

Toward an Enhanced Capability Based Planning Approach

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Prepared for:
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Abstract

The Canadian Armed Forces Capability Based Planning (CBP) activity is a key institutional force development process intended to identify future capability and capacity risks and to explore potential solutions. Director General Capability and Structure Integration (DGCSI), the process owner, has identified some challenges for the CBP process and requested advice ahead of commencing preparations for the next cycle. An enhanced process is described in outline that addresses DGCSI's concerns, builds upon the successes of the last cycle and which is consistent with allied best practices. Scientific work to assist DGCSI in refining and implementing this approach will be delivered under Defence Research and Development Canada's project 00bf – Analysis support to force development.

Résumé

Les activités du processus de planification fondée sur les capacités (PPC) des Forces armées canadiennes constituent un important processus institutionnel de développement des forces visant à déterminer les besoins futurs et les risques liés à la capacité et à examiner des solutions possibles. Le directeur général – Intégration des capacités et de la structure (DGICS), le responsable du processus, a déterminé certaines difficultés liées au PPC et a demandé des conseils avant d’entreprendre les préparatifs pour le prochain cycle. Un processus amélioré est décrit dans ses grandes lignes; il traite des préoccupations du DGICS, s’appuie sur les réussites du dernier cycle et respecte les pratiques exemplaires des alliés. Des travaux scientifiques en vue d’aider le DGICS à améliorer et à mettre en œuvre cette approche seront réalisés dans le cadre du projet 00bf – Soutien en matière d’analyse du développement des forces de Recherche et développement pour la défense Canada.

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1 Introduction

The Canadian Armed Forces (CAF) Capability Based Planning (CBP) activity is a key institutional process to identify future capability and capacity risks and to explore potential solutions. Ultimately it informs the Force Capability Plan (FCP), Force Mix and Capability Analysis (FMCA), the development of the Investment Plan (IP) and project approvals by the Defence Capability Board (DCB). It is currently envisaged that the next cycle of CBP will commence in 2019. While this date may be subject to change it is timely to review the process and to put in place preparatory work to validate both the processes and the tools to be used.

Scientific support to the development of an enhanced CBP process and the supporting tools will be provided through Assistant Deputy Minister (Science and Technology)'s project 00bf (Analysis Support to Force Development). BGen. Ross Ermel, Cdr. Rob Gillis, Maj. Claude Boucher and Dr. Ben Taylor met on 14 February 2017 to discuss plans to prepare for the next CBP cycle.

Among the issues discussed at the meeting were:

1. What is the most appropriate way to add capacity analysis into the process?
2. How can the workload of the Joint Capability Planning Team (JCPT) be minimised when conducting the capability analyses of individual scenarios?
3. How many, and which, scenarios to use within the CBP process?

The purpose of this document is to capture the proposed CBP process that emerged from the meeting with some subsequent refinement. This should serve as a starting point for detailed planning.

2 Overview of Proposed Approach

The proposed approach to CBP seeks to run capacity and capability analyses in parallel to save time. This is enabled by commencing the process with a step to determine an appropriate set of planning scenarios and to then develop each to the point where an outline course of action (COA)¹ (or possibly a set of alternative COAs) is identified. For each scenario and COA combination an associated package of CAF force elements (FEs)² would then be developed. This would provide all of the inputs necessary for the capacity analysis. A capability analysis plan would then be developed by mapping the COAs to the Joint Capability Framework (JCF)³ and then identifying the most appropriate scenario/COA/capability combinations to analyse in more detail through the Joint Capability Planning Team (JCPT).⁴ This may involve analysing every capability in some COA/scenario combinations, or just a subset. The objective will be to ensure that every CAF capability is examined at least once and that the amount of repetitive or nugatory effort put into assessing marginal and non-stressing combinations is held to a minimum.

The final step of the process proposed herein is to combine the results of both capacity and capability analyses and then use bespoke visualisations to illustrate the risks associated with individual capabilities, with force elements and to the achievement of policy objectives.

The process described here is limited to Phases I (initiation) and II (assessment) of the CBP process. Further research and development effort will be required to identify and to implement approaches for the subsequent steps comprising Phase III (integration) which will develop affordable investment options to address those future risks deemed unacceptable.

The process outlined above is illustrated in Figure 1. Each step is elaborated in more detail in Section 3 of this document.

The selection of scenarios is not discussed further in this document. A proposed scenario characterisation approach that would lead to the identification of the minimum essential scenario set has been reported separately [1].

The approach presented in Figure 1 aligns with the generic CBP process identified by the five-eyes analytical community [2, 3]. It commences with scenarios set in an approved policy and futures context. Military responses to these scenarios are developed using approved concepts and an agreed capability framework is then used to allow goals to be set for capability delivery. The ability of the anticipated future force to meet these goals is then assessed. Finally a balance of investment exercise is conducted to realign resources so as to minimise residual risks.

¹ For the purposes of this document a COA is a high-level description of an approach as to how the objectives of a scenario could be achieved. There are likely a large number of potential COAs for any scenario. We seek to identify a few viable and distinct options to explore further.

² A FE is a building block of any CAF force package. Example FEs are Army sub-units, ships, aircraft and headquarters.

³ The JCF is a DGCSI owned document setting out the full set of CAF capabilities in a hierarchical structure.

⁴ The Joint Capability Planning Team is a panel of military subject matter experts assembled by DGCSI to conduct assessments of future capabilities.

It should be noted that the approach presented here has two significant differences to the generic process. Firstly, as already stated, the approach presented here does not cover the balance of investment step leading to an investment portfolio. That is the remit of Phase III (integration) of CBP and represents an extension of this process that will be addressed in subsequent work. The second difference is that the proposed process explicitly includes a parallel track to conduct capacity analyses concurrently with capability analyses. This is not a part of the five-eyes model, but adopts United Kingdom practice [4] where for many years (ca. 1999–2010) the force development community conducted concurrent capability (Analysis of Defence Capability – ADC) and capacity (Future Force Structure Study – F2S2) studies using common scenarios on an annual (later biennial) cycle.⁵

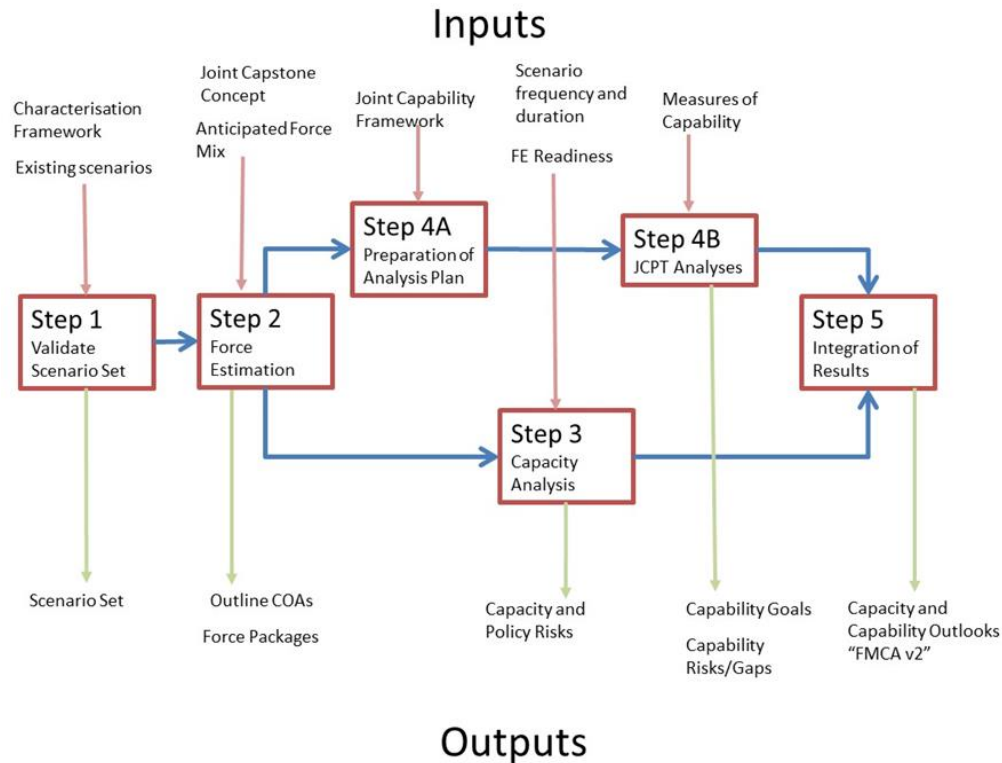


Figure 1: Proposed CBP process (phases I and II).

⁵ Between 1996 and 2005 the author was part of the analysis organization that conducted these studies and was intimately familiar with the analytical process, methods and supporting tools described in [4].

3 Description of Process Steps

In this section each step of the proposed process outlined in Figure 1 is described in turn.

3.1 Step 1 – Validate Scenario Set

3.1.1 Rationale

To establish a scenario set that can be shown to cover the required future operational challenge space.

3.1.2 Inputs

- Existing scenarios
- Future Operating Environment (FOE)⁶
- Characterisation framework deemed to capture Government of Canada “operational challenge space” for the CAF⁷

3.1.3 Activity

- Map scenarios to the characterisation framework
- Verify that all dimensions of characterization framework are tested by the scenario set
- Propose new scenarios and/or modification of existing scenarios to achieve better alignment
- Prepare tasking of scenario development and/or modification work if required⁸

3.1.4 Outputs

- Validated scenario set

3.2 Step 2 – Force Estimation

3.2.1 Rationale

To determine CAF response to each scenario with a conceptual approach and an associated force package. Depending on the scenario there may be alternative approaches that can be developed.

⁶ The FOE is a DGCSI owned document describing the characteristics of the environment that the CAF will operate in in the future.

⁷ This will be derived from the Defence Policy Review to ensure coherence between the Government of Canada’s published policy and CBP.

⁸ The writing of new scenarios, or rewriting of old ones, is out of scope for Project 00bf. Such work will be contracted out by DGCSI but the requirements for the work will be set within Step 1.

Level of effort in this task will vary depending upon the complexity of the mission and Canada's role.

3.2.2 Inputs

- Future Joint Capstone Concept (FJCC)⁹
- Scenario set
- Anticipated Force Mix

3.2.3 Activity

- Determine the nature of the CAF response to each scenario guided by the FJCC. If distinct variations exist develop each variant. These only need to be sufficiently detailed to guide the development of a force package (e.g., a heavy armour based land component able to support manoeuvre against near peer government forces or a lighter force with more engineering and medical support for a counter insurgency concept with humanitarian elements).
- For more complex scenarios tabletop wargames may be conducted to verify COAs and OPFOR responses.
- For selected Canada-only missions some more detailed analysis may be undertaken to verify the estimate. For coalition scenarios it will be assumed that other coalition partners would determine and mitigate risks, but for a single nation mission we may need to test our estimate more thoroughly.
- Estimate the CAF force package required for each scenario response. Troop caps or similar constraints may be applied at this stage.
- Note any assumptions regarding coalition or host nation capabilities or assets that underpin the estimate.

3.2.4 Outputs

- One or more outline COAs for each scenario
- Estimated force packages for each scenario/COA combination

3.3 Step 3 – Capacity Analysis

3.3.1 Rationale

To determine the ability of the anticipated force mix to generate the force packages deemed to be appropriate for each scenario COA when required. Note that Step 3 makes no judgement as to the suitability of the COA force package of achieving mission success. This is considered in Step 4 which runs concurrently.

⁹ The FJCC sets out the general doctrinal approaches that the CAF will adopt when conducting missions in the future.

3.3.2 Inputs

- Scenario frequency of occurrence and duration data (this already exists from analysis of historical missions but new data can be introduced to reflect alternative policy assumptions)
- Scenario COA force packages
- Anticipated force structure and data on force element readiness
- Tyche¹⁰ model and other input data required to run the model

3.3.3 Activity

- Simulation of CAF force generation in response to scenario demands through a large number of future five-year time lines using the Tyche model

3.3.4 Outputs

- Statistics on force mix sufficiency (i.e., force element over- or under- utilisation);
- Statistics on likelihood that force structure is able to generate the required response to scenarios should they occur, which can be rolled up by mission type or by force element type.

3.4 Step 4 – Capability Analysis

3.4.1 Rationale

To determine the ability of programmed force elements to deliver capability. Capacity issues are not considered here, but under Step 3 which runs concurrently. To avoid repetitive work by the JCPT it will be desirable to develop an analysis plan that ensures that detailed analysis is undertaken where it will have most value and that all capabilities will be analysed at least once.

3.4.2 Step 4A – Preparation of Analysis Plan

3.4.2.1 Rationale

The selection of a set of scenario and capability combinations for JCPT analysis. The object is to understand which scenarios will test which capabilities and to then decide which scenarios (or parts of scenarios) need to be assessed by the JCPT.

3.4.2.2 Inputs

- Scenario COAs and force packages
- JCF

¹⁰ Tyche is a DRDC developed force scheduling model. A proof of concept study demonstrating that Tyche can address the entire joint force has been published at [5].

3.4.2.3 Activity

- Map each scenario COA against the JCF to identify which capabilities are likely to be required under each COA. Mapping should be done at a fairly high level of the JCF. Where possible, combinations that are likely to be particularly stressing should be highlighted.
- Identify the minimum number of scenario COAs that will provide a robust test of every capability. In some cases it will make sense to include only a limited number of capabilities for a given scenario COA if the scenario COA does not provide a useful test of other capabilities.
- Note that the objective is to find the appropriate scenario COA and capability combinations for the JCPTs to investigate. There is nothing to be gained, and only time and effort to be wasted, in trying to contrive an application of each capability to every scenario COA.
- An illustrative analysis plan is presented at Table 1. Tier 1 and Tier 2 are the top two tiers of the JCF. Each Tier 2 JCF element and COA combination is assessed to determine whether it offers a high, medium or low challenge to CAF capabilities. A potential JCPT analysis plan would comprise the cells shaded orange. This plan includes two complete scenario COAs, some contiguous blocks of capabilities and select niche capabilities. Note that COA 5C-3 is deemed to offer no unique challenges and so is used only to contribute a force package to CAF capacity analysis. Note also that not every 'H' has to be tested if an 'H' is considered to be a repeat of another 'H' e.g., the challenges to acting in the cyber domain in 1A-1 and 1A-2 may be the same and so need only be studied once. The development of the analysis plan will inevitably require a degree of judgement and should receive careful attention from DGCSI leadership as it will shape the subsequent JCPT assessments.

3.4.2.4 Outputs

- A list of scenario COAs, or parts thereof, that need to be evaluated by the JCPT (note that ALL scenario COAs are still being used under Step 3 for force mix analysis).
- A plan to work through the selected analyses structured so as to make best use of subject matter expert (SME) effort (for example, it may be desirable to assess all applications of maritime capabilities in one batch rather than bringing maritime SMEs back repeatedly to look at the maritime aspects of each selected scenario in turn).

Table 1: Illustrative JCPT analysis plan.

Tier 1	Tier 2								
		COA 1	COA 1A-1	COA 1A-2	COA 3-1	COA 5C-1	COA 5C-2	COA 5C-3	COA 6-1
Ability to Command	Lead Forces	M	M	M	M	M	M	M	H
	Collection Management at the Strat Level	H	L	L	L	M	M	M	H
	Plan, Organize & Direct Forces	L	L	L	L	H	M	M	H
	Control Forces	L	L	L	L	H	M	M	H
	Build & maintain the information environment	L	H	M	M	M	M	M	M
	Control information	L	L	L	L	M	M	M	M
Ability to Sense	Manage collection (JISR)	H	M	M	M	H	M	M	M
	Acquire information (collect)	M	H	H	M	H	H	H	L
	Process Intelligence	M	M	M	M	M	M	M	M
Ability to Act	Act in the land environment	L	L	L	M	H	M	M	M
	Act in the air environment	L	L	L	L	M	L	L	L
	Act in the maritime environment	M	L	H	M	H	M	L	M
	Act in the Cyber environment	M	H	H	M	L	L	L	L
	Act in the electro-magnetic domain	L	M	M	L	H	M	L	L
	Act in the human domain	H	M	L	L	H	M	M	L
	Act in the Space domain	L	L	L	L	M	H	H	H
Ability to Shield	Protect in the Land Environment	L	L	L	L	H	M	M	M
	Protect in the Maritime Environment	L	L	L	L	M	L	L	L
	Protect in the Air Environment	M	L	H	M	H	M	L	M
	Protect in the space environment	M	H	H	M	L	L	L	L
	Protect in the Electromagnetic Domain	L	M	M	L	H	M	L	L
	Protect in the Cyber Environment	H	M	L	L	H	M	M	L
	Protect in the human domain	L	L	L	L	M	H	H	H
Ability to Sustain	Deploy/Re-Deploy Forces	L	H	M	H	M	M	M	H
	Sustain Deployed Forces	L	L	L	M	H	H	H	M

3.4.3 Step 4B – JCPT Analyses

3.4.3.1 Rationale

To use a group of SMEs to determine capability goals for the selected scenario COA and capability combinations, and then to assess the ability of the selected CAF force elements to meet those goals.

3.4.3.2 Inputs

- FE Measure of Capability (MOC)¹¹ pre-scoring
- JCF
- Scenario COAs and force packages

3.4.3.3 Activity

- Achieve a common understanding of the scenarios and COAs among JCPT members. Depending upon the nature of the scenarios this may be achieved through background briefs, conducting a simplified Operational Planning Process (OPP)¹² and/or through some form of war gaming. Some preparation for this may be a DCI/CORA task launched after Step 1.
- Establish MOC goals for each COA through established processes and tools.
- Assess ability of FEs assigned to each scenario COA to the meet capability goals using established processes and tools.
- Note critical shortfalls, any key assumed coalition dependencies and any insights as to work arounds or possible solutions.

3.4.3.4 Outputs

- An assessment of the ability of CAF FEs to meet capability goals. Note that capacity issues are not considered here as they are addressed under Step 3. In this step we consider only if they can do the job asked of them given that they are there.

3.5 Step 5 – Integration of Results

3.5.1 Rationale

To integrate the results of Steps 3 and 4B in order to inform leadership of capability and capacity risks in the time horizon of interest (e.g., 20 years out).

3.5.2 Inputs

- Results of Step 3
- Results of Step 4b

¹¹ MOCs are a set of measurement scales used to quantify capabilities. A scale for reach might be line-of-sight/local/regional/continental/global. MOC pre-scoring is an activity where the characteristics of force elements are captured by SMEs in advance of any particular scenario analyses. This saves time during subsequent JCPT sessions.

¹² Operational Planning Process—the CAF approach for developing a plan to address a given problem.

3.5.3 Activity

- Integrate results of parallel capability and capacity analyses into a single product. This is likely to be through two types of view. The same information underpins each, but the visualisation and purpose would be different.
 - ♦ One view will show the risks associated with different scenarios (or possibly mission types or some other construct for capturing CAF outputs) and hence risks to policy. This informs leadership as to the level of risk associated with a class of mission that the Government may commit the CAF to. This will comprise an assessment as to whether it is likely that the required force elements are available and whether they would be able to achieve their capability goals, assuming that they could be generated.
 - ♦ The other view would be by force element to inform invest/sustain/divest decisions and would convey whether force elements could, or could not, meet capability goals and whether or not there were sufficient force elements of the type to be able to generate force packages when required.
- Preparation for this step should be undertaken in conjunction with DCSAS.¹³
- Note that since step 4B only assesses selected scenario COA/capability combinations we will need to decide whether non-tested combinations are not demanding for the capability (and hence don't constitute a significant risk) or whether they should "inherit" the assessment of the same capability used elsewhere. The kind of analysis presented in Table 1 will assist in this activity. This step will be necessary to create assessments of the capability risks against scenarios, and possibly to populate CIPPR¹⁴/VIPOR.¹⁵ It is the price to be paid for not systematically assessing each scenario in its entirety through the JCPT.

3.5.4 Outputs

- Visualisations of future capability, capacity and policy risks (effectively becoming a form of FMCA¹⁶).
- Core analysis component of the report on CBP Phase II.

¹³ Directorate of Capability and Structure Analysis Support, part of DGCSI.

¹⁴ Capital Investment Program Plan Review, the DND/CAF process for optimising the capital investment portfolio.

¹⁵ Visual Investment Plan Optimization and Revision, the analytical tool that forms the core of the CIPPR process.

¹⁶ Force Mix and Capability Analysis, a CAF product used to inform senior leadership as to the current and future health of CAF capabilities.

4 Conclusion

An enhanced CBP process has been described that addresses the concerns noted by DGCSI. Specifically it includes capacity analysis, an analytical approach to determining the scenarios (or parts thereof) that need to be analysed and seeks to minimise the workload for the JCPT. This document is intended to serve as the basis of further refinement through collaborative effort between the project 00bf team and its client, Director General Capability and Structure Integration.

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