

THE JOINT PLANNING PROCESS AND WHOLE OF GOVERNMENT APPROACH
TO INTERAGENCY PLANNING AGAINST NARCOTERRORIST
FORCES IN CE-VRAEM REGION

A thesis presented to the Faculty of the U.S. Army
Command and General Staff College in partial
fulfillment of the requirements for the
degree

MASTER OF MILITARY ART AND SCIENCE
General Studies

by

OSCAR R. FLORES, MAJOR, PERUVIAN ARMY
Masters, ESGE-EPG, Chorrillos, Lima, 2018
Bachelors, Universidad San Pedro, Lima, 2009

AD BELLUM PACE PARATI

Fort Leavenworth, Kansas
2020

Approved for public release; distribution is unlimited. United States Fair Use determination or copyright permission has been obtained for the use of pictures, maps, graphics, and any other works incorporated into the manuscript. This author may be protected by more restrictions in their home countries, in which case further publication or sale of copyrighted images is not permissible.

REPORT DOCUMENTATION PAGE				<i>Form Approved</i> <i>OMB No. 0704-0188</i>	
Public reporting burden for this collection of information is estimated to average 1 hour per response, including the time for reviewing instructions, searching existing data sources, gathering and maintaining the data needed, and completing and reviewing this collection of information. Send comments regarding this burden estimate or any other aspect of this collection of information, including suggestions for reducing this burden to Department of Defense, Washington Headquarters Services, Directorate for Information Operations and Reports (0704-0188), 1215 Jefferson Davis Highway, Suite 1204, Arlington, VA 22202-4302. Respondents should be aware that notwithstanding any other provision of law, no person shall be subject to any penalty for failing to comply with a collection of information if it does not display a currently valid OMB control number. PLEASE DO NOT RETURN YOUR FORM TO THE ABOVE ADDRESS.					
1. REPORT DATE (DD-MM-YYYY) 12-06-2020		2. REPORT TYPE Master's Thesis		3. DATES COVERED (From - To) AUG 2019 – JUN 2020	
4. TITLE AND SUBTITLE The Joint Planning Process and Whole of Government Approach to Interagency Planning against Narcoterrorist Forces in CE-VRAEM Region				5a. CONTRACT NUMBER	
				5b. GRANT NUMBER	
				5c. PROGRAM ELEMENT NUMBER	
6. AUTHOR(S) Oscar Ray Flores, MAJ, Peruvian Army				5d. PROJECT NUMBER	
				5e. TASK NUMBER	
				5f. WORK UNIT NUMBER	
7. PERFORMING ORGANIZATION NAME(S) AND ADDRESS(ES) U.S. Army Command and General Staff College ATTN: ATZL-SWD-GD Fort Leavenworth, KS 66027-2301				8. PERFORMING ORG REPORT NUMBER	
9. SPONSORING / MONITORING AGENCY NAME(S) AND ADDRESS(ES)				10. SPONSOR/MONITOR'S ACRONYM(S)	
				11. SPONSOR/MONITOR'S REPORT NUMBER(S)	
12. DISTRIBUTION / AVAILABILITY STATEMENT Approved for Public Release; Distribution is Unlimited					
13. SUPPLEMENTARY NOTES					
14. ABSTRACT The Special Command of the VRAEM Region of Peru VRAEM (CE-VRAEM) conducts operations to eliminate armed groups of drug traffickers and gain the support of the population through civil action operations. The command is transitioning from a culture where each element prepares and executes its own plan to one of joint planning and operations. However, this planning involves only elements of the armed forces and does not include other civilian government agencies or partners from the private sector. This research examines the joint planning doctrine of the United States and compares it to Peruvian doctrine. As a result of the comparative analysis, the author recommends that the Peruvian Armed Forces and government adopt a whole of government approach to ensure that all participating units and agencies contribute to the desired goals and avoid duplication of effort.					
15. SUBJECT TERMS Peruvian Army, Joint Planning, Interagency coordination					
16. SECURITY CLASSIFICATION OF:			17. LIMITATION OF ABSTRACT	18. NUMBER OF PAGES	19a. NAME OF RESPONSIBLE PERSON
a. REPORT	b. ABSTRACT	c. THIS PAGE			19b. PHONE NUMBER (include area code)
(U)	(U)	(U)	(U)	85	+1(210)7778600

Standard Form 298 (Rev. 8-98)
Prescribed by ANSI Std. Z39.18

MASTER OF MILITARY ART AND SCIENCE

THESIS APPROVAL PAGE

Name of Candidate: Major Oscar Ray Flores Silva

Thesis Title: The Joint Planning Process and Whole of Government Approach to
Interagency Planning against Narcoterrorist Forces in CE-VRAEM Region

Approved by:

_____, Thesis Committee Chair
Prisco R. Hernandez, Ph.D.

_____, Member
Dennis S. Burket, EdD

_____, Member
Lieutenant Colonel Jeremiah Fritz, MMAS

Accepted this 12th day of June 2020 by:

_____, Acting Director, Office of Degree Programs
Prisco R. Hernandez, Ph.D.

The opinions and conclusions expressed herein are those of the student author and do not necessarily represent the views of the U.S. Army Command and General Staff College or any other governmental agency. (References to this study should include the foregoing statement.)

ABSTRACT

THE JOINT PLANNING PROCESS AND WHOLE OF GOVERNMENT APPROACH TO INTERAGENCY PLANNING AGAINST NARCOTERRORIST FORCES IN CE-VRAEM REGION, by Major Oscar Ray Flores, 85 pages.

The Special Command of the VRAEM Region of Peru VRAEM (CE-VRAEM) conducts operations to eliminate armed groups of drug traffickers and gain the support of the population through civil action operations. The command is transitioning from a culture where each element prepares and executes its own plan to one of joint planning and operations. However, this planning involves only elements of the armed forces and does not include other civilian government agencies or partners from the private sector. This research examines the joint planning doctrine of the United States and compares it to Peruvian doctrine. As a result of the comparative analysis, the author recommends that the Peruvian Armed Forces and government adopt a whole of government approach to ensure that all participating units and agencies contribute to the desired goals and avoid duplication of effort.

ACKNOWLEDGMENTS

I am indebted to my members of the Master's Committee in Military Arts and Sciences of the Faculty of Command and General Staff for their professionalism, their knowledge and their unwavering support throughout the process.

I would also like to express my gratitude to my family, my beloved wife and son and my parents for encouraging my intellectual curiosity and positively impacting my career and adding emotion to my life.

Finally, for those with whom I have had the honor of serving, you have influenced me more than you know. Thank you for your mentoring, patience and support. With this effort I want to honor the fallen Peruvian soldiers in the fight against narcoterrorists.

TABLE OF CONTENTS

	Page
MASTER OF MILITARY ART AND SCIENCE THESIS APPROVAL PAGE	iii
ABSTRACT.....	iv
ACKNOWLEDGMENTS	v
TABLE OF CONTENTS.....	vi
ACRONYMS.....	ix
ILLUSTRATIONS	xi
TABLES	xii
CHAPTER 1 INTRODUCTION	1
Problem.....	5
Issue	6
Purpose.....	7
Research Question	7
Primary Question	7
Secondary Question	7
Assumptions.....	8
Definitions of Terms.....	8
Availability and Access to Information/Data	9
Scope and Delimitations	9
Summary and Conclusions	10
CHAPTER 2 LITERATURE REVIEW	11
Chapter Introduction.....	11
Peru	12
MF 5-0, Operation Process	12
Mission Command Philosophy.....	13
Principles of the Operations Process.....	14
Planning in the Armed Forces.....	14
The Policy that Directs Planning within the Peruvian Armed Forces	14
Categories of Planning.....	16
Preliminary Planning	16
Immediate Action Planning	16
SINAPLAN.....	17
Purpose of SINAPLAN.....	17

Objectives of SINAPLAN	17
US Doctrine	18
Interorganizational Cooperation and Considerations.....	18
Interagency Coordination.....	22
Coordinating Efforts	23
The Military Component	23
Forum of Expertise	24
Gathering the Right Resources	24
Focus of Theater Operations.....	24
Growing Requirement for Close Coordination.....	25
Joint Interagency Task Force	25
Joint Interagency Task Force South.....	26
Civil Military Operations	27
CMO Tasks	27
Civil Military Relationships.....	28
Civil-Military Operations, Civil Affairs Operations, and Unified Action.....	29
Joint Operations	31
Fundamentals of Joint Operations	31
Principles of Joint Operations.....	32
Joint Operation Model	32
Instruments of National Power and the Conflict Continuum.....	33
Oral Historical Interview	34
The Link between Joint Planning Process and Interagency Principles	37
Chapter Conclusion.....	39
 CHAPTER 3 RESEARCH METHODOLOGY	 40
Chapter Introduction	40
Research Methodology	40
DIME Evaluation Matrix	41
Biases as Threats to the Validity of the Study	42
 CHAPTER 4 ANALYSIS	 44
Chapter Introduction	44
Step 1: Results of the Literature Review	44
Step 2: Apply key foundational aspects and key insight in CE-VRAEM	47
Secondary Research Question One	47
Secondary Research Question Two	49
Step 3: DIME Evaluation Matrix and Link Civil Affairs functional Areas and Specialties	50
Secondary Research Question Three	50
Secondary Research Question Four	53
Step 4: Conclusions and Recommendations to Improve the Peruvian JPP	55
 CHAPTER 5 CONCLUSIONS AND RECOMMENDATIONS	 58

Chapter Introduction	58
Conclusions.....	59
Based on Structure Solutions	59
Based on Processes	60
Terminology.....	60
Statute of the Organization	60
Recommendation	61
Recommendation for Joint Planning Process	61
Recommendations for Decision Makers and Future Researchers	63
APPENDIX A ORAL HISTORY iNTERVIEW WITH GENERAL OF DIVISION RAYMUNDO B. FLORES CG CE-VRAEM	65
BIBLIOGRAPHY.....	72

ACRONYMS

AOR	Area of Responsibility
AOI	Area of Interest
AOE	Area of Engagement
CE	<i>Comando Especial</i> (Special Command)
CE- VRAEM	Special Commando of VRAEM Region
CIOEC	Special Intelligence and Joint Operations Command
CCFFAA	<i>Comando Conjunto de las Fuerzas Armadas</i> (Joint Command of the Armed forces)
CMO	Civil Military Operations
DOD	Department of Defense
DOS	Department of State
FEC	<i>Fuerzas Especiales Conjuntas</i> (Joint Special Forces)
IGO	Inter Governmental Organization
JP	Joint Publication
JPP	Joint Planning Process
ECCFFAA	<i>Escuela Conjunta de las Fuerzas Armadas</i> (Joint Command College of Armed Forces)
FFAA	<i>Fuerzas Armadas</i> (Armed Forces)
MC	Mission Command
MO	Mission Type Order
MINDEF	Ministry of Defense
NGO	Non-governmental Organization
NSS	National Security Strategy
PNP	Peruvian National Police

ROMO	Range of Military Operations
RPP	<i>Radio Programas del Peru</i> (Peruvian Radio Programs)
SINAPLAN	<i>Sistema Nacional de Planeamiento Estratégico</i> (National System of Strategic Planning)
USG	United States Government
VRAEM	Valley of Apurimac, Ene and Mantaro Rivers

ILLUSTRATIONS

	Page
Figure 1. Location of VRAEM Region in South America.....	3
Figure 2. VRAEM Region and the Intervention Zone Direct and Indirect.....	4
Figure 3. Peruvian Army - Operations Process.....	13
Figure 4. Principles of Operations Process	14
Figure 5. Unified Action	19
Figure 6. Interorganizational Cooperation Relationship and Interagency Coordination ...	20
Figure 7. Notional Operations across the Conflict Continuum.....	28
Figure 8. Unified Action, Civil-Military Operations, and Civil Affairs Operations.....	29
Figure 9. Civil Affairs Functional Areas and Specialties.....	30
Figure 10. Civil-Military Operations Components and Functions.....	31
Figure 11. A Notional Joint Combat Operation Model.....	33
Figure 12. Gral Div Raymundo B. Flores – CG VRAE.....	35
Figure 13. COF (Common Operational Framework) in CE-VRAEM.....	46
Figure 14. Interagency Governmental in Unified Action.....	62
Figure 15. CE VRAEM COF in Operational Approach	63
Figure 16. Three Tools of Integration	64

TABLES

	Page
Table 1. Terrorist Groups in Peru	2
Table 2. Total Population and Annual Average Growth Rate, 2007-2017.....	6
Table 3. Objectives of SINAPLAN	18
Table 4. Principles of Joint Operations.....	32
Table 5. Instruments of National Power and Strategy	34
Table 6. DIME Evaluation Matrix	41
Table 7. Definitions of DIME	42
Table 8. Key Foundational Aspect in CE-VRAEM.....	48
Table 9. Interagency Coordination Key Insights in CE-VRAEM	49
Table 11.DIME Evaluation Matrix in VRAEM Region, December 31, 2019	51
Table 12.Issues in Civil Affairs Functional Areas in VRAEM	54
Table 13.Structural Options	60

CHAPTER 1

INTRODUCTION

Although my ideas were bad, as long as they originated better ones, we will not have wasted time.

—Jean Rousseau, *Military History of Dellepiane*

The period between 1980 and 1992 is considered the most brutal in Peruvian history because of the number of victims. According to the estimate of the Truth and Reconciliation Commission, nearly 69,000 people died in the clash between subversive and state forces.¹ Most of these victims were farmers, modest people, vagabonds, ethnic, religious, and sexual minorities, or people according to their social or economic status were also persecuted. After the capture of the main terrorist leaders such as Abimael Guzman,² Víctor Polay Campos³, and Oscar Ramirez Durand,⁴ the actions of the subversive groups, including drug trafficking, were limited to the region of the Valley of Apurimac, Ene and Mantaro rivers (VRAEM). This caused the group not only to clash

¹ “La comisión de la verdad del Perú responsabiliza a terroristas, militares y políticos de 69.000 muertes,” *El País*, 2003, accessed March 9, 2020, https://elpais.com/internacional/2003/08/28/actualidad/1062021609_850215.html.



² “Abimael Guzman,” Wikipedia, accessed March 9, 2020, https://en.wikipedia.org/w/index.php?title=Abimael_Guzm%C3%A1n&oldid=942626678.

³ “Victor Polay,” Wikipedia, accessed March 9, 2020, https://en.wikipedia.org/w/index.php?title=V%C3%ADctor_Polay&oldid=908992648

⁴ “Óscar Ramírez” Wikipedia, accessed March 9, 2020, https://en.wikipedia.org/w/index.php?title=%C3%93scar_Ram%C3%ADrez&oldid=931312445

against the armed forces and the police but also to enter political organizations such as the “Movement for Amnesty and Fundamental Rights.”

Table 1. Terrorist Groups in Peru

 <p>SHINING PATH <i>SENDERO LUMINOSO</i></p>	 <p>MRTA <i>MOVIMIENTO REVOLUCIONARIO TUPAC AMARU</i></p>
<p>Marxist-Leninist-Maoist-Gonzalo</p>	<p>Marxist Guerrilla Group Communist and Guevarism</p>
<p>MANUEL RUBEN ABIMAEL GUZMAN REYNOSO President “Gonzalo”</p>	<p>Néstor Cerpa Cartolini (+) Comrade “Evaristo”</p>
<p>OSCAR RAMIREZ DURAND Comrade “Feliciano”</p>	<p>VICTOR POLAY CAMPOS</p>

Source: Created by author.

Table 1 shows the two subversive groups with the greatest impact in Peru, the currents of thought that they followed, and the leaders who were captured and killed during the period between 1980 and 2000.

The VRAEM region was largely ignored by the Peruvian government until 2006, allowing criminal groups to increase and poverty rates to increase exponentially. Joint police and army patrols are now frequently carried out in the zone. According to the UN,

Peru is considered the second cocaine producer below Colombia,⁵ totaling up to 302 metric tons per year.⁶



Figure 1. Location of VRAEM Region in South America

Source: Created by author.

The Shining Path (Sendero Luminoso) remains Peru’s largest armed group, although its level of activity, which reached its peak during the 1980s and 1990s, recently began to drop suddenly. Today, its members are mainly involved in drug trafficking, concentrated in the VRAEM region.

⁵ Associated Press, “UN, Perú is the second world producer of cocaine,” *Chicago Tribune*, July 13, 2016, accessed March 9, 2020, <https://www.chicagotribune.com/hoy/ct-hoy-8668693-onu-peru-es-el-segundo-productor-mundial-de-cocaina-story.html>.

⁶ Ibid.

The military operations from members of the Special intelligence and joint Operations Command (CIOEC) in the Ayacucho jungle (South part of the VRAEM) are working, because there are a lot of desertion of hikers and the voluntary delivery ‘mules’,⁷ these situation confirms the displeasure of the narcoterrorist members in this area, these repentant confessed that there are internal problems inside the terrorist .

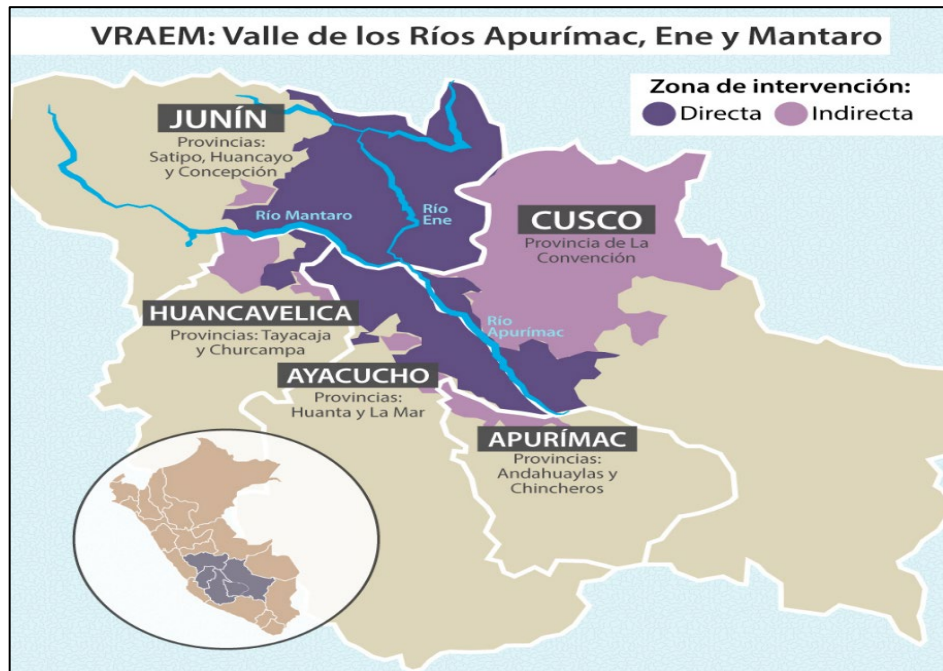


Figure 2. VRAEM Region and the Intervention Zone Direct and Indirect

Source: “¿Qué es el VRAEM y por qué es una zona peligrosa?” *RPP News*, April 25, 2016, accessed March 10, 2020, <https://rpp.pe/peru/narcotrafico/que-sucede-en-el-vraem-y-por-que-es-una-zona-tan-complicada-noticia-953452?ref=rpp>.

⁷ Doris Aguirre, “Por hambre y miedo desertaron 10 terroristas,” *Diario La República*, February 22, 2020, accessed March 9, 2020, <https://larepublica.pe/politica/2020/02/22/sendero-luminoso-en-vraem-desertaron-10-terroristas-por-hambre-y-miedo-camarada-jose/>.

At present, great changes have been made in the procedures in this area; The Peruvian military has achieved a joint intervention effort. This has led to the implementation of a joint doctrine in all procedures.

However, there are elements of the government that are not yet part of this process. This has been causing problems in the development of the plans. In this type of problem, not only the direct actors such as the Armed Forces (FFAA) and the Peruvian National Police (PNP), but also municipalities, regional governments and government ministries, would be involved.

Problem

In the Special Command of VRAEM Region (CE-VRAEM), a transition from the individual plans of the institutions to joint planning has been made. However, the planning for the operations in this area only involves elements of FFAA and PNP. Planning for operations in VRAEM, presents some shortcomings that leave large gaps responsibility and participation of the governmental agencies. Therefore, the military actions in the area do not channel the efforts of the entire Peruvian state to provide a coherent solution.

Organizations such as the ministries of health and agriculture are active in almost all planning, however most Peruvians believe that the solution is only military. In reality, there is more work for other ministries such as education, work and social development because the average annual population growth rate in the VRAEM according to the last

census is 1.4 percent, which gives a result of 200,102 inhabitants who claim the presence of the state in the area.⁸

Table 2. Total Population and Annual Average Growth Rate, 2007-2017

Año / Ámbito	Total	Incremento Intercensal	Incremento Anual	Tasa de Crecimiento Promedio Anual (%)
Total				
2007	520 237			
2017	508 966	-11 271	-1 127	-0,2
Intervención				
2007	269 338			
2017	308 864	39 526	3 953	1,4
Influencia				
2007	250 899			
2017	200 102	-50 797	-5 080	-2,2

Source: “VRAEM: población censada, urbana y rural y tasa de crecimiento promedio anual, según ámbito, 2007- 2017,” INEI National censuses 2007-2017, accessed March 10, 2020, https://www.inei.gob.pe/media/MenuRecursivo/publicaciones_digitales/Est/Lib1661/libro.pdf

Issue

The parties involved in the planning are CCFFAA, CE-VRAEM, and CIOEC. During the planning stage, each command used to execute its plan. This results in duplication of tasks and effort. However, CCFFAA seeks to integrate all the planning processes in one. During the last years, the Narcoterrorist problem has become the

⁸ José García, “Tendencia del Crecimiento Poblacional,” Instituto Nacional de Estadística e Informática, 2017, accessed March 10, 2020, <https://rpp.pe/peru/narcotrafico/que-sucede-en-el-vraem-y-por-que-es-una-zona-tan-complicada-noticia-953452?ref=rpp>

responsibility of only the armed forces, which is why the area of interest must be increased and the presence of the entire inter-institutional government must be brought into this situation in order to reduce the impact that this produces on the Peruvian nation and society.

Purpose

The purpose of this study to improve Peruvian doctrine by way of implementing the whole government approach process in the CE-VRAEM.

Research Question

Primary Question

How can the United States' interagency and joint operations doctrine improve the joint planning process of the Peruvian armed forces and the entire government approach to interagency planning against narcoterrorism in VRAEM?

Secondary Question

In order to answer the primary research question – “How can the United States' interagency and joint operations doctrine improve the joint planning process of the Peruvian armed forces and the entire government approach to interagency planning against narcoterrorism in VRAEM?” four secondary questions must first be answered.

These secondary questions are:

1. What are key foundational aspects for joint forces to achieve interorganizational and unity of effort in the CE-VRAEM?
2. What are the considerations, processes, and best practices for effective interagency coordination?

3. What is the recent status of the strategic and operational planning in the VRAEM Region?
4. Are the stakeholders of the interagency planning in the VRAEM region linked to the Civil Affairs Functional Areas and Specialties of the Armed Forces?

Assumptions

The Peruvian government wants to eradicate drug trafficking in the VRAEM area; for this reason, it has increased the level of military and civilian operations in the area. However, the terrorist group Shining Path is mutating, they intended to be a political party, but they did not find electoral support. The researcher must also consider that narcoterrorism has focused on young people who are unaware of the events that tormented Peru in the 1980s and 1990s. It is also known that the operations that were carried out at the beginning of the year 2019 have had positive results for the fulfillment of our objective. The Peruvian government believes that the human cost that has been paid is high but acceptable given the importance of the problem. The brigades that are busy with the problem of narcoterrorism in the VRAEM will continue to operate in the departments of Junin, Cuzco, and Ayacucho.

Definitions of Terms

To ensure a common language for presenting certain, critical concepts to the reader, the following key terms are defined accordingly for the purpose of this paper.

Cabecilla: (leader) Person who is in charge of a group or movement, especially if they are protesting or opposing something.

Execution: The act or process of executing; performance. To proceed with a military task.

Interagency coordination: is the coordination that occurs between agencies of the US Government and the Department of Defense (DOD).

Interorganizational cooperation: is understanding the civil-military relationship as collaborative rather than competitive.

Range of Military Operations: 'ROMO,' is a fundamental construct that helps relate military activities and operations in scope and purpose.

Hikers: the group of persons who walk in the jungle of Peru carrying on Drug

Availability and Access to Information/Data

The types of documents consulted in this thesis are unclassified or open source materials found on the internet and in the military academies of South America and the United States.

The author has had previous experience operating in the VRAEM region. In order to avoid bias, the author will attempt to be objective when examining both Peruvian and American doctrine and practices. American doctrine be used as a source of ideas to be evaluated and perhaps adapted as needed to the conditions in Peru in order to improve and optimize the processes currently used in the Peruvian Army.

Scope and Delimitations

This investigation and its conclusions are intended to assist military units of the CCFFAA of Peru, who are in the CE-VRAEM since this is the most sensitive area affected. The area of operations is defined as the departments of Junín, Ayacucho, and

Cuzco as AOR. The Area of Interest, are the avenues of approach and corridors that run through the Peruvian jungle and neighboring countries such as Bolivia and Colombia.

Integration of all parties into joint planning is important, including civil organizations, since they are the ones who have to facilitate the approach with the population. This topic is significant to the military profession, security professionals, and other scholars because knowledge of the US joint and interagency doctrine is an improvement to the standard process used in Peru and would boost the collective and dynamic support of Peruvian military and civilian operations in the VRAEM area. Peruvian doctrine has already adopted a transformation based on joint planning. This study strives to show the advantages to be gained by joint and interagency planning.

Summary and Conclusions

This research is important not only for the military profession but also for all the state organizations that have direct intervention in the process of ensuring the security and development of Peru's VRAEM Region.

The next chapter reviews the literature that describes and discusses the recent state of the strategic and operational planning in the VRAEM Region in order to determine if there is a link between the mechanics of the interagency planning in the VRAEM region and the National Security Strategy of the Armed Forces. Answering the secondary research questions sets the conditions for drawing conclusions regarding the primary research question, "how the United States' interagency and joint operations doctrine can improve the joint planning process of the Peruvian armed forces and the entire "whole of government" approach to interagency planning against narcoterrorism in the VRAEM Region?"

CHAPTER 2

LITERATURE REVIEW

I am not afraid of an army of lions led by a sheep; I am afraid of an army of sheep led by a lion.

—Alexander The Great, *Ten Phrases of Leaders*

Chapter Introduction

In order to determine the answer to the primary research question, “how the United States’ interagency and joint operations doctrine can improve the joint planning process of the Peruvian armed forces and the entire government approach to interagency planning against narcoterrorism in VRAEM?” it is first necessary to review the literature that deals with the situation. This literature review will set the groundwork for understanding the problem and identify gaps that need to be addressed in this study as well as in future research endeavors.

This chapter is organized according to the literature that exists. The literature will be analyzed to determine the following: 1) to identify doctrinal gaps between US Joint Doctrine manuals and Peruvian Joint Doctrine; 2) to identify the recent situation of the interagency planning process in the VRAEM region by examining news reports and Government web sites; 3) to understand the whole process of planning in the VRAEM Region by examining transcripts from an oral history interview with the first Commander in charge of joint operations in the region—Division General Raymundo Basilio Flores—who commanded CO-VRAE from 2007 to 2009.

Peru

The Peruvian army has transitioned from an institutional doctrine that applied exclusively to the army to a Joint doctrine that applies to all the armed forces. This new concept, explained in this section, is called the WIRACOCHA Doctrine.

MF 5-0, Operation Process

MF 5-0 is Peru's latest doctrine manual. This manual is used to describe the essential concepts of planning, preparation, execution and assessment of the military actions and military operation. This approach, published and disseminated in 2019 using the philosophy of mission command, will allow the Peruvian armed forces to accomplish their tasks and activities more efficiently and effectively.⁹

⁹ Jefatura de Doctrina del Ejército, Manual Fundamental 5-0, *Proceso de las Operaciones: Introducción* (Lima, Chorrillos: JDOCE, 2018), V.

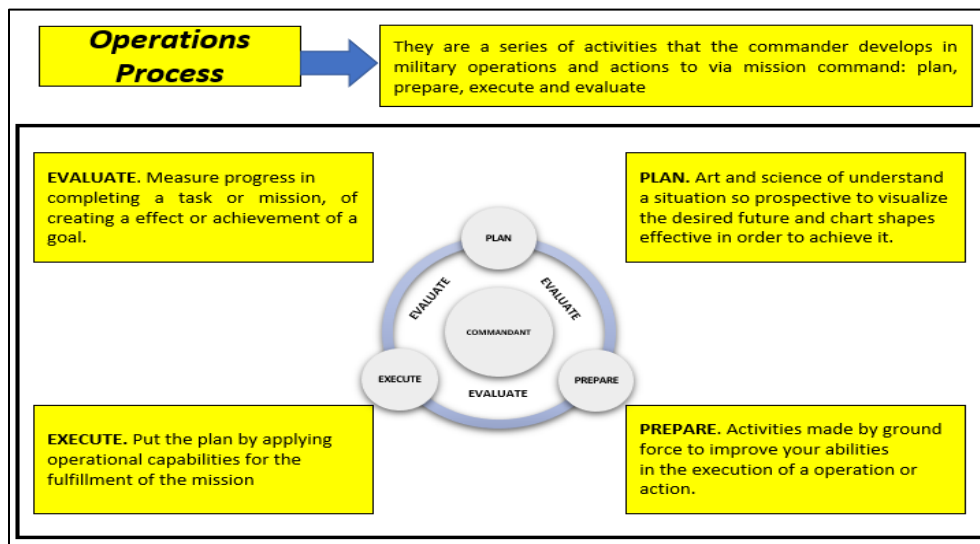


Figure 3. Peruvian Army - Operations Process

Source: Translated by author from Jefatura de Doctrina del Ejército, Manual Fundamental 5-0, *Proceso de las Operaciones: Introducción* (Lima, Chorrillos: JDOCE, 2018).

Mission Command Philosophy

According to MF 5-0, the concept of Mission Command (MC) Philosophy guides commanders, staffs and subordinates as they plan, prepare, execute, and evaluate operations. The MC philosophy requires an environment of mutual trust and shared understanding between commanders, the General Staff and subordinates and a climate in which the commander urges subordinate commanders to take acceptable risk and exercise disciplined initiative to seize opportunities and counter threats, but staying within the commander's intent.

Through mission type orders (MO), commanders focus their instructions on the purpose of the operation or military action and not on the details of how to carry out the assigned tasks. In this way, the process minimizes detailed control and allows

subordinates the greatest possible freedom of action. Finally, they establish the necessary conditions for success by allocating adequate resources based on the required tasks.

Principles of the Operations Process

Commanders and their staffs use the operations process to integrate numerous tasks executed through commands and with subordinate units. In addition to the mission command principles described in MF 6-0 “Command of Mission,” commanders and the General Staff consider the following principles for the effective use of the operations process:

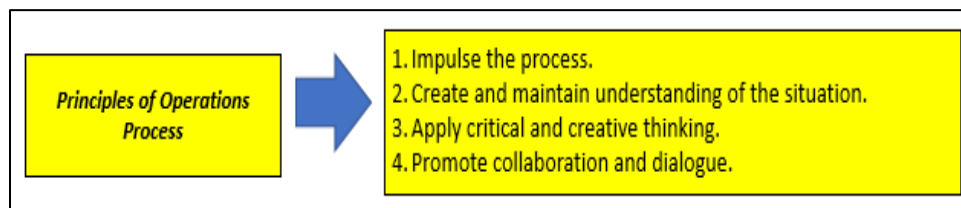


Figure 4. Principles of Operations Process

Source: Translated by author from Jefatura de Doctrina del Ejército, Manual Fundamental 5-0, *Proceso de las Operaciones: Introducción* (Lima, Chorrillos: JDOCE, 2018).

Planning in the Armed Forces

The Policy that Directs Planning within the Peruvian Armed Forces

According to MFA-CD-05-02, the operations planning process (PDP) is carried out within the framework of the National Defense policy. Under this criterion, Peru developed throughout its history a significant number of highly detailed operational plans designed to defend the territory from a clearly identifiable and quantifiable threat.

At that time, the PDP, together with the threat assessment, provided the fundamental structure within from which the defense policy process was carried out in order to ensure that Peru has the forces and military capabilities required to lead an effective defense of its national territory. Therefore, there was a clear interrelationship between operational planning and defense policy.¹⁰

Looking at the current security environment, it is sensible to foresee that future operations will be more complex and multidimensional, since the Peruvian Armed Forces must adapt rapidly to changing operational situations ranging from high intensity lethal combat to stabilization operations. Also, as described in Joint Manual MFA-CD-05-02, advances in information systems, collaborative tools, situational awareness, space systems, and military hardware, will allow planning and executing military operations in a very short time. Information operations will be increasingly more significant since the wide use and trust in information gathering, its processing, and associated systems, will create vulnerabilities and opportunities for both Peru and its adversaries. Meeting these emerging military challenges will require a fresh approach in the preparation and execution of operations by the Peruvian Armed Forces.¹¹

The planning and execution of future operations will increasingly require a more joint and multilateral. Focus. Not only will there be greater coordination between all

¹⁰ Ministerio de Defensa, Manual de las Fuerzas Armadas-CD-05-02, *Proceso de Planeamiento Conjunto: Política que dirige el Planeamiento dentro de las Fuerzas Armadas* (Lima, Chorrillos: Dirección de Educación del CCFFA, octubre 2010), I-1.

¹¹ Ibid.

components of the joint force, but also greater participation of international, governmental and non-governmental organizations in a multilateral effort.

Categories of Planning

In the planning doctrine of the Peruvian Armed Forces, there are two main categories for planning: 1) Preliminary Planning, 2) Immediate Action Planning.¹²

Preliminary Planning

This type of planning consists in a vision to prepare the Armed forces to fight against the threats, it includes Medium Term and Short-Term threats.

Medium Term, describes this term as the coordination of action to face a threat. This planning starts with a directive from the CCFFAA.

Short Term, this is a contingency plan is based on assumptions, and according to Peruvian Doctrine to face this issue, the armed forces prepares multiple plans. These plans are prepared in sufficient detail to be executed immediately. However, these plans as a whole may be partially developed in the medium term.

Immediate Action Planning

According to the definitions in MFA-CD-05-02, this is the response plan to a real or developing crisis and requires the development of an operation plan. If the crisis was foreseen, this plan could be developed based on a contingency plan; if the crisis was not

¹² Ministerio de Defensa, Manual de las Fuerzas Armadas-CD-05-02, I-3.

anticipated, the immediate action plan should be developed quickly in response to prevailing circumstances.¹³

SINAPLAN

Purpose of SINAPLAN

The National Strategic Planning System (SINAPLAN) is the articulated and integrated set of organs, subsystems and functional relationships whose purpose is to coordinate and make viable the national strategic planning process to promote and guide the harmonious and sustained development of the country.¹⁴

Objectives of SINAPLAN

The process established by SINAPLAN tries to link and integrate the responsibilities that the government agencies have in strategic planning, in order to serve as a guide, establishing the following objectives as methods and instruments.¹⁵

¹³ Ministerio de Defensa, Manual de las Fuerzas Armadas-CD-05-02, I-3.

¹⁴ Centro de Nacional de Planeamiento Estratégico (CEPLAN), “SINAPLAN.” accessed March 7, 2020, <https://www.ceplan.gob.pe/sinaplan/>.

¹⁵ Ibid.

Table 3. Objectives of SINAPLAN

1	Guide and define methods, processes and instruments to articulate and coherently integrate the elaboration of the National Strategic Development Plan and national plans.
2	Promote and articulate capacity building programs for strategic planning.
3	Develop processes and actions to monitor management for medium and long-term results.
4	Promote cooperation and agreements between the public and private sectors in the process of formulating strategic plans.
5	Promote the formulation of strategic plans, programs and projects with a medium and long-term prospective vision.
6	Shared, concerted vision of the future and strategic objectives and plans.

Source: Created by author.

US Doctrine

Interorganizational Cooperation and Considerations

According to Joint Publication 1, the doctrine produced by the Department of Defense for the Armed Forces of the United States develop a concept that describes interorganizational cooperation:

Using a whole of government approach is essential to advancing our interests to strengthen security relationships and capacity by, with, and through military forces of partner nations, US and foreign government agencies, state and local government agencies, and intergovernmental or nongovernmental organizations. To succeed, we must refine and proportionally integrate the military with all of the tools of American power.¹⁶

Also, US doctrine in JP 1, defines the term Interagency Coordination as the cooperation and communication that occurs between departments and agencies of the USG, including DOD, to accomplish an objective. Commanders and leaders of agencies

¹⁶ Joint Chiefs of Staff (JCS), Joint Publication (JP) 1, *Doctrine for the Armed Forces of the United States* (Washington, DC: Government Publishing Office, July 2017), i.

have to consider the potential requirements for interagency, IGO and NGO coordination as part of their activities within and outside of their operational areas.¹⁷ Unified action can only be accomplished through close, continuous, interagency and interdepartmental coordination and cooperation. These are essential to overcome discord, organizational shortfalls, different procedures, communications difficulties, differences in organizational culture, and bureaucratic and personnel restrictions.

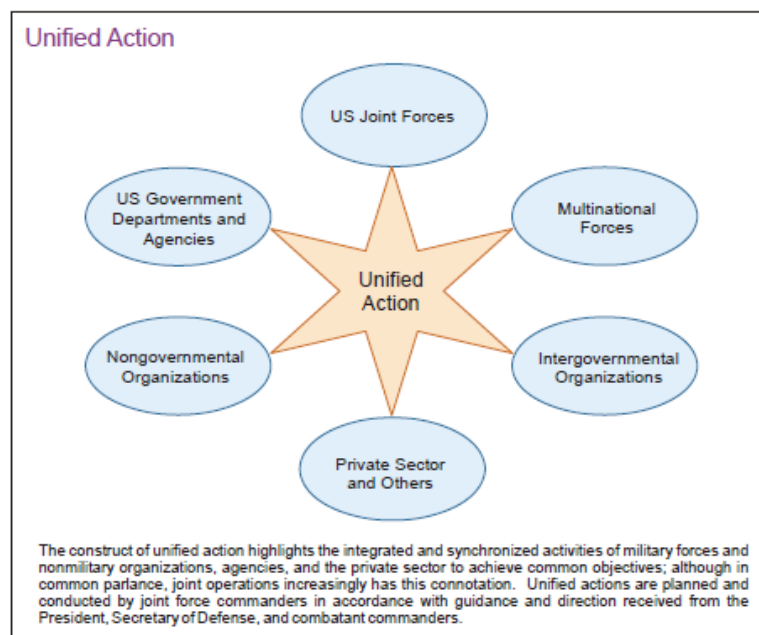


Figure 5. Unified Action

Source: Joint Chiefs of Staff, Joint Publication 1, *Doctrine for the Armed Forces of the United States* (Washington, DC: Government Publishing Office, July 2017).

¹⁷ Joint Chiefs of Staff (JCS), Joint Publication (JP) 3-08, *Interorganizational Cooperation: Foundations of Interorganizational Cooperation* (Washington, DC: Government Printing Office, October 2017), ix.

Figure 5 above shows how the doctrine of the Armed Forces of the US synchronizes, coordinates and integrates joint, single service, and multinational operations with other USG departments and agencies. To accomplish these actions, it needs to start with national strategic directions.

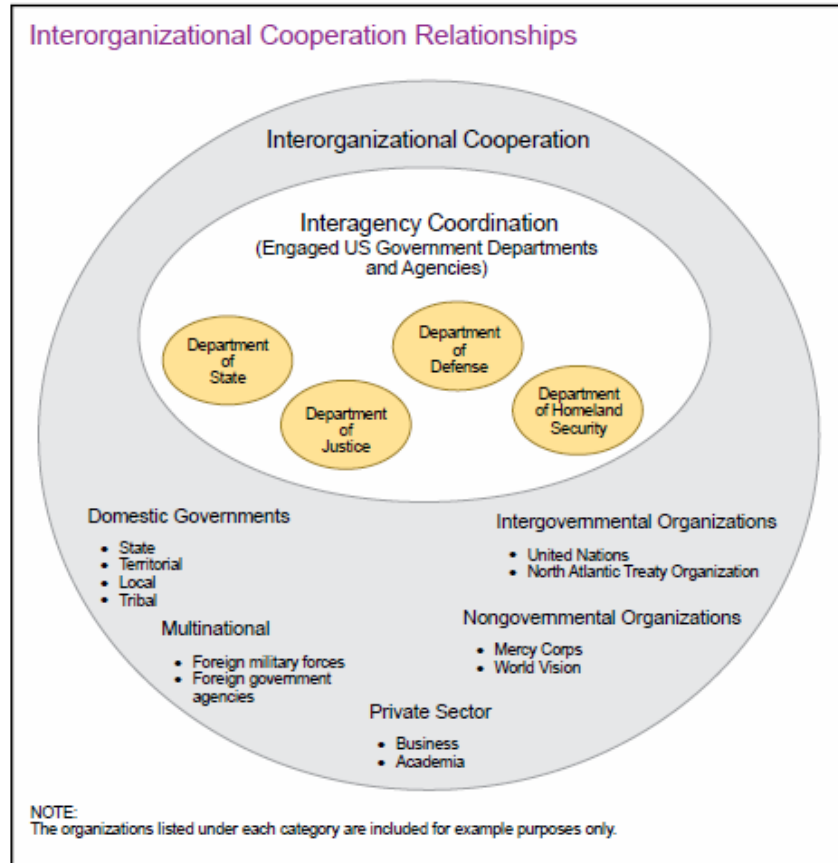


Figure 6. Interorganizational Cooperation Relationship and Interagency Coordination

Source: Joint Chiefs of Staff, Joint Publication 3-08, *Interorganizational Cooperation: Foundations of Interorganizational Cooperation* (Washington, DC: Government Printing Office, October 2017), ix.

JP 1 provides joint doctrine to coordinate military operations with other government departments and agencies. This doctrine is further expanded in JP 3-08. This Joint publication provides considerations for military interaction with governmental and non-governmental agencies, multinational forces, and other interorganizational partners.¹⁸ It provides military guidance for the exercise of authority by combatant commanders and other joint forces commanders (JFC), and recommends joint doctrine for operations and training. Also, it offers guidelines to the Armed forces in the preparation and execution of their plans and orders.

According to JP 3-08 there must be a commitment to inter-organizational cooperation so that the various participating agencies may work productively in areas of common interest as well as promoting a common operating image and enable the exchange of information and resources. This Interorganizational cooperation may enable

- 1) Unity of effort in the translation of national objectives into unified action;
- 2) Common objectives, between strategic level and the operational and tactical levels;
- 3) Common understanding in order to identify the opportunities for cooperation.

The characteristics for the success of interagency government planning and operations may be found in the doctrinal literature examined.¹⁹ These features include:

- 1) A designated lead or primary agency.
- 2) All USG instruments of national power are integrated into the process.
- 3) Agency core missions are related to mission goals.

¹⁸ JCS, JP 3-08, ix.

¹⁹ Ibid., II-3.

- 4) Participants forge a common understanding of the operational environment and the problem USG activities are intended to solve.
- 5) Active lines of communications and pre-established relationships to allow for the ease of information sharing.
- 6) A shared USG goal and clearly stated objectives to achieve results through comprehensive integration and synchronization of activities at the implementation level.
- 7) A common determination of what resources and capabilities are to be aligned to achieve the planning objectives.
- 8) A defined strategic objective.

Interagency Coordination

According to Joint Publication 3-08, the interagency coordination during Joint Operations must be link with intergovernmental organization and nongovernmental organization coordination.²⁰

Attaining our national objectives requires the efficient and effective use of the diplomatic, informational, economic, and military instruments of national power supported by and coordinated with those of our allies and various intergovernmental, nongovernmental, and regional organizations.²¹

Interagency coordination is the coordination that occurs between agencies of the US Government (USG), including the Department of Defense (DOD), for the purpose of accomplishing an objective. Similarly, in the context of DOD involvement,

²⁰ JCS, JP 3-08, i.

²¹ Ibid., vii.

intergovernmental organization (IGO) and nongovernmental organization (NGO) coordination refer to coordination between elements of DOD and IGOs or NGOs to achieve an objective. The integration of US political and military objectives and the subsequent translation of these objectives into action have always been essential to success at all levels of operation.²²

Military operations must be coordinated with the actions of other agencies of the USG, IGOs, NGOs, regional organizations, the operations of foreign forces, and activities of various host nation (HN) agencies.

Coordinating Efforts

A shared thread throughout the range of military operations (ROMO), is the involvement of a large number of agencies and organizations.

The Military Component

Military forces have long synchronized with the headquarters or operating elements of USG departments and agencies, especially with the Department of State (DOS), Department of Justice (DOJ), and Department of Transportation. The purpose of this coordination is to find the solution to a problem that is outside the capability of just one agency. Campaign and operation plans must be crafted to recognize the core competencies of several agencies, coordinating military activities and resources with those of other agencies to achieve the desired end state.

²² JCS, JP 3-08, I-1.

Forum of Expertise

Each US federal, state, or local agency, IGO, and NGO brings its own culture, philosophy, goals, practices, and skills to the task of coordination.²³ The military also brings its organizational dynamics, characteristics, ideas, and values, so this will enhance the whole process and achieved the goals quickly.

Gathering the Right Resources

Each participating agency must recommend courses of action for each problem in order to organize available resources and work together to effectively apply them. Each agency must also, identify the differences in the level of effort they are able to apply and coordinate with the others to provide overall unity of effort.

Focus of Theater Operations

Joint Operations include close coordination with the force and agencies outside the military chain of command. According to guidance in JP 3-0:

ensure that their joint operations are integrated and synchronized in time, space, and purpose with the actions of other military forces (multinational operations) and nonmilitary organizations . . . Activities and operations with such nonmilitary organizations can be complex and may require considerable effort by JFCs, their staffs, and subordinate commander, especially during military operations other than war.²⁴

²³ JCS, JP 3-08, I-2.

²⁴ Joint Chiefs of Staff (JCS), Joint Publication (JP) 3-0, *Doctrine for Joint Operations* (Washington, DC: Government Printing Office, 22 October 2018, Change 1), IV-10.

Growing Requirement for Close Coordination

The amount and kinds of operations demanding integrated US interagency, IGO, and NGO activities has expanded over the past few years. Besides, given the nature of the tasks in front of the US and the international community, this tendency is likely to last. Several factors contribute to this. For example, ideological challenges, current violent threats, and the associated issues developed in current scenarios.

Joint Interagency Task Force

The Joint Interagency Task Force (JIATF) is a force multiplier that uses a single organizational structure to focus on a single mission. A JIATF, like most task force, is typically formed for a specific task and purpose. JIATFs are formal organizations usually commissioned by the DOD and one or more USG civilian department or agency, and guided by a Memorandum Of Agreement (MOA) or other founding legal documents that define the roles, responsibilities, and relationships of the JIATF's members. The JIATF is operated and led by personnel from multiple agencies under a single commander or director.²⁵

When it is necessary to involve the military instrument of national power, and to establish a JTF, the starting authority is normally a CCDR. The CCDR develops the mission statement and CONOPS based upon direction from SecDef as communicated through the Chairman of the Joint Chiefs of Staff (CJCS). If developed, the National Security Council (NSC)'s interagency plan may affect the mission statement. The CCDR appoints a commander, joint task force (CJTF), and, in conjunction with the CJTF,

²⁵ JCS, JP 3-08, E-1.

regulates the necessary military capabilities essential to achieve military objectives. A CJTF has the authority to organize forces and the JTF HQ as needed to complete the objectives.

Joint Interagency Task Force South

Joint Interagency Task Force South (JIATF-S) is a United States multiservice, multiagency task force based at Naval Air Station Key West (Truman Annex), Key West, Florida. It conducts counter illicit trafficking operations, intelligence fusion and multi-sensor correlation to detect, monitor, and handoff suspected illicit trafficking targets; promotes security cooperation and coordinates country team and partner nation initiatives in order to defeat the flow of illicit traffic. JIATF-S is subordinate command to United States Southern Command and is commanded by a Coast Guard Flag Officer.²⁶

JIATF-S serves as the catalyst for integrated and synchronized interagency illegal trafficking operations and is responsible for the detection and monitoring of suspect air and maritime drug activity in the Caribbean Sea, Gulf of Mexico, and the Eastern Pacific.

JIATF-S also collects, processes, and disseminates counterdrug information for interagency and partner nation operations. As a designated national task force, JIATF-S executes detection and monitoring of illicit trafficking and facilitates international and interagency interdiction to enable the disruption and dismantlement of illicit networks in

²⁶ “Joint Interagency Task Force South,” Wikipedia, accessed March 20, 2020, https://en.wikipedia.org/w/index.php?title=Joint_Interagency_Task_Force_South&oldid=940349986.

support of national and hemispheric security. JIATF-S is USSOUTHCOM's executive agent for DOD support to counterdrug initiatives in the USSOUTHCOM AOR.²⁷

Twenty countries have Liaison Officers based at JIATF-S. These include, Argentina, Brazil, Canada, Chile, Colombia, Costa Rica, Dominican Republic, Ecuador, El Salvador, France, Guatemala, Honduras, Jamaica, Mexico, the Netherlands, Panama, Peru, Spain, Trinidad and Tobago and the United Kingdom.

Civil Military Operations

CMO Tasks

According to JP 3-57, Civil-Military Operations (CMO) are the activities executed by military forces to establish, maintain, influence, or exploit situation between military forces and indigenous populations and institutions (IPI). CMO support US objectives for host nation and regional stability.

Joint force commanders conduct CMO across the range of military operations in three primary categories: 1) Military engagement, security cooperation, and deterrence; 2) Crisis response and limited contingency operations; 3) Large-scale combat operations (see Figure 5). The principal purpose of CMO is to facilitate unified action in Joint Operations in order to establish, restore or maintain a stable operational environment.²⁸

²⁷ JCS, JP 3-08, E-3.

²⁸ Joint Chiefs of Staff (JCS), Joint Publication (JP) 3-57, *Civil-Military Operations* (Washington, DC: Government Printing Office, 9 July 2018), vii.

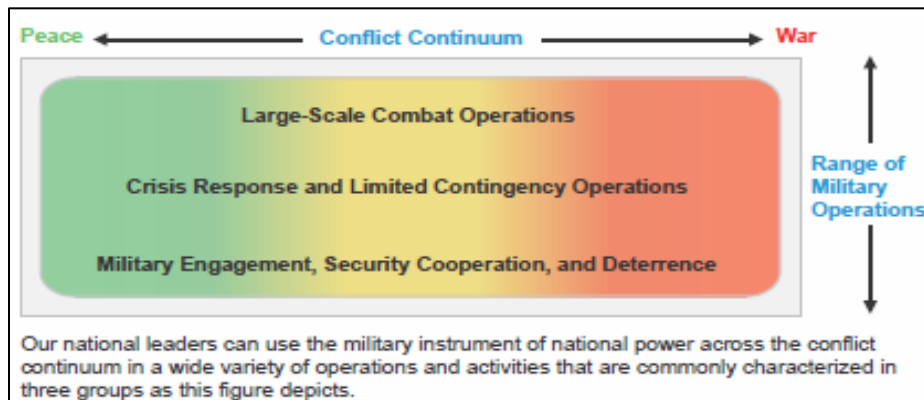


Figure 7. Notional Operations across the Conflict Continuum

Source: Joint Chiefs of Staff, Joint Publication 3-57, *Civil-Military Operations* (Washington, DC: Government Printing Office, 9 July 2018)

Civil Military Relationships

The challenge of establishing a productive mutual relationship between civilian and military parties will always be a risk that must not only be mitigated but must be eliminated with the proper establishment of an organizational framework that can be maintained over time and space. Joint forces can operate through highly populated areas with many inhabitants, but not all societies are equal, each has traditions such as age hierarchies or professional knowledge and plans must be adjusted accordingly. The JP CMO highlights a specific challenge in this area.

Civil-military relations should revolve around positive often mutually-supportive, relationships with nonmilitary stakeholders. JFCs may be required to coordinate Host Nations (HN) response to alleviate civilian suffering or support mitigation operations by the USG, HN, international organizations, or NGOs.²⁹

²⁹ JCS, JP 3-57, I-6.

Civil-Military Operations, Civil Affairs Operations, and Unified Action

In order to establish the responsibilities, commanders use all CMO enablers at their disposal. This means that all participants must coordinate the activities of Joint Forces and Multinational forces (MNFs) and nonmilitary organizations to achieve common objectives.

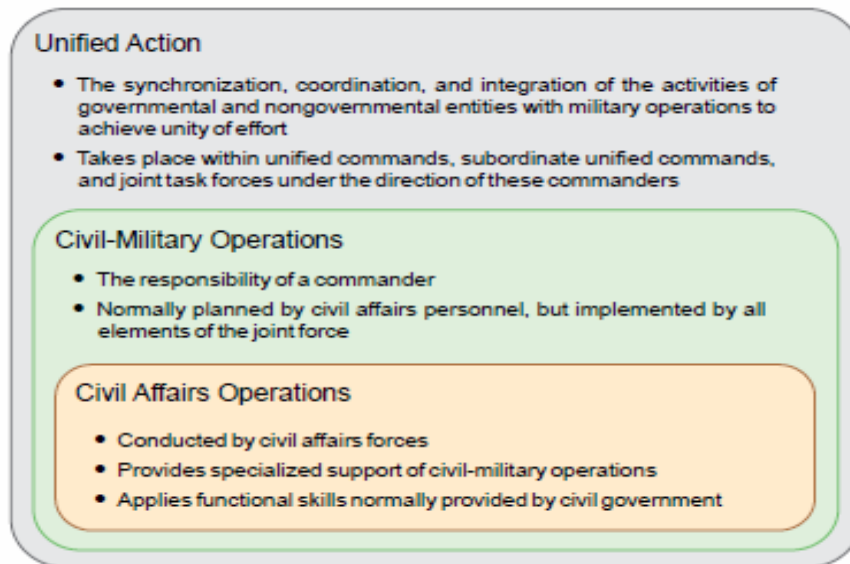


Figure 8. Unified Action, Civil-Military Operations, and Civil Affairs Operations

Source: Joint Chiefs of Staff, Joint Publication 3-57, *Civil-Military Operations* (Washington, DC: Government Printing Office, 9 July 2018)

There are six civil affairs functional areas that are critical: rule of law, economic stability, infrastructure, governance, public education and information and public health and welfare.

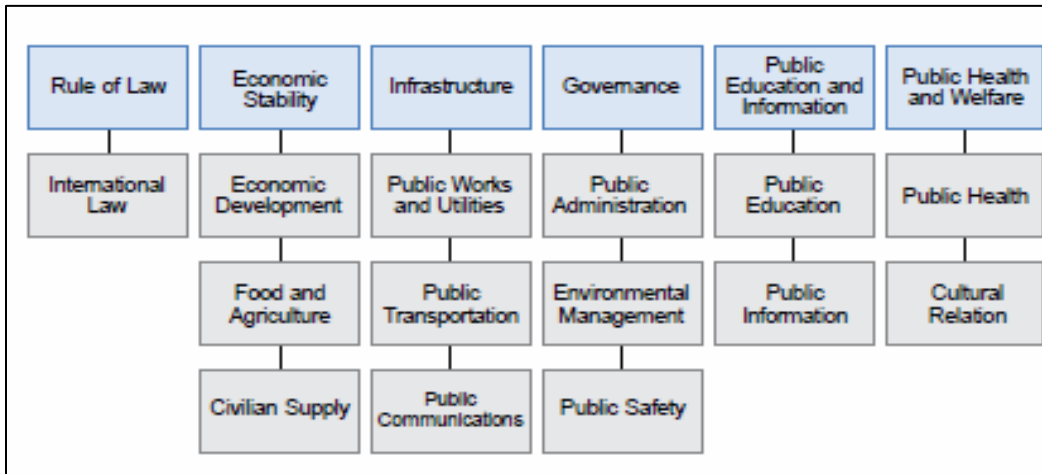


Figure 9. Civil Affairs Functional Areas and Specialties

Source: Joint Chiefs of Staff, Joint Publication 3-57, *Civil-Military Operations* (Washington, DC: Government Printing Office, 9 July 2018)

In the Civil-Military Operations the components and functions determine how they can be included in a unified action plan. This is the fundamental element that establishes a link between the Joint CMO and other members of the interagency community.

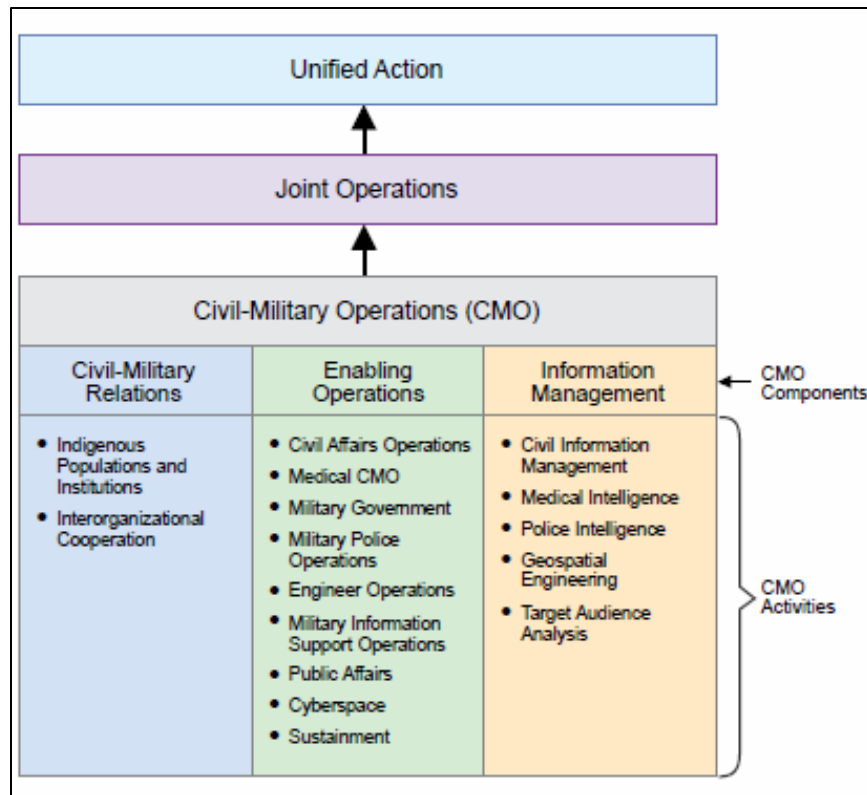


Figure 10. Civil-Military Operations Components and Functions

Source: Joint Chiefs of Staff, Joint Publication 3-57, *Civil-Military Operations* (Washington, DC: Government Printing Office, 9 July 2018)

Joint Operations

Fundamentals of Joint Operations

Joint operations are military actions conducted by joint force headquarters and those participating service forces employed in specified command relationships with each other that do not establish joint headquarters. A joint force is one composed of significant elements, assigned or attached, of two or more military services operating under a single joint force commander.

Principles of Joint Operations

The principles of joint operations can be used as a solid basis for establishing adequate mechanisms in inter-agency operations. These principles were originally nine. Thanks to the experiences obtained in irregular situations three additional principles have been added:

Table 4. Principles of Joint Operations

Principles of Joint Operations	
MAIN PRINCIPLES	Objective Offensive Mass Maneuver Economy of force Unity of Command Security Surprise Simplicity
ADDITIONAL PRINCIPLES	Restraint Perseverance Legitimacy

Source: Created by author.

Joint Operation Model

According to JP 3-0, most individual joint operations share certain activities or actions in common. There are six general groups: shape, deter, seize the initiative, dominate, stabilize, and enable civil authorities; all of these activities typically occur in preparation for and during a single large-scale joint combat operation.

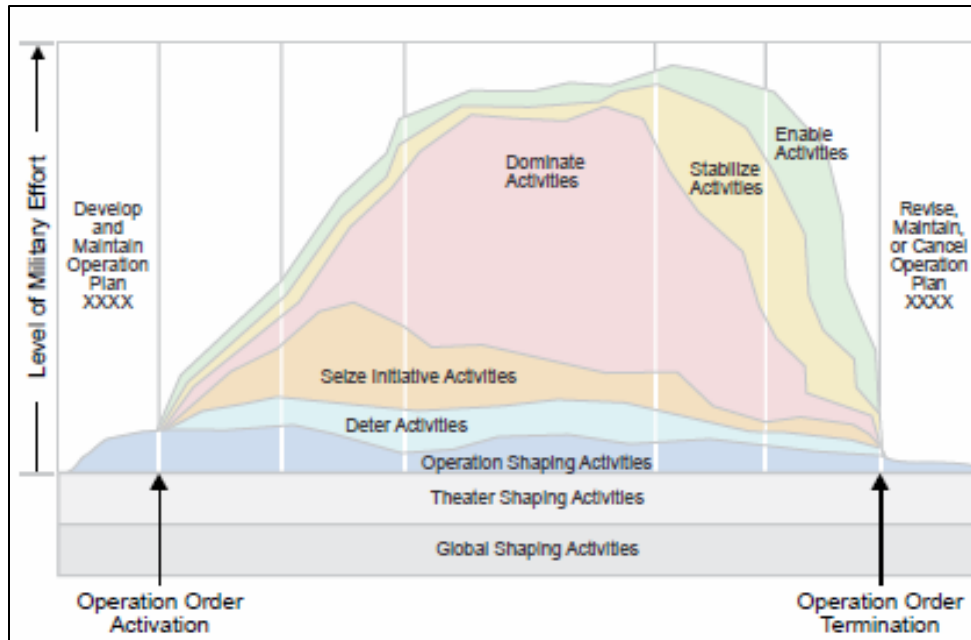


Figure 11. A Notional Joint Combat Operation Model

Source: Joint Chiefs of Staff, Joint Publication 3-0, *Doctrine for Joint Operations* (Washington, DC: Government Printing Office, 22 October 2018, Change 1).

This model represents six general groups of military activities that classically occur during the course of a single joint combat operation. The model applies to a Large-Scale Combat Operations as well as to a combat operation quite restricted in space and time. It shows that the importance of each type of activity changes as an operation progresses.

Instruments of National Power and the Conflict Continuum

JP 3-0, indicates that there are various ways to achieve strategic objectives. In other words, it takes into account all of the means available to the government in its pursuit of national objectives.

Table 5. Instruments of National Power and Strategy

STRATEGY = ENDS+WAYS +MEANS +RISK	
ENDS	Why? → Purpose
WAYS	How? → Procedures
MEANS	What instruments? D DIPLOMATIC I INFORMATIONAL M MILITARY E ECONOMIC

Source: Created by author.

Oral Historical Interview

Oral historical interview with General de Division (Major General) Raymundo B. Flores (Commander of the VRAEM Region 2007-2009) General Flores served as detachment commander in the early days of the establishment of VRAE. In this assignment, he led the transformation from army-centered terrestrial operations to joint operations. In this process, the unit and its leadership experienced many challenges in the planning and sustainment of all operations. He highlights the change of the whole concept of operations and military actions in the transition to joint operations.



Figure 12. Gral Div Raymundo B. Flores – CG VRAE

Source: Created by author.

The author conducted the interview to learn how CCFFAA decided to change the level of military intervention in this area to change from VRAE to CE VRAEM. General Raymundo Flores said that in 2006, the Shining Path was a “rapidly growing monster” that even licensed soldiers wanted to be part of that group at the end of their military service, since it was not seen as a military threat, but rather as an organization that guaranteed a significant economic income, that would provide economic security in an uncertain future. This great danger forced the CCFFAA to formulate directives to face this growing threat. The Peruvian Army decided to stand up a major unit to combat this challenge, and in December 2006 created the “VRAE Detachment,” with the units that were present at that time in the VRAE, that is, only Battalion of Commandos No 116 , Battalion Counterterrorist No 42 and Motorized Infantry Battalion No 51; however, the Detachment was an organization only for operations, since administratively it depended on the Military Region of the Center based in Peru’s capital city, Lima, breaking with the

basic principle of a self-sufficient command unit. In addition, the unit did not have its own budget.³⁰

According to General Flores, the area of operations at the beginning of CE-VRAEM operations consisted of the jungle areas in the provinces of La Mar and Huanta (in the Department of Ayacucho); Churcampa de Huancavelica, in the province of San Martin de Pangoa of the Province of Satipo, and the western part of the province of the Cuzco convention.

The reactions of the population in the AOR were not positive, since as the main source of income in this area is the harvest of the coca leaf. But, since a large part of the harvest is diverted to drug production, the coca growers, who are the vast majority of the inhabitants, would be harmed. The problem was that drug trafficking was growing very rapidly and it was well-known that the local self-defense committees were that only in name. On the contrary, these organizations operated as a facade to protect drug traffickers and that their commitment to a path of non-aggression was also doubtful.

In conclusion, according to General Flores, in the VRAE you could not have much confidence in the CADs (self-defense committees) of some communities. For their part, the population viewed with suspicious eyes the presence of the military patrols in their communities, so there was mutual distrust between the people and the armed forces. As the general put it:

It was necessary to start a work of rapprochement with the people, but it was difficult, because they were closely linked to coca because it was their main source, sometimes their only source of income and their link with drug traffickers,

³⁰ Raymundo B. Flores, “Basic Questionnaire about the Transition in CE-VRAEM,” interview by author, November 19, 2019, Lima, Peru.

and they were closely linked with a path for transportation of the drug, and passage of it through the sites dominated by them.³¹

General Flores said the name changed from VRAE to VRAEM when it became evident that in addition to the valleys of the Apurimac and Ene Rivers, the valley of the Mantaro Rivers was also used by the Shining Path. Moreover, it is along the Mantaro River where the main terrorist bases of the Sendero Luminoso are located: (Quebrada, Pesca, Pampa Aurora, Johnson, Vizcatan, Bidón, Pampa Hermosa etc.) In other words, the addition of the Mantaro sector was due to the need to cover all of the terrorists' areas of operation and their possible bases.

The Link between Joint Planning Process and Interagency Principles

US Army Joint Doctrine is invaluable and essential to any multinational or military organization, which participates in a joint operation or is part of a joint task force. The need for joint doctrine arises from a basic understanding of military doctrine or science and its purpose in military operations. The purpose of doctrine is to provide an understanding based on “a common philosophy, language, purpose, and unity of effort for the use of forces.”

Also, doctrine offers “a distillation of experience, which provides a guide to methods that have generally worked in the past and are believed to be of some lasting utility.” For example, at the end of the year 2018, the Campaign Plan change of the CE VRAEM was adjusted when new operational objectives were established. The planning had to be accomplished in a short period of time, so that it had to be in a decentralized

³¹ Flores interview, 5.

manner. It is known that there is a link between informal practices and formal doctrine that we have to understand to understand how the United States Army has operated throughout history. This analysis of the theoretical and practical concepts of joint doctrine and what it provides to planning is known as common understanding or rather an easy-to-handle language that can be used or adapted by various military forces.

According to the current US Army doctrine is defined as “fundamental principles, with tactics, techniques, procedures and terms and symbols of support, used for the conduct of operations and that the operational force, and elements of the institutional Army that directly support operations, and guide their actions in support of national objectives.”³²

Although the US definition offers a more expansive definition than the Peruvian version, all these official definitions incorporate many of the same elements, such as universal principles for organizational unity. In short, there is a consensus and an understanding of the purpose of the doctrine and its usefulness for a military organization.

Looking closely, the military doctrine can be further divided into several schools, and each has its purpose and meaning. In some cases, doctrine is found in technical manuals that focus exclusively on mechanical aspects. On the other hand, joint strategic doctrines tend to be philosophical in nature, establishing fundamental principles or a central conceptual framework that aims to describe, classify, and justify military activities.

³² JCS, JP 1, i.

Chapter Conclusion

Over time, Peruvian military doctrine has significantly evolved from technical manuals to mostly operational manuals in the 1990s. After understanding that the doctrine is the science, we have derived from principles confirmed by experience we must identify how we are going to translate it into practice, that is, to execute it by means of applied strategy, operational art, and tactics as needed.

It is in the difficult translation from theory to practice that a critical gap opens. Each armed institute derives its strategic objectives from national policies and needs and elaborates plans to reach desired outcomes. However, when this is done in isolation in meetings which do not include the resources of the entire government, this leads to problems in reaching the desired goals.

This is the focus of this investigation as it is assumed that joint planning is needed to accomplish the tasks that the Peruvian government desires against the terrorists in the VRAEM area. Success in this effort requires compliance with common principles, norms, and procedures by all services and agencies involve to obtain the most optimal results. This requires the development and implementation of joint and interagency doctrine in a whole of government approach.

CHAPTER 3

RESEARCH METHODOLOGY

No battle plan ever survives contact with the enemy.

—Helmuth Von Moltke, *Prussian General*

Chapter Introduction

The researcher uses a step-wise approach to answer the primary research question: “How the United States’ interagency and joint operations doctrine can improve the joint planning process of the Peruvian armed forces and the entire government approach to interagency planning against narcoterrorism in VRAEM?” He does so by presenting relevant material, analyzing its implications, and presenting recommendations.

Research Methodology

This thesis uses a qualitative approach with an emphasis on content and discourse analysis of documents and the information obtained from an oral history interview. The research follows the following steps: 1) The literature review of the available doctrinal literature in Chapter 2 provides a basis for understanding current US joint and interagency doctrine as well as current Peruvian doctrine. 2) In Chapter 4 US doctrinal concepts will be analyzed and compared to the general concepts of the joint planning doctrine of the ESCCFFAA (Joint School of the Armed Forces of Peru) and of the particular concepts of the joint planning doctrine used in the CE VRAEM. 3) Then, the concepts used by the Peruvian Army will be compared to those of US Army and US joint doctrine. 4) Finally, some recommendations will be presented in Chapter 5.

DIME Evaluation Matrix

The armed forces of Peru continue to manifest gaps in joint planning that limit the effectiveness of military operations. Cultural advances, mechanisms, and technologies, as well as social changes, present challenges to planners. In order to understand the subject from several perspectives it is necessary to perform a structured analysis.

To holistically assess the gaps and requirements in Peruvian Joint doctrine; the author uses the four instruments of national Power: Diplomacy, Information, Military, and Economic (DIME) as a framework for analysis.

The author developed a DIME evaluation matrix to conduct the analysis. The researcher selected four evaluation criteria based on the four secondary questions.

Table 6. DIME Evaluation Matrix

STRATEGY = ENDS+WAYS +MEANS +RISK				
	DIPLOMATIC	INFORMATIONAL	MILITARY	ECONOMIC
END				
WAYS				
MEANS				
RISKS				

Source: Created by author.

The researcher uses the definitions of DIME given in JP 1 *Doctrine of Armed Forces of US* and JP 5 *Joint Planning* to describe how strategic direction is established within the Adaptive Planning and Execution (APEX) concept and how it is implemented

within the Joint Planning and Execution Community (JPEC) to develop military plans and orders.

Table 7. Definitions of DIME

<i>DIPLOMACY</i>	This instrument of national power is the principal instrument for engaging with other states and foreign groups to advance U.S. values, interests, and objectives, and to solicit foreign support for U.S. military operations. Diplomacy is a principal means of organizing coalitions and alliances, which may include states and non-state entities, as partners, allies, surrogates, and/or proxies.
<i>INFORMATION</i>	In the context of traditional nation-states, the concept of information as an instrument of national power extends to non-state actors—such as terrorists and transnational criminal groups—that are using information to further their causes and undermine those of the United States Government and our allies.
<i>MILITARY</i>	The military instrument is the use of force, to include the integral aspect of military capability that opposes external coercion. The military has various capabilities that are useful in non-conflict situations, such as when conducting foreign relief.
<i>ECONOMIC</i>	The Department of the Treasury works with other United States Government agencies, the governments of other nations, and the international financial institutions to encourage economic growth, raise standards of living, and predict and prevent, to the extent possible, economic and financial crises.

Source: Created by author.

Biases as Threats to the Validity of the Study

The author identifies some significant issues that pose threats to the validity of this research and could undermine its findings. Biases can negatively affect the validity of a research project. Thus, it is necessary to overcome selection bias. The author had certain preconceptions that impacted how and what primary and secondary research questions were selected. Confirmation bias affects how the information in sources examined is interpreted. This tendency can cause the researcher to place more value on

evidence supporting the researcher's original opinions and counter-evidence being cast aside.

By recognizing these personal biases, the researcher has tried to avoid their negative effects on this research project. To mitigate the threat to internal validity by conducting a strong literature review. The literature review includes various sources including government publications and scholarly research. To balance perspective, the author also included perspectives that varied by time and location of publication. The researcher will explain how the Peruvian army has transitioned from a purely institutional doctrine to a joint doctrine. The next chapter, presents and analyzes the data collected during this study.

CHAPTER 4

ANALYSIS

In forming the plan of a campaign, it is requisite to foresee everything the enemy may do, and be prepared with the necessary means to counteract it. Plans of the campaign may be modified ad infinitum according to the circumstances, the genius of the general, the character of the troops, and the features of the country.

—Napoleon, *Maxims of War*

Chapter Introduction

This chapter presents the analysis of the pertinent literature and the principal facts obtained through the oral history interview. This information is analyzed to show how it can help to improve the doctrine by answering each of the secondary research questions.

Using a step-wise approach as outlined in chapter 3, the author assesses how the answers to the secondary research questions, on aggregate, lead to answer the primary research question; “How the United States’ interagency and joint operations doctrine can improve the joint planning process of the Peruvian armed forces and the entire government approach to interagency planning against narcoterrorism in VRAEM?”

Step 1: Results of the Literature Review

An examination of the doctrinal literature shows many similarities between the new Peruvian “Wiracocha Doctrine” American doctrine, and the doctrine that is taught in the nations that belong to NATO. An analysis of the doctrinal concepts used by CE VRAEM has identified a lack of specific concepts, such as: 1) the principles that frame the planning process, 2) when should Government Agencies be considered in the planning process. These concepts are clearly evident in US Army Joint doctrine. Despite this difference some concepts common to both doctrines are easy to identify. However,

the emphasis is different in each. Peruvian doctrine does not initially consider the participation of other organizations and agencies. Therefore, we are going to identify the lines of effort and operational lines that must be included.

American doctrine as expressed in JP 3-08 *Interorganizational Cooperation Relationships* considers several categories that facilitate cooperation between government agencies in areas of common interest. This could be very helpful in the case of CE VRAEM, which tries to provide a solution to the fight against Narcoterrorism.

In US doctrine, the various actors are grouped as follows: 1) interagency coordination, as a major sublevel that integrates the Department of State, The Department of Justice, the Department of Defense and the Department of Homeland Security; 2) domestic local governments such as state, territorial, local, and tribal governments; 3) intergovernmental organizations such as the United Nations and NATO; 3) Multinational organizations; 4) Nongovernmental organizations and 5) organizations belonging to the private sector.³³

This doctrine promotes a common operational framework (COF), and enables the sharing of critical information that will enable the use of available resources. This figure was presented in Chapter 2.

³³ JCS, JP 3-08, ix.

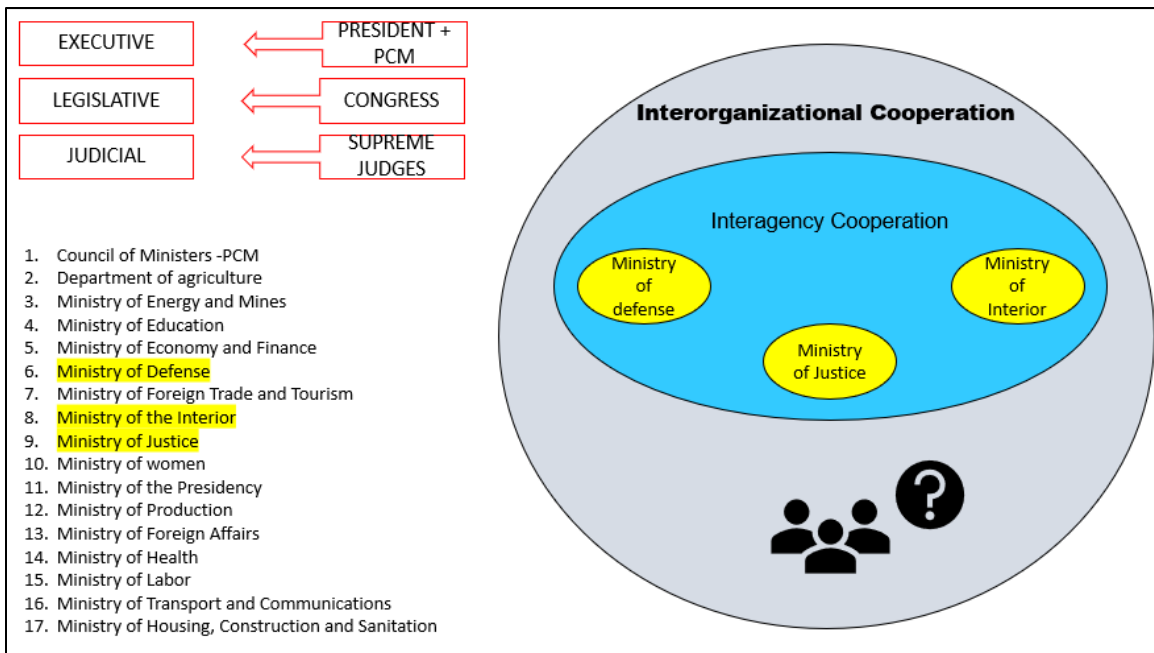


Figure 13. COF (Common Operational Framework) in CE-VRAEM

Source: Created by author.

Figure 13 illustrates how the common operational picture in CE VRAEM is currently structured; It also shows us that there is limited participation by some agencies of the state. This figure may be compared to the doctrine of JP 3-08. It shows that the responsibilities of the entire planning process in Peru are given to three ministries: 1) defense; 2) interior; and 3) justice (with limitations). But, to ensure complete effectiveness, the presence of several other agencies in this COF should be required.

In steps two and three that follow the author will apply the information in selected charts and tables from the US doctrine to build a framework appropriate to the current situation of the CE-VRAEM and fill the gaps in the Peruvian doctrine. In addition to this process, the author will apply the DIME Evaluation Matrix to holistically assess the

necessities of the Peruvian Joint doctrine. The four instruments of national Power: Diplomacy, Informational, Military, and Economic (DIME) were used to link the common interests in VRAEM Region with Civil Affairs Functional Areas and Specialties Chart.

Step 2: Apply key foundational aspects and key insight in CE-VRAEM

Secondary Research Question One

What are key foundational aspects for joint forces to achieve interorganizational and unity of effort in the CE-VRAEM? There are characteristics for the success of government planning and operations,³⁴ these features must include in the CE-VRAEM planning process

³⁴ JCS, JP 3-08, II-3.

Table 8. Key Foundational Aspect in CE-VRAEM

A designated lead or primary agency.	CCFFAA (MINDEF)	
All USG instruments of national power are integrated into the process.	D	Only some Ministries of the Executive Power participate.
	I	Local media
	M	CE-VRAEM
	E	More Budget in comparison to other CO, <i>Comando Operacional</i> , (Operational Command)
Agency core missions are related to mission goals.	Department of Agriculture Ministry of Energy and Mines Ministry of Education Ministry of Economy and Finance Ministry of Defense Ministry of Foreign Trade and Tourism Ministry of the Interior Ministry of Justice Ministry of Women Ministry of the Presidency Ministry of Production Ministry of Foreign Affairs Ministry of Health Ministry of Labor Ministry of Transport and Communications Ministry of Housing, Construction and Sanitation	
Participants forge a common understanding of the operational environment and the problem USG activities are intended to solve.	No common understanding. There is a need to establish a common understanding of the OE by the Agencies.	
Active lines of communications and pre-established relationships to allow for the ease of information sharing. A shared USG goal and clearly stated objectives to achieve results through comprehensive integration and synchronization of activities at the implementation level.	The current lines of communications and active relationships pre-established to allow the ease of sharing information are limited due to the resources that have been granted for its operation. The CE-VRAEM has its own media with a low diffusion range that allows the State to carry out actions; however, comprehensive integration and synchronization of activities at the implementation level are difficult.	
A common determination of what resources and capabilities are to be aligned to achieve the planning objectives.	<ul style="list-style-type: none"> • Policy • Negotiations • Diplomacy • Public affairs • Resources • Permanent force • Fiscal and monetary policy • Assistance 	
A defined strategic objective.	That at the end of the operations and actions in the CE VRAEM, the actions of the narcoterrorists have been neutralized and their members have been captured so that the armed forces make a transition to the government agencies so that they continue to operate according to strategic and operational objectives. This objective must be defined in the inter-agency and joint planning; taking into consideration that the protection of civilian population is ensured and respect of their human rights, IHL is maintained.	

Source: Created by author.

Secondary Research Question Two

What are considerations, processes, and best practices for effective interagency coordination?

To solve this research question, guidelines referred to in the best practices approach for inter-organizational coordination. In addition, some elements of interagency coordination were adopted.³⁵ Furthermore, the most relevant key insights from the complete list were used to prepare the following list that relates the considerations, processes, and best practices to the operating environment in CE-VRAEM.

Table 9. Interagency Coordination Key Insights in CE-VRAEM

Personal relationships are key to coordination and unity of effort
Focus on common goals and objectives
C5 Thinking: Command, Control, Cooperation, Coordination, Collaboration
Include external (non-military) stakeholders in planning & execution
Be inclusive not exclusive
Develop strong personal relationships with key interagency and IGO (IO) leadership to promote unity of effort
Clarify JTF Commander’s authority with respect to CCMD for interaction with chief-of-mission (Chief of CCFFAA)
Negotiate to send LNOs to the AOR of CE-VRAEM
Clarify LNO’s role and authority
Use LNO as personal representative or their agency as appropriate
LNO is not an additional staff officer
Support LNOs with communications and works space

Source: Created by author.

³⁵Department of Defense, *Insights and Best Practices* (Washington, DC: Government Printing Office, July 2013), excerpt reprinted in Department of Joint, Interagency, and Multinational Operations, C305RA Interorganizational Ops, Deployable Training Division, U.S. Army Command and General Staff College, Fort Leavenworth, KS, 1.

Step 3: DIME Evaluation Matrix and Link Civil
Affairs functional Areas and Specialties

Secondary Research Question Three

What is the recent situation of the strategic and operational planning in the VRAEM Region?

To answer the third research question, the DIME evaluation matrix was used to describe and elaborate for this purpose in Chapter 3. It should be emphasized that the processed data and information are extracted from the available unclassified online sources published before December 31, 2019. This is the period that was considered for this investigation in view of the fact that currently VRAEM is undergoing a process of transition.

Table 11. DIME Evaluation Matrix in VRAEM Region, December 31, 2019

<ul style="list-style-type: none"> • STRATEGY = FROM SINAPLAN OBJECTIVES <ul style="list-style-type: none"> ○ Guide and define methods, processes and instruments to articulate and coherently integrate the elaboration of the National Strategic Development Plan and national plans. ○ Promote and articulate capacity building programs for strategic planning. ○ Develop processes and actions to monitor management for medium and long-term results. ○ Promote cooperation and agreements between the public and private sectors in the process of formulating strategic plans. ○ Promote the formulation of strategic plans, programs and projects with a medium and long-term prospective vision. ○ Shared, concerted vision of the future and strategic objectives and plans. 				
	DIPLOMATIC	INFORMATIONAL	MILITARY	ECONOMIC
END <i>(Purpose)</i>	Promote cooperation and agreements between the public and private sectors in the process of formulating strategic plans.	Shared, concerted vision of the future and strategic objectives and plans.	The actions of the narcoterrorists have been neutralized and their members have been captured so that the armed forces can transition control to the government agencies so that they continue to operate according to strategic and operational objectives. elaborated in the inter-agency and joint planning; taking into consideration that the protected civilian population is insured and the unrestricted respect of their human rights, IHL is maintained.	Promote the formulation of strategic plans, programs, and projects with a medium and long-term prospective vision.
WAYS <i>(how)</i>	On May 24th, 2018, Supreme Decree 102-2018-PCM, was published. Related to the multisectoral working group VRAEM provides the following: <ol style="list-style-type: none"> 1. Approval of the multisectoral plan called 2. VRAEM 2021 strategy 3. Coordination and articulation of the VRAEM 2021 Strategy 4. Incorporation of commitments established in the 	Narcoterrorism in Peru continues to be an uncomfortable reality on the national scene, although terrorism itself does not pose a threat as it did in the 1980s and 1990s, it has mutated, finding new sources of financing. It is in this way that it operates, mainly in the region of the valley of the Apurímac, Ene and Mantaro rivers (Vraem), which extends over five departments: Apurímac, Ayacucho, Cuzco, Huancavelica and Junín. El Vraem is a region where the presence of	CE-VRAEM, previously implementing military territorial control operations (land, fluvial and air) will perform military operations to neutralize the members of Shining Path. Furthermore, it will take military actions in support of the PNP to counter the illicit activities that fund the terrorist action. And it will be in condition to support multisectoral development	The Multisectoral Commission for Pacification and Social Economic Development in the Valley of the Apurímac, Ene and Mantaro rivers - CODEVRAEM, was created on 10 July 2012, with Supreme Decree No. 074 -2012 - PCM12; with the objective of proposing comprehensive intervention policies, plans and strategies in the VRAEM,

	<p>““ VRAEM 2021 Strategy “</p> <p>5. Financing</p> <p>6. Information on progress of the implementation of the “VRAEM 2021 Strategy”</p> <p>7. Generation of information and monitoring of indicators</p> <p>8. Update of the “VRAEM 2021 Strategy”</p> <p>9. Final evaluation of the results of the “VRAEM 2021 Strategy”</p> <p>10. Merger of commissions in the National Commission for Development and Life without Drugs</p>	<p>the State is weak or absent, incapable of imposing its control. This is why the terrorists of the Shining Path associated with the drug traffickers, or in some cases, assumed that role. Consequently, narco-terrorists are able to operate at ease, filling the void left by the State, in addition, the cultivation of coca leaf is presented as the only economic alternative for the peasantry.</p>	<p>activities at three levels of government to gain the support of the population. In order to achieve the military strategic objectives of the CCFFAA.</p>	<p>as well as coordinating, articulating, following up and monitoring the participation and activities of the various actors involved in this process in order to achieve development and social peace in the VRAEM.</p>
MEANS (resources, instruments)	PCM CODE VRAEM DEVIDA	Radio RENACER Shining Path	CE- VRAEM CCFFAA Ministry of Defense Ministry of Interior	Ministry of Economy and Finance
RISKS	<p>The inappropriate distribution of the legislative decrees formulated for the participation of entities at the time. The different levels are not considered in the joint and inter-agency planning process in the VRAEM region.</p>	<p>The Risk in the VRAEM is that the subversive organization in alliance with narco-terrorism achieves the projection of its forces throughout the AOR. The main actor in being caught by the narco-terrorists is the young unemployed who are attracted by the substantial payments for basic transport or processing operations.</p>	<ul style="list-style-type: none"> • ROE • Legal Norms • Legal Gaps <p>This situation presents the risk of the persistence of subversive actions in support of drug trafficking thanks to the geographical distance and isolation of the area, which favors criminal activities in the almost total absence of the State in the AOR VRAEM.</p>	<ol style="list-style-type: none"> 1. Time to approve the budget in a state of emergency. 2. Establish a bureaucracy for the formulation of supporting documents to request resource requirements that may affect planning.

Source: Created by author.

Secondary Research Question Four

Are the stakeholders of interagency planning in the VRAEM region linked to the Civil Affairs Functional Areas and Specialties of the Armed Forces?

To answer the fourth research question, the author will link the common interests of the stakeholders of the interagency planning in the CE VRAEM with the Civil Affairs Functional Areas and Specialties Chart explained in the Chapter 2.

Table 12. Issues in Civil Affairs Functional Areas in VRAEM

Rule of Law	The changes in the law in the CE-VRAEM, are related to the continuous interaction that exists between the various branches of the Armed Forces in the Patrol mission, for this reason the Peruvian Government, through the MINDEF and the CCFFAA, has distributed all levels of planning, the specific ROE for the intervention of narcoterrorists. However, the gaps that exist in this regard jeopardize the integrity of operations.
Economic Stability	According to the latest reports on economic development at VRAEM; The demand by the population for the presence of the Executive Power exists, as stated by General Raymundo Flores in his interview. The VRAEM population depends on agriculture to survive, and if the state does not integrate specific economic proposals, they will tend to sell their products to drug traffickers, thereby achieving acceptance in the community before the state. ³⁶
Infrastructure	The current infrastructure demanded by the communities of the VRAEM region results in a rapid request for land, river and air communication routes. as well as specialized medical centers because levels 3 and 4 of medical care only occur in the main cities of the regions. Likewise, there is a great demand for colleges and higher technical studies center. These needs have been channeled by the CE VRAEM but the development of the solutions depends on the budget that the state assigns to it.
Governance	The Peruvian government has decreed a state of emergency for 33 provinces in this area. However, it only allows military operations and actions in the VRAEM region. The military conducts civic actions try to make its presence felt throughout the region. It is worth mentioning that the COF allows us to see that of the multiple agencies of the government, only the Ministry of Defense and that of the interior are the ones that have the most participation in this area. The efforts to bring more state agencies are only limited to some activities.
Public Education and Information	The article in the SER.PE News “Intergovernmental coordination in education: the case of VRAEM,” explains that in recent years, although there are efforts to develop better channels of cooperation and collaboration in the educational field (from a normative or organizational level), it is also necessary to show flexible approaches that address specific situations in the territory, preserving coherence in educational policies. There are several examples of strategies implemented in the sector, which have explored coordination alternatives, combining the efforts of the three levels of government simultaneously. One of them, carried out from a previous inter-institutional project, serves as an example in terms of intergovernmental coordination and management in the educational field between the three levels of government: the educational management strategy in the VRAEM field (Valleys of the Apurímac River, Ene and Mantaro). ³⁷
Public Health and Welfare	The population in different provinces of the VRAEM has benefited from health campaigns that are promoted by the Armed Forces in coordination with health entities. These Health Campaigns are orchestrated by the CE-VRAEM however they are focused only on one sector of the population because of the distance that exists between the communities that make up the VRAEM. It is for this reason that the health sector must manage to install centers doctors who can provide medical attention and medications to this vulnerable population. The high rate of recruitment by drug terrorists is due to the fact that there is disaffection with the authorities. ³⁸

Source: Created by author.

³⁶ Waldo Mendoza y Janneth Leyva, “La Economía del VRAEM. Diagnóstico y Opiniones de política,” Pontificia Universidad Católica del Perú, 2017, accessed March, 29, 2020, <http://departamento.pucp.edu.pe/economia/libro/la-economia-del-vraem-diagnosticos-y-opciones-de-politica/>

³⁷ Javier Tarrillo, “Coordinación intergubernamental en educación: El caso del VRAEM,” *SER Noticias*, May 2019, accessed March, 30, 2020, <http://www.noticiasser.pe/index.php/opinion/coordinacion-intergubernamental-en-educacion-el-caso-del-vraem>

³⁸ FIN, “VRAEM: Más de 13,000 atenciones en salud y servicio en tercera campaña Multisectorial,” *Andina Web Site*, 2019, accessed March, 31, 2020, <https://andina.pe/agencia/noticia-vraem-mas-13000-atenciones-salud-y-servicios-tercera-campana-multisectorial-754171.aspx>

Step 4: Conclusions and Recommendations to Improve the Peruvian JPP

The CE-VRAEM carries out military and police operations and actions, permanently within its scope of responsibility in order to dismantle the terrorist organization Sendero Luminoso “Shining Path” (OT-SL), neutralize illicit drug trafficking (TID), illicit trafficking in wood (TIM), illicit trafficking in chemicals and controlled products (IQPF), illicit trafficking in weapons, ammunition, and explosives for civil use (TIAME), and other illegal activities. Simultaneously CE-VRAEM provides security to essential public services (SSPPEE), national energy structure and tourist hubs, and supports the operations of the Joint Intelligence and Special Operations Command (CIOEC). It also conducts development support operations within the framework of the “Multisectoral Socio-economic Development Program of the Valley of the Ríos Apurímac, Ene and Mantaro.” All these actions are framed in the unrestricted respect of the human rights and international humanitarian law in order to restore security and the internal order in the VRAEM.

Carrying out the above tasks requires integrated planning. Joint Publication (JP) 3-0, *Special Operations*, mentions the relationship between campaign planning and the Special Operations Force (SOF), and the items you must include in the Joint Force Commander’s (JFC) campaign plan. These include: 1) the concept for SOF activities and sustainability, which translates into a strategic guide within military objectives; 2) the vision of the Joint Force Commander (JFC) of SOF; 3) SOF activity priorities and SOF distribution among the JFC components, including command relationships, special operations command (SOC) requirements and components services to prepare, provide and maintain assigned and developing SOF requirements priority, climate and

intelligence operations, and coordination and integration requirements with other government agencies at the national, regional and local levels, based on the experience of SOF and the ability to command and control.

In addition, joint operations planning at the operational level of the Joint Special Operations Force (JSOF) at VRAEM requires adaptation to the risk environment and uncertainty as the JSOF plans, prepares and executes operations at the operational and tactical level with probable strategic consequences, such as the elimination of the ability of the terrorist groups to maintain command and control in the VRAEM. The geography of the VRAEM is the environment where the threat is active. It consists of difficult terrain in mountains at high altitudes and forests. This means that units have to be acclimatized, trained, and qualified to fulfill the aforementioned tasks. The harsh environmental conditions inherent in mountain combat can cause physical decline and psychological depression. This requires a capable leader, in good physical condition, who is able to operate effectively and motivate special forces patrols with commitment and purpose.

The process of planning operations in the VRAEM, follows the steps in regulation MF 5-0 *Operations Process* and MFA-CD-05-02 *Operations Planning Process (PDP)* which have been described in the literature review. A comparison of the principles and processes that exist in the army and in the CCFFAA armed forces shows that that Peruvian doctrine does not specify at which stage of the planning process the governmental agencies should be integrated. In other words, integration of all the participants is considered a normal process of planning operations but government

agencies must be included in the operational planning as prescribed by American in regulation JP 3-08 *Interorganizational Cooperation*.

Another conclusion that can be derived from the comparison of these two national doctrines is that joint Peruvian doctrine always places military entities in charge of civil affairs. In the future it would be helpful to consider the possibility of placing other agencies in the lead to suit the specific situation. The recommendations and models derived from this analysis will be explained in detail in Chapter, answering the main research question: “How the United States’ interagency and joint operations doctrine can improve the joint planning process of the Peruvian armed forces and the entire government approach to interagency planning against narcoterrorism in VRAEM?”

CHAPTER 5

CONCLUSIONS AND RECOMMENDATIONS

There is no instance of a country having benefited from prolonged warfare.

—Sun Tzu, *The Art of War*

Chapter Introduction

The findings in Chapter 4 answered the main research question: “How the United States’ interagency and joint operations doctrine can improve the joint planning process of the Peruvian armed forces and the entire government approach to interagency planning against narcoterrorism in VRAEM?” there is not exact answer to this new challenge; however, there are several processes that the author can propose to improve the joint planning process by integrating government agencies into this planning. To achieve active participation, the interagency process must consider a unified action construct in the VRAEM to integrate and synchronize the activities of the military forces and non-military organizations. This planning must be aligned with the specific roles and functions of each participant and integrated into a unified chain of command under CG CE-VRAEM to integrate all the participants into the C5 process.

The preparation of the COF to be carried out in the VRAEM must integrate the 16 ministries of the Council of Ministers whose offices or representatives must participate in all activities through various lines of effort including civil affairs to obtain the desired solution in the fight against Narcoterrorism in the VRAEM.

Conclusions

The research supports the conclusion that in the current process of planning operations in the VRAEM, the steps regulated by regulation MF 5-0 Operation Process and MFA-CD-05-02 Operations Planning Process (PDP) do not specify in which stage of the planning process the governmental agencies should be integrated. Therefore, these are considered only during the process of planning operations. It is the author's opinion that other government agencies must also be included in the operational levels as recommended by the American doctrine specified in regulation JP 3-08, *Interorganizational Cooperation*. This would significantly improve Peruvian Joint Planning Doctrine.

Another conclusion that can be determined from the comparison of these two nationalities the joint Peruvian doctrine only considers assigning missions to military entities in charge of civil affairs not to other government agencies.

The measures adopted directly by the American doctrinal manuals give us practical details to solve the unity of effort problem in an environment where the army is not the only actor. The analysis provided in the previous chapter shows that it is possible to group the solutions into two groups: 1) based on structures and 2) based on processes.

Based on Structure Solutions

The construction of the Joint Task Force (JTF) can be adapted into an Interagency Joint Task Force (JIATF). This is a structure that more directly addresses the issue of unity of effort by physically locating the staff of all the agencies in a single permanent headquarters.

JIATF becomes the focal point for all inter-agency planning, preparation, execution, and evaluation of a specific problem.³⁹ It is also worth noting how the structural options are different depending on the level of war.

Table 13. Structural Options

At the strategic level	The National Security Council, which serves as an advisory group to the President.
At the operational level	JIATF serves as a bridge between strategic policy and tactical execution
At the tactical level	A focal point (for example, Military Civilian Operations Center - CMOC) is a place where key stakeholders can come together to synchronize efforts.

Source: Created by author.

Based on Processes

Terminology

A simple but important part of cooperation is the adoption of a common set of terms to help unify the effort. The joint doctrine of the United States can help identify key terms.

Statute of the Organization

An organization's startup document (i.e., statute or constitution) provides critical direction to all members. Describe the roles and responsibilities of each of the members. It must come from an entity that has authority over all members. In many cases, this

³⁹ JCS, JP 3-08, Appendix E.

comes from the President or Congress; The process for resolving disputes between members should also be identified.

Recommendation

Recommendation for Joint Planning Process

To improve the Peruvian planning process the author recommends that the government examine the value of unified actions, not only as part of a military process, but also as part of a broader whole of government approach to synchronize the efforts of the military, police, other government agencies, and, in some cases, private sector organizations.

Building a unified action plan integrates and synchronizes the activities of military and non-military organizations, agencies, and the private sector to achieve common goals. Unified action planning is led by Joint Force Commanders in accordance with the guidance and direction received from the President, the Minister of Defense, and the Commanding General of the Military Forces.

The CE-VRAEM should develop a Unified Action Framework. In this way, all of the parties involved can offer their unique perspectives and their potential contributions to the mission may be fully considered during the planning process.

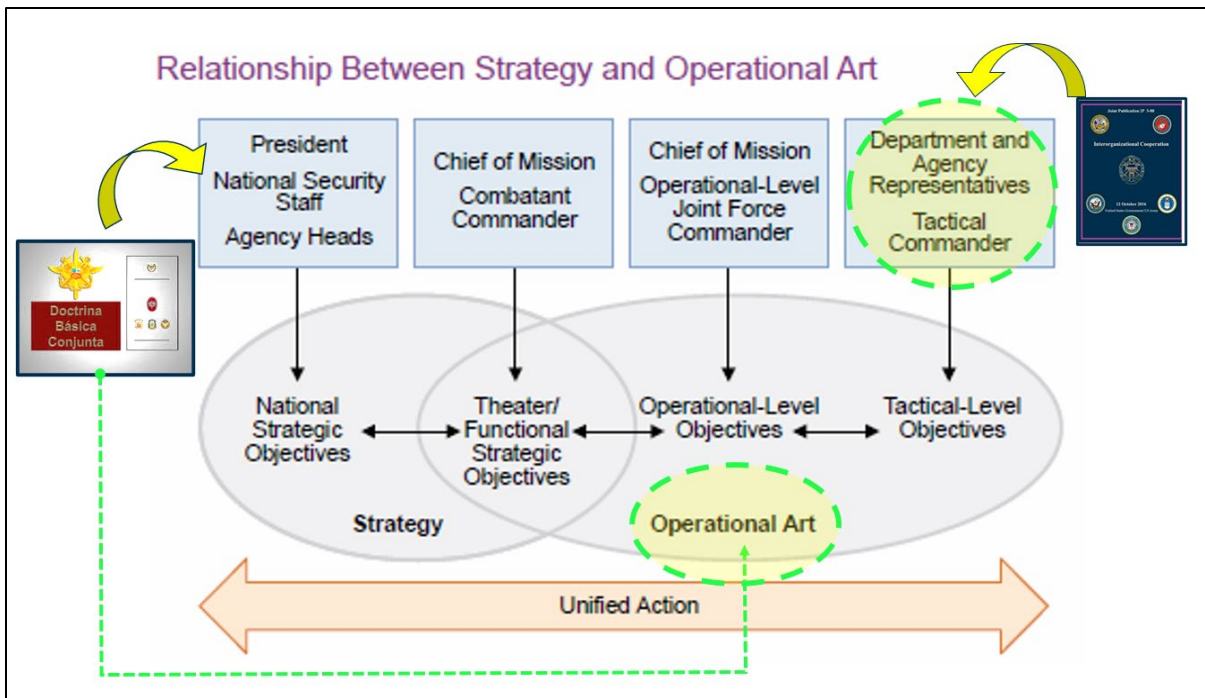


Figure 14. Interagency Governmental in Unified Action

Source: Created by author.

Including other ministries in CE VRAEM COF would help to improve the Operational Approach and would enable CG CE-VRAEM and other government agencies to assess large amounts of data generated in the planning and analysis processes and distill it into useable information. In this part of the planning process the CCFFAA will lead the process to identify ends, ways, means and risk of each government agency, including the military.

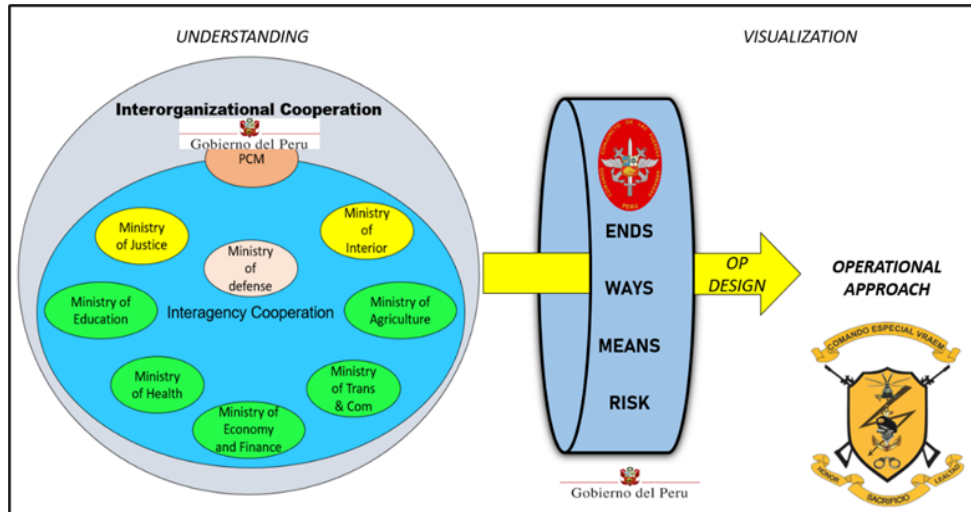


Figure 15. CE VRAEM COF in Operational Approach

Source: Created by author.

Recommendations for Decision Makers and Future Researchers

Interagency coordination is the coordination that occurs between the elements of the Ministry of National Defense with the national government agencies and ministries with the purpose of achieving a common goal in the VRAEM region. Similarly, in the context of the participation of the Ministry Defense, coordination refers to the alignment between elements of the Ministry of Defense and intergovernmental organizations (OIG) or non-governmental organizations (NGO) to achieve the objectives. For this reason, there must be an integration and synchronization of the activities of all these organizations as described in the concept of unified action. To achieve this, we must consider the following principles in our planning process: 1) establish a common base of joint principles on which all participants will take part in the joint planning; 2) establish an adequate strategy for each participant, giving full consideration to the elements of national power that are involved and aligning them with the capabilities of each agency;

3) establish the lines of effort on which each participant will operate through the ROMO, considering that the only way to achieve proper integration is using cooperation and the desire to achieve the desired common goals and end state, and; 4) Minimize an control risks.

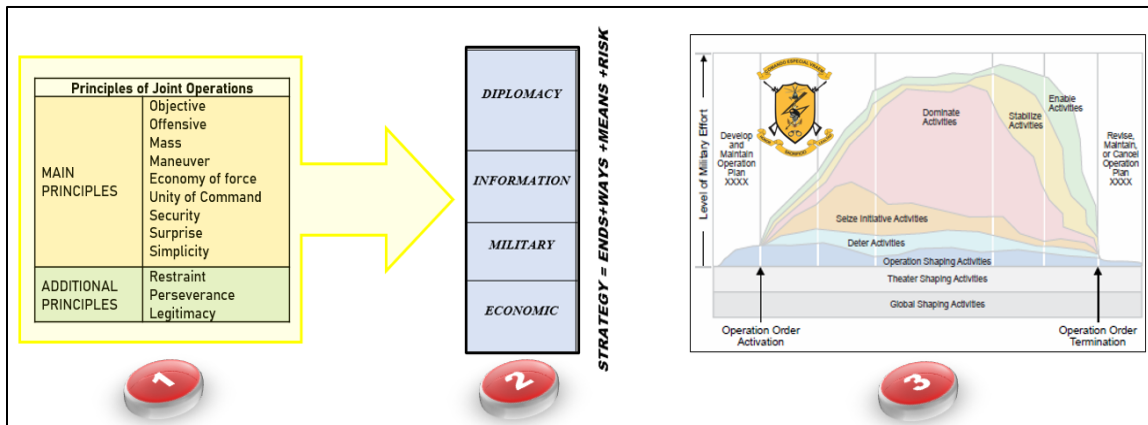


Figure 16. Three Tools of Integration

Source: Created by author.

APPENDIX A

ORAL HISTORY INTERVIEW WITH GENERAL OF DIVISION

RAYMUNDO B. FLORES CG CE-VRAEM

BASIC QUESTIONS ABOUT TRANSITION IN CE-VRAEM

Translated by the author from “*Preguntas Básicas sobre el CE-VRAEM,*” ed.

Google Translator, Lima, 2019.

My general, before the following questions we need a dynamic and evolutionary explanation of the facts in an objective and conceptual way.

1. How is the foundation of the CE - VREM established?

As an urgent and important need. In the 90s, in a large part of the territory of Peru, where Sendero Luminoso had established its regional committees, these suffered significant defeats and in the face of their imminent total disarticulation, the remnants decided to move and settle in the dense jungle near the rivers. Apurimac , Mantaro and Ene and in Huallaga , where since 82, it had started its operations, managing to occupy two important bastions: “Golden Seal” in the heights of the Santa Rosa - La Mar district, “ Vizcatán ” in the eyebrow jungle in the Ayahuasca - Huanta district and in the “Gold Forest”, near the Somabeni Military Base. After the failure of the path capitulation operation on October 2, 1999, in Alto Anapati , where Sendero destroyed a helicopter and killed 11 soldiers and a wounded general and other bloody ambushes that followed, demonstrated that political expediency had led to the loss the reflection in these aspects, expressed in the reduction of the budgets and the little attention given to the self-defense committees that had been taking shape alongside the Army. This was aggravated by the

fall of the Fujimori government and the subsequent withdrawal of almost all of the counter-terrorist bases from this part of the national territory , which brought with it the withdrawal of the forces to their facilities and the inoperative of their forces , and the emergence of the illicit ones, like the TID and the logging , which Sendero saw as an important source of income and financing .

After so much neglect, it was very clear that Sendero had grown and strengthened greatly and had changed its strategy of confronting the self-defense committees and on the contrary supporting the peasants very subtly in their work in the farm, managing to win the support of these, and mainly of the drug traffickers in whom he saw and began to use his main source of financing.

In 2006 Shining Path was a monster growing rapidly, even the lawyer s wanted to be part of it to the end of his military service , it was not seen as a military threat, but as an organization guaranteeing an important economic income, he assured his uncertain future ; this great force myself danger to the CCFFAA to formulate policies to address this growing threat, and within it consider to constitute a large unit to take care of her, and in December 2006 created the ” Detachment of VRAE ” , with units in those moments were in the VRAE, bone only BC No 116 and BCT No 42 and BIM 51, but the Detachment was a single organization to operations as administratively dependent on the Region Military Center based in Lima, breaking with this the basic principle of unity of command, and zero 0.00 so you budget carefully selecting staff, designating about a dozen officers and a dozen other TCOs and sub officers, without any financial or material resources to settle, even so is They carried out important and successful

operations producing casualties to DDTT and recovering their weapons, as in “Ramadilla,” “Huachocollpa,” “Maizal,” and “Quebrada Apulima.”

As this organization was not adequate, as it was hybrid, because it is not wise who depended on this “Detachment VRAE,” because no one was responsible for his needs; The CCFFAA decided to give greater importance to this area and the Special Command VRAE was created in March 2008 (it is an operational organization), and the administrative department continued to be dependent on the Centro-Lima Military Region .

Assigning budgets to gradually satisfy the needs of the VRAE to the large units that continued to manage the administrative and logistics services of the institutions. This was the same as the previous one, but a little more formal; This was clearly revealed during Operation “Excellency 777,” whose main objective was to conquer all the enemy’s terrorist bases in the VRAE M, having achieved at the cost of 5 killed in combat and almost two dozen wounded by mines and PAF.

The sustainment of this achievement, revealed that administrative lived in another world and logistics services institutions in Lima, during the war in VRAEM, there worked from 8 am - 5 pm and only Monday through Friday, and if there was no more fuel in the VRAEM, should we wait for the next month . . . and the operations? , there were no campaign rations; we should expect that the processes are done, I mean wait many months . . . and our fighters who were in operations that extended more and more? . . . they were two different worlds.

In 2009, to overcome this great deficiency, the IV Army Division was created, based in Pichari, giving its commander also the command of CE-VRAEM, thus achieving the most fundamental thing: The Command Unit.

2. What was the scenario at the beginning of the CE - VRAEM?

The scope of operations basically took place in the jungle area of the La Mar and Huanta provinces (in the Ayacucho Department); Churcampa de Huancavelica, the province of San Martin de Pangoa of the Province of Satipo and the western part of the province of the Cuzco convention.

3. What were the first actions to build the organization and the Base of Fort Pichari?

Until 2008, the Pichari fort was only named because it lacked even a perimeter fence, and the facilities for all were those of BC 116, living in a crowded situation, so the components that were being installed in this Instead they brought their own tents and Vivian in it. This is due to the procedures and deadlines that the execution of works and acquisition of goods had to comply with by law.

4. What were the reactions of the people and sectors close to Pichari regarding the implementation of the Military Base?

The reactions were not positive, because as the main activity is known as the main source of income, in this area it is the harvest of the coca leaf, and it is known until today that it is diverted to the production of drugs, the coca growers, who they are the great majority of the settlers, they would be harmed ; drug trafficking was growing very rapidly and it was notorious that the self-defense committees were only in name, on the

contrary, it was a facade to protect drug trafficking and that the alliance with a path of non-aggression was evident.

In conclusion, it was no longer possible to have much confidence in the CADs of some communities, the communities viewed with suspicious eyes the presence of the patrols in their communities, so there was a mutual distrust of the people with the Armed Forces. It was necessary to start a work of rapprochement with the people, but it was difficult, because they were closely linked to coca because it was their main source, sometimes their only source of income and their link with drug traffickers, and they were closely linked with a path for transportation. drug, and passage of it through the sites dominated by them.

5. How was the delimitation of the denomination of VRAE and later VRAEM established?

It is known that the valleys of the Apurimac , Mantaro and Ene rivers were the territorial space of action of the luminous path, since its inception it has been so , it was only an omission of the “M” of the Mantaro river, from whom I formulate the directive; moreover , it is along the Mantaro river since before it is where the main terrorist bases of Sendero (Quebrada, Pesca, Pampa Aurora, Johnson, Vizcatan, Bidón, Pampa Hermosa, etc.) are located.

6. What were the conditions in which the emergency zone was and do I know how the SL profile is established?

In 2006 almost 80 o/o of the bases had been deactivated in the government of Paniagua and Toledo; path grew and grew stronger and faster ; the alliance with drug trafficking was strong, and these hikers called him “friends” and had changed their

strategy of attacking the population, to achieve their adhesion, even by doing “civic action” with their means, bringing water to small towns (freedom), construction of irrigation canals, works to support free labor on the farms of peasants, Soccer championships, etc. The profile of the luminous path is established with human intelligence, with intelligence plans that were carried out successfully; The lives of intelligence agents were lost in this task, but each characteristic of the enemy, its peculiarities, its deficiencies, as well as the personality, attitude and fighting aptitude of each of them, were learned in detail.

7. According appreciation elements which are vital for the survival of S. L. and what are the course of this permanent fight for them?

The vital element for subsistence trail is its alliance with drug trafficking and the key to this, not combat the production of coca leaf, but prevent new fields of coca, control strict access inputs-controlled chemicals, frequent anti-drug operations, blocking the exit of drugs, and permanent military operations. The great thermometer that if we are having success in the fight against the path and therefore against drug trafficking, even if it seems not credible and illogical, is the price of the coca leaf; if the price of the coca leaf is high and continues to increase, it is that we are losing the war against these flagelos; if the price is going down or going down we are successful in our mission, this is a great truth.

From my personal point of view; eradication is not a good option, it would only aggravate the problem, it would polarize all the actors in the VRAEM area and the saying of Machiavelli would be fulfilled: “the enemy of my enemy, is my friend,” (If we eradicate and remove the cup to the peasant, we are his enemies; Sendero is the enemy of

the FFOO, for this reason the affinity between Sendero and the coca grower is established)

8. What are the main resources and elements by which drug trafficking and SL are in this area (apart from the coca leaf)

The drug is in this area, by the presence of path that diverts attention from the s forces and important controls that path routes that allow the exit of the drug. And the trail is in this area, because the difficult terrain is adequate for your safety and the routes that access its various bases allow it to be controlled efficiently. And the VRAEM allows the path to sustain itself, in these lands everything is produced, it is enough to appreciate everything that can be cultivated and harvested in Pampa Aurora. Because Sendero also earns income for the transfer and control (type toll) for the passage of drug transporters on the routes they control, having set rates for each kilo of drug that passes through it (3 dollars). Control of logging no longer constitutes a significant income. According to documents obtained from hikers, in this area (in the Mantaro), although it may seem laughable, there is abundant wealth. There is oil in Torococha. (Close to Vizcatan) and precious stones.

This is a rich in its soil produces coca in abundance and high quality, which allows you to produce the drug, and the terrain is vast and natural accidents and cause s of water conducive for the development of the drug.

BIBLIOGRAPHY

- Aguirre, Doris. "Por hambre y miedo desertaron 10 terroristas," *Diario La República*. February 22, 2020. Accessed March 9, 2020. <https://larepublica.pe/politica/2020/02/22/sendero-luminoso-en-vraem-desertaron-10-terroristas-por-hambre-y-miedo-camarada-jose/>.
- Associated Press. "UN, Perú is the second world producer of cocaine." *Chicago Tribune*, July 13, 2016. Accessed March 9, 2020. <https://www.chicagotribune.com/hoy/ct-hoy-8668693-onu-peru-es-el-segundo-productor-mundial-de-cocaina-story.html>.
- Centro de Nacional de Planeamiento Estratégico (CEPLAN). "SINAPLAN." Accessed March 7, 2020. <https://www.ceplan.gob.pe/sinaplan/>.
- Department of Defense. *Insights and Best Practices*. Washington, DC: Government Printing Office, July 2013. Excerpt reprinted in Department of Joint, Interagency, and Multinational Operations, C305RA Interorganizational Ops, Deployable Training Division. U.S. Army Command and General Staff College, Fort Leavenworth, KS.
- EFE. "La comisión de la verdad del Perú responsabiliza a terroristas, militares y políticos de 69.000 muertes." *El País*. 2003. Accessed March 9, 2020. https://elpais.com/internacional/2003/08/28/actualidad/1062021609_850215.html.
- FIN. "VRAEM: Más de 13,000 atenciones en salud y servicio en tercera campaña Multisectorial." *Andina Web Site*. 2019. Accessed March 10, 2020. <https://andina.pe/agencia/noticia-vraem-mas-13000-atenciones-salud-y-servicios-tercera-campana-multisectorial-754171.aspx>.
- Flores, Raymundo B. "Basic Questionnaire about the Transition in CE-VRAEM." Interview by author. Lima, Peru, November 19, 2019.
- García, José. "Tendencia del Crecimiento Poblacional." Instituto Nacional de Estadística e Informática. 2017. Accessed March 10, 2020. <https://rpp.pe/peru/narcotrafico/que-sucede-en-el-vraem-y-por-que-es-una-zona-tan-complicada-noticia-953452?ref=rpp>.
- Jefatura de Doctrina del Ejército. Manual Fundamental 5-0, *Proceso de las Operaciones: Introducción*. Lima, Chorrillos: JDOCE, 2018).
- Joint Chiefs of Staff. Joint Publication 1, *Doctrine for the Armed Forces of the United States*. Washington, DC: Government Publishing Office, July 2017.
- . Joint Publication 3-0, *Doctrine for Joint Operations*. Washington, DC: Government Printing Office, 22 October 2018 (Change 1).

- . Joint Publication 3-08, *Interagency, Intergovernmental organizations, and Nongovernmental organization coordination during Joint Operation*. Washington, DC: Government Printing Office, March 2006.
- . Joint Publication 3-08, *Interorganizational Cooperation: Foundations of Interorganizational Cooperation*. Washington, DC: Government Printing Office, October 2017.
- . Joint Publication 3-57, *Civil-Military Operations*. Washington, DC: Government Printing Office, 9 July 2018.
- Mendoza, Waldo, and Janneth Leyva. “La Economía del VRAEM. Diagnóstico y Opiniones de política.” Pontificia Universidad Católica del Perú. 2017. Accessed March 29, 2020. <http://departamento.pucp.edu.pe/economia/libro/la-economia-del-vraem-diagnosticos-y-opciones-de-politica/>.
- Ministerio de Defensa. Manual de las Fuerzas Armadas-CD-05-02, *Proceso de Planeamiento Conjunto: Política que dirige el Planeamiento dentro de las Fuerzas Armadas*. Lima, Chorrillos: Dirección de Educación del CCFFA, October 2010.
- Tarrillo, Javier. “Coordinación intergubernamental en educación: El caso del VRAEM.” *Noticias SER.PE*. May 2019. Accessed March 30, 2020. <http://www.noticiasser.pe/index.php/opinion/coordinacion-intergubernamental-en-educacion-el-caso-del-vraem>.
- Wikipedia. “Abimael Guzman.” Accessed March 9, 2020. https://en.wikipedia.org/w/index.php?title=Abimael_Guzm%C3%A1n&oldid=942626678.
- . “Joint Interagency Task Force South.” Accessed May 13, 2020. https://en.wikipedia.org/w/index.php?title=Joint_Interagency_Task_Force_South&oldid=940349986.
- . “Óscar Ramírez.” Accessed March 9, 2020. https://en.wikipedia.org/w/index.php?title=%C3%93scar_Ram%C3%ADrez&oldid=931312445.
- . “Victor Polay.” Accessed March 9, 2020. https://en.wikipedia.org/w/index.php?title=V%C3%ADctor_Polay&oldid=908992648.