

ACHIEVING UNITY OF EFFORT

The Department of Defense cannot meet today's complex challenges alone. Success requires unified statecraft: the ability of the U.S. Government to bring to bear all elements of national power at home and to work in close cooperation with allies and partners abroad. During the QDR, senior leaders considered the changes needed to enable the Department to contribute better to such unified efforts. Just as the Second World War posed immense challenges that spurred joint and combined operations within the military, today's environment demands that all agencies of government become adept at integrating their efforts into a unified strategy.

This requires much more than mere coordination: the Department must work hand in glove with other agencies to execute the National Security Strategy. Interagency and international combined operations truly are the new Joint operations. Supporting and enabling other agencies, working toward common objectives, and building the capacity of partners are indispensable elements of the Department's new missions.

Why a New Approach is Essential

The United States' experience in the Cold War still profoundly influences the way that the Department of Defense is organized and executes its mission. But, the Cold War was a struggle between nation-states, requiring state-based responses to most political problems and kinetic responses to most military problems. The Department was optimized for conventional,

large-scale warfighting against the regular, uniformed armed forces of hostile states.

Today, warfare is increasingly characterized by intra-state violence rather than conflict between states. Many of the United States' principal adversaries are informal networks of non-state actors that are less vulnerable to Cold War-style approaches. At the same time, many partner nations face internal rather than external threats. Defeating unconventional enemies requires unconventional approaches. The ability to wage irregular and unconventional warfare and the skills needed for counterinsurgency, stabilization and reconstruction, "military diplomacy" and complex interagency coalition operations are essential – but in many cases require new and more flexible authorities from the Congress.

Authorities developed before the age of the Internet and globalization have not kept pace with trans-national threats from geographically



From left, Honorable Zalmay Khalizad, American ambassador to Iraq; U.S. Army General George Casey Jr., commanding general Multi-National Force-Iraq; and an Iraqi dignitary gather for the formal transfer of authority of Forward Operating Base Danger from U.S. forces to the Iraqi government in 2005. All elements of the U.S. Government are working in concert to bring stability to Iraq.

Photo by Staff Sergeant Alfred Johnson, U.S. Army.



dispersed non-state terrorist and criminal networks. Authorities designed during the Cold War unduly limit the ability to assist police forces or interior ministries and are now less applicable. Adversaries' use of new technologies and methods has outstripped traditional concepts of national and international security. Traditional mechanisms for creating and sustaining international cooperation are not sufficiently agile to disaggregate and defeat adversary networks at the global, regional and local levels simultaneously.

Supporting the rule of law and building civil societies where they do not exist today, or where they are in their infancy, is fundamental to winning the long war. In this sense, today's environment resembles a challenge that is different in kind, but similar in scale, to the Cold War – a challenge so immense that it requires major shifts in strategic concepts for national security and the role of military power. Therefore, the United States needs to develop new concepts and methods for interagency and international cooperation.

Strategic and Operational Frameworks

Unity of effort requires that strategies, plans and operations be closely coordinated with partners. At the operational level, the United States must be able to prevent or disrupt adversaries' ability to plan and execute operations rather than being forced to respond to attacks after they have occurred. Adversaries using asymmetric tactics are global, adaptive and fleeting, thus analyses, decisions and actions to defeat them must also be swift. But for swift action to be fashioned and

effective, it must occur within well-coordinated strategic and operational frameworks. Authorities, procedures and practices must permit the seamless integration of Federal, state and local capabilities at home and among allies, partners and non-governmental organizations abroad.

Drawing on operational experience and lessons learned over the last four years, the QDR examined changes within and beyond the Department to strengthen unity of effort. Improved interagency and international planning, preparation and execution will allow faster and more effective action in dealing with 21st century challenges. New modes of cooperation can enhance agility and effectiveness with traditional allies and engage new partners in a common cause. Initiating efforts to better understand and engage those who support the murderous ideology of terrorists and the evolution of states at strategic crossroads will be critical.

Strengthening Interagency Operations

Increasing unity of effort to achieve the nation's security policy priorities across the agencies of the Federal Government is essential. Only with coherent, leveraged U.S. Government action can the nation achieve true unity of effort with international partners. To address more effectively many security challenges, the Department is continuing to shift its emphasis from Department-centric approaches toward interagency solutions. Cooperation across the Federal Government begins in the field with the development of shared perspectives and



a better understanding of each agency's role, missions and capabilities. This will complement better understanding and closer cooperation in Washington, and will extend to execution of complex operations. To that end, the Department supports improvements to strategy development and planning within the Department and with its interagency partners.

The QDR recommends the creation of National Security Planning Guidance to direct the development of both military and non-military plans and institutional capabilities. The planning guidance would set priorities and clarify national security roles and responsibilities to reduce capability gaps and eliminate redundancies. It would help Federal Departments and Agencies better align their strategy, budget and planning functions with national objectives. Stronger linkages among planners in the Military Departments, the Combatant Commands and the Joint Staff, with the Office of the Secretary of Defense and with other Departments should ensure that operations better reflect the President's National Security Strategy and country's policy goals.

Learning from the Field

Closer relationships between parent agencies in Washington and elsewhere support increased collaboration in the field. Solutions developed in the field often have applicability to interagency cooperation at the strategic and policy levels. Long experience shows that operators, regardless of parent agency, collaborate closely when faced with common challenges in the field: they often resolve interagency concerns quickly and

seamlessly to achieve team objectives.

For the Department, joint warfighters – the Combatant Commanders and leaders of deployed joint task forces – are the primary level at which unity of effort develops. For most other agencies, the U.S. Chief of Mission in a specific country, leading an interagency Country Team, has an important field leadership role. Creating opportunities to help enable Combatant Commanders (whose purview extends across many countries) to work more collaboratively with Chiefs of Mission (who focus on only one country) is one objective. Currently, personnel in the Department of State and Department of Defense must expend considerable effort, on a case-by-case basis, to act together in support of operations. The result is that Commanders and Chiefs of Mission lose agility in the face of an adaptive adversary, fleeting targets are missed, and risks to U.S. interests and those of our partners increase.



Photo by Photographer's Mate 1st Class Robert McRill, U.S. Navy.

Rescue personnel from the Los Angeles, California Fire Department, working with U.S. Coast Guard and U.S. Army personnel, search for victims of Hurricane Katrina in flooded neighborhoods in New Orleans, Louisiana.

Complex Interagency Operations Abroad

The President's National Security Presidential Directive designating the Secretary of State to



improve overall U.S. Government stabilization and reconstruction efforts recognizes the challenges of achieving unity of effort for complex overseas contingencies. Although many U.S. Government organizations possess knowledge and skills needed to perform tasks critical to complex operations, they are often not chartered or resourced to maintain deployable capabilities. Thus, the Department has tended to become the default responder during many contingencies. This is a short-term necessity, but the Defense Department supports legislation to enable other agencies to strengthen their capabilities so that balanced interagency operations become more feasible – recognizing that other agencies’ capabilities and performance often play a critical role in allowing the Department of Defense to achieve its mission.

Recognizing that stability, security and transition operations can be critical to the long war on terrorism, the Department issued guidance in 2005 to place stability operations on par with major combat operations within the Department. The directive calls for improving the Department’s ability to work with interagency partners, international organizations, non-governmental organizations and others to increase capacities to participate in complex operations abroad. When implemented, the Department will be able to provide better support to civilian-led missions, or to lead stabilization operations when appropriate.

The QDR supports efforts to expand the expeditionary capacity of agency partners. In addition, increased coordination between

geographic Combatant Commands and interagency partners in the field will increase overall effectiveness. The Department proposes a number of policy and legislative initiatives to improve unity of effort for complex interagency operations abroad, providing greater Presidential flexibility in responding to security challenges. The Department will:

- Support substantially increased resources for the Department of State’s Coordinator for Reconstruction and Stability and State’s associated proposal to establish a deployable Civilian Reserve Corps and a Conflict Response Fund.
- Support broader Presidential authorities to redirect resources and task the best-situated agencies to respond, recognizing that other government agencies may be best suited to provide necessary support in overseas emergencies. This new authority would enable the U.S. Government to capitalize on inherent competencies of individual agencies to tailor a more effective immediate response.
- Strengthen internal Department mechanisms for interagency coordination.
- Improve the Department’s ability to assess the relative benefits of security cooperation activities to enable better resource allocation decisions.
- Strengthen the Department’s regional centers to become U.S. Government assets in support of government outreach to regional opinion-makers.



Complex Interagency Operations at Home

Unified interagency efforts are no less important at home. The Department must work as part of a unified interagency effort with the Department of Homeland Security and other Federal, state and local agencies to address threats to the U.S. homeland. Moreover, the response to Hurricane Katrina vividly illustrated the need for the Department to support other agencies in the context of complex interagency operations at home.

The QDR recommends several actions to improve unity of effort with other Federal agencies, state and local governments to improve homeland defense and homeland security. The Department will:

- In partnership with Department of Homeland Security, develop a National Homeland Security Plan clarifying the optimum distribution of effort among Federal agencies for prevention, preparation and response.
- Expand training programs to accommodate planners from other agencies and, working with the Department of Homeland Security and other interagency partners, offer assistance to develop new courses on developing and implementing strategic-level plans for disaster assistance, consequence management and catastrophic events.
- Partner with the Department of Homeland Security to design and facilitate full-scope interagency homeland defense and civil support exercises, leveraging the Defense Department's

experience in planning and training. The exercises will be conducted in near-real-world conditions, with civilian and military participation from national, state and local government agencies. These exercises should help to yield common understandings of assigned roles and responsibilities, and shared practice in complex planning and operations.

- At the request of the Department of Homeland Security, organize and sponsor homeland defense tabletop exercises, in which senior leaders from civilian and military agencies practice responses to disaster scenarios.
- Continue consultations with our neighbors to address security and defense issues of common concern, while ensuring coordination with the Department of Homeland Security.

Working with International Allies and Partners

Long-standing alliance relationships will continue to underpin unified efforts to address 21st century security challenges. These established relationships continue to evolve, ensuring their



U.S. and Mexican forces worked together distributing relief supplies at D'Iberville Elementary School in Mississippi following Hurricane Katrina.

Photo by Journalist 3rd Class Chris Gettings.



relevance even as new challenges emerge. The ability of the United States and its allies to work together to influence the global environment is fundamental to defeating terrorist networks. Wherever possible, the United States works with or through others: enabling allied and partner capabilities, building their capacity and developing mechanisms to share the risks and responsibilities of today's complex challenges.

The nation's alliances provide a foundation for working to address common security challenges. NATO remains the cornerstone of transatlantic security and makes manifest the strategic solidarity of democratic states in Europe and North America. NATO is evolving through the addition of seven new allies, the Partnership for Peace Program, the creation of the NATO Response Force, the establishment of the new Allied Command Transformation, the Alliance's leadership of the International Security Assistance Force in Afghanistan and the NATO Training Mission in Iraq. In many European allied states, however, aging and shrinking populations are curbing defense spending on capabilities they need for conducting operations effectively alongside U.S. forces. In the Pacific, alliances with Japan, Australia, Korea and others promote bilateral and multi-lateral engagement in the region and cooperative actions to address common security threats. India is also emerging as a great power and a key strategic partner. Close cooperation with these partners in the long war on terrorism, as well as in efforts to counter WMD proliferation and other non-traditional threats, ensures the continuing need for these alliances and for improving their capabilities.



Photo by Technical Sergeant Cherie A. Thurby, U.S. Air Force.

Defense Ministers attend a NATO-Ukraine Commission meeting during a NATO conference in Brussels, Belgium. NATO remains a key alliance as the United States faces traditional and emerging challenges.

The Department will continue to strengthen traditional allied operations, with increased emphasis on collective capabilities to plan and conduct stabilization, security, transition and reconstruction operations. In particular, the Department supports efforts to create a NATO stabilization and reconstruction capability and a European constabulary force. The United States will work to strengthen allied capabilities for the long war and countering WMD. The United States, in concert with allies, will promote the aim of tailoring national military contributions to best employ the unique capabilities and characteristics of each ally, achieving a unified effort greater than the sum of its parts.

Consistent with the President's emphasis on the need to prevent, rather than be forced to respond to, attacks, the Department recommends that the United States continue to work with its allies to develop approaches, consistent with their domestic laws and applicable international law, to disrupt and defeat transnational threats before they mature. Concepts and constructs enabling unity of effort with more than 70 supporting



nations under the Proliferation Security Initiative should be extended to domains other than WMD proliferation, including cyberspace, as a priority.

To prevent terrorist attacks or disrupt their networks, to deny them sanctuary anywhere in the world, to separate terrorists from host populations and ultimately to defeat them, the United States must also work with new international partners in less familiar areas of the world.



Photo by Lance Corporal Mark Morrow Jr., U.S. Marine Corps.

U.S. civil affairs officers assist residents of Ramadi with registering to vote in Anbar Province, Iraq, in August 2005. Iraqis have exercised their right to democracy in increasing numbers throughout 2004 and 2005.

This means the Department must be prepared to develop a new team of leaders and operators who are comfortable working in remote regions of the world, dealing with local and tribal communities, adapting to foreign languages and cultures and working with local networks to further U.S. and partner interests through personal engagement, persuasion and quiet influence – rather than through military force alone. To support this effort, new authorities are needed. During the Cold War the legal authorities for military action, intelligence, foreign military assistance

and cooperation with foreign police and security services were separately defined and segregated from each other. Today, there is a need for U.S. forces to transition rapidly between these types of authorities in an agile and flexible manner, to meet the challenges of the 21st century.

Based on operational experiences of the last four years, the QDR recommends that Congress provide considerably greater flexibility in the U.S. Government's ability to partner directly with nations in fighting terrorists. For some nations, this begins with training, equipping and advising their security forces to generate stability and security within their own borders. For others, it may entail providing some assistance with logistics support, equipment, training and transport to allow them to participate as members of coalitions with the United States or its allies in stability, security, transition and reconstruction operations around the globe.

Recent legislative changes remove some of the impediments to helping partners engaged in their own defense, but greater flexibility is urgently needed. The Department will seek to:

- Establish a Defense Coalition Support Account to fund and, as appropriate, stockpile routine defense articles such as helmets, body armor and night vision devices for use by coalition partners.
- Expand Department authority to provide logistics support, supplies and services to allies and coalition partners, without reimbursement as necessary, to enable coalition



operations with U.S. forces.

- Expand Department authority to lease or lend equipment to allies and coalition partners for use in military operations in which they are participating with U.S. forces.
- Expand the authorities of the Departments of State and Defense to train and equip foreign security forces best suited to internal counter-terrorism and counter-insurgency operations. These may be non-military law enforcement or other security forces of the government in some nations.

The Department will continue to support initiatives, such as the Global Peace Operations Initiative, to increase the capacity of international organizations so that they can contribute more effectively to the improvement of governance and the expansion of civil society in the world. In this regard, the Department supports the African Union's development of a humanitarian crisis intervention capability, which is a good example of an international organization stepping up to the challenge of regional stabilization missions. The Department stands ready to increase its assistance to the United Nations Department of Peacekeeping Operations in areas of the Department's expertise such as doctrine, training, strategic planning and management.

Transforming Foreign Assistance

Foreign military assistance missions during the Cold War were largely designed to shore up friendly regimes against external threats. Today, the aim is for partners to govern and police

themselves effectively. Assistance in today's environment relies on the ability to improve states' governance, administration, internal security and the rule of law in order to build partner governments' legitimacy in the eyes of their own people and thereby inoculate societies against terrorism, insurgency and non-state threats. In partnership with the State Department and others, the Department must become as adept at working with foreign constabularies as it is with externally-focused armed forces, and as adept at working with interior ministries as it is with defense ministries – a substantial shift of emphasis that demands broader and more flexible legal authorities and cooperative mechanisms.

Bringing all the elements of U.S. power to bear to win the long war requires overhauling traditional foreign assistance and export control activities and laws. These include foreign aid, humanitarian assistance, post-conflict stabilization and reconstruction, foreign police training, International Military Education and Training (IMET) and, where necessary, providing advanced military technologies to foreign allies and partners. In particular, winning the long war



U.S. Captain John Hart (right) instructs members of the Royal Thai Air Force on the instrument panel of an F-16 Fighting Falcon as part of the International Military Education and Training program.

Photo by Chief Master Sergeant Don Sutherland, U.S. Air Force.



requires strengthening the Department's ability to train and educate current and future foreign military leaders at institutions in the United States. Doing so is critical to strengthening partnerships and building personal relationships. In all cases, they are integral to successful irregular warfare operations.

For example, quick action to relieve civilian suffering, train security forces to maintain civil order and restore critical civilian infrastructure denies the enemy opportunities to capitalize on the disorder immediately following military operations and sets more favorable conditions for longer term stabilization, transition and reconstruction. Full integration of allied and coalition capabilities ensures unity of effort for rapidly evolving counterinsurgency operations. Similarly, foreign leaders who receive U.S. education and training help their governments understand U.S. values and interests, fostering willingness to unite in a common cause.

The QDR found that, with the exception of legislation applicable only to operations in Afghanistan and Iraq, existing authorities governing planning, financing and use of these instruments for shaping international partnerships do not accommodate the dynamic foreign policy demands of the 21st century. Based on recent operational experience, the Department seeks a continuum of authorities from Congress balancing the need to act quickly in the war on terrorism with the need to integrate military power to meet long-term, enduring foreign policy objectives.

The Department recommends a number of important legislative changes in the near term, while also working in close partnership with the Department of State and the Congress to enable better alignment of the Foreign Assistance Act and the Arms Export Control Act with today's security challenges. In addition to expanding coalition management authorities, the Department seeks to:

- Institutionalize OIF/OEF authorities to conduct Humanitarian Assistance and Stability Operations.
- Significantly improve and increase IMET-like opportunities targeted at shaping relationships and developing future foreign leaders.
- Consider whether the restrictions on the American Service Members Protection Act (ASPA) on IMET and other foreign assistance programs pertaining to security and the war on terror necessitate adjustment as we continue to advance the aims of the ASPA.
- Expand the Counter Terrorism Fellowship Program beyond its current focus on senior-level government officials and national strategic issues. Combatant Commanders and U.S. Chiefs of Mission, in consultation with regional partners, will develop education programs to improve regional counter-terrorism campaigns and crisis response planning at the operational level.

Strategic Communication

Victory in the long war ultimately depends



on strategic communication by the United States and its international partners. Effective communication must build and maintain credibility and trust with friends and foes alike, through an emphasis on consistency, veracity and transparency both in words and deeds. Such credibility is essential to building trusted networks that counter ideological support for terrorism.

Responsibility for strategic communication must be government-wide and the QDR supports efforts led by the Department of State to improve integration of this vital element of national power into strategies across the Federal Government. The Department must instill communication assessments and processes into its culture, developing programs, plans, policy, information and themes to support Combatant Commanders that reflect the U.S. Government's overall strategic objectives. To this end, the Department will work to integrate communications efforts horizontally across the enterprise to link information and communication issues with broader policies, plans and actions.

The QDR identified capability gaps in each of the primary supporting capabilities of Public Affairs, Defense Support to Public Diplomacy, Military Diplomacy and Information Operations, including Psychological Operations. To close those gaps, the Department will focus on properly organizing, training, equipping and resourcing the key communication capabilities. This effort will include developing new tools and processes for assessing, analyzing and delivering information to key audiences as well as improving linguistic

skills and cultural competence. These primary supporting communication capabilities will be developed with the goal of achieving a seamless communication across the U.S. Government.



Photo by Sergeant Michael Abney, U.S. Army.

U.S. soldiers with the Parwan Provincial Reconstruction Team discuss future quality of life improvements with village elders during a humanitarian aid mission to Jegdalek, Afghanistan.

Summary

The United States will not win the war on terrorism or achieve other crucial national security objectives discussed in this Report by military means alone. Instead, the application of unified statecraft, at the Federal level and in concert with allies and international partners, is critical. In addition to coalition- and partner-supported combat and preventive operations, simultaneous effective interaction with civilian populations will be essential to achieve success. Authorities that permit nimble and adaptive policies, processes and institutions – domestic and international – are essential adjuncts to the military capability needed to address the rapidly evolving security challenges around the globe.

