

DynMeridian

A DynCorp Company



PROJECTING REQUIREMENTS FOR CIVIL AFFAIRS MISSIONS

***Analytic and Archival Software for
Mission Planning, Training and Support***

**DynMeridian, a Wholly-Owned Subsidiary of
DynCorp Information and Engineering Technology**

WHERE DO REQUIREMENTS COME FROM ?

- **Over-arching concepts, exs:**
 - “AirLand Battle” (USA and USAF, 1982)
 - “From the Sea” (USN, 1994)
- **Doctrinal capstones, exs:**
 - “Operations” (Army FM 100-5, 1983, revised 1988, revised 1993)
- **Operational case studies/lessons learned, exs:**
 - “The Holloway Report” (Joint Staff, 1984, post-Grenada)
 - “Somalia After-Action Report” (Joint Staff, 1994, post-Somalia)
- **Enduring missions, exs:**
 - “Sea Control” (USN, 200 years +)
 - “Forcible Entry” (USMC, 200 years +)
 - “Air Superiority” (USAF, 75 years +)
 - “Special Operations” (SOF, 50 years +)

MISSIONS-TO-TASKS ARCHITECTURES

- **Most Fundamental Structure for Mission Knowledge**
 - Essential “backbone” of logic which guides mission implementation
 - Missions-to-tasks structures are very robust; seldom change
 - Doctrine, training, and other implementation systems change often
- **Primacy of Missions-to-Tasks Now Recognized**
 - JCS Universal Tasks List; CINC joint Mission Essential Tasks Lists
 - Naval, Coast Guard, and Marine Corps Integrated Task List (NITL)
 - Army Tactical Tasks List; USAF major command task lists
- **Crucial Startpoint for Developing Requirements**
 - To establish purposes, boundaries, structure and implementation
 - To greatly accelerate work of planners, developers and trainers

SOF MISSION: SPECIFIED AND IMPLIED TASKS

- **Civil affairs**
- **Counter-proliferation**
- **Counter-terrorism**
- **Direct action**
- **Foreign internal defense**
- **Peacekeeping & humanitarian affairs**
- **Psychological operations**
- **Special reconnaissance**
- **Unconventional warfare**
- **(Others)**

20 CIVIL AFFAIRS FUNCTIONAL AREAS

- **Government**
 - Civil Defense
 - Labor
 - Legal
 - Public Administration
 - Public Education
 - Public Finance
 - Public Health
 - Public Safety
 - Public Welfare
- **Economic**
 - Civilian Supply
 - Economics and Commerce
 - Food and Agriculture
 - Property Control
- **Public Facilities**
 - Public Communications
 - Transportation
 - Public Works and Utilities
- **Special Functions**
 - Arts, Monuments and Archives
 - Civil Information
 - Cultural Affairs
 - Dislocated Civillians
- **[Note]**
 - FM 41-10, now being re-drafted, reorganizes the 20 areas into 16, including "emergency services" & "environmental management"

DYNTASK ENABLES PEOPLE TO:

- 1. Streamline decision-making and implementation**
- 2. Foresee task requirements & impacts before action**
- 3. Forget nothing -- archive & access myriad data**
 - Capture institutional memory directly at the task**
- 4. Strengthen mission-based thinking (culture impact)**
 - Focus on what is to be done, not personalities**
 - Embed policy and procedures in opns. & tng.**
- 5. Enrich planning, training, analysis and support**

WHAT DYNTASK COULD DO FOR CIVIL AFFAIRS

- **Streamline area studies and mission planning**
 - Identify & structure every CA task -- manipulate full tailorable METL
 - Capture lessons learned and institutional memory directly at tasks
 - Link METL directly with implementing policies, formats, archives, etc.
 - Then isolate task-driven requirements for training, systems, etc.
- **Tailor on-line training and distance learning tools**
 - Archive on-line policy/procedures/training for distance learning
 - Tailor operations/training tools for specific warplans and regions
 - Tailor operations/training tools for generic specialties, e.g. health
 - Embed performance criteria for standardized exercise evaluation
- **Archive and structure key data for distributed use**
 - Distribute JTF Civil Affairs policies & procedures to organic units
 - Provide “Leave-Behind” packages for allies, host nations, others

SUMMARY

- **DynTask offers breakthrough to rapidly analyze, plan and support complex missions and activities**
 - Complete over-arching missions-to-tasks architecture for analysis of operations, doctrine, training, support and requirements
 - Comprehensive foundation for professional education, systematic skills training, and related policy and procedures
 - Streamlined mission planning and preview of mission implications
- **Focuses on integration of effort and critical tasks**
 - Tailored to any application by embedding policies and procedures, implementation templates and other technical/support data
 - Offers robust and flexible archive of institutional memory for field or headquarters users, in various fixed site, mobile or on-line formats
 - Structures mission data to exploit the full benefits of automation, for distributed users, inter-agency environments, or US-allied contexts.

BRIEFING NOTES ON "PROJECTING REQUIREMENTS FOR CIVIL AFFAIRS MISSIONS"

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SLIDE 1. "Projecting Requirements for Civil Affairs Missions"

SLIDE 2. "Where Do Requirements Come From?"

Requirements are the critical start point for all types of force modernization investments: i.e., for new or changed doctrine, organization, training, leadership, material and soldier systems, not just hardware. Requirements have historically come from one of four sources, as noted here.

The point of the slide is to show that not all start points are equally robust. Concepts come and go, driven as they usually are by transient political or budgetary winds. Doctrinal capstones also change. Doctrine, after all, is only accumulated wisdom on the best way of executing a function. Operational studies and lessons learned have also been a start point -- and they are even more situational. By contrast, missions are extremely robust -- some are over 200 years old. Examples:

Durability is critical because requirements lead to investments: money, systems, structure -- and those outcomes cannot be changed easily. We need to build requirements on rock not sand to get real value for investments, and insulate them as much as we can from the gusts of personality and political whim. Enduring missions are the only sensible place to begin the requirements process.

SLIDE 3: "Missions-To-Tasks Architectures"

We have always known intuitively that missions and tasks drove requirements, but it has only been in the last 10 years that we have gotten serious about trying to model mission-to-tasks logic. Such fundamental structures of mission knowledge are durable, complete, and over-arching, while the systems such as doctrine, training and hardware which implement them change often.

Thanks in good part to the efforts of GEN Shalikashvili, who pushed to develop the Universal Tasks List, all the Services now realize the primacy of missions-to-tasks structures. All are now building such architectures as the crucial start point for developing requirements.

SLIDE 4: "SOF Mission: Specified and Implied Tasks"

Here is an example of how Special Operations breaks into specified and implied tasks. Notice that most tasks have been on this list many years. They are generic, not situationally specific. And new tasks often represent old wine in new bottles. New tasks as CP and PK, for example, include many sub-tasks which are quite familiar from Direct Action, CA and PSYOP.

SLIDE 5: "20 Civil Affairs Functional Areas"

And here is the further breakdown of the Civil Affairs task. Most of these areas of function have been around at least 25 years. They are not dependent on any one CA scenario -- they derive from the aggregate of all CA scenarios. They offer a reasonable framework from which to think about framing requirements, and making the huge investments which implementation implies.

DEMONSTRATION OF DYN TASK MISSIONS-TO-TASKS SOFTWARE

We in DynCorp have a rigorous methodology to break missions into tasks starting at any level, carrying them all the way down to the individual if needed. We can then automate that structure on a relational database, and link tasks directly with implementing imagery or guidance. We call the ensuing system "DynTask." It is an excellent start point for thinking about requirements.

This demo shows organization of SOF tasks by subject content, and then by operational phase. I will drill down into the task structure first by subject content -- that is the path of a headquarters whose role is to support combat, combat service, or combat service support functions. This is the path of the doctrine developer, training developer and material developer. Some examples:

- Doctrine developer -- can unfold all the tasks to assess where doctrine is needed, to establish purposes, boundaries, structure and implementation. Examples: fire support, reconnaissance
- Training developer -- can analyze all the tasks within a general function to design training modules that cross-walk directly from performance task to the training objective. Examples: dismounted land movement, crossing water obstacles, reading maps and aerial photos, etc.
- Material developer -- can dis-aggregate functions into all their constituent parts, identify high risk activities where technology could help, and can review where emerging technologies may be available. Examples: Protect Individuals from Harm, Use of Selected Equipment.
- Operations developer -- can see the functions for which orders formats and templates might be needed, and can attach them directly to the tasks. Example: Plans and Orders.
- Integrated developers -- can design integrated solutions to reduce risk, improve safety and facilitate dangerous tasks. Example: Exfiltration.

The point is that developers cannot frame durable requirements to implement any of these tasks until they have a clear view of the tasks themselves. Developing and manipulating an overall missions-to-tasks structure is fundamental to developing and framing durable requirements.

Understanding the operational phases of a mission is also extraordinarily useful to frame needs. A quick look at the phases side of the data shows functions phase-linked by time. Examples ;

- Actions of the Objective
- Infiltration

- Exfiltration

On this side of the database, the requirements community can think through every scenario for which it might have to design solutions. Developers can think through missions as if they were themselves mission planners or operators. They can look at every course of action, all internal risks, and see the METI for any specific situation. This can only accelerate and enrich thinking.

SLIDE 6: "DynTask Enables People To:"

DynTask is a relatively low-tech low-cost decision support system that produces huge asymmetric benefits. Here are some of them.

SLIDE 7: "What DynTask Could Do for Civil Affairs"

And here, in conclusion, is what a DynTask organized specifically for Civil Affairs could do.

SLIDE 8: "Summary"

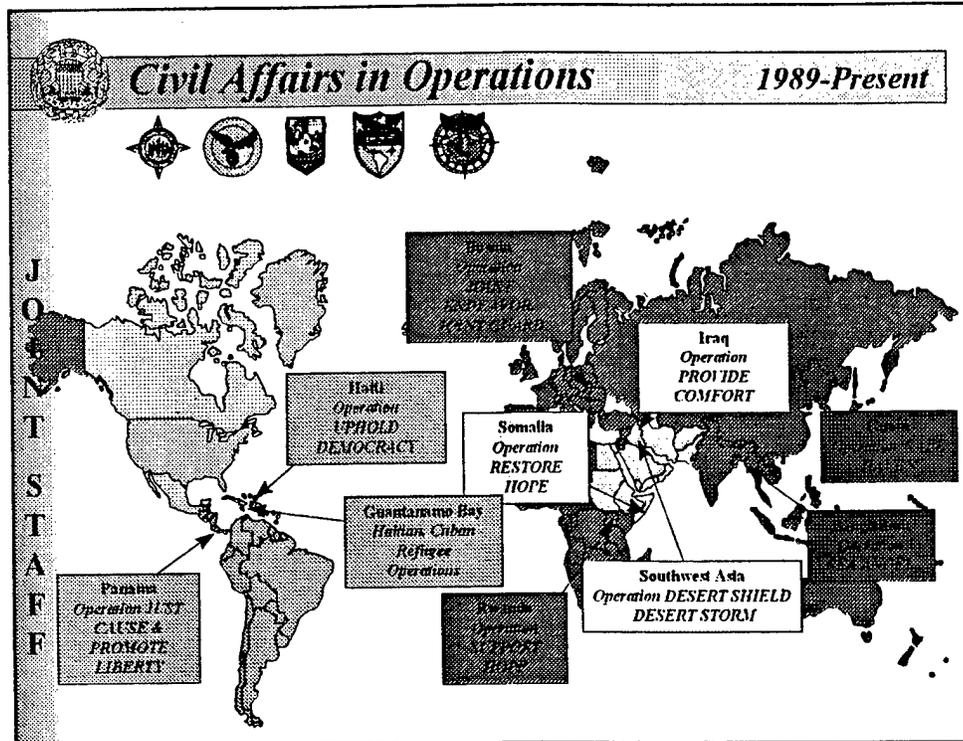
Thank you.



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***DOCTRINE FOR CIVIL
AFFAIRS IN THE
FUTURE***

**Prepared by LTC Jan G. Papra, USAR, CA
Joint Staff J33/Special Operations Division**



Civil Affairs (CA) is one of the most frequently deployed military assets.

This slide shows the more significant and well known recent operations that CA has contributed to.

CA could adopt the American Express motto: "Don't leave home without us."

Almost every recent mission, and almost every foreseeable mission in the future requires the military to interact intensively with the civilian sector, and CA is the military force that is trained and ready to do that.

In the process of conducting the missions above and many smaller ones as well, there have been many lessons learned about the environment that we will continue to be deployed in.

Understanding these lessons learned, and correctly accounting for them in doctrine, is what will allow the U.S. military to successfully continue it's interaction with the civilian sector in any part of the globe.



Lessons Learned

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- **JOINT OPERATIONS**
- **A POLITICAL ENVIRONMENT**
- **BROAD MISSION SPECTRUM: HUMANITARIAN RELIEF, DISASTER RESPONSE, REFUGEES**
- **NEW AND EMERGING MISSION: CONSEQUENCE MANAGEMENT**
- **INTERAGENCY COORDINATION CRITICAL**

First, it is clear that we operate in a joint military environment. Our deployable structure of first choice is the Joint Task Force.

Second, the missions are planned and conducted with intensive political input and oversight.

The missions come from within a broad spectrum. Nonetheless, the focal point for CA is that they all concern the civilian sector: it's people, institutions, and infrastructure.

The spectrum of missions is actually increasing through the emergence of new threats. CA will be involved in a new mission called Consequence Management, which is the military response to the use of a weapon of mass destruction.

Somewhat new, and very important, is the requirement for the military to engage in coordination at the interagency level.



This picture comes from an interagency meeting in Bosnia, but the requirement for interagency coordination is pervasive.

Around the picture you can see the seals of some of the many agencies that the military now has to deal with during operations. They include the U.N., foreign bodies, and major U.S. agencies.

Included as examples are the seals of the World Bank, The European Economic Community, The U.S. Departments of Energy, Justice, and others.

It has become a crowded battlescape. There are more civilian factors to account for than ever before. We do not engage in warrior vs. warrior missions anymore; in every equation there are now the many facets of the civilian sector.



More Lessons Learned

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- **CMOCs NEEDED BUT NOT WELL UNDERSTOOD**
- **COMMAND & CONTROL OF CIVIL AFFAIRS FORCES CONTENTIOUS**
- **SOMETIMES UNILATERAL - COMMONLY MULTINATIONAL**

The Civil Military Operation Center is a youngster spawned in the recent operations that were shown on the first slide. They are the means by which the military and the voluntary/charitable organizations integrate their efforts. While important, they are not well understood nor easily employed by commanders.

And while CA is a recognized requirement in operations, the command and control of the CA forces assigned to a JTF or other command has been contentious and uniquely applied in every operation. An effective, acceptable template is missing.

While a few operations have been unilaterally conducted by the U.S., the handwriting is on the wall. Most operations will be conducted as part of a coalition effort with the U.S. as one of several other engaged nations.



The slide depicts the multinational flavor of Operation JOINT GUARD in Bosnia, but there will be a multinational flavor to most operations in the future.

Multinational operations raise the significant challenge of interoperability. Different nations have differing doctrine, forces and procedure. U.S. CA cannot simply proceed on it's own course, we have to accommodate ourselves to a degree to the practices of our allies.

Our doctrine has to provide information and guidance to help our forces function successfully in the new shared environment.



What about CA Doctrine?

Did Joint Ca Doctrine Keep up With Lessons Learned?

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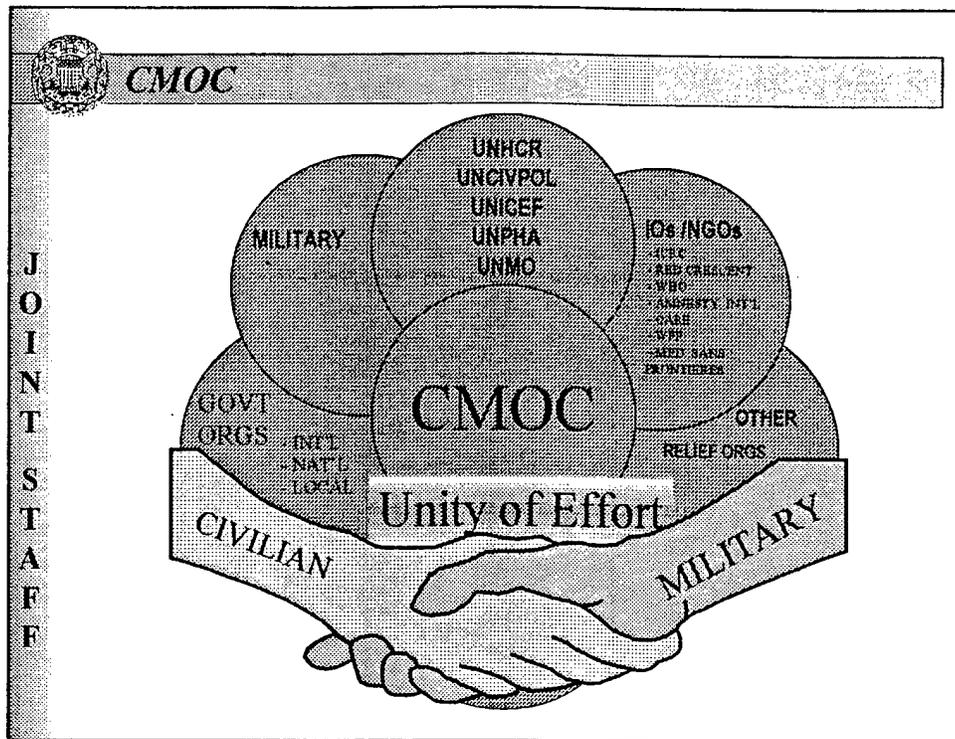
**JP 3-57 (CIVIL AFFAIRS) Evaluated by JCS Exercises,
Germany/El Salvador FY'98**

- **CIVIL AFFAIRS FOCUS IS TOO LIMITED, MUST be on CIVIL MILITARY OPERATIONS - THE BROAD MISSION SPECTRUM**
- **CMOC guidance is insufficient**

These lessons learned from operational experience have outpaced the doctrine which is responsible for guiding the conduct of operations.

The first indication came during the evaluation of the two Joint Staff directed exercises noted in the slide. Commanders and staffs noted that they needed more than guidance about civil affairs in publications, they needed guidance on the overarching concept of dealing with the civilian sector, or in other words, Civil Military Operations.

At a micro level, they identified a doctrinal insufficiency for the use of a Civil Military Operations Center, which they saw as a key factor in future ops.



For those unfamiliar with the CMOC, it is a military initiated gathering of many of the civilian sectors that contribute to the resolution of a crisis.

Voluntary/charitable agencies are clearly involved, as are U.N. and host nation institutions. The purpose of it is to integrate all these actors with the military.

The military will use their capabilities to leverage the work of the civilian agencies. The success of the civilian agencies is what eventually will allow the military to exit.

Having gotten a sense that JP 3-57 needed at least some work, J-7 asked the Joint Warfighting Center at Ft. Monroe, VA to undertake a thorough analysis of how well 3-57 served commanders and staffs.



Joint Warfighting Center Assessment

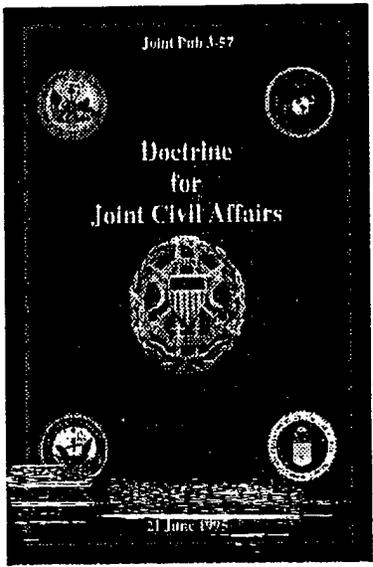
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Joint Pub 3-57 "does not meet the needs of the warfighters. The joint community has stated that there is a critical void in doctrine for civil-military operations (CMO). The publication does not contain sufficient guidance to be useful at the operational level by joint force commanders and staffs to plan, coordinate, and execute joint CMO or conduct civil affairs activities in support of joint operations."

The Joint Warfighting Center concluded that 3-57 did not meet the needs of the warfighters. The focus on civil affairs was too narrow to help them deal with the comprehensive nature of the military interaction with the civilian sector.

Summary of What 3-57 Failed to Address

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Joint Pub 3-57

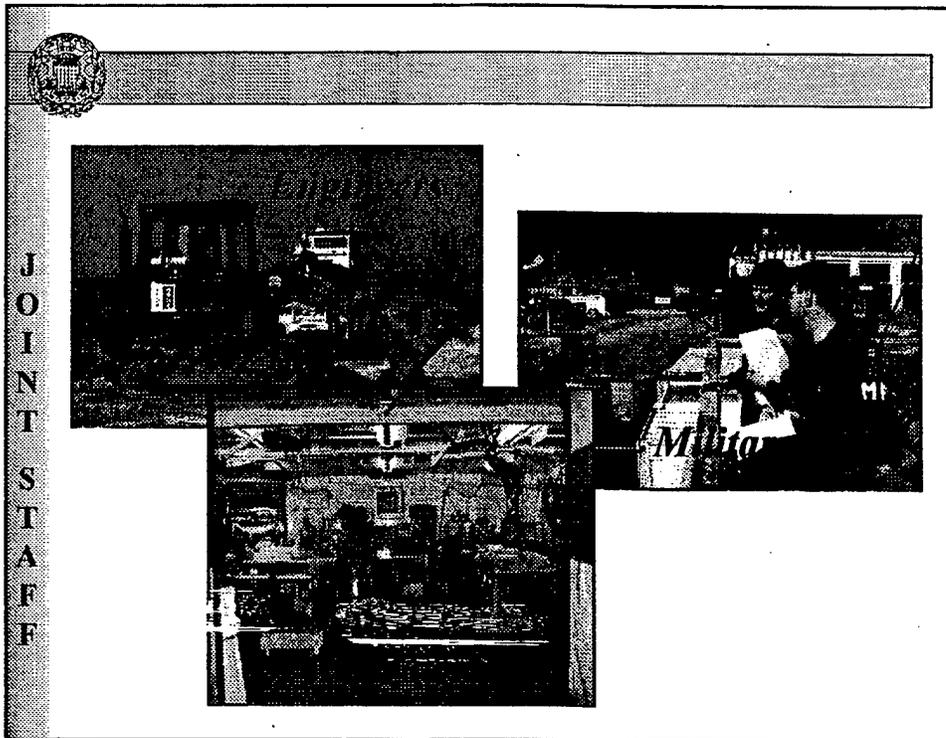
Doctrine
for
Joint Civil Affairs

21 June 1995

- **Interagency Coordination**
- **Multinational/combined ops**
- **CMOCs**
- **New mission: Consequence Management**
- **Focus on Civil Military Operations, not solely the CA Force and Tasks**
- **All Services Perspective**
- **Other major players, who they are and what THEY do: *Engineer, Medical, Military Police forces***

In addition, the Joint Warfighting Center noted that the current pub did not provide helpful guidance on most of the concepts that have been learned in recent operations.

In addition to those lessons learned that I noted earlier, commanders and staffs expressed a real interest in key mission players other than CA.



The total military force structure is involved in recent operations. Some are more significant in civil military operations than others however.

Besides Civil Affairs, the three forces illustrated above are consistently and significantly employed in civil military operations, reflected by the frequency of their mission deployment.

A revised 3-57 publication would take them into account along with Civil Affairs, and provide commanders and staffs with useful guidance on their most effective employment.



The New Focus

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The New 3-57 Will Provide Guidance On:

- The overarching Civil Military Operations concept
- Integrating with multinationals
- Effective Interagency coordination
- Effective CMOC utilization
- C2 of Civil Affairs
- Joint ops and joint CA ops
- Roles and importance of other specialties, e.g. MP, Med, Engr.
- New mission: Consequence Management

Here, in summary form then, is what we want to offer in the revised 3-57.

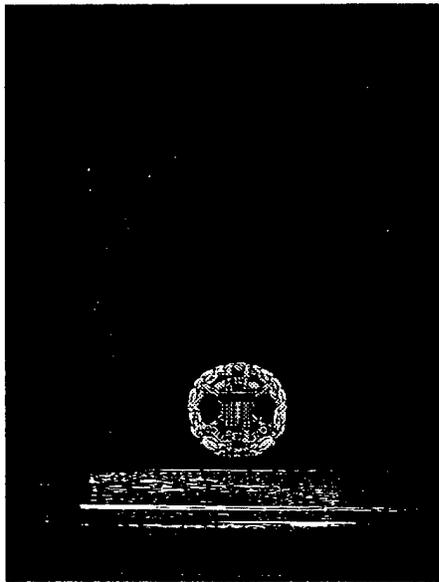
CA will be highlighted, but these newly identified concepts and issues will be thoroughly addressed.

The revision is on "Fast Track", which in doctrinal parlance means that the new pub is scheduled to be completed in 18 months. The first draft is requested for May of this year.



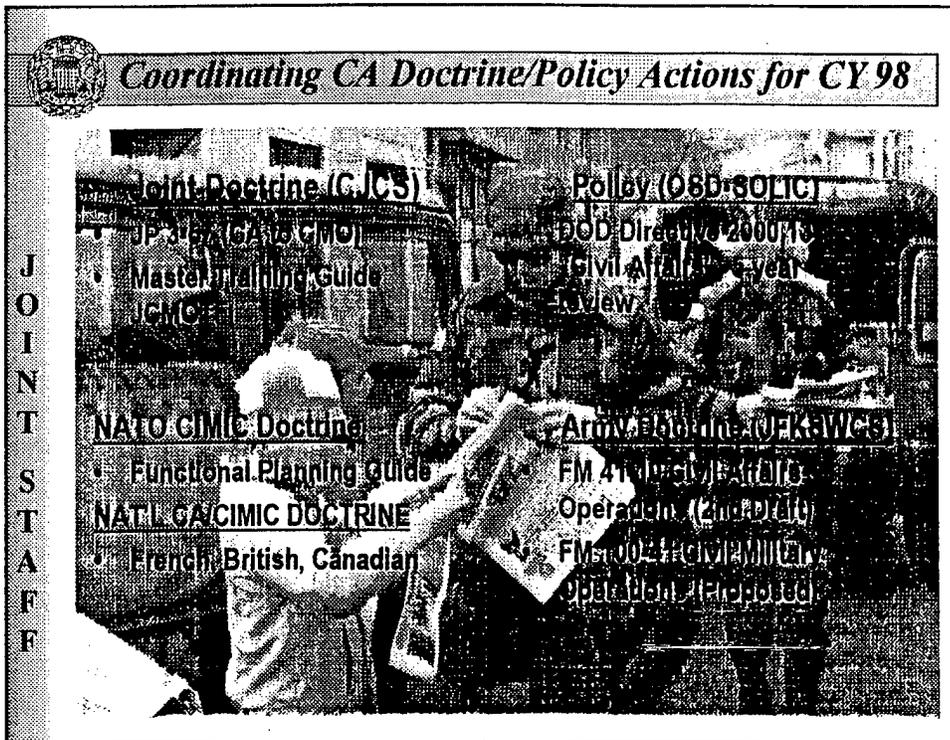
The New Focus

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Doctrine on the
Overarching
Mission to
include Civil
Affairs As A
Key Player

18 months from now, this is what Joint Pub 3-57 will be all about. It will be a vastly updated publication that will really address commanders requirements and lessons learned from almost a decade of operations.



Finally, I want to note that in this calendar year, virtually every CA publication or document in DOD, along with related NATO doctrine, will undergo creation or revision.

Myself and the representatives of the other commands shown on this slide are making a concerted effort to integrate and coordinate our efforts. By the end of this year, we are looking for almost a clean sweep in terms of having a vital, current and useful doctrinal base for the conduct of civil affairs.

This concludes my brief and I would be happy to answer any questions in the follow-on discussion.