

## Unity of Effort Framework

1. **Synopsis:** The presentation provides the background on JS J7, US Northern Command (USNORTHCOM), and US Southern Command (USSOUTHCOM) efforts to improve unity of effort in deliberate planning for complex interagency missions by developing a Unity of Effort Framework (referred to as the “Framework” throughout this paper). The presentation provides the background and overview of the Framework, along with a definition for Unity of Effort and a review of inhibitors to unity of effort used to evaluate the Framework utility. The project used a case study approach. The topic of the case study was Combating Transnational Organized Crime and is summarized in the presentation as an example of the Framework application. JS J7 is currently staffing a Solution Guide and Joint Knowledge Online course for the Unity of Effort Framework.
2. **Background:** In current and future operational environments, the Joint Force must be adaptable and work closely with civilian agency partners. The Unity of Effort Framework project was designed to evaluate and develop a potential solution that allows Combatant Commands (CCMDs) to improve unity of effort with civilian agencies in planning for complex operations.

**Problem:** Within DOD and across the USG, there is no doctrinal planning framework or mandated planning process for achieving *unity of effort* in steady state or deliberate planning at the theater or regional level. This is a problem for Combatant Commands that need a consistent and institutionalized approach to plan military support to civilian agencies and improve unity of effort towards meeting national and strategic objectives.

USNORTHCOM in partnership with USSOUTHCOM proposed a Framework as a solution to improve unity of effort for planning complex interagency national challenges at the operational/regional theater campaign level. The project was approved for JS J7 to lead the solution evaluation and implementation in October 2011 and the project is in final stages of completion.

The primary objective of the project was to evaluate the extent to which a framework enhances/improves unity of effort within DOD (across CCMDs) and across the interagency. The focus of the Framework is to improve unity of effort for steady state, phase 0 planning at the theater/regional level. The Framework provides a way to visualize components of complex interagency missions and promotes improved understanding of interagency interrelationships for a given operating area based on roles, responsibilities and authorities. It helps to identify opportunities amongst USG organizations for improved coordination and synchronization, and in so doing, it helps focus similar efforts towards achieving national goals and objectives.

3. **Solution Description:** The Unity of Effort Framework is designed to facilitate, inform, and improve unity of effort for the Joint Force and set the stage for planning synchronization. This includes unity of effort within a Department, such as DHS and DOD as well as across the US interagency.

The Framework consists of:

- Instructions and methods to develop interagency consensus and common understanding of the problem space
- Templates that provide a visualization of the problem space
- Definitions and Terms of Reference that support interagency unity of effort
- Formats for capturing data, points of contact, roles, responsibilities, and authorities

Application of the Framework provides results that include:

- Identification of common objectives, common categories of effort (elements of national power), common view of the geographic operating environment.
- Identification of lead and contributing organizations for each objective and operating area based on categories of effort.
- Identification of key intersections that require additional detailed information sharing.
- Selected key intersections to examine planning gaps, seams, and opportunities for interagency partnerships

The Framework products include a Solution Guide and Joint Knowledge Online Course that will be published by the Joint Staff J7.

Implementation of the Framework will continue in FY13 with additional applications. A proposal has been initiated to automate the Framework and DHS is using the Framework to aid in development of their Global Campaign Plan.