

# Mission Command — Realizing Unified Action

***“I’m not sure this is what you signed up for, Colonel, but you’re the one who’s going to be running U.S. foreign policy out there. And you had better prepare yourself for it.”***

***“I don’t like it, but I think you’re right.”***

***— Punishment of Virtue, p. 284***



Whether or not the military should be involved in applying the other instruments of power is moot because it's been happening for ten years and the future will continue to require it.

# Agenda

**New ideas** emerging from human, historical, and technological contexts can affect understanding, influence behavior, and be a driving force for significant institutional change. — **General Martin Dempsey, CSA**

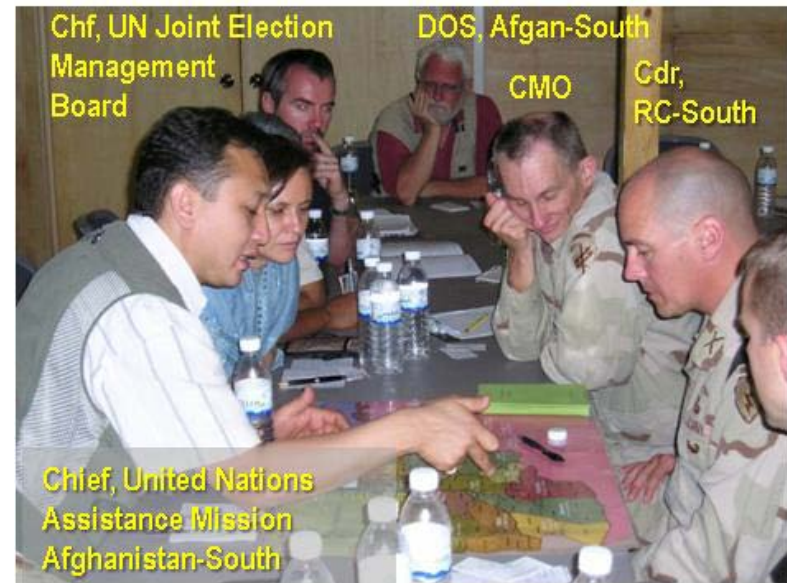
## ❑ Current Situation

- *The Need for Cultural Change*
- *“Mission Command” is Transforming*
- *The Gap to Realizing Unified Action*

## ❑ Proposals

- *Describe Army Mission Command in a way more practicable to Unified Action*
- *Adapt How Army Commanders Conduct the Operations Process*
- *Develop Practicable Unified Action Functions (UAFs)*

## ❑ Closing the Gap to Realizing Unified Action



## The Need for Cultural Change

*National Security shaping documents call for change...*

**NSS** calls for all plans and approaches to be *integrated* in order *to leverage* the capabilities across *all governmental departments and agencies*.

**NDS** asserts that we must harness and *integrate all aspects of national power* and work closely with a wide range of allies, friends, and partners.

**NMS** highlights the fact that our *military power* is most effective when *employed in concert with* the *other elements of power*.

**CCJO** contends that the more widely the premises and practices of *mission command* are infused throughout the joint force, the more effective joint synergy will be.

**ACC** states that the Army must hone its ability to *integrate joint and interagency assets*.

**AOC** says that *uncertainty* in future operational environments will continue to increase as *political, economic, informational,* and *cultural* systems become more *complex*.

## The Need for Cultural Change

*What if we ever face an enemy who...*

***-has global social reach and resources, but no standing conventional army and will thus always seek to avoid traditional pitched military battles that have historically been our military's forte;***

***-has a system of ideas requiring the dedication of their very lives to imposing their ideology on the world through any means including violence and global terrorism against any targets they choose;***

***-knows that we know where he recruits and trains, but also knows we can prevent neither activity with military power alone and that we must invest heavily to counter them, while he has to invest little;***

***-assesses our national ideology makes it difficult for our military power to be too closely intertwined with our other national powers because we designed our system of government that way;***



## The Need for Cultural Change

*What if we ever face an enemy who...*

***- assesses there are a significant number of our military and civilians who, for whatever reasons, will always seek to avoid having the military perform tasks that are not purely military functions;***

***- identifies a gap in our framework of thinking because we characterize conflicts as either stability or major combat, thus making it problematic to focus on the “great divide” where irregular warfare lies;***

***- knows our strategy will dictate we must win all conflicts, so he devises a campaign of regional conflicts on the “great divide” between war and peace where tactical outcomes are unimportant to his strategy;***

***- systematically frames and reframes his strategy in ways asymmetrical to ours in order to capitalize on the gaps in our framework of thinking, erode our will, fracture our unity, and expend our resources?***

# “Mission Command” is Transforming

*Moving from Theory Towards Practicability...*

P1) Describe Army mission command in a way more practicable to unified action

P2) Adapt how Army commanders conduct the operations process

P3) Develop practicable unified action functions (UAFs)

## Theory...

- focuses on principles or methods
- not a matter of actual fact
- a proposed explanation
- not [necessarily] practical
- hypothetical
- speculative
- abstract
- esoteric



## Practicability...

- capable of being put into practice
- adaptable for actual use
- capable of being used
- achievable
- attainable
- workable
- useful
- feasible



# “Mission Command” is Transforming

I. Mission command is the conduct of military operations through **decentralized execution** based on mission orders.

Command  
Technique

Disciplined  
Initiative

*Successful mission command demands that subordinate leaders at all echelons exercise **disciplined initiative**, acting aggressively and independently to accomplish the mission within the commander's intent.*

– FM 3-0 (2008)

II. Mission command is the **exercise of authority** and direction by the commander using *mission orders* to enable *disciplined initiative* within the commander's intent to empower agile and adaptive leaders in the conduct of full spectrum operations.

Command  
Authority

Warfighting  
Functions

*Commanders blend the **art of command** and the **science of control** to **integrate warfighting functions** to accomplish the mission. Mission command is the **warfighting function** that develops and integrates activities that enable a commander to balance the **art of command** and the **science of control**.*

– FM 3-0 C1 (Feb 2011)

III. Mission command is a **construct** that integrates the *functions* and *techniques* of the *art* and *science* employed during the *exercise of command authority* over missions applying *military* and *other instruments of national power*.

Construct

Unified Action  
Functions

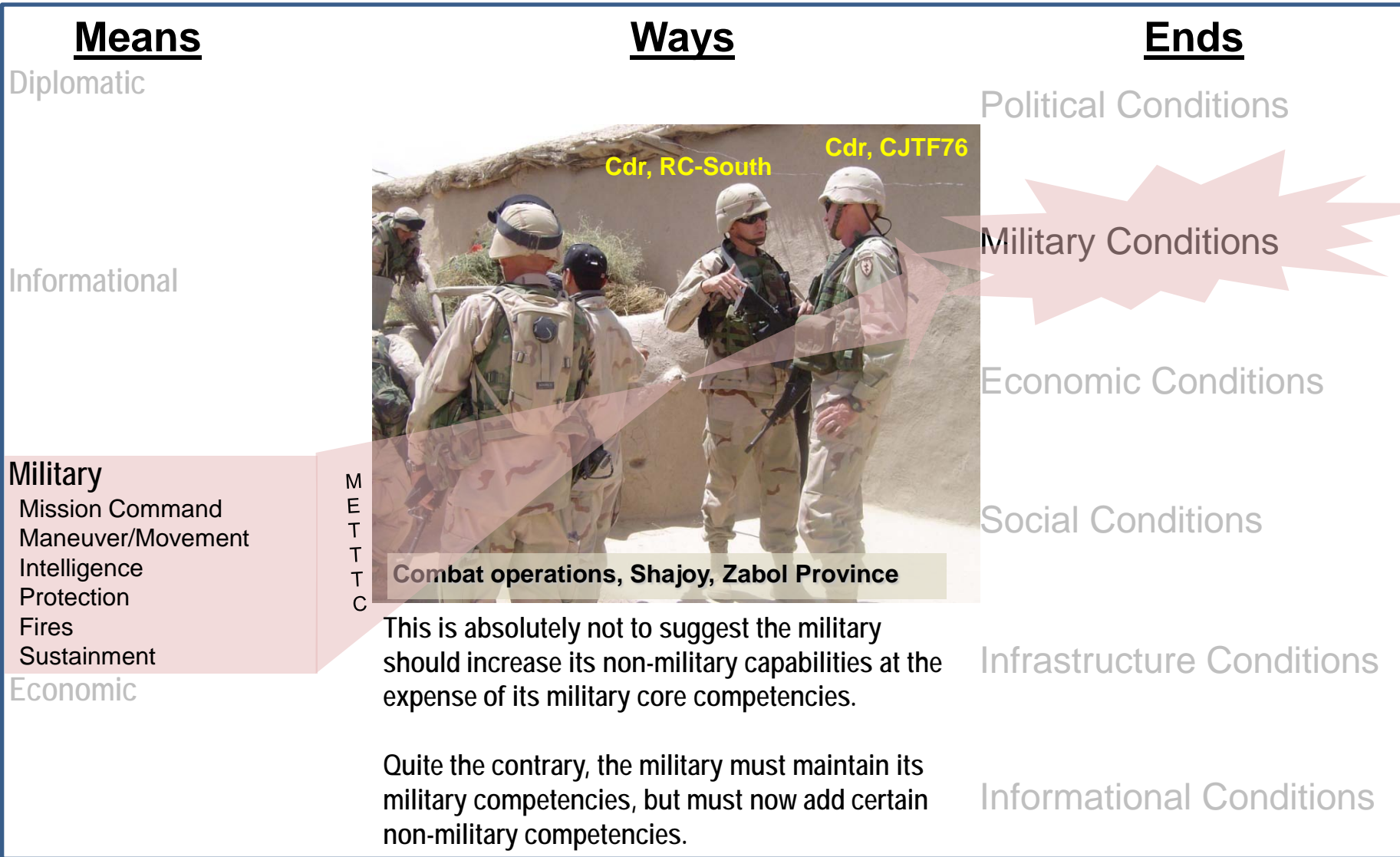
*Commanders employ the mission command **unified action function** to enable and **integrate the warfighting functions** amongst themselves and **with functions governing diplomatic, informational, and economic mission powers**.*

– Dick Pedersen, 16<sup>th</sup> ICCRTS (Jun 2011)

# The Gap to Realizing Unified Action

*The current mission command conception...*

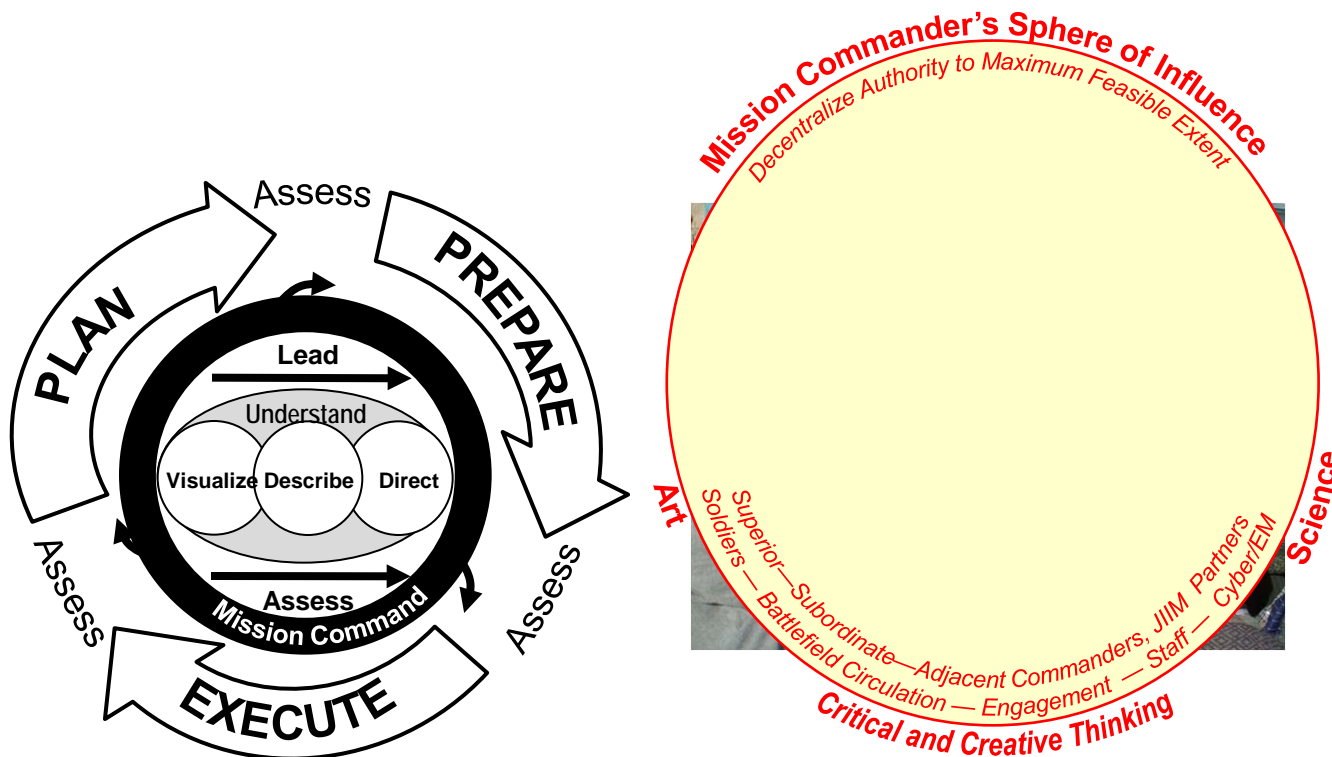
**II. Mission command is commander-led and blends the **art of command** with the **science of control** to **integrate the warfighting functions** to accomplish the mission.**





# Describe Mission Command in a New Way

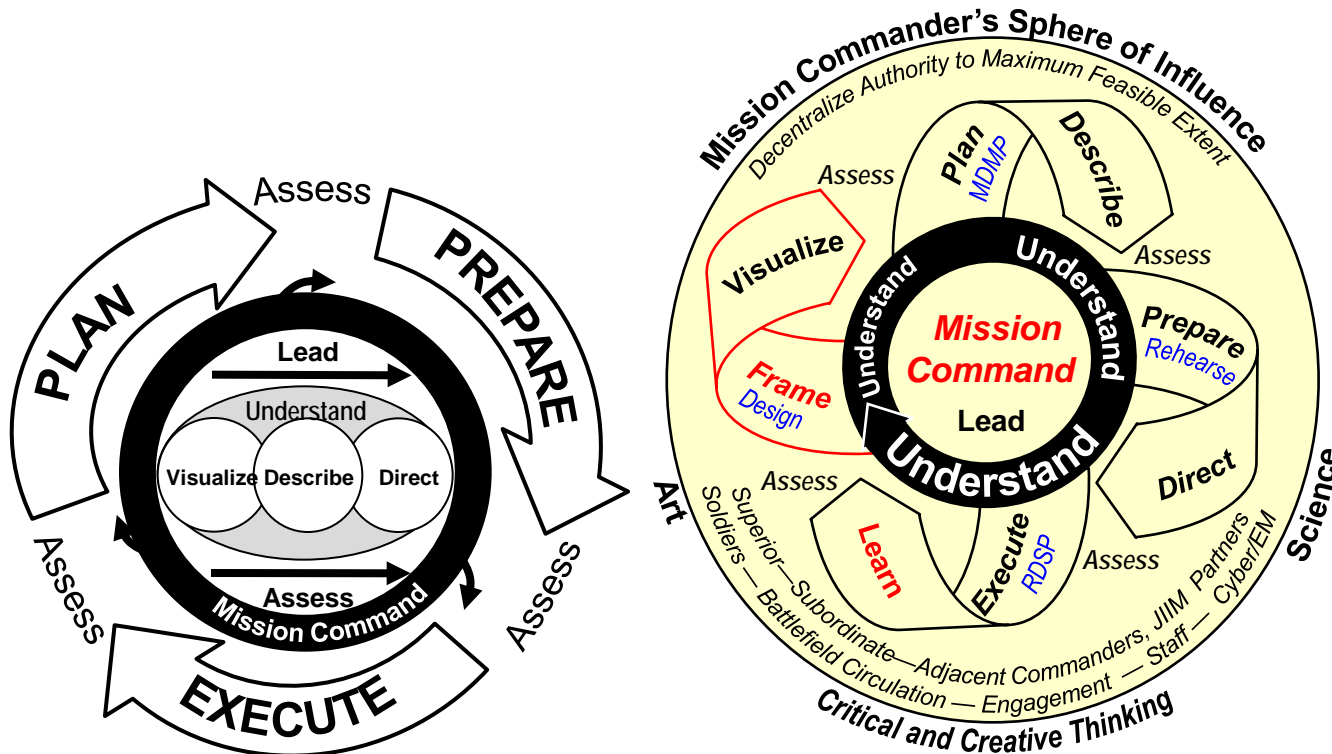
*Moving Towards Unified Action Practicability...*



- P1-1: **Decentralize authority** to maximum feasible extent.
- P1-2: Describe Commander's **Sphere of Influence**.
- P1-3: Describe that both **Art and Science** are employed by all.
- P1.4: Describe that **Critical and Creative Thinking** pervades all.

# Adapt How Cdrs Conduct the Operations Process

*Moving Towards Unified Action Practicability...*



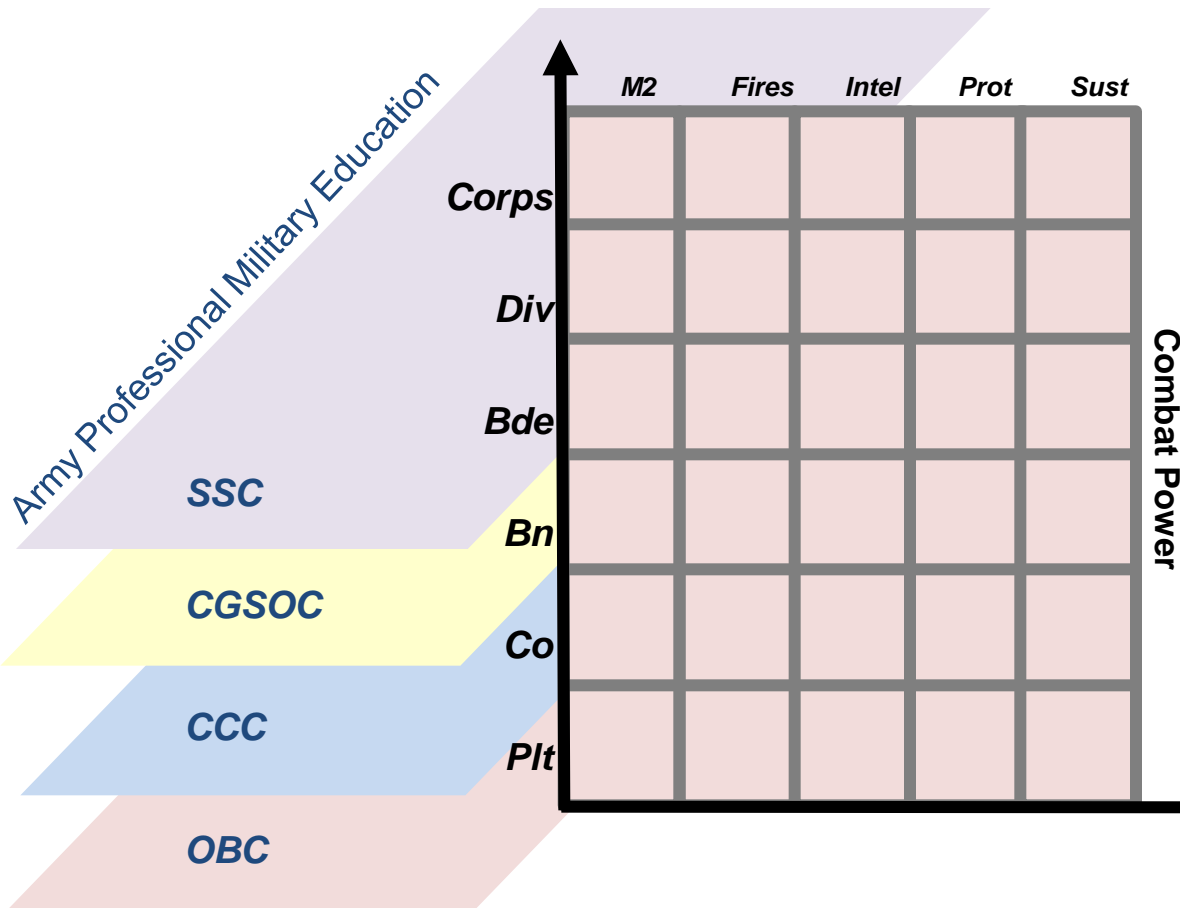
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- P2-1: Elevate **Framing** as a major operations process activity.
- P2-2: Describe **Design** as an operations process sub-component.
- P2-3: Describe operations process **Sub-components in Context**.
- P2-4: Add **Learn** through action as a key commander task.
- P2-5: Describe the operations process as an **integral subset**.

# Develop Practicable Unified Action Functions (UAFs)

*The Current Conception Integrates Only Warfighting Functions (WFFs) ...*



## Command Echelons



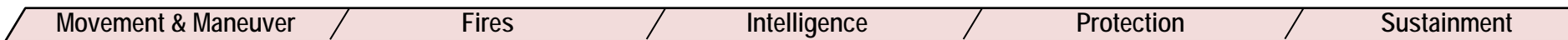
**Mission command is the bond that integrates warfighting functions**



Warfighting Functions ?

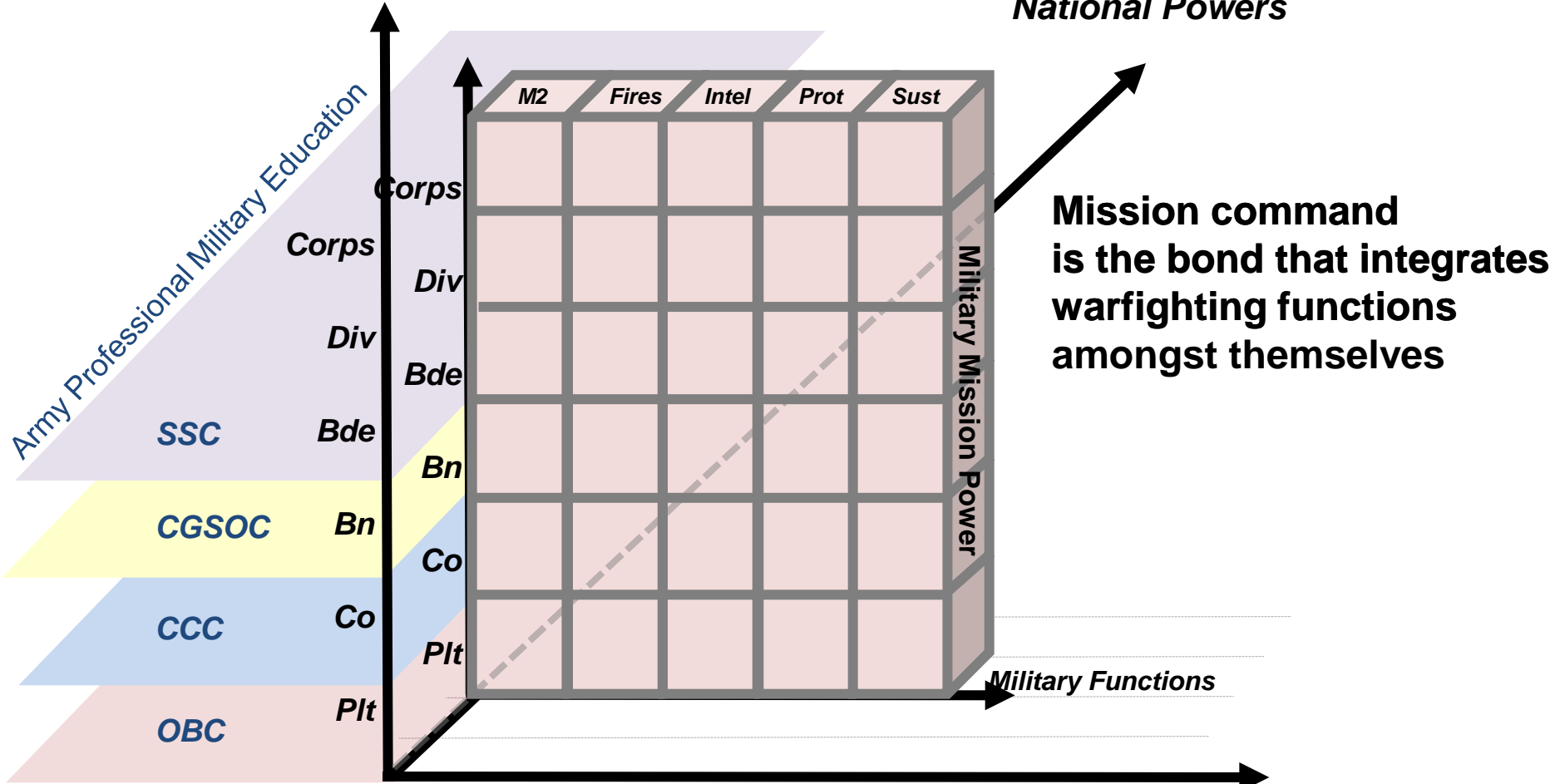
Commanders blend the **art of command** and the **science of control** to **integrate WFFs** to accomplish the mission.

# Develop Practicable Unified Action Functions (UAFs)



Command Echelons

National Powers



The mission command **unified action function** enables **and integrates WFFs** amongst themselves

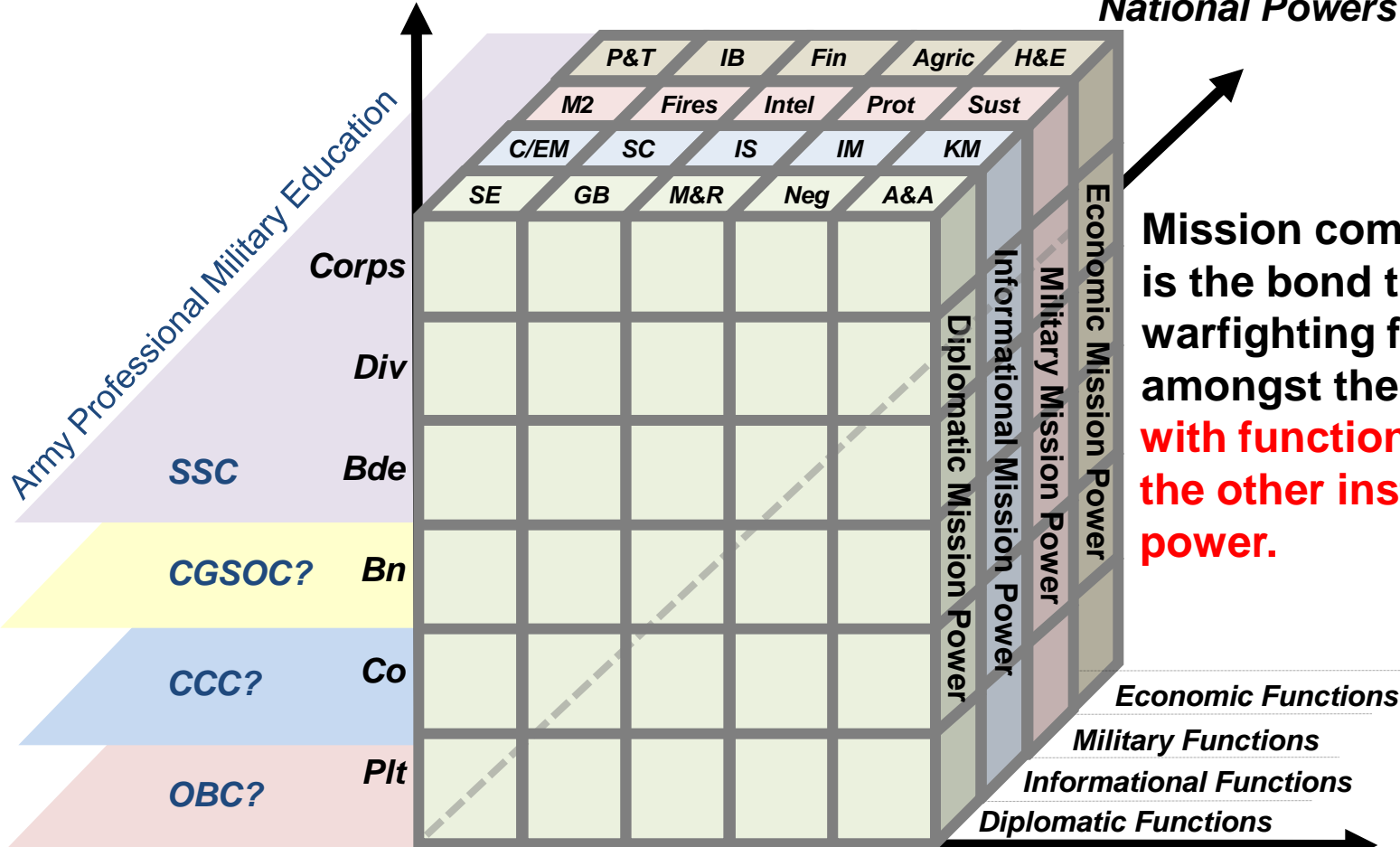


# Develop Practicable Unified Action Functions (UAFs)

Production & Trade	Industrial Base	Finance	Agriculture	Health & Education
Movement & Maneuver	Fires	Intelligence	Protection	Sustainment
Cyber/Electromagnetic	Strategic Communication	Information Sharing	Information Management	Knowledge Management
Strategic Engagement	Governance Building	Monitor & Report	Negotiations	Aid & Assistance

Command Echelons

National Powers



**Mission command is the bond that integrates warfighting functions amongst themselves and with functions governing the other instruments of power.**

The mission command **unified action function** enables and integrates **WFFs** amongst themselves and **with functions** governing **diplomatic, informational, and economic powers.**

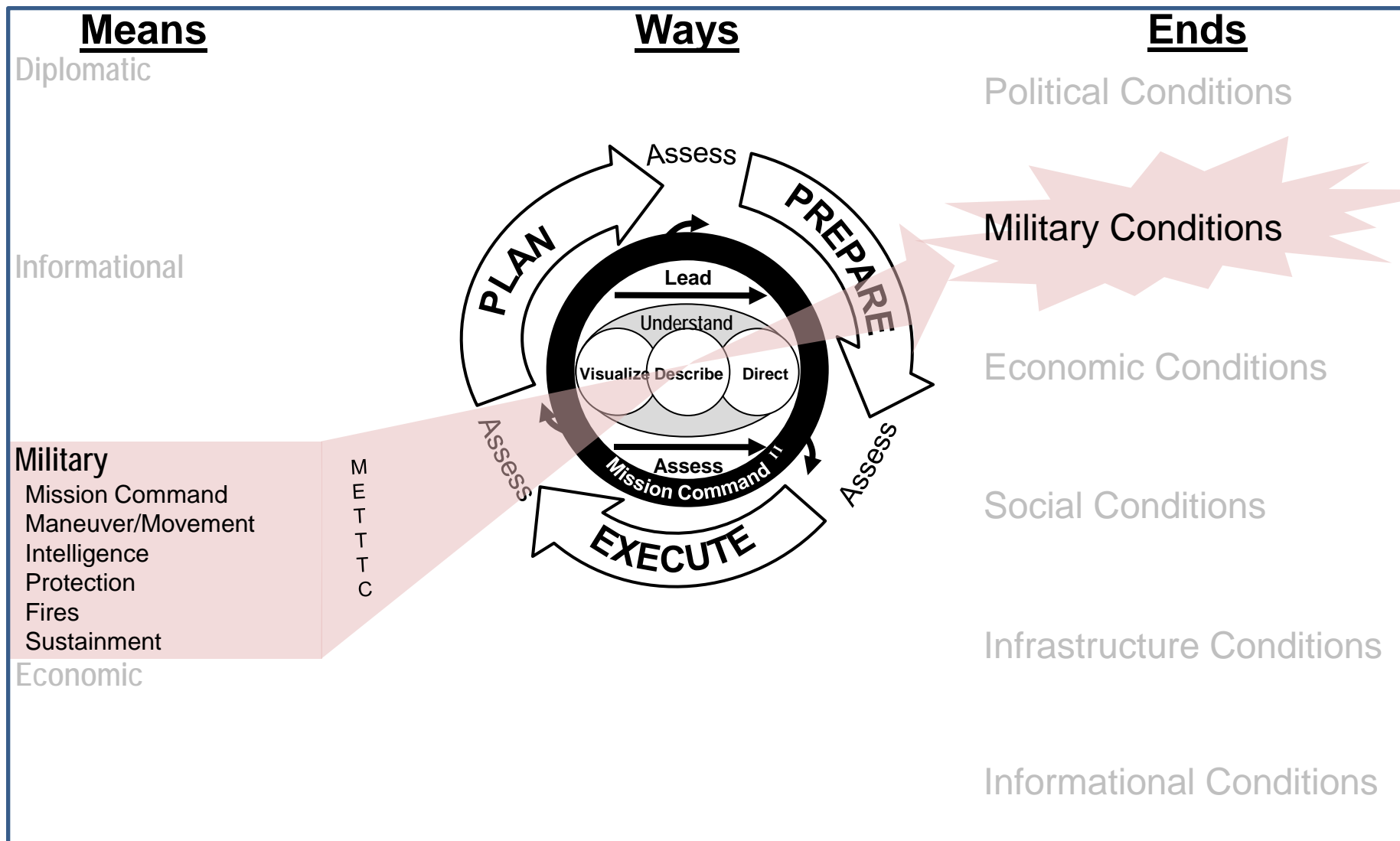
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Strategic Engagement	Governance Building	Monitor & Report	Negotiations	Aid & Assistance
<b>Strategic Engagement (SE):</b> The related tasks and activities that enable effective relationships with relevant foreign nation actors to promote & progress U.S. goals and objectives.	<b>Governance Building (GB):</b> The related tasks and activities that enable the development of a foreign nation's governmental institutions, infrastructure, and abilities to govern.	<b>Monitor and Report (M&amp;R):</b> The related tasks and activities of monitoring and reporting on a foreign nation's conditions and developments.	<b>Negotiations (Neg):</b> The related tasks and activities that enable effective dialogue with relevant foreign nation actors to devise mutually acceptable dispute resolutions.	<b>Aid and Assistance (A&amp;A):</b> The related tasks and activities that enable foreign aid and assistance to a foreign nation consistent with and supportive of U.S. interests.
<b>Cyber/Electromagnetic (C/EM):</b> The related activities that seek to seize, retain, and exploit advantages in and through cyberspace and the electromagnetic spectrum.	<b>Strategic Communication (SC):</b> The related inform & influence activities that enable efforts to inform U.S. and foreign audiences to be integrated & synchronized with other pertinent actions.	<b>Information Sharing (IS):</b> The related tasks, systems, procedures & agreements that enable coordinated information access between & amongst agencies whose missions require it.	<b>Information Management (IM)</b> The related tasks, systems, & procedures employed to collect, process, display, store & protect information while optimizing access by all with a need.	<b>Knowledge Management (KM):</b> The related tasks and systems that create, organize, apply, and transfer knowledge to facilitate situational understanding and decision-making.
<b>Movement &amp; Maneuver (M2):</b> The related tasks and systems that move forces to achieve positional advantage in relation to the enemy.	<b>Fires:</b> The related tasks and systems that provide collective and coordinated fires and C2 warfare, including nonlethal fires, thru the targeting process.	<b>Intelligence (Intel):</b> The related tasks and systems that facilitate understanding of the operational environment, enemy, terrain, and civil considerations.	<b>Protection (Prot):</b> The related tasks and systems that preserve the force so the commander can apply maximum combat power.	<b>Sustainment (Sust):</b> The related tasks and systems that provide support and services to ensure freedom of action, extend operational reach & prolong endurance.
<b>Production &amp; Trade (P&amp;T):</b> related tasks and systems that enable U.S. aid and assistance to influence a foreign country's production and trade systems and capacity.	<b>Industrial Base (IB):</b> The related tasks and systems that enable U.S. aid and assistance to influence a foreign country's total industrial infrastructure, capabilities, and capacity.	<b>Finance (Fin):</b> The related tasks and systems that enable U.S. aid and assistance to influence a foreign country's financial systems and capacity.	<b>Agriculture (Agric):</b> The related tasks and systems that enable U.S. aid and assistance to influence a foreign country's agriculture systems and capacity.	<b>Health &amp; Education (H&amp;E):</b> The related tasks and systems that enable U.S. aid & assistance to influence a foreign country's health and education systems and capacity.

The mission command **unified action function** enables and integrates **WFFs** amongst themselves and **with functions** governing **diplomatic, informational, and economic powers.**

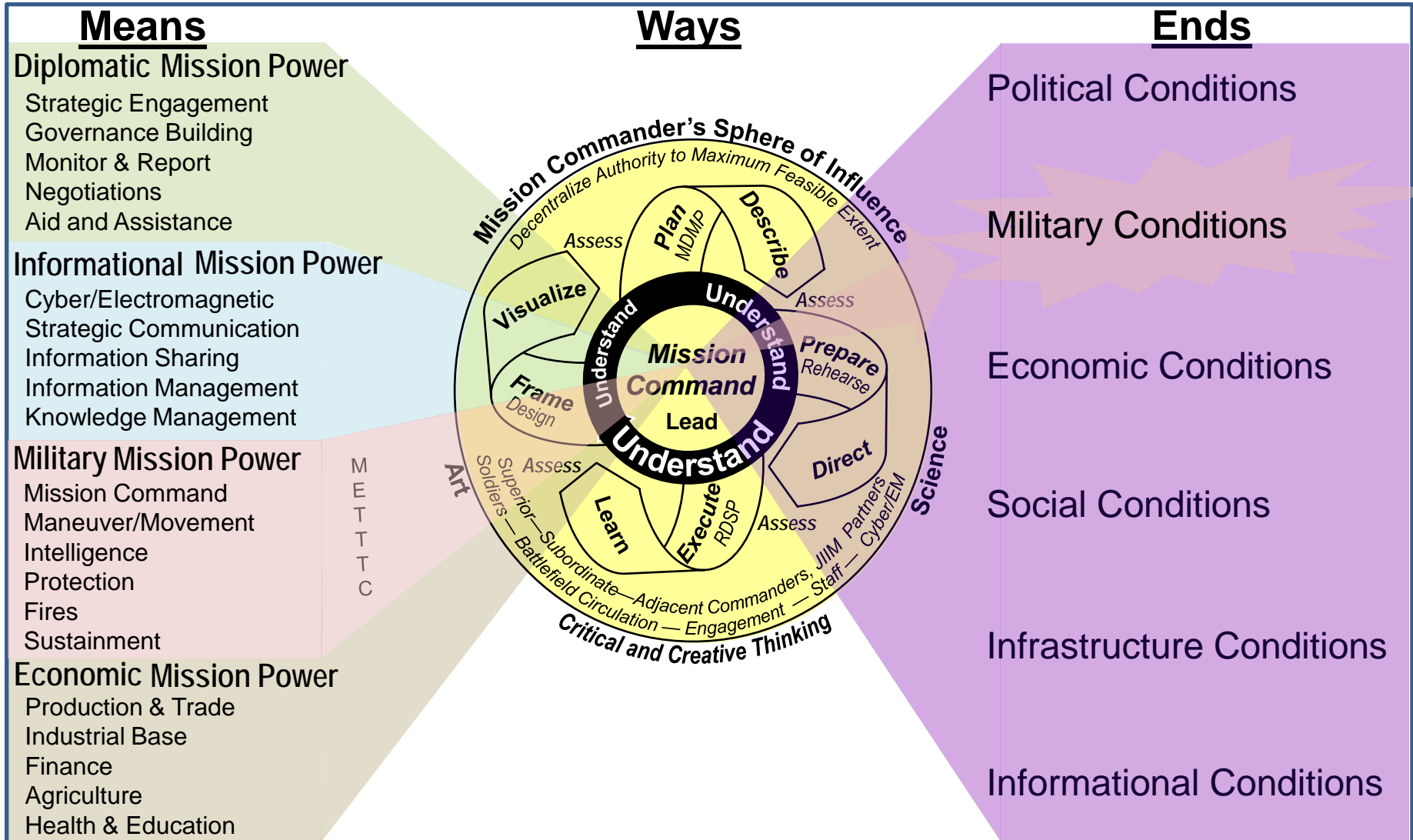
# Closing the Gap to Realizing Unified Action

II. Mission command is commander-led and blends the **art of command** with the **science of control** to **integrate the warfighting functions** to accomplish the mission.



# Closing the Gap to Realizing Unified Action

Commanders employ the Mission Command **unified action function** to enable and **integrate** the **warfighting functions** amongst themselves and **with functions governing diplomatic, informational, and economic powers.**





# Summary

Mission command is a **construct** that integrates the **functions** and **techniques** of the **art** and **science** employed during the exercise of **command authority** over missions applying **military** and **other instruments of national power**.

Commanders apply the mission command **technique** based on empowering subordinates with mission orders and then **decentralizing authority** to the maximum feasible extent.

Commanders and staffs employ **art** and **science**.

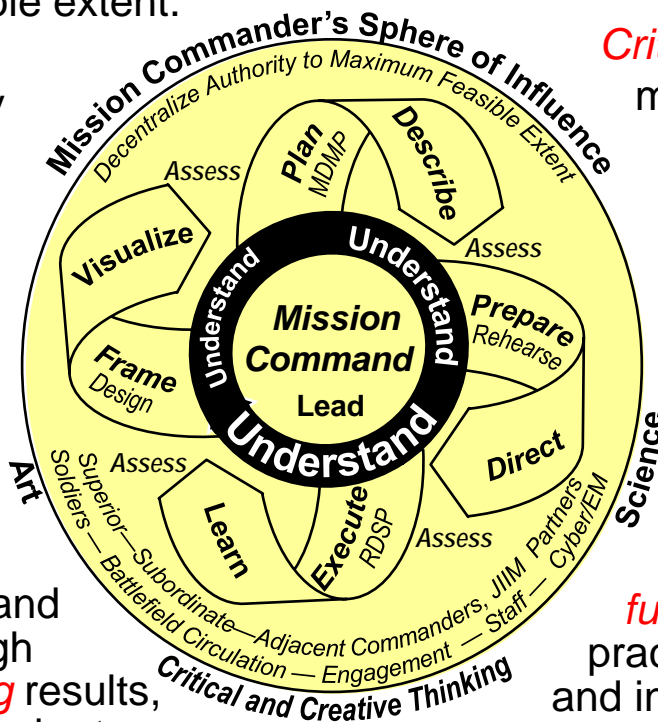
The operations process is an **integral subset** of mission command; commanders **lead** the operations process by integrating the **art** and **science** of **understanding** and **framing** problems, **visualizing** solutions, **planning** for and **describing** requisite actions, **preparing** for and **directing** events, **learning** through **execution**, continually **assessing** results, and appropriately **reframing** in order to prevail in full spectrum operations.

A **commander's sphere of influence** includes: other commanders; JIIM partners; Soldiers; battlefield circulation; engagement; the staff; and the cyber/electromagnetic dimension.

**Critical and creative thinking** is manifested throughout all activities; particularly framing and periodic assessments of effectiveness.

Mission command is the **overarching unified action function** that bonds all unified action functions across all command echelons.

Mission power **unified action functions** provide commanders practicable tools to conceive of, apply, and integrate all **instruments of power** and to work more effectively with **JIIM partners** to create unified action solutions.



Mission command embodies the overarching **ways** that all national **means** are conceived of, integrated, synchronized, and applied to achieve the desired full spectrum **ends**.

## Risks of Adopting New Mission Command Ideas

**Reducing traditional warfare capabilities and capacities.**

**Leading to overuse and the usurping of rightful roles/authorities of other governmental agencies.**

**Leading to the misperception that the military can succeed in such activities without other agencies.**

**Instead of war being an extension of politics by other means, war and politics march together to the point that the term ‘political general’ becomes redundant, both externally and internally.**

## Related Publications

***Mission Command—A Multifaceted Construct***, Small Wars Journal, 17 Nov 10,  
<http://smallwarsjournal.com/blog/2010/11/mission-command-a-multifaceted/>

***Mission Command—Transforming Command and Control***, paper at Command & Control Research Program, 15<sup>th</sup> International Command and Control Research & Technology Symposium, Jun 2010, [http://www.dodccrp.org/events/15th\\_icrts\\_2010/papers/055.pdf](http://www.dodccrp.org/events/15th_icrts_2010/papers/055.pdf)

***Mission Command—Transforming Command and Control***, presentation at Command & Control Research Program, 15<sup>th</sup> International Command & Control Research & Technology Symposium, Jun 2010, [http://dodccrp.org/events/15th\\_icrts\\_2010/presentations/055.pdf](http://dodccrp.org/events/15th_icrts_2010/presentations/055.pdf)

***Institutionalizing ‘Organizational Learning’ while Operating***, Army Magazine. Vol 59, No 9, Sep 2009, [http://findarticles.com/p/articles/mi\\_qa3723/is\\_200909/ai\\_n39231628/?tag=content;col1](http://findarticles.com/p/articles/mi_qa3723/is_200909/ai_n39231628/?tag=content;col1)

***Irregular Warfare: Operational Theme or Full-Spectrum Operation***, Small Wars Journal, 7 Apr 09, <http://smallwarsjournal.com/blog/journal/docs-temp/210-pedersen.pdf>

***Defeating Militant Islamic Extremists***, US Army War College Strategic Research Project, 9 Apr 02, <http://tardir/tiffs/a402073.tiff>