

US Irregular Warfare (IW) Analysis Workshop

Terms of Reference

1. Purpose

The purpose of the *US IW Analysis Workshop* is to frame the toughest IW problems that US Special Operations Command (SOCOM) and Department of Defense (DoD) are facing and refine options to address them. The conference will mix special operators, analysts, and problem solvers to help define possible problems, explore techniques to deal with these problems, share what has been attempted in the past, identify what has worked or not worked, and determine recommended ways ahead. The workshop will challenge thinking and assumptions within DoD about IW. Generally, DoD is coming to the consensus that SOF can't do the IW missions alone; DoD must leverage and enable general purpose forces to achieve our national objectives in IW operations. Furthermore, IW is heavily reliant on the inter-agency and coalition operations. Importantly this conference will serve to enhance collaboration between the US military, our coalition partners, and inter-agency analysts.

The *US IW Analysis Workshop* builds upon previous Military Operations Research Society (MORS) sponsored workshops, but does not duplicate past MORS IW events. The previous (December 2007) MORS-sponsored IW workshop focused on broad international participation as a means to increase the transfer of information and know how among US, allied, and coalition partner analysts. The objective of the February 2009 workshop centers on bringing together agencies and organizations from the US that deal with IW, as well as our coalition partners – *in a classified forum* – which allows for sharing and collaborating on the latest developments of new capabilities and approaches that analyze IW in support of decision-makers. In particular, the meetings will focus on addressing and matching analytical gaps to SOCOM requirements.

2. Background

As stated in the 11 September 2007 IW Joint Operating Concept (JOC), “the nature of warfare in the 21st century remains as it has been since ancient times – ‘a violent clash of interests between or among organized groups characterized by the use of military force.’¹” As we have seen in the current Long War against violent extremist movements, these “organized groups are no longer limited to states with easily identifiable regular armed forces, nor do they all operate by internationally accepted conventions and standards.”²

Numerous top level strategies in the DoD and other US Government Agencies continue to identify the complex array of security challenges facing the United States as traditional, irregular, catastrophic, and disruptive. These documents emphasize improving proficiency against irregular challenges. Furthermore, the Office of the Secretary Defense (OSD) has stated that IW will be one of the few focus areas for the 2009 Quadrennial Defense Review (QDR).

¹ MCDP 1, *Warfighting* (Washington, DC, United States Marine Corps, June 1997), p. 3.

² *IW JOC*, (MacDill AFB, FL, US SOCOM, 11 September 2007), p. 6.

The US is beginning to address these shortcomings. In order to help better meet the demands of IW, in the 2009 National Defense Authorization Act the Army and Marine Corps were directed to increase their active-duty end strengths by 7,000 Soldiers and 5,000 Marines from their 2008 authorized levels. The IW JOC has been published to provide the framework for a holistic US government and partner nation approach to IW. Activities and types of conflict included in IW are:

- Insurgency/Counterinsurgency (COIN)
- Combating Terrorism
- Stabilization, security, transition, and reconstruction operations (SSTRO)
- Unconventional warfare (UW)
- Foreign internal defense (FID)
- Strategic communications
- Psychological operations (PSYOP)
- Information operations (IO)
- Civil-military operations (CMO)
- Intelligence and counterintelligence activities
- Transnational criminal activities, including narco-trafficking, illicit arms dealing, and illegal financial transactions, that support or sustain IW
- Law enforcement activities focused on countering irregular adversaries

Successful IW operations are collaboration dependent. SOCOM understands this all too well, as they are engaged in all theaters with specialized capabilities but limited resources to meet a wide spectrum of threats and challenges.

The *IW Analysis Workshop* builds on the efforts at the MORS Annual Symposiums in Work Groups (WG): WG 16 - Special Operations and Irregular Warfare; WG 17 - Joint Campaign Analysis; WG 29 - Modeling, Simulation, and Wargaming; and WG 32 - Social Science Methods, together with past MORS-sponsored workshops:

- **Analysis for Non-Traditional Security Challenges: Methods and Tools**, 21-23 February 2006
- **Agent-Based Models and Other Analytical Tools in Support of Stability Operations Workshop**, 25-27 October 2005
- **The Global War on Terrorism: Analytic Support, Tools and Metrics of Assessment**, 30 November - 2 December 2004
- **Wargaming and Analysis Workshop**, 16-18 October 2007
- **Improving Cooperation Among Nations for Irregular Warfare Analysis**, 11-13 December 2007

The *Improving Cooperation Among Nations for Irregular Warfare Analysis* and the *Wargaming and Analysis Workshop* will provide the starting point for this workshop, but the central focus will be on SOCOM's requirements and the related advances in operations research projects and methods that address those areas.

3. Sponsor Interest

The Army is the overall lead for this workshop, although all of the MORS Sponsors have expressed strong support. The idea for the workshop came from two sources: discussions at the December 2007 out brief for the *Improving Cooperation Among Nations for Irregular Warfare Analysis* workshop, and a proposal by Mr. Touggy Orgeron from the Center for Army Analysis. The concept for the workshop was initially briefed at a meeting of the MORS Sponsors on January 15, 2008.

4. Approach

The workshop will be organized into five working groups and one synthesis group. Each working group session will be focused on different aspects of IW.

Presentations in these work groups will emphasize: tools/methods, algorithms, historical and current data sources, on-going analysis, and identify opportunities to collaborate on future analysis and tool development. Successful projects, available data sources, and Operations Research (OR) “lessons learned” presentations are especially valuable.

A short out brief Friday afternoon will conclude the workshop at which working groups will share insights from the research presented. Saturday morning, working group and program chairs will meet for a wrap-up session and formalize responsibilities to document the workshop.

As previously mentioned, the workshop will include a Synthesis Group charged with integrating insights across groups and support the development of overall workshop recommendations. The Synthesis Group will also present a summary of its perspectives at Friday’s out brief.

5. Pre-conference Session (to be determined)

6. Workshop Planning and WG Chairs

Proponents:

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LTC Clark Heidelbaugh (USA, JCS/J7), clark.heidelbaugh@js.pentagon.mil, 703-695-9029

Workshop Advisors:

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Site Coordinators:

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Administrative Coordinators:

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WG1: Global Engagement

Chairs: Mr. Andrew Caldwell (UK), Col Thomas Feldhausen (USAF,JCS/J5)

Co-chair: Mr. Douglas Luehe (JCS/J5)

Global engagement, also termed security cooperation activities, prevent the problems worldwide from getting out of hand. How do we identify the problem areas and apply lower levels of resources to prevent a major application of national power at a later time? This working group will examine various analytical tools and methods for use in planning for and the conduct of these operations. Through discussion with subject matter experts they will identify the gaps in analytical methods and tools available to support global engagement planning and execution.

WG2: Stability, Security, Transition, and Reconstruction Operations (SSTRO)

Chair: COL Dean Mengel (USA)

Co-chair: Mr. Bill Krondak, Mr. Greg Andreozzi, Mr. Duane Schilling

Subject Matter Experts: TBD

“SSTRO are an essential component of counterinsurgency campaigns, but SSTRO such as foreign disaster relief or foreign humanitarian assistance can also occur outside the context of IW or armed conflict.”³ Furthermore, “a SSTR operation is not solely a military effort, but rather one that requires a carefully coordinated deployment of military and civilian, public and private, US and international assets.”⁴ The working group will identify the range of tools and methods in use today. Through discussion with subject matter experts they will identify the gaps in analytical methods and tools available to support SSTRO planning and execution.

WG 3: Information Operations (IO)/Psychological Operations/Social Sciences

Chair: Mr. Mike Ottenberg

Co-chair: Ms. Karen Grattan

Advisor: Dr. Yuna Wong

Recorder: COL Steve Mains (USA)

IO are described as the integrated employment of electronic warfare (EW), computer network operations (CNO), PSYOPs, military deception (MILDEC), and operations security (OPSEC), in concert with specified supporting and related capabilities, to influence, disrupt, corrupt, or usurp adversarial human and automated decision making while protecting our own. From social network analysis to digital signal processing or from individual bits to transnational populations, IO requires an interdisciplinary approach to both define and solve its tough problems.

³ *IW JOC*, (MacDill AFB, FL, US SOCOM, 11 September 2007), p. 10.

⁴ Military Support to Stabilization, Security, Transition, and Reconstruction Operations Joint Operating Concept, (Norfolk, VA, US JFCOM, December 2006), p. i.

Applications adapted from the social sciences have a lot to offer in the field of IW. This working group will attempt to identify analyses that provide insight into these important areas, regardless of the technique or capability used. However, The focus of the WG should be the impact of information on target audiences, enemy and neutral (and friendly). Secondary focus of the WG is on general social science methods to assist in IO although social science methods could also provide methodologies to examine the other WGs.

WG 4: Counterinsurgency (COIN)

Chair: Mr. Steve Stephens
Co-chair: CAPT Brett Pierson (USN, JCS/J8)
Advisor: COL Steve Charbonneau (USA, JCS/J8)
Recorder: Captain Arun Shankar (USMC)
Subject Matter Experts: TBD

This working group will explore various analytical tools and methods for use in planning for and conducting COIN. "IW often favors our adversaries. Protracted IW campaigns are generally undesirable and problematic from a US domestic and international political perspective. COIN often requires disproportionate resource investments to protect the population and infrastructure of a threatened society. In contrast, insurgency and terrorism are relatively inexpensive to conduct or support."⁵ The working group will identify the range of tools and methods in use today. Through discussion with subject matter experts this working group will identify the gaps in analytical methods and tools available to support COIN planning and execution.

WG 5: Thinking Models for Irregular Warfare

Chair: Dr. Bob Sheldon/Maj Paul Schneider (USMC)
Co-chairs: Mr. Mike Garrambone, LTC Reb Yancey, LTC Scott Smith

Developing thinking models about IW simply refers to first framing the context of the problem properly; with operators and analysts teaming together to ensure we **are not** elegantly solving the wrong problem. The working group will begin by breaking down IW operations into its natural components. The next step is an investigation of the subject through discourse and the application of systems thinking. Systems thinking has been defined as "the art and science of linking structure to performance, and performance to structure-often for purposes of changing structure (relationships) so as to improve performance."⁶ A "visual thinking pad" (dry erase board) is used to enable thinking and to capture the group's rationalization. This is really a cognitive exercise, hopefully resulting in a group synthesis. The group should ask itself, "How are we thinking about this problem?" and then ask, "How should we be thinking about this problem?". A mental model (a representation of the group's thinking and learning) is then captured to enable thinking- and hopefully is a useful representation to enable/capture insight.

⁵ *IWJOC*, (MacDill AFB, FL, US SOCOM, 11 September 2007), p. 17.

⁶ *Systems thinking: critical thinking skills for the 1990s and beyond*. (System Dynamics Review, Vol. 9, no. 2 (Summer 1993): 113-133, Richmond), p 121.

Synthesis Group

Chair: Dr. Michael McGinnis

Members: Dr. Michael Bailey, Mr. Tim Hope, Mr. Gene Visco, Ms. Deborah Lott, Dr. Debbie Duong, Mr. Doug Edwards

Sponsor/Service Reps

- Army: Mr. Touggy Orgeron
- Navy: Mr. Herb Cupo
- Air Force: Mr. Balf Calloway
- Marines: Col Joe Smith (USMC)
- Joint Staff: Mr. Joe Bonnet
- PA&E: Mr. Jim Bexfield, FS
- MORS Special Meetings Committee Chair: Mrs. Jane Krolewski

7. Attendance

The goal is to achieve attendance that reaches beyond the Military Operations Research to include other US Government Agencies, as well as Foreign Nationals with a US Secret Clearance and/or an Australian, Canadian, or Great Britain Secret Clearance. Our goal is to have an attendance of 250 people who will participate in all five, to include Synthesis, working groups.

8. Deliverables

Products generated from the workshop will include:

- An article summarizing the workshop and its findings will be produced and submitted to *PHALANX* in time for the next deadline after the meeting.
- A general session presentation for the 77th MORSS.
- A summary out-brief containing recommendations for analysis community action for presentation to the MORS Sponsors and other invitees as appropriate
- A proceedings document containing summaries of all sessions in the form of annotated copies of plenary and working group briefings
- Tailored outbriefs to key leaders/forums (e.g., SAS-071, the NATO System Analysis and Studies Panel Specialists Meeting on “Analytical Tools for Irregular Warfare”)

9. Milestones

1 August 2008	TOR drafted for circulation to MORS Sponsors Facility Secured / Preparations Underway
1 August 2008	Begin Organizing Committee Meetings (Dates TBD)
1 November 2008	WG Chairs Solidified
1 November 2008	Schedule of Events and Plenary speakers solidified
January 2009	Application Deadline
January 2009	Invitations Mailed

10. Administrative

Name: US Irregular Warfare (IW) Analysis Workshop

Dates: 4-6 February 2009 with Tutorials on Monday, 3 February 2009

Location: MacDill AFB, FL

Registration Fees/Tuition:

Entire Workshop

Non-Government/Non-Member: **\$750**

Non-Government/Member: **\$675**

Government/Non-Member: **\$640**

Government/Member: **\$575**

Plenary Only

All/Non-Members: **\$375**

All/Members: **\$325**

Maximum Attendance: 250 in Plenary Room

Classification: US Secret Clearance and/or an Australian, Canadian, or Great Britain Secret Clearance; All presentations and discussions must remain at the SECRET//REL TO USA AUS CAN GBR level or be unclassified. Post-workshop products such as the PHALANX article, Sponsors' out-brief, and 77th MORSS presentation will be Unclassified and cleared for public release, and may be posted on the MORS web site.

11. Agenda

Tuesday February 3, 2009

- 1300-1400 Tutorial: IW JOC presentation by SOCOM, J10 (Auditorium)
- 1400-1500 Tutorial: IW Methods, modeling and Analysis Working Group (IW MmAWG) Capability Gaps, MAJ Jay Persons (Auditorium)
- 1200-1700 Working Group Set-up (CENTCOM & SOCOM Rooms)

Wednesday February 4, 2009

- 0730 Workshop registration and Continental Breakfast
- 0800 Intro: MORS President's Welcome
- 0810 Facility Host Welcome
- 0820 Sponsor's Welcome
- 0830 Keynote Address
- 0910 LTC Reb Yancey, Systemic Operational Design
- 1000 Break
- 1015 Plenary Address, Dr. Al Sweetser; Summary of 11-13 December 2007 *Improving Cooperation Among Nations for Irregular Warfare Analysis* Workshop
- 1100 Charter to the Working Groups
- 1130 Breakout to Working Groups (Workgroup Intros/Calendar: Working Group Chairs)
- 1200 Lunch
- Mid-afternoon Break (as directed by Working Group Chairs)
- 1630 Adjourn to Mixer

Thursday February 5, 2009

- 0730 Continental Breakfast
- 0800 Working Group Sessions
- Mid-morning Break (as directed by Working Group Chairs)
- 1200 Working Lunch
- Mid-afternoon Break (as directed by Working Group Chairs)
- 1630 Adjourn for the Day

Friday February 6, 2009

- 0730 Continental Breakfast
- 0800 Working Group Sessions (Prepare Working Group Outbriefs)
- Mid-morning Break (as directed by Working Group Chairs)
- 1200 Working Lunch
- 1300 Working Groups Chairs present Outbriefs, (25 minutes per WG + Synthesis)
- 1600 Discussion
- 1630 Recognitions and Sponsor's Concluding Remarks

Saturday February 7, 2009 (Working Chairs/Program Leadership Only)

- 0730 Continental Breakfast (Quorum Hotel)
- 0800 Working Group and Program Chairs Wrap-up and Discussions reference *PHALANX* Article and Workshop's Proceedings/Final Report
- 1030 Depart