



I N S T I T U T E F O R D E F E N S E A N A L Y S E

Defense Management Course

**Office of Defense Cooperation, Jakarta
9-20 November, 2015**

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About This Publication

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Executive Summary

Background

This paper documents work performed by the Institute for Defense Analyses (IDA) for the Office of Defense Cooperation (ODC), United States Embassy Jakarta. In mid-2015, Indonesia Defense University (IDU) asked ODC for a new course in Defense Management. Due to a very short lead-time and previously scheduled work, the Center for Civil-Military Relations (CCMR) was unable to support the immediate request. However, CCMR agreed to provide logistics support if ODC identified another organization to develop and teach the defense management course.

ODC was aware of ongoing defense institution building work with Indonesia and asked IDA to consider developing a 2-week course for IDU with CCMR support. IDA's Director of Defense Institution Building found precedent to sponsor ODC work and agreed to leverage existing defense institution building work with Indonesia to develop the curriculum, teach the course with CCMR support, and provide this final report.

The course itself comprises 25 modules, 19 of which were developed and presented by IDA personnel. The remaining six modules were developed and presented by other entities.

Assessments

The instructors asked the students to provide feedback for the course in total and for individual modules. The quantity of feedback requested was significantly greater than typical so that each of the 25 individual modules could be assessed.

The assessments suggest that technical topics such as cyber, logistics, and the defense management simulation were relatively more difficult to understand. Although topics like the defense management simulation and life-cycle costs were scored as difficult, they also were scored as valuable and beneficial. There is some indication that newer material, recently developed for the course, scored slightly lower than more mature topics. Modules such as Defense Data Management, Cyber, Readiness, Defense Logistics, and Joint Concepts might benefit from further development if the course is repeated.

Conclusions

- The defense simulation should be more extensively integrated in the preceding and following academic modules and extended to at least a full 3 days.

- Material in the IDA modules for defense data management, defense logistics, and acquisition planning should be developed further in preparation for the next course.
- Technical subjects may require greater clarification or a more basic approach, depending on the characteristics of a given cohort.

Recommendations

- Select attendees from the pool of civilian defense and military service planners (the IDU cohort had little military experience beyond that of the three military officers that were IDU students and part of the cohort).
- Further develop technical modules, including data management, logistics, and acquisition modules.
- Expand the defense simulation to at least 3 full days to integrate it more fully with the core domain modules and allowing more time for interaction and decision-making among the participants.

Contents

1.	Background.....	1
2.	Develop Course Material.....	5
	A. Background—Defense Management Best Practice	5
	B. Course Outline.....	6
	C. Course Schedule	6
3.	Deliver Defense Management Course.....	9
	A. Functional Components of Military Capability (<i>Trinity Chart</i>).....	9
	B. Defense Management Domains.....	10
	C. Enabling Attributes of Defense Management (<i>Unity Chart</i>)	11
	1. Sound Process Design	12
	2. Standardized Taxonomy.....	12
	3. Data Integrity.....	13
	4. Analytic Rigor	13
	5. Organizational Alignment	13
	D. Defense Planning Model	14
	1. Strategy Model	14
	2. Analytical Concepts	15
4.	Modules	17
	A. Defense Management	17
	1. Module 1—Overview of International Best Practice in Defense Management.....	17
	2. Module 3—Defense Strategy and Policy	18
	3. Module 5—Defense Resource Management.....	19
	4. Module 6—Defense Human Resource Management.....	20
	5. Module 7—Defense Logistics Management.....	21
	6. Module 8—Joint Concepts and Operations.....	22
	B. Defense Planning.....	23
	1. Module 4—Concepts of Defense Risk.....	23
	2. Module 11—Joint Concept Model	24
	3. Module 14—Capability Planning.....	25
	4. Module 16—Acquisition Planning.....	26
	5. Module 10—World Bank Financial Model Program and Budget Planning.....	27
	6. Module 12—Life Cycle Cost (LCC) / Operational Cost Analysis (OCA).....	28
	7. Module 15—Measuring Defense Readiness	29
	8. Module 13—Defense Data Management	30
	C. Defense Management Simulation: Modules 17–19	31

D. Additional Modules—CCMR / NPS	32
5. Defense Management Course Review.....	33
A. Assessments.....	33
B. Lessons Learned and Recommendations	36
1. Lessons Learned	36
2. Recommendations	37
Appendix A. Task Details and Timeline.....	A-1
Appendix B. Course Assessments	B-1
Appendix C. Course Participants	C-1
Appendix D. List of Illustrations	D-1
Appendix E. References.....	E-1
Appendix F. Glossary	F-1
Appendix G. Acronyms	G-1

1. Background

This paper documents work performed by the Institute for Defense Analyses (IDA) for the Office of Defense Cooperation (ODC), United States Embassy Jakarta. ODC Jakarta provides advice to the Senior Defense Official and Chief of the U.S. Diplomatic Mission on Security Assistance matters and develops programs to support U.S. and Indonesian policies.¹ Many ODC programs help with professionalization of the Indonesian military as well as increase the capabilities of civilian government agencies that exercise control over the military. One of ODC's programs with Indonesian Defense University (IDU; Unhan) includes Blanket Order Training for cohorts of IDU students to attend courses in the United States at the Center for Civil-Military Relations (CCMR) at the Naval Postgraduate (NPS) School, Monterey, CA. Recent IDU cohorts have attended Cyber Security, Defense Diplomacy, and Total War Strategy courses with CCMR at NPS. In mid-2015, IDU asked ODC for a new course in defense management. Due to a very short lead-time and previously scheduled work, CCMR was unable to support the immediate request. However, CCMR agreed to support with logistics if ODC identified another organization to develop and teach the defense management course.

IDA has conducted the Defense Institution Reform Initiative (DIRI) with the Indonesia Ministry of Defense (Kemhan) since 2012. DIRI is an Office of the Secretary of Defense (OSD) defense institution building program that introduces international best practices in defense management to ministries for their consideration. IDA has over two decades of experience working with dozens of ministries of defense researching and examining best practices in defense management.² IDA researchers have published a series of papers addressing these best practices, including discussion of how strategy links to resource planning to effectively organize, train, equip, and sustain armed forces within budget limits.

ODC was aware of ongoing defense institution building work with Indonesia and asked IDA to consider developing a 2-week course for IDU with CCMR support. IDA's Director of Defense Institution Building found precedent to sponsor ODC work and agreed

¹ Embassy of the United States, Jakarta, Indonesia, "About Us," http://jakarta.usembassy.gov/ofc_defense_coop.html.

² Tillman et al., "Defense Resource Management Studies: Introduction to Capability and Acquisition Planning Processes," IDA Document D-4021 (Alexandria, VA: Institute for Defense Analyses, 2010), iii.

to leverage existing defense institution building work with Indonesia to develop the curriculum, teach the course with CCMR support, and provide this final report.

This report summarizes the contents of the course and provides summary student assessments of the course. The course itself comprised 25 modules shown in Table 1. Nineteen of these modules were developed and presented by IDA personnel. The remaining six modules were developed and presented by other entities.

Table 1. Modules Taught

Module	Title	Given by
1	Best Practice in Defense Management	Pat Goodman, IDA
3	Defense Strategy and Policy	Pat Goodman, IDA
4	Concepts of Defense Risk	Pat Goodman, IDA
5	Defense Resource Management	Pat Goodman, IDA
6	Defense Human Resource Management	Aaron Taliaferro, IDA
7	Defense Logistics Management	Aaron Taliaferro, IDA
8	Joint Concept Planning	Bill Mahoney, IDA
10	World Bank Public Financial Management	Aaron Taliaferro, IDA
11	Joint Concept Process	Bill Mahoney, IDA
12	Life Cycle Cost & Operational Cost Analysis	Shaun McGee, IDA
13	Defense Data Management	Shaun McGee, IDA
14	Defense Capability Planning	Pat Goodman, IDA
15	Measuring Defense Readiness	Shaun McGee, IDA
16	Acquisition Planning	Dr. Wade Hinkle, IDA
17	Defense Management Simulation	Dr. Hinkle, Goodman, Mahoney McGee, IDA
18	Defense Management Simulation	Dr. Hinkle, Goodman, McGee, IDA
19	Defense Management Simulation	Dr. Wade Hinkle, Goodman, McGee, IDA
23	Defense Management in the U.S.	Pat Goodman, IDA
25	Course Review and Assessment	Pat Goodman, IDA
2	Maritime Security	Tim Doorey, CCMR
9	Cyber Security	Scott Jaspe, CCMR
20	Grand Strategy	Dr. Mike Malley, NPS
21	Defense Cohort Discussion with local Indonesian	Ms. Mutti Anggitta
22	Counter Terrorism	Dr. Heather Gregg, NPS
24	Defense Diplomacy	Carolyn Halladay, CCMR

The remainder of this report is structured as follows. Section 2 discusses how the courses developed by IDA were put together and presented. Section 3 provides an overview

of the principles that guide international practice in defense management. Section 4 provides some detail on the modules, grouped by subject area. Section 5 provides summary feedback for the course as a whole and individual course as well as discusses student assessments, describes lessons learned, and makes recommendations.

Appendix A provides an overview of the task and its timeline. Appendix B provides detailed comments from which the summary assessments were drawn. Appendix C lists all the participants. Appendix D lists the figures and tables in the report; Appendix E gives the references. Appendix F defines terms used in the report and supporting presentations, and Appendix G lists the acronyms in the report and its appendixes. The CD accompanying this document provides assessments from participants, selected course schedules and modules, and evaluations.

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2. Develop Course Material

A. Background—Defense Management Best Practice

Best practice in defense management can help ministries of defense identity, prioritize, program, and fund military capabilities for the nation, within resource constraints. Over the past two decades IDA has worked with ministries of defense, gaining experience about the variety, scope, and size of defense organizations that have widely different defense management needs. Public financial laws, culture, customs and other factors influence defense management systems. It is therefore difficult to copy another nation's defense management system. IDA has, however, researched and distilled best practices in modern defense management that can be applied universally, for students, planners, and ministries to consider and then tailor for their individual defense management systems. Accordingly, the course and this report leveraged IDA's knowledge about defense management accumulated from working with over a dozen ministries of defense worldwide.

Aligned with ODC intent, the course helped the cohort understand best practices as a way to consider improvements to its own ability to manage, sustain, and employ its armed forces. The course centered on the five core interrelated domains—defense strategy and policy, defense resource management, human resource management, logistics, and joint concepts and operations—that help ministries plan for complex military challenges; invest in readiness; purchase complicated weapon systems; and execute multiyear and annual budget planning cycles. The course also included supporting modules to link to other security sector reform programs, including maritime security, cyber, and defense diplomacy.

At its core, defense management maximizes military capability by balancing investment in three functional components: forces, equipment, and readiness and operations. Well-executed defense management translates military strategy into affordable resource plans capable of executing that strategy, converts those resource plans into executable annual budgets, and effectively and efficiently procures military goods and services based on those budgets. In addition to five core domains and three functional components, IDA has identified recurring themes that improve defense management systems. The five enabling attributes of a defense management system are an example:

- Sound process design.
- Standardized taxonomy.

- Data integrity.
- Analytic rigor.
- Organizational alignment.

Core domains, functional concepts, defense management cycle, and enabling attributes represent best practice concepts gathered over two decades. Although each idea and concept requires more attention than either a 2-week course or a paper can provide, these ideas and concepts were presented to the students and are discussed in this paper to provide background for more deliberate consideration in future work or publications.

B. Course Outline

In close consultation with the sponsor, IDA developed course content shown in Table 1. Nearly a dozen IDA research staff leveraged existing knowledge to improve existing core content and create new modules. CCMR and NPS developed supporting course modules the sponsor identified as relevant to the course.

C. Course Schedule

In accordance with sponsor intent and IDU availability, the course was held 9–20 November 2015 (Figure 1 and Figure 2). Each day began at 8:30 a.m. and included three 90-minute modules ending at 3:00 p.m. Modules routinely ran longer than expected due to significant student engagement. IDA scheduled extended lunch breaks to allow Muslim students time to attend noon prayers and walk 10 minutes to a nearby mall for dining options. The course was designed to introduce core defense management domains in week 1 as an overview. This helped the students understand the big picture concepts and prepare for an interactive defense management simulation in Week 2. Monday of Week 2 introduced the more technical modules that would be useful during the full-day simulation on Tuesday. The simulation was a team-based management exercise that replicates typical defense planning and programming processes and enables students a chance to apply learning from the course. Course assessments indicate that the simulation, although difficult, was rewarding and helped students understand the linkages between course concepts.

This course was a collaboration between IDA (developed core curriculum and taught the course) and CCMR (developed supporting curriculum and coordinated air travel, lodging, student movement, location setup, and field study program). Because of limited space and class scheduling conflicts at the Naval Post Graduate School Campus, CCMR decided to use The Bay Park Hotel for both lodging and classroom work. Field study program funding was delayed due to Navy-wide issues with the memorandum of agreement, so the first social reception and transportation to and from NPS was canceled for most of the course. Funding became available to support a tour of the Monterey area, the last

luncheon, and visit to Monterey Bay Aquarium on the final day of the trip. Because this cohort was off campus, and transportation funding was unavailable, IDA instructors facilitated ad hoc visits to campus for lunch, for shopping, and to experience NPS.

	9 Nov Mon	10 Nov Tues	11 Nov Weds	12 Nov Thurs	13 Nov Fri
Time	Conference Room	Conference Room	Conference Room	Conference Room	Conference Room
8:00-8:30	Welcoming Remarks *				
8:30-9:00	1. International Best Practice in Defense Management	4. Concepts of Defense Risk	7. Defense Logistics	10. World Bank Public Financial Management Systems	13. Defense Data Management
9:00-9:30					
9:30-10:00	Coffee Break	Coffee Break	Coffee Break	Coffee Break	Coffee Break
10:00-10:30					
10:30-11:00	2. Maritime Security	5. Defense Resource Management	8. Joint Concept Planning	11. Joint Concept Development Process	Cohort Time
11:00-11:30					
11:30-12:00					
12:00-12:30	Lunch	Lunch	Lunch	Lunch	Lunch
12:30-13:00					
13:00-13:30					
13:30-14:00	3. Defense Strategy and Policy	6. Defense Human Resource Management	9. Cyber	12. Life Cycle Cost/Operational Cost Analysis	Cohort Time
14:00-14:30					
14:30-15:00					

Figure 1. Week 1 Schedule

	16 Nov Mon	17 Nov Tues	18 Nov Weds	19 Nov Thurs	20 Nov Fri
Time	Conference Room	Conference Room	Conference Room	Conference Room	Conference Room
8:30-9:00	14. Defense Capability Planning	17. Defense Management Simulation	20. Grand Strategy	23. Defense Mgmt in the U.S.	FSP - tour of Monterey
9:00-9:30					
9:30-10:00	Coffee Break	Working Break	Coffee Break	Coffee Break	Coffee Break
10:00-10:30					
10:30-11:00	15. Measuring Def. Readiness	18. Defense Management Simulation	21. An Indonesian in Monterey	24. Defense Diplomacy	FSP - Closing Lunch Ceremony
11:00-11:30					
11:30-12:00					
12:00-12:30	Lunch	Working Lunch	Lunch	Lunch	Lunch
12:30-13:00					
13:00-13:30					
13:30-14:00	16. Defense Acquisition Planning	19. Defense Management Simulation	22. Counter Terrorism Discussion	25. DM Course Review, Assessment and Certificates	FSP - Monterey Bay Aquarium
14:00-14:30					
14:30-15:00					

Figure 2. Week 2 Schedule

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3. Deliver Defense Management Course

Leveraging IDA’s experience and research on defense management over two decades, the course provided a starting point for the cohort to see “what right looks like” in defense management, compare with their own systems, and consider options to improve methods. Course modules covered a wide breadth of topics, including strategy, human resource management, logistics, joint capability planning, joint concepts and operations, acquisition, cost analysis, data management, feedback, and integration of processes, organizations, and systems.

A core principal of Defense Institution Building, and of this course, is democratic civilian control of the military. Civilians exert positive control of the military through the budget mechanisms that fund military capability. Civilians (president, legislature, ministerial leadership) develop and publish strategy (ends) and control the budget. Strategy defines and prioritizes what the military is tasked to do (i.e., missions), and mid-term (5-year) resource plans and annual budgets (ways) turn the nation’s resources into military personnel, equipment, and readiness to resource units to accomplish defense objectives. Effective defense management enables civilians to control the military by defining and prioritizing how much military capability (means) is allocated to execute the national military strategy.

A. Functional Components of Military Capability (*Trinity Chart*)

Defense Management and all its processes exist solely to enable a nation’s armed forces (i.e., military units) to achieve the military capabilities required to conduct military operations aligned to stated national objectives.³ Military units (see Figure 7) are composed of people (forces and personnel); equipment (systems and equipment, and facilities); and readiness (training, maintenance, and sustainment).⁴ In this context, a military unit could be a single army battalion, a navy fleet, an air force wing, etc. The goal of defense management is to balance national-level investment in people, equipment, and readiness across the entire joint force, within each military unit, to deliver requisite military capability to meet stated national objectives.

This simple model of military capability includes complex interactions between planning and budgeting worlds. “People” includes force structure and has a long time

³ Military Capability—The ability of a military unit to accomplish a prescribed mission. See Appendix F (Glossary) for more definitions.

⁴ Readiness measures the capability of force—usually a function of personnel, equipment, training and sustainment—at a given time to execute its assigned missions.

horizon for change.⁵ For instance, consider how a defense organization shapes personnel to create new force structure. “Equipment” also requires a longer time horizon than a normal annual budget cycle. For instance, consider the time required to consider options, purchase, and field a new type of fixed-wing aircraft. Both “people” and “equipment” drive types and quantities of “readiness” and their related cost accounts. This model is used to illustrate the relationships between key elements of military capability, as well as their related funding streams.

The Defense Planning Model (Figure 3) was introduced to the students early to illustrate how the entire defense system should support the Military Unit (Figure 7). The planning model can help ministry officials understand how strategy, joint planning, capability planning, acquisition, programming and budgeting, and cost analysis (feedback) each relate to the end state: creating necessary military capability to support national strategy.

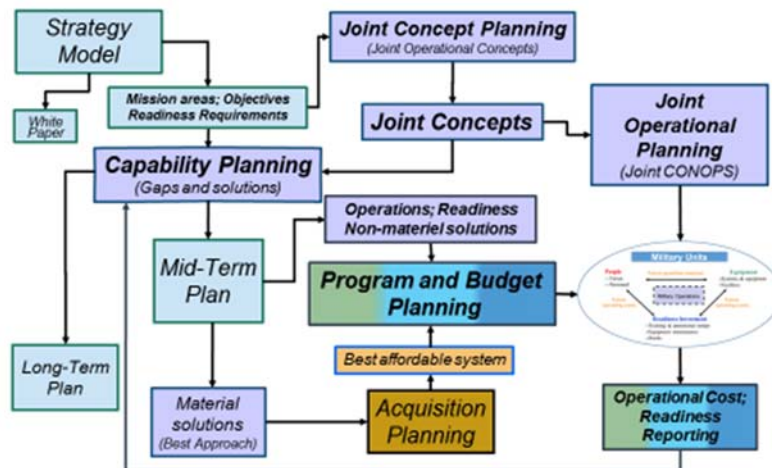


Figure 3. Defense Planning Model

B. Defense Management Domains

Defense management exists as a field to help civilian and military defense officials optimize their limited resources: identify and prioritize required joint capabilities; understand all associated costs; and plan, program, and budget resources to ensure armed forces (military units) can conduct military operations aligned to stated national security objectives. IDA’s work in defense management has identified the following interrelated domains (Figure 4): Strategy and Policy, Defense Resource Management, Defense Human Resource Management, Defense Logistics, and Joint Concepts and Operations.

⁵ Tillman et al., “Defense Resource Management Studies,” 30.

- **Strategy and Policy**
 - Links the defense establishment to national strategy and policy
- **Resource Management**
 - Plans affordable future defense capabilities based on strategy
- **Human Resource Management**
 - Manages human resources needed to create the force and sustain it
- **Logistics**
 - Manages material resources needed to create the force and sustain it
- **Joint Concepts and Operations**
 - Develops concepts and prepares for and manages employment of the force

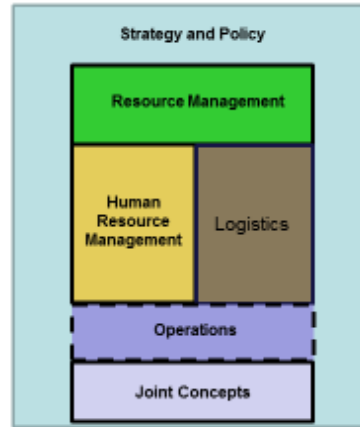


Figure 4. Defense Management Domains

In Week 1, each domain was presented as a discrete 90-minute module to provide both context for the overall course and opportunity to discuss linkages between each. These domains became best practices as a result of their importance to ministries understanding and developing requisite military capability to address national security interests. For instance, Joint Concepts and Operations is substantively informed by Strategy and Policy (i.e., how do the national strategy and related security objectives shape the military’s discussion about joint concepts). These joint concepts inform not only current force employment, but also future force development (Figure 3 and Figure 15). The black lines on the model that outline each domain symbolize interaction between domains. For example, Defense Strategy and Policy encompasses the entire model, because it provides unique policy guidance for each other domain. The interactions between domains are another best practice: five enabling attributes of processes, taxonomy, data, analysis, and organizational alignment. These enabling attributes (Figure 5) are discussed in more detail later in this paper.

C. Enabling Attributes of Defense Management (*Unity Chart*)

IDA’s work over two decades with over 40 countries’ ministries of defense has led to the identification of best practices, including enabling attributes of effective defense management systems. Figure 5 shows defense management domains labeled as columns across the top and the five attributes horizontally. Each attribute is described in more detail below and helps to bind defense management systems. For example, an armed force capacity to conduct joint military operations (across Army, Navy, and Air Force) can be improved if human resource and logistics management processes are aligned across organizations (i.e., each service). Senior leadership across a defense ministry could make more accurate decisions if all organizations were confident of the data integrity as it was

reported, stored, analyzed rigorously, and disseminated across organizations using standardized language and transparent processes.

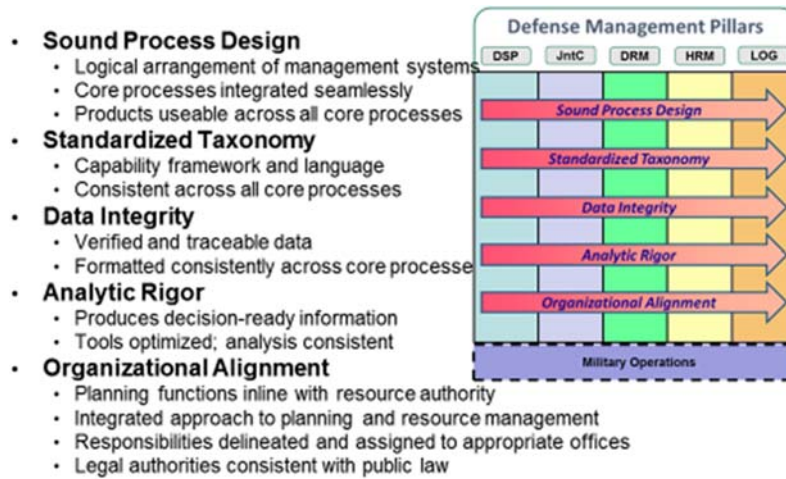


Figure 5. Five Enabling Attributes

1. Sound Process Design

A best practice in defense management includes processes aligned among the services, military headquarters, and ministry to facilitate improved capacity for joint operations. As we discuss throughout this paper, joint capability planning needs to include processes that link service and ministry planners to optimize limited resources and create desired military capability. Similarly, the strategy and planning processes timelines should be transparent to ensure flow of important documents and optimize planning capabilities.

2. Standardized Taxonomy

A standardized joint capability planning language is required across core defense processes to create an ordered flow of planning functions. A standard taxonomy is critical to process design because it strengthens the joint perspective—the foundation of capability planning for the entire armed forces. Standardized taxonomy helps planners communicate more effectively, describe capabilities more accurately, and transmit information to decision-makers more precisely.⁶ Planners from all parts of the military and ministry must communicate effectively within the planning process. Appendix F is a suggested glossary for consideration as a defense planning taxonomy.

⁶ Goodman et al., “Observations on the Republic of Korea Force Requirements Verification System,” IDA Document D-5044 (Alexandria, VA: Institute for Defense Analyses, 2014), 11.

3. Data Integrity

Joint capability planning requires a systematic approach to data because data provide the basis for decisions in the capability planning processes. Data integrity refers to four elements: data verified during collection, effectively integrated into the analytic process, recorded dutifully as decisions at each step of the planning process, and traceable throughout all processes. A systematic approach to data integrity increases transparency throughout the planning process by explaining how data were first gathered, then reported for decision-making at key milestones, and finally recorded as planning decisions. IDA research into best practice has shown that “without such a [data] system it is impossible to develop achievable defense objectives, construct a program budget, or conduct the analyses that produce realistic alternatives for programmatic decision-making.”⁷ Access to and sharing of data is a major consideration in capability planning. Of the five enabling attributes, data integrity—especially as it relates to collecting and sharing service data within the defense institution—is the most important. Maintaining data integrity requires capable information management systems to store, manipulate, and analyze cost data for decision-makers.

4. Analytic Rigor

The key to developing decision-ready information for leadership is a rigorous analytic process to support the joint capability planning system. This analytic process allows planning and resource data to be processed into useful information for decision-makers. At a minimum, the system requires analytic methodology, tools, and trained staff to perform cost and capabilities analysis. This analytic work must be timely, supplying information when it is needed in the capability planning process.⁸ It requires an open and transparent approach so participants in the process have confidence the information used in decision-making was properly analyzed based on reliable data. In addition, there is often no single “correct” answer, so stakeholders need an opportunity to present their assessments before a final decision is made. Analysis, no matter how rigorous, is never trusted if it is not accomplished in a transparent manner using accepted analytic techniques. The military services routinely conduct their own analysis, but by its nature, that analysis is prone to bias—not by intent, but because the analysis normally relies only on service concepts and data.

5. Organizational Alignment

A common shortcoming of many planning systems is the failure to align strategy, planning, and resource allocation processes. The main goal of organizational alignment is

⁷ Ibid.

⁸ Ibid., 12.

to ensure strategy planning precedes and drives joint capability planning, which then informs resource allocation. Organizationally aligning strategy, planning, and resource allocation ensures accountability and decision authority within the organization.⁹

D. Defense Planning Model

Figure 6 shows the relationship between major areas of the planning model: strategy planning, joint planning, capability planning, acquisition, programming and budgeting, and cost analysis (feedback). Adding these red lines to the planning model (representing decades of IDA research) allows students to see what successful planning looks like in defense management. This model helps partner nations consider, discuss, and compare how their own systems create required military capability aligned to its national strategy.

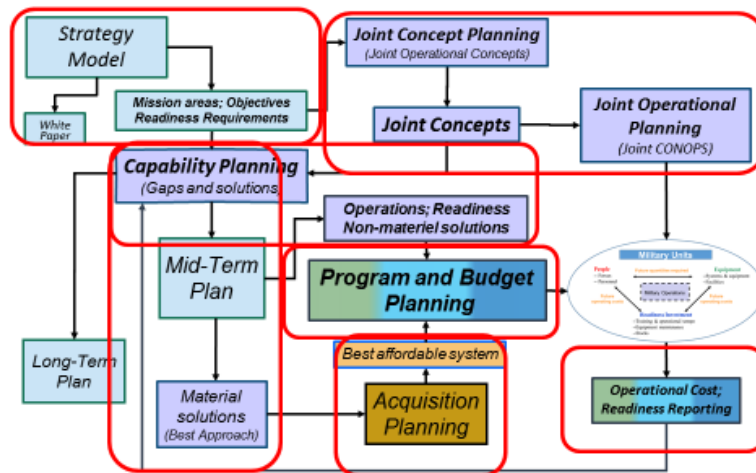


Figure 6. Defense Planning Model (six areas)

1. Strategy Model

Strategy planning helps to develop shared agreement that enables collective action. Strategy planning expresses desired ends (objectives—what we want to do); ways (approach—how we plan to do it), and means (resources—what we need to do it). The strategic planning processes bridges strategy and policy (i.e., “a collection of useful information”) and capability planning through defense guidance that should identify the following:

- Mission Areas—What challenges does the national strategy articulate that the Armed Forces should set out to address? Defense guidance should name mission areas that are necessary to meet the strategy. Examples of mission areas include

⁹ Ibid., 13.

maritime domain awareness, peacekeeping operations, and humanitarian defense and disaster relief.

- Objectives—The defense guidance should articulate specific objectives for the military to accomplish in those mission areas.
- Readiness Level—Defense guidance should describe readiness levels. For example, in the humanitarian assistance and disaster relief mission area, guidance could state that forces should be prepared to respond within 24 hours' notice to deploy 100 km to austere locations with two battalions of support with self-sustaining capability for 2 weeks.

2. Analytical Concepts

The planning and decision-making processes elemental to the defense planning model introduced in Figure 3 require analytical support. Within the scope of this course, we introduce three primary subjects: life-cycle cost (LCC) and operational cost analysis, readiness reporting and analysis, and defense data management. These concepts are not exclusive of other tools, but rather are core to successful implementation of a defense management and planning process. Many other areas in defense management also require substantial analysis (i.e., capability requirements, joint operational concepts, force planning, etc.) but are beyond the scope of this paper.

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4. Modules

A. Defense Management

1. Module 1—Overview of International Best Practice in Defense Management.

Students in this cohort are in the process of earning a Master’s Degree in Defense Management from IDU. Composed of both civilian and military personnel, the cohort possessed varying levels of knowledge on the topic, but all were exposed to a wide scope of international best practices in defense management principles. These principles are relevant to both civilian and military officials as each consider improvements to their organization from different perspectives. The course overview discussed the overarching goal of defense management. Defense planners use national strategy to articulate required military capabilities and develop these capabilities by investing in both current readiness and future systems. Defense planners should strive to program (5 years) and budget (annually) this investment into functional components of military capability—people, equipment, and readiness (Figure 7). Such planning will optimize limited resources while ensuring the armed forces and military units are resourced adequately to conduct missions identified in the strategy as vital to both short-term and long-term national security objectives.¹⁰

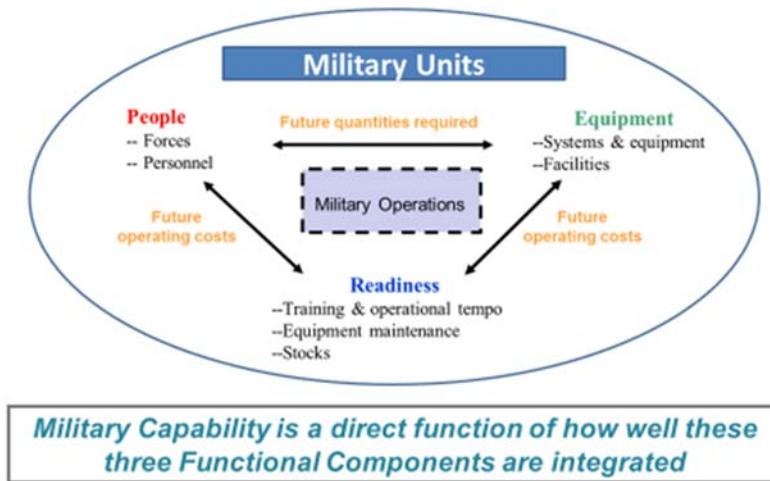


Figure 7. Functional Components of Military Capability (*Trinity Chart*)

¹⁰ Module 4—Concepts of Risk in Defense Management is an important consideration for ministry leadership and discussed in more detail below.

2. Module 3—Defense Strategy and Policy

Defense strategy and policy links the defense establishment to national strategy and policy. The strategy and policy domain includes national military strategy and enduring strategic objectives, or “ends,” that drive joint capability planning. The strategy and policy domain helps to articulate how the national government and the defense ministry will use the military. The process of reaching agreement on national military objectives—across a breadth of stakeholders—helps guide actions necessary to properly plan, adequately resource, and effectively respond to the future environment. Figure 8 is a simple graphical representation of how strategy and the process of strategic planning can help to distill information useful for joint capability planning. Goals are refined and help guide acquisition and program planning. More detailed concepts for investing in current readiness help to define annual budgeting. Each iterative step should be aligned and traceable to enduring strategic objectives. This process can help make difficult decisions more clear, especially given a limited resource environment. In the end, planners should be able to trace line items in an annual budget (investments in readiness, major weapons acquisition, and joint force modifications) through the defense management system and link them to specific enduring strategic objectives. As we shall see in later sections, defense management systems help organizations with this process.

Strategy and policy can help to facilitate civilian control of the military. Civilians in a ministry, intragovernmental agencies, the legislature, and other domestic organizations help develop national-level documents that set constraints on the role of the armed forces. In this way, strategy and policy can bound and guide the defense ministry by articulating specific military ends (mission areas), priorities, and readiness levels, how much capability is required, and guidelines for developing joint concepts and operations.

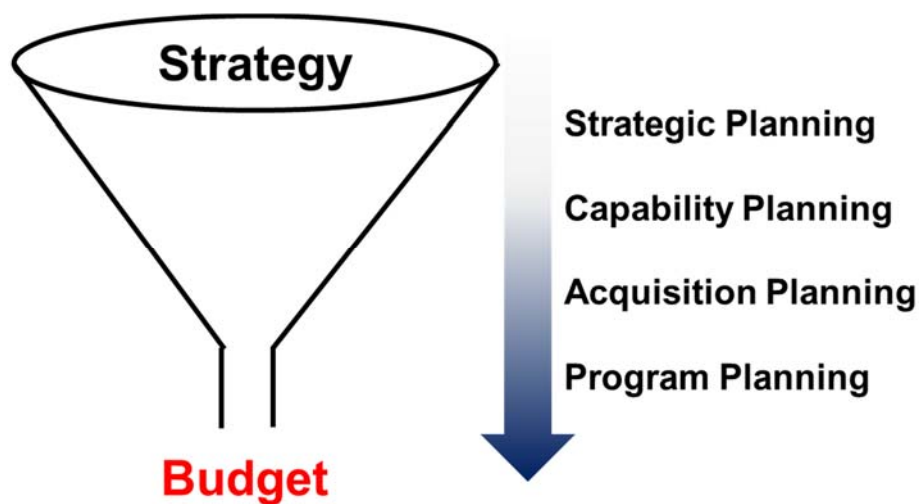


Figure 8. The Role of Strategy

3. Module 5—Defense Resource Management

Defense resource management helps organizations plan for affordable future defense capabilities based on strategy. Defense resource management converts the nation’s resources (money through human resource management and logistics) into military capability (forces, equipment, and infrastructure) based on national strategy and security objectives. Defense ministries around the globe face increasingly complex challenges planning for and sustaining the scope and breadth of required military capabilities.¹¹ Planning and budgeting for these capabilities can be a daunting task, especially as budgets are reduced. IDA experience with dozens of countries led to development of best practices in mid-term (5 year) and annual planning cycles to maximize defense resources, identify cost-effective alternatives, and leverage joint capability-based planning aligned to prioritized security objectives. Defense officials across the globe have recognized the importance of systems that not only link strategy to budget, but use (planned and actual) cost data to improve planning accuracy to help best use scarce resources. Joint capability-based planning (discussed in more detail later) can be difficult, but can provide a roadmap to help ministry officials both deliver required military capability and explain all associated costs. Explaining costs is crucial to accurately describe risk. For example, a Ministry of Defense that can explain costs of its force capability can also articulate the risks to the nation associated with lack of funding.

A first step to understanding a nation’s defense management systems includes the four functional elements of the defense management cycle (Figure 9). This framework helps IDA and the ministry understand current processes and relationships within their own system. The basic defense management cycle includes reporting, analyzing, planning, executing.¹² The “information systems” box at the center is essential. Few ministries have information systems capable of storing, analyzing, disseminating, and using data for multiyear and annual planning requirements. Moreover, it is rarer that military services or headquarters share information systems with defense ministry that, if done, could substantively aid in planning and communication (see Figure 5).

The expanded defense management cycle (Figure 10) includes best practice performed within each area. Note the challenge (Linking Policy to Capabilities) is represented as a theme in this slide and throughout the defense management course. Figure 10 also depicts the military unit’s relation with planning and reporting. The relationships within and between each area (denoted by black lines) provide another visual representation for ministry officials to compare and contrast best practices to their own systems. The planning area includes strategy, capability, acquisition, and budget planning

¹¹ Goodman et al., “Observations on the Republic of Korea Force Requirements Verification System,” 12.

¹² The defense management planning cycle can be thought of as a type of Boyd “OODA Loop”: Observe (report), Orient (analyze), Decide (plan), Act (execute).

that each drive budget execution, procurement, and military operations. The execution phase results in data that (if reported and captured and used) feed reporting on financial and accounting performance, auditing, and operational status reporting. The reporting area feeds into cost analyses, evaluation, and capability analyses that can in turn inform more accurate planning. These phases are cyclical over a multiyear timeframe, repeating annually.

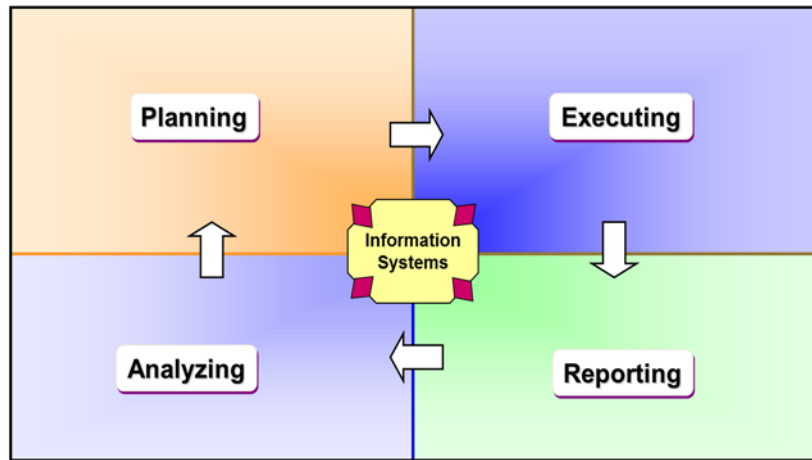


Figure 9. Four Functional Elements of Defense Management Framework

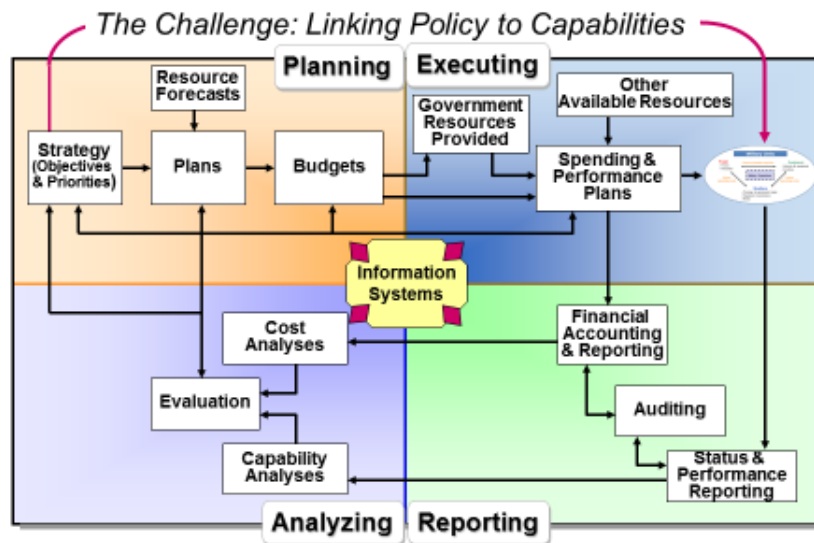


Figure 10. Functional Elements of Defense Management Framework (expanded)

4. Module 6—Defense Human Resource Management

Defense human resource management creates the force and sustains it. This domain is responsible for how the nation’s armed forces and institutional personnel are organized and trained. It ensures the right person (face) is in the right place (space) at the right time. This domain comprises five functional areas: force structure, recruiting and retention,

training and development, compensation, and personnel utilization. These functions are supported by systems shown in Figure 11. The five human resources functions should operate in an integrated and synchronized fashion within the larger defense management system.

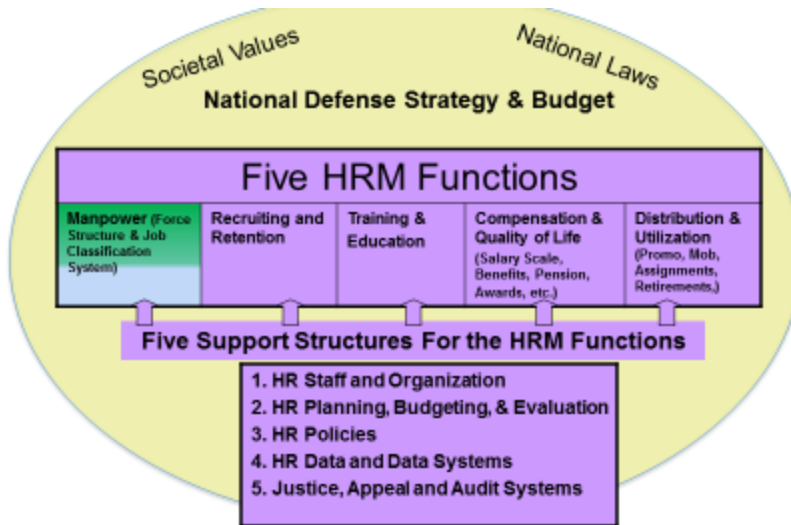


Figure 11. Defense Human Resource Management Domain Functions and Support Structures

5. Module 7—Defense Logistics Management

Defense logistics is the system for managing and delivering all non-human capabilities. Logistics creates, equips, sustains, and monitors the armed forces in the field to meet operational demand within size and composition constraints. Figure 12 shows logistics planning considerations:

- *National Strategic Level*—Senior leaders define mission areas and breadth and depth of focus for capability planning and programming.
- *Capability planning*—Identifies logistics capacity needed by the armed forces to support national strategy.
- *Programming*—Allocates resources to programs over time to create a future force with the desired capabilities to support operations.
- *Logistics*—Enterprise monitoring tracks implementation of logistics plans and programs while supporting flow during force employment.

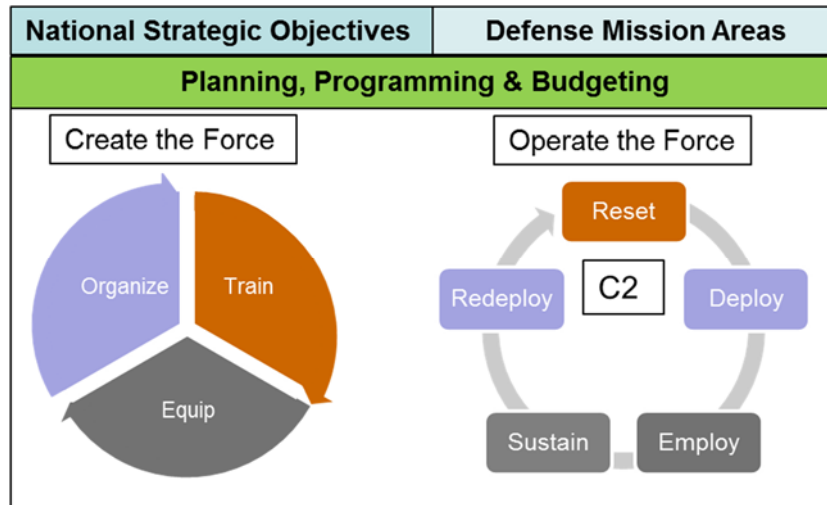


Figure 12. Logistics Planning Considerations

6. Module 8—Joint Concepts and Operations

Joint concepts and operations prepares for and manages employment of the force. Joint concepts are the bridge between strategy and doctrine. The strategic planning process should produce guidance including prioritized mission areas and readiness levels for joint military planners. This guidance helps Army, Navy, and Air Force planners develop joint solutions (and required joint capabilities) to accomplish those priority missions. Accordingly, a joint concept is a planned military (joint force) solution to address a compelling military challenge identified in the strategic guidance. Joint concepts are an integral part of the overall defense management system because they influence not only current joint force employment (military operations) but also future force development (capability planning).

A CJCS Instruction defines a joint concept as “Linking strategic guidance to the development and employment of future joint force capabilities”; it serves as “engines for transformation” that may ultimately lead to doctrine, organization, training, materiel, leadership and education, personnel, facilities, and policy (DOTMLPF-P) changes. Joint operating concepts are defined as “how the Joint Force will execute military operations within a specific mission area in accordance with defense strategic guidance.”¹³ Figure 13 shows a number of military challenges, proposed solutions (mission areas), and required capabilities. Each of these solutions (e.g., border security, counter-narcotics) could be developed into a joint concept to describe how the joint force would address the military challenge.

¹³ Chairman of the Joint Chiefs of Staff Instruction, “Guidance for Development and Implementation of Joint Concepts,” CJCSI 3010.02D, November 22, 2013, http://www.dtic.mil/cjcs_directives/cdata/unlimit/3010_02.pdf.

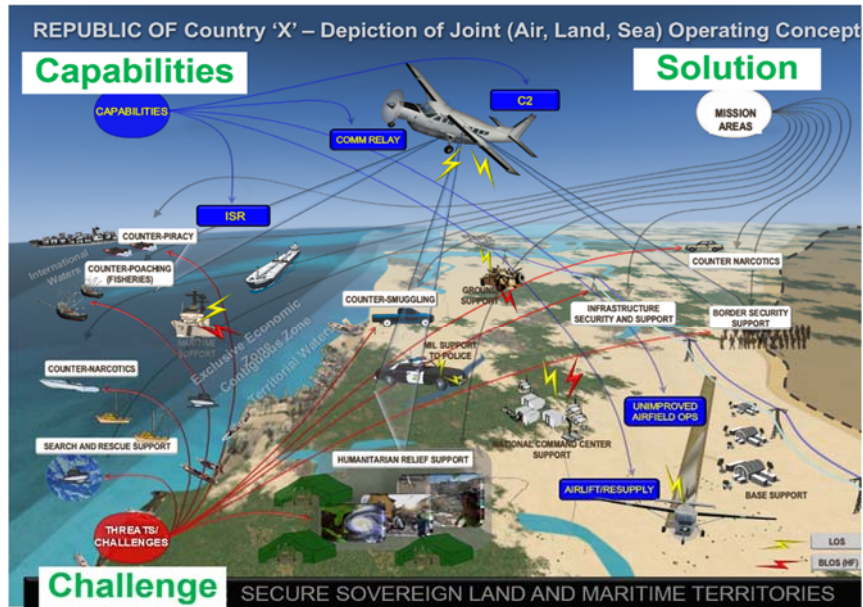


Figure 13. Joint Concepts to Secure Sovereign Land and Maritime Territories

B. Defense Planning

1. Module 4—Concepts of Defense Risk

Students in this cohort were taught that risk is omnipresent; assessing risk should always be part of making choices at the ministerial level. Assessing risk allows planners to explain it to senior decision-makers; gives those same leaders a chance to recognize choices; informs their choices about how and where to invest limited resources; and provides a rationale behind decisions to lower, mitigate the effects of, or accept risk in certain areas.

In the defense planning context, strategic risk is mission focused. The “heat chart” in Figure 14 shows risk as a function of likelihood (or probability), increasing left to right across the x -axis; consequence (or severity of occurrence) increasing up the y -axis; and urgency (how soon the risk needs to be mitigated assessed as far, mid, and near term), increasing toward the reader on the z -axis. Green shaded blocks represent low likelihood and low consequence. Red blocks represent high likelihood and high consequence. Risk assessment is a key element for determining if planning is aligned with strategy in these areas:

- Basic risk is a combination of likelihood and consequence.
- Important risk is a combination of risk and urgency.
- Priority risk is a combination of importance and political will (what does the civilian and military leadership want to do?).

Basic Risk is a combination of **likelihood** and **consequence**

Important Risk is a combination of **risk** and **urgency**

Priority Risk is a combination of **importance** and **political will**

- What does the civilian and military leadership **want to do?**

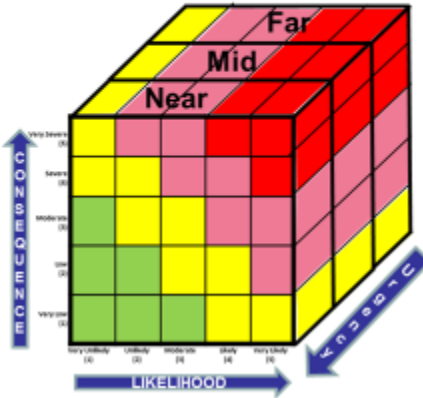


Figure 14. Concepts of Risk in Defense Planning

During strategy and capability planning, the relative risk of military capacity can be rated to respond to each mission area. Moreover, planners can use the two- or three-dimensional chart to not only describe risk, but recommend investments in capability (people, equipment, readiness) to reduce relative risk (i.e., move from red toward green) for selected mission areas.

2. Module 11—Joint Concept Model

Joint concepts enable services within a nation’s armed forces to work collaboratively to meet military challenges. Joint concept planning helps armed forces consider how an army, navy, and air force can leverage each other’s strengths by developing solutions to military challenges. Joint concepts inform both (current) force employment as well as (future) force development (right and left side of Figure 15, as well as Figure 3).

Joint concepts influence (current) force employment by leveraging Army, Navy, and Air Force strengths to “propose new approaches for the Joint Force to accomplish missions, execute functions, and deliver, support, or sustain joint warfighting capabilities.”¹⁴ On the (future) force development side, joint concepts can inform capability planning across the spectrum of DOTMLPF-P, including non-material and material (i.e., acquisition) solutions. For example, a particular joint concept may call for simultaneous defense of multiple maritime choke points requiring several capabilities to work in concert over a predetermined time and location. Joint capability planning can help identify shortfalls in both non-material (personnel and training requirements) and material (additional maritime

¹⁴ CJCS Instruction 3010.02D, 22 November 2013
http://www.dtic.mil/cjcs_directives/cdata/unlimit/3010_02.pdf.

UAV or surface combatants) resources. In addition, the joint concept could identify new capabilities necessary to address the scope of army, navy, and air force maritime capabilities working in concert to meet joint concept requirements.

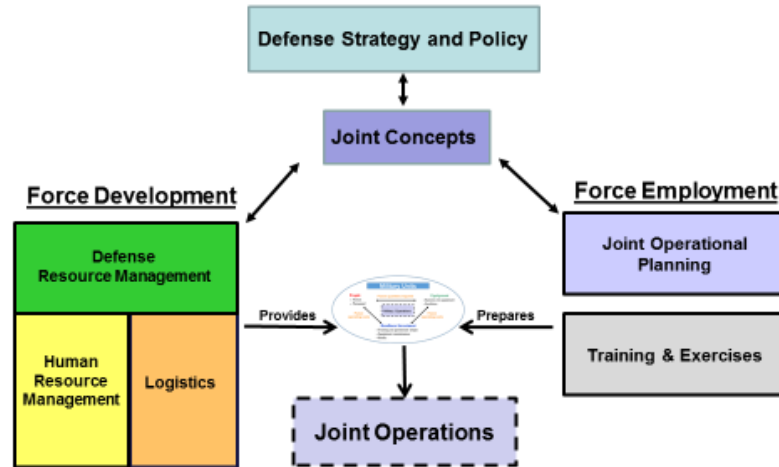


Figure 15. Dual Purpose of Joint Concepts

3. Module 14—Capability Planning

Joint capability planning is at the center of the planning model (Figure 3), since it links strategy and military capability. The capability planning framework can help ministries build a 5-year defense program using international best practice: a strategy driven, top-down, jointly planned, fiscally constrained plan that creates demand signals for both non-materiel and materiel (acquisition) solutions to develop the required military capability the nation requires. IDA research has found that optimal capability planning is led by a joint organization reporting to the minister of defense, supervised by the ministry, and occurs at the joint operational level.

The capability-planning process uses joint operational concepts to derive capability areas and statements. The process of joint capability planning helps planners determine the type of military capability a nation requires to meet its stated defense priorities. Capability planning identifies gaps in military capability that investment in either readiness or defense acquisition can fill. Planners can identify whether current and planned military capabilities are adequate, determine whether gaps (or overages) exist, and propose options to address those gaps. Moreover, tools discussed below can help planners provide costs for those options to enable senior decision-makers compare them.

Each element of the planning model provides input to, or takes planning cues from, capability planning. Defense strategy gives capability planning its purpose and direction; resource forecasts constrain planners to affordable solutions; and cost analyses ensure planners consider future fiscal consequences. Given these constraints, capability planning

helps determine whether planned military capabilities (currently owned) are sufficient to meet national objectives.

Figure 16 is an example of a mission area assessment framework. This framework is central to the methodology of assessing an entire armed force and identifying gaps or overages in military capability relative to a designated mission area. In this example, column 1 depicts the mission area, maritime domain security. Maritime domain security is deconstructed into three joint capability areas (JCAs), awareness, control, and interdiction based on a joint operational concept.¹⁵ In column 2, JCAs are further deconstructed into service-specific functional areas (column 3), which any service could provide to forces. Functional areas are deconstructed into military units (column 4) drawn from the respective service. Finally, using military judgment (or existing data), each unit's readiness level (column 5) is identified. Using this framework takes time. But joint military planners across the globe have successfully linked unit readiness to each unit, then to the functional and joint capabilities that support an identified priority mission area that addresses national-level challenge. This framework provides defense planners with the tools to help leaders gain insights into challenges and the risks associated with each mission area. The challenges are identified as shortfalls or overages (in military capability) that planners can propose to senior leadership as near- and mid-term investment options for allocating scarce resources to lower, mitigate the consequences of, or accept risk in given mission areas.¹⁶

4. Module 16—Acquisition Planning

Acquisition planning refines the product of capability planning into recommendations about what sort of approach is appropriate for a given need. And given an appropriate approach, acquisition planning considers what specific system or systems should be acquired, how many, in combination or coordination with other systems, on what schedule, and how the system will be supported during its life cycle. An acquisition recommendation, once considered against fiscal constraints and affordability concerns, can then be incorporated into a plan for a program budget.¹⁷

Figure 17 provides one interpretation of a typical acquisition planning process. In it, a “first pass” phase is closely linked to capability planning, and a “second pass” phase is closely linked to the acquisition process and procurement. The output of defense

¹⁵ JCAs are a collection of functional capability areas grouped to accomplish a specific type of military mission; a specific collection of JCAs together provide the military capability within a mission area. See Appendix B

¹⁶ IDA has done extensive work on this particular area within defense management, but a full discussion of capability planning and proposals to mitigate the effects of risk is outside the scope of both the course and this paper. For a more detail discussion see Tillman et al., “Defense Resource Management Studies.”

¹⁷ Tillman et al., “Defense Resource Management Studies,” B-23.

acquisition is described in the planning process within this document as the “best affordable system” that meets the identified requirement for a “materiel solution.”

Mission Area	JCA	Functional Area	Apportioned Unit Name	Readiness Rate (%)
Maritime Domain Security	Maritime Awareness <i>Find</i>	Airborne Surveillance	Recon Squadron	70%
			Helicopter Squadron	80%
		Persistent LR Surveillance	Aerostat Radar	90%
			UAV Squadron	25%
		Sea / Under Sea Surveillance	IMSS	40%
			W-Class Submarine	65%
	Maritime Control <i>Fix</i>	Harbor Patrol	Minesweeping Unit	65%
		Surface Tracking	Corvette	30%
		Direct Interdiction	Coastal Missile Bn	35%
		Tactical Surveillance	Recon Squadron	75%
	Maritime Interdiction <i>Finish</i>	Visit, Board, Search	Marine SpecOps	30%
		Air to Ship Assault	Chinook Helicopter	80%
Indirect Fire Support		Apache Unit	80%	

Figure 16. Mission Area Assessment Framework

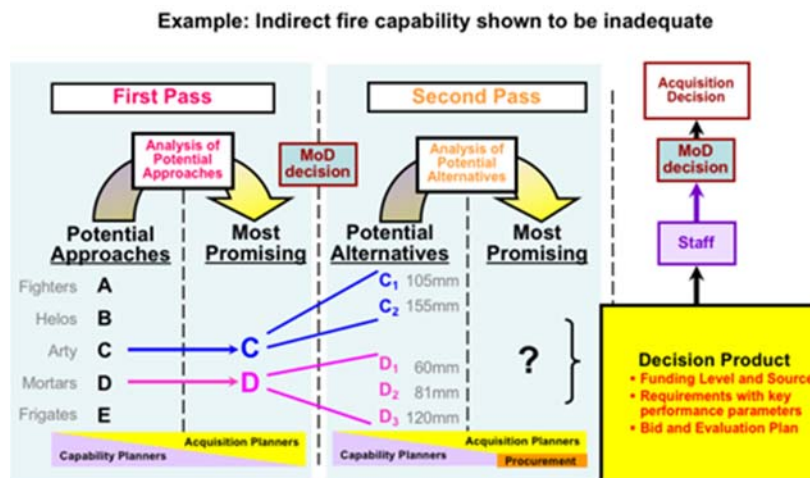


Figure 17. Defense Acquisition Planning Concept

5. Module 10—World Bank Financial Model Program and Budget Planning

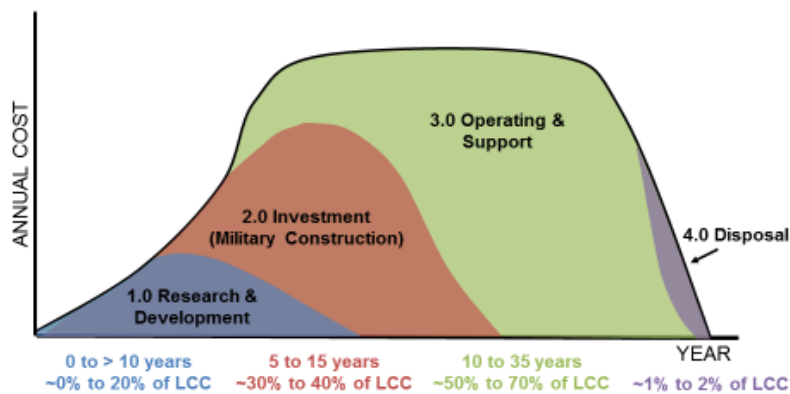
The primary output of the planning model is an integrated, resource-constrained, mid-term plan for the defense sector that shows the intended implementation of long-term plans. The mid-term (5 year) plan should be prepared in sufficient detail to ensure affordability and to permit development of budgets for the next year. Program and budget planning allocates money among defense objectives, ensuring the best mix of capabilities within the program budget. Those decisions are recorded in the “program of record” by each account

for submission with the annual budget. In addition, the program of record relates money previously spent to performance through program evaluations.

6. Module 12—Life Cycle Cost (LCC) / Operational Cost Analysis (OCA).

Cost estimation and cost analysis support the planning model by providing an understanding of the resources necessary to fund a desired defense program. For a defense program to deliver desired military capability, planners must not only understand but also plan for and program resources over the mid (5 year) and short (annual) term. LCC models estimate the total cost, both directly and indirectly attributable, for any defense project. LCC estimates include costs of purchasing, fielding, using, maintaining, and disposing of a system, unit, facility, or event throughout its entire expected life (e.g., 20 years). Operational cost includes only the operating and support, or sustainment, costs of a defense system (annually). Both concepts appear in Figure 18, with LCC including all four phases and operational cost analysis including only phase 3.0.

LCC primarily supports acquisition decisions, for both materiel and non-materiel capability options. Operational cost analysis primarily assists planners in estimating program affordability and the cost of readying existing defense systems. Both concepts are supported by a quality data management system, including cost factors, activity factors, and force structure information.¹⁸



Over the life of a program, operating & support costs generally exceed investment costs and account for up to 75% of all system costs

Figure 18. Life-Cycle Cost Estimate

¹⁸ The course introduced the students to cost estimation and cost analysis concepts and tools designed to support the wider planning process. This module included an introduction to cost estimation and their support to decision-making in a resource-constrained environment. A case study was used to illustrate these concepts.

7. Module 15—Measuring Defense Readiness

Cost estimates provide information on the resources required to fund the defense program, while readiness data provide information on the ability of the defense forces to deliver expected capability today and in the future. Without integrated readiness concepts and associated data, planners likely have little knowledge of the status of current capability—what they funded today—and the ability of future units to deliver expected capability—what they will fund in the future. Both planners and commanders are concerned with readiness, but defense management focuses primarily on “structural readiness,” the ability of a unit to deliver on its planned function.¹⁹

Figure 19 is an example of typical data included in a developed readiness planning and reporting system. These data include quantitative information on the status of a unit relative to its plan: numbers of personnel, training and activity rates, equipment on-hand, equipment status, supply levels, and facilities conditions.²⁰ Readiness reporting systems provide the feedback necessary help planners understand what funds are currently buying and where to invest, divest, or adjust to influence future readiness rates. Figure 19 shows a graphical representation of the process that informs readiness rate data (see Figure 16). The mission area analysis framework then links unit readiness (through functional area, joint capability area, and mission area) back to the national strategy for the armed forces.

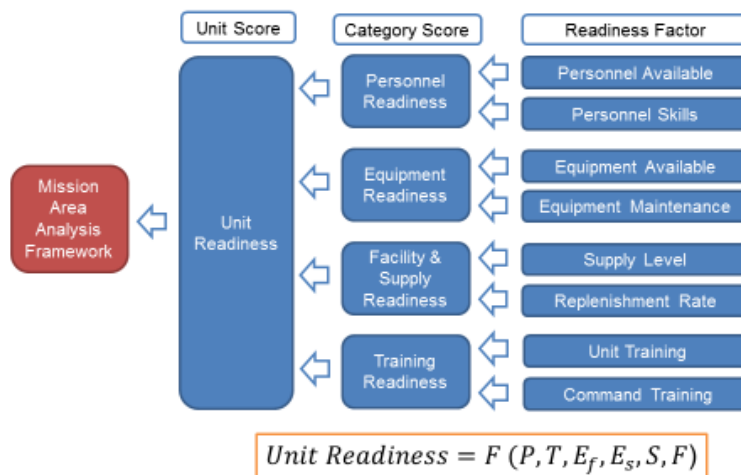


Figure 19. Developing Unit Readiness

¹⁹ Structural, or mission, readiness measures the ability of a unit to deliver its planned capability and is a primary concern of planners. Operational readiness measures the ability of a unit to deploy for a specific mission, and is a primary concern of commanders.

²⁰ The focus of the defense management course regarding readiness data is on quantitative inputs to readiness. Qualitative measures and readiness outputs are not included in the existing course material.

8. Module 13—Defense Data Management

Both cost and readiness data necessitate a structured, efficient, and reliable system to collect, store, manage, analyze, and archive information. Data management is a key activity that can support almost any organization or process, including those discussed in Modules 12 and 15. The defense data management module works to inform the students regarding standard best practices in data management. A typical data management process appears in Figure 20.

The overall defense management system and each domain require data management tools to monitor processes and events while providing feedback to enable organizations and people to react in timely and appropriate ways.

Three points warrant additional emphasis with respect to all planning elements, First, “they cannot successfully be conducted as separate, sequential activities, but must be integrated and iterated; second, they are not naturally coordinated, but require the constant supervision of senior leaders to work effectively in concert; and third, their success depends on their timeliness.”²¹ The elements must work together, require senior leadership involvement early and often, and must align with the nation’s public financial management processes such that budgets submissions are complete and timely. Said another way, the elements are not distinct modules completed independently of each other or out of sequence; the process is not autonomous; and its pace must match outside processes, normally those controlled by the Ministry of Finance.

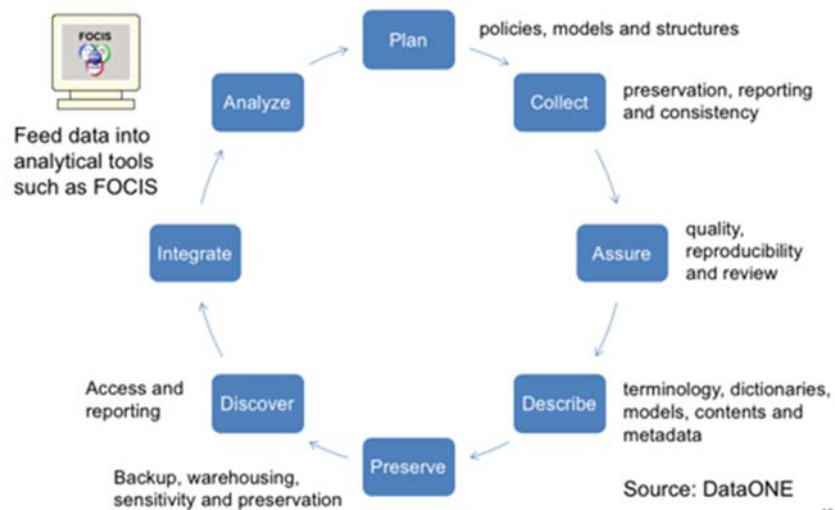


Figure 20. Data Management Process (Notional)

²¹ Goodman et al., “Observations on the Republic of Korea Force Requirements Verification System,” 16.

C. Defense Management Simulation: Modules 17–19

IDA ran a daylong, team-based, defense management simulation designed to simulate the defense planning and programming process.²² The simulation introduced students to a fictional country and defense guidance, budget constraints, force structure, and personnel and readiness data. Figure 21 presents an example of these data for the country’s land forces. Using the notional country, students interpreted the country’s defense planning guidance and proposed a resource-constrained defense program. The students were exposed to simulation material during the preceding modules and asked to apply their knowledge during the simulation.

After splitting into three teams, students began assessing the defense guidance. The first challenge for each team was itemizing and prioritizing guidance before applying it to the program. The teams used combinations of semi-organized process approaches together with trial and error to generate a program within fiscal limits. Group engagement was strong throughout the entire time allocated for the workshop, with informed and energetic discussion. Regarding changes for future simulation events, the material supporting the simulation should be more effectively and extensively integrated into the preceding modules. In addition, the Excel model created for the simulation could be used as a computer tool in other portions of the course.

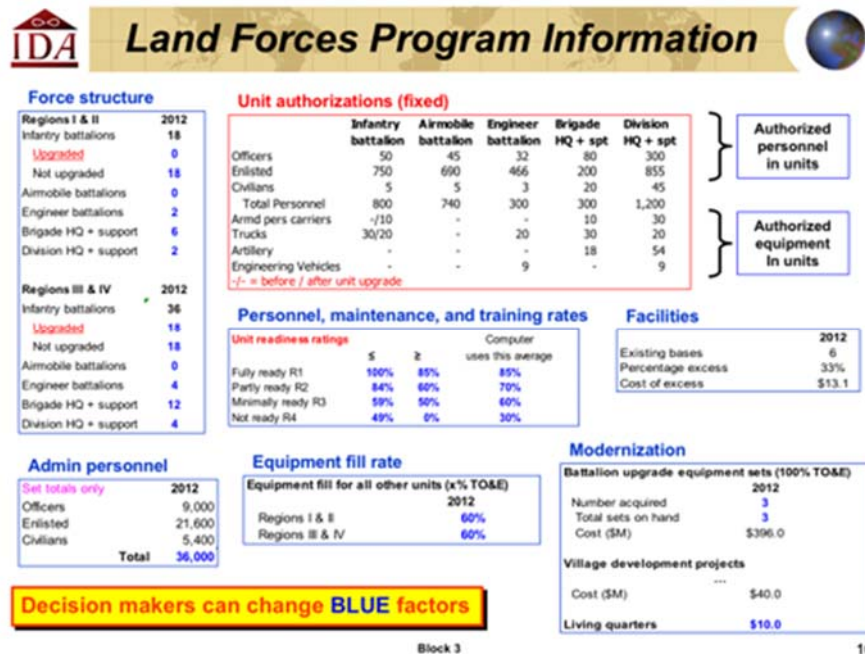


Figure 21. Defense Simulation Data (Land Forces Program)

²² This simulation was first used by IDA as part of the Defense Resource Management System in Indonesia in 2009. IDA is currently modifying the Defense Management course to incorporate more elements of the simulation aligned to the core topics.

D. Additional Modules—CCMR / NPS

The modules listed below are addressed in the expanded student reviews (Appendix B), but are not described in greater detail within this report:

- Module 2—Maritime Security (CCMR – Tim Doorey)
- Module 9—Cyber Security (CCMR – Scott Jasper)
- Module 20—Grand Strategy (NPS – Dr. Mike Malley)
- Module 21—An Indonesian in Monterey (NPS Student)
- Module 22—Counter Terrorism (NPS – Dr. Heather Gregg)
- Module 24—Defense Diplomacy (NPS – Carolyn Halladay)

5. Defense Management Course Review

A. Assessments

The instructors asked the students to provide feedback for the course in total (Table 2 and Table 3) and for individual modules (Table 4). The quantity of feedback requested was significantly greater than typical so that each of the 25 individual modules could be assessed. Response rates varied across modules, and there is no attempt to validate or test the data. Rather, the data only supplements the observations and assessments made by the course instructors.

Table 2 presents a review of the course content. Considered in total, the responses to the course content review were positive, with the students scoring the statement “I think learning more about defense management can benefit my country” nearly unanimously with a “Strongly Agree.” Approximately three-quarters of students who responded to the course review questionnaire strongly agreed that the “overall quality of the course was excellent.” With respect to the few neutral scores for the field activity, the course assessment was conducted before the bulk of the formal field activity so the associated scores are likely not representative of the actual field activity. That noted, there were challenges with the field activity due to funding issues unrelated to the IDA portion of the defense management course.

Table 2. Course Content Review

	Course Content Review	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
1	I was academically prepared for this course.	0	0	2	7	21
2	The size of the cohort was appropriate.	0	0	2	8	19
3	The learning materials were relevant and useful.	0	0	0	9	20
4	The course increased my knowledge of defense management.	0	0	0	4	24
5	The course increased my interest in defense management.	0	0	0	3	25
6	The field activity was an important part of the course.	0	0	6	11	11
7	I think learning more about defense management can benefit my country.	0	0	0	1	27
8	The overall quality of the course was excellent.	0	0	0	6	22

Table 3 presents a review of the course logistics in total. Generally, the scores are split evenly between “Agree” and “Strongly Agree.” For the two neutral scores for question three, no elaborative comments were made in conjunction with those ratings. It is possible these could be a response to the challenges associated with the field activity.

Table 3. Course Logistics Review

	Course Logistics Review	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
1	My travel arrangements were clear and complete prior to departure.	0	0	0	15	12
2	I did not experience any problems(s) travelling to the course site.	0	0	0	11	16
3	I was treated with courtesy by the school and facility personnel.	0	0	2	13	12
4	I was adequately oriented to the habits and customs of the course site.	0	0	0	8	19
5	The money allowance was sufficient to meet my normal expenses.	0	0	0	18	9

Table 4 presents average student scores for statements associated with individual course modules. Responses to each statement received a numeric score according to the following set of rules:

- strongly disagree = -2
- disagree = -1
- neutral = 0
- agree = 1
- strongly agree = 2

For example, for a statement with three students who strongly agree, one student who agrees, and two students who are neutral, the reported score rounds to 1.2, implying general agreement. Scores greater than +1.5 indicate a substantial number of “Strongly Agree” responses. The scores are reported across all modules in a single table to allow for rudimentary comparison. No definitive conclusions regarding individual modules are provided, but some general observations follow.

The assessments suggest that technical topics such as cyber, logistics, and the defense management simulation were relatively more difficult to understand. Although topics like the defense management simulation and LCC were scored as difficult, they were also scored as valuable and beneficial. There is some indication that newer material, recently

developed for the course, scored slightly lower than more mature topics. Modules such as Defense Data Management, Cyber, Readiness, Defense Logistics, and Joint Concepts might benefit from further development if the course is repeated.

Table 4. Module Review (Average Scores)

	Module Title	The module material was easy to understand	I know more about the topic after completing the module	I was not academically prepared for this module	The module increased my interest in the topic	The subject matter will be useful for my career	The module should be provided to other students in my country	Learning more about this topic will benefit my country
1	Best Practice in Defense Management	1.3	1.4	-0.7	1.3	1.3	1.3	1.6
2	Maritime Security	1.3	1.2	-0.8	1.1	1.0	1.7	1.7
3	Def. Strategy & Policy	1.4	1.6	-0.6	1.4	1.5	1.6	1.6
4	Joint Concept Planning	1.4	1.7	-1.0	1.5	1.5	1.7	1.7
5	Def. Resource Mgt.	1.5	1.7	-1.1	1.5	1.6	1.8	1.8
6	Def. HRM	1.4	1.6	-1.1	1.5	1.6	1.7	1.8
7	Def. Logistics	0.8	1.5	-1.0	0.9	1.3	1.7	1.7
8	Def. Risk	1.5	1.8	-1.1	1.5	1.6	1.7	1.7
9	Cyber	0.4	1.1	-0.7	0.8	1.1	1.3	1.3
10	World Bank PFMS	1.4	1.7	-0.9	1.6	1.6	1.8	1.7
11	Joint Concept Dev.	1.1	1.7	-1.1	1.4	1.5	1.6	1.7
12	LCC / OCA	1.1	1.5	-1.0	1.2	1.6	1.8	1.7
13	Def. Data Mgt.	1.2	1.4	-1.0	1.2	1.2	1.5	1.5
14	Capability Planning	1.3	1.4	-0.8	1.4	1.3	1.7	1.6

	Module Title	The module material was easy to understand	I know more about the topic after completing the module	I was not academically prepared for this module	The module increased my interest in the topic	The subject matter will be useful for my career	The module should be provided to other students in my country	Learning more about this topic will benefit my country
15	Def. Readiness	1.2	1.5	-0.8	1.3	1.3	1.7	1.6
16	Acquisition Planning	1.2	1.3	-0.8	1.4	1.2	1.6	1.5
17	Defense Management Simulation	0.9	1.3	-0.8	1.4	1.4	1.6	1.6
20	Grand Strategy	1.4	1.6	-1.1	1.4	1.4	1.7	1.5
21	Cohort Disc.	1.4	1.1	-0.6	1.3	1.0	1.4	1.4
22	CT	1.3	1.4	-0.6	1.4	1.2	1.4	1.6
23	Defense Management in the US	1.5	1.4	-0.7	1.5	1.2	1.5	1.6

B. Lessons Learned and Recommendations

1. Lessons Learned

The course review presented in Table 2 provides a brief but powerful summary of the positive results achieved with this project. Regarding defense management in general, nearly 100% of students strongly agreed that learning more will benefit their country, and 85% strongly agreed that the course increased their knowledge.

Despite this first course tangibly succeeding, there are a number of important lessons learned to report and apply to future courses:

- The defense simulation should be more integrated with academic modules and extended to at least a full 3days.
- Material in the IDA modules for defense data management, defense logistics, and acquisition planning should be developed further in preparation for the next course.
- Technical subjects may require greater clarification or a more basic approach, depending on the characteristics of a given cohort.

2. Recommendations

With the success of this initial course, lessons learned can be applied to course materials and structured for potential future courses. The effectiveness of this course would be increased by:

- Selecting attendees from the pool of civilian defense and military service planners (the Unhan cohort had little military experience beyond that of the three military officers that were Unhan students and part of the cohort).
- Further developing technical modules, including data management, logistics, and acquisition modules.
- Expanding the defense simulation to 3 full days to integrate it more fully with the core domain modules and allowing more time for interaction and decision-making among the participants.

An improved course could be delivered to Indonesia later this calendar year in the United States or at locations appropriate for select cohorts. The newly designed course could continue supporting current in-country security cooperation with routine opportunities for focused, tailored, and more technical CONUS education to sustain access and influence, foster relationships, and broaden defense institution building competency within ministry that supports U.S. security cooperation and security assistance objectives.

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Appendix A.

Task Details and Timeline

Project Sponsor: ODC U.S. Embassy Jakarta Indonesia

Project Funding: ODC Blanket Order Training funds coordinated through Naval Education Training Support Field Activity (NETSAFA) and disbursed to IDA and CCMR.

Indonesian Students: A cohort of 27 Indonesians traveled from Jakarta, Indonesia to Monterey, CA for the 2-week course.²³ The cohort included 19 IDU students, 5 IDU staff, 1 spouse, and 2 Kemhan personnel. Eight of the cohort were military officers.

IDA Project Task CB-6-4030A0 deliverables:

- Develop course materials by 30 October 2015.
- Teach the course over a 2-week period November 9–20, 2015.
- Provide a written report to the sponsor, including course materials and lessons learned.

CCMR agreed to develop and teach supporting modules as well as coordinate all logistic support:

- Develop supporting modules (Grand Strategy, Cyber, Maritime Security, Defense Diplomacy).
- Identify course Military Articles and Services List (MASL).
- Coordinate International Travel Orders, lodging and classroom.
- Coordinate student transportation to and from airport and in and around Monterey, CA.
- Coordinate Field Study Program local events.

Timeline:

Figure A-1 shows key project milestones. The project was initiated by ODC after the request by IDU and discussions with CCMR and IDA. ODC and IDA drafted the task order, and IDA and CCMR provided respective cost estimates. Each organization worked through NETSAFA during the Military Interdepartmental Purchase Request (MIPR) process. The task order authorizing IDA work was signed late September by the sponsor

²³ See Appendix C for a list of IDU cohort students, including their IDU Defense Management thesis area of study.

(COL Mark Riley, U.S. Army Chief ODC U.S. Embassy, Jakarta); IDA (David S.C. Chu, President, Institute for Defense Analysis); and OSD COR (Bradrick Oeth Contracting Officer's Representative OSD Studies and FFRDC Management OUSD(AT&L)/ARA/OS&FM). Once the MIPR and task order were signed, the work was added to IDA's master contract. IDA developed course modules (deliverable #1) by 30 October 2015 and taught the course (deliverable #2) with CCMR and NPS in Monterey, CA, November 9–20. This report (deliverable #3) completes IDA's work.

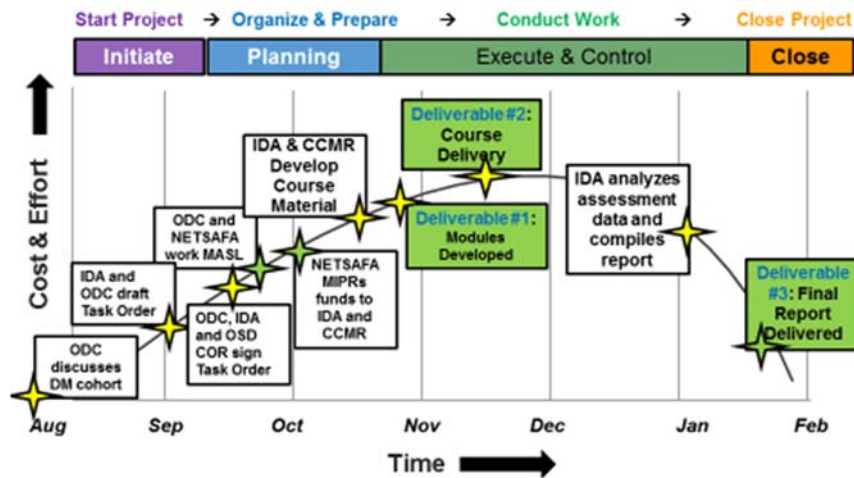


Figure A-1. Project Timeline

Appendix B.

Course Assessments

IDA instructors asked the students to provide feedback for the total course, as well as for each individual module to allow assessment of each individual module. Response rates varied across modules, and we made no attempt to validate or test the data. While most students provided numerical feedback, roughly one-third provided the written comments shown here.

1. **Best Practice in Defense Management** IDA – Pat Goodman
- a. **Did you travel other than our course?**
 - i. Yes
 - b. **Describe any problems you had and how they were solved.**
 - i. so far I don't have any problem related to the course or in the city
 - c. **What would make this course better?**
 - i. Some light snacks during coffee break
 - ii. I hope in the end of every course, the lecturer can give reading reference that can we can read or download from internet, for us to take a look deeper into the topic.
 - iii. I think simulation and role play game that include field activities would make course more enjoyable, interesting and beneficial
 - iv. wish all material can explain more detail about how The Government in the USA applied the concept or subject in its country
 - v. Having more time in doing simulations and case study analysis, besides additional time for informal discussions based on current issues in defense
 - vi. It is better to add more materials, and also length of the time period to accommodate additional materials. Another thing to be consider is to provide more time for students to have one on one discussion with experts.
 - d. **Do you have any other general comments?**
 - i. (Interesting) because I learn Defense Management
 - ii. The course is awesome!
 - iii. Great course, I feel lucky become part of it. Mr. Patrick from IDA and Mr. Eric from US Government was very kind to help me and my friend adapt with Monterey environment.

- iv. The materials of this module gave the fundamental and basic of defense management model in a global scale, also a fundamental of this course of defense management knowledge
- v. The Material come from years of US experience to manage its defense, that's why it's interesting
- vi. it was interesting because it provides the different point of view about defense management so it can improve my knowledge
- vii. This module is useful for understanding the whole courses
- viii. This material was interesting since it helps me to understand what we are required to accomplish through the short course, and why is it important to understand best practices
- ix. it was interesting because it provides the different point of view about defense management so it can improve my knowledge
- x. This material that has been delivered from the subject of this module is very interesting because this material is something new in my life and can add insight and knowledge I became more widespread, seen from the perspective of developed countries, the US. That this knowledge will be beneficial to my life guidelines for behavior on society and can be used as a contribution that I will share this knowledge for the Indonesian nation.

e. Did you use the interpreter?

- i. I use it sometimes to understand some words or when I lost concentration, so it makes me easily gain attention again
- ii. 20% I used interpreter.
- iii. 20% I used interpreter.
- iv. 25% I used interpreter.
- v. 50% I used interpreter
- vi. 75% I used interpreter
- vii. 85% I used interpreter
- viii. 85% I used interpreter
- ix. 90% I used interpreter
- x. Interpreting is needed for sure
- xi. I did not need interpretation. I'm fine with English spoken language
- xii. I use it sometimes to understand some words or when I lost concentration, so it makes me easily gain attention again

2. Maritime Security

CCMR – Tim Doorey

- a. I am an Army Officer, I prefer to Land Territory rather than Sea territory
- b. it is very interesting since our country emphasize on maritime policy, so we could have more understanding that maritime is not only about navy, but all aspect and all organization could do to prevent the expanding now days

threat.as Indonesia has vision for become Maritime Axis. This module was giving us specific knowledge to secure our national vision

- c. It relates with my President's vision to build my country as World Maritime Axis
- d. I hope the material could discuss more about US Maritime Security policy
- e. It is interesting since Indonesia is a maritime state with large water area

3. **Defense Strategy and Policy**

IDA – Pat Goodman

- a. I Work at Ministry of Defense so I need this Module
- b. One of the important in defense management process was making strategy and policy for defense
- c. It is what we need to understand how the policy works in order to achieve the goal
- d. It's useful to build a strategic thinking for many leaders
- e. As a civilian it is very important to Indonesian civilians (and military personnel), especially those of the strategic levels and decision makers to understand the idea of "you make what you write, you buy what you are."
- f. What I have learned in here is "Strategic Planning is more important to be considered and developed before deciding what to buy."
- g. This material that has been delivered from the subject of this module is very interesting because this material is something new in my life and can add insight and knowledge I became more widespread, seen from the perspective of developed countries, the US. That this knowledge will be beneficial to my life guidelines for behavior on society and can be used as a contribution that I will share this knowledge for the Indonesian nation.
- h. It is what we need to understand how the policy works in order to achieve the goal

4. **Concepts of Defense Risk**

IDA – Pat Goodman

- a. this material need more explanation about joint concept not only within task forces but also other civilian institutions
- b. Importance and Political will
- c. It's useful for every people in every job filed to know and understand the risks that they may face in work
- d. I believe this is appropriate for every level of professional
- e. We need new concept of joint concept of forces
- f. Differences between defense risk and business risk was very interesting.
- g. This material that has been delivered from the subject of this module is very interesting because this material is something new in my life and can add insight and knowledge I became more widespread, seen from the perspective of developed countries, the US. That this knowledge will be beneficial to my

life guidelines for behavior on society and can also be used as a contribution that will I share this knowledge for the Indonesian nation.

- h. it is interesting because show us about how to make preparation from planning to every unit that will executing in field
- i. I believe this is appropriate for every level of professional, because from lowest level should understand and the preparation of the officer when they appointed at the highest level in the future

5. Defense Resource Management

IDA – Pat Goodman

- a. The materials of this module gave the fundamental and basic of defense management model in a global scale, also a fundamental of this course of defense management knowledge
- b. this is one of the basic knowledges to manage defense
- c. This module is very important to my unit
- d. It was interesting, since sometimes the decision of buying (in developing countries) tends to be influenced much by the military. DRM best practices in one country might not possible to be applied in another country, but learning about some best practices help shape planners and leader's views
- e. I think all of the material are interesting because the importance of the subject in order to make a better government and the use of resources wisely which is so limited

6. Defense Human Resource Management

IDA – Aaron Taliaferro

- a. The materials of this module gave the fundamental and basic of defense management model in a global scale, also a fundamental of this course of defense management knowledge
- b. Managing Human Resource is the most important of creating integrity of Defense
- c. This is one my favorite course since first time I learned defense management in Unhan
- d. This is one my favorite course since first time I learned defense management in Unhan
- e. It was interesting, especially that there should be constant evaluation of the force structure
- f. The first thing that needs to be highlight is the human resource management is essential for building people work somewhere. Human resource management will determine the progress and success of a company. So in this study the module is very important and I am very interesting to deepen and learn this science that will later useful for my future life better for my career and insight to guide my life. So from people to people.
- g. It's interesting because resources not only base on material but also the human to support the organization itself.

7. **Defense Logistics Management**

IDA – Aaron Taliaferro

- a. My unit supports Logistics for MoD and Forces
- b. The materials of this module gave the fundamental and basic of defense management model in a global scale, also a fundamental of this course of defense management knowledge
- c. This module is not easy for me to be understood
- d. This topic was interesting since I was able to learn about the difference between "bottom-up" vs "centralized" model, besides assessment and plan as part of DRM in Logistics
- e. This material that has been delivered from the subject of this module is very interesting because this material is something new in my life and can add insight and knowledge I became more widespread, seen from the perspective of developed countries, the US. That this knowledge will be beneficial to my life guidelines for behavior on society and can also be used as a contribution that will I share this knowledge for the Indonesian nation.
- f. Logistic is an important element to win the war. Even in the preparation for future conflict. This subject provides a very interesting understanding because it has a relation with the resources that we have.

8. **Joint Concept Planning**

IDA – Bill Mahoney

- a. This module is interesting and very useful
- b. Risk need to be minimized at any places. I need to know more about Risk management
- c. This topic was interesting, since military nowadays face extensive challenges in the operational and strategic fields, besides there are new types of threats that need more than just one party to cope with the problems
- d. This topic was interesting, since military nowadays face extensive challenges in the operational and strategic fields, besides there are new types of threats that need more than just one party to cope with the problems
- e. This material that has been delivered from the subject of this module is very interesting because this material is something new in my life and can add insight and knowledge I became more widespread, seen from the perspective of developed countries, the US. That this knowledge will be beneficial to my life guidelines for behavior on society and can also be used as a contribution that will I share this knowledge for the Indonesian nation.
- f. This is interesting in order to understand the unpredictable future, we have to make a very brief plan about the future risk and later do the risk management plan.
- g. This is interesting in order to understand the unpredictable future, we have to make a very brief plan about the future risk and later do the risk management plan.

9. Cyber Security

CCMR – Scott Jasper

- a. The materials of this module gave the fundamental and basic of defense management model in a global scale, also a fundamental of this course of defense management knowledge
- b. It's hard to understand this module
- c. Cyber is Important and need to be known
- d. This material was interesting since there was a chance to listen to how the Executive order from the president in relation to raising awareness against cyber threats were generated into policies and strategies, etc.
- e. This material was interesting since there was a chance to listen to how the Executive order from the president in relation to raising awareness against cyber threats were generated into policies and strategies, etc.
- f. One of the hardest subject because it's very technical things to understand. But I believe in the future where the cyber become a common use in the government program, so every part of the nations should understand the positive impact of the cyber and also the negative impact. Also how to prevent the cybercrime itself.

10. World Bank Public Financial Management

IDA – Aaron Taliaferro

- a. The materials of this module gave the fundamental and basic of defense management model in a global scale, also a fundamental of this course of defense management knowledge
- b. very useful and interesting
- c. To know more the process of funding of World Bank to get funding to supporting our Government in funding
- d. It was interesting, since cyber threat is one of asymmetric war threat, and the cyber threat to defense of a state might come into various forms. Since this type of threat is not conventional, the specific methods to respond to the threat are going to be various too. It takes many resources to develop cyber security system and management.
- e. This is interesting because giving us the knowledge how to construct the budget, and how to success using the budget.

11. Joint Concept Process

IDA – Bill Mahoney

- a. I need to know more about Joint concept (Christian)
- b. little bit confusing in the beginning but then it is interesting
- c. It was interesting since it was about how the concept is significant
- d. Understanding the join concept are very useful for every civilian and also the officer to do their task in the organization. Making a join concept in today's world is very important for military. Because todays the threat are more challenging, not only traditional threat but also non -traditional threats which are more difficult to do the mission to prevent all of the non-traditional threat.

12. Life Cycle Cost & Operational Cost Analysis

IDA – Shaun McGee

- a. this module is little bit hard
- b. The materials of this module gave the fundamental and basic of defense management model in a global scale, also a fundamental of this course of defense management knowledge
- c. Life cycle cost is very important especially when we purchase a weaponry
- d. This material was interesting since cost of buying a unit is not only how much money we spend regarding the price, but we need to consider all costs that we are going to spend as long as the equipment we purchased are still operational, and there is also cost of disposal. This is very important for me.
- e. this module is little bit hard
- f. Life cycle cost is related to logistic and resources management. So it's also the important part the managing the resources. That's the interesting part for me

13. Defense Data Management

IDA – Shaun McGee

- a. The materials of this module gave the fundamental and basic of defense management model in a global scale, also a fundamental of this course of defense management knowledge
- b. Defense Data Management is needed when we want to build integrity in national defense
- c. I generally little bit confused about this module, because presentation was really from technical standpoint.
- d. this module is very interesting and importance for managing something in any workplace
- e. It's so interesting to understand the use of data to help the government make the decision. And also its important to know how the positive impact by conducting (arrange, save, and the connection between interagency) the data management in the government itself.

14. Defense Capability Planning

IDA – Pat Goodman

- a. The material was very important because we could get more Understanding about the purpose of Capability Planning
- b. Defense Capability Planning is important; I need to know more about Defense capability planning
- c. wish all material can explain more detail about how The Government in the USA applied the concept or subject in its country
- d. Well-defined that this is very important thing
- e. It was interesting, since this session shows how a joint concept is vital in conducting defense planning, since resources are going to be limited
- f. This material is very important and basic knowledge for us
- g. This subject brings an understanding both to civilian and military personnel. This is related to the most domains of the defense management which are the

policy and strategy, the resources management, human resources management, logistic, military operations and the joint concept. without any good plan which have to align with the policy, the state would have failed to meet the goals and also making inefficiency in the use of resources.

15. Measuring Defense Readiness

IDA – Shaun McGee

- a. I could understand several common factors (quantitative) are core to measuring military readiness: Personnel, Training and activity rates; Equipment on-hand; Equipment status; Supply and war reserve; and Facilities
- b. Knowing The level of unit reediness is necessary when we want to task that unit
- c. the material was interesting for me because I always exited with everything that new in my life
- d. Readiness is one element that created military operations, calculation country's readiness is great to know.
- e. The material was interesting since we are dealing with how to measure readiness
- f. The most important things that I get and the most interesting things is that "airplane that only parks in the apron is not a capability". From that simple words we understand makes the people and the equipment ready is a must in order to achieve the goal in defense.

16. Acquisition Planning

IDA – Dr. Wade Hinkle

- a. Could more understand about defense acquisition that the fundamental models have the best combination of cost and performance
- b. My Unit is Defense Facilities Agency which is Acquisition is the most thing to do
- c. Many countries had been experienced bad acquisition, it is also difficult part to create decision based on budget and priority
- d. The material was interesting because we are able to see how the US ways in Defense Acquisition
- e. This module is interesting and important, but not really easy to understand, should more focus during the lesson to understand more
- f. By planning the acquisition, we could use the limited resources in the best way

17. Defense Management Simulation

IDA – Dr. Hinkle, Goodman, Mahoney McGee

- a. give the best opportunity to directly plan budget and makes priority of Defense
- b. Need to raise the skill of making defense budget and defense policy
- c. Every single officer need to understand deeply of how defense management work. In order to fit with fiscal budget and priorities.

- d. The material was interesting because finally had a chance to see an example of how the US ways in planning
- e. This simulation is very interesting but also difficult, so in the beginning we are confused and hard to finish it, but later we get more explanation and it's getting better and more interesting. It is also very useful.
- f. Exercises of simulation activities are practiced from alloys that are of this module is very useful for me to learn about the calculation based capability planning strategies. And notes that should be remembered is that there are three important factors that people, equipment, readiness is very influential on defense and security forces of a country.
- g. This kindly a new thing for me, but it's very interesting that are rare of resources is not only a theory, because it's really shows us that we could not achieve everything without sacrifice something. But beside that, we should really understand the policy to make a priority in the plan.

18. **Defense Management Sim** IDA – Dr. Hinkle, Goodman, McGee

19. **Defense Management Sim** IDA – Dr. Wade Hinkle, Goodman, McGee

20. **Grand Strategy** NPS – Dr. Mike Malley

- a. giving more understanding about the importance of grand strategy in defense sector
- b. Making Grand Strategy is very Important to define the nation defense objectives
- c. Each country should have an explicit and integrated grand strategy, as Indonesia don't have it at this time, formulation of a grand strategy based on US perspective's would be a good benefit (best practice)
- d. It was interesting because it was talking and thinking about Grand Strategy
- e. Dr. Mike Malley gives clear and interesting explanations and examples during the lecture and that makes this module very interesting.
- f. One of the most important parts in making the defense management plan is that understand the grand strategy of the country itself. Without any grand strategy, the civilian and the military officers could not make any plan in order to achieve what they don't know to achieve.

21. **Defense Cohort Discussion with local Indonesia**

- a. Sharing session was interesting. From Mutia, I've got lot of information about opportunities to extend my study in a specific subject

22. **Counter Terrorism** NPS – Dr. Heather Gregg

- a. It was interesting. During this module, I've learned stakeholder's structures inside US defense
- b. Terrorist is threatening Indonesia now a day that's why I need to know how to minimized their activities
- c. increase my knowledge in management systems

- d. I was interesting because it reminds me of our sessions at the same topics in Indonesia
- e. This module uses recent events as examples to explain core of knowledge. That makes it interesting and useful.
- f. it was very interesting to learn about the topic above because as the country that facing terrorism issue, we need to know more about how to solve that problem from another perspective
- g. It's very interesting to me to understand how the US government works. Its already become my question for very long time because I'm very interesting to know about the greatest nations in this world works. The knowledge about how its defense system manage their system within the organization.
- h. (I gained) more understand about The "Triad" in Irregular Warfare
 - i. The government, the terrorists and insurgents, and the people
 - ii. The Triad and Terrorism
 - iii. The Triad and Insurgency
 - iv. Counterterrorism
 - v. Counterinsurgency

23. Defense Management in the U.S.

IDA – Pat Goodman

- a. I need to know how US manage the Defense
- b. Terrorism has been always interesting topic to be discussed. As Indonesia also experience some kind of movement back in 2000s and also lately, knowing US perspective's about combating terrorism and insurgency is good way to know.
- c. very interesting because this topic very related with my thesis
- d. It was interesting to see the complex process of interagency processes within the US Defense System
- e. It is interesting to learn more about how US manage its government and its defense. It's quite different from Indonesia in term of defense structure, but still interesting to be learned.

24. Defense Diplomacy

CCMR – Carolyn Halladay

- a. Diplomacy is Important and a part of my job
- b. The materials were very interesting, but honestly, it was hard to understand the defense diplomatic material for me, due to my focus study before was not concern about that, so I need to adapt with the new material.
- c. Since diplomacy is taking big chunk of country relation in 21st century, understanding diplomacy and defense diplomacy are the most interesting part of it.
- d. This module is interesting and very useful
- e. It was interesting to see how diplomacy is taken place in the defense sectors

- f. it is more talking about diplomacy in general, not enough material to talk about defense diplomacy deeply.
- g. This subject giving us the understanding the connection between defense and diplomacy (that become defense diplomacy). This help us to understand to use diplomacy in order to improve our defense in the future.

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Appendix C. Course Participants

Rank	Name (last, first, middle)	Title
Indonesia Defense University		
Mr.	Andika, Muhammad Aryadi	Management Control of Foreign Citizens by South Jakarta Immigration Office
Mr.	Bahtiar, Muhamad Affin	Student, Analyzing the Implementation of Deradicalization Program as a Soft Approach to Counter-Terrorism in Indonesia
COL (TNI-AU)	Barnas, Rayanda	Head of Defense Management Study Program
LtCol	Cahyono, Christian Unggul	Student, The Role, Task and Function of Worthiness Centre in the Independence of National Weaponry
Ms.	Djanaka, Nanditha	Officer of Faculty of Defense Management
Ms.	Fajariyah, Dian Nafiatun	Student, Implementation of National Defense System Towards Nonmilitary Threat (Study Case of Ebola Virus Disease)
Mr.	Gandhirat, Rio Muhammad	Student, Leadership and Recruitment of Civilian Service as a Known Military Defense Associate
Mr.	Gugustomo, Gery	Student, Potential Application of Knowledge Management in the Research and Development of the R-HAN 122 mm of the National Rocket Consortium
Mr.	Hidayat, Muhamad Taufiq	Student, The Role of Ministry of Defense Public Communication Agency's in Managing Public Opinion Related to Foreign Main Weaponry System Acquisition
Mr.	Irawan, Denis	Student, Role of the Forum Coordination Terrorism Prevention for Preventing Radicalism In Society
Mr.	Kuncoro, Frandi	Student, The Defense Capability of TNI towards the Conflict of South China Sea in the perspective of Capability Based Planning
AFM	Kustana, Tatan	Vice Dean of Faculty of Defense Management
Mr.	Litaay, Victorio Gerald Yohannes Amalatu	Student, The Use of Public Media by the Indonesia National Armed Forces as Public Affairs Strategy
Mr.	Marza, Agung Setiadi	Student, Analysis of Personnel Readiness of Indonesia Air Force to Achieve MEF Goals 2025
Mr.	Nainggolan, Dicky Ronny Martinez	Student, Risk Assessment in Information Security Management System for Cyber Defense

Rank	Name (last, first, middle)	Title
Mr.	Nugroho, Andri	Student, Design of Indonesia's Defense Posture And Strategy Using Dynamic System
COL (TNI-AD)	Pedrasan, Rodon	Lecturer of Indonesia Defense University
Mr.	Purnama, Agung Citra	Student, An Idea of forming Indo-Pacific Treaty: Prospects and Challenges
Ms.	Putri, Wa Ode Awhan Ayusuari Dewi	Student, The Defense Strategy in Handling Refugees in Indonesia
Ms.	Rachmadiana, Suci	Student, Evolvement of International Brand. Case studies of Defense Industry Product, PT. PINDAD, Assault Rifle 2
COL (TNI-AL)	Rumambi, Freddy Johanis	Lecturer of Indonesia Defense University
LTC (TNI-AL)	Sihombing, Goki Pangihutan	Student, The Effect of Motivation on Interest Soldiers Following The UN Peacekeeping Mission
Mr.	Wicaksana, Ida Bagus Aditya	Student, Civil Enclave Airport Management, Case Study: Husein Sastranegara Airport
MAJ	Yudhistira, Andi	Student, Complexity Costs Analysis in the Diversity of the Indonesian Air Force's Aircrafts

Ministry of Defense

COL	Hardoyo, Stefanus Arief	Officer of Ministry of Defense
COL	Santoso, Agus Teguh	Officer of Ministry of Defense

U.S. Embassy Jakarta

Mr.	Leklem, Erik	ODC Branch Manager, Defense Institution Building
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Institute for Defense Analyses

Mr.	Goodman, Patrick	Institute for Defense Analyses
Mr.	Mahoney, Bill	Institute for Defense Analyses
Dr.	Hinkle, Wade	Institute for Defense Analyses
Mr.	Taliaferro, Aaron	Institute for Defense Analyses
Mr.	McGee, Shaun	Institute for Defense Analyses
Mr.	Susetya, FX	IDA Interpreter
Mr.	Daminick, Indra	IDA Interpreter

Center for Civil Military Relations

CAPT (USN, Ret.)	Jasper, Scott	Deputy Director CCMR
CAPT (USN, Ret.)	Doorey, Tim	CCMR/Maritime Security Program Manager
Dr.	Malley, Mike	Naval Postgraduate School/NSA (Nat'l Security Affairs Dept.) Lecturer
Dr.	Gregg, Heather	NPS/DA (Defense Analysis Dept.) Asst. Professor
Dr.	Halladay, Carolyn	NPS/NSA Senior Lecturer
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Appendix D. List of Illustrations

Figures

Figure 1. Week 1 Schedule	7
Figure 2. Week 2 Schedule	7
Figure 3. Defense Planning Model	10
Figure 4. Defense Management Domains.....	11
Figure 5. Five Enabling Attributes.....	12
Figure 6. Defense Planning Model (six areas).....	14
Figure 7. Functional Components of Military Capability (<i>Trinity Chart</i>).....	17
Figure 8. The Role of Strategy.....	18
Figure 9. Four Functional Elements of Defense Management Framework.....	20
Figure 10. Functional Elements of Defense Management Framework (expanded)	20
Figure 11. Defense Human Resource Management Domain Functions and Support Structures	21
Figure 12. Logistics Planning Considerations	22
Figure 13. Joint Concepts to Secure Sovereign Land and Maritime Territories	23
Figure 14. Concepts of Risk in Defense Planning	24
Figure 15. Dual Purpose of Joint Concepts	25
Figure 16. Mission Area Assessment Framework	27
Figure 17. Defense Acquisition Planning Concept.....	27
Figure 18. Life-Cycle Cost Estimate	28
Figure 19. Developing Unit Readiness	29
Figure 20. Data Management Process (Notional).....	30
Figure 21. Defense Simulation Data (Land Forces Program).....	31
Figure A-1. Project Timeline	A-2

Tables

Table 1. Modules Taught	2
Table 2. Course Content Review	33
Table 3. Course Logistics Review	34
Table 4. Module Review (Average Scores).....	35

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Appendix E.

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- Chairman of the Joint Chiefs of Staff Instruction. "Guidance for Development and Implementation of Joint Concepts." CJCSI 3010.02D, November 22, 2013. http://www.dtic.mil/cjcs_directives/cdata/unlimit/3010_02.pdf.
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Appendix F.

Glossary

This glossary includes terms in this report, as well as in the accompanying PowerPoint briefing for each module.

Acquisition – Encompasses a wide range of activities related to acquiring equipment, facilities, and services, including setting requirements, procuring those items, and supporting them through the entire life cycle.

Approved Mid-Term Analyzed Program (AMAP) – Integration of the individual revised Proposed Mid-Term Analyzed Programs (PMAP) programs.

Capability (General) – An organization’s ability to preplan and accomplish an objective and achieve the effects desired in a given environment and specified time period. Capability is generally a function of organizational structure, including personnel and equipment on hand, the readiness of personnel and equipment, training, and sustainment; and the funds that are available to or planned for the organization.

Capability Area – A group of similar capabilities (organizations or units) needed for a sub-mission area.

Capability Assessment – A specific form of military analysis designed to identify how effectively military units perform a military mission given a specific level of readiness.

Capability Gap – A short description of the assessed inability of the allocated force structure to achieve the effects desired in a specified time, operational environment, and state of preparedness.

Capability (Military) – The ability of an organization or military unit to do what is needed within a specified time, operational environment (context or concept), and state of preparedness.

Capability Planning – A deliberate process that provides a coherent basis for (1) planning and implementing the major missions or objectives assigned in a strategic plan, (2) assessing the capability (see also Capability) to accomplish assigned major defense missions or objectives, and (3) developing broadly stated non-materiel or materiel-related approaches that address the most important capability-related challenges.

Capability Statement – A short phrase resulting from the terminal end of a mission area framework that describes an aspect of what the forces employed in a given operational concept and context need to be able to do.

Commercial Business (CB) – A for-profit organization created and managed by private citizens for the purpose of providing goods or services to national or international markets.

Cost Analysis – An economic evaluation process involving a wide range of techniques, including gathering (and assessing the accuracy and reasonableness of) cost-related data, and disaggregating, aggregating, categorizing, and analyzing cost information to obtain insights on relevant cost issues.

Defense Acquisition System – Develops affordable acquisition proposals that meet operational needs in a timely manner and at a reasonable price.

Defense Capability Assessments and Planning System – Develops capability plans to implement the strategic plans and mission area assessments that highlight mid- and long-term capability planning challenges and options.

Defense Diplomacy – The pursuit of foreign policy objectives through peaceful employment of defense resources and capabilities.

Defense Institution Building – Efforts aimed to establish responsible defense governance to help partner-nations build effective, transparent, and accountable defense institutions. Defense institution building efforts advance American ideals of democracy and the rule of law, as well as key strategic interests and secure security cooperation investments. (Includes DIRI & MoDA).

Defense Institution Reform Initiative (DIRI) – Develops effective, accountable, professional and transparent partner defense establishments in partner countries that can manage, sustain and employ national forces. Provides subject-matter experts to work with partner nations to assess organizational weaknesses and establish a roadmap for addressing the shortfalls. Focus is ministry-to-ministry engagement.

Defense Investment – Two distinct functions: (1) investment/acquisition planning, which entails assessing the relative merits of different ways of satisfying an approved capability-based requirement for infrastructure, real property, and materiel, including major equipment items and initial, replenishment, and war reserve stocks; and (2) procurement and contracting conducted in accordance with current laws and regulations.

Defense Program – The minister-approved statement of the projected resources and capabilities for the ministry for the next 5–6 years. It is an aggregation of all the resources (personnel, equipment, training, facilities, and funding) that are allocated to each resource manager to maintain, improve, or establish the capability to accomplish assigned missions and tasks and the programmatic and financial performance objectives established by the minister.

Defense Program Analysis Guidance (DPAG) – Promulgates mid-term objectives, priorities, and funding limits. The DPAG contains the minister of defense’s resource planning objectives and priorities and establishes fiscal limits for each program. It is the authoritative document governing multiyear programming. The objectives identified in the guidance should be tracked during periodic program management and spending reviews.

Defense Resource Management – The process to ensure that the resources (funding, personnel, equipment, facilities, etc.) of defense organizations are used in the most efficient and effective manner to achieve desired objectives.

Defense Resource Management System – Develops fiscally constrained defense programs and budgets that allocate limited resources among competing priorities within and among defense mission areas and evaluates results achieved against established performance objectives during budget implementation.

Defense Resource Planning – A systematic basis for identifying the resources required to accomplish assigned or potential objectives or provide a capability (see also Capability). In resource-constrained environments, it usually requires developing multiyear plans, along with annual budget proposals, that allocate limited resources to the highest priority objectives.

DOTMLPF-P

Doctrine: The way we fight (e.g., emphasizing maneuver warfare, combined air-ground campaigns).

Organization: How we organize to fight (e.g., divisions, air wings, Marine-Air Ground Task Forces).

Training: How we prepare to fight tactically (basic training to advanced individual training, unit training, joint exercises, etc.).

Materiel: All the items necessary to equip our forces that *do not* require a new development effort (weapons, spares, test sets, etc. that are “off the shelf” both commercially and within the government).

Leadership and education: How we prepare our leaders to lead the fight (e.g., squad leader to four-star general; professional development).

Personnel: Availability of qualified people for peacetime, wartime, and various contingency operations.

Facilities: Real property, installations, and industrial facilities (e.g., government-owned ammunition production facilities).

Policy: DoD, interagency, or international goals and intentions that affect the other seven non-materiel elements.

DPA – Defense Procurement Agency.

Defense Strategic Planning System – Identifies mid- and long-term security challenges and planning options and develops strategic plans that provide a coherent basis for addressing national objectives.

Force – An aggregation of personnel, systems, equipment, and necessary support.

Force Element – The smallest aggregation of personnel, systems, equipment, and support necessary to accomplish a mission objective or set of objectives and achieve the desired effects.

Force-Oriented Cost Information System (FOCIS) – A database developed and maintained by IDA to develop, submit, and analyze program proposals and record

the programmatic and financial decisions of the minister. The FOCIS database is updated at least five times during an annual planning cycle to coincide with the submission of the program proposals and issuance of the Program Decision Memorandum by the minister; the submission of the budget proposals and issuance of the Budget Decision Memorandum by the minister; and the signing of the Annual Appropriations Act.

Fiscal Responsibility Law (FRL) – Laws designed to encourage fiscal coordination among national and subnational governments in federal states and to require a time-consistent commitment for fiscal prudence among national policymakers.

Functional Capability (FC) – A collection of military functions grouped to provide a specific military capability; a collection of specific FCs together provide the military capability within a joint capability area.

Gross Domestic Product (GDP) – A measure of the size of an economy, defined as “an aggregate measure of production equal to the sum of the gross values added of all resident, institutional units engaged in production (plus any taxes, and minus any subsidies, on products not included in the value of their outputs)” (Organization for Economic Co-operation and Development, OECD).

Institute for Defense Analyses (IDA) – The Institute for Defense Analyses is a non-profit corporation operating in the public interest. Its three federally funded research and development centers (FFRDCs) provide objective analyses of national security issues and related national challenges, particularly those requiring extraordinary scientific and technical expertise. Among other responsibilities, IDA’s conducts comprehensive integrated, interdisciplinary studies of broad defense policy and long-range planning related to national strategy, organization, and management process issues.

Inter-Governmental Organization (IGO) – An organization established and funded by sovereign nations, and directed by their designated representatives, to accomplish specific global or regional mandates. Examples include the United Nations, the North Atlantic Treaty Organization, and the Organization for Economic Cooperation and Development.

International Humanitarian Organization (IHO) – A non-profit organization of private citizens established under international law and custom, recognized and granted privileges and immunities from national laws, that uses a distinctive insignia to represent the protection extended by international convention or custom and holds permanent observer status with the UN General Assembly. Examples include the International Committee of Red Cross and the Sovereign Military Hospital Order of Malta.

Joint Capability Area (JCA) – Collection of functional capability areas grouped to accomplish a specific type of military mission by the joint force; a specific collection of JCAs together provide the military capability within a mission area.

Joint Concepts – Describes how the joint force may conduct operations, functions, and activities in response to a range of future challenges. The concepts should describe

the solution to a potential challenge and the capabilities required to implement the proposed solution (CJCS Instruction 3010.02D, 22 November 2013).

Joint Operational Concept – A description and sketch of the joint approach for confronting the operational challenges within a specified operational context.

Life-Cycle Cost – The sum of all recurring and one-time (non-recurring) costs over the full life span or a specified period of a good, service, structure, or system. It includes purchase price, installation and infrastructure costs, operating costs, maintenance and upgrade costs, and remaining (residual or salvage) value at the end of ownership or its useful life.

Long-Term Planning – Planning that addresses the horizon 6 years beyond the defense program planning horizon. The focus is on broad policy, force structure, and programmatic or resource-related issues.

Medium Term Fiscal Framework (MTFF) – A forecast of the revenues a government expects to collect in the next 5–10 years.

Medium Term Budget Framework (MTBF) – A forecast of how the government expects to allocate its revenues among its line ministries over the next 3–5 years.

Medium Term Expenditure Framework (MTEF) – The term used for the budget submission by a line ministry to the central ministry responsible for implementation of national public financial management law; the MTEF will cover a period of 3 to 5 years.

Medium-Term Planning – Planning that addresses a medium-term planning horizon (the upcoming budget year plus 5 additional years).

Minister of Defense Advisor (MoDA) / Minister of Defense Cooperation Officer (MoDCO) – U.S. DOD civilian experts partnered with foreign counterparts to build ministerial core competencies such as personnel and readiness, logistics, strategy and policy, and financial management.

Military Interdepartmental Purchase Request (MIPR) – A method for transferring funds among U.S. military organizations. Rather than limiting funding to a single organization, a MIPR allows for multi-organizational cooperative efforts to be performed.

Mission – A collection of military tasks conducted in coordination to accomplish a specific military objective.

Mission Area – Major groupings of interrelated activities that must be performed effectively to accomplish a national-level objective.

Multi-year Resource Management – One of several terms used to describe a defense resource management process that builds a program with a budget year plus 4–5 additional years.

Office of Primary Responsibility (OPR) – The designated executive responsible to the minister for collaboratively implementing a component of the defense planning and management system, collaboratively establishing a plan for transitioning to and institutionalizing the objective system end state that is consistent with guidelines

established by the minister, and ensuring that their offices are organized and staffed to accomplish their assigned responsibilities.

Operational Challenge – A description of a priority, mid-term resource planning issue (presenting an unacceptable level of risk), resulting from the likely operational mission area response to one or more future scenarios using the planned force.

Operational Context – A description of the external environment that could influence the response to one or more operational challenges.

Performance-Based Budget – A budget request that relates resources requested to the performance objectives established by the minister, resource managers, and other authorized senior executives.

Planning, Programming and Budgeting System (PPBS) – A systematic, annual process for identifying and funding defense and security-related needs and assessing results achieved against established programmatic and financial management objectives.

Priority – A risk that the leadership decides is of high importance and therefore needs to be reduced with greater urgency than other risks.

Program – A group of related departmental activities and the resources required to achieve specific capability or performance-based objectives within the medium-term planning period. Programs, which are established by the minister, relate desired outputs (capabilities) to resource inputs (structures, investment, readiness, facilities maintenance, and sustainment, and their associated funding requirements).

Program Assessments/Budget Assessment – Evaluations of the program and the budget proposals submitted by resource managers that identify potential major issues for senior leader discussion.

Program Element – The smallest aggregation of functional or organizational entities and related resources needed to perform a specific mission. Each program element is designed and quantified to be comprehensive and mutually exclusive.

Programming – The management process within an overall planning, programming and budgeting (or program budgeting) system that links strategy and planning to budgeting through a deliberately planned allocation of available resources. The intent of the program budget is to produce sustainable defense capabilities that defense planners have determined are required to achieve national security objectives.

Program Performance and Budget Execution Reports/Reviews (PPBERs) – Quarterly reports submitted by resource managers that report/assess results achieved and money spent against the programmatic, functional management, investment, and financial management objectives established by the minister. These periodic reports and senior leader performance reviews provide the basis for making timely, informed decisions on resource realignments during budget execution.

Program of Record – The multiyear program (program plan) that has been approved by the minister.

Readiness – The degree to which an organization or military unit (or set of units) is prepared to carry out an assigned mission or accomplish a set of critical tasks. Readiness is a function of all the resources available or planned for a unit (personnel, equipment, training, and funding).

Requirement – A properly sanctioned capability gap, directed for further assessment and potential mitigation.

Requirement – The need or necessity for a particular joint capability.

requirement – A specification or ability particular to an actual or planned weapons system.

Unfulfilled Requirement – A properly sanctioned, residual capability gap, directed for further assessment.

Validated Requirement – A properly sanctioned and assessed capability gap directed for mitigation and further competition for limited resources.

Risk – A combination of likelihood and consequence.

Senior Leaders – Defense and armed forces’ senior executives who include the minister of defense, assistant ministers, chief and vice chief of the armed forces, major service commanders, and others as may be determined by the minister.

Spending Plan – A fiscally constrained plan that identifies the resources to be expended to produce the programmatic, functional area, and financial management objectives established by the minister for the budget year. The spending plan includes all available funding sources, including but not limited to appropriated funds, the funds from special budgets, and other non-appropriated funds, as applicable.

Strategy Planning – A deliberate process that identifies mid- and long-term challenges and planning options.

Task – A quantifiable military action.

Threat Assessment – An estimate/evaluation of the potential military and other capabilities a foe could draw on to threaten or attack a country or group of countries.

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Appendix G. Acronyms

ADD	Australian Department of Defense
AMAP	Approved Mid-Term Analyzed Program
AoA	Analysis of Alternatives
Badiklat	Indonesian Education and Training Agency
CB	Commercial Business
CCMD	Combatant Command
CCMR	Center for Civil-Military Relations
ChoD	Chief of the Defense Force
CJCS	Chairman of the Joint Chiefs of Staff
CMG	Capability Management Group
COCOM	Combatant Command Authority
COI	Course of Instruction
CONOPS	Concept of Operations
CP	Commercial Business
CPG	Capability Planning Group
DAO	Defense Attaché Office
DCIC	Defense Capability and Investment Committee
DE&S	Defense Equipment and Support Agency
DIRI	Defense Institution Reform Initiative
DLOG	Defense Logistics
DoD	Department of Defense
DOTMLPF-P	Doctrine, Organization, Training, Materiel, Leadership and education, Personnel, Facilities – Policy
DPA	Defense Procurement Agency
DPAG	Defense Program Analysis Guidance
DPS	Defense Planning Scenario
DRM	Defense Resource Management
DSCA	Defense Security Cooperation Agency
DSCA	Defense Support of Civil Authorities
FC	Functional Capability
FFRDC	Federally Funded Research and Development Center
FMF	Foreign Military Financing
FMS	Foreign Military Sales
FOCIS	Force Oriented Cost Information System

FRL	Fiscal Responsibility Law
FSP	Field Study Program
FYDP	Future Year Defense Program
GDP	Gross Domestic Product
HLD	Homeland Defense
IBP	International Best Practice
ICD	Initial Capabilities Document
ICT	Integrated Concept Team
IDA	Institute for Defense Analyses
IDU	Indonesia Defense University (Unhan)
IGO	Inter-Governmental Organization
IHO	International Humanitarian Organization
IMET	International Military Education and Training
IW	Irregular Warfare
JCA	Joint Capability Area
JCIDS	Joint Capabilities Integration Development System
JCS	Joint Chiefs of Staff
JROC	Joint Requirements Oversight Council
JSOP	Joint Strategic Objective Plan
Kemhan	Indonesian Ministry of Defense
KPP	Key Performance Parameters
LCC	Life Cycle Cost
Mabes-TNI	Indonesian Military Head Quarters
MASL	Military Articles & Services List
MIPR	Military Interdepartmental Purchase Request
MoD	Ministry of Defense
MoDA	Ministry of Defense Advisor
MoDCO	Ministry of Defense Cooperation Officer
MTBF	Medium Term Budget Framework
MTEF	Medium Term Expenditure Framework
MTFF	Medium Term Fiscal Framework
NGO	Non-Governmental Organization
NIMS	National Incident Management System
NMS	National Military Strategy
NPS	Naval Postgraduate School
OCA	Operational Cost Analysis
OCONUS	Outside Continental United States
ODC	Office of Defense Cooperation
OECD	Organization of Economic Cooperation and Development
OPR	Office of Primary Responsibility
OSD	Office of the Secretary of Defense

OSD COR	Office of Secretary of Defense Contracting Officer's Representative
PFMS	Public Financial Management System
PMAP	Proposed Mid-Term Analyzed Programs
PPBER	Program Performance and Budget Execution Report / Review
PPBS	Planning, Programming and Budgeting System
QDR	Quadrennial Defense Review
RM	Resource Manager
RRA	Readiness Reporting and Analysis
SDR	Strategic Defense Review
SME	Subject Matter Expert
SRO	Senior Responsible Owner

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