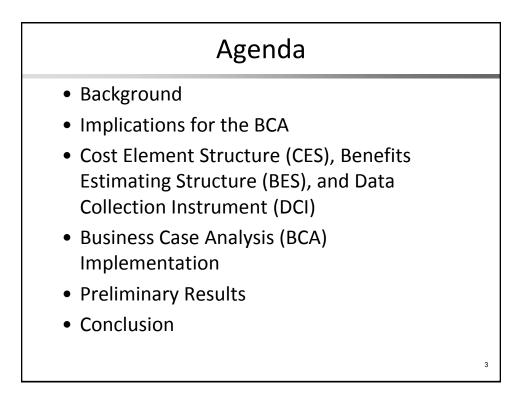
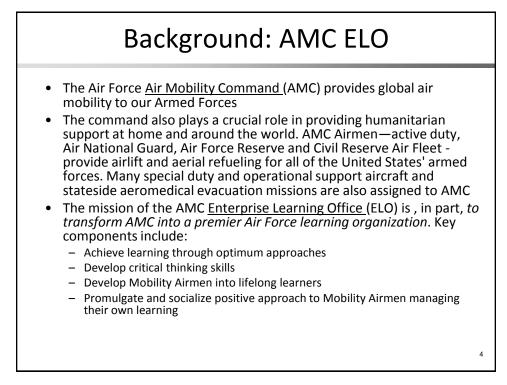


Abstract: Key Points

- The Air Force Air Mobility Command (AMC) Enterprise Learning Office (ELO) mission is to transform AMC into a premier Air Force learning organization, achieve learning through optimum approaches and develop Mobility Airmen into life-long learners and well -cultivated critical thinkers who demonstrate institutional Air Force competencies with a positive approach to managing their own learning. In this context, learning has three main components: training, education, and experience. The re-engineering of learning to develop and deploy optimum approaches focuses on all components. AMC ELO is initially focusing on training.
- Training is generally represented as only one line within a cost estimate.
- This paper presents a training CES, conveys its value in the broader context of transforming learning, and outlines an approach for using the CES in the context of a BCA. Finally, preliminary results of the BCA are presented and interpreted.





Background: Selected Key Terms

- <u>Agile Learning Design</u>: An approach to content development that focuses on speed, flexibility and collaboration. The term evolved from the software development industry, in which electronic content development (e.g., e-learning) has similar characteristics to software development.
- <u>Andragogy</u>: The methods , techniques , or teaching strategies used (specifically) for adult learners.
- <u>Blended Learning</u>: A formal education program in which a student learns, at least in part, through online delivery of content and instruction with some element of student control over time, place, path or pace.
- <u>"Flip the Classroom:</u>" A form of blended learning in which students learn new content online by watching video lectures, usually at home, and what used to be homework (assigned problems) is now done in class with teachers offering more personalized guidance and interaction with students, instead of lecturing. This is also known as <u>backwards classroom</u>, <u>flipped classroom</u>, reverse teaching
- <u>Virtual Learning Environment (VLE)</u>: A web-based education system based that models conventional in-person education by providing equivalent virtual access to classes, class content, tests, homework, grades, assessments, and other external resources such as academic or museum website links. It is also a social space where students and teacher can interact through threaded discussions or chat.

Background: Business Case Analysis (BCA)

- One of the key tasks associated with transformation of learning at AMC is a <u>Business Case Analysis (BCA)</u>
- A BCA is a comparative analysis among competing alternatives
 - Not to be confused with a budgetary estimate
 - Defines a Status Quo (SQ), As-Is, or Baseline Alternative (Alternative 1)
 - Defines one to three non-SQ To-Be Alternative(s)
 - Wherever possible, monetizes costs and benefits associated with each alternative, *including* implicit costs, imputed costs, and (some) externalities
 - <u>Sunk costs</u> excluded
 - <u>Wash costs</u> may be included or excluded at analyst discretion
 - Each alternative subject to identical overarching ground rules and assumptions and period of analysis
- Each alternative is estimated using a common Cost Element Structure (CES) and Benefits Estimating Structure (BES)

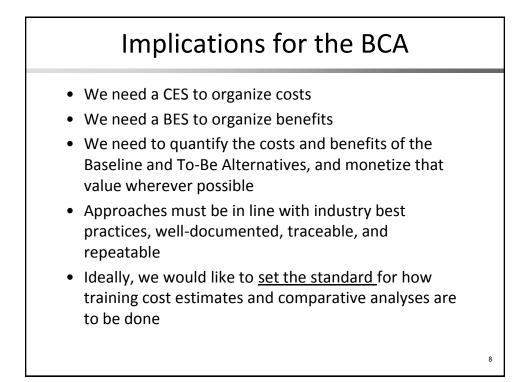
Background: AMC BCA

The BCA for AMC ELO considers two alternatives:

• <u>Baseline Alternative:</u> Reflects the state of the world in which AMC training proceeds as it would have without any of the contemplated elements of transformation

• <u>To-Be Alternative:</u> Reflects the state of the world in which AMC training is transformed using a variety of optimum approaches to learning. For the purpose of the BCA, the transformation includes several key elements:

- 1. Implementation of Agile Instructional System Design (ISD), an approach to training content development that focuses on speed, flexibility, and collaboration
- 2. Modification of the virtual vs. classroom mix of courses using blended learning environment
- 3. Implement best practices related to andragogy, including Flip the Classroom
- 4. Make maximum feasible use of VLEs

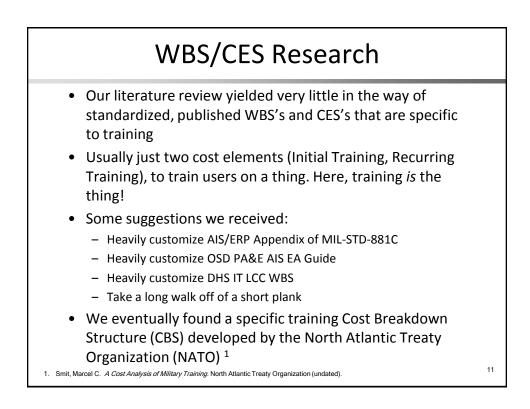


Cost Element Structure (CES)

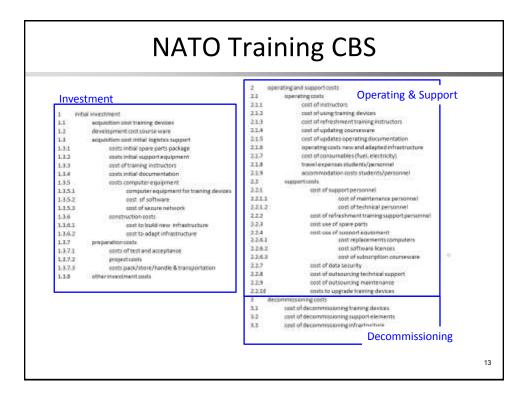
Follows many best practices of, but not to be confused with, a Work Breakdown Structure (WBS)

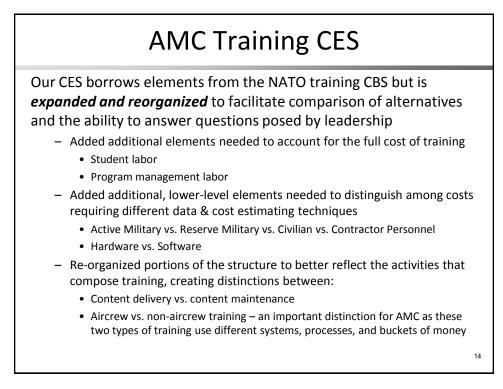
Attribute	CES	WBS ¹
Elements are	Cost Elements	Work Packages
Follows general outlining principles, Follows 100% rule	\checkmark	\checkmark
Mutually Exclusive	√	✓
No Orphans	√	✓
No Single Children	✓	\checkmark
May Contain Activities	\checkmark	×
Highest Level Is	At least two phases	One Deliverable
1. Based on WBS best practices found in the Project Management	Body of Knowledge (PMBoK) Guide	, 5 th edition.

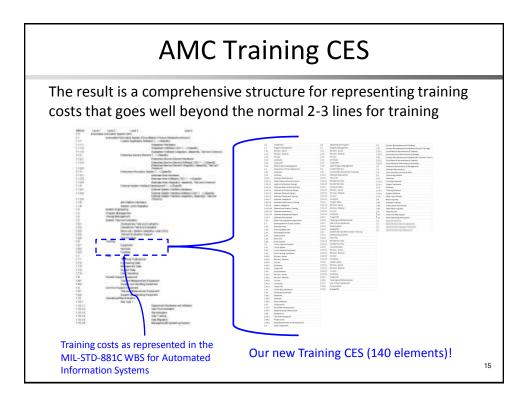
WBS vs. CES: Which One for Cost Estimating? It is a best practice to use a CES to breakdown elements of *cost*, just as it is a best practice to use a WBS to breakdown elements of work In the Project Management Body of Knowledge (PMBoK) Guide, all costs are estimated at the Activity Level (rolled up to the work packages they support later) PMBoK, The Cost Estimating Body of Knowledge (CEBoK), and the GAO Cost Estimating and Assessment Guide state that WBS's should be product-oriented • But our end item is not a product. It is a service We propose that cost estimates should be oriented toward the ultimate aim of the program, regardless of whether it is a product. An activity-oriented CES is an appropriate breakdown for the training service. It also facilitates activity-based costing (ABC). • The items are beyond the scope of MIL-STD-881C, which contains no appendix for Training, no provisions for the acquisition of defense nonmateriel items, and no guidance beyond the acquisition phase 10



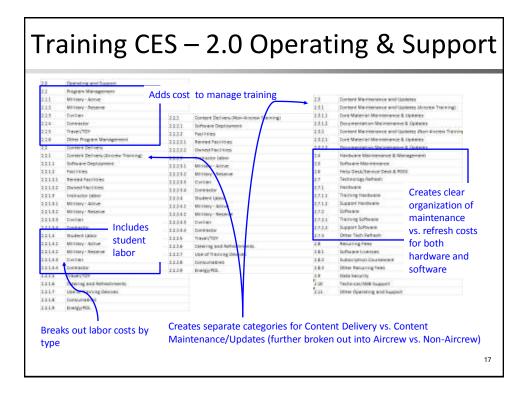
NATO Training CBS	
 Provided a good starting point for our training CES At the highest level, organizes cost elements into three main bucket 1.0 Investment, 2.0 Operating & Support, & 3.0 Decommissioning 	s:
 Investment, 2.0 Operating & Support, & S.0 Decommissioning Investment, 2.0 Operating & Support, & S.0 Decommissioning Investment & Decommissioning elements contain a useful way to decompose the cost of implementing a new, "to-be" training alternative Operating & Support cost elements provides good ideas on capturing the costs of operating a training program that is already "up and running" (e.g. cost of instructors, training devices, updating courseware, software license While we used the Decommissioning portion without modification, we found some limitations with the Investment and Operating & Support structures: Little visibility into hardware vs. software costs Full cost of student time not captured No labor costs for managing training investment and operations No breakout of instructor and student time by type (e.g. Military Active, Civilian, Contractor, etc.) Distinction between training content <i>delivery</i> and training content <i>maintenance</i> unclear 	s) we

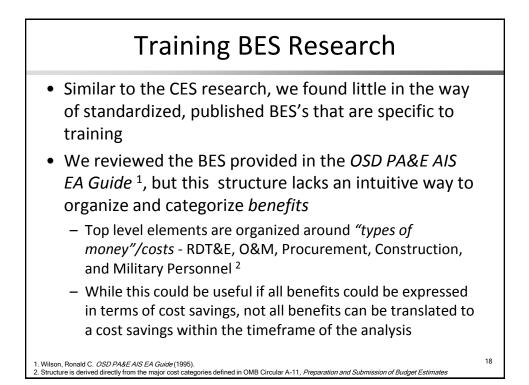


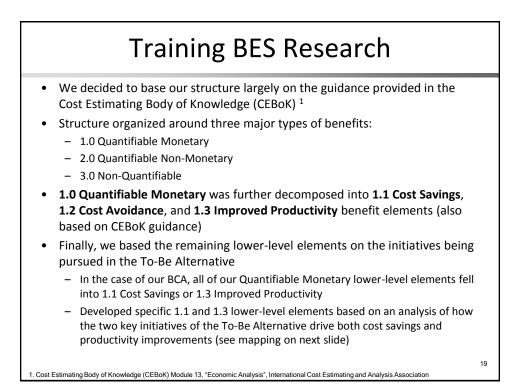


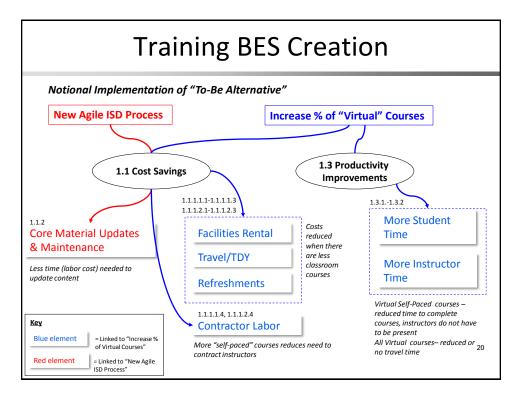


1.0	Investment					
1.1	Program Management	Adds	cost t	o manage Investm	ent	
111	Military - Active					
113	Military - Receive		1.4	Iniziar Logistics Support		
114	Contractor		1.4.1	iritiai faares		
115	Travel/TD/		1.4.2	Initial Support Equipment	Breaks out labo	r costs by
	Other Program Managevisest		143	Pildt Training instructors		
12	Acquisition of Training Devices		1431	Military Active	type type	
121	Interdance		1422	Military-Reserve		
122	loftware	Breaks out the	1453	Civilian		
1221	and the second s		1434	Contractor		
12211	Annual Rest Constants Association	hardware and	1433	Travel/TDY		
12212	Buttern Architectural Design	software	144	Pilot Students		
12213		components of	1441	Military Active	Includes stude	ent labor
12214	Walks and Andrews and Konstan		1.4.4.2	Militery Reserve		
12215	Software Detailed Design	training device	1.4.4.3	Civilian		
12214		acquisition	1444	Contraitor		
12212	Software integration	acquisicion	1445	Traves/tby		
12218	Software Gamilification Texting		14.9	Inmai Documentation		
12218	Suttern Integration		24.8	Computer Equipment		
122110	Settern Qualification Testing		14.6.1	Hardware		
122111	Software Installation		1443	Software		
122112			24.6.3	Leave Network		
1222	Software Propagetant		1.4.7	Construction		
111	Other Training Device Acquisitoon		147.1	Build New Wite Duckie		
1.1	Development of Course Content	Breaks out	147.2	Adapt faisting infrastructure		
111	Scenatorning	content	148	Preparation		
132	Learning Objectives		1413	Test And Acceptance		
111	Amotated Cutlines	development	1483	Project Costa	2137-1	
134	Draft Content	into lower-level	1483	Pack/Store/Hendte & Transpo	PERCENT	
1.13	Revisions	activities	15	Other Investment		
111	Final Contern	activities				

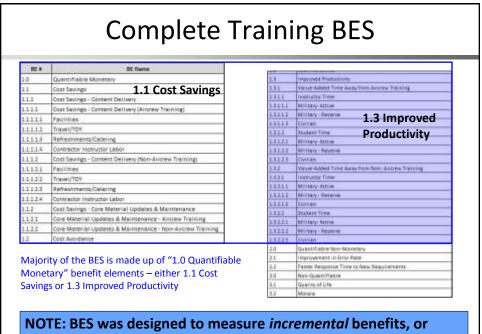




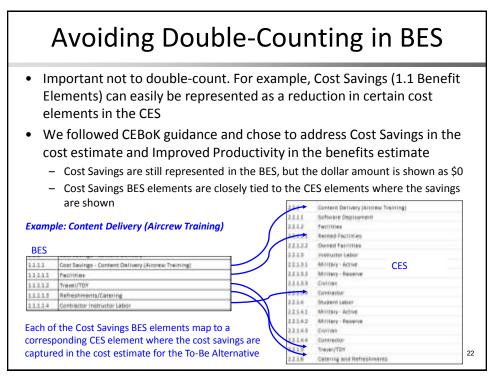




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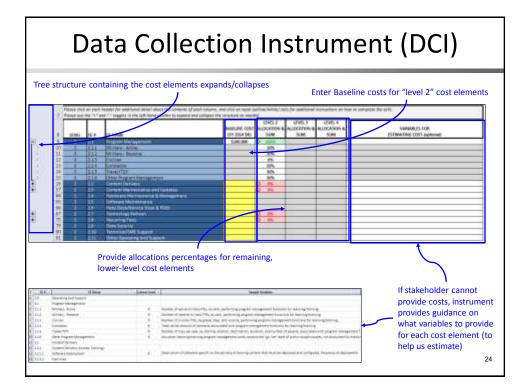
benefits relative to the Baseline Alternative



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Data Collection Instrument (DCI)

- Developed DCI to facilitate collection of the Baseline Alternative costs
- Only 2.0 Operating & Support elements apply to the Baseline
- Initial conversations with stakeholders indicated they would prefer to report costs at a higher level and "allocate" those costs to lower-level elements using percentages
 - Time and effort to collect cost data at the lowest levels too great
- Excel-based instrument includes:
 - Interactive tree structure containing all 2.0 cost elements
 - Input areas for costs and percent allocations
 - Detailed definitions for all cost elements
 - Sample cost drivers (variables) for each cost element, that the stakeholder can provide in the absence of actual cost data (e.g., for Travel/TDY costs, stakeholder can provide "number of trips (and people traveling) per year, with starting and ending locations, and duration")



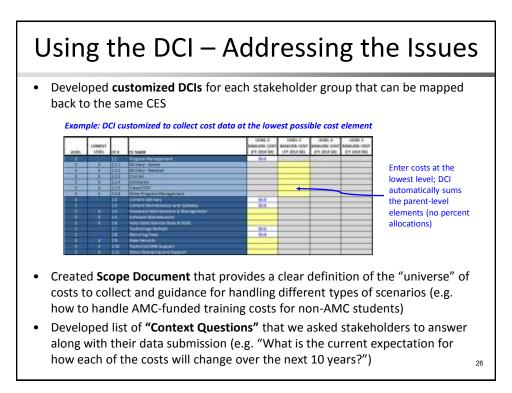
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Using the DCI - Issues

- Further conversations with more stakeholders revealed that each group has different data collection limitations:
 - Proprietary information (e.g. contract data)
 - Level of detail at which cost data exists varies by organization
- Many questions came up about the scope of the analysis what to include or not include
 - What if part of the training is funded by another organization outside AMC?
 - What about training that does not have a defined curriculum/syllabus?
- Found that we needed some additional context about the data we received in order to avoid issues with double-counting and/or not including everything
 - Do the costs being provided represent everything for training? If not, what percentage is represented?

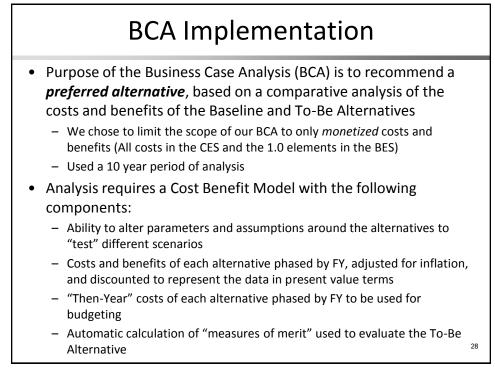
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Are any other organizations within (or outside) AMC funding part of the costs?

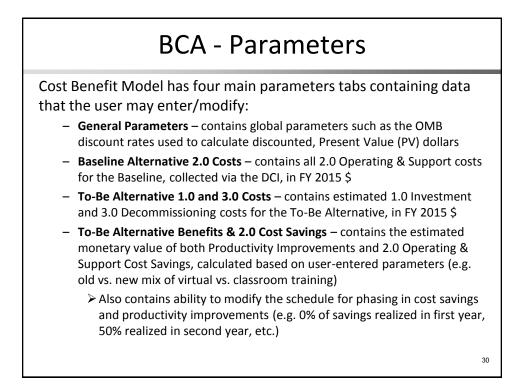


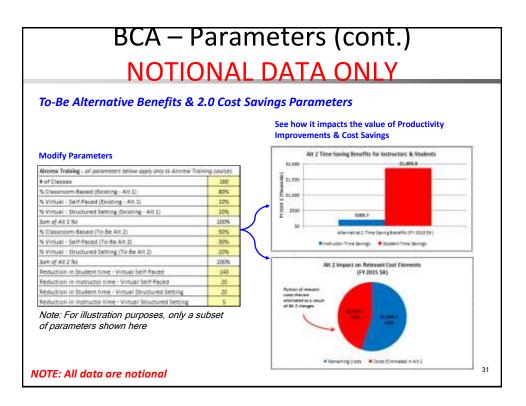
Collecting Data for To-Be Alternative

- Approach for estimating costs
 - Investment & Decommissioning costs (unique to the To-Be Alternative) estimated based on market research of similar transformation initiatives
 - Operating & Support costs were estimated as deltas from the Baseline costs, based on:
 - Market research on expected cost savings or increases where applicable
 - Algorithms using parameters about the new environment created by the To-Be Alternative (e.g. percentage of training that will be classroom-based vs. virtual)
- Approach for quantifying benefits
 - All benefits except Productivity Improvements captured on the cost side
 - Market research of the productivity changes the To-Be Alternative will create (e.g. what the reduced instructor time per course will be)
 - Algorithms using parameters about the new environment created by the To-Be Alternative (e.g. percentage of training that will be classroom-based vs. virtual)



Summary: BCA Cost & Benefits by Alternative						
		Baseline Alternative	To-Be Alternative			
Costs	1.0 Investment	None	\checkmark			
	2.0 Operating & Support	✓	✓ Note: Defaults to Baseline cost unless there is an identified cost delta			
	3.0 Decommissioning	None	\checkmark			
Benefits (Quantifiable Monetary)	1.1 Cost Savings	None Note: All benefits are measured relative to the	✓ Note: Shown as \$0 in the BES, as they are captured as cost savings in the 2.0 portion of the CES			
	1.3 Productivity Improvements	Baseline	√			





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BCA – Measures of Merit

Model automatically calculates four Measures of Merit used to evaluate the To-Be Alternative:

Measure	Purpose	Interpretation	Calculation
Net Present Value (NPV)	Represents the discounted value of expected net benefits over the period of analysis (10 years)	Higher = Better, >\$0 is favorable	NPV ¹ = PV(Benefits) – PV(Incremental Cost)
Savings/ Investment Ratio (SIR)	Highlights the relationship between financial benefits and the investment needed to achieve those benefits	Higher = Better, >1.00 is favorable	SIR = [PV(Benefits) – PV(Incremental Cost)]/PV(Investment)
			native (and then compares), we chose to nakes the NPV of the Baseline \$0, by 33

BCA – Measures of Merit (cont.)

Model automatically calculates four Measures of Merit used to evaluate the To-Be Alternative:

Determines the length of time needed for an	Lower = Better	Calculated by finding the time needed (in years) for PV(Cumulative
alternative to realize enough savings to offset the investment costs		Savings) to exceed PV(Cumulative Investment) (we automated in Excel)
Capture the merit of the alternative as a single percentage value – the real discount rate which makes NPV = 0	Should be positive in order to be considered a worthy alternative Higher = Better	Excel function calculates the % based on the Net Value (BY) of the To-Be Alternative in each year of the period of analysis
i (t s v	Capture the merit of the alternative as a single percentage value – the real discount rate which	Capture the merit of the alternative as a single percentage value – the real discount rate which

