

## **THE COMPREHENSIVE DEVELOPMENT AND MANAGEMENT OF CAPABILITIES**

**Col. Gabriela-Maria STOIAN\***, Ph.D. Candidate  
M.U. 02231, Bucharest

*The Romanian Armed Forces' reason to be, to defend the independence, sovereignty and territorial integrity of the country when is needed and to promote the national interests, involves the fulfilment of a military capacity able to obey the requirements attached to this role into the framework of a process of generation, instruction, use and regeneration of forces.*

*Until the release of NATO's accession process, the Romanian Armed Forces applied in their strategy to form and manage the capabilities of forces a conception grounded the idea of availability for all forces' action, just from the first days of the conflict, conception with its advantages and also with disadvantages.*

*The actual conception in this field, is radically changed, and does as no matter their position in the system the forces to continuously train, ongoing many cycles of training, and each cycle comprising four compounds of the training: military education, instruction, exercises and training by practice. These cycles ongoing provides, inclusively on peace time, the army's capacity to be immediately ready to pass to accomplishing the missions and also the necessary framework for the structures to get through the whole range of activities needed for a complete and realistic training.*

**Keywords:** capabilities; formation; management; training; generation; structures of forces; assessment.

### **General aspects over the training for developing the capabilities of Romanian Army's structures of forces**

From the capabilities perspective to generate the wanted effects, the operational capacity of Romanian Army structures of forces has three main compounds:

- The conceptual compound, found in the National Security Strategy, the National Defence Strategy and the Military Strategy of Romania;
- The psycho-moral compound found in the personnel's psychological features, its motivational mechanisms, the leadership quality and personnel moral;

---

\* e-mail: [gabitza.stoian@yahoo.com](mailto:gabitza.stoian@yahoo.com)

- The physical compound concretized in the structures' organization and their manning, in the endowment with equipments necessary in correspondence to the missions they must fulfil and the forces training.

The military training is the activity undergone in the army to accomplish the personnel/forces' capacity to fulfil the specific missions by using the owned military equipment.

This training process is oriented and regulated in the Romanian Army Training doctrine that contains a unitary system of principles, concepts, general rules and ideas elaborated on the basis of the experience accumulated by the Romanian Army and the other armies of the NATO member states. The system must be applied in the forces training and bases on the doctrines for operations being the fundament and the authorized source for documents and normative acts which regulates the standardization, planning, undergoing and assessment of personnel and forces training.

As fundamental document of training in order to get the capabilities necessary to fulfil the missions, the Training doctrine refers to: the personnel and forces organization on NATO specific principles, conceptions and modern technologies, the implementation in the training field of a modern, unitary, integrated and efficient manner of work, the increase of the interoperability in the forces categories of the army and between those and the military structures of the other NATO member-states.

The training process is seen as a complex, unitary edifice interconnected with the majority of the specific military activities having as basic components as follows: the military education, instruction, exercises, training by practise, each of these components with a well-defined role.

In the *military education*, mainly achieved individual capabilities are needed for the professional formation, specialization and development of Romanian Army personnel from theoretical and, partial, practical-applicative regard on the basis of an integrated, step-by-step curriculum differentiated on education forms and levels. The main objectives of the military education are the knowledge specific for the military field and the development of militaries' creative thinking.

The *training* component involves practical-applicative activities. It has as main objective the formation, development and keeping the individual's and military structures' aptitudes of action in order to fulfil the attributions of function or missions and undergoes at individual and at military structures level.

The third component of training process, *the exercises*, are considered in the NATO member-states armies as a special compound of training because along with the development of operational capacities of military structures, the exercises have as goals also the assessment of operational

capacity level of military structures, their keeping to the projected level as well as the final assessment before forces involvement in the operations theatre. In the exercises’ framework the connection is done between the acquired capabilities within the training process and the ones requested to the militaries and structures by the realities from the operations theatres in the missions aimed to be accomplished.

*Training by practise* is the final and the most complex phase of the training cycle wherein along the fulfilment of functional attributions and missions, the personnel and the military structures gain experience.

In the post-modern society full of conflicts, the efficient action presumes the joint use of Romanian Army structures of forces’ capabilities but also the ones being part of some groups created in the Alliance or other conjectural coalitions’ framework. The interoperability ideal needs the implementation by all the structures of forces of some common military standards. The capabilities formation in order to act in parameters settled by this standards, priori, asks for the training to report to the respective standards and involves the settlement and application of the same content of training, the use of the same technologies, the same types of documents, the same type of development and methods of training for the entire personnel and for all the structures of forces.

At the NATO level, the capabilities development in order to generate optimal effects is done by the execution of training on the basis of common operational standards yet, until now, the training is not standardized, each national army being able to train its forces on the basis of own standards. This situation damages the needed level of interoperability owed to the development, by training, of some aptitudes “*with national specific*”<sup>1</sup>. Therefore, for the training standardization in the NATO framework common policies were elaborated, the participation to common exercises was amplified, the role of NATO schools increased, excellence centres were created, the NATO system for advanced distributed learning, and also the concept “*Mission Essential Task List – METL*” were introduced.

In all the member-states, the training standardization is considered to be a complex and expensive activity which will take a long time; regarding the solutions applied for the other NATO standards, in the Romanian Army came to the solution to adopt and adapt the training standards already used in some of member-states armies as called in the Romanian Army Training Doctrine – “Source Standards”.

Until here, our analysis focused on the training problematic to develop the permanent personnel and structures capabilities of the Romanian Army

---

<sup>1</sup> *Ibidem*, art. 0136.

but peculiarly important role in achieving the strategic goals resulted from the defence field constitutional provisions and laws they have, especially in situation of state of war and curfew, the reserve forces and, implicitly, the reserve personnel. All the NATO member-states armies give special attention to the capabilities needed in special situations having as solution the calling to arms of reserve personnel, projecting and applying coherent policies and strategies for recruitment, training and use of this resource. Nowadays, the trend is to use voluntary reservists.

The ideal situation is to have the reserve personnel as well-trained as the active personnel, but in reality, this situation is not found in either of the NATO member-states. This category of personnel has to attend in a very short time an intensive and adequate training program structured in three stages for the refreshment of education and acquirement of needed capabilities for the integration and reach of performances required to fulfil the missions in operations with joint and multinational character.

In the first stage of reserve personnel training, the refreshment of knowledge is done by updating the knowledge and aptitudes in the application schools and units of training. The goal of this stage is to familiarize the personnel with the new military equipments, with changes in tactics specific to the arms or specialty field, as well as with novelty elements appeared the last training. The second stage aims to enhance the acting capacity of the reserve personnel in order to fulfil the functions in the crisis or war situation by getting organized in units of some collective training programs, inclusively by participating in exercises with the active personnel.

In our view, as concerns the third stage, the reserve personnel training for operationalizing must be done along with the gradual growth of fight capacity by training in order to fulfil the functions assigned and by participating in the collective training organized in this regard in the respective structure framework.

In order to be effective, reserve personnel training must focus on the attributions of functions the reservists will be assigned to and concordantly to the missions of the units in crisis and war situations. Also, the training must be updated, continuous, have anticipative (prospective) and practical-applicative character, and be intensively undergone; the collateral, insignificant activities, the waist of time and resources must be eliminated, and must be executed, as much as possible, concomitantly with the active personnel's training program by eliminating as much possible the differences between both categories of personnel.

### **Forces' generation for missions**

The participation of Romania with forces in the multinational joint operations begins with solving the problem of generation of forces which is to be deployed in the field of operations, this being a gradual process through which the structures are completed with human and material resources in regard to the provisions of organizing states and are operated until the designed fight capacity.

The force generation and regeneration represents one of main goals of army's administrative structures activity used to provide to the deployable or un-deployable structures the capacity to fight designed by the organizing statuses in order to execute under good conditions any peace, crisis, war or postconflict mission. The system of force generation and regeneration consists in the ensemble of administrative structures and functional relations settled between those aiming the permanent completion of the structures with human and material resources, at least to the minimum proficiency level to fulfil the missions.<sup>2</sup>

The human resources generation to participate in the multinational joint operations consists in the activity undergone by the administrative military structures in order to select, train and enhance the education of personnel needed to complete the generated military structures.

The generation of material resources consists in the activity undergone by the administrative military structures in order to identify the sources, to select, acquire (requisite), and operate techniques, equipments and materials needed to fill in the generated military structures.

The military structures generation is a gradual process by which they are filled in with human and materials resources in regard to the organizing statuses; it constitutes and operates until the designed fight capacity.

The generation of structures' forces participating in multinational joint missions aims to bring their capabilities to the "READY TO MISSION" stage in the settled term in order to start the deployment mission in the operation field. In our regard, this must be seen and understood as the structures from the generation and regeneration forces framework provides, at order, the completion with human and material resources of the structures activated for the mission and the structures' generation (specific structural and action operating) and those affiliated is integrative part of the ordered mission preparation.

In the generation process, the generation and regeneration structures undergo forces' instruction they generate and the structures generating the material resources release the acquisition procedures, the operationalizing of technique, equipments and materials needed to fill in those structures.

---

<sup>2</sup> *Concepția de generare și regenerare a Forțelor Terestre*, SMFT, Bucharest, 2005, art.13 (2).

Grounded on the political-military decision over the participation of the Romanian Army forces in the multinational joint operation, a series of activities are developed: forces identification, elaboration of the list with the essential requirements of the mission, analysis of opportunity to participate into mission, discussion and signing in of the agreements over the forces statuses asked for the operation field, initiation of demarches to get the approvals needed of the national authorities, performing the recon in terrain, settlement of forces and means corresponding to the operational requirements and elaboration of organization statute for the mission.

The Mission Essential Task List – METL aims to increase the efficiency of collective instruction. METL main goal is the fulfilment of the operational capacity to accomplish the mission settled by operation order and the need for the whole effort and resources submitted for the mission to be focused for the fulfilment of the respective requirements.

The next stage is to properly generate the forces. This stage involves a series of activities: the completion of structures with personnel, fight technique and materials in conformity with the organization statute, the constitution of the structure participating in the mission, the receiving of the order of activation wherein is ordered the starting of preparation for mission of the structure, the training to develop the designed operational capacity, the settlement and preparation of rapid replacement reserve.<sup>3</sup>

The forces generation for operation is followed by their operationalizing, specific process in the preparation of multinational joint operation consisting in an ensemble of actions and measures by which the forces gradually get through the initial or intermediary status level, phases of essential operational capabilities fulfilment in order to accomplish the requested requirements for each structure to fulfil the missions settled in the operation framework. The goal of forces operationalizing is to develop an interoperable, sustainable and displaceable structure, with high level of manning, endowment and training, able to execute the entire area of mission specific for NATO and the European Union.

The conception elements of operationalizing specific for the operations field are established in conformity with the level of forces' operability at the moment of order receiving and must define the fundamental rules to govern the stage and the activities forces are executing. In this process, we consider the operationalizing initiation must be preceded by a self-assessment of forces' operational capabilities connected to the timely availability, the capability of engagement in battle, command and control, capability of logistical support, capability of surviving and forces protection.

---

<sup>3</sup> *Ibidem*, art. 41(3).

The structures generation for the multinational joint operations represents only the first stage of the generation process, as the structural operationalizing process. This stage is followed by an operationalizing process specific to the operation field and appointed mission, wherein the main role is to undergo a specific training process program based on the Mission Essential Task List.

### **Training for forces’ operationalizing for action**

As part of the operationalizing process specific for the mission and the operation field, the generated forces’ training for the participation in multinational joint operations must obey the following conditions: to be standardized based on a clear conception at all leading and execution echelons levels and concordantly with the real requirements of the operation field; to be flexible to allow the resizing of standard goals or activities in regard to the evolvments from the operation field; to be competently leaded; to have continuity and a progressive character to stimulate the engaging in permanent knowledge of real situation and to give the possibility for the needed corrections to be done.

When entering the operation field, the forces must act immediately; their training must aim also the creation of some reflex mechanisms of thinking and action. This means that within the preparation period, as many of the situations possible to appear along the missions’ fulfilment must be identified, and the optimal reaction time needed for each and also the standard procedures of resolution must be determined. These situations’ identification must start from the mission’s analysis and selection from the “Missions Training Program” of the training requirements specific for that type of mission.

The Mission Essential Task List is settled for each echelon, starting with the highest of them to the company (similar) echelon. The commandant participation in the highest echelon mission analysis under whose command the mission will be fulfilled helps him to understand which is the role and place of the structure he commands in its action framework.<sup>4</sup> The essential requirements selected by the commandant are handed in to the highest echelon for approval, and afterwards these will form the Mission Essential Task List of that structure.

Owed to the fact, usually, the units subordinated to a great unit are not in the same operational stage so there are differences between the capabilities. While one unit can be in the phase of executing the collective training, other can be in “*ready for action*” (“*mission executing*”) phase, and a third one can be in recovery phase after the mission fulfillment. Thus, the collective

---

<sup>4</sup> SMG/IF-7, *Doctrina instruirii Armatei României*, Bucharest, 2007, art. 0527.

training to the great unit level is done in different periods of time corresponding to the principle of forces rotation.

The optimization of operation capabilities development requires that, based on the Mission Essential Task List and the real level of training of the structure, the commandant of the unit settle the training necessary for each essential requirement put on the list and from this analysis he must see "what kind" and "how much" training is still needed in order to fulfil the essential requirements of the mission and get the proper operational capabilities. The conception of training executing must contain the following: information over the performance level needed to be developed by training, appreciation of the actual training level, intermediary (stage) goals and final goal, the mean of instructors and instructing activities preparation, the assessments organization, the mean the resources will be used.

For the instruction intended to form the needed capabilities for the participation in the joint operations to be efficiently executed, the military structures must be completely manned with personnel and endowed with military equipments in regard to the specific norms for introduction in operation and the training conditions must be as much similar with the ones estimated for the area of operations and the probable physiognomy of the actions.

Also, the structures must be submitted to an assessment system through which to be measured the reached performance level in forming the operational capabilities and to be identified the appeared problems.

The assessment system involves internal and external assessments.

The internal assessments are unofficial, are permanently undergone by the persons directly conducting the instruction and by the commandant or the assigned persons; their efficiency is high because they allow the immediate operation of the needed corrections.

The external assessments are official activities executed by the superior echelons usually with maximum two hierarchical steps upper than the assessed echelon; these assessments are settled by instruction plans, they have distributed resources and are, usually, undergone at the end of instruction phase/cycle, one of their goals being the determination of structure's operational capacity.

Regarding the assessments, equally important is to determine the comprehension level of a foreign language, the level of physical and psychical effort capacity of the whole personnel and also the level of sanitary training. It is also important to know the customs, culture and religion of the population from the operation area.

The collected data after the assessment must be analyzed by the commandant and the general staff. The drawn conclusions are presented in



the appreciation of the training activity from which it must be seen if the training goals were reached, how much the structure is ready to fulfil missions, what problems are as regards the training standardization and assessment, what changes in doctrine, procedures, command and force structures and equipments are necessary to enhance the training activity in order to get the required operational capabilities.

### **The comprehensive coordination of capabilities in operations' planning**

Getting some synergic and comprehensive effects in the joint operations requires a modern and efficient model of their planning that regards the simultaneous or connective use of all the capabilities of the joint forces connected with other instruments of power of the Romanian state, of the Alliance or of conjugal coalitions wherein also participates the Romanian Army.

The preparation and execution of some multidimensional and complex operations as regards the requirement of capabilities needs the elaboration and development of some detailed plans. This requirement asks for the process of planning to be a collaborative, efficient one, based on all the planners' mutual understanding of all concrete situations in the crisis area and application of some common procedures for the elaboration and development of operations plans.

The highest level to achieve the comprehensive coordination of the forces structures capabilities of the Romanian Army in the operations planning framework is the strategic level. It is the level wherein the Romanian state or a group of states among them being also Romania settle goals of national, allied or multinational security and, if they have different type of resources, including military, they fulfil those.

At this level, the operations planning process is undergone in many phases and refers the close cooperation between the strategic and operative levels to use the capabilities of forces at disposal. The alignment of the processes from the both levels represents a guarantee that all the assessments at operative level are reflected in the strategic level decisions and all the strategic conditions are settled to acquire the success at operative level.

The comprehensive coordination of capabilities at operative level is fulfilled by: the elaboration and continuous updating of operational environment assessment in the strategic interest area; the contribution to the elaboration of answer options; the settlement of measures at operative level and of essential tasks; the elaboration of operation's model, especially of goals, operations lines and decisive points/conditions at operative level; the preparation of national capacities of defence; the synchronization of joint operations, of the non-military and the organizations efforts from the

engagement space; the provision of expertise at operative level to adapt the operations in regard to the change of strategic and operative conditions; the transition planning; the military operation closing.

The operations' planning phases at operative level basically involves the planning of comprehensive use of capabilities such as: the knowledge of situation; the estimation at operative level of the military-strategic assessment and the assessment of answering military options; the orientation at operative level; the elaboration of operation conception at operative level; the elaboration of operation's plan; the execution, assessment of campaign and the revision of the operation plan; transition.<sup>5</sup>

### **Conclusions**

The forces' training field is essential for the development and management of their capabilities because it provides the evaluation and synergy of all the other dimensions of the capabilities system, the result of the training activity being synthetically expressed in the quality of personnel and military structures. Consequently, its role manifests not only in forces generation but also in the results of the assessments, of viability of operations doctrines and the efficiency of military techniques and equipments, and of structures organization.

The forces generation process is particularly complex and involves, on the one hand, activities in the field of personnel and logistics, and, on the other hand, their harmonization into an integrated and functional system with three components: the generation of human resources, material resources and military structures.

The execution of collective instruction is based on the unit's training plan and is fulfilled by the execution of the standard activities of training and assessment. For each of the standard activities, certain elements are considered: the means of executing the instruction, the subordinated commandants and instructors' responsibilities, the recon and preparation of places (fields) where the instruction is to be executed, the settlement of the necessary documents, the instruction logistics (transport, munitions, materials, etc.), risk management, the execution of verifications and assessments.

Regardless of its type, the assessments are done on the basis of standard-activities of training and assessment by comparing the reached level of training with the performance standards settled in these documents, the assessment of sub-units and units aiming at accomplishing their internal cohesion.

---

<sup>5</sup> S.M.G.-65, *Manualul de planificare a operațiilor*, Bucharest, 2011, art. 0401.

## BIBLIOGRAPHY

- Chete Emil, Aurelian Rațiu, Ioan Ciupeș, *Transformarea militară*, Technical Editorial Army Centre Publishing House, Bucharest, 2009.
- Sava Ionel Nicu (coord.), *Armata și societatea*, INFO-TEAM Publishing House, Bucharest, 1998.
- Strategia de transformare a Armatei României*, Bucharest, 2007.
- Strategia de securitate națională a României*, Bucharest, 2007.
- Strategia națională de apărare a țării*, Bucharest, 2008.
- Strategia militară a României (proiect)*, Bucharest, 2011.
- Doctrina Armatei României*, Bucharest, 2012.
- F.T.-1, *Doctrina operațiilor Forțelor Terestre*, Bucharest, 2006.
- SMG/IF-7, *Doctrina instruirii Armatei României*, Bucharest, 2006.
- S.M.G.-65, *Manualul de planificare a operațiilor*, Bucharest, 2011.
- Concepția de generare și regenerare a Forțelor Terestre*, SMFT, Bucharest, 2005.