

Joint Concept for Integrated Campaigning



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FOREWORD

Every day, the Joint Force protects and promotes the national interests of the United States within an extraordinarily dynamic and complex environment. The ability to prevail in armed conflict remains fundamental. But the Joint Force must also be ready to counter or defeat the efforts of hostile actors seeking to undermine our interests without triggering an overt conflict. Growing instability, the erosion of international norms, and the rise of revisionist powers all suggest such competition will be increasingly prevalent in the future operating environment. Unfortunately, many of our defense establishment processes presuppose clearly defined states of peace and war.

The *Joint Concept for Integrated Campaigning* (JCIC) remedies some of these deficiencies, improving the ability of the Joint Force to face the challenges of the future operating environment. The heart of the concept is the fundamental insight that the Joint Force plays an essential role in securing and achieving national aims in conditions sometimes regarded as outside of the military sphere: competition below the threshold of armed conflict and the often lengthy consolidation of gains that inevitably follows war. Rather than attempting to impose a false dichotomy of peace or war, or to assume an artificially static environment that can be broken into discrete *campaigns* with fixed end states, the JCIC recognizes the need for proactive, on-going *campaigning* that adjusts to fluid policy environments and changing conditions to create favorable and sustainable outcomes.

The Joint Force will not act alone. The JCIC advocates better alignment of military and non-military activities. Accordingly, it was developed in coordination with the Joint Staff, Services, Combatant Commands, and multinational and interagency partners. The active participation of each of these stakeholders will be essential to the success of future campaigns.



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EXECUTIVE SUMMARY

Today, the United States is in a worldwide competition with emerging and resurgent global powers, aspiring regional hegemons, and non-state actors seeking to challenge aspects of the post-World War II international order. For the foreseeable future, adversaries will continue to creatively combine conventional and non-conventional methods to achieve their objectives. Many will operate below a threshold that invokes a direct military response from the United States while retaining the capability to escalate to more conventional armed conflict if desired.

That operating environment presents the Department of Defense (DoD) with a difficult military challenge: develop a methodology, with associated capabilities, that enables the Joint Force to collaborate and synchronize with interorganizational partners and conduct globally integrated operations to achieve acceptable and sustainable outcomes. Furthermore, any solution to the military challenge must account for several additional factors: the complexity of the environment; interactions with adaptive adversaries; the persistence of enduring competitions; transregional challenges; emerging patterns of competitions below the threshold of armed combat; and the challenge of integrating military activities within the DoD and aligning those activities with interorganizational partners.

The response to the military challenge is the central idea of *Integrated Campaigning*. The JCIC defines *integrated campaigning* as Joint Force and interorganizational partner efforts to enable the achievement and maintenance of policy aims by integrating military activities and aligning non-military activities of sufficient scope, scale, simultaneity, and duration across multiple domains. The Joint Force integrates among staff elements and Service components within a command, among different Combatant Commands (CCMDs), and within the DoD, while also aligning with interorganizational and multinational partners.

The central idea consists of four interrelated elements that broadly describe how the Joint Force and its partners can effectively campaign:

- **Understand the Operating Environment** through the lens of the competition continuum and the use of a new lexicon to foster civil-military dialogue.
- **Design and Construct the Campaign** using the Factors of Integrated Campaign Design and Competition Mechanisms to

align military and non-military activities.

- **Employ the Integrated Force & Secure Gains** in campaigns tailored to the new operating environment.
- **Assess & Adapt the Campaign** based on the continuous analysis of results in relation to expectations, to enhance understanding and update campaign objectives.

The foundational idea of the JCIC is to enable an *expanded view of the operating environment* by proposing the notion of a *competition continuum*. This competition continuum offers an alternative to the obsolete peace/war binary with a new model of cooperation, competition below armed conflict, and armed conflict. These are not mutually exclusive conditions. They are states of relationships with other actors that can exist concurrently. The JCIC's *new lexicon* provides further specificity to aid civil-military dialogue.

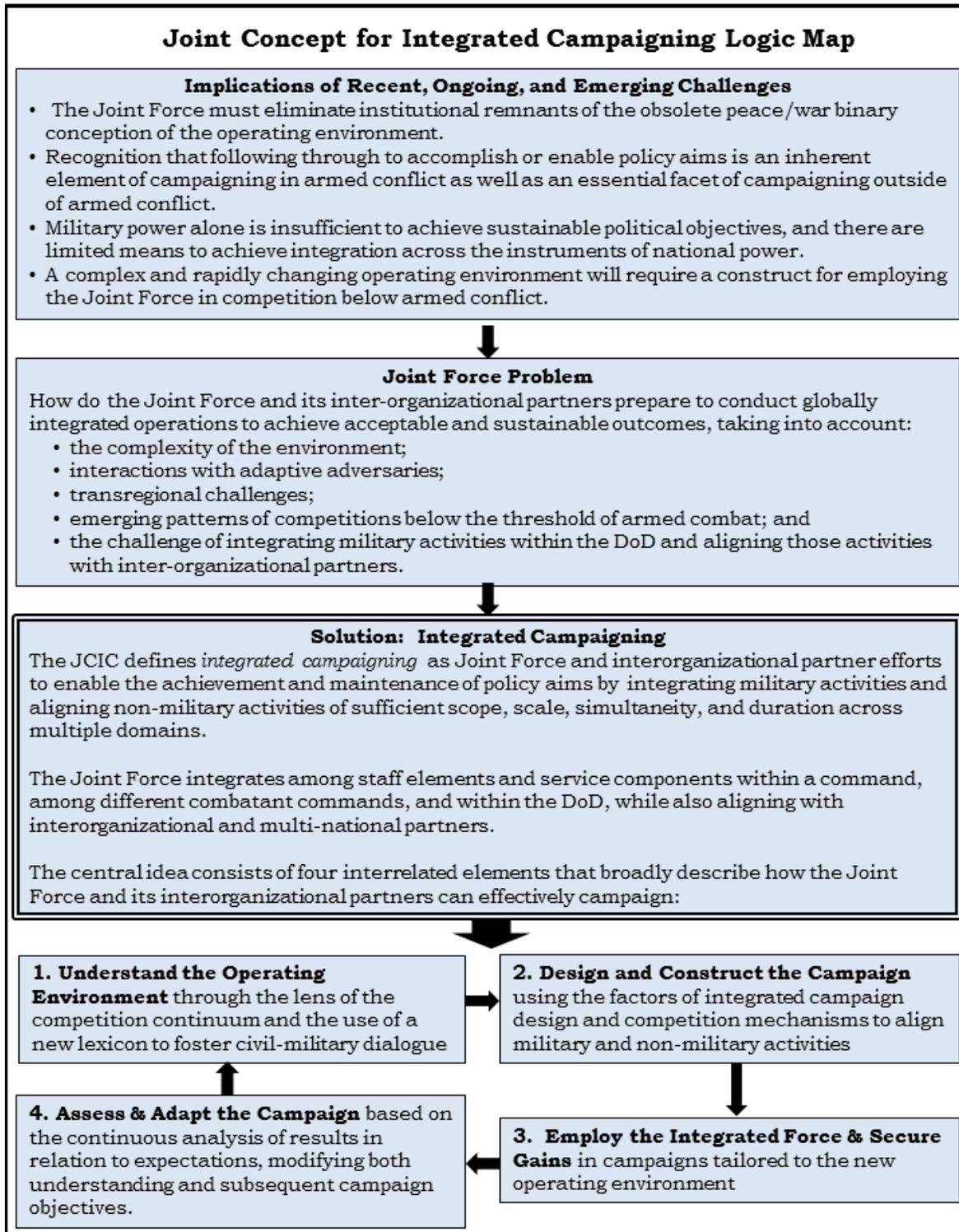
A key supporting idea of this concept centers on the *factors of integrated campaign design* that collectively provide a conceptual framework for the Joint Force to apply across the competition continuum. These factors provide a tool for the development of a framework that enables the Joint Force to prevent rather than simply react to adversaries' activities. Additionally, *competition mechanisms* complement the factors of integrated campaign design by suggesting additional ways for the Joint Force to achieve desired policy objectives. These ideas, combined with the imperative for the Joint Force to *align efforts with interorganizational non-military activities*, are essential to the success of integrated campaigning.

The JCIC addresses some of the unique aspects of integrated campaigning and securing gains when engaged in cooperation, competition below armed conflict, and armed conflict. The common imperative linking them all is the need to *follow through* to ensure the maintenance of desired policy aims.

Finally, the concept describes how commanders and staffs must conduct *continual assessment* of the operating environment. This requires a disciplined approach working with non-military partners.

In summary, the *Joint Concept for Integrated Campaigning* improves how Joint Force leaders and interorganizational partners integrate military efforts and align military with non-military activities to achieve acceptable and sustainable strategic outcomes.

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

Carl von Clausewitz

1. Introduction

The *Joint Concept for Integrated Campaigning* (JCIC) provides an intellectual framework for the Joint Force to better achieve and sustain acceptable strategic outcomes in concert with the other instruments of national power.¹ Its purpose is to guide force development and inform how Joint leaders understand, visualize, describe, and direct military efforts and align military and non-military activities. This concept addresses transregional and all-domain challenges while accounting for changes in the operating environment and incorporating lessons and observations from recent, ongoing, and emerging security trends.

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

With this context in mind, the JCIC continues the process of adapting how the Joint Force campaigns so that military actions better support the achievement of policy objectives. Aligned with interorganizational partners, Joint Force campaigns will contribute to the achievement of sustainable strategic outcomes. War and international competition remain a clash of wills in which each actor attempts to impose its will, an endeavor that is inherently human, political, and uncertain. Therefore, the Joint Force must design and construct campaigns, employ forces, and adopt ideas in a manner consistent with the operating environment and the nature of war and international competition.

2. Scope

This concept focuses on future Joint Force campaigning, which will occur within the context of an increasingly complex international order. It supports

¹ In this context, *Joint Force* refers holistically to the totality of U.S. military forces. This usage contrasts with references to a specific joint force, such as a joint task force.

Joint Force efforts to prepare for globally integrated operations to achieve acceptable and sustainable strategic outcomes. The JCIC approach supports U.S. national strategy and enables the Joint Force to compete with or defeat adversaries who are seeking to alter the international order in ways that are counter to U.S. interests. The concept emphasizes the importance of aligning Joint Force activities with the efforts of interorganizational and international partners. It covers the period from the present to the foreseeable future for as long as the description of the operating environment in the next section remains valid.

3. Future Operating Environment

Recent, Ongoing, and Emerging Challenges

During the early and mid-1990s, the Joint Force began to institutionalize many of the lessons of operations JUST CAUSE and DESERT STORM. As the Department of Defense (DoD) prepared for future regional conflicts in the post-Cold War environment, Joint Force doctrine and practices generally came to reflect an expectation that DESERT SHIELD/DESERT STORM would be the model for future employment of the force. However, over the past 25 years, the Joint Force's experience in armed conflict unfolded in a different, and often more challenging, manner than expected. The great lesson of recent conflicts has been that successful execution of "dominating activities" does not automatically lead to the achievement of desired political objectives.

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

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

China's rapid construction of artificial islands in the disputed Spratly Island chain is an example of the type of aggressive action revisionist states are taking today to further their interests, often at the expense of neighboring countries. While avoiding a direct military confrontation for the time being, China's island building activities are in contravention of accepted international norms and are a threat to regional stability.

Russia's aggression against Ukraine in 2014 highlights how Moscow employs a combination of diplomatic, informational, military (both conventional and irregular), and economic means to achieve its aims. The precise mixture varies with the situation but seems calculated to achieve maximum effect without provoking a direct military response by the West.

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

North Korea is a small, regional power using a range of threats to undermine U.S. and partner interests.² Some of North Korea's provocations are relatively covert: employment of cyber warfare, unconventional warfare, clandestine subversion, and assassinations. Others, however, are overt, such as frequent tests and demonstrations of nuclear weapons and long-range missiles, artillery strikes against military and civilian targets in South Korea, and the sinking of the *Cheonan*. These actions demonstrate that challenges below armed conflict can take many forms.

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

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

Implications of Recent, Ongoing, and Emerging Challenges

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

² *Joint Operating Environment 2035* (14 July 2016), 28.

- **The Joint Force must eliminate institutional remnants of the obsolete peace/war binary conception of the operating environment.** For over two centuries, the U.S. military has conducted operations outside of conventional armed conflict. Nonetheless, many Joint Force processes operate wholly or in part on the assumption of operations taking place in either distinct states of peace or war.³ For instance, CCMDs report difficulty in securing resources to counter revisionist powers, even when this is a national priority, if the resource request cannot be tied to a specific contingency plan.⁴ In short, some processes reflect residual assumptions that conventional warfare is the natural outcome of competition, and thus resources, authorities, and actions should be focused on deterring that conflict. In fact, revisionist powers seek to achieve all of their policy objectives, while avoiding an escalation to armed conflict. The Joint Force has begun to adapt through changes in doctrine and organization, and by developing new capabilities. However, the Joint Force as of yet still lacks an overarching conceptual framework to bring these elements together.
- **Recognition that following through to accomplish or enable policy aims is an inherent element of campaigning in armed conflict as well as an essential facet of campaigning outside of armed conflict.** Commanders and planners must understand that the operating environment remains competitive even after the defeat of an enemy's main forces. This is equally true for competition below armed conflict, in which adversaries will typically seek to secure advantages over prolonged periods. Therefore, conducting continuing actions to consolidate gains and maintain an acceptable political state is an inherent part of campaigning in all circumstances.
- **Military power alone is insufficient to achieve sustainable political objectives, and there are limited means to achieve integration across the instruments of national power.** Overcoming the complex challenges in the operating environment to achieve sustainable political objectives will require the alignment of military and non-military activities. As the DoD articulates how it will integrate and align Joint Force activities, DoD must also plan and provide for support to and

³ In remarks at the Air Force Association Air, Space, and Cyber Conference, 21 September 2016, General Joseph F. Dunford, Jr., noted, "Our traditional way that we differentiate between peace and war is insufficient to [the dynamic of competition below armed conflict]." See also, remarks at the Association of the U.S. Army Conference, 5 October, 2016, "We think of being at peace or war...our adversaries don't think that way."
<http://secure.afa.org/events/Conference/2016/recordings/Wednesday-830am-Dunford.asp>;
<https://www.ousa.org/news/dunford-challenges-require-more-%E2%80%98buying-new-hardware%E2%80%99>.

⁴ Finding derived from field visits to CCMDs in summer 2016.

coordination with other U.S. departments and agencies, as well as other interorganizational partners.

- **A complex and rapidly changing operating environment will require a construct for employing the Joint Force in competition below armed conflict.** CJCSM 3130.01A, “Campaign Planning Procedures and Responsibilities,” directs GCCs to develop a theater strategy for employing “normal and routine” military activities in conditions short of conflict to achieve strategic objectives.⁵ Planning, coordinating, and resourcing processes for these activities assume a relatively stable strategic context. This pace is sufficient for persistent engagement with partners and deliberate efforts to set the theater to enable the execution of contingency plans, but it is too cumbersome for the agile action required to counter aggressive challengers operating below the threshold of armed conflict.⁶ In most cases, U.S. policy concerning a particular state or actor changes relatively slowly. For this majority of instances, a deliberative interorganizational process occurring over months or even years is sufficient. There are a few exceptional states that, due to their significant influence, power, and global reach, require a different approach. At any given time, there are likely to be multiple strands of both cooperation and competition between the United States and these states, so a coordinated response to changes in the policy context is necessary. Yet when the size and reach of those same states is tied to aggressive opportunism constantly seeking advantage, the policy context can change rapidly. Consequently, these challenges require an enhanced degree of coordination and responsiveness. Achieving these qualities will be made more difficult by the often overlapping responsibilities and legal constraints that apply in competition below armed conflict. **The Joint Force must work in close cooperation with U.S. Government (USG) and international partners. The Department of State will often function as lead in situations involving competition short of armed conflict.**

4. The Military Challenge

How do the Joint Force and its interorganizational partners prepare to conduct globally integrated operations to achieve acceptable and sustainable outcomes, taking into account:

⁵ CJCSM 3130.01A *Campaign planning procedures and responsibilities* (2014). http://www.dtic.mil/cjcs_directives/cdata/unlimit/m313001.pdf

⁶ In discussing trans-regional, multi-functional, multi-domain challenges, General Dunford remarked, “I personally don’t believe our current planning and organizational constructs are adequate....Our strategic planning needs to change.” Dunford, 21 October 2016.

- the complexity of the environment.
- interactions with adaptive adversaries.
- transregional challenges.
- emerging patterns of competition below the threshold of armed conflict.
- the challenge of integrating military activities within the DoD and aligning those activities with interorganizational partners.

5. The Central Idea: A Construct for Integrated Campaigning

The central idea for this concept is *Integrated Campaigning*. The JCIC defines *integrated campaigning* as Joint Force and interorganizational partner efforts to enable the achievement and maintenance of policy aims by integrating military activities and aligning non-military activities of sufficient scope, scale, simultaneity, and duration across multiple domains.⁷ The Joint Force integrates among staff elements and Service components within a command, among different CCMDs, and within the DoD, while also aligning with interorganizational and multi-national partners.

The central idea consists of four interrelated elements that broadly describe how the Joint Force and its interorganizational partners can effectively campaign:

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

⁷ For comparison, the current definition of 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) The JCIC emphasizes campaigning (verb) over campaigns (noun) in order to highlight the often enduring quality of competition.

Element #1. Understand the Operating Environment: Expanded View and Lexicon

Development of a common understanding of the operating environment serves as the unifying starting point for planning and execution.

The way the Joint Force views the operating environment in the future should account for more than the binary peace and war model. The JCIC offers a more comprehensive and flexible spectrum of strategic relations—the *competition continuum* of cooperation, competition below armed conflict, and armed conflict. The competition continuum is more than simply the substitution of a three-part model for the two-part peace-war dichotomy. The three elements of the continuum (cooperation, competition below armed conflict, and armed conflict) are not exclusive of each other but can co-exist at the same point in time. The implication for the Joint Force is that both plans and actions must take into account this complex reality if they are to have a reasonable chance of securing and maintaining policy objectives.

The competition continuum recognizes this complexity and provides a lexicon to describe these interactions in order to facilitate shared understanding and enable accurate communication of intent and risk and sound planning and decision-making. International relations are more complex than a single descriptor, such as competition, can capture. These descriptors must be used in reference to a specific relationship and issue. For instance, it would be incorrect to say that the United States is solely in a state of competition with China. Instead, the relationship is one of competition in regard to some interests, such as access to the South China Sea, and cooperation in others, such as counter-piracy in the Indian Ocean. The competition continuum is applicable to both state and non-state actors. For instance, within a failing state, the Joint Force may apply the descriptors to the government and any other significant actors, such as warlords or independent armed factions.

The JCIC applies to the Joint Force. As a result, the competition continuum is a construct primarily intended to guide military actions; but there is no reason why it cannot inform the application of other instruments of national power (diplomatic, informational, and economic).⁸ Indeed, in practice all function as an interrelated and integrated whole. For instance, competition through military means such as freedom of navigation operations might be curtailed in one area against a state if that same state's diplomatic and economic support is needed elsewhere, such as in the UN Security Council or to uphold sanctions.

⁸ *Joint Publication 1* defines the instruments of national power as “all of the means available to the government in its pursuit of national objectives. They are expressed as diplomatic, economic, informational, and military.”

Figure 1 depicts the competition continuum, which consists of three states of relations:

- In *armed conflict*, the use of violence is the primary means by which an actor seeks to satisfy its interests. Armed conflict varies in intensity and ranges from limited warfare to major wars between great powers.

- *Competition below armed conflict* exists when two or more actors in the international system have incompatible interests but neither seeks to escalate to armed conflict. The Joint Force will have a great deal of utility in securing strategic objectives in competition, but it will typically offer support to other USG departments and actors.⁹



Figure 1: Competition Continuum

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

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

Armed Conflict

- *Defeat.* Create conditions to impose desired policy objectives upon the adversary.

⁹ As noted above, these descriptors apply to a specific relationship between actors. Thus, if two state actors are using proxies to advance their interests, they are in competition below armed conflict. The proxies are in armed conflict.

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

Competition below Armed Conflict

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

Cooperation

- *Engage selectively.* Cooperation is transactional with the sole aim of achieving U.S. aims when the maintenance of a larger relationship with the partner is not desirable or worthwhile.
- *Maintain.* Cooperate in order to maintain relationship and secure bilateral advantage but without significant increase in resources or commitment unless strictly in accord with overriding U.S. interests.
- *Advance.* Expand cooperative activities in the most appropriate manner (e.g., building partner capacity, increasing interoperability, and expanding Joint Force access) to achieve U.S. aims while also enabling or advancing partner interests.¹⁰

The principal benefit of these expanded elements is the provision of a fuller lexicon that can capture the nuances of prioritization and change within the strategic landscape. This benefit mainly applies to competition and cooperation but pertains to conflict as well. For instance, as shown in the example of World War II (see figure 2), the initial Allied approach was to *defeat* Germany while *denying* Japan further gains in the Pacific until more favorable

¹⁰ In some instances, USG actions may seek to shape a partner's perception of interests, increasing alignment with U.S. policy objectives.

Vignette: The Competition Continuum in History

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



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

Figure 2. The Competition Continuum in History

conditions would allow its *defeat*. Establishing and communicating such priorities is the first step to integration, whether within a command, across DoD, across the USG, or within a coalition.

The United States and its allies lack the means to fully achieve all aims in every instance of competition across the world at any given time. Even when there are sufficient resources available, there might be a policy choice to not expend all possible means in a specific instance. This will be particularly the case in competition below armed conflict when the United States might opt not to take available actions due to the risk of escalation, the desire to use resources elsewhere, or the need to husband limited means for use in case of a major armed conflict. The lexicon outlined above provides a common language to better communicate the tolerance for risk and willingness to expend resources in a specific case. What balance policymakers choose to strike will vary with circumstances, and is beyond the scope of this concept.

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

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

In practical terms, the expanded view of the operating environment and its lexicon facilitates the dialogue between civilian policymakers and military leaders, by providing the means to more precisely convey degrees of ambition or restraint. This is particularly valuable in competition below armed conflict, in which a nuanced understanding of both policy aims and constraints is vital. The provision of military advice also benefits from a shared lexicon that allows the Joint Force to identify instances in which it cannot achieve the desired policy aim with the given resources and authorities.

Element #2. Design and Construct the Campaign

This element of the integrated campaigning construct focuses on developing a strategy to address the operational challenge in the environment, outlining the overarching concept for how the USG will achieve its aims, and providing the necessary guidance and direction to execute that vision. This may include efforts to identify physical and cognitive campaign objectives and then align resources and actions—across the range of partners—to ensure the accomplishment of these objectives.

Having established a foundation for integrated campaigning by understanding the operating environment, leaders and planners design the campaign. Campaign design begins with recognition that both military and non-military activities are vital for the achievement of acceptable political conditions. Next, leaders and planners must determine the relevant

mechanisms for employment. Finally, leaders and planners embed activities to solidify campaign progress to prevent loss of any gains or regression to previous conditions.

Factors of Integrated Campaign Design

Across the competition continuum described above, there are common considerations to keep in mind when designing campaigns. Joint doctrine currently describes 13 elements of operational design, which collectively enable Joint leaders to design operations aimed at defeating adversaries' war-making capability in armed conflict (JP 5-0). These design elements are still valid for individual operations, but insufficient to enable Joint leaders to campaign in cooperation, competition, and armed conflict. The JCIC addresses this shortfall through the proposed use of the *factors of integrated campaign design*.

The factors of integrated campaign design connect with, respond to, and inform evolving policy. An integrated campaign design factor is an element that influences or contributes to a particular result or outcome. The factors of integrated campaign design are an additive array of factors to enable the Joint Force to campaign through the application of military power in concert with the other instruments of power. The factors help guide the development and execution of campaigns across the competition continuum. Furthermore, the factors of integrated campaign design aid in understanding the relationship between civilian guidance and military objectives, facilitate collaboration with essential USG and international partners, and improve the application of operational art beyond a narrow conception of armed conflict. Additionally, these factors provide an intellectual mooring, framework, and feedback loop between the strategic discussion and development and refinement of the operational-level logic and mechanism used to pursue the chosen policy. The factors also connect with, respond to, and inform evolving policy and strategy. Finally, the factors orient on outcomes beyond just military success, while recognizing that political guidance continually evolves and that definitive conclusions are rare in most circumstances.

The factors of integrated campaign design allow for an informed application of Joint Force capabilities and strengthen the alignment of the instruments of national power. The factors work in conjunction with existing methodologies to assist the Joint Force in achieving U.S. policy aims. For example, the factors expand the conduct of the military decision-making process and other planning techniques. There are 12 factors of integrated campaign design:

- *Diagnosis.* Though difficult to achieve, commanders and staffs should aspire to achieve a true empathy that attunes them to the sources and behavioral vectors of all relevant actors—their perspectives, the

underlying logic of their actions, and the fundamental issues being contested.

- *Anticipate consequences.* Successful campaigning requires commanders and staffs to maintain and continually update a realistic appraisal of the range of possible outcomes and consequences. The complexity of a contested operating environment makes it likely that in most cases these assessments will span a range of mixed favorable and unfavorable consequences.
- *Effective civil-military dialogue.* In broad terms, the Joint Force furnishes recommendations and alternatives; civilian policymakers provide initial guidance and subsequent modifications. In practical terms, civil-military interactions occur within a continual round of engagement featuring discussion, feedback, adaptation, and refinement of policy and actions to achieve an evolving set of desired strategic outcomes.
- *Outcomes.* Successful campaigning requires a comprehensive vision of the *conditions* and *behaviors* the Joint Force must enable to achieve and sustain acceptable strategic outcomes.
- *Follow through.* In order to translate military success into acceptable and sustainable strategic outcomes, commanders and staffs must develop and implement a long-term approach that maintains the focus of the campaign over time. One implication of the expanded operating environment is that terms like *post-conflict* are dangerous when they cause the Joint Force to artificially break what should be thought of as a single effort into distinct phases of “war” and “peace.”
- *Benefits and risks.* Joint Force actions are guided by an appreciation of the short- and long-term opportunities of both success and failure and the risks of employing military force against the specific circumstance.
- *Narrative.* As part of campaigning, the Joint Force develops and employs a principal and cascading narrative reflecting policy aims. This narrative gives coherence to military actions and activities, shapes other actors’ conditions and behaviors, and, ideally, undermines and delegitimizes adversaries’ narratives.
- *Empowerment.* When properly arrayed, authorizations enable the effective complementary employment of the various instruments of national power. As much as physical capabilities, authorities are an essential means. Commanders and staff must understand how and when authorizations recognized enable successful campaigning.

- *Alignment.* Organizational boundaries often make full integration of the instruments of national power an unachievable goal. A more realistic goal is to align efforts to achieve acceptable and sustainable strategic outcomes, which in most cases will be sufficient. The nature of alignment varies with the situation, but the Joint Force can capture best practices in doctrine, teach them in Professional Military Education, and practice them regularly in exercises and operations.
- *Resourcing.* Successful campaigning requires synchronized, prioritized, and de-conflicted resourcing. With many competing demands for resources, this is difficult at any given time. Over the extended period of an integrated campaign, it is even more challenging. Nonetheless, achieving sustainable strategic outcomes requires sustained effort.
- *Prevailing logic.* An overarching prevailing logic allows the commanders and staffs to arrange military operations, activities, and actions so that they produce the desired conditions, behaviors, and outcomes. Though the prevailing logic guides the campaign, it is not static but continually updated in response to changes within the operating environment.
- *Multi-domain force architecture.* The proper force architecture enables the necessary command and control of Joint Force required resources and capabilities. There is already a substantial body of operational doctrine and practice that can guide the development of this force architecture. New methods, however, might be required to address transregional, multi-domain, and multi-function challenges. Whatever the nature and the scale of the problem, an architecture should enable each contributing component to play its designated role.

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

Competition Mechanisms

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

JP 5-0, *Joint Operation Planning*, 11 August 2011, establishes defeat and stability mechanisms in Joint doctrine. Defeat mechanisms, applicable to armed conflict, focus on defeating armed enemies through the organized

application of force.¹¹ Stability mechanisms, applicable across the competition continuum, are the primary method by which the Joint Force affects the human dimension.¹² Defeat and stability mechanisms have continued utility and are tools for integrated campaign design.

In recognition of the importance of allies and partners to U.S. national interests and the prominence of competition below armed conflict in the future operating environment, the JCIC introduces a suite of competition mechanisms applicable to the strategic realities of *armed conflict*, *competition below the level of armed conflict*, and *cooperation* as ways to maintain or establish favorable conditions within the international order. In this concept, these mechanisms apply to campaigning. However, most factors are also relevant to subordinate operations. This suite of mechanisms offers U.S. leaders an array of methods to employ the instruments of national power in general and the Joint Force in particular.

Example Competition Mechanisms:

- *Strengthen.* To develop alliances and partnerships and reward actors for siding with friendly forces. This may include military engagement and security cooperation or favorable access to trade and foreign assistance.
- *Create.* To produce a condition where it does not already exist, and its existence could positively impact achievement of national interests or may be essential.
- *Preserve.* To prevent deterioration of a stable situation. Although there is no assumption of immediate malign intent by other actors, if ignored this condition could lead to the rise of an adversary, challenge, or crisis.
- *Weaken.* To recognize, understand, and impose a change in a competitor's behavior using physical and informational aspects of power.
- *Position.* To increase access, influence, and strategic understanding in the environment. It may include the use of intelligence activities, the exchange of information with partners, the frequent rotational deployment of forces during exercises, and the effective positioning of forward based capabilities.
- *Inform.* To develop a shared perspective with partners and identify areas where cooperation would be of mutual benefit, and or convey the limits of acceptability for a competitor's current/future behavior.

¹¹ The defeat mechanisms are destroy, dislocate, disintegrate, and isolate. *JP 5-0*, III-30.

¹² The stability mechanisms are compel, control, influence, and support. *Ibid.*, III-30 – 31.

- *Persuade.* To shape partners' objectives and competitor behaviors while remaining flexible in the pursuit of secondary objectives.

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

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

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

Alignment of Military and Non-military Activities

Integrated campaigns must develop synchronized efforts across various organizational boundaries to succeed. As stated in the Joint Concept for Human Aspects of Military Operations, some goals should be to strengthen the resolve, commitment, and resiliency of partners; persuade neutral parties to join the friendly forces' campaign; and convince adversaries to abandon or not engage in an armed struggle. As part of the application of the instruments of national power, Joint Force commanders should operate at multiple levels to integrate operations, activities, and actions within a campaign:

- *Psychological:* The psychological element of aligning military and non-military activities is a critical consideration. Physical actions, military and non-military, are inseparable from their psychological effect in supporting a long-term and sustainable campaign. Integrated campaigns must have an advantageous psychological impact on friendly, neutral, and adversary actors in the environment, across the different conditions of the operating environment that is founded on the coordination of military and non-military activities. JCIC facilitates Joint Force commanders' and staffs' focus on the integration of physical and information power as a critical element to enabling globally integrated operations. During the application of the art and science of warfare, campaign planners must take into account the "will" of the adversary, competitor, or ally. The joint force must design and conduct campaigns to establish and maintain legitimacy of U.S. and partner actions while simultaneously discrediting, subverting, and/or attacking adversaries'

efforts to establish their legitimacy. Planners also use actions and messaging to convey that an antagonist's efforts will eventually end in failure and the United States will achieve its objectives. The alignment of military and non-military activities must seek to ingrain in the antagonist that there is no place they are safe from U.S. and partner reach, influence, and observation. Integrated campaign design seeks to align military and non-military activities to combine actions over time to overwhelm and/or exhaust the adversary, competitor, or population.

- *Political:* Military operations should always be in support of overarching policy aims. Efforts to shape the environment and influence key actors must be carefully designed, integrated across the Joint Force, and synchronized with non-DoD USG partners to achieve, and ultimately sustain, desired strategic outcomes. Activities that seek to consolidate gains and enable governance must be seen as legitimate to ensure they receive broad support and are sustained over time. In this regard, the role of information operations is vitally important to explain key actions to diverse stakeholders in the environment. The Joint Force and its partners must draw on modern notions of legitimacy to build support for desired political orders that are both adaptable and sustainable. Concurrently, U.S. leaders should seek to create divisions in an adversary's alliances, while weakening their political support locally, regionally, and, as appropriate, globally.
- *Logistical.* Aligning military and non-military activities to ensure sustainability of friendly campaigns, and weakening antagonists' sustainability for their campaigns, are critical elements of consideration. Renowned military theorist B.H. Liddell Hart observed that effective commanders recognize that "the aim in war is to weaken resistance before attempting to overcome it."¹³ With this aim in mind, military leaders should align their efforts with non-military partners to degrade an adversary's alliances, partnerships, and sources of support, while safeguarding and strengthening those that enable the friendly campaign. The goal is to limit an adversary's freedom of action and resiliency, while increasing U.S. and partner nation options and support. Non-military partners may enable economic sanctions against adversaries, develop new alliances, secure access to ports and overflight routes, and facilitate economic and military aid for state and non-state partners. These measures affect the logistical and sustainment dynamics in the operational environment.
- *Military.* While this is the traditional level of consideration, design, and planning for commanders and staff, alignment with non-military activities is critical in a complex, interconnected, and uncertain future.

¹³ B.H. Liddell Hart, *Strategy* (New York: Praeger, 1974)

Military action should shape favorable psychological, political, and logistical dynamics and conditions—in coordination and cooperation with, and in many cases in support of, non-military activities. Military forces should continuously seek positional advantage in the physical and human terrain—often in support of facilitating non-military activities to exploit that positional advantage. The military instrument can rarely achieve sustainable strategic outcomes alone and is most effectual when applied in concert with non-military instruments in pursuit of clear political objectives.

Element #3. Employ the Force and Secure Gains

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

Campaigning in a state of cooperation

Joint Force activities in cooperation can create a more favorable security environment. Campaigning in cooperation is typically an enduring activity with no discrete start or end point. Joint Force cooperative activities may entail some combination of strengthening ties with an ally or partner and advancing a broader theater strategy. The Joint Force typically consolidates gains in cooperation through sustained engagement with partners. In some cases, however, limited or selective interaction might be either necessary or preferable.

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

Just as in armed conflict, employment of the military instrument in a state of cooperation is meant to achieve some policy aim. A campaigning mindset is particularly important in cooperation because of the duration and nature of the engagement. The most productive relationships take time to build. A partnership is unlikely to reach its potential if the Joint Force approaches engagement as discrete events rather than as part of a continuous long-term process. The benefits of relationships (e.g., increased commitment of a foreign

military to the rule of law, greater willingness to assist U.S. efforts in a crisis) are often diffuse, intangible, and difficult to assess. Improvements in relationships occur over long periods of time. Therefore, they are often undervalued when measured on an event-by-event cost-benefit basis.

As they campaign in cooperation, Joint leaders and planners must accurately understand and assess the character of the U.S.'s relationship with each partner. Cooperative relationships can be categorized along the following descending scale (see figure 3): *Cooperative, Reinforcing, Inspiring, Establishing, Broadening, Leveraging, and Controlling*. In practice, because bilateral relations are complex and include many subordinate elements and span many different activities, several of these designations will likely apply at once. For instance, with a smaller developing country, intelligence agencies might have a deliberately distant relationship, the Air Force might have a limited relationship based on partner capacity, while the Army has an extensive relationship due to partner contributions to operations.

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

Campaigning in a state of competition below armed conflict

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

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

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

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

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

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

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

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

Figure 3. Cooperative relationships

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

In *Force without War*, scholars Barry Blechman and Stephen Kaplan offer one potential framework.¹⁴ They advocate an analysis that begins with determining which behaviors the Joint Force wants to reinforce and which it wants to modify. In relation to a hostile power (*antagonist*), reinforcing desired behaviors requires *deterrence* (we desire to enforce continued inaction) and modifying behaviors requires *compellance* (we desire to impose something new.) In relation to a friendly power (*protagonist*), reinforcing desired behaviors requires *assurance* (in order for the behavior to continue) and modifying behavior requires *inducement* (in order for current behaviors to stop or alter). Blechman and Kaplan’s model can be applied across the competition continuum with one modification. Their terms *antagonist* and *protagonist* imply a relationship that is either hostile or cooperative. But the expanded view of the operating environment proposed by the JCIC allows for a mixture of cooperative and competitive aspects; thus, the same state might simultaneously be both an antagonist and a protagonist with the appropriate mixture of methods to reinforce desirable and modify undesirable behaviors.

The methods employed in competition below armed conflict can vary widely but successful action in this state will often feature several characteristics. First, the Joint Force and its partners must possess the best possible understanding of how relevant actors will perceive action. Whether in terms of deterring a competitor or assuring partners, Joint Force operations should lead to the desired behaviors. Second, the Joint Force and its partners should conduct a broad array of activities: establishing access to critical areas, forward positioning units, establishing appropriate and timely presence, organizing exercises, sharing intelligence, employing unconventional measures, and conducting information operations to include efforts to counter and undermine the competitor’s narrative. Third, the Joint Force and its partners should ensure the creative and flexible conduct of these various activities in

¹⁴ Barry M. Blechman and Stephen S. Kaplan, *Force Without War: U. S. Armed Forces as a Political Instrument* (Washington, DC: Brookings Institution, 1978), 71-129.

pursuit of desired outcomes within a fluid political situation and pervasive information environment. Fourth, continual objective reassessment of the competitor's intentions and capabilities in recognition that just as U.S. policy aims could change over time, so the competitor's aims and thresholds will also likely change.

Problems within the realm of competition do not readily lend themselves to "winning quickly."¹⁵ The Joint Force will work in concert with interorganizational partners to achieve acceptable and sustainable outcomes. As described by Blechman and Kaplan in *Force without War*, success in the space between peace and war is characterized by adversaries' and partners' behaving in a manner commensurate with U.S. policy.

Campaigning in a state of armed conflict

The characteristics of successful campaigning in armed conflict are the most intuitive and best understood, and are generally well-covered elsewhere. Yet it is worth noting that one implication of the expanded operating environment is that campaigning in armed conflict does not occur in isolation. So long as the United States fights with allies and partners, campaigning in cooperation will be occurring at the same time. It is possible that campaigning in competition below armed conflict will occur simultaneously as well, particularly if there are adversarial third parties in the conflict. During Operation IRAQI FREEDOM, for instance, Multi-National Force-Iraq was campaigning in cooperation with the Iraqi government, in conflict with several groups of insurgents, and in competition with Iran, which was trying to extend its influence at the expense of the United States and regional rivals. Commanders and staffs must be aware of the interrelated nature of these various elements and their varying degree of importance. At some points in a conflict, the imperatives of maintaining a cooperative relationship with a partner for political, strategic, or operational reasons might be more important than efforts against the common enemy. The relative importance will vary with the situation; the critical insight is that campaigning in armed conflict is not an isolated activity.

Securing Gains

Follow through is an essential aspect of campaigning across the competition continuum, not just in armed conflict. All instruments of national power have roles in achieving national strategic objectives. The Joint Force must translate military success, whether combat or non-combat, into acceptable and sustainable outcomes. This responsibility includes continued collaboration with USG partners in securing their objectives through the provision of advice and appropriate military assistance. The past decades

¹⁵ Ibid.

demonstrate that successful campaigning requires a sustained commitment to follow through to accomplish and sustain national goals.

Cooperative Follow Through

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

Competitive Follow Through

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

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

Armed Conflict Follow Through

In armed conflict, the Joint Force must view military operations and the follow through to secure policy aims as an integrated whole. Tactical and operational successes do not possess intrinsic value but are worthwhile only to

the extent that they support larger policy aims. Yet historically the translation of military success into acceptable and sustainable outcomes has been one of the most difficult elements of campaigning.

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

Wars disrupt political, social, and economic structures, networks, and institutions to the point it is often difficult for them to simply return to their pre-conflict state. The destruction of the old order creates the conditions for intense competitions among various internal, regional, and global actors seeking to retain or gain power, status, or strategic advantage within the new order as it slowly congeals. Even if they remain peaceful these struggles can create difficulties for Joint Force commanders, who are responsible for achieving policy objectives. In the aftermath of war, political, social, and economic competition can often become violent due to the availability of weapons and former fighters.

Despite these challenges, the Joint Force follow through effectively in order to achieve the best possible outcome, overcoming the challenges created by the various competitions among both internal and external actors arising from armed conflict. The imperative to follow through remains valid even when DoD is not the lead agency in the deceptively named “post-conflict” period that will likely last years if not decades. Figure 4 provides an illustrative depiction of the patterns of unfolding circumstances reflective of past national experience in armed conflict. Integrated campaigning in armed conflict requires the Joint Force to maintain continuity and focus throughout this entire period even while understanding and accounting for the conditions unique to each of these distinct (though sometimes overlapping) conditions:

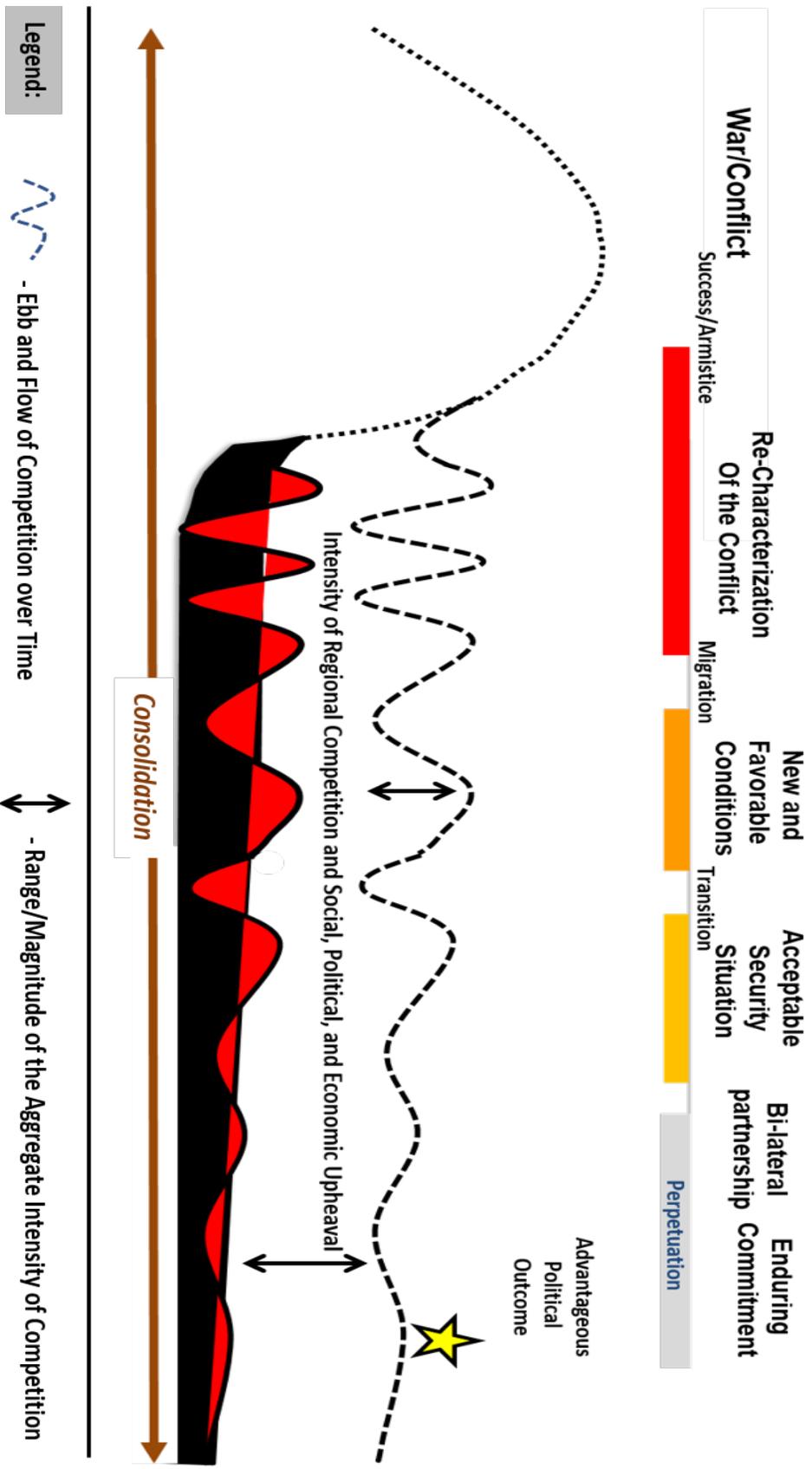


Figure 4. Illustrative patterns of known transitions during consolidation

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

Campaigning in armed conflict thus entails a wider scope than commonly appreciated. The disruptions caused by war mean that even in conflict against a purely conventional enemy, the requirement for successful follow through will entail dealing with the problems of fostering positive perceptions among populations, battling political subversion, and countering violent criminal, insurgent, or resistance organizations and other actors (including nation-states) intent on advancing their own interests in this fluid environment. Used at the strategic level, *exit strategy* and operational design terms such as *military end state* and *termination criteria* imply an unrealistically fixed political environment that assumes explicit guidance and predetermined geographic, temporal, and policy limits. The acknowledgement that campaigning will occur over long periods to achieve evolving policy objectives under challenging conditions is the actual historical experience of American wars.

Element #4. Assess and Adapt the Campaign

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

During force employment, ongoing reassessments of the operating environment are an integral aspect of campaigning to ensure the military instruments remain productively engaged until achievement of the desired strategic outcome.¹⁶ To do this, the Joint Force and its partners must use embedded and disciplined assessments.

¹⁶ A number of joint and service doctrinal publications discuss operation assessment. The Air Land Sea Application Center offers a joint compilation of these practices in a useful document,

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

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

When designing the campaign, leaders and planners developed logic for why the campaign would work. This logic is the baseline for assessment, learning, and adaptation. The logic also helps ensure that the Joint Force selects meaningful, relevant indicators that advance—rather than hinder—understanding. During execution, leaders and planners use aligned indicators of accomplishment as they continuously monitor and evaluate the effectiveness of their campaign and activities against this baseline to detect significant unanticipated changes.

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

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

- New policy direction or guidance.
- An assessment challenges leader and staff understanding of the operating environment, existing problem, or relevance of the campaign approach.
- A scheduled periodic review shows a problem.

- Failure to make required progress.
- Key assumptions or campaign logic prove invalid.
- Unanticipated success.
- A major event causes “catastrophic change” in the environment.

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

A robust analysis program featuring an assessment plan supported by an accompanying information collection plan embedded into every step of the integrated campaigning process is essential. Integrating information collection and assessment plans into the campaigning process serves three purposes: it will confirm baseline conditions; it will facilitate real-time monitoring mechanisms; and it will enable accurate assessments of campaign progress. Evaluating baseline conditions is paramount to developing an effective campaign plan. Once a baseline is established, leaders and planners can develop an effective campaign. As the campaign progresses, a deliberate data collection and assessment plan allows staffs to accurately monitor the campaign. Focused collection and assessment efforts provide staffs with essential information, reducing the flood of superfluous information received under undisciplined practices. Access to the right information at the right time grants commanders the operational flexibility to react to emerging trends. Finally, a detailed assessment and collection plan facilitates an accurate measurement of the campaigns’ performance.

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

6. Concept Required Capabilities

The central idea advocated in this concept entails potentially significant required capabilities for force development. After analyzing inputs from across the community of interest, the following capabilities emerge as essential to implementation of this concept. They constitute an initial proposal, not an exhaustive or authoritative listing, of required capabilities that need additional thought and development. Although grouped by components of the key idea to mirror the organization of the concept, many of these required capabilities apply across solution components. Furthermore, the required capabilities have implications for Doctrine, Organization, Training, Materiel, Leadership, Personnel, Facilities, and Policy (DOTMLPF-P) as well as for integration with interorganizational partners. Following concept approval, subsequent analysis of these proposed capability requirements will provide the basis for developing capability solutions to close the conceptual gaps this concept addresses.

Understand the Environment

- Required Capability 1: The ability to describe the environment in terms of cooperation, competition below armed conflict, and armed conflict, including relevant strategic actors and the relationships with and among them.
- Required Capability 2: The ability to forecast potential trends of the relationships between the United States and other strategic actors with respect to cooperation, competition below armed conflict, and armed conflict.
- Required Capability 3: The ability to understand the current foreign assistance environment in a specified region.
- Required Capability 4: The ability to identify, understand, and assess relevant legal authorities, constraints, and limitations.
- Required Capability 5: The ability to identify and evaluate the interests, intent, capability, and capacity of relevant actors to support or adversely affect U.S. interests.

Design and Construct the Campaign

- Required Capability 6: The ability to clearly communicate campaign opportunities, limitations, constraints, and shortfalls to policy makers.
- Required Capability 7: The ability to design and construct an integrated campaign based on policy guidance, the operating environment, and

available capabilities, authorities, and resources.

- Required Capability 8: The ability to select, refine, and apply the relevant considerations of an integrated campaign.
- Required Capability 9: The ability to develop a coherent campaign strategy for synchronizing and integrating available resources to the achievement of strategic outcomes.
- Required Capability 10: The ability to establish appropriate command and coordinating relationships and to identify and prepare headquarters elements.
- Required Capability 11: The ability to leverage partnerships and associated relationships towards the achievement of campaign objectives.

Employ the Integrated Force and Secure Gains

- Required Capability 12: The ability to engage in continuous civil-military dialogue with policy makers.
- Required Capability 13: The ability to share information across CCMDs, Services, Combat Support Agencies, interorganizational partners, and others as required.
- Required Capability 14: The ability to align the activities of the Joint Force and interorganizational partners in an integrated campaign construct.
- Required Capability 15: The ability to apply appropriate competition mechanisms.
- Required Capability 16: The ability to synchronize Joint Force and foreign partner activities in an integrated campaign construct.
- Required Capability 17: The ability to follow through and secure gains throughout the campaign.

Assess and Adapt the Campaign

- Required Capability 18: The ability to respond to changes in policy with multiple approaches/options in the integrated campaign design, construct, and employment.

- Required Capability 19: The ability to continually assess the campaign and adapt it as required, including transregional CCMD operations.

7. Risks of Adopting this Concept

- Interorganizational partners may be unwilling or unable to align and integrate into global operations. Partners may not align their efforts for various bureaucratic, organizational, legal, cultural, or financial reasons. Should alignment not take place, the Joint Force and its partners will not realize the JCIC vision and approach—with corresponding negative effects on operational effectiveness. Additionally, if DoD fills gaps created through failures to align, partners may be incentivized to remain reliant on DoD, despite responsibilities mandated by law and historical norms.
- Risk of escalation and unintended consequences. Actions taken below the level of armed conflict intended to heighten U.S. security could create a security dilemma, where other states respond in kind, leading to heightened tensions or even conflict. Joint Force activities to counter an adversary's coercive actions could cause an inadvertent escalation to armed conflict. Joint Force commanders will need to calculate risk very carefully when proposing and executing activities short of armed conflict. However, Joint commanders must recognize that a failure to counter actors' malign activities may reinforce that behavior and may not give national leaders the range of options they need to achieve national objectives without resorting to armed conflict.
- The United States could miscalculate an adversary's reaction to our policies and actions. Since deterrence resides in the mind of the adversary, joint commanders cannot be certain that campaign activities are creating the desired effect on the adversary's perceptions. Ongoing assessments are critical for evaluating the potential impacts of integrated campaigning, and of other proposed relevant U.S. actions, on an adversary's decision calculus.
- The concept's call for integrated campaigning across geographic boundaries and in multiple domains could lead to campaigns of enormous complexity. The fog and friction of war penalizes unnecessary complexity, but transregional, multi-domain, and multi-functional campaigns are complex by nature. Commanders must be alert to this tension and must continuously strive for the proper balance.
- Joint commanders may not be able to tailor the force for simultaneous campaigning in cooperation, competition, and armed conflict. The Joint Force currently organizes its forces and conducts C2 along Service and functional lines. The current arrangements and relationships are not

well suited for ad hoc task organizations or C2 arrangements. This risk is mitigated by actions taken by the Joint Force to ensure the DOTMLPF changes as necessary for simultaneous campaigning across the competition continuum.

- The concept's call for additional resources or repurposing of capabilities intended for competition short of armed conflict pose a potential risk for the Joint Force to be unprepared to execute major operations. There is also a requirement in national strategy to protect and advance national interests in competition below armed conflict. The balance between these risks must be carefully weighed in senior-level deliberations to strike the correct balance both globally and in specific theaters.

8. Conclusion

By developing the capabilities described in this concept and adopting its operational approaches, the Joint Force will be better prepared to address the dynamic security environment now and in the future to conduct integrated campaigning both internally and with interorganizational partners across the competition continuum. The Joint Force must be prepared to campaign simultaneously across the competition continuum. This concept provides an intellectual framework for the Joint Force to meet that standard by offering an alternative construct for understanding and operating within the future operating environment.

Glossary

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

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

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

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

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

Interorganizational Partners: Other United States Government departments and agencies; state, territorial, local, and tribal government agencies; intergovernmental organizations; foreign security forces and government agencies; nongovernmental organizations; entities of the private sector; non-traditional security entities; and foreign populations and groups.

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

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

Operational-level Objective: An animate (ex. behavioral) or inanimate (ex. positional) purposeful goal toward which a commander designs and directs action within a campaign’s conceptual construct.

Perpetuation: Deliberate actions to sustain outcomes without interruption;

occurs within the Post-Aim period.

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

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

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

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

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

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