

Comprehensive Planning in Complex Endeavours

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TNO | Knowledge for business



Who am I?

Maartje Spoelstra

- Artificial Intelligence
- Researcher TNO
Defense, Security and
Safety (since 2006)
- Reserve Officer:
Operational Analyst
(since 2009)
- Task Force Uruzgan
(TFU) in 2010



Content

- Complexity of Complex Endeavours
- The Comprehensive Approach
- Comprehensive Planning: from Practice to Theory
- Lessons Identified
- Conclusion and Way Ahead
- Discussion



The Complexity of Complex Endeavours

- Present-day missions
 - Military intervention supports objectives in non-military domains (vs. military victory)
 - Peace operations, relief operations
- Twofold complexity
 - Complex environment
 - Collective of actors that need to cooperate

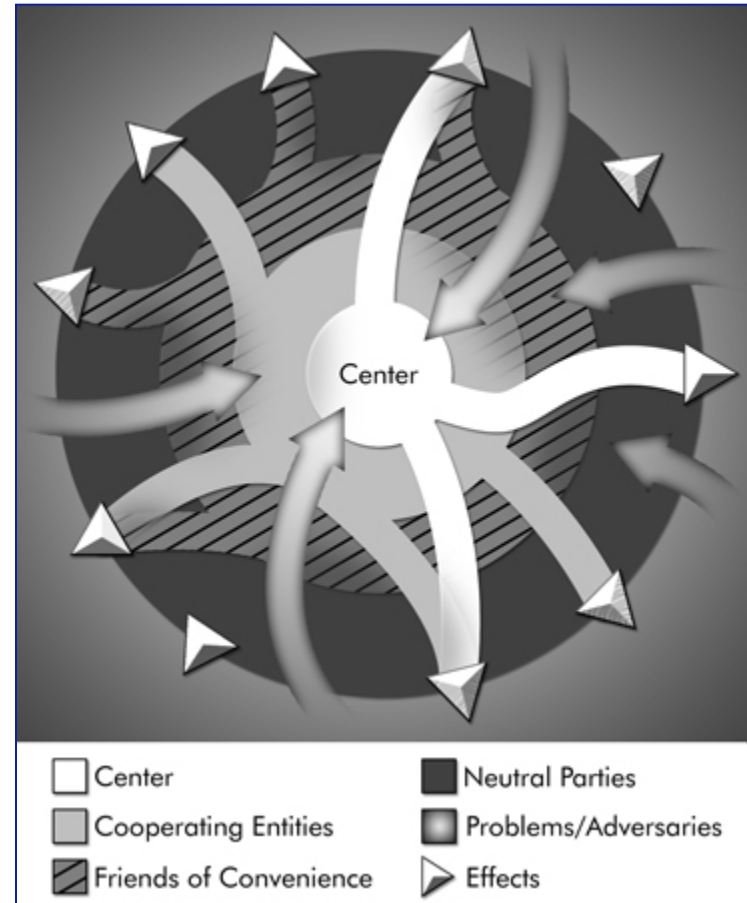


Complex Environment: “Playing Chess on Four Boards”



Complexity: Collective of Actors

- Military organisations
- Ministeries
- (Local) GOs/IOs/NGOs
- Local government
- Local population
- Warlords
- ...



Comprehensive Approach

- Dealing with complexity
- NATO: all major actors engaged in conflict management operations must employ both civilian and military instruments in a concerted and coordinated manner in order to create the conditions for lasting peace
- Similar concepts:
 - Whole-of-Government
 - CIMIC (Civil-Military Coordination)
 - Integrated Approach
 - 3D (Defence, Diplomacy, Development)

C2 Structure of TFU

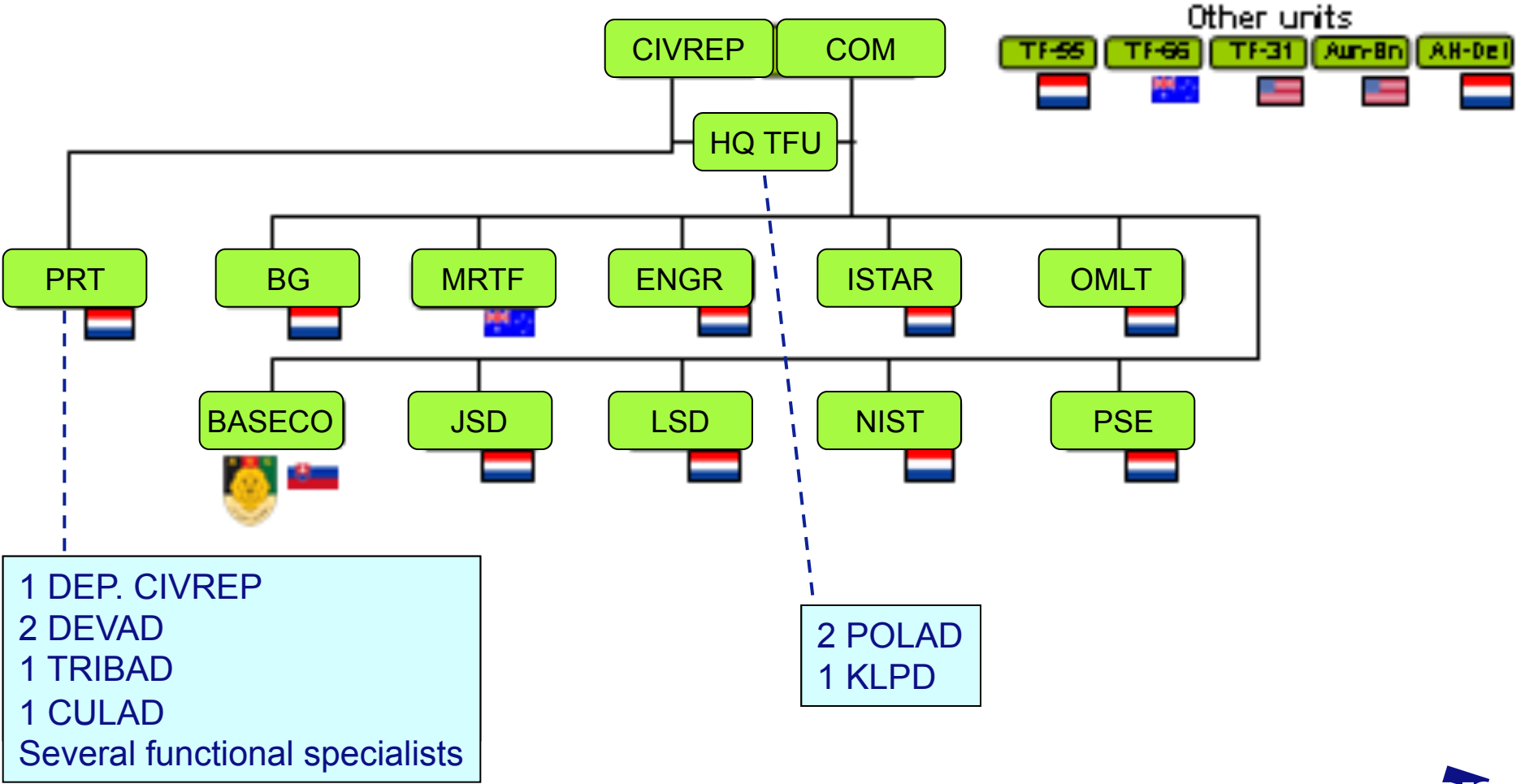
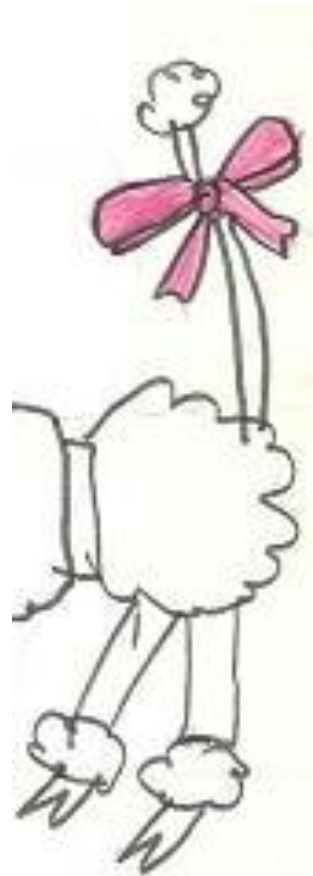


Illustration of the problem

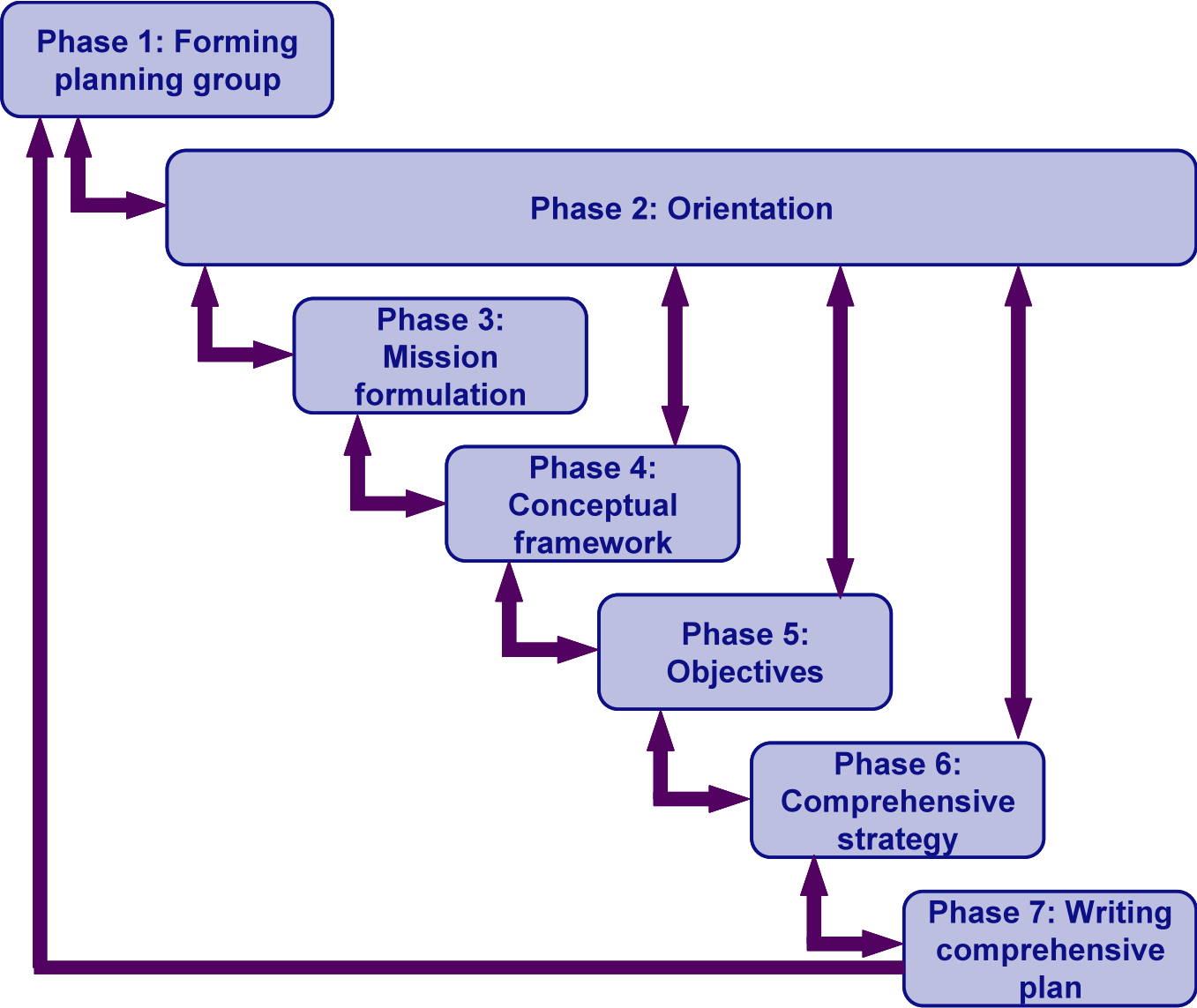
- “Draw a dog”



Need for Comprehensive Plan

- Cooperation, commitment and unity of effort
- TFU 'evolution' of plans
 - Masterplan + Civil Assessment (2006 - 2007)
 - Focal Paper (2007 - 2008)
 - Uruzgan Campaign Plan (UCP) (2009 - 2010)
- UCP
 - Started as operational plan, based on already existing military doctrine and decision making processes from the civilian world
 - Later adapted for general comprehensive decision making

Generic Comprehensive Planning



Phase 1: Form comprehensive planning group

- Internal focus: combine and focus stakeholders to form multidisciplinary planning group
- Share objectives, intentions, create shared SA on other actors in the group and increase trust
- TFU
 - Trust
 - Commitment
 - Information sharing
 - Shared civil / military leadership

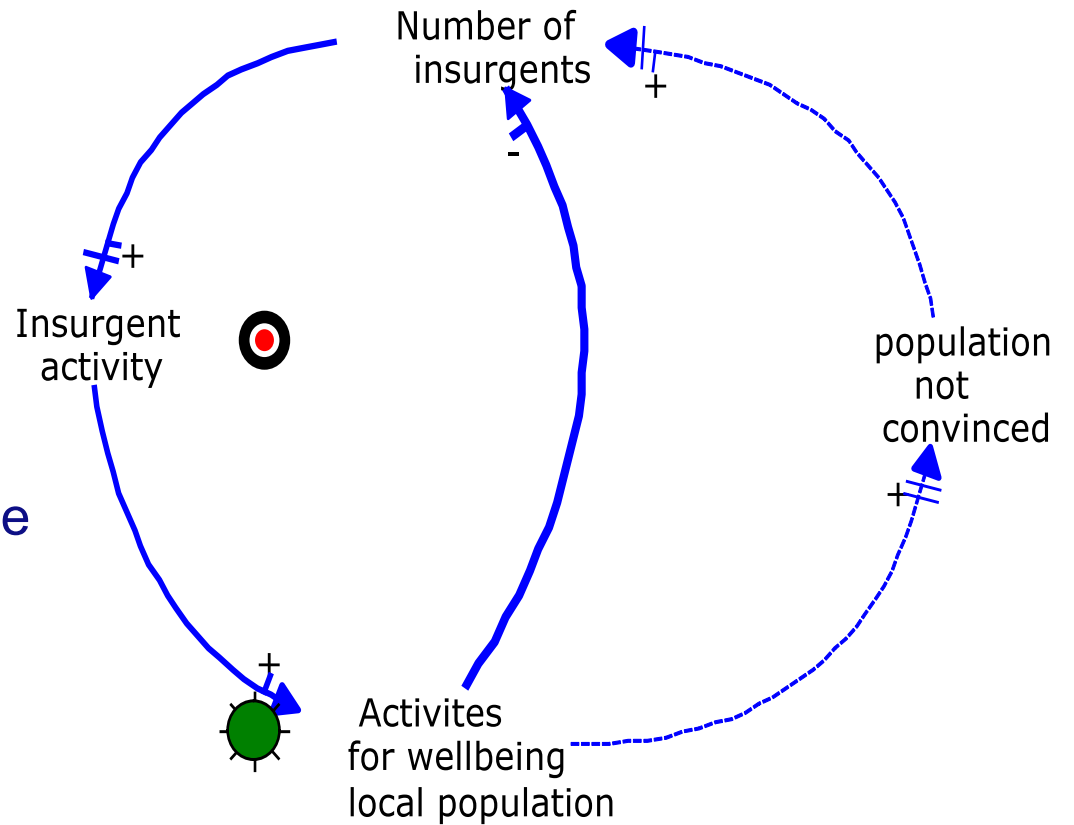


Phase 2: Orientation

- External focus: environment
- Orientation on environment, create shared SA / SU on current situation (actors and factors of influence)
- Continuous process: environment changes all the time
- TFU
 - Several orientation sessions
 - Intell section was important
 - IT tool used to support this phase: MARVEL

MARVEL

- Method to Analyse Relations between Variables using Enriched Loops
- Causal relations between variables hard to predict
- Working with qualitative data
- Discuss theories of change

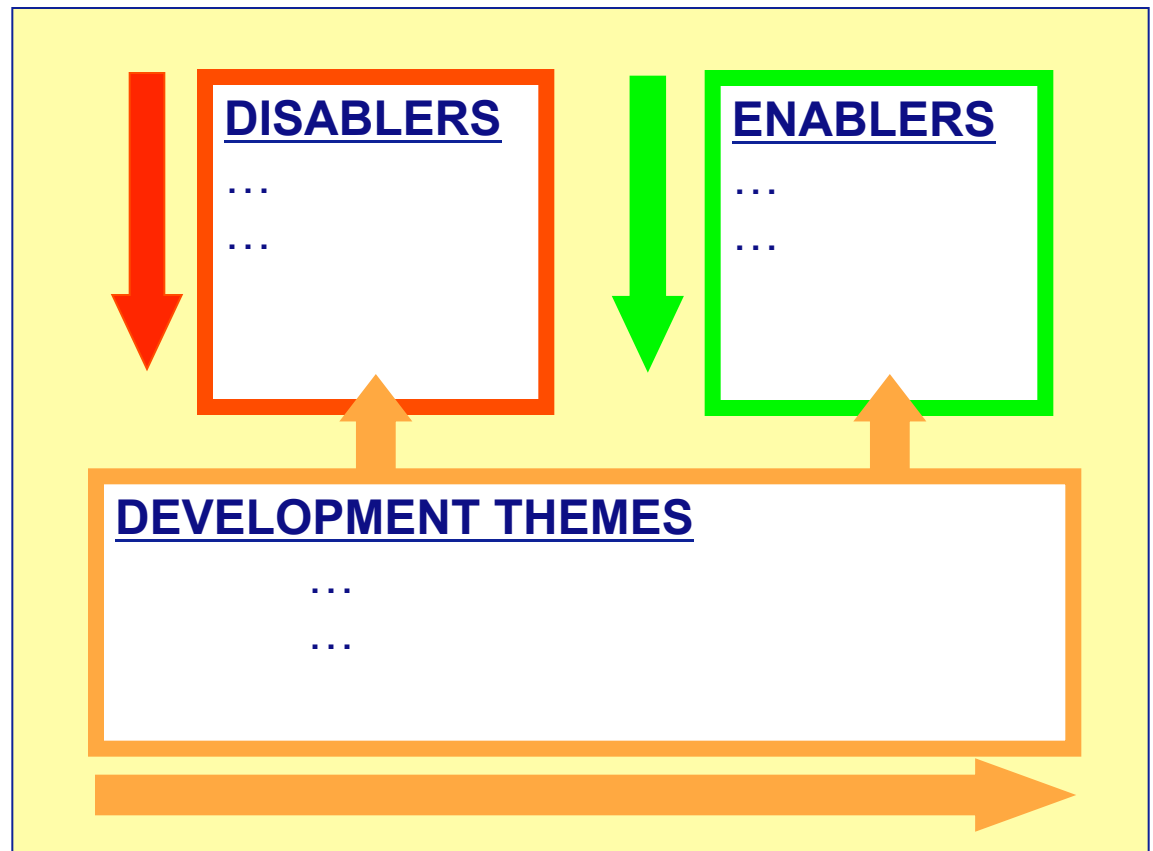


Phase 3: Formulation of mission

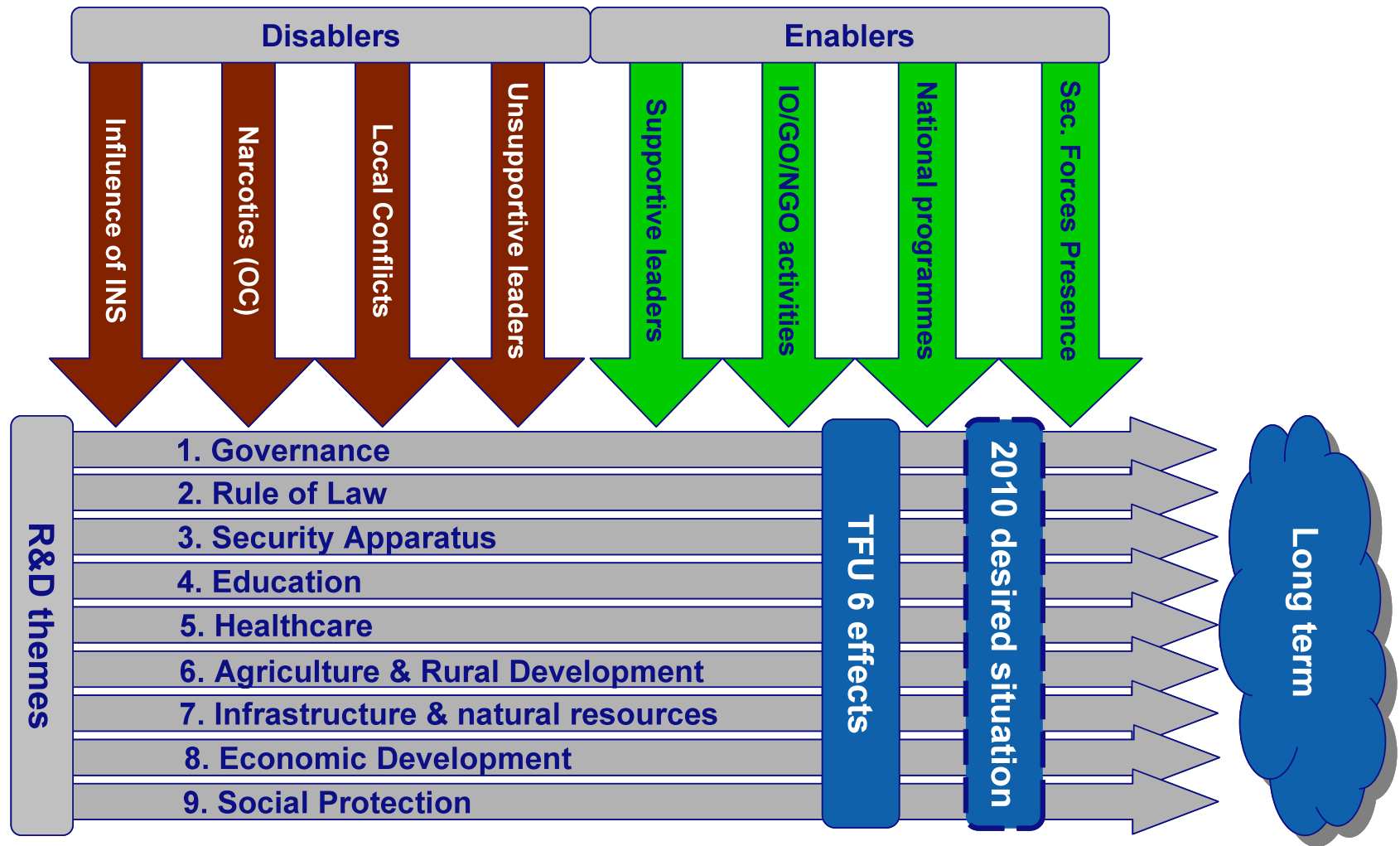
- Aim: overall mission description for all actors in the comprehensive planning group
- Mission description based on orders, directions, policies from all actors
- Objectives of individual actors may differ from overall mission
- Must not contradict overall mission: would counter unity of effort
- TFU: not many actors in the planning group – in this phase, no big struggles experienced

Phase 4: Conceptual Framework

- Create a frame of reference for actions
- Based on orientation (phase 2)
- Method:
 - brainstorming
 - discussions

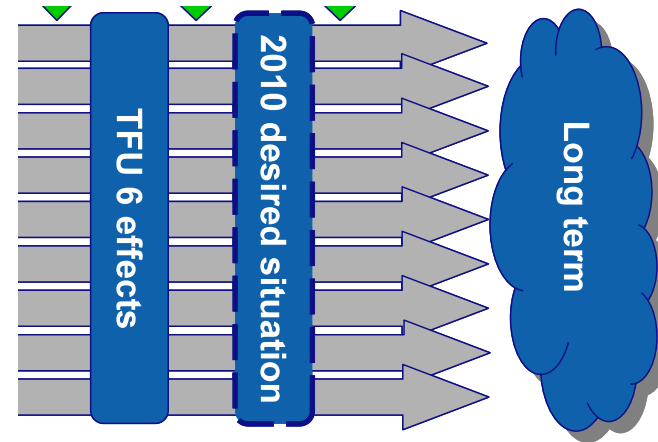


TFU Conceptual Framework (2009)



Phase 5: Development of objectives

- Long Term (decades)
 - General objectives
 - “Progress on healthcare”
- Medium Term (years)
 - Desired situations
 - “More nurses employed”
- Short Term (months)
 - Effects
 - To achieve
 - “Sustainable form of medical course provided”
 - To contribute
 - “Branch office of Kabul Bank established in Tarin Kowt”



Phase 6: Comprehensive Strategy

- Operationalize the objectives of phase 5
 - Define how, where and by whom the objectives can be realized
- Method: wargame, develop Courses of Action (COA), workshop
- TFU: COA's in terms of time, space and means
 - Take into account influence of geographical areas and people on each other while influencing environment
 - Support local government in positive area first to create positive spin-off towards negative area

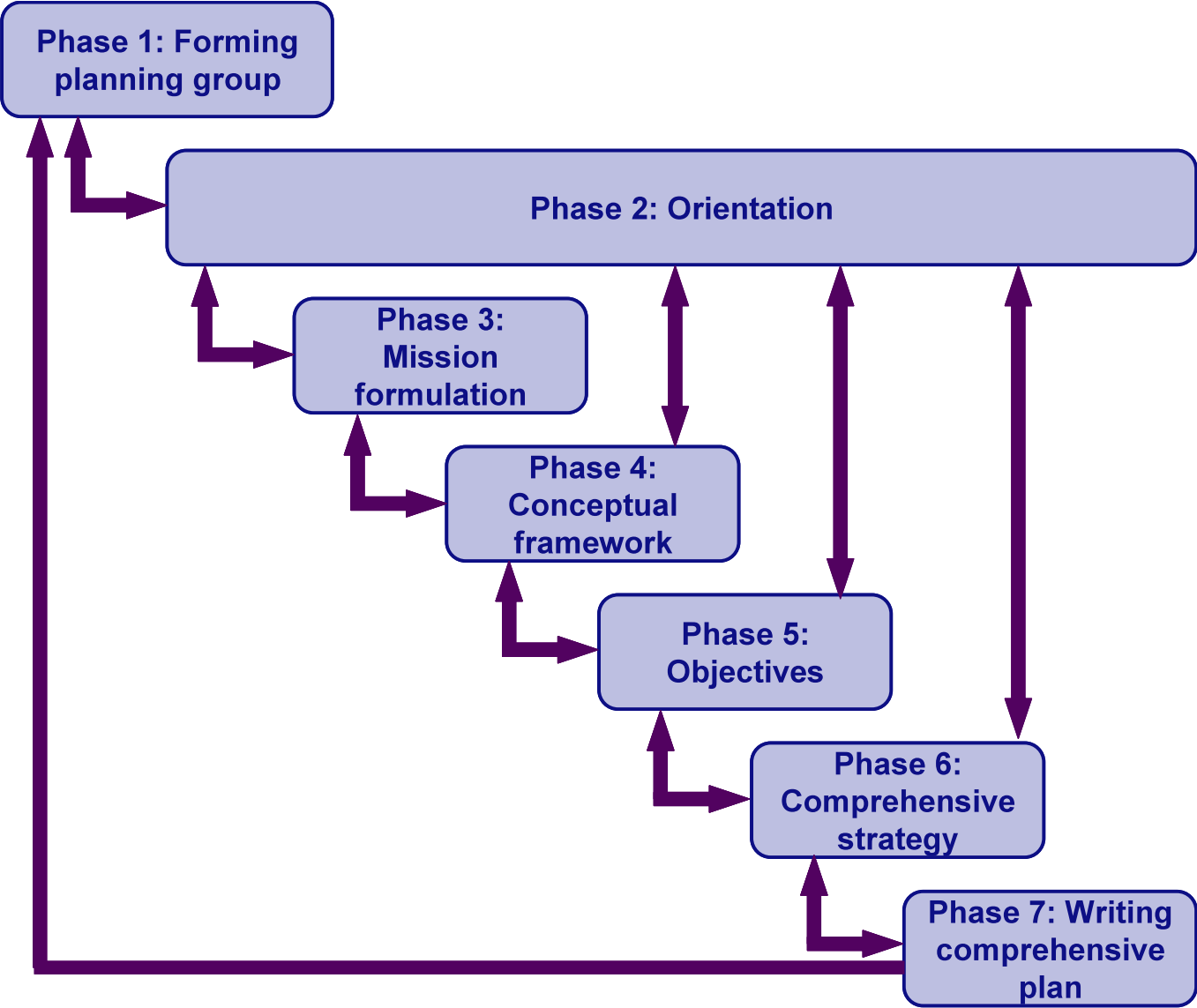
Phase 7: Writing of comprehensive plan

- Finalizing written plan to be given out to subunits
- TFU: updated every 6 months
 - Changing TFU staff setting own objectives
 - Changing situation / environment needed changes in plan

Phase 7: Writing of comprehensive plan

- Finalizing written plan to be given out to subunits
- Written plan goes hand in hand with assessment of situation
 - Did we achieve the *effects to achieve*?
 - Are we still on track?
- TFU: updated every 6 months
 - Changing TFU staff setting objectives for itself
 - Changing situation / environment
 - Assessment methods changed often
 - Qualitative measures
 - Subjective assessment

Generic Comprehensive Planning



Lessons Identified (1)

- Role of civilian and military leaders is crucial
 - Guidance
 - Commitment
- Teambuilding is important for comprehensive planning
 - Understand other actors in multidisciplinary team
- Cooperation in planning leads to acceptance and support for plan
 - Buy-in of the plan
 - Unity of effort

Lessons Identified (2)

- Unity of effort does not necessarily mean unity of objectives
 - Individual objectives remain focus for actors
 - Explicitly address differences in objectives in planning processes
- Respect and learn to use differences between actors
 - Leads to a broader view on the mission environment
 - More thorough assessment of challenges and opportunities in mission environment
 - More possibilities in achieving effects (civil vs. military approach)
 - However, implies need for more communication

Lessons Identified (3)

The Role of Information Management

- Amount of information increases
- Need to share and analyse information increases
- Use of formats?
- Who manages the information flows?
- Is information still accurate?
- Classification of information may hamper cooperation

Conclusion and Way Ahead

- Operational planning process made into generic process description
- Support for future complex endeavours
- Next steps:
 - Mature the process through (international) experiments and exercises
 - Integrate process into civil-military staffs



Questions?





BACKUP



Mission Progress Assessment

Evaluation of Mission:

1. What progress is realized during the mission?
2. How do we value the progress?
3. (How) Should we adapt the OPLAN and/or UCP?

