

**Insights and Best Practices
Focus Paper**

**Integration of Lethal
and Nonlethal Actions**

Third Edition

**Deployable Training Division
Joint Staff J7**

May 2016

Approved for public release; distribution is unlimited

This Insights and Best Practices Focus Paper on “*Integration of Lethal and Nonlethal Actions*” is written by the Deployable Training Division (DTD) of the Joint Staff J7 and released by the J7 Deputy Director for Joint Training.

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Scope of paper: -- Focused on integrating lethal and nonlethal actions

- Importance of the early integration of lethal and nonlethal actions.
- Link between design, planning, and targeting.
- Synchronizing staff efforts: organization and battle rhythm.

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Related Insights and Best Practices Papers: Recommend the following focus papers for related coverage: “*Design and Planning*,” “*Communication Strategy and Synchronization*,” and “*Joint HQ Organization, Staff Integration, and Battle Rhythm*.” These and other DTD focus papers are accessible at the websites below. Also recommend JP 3-09 (Joint Fire Support), JP 3-60 (Joint Targeting), and the Joint Force HQ training site on the Joint Electronic Library Plus (select the Training tab).

Terminology and Acronyms: Numerous military acronyms and organizational names are used in this paper. They are defined in the glossary.

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PREFACE

This paper shares challenges, options, insights, and best practices for integrating lethal and nonlethal actions as introduced in Joint Publication 3-0 (Joint Operations) and Joint Publication 3-09 (Joint Fire Support). Design, planning, and targeting constitute overarching integrating processes used to support decision making in headquarters and are well suited to form the basis for integrating lethal and nonlethal actions. The planning of lethal and nonlethal actions is inseparable, as these actions can complement each other and create dilemmas for opponents.

“...for the longest time we kept these lethal and nonlethal fires separated and compartmented and did not fully realize the interdependencies. As we all know, this is an area to be synchronized...”
- Senior Flag Officer

This paper may be beneficial to three main audiences:

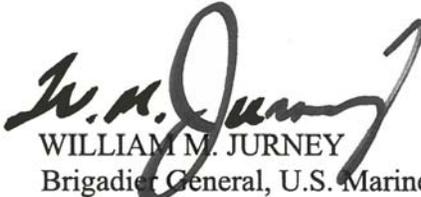
- CCMD and JTF Chiefs of Staff as they determine how to organize staff efforts.
- The J3 and J5 to define the responsibility to integrate lethal and nonlethal actions across the staff early in the planning process.
- Joint Fires Elements and Information Operations staffs to integrate these efforts.

Five key insights underlie the paper:

- ***Integrate lethal and nonlethal actions up front*** in the design and planning process.
- ***Actively seek out mission partners*** in assessment, planning, targeting, and execution.
- ***Synchronize designated actions as appropriate at the strategic and operational level to avoid effects fratricide***; delegate detailed tactical-level synchronization to subordinates.
- ***Clearly define scope of staff responsibilities*** for planning and integration of lethal and nonlethal actions.
- ***Tailor HQ operational structure and processes*** according to the anticipated scope and integration of lethal and nonlethal actions expected in the operations.

This paper builds upon the existing body of focus papers developed by the Joint Staff J7 Deployable Training Division (DTD). These unclassified papers are approved for public release and found on the site noted on the inside front cover.

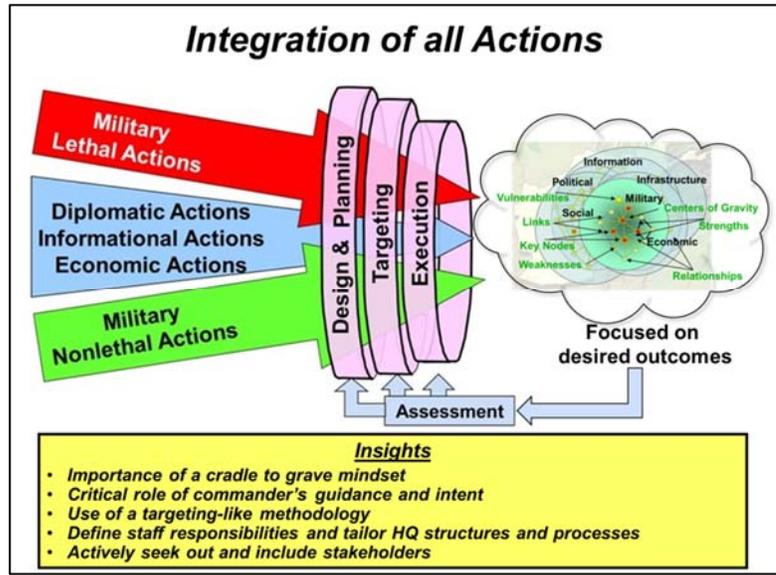
We want to capture your thoughts, solutions, and best practices as you think, plan, and work your way through operational challenges. Please pass your comments to DTD’s POC, COL (Ret) Mike Findlay. Email: js.dsc.j7.mbx.joint-training@mail.mil.



WILLIAM M. JURNEY
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1.0 EXECUTIVE SUMMARY. The last 15 years of operations has underscored the benefit of integrating all available nonlethal and lethal actions to achieve desired outcomes (see below figure). Experience has demonstrated the importance of integration of nonlethal actions occurring early on during design and planning rather than only being an add-on during targeting and execution activities. The planning of lethal and nonlethal actions is inseparable. We have also seen the importance of working with our mission partners in a whole-of-government(s) approach to fully leverage the broader DIME enterprise. Therefore, it is important to actively seek out and include our mission partners and stakeholders in our assessment, design, planning, targeting, and execution while also supporting their planning and execution.



We see commanders tailoring the HQ organizational structure and processes according to the anticipated scope and integration of lethal and nonlethal actions expected in the operation. Steering Groups and/or Synchronization Boards can be used where necessary to facilitate integration prior to decision boards. It is also necessary to clearly define the scope of staff responsibilities for planning and integration of lethal and nonlethal actions to ensure unity of effort and coherency of planning. This includes establishing roles and responsibility in the J3 and/or J5 for leading this staff synchronization.

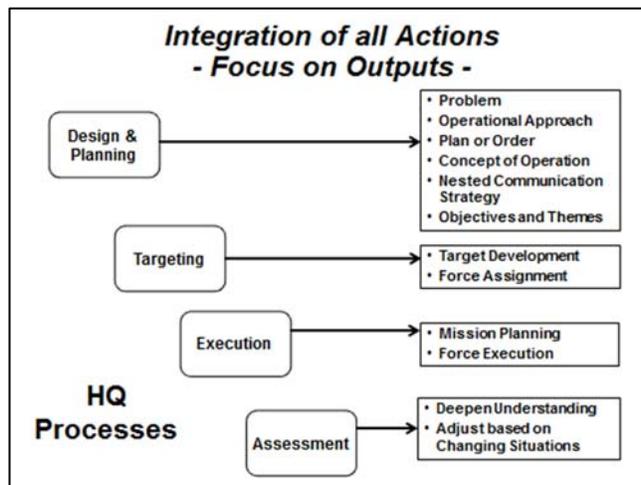
Insights:

- Identify desired effects (or outcomes) up front to provide the basis for subsequent development of lethal and nonlethal actions.
- Integrate lethal and nonlethal actions up front in the design and planning process rather than “adding on” nonlethal actions at the end.¹
- Actively seek out and include mission partners in your assessment, planning, targeting, and execution while also supporting their planning and execution.
- Ensure crosstalk within the staff and with other agencies to improve synchronization.
- Synchronize designated actions as appropriate at the strategic and operational level to avoid “effects” fratricide. Delegate detailed tactical-level synchronization as appropriate to subordinate units and other mission partners.
- Use a “targeting-like” methodology to develop and coordinate specific nonlethal actions (e.g., KLE) much like developing and coordinating lethal fires.
- Clearly define scope of staff responsibilities for planning and integration of lethal and nonlethal actions to ensure coherency of planning. Clarify J3 and J5 responsibilities for staff synchronization.
- Tailor the HQ organizational structure and processes according to the anticipated scope and integration of lethal and nonlethal actions expected in the operation. Use crosstalk, working groups, steering groups, and/or synchronization boards as appropriate to ensure integration at the lowest possible level.

¹ See also the DTD *Design and Planning* focus paper (July 2013). URL located on the inside front cover.

2.0 OVERVIEW: LETHAL AND NONLETHAL ACTIONS.

Description and Need for Integration. Lethal and nonlethal actions can complement each other and create dilemmas for opponents. Thus planning of lethal and nonlethal actions is inseparable.² The last 15 years of operations has heightened attention on many of the nonlethal actions necessary in today's environment. Military activities like key leader engagement (KLE), cyberspace operations, military information support to operations (MISO), public affairs, reconstruction, civil military operations (CMO), and integrated financial operations (using money as a weapon system) are extremely important to success, at times designated as lines of effort, and are often intrinsically tied with other "DImE" efforts. It is still worth noting, however, that nonlethal actions such as KLE and MISO may require "operational patience" to produce desired effects. In addition, Commanders and staffs are also placing greater emphasis on understanding the environment and the many audiences within the operational area, across the broader region, and even around the world. Each audience has its own beliefs and perspectives which influence how they perceive our actions and words, often in ways we may not anticipate.³



We see operational headquarters using a "cradle to grave" mindset to develop and integrate lethal and nonlethal actions to achieve desired outcomes. They are thinking integration from the beginning; from design, through planning, to further refinement via a targeting-like process, including synchronization of designated actions (see figure), execution, and feedback through an effective assessment process.⁴

We have seen:

- Increased attempts by many commands to understand the environment and audiences as they think through how to inform or influence the human population and adversary.
- Inclusion of lethal and nonlethal design and planning activities in the J35 and J5.
- Long range planning of nonlethal development and information-related capabilities (IRCs).
- Consideration as to the use of nonlethal means (including cyberspace operations) as the primary option in many situations, including shaping and deterrent options.
- Use of a targeting-like methodology to guide detailed development of lethal fires and nonlethal activities such as CMO, KLE, and MISO.
- Much better synchronization of lethal and nonlethal actions.
- Assessment to deepen understanding and enrich guidance and intent.

"We must practice and rehearse the integration of lethal and nonlethal targeting long before we execute. It is very difficult to master the lethal/nonlethal integration process during a one-week training exercise and nearly impossible to replicate long-term nonlethal effects and measure/assess the impact of those effects to inform the commander as to whether or not they are accomplishing his/her objectives."
- Senior Flag Officer

² This topic is further addressed in other DTD focus papers, specifically: *Design and Planning*, *Assessment*, and *Interorganizational Coordination*. See URL on the inside front cover to access these papers.

³ This topic is further addressed in the *Communication Strategy and Synchronization* focus paper.

⁴ We informally address design, planning, targeting, execution, and assessment as processes/efforts for ease in reading. Additionally, we also interchangeably use targeting terms such as cycle and methodology.

Design, Planning, and Targeting. Design, planning, and targeting constitute overarching integrating processes used to support decision making in HQ and are well suited to form the basis for integrating lethal and nonlethal actions. Design focuses on understanding the operational environment and the problem, and development of an operational approach that underpins subsequent planning. Planning focuses on solving the problem through development of detailed plans and concepts of operation. Targeting enables selecting and prioritizing targets and matching the appropriate lethal and nonlethal responses to them. We find commander’s guidance and intent, as developed in design and planning, largely drives targeting. The commander provides guidance on his objectives, priorities, and what effects lethal and nonlethal fires/actions should have on the enemy (e.g., deny, disrupt, delay, suppress, neutralize, destroy, or influence).

The communication strategy is part of the Commander’s overall strategy, and guides and regulates communication efforts, not as a separate effort, but as an integral part of the design and planning effort. It coordinates and aligns the thoughtful use of spoken and written words in coordination with the deliberate application of lethal and nonlethal actions. Therefore, it must be closely aligned with the command’s targeting process as well.

We have observed commands execute nonlethal fires (offensive cyber operations, specific MISO messages, and offensive space control operations) via the same joint targeting cycle used to execute lethal fires. The prosecution of these nonlethal targets adheres to the principles and requirements outlined in joint doctrine and Chairman of the Joint Chiefs of Staff Instructions for lethal targeting.

Some lethal actions (e.g., force employment actions such as raids) and nonlethal actions (e.g., force employment actions such as MILDEC, KLE, CMO) may not be planned and executed through the command’s targeting cycle; however, we have seen commands use a targeting-like methodology to help determine and guide the planning and development of these activities. Staffs use the principles and methodologies outlined in the various targeting processes (the joint targeting cycle; the decide, detect, deliver, and assess (D3A) process; find, fix, finish, exploit, analyze, and disseminate (F3EAD); or even the observe, orient, decide, act (OODA) loop) to facilitate selecting and

prioritizing a broad range of “targets” and matching the appropriate lethal and nonlethal actions to them. We have found the concept of a targeting-like methodology to be understood throughout the Joint Force; however, staffs must be cognizant that organizations outside the military planning realm (e.g., DoS) may not understand what we mean.

Joint Targeting – Terminology

Target: An entity or object that performs a function for the adversary considered for possible engagement or other action.

Targeting: The process of selecting and prioritizing targets and matching the appropriate response to them, considering operational requirements and capabilities.

Joint Targeting: A fundamental task of the fires function that encompasses many disciplines and requires participation from all joint force staff elements and components, along with various nonmilitary agencies. Its primary purpose is to integrate and synchronize joint fires into joint operations by utilizing available capabilities to create a specific lethal or nonlethal effect on a target.

Joint Targeting Cycle: A six phase, iterative process that methodically analyzes, prioritizes, and assigns assets against targets to create effects that achieve stated objectives

Maneuver: Employment of forces in the operational area through movement in combination with fires to achieve a position of advantage in respect to the enemy.

Fires: The use of weapons systems or other actions to create specific lethal or nonlethal effects on a target.

– Joint Pub 1-02, Joint Pub 3-09, and Joint Pub 3-60

Some examples of these actions are:

- Lethal actions: Force employment actions, such as offensive operations, raids, and clearing operations; and fires such as artillery, mortars, air, and naval surface fire support.
- Nonlethal actions: Force employment actions, such as presence, deception, ruses, and demonstrations; and electronic warfare, offensive cyberspace operations, area denial, and disruption operations.
- Some commands include the following as part of nonlethal fires: KLE, MISO, CMO, emergency services, and reconstruction. Others identify them, as we do in this focus paper, as “nonlethal activities or actions.”

As noted in the box on the previous page, joint doctrine defines targeting as “the process of selecting and prioritizing targets (i.e., an entity or object that performs a function for the adversary considered for possible engagement or other action) and matching the appropriate response to them, considering operational requirements and capabilities.”⁵ Fires is defined as “the use of weapon systems or *other actions* to create specific lethal or nonlethal effects on a target.”⁶ The nature of the target or threat, the METT-TC conditions, and desired outcomes determine whether actions need to be lethal or nonlethal.

The force is continuing to expand its interpretation of the terms “target” and “targeting” to address the important nonlethal aspect of informing and influencing people. Inherent within this expansion is a focus on informing and influencing numerous friendly and neutral audiences which may include local host nation leaders and population. These individuals or groups could be “nominated target audiences” within a more expanded, nonlethal inform and influence engagement viewpoint. We have seen commands apply targeting concepts, such as target lists, to approve and prioritize shaping and influence activities.

A traditional lethal-focused perspective of the terms target and targeting may result in a perspective that the above “friendly and neutral audiences” are not “lawful targets” under the Law of War and outside the bounds of approved rules of engagement (ROE). This “lethal-focused” perception of targets and targeting is long-standing and difficult to overcome with other agencies, stakeholders, and coalition partners.⁷

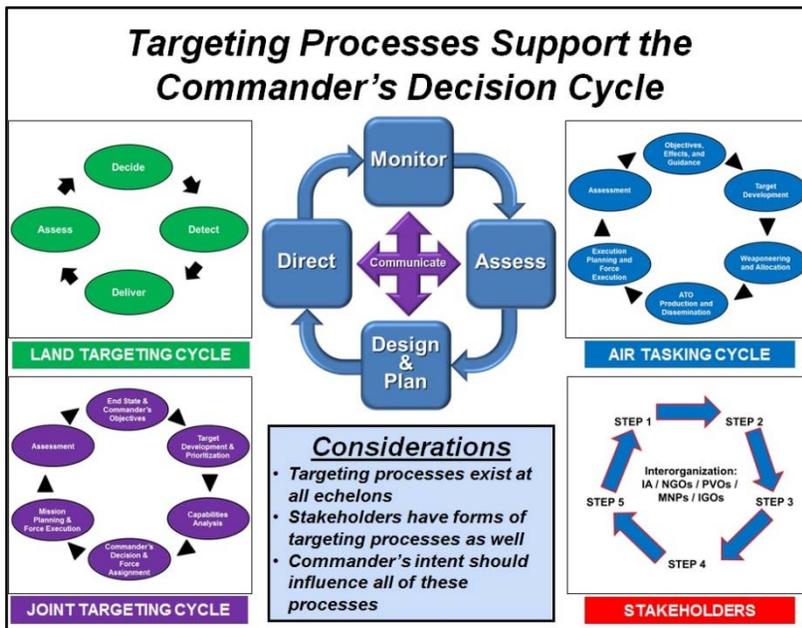
“We changed the name of our Joint Targeting Board to “Nonlethal Targeting Board.” This enabled a more holistic unity of effort across the D, I, M, E and better understanding of the PMESII environment.”
- Senior Flag Officer

We have found that commanders and their staffs realize this dilemma. They opt to either more clearly define what they mean by a “target” (as including inform and/or influence targets) or they classify these “friendly and neutral audiences” differently as just an audience, but not “*target audiences*,” to avoid any lethal-focused perception while still using a targeting-like methodology to determine how to best inform and/or influence them. In either event, as nonlethal inform and influence engagements expand within the traditional targeting-like methodologies, the means by which those engagements are conducted must be reviewed to ensure the commander does not employ improper methods for specific audiences and effects. The review of these nonlethal engagements is similar to lethal targeting reviews under Law of War and ROE, but may include different domestic and international laws applicable to nonlethal engagements. This may ultimately require the commander to take a broader approach, opting to request assistance from other U.S. government agencies, in order to carry out some nonlethal engagements.

⁵ Joint Chiefs of Staff, *Department of Defense Dictionary of Military and Associated Terms*, Joint Pub 1-02, [Washington, DC: 8 November 2010 (As Amended Through 15 February 2016)], p 236.

⁶ Joint Chiefs of Staff, *Joint Fires Support*, JP 3-09, (Washington, DC: 14 December 2014), p I-3.

⁷ See *Authorities* focus paper dated July 2013. See URL on inside of front cover to access this paper.



Targeting Processes. Commanders and their planners in the J35 and J5 are central to effective early-on integration of lethal and nonlethal actions through guidance and operational framework planning actions. We have seen effective integration of targeting-like processes supporting planning in many of the operational headquarters to integrate both lethal fires and other nonlethal actions. The commander’s decision cycle and the targeting cycle/processes (see figure) are fully integrated and inform each other. The iterative steps of the targeting cycle (whether it is a joint, land, or other doctrinal

targeting or planning cycle) supports operational planning and execution with a comprehensive, iterative, and logical methodology for employing joint targeting to support achievement of objectives. We find that staffs in many HQ use attributes of both the planning process and targeting cycle to plan and coordinate various nonlethal actions such as KLE, MISO, CYBER, and MILDEC.

We also find that the decision cycle and joint targeting cycle are effectively postured to guide subordinate service-unique targeting cycles and mission partner processes depicted in the earlier figure.⁸ The joint

targeting process allows component commanders to plan, coordinate, and employ organic fires and fire support in their areas of operation (AOs) nested within the joint force HQ concept.

DTD Observation:
 USSTRATCOM analyzes all the lethal and nonlethal capabilities resident in its Joint Force Component Commands within its Joint Targeting Cycle to provide the Commander multiple options to support all phases of operations.

Insights:

- Operational HQ view lethal and nonlethal actions much more holistically than a solely “lethal fires” view. They recognize the need to integrate all actions - including maneuver, civil-military, inform and influence activities, and other “DIME” actions in addition to traditional “lethal fires” actions.
- The nature of the audience, target, or threat, the METT-TC conditions, and desired outcomes determine whether actions need to be lethal and/or nonlethal.
- Use a targeting-like methodology to develop and plan specific nonlethal actions (e.g., KLE) much like one develops and plans lethal fires.
- Be sensitive to non-military stakeholders’ perspectives opposing excessive expansion of the terms “target” and “targeting” due to these terms’ more well-known and traditional “lethal-oriented” connotations.
- Ensure the assessment process sufficiently captures both the lethal and nonlethal effects to deepen understanding and inform subsequent guidance and intent.

⁸ Note the generic nature of the stakeholder process in the figure. This simply denotes the many potential processes of stakeholders.

3.0 SYNCHRONIZATION OF STAFF EFFORTS.

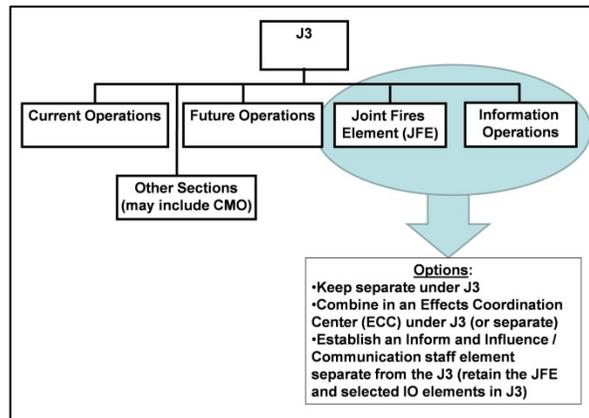
Staff Organization. Organizing the staff to integrate lethal and nonlethal activities is a key task for all operational level HQ. As noted earlier, the situation will tend to drive the degree and balance of lethal and nonlethal planning and execution, which in turn can affect the organizational structure of the HQ. This section addresses several options regarding JTF staff organization initiatives to assist in integrating lethal and nonlethal planning and execution. The subsequent section takes this discussion one step further in addressing critical B2C2WGs and their logical arrangement in integrating lethal and nonlethal actions.

Vignette: CJTF-OIR

CJTF-OIR established a Combined Joint Fires Element (CJFE) which includes a Lethal Fires Division and a Nonlethal Division (IO, CMO, MISO) to better synchronize actions and effects.

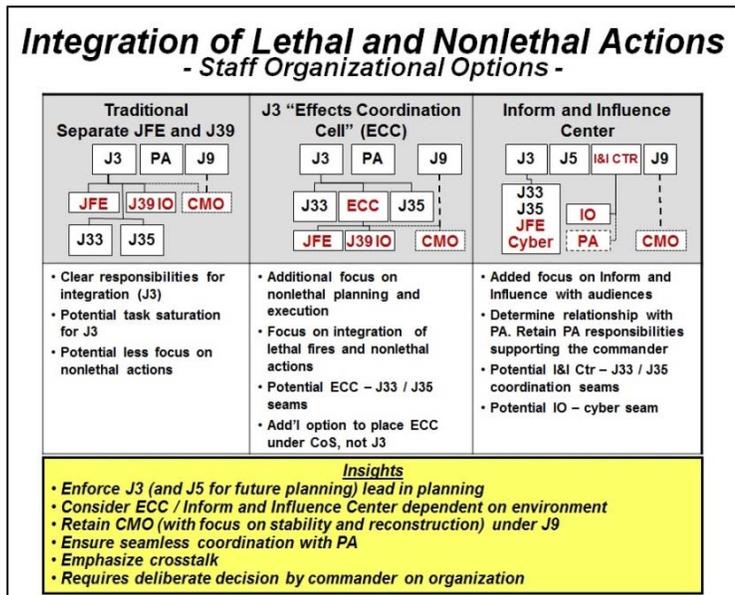
Most J3 staffs normally have a current operations section (J33/JOC), future operations section (J35), JFE, J39 information operations (IO) element, and other sections to include a CMO section if not established under the J5, J9, or other staff section.

The JFE is an optional staff element established by the JFC, as required, composed of representatives from the J3, the components, and other elements of the JFC’s staff. If established, the JFE integrates and synchronizes fires planning and coordination on behalf of the JFC. We have seen commands use the JFE to manage the targeting process, ensuring operational focus and alignment with the J3’s other operations, actions, and activities. The JFE ensures all lethal and nonlethal joint fires are considered by the staff and components in order to achieve the JFC’s effects and objectives.



We have seen several staff organizational options (see figures on the right):

- Keep the JFE and J39 IO sections separate but with increased crosstalk.
- Combine in what many term an “Effects Coordination Center” (ECC) to oversee and integrate lethal targeting and IRCs.⁹
- Establish an “Inform and Influence (I&I)” or “Communication Actions” staff element to focus on planning and executing nonlethal “communication” activities.¹⁰



We see an ECC, when established, under the J3. The ECC typically includes at a minimum the JFE and J39 cell.

Furthermore the JFE or ECC needs an integrated planning capability to interact (i.e., to formulate the

⁹ Many question the title “ECC” arguing that it does not coordinate effects, but rather coordinates actions to achieve desired effects. We agree, but use the term ECC here due to its use in the field.

¹⁰ The term communication refers to inform and influence type of activities, not the more well-known J6 “command, control, and communication” activities.

Commander's targeting guidance) with other planners and staff within the HQ to accomplish integration of lethal and nonlethal actions up front in the design and planning process. Some ECCs also include the HQ assessment cell, realizing that the assessment cell coordinates staff-wide efforts, not solely the ECC. Most ECCs do not include the engineering and CMO staffs, recognizing that their inclusion may broaden the staff focus too much and reduce ability for detailed planning and oversight. Several HQ continue to separate both physically and process-wise the Public Affairs (PA) staff to maintain appropriate separation of focus and purpose while retaining a PA planner/representative to ensure shared situational awareness and crosstalk.

Several ECCs have experienced "mission creep," (e.g., being given more tasks in the nonlethal realm such as CMO and development). These ECCs have noted a decline in quality and fidelity of both lethal and inform and influence-related planning and execution when given these additional tasks.

We have also seen a trend (based on the situation) to separate the inform and influence-related (communication and engagement-related) activities from the J3 section, establishing an "I&I Center" (or Communication Actions Center) to increase focus on these activities in more nonlethal-oriented mission sets. We have seen successful incorporation of elements of PA and J39 staffs within this directorate, each operating in accordance with its prescribed roles and functions – all in support of the commander's (and center director's) direction. Every command we observe clearly specifies the PA "inform" role in providing facts and directly responding to the commander. They all guard this role and keep a clear divide between the PA section and any operational influence activities.

Insights:

- Continue J3 lead (with J5 for future planning requirements) in integration efforts across design, planning, targeting, and execution.
- Retain a separate JFE and J39 IO cell under the J3 for most situations to preclude layering and duplication of effort.
- The JFE can be overwhelmed and the lethal targeting and fires function can be diluted if given staff responsibility for planning and integrating all nonlethal actions (e.g., reconstruction, engagement, reconciliation, etc.).
- Consider establishment of an ECC under the J3 to more closely align lethal targeting and nonlethal inform and influence-related capabilities when operating in a balanced lethal and nonlethal environment.
- A separate Communication Actions/Inform and Influence staff element may be of value in a more population-centric mission such as COIN, stability operations, or disaster relief. In this case, this directorate may include both an IO and PA section, while emphasizing the "inform" role of PA and its direct access to the commander. We often see the lethal-oriented JFE and supporting IO elements (primarily cyberspace operations) remaining in the J3. The Communication Actions/Inform and Influence staff element must remain closely tied to the J3 and J5 to maintain full alignment with operations.
- Recommend retaining CMO type staff functions under another staff element such as the J9, recognizing J3 overall lead, and mandating strong crosstalk requirements with related B2C2WGs.

Central Role of Planning for Integration. As noted, we have observed as a best practice that commanders and their planners lead the integration of lethal and nonlethal actions up front in the design and planning process rather than "adding on" nonlethal actions at the end. The inclusion of appropriate nonlethal IRC planners early in this process is critical to informing planners of capabilities that may otherwise be overlooked. Similarly, inclusion of the Staff Judge Advocate or their representative ensures authorities and ROE issues and requirements necessary for the employment of lethal and nonlethal fires are identified early in the planning process. We find that clear understanding of the problem, planning guidance, commander's intent, and the operational

framework provide the necessary up front direction for the coherent integration of lethal and nonlethal actions at the operational level while appropriately leaving synchronization of detailed execution to subordinate tactical units.

The adjacent figure depicts the lead role of the operational planning teams (OPT) in informing and being informed by the functional working groups and J-code staff elements in integrating lethal and nonlethal actions. These OPTs ensure planning both drives and leverages targeting and other planning efforts across the staff.

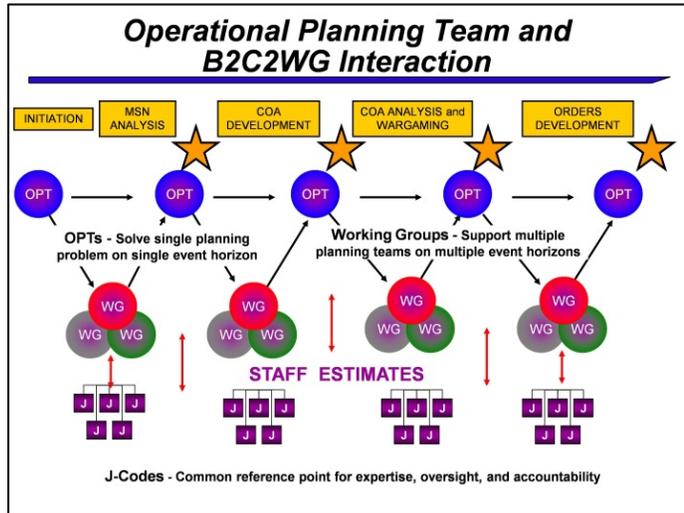
Lethal and nonlethal planning and synchronization is a staff-wide effort. The working groups (WG) and J-code staffs noted above have an important role in the planning and integration of lethal and

nonlethal actions. Not all are located in the J3, JFE, ECC, or I&I Center. Attempts to subordinate all nonlethal planning efforts solely under the J3 can cause task saturation and reduced effectiveness.

We find that the working groups involved in this integration of actions are interdependent. Lethal and nonlethal actions complement each other; therefore, the planning of lethal and nonlethal actions is inseparable. Crosstalk between the planning efforts within the many B2C2WGs is important; so is the need for a synchronization process and venue to occur

before the numerous efforts are presented to the commander. At times, all of these efforts may be synchronized at the individual OPT level; however, we have also seen that, due to the complexity, sensitivity, and scope of these actions, synchronization of these actions may also occur in the form of “steering group” venues in which deputy commanders, the CoS, and staff principals ensure synchronization prior to presentation to the commander. Possible venues for these steering groups include the joint targeting steering group, communication strategy steering group, and activities steering group (discussed later).

We have seen a requirement for some degree of synchronization for designated actions at the operational level to ensure those selected actions avoid any form of “effects” fratricide. However, we have found that the operational level headquarters cannot synchronize every lethal and nonlethal action. First, such detailed synchronization is contrary to the reasoning behind mission command and mission-type orders. Any attempt to fully synchronize every individual action would slow and even possibly paralyze subordinate agility. Second, it is impossible to perform this degree of synchronization; these lethal and nonlethal actions are occurring throughout the battlespace. Detailed synchronization cannot keep up with the totality of actions occurring in the battlespace.

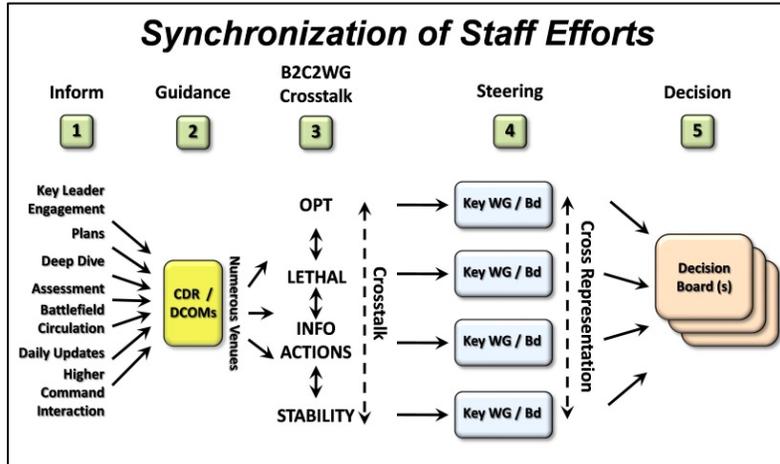


“The Commander needs to give broad guidance and intent and allow subordinates to be able to respond at the speed of war in both lethal and nonlethal areas. There are inherent risks but I believe the speed of delivery is worth it, especially in today’s social media environment.”
 - Senior Flag Officer

“Clearly articulated Commander’s guidance for lethal and nonlethal effects, issued early in the design and planning process, allows this synchronization to be accomplished at lower levels.”
 - Senior Flag Officer

Insights:

- Integrate lethal and nonlethal actions up front as an integral part of the overall planning process supporting the future plans and future operations event horizons.
- Provide sufficient understanding up front to the commander via numerous venues to enable comprehensive guidance on both lethal and nonlethal actions.
- Enforce crosstalk between the OPTs and among the various lethal and nonlethal B2C2WGs to improve common understanding and staff synchronization.
- Incorporate steering groups as necessary to ensure integration of the many complex activities and synchronization of staff efforts prior to commander decision boards. However, guard against over engineering this synchronization with too many forums.
- The different lethal and nonlethal planning and targeting efforts often proceed at different frequencies, some weekly, and others biweekly, or even monthly.
- More than one decision board may be required due to the scope of activities and different planning and targeting cycle frequency/speeds.



Relevant Processes and Boards, Bureaus, Centers, Cells, and Working Groups

(B2C2WGs).¹¹ We have seen HQ organize their battle rhythms following overall “critical paths” for logically grouped actions such as lethal fires, information actions, and stability actions (see figure). This construct, coupled with the directed crosstalk and cross representation noted on the figure, helps mitigate the inclination to develop more and more battle rhythm events to synchronize staff actions. We find

<p>JTWG – Joint Targeting Working Group Purpose: Lethal targeting focus for target system analysis in support of future ops/plans OPTs and resourcing and synchronization of deliberate/dynamic targets within current ops</p>	<p>JTCB – Joint Targeting Coordination Board Purpose: Facilitates and coordinates joint force targeting activities with components' schemes of maneuver to ensure JFC priorities are met</p>
<p>CSWG – Communication Strategy Working Group Purpose: Nonlethal targeting focus for target system analysis in support of future ops/plans OPTs and the resourcing and synchronization of deliberate/dynamic targets within current ops</p>	<p>JSB – Joint Synchronization Board Purpose: Approve near term synchronization of lethal and nonlethal actions</p>

many Chiefs of Staff are limiting staff tendencies to add battle rhythm events, preferring to incorporate activities that integrate/synchronize in the agendas of “critical path” events.¹²

Each of these critical paths has the necessary working groups and steering groups to develop necessary staff recommendations. There may also be a synchronizing decision board (e.g., joint synchronization board (JSB)) that approves near term synchronization of lethal and nonlethal actions. Some more common critical paths (and key B2C2WGs) are:

- **Lethal Actions critical path:** Focused on lethal targeting culminating in a decision board. Uses a joint targeting working group (JTWG) that enables selecting and prioritizing targets and matching the appropriate lethal and supporting nonlethal response(s) to them, and a joint targeting coordination board (JTCB) that provides recommendations for decision. There may also be associated nonlethal working groups that support lethal targeting. We have seen

¹¹ One of many acronyms for staff integration elements – Boards, Bureaus, Centers, Cells, and Working Groups.

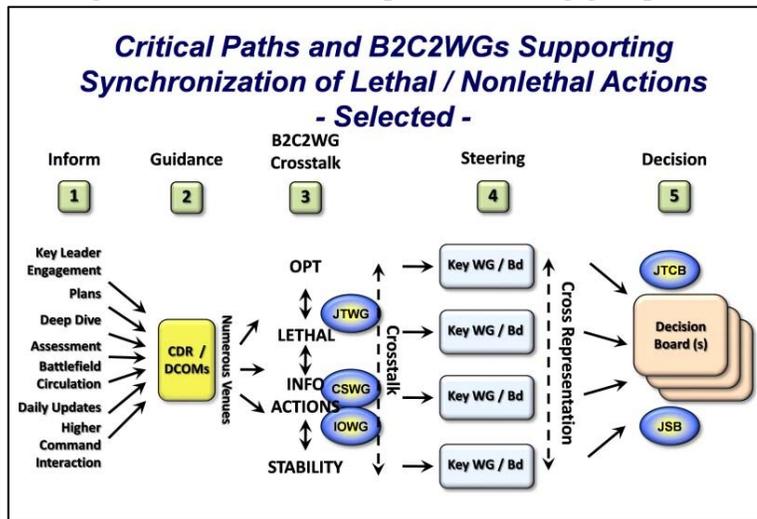
¹² More discussion on processes and B2C2WGs is in the *Joint Headquarters Organization, Staff Integration, and Battle Rhythm* focus paper. See URL on inside front cover.

commands adopt a J2 led target development working group (TDWG) to ensure the target development effort is focused on the appropriate target systems and networks to achieve the Commander's desired end state. When used, the TDWG provides input to the JTWG and JTCB.

- Inform and Influence Activities critical path:** Several working groups such as some form of overarching communication strategy (I&I focused) working group (CSWG)¹³ that develops an overarching communication strategy nested with the operational concept; a KLE working group that uses a targeting-like methodology to identify engagement “targets”; an information operations working group (IOWG) that aligns MISO, military deception, and cyber activities; and a public affairs element that proactively plans to inform media audiences in support of the commander's objectives. There may also be associated finance working groups that target financial linkages and sources. There may be a few steering or decision meetings, for example, a communication strategy decision board, an IO decision board, and KLE steering group based on the detailed decisions necessary in the “communication/information” human-oriented cognitive domain.
- Stability Activities critical path:** Selected governance and development working groups that identify, assess, and resource requirements in support of the operational concept. Some B2C2WGs are commander's emergency response program (CERP) working groups, approval boards, and interagency coordination groups aligning military and other key stakeholders' planned actions.

Insights:

- Use some form of synchronizing process to integrate designated lethal and nonlethal actions to prevent parallel, unaligned actions and effects. Without a concerted effort or venue to ensure all lethal and all nonlethal efforts are synchronized, a staff risks “effects fratricide.”
- Based on the complexity and need for additional oversight, consider CoS or Deputy Commander-led steering groups for refinement prior to a commander hosted decision board. Otherwise, the commander may receive multiple target lists/actions which, though individually commendable, are not fully nested together within a comprehensive targeting strategy. Recognize, however, the additional associated workloads these added steering groups incur.



¹³ We've seen many different naming conventions for the staff integrating element focused on aligning and nesting words and messages. Some call it a communication strategy working group, others call it a communication synchronization working group, while others refer to it as an inform and influence working group. Some even make it a permanent cell or center rather than only a working group due to its full time importance.

4.0 APPENDIX: USAGE OF THE TERMS LETHAL AND NONLETHAL.

This paper uses the terms “lethal” and “nonlethal” to remain consistent with joint doctrine. Some joint commands also use the terms “kinetic” and “non-kinetic.” JP 1-02 classifies kinetic and non-kinetic as “misused terminology.” As such, these words are neither defined nor referenced in the publication.

Air Force doctrine [Annex 3-0 Operations and Planning (updated 9 November 2012), page 52], however, defines kinetic as “relating to actions designed to produce effects using the forces and energy of moving bodies and directed energy, including physical damage to, alteration of, or destruction of targets. Kinetic actions can have lethal or non-lethal effects.” The same publication defines “non-kinetic” as “relating to actions designed to produce effects without the direct use of the force or energy of moving objects and directed energy sources. Non-kinetic actions can have lethal or nonlethal effects.

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GLOSSARY: Abbreviations and Acronyms

AO – Area of Operations
B2C2WG – Boards, Bureaus, Centers, Cells, and Working Groups
CERP – Commander’s Emergency Response Program
CMO – Civil Military Operations
COIN – Counterinsurgency
CoS – Chief of Staff
CSWG – Communication Strategy Working Group
D3A – Decide, Detect, Deliver, and Assess
DIME – Diplomatic, Information, Military, and Economic
DTD – Deployable Training Division
ECC – Effects Coordination Center
F3EAD – Find, Fix, Finish, Exploit, Analyze, and Disseminate
HUMINT – Human Intelligence
HQ – Headquarters
I&I CTR – Inform and Influence Center
IMNT – Imagery Intelligence
IO – Information Operations
IOWG – Information Operations Working Group
IRC – Information-Related Capability
J3 – Operations Directorate of a Joint Staff
J33 – Current Operations Section of a Joint Staff
J35 – Future Operations Section of a Joint Staff
J39 – Information Operations Directorate of a Joint Staff
J5 – Strategic Plans and Policy Directorate of a Joint Staff
J9 – Civil-Military Operations Staff Section
JCW – Joint and Coalition Warfighting
JFE – Joint Fires Element
JOC – Joint Operations Center
JP – Joint Publication
JSB – Joint Synchronization Board
JTCB – Joint Targeting Coordination Board
JTWG – Joint Targeting Working Group
KLE – Key Leader Engagement
METT-TC – Mission, Enemy, Terrain and weather, Troops Available, Time, and Civil considerations
MISO – Military Information Support to Operations
OCO – Offensive Cyber Operations
OSCO – Offensive Space Control Operations
OODA – Observe, Orient, Decide, Act
OPT – Operational Planning Team
PA – Public Affairs
ROE – Rules of Engagement
SIGINT – Signals Intelligence
TDWG – Target Development Working Group

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