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Conceptualising Joint Doctrine as a Capability System using a Soft Systems Methodology Approach

Mr Jeff Malone

Defence Science and Technology Group

Department of Defence (Australia)



Science and Technology for Safeguarding Australia

Scope

- Background
- What is (joint) doctrine and why does it matter?
- Conceptualising Joint Doctrine as a Capability System
- Historical Example: Evolution of the Australian Joint Doctrine System
- Future Research

Background

Background/Rationale

- Began as a (qualitative) historical investigation of the evolution of Australian arrangements for the planning and conduct of joint operations ('jointery')
- Key element of 'jointery' is joint doctrine
- So what?: investigation ought deliver more than merely antiquarian insights
- Question: what is the purpose of joint doctrine?
 - Contributes towards joint capability
- Further question: how/why does joint doctrine serve this purpose?

What is (Joint) Doctrine and Why Does it Matter?

Joint Doctrine – Australian Approach (1)

- “Military doctrine is an officially sanctioned, formalised and written expression of institutionally accepted principles and guidance about what armed forces do and how they do it. It contains fundamental principles by which military forces guide their actions in support of national objectives.”

Joint Doctrine – Australian Approach (2)

- Informed by historical lessons
- Defines how current military operations should be conducted
- Authoritative but requires judgement in application
- Principles contained therein are not immutable
- Basis for the understanding of operational challenges
- Informs the delivery of professional military education and training

Functions of (Joint) Doctrine (Latawski)

- Fundamental principles regarding the application of force
- Military thought for guidance rather than prescription
- Cohesion in military thought and action
- Knowledge reflected in training and education
- Framework for understanding conflict
- Such understanding shapes application of force

Tensions in (Joint) Doctrine (Latawski)

- Initiative versus conformity
 - Both have merits in the fog and friction of war
 - Relationship between training and (joint) doctrine
- Universality versus Specificity
 - Latawski focuses on levels of conflict
 - But also relates to function (applicable across all missions versus limited to specific missions)
- Past versus Present versus Future
 - Experience versus current challenges versus potential future challenges

Relationship Between Joint Doctrine and Capability

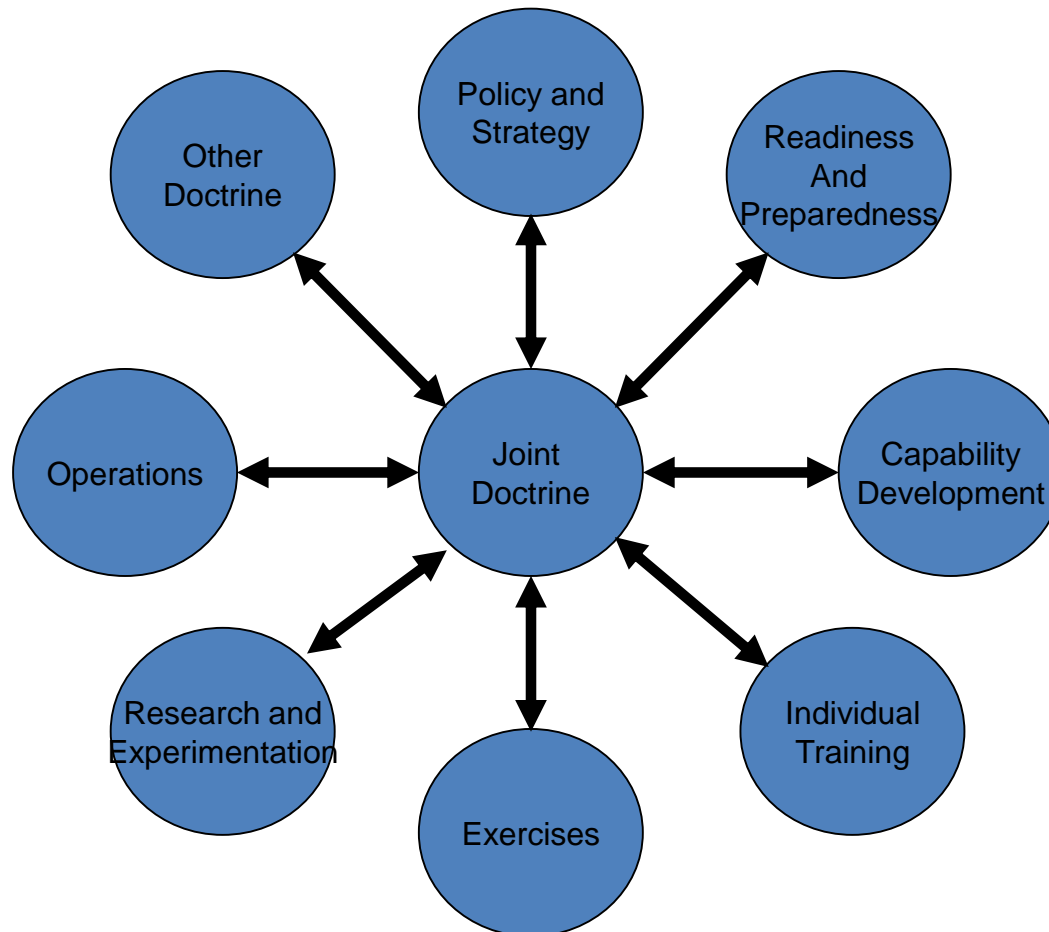
- Capability: “The power to achieve a desired operational effect in a nominated environment within a specified time and to sustain that effect for a designated period.”
- Capability delivered via Capability Systems
- Capability System are comprised of the eight Fundamental Inputs to Capability (FICs)
- Doctrine is encompassed within the ‘Command and Management’ FIC
- This approach provides little sense of *how* doctrine contributes to capability or *how significant* doctrine is in delivering military capability

Conceptualising Joint Doctrine as a Capability System

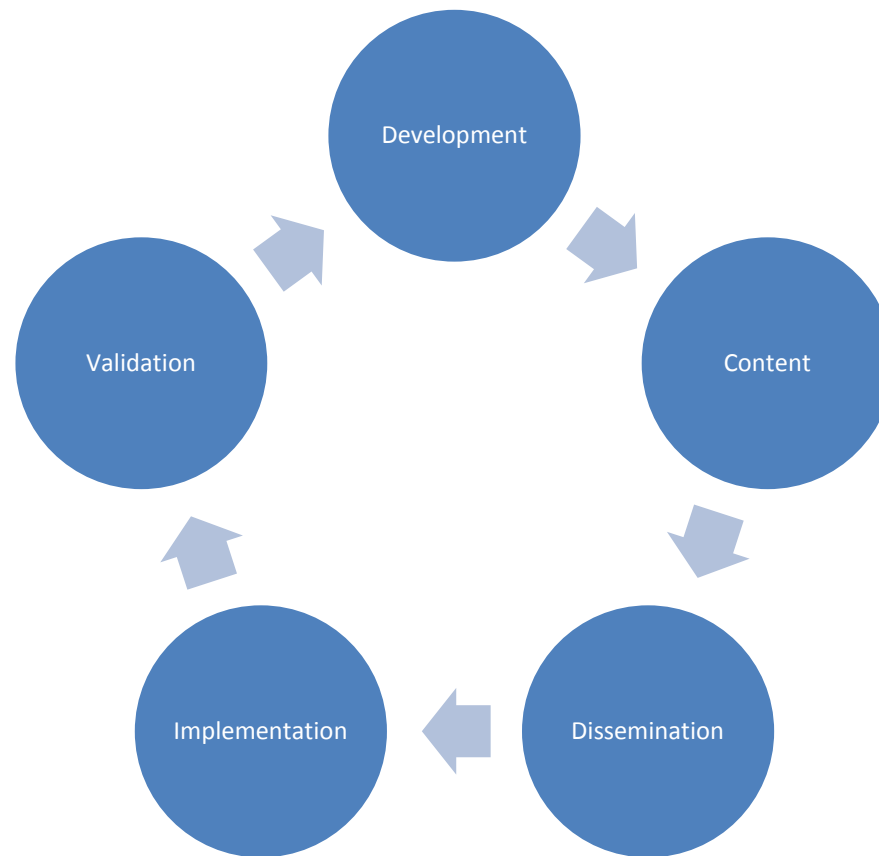
A Thought Experiment

- Issue: how to conceptualise joint doctrine to avoid marginalisation and (arguable) under-investment?
- Issue: how does doctrine contribute to the delivery of capability?
- Proposal: recast Joint Doctrine as a Capability System in its own right
- Questionable relevance of all FIC elements and traditional System Engineering practice (classically applied to Major Systems as Capability Systems)
- Employ Soft System Methodology (SSM) to design a Joint Doctrine System
- Employ Latawski's Functions of Military Doctrine and Tensions as design guidance

Joint Doctrine System Relationships



Joint Doctrine System Process Model



Joint Doctrine System 'Health'

- Intended to provide a snap-shot indication of the health of the JDS at specific points in time
- Resolve JDS functions into sub-functions
- Attribute a pseudo-quantitative rating against each sub-function, summed for each function
- Provides a simple depiction of the 'health' of JDS
- Arguably should correlate with 'jointness' as a whole

JDS Process Sub-Elements

- Development (requires)
 - Resources
 - Expertise
 - Authority
 - Institutional Memory
- Content (aligns with)
 - Strategic Environment
 - Policy and Strategy
 - Capability
 - Other Doctrine
- Dissemination (by)
 - Administrative
 - Individual Training
 - Personnel Management
 - Education
- Implementation (in)
 - SOPs
 - Exercises
 - Operations
 - Acquisition
- Validated (by)
 - Readiness Reporting
 - Post-Exercise Reporting
 - Post-Operation Reporting
 - Experimentation and Research

JDS 'Health' Metrics

- Provides a snap-shot of the 'health' of JDS at a point in time
- Attribute a psuedo-quantitative value against each sub-element
 - (0-5: 0 – Absent; 1 – Token; 2 – Essential; 3 – Important; 4 – Desirable; 5 – Aspirational)
- Sum for each JDS function
- Intuitively 'health' of the JDS should +ve correlate with 'jointness' of force
- Also might be expected to +ve correlate with operational performance (other things being equal)

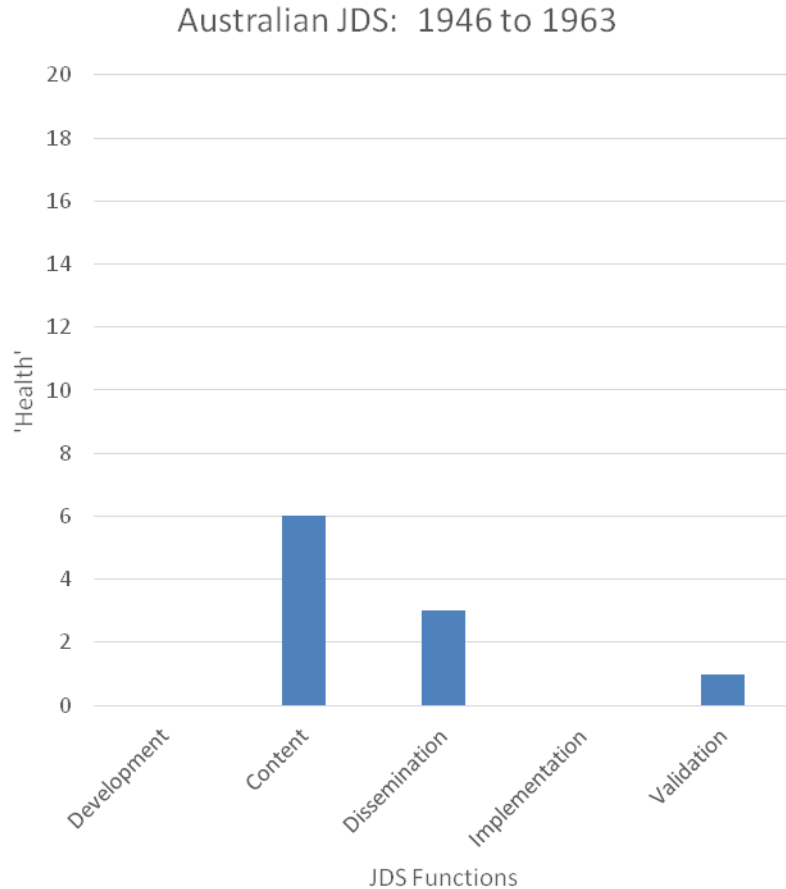
Historical Example

Evolution of the Australian Joint Doctrine System

Rationale

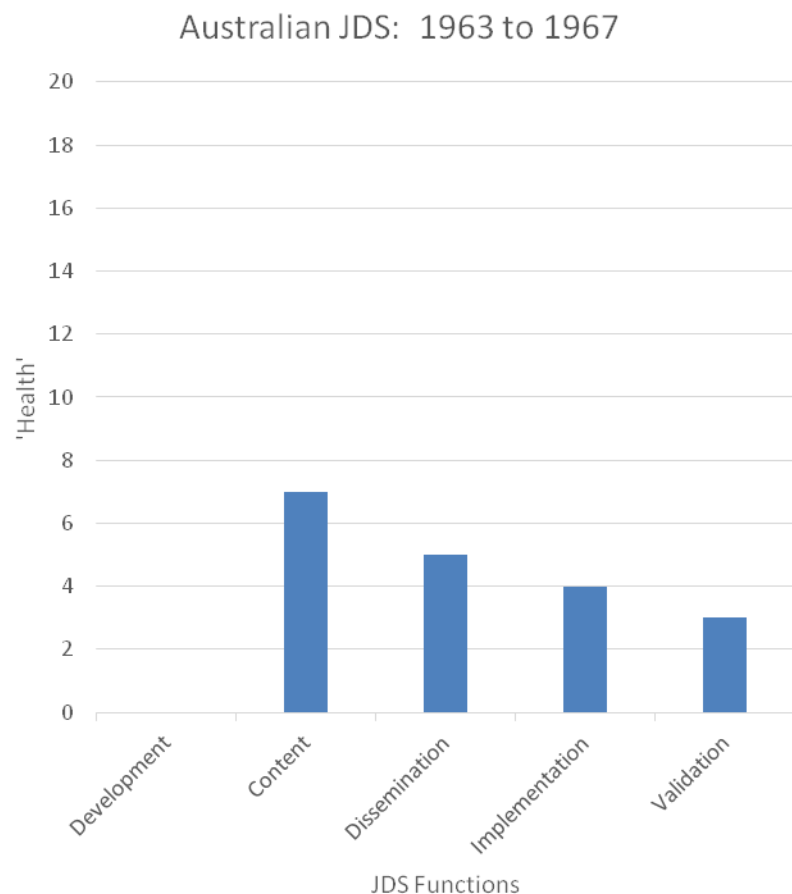
- Use a real-world historical example to test whether JDS model is descriptively useful
- Use Applied Thematic Analysis to collect qualitative data
- Pseudo-quantification as previously described
- Considerable 'missing data' problem
- Periods used here based on key events in 'jointery' in Australia

1946-1963



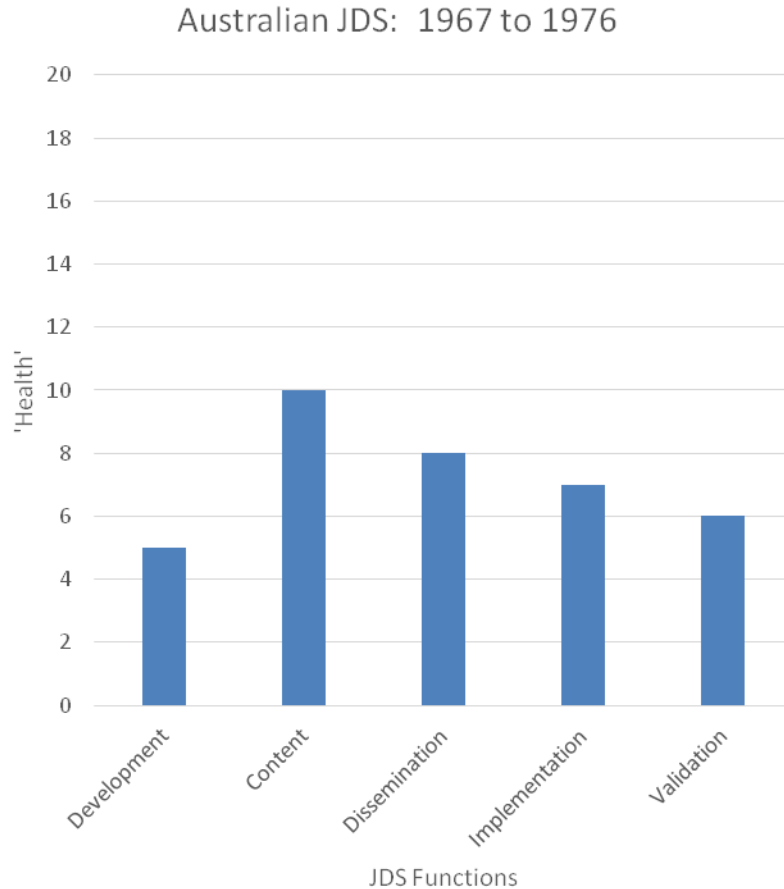
- No joint doctrine development in AS
- Used UK publications (such as they were)
- Limited dissemination
- Little practical consequence given AS single Service deployments
- Limited validation based on UK operational experience

1963-1967



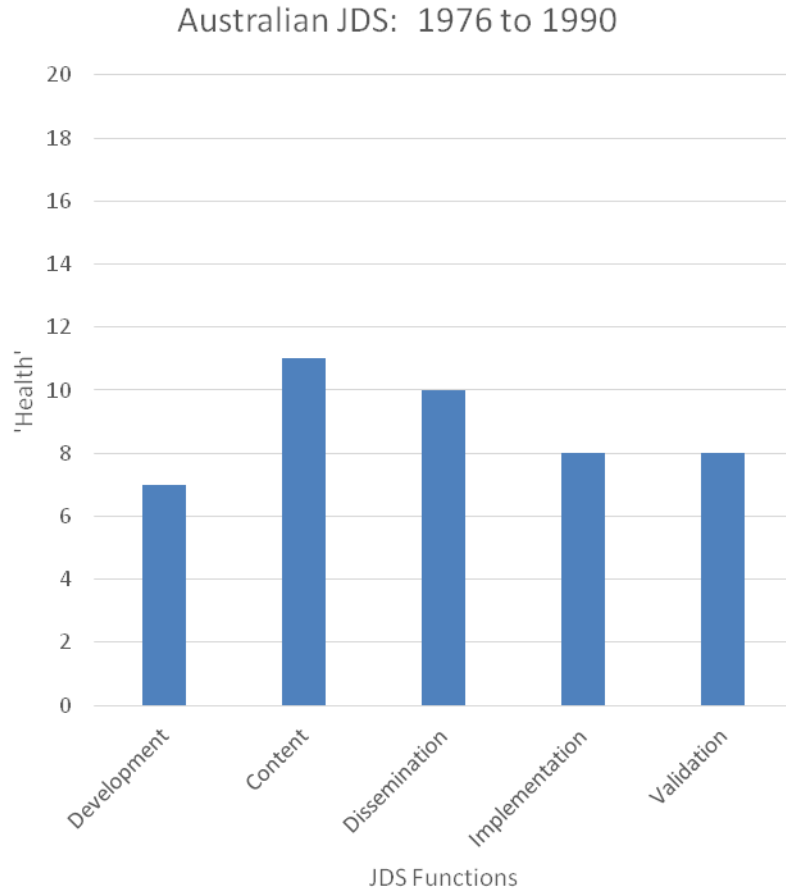
- No AS joint doctrine development
- UK JSPs authorised for AS use
- Limited distribution
- Limited AS experience in implementing in exercises and operations
- Some lessons drawn mainly from UK joint ops (Confrontation)

1967-1976



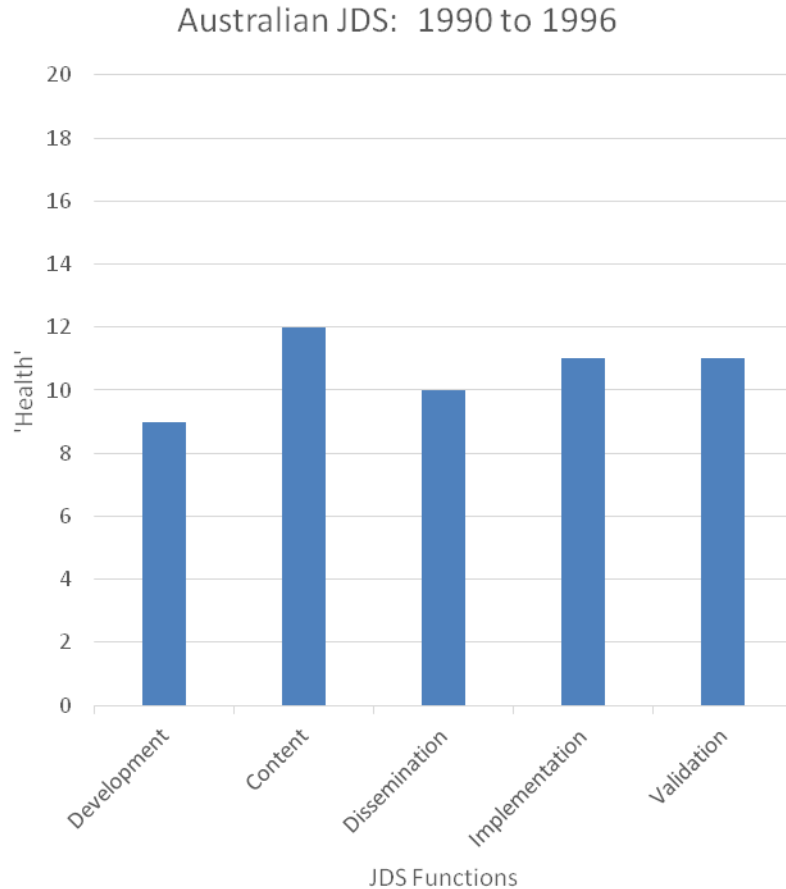
- Initial arrangements for joint doctrine development
- AS capstone joint doctrine, but UK JSPs remain authorised for use
- Limited dissemination
- AS joint doctrine implemented on exercises ('Kangaroo' series)
- Validation centres on 'Kangaroo' reporting

1976-1990



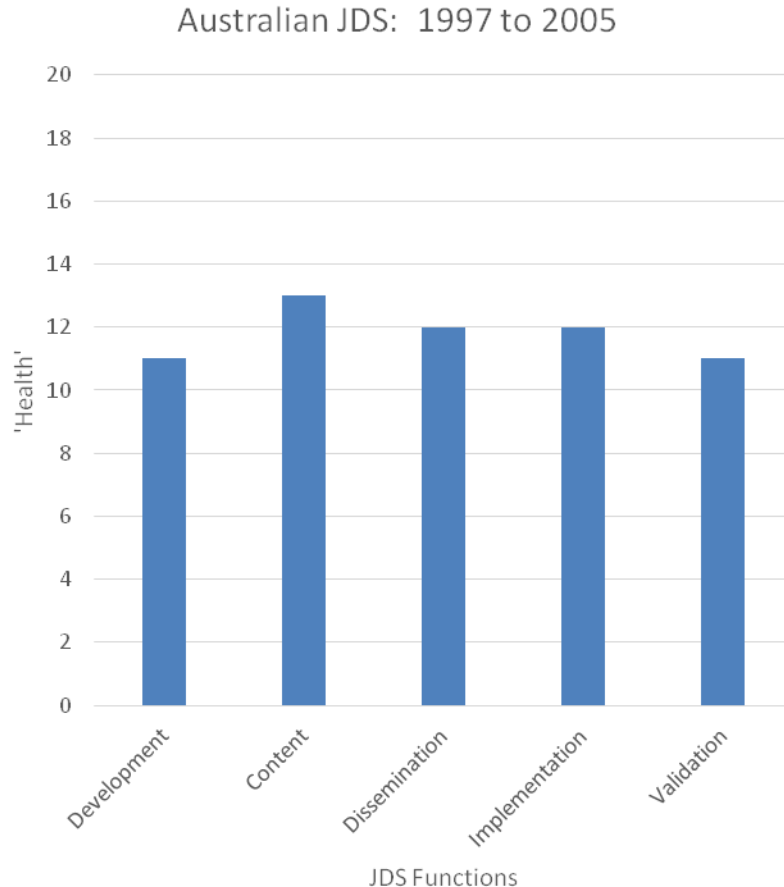
- Limited expansion of development arrangements
- Doctrine aligns with specifically Australian concerns
- Formalised individual training
- AS joint doctrine implemented on exercises ('Kangaroo' series)
- Validation centres on 'Kangaroo' reporting

1990-1996



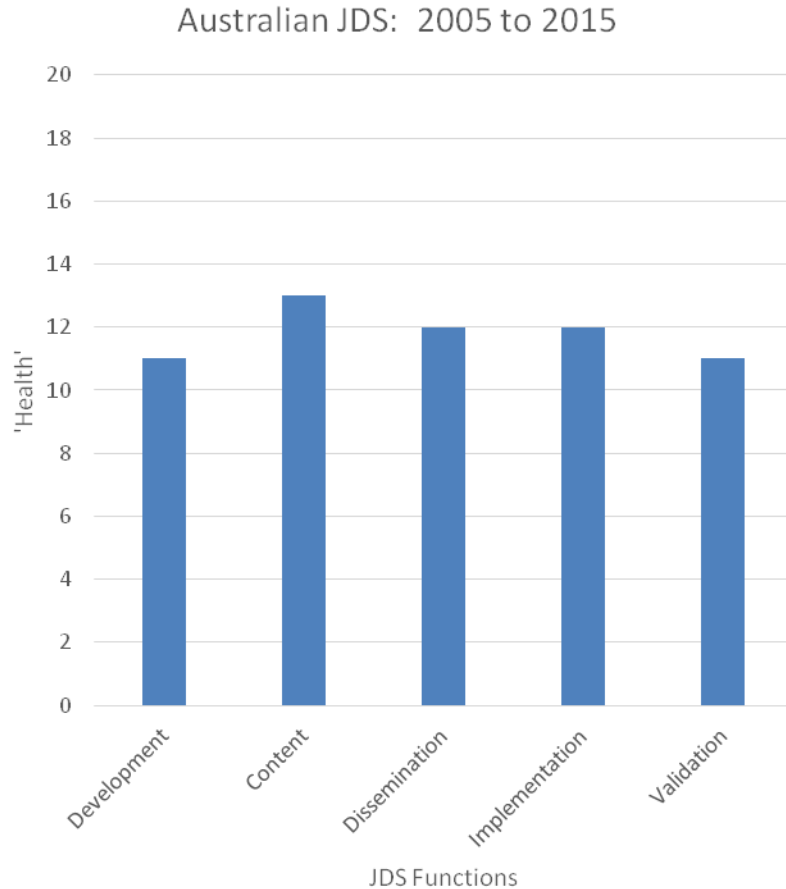
- Further expansion of development arrangements
- Doctrine aligns with specifically Australian concerns
- Formalised individual training
- First implementation on joint operations
- Validation centres on 'Kangaroo' reporting, but limited post operational reporting

1997-2005



- Development arrangements consolidated under HQAST
- Doctrine updated to reflect changed strategic circumstances
- Enhanced dissemination via electronic means
- Substantial implementation on joint operations
- Increased (but unsystematic) post operation reporting

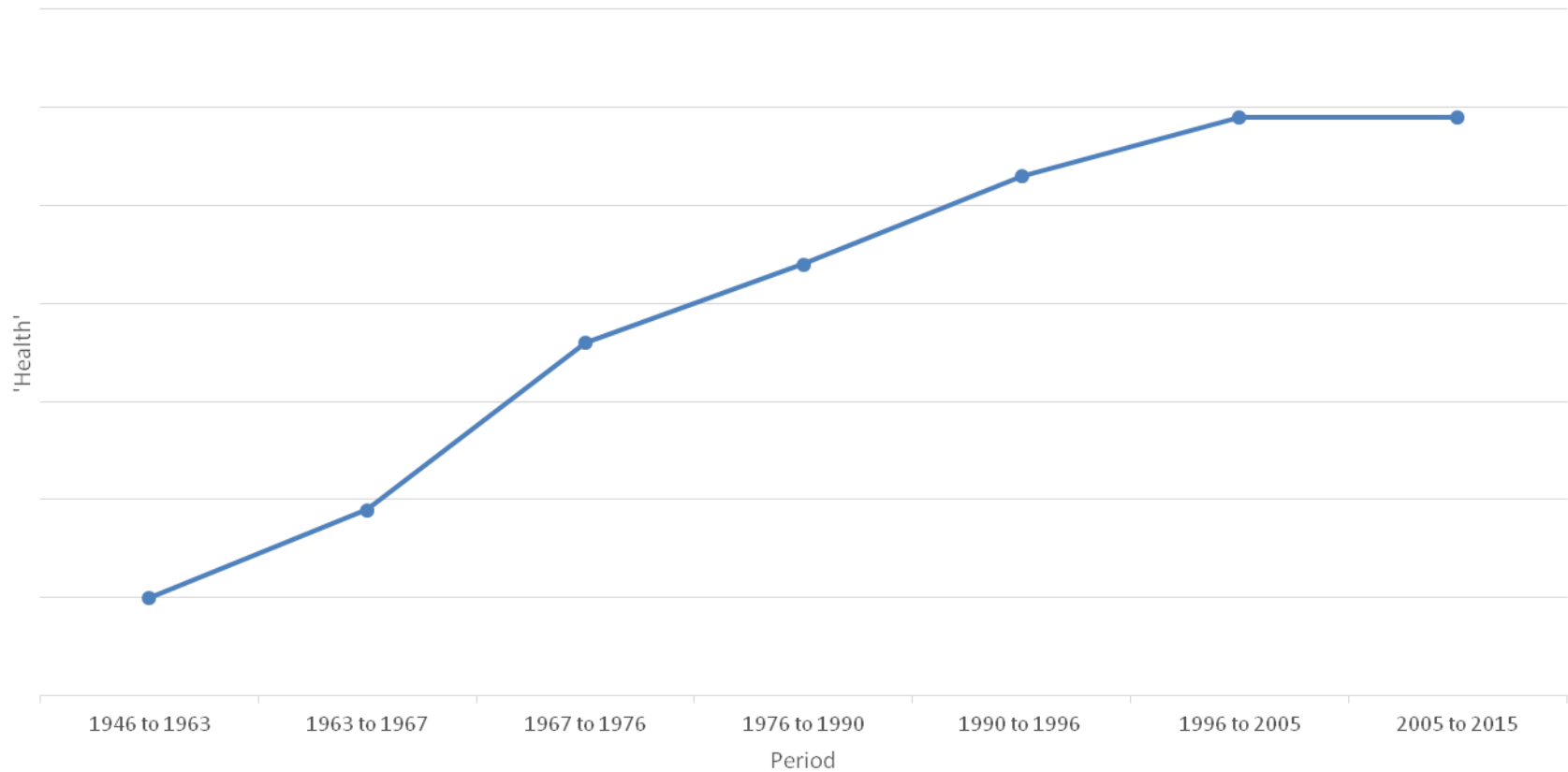
2005-Present



- Development removed from HQJOC, but slightly increased resources
- Doctrine continues to be updated to reflect changed strategic circumstances
- Further enhanced dissemination via web
- Substantial implementation on joint operations
- Increased (but unsystematic) post operation reporting

Australian JDS: 1946 to 2015

'Health' of the Australian JDS: 1946 to 2015



Future Research

Future Research (1)

- How might the Australian JDS be enhanced?
 - How do findings of this research correlate with experiences of JDS users?
- Applicability of the JDS model?
 - Probably works with UK, Canada, New Zealand
 - US – strong services?
 - Russian (Soviet) model – does JDS model undervalue domestic political influences?
- How does JDS ‘health’ relate to operational performance?
 - Tension between authoritative guidance versus initiative
 - Good training and bad doctrine or vice versa?

Future Research (2)

- How to prioritise doctrine development?
 - Generalist function or mission specific?
 - Risk manage across a repertoire of missions or essential tasks list?
- Investment tradeoffs?
 - What investment balance between a JDS and other capability systems yields an optimal outcome?

Conclusion