, nuclear, and high-yield explosives incidents • Provide support for domestic civilian law enforcement agencies • Provide other designated support **Purposes:** • Save lives • Restore essential services • Maintain or restore law and order • Protect infrastructure and property • Maintain or restore local government • Shape the environment for interagency success

***Figure 3-2. The elements of full spectrum operations**

OFFENSIVE OPERATIONS

3-30. ***Offensive operations*** **are combat operations conducted to defeat and destroy enemy forces and seize terrain, resources, and population centers. They impose the commander's will on the enemy**. In combat operations, the offense is the decisive element of full spectrum operations. Against a capable, adaptive enemy, the offense is the most direct and sure means of seizing, retaining, and exploiting the initiative to achieve decisive results. Executing offensive operations compels the enemy to react, creating or revealing weaknesses that the attacking force can exploit. Successful offensive operations place tremendous pressure on defenders, creating a cycle of deterioration that can lead to the enemy's disintegration. This was the case in early 2003 in Iraq, when coalition operations led to the collapse of the Iraqi military and ultimately the Baathist regime of Saddam Hussein.

3-31. While strategic, operational, or tactical considerations may require defending, defeating an enemy at any level eventually requires shifting to the offense. Even in the defense, seizing and retaining the initiative requires executing offensive operations at some point. The more fluid the battle, the truer this is.

3-32. Effective offensive operations capitalize on accurate intelligence regarding the enemy, terrain and weather, and civil considerations. Commanders maneuver their forces to advantageous positions before making contact. However, commanders may shape conditions by deliberately making contact to develop the situation and mislead the enemy. In the offense, the decisive operation is a sudden, shattering action against an enemy weakness that capitalizes on speed, surprise, and shock. If that operation does not destroy the enemy, operations continue until enemy forces disintegrate or retreat to where they no longer pose a threat. (Chapter 5 discusses decisive, shaping, and sustaining operations.)

Primary Offensive Tasks

3-33. At the operational level, offensive operations defeat enemy forces that control important areas or contest the host-nation government's authority. The joint force conducts operations throughout its operational area. Army forces attack using ground and air maneuver to accomplish objectives that conclude the campaign or move it to a subsequent phase. In expeditionary campaigns and major operations, operational maneuver includes deploying land forces to positions that facilitate joint force offensive action. U.S. forces can conduct operational-level offensives in counterinsurgency to eliminate insurgent sanctuaries. Counterinsurgencies usually combine offensive and stability tasks to achieve decisive results.

3-34. In offensive operations, a force often transitions from one offensive task to another without pausing. For example, an attack can lead to an exploitation and then pursuit, or to an exploitation followed by another attack as enemy forces rally. Army forces perform the following primary offensive tasks. (FM 3-90 discusses them in detail.)

Movement to Contact

3-35. A movement to contact develops the situation and establishes or regains contact. It also sets favorable conditions for subsequent tactical actions. Forces executing this task seek to make contact with the smallest friendly force feasible. On contact, the commander has five options: attack, defend, bypass, delay, or withdraw. Movements to contact include search and attack and cordon and search operations.

Attack

3-36. An attack destroys or defeats enemy forces, seizes and secures terrain, or both. Attacks require maneuver supported by direct and indirect fires. They may be either decisive or shaping operations. Attacks may be hasty or deliberate, depending on the time available for planning and preparation. Commanders execute hasty attacks when the situation calls for immediate action with available forces and minimal preparation. They conduct deliberate attacks when they have more time to plan and prepare. Success depends on skillfully massing the effects of all the elements of combat power.

Exploitation

3-37. An exploitation rapidly follows a successful attack and disorganizes the enemy in depth. Exploitations seek to expand an attack to the point where enemy forces have no alternatives but to surrender or flee. Commanders of exploiting forces receive the greatest possible latitude to accomplish their missions. They lead with great aggressiveness, initiative, and boldness. Exploitations may be local or major. Local exploitations take advantage of tactical opportunities, foreseen or unforeseen. Division and higher headquarters normally conduct major exploitations using mobile forces to transform tactical success into a pursuit.

Pursuit

3-38. A pursuit is designed to catch or cut off a hostile force attempting to escape with the aim of destroying it. Pursuits often follow successful exploitations. However, they can develop at any point when enemy forces start to disintegrate or disengage. Pursuits occur when the enemy fails to organize a defense and attempts to disengage. If it becomes apparent that enemy resistance has broken down entirely and enemy forces are fleeing, a force can transition to a pursuit from any type of offensive or defensive operation. Pursuits require speed and decentralized control.

Purposes of Offensive Operations

3-39. Seizing, retaining, and exploiting the initiative is the essence of the offense. Offensive operations seek to throw enemy forces off balance, overwhelm their capabilities, disrupt their defenses, and ensure their defeat or destruction by synchronizing and applying all the elements of combat power. The offensive operation ends when it destroys or defeats the enemy, reaches a limit of advance, or approaches culmination. Army forces conclude an offense in one of four ways: consolidating gains through stability operations, resuming the attack, transitioning to the defense, or preparing for future operations. Army forces conduct offensive operations for the following purposes. (FM 3-90 discusses these purposes in detail.)

Dislocate, Isolate, Disrupt, and Destroy Enemy Forces

3-40. Well-executed offensive operations dislocate, isolate, disrupt, and destroy enemy forces. If destruction is not feasible, offensive operations compel enemy forces to retreat. Offensive maneuver seeks to place the enemy at a positional disadvantage. This allows friendly forces to mass overwhelming effects while defeating parts of the enemy force in detail before the enemy can escape or get reinforcements. When required, friendly forces close with and destroy the enemy in close combat. Ultimately, the enemy surrenders, retreats in disorder, or is eliminated altogether.

Seize Key Terrain

3-41. Offensive maneuver may seize terrain that provides the attacker with a decisive advantage. The enemy either retreats or risks defeat or destruction. If enemy forces retreat or attempt to retake the key terrain, they are exposed to fires and further friendly maneuver.

Deprive the Enemy of Resources

3-42. At the operational level, offensive operations may seize control of major population centers, seats of government, production facilities, and transportation infrastructure. Losing these resources greatly reduces the enemy's ability to resist. In some cases, Army forces secure population centers or infrastructure and prevent irregular forces from using them as a base or benefitting from the resources that they develop.

Develop Intelligence

3-43. Enemy deception, concealment, and security may prevent friendly forces from developing necessary intelligence. Commanders conduct some offensive operations to develop the situation and discover the enemy's intent, disposition, and capabilities.

Deceive and Divert the Enemy

3-44. Offensive operations distract enemy intelligence, surveillance, and reconnaissance. They may cause the enemy to shift reserves away from the friendly decisive operation.

Create a Secure Environment for Stability Operations

3-45. Stability operations cannot occur if significant enemy forces directly threaten or attack the local populace. Offensive operations destroy or isolate the enemy so stability operations can proceed. Offensive operations against insurgents help keep them off balance. These actions may force insurgents to defend their bases, thus keeping them from attacking.

DEFENSIVE OPERATIONS

3-46. ***Defensive operations*** **are combat operations conducted to defeat an enemy attack, gain time, economize forces, and develop conditions favorable for offensive or stability operations**. The defense alone normally cannot achieve a decision. However, it can set conditions for a counteroffensive operation that lets Army forces regain the initiative. Defensive operations can also establish a shield behind which stability operations can progress. Defensive operations counter enemy offensive operations. They defeat attacks, destroying as much of the attacking enemy as possible. They also preserve control over land,

resources, and populations. Defensive operations retain terrain, guard populations, and protect critical capabilities against enemy attacks. Commanders can use defensive operations to gain time and economize forces so offensive tasks can be executed elsewhere.

3-47. Successful defensive operations share the following characteristics: preparation, security, disruption, massed effects, and flexibility. Successful defenses are aggressive. Commanders use all available means to disrupt enemy forces. They disrupt attackers and isolate them from mutual support to defeat them in detail. Isolation includes extensive use of cyber/electromagnetic activities. Defenders seek to increase their freedom of maneuver while denying it to attackers. Defending commanders use every opportunity to transition to the offense, even if temporarily. As attackers' losses increase, they falter and the initiative shifts to the defenders. These situations are favorable for counterattacks. Counterattack opportunities rarely last long; defenders strike swiftly when the attackers culminate. Surprise and speed complement shock and allow counterattacking forces to seize the initiative and overwhelm the attackers.

3-48. Conditions may not support immediate offensive operations during force projection. In those cases, initial-entry forces defend while the joint force builds combat power. Initial-entry forces should include enough combat power to deter, attack, or defend successfully.

Primary Defensive Tasks

3-49. At the operational level, an enemy offensive may compel joint forces to conduct major defensive operations. Such operations may require defeating or preventing attacks across international borders, defeating conventional attacks, or halting an insurgent movement's mobilization. Operational defenses may be executed anywhere in the operational area. The following primary tasks are associated with the defense. Defending commanders combine these tasks to fit the situation. (FM 3-90 discusses them in detail.)

Mobile Defense

3-50. In a mobile defense, the defender withholds a large portion of available forces for use as a striking force in a counterattack. Mobile defenses require enough depth to let enemy forces advance into a position that exposes them to counterattack. The defense separates attacking forces from their support and disrupts the enemy's command and control. As enemy forces extend themselves in the defended area and lose momentum and organization, the defender surprises and overwhelms them with a powerful counterattack.

Area Defense

3-51. In an area defense, the defender concentrates on denying enemy forces access to designated terrain for a specific time, limiting their freedom of maneuver and channeling them into killing areas. The defender retains terrain that the attacker must control in order to advance. Friendly forces draw the enemy force into a series of kill zones where they attack and destroy the enemy from mutually supporting positions, largely by fires. Commanders commit most of the defending force to defending positions while keeping the rest in reserve. They use the reserve to preserve the integrity of the defense through reinforcement or counterattack.

Retrograde

3-52. Retrograde involves organized movement away from the enemy. This includes delays, withdrawals, and retirements. Retrograde operations gain time, preserve forces, place the enemy in unfavorable positions, or avoid combat under undesirable conditions.

Mobile and Static Elements in the Defense

3-53. All three primary defensive tasks use mobile and static elements. In mobile defenses, static positions help control the depth and breadth of the enemy penetration and retain ground from which to launch counterattacks. In area defenses, commanders closely integrate mobile patrols, security forces, sensors, and reserves to cover gaps among defensive positions. In retrograde operations, some units conduct area or mobile defenses along with security operations to protect other units executing carefully controlled maneuver or movement rearward. Mobile elements maneuver constantly to confuse the enemy and prevent

an enemy exploitation. Static elements fix, disrupt, turn, or block the attackers and gain time for other forces to pull back.

Purposes of Defensive Operations

3-54. Defending forces await the enemy's attack and counter it. Waiting for the attack is not a passive activity. Commanders conduct aggressive security operations and intelligence, surveillance, and reconnaissance. Such actions locate enemy forces and deny them information. Defenders engage enemy forces with fires, spoiling attacks, and security operations to weaken them before they reach the main battle area. Commanders use combined arms and joint capabilities to attack enemy vulnerabilities and seize the initiative. Army forces conduct defensive operations for the following purposes. (FM 3-90 discusses these purposes in detail.)

Deter or Defeat Enemy Offensive Operations

3-55. The primary purpose of the defense is to deter or defeat enemy offensive operations. Successful defenses stall enemy actions and create opportunities to seize the initiative. Defensive operations may deter potential aggressors if they believe that breaking the friendly defense would be too costly.

Gain Time

3-56. Commanders may conduct a defense to gain time. Such defensive operations succeed by slowing or halting an attack while allowing friendly reserves enough time to reinforce the defense. Delaying actions trade space for time to improve defenses, expose enemy forces to joint attack, and prepare counterattacks.

Achieve Economy of Force

3-57. The defense is also used to achieve economy of force. Astute use of terrain, depth, and security operations allows friendly forces to minimize resources used defensively. This allows commanders to concentrate combat power for offensive operations.

Retain Key Terrain

3-58. The mission of many defensive operations is to retain key terrain. Units use mobile and area defense to prevent enemy forces from occupying key terrain. Control of key terrain can sway the outcome of the battle or engagement, depending on which side controls it. In operations dominated by stability tasks, friendly bases become key terrain.

Protect the Populace, Critical Assets, and Infrastructure

3-59. Defense of the local populace and vital assets supports stability operations and allows Army forces to receive greater support from the host nation. Army forces protect military and civilian areas that are important to success and provide indirect support to operations worldwide. Achieving this purpose begins with defenses around lodgments and bases, ensuring freedom of action. This protection especially applies to counterinsurgency operations where some facilities have significant economic and political value as opposed to tactical military importance.

Develop Intelligence

3-60. As with the offense, defensive operations may develop intelligence. The more successful the defense, the more Army forces learn about the enemy. Forces may conduct a particular phase or task within a defense (for example, a covering force mission) to satisfy commander's critical information requirements about the enemy's direction of attack and main effort.

STABILITY OPERATIONS

3-61. *Stability operations* is an overarching term encompassing various military missions, tasks, and activities conducted outside the United States in coordination with other instruments of national power to maintain or reestablish a safe and secure environment, provide essential governmental services, emergency

infrastructure reconstruction, and humanitarian relief (JP 3-0). Forces can conduct stability operations to support a host-nation or interim government or as part of an occupation when no government exists. Stability operations involve both coercive and constructive military actions. They help to establish a safe and secure environment and facilitate reconciliation among local or regional adversaries. Stability operations can also help establish political, legal, social, and economic institutions and support the transition to legitimate local governance. Stability operations must maintain the initiative by pursuing objectives that resolve the causes of instability. (See paragraphs 3-11 through 3-14.) Stability operations cannot succeed if they only react to enemy initiatives.

3-62. Stability operations require transparency and credibility. Transparency and credibility enhance coordination, integration, and synchronization among host-nation elements, other government agencies, and Army forces. The degree to which the host nation cooperates is fundamental. Commanders publicize their mandate and intentions. Within the limits of operations security, they make the populace aware of the techniques used to provide security and control. Actions on the ground reinforced by a clear and consistent message produce transparency. This transparency reinforces credibility. Credibility reflects the populace's assessment of whether the force can accomplish the mission. Army forces require the structure, resources, and rules of engagement appropriate to accomplishing the mission and discharging their duties swiftly and firmly. They must leave no doubt as to their capability and intentions.

3-63. Civil affairs activities enhance the relationship between military forces and civil authorities in areas with military forces. They involve applying civil affairs functional specialty skills to areas normally under the responsibility of civil government. These operations involve establishing, maintaining, influencing, or exploiting relations between military forces and all levels of host-nation government agencies. These activities are fundamental to executing stability tasks. Civil affairs personnel, other Army forces, personnel from other government agencies, or a combination of all three perform these tasks.

3-64. Civil affairs units and personnel develop detailed civil considerations assessments. These include information about infrastructure, civilian institutions, and the attitudes and activities of civilian leaders, populations, and organizations. These assessments may reveal that a viable host-nation government does not exist or is incapable of performing its functions. In such cases, Army forces may support or exercise governmental authority until the host nation establishes a host-nation civil authority. (JP 3-57 and FMs 3-05.40 and 3-05.401 contain civil affairs doctrine.)

Primary Stability Tasks

3-65. Army forces perform five primary stability tasks. (FM 3-07 discusses these tasks in detail.) The combination of tasks conducted during stability operations depends on the situation. In some operations, the host nation can meet most or all of the population's requirements. In those cases, Army forces work with and through host-nation authorities. Commanders use civil affairs activities to mitigate how the military presence affects the populace and vice versa. Conversely, Army forces operating in a failed state may need to support the well-being of the local populace. That situation requires Army forces to work with civilian agencies to restore basic capabilities. Again, civil affairs activities prove essential in establishing trust between Army forces and civilian organizations required for effective, working relationships.

3-66. Stability operations may be necessary to develop host-nation capacities for security and control of security forces, a viable market economy, the rule of law, and an effective government. Army forces develop these capabilities by working with the host nation. They aim to build a stable, civil situation sustainable by host-nation assets without Army forces. Security, the health of the local economy, and the capability of self-government interrelate. Without security, the local economy falters. A functioning economy provides employment and reduces the dependence of the population on the military for necessities. Security and economic stability precede an effective and stable government.

3-67. Stability operations require the absence of major threats to friendly forces and the populace. As offensive operations clear areas of hostile forces, part of the force secures critical infrastructure and populated areas. Establishing civil security and essential services are implied tasks for commanders during any combat operation. Commanders should act to minimize and relieve civilian suffering. However, if a unit becomes decisively engaged in combat operations, stability tasks should not divert it from its mission.

3-68. Commanders plan to minimize the effects of combat on the populace. They promptly inform their higher headquarters of civilian requirements and conditions that require attention. As units establish civil security, the force returns territory to civil authorities' control when feasible. Transitions to civil authority require coordinating and integrating civilian and military efforts. Unified action is crucial. Properly focused, effectively executed stability tasks prevent population centers from degenerating into civil unrest and becoming recruiting areas for opposition movements or insurgencies.

Civil Security

3-69. Civil security involves protecting the populace from external and internal threats. Ideally, Army forces defeat external threats posed by enemy forces that can attack population centers. Simultaneously, they assist host-nation police and security elements as the host nation maintains internal security against terrorists, criminals, and small, hostile groups. In some situations, no adequate host-nation capability for civil security exists. Then, Army forces provide most civil security while developing host-nation capabilities. For the other stability tasks to work effectively, civil security is required. As soon as the host-nation security forces can safely perform this task, Army forces transition civil security responsibilities to them.

3-70. *Army doctrine defines *security force assistance* as the unified action to generate, employ, and sustain local, host-nation, or regional security forces in support of a legitimate authority (FM 3-07). Security force assistance is a stability task conducted across the spectrum of conflict or in any of the operational themes. Normally, it comprises a part of a larger security sector reform effort; however, security force assistance is not tied to reform but to building partner capacity.

3-71. *Three general situations exist in which security force assistance may occur: an internally focused bilateral relationship, an externally focused bilateral relationship, and a multilateral relationship. Consequently, security force assistance supports the appropriate partner's plans. When security force assistance supports a host nation, it also supports that host nation's strategy. If security force assistance supports a host nation's externally focused efforts, it must support the host nation's national security strategy. Security force assistance may support regional security forces, such as those of the African Union or the Organization of American States. In these cases, security force assistance supports that organization's plans. (See FM 3-07.1 for details on security force assistance.)

Civil Control

3-72. Civil control regulates selected behavior and activities of individuals and groups. This control reduces risk to individuals or groups and promotes security. Civil control channels the population's activities to allow provision of security and essential services while coexisting with a military force conducting operations. A curfew is an example of civil control.

Restore Essential Services

3-73. Army forces establish or restore the most basic services and protect them until a civil authority or the host nation can provide them. Normally, Army forces support civilian and host-nation agencies. When the host nation cannot perform its role, Army forces may provide the basics directly. Essential services include the following:

- Providing emergency medical care and rescue.
- Preventing epidemic disease.
- Providing food and water.
- Providing emergency shelter.
- Providing basic sanitation (sewage and garbage disposal).

Support to Governance

3-74. Stability operations establish conditions that enable actions by civilian and host-nation agencies to succeed. By establishing security and control, stability operations provide a foundation for transitioning authority to civilian agencies and eventually to the host nation. Once this transition is complete,

commanders focus on transferring control to a legitimate civil authority according to the desired end state. Support to governance includes the following:

- Developing and supporting host-nation control of public activities, the rule of law, and civil administration.
- Maintaining security, control, and essential services through host-nation agencies. This includes training and equipping host-nation security forces and police.
- Supporting host-nation efforts to normalize the succession of power (elections and appointment of officials).

Support to Economic and Infrastructure Development

3-75. Support to economic and infrastructure development helps a host nation develop capability and capacity in these areas. It may involve direct and indirect military assistance to national, regional, and local entities.

Purposes of Stability Operations

3-76. Although Army forces focus on achieving the military end state, they ultimately need to establish conditions where the other instruments of national power are preeminent. Stability operations focus on creating those conditions. Paragraphs 3-77 through 3-81 discuss the purposes of stability operations. (See FM 3-07 for a discussion on stability operations.)

Provide a Secure Environment

3-77. A key stability task is providing a safe, secure environment. This involves isolating enemy fighters from the local populace and protecting the population. By providing security and helping host-nation authorities control civilians, Army forces begin separating the enemy from the general population. Inform and influence activities complement physical isolation by persuading the populace to support an acceptable, legitimate host-nation government. This isolates the enemy politically and economically.

Secure Land Areas

3-78. Effective stability operations, together with host-nation capabilities, help secure land areas. Areas of population unrest often divert forces that may be urgently needed elsewhere. In contrast, stable areas may support bases and infrastructure for friendly forces, allowing a commitment of forces elsewhere.

Meet the Critical Needs of the Populace

3-79. Often, stability operations must meet the critical needs of the populace. Army forces can provide essential services until the host-nation government or other agencies can do so.

Gain Support for Host-Nation Government

3-80. Successful stability operations ultimately depend on the legitimacy of the host-nation government—its acceptance by the populace as the governing body. All stability operations are conducted with that aim.

Shape the Environment for Interagency and Host-Nation Success

3-81. Stability operations shape the environment for interagency and host-nation success. They do this by providing the security and control necessary for host-nation and interagency elements to function, and supporting them in other key functions.

Stability Operations and Department of State Post-Conflict Technical Sectors

3-82. The stability tasks are linked to the Department of State post-conflict reconstruction and stabilization technical sectors. Normally, Army forces act to support host-nation and other civilian agencies. However, when the host nation cannot provide basic government functions, Army forces may be required to do so

directly. The Department of State organizes conditions related to post-conflict stability into five sectors. (See figure 3-3.) Paragraphs 3-83 through 3-89 discuss the Army stability tasks that support these sectors.

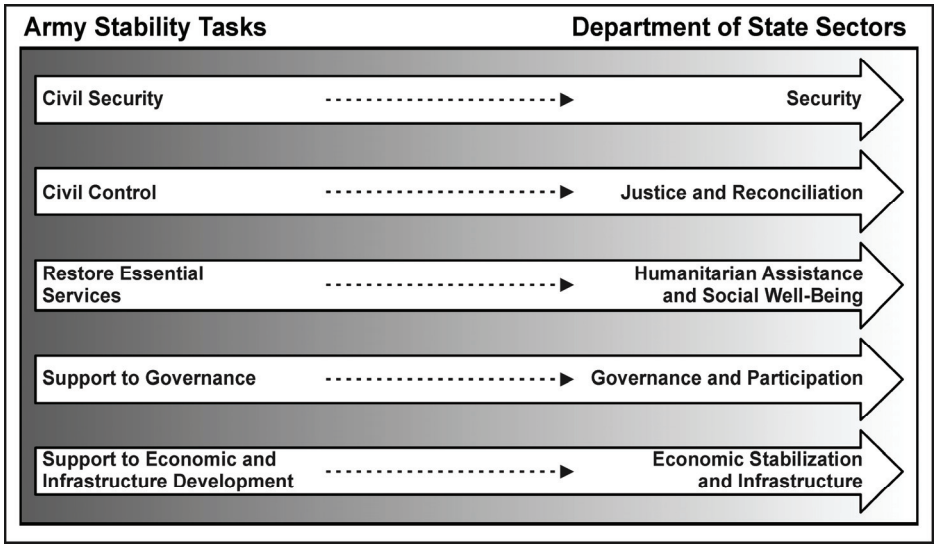

Figure 3-3. Stability tasks and Department of State technical sectors

Security

3-83. Army forces conduct operations to establish and maintain a safe and secure environment, whenever possible together with host-nation forces. They provide public order and safety and protect individuals, infrastructure, and institutions. Typically, offensive, defensive, and stability tasks all support this sector. Civil security and civil control are associated stability tasks. Initially, Army forces have the lead for this sector. Army operations should complement and be concurrent with other agencies' actions. Army forces hand over responsibility to host-nation agencies and assume a supporting role as these agencies develop the needed capabilities.

3-84. The first aim in the security sector is to limit adversaries' influence and isolate the populace from the enemy. Army forces use several methods to isolate the enemy. Isolation in some stability operations is indirect; it aims to redirect, compel, and influence the populace away from supporting adversaries and toward supporting the host-nation government. Concurrently, Army forces secure the support of populations in unstable areas. If the enemy poses a significant military threat, forces engaged in stability operations defend themselves and the populace from attacks. Army forces may conduct offensive operations to physically isolate, defeat, or destroy forces that threaten the stability mission. Security is the foremost condition; it underpins all other sectors.

Justice and Reconciliation

3-85. Establishing public order and safety and providing for social reconciliation are this sector's objectives. The host nation aims to establish self-sustaining public law and order that operates according to internationally recognized standards and respects human rights and freedoms.

Humanitarian Assistance and Social Well-Being

3-86. Army forces work to reduce human suffering, disease, and privation. This sector includes programs conducted to relieve or reduce the results of conditions that seriously threaten life or that can result in great damage to or loss of property. These conditions may be endemic or result from natural or manmade disasters.

Governance and Participation

3-87. This sector focuses on restoring or creating effective government institutions. These efforts involve strengthening host-nation governance and rebuilding government infrastructure. This sector also requires developing institutions that achieve sustainable peace and security, foster a sense of confidence, and support conditions for economic reconstruction. Army forces mainly strive to create an environment conducive to stable governance. Civilian agencies oversee areas such as the following:

- Reestablishing the administrative framework.
- Supporting development of a national constitution.
- Supporting political reform.
- Reforming or establishing fair taxation.

Economic Stabilization and Infrastructure

3-88. Infrastructure restoration begins with meeting the needs of the populace. It continues by restoring economic production and distribution. Army forces meet the basic needs of the populace by reconstituting the following:

- Power.
- Transportation.
- Communications.
- Health and sanitation.
- Firefighting.
- Mortuary services.
- Environmental control.

3-89. Once the basic infrastructure functions, efforts shift to stabilizing the economy. Economic stabilization consists of the following:

- Restoring employment opportunities.
- Initiating market reform.
- Mobilizing domestic and foreign investment.
- Supervising monetary reform and rebuilding public structures.

Use of Force in Stability Operations

3-90. When using force, precision is as important in stability missions as applying massed, overwhelming force is in offensive and defensive operations. Commanders at every level emphasize that in stability operations, violence not precisely applied is counterproductive. Speed, surprise, and shock are vital considerations in lethal actions; perseverance, legitimacy, and constraint are vital considerations in stability and civil support operations.

3-91. The presence of armed Soldiers operating among the local populace causes tension. Discipline and strict adherence to the rules of engagement are essential but not sufficient to reassure the population. In addressing the populace's apprehension, commanders balance protecting the force, defeating enemy forces, and taking constructive action throughout the area of operations. They also stress cultural awareness in training and preparing for operations. Cultural awareness makes Soldiers more effective when operating in a foreign population and allows them to use local culture to enhance the effectiveness of their operations.

3-92. In peace operations, commanders emphasize impartiality in the use of force in addition to credibility and transparency. Impartiality is not neutrality. Impartiality does not imply that Army forces treat all sides equally. Commanders use force against threats in accordance with the rules of engagement. Fair treatment of the local populace improves the prospects for lasting peace, stability, and security.

CIVIL SUPPORT OPERATIONS

3-93. *Civil support* is Department of Defense support to US civil authorities for domestic emergencies, and for designated law enforcement and other activities (JP 3-28). Civil support includes operations that address

the consequences of natural or manmade disasters, accidents, terrorist attacks, and incidents in the United States and its territories. Army forces conduct civil support operations when the size and scope of events exceed the capabilities or capacities of domestic civilian agencies. Usually the Army National Guard is the first military force to respond on behalf of state authorities. In this capacity, it functions under authority of Title 32, United States Code, or while serving on state active duty. The National Guard is suited to accomplish these missions; however, the scope and level of destruction may require states to request assistance from Federal authorities. (FM 3-28 provides a more complete overview of civil support operations.)

*Primary Civil Support Tasks

3-94. U.S. law carefully limits actions that military forces, particularly Regular Army units, can conduct in the United States and its territories. The Posse Comitatus Act, for example, prohibits Soldiers on Federal active duty from enforcing the law outside of Federal military installations. Because the Posse Comitatus Act does not apply to state National Guard forces, Soldiers under state control have law enforcement authorities that Regular Army and Army Reserve units do not have. (FM 3-28 provides extensive discussion on legal considerations for civil support.)

3-95. The operational environment within the United States differs so much from that outside the United States that civil support operations have become their own element of full spectrum operations. The purposes of civil support and stability operations are similar, but operational variables will radically differ. For example, units conduct civil support operations to support Federal and state agencies. These agencies are trained, resourced, and equipped more extensively than similar agencies involved in stability operations overseas. In civil support operations, the military is not in charge; civilians from these agencies set the priorities and Army forces coordinate and synchronize their efforts closely with them. Another example occurs with multinational participation. In stability operations, multinational participation is typical; in civil support operations, it is the exception.

3-96. Army civil support operations consist of four primary tasks:

- Provide support for domestic disasters.
- Provide support for domestic chemical, biological, radiological, nuclear, and high-yield explosives (CBRNE) incidents.
- Provide support for domestic civilian law enforcement agencies.
- Provide other designated support.

**Provide Support for Domestic Disasters*

3-97. Policies issued by the Federal government provide a comprehensive, tiered approach for disaster response and govern the support Army forces provide in response to natural and manmade disasters. In the event of disaster, Army forces support civil authorities with essential services, including—

- Emergency route clearance.
- Search and rescue support.
- Emergency medical care and medical evacuation.
- Support to medical agencies to detect and prevent serious diseases.
- Distribution of food and water
- Emergency shelter construction and support.
- Sanitation support (sewage and garbage disposal).
- Delivery of personnel and supplies to severely affected areas.

3-98. Any major disaster will reduce the state and local governments' capacities. Army forces support Federal and state officials to help restore and return control of local services to civil authorities as rapidly as possible. When tasked, Army forces may provide additional support to government agencies at all levels until they can carry out their responsibilities without Army assistance. This support includes communications support, surveillance, critical infrastructure protection, and logistic assistance. In dire situations, and as authorized by law, Army forces may enforce the law (see paragraphs 3-102 and 3-103).

Provide Support for Domestic Chemical, Biological, Radiological, Nuclear, and High-Yield Explosives Incidents

3-99. The most dangerous threats to the homeland come from terrorist groups armed with weapons of mass destruction (WMD). After an attack with WMD, Federal, military, and state National Guard forces provide specialized capabilities and general-purpose forces to support response and recovery operations in the event of an attack involving CBRNE. These incidents combine disaster response and support to civilian law enforcement within a deadly operational environment.

3-100. Not every biological threat is from terrorists, or even manmade. A pandemic occurs when a new disease emerges for which people have little or no immunity and for which no vaccine immediately exists. "Pandemic influenza" refers to an influenza virus that infects humans across a large area and proves very difficult to contain. The word "pandemic" confuses many people, particularly those who equate it with mass casualties. Influenza outbreaks are always serious because the virus may mutate into something more lethal as it spreads. Army support to pandemic response is both internal and external. Internally, Army installations take all applicable force health protection measures to maintain the combat readiness of the force. Externally, Army forces respond to lead Federal and state agencies requests for support in dealing with the disease.

3-101. Other outbreaks of infectious disease may prove more serious than a contagious influenza. These include animal diseases, such as hoof-and-mouth disease, and crop infestations caused by fungus, bacteria, or viruses. In these incidents, the Army provides support when requested by government agencies such as the Department of Agriculture. Although technically not pandemics, these incidents could entail significant support from the Department of Defense and National Guard.

Provide Support for Domestic Civilian Law Enforcement Agencies

3-102. This task applies to the use of military assets to support any civilian agency charged with enforcing the laws within the United States and its territories. Army forces support civilian law enforcement under Constitutional and statutory restrictions and corresponding directives and regulations. When authorized and directed, Army forces provide support to Federal, state, and local law enforcement officers. The governor of each state may call out the National Guard of that state to enforce laws. In extreme cases, and when directed by the President, Federal military forces maintain law and order. Army leaders must understand the statutes governing the use of military assets for civilian law enforcement. By understanding these statutes, Soldiers can avoid violating laws while accomplishing desired objectives.

3-103. Support may be direct or indirect. Direct support requires Soldiers to enforce the law (apprehend, arrest, stop and search, and so on). Normally, the National Guard Soldiers acting under State authority rather than Regular Army or U.S. Army Reserve Soldiers provide direct support. Except in extraordinary circumstances, the Posse Comitatus Act prevents Federal troops, to include National Guard troops in Federal status, from providing anything other than indirect support. Indirect support tasks Soldiers to provide assistance and equipment to civilian law enforcement officers, but grants them no authority to enforce the law. Since 2001, the importance of indirect support to civilian law enforcement agencies by Federal and National Guard military forces has increased commensurate with critical requirements for homeland security. The missions that Army forces may receive include—

- Support border security with equipment and personnel.
- Support counterdrug efforts at the national and state level.
- Provide law enforcement support in the aftermath of a disaster.
- Provide support to civilian law enforcement during a civil disturbance.
- Provide equipment and training to civilian law enforcement officers.
- Augment airport security measures.

Provide Other Designated Support

3-104. This task includes pre-planned, routine, and periodic support not related to disasters or emergencies. Most often, this support applies to major public events and consists of participatory support, special transportation, and additional security. These events are national special security events such as the Olympics, an inauguration, or a state funeral. Some missions may involve specific support requested by a

Federal or state agency to augment their capabilities due to labor shortages or a sudden increase in demands. Such support may extend to augment critical government services by Soldiers as authorized by the President and directed by the Secretary of Defense. Missions may include—

- Participation in major public sporting events.
- Critical infrastructure protection.
- Wildland firefighting.
- Providing military equipment and Soldiers to community events.

Purposes of Civil Support Tasks

3-105. Army forces execute civil support tasks to save lives, restore essential services, maintain or restore law and order, protect infrastructure and property, maintain or restore local government, and shape the environment for interagency success.

Save Lives

3-106. The first priority in civil support operations is to save lives. Immediately following a manmade or natural disaster, the first military forces to arrive focus on rescue, evacuation, and consequence management.

Restore Essential Services

3-107. In any major disaster, citizens suffer and may die because it disrupts most, if not all, essential services. This disruption leads to tremendous suffering and the spread of disease. Restoring essential services is crucial to saving lives over the long term and providing the first step to recovery.

Maintain or Restore Law and Order

3-108. When authorized, Army forces assist Federal, state, and local authorities with law enforcement. Often the Army provides support under crisis conditions when events overwhelm civil capacity. In other cases, the Army provides personnel and equipment to support ongoing law enforcement activities, such as control of U.S. borders. In all instances, Army forces use lethal force in accordance with rules for the use of force and only as a last resort.

Protect Infrastructure and Property

3-109. In the aftermath of a disaster or civil disturbance, Army forces frequently secure public and private property. This allows civilian law enforcement to focus on dealing with criminal behavior.

Maintain or Restore Local Government

3-110. In a disaster, local government may be unable to carry out its normal functions. Army forces provide essential services and communications support to local government officials until they can resume their normal functions.

Shape the Environment for Interagency Success

3-111. Success in civil support operations is measured by the success of civilian officials in carrying out their responsibilities. Civil support helps government officials meet their responsibilities to the public, ultimately without assistance from military forces.

Civil Support Operations and Homeland Security

3-112. Army forces conduct civil support operations as part of homeland security. Homeland security provides the Nation with strategic flexibility by protecting its citizens, critical assets, and infrastructure from conventional and unconventional threats. It includes three missions. (JP 3-28 discusses these missions in detail.)

Homeland Defense

3-113. Homeland defense protects the United States from direct attack or a threat by hostile armed forces. In the event of such an attack, Army forces under joint command conduct offensive and defensive operations against the enemy while providing civil support to Federal authorities. A defensive task routinely conducted in homeland defense protects critical assets and key infrastructure during crises. The ability to conduct offensive operations, though maintained primarily as a potential, is also present.

Civil Support

3-114. Civil support includes the key tasks of providing support in response to disaster and supporting law enforcement (as discussed in paragraphs 3-97 and 3-102). Unless the United States is attacked, Army forces conduct civil support operations exclusive of the offense and defense.

Emergency Preparedness Planning

3-115. In emergency preparedness planning, the Department of Homeland Security examines a wide range of threats and plans for manmade and natural disasters and incidents. The Department of Defense supports emergency preparedness planning. When necessary, these plans are executed as civil support operations.

COMBINING THE ELEMENTS OF FULL SPECTRUM OPERATIONS

3-116. Within the concept of operations, the proportion and role of offensive, defensive, and stability or civil support tasks vary based on several factors. Changes in the nature of the operation, the tactics used, and where the environment falls on the spectrum of conflict affect the mix and focus. Some combinations may be sequential, such as a mobile defense followed by a counteroffensive, but many occur simultaneously. During major combat operations, a division may attack in one area, defend in another, and focus on stability tasks in a third. Offensive and defensive operations may be complemented with stability tasks and vice versa at any point of a campaign. Simultaneous combinations are also present in operational themes dominated by stability. A peace operation, for example, may include a mix of several elements. One force may conduct a raid against hostile forces (offense), while a second secures an important airport (defense), and a third provides sanitary and secure facilities to dislocated civilians (stability). In homeland security, civil support is often the only element executed, although forces may plan for defense.

3-117. Differing combinations of the elements of full spectrum operations generally characterize each operational theme. The combinations vary according to the conditions and requirements for each phase of a campaign or major operation. Commanders determine the weight of effort by considering the primary tasks and purposes for each element within the operational theme and which will be decisive. This allows commanders to translate their design into tactical actions. (FM 5-0 discusses design.)

3-118. Conducting full spectrum operations involves more than simultaneous execution of all its elements. It requires commanders and staffs to consider their units' capabilities and capacities relative to each element. Commanders consider their missions, decide which tactics to use, and balance the elements of full spectrum operations while preparing their concept of operations. They determine which tasks the force can accomplish simultaneously, if phasing is required, what additional resources it may need, and how to transition from one element to another. At the operational level, this requires looking beyond the current operation and prioritizing each element for the next phase or sequel.

3-119. The transition between elements of full spectrum operations requires careful assessment, prior planning, and unit preparation as commanders shift their combinations of full spectrum operations. Commanders first assess the situation to determine which primary tasks are applicable and the priority for each. For example, a division assigns a brigade combat team an area of operations and the tasks of eliminating any enemy remnants, securing a dam, and conducting stability operations following a joint offensive phase. The brigade commander determines that the brigade will conduct three tasks: (1) conduct an area defense of the dam, (2) control the civil population in the area while excluding all civilians from the area of the dam, and (3) conduct movements to contact in various objective areas, specifically search and attack operations. Simultaneously, the brigade staff begins planning for the next phase in which civil security, civil control, and assisting the local authorities with essential services will become priorities,

while continuing to defend the dam. Reconnaissance and surveillance, inform and influence activities, area and route security operations, and protection are continuous. The commander assigns tasks to subordinates, modifies the brigade task organization, replenishes, and requests additional resources if required. Depending on the length of operations, the higher headquarters may establish unit training programs to prepare units for certain tasks.

3-120. When conditions change, commanders adjust the combination of the elements of full spectrum operations in the concept of operations. When an operation is phased, these changes are included in the plan. The relative weight given to each element varies with the actual or anticipated conditions. It is reflected in tasks assigned to subordinates, resource allocation, and task organization. Full spectrum operations is not a phasing method. Commanders consider the concurrent conduct of each element—offense, defense, and stability or civil support—in every phase of an operation. Figure 3-4 (based on a similar figure in JP 3-0) illustrates combinations and weighting of the elements of full spectrum operations across the phases of a campaign. The phases are examples. An actual campaign may name and array phases differently. (JP 3-0 discusses the campaign phases.)

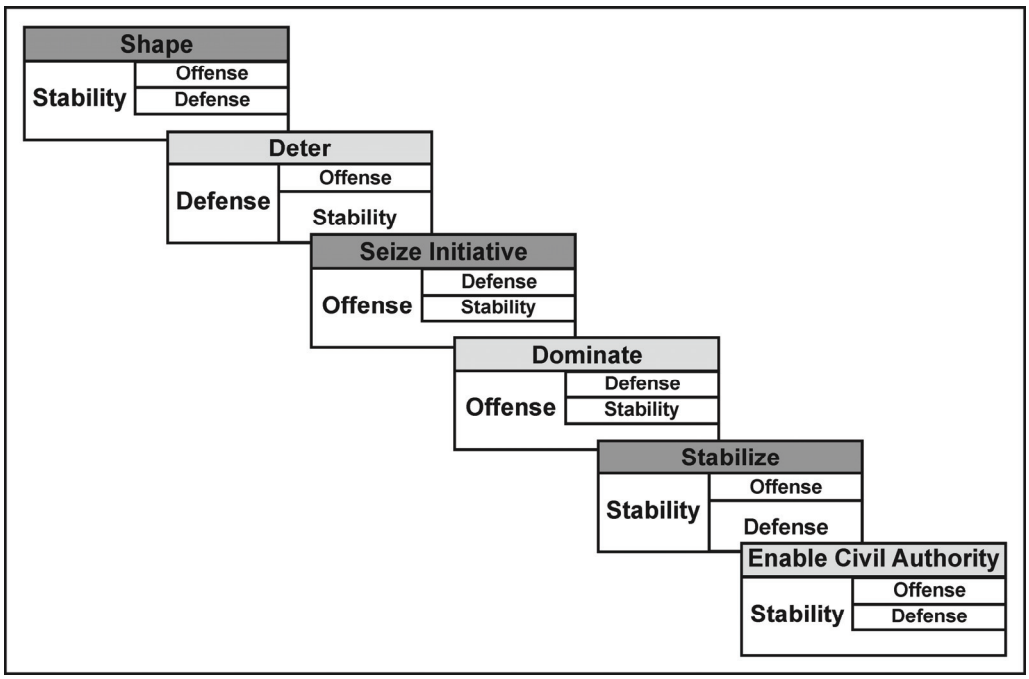

Figure 3-4. Example of combining the elements of full spectrum operations in a notional campaign

3-121. Seizing, retaining, and exploiting the initiative requires commanders to interpret developments and shift the weight of effort throughout their operations to achieve decisive results. As they do this, the forces and priorities they assign to each element of full spectrum operations change. Throughout an operation, commanders constantly adapt and perform many tasks simultaneously. Commanders change tactics, modify their mission command methods, change task organization, and adjust the weight placed on each element of full spectrum operations to keep the force focused on accomplishing the mission. They base these decisions on the situation, available resources, and the force's ability to execute multiple, diverse tasks. Commanders' assessments should consider the progress of ongoing operations, changes in the situation, and how the rules of engagement affect the force's effectiveness in each element. Commanders not only assess how well a current operation is accomplishing the mission but also how its conduct is shaping the situation for subsequent missions.

3-122. Applying tactical and operational art in full spectrum operations involves knowing when and if simultaneous combinations are appropriate and feasible. Every operation does not require offensive tasks; stability or civil support may be the only elements executed. Nonetheless, commanders and staffs always

consider each element of full spectrum operations and its relevance to the situation. An element may be unnecessary, but it is the commander who determines that. Not every echelon or unit necessarily executes simultaneous full spectrum operations. Division and higher echelon operations normally combine three elements simultaneously. Brigade combat teams may focus exclusively on a single element when attacking or defending, shifting priority to another element as the plan or situation requires. Battalion and smaller units often execute the elements sequentially based on their capabilities and the situation. However, simultaneous execution of offensive, defensive, and stability tasks at lower echelons often occurs in irregular warfare and peace operations. Sometimes the force available lacks resources for executing simultaneous combinations of offensive, defensive, and stability tasks. In these cases, commanders inform the higher headquarters of the requirement for additional forces. Regardless of the situation, commanders assess the risk to units and mission accomplishment. Combining elements of full spectrum operations requires the following:

- A clear concept of operations that establishes the role of each element and how it contributes to accomplishing the mission.
- Flexible mission command networks and systems.
- Clear situational understanding.
- Aggressive intelligence gathering and analysis.
- Aggressive security operations.
- Units that can quickly change their task organization.
- An ability to respond quickly.
- Responsive sustainment.
- Combat power applied through combined arms, including applicable joint capabilities. (See chapter 4.)

SUMMARY

3-123. The Army's operational concept, full spectrum operations, describes how Army forces conduct operations. The complex nature of the operational environment requires commanders to simultaneously combine offensive, defensive, and stability or civil support tasks to accomplish missions domestically and abroad. Each element of full spectrum operations includes a basic set of tasks and related purposes. Commanders direct the application of full spectrum operations to seize, retain, and exploit the initiative and achieve decisive results.

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Chapter 4

Combat Power

This chapter discusses combat power and how Army forces use the warfighting functions to generate combat power. The eight elements of combat power include the six warfighting functions—mission command, movement and maneuver, intelligence, fires, sustainment, and protection—multiplied by leadership and complemented by information. This chapter introduces mission command, which replaces the former term command and control. Commanders use combined arms to increase the effects of combat power through complementary and reinforcing capabilities. Army forces achieve combined arms through force tailoring, task organization, and mutual support.

THE ELEMENTS OF COMBAT POWER

4-1. Full spectrum operations require continuously generating and applying combat power, often for extended periods. ***Combat power*** **is the total means of destructive, constructive, and information capabilities that a military unit or formation can apply at a given time. Army forces generate combat power by converting potential into effective action.**

4-2. *Commanders conceptualize capabilities in terms of combat power. Combat power has eight elements: leadership, information, mission command, movement and maneuver, intelligence, fires, sustainment, and protection. Commanders apply leadership and information through, and multiply the effects of, the other six elements of combat power. The Army collectively describes these six—mission command, movement and maneuver, intelligence, fires, sustainment, and protection—as the warfighting functions. Commanders apply combat power through the warfighting functions using leadership and information. (See figure 4-1.)

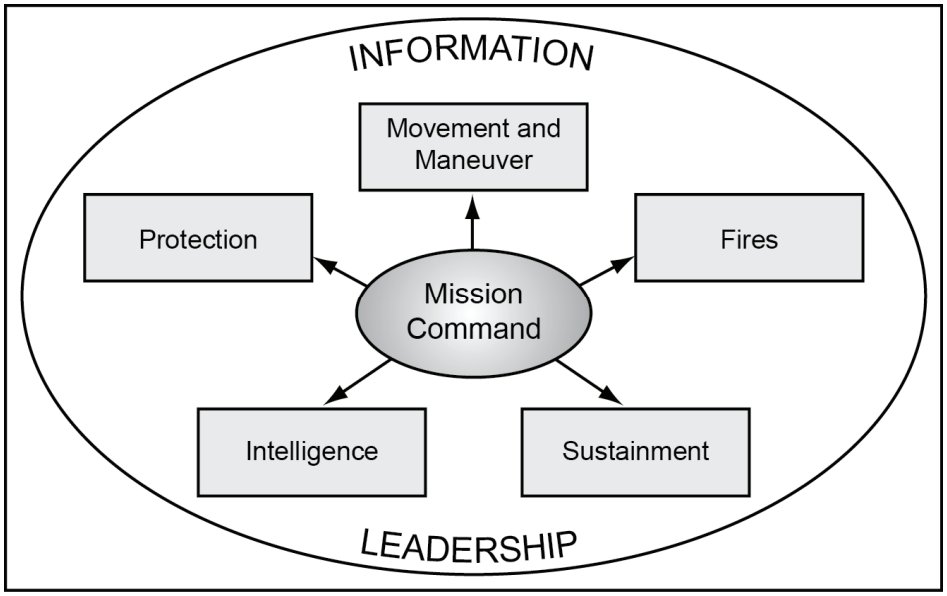

Figure 4-1. The elements of combat power

4-3. Commanders ensure Army forces have enough potential combat power to combine the elements of full spectrum operations in ways appropriate to conditions. Every unit—regardless of type—either generates or maintains combat power. All contribute to operations. Ultimately, Army forces combine elements of combat power to defeat the enemy and master situations.

4-4. Commanders balance the ability to mass lethal and nonlethal actions with the need to deploy and sustain the units that produce those actions. They balance accomplishing the mission quickly with being able to project and sustain the force. Generating and maintaining combat power throughout an operation is essential to success. Commanders tailor force packages to maximize the capability of the initial-entry force. Follow-on units increase endurance and ability to operate in depth. Many factors contribute to generating combat power:

- Employing reserves.
- Focusing joint support.
- Rotating committed forces.
- Staging sustainment assets to preserve momentum and synchronization.

4-5. Commanders achieve success by applying superior combat power. Combat power is not a numerical value. Planners can estimate it but not quantify it. Combat power is always relative. It has meaning only in relation to conditions and enemy capabilities. It is relevant solely at the point in time and space where applied. In addition, how an enemy generates and applies combat power may fundamentally differ from that of Army forces. Planners take an inordinate risk when they assume that enemy capabilities mirror those of friendly capabilities. Before an operation, combat power is unrealized potential. Through leadership, commanders transform this potential information to integrate and enhance action. Commanders also apply information through the warfighting functions to shape the operational environment and complement action. Combat power becomes decisive when applied by skilled commanders leading well-trained Soldiers and units.

LEADERSHIP

4-6. Commanders apply leadership through the warfighting functions. Leadership is the multiplying and unifying element of combat power. Confident, competent, and informed leadership intensifies the effectiveness of all other elements of combat power by formulating sound operational ideas and assuring discipline and motivation in the force. Good leaders inspire and elicit success. Effective leadership can compensate for deficiencies in all the warfighting functions because it is the most dynamic element of combat power. The opposite is also true; poor leadership can negate advantages in warfighting capabilities. The Army defines *leadership* as the process of influencing people by providing purpose, direction, and motivation, while operating to accomplish the mission and improve the organization (FM 6-22). An Army leader, by virtue of assumed role or assigned responsibility, inspires and influences people to accomplish organizational goals. Army leaders motivate people to pursue actions, focus thinking, and shape decisions for the greater good of the organization. They instill in Soldiers the will to win. Army doctrine describes essential leadership attributes (character, presence, and intellect) and competencies (lead, develop, and achieve). These attributes and competencies mature through lifelong learning. (FM 6-22 contains Army leadership doctrine.)

4-7. Leaders influence not only Soldiers but other people as well. Commanders embrace their leadership skills when dealing with civilians in any conflict or disaster. Face-to-face contact with people in the area of operations encourages cooperation between civilians and Soldiers. Army leaders work with members of other Services and civilian organizations. These leaders strive for the willing cooperation of multinational military and civilian partners. The Army requires self-aware, adaptive leaders who can both defeat the enemy in combat and master complexities of operations dominated by stability or civil support.

4-8. Leadership in today's operational environment is often the difference between success and failure. Leaders provide purpose, direction, and motivation in all operations. Through training and by example, leaders develop cultural awareness in Soldiers. This characteristic improves Soldiers' ability to cope with the ambiguities of complex environments. Leadership ensures Soldiers understand the purpose of operations and use their full capabilities. In every operation, Army leaders clarify purpose and mission,

direct operations, and set the example for courage and competence. They hold their Soldiers to the Army Values and ensure their Soldiers comply with the law of war.

INFORMATION

4-9. Information is a powerful tool in the operational environment. Information has become as important as lethal action in determining the outcome of operations. Every engagement, battle, and major operation requires complementary inform and influence activities to inform a global audience, to influence audiences, and to affect morale within the operational area. It also requires cyber/electromagnetic activities as a weapon against enemy command and control information systems and other cyber capabilities. Commanders use information to understand, visualize, describe, and direct the warfighting functions. They also depend on data and information to increase the effectiveness of the warfighting functions.

4-10. Since information shapes the perceptions of the civilian population, it also shapes much of the operational environment. All parties in a conflict—enemy forces, adversaries, and neutral and friendly populations—use information to convey their message to various audiences. Information is critical in stability operations where the population influences its success. The five stability tasks are essential for success. Without complementary inform and influence activities that explain these actions to the population, success may prove unattainable. Information must be proactive as well as reactive. An enemy adeptly manipulates information and combines message and action effectively. Countering enemy messages with factual and effective friendly messages can influence civilians as much as the physical actions of Soldiers can. The effects of each warfighting function should complement information objectives (the message) while information objectives stay consistent with Soldiers' actions.

4-11. The joint force continues to modernize information systems. These improvements provide leaders with the information necessary to enhance and focus the warfighting functions. Leadership based on relevant information enables the commander, at all levels, to make informed decisions on how best to apply combat power. Ultimately, this creates opportunities to achieve decisive results. The computer-displayed common operational picture is one example. It provides commanders with improved situational awareness by merging a lot of information into displays that Soldiers can understand at a glance. Information disseminated by information systems allows leaders to make better decisions quickly. The common operational picture lets Army forces use lethal and nonlethal actions more effectively than the enemy can. For example, accurate intelligence disseminated quickly by information systems allows friendly forces to maneuver around enemy engagement areas while massing the effects of combat power at the decisive place and time. This reduces friendly casualties and may allow a small force to defeat a larger enemy force.

WARFIGHTING FUNCTIONS

4-12. Commanders use the warfighting functions to help them exercise command and to help them and their staffs exercise control. **A *warfighting function* is a group of tasks and systems (people, organizations, information, and processes) united by a common purpose that commanders use to accomplish missions and training objectives.** Decisive, shaping, and sustaining operations combine all the warfighting functions to generate combat power. Additionally, all warfighting functions possess scalable capabilities to mass lethal and nonlethal effects. No warfighting function is exclusively decisive, shaping, or sustaining. The Army's warfighting functions are fundamentally linked to the joint functions.

*MISSION COMMAND

4-13. **The *mission command warfighting function* develops and integrates those activities enabling a commander to balance the art of command and the science of control.** Formerly described as the command and control warfighting function, this function adapts and captures what the Army has learned in a decade of war. These lessons include—

- The changing roles and responsibilities of leaders in distributed and increasingly decentralized operations.
- The requirement for leaders at every echelon to co-create the context for operations.

- The importance of teaming and collaborating with joint, international, interagency, and multinational partners.
- The need for leaders to anticipate and manage transitions during the course of a campaign.

(Chapter 5 defines mission command as an activity and discusses the commander's role in mission command.)

*Why Mission Command

4-14. The Army changed from command and control (C2) to mission command and eliminated the term battle command. This philosophical shift emphasizes the commanders rather than the systems that they employ. (See figure 4-2.) Army C2 and battle command did not adequately address the increasing need for commanders to frame and reframe an environment of ill-structured problems. Framing these problems enables commanders to gain the context of operations by continuously challenging assumptions both before and during execution. Additionally, the old terms inadequately addressed the role of the commander in building teams with joint, interagency, intergovernmental, and multinational partners.

Command and control (C2) and battle command inadequately describe the role of the commander and staff in today's fight. Mission command–

- Emphasizes the centrality of the commander.
- Balances the art of command and the science of control.
- Reinforces the imperative of trust and collaboration with myriad partners over command and control.
- Enables leaders to anticipate and effectively manage transitions.
- Creates an environment of disciplined initiative for more decentralized execution.

Supports the Army's drive to operational adaptability by–

- Requiring a thorough understanding of the operational environment.
- Seeking adaptive teams capable of anticipating and managing transitions.
- Acknowledging that leaders must share risk across echelons to create opportunities.

***Figure 4-2. Why mission command?**

4-15. Mission command magnifies leadership in land operations. It illuminates the leader's responsibility to understand, visualize, describe, direct, lead, and assess. It provides commanders and staff with a philosophy for operating in an uncertain environment as opposed to trying to create certainty and imposing order and control over a situation. Mission command recognizes that leaders command not only U.S. forces but also diverse international, nongovernmental, and host-nation partners.

4-16. Mission command supports an adaptable Army in operations. An adaptable Army starts with leaders able to adapt. Confronting hybrid threats—combinations of regular, irregular, terrorist, and criminal groups—in a complex operational environment requires such leaders. These Soldiers not only accept but also seek and embrace operational adaptability as an imperative. Mission command enables an operationally adaptive force that has both the authority and resources to operate effectively at all levels, under clear mission orders. Mission command enables operational adaptability in the Army. It requires a thorough understanding of the operational environment, seeks adaptive teams capable of anticipating and managing transitions, and acknowledges that leaders must share risk across echelons to create opportunities.

4-17. Mission command emphasizes the critical contributions of leaders at every echelon. It establishes a mindset among leaders that the best understanding comes from the bottom up, not from the top down. Mission command emphasizes the importance and common operating assessment of context. It highlights

how commanders—through disciplined initiative within the commander's intent—transition among offensive, defensive, and stability operations and between centralized and decentralized operations.

4-18. The Army has adopted mission command as the overarching term for both the warfighting function and the philosophy of command. Mission command guides leaders how to think about what Soldiers do to conduct successful operations on land. By emphasizing people as the driving force behind the development of technology, mission command adapts technology to human needs, not humans to technological restrictions. Understanding people, and influencing humans to achieve success in complex operations, is fundamental to how the commander exercises the art of command.

*Mission Command Tasks

4-19. The commander is the central figure in mission command, essential to integrating the capabilities of the warfighting functions to accomplish the mission. Mission command invokes the greatest possible freedom of action to subordinates. It enables subordinates to develop the situation, adapt, and act decisively through disciplined initiative in dynamic conditions within the commander's intent. Mission command focuses on empowering subordinate leaders and sharing information to facilitate decentralized execution.

4-20. The art of command is the creative and skillful exercise of authority through decisionmaking and leadership. Through the art of command, the commander has four tasks in mission command (see figure 4-3). They are:

- Drive the operations process.
- Understand, visualize, describe, direct, lead, and assess.
- Develop teams among modular formations and joint, interagency, intergovernmental, and multinational partners.
- Lead inform and influence activities.

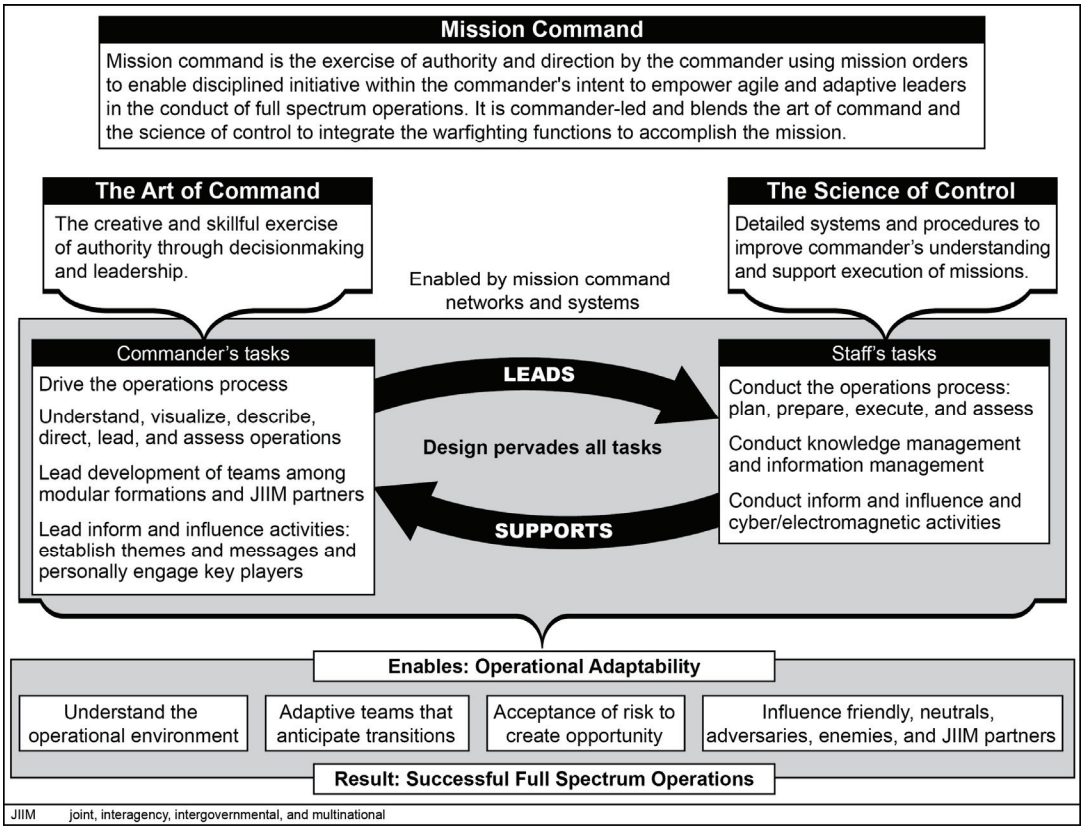

***Figure 4-3. Mission command**

4-21. The commander leads the staff's tasks under the science of control. The science of control consists of systems and procedures to improve the commander's understanding and support accomplishing missions. The three staff tasks are:

- Conduct the operations process: plan, prepare, execute, and assess.
- Conduct knowledge management and information management.
- Conduct inform and influence and cyber/electromagnetic activities.

As much as the commander leads the staff's tasks, the staff tasks fully support the commander in executing the commander's tasks.

4-22. ***Mission command networks and systems*** **is the coordinated application of personnel, networks, procedures, equipment and facilities, knowledge management, and information management systems essential for the commander to conduct operations**. These networks and systems enable the art of command and science of control. Design provides a cognitive tool to help commanders anticipate change and coordinate applications appropriately. It pervades all tasks and assists the commander to lead adaptive, innovative efforts. Design provides the commander and staff with a methodology to better understand complex, ill-structured problems.

4-23. Successful mission command, supported by design, fosters operational adaptability and a greater understanding of the operational environment. ***Operational adaptability*** **is the ability to shape conditions and respond effectively to a changing operational environment with appropriate, flexible, and timely actions.** Operational adaptability reflects a quality that Army leaders and forces exhibit through critical thinking, their comfort with ambiguity and uncertainty, their willingness to accept prudent risk, and their ability to rapidly adjust while continuously assessing the situation. Commanders enable operationally adaptive forces through flexibility, collaborative planning, and decentralized execution. Operational adaptability results in teams that—

- Understand the operational environment.
- Adapt and anticipate transitions.
- Accept risks to create opportunities.
- Influence friendly, neutrals, adversaries, enemies, and joint, interagency, intergovernmental, and multinational partners.

The ultimate outcome is successful full spectrum operations.

4-24. *Understand the operational environment:* Command is an individual and personal function. It blends imaginative problem solving, motivational and communications skills, and a thorough understanding of the dynamics of operations. Command during operations requires understanding the complex, dynamic relationships among friendly forces, enemies, and the environment, including the populace. This understanding helps commanders visualize and describe their commander's intent and develop focused planning guidance.

4-25. *Adapt and anticipate transitions:* Operational adaptability enables leaders to transition continuously between fundamentally different operations. Major combat operations may evolve to irregular warfare or peace operations. Units may transition from offensive to defensive operations or from defensive to stability operations. Transitions often involve transferring responsibilities to other organizations or authorities, such as from U.S. forces to partner forces, civil authorities, or international organizations. Commanders identify potential transitions during planning and account for them throughout execution. Assessment ensures that commanders measure progress toward such transitions and take appropriate actions to prepare for and execute them.

4-26. *Accept risks to create opportunities*: Operational adaptability assists commanders to create training and organizational climates that promote calculated, disciplined risk-taking focused on winning rather than preventing defeat. A key aspect of mission command includes identifying risks, deciding how much risk to accept, and minimizing the effects of accepted risk by establishing control measures to mitigate those risks. The staff helps the commander identify risks and offers recommendations to mitigate those risks. (See FM 5-19 for doctrine on composite risk management.) Ultimately, the willingness to take prudent risks rests with the commander. However, commanders must be careful not to decentralize all risks. Through

collaboration and dialog, commanders at all levels identify where risk exists and at what level of command risk will be mitigated.

4-27. The commander considers how to establish conditions for success in full spectrum operations, protect the force, and shape the operational environment. War gaming enables commanders and staffs to complete a risk assessment for each course of action. They then propose appropriate control measures. They continually assess the risk of adverse reactions from the population and media. Staff officers develop ways to mitigate those risks. Commanders discuss these risks with subordinate leaders. Commanders and subordinates determine what risks the higher commander will accept and what risk will remain with the subordinate commander. Commanders then allocate resources as deemed appropriate to mitigate risks.

4-28. *Influence friendly, neutrals, adversaries, enemies, and joint, interagency, intergovernmental, and multinational partners*: Commanders personally use inform and influence activities to guide actors to make decisions that support the commander's objectives. Commanders directly shape the themes and messages designed to inform domestic audiences and influence foreign friendly, neutral, adversary, and enemy populations. Commanders ensure that themes and messages synchronize with actions to support operations and achieve the desired end state. Commanders consider how their units' actions will affect the environment and influence perceptions among relevant groups. Commanders assume that their enemies and adversaries can adeptly use the information environment. They expect the enemy to actively and aggressively engage in the information environment to gain an operational advantage. The enemy attempts to confuse the general population, distort facts to support their position, or use other means including intimidation and propaganda.

4-29. Subsequent chapters provide greater detail on the taxonomy of mission command. Chapter 5 discusses the art of command and the role of the commander in mission command. Chapter 6 discusses the science of control. It discusses the systems and procedures that support the commander to drive the commander's tasks and integrate the warfighting functions.

MOVEMENT AND MANEUVER

4-30. **The *movement and maneuver warfighting function* is the related tasks and systems that move forces to achieve a position of advantage in relation to the enemy.** Direct fire is inherent in maneuver, as is close combat. This function includes tasks associated with force projection related to gaining a positional advantage over an enemy. One example is moving forces to execute a large-scale air or airborne assault. Another is deploying forces to intermediate staging bases in preparation for an offensive operation. *Maneuver* is the employment of forces in the operational area through movement in combination with fires to achieve a position of advantage in respect to the enemy in order to accomplish the mission (JP 3-0). Commanders use maneuver for massing the effects of combat power to achieve surprise, shock, and momentum. Effective maneuver requires close coordination with fires. Movement is necessary to disperse and displace the force as a whole or in part when maneuvering. Both tactical and operational maneuver require logistic support. The movement and maneuver warfighting function includes the following tasks:

- Deploy.
- Move.
- Maneuver.
- Employ direct fires.
- Occupy an area.
- Conduct mobility and countermobility operations.
- Employ battlefield obscuration.

The movement and maneuver warfighting function does not include administrative movements of personnel and materiel. These movements fall under the sustainment warfighting function. FM 3-90 discusses maneuver and tactical movement. FM 3-35 discusses force projection.

INTELLIGENCE

4-31. **The *intelligence warfighting function* is the related tasks and systems that facilitate understanding of the operational environment, enemy, terrain, and civil considerations.** It includes

tasks associated with intelligence, surveillance, and reconnaissance operations. The commander drives the intelligence warfighting function. Intelligence is more than just collection. It is a continuous process that involves analyzing information from all sources and conducting operations to develop the situation. The intelligence warfighting function includes the following tasks:

- Support to force generation.
- Support to situational understanding.
- Provide intelligence support to targeting and information capabilities.
- Conduct intelligence, surveillance, and reconnaissance.

*Intelligence, Surveillance, and Reconnaissance

4-32. Knowledge of the operational environment precludes all effective action, whether in the information or physical domains. Knowledge about the operational environment requires aggressive and continuous surveillance and reconnaissance to acquire information. Information collected from multiple sources and analyzed becomes intelligence that provides answers to commanders' information requirements concerning the enemy and other adversaries, climate, weather, terrain, and population. Developing these requirements is the function of intelligence, reconnaissance, and surveillance (ISR). ***Intelligence, surveillance, and reconnaissance* is an activity that synchronizes and integrates the planning and operation of sensors, assets, and processing, exploitation, and dissemination systems in direct support of current and future operations. This is an integrated intelligence and operations function. For Army forces, this activity is a combined arms operation that focuses on priority intelligence requirements while answering the commander's critical information requirements**. (JP 2-01 contains ISR doctrine.) Through ISR, commanders and staffs continuously plan, task, and employ collection assets and forces. These Soldiers collect, process, and disseminate timely and accurate information, combat information, and intelligence to satisfy the commander's critical information requirements (CCIRs) and other intelligence requirements. When necessary, ISR assets may focus on special requirements, such as information required for personnel recovery operations. It supports full spectrum operations through four tasks:

- ISR synchronization.
- ISR integration.
- Surveillance.
- Reconnaissance.

4-33. ISR synchronization considers all assets—both internal and external to the organization. It identifies information gaps and the most appropriate assets for collecting information to fill them. It also assigns the most efficient means to process the information into intelligence and disseminate it. ISR integration tasks assets to collect on requirements that intelligence reach or requests for information cannot answer or that commanders consider critical. Commanders integrate assets into a single ISR plan that capitalizes on each asset's capabilities. Commanders also synchronize and coordinate surveillance and reconnaissance missions and employ other units for ISR within the scheme of maneuver. Effectively synchronizing ISR with the overall plan positions ISR assets to continue to collect information, reconstitute for branches or sequels, or shift priorities throughout the operation.

**Intelligence, Surveillance, and Reconnaissance Synchronization*

4-34. ***Intelligence, surveillance, and reconnaissance synchronization* is the task that accomplishes the following: analyzes information requirements and intelligence gaps; evaluates available assets internal and external to the organization; determines gaps in the use of those assets; recommends intelligence, surveillance, and reconnaissance assets controlled by the organization to collect on the commander's critical information requirements; and submits requests for information for adjacent and higher collection support.** This task ensures that ISR, intelligence reach, and requests for information result in successful reporting, production, and dissemination of information, combat information, and intelligence to support decisionmaking.

4-35. The intelligence officer, with the operations officer and other staff elements, synchronizes the entire collection effort. This effort includes recommending tasking for assets the commander controls and submitting requests for information to adjacent and higher echelon units and organizations. When these

sources do not answer the CCIR and other requirements, ISR synchronization uses intelligence reach to obtain the information.

4-36. ISR synchronization includes screening subordinate and adjacent unit requests for information concerning the enemy, terrain and weather, and civil considerations. When intelligence reach and requests for information do not satisfy a requirement, ISR synchronization develops specific information requirements to facilitate ISR integration. (FM 2-0 discusses intelligence reach.)

4-37. Commanders use ISR synchronization to assess ISR asset reporting. ISR synchronization includes continually identifying new and partially filled intelligence gaps. It also provides recommendations to the operations officer for tasking ISR assets.

**Intelligence, Surveillance, and Reconnaissance Integration*

4-38. ***Intelligence, surveillance, and reconnaissance integration*** **is the task of assigning and controlling a unit's intelligence, surveillance, and reconnaissance assets (in terms of space, time, and purpose) to collect and report information as a concerted and integrated portion of operation plans and orders.** This task ensures planners assign the best ISR assets through a deliberate and coordinated effort of the entire staff across all warfighting functions by integrating ISR into the operation.

4-39. The operations officer, with input from the intelligence officer, develops tasks based on specific information requirements (developed as part of ISR synchronization). Specific information requirements facilitate tasking by matching requirements to assets. The operations officer assigns tasks based on the latest time that information is of value and the capabilities and limitations of available ISR assets. Then the operations officer identifies, prioritizes, and validates intelligence requirements. The staff develops and synchronizes the ISR plan with the overall operation. During ISR integration, the entire staff participates as responsibility for the ISR plan transitions from the intelligence officer to the operations officer. ISR integration is vital in controlling limited ISR assets. During ISR integration, the staff recommends redundancy and mix as appropriate. ISR synchronization and integration result in an effort focused on answering the commander's requirements through ISR tasks translated into orders.

**Surveillance*

4-40. *Surveillance* is the systematic observation of aerospace, surface, or subsurface areas, places, persons, or things, by visual, aural, electronic, photographic, or other means (JP 3-0). Surveillance involves observing an area to collect information.

4-41. Wide-area and focused surveillance missions provide valuable information. National and joint surveillance systems focus on information requirements for combatant commanders. They also provide information to all Services for operations across the area of responsibility. The systematic observation of geographic locations, persons, networks, or equipment is assigned to Army intelligence, reconnaissance, and maneuver assets. Changes or anomalies detected during surveillance missions can develop reconnaissance to confirm or deny the change.

**Reconnaissance*

4-42. *Reconnaissance* is a mission undertaken to obtain, by visual observation or other detection methods, information about the activities and resources of an enemy or adversary, or to secure data concerning the meteorological, hydrographic, or geographic characteristics of a particular area (JP 2-0).

4-43. Units performing reconnaissance collect information to confirm or deny current intelligence or predictions. This information may concern the terrain, weather, and population characteristics of a particular area as well the enemy. Reconnaissance normally precedes execution of the overall operation and extends throughout the area of operations. It begins as early as the situation, political direction, and rules of engagement permit. Reconnaissance can locate mobile enemy command and control assets—such as command posts, communications nodes, and satellite terminals—for neutralization, attack, or destruction. Reconnaissance can detect patterns of behavior exhibited by people in the objective area. Commanders at all echelons incorporate reconnaissance into their operations.

*Soldier Surveillance and Reconnaissance

4-44. Surveillance is distinct from reconnaissance. Often surveillance is passive and may be continuous; reconnaissance missions are typically shorter and use active means (such as maneuver). Additionally, reconnaissance may involve fighting for information. Sometimes these operations are deliberate, as in a reconnaissance in force; however, the purpose of reconnaissance is to collect information, not initiate combat. Reconnaissance involves many tactics, techniques, and procedures throughout the course of a mission. An extended period of surveillance may be one of these. Commanders complement surveillance with frequent reconnaissance. Surveillance, in turn, increases the efficiency of reconnaissance by focusing those missions while reducing the risk to Soldiers.

4-45. The Soldier is an indispensable source for much of what the intelligence commanders need. Every Soldier is a sensor. Observations and experiences of Soldiers—who often work with the local populace—provide depth and context to information gathered through surveillance and reconnaissance. Commanders train all Soldiers to report their observations, even when not assigned a surveillance or reconnaissance mission. Commanders and staffs emphasize integrating information gathered from Soldiers into intelligence production.

FIRES

4-46. **The *fires warfighting function* is the related tasks and systems that provide collective and coordinated use of Army indirect fires and joint fires through the targeting process.** It includes tasks associated with integrating and synchronizing the effects of these fires with the effects of other warfighting functions. Commanders integrate these tasks into the concept of operations during planning and adjust them based on the targeting guidance. Fires normally contribute to the overall effect of maneuver, but commanders may use them separately for decisive and shaping operations. The fires warfighting function includes the following tasks:

- Decide surface targets.
- Detect and locate surface targets.
- Provide fire support.
- Assess effectiveness.
- Integrate and synchronize cyber/electromagnetic activities.

SUSTAINMENT

4-47. **The *sustainment warfighting function* is the related tasks and systems that provide support and services to ensure freedom of action, extend operational reach, and prolong endurance.** The endurance of Army forces is primarily a function of their sustainment. Sustainment determines the depth and duration of Army operations. It is essential to retaining and exploiting the initiative. Sustainment provides the support for logistics, personnel services, and health service (excluding force health protection, which is a component of the protection warfighting function) necessary to maintain operations until mission accomplishment. Internment, resettlement, and detainee operations fall under the sustainment warfighting function and include elements of all three major subfunctions. FM 4-0 describes the sustainment warfighting function, and FM 4-02 discusses the Army Health System.

Logistics

4-48. *Logistics* is the planning and executing the movement and support of forces. It includes those aspects of military operations that deal with: a. design and development, acquisition, storage, movement, distribution, maintenance, evacuation, and disposition of materiel; b. movement, evacuation, and hospitalization of personnel; c. acquisition or construction, maintenance, operation, and disposition of facilities; and d. acquisition or furnishing of services (JP 4-0). Although joint doctrine defines it as science, logistics involves both military art and science. Knowing when and how to accept risk, prioritizing myriad requirements, and balancing limited resources all require military art. Logistics integrates strategic, operational, and tactical support of deployed forces while scheduling the mobilization and deployment of additional forces and materiel. Logistics includes—

- Maintenance.
- Transportation.
- Supply.
- Field services.
- Distribution.
- Contracting.
- General engineering support.

Personnel Services

4-49. Personnel services are those sustainment functions related to Soldiers' welfare, readiness, and quality of life. Personnel services complement logistics by planning for and coordinating efforts that provide and sustain personnel. Personnel services include—

- Human resources support.
- Financial management.
- Legal support.
- Religious support.
- Band support.

Health Service Support

4-50. The Army Health System is a component of the Military Health System that oversees operational management of the health service support and force health protection missions. The Army Health System includes all mission support services by the Army Medical Department to support health service support and force health protection mission requirements for the Army. Health service support is part of the sustainment warfighting function while force health protection is a part of the protection warfighting function. (Paragraph 4-53 also discusses force health protection.)

4-51. The health service support mission focuses on the mental and physical well-being of Soldiers and, as directed, other personnel. This mission consists of three elements: casualty care, medical evacuation, and medical logistics. Casualty care encompasses Army Medical Department functions to include—

- Organic and area medical support.
- Hospitalization (to include treatment of chemical, biological, radiological, and nuclear patients).
- Dental treatment.
- Behavioral health and neuropsychiatric treatment.
- Clinical laboratory services.
- Medical evacuation (to include en route care and medical regulating).
- Medical logistics (to include blood and blood products).

Health service support closely relates to force health protection. (See paragraph 4-53.)

PROTECTION

4-52. **The *protection warfighting function* is the related tasks and systems that preserve the force so the commander can apply maximum combat power.** Preserving the force includes protecting personnel (combatants and noncombatants), physical assets, and information of the United States and multinational military and civilian partners. The protection warfighting function facilitates the commander's ability to maintain the force's integrity and combat power. Protection determines the degree to which potential threats can disrupt operations and then counters or mitigates those threats. Emphasis on protection increases during preparation and continues throughout execution. Protection is a continuing activity; it integrates all protection capabilities to safeguard bases, secure routes, and protect forces. The protection warfighting function includes the following tasks:

- Air and missile defense.
- Personnel recovery.

- Information protection.
- Fratricide avoidance.
- Operational area security.
- Antiterrorism.
- Survivability.
- Force health protection.
- Chemical, biological, radiological, and nuclear operations.
- Safety.
- Operations security.
- Explosive ordnance disposal.

4-53. The force health protection mission under the protection warfighting function includes all measures to mitigate health threats and to promote, improve, or conserve the mental and physical well-being of Soldiers. These measures enable a healthy and fit force, prevent injury and illness, and protect the force from health hazards. The measures include the prevention aspects of several Army Medical Department functions, including the following:

- Preventive medicine, including—
  - Medical surveillance.
  - Occupational and environmental health surveillance.
  - Health risk communication.
- Veterinary services, including—
  - Food inspection.
  - Animal care.
  - Prevention of zoonotic diseases (those transmitted from animals to humans, such as plague or rabies).
- Combat and operational stress control (to include behavioral health, warrior resiliency training, and combat operational stress reactions).
- Dental services (preventive dentistry).
- Laboratory services (area medical laboratory support).

COMBINED ARMS

4-54. Applying combat power depends on combined arms to achieve its full destructive, disruptive, informational, and constructive potential. ***Combined arms* is the synchronized and simultaneous application of the elements of combat power to achieve an effect greater than if each element of combat power was used separately or sequentially**. Combined arms merges leadership, information, and each of the warfighting functions and their supporting systems. Used destructively, combined arms integrates different capabilities so that counteracting one makes the enemy vulnerable to another. Used constructively, combined arms multiplies the effectiveness and the efficiency of Army capabilities used in stability or civil support.

4-55. Combined arms uses the capabilities of each warfighting function and information in complementary and reinforcing capabilities. *Complementary* capabilities protect the weaknesses of one system or organization with the capabilities of a different warfighting function. For example, commanders use artillery (fires) to suppress an enemy bunker complex pinning down an infantry unit (movement and maneuver). The infantry unit then closes with and destroys the enemy. In this example, the fires warfighting function complements the maneuver warfighting function. *Reinforcing* capabilities combine similar systems or capabilities within the same warfighting function to increase the function's overall capabilities. In urban operations, for example, infantry, aviation, and armor (movement and maneuver) often operate close to each other. This combination reinforces the protection, maneuver, and direct fire capabilities of each. The infantry protects tanks from enemy infantry and antitank systems; tanks provide protection and firepower for the infantry. Attack helicopters maneuver freely above buildings to fire from positions of advantage, while other aircraft help sustain the ground elements. Together, these capabilities

form a lethal team built on movement and maneuver. In another example, multiple artillery units routinely mass fires to support a committed artillery battalion (reinforcement). Joint capabilities—such as close air support and special operations forces—can complement or reinforce Army capabilities.

4-56. Army forces are familiar with combined arms operations. Unified actions—those integrating the capabilities of joint forces with those of multinational military and civilian organizations—have become typical as well. This integration requires careful preparation. Successful unified action requires training and exchange of liaison at every level.

4-57. Combined arms multiplies Army forces' effectiveness in all operations. Units operating without support of other capabilities generate less combat power and may not accomplish their mission. Employing combined arms requires highly trained Soldiers, skilled leadership, effective staff work, and integrated information systems. Commanders synchronize combined arms to apply the effects of combat power to the best advantage. The sequence and simultaneity of combined arms actions vary with both the operational or tactical design and in execution. Typically, ISR activities begin soon after receipt of mission and continue throughout preparation and execution. They do not cease after mission accomplishment but continue as needed. Sustainment and protection are conducted constantly but may peak before and after execution. Maneuver and fires complement each other continuously but sometimes precede each other. For example, the commander conducts preparatory lethal fires combined with electronic warfare to isolate and destroy enemy forces on an objective before maneuver forces make contact. Another example is the shifting of fires beyond the immediate vicinity of maneuver units during a pursuit.

4-58. Units achieve combined arms through organizational design and temporary reorganization (tailored and task-organized forces). For example, units organic to brigade combat teams perform all warfighting functions. However, the capabilities organic to the brigade combat team do not include Army aviation, air and missile defense, and Army special operations forces. When required, commanders add these capabilities through force tailoring and task organization. Higher echelons achieve combined arms capabilities by tailoring and task-organizing different brigades and battalions under corps or division headquarters. For example, a division force commander may reinforce four or five brigade combat teams with any number of the modular support brigades and functional brigades.

4-59. Hybrid threats require a combined arms approach emphasizing small-unit capabilities. Hybrid threats also require a mix of forces different from conventional warfare to address the fundamental differences between them. Requirements that characterize counterinsurgency in general, and civil security and civil control in particular, vary significantly among tactical areas of operations. This situation requires releasing intelligence, civil affairs, and information assets typically held at higher headquarters to brigade combat teams and often to battalion task forces or lower. Liaison officers and adjacent unit coordination are essential to integrating and synchronizing Army operations with those of other organizations. Higher headquarters may need to reinforce the mission command capabilities of their subordinates to improve coordination between them and the various organizations in their areas of operations.

FORCE TAILORING

4-60. ***Force tailoring*** **is the process of determining the right mix of forces and the sequence of their deployment in support of a joint force commander.** It involves selecting the right force structure for a joint operation from available units within a combatant command or from the Army force pool. Commanders then sequence selected forces into the operational area as part of force projection. Joint force commanders request and receive forces for each campaign phase, adjusting the quantity and Service component of forces to match the weight of effort required. Army Service component commanders tailor Army forces to meet land force requirements determined by joint force commanders. Army Service component commanders also recommend forces and a deployment sequence to meet those requirements. Force tailoring is continuous. As new forces rotate into the operational area, forces with excess capabilities return to the supporting combatant and Army Service component commands.

TASK-ORGANIZING

4-61. ***Task-organizing*** **is the act of designing an operating force, support staff, or logistic package of specific size and composition to meet a unique task or mission. Characteristics to examine when**

task-organizing the force include, but are not limited to: training, experience, equipage, sustainability, operating environment, enemy threat, and mobility. For Army forces, it includes allocating available assets to subordinate commanders and establishing their command and support relationships. Task-organizing occurs within a tailored force package as commanders organize groups of units for specific missions. It continues as commanders reorganize units for subsequent missions. The ability of Army forces to task-organize gives them extraordinary agility. It lets operational and tactical commanders configure their units to best use available resources. It also allows Army forces to match unit capabilities rapidly to the priority assigned to offensive, defensive, and stability or civil support tasks.

MUTUAL SUPPORT

4-62. Commanders consider mutual support when task-organizing forces, assigning areas of operations, and positioning units. *Mutual support* is that support which units render each other against an enemy, because of their assigned tasks, their position relative to each other and to the enemy, and their inherent capabilities (JP 3-31). In Army doctrine, mutual support is a planning consideration related to force disposition, not a command relationship. (See appendix B.) Mutual support has two aspects—supporting range and supporting distance. (See figure 4-4.) Understanding mutual support and accepting risk during operations are fundamental to the art of tactics.

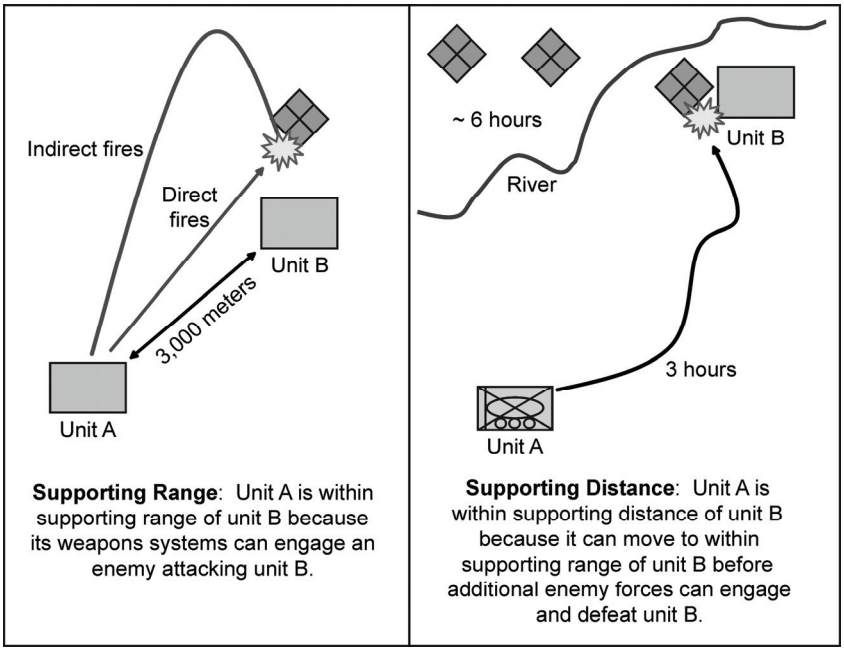

Figure 4-4. Examples of supporting range and supporting distance

4-63. ***Supporting range*** **is the distance one unit may be geographically separated from a second unit yet remain within the maximum range of the second unit's weapons systems.** It depends on available weapons systems and is normally the maximum range of the supporting unit's indirect fire weapons. For small units (such as squads, sections, and platoons), it is the distance between two units that their direct fires can cover effectively. Visibility may limit supporting range. If one unit cannot effectively or safely fire to support another, the first may not be in supporting range even though its weapons have the required range.

4-64. ***Supporting distance*** **is the distance between two units that can be traveled in time for one to come to the aid of the other and prevent its defeat by an enemy or ensure it regains control of a civil situation.** The following factors affect supporting distance:

- Terrain and mobility.
- Distance.

- Enemy capabilities.
- Friendly capabilities.
- Reaction time.

When friendly forces are static, supporting range equals supporting distance.

4-65. The command and control capabilities of supported and supporting units affect supporting distance and supporting range. Units may locate within supporting distance, but if the supported unit cannot communicate with the supporting unit, the supporting unit may not be able to affect the operation's outcome. In such cases, the units are not within supporting distance, regardless of their proximity to each other. If the units share a common operational picture, the situation may differ greatly. Relative proximity may be less important than both units' ability to coordinate their maneuver and fires. To exploit the advantage of supporting distance, the units have to synchronize their maneuver and fires more effectively than the enemy can. Otherwise, the enemy can defeat both units in detail.

4-66. Commanders also consider supporting distance in operations dominated by stability or civil support. Units maintain mutual support when one unit can draw on another's capabilities. An interdependent joint force may make proximity less significant than available capability. For example, Air Force assets may be able to move a preventive medicine detachment from an intermediate staging base to an operational area threatened by an epidemic. An additional treatment capability might be moved to the operational area based on the threat to Soldiers and the populace.

4-67. Improved access to joint capabilities gives commanders additional means to achieve mutual support. Those capabilities can extend the operating distances between Army units. Army commanders can substitute joint capabilities for mutual support between subordinate forces. Doing this multiplies supporting distance many times over. Army forces can then extend operations over greater areas at a higher tempo. Joint capabilities are especially useful when subordinate units operate in noncontiguous areas of operations that place units beyond a supporting range or supporting distance. However, depending on them entails accepting risk.

SUMMARY

4-68. The elements of combat power consist of six warfighting functions tied together by leadership and enhanced by information. The commander is at the hub of mission command and essential to integrating the capabilities of all warfighting functions to accomplish the mission through combined arms action. Combined arms generates more combat power than employing arms individually. Army forces are organized for combined arms using force tailoring and task organization. Mutual support used in complementary and reinforcing combinations also multiples the effects of combat power.

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Chapter 5

The Commander and Mission Command

This chapter discusses how commanders apply the art of command to synthesize and apply this knowledge from all levels across the command. The commander uses design to permeate all aspects of mission command. The commander drives four primary tasks: drive the operations process; understand, visualize, describe, direct, lead, and assess operations; develop teams; and lead inform and influence activities.

*ART OF COMMAND

5-1. *Command* is the authority that a commander in the armed forces lawfully exercises over subordinates by virtue of rank or assignment. Command includes the authority and responsibility for effectively using available resources and for planning the employment of, organizing, directing, coordinating, and controlling military forces for the accomplishment of assigned missions. It also includes responsibility for health, welfare, morale, and discipline of assigned personnel (JP 1). Leaders who command authority strive to do so with firmness, care, and skill.

5-2. Command is considered more art than science because it depends on actions only humans can perform. The art of command is the creative and skillful exercise of authority through decisionmaking and leadership. Enabled by mission command networks and systems, commanders synthesize knowledge from all levels—higher, lower, and lateral—and apply this knowledge across all levels of command. Those in command have authority, decisionmaking skills, and leadership abilities.

5-3. Authority refers to the right and power to judge, act, or command. It includes responsibility, accountability, and delegation. Commanders rely on their education, experience, knowledge, and judgment in applying authority as they decide (plan how to achieve the end state) and lead (direct their forces during preparation and execution). The authority of command provides the basis for control.

5-4. Decisionmaking refers to selecting a course of action as the one most favorable to accomplish the mission. Commanders apply knowledge to the situation thus translating their visualization into action. Decisionmaking includes knowing whether to decide or not, then when and what to decide, and finally, understanding the consequences. Commanders use understanding, visualization, description, and direction to determine and communicate their desired end state.

5-5. Leadership refers to influencing people by providing purpose, direction, and motivation, while operating to accomplish the mission and improve the organization. Commanders lead through a combination of personal example, persuasion, and compulsion. (FM 6-22 discusses leadership.)

DESIGN

5-6. Through collaboration and dialog, commanders use design for visualizing and describing complex operations, and then continually reassessing the situation. *Design* is a methodology for applying critical and creative thinking to understand, visualize, and describe complex, ill-structured problems and develop approaches to solve them (FM 5-0). Commanders who use design possess a greater understanding of the operational environment. With this greater understanding, the commander can provide a clear commander's intent and concept of operations. Such clarity enables subordinate units and commanders to make the effort to take initiative. Mission command requires commanders convey a clear commander's intent and concept of operations.

5-7. Design underpins the commander's tasks in leading innovative, adaptive work and guiding planning, preparation, execution, and assessment in operations. Design requires agile, versatile leaders. Throughout operations, commanders, subordinate commanders, staffs, and other partners collaborate and dialog

actively, sharing and questioning information, perceptions, and ideas to better understand situations and make decisions. Effective collaboration includes continuous dialog that leads to increased understanding of the situation, including the current problems.

5-8. Three distinct elements collectively produce a design concept. Together, they constitute an organizational learning methodology that corresponds to three questions that must be answered to produce an actionable design concept to guide planning:

- Framing the operational environment—what is the context in which design will be applied?
- Framing the problem—what problem is the design intended to address?
- Considering operational approaches—what broad, general approach may solve the problem?

5-9. Depending on the situation—to include the complexity of the problem—commanders conduct design before, in parallel with, or after the military decisionmaking process (MDMP). When faced with an ill-structured problem or when developing initial plans for extended operations, commanders often initiate design before the MDMP. This sequence helps them better understand the operational environment, frame the problem, and develop an operational approach to guide more detailed planning.

5-10. When commanders conduct design in parallel with the MDMP, members of the staff conduct mission analysis as the commander and other staff members engage in design activities. Knowledge products—such as results from intelligence preparation of the battlefield and running estimates—help inform the design team about the operational environment. Commanders may direct some staff members to focus their mission analysis on certain areas.

5-11. In time-constrained conditions requiring immediate action or if the problem is well structured, commanders may conduct the MDMP and publish an operation order without conducting design. As time becomes available during execution, commanders may then initiate design to help refine their commander's visualization and the initial plan developed using the MDMP. However, even if commanders do not conduct design at the outset of planning, they continually assess during execution for changes in the operational environment that may require them to reframe the problem. (See FM 5-0 for a detailed discussion on design.)

THE ROLE OF THE COMMANDER IN MISSION COMMAND

5-12. ***Mission command* is the exercise of authority and direction by the commander using mission orders to enable disciplined initiative within the commander's intent to empower agile and adaptive leaders in the conduct of full spectrum operations. It is commander-led and blends the art of command and the science of control to integrate the warfighting functions to accomplish the mission.** (See Chapter 4 for the definition of mission command as a warfighting function and all of its components.) The role of the commander in mission command is to direct and lead from the beginning of planning throughout execution, and to assess continually. Successful mission command requires the commander's presence and personal leadership. To ensure mission accomplishment in full spectrum operations, the commander—

- Drives the operations process.
- Understands, visualizes, describes, directs, leads, and assesses operations.
- Develops teams among modular formations and joint, interagency, intergovernmental, and multinational partners.
- Leads inform and influence activities. (Chapter 6 has a more detailed discussion of inform and influence activities.)

*DRIVE THE OPERATIONS PROCESS

5-13. Commanders drive the operations process (see figure 5-1). While staffs perform essential functions that amplify the effectiveness of operations, commanders play the central role in the operations process. Commanders blend the art of command and the science of control. Guided by their experience, knowledge, education, intelligence, and intuition, commanders apply leadership to translate decisions into action. (Chapter 6 discusses the operations process.)

UNDERSTAND, VISUALIZE, DESCRIBE, DIRECT, LEAD, AND ASSESS OPERATIONS

5-14. Commanders understand, visualize, describe, direct, lead, and assess operations. They understand the problem. Commanders visualize the end state and the nature and design of the operation. They describe the time, space, resources, purpose, and action. They direct the warfighting functions. Commanders also continually lead and assess.

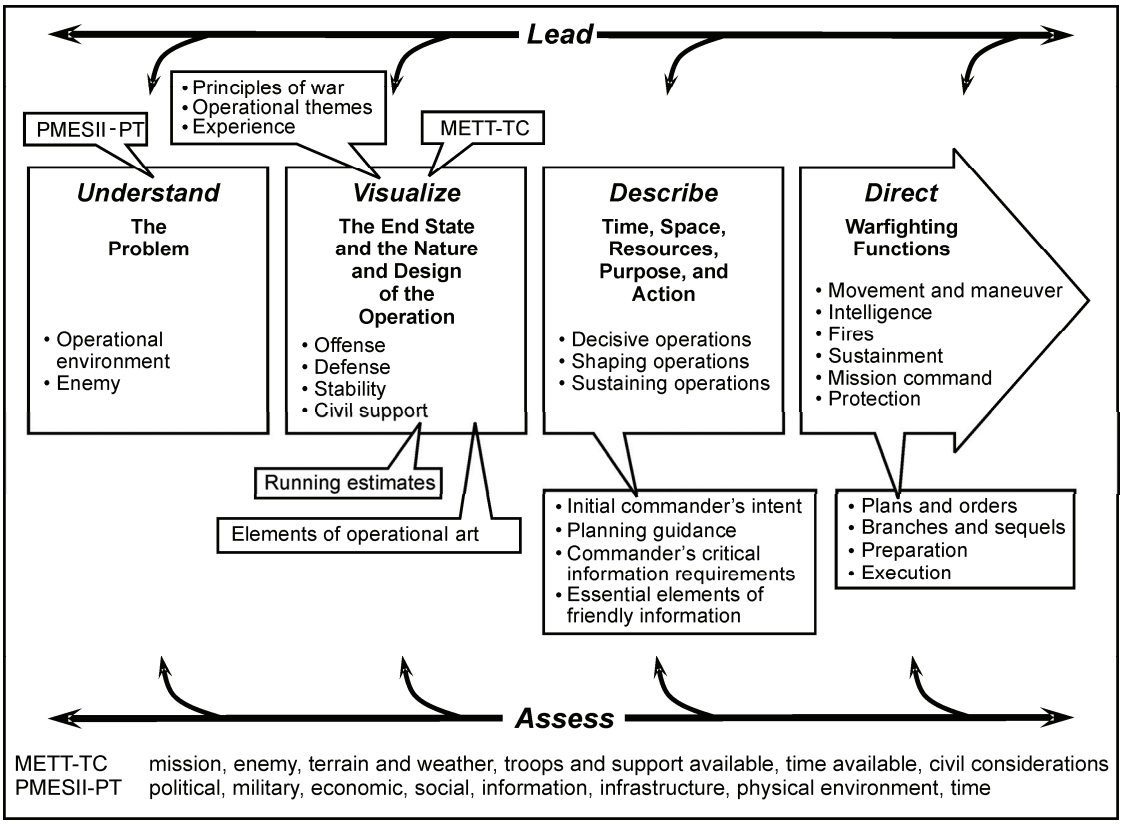

***Figure 5-1. Driving the operations process**

5-15. *This process is the Army's model for the exercise of mission command. Commanders apply the methodology of design to gain and maintain a greater **understanding** of the operational environment and support the operations process. They seek to **visualize** the end state and operational approach. They **describe** the visualization to promote a shared understanding. Commanders **direct** action based on situational understanding. They **lead** Soldiers and partners during execution. They **continuously assess** progress of operations and adapt (reframe) as required.

5-16. Commanders conduct (plan, prepare, execute, and assess) operations. They plan to understand a situation, envision a desired future, and, with assistance of their staffs, lay out effective ways of bringing that future about. Commanders guide preparation to help the force and Soldiers improve their ability to execute an operation, and establish conditions that improve friendly forces' opportunities for success. Throughout execution, commanders create conditions for seizing the initiative. Finally, commanders continuously assess the current situation and progress of an operation, and adjust or reframe as needed to ensure objectives are accomplished and success is achieved. Commanders make timely and effective decisions based on applying judgment to available information. It requires knowing both when and what to decide. It also requires commanders to evaluate the quality of information and knowledge. Commanders identify important information requirements and focus subordinates and staff on answering them. They face a thinking, adaptive enemy. Commanders estimate, but cannot predict, the enemy's actions and the course of future events. Once executed, the effects of their decisions are frequently irreversible. Therefore, they anticipate actions that follow their decisions.

5-17. Commanders continuously combine analytic and intuitive approaches to decisionmaking. Analytic decisionmaking approaches a problem systematically. The analytic approach aims to produce the optimal solution to a problem from among the solutions identified. The Army's analytic approach is the MDMP. In contrast, *intuitive decisionmaking* is the act of reaching a conclusion that emphasizes pattern recognition based on knowledge, judgment, experience, education, intelligence, boldness, perception, and character. This approach focuses on assessment of the situation vice comparison of multiple options (FM 6-0). It relies on the experienced commander's and staff member's intuitive ability to recognize the key elements and implications of a particular problem or situation, reject the impractical, and select an adequate solution. (FM 5-0 discusses the MDMP. FM 6-0 discusses analytic and intuitive decisionmaking.)

5-18. The two approaches are not mutually exclusive. Commanders may make an intuitive decision based on situational understanding gained during the MDMP. If time permits, the staff may use a specific MDMP step, such as war gaming, to validate or refine the commander's intuitive decision. In a time-constrained environment, many techniques—such as selecting a single course of action—rely heavily on intuitive decisions. Even in the most rigorous, analytic decisionmaking processes, intuition sets boundaries for analysis.

5-19. *Commanders conduct design to help them with the conceptual aspects of planning to include understanding, visualizing, and describing. After receipt of or in anticipation of a mission, commanders may begin design to understand the operational environment, frame the problem, and develop an operational approach to solve the problem. Using the elements of operational art, commanders visualize the desired end state and a broad concept of how to shape the current conditions into the end state. Commanders describe their visualization through the commander's intent, planning guidance, and concept of operations, clarifying an uncertain situation.

5-20. Commanders continuously lead and assess. Guided by professional judgment gained from experience, knowledge, education, intelligence, and intuition, commanders lead by force of example and personal presence. Leadership inspires Soldiers (and sometimes civilians) to accomplish things that they would otherwise avoid. This often requires risk. Commanders anticipate and accept prudent risk to create opportunities to seize, retain, and exploit the initiative and achieve decisive results. Assessment helps commanders better understand current conditions and broadly describe future conditions that define success. They identify the difference between the two and visualize a sequence of actions to link them.

5-21. *Commanders encourage the leadership and initiative of subordinates through mission command. Commanders accept setbacks that stem from the initiative of subordinates. They understand that land warfare is chaotic and unpredictable and that action is preferable to passivity. They encourage subordinates to accept prudent risks to create opportunities, while providing intent and control that allow for latitude and discretion. They also express gaps in relevant information as commander's critical information requirements (CCIRs). Direction is implicit in command; commanders direct actions to achieve results and lead forces to mission accomplishment.

Understand

5-22. Understanding is fundamental to the role of the commander. It is essential to the commander's ability to establish the situation's context. Understanding involves analyzing and understanding the operational or mission variables in a given operational environment. It is derived from applying judgment to the common operational picture through the filter of the commander's knowledge and experience. Understanding includes physical factors (such as location of forces or population centers), human factors (such as religion or morale), and the relationships among friendly and enemy forces, the local populace and other aspects of the operational environment that potentially represent opportunities and threats to friendly forces.

5-23. To develop a truer understanding of the operational environment, commanders, subordinate commanders, staffs, and other partners collaborate and dialog actively, sharing and questioning information, perceptions, and ideas to better understand situations and make decisions. Competent commanders circulate throughout their areas of operations as often as possible, talking to subordinate commanders and Soldiers conducting operations, while observing for themselves. These individuals have a more finely attuned sense of the local situation, and their intuition may detect trouble or opportunity long before the staff might. Intuition deepens commanders' understanding. It allows them to anticipate potential opportunities and threats, information gaps, and capability shortfalls. Understanding becomes the basis of the commander's visualization.

5-24. Numerous factors determine the commander's depth of understanding. Surveillance and reconnaissance prove indispensable as do actual observation and listening to subordinates. Formulating CCIRs, keeping them current, determining where to place key personnel, and arranging for liaisons also contribute to understanding. Maintaining understanding is a dynamic ability; a commander's situational understanding changes as an operation progresses. Additionally, commanders and their staffs must continually assess the level of confidence they have in their understanding of the situation, and strive to improve upon the degree of understanding. Relevant information fuels understanding and fosters initiative. Knowledge management helps commanders make informed, timely decisions. It brings the relevant information commanders require closer to that which they have. Information management helps commanders develop situational understanding to better frame the problem and assess the situation. It makes relevant information available to the right person at the right time. Greater understanding enables commanders to make better decisions. It allows them to focus their intuition on visualizing the current and future conditions of the environment and describing them to subordinates.

Visualize

5-25. ***Commander's visualization*** **is the mental process of developing situational understanding, determining a desired end state, and envisioning the broad sequence of events by which the force will achieve that end state.** During planning, commander's visualization provides the basis for developing plans and orders. During execution, it helps commanders determine if, when, and what to decide as they adapt to changing conditions. Commanders and staffs continuously assess the progress of operations toward the desired end state. They plan to adjust operations as required to accomplish the mission.

5-26. Assignment of a mission focuses the commander's visualization. Because military operations are fundamentally dynamic, this visualization must be continuous. Visualizing the desired end state requires commanders to clearly understand the operational environment and analyze the situation. Commanders consider the current situation and perform a mission analysis that assists in their initial visualization. They continually validate their visualization throughout the operation. To develop their visualization, commanders draw on several sources of knowledge and relevant information. These include—

- Elements of operational art appropriate to their echelon.
- Input from the staff and other commanders.
- Principles of war. (See appendix A.)
- Operational themes and related doctrine.
- Running estimates.
- The common operational picture.
- Their experience and judgment.
- Subject matter experts.

Visualization allows commanders to develop their intent and planning guidance for the entire operation, not just the initial onset of action.

5-27. Subordinate, supporting, adjacent, and higher commanders communicate with one another to compare perspectives and visualize their environments. Commanders increase the breadth and depth of their visualizations by collaborating with other commanders. Staff input, as running estimates, focuses analysis and detects potential effects on operations. Commanders direct staffs to provide the information necessary to shape their visualization. Commanders (and staff, if available) translate the commander's visualization into a specific course of action for preparation and execution, focusing on the expected results.

5-28. Commanders consider the elements of operational art as they frame the problem and describe their visualization. (See chapter 7.) However, the utility and application of some elements are often limited at the tactical level. Commanders use the elements that apply to their echelon and situation.

Describe

5-29. After commanders visualize an operation, they communicate their vision to their staffs and subordinates. They describe their shared understanding of the mission and commander's intent. Through

collaboration and dialog, commanders ensure subordinates understand the visualization well enough to begin planning. Commanders describe their visualization in doctrinal terms, refining and clarifying it as circumstances require. Commanders express their initial visualization in terms of—

- Initial commander's intent.
- Planning guidance, including an initial concept of operations.
- Information required for further planning (CCIRs).
- Essential elements of friendly information to protect.

Initial Commander's Intent

5-30. Commanders summarize their visualization in their initial intent statement. The initial commander's intent aims to facilitate planning while focusing the overall operations process. Commanders develop this statement. It succinctly describes the commander's visualization of the entire operation listing what the commander wants to accomplish. The initial commander's intent links the operation's purpose with the conditions that define the desired end state. Usually the intent statement evolves as planning progresses and more information becomes available.

5-31. The initial commander's intent statement focuses the staff during the operations process. The staff uses this statement to develop and refine courses of action. These courses of action help establish conditions that define the end state. Planning involves developing lines of effort that link the execution of tactical tasks to end state conditions. A clear initial commander's intent drives this effort.

Planning Guidance

5-32. Commanders provide planning guidance with their initial intent statement. Planning guidance conveys the essence of the commander's visualization. Effective planning guidance is essentially an initial concept of operations that prioritizes each warfighting function. It reflects how the commander sees the operation unfolding. It broadly describes when, where, and how the commander intends to employ combat power to accomplish the mission within the higher commander's intent. Broad and general guidance gives the staff and subordinate leaders' maximum latitude; it lets proficient staffs develop flexible and effective options.

5-33. Commanders use their experience and judgment to add depth and clarity to their planning guidance. They ensure staffs understand the broad outline of their visualization while allowing them the latitude necessary to explore different options. This guidance provides the basis for a detailed concept of operations without dictating the specifics of the final plan. As with their intent, commanders may modify planning guidance based on staff and subordinate input and changing conditions.

Commander's Critical Information Requirements

5-34. A *commander's critical information requirement* is an information requirement identified by the commander as being critical to facilitating timely decisionmaking. The two key elements are friendly force information requirements and priority intelligence requirements (JP 3-0). A CCIR directly influences decisionmaking and facilitates the successful execution of military operations. Commanders decide whether to designate an information requirement as a CCIR based on likely decisions and their visualization of the course of the operation. A CCIR may support one or more decisions. During planning, staffs recommend information requirements for commanders to designate as CCIRs. During preparation and execution, they recommend changes to CCIRs based on assessment. A CCIR is—

- Specified by a commander for a specific operation.
- Applicable only to the commander who specifies it.
- Situation dependent—directly linked to a current or future mission.
- Focused on predictable events or activities.
- Time-sensitive—planners report the answer to a CCIR to the commander immediately by any means available.

5-35. Always promulgated by a plan or order, commanders limit the number of CCIRs to focus the efforts of limited collection assets. Typically, commanders identify ten or fewer CCIRs. The fewer the CCIRs, the

easier staffs can remember, recognize, and act on each one. This helps staffs and subordinates identify information the commander needs immediately. While most staffs provide relevant information, a good staff expertly distills that information. It identifies answers to CCIRs and gets them to the commander immediately. It also identifies vital information that does not answer a CCIR but that the commander nonetheless needs to know. A good staff develops this acumen through training and experience. Designating too many CCIRs limits the staff's ability to immediately recognize and react to them. Excessive critical items reduce the focus of collection efforts.

5-36. The list of CCIRs constantly changes. Commanders add and delete individual requirements throughout an operation as they need information for specific decisions. Commanders determine their own CCIRs but may select some from staff nominations. Staff sections recommend the most important intelligence and information requirements for the commander to consider as CCIRs. Once approved, a CCIR falls into one of two categories: priority intelligence requirements (PIRs) and friendly force information requirements (FFIRs).

5-37. A *priority intelligence requirement* is an intelligence requirement, stated as a priority for intelligence support, that the commander and staff need to understand the adversary or the operational environment (JP 2-0). PIRs identify the information about the enemy, terrain and weather, and civil considerations that the commander considers most important. Lessons from recent operations show that intelligence about civil considerations may be as critical as intelligence about the enemy. Thus, all staff sections may recommend information about civil considerations as PIRs. The intelligence officer manages PIRs for the commander.

5-38. A *friendly force information requirement* is information the commander and staff need to understand the status of friendly force and supporting capabilities (JP 3-0). FFIRs identify the information about the mission, troops and support available, and time available for friendly forces that the commander considers most important. In coordination with the staff, the operations officer manages FFIRs for the commander.

Essential Elements of Friendly Information

5-39. **An *essential element of friendly information* is a critical aspect of a friendly operation that, if known by the enemy, would subsequently compromise, lead to failure, or limit success of the operation and therefore should be protected from enemy detection**. Although EEFIs are not CCIRs, they have the same priority. An EEFI establishes an element of information to protect rather than one to collect. EEFIs identify those elements of friendly force information that, if compromised, would jeopardize mission success. EEFIs help commanders protect vital friendly information. Their identification is the first step in the operations security process and central to the protection of information. (FM 3-13 addresses the operations security process.) EEFIs are also key factors in formulating military deception operations.

Direct

5-40. Commanders direct all aspects of operations. This direction takes different forms during planning, preparation, and execution. Commanders make decisions and direct actions based on their situational understanding, which they maintain by continuous assessment. They use control measures to focus the operation on the desired end state. Commanders direct operations by—

- Preparing and approving plans and orders.
- Assigning and adjusting missions, tasks, task organization, and control measures based on changing conditions.
- Positioning units to maximize combat power, anticipate actions, or create or preserve maneuver options.
- Positioning key leaders to ensure observation and supervision at critical times and places.
- Adjusting support priorities and allocating resources based on opportunities and threats.
- Accepting risk to create opportunities to seize, retain, and exploit the initiative.
- Establishing themes (and sometimes messages) for inform and influence activities.
- Committing reserves.

Plans and Orders

5-41. Plans and orders are key tools used by commanders in directing operations. Under mission command, commanders direct with mission orders. ***Mission orders*** **is a technique for developing orders that emphasizes to subordinates the results to be attained, not how they are to achieve them. It provides maximum freedom of action in determining how to best accomplish assigned missions.** Mission orders synchronize subordinates' actions only as required for mission success. Constraints are appropriate when mission success requires closely synchronized action by multiple units. Even then, commanders establish constraints in a manner that least limits individual initiative. Commanders ensure that orders prepared by the staff follow the precepts of mission orders to facilitate decentralized execution and maximum flexibility of subordinates.

5-42. Generally, subordinate commanders exercise full freedom of action within the concept of operations and commander's intent. Higher commanders may impose additional control over subordinates during a particular phase or mission. As soon as conditions allow, subordinates regain their freedom of action. Effective mission orders communicate to subordinates the situation, their commander's intent and mission, and the important tasks of each unit. The commander's intent and concept of operations set guidelines that ensure unity of effort while allowing subordinate commanders to exercise initiative.

5-43. Mission orders stress not only the tasks required of subordinates but also understanding their context and purpose. While clear direction is essential to accomplishing the mission, commanders strike a balance between necessary but minimum direction and overly detailed direction. Subordinates who act first (within the commander's intent) and report later often achieve far more than those who delay action to wait for the commander's confirmation.

Commander's Intent

5-44. **The** ***commander's intent*** **is a clear, concise statement of what the force must do and the conditions the force must establish with respect to the enemy, terrain, and civil considerations that represent the desired end state.** The commander's intent succinctly describes what constitutes success in an operation. It includes the operation's purpose and only the most important conditions that define the end state. It links the mission, concept of operations, and tasks to subordinate units. A clear commander's intent facilitates a shared understanding and focus on the overall conditions that represent mission accomplishment. During execution, the commander's intent spurs individual initiative.

5-45. Soldiers two echelons down must easily remember and clearly understand the commander's intent. The shorter the commander's intent, the better it serves these purposes. Typically, the commander's intent consists of three to five sentences. Commanders formulate and communicate their commander's intent to describe the boundaries within which subordinates may exercise initiative while maintaining unity of effort. To avoid limiting subordinates' freedom of action, commanders place only minimum constraints for coordination on them.

5-46. Commanders develop their intent statement. The commander's intent, coupled with mission, directs subordinates toward mission accomplishment, especially when current orders no longer fit the situation and subordinates must decide how to deviate from them. Subordinate leaders, empowered with authority and a clear understanding of the commander's intent and concept, develop the situation, adapt, and act decisively under fluid, dynamic conditions.

Concept of Operations

5-47. **The** ***concept of operations*** **is a statement that directs the manner in which subordinate units cooperate to accomplish the mission and establishes the sequence of actions the force will use to achieve the end state. It is normally expressed in terms of decisive, shaping, and sustaining operations.** The concept of operations expands on the commander's intent by describing how the commander wants the force to accomplish the mission. It states the principal tasks required, the responsible subordinate units, and how the principal tasks complement one another. The concept of operations promotes general understanding by stating the task (such as attack) that directly accomplishes the mission (the decisive operation) and the units that will execute it. The concept of operations clearly describes the other units' tasks in terms of shaping and sustaining operations. It may include, for example, the type of

support or specific location for providing support. Normally, the concept of operations projects the status of the force at the end of the operation. If the mission dictates a significant change in tasks during the operation, the commander may phase the operation. Small-unit commanders and leaders usually do not describe their concept of operations in terms of decisive, shaping, and sustaining operations; they simply assign tasks to subordinates using main effort as required. (FM 5-0 discusses the concept of operations in detail.)

5-48. **The *decisive operation* is the operation that directly accomplishes the mission. It determines the outcome of a major operation, battle, or engagement. The decisive operation is the focal point around which commanders design the entire operation.** Multiple units may be engaged in the same decisive operation. For example, one task force may follow another on an axis of advance, prepared to assume the attack. Units operating in noncontiguous areas of operations may execute the tasks composing the higher headquarters' decisive operation simultaneously in different locations. Commanders visualize the decisive operation and then design shaping and sustaining operations around it.

5-49. Changing the mission normally changes the decisive operation. This can occur because of a change of phase but is more typical in the conduct of branches and sequels. When Army forces transition to a new operation, through either mission accomplishment or a significant change in the situation requiring reframing, the commander identifies a new decisive operation. Any element of full spectrum operations can be the decisive operation, as can a specific task, such as movement to contact or civil security. The commander determines the decisive operation. In a protracted stability operation, for example, the commander may identify a stability task in a particular area as the decisive operation: "The decisive operation is to provide civil security in Tal Afar. Task Force Roper provides civil security in Tal Afar commencing D+2."

5-50. **A *shaping operation* is an operation at any echelon that creates and preserves conditions for the success of the decisive operation.** Shaping operations establish conditions for the decisive operation through effects on the enemy, population (including local leaders), and terrain. Inform and influence activities, for example, may integrate Soldier and leader engagement tasks into the operation to reduce tensions between Army units and different ethnic groups through direct contact between Army leaders and local leaders. Shaping operations may occur throughout the operational area and involve any combination of forces and capabilities.

5-51. Shaping operations may occur before, during, or after the decisive operation begins. Some shaping operations, especially those executed simultaneously with the decisive operation, may be economy of force actions. However, if the force available does not permit simultaneous decisive and shaping operations, the commander sequences shaping operations around the decisive operation. The concept of operations describes how shaping operations contribute to the decisive operation's success, often in terms of the purpose. For example, "Task Force Hammer conducts search and attack operations in area of operations Anvil to neutralize insurgents that threaten Tal Afar. Task Force Rapier secures area of operations Sparrow as a support area for brigade operations."

5-52. **A *sustaining operation* is an operation at any echelon that enables the decisive operation or shaping operations by generating and maintaining combat power.** Sustaining operations differ from decisive and shaping operations in that they are focused internally (on friendly forces) rather than externally (on the enemy or environment). They typically address important sustainment and protection actions essential to the success of decisive and shaping operations. However, sustaining operations cannot be decisive themselves. Note that logistic and medical support provided to the civilian population relate to stability and civil support operations (provide essential services); they are not sustaining operations. At the operational level, sustaining operations focus on preparing the force for the operation's next phase. They determine the limit of operational reach. At the tactical level, sustaining operations determine the tempo of the overall operation; they ensure the force can seize, retain, and exploit the initiative.

5-53. Sustaining operations are continuous; commanders do not reiterate routine sustainment requirements in the concept of operations. Rather, the concept of operations emphasizes important changes in sustainment required by the operation. For example, "Brigade support battalion moves to area of operations Sparrow as soon as it is secure and establishes the brigade support area. On order, brigade special troops battalion assumes control of area of operations Sparrow." If there are no significant changes to sustainment, the sustainment paragraph or annexes discuss it.

5-54. The concept of operations identifies a main effort unit if required; otherwise, the priorities of support go to the unit conducting the decisive operation. **The *main effort* is the designated subordinate unit whose mission at a given point in time is most critical to overall mission success. It is usually weighted with the preponderance of combat power.** Designating a main effort temporarily prioritizes resource allocation. When commanders designate a unit as the main effort, it receives priority of support and resources. Commanders shift resources and priorities to the main effort as circumstances and the commander's intent require. Commanders may shift the main effort several times during an operation. Commanders may designate a unit conducting a shaping operation as the main effort until the decisive operation commences. However, the unit with primary responsibility for the decisive operation becomes the main effort upon execution of the decisive operation. For example, "Task Force Hammer is the main effort until D+2."

Lead

5-55. After commanders make decisions, they lead their forces throughout execution. During execution, commanders provide the strength of character, moral courage, and will to follow through with their decisions. When changing decisions, they must know when and what to decide, and when to make other decisions that address changes in the situation. (FM 6-22 discusses leadership actions during execution. Chapter 4 discusses leadership and combat power.)

5-56. Effective leaders have physical presence. Commanders carefully consider where they need to be, balancing the need to inspire Soldiers with that of maintaining an overall perspective of the entire operation. The commander's forward presence demonstrates a willingness to share danger. It also allows them to appraise for themselves the subordinate unit's condition, including leader and Soldier morale. Forward presence allows commanders to sense the human dimension of conflict, particularly when fear and fatigue reduce effectiveness. Then commanders need to lead by example, side-by-side with Soldiers. Commanders cannot let the perceived advantages of improved information technology compromise their obligation to lead by example.

5-57. The commander's will is the one constant that propels the force through the shock and friction of battle. Friction is inherent in all operations. Inevitably, things can and will go wrong. The ability of leaders and Soldiers to concentrate erodes as they reach the limit of their endurance. Against a skilled and resolute enemy, Soldiers may approach that point when fear, uncertainty, and physical exhaustion dominate their thinking. At this point, the commander's strength of will and personal presence provides the moral impetus for actions that lead to victory.

*Assess

5-58. Assessment helps commanders to better understand current conditions and determine how the operation is progressing. The commander maintains overall perspective, comparing the current situation to the one originally envisioned. This requires critical thinking, inspired when possible, by the commander's participation in design. The information that commanders receive from subordinates often shapes how commanders identify, frame, and seek to solve a problem. Commanders use this information to develop indicators to determine progress toward a successful outcome. These indicators may take the form of intermediate objectives that units must accomplish to achieve a desired end state.

5-59. The commander assesses the overall progress against the conditions extant, always asking whether the mission and commander's intent still apply. When assessment reveals a significant variance from the commander's original visualization, commanders reframe the problem and develop an entirely new plan as required. The staff assessment guides how to exercise control and regulate subordinate activities. Mission command requires that staff officers balance their judgment with the subordinate commanders' perspective; assessing progress against their commander's intent first, and then existing control measures.

*DEVELOP TEAMS AMONG MODULAR FORMATIONS AND JOINT, INTERAGENCY, INTERGOVERNMENTAL, AND MULTINATIONAL PARTNERS

5-60. Developing teams within organizations begins early in the operations process. This key activity begins in preparation and continues throughout execution. As part of unified action, the Army conducts

operations with joint, interagency, intergovernmental, and multinational partners, as well as nongovernmental organizations. Commanders integrate all their capabilities. Developing teams enables commanders to shape operations before, during, and after operations. Army and joint, interagency, intergovernmental and multinational leaders study and understand the capabilities and limits of each team member. This effort ensures unity of effort. Leaders develop this understanding by training and continuously planning with joint, intergovernmental, interagency, multinational, and nongovernmental partners. Sustained engagement with host-nation governments and security forces enhances the developed understanding. Integrating capabilities during full spectrum operations requires interaction and preparation before commanders commit forces. Integration occurs through training exercises, exchange programs, and training events. Greater collaboration in developing systems and equipment results for all the forces involved.

5-61. The Army transformed from a division-based force to a modular brigade-based force with brigades organized by function. The brigade building blocks of the division make it a modular force task organized to the needs of the mission while creating options to use forces less than full divisions. However, this modular construct creates a challenge for commanders trying to build trust and confidence within subordinate organizations. These organizations are task-organized to meet specific mission requirements and often not habitually associated with a higher headquarters. Often they have not trained with the higher headquarters that employs them. Collaboration and dialog with subordinate organizations can mitigate these potential obstacles to team building. Through collaboration and dialog, commanders gain insight into the needs of subordinate leaders while also sharing their own clear vision and commander's intent.

5-62. By circulating among subordinate units, commanders can assess subordinates' preparation and execution, get to know new units in the task organization, and personally motivate Soldiers. By personally briefing subordinates, commanders gain firsthand appreciation for the situation as well as ensuring subordinate leaders and Soldiers understand the commander's intent. Commanders lead, coach, and mentor subordinate leaders. This assists in establishing close relationships that foster trust and mutual confidence. A subordinate's understanding of the commander's intent, provided through clear and succinct mission orders, drives successful mission command.

5-63. Commanders also visit with other government agencies, intergovernmental organizations, nongovernmental organizations, and the local populace in their areas of operations. With their presence, commanders build personal relationships with civilian leaders. Knowledge gained during these visits enables commanders to maintain situational understanding and continuously update their commander's visualization prior to and during execution. Civilian organizations, including those of the host nation, frequently arrive before and remain after forces depart. Commanders and staffs identify and make contact with those various organizations.

5-64. A challenge in building teams among civilian and military efforts stems from differing capabilities and cultures in the civilian and host-nation organizations compared to those of the headquarters. To help build partnerships, commanders strive to have partners—

- Represented, integrated, and actively involved in planning and coordinating activities.
- Share an understanding of the situation and problems to solve.
- Collectively determine the resources, capabilities, and activities necessary to achieve their goals.
- Work for unity of effort toward achieving common goals.

5-65. As Army forces conduct operations with various joint and other U.S. government agencies, leaders integrate Army and interagency capabilities to accomplish specific operational objectives. Interagency cooperation seeks to balance and combine the capabilities that the Army and those agencies bring to the operation. To effectively integrate complementary interagency capabilities, commanders follow policy guidance and the higher commander's concept of operations. Army leaders apply their understanding of different cultures and agencies involved to place military efforts in context and to serve on civil-military teams.

5-66. Partnering, especially with multinational partners, helps direct efforts toward mission accomplishment. It exceeds an opportunity for exchanging ideas and information. Partnering, and the need to partner, enables successful military operations. Even when no command authority exists, collaboration between commanders and partners affords commanders opportunities to revise their understanding or

operational approach so together they can achieve the desired end state. Commanders seek unity of effort through coordination and cooperation even if participants come from different commands or organizations. Achieving unity of effort depends on leaders working with partners. They develop a mutual understanding of the environment and a common commitment to solutions. They address causes of conflict and sources of enemy strength. Achieving unity of effort requires Army leaders to have a high degree of cultural understanding and social skills. Without such understanding and skills, leaders will fail to mediate and collaborate with diverse partners.

5-67. Commanders continuously engage and emphasize strengthening existing relationships with modular formations and joint, interagency, intergovernmental, and multinational partners. Such action remains essential to developing mutual trust and common understanding. To build and strengthen bonds of trust and understanding, commanders sustain efforts to conduct combined training, education, and cultural exchanges. Successful joint and multinational operations often depend on close coordination, constant communication, and addressing issues concerning strategy and operations openly and directly.

*LEAD INFORM AND INFLUENCE ACTIVITIES

5-68. Effective full spectrum operations require commanders to establish, synchronize, and integrate actions with information themes and messages to achieve a desired end state. The integration of actions, themes, and messages aids the commander to provide consistent messages to diverse audiences. In an information-saturated environment, actions, themes, and messages are inextricably linked requiring careful coordination and integration. Information, as an element of combat power, is a critical and sometimes decisive factor in full spectrum operations. Effectively employed, information can shape the operational environment and multiply the effects of friendly successes while countering adversary or enemy information efforts. Commanders establish themes and messages. They personally engage key players, ensuring that the themes and messages are transmitted and received as the commander intends.

5-69. Information theme means a unifying or dominant idea or image that expresses the purposes for an action. A message is a verbal, written, or electronic communication that supports an information theme focused on an audience. It supports a specific action or objective. Accurate, timely, and synchronized themes and messages—delivered to the right audiences and integrated with effective actions—increase the pressure on the enemy. When dealing with friendly and neutral audiences, synchronized and integrated actions, information themes, and messages create significant opportunities to gain support for operations. Influencing behavior among varied and diverse groups enables commanders to deny the enemy safe havens and support bases necessary to mobilize resources and prepare for operations. Influence is as much a product of public perception as a measure of operational success. It reflects the ability of friendly forces to operate within the cultural and societal norms of the local populace while accomplishing the mission. Influence requires legitimacy. Developing legitimacy requires time, patience, and coordinated, cooperative efforts across the operational area. (Chapter 6 has a detailed discussion of inform and influence activities.)

SUMMARY

5-70. Commanders execute mission command to achieve success in full spectrum operations. The role of the commander in mission command is to direct and lead from the beginning of planning throughout execution, and continually assess. The commander is the central figure in mission command. Design permeates all aspects of mission command. Commanders drive the operations process. They understand, visualize, describe, direct, lead, and assess operations in complex, dynamic environments. Commanders lead the development of teams with joint, interagency, intergovernmental, and multinational partners as well as nongovernmental organizations. Commanders establish and synchronize information themes and messages to inform and influences specific audiences. Throughout operations, commanders, subordinate commanders, staffs, and other partners collaborate and dialog actively, sharing and questioning information, perceptions, and ideas to better understand situations and make decisions. Commanders encourage individual initiative through mission orders and a climate of mutual trust and understanding. Guided by their experience, knowledge, education, intelligence, and intuition, commanders apply leadership to translate decisions into action. Commanders synchronize forces and capabilities in time, space, and purpose to accomplish missions.

Chapter 6

The Science of Control

This chapter describes how commanders and staffs apply the science of control to support the commander's tasks. It discusses the staff tasks. This chapter details how staffs conduct the operations process, conduct knowledge management and information management, and conduct inform and influence and cyber/ electromagnetic activities.

*SECTION I – CONTROL

6-1. While command is a personal function, control involves the entire force. **In the context of mission command, *control* is the regulation of forces and warfighting functions to accomplish the mission in accordance with the commander's intent.** Commanders require control to direct operations. Aided by staffs, commanders exercise control over all forces in their area of operations. Staffs coordinate, synchronize, and integrate actions, inform the commander, and exercise control for the commander.

6-2. The control aspect of mission command applies more science than art because it relies on objectivity, facts, empirical methods, and analysis. The science of control includes the detailed systems and procedures to improve the commander's understanding and support execution of missions. Commanders and staffs use the science of control to overcome the physical and procedural constraints under which units operate. Control demands commanders and staffs understand those aspects of operations that they can analyze and measure. These include the physical capabilities and limitations of friendly and enemy organizations and systems. Control also requires a realistic appreciation for time-distance factors and the time required to initiate certain actions. The science of control supports the art of command.

6-3. When dealing with complex problems, commanders use design to assist them in understanding the operational environment, framing the problem, and developing a broad general approach to its solution. Design pervades all systems and procedures, enabling commanders to better understand complex problems. The commander's visualization and description of what to do to achieve desired conditions must flow logically from what commanders understand and how they have framed complex problems.

SECTION II – THE STAFF TASKS

6-4. *Three key staff tasks apply to the science of control:

- Conduct the operations process: plan, prepare, execute, and assess.
- Conduct knowledge management and information management.
- Conduct inform and influence and cyber/electromagnetic activities.

These three tasks support the commander's tasks and, although discussed in this chapter on control, complement the commander's tasks.

CONDUCT THE OPERATIONS PROCESS

6-5. **The *operations process* consists of the major mission command activities performed during operations: planning, preparing, executing, and continuously assessing the operation. The commander drives the operations process through leadership.** Commanders may perform the activities of the operations process sequentially or simultaneously. These activities are usually not discrete; they overlap and recur as circumstances demand. Commanders use the operations process to help them decide when and where to make decisions, control operations, and provide command presence. (See FM 5-0 for a detailed discussion on the operations process.)

6-6. *Planning, to include design, is synchronized. Throughout the operations process, commanders synchronize forces and warfighting functions to accomplish missions. Synchronization enables units to achieve synergic effects. For example, units must synchronize delivery of fires with target acquisition to produce the desired effects. However, synchronization is not an end in itself. It is useful only as it contributes to the greater effectiveness of the force. Unnecessary synchronization or synchronization for limited gains degrades tempo, impedes initiative, and allows the enemy to act within the friendly force decision process. Excessive synchronization undermines mission command.

6-7. Both design and the military decisionmaking process (MDMP) assist commanders and staffs with the conceptual aspects of planning. Commanders and staffs use design with the MDMP and troop leading procedures to integrate activities during planning. They also develop additional procedures and processes for executing control. Paragraphs 6-32 through 6-73 discuss this support in detail.

PLAN

6-8. ***Planning* is the process by which commanders (and the staff, if available) translate the commander's visualization into a specific course of action for preparation and execution, focusing on the expected results.** Planning begins with analysis and assessment of the conditions in the operational environment, with particular emphasis on the enemy, to determine the relationships among the mission variables. It involves understanding and framing the problem and envisioning the set of conditions that represent the desired end state. Design and the MDMP assist commanders and staffs with the conceptual aspects of planning. Based on the commander's guidance, planning includes formulating one or more supportable courses of action to accomplish the mission. Good plans foster initiative, account for uncertainty and friction, and mitigate risks.

6-9. Commanders and staffs consider the consequences and implications of each course of action. Once the commander selects a course of action, the staff formulates specified tasks to subordinates, required staff actions, and an assessment framework. Planning develops the detailed information required during execution. Examples include setting initial conditions, assigning command relationships, and establishing priorities. Planning does not cease with production of a plan or order. It continues throughout an operation as the order is refined based on changes in the situation. In addition, staffs refine plans for branches and sequels during an operation.

6-10. Whenever possible, commanders employ red teams to examine plans from an opponent's perspective. Red teams provide insight into possible flaws in the plan as well as potential reactions by the enemy and other people in the area of operations. This insight helps the staff improve the plan and develop more effective branches and sequels.

6-11. The scope, complexity, and length of planning horizons differ at the operational and tactical levels. At the operational level, campaign planning coordinates major actions across significant periods. Planners integrate Service capabilities with those of joint, interagency, intergovernmental, and multinational organizations. (JP 5-0 contains doctrine for joint operation planning.) Tactical planning has the same clarity of purpose but typically reflects a shorter planning horizon. Comprehensive, continuous, and adaptive planning characterizes successful operations at both levels.

6-12. The Army uses three doctrinal planning procedures to integrate activities during planning: design, the MDMP, and troop leading procedures. Upon receipt of a mission, commanders may begin design to understand the operational environment, frame the problem, and develop an operational approach to solve the problem. The design concept serves as the foundation for more detailed planning, including the production of plans and orders using the MDMP. In units with a formally organized staff, the MDMP provides structure to help commanders and staffs develop running estimates, plans, and orders. It provides a logical sequence for decisionmaking and interaction between the commander and staff, and it provides a common framework for parallel planning. At the lowest tactical echelons, commanders and leaders follow troop leading procedures. Design, the MDMP, and troop leading procedures hinge on the commander's ability to visualize and describe the operation. They are means to an end; their inherent value lies in the results achieved, not the process. (FM 5-0 discusses design, the MDMP, and troop leading procedures.)

6-13. Planning continues as necessary during preparation and execution. When circumstances are not suited for the MDMP or troop leading procedures, commanders rely on design, intuitive decisionmaking, and direct contact with subordinate commanders to integrate activities.

PREPARE

6-14. ***Preparation*** **consists of activities performed by units to improve their ability to execute an operation. Preparation includes, but is not limited to, plan refinement; rehearsals; intelligence, surveillance, and reconnaissance; coordination; inspections; and movement.** Preparation establishes conditions that improve friendly forces' opportunities for success. It facilitates and sustains transitions, including those to branches and sequels.

6-15. Preparation requires staff, unit, and Soldier actions. Mission success depends on preparation as much as on planning. Rehearsals help staffs, units, and Soldiers to better understand their roles in upcoming operations, practice complicated tasks, and ensure equipment and weapons function properly. Activities specific to preparation include—

- Revision and refinement of the plan.
- Rehearsals.
- Force tailoring and task-organizing.
- Surveillance and reconnaissance.
- Training.
- Troop movements.
- Precombat checks and inspections.
- Sustainment preparations.
- Integration of new Soldiers and units.
- Subordinate confirmation briefs and backbriefs.

6-16. Several preparation activities begin during planning and continue throughout execution. For example, uncommitted forces prepare for contingencies identified in branches and subsequent events detailed in sequels. Committed units revert to preparation when they accomplish their objectives, occupy defensive positions, or pass into reserve.

EXECUTE

6-17. ***Execution*** **is putting a plan into action by applying combat power to accomplish the mission and using situational understanding to assess progress and make execution and adjustment decisions.** It focuses on concerted action to seize, retain, and exploit the initiative. Army forces seize the initiative immediately and dictate tempo throughout all operations.

6-18. Commanders use mission command to achieve maximum flexibility and foster individual initiative. Subordinates exercising their initiative can significantly increase the tempo of operations; however, this may desynchronize the overall operation. Desynchronization may reduce commanders' abilities to mass the effects of combat power. Executing even relatively minor, planned actions produces second- and third-order effects throughout the force; these affect the operation's overall synchronization. Nonetheless, under mission command, commanders accept some risk of desynchronization as the price of seizing, retaining, and exploiting the initiative.

6-19. The commander's intent and mission orders focus every echelon on executing the concept of operations. Mission command enables and prompts collaborative synchronization among subordinates. When subordinates exploit opportunities, individual initiative resynchronizes the overall operation continuously. Subordinates' success may offer opportunities anticipated in the concept of operations or develop advantages that make a new concept practical. In either case, the commander's intent keeps the force focused and synchronized. Subordinates need not wait for top-down synchronization. The climate fostered by mission command encourages subordinates to act on information about the enemy, adversaries, events, and trends without detailed direction.

6-20. As commanders assess the operation, they determine when to make decisions. Orders usually identify some decision points; however, unanticipated enemy actions or conditions often present situations that require unanticipated decisions. Commanders act when decisions are required. They do not wait for a set time in the battle rhythm.

6-21. During execution, commanders draw on experience, intellect, creativity, intuition, and education to make rapid decisions. They learn deliberately as the situation develops and make changes based on that learning. Staffs synchronize or resynchronize forces and warfighting functions more quickly during execution than during planning and preparation. They must do this while forces are moving and processes are ongoing.

6-22. During execution, commanders incorporate considerations for the operation's next phase or sequel. They begin to visualize how to transition from the current operation to the next one. Based on their visualization, commanders direct actions to posture the force for the transition. As they visualize the implications of events and their solutions, commanders describe their conclusions to staff and subordinates through updated commander's critical information requirements and planning guidance. The guidance may be to develop a branch or change the main effort to exploit success. Commanders direct adjustments when necessary, primarily through fragmentary orders.

ASSESS

6-23. ***Assessment* refers to the continuous monitoring and evaluation of the current situation, particularly the enemy, and progress of an operation.** Assessment precedes and guides every operations process activity and concludes each operation or phase of an operation. It involves a comparison of forecasted outcomes to actual events. Assessment entails three tasks:

- Continuously assess the enemy's reactions and vulnerabilities.
- Continuously monitor the situation and progress of the operation towards the commander's desired end state.
- Evaluate the operation against measures of effectiveness and measures of performance.

6-24. Staffs monitor the current situation for unanticipated successes, failures, or enemy actions. As commanders and staffs assess the operation, they look for opportunities, threats, and acceptable progress. They accept risks, seize opportunities, and mitigate threats. Throughout the operation, commanders visualize, describe, and direct changes to the operation.

6-25. A *measure of performance* is a criterion used to assess friendly actions that is tied to measuring task accomplishment (JP 3-0). Measures of performance answer the question, "Was the task or action performed as the commander intended?" A measure of performance confirms or denies that a unit has performed a task properly.

6-26. A *measure of effectiveness* is a criterion used to assess changes in system behavior, capability, or operational environment that is tied to measuring the attainment of an end state, achievement of an objective, or creation of an effect (JP 3-0). Measures of effectiveness focus on the results or consequences of actions taken. They answer the question, "Is the force doing the right things, or are additional or alternative actions required?" A measure of effectiveness provides a benchmark against which the commander assesses progress toward accomplishing the mission.

6-27. Staffs analyze the current situation using mission variables and prepare their running estimates. A *running estimate* is the continuous assessment of the current situation used to determine if the current operation is proceeding according to the commander's intent and if planned future operations are supportable (FM 5-0). Staffs continuously assess how new information might impact conducting operations. They update running estimates and determine if adjustments to the operation are required. Commanders empower their staffs to make adjustments within their areas of expertise. This requires staffs to understand the aspects of operations that require the commander's attention as opposed to those delegated to their control.

6-28. Commanders integrate their own assessments and those of subordinate commanders into all aspects of the operations process. Assessment helps commanders refine their situational understanding. It allows them to make informed, rational decisions throughout the entire operation. During planning, assessment

focuses on understanding the current conditions in the operational environment and developing relevant courses of action. During preparation and execution, it emphasizes evaluating progress toward the desired end state, determining variances from expectations, and determining the significance (threat or opportunity) of those variances.

6-29. Planners primarily use the common operational picture, observations of commanders, and running estimates for assessing the operation against the concept of operations, mission, and commander's intent. The commander's visualization forms the basis of the commander's personal decisionmaking methodology throughout the operation. Running estimates provide information, conclusions, and recommendations from the perspective of each staff section. They help to refine the common operational picture and supplement it with information not readily displayed.

6-30. During assessment, commanders may decide to reframe after realizing the desired conditions have changed, are not achievable, or cannot be attained through the current operational approach. Reframing provides the freedom to operate beyond the limits of any single perspective. Conditions change during execution. Commanders and staff expect such change because forces interact within the operational environment. Recognizing and anticipating these changes is fundamental to design and essential to an organization's ability to learn.

6-31. Commanders avoid excessive analysis when assessing operations. Committing valuable time and energy to developing elaborate and time-consuming assessments squanders resources better devoted to other operations process activities. Effective commanders avoid burdening subordinates and staffs with overly detailed assessment and collection tasks. Generally, the echelon at which a specific operation, task, or action is conducted should be the echelon at which it is assessed. This provides a focus for assessment at each echelon. It enhances the efficiency of the overall operations process.

SUPPORT TO THE OPERATIONS PROCESS

6-32. Throughout the operations process, commanders and staff develop additional procedures and processes for executing control. They may execute these simultaneously. Commanders and staff also produce products that provide enough control to ensure subordinates execute within the commander's intent.

Integrating Processes

6-33. Certain integrating processes occur during all operations process activities (see figure 6-1, page 6-6). Commanders synchronize these processes with each other and integrate them into the overall operation:

- Intelligence preparation of the battlefield. (For joint and functional component commanders, this is intelligence preparation of the operational environment. See JP 2-0.)
- Targeting. (See FM 3-60.)
- Intelligence, surveillance, and reconnaissance synchronization.
- Composite risk management. (See FM 5-19.)
- Knowledge management.

Continuing Activities

6-34. The following activities continue during all operations process activities. Commanders synchronize these activities with one another and integrate them into the overall operation:

- Intelligence, surveillance, and reconnaissance.
- Security operations.
- Protection.
- Liaison and coordination.
- Terrain management.
- Information management.
- Airspace command and control.

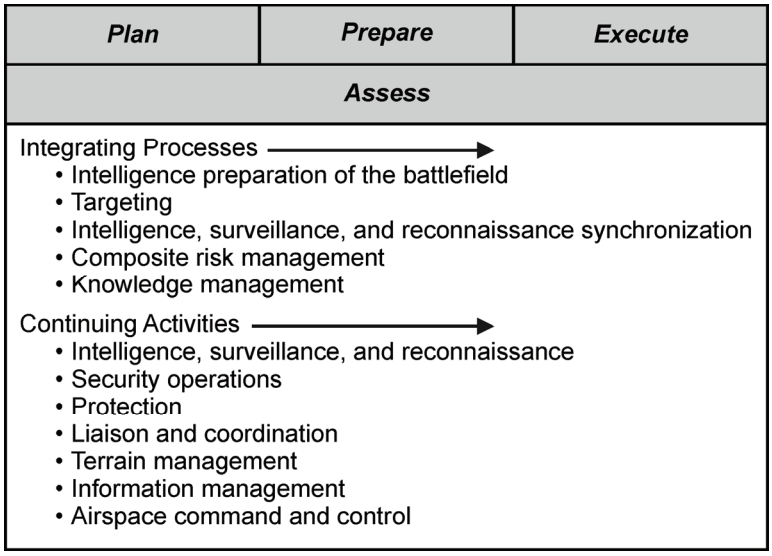

Figure 6-1. Operations process expanded

*Mission Command Networks and Systems

6-35. Commanders cannot exercise mission command alone except in the smallest organizations. Thus, commanders perform these functions through mission command networks and systems. (Chapter 4 defines mission command networks and systems.) An effective mission command system enables commanders to conduct operations that accomplish the mission decisively.

6-36. A commander's mission command system begins with people. No amount of technology can reduce the importance of the human dimension. (FM 6-22 discusses the human dimension.) Therefore, commanders base their mission command systems on human characteristics more than on equipment and procedures. Effective mission command systems required trained personnel; the best technology cannot support mission command without them.

6-37. Networks are key enablers to successful operations. Commanders capitalize on networks to extend the connectivity of higher levels to staff and subordinates. This connectivity supports operational adaptability without sacrificing coordination or unity of effort. Commanders ensure that all units have access to, understand, and communicate information across friendly networks. Electronic long-distance sensor, collector, and transmitter networks provide actionable information across the battlefield. To enable mission command, leaders and Soldiers access networks to create, process, and integrate information. Network systems provide synthesized information so leaders can make informed decisions without being overburdened. Commanders use these systems to communicate with joint, interagency, intergovernmental, and multinational partners on multiple networks.

6-38. Procedures govern actions within a mission command system to make it more effective and efficient. Procedures are standard, detailed steps that describe how to perform specific tasks. Adhering to procedures minimizes confusion, misunderstanding, and hesitation as commanders make frequent, rapid decisions to meet operational requirements.

6-39. Equipment and facilities provide sustainment and a work environment for the other elements of a mission command system. Facilities vary in size and complexity. At the lowest echelon, commanders may use their command post or vehicle as the facility. At the highest echelons, facilities consist of large and complex buildings. Units equip facilities with current and emerging technologies that provide timely, accurate, and reliable information to commanders.

6-40. To respond to a rapidly changing operational environment and develop creativity, innovation, and adaptation, information must become knowledge. Knowledge must permeate the Army. This requires both

art and science. Knowledge management generates knowledge products and services among commanders and staffs. It supports collaboration and the conduct of operations while improving organizational performance. Information management combines information systems and information processes to distribute, store, display, and protect knowledge products and services. (Paragraph 6-81 discusses information management.)

6-41. Agile and adaptive Soldiers are the single most important element of any mission command system. Their actions and responses—everything from fire and maneuver techniques to the disciplined observation of rules of engagement—control operations. Soldiers also assist commanders and exercise control on their behalf. Staffs perform many functions that help commanders exercise mission command:

- Provide relevant information and analysis.
- Maintain running estimates and make recommendations.
- Prepare plans and orders.
- Monitor operations.
- Control operations.
- Assess the progress of operations.

FORMS OF CONTROL

6-42. Control allows commanders to adjust operations to conform to their commander's intent as conditions change. Staffs provide their greatest support in assisting the commander with control. Commanders use two forms of control—procedural and positive. Commanders balance the two forms based on the situation.

6-43. ***Army procedural control*** **is a technique of regulating forces that relies on a combination of orders, regulations, policies, and doctrine (including tactics, techniques, and procedures)**. Army procedural control requires no intervention by the higher headquarters once it is established.

6-44. ***Army positive control*** **is a technique of regulating forces that involves commanders and leaders actively assessing, deciding, and directing them.** It may restrict Soldiers since commanders directly monitor operations and intervene, directing specific actions to better synchronize subordinates' operations. Excessive use of Army positive control can rapidly become detailed command.

6-45. The definitions of individual control measures provide Army procedural control without requiring detailed explanations. For example, boundaries, the most important control measure, designate the area of operations assigned to or by a commander. Commanders know they have full freedom of action within their area of operations.

6-46. Army positive control may best apply when units require detailed directions to sequence actions or coordinate the activities with nearby forces. A river crossing illustrates this situation. In exercising Army positive control, commanders may use digital information systems to assess without requesting information explicitly or continuously from subordinates. Positive control supplements mission command when necessary.

CONTROL MEASURES

6-47. Commanders exercise Army procedural and Army positive controls through control measures. **A *control measure* is a means of regulating forces or warfighting functions**. Control measures are established under a commander's authority; however, commanders may authorize staff officers and subordinate leaders to establish them. Commanders use control measures to assign responsibilities, require synchronization between forces, impose restrictions, or establish guidelines to regulate freedom of action. Commanders use control measures to coordinate subordinates' actions. The control measures can be permissive or restrictive. Permissive control measures allow specific actions to occur; restrictive control measures limit the conduct of certain actions.

6-48. Control measures help commanders direct by establishing responsibilities and limits that prevent subordinate units' actions from impeding one another. They foster coordination and cooperation between forces without unnecessarily restricting freedom of action, decisionmaking, and individual initiative.

6-49. Control measures may be detailed (such as a division operation order) or simple (such as a checkpoint). Control measures include, but are not limited to—

- Laws and regulations.
- Planning guidance.
- Delegation of authority.
- Specific instructions to plans and orders and their elements, including—
  - Commander's intent.
  - Unit missions and tasks.
  - Commander's critical information requirements.
  - Essential elements of friendly information.
  - Task organization.
  - Concept of operations.
  - Target lists.
  - Rules of engagement.
  - Service support plans.
  - Graphic control measures.
  - Unit standing operating procedures that control actions as reporting and battle rhythm.
- Information requirements.

6-50. Certain control measures belong to the commander alone—the commander's intent, unit mission statement, planning guidance, commander's critical information requirements (CCIRs), and essential elements of friendly information (EEFIs). Commanders cannot delegate these control measures. Unit standard operating procedures specify many control measures. An operation plan or order modifies and adds additional measures for a specific operation. Commanders, assisted by their staffs, modify control measures to account for the dynamic conditions of operations.

6-51. Some control measures are graphic. **A *graphic control measure* is a symbol used on maps and displays to regulate forces and warfighting functions**. Graphic control measures are always prescriptive. They include symbols for boundaries, fire support coordination measures, some airspace control measures, air defense areas, and minefields. Commanders establish them to regulate maneuver, movement, airspace use, fires, and other aspects of operations. In general, all graphic control measures relate to easily identifiable natural or manmade terrain features. (FM 1-02 portrays and defines graphic control measures and discusses rules for selecting and applying them.)

MISSION VARIABLES: THE FACTORS OF METT-TC

6-52. METT-TC is a memory aid that identifies the mission variables: **M**ission, **E**nemy, **T**errain and weather, **T**roops and support available, **T**ime available, and **C**ivil considerations. It is used in information management (the major categories of relevant information) and in tactics (the major variables considered during mission analysis). Mission analysis describes characteristics of the area of operations in terms of METT-TC, focusing on how they might affect the mission. (FM 6-0 discusses METT-TC in more detail.)

6-53. The *mission* is the task, together with the purpose, that clearly indicates the action to be taken and the reason therefore (JP 3-0). Commanders analyze a mission in terms of specified tasks, implied tasks, and the commander's intent two echelons up. They also consider the missions of adjacent units to understand their relative contributions to the decisive operation. Results of that analysis yield the essential tasks that—with the purpose of the operation—clearly specify the actions required. This analysis also produces the unit's mission statement—a short description of the task and purpose that clearly indicates the action to be taken and the reason for doing so. It contains the elements of who, what, when, where, and why. Mission command requires that commanders clearly communicate—and subordinates understand—the purpose for conducting an operation or a task.

6-54. When assigning missions, commanders ensure each subordinate's mission supports the decisive operation and the higher commander's intent. They identify the purpose for each task assigned, nesting unit missions with one another and with the decisive operation. (FM 5-0 discusses the nested concept.) Under

mission command, commanders articulate each subordinate's mission in words that foster individual initiative.

6-55. The second variable to consider is the *enemy*. Relevant information regarding the enemy may include the following:

- Dispositions (including organization, strength, location, and mobility).
- Doctrine (or known execution patterns).
- Personal habits and idiosyncrasies.
- Equipment, capabilities, and vulnerabilities.
- Probable courses of action.

Analysis of the enemy includes not only the known enemy but also other threats to mission success. Such threats might include multiple adversaries posing with a wide array of political, economic, religious, and personal motivations.

6-56. To understand threat capabilities and vulnerabilities, commanders and staffs require detailed, timely, and accurate intelligence. Of all relevant information, intelligence is the most uncertain. Commanders use surveillance and reconnaissance to collect the most important threat-related information and process it into intelligence.

6-57. *Terrain and weather* are natural conditions that profoundly influence operations. Terrain and weather are neutral; they favor neither side unless one is more familiar with—or better prepared to operate in—the physical environment. Terrain includes natural features (such as rivers and mountains) and manmade features (such as cities, airfields, and bridges). Terrain directly affects how commanders select objectives and locate, move, and control forces. It also influences protective measures and the effectiveness of weapons and other systems. Effective use of terrain reduces the effects of enemy fires, increases the effects of friendly fires, and facilitates surprise. Terrain appreciation—the ability to predict its impact on operations—is an important skill for every leader. For tactical operations, commanders analyze terrain using the five military aspects of terrain, expressed in the memory aid, OAKOC: **O**bservation and fields of fire, **A**venues of approach, **K**ey and decisive terrain, **O**bstacles, **C**over and concealment.

6-58. Climate and weather affect all operations. Climate means the prevailing pattern of temperature, wind velocity, and precipitation in a specific area measured over a period of years. Climate is a more predictable phenomenon than weather and better suited to operational-level analysis. Planners typically focus analysis on how climate affects large-scale operations over a geographically diverse area. In contrast, weather describes the conditions of temperature, wind velocity, precipitation, and visibility at a specific place and time. It applies better to tactical analysis, where its effect on operations is limited in scale and duration. Climate and weather affect conditions and capabilities of Soldiers and weapons systems, including mobility, obstacle emplacement times, and munitions performance. Effective commanders use climate and weather to their advantage.

6-59. The fourth mission variable is *troops and support available*. This refers to the number, type, capabilities, and condition of available friendly troops and support from joint, interagency, multinational, host-nation, commercial (via contracting), and private organizations. It also includes support provided by civilians. Commanders and staffs maintain information on friendly forces two echelons down. They track subordinate readiness—including training, maintenance, logistics, and morale. Commanders provide subordinates with the mix of troops and support needed to accomplish their missions. When assigning or allocating troops to subordinates, commanders and staffs consider differences in mobility, protection, firepower, equipment, morale, experience, leadership, and training.

6-60. Commanders and staffs consider available troops and support when determining the resources required to accomplish a mission—a troop-to-task analysis. If commanders determine they lack sufficient resources, they request additional support. When they lack the resources needed to execute simultaneous operations, commanders execute sequential operations.

6-61. The next mission variable is *time available*. Controlling and exploiting time drives initiative, tempo, and momentum. By exploiting time, commanders can exert constant pressure, control the relative speed of decisions and actions, and exhaust enemy forces. Upon receipt of a mission, commanders assess the time available for planning, preparing, and executing it. This includes the time required to assemble, deploy, and

maneuver units to where they can best mass the effects of combat power. Commanders also consider how much time they can give subordinates to plan and prepare their own operations. Parallel and collaborative planning helps optimize available time. (FM 5-0 discusses parallel and collaborative planning.)

6-62. Commanders relate time to the enemy and conditions. As part of this analysis, commanders consider time in two contexts: First, they estimate how much time friendly forces have to accomplish the mission relative to enemy efforts to defeat them. Second, they consider the time needed to accomplish their objectives or to change current conditions into those of the desired end state. Analyzing the time available helps commanders determine how quickly and how far in advance to plan operations. The more time the commander and staff take, the more time the enemy has. The time spent perfecting a plan may work to the enemy's advantage; the additional time provided to enemy forces often offsets the minor gains a slightly improved plan gives friendly forces.

6-63. Commanders consider the time available relative to the situation. Success depends on preventing the situation from deteriorating further. Ultimately, good plans executed sooner produce better results than perfect plans executed later.

6-64. Finally, understanding the operational environment requires understanding *civil considerations*. *Civil considerations* reflect the influence of manmade infrastructure, civilian institutions, and attitudes and activities of the civilian leaders, populations, and organizations within an area of operations on the conduct of military operations (FM 6-0). Commanders and staffs analyze civil considerations in terms of the categories expressed in the memory aid ASCOPE: **A**reas, **S**tructures, **C**apabilities, **O**rganizations, **P**eople, and **E**vents.

6-65. Civil considerations help commanders understand the social, political, and cultural variables within the area of operations and their affect on the mission. Understanding the relationship between military operations and civilians, culture, and society is critical to conducting full spectrum operations. (FM 3-05.40 contains additional information on civil considerations.) These considerations relate directly to the effects of the other instruments of national power. They provide a vital link between actions of forces interacting with the local populace and the desired end state.

6-66. Civil considerations are essential to developing effective plans for all operations—not just those dominated by stability or civil support. Full spectrum operations often involve stabilizing the situation, securing the peace, building host-nation capacity, and transitioning authority to civilian control. Combat operations directly affect the populace, infrastructure, and the force's ability to transition to host-nation authority. The degree to which the populace is expected to support or resist Army forces also affects the design of offensive and defensive operations.

6-67. Commanders and staffs use personal knowledge, area studies, and the intelligence and civil affairs running estimates to assess social, economic, and political factors. Commanders consider how these factors may relate to potential lawlessness, subversion, or insurgency. Their goal is to develop their understanding to the level of cultural awareness. At this level, they can estimate the effects of friendly actions and direct their subordinates with confidence. Cultural awareness improves how Soldiers interact with the populace and deters their false or unrealistic expectations. They have more knowledge of the society's common practices, perceptions, assumptions, customs, and values, giving better insight into the intent of individuals and groups.

AREA OF OPERATIONS

6-68. One of the most important control measures is the area of operations. The Army or land force commander is the supported commander within an area of operations designated by the joint force commander for land operations. Within their areas of operations, commanders integrate and synchronize maneuver, fires, and interdiction. To facilitate this integration and synchronization, commanders have the authority to designate targeting priorities and timing of fires.

6-69. Commanders consider a unit's area of influence when assigning it an area of operations. An *area of influence* is a geographical area wherein a commander is directly capable of influencing operations by maneuver or fire support systems normally under the commander's command or control (JP 3-16). The area of influence normally surrounds and includes the area of operations. Understanding the area of influence

helps the commander and staff plan branches to the current operation in which the force uses capabilities outside the area of operations. An area of operations should not be substantially larger than the unit's area of influence.

6-70. Ideally, the entire area of influence encompasses the area of operations. An area of operations that is too large for a unit to control can allow sanctuaries for enemy forces and may limit joint flexibility. Assigning areas of operations to subordinate commanders maximizes decentralized execution by empowering those commanders to exercise initiative. Mission command authorizes commanders to create any effects necessary to accomplish the mission (consistent with the rules of engagement) within their areas of operations. However, commanders cannot create effects outside their areas of operations without permission from the commander assigned the area of operations in which those effects will occur. Further, commanders must control all parts of their area of operations not assigned to subordinates. Assignment of an area of operations includes authority to perform the following:

- Terrain management.
- Intelligence collection.
- Civil affairs activities.
- Air and ground movement control.
- Clearance of fires.
- Security.

6-71. Subordinate unit areas of operations may be contiguous or noncontiguous. (See figure 6-2.) A common boundary separates contiguous areas of operations. Noncontiguous areas of operations do not share a common boundary; the concept of operations provides procedural control of elements of the force. **An *unassigned area* is the area between noncontiguous areas of operations or beyond contiguous areas of operations. The higher headquarters is responsible for controlling unassigned areas within its area of operations**. Designating an unassigned area only indicates that the area is not assigned to a subordinate. Unassigned areas remain the responsibility of the controlling headquarters.

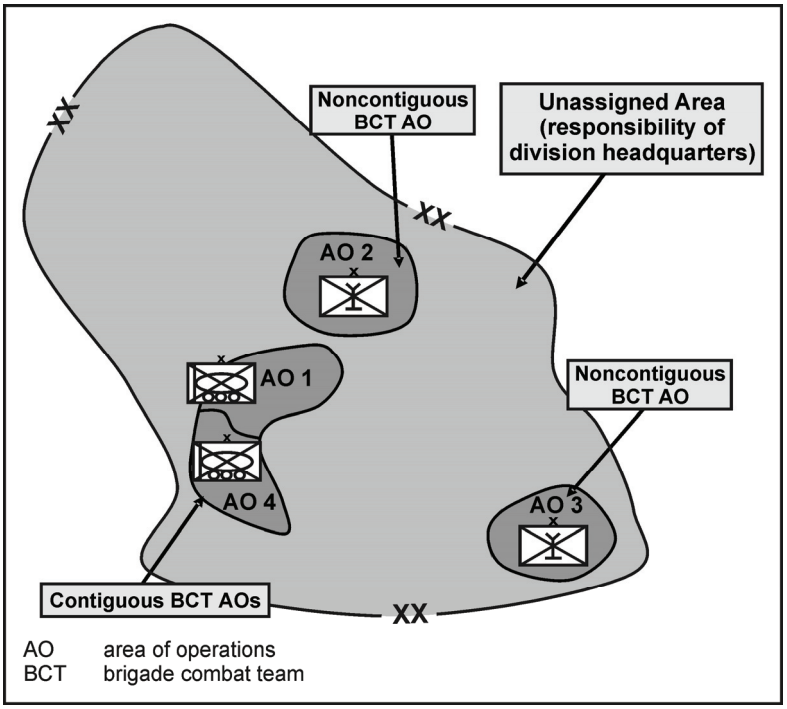

Figure 6-2. Contiguous, noncontiguous, and unassigned areas

COMMON OPERATIONAL PICTURE

6-72. **The *common operational picture* is a single display of relevant information within a commander's area of interest tailored to the user's requirements and based on common data and information shared by more than one command.** An *area of interest* is area of concern to the commander, including the area of influence, areas adjacent thereto, and extending into enemy territory to the objectives of current or planned operations. This area also includes areas occupied by enemy forces who could jeopardize the accomplishment of the mission (JP 2-03). The area of interest for stability or civil support operations may be much larger than that associated with offensive and defensive operations.

6-73. The availability of a common operational picture facilitates mission command. The common operational picture lets subordinates see the overall operation and their contributions to it as the operation progresses. This knowledge reduces the level of control higher commanders need to exercise over subordinates. The common operational picture features a scale and level of detail that meets the information needs of that commander and staff. It varies among staff sections and echelons. Separate echelons create a common operational picture by collaborating, sharing, and refining relevant information. To the extent permitted by technology, the common operational picture incorporates as much information from running estimates as possible.

*CONDUCT KNOWLEDGE MANAGEMENT AND INFORMATION MANAGEMENT

6-74. Staffs apply the science of control to support the commander's tasks by conducting knowledge management and information management.

*KNOWLEDGE MANAGEMENT

6-75. ***Knowledge management* is the art of creating, organizing, applying, and transferring knowledge to facilitate situational understanding and decisionmaking.** Knowledge management supports improving organizational learning, innovation, and performance. Its processes ensure that knowledge products and services are relevant, accurate, timely, and useable to commanders and decisionmakers. Knowledge management has three major components:

- People—those inside and outside the organization who create, organize, share, and use knowledge, and the leaders who foster an adaptive, learning environment.
- Processes—the methods to create, capture, organize, and apply knowledge.
- Technology—information systems that help collect, process, store, and display knowledge. Technology helps put knowledge products and services into organized frameworks.

6-76. Knowledge management enables commanders make informed, timely decisions despite the uncertainty of operations. It enables effective collaboration by linking organizations with Soldiers requiring knowledge. Knowledge management enhances rapid adaptation in dynamic operations. Analyzing and evaluating information creates knowledge. Since a wide range of knowledge might affect operations, the commander's information requirements may extend beyond military matters. Defining these requirements is an important aspect of knowledge management. Commanders define their information requirements with their CCIRs. The CCIRs focus development of knowledge products. (See FM 6-01.1 for a discussion on knowledge management.)

6-77. Commanders and staffs assess knowledge management effectiveness by considering whether it lessens the fog of war. Knowledge management narrows the gap between relevant information commanders require and that which they have. Developing a knowledge management plan enables leaders to—

- Address knowledge and information flow.
- Develop criteria for displaying the common operational picture.
- Access and filter information from sources normally found outside the military or the organization.
- Support developing situational awareness and situational understanding.

- Enable rapid, accurate retrieval of previously developed knowledge to satisfy new requirements.
- Route products to the right individuals in a readily understood format.
- Keep information from overwhelming commanders and staffs.

6-78. Staff responsibility for knowledge management begins with the chief of staff. Depending on the complexity of the situation, it may require dedicated personnel.

*SITUATIONAL AWARENESS

6-79. Commanders begin their visualization with situational awareness. ***Situational awareness*** **means immediate knowledge of the conditions of the operation, constrained geographically and in time**. More simply, it is Soldiers knowing what is currently happening around them. Situational awareness occurs in Soldiers' minds. It is not a display or the common operational picture; it is the interpretation of displays or the actual observation of a situation. On receipt of mission, commanders develop their situational awareness. They base it on information and knowledge products, such as the common operational picture and running estimates.

*SITUATIONAL UNDERSTANDING

6-80. During mission analysis, commanders apply judgment to their situational awareness to arrive at situational understanding. ***Situational understanding*** **is the product of applying analysis and judgment to relevant information to determine the relationships among the mission variables to facilitate decisionmaking.** It enables commanders to determine the implications of what is happening and forecast what may happen. Situational understanding enhances decisionmaking by identifying opportunities, threats to the force or mission accomplishment, and information gaps. It helps commanders identify enemy options and likely future actions, the probable consequences of proposed friendly actions, and the effect of the operational environment on both. Situational understanding based on a continuously updated common operational picture fosters individual initiative by reducing, although not eliminating, uncertainty.

*INFORMATION MANAGEMENT

6-81. ***Information management*** **is the science of using procedures and information systems to collect, process, store, display, disseminate, and protect knowledge products, data, and information.** Information management disseminates timely and protected relevant information to commanders and staffs. Information management helps commanders develop situational understanding. It also helps them make and disseminate effective decisions faster than the enemy can. Among other aspects, information management includes lower-level mechanical methods, such as organizing, collating, plotting, and arranging. However, information management goes beyond technical control of data flowing across networks. It employs both staff management and automatic processes to provide relevant information to the right person at the right time. Information management centers on commanders and the information they need to exercise mission command. It has two components: information systems and relevant information.

*INFORMATION SYSTEMS

6-82. An information system consists of equipment and facilities that collect, process, store, display, and disseminate information. This includes computers—hardware and software—and communications, as well as policies and procedures for their use. Information systems are the physical dimension of information management. They automatically sort, filter, store, and disseminate information according to the commander's priorities. These capabilities relieve the staff of handling routine data. Information systems—especially when merged into a single, integrated network—enable extensive information sharing. Commanders best use information systems when they determine their information requirements and focus their staffs and organizations on meeting them.

6-83. LandWarNet is the Army's portion of the Global Information Grid. LandWarNet encompasses all Army information management systems and information systems that collect, process, store, display, disseminate, and protect information worldwide. It enables execution of Army command and control processes and supports operations by widely disseminating relevant information. LandWarNet facilitates

rapidly converting relevant information into decisions and actions. It allows commanders to exercise mission command from anywhere in their area of operations. (JP 6-0 describes the Global Information Grid.)

*RELEVANT INFORMATION

6-84. ***Relevant information*** **is all information of importance to commanders and staffs in the exercise of mission command.** To be relevant, information must be accurate, timely, usable, complete, precise, reliable, and secure. Relevant information provides answers commanders and staffs need to conduct operations successfully. The mission variables are the categories of relevant information. (FM 6-0 contains doctrine on relevant information and the cognitive hierarchy. The cognitive hierarchy describes how data become information, knowledge, and understanding.)

6-85. Effective information management identifies relevant information and processes data into information for development into and use as knowledge. Information management then quickly routes information and knowledge products to those who need them. All information given to commanders should be relevant information. That is, commanders should only receive information or knowledge products that they need for exercising mission command. The information commanders receive drives how they visualize the operation. How relevant information fits into the commander's visualization determines its value. In turn, their visualization guides what information commanders seek. Commanders emphasize the most important relevant information they need by establishing CCIRs. Providing the information commanders need to make decisions and maintain an accurate situational understanding requires staffs who understand the commander's intent and know the CCIRs.

INFORMATION CATEGORIES

6-86. Information management places information into one of four categories: specified requirements, implied requirements, gaps, and distractions. Specified requirements are requirements commanders specifically identify. CCIRs, priority intelligence requirements, and friendly force information requirements are categories of specified requirements. Implied requirements are important pieces of information that commanders need but have not requested. Effective staffs develop implied requirements and recommend them for specified requirements. These often become priority intelligence requirements or friendly force information requirements. Gaps are elements of information commanders need to achieve situational understanding but do not have. Ideally, analysis identifies gaps and translates them into specified requirements. Intelligence, surveillance, and reconnaissance (ISR) synchronization and integration focus on collecting information to fill gaps. Until a gap is filled, commanders and staffs make assumptions, clearly identifying them as such. This practice is most common during planning. Staffs continually review assumptions and replace them with facts as information becomes available. Distractions include information commanders do not need to know but continue to receive. Distractions contribute to information overload.

6-87. Effective information management keeps commanders and staffs aware of the quality of their information as they use it to build situational understanding. Soldiers processing information use these criteria to evaluate the quality of an element of information:

- Relevance—applies to the current mission, situation, or task.
- Accuracy—conveys the true situation.
- Timeliness—is available in time to make decisions.
- Usability—is portrayed in common, easily understood formats and displays.
- Completeness—provides all necessary data.
- Precision—has the required level of detail.
- Security—affords required protection.

*CONDUCT INFORM AND INFLUENCE AND CYBER/ELECTROMAGNETIC ACTIVITIES

6-88. Under mission command, staffs apply the science of control to support the commander's tasks by conducting inform and influence and cyber/electromagnetic activities. This information task supports and enhances current joint information operations doctrine. It not only focuses on the adversary, but it expands to focus on all audiences within the information environment—friendly, neutral, adversary, and enemy. Information systems are everywhere with pervasive news and opinion media. Such systems expose individual actions that can have immediate strategic implications. Staffs integrate the task—conduct inform and influence and cyber/electromagnetic activities—into the staff process.

6-89. Commanders and staff fully integrate the task into all operations. Commanders, with advice from the staff, guide the integration of the information task with other actions in their concept of operations. Staffs include the information task in the operations process from inception. Mismanagement of the information task increases likelihood chance of information fratricide, where friendly force use of information adversely affects friendly forces.

6-90. Cyber/electromagnetic activities seek to seize, retain, and exploit advantages in and through cyberspace and the electromagnetic spectrum. These activities deny and degrade adversary and enemy use of cyberspace and the electromagnetic spectrum. Cyber/electromagnetic activities protect friendly mission command networks and systems. *Cyberspace* is a global domain within the information environment consisting of the interdependent network of information technology infrastructures, including the Internet, telecommunications networks, computer systems, and embedded processors and controllers (JP 1-02). Cyberspace is essential for mission command of Army forces and for effective inform and influence activities. It is also a venue to attack enemy networks and systems. The *electromagnetic spectrum* is defined as the range of frequencies of electromagnetic radiation from zero to infinity. It is divided into 26 alphabetically designated bands (JP 3-13.1). Modern wireless communications and networks, and hence mission command, depend on the electromagnetic spectrum. The spectrum is also necessary for sensors, self-protection, and precision weapons. Commanders use the electromagnetic spectrum to attack enemy networks and systems.

*INFORM AND INFLUENCE ACTIVITIES

6-91. ***Inform and influence activities*** **is defined as the integrating activities within the mission command warfighting function which ensures themes and messages designed to inform domestic audiences and influence foreign friendly, neutral, adversary, and enemy populations are synchronized with actions to support full spectrum operations. Inform and influence activities incorporate components and enablers expanding the commander's ability to use other resources to inform and influence.** When conducting inform and influence activities, commanders determine how these activities affect the populace and their perceptions. (See figure 6-3, page 6-16.) Often commanders influence disparate people to resolve differences peacefully. To do so, commanders understand human behavior and other cultures. Inform and influence activities may involve attacking an enemy's will to fight through defeat mechanisms or to gain support from various partners for friendly actions.

Task: Integrate inform and influence activities that synchronize themes and messages with actions to support operations.

Purpose: To inform domestic audiences and influence foreign friendly, neutral, adversary, and enemy audiences.

Inform	Influence
Task: Conduct inform activities. **Purpose:** To provide information to domestic and foreign audiences to accurately describe operations.	**Task:** Conduct influence activities. **Purpose:** To effectively change attitudes, beliefs, and ultimately behavior of foreign friendly, neutral, adversary, and enemy audiences to support operations.
Public Affairs - Advisor with a statutory responsibility to factually and accurately inform various publics (domestic and foreign) without intent to propagandize or change behavior. Serves as the principal advisor to the commander for media engagement and conduct of media operations. Plans and executes Soldier and community outreach (foreign and domestic).	**Military Deception** - Actions executed to deliberately mislead adversary military decisionmakers as to friendly military capabilities, intentions, and operations, thereby causing the adversary to take specific actions (or inactions) that will contribute to the accomplishment of the friendly mission.

Military Information Support Operations - Operations that convey selected information and indicators to foreign audiences to influence their emotions, motives, objective reasoning, and ultimately the behavior of foreign governments, organizations, groups, and individuals.

Soldier and Leader Engagement - Interactions by Soldiers and leaders to inform or influence perceptions and build relationships with key actors and audiences to encourage them to support U.S. efforts.

Enabler: A military capability or activity that when designated can be used for the purpose of conducting or supporting inform and influence activities; includes combat camera, operations security, civil affairs activities, cyber/electromagnetic activities, and others as designated.

***Figure 6-3. Two lines of effort for inform and influence activities**

6-92. Inform and influence activities have into two lines of effort: the inform line of effort and the influence line of effort. These two lines of effort help the commander to accomplish objectives and meet statutory requirements. Each line of effort has a different task, purpose, and effect. These lines of effort may rely on the same capabilities and enablers to accomplish these effects. The dashed line in figure 6-3 indicates that while both lines of effort have different tasks and purposes, they are closely integrated and synchronized for maximum effect. The staff officer for inform and influence activities synchronizes and integrates these lines of effort to ensure unity of effort in words, images, and actions. The element for inform and influence activities, led by the G-7 or S-7, resides in the mission command warfighting function. This element is responsible for integrating the two lines of effort.

6-93. The commander and staff officer for inform and influence activities ensure transparency in themes and messages to the American people. Commanders communicate openly to maintain the Army's trust relationship with the American people. They align themes and messages to inform domestic audiences and influence foreign friendly, neutral, adversary, and enemy populations. Integrating inform and influence activities synchronizes the activities with Army actions to support operations. This integration shapes the operational environment by synchronizing inform and influence activities of higher, adjacent, and lower units as well as of partners. Integrated activities avoid contradictory themes and messages. Contradicting themes and messages may lead to information fratricide and undermine the force's efforts. Poorly defined or ill-timed actions may negatively affect other actions. Thus, commanders aim not to constrain or dictate actions to each line of effort but rather to ensure they synchronize and integrate their efforts with the overall operation.

*Inform Line of Effort

6-94. The inform line of effort provides information to domestic and foreign audiences with accurately described operations. This ensures a thorough understanding of Army, joint, and partner intentions and operations so all participants can make informed judgments about them. Informing does not force or make a decision for the actors but provides them with facts. Providing factual and accurate information counters false information (misinformation or disinformation) disseminated by others. Maintaining transparency and

credibility is critical within the inform line of effort. The inform line of effort includes public affairs (at home and abroad), military information support operations (abroad), and Soldier and leader engagements. The inform line of effort enables partners to make their own informed decisions.

*Influence Line of Effort

6-95. The influence line of effort effectively changes attitudes, beliefs, and ultimately behavior of foreign friendly, neutral, adversary, and enemy populations to support operations. Influence guides actors to make decisions that support the commander's objectives. This guidance includes misleading enemy decisionmakers or convincing enemy forces to surrender or cease their efforts. It also includes those actions designed to extend influence to foreign partners and the local populace in an area where Army forces may or may not have a physical presence. Such influence creates and strengthens relationships when Army forces do not have command over partner forces. Successful commanders build relationships on trust and mutual confidence demonstrating how the Army adds value to host-nation objectives. The influence line of effort includes military deception, military information support operations, and Soldier and leader engagement.

*COMPONENTS OF INFORM AND INFLUENCE ACTIVITIES

6-96. A component of inform and influence activities is a military capability or activity specifically designed to influence, inform, or inform and influence select leaders, decisionmakers, and audiences whose behaviors and perceptions are deemed integral to mission success. Commanders are not restricted to just these components when conducting inform and influence activities and may add or subtract enablers as the situation dictates. Enablers that can support inform and influence activities include combat camera, civil affairs activities, cyber/electromagnetic activities, operations security, and other military actions as designated by the commander.

*Public Affairs

6-97. The public affairs officer factually and accurately informs various populations (foreign and domestic) without intent to misinform or change behaviors. As the principal advisor to the commander for media engagement, the public affairs officer conducts media operations and Soldier and community outreach (foreign and domestic). This officer also plans and executes support to public diplomacy by developing information strategies and media facilitation.

6-98. The public affairs officer enables the commander to inform Americans, U.S. Government decisionmakers, and foreign partners. Effective information exchange protects the credibility of the commanders and the Army. This requires care and consideration when synchronizing public affairs with other inform and influence activities. The public affairs officer synchronizes components of public affairs with other inform and influence activities to ensure consistency, command credibility, and operations security.

6-99. The public affairs staff prepare for the following:

- Advising and counseling the commander concerning public affairs.
- Public affairs planning.
- Media engagement.
- Media facilitation.
- Public affairs training.
- Community outreach.
- Communication strategies.

(FM 46-1 and FM 3-61.1 discuss public affairs.)

*Military Information Support Operations

6-100. Military information support operations are planned operations to convey selected information and indicators to foreign audiences. These operations intend to inform, direct, and influence the emotions,

motives, objective reasoning, and ultimately the behavior of foreign governments, organizations, groups, and individuals. Commanders focus efforts of military information support operations toward foreign friendly, neutral, adversary, and enemy audiences. Ultimately, commanders want to change each audience's behavior to support friendly operations. Forces for military information support operations are modular and attached to maneuver forces based on mission requirements. Commanders use military information support operations with other inform and influence activities, such as public affairs and military deception.

6-101. Commanders use forces for military information support operations for face-to-face communications or communications in denied areas with the local populace. These forces help commanders solve problems of armed resistance and local interference to military operations while encouraging dialog and cooperation with noncombatants. Effective commanders understand the psychological effects and potential implications of military actions and operations on populations. Knowing the potential impact of military operations facilitates the commander's decisionmaking process. Commanders also use forces for military information support operations to give advice on targeting to maximize effects and minimize adverse impacts and unintended consequences.

6-102. Commanders employ military information support operations even when not in direct contact with specific audiences. They use forces for military information support operations—

- To support combat operations.
- To support special operations.
- For military information support to Department of Defense and other government agencies during peacetime.
- For civil authority information support to lead Federal agencies during domestic disaster relief operations.

6-103. Forces for military information support operations disseminate messages via their resources. These resources consist of other government agencies, contracted media sources, multinational partners, and airborne and seaborne platforms supporting military information support operations. These forces attempt to use as many different dissemination assets as possible to ensure access to the desired and relevant audiences. (See FM 3-05.30.)

*Soldier and Leader Engagement

6-104. Soldier and leader engagement broadly describes interactions that take place among Soldiers, leaders, and audiences in the area of operations. Soldier and leader engagements can occur as impromptu face-to-face encounters on the street or as deliberate as a scheduled meeting. Such engagements can employ other means, such as phone calls or a video-teleconference. These engagements build relationships, inform an audience by providing relevant information, or influence an audience to support objectives. These interactions should be as deliberate as possible; however, not all engagements are planned. Soldiers and leaders cannot account for every situation encountered and should remain flexible and communicate within the bounds of the commander's themes and messages.

6-105. Face-to-face interaction by Soldiers and leaders strongly influences the perceptions of the local populace. Carried out with discipline, professionalism, and cultural sensitivity, day-to-day interactions of Soldiers with the local populace has positive effects. Such interaction amplifies positive actions, counters adversary information, and increases goodwill and support for the friendly mission. Actions in keeping with the commander's themes and messages also reinforce the trust in commander's messages, creating consistency between actions and words.

6-106. Likewise, meetings and other engagements conducted by leaders can be critical to mission success. These leaders work with key communicators, civilian leaders, or others whose perceptions, decisions, and actions affect mission accomplishment. Planned engagements provide the best venue for conveying positive information, assuaging fears, and refuting rumors, lies, and misinformation. Conducted with detailed preparation and planning, meetings and other engagements garner local support for Army operations, providing an opportunity for persuasion, and reducing friction and mistrust.

6-107. Commanders who gain influence with host-nation forces build partner capacity and competence in security force assistance. Gaining influence, even when no command authority exists, depends on collaboration, a mutual understanding of the environment, and a common commitment to solving problems. By developing host-nation relationships, Army forces can widely influence even while creating a small footprint in the area of operations.

*Military Deception

6-108. *Military deception* is those actions executed to deliberately mislead adversary decisionmakers as to friendly military capabilities, intentions, and operations, thereby causing the adversary to take specific actions (or inactions) that will contribute to the accomplishment of the friendly mission (JP 3-13.4). Military deception influences desired behaviors intending to cause adversary decisionmakers to form inaccurate impressions about strength, readiness, locations, and intended missions of friendly forces. Military deception planners target adversary information systems, sensors, and decisionmaking processes so to affect information that reaches the adversary decisionmaker.

6-109. At its most successful, military deception provokes an enemy commander to commit a serious mistake that friendly forces can exploit. However, effective military deception also introduces uncertainty into the enemy's estimate of the situation, and that doubt can lead to hesitation. Military deception is a good means to dislocate an enemy force in time and space.

6-110. Military deception can contribute significantly to the influence line of effort; however, it requires integration into the overall operation beginning with receipt of mission. To achieve maximum effects, military deception requires good operations security, significant preparation, and resources. If added as an afterthought, military deception often proves ineffective. Successful military deception requires a reasonably accurate assessment of the enemy's expectations. While retained as a component of inform and influence activities in this version of FM 3-0, military deception will migrate to another functional area in future editions of FM 3-0. (JP 3-13.4 discusses military deception.)

*ENABLERS OF INFORM AND INFLUENCE ACTIVITIES

6-111. An enabler of inform and influence activities refers to a military capability or activity whose primary purpose, if other than inform and influence activities, can be used for conducting or supporting inform and influence activities. Common enablers include operations security, civil affairs activities, combat camera, and cyber/electromagnetic activities. When properly integrated, enablers enhance inform and influence activities. Commanders consider other activities in addition to this list based on the mission and operational environment.

6-112. Operations security enables commanders to deny adversaries and enemies information that in turn influences their decisionmaking process. Civil affairs activities enhance the relationship between military forces and civil authorities in areas with military forces. Cyber/electromagnetic activities enable and facilitate Army operations by undertaking deliberate actions designed to gain and maintain informational advantages in the information environment. Typically, but not solely, these actions occur through cyberspace operations and electronic warfare. (Paragraphs 6-115 through 6-128 discuss cyber/electromagnetic activities.)

6-113. *Combat camera* is the acquisition and utilization of still and motion imagery in support of operational and planning requirements across the range of military operations and during joint exercises (JP 3-61). Combat camera generates imagery to support full spectrum operations. Combat camera units provide powerful documentary tools that support public affairs, military information support operations, and Soldier and leader engagement. For example, combat camera units prepare products documenting Army tactical successes that counter enemy propaganda claiming the opposite. (FM 6-02.40 discusses combat camera.)

6-114. The operations process aids the commander and staff in determining if other enablers, not specified above, can support inform and influence activities. For example, commanders can use the positioning of maneuver forces to influence or reinforce a message. Such synchronized military action integrated with associated themes and messages can have a powerful effect. Commanders can destroy certain key targets

via fires and maneuver. They also consider constructive means to inform or influence. These could include medical assistance or the use of engineers to restore key civilian infrastructure.

*CYBER/ELECTROMAGNETIC ACTIVITIES

6-115. The impact of modern electronic and information technologies on human society and military operations increases daily. The electromagnetic spectrum is essential for communication, lethality, sensors, and self-protection. Army forces increasingly depend on cyberspace. Within cyberspace, units use electronics and the electromagnetic spectrum to store, modify, and exchange data via networked systems. Given the Army's dependence on cyberspace as well as the electromagnetic spectrum, commanders fully integrate cyber/electromagnetic activities within the overall operation (see figure 6-4). These activities employ a combined arms approach to operations in a contested cyberspace domain and a congested electromagnetic spectrum. Cyber/electromagnetic activities seize, retain, and exploit advantages in cyberspace and the electromagnetic spectrum. The result enables Army forces to retain freedom of action while denying freedom of action to enemies and adversaries, thereby enabling the overall operation.

Tasks: Conduct cyber/electromagnetic activities as part of combined arms operations.

Purpose: To seize, retain, and exploit an advantage over adversaries and enemies in both cyberspace and across the electromagnetic spectrum, denying and degrading adversary and enemy use of the same, and protecting friendly mission command networks and systems.

Cyberspace Operations	Electronic Warfare
Task: Employ cyber capabilities.	**Task:** Use electromagnetic and directed energy.
Purpose: To achieve objectives in and through cyberspace.	**Purpose:** To control the electromagnetic spectrum or to attack the enemy.
Cyber Situational Awareness - Knowledge of relevant information regarding activities in and through cyberspace and the electromagnetic spectrum.	**Electronic Attack** - Use of electromagnetic energy, directed energy, or antiradiation weapons to attack personnel, facilities, or equipment.
Network Operations - Activities conducted to operate and defend the Global Information Grid.	**Electronic Protection** - Actions taken to protect personnel, facilities, and equipment from any effects of friendly or enemy use of the electromagnetic spectrum.
Cyber Warfare - Extends cyber power beyond the defensive boundaries of the Global Information Grid to deny, degrade, disrupt, destroy, and exploit enemies.	**Electronic Support** - Actions to search for, intercept, identify, and locate or localize sources of intentional and unintentional radiated electromagnetic energy for the purpose of immediate threat recognition, targeting, planning, and conduct of future operations.

Electromagnetic Spectrum Operations - Planning, coordinating, and managing joint use of the electromagnetic spectrum through operational, engineering, and administrative procedures.

Enablers: A capability or activity that can be used for the purpose of conducting or supporting cyber/electromagnetic activities. Includes intelligence, physical attack, law, policy, critical infrastructure protection, and others as designated.

***Figure 6-4. Two lines of effort for cyber/electromagnetic activities**

6-116. Cyber/electromagnetic activities are divided into two lines of effort: the cyberspace operations line of effort and the electronic warfare line of effort. These lines of effort may rely on the same capabilities and enablers to accomplish these effects and must be synchronized and integrated closely to ensure unity of effort in words, images, and actions. The components of the cyberspace operations line of effort integrate with the components of the electronic warfare line of effort and electromagnetic spectrum operations.

*Cyberspace Operations

6-117. The cyberspace operations line of effort aims to accomplish objectives in and through cyberspace. The components of the cyberspace line of effort include cyber situational awareness, network operations, cyber warfare, and cyber support.

*Electronic Warfare

6-118. *Electronic warfare* is any military action involving the use of electromagnetic and directed energy to control the electromagnetic spectrum or to attack the enemy. Electronic warfare consists of three divisions: electronic attack, electronic protection, and electronic warfare support (JP 3-13.1). The electronic warfare line of effort aims to control the electromagnetic spectrum or to attack the enemy. The components of the electronic warfare line of effort consist of electronic attack, electronic protection, and electronic support.

*COMPONENTS OF CYBER/ELECTROMAGNETIC ACTIVITIES

6-119. Cyber/electromagnetic activities consist of seven components: cyber situational awareness, networks operations, cyber warfare, electronic attack, electronic protection, electronic support, and electromagnetic spectrum operations.

*Cyber Situational Awareness

6-120. Cyber situational awareness is the knowledge of friendly, neutral, adversary, and enemy relevant information regarding activities in and through cyberspace and the electromagnetic spectrum. Soldiers gain this awareness by combining intelligence and operational activity in cyberspace, the electromagnetic spectrum, and the other domains, both unilaterally and through collaboration with our joint, interagency, intergovernmental, multinational, and nongovernmental organizational partners. Cyber situational awareness enables the commander to collect, process, store, display, and disseminates an appropriate level view of networks and systems. This enables an assessment of any changes to the network risk mitigation steps needed due to network degradation. Commanders use cyber situational awareness to—

- Assess enemy and adversary cyber capabilities and intentions.
- Assess friendly, enemy, and adversary cyber vulnerabilities.
- Monitor, protect, and prioritize their networks.
- Assess the operational impact of network disruptions.
- Respond to network outages or attacks.
- Dynamically reallocate network traffic.

*Network Operations

6-121. Network operations install, operate, maintain, and protect LandWarNet, critical infrastructure, key resources, and other specified cyberspace. Units need network operations to ensure operation of mission command networks and systems. (See FM 6-02.71 for details on network operations.)

*Cyber Warfare

6-122. Cyber warfare extends combat power beyond the defensive boundaries of the Global Information Grid to detect, deny, degrade, disrupt, destroy, and exploit enemies. Cyber warfare capabilities target computer networks, telecommunication networks, and embedded processors and controllers in equipment, systems, and infrastructure. Cyber warfare uses cyber exploitation, cyber attack, and cyber defense in a mutually supporting and supported relationship with network operations and cyber support. Cyber warfare accomplishes the following tasks:

- Studies and characterizes the cyber threat.
- Identifies, characterizes, and exploits enemies.
- Contributes to cyber situational awareness.
- Conducts cyber exploitation, attack, and defense.
- Assists attack investigations to determine attribution.

*Electronic Attack

6-123. *Electronic attack* is a division of electronic warfare involving the use of electromagnetic energy, directed energy, or antiradiation weapons to attack personnel, facilities, or equipment with the intent of

degrading, neutralizing, or destroying enemy combat capability and is considered a form of fires (JP 3-13.1). Electronic attack has both defensive and offensive capabilities. For example, defensive electronic attack includes efforts to defeat radio-controlled improvised explosive devices. Offensive electronic attack includes—

- Actions taken to prevent or reduce an enemy's effective use of the electromagnetic spectrum, such as jamming and electromagnetic deception.
- Employment of weapons that use either electromagnetic or directed energy as their primary destructive mechanism (lasers, radio frequency weapons, particle beams).
- Offensive and defensive activities, including countermeasures.

*Electronic Protection

6-124. *Electronic protection* is a division of electronic warfare involving actions taken to protect personnel, facilities, and equipment from any effects of friendly or enemy use of the electromagnetic spectrum that degrade, neutralize, or destroy friendly combat capability (JP 3-13.1). Electronic protection includes actions, such as frequency agility in a radio or variable pulse repetition frequency in radar. Electronic protection should not be confused with self-protection. Both defensive electronic attack and electronic protection protect personnel, facilities, capabilities, and equipment. However, electronic protection protects forces from the effects of electronic attack (friendly and enemy). Defensive electronic attack primarily protects forces against lethal attacks by denying enemy use of the electromagnetic spectrum to guide or trigger weapons. To protect friendly capabilities, units—

- Regularly brief force personnel on the electronic warfare threat.
- Ensure that electronic system capabilities are safeguarded during exercises and training.
- Coordinate and deconflict electromagnetic spectrum usage.
- Train on electronic protection active and passive measures.
- Minimize the vulnerability of friendly receivers to enemy jamming (such as reduced power, brevity of transmissions, and directional antennas).

*Electronic Support

6-125. Electronic support is a division of electronic warfare involving actions tasked by, or under the direct control of, an operational commander to search for, intercept, identify, and locate or localize sources of intentional and unintentional radiated electromagnetic energy for the purpose of immediate threat recognition, targeting, planning, and conduct of future operations. Electronic support systems supply information regarding electronic attack, electronic protection, avoidance, targeting, and other tactical employments of forces. Commanders make immediate decisions involving this information. Electronic support systems collect data and produce information or intelligence to—

- Corroborate other sources of information or intelligence.
- Conduct or direct electronic attack operations.
- Initiate self-protection measures.
- Task weapon systems.
- Support electronic protection efforts.
- Create or update electronic warfare databases.
- Support information activities.

FM 3-36 provides Army doctrine for electronic warfare.

*Electromagnetic Spectrum Operations

6-126. Electromagnetic spectrum operations are the conduct of spectrum management, frequency assignments, policy implementation, and host-nation coordination that enables the commander's effective use of the electromagnetic spectrum. (See FM 6-02.70 for detailed information on electromagnetic spectrum operations.)

*ENABLERS OF CYBER/ELECTROMAGNETIC ACTIVITIES

6-127. An enabler of cyber/electromagnetic activities is called cyber support. Cyber support is supporting activities to enable both network operations and cyber warfare. Cyber support differs from cyber warfare and network operations. Those activities are carried out by multiple organizations and do not require a separate cyber support proponent or lead. Cyber support entails varying intents, conditions, authorities, and levels of effort. Cyber support conducts the following tasks:

- Conduct vulnerability assessment.
- Conduct threat-based security assessment.
- Conduct vulnerability and security remediation.
- Reverse engineering malware.
- Explore cyber aspects of site exploitation.
- Counter intelligence.
- Conduct cyber forensics.
- Coordinate with law enforcement.
- Conduct cyber research, development, test, and evaluation.
- Develop and acquire cyber combat.

*INTEGRATION AND SYNCHRONIZATION OF CYBER/ELECTROMAGNETIC ACTIVITIES

6-128. Responsibility for integration and synchronization of cyber/electromagnetic activities resides in the electronic warfare element of the fires warfighting function. Unlike the inform and influence activities, cyber/electromagnetic activities do not exist within a distinct staff element. Rather, the cyber/electromagnetic components operate within an existing electronic warfare workgroup.

SECTION III – SUMMARY

6-129. Commanders and staffs apply the science of control to accomplish the staff tasks and integrate the warfighting functions. Control permits commanders to counter negative effects during operations. Design pervades all systems and procedures. Commanders, assisted by their staffs, exercise control through the operations process and mission command networks and systems. Commanders turn decisions into effective actions through Army procedural and positive control. Knowledge management and information management support control by transforming information into knowledge to support situational understanding and decisionmaking. Commanders and staffs conduct inform and influence and cyber/electromagnetic activities.

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Chapter 7

Operational Art

This chapter discusses operational art, the levels of war, and how commanders and staffs apply operational art to understand, visualize, and describe how to establish conditions to achieve a desired end state. Operational art represents a creative approach to dealing with the direction of military forces. It expresses informed vision across the levels of war.

*UNDERSTANDING OPERATIONAL ART

7-1. *Operational art* is the application of creative imagination by commanders and staffs—supported by their skill, knowledge, and experience—to design strategies, campaigns, and major operations and organize and employ military forces. Operational art integrates ends, ways, and means across the levels of war (JP 3-0).

7-2. Operational art reflects a holistic understanding of the operational environment and the problem. This understanding enables commanders to develop end state conditions and an operational approach to guide the force in establishing those conditions for lasting success. The *operational approach* is a broad conceptualization of the general actions that will produce the conditions that define the desired end state (FM 5-0). Design (see chapter 5) assists commanders in developing their operational approach. Commanders use a common language to visualize and describe their operational approach.

7-3. In visualizing an operation, commanders determine which conditions satisfy policy, orders, guidance, and directives. Taken together, these conditions become the end state. Commanders devise and execute plans that complement the actions of the other instruments of national power in a focused, unified effort. To this end, commanders draw on experience, knowledge, education, intellect, intuition, and creativity.

7-4. Mission command focuses on empowering subordinate leaders and sharing information to facilitate decentralized execution. Effective mission command requires Army leaders at lower levels of command to assume greater responsibility for accomplishing higher headquarters' objectives during operations. (See Chapter 5 for more discussion on mission command.) The ability to exercise operational art provides Soldiers with freedom of action to ensure their efforts contribute to accomplishing those objectives. This ability also allows Army forces to develop the situation as well as adapt and act decisively in dynamic conditions.

THE LEVELS OF WAR

7-5. The levels of war define and clarify the relationship between strategy and tactical actions. (See figure 7-1, page 7-2.) The levels have no finite limits or boundaries. They correlate to specific levels of responsibility and planning. They help organize thought and approaches to a problem. The levels distinguish between headquarters and the specific responsibilities and actions performed at each echelon. Despite advances in technology, digital information sharing, and the increased visibility of tactical actions, the levels of war remain useful. Decisions at one level always affect other levels.

7-6. A natural tension exists between the levels of war and echelons of command. This tension stems from different perspectives, requirements, and constraints associated with command at each level of war. Between the levels of war, the horizons for planning, preparation, and execution differ greatly. Operational-level commanders typically synchronize the activities of military and civilian organizations and agencies across large areas. Tactical commanders focus primarily on employing combined arms within an area of operations. They sometimes work with civilian agencies on political, informational, and

economic issues. Often, tactical commanders receive missions that divert combat power from tasks that seem more urgent at lower levels. It is a commander's responsibility to recognize and resolve this tension.

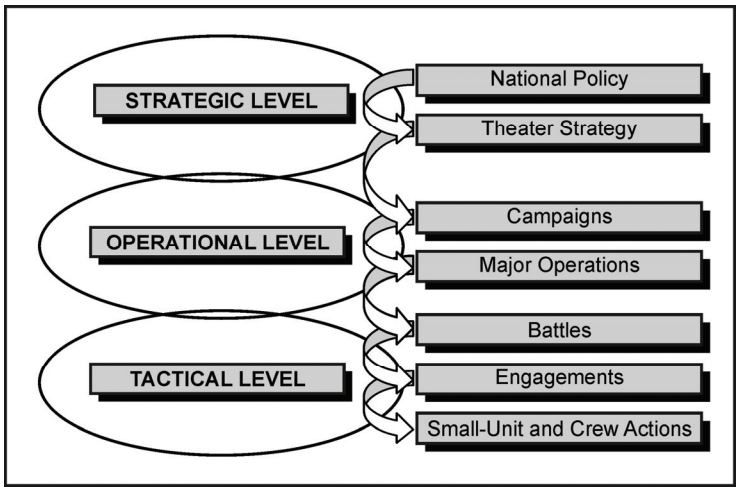

Figure 7-1. Levels of war

7-7. A string of tactical victories does not guarantee success at the operational and strategic levels. Tactical success, while required to set operational conditions, must be tied to achieving the strategic end state. Wars are won at the operational and strategic levels; yet without tactical success, a major operation cannot achieve the desired end state. Commanders overcome this tension through open and continuous dialog, a thorough understanding of the situation across the levels of war, and a shared vision that integrates and synchronizes actions among the echelons.

7-8. Small units, crews, and individuals act at the tactical level. At times, their actions may produce strategic or operational effects. However, this does not mean these elements act at the strategic or operational level. Actions are not strategic unless they contribute directly to achieving the strategic end state. Similarly, actions are considered operational only if directly related to operational movement or the sequencing of battles and engagements. The level at which an action occurs is determined by the perspective of the echelon in terms of planning, preparation, and execution.

STRATEGIC

7-9. The *strategic level of war* is the level of war at which a nation, often as a member of a group of nations, determines national or multinational (alliance or coalition) strategic security objectives and guidance, and develops and uses national resources to achieve these objectives. Activities at this level establish national and multinational military objectives; sequence initiatives; define limits and assess risks for the use of military and other instruments of national power; develop global plans or theater war plans to achieve those objectives; and provide military forces and other capabilities in accordance with strategic plans (JP 3-0).

7-10. *Strategy* is a prudent idea or set of ideas for employing the instruments of national power in a synchronized and integrated fashion to achieve theater, national, and/or multinational objectives (JP 3-0). The President translates national interests and policy into a national strategic end state. Combatant commanders base their theater strategic planning on this end state. To ensure their military strategy aligns with national interests and policy, combatant commanders participate in strategic discourse with the President, Secretary of Defense (through the Chairman of the Joint Chiefs of Staff), and multinational partners. Peacetime military engagement is vital to U.S. strategy and integral to theater security cooperation plans. Strategy involves more than campaigns and major operations. When successful, these plans promote national or multinational goals through peaceful processes. Peacetime military engagement contributes to the ability of multinational forces to operate together.

7-11. National interests and policy define and inform military strategy with a broad framework for conducting operations. A combatant commander's military strategy is thus an instrument that implements national policy and strategy. Successful commanders understand the relationship and links between policy and strategy. They also appreciate the distinctions and interrelationships among the levels of war. This appreciation is fundamental to an informed understanding of the decisions and actions at each level. Without it, commanders cannot sequence and synchronize military and nonmilitary actions toward an end state consistent with national strategy and policy.

OPERATIONAL

7-12. The operational level links employing tactical forces to achieving the strategic end state. At the operational level, commanders conduct campaigns and major operations to establish conditions that define that end state. A *campaign* is a series of related major operations aimed at achieving strategic and operational objectives within a given time and space (JP 5-0). A *major operation* is a series of tactical actions (battles, engagements, strikes) conducted by combat forces of a single or several Services, coordinated in time and place, to achieve strategic or operational objectives in an operational area. These actions are conducted simultaneously or sequentially in accordance with a common plan and are controlled by a single commander. For noncombat operations, a reference to the relative size and scope of a military operation (JP 3-0). Major operations are not solely the purview of combat forces. They are typically conducted with the other instruments of national power. Major operations often bring together the capabilities of other agencies, nations, and organizations.

7-13. Operational art determines when, where, and for what purpose commanders employ major forces. Operational commanders position and maneuver forces to shape conditions in their area of operations for their decisive operation. Commanders exploit tactical victories to gain strategic advantage or reverse the strategic effects of tactical losses.

7-14. Actions at the operational level usually involve broader dimensions of time and space than tactical actions do. Operational commanders need to understand the complexities of the operational environment, look beyond the immediate situation, and consider the consequences of their approach and subordinates' actions. Operational commanders seek to establish the most favorable conditions possible for subordinate commanders by shaping future events.

7-15. Experienced operational commanders understand tactical realities and can establish conditions that favor tactical success. Likewise, good tactical commanders understand the operational and strategic context within which they execute their assigned tasks. This understanding helps them seize opportunities (both foreseen and unforeseen) that contribute to achieving the end state or defeating enemy initiatives that threaten its achievement. Operational commanders require experience at both the operational and tactical levels. This experience gives them the knowledge and intuition needed to understand how tactical and operational possibilities interrelate.

TACTICAL

7-16. Tactics uses and orders the arrangement of forces in relation to each other. Through tactics, commanders use combat power to accomplish missions. The tactical-level commander uses combat power in battles, engagements, and small-unit and crew actions. **A *battle* consists of a set of related engagements that lasts longer and involves larger forces than an engagement**. Battles can affect the course of a campaign or major operation. An *engagement* is a tactical conflict, usually between opposing lower echelons maneuver forces (JP 1-02). Engagements are typically conducted at brigade level and below. They are usually short, executed in terms of minutes, hours, or days.

7-17. Operational-level headquarters determine objectives and provide resources for tactical operations. For any tactical-level operation, the surest measure of success is its contribution to achieving end state conditions. Commanders avoid battles and engagements that do not contribute to achieving the operational end state conditions.

APPLYING OPERATIONAL ART

7-18. Commanders use operational art to envision how to establish conditions that define the desired end state. Actions and interactions across the levels of war influence these conditions. These conditions are fundamentally dynamic and linked together by the human dimension, the most unpredictable and uncertain element of conflict. The operational environment is complex, adaptive, and interactive. Through operational art, commanders apply a comprehensive understanding of it to determine the most effective and efficient methods to influence conditions in various locations across multiple echelons. (See figure 7-2.)

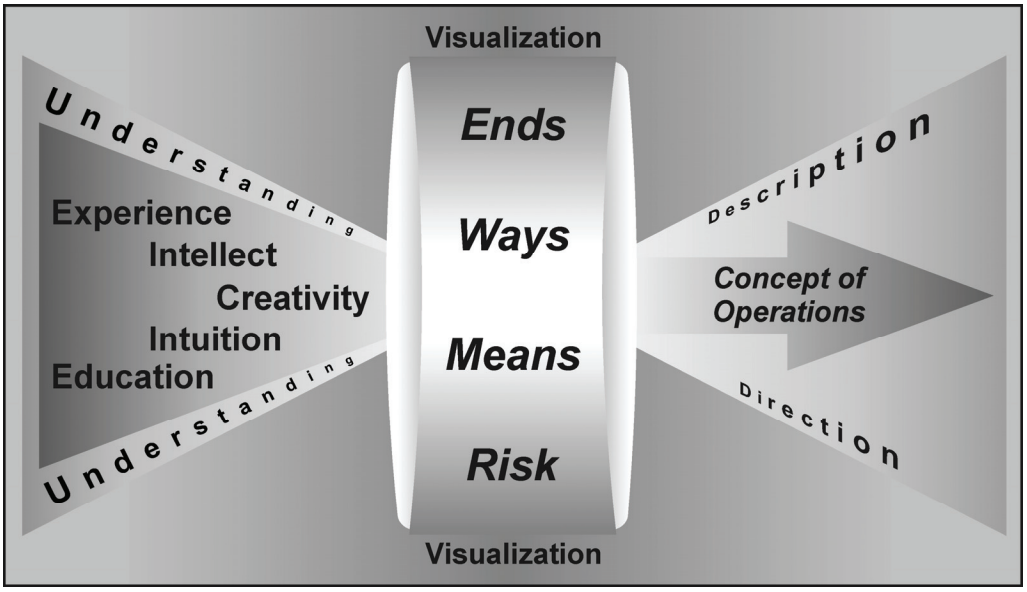

Figure 7-2. Operational art

7-19. Operational art spans a continuum—from comprehensive strategic direction to concrete tactical actions. Bridging this continuum requires creative vision coupled with broad experience and knowledge. Operational art provides a means for commanders to derive the essence of an operation. Without it, tactical actions devolve into a series of disconnected engagements, with relative attrition the only measure of success. Through operational art, commanders translate their concept of operations into an operational design and ultimately into tactical tasks. They do this by integrating ends, ways, and means and by envisioning dynamic combinations of the elements of full spectrum operations across the levels of war. They then apply operational art to array forces and maneuver them to achieve the desired end state.

7-20. Every operation begins with a commander's intent that guides its conduct. In almost all cases, a commander's intent and concept of operations envision all the instruments of national power working toward a common end state. Using operational art, commanders frame their concept by answering several fundamental questions:

- What is the force trying to accomplish (ends)?
- What conditions, when established, constitute the desired end state (ends)?
- How will the force achieve the end state (ways)?
- What sequence of actions is most likely to attain these conditions (ways)?
- What resources are required, and how can they be applied to accomplish that sequence of actions (means)?
- What risks are associated with that sequence of actions, and how can they be mitigated (risk)?

7-21. Commanders understand, visualize, describe, direct, lead, and assess all aspects of operations. Based on a comprehensive analysis of the operational environment, commanders determine the centers of gravity around which to frame the plan.

7-22. When applying operational art, collaboration informs situational understanding. This collaboration involves an open, continuous dialog between commanders that spans the levels of war and echelons of command. This dialog is vital in establishing a common perspective on the problem and a shared understanding of the operational environment's conditions. Effective collaboration enables assessment, fosters critical analysis, and anticipates opportunities and risk. Collaboration allows commanders to recognize and react to changes in the situation.

7-23. Practicing operational art requires a broad understanding of the operational environment at all levels. It also requires practical creativity and the ability to visualize changes in the operational environment. Commanders project their visualization beyond the realm of physical combat. They anticipate the operational environment's evolving military and nonmilitary conditions. Operational art encompasses visualizing the synchronized arrangement and employment of military forces and capabilities to achieve the desired end state. This creative process requires the ability to discern the conditions required for victory before committing forces to action.

7-24. Conflict is fundamentally a human endeavor characterized by violence, uncertainty, chance, and friction. Land operations are inherently tied to the human dimension; they cannot be reduced to a simple formula or checklist. Operational art helps commanders integrate functions and capabilities. It also helps synchronize military actions with actions of other government and civilian organizations. Operational art supports design by providing a conceptual framework for ordering thought when planning operations. Operational art supports the commanders' ability to seize, retain, and exploit initiative and achieve decisive results.

*THE ELEMENTS OF OPERATIONAL ART

7-25. Through operational art supported by design, commanders and staffs develop a broad operational approach and translate it into a coherent, feasible plan for employing forces. This operational approach provides a framework that relates tactical tasks to the desired end state. It provides a unifying purpose and focus to all operations. In applying operational art, commanders and their staffs use a set of intellectual tools to help them think through understanding the operational environment as well as visualizing and describing the operational approach (see figure 7-3). Collectively, this set of tools is known as the elements of operational art. These tools help commanders understand, visualize, and describe complex combinations of combat power and help them formulate their intent and guidance. Commanders selectively use these tools in any operation. However, their application is broadest in the context of long-term operations.

- End State and Conditions
- Centers of Gravity
- Direct or Indirect Approach
- Decisive Points
- Lines of Operations/Effort
- Operational Reach
- Tempo
- Simultaneity and Depth
- Phasing and Transitions
- Culmination
- Risk

Figure 7-3. Elements of operational art

7-26. The elements of operational art support the commander in identifying tasks and objectives that link tactical mission to the desired end state. They help refine and focus the operational approach that forms the basis for developing a detailed plan or order. During execution, commanders and staffs consider the elements of operational art as they assess the situation. They adjust current and future operations and plans as the operation unfolds.

END STATE AND CONDITIONS

7-27. The end state is a desired future condition represented by the expressed conditions that the commander wants to exist when an operation ends. Clearly describing the end state requires understanding the operational environment and assessing the friendly, enemy, adversary, and neutral populations. Commanders include end state in their planning guidance and commander's intent. A clearly defined end state promotes unity of effort, facilitates integration and synchronization, and helps mitigate risk.

7-28. Army operations typically focus on achieving the military end state. However, Army operations also contribute to establishing nonmilitary conditions. Sometimes that is their focus. Commanders explicitly describe the end state and its defining conditions for every operation. Otherwise, missions become vague and operations lose focus. Commanders should direct every operation toward a clearly defined, decisive, and attainable end state.

7-29. The end state may evolve as an operation progresses. Commanders may refine guidance, the operational environment's conditions might change, and situational understanding may increase. Therefore, all commanders continuously monitor operations and evaluate their progress. Commanders use formal and informal assessment methods to assess progress in achieving the desired end state and determine whether reframing is required.

CENTERS OF GRAVITY

7-30. A *center of gravity* is the source of power that provides moral or physical strength, freedom of action, or will to act (JP 3-0). This definition states in modern terms the classic description offered by Clausewitz: "the hub of all power and movement, on which everything depends."[3] The loss of a center of gravity ultimately results in defeat. The center of gravity is a vital analytical tool for planning operations. It provides a focal point, identifying sources of strength and weakness.

7-31. Understanding the center of gravity has evolved beyond the term's preindustrial definition. Centers of gravity are now part of a more complex perspective of the operational environment. Today they are not limited to military forces and can be either physical or moral. Physical centers of gravity, such as a capital city or military force, are typically easier to identify, assess, and target. They can often be influenced solely by military means. In contrast, moral centers of gravity are intangible and complex. Dynamic and related to human factors, they can include a charismatic leader, powerful ruling elite, religious tradition, tribal influence, or strong-willed populace. Military means alone usually prove ineffective when targeting moral centers of gravity. Eliminating them requires the collective, integrated efforts of all instruments of national power.

7-32. Center of gravity analysis is thorough and detailed. Faulty conclusions drawn from hasty or abbreviated analyses can adversely affect operations, waste critical resources, and incur undue risk. Thoroughly understanding the operational environment helps commanders identify and target enemy centers of gravity. This understanding encompasses how enemies organize, fight, and make decisions. It also includes their physical and moral strengths and weaknesses. In addition, commanders should understand how military forces interact with other government and civilian agencies. This understanding helps planners identify centers of gravity, their associated decisive points, and the best approach for achieving the desired end state.

DIRECT OR INDIRECT APPROACH

7-33. **The *approach* is the manner in which a commander contends with a center of gravity. The *direct approach* is the manner in which a commander attacks the enemy's center of gravity or principal strength by applying combat power directly against it.** However, centers of gravity are generally well protected and not vulnerable to a direct approach. Thus, commanders usually choose an indirect approach. **The *indirect approach* is the manner in which a commander attacks the enemy's center of gravity by applying combat power against a series of decisive points while avoiding enemy**

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strength. Both approaches use specific combinations of defeat or stability mechanisms depending on the mission. Whether direct or indirect, an effective operational approach achieves decisive results through combinations of defeat and stability mechanisms. As commanders and staffs frame the problem, they determine the appropriate combination of defeat or stability mechanisms to solve it. This begins the process that ends with the plan for an operation that achieves the desired end state.

Defeat Mechanisms

7-34. **A *defeat mechanism* is the method through which friendly forces accomplish their mission against enemy opposition**. A defeat mechanism is described in terms of the physical or psychological effects it produces. Defeat mechanisms are not tactical missions; rather, they describe broad operational and tactical effects. Commanders translate these effects into tactical tasks. Operational art formulates the most effective, efficient way to defeat enemy aims. Physical defeat deprives enemy forces of the ability to achieve those aims; psychological defeat deprives them of the will to do so. Army forces have the most success when applying focused combinations of defeat mechanisms. This produces complementary and reinforcing effects not attainable with a single mechanism. Used individually, a defeat mechanism achieves results proportional to the effort expended. Used in combination, the effects are likely to be both synergistic and lasting. Army forces at all echelons use combinations of four defeat mechanisms:

- Destroy.
- Dislocate.
- Disintegrate.
- Isolate.

7-35. **In the context of defeat mechanisms, *destroy* means to apply lethal combat power on an enemy capability so that it can no longer perform any function and cannot be restored to a usable condition without being entirely rebuilt.** To most effectively destroy enemy capabilities, units use a single, decisive attack. When units cannot mass the necessary combat power simultaneously, commanders apply it sequentially. This approach is called attrition. It defeats the enemy by maintaining the highest possible rate of destruction over time.

7-36. Destruction may not force the enemy to surrender; well-disciplined forces and those able to reconstitute can often endure heavy losses without giving up. Defeat cannot be accurately measured solely in terms of destruction, particularly when criteria focus on narrow metrics, such as casualties, equipment destroyed, or perceived enemy strength. Destruction is especially difficult to assess if friendly forces apply force indiscriminately. The effects of destruction often fade unless combined with isolation and dislocation.

7-37. ***Dislocate* means to employ forces to obtain significant positional advantage, rendering the enemy's dispositions less valuable, perhaps even irrelevant.** It aims to make the enemy expose forces by reacting to the dislocating action. Dislocation requires enemy commanders to make a choice: accept neutralization of part of their force or risk its destruction while repositioning. Turning movements and envelopments produce dislocation. When combined with destruction, dislocation can contribute to rapid success.

7-38. ***Disintegrate* means to disrupt the enemy's command and control system, degrading the ability to conduct operations while leading to a rapid collapse of the enemy's capabilities or will to fight.** It exploits the effects of dislocation and destruction to shatter the enemy's coherence. Typically, disintegration—coupled with destruction and dislocation—follows the loss of capabilities that enemy commanders use to develop and maintain situational understanding. Simultaneous operations produce the strongest disintegrative effects. Disintegration is difficult to achieve; however, prolonged isolation, destruction, and dislocation can produce it.

7-39. **In the context of defeat mechanisms, *isolate* means to deny an enemy or adversary access to capabilities that enable the exercise of coercion, influence, potential advantage, and freedom of action.** Isolation limits the enemy's ability to conduct operations effectively by marginalizing one or more of these capabilities. It exposes the enemy to continued degradation through the massed effects of the other defeat mechanisms. There are two types of isolation:

- Physical isolation, which is difficult to achieve, but easier to assess. An isolated enemy loses freedom of movement and access to support.
- Psychological isolation, which, while difficult to assess, is a vital enabler of disintegration. The most important indicators include the breakdown of enemy morale and the alienation of a population from the enemy.

7-40. Isolation alone rarely defeats an enemy. However, it complements and reinforces other defeat mechanisms' effects. Offensive operations often focus on destroying personnel and equipment. They may use maneuver to dislocate forces. However, these effects multiply when combined with isolating the enemy from sources of physical and moral support.

Stability Mechanisms

7-41. Commanders use stability mechanisms to visualize how to employ the stability element of full spectrum operations. **A *stability mechanism* is the primary method through which friendly forces affect civilians in order to attain conditions that support establishing a lasting, stable peace.** As with defeat mechanisms, combinations of stability mechanisms produce complementary and reinforcing effects that accomplish the mission more effectively and efficiently than single mechanisms do alone. The four stability mechanisms are—

- Compel.
- Control.
- Influence.
- Support.

7-42. ***Compel* means to use, or threaten to use, lethal force to establish control and dominance, effect behavioral change, or enforce compliance with mandates, agreements, or civil authority.** The appropriate and discriminate use of lethal force reinforces efforts to stabilize a situation, gain consent, or ensure compliance. Conversely, misusing force can adversely affect an operation's legitimacy. Legitimacy is essential to producing effective compliance. Compliance depends on how the local populace and others perceive the force's ability to exercise lethal force to accomplish the mission.

7-43. **In the context of stability mechanisms**, ***control* means to impose civil order**. It includes securing borders, routes, sensitive sites, population centers, and individuals. It also involves physically occupying key terrain and facilities. Control includes activities related to disarmament, demobilization, and reintegration, as well as security sector reform. (Chapter 3 discusses the security sector.)

7-44. ***In the context of stability mechanisms, *influence* means to alter the opinions and attitudes of a civilian population through inform and influence activities, presence, and conduct.** It aims to change behaviors through nonlethal means. Influence is as much a product of public perception as a measure of success. It reflects the ability of friendly forces to operate within the cultural and societal norms of the local populace while accomplishing the mission. Influence requires legitimacy. Developing legitimacy requires time, patience, and coordinated, cooperative efforts across the operational area.

7-45. **In the context of stability mechanisms, *support* means to establish, reinforce, or set the conditions necessary for the other instruments of national power to function effectively.** It requires coordination and cooperation with civilian agencies as they assess the immediate needs of failed or failing states and plan for, prepare for, or execute responses to them. In extreme circumstances, support may require committing considerable resources for a protracted period. This commitment may involve establishing or reestablishing the institutions required for normal life. These typically include a legitimate civil authority, market economy, and criminal justice system supported by government institutions for health, education, and civil service.

Using Defeat and Stability Mechanisms

7-46. Defeat and stability mechanisms complement center of gravity analysis. This analysis reveals the intrinsic vulnerabilities of a given center of gravity. Defeat mechanisms describe ways to isolate or destroy it. For example, a decisive point may be temporarily neutralized by dislocating it. The enemy may commit significant combat power to regain that capability, presenting an opportunity to destroy committed enemy

forces. By combining dislocation and destruction, the commander can effectively eliminate the capability. Thus, the effect on the center of gravity is permanent, and friendly forces retain freedom of action and initiative.

7-47. The approach reflects the commander's visualization for applying combinations of defeat and stability mechanisms. An effective approach, direct or indirect, focuses operations toward achieving the end state.

DECISIVE POINTS

7-48. A *decisive point* is a geographic place, specific key event, critical factor, or function that, when acted upon, allows commanders to gain a marked advantage over an adversary or contribute materially to achieving success (JP 3-0). Decisive points are not centers of gravity; they are keys to attacking or protecting them. Decisive points apply at both the operational and tactical levels. At the operational level, they typically provide direct use against a center of gravity. At the tactical level, they tie directly to mission accomplishment.

7-49. Some decisive points are geographic. Examples include port facilities, distribution networks and nodes, and bases of operations. Specific events and elements of an enemy force may also be decisive points. Examples of such events include commitment of the enemy operational reserve and reopening a major oil refinery. A common characteristic of decisive points is their major importance to a center of gravity. A decisive point's importance requires the enemy to commit significant resources to defend it. The loss of a decisive point weakens a center of gravity and may expose more decisive points.

7-50. Decisive points have a different character during operations dominated by stability or civil support. These decisive points may be less tangible and more closely associated with important events and conditions. For example, during operations after Hurricane Andrew in 1992, reopening schools was a decisive point. Other examples include—

- Repairing a vital water treatment facility.
- Establishing a training academy for national security forces.
- Securing an election.
- Quantifiably reducing crime.

None of these examples is purely physical. Nonetheless, any may be vital to establishing conditions for transitioning to civil authority. In an operation dominated by stability or civil support, this transition is typically an end state condition.

7-51. Commanders identify the decisive points that offer the greatest advantage against centers of gravity. Decisive points that enable commanders to seize, retain, or exploit the initiative are crucial. Controlling them is essential to mission accomplishment. Enemy control of a decisive point may exhaust friendly momentum, force early culmination, or allow an enemy counterattack. Decisive points shape the design of operations. They help commanders select clearly decisive, attainable objectives that directly contribute to achieving the end state.

LINES OF OPERATIONS AND LINES OF EFFORT

7-52. Lines of operations and lines of effort bridge the broad concept of operations across to discreet tactical tasks. They link objectives to the end state. Continuous assessment gives commanders the information required to revise and adjust lines of operations and effort. Subordinate commanders reallocate resources accordingly.

7-53. Commanders may describe an operation along lines of operations, lines of effort, or a combination of both. Irregular warfare, for example, typically requires a deliberate approach using lines of operations complemented with lines of effort; the combination of them may change based on the conditions within the operational area. An operational approach using both lines of operations and lines of effort reflects the characteristics and advantages of each. With this approach, commanders synchronize and sequence actions, deliberately creating complementary and reinforcing effects. The lines then converge on the well-defined, commonly understood end state outlined in the commander's intent.

Lines of Operations

7-54. **A *line of operations* is a line that defines the directional orientation of a force in time and space in relation to the enemy and links the force with its base of operations and objectives.** (See figure 7-4.) Lines of operations connect a series of decisive points that lead to control of a geographic or force-oriented objective. Operations designed using lines of operations generally consist of a series of actions executed according to a well-defined sequence. Major combat operations are typically designed using lines of operations. These lines tie offensive and defensive tasks to the geographic and positional references in the operational area. Commanders synchronize activities along complementary lines of operations to achieve the end state. Lines of operations may be either interior or exterior.

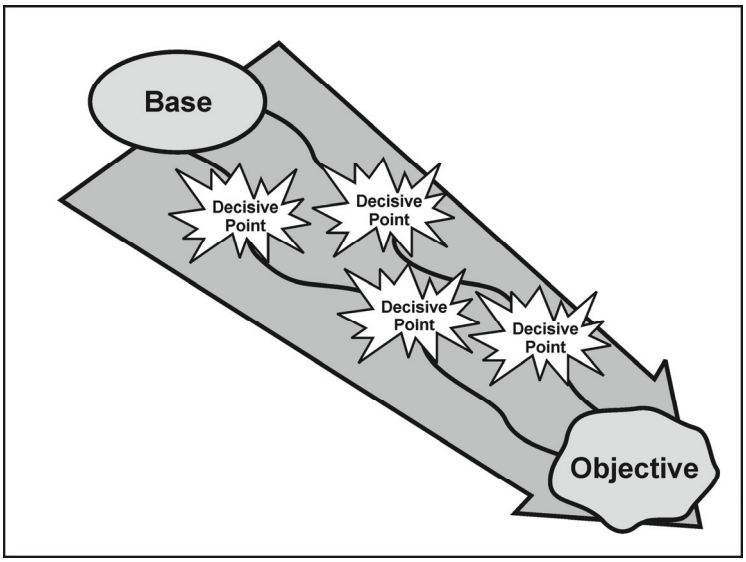

Figure 7-4. Example of a line of operations

7-55. **A force operates on *interior lines* when its operations diverge from a central point**. Interior lines usually represent a central position, where a friendly force can reinforce or concentrate its elements faster than the enemy force can reposition. With interior lines, friendly forces are closer to separate enemy forces than the enemy forces are to one another. Interior lines allow an isolated force to mass combat power against a specific portion of an enemy force by shifting capabilities more rapidly than the enemy can react.

7-56. **A force operates on *exterior lines* when its operations converge on the enemy**. Operations on exterior lines offer opportunities to encircle and annihilate an enemy force. However, these operations typically require a force stronger or more mobile than the enemy.

7-57. The relevance of interior and exterior lines depends on the time and space relationship between the opposing forces. Although an enemy force may have interior lines with respect to the friendly force, this advantage disappears if the friendly force is more agile and operates at a higher tempo. (Paragraph 7-71 defines tempo.) Conversely, if a smaller friendly force maneuvers to a position between larger but less agile enemy forces, the friendly force can better defeat them in detail before they can react effectively.

Lines of Effort

7-58. **A *line of effort* is a line that links multiple tasks and missions using the logic of purpose—cause and effect—to focus efforts toward establishing operational and strategic conditions.** Lines of effort are essential to long-term planning when positional references to an enemy or adversary have little relevance. In operations involving many nonmilitary factors, lines of effort may form the only way to link tasks, effects, conditions, and the desired end state. Lines of effort help commanders visualize how military capabilities can support the other instruments of national power. They prove particularly invaluable when used to achieve unity of effort in operations involving multinational forces and civilian organizations, where unity of command is elusive, if not impractical.

7-59. Commanders use lines of effort to describe how they envision their operations establishing the more intangible end state conditions. These lines of effort show how individual actions relate to each other and to achieving the end state. Ideally, lines of effort combine the complementary, long-term effects of stability or civil support tasks with the cyclic, short-term events typical of offensive or defensive tasks.

7-60. Commanders at all levels may use lines of effort to develop missions and tasks and to allocate resources. Commanders may designate one line of effort as the decisive operation and others as shaping operations. Commanders synchronize and sequence related actions along multiple lines of effort. Seeing these relationships helps commanders assess progress toward achieving the end state as forces perform tasks and accomplish missions.

7-61. Commanders typically visualize stability and civil support operations along lines of effort. For stability operations, commanders may consider linking primary stability tasks to their corresponding Department of State post-conflict technical sectors. (See Chapter 3 for a discussion on stability tasks.) These stability tasks link military actions with the broader interagency effort across the levels of war. Figure 7-5 provides an example. A full array of lines of effort might include offensive and defensive lines, as well as a line for inform and influence activities. Inform and influence activities typically produce effects across multiple lines of effort.

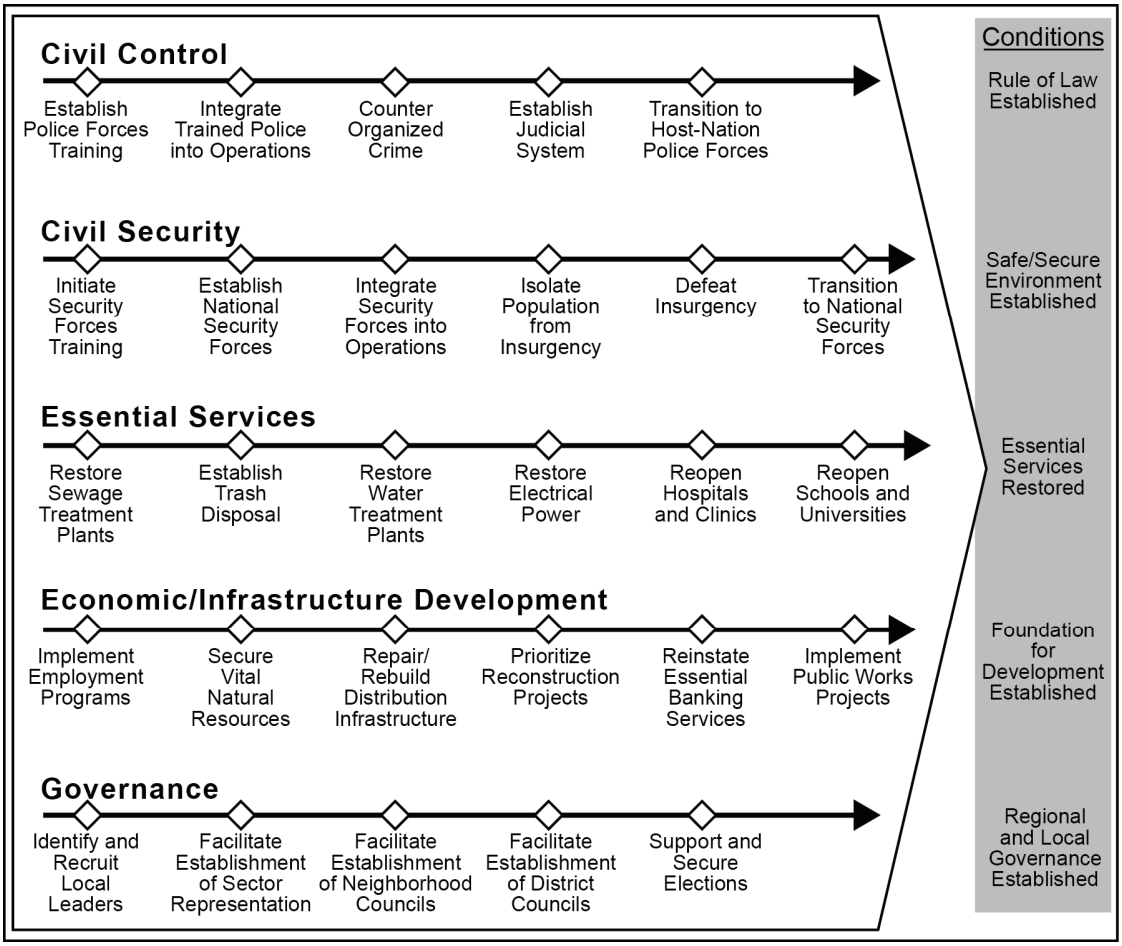

Figure 7-5. Example of lines of effort (stability)

7-62. The five post-conflict technical sectors described in chapter 3 may become lines of effort, as illustrated in figure 7-5. They provide a framework for analyzing an operational environment where stability operations are the major focus. They identify the breadth and depth of relevant civilian agency tasks and emphasize the relationships among them. Using them as lines of effort can help as Army forces in collaborative interagency planning and dialog. Planning and dialog leads to developing lines of effort that

synchronize the effects of the instruments of national power. However, the sectors are not themselves lines of effort and are not the default solution for every operation. During a civil support mission, lines of effort normally portray support in response to a disaster or terrorist attack, support to law enforcement, and other support as required.

7-63. As operations progress, commanders may modify the lines of effort after assessing conditions and collaborating with multinational military and civilian partners. Lines of effort typically focus on integrating the effects of military operations with those of other instruments of national power to support the broader effort. Each operation, however, differs. Commanders develop and modify lines of effort to keep operations focused on achieving the end state, even as the situation changes.

Combining Lines of Operations and Lines of Effort

7-64. Commanders use both lines of operations and lines of effort to connect objectives to a central, unifying purpose. Lines of operations portray the more traditional links between objectives, decisive points, and centers of gravity. However, lines of operations do not project the long-term plan beyond defeating enemy forces and seizing terrain. Combining lines of operations and lines of effort allows commanders to include nonmilitary activities in their long-term plan. This combination helps commanders incorporate stability tasks that establish the end state conditions into the operation. It allows commanders to consider the less tangible aspects of the operational environment where the other instruments of national power dominate. Commanders can then visualize concurrent and post-conflict stability activities. Making these connections relates the tasks and purposes of the elements of full spectrum operations with joint effects identified in the long-term plan.

OPERATIONAL REACH

7-65. *Operational reach* is the distance and duration across which a unit can successfully employ military capabilities (JP 3-0). It reflects the ability to achieve success through a well-conceived operational approach. Operational reach is a tether; it is a function of protection, sustainment, endurance, and relative combat power. The limit of a unit's operational reach is its culminating point. (See paragraph 7-85.) It balances the natural tension between endurance, momentum, and protection. The following actions can extend operational reach:

- Forward positioning of forces, reserves, bases, and support capabilities along lines of operations.
- Employing weapons systems with extended ranges, such as missiles.
- Phasing an operation to focus limited resources.
- Leveraging supply discipline, contracting, and host-nation support. Maximizing distribution network efficiency.
- Leveraging joint capabilities.

7-66. Endurance refers to the ability to employ combat power anywhere for protracted periods. It stems from the ability to create, protect, and sustain a force, regardless of the distance from its base and the austerity of the environment. Endurance involves anticipating requirements and making the most effective, efficient use of available resources. Their endurance gives Army forces their campaign capability. It makes permanent the changing effects of other capabilities.

7-67. Momentum comes from seizing the initiative and executing high-tempo operations that overwhelm enemy resistance. Commanders control momentum by maintaining focus and pressure. They set a tempo that prevents exhaustion and maintains sustainment. A sustainable tempo extends operational reach. Commanders maintain momentum by anticipating and transitioning rapidly between primary tasks or—when necessary—the elements of full spectrum operations. Sometimes commanders push the force to its culminating point to take maximum advantage of an opportunity. For example, exploitations and pursuits often involve pushing all available forces to the limit of their endurance to capitalize on momentum and retain the initiative.

7-68. Protection is an important contributor to operational reach. Commanders anticipate how enemy actions might disrupt operations and then determine the protection capabilities required to maintain sufficient reach. Protection closely relates to endurance and momentum. It also contributes to the

commander's ability to extend operations in time and space. The protection warfighting function helps commanders maintain the deploying force's integrity and combat power.

7-69. **An *operational pause* is a deliberate halt taken to extend operational reach or prevent culmination**. Commanders may execute an operational pause for several reasons. These may include the force being close to culmination, the decisive operation failing, or the end state changing. In planning an operation, commanders carefully balance initiative, momentum, reach, and culmination to avoid unnecessary operational pauses. In protracted operations, however, they may have to execute operational pauses to extend operational reach. Commanders carefully plan, prepare for, and execute these pauses to prevent losing the initiative. During an operational pause, commanders retain the initiative by using shaping operations to keep pressure on enemy forces. These shaping operations confuse the enemy while friendly forces generate combat power for the decisive operation.

7-70. Commanders and staffs balance operational reach, direct and indirect approaches, and operational pauses to ensure Army forces accomplish their missions before culminating. Commanders continually strive to extend operational reach. They assess friendly and enemy force status, anticipate culmination, and plan operational pauses if necessary. Commanders have studied and reflected on the challenge of conducting and sustaining operations over long distances and times. History contains many examples of operations hampered by inadequate operational reach. Achieving the desired end state requires forces with the operational reach to establish and maintain the end state conditions.

TEMPO

7-71. ***Tempo* is the relative speed and rhythm of military operations over time with respect to the enemy**. It reflects the rate of military action. Controlling tempo helps commanders keep the initiative during combat operations or rapidly establish a sense of normalcy during humanitarian crises. During operations dominated by the offense and defense, commanders normally seek to maintain a higher tempo than the enemy; rapid tempo can overwhelm an enemy's ability to counter friendly actions. During operations dominated by stability and civil support, commanders act quickly to control events. By acting faster than the situation deteriorates, commanders can change the dynamics of a crisis and restore stability. The capability to act quickly enhances flexibility and operational adaptability across the spectrum of conflict.

7-72. Commanders control tempo throughout the conduct of operations. First, they formulate operations that stress the complementary and reinforcing effects of simultaneous and sequential operations. They synchronize those operations in time and space to degrade enemy capabilities throughout the operational area. Second, commanders avoid unnecessary engagements. This practice includes bypassing resistance that appears at times and places commanders do not consider decisive. Third, through mission command they enable subordinates to exercise initiative and act independently. Controlling tempo requires both audacity and patience: audacity initiates the actions needed to develop a situation; patience allows a situation to develop until the force can strike at the decisive time and place. Ultimately, the goal is maintaining a tempo appropriate to retaining the initiative and achieving the end state.

7-73. Army forces expend more energy and resources when operating at a high tempo. Commanders assess the force's capacity to operate at a high tempo based on its performance and available resources. An effective operational design varies tempo throughout an operation to increase endurance while maintaining appropriate speed and momentum. There is more to tempo than speed. While speed can be important, commanders balance speed with endurance.

SIMULTANEITY AND DEPTH

7-74. Simultaneity and depth extend operations in time and space. Simultaneity has two components. Both depend on depth to attain lasting effects and maximum synergy. Simultaneous combinations of offensive, defensive, and stability tasks overwhelm enemy forces and their will to resist while setting the conditions for a lasting, stable peace. Simultaneous actions across the depth of the operational area place more demands on enemy forces than enemy forces can effectively respond to them. Operations combining depth and simultaneity achieve a synergy that paralyzes enemy forces. This prevents them from reacting appropriately, inducing their early culmination. Similarly, stability or civil support tasks—executed in

depth with simultaneous defensive and offensive tasks when necessary—establish control of the situation throughout the operational area.

7-75. Simultaneity also refers to the concurrent effects operations produce at the tactical, operational, and strategic levels. Tactical commanders fight the battles and engagements that accomplish objectives in accordance with the operational commander's intent. Operational commanders set the conditions for tactical success in battles within a campaign or major operation. These victories, in turn, create the conditions that define the end state. Because of the complex interaction among the levels of war, commanders cannot be concerned only with events at their respective echelon. Success requires them to understand how their actions affect the operations of commanders at all other echelons.

7-76. ***Depth* is the extension of operations in time, space, and resources**. Operations in depth can disrupt the enemy's decision cycle. These operations contribute to protecting the force by destroying enemy capabilities before the enemy can use them. Commanders balance their forces' tempo to produce simultaneous results throughout their operational area. To achieve simultaneity, commanders establish a higher tempo to target enemy capabilities located at the limit of a force's operational reach.

7-77. Simultaneity and depth are inherent in full spectrum operations. Army forces execute simultaneous operations across vast areas. They force the enemy to react to numerous friendly actions—potential and actual—throughout the operational area. Army forces use combined arms, advanced information systems, and joint capabilities to increase the depth of their operations. The complementary effects produced by executing simultaneous operations in depth overwhelm enemy forces, forcing them to respond piecemeal or not at all.

7-78. Commanders extend the depth of operations through joint integration. When determining an operation's depth, commanders consider their own capabilities, as well as joint capabilities and limitations. They use these capabilities to ensure actions executed at operational depth receive robust and uninterrupted support. Commanders sequence and synchronize operations in time and space to achieve simultaneous effects throughout the operational area.

PHASING AND TRANSITIONS

7-79. **A *phase* is a planning and execution tool used to divide an operation in duration or activity. A change in phase usually involves a change of mission, task organization, or rules of engagement. Phasing helps in planning and controlling and may be indicated by time, distance, terrain, or an event.** The ability of Army forces to extend operations in time and space, coupled with a desire to dictate tempo, often presents commanders with more objectives and decisive points than the force can engage simultaneously. At both the operational and tactical levels, this situation may require commanders and staffs to consider sequencing operations. Sequencing involves integrating capabilities and synchronizing actions. This is accomplished through phasing.

7-80. Phasing is key to arranging complex operations. It describes how the commander envisions the overall operation unfolding. It is the logical expression of the commander's visualization in time. Within a phase, a large portion of the force executes similar or mutually supporting activities. Achieving a specified condition or set of conditions typically marks the end of a phase.

7-81. Simultaneity, depth, and tempo are vital to full spectrum operations. However, they cannot always be attained to the degree desired. In such cases, commanders limit the number of objectives and decisive points engaged simultaneously. They deliberately sequence certain actions to maintain tempo while focusing combat power at the decisive point in time and space. Commanders combine simultaneous and sequential operations to establish the end state conditions.

7-82. Phasing can extend operational reach. Only when the force lacks the capability to accomplish the mission in a single action do commanders phase the operation. Each phase should strive to—

- Focus effort.
- Concentrate combat power in time and space at a decisive point.
- Deliberately and logically accomplish its objectives.

7-83. Transitions mark a change of focus between phases or between the ongoing operation and execution of a branch or sequel. Shifting priorities between the elements of full spectrum operations—such as from offense to stability—also involves a transition. Transitions require planning and preparation well before their execution to maintain the momentum and tempo of operations. The force is vulnerable during transitions, and commanders establish clear conditions for their execution. Transitions may create unexpected opportunities; they may also make forces vulnerable to enemy threats.

7-84. An unexpected change in conditions may require commanders to direct an abrupt transition between phases. In such cases, the overall composition of the force remains unchanged despite sudden changes in mission, task organization, and rules of engagement. Typically, task organization evolves to meet changing conditions; however, transition planning must also account for changes in mission. Commanders attuned to sudden changes can better adapt their forces to dynamic conditions. They continuously assess the situation and task-organize and cycle their forces to retain the initiative. They strive to achieve changes in emphasis without incurring an operational pause.

CULMINATION

7-85. **The *culminating point* is that point in time and space at which a force no longer possesses the capability to continue its current form of operations.** Culmination represents a decisive shift in relative combat power. It is relevant to both attackers and defenders at each level of war. In the offense, the culminating point occurs when the force cannot continue the attack and must assume a defensive posture or execute an operational pause. In the defense, it occurs when the force can no longer defend itself and must withdraw or risk destruction.

7-86. With stability, the culminating point is more difficult to identify. Three conditions can result in culmination:

- Being too dispersed to adequately control the situation.
- Being unable to provide the necessary security.
- Lacking required resources.

7-87. During civil support, culmination is unlikely. However, culmination may occur if forces must respond to more catastrophic events than they can manage simultaneously. That situation results in culmination due to exhaustion.

7-88. Culmination may be a planned event. In such cases, the concept of operations predicts which part of the force will culminate, and the task organization includes additional forces to assume the mission. Culmination is expected and measures are in place to mitigate it. Culmination is typically caused by direct combat actions or higher echelon resourcing decisions. It relates to the force's ability to generate and apply combat power and is not a lasting condition. Tactical units may be reinforced or reconstituted to continue operations.

RISK

7-89. Risk, uncertainty, and chance are inherent in all military operations. When commanders accept risk, they create opportunities to seize, retain, and exploit the initiative and achieve decisive results. Risk is a potent catalyst that fuels opportunity. The willingness to incur risk is often the key to exposing enemy weaknesses that the enemy considers beyond friendly reach. Understanding risk requires calculated assessments coupled with boldness and imagination. Successful commanders assess and mitigate risk continuously throughout the operations process.

7-90. Inadequate planning and preparation recklessly risks forces. It is equally rash to delay action while waiting for perfect intelligence and synchronization. Reasonably estimating and intentionally accepting risk is fundamental to conducting operations and essential to mission command. Successfully applying military force requires commanders who assess the risks, analyze and minimize the hazards, and execute a plan that accounts for those hazards. Experienced commanders balance audacity and imagination with risk and uncertainty to strike at a time and place and in a manner wholly unexpected by enemy forces. This is the essence of surprise. It results from carefully considering and accepting risk. (FMs 3-90 and 6-0 discuss tactical risk.)

7-91. Operational art balances risk and opportunity to create and maintain the conditions necessary to seize, retain, and exploit the initiative and achieve decisive results. During execution, opportunity is fleeting. The surest means to create opportunity is to accept risk while minimizing hazards to friendly forces. A good operational approach considers risk and uncertainty equally with friction and chance. The final plans and orders then provide the flexibility commanders need to take advantage of opportunity in complex, dynamic environments.

SUMMARY

7-92. Operational art is a cognitive aspect of operations supported by design. While the character of conflict changes with time, the violent and chaotic nature of warfare does not. The essence of military art remains timeless. Operational art—the creative expression of informed vision to integrate ends, ways, and means across the levels of war—is fundamental to the Army's ability to seize, retain, and exploit the initiative.

be expanded and improved to establish a more permanent presence. The scale and complexity of the base, however, directly relates to the size of the force required to maintain it. A large base with extensive facilities requires a much larger security force than a smaller, austere base. Commanders weigh whether to expand and improve a forward operating base against the type and number of forces available to secure it, the expected length of the forward deployment, and the force's sustainment requirements.

8-37. Forward operating bases extend and maintain the operational reach of Army forces, providing secure locations from which to conduct and sustain operations. They not only enable extending operations in time and space; they also contribute to the overall endurance of the force, an essential element of the Army's campaign capability. Forward operating bases allow forward-deployed forces to reduce operational risk, maintain momentum, and avoid culmination.

8-38. Typically, forward operating bases are established adjacent to a regional distribution hub, such as a large airfield (civilian or military), rail terminal, or major highway junction. This facilitates movement into and out of the operational area while providing a secure location through which to distribute personnel, equipment, and supplies. However, forward operating bases may be located in austere locations with limited access to transportation infrastructure. In such cases, units will not likely maintain the base for extended periods.

*SUPPORT AREAS

8-39. When lodgment or a forward operating base expands to include clusters of sustainment, headquarters, and other supporting units, commanders may designate a support area. **A *support area* is a specific surface area designated by the echelon commander to facilitate the positioning, employment, and protection of resources required to sustain, enable, and control tactical operations**. Within a support area, a designated unit such as a brigade combat team or maneuver enhancement brigade provides area security, terrain management, movement control, mobility support, clearance of fires, and required tactical combat forces. This allows sustainment units to focus on their primary function.

SUMMARY

8-40. The Nation requires joint forces with strategic and operational reach. Given the enormous distances that separate the United States from regions in conflict, this imposes serious challenges for the Army. Even within the United States, the distances between Army installations and major cities often span a significant expanse. Above all, the Army must remain versatile, adapting not only to the particular requirements of different areas of responsibility, but also to limitations in strategic and intratheater lift. Available lift will never equal an ideal land force's requirements. Joint force commanders need some landpower deployed very rapidly and capable of seizing a lodgment. They also need follow-on land forces able to persevere for months and years as the campaign progresses. Once deployed, Army commanders develop and protect bases and lines of communications in austere areas. These house not only Soldiers but also joint and multinational forces. With each base, Army forces extend their operational reach throughout the operational area, using landpower to multiply the effectiveness of American military power.

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ADDENDUM TO THE ROLE OF DOCTRINE AND SUMMARY OF CHANGES

SUMMARY OF MAJOR CHANGES

D-27. The following paragraphs summarize the major doctrinal changes made by this field manual from the 2008 version.

Chapter 1 – The Operational Environment

D-28. Chapter 1 adds a discussion of hybrid threats.

Chapter 2 – The Continuum of Operations

D-29. Chapter 2 makes the following changes:

- Eliminates graphics to illustrate the continuum of operations.
- Expands and clarifies the discussion of major combat operations.

Chapter 3 – Full Spectrum Operations

D-30. Chapter 3 makes the following changes:

- Moves the discussion of mission command from the section within the operational concept to chapters 4, 5, and 6 to consolidate and emphasize mission command.
- Adds the discussion of stability operations now includes security force assistance.
- Modifies the discussion of civil support tasks from three tasks to four.

Chapter 4 – Combat Power

D-31. Chapter 4 makes the following changes:

- Replaces the command and control warfighting function with mission command warfighting function.
- Introduces the four commander's tasks of mission command: drive the operations process; understand, visualize, describe, direct, lead, and assess operations; develop teams among modular formations and joint, interagency, intergovernmental, and multinational partners; and lead inform and influence activities.
- Introduces the three staff tasks of mission command: conduct the operations process, conduct knowledge management and information management, and conduct inform and influence and cyber/electromagnetic activities.
- Adds integrate and synchronize cyber/electromagnetic activities as a fires warfighting task.
- Modifies the discussion of health service support under the sustainment warfighting function.
- Adds health risk communication as a measure under force health protection in the protection warfighting function.

Chapter 5 – The Commander and Mission Command

D-32. Chapter 5 makes the following changes:

- Changes the title of the chapter to The Commander and Mission Command.
- Moves the discussions of control and the operations process to chapter 6.
- Describes how design assists the commander in better understanding the operational environment.
- Prescribes a new definition for *mission command*.
- Discusses the four commander's tasks of mission command.

- Describes how building teams enables commanders to shape operations before, during, and after operations.
- Rescinds the term *battle command.*
- Rescinds the term *command and control warfare* and the discussion of command and control warfare.
- Describes how the commander uses assessment in operations.

Chapter 6 – The Science of Control

D-33. Chapter 6 is a new chapter. It makes the following changes:

- Changes the title of the chapter to The Science of Control.
- Describes the three staff tasks of mission command.
- Eliminates the *five information tasks* and replaces them with the task of inform and influence and cyber/electromagnetic activities. The joint construct of information operations focuses on adversaries and is based on capabilities. The previous version of FM 3-0, *Operations*, and the 2003 FM 3-13, *Information Operations*, used a similar definition and construct. In 2008, FM 3-0 revised how the Army viewed information operations using five information tasks located in separate warfighting functions. This change accounts for the difference between land operations and those conducted in the other domains. For example, the joint construct of information operations had nothing that focused the efforts of multiple contributors on getting out effective messages to friendly or neutral audiences, which are now accounted in the task of inform and influence activities. The new construct also recognizes the growing importance of a new function that addresses the cyber/electromagnetic arena. As an interim measure, responsibility for integration and synchronization of cyber/electromagnetic activities resides in the electronic warfare element of the fires warfighting function. The concepts and functions of cyber/electromagnetic activities will mature and be refined.
- Rescinds the term *psychological operations* and replaces the term with *military information support operations*.

Chapter 7 – Information Superiority (Deleted)

D-34. Chapter 7, Information Superiority, is deleted. Discussion of inform and influence and cyber/electromagnetic activities is moved to chapter 6.

Chapter 7 – Operational Art

D-35. Chapter 7 (previously chapter 6) makes the following changes:

- Introduces design as a methodology that supports the application of operational art.
- Modifies the definition of operational approach to align with FM 5-0.
- Replaces elements of *operational design* with elements of *operational art.*

Chapter 8 – Strategic and Operational Reach

D-36. Chapter 8 adds a discussion of and defines *support area*.

Appendix A – Principles of War and Operations

Appendix B – Command and Support Relationships

Appendix C – The Army Modular Force

TERMS AND DEFINITIONS

D-37. Table D-4 lists changes to terms for which Change 1 of FM 3-0 is the proponent field manual.

***Table D-4. Army terms for change 1**

New terms	*Modified terms*	*Rescinded terms*
approach hybrid threat inform and influence activities mission command networks and systems[1] mission command warfighting function[2] operational adaptability persistent conflict	control[3] direct approach indirect approach mission command operational approach[4] operations process[3] relevant information[3] running estimate[4] support area[5]	battle command command and control warfare[6] command and control warfighting function[7] information engagement information protection information system

Notes:

[1] Replaces command and control warfare.
[2] Replaces command and control warfighting function.
[3] Modified definition for use in mission command context.
[4] FM 5-0 is now proponent.
[5] FM 3-0 is now proponent instead of FMI 3-0.1.
[6] Replaced by mission command warfare.
[7] Replaced by mission command warfighting function.

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Source Notes

These are the sources used, quoted, or paraphrased in this publication. They are listed by page number. Where material appears in a paragraph, both page and paragraph number are listed.

xi "Stability operations are a core…": DODD 3000.05, *Military Support for Stability, Security, Transition, and Reconstruction (SSTR) Operations* (Washington, DC: Department of Defense, 28 Nov 2005), paragraph 4.1 (page 2).

1-15 "War is thus an act…": Carl von Clausewitz, *On War*, Michael Howard and Peter Paret, eds. (Princeton: Princeton University Press, 1984), 75 (hereafter cited as Clausewitz).

1-17 "Everything in war…": Clausewitz, 119, 120.

1-19 para 1-90. AR 350-1, *Army Training and Leader Development* (Washington DC: Headquarters, Department of the Army, 3 Aug 2007), 80–81. Paragraph 4-18b establishes the Soldier's Rules. < http://www.army.mil/usapa/epubs/pdf/r350_1.pdf > (accessed 10 Jan 2008).

7-6 para 7-30. "the hub of all power…": Clausewitz, 595–596.

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Glossary

The glossary lists acronyms and terms with Army, multi-Service, or joint definitions, and other selected terms. Where Army and joint definitions are different, *(Army)* follows the term. Terms for which FM 3-0 is the proponent manual (the authority) are marked with an asterisk (*). The proponent manual for other terms is listed in parentheses after the definition.

SECTION I – ACRONYMS AND ABBREVIATIONS

ADCON	administrative control
AR	Army regulation
ARFOR	*See* ARFOR under terms.
ASCC	Army Service component command
BCT	brigade combat team
CBRNE	chemical, biological, radiological, nuclear, and high-yield explosives
CCIR	commander's critical information requirement
CJCSI	Chairman of the Joint Chiefs of Staff instruction
COCOM	combatant command (command authority)
DA	Department of the Army
DODI	Department of Defense instruction
EEFI	essential element of friendly information
FFIR	friendly force information requirement
FM	field manual
ISR	intelligence, surveillance, and reconnaissance
JP	joint publication
MDMP	military decisonmaking process
METT-TC	*See* METT-TC under terms.
NATO	North Atlantic Treaty Organization
OPCON	operational control
PIR	priority intelligence requirement
PMESII-PT	*See* PMESII-PT under terms.
TACON	tactical control
U.S.	United States
WMD	weapons of mass destruction

SECTION II – TERMS

administrative control

(joint) Direction or exercise of authority over subordinate or other organizations in respect to administration and support, including organization of Service forces, control of resources and equipment, personnel management, unit logistics, individual and unit training, readiness, mobilization, demobilization, discipline, and other matters not included in the operational missions of the subordinate or other organizations. (JP 1)

adversary

(joint) A party acknowledged as potentially hostile to a friendly party and against which the use of force may be envisaged. (JP 3-0)

alliance

(joint) The relationship that results from a formal agreement (for example, treaty) between two or more nations for broad, long-term objectives that further the common interests of the members. (JP 3-0)

antiterrorism

(joint) Defensive measures used to reduce the vulnerability of individuals and property to terrorist acts, to include limited response and containment by local military and civilian forces. (JP 3-07.2)

***approach**

The manner in which a commander contends with a center of gravity.

area of influence

(joint) A geographical area wherein a commander is directly capable of influencing operations by maneuver or fire support systems normally under the commander's command or control. (JP 3-16)

area of interest

(joint) area of concern to the commander, including the area of influence, areas adjacent thereto, and extending into enemy territory to the objectives of current or planned operations. This area also includes areas occupied by enemy forces who could jeopardize the accomplishment of the mission. (JP 2-03)

***ARFOR**

The Army Service component headquarters for a joint task force or a joint and multinational force.

***Army positive control**

A technique of regulating forces that involves commanders and leaders actively assessing, deciding, and directing them.

***Army procedural control**

A technique of regulating forces that relies on a combination of orders, regulations, policies, and doctrine (including tactics, techniques, and procedures).

***assessment**

(Army) The continuous monitoring and evaluation of the current situation, particularly the enemy, and progress of an operation.

base

(joint) A locality from which operations are projected or supported. (JP 4-0)

***battle**

A set of related engagements that lasts longer and involves larger forces than an engagement.

campaign

(joint) A series of related major operations aimed at achieving strategic and operational objectives within a given time and space. (JP 5-0)

center of gravity

(joint) The source of power that provides moral or physical strength, freedom of action, or will to act. (JP 3-0)

civil considerations

The influence of manmade infrastructure, civilian institutions, and attitudes and activities of the civilian leaders, populations, and organizations within an area of operations on the conduct of military operations. (FM 6-0)

civil support

(joint) Department of Defense support to US civil authorities for domestic emergencies, and for designated law enforcement and other activities. (JP 3-28)

***close combat**

Warfare carried out on land in a direct-fire fight, supported by direct, indirect, and air-delivered fires.

coalition

(joint) An ad hoc arrangement between two or more nations for common action. (JP 5-0)

coalition action

(joint) A multinational action outside the bounds of established alliances, usually for single occasions or longer cooperation in a narrow sector of common interest. (JP 5-0)

combat camera

(joint) The acquisition and utilization of still and motion imagery in support of operational and planning requirements across the range of military operations and during joint exercises. (JP 3-61)

combating terrorism

(joint) Actions, including antiterrorism and counterterrorism, taken to oppose terrorism throughout the entire threat spectrum. (JP 3-26)

***combat power**

(Army) The total means of destructive, constructive, and information capabilities that a military unit/formation can apply at a given time. Army forces generate combat power by converting potential into effective action.

***combined arms**

The synchronized and simultaneous application of the elements of combat power to achieve an effect greater than if each element of combat power was used separately or sequentially.

command

(joint) The authority that a commander in the armed forces lawfully exercises over subordinates by virtue of rank or assignment. Command includes the authority and responsibility for effectively using available resources and for planning the employment of, organizing, directing, coordinating, and controlling military forces for the accomplishment of assigned missions. It also includes responsibility for health, welfare, morale, and discipline of assigned personnel. (JP 1)

commander's critical information requirement

(joint) An information requirement identified by the commander as being critical to facilitating timely decision-making. The two key elements are friendly force information requirements and priority intelligence requirements. (JP 3-0)

***commander's intent**

(Army) A clear, concise statement of what the force must do and the conditions the force must establish with respect to the enemy, terrain, and civil considerations that represent the desired end state.

***commander's visualization**

The mental process of developing situational understanding, determining a desired end state, and envisioning the broad sequence of events by which the force will achieve that end state.

***common operational picture**

(Army) A single display of relevant information within a commander's area of interest tailored to the user's requirements and based on common data and information shared by more than one command.

***compel**

To use, or threaten to use, lethal force to establish control and dominance, effect behavioral change, or enforce compliance with mandates, agreements, or civil authority.

***concept of operations**

(Army) A statement that directs the manner in which subordinate units cooperate to accomplish the mission and establishes the sequence of actions the force will use to achieve the end state. It is normally expressed in terms of decisive, shaping, and sustaining operations.

consequence management

(joint) Actions taken to maintain or restore essential services and manage and mitigate problems resulting from disasters and catastrophes, including natural, man-made, or terrorist incidents. (JP 3-28)

contractor

A person or business that provides products or services for monetary compensation. A contractor furnishes supplies and services or performs work at a certain price or rate based on the terms of a contract. (FM 3-100.21)

***control**

(Army)*1. In the context of mission command, control is the regulation of forces and warfighting functions to accomplish the mission in accordance with the commander's intent. (FM 3-0) 2. A tactical mission task that requires the commander to maintain physical influence over a specified area to prevent its use by an enemy. (FM 3-90) 3. An action taken to eliminate a hazard or reduce its risk. (FM 5-19) *4. In the context of stability mechanisms, to impose civil order. (FM 3-0) [See JP 1-02 for joint definitions.]

***control measure**

A means of regulating forces or warfighting functions.

counterdrug activities

(joint) Those measures taken to detect, interdict, disrupt, or curtail any activity that is reasonably related to illicit drug trafficking. This includes, but is not limited to, measures taken to detect, interdict, disrupt, or curtail activities related to substances, materiel, weapons, or resources used to finance, support, secure, cultivate, process, or transport illegal drugs. (JP 3-07.4)

counterinsurgency

(joint) Comprehensive civilian and military efforts taken to defeat an insurgency and to address any core grievances. (JP 3-24)

counterterrorism

(joint) Actions taken directly against terrorist networks and indirectly to influence and render global and regional environments inhospitable to terrorist networks. (JP 3-26)

***culminating point**

(Army) That point in time and space at which a force no longer possesses the capability to continue its current form of operations.

cyberspace

(joint) A global domain within the information environment consisting of the interdependent network of information technology infrastructures, including the Internet, telecommunications networks, computer systems, and embedded processors and controllers. (JP 1-02)

***decisive operation**

The operation that directly accomplishes the mission. It determines the outcome of a major operation, battle, or engagement. The decisive operation is the focal point around which commanders design the entire operation.

decisive point

(joint) A geographic place, specific key event, critical factor, or function that, when acted upon, allows commanders to gain a marked advantage over an adversary or contribute materially to achieving success. (JP 3-0) [Note: In this context, adversary also refers to enemies.]

***defeat mechanism**

The method through which friendly forces accomplish their mission against enemy opposition.

***defensive operations**

Combat operations conducted to defeat an enemy attack, gain time, economize forces, and develop conditions favorable for offensive or stability operations.

***depth**

(Army) The extension of operations in time, space, and resources.

design

A methodology for applying critical and creative thinking to understand, visualize, and describe complex, ill-structured problems and develop approaches to solve them. (FM 5-0)

***destroy**

In the context of defeat mechanisms, to apply lethal combat power on an enemy capability so that it can no longer perform any function and cannot be restored to a usable condition without being entirely rebuilt.

***direct approach**

The manner in which a commander attacks the enemy's center of gravity or principal strength by applying combat power directly against it.

direct liaison authorized

(joint) That authority granted by a commander (any level) to a subordinate to directly consult or coordinate an action with a command or agency within or outside of the granting command. Direct liaison authorized is more applicable to planning than operations and always carries with it the requirement of keeping the commander granting direct liaison authorized informed. Direct liaison authorized is a coordination relationship, not an authority through which command may be exercised. (JP 1)

***disintegrate**

To disrupt the enemy's command and control system, degrading the ability to conduct operations while leading to a rapid collapse of the enemy's capabilities or will to fight.

***dislocate**

To employ forces to obtain significant positional advantage, rendering the enemy's dispositions less valuable, perhaps even irrelevant.

electromagnetic spectrum

(joint) The range of frequencies of electromagnetic radiation from zero to infinity. It is divided into 26 alphabetically designated bands. (JP 3-13.1)

electronic attack

(joint) A division of electronic warfare involving the use of electromagnetic energy, directed energy, or antiradiation weapons to attack personnel, facilities, or equipment with the intent of degrading, neutralizing, or destroying enemy combat capability and is considered a form of fires. (JP 3-13.1)

electronic protection

(joint) A division of electronic warfare involving actions taken to protect personnel, facilities, and equipment from any effects of friendly or enemy use of the electromagnetic spectrum that degrade, neutralize, or destroy friendly combat capability. (JP 3-13.1)

electronic warfare

(joint) Any military action involving the use of electromagnetic and directed energy to control the electromagnetic spectrum or to attack the enemy. Electronic warfare consists of three divisions: electronic attack, electronic protection, and electronic warfare support. (JP 3-13.1)

electronic warfare support

(joint) A division of electronic warfare involving actions tasked by, or under the direct control of, an operational commander to search for, intercept, identify, and locate or localize sources of intentional and unintentional radiated electromagnetic energy for the purpose of immediate threat recognition, targeting, planning, and conduct of future operations. (JP 3-13.1)

end state

(joint) The set of required conditions that defines achievement of the commander's objectives. (JP 3-0)

***enemy**

A party identified as hostile against which the use of force is authorized.

engagement

(joint) A tactical conflict, usually between opposing, lower echelon maneuver forces. (JP 1-02)

***essential element of friendly information**

(Army) A critical aspect of a friendly operation that, if known by the enemy, would subsequently compromise, lead to failure, or limit success of the operation and therefore should be protected from enemy detection.

***execution**

Putting a plan into action by applying combat power to accomplish the mission and using situational understanding to assess progress and make execution and adjustment decisions.

***exterior lines**

A force operates on exterior lines when its operations converge on the enemy.

***fires warfighting function**

The related tasks and systems that provide collective and coordinated use of Army indirect fires and joint fires through the targeting process.

***force tailoring**

The process of determining the right mix of forces and the sequence of their deployment in support of a joint force commander.

forcible entry

(joint) The seizing and holding of a military lodgment in the face of armed opposition. (JP 3-18)

foreign humanitarian assistance

(joint) Department of Defense activities, normally in support of the United States Agency for International Development or Department of State, conducted outside the United States, its territories, and possessions to relieve or reduce human suffering, disease, hunger, or privation. (JP 3-29)

foreign internal defense

(joint) The participation by civilian and military agencies of a government in any of the action programs taken by another government or other designated organization to free and protect its society from subversion, lawlessness, and insurgency. (JP 3-22)

***forward operating base**

(Army) An area used to support tactical operations without establishing full support facilities.

friendly force information requirement

(joint) Information the commander and staff need to understand the status of friendly force and supporting capabilities. (JP 3-0)

***full spectrum operations**

The Army's operational concept: Army forces combine offensive, defensive, and stability or civil support operations simultaneously as part of an interdependent joint force to seize, retain, and exploit the initiative, accepting prudent risk to create opportunities to achieve decisive results. They employ synchronized action—lethal and nonlethal—proportional to the mission and informed by a thorough understanding of all variables of the operational environment. Mission command that conveys intent and an appreciation of all aspects of the situation guides the adaptive use of Army forces.

***graphic control measure**

A symbol used on maps and displays to regulate forces and warfighting functions.

***hybrid threat**

A hybrid threat is the diverse and dynamic combination of regular forces, irregular forces, and/or criminal elements all unified to achieve mutually benefitting effects.

***indirect approach**

The manner in which a commander attacks the enemy's center of gravity by applying combat power against a series of decisive points while avoiding enemy strength.

***individual initiative**

The willingness to act in the absence of orders, when existing orders no longer fit the situation, or when unforeseen opportunities or threats arise.

***influence**

In the context of stability mechanisms, to alter the opinions and attitudes of a civilian population through inform and influence activities, presence, and conduct.

***inform and influence activities**

The integrating activities within the mission command warfighting function which ensure themes and messages designed to inform domestic audiences and influence foreign friendly, neutral, adversary, and enemy populations are synchronized with actions to support full spectrum operations. Inform and influence activities incorporate components and enablers expanding the commander's ability to use other resources to inform and influence.

information environment

(joint) The aggregate of individuals, organizations, and systems that collect, process, disseminate, or act on information. (JP 3-13)

***information management**

(Army) The science of using procedures and information systems to collect, process, store, display, disseminate, and protect knowledge products, data, and information.

insurgency

(joint) The organized movement of subversion and violence by a group or movement that seeks to overthrow or force change of a governing authority. Insurgency can also refer to the group itself. (JP 3-24)

***intelligence, surveillance, and reconnaissance**

(Army) An activity that synchronizes and integrates the planning and operation of sensors, assets, and processing, exploitation, and dissemination systems in direct support of current and future operations. This is an integrated intelligence and operations function. For Army forces, this activity is a combined arms operation that focuses on priority intelligence requirements while answering the commander's critical information requirements.

***intelligence, surveillance, and reconnaissance integration**

The task of assigning and controlling a unit's intelligence, surveillance, and reconnaissance assets (in terms of space, time, and purpose) to collect and report information as a concerted and integrated portion of operation plans and orders.

***intelligence, surveillance, and reconnaissance synchronization**

The task that accomplishes the following: analyzes information requirements and intelligence gaps; evaluates available assets internal and external to the organization; determines gaps in the use of those assets; recommends intelligence, surveillance, and reconnaissance assets controlled by the organization to collect on the commander's critical information requirements; and submits requests for information for adjacent and higher collection support.

***intelligence warfighting function**

The related tasks and systems that facilitate understanding of the operational environment, enemy, terrain, and civil considerations.

interagency coordination

(joint) Within the context of Department of Defense involvement, the coordination that occurs between elements of Department of Defense, and engaged US Government agencies for the purpose of achieving an objective. (JP 3-0)

intergovernmental organization

(joint) An organization created by a formal agreement (for example, a treaty) between two or more governments. It may be established on a global, regional, or functional basis for wide-ranging or narrowly defined purposes. Formed to protect and promote national interests shared by member states. (JP 3-08)

***interior lines**

A force operates on interior lines when its operations diverge from a central point.

intermediate staging base

(joint) A tailorable, temporary location used for staging forces, sustainment and/or extraction into and out of an operational area. (JP 3-35)

intuitive decisionmaking

The act of reaching a conclusion which emphasizes pattern recognition based on knowledge, judgment, experience, education, intelligence, boldness, perception, and character. This approach focuses on assessment of the situation vice comparison of multiple options. (FM 6-0)

***irregular warfare**

(Army) A violent struggle among state and nonstate actors for legitimacy and influence over a population.

***isolate**

In the context of defeat mechanisms, to deny an enemy or adversary access to capabilities that enable the exercise of coercion, influence, potential advantage, and freedom of action.

joint combined exchange training

(joint) A program conducted overseas to fulfill US forces training requirements and at the same time exchange the sharing of skills between US forces and host nation counterparts. Training activities are designed to improve US and host nation capabilities. (JP 3-05)

***knowledge management**

The art of creating, organizing, applying, and transferring knowledge to facilitate situational understanding and decisionmaking.

***landpower**

The ability—by threat, force, or occupation—to gain, sustain, and exploit control over land, resources, and people.

law of war

(joint) That part of international law that regulates the conduct of armed hostilities. (JP 1-02)

leadership

The process of influencing people by providing purpose, direction, and motivation, while operating to accomplish the mission and improve the organization. (FM 6-22)

***line of effort**

A line that links multiple tasks and missions using the logic of purpose—cause and effect—to focus efforts toward establishing operational and strategic conditions.

***line of operations**

(Army) A line that defines the directional orientation of a force in time and space in relation to the enemy and links the force with its base of operations and objectives.

lodgment

(joint) A designated area in a hostile or potentially hostile territory that, when seized and held, makes the continuous landing of troops and materiel possible and provides maneuver space for subsequent operations. (JP 3-18)

logistics

(joint) The planning and executing the movement and support of forces. It includes those aspects of military operations that deal with: a. design and development, acquisition, storage, movement, distribution, maintenance, evacuation, and disposition of materiel; b. movement, evacuation, and hospitalization of personnel; c. acquisition or construction, maintenance, operation, and disposition of facilities; and d. acquisition or furnishing of services. (JP 4-0)

***main effort**

The designated subordinate unit whose mission at a given point in time is most critical to overall mission success. It is usually weighted with the preponderance of combat power.

major operation

(joint) A series of tactical actions (battles, engagements, strikes) conducted by combat forces of a single or several Services, coordinated in time and place, to achieve strategic or operational objectives in an operational area. These actions are conducted simultaneously or sequentially in accordance with a common plan and are controlled by a single commander. For noncombat operations, a reference to the relative size and scope of a military operation. (JP 3-0)

maneuver

(joint) The employment of forces in the operational area through movement in combination with fires to achieve a position of advantage in respect to the enemy in order to accomplish the mission. (JP 3-0)

measure of effectiveness

(joint) A criterion used to assess changes in system behavior, capability, or operational environment that is tied to measuring the attainment of an end state, achievement of an objective, or creation of an effect. (JP 3-0)

measure of performance

(joint) A criterion used to assess friendly actions that is tied to measuring task accomplishment. (JP 3-0)

METT-TC

A memory aid used in two contexts: 1. In the context of information management, the major subject categories into which relevant information is grouped for military operations: mission, enemy, terrain and weather, troops and support available, time available, civil considerations. (FM 6-0) 2. In the context of tactics, major variables considered during mission analysis (mission variables). (FM 3-90)

military deception

(joint)Those actions executed to deliberately mislead adversary decision makers as to friendly military capabilities, intentions, and operations, thereby causing the adversary to take specific actions (or inactions) that will contribute to the accomplishment of the friendly mission. (JP 3-13.4)

mission

(joint) task, together with the purpose, that clearly indicates the action to be taken and the reason therefore. (JP 3-0)

***mission command**

(Army) The exercise of authority and direction by the commander using mission orders to enable disciplined initiative within the commander's intent to empower agile and adaptive leaders in the conduct of full spectrum operations. It is commander-led and blends the art of command and the science of control to integrate the warfighting functions to accomplish the mission.

***mission command networks and systems**

The coordinated application of personnel, networks, procedures, equipment and facilities, knowledge management, and information management systems essential for the commander to conduct operations.

***mission command warfighting function**

Develops and integrates those activities enabling a commander to balance the art of command and the science of control.

***mission orders**

A technique for developing orders that emphasizes to subordinates the results to be attained, not how they are to achieve them. It provides maximum freedom of action in determining how to best accomplish assigned missions.

***movement and maneuver warfighing function**

The related tasks and systems that move forces to achieve a position of advantage in relation to the enemy.

multinational operations

(joint) A collective term to describe military actions conducted by forces of two or more nations, usually undertaken within the structure of a coalition or alliance. (JP 3-16)

mutual support

(joint) That support which units render each other against an enemy, because of their assigned tasks, their position relative to each other and to the enemy, and their inherent capabilities. (JP 3-31)

***neutral**

(Army) A party identified as neither supporting nor opposing friendly or enemy forces.

noncombatant evacuation operations

(joint) Operations directed by the Department of State or other appropriate authority, in conjunction with the Department of Defense, whereby noncombatants are evacuated from foreign countries when their lives are endangered by war, civil unrest, or natural disaster to safe havens or to the United States. (JP 3-0)

nongovernmental organization

(joint) A private, self-governing, not-for-profit organization dedicated to alleviating human suffering; and/or promoting education, health care, economic development, environmental protection, human rights, and conflict resolution; and/or encouraging the establishment of democratic institutions and civil society. (JP 3-08)

***offensive operations**

Combat operations conducted to defeat and destroy enemy forces and seize terrain, resources, and population centers. They impose the commander's will on the enemy.

operating forces

(joint) Those forces whose primary missions are to participate in combat and the integral supporting elements thereof. (JP 1-02)

***operational adaptability**

The ability to shape conditions and respond effectively to changing threats and situations with appropriate, flexible, and timely actions.

operational approach

A broad conceptualization of the general actions that will produce the conditions that define the desired end state. (FM 5-0)

operational art

(joint) The application of creative imagination by commanders and staffs—supported by their skill, knowledge, and experience—to design strategies, campaigns, and major operations and organize and employ military forces. Operational art integrates ends, ways, and means across the levels of war. (JP 3-0)

operational concept

See full spectrum operations.

operational environment

(joint) A composite of the conditions, circumstances, and influences that affect the employment of capabilities and bear on the decisions of the commander. (JP 3-0)

***operational initiative**

The setting or dictating the terms of action throughout an operation.

***operational pause**

(Army) A deliberate halt taken to extend operational reach or prevent culmination.

operational reach

(joint) The distance and duration across which a unit can successfully employ military capabilities. (JP 3-0)

***operational theme**

The character of the dominant major operation being conducted at any time within a land force commander's area of operations. The operational theme helps convey the nature of the major operation to the force to facilitate common understanding of how the commander broadly intends to operate.

***operations process**

The major mission command activities performed during operations: planning, preparing, executing, and continuously assessing the operation. The commander drives the operations process through leadership.

organic

(joint) Those assigned to and forming an essential part of a military organization. Organic parts of a unit are those listed in its table of organization for the Army, Air Force, and Marine Corps, and are assigned to the administrative organizations of the operating forces for the Navy. (JP 1-02)

other government agency

(joint) Within the context of interagency coordination, a non Department of Defense agency of the United States Government. (JP 1)

peace building

(joint) Stability actions, predominately diplomatic and economic, that strengthen and rebuild governmental infrastructure and institutions in order to avoid a relapse into conflict. (JP 3-07.3)

peace enforcement

(joint) The application of military force, or the threat of its use, normally pursuant to international authorization, to compel compliance with resolutions or sanctions designed to maintain or restore peace and order. (JP 3-07.3)

peacekeeping

(joint) Military operations undertaken with the consent of all major parties to a dispute, designed to monitor and facilitate implementation of an agreement (cease fire, truce, or other such agreement) and support diplomatic efforts to reach a long-term political settlement. (JP 3-07.3)

peacemaking

(joint) The process of diplomacy, mediation, negotiation, or other forms of peaceful settlements that arranges an end to a dispute and resolves issues that led to it. (JP 3-0)

peace operations

(joint) A broad term that encompasses multiagency and multinational crisis response and limited contingency operations involving all instruments of national power with military missions to contain conflict, redress the peace, and shape the environment to support reconciliation and rebuilding and facilitate the transition to legitimate governance. Peace operations include peacekeeping, peace enforcement, peacemaking, peace building, and conflict prevention efforts. (JP 3-07.3)

***peacetime military engagement**

All military activities that involve other nations and are intended to shape the security environment in peacetime. It includes programs and exercises that the United States military conducts with other nations to shape the international environment, improve mutual understanding, and improve interoperability with treaty partners or potential coalition partners. Peacetime military engagement activities are designed to support a combatant commander's objectives within the theater security cooperation plan.

***persistent conflict**

The protracted confrontation among state, nonstate, and individual actors that are increasingly willing to use violence to achieve their political and ideological ends.

***phase**

(Army/Marine Corps) A planning and execution tool used to divide an operation in duration or activity. A change in phase usually involves a change of mission, task organization, or rules of engagement. Phasing helps in planning and controlling and may be indicated by time, distance, terrain, or an event.

***planning**

The process by which commanders (and the staff, if available) translate the commander's visualization into a specific course of action for preparation and execution, focusing on the expected results.

***PMESII-PT**

A memory aid for the varibles used to describe the operational environment: political, military, economic, social, information, infrastructure, physical environment, time (operational variables).

***preparation**

Activities performed by units to improve their ability to execute an operation. Preparation includes, but is not limited to, plan refinement; rehearsals; intelligence, surveillance, and reconnaissance; coordination; inspections; and movement.

priority intelligence requirement

(joint) An intelligence requirement, stated as a priority for intelligence support, that the commander and staff need to understand the adversary or the operational environment. (JP 2-0) [Note: In this context, adversary also refers to enemies.]

procedures

(joint) Standard, detailed steps that describe how to perform specific tasks. (CJCSI 5120.02)

***protection warfighting function**

The related tasks and systems that preserve the force so the commander can apply maximum combat power.

raid

(joint) An operation to temporarily seize an area in order to secure information, confuse an adversary, capture personnel or equipment, or to destroy a capability. It ends with a planned withdrawal upon completion of the assigned mission. (JP 3-0) [***Note:*** In this context, adversary also refers to enemies.]

reconnaissance

(joint) A mission undertaken to obtain, by visual observation or other detection methods, information about the activities and resources of an enemy or adversary, or to secure data concerning the meteorological, hydrographic, or geographic characteristics of a particular area. (JP 2-0)

recovery operations

(joint) Operations conducted to search for, locate, identify, recover, and return isolated personnel, human remains, sensitive equipment, or items critical to national security. (JP 3-50)

***relevant information**

All information of importance to commanders and staffs in the exercise of mission command.

rules of engagement

(joint) Directives issued by competent military authority that delineate the circumstances and limitations under which United States forces will initiate and/or continue combat engagement with other forces encountered. (JP 1-04)

running estimate

The continuous assessment of the current situation used to determine if the current operation is proceeding according to the commander's intent and if planned future operations are supportable. (FM 5-0)

sanction enforcement

(joint) Operations that employ coercive measures to interdict the movement of certain types of designated items into or out of a nation or specified area. (JP 3-0)

***shaping operation**

An operation at any echelon that creates and preserves conditions for the success of the decisive operation.

security force assistance

(Army) The unified action to generate, employ, and sustain local, host-nation, or regional security forces in support of a legitimate authority. (FM 3-07)

show of force

(joint) An operation designed to demonstrate US resolve that involves increased visibility of US deployed forces in an attempt to defuse a specific situation that, if allowed to continue, may be detrimental to US interests or national objectives. (JP 3-0)

***situational awareness**

Immediate knowledge of the conditions of the operation, constrained geographically and in time.

***situational understanding**

The product of applying analysis and judgment to relevant information to determine the relationships among the mission variables to facilitate decisionmaking.

***stability mechanism**

The primary method through which friendly forces affect civilians in order to attain conditions that support establishing a lasting, stable peace.

stability operations

(joint) An overarching term encompassing various military missions, tasks, and activities conducted outside the United States in coordination with other instruments of national power to maintain or reestablish a safe and secure environment, provide essential governmental services, emergency infrastructure reconstruction, and humanitarian relief. (JP 3-0)

strategic level of war

(joint) The level of war at which a nation, often as a member of a group of nations, determines national or multinational (alliance or coalition) strategic security objectives and guidance, and develops and uses national resources to achieve these objectives. Activities at this level establish national and multinational military objectives; sequence initiatives; define limits and assess risks for the use of military and other instruments of national power; develop global plans or theater war plans to achieve those objectives; and provide military forces and other capabilities in accordance with strategic plans. (JP 3-0)

strategy

(joint) A prudent idea or set of ideas for employing the instruments of national power in a synchronized and integrated fashion to achieve theater, national, and/or multinational objectives. (JP 3-0)

strike

(joint) An attack to damage or destroy an objective or a capability. (JP 3-0)

***support**

(joint) The action of a force that aids, protects, complements, or sustains another force in accordance with a directive requiring such action. (JP 1) *(Army) In the context of stability mechanisms, to establish, reinforce, or set the conditions necessary for the other instruments of national power to function effectively.

***support area**

A specific surface area designated by the echelon commander to facilitate the positioning, employment, and protection of resources required to sustain, enable, and control tactical operations.

***supporter**

A party who sympathizes with friendly forces and who may or may not provide material assistance to them.

***supporting distance**

The distance between two units that can be traveled in time for one to come to the aid of the other and prevent its defeat by an enemy or ensure it regains control of a civil situation.

***supporting range**

The distance one unit may be geographically separated from a second unit yet remain within the maximum range of the second unit's weapons systems.

surveillance

(joint) The systematic observation of aerospace, surface, or subsurface areas, places, persons, or things, by visual, aural, electronic, photographic, or other means. (JP 3-0)

***sustaining operation**

An operation at any echelon that enables the decisive operation or shaping operations by generating and maintaining combat power.

***sustainment warfighting function**

The related tasks and systems that provide support and services to ensure freedom of action, extend operational reach, and prolong endurance.

synchronization

(joint) The arrangement of military actions in time, space, and purpose to produce maximum relative combat power at a decisive place and time. (JP 2-0)

tactics

(joint) The employment and ordered arrangement of forces in relation to each other. (CJCSI 5120.02)

***task organization**

(Army) A temporary grouping of forces designed to accomplish a particular mission.

***task-organizing**

(Army) The act of designing an operating force, support staff, or logistic package of specific size and composition to meet a unique task or mission. Characteristics to examine when task-organizing the force include, but are not limited to: training, experience, equipage, sustainability, operating environment, enemy threat, and mobility. For Army forces, it includes allocating available assets to subordinate commanders and establishing their command and support relationships.

techniques

(joint) Nonprescriptive ways or methods used to perform missions, functions, or tasks. (CJCSI 5120.02)

***tempo**

The relative speed and rhythm of military operations over time with respect to the enemy.

terrorism

(joint) The calculated use of unlawful violence or threat of unlawful violence to inculcate fear; [these acts are] intended to coerce or to intimidate governments or societies in the pursuit of goals that are generally political, religious, or ideological. (JP 3-07.2)

training and readiness oversight

(joint) The authority that combatant commanders may exercise over assigned Reserve Component forces when not on active duty or when on active duty for training. As a matter of Department of Defense policy, this authority includes: a. Providing guidance to Service component commanders on operational requirements and priorities to be addressed in Military Department training and readiness programs; b. Commenting on Service component program recommendations and budget requests; c. Coordinating and approving participation by assigned Reserve Component forces in joint exercises and other joint training when on active duty for training or performing inactive duty for training; d. Obtaining and reviewing readiness and inspection reports on assigned Reserve Component forces; and e. Coordinating and reviewing mobilization plans (including post-mobilization training activities and deployability validation procedures) developed for assigned Reserve Component forces. (JP 1)

***unassigned area**

The area between noncontiguous areas of operations or beyond contiguous areas of operations. The higher headquarters is responsible for controlling unassigned areas within its area of operations.

unconventional warfare

(joint) A broad spectrum of military and paramilitary operations, normally of long duration, predominantly conducted through, with, or by indigenous or surrogate forces who are organized, trained, equipped, supported, and directed in varying degrees by an external source. It includes, but is not limited to, guerrilla warfare, subversion, sabotage, intelligence activities, and unconventional assisted recovery. (JP 3-05)

unified action

(joint) The synchronization, coordination, and/or integration of the activities of governmental and nongovernmental entities with military operations to achieve unity of effort. (JP 1)

***urban operation**

A military operation conducted where manmade construction and high population density are the dominant features.

***warfighting function**

A group of tasks and systems (people, organizations, information, and processes) united by a common purpose that commanders use to accomplish missions and training objectives.

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