

**REPORT TO CONGRESS ON THE  
IMPLEMENTATION OF DoD DIRECTIVE  
3000.05 *MILITARY SUPPORT FOR STABILITY,  
SECURITY, TRANSITION AND RECONSTRUCTION  
(SSTR) OPERATIONS***

**Secretary of Defense**

**April 1, 2007**



Washington, D.C.

## Contents

Executive Summary.....	i
Introduction .....	1
Organizational Change within the Department of Defense.....	5
Developing Skilled and Agile Leaders for Stability Operations .....	11
Improving Doctrine, Education, and Training for Stability Operations.....	11
Improving language skills, regional knowledge, and cultural understanding.....	18
Improving Intelligence Support to Stability Operations .....	20
Integrating with Interagency and International partners .....	21
Information Sharing.....	25
Integrated Government Planning.....	27
Next Steps.....	28

## EXECUTIVE SUMMARY

DoD Directive 3000.05 *Military Support for Stability, Security, Transition, and Reconstruction (SSTR) Operations* supports National Security Presidential Directive 44 (NSPD-44), *Management of Interagency Efforts Concerning Reconstruction and Stabilization Operations*. Both reflect the understanding that stability operations require integrated efforts of all elements of national power, civilian and military.

The greatest challenge to the U.S. Government's ability to conduct SSTR operations is the lack of integrated capability and capacity of civilian agencies with which the military must partner to achieve success. The U.S. Armed Forces can fill some of these gaps in civilian capacity in the short-term, but strategic success in SSTR operations will only be possible with (1) a robust architecture for unified civil-military action, and (2) substantially more resources devoted to making civilian U.S. Departments and Agencies operational and expeditionary.

Recognizing that civilian Federal agencies lack capability to operate in high-risk environments, DoD Directive 3000.05 establishes the policy that DoD will work closely with relevant U.S. Departments and Agencies to create effective civilian-military teams for stability operations. The Department of Defense shall give stability operations "priority comparable to combat operations", and U.S. military forces shall be prepared to establish or maintain order when civilians cannot do so. In the first year of implementing DoD Directive 3000.05, there has been significant progress toward these goals.

The Department of Defense has restructured principal agencies to add additional emphasis on stability operations. Two key elements of this restructuring include the recent enlargement of the office of the Deputy Assistant Secretary of Defense for Stability Operations Capabilities, who has the responsibility for implementing the Directive, and the establishment of a division within the Army G-3/5 dedicated to stability operations. This restructuring has contributed to improvements in the areas most likely to generate systemic change in DoD, including doctrine, training, education, experimentation, and planning.

The Military Departments have expanded their training, education, and leader development policies to enhance language skills, regional knowledge, and understanding of foreign cultures. The Combatant Commands continue to integrate stability operations considerations into plans, exercises, and training. Regional security cooperation strategies seek to enhance the capacity and will of partner nations to support stability operations missions, with the ultimate goal of preventing conflict in fragile regions. In addition, the Defense Intelligence Community has taken steps to build a nascent capability to better support stability, counterinsurgency, and counterterrorism operations

with information and analysis on foreign host populations in areas or countries in which U.S. or Coalition forces operate or may operate in the future.

Finally the Department of Defense, with and through the Combatant Commands, is taking additional steps to improve interagency capability and capacity for integrated whole-of-government stability operations by exchanging liaisons, providing military personnel to support planning and operations of other U.S. Government Agencies, and seeking enhanced synchronization of interagency activities such as information sharing, security cooperation, and foreign assistance.

This report examines many of the DoD initiatives designed to institutionalize military capabilities to support SSTR operations and outlines the next steps in DoD Directive 3000.05 implementation. Significant progress has been made, yet much work remains within DoD and across the civilian Federal agencies to ensure unified whole-of-government action in future stability operations.

Companion pieces to this report include the Congressional reports required by Section 1206 of the National Defense Authorization Act for Fiscal Year 2006, the *Presidential Report on Improving Interagency Support for United States 21<sup>st</sup> Century National Security Missions and Interagency Operations in Support of Stability, Security, Transition, and Reconstruction Operations*, and the Report to the House and Senate Armed Services Committees requested by House Report 109-452 of the National Defense Authorization Act of Fiscal Year 2007, *Educational Opportunities in Interagency Coordination at the Military War Colleges*.

## INTRODUCTION

This report on the implementation of Department of Defense Directive 3000.05 is provided as requested by House Report 109-452 accompanying the National Defense Authorization Act for Fiscal Year 2007. It highlights many key initiatives to institutionalize capabilities to conduct Military Support for Stability, Security, Transition, and Reconstruction (SSTR) Operations. The Directive, issued in November 2005, is a product of the Department's internal assessment processes that supported preparation of the National Defense Strategy and the 2006 Quadrennial Defense Review. The Directive contributes to a comprehensive strategy to confront threats to the security and interests of the United States and our key international partners.

The Department of Defense has long conducted activities now termed military support to SSTR operations, yet there had previously been no enduring institutional mandate for sustained proficiency in what were considered lesser contingencies during and immediately after the Cold War. Stability operations have increasingly become a central operational mission for the U.S. Armed Forces, highlighted by recent experience in the Balkans, Haiti, Somalia, the Middle East, Afghanistan, and other shorter-duration actions around the globe. Humanitarian assistance and disaster relief continue to require employment of the capabilities of the U.S. Armed Forces as demonstrated in relief operations in Pakistan, Indonesia, the Philippines, and the United States. The 2004 Defense Science Board (DSB) report, *Transition to and from Hostilities*, noted that the United States has been involved in some form of stability operation every 18-24 months, and the cumulative cost of these operations exceeds the cost of recent major combat operations. DoD Directive 3000.05 was created to address these requirements by designating stability operations as a core U.S. military mission and establishing Departmental policy to create and sustain key capabilities necessary for military support to SSTR.

DoD Directive 3000.05 dictates priority in SSTR to the same level as major combat operations. This broader strategic imperative places increased emphasis on activities benefiting the indigenous peaceful population within a commander's area of operations rather than traditional direct action against enemy forces and formations. The conceptual shift from "enemy-centric" to "population-centric" effects is reflected in the major mission elements comprising SSTR: "establish and maintain a safe, secure environment; deliver humanitarian assistance; reconstruct critical infrastructure and restore essential services; support economic development; establish representative, effective governance and the rule of law; and conduct strategic communications."<sup>1</sup> Success in these missions results from the support and cooperation of the people living

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<sup>1</sup> A detailed description of stability operations major mission areas is found in the Department of Defense *Military Support to Stabilization, Security, Transition, and Reconstruction Operations Joint Operating Concept Version 2.0*.

and working in the area of operations, and is linked to tangible benefits delivered directly to the people through processes that can subsequently be sustained by the legitimate host-nation government.

To achieve these ends, DoD is enhancing agility across the organization using capabilities in new combinations to conduct and support SSTR operations. As noted in the recent DoD Report to Congress, *Joint Field Training and Experimentation on Stability, Security, Transition, and Reconstruction Operations*, “military action alone cannot bring long-term peace and prosperity; therefore we need to include all elements of national and institutional power.” The objective is to synchronize DoD activities with those of other U.S. Government agencies and international partners in coherent campaigns that improve civil security, promote effective governance, and foster economic stability. To achieve our national objectives, stability operations require unity of purpose and synchronized, timely efforts in all diplomatic, defense, and development activities to build partner capacity and address the causes of conflict.<sup>2</sup> Essential enabling activities include: robust information sharing to create common understanding of the operational environment; integrated whole-of-government plans based on sound cultural and technical intelligence; effective civilian-military teams with appropriate language skills, regional knowledge, technical expertise, and adaptive leaders to implement plans; and a robust network of international military, civilian, and private sector partners to help establish order and support development of a legal and vital economy. DoD Directive 3000.05, along with its supporting Joint Operating Concept, provides a parallel strategic narrative to the traditional application of force that guides the application of DoD capabilities as part of a unified interagency campaign to achieve desirable population-centric outcomes consistent with the objectives of the National Security Strategy and National Security Presidential Directive (NSPD) 44 *Management of Interagency Efforts Concerning Reconstruction and Stabilization*.

National capabilities to prevail in both major combat operations and stability operations are equally important and can be mutually reinforcing in expeditionary campaigns. The Department’s post-Cold War activities and operations – many with allies and partners in both traditional and non-traditional operating regions – demonstrated that maintaining proficient capability to conduct SSTR operations will be a vital component in a wide range of potential future contingencies. Enhancing the capacity for SSTR operations has become an important part of the Department’s transformation concept. This is manifested predominantly through important qualitative changes such as changes to doctrine, training, education, and organization policies. It is also demonstrated in innovative approaches to integrating the capabilities and expertise

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<sup>2</sup> In recognition of this need, the President issued National Security Presidential Directive 44 (NSPD-44), *Management of Interagency Efforts Concerning Reconstruction and Stabilization* in December 2005 and tasked all U.S. Departments and Agencies to participate in the process to improve U.S. Government capabilities for these missions. A more extensive Presidential report to Congress on interagency capabilities has been prepared pursuant to to Section 1035 of the National Defense Authorization Act for Fiscal Year 2007.

of U.S. Government and international partners with those of DoD. Institutionalizing stability operations capabilities is primarily achieved through innovative operational concepts and developing synergies among relevant partners and government agencies rather than specific hardware acquisition programs. Enhancing the effectiveness of civilian-military teams is an important part of this transformation.

Military support to stability operations is best employed through integrated civilian-military teams in any operational environment: peacetime assistance, disaster relief, conflict, or post-conflict situations. These integrated teams are better able to achieve unity of effort in key stability operations activities such as restoring essential services, bringing representative governance and the rule of law to at-risk populations, supporting market-based economic opportunity to meet the need of the population, and tailoring civil-military operations in the appropriate cultural context. Employing integrated civilian-military teams from the outset of an operation is optimal because it ensures that civilian expertise is brought to bear in the critical early days of a stability operation. DoD recognizes that this may not be possible in all cases because of limited civilian expeditionary capacity or because the ambient level of violence exceeds the risk threshold acceptable to non-military partners. As a result, the U.S. Armed Forces continue to develop capabilities to conduct interim stabilization activities beyond the security sector. These activities, informed by the expertise of non-military stabilization and reconstruction experts throughout the planning process and through reach-back capabilities, are limited in scope and their success depends on deployment of robust civilian development agencies as soon as possible. Effective transition of stabilization and reconstruction activities will be facilitated by standing civilian-military teams and interagency coordination processes.

DoD has expanded efforts to foster effective civilian-military teams through shared education and training opportunities, integrated interagency planning efforts, and information sharing to identify best practices and lessons learned with our interagency partners. Equally important, DoD has expanded military support to the Department of State and other agencies in Washington – within limited existing authorities and funds – as well as in ongoing operations abroad. The process of assigning uniformed military personnel to duty with other agencies is a significant DoD investment that provides some interim capacity to fill critical gaps in civilian agencies until those agencies develop sufficient deployable capability. This is a step toward meeting near-term operational requirements for civilian-military teams and may provide a longer-term benefit of improved institutional integration across agencies. A significant impediment to greater interagency cooperation is the stove-piped nature of funding programming and decisions, and the concurrent Purpose Statute limitations to allow DoD or other agencies to man and fund deployed, required SSTR positions and capabilities. When an agency other than DoD is tasked to perform a specific SSTR mission, and receives Congressional appropriations to perform that mission, the mission may only be allowably performed by another agency upon owning agency decision to transfer funds.

Stability operations capabilities are best employed in concert with other U.S. Government agencies, and where appropriate, international and private sector partners. Achieving unified action cannot occur without parallel developments in the capability and capacity of other government agencies to contribute to deployable civilian-military teams engaged in institution building, essential services, governance, and economic stabilization such as the Advanced Civilian Teams envisioned by the proposed Interagency Management System or the Provincial Reconstruction Teams currently operating in Afghanistan and Iraq. Although the military will prepare to perform necessary tasks to establish and maintain order when civilians cannot do so, these effects are more comprehensively achieved when assisted by robust teams of civilian experts engaged in key supporting activities associated with institution building.

This report describes many of the ongoing actions to institutionalize stability operations skills and successful practices of the Combatant Commands and Military Departments. It is important to note that similar priority between stability operations and combat operations missions does not imply a literal bifurcation of resources. Enhanced stability operations capabilities reside predominantly in employment of joint forces in innovative combinations, and in adaptive operational concepts used by the Combatant Commands and interagency teams. These cognitive shifts coupled with a number of synergies between stability operations and combat operations capabilities enable DoD to allocate resources across programs to achieve parity in proficiency.

Any discussion of transformation would be incomplete without acknowledging that institutional change does not occur immediately and must consider both the environmental context and potential risk. The Department's strategy to institutionalize enhanced stability operations capabilities is deliberately incremental and iterative, as with force development processes for combat operations capabilities. This approach recognizes the need to meet current and projected DoD commitments during transformation, and to integrate evolving stability operations capabilities of other U.S. Government Departments and Agencies. It also serves the dual purposes of identifying and institutionalizing stability operations best practices that emerge from operational experience and experimentation, and simultaneously mitigating strategic risk. This spiral development approach is prudent and effective, but not tied to rigid timelines.

DoD Directive 3000.05 establishes enduring policies and broad implementing actions that are integrated into the Department's force development mechanisms in a way that balances current operational requirements with projected needs and risk parameters. The balance of this report outlines the most significant ongoing DoD and U.S. Armed Forces initiatives to implement DoD Directive 3000.05.



## **ORGANIZATIONAL CHANGE WITHIN THE DEPARTMENT OF DEFENSE**

Since DoD Directive 3000.05 was approved, the Office of the Secretary of Defense (OSD), the Joint Staff, the Geographic Combatant Commands, and the Military Departments have increased the organizational effort dedicated to development of stability operations capabilities and concepts. The Under Secretary of Defense for Policy designated the Assistant Secretary of Defense for Special Operations and Low Intensity Conflict (ASD SOLIC) to lead DoD Directive 3000.05 implementation. As part of the OSD Policy re-organization, the ASD SOLIC office has expanded, creating a directorate for Stability Operations Capabilities led by a Deputy Assistant Secretary of Defense to implement the Directive and enhance interagency coordination for stability operations. The Chairman of the Joint Chiefs of Staff assigned oversight within the Joint Staff to the Vice Director of Strategic Plans and Policy, and an office under the Strategic Plans and Policy Directorate has been established coordination with OSD and within the Interagency for the development of strategy, plans, and resources related to stability operations, security assistance and maintain coherent US Government capacity building objectives, and to ensure better integration of civilian and military capabilities in support of the National Security Strategy. Within the U.S. Armed Forces, each of the Geographic Combatant Commands has appointed a general or flag level officer as the Joint Force Coordinating Authority for stability operations, and established working groups focused on stability operations capabilities. Similarly, the Military Departments have appointed a general or flag level officer as the proponent for stability operations initiatives and identified working groups to integrate stability operations concepts and requirements into Service developmental plans and programs. This increased institutional leadership focus on stability operations is accompanied by several organizational changes to implement the policies of the Directive.

A number of initiatives by the Military Department highlight the transformational emphasis on stability operations capabilities and military support to SSTR operations. These changes are guided by Joint Staff and Military Department assessments following the 2006 Quadrennial Defense Review, gap analysis, and component action plans to reduce critical shortfalls. The Department of the Army established a Stability Operations division within the G-3/5/7 focused on improving the Army's ability to conduct stability operations in joint, interagency, and multi-national environments. This division is implementing 25 approved initiatives and will develop the Army's Stability Operations Action Plan this year. The Army is expanding the Peacekeeping and Stability Operations Institute (PKSOI) and the Army G-3/5/7 will incorporate it as a Field Operating Agency in 2007, helping integrate the related efforts of the U.S. Armed Forces, other U.S. Government Departments and Agencies, international organizations, and coalition partners. The newly established Culture Center within the Army's Training and Doctrine Command provides exportable training materials and mobile training teams to better prepare deploying units to more effectively operate in foreign cultures. The Army is adding 2,300 Psychological Operations billets and 1,300 additional Civil Affairs

positions to the force structure in the current program cycle, and generating new engineer and military police capabilities for SSTR.

The Department of the Air Force, building on long experience with stability operations in Iraq, Somalia, and the Balkans, and support to global humanitarian relief operations, designated the Director of Operational Plans and Joint Matters as the lead agent for its stability operations initiatives. This approach integrates Air Force strategy and policy for stability operations, irregular warfare, and war on terror supporting activities, and ensures unity of effort across related capabilities programs. Seventeen Annual Planning and Programming Guidance actions and 43 other supporting actions direct Air Force organizational efforts to meet its highest priority stability operations requirements. The Directorate of Operational Plans and Joint Matters is currently leading efforts to develop action plans for the remaining priority capabilities. The Department of the Air Force has also created a Coalition Irregular Warfare Center<sup>3</sup>, which leverages the stability operations and irregular warfare expertise of partner nations such as the United Kingdom and Australia. This new Air Force Center facilitates development of relevant airpower capabilities, capacities and relationships with partner nations, explores innovative application of Air Force capabilities, and improved synergy between general purpose forces and special operations forces in all operational environments. Coupled with these institutional changes, the Air Force component headquarters within Combatant Commands have been restructured to better support the full spectrum of air and space missions including security cooperation and stability operations. These changes have helped improve the capability of Air and Space Expeditionary Forces to provide military support to SSTR operations.

The Department of the Navy designated the Deputy Chief of Naval Operations, as the Navy's Lead Officer for Stability, Security, Transition, and Reconstruction Operations. Prompted by a renewed need for stability operations, the Deputy Chief of Naval Operations directed a Navy SSTR Operations conference in April 2007. Consistent with the Quadrennial Defense Review Roadmaps and DoD Directive 3000.05, The Department of the Navy established the Naval Expeditionary Combat Command (NECC) to address capabilities for stability operations including Explosive Ordnance Disposal (EOD), Expeditionary Medicine, Mobile Security Squadrons, Naval Construction Battalions (Seabees), and an Expeditionary Training Command. The NECC also includes a new Maritime Civil Affairs Group consisting of two squadrons that provide an additional source of civil affairs specialists to support the Geographic Combatant Commands. These regionally oriented Maritime Civil Affairs squadrons provide unique skills to improve maritime rule of law; port administration; operations, maintenance, infrastructure and security; port customs and logistics; maritime

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<sup>3</sup> Military Support to SSTR operations is linked to Irregular Warfare through the draft Irregular Warfare Joint Operating Concept version 1.0. The Irregular Warfare JOC notes that SSTR operations are one of the indirect approaches that can be used to prevent conflict or mitigate the effects of conflict.

immigration control; and maritime interagency coordination in stability operations environments.

The Marine Corps has also enhanced stability operations capability with the creation of the Center for Irregular Warfare, the Center for Advanced Operational Culture Learning (CAOCL), and an SSTR section with Headquarters, U.S. Marine Corps. These organizations will ensure effective advocacy for SSTR issues within the Marine Corps and proponency for Marine Corps SSTR issues in the Joint and Interagency arenas. Additionally, training of artillery regiments in civil affairs skills and establishing tactical Psychological Operations teams add additional capacity and flexibility for deployed units. These organizational changes provide the Geographic Combatant Commands with additional capability and capacity for stability operations in a wide range of operational environments.

Increased emphasis on stability operations at the Combatant Commands is manifested largely through continual operations, updates to plans, security cooperation and engagement activities, exercises and experimentation, and integrating lessons from ongoing operations. U.S. Northern Command's plans, multi-lateral exercises and cooperative training with Canadian Forces and agencies have improved interoperability and provided useful interagency and inter-government synchronization lessons for building partner capacity and disaster response. U.S. Northern Command continues to refine interagency techniques and procedures through future civil assistance planning and exercises with Canada and, potentially, Mexico. Experimentation, training, and expanded Homeland Security and Defense Education programs leverage lessons from the robust interagency coordination processes that support Homeland Defense and cooperative multi-lateral engagement activities. Areas of interest and possible future cooperation with our immediate neighbors include Pandemic Influenza Planning and Response, and development of a Mexican Military Weapon of Mass Destruction-Civil Support Team (WMD-CST) capability similar to that found in the U.S. National Guard. These cooperative endeavors can enhance Homeland Defense and Homeland Security, as well as our immediate neighbor's capability to respond to catastrophic incidents or disasters. U.S. Northern Command's best practices for interagency coordination, which include a proactive Joint Interagency Coordination Group and a fully functioning Interagency Coordination Directorate, are informing broader DoD efforts to enhance the interagency initiative for stability operations.

As the lead command for Joint Force experimentation and training, U.S. Joint Forces Command applies operational and institutional stability operations capabilities in support of regional command strategies and DoD concept development. The Joint Public Affairs Support Element (JPASE) provides Combatant Commanders with scalable expeditionary public affairs capacity. JPASE deployed in support of relief operations in the United States and Pakistan, and during the departure of American citizens from Lebanon. JPASE also provides joint public affairs operational training teams to assist in

preparing joint force commanders and staffs prior to operational deployments. U.S. Joint Forces Command remains heavily engaged in Military Department Title 10 war games, as well as joint experimentation related to stability operations. Of note, the Unified Action and Multi-National Experiment-5 experiments will examine broad USG interagency and coalition concepts and capabilities in a non-combat stabilization scenario.<sup>4</sup> U.S. Joint Forces Command support to Unified Endeavor mission rehearsal exercises for deploying units provides extensive training for SSTR missions, integrating participants from outside DoD, such as the Department of State, Department of Justice, United Nations Office for the Coordination of Humanitarian Assistance, international organizations and non-governmental agencies, and multinational partners. The Joint Center for Operational Analysis (JCOA) provides substantive support to stability operations planning, training, education and operations. JCOA has distilled a broad range of operational lessons into key reports applicable to stability operations, including: *International Humanitarian Assistance and Disaster Relief Operations*, *Provincial Reconstruction Teams in Afghanistan: An interagency Assessment, Lessons-Learned on Modern Irregular War*; and *OIF 2003-2004: Stabilization, Security, Transition, and Reconstruction in a Counterinsurgency*. These U.S. Joint Forces Command activities facilitate transformational efforts of the Military Departments and the Combatant Commands and support ongoing stability operations exercises and experimentation.

U.S. Central Command's approach to stability operations balances security efforts with enabling political and economic transition and reconstruction as a crisis prevention measure. U.S. Central Command's Joint Interagency Coordination Group (JIACG) contributes to interagency transparency and unity of effort. To enhance interagency cooperation, U.S. Central Command has developed Memoranda of Understanding with a number of U.S. Government Agencies that facilitate integrated planning and help to leverage interagency capabilities for essential stability operations missions and tasks. This effort to build capabilities and capacities of interagency and coalition partners is a core part of U.S. Central Command's Theater Strategy and the supporting Theater Campaign Plan. It is demonstrated in ongoing operations, exercises, training, and theater security cooperation initiatives, training partner militaries and supporting Department of State programs training police, improving engagement with regional strategic partners, and increasing engagement at multiple levels with civilian agencies in the U.S. Central Command Area of Responsibility. Provincial Reconstruction Teams (PRTs) in Afghanistan and Iraq, some of which are provided by coalition partner nations, spearhead the effort to create combined civilian-military teams capable of helping national, provincial, and local governments transform into responsible leading partners. U.S. Central Command's Functional Capability Board leverages lessons from these activities to identify and prioritize stability operations capabilities that can effectively employ the diplomatic, security, economic, and informational activities of U.S. Government,

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<sup>4</sup> An extensive discussion of joint exercises is presented in the DoD Report to Congress *Joint Field Training and Experimentation on Security, Stability, Transition, and Reconstruction Operations 1 October 2004 to 30 September 2006*.

international, and private sector organizations. U.S. Central Command has pioneered efforts in intelligence and information sharing, and has developed Strategic Communication and Information Operations programs that include SSTR.

U.S. European Command places significant emphasis on using stability operations capabilities to prevent crisis in fragile countries and regions. U.S. European Command employs its Stability Plans Branch within the Strategy, Policy and Assessments Directorate, and liaisons with the Department of State and U.S. Agency for International Development (USAID) to coordinate stability operations activities. This experience has prompted U.S. European Command to draft an internal directive for military support to stability operations, capturing stability operations best practices and applying them to the unique operating environment associated with partners from North Atlantic Treaty Organization and European Union member states. An emphasis on interagency and coalition stability operations capabilities will continue to be an essential part of training, exercises, and engagement activities of U.S. European Command. Examples include providing a senior defense advisor and military mentors to help rebuild Liberian Armed Forces in support of promoting peace and stability in Liberia and the region, deploying advisors to the African Union Mission in Sudan, and intelligence fusion activities with the Democratic Republic of the Congo.

The creation of a new DoD command focused on Africa benefits from U.S. European Command's experience with and emphasis on stability operations as a mechanism to prevent or mitigate crisis. When the decision was taken to establish an Africa Command, U.S. European Command was chosen to provide much of the expertise needed to develop initial operating capability for that command. Early in the initial planning, U.S. European Command identified stability operations as a core mission for the emerging Africa Command. Essential to the success of Africa Command will be its ability to synchronize and integrate governmental, non-governmental, and private sector partners. To this end, U.S. European Command is in the process of helping to create new interagency models and processes to ensure Africa Command is organized to support stability operations. This emphasis on interagency and coalition stability operations capabilities will continue to be an essential part of training, exercises, and engagement activities of both U.S. European Command and Africa Command.

U.S. Pacific Command, like the other Geographic Combatant Commands, values stability operations as a preventive component of its theater strategy. U.S. Pacific Command's stability operations working group remains engaged in assessing requirements and integrating stability operations tasks into exercises and contingency planning. Exercises and security cooperation activities such as BALIKATAN and COBRA GOLD, support to the Global Peace Operations Initiative, bilateral activities with regional allies, and cooperative planning through U.S. Pacific Command's 33-nation Multi-national Planning and Augmentation Team are further strengthening the relationships essential to stability operations. The value of these relationships and

capabilities was demonstrated in tsunami, earthquake, and landslide relief operations, as well as in supporting activities for Operation ENDURING FREEDOM-PHILIPPINES. To improve regional stability operations coordination and interoperability, U.S. Pacific Command sponsors the Asian Pacific Area Network (APAN), an unclassified internet-based collaboration portal for humanitarian assistance and disaster relief operations. APAN supports U.S. Pacific Command's theater strategy and improves coordination among government agencies and international organizations. U.S. Pacific Command will continue to expand its interagency and multi-national approach to stability operations through exercises, workshops, and expanded initiatives. A U.S. Agency for International Development recently joined the U.S. Pacific Command JIACG, increasing mutual awareness and coordination of activities in the region. U.S. Pacific Command continues to incorporate SSTR requirements into theater plans, and expand cooperation with partners – such as member nations of the ASEAN Regional Forum – to enhance multi-national response capabilities.

U.S. Southern Command assesses the potential for military conflict between nations in its area of responsibility as relatively low for the foreseeable future, making stability operations the centerpiece of its regional operations. To better address the SSTR challenges facing key partners more effectively, U.S. Southern Command re-organized and established a J9 directorate, directed by a member of the Senior Executive Service, as a first step to emphasize interagency regional security assistance and cooperation across the region. The U.S. Southern Command J9, which includes a Joint Interagency Coordination Group, provides interagency expertise to the Commander and staff during exercises, adaptive planning, and contingency actions. The J9 guides Southern Command participation in regional security cooperation, through Partnership of Americas and regional exercises focused on SSTR challenges such as BLUE ADVANCE, TRADEWINDS, FUERZAS DEFENSAS, FUERZAS ALIADAS, UNITAS, NEW HORIZONS, and PANAMAX. These activities build interagency coordination and cooperation along with partner capacity and proficiency to meet the most likely regional stability operations challenges. U.S. Southern Command is strengthening its partnership with Department of State Coordinator for Reconstruction and Stabilization, resulting in Department of State Integrated Planning Team and Advance Civilian Team participation in its exercises. U.S. Southern Command J9 hosts monthly interagency seminars focused on regional security challenges including response to international criminal and terrorist threats, port security, mass migration, and election security. These seminars also address building partner capacity through science and technology, intelligence transformation, and synchronized strategic communications. U.S. Southern Command's re-organized J9 directorate is the cornerstone of an expanded interagency approach to enhance security, stability, and prosperity across its area of responsibility. These organizational changes are improving information sharing mechanisms, collaborative planning, and partnership capacity for SSTR operations.

The Military Departments and Geographic Combatant Commands continue to improve stability operations capabilities through organizational adaptation. Actions to refine stability operations structures and codify SSTR best practices are consistent with the Department's policy that proficiency in stability operations and combat operations are of equal importance to our national security, and that successful stability operations depend on an integrated application of DoD capabilities with the complementary capabilities of other U.S. Government Agencies, coalition partners, and international organizations. These adaptations are improving close coordination with relevant partners and agencies, building civilian-military teams, and leveraging the knowledge and capacity of U.S. Government agencies and international partners for stability operations. The effort to institutionalize these changes within the Department of Defense is reflected in changes to doctrine, training, and education across the joint force.

## **DEVELOPING SKILLED AND AGILE LEADERS FOR STABILITY OPERATIONS**

### ***IMPROVING DOCTRINE, EDUCATION, AND TRAINING FOR STABILITY OPERATIONS***

Skilled and agile leaders are the cornerstone of effective military capabilities. Stability operations, like combat, demand agile and proficient teams operating with shared concepts, common purpose, and unified action. Doctrine, education, and training provide the conceptual framework and skill sets that those leaders employ to enable joint force synergies. The U.S. Armed Forces continue to adapt doctrine, training and education to incorporate stability operations concepts and generate enduring proficiency for military support to SSTR operations, and to operationalize policies established in DoD Directive 3000.05.

#### Adapting Doctrine

Joint Publication 3-0, *Joint Operations*, revised in 2006, enhanced emphasis on stability operations in each stage of a campaign: shape, deter, seize the initiative, dominate, stabilize, and enable civil authority. This modified campaign framework recognizes that stability operations are an integral and complementary component of all expeditionary operations, requiring agility to apply offensive, defensive, and stability capabilities in the right proportion to meet the requirements of local tactical and operational situations. Joint Publication 3-0 emphasizes the predominance of stability operations in early phases that seek to prevent conflict and in later phases are designed to terminate conflict and return to normal civil authority, while retaining a substantial stability operations component when combat operations are necessary. This approach leverages the strengths of interagency stability operations teams, noting that "military forces should be prepared to work in integrated civilian military teams that could include representatives from other US departments and agencies, foreign governments and security forces... and members of the private sector with relevant skills and expertise." Joint Publication 3-0 articulates the importance of stability operations, placing them on the same plane as traditional offensive and defensive combat operations. It informs

ongoing revisions to other Joint and Military Department doctrinal publications – including intelligence related doctrine – and provides an authoritative foundation for enduring emphasis on SSTR in military education curricula.

The additional emphasis on stability operations in Joint Publication 3-0 is supplemented by revisions to Military Department doctrinal manuals and the development of additional Joint Operating Concepts (JOC).<sup>5</sup> The Air Force has reorganized its doctrinal hierarchy to guide Air and Space Expeditionary Forces in full spectrum operations, including expanded support to stability operations. Over the last year, the Air Force has updated or developed new doctrine for Urban Operations, Irregular Warfare, Combat Support Command and Control, and Airbase Establishment and Mission generation, with plans for continuous improvement of doctrine to reflect lessons learned from recent operations.

The Marine Corps has recently published its *Small Unit Leaders Guide to Counterinsurgency*, which highlights the importance of integrated SSTR operations and provides guidance on techniques and procedures for unit leaders. The Army and Marine Corps – supported by key interagency partners – jointly developed Field Manual 3-24/MCWP 3-33.5, *Counterinsurgency* codifying the criticality of integrated military-civilian teams conducting stability operations tasks and highlighting the symbiotic relationship among offense, defense, and stability operations tasks in population-centric operations. Revision of the capstone Army operations doctrinal manual, Field Manual 3-0 *Full Spectrum Operations*, is nearing completion. Consistent with Joint Publication 3-0, *Full Spectrum Operations* integrates the three U.S. military core missions of offensive, defensive, and stability operations across the spectrum of conflict and in all phases of a campaign. *Full Spectrum Operations* will codify the importance of leveraging the capabilities of other government agencies and synchronizing Army operations with complementary activities of all relevant partners. The Army is also rewriting Field Manual 3-07, *Stability Operations*, to reflect the importance of unified interagency action in stability operations<sup>6</sup> and to integrate contemporary operating concepts described in Joint Operating Concepts (JOC) including the Military Support to SSTR Operations JOC.

DoD approved Version 2.0 of the Military Support to SSTR JOC in December 2006. This pre-doctrinal document articulates core concepts for preparing and employing joint forces for stability operations in pre-conflict, combat, and post-combat situations or as a stand-alone mission. The U.S. Armed Forces are adapting to provide the full range of military support to security, stability, transition, and reconstruction operations in

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<sup>5</sup> U.S. Joint Forces Command and the Joint Staff are leading parallel development of a number of primary Joint Operating Concepts (JOC) that inform experimentation and doctrine development: Military Support to Stability, Security, Transition, and Reconstruction Operations JOC; Irregular Warfare JOC; Shaping Operations JOC; Homeland Defense and Civil Support JOC; Deterrence Operations JOC; and Major Combat Operations JOC.

<sup>6</sup> By 2008, the Army will have an updated body of current stability operations doctrine spanning the tactical and operational levels.



support of a broader U.S. Government effort. A central theme in the Military Support to SSTR JOC is that stability operations must be a unified effort of all U.S. Government agencies and contributing partners. Through integrated interagency strategic plans and implementing operations and supporting intelligence actions, the joint force supports civilian-military teams to implement the major mission elements noted earlier in this report. Consistent with NSPD-44 the joint force performs as supporting role in stability operations, establishing a safe and secure environment while simultaneously working with interagency, coalition, and multi-national partners to establish domestic order in the host nation.

These concepts and doctrinal developments are representative of broader efforts to expand the suite of tools available for military support to SSTR. They result from extensive efforts to identify and integrate SSTR best practices. Each of the Military Departments, along with U.S. Joint Forces Command's Joint Center for Operational Analysis, collects lessons from ongoing operations to support training, education, doctrinal development, and future operations.<sup>7</sup> These lessons are broadly accessible and support analytical efforts of the U.S. Armed Forces. The Joint Lessons Learned Information System (JLLIS) centralizes and automates lessons learned data generated by DoD agencies and activities. In the future, the JLLIS will incorporate interagency lessons that are made available to DoD and expand access to other U.S. Government Agencies to DoD lessons learned. This more comprehensive information system will enhance availability of best practices and potential pitfalls for a wide range of operations, including stability operations. Programmed improvements in the joint force lessons learned arena will enhance the interoperability of the separate Military Department lessons databases, better supporting the evolving needs of Combatant Commands, deploying units, the institutional training base, and the broader community of U.S. Government Agencies supporting stability operations.

#### Educating adaptive leaders

The Chairman of the Joint Chiefs of Staff's addition of stability operations to the CJCS Special Area of Emphasis List for Academic Year 2006 indicates its growing importance in joint education. Each of the Military Departments has expanded curricula on SSTR operations. This portion of the report summarizes the most important changes in professional military education for stability operations. Efforts to expand language and culture skills are presented elsewhere in the report.

Including stability operations exercises in the professional military education curriculum of all Military Departments is essential to enhanced proficiency. Exercises in the academic environment provide students with an opportunity to apply new theories

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<sup>7</sup> The Army's Lessons Learned Integration network is one example of improved lessons learned programs. The Army places dedicated analysts at tactical, operational, and institutional units to analyze and disseminate key trends and lessons to units in the field, to those preparing for deployment, and to the institutional training base.

and knowledge, and to add to their stability operations experience base. These training exercises – particularly when they involve interagency participants – reinforce the importance of joint operations, interagency cooperation, and international relationships.

Every Air Force developmental education program and course from the Air and Space Basic Course through Senior Leader Development has added material addressing stability operations replacing some of the coverage of more traditional Air Force missions. For example, the Air War College now requires students to complete 30 hours of Global Security Studies, 30 hours of Regional Studies, and 12-14 days of country visits – all with increased emphasis on SSTR Operations. The Air War College core curriculum also includes a 3-day in-class planning exercise focused on SSTR operations and an end-of-year capstone wargame with added emphasis on planning and executing stability operations. In addition, Air University has opened a language and culture Center of Excellence dedicated to introducing foreign language and cross-culture education at each level of Developmental Education. This curricula re-balancing has affected primary leader education schools as well as individual career fields of the Expeditionary Air Force. The Air Force has increased emphasis on operations outside air bases, including ground operations in hostile environments, interaction with host-nation population, and employing military capabilities in SSTR operations. Highlights of changes to individual career field stability operations education include: four two-week engineering courses on simplified facilities design and contingency construction; a new Air Force Institute of Technology course on transition and sustainment planning; medical needs in humanitarian assistance and stability operations; Civil-Military Operations workshops for the Judge Advocate General Corps; and focused curricula on SSTR in the Operations Research Masters Degree program.

New Naval Postgraduate School and Naval War College courses provide mid-level and senior Navy leaders with additional stability operations knowledge applicable to littoral and land operations. Some examples include:

- Naval Postgraduate School Center for Civil-Military Relations programs in peace operations, building security in post-conflict environments, and stabilization and reconstruction operations.
- Naval Postgraduate School Center for Stabilization and Reconstruction Studies stability operations conferences including: *Working Effectively in Post-Conflict and Humanitarian Situations*; *Post-Conflict Institution Building*; *Rebuilding Healthcare Systems in Post-Conflict Environments*; *Cross-Community Negotiations*; and *Tools for Cultural Understanding*.
- Navy School of Operational and Informational Sciences modeling and simulation courses tailored toward SSTR operations, and a number of related technical courses covering security and infrastructure protection.

- Sixty-six Navy Graduate School of Engineering and Applied Sciences courses addressing skills related to SSTR operations.
- Naval War College Joint Military Operations Department seminars and lectures on failed states, peace operations, SSTR operations concepts, interagency coordination, conflict resolution, and integrating international organizations, non-governmental organizations, and international partners.
- Naval War College regional orientation courses on Africa, the Middle East, and the Balkans.

The Marine Corps has undertaken to revise all individual, unit, and school programs of instruction to incorporate cultural awareness, language skills, and SSTR skills. Other key initiatives include:

- The Mojave Viper pre-deployment training program, which focuses heavily on SSTR, irregular warfare, and language and cultural skills.
- The Marine Corps has begun assigning regional focus areas to all officers and career enlisted Marines. These areas of regional focus will guide these Marines in further cultural, language, and area studies throughout their careers.

The Army integrates stability operations topics into leader education curricula as well as initial military training. Army Intermediate Level Education (ILE), for officers with 8 to 10 years of service, has reoriented from large-scale kinetic operations to full-spectrum joint, interagency, multi-national operations that stress the culture and religious aspects of the operating environment. ILE provides more than 200 core hours of instruction on counterinsurgency and SSTR as well as more than 40 hours of SSTR-related electives. Army ILE also added 24 additional hours of mandatory regional study and an additional culture and military operations seminar. The Army War College, for senior officers, implemented a mandatory 30-hour regional studies course, a 12 hour Middle East Symposium, and a series of 30-hour electives covering cultural and regional issues. Cultural exchange and immersion programs at the U.S. Military Academy and opportunities for advanced civil schooling in foreign language, area studies, and anthropology will continue to increase.

The U.S. Army Peacekeeping and Stability Operations Institute in conjunction with the Dwight D. Eisenhower National Security Series, conducts workshops and conferences that support SSTR education and training. These events bring together the media, corporate and economic policy representatives, academia and think tanks, all departments of the U.S. Government, nongovernmental and international organizations, the diplomatic community, members of Congress and their staffs, foreign officials and

specialists. Over the past year stability operations conference topics have included: *Security, Stabilization, Transition, Reconstruction and Peace Operations; Integrated Education; Resourcing Stability Operations and Reconstruction: Strategic Requirements for Stability Operations and Reconstruction; Peace and Stability Operations Measures of Effectiveness for Conflict Transformation; Infrastructure Reconstruction: An Imperative in the National Interest*. These venues provide opportunity for mid-level and senior-level leaders to exchange views and experiences best practices, as well as strengthening relationships across the stability operations community of interest. Future conferences slated for 2007 and 2008 will continue to build on these efforts.

These Military Department programs, coupled with ongoing revisions to the Chairman of the Joint Chiefs of Staff's Instruction on Officer Professional Military Education to include specific joint SSTR learning objectives from pre-commissioning to general officer level, are broadening leader expertise in stability operations topics. The result will be a deeper understanding of military support to SSTR throughout DoD, and continued innovative employment of the joint force in support of effective interagency teams.

#### Training versatile Joint Forces

DoD continues to improve readiness for SSTR missions through training and assessments. During the spring of 2004, the Under Secretary of Defense for Personnel and Readiness (USD (P&R)), at the request of the Combatant Commands, initiated a study to develop a DoD training strategy in support of all SSTR activities. In the summer and fall of 2006, USD (P&R) sponsored a series of interagency workshops to develop an SSTR training policy that promotes interoperability with relevant U.S. Government Agencies. These workshops culminated in an agreement among DoD, the State Department, and the U.S. Agency for International Development to take action to implement the following SSTR training initiatives<sup>8</sup>:

- Institutionalize an integrated U.S. Government (USG) pre-deployment training regimen that is built on Iraq and Afghanistan Provincial Reconstruction Team (PRT) training concepts.
- Develop and implement a process for DoD to obtain subject matter experts from other USG agencies to support DoD training and exercises.
- A process to adjudicate requests for interagency integrated training through a single point of contact in each agency. This approach will help to ensure that high-priority training requirements are supported.

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<sup>8</sup> In June 2007, Under Secretary-level leaders who participated in the workshop will conduct a progress review on each of the initiatives.

- Develop a USG-wide web-based training knowledge portal that allows participating agencies to have visibility of other agencies' training opportunities; to use DoD, State Department, and USAID distance learning courseware; and remotely participate in exercises where practical.
- Explore opportunities and funding strategies to leverage existing USG training capability to support interagency training needs. The objective is to share or co-develop training infrastructure where practical.
- Sustain and complete NSPD-44 "Prepare" initiatives that support a whole-of-government integrated training approach. Key focal areas include: integrating DoD, State Department, and USAID planning and training; improved training of DoD personnel assigned to U.S. Embassies; synchronized pre-deployment training; expanded interagency participation in exercises and ensuring that exercise objectives support each agency's needs; and sharing lessons learned across all U.S. Government Agencies. Implementing these initiatives requires adequate manpower and funding authorizations for non-DoD agencies.

Since the release of DoD Directive 3000.05, USD (P&R), the Joint Staff J-7, and the Combatant Commanders have identified additional joint tasks essential to SSTR. Integrating these additional tasks into the Universal Joint Task List will institutionalize SSTR training requirements and facilitate SSTR readiness assessment through the Defense Readiness Reporting System. In parallel, the Deputy Secretary of Defense's *Strategic Plan for Transforming DoD Training* identified SSTR training as a key task and directed additional emphasis in joint exercises at all levels. The Chairman of the Joint Chiefs of Staff exercise program has begun to re-orient training from primarily combat operations to a more balanced mix of full spectrum operations that includes stability operations.

Individual and collective unit training across the U.S. Armed Forces develops employable SSTR skills. Although each of the Military Departments tailors training programs to meet their primary roles and functions, the training events and programs now include skills and non-kinetic mission sets needed for SSTR. Collective training events, such as those at the Joint Readiness Training Center, the National Training Center, and the Marine Air-Ground Training Center, extensively employ civilian role players and foreign language speakers to replicate indigenous populations, security forces, and representatives from governmental and private relief organizations. These effective training programs improve individual and unit performance through rehearsal of commonly encountered SSTR missions under realistic conditions. The training environment reinforces the importance of intelligence and appreciation of the complex political-military environment to selecting appropriate tactics, and the critical need to synchronize security actions with priority civil-military stabilization operations. The

outcome is improved planning and performance in both areas and improved ability to integrate with non-military organizations. The participation of other U.S. Government Agencies and non-governmental partners is a valuable addition to military training exercises that benefits both the U.S. Armed Forces and the interagency team. DoD welcomes and encourages expanded interagency participation in collective training exercises and experiments, recognizing that other USG agencies may require additional manpower and funding to enhance their capacity to support whole-of-government planning, exercises, and training.

Significant efforts are underway to make force structure changes that institutionalize non-traditional military roles. The U.S. Armed Forces have demonstrated agility in filling critical requirements through “in-lieu-of” deployments of service personnel to fill non-traditional roles. The Navy provides 2,600 augmentees to Army or Marine Corps units in key stability operations tasks such as detention operations, customs inspections, counter-IED support, civil affairs missions and Provincial Reconstruction Teams. More than 5,300 Airmen have deployed to Afghanistan and Iraq performing tasks outside their normal Air Force roles in non-traditional combat arms, combat support, and combat service support missions. DoD is addressing in-lieu-of shortfalls through on-going analysis that will result in force structure recommendations that shift roles and missions for general purpose joint forces in the Fiscal Year 2010-2015 Program Objective Memorandum.

### ***IMPROVING LANGUAGE SKILLS, REGIONAL KNOWLEDGE, AND CULTURAL UNDERSTANDING***

The Quadrennial Defense Review and supporting roadmap studies identified regional knowledge, language skills, and cultural understanding as essential supporting skills for expeditionary operations. These skills enable the U.S. Armed Forces to understand more clearly the needs of the indigenous populations and to tailor stabilization activities to local and regional norms. DoD has expanded efforts to develop basic foreign language proficiency and cultural awareness at all levels of the joint force. An important part of these efforts is an ongoing Department-wide reassessment of strategic language requirements, techniques to meet language needs through targeted recruiting and retention, and expanded training of U.S. Armed Forces personnel and OSD civilians. The Department of the Navy, the Department of the Air Force, and the Department of the Army offer internet based language learning tools – Rosetta Stone and similar programs – to all personnel, regardless of skill specialty.

The Army Intelligence Center developed an 80-hour modular cultural awareness training program for deploying units and branch schools, and the Center for Army Lessons Learned provides online cultural awareness training materials through Army Knowledge Online. The Defense Language Institute provides mobile training teams to

teach fundamental language and culture “survival skills” to deploying units, and conduct formal language and culture training for designated DoD linguists, and provides CD-ROM language training materials for deploying personnel. Officer candidates from all commissioning sources are required to take two to four semesters of foreign language courses, depending on their technical field of study. The Military Departments are also growing the foreign language and culture expertise in the officer corps. For example, the Air Force goal is to commission 40 officers per year with foreign language degrees<sup>9</sup>, and the Air Force Academy and Air Force ROTC programs provide more than 130 language and cultural immersion opportunities each year. During the 2006-2007 academic year, 86 U.S. Military Academy foreign language majors are spending one semester in language and culture immersion abroad with the program funded to expand to 140 cadets next year. The Army 09L program to recruit native and heritage foreign language speakers continues to exceed expectations, providing additional linguist capacity for deploying units.<sup>10</sup>

The Marine Corps has developed a cultural intelligence and cultural training program to ensure that Marines are capable of navigating the cultural terrain across the spectrum of stability and combat operations. The Marine Corps will increase its yearly Foreign Area Officer production by 80 percent beginning in Fiscal Year 08, broadening the pool of experts to support operations. The Marine Corps Training and Education Command (TECOM) has fully integrated cultural competency into all aspects of training and professional military education for Marines of all ranks. In May of 2005 TECOM established the Center for Advanced Operational Cultural Learning (CAOCL) to provide direct training support to expeditionary forces and academic guidance to Professional Military Education programs. CAOCL has trained thousands of Marines and other service members before deployment to Operation Iraqi Freedom, Enduring Freedom, and other missions around the world. CAOCL also provides operational language training to deploying personnel, providing Marines and other service members with "just enough, just in time" tactical language designed to help them perform in foreign SSTR environments. Language experts at CAOCL also work with professional education offices to incorporate language training into the Marine Corps leader development process. In 2005, the Command and Staff College required all students to study Modern Standard Arabic. That program has now been extended to offer other languages, including French and Chinese. Over the next several years, language learning centers will be established on all major Marine Corps bases and stations. In 2007, CAOCL will transition into the Center for Irregular Warfare and Operational Culture, expanding its capability to support SSTR training and education. These Service efforts highlight the ongoing DoD effort to comprehensively improve language proficiency in the Joint Force.

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<sup>9</sup> The Air Force currently has 1500 officers with 2/2 proficiency in a total of 40 languages.

<sup>10</sup> In FY 06 the Army recruited 324 soldiers, exceeding the programmed mission of 250. The goal for the 09L program is to provide USCENTCOM, USPACOM, USEUCOM, and USSOUTHCOM with a detachment of linguists to support deployed units. The first detachment, which falls under USCENTCOM, is being established as proof of principle for the unit structure.

Personnel exchange programs have proven excellent venues to broaden cultural understanding and regional knowledge. More than 150 Naval Academy midshipmen participate in summer immersion programs each year, and 51 foreign officers attend the Naval Academy enhancing language and culture awareness. There are opportunities for some senior and mid-career officers from every Service attend foreign military service schools and serve in exchange assignments that broaden regional knowledge and multi-national experience. Similarly, some foreign officers are selected to attend U.S. service schools, providing mutual opportunity to expand cultural awareness. These exchange activities, coupled with previously noted Combatant Command multi-national exercises, broaden networks, personal relationships, and regional knowledge that are essential in SSTR operations.

### ***IMPROVING INTELLIGENCE SUPPORT TO STABILITY OPERATIONS***

A population-centric strategy requires a thorough understanding of the indigenous populations, including social structures, power relationships, ideologies and belief systems. The result of approaches focused on the population has been to expand the scope of Defense Intelligence – particularly at the operational-level – from a sole focus on enemy forces or high value targets to a broader focus on the surrounding indigenous population. To better support operational commanders, Defense Intelligence is improving the ability to understand indigenous populations and societies in countries where US or Coalition partners are operating or may operate in the future. The Office of the Undersecretary of Defense for Intelligence (USD(I)), in conjunction with OUSD (Policy) and the broader intelligence community, is leading an effort to expand the Department’s ability to understand the “human terrain” through better collection and analysis of host populations, to provide a more complete depiction of relevant social and cultural information, and to identify the underlying factors that fuel conflicts in key areas and countries. The focus on the human terrain includes information and analysis about the physical security, economic security, ideology and belief systems, authority figures, and organizations relevant to major social groups in an area.

Expertise on human terrain is being cultivated across the intelligence community, and the Defense Intelligence Agency (DIA) is examining how to best structure its activities to provide human terrain information to operational commanders and defense policy-makers. Under the Defense Intelligence Analysis Program, DIA has designated the National Ground Intelligence Agency (NGIC) as lead for irregular warfare analysis, which includes stability operations as one of its key mission areas. In addition to its CAOCL program, Marine Corps Intelligence Agency (MCIA) is the lead agency for Defense Intelligence on cultural intelligence, which increasingly focuses on the human terrain layer of the SSTR environment to provide a holistic intelligence picture to the commander. Employing advanced cultural geography techniques, MCIA has developed a



line of graphic operational support products specifically designed to help commanders and staffs visualize and understand cultural terrain in preparation for SSTR missions. The Army's "Human Terrain System" (HTS) proof-of-concept offers an end-to-end system to gather, process, database, and share cultural data and knowledge to provide human terrain support down to the Brigade-level. The purpose of doing so is to integrate the "human terrain layer" into the Common Operating Picture and the Military Decision Making Process. The goal of the above efforts is to provide operational commanders with a capability to visualize detailed information about host populations, as well as friendly and enemy forces, in their area of operations. Social and political "maps" and cognitive modeling efforts that evaluate the effects of operations on the indigenous population are key emerging tool sets to support SSTR. These endeavors couple all-source information with social science analysis based on ethnographic research, open-source information, academic studies, and traditional intelligence systems to fuse, analyzes, and display information and assessments for the U.S. Military and interagency teams.

## **INTEGRATING WITH INTERAGENCY AND INTERNATIONAL PARTNERS**

The *Presidential Report on Improving Interagency Support for United States 21<sup>st</sup> Century National Security Missions and Interagency Operations in Support of Stability, Security, Transition, and Reconstruction Operations* provides details on the interagency strategy to achieve unified whole-of-government action in SSTR and related operations. DoD is an active partner in the NSPD-44 implementation process, providing subject matter expertise, experimentation opportunities, and facilitation of and participation in working groups focused on planning, preparing, and conducting SSTR operations. The following sections highlight a number of DoD activities with interagency and international partners to improve stability operations synergies through civilian-military teams, building partner capacity, information sharing, and integrated planning.

Expeditionary civil-military teams are essential to SSTR operations, particularly in post-conflict countries. The current Provincial Reconstruction Team (PRT) concept used in Iraq and Afghanistan employs military Civil Affairs teams to augment PRTs led by the Department of State and supported by other U.S. Government Agencies and international partners. The proposed Interagency Management System under NSPD-44 will integrate relevant aspects of the Provincial Reconstruction Team experiences into the Advanced Civilian Team concept. This approach institutionalizes a capability for integrated civilian and military teams for stabilization and reconstruction operations.

Until civilian experts can be mobilized, military personnel can provide interim support to repair critical infrastructure and help to stabilize the economic and government sectors by establishing a safe and secure environment. For example, military Civil Affairs, engineers, police, and Judge Advocate officers provide interim capability to help stabilize essential service sectors while civilian development capabilities are mobilized

and brought to bear, together with the efforts of the legitimate government and indigenous population. Military capacity is also useful in initial efforts to restore critical infrastructure such as the Army Corps of Engineers and the Air Force Center for Environmental Excellence management of infrastructure rehabilitation in Iraq and Afghanistan. However, extensive development activities are best implemented by civilian experts with the support of military forces focused on security operations. As noted in the *Presidential Report on Improving Interagency Support*, significant structural improvements in – and funding for – the expeditionary capability and capacity of civilian Federal agencies are needed for responsive civilian-military teams to conduct integrated stability operations.

The Department of State has taken steps to strengthen civilian-military integration at all levels: Washington, Combatant Command, and Field. The Office of the Coordinator for Reconstruction and Stabilization (S/CRS) has led the interagency development of an Interagency Management System for Reconstruction and Stabilization to facilitate and support integrated policy decision-making, planning processes, and field deployments. In addition, S/CRS and the U.S. Agency for International Development’s Office of Military Affairs have been working closely with various DoD components to establish activities to improve the preparation of civilians for working with the military, improve civilian agencies’ ability to conduct whole-of-government planning in concert with DoD, and execute activities with the U.S. Armed Forces in the field.

S/CRS, in collaboration with the joint proponent for Civil Affairs and the Army’s 95<sup>th</sup> Civil Affairs Brigade, provides U.S. Government civilian employees with access to military Civil Affairs training. This program will improve integration and interoperability for stability operations. The Army has also assigned a liaison to S/CRS to support development of NSPD-44 implementing concepts. S/CRS has strengthened its relationship with U.S. Joint Forces Command, resulting in a draft U.S. Government Planning Framework for Reconstruction, Stabilization, and Conflict Termination. S/CRS is also briefing its planning frameworks to Combatant Command and Military Department stability operations working groups, facilitating productive interaction on how to conduct integrated stability operations. The U.S. Agency for International Development is testing its conflict assessment framework in cooperation with U.S. Armed Forces in Afghanistan. Such partnerships are examples of the many cooperative efforts to build interagency capability and capacity for stability operations.

In addition, the evolving Joint Interagency Coordination Groups (JIACG) in each of the Geographic Combatant Commands provides a mechanism to leverage interagency expertise. Although the JIACG concept continues to mature, it is an important step toward improving interagency coordination at the operational level.<sup>11</sup> JIACGs aim to

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<sup>11</sup> Each JIACG is organized and staffed differently, largely depending on the willingness and ability of other Federal Agencies to provide appropriate liaisons and planners to the Combatant Commands. U.S. Joint Forces Command is completing a Commander’s Handbook to guide organization and employment of JIACGs to support

provide essential perspectives from other agencies during planning, as well as to enhance the effectiveness of stability operations and related training events. DoD encourages other U.S. Government Agencies to continue and expand their support to the further development of this concept.

DoD is working with the Department of State and the U.S. Agency for International Development to finalize plans to establish the Center for Complex Operations (CCO). The CCO initiative is intended to network a number of existing U.S. Government organizations and selected international and private sector partners engaged in training, education, research, and lessons learned for stability operations and related efforts, primarily through a “virtual hub.” Numerous USG centers, including the U.S. Institute for Peace, the National Defense University, and Army PKSOI, and several private and volunteer organization partners have expressed strong interest in participating in the CCO effort. The CCO will serve as a repository for interagency best practices and facilitate information sharing and concept development among a consortium of more than forty government and private sector parties. Much of this information is intended to be made available through an unclassified, member-based portal that provides access to lessons learned and planning tools, and facilitates contacts across the consortium. DoD has programmed \$2.5 million per year starting in FY08 for the Center and has requested \$1.8M in supplemental funding to accelerate the establishment of the center in FY07. The Military Departments have identified capacity to support the CCO and the Department of State is exploring mechanisms to contribute appropriate resources and expertise.

Understanding and harnessing allies and partners’ capacities are critical to DoD success in stability operations, as U.S. forces will likely undertake these activities in conjunction with military and civilian personnel from other nations. Activities to understand and build partner capacity are conducted through operations and security cooperation activities of the Geographic Combatant Commands and assistance to foreign military forces and governments. Section 1206 of the National Defense Authorization Act for Fiscal Year 2006 authorizes DoD to conduct or support a program to build the capacity of a foreign country’s national military forces in order for that country to conduct counterterrorist operations or participate in or support stability operations in which the United States is a participant. The Section 1206 requirement for DoD and Department of State to formulate programs jointly ensures a whole-of-government approach to building partner capabilities. As of October 2006, more than 70 joint proposals, valued at nearly \$800 million, had been submitted to support the agreed requirements. The Global Peace Operations Initiative (GPOI) is a train-and-equip program, which is jointly administered by DoD and the State Department to develop peace support operations units, including policing capabilities for stability operations. The program seeks to train 75,000 personnel worldwide over a five-year period and to

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joint force operations. The Department of Defense is staffing a draft DoD Instruction to provide policy on structure, organization, and roles of the JIACG.

provide deployment support for foreign peacekeeping forces. Additional activities to build partner capacity for stability operations include:

- Overseas Humanitarian Disaster Assistance and Civic Aid (OHDACA) projects to expand international health capacity by providing equipment, training, planning, and preparation for civilians in need on five continents. Thus far in FY07, OHDACA has funded 30 projects supporting international pandemic influenza capacity and nine HIV/AIDS projects on three continents. Fifty health strategy-related projects (e.g., building clinics, hospitals, training courses, etc.) have been initiated by the Geographic Combatant Commands or Military Department major subordinate commands.
- OHDACA-supported projects to build partner nation capacity by providing excess non-lethal property, medical visits, minor construction, repair of roads, schools, and clinics, well digging, and disaster preparedness.

The five DoD Regional Centers are effective instruments for creating new partnerships and cultivating existing partnerships through regional outreach, network-building, and strategic communications. Each has developed or expanded stability operations courses. The Asia-Pacific Center for Security Studies in Hawaii launched the first SSTR course last year and plans to conduct three annually starting in 2007. The Center for Hemispheric Defense Studies conducted a sub-regional disaster planning conference in Mexico last year and has developed a 6-month Advanced Policy course on stability operations available through distance learning. The Marshall Center in Germany is developing a stability operations course for Fall 2007, and the Near East South Asia Center inaugurated a biannual Provincial Reconstruction Team course last year. Finally, the Africa Center has hosted expanded seminars on health and security. Although the regional centers are making strides in expanding stability operations curricula, statutory restrictions prevent the Centers from funding U.S. Government interagency and NGO participation. As a result, few civilian U.S. Federal Agencies have participated in the stability operations programs. More flexible funding authorities would improve the Center's ability to sponsor fellows from all civilian U.S. Federal Agencies and key non-governmental partners.

U.S. Joint Forces Command continues its extensive engagement with international partners, leveraging its close linkage to NATO's Allied Command Transformation. Commander, U.S. Joint Forces Command also serves as the Supreme Allied Commander for Transformation, and in through this relationship Joint Forces Command is able to coordinate capability development with NATO allies. The Effects-Based Approach to Operations concept is one mechanism that promotes development and implementation of operational-level stabilization and reconstruction efforts in the Alliance. The formulation of a broad "Comprehensive Approach" to NATO operations, such as the International Security Assistance Force in Afghanistan, reinforces this transformation effort. U.S.

Joint Forces Command helps to shape curriculum of the NATO Education and Training network, including the NATO School and the Partnership for Peace Training Centers. More than 10,000 civilian and military participants from Allied, partner, and contributing nations have benefited from SSTR training offered by these institutions.

DoD is seeking to fill critical gaps in existing authorities through legislative initiatives designed to build partner capacity and capabilities. Among the proposals is a Stability Operations Fellowship Program that would allow DoD to build foreign military capacity to perform stability operations missions alongside or in lieu of the U.S. Armed Forces. This would increase global capacity for SSTR creating new options to pursue national and regional objectives. The Stability Operations Fellowship Program, if approved, would complement but not duplicate the International Military Training and Education program by offering multilateral education opportunities and the ability to select partners rapidly according to shifting regional priorities.

## **INFORMATION SHARING**

Information Sharing is an increasingly important element of the Department's overall mission success. It is imperative to effectively share information among DoD components, all levels of US government, international coalition partners, and the private sector. To help synchronize and align efforts, the DoD Chief Information Officer (CIO) has developed an Information Sharing Strategy. This Strategy will be supported by an Implementation Plan and a Directive to codify the policies and roles and responsibilities for information sharing in the DoD. Additionally, the DoD CIO has established an Information Sharing Steering Group to serve as the focal point for guidance, direction and oversight of DoD information sharing initiatives.

Effective information exchange and communications across U.S. Federal Agencies and among international government and private sector partners facilitates stability operations. Information sharing provides the common awareness of ongoing and projected stability operations activities that allows the various agencies to synchronize their efforts and effectively transition activities across agencies according to the campaign plan, and achieve unified action. This depends on interoperable infrastructure, adaptive information sharing policies, and integrated teams trained to work together. Although there are a number of ongoing efforts to develop collaborative tools and capabilities, there is not yet a fully integrated solution that meets all needs. Several Combatant Commands are working initiatives for extranet sharing of unclassified information, and have taken steps forward in stability operations information sharing with its HarmonieWeb project to provide a venue for government and private sector organizations to collaborate and share data and tool sets in an unclassified forum. Testing of the initial capabilities is ongoing, and improvements are scheduled for the coming year. In a related effort, the Assistant Secretary of Defense for Networks and

Information Integration (ASD(NII)) is currently developing an Information Sharing Action Plan for Civil-Military support to SSTR operations that will expand the community of practice beyond DoD and provide plans, tools, and technologies for unclassified information sharing in Civil-Military Operations. ASD (NII) is also participating in the Information Sharing Task Force with other Federal Departments to establish an Information Sharing Environment that spans agency boundaries. These efforts to create a collaborative information sharing environment are necessary, but alone are insufficient to synchronize complex stability operations. Technical solutions must be accompanied by responsive information sharing policies across U.S. Government Agencies and with international partners. Policy and technology must also be accomplished by a culture shift that encourages sharing of information as the default mode of SSTR operations.

Adaptive information sharing policies enable all relevant stability operations organizations to make use of the developing information sharing environment and collaborative systems. Information classification and release policies vary greatly across U.S. Government Agencies making it difficult to collaborate with partners while at the same time preventing unauthorized disclosure and ensuring the integrity of shared data sets. Establishing mutually agreeable parameters for exchanging, posting, retrieval, protection, defense, and use of data or information is needed across all Federal agencies. These policies must include provisions to share information with foreign governments and international partners involved in stability operations with the United States.

ASD (NII) has conducted a number of workshops with key partners, strengthening relationships across the information management community of practice working on stability operations requirements. The National Defense University (NDU), developed a primer on information and communications technologies in support of SSTR operations. The primer, published in July 2006, provides a basis for training government and military leaders, and has been provided to the Military Departments and other organizations in the Civil-Military Community of Practice for SSTR operations. DoD will continue its efforts, in concert with other Federal agencies, to establish an effective and responsive information sharing environment to support SSTR and other interagency operations.

The intent expressed in the Joint Explanatory Statement accompanying the Conference Report on the 2007 National Defense Authorization Act provides much needed ability to support information sharing in stability operations. The Joint Explanatory Statement pertaining to Title 10 U.S. Code Section 401 (which provides definitions for the types of authorized DoD activities surrounding Humanitarian and Civic Assistance Activities) states “*that rudimentary construction and repair of public facilities, under section 401(e)(4) of title 10, United States Code, includes information and communications technology as necessary to provide basic information and communications services.*” This clarification of intent allows Combatant Commanders to provide some essential communications capabilities to support host-nation leaders and

populations during humanitarian operations, as well as valuable training for U.S. military forces and improved relationships with host countries, and building partner capacity.

## **INTEGRATED GOVERNMENT PLANNING**

DoD efforts are focused on improving its planning processes to account for the full range of stability, security, transition and reconstruction (SSTR) implications. Additionally, DoD is developing mechanisms to deepen collaboration with its interagency and international partners to achieve unity of purpose and action.

To enhance readiness and proficiency in military support to SSTR operations, DoD is revising key strategic planning guidance documents to ensure that efforts to shape the security environment and build partner capacity through security cooperation are consistent with Combatant Command contingency requirements. Military support for SSTR is also being integrated into military contingency plans, both in early-stage strategic guidance statements that inform and shape Combatant Command plans, and during the follow-on plan review process. Explicitly addressing SSTR planning requirements will enable the U.S. Armed Forces to execute a smoother transition to and integrate its activities with its non-military partners during stability operations.

Force structure analysis and scenario development processes are integrating lessons of current operations and increasingly stressing requirements for SSTR throughout campaigns. Many of these planning scenarios explicitly focus on stability operations environments. The resultant strategic planning tools will shape the future joint force capabilities to support SSTR operations and help to ensure that the right mix of capabilities is available to support whole-of-government campaigns and to establish or maintain order when civilians cannot do so.<sup>12</sup>

Under the NSPD-44 framework, DoD is working closely with partners across government to integrate planning processes and capabilities to achieve unified action and enhance the effectiveness of stability operations. The objective is to make integrated whole-of-government strategic planning for stability operations a routine practice. OSD recently executed the first step toward whole-of-government planning. With the support of representatives from the Department of State Political-Military Affairs Bureau and the Coordinator for Reconstruction and Stabilization, an OSD-led interagency planning team prepared a Strategic Guidance Statement for U.S. European Command security assistance and stabilization activities. This planning process acknowledged the critical role that non-DoD agencies have in stability operations, and ensured that those roles are represented from the initiation of the planning process. This Strategic Guidance Statement is an important first step toward integrated planning and a successful proof-of-

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<sup>12</sup> The Joint Staff is currently assessing joint force capabilities for Irregular Warfare that will inform the next Program Objective Memorandum cycle.

principle for interagency planning. The success of this effort has led to plans to broaden this effort.

## **NEXT STEPS**

This brief report has highlighted key ongoing DoD actions to improve military capabilities to support SSTR operations and to integrate those capabilities across U.S. Government Agencies. In the first year of implementing DoD Directive 3000.05 there has been significant progress toward institutionalizing comparable priority between stability operations and combat operations. The Department of Defense has restructured principle agencies to add additional emphasis on stability operations. This reorganization has contributed to improved doctrine, training, education, and experimentation in military capabilities to provide security and interim stabilization where civilians cannot do so. The Military Departments have expanded their training, education, and leader development policies to enhance language skills, regional knowledge, and understanding of foreign cultures. The Combatant Commands continue to integrate stability operations considerations into plans, exercises, and training. Regional security cooperation strategies seek to enhance the capacity and will of partner nations to support stability operations missions, with the ultimate goal of preventing conflict in fragile regions. The Department of Defense is taking additional steps to improve interagency capability and capacity for integrated whole-of-government stability operations by exchanging liaisons, providing military personnel to support planning and operations of other U.S. Government Agencies, and seeking enhanced synchronization of interagency activities such as security cooperation and foreign assistance. Figure 1 illustrates the conceptual way ahead toward enduring capability for military support to SSTR operations.



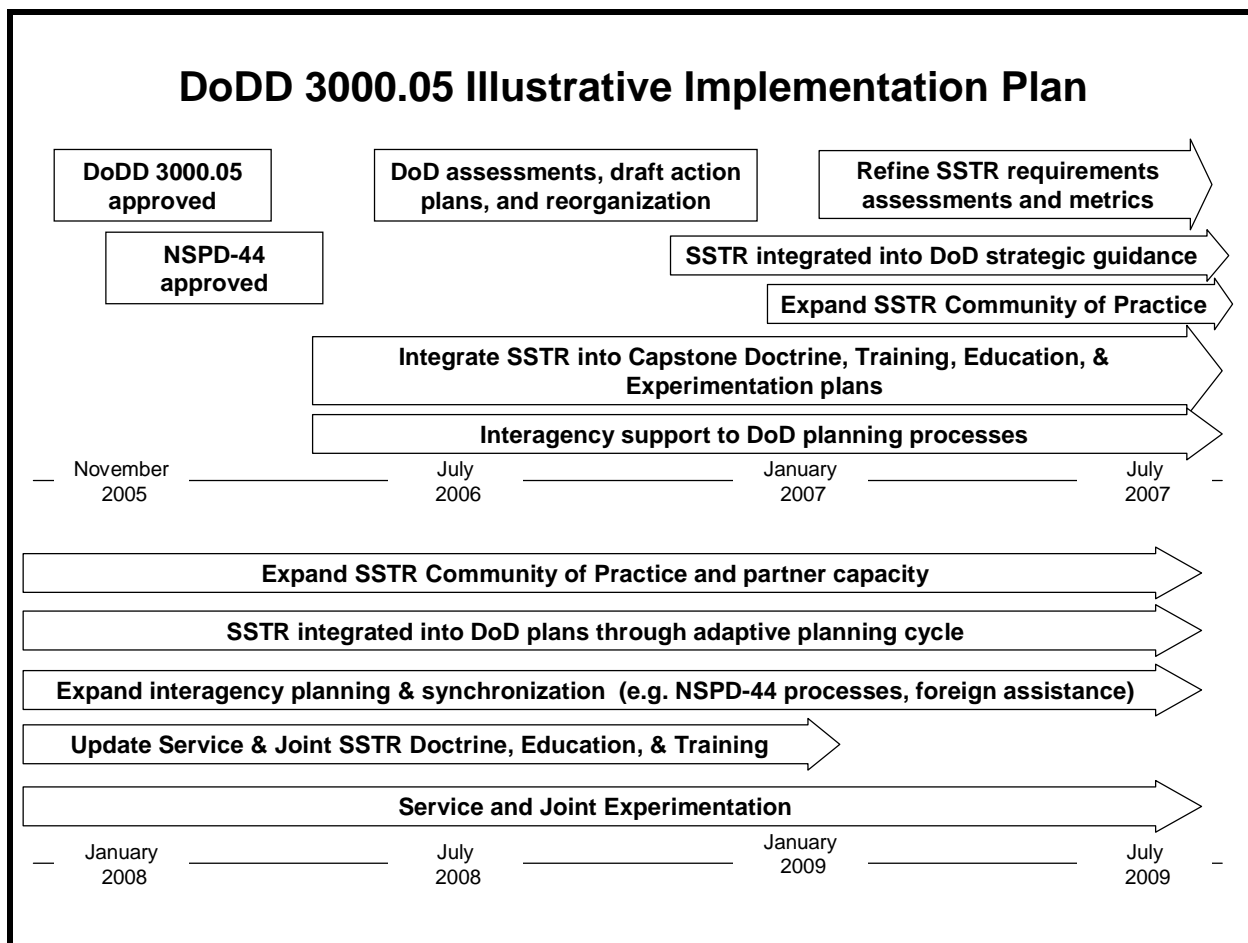


Figure 1 – Concept for enhancing enduring capability for SSTR operations

The next steps in implementing the Directive include:

- Refine and institutionalize military requirements to support SSTR throughout the Joint Concept Development process and DoD Directive 3000.05 working groups. U.S. Joint Forces Command will lead experimentation and updates to the SSTR Joint Operating Concept, incorporating requirements identified by the Combatant Commands and Military Departments and including updated interagency policies and procedures based on NSPD-44 actions.
- Rebalance SSTR requirements based on Military Department gap analysis and interagency capability development plans. Ongoing analytical assessments and experimentation will shape SSTR capabilities in the next Program Objective Memorandum cycle. Capabilities Based Analysis will use Combatant Command campaign plans, operational availability analysis, and results of the general purpose forces assessment to refine requirements and assess

availability of joint force and civilian interagency capacity. These efforts will also help refine operational tasks and metrics for SSTR operations.

- Incorporate SSTR planning requirements into Department of Defense future strategic planning guidance and the adaptive planning review cycle. Refine supporting intelligence collection and analysis plans for military support to SSTR operations.
- Continue to expand interagency synchronized planning and activities, through Joint Interagency Coordination Groups, interagency support to DoD planning, DoD support to planning efforts of other government agencies, and coordinated foreign assistance and security cooperation strategies.
- Advocate development of a *National Strategic Planning System* that facilitates effective and timely whole-of-government planning and provides reliable parameters for interagency capacity to support stability operations and related activities.
- Institutionalize interagency SSTR processes under NSPD-44 emphasizing expeditionary civilian-military teams.
- Refine Joint Interagency Coordination Group (JIACG) concepts and procedures to provide continuous support to Combatant Command planning and operations. Develop an instruction on JIACGs that integrates best practices from the Combatant Commands and other government agencies. This instruction will provide guidance on needed persistent JIACG capacity to address the full range of Combatant Command requirements, including: SSTR operations, Homeland Defense, Civil Support, and operations against irregular threats in forward regions, the global commons, the approaches, and the Homeland.
- Build partner capacity for stability operations through security cooperation activities, foreign military assistance, exchange programs, and the activities of the Regional Centers.
- Seek expanded U.S. Government Agency and international partner participation in DoD education, training, and experimentation.
- Continue to make DoD stability operations training and education available to interagency partners as a mechanism to share best practices across U.S. Government Agencies.

- Continue to refine military leader development programs to enhance SSTR skills, including language, regional expertise, and relevant interagency experience.
- Expand information sharing and collaboration for stability operations through extranet sharing of unclassified information initiatives, the Center for Complex Operations, and other related projects.
- Expand “human terrain” efforts to model social and cognitive aspects of the stability operations environment.

These intermediate objectives help to implement the policies outlined in DoD Directive 3000.05 and support the principles of interagency cooperation established in NSPD-44. The near-term challenge lies in expanding the expeditionary stability operations capability and capacity of non-DoD Agencies of the U.S. Government. Effective stability operations are the product of unified whole-of-government actions in six major mission areas: establish and maintain a safe, secure environment; deliver humanitarian assistance; reconstruct critical infrastructure and restore essential services; support economic development; establish representative, effective governance and the rule of law; and conduct strategic communications. The symbiotic relationship across the stability operations major mission areas demands simultaneous and synchronized whole-of-government actions to achieve lasting effects. This report highlights many of the actions that the Department of Defense is taking to improve its ability to provide interim capability to stabilize fragile areas before, during, and after conflict, and to integrate the complementary efforts of U.S. Government and international partners. Achieving enduring capacity for interagency unity of action depends on parallel growth in the capabilities of other U.S. Government Agencies and international partners.