

UNIFIED ACTION HANDBOOK SERIES

The *Unified Action Handbook Series* are a set of four handbooks developed to assist the joint force commander design, plan, and execute a whole-of-government approach. Included with the series is an overview J7/J9 Pamphlet, *Executive Summary of the Unified Action Handbook Series*, that describes the handbooks, suggests how they should be used, and identifies the significant interrelationships among them. The following is a short summary of each handbook:

Book One: Military Support to Essential Services and Critical Infrastructure

This handbook defines services essential to sustain human life during stability operations (water, sanitation, transportation, medical, etc.), the infrastructure needed to deliver such services, and potential joint force responsibilities.

Book Two: Military Support to Governance, Elections, and Media

The last comprehensive guide to military governance was written in 1943. Combatant commanders have directed joint forces to rebuild media, support election preparations, and provide advisors to embryonic executive ministries and legislative committees in recent and current operations. This handbook provides pre-doctrinal guidance for joint force support to good governance, political competition, and support to media.

Book Three: Military Support to Economic Stabilization

This handbook outlines joint force support to economic development. It addresses conducting a comprehensive economic assessment, employment and business generation, trade, agriculture, financial sector development and regulation, and legal transformation.

Book Four: Military Support to Rule of Law and Security Sector Reform

This handbook defines the "Rule of Law;" explains the interrelationship between rule of law, governance, and security; and provides a template to analyze the rule of law foundation essential to successful stability operations.

NOTICE TO USERS

All approved and current Joint Warfighting Center (JWFC) Pamphlets, Handbooks, and White Papers are posted on the Joint Doctrine, Education, And Training Electronic information System (JDEIS) Web page at <https://jdeis.js.mil/jdeis/index.jsp> . The Unified Action Handbooks are also located on the non-CAC enabled Joint Electronic Library at http://www.dtic.mil/doctrine/doctrine/jwfc_pam.htm

PREFACE

I. Scope

These *Unified Action Handbooks* provide fundamental guidance, planning considerations, techniques, and procedures for the conduct of joint operations to stabilize, in support of US government efforts across all operational phases of campaigns.

2. Purpose

These handbooks are not stand alone planning guides. They complement planning that would be required to better integrate all elements of national capacity in response to an overseas contingency or in support of military engagement, security cooperation, and deterrence activities. Its primary purpose is to provide guidance for joint force commanders and military planners during the post conflict period, since the military likely will continue to contribute to stability restoration throughout the post-conflict period. It is designed to help lay the groundwork for a successful transition between military and civilian authorities in situations where the armed forces for whatever reason find themselves as the *de facto* governing authority responsible for providing essential governmental services for a civilian population.

3. Background and Content

The handbooks cover both steady-state and post-conflict Phases IV and V stability operations. It stresses that the host nation is generally the supported entity for stability operations, and urges that where security conditions inhibit civilian deployment they be invited to embed with military units to the extent possible.

4. Development

JP 1-02, *Department of Defense Dictionary of Military and Associated Terms*, defines unified action as, "The synchronization, coordination, and/or integration of the activities of governmental and nongovernmental entities with military operations to achieve unity of effort." To this end, the previous United States Joint Forces Command (USJFCOM) embarked on a multi-year "Unified Action" project to carry forward the principles of unified action through concept development and experimentation. With the furling of the USJFCOM command this challenge was passed onto the Joint Staff. This project focused on two lines of operations (LOOs) to achieve its objectives. The first line included limited objective experiments contributing to the implementation of the DOD work plan to support National Security Presidential Directive 44 (NSPD-44). The second LOO included spiral events to produce a series of handbooks and overview (see inside of the front cover). The products of both LOOs were developed and validated through a rigorous process of experimentation that was conducted with military and civilian partners across the United States Government.

b. These handbooks were developed in close coordination with, and used significant input from, both civilian and military subject matter experts. The authors also regularly vetted the content with these experts to assure currency and accuracy of both theory and practice. As a result, it represents the current state of best practices in stability operations planning and conduct.

c. An important issue which arose during the drafting of this handbook is the widespread use of jargon and acronyms that may not translate particularly well between various agencies within the US Government. In so far as possible, the authors have attempted to improve the readability of this handbook by using common terms and avoiding acronyms. Additionally, "steady state" is used by the US Department of State to describe the full range of engagement with host nations in a non-crisis environment. These handbooks include a glossary of terms commonly used within the interagency community to assist familiarization among military planners and facilitate shared understanding across organizational cultures.

5. Application

These handbooks while not approved joint doctrine, are a non-authoritative supplement to current stability operations doctrine that can assist commanders and their staffs in planning, executing, and assessing stability operations planning development and activities. The information here in also can help the joint community develop stability operations doctrine, mature Joint and service specific concepts for possible transition into joint

doctrine, and further the effectiveness of military support to stability operations in joint operations. This handbook should be treated as a guide and not as a template. It is important to understand the dynamic nature of interagency coordination and not it as step-by-step "how-to" manual. Commanders should consider the potential benefits and risks of using this information in actual operations.

6. Distribution and Contact Information

a. Distribution of this handbook to US Government Agencies and their Contractors is authorized. Other requests for this document shall be submitted to Mr. Chris Browne, Stability Operations at the US Army Peacekeeping and Stability Operations Institute (PKSOI), Carlisle Barracks US Army War College, Carlisle PA 17013 717-245-4223, robert.c.browne.civ@mail.mil .

b. Comments and suggestions on this important topic are welcomed. The USJFCOM JWFC points of contact are Mr. Tony Lieto, Stability Operations Division at the US Army Peacekeeping and Stability Operations Institute (PKSOI), Carlisle Barracks US Army War College, PA 17013 , 717-245-3559, anthony.s.lieto.civ@mail.mil.