



INSTITUTE FOR DEFENSE ANALYSES

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IDA Support to the Joint Staff (J8) and OUSD(Policy) on Global Defense
Posture for the 2010 QDR and Beyond

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May 2013

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Dr. Sean Barnett
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May 1, 2013
Institute for Defense Analyses

- Supported the Joint Staff J8 (and OUSD(Policy)) in evaluating courses of action for posture directed issues in the 2010 QDR
 - Posture assessment framework for the QDR
 - Assess strategic benefits and costs of posture COAs
 - Assess implementation issues associated with posture COAs
 - Assess monetary costs/cost-savings
 - Further developed framework for globally assessing U.S. GDP and formulating and evaluating posture initiatives
- Developed posture management process for DoD
 - Begun under J8 task, continued for OUSD(Policy) and OUSD(AT&L)
 - Synchronize GDP management with PPBE
 - Facilitate consideration of proposed posture initiatives
 - Allow for longer-term GDP reassessment

QDR Posture COA Impact on Strategic Criteria

- Impacts assessed for each GDP COA for each strategic criterion
 - 37 criteria derived from Guidance for the Evaluation of the Force end states and OPLAN/CONPLAN objectives
 - Criteria broadly weighted in terms of importance (acceptability of risk)
 - Impacts assessed by stakeholders (e.g., COCOMs, Services) in terms of COA impact on likelihood of success in achieving each strategic criterion
 - Subjective assessments on COA impact on each criterion made using balanced and linearly proportional scales
- Impacts summed to yield net strategic impact of each COA

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Impact on Strategic Criteria—Example

GDP COA Strategic Criteria Assessments				
GDP Issue 1: Ground Forces in Europe				
Issue 1, COA 1:				
Strategic Criteria				
Strategic Criterion	Criterion Weight	GDP COA Relevant (Y?)	Average Impact of COA (-4 to +4)	COA Impact Score
Strat. Criterion 1	0.93	Y	1.2	1.12
Strat. Criterion 2	0.79	N	0	0.00
Strat. Criterion 3	0.63	Y	-0.8	-0.50
...				
Strat. Criterion 37	0.49	Y	1.9	0.93
Issue 1, COA 1 Strategic Criteria Total				1.54

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QDR Posture COA Impact on Implementation Criteria

- Nine individual criteria derived from DoD risk criteria and specific questions developed for the QDR GDP issue
- Criteria weighted by relative worth or importance
- Subjective judgments on each COA net impact (+ or -) on each criterion made using balanced and linearly proportional scales
- Impacts summed and weighted to yield net implementation impact
- Implementation Criteria -- to what degree does/will COA affect:

Execution of ongoing or contingency operations?	Operational flexibility?
DoD (Services, JFCOM, SOCOM, TRANSCOM) ability to source steady-state requirements?	Services' and SOCOM's ability to meet Title 10 responsibilities to organize, train, and equip (recruitment, retention, etc.)?
Difficulty of implementing COA given organizational effectiveness?	Our capacity to execute future missions successfully against prospective future challenges, from mid to far term (beyond 6 years)?
Whole of government programs and initiatives?	International relationships?
Environmental concerns?	



Impact on Implementation Criteria—Example

GDP COA Implementation Criteria Assessments				
GDP Issue 1: Ground Forces in Europe				
Issue 1, COA 1:				
Implementation Criteria				
Implementation Criterion	Criterion Weight	Average Impact of COA (-4 to +4)	COA Impact Score	
Current Operations	0.2	1.8	0.36	
Operational Flexibility	0.2	-0.9	-0.18	
Force Management	0.1	2.5	0.25	
...				
Environmental Concerns	0.03	-1.5	-0.045	
COA 1 Implementation Criteria Total			0.385	

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QDR Posture COA Monetary Costs

- Assessed for each COA
- Using common cost categories (included costs) and common time frame
 - Personnel
 - O&M
 - Transportation
 - MILCON
 - Procurement
 - Environmental/Facility Closure
- Rough order of magnitude (ROM) cost estimates provided for COAs by stakeholders; final assessment handled by OSD(CAPE)

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Follow-on Framework for Globally Assessing U.S. Posture

- Method for evaluating GDP across all regions of the globe and developing and evaluating posture initiatives
- Risk-informed and time-phased look at posture and posture initiatives based on our ability to achieve specific strategic objectives
 - Status of posture – ability to achieve strategic objectives like GEF end states and OPLAN objectives
 - Relative importance of objectives
 - Combined to show risk related to strategic objectives
 - Consideration of *posture initiatives' ability to reduce risk*
- Assessment of implementation issues for initiatives
- Assessment of monetary costs of initiatives
- Allows examination of posture and posture initiatives across regions and across the globe on a common basis; facilitates posture tradeoffs

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Posture Status: Ability to Achieve Strategic Objectives

Alternative approach—use numerical values directly with no bins

Notional Example	Strategic Objectives	Likelihood of Failure (Near Term)	Likelihood of Failure (Mid Term)	Likelihood of Failure (Long Term)
	Global GEF End State 1	Low	Moderate	Significant
	Regional GEF End State 2	Moderate	Low	Low
	Regional GEF End State 3	High	Significant	Moderate
	OPLAN Obj A	High	High	High
	...			
	OPLAN Obj B	X	Significant	High
	Campaign Plan Obj 1	X	Moderate	Significant
	Campaign Plan Obj 2	X	Low	Low
	...			
	QDR TOR A	X	X	High
	DPS #1, Obj A	X	X	Moderate
	...			

5 Objectives non-existent or not significant in earlier time frames



Relative Importance of Objectives

Alternative approach—use numerical values directly with no bins

Notional Example	Strategic Objectives	Relative Importance (Near Term)	Relative Importance (Mid Term)	Relative Importance (Long Term)
	Global GEF End State 1	Highest	Highest	Highest
	Regional GEF End State 2	High	High	Medium
	Regional GEF End State 3	Medium	Lower	Lower
	OPLAN Obj A	Highest	Highest	Highest
	...			
	OPLAN Obj B	X	Medium	Medium
	Campaign Plan Obj 1	X	Medium	High
	Campaign Plan Obj 2	X	Lower	Lower
	...			
	QDR TOR A	X	X	High
	DPS #1, Obj A	X	X	Medium
	...			

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Importance judged by senior leadership; should reflect the consequences of failure to achieve the objective

IDA **Approximate Values for Likelihood and Relative Importance**

Alternative approach—use numerical values directly with no bins

Notional Values			
Likelihood of Failure		Relative Importance	
High	0.88 (0.76-1.0)	Highest	1.0
Significant	0.63 (0.51-0.75)	High	0.8
Moderate	0.38 (0.26-0.50)	Medium	0.6
Low	0.13 (0-0.25)	Lower	0.5

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IDA **Risk Related to Strategic Objectives**

Alternative approach—use numerical values directly with no bins

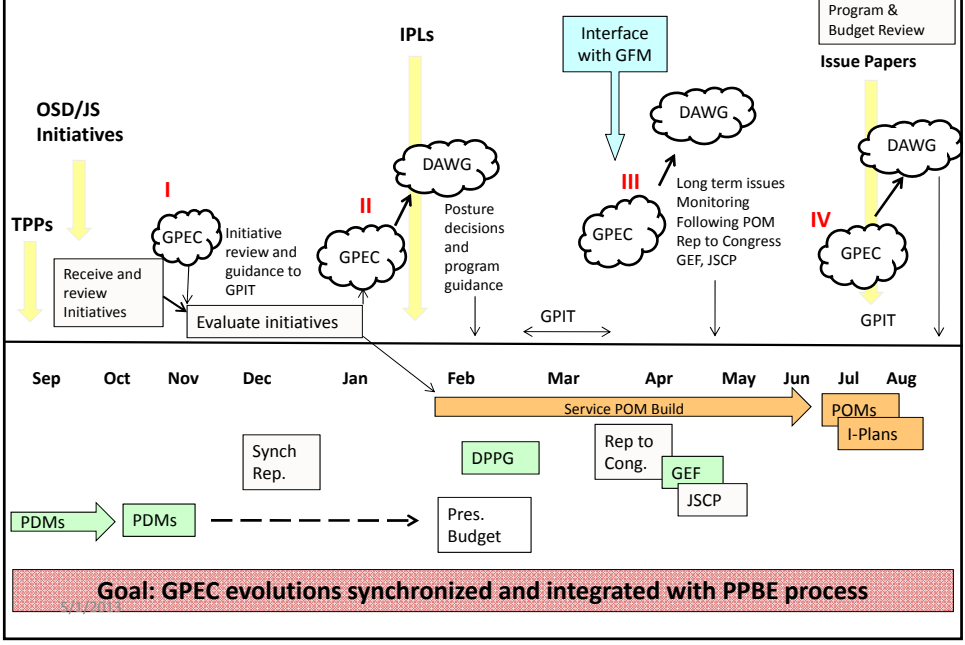
Notional Example	Strategic Objectives	Risk (Near Term)	Risk (Mid Term)	Risk (Long Term)
	Global GEF End State 1	0.13	0.38	0.63
	Regional GEF End State 2	0.30	0.10	0.08
	Regional GEF End State 3	0.53	0.32	0.19
	OPLAN Obj A	0.88	0.88	0.88
	...			
	OPLAN Obj B	X	0.38	0.53
	Campaign Plan Obj 1	X	0.23	0.50
	Campaign Plan Obj 2	X	0.07	0.07
	...			
	QDR TOR A	X	X	0.70
	DPS #1, Obj A	X	X	0.53
	...			

Posture initiatives reduce risk by reducing probability (or consequences) of failure

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Global Defense Posture Management Timeline



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14. ABSTRACT Global Defense Posture (GDP) is the network of forces, facilities and agreements overseas that supports the security interests of the United States. GDP was one of the key issues in the 2010 Quadrennial Defense Review. In phase one of the task summarized in this document, IDA supported the Joint Staff J-8 in assessing selected posture issues by designing and helping to implement a risk-informed framework for analyzing the costs and benefits of courses of action related to them. In phase two of this task, IDA supported the Joint Staff and the Office of the Under Secretary of Defense for Policy in developing a more in-depth strategic framework for Department of Defense management of GDP on an enduring basis. The framework facilitates the assessment of our posture baseline in terms of risks faced in achieving a global set of strategic objectives. It also facilitates the assessment of the strategic and non strategic benefits and costs of posture initiatives. This document also depicts a proposal for an enduring Department process for managing posture and linking it to the Department budgeting process that was the subject of a follow-on IDA task for OUSD(Policy) and OUSD(Acquisition, Technology, and Logistics).					
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