A Framework for Strategic Thinking

Building Top-Level Capabilities
Briefing to Senior Level Review Group
19 August, 2004
Assumptions

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
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

**POLICY**

'93 Bottom-Up Review

- High
- Moderate
- Low

Perceived Capability Emphasis

- Lesser Contingencies
- Major Theater War
- Future

Strategic Capability

- Desert Storm
- Soviet Collapse
- 2 MTWs
- State-on-State
- Cross Border Conflict

'97 QDR

- High
- Moderate
- Low

Perceived Capability Emphasis

- Lesser Contingencies
- Major Theater War
- Future Near Peer

Strategic Capability

- Somalia, Bosnia, Rwanda, Haiti
- Industrial Age
- Near Peer

'01 QDR

- High
- Moderate
- Low

Perceived Capability Emphasis

- Lesser Contingencies
- Major Theater War
- Future

Strategic Capability

- Citadel I & II
- 1-4-2-1
- Ungoverned Areas
- Asymmetric Threats

'04 Defense Strategy

- High
- Moderate
- Low

Perceived Capability Emphasis

- Lesser Contingencies
- Major Theater War
- Future Near Peer

Strategic Capability

- 11 Sept / GWoT
- OEF / OIF
- 4 Challenges
- GWoT / Ungoverned Areas
- Irregular Warfare
- Low-End Asymmetric
- 1-4-2-1 (State-on-State War)
- Disruptive Technologies
- Superiority in the Commons (Space, Cyber, Seas, Air)
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”)

**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)

**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)

**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)

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**Capabilities-based planning should apportion risk across challenges**
Attributes of a ‘Capability’

“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

- **Conditions:** What is the operational environment?
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?

**Temporal**
- 10 Days
- 30 Days
- 30 Days

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

**Capabilities scale from strategic to tactical**

- Defeat adversaries at the time, place, and manner of our choosing
  - **Joint-Operating Concept:** Major Combat Operations
  - **Joint Integrating Concepts:**
    - Joint Forcible Entry
    - Joint Undersea Superiority
    - Global Strike...
Top-Down Process

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

Strategic Challenges

Strategic Objectives (Policy Outcomes)

Planning “Targets”

Joint Concepts

Desired Operational Effects

Capability Options

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
# Looking Across Challenges

<table>
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<td>Defeat adversaries at the time, place, and manner of our choosing</td>
<td>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)</td>
<td>Deter &amp; Defeat attacks on the Homeland from the commons</td>
<td>Dissuade potential enemies from seeking asymmetric military advantage</td>
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<td>Seize Initiative -- 10</td>
<td>Sustain distributed expeditionary ops – 300K / 2 years, 200K / 5 years</td>
<td>Deny attacks from commons</td>
<td>Stay 1 generation ahead of potential competitors</td>
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<td>Meet 1st SD Objectives -- 30</td>
<td>Constitute, train, &amp; equip local force -100K in 180 days</td>
<td>Respond to 3 coordinated domestic CM events involving 100K each</td>
<td>Provide decade of forewarning of new disruptive technology</td>
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### Planning Targets (Stretch Goals)

- Major Combat Operations
  - Forcible Entry
  - Global Strike
  - Undersea Superiority
  - Integrated Air & Missile Defense

- Stability Operations
  - Combating Terrorism?
  - Irregular Operations?

- Strategic Deterrence
- Homeland Security

- Dissuasion?
- Cost-Imposing Approaches?

Illustrative Only
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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Joint Concepts
- Major Combat Operations
  - Forcible Entry
  - Global Strike
  - Undersea Superiority
  - Integrated Air & Missile Defense
- Stability Operations
  - Combating Terrorism
  - Irregular Operations
- Strategic Deterrence
- Homeland Security
- Cost-Imposing Approaches