Initiation and Implementation of a Training Management Package for the East Timor Defence Force

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Declaration

I certify that I am the sole author and that the substance of my thesis has not already been submitted for any degree and is not being currently submitted for any other degrees.

I certify that to the best of my knowledge that any help received in preparing this thesis, and all sources used have been acknowledged in this thesis.

Signed..

Dated...10 February 2005...

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Caveat

The current Chief of Defence Forces has directed that all study material, which uses NZDF intellectual property or situations for the basis of discussion, written or verbal, is required to contain the following caveat. This report is based upon assumption, legacy issues, empirical data, anecdotal evidence and conclusions, which are the opinions of the author, Major S.P. O'Brien, and they in no way reflect official NZDF Policy.

About the Author

Major O'Brien is currently the Chief Instructor of the Royal New Zealand Army Logistic Regiment Trade Training School at Trentham; the Trade Training School is the New Zealand Army's largest school and is responsible for training all Supply, Transport and Material Support Trades

Major O'Brien was commissioned in December 1995 and has held a variety of Training and Development positions both military and civilian. Major O'Brien has served in Angola, East Timor and Cambodia and was heavily involved in training and developing training management packages and training analysis for indigenous military staff, locally employed civilians, contractors and other nation's armies.

Major O'Brien also writes for the Open Polytechnic of New Zealand within the business strategy and supply chain management spheres.

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Abstract

This study reviewed the four specific literature areas; the Kings College Study; reviewing the cornerstone of East Timor's national strategy and security requirements, the Army Training System (ATS) and Army Needs Assessment model, the Office of Defence Force Development (ODFD), Force Development Plan (FDP) and the Logistic Contractor's (LC) Concept of Operations. These areas are linked and had an effect on the overall design of the study and its aim to develop an effective methodology for raising, training and sustaining the Logistic Support mechanisms for the East Timor Defence Force (ETDF).

Further supplementation was gained from the following civilian sources; The Concept of Program in Adult Education, by A. Thomas, Needs and Needs Assessment in Continuing Professional Education, by B. Brennan, A State of the Art Methodology for Vocational Training by C. Campbell, The Politics of Responsibility: A Theory of Program Planning Practice of Adult Education, by R. Cervero and A. Wilson and the Development and Validation of an Instrument to Measure Adult Educators' Power and Influence: Tactics in Program Planning Practice, by Yang, B, Cervero, R.M, Valentine, T. and Benson, J.

These literature areas revealed similarities within relevant civilian doctrine or areas of study and added balance to this dissertation. The author then deployed on three Tours of Duty (TOD) within East Timor, analyzing, interviewing and collating data. The TOD's fulfilled specific, whilst interrelated, activities; firstly a Reconnaissance TOD, ascertaining the depth and breadth of donor support required, secondly a Training Needs Analysis (TNA) TOD ascertaining the specific trade skill sets required to fulfill donor nation obligations, and lastly, a U.N. TOD with the U.N. Transitional Authority in East Timor (UNTAET) as the Logistic Advisor (LA) within the Office of Defence Force Development (ODFD), developing, initiating and instigating the Logistic Support mechanisms.

Three hypotheses were investigated within this dissertation; Hypothesis One, the ETDF does not possess the corporate knowledge or personnel skill-sets required to undertake logistic management and delivery. Hypothesis Two, the

ETDF has operated for twenty-five years as a guerilla army and has no formal awareness of the requirements, strategically, tactically, logistically or financially of how to operate as an conventional armed force. Hypothesis Three, the ETDF has no formal training infrastructure and has limited numeracy and literacy skill-sets amongst its soldiers.

A qualitative, experimental approach involving six case studies was utilized. Case Study One reports the findings of a reconnaissance TOD into East Timor. This report addressed which specialist trades were required and identified constraints. This resulted in the production of a skills, knowledge and attitude analysis for the ETDF and a reconnaissance report, which outlined the requirement for a TNA to be conducted.

Case Study Two reports the findings of a TNA TOD into East Timor. This report addressed which trades the NZ Army could train. This resulted in the development of a capability needs assessment model and a TNA for the trades of storeman, medic, driver and communicator and produced an indicative costing to train these specialist trades from a donor nation perspective.

Case Study Three reports the findings of a contribution option study for the position of LA within the ODFD. This resulted in the production of Terms of Reference for the LA to the ETDF. It also articulated the importance of aligning the logistic contract to the training requirements within the ETDF.

Case Study Four reports the findings of the analysis of likely contract costs within the ETDF. This study resulted in the production of financial analyses of contracted requirements and a statement of requirement for contracted logistics. The logistic contract is inextricably linked to capability development within the ETDF as the contractor has a role to play in this training.

Case Study Five is a report on the findings of the development of training management package (TMP) for the trade of Storeman within the ETDF. The outcome of this study resulted in the production of a TMP for the ETDF.

Case Study Six reports the findings of an independent battalion audit of the first trainees out of the Metinaro training complex. This report was utilized to outline training shortfalls and provide methodologies for rectification of sub-optimal training.

On reviewing the findings, several key issues were noted which singularly were not insurmountable. However, the cumulative effect of them realized poor performance from the trainers and the trainees; these being lack of a Minister of Defence (MOD), no Defence Budget, no defined organisation for the MOD, lack of financial control for routine activities, international rivalry amongst trainers, poor training facilities and the U.N. requirement to remove its footprint from East Timor, thus fostering rapid self-determination.

The ODFD, an adjunct of the Special Representative to the Secretary General of the U.N., was charged with developing the infrastructure of the ETDF, but did so in an information vacuum without mandated authority initially. Further political interference, both overt and covert, placed impediments to progress at various intervals during the developmental process.

There were many facilitating factors which ensured the task of training ended on a positive note, these being; huge national goodwill towards the former FALANTIL guerillas, the optimistic nature of the East Timorese people, sheer willpower and determination of the "President in Waiting", trust and respect shown towards the training teams, eagerness to learn shown by recruits, small size of the recruit base, international pressure for the emergence of a new state successfully, and albeit ironic at times, the overarching requirement for the U.N. to have a success story amidst the debris of failure in other scenarios - Angola, Somalia, Sierra Leone, Congo, Israel and Lebanon.

This study made the following recommendations; the U.N. revisit the extant policy surrounding the support mandated to raise and train authorized defence forces within the countries where it is performing Peace Keeping Operations (PKO) and place infrastructure to develop and support its defence forces in place prior to the developmental teams arriving *in situ*, contributing nations

require strategic co-ordination when donating equipment and training specialists to missions and commit to a tangible end-state rather than time constraints for the secondment of staff, ex-guerilla fighters face stringent screening processes to ensure that war criminals, terminally-ill personnel and those of dubious allegiance are not automatically assimilated within armed forces and pension plans for former guerillas are initiated and cantonment for guerilla forces is carried out at separate quartering areas away from potential or actual recruits.

Many political and military lessons learned are valid in the context of this study those being; pursue an ethical policy but avoid gratuitous confrontations that would jeopardize post-crisis co-operation, as a crisis unfolds, intensify the dialogue between Political and Defence Force leaders and monitor, plan and co-ordinate on an inter-departmental basis, legitimise a peace-keeping intervention domestically and internationally, by involving Parliament, NGO's and the media and work patiently with U.N. agencies in the field and the U.N. Department of PKO, New York, to cope with the bureaucraticised U.N. system and an uneven quality of U.N. staff, prioritorise restoration of security in the host country as a prerequisite to political, economic and social development.

These political lessons learned were further supplemented by military lessons learned, and these are; maintain both NZDF personnel at a high level of professional capability and morale with a broad skills base and adequate equipment and reserve capacity and flexibility for sustained commitments, especially for multiple rotations of personnel, strive for logistic and transport self-sufficiency, but augment it pragmatically by commercial contracts to fill gaps when necessary, further develop the capacity of the Joint Force Headquarters to expedite Planning, Command, and Control of the three services in rapidly changing situations, engage in peacetime consultations and exercises with counterpart militaries to establish trust and procedures for rapid and close co-operation when crises flare up, and cultivate especially closer defence relations with Australia to smooth planning and operational working relations with NZ's most likely partner in future peacekeeping deployments.

Abbreviations

ABRI	Indonesian Armed Forces
ADF	Australian Defence Force
AGS	Army General Staff
AITS	Army Individual Training System
AO	Area of Operations
ARA	Australian Regular Army
AS	Australia
ATST-EM	Australian Training Support Team – East Timor
CBTA	Competency Based Training and Assessment
CNAM	Capability Needs Assessment Model
CO	Commanding Officer
COA	Course of Action
COE	Centre of Excellence
COMD	Commandant
COTS	Commercial off the Shelf
COY	Company
CS	Combat Support
CSS	Combat Service Support
DCP	Defence Co-operation Program
ECN	Employment Category Number
EEO	Equal Employment and Opportunity
EM	East Timor
ETDF	East Timor Defence Force (FDTL in Portuguese)
ETTA	East Timor Transitional Authority
FALANTIL	Forcas Armadas de Libertacao Nacional de Timor-Leste (Fretelins Army)
FDTL	Forca de Defesa de Timor Lorosa'e (East Timor Defence Force)
FRETELIN	Frente Revolucionaro do Timor Leste Indepente (Revolutionary Front for an Independent East Timor)
GTR	Gross Training Requirement
HATS	Handbook of the Army Training System
HNS	Host Nation Support

HR	Human Resource
IET	Initial Employment Training
INF BN	Infantry Battalion
INTERFET	Intervention Force East Timor
IPISD	Interservice Procedures for Instructional Systems Development
ISD	Instructional Systems Development model
ISO	International Standards Organisation
JP	Joint Project
LOGCAP	Logistic Civilian Augmentation Program
LOTS	Logistics Over The Shore
LWD	Land Warfare Doctrine
LWP	Land Warfare Publication
MAP	Mutual Assistance Planning
MHE	Material Handling Equipment
MIS	Management Information System
MOD	Ministry of Defence
MOU	Memorandum of Understanding
MT	Motor Transport
NATO	North Atlantic Treaty Organisation
NCE	National Command Element
NSE	National Support Element
NTF	National Training Framework
NTL	Net Training Liability
NZ	New Zealand
NZDF	New Zealand Defence Force
NZFOREM	New Zealand Force East Timor
OC	Officer Commanding
ODFD	Office of Defence Force Development
OEM	Original Equipment Manufacturer
OFD	Office of Force Development
OPSO	Operations Officer
POSDCORB	Planning, Organising, Staffing, Directing, Co-ordinating, Reporting and Budgeting

POSTED	People, Organisation, Support and Facilities, Training, Equipment, Doctrine
PT	Portugal
QWL	Quality of Working Life
RNZALR	Royal New Zealand Army Logistic Regiment
SAT	Systems Approach to Training
SCMA	Soldier Career Management Agency
SKAA	Skills, Knowledge and Attitudes Analysis
TAFE	Technical and Further Education
TD	Training and Development
TDG	Training Development Group
TDO	Training Development Officer
TLP	Trainee Learning Package
TMP	Training Management Package
TNA	Training Needs Analysis
TSP	Training Support Plan
TTO	Trade Testing Officer
U.N.	United Nations
UNAMET	United Nations Assistance Mission in East Timor
UNTAET	United Nations Transitional Authority in East Timor

Definitions

Analysis the division of a physical or abstract whole into its constituent parts to examine or determine their relationship.

Attitude is an internal frame of mind, which tends to affect an individual's choice of action towards some object, person or event.

Behaviour is the total response, mental and physical, which an individual makes to any situation with which they are faced.

Combat Multiplier an element of a physical or mental manifestation, which can increase combat power out of all proportion to its inherent capability, i.e., morale, training or *esprit de corps*.

Competence the specification of knowledge and skill within an occupation or industry level to the standard of performance required in employment.

Conditions are a statement of the situation in which performance is examined.

Directive Control a methodology by which commanders outline their intent to subordinates but which leaves the methodology of achieving those aims to the person carrying out the task.

Doctrine a fundamental set of commonly-understood principles that guide the use and actions of a military force or force elements in support of strategic objectives.

Effectiveness the extent to which the results of training are relevant to the requirements of a job.

Efficiency the extent to which the gain in performance as a result of training is achieved in relation to the expenditure of resources.

Employment Contexts descriptions of representative and illustrative security events for which there is a likelihood that the Government would expect to make a military response should the event occur.

Endstate is how a situation is to be concluded.

Force Element a unit which directly contributes to the delivery of an NZDF output, e.g. a frigate or an infantry company.

Gaps and Surfaces the art of looking for the strengths and weaknesses of an enemy's plan. The surfaces they have well covered and the gaps are areas of weakness which they have omitted to reinforce.

Hulldown technically a position taken by armoured vehicles to present less of a target to the enemy, also a sarcastic term for personnel who are "hiding from confrontation or taking the soft option".

Levels of Military Operations military operations are divided into three areas and within those three areas, key players have clearly delineated roles;

Strategic (Ends) – The Government defines security objectives. The Chief of Defence Force is responsible for developing and conducting any military component of the security objectives. The Joint Planning Group conducts contingency planning to develop possible military options.

Operational (Ways) – The Joint Commander has overall responsibility for all deployed forces. The Joint Operational Planning Group develops the military options in more detail and is responsible for preparing the necessary forces.

Tactical (Means) – The Force Elements are those military units deployed to carry out the designated task.

Logistics is the movement and supply of troops and equipment. In its most comprehensive sense, those aspects of military operations which deal with the

design, development, acquisition, storage, movement, distribution, maintenance, evacuation, and disposal of materiel and movement, evacuation and hospitalisation of personnel.

Military Capability the ability to achieve a specified military objective. The major components of military capability are force structure and preparedness. Force structure comprises the personnel and equipment assembled in force elements for military tasks.

Mission Analysis a methodology for analysing a situation and eventually delivering a series of solutions or courses of action to resolve a situation.

Needs Assessment has been defined as the procedure for identifying (and prioritising) needs related to societal, organisational, and human performance. The needs are derived from the vantage points of the receiving systems and of the society.

Need is a discrepancy(s) between an actual condition or state and a desired standard.

Wants imply interest and perhaps motivation but may not reflect a discrepancy of any type.

Demands suggest a willingness to commit resources to obtain education that will address a given situation.

Perceived needs are those that individuals perceive they have (and generally, people will identify those skills they rarely use or are new as the ones that require training).

Assessed needs are those that can be quantified to show deficiencies (generally the skills personnel do regularly are found to also need training).

<u>Felt needs</u> are those people are conscious of but they are reluctant to discuss.

<u>Expressed needs</u> are those people are willing to articulate and want addressed most.

<u>Normative needs</u> involve experts setting a standard of skills, knowledge and attitudes analysis (SKAA) that must be met regardless of other peoples' performance in assessment or the context of assessment. (As an example, a knowledge test with a pass mark of eighty percent is the set standard(s) and anyone who achieves a mark below this is seen as having a normative need.)

<u>Comparative needs</u> is when individuals or groups do not meet the level of other groups (for example an individual's score could be compared with the group average score and that set as the standard).

Performance Needs Analysis is to arrive at a solution to a performance problem. A performance analysis is conducted to determine the appropriateness of training or non-training solution, and then a training analysis is conducted to determine exactly what training is required in outcome terms.

Platform the prime equipment from which an employment capability is delivered, i.e. Navy *via* their ships, Air Force *via* their planes and Army *via* their trucks.

POSTED is the acronym for the elements which form the fundamental framework for the management of capability within Army, these elements are;

<u>People</u> are the Army's scarcest and most valuable resource. The fundamental building blocks for skill development within Army are trades.

<u>Organisation</u> provides strength and direction to the employment of individuals. The Army performs a range of disparate and complex tasks in support of broader New Zealand Defence Force Requirements.

<u>Support and Facilities</u> provide the tools for application of individual skills. Support and facilities link at the organisational level and is the mortar binding any capability.

<u>Training</u> is a specific and significant process for the development of competency. Training within the Army can be trade, skills and/or career based.

<u>Equipment</u> provides the tools that personnel use to provide capability.

<u>Doctrine</u> provides the principles, procedures, practice, tactics and techniques by which Army operates to achieve military objectives.

Preparedness is a measure of the ability of force elements to be employed on military tasks. Force elements must be held at a level of capability from which they can be raised to an operational status within a specified time, then deployed for the conduct of a particular type of military task and be sustained for a specified period while engaged in that task. This is specified in terms of readiness, combat viability, employability, and sustainability.

Readiness is the current proficiency and effectiveness of a force element or force to conduct a range of activities. Force element readiness comprises personnel, trained state, equipment held, and equipment condition. Combat viability is a component of preparedness.

Sustainability is the ability to support a designated force at operating tempo through the duration of an operation. Sustainability includes the availability of replacement personnel, equipment maintenance, and the ability to keep force elements with the necessary stocks.

Tail the Logistics tail is the support personnel required to maintain the fighting soldiers (the teeth) in a battle. The tail refers to all personnel not actively engaged in front-line fighting, i.e., Supply, Maintenance, Transport, Medical, Welfare, Legal, Education, Chaplains, Provost, etc.

Tail to Teeth, a command imperative that eliminates logistic drag or footprint in an area or army by reducing support elements and increases fighting elements.

Task Analysis is a systematic study and statement of the activities that an individual has to do to carry out a task. It enables the training designer to determine entry standards, write training objectives, prepare training examinations, write instructional objectives and prepare guidance material.

The systems approach to training provides a holistic methodology for initiating, designing, developing, delivering and evaluating Training. The approach uses systems analysis techniques developed in, and for, business and military organisations. It is output-based and requires that desired outputs be determined by analysis of activities in the workplace. These outputs then determine Training Inputs such as the type of student, the curriculum and the learning strategy.

Analyse phase of the Army Training System is to arrive at a solution to a performance problem. A Performance Analysis is conducted to determine the appropriateness of Training or non-Training solution, and then a Training Analysis is conducted to determine exactly what Training is required in outcome terms.

DLSN analysis phase covers Job and Training Analysis and involves the identification and subsequent comparison of Competencies required against the competencies possessed by the (potential) learner.

Job analysis, occupational analysis is the gathering of information from people on the skills, knowledge and attitudes they require for their job.

Behavioural task analysis focuses on the observable behaviour of personnel doing the job.

Learning analysis is similar to the conduct of the behavioural job analysis, however the focus is on instruction rather than on the job.

Procedural task analysis differs from behavioural task analysis in that it is focused on personnel doing algorithmic tasks in their job.

Cognitive task analysis focuses on personnel's mental processes when completing tasks in their job.

Teeth refers to the fighting elements of the army who are engaged in front-line fighting, i.e., Infantry, Armoured, Airborne and Special Forces.

Training takes place at two levels – collective and individual.

Collective Training involves soldiers and Force units exercising within a larger group (as sections of ten, or a platoon, or a company) to perform defined tasks such as reconnaissance, patrolling, live firing. Collective training also promotes skill in the management of command-and-control structures.

Individual Training is designed to develop a person's competency in a defined skill area, such as shooting, tracking or diving. This training generally takes place in a classroom or in a controlled training environment.

Region of EAST TIMOR
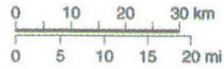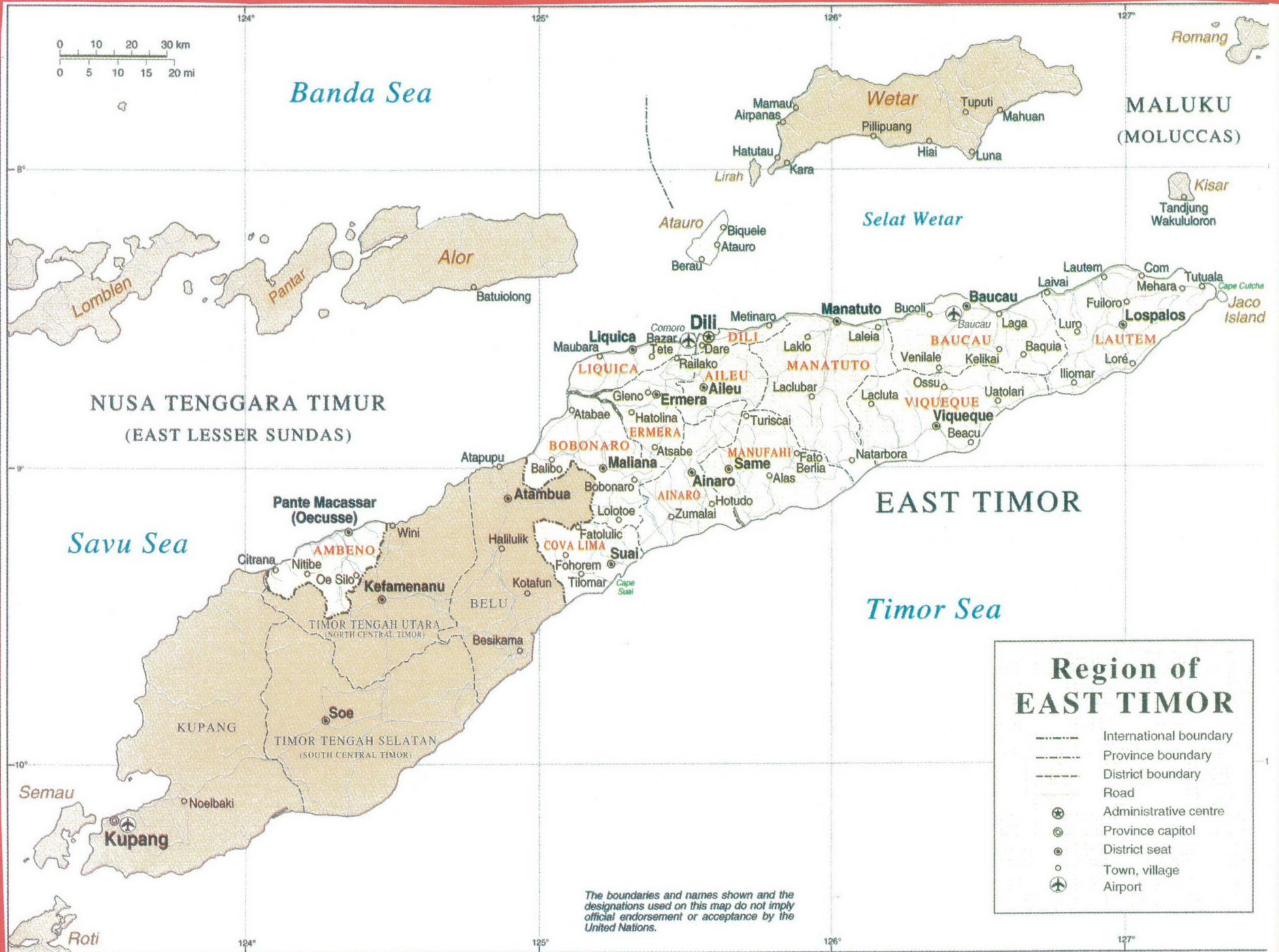
Banda Sea

MALUKU (MOLUCCAS)

Romang

Wetar

Mamau
Airpanas
Pillipuang
Tuputi
Mahuan
Hatutau
Hiai
Luna
Lirah
Kara

Selat Wetar

Kisar
Tandjung
Wakululoron

Atauro

Biquele
Atauro
Berau

NUSA TENGGARA TIMUR
(EAST LESSER SUNDAS)

Lomblen
Pantar
Alor

Batuiolong

Lautem
Com
Tutuala
Laivai
Mehara
Cape Cutcha
Jaco
Island

Baucau
Metinaro
Manatuto
Bucoli
Fuiloro
Lospalos
Baucau
Laga
Luro
Dili
Comoro
DILI
Laleia
BAUCAU
Baquia
LAUTEM
Liquica
Bazar
Tete
Dare
Laklo
Venilale
Kelikai
Loré
Maubara
Railako
MANATUTO
Iliomar
LIQUICA
AILEU
Laclubar
Ossu
Uatolari
Atabae
Aileu
Lacluta
VIQUEQUE
Gleno
Ermera
Turiscai
Viqueque
Hatolina
Beacu
ERMERA
BOBONARO
Atsabe
MANUFAHI
Fato
Berlia
Natarbora
Maliana
Same
Balibo
Bobonaro
AINARO
Alas
Ainaro
Atambua
Lolotoe
Hotudo
Pante Macassar
(Oecusse)
Fatolulic
Zumalai
Wini
COVA LIMA
Halilulik
Suai
Citrana
AMBENO
Fohorem
Nitibe
Oe Silo
Kefamenanu
Kotafun
Tilomar
Cape
Suai
Besikama

Atapupu

EAST TIMOR

Savu Sea

Timor Sea

BELU

TIMOR TENGAH UTARA
(NORTH CENTRAL TIMOR)

KUPANG

Soe
TIMOR TENGAH SELATAN
(SOUTH CENTRAL TIMOR)

Semau

Noelbaki

Kupang

Roti

Legend
- International boundary
- Province boundary
- District boundary
- Road
- ⊛ Administrative centre
- ◉ Province capitol
- ⊙ District seat
- ○ Town, village
- ✈ Airport

The boundaries and names shown and the
designations used on this map do not imply
official endorsement or acceptance by the
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