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Enhancing Security Response: A Comparative Study of U.S. and Philippine Defense Acquisition System with Emphasis on the U.S. Rapid Acquisition Process

December 2023

**CDR Micah Rey L. Bautista, USN Philippines
LT Daiqu Zheng, USN**

Thesis Advisors: Dr. Robert F. Mortlock, Professor
Bryan J. Hudgens, Senior Lecturer

Department of Defense Management

Naval Postgraduate School

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Prepared for the Naval Postgraduate School, Monterey, CA 93943.

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ABSTRACT

This research endeavors to examine the defense acquisition processes of both the United States and the Philippines, with a particular emphasis on the U.S. Rapid Acquisition Processes, in light of the unique geopolitical challenges faced by the Philippines in its ongoing territorial disputes with China. While the United States has showcased the effectiveness of rapid acquisition through examples like the Mine-Resistant Ambush Protected (MRAP) program, the Philippines continues to heavily rely on traditional procurement methods, potentially limiting its responsiveness to escalating security needs. By conducting a comparative analysis of the defense acquisition frameworks in the United States and the Philippines, this research aims to explore the feasibility and potential benefits of implementing a rapid acquisition system in the Philippines. Findings suggest that the traditional procurement methods adopted by the Philippines may pose challenges in meeting urgent defense requirements, whereas the U.S.'s proficiency in rapid acquisitions underscores its potential benefits. Consequently, this study concludes that integrating rapid acquisition systems, inspired by U.S. models, has the potential to significantly enhance the Philippines' defense capabilities. Recommendations underscore the need for the Philippines to prioritize reforms in its defense procurement practices, thereby ensuring a more adaptable and responsive approach to security challenges.



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LIST OF ACRONYMS AND ABBREVIATIONS

AAF	adaptive acquisition framework
ACAT	acquisition category
AFP	Armed Forces of the Philippines
BAC	bids and awards committee
BES	budget estimate submission
BtB	back-to-basics
CAPE	cost assessment program evaluation
CBA	capabilities-based assessment
CDD	capability development document
CJCS	Chairmen of the Joint Chiefs of Staff
CJCSI	Chairmen of the Joint Chief Staff Instruction
COCOM	Combatant Command
COTS	commercial-off-the-shelf
CSAFP	Chief of Staff Armed Forces of the Philippines
CY	calendar year
D/CAPE	director of cost assessment and program evaluation
DAS	defense acquisition system
DAU	Defense Acquisition University
DCAPS	defense capability assessment and planning system
DCR	DOTmLPF-P change recommendation
DFARS	Defense Federal Acquisition Regulation Supplement
DND	Department of National Defense
DOD	Department of Defense
DODD	Department of Defense Directive
DODI	Department of Defense Instruction
DOTmLPF-P	doctrine, organization, training, materiel, leadership, personnel, facilities, and policy



DPG	defense planning guidance
DRMS	defense resource management system
DSOM	defense system of management
DSPS	defense strategic planning system
DT	developmental test
EEZ	exclusive economic zone
EMD	engineering and manufacturing development
ERP	enterprise resource planning
FAR	Federal Acquisition Regulation
FASA	Federal Acquisition Streamlining Act
FCB	functional capabilities board
FMS	financial management system
FOCIS	force-oriented cost information system
FY	fiscal year
FYDP	future year defense program
GAA	General Appropriations Act
GAO	Government Accountability Office
GPRA	Government Procurement Reform Act
HAC	House Appropriations Committee
HASC	House Armed Serviced Committee
HMMWV	high mobility multipurpose wheeled vehicle
ICD	initial capabilities document
IDA	Institute for Defense Analyses
IDIQ	indefinite delivery indefinite quantity
IED	improvised explosive device
IOT&E	initial operational test and evaluation
IRR	implementing rules and regulations
ISR	intelligence, surveillance, and reconnaissance
IUU	illegal, unreported, and unregulated



JCIDS	joint capabilities integration and development system
JCS	Joint Chiefs of Staff
JDA	joint defense assessment
JEON	joint emergent operational need
JEONS	joint emergent operational need statement
JRAC	joint rapid acquisition cell
JROC	Joint Requirement Oversight Council
JUON	joint urgent operational need
JUONS	joint urgent operational needs statement
JUSMAG-Phil	Philippines' Joint U.S. Military Assistance Group
MDA	milestone decision authorities
MDAP	major defense acquisition program
MDD	materiel development decision
MRAP	Mine-Resistant Ambush Protected
MSA	material solution analysis
NDAA	National Defense Authorization Act
NDS	National Defense Strategy
NMS	National Military Strategy
NSC	National Security Council
NSS	National Security Strategy
O&S	operations and support
OMB	Office of Management and Budget
OSD	Office of the Secretary of Defense
OUSD(A&S)	Office of the Under Secretary of Defense for Acquisition and Sustainment
P&D	production and deployment
PDR	Philippine Defense Reform
PDRP	Philippine Defense Reform Program
PM	program manager



POM	program objective memorandum
PPBE	planning, programming, budgeting, and execution
PPBS	planning, programming, and budgeting system
PPP	public-private partnerships
RAA	rapid acquisition authority
RAP	rapid acquisition process(es)
RMD	resource management decisions
SAC	Senate Appropriations Committee
SASC	Senate Armed Services Committee
SecDef	Secretary of Defense
SIG	senior integration group
SLOC	sea lines of communication
SLRTD	senior leader roundtable discussion
SND	Secretary of National Defense
TMRR	technology maturation and risk reduction
U.S.	United States
UAS	unmanned aircraft system
UAV	unmanned aerial vehicle
UCA	urgent capability acquisition
UON	urgent operational need
VCJCS	Vice Chairmen of the Joint Chiefs of Staff



I. INTRODUCTION

Our goal was to deliver a defense acquisition system that is flexible, that allows for tailoring, and empowers critical thinking and common sense decision making, with the outcome being an acceleration of delivery and timelines.

—Stacy A. Cummings, Defense Acquisition Reform (Vergun, 2021)

The defense sector plays a pivotal role in safeguarding a nation's sovereignty and ensuring its security. An effective defense mechanism necessitates an efficient acquisition process for acquiring advanced defense technology and equipment (Schwartz, 2010). The way the defense acquisition process is carried out significantly impacts a nation's readiness and ability to address emerging security threats and geopolitical challenges. The United States stands out as a model worth examining with its dynamic and agile defense procurement system. In particular, the Department of Defense (DOD) rapid acquisition processes (RAP) has gained significant attention for its streamlined procurement mechanism, which has been critical in expediting the acquisition of essential defense equipment (DOD, 2016). This system was put to the test during the Mine-Resistant Ambush Protected (MRAP) vehicle project, a program urgently needed to mitigate the improvised explosive device (IED) attacks in Iraq and Afghanistan (Congressional Research Service, 2011). The project demonstrated the agility of the RAP to effectively expedite the procurement of crucial defense equipment for joint warfighters.

In contrast, the Philippines continues to employ traditional acquisition methods for its defense procurement. The Philippines faces unique geopolitical challenges, particularly in its territorial disputes with China in the South China Sea (Storey & Cook, 2016). These disputes necessitate a swift and strong security response, thus raising questions about the efficiency and responsiveness of the Philippine defense procurement system. However, the Philippines has limited experience with rapid acquisition systems. Considering the escalating territorial disputes and the demonstrated effectiveness of the DOD RAP, it is becoming increasingly important for the Philippines to explore and potentially adopt a similar defense procurement process (De Castro, 2017). Being a maritime nation with more



than 7,100 islands and an extensive coastline spanning approximately 18,000 kilometers, the Philippines' dependence on ships, boats, and sea lines of communication (SLOCs) for economic development is natural (Valencia, 2019). The Philippines is more than a geographical entity surrounded by waters; it represents a national consciousness filled with everything maritime. The rapid modernization of the armed forces of the Philippines and the recognition of acquiring new assets for the enhancement of the military to perform maritime operations is pivotal (Baviera, 2012). Rapid acquisition has emerged as a process with immense potential to improve military readiness and enable new applications in the maritime context.

In light of these considerations, conducting a comparative analysis of the defense acquisition laws and regulations between the United States and the Philippines, with a specific focus on the RAP, can offer valuable insights (Chambers, 2014). This study aims to bridge the gap in research and contribute to enhancing the security response of the Philippines in the face of escalating territorial disputes with China. By thoroughly examining these processes, the study seeks to guide potential reforms and improvements in the Philippines' defense procurement system. Through such analysis, policy-makers and defense stakeholders can make informed decisions regarding the adoption of successful defense acquisition mechanisms, ultimately bolstering the nation's defense capabilities and strengthening its position in territorial disputes.

A. PROBLEM IDENTIFICATION

The ever-evolving landscape of international relations presents escalating security challenges for nations engaged in territorial disputes, such as the Philippines in the South China Sea (Valencia, 2019). Rapid and efficient defense acquisition is paramount for a country to safeguard its interests, enabling quick response times and improved military readiness (Hanks et al., 2005). In this context, the DOD RAP present a compelling model for examination. Rapid acquisition has been successfully implemented in several projects, particularly the development and procurement of MRAP vehicles, showcasing its potential to address urgent defense requirements. These vehicles were specifically designed to respond to the urgent requirement for enhanced resistance against IED attacks during



conflicts in Iraq and Afghanistan (Government Accountability Office [GAO], 2008). The accomplishment of this project highlights the efficacy of the DOD RAP in meeting emergent defense requirements promptly.

In contrast, the Philippines' defense procurement system is predominantly reliant on traditional acquisition methods (De Castro, 2017). While these methods have proven robust, they may not possess the required agility to effectively respond to rapidly evolving security challenges in the current geopolitical climate. The Philippines' limited experience with RAP can lead to slower responses to urgent security requirements, hindering the modernization of defense capabilities, and creating vulnerabilities in security readiness (De Castro, 2017). Consequently, it becomes apparent that the Philippines has a pressing need to explore the adoption of a rapid defense acquisition process akin to the U.S. process to bolster its security response capabilities (De Castro, 2017). However, the problem is twofold. While there is an evident need for such a system, the absence of previous experience with RAP in the Philippines poses a significant challenge to its successful implementation.

B. RESEARCH OBJECTIVES

1. To critically analyze and compare the defense acquisition systems of the United States and the Philippines, with a specific focus on the RAP, to identify best practices, potential bottlenecks, and areas of improvement in the Philippine context.
2. To assess the feasibility and potential implications of implementing a Rapid Acquisition system in the Philippines, taking into consideration the nation's unique geopolitical challenges, particularly in the context of its territorial disputes with China in the South China Sea.

C. RESEARCH QUESTIONS

Primary Research Question:



1. Given the persistent territorial dispute with China in the South China Sea, how can the Philippines effectively enhance its security response by adopting a RAP similar to that of the United States?

Secondary Research Questions:

1. What are the key differences and similarities between the U.S. and Philippine defense acquisition systems, particularly about the RAP?
2. What lessons can the Philippines draw from the United States' experience with rapid acquisition, particularly in successful projects like the MRAP vehicle project?
3. What potential gaps in the current Philippine defense procurement system could be addressed by the adoption of a RAP?

D. RESEARCH METHODOLOGY

The study commences with an extensive literature review to examine existing scholarly works, articles, reports, legislative documents, policy briefs, and case studies related to defense procurement practices, the U.S. DOD RAP, and the Philippine defense acquisition systems. Sources were obtained from reputable academic databases, government websites, defense publications, and other relevant resources. This literature review establishes a solid theoretical foundation, identifies gaps in current research, and informs the subsequent phases of the study. Building upon the literature review, the study conducts a detailed analysis of the DOD RAP, with a specific focus on the MRAP vehicle project. By examining this case study, the research explores how the DOD successfully employed the RAP to address an urgent defense requirement. This analysis provides valuable insights into the implementation and effectiveness of rapid acquisition practices.

This research undertakes a comprehensive review of the relevant sections within the U.S. and Philippine defense acquisition systems that pertain to defense procurement and rapid acquisition. This analysis involves a meticulous examination of the legal frameworks governing defense acquisition in both countries, enabling a direct comparison of their provisions. The comparative assessment identifies similarities, differences,



strengths, and weaknesses of the two systems, highlighting potential areas for improvement within the Philippines' defense acquisition system. The collected data from the literature review, case study analysis, and legislative/policy analysis undergo systematic qualitative analysis using appropriate techniques. This process involves organizing and categorizing the data; identifying patterns, themes, and key findings; and drawing meaningful interpretations. The analysis addresses the research objectives, provides insights into the feasibility of implementing a similar RAP in the Philippines, and offers recommendations for enhancing the country's defense procurement system. By following this research methodology, the study aims to contribute valuable knowledge and insights into defense acquisition practices, specifically focusing on the potential benefits and challenges associated with adopting a RAP in the Philippines.

E. RESEARCH SCOPE AND LIMITATION

The scope of this research investigates into a comparative analysis of the defense acquisition processes between the United States and the Philippines, focusing particularly on the rapid acquisition processes (RAP) exhibited by the U.S. Department of Defense. Central to this scrutiny is the exploration of the MRAP vehicle project, a hallmark representation of the efficiency and efficacy of the RAP.

- **Historical Context and Background Analysis:** Understanding the origin and evolution of the defense acquisition processes in both nations, grounded in historical contexts, including the geopolitical dynamics that influenced policy formulations and implementations (Baviera, 2012; Valencia, 2019).
- **Policy and Legislative Analysis:** Deep examination of the policy frameworks, legislative mandates, and regulatory landscapes that govern the defense acquisition processes in the two countries, emphasizing the period from the early 2000s to the present to maintain contemporary relevance (Congressional Research Service, 2011; DOD, 2016).



- Case Study—MRAP Vehicle Project: Detailed analysis of the MRAP vehicle project, dissecting the strategies, execution, and outcomes, to carve out applicable lessons for the Philippines (GAO, 2008; Hanks et al., 2005).
- Qualitative Analysis: Undertaking qualitative analysis to uncover the complexities and intricacies of the rapid acquisition strategies, based on firsthand accounts to present a vivid picture of the operational dynamics (Chambers, 2014; Schwartz, 2010).

While the research aims to provide a comprehensive analysis, it acknowledges certain limitations that circumscribe its breadth and depth:

- Data Accessibility: Potential constraints in accessing firsthand, classified, or confidential information pertinent to defense acquisition processes in both nations, relying heavily on secondary data and published reports (Storey & Cook, 2016).
- Temporal Restrictions: Given the fast-evolving landscape of defense technologies and geopolitical dynamics, the study acknowledges the temporal limitations, with a primary focus on developments from the early 2000s to the present day, potentially overlooking significant historical antecedents or future advancements.
- Geopolitical Sensitivities: Navigating a topic laden with geopolitical sensitivities and national security concerns, might necessitate a careful and circumscribed approach in dissecting certain aspects of the defense acquisition processes (De Castro, 2017).
- Resource Constraints: While aiming for an exhaustive study, the research might face constraints in terms of financial resources and time, potentially limiting the scale of fieldwork and the extent of firsthand data collection.



Through meticulous adherence to a structured methodology, this research navigates the contours defined by the scope and limitations to offer grounded insights and actionable recommendations for enhancing the defense acquisition process in the Philippines. The study stands committed to maintaining a rigorous analytical lens while acknowledging the boundaries set by the limitations. It seeks to pave the path for a more secure Philippines, leveraging lessons drawn from a rich repository of U.S. experiences to fortify its defense procurement system, nurturing a landscape of enhanced security and national sovereignty.

F. SUMMARY

In a world dealing with escalating geopolitical tensions and security threats, a nation's defense acquisition process emerges as an essential determinant of its readiness and resilience in navigating such adversities. It is in this context that this research meticulously explores the defense acquisition processes of the United States and the Philippines, seeking to foster improvements in the latter through the potential adoption of Rapid Acquisition Processes (RAP), a strategy well-honed by the U.S. Department of Defense (DOD, 2016). In delineating the backdrop of this study, it is pertinent to spotlight the U.S.'s mastery in streamlining its defense procurement through the DOD's RAP. It showcased a remarkable efficacy in the speedy procurement of Mine-Resistant Ambush Protected (MRAP) vehicles during the tumultuous periods in Iraq and Afghanistan, a triumph attested by a plethora of scholarly works (Congressional Research Service, 2011; GAO, 2008). Conversely, the Philippines finds itself embroiled in a complex web of unique challenges precipitated by its geographical locale and the escalating territorial disputes predominantly in the South China Sea, thus underscoring an urgent imperative to revitalize its defense acquisition mechanism (Valencia, 2019; De Castro, 2017).

In pursuing this ambitious objective, the research steers a critical eye toward a comparative analysis grounded in the strengths and successes of the U.S defense procurement system. The study resolutely envisions finding actionable insights and recommendations to fortify the Philippines' response capabilities in the security spectrum, ensuring it aligns with the nation's maritime necessities and consciousness. With the U.S. model serving as a beacon of efficiency and agility, the research harbors aspirations of



guiding policy reforms to cultivate a more agile, robust, and swift defense acquisition system in the Philippines (Baviera, 2012; Schwartz, 2010). At the epicenter of this inquiry is an exploration of the avenues through which the Philippines, attentive in the persistent territorial disputes in the South China Sea, can amplify its security apparatus by assimilating a RAP similar to the U.S. model. This central inquiry is supported by a series of pertinent questions: clarifying the congruencies and disparities between the defense procurement systems of the two nations; extracting valuable lessons from the U.S.'s laudable execution of the RAP in the MRAP project; and pinpointing the existing gaps in the Philippines' defense procurement system that the introduction of a RAP could ameliorate (Storey & Cook, 2016; Hanks et al., 2005).

To navigate these complex inquiries, the research adopts a robust methodology rooted in extensive literature reviews and rigorous legislative examinations. Zeroing in on the MRAP vehicle project, a testament to the DOD RAP's success, the study strives to reveal insights into the functional dynamics of rapid acquisition practices, setting a stage for well-rounded recommendations to enhance the Philippines' defense procurement mechanism (Chambers, 2014). As the research culminates, it portrays a forward-looking vision where the Philippines, armed with knowledge and strategic insights, can carve a pathway to a future boosted by a defense system resonating with agility and robustness. Drawing from the rich tapestry of U.S. experiences, this study seeks to fuel policy reforms, steering the Philippines into a realm where it stands resilient, ready to respond swiftly to contemporary challenges, and ultimately forges a pathway to a more secure and sovereign nation.



II. BACKGROUND

The realm of defense acquisition processes has been extensively studied, with a particular focus on the methodologies employed by the United States. Renowned for its remarkable efficiency and responsiveness, the American model has garnered widespread admiration and respect at a global level. Among the key figures studying in this field, Fox et al. (2011) offered an extensive exploration of the historical development and transformative shifts in the DOD RAP. His analysis not only documented this evolution but also spotlighted the process's capacity to bring about profound changes in the realm of warfare. A testament to the success of this process is its remarkable implementation in high-stakes and time-sensitive projects. One of the most notable examples is the development of the MRAP vehicles during the Iraq and Afghanistan wars, which demonstrated the prowess of the RAP in swiftly meeting defense requirements.

Building on Fox's work, Gansler and Lucyshyn (2013) embarked on a more in-depth exploration of the DOD RAP, using the MRAP case as their primary case study. The authors dissected the process meticulously, drawing out crucial lessons from the project's execution. They carefully studied the successes and the challenges, distilling invaluable insights that can be used to enhance and guide the design of future rapid acquisition initiatives. Their comprehensive examination placed a strong emphasis on the role of the RAP in catering to sudden and unforeseen defense requirements. Through their study, they elucidate the pressing need for nations to continually refine and adapt their defense procurement methodologies. Gansler and Lucyshyn (2013) provided compelling evidence to demonstrate the urgency for other nations to study and potentially emulate the U.S. model of swift and efficient defense procurement to fortify their national security in an increasingly unpredictable global landscape.

Despite the demonstrated efficacy of the RAP, it is essential to acknowledge that these approaches are not without their set of challenges. In their comprehensive report, the Government Accountability Office (GAO, 2008) shined a light on some of the inherent issues associated with rapid acquisition initiatives. One significant area of concern raised by the GAO is testing. Because RAP prioritize speed, there is often insufficient time for



extensive testing of new technologies or systems before they are implemented. This can potentially lead to operational difficulties down the line, possibly compromising the effectiveness of the acquired assets. Another challenge identified by the GAO (2008) is related to the contracting process. In a typical defense acquisition scenario, contract negotiations can be time-consuming due to the magnitude of the contracts and the complexity of the systems being procured. In a rapid acquisition context, the time for contract negotiations is considerably shortened. This can result in poorly defined contracts, miscommunication between parties, and eventual disputes. It is also possible for the urgency of the situation to lead to less competitive pricing or even contract awards that are more prone to risk. Furthermore, the GAO (2008) emphasized the complexities surrounding coordination among multiple stakeholders. Defense acquisition processes typically involve a multitude of actors including the defense department, private contractors, and occasionally, foreign governments. Coordinating all these stakeholders within the tight timelines of a RAP can be an onerous task. There may be conflicts of interest, differing priorities, and communication gaps that could impede the smooth running of the acquisition process. It is crucial to note that while these challenges are substantial, they are not insurmountable. The successful implementation of rapid acquisition initiatives requires diligent planning, effective communication, and robust risk management strategies. While the hurdles identified by the GAO (2008) can pose significant risks to rapid acquisition initiatives, acknowledging these potential obstacles in advance allows for the development of strategies and safeguards to address them effectively. Therefore, while it is necessary to proceed with caution, these challenges should not deter nations from exploring the potential benefits of the RAP.

Shifting the focus to the Philippines context, the literature provides a different perspective on defense acquisition processes. The country's approach to defense procurement primarily relies on traditional acquisition methods and has long been the backbone of its defense procurement system, as detailed by De Castro (2017). These conventional methods, which have stood the test of time and have been ingrained in the defense acquisition process, are generally robust and reliable. They employ stringent protocols to ensure transparency, equity, and efficiency in the procurement process.



However, this traditional procurement model, anchored in the Republic Act No. 9184 (Government Procurement Reform Act [GPRA], 2003), is a one-size-fits-all approach that may not be sufficiently agile or responsive to the rapidly evolving security threats faced by the Philippines. This model may not allow for the swift acquisition of necessary equipment or technology in the face of immediate and emergent threats.

The conflict in Marawi and the ongoing territorial dispute with China illustrate the sort of contemporary security threats the Philippines grapples with. The Marawi siege of 2017 exposed the pressing need for more advanced military equipment and more efficient acquisition processes to respond more effectively to such crises. In a fast-paced conflict situation, long acquisition processes could critically delay the deployment of much-needed equipment, negatively affecting the country's defense efforts. David and Taliaferro (2018) asserted the necessity for comprehensive reform of the Philippine defense acquisition system to adequately address such modern security threats. The authors suggested the possibility of the Philippines incorporating elements of a RAP, similar to the U.S. model, into their existing framework. Such a move could potentially help the Philippines better meet its unique defense needs by allowing for a quicker response in times of crisis, increasing the capacity of its armed forces to protect the nation's interests, and contributing to the overall effectiveness of its defense strategy. Adapting a rapid acquisition model may provide the Philippines with a more agile and flexible defense procurement process, better suited to respond to evolving security threats. The success of such an endeavor would, of course, require careful planning, strategic execution, and ongoing evaluation to ensure the process is as efficient and effective as it can be. This is a complex task, given the intricate nature of defense acquisition, but the potential benefits for the Philippine military could be substantial.

In the groundbreaking analysis by Fernandez (1999), a compelling comparative study was presented, delving into the defense acquisition systems of Canada and the United States. These two countries possess distinct political, legal, and organizational structures, making their comparison highly relevant to the exploration of this topic, as it underscores the various factors that contribute to the differences and similarities in defense acquisition systems of different nations. The comparative study brings to light that even though the



United States and Canada are geographically proximate and share numerous strategic interests, their defense acquisition systems have evolved differently due to various internal and external influences. Notably, differences were ascribed to unique political and legal influences in each country, variations in their federal acquisition objectives and goals, as well as the disparity in the size and resources of their defense departments. Understanding the unique political, legal, and organizational influences is crucial in assessing how elements of the U.S. model can be adapted to improve the Philippine defense acquisition system.

To enhance the Philippine defense acquisition system, it is vital to comprehend the distinctive political, legal, and organizational influences at play. This understanding becomes particularly crucial when examining and contrasting the defense acquisition systems of the United States and the Philippines. By doing so, we can identify factors, structures, and processes that contribute to the agility and efficiency of the U.S. defense acquisition system. It allows an understanding of how these elements could potentially be adapted to improve the Philippine defense acquisition system, taking into account the country's unique political, legal, and organizational contexts. Fernandez's recommendations for Canada, including revising federal acquisition goals, reviewing acquisition procedures, and promoting federal leadership in acquisition reform, hold valuable insights for the Philippines as well. These recommendations highlight the benefits of reassessing and updating acquisition strategies to align with current objectives and circumstances while emphasizing strong leadership and coordination in implementing necessary changes. The comparative analysis between the U.S. and Canadian defense acquisition systems establishes a valuable foundation for studying the defense acquisition systems of the United States and the Philippines. It underscores the importance of a comprehensive understanding of the contextual factors that shape these systems and the potential for reform and improvement within these frameworks. Such a study can ultimately contribute to enhancing the agility and efficiency of the Philippine defense acquisition system, empowering it to effectively address modern security threats faced by the country.



In essence, the body of literature provides a compelling case for the imperative of having an agile and adaptive defense acquisition process to effectively tackle evolving security threats. Examining the triumphs and obstacles faced by various countries, notably the United States, provides instructive lessons in understanding the dynamics of rapid defense acquisition processes. The existing research underscores the need for nations, particularly those facing complex and rapidly changing security landscapes, to continuously innovate and streamline their defense acquisition systems. A defense acquisition system that is quick and responsive can facilitate the timely development and deployment of essential defense capabilities, thereby strengthening national security. Building upon these insightful findings from the literature, this study aims to apply them to the context of the Philippines. The objective is to explore how the Philippines' defense acquisition system can be strengthened to address its unique security challenges more effectively. This may entail considering the adoption of a rapid acquisition model akin to that employed by the United States while making necessary modifications to suit the specific circumstances of the Philippines.

Through this investigation, the study endeavors to provide meaningful recommendations that can drive reforms in the Philippine defense acquisition system. By comprehending the merits and challenges of rapid defense acquisition and drawing lessons from the experiences of countries like the United States, this study can provide a roadmap for enhancing the agility and effectiveness of defense procurement in the Philippines. The ultimate goal is to better equip the Philippines in confronting present and future security threats, thereby ensuring the safety and well-being of its citizens.

A. OVERVIEW OF THE DEPARTMENT OF DEFENSE ACQUISITION SYSTEMS IN THE UNITED STATES

The Department of Defense acquisition system in the United States is an intricate and rigorously governed structure designed to procure, manage, and deploy essential products and services vital for national defense. The core objectives of the defense acquisition process are to fulfill operational user requirements, achieve measurable enhancements in mission capabilities, and acquire goods and services promptly at a fair and reasonable cost. It is important to note that this process is not an ad-hoc undertaking



or haphazardly executed but rather firmly ensconced within a legal and regulatory framework that ensures transparency, integrity, and effectiveness in the acquisition of defense-related goods and services. In recent years, there has been a growing emphasis on streamlining the defense acquisition process to reduce bureaucracy, accelerate decision-making, and foster innovation. The DOD has implemented initiatives such as the Federal Acquisition Streamlining Act (FASA) and the Adaptive Acquisition Framework (AAF) to promote agility and efficiency in defense acquisitions. These efforts aim to leverage commercial practices, embrace technological advancements, and encourage collaboration with industry partners to enhance the speed and effectiveness of the defense acquisition process (Defense Acquisition University [DAU], 2020b).

1. Acquisition Principal Regulations

The defense acquisition process is generally governed by a different set of laws and regulations. Title 10 of the United States Code commands authority over the organization, structure, and dynamic operations of the esteemed armed forces of the United States. Imbued with significant weight, this legislation empowers the secretaries of the military departments such as the Army, Navy, and Air Force with the crucial mission of equipping our formidable armed forces (DAU, 2020a). Within the profound depths of Title 10, a myriad of regulations is shaping the landscape of acquisitions in the realm of ranging from the allocation of responsibilities to the establishment of meticulous acquisition procedures. Moreover, these regulations also impose obligations for reporting to Congress, ensuring transparency and accountability within the intricate framework of its nation's defense.

The DOD acquisition process operates within a comprehensive regulatory framework consisting of the Federal Acquisition Regulation (FAR), the Defense Federal Acquisition Regulation Supplement (DFARS), and DOD Acquisition 5000 series. These regulations govern every facet of the defense acquisition process from initial planning to contract award and subsequent oversight (DAU, 2020b). The FAR serves as the principal document, establishing the overarching rules for the federal agencies' acquisition of goods and services. It provides guidance that must be taken into account during contract formation, source selection, pricing, and other important aspects of the acquisition process.



Supplementing the FAR, the DFARS caters specifically to the unique requirement of the DOD. It offers additional policies, clauses, and procedures tailored to defense acquisitions, addressing issues such as security, export control, and intellectual property rights that directly guide the DOD's acquisition process. The DFARS ensures that the DOD can effectively and efficiently acquire the essential defense materials to meet its operational needs. The fundamental guidelines for the DOD acquisition policy are outlined in two primary documents: DOD Directive (DODD) 5000.01, titled *the Defense Acquisition System*, and DOD Instruction (DODI) 5000.02, titled *Operation of the Adaptive Acquisition Framework*. DODD 5000.01 serves as the foundational document, delineating the policies and principles governing the entirety of defense acquisition programs. In addition to providing overarching guidance, this directive also designates key acquisition officials and establishes crucial forums within the DOD. DODI 5000.02 is universally applicable to all systems and services that are procured through the Defense Acquisition System (DAS). It provides the operational framework for the adaptive acquisition framework, ensuring its consistent application across various acquisition endeavors.

Furthermore, the annual National Defense Acquisition Acts (NDAAs) serve as the legal authorization for the DOD's programs and policies on a fiscal-year basis. Along with annual Appropriation Acts, they not only approve funding for defense acquisitions but also drive policy changes and reform initiatives within the acquisitions process by Congress. The NDAA's reflect the evolving strategic landscape and the need for the DOD to adapt to emerging threats and technologies through modifications to the acquisition process, pushing for improvements based on identified gaps, and the integration of emerging capabilities in national defense.

These statutes and regulatory frameworks govern various stages of the acquisition process and aim to ensure transparency and ongoing efforts to streamline and innovate the process (DAU, 2020a). A notable illustration can be observed in the NDAA for Fiscal Year 2018, which integrated a multitude of significant reforms such as sections 805 and 806. One key aspect of these reforms was the streamlining of acquisition regulations, eliminating unnecessary red tape and bureaucratic hurdles that often hindered the acquisition process. It also prioritized promoting heightened competition within the



defense landscape by recognition of the benefits of increasing the micro-purchase threshold to \$10,000 and the simplified acquisition threshold to \$250,000 to broader suppliers and contractors to participate in the defense acquisition process. Another significant aspect was its focus on improving the acquisition workforce. The legislation called for investments in training and professional development programs to enhance its acquisition workforce to navigate the complexities of defense procurement (NDAA, 2017). These modifications serve as symbolic representations of the progressive dynamics inherent in the Defense Acquisition System (DAS), signifying its capacity to effectively adjust in response to novel challenges and potential avenues for advancement.

2. Major Institutions of Defense Acquisition

According to the Defense Acquisition University (DAU, 2020a), in the realm of defense acquisition at the national level, there are three pivotal players: the executive branch, the legislative branch, and the defense industry. Each has its distinct roles, aspirations, and motivations in the acquisition process. The executive branch, which includes figures like the U.S. president and departments such as the Department of Defense (DOD), the Office of Management and Budget (OMB), and others, plays a central role in shaping and executing the nation's security policy. Factors like patriotic sentiments, individual aspirations, and election considerations influence their decisions. The president, as the commander-in-chief, has the power to sign legislation into law, and the chain of command within the acquisition framework follows from the program manager to the defense acquisition executive, all under the president's purview (DAU, 2020a). Congress, representing the legislative branch, oversees defense operations through its committees. Their task is to ensure that defense acquisition aligns with societal needs and defense demands, balancing out defense requirements with social imperatives. This branch not only enacts laws but also acts as a counterbalance to the executive branch's authority, factoring in constituents' concerns, party lines, and electoral goals. Their role in the acquisition process includes budget allocations for the DOD and policy formation, primarily via the yearly National Defense Authorization Act (NDAA) and the Appropriations Acts. Their efforts are channeled through various committees, such as the House Armed Services Committee (HASC) and the Senate Armed Services Committee (SASC) (DAU, 2020a).



The defense industry, characterized by its dynamic nature, offers a blend of products and services through contracts with the DOD. With an array of organizations, both domestic and international, the defense industry's motivations span from financial gains to patriotic duties. Their role is multifaceted, from responding to the DOD's solicitations to innovating and supplying weapon systems. Their main goal is not only to generate profit but also to contribute to national defense through state-of-the-art solutions.

3. Defense Acquisition Decision Support Systems

The DOD's decision support systems, also known as "Big A," encompass a comprehensive set of frameworks and processes designed to guide and support the development and management of defense acquisition programs (DAU, 2020b). This integrated approach involves three major systems: the Joint Capabilities Integration and Development System (JCIDS); the Planning, Programming, Budgeting, and Execution (PPBE) process; and the DAS. The Big A framework not only outlines the principal concepts and business practices that underpin defense acquisition, but it also elucidates the broader management framework in which the DOD conducts its acquisition processes. The objective is to provide program management professionals with a centralized and accessible online resource and effectively execute tailored acquisition strategies aligned with the desired capabilities.

To plan a successful acquisition, a deep understanding of both the external and internal environments is vital. The external environment encompasses the three DOD decision support systems mentioned above. When integrated, these systems provide a cohesive approach to facilitate strategic planning, identify military capability needs, allocate resources, execute programs, and acquire necessary defense weapon systems. A skillful program manager (PM) ensures synchronization among requirements, budgeting, and execution by maintaining a keen awareness of their program's status within each decision support system. The internal environment consists of the program office, supported by various organizations. As the program progresses, leads from disciplines such as systems engineering, test and evaluation, contracting, and financial management develop and implement specific plans tailored to their respective areas of responsibility.



Effective coordination and collaboration among these disciplines are essential to fostering an integrated approach throughout the acquisition life cycle (DAU, 2020b). Figure 1 provides an illustrative depiction of the three primary systems that influence the acquisition of defense capabilities. It visually represents the interconnectedness and interdependencies among these systems, highlighting their collective impact on the defense acquisition process.

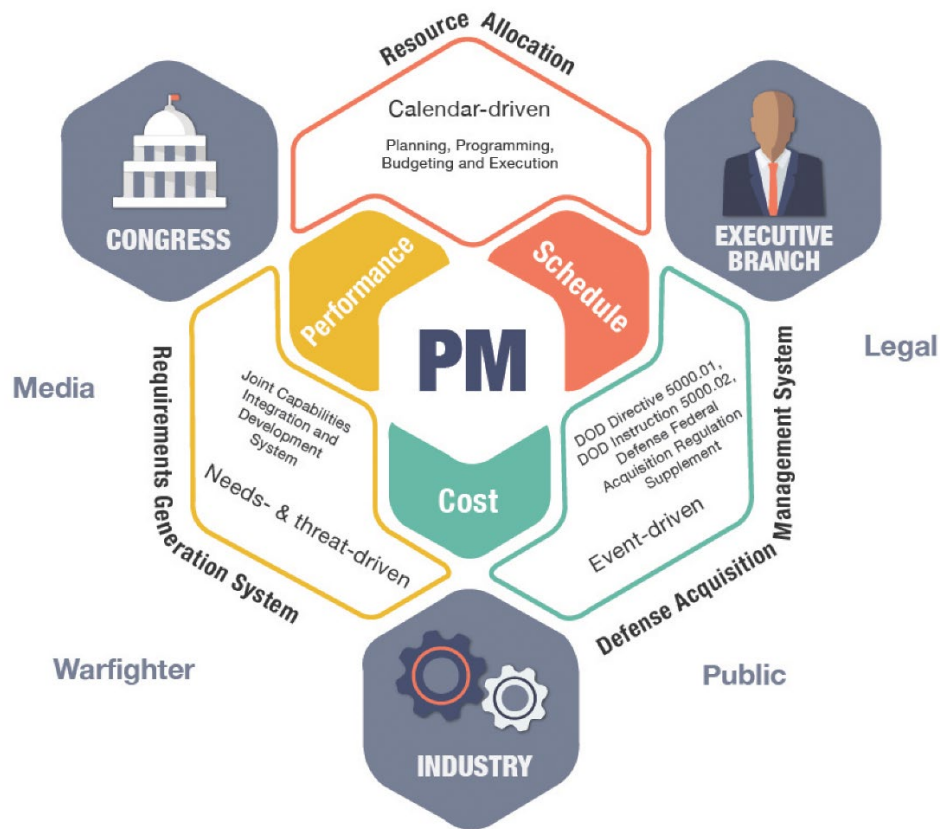


Figure 1. Defense Acquisition Decision Support Systems. Adapted from Mortlock (2021).

4. Joint Capabilities Integration and Development System

The DOD decision support systems are represented in Figure 1 as an interconnected trio. Centralized decision-making procedures within these systems give rise to pivotal decisions-making processes, each being directed by varied timelines and overseen by

distinct system owners. Often regarded as the generator of requirements, JCIDS operates under the aegis of the Joint Staff. It is overseen as per the guidelines set by the Chairman of the Joint Chiefs of Staff Instruction (CJCSI) 5123.01 (Office of the Secretary of Defense, 2018). One of JCIDS’s primary tasks is to discern vital capabilities that buttress strategic frameworks like the National Security Strategy (NSS), National Defense Strategy (NDS), and National Military Strategy (NMS). JCIDS’s remit extends to identifying what the DOD needs in terms of military capabilities to achieve its overarching objectives. JCIDS offers strategic advice to identify areas where joint warfighting capability might be lacking. Furthermore, JCIDS discerns what might be needed functionally and weighs potential alternatives to bridge any gaps. As it zones in on what the warfighter might be lacking or specifically needs, JCIDS sets priority areas, adjusting these based on operational timelines, as visualized in Figure 2. The core aim of JCIDS revolves around a clear delineation of those capabilities which are quintessential for joint warfighters, complemented by associated performance metrics. Catering to these requirements might entail resorting to material resources, considering non-material options, or sometimes, a blend of both. A significant culmination of JCIDS’s function is empowering the Joint Requirements Oversight Council (JROC). The council, drawing from JCIDS’s groundwork, takes on its legislated responsibilities of evaluating joint military capabilities and then greenlighting and ranking any identified capability voids, ensuring alignment with the ethos of the NDS (Office of the Secretary of Defense, 2018).

JCIDS Lanes	Operational Timeline	JCIDS Documents	JCIDS Staffing Timeline
Ongoing Contingency Lane	Urgent Need (<2 Years)	JUON	15 days
Anticipated Contingency Lane	Emergent Need (<2 Years)	JEON	31 days
Deliberate Lane	Future Need (>2 Years)	ICD, CDD	97 days, 103 days

Figure 2. JCIDS Process Lanes. Adapted from Office of the Secretary of Defense (2018).



JCIDS understands the importance of synchronizing staffing lanes with the operational timelines of specific requirements at hand. In the deliberate process that focuses on future requirements stretching beyond a two-year frame, the Initial Capabilities Document (ICD) emerges as the tool to validate joint military capability needs (Office of the Secretary of Defense, 2018). In contrast, the Capability Development Document (CDD) confirms the suggested capability solutions. When put forth for staffing and review by the Joint Staff Gatekeeper, the ICD's staffing duration stands at 97 days, and for the CDD, it is 103 days. When immediate or upcoming needs surface within a span of two years, the urgent/emergent process lane is activated, offering sponsors the means to rapidly bridge capability voids in current or imminent contingency operations. For this lane, the Joint Urgent Operational Need (JUON) or Joint Emergent Operational Need (JEON) becomes the primary documentation to sanction joint military capability needs. The staffing period for urgent requirements is 15 days, while emergent necessities are tackled in 31 days. These timelines can be modified, on an individual basis, contingent upon the consensus of the Joint Staff Gatekeeper or the validation authority (Office of the Secretary of Defense, 2018).

Originating from Title 10 U.S.C. §181, the JROC's fundamental duties and mission designate it as an advisory council to the Chairman of the Joint Chiefs of Staff (CJCS). This role attends to the responsibilities delineated in Figure 3 under Title 10. Constituting the JROC are the Vice Chairman of the Joint Chiefs of Staff (VCJCS), acting as the Chairperson, and a general or admiral representing each military branch. The process to enlist members into the JROC is steered by the CJCS, who, after liaising with the secretary of defense (SecDef), selects officers, ranked as generals or admirals, as proposed by the relevant secretary of the military department (Chairman of the Joint Chiefs of Staff, 2021). Predominantly, the JROC's concern is anchored in the verification and endorsement of all prospective and labeled major defense acquisition programs (MDAPs) within Acquisition Category (ACAT) I. This concern also spans capabilities with significant implications for interoperability in coalition and allied operations. A breakdown of MDAP ACAT I–III programs and their decision authority is provided in Figure 4 (OUSD[A&S], 2021).



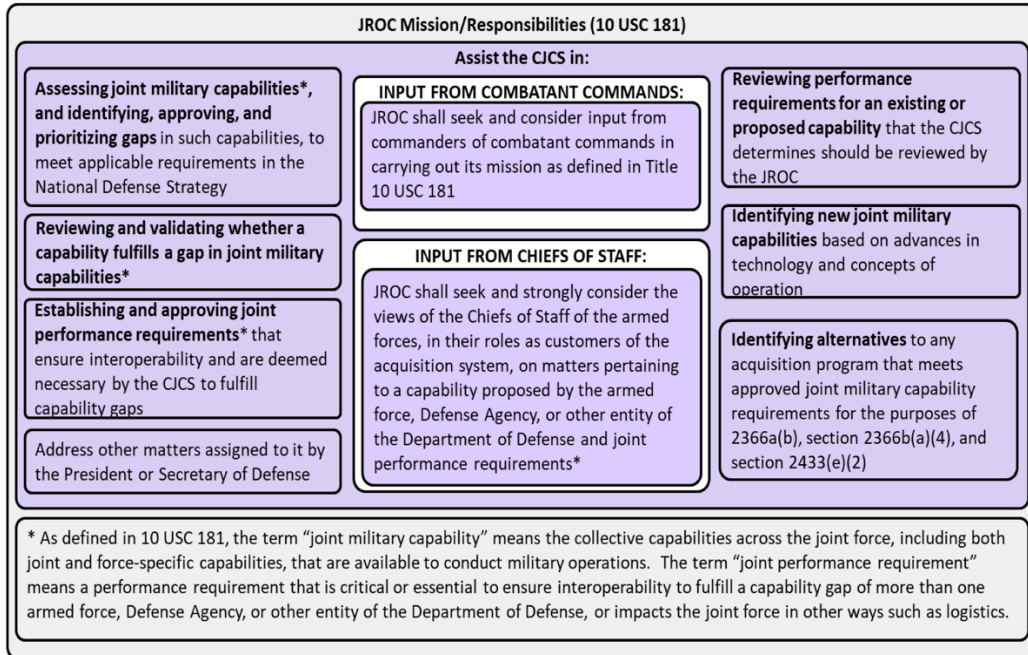


Figure 3. JROC Title 10 Mission/Responsibilities. Adapted from Office of the Secretary of Defense (2018).



ACAT	Reason for ACAT Designation	Decision Authority
ACAT I	<ul style="list-style-type: none"> • MDAP¹ (Section 2430 of Title 10, U.S.C.) <ul style="list-style-type: none"> ◦ Dollar value for all increments of the program: estimated by the DAE to require an eventual total expenditure for research, development, and test and evaluation of more than \$525 million in Fiscal Year (FY) 2020 constant dollars or, for procurement, of more than \$3.065 billion in FY 2020 constant dollars ◦ MDA designation • MDA designation as special interest³ 	ACAT ID: DAE ACAT IB: SAE ² ACAT IC: Head of the DoD Component or, if delegated, the CAE
ACAT II	<ul style="list-style-type: none"> • Does not meet criteria for ACAT I • Major system (Section 2302d of Title 10, U.S.C.) <ul style="list-style-type: none"> ◦ Dollar value: estimated by the DoD Component head to require an eventual total expenditure for research, development, and test and evaluation of more than \$200 million in FY 2020 constant dollars, or for procurement of more than \$920 million in FY 2020 constant dollars ◦ MDA designation (Section 2302 of Title 10, U.S.C.) 	CAE or the individual designated by the CAE ⁴
ACAT III	<ul style="list-style-type: none"> • Does not meet dollar value threshold for ACAT II or above • Is not designated a "major system" by the MDA 	Designated by the CAE ⁴

1. Unless designated an MDAP by the Secretary of Defense (SecDef), AIS programs⁵, Defense Business System programs, and programs or projects carried out using rapid prototyping or fielding procedures pursuant to Section 804 of Public Law (P.L.) 114-92, do not meet the definition of an MDAP.

2. ACAT IB decision authority is assigned pursuant to Section 2430 of Title 10, U.S.C. Paragraph 3A.2.b. provides DoD implementation details.

3. The Special Interest designation is typically based on one or more of the following factors: technological complexity; congressional interest; a large commitment of resources; or the program is critical to the achievement of a capability or set of capabilities, part of a system of systems, or a joint program. Programs that already meet the MDAP thresholds cannot be designated as Special Interest.

4. As delegated by the SecDef or Secretary of the Military Department.

5. An AIS is a system of computer hardware, computer software, data or telecommunications that performs functions such as collecting, processing, storing, transmitting, and displaying information. Excluded are computer resources, both hardware and software, that are: embedded as an integral part of a weapon or weapon system; used for highly sensitive classified programs (as determined by the SecDef) or other highly sensitive information technology programs (as determined by the DoD CIO; or determined by the DAE or designee to be better overseen as a non-AIS program (e.g., a program with a low ratio of RDT&E funding to total program acquisition costs or that requires significant hardware development). An AIS that breaches the dollar thresholds in Section 2302d of Title 10, U.S.C., as adjusted, is a "major system."

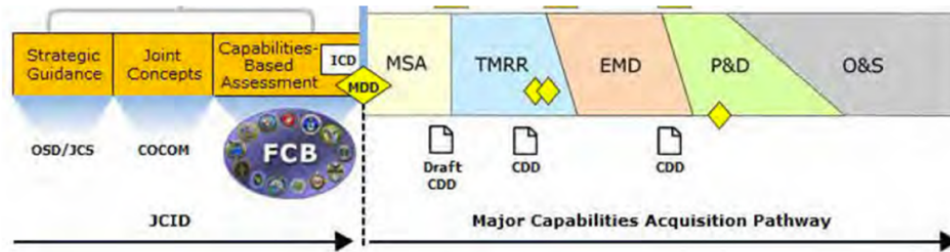
Figure 4. Description and Decision Authority for the MDAP ACAT I–III Programs. Adapted from OUSD(A&S) (2021).

JCIDS emphasizes the importance of a capabilities-based assessment (CBA) to evaluate the needs of the warfighter and discern existing capability gaps. Through the CBA, the objectives that must be attained are matched against current capabilities, revealing any discrepancies that must be tackled (Office of the Secretary of Defense, 2018). Addressing these discrepancies can involve the pursuit of various solutions, ranging from materiel ones to non-materiel ones, or a synergy of both. Non-materiel solutions are documented through an expansive framework termed the Doctrine, Organization, Training, Materiel, Leadership, Personnel, Facilities, and Policy (DOTMLPF-P) Change Recommendation (DCR), offering faster and more economical remedies than creating new weapons systems from scratch. Conversely, materiel solutions are captured in the ICD and CDD. Acting as a pivotal bridge, the CBA connects the U.S. military’s needs with what is currently available, thereby shedding light on discernible gaps. Recommendations stemming from



this assessment could lead towards a non-materiel solution and consequently, a DCR, or lean towards a materiel solution, necessitating the creation of an ICD. In specific instances, a blend of both solution types might be requisite, leading to the formation of a DCR and an ICD simultaneously. The execution of the materiel solution is anchored in the DAS process, steered by capability requirement documents validated by the JCIDS process (DAU, 2020b). The culmination of these capabilities leans heavily on the synergistic efforts of JCIDS, combined with the resourcing and acquisition decision support mechanism, striving in tandem to cater to the warfighter's necessities. A graphical representation of JCIDS's integration with the Major Capability Acquisition Pathway is encapsulated in Figure 5. This intricate pathway solicits input from a plethora of stakeholders. While strategic direction stems from the Office of the Secretary of Defense (OSD) or the Joint Chiefs of Staff (JCS), joint concepts are furnished by combatant commands (COCOMs). The functional capabilities boards (FCB) assume a cardinal role in either supervising or executing a CBA. For the continuation of a materiel solution within the acquisition ambit, a ratified ICD is imperative, paving the way for the Materiel Development Decision (MDD), which sets the acquisition trajectory in motion across the five pivotal defense acquisition system stages of the DAS.





During the materiel solution analysis (MSA) phase, the goal is to select the most promising technology that aligns with the reequipments identified in the ICD to address the needs of warfighters. Moving into the technology maturation and risk reduction (TMRR) phase, the focus shifts towards reducing risk by engaging in competitive prototyping and demonstrating critical technologies. During the engineering and manufacturing development (EMD) phase, the emphasis lies on completing the build according to the established design. Advancing to the production and deployment (P&D) phase, the process involves initially producing a limited quantity of units for testing purposes to ensure their functionality. Following successful tests, the full production of units with the full operational capability. Finally, In the operations and support (O&S) phase, the commitment involves providing continuous support to operational units throughout the entire lifespan of the system and dispose of the system at the end of its life.

Figure 5. Major Capability Acquisition Pathway. Adapted from DAU (2020b).

5. Defense Acquisition System

The Defense Acquisition System (DAS) stands as a core element of the decision-making support structure. It primarily aims to procure top-notch products in alignment with user needs and offer discernible improvements in mission capability and operational backing. The entire process is driven by factors like efficiency, cost-effectiveness, and optimal performance (OUSD[A&S], 2020). Governed by a series of events, the DAS is steered by specialized acquisition professionals who adhere to the directives issued by the Office of the Under Secretary of Defense for Acquisition and Sustainment (OUSD[A&S]). Notable among these directives are DODD 5000.01, which pertains to the Defense Acquisition System and DODI 5000.02, which is concerned with the operation of the Adaptive Acquisition Framework. One of the standout features of the DAS is its inherent flexibility, emphasizing that a monolithic approach isn't universally apt. As an illustration, the processes for acquiring IT systems, missiles, and nuclear submarines vary significantly. Consequently, the modus operandi of a DOD acquisition program should be custom-fitted to the distinct attributes of the equipment or service under consideration, considering

factors like operational urgency and associated risks. As outlined in Figure 5, the Major Capability Acquisition Pathway is a component of the Adaptive Acquisition Framework (AAF), serving as the foundational structure for Major Defense Acquisition Programs (MDAPs) and delineating the roadmap for successful military acquisitions. In some contexts, the AAF earns the moniker “little a” (DAU, 2020a).

The AAF’s blueprint is curated to facilitate the procurement and deployment of goods and services, ensuring that they align seamlessly with user demands and boost mission capability and operational support. The core ethos revolves around timely deliveries juxtaposed with cost-effectiveness. Offering a structural blueprint for acquisition programs, the AAF equips the program manager (PM) with multiple strategic avenues. By assessing the desired capability and gauging the intertwined risks and prospects, both milestone decision authorities (MDAs) and PMs enjoy the leeway to cherry-pick one or an amalgamation of acquisition routes. As visualized in Figure 6, these trajectories furnish an array of choices to expedite the delivery of requisite capabilities to the military frontline. Such a modular approach grants acquisition experts the autonomy to mold their tactics and procedures in harmony with a specific program’s demands, thereby promising optimal returns (OUSD[A&S], 2022a).



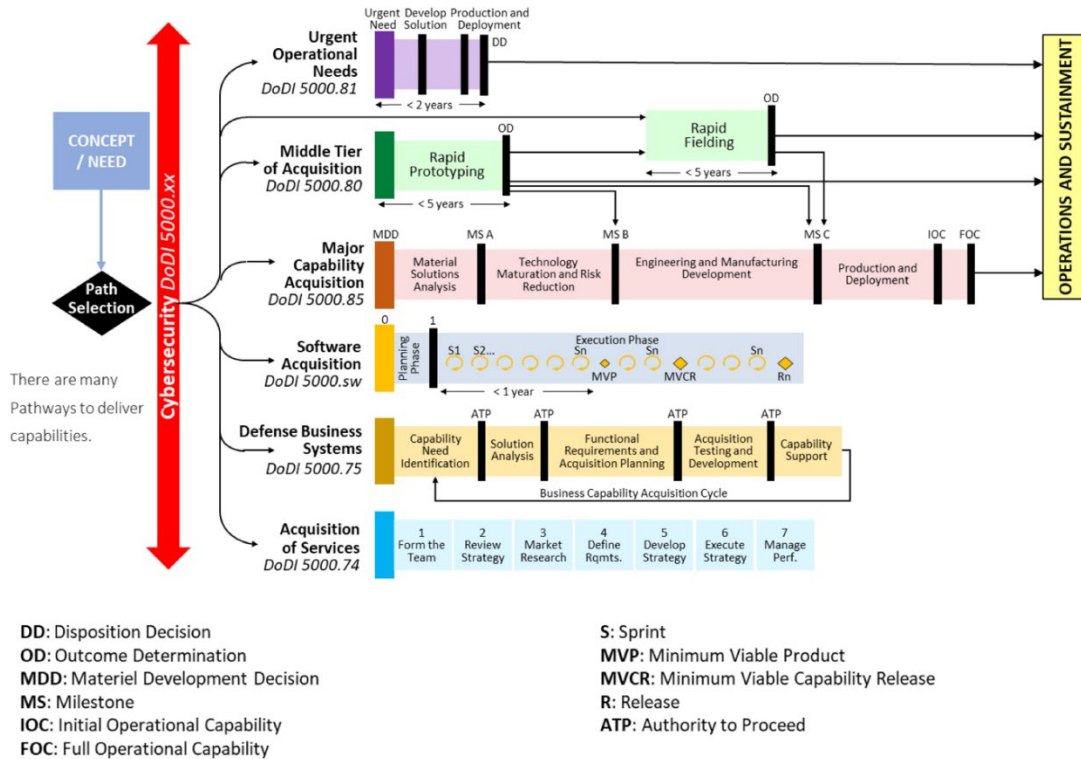


Figure 6. Adaptive Acquisition Framework. Adapted from OUSD(A&S) (2022a).

Figure 6 depicts various acquisition strategies tailored to empower warfighters with state-of-the-art capabilities. These methods are designed to optimize the DOD’s utilization of modern acquisition techniques and harness the essence of commercial innovation. Of the six distinctive pathways portrayed, a special emphasis is laid on the Urgent Capability Acquisition (UCA). UCA’s foundational principle is to cater to the DOD’s paramount priority: equipping warfighters expediently with essential capabilities to counter unpredictable threats, accomplish mission objectives, and reduce potential harm (OUSD[A&S], 2022b). UCA’s vision is streamlined, envisioning the conceptualization of the required capability within weeks and setting developmental and production timelines in terms of months. This swift approach finds its roots in the policies and procedures articulated in DODD 5000.71, which revolves around the swift attainment of combatant commander’s urgent operational needs, and DODI 5000.81, focusing on urgent capability acquisition (OUSD[A&S], 2022a). UCA sets the policy backdrop for addressing



immediate operational needs and other rapid-response capabilities, aspiring to operationalize them within a span of two years, and at costs that do not surpass the benchmarks set for the ACAT I program. To be encompassed within UCA’s scope, an acquisition program necessitates an authenticated urgent operational need (UON), which resonates with the JCIDS Ongoing Contingency Lane delineated in Figure 2. UONs span a spectrum of needs, inclusive of JUONs and JEONs. Distinguished authorities identify these needs under the umbrella of urgency or emergence. Additionally, the Warfighter Senior Integration Group (SIG) co-chairs’ identification of paramount warfighter concerns, as stipulated in DODD 5000.71, also fits into the UCA framework. In instances where a documented deficiency is highlighted, the SecDef or the deputy secretary of defense post deliberations with the Joint Staff and might exercise the Rapid Acquisition Authority (RAA) to bypass certain laws or regulations, ensuring the timely provision of crucial capabilities to warfighters (DAU, 2020b). The essence of UCA lies in its dynamism and promptness, underscoring its critical role in upholding the U.S.’s technological and strategic vanguard on the global stage. Figure 7 elucidates the UCA trajectory, crafted to speedily deploy capabilities addressing both current and forthcoming operational demands or immediate responses within a window of less than two years.



Legend: DD = Disposition Decision

Figure 7. The Urgent Capability Acquisition Pathway. Adapted from OUSD(A&S) (2022a).

6. Planning, Programming, Budgeting, and Execution

The Planning, Programming, Budgeting, and Execution (PPBE) process is integral for the strategic distribution of resources to various JCIDS and DAS initiatives. It



encompasses a broad spectrum of operations, spanning from support endeavors to the actual development, deployment, and maintenance of warfighter capabilities. The core objective of this mechanism is to provide the DOD with a well-balance mix of manpower, forces, equipment, and essential backing, all while staying true to budgetary confines (DOD, 2013). This process is inherently systematic, relying on a fixed calendar to ensure timely allocation of funds to acquisition programs, which then facilitates affordability assessments and guides decision-making about resource distribution. Helmed by the director of cost assessment and program evaluation (D/CAPE) and the DOD comptroller, and grounded in the principles of DODD 7045.14, the PPBE process is the bedrock for developing the proposed DOD budget for system acquisitions. Beyond this, it is pivotal in constructing the DOD's segment of the annual budgetary request from the president to Congress. Additionally, it plays a significant role in periodic updates to the Future Years Defense Program (FYDP) – a strategic document detailing the department's projected expenditures over a five-year span. Interestingly, the commencement of the PPBE process often precedes the anticipated budget execution year by more than two years. Its rigorous calendar-driven modus operandi ensures alignment with the DOD's Resource Allocation Process. Serving as a guiding beacon, this annual procedure aids both civilian and military leaders within the DOD in making astute decisions. They can effectively gauge how to distribute funds across programs and identify force structure necessities, ensuring their choices resonate with overarching strategies like the NSS, NDS, and NMS. Figure 8 paints a detailed picture of the conventional DOD resource allocation procedure timeline, accentuating the steps tethered to distinct fiscal year (FY) cycles within a given calendar year (CY). However, a noteworthy mention is the Execution phase in Figure 8, which signifies the appropriations earmarked exclusively for a singular year (Congressional Research Service, 2020).



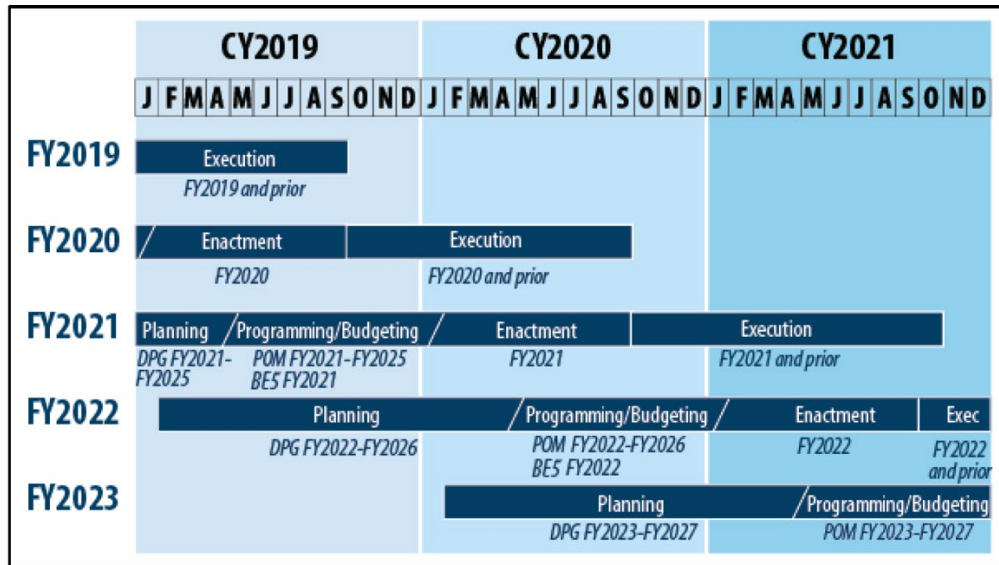


Figure 8. DOD Resource Allocation Process. Adapted from Congressional Research Service (2020).

The PPBE process is marked by four key phases, each producing specific outcomes based on the phase’s intent and the fiscal year (McGarry, 2022). During the planning stage, a vital document, the Defense Planning Guidance, is crafted. This document acts as a strategic compass, outlining the topmost force development priorities. The subsequent programming stage yields the Program Objective Memorandum (POM), a detailed five-year funding plan. The POM meticulously aligns programs within the FYDP for every military branch and defense organization. As the process progresses to the budgeting stage, the Budget Estimate Submission (BES) is formulated. The BES translates the initial year of the POM into actionable budget figures, streamlining its presentation to Congress. When the execution stage is underway, experts from the OSD and different DOD units engage in resource modifications that direct the process’s course. These professionals maneuver through transfers and reprogrammings to ensure the best resource distribution. It’s crucial to recognize that, in certain scenarios, such maneuvers might require prior congressional notification for approval. Table 1 displays interactions between various actors and outcomes across each phase.

Table 1. Phases, Actors, and Outputs of the DOD PPBE Process. Adapted from McGarry (2022).

Phase	Description	Lead Actor	Output(s)
Planning	<ul style="list-style-type: none"> Review strategic guidance Assess threats Evaluate takeaways from war games Identify capability gaps and risks 	<ul style="list-style-type: none"> Under Secretary of Defense for Policy 	<ul style="list-style-type: none"> Chairman’s Program Recommendations (CPR) Defense Planning Guidance (DPG) Fiscal Guidance (FG)
Programming	<ul style="list-style-type: none"> Translate planning decisions into program and resource requirements Consider program alternatives Develop five-year projections for forces, personnel, funding 	<ul style="list-style-type: none"> Director, Cost Assessment and Program Evaluation (CAPE) 	<ul style="list-style-type: none"> Program Objective Memorandum (POM) Resource Management Decisions (RMDs programmatic)* FYDP updates
Budgeting	<ul style="list-style-type: none"> Review budget justifications Consider funding alternatives Prepare budget submission 	<ul style="list-style-type: none"> Under Secretary of Defense (Comptroller) 	<ul style="list-style-type: none"> Budget Estimate Submission (BES) RMDs (programmatic)* FYDP updates (incorporating RMDs) DOD portion of president’s budget request
Execution	<ul style="list-style-type: none"> Assess output to planned performance Adjust resources, as necessary 	<ul style="list-style-type: none"> Multiple: Under Secretary of Defense (Comptroller) and DOD component financial managers 	<ul style="list-style-type: none"> Assessment (internal reviews by OSD and DOD components) Reprogramming actions and transfers (including external interactions with Congress)

*According to DAU, OSD publishes decisions related to program and budget issues in Resource Management Decisions (RMDs). The term RMD replaced Program Decision Memorandum (PDM) for program-related decisions and Program Budget Decisions (PBD) for budget-related decisions. There are two sets of RMDs: programmatic RMDs issued in early November reflecting decisions made during the programming phase; and budgetary RMDs issued in late November or early December reflecting decisions made during the budgeting phase.

An in-depth understanding of the interconnectedness and intricate relationships among the three decision support systems within the DOD is not only crucial but vital for achieving success within each individual process. While the PPBE process holds its own importance, it cannot solely ensure the effective development of requirements or guarantee optimal outcomes in defense acquisition (DAU, 2020a). In fact, without the necessary



allocation of resources to fund requirements development and facilitate cost-effective acquisition, the PPBE process can inadvertently undermine both aspects. Similarly, inadequately understood requirements or poorly managed acquisition programs can impose unexpected burdens on the resource process. These unexpected demands force difficult choices to be made, often pitting the immediate needs and capabilities of the operating forces against the future strategic goals of acquisition weapon systems. It is worth highlighting that the drivers and timelines of these processes do not necessarily align. The PPBE process operates on a calendar-driven approach. On the other hand, the JCIDS and DAS are propelled respectively by needs/event-driven, responding to the demands of the ever-evolving operational landscape and following predefined stages and milestones within the acquisition process. This disparity in timelines and drivers adds an additional layer of complexity to the defense acquisition process. To achieve the desired outcomes and maximize effectiveness across all three systems, collaboration and coordination between the different actors, officials, and stakeholders are essential to meet the evolving needs of the warfighters and the strategic objectives of the United States (DAU, 2020a).

7. Defense Acquisition Workforce

Rapid advancements in technology and the mounting need for their speedy integration have placed immense strains on the timeframes of the acquisition cycles. This context requires the defense acquisition process to be nimble and intentional. For effective outcomes, the defense acquisition workforce must employ deep analytical prowess and act with urgency to furnish state-of-the-art resources to our combat forces, guaranteeing unparalleled dominance in all operational terrains. A significant evolution in this context was the introduction of the Back-to-Basics (BtB) initiative by the OUSD(A&S) in September 2020. This initiative symbolizes one of the most significant shifts in defense acquisition workforce strategies since the 1990s. Embracing contemporary continuous learning models, the BtB strategy refines the career fields' framework, categorizing them into six core areas: program management, life cycle logistics, contracting, engineering and technical management, test and evaluation, and business-financial/cost estimating (DAU, 2020c). This restructuring is more than mere organizational reshuffling. The BtB strategy introduces transformative alterations to the certification training prerequisites for each



specialized area. By offering a more tailored training foundation, it grants acquisition professionals the latitude to align their growth trajectories with their unique career ambitions and responsibilities. The DAU emerges as a crucial catalyst in training and developing the defense acquisition workforce (DAU, 2020c). Established in the early 1990s, the DAU provides training to over 183,000 defense acquisition professionals. It is not just a training institution but also a knowledge hub, consistently publishing pioneering research, enriching the defense acquisition domain with insights and best practices. As the defense acquisition landscape continues its evolutionary trajectory, the BtB strategy, combined with the invaluable contributions of the DAU, makes valuable contributions to strengthening national defense capabilities through improving acquisition strategies and workforce development.

B. OVERVIEW OF THE DEFENSE ACQUISITION SYSTEMS IN THE PHILIPPINES

Republic Act No. 9184, or the Government Procurement Reform Act (GPRA, 2003), stands as the guiding framework for the Philippine defense acquisition system. This legislation chiefly aims to instill principles of good governance in governmental entities as they procure goods, embark on infrastructure projects, or seek consulting services. According to GPRA (2003), the act's essence lies in its commitment to "promote transparency, competitiveness, and accountability" in all public dealings. As such, the GPRA's foundational objective is to ensure clarity, fair competition, and responsibility in every governmental transaction. In order to achieve transparency, the GPRA is emphasized through several mechanisms such as public bidding and mandatory publication of bid opportunities. These measures provide the public with a clear view of procurement opportunities and processes. Moreover, the GPRA promotes competitiveness through an open and equitable bidding process that encourages a wide range of suppliers to participate, thus ensuring the best value for government expenditure. Finally, accountability is underscored by the act through the establishment of bid and awards committees at various levels of government, each responsible for overseeing and ensuring the legality and fairness of procurement activities within their jurisdiction. The GPRA is further complemented by its Implementing Rules and Regulations (IRR; Government of the Republic of the



Philippines, 2016). The IRR serves as an operational manual, providing detailed guidance and procedures for implementing the law. It covers a wide range of processes, including procurement planning, bidding, contract award, and contract management. The IRR, like the GPRA, underscores the principles of transparency, competitiveness, and accountability, elaborating on their practical application in various procurement scenarios. However, as it stands, the GPRA operates under a one-size-fits-all model, which may not be sufficient for the complex and unique nature of defense acquisitions. Unlike conventional procurement, defense acquisitions often require a level of flexibility and speed to react to changing security landscapes. This highlights the potential need for reform in the Philippines' defense acquisition process, possibly drawing on successful elements from other nations' models, such as the RAP employed by the United States DOD. By understanding and adapting successful practices from other nations, the Philippines could enhance its defense acquisition system to better meet the nation's security needs.

In loosening the complex procedures embedded in the procurement activities orchestrated by the Department of National Defense (DND), it is typical to shed light on the role and functioning of the Bids and Awards Committee (BAC). Leveraging data as illustrated in Figure 9, we can explore the sequential steps that govern the procurement dynamics, an initiative hinged on enhancing transparency and sticking to the established protocols during defense procurement processes (David et al., 2017).

First and foremost, the BAC undergoes a meticulous process of preparing and issuing invitations to bid, a step fundamental in kick-starting the procurement process, creating a competitive setting that warrants quality and value for money. Subsequently, the bids received are opened and evaluated meticulously to ensure they meet the prerequisite standards set forth in the bidding documents. It is at this juncture that the aspects such as the economic viability of the bid, the technical competence, and the past performance of the bidding entities come under scrutiny (Feickert, 2009; Lamb et al., 2009).

In the progression of the defense procurement process, the post-qualification stage emerges as pivotal. At this juncture, bids are rigorously assessed for their alignment with the outlined technical and financial parameters in the bidding documents. This phase acts as a "validation stage," ensuring the feasibility of the bidders' proposals. As David et al.



(2017) articulate, “governance mechanisms” are indispensable in anchoring the defense reform program. They further underscore the fundamental role of the BAC in navigating the complex landscape of defense procurement, spotlighting the imperative nature of rigorous validation methodologies.

Thereupon, the committee is able with the responsibility of awarding the contract to the most deserving bid, a stage pivotal in shaping the defense infrastructure. This is succeeded by the contract signing, a formal acknowledgment of the agreement reached between the DND and the bidding entity, underscoring the commencement of a partnership anchored in mutual agreement and adherence to the terms delineated in the contract (De Castro, 2020).

Lastly, the BAC oversees the delivery and inspection of goods and services procured, ensuring the deliverables align with the standards and specifications enumerated in the contract. This stage is characterized by a collaborative approach, involving feedback and reviews to foster a culture of continuous improvement, a facet echoed in the defense modernization challenges highlighted by De Castro (2017).

Through a division of the procurement procedures, as facilitated by the BAC, it is apparent that the committee serves as essential in navigating the DND through the elaborate procurement landscape, a journey delineated through a structured flow chart, bearing testimony to the committee’s commitment to fostering transparency and adherence to the established protocols. In understanding the intricate processes of the Department of National Defense’s procurement activities, one can refer to the Bids and Awards Committee Procurement Flow chart, as depicted in Figure 9. This flowchart delineates the sequential stages and steps undertaken by the committee, ensuring transparency and adherence to standard protocols during defense procurement (David et al., 2017).



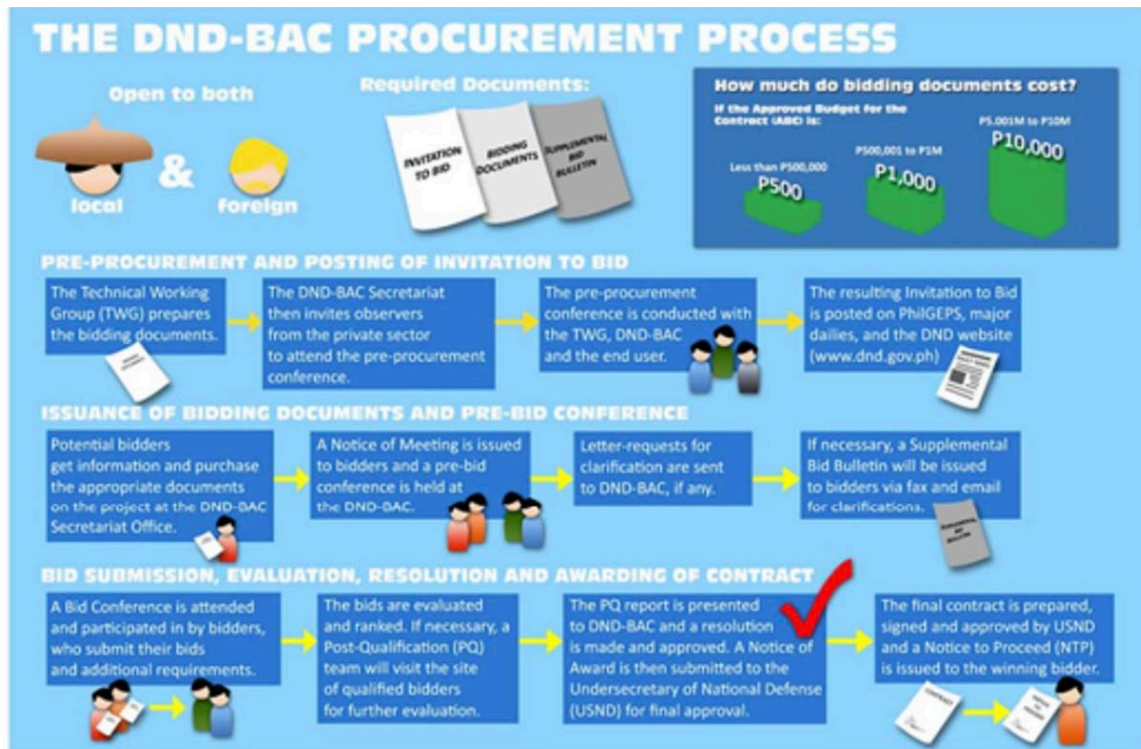


Figure 9. Philippine Department of National Defense Bids and Awards Committee Procurement Process. Adapted from David et al. (2017).

1. Origin and Evolution of the Defense System of Management

The Defense System of Management (DSOM) is a structured framework designed to streamline the defense sector’s governance and administration. Envisioned and crafted to suit the Philippine defense landscape, it is essentially a congregation of four pivotal components, namely the Defense Strategic Planning System (DSPS), the Defense Capability Assessment and Planning System (DCAPS), the Defense Acquisition System (DAS), and the Defense Resource Management System (DRMS; David et al., 2017).

The DSPS takes charge of formulating and articulating strategic defense policies, thus serving as the blueprint for future defense pathways. Following this, the DCAPS steps in to meticulously assess and determine the defense capabilities required to align with the strategies envisioned by the DSPS, carving out a trajectory for sustained defense fortification. This naturally transcends to the next component, the DAS, which is vested with the responsibility of overseeing the acquisition of necessary defense assets, ensuring

they adhere to the standards and necessities drawn out by the DCAPS. Lastly, managing the resources at disposal and steering them in directions that would foster defense growth is the role earmarked for the DRMS, thereby giving closure to a cycle envisioned to boost the defense apparatus to newer heights.

As we proceed to more deeply examine each component, it will be illustrated with a visual representation encompassing the vital attributes and functionalities of each segment in the DSOM, detailing the interlinking of these structures in crafting a resilient and robust defense mechanism (see Figure 10).

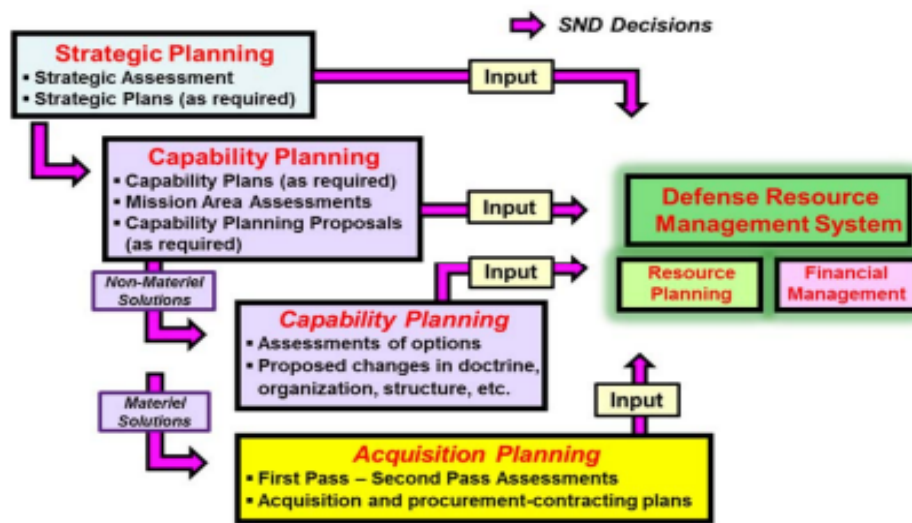


Figure 10. DSOM Processes. Adapted from David et al. (2017).

a. Defense Strategic Planning System

The Defense Strategic Planning System (DSPS) stands as a fundamental part of a nation’s defense and national security mechanism, functioning as the architect sketching comprehensive pathways guided by informed perspectives on defense strategies (David et al., 2017). This system takes a deep dive into a plethora of influencing factors including, but not confined to, military capabilities, the dynamism of geopolitical landscapes, advancements rocketing in the technological sphere, and the inevitable budgetary bounds, orchestrating a strategy that is both robust and resilient.

Alignment with the country's core national security objectives is the cornerstone of the DSPS, carving strategies that are not just supportive but protective of national interests, essentially serving as a fortress shielding the nation's pedestals of security and prosperity. It carries the mantle of steering the defense resources in paths where their utility is maximized, taking charge of the distribution in a manner as efficient as possible.

Further, it embarks on continuous assessments, remaining on the constant vigilance against potential threats that may range from conventional military threats to the ever-evolving non-traditional security challenges that keep sprouting in unpredictable avenues. Such assessments are cardinal in shaping the direction the defense forces tread, nurturing informed decisions regarding capability development, technological adoptions, and nurturing a state of operational readiness prepared to face any adversity.

By inculcating a culture of readiness against a variety of scenarios, the DSPS promotes resilience, standing as a beacon ensuring continuity and uniformity in defense planning, unshaken by political shifts and altering security terrains. It functions as a communicator articulating defense aspirations, strategies, and priority lanes clearly among various stakeholders, fostering an environment of transparency and inclusivity.

Moreover, it evolves with time, adapting to the learning from past experiences and changing circumstances, thereby infusing forward-thinking and planning with a vision for the future in the defense forces. As we venture to understand its detailed working, a visual representation further explains the strategic dimensions of the DSPS (see Figure 11; David et al., 2017).



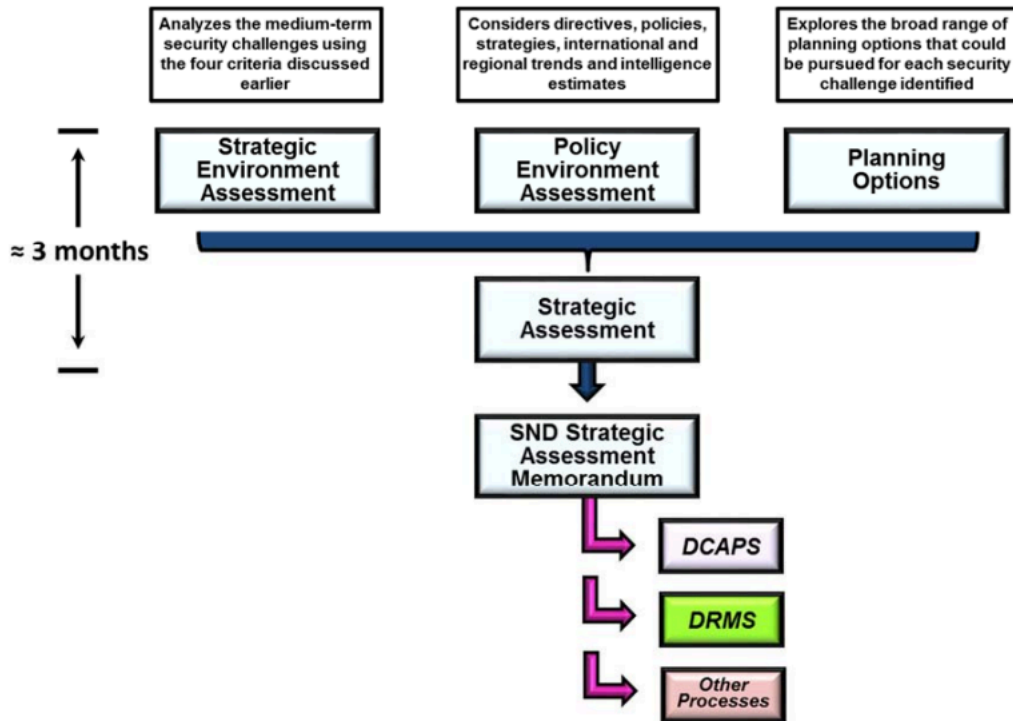


Figure 11. DSPS Strategic Assessment. Adapted from David et al. (2017).

b. Defense Capability Assessment and Planning System

DCAPS is constructed to operate as a systematic mechanism steered by policies to pinpoint planning intricacies regarding capabilities that are essential for discussions among senior leaders and to guide the Secretary of National Defense (SND) decisions. It focuses squarely on high-priority capability gaps, existing capability adjustments of potentially declining relevance, and the recalibration of the current or forecasted capabilities to meet the ever-changing demands of defense and security (David et al., 2017).

In the later part of 2010, the Armed Forces of the Philippines (AFP), with the assistance of the Institute of Defense Analyses (IDA) team, initiated a preliminary DCAPS project aimed at educating prospective team members on the process. Despite initial setbacks due to the inconsistency in the Force-Oriented Cost Information System (FOCIS) database, the project paved the way for necessary updates, enhancing data integrity for future endeavors. This meticulous approach ensured that successive rounds were conducted with authenticated data certified by major service commanders.

In 2011, significant advancements in the DCAPS process came to the fore, as highlighted in a sequence of workshops that emphasized several key concerns (David, 2017). Notably, these workshops underscored the importance of mutual problem-solving and analytical strategies, acknowledged potential roadblocks in implementation, and set forth essential managerial concepts and deliverables. One of the salient outcomes of these workshops was the promulgation of the 2013–2018 Capability Planning Guidance. This directive was the collective endeavor of the DND staff, AFP Deputy Chief of Staff for Plans, and the IDA team. It articulated the Secretary’s vision for the subsequent phase of the DCAPS initiative, detailing specific duties and accountabilities in alignment with the DND’s operational guidelines and the goals set by the Defense System of Management (DSOM).

During the planning phase spanning 2013 to 2018, David (2017) elaborates on the DCAPS procedure, which was characterized by three primary elements:

1. Senior Leader Roundtable Discussions (SLRTDs), which played a crucial role in enhancing the comprehension of AFP capability and resource planning challenges.
2. AFP Defense Mission Area Assessments that conducted an in-depth review of AFP capabilities forecasted in the 2012–2017 Defense Program, encompassing mission zones like Internal Security and Territorial Defense.
3. Capability Planning Proposals that sketched out broad operational terms defining capability issues, evaluating potential resolutions, and pinpointing the recommended actions for senior leader contemplation and SND decision-making.

These components collectively shaped a roadmap grounded in comprehensive analysis and collaborative problem-solving, channeling efforts towards non-material and material approaches and their optimal combinations to address arising issues. The comprehensive structure and the meticulous processes encompassed in the DCAPS



initiative are graphically represented in Figure 12, explaining the multilayered strategic approach that underpins this critical defense planning tools (David, 2017).

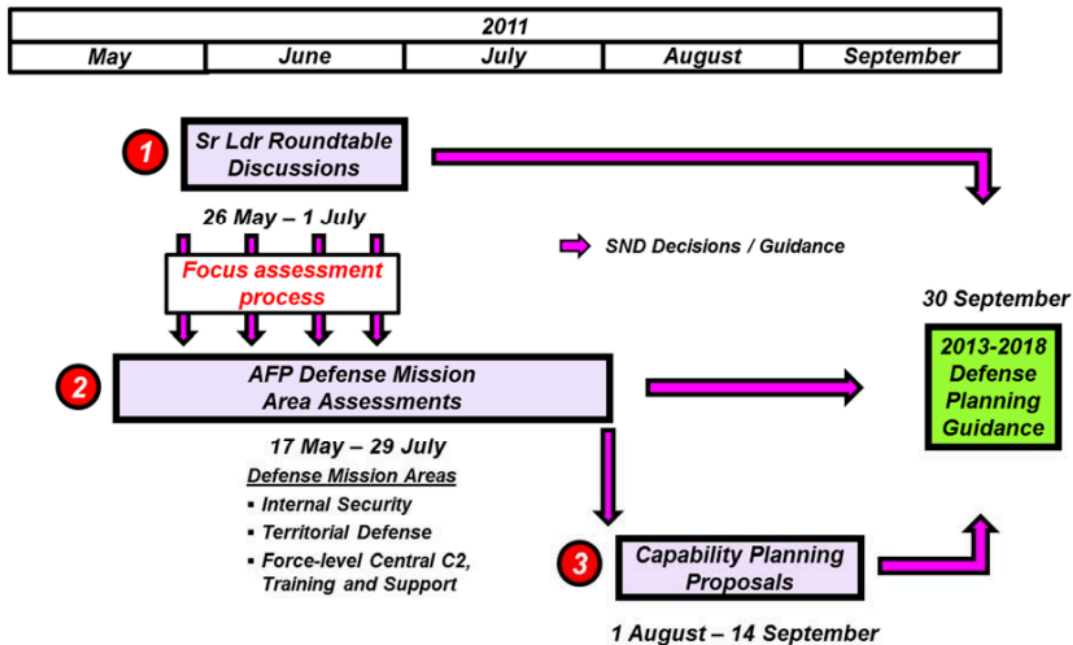


Figure 12. AFP DCAPS Effort. Adapted from David et al. (2017).

c. Defense Acquisition System

The Defense Acquisition System functions as a structured framework established to ensure a methodical evaluation of options available for securing substantial equipment, formalizing large-scale purchase contracts such as for ammunition, and formulating acquisition plans and procurement/contract documents that are fiscally prudent. This system is orchestrated to not only foster healthy competition among potential vendors but also to ensure that operational requisites are met timely and cost-effectively. All operations within the DAS are conducted in strict adherence to the stipulations outlined in the Government Procurement Reform Act and the corresponding Implementing Rules and Regulations (David et al., 2017).

A notable facet of the defense acquisition system is its decision-making process which engages in a meticulous analysis of capability planning proposals centered around material solutions. This involves a dual pass assessment strategy, reminiscent of the one adopted by the Australian Department of Defense. This dual pronged approach is crafted through collaborative efforts involving representatives from the DND, joint staff, and associated resource managers, with the AFP Deputy Chief of Staff for Logistics leading the AFP's assessment endeavors.

During the First Pass, referred to as the “Analysis of Potential Acquisition Approaches,” an evaluation of the relative virtues of the various approved strategies is undertaken, identifying the most promising strategies on the basis of their expected effectiveness in the intended operational backdrop, potential life cycle and annual operating costs, and fiscal affordability within the designated financial parameters. Following this initial scrutiny, a consultative approach is initiated wherein the SND, after dialoguing with Chief of Staff Armed Forces of the Philippines (CSAFP), resource managers, and other senior DND leaders, delineates the necessity and the prospective strategies to be explored further in the Second Pass.

The Second Pass, termed as the “Analysis of Potential Acquisition Alternatives,” aims to delve deeper into the relative merits of the shortlisted material alternatives, identifying a narrowed set of critical performance parameters that would satisfy the operational requirements while also encouraging competition among the potential vendors offering the most promising solutions. Both passes culminate in documented decisions endorsed by the SND, ensuring a holistic, collaborative, and systematic process in pursuing acquisition alternatives that serve the best interests of the national defense strategy.

To offer a detailed perspective on the intricately structured defense acquisition system process, with special focus on the dual pass assessment method and its underlying principles, refer to Figure 13 explaining this strategic endeavor.



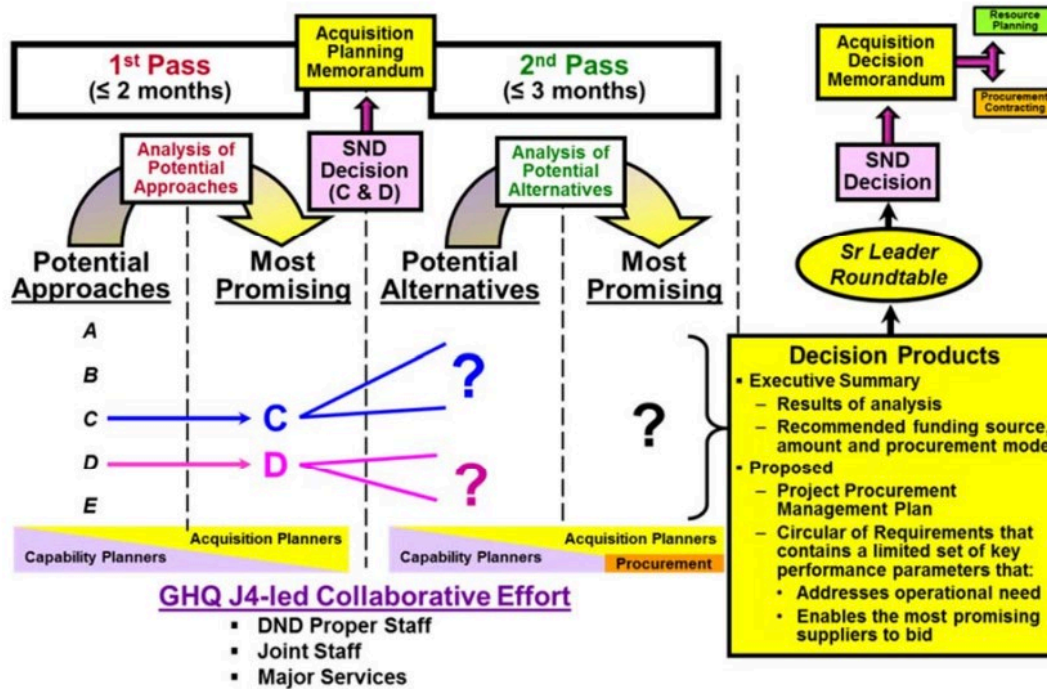


Figure 13. Defense Acquisition System Process. Adapted from David et al. (2017).

d. Defense Resource Management System

The Defense Resource Management System (DRMS) stands as the most mature among the quartet of systems that constitute the DSOM, evolving from the MYCaPS initiative (David et al., 2017). Within its structure, DRMS is bifurcated into two integral sub-components: the Planning, Programming, and Budgeting System (PPBS) and the Financial Management System (FMS). These dual systems synergize to orchestrate a logically grounded and coherent framework dedicated to steering defense resource planning guidelines, adjudicating over limited resources that are embroiled in a competitive terrain of defense endeavors, and conducting evaluative analyses on the outcomes against the benchmarks set in programmatic and financial managerial objectives.

The PPBS embarks on an annual venture of resource planning, fostering a culture that lauds analytical insights for informed program decision-making. The endeavor of PPBS extends beyond mere analysis; it seeks to empower the SND and resource managers with a tangible analytical foundation to pave the path for informed program decisions and

translating such decisions into actionable strategies through a collaborative synergy with other DSOM systems. By elucidating the comprehensive scope of available resources, it empowers senior figures to allocate them judiciously for optimal utilization. The funding avenues available are diverse, including avenues such as the General Appropriations Act (GAA), United Nations reimbursements for peacekeeping engagements, and the AFP Modernization Act Trust Fund, among others.

In the relentless pursuit of defense planning objectives, the PPBS crafts pivotal products such as the Defense Planning Guidance, articulating objectives and priorities for a span of six years, and a holistic Defense Program, illustrating how designated resource managers plan to fulfill the SND’s envisioned objectives.

The Financial Management System (FMS) functions consistently year-round, serving as a bedrock for expenditure oversight and ensuring that resources are utilized for their intended purposes. Instituted within its structure are quarterly evaluations of SND-CSAFP performance, rigorously measuring achievements against the financial and programmatic goals set forth by the SND. Among the outputs birthed by the FMS are annual plans and budgets, quarterly performance and financial execution reviews, and instructions catering to budget adjustments—these aim to realign funds in pursuit of top-tier objectives.

In its 2013–2018 incarnation, the PPBS adhered to the procedural framework delineated in MYCaPS, enriched by insights from CSAFP and deductions from the 2013–2018 DCAPS initiative. This collective approach encapsulated viewpoints across different echelons, echoing the DND’s commitment to embedding the DSOM procedure. Their ambition was geared towards cultivating a “lean yet fully equipped” operational force. The outcome of this endeavor led to directives that zeroed in on bridging the capability voids identified in DCAPS mission evaluations, addressing shortcomings spotlighted in the Joint Defense Assessment (JDA), and heeding the counsel of the Feliciano Commission.

For a more granular exploration of pivotal decision nodes within the DRMS methodology, David et al. (2017) present Figure 14, which lucidly charts the methodical advancement across various phases.



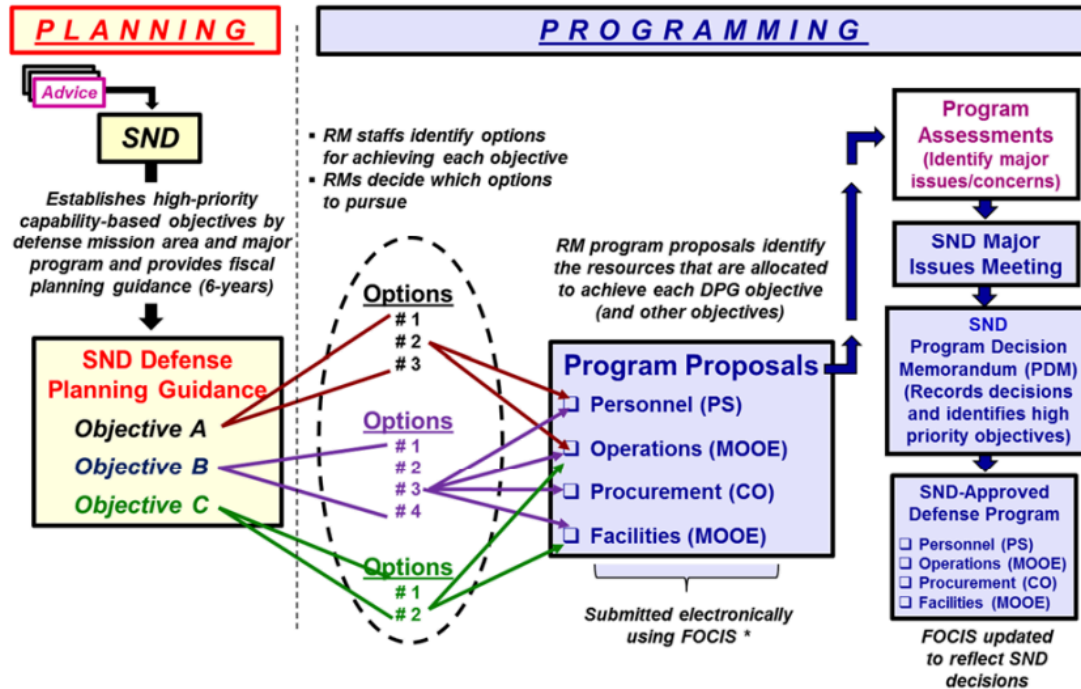


Figure 14. DRMS Process. Adapted from David et al. (2017).

2. The DSOM Process

The DSOM plays a central role in the Philippines' defense acquisition system. As the principal framework guiding the acquisition of defense materials and the implementation of defense programs, DSOM ensures that the AFP is capable of effectively addressing national security threats. DSOM provides a systematic, coordinated, and efficient approach to defense acquisition. It ensures that the acquisition process is aligned with the broader strategic defense goals and objectives, as identified in the planning stage of the DSOM process. In the context of defense acquisition, the DSOM guides each stage of the process.

a. Planning Stage

The planning stage is where the defense needs of the country are identified and translated into strategic goals and objectives. The AFP's major services (Army, Navy, and Air Force) identify their respective capability requirements. These are based on various factors, including current and projected security threats, available resources, and existing

defense capabilities. The output of this stage is a Defense Plan, which outlines the overall defense strategy and the corresponding capability requirements.

b. Programming Stage

During the programming stage, the capability requirements identified in the planning stage are translated into specific programs and projects (David & Taliaferro, 2018). These include, but are not limited to, procurement of new equipment, maintenance of existing equipment, and training programs. This stage also involves the initial estimation of the resources required to implement the programs and projects. The output of this stage is a Programmed Plan, which contains the specific programs and projects to be implemented over a specified period. Understanding the progression and key components of the programming stage is integral for effective defense planning. The detailed process of this stage, where capability requirements undergo a translation into actionable programs and projects.

c. Budgeting Stage

The budgeting stage involves the allocation of resources to the programs and projects identified in the Programmed Plan. This stage requires close coordination with the Department of Budget and Management and other relevant agencies to ensure the availability of funds. The output of this stage is a Defense Budget, which outlines the financial resources allocated to each program and project.

As the budgeting stage unfolds, the careful allocation of resources to the outlined programs and projects is of paramount importance. This intricate process, which mandates close liaison with key departments such as the Department of Budget and Management (David & Taliaferro, 2018).

d. Execution Stage

The execution stage involves the actual implementation of the programs and projects outlined in the Programmed Plan. This includes procurement activities, maintenance work, training programs, and any other activities necessary to achieve the desired defense capabilities. The execution stage also involves monitoring and evaluation



to ensure the programs and projects are implemented effectively and efficiently, and that they contribute to achieving the strategic goals and objectives outlined in the Defense Plan.

3. The Role of DSOM in the Philippines' Defense Acquisition System

The Philippine DND operates under its specific DAS as detailed in the DSOM handbook. The DAS is a systematic process that guides the DND and the AFP in the acquisition of defense materiel, including weapons, equipment, and supplies necessary to support the AFP's operational readiness and capability requirements (Department of National Defense, 2016). The defense procurement under the DAS follows a traditional acquisition process, with four main stages: planning, bidding, awarding, and contract implementation. During the planning stage, the focus is on identifying the requirements of the defense sector. This process involves outlining the specifications for potential solutions and estimating the resources needed to fulfill those requirements. The planning stage is also marked by the development of procurement plans and budget proposals, laying the groundwork for the acquisition process. The subsequent bidding stage, also known as the procurement phase, allows for competitive bidding once the plans are approved. All bids are rigorously evaluated to ensure compliance with the technical and financial requirements specified during the planning stage, ensuring transparency and competition aligned with the principles of the GPRA (2003). In the awarding phase, the contract is granted to the bidder offering the lowest calculated responsive bid. This essentially means that the bid meets all the requirements stipulated in the bid document and is priced at the lowest. By doing so, the DND ensures value for money and promotes financial prudence in defense spending (GPRA, 2003). The final stage, contract implementation, involves the successful bidder executing the contract under the supervision of the DND. This includes the delivery of goods or services, inspection, acceptance of the procured items, and ultimately, the payment for the fulfilled contract.

Although the DAS outlined in the DSOM Handbook is thorough and robust, it follows a traditionally linear path that might not provide the flexibility to address emergent and complex defense requirements. This highlights the potential necessity for a more adaptive acquisition process that can efficiently cater to the multifaceted needs of the



defense sector, possibly incorporating elements of rapid acquisition models similar to those employed in the U.S. DAS. While this procurement process has been effective in ensuring transparency and competitiveness, it may lack the agility and speed required to respond to dynamic security threats. Given the unique nature of defense threats and the need for rapid response, the one-size-fits-all approach may not be suitable for defense procurement (Chambers, 2014). Furthermore, the Philippine Defense Reform (PDR) program has acknowledged the need for reforms in the defense procurement system to strengthen the country's defense capabilities. The PDR aims to improve the procurement system's transparency, efficiency, and effectiveness, but the implementation of these reforms is an ongoing process.

C. SUMMARY

The background provided an overview of the defense acquisition systems in the United States and the Philippines. The U.S. system operates under a comprehensive regulatory framework with institutions like Congress, the executive branch, and the defense industry playing key roles. Core processes include the JCIDS, PPBE, and the DAS. These processes work in tandem, following different timelines to deliver capabilities to warfighters. The DAS aims to acquire quality products on time and at fair cost, using flexible and tailored approaches like the AAF. The Philippine system centers on the GPRA which promotes transparency, competitiveness, and accountability. However, the linear, one-size-fits-all model may lack the agility needed for defense acquisitions. The DSOM guides Philippine defense planning and acquisition but could benefit from greater flexibility.

With an understanding of the key characteristics, strengths and limitations of the U.S. and Philippine defense acquisition systems, we now transition to comparative studies of specific acquisition projects. Examining completed acquisition endeavors through a comparative lens offers valuable insights. This can elucidate best practices and lessons learned that could inform improvements in acquisition processes. Comparing completed projects across the U.S. and Philippines systems highlights how contextual differences influence acquisition outcomes. The next chapter presents comparative case studies of



acquisition projects, aiming to draw meaningful recommendations for enhancing acquisition processes, especially for the Philippines seeking to address urgent defense modernization needs.



III. COMPARATIVE STUDIES OF ACQUISITION PROJECTS

In this chapter, a comparative study of acquisition projects is conducted to examine the defense acquisition systems of the United States and the Philippines. The analysis delves into the structure, processes, and approaches employed by each country in their respective defense acquisition processes. The primary objective of this study is to highlight the differences between the two systems and pinpoint potential areas for enhancement within the defense acquisition framework of the Philippines. By examining these aspects, valuable insights can be gained to improve the efficiency and effectiveness of the Philippines' defense acquisition endeavors.

The U.S. DAS has developed a robust and highly institutionalized defense acquisition process. This system operates under a comprehensive set of legal and regulatory documents, including the FAR, the DFARS, and the DOD directives and instructions. These documents outline the guidelines and procedures that govern defense procurement activities in the United States (DAU, 2020b). A notable feature of the U.S. DAS is the RAP, specifically designed to address urgent operational needs and expedite the acquisition of critical defense assets. The successful implementation of the MRAP vehicle project serves as a prime example of the effectiveness of the DOD RAP. This project demonstrated the system's ability to respond promptly to emerging threats, such as IED attacks, by streamlining the procurement process. The RAP highlights the importance of adaptability and speed in defense acquisition, enabling the United States to acquire essential capabilities in a timely manner to fulfill operational needs. This dynamic process acknowledges that not all defense acquisition projects are equal, which necessitates accelerated procedures to respond swiftly to emerging threats and rapid technological advancements. The RAP in the United States DOD exemplifies this agility and flexibility, enabling accelerated procurement in situations where standard procedures may prove inadequate or time-consuming (Fox et al., 2011).

In contrast to the United States, the defense acquisition system in the Philippines adheres to a more traditional and less flexible procurement method. Governed by the Republic Act No. 9184, or the Government Procurement Reform Act (GPRA), the system



follows a one-size-fits-all approach, encompassing the procurement of goods, infrastructure, and consulting services (GPRA, 2003). While this system ensures transparency, competitiveness, and accountability, it may lack the agility and responsiveness required to address dynamic and complex security challenges (Republic of the Philippines, 2004). The DND of the Philippines has established its defense acquisition system. However, unlike the DOD RAP, the defense acquisition system primarily adheres to traditional procurement stages and does not include provisions for expedited acquisition in response to urgent operational needs. This absence of a distinct RAP raises questions about the system's ability to effectively respond to emergent threats and rapidly evolving operational landscapes (Department of National Defense, 2016).

These notable disparities between the defense acquisition systems of the United States and the Philippines emphasize the pressing need for the Philippines to consider adopting an agile and responsive RAP akin to that of the United States. By highlighting the disparities, the study aims to identify potential areas for improvement within the Philippine defense acquisition process, drawing insights from the successful aspects of the U.S. defense acquisition process. These findings will provide valuable insights for policymakers, defense officials, and stakeholders to contribute to the ongoing discussions on defense acquisition reform and the potential adoption of a RAP in the Philippines. Through this analysis, the study aims to bridge the knowledge gap in defense acquisition systems, contribute to academic literature, and provide practical recommendations for the improvement of the Philippine defense procurement system. Given the evolving security landscape in the Philippines, the implementation of an adaptable and expeditious procurement process could significantly enhance the country's defense capabilities, enabling more effective responses to emergent threats and strengthening its position in territorial disputes in the South China Sea.

A. THE MRAP PROGRAM

The MRAP program emerged out of a pressing need for enhanced protection for the U.S. armed forces in Iraq and Afghanistan. During the Iraq and Afghanistan conflicts, the insurgency's adoption of IEDs as their primary weapon of choice created a deadly and



unpredictable landscape for U.S. troops. These IEDs became the leading cause of casualties, accounting for over two-thirds of U.S. casualties in both regions (GAO, 2008). To address this escalating danger, the DOD implemented measures to enhance the protection of military vehicles by adding armor kits to existing high mobility multipurpose wheeled vehicles (HMMWVs) and procurement of armored HMMWVs. However, even with added protection, the flat bottom of the HMMWVs left them vulnerable to buried IEDs, making it clear that standard military vehicles were not sufficient to counter these attacks (Gansler et al., 2010).

As these combat operations unfolded, it became evident that the HMMWVs were ill-equipped to withstand the mounting threats posed by IEDs. The situation demanded immediate action and a new approach to safeguarding the lives of those serving on the front lines. In response to this urgent operational challenge, the DOD recognized the necessity for a specialized vehicle that could effectively counter the growing IED threat. The MRAP program was conceived as a transformative solution to provide unparalleled protection to warfighters in high-risk environments. The program's cardinal mission was the swift conceptualization, procurement, and dispatch of vehicles explicitly crafted to counter IED onslaughts and surprise ambushes. The MRAP vehicles featured an armored truck design with a distinctive V-shaped and elevated chassis to deflect and absorb bomb blasts effectively, minimizing the impact on the troops inside. Recognizing the urgency of the situation, the DOD initiated the MRAP program under the framework of the RAP. The paramount goal of the MRAP program was to field as many survivable vehicles as possible, and it achieved this objective remarkably well. Within a remarkably short span of two years from its commencement in early 2007, the MRAP program demonstrated its success by producing and deploying more than 10,000 MRAP vehicles. This swift and efficient action not only showcased the effectiveness of the RAP but also became instrumental in safeguarding the lives of military personnel operating in high-risk environments (Friedman et al., 2013). Thus, the MRAP program exemplifies the magnitude and effectiveness achievable through the RAP, driven by a sense of urgency, support from the highest levels of government, and the collaborative efforts of government agencies and private industry partners.



1. Acquisition Strategy

In an unprecedented move to quickly provide MRAP vehicles to troops on the frontline, the DOD crafted a specialized acquisition strategy. This strategy, rather than focusing on developing new technologies from scratch, hinged on utilizing technologies that were already available and tested. They turned to the commercial sector for rapid solutions, aiming to leverage products that were readily accessible (Sullivan, 2009). The DOD's unique approach was characterized by streamlining the acquisition processes. Minimal operational requirements were set, and there was a concerted effort to make use of technologies that had a proven track record. One of the most notable features of this strategy was the concurrent nature of production, testing, and deployment. The goal was straightforward: to ensure that the most secure and robust vehicles reached the troops as soon as feasibly possible (Sullivan, 2009). Further emphasizing the streamlined approach, the DOD extended IDIQ contracts to nine commercial entities. Each contractor needed to supply a minimum of four vehicles for assessment. The evaluation itself was staggered, with each testing phase being more advanced than the last, and these results then played a significant role in influencing subsequent orders. To further speed up the process, the final touches, including the integration of specific mission equipment packages, were managed directly by the government (Sullivan, 2009).

The DOD's commitment to the MRAP program was evident. It was not only designated as a top-priority project but was also supported with measures to reinforce the urgency of the endeavor (Sullivan, 2009). Key decisions included the formation of the MRAP Task Force in May 2007 and the granting of a special DX rating to the MRAP, underscoring its priority in the acquisition ecosystem. In addition to these steps, the Army's secretary expanded the supply chain for armor plate steel to expedite production. Recognizing potential hitches in the production process, the DOD preemptively funded enhancements in steel and tire production, ensuring no hold-ups in the MRAP's manufacturing process due to a scarcity of these materials (Sullivan, 2009).

Contrary to the conventional acquisition protocol of the DOD, which mandates thorough testing before any deployment, the urgent need for fortified vehicles led to the adoption of a phased approach. This deviation was characterized by a significant overlap



between the testing phases and the actual deployment of the MRAP vehicles. The urgency of the situation was such that numerous orders were placed even before the onset of the operational testing phase. Figure 15 offers a visual representation of this concurrent testing strategy.

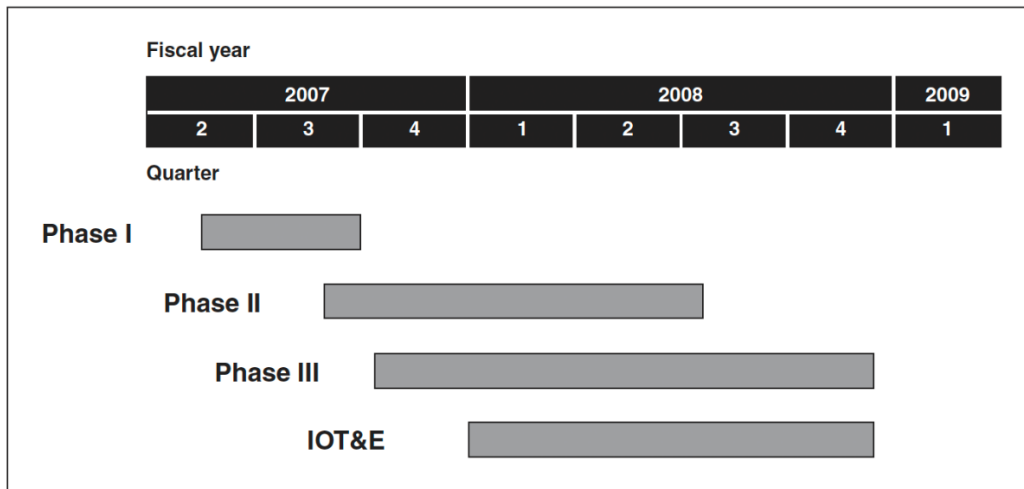


Figure 15. MRAP Development and Operational Test Plan. Adapted from Sullivan (2009).

In 2007, the MRAP Test and Evaluation Master Plan garnered approval from the director of operational test and evaluation. As early as March of that year, prospective vehicles underwent rigorous testing, both in terms of ballistics and automotive capabilities. The structured test plan comprised three distinct phases: developmental tests (DTs) and an initial operational test and evaluation (IOT&E) (Sullivan, 2009). The initial phase, or Phase I, involved a restrained user evaluation. As the testing advanced to Phase II, it expanded to a more exhaustive vehicle assessment. This phase centered on determining whether the vehicles met the required standards in the face of ballistic threats. Progressing to Phase III, the bar was set even higher in terms of ballistic performance, accounting for newer, evolving threats. This third phase also incorporated evaluations of protection outside of ballistics, including high-altitude electromagnetic pulse analysis (Sullivan, 2009). When subjected to IOT&E, each MRAP variant was assessed. Findings revealed that while all were operationally resilient and effective, there were specific constraints linked to the

vehicle's dimensions, weight, mobility, and certain weapon limitations. The phased methodology of testing underscored the urgency of the situation, ensuring that vehicles were deployed promptly. Despite the mentioned limitations, all vehicles cleared the operational tests. It's noteworthy to mention that the MRAP program was pivotal in addressing the challenges and threats the military encountered in regions like Iraq and Afghanistan (Sullivan, 2009).

2. Role of the Rapid Acquisition Process

The defense acquisition process, with its intricate weave of laws, regulations, and established business practices, has matured over several years. Primarily linear, it is organized in compartments and driven by processes. It leans heavily towards risk aversion, emphasizing cost considerations, fraud deterrence, and corruption prevention. While this structure efficiently manages extensive, high-profile projects like advanced weaponry developments spanning years, it's less agile when rapid acquisitions are required. Rapid Acquisition Process (RAP), in contrast, focuses on swift deployments, even if that means leveraging existing technologies with some modifications or imperfections. The urgent needs of such acquisitions necessitate compressed tasks and often rely on makeshift organizations to work within, or sometimes alongside, the conventional program (Gansler et al., 2010).

According to the Office of the Under Secretary of Defense for Acquisition, Technology, and Logistics (2009), Combatant Commands (COCOMs) pinpoint immediate operational demands. Addressing these needs varies in approach based on their intricacy. For instance, straightforward requirements might be met using local resources and operations. In contrast, intricate and expensive ones go through specific validation processes of service-specific or Joint Staff. Establishing a validated need is essential to start the acquisition. Each military branch follows its distinct processes for urgent needs and rapid acquisitions. Recognizing the need for a cohesive approach for shared needs, the Joint Urgent Operational Needs Statement (JUONS) was introduced in 2004. Post its validation by the Joint Staff J8, the JUONS is further scrutinized by the Joint Requirements Oversight Council (JROC). Once greenlit, the Joint Rapid Acquisition Cell (JRAC)



identifies a suitable source and a home within a service or agency. Today, the DOD houses over 20 such specialized organizations catering to these urgent needs (Office of the Under Secretary of Defense for Acquisition, Technology, and Logistics, 2009).

Friedman et al. (2013) highlighted an integral role of the RAP in the successful execution of the MRAP program, addressing the urgent and critical need for enhanced vehicle protection against IEDs. Through its streamlined procedures and accelerated timelines, the process enabled a rapid response to this emergent requirement. It efficiently identified and validated the necessity for MRAP vehicles, leading to the swift allocation of essential resources, such as funds and technical expertise. The process also emphasized rapid prototyping and testing, which aided in the efficient development and production of the vehicles. Moreover, the RAP encouraged concurrent activities and bypassed certain traditional bureaucratic hurdles, significantly reducing the project timeline. This streamlined approach allowed the MRAP vehicles to be rapidly fielded and deployed to meet the pressing needs on the battlefield. Finally, in the post-deployment phase, the RAP facilitated a prompt and thorough assessment of the MRAP vehicles' effectiveness and functionality, informing further improvements and iterations of the design (Friedman et al., 2013). The agility, efficiency, and responsiveness demonstrated by this process underscore its crucial role in the success MRAP program.

3. Success Factors and Challenges

The MRAP program experienced a combination of accomplishments and obstacles in its implementation. While largely successful, the program encountered several notable challenges that required careful management and innovative solutions. The successful fulfillment of the urgent MRAP deployment requirement can be attributed to several key success factors (Sullivan, 2009). First, the DOD opted for a streamlined approach by defining clear and straightforward requirements, avoiding rigid, pre-defined solutions. This flexibility allowed for effective adaptation to evolving needs. Second, the DOD maintained a strong focus on mature technologies and stable designs while enforcing a tight and unyielding schedule that ensured timely progress. Moreover, the DOD's role as the integrator of government-furnished equipment post-initial delivery helped mitigate certain



risks and uncertainties. Third, the MRAP initiative received the highest acquisition priority, prompting enthusiastic and constructive responses from participating contractors to meet the stipulated demands. Fourth, the decisive advantage of full and timely funding for the acquisition significantly contributed to the program's overall success. Finally, the continuous integration of feedback from field units into the design and manufacturing process resulted in constant enhancements in the vehicle's performance.

The MRAP program encountered several notable challenges during its implementation. First, logistical challenges arose due to the rapid and extensive deployment of MRAP vehicles, necessitating careful management of the project's scale and speed. Second, the emphasis on speed presented testing and quality assurance challenges, requiring diligent efforts to ensure thorough and reliable procedures. Third, balancing the variety of vehicle designs from multiple manufacturers with standardization to facilitate ease of maintenance proved to be a complex task. Finally, the expedited deployment of MRAP vehicles in response to urgent operational requirements resulted in certain long-term sustainment uncertainties and support costs over the vehicle's life cycle (Friedman et al., 2013). Despite these hurdles, the MRAP program served as an exemplary illustration of successful rapid acquisition in response to evolving operational needs. The combination of innovative approaches, collaborative efforts, and a willingness to adapt contributed to its overall success. By acknowledging both its achievements and challenges, the MRAP program provides valuable insights for future rapid acquisition initiatives.

4. Impact and Effectiveness

The MRAP program exerted a profound and remarkably effective impact in fulfilling its primary objective: the preservation of lives and the reduction of casualties. As elucidated in the research conducted by Friedman et al. (2013), the deployment of MRAP vehicles yielded a significant decrease in troop fatalities and injuries arising from IED attacks, presenting a marked superiority over conventional tactical vehicles in terms of protective capabilities. This advantage can be attributed to the ingenious design of the MRAP vehicles' V-shaped hull, which was designed to deflect explosive forces originating from beneath the vehicle. This innovation provided the MRAP vehicles an upper hand over



traditional flat-bottomed vehicles that were more vulnerable to such attacks (Friedman et al., 2013).

In addition to its tangible outcomes, the program also bore a noteworthy psychological impact. The introduction of the MRAP program bolstered troop morale, as it demonstrated the military's steadfast commitment to ensuring the safety and security of its personnel (Friedman et al., 2013). However, it is prudent to acknowledge that the MRAP vehicles demonstrated exceptional efficacy in specific contexts, particularly in countering IED threats. They were not without limitations. For instance, their considerable size and weight rendered them less suitable for certain terrains and types of missions. In essence, the MRAP program stands as a testament to the potential of the RAP in swiftly responding to emergent operational needs, culminating in tangible, positive effects on mission outcomes and troop safety.

Instead of imposing stringent design specifications, the MRAP program granted considerable leeway to manufacturers, establishing fundamental guidelines for survivability and standards. By avoiding rigidly prescribed designs and harnessing commercial-off-the-shelf (COTS) technology, manufacturers were able to swiftly develop and test prototypes within a matter of weeks, rather than enduring the lengthy timelines of months or even years. This approach not only facilitated rapid prototyping but also fostered the emergence of inventive designs and innovations, significantly boosting the production rate (Gansler et al., 2010). By embracing innovative strategies and maintaining a steadfast commitment to fulfilling warfighters' needs, the program's successes can serve as valuable lessons for future military initiatives and acquisition endeavors.

B. PHILIPPINE NAVY'S SCANEAGLE UNMANNED AIRCRAFT SYSTEM ACQUISITION

The acquisition of the ScanEagle Unmanned Aircraft System (UAS) by the Philippine Navy signifies a notable advancement in their intelligence, surveillance, and reconnaissance (ISR) capabilities and represents a significant stride in the overall modernization of the country's naval forces. In the subsequent section, we delve into a comprehensive examination of this acquisition procedure.



1. Identifying the Need for ISR Enhancement

The ScanEagle UAS acquisition by the Philippine Navy in 2017 marked a significant advancement in the military's response to a rapidly evolving security landscape. The urgency of enhancing ISR capabilities was underscored by increasing maritime security threats. These threats included territorial disputes in the South China Sea; escalating piracy incidents in the Sulu and Celebes Seas; illegal, unreported, and unregulated (IUU) fishing; and a variety of other illicit maritime activities that posed significant challenges to the sovereignty and security of the Philippines.

In this context, the acquisition of the ScanEagle UAS was not merely a tactical decision, but a strategic imperative. The new platform would provide a much-needed boost to the Philippine Navy's ability to monitor its vast maritime territories and exclusive economic zone (EEZ), enabling it to better detect, identify, and respond to potential threats.

The ScanEagle UAS, with its proven track record in maritime ISR operations, offered a range of features that made it well-suited to the Philippines' requirements. It could provide real-time high-resolution imagery, track moving or stationary targets over a wide area, and stay airborne for extended periods. In addition, it could operate in diverse weather conditions, thus offering flexibility and resilience in a region often affected by tropical weather phenomena.

By integrating this advanced UAS into its maritime operations, the Philippine Navy could significantly enhance its maritime situational awareness, operational effectiveness, and decision-making process. The increased ISR capabilities would also support cooperative efforts with regional and international partners in addressing shared security challenges (Naval Technology, 2020).

The acquisition process, conducted under the framework of the DSOM, was characterized by careful planning, rigorous evaluation, and adherence to established procurement protocols. After a series of dialogues with the Philippines' Joint U.S. Military Assistance Group (JUSMAG-Phil), the acquisition was formalized in February 2019. The procurement was facilitated by the Maritime Security Initiative Program of the United



States, reflecting the close defense ties and mutual security interests between the two countries (Janes, 2020).

The ScanEagle UAS acquisition project culminated in 2020, when the Philippine Navy formally received eight new ScanEagle 2 tactical unmanned aerial vehicles. This marked a significant milestone in the Philippines Navy's ongoing modernization program and symbolized its commitment to bolstering national defense capabilities in response to contemporary security challenges (Naval News, 2020).

2. Formalizing the Acquisition Project

After the need was identified, the project was formalized in February 2019 following a series of dialogues with JUSMAG-Phil. These discussions would have included detailed assessments of the specific requirements, capabilities, and costs associated with the acquisition of the ScanEagle UAS (Naval News, 2020).

3. Procurement through the Maritime Security Initiative Program

The acquisition of the ScanEagle UAS system and its associated equipment was realized through the Maritime Security Initiative program of the United States. This program was designed to support Southeast Asian nations in enhancing their maritime security capabilities. As a part of this initiative, the U.S. government provided the funding required for the ScanEagle UAS acquisition (Naval Technology, 2020).

4. Awarding the Contract and Delivery of the ScanEagle UAS

Insitu, a subsidiary of Boeing, was awarded the contract for the ScanEagle UAS. Following the contract award, Insitu produced and delivered eight ScanEagle 2 tactical unmanned aerial vehicles (UAVs) to the Philippine Navy. The formal reception of the UAVs by the Philippine Navy occurred in 2020, three years after the need was initially identified (Janes, 2020).

5. Deployment and Operationalization of the ScanEagle UAS

Upon delivery, the ScanEagle UAS became a significant asset for the Philippine Navy in its ISR operations. The UAVs are expected to greatly enhance the Navy's maritime



domain awareness, enabling more effective monitoring and enforcement activities in Philippine waters.

C. SUMMARY

The Philippine Navy followed a traditional, systematic acquisition process as prescribed by the DSOM. Although the process took several years from the identification of the need to the deployment of the UAVs, the careful planning, rigorous assessments, and multiple stages of approvals inherent in the DSOM ensured a thorough evaluation of the requirements and a careful allocation of resources. However, the comparison with the DOD RAP raises the question of whether there may be situations where a more agile and expedited acquisition process could be beneficial for the Philippine defense forces. In scenarios where there are immediate and urgent operational requirements, the ability to procure and deploy necessary capabilities quickly could have significant strategic and operational advantages.

The MRAP vehicle project, initiated by the United States, provides a distinct example of rapid acquisition, often referred to as the “warfighter’s solution.” The MRAP vehicles, designed to safeguard troops from IEDs in Iraq and Afghanistan, were urgently needed. The United States DOD employed a RAP, responding to these urgent operational needs. The process involved a quick shift from identifying the need to initiating the procurement process and swiftly moving to contract awarding and production. As a result, the MRAP vehicles were delivered and deployed in a comparatively short span of time (Friedman et al., 2013).

By contrast, the ScanEagle UAV acquisition by the Philippine Navy provides an example of a more traditional, systematic acquisition process under the DSOM framework. The Philippine Navy identified a need for improved ISR capabilities in 2017. Following a series of dialogues with JUSMAG-Phil, the requirement was formalized in February 2019. The ScanEagle UAV system was eventually received in 2020 (Janes, 2020; Vavasseur, 2020). This traditional acquisition process, although systematic and thorough, often results in longer timelines from the identification of a requirement to deployment. This is due to



the extensive focus on careful planning, rigorous assessment and approval stages, and coordination among different stakeholders.

In the case of sudden or emerging defense needs, such as territorial disputes or an escalating security situation, the example of the U.S. MRAP acquisition suggests that a RAP may offer several advantages for the Philippines. It would allow the Philippine armed forces to swiftly procure and deploy urgently needed capabilities, potentially providing them with a critical edge in the face of immediate threats. However, adopting a rapid acquisition approach would require strategic adjustments and reforms in the Philippine defense acquisition system. It's important to evaluate the feasibility, potential benefits, and risks of such a shift in the Philippine context.



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IV. ANALYSIS

This comprehensive analysis chapter explores the complexities of defense acquisition systems in both the United States and the Philippines. Its primary objective is to shed light on the contrasting nature of these systems, with a particular focus on the agility and responsiveness exhibited by the United States RAP when compared to the Philippines' more rigid and conventional approach. The examination illuminates significant disparities across several critical dimensions. First, it underscores the remarkable flexibility that characterizes the U.S. rapid acquisition framework. This flexibility allows the DOD to swiftly adapt to evolving threats and changing circumstances, and it stands in stark contrast to the comparatively cumbersome and inflexible traditional acquisition process employed by the Philippines. Moreover, the analysis highlights a series of regulatory discrepancies between the two nations, demonstrating that the United States has established a regulatory environment that fosters innovation and expeditious decision-making. Meanwhile, the Philippines struggles with regulatory bottlenecks that hinder the rapid procurement of essential defense assets. In addition, the chapter highlights differences in workforce expertise, emphasizing the United States' robust cadre of professionals adept at navigating the intricacies of rapid acquisition. In contrast, the Philippines faces a shortage of skilled personnel with the requisite knowledge and experience, a significant impediment to embracing rapid acquisition techniques effectively. Lastly, the organizational capacities of the two nations' defense acquisition systems were compared, revealing disparities in resource allocation, coordination mechanisms, and overall efficiency. The United States possesses a distinct advantage over the Philippines in this regard due to its well-established and interconnected defense agencies. These insights underscore the pressing need for reform within the Philippines' defense acquisition system. Addressing the identified shortcomings in regulations, bolstering workforce expertise, and enhancing organizational capacities are all critical steps toward enabling the Philippines to respond more swiftly to urgent capability requirements through the effective implementation of rapid acquisition techniques. By doing so, the Philippines can better safeguard its national security interests and protect its vast maritime territories.



A. ANALYSIS OF THE DEFENSE ACQUISITION SYSTEM IN THE UNITED STATES

1. Process Frameworks

The process framework for U.S. defense acquisition provides multiple avenues for timeline compression when necessitated by threats. The urgent operational needs process allows interim solutions to be fielded in under two years before initiating traditional acquisition. Rapid prototyping accelerates capability demonstration for limited deployment of concepts to support urgent needs. Middle Tier Acquisition provides flexibility between rapid and traditional approaches. Policies enable tailoring traditional requirements like testing and reporting based on Urgency. Empowered Program Managers selectively accelerate essential activities.

In the realm of rapid acquisition, flexibility and speed are paramount. It leverages concurrent activities, deftly tailoring traditional procedures, and embracing operational risk to accelerate timelines. Concurrent activities break the mold by allowing certain processes to be carried out in parallel, eliminating unnecessary sequential delays. Tailoring selectively applies only vital traditional acquisition policies rather than all requirements that apply to traditional projects, avoiding the bureaucratic red tape that can slow down progress. Operational risk is accepted, but it's managed. It allows for the deployment of a minimum viable product that can be iteratively upgraded. Specialized JRAC becomes the hub of expertise, streamlining complex processes to ensure rapid fielding of needed capabilities to the warfighters (OSD[A], 2023).

These accelerated timelines of rapid acquisition are enabled by various flexibility mechanisms:

- Validation of urgent operational needs triggers immediate development efforts, sidestepping the wait for formal requirement documents.
- Leveraging existing technologies and COTS products with minor modifications, sparing the time-consuming development of custom solutions.



- Relying more on rapid prototyping and concurrent testing while accepting some risk in the pursuit of speed.
- Contracting processes are tailored to essentials like pricing and deliverables rather than exhaustive proposal processes.
- Funds are allocated promptly through rapid procurement channels, ensuring resources don't become a bottleneck.
- PMs are given the autonomy to navigate through bureaucratic barriers selectively.
- Special acquisition authorities can waive certain policies and statutes to expedite progress.
- Industry collaboration is facilitated through flexible terms, recognizing that partnerships can accelerate innovation.

The OUSD(A&S) assumes a pivotal role in overseeing rapid acquisition initiatives through the establishment of policies and governance mechanisms. Collaboratively, the Director of Operational Test and Evaluation participates in the process to ensure the efficacy of testing procedures. Each branch of the military maintains its distinct rapid acquisition organization such as the Army's Rapid Equipping Force, the Navy's Urgent Needs Process/Rapid Capabilities Office, and the Air Force's Rapid Capabilities Office, all contributing to the overall effort. Furthermore, avenues for collaboration with technology firms and academic institutions are provided through entities like the Defense Innovation Unit and Defense Advanced Research Projects Agency. A robust system of Congressional oversight, GAO audits, and extensive media coverage collectively serve to ensure transparency and accountability in these endeavors.

2. Regulatory Frameworks

The United States, often regarded as a frontrunner in defense capabilities and technologies, has meticulously refined its acquisition strategies to adapt to a constantly



evolving global defense landscape. The overarching laws and regulations have been thoughtfully crafted to create ample opportunities for expediting the acquisition of technologies deemed vital for national defense needs. For instance, Title 10 USC Chapter 253 codified rapid acquisition authority allows initiation of urgent requirements based on informal operational needs statements rather than waiting for formal requirement documents (Title 10 Ch. 253, 2022). Furthermore, various mechanisms are in place to expedite the allocation of funds, streamline testing protocols, bypass delays in contracting procedures, and selectively relax policy compliance requirements for urgent projects. Robust reporting mechanisms to Congress and other oversight bodies ensure accountability, even in the face of increased flexibility and agility.

Historically, the United States' conventional defense acquisition systems, despite their comprehensiveness, were often under scrutiny due to the extensive timeframes they entailed (U.S. Department of Defense, 2016). This hidden inefficiency became particularly glaring in the face of unforeseen combat exigencies. Consequently, to bridge this gap between procedural thoroughness and operational urgency, the DOD birthed the Rapid Acquisition Processes. This initiative was envisioned as a quick duct to facilitate the acquisition of indispensable defense equipment in time-sensitive situations, particularly when traditional channels would prove inadequate or dilatory.

At the core of the DOD RAP stands robust regulatory frameworks and a collection of essential documents. Title 10 of the U.S. Code grants crucial legal flexibilities and exemptions, while the NDAA facilitates funding for these endeavors. This regulatory structure is further fortified by the Federal Acquisition Regulation and the Defense Federal Acquisition Regulation Supplement. In addition, DOD Directive 5000.71 and DOD Instruction 5000.81 lay down comprehensive policy guidelines and procedures (DAU, 2022b). The JUONS and joint emergent operational needs statement (JEONS) provide standardized formats for submitting urgent needs requests. These documents not only define the landscape of acquisition but also ensure that the rapid procurement process aligns with the core principles of defense acquisition. Moreover, the JROC and the Joint Staff J-8 validate urgent capability needs. This synergy ensures that the swift processes do not sidestep the overarching defense objectives, thereby combining urgency with



methodological rigor (Chairman of the Joint Chiefs of Staff, 2021). In essence, the DOD RAP provides a specialized framework for the swift delivery of critical capabilities by selectively accelerating, eliminating, or tailoring certain traditional acquisition policies and practices. The extensive governance mechanisms aim to maintain accountability while preserving flexibility, allowing urgent needs to be addressed in a matter of months rather than years, thereby filling a crucial gap in the defense acquisition system.

3. Acquisition Workforce Capabilities

The United States' investments in cultivating a highly specialized acquisition workforce are a testament to its commitment to maintaining a state-of-the-art defense procurement system. These professionals, drawn from diverse backgrounds, are united by their proficiency in the intricate skill set required to adeptly navigate the complexity of defense procurement systems. In adherence to the Defense Acquisition Workforce Improvement Act of 1990 (Pub. L. 101–510, 1990), the DOD has diligently monitored and reported on this acquisition workforce since 1992. This workforce shoulders the significant responsibility of executing and overseeing the acquisition process, accounting for 2022 expenditures of over \$400 billion within the DOD for goods and services. This surpasses the combined procurement budgets of all other federal agencies (USA Spending, 2022). The dedicated cadre of defense acquisition professionals plays a pivotal role in ensuring the military's operational readiness, supporting the DOD's operational and business functions, and advancing public policy priorities, all while diligently stewarding taxpayer dollars.

The acquisition workforce includes both military and DOD civilian personnel, a designation that hinges on their roles being classified as acquisition positions. This workforce has seen substantial growth and now comprises more than 180,000 military and civilian professionals spread across the DOD. By statutory mandate, the DOD is required to formally designate specific positions within certain areas as acquisition positions (Bistarkey & Howard, 2022). The BtB initiative has streamlined from 14 career fields to 6 functional areas while concurrently introducing cross-cutting knowledge areas and associated certification structures. These adjustments hold the potential to establish more



precise job requirements and foster nimble learning opportunities that align with acquisition workforce needs. beyond domain expertise, the acquisition workforce encompasses individuals well-versed in critical program management disciplines, serving as integrators across contracting, logistics, testing, and other facets. These program managers prioritize operational outcomes, facilitate expert collaboration, and synthesize intergraded findings, thereby enabling decision-makers to make informed choices that balance cost, schedule, and performance tradeoffs. They also provide vigilant oversight throughout the acquisition life cycle, ensure alignment with requirements, and lead corrective actions when necessary (DAU, 2022a).

The DAU stands as a vanguard in the continuous enhancement of workforce capabilities through cutting-edge training systems. In addition to imparting fundamental concepts, DAU's training philosophy hones critical thinking, analysis, and decision-making skills tailored to various acquisition roles (DAU, 2023). This emphasis on problem-solving equips professionals to tailor acquisition strategies to project needs rather than rigidly adhering to prescriptive templates. DAU also fosters extensive peer collaboration, mentorship programs, and knowledge sharing, enabling the acquisition workforce to remain at the frontier of innovation and best practices.

Congress has actively supported the workforce growth initiative by establishing the Defense Acquisition Workforce Development Fund through Section 852 of the NDAA for FY 2008 (Pub. L. 110–181, 2008). Additionally, Section 833 of the FY 2009 NDAA (Pub. L. 110–417, 2008) introduced an Expedited Hiring Authority for specific civilian acquisition workforce positions that experienced critical hiring needs or severe candidate shortages (Gates et al., 2021). They played a pivotal role in supporting the acquisition workforce by providing targeted funds for recruitment and hiring during periods of resource constraints and personnel reductions. In sum, the proficient, empowered, and adaptable acquisition workforce serves as the centerpiece of the defense acquisition enterprise, contributing significantly to its agility and efficacy. To uphold this critical institutional advantage in an ever-evolving security landscape, sustained investments in recruitment, training, empowerment, and expertise development are essential. As technology advances and geopolitical dynamics evolve, this workforce will remain at the



forefront of ensuring that the United States maintains its edge in defense acquisition in a rapidly evolving security environment (Gates et al., 2021).

B. ANALYSIS OF THE DEFENSE ACQUISITION SYSTEM IN THE PHILIPPINES

1. Process Frameworks

In examining the defense acquisition system in the Philippines, a critical step entails a comprehensive analysis of the existing process frameworks. These frameworks are designed to guide and oversee the various facets of defense acquisitions, ranging from the conceptualization to the realization of defense projects, and play an essential role in ensuring that the nation's defense mechanisms are robust and can stand the test of evolving security challenges.

It is imperative to scrutinize the foundation and function of these frameworks to understand how they can be optimized to secure the Philippines more effectively. The assessment involves exploring the protocols that steer procurement strategies, the systematic approaches adopted in policy formulations, and the regulatory checks in place that monitor the acquisition process. To gain an in-depth understanding of the Philippines' defense acquisition process frameworks, it is critical to note the integrative and structured approach promoted through the Defense System of Management. The DSOM, a significant offshoot of the Philippine Defense Reform Program (PDRP), serves as the blueprint that delineates the path from strategic direction and policy formulation to a well-articulated resource allocation mechanism, hence forming a coherent roadmap for defense acquisitions (David et al., 2017).

The introduction of DSOM has marked a decisive shift towards a more organized and responsive defense acquisition approach. It acts as a guideline that establishes procedural clarity, identifies avenues for strategic partnerships, and risk management, and creates frameworks that are reflective of the evolving geopolitical landscape. The overarching goal is to foster a system that can adapt to and meet the pressing demands of the modern security environment, capitalizing on technology and innovation to bolster defense readiness. However, the implementation of such frameworks is not empty of



challenges. The PDRP must operate within the broader bureaucratic apparatus, sometimes leading to delays and roadblocks. While the DSOM aims to introduce efficiency and strategic foresight into the acquisition process, it sometimes encounters hurdles stemming from administrative inertia and a complex regulatory landscape. Moreover, the implementation phase demands meticulous planning and execution, necessitating a synergized effort across various defense establishments. The objective is to foster a system that is both agile and resilient, capable of swiftly adapting to changing scenarios while ensuring a streamlined acquisition process that aligns with the nation's defense objectives and geopolitical realities.

Looking forward, it is vital that the Philippines continually assesses and revises the process frameworks in place, ensuring they remain responsive to the rapidly evolving security landscape. The nation stands at a juncture where it can significantly benefit from a revisited and revitalized approach to defense acquisition, embracing modernization while holding steadfast to the principles of accountability and strategic alignment. A potential path could involve embracing a data-driven approach to defense acquisition, leveraging analytics to inform policy decisions, and ensuring resource allocations are grounded in a rich understanding of contemporary threat landscapes and operational needs. Furthermore, fostering collaborations with international allies and partners could offer avenues to enhance the existing frameworks, integrate global best practices into the domestic defense acquisition strategy, and steer the nation toward a future of increased security and preparedness.

2. Regulatory Frameworks

Central to the defense acquisition system in the Philippines is the Government Procurement Reform Act, formalized as Republic Act No. 9184 in 2003. This legislative instrument acts as the cornerstone, sculpting the regulatory environment that oversees defense acquisitions in the country. It institutionalizes principles that are paramount to maintaining integrity and efficiency in government procurement processes, enforcing standards of transparency, competitiveness, and accountability in all acquisition endeavors (RA 9184, 2003; Republic of the Philippines, 2003). This keystone legislation is not just a



procedural guide but a beacon directing the ethical considerations that ought to govern the acquisition process. It is envisioned to create a system where procurement processes are not just legally compliant but are guided by a philosophy that respects the equitable distribution of resources, and competition, and upholds the principles of good governance.

Considering the Government Procurement Reform Act, the Philippines has navigated its defense acquisition strategies with a vision to foster beneficial relations and maintain a harmonious geopolitical stance, particularly in the context of the South China Sea policy. The policy dynamics are shifting towards nurturing good neighborly relations, wherein defense acquisitions are seen not just as instruments of power but as tools fostering stability and peace through diplomatic channels (De Castro, 2020). This entails a defense acquisition strategy that is cognizant of regional dynamics and is aligned with diplomatic objectives that prioritize conflict resolution through peaceful means, a direction that champions collaborative engagements over confrontational approaches. The regulatory frameworks thereby nurture a defense acquisition strategy that leans towards the procurement of assets that facilitate humanitarian assistance, disaster relief, and confidence-building measures with neighboring nations, promoting regional stability and mutual trust.

Despite the well-intended regulatory frameworks, the defense acquisition system in the Philippines faces challenges. The interplay of a rapidly evolving geopolitical landscape and the pursuit of modernization to augment the country's defense capabilities necessitates a continuous evaluation and updating of the existing legal frameworks to remain adept and responsive to the current demands (De Castro, 2017). Moreover, adherence to the high standards set by the act often results in procedural complexities, which sometimes lead to delays in the acquisition process. The challenge, therefore, lies in balancing the meticulous regulatory mandates with the exigencies of rapid response to emerging threats and opportunities.

Looking forward, the Philippines could benefit from a regulatory framework that integrates adaptability and foresight, embracing innovations while retaining the foundational principles of transparency and accountability. An evolutionary approach to regulatory frameworks might involve the consideration of streamlined procurement



processes that leverage technology to enhance efficiency, bolstered by partnerships and alliances that foster a collaborative approach to defense preparedness and security, aligning with the nation's broader foreign policy objectives and geopolitical strategy. The objective remains to sculpt a regulatory landscape that is responsive, resilient, and reflective of the country's strategic imperatives in the dynamic geopolitical canvas.

3. Acquisition Workforce Capabilities

Central to fortifying the defense acquisition process is nurturing a workforce that is proficient and skilled, capable of harmonizing intricate regulatory guidelines with strategic directives essential for national security. The significance of focused training and skill development cannot be understated, necessitating a continuous learning ecosystem where personnel are abreast with the latest trends, technologies, and policies that govern defense acquisitions globally and regionally. To foster a harmonized acquisition landscape, the development of interdisciplinary skills, which marry technical knowledge with strategic foresight and negotiation skills, should be a priority. This extends to leveraging educational platforms, workshops, and collaboration with international defense entities to enhance the skill set and knowledge base of the acquisition workforce.

During the Aquino administration, the Philippine defense landscape witnessed a period of critical reflection and reform, mainly driven by the imperative to enhance territorial defense and modernize military capabilities. The period was marked by concerted efforts to streamline defense acquisitions and introduce state-of-the-art technologies in the defense sector. However, the journey was fraught with challenges, including gaps in the workforce capabilities, which at times hindered the realization of the administration's ambitious goals. The landscape of defense acquisitions called for expertise that was proficient in navigating complex regulatory environments, coupled with the foresight to leverage opportunities in a rapidly evolving geopolitical scenario (De Castro, 2017). Looking ahead, it is incumbent upon the Philippines to nurture a workforce that is well-versed in the regulatory landscape and is capable of forging strategic partnerships on the global stage. The emerging dynamics of the geopolitical landscape necessitate a team that is skilled at leveraging international partnerships to craft a defense



strategy that is resilient, robust, and in line with the broader national interests and security objectives. As the defense landscape evolves, so does the requisite skill set; hence a forward-looking approach would be to foster a culture of innovation, critical thinking, and global networking within the acquisition workforce. This involves investing in training programs that foster analytical capabilities and strategic thinking, encouraging the workforce to undertake studies and research in defense acquisitions, and fostering environments that encourage knowledge sharing and collaborative learning.

Moreover, nurturing partnerships with academic institutions and international defense organizations can potentially open avenues for knowledge exchange, providing the workforce with insights and experiences from a global perspective. It is a pathway towards a defense acquisition strategy that is both forward-looking and grounded in real-world shades, capable of navigating the complex and often volatile geopolitical realities with agility and foresight. By enhancing the skill set and knowledge base of the acquisition workforce, the Philippines stands to carve a pathway that is reflective of a strong, sovereign nation capable of crafting defense strategies that are both robust and reflective of the broader geopolitical dynamics, aligning with the nation's vision of a secure and stable future.

It is evident that the defense acquisition system in the Philippines is guided by detailed process frameworks and stringent regulatory norms, underpinned by a commitment to transparency and accountability. While substantial strides have been made in building a proficient acquisition workforce, the journey ahead calls for continued efforts in skill development and capacity building to navigate the complex defense acquisition landscape adeptly. Combining regulatory vigor with strategic foresight, the Philippines stands at a juncture where it can significantly enhance its defense acquisition system, fostering a landscape of security, preparedness, and regional harmony. The road ahead mandates a harmonious synergy of process frameworks, regulatory directives, and workforce proficiency to forge a defense acquisition strategy that stands resilient in the face of contemporary challenges.



C. COMPARATIVE ANALYSIS: U.S. VS. PHILIPPINES DEFENSE ACQUISITION SYSTEMS

This section conducts a detailed comparative analysis of the defense acquisition systems of the United States and the Philippines, underlining the unique and contrasting features. The United States showcases a flexible and swift defense acquisition framework through the execution of RAP (DAU, 2020d). This system, orchestrated with notable speed and adaptability, contrasts sharply with the more rigid and traditional setup in the Philippines. Although the Philippines initiated reforms through the DSOM (David et al., 2017), it still lags behind, necessitating a further approach to match the agility seen in the United States.

The U.S. regulatory framework has been cultivated to encourage innovation and accelerate decision-making processes. This is largely due to policies that foster a conducive environment for the rapid procurement of defense assets, thereby creating a system known for its efficiency and dynamism. In contrast, the Philippines experiences hurdles with a regulatory environment riddled with bottlenecks, impeding quick procurements essential for national defense, which points to a dire need for substantial reforms (Republic of the Philippines, 2003).

Workforce expertise is a cornerstone in rapid acquisition strategies, a sphere where the United States has fostered a robust pool of professionals in handling the intricacies of such strategies (Creswell & Creswell, 2017). Unfortunately, the Philippines finds itself in a precarious position, grappling with a deficiency in skilled personnel which hampers the efficient adoption of rapid acquisition strategies, thereby highlighting an urgent requirement for educational and training reforms aimed at enhancing workforce expertise.

The United States leads with well-established and interconnected defense agencies facilitating seamless coordination and efficient resource allocation, maintaining a significant edge over the Philippines (Congressional Research Service, 2018). The Philippine defense structure exhibits glaring gaps in organizational capacities, advocating for a revamp to attain a level of competency comparable to the United States. Leveraging contemporary technologies stands central to the U.S. defense sector, promoting industry partnerships and encouraging tech integrations to stay ahead in the defense landscape.



Despite the Philippines taking tentative steps towards technological adoption through initiatives such as the DSOM, it is imperative to foster relationships with tech firms and academic entities, drawing inspiration from the U.S. model for a more robust defense infrastructure (David et al., 2017). The Philippines finds itself at a crossroads, with the potential to reimagine its defense acquisition strategies through insights derived from the U.S. model. This involves adopting a data-driven approach, encouraging international collaborations, and integrating global best practices into its blueprint to foster a defense environment that is robust and future-proof (De Castro, 2017, 2020).

This analysis delineates a clear demarcation in the defense acquisition systems of the United States and the Philippines, presenting an opportunity for the latter to overhaul its existing structures. By embracing the strengths of the U.S. model, the Philippines can endeavor to build a system that is both agile and responsive to modern security landscapes, thus securing its national interests more adeptly. By acknowledging the stark contrasts and identifying potential avenues for growth, this analysis lays down a roadmap for the Philippines to foster an environment that promotes innovation, rapid decision-making, and heightened workforce expertise, steering the nation toward a secure and fortified future.

D. SUMMARY

The analysis of the defense acquisition systems prevalent in the United States and the Philippines draws stark contrasts and outlines the distinct approaches each country employs in fortifying its defense infrastructures. Starting by delineating the highly flexible and adaptable nature of the U.S. defense acquisition system, emphasizing the swift responsiveness of the U.S. RAP. This segment underscored how the U.S. system, sustained by a rich tapestry of regulatory provisions, vibrant industry collaborations, and a highly skilled workforce, ensures an agile and dynamic response to evolving threats and urgent capability requirements. We investigated the mechanism of concurrent activities, the prudent tailoring of traditional acquisition procedures, and the willingness to embrace operational risks to speed up timelines, thus unveiling the robust machinery that powers the U.S. defense acquisition system with seamless efficiency and innovative vigor. Next, we turned our focus to the defense acquisition landscape in the Philippines, characterized



by a more rigid, conventional approach underpinned by the DSOM. This section highlighted the careful efforts undertaken through the DSOM to foster a responsive and systematic defense acquisition strategy, although dealing with challenges rooted in bureaucratic inertia and a complex regulatory landscape. The analysis emphasized the pressing need to infuse agility and resilience into the Philippines' defense acquisition framework, encouraging a forward-looking, data-driven approach integrated with global best practices to enhance national security and preparedness.

Transitioning to a comparative lens, we analyzed the salient features of both systems, unearthing the pronounced flexibility, technological sophistication, and resourcefulness embedded in the U.S. defense acquisition, set against a Philippine framework that is in dire need of reforms to foster efficiency, innovation, and agility. The analysis encouraged the Philippines to draw lessons from the dynamic U.S. model, fostering avenues for enhanced international collaborations and the integration of cutting-edge technologies to revitalize its defense acquisition landscape.

As we conclude, it is incumbent upon us to underscore the typical findings of this exploration—a contrast between a U.S. defense acquisition system that thrives on agility, innovation, and expediency, and a Philippine system endeavoring to shed the burdens of traditional rigidity to evolve into a more responsive and modern entity. Through this chapter, we have aimed to craft a blueprint of possibilities, urging the Philippines to reimagine its defense narrative by inculcating the strengths of the U.S. system, nurturing a vibrant regulatory environment, and fostering a skilled workforce. It calls upon the nation to venture on a path of reformative actions, embarking on a transformative journey toward a defense acquisition system that is not merely responsive and agile, but primed to safeguard national interests with enhanced proficiency and foresight. This analysis does not just serve as a testament to the existing disparities but more significantly, as a beacon illuminating the pathway to potential harmonization, through meticulous reform and strategic alignments, guiding the Philippines towards a future fortified with security and preparedness, poised to meet the dynamic challenges of the contemporary world with robust and evolved defense mechanisms.



V. DISCUSSION

The defense acquisition system plays a vital role in a nation's military and national security infrastructure. However, traditional acquisition methods often struggle to meet urgent capability needs in a rapidly changing threat environment. As a result, it has led to the growing adoption of rapid acquisition frameworks designed to quickly deploy critical defense assets. Given the Philippines' need for modernization and its dynamic territorial disputes, it is prudent to examine the potential of rapid acquisition. Nonetheless, embracing rapid acquisition would involve overcoming significant challenges rooted in the current system. This chapter conducts a thorough examination of the hurdles, advantages, and considerations associated with implementing a rapid defense acquisition system in the Philippines. It will analyze comparable experiences, benefits, geopolitical factors, outcomes related to capacity building, diplomatic consequences, and issues related to long-term sustainability. The goal is to offer a comprehensive perspective on the complexities of rapidly equipping the armed forces of the Philippines to address urgent maritime security needs while leveraging opportunities to stimulate domestic defense industries, promote economic growth, and enhance regional influence. The objective of this analysis is to illuminate the multifaceted implications of such a fundamental shift in the Philippines' defense acquisition approach.

A. CHALLENGES IN IMPLEMENTING RAPID ACQUISITION IN THE PHILIPPINES

As indicated by the analysis, the current defense acquisition system in the Philippines is encountering significant obstacles when it comes to embracing a rapid acquisition approach. The predominant reliance on conventional procedures, which are firmly rooted in inflexible regulations and a culture that avoids taking risks, diminishes the ability to procure necessary assets swiftly and effectively. Conversely, the experience of the United States demonstrates how rapid acquisition methods can efficiently address urgent capability requirements. This underscores the growing imperative for the Philippines to revamp its defense acquisition system.



The implementation of rapid acquisition would entail a comprehensive transformation of policies, organizational structures, acquisition workforce capabilities, and processes. For a developing nation like the Philippines, which has limited resources, this presents substantial challenges. The presence of an entrenched bureaucracy that is resistant to changes, a lack of expertise in rapid acquisition experiences, the absence of sources of funding, and protracted approval processes all serves as formidable obstacles. Overcoming these barriers requires a strong political commitment and a sustained, long-term endeavor. Nevertheless, successfully accomplishing this transformation can greatly enhance defense capabilities and readiness in a highly contested maritime environment.

1. Identifying and Understanding the Challenges

The complexities of irregular warfare, as studied in the context of the United States and the Pentagon's struggles with the MRAP vehicles, provide insightful parallels and lessons for the Philippines as it deals with its defense acquisition system (Lamb et al., 2009). By examining the U.S. experience, especially regarding MRAPs, it becomes evident that the challenge isn't solely about rapidly acquiring equipment. It is intertwined with institutional resistance, understanding the evolving threats, and adjusting to them in a timely and effective manner. As Lamb et al. (2009) note, MRAPs became a symbol of the Pentagon's broader challenge to invest adequately and timely in irregular warfare capabilities. Within the Philippine context, such challenges could manifest as an institutional reluctance to adjust to modern defense strategies or the pressure to maintain traditional systems despite changing warfare landscapes. The history of IEDs in Iraq, especially their increasing sophistication and lethality, shows how rapid response in equipment acquisition can be vital in saving lives and effectively countering threats (Lamb et al., 2009).

2. Implications of These Challenges on Defense Acquisition in the Philippines

The sophistication of acquiring defense capabilities, as illustrated by the United States' MRAP experience, offers the Philippines critical lessons in navigating its defense acquisition landscape. By understanding these challenges and their implications, the



Philippines can chart a more informed, efficient, and effective path forward in its defense acquisition strategies. Drawing on the U.S. experience, there are several implications for defense acquisition in the Philippines:

- **Reactive Versus Proactive Approaches:** Just as U.S. forces had to initially contend with limited up-armored vehicles in the face of rising IED threats (Lamb et al., 2009), the Philippines' defense acquisition system might also suffer from reactive tendencies. Such delays can lead to higher casualties and decreased operational efficiency.
- **Balancing Conventional and Irregular Warfare:** Lamb et al. (2009) highlighted the Pentagon's struggle to balance investments between conventional and irregular warfare capabilities. Similarly, the Philippines may face challenges in deciding where to allocate resources, especially when facing both traditional security threats and unconventional warfare, such as insurgencies or terrorist attacks.
- **Organizational Resistance:** The debate within the Pentagon about the actual need and use of MRAPs—even after identifying them as essential—underscores the complexities of organizational cultures and resistance to change (Lamb et al., 2009). For the Philippines, rooted military traditions and systems might impede the swift adoption of new equipment or strategies. The majority of the Philippine defense establishment is characterized by rigid hierarchical command structures, a tendency to avoid risks, and strict adherence to established processes. These factors impede decentralized decision-making, prudent willingness to take risks, and external collaboration that are crucial for swift acquisition. Transforming such deeply ingrained organizational cultures is challenging but essential. Leaders must consistently communicate the vision for agility and implement motivational tactics derived from the private sector to incentivize prudent risk-taking while ensuring accountability. Structural reforms should aim to flatten hierarchies, enhance coordination among



peers, and decentralize decision-making authority. However, achieving profound organizational change requires sustained efforts and overcoming resistance from those who are deeply attached to the status quo.

- **Requirement Validation and Funding:** The MRAP case study emphasized that without validated requirements and appropriate funding, rapid acquisition is challenging. Similarly, for the Philippines, identifying precise defense requirements, coupled with securing timely funding, is paramount. Rapid acquisition demands specialized funding mechanisms capable of promptly allocating resources for urgent requirements, avoiding prolonged delays in budgetary processes. However, establishing such a channel may encounter obstacles, as it necessitates disruptive changes to traditional budgeting procedures that revolve around rigid planning, programming, and allocation. Overcoming bureaucratic inertia would be a necessary step to create dedicated contingency accounts or trust funds for rapid acquisition, designed with built-in flexibility. Nonetheless, the availability of resources stands as the lifeblood of rapid acquisition. Without assured access to adaptable funding, even with all other frameworks in place, urgent projects cannot advance expeditiously.
- **Institutional Memory and Continuity:** One of the lessons from the U.S. experience is that once a specific conflict fades, the acquired capabilities related to it (like up-armored Humvees) are often abandoned (Lamb et al., 2009). The Philippines must ensure continuity in its defense capabilities, ensuring they remain relevant and are not rejected after specific threats diminish.
- **Industry Partnership Challenges:** The Philippine defense acquisition processes heavily rely on rigid competitive bidding procedures, which tend to dissuade industry partners from investing solely in military applications tailored to uncertain recurring demand. To enable rapid acquisition, there's a need for adaptable contract models and risk-sharing



arrangements to engage the private sector in co-development initiatives. However, incentivizing commercial entities would require changes to existing protocols that are not accustomed to such collaboration. Creating pathways for lower-tier suppliers to participate can also expand the pool of capabilities. Establishing public-private partnerships requires addressing regulatory obstacles and building trust.

B. POTENTIAL ADVANTAGES OF RAPID ACQUISITION FOR THE PHILIPPINES

Rapid acquisition holds a significant role in addressing the growing security and defense concerns of the Philippines. The main advantage of implementing rapid acquisition in defense procurement is the ability to swiftly respond to imminent threats and adapt to evolving operational landscapes. Lamb et al. (2009) highlighted how the delayed fielding of MRAPs in U.S. military operations demonstrated the need for agile procurement systems. Similar lessons can be applied to the Philippines, where defense challenges may arise unexpectedly. An efficient acquisition system can enhance the military's capability by ensuring that equipment and technologies are not only state-of-the-art but also aptly suited for the nation's unique geographical and strategic context (Lamb et al., 2009). Further, David et al. (2017) outlined the importance of governance and management in the defense sector, particularly in implementing the Philippine Defense Reform Program. Through rapid acquisition, the Philippines can harmonize its governance measures with operational needs, ensuring that defense initiatives are not restricted by bureaucratic delays. This harmony promises a military force that is better equipped, more responsive, and ultimately more potent in the face of external threats.

C. SPECIFIC CONSIDERATIONS FOR THE PHILIPPINES DUE TO TERRITORIAL DISPUTES

The Philippines' position in the South China Sea has made its defense acquisitions even more critical. Territorial disputes have serious implications for defense acquisition strategies. As De Castro (2020) asserts, the Philippines' approach towards the South China Sea dispute has gradually shifted from confrontation to fostering good neighborly relations.



However, the undercurrent of potential security challenges remains. Consequently, there is a need to ensure that the nation's defense capabilities are not only robust but also versatile to manage diplomatic and security dynamics. De Castro (2017) further elaborates on the challenges facing the Philippines in its territorial defense and the urgency of military modernization. In the context of territorial disputes, rapid acquisition can play a pivotal role by ensuring that the Philippines can promptly address its defense needs. Whether it is surveillance equipment, naval vessels, or air assets, the ability to acquire and integrate these systems rapidly can greatly enhance the Philippines' posture in disputed territories. More importantly, a well-equipped defense force underscores the country's commitment to safeguarding its sovereignty while emphasizing its preference for peaceful dispute resolution. The rapid acquisition offers the Philippines an opportunity to bolster its defense capabilities swiftly, making it better prepared to navigate the intricate geopolitical challenges of the South China Sea and beyond.

D. INDIGENOUS INNOVATION AND CAPACITY BUILDING THROUGH RAPID ACQUISITION

1. Nurturing Local Defense Industries

The concept of rapid acquisition is not merely about swift procurement but also about how a country can leverage it to strengthen its domestic capacities. In the context of the Philippines, it's paramount to consider how these rapid initiatives can catalyze the growth of local defense industries. According to David et al. (2017), the focus of defense governance and management in the Philippines has been pivoting towards strengthening the DSOM. Adopting rapid acquisition can be a tactical maneuver within this broader strategy to provide local industries with a competitive edge, potentially reducing reliance on foreign suppliers and fostering a climate of domestic innovation.

2. Socio-economic Impacts

Beyond the immediate defense implications, rapid acquisition, when aligned with indigenous capabilities, can have profound socio-economic consequences. For a nation like the Philippines, which has been struggling with territorial defense and military modernization challenges as outlined by De Castro (2017), aligning defense acquisition



with socio-economic goals can be a dual-pronged strategy. As local defense industries are promoted, there's an inherent potential for job creation, especially in high-tech sectors. This not only addresses unemployment concerns but also helps in building a skilled workforce proficient in modern warfare technologies. Moreover, as Feickert (2009; 2011) highlighted with the case of MRAP vehicles, defense acquisitions can spur technological advancements. When such technologies are developed indigenously or even in collaboration with foreign partners but manufactured locally, they contribute directly to the domestic economy, fostering sectors subsidiary to defense industries. Lamb et al. (2009) also points toward the critical link between warfare equipment like MRAPs and broader defense reforms. The Philippine strategy can thus mirror such insights, positioning rapid acquisition not just as a procurement tool but as a conduit for technological advancements, subsequently driving economic growth. The essence of rapid acquisition, especially in the context of indigenous capacity building, revolves around a multi-dimensional approach. It's not just about securing defense assets swiftly, but about how these processes can be linked with national socio-economic objectives. The Philippine defense strategy, especially with its focus on territorial integrity and modernization, presents an appropriate moment to harness rapid acquisition for broader national objectives, encompassing defense self-reliance, economic growth, technological proficiency, and job creation.

E. THE RELATIONSHIP BETWEEN DEFENSE ACQUISITION AND DIPLOMATIC POSTURING

1. Rapid Acquisition as a Tool for Diplomatic Leverage

In complex international relations, defense acquisitions serve as much more than mere tools for ensuring national security; they function as essential chess pieces in the strategic game of diplomacy. When a nation like the Philippines engages in rapid defense acquisitions, it sends signals to the international community about its strategic intentions and priorities. As Feickert (2009; 2011) extensively documented on the topic of MRAP vehicles, such acquisitions can be reflective of a nation's adaptability and response to emerging threats, setting the tone for diplomatic interactions. For instance, the quick acquisition of essential defense assets showcases the Philippines' determination to



safeguard its interests, particularly in the South China Sea, where territorial disputes have often influenced diplomatic relations (De Castro, 2020).

2. Assessing the Soft Power Implications of Rapid Defense Procurements

Beyond hard power implications, defense acquisitions, when done swiftly and efficiently, can have profound impacts on a nation's soft power. Soft power, in essence, is the ability to shape the preferences of others through appeal and attraction, as opposed to coercion. The showcase of a robust defense procurement system, which is responsive to the nation's strategic needs, can position the Philippines as a key player in the Asia-Pacific region. As Lamb et al. (2009) indicated, equipment like the MRAPs, while being central to irregular warfare strategies, also underscore a nation's commitment to Pentagon reforms and modern defense strategies. In essence, rapid acquisitions can be perceived as a nation's willingness to innovate and adapt, making it an attractive partner for defense collaborations, joint military exercises, and strategic alliances. Moreover, with the ongoing territorial defense and military modernization challenges faced by the Aquino administration, as noted by De Castro (2017), the Philippines' rapid defense acquisitions can further solidify its position in regional defense pacts and strategic dialogues. The procurement of cutting-edge technology and the hastened strengthening of its defense arsenal can serve as a diplomatic tool, ensuring allies of the Philippines' commitment to mutual defense objectives and signaling to potential adversaries its preparedness. The intricate interplay between defense acquisitions and diplomacy is a testament to the complex nature of international relations. For a country like the Philippines, with its unique geostrategic location and evolving defense needs, rapid acquisition isn't merely a process—it's a statement. It's a statement of intent, capability, and resolve. As the nation charts its path in the ever-evolving geopolitical landscape, understanding the diplomatic ramifications of its defense decisions becomes paramount.



F. EVALUATING THE LONG-TERM SUSTAINABILITY OF RAPID ACQUISITIONS

1. Financial Implications: Budgeting, Cost Overruns, and Economic Viability

One of the foremost challenges tied to rapid acquisitions is the potential for unforeseen financial burdens. Speed often comes at the cost of comprehensive diligence, which can translate to oversights in budgeting. Feickert (2009) pointed out that the hasty procurement of MRAP vehicles led to notable financial burdens, even though these vehicles addressed immediate defense needs. This raises a question: Does the urgency of defense requirements always justify the economic complications? Additionally, rapid acquisitions can sometimes face significant cost overruns, given the lessened time for financial scrutiny and competitive bidding processes. Such scenarios, while catering to immediate defense needs, may strain national budgets in the longer run, potentially diverting funds from other essential sectors or projects. Furthermore, the economic viability of these acquisitions becomes pivotal. It's not just about procuring defense assets swiftly, but also ensuring that these assets can be maintained, upgraded, and utilized efficiently over their life cycle. As David et al. (2017) emphasized, defense governance and management are critical when implementing reforms or new acquisition methods. They asserted that strategic foresight, robust planning, and ensuring a balance between rapid procurement and long-term economic implications are crucial for the sustainability of defense projects.

2. Ensuring the Integration and Interoperability of Rapidly Acquired Systems with Existing Infrastructure

Another dimension of the challenges posed by rapid acquisitions is technological and operational. With the urgency to deploy, there might be insufficient time to thoroughly assess the integration capability of the new systems with existing infrastructure. Lamb et al. (2009) highlighted the integration challenges faced when incorporating MRAPs into pre-existing military strategies. These vehicles, while formidable in irregular warfare, needed substantial adjustments to fit seamlessly into established military doctrines and operational tactics. In the context of the Philippines, which is amid its defense



modernization journey (De Castro, 2017), the integration of rapidly acquired assets becomes even more pressing. The defense infrastructure and strategies are evolving, and it's imperative to ensure that the new additions don't create operational bottlenecks or interoperability issues. It's not merely about having the latest equipment, but ensuring that this equipment can communicate, collaborate, and operate effectively within the existing defense ecosystem. The allure of rapid acquisitions is undeniable—they offer countries like the Philippines a chance to swiftly strengthen their defense posture. However, the associated challenges cannot be ignored. From the financial strains and potential for budgetary oversights to the intricacies of ensuring smooth integration with existing defense infrastructure, there are numerous considerations that policymakers need to deal with. Examining these challenges provides a holistic perspective, emphasizing the need for a balanced and well-thought-out approach to rapid acquisitions.

G. SUMMARY

This chapter delves into the obstacles that the Philippines would encounter when introducing rapid acquisition into its defense procurement system, which currently relies on inflexible, traditional procedures. These hurdles include a deeply ingrained bureaucracy resistant to change, a lack of expertise in rapid acquisition, limited sources of funding, and protracted approval processes. Overcoming these challenges would necessitate a strong political commitment and sustained effort. It draws comparisons to the U.S. experience in rapidly procuring MRAP vehicles for use in Iraq and Afghanistan, highlighting the differences between reactive and proactive approaches, addressing resistance within organizations, validating requirements, securing funding, ensuring sustainability beyond conflicts, and collaborating with industry partners.

It highlights the potential benefits of rapid acquisition for the Philippines in promptly addressing threats and adapting to evolving operational environments. Additionally, it discusses specific considerations related to territorial disputes that require versatile and robust capability procurement. The analysis explores the promotion of domestic innovation and capability building through rapid acquisition initiatives, which includes advantages for local defense industries, job creation, economic growth, and



technological advancement. Furthermore, it covers diplomatic implications, such as using rapid acquisition to signal strategic intentions and resolve issues, as well as leveraging soft power to position the Philippines as an appealing defense partner in the region. This chapter provides a comprehensive examination of the complexities, potential benefits, and challenges associated with implementing rapid acquisition within the context of defense procurement in the Philippines. Building on this discussion, the next chapter will recommend potential pathways for reforming the Philippine defense establishment to embrace rapid acquisition methods.



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VI. RECOMMENDATIONS

Establishing rapid acquisition capabilities in the Philippines's defense establishment will require comprehensive reforms. Instead of simply copying external models, the Philippines should thoroughly analyze global best practices and create tailored strategies that align with its distinctive strategic environment and acquisition conditions. This offers a variety of suggested routes for the Philippines to implement well-measured reforms and cultivate rapid acquisition capabilities that are specifically designed for its strategic ecosystem. Although these efforts are oriented toward the long term, they can significantly enhance the responsiveness, effectiveness, efficiency, and preparedness of the country's defense establishment. By adeptly adapting established best practices, nurturing human resources, and harnessing technology, the Philippines can establish resilient and sustainable rapid acquisition capabilities that are perfectly attuned to its unique security landscape.

A. STRATEGIES FOR ADOPTING A RAPID ACQUISITION APPROACH IN THE PHILIPPINES

The pursuit of rapid acquisition in defense infrastructure is not just about speed, but also about precision, adaptability, and ensuring national security imperatives are met with efficiency. Digging into the strategies suitable for the Philippines, one can identify distinct avenues rooted in a blend of global best practices, regional degrees, and insights derived from primary research. To begin with, the concept of Institutional Changes for Implementing Rapid Acquisition is pivotal. Lamb et al. (2009) persuasively captures the essence of adaptability and agility required in defense procurement. Their findings underscore the significance of structural reforms, including the creation of specialized task forces that exclusively focus on rapid acquisition. This move not only enhances institutional agility but also brings in an element of specialization. Moreover, nurturing a culture of inter-departmental collaboration and coordination is of paramount importance. Breaking the silos ensures the seamless flow of information, rapid consensus-building, and more importantly, facilitates quick, informed decision-making (Lamb et al., 2009).



Progressing to the Steps for Streamlining the Procurement Process, one can draw inspiration from the comprehensive framework put forth by David et al. (2017). The deep dive into the Philippine Defense Reform Program accentuates the merit of process optimization. Beyond just procedural refinement, the Philippines might consider revisiting its regulatory landscape to identify and subsequently eliminate or modify policies that inadvertently introduce delays. In this digital age, leveraging cutting-edge technologies such as artificial intelligence, data analytics, and blockchain in the procurement process can not only accelerate acquisition but also instill transparency and diminish the scope for procedural lapses. The successful integration of modern Enterprise Resource Planning (ERP) systems, as elucidated by David et al. (2017), serves as a testament to the transformative potential of technology in defense procurement.

With measures for building an effective and efficient defense acquisition system, one must recognize that rapid acquisition isn't an end but a means to an end. The real challenge lies in assimilating the rapidly acquired assets into the defense matrix in a manner that's seamless, efficient, and amplifies the nation's defense prowess. Capacity building emerges as the cornerstone. It isn't just about procuring state-of-the-art equipment rapidly, but also about ensuring that the human capital is proficient at deploying these assets effectively. Therefore, intensive training modules, workshops, and simulation exercises must be the order of the day. Furthermore, establishing defense-focused academic and research institutions can foster innovation and indigenous development. Engaging in international defense partnerships, joint exercises, and knowledge exchange programs can also be instrumental. Such collaborations not only bring in global expertise but also help in benchmarking the Philippines' defense capabilities against global standards, thereby ensuring continuous improvement. As the Philippines navigates the path of rapid defense acquisition, it's imperative to remember that it's as much about the journey as it is about the destination. The strategies adopted should be dynamic, responsive, and most importantly, rooted in the overarching objective of national security.



B. SUGGESTED REFORMS IN THE PHILIPPINE DEFENSE ACQUISITION SYSTEM

An effective defense acquisition system is the bedrock of national security, especially for a nation that grapples with multifaceted defense challenges like the Philippines. With the growing dynamics in the South China Sea, escalating maritime disputes, and a rapidly evolving geopolitical landscape, the imperative for a fortified defense acquisition mechanism has never been more pressing.

1. Policy and Regulatory Reforms

Grounded in the nuanced understanding of the South China Sea conundrum, De Castro's (2020) work provides an illuminating exploration of the policy landscape. Based on this analysis, it becomes clear that the Philippines should not only prioritize defense modernization but also pivot toward fostering a spirit of regional collaboration and cooperation. This does not mean weakening its defense posture but rather adopting a two-pronged approach of strengthening capabilities while engaging in proactive diplomacy. One practical step might be the establishment of a defense policy review board, consisting of military experts, diplomats, and policymakers. This board could be entrusted with the task of regularly reviewing, updating, and modifying defense acquisition policies to ensure they remain attuned to both immediate and foreseeable challenges. Furthermore, engaging in periodic consultations with allies, perhaps in the form of defense roundtables, can help in assimilating global best practices into the national defense acquisition framework.

2. Organizational and Management Reforms

The intricacies of defense governance come to the fore in David et al.'s (2017) seminal work. They underscore the transformative potential of administrative reforms. In this light, the Philippines might consider a sweeping overhaul of its defense ministry's organizational structure. Beyond just streamlining communication channels, there's merit in decentralizing certain procurement decisions, allowing specialized units to procure non-strategic assets rapidly while centralizing the acquisition of critical defense assets to ensure rigorous scrutiny and cost-efficiency. Moreover, fostering a culture of inter-departmental collaboration, possibly through the establishment of joint task forces or committees, can



expedite the decision-making process, cut down bureaucratic red tape, and foster a sense of shared purpose.

3. Technological and Process Innovation in Defense Acquisition

The era we're in is often dubbed the Fourth Industrial Revolution, marked by rapid technological advancements. De Castro's (2017) analysis of the challenges faced during the Aquino administration serves as a clarion call for the Philippines to position itself at the vanguard of defense technology. Establishing defense technology incubation centers, offering grants for defense research, and forging partnerships with tech-savvy nations can catalyze technological innovation. Furthermore, integrating technologies like AI, blockchain, and data analytics into the acquisition process can ensure that the Philippines' defense procurement is not just swift but also rooted in data-driven insights, minimizing inefficiencies and oversights. In essence, for the Philippines to truly emerge as a formidable defense power in the region, it needs to envision its defense acquisition system as a living, evolving entity. This entails continuous introspection, a willingness to innovate, and an unwavering commitment to national security. Only through such a comprehensive, multi-dimensional reform process can the nation hope to navigate the treacherous waters of its defense challenges, ensuring peace and stability for its citizens.

C. BUILDING ROBUST PUBLIC-PRIVATE PARTNERSHIPS IN DEFENSE

1. Encouraging Private Sector Participation and Investments in Defense

The role of the private sector in defense cannot be understated. Across the globe, several countries have recognized the potential of private players in bridging capability gaps, spurring innovation, and fostering competitive pricing. Feickert's (2009) research on the procurement of MRAP vehicles reflects the synergy between public defense objectives and private sector capability. With the right incentives and a conducive policy environment, the Philippines can attract significant private investments into its defense sector. This not only helps to reduce the financial burden on the public exchequer but also ensures the infusion of cutting-edge technology and best practices from the private industry.



2. Establishing Collaborative Platforms for Defense Research and Development

Defense research and development forms the bedrock of a country's strategic capabilities. Leveraging the expertise and innovation potential of the private sector can lead to breakthrough solutions that cater to specific defense needs. Lamb et al. (2009) emphasized the paradigm shift brought by MRAPs in irregular warfare, a testament to the power of innovation in defense. For the Philippines, collaborative platforms can be established where the defense establishment, research institutions, and private enterprises collectively brainstorm, design, and prototype next-generation defense solutions. As highlighted by David et al. (2017), governance and management in defense should evolve to accommodate and promote these collaborative endeavors.

3. Structuring Transparent and Beneficial Contractual Models for Defense Projects

An often-overlooked aspect of public-private partnerships (PPP) in defense is the contractual model underpinning them. To ensure that both public and private stakeholders derive maximum benefit, contractual agreements should be transparent, mutually beneficial, and clearly delineate rights, responsibilities, and risk-sharing mechanisms. De Castro's (2017) insights into the challenges faced by the Aquino administration in territorial defense and military modernization underscore the importance of clear policy frameworks. Transparent contracts not only instill confidence in private players but also ensure accountability, leading to timely and quality deliveries. It sent a strategic pivot in defense acquisitions, infusing the dynamism, efficiency, and innovation of the private sector into national defense objectives. Especially in rapidly evolving defense landscapes like the Philippines, PPP can play a pivotal role in ensuring agility, self-reliance, and sustainability. By creating a conducive environment for private participation, establishing platforms for joint research and development, and putting in place transparent contractual mechanisms, the Philippines can leapfrog its defense capabilities, positioning itself as a regional powerhouse.



D. ENHANCING DEFENSE INDUSTRY EDUCATION AND WORKFORCE TRAINING

1. Setting Up Defense Acquisition and Technology Institutes

The establishment of specialized institutes focusing on defense acquisition and technology is paramount. Such institutes serve as focal points for integrating theoretical knowledge with practical applications, driving the defense industry forward. Feickert (2009) discussed the acquisition of MRAP vehicles and the challenges and considerations entailed. A specialized institute could offer courses tailored to understanding these complexities, ensuring procurement officers are well-versed in evaluating such strategic assets. David et al. (2017) highlighted the importance of defense governance and management, which could form a core curriculum component, equipping students with the skills to navigate the intricate world of defense bureaucracies and procurement processes.

2. Collaborative Defense Training Programs with Allied Nations

Collaborative training programs with allied nations can provide invaluable exposure to global best practices and novel defense strategies. De Castro (2020) documented the Philippines' evolving policy in the South China Sea and the importance of maintaining good neighborly relations. Such geopolitical contexts make it imperative for defense personnel to be trained in joint operations, understand ally strategies, and work in collaborative environments. Training exercises and exchange programs with nations that have a long history of defense acquisitions can offer insights that are otherwise inaccessible. For example, the MRAP vehicles, as documented by Lamb et al. (2009), presented a shift in strategy to counter irregular warfare tactics. Such knowledge transfer, if facilitated through collaborative training, could be invaluable for the Philippines.

3. Fostering a Culture of Continuous Learning and Skill Upgrade in Defense Procurement

The defense landscape is continually evolving, and personnel needs to remain updated with the latest trends, technologies, and strategies. This necessitates a culture of continuous learning. De Castro (2017) detailed the military modernization challenges during the Aquino administration. These challenges underscore the importance of adaptive



learning and the need to pivot strategies based on emerging threats and geopolitical shifts. Regular workshops, seminars, and certification programs can ensure that defense personnel are always at the forefront of knowledge, enabling them to make informed decisions in the dynamic arena of defense procurement. A robust defense mechanism isn't just about hardware and technology; it is equally about the human minds that strategize, analyze, and implement. The Philippines, as it aims to enhance its defense capabilities, must prioritize education and training. This dual focus ensures not only the acquisition of state-of-the-art equipment but also the cultivation of a workforce capable of leveraging these assets most effectively.

E. ENSURING ACCOUNTABILITY AND TRANSPARENCY IN RAPID ACQUISITIONS

1. Establishing Mechanisms for Regular Audits and Review of Acquisition Processes

Maintaining the integrity of rapid acquisitions requires steadfast vigilance. As observed by Feickert (2009), the acquisition of MRAP vehicles, while essential for combat environments, posed challenges and required rigorous oversight. Instituting robust audit and review mechanisms would ensure that even in the fast-paced realm of rapid acquisitions, standards are met, and protocols followed. This oversight must be iterative, evolving alongside the defense landscape to remain relevant. David et al. (2017) emphasized the importance of governance and management in the defense sector. These insights reiterate the role of structured processes and rigorous checks, ensuring that rapid doesn't equate too reckless.

2. Encouraging Stakeholder Participation and Feedback in Defense Procurements

Stakeholder feedback can be an invaluable tool in refining acquisition processes. As the defense ecosystem is vast, involving various stakeholders from military strategists to ground-level operatives, their insights can be instrumental in shaping acquisition strategies. Lamb et al. (2009) discussed the Pentagon's reforms, highlighting the importance of irregular warfare and the evolving defense needs. Engaging stakeholders ensures that such evolving needs are met with agility and foresight. Feedback loops, where



operatives using the equipment provide insights back to the procurement teams, can significantly enhance the quality of acquisitions.

3. Leveraging Technology to Create Transparent Defense Procurement Platforms

With technological advancements, there's an opportunity to revolutionize the transparency quotient in defense procurement. Platforms equipped with real-time tracking, blockchain for tamper-proof contract management, and artificial intelligence driven analytics can transform traditional procurement processes. Such advancements not only increase efficiency but also deter malfeasance. De Castro (2017, 2020) highlighted the geopolitical challenges and defense modernization endeavors of the Philippines. To navigate such complex terrains, technology-driven transparency becomes a linchpin, ensuring that every decision and transaction stands up to scrutiny. As rapid acquisitions become a mainstay in the defense sector, striking the balance between speed and due diligence is critical. By prioritizing transparency and accountability, nations like the Philippines can ensure that their rapid acquisition strategies are both effective and trustworthy. It's not just about procuring assets quickly but ensuring that every step of the process stands up to the highest standards of scrutiny and integrity.

F. SUMMARY

This chapter provides a set of customized recommendations and reform proposals for the Philippines to develop sustainable rapid acquisition capabilities that align with its strategic environment and defense requirements. It underscores the significance of adaptability, human capital development, technological, public-private partnership, and transparency as key components. It outlines strategies and changes needed for the Philippines to implement a swift acquisition approach for its defense procurement system. On the policy front, it advises regular reviews of defense acquisition policies by a panel of experts to ensure they remain relevant to evolving challenges. In terms of organization, it proposes a mix of decentralizing some procurement decisions while centralizing oversight of critical asset acquisitions. In the realm of technology, it promotes the integration of artificial intelligence, blockchain, and data analytics for improved efficiency and



transparency. To encourage private sector involvement, it suggests offering incentives, establishing collaborative reach and development platforms between industry and government, and implementing transparent and mutually beneficial contract models for defense projects. It also emphasizes the importance of specialized defense acquisition institutes, cooperative training programs with allies, and ongoing workforce skill development. These recommendations aimed at enabling the Philippines to implement a rapid acquisition approach within its defense procurement system.



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VII. CONCLUSION

This research aimed to explore ways to improve defense acquisition in the Philippines by looking at lessons from the rapid acquisition methods used in the United States. It conducted a detailed comparison of how both countries handle acquiring defense assets. The study found significant differences between the two approaches. The United States has a flexible and responsive RAP that's designed to quickly procure what's needed in the face of rapidly changing threats. In contrast, the Philippines relies on more rigid, rule-focused traditional methods that can slow down the procurement process. Analyzing the U.S. RAP, particularly the MRAP program, shows that they can deliver the necessary capabilities in a very short time when dealing with urgent requirements. This is achieved through specific protocols, a willingness to take calculated risks, using innovations from the private sector, having empowered PMs, and dedicated funding channels. In contrast, the Philippines lacks clear frameworks or methods for speeding up procurement during crises or addressing critical needs swiftly.

The study also emphasizes the growing need for the Philippines to consider reforming its acquisition ecosystem, this would involve creating the right policies, organizations, training, and infrastructure to enable faster acquisition of essential assets. The goal is to reduce procurement times from years to months for projects deemed crucial based on threat assessments. Greater agility would mean adopting new technologies faster, addressing urgent needs more promptly, and being prepared for sudden strategic changes, especially in contested areas like the South China Sea. However, implementing rapid acquisition is a complex, long-term challenge that requires careful changes to policies, organizational cultures, workforce skills, and support systems. Existing structures resistant to change, a lack of expertise, legal limitations, budget constraints, bureaucratic inertia, and coordination issues between agencies are all obstacles. Nevertheless, the need to strengthen defense readiness and deterrence makes it essential to push for reforms despite these entrenched challenges.



A. RECAP OF THE STUDY'S FINDINGS

In our in-depth investigation into the intricacies of the Philippine defense acquisition strategies, we unearthed a myriad of factors that contribute to, and at times hinder, the effective bolstering of the nation's defense capabilities. Rooted in the transformative landscape of modern warfare, Lamb et al. (2009) offers a compelling narrative on the criticality of assets tailored for irregular warfare, such as MRAPs. Their study paints a vivid picture of the evolving face of combat, where traditional armaments alone no longer suffice. Instead, the premium is on the rapid acquisition of adaptable, resilient, and technologically advanced defense equipment.

Complementing this perspective, David et al. (2017) presents an exhaustive analysis of the Philippine Defense Reform Program, positioning it as a cornerstone for national security. Their insights unravel the complex tapestry of defense governance, emphasizing the interplay between administrative reforms, technological evolution, and strategic management. This intricate relationship determines the overall efficacy and future trajectory of the Philippines' defense infrastructure. Moreover, while discussing the geostrategic challenges, De Castro's works in both 2017 and 2020 stand out. His deep dive into the Philippines' approach towards the South China Sea policy, combined with the broader territorial defense challenges during the Aquino administration, underscored the pressing need for a robust defense acquisition strategy. His analyses offer a poignant reminder that the stakes are high, with national sovereignty, regional stability, and international relations intricately intertwined.

The confluence of insights from these distinguished scholars serves as a beacon for policymakers, defense strategists, and even the broader citizenry of the Philippines. The synthesis of these findings signals that the future of Philippine defense is not just about amassing weaponry, but about strategic, timely, and informed procurement decisions. In a rapidly changing world, where technology evolves at breakneck speeds and geopolitical scenarios shift unpredictably, the defense acquisition strategies of the Philippines need to be agile, preemptive, and rooted in a deep understanding of both domestic and global contexts. De Castro's (2020) emphasis on the South China Sea policy further elevates the significance of these findings. Given the Philippines' maritime interests, overlapping



territorial claims with neighboring countries, and the overarching imperative for regional peace and cooperation, the nation's defense acquisition strategies cannot be viewed in isolation. They are, in fact, a vital component of its foreign policy, diplomatic endeavors, and regional engagement. This study underscores that for the Philippines, defense acquisition is not just a matter of national security; it's intricately linked to its geopolitical stance, economic interests, and regional leadership aspirations. Ensuring a synergistic alignment between these multifaceted dimensions is crucial for the country's long-term stability, prosperity, and global standing.

B. IMPLICATIONS FOR THE DEFENSE SECTOR IN THE PHILIPPINES

Delving deeper into the contemporary defense milieu, it becomes evident that the Philippines' defense posture, as captured through the lens of studies like De Castro (2017), reveals more than just a need for modern equipment. It's a clarion call for a systemic overhaul, driven by strategic foresight and fortified by modern technology. De Castro, in his illuminating study, underscores the multifaceted challenges the Aquino administration grappled with. These challenges ranged from outdated defense equipment to strategic imbalances stemming from geopolitical tensions. As an archipelagic nation uniquely positioned in a region marked by intricate geopolitical dynamics, the Philippines' defense infrastructure serves as both a shield and a statement of its sovereign capabilities. Furthermore, the Philippines' maritime significance, emphasized by its strategic position astride major trade routes, combined with its rich maritime resources, dictates the necessity of a robust naval and coastal defense mechanism. This isn't merely about defense but about asserting sovereignty, securing economic interests, and fulfilling regional responsibilities. The synthesis of findings from this study provides an irrefutable testament to the pressing need for agility in defense procurement, sweeping governance reforms, and a strategic approach to defense modernization that considers not just the present challenges but anticipates future scenarios.

Drawing from the reservoir of insights provided by the mentioned studies, policymakers and defense planners in the Philippines are poised at a critical juncture. On one hand, they have a rich tapestry of historical data, academic findings, and policy



analyses. On the other, they face the on-ground realities of defense needs, budgetary constraints, technological advancements, and geopolitical pressures. To navigate this complex landscape, the essence of these findings should be distilled into actionable steps. Rapid acquisition, as emphasized earlier, is pivotal. But beyond that, there's a compelling need for an integrated defense strategy. This goes beyond mere procurement. It involves strengthening defense institutions, cultivating a culture of continuous learning and innovation within defense ranks, and fostering collaborative endeavors. Such collaborations could be with academic institutions for research, tech companies for digital solutions, and international partners for joint exercises and knowledge exchange.

Moreover, there's a pronounced need for a feedback mechanism. As the defense sector undergoes these suggested transformations, continuous evaluation will ensure that the strategies remain aligned with the evolving objectives and challenges. Cybersecurity, in an age where digital warfare is as real as ground combat, should be at the forefront of defense considerations. In parallel, strategic alliances should be leveraged not just for equipment or technology transfer but for capacity building, intelligence sharing, and cooperative defense strategies. This study's results serve as both a roadmap and a compass. While they chart out the terrain the Philippine defense sector has traversed, they also point towards the direction it ought to take to secure its skies, seas, and land, ensuring peace and prosperity for its people in the decades to come.

C. FUTURE RESEARCH DIRECTIONS

While the current analysis has shed light on the pivotal role of rapid acquisition and governance reforms in the defense sector, the broader spectrum of defense research in the Philippines remains vast and multifaceted. The intricate weave of defense, economic policies, geopolitics, and societal implications presents a multi-layered canvas for researchers. One of the potential areas requiring exhaustive study is the role of indigenous defense industries in the Philippines. As per RA 9184, the Government Procurement Reform Act, there is an inherent emphasis on transparency and efficiency in public procurement. But how does this translate into defense sectors, especially when indigenous industries are in their nascent stages? What mechanisms are in place to ensure that local



defense industries are nurtured without compromising the quality and efficacy of defense assets? Additionally, the socio-economic implications of a fortified defense structure warrant deeper introspection. Beyond the realm of national security, how does a strong defense posture influence the Philippines' international trade negotiations, foreign policy, tourism, and overall global standing? Furthermore, the concept of PPP in defense acquisition is another significant domain waiting to be explored. Countries around the world have witnessed the transformative power of PPP in various sectors. For the Philippines, understanding how PPP can be effectively implemented in the defense sector, considering the associated security implications, would be of paramount importance.

Building on this study's findings necessitates a convergence of various academic disciplines and methodological approaches. The interplay between defense acquisition and national security is not merely transactional but transformational, influencing various sectors of the economy and society. Future studies, employing advanced quantitative methodologies, can benefit from data-driven insights. Utilizing techniques like data analytics, machine learning, and simulation models, researchers can craft predictive models to anticipate defense needs, evaluate acquisition strategies, and measure their ripple effect on the larger economic landscape. Furthermore, comparative analyses with other Association of Southeast Asian Nation (ASEAN) can prove to be invaluable. As the Philippines grapples with its unique defense challenges, insights can be gleaned from the successes and challenges faced by its neighbors. For instance, how do the defense acquisition strategies of countries like Indonesia, Malaysia, or Vietnam differ from those of the Philippines? What can be learned from their experiences, and how can these insights be contextualized and applied to the Philippines' unique geopolitical landscape? Lastly, an emphasis on regional collaboration cannot be understated. As the DAU (2013, 2018) has explained through various studies, the importance of collaborative defense initiatives, be it in terms of acquisition, training, or strategy formulation, can be the cornerstone of a fortified regional defense posture. The Philippines, with its strategic position, can spearhead such endeavors, fostering an atmosphere of mutual trust, collaboration, and shared defense objectives within the ASEAN community. In conclusion, the horizon of defense research in the Philippines is expansive and dynamic. While this study has laid the



groundwork, the path forward beckons scholars, policymakers, and defense practitioners to dig deeper, explore wider, and aim higher to craft a defense narrative that resonates with the Philippines' aspirations and global ambitions.

D. SUMMARY

The study holds significant implications for the modernization of Philippine defense. It highlights the importance of swift and adaptable acquisition processes and comprehensive system improvements guided by strategic planning and the integration of technology. These implications stress the need for a holistic strategy that enhances institutions, fosters innovation, promotes collaboration between academia and industry, and incorporates ongoing feedback. Future research endeavors should delve deeper into areas such as indigenous industries, the socioeconomic effects of these changes, the potential for public-private partnerships, comparative analyses within the ASEAN region, and opportunities for regional cooperation. The conclusion chapter recaps the study's objectives, key findings, implications, and future research in the context of reforming Philippine defense acquisition strategies based on the insights from the rapid acquisition approaches employed in the United States.



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