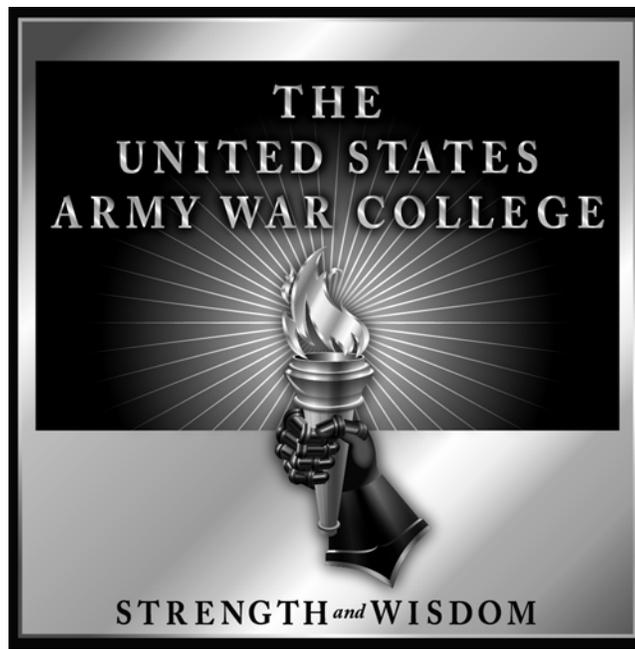


**U.S. ARMY WAR COLLEGE
ACADEMIC YEAR 2018**

CORE CURRICULUM

**DEFENSE MANAGEMENT
COURSE
DIRECTIVE**



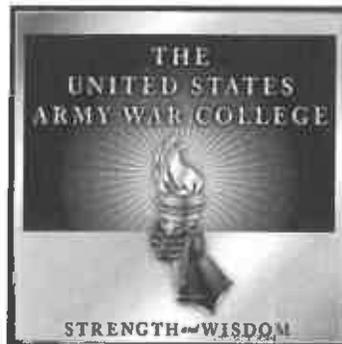
U.S. Army War College, Carlisle, PA 17013-5050

13 FEBRUARY thru 5 MARCH 2018

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ACADEMIC YEAR 2018

DEFENSE MANAGEMENT



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SECTION I

COURSE OVERVIEW

1. General.

a. Successful warfighting and other military operations do not occur without well-trained, properly equipped, and doctrinally sound forces. National security professionals invest the time to understand how the Joint community and Services develop, train, resource, equip, and sustain military forces. Defense Management (DM) is the course devoted to the study of the processes and systems within the U.S. Department of Defense (DOD) that develop and produce trained and ready forces and their resultant capabilities for employment by Combatant Commanders.

b. This course challenges students to understand decisions in complex and uncertain conditions particularly when resources are limited or strategic guidance is vague. The goal is to provide a learning environment that encourages reflection, reinforces critical thinking, and requires the exercise of strategic decision-making skills. Resource-related decisionmaking in the DOD environment requires systems thinking, visioning, consensus building, and other essential elements of strategic leadership. In addition, the DOD uses a variety of councils or groups to shape and process information for senior leaders to make decisions.

c. Through a combination of readings, lectures, exercises, and seminar dialogue, students will become familiar with the issues, processes and systems that drive the development of military capabilities. Students will study the relationship between various defense management systems and processes, and their functions and purposes. The basic knowledge acquired in this course provides students a foundation for continued professional education on DOD, Joint, and Army systems and processes that allows them to operate successfully within these systems and processes throughout their career, and assists them as they modify the systems to better lead and manage change.

2. Purpose.

a. Introduce students to the broad array of DOD organizations, systems, and processes used to determine the military capabilities required to attain national security objectives.

b. Provide students with an understanding of the Army's role in the development of landpower consistent with the guidance in national strategy documents.

c. Examine the decision support systems employed by strategic leaders to set priorities, develop the capabilities required by national strategic guidance documents and meet the operational needs of Combatant Commanders.

3. Outcomes.

a. **Comprehend** the Department of Defense's (DOD) strategic planning, resourcing, and force management processes and senior leaders' roles and responsibilities in those processes.

b. **Comprehend** how the DOD provides trained and ready forces and capabilities to the Combatant Commanders.

c. **Analyze** the inherent tension between the military departments and Combatant Commanders with regard to the development of capabilities and the provision of trained and ready forces.

d. **Evaluate** the leadership and management challenges associated with organizations as such as a military department or the DOD.

4. Scope.

a. The course leads students through the processes used by DOD and the military departments to translate strategic guidance and operational requirements into trained and ready forces and capabilities for use by the Combatant Commanders. It starts with an examination of the responsibilities of the Secretary of Defense, Office of the Secretary of Defense, the Chairman of the Joint Chiefs of Staff, and the Secretaries of the Military Departments as they interact with the Joint Staff, the Military Services and the Combatant Commanders to meet the country's military needs. The course examines the resource environment and the resource allocation process to provide a consistent frame of reference for the students, as most of Defense Management systems and processes provide input to and use output from this resource process.

b. Lessons review how Combatant Commanders and the Services identify requirements and measure the readiness of their forces. Additionally, the course examines the systems, processes, and issues associated with organizing, manning, equipping, and mobilizing the force; tasks assigned to the Military Departments in *U.S. Code Title 10*. While many of the lessons are Army specific, most of these systems and processes are replicated in some form across the DOD. For example, the Joint Capability Integration and Development System is examined from an Army perspective, but this is a Joint process used by all the Services. Students will spend some time understanding the interface between the military departments and the defense industrial base. Current DOD and Service transformation efforts will be used as a basis to assess current systems and processes including force management, manning, resource management, and the interaction with representatives from the Defense industry. Additionally, students will examine mobilization processes and issues related to the Reserve, National Guard, and civilian components.

c. The course also includes an exercise providing students with the opportunity to synthesize national strategic guidance and a variety of other data sources into a

prioritized missions list worthy of inclusion by the Chairman of the Joint Chiefs of Staff in his recommendations to the Secretary of Defense. After development of these priorities, the students will resource them in a severely constrained fiscal scenario.

5. Themes and Learning Areas for Joint Professional Military Education (JPME).

The USAWC curriculum addresses themes of enduring value. Defense Management concentrates on the following themes through lectures, student readings, and faculty and student presentations: Strategic Leadership and the exercise of discretionary judgment, Relationship between policy and strategy, Professional ethics, Civil-Military relations, History. It focuses on JPME learning areas 1, 3, and 5 “National Security Strategy,” “National and Joint Planning Systems and Processes,” and “Strategic Leadership and the Profession of Arms.”

6. Curriculum Relationships. This course complements the core curriculum’s introduction to the strategic leader’s environment discussed in the Strategic Leadership course, as it introduces students to DOD resourcing challenges in the political environment that the most senior Service leaders experience in the Pentagon. Practical learning opportunities relate to the subjects of decisionmaking, planning, programming, force management, and other systems critical to the development of the Joint Force in general and landpower specifically. This course flows from the National Security Policy and Strategy course as it addresses how senior leaders use national defense and military strategies to develop trained and ready forces for Combatant Commanders. It also builds on the Theater Strategy and Campaigning course as it identifies how senior leaders ameliorate gaps in warfighting capabilities. Finally, it provides another opportunity to use the cognitive skills developed in the Strategic Leadership course.

SECTION II

STUDENT REQUIREMENTS

1. General. The Defense Management (DM) course offers numerous opportunities for students to share their experiences and knowledge while participating in the learning process. The Faculty Instructor (FI) will identify the overall requirements for students during the first lesson. At the end of this course, the FI will complete an evaluation of student performance; specifically: Contribution; 60% (contribution to seminar dialog (40%), exercises and oral presentations (20%)), Writing; 40%, and Overall (an assessment of student mastery of the course learning Outomes). These evaluations, incorporated into the Course Evaluation Report (CER) in the Student Tracking System, will be included in individual academic electronic files from which the final Academic Efficiency Report (AER) is written.

2. Preparation. While not separately assessed, thorough preparation for each seminar discussion is essential to the learning process. Students must study the required readings specified in each lesson of this course directive, as that may be the only exposure they get to some of the more basic levels of knowledge about these systems. In addition, students may make presentations and lead discussions for various lessons. As a discussion leader, a student may have additional organizing, planning, or directing responsibilities, as well as the requirement to coordinate or conduct broader research into the suggested reading material and reserve references in the library. The FI will evaluate the quality of student preparation based on the demonstrated knowledge of the required course material.

3. Contribution. With varied background and experiences, each student brings invaluable, possibly unique, insights about the course material to the seminar. The mutual exchange of individual experience and perspective is vital to the learning process at the Army War College. Therefore, students are an essential part of both the active-learning process and the teaching team. Their active participation in all seminar activities, exercises, and discourse is important to the entire learning effort. Participation involves being a good listener, an articulate spokesperson, and an intelligent, tactful challenger of ideas. Different observer viewpoints often drive differing perspectives of these systems and processes. As previously mentioned, FIs will evaluate student contribution as part of the end-of-course evaluation based primarily on the quality of participation and not necessarily the frequency. A Rubric used to assess contribution is at Appendix VI.

4. Presentations.

a. General. Students' ability to express themselves clearly, concisely, and courteously is essential to the learning process. Students contribute to the seminar dialogue as part of group presentations or as individuals.

b. Specific. Each student will complete a formal oral presentation. Additionally, there are two written papers for DM. The evaluations for these will be included in the end-of-course CER. Specific oral and written presentations are associated with different lessons throughout the course as follows:

(1) Oral. Student oral presentations provide valuable enrichment to seminar learning. The FI will match lessons to oral assignments during the first lesson. The assessment of student oral presentations will be included in their contribution evaluation.

(2) Written. All papers will use Arial 12 font. There are two written requirements for the DM course as described below. Both papers are due by 2400, 1 March 2018.

The first requirement is a two-page position paper for a senior leader on a current and relevant defense management topic. Students will submit topics for approval to faculty instructor (FI) NLT 23 February 2018. Write the paper to convince a decision-maker to take some recommended action(s) regarding this strategic defense management issue. Students will use the Position Paper format provided by in the Communicative Arts Directive. The focus of this writing requirement is to include just enough information and analysis to provide the reader with a balanced discussion of the issue while also demonstrating the correctness of the paper's position. Assume the senior leader has sufficient background information to understand the basic tenets of the issue. This paper constitutes 60% of the written grade for the course.

The second requirement is a three to five-page paper on how to implement at least one of the recommendations in the position paper. This paper should provide sufficient detail to allow the senior-level reader an understanding of the purpose of the recommendation(s) and key implementation measures and associated challenges, but is not a detailed plan. The focus of this writing requirement is to articulate the most important defense management considerations regarding implementation of the recommendation(s) if chosen. This paper answers the question: "If the senior leader approves the recommendation(s), what are the principle challenges to implementation?" This paper constitutes 40% of the written grade for the course.

Both papers will be evaluated using the assessment rubric in Appendix VIII of this directive. The primary evaluation focus is whether the student demonstrated a strategic level understanding of the Defense Management concepts, systems, processes, and challenges discussed in this course. Writing the most innovative recommendation is not as important as proper application of DM concepts from the course in analyzing a strategic issue and articulating one or more recommendations to address the issue.

5. Standards. The purpose of oral and written presentations is to demonstrate a clear understanding of a particular aspect of DM material and to develop student personal oral (Appendix VII) and written communication skills (Appendix VIII). These presentations will also demonstrate student ability to apply the elements of critical

thinking that are appropriate to the subject and to understand how senior leaders should approach complex issues. Evaluation standards are detailed in the rubrics included in Appendices VI to VIII.

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SECTION III

**PLANNING CALENDAR
February/March 2018**

Monday	Tuesday	Wednesday	Thursday	Friday
12	13 DM-1-S	14 DM-2-S	15 DM-3-S	16
	Introduction to Defense Managemnt, DOD Organizations	Defense Leader Responsibilities and Perspectives (S)	Federal Budget	RWR DAY
		NTL: Chairman's Risk Assessment (S)		
19	20 DM-4-L/S	21 DM-5-S	22 DM-6-L/S	23 DM-7-S
PRESIDENTS DAY	Resourcing the DOD (PPBE)	Strategic Requirements I JSPS (Combatant Cmdrs)	Strategic Requirements II (JROC, JCIDS)	Force Management
			NTL: Creating Futures Command	
26 DM-8-S	27 DM-9-L/S	28 DM-10-S		
Acquisition of Material (DAS/S&T)	Industry Day	Force Integration		
NTL: Ground Combat Vehicle Development		NTL: Integrated Personnel and Pay System, Army		

MARCH 2018

		1 DM-11-S	2
		Force Generation	SRP DAY
5 DM-12-L/S	6 DM-13-EX		
Capstone Speaker	Experiential Exercise Briefing and Phase 2 (0830-1200)		
DM-13-EX Experiential Exercise Briefing and Phase 1 (1100-1200 Bliss Hall) (1200-UTC Sem)			

SECTION IV
LESSON INDEX

<u>LESSON</u>	<u>TITLE</u>	<u>PAGE</u>
DM-1-L/S	Introduction to Defense Management and DOD Organizations	10
DM-2-L/S	Defense Leader Responsibilities and Perspectives	12
DM-3-S	Federal Budget	15
DM-4-L/S	Resourcing the DOD (PPBE)	18
DM-5-S	Strategic Requirements I, JSPS (Combatant Cmdrs)	21
DM-6-L/S	Strategic Requirements II (JCIDS, JROC)	24
DM-7-S	Force Management and Development	29
DM-8-S	Acquisition of Material (DAS/S&T)	34
DM-9-L/S	The Critical Role of the Defense Industrial Base in Providing Warfighter Capabilities	38
DM-10-S	Force Integration	40
DM-11-S	Force Generation	43
DM-12-L/S	CAPSTONE Speaker	48
DM-13-EX	Experiential Exercise (Full Day)	50

INTRODUCTION TO DEFENSE MANAGEMENT AND DOD ORGANIZATIONS

Mode: Seminar

DM-1-S

1. Introduction.

a. The Defense Management (DM) Course concentrates on the Department of Defense's (DOD) priorities and decisions to address the nation's security challenges. The course addresses the DOD's major systems and processes and examines how senior leaders use them to make resource decisions and develop capabilities to meet the competing demands of maintaining trained and ready forces to serve the nation today while modernizing to ensure capable forces for the future.

b. Using these systems and processes, senior leaders make complex planning and resourcing decisions that affect the ability of the DOD to execute responsibilities derived from the National Security Strategy, National Defense Strategy, National Military Strategy, and other strategic documents. Defense Management identifies the many challenges senior leaders face in the national security and defense arena. As senior leaders, students need to know how to apply defense systems and processes so they can influence DOD resourcing decisions.

c. The two main themes of the DM course are Strategic Readiness and Strategic Risk Management. The first theme moves the focus of readiness from the classic metrics of unit readiness; Personnel, Equipment, and Training to the concept introduced in the Galvin reading of Preparedness. Where are we ready to fight? When are we ready? Against what threat? For how long? The second theme reflects the reality that most resource decisions are not about what programs to fund or what capability to develop. They are about what programs NOT to fund and what capability NOT to develop. These choices always center on what risks to take in resourcing and force development.

d. This lesson has two parts. Part One consists of an overview of the Defense Management Course and discussion of specific course requirements. Part Two focuses on discussion of the two course themes introduced in the last paragraph and on understanding of DOD organization and functions.

2. Learning Outcomes.

a. Comprehend the DM course requirements.

b. Comprehend the concepts of Strategic Readiness and Strategic Risk.

c. Examine the organization of the DOD and analyze the challenges in leading such an organization.

3. Student Requirements.

a. Required Readings.

(1) Department of Command, Leadership, and Management, *Defense Management Course Directive AY2018* (Carlisle, PA: U.S. Army War College, 2018). (Read sections I-III) **[Blackboard]**

(2) Thomas P. Galvin, *Military Preparedness*, Faculty Paper (Carlisle, PA: Department of Command, Leadership and Management, U.S. Army War College, 2016). **[Blackboard]**

(3) Nathan P. Freier, *At Our Own Peril: DOD Risk Assessment in a Post-Primacy World*, Exec Summary (Carlisle, PA: Strategic Studies Institute and USAWC Press, 2017), 1-4, <http://ssi.armywarcollege.edu/files/1358-summary.pdf>
<http://ssi.armywarcollege.edu/files/1358-summary.pdf> (accessed November 14, 2017). **[Blackboard]** **[Online]**

(4) Michael Mazarr, "Rethinking Risk in Defense," April 13, 2015, linked from *War on the Rocks Home Page*, <https://warontherocks.com/2015/04/rethinking-risk-in-defense/> (accessed November 14, 2017). **[Online]**

b. Focused Reading.

Brad Carson and Morgan Plummer, "The Chickens are Ready to Eat: The Fatal Ambiguity of Readiness," November 7, 2016, linked from *War on the Rocks Home Page*, <https://warontherocks.com/2016/11/the-chickens-are-ready-to-eat-the-fatal-ambiguity-of-readiness/> (accessed November 14, 2017). **[Online]**

4. Points to Consider.

a. Chief of Staff of the Army, General Milley says, "Readiness is the top priority." What does he really mean?

b. How can we apply Dr. Galvin's tenets of Preparedness? Will they help frame larger decisions about capability development and force structure?

c. The USAWC teaches a strategy construct that talks about aligning acceptable ways with feasible means to achieve suitable ends, all with tolerable risk. What is risk in this context? Is likelihood and consequence a sufficient way to describe it? How can we improve discussions of risk when it comes to resource allocation, force allocation, and force employment? How do the needs of today compete with the needs of tomorrow?

DEFENSE LEADERS RESPONSIBILITIES AND PERSPECTIVES

Mode: Seminar

DM-2-S

1. Introduction.

a. This lesson identifies the Secretary of Defense, Chairman of the Joint Chiefs of Staff, and Secretary of the Army's key responsibilities and the broad structures of the organizations that they lead as specified by Congress. These responsibilities and structures are delineated in Title 10 U.S. Code and can be modified every year through Congressional legislation. Many of the systems and processes discussed in the Defense Management course enable these leaders to fully execute their key responsibilities. The perspectives of these leaders associated with current and future military challenges from global, resource, and capability perspectives are examined through their testimony to the Senate Armed Services Committee.

b. This lesson also introduces two case studies that will be used during several course lessons to provide insights into how strategic leaders use Defense Management systems and processes to provide capabilities to enable the military to execute their current and future missions. The first case study focuses on Army Modularity, the initiative to transform from a division-based force to one based on Brigade Combat Teams (BCTs). The second case study is on the F-35 Joint Strike Fighter program designed to provide three variants to the Air Force, Navy, and Marines as well as to U.S. allies.

2. Learning Outcomes.

a. Comprehend the two case studies that will be used in Defense Management Course lessons to provide leadership insights when using systems and processes to make resource and capability decisions.

b. Examine the roles and responsibilities of the Secretary of Defense, Chairman Joint Chiefs of Staff, and Service Secretaries.

c. Examine current and future challenges facing the Armed Forces as discussed in recent Congressional testimony by Defense Department leaders.

3. Student Requirements.

a. Required Readings.

(1) Army Modularity Defense Management Case Study. **[Blackboard]**

(2) F-35 Joint Strike Fighter Defense Management Case Study. **[Blackboard]**

(3) U.S. Code Title 10 - Armed Forces (1956) with 2017 changes), I, §§113, 131,151,153, 3013, and 3014
<http://uscode.house.gov/browse/prelim@title10&edition=prelim> (accessed November 8, 2017). **[Blackboard]** **[Online]**

(4) Secretary of Defense Jim Mattis, *Senate Armed Services Committee Written Statement for the Record*, 115th Cong., 1st sess., June 13, 2017, https://www.armed-services.senate.gov/imo/media/doc/Mattis_06-13-17.pdf (accessed November 8, 2017). **[Blackboard]** **[Online]**

(5) 19th Chairman of the Joint Chiefs of Staff, *Posture Statement Before the 115th Congress Senate Armed Services Budget Hearing*, Posture Statement presented to the 115th Cong., 1st sess. (Washington, DC: CJCS, June 13, 2017), https://www.armed-services.senate.gov/imo/media/doc/Dunford_06-13-17.pdf (accessed November 8, 2017) **[Blackboard]** **[Online]**

b. Focused Readings: Service Posture Statements.

(1) Honorable Robert M. Speer, Secretary of the Army (Acting), and General Mark A. Milley, Chief of Staff United States Army, *Statement on the Posture of the United States Army before the Senate Armed Services Committee*, Posture Statement presented to the 115th Cong., 1st sess. (Washington, DC: U.S. Army, May 25, 2017), https://www.armed-services.senate.gov/download/speer-milley_05-25-17 (accessed November 8, 2017). **[Blackboard]** **[Online]**

(2) Honorable Heather A. Wilson, and General David Goldfein, *Statement of: Honorable Heather A. Wilson Secretary of the Air Force and General David Goldfein Chief of Staff of the Air Force, The Future of Air and Space Power, Air Force Posture Statement, Fiscal Year 2018 Presidents Budget Request*, Posture Statement presented to the 115th Cong., 1st sess. (Washington DC: U.S. Air Force, June 6 2017), https://www.armed-services.senate.gov/download/wilson-goldfein_06-06-17 (accessed November 8, 2017). **[Blackboard]** **[Online]**

(3) Sean J. Stackley, *Statement of Honorable Sean J. Stackley Acting Secretary of the Navy before the Senate Armed Services Committee*, 115th Cong., 1st sess. (Washington DC: U.S. Navy, June 15 2017), https://www.armed-services.senate.gov/download/stackley_06-15-17 (accessed November 8, 2017). **[Blackboard]** **[Online]**

(4) John. Richardson, *Statement of Admiral John. Richardson U.S. Navy Chief of Naval Operations Before the Senate Committee on Armed Services on the Department of the Navy Review of Defense Authorization Request for FY 2018*, 115th Cong., 1st sess., June 14, 2017) https://www.armed-services.senate.gov/download/richardson_06-15-17 (accessed November 8, 2017). **[Blackboard]** **[Online]**

(5) General Robert B. Neller, Commandant United States Marine Corps, *Statement by General Robert B. Neller Commandant United States Marine Corps Before the Senate Committee on Armed Services on the Department of the Navy*, Posture Statement presented to the 115th Cong., 1st sess. (Washington DC: USMC, June 15, 2017) https://www.armed-services.senate.gov/imo/media/doc/Neller_06-15-17.pdf (accessed November 8, 2017). **[Blackboard]** **[Online]**

(6) General Dunford, Jr., USMC, *Advanced Questions for General Dunford, Jr., USMC, Nominee for Reconfirmation as Chairman Joint Chiefs of Staff before the Senate Armed Services Committee*, 115th Cong., 1st sess., September 26, 2017, https://www.armed-services.senate.gov/download/dunford_apgs_09-26-17 (accessed November 8, 2017). (Focus on pages 1-5 and 20-37) **[Blackboard]** **[Online]**

4. Points to Consider.

- a. Why did the Army decide to transform to a BCT based force during a time of continuing combat operations? Was it successful?
- b. Why does the DOD continue to support the F-35 Joint Strike Fighter program in spite of cost overruns and technology challenges?
- c. What are the most important responsibilities of the Secretary of Defense, Chairman Joint Chiefs of Staff, and Service Secretaries?
- d. How would you characterize the current and future global challenges facing the nation's Armed Forces?
- e. What are the Armed Forces key resource and capability challenges now and in the future?

THE FEDERAL BUDGET

Mode: Seminar

DM-3-S

1. Introduction.

The budget represents a crucial set of political decisions. Much of what we consider politically important--what the government does, who decides what it does, and who benefits from it--can be translated into the financial language of budget policy.

—Dennis Ippolito
Why Budgets Matter, 2003

a. Before we turn to the allocation of defense resources, we must understand the resource environment external to the Department of Defense (DOD). This is the world of taxes, deficits, mandatory and discretionary spending, appropriations committees, and the White House Office of Management and Budget, among others. These organizations, factors, and a host of others determine directly and indirectly how much defense the Nation can afford. This is where the “guns or butter” debate occurs.

b. Both the Executive and Legislative Branches of our government participate in the federal budget process. In some cases the two branches perform similar functions in parallel; for example, each independently forecasts expected revenues and expenditures. In other cases there is a sequential division of labor. The Executive Branch develops and presents a budget request based on governmental needs and an estimate of available resources. The Legislative Branch then reviews this request based on its own forecasts and analyses, adjusts it as it deems prudent, and then ultimately authorizes programs and appropriates resources.

c. It is important that National Security Professionals understand the political and macroeconomic dynamics surrounding the federal budget process. Once they understand these dynamics, they can better understand the implications for current and future year defense budgets.

2. Learning Outcomes.

a. Comprehend the key concepts and terms used in the federal budget and differentiate the roles and responsibilities of the Executive and Legislative Branches in the federal budget process.

b. Analyze the scope and magnitude of the Federal Budget paying particular attention to the differences between mandatory and discretionary spending.

c. Evaluate the effects of Federal Fiscal Policy on future defense policies and programs.

3. Student Requirements.

a. Tasks. Read the required readings and participate in seminar dialogue.

b. Required Readings.

(1) Douglas E. Waters, "National-level Challenges Affecting Defense," in *Defense Management Primer* (In Press), ed. Thomas P. Galvin (Carlisle Barracks, PA: Department of Command, Leadership and Management, n.d.). (Read pp. 25-31; Scan rest) **[Blackboard]**

(2) Harold W. Lord, "Authorization or Appropriation," Faculty Paper (Carlisle Barracks, PA: U.S. Army War College, April 16, 2012). (Read pp. 1-11) **[Blackboard]**

(3) Congressional Budget Office, *The 2017 Long-Term Budget Outlook* (Washington, DC: U.S. Government Printing Office, March 2017), 1-7, <https://www.cbo.gov/system/files/115th-congress-2017-2018/reports/52480-ltbo.pdf> (accessed November 8, 2017). **[Blackboard] [Online]**

(4) Donald B. Marron, "America in the Red," *National Affairs*, no. 3 (Spring 2010): <http://www.nationalaffairs.com/publications/detail/america-in-the-red> (accessed December 5, 2017). (Read ONLY pp. 6-19) **[Online]**

(5) Drew Desilver, "The Polarized Congress of Today Has its Roots in the 1970s," June 2, 2014, <http://www.pewresearch.org/fact-tank/2014/06/12/polarized-politics-in-congress-began-in-the-1970s-and-has-been-getting-worse-ever-since/> (accessed November 8, 2017). **[Online]**

(6) Scott Maucione, "Vice Chairman of Joint Chiefs Selva Tells Congress off over CR issues," Federal News Radio, April 14, 2017, <https://federalnewsradio.com/defense-news/2017/04/vice-chairman-joint-chiefs-selva-tells-congress-off-cr-issues/> (accessed November 13, 2017). **[Online]**

(7) Peter G. Peterson Foundation, "Strength at Home and Abroad: Ensuring America's Fiscal and National Security: A New Statement from the Coalition for Fiscal and National Security," May 10, 2016, <https://www.pgpf.org/finding-solutions/national-security> (accessed November 9, 2017). **[Online]**

c. Focused Readings.

(1) Carroll Doherty, "Key Takeaways on Americans' Growing Partisan Divide over Political Values," October 5, 2017, <http://www.pewresearch.org/fact-tank/2017/10/05/takeaways-on-americans-growing-partisan-divide-over-political-values/> (accessed November 8, 2017). **[Online]**

(2) Peter G. Peterson Foundation, *The Solutions Initiative III* (New York: Peter G. Peterson Foundation, May 2015), 1-9, http://www.pgpf.org/sites/default/files/05122015_solutionsinitiative3_fullreport.pdf (accessed November 8, 2017). **[Online]**

4. Points to Consider.

a. What are the major challenges associated with the Federal Budget process for the DoD and the military?

b. What are the implications of the forecasted trends in mandatory spending as it pertains to national security?

c. How can the DOD better posture itself to meet the requirements of the current defense strategy in a resource constrained environment?

RESOURCING THE DEPARTMENT OF DEFENSE

Mode: Lecture and Seminar

DM-4-L/S

1. Introduction.

a. As discussed in Lesson 3 on the federal budget, the Department of Defense (DOD) is the largest portion of discretionary spending. Not surprisingly, the DOD has the largest and most complex organizations and processes in the federal government to plan, schedule, and execute its budgetary resources. This lesson studies the resource decision making processes used by DOD in conducting national defense activities in accordance with the National Security Strategy.

b. The Planning, Programming, Budgeting, and Execution (PPBE) process is the strategic management system used by the DOD and its subordinate departments, services and agencies for resource planning and allocation. A key competency for strategic leaders and their advisors is to understand how this process works and the types and complexity of issues that it must address. The lesson will not produce planners, programmers, or budgeters; however, it will provide an overview of how resource decisions are made at the department level and how all senior leaders and their advisors can and must participate in them.

2. Learning Outcomes.

a. Comprehend the differences between resource plans, programs, and budgets, as well as the timelines and participants in the resource decisionmaking process.

b. Analyze how guidance from the President and Secretary of Defense is transformed into resource-related decisions that ultimately create military capabilities in support of the National Security Strategy.

3. Student Requirements.

a. Tasks.

Read all required readings plus the focused reading for your service.

b. Required Readings.

(1) Fred Gellert, "Defense Management," July 28, 2016, *BrightCove*, video file, http://players.brightcove.net/1146543845001/BJWD1K9Zr_default/index.html?videoid=5

[125091953001](#) (accessed November 9, 2017). (**View** the video from minute mark 31:00 to 45:30) **[Blackboard]** **[Online]**

(2) U.S. Army Force Management School, *Department Of Defense Planning, Programming, Budgeting, And Execution (PPBE) Process/ Army Planning, Programming, Budgeting, And Execution (PPBE) Process —An Executive Primer* (Fort Belvoir, VA: U.S. Army Force Management School, December 2017). (**Read**) **[Blackboard]**

(3) Department of Command, Leadership, and Management, *How the Army Runs: A Senior Leader Reference Handbook, 2015 - 2016* (HTAR) (Carlisle Barracks, PA: U.S. Army War College, 2015), <http://www.carlisle.army.mil/orgs/SSL/dclm/pubs/HTAR.pdf> (accessed November 9, 2017). (**Read** pp. 8-1 to 8-8 and 8-30 to 8-39) **[Online]** **[Student Issue]**

(4) Department of Defense, *Defense Budget Overview: United States Department of Defense Fiscal Year 2018 Budget Request* (Washington, DC: Department of Defense, May 2017), http://comptroller.defense.gov/Portals/45/Documents/defbudget/fy2018/FY2018_Budget_Request_Overview_Book.pdf (accessed November 9, 2017). (**Read** Chapters 1 and 2; **Scan** remainder) **[Blackboard]** **[Online]**

(5) Michelle Shevin-Coetzee, "Making Defense Reform Sane Again: Planning, Programming, Budgeting, and Execution," 29 July 2015, linked from *War on the Rocks Home Page*, <https://warontherocks.com/2015/07/making-defense-reform-sane-again-planning-programming-budgeting-and-execution-2/> (accessed October 25, 2017). (**Read** article and scan replies) **[Online]**

c. Focused Readings.

(1) Thomas A. Horlander, *Army FY 2018 Budget Overview*, (Washington, DC: Department of the Army, May 23, 2017), <http://www.asafm.army.mil/Documents/budgetmaterial/fy2018/overview.pdf> (accessed November 9, 2017). **[Blackboard]** **[Online]**

(2) James Martin, *United States Air Force FY 2018 Budget Overview* (Washington, DC: Department of the Air Force, May 2017), <http://www.saffm.hq.af.mil/Portals/84/documents/FY18%20PB%20Rollout%20Brief.pdf?ver=2017-06-05-093249-283> (accessed November 9, 2017). **[Blackboard]** **[Online]**

(3) Department of the Navy, *Department of the Navy FY 2018 President's Budget* (Washington, DC: Department of the Navy, May 2017), http://www.secnav.navy.mil/fmc/fmb/Documents/18pres/DON_PB18_Press_Brief.pdf (accessed November 9, 2017). **[Blackboard]** **[Online]**

4. Points to Consider.

a. Is there something in the strategic environment that requires a change to the Planning Programming, Budgeting, and Execution (PPBE) system? What is wrong with the PPBE? What is right with it?

b. Should resource allocation and management be more joint in the future? If yes, how should defense leaders start to develop a more joint resourcing system?

c. Does the PPBE system sufficiently allow the Chairman and other senior leaders to influence the resource decisions in DOD? How can strategic leaders and their advisors best influence resource decision making in their service and at the Department of Defense?

STRATEGIC REQUIREMENTS I, JSPS (Combatant Cmdrs)

Mode: Seminar

DM-5-S

1. Introduction.

a. This lesson is the first of two that explores the question, “How are strategic requirements determined?” Once the President issues the National Security Strategy and the Secretary of Defense and Chairman, Joint Chiefs of Staff translate that strategy into guidance for Defense Agencies, Military Departments and Combatant Commanders, these subordinate organizations must identify their readiness to implement the strategy and the capabilities they need to execute the guidance. This lesson focuses on how the Combatant Commanders assess their capability gaps and gain required capabilities needed to execute their Theater Campaign Plans and assigned contingency operations. DM lesson 6 will focus on how the Military Services and Joint community assess their ability to provide trained and ready forces to the Combatant Commanders and submit needed and anticipated capabilities through the Joint Capabilities Integration Development System (JCIDS). All of these assessments come together at the Joint Staff level. The Chairman then provides his advice on capabilities development and resource requirements to the Secretary of Defense.

b. The lesson begins with an examination the Chairman’s Joint Strategic Planning System (JSPS). The JSPS is the primary means used by the Chairman, Joint Chiefs of Staff (CJCS) to meet his Title 10 roles and responsibilities discussed in Lesson 2. The Chairman uses this formal planning system to address these roles and responsibilities under an assess, advise, direct, and execute framework, which identifies key responsibilities, processes, and products (including those associated with resource and capabilities decision-making). In addition to key products, this planning system also provides insights to shape his informal advice to the Secretary of Defense, President, National Security Council and Interagency activities. The CJCS must execute these significant roles and responsibilities without directive authority in some matters.

c. The remainder of the lesson is focused on the two primary means that Combatant Commanders use to identify and source requirements gaps. The first involves the development and submission of their Integrated Priority Lists (IPLs) for mid to long-term capabilities that need to be developed through established, deliberate processes. The second involves rapid requirements identification for immediate and emergent warfighting needs through Service and Joint urgent needs submissions. The lesson also offers students the opportunity to examine classified documents associated with strategic guidance, readiness and requirements generation.

2. Learning Outcomes.

a. Examine the Chairman Joint Chiefs of Staff's Joint Strategic Planning System, which enables him to provide formal advice to the President, Secretary of Defense, Combatant Commanders, and the Services.

b. Comprehend the broad approaches employed by the joint community and services that take national security policy and strategy and combatant command requirements and generate trained and ready forces.

c. Analyze strategic guidance documents, readiness reports and IPLs to determine if they are aligned and how well they support development of capabilities needed to conduct missions required by the NSS/NDS/NMS/JSCP.

3. Student Requirements.

a. Required Readings.

(1) Richard M. Meinhart, "Joint Systems and Processes," in *Defense Management Primer* (In Press), ed. Thomas P. Galvin (Carlisle Barracks, PA: Department of Command, Leadership and Management, n.d.), 51-64. **[Blackboard]**

(2) Heidi Honecker Grant, "Combatant Command Resourcing, United States Central Command Perspective: Now You Can Better Understand the Resourcing Process at these Important Organizations," *Armed Forces Comptroller*, September 22, 2007, <https://www.thefreelibrary.com/Combatant+command+resourcing+United+States+Central+Command...-a0183552258> (accessed November 16, 2017). **[Online]**

(3) Chairman, Joint Chiefs of Staff, *Joint Capabilities Integration and Development System*, CJCSI 3170.011 (Washington, DC: Chairman, Joint Chiefs of Staff, January 23, 2015), http://www.jcs.mil/Portals/36/Documents/Library/Instructions/3170_01a.pdf?ver=2016-02-05-175022-720 (accessed November 17, 2017). **(Read "Capability Gap Assessment": p. A-10).** **[Blackboard] [Online]**

(4) U.S. Government Accountability Office, *Defense Management: Perspectives on the Involvement of the Combatant Commands in the Development of Joint Requirements*, Report #GAO-11-527R (Washington, DC: U.S. Government Accountability Office, May 20, 2011), <http://www.gao.gov/assets/100/97501.pdf> (accessed November 16, 2017). **(Read pp. 17-18)** **[Blackboard] [Online]**

(5) Chuck Dwy and Kadiatou Sidibe, "Balancing Current Warfighter Requirements...With Development of the Future Joint Force," *Navy Supply Corps Newsletter*, June 5, 2014, <http://scnewsltr.DODlive.mil/2014/06/05/balancing-current->

[warfighter-requirements-with-development-of-the-future-joint-force/](#) (accessed November 16, 2017). **[Online]**

(6) Defense Science Board Task Force, *Fulfillment of Urgent Operational Needs* (Washington, DC: Office of the Under Secretary of Defense for Acquisition, Technology, and Logistics, July, 2009), <https://www.acq.osd.mil/dsb/reports/2000s/ADA503382.pdf> (accessed November 20, 2017). **(Read Executive Summary) [Blackboard] [Online]**

(7) Ashton Carter, "Running the Pentagon Right," *Foreign Affairs* (January/February 2014), in [ProQuest](#) (accessed November 16, 2017). **[Database]**

b. Focused Readings.

(1) Richard M. Meinhart, *Joint Strategic Planning System Insights: Chairmen Joint Chiefs of Staff 1990 to 2012* (Carlisle Barracks, PA: U.S. Army War College, Strategic Studies Institute, June 2013), <http://ssi.armywarcollege.edu/pubs/display.cfm?pubID=1160> (accessed November 22, 2017). **[Blackboard] [Online]**

(2) Chairman Joint Chiefs of Staff, *Joint Strategic Planning System*, Joint Chiefs of Staff Instruction 3100.01C (Washington, DC: Chairman Joint Chiefs of Staff, November 20, 2015), http://www.jcs.mil/Portals/36/Documents/Library/Instructions/3100_01a.pdf?ver=2016-02-05-175017-890 (accessed November 15, 2017). **(Read Enclosures A and Scan Enclosures B to E) Blackboard] [Online]**

4. Points to Consider.

a. Is the link between the Joint Strategic Planning System (JSPS) and the Planning Programming, Budgeting, and Execution (PPBE) system sufficient to allow the Chairman and other senior leaders to influence resource and capabilities decisions in DOD?

b. Are Combatant Commander equities adequately represented within the Joint requirements development process?

c. Should Combatant Commander requirements be sourced primarily through deliberate or urgent needs processes? What are the tradeoffs?

STRATEGIC REQUIREMENTS II (JCIDS, JROC)

Mode: Lecture/Seminar

DM-6-L/S

1. Introduction.

a. This lesson continues the discussion of military requirements and focuses on the deliberate processes that determine, validate and prioritize military requirements. Building upon the near-term demand driven processes in the previous lesson, designed to support current readiness and operational needs, this lesson considers key processes and organizations within the DOD that shape and inform decisions on future force requirements made by the Chairman Joint Chiefs of Staff (CJCS) and Secretary of Defense. The Services and Joint community use the Joint Capabilities Integration and Development System (JCIDS) to assess and document military requirements (capability needs) while the Joint Requirements Oversight Council (JROC) helps the CJCS execute his statutory responsibilities to identify, assess and approve joint military requirements. The requirements process heavily influences Joint capability decisions regarding military “ways” and “means” and is inseparable from the DOD Planning, Programming, Budgeting, and Execution (PPBE) process discussed in lesson 4 and the Defense Acquisition System (DAS) addressed in lesson 8. Indeed, the great majority of capability solution recommendations and programs within the Services and DOD originate through the deliberate requirements analysis and development addressed within this lesson.

b. The Military Services and the Joint community assess, validate and prioritize new requirements using JCIDS, a capabilities-based process created in 2002 at the direction of Secretary of Defense Donald Rumsfeld. In a short note, often called a snowflake, Secretary Rumsfeld sent a directive to Gen Peter Pace, the Vice Chairman of the Joint Chiefs of Staff (VCJCS) and the Chairman of the Joint Requirements Oversight Council (JROC) to “get the requirements system fixed.” The note went on the say,

As Chairman of the JROC, please think through what we all need to do, individually or collectively, to get the requirements system fixed. It is pretty clear it is broken, and it is so powerful and inexorable that it invariably continues to require things that ought not to be required, and does not require things that need to be required. Please screw your head into that, and let’s have four or five of us meet and talk about it. Thanks.

—SecDef Donald Rumsfeld¹
Memo to VCJCS Gen Peter Pace, 18 March 2002

¹ Joint Staff J8 Capabilities-Based Assessment Users Guide, Version 3, March 2009

Subsequent staff work resulted in the creation of JCIDS founded upon three guiding principles: (1) Describing needs in terms of capabilities, instead of systems or force elements, (2) Deriving needs from a joint perspective, from a new set of joint concepts, and (3) Having a single general or flag officer oversee each DOD functional portfolio.

The CJCS Instruction 3170.01 details how the current JCIDS process supports and enables those overarching principles. Scan and/or read the CJCSI as necessary to gain a fundamental understanding of the process. The subsequent readings provide the basis for seminar discussion concerning JCIDS, focusing initially on the Army and then expanding the discussion to the joint force and moving on to proposed and planned updates to the requirements system. The updated “S’Mores” video by DAU provides an accurate, if light-hearted, overview on how the various processes work together. The next videos and reading concern the broader notion of concept development by highlighting how the Army views the future and works to identify the right trends and concepts to underpin its capability development efforts. This is followed by a faculty paper, “Aligning Vision to Capability: Fundamentals of Requirements Determination,” that provides a practical look at how capability requirements develop through the major phases of JCIDS. We will then take a closer look at the Army’s (ARCIC’s) Capability Needs Analysis (CNA) process that seeks to prioritize required capabilities across Doctrine, Organization, Training, Materiel, Leadership and Education, Personnel, Facilities and Policy (DOTMLPF-P), Warfighting Functions, and formations. Instructor handouts with samples of the primary JCIDS documents will be available.

c. The JROC is the primary decision-making body used by CJCS to assist making assessments and providing advice on strategic requirements. The VCJCS chairs the JROC and the membership includes general officers of the military services and Combatant Commands as well as civilian advisors within the DOD. The JROC’s membership, broad responsibilities, and methods of sharing information with Congressional Defense Committees are specified in U.S. Code Title 10. The CJCSI 5123.01F Charter of the JROC details how the JROC operates while the GAO Report *DOD Weapons Systems: Missed Trade-off Opportunities During Requirements Reviews* provides an interesting assessment of JROC capability development decisions made in FY2010.

d. Criticism of DOD’s and the Army’s deliberate processes have continued under the current administration. At the 2017 AUSA conference, it was announced that the Army was transforming the requirements, acquisition and modernization processes. “We have to shift gears a little bit, because future readiness matters,” Army Chief of Staff GEN Milley said. “We are restructuring the corporation. Rather than continue the current system that is more bureaucratic than practical, the Army wants to put the modernization process under one tent, so to speak.” The details have not fully been worked out, but the scope of the new command will extend “from idea to delivery,” per Acting Secretary of the Army Ryan D. McCarthy. The new command will draw from within existing force structure, officials said, and is not expected to create civilian job losses or movements. The Army plans to stand up the new organization by the summer

of 2018, per General Milley. Scholarly discourse on what the deliberate processes should look like have continued, with worthy articles in *Breaking Defense* and *Military Review*. Choice readings discussing alternative processes are included in the focused readings.

2. Learning Outcomes.

a. Examine how JCIDS identifies, assesses, validates, and prioritizes joint military capability requirements.

b. Examine the role and responsibilities of the VCJCS and the JROC in supporting DOD military and civilian decision makers.

c. Evaluate how the JCIDS and JROC processes assist strategic leaders to interpret the strategic environment, determine future requirements, and align their organizations to meet expected needs and how those processes may evolve.

3. Student Requirements.

a. Required Readings and Viewing.

(1) Alvin Lee, "Acquisition Moment: S'Mores," March 2017, *Defense Acquisition University*, video file, 7:22, https://media.dau.mil/media/Acquisition+MomentA+Smores/0_0t5vt6x6 (accessed November 3, 2017). **[Online]**

(2) Joint Capabilities Integration and Development System:

(a) Chairman, Joint Chiefs of Staff, *Joint Capabilities Integration and Development System*, CJCSI 3170.01I (Washington, DC: Chairman, Joint Chiefs of Staff, January 23, 2015), <https://www.dau.mil/cop/jra/layouts/15/WopiFrame.aspx?sourcedoc=/cop/jra/DAU%20Sponsored%20Documents/CJCSI%203170%2001I%2023%20Jan%2015.pdf&action=default> (accessed November 3, 2017). (**Scan** pp. 1-6, and A1-A19) **[Blackboard]**
[Online]

(b) AcqNotes, "DOD Joint Capabilities Integration and Development System (JCIDS) Process Overview," November 4, 2012, *YouTube*, video file, 5:58, <https://www.youtube.com/watch?v=GfSCqy-riTQ> (accessed November 3, 2017). **[Online]**

(3) Chairman, Joint Chiefs of Staff, *Charter of the Joint Requirements Oversight Council*, CJCSI 5123.01G (Washington, DC: Chairman, Joint Chiefs of Staff, February 12, 2015), http://www.jcs.mil/Portals/36/Documents/Library/Instructions/5123_01.pdf?ver=2016-02-05-175042-203 (accessed November 3, 2017). (**Scan** pp. 1-6, and A1-16)
[Blackboard] **[Online]**

(4) Gregg Thompson and Lou Yuengert, *Aligning Vision to Capability: Fundamentals of Requirements Determination*, Faculty Paper (Carlisle, PA: USAWC Department of Command, Leadership and Management, January 2015). **[Blackboard]**

(5) Benjamin M. Jensen, "Changes in War's Character," *Parameters* 45, no. 1 (Spring 2015): 113-124, https://ssi.armywarcollege.edu/pubs/parameters/Issues/Spring_2015/12_JensenBenjamin_Small%20Forces%20and%20Crisis%20Management.pdf (accessed November 3, 2017). **[Blackboard] [Online]**

(6) Samuel Ezerzer, "Gen Milley Announces Biggest Buying Shift in 40 years: Army Will Get Weapons The SOCOM Way," October 10, 2017, *You Tube*, video file, <https://www.youtube.com/watch?v=60RHo4PaMug> (accessed November 6, 2017). **(View video from 0:00 to 7:00 and 22:00-26:53) [Online]**

(7) U.S. Government Accountability Office, *DOD Weapons Systems: Missed Trade-off Opportunities During Requirements Reviews*, Report GAO-11-502 (Washington, DC: U.S. Government Accountability Office, June 16, 2011), <http://www.gao.gov/new.items/d11502.pdf> (accessed November 6, 2017). **(Read pp. 1-7, Scan 8-24) [Blackboard] [Online]**

(8) Thomas Holland, "How the Army Ought to Write Requirements," *Military Review*, Nov-Dec 2017, <http://www.armyupress.army.mil/Journals/Military-Review/English-Edition-Archives/November-December-2017/How-the-Army-Ought-to-Write-Requirements/> (accessed November 7, 2017). **(Read pp. 100-104) [Blackboard] [Online]**

b. Focused Readings.

(1) U.S. Army, *The U.S. Army Operating Concept: Win in a Complex World*, TRADOC Pamphlet 525-3-1 (Fort Eustis, VA: U.S. Army Training and Doctrine Command, October 31, 2014), <http://www.tradoc.army.mil/tpubs/pams/TP525-3-1.pdf> (accessed November 6, 2017). **[Blackboard] [Online]**

(2) United States Marine Corps, *The Marine Corps Operating Concept: How an Expeditionary Force Operates in the 21st Century* (Washington, DC, Department of the Navy, September, 2016), <http://www.mccdc.marines.mil/Portals/172/Docs/MCCDC/MOC/Marine%20Corps%20Operating%20Concept%20Sept%202016.pdf?ver=2016-09-28-084156-190%20> (accessed November 6, 2017). **[Blackboard] [Online]**

(3) Richard M. Meinhart, "Leadership of the Joint Requirements Oversight Council," *Joint Force Quarterly* 56, 1st Quarter 2010, <http://www.dtic.mil/dtic/tr/fulltext/u2/a515164.pdf> (accessed November 6, 2017). **(NOTE: Blackboard has only the required pages) (Read pp. 144-151) [Blackboard] [Online]**

(4) Courtney McBride “Army to Establish New Modernization Command,” October 4, 2017, linked from the *Inside Defense Home Page* at “Daily News,” <https://insidedefense.com/daily-news/army-establish-new-modernization-command> (accessed November 7, 2017). **[Online]**

(5) Acting U.S. Secretary of the Army Ryan D. McCarthy, “Army Directive 2017-24 (Cross-Functional Team Pilot in Support of Materiel Development),” memorandum for Principal Officials of Headquarters, Department of the Army, Washington, DC, October 6, 2017, https://armypubs.army.mil/epubs/DR_pubs/DR_a/pdf/web/ARN6101_AD2017-24_Web_Final.pdf (accessed November 7, 2017). **[Blackboard] [Online]**

(6) Acting U.S. Secretary of the Army Ryan McCarthy and GEN Mark Milley, *Modernization Priorities for the United States Army* (Washington D.C. U.S. Department of the Army, October 3, 2017), <https://admin.govexec.com/media/untitled.pdf> (accessed November 7, 2017). **[Blackboard] [Online]**

(7) Acting U.S. Secretary of the Army Ryan McCarthy, *Initial Terms of Reference for Army Cross-Functional Team Pilot* (Washington DC: U.S. Department of the Army, October 3, 2017). **[Blackboard]**

4. Points to Consider.

a. Does the current JCIDS process accommodate both Service and Joint capability needs? Is there a need to better develop Joint requirements? Why? How?

b. Will the currently discussed/planned updates to the requirements generation system meet future needs? What are the risks?

c. What recommendations would you advocate when advising the VCJCS on the best way to develop the future force?

d. Would you recommend any changes to the processes or organizational structures associated with the JCIDS or the Joint Requirements Oversight Council?

FORCE MANAGEMENT AND DEVELOPMENT

Mode: Seminar

DM-7-S

1. Introduction.

a. Army Force Management is the capstone process for the development and fielding of a trained and ready force. The Army's use of the term "Force Management (FM)" subsumes the two enabling Army sub-processes of "Force Development (FD)" and "Force Integration (FI)" associated with developing and fielding a balanced and affordable force. Army FM differs from the joint usage of the terms within "Global Force Management (GFM)." The GFM is part of a joint sourcing system for the assignment, allocation, and apportionment of forces through a predictive, streamlined, and integrated process.

b. Within Army parlance, Force Development (FD) defines required military capabilities, designs force structures to provide these capabilities, and produces plans and programs that, when executed through Force Integration activities, translate organizational concepts based on doctrine, technologies, materiel, manpower requirements, and limited resources into a trained and ready army force. Importantly, all services have established analytical processes that they use to establish their overall force structure. The Navy periodically conducts a formal "Force Structure Assessment;" when circumstances warrant, the Marine Corps conducts a "Force Structure Review;" similarly the Air Force uses their "Force Mix Analysis" to determine their force structure and the Army annually conducts the Total Army Analysis (TAA) to modify and update force-wide organizational decisions. Arguably, the most structured of all services, the Army practices a five-phased FD process to continually examine, update and modify its force structure that includes:

(1) Developing the need for new capabilities by comparing existing capabilities with current and future operational and strategic requirements. This phase involves the projection of the *future* operational and strategic environment, the development of concepts designed to prevail in that environment, and the identification of related capability "gaps" within the existing force structure that would prevent accomplishing the functional demands of the envisioned concept.

(2) Developing the required capabilities to address the capability gaps. Capabilities can include solutions in one or more of the *domains* of doctrine, organization, training, materiel, leadership and education, personnel, facilities, and policy (DOTMLPF-P). This phase includes the Joint Capabilities Integration and Development System (JCIDS).

(3) Highlighted in this model are two resource-intensive processes addressing organizational and materiel solutions. For organizational solutions, this phase includes developing detailed organizational models that specify the associated equipment and personnel requirements across all new and affected supported and supporting organizations. This phase could also include the development of new materiel solutions using the Defense Acquisition System (DAS) that will also result in organizational impacts.

(4) Determining the priority capabilities and related organizational authorizations (manpower and equipment) affordable within available/projected resources. This phase includes the TAA process that prioritizes Army force structure initiatives, stays within end strength limits, specifies the POM force and eventually results in a balanced and affordable operating and generating force.

(5) Documenting the organizational authorizations within approved plans and programs (databases) that allow for the acquisition, requisition and distribution of required personnel and equipment. Every organization in the Army has an authorization document identifying its mission, structure, personnel and equipment requirements and authorizations. Units use the authorization documents as authority to requisition personnel and equipment. The level of fill also serves as the basis for determining unit readiness.

c. The initial Army force development activity (Capabilities Integration and Development (CID) Process) parallels and is enmeshed with the Joint Capabilities Integration and Development System (JCIDS) covered in the DM Course strategic requirements lesson. The Army uses its own internal CID process to develop doctrine, organization, training, materiel, leadership and education, personnel, facilities and policy change recommendations that may not entail Joint Requirements Oversight Council or joint staff visibility and management. Similarly, the Air Force, Navy and Marine Corps all use similar CID processes that feed into the JCIDS and develop required service specific capabilities. This lesson addresses the post-CID steps of the force-development process and specifically examines those procedures that establish a balanced and affordable force and the difficult resourcing function accomplished through the TAA) activity. However, the lesson's primarily focus is on emerging strategic-level force structure issues, e.g., strategy-to-force structure mismatch for the Army and the other services introduced in the required and focused readings.

d. The follow-on "force integration sub-process" implements the FD approved plans and programs by modernizing organizations, manning, equipping, training, sustaining, deploying, stationing, and funding the force to provide trained and ready forces to the combatant commanders. The Army Sustainable Readiness Model (currently under development) is the primary Army force integration process used to synchronize the timing of major modifications to the Army operational organizations as well as manage force readiness and unit sourcing of Combatant Commanders' requirements. A subsequent lesson addresses the Sustainable Readiness Model (SRM) as well as the other services' force generation processes.

2. Learning Outcomes.

a. Comprehend the processes used to determine military force structure in support of the national and military strategies.

b. Evaluate the major challenges faced by the services in developing and resourcing current and future force requirements.

3. Student Requirements.

a. Read the required and faculty instructor assigned focused readings to prepare for seminar discourse on force management and strategy-to-force structure challenges.

b. Required Readings.

(1) U.S. Army Force Management School, *How the Army Runs Primer - Updated* (Fort Belvoir, VA: U.S. Army Force Management School, 2017). (**Read** pp. 1-7). **[Blackboard]**

(2) Mark Gunzinger et al., *Force Planning for the Era of Great Power Competition* (Washington, DC: CSBA, October 2, 2017), <http://csbaonline.org/research/publications/force-planning-for-the-era-of-great-power-competition/publication> (accessed November 15, 2017). (**Read ONLY** the Introduction/Executive Summary, pages i-xvii). **[Online]**

(3) Dr. James A. Russell et al., *Navy Strategy Development: Strategy in the 21st Century*, Project Number: FY14-N3/N5-0001 (Monterey, CA: Naval Postgraduate School: Naval Research Program, June 2015), <https://www.hsdl.org/?view&did=768350> (accessed November 15, 2017). (**Read:** pp. 14-23) **[Online]**

c. Focused Readings.

(1) **Army and Civilian Students:**

(a) Nathan Freier et al., *Beyond the Last War* (New York: CSIS, April 2013), http://csis.org/files/publication/130424_Freier_BeyondLastWar_Web.pdf (accessed November 10, 2017). (**Read** Executive Summary (pp. vi-x) and CH X Conclusions (pp. 72-74) and **Scan** Chap IX (pp. 56-71)) **[Online]**

(b) Lawrence Kapp et al., *How Big Should the Army Be? Considerations for Congress* (Washington, DC: U.S. Library of Congress, Congressional Research Service, September 2, 2016), <https://news.usni.org/2016/10/04/report-congress-big-army> (accessed November 15, 2017). (**Read** Summary and pp. 7-17; **Scan** rest) **[Blackboard] [Online]**

(2) Army National Guard Students:

General Frank J. Grass, *The Army National Guard: A Solution For the Total Force In a Fiscally Constrained Environment: Presentation to the National Commission On the Future of the Army*, 115th Cong., 1st sess., September 21, 2015, <http://www.ncfa.ncr.gov/sites/default/files/CNGB%20Framing%20Paper%20and%20Enclosures%2020150924.pdf> (accessed November 15, 2017). (**Read** pp. 2-6; Summary of Recommendations (pp. 1-3) and Position Papers #s: 1: Force Size and Mix; 3: Force Structure Distribution and Allocation; 4: Force Generation; 6. Readiness) **[Blackboard]** **[Online]**

(3) Marine Corps Students:

(a) Deputy Commandant for Combat Development & Integration (DC CD&I), "The Future Starts Now," *Marine Corps Gazette Online* (August 2017): 1-7, <https://www.mca-marines.org/gazette/2017/08/future-starts-now> (accessed November 15, 2017). (**Read** pp. 1-7) **[Online]**

(b) Jeff Schogol, "Marine Corps Reveals New Details About Future Force Structure," February 28, 2017, <https://www.marinecorpstimes.com/news/your-marine-corps/2017/02/28/marine-corps-reveals-new-details-about-future-force-structure/> (accessed November 15, 2017). (**Read** pp. 1-3) **[Online]**

(4) Navy and Coast Guard Students:

(a) Office of the Chief of Naval Operations, *FORCE STRUCTURE ASSESSMENTS*, OPNAV INSTRUCTION 3050.27 (Washington, DC: Department of the Navy, February 12, 2015), <https://doni.documentservices.dla.mil/Directives/03000%20Naval%20Operations%20and%20Readiness/03-00%20General%20Operations%20and%20Readiness%20Support/3050.27.pdf> (accessed November 15, 2017). (**Read** pp. 1-5 and Slide at Encl. 1) **[Blackboard]** **[Online]**

(b) Arthur H. Barber III, "Rethinking the Future Fleet," *Proceedings Magazine Online* 140, no 5 (May 2014): 1-6, <https://www.usni.org/magazines/proceedings/2014-05/rethinking-future-fleet> (accessed November 15, 2017). (**Read** pp. 1-6) **[Blackboard]** **[Online]**

(c) John Patch, "The Maritime Strategy We Need," *Armed Forces Journal Online*, June 1, 2007, <http://www.armedforcesjournal.com/the-maritime-strategy-we-need/> (accessed November 15, 2017). (**Read** pp. 1-6) **[Online]**

(5) **Air Force Students:**

(a) Jeremiah Gertler, *The Air Force Aviation Investment Challenge* (Washington DC: U.S. Library of Congress, Congressional Research Service, December 17, 2015), 1-7.
https://www.everycrsreport.com/files/20151217_R44305_457f00b0152756e3b5b3084eb259cba8413092fd.pdf (accessed November 15, 2017). (**Read** Summary; pp. 1-7)
[Blackboard] [Online]

(b) Wilson Brissett, "Revitalizing USAFs Squadrons," *Air Force Magazine*, October 2017, 1-6.
<http://www.airforcemag.com/MagazineArchive/Pages/2017/October%202017/Revitalizing-USAf%27s-Squadrons.aspx> (accessed November 15, 2017). (**Read** pp. 1-6).
[Online]

(c) David Axe, "How Trump Could Actually Make the US Air Force Great Again," *Motherboard*, February 12, 2016, 1-4.
https://motherboard.vice.com/en_us/article/wnxbx4/how-trump-could-actually-make-the-us-air-force-great-again (accessed November 15, 2017). (**Read** pp. 1-4) **[Online]**

4. Points to Consider.

a. How do the different services determine their force structure requirements and resource levels? How are future force requirements projected?

b. What role does Total Army Analysis play within the Army Force Management process?

c. What are some current challenges with the services' strategies-to-force structure implementation plans and programs? What are some alternative senior leader approaches to resolving strategy-to-resource mismatches?

ACQUISITION OF MATERIEL

Mode: Seminar

DM-8-S

1. Introduction.

a. The Defense Acquisition System (DAS) is the detailed “management process” used by the Department of Defense (DOD) to provide “effective, affordable, and timely systems to the users.”² So what does this mean? In layman’s terms, it is the DOD system used to acquire material items. “Materiel” can range from aircraft carriers, tanks, and airplanes to information technologies such as intelligence systems, command and control radios, and business systems. A basic understanding of the DAS is necessary to understand how equipment is developed and procured and why it costs so much and takes so long.

The DAS has its detractors due to cost, schedule, and performance of its output from across the government, including the Office of the Secretary of Defense, Congress, and the Military Services. Additionally, the media targets the DAS for waste and its sluggishness. Yet, it is the DOD system and it produces excellent systems in defense of the Nation. Examples include the “Big 5” systems in the Army, Virginia-class and Ohio-class submarines, Nimitz-class aircraft carriers, and the fleet of high performance and bomber aircraft that reside in the Air Force, Navy and Marine Corps (F-22, F-15, F-16, F-18, A-10, B-52, B-1, B-2).

b. This lesson starts with a close look at **acquisition of materiel** via the **Defense Acquisition System (DAS)**. As highlighted in previous lessons, the DOD acquires capabilities through the interaction of three primary DOD decision support systems: the Planning, Programming, Budgeting, and Execution (PPBE) process, the Joint Capabilities Integration and Development System (JCIDS), and the Defense Acquisition System (DAS). The DAS (little “a” acquisition) is the primary DOD management process used to develop and acquire materiel and automated information system solutions in response to validated military requirements. Two primary readings support this portion of the lesson that will examine the broad components of the DAS and identify the fiscal, political and bureaucratic challenges inherent in developing, testing, and modifying or producing major systems. The first reading, a Congressional Research Service (CRS) Report, “Defense Acquisitions: How DOD Acquires Weapon Systems and Recent Efforts to Reform the Process,” gives a good overview of the DAS, and to some degree, assesses recent DAS reform initiatives and reforms. The second reading, “Lessons from a Long History of Acquisition Reform,” discusses the history of acquisition reform and the difficulty of measuring change and its effectiveness in

² Department of Defense Directive 5000.01 May 2003 The Defense Acquisition System <http://www.dtic.mil/whs/directives/corres/pdf/500001p.pdf> (accessed August 26, 2017), 4.

improving the system. The DAU video allows the student to hear and see the DAS put together in a 15-minute video, and reinforces the first reading.

c. The second portion of the lesson looks at how the DOD is trying to maintain its technological advantage. The DOD remains heavily dependent upon advancements in technology to underpin its pursuit of superior joint force capabilities. Assuming that premise remains true, how can the DOD get promising technologies out of the labs, into the acquisition process, and into the force given the current and anticipated future fiscally constrained environment? This portion of the lesson will explore that broad question by examining current DOD Research, Development and Test and Evaluation (RDT&E) strategy and concerns - as offered in a more recent Joint Force Quarterly article, "The Defense Innovation Initiative," co-authored by the Principal Deputy Assistant Secretary of Defense for Defense Research and Engineering, Mr. Alan R. Shaffer. The basic premise of Dr. William's and Mr. Shaffer's article is to make the case that DOD's current RDT&E strategy and planned prototyping efforts will enable the department to deal with an erosion of U.S. technologically based military advantage which poses increasing risk to U.S. national security.

2. Learning Outcomes.

a. Analyze how the Defense Acquisition System (DAS) enables DOD senior leaders to make sound decisions in managing the acquisition of materiel solutions.

b. Understand the Acquisition Lifecycle and the "cradle to grave" concept of materiel development.

c. Understand how the DOD research and development strategy supports investment in long-term science and technology (S&T) efforts to sustain U.S. military technological superiority and support future joint force capability needs.

d. Evaluate how the DAS guides development of materiel solutions to address gaps in joint military capability requirements identified during the JCIDS process, and how the DAS is associated with the PPBE process.

3. Student Requirements.

a. Required Readings and Viewing.

(1) Moshe Schwartz, *Defense Acquisitions: How DOD Acquires Weapon Systems and Recent Efforts to Reform the Process* (Washington, DC: U.S. Library of Congress, Congressional Research Service, May 23, 2014), http://digital.library.unt.edu/ark:/67531/metadc306454/m1/1/high_res_d/RL34026_2014_May23.pdf (accessed November 22, 2017). (**Read** pp. 1-18) **[Blackboard]** **[Online]**

(2) Lou Yuengert and Tom Galvin, *Acquisition and the Defense Acquisition System*, Faculty Paper (Carlisle, PA: Department of Command, Leadership, and Management, n.d.). (**Read** pp. 9-12) **[Blackboard]**

(3) Laura Baldwin and Cynthia Cook, "Lessons from a Long History of Acquisition Reform," July 17, 2015, <http://www.rand.org/blog/2015/07/lessons-from-a-long-history-of-acquisition-reform.html> (accessed November 22, 2017). **[Online]**

(4) Defense Acquisition University, "Overview of the Defense Acquisition System," April 18, 2014, *YouTube*, video file, <https://www.youtube.com/watch?v=M1oHhsyDXws> (accessed November 22, 2017). **[Online]**

(5) Edie Williams and Alan R. Shaffer, "The Defense Innovation Initiative," *Joint Force Quarterly Online*, no. 77 (April 1, 2015): <http://ndupress.ndu.edu/Media/News/NewsArticleView/tabid/7849/Article/581867/jfq-77-the-defense-innovation-initiative-the-importance-of-capability-prototypi.aspx> (accessed November 22, 2017). **[Online]**

(6) Defense Science Board, *Defense Research Enterprise Assessment* (Washington, DC: OUSD (AT&L), January 2017), 2-17, https://www.acq.osd.mil/dsb/reports/2010s/Defense_Research_Enterprise_Assessment.pdf (accessed November 22, 2017). **[Blackboard] [Online]**

(7) Defense Advanced Research Project Agency, "Current Research," linked from the *Defense Advanced Research Project Agency Home Page*, <https://www.darpa.mil/our-research?PP=0> (accessed November 22, 2017). **(Browse pp. 1-28) [Online]**

b. Focused Readings.

(1) David C. Trybula, *'Big Five' Lessons for Today and Tomorrow* (Washington, DC: Institute for Defense Analyses, May 2012), <http://www.benning.army.mil/Library/content/NS%20P-4889.pdf> (accessed December 15, 2017). **(Read** Executive Summary (p. v), Introduction (pp. 1-4), Assessment (pp. 67-71), Environmental Changes (pp. 73-79), Lessons Learned (pp. 81-83), and Recommendations (pp. 91-94)). **[Online]**

(2) James R. Downey, "Technology Transfer to the Warfighter and The Role of DARPA" in the *Defense Science and Technology Programs, Processes and Issues. A Strategic Leader's Guide* (Carlisle, PA: U.S. Army War College, April 16, 2007). **(Read** pp. 1-4, 9-12, and 13-15) **[Blackboard]**

4. Points to Consider.

a. To what degree do you think current DOD acquisition processes and systems adequately address joint warfighter needs? Are DOD acquisition reform initiatives keeping pace with the dynamic and complex security environment?

b. How do DOD bureaucratic systems like the DAS support effective senior leader decisionmaking?

c. How does the DOD sustain a robust science and technology (S&T) effort to accelerate development and fielding of promising technologies and keep pace with current and future needs in a dynamic and complex security environment?

INDUSTRY DAY: The Critical Role of the Defense Industrial Base in Providing Warfighter Capabilities

Mode: Lecture/Seminar

DM-9-L/S

1. Introduction.

a. Research, Development and Acquisition (RD&A) management processes provide materiel solutions supporting the nation's military policy and its trained and ready forces. Although the government has an organic industrial base, it relies heavily on the commercial industrial base to develop, produce and field these materiel systems. This lesson serves as a supplement to Lessons 4 and 6 in regards to the framework of identifying, resourcing, and fielding current and future defense capabilities. Students will have an opportunity to meet and engage with representatives from industry in both a lecture discussion and a seminar format.

b. In an address to the Economic Club of Chicago (July 16, 2009), SecDef Gates provided focus that should be applied to this lesson. He noted, "The security challenges we now face, and will in the future, have changed," and as such, DOD needs "a portfolio of military capabilities with maximum versatility across the widest possible spectrum of conflict." Emphasizing the need to meet Combatant Commander Requirements with delivery timelines that range from urgent (months) to agile (2 to 4 years) to traditional (more than 4 years), he noted that,

All these decisions involved trade-offs, balancing risks, and setting priorities--separating nice-to-haves from have-to-haves, requirements from appetites. We cannot expect to eliminate risk and danger by simply spending more--especially if we're spending on the wrong things. But more to the point, we all--the military, the Congress, and industry--have to face some iron fiscal realities.

c. How do we balance support for the operational requirements with other urgent priorities in an era of persistent conflict? Clearly, industry serves as an essential partner in successfully addressing this challenge. Senior security leaders need to have a good understanding of the relationship between the government and industry as part of the dynamics of the entire defense industrial base. This knowledge facilitates informed decisions that will best support operational requirements while balancing cost, schedule, performance and risk.

2. Learning Outcomes.

a. Understand the role of industry in providing materiel solutions for current and future requirements.

b. Analyze strategic issues that affect defense industries as well as ways to develop effective partnerships toward fulfilling materiel requirements.

3. Student Requirements.

a. Required Readings.

(1) Craig McKinley, "Innovation and the Defense Industrial Base," June 2015, <http://www.nationaldefensemagazine.org/ARCHIVE/2015/JUNE/Pages/InnovationandtheDefenseIndustrialBase.aspx> (accessed December 13, 2017). **[Online]**

(2) Aerospace Industries Association, *Measuring the Impact of Sequestration and the Defense Drawdown on the Industrial base, 2011-2016* (Arlington, VA: Aerospace Industries Association, November 2017), <https://www.aia-aerospace.org/report/measuring-the-impact-of-sequestration-and-the-defense-drawdown-on-the-industrial-base-2011-2015/> (accessed January 16, 2018). **(Read pp. 7-19) [Online]**

4. Points to Consider.

a. How can the government and industry work together to reduce development and procurement cycle times as well as design systems that are better able to exploit future advances in technology?

b. How do changes in requirements affect a contractor's ability to manage a program's cost, schedule, performance and risk? How can the government better manage these changes to reduce program turbulence and still be responsive to users' changing requirements?

c. How do industry and government strike an effective balance between the contractors' (and shareholders') desire for a good return on investment and the government's desire for high quality at an affordable price?

d. A strong teaming relationship is required between government and industry to effectively deliver materiel solutions to our warfighters. How can that spirit of partnership be balanced with a desire for strong competition between contractors to keep costs down throughout the life cycle of a system?

FORCE INTEGRATION

Mode: Seminar

DM-10-S

1. Introduction.

a. The focus of this lesson is the strategic challenges with implementing new capabilities in Department of Defense (DOD) organizations while balancing current and future readiness requirements. In developing strategies and plans to increase military capabilities in defense organizations, leaders at all levels must consider how to most effectively and efficiently integrate those new capabilities into existing organizations while maintaining defense preparedness at the lowest cost. At the tactical level, leaders are concerned with receiving, integrating, and utilizing improved capabilities to accomplish assigned missions. At the military service and joint operational level, leaders are concerned with creating improved capabilities by developing, prioritizing, producing, integrating, and assessing those capabilities in defense organizations. They must also decide when to divest older capabilities to free up resources for needed improvements, even if that means accepting some risk in the near or mid-term. At the national or strategic level, leaders are concerned with developing and integrating capabilities for the long term by creating policies, strategies, plans, and programs that integrate the capabilities development enterprise.

b. Across the services, force integration includes the activities of:

- Structuring: determining the composition, quantity and location of organizations.
- Manning: providing personnel of the right type and quantity in time to meet training and mission requirements.
- Training: individual and collective training proficiency and resources required to conduct training.
- Equipping: test, field, train, and sustain new materiel solutions.
- Sustaining: provide logistical support for new and current capabilities.
- Stationing: build, change, and maintain fixed infrastructure.
- Deploying: ensure ability to successfully deploy organizations and capabilities when and where required.
- Readiness: maintain current mission readiness while improving future readiness.
- Funding: acquire, distribute, expend, and account for monetary resources.

c. Manpower is the most precious of the capability resources in organizations and is often the most challenging to integrate. Strategic leaders must consider several questions when integrating manning capabilities into organizations. What type of

manpower, military, civilian, or contractor is best suited for a required capability? How does the DOD sustain the manpower program (recruiting, retention, distribution, promotion, education and training, and transition) within strength and budget limits? How should the DOD maintain personnel readiness (health, skill qualification, family and service member morale) while managing a high operational tempo for both units and personnel? Finally, how does DOD manage all of these challenges across three military components, civilians and contractors?

d. Equipping solutions are linked to the DOD and Services' authorization systems, acquisition processes, budget systems, sustainment activities, mobilization processes, and readiness systems. While the acronym-laden systems and planning horizons may differ, the Army, the Navy, the Air Force, and the Marine Corps manage their equipment requirements under Defense instructions and federal acquisition regulations. Therefore, the services have similar systems and processes to forecast future requirements, develop plans and programs, and procure and distribute equipment. Reserve component forces are equipped as part of their parent services and are included in all equipping activities.

2. Learning Outcomes.

a. Comprehend the strategic level concepts and challenges of integrating new capabilities into national defense organizations.

b. Assess senior leader's decision making considerations in providing capability requirements associated with operational needs within budgetary constraints.

c. Assess the specific challenges of manning and equipping land power organizations.

3. Student Requirements.

a. Required Readings.

(1) Thomas Donnelly and James M. Cunningham, *Army Readiness Assessment*, Vol 1 (Washington, DC: American Enterprise Institute, May 2017), www.aei.org/publication/army-readiness-assessment-vol-1/ (accessed December 20, 2017). **[Online]**

(2) Headquarters Department of the Army, "The Force Integration Process," in *FM 100-11 Force Integration* (Washington, DC: Department of the Army, January 1998), <http://oai.dtic.mil/oai/oai?verb=getRecord&metadataPrefix=html&identifier=ADA402002> (accessed January 3, 2018). **(Read Sections II (pp. 4-3 to 4-6), III and IV)**
[Blackboard] [Online]

(3) Andrew F. Krepinevich and Eric Lindsey, "Challenges for Ground Forces & Vehicles," in *The Road Ahead: Future Challenges and Their Implications for Ground*

Vehicle Modernization (Washington, DC: CSBA, 2012), http://csbaonline.org/uploads/documents/CSBA_TheRoadAhead_FullSize.pdf (accessed December 12, 2017). (**Read** pp. 29-52, **Scan** remainder) [**Online**]

(4) Tim Kane, *Total Volunteer Force: Blueprint for Pentagon Personnel Reform*, Summary Report (Stanford, CA: Hoover Institute Press, June 1, 2017). (**Read** Section 1: Recommendations pp. 1-14) [**Blackboard**]

(5) Andrew Feickert and Lawrence Kapp, *Army Active Component (AC)/Reserve Component (RC) Force Mix: Considerations and Options for Congress* (Washington, DC: U.S. Library of Congress, Congressional Research Service, December 5, 2014), http://digital.library.unt.edu/ark:/67531/metadc491325/m1/1/high_res_d/R43808_2014Dec05.pdf (accessed December 20, 2017). (**Read** Summary pp. 14-16, and pp. 18-21 “AC/RC Mix: Considerations for Congress”) [**Blackboard**] [**Online**]

(6) Lawrence Kapp et al., *How Big Should the Army Be? Considerations for Congress* (Washington, DC: U.S. Library of Congress, Congressional Research Service, September 2, 2016), <https://digital.library.unt.edu/ark:/67531/metadc944663/m1/1/> (accessed December 20, 2017). (**Read** pp. 1-11) [**Blackboard**] [**Online**]

c. Focused Readings.

(1) Katherine E. White, *Government Contracting Should be a Core Competence for U.S. Military Personnel* (Carlisle, PA: Strategic Studies Institute, December 12, 2014), <http://www.strategicstudiesinstitute.army.mil/pubs/display.cfm?pubID=1241> (accessed December 12, 2017). [**Blackboard**] [**Online**]

(2) Lawrence Kapp, *Recruiting and Retention: An Overview of FY2013 and FY2014 Results for Active and Reserve Component Enlisted Personnel* (Washington, DC: U.S. Library of Congress, Congressional Research Service, June 26, 2015). (**SKIM**—read summary and review tables and charts) [**Blackboard**]

4. Points to Consider.

a. How might strategic leaders and their advisors provide better guidance and oversight in implementing complex military capability solutions throughout the DOD?

b. What defense processes or systems are most in need of change to provide for better force integration?

c. How should requirements for building partner capacity in non-US nations be integrated with force integration of US defense organizations? How much consideration of partner military requirements, capabilities, and limitations should be considered in planning for US capability implementation?

FORCE GENERATION

Mode: Seminar

DM-11-S

1. Introduction.

a. Force generation is a complex activity that transitions available resources into employable capabilities. At the national level, those resources include the commitment of related materials, labor, capital, facilities, and services to sustain or create the required military capabilities. Within the military, force generation relates to the management of resources over time to produce the required capabilities needed for employment by the national authorities (President and Secretary of Defense) and the combatant commanders (CCDRs). While some of the required military capabilities already exist and are at the required readiness level to meet rotational and emerging requirements, others require time and additional resources to generate. Importantly, all services have force generation processes that manage portions of their active and reserve components at various levels of readiness to meet rotational, emerging and crisis-based requirements. Additionally, all services have related processes and plans that increase the readiness of available forces, deploys “surge” forces, and expands the number of forces to meet mid- to long-term operational requirements.

b. Global Force Management (GFM) is the DOD process that manages force assignment, apportionment and allocation to meet joint force requirements. The process also provides insights into the operational requirements for service forces and allows senior defense decision-makers to assess the risks of proposed force assignment, apportionment and allocation changes. The associated GFM Implementation Guidance (GFMIG) assigns forces to the Combatant Commands for daily use through the “Forces For Unified Command Memorandum.” Additionally, GFM also allocates service forces to Combatant Commands for rotational presence or planned employments through the Global Force Management Allocation Plan (GFMAP). Furthermore, Combatant Commands may receive additional forces by submitting a Request for Forces (RFF) for emerging requirements. Finally, DODs Guidance for the Employment of the Force (GEF) and the CJCS’s corresponding Joint Strategic Capabilities Plan (JSCP) also apportion forces to combatant commands for possible employment on planned theater contingencies. Overall, GFM and these associated guidance documents provides the process, roles, missions and requirements for the provision of service capabilities to Combatant Commanders to meet current, rotational, emergent and planned operational requirements. Correspondingly, the service-specific force generation processes seek to efficiently match unit readiness levels with near-, mid- and long-term force requirements consistent with the GFMIC, GFMAP, GEF and emerging approved RFF requirements.

c. As with most issues at the strategic level, available resources are seldom sufficient to meet all known and projected strategic requirements. Thus, strategic leaders must accept risk in determining what forces to fully resource and those they will resource at lower levels. Correspondingly, the service force generation concepts serve as “ways” to save funds that would ostensibly be expended on excess or unusable readiness. Unusable readiness would be higher levels of readiness maintained than required by the mission(s) and/or the immediacy of deployment. This could include low-risk mission requirements where lower readiness has little or no operational consequences; there is sufficient post-alert/post-mobilization time to achieve the required readiness level in-stride with the deployment schedule due to strategic lift or facility throughput constraints; or units do not require lengthy post-alert training. Those funds could then be used to purchase additional force structure capacity that helps mitigate the risk of responding to low-probability but high-risk mid- to long-term strategic requirements. In this manner, each of the service force generation processes establishes the basis for efficiently providing a sustained flow of trained and ready forces for forward/rotational presence, immediate response/employment, and for near-, mid- and long-term emerging or planned operational requirements. Having sufficient forces at the appropriate readiness levels to respond to the range of current and future operational requirements accomplishes the mission requirements that generally shape the strategic environment and allows the Nation to deter and prevail over potential adversaries.

d. Closely related to unit force generation is the related joint mobilization planning and support required from military facilities/infrastructure and the strategic lift resources needed to support both the generation and projection of military forces. The reduction of major troop deployments in Iraq and Afghanistan and the corresponding drawdown of service and forward stationed forces provide unique challenges for the efficient management of supporting infrastructure and required strategic lift. Facilities are costly, take a long time for construction and, once established, require expensive maintenance for many years. Moreover, once built, facilities are very difficult to eliminate due to political and public resistance. Similar to “buying” unusable readiness, every dollar spent on excess infrastructure capacity are funds unavailable to pay for more force structure or usable unit readiness. Consistent with the drawdown and the associated requirement to enable future expansion, the military will need to ensure it has the right facilities, for the right force mix, at the right locations for both current and future strategic demands.

e. Similarly, the U.S. Army must rely on its strategic lift to deploy US stationed forces to the distant theaters of war. The Commander, U.S. Transportation Command (CDRUSTRANSCOM) is the single DOD manager for strategic lift. The USTRANSCOM is a unified, functional combatant command that provides support to the eight other U.S. combatant commands, the military services, defense agencies and other government organizations. Despite the U.S. Army’s dependence on strategic lift resources to get to the fight, USTRANSCOM’s ability to move forces throughout the world has also seriously degraded since Desert Storm. Correspondingly, this lesson examines the strategic issues related to reducing or retaining facilities during this drawdown period

and the potential consequences of insufficient strategic lift given U.S. Army force stationing and increased AA/AD challenges.

2. Learning Outcomes.

a. Comprehend the processes used to generate service force capabilities in support of the national and military strategies.

b. Evaluate the major issues faced by the services in managing unit readiness and risk in meeting current and future operational requirements.

c. Assess the unique challenges associated with increasing or reducing supporting infrastructure and strategic lift to efficiently support current and future force generation requirements.

3. Student Requirements.

a. Read the required and assigned focused readings to prepare for seminar discourse on service force generation and infrastructure management.

b. Required Readings.

(1) Edward J. Filiberti, *Generating Military Capabilities* (Carlisle Barracks, PA: U.S. Army War College, 2017). **[Blackboard]**

(2) James M. Cunningham, "Readiness Tacker, Volume 2: On an Unsustainable Path, *AEI*, May 4, 2016 <http://www.aei.org/publication/readiness-tracker-volume-2-unsustainable-path/> (accessed November 15, 2017). (**Read** pp. 1-5) **[Online]**

(3) Mackenzie Eaglen, *Shrinking Bureaucracy, Overhead, and Infrastructure: Why This Defense Drawdown Must Be Different For the Pentagon* (Washington, DC: American Enterprise Institute, March 2013), http://www.aei.org/wp-content/uploads/2014/04/-shrinking-bureaucracy-report-v2_143022914571.pdf (accessed November 15, 2017). (**Read** Executive Summary (p. iii), 'Eliminating Excess Infrastructure While Realizing Savings' section (pp. 13-17) and **Scan** rest) **[Online]**

(4) Carter Ham, "A US-Based Army Can't Get to the Fight Fast Enough," *Defense One*, March 3, 2017, <http://www.defenseone.com/ideas/2017/03/us-based-army-cant-get-fight-fast-enough/135872/> (accessed November 15, 2017). (**Read** pp. 1-3) **[Online]**

c. Focused Readings.

(1) **Army and Civilian Students:**

Courtney McBride, "Abrams: Army 'Making Huge Progress' on Readiness, But Needs Time," *Inside Defense Online*, October 12, 2016, <https://insidedefense.com/daily->

[news/abrams-army-making-huge-progress-readiness-needs-time](#) (accessed November 15, 2017). (Read pp. 1-3) [Online]

(2) Marine Corps Students:

Kevin F. Murray, "Marine Aviation Readiness," *Marine Corps Gazette Online*, October 2016, <https://www.mca-marines.org/gazette/2016/10/marine-aviation-readiness> (accessed November 15, 2017). (Read pp. 1-4) [Online]

(3) Navy and Coast Guard Students:

(a) Megan Eckstein, "U.S. Fleet Forces: New Deployment Plan Designed to Create Sustainable Naval Force," *U.S. Naval Institute News*, January 19, 2016, <https://news.usni.org/2016/01/19/u-s-fleet-forces-new-deployment-plan-designed-to-create-sustainable-naval-force> (accessed November 9, 2017). (Read pp. 1-6) [Blackboard] [Online]

(b) U.S. Government Accountability Office, *Navy Readiness: Actions Needed to Address persistent Maintenance, Training, and Other Challenges Affecting the Fleet*, GAO-17-809T (Washington, DC: Government Accountability Office, September 19, 2017), <https://www.gao.gov/assets/690/686995.pdf> (accessed November 15, 2017). (Read Summary and scan rest) [Blackboard] [Online]

(4) Air Force Students:

(a) Jennifer Griffin and Lucas Tomlinson, "'Wiped Out': Air Force Losing Pilots and Planes to Cuts, Scrounging for Spare Parts," *FoxNews.com*, May 14, 2016, <http://www.foxnews.com/politics/2016/05/14/wiped-out-air-force-losing-pilots-and-planes-to-cuts-scrounging-for-spare-parts.html> (accessed November 9, 2017). (Read pp. 1-3) [Online]

(b) David Deptula, "U.S. Air Force: A Return to Full Spectrum Readiness," *The Cipher Brief*, January 1, 2017, <https://www.thecipherbrief.com/u-s-air-force-a-return-to-full-spectrum-readiness> (accessed November 15, 2017). (Read pp. 1-6) [Online]

4. Points to Consider.

a. How stratified are forces arrayed by readiness levels within the services? How difficult is it for each service to "surge" additional capabilities?

b. What are the main drivers of the various service force generation concepts? How efficient are the service concepts in maximizing their forces for employment? How effectively are the Reserve Components integrated into their respective services' force generation processes?

c. How vulnerable or sensitive are the current processes to small or large changes in service resourcing?

d. What role do facilities play in force generation? What are some of the strategic challenges in reducing, increasing and maintaining the required infrastructure?

CAPSTONE SPEAKER

Mode: Lecture/Seminar

DM-12-L/S

1 Introduction. The Tenth Vice Chairman of the Joint Chiefs of Staff, General Paul J. Selva, delivers the capstone speech and discussion with students in Bliss Hall. Opportunity for an in-depth review of the Vice Chairman's remarks occurs in seminar rooms following the presentation.

2. Learning Outcomes.

a. Examine the role and responsibilities of the VCJCS and the JROC in supporting DOD military and civilian decision makers in developing and resourcing current and future force requirements.

b. Analyze the effectiveness of DOD strategic planning, resourcing, and force management processes.

c. Examine the leadership and management challenges associated with an organization as large and complex as the Department of Defense.

3. Student Requirements.

a. Read the required materials, and be prepared to both ask questions of the Vice Chairman in Bliss Hall and discuss the readings and speaker comments in seminar. General Selva should provide a presentation that touches on almost all aspects of the Defense Management course. Indeed, based on the responsibilities of the VCJCS, his presentation will almost certainly touch on most of the core curriculum, especially SL, NSPS and DM (with TSC a possibility if he discusses his time as the TRANSCOM Commander). His presentation offers an excellent opportunity for synthesis of many of the major concepts learned to date, and should provide an excellent transition into the Oral Assessments.

b. Required Readings.

(1) Joint Chiefs of Staff, "Biography of General Paul J. Selva," <http://www.jcs.mil/Leadership/ArticleView/tabid/3893/Article/611782/gen-paul-j-selva.aspx> (accessed November 13, 2017). **[Blackboard]** **[Online]**

(2) Senate Armed Services Committee, *Advance Questions for General Paul J. Selva, USAF, Nominee for Reconfirmation as Vice Chairman of the Joint Chiefs of Staff*,

115th Cong., 1st sess., July 18, 2017, https://www.armed-services.senate.gov/imo/media/doc/Selva_APQs_07-18-17.pdf (accessed December 21, 2017). (Read pp. 1- 5, 17-32) **(NOTE: Blackboard has only the required pages) [Blackboard] [Online]**

(3) Gen Selva, "Gen Selva's Q&A Session at the Brookings Institution," public speech, Brookings Institution, Washington, DC, December 19, 2017, <http://www.jcs.mil/Media/Speeches/Article/645038/gen-selvas-qa-session-at-the-brookings-institution/> (accessed November 13, 2017). **[Online]**

4. Points to Consider.

a. What recommendations would you advocate when advising the VCJCS on the best way to develop the future force? Are changes needed to the processes or organizational structures associated with the Joint Requirements Oversight Council? Are Combatant Commander equities adequately represented within the Joint requirements development process?

b. To what degree do you think current DOD acquisition processes and systems adequately address joint warfighter needs? Are DOD acquisition reform initiatives keeping pace with the dynamic and complex security environment?

c. How can the government and industry work together to reduce development and procurement cycle times as well as design systems that are better able to exploit future advances in technology?

d. What are the major issues surrounding readiness of the U.S. military? Is the Chairman's Readiness System an effective means to assess this, or does it need to be revised?

RESOURCE DECISION MAKING EXERCISE

Mode: Exercise

DM-13-EX

1. Introduction.

a. The exercise will focus on using strategic leadership skills to synthesize what you have learned in this core course and the other USAWC core courses. You will first role play as members of a Defense Working Group to analyze the resource implications of the strategic environment and reassess the Department's five priorities and key challenges under the direction of the Undersecretary of Defense for Policy (USD(P)) and the results of your work will be briefed to the Deputy Secretary of Defense (DEPSECDEF). You will assess the strategic environment and determine if the five priorities stated by Secretary Mattis in his June 2017 testimony to the Senate need to change as the nation's security challenges continue to evolve. These priorities were: (1) improve warfighter readiness; (2) increase capability and lethality; (3) reform how the Department does business; (4) keep faith with Service members & families: and (5) support for overseas contingency operations. You will then prioritize the five key challenges (Russia, China, Iran, North Korea and Violent Extremist Organizations) General Dunford identified in his June 2017 testimony to Congress to better focus the future Defense Budget. Further, determine a key global or regional challenge missing from these five challenges. From this five priorities and key challenges analysis, you will then be asked to make resource decisions over the next decade to best meet these priorities and fund the needed military service capabilities to address those challenges in today's fiscally constrained environment.

b. Following this strategic environment, priorities and challenges analysis, you will role play a working group under the direction of the Director of Cost Analysis and Program Evaluation (D/CAPE) at OSD. You will develop a resource strategy and then propose specific programmatic changes to meet your priorities and address those challenges. These proposed changes will then be briefed to the DEPSECDEF for approval. Even in good years of resource availability, the Defense Department never has enough funding to meet all the requirements. Senior leaders and staffs must assess, prioritize, and make tough choices regarding where to program and budget limited resources. The demands of current challenges create a tension between addressing immediate needs and making investments in future capabilities. The Planning, Programming, Budgeting and Execution (PPBE) process you have learned during this course, while complicated, addresses the processes of making choices in a large, complex government organization. The strategic goal is to create the optimal combination of defense capabilities to meet short, mid, and long range institutional and operational requirements under fiscal constraints.

2. Exercise Concept.

a. The exercise is the capstone event for the Defense Management course. Each seminar will initially answer questions related to the strategic environment before assessing Defense Department overall priorities and prioritizing key challenges. The seminar will identify those key global environment challenges that will influence future U.S. Armed Forces priorities and challenges. Using the environment assessment and priorities as stated in the June 2017 testimony, you will first identify what is missing, has changed, or is likely to change in the strategic environment since this testimony. From your environment assessment, you will recommend adjustments if needed to defense priorities and prioritize DOD's five key challenges. Also you will need to identify what global or regional challenge is missing from these five challenges and how it fits within your five challenge priorities.

b. Using your defense priority and key challenges assessment, the seminar will develop detailed budget and program recommendations to implement these decisions. Using realistic program data, students will develop and defend recommendations regarding adjustments to defense programs to generate the best possible combination of defense capabilities while identifying where to cut resources. The participants will role play Colonel/GS-15 level defense, joint and service staff personnel with differing resource priorities in a practical experience that will require the use of strategic thinking and leadership competencies to provide advice. Each member will represent their specific area, but also bring to the work group a variety of perspectives and ideas of how to achieve the reductions while still generating the best defense capabilities. This effort is in preparation for a briefing to the DEPSECDEF.

3. Learning Outcomes.

a. Examine how a changing strategic environment can affect priorities and challenges identified in testimony to Congress.

b. Apply knowledge gained in the Defense Management Course, as well as strategic thinking and leadership skills, while experiencing the practical application of determining resource priorities and making decisions on future military capabilities.

c. Synthesize concepts and processes discussed in the Defense Management Course related to addressing priorities and challenges within fiscal guidance.

4. Student Requirements.

a. Tasks.

(1) Initially organize as a working group under the leadership of USD(P). The group will have members representing Defense, Joint, Service, Reserve Component, and Combatant Command perspectives. Based on what you have learned at the Army War College, identify what has changed or stayed the same in the strategic environment

since the June 2107 testimony. Then assess Secretary Mattis' five priorities to see if they need to be changed and prioritize five key challenges General Dunford identified in his testimony. Then identify another regional or global challenge not identified by General Dunford from your environment assessment and where that addition fits within the five key challenge priorities. Once complete, conduct a briefing on the results.

(2) Following the analysis of the strategic environment, defense priorities and key challenges, you are now a working group under the overall leadership of the Director of CAPE to develop specific resource recommendations. Try to obtain the best solution for the organization you represent; however, the overarching goal is to achieve a recommended solution to the required resource reduction that remains consistent with defense objectives published in strategy and guidance documents as well as congressional testimony.

b. Required Readings.

(1) Read Exercise Guidance (**Instructor Handout**) and Required Readings. **[Blackboard]**

(2) Secretary of Defense Jim Mattis, *Senate Armed Services Committee Written Statement for the Record*, 115th Cong., 1st sess., June 13, 2017, https://www.armed-services.senate.gov/imo/media/doc/Mattis_06-13-17.pdf (accessed November 8, 2017). **[Blackboard] [Online]**

(3) 19th Chairman of the Joint Chiefs of Staff, *Posture Statement Before the 115th Congress Senate Armed Services Budget Hearing*, Posture Statement presented to the 115th Cong., 1st sess. (Washington, DC: CJCS, June 13, 2017), https://www.armed-services.senate.gov/imo/media/doc/Dunford_06-13-17.pdf (accessed November 8, 2017). **[Blackboard] [Online]**

(4) CSBA, *Joint Think Tank Exercise: Alternative Defense Strategies* (Washington, DC: Center for Strategic and Budgetary Assessments, November 28, 2016), http://csbaonline.org/uploads/documents/Joint_Think_Tank_Compiled_Briefings_%281_13_2016%29.pdf (accessed November 20, 2017). (**Scan** entire brief, then **Read** one think tank's alternative defense strategy in detail to understand their strategy and specific recommendations) **[Online]**

c. References.

(1) DOD:

(a) Department of Defense, *Defense Budget Overview: United States Department of Defense Fiscal Year 2018 Budget Request* (Washington, DC: Department of Defense, May 2017),

http://comptroller.defense.gov/Portals/45/Documents/defbudget/fy2018/FY2018_Budget_Request_Overview_Book.pdf (accessed November 9, 2017). **[Blackboard]** **[Online]**

(b) Department of Defense, *Summary of the 2018 National Defense Strategy* (Washington, DC: Department of Defense, January 19, 2018), <https://www.defense.gov/Portals/1/Documents/pubs/2018-National-Defense-Strategy-Summary.pdf> (accessed January 24, 2018).

(2) Army:

(a) Honorable Robert M. Speer, Secretary of the Army (Acting), and General Mark A. Milley, Chief of Staff United States Army, *Statement on the Posture of the United States Army before the Senate Armed Services Committee*, Posture Statement presented to the 115th Cong., 1st sess. (Washington, DC: U.S. Army, May 25, 2017), https://www.armed-services.senate.gov/download/speer-milley_05-25-17 (accessed November 8, 2017). **[Blackboard]** **[Online]**

(b) Thomas A. Horlander, *Army FY 2018 Budget Overview* (Washington, DC: Department of the Army, May 23, 2017), <http://www.asafm.army.mil/Documents/budgetmaterial/fy2018/overview.pdf> (accessed November 9, 2017). **[Blackboard]** **[Online]**

(3) Air Force:

(a) Honorable Heather A. Wilson, and General David Goldfein, *Statement of: Honorable Heather A. Wilson Secretary of the Air Force and General David Goldfein Chief of Staff of the Air Force, The Future of Air and Space Power, Air Force Posture Statement, Fiscal Year 2018 Presidents Budget Request*, Posture Statement presented to the 115th Cong., 1st sess. (Washington DC: U.S. Air Force, June 6, 2017), https://www.armed-services.senate.gov/download/wilson-goldfein_06-06-17 (accessed November 8, 2017). **[Blackboard]** **[Online]**

(b) James Martin, *United States Air Force FY 2018 Budget Overview* (Washington, DC: Department of the Air Force, May 2017), <http://www.saffm.hq.af.mil/Portals/84/documents/FY18%20PB%20Rollout%20Brief.pdf?ver=2017-06-05-093249-283> (accessed November 9, 2017). **[Blackboard]** **[Online]**

(4) Navy and Marine Corps:

(a) Sean J. Stackley, *Statement of Honorable Sean J. Stackley Acting Secretary of the Navy before the Senate Armed Services Committee*, 115th Cong., 1st sess. (Washington DC: U.S. Navy, June 15 2017), https://www.armed-services.senate.gov/download/stackley_06-15-17 (accessed November 8, 2017). **[Blackboard]** **[Online]**

(b) John Richardson, *Statement of Admiral John Richardson U.S. Navy Chief of Naval Operations Before the Senate Committee on Armed Services on the Department of the Navy Review of Defense Authorization Request for FY 2018*, 115th Cong., 1st sess., June 14, 2017), https://www.armed-services.senate.gov/download/richardson_06-15-17 (accessed November 8, 2017). **[Blackboard]** **[Online]**

(c) General Robert B. Neller, Commandant United States Marine Corps, *Statement by General Robert B. Neller Commandant United States Marine Corps Before the Senate Committee on Armed Services on the Department of the Navy*, Posture Statement presented to the 115th Cong., 1st sess. (Washington DC: USMC, June 15, 2017) https://www.armed-services.senate.gov/imo/media/doc/Neller_06-15-17.pdf (accessed November 8, 2017). **[Blackboard]** **[Online]**

(d) Department of the Navy, *Department of the Navy FY 2018 President's Budget*, briefing slides, (Washington, DC: Department of the Navy, May 2017), http://www.secnav.navy.mil/fmc/fmb/Documents/18pres/DON_PB18_Press_Brief.pdf (accessed November 9, 2017). **[Blackboard]** **[Online]**

5. Points to Consider.

a. What are the challenges of responding to ever changing threats and managing risk when developing multi-year strategy and resource guidance documents?

b. What criteria are most important to strategic leaders in identifying and prioritizing key global and regional challenges?

c. How should a staff officer represent their area of responsibility while ensuring senior leaders receive the best advice in developing integrated and effective defense programs with limited resources?

SECTION V – APPENDICES

APPENDIX I

USAWC MISSION

The USAWC educates and develops leaders for service at the strategic level while advancing knowledge in the global application of Landpower.

USAWC INSTITUTIONAL LEARNING OUTCOME

Our graduates are intellectually prepared to preserve peace, deter aggression and, when necessary, achieve victory in war. In pursuit of these goals, they study and confer on the great problems of national defense, military science, and responsible command.

Achieving this objective requires proficiency in four domains of knowledge:

- Theory of war and peace
- U.S. national security policy, processes, and management
- Military strategy and unified theater operations
- Command and leadership

And the ability and commitment to:

- Think critically, creatively, and strategically.
- Frame national security challenges in their historical, social, political, and economic contexts.
- Promote a military culture that reflects the values and ethic of the Profession of Arms.
- Listen, read, speak, and write effectively.
- Advance the intellectual, moral, and physical development of oneself and one's subordinates.

APPENDIX II

USAWC PROGRAM LEARNING OUTCOMES (PLOs)

The School of Strategic Landpower (SSL) establishes Program Learning Outcomes (PLO) that relate to critical fields of knowledge and appropriate jurisdictions of practice for our students to master. The core competence of our graduates is leadership in the global application of strategic landpower. The curriculum addresses the “great problems of national defense, military science, and responsible command.”

To accomplish its mission, SSL presents a curriculum designed to produce graduates who are able to:

PLO 1. Evaluate theories of war and strategy in the context of national security decisionmaking.

PLO 2. Analyze, adapt and develop military processes, organizations, and capabilities to achieve national defense objectives.

PLO 3. Apply strategic and operational art to develop strategies and plans that employ the military instrument of power in pursuit of national policy aims.

PLO 4. Evaluate the nature, concepts, and components of strategic leadership and synthesize their responsible application.

PLO 5. Think critically and creatively in addressing national security issues at the strategic level.

PLO 6. Communicate clearly, persuasively, and candidly.

APPENDIX III

SERVICE SENIOR-LEVEL COLLEGE JOINT LEARNING AREAS AND OBJECTIVES (JPME Phase-II)

SOURCE: The REP and DEP curricula address requirements for JLAs and JLOs derived from CJCSI 1800.01E, *Officer Professional Military Education Policy (OPMEP)*, May 29, 2015, Appendix E to Enclosure E.

1. Learning Area 1 - National Strategies.

- a. Apply key strategic concepts, critical thinking and analytical frameworks to formulate and execute strategy.
- b. Analyze the integration of all instruments of national power in complex, dynamic and ambiguous environments to attain objectives at the national and theater-strategic levels.
- c. Evaluate historical and/or contemporary security environments and applications of strategies across the range of military operations.
- d. Apply strategic security policies, strategies and guidance used in developing plans across the range of military operations and domains to support national objectives.
- e. Evaluate how the capabilities and limitations of the U.S. Force structure affect the development and implementation of security, defense and military strategies.

2. Learning Area 2 - Joint Warfare, Theater Strategy and Campaigning for Traditional and Irregular Warfare in a Joint, Interagency, Intergovernmental and Multinational Environment.

- a. Evaluate the principles of joint operations, joint military doctrine, joint functions (command and control, intelligence, fires, movement and maneuver, protection and sustainment), and emerging concepts across the range of military operations.
- b. Evaluate how theater strategies, campaigns and major operations achieve national strategic goals across the range of military operations.
- c. Apply an analytical framework that addresses the factors politics, geography, society, culture and religion play in shaping the desired outcomes of policies, strategies and campaigns.

d. Analyze the role of OCS in supporting Service capabilities and joint functions to meet strategic objectives considering the effects contracting and contracted support have on the operational environment.

e. Evaluate how strategic level plans anticipate and respond to surprise, uncertainty, and emerging conditions.

f. Evaluate key classical, contemporary and emerging concepts, including IO and cyber space operations, doctrine and traditional/ irregular approaches to war.

3. Learning Area 3 - National and Joint Planning Systems and Processes for the Integration of JIIM Capabilities.

a. Analyze how DOD, interagency and intergovernmental structures, processes, and perspectives reconcile, integrate and apply national ends, ways and means.

b. Analyze the operational planning and resource allocation processes.

c. Evaluate the integration of joint, interagency, intergovernmental and multinational capabilities, including all Service and Special Operations Forces, in campaigns across the range of military operations in achieving strategic objectives.

d. Value a joint perspective and appreciate the increased power available to commanders through joint, interagency, intergovernmental and multinational efforts.

e. Analyze the likely attributes of the future joint force and the challenges faced to plan, organize, prepare, conduct and assess operations.

4. Learning Area 4 - Command, Control and Coordination.

a. Evaluate the strategic-level options available in the joint, interagency, intergovernmental and multinational environment.

b. Analyze the factors of Mission Command as it relates to mission objectives, forces and capabilities that support the selection of a command and control option.

c. Analyze the opportunities and challenges affecting command and control created in the joint, interagency, intergovernmental and multinational environment across the range of military operations, to include leveraging networks and technology.

5. Learning Area 5 - Strategic Leadership and the Profession of Arms.

a. Evaluate the skills, character attributes and behaviors needed to lead in a dynamic joint, interagency, intergovernmental and multinational strategic environment.

- b. Evaluate critical strategic thinking, decisionmaking and communication by strategic leaders.
- c. Evaluate how strategic leaders develop innovative organizations capable of operating in dynamic, complex and uncertain environments; anticipate change; and respond to surprise and uncertainty.
- d. Evaluate how strategic leaders communicate a vision; challenge assumptions; and anticipate, plan, implement and lead strategic change in complex joint or combined organizations.
- e. Evaluate historic and contemporary applications of the elements of mission command by strategic-level leaders in pursuit of national objectives.
- f. Evaluate how strategic leaders foster responsibility, accountability, selflessness and trust in complex joint or combined organizations.
- g. Evaluate how strategic leaders establish and sustain an ethical climate among joint and combined forces, and develop/preserve public trust with their domestic citizenry.

APPENDIX IV

ENDURING THEMES

Elihu Root's challenge provides the underpinnings for enduring themes within the USAWC curriculum. The enduring themes stimulate intellectual growth by providing continuity and perspective as we analyze contemporary issues.

- Strategic Leadership and the exercise of discretionary judgment
 - Evaluate leadership at the strategic level (national security policy and strategy, especially in war)
 - Understand the profession's national security clients and its appropriate jurisdictions of practice
 - Evaluate leadership of large, national security organizations
 - Evaluate strategic thinking about the future (second- and third-order effects)
 - Analyze the framework for leading and managing strategic change, specifically the components of organizational change and the process by which organizations change

- Relationship of policy and strategy (relationship between ends, ways, and means)
 - Analyze how to accomplish national security aims to win wars
 - Analyze how to connect military actions to larger policy aims
 - Analyze how to resource national security
 - Evaluate international relations as the context for national security

- Instruments of national power and potential contributions to national security
 - Comprehend Diplomatic Power
 - Comprehend Informational power
 - Evaluate Military Power
 - Comprehend economic power

- Professional ethics
 - Evaluate the ethics of military operations (to include jus in bello and post bello)
 - Evaluate the ethics of war and the use of force (to include jus ad bello)
 - Evaluate the ethics of service to society (domestic civil-military relations)

- Civil-Military Relations
 - Evaluate relationships between military and civilian leadership
 - Evaluate relationships between the military and domestic society
 - Evaluate relationships between armed forces and foreign populations

- Instruments of war and national security
 - Joint: Evaluate the capabilities and domains of joint forces (especially land, maritime, air, space, cyber)
 - Interagency: Understand other U.S. government agencies and departments
 - Intergovernmental; Understand potential relationships with other national governments
 - Multinational: Understand potential relationships with armed forces or agencies of other nations/coalition partners

- History as a vehicle for understanding strategic alternatives and choices
 - Identify and analyze relevant historical examples of strategic leadership and strategic choices (across time and around the world)
 - Evaluate historical examples relevant to war and other national security endeavors

Defense Management (DM)

Evaluate the nature of Army/landpower organizations with respect to budgeting and resourcing (for example, the potential segmentation and nature of landpower organizations with their 'smoother' capital profile versus the more 'lumpy' capital of air and naval assets). Alternatively, evaluate the differences in the marginal cost of landpower versus other elements of power. Consider the expected time horizon of resource investments for landpower capabilities. Evaluate the importance of labor intensive vs. capital intensive requirements.

APPENDIX VI

SEMINAR CONTRIBUTION RUBRIC

Seminar Contribution RUBRIC	
Distinguished (5)	<p>Consistently exhibits sustained superior performance in seminar dialogue. Consistently offers insightful analysis, without prompting, which advances the dialogue. Comments demonstrate a depth of knowledge of the subject and assigned readings beyond that of peers and demonstrate active listening to other participants. Comes to the seminar prepared and frequently offers novel ideas which enhance learning. Consistently demonstrates the ability to synthesize material from previous lessons and personal experience which directly supports the lesson objectives. Consistently supports others. Respects ideas, feedback and diverse opinions. Avoids use of logical fallacies. For group leadership roles he/she merited assignment by the FI or emerged as a repeatedly reliable and exceptionally effective leader within the seminar when group work was assigned.</p> <p>Strategic thinking. Expert comprehension of the concepts within the course. Able to deftly process information to create new and alternative explanations of theories and concepts. Reflexively challenges assumptions and creatively defends positions, demonstrating exceptional critical and creative thinking skills. Always identifies the most significant implications and consequences of potential approaches to an issue. Can independently apply ethical perspectives and concepts to a complex issue, and is able to consider all implications of a potential approach. Demonstrates an expert level of applying historical insights to any given situation. Skillfully anticipates and acknowledges other viewpoints and potential counter-arguments.</p>
Superior (4)	<p>Performed above the standard in contributions during seminar dialogue. Consistently offers solid analysis, without prompting, which advances the dialogue. Comments reflect a deep knowledge of subject matter and assigned readings and demonstrate active listening to other seminar members. Comes to the seminar prepared, often with notes or annotated readings. Demonstrates the ability to synthesize material from previous lessons and personal experience which directly supports the lesson objectives. Rarely resorts to inaccurate assumptions, inferences, biases and heuristics. For group leadership roles, effectively assumed an informal leadership role in group work assigned activities during the course. He/she helped structure the task and built consensus to achieve the group's assigned task. She/he voluntarily took the lead in summarizing the group's work in conveying his/her group's approach to the task for the benefit of the rest of the seminar.</p> <p>Strategic thinking. Exceptional comprehension of course concepts. Notable abilities for accurately processing information to create new and innovative explanations of theories. Skilled at challenging assumptions and creatively defending positions, demonstrating outstanding critical thinking skills. Consistently identifies the most significant implications and consequences of potential approaches to an issue. Can apply ethical perspectives and concepts to a complex issue, and is able to consider ethical implications of a potential approach. Demonstrates skill at applying historical insights to any given situation. Consistently anticipates and acknowledges other viewpoints and potential counter-arguments.</p>
Performed to Standards (3)	<p>Met the standard in contributions during seminar dialogue. Offers solid analysis without prompting. Comments reflect a solid knowledge of the subject matter and assigned readings and demonstrate active listening to other seminar members. Comes to the seminar prepared and offers insight and personal experience during seminar dialogue which contributes to group understanding of the lesson objectives. Occasionally exhibits use of logical fallacies and bias. For group roles, effectively contributed to group work in seminar by adding relevant ideas or recommendations to aid the group in accomplishing its assigned task(s).</p> <p>Strategic thinking. Solid comprehension of the concepts within the course. Skilled at processing information to create new explanations of course concepts and theories. Challenges assumptions and creatively defends positions, demonstrating notable critical thinking skills. Proven ability to identify the most significant implications and consequences of potential approaches to an issue. Demonstrated ability to apply ethical perspectives and concepts to a complex issue. Applies historical insights to any given situation. Proven ability to anticipate and acknowledge other viewpoints and potential counter-arguments.</p>

<p>Does Not Meet Standards (2)</p>	<p>High end: Participated in seminar dialogue. Offers some analysis, but often needs prompting from the seminar instructor and/or others. Comments demonstrate a general knowledge of the material and assigned readings. Sometimes seems unprepared, with few notes and no marked/annotated readings. Actively listens to others, but does not offer clarification or follow-up to others' comments. Relies more upon personal opinion and less on the readings to support comments. For group roles, actively listened and, on occasion, offered relevant thoughts that assisted the group in accomplishing its assigned task. Low end: Did not participate in seminar dialogue. Does not complete readings and is unprepared for seminar. Occasionally listens to others but appears uninterested in the classroom interaction. For group work, appeared uninvolved or uninformed in her/his ability to contribute the group's task.</p>
	<p>Strategic thinking. High end: Student lacks a solid command of the concepts within the course. Occasionally demonstrates difficulty in making connections across concepts. When prompted, student challenges assumptions and defends positions, demonstrating some basic critical thinking skills. Shows some creativity in developing new approaches to issues. Identifies the most significant implications and consequences of potential approaches to an issue when prompted. With assistance, the student can apply ethical perspectives and concepts to a complex issue. Occasionally applies historical insights to a given situation. Sporadically acknowledges other viewpoints and potential counter-arguments. Low end: Student fails to demonstrate any command or comprehension of the concepts within the course. Unable to synthesize course concepts. Student failed to challenge assumptions or defend positions, general lack of critical thinking skills. Overall lack of creative thinking skills. Typically unable to identify the most significant implications and consequences of potential approaches to an issue. Often fails to apply ethical perspectives and concepts to a complex issue and does not consider ethical implications of a potential approach. Lack of skill at applying historical insights to a given situation. Rarely acknowledges other viewpoints and potential counter-arguments.</p>

APPENDIX VII

ORAL PRESENTATION RUBRIC

ORAL Presentation RUBRIC	
<p>Faculty assessment is largely holistic and subjective, but remains focused on the message trilogy: Strategic Thinking (Content), Organization, and Delivery. Content carries the most weight as it privileges assessment of idea quality and argument strength. Thus, although each major presentational aspect is important, the overall assessment cannot be rated higher than the Content assessment. A speech might be well organized and expertly delivered, but if the speaker has nothing worthwhile to say, an important opportunity is lost. Strategic leaders cannot afford to miss such opportunities. Assessment criteria are the same for both the Resident and Distance Education Programs. Each element of the message trilogy receives a numerical assessment that may include a plus or minus (+/-) to indicate relative strength within most rating categories.</p>	
Distinguished (5)	<p>Exceeds standards in every salient respect, but stands as an exemplar of human excellence in oral communication. Seminar contributions and presentations reflect an expert level of in-depth analysis, research, and thought; are effectively tailored to the intended audience; and achieve maximum impact through clear organization and impeccable delivery. There is a remarkable quality and clarity of ideas, analysis and arguments. Presentations and contributions are extremely informative and persuasive. The student expertly makes convincing arguments, while also considering all other perspectives, even those that are not obvious. Communications always achieve the stated purpose while favorably accommodating the intended audience. The student displays extraordinary oral delivery techniques. Communications portray confidence derived from grounded knowledge and experience, on the one hand, and openness to the possibility of change on the other.</p> <p>Strategic thinking. Expert comprehension of the concepts within the course. Able to deftly process information to create new and alternative explanations of theories and concepts. Reflexively challenges assumptions and creatively defends positions, demonstrating exceptional critical and creative thinking skills. Always identifies the most significant implications and consequences of potential approaches to an issue. Can independently apply ethical perspectives and concepts to a complex issue, and is able to consider all implications of a potential approach. Demonstrates an expert level of applying historical insights to any given situation. Skillfully anticipates and acknowledges other viewpoints and potential counter-arguments.</p>
Superior (4)	<p>Speaking skills are impressive and clearly above the norm. Presentations and seminar contributions are thoughtfully organized, germane to the audience/situation, and alive with well-constructed arguments that are ably-supported with relevant evidence and solid reasoning. The speaker's facility with analytical reasoning and the ability to synthesize and integrate material is strong. The student makes powerful and convincing arguments, consistently considering all other perspectives. The presentational delivery is clear, crisp, reasonably persuasive, and consistently articulate. The student has a strong facility with analytical reasoning and the ability to synthesize and integrate material.</p> <p>Strategic thinking. Exceptional comprehension of course concepts. Notable abilities for accurately processing information to create new and innovative explanations of theories. Skilled at challenging assumptions and creatively defending positions, demonstrating outstanding critical thinking skills. Consistently identifies the most significant implications and consequences of potential approaches to an issue. Can apply ethical perspectives and concepts to a complex issue, and is able to consider ethical implications of a potential approach. Demonstrates skill at applying historical insights to any given situation. Consistently anticipates and acknowledges other viewpoints and potential counter-arguments.</p>
Performed to Standards (3)	<p>Seminar contributions and presentations reflect in-depth analysis, research, and thought; are tailored to the intended audience; and achieve desired effects through clear organization and delivery. There is a quality and clarity of ideas, analysis and arguments. Presentations and contributions are informative and persuasive. The student is able to make convincing arguments, while also considering other perspectives. The student addresses clearly identified major points, often with support from credible and acknowledged sources. Oral delivery techniques (posture, gestures, eye contact, etc.) enable clear conveyance and understanding of the speaker's message. The student demonstrates analytical reasoning and the ability to synthesize and integrate material.</p> <p>Strategic thinking. Solid comprehension of the concepts within the course. Skilled at processing information to create new explanations of course concepts and theories. Challenges assumptions and creatively defends positions, demonstrating notable critical thinking skills. Proven ability to identify the most significant implications and consequences of potential approaches to an issue. Demonstrated ability to apply ethical perspectives and concepts to a complex issue. Applies historical insights to any given situation. Proven ability to anticipate and acknowledge other viewpoints and potential counter-arguments.</p>

<p style="text-align: center;">Does not meet Standards (2)</p>	<p>High end: Communications skills are weak and deficient in one or more salient respects. Content is generally weak, organization unclear and/or the delivery uninspired. Presentations and seminar contributions are characterized by minimal analysis, deficient insight, lack of evidence, inadequate preparation, poor organization, or a cavalier presentational style which leaves some listeners confused and disoriented. Poor oral delivery techniques (posture, gestures, eye contact, etc.) often distract from the intended message. The student has notable difficulties making convincing arguments, and occasionally fails to consider other perspectives. Central message can be deduced, but is not explicitly stated in the presentation. Low end: Communications skills are seriously weak or deficient—usually missing the task. The content or substance of the presentation is unsubstantiated, illogical, or exceedingly shabby; the organizational scheme is unorganized and unfocused; the delivery is uninspired and characterized by inarticulate speaking. There is a general lack of effective oral delivery techniques (posture, gestures, eye contact, etc.). The student has serious problems making convincing arguments, and typically fails to consider other perspectives. Overall lack of a central message, or incorrect/misleading central message.</p>
	<p>Strategic thinking. High end: Student lacks a solid command of the concepts within the course. Occasionally demonstrates difficulty in making connections across concepts. When prompted, student challenges assumptions and defends positions, demonstrating some basic critical thinking skills. Shows some creativity in developing new approaches to issues. Identifies the most significant implications and consequences of potential approaches to an issue when prompted. With assistance, the student can apply ethical perspectives and concepts to a complex issue. Occasionally applies historical insights to a given situation. Sporadically acknowledges other viewpoints and potential counter-arguments. Low End: Student fails to demonstrate any command or comprehension of the concepts within the course. Unable to synthesize course concepts. Student failed to challenge assumptions or defend positions, general lack of critical thinking skills. Overall lack of creative thinking skills. Typically unable to identify the most significant implications and consequences of potential approaches to an issue. Often fails to apply ethical perspectives and concepts to a complex issue and does not consider ethical implications of a potential approach. Lack of skill at applying historical insights to a given situation. Rarely acknowledges other viewpoints and potential counter-arguments.</p>

APPENDIX VIII

WRITTEN COMMUNICATION RUBRIC

Written Communication RUBRIC	
<p>Faculty assessment of written work is largely holistic and subjective, but remains focused on the message trilogy: Strategic Thinking (content), Organization, and Style, where Style is concerned with perfecting the “flexibility and obedience” of language to accomplish a desired end. Content carries the most weight as it includes assessment of idea quality and argument strength. Thus, although each major aspect of the writing is important, the overall assessment cannot be rated higher than the Content assessment. A paper might be well organized and stylistically interesting, but if the writer fails to communicate worthwhile ideas to the reader, an important opportunity is lost. Strategic leaders cannot afford to miss such opportunities. Assessment criteria are the same for both the Resident and Distance Education Programs. Each element of the message trilogy receives a numerical assessment that <i>may</i> include plus or minus (+/-) to indicate relative strength within most rating categories.</p>	
<p>Distinguished (5)</p>	<p>Written products not only exceed standards in every salient respect, but stand as an exemplar of excellence in written communication. Products display exceptional insight and creativity, thorough analysis, solid research, precise documentation, and do so in a literate context with an efficient and economical organizational scheme. Demonstrates skillful use of high quality, credible, relevant sources to develop ideas that are appropriate for the discipline and genre of the writing. Uses appropriate, relevant, and compelling content to illustrate mastery of the subject. Work advances a thoughtful explication of a problem, question or subject area, and is an inviting, compelling read—suitable for publication with only minor edits and polishing. Uses graceful language that skillfully communicates meaning to readers with clarity and fluency.</p> <p>Strategic thinking. Expert comprehension of the concepts within the course. Able to deftly process information to create new and alternative explanations of theories and concepts. Reflexively challenges assumptions and creatively defends positions, demonstrating exceptional critical and creative thinking skills. Always identifies the most significant implications and consequences of potential approaches to an issue. Can independently apply ethical perspectives and concepts to a complex issue, and is able to consider all implications of a potential approach. Demonstrates an expert level of applying historical insights to any given situation. Skillfully anticipates and acknowledges other viewpoints and potential counter-arguments.</p>
<p>Superior (4)</p>	<p>Written products are impressive and clearly above the norm. Work is insightful and responsive to the task, well researched, ably documented, and thoughtfully organized. The writer has a strong ability to analyze, synthesize, and integrate material. The work exhibits clarity in thought and expression and reflects an accomplished and continuously developing command of language. Uses straightforward language that generally conveys meaning to readers. The language in the portfolio has few errors. Products are thoughtful, substantive, well structured, aptly documented, and well worth reading. The student uses appropriate, relevant, and compelling content to explore ideas within the context of the discipline and shape the whole work.</p> <p>Strategic thinking. Exceptional comprehension of course concepts. Notable abilities for accurately processing information to create new and innovative explanations of theories. Skilled at challenging assumptions and creatively defending positions, demonstrating outstanding critical thinking skills. Consistently identifies the most significant implications and consequences of potential approaches to an issue. Can apply ethical perspectives and concepts to a complex issue, and is able to consider ethical implications of a potential approach. Demonstrates skill at applying historical insights to any given situation. Consistently anticipates and acknowledges other viewpoints and potential counter-arguments.</p>
<p>Performed to Standards (3)</p>	<p>Written products are informative, concise, and focused. Major points are clearly identified and appropriately developed with support from properly documented and credible sources. Products have a clear organization and conform to commonly accepted standards of style. Written work demonstrates unity, and has a clear beginning, middle, and end. The writing is relatively free of grammatical, punctuation, and spelling/typing errors. The student displays a solid ability to gather information, address important issues, express ideas/arguments in appropriate language, and accomplish a stated task.</p> <p>Strategic thinking. Solid comprehension of the concepts within the course. Skilled at processing information to create new explanations of course concepts and theories. Challenges assumptions and creatively defends positions, demonstrating notable critical thinking skills. Proven ability to identify the most significant implications and consequences of potential approaches to an issue. Demonstrated ability to apply ethical perspectives and concepts to a complex issue. Applies historical insights to any given situation. Proven ability to anticipate and acknowledge other viewpoints and potential counter-arguments.</p>

Does not meet Standards (2)	<p>High end: Written products are ineffective and deficient in one or more salient respects. The content is weak or the reasoning and logic noticeably flawed; the organization is unclear and/or the style (facility with language) deficient. Products are often characterized by minimal analysis, deficient insight, a lack of evidence, inadequate research, slipshod documentation, poor organization, and sloppy and/or semi-coherent writing. Student attempts to use a consistent system for basic organization and presentation, but is not always successful. Proper use of citations is inconsistent. Uses language that sometimes impedes meaning because of errors in practice. Low end: Written products miss the mark substantially. The content is superficial or off-subject. Organization is little more than a running litany of thinly connected topics, and the style/language usage is casual, chatty, and pedestrian. Fails to demonstrate attention to context, audience, purpose, and to the assigned tasks(s). Knowledge claims and observations are offered without research support and appropriate source documentation. Fails to use a consistent system for basic organization and presentation. Uses language that often impedes meaning because of errors in practice. Failure to submit a paper within the specified timeframe. Instances of plagiarism.</p>
	<p>Strategic thinking. High end: Student lacks a solid command of the concepts within the course. Occasionally demonstrates difficulty in making connections across concepts. When prompted, student challenges assumptions and defends positions, demonstrating some basic critical thinking skills. Shows some creativity in developing new approaches to issues. Identifies the most significant implications and consequences of potential approaches to an issue when prompted. With assistance, the student can apply ethical perspectives and concepts to a complex issue. Occasionally applies historical insights to a given situation. Sporadically acknowledges other viewpoints and potential counter-arguments. Low end: Student fails to demonstrate any command or comprehension of the concepts within the course. Unable to synthesize course concepts. Student failed to challenge assumptions or defend positions, general lack of critical thinking skills. Overall lack of creative thinking skills. Typically unable to identify the most significant implications and consequences of potential approaches to an issue. Often fails to apply ethical perspectives and concepts to a complex issue and does not consider ethical implications of a potential approach. Lack of skill at applying historical insights to a given situation. Rarely acknowledges other viewpoints and potential counter-arguments.</p>

Assessment Guidance. CBKs Memorandum 623-1 details that assessment of written work centers on the Content, Organization, and Style of a paper with Content being paramount. A paper in which Content receives an assessment of Needs Improvement or Fails to Meet Standards cannot receive an overall assessment of Meets Standards—even if both Organization and Style were Outstanding.