Joint Strategy Review & The NMS 2010

Briefing to the Precision Strike Winter Roundtable
JSR Purpose & Scope

• Joint Strategy Review (JSR): a J5-led process that assesses “the strategic environment, national security objectives, and strategic priorities [over] a designated . . . time frame.

• Provides a common view of the strategic environment.

• Informs development & revision of the NMS.

• Informs the Chairman’s Risk Assessment.

JSR forms the basis for holistic strategy development including analysis of military missions and capabilities, with associated assessment of risk.
The Environment
US National Interests

Vital:
• A homeland and way of life secure from existential or catastrophic attacks
• Secure and thriving national and global economic systems
• Secure, capable, confident and reliable allies

Important:
• Respect for enduring values at home and around the world
• Respect for international rules and norms
• Productive relations with existing and rising powers and other legitimate actors within the global community

Other:
• Global health crises and pandemics.
• Conditions that lead to weak and failing states
• Human suffering resulting from man-made and natural disasters

Challenges to Interests present both Threats & Opportunities
Strategic Challenges to US VNI

1. **WMD Proliferation**: The increase in the knowledge, technology and materials available to create catastrophic destruction.

2. **Flow Security in Global Commons**: Critical integrated global systems that are not owned by any one nation, but upon which all rely.

3. **Regional Instability**: States or regions with poor governance and unsettled security situations that impact regular activities within a state or broad geographic area.

4. **Resource Competition**: State and non-state attempts to secure access to naturally occurring material sources of wealth. Includes food/arable land, water, energy resources and minerals.

5. **Powerful States**: Nations that operate/integrate globally, usually classified as major or major regional powers; they possess a significant combination of national power and promote ideologies counter to the US.

6. **Transnational Violent Extremists**: Individuals/organizations/networks that operate across state boundaries that use fear in pursuit of political, religious or ideological goals.

7. **Environmental Security**: Any occurrence producing widespread destruction and distress that occurs naturally; natural disasters, pandemics, or changing climate.

8. **Transnational Crime**: Organizations, individuals, or networks that operate across state boundaries in violation of established law.

Challenges to Interests come from actors, conditions, & capabilities
A Host of Diverse Actors

GLOBALIZING COMMUNITY

Elite Transnational Corporations 0.1%
Globalized Democracies 14%
Rapid Transition 5%

MODERN STATES

Emerging Modern 10%
Unconventional 5%

PREMODERN SOCIETIES

Isolated by history, culture, climate, resources 65%

Percentages = world population

“Globalizers”

Corporations with truly global presence & integration

Mature, stable, democratic nations

Younger, modern democracies with quickly growing economies

Globalization

Economic Crisis

Some Emerging Powers

weak economies, poor societies and authoritarian regimes

Countries that prefer isolation or are committed to an alternative system

Poor, unstable, often subsistence-level societies not well-integrated regionally or globally

“Localizers”
A complex, dynamic, environment where Political, Military, Economic and Social variables exert influence, enabled by the Information domain.
Variable Trends provide insights into relationships which form larger, longer-term trends

**Political**
- International Institutions – ineffective, unrepresentative
- Regional Institutions – growing in number & influence
- Governance – inadequacies drive increasing instability
- Nation-State – enduring relevance, rising nationalism
- Non-States – increasingly powerful and numerous
- US Leadership – remains central to solving global issues

**Economic**
- System – free market model being questioned, potential for alternative models to emerge
- Growth – general long-term global growth, will experience significant fluctuations
- Integration – global & regional integration will continue to increase in the long term
- Competition – access to markets and resources will become more intense
- Commodities – growth spurs increasing demand; affects both micro and macro markets

**Military**
- Conflicts – low number of interstate conflicts, increasing number of intrastate armed conflicts
- Capabilities – increasing number of actors w/ advanced weapons; US conventional superiority continues
- Full Spectrum Threats – adversaries increasingly capable of combining capabilities to create asymmetries
- WMD – proliferation complicates US actions
- Alliances – increasingly important but harder to build, maintain

**Development**
- more nations increasingly developed, changes basis for decision-making, commodity demand
- Migration – increasing internal & external movement; variety of reasons; changes demographics
- Urbanization – increasing, affects societal fabric, challenges governance
- Religion – increasingly important in some regions, declining in others (Europe) impacts demographics
- Health – huge disparities in level of care; affects threats, demographics
- Crime – local groups increasingly connected, constituting regional & global networks
Strategic Environment: Meta-trends

Meta-Trends simplify discussion of large, complex movements in the strategic environment.

- Globalization
- Major Demographic Shifts
- Power Redistribution
- Rising Resource Demand
- Changing Climate
Forming a Meta-Trend: Demographic Shifts

**Economic Conditions**
- Affect opportunities, subsistence means
- Set conditions for health care, economic opportunity, security

**Governance**
- Sets conditions for health care, economic opportunity, security

**Internal Conflict**
- Internal conflict leads to migration, genocide, or increase in birth rates

**Urbanization**
- Cities provide economic opportunities

**Migration**
- Driven by conflict, governance, economic opportunities

**Health**
- Impacts median age, longevity, infant mortality

**Information Access**
- Knowledge of economic opportunities drives population movements, medical information affects health, mortality

**Religion**
- Affects family size, reproductive rights

**Values**
- Affects family size, woman’s role

**Outcomes**
- Graying of Developed World
- Developing World Youth Bulges
- Changes in Societal Composition
## Meta-Trends & Strategic Challenges

<table>
<thead>
<tr>
<th>Meta-trends</th>
<th>Globalization</th>
<th>Demographic Changes</th>
<th>Power Redistribution</th>
<th>Rising Resource Demand</th>
<th>Changing Climate</th>
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</thead>
<tbody>
<tr>
<td><strong>WMD Proliferation</strong></td>
<td>Tech Profusion complicates Non-Proliferation</td>
<td>Significant pressures – China, India, Russia, Brazil</td>
<td>WMD seen as essential to Great Power status</td>
<td>Increase in number of civil nuclear programs</td>
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<tr>
<td><strong>Powerful States</strong></td>
<td>Increasingly interdependent on global system</td>
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<td>Potential for alternative narrative, system: China</td>
<td>Access increasingly vital to fuel growth, pop</td>
<td>Sacrifice long-term impacts for shorter-term growth</td>
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<td><strong>Weak States Instability</strong></td>
<td>Unable to tap into globalization’s benefits</td>
<td>Unable to arrest or address changes; aging, youth bulges</td>
<td>Uneven income</td>
<td>Heavily single</td>
<td>Unable to address</td>
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<tr>
<td><strong>Global Commons</strong></td>
<td>Totally dependent upon assured access</td>
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<tr>
<td><strong>Transnational Violent Extremists</strong></td>
<td>Easier to transmit message, influence</td>
<td>Underlying conditions provide raw material</td>
<td>TVE increasingly state-like, desire weapons, influence</td>
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<tr>
<td><strong>Resource Competition</strong></td>
<td>Increase in competition</td>
<td>Growing pops increase local &amp; global pressure</td>
<td>Worldwide competition for energy sources – conflict potential</td>
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<td><strong>Environment</strong></td>
<td>Greater awareness, shared impacts</td>
<td>Vulnerable populations</td>
<td>Degradation continues to provide</td>
<td>Increase in number of ecosystems, species, etc.</td>
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<td><strong>Transnational Crime</strong></td>
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### Intersection of WMD, TVE, Power, Resources create a wicked problem

Strategic Challenges & Meta-Trends Intersect to create “wicked” problems
# Example: Iran as a Wicked Problem

## Meta-trends

### Strategic Challenges

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<td>WMD Proliferation</td>
<td>Difficult to detect &amp; interdict proliferation material</td>
<td>Significant internal pressures</td>
<td>WMD seen as essential to Great Power status</td>
<td>Energy demand provides rationale for dual-use civil nuke program</td>
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<tr>
<td>Powerful States</td>
<td>Hegemonic aspirations</td>
<td>Russia, China oppose US efforts, policies</td>
<td>Source of domestic instability, affects gov't decision-making</td>
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<tr>
<td>Instability</td>
<td>Youth Bulges create domestic unrest</td>
<td>Uneven income distribution destabilizing</td>
<td>Heavy single commodity producer- vulnerable</td>
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<tr>
<td>Flow Security-Global Commons</td>
<td>Iran can Threaten Access to SOH; major economic disruption</td>
<td>Internet restrictions; complicates strategic comms.</td>
<td></td>
<td>Can threaten SOH</td>
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<tr>
<td>Transnational Crime</td>
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<td>Growing Black Market, especially w/ sanctions</td>
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<tr>
<td>Transnational Violent Extremists</td>
<td>Easier to transmit message, influence</td>
<td>Increases national power through proxy use</td>
<td>Global Commons increasingly lucrative target</td>
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<tr>
<td>Resource Competition</td>
<td>Fewer options available for U.S. to influence others’ decisions</td>
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<td>Competition for energy sources governs nations’ decisions</td>
<td>Water, arable land conflicts with neighbors</td>
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<td>Environmental Security</td>
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## Trend & challenge intersections complicate Iranian internal & external policies – creating a wicked problem
Strategic Environment Overview

Global Meta-Trends
- Globalization
- Demographics
- Power Redistribution
- Rising Resource Demand
- Changing Climate

Global Variables
- Political
  - International & Regional Institutions
  - US Leadership
  - Governance
  - Nation-State
  - Non-States
- Economic
  - Global Systems
  - Growth
  - Integration & Interdependence
  - Commodities Demand
  - Competition
- Military
  - Complex Conflicts
  - Full Spectrum Threats
  - Relative Capabilities
  - Alliances
  - WMD
- Social-Cultural
  - Development Level
  - Urbanization
  - Migration
  - Religion
  - Organized Crime
  - Health

Influence – Identity, Values, Rules & Norms, Ideology, Competition
Information – Technology Profusion, Information Access, Alternative Sources
The National Military Strategy
– **U.S. Interests are best served** by harnessing globalization’s best aspects: integration, growth, efficiency.

– The U.S. is best able to define, shape, environment; an **opportunity to reestablish leadership**; need capable partners to share effort.

– A **“Convergence of Interests”** approach provides best opportunity, but…

– States/Cultures/Organizations at different development levels, with differing priorities, are potentially overwhelmed or incapable.

– **Limiting threats/maximizing opportunities** inherent in challenges requires a non-military led “Whole of Nation” (WON) approach.

– WON success requires **tailored global, regional and bi-lateral approaches** executed by agile, integrated USG, private, and international partnerships.

– Effective **integrated communications** (“Battle for the Narrative”) are critical to advance and protect U.S. interests.

– More **lethal environment** (“Declining Threshold of Lethality”); more actors are much more capable; emphasis indicated on protection & resiliency.
**Codified NMS Requirements**

**Title 10 U.S.C. 153(d):**

- **Biennial Review** of NMS NLT 15 Feb of even numbered years.
- Delineation of a national military strategy **consistent with:**
  - (i) The most recent **National Security Strategy** prescribed by the President.
  - (ii) The most recent **annual report of the SECDEF** to the President & Congress.
  - (iii) The most recent **QDR** conducted by the SECDEF.

- Description of strategic environment, opportunities and challenges.
- Description of regional threats to U.S. interests.
- Description of international threats posed by terrorism, WMD, and asymmetric challenges.
- Identification of National Military Objectives and their relationship to strategic environment, regional, and international threats.
- Identification of the strategy, underlying concepts, and component elements to achieve military objectives.
- Assessment of capabilities and adequacy of U.S. forces.
- Assessment of capabilities, adequacy, and interoperability of regional allies/other friendly nations to support the U.S.
- Assessment of nature and magnitude of strategic and military risk.

**Readiness Reporting:** 10 USC Sec 117 requires that the readiness reporting system use three references: the NSS, defense planning guidance and “the **National Military Strategy prescribed by the Chairman.**”

**Joint Requirements Oversight Council:** 10 USC Sec 181 requires that the JROC “… will assist the Chairman of the Joint Chiefs of Staff in identifying and assessing the priority of joint military requirements (including existing systems and equipment) to meet the national military strategy.

**CJCSI 3100. The Joint Strategic Planning System:** the NMS provides both classified & unclassified direction to the Armed Forces in support of the National Security and Defense strategies. Those strategies provide “the what,” and the NMS provides the “how” in aligning ends, ways, means, and risk to accomplish the missions called for in support of U.S. national interests and objectives.
The National Security Strategy of the United States Of America

The National Military Strategy of the United States Of America

ENDS

MEANS

WAYS
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*CJCSI 3100. The Joint Strategic Planning System:*

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The purpose of the NMS is to prioritize and focus the efforts of the Armed Forces of the United States while conveying the Chairman’s advice with regard to the security environment and the necessary military actions to protect vital U.S. interests. Derived from the NSS and NDS, the NMS provides military ends, ways, and means...
Precision Strike Implications

- How does the Joint Force sort through the mass of information in the strategic environment to get essential information?

- As adversaries present more complex threats, we must be able to isolate and target aspects of the threat to deny him synergies or asymmetries.

- Precision Engagement necessary across domains to increase US options.

- Need approaches that balance & integrate kinetic and influential capabilities.

- New deterrence concepts for complex situations.
Summary

- Strategic Environment incredibly complex
- Focused on what’s vital and most dangerous
- Receiving National Strategic Direction
- Beginning work on the NMS…
Questions?
Strategy Process Timeline

- JUL ’09
  - NSS Develop
  - QDR
  - BMDR Development
  - NPR Development

- OCT ’09
  - GDF Development
  - CPA
  - JSR

- JAN ’10
  - UCP Review
  - PB

- APR ’10
  - NMS

- JUL ’10
  - CPR

- OCT ’11
  - CPA

- Joint Strategy Review (JSR) Process
  - CRA
  - CJA

- UCP
- PB
- NMS
- CPR
- CPA

JSCP Development

GDF Development

GEF Development

BMDR Development

NPR Development

QDR Development

NSS Develop

CRA / Biennial Strategy Review

Joint Strategy Review (JSR) Process

Biennial Strategy Review
Taming the Wicked Problems: Building Partners

Willingness is the desire for countries to partner with the U.S. on common interests. This is measured by the number of formal agreements (FTAs, Defense agreements, treaties, etc) and other agreements (mil-to-mil exercises, etc).

Military Capability infers a potential ability to influence global and regional issues.

Strategic Importance is the combination of capacity and ability to affect U.S. Interests. This is measured by economic power, strategic location, natural resources, level of education, governance, etc.

Bubble Size is Strategic importance

Complex problems, actors, and partners coalesce in the Range of Military Operations – Yet another dimension of the wicked problem.

Taming the wicked problems requires moving potential partners to the upper right quadrant.
A complex, rapidly changing, ambiguous environment comprised of a mix of interdependent variables that combine to form Meta-Trends.
The PMESII model is an approach to understanding the operational environment within which the Joint Force operates. It considers and describes the interaction of political, military, economic, social, information, and infrastructure (PMESII) systems.

At the suggestion of two Senior Review Panels, the JSR 09 Study modified this structure to more fully consider the strategic environment, substituting influence for infrastructure.

This made sense for several reasons:

- It better represented the cognitive element of the environment
- The JSR 09 study was already examining “infrastructure” in the context of global commons & flows
- Ability to influence vice coerce, was seen as a more effective and efficient way to consider advancement of US interests.
- PMESII is a structure familiar to many senior leaders