(Re-) Discovering the Comprehensive Approach

Heather Hrychuk

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Outline

- **Background**

- **Precursors to the Comprehensive Approach (CA)**

- **Rationale Demanding a CA**

- **What is CA**

- **Issues and Obstacles**

- **Way Forward**

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Background

Growing Currency of CA:

- **Growing awareness of need for wider collaboration in operations (both expeditionary and domestic)**
- **Calls for more coordinated, holistic approach to security are increasing**
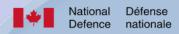- **Investigation of idea in US, UK, Canada, & in other NATO nations**

Background

CF Missions

- **Domestic**
  - **Aid to Civil Power, Assistance to Civil Authorities**
  - **Search and Rescue**
  - **Maritime and Aerospace Surveillance**
- **Disaster Response and Humanitarian Operations**
- **Peace Support, Peace Building/Conflict Prevention**
- **Interventions**

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Intellectual Precursors

Underlying Philosophy:

- **Not *entirely* new**
- **Elements of CA thinking evident in Grand Strategy**
- **Characterized in elements of counterinsurgency doctrine**
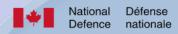- **CIMIC doctrine (civil-military cooperation)**

Past Practices

Elements at work in range of past cases:

- **US reconstruction and transformation of Japan following WWII**
- **The Marshall Plan,**
- **Malayan Emergency**
- **Domestic Crises**

  - US –Alaskan Earthquake Recovery

  - Canada -Red River Flood, Ice Storm

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Past Practices

Why were CA type characteristics apparent?

- **Post-WWII period - States as main actors *by far* in international system**

- **Focus is on cold war military & ideological contest**

- **International system less tightly coupled, less networked**

- **Thus - need and opportunity for broad involvement is less apparent**

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Past Practices

- **Sporadic. No long-term systematic effort to institutionalize CA-type practices & procedures**

- **Primarily "ad hoc" responses to exceptional circumstances (e.g. crises)**

- **When used, participation is generally limited (primarily interagency & inter-allied, i.e. multinational – not truly "comprehensive" in today's sense)**

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Lessons From Past Experience

Understand, respect, trust

Need to develop capability and capacity

Governance Development & security are tightly linked. How to move ahead in mutually supportive ways

Leadership (education, training, attitude) is key on all sides

The need for an integrating culture

Need to work with OGDs directly, not through actors

We (the military) are NOT in the lead

Importance of Strategic Communications

Importance of situation awareness and information sharing

Need for a common lexicon

Importance of a clear objective and shared goals

Our planning process does not work for All

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Rationale Demanding a CA

- **Changes in the post Cold War security environment where:**
  - **New security challenges and agendas exist**
  - **World is more globalized, independent and networked**
- **Results in a greater need to practice a CA but also greater ability**

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Rationale Demanding a CA

- **Contemporary security environment where:**
  - **Multi dimensional, complex problems**
  - **Success is unlikely to be achieved by military power alone**
  - **Wide range of actors in operational environment, each with unique expertise and skill set**

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Draft Definition

- **"the interaction of a diverse range of actors in a cooperative, collaborative and constructive manner in order to bring coherence to the planning, implementation and evaluation of efforts to resolve complex problems"**
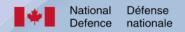
  » **CA Draft Concept Paper, 2010**

Characteristics

- **Definitions vary, but CA generally premised on achieving greater awareness of and interaction with others**

- **To facilitate coordination - and ideally - greater cooperation, among parties to achieve objectives (i.e. OGDs, NGOs, IOs, Private bodies, foreign governments, etc)**

- **Ultimately, goal is to realize more effective responses to security challenges (to attain "greater strategic effect.")**

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Common Misperceptions

- **CA is a prescribed way of doing things**
- **CA is aimed at creating homogeneity between Government departments, agencies and other actors**
- **CA applies only to COIN, or only to expeditionary operations**
- **CA is a new idea**

Aim

To bring together Departments and other stakeholders in crisis management to:

1. Promote a *shared understanding* of the situation and, where possible, common aims and objectives that will govern efforts in pre and post conflict/crisis situations;

2. Develop structures and processes *to help align* planning and implementation in pre and post conflict/crisis situations; and,

3. *Establish relationships and cultural understanding* through common training, exercising, analysis and planning

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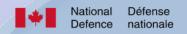
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Potential Benefits

- **Increased prospect of synergies between organizations**
  - **More effective, efficient use of scarce resources**
  - **Increase in information flows and potentially situational awareness**
  - **Enhanced capacity for "strategic" planning and intelligent decision-making (more awareness of 2nd and 3rd order effects of decisions/actions)**
  - **Confers legitimacy on decisions and actions**
- **Ultimately leading to increased mission effectiveness and ideally mission success**

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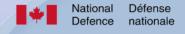
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Issues and Obstacles

- **Linear vs Complex Problem Solving**
- **Ownership of the Operational Space**
  - **Military lead is problematic - interested in command and control vice cooperation and coordination**
- **Organizational-Bureaucratic, Institutional-Cultural obstacles (Differing mindsets, biases, mandates and capabilities)**

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Issues and Obstacles

- **Practical issues**
  - **security issues and information sharing**
  - **issues of organizational credibility/integrity**
  - **continuity issues due to rotation of staff**
- **Measurement of effect not easily accomplished**
- **Success is dependent on the willingness of individuals and organisations to collaborate**

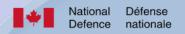National Defence Défense nationale

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Issues and Obstacles

- How to reconcile:
  - the fact that objectives may need to adapt and evolve during a mission with the fact that agencies/organizations involved in the pursuing the CA have an agreed and feasible end state in mind at every appropriate juncture
  - Further complicated by the fact that different organizations (esp those outside of government) have different conceptions of what a desired end state is

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Required Tools to Enable CA

- **Joint, Interagency, Multinational training**

- **Reliable communications capabilities and protocols adjusted based on needs**

- **Development of permanent structures to enable rapid deployment of military and civilians**

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DND Way Forward

- **Drafting Departmental CA Concept**
- **Liaison with other government Departments**
- **Monitoring International Efforts**
- **Research of Case Studies for Lessons Learned/Best Practices**

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Questions?

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