

***A Methodology
to Improving Unity of Effort
for
Mission Partner Planning***



19th ICCRTS

17 June 2014

Paper ID 003

**Mr. Ken Teske and Mr. Mike Tisdell
Cydecor, Inc.**

Agenda

- *Problem Statement*
- *The Why and What*
- *“Unity of Effort” Definition*
- *Project Focus*
- *Top 12 inhibitors*
- *Development Thoughts*
- *Unity of Effort Framework*
- *Unity of Effort “Dashboard”*
- *Success Stories*
- *Questions*

Problem Statement

- *DOD lacks a persistent and consistent capability to collaboratively plan with other USG interagency partners to achieve unity of effort in dealing with security issues and disaster response.*
- *Combatant Commands are experiencing uneven results in obtaining persistent and consistent unity of effort in dealing with DOD's interagency partners for complex contingencies in which DOD is not the lead government agency.*

–Currently there is no accepted framework for planning and synchronizing scarce interagency resources to achieve unity of effort in dealing with complex contingencies.

–This project will assess the extent to which specific procedures improve unity of effort (defined as a common vision, common understanding, coordination of efforts for coherency, and common measures of progress) for interagency (planning and) synchronization.

–This project was sponsored by USNORTHCOM and USSOUTHCOM specifically to improve their capability to develop robust and meaningful Theater Campaign Plans.

Hypothesis Statement: If Combatant Commands' consistently applies a unity of effort framework process with other USG interagency partners, then DOD will improve unity of effort in dealing with complex interagency national challenges, especially when planning for missions where DOD is in support and not the lead.

The Why and What

- **Why did we do this project?**

Within DOD, there is no doctrinal planning framework for improving unity of effort for planning and synchronizing scarce interagency resources in mission areas that are inherently civilian-led, military supported.

- **What was the need?**

Combatant Commands' need a consistent and institutionalized approach to plan and resource military support for Civilian Agencies and improve unity of effort towards meeting National and Strategic objectives at the operational / regional theater campaign level.

- **What is the goal?**

Broad, consensus approach comprised of **key objectives** applied across different geographic **regions** by **all elements** of national and international power **acting in concert**.

“Unity of Effort” Definition

A cooperative concept, which refers to coordination and communication among USG agencies toward the same common goals for success; in order to achieve unity of effort, it is not necessary for all agencies to be controlled under the same command structure, but it is necessary for each agency’s efforts to be in harmony with the short- and long-term goals of the mission.

Unity of effort is based on ***four principles***:

1. **Common Understanding** of the situation
2. **Common vision or goals** for the mission
3. **Coordination of efforts** to ensure continued coherency
4. **Common measures of progress** and ability to change course if necessary

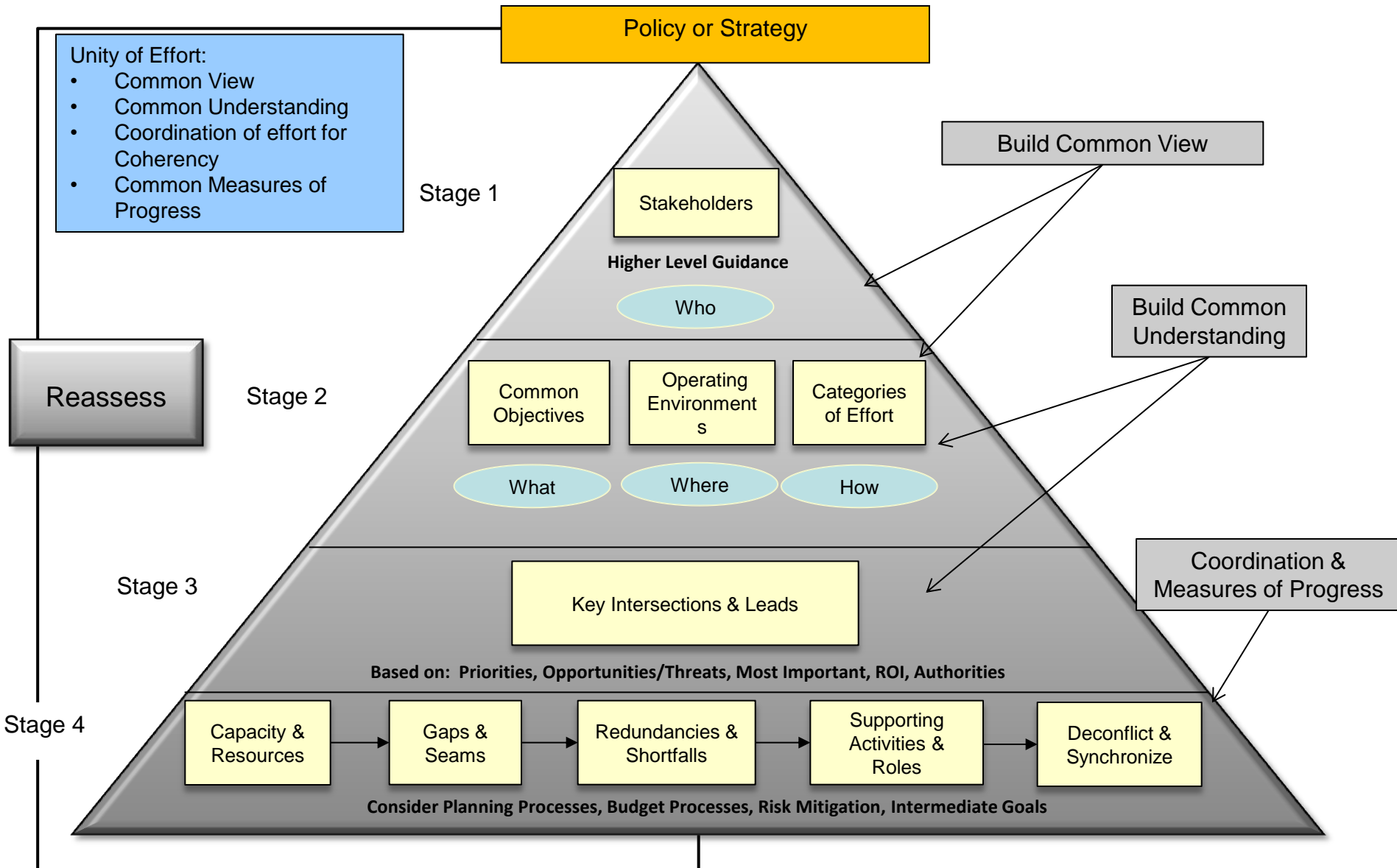
Project Focus

- Conceptual approach to building a common framework for complex planning efforts
- Does not disturb existing efforts...rather, it will provide a means to inform, integrate, and synchronize
- U.S. Interagency Unity of Effort
 - Limited multinational use for this year
- Steady State Planning and Contingency Planning
 - Not currently addressing Crises Action Planning
- Regional and Theater Planning – the country, the border nations, the access routes
 - Can inform or be informed by Country Plans and Steady State Operations

Top 12 inhibitors to achieving unity of effort as identified by stakeholders

- Stove pipes/silos (lack of information sharing)
- No visibility of efforts and activities
- Partner nations confused over mixed messages
- Lack of planning resources
- Differing lexicon/taxonomy/language
- Disparate activities
- No established process (ad hoc)
- No global repository of information
- No forcing function to drive unity of effort
- Conflicts in planning timelines
- Random acts of goodness (uncoordinated)
- Competing priorities

Development Thoughts



Unity of Effort Framework

Building the Unity of Effort Framework

Stage 1

- Start with Higher Level Guidance
- Identify Stakeholders

Stage 2

- Develop Common Objectives
- Identify Operating Environments
- Identify Categories of Effort (Elements of National Power, Lines of Effort)

Stage 3

- Identify Lead and Contributing Organizations by Categories of Efforts at the intersections of Common Objectives and Operating Environments in the Matrix
- Highlight the Key Intersections most important for planning unity of effort
- ID problem areas and disconnects, processes that impede a common understanding and tool disconnects

Stage 4

- Conduct Deep Dive on framework Key Intersections
- Identify Capabilities, Capacity, and Activities for Key Intersection Common Objective
- Develop de-confliction and synchronization recommendations
- Consider budget cycles and planning timelines
- Develop Common Measures of Progress
- Reassess periodically to determine progress towards common objectives

Unity of Effort Attributes

Initiation

Common View

Common Understanding

Coordination of Effort and Common Measures of Progress

Picture (Template)

National Policy or Strategy

Dept. A

Dept. B

Dept. C

Dept. D



Operating Environments

Common Objectives

Key Intersections



Key Intersection Deep Dive

Capabilities

Capacities

Activities

Unity of Effort “Dashboard”

Unity of Effort Framework

Unity of Effort Principles

Stage 1

- Start with Higher Level Guidance
- Identify Stakeholders

Meeting

Common View

Stage 2

- Develop Common Objectives
- Identify Operating Environments
- Identify Categories of Effort (Elements of National Power, Lines of Effort)

Meeting

Common Understanding

Stage 3

- Identify Lead and Contributing Organizations by Categories of Efforts at the Intersections of Objectives and Operating Environments in the Matrix
- Highlight the Key Intersections most important for planning unity of effort
- ID problem areas & disconnects, processes that impede a common understanding and tool disconnects

Meeting

Coordination of Effort & Common Measures of Progress

Stage 4

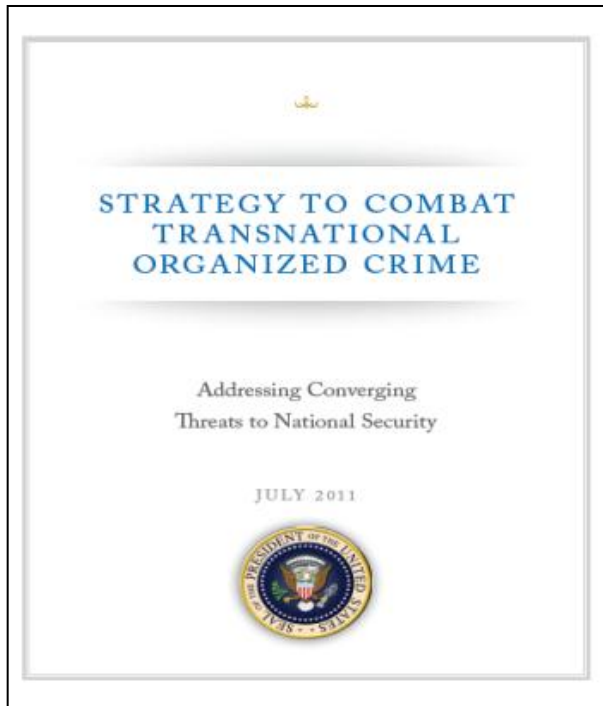
- Conduct “deep dive” on framework Key Intersections
- Identify Capabilities, Capacity and Activities for Key Intersection Objective
- Develop deconfliction and synchronization recommendations
- Consider budget cycles and planning timelines
- Develop Common Measures of Progress
- Reassess periodically to determine progress towards objectives

Meeting

Unity of Effort Framework Products

- UOE Solution Guide
 - (How To Instructions)
- Templates
- Checklists
- Process flow Architectures views
- Joint Knowledge Online Course Instruction
 - (2-3 hour block with practical exercise)

Success Stories (C-TOC WHEM case study)



Participating Organizations
Main DHS (Plans, Ops & Policy Input)
USCG/CBP/USCIS/ICE/USSS
DOC (TTX 1)
DOD (NC, SC, NGB, JS J5, SOCOM-NCR)
DOJ (Criminal Div, DEA, FBI)
DOS (Pol/Mil with WHEM input)



More Success Stories

- Department of Homeland Security use of the UOE framework
 - Northern Border analysis - completed
 - Global Homeland Security Campaign Plan – current execution
 - Discussed in the National Planner's Course - ongoing
- DOD Stability Operations recommended the UOE be used to support analysis and Stability Operation planning efforts per (JROCM 172-13)
- Joint Forces Staff College, a component of the National Defense University
 - Discussed in the Joint Interagency Multinational Planner's Course (Elective)
- Joint Knowledge Online Course attended and completed by ~200 personnel DoD wide to date
- Joint Doctrine adopted UOE framework input into Joint Publication 3.0
- Currently being assessed for use by the Executive Committee Joint Program Office (JPO) for Assignment of National Security and Emergency Preparedness Communications Functions per (Executive Order 13618)

Questions



Unity of Effort Framework

Mr. Mike Tisdel
Cydecor, Inc.
mtisdel@cydecor.com
Comm. 757-203-5766

Mr. Ken Teske
Cydecor, Inc.
kteske@cydecor.com
Comm. 757-203-5796
Cell. 757-510-0915