

# ***A Framework for Strategic Thinking***

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## ***Building Top-Level Capabilities***

**Briefing to Senior Level Review Group**

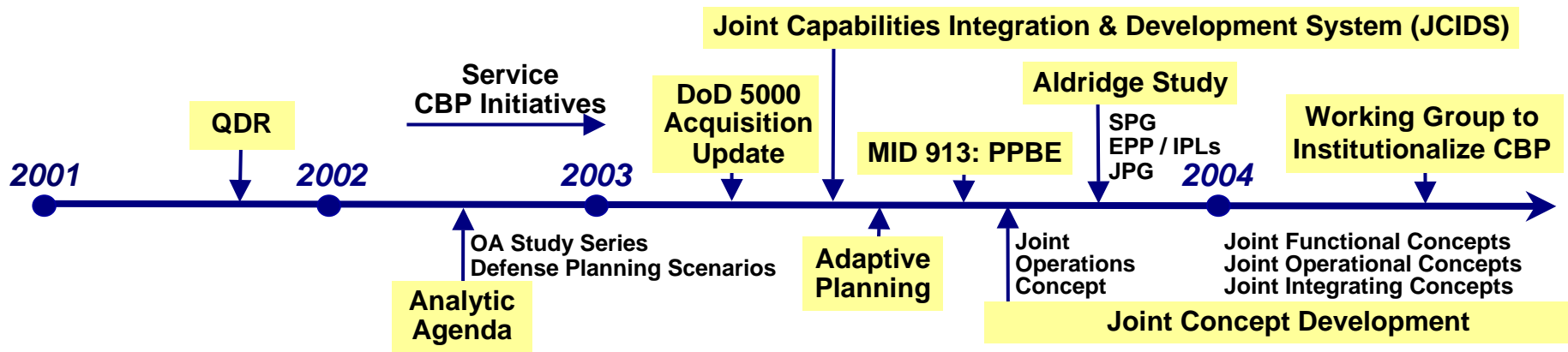
**19 August, 2004**



# Assumptions

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**Building on 3 years of progress (see below) in transforming from threat-based to capabilities-based planning (CBP), it is now apparent much more is needed**



- ❑ A commonly-accepted CBP framework should apply across all DoD functions (acquisition, operations, training...) and timeframes (budgeting -- 1 year, programming -- 5 years, planning -- 15 years)
  - CBP should enable risk assessments and trades across DoD stovepipes
- ❑ PPBS, the last major change in DoD resource management (1960s), was based on a decade of prior analytical development
  - CBP lacks this foundation; our challenge is to start building it now



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# Capabilities-Based Planning

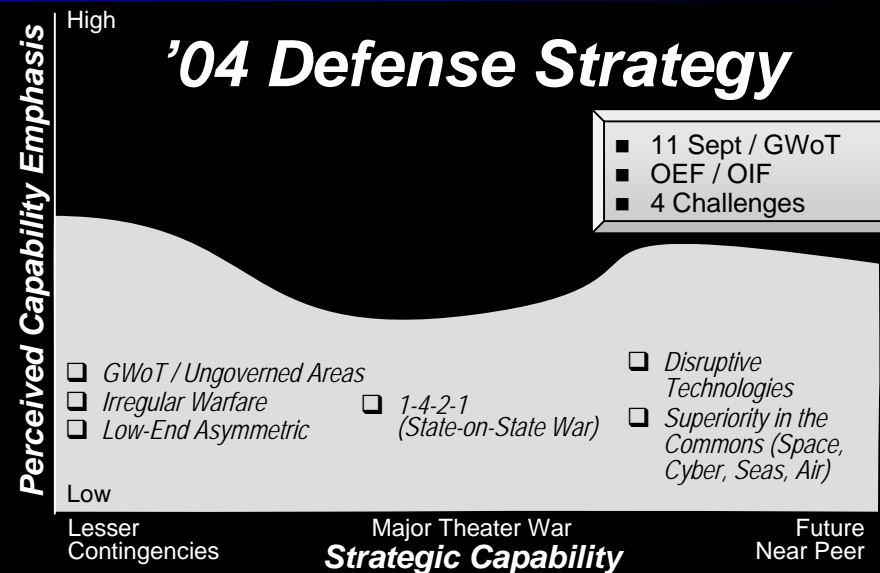
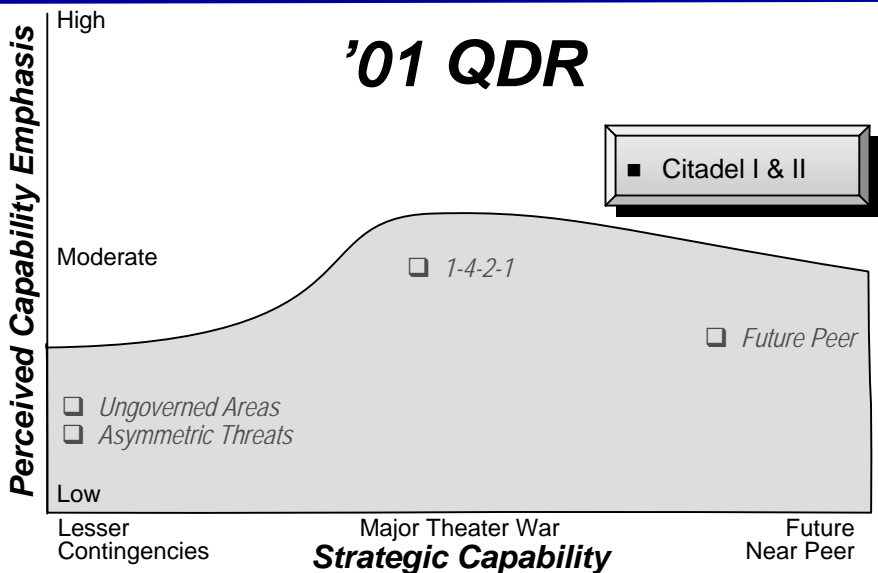
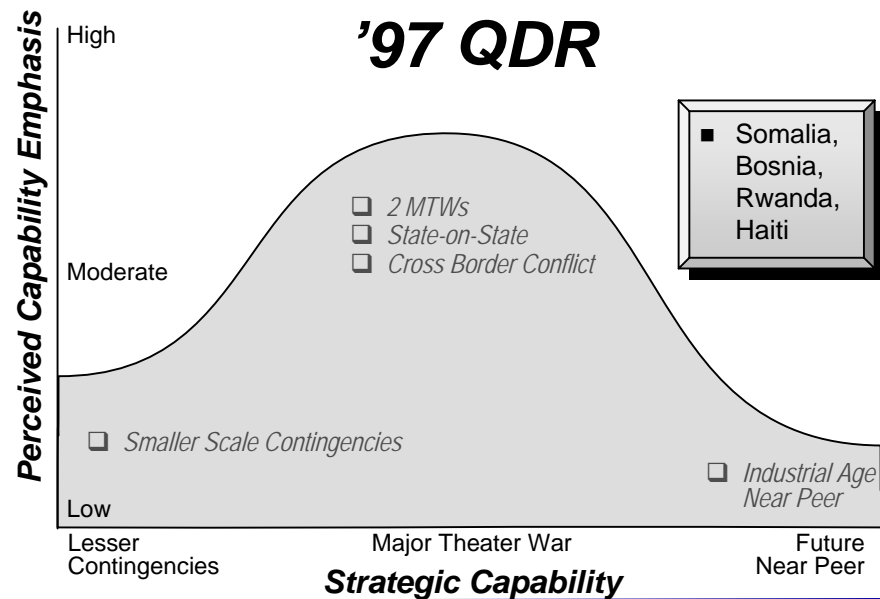
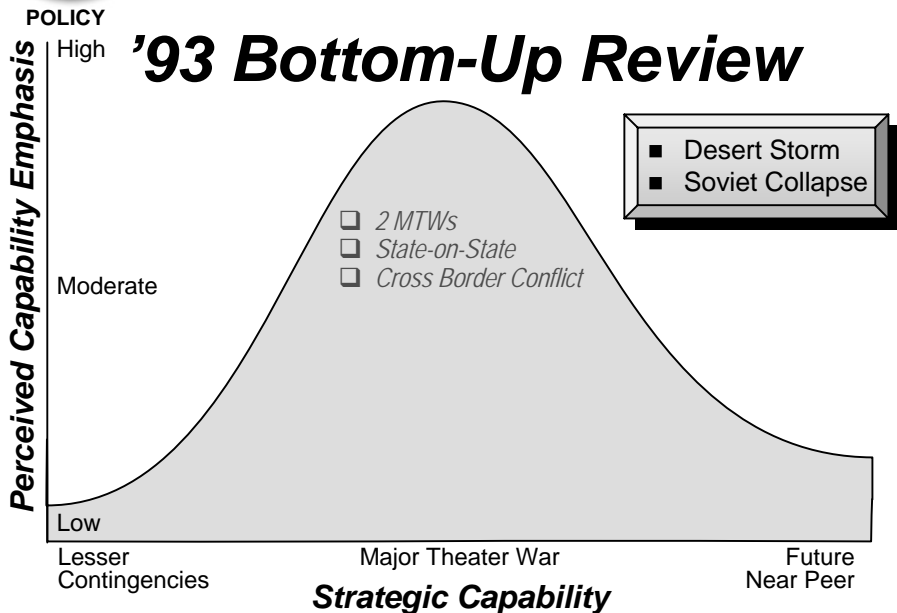
***CBP should be a top-down, competitive approach to weigh options vs. resource constraints across a spectrum of challenges***

## CBP should:

- Link DoD decision-making to the Defense Strategy**
  - **Apportion risk across traditional, irregular, catastrophic, disruptive challenges**
- Inform risk tradespace -- identify joint capability gaps, redundancies and opportunities**
- Facilitate the development of affordable capability portfolios that:**
  - **Hedge against uncertainty**
  - **Increase costs to adversaries while suppressing our costs**



# Decade of Strategic Evolution





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# Security Environment: 4 Challenges

## Irregular

- ❑ Unconventional methods adopted and employed by non-state and state actors to counter stronger state opponents. (*erode our power*)

(e.g., terrorism, insurgency, civil war, and emerging concepts like “unrestricted warfare”)

## Catastrophic

- ❑ Acquisition, possession, and possible employment of WMD or methods producing WMD-like effects against vulnerable, high-profile targets by terrorists and rogue states. (*paralyze our power*)

(e.g., homeland missile attack, proliferation from a state to a non-state actor, devastating WMD attack on ally)

## Traditional

- ❑ States employing legacy and advanced military capabilities and recognizable military forces, in long-established, well-known forms of military competition and conflict. (*challenge our power*)

(e.g., conventional air, sea, land forces, and nuclear forces of established nuclear powers)

## Disruptive

- ❑ International competitors developing and possessing breakthrough technological capabilities intended to supplant U.S. advantages in particular operational domains. (*marginalize our power*)

(e.g., sensors, information, bio or cyber war, ultra miniaturization, space, directed-energy, etc)

Higher  
Lower  
LIKELIHOOD

**Capabilities-based planning should apportion risk across challenges**



# Attributes of a 'Capability'

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**“The ability to *achieve a desired effect* under specified standards and conditions through combinations of means and ways to perform a set of tasks”**

*OSD / Joint Staff working definition*

## ❑ Standards:

- **Magnitude** -- *What is the intensity and scope*
  - **Temporal** -- *What is the timing and duration*
  - **Geospatial** -- *What is the distance to and coverage*
- } *of the effect?*

## ❑ Conditions: *What is the operational environment?*



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# Application – Traditional Challenge

## Standards

- **Magnitude** (intensity, scope)
- **Temporal** (timing, duration)
- **Geospatial** (distance, coverage)

## Conditions (operational environment)

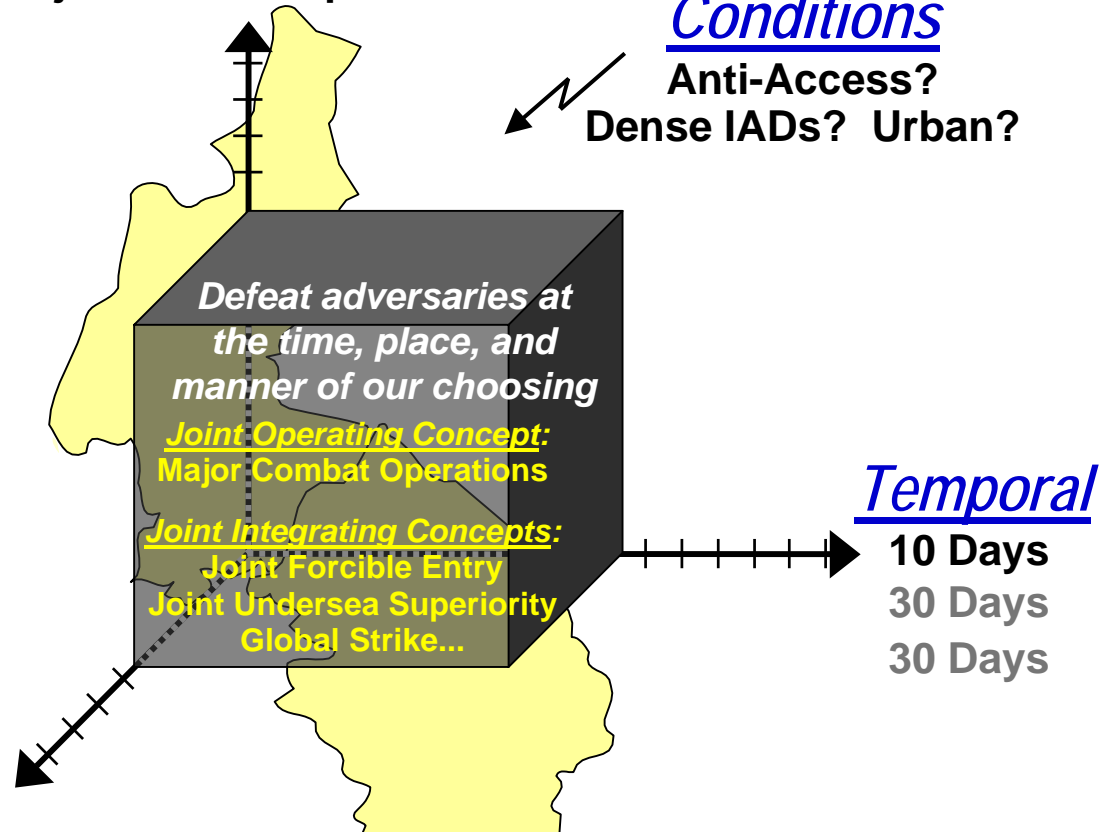
Standards & conditions establish the bounds for capabilities-based planning

## Magnitude

Swift Defeat through Major Combat Operations

## Conditions

Anti-Access?  
Dense IADs? Urban?



## Geospatial

Transoceanic Joint Operational Area (e.g.,  $10.9 \times 10^5 \text{ NM}^3$ )

**Capabilities scale from strategic to tactical**



# Top-Down Process

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## Products

*Defense Strategy*

*Contingency Planning Guidance  
Strategic Planning Guidance  
Security Cooperation Guidance*

*Traditional Challenge example:  
Swiftly Defeat 10-30-30*

*Joint Operating / Functional /  
Integrating Concepts*

*Mission outcomes*

*Multiple combinations of means  
& ways to perform a set of tasks*

**Strategic Challenges**

**Strategic Objectives**  
(Policy Outcomes)

**Planning "Targets"**

**Joint Concepts**

**Desired Operational Effects**

**Capability Options**



*SECDEF Top 10 Priorities;  
Traditional, Irregular,  
Catastrophic, Disruptive  
Challenges*

*Top-level "stretch goals"  
for capabilities planning &  
risk assessments*

*How joint commanders  
employ capabilities to  
achieve effects*

# Looking Across Challenges



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	Traditional	Irregular	Catastrophic	Disruptive
Strategic Objectives (Policy Outcomes)	Defeat adversaries at the time, place, and manner of our choosing	<i>Assure security conditions for others (indigenous, international, or other USG elements) to stabilize environment in theater of ops (rule of law, nation-state accountability, economic viability)</i>	<i>Deter &amp; Defeat attacks on the Homeland from the commons</i>  <i>Assure support to lead-federal agency in broader Homeland security operations</i>	<i>Dissuade potential enemies from seeking asymmetric military advantage</i>
Planning Targets (Stretch Goals)	Seize Initiative -- 10 Meet 1 <sup>st</sup> SD Objectives -- 30 Engage 2 <sup>nd</sup> SD -- 30 IAW Contingency Planning Guidance	<i>Sustain distributed expeditionary ops – 300K / 2 years, 200K / 5 years</i>  <i>Constitute, train, &amp; equip local force -100K in 180 days</i>	<i>Deny attacks from commons</i>  <i>Respond to 3 coordinated domestic CM events involving 100K each</i>  <i>Prevent proliferation of WMD through the commons within 12 hours of tasking</i>	<i>Stay 1 generation ahead of potential competitors</i>  <i>Provide decade of forewarning of new disruptive technology</i>
Joint Concepts ▪ <u>JOCs</u> - JICs	<ul style="list-style-type: none"> <li>▪ <u>Major Combat Operations</u> <ul style="list-style-type: none"> <li>- Forcible Entry</li> <li>- Global Strike</li> <li>- Undersea Superiority</li> <li>- Integrated Air &amp; Missile Defense</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>▪ <u>Stability Operations</u></li> <li>▪ <u>Combating Terrorism?</u></li> <li>▪ <u>Irregular Operations?</u></li> </ul>	<ul style="list-style-type: none"> <li>▪ <u>Strategic Deterrence</u></li> <li>▪ <u>Homeland Security</u></li> </ul>	<ul style="list-style-type: none"> <li>▪ <u>Dissuasion?</u></li> <li>▪ <u>Cost-Imposing Approaches?</u></li> </ul>

Illustrative Only

Potential JOCs

Potential JOCs



# Way-Ahead

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1. Define policy outcomes & planning targets for all challenges
2. Develop joint concepts across challenges
3. Refine CBP approach to apportion risk across challenges

## 4. Test approach against several real-world issues

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