

FINAL VERSION

STATEMENT BY

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ON THE UNITED STATES ARMY

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FM 3-0 represents a break from past precedent and theory within the Army; in its own right, this edition of our capstone manual marks a revolutionary shift in focus. Where our capstone doctrine was once based upon a traditional approach to military operations that focused operations on seizing terrain and destroying enemy formations, this edition acknowledges that the current and future operating environments will be characterized by conflict against amorphous enemies that hide among and are supported by civilian populations.

Consequently, successful operations must incorporate robust measures to favorably influence the perceptions of such populations and garner their support. They must enable the support of our interagency and intergovernmental partners while facilitating the efforts of non-governmental organizations operating alongside our formations. In other words, FM 3-0 places primacy on capabilities that focus on the people among whom we operate, ensuring their safety, security, and well-being in an era of persistent conflict.

Two strategic realities shape American landpower in the 21<sup>st</sup> century: persistent conflict and change.

Today the United States remains a nation at war. This war is unlike any other in our history; it represents a fundamental clash of ideologies and cultures that could span generations. We face an era of persistent conflict, with intractable enemies intent on isolating the world from American access and influence—extremist enemies of uncommon resolve fueled by unparalleled hatred for the

rights and freedoms reflected in our democratic society. The enemy of today is patient, resourceful and committed to bringing terror to the American homeland. The enemy of tomorrow may possess capabilities and intentions that challenge the global balance of power. Ours is a complex and volatile world, where chaos is commonplace and hatred a basic tenet of an expanding social abyss. Globalization inherently ties our economy to countless others while the information revolution has eroded the protection once offered by our borders. American dominance of the maritime, air, and space domains is no longer the effective deterrent it once was, although it does give pause to nations who share our enemies' hatred of the United States.

Success in this era of persistent conflict will require the steadfast application of land power. The ability to engage, close with, and destroy our enemy on the ground remains indispensable. But it is the "soft power", constructive capabilities of the force – or as we prefer to say, "smart power" skills – that we must increasingly promote as the tools required to make permanent the otherwise temporary effects of successful combat actions. Armored combat vehicles patrolling the streets may intimidate our enemies for a period, but they cannot repair the damaged infrastructure of a failed state or bring lasting peace and stability to a war-torn country. In this uncertain future, our Nation requires constructive, nonlethal capabilities that complement Army combat capabilities. Therefore, our forces must be as proficient at stability operations as they are at

traditional combat operations. This requirement changes what we as Soldiers must provide our Nation.

The second strategic reality shaping the future of the Army is change.

In the midst of this historic conflict, the Army has undertaken a historic transformation effort, reshaping itself into a decisive force with unique expeditionary and campaign capabilities. The Army has broken the mold of the traditional divisional army to forge a modular, brigade-based force capable of prompt, sustained land operations against any opponent across the spectrum of conflict. With this transformation, the Army cedes the concentrated tactical striking power of the division in favor of the elasticity of brigades operating across widely dispersed land areas. This gives the Nation an Army with much greater strategic flexibility and the ability to select and deploy various mixes of forces for crisis response or theater security cooperation requirements.

We are also transitioning from a Cold War tiered readiness system to a cyclic Army force generation process that will provide deployment-ready expeditionary forces that are organized, trained, and equipped to meet any contingency worldwide, yet it is flexible enough to provide formations optimized for the fundamentally dynamic environments of an uncertain future. The impact of this change on the Army will be profound.

At the heart of the Army's transformation effort is a shift in doctrinal emphasis that captures the essence of more than six years of current operational experience that has characterized military service since 9/11. For the Army to remain agile and adaptive in this chaotic and uncertain era of persistent conflict, it is imperative that we capture and codify this experience within our capstone doctrinal manual.

Within the Army, doctrine is recognized as a driver for change. It is a dynamic catalyst that cements organizational change across the force. Through doctrine, the very institutions that represent the Army begin to transform, adapting to meet the requirements of the future while embracing the enduring lessons of our past. This edition of FM 3-0, our operations manual, is no exception. It represents the collective experiences of a team of veteran authors, yet was shaped by the vision of our most senior leaders. This, the 15th edition of the Army's capstone manual, reflects the lessons learned and best practices of our troops in Afghanistan and Iraq, yet maintains a strong lineage to Secretary of War Elihu Root's 1905 *Field Service Regulations* and Baron von Steuben's 1779 *Regulations for the Order and Discipline of the Troops of the United States*.

As with each previous edition, today's capstone manual shapes all Army doctrine, while influencing our organization, training and education, leader development, materiel acquisition, and Soldier concerns. But its contents are not truly capstone doctrine until Army forces internalize it. This requires education,

debate and individual study by all Army leaders, measuring the new doctrine against strategic, operational and tactical realities. Much of this edition has evolved from its predecessor, published in 2001. Many of the principles and fundamentals remain unchanged. However, others reflect the wisdom gained from our recent operational experience. So, while elements of this doctrine may be evolutionary, its ultimate impact on the force will be revolutionary.

This edition of our operations manual reflects Army thinking in a complex period of prolonged conflict and unique opportunities. The doctrine recognizes that current conflicts defy solution by military means alone and that landpower, while critical, is only one element of a much broader effort. Success in this era of persistent conflict will require the protracted application of all the instruments of our national power—diplomatic, informational, military, and economic, as well as military. Thus, Army doctrine now equally weights tasks that concern the population—stability or civil support—with those related to offensive and defensive operations. This parity is critical: it recognizes that 21st century conflict involves more than combat between armed opponents. While defeating the enemy with offensive and defensive operations, Army forces must simultaneously – not sequentially – shape the broader situation through nonlethal actions to restore security and normalcy to the local populations among whom we operate. This is the essence, the very core of this manual.

Today, I would like to share with you what I see as the four most significant changes reflected in our new operations manual. While aspects of the new doctrine are evolutionary in nature, in application our capstone manual will have a revolutionary impact on the force. This is a doctrine meant for a force led by creative thinkers, adaptive leaders, and Soldiers who reflect the values of our Nation in every corner of the world today. Many of you have had an opportunity to review the manual. You understand that this manual is our “*commitment*” to Soldiers to enable their success in an uncertain future. But this manual is also our “*contract*” with Congress and our Nation: it declares that we are committed to providing our Soldiers with the tools needed to win in this era of persistent conflict.

**First, the manual is framed around a central operational concept – full spectrum operations – that drives initiative, embraces risk, and focuses on creating opportunities to achieve decisive results.** Full spectrum operations represents the core of Army doctrine. It is more than just a concept that describes how commanders apply unique, simultaneous combinations of offensive, defensive and stability or civil support tasks to solve complex operational problems. It fundamentally redefines our basic notion of combat power, from how we generate it through the warfighting functions to how we apply it synergistically through combined arms operations. It drives initiative and emphasizes accepting prudent risk to create opportunities to achieve decisive results.

The manual details how the concept applies to every Army operation across the spectrum of conflict. It explains how Army forces apply full spectrum operations in every conceivable situation, from stable peace to general war. It describes how Army forces adapt to the requirements of a fundamentally dynamic operational environment and how they conduct operations within that environment – combining Joint force capabilities, synchronized action and mission command. *Full spectrum operations* focuses on the Army's preeminent challenge: balancing expeditionary agility and responsiveness with the endurance and adaptability needed to carry any campaign to a decisive and successful conclusion, regardless of circumstances.

**Second, this edition of the manual emphasizes the central role of the commander in operations, recognizing the need for human solutions to the complexities of conflict.** In the future, chaos, chance and friction will dominate land operations, reflecting the increasing complexity of the operational environment. Understanding and knowledge are the commander's greatest weapons in this environment, where the *art of command*—drawing on vision gained from years of operational experience and education—is paramount to success. This edition ties together *battle command* and *operational art*, providing an integrated model for the creative application of the commander's experience, knowledge, and intuition in full spectrum operations.

The manual is underpinned by *understanding*, the expression of mental acumen by commanders (and their staffs) to define and frame complex operational problems and design operations that fundamentally reshape the conditions of the operational environment consistent with national interests and strategy. It is the creative application of the agile mind that enables the commander to understand the broader context of a given situation through the lens of experience, knowledge, education, intelligence and intuition.

*Understanding*, the cornerstone of battle command, is essential to the commander's ability to leverage competent leadership into decisive action to accomplish the challenging, complex missions our Soldiers face today.

*Understanding* is the driving force behind the operational concept that frames our capstone doctrine; it provides the impetus to bridge the chasm between risk and opportunity. *Understanding* is the catalyst that fosters initiative, the seasoned expression of the agile mind. Ultimately, understanding lies at the core of decisive action.

**Third, the manual gives equal priority to the skills representative of nation building, elevating stability operations to an equal status with traditional offensive and defensive operations.** This edition of the manual addresses the realities of a complex era of persistent conflict, in which *stability operations* are as important as offensive and defensive operations—if not more so. Soldiers will consistently operate in and among the people of the world, conducting operations

in an environment fundamentally human in character. In this environment, the efforts of the force must focus primarily on the people. These efforts—stability tasks—improve the people’s safety, security, social well-being and livelihood; they shape a “whole of government” approach that integrates the activities of a wide array of military and civilian participants; and they fulfill our legal and moral obligations under the Hague and Geneva Conventions.

Toward this end, the manual elevates stability operations to coequal status with the offense and defense. While previous editions focused on the warfighting capabilities of the Army, this version acknowledges that secure, lasting peace is only achievable by combining the *destructive capabilities* inherent in offensive and defensive operations with the *constructive capabilities* innate to stability operations. Through unique combinations of offensive, defensive and stability operations, land forces establish the conditions that foster the success of the other instruments of national power and—through unified action—enable the processes that engender a stable peace.

**Finally, the manual highlights and embraces the unparalleled power of information in contemporary operations.** Successfully executing these stability tasks also depends on influencing attitudes. The final success or failure of a stability operation often rests with the perceptions of the people. The actions of Soldiers exert the most powerful influence on the people. Soldiers and leaders must secure the trust and confidence of the population; they must be consistent

in the actions and messages. They must *master* information. For the people, perception equals reality. Altering perceptions requires accurate, truthful information molded for broad appeal and acceptance and presented in a way that accounts for how people absorb and interpret information. This is the essence of *information engagement*.

No other military activity has as significant a human component as operations that occur among the people. Human beings capture information and form perceptions based on inputs received through all the senses. They see actions and hear words. They compare gestures and expressions with the spoken word. They weigh the messages presented to them with the conditions that surround them. When the local and national news media are unavailable or unreliable, people turn to the internet, where information flows freely at unimaginable speeds. Again, to the people, perception equals reality. This new doctrine – the very core of our intellectual foundation – ensures that we work to change these perceptions as we shape a positive future for a people once on the brink of despair.

### ***Conclusion***

Today's FM 3-0 recognizes that the United States faces a global security challenge and should expect to remain fully engaged throughout the world for the next several decades, locked in a persistent conflict against an enemy dedicated to our defeat as a nation and eradication as a society. This conflict will be waged in an environment

that is complex, multi-dimensional and rooted in the human dimension. This conflict cannot be won by military forces alone, but instead requires close cooperation and coordination among the diplomatic, informational, and economic instruments of our National power. This doctrine embraces that reality, and sets a waypoint that ensures the close synchronization of landpower with a broader, “whole of government” effort. As Army training evolves to meet the requirements of this doctrine, the result will be a true full spectrum force: one balanced, versatile, and able to provide expeditionary and campaign capabilities to joint and combined-force commanders. Full spectrum operations emphasize the importance of adaptive, flexible forces able to prevail in any situation, whether facing an intractable terrorist group bent on destroying our way of life, or a population in crisis relying on our benevolence for its very survival. Ultimately, however, it is Soldiers – defined by their valor, devotion to duty and commitment to one another and the United States of America – who execute full-spectrum operations, and it is Soldiers who remain the centerpiece of our formations.