From Strategy to Capabilities: Transformation, Innovation and Interoperability

Assoc. Prof. Dr. Velizar Shalamanov,
IICT - Bulgarian Academy of Science / Defense Staff College

Key questions (BLUF):

1. Do we have proper Governance and Management arrangemets;
2. Do we understand the scope and process of CapDev;
3. Do we involve all the stakeholders on time?
4. Is NATO and EU context understtod well?
5. How well do we use multinational and regional approaches in NATO / EU context?
6. How well do we use OA?
7. Do we have innovation and transformation support infrastructure?

Pillars of Succes:
linked by the Operational Analysis
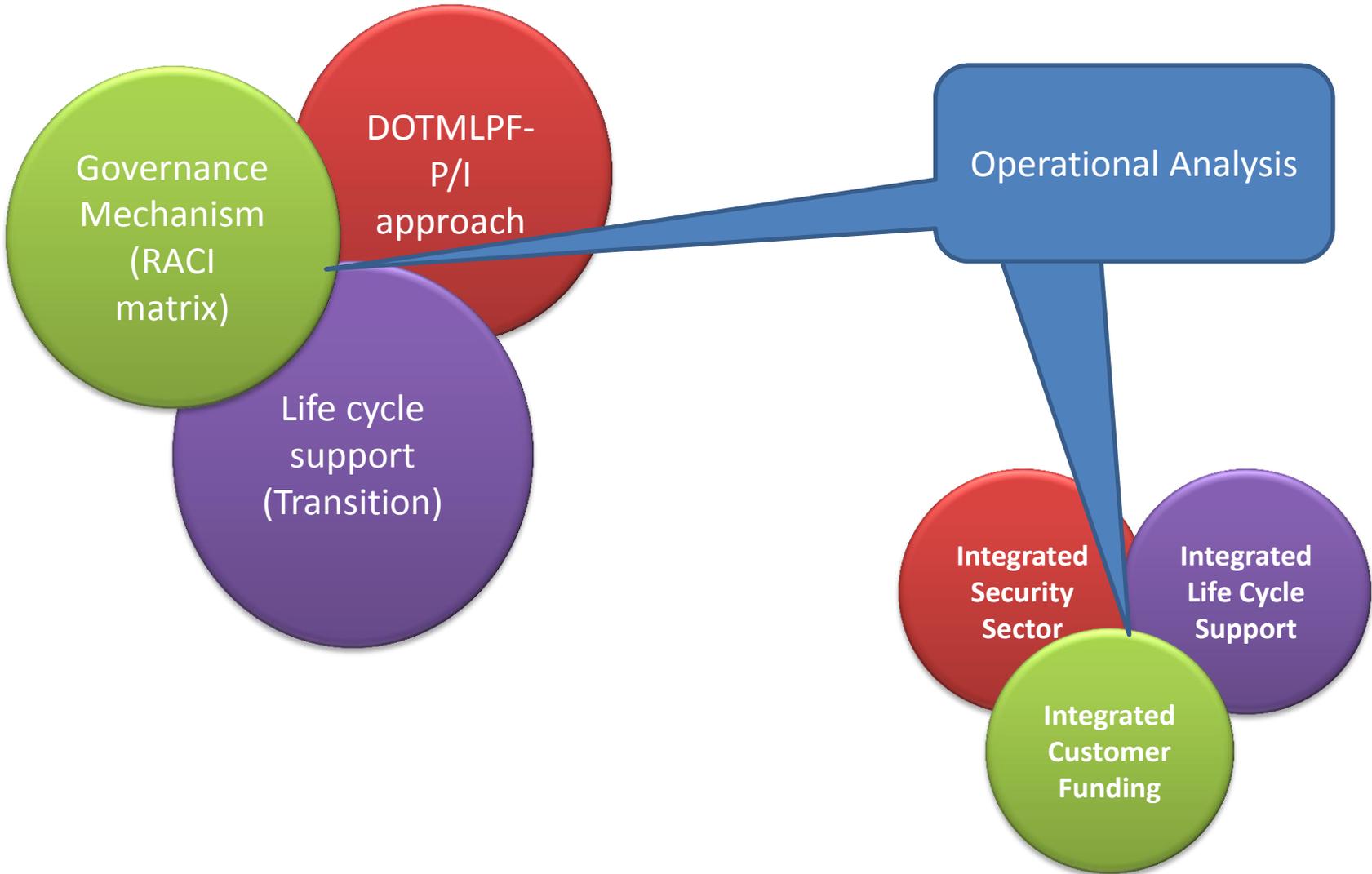
DOTMLPF-P/I

The Joint Capabilities Integration Development System, or **JCIDS** Process provides a solution space that considers solutions involving any combination of **doctrine, organization, training, materiel, leadership and education, personnel and facilities** (DOTMLPF). Because combatant commanders define requirements in consultation with the Office of the Secretary of Defense (OSD), they are able to consider gaps in the context of strategic direction for the total US military force and influence the direction of requirements earlier in the acquisition process. Recent JCIDS issuances expand this to **DOTMLPF-P** or **DOTmLPF-P**, where the second P refers to "Policy". Joint Staff's J6 Joint Deployable Analysis Team (JDAT) validates DOTMLPF recommendations. NATO uses a similar acronym, **DOTMLPF-I**, the "I" standing for Interoperability.

Here is an example of how DOTMLPF would be interpreted in the military context:
1. Doctrine: the way they fight, e.g., emphasizing maneuver warfare combined air-ground campaigns.
2. Organization: how they organize to fight; divisions, air wings, Marine-Air Ground Task Forces (MAGTFs), etc.
3. Training: how they prepare to fight tactically; basic training to advanced individual training, various types of unit training, joint exercises, etc.
4. Materiel: all the "stuff" necessary to equip the forces, that is, weapons, spares, etc. so they can operate effectively.
5. Leadership and education: how they prepare their leaders to lead the fight from squad leader to 4-star general/admiral; professional development.
6. Personnel: availability of qualified people for peacetime, wartime, and various contingency operations
7. Facilities: real property; installations and industrial facilities (e.g. government owned ammunition production facilities) that support the forces.
8. Policy: DoD, interagency, or international policy that impacts the other seven non-materiel elements.
9. Interoperability: the ability to be interoperable with forces throughout the NATO alliance.

The idea is to fix the capability gap, and Joint Capabilities Integration and Development System, 1 March 2009, is the one governing instruction that encompasses both materiel (requiring new defense acquisition programs) and non-materiel (not requiring new defense acquisition program) solutions.

CapDev process in NATO (as-is)

Primary responsibility	Strategic Commands	NATO committees and staff	Host nations (territorial or Agency)	End users (NATO, Allies)

| Process phases, milestones, avg time elapsed | **Identify and prioritise requirements**

(1) Initiate CP | **Develop (+2 yrs)**

(2) Resource proposal
(3) Endorse CP
(4) Submit CP | **Approve (+1.3 yrs)**

(5) Technical and financial screening review
(6) Military (MC) endorsement
(7) Resource (RPPB) endorsement
(8) Political (Council) approval | **Plan and implament (+12.5 yrs)**

(9) Implementation plan
(10) Advanced Planning Funds
(11) First Stage Authorisation
(12) Invitation for Bids
(13) Contract award
(14) Completion
(15) Technical acceptance
(16) Financial acceptance | **Operate** |

Requirement and solution definition

Sources

--Implementation of concepts, policy, standards and other requirements (37%)
--Command structure/ NATO accession (22%)
--Political statements (20%)
--NATO defence planning (17%)
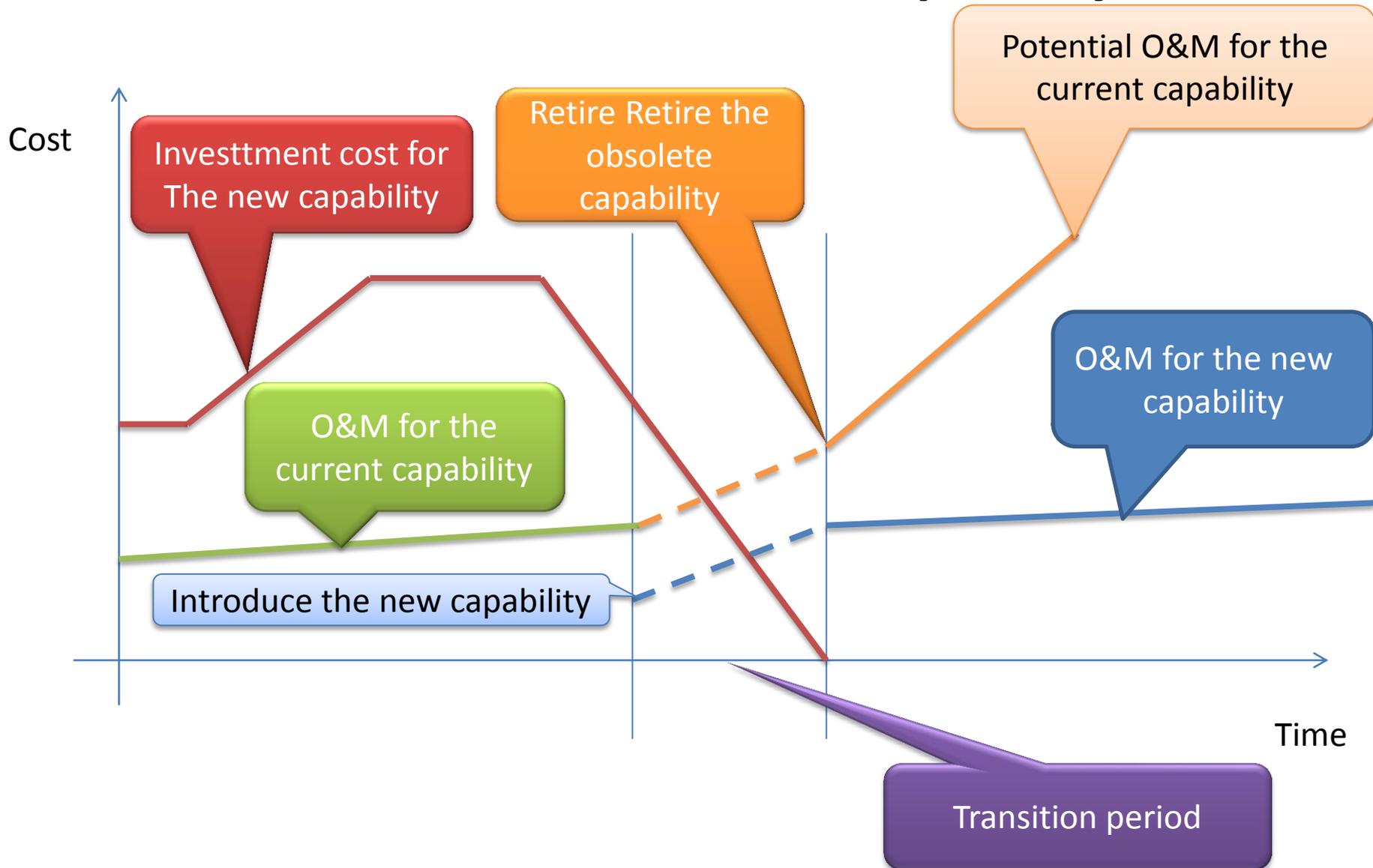--NATO operations (4%)

Delivering a capability requires 3 major distinct authorities (Capability Requirement Authority, Capability Implementer Authority and Capability User Authority) with identified responsibilities, from initiation to the end of the delivery stage. Key Recommendations are in the areas of:

1. **Governance**
2. **Management**
3. **Risk Management**
4. **Authorities**
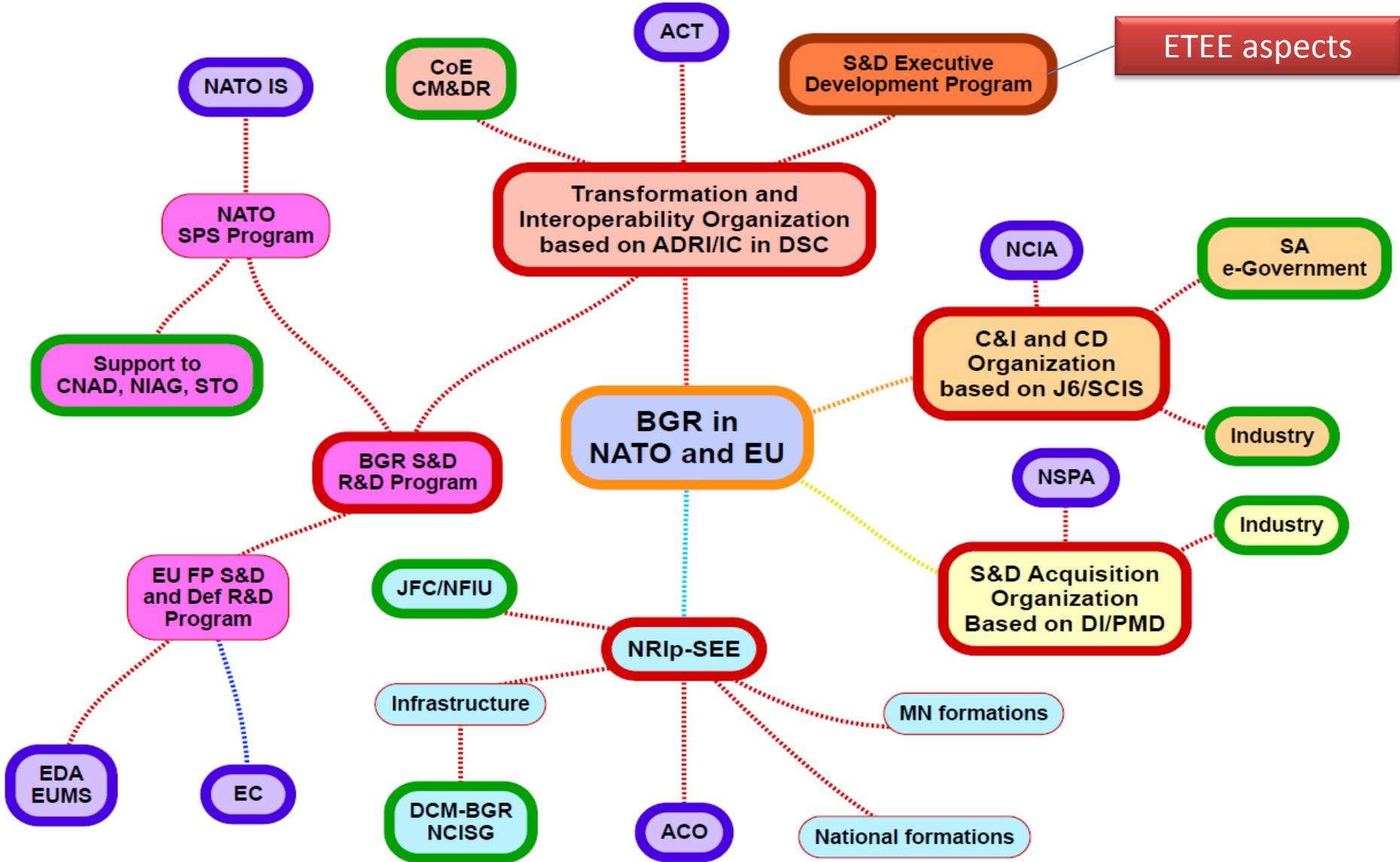5. **Structural opportunities for change**

Appropriate Institutional Roles: RACI matrix
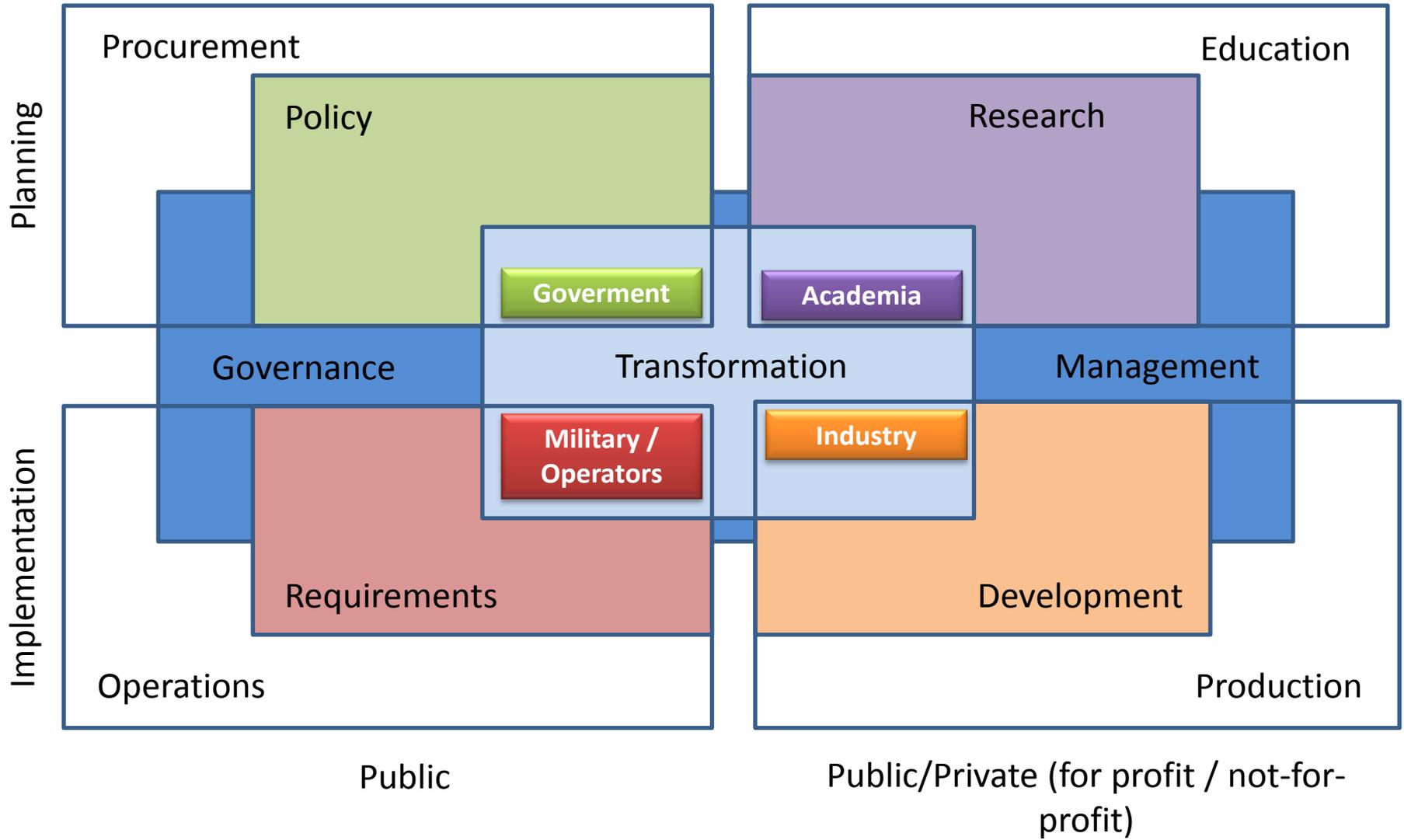
Life Cycle of the capabilities – transition from an obsolete to the new capability

Key elements of the Transformation Organization (BGR study case in DSC)

ETEE aspects

ACT

NATO IS

CoE CM&DR

S&D Executive Development Program

NATO SPS Program

Transformation and Interoperability Organization based on ADRI/IC in DSC

NCIA

SA e-Government

Support to CNAD, NIAG, STO

C&I and CD Organization based on J6/SCIS

Industry

BGR S&D R&D Program

BGR in NATO and EU

NSPA

Industry

EU FP S&D and Def R&D Program

JFC/NFIU

S&D Acquisition Organization Based on DI/PMD

NRIp-SEE

Infrastructure

MN formations

EDA EUMS

EC

DCM-BGR NCISG

ACO

National formations

Transformation support environment
(based on F-35 experience and BAS JTSAC)

Balkans (10 countries) + Black Sea-Caucasus (4 more to the East)
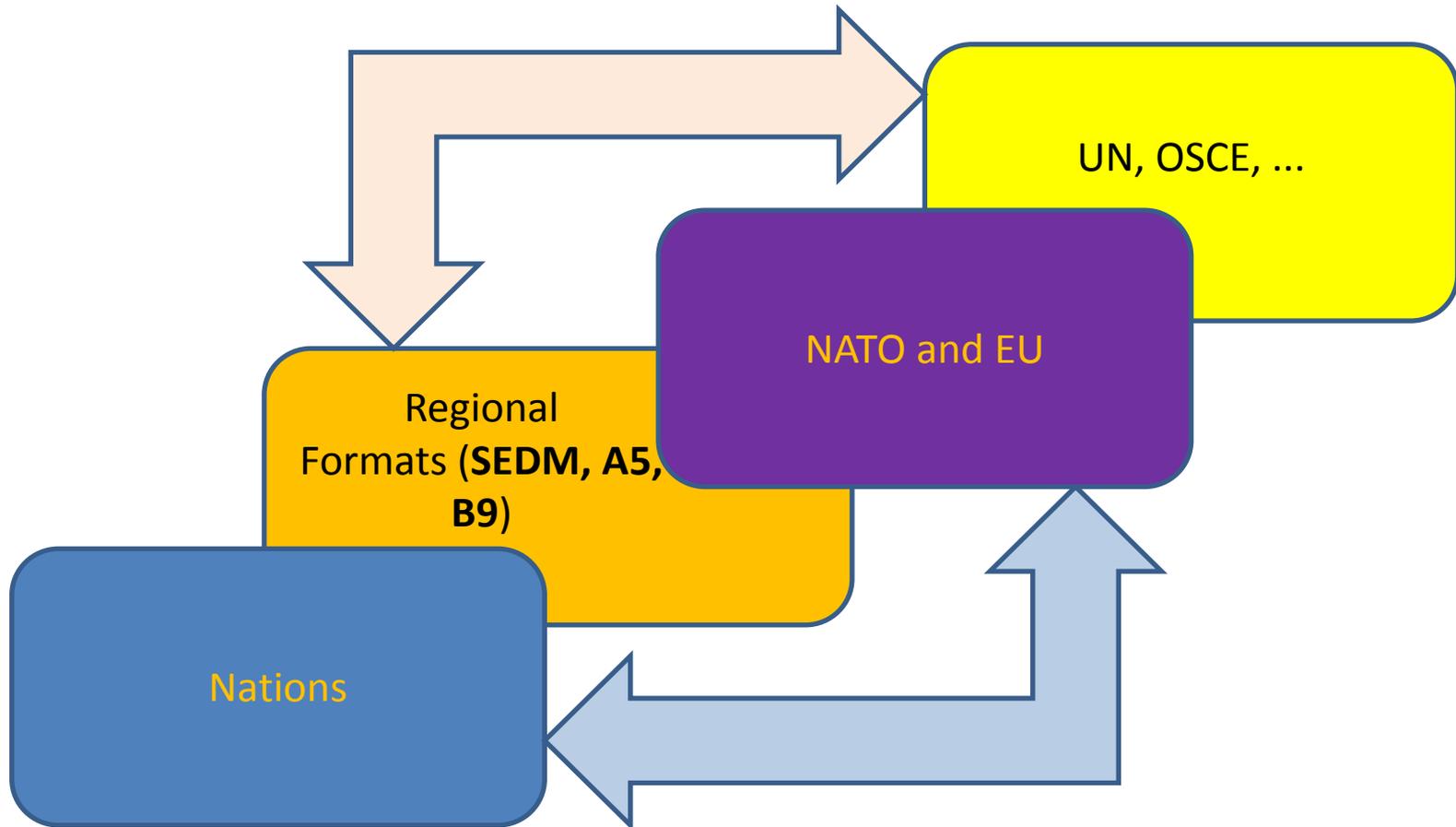

1. UKR
2. GEO
3. ARM
4. AZR

SEE/Balkans

Development of a model
„Bulgaria in NATO and EU with increased role in SEE"
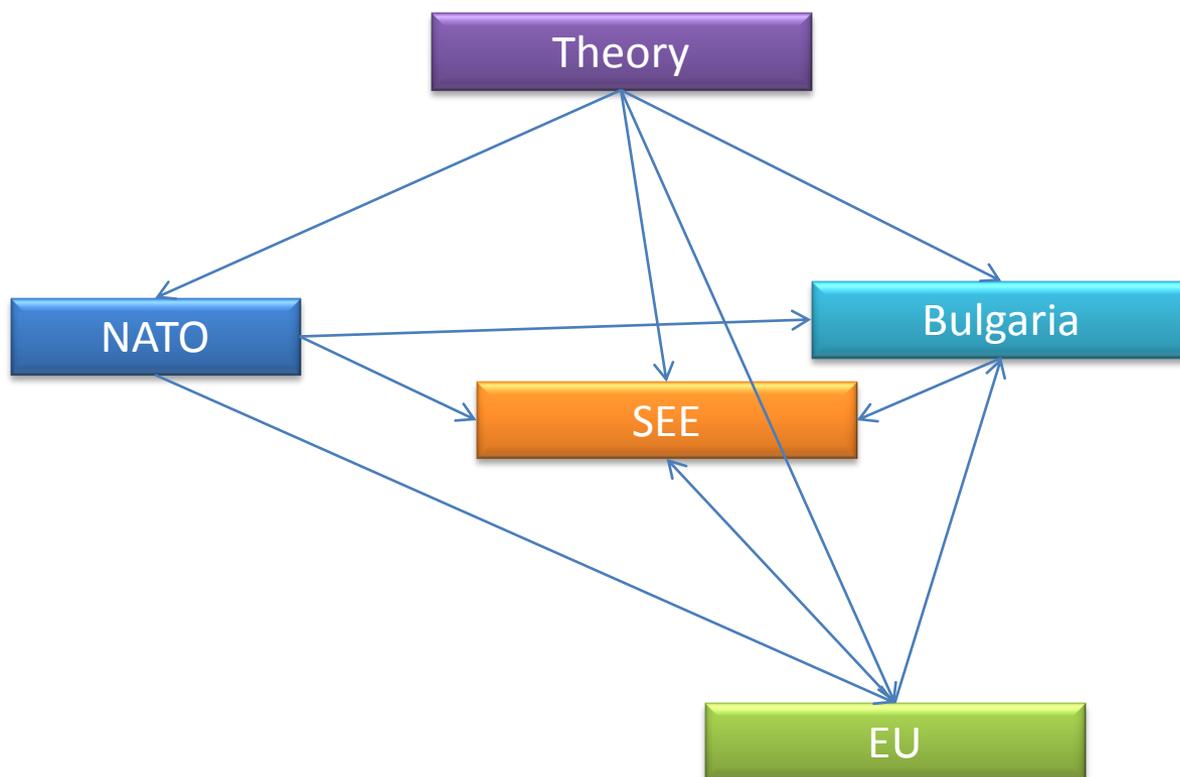
„Vertical" Roles in Defense Transformation and Regional Cooperation

UN, OSCE, …

NATO and EU

Regional Formats (**SEDM, A5, B9**)

Nations

Conclusions:

1. Unique oppoortunity for synergy:
   – National defense investment plan
   – „Matis" Plan in NATO context
   – PESCO, EU defense fund
   – Focussed and projectised cooperation in SEE (SEEDEFCO)

2. Critical role of governance and management

3. Industry forrum to bring Government / Operators together with Industry and Academia on Portfolio/Program/Project and service delivery base

4. Core role of multinational formations and projects

5. **Bottom line:** National Rearmament program to include S&T/R&D/E&T program, funded for the whole cycle of rearmament with Parliament commitment.