“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.
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**
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 — Realizing Unified Action
CCRP, 16th ICCRTS
21-23 Jun 2011

COL (Ret) Richard Pedersen
Mission Command Center of Excellence
Mission Command Battle Laboratory
I. Mission command is the conduct of military operations through decentralized execution based on mission orders.

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.

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.

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, 16th 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.

This is absolutely not to suggest the military should increase its non-military capabilities at the expense of its military core competencies.

Quite the contrary, the military must maintain its military competencies, but must now add certain non-military competencies.

Means

Diplomatic

Informational

Military

Mission Command
Maneuver/Movement
Intelligence
Protection
Fires
Sustainment

Economic

Ways

Ends

Political Conditions

Military Conditions

Economic Conditions

Social Conditions

Infrastructure Conditions

Informational Conditions

Combat operations, Shajoy, Zabol Province

Cdr, RC-South

Cdr, CJTF76

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

**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.

**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) …

<table>
<thead>
<tr>
<th>Movement &amp; Maneuver</th>
<th>Fires</th>
<th>Intelligence</th>
<th>Protection</th>
<th>Sustainment</th>
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</thead>
</table>

Command Echelons

Mission command is the bond that integrates warfighting functions

Commanders blend the art of command and the science of control to integrate WFFs to accomplish the mission.
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.
The mission command unified action function enables and integrates WFFs amongst themselves and with functions governing diplomatic, informational, and economic powers. Mission command is the bond that integrates warfighting functions amongst themselves and with functions governing the other instruments of power.
## Develop Practicable Unified Action Functions (UAFs)

<table>
<thead>
<tr>
<th>Production &amp; Trade</th>
<th>Industrial Base</th>
<th>Finance</th>
<th>Agriculture</th>
<th>Health &amp; Education</th>
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<tbody>
<tr>
<td>Movement &amp; Maneuver</td>
<td>Strategic Communication</td>
<td>Strategic Communication</td>
<td>Governance Building</td>
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<tr>
<td>Cyber/Electromagnetic</td>
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<td>Aid &amp; Assistance</td>
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<tr>
<td>Strategic Engagement</td>
<td>Governance Building</td>
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<td>Information Management</td>
<td>Knowledge Management</td>
<td>Aid &amp; Assistance</td>
</tr>
</tbody>
</table>

### Strategic Engagement (SE)
- The related tasks and activities that enable effective relationships with relevant foreign nation actors to promote & progress U.S. goals and objectives.

### Cyber/Electromagnetic (C/EM)
- The related activities that seek to seize, retain, and exploit advantages in and through cyberspace and the electromagnetic spectrum.

### Movement & Maneuver (M2)
- The related tasks and systems that move forces to achieve positional advantage in relation to the enemy.

### Production & Trade (P&T)
- Related tasks and systems that enable U.S. aid and assistance to influence a foreign country’s production and trade systems and capacity.

### Fires
- The related tasks and systems that provide collective and coordinated fires and C2 warfare, including nonlethal fires, thru the targeting process.

### Intelligence (Intelligence)
- The related tasks and systems that facilitate understanding of the operational environment, enemy, terrain, and civil considerations.

### Protection (Prot)
- The related tasks and systems that preserve the force so the commander can apply maximum combat power.

### Agriculture (Agric)
- The related tasks and systems that enable U.S. aid and assistance to influence a foreign country’s agricultural systems and capacity.

### Health & Education (H&E)
- The related tasks and systems that enable U.S. aid and assistance to influence a foreign country’s health and education systems and capacity.

### Strategic Communication (SC)
- The related inform & influence activities that enable efforts to inform U.S. and foreign audiences to be integrated & synchronized with other pertinent actions.

### Information Sharing (IS)
- The related tasks, systems, procedures & agreements that enable coordinated information access between & amongst agencies whose missions require it.

### Information Management (IM)
- The related tasks, systems, & procedures employed to collect, process, display, store & protect information while optimizing access by all with a need.

### Knowledge Management (KM)
- The related tasks and systems that create, organize, apply, and transfer knowledge to facilitate situational understanding and decision-making.

### Monitor and Report (M&R)
- The related tasks and activities of monitoring and reporting on a foreign nation’s conditions and developments.

### Negotiations (Neg)
- The related tasks and activities that enable effective dialogue with relevant foreign nation actors to devise mutually acceptable dispute resolutions.

### Aid and Assistance (A&A)
- The related tasks and activities that enable foreign aid and assistance to a foreign nation consistent with and supportive of U.S. interests.

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

**Means**
- Diplomatic
- Informational
- Economic

**Ways**
- Lead
- Understand
- Visualize
- Describe
- Direct

**Ends**
- Political Conditions
- Military Conditions
- Economic Conditions
- Social Conditions
- Infrastructure Conditions
- Informational Conditions
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.
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.

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.


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
