

AF/A5/7
CAPABILITY DEVELOPMENT
GUIDEBOOK



Volume 2C
Capability Based Assessments (CBA) and CBA-like Studies
21 July 2022

Air Force Futures' Office of Aerospace Studies
AF/A5DY-OAS, Pentagon 5C858

PREFACE

This guidebook explains the activities and processes used by Headquarters AF/A5/7 in support of overarching capability development to realize assessments of capability needs. The focus of Volume 2C is the early assessment and analysis activities that establish a need (or not) for a Materiel Solution to satisfy a capability need. The AF/A5/7 and MAJCOMs/Lead Agents must align efforts in this early analysis to enable deliberate and rapid Capability Development. This Guidebook synchronizes the latest guidance for Capabilities-Based Analysis activities with the other portions of the current AF Operational Requirements processes and the Joint Capability Integration Development System (JCIDS).

There are no restrictions on release or distribution of this guidebook.

NOTE: Although the AF/A5/7 Capability Development Guidebooks are not statutory or regulatory policy in nature, they represent official guidance and standard procedures developed by AF/A5/7D to ensure compliance with and implementation of overarching Requirements and Acquisition policies. Per AF/A5/7 direction and authority under HAF Mission Directive 1-7, to the maximum extent practical all Air Force Sponsors will follow the guidance and procedures described in these guidebooks or coordinate with AF/A5DY Office of Aerospace Studies and/or the AF/A5DR (Requirements Oversight Enabling Team) for case-by-case process tailoring. AF/A5DY -OAS functions as the AF's experts for operational capability requirements analysis and assessment activities.

If you have questions regarding specific information within the Volume 2-series Capability Development Guidebook(s), or if you have suggestions for improvements, please contact:

AFGK: Mr. Richard "Bullet" Tobasco, richard.tobasco.2@us.af.mil, DSN 222- / (703) 692-4197
Guidebook OPR: Mr. Jeffrey Stough, jeffrey.stough.1@us.af.mil, DSN 574 / (757) 764-5018

AF/A5/7DR Portal Page. Additional guidance and information to supplement this Guidebook is located on the Air Force Futures' AF Portal Page:

<https://www.my.af.mil/gcss-af/USAF/ep/globalTab.do?channelPageId=s6925EC1352150FB5E044080020E329A9>

TABLE OF CONTENTS

SECTION 1 - CAPABILITY BASED ASSESSMENT (CBA) PROCESS AND APPROVALS.. 6

1.1. Capabilities Based Assessment (CBA) or Similar Study..... 6

Figure 1.1 CBA Process – Overview..... 7

1.2. CBA/Study Start and Approval of CBA Study Initiation (Phase 1 of 3)..... 7

Figure 1.2. CBA Study Initiation Process 8

1.3. CBA/Study Design and Approval of a CBA Study Plan (Phase 2 of 3). 10

Figure 1.3. CBA Study Plan Approval Process..... 11

1.4. CBA/Study Activities and Approval of Findings in Final Report (Phase 3 of 3)..... 12

Figure 1.4. CBA Report & Findings Approval Process 13

SECTION 2 – FUNDAMENTALS OF CAPABILITY BASED ASSESSMENTS 16

2.1. What is a Capabilities-Based Assessment?..... 16

2.2. How long does a CBA take? 16

2.3. What should a CBA reveal? 16

Figure 2.1. Capabilities-Based Assessment Fundamental Decisions 16

2.4. How is a CBA performed? 17

Figure 2.2. Capabilities-Based Assessment Steps 17

2.5. Early Acquisition Framework and the CBA. 19

2.6. Other Analysis, Studies, and Activities..... 20

SECTION 3 – HOW TO BUILD THE STUDY TEAM..... 21

3.1. Team Leadership. 21

3.2. Team Membership. 21

3.3. Stakeholders. 22

3.4. Special Groups. 22

SECTION 4 – DEVELOPING CBA STUDY INITIATION NOTICE..... 24

4.1. Purpose..... 24

4.2. Format. 24

SECTION 5 – DEVELOPING THE STUDY PLAN	25
5.1. Value of the Study Plan.	25
5.2. CBA Study Plan Contents.	25
5.3. CBA Study Plan- Introduction and Background.	25
5.4. CBA Study Plan- Problem Statement.	26
5.5. CBA Study Plan- Study Purpose.	27
5.6. CBA Study Plan- Study Scope and Schedule.	27
5.7. CBA Study Plan- Study Team and Stakeholders.....	29
5.8. CBA Study Plan-Ground Rules, Constraints, and Assumptions (GRC&As).	30
5.9. CBA Study Plan- Operational Context.	30
5.10. CBA Study Plan- Baseline Capability. Error! Bookmark not defined.	
5.11. CBA Study Plan- Analysis Methodology.	33
Table 5-1: JCIDS Manual Risk Assessment Matrix	37
Table 5-2: Most Common Cost Estimating Methods	43
SECTION 6 – CONDUCTING THE CBA	45
6.1. Study Management.....	45
6.2. Gap Analysis.....	45
Table 6-1: Example of Capability Requirement Statement and Associated Information	47
Table 6-2: Example of Capability Gap Results	49
Table 6-3: Examples of Capability Gap Expressions	50
Table 6-4: Example of Gap Characterization Results	51
Table 6-5: Example of Risk Assessment Results	52
Table 6-6: Example of Gap Prioritization	53
6.3. Solution Analysis.....	53
Table 6-7: Example of Solution Analysis Results	54
Table 6-8: Example of Cost Analysis Results	55
6.5. Solution Viability Assessment.....	55

Table 6-9: Example of Solution Viability Assessment Results 56

6.6. Recommendations. 56

Figure 6-1: Post CBA – AF/JCIDS and SPR Actions 57

SECTION 7 – FINAL REPORT APPROVAL AND NEXT STEPS..... 60

7.1. Final Report Staffing..... 60

7.2. Integration into CDPs and/or RRs. 60

7.3. Preparing for Post-CBA Activities..... 60

APPENDIX A – ACRONYMS AND SUPPORTING INFORMATION 63

APPENDIX B – TEMPLATE FOR CBA STUDY INITIATION NOTICE..... 63

APPENDIX C – TEMPLATE FOR CBA STUDY PLAN 65

APPENDIX D – TEMPLATE FOR CBA FINAL REPORT 68

APPENDIX E – EXPERT ELICITATION 70

Table E-1. Examples of Information Elicited from Experts..... 71

Table E-2. Examples of Expert Selection Criteria

Table E-3. Common Forms of Bias 76

SECTION 1 - CAPABILITY BASED ASSESSMENT (CBA) PROCESS AND APPROVALS

1.1. Capabilities Based Assessment (CBA) or Similar Study. The CBA provides a robust assessment of a mission area, or similar bounded set of activities, to assess the capability and capacity of the force to successfully complete the mission or activities. The analytical work conducted during the CBA supports the traceability and validity of the capabilities needed to perform assigned roles, missions, functions and operations and identifies capability requirements, associated gaps and proposed materiel and/or non-materiel solutions to reduce or those mitigate gaps.

1.1.1. Purpose: The purpose of the CBA is to inform decisions about an appropriate path forward to address the capability requirements and mitigate associated gaps. CBA sponsors are expected to establish effective dialog with all key stakeholders to define the scope of the operational deficiency and traceability to approved concepts.

1.1.2. Study Team: The membership for a CBA Study Team will include representatives from the appropriate AF/A5D (Center 2) Cross-Functional Team (CFT) or Functional Integration Team (FIT). , Study sponsors should also consider including the appropriate mission area, Lead Agent/MAJCOM, Operating/Implementing Command(s), HAF Division(s), AFMC office of SDP&E, representatives from other agencies/services, combatant commands, and others as needed.

- *Sponsors must use Requirements Manager Certification Training (RMCT) certified requirements managers for the CBA/study management and for writing the Final Report. To comply with JCIDS guidance, Study Leads for CBA (or any studies likely to result in development of JCIDS documents) must be at least RMCT Level B certified (refer to AF/A5/7 Capability Development Guidebook Vol 2A, Section 6 and 2021 JCIDS Manual for more information on RMCT). Study Sponsor/Lead should also complete CBA/study training provided by AF/A5DY-OAS, as well as the DAU online continuous learning module, CLR 250 Capabilities-Based Assessment.*
- *Study Team planning, study activity and CBA/study document development (study initiation, study plan, and final report) must include direct assistance from AF/A5DY-OAS and the topic-appropriate AF/A5D Subject Matter Expert (SME). Study leads must be familiar and follow the CBA guidance described in this Guidebook as it represents the approved AF guidance and best practices for conducting the CBA/study. The study team should also review the CBA guidance in the 2021 JCIDS manual.*
- *All studies involving nuclear deterrence capabilities or missions must include direct assistance from the AF Nuclear Red Team (AFNRT). Due to the sensitive nature and limited distribution of AFNRT findings, study leads need to utilize an AFNRT advisor/consultant to inform the study. OPR is the AF Nuclear Weapons Center (AFNWC.NT.Workflow@us.af.mil).*
- *MAJCOM/Agency POCs need to notify AF/A5DR and AF/A5DY-OAS before initiation or participation in any study or analysis activities, regardless of AF or non-AF sponsorship/leadership. Provide AF/A5DR and AF/A5DY-OAS with courtesy copies of any study initiation, guidance, study plan, and final report for any non-AF studies and analyses in which AF MAJCOM/Agency members are participating.*

1.1.3. Studies Repository. The Joint Staff maintains a studies repository to facilitate visibility into, and potential reuse of, studies related to capability requirements and operational capability requirement documents.

- *To comply with JCIDS direction, organizations conducting studies must provide results of any studies or analyses intended to support capability requirement documents to the studies repository. This*

is normally accomplished by AF/A5DR during the CBA product coordination and approval process. Refer to the JCIDS Manual for further detail.

AF process for Capability Based Assessments (CBA)

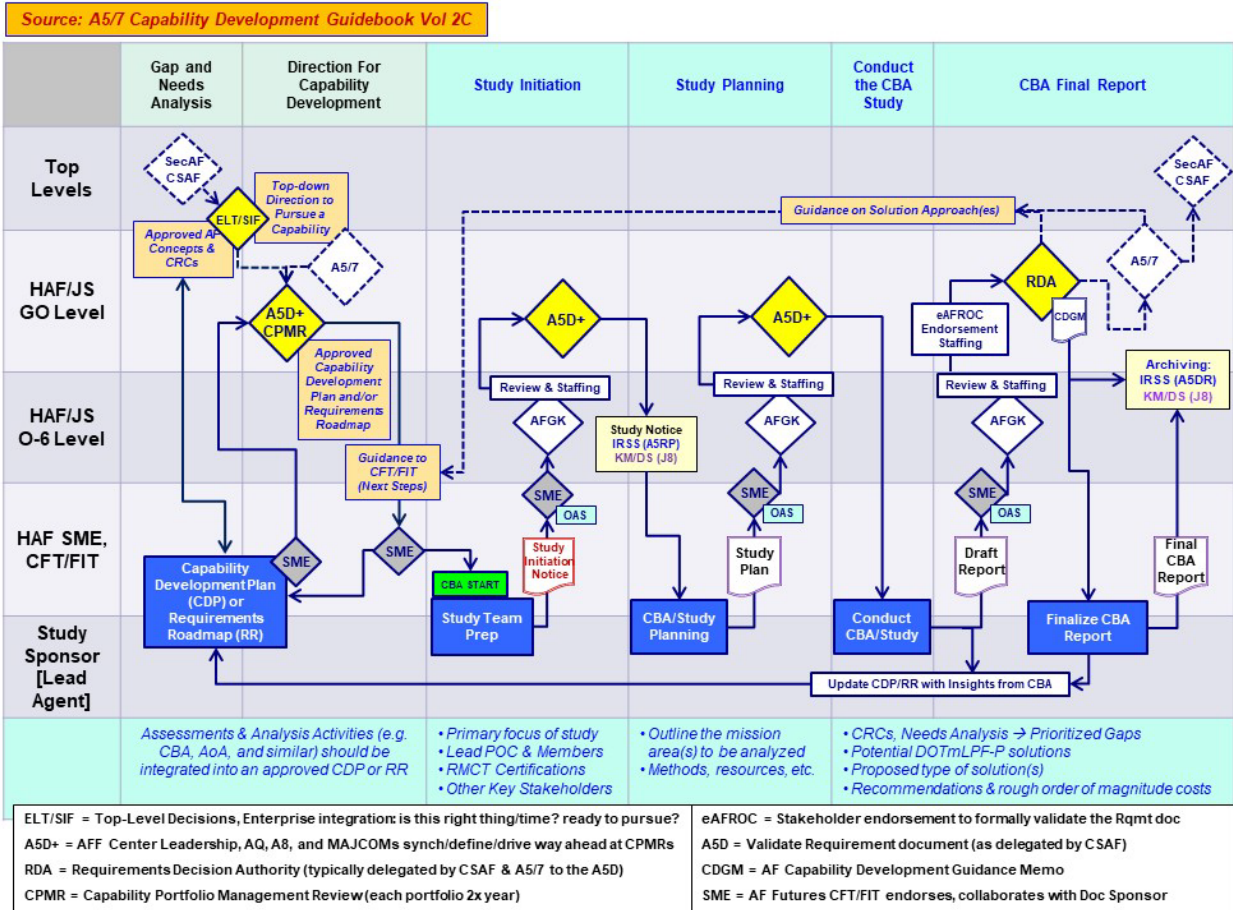


Figure 1.1 CBA Process – Overview

The AF processes that trigger, initiate, plan, conduct, and approve the results of a CBA are shown in Figure 1.1 above. As the plans for developing the AF’s future capabilities show the need for a CBA/similar study, the AF’s process begins in the green “CBA Start” block in Figure 1.1. The CBA/study process consists of three major phases (and associated documentation produced by the Sponsor) that are described and expanded below:

1.2. CBA/Study Start and Approval of CBA Study Initiation (Phase 1 of 3).

1.2.1. Study Initiation Notice. To comply with JCIDS guidance, regarding any study (e.g. CBA or similar) intended for or likely to drive submission of new capability requirements in the JCIDS process, Sponsors (working through the AF/A5/7 SME) must provide a Study Initiation Notice via IRSS for review and approval by the AFGK (or higher), followed by submission to the Joint Staff Gatekeeper. The process for initiating a CBA/similar study is shown in Figure 1.2 below.

- If a CBA (or other study) is in response to top down direction (e.g. Joint Staff, JCB/JROC, OSD, etc.), the designated MAJCOM/Agency Sponsor is still required to develop a Study Initiation Notice and submit it for AF/A5D approval (as described in the following section) prior to proceeding with

development of the CBA Study Plan or formal CBA activity.

1.2.2. Purpose: The main purpose of a Study Initiation Notice is to inform the AF and Joint community, allow important stakeholders to participate, and to ensure the CBA/study informs important capability development decisions.

1.2.3. Format/Content. The Study Initiation Notice is a memo, signed by the Sponsoring MAJCOM/Agency Director of Requirements (or designated representative). The notional length of a Study Initiation Notice is two to three pages, but it may be more or less depending upon the complexity of the issue.

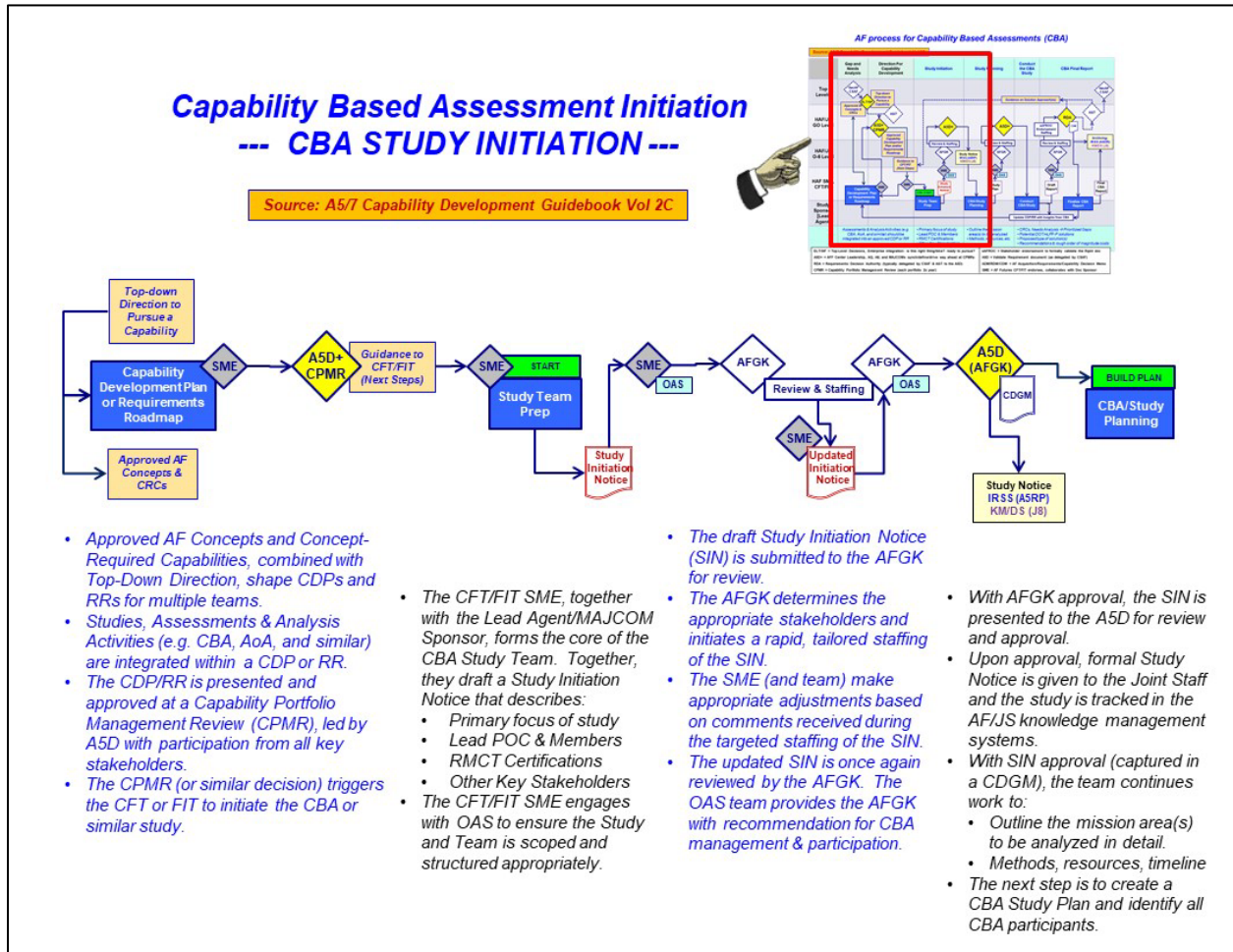


Figure 1.2. CBA Study Initiation Process

1.2.3.1. Sample Format for CBA Study Initiation Notice. To improve the quality of CBAs and other similar capability studies — and to manage the expectations for what the study will and will not answer—the following information should be addressed in the Study Initiation Notice. This format is not obligatory, but all of this information should be provided within the Notice:

1. Summary/Overview

- Per JCIDS, the Study Initiation Notice must contain the following elements:
 - Title of study, executive summary/purpose
 - Participating organizations and intended completion date

- Study Sponsor/Lead POC contact information
- Tier 1-3 JCAs, or lowest JCA tier related to primary focus of study
- AF use only: Linkage to Joint Concepts, AF Concepts, SecAF's Operational Imperatives, Capability Development Plan (CFT), or Requirements Roadmap (FIT).

2. Justification -- Answer the question - Why it is important to conduct this CBA/study now?

- Discuss why this specific mission area or bounded set of activities needs to be assessed at this time. If this CBA/study does not link to documented sources, then provide a discussion of why this effort benefits the Air Force. The AF is short of analytic resources and the intent is to show why this is a high priority activity that needs to be done now.
- Identify key dependencies with other efforts. Does/will other work answer some of the key questions? Does previous analysis scope out some aspects of the problem? Will this effort in turn defer part of the problem to subsequent studies that this effort will feed? Are AF/A5AA (Decision Analytics Team) Mission Engineering Threads informed by or utilized in the study?
- Identify the expected next step(s), i.e. key decisions the CBA/study is intended to support.

3. Scope -- Answer the question - What is the proposed scope of the CBA/study?

- Identify what specific mission area or bounded set of activities will be addressed by the assessment and/or analysis, and why that scope is appropriate.
- Identify the timeframe(s) (near, mid, or far) in which this capability is anticipated to deliver, and if known, the operational scenarios and missions that will be examined.
- Identify the questions to be answered by the assessments and/or analysis, and what major questions will remain after this study is completed. These are very important pieces of the Study Initiation Notice and the questions should link back to the decision(s) identified above (e.g. what uncertainties will the CBA/study answer that will inform those decisions?).

4. Study Execution

- Provide a short synopsis (1-2 paragraphs) of the analytic approach/methodology. Literature search? Statistical analysis of past data? Campaign modeling? Basic physics first principles? SME voting? Major data sources: actual data, DIA projections, data call from industry, etc.? Typically there will be several approaches and data sources.
- Expected schedule (when will it start, when is it expected to be finished), and what resources (money and manpower) will be used to conduct the assessments and/or analysis.
- Identify key precursor products: Joint and AF Concepts, JCAs related to the primary focus of the study, Service CONOPS, baseline architectures, threats and how they affect the schedule/resources needed.
- Which organizations are proposed to be on the core team executing the CBA/study? Who will be the Study Lead and what is their RMCT certification?
- Identify any key challenges to meeting the timeline.
- Identify the anticipated classification level of the assessment/analysis and study report. Identify any classification limitations that may influence the results (ex. limited or no TS, SAP/SAR data will be part of the assessment/analysis, etc.)

1.2.4. Approval of Study Initiation Notice and Issuance of Study Guidance (as required). Sponsors obtain AFGK (or higher) approval prior to proceeding with development of a CBA Study Plan. The approval decision and associated actions/guidance related to the study are documented in writing (e.g. capability guidance decision memo (CDGM), meeting minutes, email, staff summary, decision chart, etc.) and archived in IRSS. Any CBA Study Guidance issued, either before or upon approval of the Study Initiation Notice, will be captured in a CDGM as well.

- *AF/A5DY-OAS (in consultation with AF/A5/7 SME) provides a review/assessment of the Study Initiation Notice and this review must be conducted prior to AFGK review/approval.*

1.2.4.1. Approval Authority. The AFGK is the minimum review/approval authority for Study Initiation Notice. The AFGK will review the Notice and initiate a rapid, targeted staffing with all appropriate stakeholders. Following that staffing, the AFGK may elect to elevate the level of Study Initiation Notice approval (e.g. AF/A5D or AF/A5/7, as appropriate).

- *Approval includes both the AF decision and direction/guidance regarding 1) approval of the proposed study initiation and 2) approval to forward the Study Initiation Notice to Joint Staff (for dissemination via KM/DS), or to other organizations as applicable.*

1.2.4.2. Approval Criteria. In order to substantiate follow-on JCIDS requirements development activities, the Study Initiation Notice needs to address the following issues:

- Study Sponsor/Lead must be certified to at least RMCT Level B (*see Capability Development Guidebook Volume 2A*).
- Problem statement, purpose, scope and schedule are clear and appropriate.
- Timeframe and Operational Context to be used are consistent with strategy.
- Key Stakeholders are identified and represent the correct set of skills & classified access for the study.
- AF/A5DY-OAS POC and AF/A5/7 SME are identified for participation and/or direct support to the Study Team.

1.2.5. Study Termination Notice. If the CBA/study is terminated prior to providing any significant results, the Sponsor (working through the AF/A5/7 SME) must provide a Study Termination Notice (via IRSS) for review by the AFGK, followed by submission to the Joint Staff Gatekeeper. Include the following information in the Study Termination Notice:

- Include the date and title of study from the original Study Initiation Notice.
- Purpose/reason for cancellation, and Sponsor POC contact info.

1.3. CBA/Study Design and Approval of a CBA Study Plan (Phase 2 of 3).

1.3.1. CBA Study Plan. A CBA Study Plan is developed to detail the approach to be followed in conducting the CBA/study. It builds on the approved Study Initiation Notice. Additional guidance for how to develop a Study Plan is available in Section 2 of this Guidebook. The process for review and approval of a CBA Study Plan is shown in Figure 1.3 below.

- *To comply with JCIDS guidance, Sponsors must use RMCT certified requirements managers for development of the CBA Study Plan. Study Leads for CBA or similar studies (any likely to result in*

development of JCIDS documents) must be certified at least RMCT Level B (refer to *Capability Development Guidebook Volume 2A, Section 6*).

- Sponsors and Study Teams must have direct assistance from AF/A5DY-OAS to conduct CBA planning and development of the CBA Study Plan.

1.3.2. Entry Criteria (Prerequisites) for development of the CBA Study Plan. A Study Initiation Notice approved by the AFGK (or higher) is required prior to starting the development of a CBA Study Plan.

- If a CBA (or other study) is in response to top down direction (e.g. Joint Staff, JCB/JROC, OSD, or AF/A5/7 CPMR), the designated Lead Command/Sponsor is still required to develop a Study Initiation Notice and submit it for AFGK (or higher) approval (as described in paragraph 1.2.4 above) prior to proceeding with development of the CBA Study Plan or any formal CBA activity.

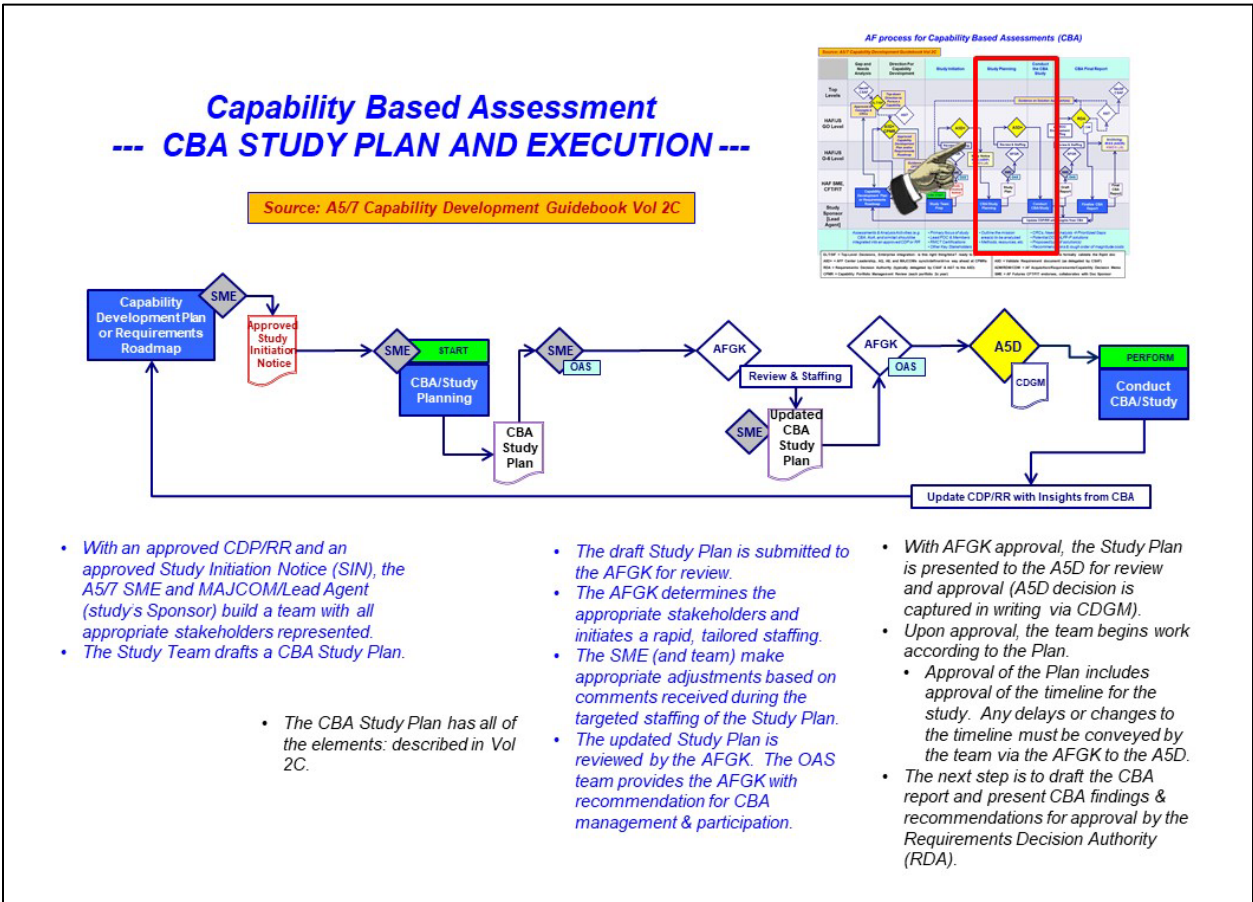


Figure 1.3. CBA Study Plan Approval Process

1.3.3. Approval of CBA Study Plan. The sponsoring MAJCOM/Agency POC submits the draft Study Plan and supporting materials (via IRSS) for AFGK review and AF/A5D approval prior to proceeding with CBA/study activity. The approval decision and associated actions are documented in writing (e.g. CDGM, meeting minutes, email, staff summary, decision chart, etc.) and archived in IRSS.

- AF/A5DY-OAS (in consultation with AF/A5/7 SME) provides a review/assessment of the Study Plan and this review must be conducted prior to AFGK review/approval.

1.3.3.1. Approval Authority. The AF/A5D (Center 2 Lead) is the typical approval authority for the CBA Study Plan following AFGK-targeted staffing/reviews. Based on the contentiousness of the study and/or feedback received during staffing, the AFGK may recommend that the CBA Study Plan approval be delegated down (no lower than the AFGK) or elevated above the AF/A5D (e.g. AF/A5/7, or as appropriate).

1.3.3.2. Approval Criteria. In order to support and legitimize potential follow-on Operational Capability Requirements development activities (JCIDS or not), the CBA Study Plan needs to address the following issues:

- Study Sponsor/Lead must be certified to RMCT Level B or better.
- CBA/study planning was completed and involved direct assistance from AF/A5DY-OAS.
- Format and Content of the CBA Study Plan is consistent with this Guidebook, Section 2.
- Problem statement, purpose, scope and schedule are clear and appropriate and defined.
- Timeframe and Operational Context to be used are clear and appropriate.
- Security classification level and clearance levels necessary for the study.
- Team Members and Stakeholders represent the correct set of skills for the study.
- AF/A5DY-OAS POC and AF/A5/7 SME are identified for direct participation/support to the Study Team.

1.3.4. Completion/Exit Criteria for the CBA Study Plan. A Study Plan approved by the appropriate AF/A5/7 authority (or higher) completes the CBA Study Plan development step. Approval of the Study Plan is documented in writing via a CDGM.

1.4. CBA/Study Activities and Approval of Findings in Final Report (Phase 3 of 3).

1.4.1. CBA Final Report. The CBA/study Final Report captures and presents the methodology and results of the assessments and analysis derived from the Study Guidance and Study Plan. Additional guidance for how to write a CBA Final Report is available in Section 2 of this Guidebook. The process for review and approval of the CBA Final Report and associated findings and recommendations is shown in Figure 1.4 below.

- *To comply with JCIDS guidance, Sponsors must use RMCT certified requirements managers for development of the CBA Final Report. Study Leads for CBA or similar studies (any likely to result in development of JCIDS documents) must be certified at least RMCT Level B (refer to **Capability Development Guidebook Volume 2A, Section 6**).*
- *Sponsors and Study Teams must have direct assistance from AF/A5DY-OAS to conduct the CBA and write the CBA Final Report.*

1.4.2. Entry Criteria (Prerequisites) for conducting the CBA/study. An AF/A5/7-approved Study Plan is required prior to proceeding with the execution of any AF-led CBA or similar study.

- *The CBA/study must be conducted in accordance with the approved Study Initiation Notice, and Study Plan including any additional guidance from the AFGK, AF/A5D (or higher).*

1.4.3. Review of the Final Report. After the Sponsor/Study Team develops the CBA/study Final Report the sponsoring MAJCOM/Agency POC submits the document and any supporting materials (via IRSS) for AFGK review followed by AFGK-targeted staffing review. Based on the feedback from the staffing, the

- CBA/study activity and Final Report involved direct assistance from AF/A5DY-OAS.
- Identification and prioritization of gaps and the degree of gap closure needed (all, or only partial) and recommendations regarding which gaps may not need to be addressed at this time (i.e. which gap areas are already at an acceptable levels of risk).
- Rough estimation of the degree to which each gap could potentially be mitigated by recommendations concerning the changes to Tactics, Techniques and Procedures (TTPs).
- Rough estimation of the degree to which each gap could potentially be mitigated with changes in DOTmLPF-P (non-materiel or non-developmental materiel solutions) rather than pursuing a new “Big M” developmental materiel solution. This should include recommendations concerning any Joint DCRs or AF-only DCRs that should be developed.
- Recommendations about whether buying additional quantities of a previously fielded system would mitigate the gap. This should include recommendations concerning any Joint DCRs or AF-only DCRs that should be developed.
- Recommendations about whether S&T investments would be needed prior to initiation of any acquisition activities and concepts must be technically feasible within likely programmatic limits.
- Recommendations as to which gaps could be mitigated by making changes to ongoing acquisition efforts, and which ones may require a new materiel solution and should be included in an ICD, Middle Tier of Acquisition (MTA) requirements document, or Rapid SW development effort.
- Identification of the key values and the trade space analysis that define the key values.
- Identification of the rough order of magnitude (ROM) cost estimates for each of the identified potential solutions (non-materiel or materiel).
- Identification of potential system dependencies on enabling capabilities, data and efforts (e.g. Intelligence Community data, infrastructure, sustainment, etc.).
- Identification and scope of additional information/analysis needed prior to initiation of any acquisition activities; to include ICD development or MDD request.

1.4.4. Completion/Exit Criteria for the CBA/study Final Report. A copy of the CBA/study Final Report (or study termination notice) reviewed by the AFGK and approved by the AF/A5D (or higher) and a Capability Development Guidance Memo (CDGM) that specifies in writing the decision and/or recommendations for a way ahead/COA selection are disseminated to the appropriate stakeholders and archived in IRSS.

- The Sponsor POC submits the final version of the report (including any required edits) via IRSS and AF/A5DR submits a copy to the Joint Staff for archiving in the KM/DS Studies Repository.

1.4.4.1. CBA/study outcomes and course(s) of action. The review of the CBA Final Report informs senior leader decisions in various AF processes (SPPBE, JCIDS, Acquisition, etc.) as to the course of action being pursued to address the results based on operational risk, affordability and numerous other factors. Potential outcomes may include (but are not limited to) any of the following:

- Accept the operational risk, maintain status quo – no further JCIDS action
- Conduct further analysis, market research, S&T investments, etc. (including direction to contact/work with appropriate office or organizations to support these efforts.)
- Support advocacy for establishing a resourcing/funding strategy if one does not already exist (may include direction to contact/work with appropriate office or organization to support

planning/programming actions and assignment to an appropriate resource allocation panel, Lead Command, program office, program element, etc.)

- Endorsement of “non-materiel” solution approach, e.g. TTP change, organizational change, or changes to DOTmLPP-P via a formal Joint, etc., and funding/resourcing strategies, etc. (including direction to contact/work with appropriate office or organizations, proceed to SPR (submitted to AFGK for approval prior to convening the document writing team), etc.)
- Endorsement of materiel/acquisition solution approach, including approval to proceed with development of strategies for acquisition and requirements, and to identify appropriate documentation and funding/resourcing strategies, etc. (including direction to contact/work with appropriate office or organizations, proceed to SPR request (submitted to AFGK for approval prior to convening the document writing team), etc.)

SECTION 2 – FUNDAMENTALS OF CAPABILITY BASED ASSESSMENTS

2.1. What is a Capabilities-Based Assessment? The Capabilities-Based Assessment (CBA) or similar study is the *analytic basis* for operational capabilities requirements development. The CBA is an integral part of the capabilities planning process and formally documents the capability gaps and provides recommendations for non-materiel and Materiel approaches to address the gaps. It provides broad advice on forms and functions of potential solutions and helps in identifying the solution spaces that can be further investigated during the Materiel Solution Analysis phase of the Defense Acquisition System.

- *The AF’s center of excellence for CBAs and similar studies is the Office of Aerospace Studies (AF/A5DY) and all AF organizations considering or committing to a CBA/CBA-like activity should coordinate with AF/A5DY for support and guidance.*
- *Throughout this section, the words “materiel” and “Materiel” will be used. The lower case “m” in materiel signifies a solution that is limited to modifications of existing systems and/or procurement of more existing systems. Although called “materiel”, these solutions are classified as non-materiel solutions. The upper case “M” in Materiel signifies a solution that is procured through a new acquisition program.*

2.2. How long does a CBA take? The CBA is not intended to be a rigorous study at the engineering level. The CBA should be tightly focused and take no more than 90 days for most studies, while more complex CBAs dealing with significant uncertainties should take no more than 180 days. The actual time needed for execution is dependent upon the complexity of the problem, the amount of preparatory work completed, and the questions the decision-makers need answered. The schedule should be appropriate for the level of work that must be accomplished.

2.3. What should a CBA reveal? The emphasis of the CBA is on problem identification and the assessment of risk. It informs the fundamental decisions of whether there is an unmet capability need and whether the DoD should take action to solve the problem, or accept the risk of not addressing it (in part or whole). The potential JCIDS related solution pathways are depicted in yellow in Figure 2.1 below. In addition to the JCIDS pathways there are non-JCIDS pathways for consideration: 1) Section 804 MTA (Rapid Prototyping or Fielding) and 2) Section 800, Software Acquisition Pathway (Rapid Software).

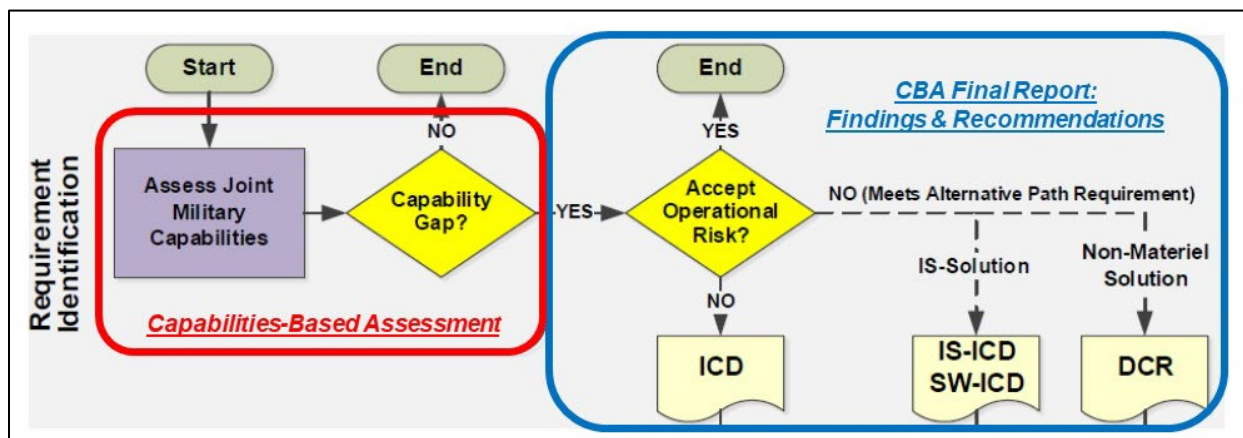


Figure 2.1. Capabilities-Based Assessment Fundamental Decisions

In the simplest terms, the main objectives of the CBA are to:

- Identify required capabilities and their associated operational characteristics and attributes,
- Identify capability gaps and associated risks,
- Prioritize the capability gaps,
- Conduct an initial assessment of the viability of the potential solutions,
- Provide recommendations on the types of non-materiel, and if required, Materiel solutions to be pursued.

2.4. How is a CBA performed? Figure 2.2 depicts a nine-step process for planning and conducting a CBA. Steps 1 and 2 are completed during the planning phase, while Steps 3 – 9 are completed when the study team conducts the CBA. Planning and conducting a CBA is an iterative process. As new information is learned during the CBA, it may be necessary for the study team to repeat previous steps. During the course of the study, several steps may be worked concurrently and may not be completed in order.

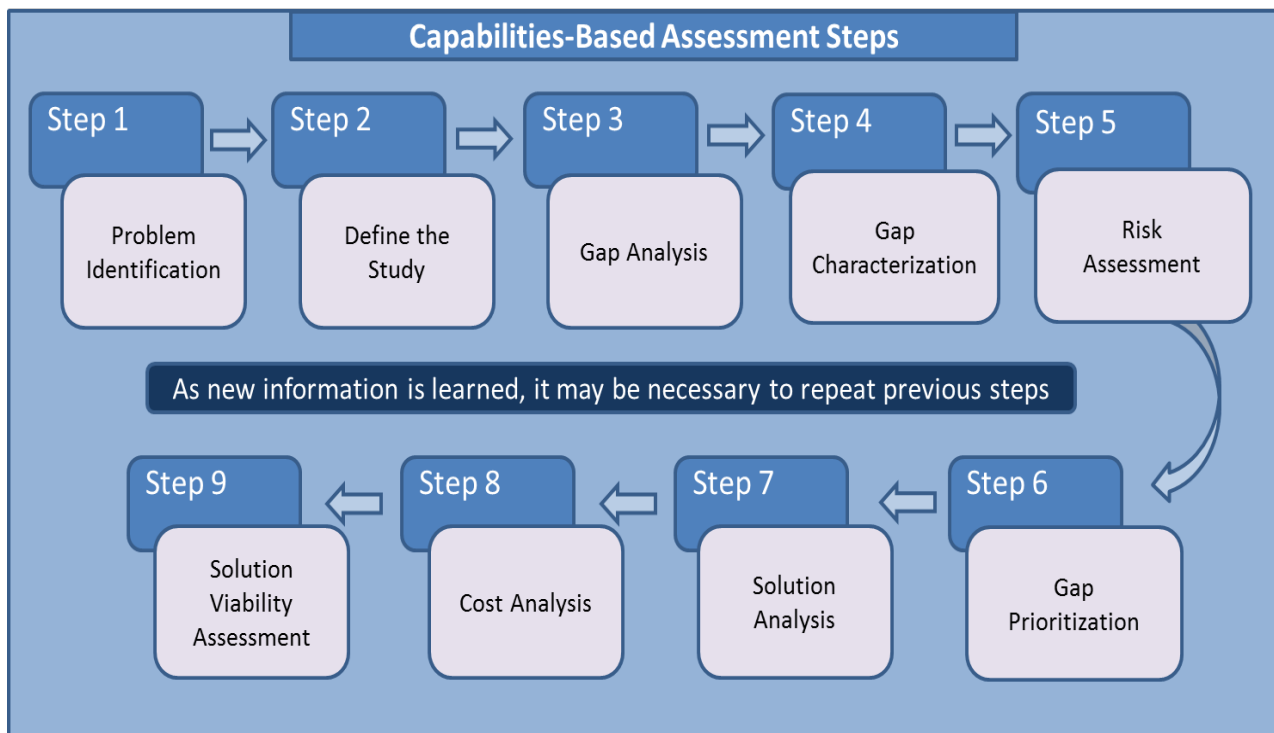


Figure 2.2. Capabilities-Based Assessment Steps

The steps and their associated major tasks are briefly described below:

- Step 1: Problem Identification
 - Develop the overarching problem statement
 - If necessary, develop sub-problem statements associated with the overarching problem
- Step 2: Define the Study
 - Define the study purpose, scope, and schedule
 - Define the timeframe of interest and operational context

- Define the initial set of ground rules, constraints, and assumptions
- Describe the baseline capability
- Step 3: Gap Analysis
 - Develop capability requirement statements
 - Define the tasks, conditions, and standards associated with each capability requirement statement
 - Analyze the baseline capabilities to identify capability gaps
 - Develop capability gap statements
- Step 4: Gap Characterization
 - Describe the reason(s) for the capability gaps
- Step 5: Risk Assessment
 - Identify the impact of the gap on risk to mission, force, and other considerations
- Step 6: Gap Prioritization
 - Develop the initial prioritization of the capability gaps
- Step 7: Solution Analysis
 - Identify potential non-materiel and Materiel solutions, including critical support considerations (e.g., sustainability, interoperability, dependencies)
- Step 8: Cost Analysis
 - Develop the rough order of magnitude cost estimates for the potential solutions
- Step 9: Solution Viability Assessment
 - Assess the viability (i.e., strategic responsiveness, feasibility, affordability, requirements satisfaction) of the potential solutions
 - Develop recommendations

2.4.1. Each CBA Is Uniquely Planned and Executed. It is important to note that the nine-step process described in this section was developed to support planning and conducting a CBA when information is sparse or little is known about the potential capability gaps. In some situations, information may already exist at the start of the study that would require the study team to tailor one or more of the steps. For example, a study team may be assessing capability requirements that were previously identified in other studies or assessments (e.g., Joint Capability Technology Demonstration, experiment, exercise, etc.). Developing new capability requirements (part of Step 3 in the nine-step process) may not be needed in this case. In other situations, a study team may be analyzing existing capability gaps to better understand the extent of the gaps and priority for closing or mitigating them. In these cases, the study team should focus the analysis on the existing gaps.

2.4.1.1. Existing Analysis. The study team should consider the information that already exists and the purpose and scope of the study when determining what steps and associated actions described in this handbook are necessary or require adjustments to meet the objectives of the study. If potentially useful work exists, the study team should critically evaluate it to ensure it is applicable to the problem being

addressed in the CBA. When previous work does shape the scope of the CBA, the study team should garner stakeholder agreement to include it in the study. Upon stakeholder agreement, the study team should provide rationale for including it and reference the source documents in the CBA study plan and final report.

2.4.2. Follow-on Activities. In planning and conducting a CBA, the sponsor, stakeholders, and study team must consider the follow-on courses of action to address recommendations in the CBA final report. These actions may include development of a Joint Capability Integration and Development System (JCIDS) or non-JCIDS requirement document (i.e., Joint DOTmLPP-P Change Request (DCR), Initial Capabilities Document (ICD), Capability Development Document (CDD), Capability Production Document (CPD), Rapid Fielding Requirements Document (RFRD), Rapid Prototyping Requirements Document (RPRD, Capability Needs Statement (CNS), etc.). Before proceeding with any of the CBA’s actions or recommendations, the staffing and approval processes (described in Section 1 above) will prepare the designated Requirements Decision Authority (RDA) to approve the requirements strategy for addressing the identified capability gap(s). Any decision to proceed with the recommended courses of action must be synchronized between the requirements development and acquisition approval processes. The CBA informs the Capability Development Plan (CDP)/Requirements Roadmap (RR), and the sponsor must assess whether sufficient analysis has been completed to support the requirements strategy. The focus of this assessment will be on the analysis completed in the CBA(s) and other related studies and reports. By considering these potential post-CBA actions and the need for sufficient analysis to justify any recommendations, the sponsor can ensure the CBA is appropriately designed to produce information that can help substantiate a requirements strategy.

2.5. Early Acquisition Framework and the CBA. As the analytic basis for most operational capabilities requirements, the CBA is conducted very early in the classic acquisition timeline (circled in red in Figure 2.3). The CBA informs the Initial Capabilities Document (ICD) that drives the Materiel Development Decision (MDD) to start acquisition activities. The CBA must be robust and thorough enough to adequately inform pivotal decisions to initiate and design Requirements and Acquisition strategies alike.

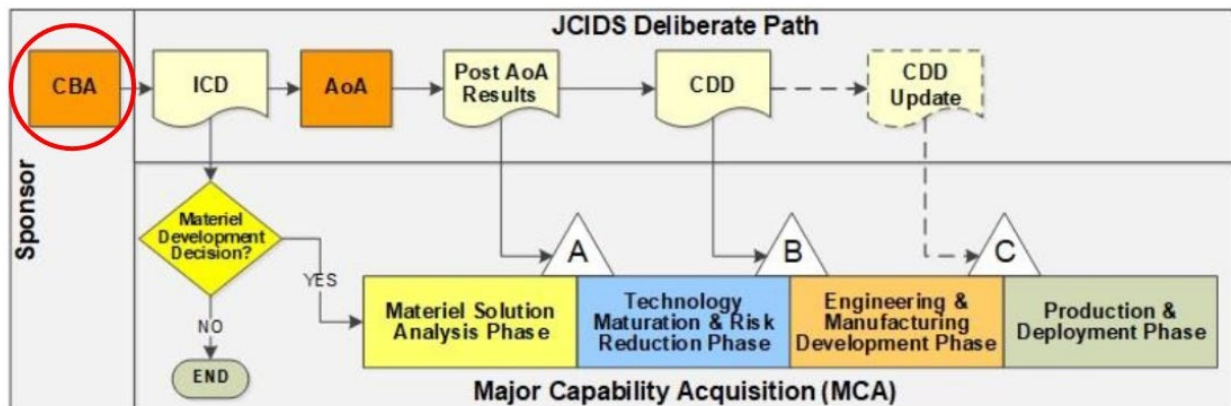


Figure 2.1: CBA Shapes Early Requirements & Acquisition Framework

2.5.1. The CBA final report must have specific recommendations for future courses of action that are justified by the results and findings from the CBA work and scope. The CBA must enable senior leader decision to proceed (or not) towards operational requirements document development:

- Is there evidence that these gaps are critical enough to move forward with now?

- Is there evidence that viable solutions likely exist?
- Is this a set of gaps that logically belong in a single ICD?

2.6. Other Analysis, Studies, and Activities. In addition to the CBA, the JCIDS Manual describes several other approaches for identifying capability requirements (see JCIDS Manual for more information):

- Operational Planning. Development of Operation Plans (OPLANS) and Concept Plans (CONPLANS) is one means to identify capability requirements related to combatant command roles and missions.
- Warfighting/Exercise Lessons Learned. Warfighting and exercise lessons learned may serve as a basis to establish capability requirements, if the documentation indicates sufficient military utility of certain capability.
- Joint Capability Technology Demonstration (JCTD). JCTD or other prototype assessments (e.g., the military utility assessment (MUA) completed at the end of a JCTD) which indicate sufficient military utility may serve as a basis to establish capability requirements.
- Joint Urgent Operational Need (JUON)/Joint Emergent Operational Need (JEON) solutions. Capability solutions for JUONs and JEONs that have positive operational utility documented by the sponsor may serve as a basis for transitioning capability requirements for sustainment and/or further development.
- Experiments. Reports or other documents of Joint or Air Force experiments that indicate sufficient military utility of a capability may serve as a basis to establish capability requirements.
- Defense Business System (DBS). Business case documents of a DBS developed through the Business Capability Lifecycle (BCL) process may serve as sources of capability requirements and solutions.
- Other studies. Other forms of studies, analyses, or assessments that cover some aspects of what is typically covered in a CBA may be used as sources of capability requirements. These studies may need to be augmented or further refined through additional efforts to generate JCIDS documents.

SECTION 3 – HOW TO BUILD THE STUDY TEAM

This chapter describes how the study team is formed and provides information that will help facilitate the planning and execution of the CBA.

3.1. Team Leadership. The study team, formed and led by the study director, plans and conducts the CBA. The study director must be a government employee (military or civilian) and is appointed by the sponsor. The study director is responsible for all aspects of planning and executing the study. OAS recommends that the study director organize the team as quickly as possible and define the responsibilities of the team members early in the CBA planning phase. The study director is responsible for providing funding and other resources necessary to successfully plan and conduct the CBA. Other important responsibilities include the following:

- Facilitate coordination with external organizations and agencies,
- Assist in acquiring security clearance guidance and special access clearances, and if required, develop a security plan for the study,
- Consolidate inputs and maintain configuration control of CBA documents (e.g., study plan, final report, briefing),
- Coordinate approval of required documentation,
- Brief special groups and stakeholders (see sections 3.3 and 3.4).

3.1.1. Team Organization. The study director should organize the study team in a way that facilitates achieving the objectives of the CBA. The structure of the study team depends upon the scope of the CBA and the level of effort required. Not all study teams are identical, but are instead targeted in size and skill sets to meet the objectives of the CBA. It is important to note that the size and focus of the team may change during the course of the study. OAS can assist the study director in organizing the team, training the team, and facilitating CBA planning and execution.

3.2. Team Membership. Team membership may include operators, logisticians, intelligence analysts, cost estimators, and other specialists. Ideally, membership of the study team includes representatives from the stakeholder community such as the appropriate CFT/FIT, major commands, lead commands, operating commands, implementing commands, HAF divisions, other agencies/Services, and combatant commands. Participants in previous applicable studies and others with special skills or expertise such as Human Systems Integration (HSI) specialists should be considered for team membership as well. While team membership is targeted to the study problem, it should almost always include members from outside the sponsoring MAJCOM to ensure a thorough understanding of the problem.

3.2.1. Team Interaction. The study team should strive to plan and execute an unbiased and complete study within the time and resource constraints provided. The study team should present a clear and complete picture of the problem and let the results drive the conclusions and recommendations. All critical assumptions should be investigated to ensure they are valid and appropriate for the study. Some recommended best practices include the following:

- Maintain an interactive relationship with the decision maker and key stakeholders to ensure the analysis is addressing their issues. The decision maker is the final arbitrator on acceptability of scope and assumptions.
- Make appropriate use of previous analysis, wherever feasible. This will help control the scope of the study and prevents “reinventing the wheel.” Although titles or subject matter of previous

analyses may be similar, the results may not be relevant to the CBA (e.g., key assumptions, context, and scenarios may be different).

- Develop a mechanism to capture each new ground rule, constraint, and assumption. Ensure the entire team is aware of new or revised ground rules, constraints, and assumptions to maintain consistency.
- Document any discussion within the team concerning how the analysis will be or is being conducted.

3.3. Stakeholders. A stakeholder is defined as any agency, Service, or organization with a vested interest (a stake) in the outcome of the pre-acquisition analyses. A stakeholder may contribute directly or indirectly to the pre-acquisition activities and is usually affected by decisions made as a result of these activities. Asking the following questions can help identify members of the stakeholder community:

- Who are the end-users (e.g., COCOMs, warfighters, etc.) of the capability?
- What enablers (e.g., intelligence, human systems integration, logistics, and communications) have interdependencies within the solution space being analyzed in the CBA?
- How do the other Services, DoD agencies, and government agencies fit into the mission area being explored in the CBA?

The study team should include appropriate members of the stakeholder community (e.g., CFT, FIT, sponsoring command/organization, other Air Force commands and agencies, combatant commands, Army, Navy and Marines, DoD, Joint Staff, and civilian government agencies). The study team should determine which key stakeholders should have membership in any of the special groups that may be formed for the CBA (the special groups are discussed in the next section). OAS can assist the study team in identifying the stakeholder community. The stakeholder community should be involved as early as possible, preferably before development of the study plan.

3.3.1. Stakeholder Involvement. There are many benefits of having stakeholders involved in the CBA. Stakeholder involvement can help facilitate buy-in and understanding of the problem, capability gaps, risks, and potential solutions. The stakeholder community can assist the study team in identifying potential solutions available from other Services or agencies (within or outside DoD). Additionally, allied and partner nations may offer possible solutions. Having the stakeholders involved from the beginning provides continuity of thought and helps ensure that any follow-on requirement documents maintain a consistent interpretation of the operational issues. Depending on the results of the study, some stakeholders may no longer have a stake in the effort and will end their participation, whereas others may be added.

- *All studies involving nuclear deterrence capabilities or missions must include direct assistance from the AF Nuclear Red Team (AFNRT). Due to the sensitive nature and limited distribution of AFNRT findings, study leads need to utilize an AFNRT advisor/consultant to inform the study. OPR is the AF Nuclear Weapons Center (AFNWC.NT.Workflow@us.af.mil).*

3.4. Special Groups. Special groups may be formed to keep the stakeholder community informed and to receive feedback and direction on planning, execution, analysis, and reporting decisions and products. The type and level of authority of the special groups will depend on the nature of the study (e.g., joint effort, level of interest in the problem, and stakeholders involved). At a minimum OAS recommends the use of at least one CFT or FIT to provide CBA oversight, ensure stakeholder issues are addressed, and assist with achieving the objectives of the study. Specific activities may include:

- Providing guidance as appropriate during the planning and execution of the study,
- Reviewing and validating the description of the baseline capability, required tasks, conditions, and standards, prioritized list of capability gaps, and CBA study plan and final report,

- Receiving periodic updates regarding the progress of the study,
- Approving major changes in study scope, assumptions, ground rules, and constraints,
- Providing recommendations for additional analysis,
- Providing access to resources (e.g., data, people, and previous studies).
- *AF/A5DR will solicit CFT or FIT endorsement prior to targeted staffing and AF approval of CBA products 1) CBA Study Initiation Notice 2) CBA Study Plan 3) CBA Final report.*

SECTION 4 – DEVELOPING CBA STUDY INITIATION NOTICE

This section describes how to develop a CBA Study Initiation Notice. To comply with JCIDS guidance, regarding any study (e.g. CBA or similar) intended for or likely to drive submission of new capability requirements in the JCIDS process, Sponsors (working through the AF/A5/7 SME) must submit a Study Initiation Notice for review and approval by the AF/A5D (as described in Section 1 above).

- *AF/A5DR will solicit CFT or FIT endorsement prior to targeted staffing and AF approval of CBA products 1) CBA Study Initiation Notice 2) CBA Study Plan 3) CBA Final report.*

4.1. Purpose. The main purpose of the Study Initiation Notice is to inform the AF and Joint community, allow stakeholders to participate, and to ensure the CBA informs important capability development decisions. The CBA Study Initiation Notice helps manages the expectations for what the study will and will not answer. The Study Initiation Notice may be in response to a Top-down direction in the form of Study Guidance, or the study initiation may simply be driven by the Sponsor organization. To the extent that there is Study Guidance from a higher authority than the CBA/study sponsor, that guidance will be included within the Study Initiation Notice.

4.2. Format. The Study Initiation Notice is a memo, signed by the Sponsoring MAJCOM/Agency Director of Requirements (or designated representative). The notional length of a Study Initiation Notice is two to three pages, but it may be more or less depending upon the complexity of the issue. Appendix B of this Guidebook contains the required format for and content of the Study Initiation Notice.

SECTION 5 – DEVELOPING THE STUDY PLAN

This section describes how to develop a CBA Study Plan and provides a notional example to help facilitate understanding of the material described in this chapter. Appendix C contains a template that describes the basic content of a CBA Study Plan. OAS recommends that the study team use the template as a starting point in developing their unique study plan.

5.1. Value of the Study Plan. There are several additional benefits that can result from the development of a concise and comprehensive CBA study plan. Foremost, the study plan serves as a roadmap to conduct the CBA and, as such, serves as the guide for scheduling, resource allocation, and team member responsibilities. A well-documented study plan allows the study team to focus its efforts and can serve as a tool to bring new or replacement team members up to speed as quickly as possible.

5.1.1. The study plan also serves as a historical record of the CBA. By garnering decision maker approval of the CBA study plan, it becomes the official document that describes the study. An uncoordinated study plan makes it challenging for the study team to achieve stakeholder buy-in to the study approach and can disrupt the execution of the CBA. A study plan that clearly documents the key stakeholder issues to be addressed in the study will likely increase stakeholder satisfaction at the completion of the study.

5.1.2. Finally, when the CBA team uses the study plan to document ongoing changes to the study, the study plan can serve as the foundation for creating the CBA final report. By leveraging the work already accomplished in the CBA study plan, the study team can reduce the time and effort required to develop a CBA final report. This will generally lead to a stronger and more useful final report. This is critical, as decisions regarding subsequent ICD and AoA activities will be made based upon the credibility and utility of the final report

5.2. CBA Study Plan Contents. Since all CBAs are not the same, it is also true that all study plans are not the same. This means the study team has the latitude to develop a study plan that meets its needs and helps facilitate execution of the CBA. Although some latitude exists, there is some basic content that is expected in all CBA study plans. One of the several factors that are considered by the study plan approval authority (i.e., AF/A5D, or higher) is whether the study plan meets the basic content requirements. The remainder of this section describes the basic content requirements of the CBA study plan and how it is developed.

5.3. CBA Study Plan-Introduction and Background. The introduction and background should contain relevant information associated with the area of interest that will be assessed in the study. Examples of relevant information include key activities, concepts, events, decisions, processes, factors, systems, issues, and organizations. This section of the plan should describe how the study was initiated, who initiated the study, and why the study is being conducted now. Significant findings and results from related studies germane to the CBA should be discussed as well. If study guidance was published by the sponsor, special group, or other organization, the study team should discuss the main points and significance to the study, including any major schedule drivers for the CBA such as the timing of the Program Objective Memorandum (POM) submission. Discrete and/or detailed Study guidance may not be issued prior to approval of the Study Initiation Notice, but the CDGM approving the SIN typically contains study guidance for the CBA team to follow as they build the CBA Study Plan.

5.4. CBA Study Plan-Problem Statement. Identifying the problem is Step 1 of the CBA process (Problem Identification). The study team must identify the top-level or overarching problem and explain why it is important. This may sound like a simple task, but it will require significant effort and an in-depth knowledge of the area of interest in the study. The study team must describe the problem clearly and concisely in a problem statement. This is critical since the problem statement provides the basis for defining the tasks and performance measures that will be used in the study. Failing to state the problem correctly in the beginning of the study may result in expending unnecessary time and resources addressing the wrong problem. Once the study team reaches agreement with the focus and wording of the problem statement, it should garner stakeholder review and approval.

- *The problem should be stated in operational mission terms, not system terms. For example, the problem is “limitations exist in our capability to achieve air superiority in a communications-jammed environment,” not “we must replace the XYZ aircraft.”*

5.4.1. Finding the Whole Problem. There are various sources of information that the study team can use to define the overarching problem statement. Previous reports, studies, analyses, field observations, operational need statements, integrated priority lists (IPLs), Capability Development Plans (CDPs), and AF Operating Concepts are just some examples of information sources that can be used. The Requirements Roadmaps are another good source of information since they identify system-focused capability gaps and provide insights into the tasks, conditions, and standards that may impact the CBA. Additionally, the study team should consult the Contract Studies Registry Program for related or similar studies and the Joint Lessons Learned Information System database for any applicable information (see the section 5.11 for a list of information sources).

5.4.2. Consult the Experts. The study team should also work with subject matter experts (SMEs) knowledgeable of and experienced in the area of interest in the study to help develop the problem statement (see Appendix E for information about selecting experts). OAS recommends that the study team consult the stakeholder community and appropriate CFT(s)/FIT(s) to gain insights into their views of the problem.

5.4.3. Define Sub-Problems. Given the high-level nature of the overarching problem, it is often necessary to define sub-problems associated with the overarching problem to facilitate the analysis. Defining the associated sub-problems, if appropriate, will enable the study team to gain a better understanding of the problem and identify the capability requirements and gaps. The study team describes the sub-problems in statements similar to the overarching problem statement. To help develop the sub-problem statements, the study team should use subject matter experts knowledgeable of the area of interest in the study.

Air Force Nuclear Enterprise Example

The following provides some background information related to the notional example:

- In June 2020, the Air Force published a report which revealed systemic weaknesses within the Air Force Nuclear Enterprise.
- The report identified major weaknesses in nuclear enterprise sustainment activities in the area of technical information management and the associated engineering and technical order processes.
- To address the issues identified in the report, the Air Force Nuclear Enterprise developed a CBA study plan and conducted the CBA to assess technical information management within the Air Force nuclear enterprise.

- The purpose of the CBA was to identify and prioritize capability gaps in existing capabilities and identify solutions to close or mitigate the capability gaps.

Air Force Nuclear Enterprise Example: Problem Statement

Using numerous reports about the nuclear enterprise and information from subject matter experts, the nuclear enterprise study team identified an overarching problem and a number of associated sub-problems. The following shows the overarching problem statement and two examples of associated sub-problem statements:

- Overarching Problem Statement: The Air Force nuclear enterprise does not consistently generate, manage, or protect technical information in an accurate, reliable, secure, and timely manner to ensure nuclear system safety, security, and reliability.
 - Sub-Problem Statement 1. Cannot consistently respond to technical information requests to enable field and depot missions.
 - Sub-Problem Statement 2. Cannot effectively protect against unauthorized modification or destruction of technical information.

5.5. CBA Study Plan- Study Purpose. The study purpose describes what the study team will accomplish. Describing the study purpose is an important task in Step 2 of the CBA process (Define the Study). The general purpose of a CBA is to identify capability gaps, assess the severity of the gaps (risk), and provide recommendations for potential Materiel and non-materiel solutions to close or mitigate the gaps. The study team should describe how the results of the study will be documented in a CBA final report and what decisions will be informed by the final report. The CBA final report informs decisions to develop one or more Initial Capability Documents (ICDs), Air Force Form 1067 Modification Proposals, DOTmLPF-P Change Requests (DCRs), Section 804 (RPRD, RFRD), Section 800 (Software), or other follow on activities.

- *The general purpose of a CBA is to identify capability gaps and provide recommendations for potential solution approaches to close or mitigate the gaps. The purpose of the study should not be to justify a preferred solution.*

Air Force Nuclear Enterprise Example: Study Purpose

The nuclear enterprise study team described the purpose of the study as follows:

The nuclear enterprise continues to be a top priority for the Air Force. To help achieve this important objective, a Capabilities-Based Assessment (CBA) is needed to assess technical information management within the Air Force nuclear enterprise. The purpose of the CBA is to identify and prioritize capability gaps in existing capabilities and identify potential solutions to close or mitigate the capability gaps. The results of the assessment will be documented in a CBA final report that will provide information to help inform decision-makers regarding the development of one or more Initial Capability Documents (ICDs), AF Form 1067 Modification Proposals, or DOTmLPF-P Change Requests, Section 804 (RPRD, RFRD), Section 800 (Software), or other follow on activities.

5.6. CBA Study Plan- Study Scope and Schedule. Describing the study scope is another important task in Step 2 of the CBA process (Define the Study). The study scope defines the focus of the study. In other words, the study scope defines what is and is not in the study. Scope is primarily driven by three things:

- Information decision-makers need (may be expressed in study guidance or other directives),
- Previous analyses,
- Ground rules, constraints (e.g., resources, time), and assumptions.

5.6.1. The scope should identify and explain any limitations to the depth and breadth of analysis and impacts on the study (e.g., what study questions will not be answered, what will not be evaluated, what analyses will not be conducted). A clearly and carefully written scope increases the likelihood that the study team will meet the objectives of the study and complete it on time and within budget. This is more difficult than it seems and typically requires frequent and detailed discussions with stakeholders.

- *A major mistake is to define critical study aspects as “out of scope” because they are difficult to answer, require additional data, cross functional or mission boundaries, require integration with another Service or MAJCOM, or simply will not result in the “preferred” solution. These are never valid reasons to define something as out of scope for the study.*

5.6.2. The CBA scope should identify and build upon previous CBAs, studies, and other analytical products applicable to the area of interest. The intent is to avoid unnecessary repetition of prior efforts and provide continuity between analyses for reviewers and decision-makers. This does not preclude the sponsor from applying different context or different assumptions, as appropriate, for the scope of the study.

5.6.3. The study team should indicate the Tier 1-3 Joint Capability Areas (JCAs) related to the focus of the study (see JCIDS Manual for additional information). This enables the JCIDS Gatekeeper to notify the appropriate Functional Capability Boards (FCBs) that may have an interest in the study. Finally, the study team should gain decision maker approval of the scope of the study before conducting any analysis.

5.6.4. The study scope should also define the timeframe of interest in the study. This includes the estimated time when solutions will be delivered to close or mitigate the capability gaps. By defining a timeframe of interest, the study team can better determine the operational context (described later in this chapter) that will be used to conduct the assessment.

Air Force Nuclear Enterprise Example: Study Scope

The nuclear enterprise study team described the scope of the study as follows:

This study focuses on Air Force nuclear enterprise technical Information and how it supports the sustainment phase of the weapon system lifecycle. The focus of the study aligns with JCA 4.3 (Tier 1: 4 - Logistics; Tier 2: 3 - Maintain). The study team will assess capabilities required to generate, use, and manage technical information to include the mechanisms to apply revision, change, and release controls to the data in weapon system sustainment operations. The timeframe of interest in the study is FY 2014-2024 since it is anticipated that the solutions to close or mitigate the capability gaps will be delivered in this timeframe.

The CBA study plan is expected to be approved by the AF/A5D in March 2022. Once approved, the study will begin in April 2022 and take approximately four months to complete. The CBA final report is expected to be approved by AF/A5D in September 2022. For the purpose of this study, technical information is defined as any data, physical or electronic, that conveys technical or operational details about a weapon system, weapon system support, or weapon system discrepancy. Some examples of technical information include technical orders, specifications, engineering drawings, technical assistance requests, engineering orders, and test data.

5.6.5. The study team should indicate when the study plan is expected to be approved and the organization/office of the decision maker who will be the approval authority. As described in Section 1 of this Guidebook, the AF/A5D (or higher), approves the study plan. In addition, the study plan should define the expected time when the study will begin and end and when the final report is expected to be completed and approved.

5.7. CBA Study Plan- Study Team and Stakeholders. As noted in the previous chapter, the study team, study director, stakeholders, and decision-makers are instrumental to the success of the CBA. The study team should identify the organization/office of the official sponsor and decision maker for the CBA as well as the organization/office of the study director, team members, and stakeholders. This information should be documented in the study plan. If special groups will be used (see section 2.3 for more information regarding special groups), it is important to identify the chairperson and group members and describe their roles and responsibilities.

- *By focusing on identifying capability gaps and potential solution approaches to close or mitigate the gaps, rather than on quickly completing the CBA, the study team is more likely to produce a quality study and save time, avoid rework, and reduce cost. For example, the CBA can often be completed faster by keeping the team very small and limiting stakeholder involvement, especially those with contrary points of view. However, the short amount of time “saved” in the CBA phase is invariably lost many times over later on. If the study results lead to the development of an ICD or DCR, the other stakeholders will get involved. If they were not part of the CBA discussions originally, work may need to be accomplished to address new concerns, thereby increasing time and cost. If relevant stakeholders exist outside the lead organization, it is invariably better to include them on the team from the beginning.*

Air Force Nuclear Enterprise Example: Study Team and Stakeholders

The nuclear enterprise study team identified HQ AFMC/A4 as the sponsor of the study as well as the following stakeholders:

- Headquarters Air Force Materiel Command (HQ AFMC): A4 Technical Director, A4UE, A4MW, A2/5, A6, A10
- Air Force Nuclear Weapons Centers (AFNWC): EN, NI, NC, LG
- Air Force Lifecycle Management Center (AFLCMC)
- Air Force Sustainment Center (AFSC)
- Air Force Global Strike Command (AFGSC)
- Department of Energy (DOE)/National Nuclear Security Administration (NNSA)

The nuclear enterprise study team identified a Study Advisory Group (special group) to provide CBA oversight:

- The Study Advisory Group will be chaired by AFMC/A2/5. The Study Advisory Group will receive periodic updates regarding the progress of the study, provide guidance during the planning and execution of the study, and review and approve the description of the baseline capabilities and prioritized list of capability gaps. The Study Advisory Group will be comprised of senior members (i.e., general officer and senior executive service) from the all stakeholder organizations listed above.

5.8. CBA Study Plan-Ground Rules, Constraints, and Assumptions (GRC&As). The study team identifies the initial set of GRC&As in Step 2 (Define the Study). GRC&As can be used to help scope the CBA and must be carefully documented and coordinated with the stakeholders and decision-makers. Some GRC&As will be general in nature and encompass the entire study, while others will be more specific and cover only a portion of the analysis. The study team may identify GRC&As at any time throughout the CBA planning and execution. In some situations, the CBA guidance, if applicable, may describe one or more GRC&As for the study team to follow. The study team should note the source of and rationale for each GRC&A. Each GRC&A must be explicitly identified, checked for consistency, fully documented, and then accounted for in the scope of the CBA. Later, the study team will need to account for the GRC&As in the analytical methodologies.

5.8.1. GRC&As are typically misunderstood, resulting in the tendency to misuse the terms. This misunderstanding can cause study teams to default to labeling most elements as assumptions, when in fact it is not the appropriate term to use. GRC&As are defined as follows:

- Ground rules – broadly stated procedures that govern the general process, conduct, and scope of the study. An example is: the study sponsor will review and approve the description of the baseline capability prior to the study team conducting the analysis.
- Constraints - imposed limitations that can be physical or programmatic. Human physical or cognitive limitations or a specific operating frequency range are examples of physical constraints. Specifying the latest acceptable initial operational capability (IOC) date illustrates a programmatic constraint.
- Assumptions - conditions that apply to the analysis. Examples include specific manpower levels, inclusion of a target type that will proliferate in the future thus forcing consideration of a specific threat system, or that a certain infrastructure or architecture will be provided by another program.

5.8.2. Since GRC&As can be contentious, they should be reviewed by the stakeholders and decision-makers. The study plan will contain an initial set of GRC&As, but this set may change as the study progresses. Any changes to the GRC&As should be vetted with stakeholders and decisions makers and documented in the final report. The constraints and assumptions can often, intentionally or unintentionally, bias the analysis. Before finalizing the CBA, the study team should revisit the constraints and assumptions to assess their validity. If one or more constraints or assumptions are not valid and bias the study results, the study team may need to re-accomplish the affected parts of the study.

5.8.3. Related to this, the study team should also conduct a sensitivity analysis of the constraints and assumptions to determine whether changes yield different study results and conclusions. This analysis can provide insights into the sensitivity of the results and conclusions to the constraints and assumptions. The more sensitive the results and conclusions are to even minor changes in the constraints and assumptions, the more the risk the decision-makers assume in following the study recommendations. Additionally, this analysis may potentially lend insight into trade space that may be examined in greater detail during follow on analysis (such as an AoA).

5.9. CBA Study Plan- Operational Context. The operational context is determined during Step 2 of the CBA process (Define the Study). Operational context describes the realistic operational settings that apply to the capabilities that will be assessed in the CBA. Operational context includes descriptions of the operational scenarios, conditions, locations, and threats under which the mission is to be carried out and must be relevant to the problem and needs of the defense strategy (e.g., Defense Planning Guidance (DPG)

or other strategic guidance). Operational context provides a common frame of reference that covers the full spectrum of relevant operational situations that will help enable the study team to analyze the baseline and potential solutions. Sources of information to define the operational context include the following:

- Defense Planning Scenarios (DPSs), Integrated Security Constructs (ISCs), Support for Strategic Analysis (SSA) products, Joint Data Support (JDS) OSD/CAPE website
- OPLANs, Contingency Plans, and Concepts of Operations (CONOPS)
- Joint Warfighting Concepts and AF Operating Concepts
- *Sometimes the timeframe addressed in the CBA extends beyond the timeframe of available DPSs, ISCs, OPLANs, CONPLANS, and other plans. This presents an additional challenge to the study team to find appropriate source documents to describe the projected operational environments (i.e., threats, scenarios, missions, capabilities). It is critical to vet these environments through the appropriate expert communities to maintain credibility of the analysis. The tasks, conditions, and standards used in the CBA, and in subsequent JCIDS products, should be anchored in a credible operational context. If the operational context is not credible, then the CBA is not credible.*

5.9.1. The DPSs and ISCs should be used as a starting point for defining the operational context. The DPSs and ISCs describe scenarios that provide detailed descriptions of various operational elements to include locations, the enemy order of battle, and the corresponding enemy strategy and tactics ("the threat"). The Joint Data Support (JDS) OSD/CAPE classified website may be a helpful tool. When selecting scenarios, the study team should consider the physical environments that are expected. The physical environment reflects both man-made and natural conditions. Natural conditions include weather, climate, terrain, vegetation, and geology. Man-made conditions such as jamming and chemical/biological warfare have their own impacts. Chemical or biological warfare, for example, may impact the working environment for operational crews and logistics support personnel.

5.9.2. A range of scenarios may be needed to fully analyze the baseline and potential solutions. Scenarios used in previous analyses should be considered when determining which scenarios should be used in the CBA. If a CONOPS is used to define the operational context, it must be previously endorsed by the JROC, combatant command, or at a minimum, the sponsoring DoD component.

5.9.3. In some situations, the study team may not have enough information to fully describe the operational context in the CBA study plan. The study team should at least describe the sources of information that will be used and possible scenarios that are being considered.

5.10. CBA Study Plan- Baseline Capability. The baseline capability is what currently exists and is programmed for in the future in the mission area of interest in the study. The baseline capability could be:

- Materiel (one or more systems),
- Non-materiel (doctrine, organization, training, materiel, leadership, personnel, facilities, policy),
- Combination of Materiel and non-materiel aspects.

5.10.1. The baseline capability usually includes anything that is currently funded in the Program Objective Memorandum (POM) and anything that is expected to be operational by the projected timeframe. The study team should exclude anything currently providing capability that is expected to be phased out for removal from inventory before the projected timeframe of interest defined in the study scope.

Sometimes it is difficult to clearly define the baseline capability because of guidance given to the CBA team, or the timeframe of interest is well beyond the end of the POM. In these cases, it is even more important to garner decision maker and stakeholder agreement of the baseline capability up front. Some sensitivity analysis may be required to ensure assumptions of the baseline capability in the timeframe of interest are appropriate.

Air Force Nuclear Enterprise Example: Operational Context

The nuclear enterprise study team selected the Air Force Nuclear Enterprise Technical Information Management CONOPS to define the operational context:

The CONOPS describes the capabilities and desired effects necessary to properly generate, manage, and protect nuclear enterprise technical information as well as how nuclear enterprise technical information management contributes to the lifecycle management of nuclear enterprise weapon systems. The CONOPS is endorsed by the Air Force Materiel Command, United States Air Forces in Europe, Air Force Global Strike Command, Air Force Safety Center, and Air Force Nuclear Weapons Center and supports the Air Force Agile Combat Support CONOPS and Air Force Nuclear Response CONOPS, and implements the tenets of the Information Protection CONOPS.

The study team will use the Technical Information Management CONOPS to develop scenarios to assess the baseline capability and potential solutions:

The scenarios will be operationally realistic and address field and depot maintenance facility operations, headquarters staff functions and operations, peacetime and wartime operations tempo, and threats to the information systems. The scenarios will be based on the entire technical information order cycle to include the processes associated with technical assistance requests, temporary modifications to technical information, change requests, distribution, test data, and configuration management (e.g., engineering change proposals, modifications, and deficiency reporting). The scenarios will also address technical orders and time compliance technical orders as well as data sources such as specifications and engineering drawings.

5.10.2. The study team should consider the following questions to facilitate defining the baseline:

- How does the baseline capability support the overall mission?
- What outcomes are achieved by the baseline capability?
- What services are required to support the baseline capability?
- What is the functional scope and organizational span of the baseline capability?

5.10.3. There are various sources of information the study team can use to define the baseline capability. The Department of Defense Architecture Framework (DoDAF), for example, provides a framework for visualizing and understanding tasks, activities, systems, and infrastructure required to accomplish DoD missions. The baseline capability description may include the following:

- Missions, tasks, processes, decision points, business rules, and operational scenarios,
- Activities, relationships among activities, activity sequence and timing, activity responses to events, activity inputs and outputs, and delivery timing,
- Organizational and human roles and responsibilities,
- Manpower requirements and skill-sets,
- Intelligence support, logistics support, and other support services,
- Command, control, coordination, and other relationships among organizations,

- Systems, system-of-systems (SoS), and family-of-systems (FoS),
- Geographic configuration and connectivity,
- Communications systems, links, interfaces, and networks,
- Data requirements, information flows, and types of information exchanges and relevant attributes such as media, quality, quantity, frequency, and the level of interoperability,
- Key tactics, techniques, procedures, and doctrine,
- Peacetime, contingency, and deployment requirements.

5.10.4. The baseline capability description is typically completed in Step 2 of the CBA process (Define the Study). However, there may be cases when the study team does not have enough information to describe the baseline capability in the CBA study plan. In these situations, the study team will, as a minimum, describe the research approach to gather information to define the baseline capability.

Air Force Nuclear Enterprise Example: Baseline Capability

The nuclear enterprise study team described the following aspects of the baseline capability:

- Operational View-1 (OV-1) of technical information management,
- Automated information systems, policies, processes, and activities that support management of technical information,
- Organizations that have a role as users or sustainers of nuclear enterprise technical information,
- Functions that include oversight of mission execution, compliance evaluation, standardization of processes and policies, training, and resources.

5.11. CBA Study Plan-Analysis Methodology. The analysis methodology describes how the study team will conduct the analysis and is a critical part of the CBA study plan. The analysis methodology addresses how Steps 3-9 will be conducted, specifically the gap analysis, gap characterization, risk assessment, gap prioritization, solution analysis, cost analysis, and solution viability assessment. Literature review, brainstorming, and expert elicitation are three commonly used methods to gather data and information needed to conduct these analyses. Brainstorming and expert elicitation each requires a broad, inclusive set of participants to avoid intentionally or unintentionally biasing the analysis. Two common errors committed by study teams when using these techniques are limiting participation to only a subset of the stakeholders and not allowing sufficient time for discussion, hence reducing the amount of data, information, and ideas collected. The following provides a brief introduction to the three methods:

5.11.1. Literature Review. The literature review is useful for creating a foundation to demonstrate knowledge of the current state of the field and should be conducted for most, if not all, studies. Through literature reviews, the study team can integrate sources of information to identify patterns and determine what is known and what, if anything, is missing. Literature reviews enable the study team to compare and contrast methods, approaches, and findings and critically discuss the strengths and weaknesses of the sources. The literature review can complement other data gathering techniques such as brainstorming and expert elicitation.

5.11.1.1. The study team should consider various sources of information and data such as published and unpublished studies, reports, and papers. There are many resources to draw from when conducting literature reviews. MAJCOMs typically have internal SharePoint sites and other repositories of

information that may be relevant to the area of study. The following is a list of frequently used databases of government-sponsored technical documents:

- DTIC: dtic.mil
- Joint Data Support (JDS): <https://jds.cape.osd.smil.mil> (scenarios & CONOPS, SIPRnet)
- Information and Resource Support System (IRSS): <https://irss.milcloud.smil.mil> (SIPRNet)
- Defense Acquisition Guidebook): <https://www.dau.edu/tools/dag>
- Rand Corp: www.rand.org
- The Knowledge Management/Decision Support system (KM/DS): SIPRNet, https://intellipedia.intelink.sgov.gov/wiki/Portal:JROC_KMDS_Knowledge_Management_and_Decision_Support
- Manual for the Operation of the Joint Capabilities Integration and Development System, (JCIDS Manual) ANNEX B: CAPABILITIES-BASED ASSESSMENT GUIDE: https://intellipedia.intelink.gov/wiki/Joint_Capabilities_Integration_and_Development_System#Latest_Approved_JCIDS_Documents

5.11.2. Brainstorming. Brainstorming is a technique that can be used with a small group (ideally 10 or fewer members, but the nature of the problem might necessitate more) to generate ideas. It can be conducted in-person or electronically. The main principles include focusing on quantity, withholding criticism, welcoming unusual ideas, and combining and improving ideas. Although there are a variety of techniques, the nominal group and group passing techniques are commonly used:

- Nominal group technique encourages all participants to have an equal say in the process. Participants write down their ideas anonymously and a moderator collects the ideas and presents to the group for a vote. Top ranked ideas are sent back to the group or subgroups for more brainstorming and elaboration.
- Group passing technique entails each person in a group writing down an idea on a piece of paper, then passing the paper to the next person who adds thoughts. This continues until everyone gets his or her original piece of paper back. In the end, each group member will likely have an extensively elaborated idea.

5.11.3. Expert Elicitation. Expert elicitation is a structured method of gathering expert judgment and answering questions concerning issues or problems of interest in a study. The Delphi method, developed by the RAND Corporation in the 1950s, is one of the first recognized expert elicitation methods. Over the years, many other elicitation methods have been developed and used by various organizations in both the private and public sectors. Expert elicitation can be used to gather a variety of information of interest in the CBA:

- Study assumptions, ground rules, and constraints,
- Baseline information,
- Capability gaps, tasks, conditions, standards,
- Capability gap priority, risks, and solutions.

5.11.3.1. There is a myriad of terms used to describe expert judgment such as: expert opinion, subject matter expert assessment, subject matter expert analysis, subjective judgment, Professional Military Judgement, and expert knowledge. Whatever it is called, expert judgment is the data given by an expert in response to a question and represents an expression of opinion based on knowledge and experience. Judgment is shaped by the expert's state of knowledge at the time of the response to the question, and because experts have different experiences and knowledge, their judgments can differ and change over time as new information is learned.

5.11.3.2. Since expert judgment is affected by the approach used to gather it, a specially designed process is required that includes procedures for developing questions, conducting the elicitation, and handling biases that may arise. Once the questions have been developed, the study team uses personal or group interviews to conduct the elicitation. Personal interviews are usually done in private and in person and allow the interviewer to gather in-depth data from the experts without distraction or influence by other experts. Group interviews are conducted in person through a structured approach that defines when and how experts express and discuss their opinions. Although the process is formal and structured, it can differ in terms of the degree of interaction between experts, level of detail in information elicited, number of meetings, type of communication mode, and degree of structure in the elicitation process. Please see Appendix E for more information on the expert elicitation process.

5.11.4. Gap Analysis. The study team conducts a gap analysis of the baseline capability to determine whether capability gaps exist. To identify potential capability gaps, the study team should use available and relevant findings and data from previous studies and reports as well as information from subject matter experts. In some cases, the study team may need to conduct original analysis when relevant data does not exist.

5.11.4.1. To determine whether one or more capability gaps actually exist, the study team develops a set of tasks, conditions, attributes, measures, and standards to assess the baseline capability. The attributes, measures, and standards associated with the tasks provide the basis for the capability gap assessment. Using the results of the assessment, the study team identifies the capability gaps that will be analyzed in the study. The following provides more information about tasks, conditions, attributes, measures, and standards:

- Tasks are what a system is expected to perform. Tasks are performed under certain conditions.
- Conditions describe the operational environment in which tasks will be accomplished.
- Attributes are qualities or features of a task that form the basis for identifying and drafting measures. Examples include survivability, persistence, availability, and accuracy (see the JCIDS Manual for more examples of attributes).
 - *Most the time, these attributes are not independent. It is important that the study team identify and understand the interdependencies that exist among the attributes and how they may affect the potential solution approaches.*
- Measures convey information about the task being addressed. They include the dimensions, capacity, or amount of an attribute.
- Standards (also known as criteria) describe how well the tasks must be accomplished and are expressed in terms of criteria that define a minimum level of acceptable performance (threshold) and, if necessary, a desired level of performance (objective). Justification is required to substantiate the standards identified for the measures.

5.11.5. Gap Characterization. Once the capability gaps have been identified, the study team characterizes each gap. Although gap characterization is a subjective assessment, the study team should utilize the available information and data to substantiate the characterization. It is important that the study team record the reasoning used to characterize each gap. If necessary, the study team should seek assistance from subject matter experts. The study team characterizes each gap as to whether it is due to one of the following:

- Proficiency (inability to achieve the relevant effect in certain conditions)
- Sufficiency (inability to bring capable forces to bear due to force shortages or other commitments)
- Lack of fielded capability solution

- Lack of interoperability/integration (required capabilities exist piecemeal and are not capable of interacting to create desired effect)
- Need for replacement due to aging (e.g., fatigue life, technological obsolescence) of a fielded capability solution
- Policy limitations (inability to use the force as needed due to policy constraints)

5.11.6. Risk Assessment. The study team completes a risk assessment to identify the operational risks associated with the capability gaps. Because a requirements validation authority (JCIDS or AF-only) will ultimately decide which capability gaps are priorities for capability solutions, the capability gaps must be assessed against operational situations and relative risk to operational objectives. The study team assesses the risk in terms of mission (i.e., the ability to achieve the objectives of the scenario), force (i.e., the potential losses due to the capability gap), and other important considerations (e.g., resourcing risks, impacts on allies). The conditions and standards developed for the associated tasks provide the basis for the assessments of risk.

5.11.6.1. The JCIDS Manual describes an approach the study team can use to assess the risks and consequences associated with a particular capability gap. For example, in Table 5-1 the capability gap is assessed based on its impact in several areas relative to strategic objectives, operational/programmatic timelines, authorities, resources, unanticipated/contingency requirements, force readiness, and institutional/industrial capacity.

5.11.7. Gap Prioritization. The study team develops an initial prioritized list of the gaps by considering various factors such as the severity and consequence of risk, magnitude of the shortfall, alignment with strategic guidance, and stakeholder interests and priorities. The study team should provide an opportunity for the sponsor or special group to review the prioritized list to ensure leadership and stakeholder buy-in.

5.11.7.1. There are two commonly used methods to prioritize the capability gaps: rating scale and 1 to N ranking. The rating scale method is typically used to rate capability gaps based on a 1 to 5 rating scale. With this method, it is possible to have the same rating for multiple capability gaps. The definitions of the rating scale are shown below:

1. High impact on operational effectiveness; high operational risk if not mitigated,
2. Significant impact on operational effectiveness; significant operational risk if not mitigated,
3. Moderate impact on operational effectiveness; moderate operational risk if not mitigated,
4. Low impact on operational effectiveness; low operational risk if not mitigated,
5. No impact on operational effectiveness; no operational risk if not mitigated.

5.11.7.2. The 1 to N ranking method is used to determine an overall rank order of the capability gaps from 1 to N. The study team should consider the consequences (impact to mission) and likelihood (probability) of the risks associated with the capability gaps.

5.11.7.3. There may be other ranking methods that are appropriate for specific CBAs. The key point is to convey to the decision-makers the differences among the gaps which may be based upon various factors such as timeframe, scenario, consequence, and mission.

Risk	Criteria	Low	Moderate	Significant	High
CCMD "Risk to Mission" Ability to execute assigned missions at acceptable human, materiel, financial, and strategic cost.	Achieve Objectives (CCMD Current Operations)	Very Likely (81-100%) Can achieve all objectives	Likely (51-80%) Can achieve all critical objectives	Unlikely (21-50%) Can achieve only most critical objectives	Highly Unlikely (0-20%) Potential failure; can't achieve critical objectives
	Achieve Plan Objectives (Contingencies)	As Planned (Minimal Costs)	Limited Delays (Acceptable Costs)	Extended Delays (Substantial Costs)	Extreme Delays (Unacceptable Costs)
	Authorities	Full authority provided to achieve all objectives	Sufficient authority only provided to achieve most objectives; no critical shortfalls	Insufficient authority provided to achieve some critical objectives	Insufficient authority for key objectives; potential mission failure
	Resources Needed to Meet Required Timelines	As Planned (Minimal Costs)	Limited Delays (Acceptable Costs)	Extended Delays (Substantial Costs)	Extreme Delays (Unacceptable Costs)
Service/JFP "Risk to Force" Ability to generate trained and ready forces, and to plan for, enable, and improve national defense.	Meet CCDR Requirements (CCMD Current Operations)	GFM Sourced ≥ 90% (Some Shortfalls)	GFM Sourced ≥ 80% (No Critical Shortfalls)	GFM Sourced ≥ 70% (Critical Shortfalls)	GFM Sourced ≥ 90% (Shortfalls Cause Mission Failure))
	Meet CCDR Requirements (Contingencies)	Full capacity to source all requirements	Shortfalls cause minor plan deviations	Shortfalls cause major plan deviations	Shortfalls cause plan failure
	DOTmLPF-P Capability vs. Threat	Dominance	Superiority	Parity	Inferiority
	Readiness	Full Spectrum C1 Full Capacity	Ready for MCO C1/C2 Some Capacity Shortfalls	Ready for Minor Armed Conflict Critical Capabilities C1/C2	Critical Capabilities ≤ C2 Capacity Shortfalls Cause Mission Failure
	Stress on the Force (Active Component)	Limited Stress (DT > 1:2)	Moderate Stress (1:2 > DT > 1:1.5)	Major Stress (1:1.5 > DT > 1:1)	Extreme Stress (DT < 1:1)
	Stress on the Force (Reserve Component)	Limited Stress (DT > 1:5)	Moderate Stress (1:5 > DT > 1:4)	Major Stress (1:4 > DT > 1:3)	Extreme Stress (DT < 1:3)
	Programmatic	Meets or exceeds schedule, IOC or FOC; incurred savings	Minor delays, milestone ≥ B Minor budget difficulty	Major delays, milestone ≤ A Over Budget (Nunn-McCurdy)	Program failure, Zeroed Out (De-funded)
	Force Development & Industrial Base	Meet all mission requirements	Meet priority mission requirements (no critical shortfalls)	Critical shortfalls cause major plan deviations	Failure to meet essential requirements causes mission failure

Table 5-1: JCIDS Manual Risk Assessment Matrix

5.11.8. Solution Analysis. The purpose of the solution analysis is to identify potential Materiel and non-materiel solutions to close or mitigate the identified gaps. The solution analysis is not intended to be a rigorous study of the comparative benefits at the engineering level, but rather an identification of solution spaces that can be further investigated during Materiel Development Decision (MDD) preparation and the Materiel Solution Analysis (MSA) phase.

5.11.8.1. Although not every gap may need to be closed or mitigated, the study team determines whether a non-materiel (DOTmLPF-P), Materiel, or an integrated non-materiel and Materiel approach can close or mitigate each capability gap.

- *The lower case "m" in materiel signifies a solution that is limited to modifications of existing systems and/or procurement of more existing systems. Although called "materiel", these solutions*

are classified as non-materiel solutions. The upper case "M" in Materiel signifies a solution that is procured through a new acquisition program.

5.11.8.2. Non-Materiel Solution Considerations. The objective of this analysis is to determine if the capability gap can be partially or completely addressed by DOTmLPF-P changes or updates. As part of the analysis, the study team identifies capability gaps for which actions are not recommended and provides justification as to why a solution is not warranted at this time. The DOTmLPF-P elements are described as follows:

- **Doctrine.** Doctrine is the fundamental principles that guide the employment of US military forces in coordinated action toward a common objective. Joint doctrine is based on existing capabilities and serves to make US policy and strategy effective in the application of US military power (see the JCIDS manual for more information). Joint doctrine is authoritative guidance and will be followed except when, in the judgment of the commander, exceptional circumstances dictate otherwise.
- **Organization.** Organization is a joint unit or element with varied functions and structures. Organization enables individuals to cooperate systematically, accomplish a common mission, and directly provide or support joint warfighting capabilities. Subordinate units and elements coordinate with other units and elements and, as a whole, enable the higher-level joint unit or element to accomplish its mission. This includes the joint staffing (military, civilian, and contractor support) required to plan, operate, sustain, and reconstitute joint warfighting capabilities.
- **Training.** Training of individuals, units, and staffs addresses the use of joint doctrine or joint tactics, techniques, and procedures. Training prepares joint forces or joint staffs to respond to strategic, operational, or tactical requirements considered necessary by the Combatant Commands to execute their assigned or anticipated missions.
- **materiel.** Materiel (little "m") includes all items necessary to equip, operate, maintain, and support joint military activities without distinction as to their application for administrative or combat purposes. Some examples of items include ships, tanks, self-propelled weapons, aircraft, and related spares, repair parts, and support equipment. Items do not include real property, installations, and utilities.
- **Leadership/Education.** Professional development of the joint leader is the product of a learning continuum that comprises training, experience, education, and self-improvement. The role of joint professional military education is to provide the education needed to complement training, experience, and self-improvement to produce the most professionally competent individuals possible.
- **Personnel.** The personnel component primarily ensures that qualified personnel exist to support joint capability requirements. This is accomplished through synchronized efforts of joint force commanders and DoD components to optimize personnel support to the joint force to ensure success of ongoing peacetime, contingency, and wartime operations.
- **Facilities.** Facilities include real property consisting of one or more of the following: buildings, structures, utility systems, associated roads and other pavements, and underlying land. Key facilities are defined as command installations and industrial facilities of primary importance to the support of military operations or military production programs. A key facilities list is prepared under the policy direction of the Joint Chiefs of Staff.
- **Policy.** Any DOD, interagency, or international policy issues that may prevent effective implementation of changes in the other seven DOTmLPF-P elemental areas.
 - *If as part of the solutions, policy outside the AF or DoD should be changed or requires interpretation, the owner of that policy should be directly involved. Policy change and*

interpretation is often required for policies of the Director of National Intelligence, Department of Energy, and Department of State.

5.11.8.3. Materiel Solution Considerations. If the non-materiel approaches do not partially or completely close the gap, the study team should recommend either accepting the risk associated with the remaining gap or pursuing a Materiel solution. The study team identifies the type of Materiel solution and determines whether any non-materiel impacts are associated with the solution. Types of Materiel solutions (listed in terms of fielding uncertainty from low to high) include the following:

- Development and fielding of information systems (or similar technologies with high obsolescence rates) or evolution of the capabilities of existing information systems.
- Evolution of existing systems with significant capability improvement (this may include replacing an existing system with a newer more capable system, or simple recapitalization).
- Transformational systems that differ significantly in form, function, operation, and capabilities from existing systems and offer significant improvement over current capabilities or transform how we accomplish the mission.

5.11.8.4. OAS recommends that the study team use subject matter experts knowledgeable of various areas of interest in the study to identify potential solutions. It is important that the study team records the rationale used by the subject matter experts to select a particular solution since merely identifying the solution is not sufficient. This will enable the study team to develop credible and defensible justification statements that explain why a particular solution was selected. The explanation behind the solution selection is important and will give the decision-makers additional insights that will facilitate their understanding and approval of the solutions.

5.11.8.5. Subject matter experts should consider the tasks and the associated attributes, conditions, measures, and standards that were used to identify the capability gaps to determine whether non-materiel or Materiel solutions have the potential to either partially or wholly close or mitigate the capability gaps. They should not address specific details of how the solutions should be implemented, but rather provide enough detail to conduct the cost and risk analyses for the recommended solutions. Finally, the subject matter experts should identify interdependencies with other programs or efforts that are needed to provide the full capability to close or mitigate the capability gaps. This includes potential system dependencies for intelligence data (e.g., Intelligence Mission Data (IMD)).

5.11.8.6. Other sources of information the study team can use to identify potential Materiel solutions include the following:

- Concept Characterization Technical Description (CCTD) documents,
- Science and Technology reports and studies,
- Market research results,
- Requests For Information (RFIs) responses.

5.11.9. Cost Analysis. While the JCIDS Manual may not explicitly direct inclusion of a Rough-Order-of-Magnitude (ROM) cost estimate, it is required by AF/A5D for all AF CBAs and similar studies. The study plan should describe the cost analysis methodology used to develop the cost estimates for the potential solutions. The intent of the cost analysis is to develop cost estimates to assess the affordability of potential solutions. Although there are various types of cost estimates, the ROM cost estimate provides enough fidelity to determine whether potential solutions are realizable and can be resourced and implemented in the timeframe required.

5.11.9.1. There are several other reasons why the ROM cost estimate is recommended in the CBA. First, the time available to develop a cost estimate is typically very short. A ROM cost estimate is ideal in this situation since it can be completed in a relatively short period of time (i.e., hours or days). Second, the solutions identified by the study team may be new efforts that are not completely defined and lack historical information. The ROM cost estimate is best suited for these situations since it is understood that ROM cost estimates are often developed using data that is lacking in both quantity and quality.

5.11.9.2. However, even with lower fidelity data, the ROM still allow for a relative comparison among the potential approaches of solutions. Finally, the resources available to develop the cost estimate can be limited in the CBA. For example, conducting interviews with program managers, engineers, functional experts, and other subject matter experts to collect information for the cost analysis may be restricted or impractical for completing the CBA. A ROM cost estimate can be developed with limited resources if necessary.

5.11.9.3. The cost estimates developed in the CBA are the total costs over the entire life cycle of each solution. The life cycle cost (LCC) includes costs incurred for research and development, investment, operations and support, and disposal. The following provides more specific information regarding the costs in each of the LCC phases:

- Research and Development (R&D). The costs of all R&D phases, including Advanced Technology Demonstration (including Concept Development), Technology Maturation and Risk Reduction (TMRR), and Engineering and Manufacturing Development (EMD), are included in this cost element. There are many types of R&D costs: prototypes, engineering development, equipment, test hardware, contractor system test and evaluation, and government support to the test program. Engineering costs for environmental safety, supportability, reliability, and maintainability efforts are also included, as are support equipment, training, and data acquisition supporting R&D efforts.
- Investment. Also referred to as production or procurement cost, investment cost includes the cost of procuring the prime mission equipment and its support and spans low rate initial production, full rate production, and fielding. This includes training, data, initial spares, support equipment, integration, pre-planned product improvement (P3I) items, and military construction (MILCON). MILCON cost is the cost of acquisition, construction, or modification of facilities (e.g., barracks, mess halls, maintenance bays, hangers, and training facilities) necessary to support an alternative. The disposal of this infrastructure should be captured in the disposal costs (discussed below). The cost of all related procurement (e.g., transportation, training, and support equipment) is included in the total investment cost.
- Operations and Support (O&S). O&S costs are those program costs necessary to operate, maintain, and support system capability through its operational life. These costs include all direct and indirect elements of a defense program and encompass costs for personnel, consumable and repairable materiel, and all appropriate levels of maintenance, facilities, and sustaining investment. Manpower estimates should be consistent with the Manpower Estimate Report (MER), which is produced by the operating command's manpower office. For more information on estimating O&S costs, refer to the *Operating and Support Cost-Estimating Guide*, Cost Assessment and Program Evaluation, Office of the Secretary of Defense.
- Disposal. Disposal costs represent the cost of removing excess or surplus property (to include MILCON) or materiel from the inventory. It may include costs of demilitarization, detoxification, divestiture, demolition, redistribution, transfer, donation, sales, salvage, destruction, or long term storage. It may also reflect the collection, storage, and disposal of hazardous material and waste. Disposal costs may occur during any phase of the acquisition cycle. If, during development or

testing, some form of environmentally unsafe materials are created, the costs to dispose of those materials are captured here.

5.11.9.4. The general steps to develop cost estimates are the same regardless of the type of estimate. The following describes the basic steps for developing a cost estimate with additional emphasis on developing the ROM cost estimate in the CBA:

5.11.9.4.1. Cost Analysis Step 1: Program Construct Formulation. Also known as program definition, this step primarily consists of identification of the ground rules, assumptions, technical content, schedule, and determination of a program work breakdown structure (WBS). In the CBA, the cost analyst develops a program construct formulation for each solution that requires a cost estimate. What varies between a ROM cost estimate and a high quality cost estimate such as a Program Office Estimate (POE) or an Independent Cost Estimate (ICE) is the fidelity of the assumptions, amount of detail available, and time available to accomplish the estimate. A program construct formulation for a ROM estimate entails determining some very general ground rules and assumptions (e.g., quantities of systems), a very top level schedule, and a basic technical description of the solution. Due to resource limitations, the cost analyst may resort to working with a single program manager, engineer, or functional expert to collect information, unlike the case when developing a POE/ICE for which the cost analyst conducts numerous interviews with many different subject matter experts. Often times, the cost analyst must make his or her ground rules and assumptions for programmatic, technical, and cost aspects based on limited information.

5.11.9.4.2. Cost Analysis Step 2: Data Collection. Data collection usually occurs concurrently with program construct formulation (Step 1). The only difference between a ROM cost estimate and a POE/ICE is the quality and quantity of information available, and the time the cost analyst has to collect it. A ROM cost estimate could be based on very high quality data that is simply presented at a higher estimating level in a summary fashion. For example, most force structure modeling and Air Force portfolio estimates are done in this manner; however, in most situations, the cost analyst is developing a cost estimate for a new effort for which relevant historical information is lacking. This usually tends toward lower fidelity and smaller amounts of information available to collect. Additionally, with the very short timelines normally associated with a ROM estimate, collection of data and program construct formulation will significantly overlap, thereby making the process much more concentrated in a shorter period of time.

5.11.9.4.3. Cost Analysis Step 3: Data Analysis. For a ROM estimate, data analysis is usually accomplished concurrently with Step 2 (data collection). Data analysis is a function of the quality and quantity of data collected, the time allotted to perform the analysis, and the experience level of the cost analyst. Many of the tools employed (e.g., statistical modeling, risk simulation) are the same, the only difference being the aforementioned constraints. Although a number of estimating methods are available (see Table 3-2), the specific methods chosen depends to a large degree on the available data and type of solution. For most cost estimates, the cost analyst uses a combination of methods. Because the quality and volume of information is typically lacking in the CBA for new solutions, the cost analyst may rely on analogy, parametric, and/or expert opinion cost estimating methods. When the solution entails procuring more of an existing capability, the cost estimating method of extrapolation from actual data may be more appropriate.

5.11.9.4.3.1. ROM cost estimates are often based almost entirely on analogies with some subject matter expert input. The analogy method entails identifying a currently fielded system (reference system) similar in design and/or operation to the proposed system solution. The cost analyst uses historical data to

identify the costs of weapon systems and subsystems that are similar to the proposed system. The cost of the proposed system is then calculated by adjusting the cost of the reference system to account for differences between it and the new system. Where data is limited, subsystems from other fielded systems (or if necessary, other developmental systems) may be used to represent the proposed system estimate. Since the analogy method relies on the judgment of experts, the rationale used to arrive at a position should be clearly documented in the CBA final report.

Model	Strengths	Weaknesses	Application
Analogy	<ul style="list-style-type: none"> • Requires limited data • Based on actual data • Reasonably quick • Good audit trail 	<ul style="list-style-type: none"> • Subjective adjustments • Accuracy depends on similarity of items • Difficult to assess effect of design change • Blind to cost drivers 	<ul style="list-style-type: none"> • When limited data are available • Rough-order-of-magnitude estimate • Cross-check
Parametric	<ul style="list-style-type: none"> • Reasonably quick • Encourages discipline • Good audit trail • Objective, little bias • Cost driver visibility • Incorporates real-world effects (funding, technical, risk) 	<ul style="list-style-type: none"> • Lacks detail • Model investment • Cultural barriers • Need to understand model's behavior 	<ul style="list-style-type: none"> • Budgetary estimates • Design-to-cost trade studies • Cross-check • Baseline estimate • Cost goal allocations
Expert Opinion	<ul style="list-style-type: none"> • Quick • Enables iteration • Requires little actual data 	<ul style="list-style-type: none"> • Difficult to audit and document • Sensitive to experts • Easy to critique 	<ul style="list-style-type: none"> • Early analysis • Absence of data
Extrapolation from Actual Data and Learning Curves	<ul style="list-style-type: none"> • Requires standard data (format, year, etc.) • Based on current data • Reasonably quick • Good audit trail 	<ul style="list-style-type: none"> • Assumes constant pricing • Accuracy depends on a number of variables • Assumes no design change 	<ul style="list-style-type: none"> • When data is available • Sub-systems are commercial or government off-the-shelf • Cross-check
Engineering Build-Up	<ul style="list-style-type: none"> • Easily audited • Sensitive to labor rates • Tracks vendor quotes • Time honored 	<ul style="list-style-type: none"> • Requires detailed design • Slow and laborious • Cumbersome 	<ul style="list-style-type: none"> • Production estimating • Software development • Negotiations

Table 5-1: Most Common Cost Estimating Methods

5.11.9.4.3.1. The parametric cost estimating method can be accomplished quickly and produces accurate estimates if properly done. The parametric method entails using one or more parameters of a system being estimated and historical data about similar systems to build a Cost Estimating Relationship (CER). The CER is usually a regression analysis equation that is used to predict the cost of the system being evaluated. CERs relate cost to one or more variables (e.g., volume, weight, power). For example, horsepower and number of engines have proven to be reasonable predictors of rotary wing aircraft cost. The parameters are usually cost drivers in creating the system. Using the CER, the cost analyst develops a cost estimate for the system being evaluated. Since CERs are based on actual program cost history, they reflect the impacts of system growth, schedule changes, and engineering changes. When costs are captured at a very high level, however, visibility into more detailed levels is lost. The Air Force Cost Analysis Agency (AFCAA) and most cost estimating organizations have libraries of CERs that can be used if the data and assumptions are similar. The existence and accuracy of CERs varies significantly among the solution approaches. For example, CERs for large aircraft are very mature, while those for cyber systems are in their infancy. CERs for transformational or evolutionary solutions may not exist at all.

5.11.9.5. Cost Analysis Step 4: Modeling and Simulation (M&S). Spreadsheet models are the most popular and practical models for developing ROM cost estimates. A model is simply a system of data and inferences (more likely in a ROM estimate) presented as a mathematical description of an entity or state of affairs. The model is the representation and description of the complete system that is being evaluated. The complexity of the model is driven by the level of available data and analysis to be conducted. Models used in ROM cost estimates tend to be more simplistic representations and are based on higher levels of the WBS (typically WBS level 2 or 3 elements). The cost analyst should not underestimate the difficulty of packaging the program construct and data analysis information into a comprehensive model.

5.11.9.5.1. Once the point estimate is completed, a risk simulation on the finished product should be performed. The evaluation of risk is very important when developing a ROM cost estimate, although it can involve some creativity when information is limited. The experienced cost analyst usually develops ranges and probabilities instead of point estimates when preparing the final product.

5.11.9.6. Cost Analysis Step 5: Reporting Results. The cost estimates of the potential solutions are included as part of the CBA final report. Along with the actual estimates, the cost analyst should record the ground rules, assumptions, and estimating methods used as well as subject matter experts interviewed and data collected. This will help the reader ascertain the validity of the estimates and may be useful in future analyses such as the Analysis of Alternatives. Documentation is also important in recreating the situation and analysis at a later date should a revisit of the material be necessary.

- *Because the cost work is often done independently from the rest of the study team, it is critical that the cost GRC&As are consistent with those used by other study team members. This requires close collaboration and communication across the study team.*

5.11.10. Solution Viability Assessment. After the potential Materiel and non-materiel solutions have been identified and the cost analysis is completed, the study team assesses the viability of the solutions in closing or mitigating the capability gaps. The criteria that are used to assess the solutions include the following:

- Strategic Responsiveness—they are strategically responsive and deliver approaches when and where they are needed.
- Feasibility—they are feasible with respect to policy, sustainment, personnel limitations, and technological risk (i.e., technology maturation, concept attainment, time to implement).
- Affordability—they are realizable in that the DoD/component can actually resource and implement the approaches within the timeframe required. The Defense Acquisition University (DAU) further defines affordability as the degree to which the lifecycle cost fit into the long-range investment and force structure plans of DoD and its components.
- Requirements Satisfaction—they meet the requirement statements developed in the gap analysis portion of the CBA.

5.11.10.1. The study team assesses each potential solution using the criteria above and develops justification statements that explain why the solution meets, partially meets, or does not meet each criterion. The justification statements should be credible and defensible. Merely stating the potential solution meets the criteria is not sufficient. The explanation of why the criteria are met is important and will give the decision-makers more insights that will enhance their understanding of the viability of the solutions.

SECTION 6 – CONDUCTING THE CBA

This chapter describes the steps for conducting the CBA. It continues with the notional example introduced in Section 5 to help facilitate understanding of the material. OAS recommends that the study team use the final report template in Appendix D to create the CBA final report.

6.1. Study Management. As described in the previous chapter, the sponsor appoints a study director to lead a study team in planning and conducting the CBA. Once the CBA study plan is approved, the study team, led by the study director, can proceed with conducting the CBA. OAS can assist the sponsor, study director, and study team in the execution of the CBA by providing guidance, facilitation, and training.

6.1.1. As noted in Section 2, the CBA should be tightly focused and the execution should take no more than 90-180 days for most studies. The study team should avoid excessive rigor and time consuming detail that can bog down CBA progress. Additionally, the study director should be aware of potential “scope creep,” which can add to the duration of time needed to complete the study. The study director must endeavor to keep the scope of the study consistent with the approved study plan; however, as the study progresses and new information is learned, the study plan likely will change. In some cases, parts of the study plan may become obsolete, while in other cases, new questions may arise that require further study. When changes are necessary, they should be coordinated with the decision-makers and stakeholders as soon as possible to ensure the limited study resources are devoted to addressing the most important issues and questions. These changes may also call for extensions to the execution timeline, but these delays must be coordinated with AF/A5D for approval. Finally, all changes should be documented in the CBA final report.

6.2. Gap Analysis. In step 3 of the CBA process, the study team conducts a gap analysis of the baseline capability to determine whether capability gaps exist. The conditions, attributes, measures, and standards associated with the tasks for each capability requirement provide the basis for the capability gap assessment. Note that the operational conditions are derived from the scenarios used by the study team. To identify capability gaps, the study team uses findings and data from previous studies and reports as well as information from subject matter experts.

6.2.1. The specificity of the capability gaps will depend on the particular problem being analyzed in the study. In the nuclear enterprise example discussed below, the capability gap in providing responsive technical assistance depends on many factors such as user access to information, the accuracy, timeliness, and completeness of the information, and whether the information is relevant to the problem the user is solving. In this case, it is very difficult to identify when success or failure occurs. For example, having a user waiting too long for technical assistance is not appropriate, but specifically defining the maximum time that cannot be exceeded before a failure occurs is very difficult to determine and likely depends on the situation.

6.2.2. In other cases, the capability gap may be more specifically defined. For example, the electronic warfare protection suite on the F-22 aircraft may not be capable of countering an emerging surface-to-air missile (SAM) threat. In this case, the capability gap may be very specific by identifying the particular SAM threat that makes the aircraft vulnerable.

6.2.3. The study team should attempt to describe capability gaps with as much specificity as possible, but understand that this may not always be possible. Capability gaps that are more specifically defined will

help enable the study team to more clearly identify the risks associated with each capability gap and potential solutions to close or mitigate the gap.

6.2.4. Capability Requirement Statements. The study team uses the overarching problem statement and associated sub-problem statements, if applicable, to develop capability requirement statements and the associated tasks, conditions, attributes, measures, and standards. The capability requirement statements and the associated tasks, conditions, attributes, measures, and standards are used to determine whether shortfalls exist in the baseline capabilities of the force.

6.2.4.1. In addition to eliciting information from appropriate subject matter experts, the study team should use the Joint Capability Areas (JCAs), task lists (e.g., Universal Joint Task List (UJTL), Joint Mission-Essential Task List (JMETL), Mission-Essential Task List (METL), Air Force Task List (AFTL), other Service task lists), and other sources of information (e.g., Defense Planning Scenarios (DPSs), Integrated Security Constructs (ISCs), OPLANs, CONPLANs, CONOPS) to develop the capability requirement statements and associated tasks, conditions, attributes, measures, and standards.

Air Force Nuclear Enterprise Example: Capability Requirement Statements

The nuclear enterprise study team identified an overarching problem and a number of associated sub-problems in the CBA study plan. Two examples of sub-problem statements are shown below (note that these were described in the CBA study plan):

Overarching Problem Statement: The Air Force nuclear enterprise does not consistently generate, manage, or protect technical information in an accurate, reliable, secure, and timely manner to ensure nuclear system safety, security, and reliability.

- **Sub-Problem Statement 1.** Cannot consistently respond to technical information requests to enable field and depot missions.
- **Sub-Problem Statement 2.** Cannot effectively protect against unauthorized modification or destruction of technical information.

Using the sub-problem statements, the nuclear enterprise study team developed capability requirement statements. Two examples of capability gap statements are shown below:

Capability Requirement Statement 1. Provide responsive (i.e., accurate, timely, complete, relevant) technical assistance to support field and depot mission accomplishment (derived from sub-problem statement 1).

Capability Requirement Statement 2. Provide effective protections against unauthorized modification or destruction of technical information (derived from sub-problem statement 2).

The nuclear enterprise study team developed the associated tasks, conditions, attributes, measures, and standards for each capability requirement statement. Table 4-1 shows capability requirement statement 1 and the associated tasks, conditions, attributes, measures, and standards. In this example, the nuclear enterprise study team identified two tasks and associated attributes, measures, and standards for capability requirement statement 1. It is important to note that the study team may identify one or more tasks associated with each capability requirement statement. Additionally, each task may have multiple conditions, attributes, measures, metrics, and standards.

Table 6-1: Example of Capability Requirement Statement and Associated Information

Capability Requirement Statement 1: Provide responsive technical information assistance to support field and depot mission accomplishment (derived from Sub-Problem Statement 1).				
Task 1-1: Provide accurate technical information in response to technical assistance requests.				
Conditions: Field and depot maintenance facilities; headquarters staff facilities; environmentally controlled conditions for human occupation; continuous operations (24/7/365); peacetime and wartime operations tempo				
Attribute	Measure	Metric	Standard	Standard Justification
Accuracy	Number of accurate technical information assistance responses.	Percent	Threshold: $\geq 99.99\%$ of technical assistance responses are accurate. Objective=Threshold	Personnel must have accurate technical information to enable field and depot mission execution. The number of technical assistance responses provided annually average about 110,000. This threshold equates to about 11 instances of inaccurate technical information responses per year across the nuclear enterprise. Previous studies and reports have shown that failing to meet this standard could create detrimental work stoppages and rework as well as increase risk to nuclear surety and physical safety. <u>Sources:</u> Depot Maintenance Rework Study: Causes and Implications (2010); Field Maintenance Production Report (2011).
Task 1-2: Provide access to technical information.				
Conditions: Field and depot maintenance facilities; headquarters staff facilities; environmentally controlled conditions for human occupation; continuous operations (24/7/365); peacetime and wartime operations tempo				
Attribute	Measure	Metric	Standard	Standard Justification
Availability	Number of successful attempts by users to access technical information.	Percent	Threshold: $\geq 97\%$ of attempts by users to access technical information are successful. Objective=Threshold	Personnel must have access to technical information when needed to enable mission execution. Given the average number of actions to access technical information each day (436 actions), subject matter experts determined that anything less than the standard will result in work stoppages that will negatively impact the attainment of field and depot production goals. <u>Source:</u> Subject matter expert assessment.

6.2.5. Capability Gap Identification. Using the capability requirement statements and the associated tasks, conditions, attributes, measures, and standards, the study team determines whether shortfalls exist in the baseline capabilities of the force. The study team uses findings and data from previous studies and reports as well as information from subject matter experts to identify capability gaps.

Air Force Nuclear Enterprise Example: Capability Gaps

For capability requirement statement 1, the nuclear enterprise study team identified the following as the baseline capability:

Materiel: Engineering Data Management System (EDMS). The EDMS is a digital repository for Department of Defense (DoD) engineering technical information. The system provides input services via electronic file transfer as well as hardcopy conversion (scanning) and data transfer, quality assurance review of engineering drawings, selective retrieval of technical information data using a relational database with built-in business rules, and output services (hardcopy or digital). Technical information can be accessed through a web browser.

EDMS is the baseline capability for task 1-1 and part of the baseline capability for task 1-2.

Non-Materiel (Training): Technical Assistance Request (TAR) Process Training. The TAR process addresses all the actions performed by field maintenance organizations to request technical assistance from the System Program Office. The TAR training program provides instructions for creating and submitting technical information assistance requests relating to sustainment or maintenance issues requiring one-time Technical Order deviations or work stoppage situations.

TAR Process Training is part of the baseline capability for task 1-2.

To identify capability gaps, the nuclear enterprise study team used findings and data from previous studies and reports as well as information from subject matter experts. For capability requirement statement 1, the gap analysis results are shown in Table 6-2.

Table 6-1: Example of Capability Gap Results

Capability Requirement Statement 1: Provide responsive technical information assistance to support field and depot mission accomplishment.				
Task 1-1: Provide accurate technical information in response to technical assistance requests.				
Conditions: Field and depot maintenance facilities; headquarters staff facilities; environmentally controlled conditions for human occupation; continuous operations (24/7/365); peacetime and wartime operations tempo				
Attribute	Measure	Metric	Standard	Standard Justification
Accuracy	Number of accurate technical information assistance responses.	Percent	Threshold: ≥ 99.99% of technical assistance responses are accurate. Objective=Threshold	Personnel must have accurate technical information to enable field and depot mission execution. The number of technical assistance responses provided annually average about 110,000. This threshold equates to about 11 instances of inaccurate technical information responses per year across the nuclear enterprise. Previous studies and reports have shown that failing to meet this standard could create detrimental work stoppages and rework as well as increase risk to nuclear surety and physical safety. Sources: Depot Maintenance Rework Study: Causes and Implications (2010); Field Maintenance Production Report (2011).
Baseline Capability				
EDMS <u>Assessment:</u> Does not meet the threshold standard. <u>Justification:</u> Based on recent EDMS data from FY10-12, only 96% of the technical assistance responses, on average, are accurate. Most of the inaccurate data is due to delays in updating data and maintaining data currency and consistency. The Source: EDMS data FY10-12 and the EDMS Performance Assessment Report (2009-2010).				

Table 6-2: Example of Capability Gap Results (continued)

Task 1-2: Provide access to technical information.				
Conditions: Field and depot maintenance facilities; headquarters staff facilities; environmentally controlled conditions for human occupation; continuous operations (24/7/365); peacetime and wartime operations tempo				
Attribute	Measure	Metric	Standard	Standard Justification
Availability	Number of successful attempts by users to access technical information.	Percent	Threshold: ≥ 97% of attempts by users to access technical information are successful. Objective=Threshold	Personnel must have access to technical information when needed to enable mission execution. Given the average number of actions to access technical information each day (436 actions), subject matter experts determined that anything less than the standard will result in work stoppages that will negatively impact the attainment of field and depot production goals. Source: Subject matter expert assessment.
Baseline Capability				
EDMS				
<u>Assessment</u> : Does not meet the threshold standard				
<u>Justification</u> : Based on EDMS data from FY10-12, only 78% of the attempts by users to access technical information were successful. Source: EDMS data FY10-12.				
TAR Process Training				
<u>Assessment</u> : Does not support meeting the threshold standard.				
<u>Justification</u> : The instructions for accessing EDMS and requesting technical information assistance are vague and incomplete. Consequently, users can incorrectly submit technical assistance requests, resulting in unsuccessful attempts. Source: Subject matter expert assessment.				

6.2.6. Capability Gap Statements. Once the capability gaps have been identified, the study team describes them in terms of a shortfall of some aspect. Table 4-3 shows examples of capability gap expressions:

Table 6-1: Examples of Capability Gap Expressions

<u>Inadequate</u> policy enforcement to protect...	Intelligence collection is <u>inadequate</u> for...
<u>Insufficient</u> training to...	Current policy and guidance <u>do not provide</u> ...
<u>Unable</u> to counter...	Forces <u>lack</u> trained and experienced personnel to...
<u>No</u> common data sources and processes to...	Policy and doctrine <u>limit</u> ...
<u>Insufficient</u> capability to...	Forces <u>do not have</u> ...
System X is <u>vulnerable</u> in...	<u>Lack of</u> trained personnel to...
Communications can be <u>denied</u> in...	<u>Limited</u> capability to detect and counter...

Air Force Nuclear Enterprise Example: Capability Gap Statements

Based on the results of the gap analysis, the nuclear enterprise study team developed capability gap statements. The capability gap statements were derived from the capability requirement statements. Two examples of capability gap statements are shown below:

Capability Gap Statement 1. Insufficient capability to provide responsive (i.e., accurate, timely, complete, relevant) technical assistance to support field and depot mission accomplishment (derived from capability requirement statement 1).

Capability Gap Statement 2. Ineffective protections against unauthorized modification or destruction of technical information (derived from capability requirement statement 2).

6.2.7. Gap Characterization. Once the capability gaps have been identified, the study team completes Step 4 in the CBA process to characterize each gap as to whether it is due to proficiency, sufficiency, lack of existing capability, need for replacement due to aging of an existing capability, or policy limitation. Although this is a subjective assessment, the study team should provide the justification used to characterize the capability gaps.

Air Force Nuclear Enterprise Example: Capability Gap Characterization

The nuclear enterprise study team characterized the capability gaps identified in the study. One example of the capability gap characterization is shown in Table 4-4 below.

Table 6-1: Example of Gap Characterization Results

Capability Gap Statement 1: Insufficient capability to provide responsive technical assistance to support field and depot mission accomplishment (derived from Capability Requirement Statement 1).

Due to:	Justification
Lack of Existing Capability	Shortfalls in existing EDMS capability and TAR training have adversely impacted the responsiveness of technical assistance support to field and depot organizations. Lack of existing capability has resulted in the following: <ul style="list-style-type: none"> • Engineers creating inaccurate technical assistance responses by using technical information stored in EDMS that has not been updated in a timely manner to maintain currency and consistency. • Users unable to accomplish tasks in a timely and effective manner due to limited access to technical information stored in EDMS. • Users unable to access technical information by failing to follow TAR procedures due to vague and incomplete instructions.

6.2.8. Risk Assessment. The study team completes a risk assessment in Step 5 of the CBA process to identify the operational risks associated with the capability gaps. The study team assesses the risks in terms of mission (i.e., the ability to achieve the objectives of the scenario), force (i.e., the potential losses due to the capability gap), and other important considerations (e.g., resourcing risks, impacts on allies). As noted in the previous chapter, other methods can be used to assess risk. Regardless of the method used, the study team should provide the justification for rating risks associated with the capability gaps.

Air Force Nuclear Enterprise Example: Risk Assessment

The nuclear enterprise study team assessed the risks associated with the capability gaps identified in the study. One example of the capability gap risk assessment is shown in Table 4-5.

Table 6-1: Example of Risk Assessment Results

Capability Gap Statement 1: Insufficient capability to provide responsive technical assistance to support field and depot mission accomplishment.		
Risk to:	Rating	Justification
Mission	High	Failure to maintain correct configuration of nuclear weapon systems.
	High	Nuclear weapon system failures attributed to improper maintenance.
Force	Significant	Occupational Health and Safety incidents resulting from incorrect maintenance actions.
Resources	Moderate	Work stoppages and delays in field and depot maintenance activities.
	Moderate	Inefficient use of resources (e.g., rework required to reconfigure nuclear weapon systems back into correct configuration).

6.2.9. Gap Prioritization. The study team develops a prioritized list of the gaps in Step 6 in the CBA process by considering various factors such as the severity and consequence of risk, magnitude of the shortfall, alignment with strategic guidance, and stakeholder interests and priorities. The study team should provide an opportunity for the stakeholders or special groups to review the prioritized list to ensure decision-maker and stakeholder buy-in.

6.2.9.1. As described in the previous chapter, there are two methods that can be used to prioritize the capability gaps: rating scale and 1 to N ranking. Whatever method is used, the study team should provide the justification used to prioritize the capability gaps. In any case, the focus should be on identifying which of the gaps are important enough to be addressed now.

Air Force Nuclear Enterprise Example: Gap Prioritization

The nuclear enterprise study team prioritized all the capability gaps identified in the study. One example of the capability gap priority is shown in Table 6-6.

Table 6-1: Example of Gap Prioritization

Capability Gap Statement 1: Insufficient capability to provide responsive technical assistance to support field and depot mission accomplishment.	
Rating	Justification
1 – High impact on operational effectiveness; high operational risk if not mitigated	This capability gap impacts core processes that support the entire product lifecycle management capability. Failing to close or mitigate this gap will negatively affect all other capabilities associated with product lifecycle management. Solutions to address this capability gap should provide visibility and control of weapon system technical information and its functional and physical attributes. Failure to provide this capability will result in absence of, questionable integrity of, or degraded confidence in technical information that will negatively impact mission execution and pose a high risk to nuclear surety and personnel safety.

6.3. Solution Analysis. For each identified gap, the study team makes the initial determination of whether the operational risk warrants a solution. In some cases, the sponsor may be willing to assume the risk of not closing or mitigating a capability gap. The study team must collaborate with the sponsoring organization’s Director of Requirements and the appropriate AF/A5/7 CFT/FIT Team(s) in making the determination of whether to accept the risk. For capability gaps with unacceptable operational risk, the study team must provide justification that substantiates the need to pursue a solution. The final determination of whether to accept the risk or pursue a solution is an Air Force or DoD level decision.

6.3.1. For only those capability gaps that require a solution, the study team conducts a solution analysis in Step 7 of the CBA process to determine whether a non-materiel (DOTmLPP-P), Materiel, or integrated non-materiel and Materiel solutions can close or mitigate the capability gap. The study team uses subject matter experts knowledgeable of the area of interest in the study to identify potential solutions. There are several different approaches to elicit information regarding potential solutions from the subject matter experts (see Appendix E for more information on expert elicitation). It is important that the study team document the justification used by the subject matter experts to select a particular solution. This will enable the study team to develop credible and defensible justification statements that explain why a particular solution was selected.

6.3.2. The study team should advise the subject matter experts to consider the tasks and the associated attributes, conditions, measures, and standards that were used to identify the capability gaps to determine whether non-materiel solutions, Materiel solutions, or a combination of both have the potential to close or mitigate the capability gaps.

6.3.3. If the non-materiel approaches do not solve or sufficiently mitigate the gap, the study team should recommend a Materiel solution. The study team identifies the type of Materiel solution and determines whether any non-materiel impacts are associated with the solution. Types of Materiel solutions include the development and fielding of information systems, evolution of existing systems, and transformational systems (see previous chapter for more discussion regarding the types of Materiel solutions). As noted in the previous chapter, the subject matter experts should not address how the solutions should be implemented, but instead focus on the capabilities the solutions provide. If no Materiel solutions seem feasible, then the study team should recommend potential approaches such as Science and Technology (S&T) or Research and Development (R&D) investments.

6.3.4. When developing solutions, the study team should consider system-of-systems and family-of-systems. One common error is fixating on one aspect of a system. Many times, complex problems are best solved by making moderate improvements to multiple systems rather than a single, large improvement to one system.

Air Force Nuclear Enterprise Example: Capability Solution Analysis

The nuclear enterprise study team used subject matter experts to identify potential solutions to address the capability gaps identified in the study. In the example shown in Table 4-7, the study team identified materiel and training solutions to address the capability gap 1.

Table 6-1: Example of Solution Analysis Results

Capability Gap Statement 1: Insufficient capability to provide responsive technical assistance to support field and depot mission accomplishment.	
Solution Type	Justification
materiel (little “m”)	Permanent capability modifications (AF Form 1067) may be possible that add new capability and/or enhanced performance of EDMS to close the capability gap. Permanent capability modifications could address the causes of inaccurate technical information data. For example, one way engineers create inaccurate technical assistance responses is by using technical information that is not current. EDMS handles updates to technical information through a batch process which can delay the creation of current technical information. Performance enhancements may be possible that provide near real-time data updates, thereby minimizing delay time in updating technical information. Enhancing the availability of technical information by authorized users may require modifications that address the causes of unsuccessful attempts to access technical information such as frequent system downtime and limited capacity.
Training	Enhancements to the Technical Assistance Request (TAR) training program that provide better instructions on how to request engineering technical assistance could reduce the number of unsuccessful attempts by users to access technical information. Clearly defined instructions could help guide users in submitting technical assistance requests, resulting in more successful attempts to access technical information.

6.4. Cost Analysis. The study team develops a rough order of magnitude (ROM) cost estimate for each solution in Step 8 of the CBA process to assess the affordability of potential solutions. It is important that the study team consult with a cost analyst when conducting the analysis. The number of potential solutions and time available to conduct the analysis must be considered when determining cost analyst support.

6.4.1. The selection of a particular cost estimating method(s) is primarily driven by the quality and quantity of available cost data. In most CBAs, cost data is typically limited. In these situations, the analogy, parametric, and expert opinion cost estimating methods are typically used.

6.4.22. The CBA should focus on developing good ROM cost estimates to determine affordability and not on answering who is responsible for funding the solutions. The question of which organization(s) should provide funding can sometimes hinder completion of the analysis.

Air Force Nuclear Enterprise Example: Cost Analysis

The nuclear enterprise study team developed ROM cost estimates for the potential solutions to address the capability gaps identified in the study. In the example shown in Table 4-8, the study team used the analogy method to develop a cost estimate for a materiel solution (little “m”) for capability gap 1. For the training solution for capability gap 1, the study team used cost expert opinions to determine that the costs of enhancing TAR training were nominal.

Table 6-1: Example of Cost Analysis Results

Capability Gap Statement 1: Insufficient capability to provide responsive technical assistance to support field and depot mission accomplishment.				
Solution	Description	ROM Cost Estimate		Methodology
materiel	AF Form 1067 Modification Proposal for EDMS (new capability modification) (see AFI 10-601 for more information about AF Form 1067).	R&D:	\$7-8M	Analogy
		Investment:	\$21-24M	
		O&S:	\$10-13M	
		Disposal	\$1-2M	
		Total:	\$39-47M	
Training	Enhancements to the Technical Assistance Request (TAR) training program that provide clear and complete instructions on how to request engineering technical assistance.	Nominal cost		Expert Opinion

6.5. Solution Viability Assessment. Once the potential Materiel and non-materiel solutions have been identified and the cost analysis is complete, the study team assesses the viability of the solutions in closing or mitigating the capability gaps in Step 9 of the CBA process. The study team uses strategic responsiveness, feasibility, affordability, and requirements satisfaction as the criteria for assessing

viability. For each solution, the study team develops justification statements that explain why the potential solution meets the criteria.

Air Force Nuclear Enterprise Example: Solution Viability

The nuclear enterprise study team determined the viability of each of the potential solutions identified in the study. Table 4-9 shows the results of the study team’s assessment of the materiel solution for capability gap 1.

Table 6-1: Example of Solution Viability Assessment Results

Capability Gap Statement 1: Insufficient capability to provide responsive technical assistance to support field and depot mission accomplishment.		
Solution Type	Criteria Met	Justification
materiel (AF Form 1067)	Strategic Responsiveness	It is anticipated that the materiel solution will significantly mitigate, or possibly close, the capability gap by providing permanent capability modifications and enhancements that address the causes of inaccurate technical information data and improve the availability of technical information to authorized users.
	Feasibility	The materiel solution is technically feasible and can be implemented within the timeframe of interest (FY14-18). Depending on the nature of the permanent capability modifications and enhancements, Joint Staff/J6 may require Net Ready-Key Performance Parameter certifications. (It is important to get the right communities to speak for their areas of expertise: A2 for ISR supportability, A4 for sustainment, A6 for communications capacity.)
	Affordability	The ROM LCCE shows the R&D and Investment costs are well within the AF Form 1067 modification thresholds. The materiel solution can be resourced by the sponsor (AFMC).
	Requirements Satisfaction	It is anticipated the materiel solution will satisfy the capability requirement statement 1 (Provide responsive technical assistance to support field and depot mission accomplishment) and the associated tasks: <ul style="list-style-type: none"> • Task 1-1. Provide accurate technical information in response to a technical assistance request. • Task 1-2. Provide access to technical information.

6.5.1. Alternative Assessment for Solution Viability. The Technology, Mission, Resources, Organization (TMRO) framework is another useful technique to assess the viability of the proposed capability solutions. For more detail on the TMRO Framework, refer to Section 3.2 of the [AF/A5/7 Capability Development Guidebook Volume 2A, Capability Development Overview and Operational Capability Requirements Governance](#).

6.6. Recommendations. Using the results and findings from the CBA, the study team may develop one or more recommendations for the decision-makers to consider. The recommendations should address

future courses of action. As shown in Figure 6-1, there are a number of possible actions that may be taken based on the outcome of the CBA (see the JCIDS Manual for more information).

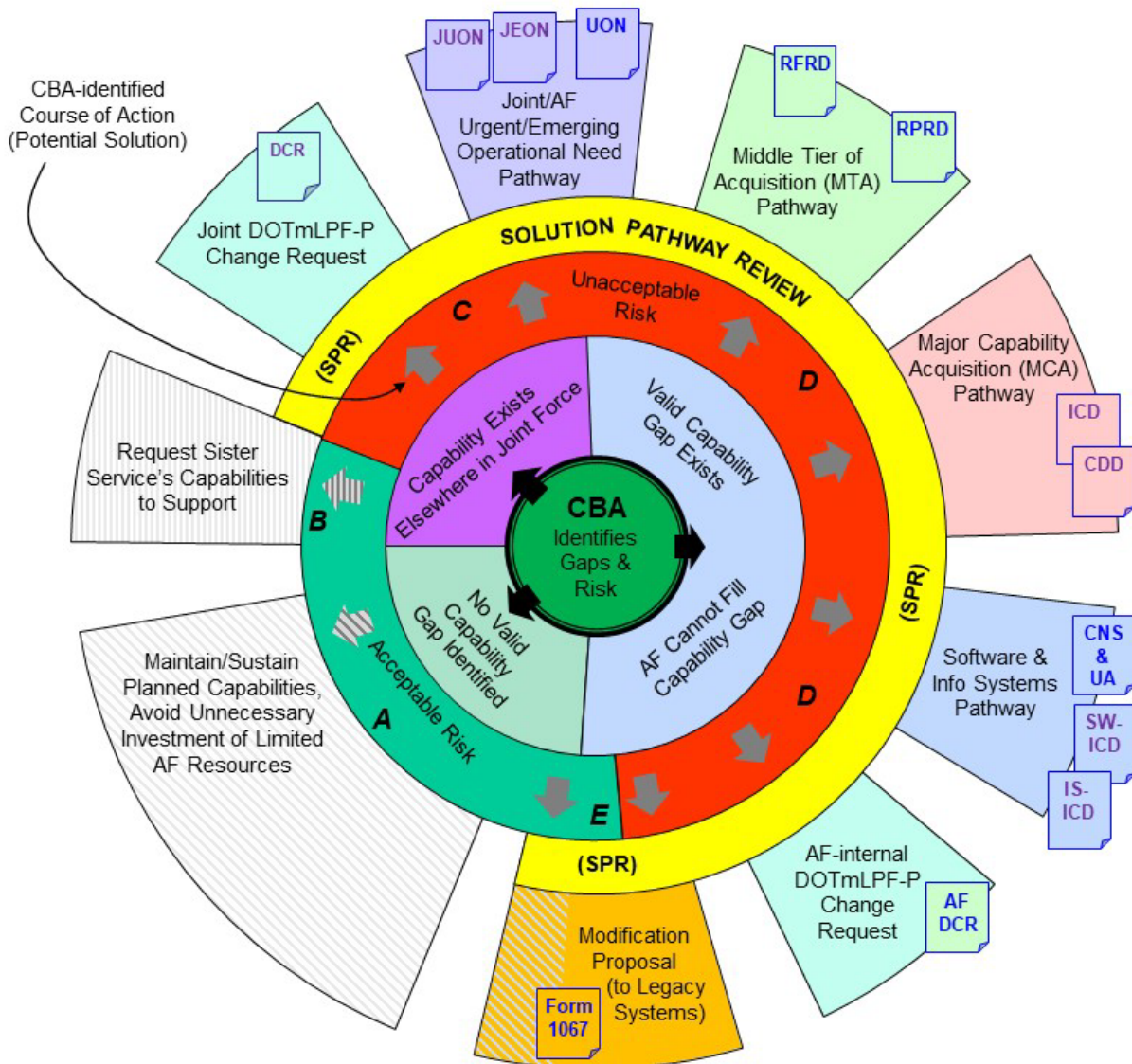


Figure 6-1: Post CBA – AF/JCIDS and SPR Actions

6.6.1. It is important to note that several actions associated with outcomes C and D must be coordinated and approved at the appropriate Capability Portfolio Management Review (CPMR) with a follow on Air Force Gatekeeper (AFGK)-led Solution Pathway Review (SPR) (see [AF/A5/7 Capability Development Guidebook Vol 2A](#) for more information). Additionally, some outcomes, such as the Joint Urgent Operational Need (JUON), may trigger different processes (see the appropriate volume of the AF/A5/7 Capability Development Guidebook 2-series). The following describes the possible outcomes and associated actions:

- **Outcome A.** If the capability requirements can be satisfied with current or projected capability solutions, then a capability gap does not exist. For this outcome the risk is acceptable by

definition and a JCIDS/non-JCIDS requirement document (and SPR) is not required. Beware of unnecessary investments into legacy capabilities and systems when the CBA may determine that the risk is acceptable to maintain the current resourcing plans.

- Outcome B. If capability solutions which can satisfy the capability requirements exist elsewhere in the Joint force, the sponsor does not create a new JCIDS document but uses a Request for Forces (RFF) or Request for Capabilities (RFC) and the Global Force Management (GFM) process to request forces and their associated capabilities (see JCIDS Manual and/or the AF/A5/7 Capability Development Guidebook Vol 2E for more information). The SPR is not required.
- Outcome C. If capability solutions which can satisfy the sponsor capability requirements exist elsewhere in the Joint force, but must be organic to the sponsor organization, the sponsor has two options described below.
 - To leverage entire capability solutions “off the shelf,” the sponsor may generate a Joint DCR for validation in JCIDS to establish the existing capability solution in the sponsor organization. To leverage only portions of other existing capability solutions that will be integrated into one or more of the sponsor’s capability solutions, the sponsor may generate a Joint DCR to establish the requirement to leverage part of another sponsor’s capability solution. The implementation of the Joint DCR may involve updates to existing CDDs or CPDs to provide for broadened scope, and submittal for review and revalidation. This outcome may also drive towards a rapid requirements document to acquire a fielded of Commercial-Off-The-Shelf (COTS) system via the Middle Tier of Acquisition pathway. For either option, the SPR is required.
 - In urgent situations supporting ongoing or anticipated contingency operations, the sponsor may generate a Joint Urgent Operational Need (JUON), Joint Emergent Operational Need (JEON), or DOD Component Urgent Operational Need (UON) for greater expediency. Expect extra scrutiny during validation if it is unclear why use of the GFM process and leveraging the Joint force is not appropriate to satisfying the sponsor’s capability requirement. For this option, an AFGK-streamlined SPR for AF/A5D validation is required.
- Outcome D. If capability solutions which can satisfy the sponsor capability requirements do not exist in the Joint force, the sponsor has three options described below:
 - If the capability requirement can be satisfied through a non-materiel approach, the sponsor generates a Joint or Air Force DCR as required to establish a new non-materiel solution. Use of the Joint DCR must have impact to the Joint Force. Both AF-sponsored Joint DCRs and AF-only DCRs require an SPR, eAFROC review, AF/A5D approval to forward to the AF validation authority (and FCB for Joint DCRs), and validation/approval by the VCSAF, followed by validation by the Joint Staff (as appropriate). Joint DCRs must comply with JCIDS format and content guidance.
 - If it is unclear whether the capability requirement can be satisfied through a non-materiel approach, Materiel approach, or both, the sponsor generates an ICD for validation in JCIDS. Sponsor analyses following ICD validation, such as an analysis of alternatives (AoA), additional DOTmLPP-P analysis, or other study, will determine which

successor documents (i.e., Joint or Air Force DCRs for non-materiel solutions and/or CDDs/CPDs for Materiel solutions) should be generated to support follow-on efforts. Alternatively, the capability requirement may be pursued via a Middle-Tier of Acquisition pathway or Software approach. For any of these options, the SPR is required.

- If the capability requirements are driven by ongoing or anticipated contingency operations, and left unfulfilled would result in unacceptable loss of life or critical mission failure, the sponsor may generate a JUON, JEON, or DOD Component UON document for expedited staffing and validation in the JCIDS or DOD Component processes. For this option, an AFGK-streamlined SPR for AF/A5D validation is required.
- Outcome E. If capability solutions which can satisfy the sponsor capability requirements do not exist in the Joint force, but the sponsor is willing to accept risk, then no JCIDS document is generated and the SPR is not required (unless the capability gap is going to be mitigated via a Form 1067 Modification Proposal, which requires an SPR).

6.6.2. In addition to the actions described above, the study team must address the following (see AFI 10-601 for more information):

- Science and Technology investments required before initiation of any acquisition activity,
- Areas that require additional information or analysis before initiation of any acquisition activity.

6.6.3. If applicable, the study team can develop recommendations that address the following:

- Other analyses, to include possibly other CBAs, that should be initiated,
- Improvements to the CBA process.

SECTION 7 – FINAL REPORT APPROVAL AND NEXT STEPS

This chapter describes the final report staffing process and briefly describes the Solution Pathway Review (SPR) and integration of the CBA outcomes into the appropriate Capability Development Plan (CDPs) and/or Requirement Roadmap (RRs). The SPR, CDP, and RR are described in more detail in the AF/A5/7 Capability Development Guidebook Volumes 2A and 2B.

7.1. Final Report Staffing. The AF/A5D is the review/decision authority for the review of the CBA final report and the selection of course(s) of action (see Section 1 for more detail on review and approval of the CBA). The AF/A5D may elect to elevate the level of approval (AF/A5/7, VCSAF, CSAF, or SecAF) as appropriate. The CBA final report must have specific content for approval (see Section 6 for more information regarding CBA final report requirements). Even if the final report does not identify any capability gaps, it is important that the study team complete the staffing process since the final report will serve as a historical record that may be useful in future studies.

7.1.1. Once the CBA final report has been approved, the sponsor submits the final version of the report via IRSS and AF/A5DR submits it to the Joint Staff for entry into the Knowledge Management/Decision Support (KM/DS) database. Further staffing of the CBA final report may be required if the recommended way forward includes requesting an SPR to develop an ICD. An AF CBA (or equivalent study) or a non-AF CBA approved by the AF/A5D and official AF recommendation indicating approval for ICD development is required for development of an ICD.

7.2. Integration into CDPs and/or RRs. Before Air Force and JCIDS actions can be taken at the completion of the CBA, the sponsor (working with the AF/A5/7 SME) integrates the insights, conclusions, and recommended courses of action into the appropriate CDPs and/or RRs. The CBA insights may affect several CDP/RR and the AF/A5/7 SME should cast a wide net to ensure the CBA insights are shared with other CFT/FITs that may be affected. The CDP/RR will be reviewed and revalidated periodically at the CPMR, and that validation will include approval to proceed with selected actions. If the next steps from the CBA (integrated into the CDP/RR) include the pursuit of operational requirement documents (JCIDS or non-JCIDS), the sponsor prepares an initial requirements strategy and submits an SPR package to AF/A5DR via IRSS for an Air Force Gatekeeper (AFGK) review (see Section 1 of this Guidebook for more information).

7.3. Preparing for Post-CBA Activities. With the completion of the CBA, there are several actions the sponsor should take in preparing for the next steps. The remainder of this section discusses four key actions: determining analysis sufficiency, building advocacy, answering the major questions, and seeking OAS assistance.

7.3.1. Determine Analysis Sufficiency. The sponsor develops the requirements strategy in collaboration with the appropriate CFT/FIT, operating commands (operators), acquisition professionals, resource managers, and implementing command representatives (e.g., systems engineers, testers, sustainers, intelligence analysts). To develop a successful requirements strategy, the sponsor uses the results and findings from applicable CBA(s) and other related studies and reports and coordinates to align with and adjust companion acquisition and resourcing strategies. The sponsor must determine whether the analysis is sufficient to defend the requirements strategy and/or changes to the resource priorities. Some of the key aspects that should be addressed in the analysis include the following:

- Identification and assessment of capability gap(s) in the area of interest;
- Assessment of risks associated with the capability gap(s);

- Evaluation of potential Materiel and non-materiel solutions to close or mitigate the capability gap(s);
- Evaluation of current and future Science and Technology (S&T) efforts which may enable a future capability solution, or future enhancements to current or proposed capability solutions;
- Assessment of whether potential solutions are affordable and resources are available.

If any of the key stakeholders deems the CBA's analysis is not sufficient, then additional analysis should be conducted to address the shortfalls to enable the requirements strategy and SPR or other next step.

7.3.2. Spread the Word/Build Advocacy. It is likely that the capability gaps identified in the CBA will be of interest to other organizations beyond those that participated in the CBA. Identifying potential stakeholders and building advocacy does not end with the CBA. The sponsor should not simply "shelve" the final report, but instead should "spread the word" by presenting the results at appropriate forums. OAS recommends that the sponsor brief HAF organizations or other stakeholders that may not have actively participated in the CBA, but that may have an interest in the capability gaps, potential solutions, and recommended courses of action. Other organizations across the Air Force, DoD, and government should be considered as well. These actions will help familiarize organizations beyond the AF/A5/7 and the MAJCOM of the CBA results and build advocacy for the resolution of the capability gaps. Finally, these actions will help identify the enduring team members who will be involved in the future JCIDS activities relating to the ICD, AoA study, CDD, and CPD.

7.3.3. Answer Major Questions. There are a number of major questions the sponsor should be prepared to answer (see below). These questions are examples that should provide insights into the types of questions that require forethought and preparation. If properly done, the CBA should have addressed these questions. This is not an inclusive list and there may be other questions that are specific to a capability gap, potential solution, or course of action. If the sponsor cannot provide proper responses to these questions using the results of the CBA(s) and other previous analysis, then it is likely the sponsor is not ready for a SPR or other resource-intensive next step:

- Why are these capability gaps important?
- Why must these capability gaps be addressed now?
- What are the implications if these capability gaps are not addressed now?
- What are the risks associated with these capability gaps and why are they important?
- What Joint and/or AF Concepts do these capability gaps impact or limit?
- What Operational Imperative(s) do these capability gaps link to?
- Who are the stakeholders and why do they have a stake?
- What are the key dependencies with other efforts?
- What are the cost estimates for potential approaches or solutions?
- Are the potential approaches or solutions affordable?
- What are the key decisions the CBA is intended to support?

7.3.4. Seek Assistance from the Office of Aerospace Studies (OAS). As identified in Section 1 of this Guidebook, CBA study team planning and activity must include direct assistance from AF/A5DY-OAS. OAS assists AF/A5D, MAJCOMs, and field agencies with the development of study guidance, study plans, study organization, and study execution for CBAs, AoAs, and other early analysis activity. In addition,

OAS can assist the sponsor by serving as a facilitator or co-facilitator for teams chartered to develop JCIDS documents (i.e., ICD, CDD, and CPD). Other OAS functions include the following:

- Train analysis leads, teams, and stakeholders. Training is based upon regulations, policy, best practices, and lessons learned. It is targeted to the specific analytic effort and addresses the planning, scoping, execution, and out-brief of the analysis.
- Advise the Air Staff, AFGK, AF/A5D, eAFROC, Lead Commands, teams, and stakeholders during the planning, execution, and review of the analysis.
- Assess the study plan and study final report/briefing. The assessment is advisory and given to the team, Lead Command, AFGK, and AF/A5D.

APPENDIX A – ACRONYMS AND SUPPORTING INFORMATION**Acronyms**

AFCAA	Air Force Cost Analysis Agency	FCB	Functional Capability Board
AFGK	Air Force Gatekeeper	FIT	Functional Integration Team
AFMC	Air Force Materiel Command	FOA	Field Operating Agency
AFRL	Air Force Research Laboratory	FoS	Family-of-Systems
AFROC	Air Force Requirements Oversight Council	GEF	Guidance for the Employment of the Force
AFTL	Air Force Task List	GFM	Global Force Management
AoA	Analysis of Alternatives	GOTS	Government Off-The-Shelf
BCL	Business Capability Lifecycle	GRC&As	Ground Rules, Constraints, and Assumptions
CBA	Capabilities-Based Assessment	HAF	Headquarters Air Force
CCTD	Concept Characterization Technical Description	HSI	Human Systems Integration
CDD	Capability Development Document	ICD	Initial Capabilities Document
CDP	Capability Development Plan	ICE	Independent Cost Estimate
CER	Cost Estimating Relationship	IMD	Intelligence Mission Data
CFT	Cross-Functional Team	IOC	Initial Operational Capability
CJCS	Chairman of the Joint Chiefs of Staff	IPL	Integrated Priority List
COCOM	Combatant Command	IRSS	Information and Resource Support System
CONOPS	Concept of Operations	ISC	Integrated Security Construct
CONPLAN	Concept Plan	ISR	Intelligence, Surveillance, and Reconnaissance
COTS	Commercial Off-The-Shelf	JCA	Joint Capability Area
CPD	Capability Production Document	JCIDS	Joint Capabilities Integration and Development System
CPMR	Capability Portfolio Management Review	JCTD	Joint Concept Technology Demonstration
CRA	Chairman's Risk Assessment	JEON	Joint Emergent Operational Need
CSAF	Chief of Staff of the Air Force	JMETL	Joint Mission-Essential Task List
DAU	Defense Acquisition University	JROC	Joint Requirements Oversight Council
DBS	Defense Business System	JSCP	Joint Strategic Capabilities Plan
DCR	DOTmLPF-P Change Recommendation	JUON	Joint Urgent Operational Need
DoD	Department of Defense	KM/DS	Knowledge Management/Decision Support
DoDAF	Department of Defense Architecture Framework	LCC	Life Cycle Cost
DoDD	Department of Defense Directive	MAJCOM	Major Command
DOTmLPF-P	Doctrine, Organization, Training, materiel, Leadership and Education, Personnel, Facilities, and Policy (in this version of the acronym, "m" refers to existing materiel in the inventory)	MDD	Materiel Development Decision
DPG	Defense Planning Guidance	METL	Mission-Essential Task List
DPS	Defense Planning Scenario	MSA	Materiel Solution Analysis
DRU	Direct Reporting Unit	MUA	Military Utility Assessment
DSG	Defense Strategic Guidance	O&S	Operations and Support
		OAS	Office of Aerospace Studies
		OPLAN	Operation Plan

AF/A5/7 CAPABILITY DEVELOPMENT GUIDEBOOK, Volume 2C

OSD	Office of the Secretary of Defense	RR	Requirements Roadmap
PEO	Program Executive Office	S&T	Science and Technology
POE	Program Office Estimate	SAM	Surface-To-Air-Missile
POM	Program Objective Memorandum	SecAF	Secretary of the Air Force
R&D	Research and Development	SoS	System-of-Systems
RFC	Request for Capabilities	SPR	Solution Pathway Review
RFF	Request for Forces	SSA	Support for Strategic Analysis
RFI	Request For Information	UON	Urgent Operational Need
RFRD	Rapid Fielding Requirements Document	UJTL	Universal Joint Task List
ROM	Rough Order of Magnitude	VCSAF	Vice Chief of Staff of the Air Force
RPRD	Rapid Prototype Requirements Document	WBS	Work Breakdown Structure

Web Links

AF/A5DR Requirements Policy and Integration: <https://www.my.af.mil/gcss-af/USAF/ep/globalTab.do?command=org&channelPageId=s6925EC1352150FB5E044080020E329A9&pageId=681742>

Air Force Cost Analysis Agency: <https://www.my.af.mil/gcss-af/USAF/ep/globalTab.do?channelPageId=s6925EC13537B0FB5E044080020E329A9>

Air Force e-Publishing Online: <http://www.e-publishing.af.mil/>

Air Force Portal: <https://www.my.af.mil/>

Defense Technical Information Center: www.dtic.mil

Defense Acquisition University: <https://www.dau.edu/>

APPENDIX B – TEMPLATE FOR CBA STUDY INITIATION NOTICE

----- Utilize the appropriate Organizational or Tongue & Quill Memorandum format-----

1. Summary/Overview: Per JCIDS and AF direction, The Study Initiation Notice must contain the following elements:

- Title of study, executive summary/purpose
- Participating organizations and intended completion date
- Study Sponsor/Lead POC contact information
- Tier 1-3 JCAs, or lowest JCA tier related to primary focus of study

2. Justification: Answer the question - Why it is important to conduct this CBA/study now?

- Discuss why this specific mission area or bounded set of activities needs to be assessed at this time. Reference Capability Development Plan(s), Requirement Roadmap(s), SAF/SA risk assessments, or other authoritative document (CSAF-signed planning document, presidential/Congressional direction, Air Force Strategic Master Plan, etc.). If this CBA/study does not link to documented sources, then provide a discussion of why this effort benefits the Air Force. The AF is short of analytic resources and the intent is to show why this is a GO/SES-appropriate piece of work that needs to be done now.
- Identify key dependencies with other efforts. Does/will other work answer some of the key questions? Does previous analysis scope out some aspects of the problem? Will this effort in turn defer part of the problem to subsequent studies that this effort will feed?
- Identify the expected next step(s), i.e. key decisions the CBA/study is intended to support.

3. Scope: Answer the question - What is the proposed scope of the CBA/study?

- Identify what specific mission area or bounded set of activities will be addressed by the assessment and/or analysis, and why that scope is appropriate.
- Identify the timeframe(s) (near, mid, or far) in which this capability is anticipated to deliver, and if known, the operational scenarios and missions that will be examined.
- Identify the questions to be answered by the assessments and/or analysis, and what major questions will remain after this study is completed. These are very important pieces of the Study Initiation Notice and the questions should link back to the decision(s) identified above: what will the CBA/study answer that will inform those decisions?

4. Study Execution

- Provide a short synopsis (1-2 paragraphs) of the analytic approach/methodology. Literature search? Statistical analysis of past data? Campaign modeling? Basic physics first principles? SME voting? Major data sources: actual data, Defense Intelligence Agency projections, data call from industry, etc.? Typically there will be several approaches and data sources.

- Expected schedule (when will it start, when is it expected to be finished), and what resources (money and manpower) will be used to conduct the assessments and/or analysis.
- Identify key precursor products: Joint Concepts, JCAs related to primary focus of study, Service CONOPS, baseline architectures, threats and how they affect the schedule / resources needed.
- Which organizations are proposed to be on the core team executing the CBA/study?
- Identify any key challenges to meeting the timeline. This is especially true if the HAF, Strategic Development Planning and Experimentation (SDP&E), or CD Summit leadership/structures may be able to facilitate getting past the challenge.
- Identify the anticipated classification level of the assessment/analysis and study report.

APPENDIX C – TEMPLATE FOR CBA STUDY PLAN

-----Cover Page-----

<Name of Project>

Capabilities-Based Assessment (CBA) Study Plan

<Lead MAJCOM>

<Date>

Distribution Statement

Refer to these sources for more information:

1. Department of Defense Directive (DODD) 5230.24, “Distribution Statements on Technical Documents”
2. Air Force Pamphlet (AFP) 80-30, “Marking Documents with Export-Control and Distribution-Limitation Statements” (to be reissued as Air Force Instruction (AFI) 61-204)

Ask the Scientific & Technical Information (STINFO) Officer for help in choosing which of the available statements best fits the AoA

REMEMBER -- CBA information may be PROPRIETARY, SOURCE SELECTION SENSITIVE, OR CLASSIFIED, therefore mark as appropriate

-----Table of Contents-----

1. Introduction and Background
 2. Problem Statement
 3. Study Purpose
 4. Study Scope and Schedule
 5. Study Team Members and Stakeholders
 6. Ground Rules, Constraints, and Assumptions (GRC&As)
 7. Operational Context
 8. Baseline Capability
 9. Analysis Methodology
- Appendix A: Acronyms
Appendix B: References

-----Body of Study Plan-----

1. Introduction and Background

- Provide relevant information associated with the area of interest that will be assessed in the study (e.g., key activities, concepts, events, decisions, processes, systems, issues, and organizations).
- Describe how the study was initiated, who initiated the study, and why the study is being conducted now.

- Discuss significant findings and results from related studies germane to the CBA.
- If study guidance was published by the sponsor, special group, or other organization, discuss the main points and significance to the study.

2. Overarching Problem Statement

- Define the top-level or overarching problem and explain why it is important. If sub-problem statements were defined, they should be included as well.
- Describe how the study team identified the overarching problem and sub-problems, if applicable, and what sources of information were used.

3. Study Purpose

- Describe what the study team will accomplish in the study.
- Describe what decisions may be informed by the final report (generally, these are the development of one or more Initial Capability Documents (ICDs), Air Force Form 1067 Modification Proposals, or DOTmLPP-P Change Requests (DCRs)).

4. Study Scope and Schedule

- Describe the focus of the study and what is and is not in the study. Identify factors that are driving the scope of the study (e.g., information needs of the decision-makers, previous analyses, resource or time constraints, etc.).
- Identify and explain any limitations to the depth and breadth of analysis and impacts on the study (e.g., what study questions will not be answered, what will not be evaluated, what analyses will not be conducted).
- Define the timeframe of interest in the study (this includes the estimated time when solutions will be delivered to close or mitigate the capability gaps).
- Indicate when the study plan is expected to be approved and the organization/office of the decision maker who will be the approval authority.
- Indicate when the study will begin and end and when the final report is expected to be approved.

5. Study Team Members and Stakeholders

- Identify the organization/office of the official sponsor and decision maker of the CBA as well as the organization/office of the study director, team members, and stakeholders.
- Identify the chairperson and group member organizations of any special groups. Describe the roles and responsibilities of the chairperson and group members.

6. Ground Rules, Constraints, and Assumptions (GRC&As)

- Identify the initial set of GRC&As for the study (including the source and rationale).
- Describe how the study team will identify, check for consistency, and document new GRC&As during the course of the study.
- Describe how the stakeholders and the decision maker will review and approve new GRC&As and changes to existing GRC&As.

7. Operational Context

- Describe the operational context that will be used in the study to include the operational scenarios, conditions, locations, environments, and threats.
- Identify the sources of information that were used to define the operational context (e.g., Defense Planning Scenarios (DPSs), Integrated Security Constructs (ISCs), OPLANs, Contingency Plans, and Concepts of Operations (CONOPS)).

8. Baseline Capability

- Describe the baseline capability (existing and planned systems).
- Describe how the baseline capability is employed in the operational environment.

9. Analysis Methodology

- Describe how the study team will conduct the analysis, specifically the gap analysis, gap characterization, risk assessment, gap prioritization, solution analysis, cost analysis, and solution viability assessment.

-----Appendices-----

- A. Acronyms
- B. References
- C. Other appendices as necessary

APPENDIX D – TEMPLATE FOR CBA FINAL REPORT

This appendix contains the final report template for the CBA.

-----Cover Page-----

<Name of Project>

Capabilities-Based Assessment (CBA) Final Report

<Lead MAJCOM>

<Date>

Distribution Statement

Refer to these sources for more information:

1. Department of Defense Directive (DODD) 5230.24, "Distribution Statements on Technical Documents"
2. Air Force Pamphlet (AFP) 80-30, "Marking Documents with Export-Control and Distribution-Limitation Statements" (to be reissued as Air Force Instruction (AFI) 61-204)

Ask the Scientific & Technical Information (STINFO) Officer for help in choosing which of the available statements best fits the AoA

REMEMBER -- CBA information may be PROPRIETARY, SOURCE SELECTION SENSITIVE, OR CLASSIFIED, therefore mark as appropriate

-----Table of Contents-----

Executive Summary

1. Introduction
3. Gap Analysis Results
4. Solution Analysis Results
5. Cost Analysis Results
6. Solution Viability Assessment
7. Conclusion and Recommendations

Appendix A: Acronyms

Appendix B: References

-----Body of Final Report-----

Executive Summary

- Briefly describe the overarching problem addressed in the study and relevant background information.
- Describe the purpose and scope of the study.
- Identify the key stakeholder organizations involved in the study.
- Summarize the results of the study.

- Discuss the recommendations.

1. Introduction

- Briefly describe the overarching problem addressed in the study and relevant background information.
- Describe the purpose and scope of the study.
- If study guidance was published by the sponsor, special group, or other organization, discuss the main points and significance to the study.
- Identify the organization/office of the official sponsor and decision maker of the CBA as well as the organization/office of the study director, team members, stakeholders, and special groups (if any).
- Briefly describe the baseline capability (existing and planned systems) and how it is employed in the operational environment.
- Identify the GRC&As for the study (including the source and rationale).
- Briefly describe the operational context that was used in the study to include the operational scenarios, conditions, locations, environments, and threats.

2. Gap Analysis Results

- Describe the results of the gap analysis; include the results of the gap characterization, risk assessment, and gap prioritization.

3. Solution Analysis Results

- Describe the results of the solution analysis.

4. Cost Analysis

- Describe the results of the cost analysis. This includes presentation of the rough order of magnitude (ROM) life cycle cost (LCC) estimate.

5. Solution Viability Assessment

- Describe the results of the solution viability assessment.

6. Conclusion and Recommendations

- Discuss the conclusion and recommendations.

-----Appendices-----

- A. Acronyms
- B. References
- C. Other appendices as necessary

APPENDIX E – EXPERT ELICITATION

Introduction

Expert elicitation is a structured method of gathering expert judgment and answering questions concerning issues or problems of interest in a study. The Delphi method, developed by the RAND Corporation in the 1950s, was one of the first recognized expert elicitation methods. Over the years, many other elicitation methods have been developed and used by various organizations in both the private and public sectors. There are numerous examples of its use by federal agencies to include the United States Army Corps of Engineers, Nuclear Regulatory Commission, National Aeronautics and Space Administration, Department of Transportation, Department of Energy, Department of Agriculture, and the Environmental Protection Agency.

Since expert judgment is affected by the approach used to gather it, a specially designed process is required that includes procedures for developing questions, conducting the elicitation, and handling biases that may arise. The process is designed to facilitate thinking and encourage experts to state their true opinions. Through the elicitation process, experts derive judgments from the available body of evidence ranging from direct empirical data to theory. Although the process is formal and structured, it can differ in terms of the degree of interaction between experts, level of detail in information elicited, number of meetings, type of communication mode, and degree of structure in the elicitation process.

Expert elicitation is different from sampling methods since respondents are not considered to be representative of a population (Chan et al, 2010). Instead, respondents are viewed as representing a large body of knowledge. Expert elicitation seeks to reflect the range of credible opinion regarding a specific question or problem, so the foremost concern is the quality and diversity of the participating experts.

After a brief overview of expert elicitation and judgment, this appendix presents an approach to conducting expert elicitation in the CBA. It provides insights regarding the selection of experts, development of questions, and design and conduct of the elicitation process.

What is an Expert?

Meyer and Booker (2001:3) define an expert as “a person who has background in the subject area and is recognized by his or her peers or those conducting the study as qualified to answer questions.” It is natural to think of experts as professionals such as scientists, physicians, and engineers, but any person with sufficient knowledge of the subject matter can be considered an expert for the purpose of the study. Although an individual’s knowledge is important, other factors such as personality, experience, and expertise in organizing and using his or her knowledge are critical to the success of the elicitation (O’Hagan et al, 2006:27). Achieving a balanced and broad spectrum of viewpoints may require eliciting judgments from individuals with various backgrounds and degrees of expertise.

Expert Judgment

There is a myriad of terms used to describe expert judgment such as expert opinion, subject matter expert assessment, subject matter expert analysis, subjective judgment, and expert knowledge. Whatever it is called, expert judgment is the data given by an expert in response to a question and represents an expression of opinion based on knowledge and experience. Judgment is shaped by the expert’s state of knowledge at the time of the response to the question, and because experts have different experiences and knowledge, their judgments can differ and change over time as new information is learned.

Expert judgment is commonly expressed in quantitative terms, although it is possible to obtain expert judgment in a variety of other non-numeric or qualitative forms. Some examples of information elicited from experts are shown in Table E-1.

Table E-1. Examples of Information Elicited from Experts

Quantitative	Qualitative
Probability of an occurrence of an event	Impact of a change
Probability of failure of a system	Risks and consequence of a decision
Estimates of ranges of uncertainty	Variables, assumptions, and data used in an analysis
Likelihood of a causal relationship	Elements needed for decision making
Allocation of funding	Failure causes, potential failures, and potential solutions
Rating of the performance of a model	Methods to optimize performance

An Expert Elicitation Approach for the CBA

It is necessary to follow a formal and structured process to ensure the information elicited from experts is suitable for analysis. The following describes a seven-step approach to conducting expert elicitation in the CBA. It provides guidelines for the selection and preparation of experts, development of questions, design and conduct of the elicitation process, and analysis and reporting of data.

Step 1. Identify the Need for Expert Elicitation

In conducting the CBA, the study team must typically deal with many unknowns associated with new and complex concepts. Choosing the appropriate research methods to collect and analyze data is a foremost concern. Study objectives, data accessibility, time and resource constraints, and available tools and techniques are some important factors that the study team must consider when determining which research methods to use.

Expert elicitation can be a very useful technique for gathering data in the CBA study given the breadth of information that may be collected. Expert elicitation is appropriate in situations where traditional research methods are not feasible or data is insufficient, unattainable, or too costly or impractical to collect. Some examples of the information that can be elicited from experts in the CBA include the following:

- Establishing study ground rules, constraints, and assumptions,
- Identifying and rating risks and consequences,
- Identifying criteria (threshold and objective values) of performance measures,
- Providing estimates of performance measures.

Step 2. Develop the Questions

Expert elicitation relies on surveys to collect data of some aspect for analysis. Expert judgment is primarily elicited through face-to-face interviews. The choice of whether to use personal interviews (i.e., interview one expert at a time) or group interviews (i.e., interview experts in a group) will depend on various factors such as time constraints and the availability of experts. Whatever method is chosen, using good questions is an essential part of the survey process.

Good questions are unmistakably clear, precise, and unambiguous and ensure the recorded responses align with what the analyst is trying to measure. Questions are specifically worded to avoid creating

different interpretations of what is being asked. Differences in answers should be due to differences among respondents rather than from different interpretation of the question's wording. If respondents do not have the same understanding of what the question asks for, error is likely to result. Good questions are both reliable (i.e., provide consistent responses in comparable situations) and valid (i.e., answers correspond to what they are intended to measure).

Crafting good questions requires careful forethought and a sound approach. Subject matter experts who are not among the experts in the panel can assist in developing the questions as well as any assumptions, definitions, or other supporting information associated with the questions. Expert insights gleaned during the question development process will help ensure the questions are eliciting the information of interest in the study. The CBA typically requires many different types of experts (e.g., aircraft operators, logisticians, intelligence experts), so it is critical to have the right ones participating at the right time.

The process begins by drafting a set of initial questions then using a small group of experts to design the final questions. Feedback from experts will be helpful in determining how specific questions should be worded, order and number of questions, and question format. Pre-testing the questions with several other experts can help refine the questions and identify problems such as unclear wording or misreading that must be addressed prior to using the questions in the elicitation.

There are several aspects of questions that should be considered during the question development process. For instance, whether a question is open or closed can significantly affect the type of data that is collected. Closed questions provide a list of acceptable responses to the respondent, whereas open questions do not provide the acceptable responses. For closed questions, respondents can perform more reliably in answering the question since the responses are given and analysts can more reliably interpret the meaning of the answers (Fowler, 1993: 82). Open questions are appropriate in situations where the list of possible responses is long, making it impractical to present to the respondents. Responses to open questions describe more closely the real views of the respondents and can elicit unanticipated responses.

Whether personal or group interviews are used, there are several guidelines to consider when administering the questions:

- Instructions should be clear and brief and question forms should be few in number to reduce respondent confusion,
- The number of questions and question wording should be kept to a minimum,
- Questions should follow a logical order (e.g., time sequence, process related),
- Questions should be asked in a neutral format without leading statements or clues to desired responses.

Step 3. Select the Experts

Selection criteria define the set of individuals that have a chance of being selected to participate as expert panel members in the study. It is important to establish selection criteria through careful deliberation since the selection of experts is a critical step in the process. Since the expert panel selection is not random, there is a risk of researcher bias when the researcher makes selections based on inappropriate criteria. Selection error present in an expert panel depends on the degree of expertise of the person making the selection decision. It is advantageous to consider a range of possible criteria

by drawing from the expertise of the study director, study team members, study advisory group, and other appropriate groups and organizations.

A “good” expert has technical knowledge, experience, and intuition as well as an ability to integrate information and draw conclusions. Criteria such as level of training, type of skill, and years of experience can be used to ensure the panel consists of experts with the proper knowledge and expertise. Ultimately, selection criteria will depend on the objectives of the study. Table E-2 provides some examples of criteria that can be used to identify experts for participation in a study.

Table E-2. Examples of Expert Selection Criteria

Criteria	Description
Knowledge of Area of Interest	Understanding of the area of interest, reputation as a technical authority, awards received, membership in organizations or groups in the area of interest.
Background and Experience	Years of experience, level and diversity of experience, type and number of past positions held.
Education and Training	Specialized training, type of advanced academic degree(s), special certification(s) and qualifications.
Published Work	Number and quality of publications in the area of interest.
Personal Skills	Interpersonal skills, communication skills, flexibility, impartiality, ability to generalize and simplify.
Economic or Personal Stake	Lack of economic or personal stake in the potential findings.
Availability and Willingness	Availability and willingness to commit needed time and effort to participate in the study, willingness to prepare for discussions and provide opinions.

Like other studies, the number of experts used in the CBA will be mostly driven by resources and time available to conduct the study as well as the number and availability of individuals who have the expertise in the area being studied. Although there are no absolute rules regarding the number of experts, large panels increase the likelihood that all possible expert views are represented. While all are knowledgeable of the area of interest, experts have different experiences and perspectives that will shape their responses. Large panels can often produce insights that may not be possible with small panels.

Despite the lack of definitive approaches to determining the appropriate number of experts, a panel of practitioners in expert elicitation recommends at least six experts should be included and that the benefit of including additional experts beyond 12 begins to diminish (Cooke and Probst, 2006:16). Using panels with less than six members will likely reduce the chances of collecting a diversity of information.

Step 4. Prepare the Experts

Once the experts have been identified and selected, the next step entails preparing them for the elicitation by providing relevant information about the study. Experts must have a thorough understanding of the issues before being able to answer questions. Issue familiarization is the process used to help the experts understand the issues of interest in the study, purpose of their participation, expectations, study objectives, elicitation process, list of questions, terminology, and key assumptions and definitions. Depending on the objectives of the elicitation, information about the technical aspects of the baseline capabilities, potential solutions, study methodology, and performance measures may be required as well.

Whether done in a group or individually, it is important to present the same information to ensure a common understanding of the issues. Presentations, briefing books, and other documents should be assembled to provide the relevant information.

Step 5. Conduct the Elicitation

The approaches used to elicit judgments vary widely and will rely to a large degree on the objectives of the study. The amount of time required for the elicitation may range from a few hours to as much as a week depending on the size and complexity of the study. The analyst should consider a number of factors in designing the elicitation:

- Time and resources available for the study,
- Type of information to be elicited,
- Number of experts,
- Amount of time experts will need to provide judgments,
- Degree of interaction among the experts,
- Number and type of questions,
- Format for the answers,
- Mode(s) of communication,
- Type of interview.

Expert judgment is elicited through personal or group interviews. Personal interviews are usually done in private and in person and allow the interviewer to gather in-depth data from the experts without distraction or influence by other experts. Group interviews are conducted in person through a structured approach that defines when and how experts express and discuss their opinions.

Although personal interviews can be used, convening an in-person group meeting to conduct the elicitation has several advantages in the CBA. Most importantly, it provides an opportunity to introduce the issue, review the relevant information, and describe the elicitation purpose and process. It can serve as a forum to answer questions, share information, discuss expectations, describe how the results will be used, and gain feedback on any issues that require further clarification or additional information. The major drawback to group elicitation is the undesirable effects of dominant or vocal participants, something that is avoided by eliciting experts individually through personal interviews (Cooke and Probst, 2006:16).

In group elicitations, there are greater demands of time and effort on the interviewer to structure and facilitate the discussions and interactions amongst the experts. The interviewer is responsible for ensuring the integrity of the elicitation process and its implementation by initiating and maintaining effective discussions. Ayyub (2001:18) recommends using a facilitator or moderator to help create an environment that ensures equity in presenting views and a successful elicitation of opinions and information from each expert.

In the CBA, gaining insights into the underlying reasoning or rationale of an expert's response may be as important as the response itself. There are several techniques described by Meyer and Booker (2001) that can be used to interview experts and learn the rationale for a response:

- The verbal report involves instructing the expert to think aloud when answering a question and resembles someone talking to oneself. The technique can be time consuming since it is used on

one expert at a time. It is important to note that not all experts are capable of verbalizing all their thoughts for various reasons (e.g., too difficult to articulate, thoughts are automatic or unconscious).

- The verbal probe entails phrasing questions in a way to minimize influencing the expert's thinking. The technique is a quick means of obtaining information and is suitable for both personal and group interviews.
- The ethnographic technique involves transposing the expert's words into questions. Because the questions are based on the expert's own words, it is a non-biasing form of questioning. The technique can be time consuming and is not suitable for group interviews.

In structuring the elicitation, it is important to understand and anticipate bias that may occur. Bias is a skewing that arises from our personal perceptions and understanding. There are various forms of bias and methods for dealing with them. Table E-3 provides a brief description of seven common forms of bias and when they are likely to occur.

Several steps can be taken in designing the elicitation process to help mitigate anticipated bias. For example, to reduce social pressure from the data gatherer, the interviewer can use the verbal report, verbal probe, and/or ethnographic phrasing of questions instead of direct questions that may lead the experts. If complicated response forms such as probability and uncertainty estimates are being elicited, prepare the experts for the elicitation by conducting a training session that describes the fundamental principles of the response form. The training will help eliminate the potential of confusion and underestimation and give the experts an opportunity to rehearse providing responses to sample questions in the appropriate form. Finally, as part of the preparation for the elicitation, it is important to make the experts aware of the forms of bias and why they happen. Although bias cannot be completely eliminated, experts will not be able to control their own tendencies toward bias without first having a good understanding of it.

While much can be done to design the elicitation to help mitigate bias, the interviewer must still be alert to the occurrences of bias during the elicitation process and make the appropriate adjustments to counter it. For example, if there are inconsistencies in responses, the interviewer should ask the experts to reconsider their responses. If fatigue is a factor, the interviewer can shorten the elicitation sessions or schedule breaks to help preclude potential inconsistencies in responses. In group situations, the interviewer should suspect group think is occurring when no one in the group voices a difference of opinion or the experts defer to one or more other experts.

Table E-3. Common Forms of Bias

Bias	Description
Social Pressure – Data Gatherer	Individuals consciously or unconsciously alter the descriptions of their thoughts to gain acceptance and to be seen in the most positive light possible. Data gatherers can intentionally or unintentionally influence the individual through body language, facial expression, intonation, and word choice. More pronounced in cases when the interviewer uses leading questions.
Social Pressure – Group Think	Social pressure from others in a group induces individuals to alter their responses or silently acquiesce to what they believe will be acceptable to the group. More pronounced when individuals in a group desire to remain as members, are satisfied with the group, and view the group as cohesive.
Wishful Thinking	Individuals' hopes influence their judgment—what individuals think should happen will influence what they think will happen. More pronounced when individuals do not have to explain their reasoning and when individuals are personally involved or would gain from their answers.
Inconsistency	Individuals are inconsistent in solving of problems—as experts' thinking evolves over time, their current thoughts or answers may contradict those expressed earlier. More pronounced when: <ol style="list-style-type: none"> 1. Elicitation sessions are long and individuals forget instructions, definitions, and assumptions, 2. Complicated response forms such as probability distributions and percentiles are causing confusion, 3. Experts are asked to consider too many things and become confused and inconsistent.
Underestimation of Uncertainty	Individuals underestimate the uncertainty in the answers they provide. More pronounced when response forms are probabilities and other quantitative estimates.
Anchoring	Individuals receive additional information but do not adjust from their first impression in answering the question. More pronounced when experts have described their positions orally or in writing and fear losing face if they change their response.
Availability	Individuals do not mention more than one or two considerations in giving their responses which can mean the experts are drawing from data that is easier to recall. More pronounced when the expert does not receive any information from others that could help trigger less accessible data when formulating a response.

(derived from Meyer and Booker, 2001:133)

There are many different approaches to interview experts that would be appropriate in the CBA. In group situations, one approach commonly used involves interviewing each expert separately, reviewing the answers in a group, and then providing an opportunity for the experts to revise their responses. Depending on the objectives of the study, the analyst may be only interested in collecting responses to questions, whereas in other cases, the rationale for the response may be required as well. The following provides several examples of elicitation methods for group interview situations:

- Each expert is asked to provide a response to a question as well as rationale for his or her response that includes identification of issues that significantly influenced the response. After

providing responses, the panel of experts is given an opportunity to review the results. During the review, each expert discusses the rationale for his or her response while the other panel members are encouraged to ask questions and contribute information. Following the review, the experts are given an opportunity to revise their responses and provide rationale in light of what was learned during the discussion. With the submission of the revised responses, the question is closed and the elicitation process resumes with the next question.

- Each expert is asked to provide an initial response to a question. To avoid social pressure, the individual responses are then displayed anonymously to the panel of experts through an on-screen graphical presentation. The experts are given an opportunity to discuss the results of the presentation. Following the discussion, the experts provide a final response. With the submission of the final response, the question is closed and the elicitation resumes with the next question.
- Questions with associated background information are provided to the panel of experts. To encourage knowledge sharing, the experts are given an opportunity to discuss the questions and information as a group. The interviewer monitors the discussion and responds to any questions from the panel members. If necessary, the interviewer provides additional information to help the panel in understanding the issues. The information may be requested by the panel or the interviewer, through observation, deems the information is needed to facilitate the discussion. When the panel discussion is complete, each expert is asked to provide a response to each of the questions. With the submission of the response, the questions are closed and the elicitation resumes with the next set of questions.

In personal interview situations, experts are interviewed separately in face-to-face meetings or by telephone. If the response requires clarification or there is a desire to collect the rationale for the response, the analyst can use the verbal report, verbal probe, or ethnocentric technique described earlier to gather the information. For example, an analyst can instruct the experts to explain in detail their thinking process as they respond to the questions (verbal report). The verbal probe and ethnographic technique can be used to clarify responses and/or gain more insights into the rationale for the responses.

The questions used in the elicitation will depend on the objectives of the CBA. Questions can be designed to elicit opinions in a variety of forms such as quantities, uncertainties, relationships, parameters, or events. The following provides several examples of information that can be elicited:

- In determining the probability of a system failure, experts are asked to provide a best estimate as well as a degree of uncertainty. The best estimate is expressed as a percentage, although the decimal or ratio can be used as well. This estimate is viewed as the median value where there is a 50% chance that the “true” value will be higher, and a 50% chance the “true” value will be lower. Next, the experts are asked to estimate an upper bound where there is a strong likelihood (95% chance) that the “true” value will be lower than the estimate, and only 5% chance that the “true” value will be higher. In the analysis, these estimates are used as the 50th and 95th percentile values.
- After reviewing technical information of a system, the experts are asked to rate how easily the system can be configured for transport. Each expert is asked to answer a series of questions

with five-point Likert scales ranging from “strongly disagree” to “strongly agree” and provide written rationale for his or her response. In the analysis, the median value is determined for each question and the rationale used by the experts is highlighted in the discussion of the results.

- Experts are given an opportunity to review five models used for predicting performance of a system. Each expert is asked to rate the plausibility of each model using a seven-point scale ranging from “1-Least Plausible” to “7-Most Plausible” and provide written rationale for his or her response. In the analysis, the responses from the experts are shown graphically along with the median rating for each model. The results provide a discussion of the median ratings and rationale used by the experts in rating the models.

Step 6. Aggregate the Data

In the CBA, there is typically a requirement to report a single value by combining responses. Whether judgments are elicited from experts separately or in a group, one can mathematically aggregate the responses using simple algorithms such as the mean, median, and geometric. More complex weighted means can be used to give more weight to experts who are viewed as having more expertise; however, the prevailing recommendation among practitioners in expert elicitation is to use equal weights since it is a simple and robust method for aggregating expert judgments (O’Hagan:2006,222; Meyer and Booker 2001; 329). Measurement scales such as the Likert scale produce ordinal data, so it is important to use appropriate statistics such as the mode or median.

If the judgments are elicited from experts in a group, another option is to use a behavioral aggregation that requires a convergence or consensus of opinion among the experts through discussion and interaction. A major risk of this approach is the undue influence of dominant participants.

Step 7. Report the Results

Since there is both potential value and danger of using expert judgment, some guidelines are necessary when reporting results derived from expert judgment. Traditional scientific research does not explicitly accommodate the use of opinions as scientific data. Expert opinions are subjective beliefs that may be useful data, but not scientific in the sense that it has been subjected to empirical inquiry and test. It is important to ensure the distinction between empirical data and expert judgment data is maintained by clearly identifying which analyses are based on empirical data and which are based on expert judgment data. Cooke (1991) recommends that sufficient information should be provided about the data and calculations so that the results can be reproduced by others.

Another important consideration is the generalizability of results. Unlike probability sampling, expert elicitation is unlikely to produce results that are representative of a population since all individuals in the population do not have equal chances of being selected. This means the study team should not make statistical inferences about a population from the expert judgment data. Expert elicitation does not entail randomly selecting individuals with the intent of making inferences about a population, but rather, individuals are selected based on their knowledge and experience with the intent of drawing conclusions about the existing knowledge base.

Finally, the study team should provide the names and background information of the experts used in the study in the final report. This will help readers ascertain the credibility of the experts.

Summary

Expert elicitation can be a useful technique for gathering various types of data for analysis in the CBA. Expert elicitation is a formal and structured process that entails the selection of experts, conduct of the elicitation, and analysis of data. The approach described in this appendix will help ensure the information elicited from experts is properly collected and suitable for analysis. It provides guidelines for the selection and preparation of experts, development of questions, design and conduct of the elicitation process, and analysis and reporting of data.

References

- Ayyub, Bilal M. 2001. *A Practical Guide on Conducting Expert-Opinion Elicitation of Probabilities and Consequences for the Corps Facilities*. Institute for Water Resources Report 01-R-01. United States Army Corps of Engineers, Alexandria, Virginia.
- Chan, Gabriel, Laura D. Anadon, Melissa Chan, Audrey Lee. 2010. Expert Elicitation of Cost, Performance, and R&D Budgets for Coal Power with Carbon Capture and Sequestration, *Energy Procedia*.
- Cooke, Roger M. 1991. *Experts in Uncertainty: Opinion and Subjective Probability in Science*. Oxford University Press, New York.
- Cooke, Roger M. and Katherine N. Probst. *Highlights of the Expert Judgment Policy Symposium and Technical Workshop*, 13-14 March 2006, Washington DC.
- Fowler, Jr., John J. *Survey Research Methods*, Second Edition, Sage Publications, Newbury Park CA, 1993.
- Meyer, M. A. and J.M. Booker. 2001. *Eliciting and Analyzing Expert Judgment: A Practical Guide*. Society for Industrial and Applied Mathematics; American Statistical Association, Philadelphia, PA.
- O'Hagan, Anthony, Caitlin E. Buck, Alireza Daneshkhah, J. Richard Eiser, Paul H. Garthwaite, David J. Jenkinson, Jeremy E. Oakley, and Tim Rakow. 2006. *Uncertain Judgements: Eliciting Experts Probabilities*. John Wiley and Sons, Ltd. West Sussex, England.