



OTAN

*NATO Defense College
Collège de Défense de l'OTAN*

10 Things You Should Know About a Comprehensive Approach

*Research Division
November 2008*

10 Things You Should Know About a Comprehensive Approach¹

The NATO Defense College (NDC) in concert with the Swedish National Defence College (SNDC) and with the support of the Swedish Armed Forces, convened its 17th Partnership for Peace (PfP) International Research Seminar from 08 October 2008 to 10 October 2008 in Stockholm, Sweden. More than eighty participants from over thirty NATO and Partner nations participated in the seminar to address, “NATO and its Partners: Contributing to a Comprehensive Approach” (Annex A).

The seminar was organized following NATO’s reaffirmed commitment at the 2008 Bucharest Summit to a Comprehensive Approach (CA) to crisis management:

Experiences in Afghanistan and the Balkans demonstrate that the international community needs to work more closely together and take a comprehensive approach ... It is essential for all major international actors to act in a coordinated way, and to apply a wide spectrum of civil and military instruments in a concerted effort that takes into account their respective strengths and mandates.

Recent events further highlighted the relevance of the seminar including the historic signing of the “UN-NATO Joint Declaration on Secretariat Cooperation” on 23 September 2008, and the agreement to release to Partners and International Organizations the “Proposals to Develop and Implement NATO’s Contribution to a Comprehensive Approach” on 09 October 2008.

The 10 core messages and themes from the seminar are summarized below:

1. A Comprehensive Approach begins with dialogue.

A CA is predicated on mutual trust and understanding between military and non-military actors which can only be developed through continued dialogue and exchanges.

2. Effects Based Approach to Operations (EBAO) is a “tool” – Comprehensive Approach is a “philosophy”.

The US military approach to Effects Based Operations (EBO) has been adopted by NATO as the Effects Based Approach to Operations (EBAO). It represents the military’s recognition of the need for more deliberate planning and action in crisis management, taking into account the requirement to marshal both military and non-military resources and efforts with greater unity of purpose.

In this context, EBAO may arguably be best understood as a “tool” or “process” devised by Armed Forces to contribute to the realization of a CA.

¹ Report compiled by Colonel Ferenc Molnar and Dr. Brooke Smith-Windsor with the support of Eugenio Mengarini.

CA, developed largely in diplomatic circles, is arguably a broader, less specific, understanding of the same imperative concerning the need to better join up political, economic, civil and military contributions to crisis management. In this context, CA is perhaps best viewed as a “philosophy” or “mindset”.

3. *Applying a Comprehensive Approach demands “network logic”.*

Traditional hierarchical institutional structures are not adaptive and flexible enough to facilitate the horizontal interfaces needed to operationalize a CA. Flatter, network-based inter-organisational structures will be needed to handle the high level of complexity inherent in a CA.

4. *A Comprehensive Approach means “coordinating” versus “coordinated”.*

While most actors acknowledge the requirement for coordinating military and non-military efforts in a given crisis, few organizations wish to be coordinated by another. Coordinating efforts through regular consultation rather than endeavouring to identify a single actor to take the lead in managing the different civil, economic, political, and military actors at play, is the more realistic way ahead.

5. *A Comprehensive Approach is as much about civil-civil, as civil-military, coordination.*

Engendering a culture of coordination among the plethora of civil actors engaged in crisis management with varied mandates and strengths is as significant an imperative and challenge as improving military-civil interface.

6. *A Comprehensive Approach must start before a crisis.*

Coordination is needed in all phases of crisis management including concept development and capacity building among the military, government agencies, international organizations, non-governmental organizations and others, *before* a crisis emerges.

The UN-NATO Joint Declaration on Secretariat Cooperation is an example of the way ahead, particularly with its emphasis on planning and support for contingencies, capacity-building, training and exercises, lessons learned and information sharing.

7. *A Comprehensive Approach does not mean a common “end state”.*

Success from actions and operations means different things to different organizations with a variety of objectives, resources and commitments over space and time.

The identification of overarching “common” or “shared goals” among military and non-military actors that may be contributed to, at times concurrently and others consecutively in a variety of ways and arenas, is arguably more helpful than trying to define a shared perception of a definitive “end state” – a largely military term.

Transparent threat/risk perceptions and analyses of a situation may be needed to identify such common or shared goals.

8. *“Comprehensive” does not mean “exhaustive”.*

In recognizing the strengths and mandates of other military and non-military actors, a CA may alert individual organizations that they at times need to do less, or to delay action, in the interest of achieving shared objectives.

9. NATO does not own a Comprehensive Approach.

The Alliance has recognized the imperative to leverage the resources and instruments that it brings to the table with those of other actors in a unity of effort aimed at achieving shared objectives.

However, this in no way should be construed as intent on the part of the Alliance to direct or control the actions of others in implementing a CA to crisis management.

10. NATO's contribution to a Comprehensive Approach begins in Capitals.

The Allies need a single compelling narrative concerning their understanding of, and NATO's contribution to a CA.

This must be developed in the first order among Capitals albeit with the valued support of Allied Command Transformation and others.



SWEDISH ARMED FORCES



NORTH ATLANTIC TREATY ORGANIZATION
ORGANISATION DU TRAITÉ DE L'ATLANTIQUE NORD

NATO DEFENSE COLLEGE
COLLÈGE DE DÉFENSE DE L'OTAN

17TH PARTNERSHIP FOR PEACE
INTERNATIONAL RESEARCH SEMINAR

8-10 OCTOBER 2008
STOCKHOLM, SWEDEN

1. **The NATO Defense College (NDC)** will co-organize with the *Swedish National Defence College (SNDC)* and with the support of the *Swedish Armed Forces*, its 17th Partnership for Peace International Research Seminar (17th PFP/IRS) from 08 October 2008 (evening) to 10 October 2008 in Stockholm, Sweden, addressing:

***“NATO and its Partners:
Contributing to the Comprehensive Approach”***

2. **The 2008 NATO Bucharest Summit** reaffirmed the Alliance’s commitment to the implementation of a “Comprehensive Approach” to address current and future security challenges: “Experiences in Afghanistan and the Balkans demonstrate that the international community needs to work more closely together and take a comprehensive approach ... It is essential for all major international actors to act in a coordinated way, and to apply a wide spectrum of civil and military instruments in a concerted effort that takes into account their respective strengths and mandates.” Specifically, an *Action Plan* of pragmatic measures to better realize a Comprehensive Approach in crisis management was endorsed. This followed NATO’s 2006 *Comprehensive Political Guidance* that deliberately identified as a top priority, “the ability to draw together the various instruments of the Alliance brought to bear in a crisis and its resolution to the best effect, as well as the ability to coordinate with other actors.”

3. Objectives of the Seminar

- To analyse the relationship between the Comprehensive Approach and an Effects Based Approach to Operations (EBAO).

- To generate greater understanding among Partners of NATO and the Comprehensive Approach with particular focus on practical reforms to military and policy planning procedures and the conduct of crisis management at the strategic and operational levels.
- To examine the challenges and opportunities for NATO and its Partners in strengthening working relations with key international organizations such as the United Nations (UN) and European Union (EU), as well as other external actors, in implementing the Comprehensive Approach.
- To analyze the potential for the Partnership for Peace nations to contribute to the implementation of the Comprehensive Approach in such areas as Training and Education, Lessons Learned from operational experiences and public messaging.
- To develop wider personal contacts.

4. Agenda

8 OCTOBER 2008 - Day 1 (evening)

REGISTRATION

- Arrival and Hotel Check-in for participants at the Mornington Hotel, Nybrogatan 53, Stockholm – Registration (16.00-18.00)
- Reception, Swedish National Defence College (19.00-21.00)

9 OCTOBER 2008 - Day 2

INTRODUCTORY REMARKS

0900-0930

Welcome Remarks

- *Mr. Håkan JEVRELL, State Secretary of Defense, Sweden*
- *Professor Mats ERICSON, Vice Chancellor, Swedish National Defence College*

SESSION ONE: NATO PERSPECTIVES

- 0930-1030** **Comprehensive Approach and EBAO – Same, Similar or Different?**
- *Colonel Andrew BUDD, Branch Chief - Strategic Policy & Concepts Division, International Military Staff, NATO Headquarters (confirmed)*
 - *Colonel David GREENWOOD, Branch Head – Policy Branch NATO HQ Supreme Allied Command Transformation (confirmed)*
- 1030-1050** **Coffee**
- 1050-1150** **Panel Q&A**
- Moderator: Dr. Brooke SMITH-WINDSOR, Senior National Representative - Canada, NATO Defense College*
- 1150-1200** **Group Photo**
- 1200-1330** **Lunch**, Restaurant Syster O Bror (Pre-arranged, no host)
- 1330-1430** **Implementing the Comprehensive Approach – Reforming NATO Crisis Management**
- *Dr. Stefanie BABST, Deputy Assistant Secretary General, Communication Coordination (confirmed)*
 - *Brigadier General Jørgen HANSEN-NORD, Director, Joint Analysis and Lessons Learned Centre, Allied Command Transformation (confirmed)*
 - *Lieutenant Colonel Ian WOODBRIDGE, NATO Response Force Secretary, Deployable Forces Coordination Group, SHAPE (confirmed)*
- 1430-1500** **Coffee**
- 1500-1600** **Panel Q&A**
- Moderator: Dr. Karl-Heinz KAMP, Director Research Division, NATO Defense College*
- 1600-1930** **Professional Time**

KEYNOTE ADDRESS: SWEDISH PERSPECTIVES

- 1930-2200** **Dinner, Restaurant Hasselbacken (Hosted)**
- Swedish Approach to Crisis Management – Key Lessons Learned**
- *Brigadier General Karl ENGELBREKTSON, Former Commander of the Nordic Battle Group, Sweden (confirmed)*

10 OCTOBER 2008 - Day 3

SESSION TWO: EXTERNAL ACTORS' PERSPECTIVES

- 0900-0920** **Implementing the Comprehensive Approach – Views from the UN**
- *Colonel Eric HEEZE, NATO Liaison Officer, UN Headquarters (confirmed)*
- 0920-0940** **Implementing the Comprehensive Approach – Views from the EU**
- *Lieutenant Colonel Hakan ANDERSSON, EU Liaison Officer, European Union Cell - Supreme Headquarters Allied Powers Europe (confirmed)*
- 0940-1000** **Implementing the Comprehensive Approach – Views from the humanitarian relief community**
- *H.E. Ambassador Amedeo de FRANCHIS, Sovereign Military Order of Malta (confirmed)*
- 1000-1020** **Implementing the Comprehensive Approach – Views on the International Community's efforts in Afghanistan**
- *Professor Steven Julian LINDLEY-FRENCH, Professor of Military Operations, Netherlands Defense Academy (confirmed)*
- 1020-1050** **Coffee**

- 1050-1200** **Panel Q&A**
- Moderator: Dr. Grant HAMMOND, Dean, NATO Defense College*
- 1200-1330** **Lunch**, Swedish National Defence College Officers' Mess (Hosted)

SESSION THREE: PARTNER PERSPECTIVES

- 1330-1430** **Assessing Partner Contributions**
- *Professor Grigoriy PEREPELTSIA, Director, Foreign Policy Research Institute, Ukraine (confirmed)*
 - *Colonel Jacques F. BAUD, Senior Military Adviser, Foreign Affairs Department, Switzerland (confirmed)*
 - *Lieutenant Colonel Göran GRÖNBERG, Strategy Section, Swedish National Defence College (confirmed)*
- 1430-1450** **Coffee**
- 1450-1550** **Panel Q&A**
- Moderator: Professor Jan Willem HONIG, Department of Strategic Studies, Swedish National Defence College*

CLOSING REMARKS

- 1550-1610** **Seminar Findings**
- *Colonel Dr. Ferenc MOLNAR, NATO Defense College Rapporteur*
- 1610-1630** **Closing Remarks**
- *Professor Bengt SUNDELIUS, Head, Department of Security and Strategic Studies, Swedish National Defence College*
 - *Dr. Grant HAMMOND, Dean, NATO Defense College*
- End of the Seminar**