



# **“Poly-Discipline Command and Transactional Command Authorities”**

Mr. Samuel R. Oppelaar Jr.  
CollaborX, Incorporated  
1755 Telstar Drive, Suite 120  
Colorado Springs, CO 80920

(719) 567-8825 (Office)  
(719) 930-8487 (Cell)

[sam.oppelaar.ctr@mda.mil](mailto:sam.oppelaar.ctr@mda.mil)  
[oppelaars@collaborx.com](mailto:oppelaars@collaborx.com)

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# Poly-Discipline Command & Transactional Command Authority

## *Purpose*

**Describe a “disruptive innovation” for organizing the Instruments of National Power to conduct “operations” across the global arena by:**

- ☐ **Introducing a new command structure**
- ☐ **Re-defining the context and meaning of “operations”**
- ☐ **Establishing a new paradigm of command authorities**

# Poly-Discipline Command & Transactional Command Authority

## *Presentation Overview*

- ☐ Problem Statement
- ☐ Background & Hypothesis
- ☐ The Global Environment
- ☐ Nature of “Operations”
- ☐ Describing the “End State”
- ☐ Planning & Enabling Globally-Oriented Operations
- ☐ Main Theme: Poly-Discipline Command Structure
- ☐ Future of Conducting Poly-Discipline Operations
- ☐ Summary: PDCS Pathway
- ☐ Way Ahead



# Poly-Discipline Command & Transactional Command Authority

## *Problem Statement*

*The reality of 21<sup>st</sup> Century conflicts, that are characterized by insurgencies, asymmetric threats, terrorism, and radical fundamentalism, requires a new conceptual foundation upon which the United States can apply the instruments of National Power to produce lasting coherent effects in the battle space*

# Background and Hypothesis

- ❑ Struggle for stability in Iraq
- ❑ 20<sup>th</sup> Century sequential application of Instruments of National Power (INP)
- ❑ The breach too wide...military operations-transition-nation building
- ❑ Defense Science Board Report
  - We need better planning within DoD for post-war
  - We need a stronger partnership between DoD & State
- ❑ Overwhelming need for new approach to planning for “operations” with end-state of rebuilding the conflicted nation after military action is completed
- ❑ How can we exploit inherent synergy of INP before, during, and after military force is applied?



# Background and Hypothesis

## Poly-Discipline Command Structure Hypothesis

**“The organization, constitution, and employment of a Poly-Discipline Command Structure (PDCS) will enable the United States INP to conduct coherent *operations* resulting in a seamless and effective transition from pre-crisis through operations, to end-state completion”**

# The Global Environment

## ❑ **Global Community...a state of change**

- Historical transformation of war-torn nations (Germany, Bosnia, Japan)
- National resolve of people to be free of despotism
- Collapsing distance and time with technological advances
- Globalization of economies, lifestyles, power, influence

## ❑ **Growth of Connectivity in the Global Community**

- Affects all aspects of societal progress, industry, and governments
- Axiomatic...growth firmly entrenched
- Results in principle that peoples, governments, economies, and militaries form an integral and variable power base in each state

## ❑ The 21<sup>st</sup> Century global fabric means the days of force-centric linear warfare are all but over

## ❑ 21<sup>st</sup> Century conflict more accurately described as “Operations” that accounts for the “Poly-Genetic” fabric of power in the global environment



# The Nature of “Operations”

## □ Context of “Operations”

- Closely interwoven fabric of societies and interdependence of nation-states
- Recent conflicts: rise of non-military elements of operations to dominance beyond threshold of military operations
- Iraq: Societal issues of economics, health, security, basic human needs and effective government...challenges in transition process
- Future Crises: uncertain global security landscape, evolving asymmetrical presentation of force
- Fabric of Power exists at various levels: requires US to address all dimensions of national power to achieve and create coherent effects

**“Late formation of DoD (Phase IV) organizations limited time available for the development of detailed plans and pre-deployment coordination...”**

**“Command relationships (and communications requirements) and responsibilities were not clearly defined for DoD organizations until shortly before Operation Iraqi Freedom commenced”**

**(Operation Iraqi Freedom, Strategic Lessons Learned, Sep 03)**



# The Nature of “Operations”

## ❑ Inter-Agency Process

- Not fully integrated prior to hostilities
- Military operations’ focus on Phase IV limited

**“On planning for the post-Saddam period, the interagency process, such as between the Pentagon and State Department, “was not fully integrated prior to hostilities.” Before the war, “Phase IV objectives were identified but the scope of the effort required to continually refine operational plans for defeat of Iraqi Military, limited the focus on Phase IV.”**

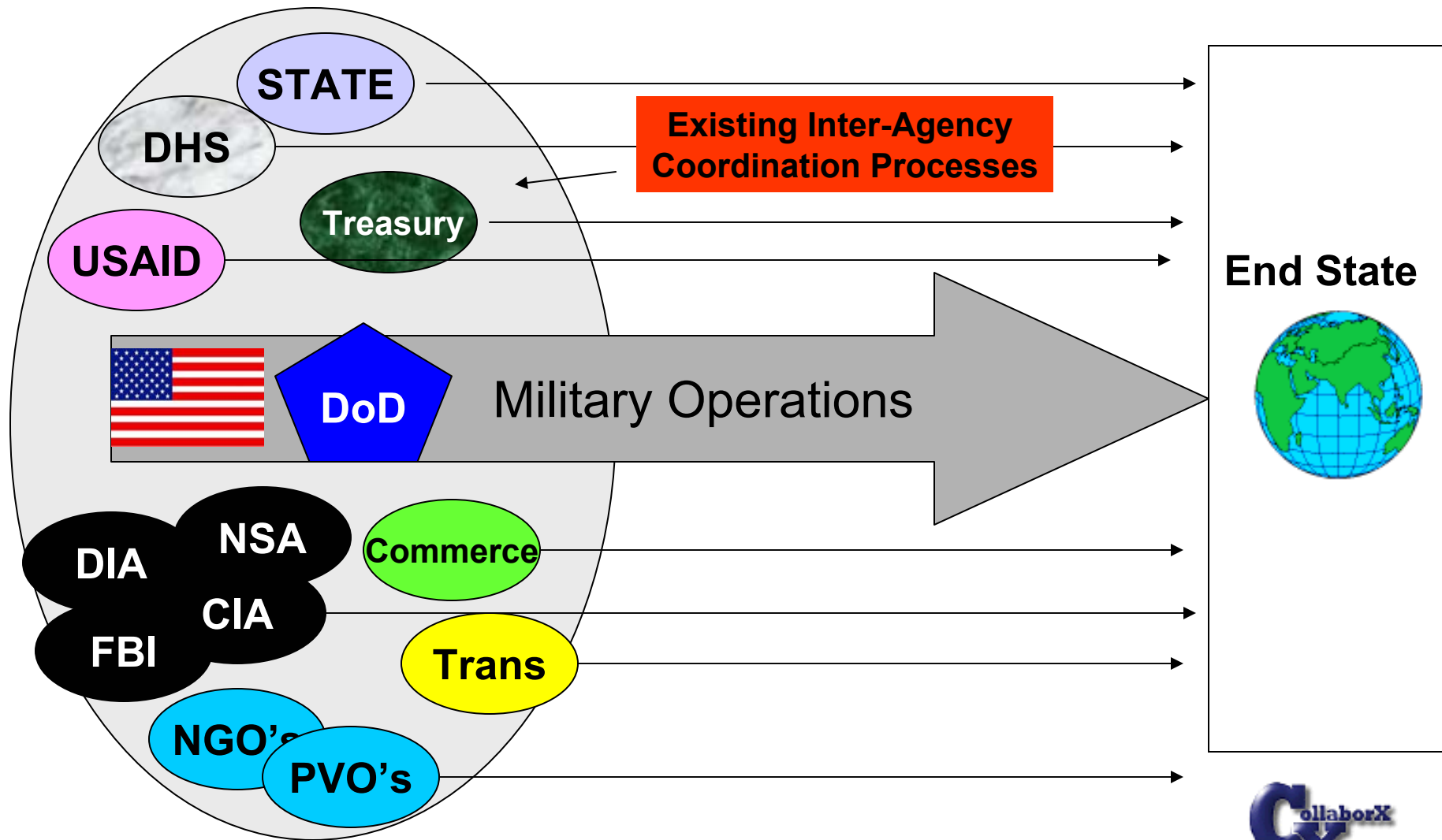
**(Operation Iraqi Freedom, Strategic Lessons Learned, Sep 03)**

- ❑ Our objective then is to: organize and plan to conduct operations where the inter-agency process is fully integrated prior to hostilities
- ❑ We need a seamless application and corporate delivery of Instruments of National Power

**Let’s Redefine “Operations”**

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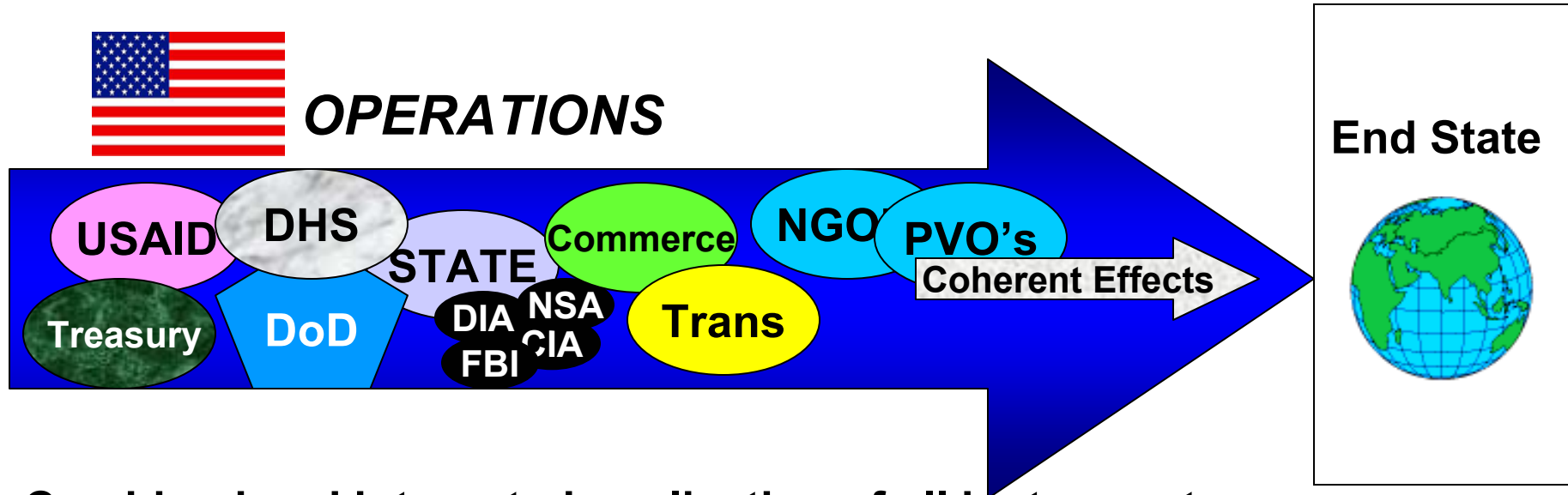
# Current: Instruments of National Power Working in Loose Confederation Toward an “End State”



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# Redefined “Operations”: Instruments of National Power Working Together Toward an “End State”



Combined and integrated application of all instruments of National Power in a singular coordinated plan to achieve and create effects against an adversary. Includes not just military force, but other government and non-government entities in planning, preparation, and execution from pre-crisis to post-transition stability.

Let's Describe the “End State”



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# Describing the “End State”

- ☐ Legacy task de-composition & Strategy-to-Task Model
  - Effectively separates application of military power in increasing doses at each lower level
  - De-composition of objectives drives toward military-centric solution
- ☐ Model is growing obsolete in the Information-Age Battlespace
- ☐ End-State must now be described in terms of globally connected environment
- ☐ Must be fully articulated in advance...not “ad-hoc” or after-thought
- ☐ “Operations” must address entire power fabric of target nation
- ☐ Military instrument alone is insufficient to address all components of the power fabric
- ☐ Requires new organizational concepts to accomplish



# Planning and Enabling Globally Oriented Operations

- ❑ “Operations” against future adversaries will be conducted through a fully integrated application of National Power fabric
- ❑ Military instrument is only one component
- ❑ Focus of Regional Combatant Commanders (RCC) is on combat operations
- ❑ RCC’s have inter-agency presence, primarily as liaisons from home agencies (operating outside Title 10 authority)
- ❑ To conduct “Operations”, we’ll need Congressionally-mandated authority to plan and commit resources
- ❑ Objective: push power of interagency planning to strategic and operational levels for best exploitation of synergy
- ❑ Globally-Oriented Operations: actions taken in one AOR have intrinsic impact on the spectrum of world affairs (Pol, Economic, Business, Commerce, Health & Welfare, State Security)
- ❑ Must start with and follow through to the “End State”, seamlessly with a coherent application of poly-discipline power

How do we do it?....PDCS

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# Main Theme: Poly-Discipline Command Structure

## □ What must PDCS accomplish?

- Provide authority to commit resources across agencies, power structures, and organizations that constitute national power fabric
- Establish a coherent plan to define and achieve the “end-state”
- Operate as a single focused team with full force of military component as the predominant coercer and deterrent enforcer
- Have direct, collaborative, and uninterrupted connectivity at the appropriate levels within the parent entities



# Main Theme: Poly-Discipline Command Structure

## ❑ PDCS Characteristics

- Based on “front-loading” essential capabilities to establish and maintain a transitional administration post-”operations”
- Total force of Military, Inter-Agency, and supporting organizations constituted well in advance of crisis or intervention
- Routinely operates as a synergistic unified entity for planning, collaborative coordination, preparation, and execution of operations
- Command Structure constructed with all INP resident within command structure at the outset
- Regional Operating Force is not just military...but a “Poly-Discipline” organization well suited to apply power across the continuum of transition (Pre-crisis, crisis, conflict, reconstitution)



# Main Theme: Poly-Discipline Command Structure

## ❑ PDCS Actions

- Creates a “Regional Command” of government and non-government power sources
- Operates with Congressional mandate to conduct “Operations”
- Applies “Poly-Discipline” power to achieve coherent effects from start to end state
- Employs internal transitions of INP focus in response to operational situation
- Executes operations under POTUS authority
- Consists of “Force Packages” from all Poly-Discipline components
- Goal is to fully integrate transition/stability operations at the “front end” of an operation

## ❑ PDCS Leadership

- Civilian Command Authority appointed by POTUS, confirmed by US Senate
- Military Command Authority equivalent to Regional Combatant Commander

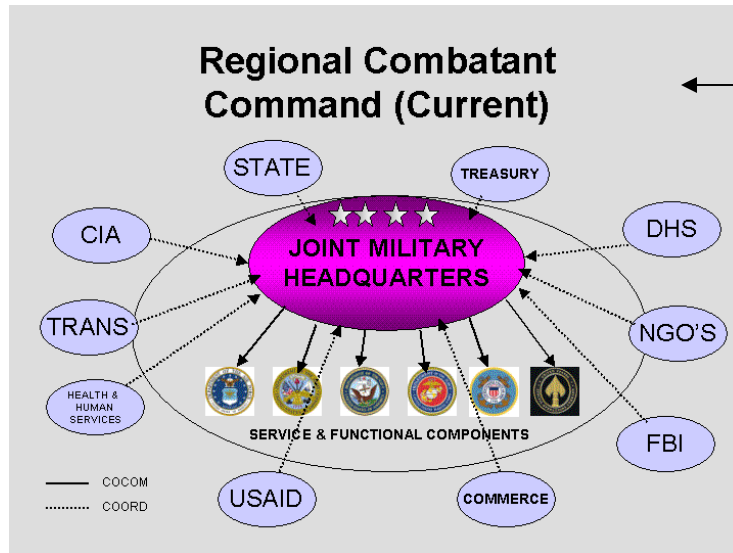
**PDCS Graphic**



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# Poly-Discipline Command Structure

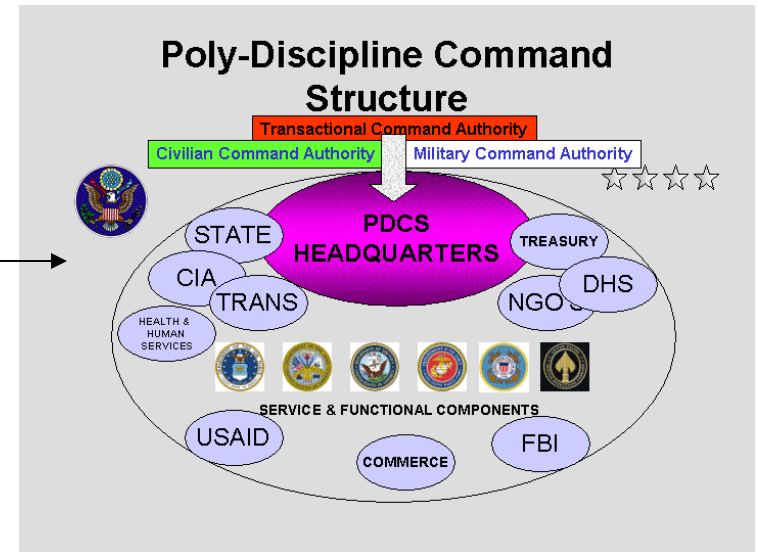


## Depiction of existing RCC Structure

- Military Centric
- Other agencies outside the circle

## PDCS

- Uses Transactional Command Authority
- All elements of power fabric are inside the circle
- Produces Regional Operations Plan
- Executes “Operations” as a single team



# Transactional Command Authorities

## ☐ PDCS Command Arrangement

- New understanding of command authorities: Different from traditional COCOM, OPCON, TACON
- PDCS requires enacting legislation
- New command relationships and designations reflect the core of operational responsibility across a continuum of transition
  - Either the Civilian Command Authority (CCA), or
  - The Military Command Authority (MCA) will be vested with:
  - TRANSACTIONAL COMMAND AUTHORITY (TCA)



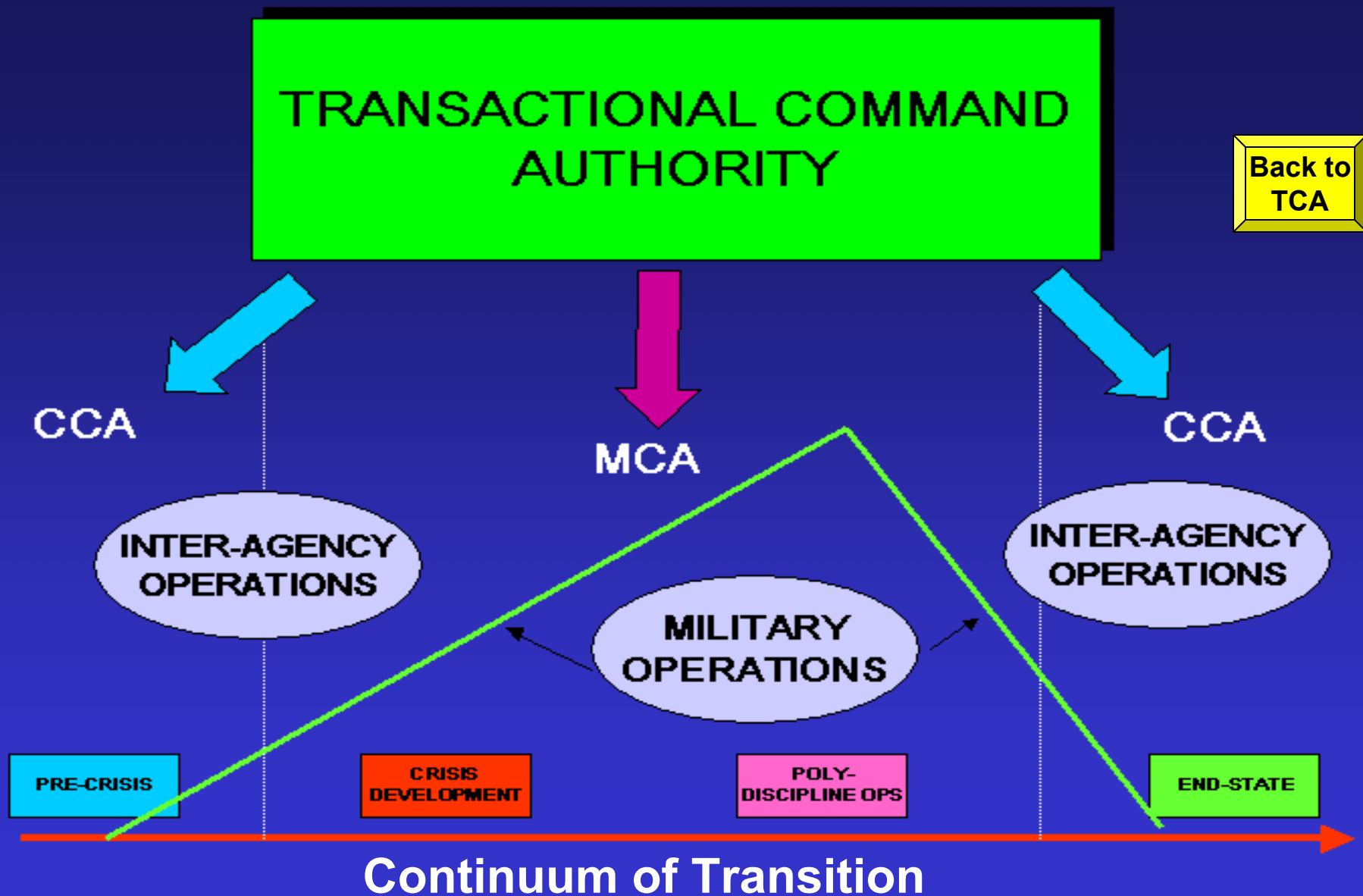
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- ☐ TCA is granted and directed by POTUS
- ☐ TCA exercises command and control over entire Regional Command
- ☐ TCA passes to the MCA when military force is applied
- ☐ TCA passes back to CCA upon completion of military force
- ☐ (TCA is related to “supporting/supported” command relationships)

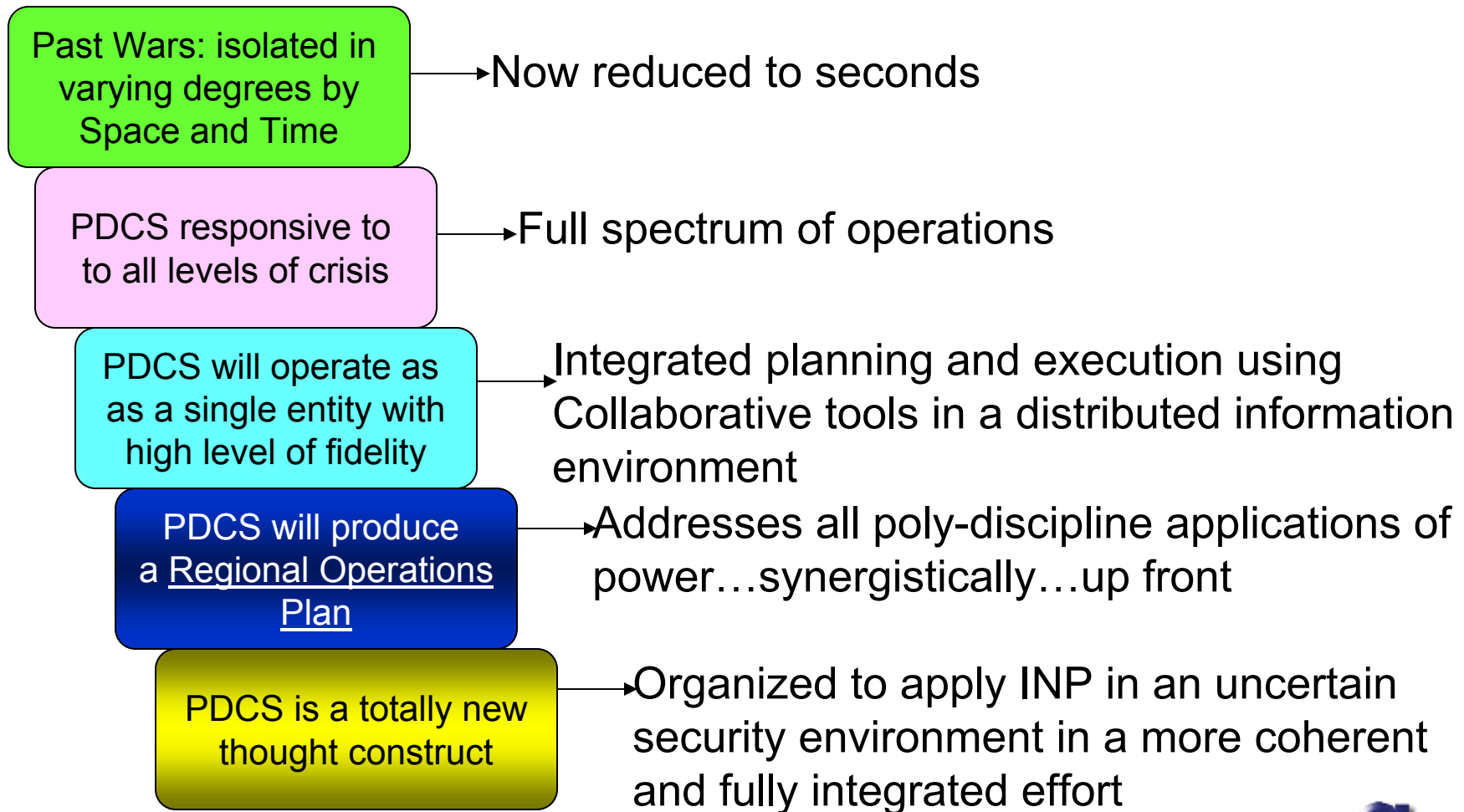


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# Transactional Command Authorities



# Future of Conducting Poly-Discipline Operations



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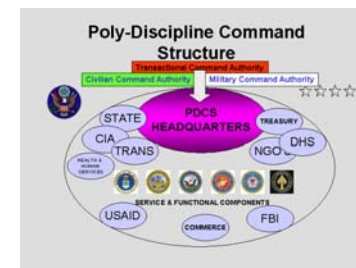
# Future of Conducting Poly-Discipline Operations

This extract from *Inside the Pentagon* refers to JFCOM development of Future Operational Concepts. It foreshadows “operations” of future, and The last line tells us what has to get done.

The future joint force will operate in an uncertain and complex threat environment...to do so, the force will need to “leverage knowledge-based warfare, rapidity in decision-making and execution, and a culture dedicated to creating and exploiting opportunities”...Moreover, success at the operational level will depend on the “coherent application of joint, interagency and coalition power to achieve unity of purpose and action”

Keith J. Costa, Inside the Pentagon, Pentagon Officials Draft Joint Operating Concepts for Future Missions, (Ref USJFCOM), Jul 03.

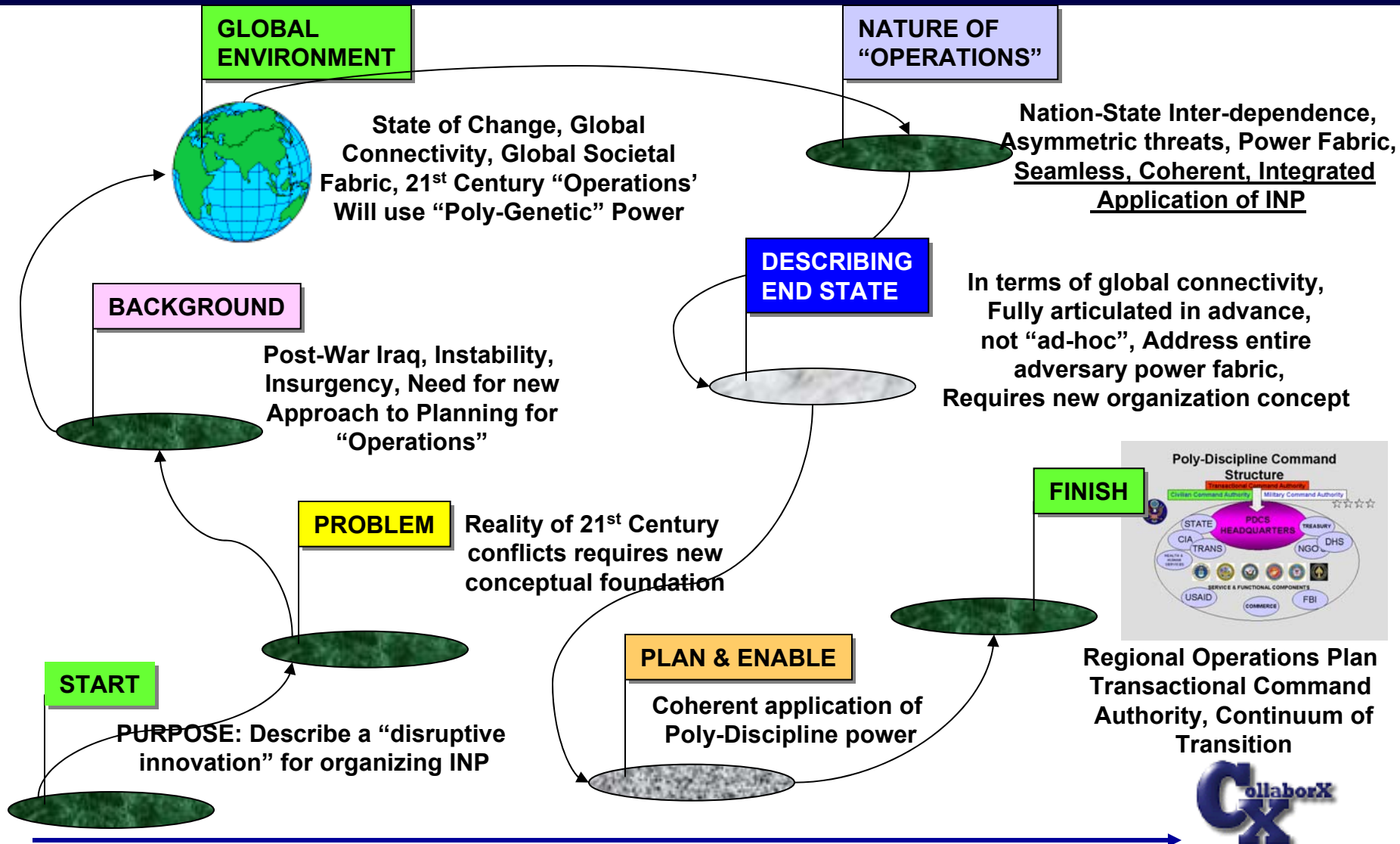
The PDCS described in this presentation provides a structure and method to do that.



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# Summary

## The Poly-Discipline Command Structure Pathway



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**Continue exploration of the PDCS concept through Joint Experimentation as it relates to emerging operating concepts, using PDCS as a new core capability in a simulated crisis or conflict scenario.**



# Questions





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CollaborX, Incorporated  
1755 Telstar Drive, Suite 120  
Colorado Springs, CO 80920

(719) 567-8825 (Office)  
(719) 930-8487 (Cell)

[sam.oppelaar.ctr@mda.mil](mailto:sam.oppelaar.ctr@mda.mil)  
[oppelaars@collaborx.com](mailto:oppelaars@collaborx.com)

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# Back-up Slides

# PDCS Command Authorities Descriptions

## Transactional Command Authority

**TCA** describes the authority of the senior United States military or civilian official designated by the President to exercise command over all US instruments of national power made available to the Regional Command. TCA grants planning, coordinating, and operational authority to exercise and employ instruments of national power in the form of Poly-Discipline Force Packages assigned to the regional command. TCA is transitory and will be assigned to either the Military Command Authority (MCA) or Civilian Command Authority (CCA) according to the geo-political and military situation. In general terms, TCA would rest with the CCA in peacetime and be assigned to the MCA as crisis develops and military intervention is needed.



# PDCS Command Authorities Descriptions

## Military Command Authority

**MCA** describes the authority of the regional military commander to organize and employ joint military forces assigned to the Regional Command to conduct and support operations. The regional military commander maintains MCA. MCA is the authority granted by law to conduct military operations as directed by the President. The MCA assumes Transactional Command Authority by direction of the President of the United States.

# PDCS Command Authorities Descriptions

## Civilian Command Authority

**CCA** describes the authority of the regional civilian counterpart of the military commander to plan, organize, and apply all non-military instruments of national power made available to the Regional Command in the form of Poly-Discipline Force Packages. The CCA maintains command authority over all non-military force capabilities assigned to the Regional Command. The CCA assumes Transactional Command Authority by direction of the President of the United States.