DAMO-SSD   **31 August 2000**

Expires 31 August 2002

SUBJECT: Emerging Non-traditional Security Issues Plans and Policies

SEE DISTRIBUTION

1. Purpose. This letter establishes policies and procedures to identify, assess, and develop engagement plans and policies for emerging non-traditional security issues (ENSI). ENSI are those international and domestic initiatives that are inherently non-defense related, but which may impact national security; and, those international and domestic initiatives that are inherently defense related, but which use methods to address the issue outside of traditional security channels. ENSI may have positive or negative, direct or indirect impacts on national security.

2. Proponent and exception authority. The proponent of this letter is the Deputy Chief of Staff for Operations and Plans (DCSOPS). The DCSOPS has authority to approve exceptions to this letter that are consistent with controlling law and regulation and may delegate approval authority in writing to the Director for Strategy, Plans and Policy (DAMO-SS).

3. References. There are no required or related publications.

4. Explanation of abbreviations and terms. See the glossary.

5. Responsibilities.

  a. Headquarters, Department of the Army (HQDA) principal officials, MACOM commanders, and heads of Department of the Army (DA) agencies and activities listed below, will designate Emerging Non-traditional Security Issues (ENSI) Team member(s) from all appropriate elements within their organization, and provide DAMO-SSD ENSI Cell with the name, phone number, and functional area of responsibility for all team members:

    (1) Assistant Secretary of the Army for Civil Works (ASA(CW)).

    (2) Assistant Secretary of the Army for Financial Management and Comptroller (ASA(FM&C)).

    (3) Assistant Secretary of the Army for Installations and Environment (ASA (I&E)).

    (4) Assistant Secretary of the Army for Manpower and Reserve Affairs (ASA(M&RA)).

    (5) Assistant Secretary of the Army for Acquisition, Logistics and Technology (ASA(ALT)).

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Supplementary Notes

Abstract

Subject Terms

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(6) General Counsel (GC)

(7) Director of Information Systems for Command, Control, Communications and Computers (DISC4).

(8) Deputy Under Secretary of the Army for International Affairs (DUSA-IA).

(9) Deputy Under Secretary of the Army for Operations Research (DUSA-OR).

(10) Chief of Legislative Liaison (SALL).

(11) Chief of Public Affairs (SAPA).

(12) Deputy Chief of Staff for Personnel (DCSPER).

(13) Deputy Chief of Staff for Intelligence (DCSINT).

(14) Deputy Chief of Staff for Operations and Plans (DCSOPS).

(15) Deputy Chief of Staff for Logistics (DCSLOG).

(16) Assistant Chief of Staff for Installation Management (ACSIM).

(17) Chief, Army Reserve (DAAR).

(18) Chief of Chaplains (DACH).

(19) Chief of Engineers (DAEN).

(20) The Judge Advocate General (TJAG).

(21) Chief, National Guard Bureau (NGB).

(22) The Surgeon General (TSG).

(23) Commanders of major Army Commands (MACOMs), and heads of DA agencies, and activities.

(24) Director Army Programs, Analysis and Evaluation.

b. Additional responsibilities include—

(1) DUSA-IA will—

a. Provide Army International Affairs oversight for all ENSI activities.

b. Ensure all ENSI Engagement Plan international activities are in consonance with approved Army International Activity plans and policies.

(2) The DCSOPS will—

a. Appoint a chairperson for the ENSI Team.

b. Establish and resource the ENSI Cell.

c. As appropriate, report ENSI status to the senior Army leadership.

d. Develop, staff, oversee the implementation of, review, and update a training and education program to make Army personnel, at appropriate levels, aware of the potential impacts emerging non-traditional security issues may have on Army interests and Joint operations.

(3) MACOM commanders and heads of DA agencies, and activities will—

a. Be prepared to participate in HQDA ENSI Team meetings on an as-required basis.

b. Participate in all phases of the ENSI Engagement Plan, as appropriate.

(4) Members of the ENSI Team will—

a. Expeditiously identify and report to the DAMO-SSD ENSI Cell (via the ENSI Intranet) those non-traditional security issues that may affect Army interests or Joint operations.

b. Prepare, staff, and submit an ENSI Information Paper (see appendix A) to the

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DAMO-SSD ENSI Cell for all emerging non-traditional security issues identified within that team member's organization's functional area of responsibility.

   c. Assist the ENSI Team in assessing selected emerging non-traditional security issues by identifying potential impacts on Army interests and Joint operations within his or her organization's functional area of responsibility.

   d. Assist the ENSI Lead in preparing, staffing, and briefing the ENSI Campaign Plan, as required.

   e. Serve as his or her organization's primary POC for implementing the ENSI Engagement Plan and ENSI Campaign Plans.

   f. Routinely review planning guidance, ENSI Engagement Plan objectives, and ENSI Campaign Plans and provide feedback to the DAMO-SSD ENSI Cell for proposed updates or modifications.

   g. Keep his or her organization's internal chain of command informed of ENSI issues as they are being addressed.

   h. As required, coordinate support to the ENSI Team by the appropriate SME within his or her organization's functional area of responsibility.

   i. Inform the DAMO-SSD ENSI Cell of all significant interaction with the senior Army leadership on ENSI issues.

   j. Attend all ENSI Team meetings.

   k. Inform the DAMO-SSD ENSI Cell of Team member replacements or internal reorganizations.

   (5) The designated ENSI Lead will—

   a. Prepare, staff, and brief, as required, the issue-specific ENSI Campaign Plan (see appendix B).

   b. Serve as the primary POC for the coordination and execution of all issue-specific activities identified in the ENSI Campaign Plan.

   (6) ENSI Cell will—

   a. Prepare, staff, and publish an ENSI implementing document (for example, an Army regulation) to replace this HQDA Letter prior to expiration.

   b. Prepare, staff, and publish the ENSI Engagement Plan.

   c. Oversee the Army-wide implementation of this HQDA Letter, the replacement ENSI Implementing Document, and the ENSI Engagement Plan. Periodically review and update these documents, as required.

   d. Routinely and systematically review sources for potential emerging non-traditional security issues and identify trends and topical areas that could impact Army interests and Joint operations.

   e. Receive ENSI Scout reports and identify emerging non-traditional security issues that have the potential to impact Army interests and Joint operations.

   f. Ensure all appropriate staffs, MACOMs, agencies, and activities are informed, in a timely manner, of all potential ENSI that may impact their area(s) of interest.

   g. Based on input from the ENSI Scouts and ENSI Team members, identify and coordinate emerging non-traditional security issues appropriate for consideration by the ENSI Team. Identify and task the appropriate ENSI Team member to prepare the initial ENSI Information Paper.

h. Schedule, plan, and coordinate ENSI Team, ENSI Council of Colonels, and ENSI General Officer Steering Committee meetings, as required.

i. Coordinate the assessment of ENSI impacts on the Army and Joint operations by the ENSI Team, and, as appropriate, MACOMs, agencies, and activities.

j. After selection by the ENSI Team (or the ENSI Council of Colonels), assist the designated ENSI Lead in preparing, staffing, and briefing of the ENSI Campaign Plan.

k. Assist the designated ENSI Lead in overseeing the implementation of approved ENSI Campaign Plans.

l. Ensure all affected non-HQDA agencies (for example, the Joint Staff) are kept informed of the status of ENSI within the Army, as appropriate.

m. Assess and organize the provision of feedback on all ENSI Engagement Plan and Campaign Plan activities.

n. Plan, prepare, implement, and assess the results of ENSI workshops, seminars, and conferences, as required.

o. Monitor and update, as required, the ENSI web page.

p. In coordination with DAMO-TR, develop, staff, oversee the implementation of, review, and update a training and education program to make Army personnel, at appropriate levels, aware of the potential impacts emerging non-traditional security issues may have on Army interests and Joint operations.

6. Policy. The Department of the Army will take an active, disciplined approach to the identification, assessment, and response to ENSI to shape the policy-making environment in a manner beneficial to Army interests. Examples of ENSI issues are at appendix C. Our intent is to provide sound, timely military advice, through appropriate channels and spoken with one Army voice, to decision-makers within multi-dimensional external environments that potentially affect Army interests and Joint operations. Each addressee has a shared responsibility in developing and supporting the processes employed in support of ENSI. The key component of this approach is awareness. Awareness cannot be achieved unless the Army, as an institution, trains itself to 'see' the issues as they develop in the external environment and report them accurately and rapidly. While DCSOPS will serve as the lead for this initiative, all addressees are crucial participants and must be prepared to adapt internal processes to support this initiative. The responsibilities set forth in this letter govern the procedures that comprise the five phases of the ENSI Engagement Process. These phases are addressed, in detail, in paragraphs 5 and 7. Addressees will execute the requirements set forth in this letter, and should not expect an increase in resources to accomplish this mission.

7. ENSI Engagement Process. The ENSI Engagement Plan incorporates a five-step process designed to attain its ENSI-related objectives. The five steps are: identification, assessment, Campaign Plan development, implementation, and assessment and feedback.

a. Identification. The first phase of the ENSI Engagement Plan process is the identification and initial assessment of emerging non-traditional security issues that have the potential to impact Army interests and Joint operations. During this phase, the Army researches and detects potential emerging non-traditional security issues and traditional security issues being developed through non-traditional security methods. Once enough information about the draft ENSI has been gathered, the Army makes an initial assessment as to whether or not the issue has the potential to impact Army interests or Joint operations. If this initial assessment determines that an impact is possible, the ENSI Team conducts additional research to provide sufficient information for the detailed analysis to be conducted in the following phase.

b. Assessment. The information about an ENSI, gathered during the identification phase, is subjected to in-depth analysis to identify significant facts and direct and indirect impacts on Army interests and Joint operations during the second phase of the ENSI Engagement Plan process. The analytical review includes both functional and cross-functional reviews by subject matter experts (SME) in all areas affected by the ENSI, and is done in the context of potential effects on other Army programs and activities. To estimate the potential impact of ENSI on the Army and Joint operations, the ENSI Team considers the statutory responsibilities of the Army, as delineated in Title 10 (Armed Forces) of the U.S. Code. As a secondary element, the Team considers Title 22 (Foreign Relations) responsibilities, which includes an increasing number of programs in which the Army is, or is likely to become, involved. See appendix D for a list of Title 10/22 responsibilities. When an issue can be determined to potentially impact the Army's ability to carry out one of these responsibilities, it is a candidate for a campaign plan to influence its outcome. The ENSI Team compares individual ENSI to others already under consideration, to identify both trends and synergistic effects. Finally, the ENSI Team prioritizes and, if appropriate, identifies individual ENSI for Campaign Plan development.

c. Campaign Plan Development. The Army develops issue-specific plans to engage ENSI that are identified by the ENSI Team to have significant impacts on Army interests or offer opportunities to attain Army goals. The ENSI Campaign Plan describes how the Army intends to engage on a particular ENSI, and identifies discrete implementation actions intended to achieve its objectives. Senior Army leadership involvement is critical to the success of this phase of the ENSI Engagement Plan process. In cases where multiple ENSI are interrelated and have synergistic effects, the plan consolidates the engagement and implementation activities of all related issues.

d. Implementation. During the fourth phase of the ENSI Engagement Plan process, the Army implements the ENSI Campaign Plan developed in the previous phase. For some ENSI, the execution of this phase may involve a long-term effort. If the Army is successful in identifying a potential ENSI at an early stage, engagement will be required throughout the evolution of the issue. Thus, this phase of the ENSI Engagement Plan process is characterized by sustained engagement activities, as well as frequent coordination, both inside and outside the Army. Most importantly, senior leadership involvement in this phase is imperative to attaining the Army's ENSI objectives.

e. Assessment and Feedback. Plan assessment and feedback are continuous elements of the ENSI Engagement Plan process. HQDA ENSI Team members will conduct after action reviews of ENSI engagements at quarterly meetings and incorporate lessons learned into ongoing implementation activities. The team will also solicit and incorporate feedback from scouts and ENSI leadership.

Appendix A
ENSI Information Paper Format

Figure A-1 shows the format for an ENSI Information Paper.

ENSI INFORMATION PAPER

Date

SUBJECT: (ENSI title)

1. Issue. (a one-sentence statement of what is at stake – for example, The United Nations is considering a convention to regulate orbital debris that could impact the Army's use of space.)

2. Impact on the Army. (a 2-3 sentence summary of how this ENSI may impact the Army and Joint operations; this should not just rehash the chart which describes each of the impacts, but should *summarize* those impacts into the broader aspects of the Army's interests and Joint operations; at the end of the paragraph, add: "See attachment 1, Impacts on the Army and Joint operations.")

3. ENSI overview. (a single paragraph summarizing the ENSI)

4. Background. (information describing how the ENSI evolved to its current status; include pertinent dates, major meetings, and leading agencies/ organizations)

    a.

    b.

       (1)

       (2)

5. Current status. (describe where the ENSI is currently, including near-term objectives)

6. Anticipated milestones and events. (be as specific as possible; identify dates and places of planned meetings and events)

7. Individuals, countries, and organizations associated with the ENSI. (identify the individuals (for example, celebrities or politicians), countries, and organizations (for example, non-Governmental organizations (NGOs), international governmental organizations, et cetera) that are taking a leading role in the development of the

Figure A-1. Format for an ENSI Information Paper.

ENSI, what their positions on the ENSI are, and the forum/fora (for example, UN General Assembly, special convention of NGOs, et cetera) in which the ENSI is being discussed).

8. U.S. Government (USG) Involvement with the ENSI. (identify if the USG has been involved, and if so, what that involvement has entailed)

9. Current or potential USG lead agency. (if the USG lead is known, then say only "current USG lead agency"; if the USG lead is not yet identified, say "potential USG lead agency"; if other USG agencies are also involved, list them in subsequent sub-paragraphs; list office titles, POC names and phone numbers, when known)

10. Army involvement with the ENSI. (identify if the Army has been involved, and if so, what that involvement has entailed)

11. Current or potential Army lead agency. (if the Army lead is known, then say only "current Army lead agency"; if the Army lead is not yet identified, say "potential Army lead agency"; if other DOD agencies are also involved, list them in subsequent sub-paragraphs; list office titles, POC names and phone numbers, when known)

Attachments:
1 – Detailed assessment of impacts on the Army
2 – Endnotes
3 – ENSI-related documents (as appropriate)

Figure A-1. Format for an ENSI Information Paper--continued.

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Appendix B
ENSI Campaign Plan Format
Figure B-1 shows the format for an ENSI Campaign Plan.

ENSI Campaign Plan for
(title of issue)

1. Mission Statement. The ENSI Campaign Plan Mission Statement is a clear and concise statement of the tasks to be accomplished by the Army and the purpose to be achieved within the context of the ENSI Engagement Plan.

2. Background. This section of the ENSI Campaign Plan provides an overview of the ENSI (the ENSI Information Paper is attached to the Campaign Plan), as well as a recapitulation of Army actions to-date.

3. Assumptions. This section lists suppositions on the current situation or presuppositions on the future course of events related to the ENSI. For example, this paragraph may identify an anticipated proposed solution or channel of communication for the ENSI. Because the ENSI may evolve differently than anticipated, the ENSI Lead must routinely review the assumptions and reassess the plans based upon them.

4. Objectives. This section identifies *what* the Army intends to achieve through the ENSI Campaign Plan. The ENSI Council of Colonels, based on guidance from the chain of command, will identify the ENSI Campaign Plan objectives at the beginning of this phase of the ENSI Engagement Plan process.

5. Concept of Operations. As the objectives describe the *what*, the Concept of Operations describes the *how* of the ENSI Campaign Plan. This section begins to bring the separate elements of the Campaign Plan together by tying the ENSI to the Army's objectives and describing how the Army intends to attain those objectives.

6. Responsibilities. This section assigns action and coordination responsibilities to all offices, commands, and activities necessary for the implementation of the ENSI Campaign Plan.

Figure B-1. Format for an ENSI Campaign Plan.

Appendix C
Examples of ENSI Issues

C–1. Global Climate Change Treaty. An environmental initiative that could have far-reaching impacts on readiness. A commitment from the U.S. Government to reduce greenhouse gas emissions would have likely required a reduction in emissions from the Army, emissions from operations and training activities. Army advice has since contributed to national security provisions in the treaty that help protect readiness activities from reduction requirements.

C–2. The Ottawa Process (vice traditional arms control processes) which yielded the Ottawa Treaty. This arms control issue is non-traditional in its method of addressal. A powerful coalition of NGO's, with celebrity publicity, moved the debate at a pace that got in front of security needs. The Army was initially behind the process, but eventually provided appropriate military advice to U.S. Government decision-makers who avoided signing a faulty treaty.

C–3. Convention on the Rights of the Child. Humanitarian initiative that, at first glance, would appear to be of no interest to the Army. However, the Child Soldiers Protocal to the Convention would have raised from 15 to 18 the minimum age for participation in and recruitment for hostilities. Army developed sound, unemotional advice and articulated its equities well contributing to a U.S. Government position against the Protocol in its original form. Led to a compromise Protocol that protected the Army's Junior ROTC and recruiting activities as well as its ability to train and field 17 year-olds to units.

C–4. Radio Frequency (RF) Spectrum Apportionment. A technology issue that could restrict Army communications and radar capabilities. Portions of the RF spectrum are reserved for Government use. As wireless technology advances, there is greater pressure from business to make more of the spectrum available for commercial use. Could restrict or eliminate frequency-hopping radio use, use of radar, et cetera.

Appendix D
Title 10/22 Responsibilities
Figure D-1 shows title 10/22 responsibilities.

Title 10 – Army

Raising the Army
       Recruiting
       Organizing
       Mobilizing
       Demobilizing

Training
Housing and Equipping the Army
       Supplyling
       Equipping
       Equipment Management
       Facilities Management

Maintaining the Army
       Servicing
       Administering
       Maintaining

Title 10 – Joint

Joint Administration
Joint Doctrine
Joint Training and Exercises
Joint Logistics
Operations
Contingencies

Title 22 – Foreign Relations

Foreign Military Sales
International Military Education and Training
Military Assistance
Anti-Narcotics Assistance
International Disaster Relief
Aid to Former USSR

Figure D-1. Title 10/22 responsibilities.

Glossary

Section I
Abbreviations

ACSIM
Assistant Chief of Staff for Installation Management

AO
action officer

ASA(ALT)
Assistant Secretary of the Army for Acquisition, Logistics and Technology

ASA(CW)
Assistant Secretary of the Army for Civil Works

ASA(FM&C)
Assistant Secretary of the Army for Financial Management and Comptroller

ASA(I&E)
Assistant Secretary of the Army for Installations and Environment

ASA(M&RA)
Assistant Secretary of the Army for Manpower and Reserve Affairs

DA
Department of the Army

DAAR
Chief, Army Reserve

DACH
Chief of Chaplains

DAEN
Chief of Engineers

DAMO-SSD
National Security Policy Division

DAMO-TR
Training Division

DCSINT
Deputy Chief of Staff for Intelligence

DCSLOG
Deputy Chief of Staff for Logistics

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DCSOPS
Deputy Chief of Staff for Operations and Plans

DCSPER
Deputy Chief of Staff for Personnel

DISC4
Director of Information Systems for Command, Control, Communications and Computers

DUSA-IA
Deputy Under Secretary of the Army for International Affairs

DUSA-OR
Deputy Under Secretary of the Army for Operations Research

DOD
Department of Defense

EEI
essential elements of information

ENSI
emerging non-traditional security issues

GC
General Counsel

HQ
Headquarters

MACOM
major Army command

NGB
National Guard Bureau

NGO
non-Governmental organization

ODCSOPS
Office of the Deputy Chief of Staff for Operations and Plans

POC
point of contact

SALL
Chief of Legislative Liaison

SAPA
Chief of Public Affairs

SME
subject matter expert

TJAG
The Judge Advocate General

TSG
The Surgeon General

Section II
Terms

Emerging Non-traditional Security Issues (ENSI)
ENSI are those international and domestic initiatives that are inherently non-defense related, but which may impact national security; and, those international and domestic initiatives that are inherently defense related, but which use methods to address the issue outside of traditional security channels. ENSI may have positive or negative, direct or indirect impacts on national security.

ENSI Campaign Plans
ENSI Campaign Plans are single-source documents that identify a specific emerging non-traditional security issue, the issue's anticipated impacts on the Army and Joint operations, and detailed plans to address the issue, including shaping the policy discussion through appropriate military input. An ENSI Campaign Plan identifies issue-specific objectives, correlated to the overall ENSI Engagement Plan objectives and other Army programs and objectives. An ENSI Campaign Plan describes and assigns responsibilities for all actions necessary to attain the plan's objectives.

ENSI Cell
The ENSI Cell is comprised of designated personnel located within the National Security Policy Division (DAMO-SSD), Office of the Deputy Chief of Staff for Operations and Policy (ODCSOPS). The ENSI Cell, under the direction of the Chief, DAMO-SSD, coordinates all ENSI activities for HQDA.

ENSI Engagement Plan
The ENSI Engagement Plan is a comprehensive blueprint that describes the Army's approach to addressing emerging non-traditional security issues and to protecting or enhancing Army interests affected by those issues. The ENSI Engagement Plan provides common objectives and overall policy context for issue-specific ENSI Campaign Plans. The ENSI Engagement Plan incorporates a five-step process designed to attain its ENSI-related objectives. The five steps are: identification, assessment, Campaign Plan development, implementation, and assessment and feedback.

ENSI web page
The ENSI web page is that portion of the Army Knowledge Online (AKO) initiative that provides electronic access, connectivity, and situational awareness for personnel and organizations tasked with ENSI missions. The ENSI web page will be established and maintained by the DAMO-SSD ENSI Cell, and will include all HQDA ENSI Team members, as well as ENSI Scouts and MACOM, agency, and activity ENSI POCs. The objective of the ENSI web page is to facilitate the exchange of information on emerging non-traditional

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security issues, to enhance ENSI staffing and assessment procedures, and to make all ENSI Information Papers accessible to staffs and organizations affected by the issues.

ENSI Lead
The ENSI Lead is the individual identified by the ENSI Team to serve as the primary point of contact (POC) and action officer (AO) for an ENSI. The ENSI Lead is responsible for preparing and overseeing the implementation of the ENSI Campaign Plan.

ENSI Team
The HQDA ENSI Team is comprised of representatives from all affected Headquarters, Department of the Army (HQDA) staff elements, as well as selected non-HQDA representatives (such as the Army Environmental Policy Institute and the Strategic Studies Institute at the Army War College). The mission of the HQDA ENSI Team is to assist the Army leadership in identifying, assessing, and developing plans and policies for emerging non-traditional security issues that have the potential to affect Army interests and Joint operations. The ENSI Team meets routinely on a quarterly basis; more often as required based on emerging issues.
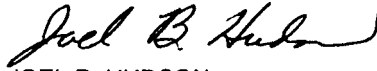
ENSI Scout
ENSI Scouts are those personnel (military and DA civilians) and organizations (major Army commands, agencies, and activities) in unique positions from which to identify ENSI. Senior service fellows, special assignment officers, and officers training with industry are examples. Upon identifying an emerging non-traditional security issue that has the potential to affect Army interests and Joint operations, they post a spot report on the ENSI web page initiating the engagement process.

By Order of the Secretary of the Army:

ERIC K. SHINSEKI
General, United States Army
Chief of Staff

Official:

JOEL B. HUDSON
Administrative Assistant to the
Secretary of the Army

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