



**DEPARTMENT OF DEFENSE  
TRAINING TRANSFORMATION  
IMPLEMENTATION PLAN  
FY2006-FY2011**

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Office of the Under Secretary of Defense for Personnel and Readiness

Director, Readiness and Training Policy and Programs



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## Executive Summary

The strategic factors that led to the creation of the Department of Defense (DoD) Training Transformation Program in 2002 continue. America is a nation at war. The strategic environment is uncertain and complex. The overall challenge for the Department of Defense is to contend with uncertainty by adapting to circumstances and influencing events. Reacting to change is not enough. Surprise must be anticipated. Risk must be balanced across a range of traditional, irregular, disruptive, and catastrophic challenges. The challenge for the DoD Training Transformation Program is to find and employ the ways and means that will better prepare the Department for operations in this uncertain environment.

Department of Defense policy requires all personnel and components to train on their Mission Essential Tasks to established standards to provide the capabilities that support the combatant commanders and the Joint Operations Concepts across all phases of Joint Campaigns and throughout the spectrum of service, joint, interagency, intergovernmental, and multinational operations. The Training Transformation Program supports this capstone policy requirement through two primary, interrelated missions:

- Better enable joint operations.
- Enable the continuous, capabilities-based transformation of the Department of Defense.

To achieve these missions, the Program focuses on five key objectives, three of which support the mission to better enable joint operations:

- Continuously improve joint force readiness by aligning joint education and training capabilities and resources with combatant command operational needs.
- Achieve unity of effort in training across Services, agencies, and organizations.
- Develop individuals and organizations that think joint intuitively.

The remaining two key objectives support the mission to enable the continuous, capabilities-based transformation of the Department of Defense:

- Prepare forces for new warfighting concepts and capabilities.
- Develop individuals and organizations that improvise and adapt to emerging challenges.

The Training Transformation Program applies a modified version of the DoD spiral-development technique. It uses a "build-a-little, test-a-little" approach to assess continuously the ways and means to achieve the policy end state, and then adjust as necessary within continuous transformation to adapt to new challenges.

Three capabilities form the foundation for Training Transformation. These capabilities are designed to help prepare individuals, units, staffs and organizations for the new strategic environment, and to provide enabling tools and processes to carry out their missions.

*Joint Knowledge Development and Distribution Capability*—Focuses on individual education and training. It helps transform our military forces using the power of information by creating,

storing, imparting, and applying knowledge to enhance an individual's ability to think joint intuitively. It helps prepare future decision-makers and leaders to employ joint operational art, understand the relevant common operational picture, and respond innovatively to adversaries. It develops and distributes joint knowledge via a dynamic, global-knowledge network that provides immediate access to joint education and training resources.

*Joint National Training Capability*—Focuses on collective training. It helps prepare forces by providing units and command staffs with an integrated live, virtual, and constructive joint operational training environment with appropriate joint context that allows accurate, timely, and relevant training in support of specific operational needs. It can be used to train forces against a general threat, to conduct mission rehearsal against a specific threat, or to experiment with new doctrine, tactics, techniques, procedures, Joint Operations Concepts, and equipment.

*Joint Assessment and Enabling Capability*—Focuses on Training Transformation Program performance assessment and supporting tools and processes. It assists leaders in assessing the value of transformational initiatives on individuals, units, staffs, organizations, and processes by assessing how well joint training enables joint force readiness. It also provides essential support tools and processes to enable and enhance joint training for individuals, staffs, and units responsive to joint commands; and provides the assessment metrics for the Program's other two capabilities and the Joint Training System.

Through these three capabilities, combatant commanders—the ultimate focal points for joint operations—will receive better-prepared individuals, units, staffs, and organizations that are aligned with their needs.

The Under Secretary of Defense for Personnel and Readiness retains overall responsibility for Training Transformation. The Training Transformation Executive Steering Group and the Training Transformation Senior Advisory Group oversee the execution and updates of the *Training Transformation Implementation Plan*. New management processes will use spiral development and periodic block assessments to review, assess, adjust, and redirect the actions that will collectively transform DoD training.

This plan describes why Training Transformation is vital to joint force readiness and guides the development of capabilities for transforming future joint operations. Appendix 1 revises the 2004 version and provides the details, milestones, and organizational responsibilities for how and when actions will be accomplished. Appendix 2 explains the abbreviations used in the appendices. Appendix 3 describes Training Transformation's planning and resource management processes. Appendix 4 provides definitions for the terms used in this plan. The *Training Transformation Implementation Plan* will be revised biennially to remain aligned with changes in the Training Transformation strategy.

## **1.0. NEED AND CONTEXT**

### **1.1 Continuing Challenge**

In the 2005 National Defense Strategy, Secretary of Defense Rumsfeld writes, “We live in a time of unconventional challenges and strategic uncertainty. We are confronting fundamentally different challenges from those faced by the American defense establishment in the Cold War and previous eras.”

The strategic factors that led to the creation of the DoD Training Transformation Program in 2002 continue. America is a nation at war. The strategic environment is uncertain and complex. The prospect of surprise exists and is growing. Trends can be identified, but specific events cannot be predicted with precision. Threats exist from traditional state adversaries and from nonstate actors employing unconventional means, including weapons of mass destruction. Potential adversaries are shifting away from challenging the United States through traditional military action and are increasingly adopting asymmetric capabilities and methods.

The overall challenge for the Department of Defense is to contend with uncertainty by adapting to circumstances and influencing events. Reacting to change is not enough. Surprise must be anticipated. Risk must be balanced across a range of traditional, irregular, disruptive, and catastrophic challenges. Combatant commanders must be able to conduct conventional and unconventional operations in this uncertain, complex, and unstable environment. The Department of Defense must posture itself for extended conflict, and for continuous transformation to extend key advantages and reduce vulnerabilities.

The challenge for the DoD Training Transformation Program is to find and employ the ways and means that will help prepare the Department for operations in this uncertain environment.

### **1.2. Force Implication**

Secretary Rumsfeld states: “To deal with our new security environment requires new approaches. We need rapidly deployable, fully integrated joint forces capable of reaching distant theaters in days and weeks, not months or years. And they must be able to strike these new adversaries with devastating effect. To do so requires improved intelligence, precision, agility, sustainability, and flexibility. Achieving jointness in wartime requires building jointness in peacetime.”

The Department of Defense has instituted an adaptive strategy predicated on creating and seizing opportunities and contending with the range of challenges through an active, layered defense of the nation and its interests. The emphasis is on capabilities-based planning, a top-down, competitive approach to link decisions with the Defense Strategy to develop portfolios of capabilities that will hedge against future uncertainty, invest in our enduring strengths, and impose disproportionate costs on our adversaries. This planning process is intended to provide the ability to achieve a desired effect under specified standards and conditions through combinations of ways and means to perform a set of tasks. This strategy reflects a shift to more

adaptive war planning and to leaner, highly distributed joint and combined forces and standing joint task forces that integrate service component capabilities at the lowest levels to complete Mission Essential Tasks. This emphasis also points to a greater reliance on the National Guard and Reserves as integral and major constituents of current force structure rather than as a strategic reserve. Addressing uncertainty also requires continuous transformation, which means perpetually adapting to how the Department approaches and confronts challenges, conducts business, and works with partners.

### **1.3. Training Implication**

The implication for training is reflected in the Department's *Transformation Planning Guidance*, where Secretary Rumsfeld directs, "We must transform not only the capabilities at our disposal, but also the way we think, the way we train, the way we exercise, and the way we fight."

The Department's leadership recognized that meeting the challenges of an uncertain environment through continuous transformation and capabilities-based planning required corresponding transformations in education and training. Consequently, they created the Training Transformation Program, with strategic and implementation plans, focused on the vision of providing dynamic, capabilities-based education and training for the Department of Defense in support of national security requirements across the full spectrum of service (active and Reserve components), joint, interagency, intergovernmental (State and local), and multinational operations.

### **1.4. Adapting for the Future—Spiral Development**

The Training Transformation Program uses a continuous, adaptive process designed to ensure that all individuals, units, staffs, and organizations, both military and civilian, receive the timely and effective joint education and training necessary to enable success in joint operations and in transforming the Department of Defense. The Program applies a modified version of the DoD spiral-development technique. Its "build-a-little, test-a-little" approach continuously assesses the ways and means to achieve the policy end state, and then adjusts as necessary within continuous transformation to adapt to new challenges. Every two years the Program utilizes an incremental, block-development approach with formal program assessments to measure impacts on joint force readiness and use those assessments to help leaders decide strategy modifications and subsequent investments.

### **1.5. Policy Requirements**

The recently published DoD Directive 1322.18, *Military Training*, codifies Training Transformation's vision and many of its strategic and implementation concepts into Department policies. Chief among these policies is the capstone requirement to train all personnel and DoD components on their Mission Essential Tasks to established standards. This ensures personnel have the baseline knowledge and skills to provide the capabilities that support the combatant commanders and the Joint Operations Concepts across all phases of Joint Campaigns and

throughout the spectrum of service, joint, interagency, intergovernmental, and multinational operations.

## **1.6. Missions**

The Training Transformation Program supports the capstone policy requirement through two primary, interrelated missions:

- Better enable joint operations.
- Enable the continuous, capabilities-based transformation of the Department of Defense.

To better enable joint operations, Training Transformation provides tools and environments for comprehensive and systematic joint learning that is focused on the operational needs and validated readiness requirements of the combatant commanders. This involves the alignment of joint education and training capabilities and resources with combatant command operational needs, individuals and organizations that think joint intuitively, and the orchestration of a unity of effort in training that includes the active and Reserve components of the Services; DoD agencies; Federal agencies; international coalitions and organizations; and State, local, and nongovernmental organizations.

Secretary Rumsfeld states, “Today’s war on terror is unlike any our nation has fought before. Instead of opposing armies, we face terrorists who move information at the speed of an e-mail, money at the speed of a wire transfer, and people at the speed of a commercial jetliner. To deal with these new challenges, our forces need to be light, flexible, and agile. The same is true of the men and women who support them in the Department of Defense.”

This need for flexibility and agility demands the Department’s shift to a capabilities-based planning approach and an overall department transformation. To enable this transformational shift, the Training Transformation Program emphasizes the development of individuals and organizations that are agile in improvising and adapting to emerging crises. As the Program matures, it will increasingly emphasize the changes necessary for training to support new and emerging warfighting, organizational, and operational concepts.

## **1.7. Objectives**

The introduction of new DoD training policies demands a revised understanding of the key objectives from the 2004 Implementation Plan. Three key objectives support the mission to better enable joint operations:

- Continuously improve joint force readiness by aligning joint education and training capabilities and resources with combatant command operational needs.
- Achieve a training unity of effort across Services, agencies, and organizations.
- Develop individuals and organizations that think joint intuitively.

Achieving these objectives requires timely and effective training on Mission Essential Tasks so that individuals, units, staffs, and organizations are capable of performing to standard during

operations. It also requires training that is responsive to the combatant commanders' needs across the full spectrum of operations. Deploying personnel and organizations will receive priority for training, and that training will be tailored to ensure they are rehearsed and ready to execute their missions and operations upon arrival at the combatant command. Joint training will imbue capabilities that encompass deployment, sustainment, redeployment, and all joint campaign phases for contingency, combat, and combat support operations. As much as possible, training will resemble the conditions of actual operations and use existing operational information networks.

The National Guard and Reserves have unique training challenges that include limited time and resources available, limited access and connectivity to training, and geographic dispersion of personnel and units. Training must address the Reserve component's training challenges that differ from those of the active force, and systems and processes must be designed with the capability to accommodate the training needs of all.

As the Department transforms military training, it will continue preserving the existing high standards of excellence in service core-skills training, and applying these skills to build joint capabilities across the Department of Defense, as well as in interagency, intergovernmental, and multinational venues. The Joint Training System will be used to manage training throughout the Department and will provide training status input for readiness reporting. Joint education, training, and the personnel assignment process will be recast as components of lifelong learning through the creation of a Joint Learning Continuum. Joint training will become synonymous with accredited training programs at sites using certified systems. Integrated joint training will occur through the synchronization of training programs, objectives, and schedules.

Two key objectives support the mission to enable the continuous, capabilities-based transformation of the Department of Defense:

- Prepare forces for new warfighting concepts and capabilities.
- Develop individuals and organizations that improvise and adapt to emerging challenges.

Achieving these objectives requires training on emerging capabilities for future operations as identified in the Joint Operations Concepts. It also requires preparing the DoD Components to learn, improvise, and adapt to constantly changing threats and conditions in addition to executing doctrine to standards. Lessons gathered and validated from operational missions, training events, operational tests, and experiments will be incorporated expeditiously into joint training programs through the formal processes of the Joint Training System. Major Defense Acquisition Programs will emphasize and incorporate embedded training. As part of the Joint Learning Continuum, joint education, training, and experience of personnel will be tracked and documented, and this information used to assist in force management processes to support joint requirements.

<b>Provide capabilities to support the combatant commanders and the Joint Operations Concepts across all campaign phases and throughout the full spectrum of operations.</b>		<b>END STATE</b>
<b>T2 MISSIONS</b>	<b>ACT TODAY</b> <b>Better enable joint operations</b>	<b>PREPARE FOR TOMORROW</b> <b>Enable the continuous, capabilities-based transformation of the Department of Defense</b>
	<b>T2 OBJECTIVES</b>	<b>WAYS</b>
	<ul style="list-style-type: none"> <li>• Continuously improve joint force readiness by aligning joint education and training capabilities and resources with combatant command operational needs</li> <li>• Achieve a training unity of effort across Services, agencies, and organizations</li> <li>• Develop individuals and organizations that think joint intuitively</li> </ul>	<ul style="list-style-type: none"> <li>• Prepare forces for new warfighting concepts (Known)</li> <li>• Develop individuals and organizations that improvise and adapt to emerging challenges (Unknown)</li> </ul>
<b>JOINT LEARNING</b>	<ul style="list-style-type: none"> <li>• Individual joint education and training</li> <li>• Staff-collective joint training</li> <li>• Unit/organization-collective joint training</li> </ul>	<b>MEANS</b>

Figure 1. Requirement, Missions, and Objectives

### 1.8. Three Training Transformation Capabilities

Figure 1 depicts the Training Transformation Program attaining the policy requirement end state through its missions and objectives using the means of joint learning. Joint learning includes individual joint education, training, self-development, and experience; staff-collective training; and unit/organization-collective training. Achieving the missions and objectives requires the creation and storage of new joint knowledge for future military operations, imparting joint knowledge through joint learning, and then evaluating joint individual and collective (unit and staff) knowledge. Evaluation will occur through joint training events that measure performance to joint standards via the Joint Training System—an integrated framework to identify mission capability requirements, manage assessment, and develop joint training readiness sustainment. A key challenge is to integrate joint learning into joint knowledge management architectures, force management architectures, and readiness reporting processes. This will be achieved through the development and application of the following three capabilities:

- Joint Knowledge Development and Distribution Capability—Focuses on individual education and training. It helps transform our military forces using the power of information by creating, storing, imparting, and applying knowledge to enhance an individual’s ability to think joint intuitively. It helps prepare future decision-makers and leaders to employ joint operational art, understand the relevant common operational

picture, and respond innovatively to adversaries. It develops and distributes joint knowledge via a dynamic, global-knowledge network that provides immediate access to joint education and training resources. Refer to Section 2.0 for additional detail.

- Joint National Training Capability—Focuses on collective training. It helps to prepare forces by providing units and command staffs with an integrated live, virtual, and constructive training environment with appropriate joint context that allows accurate, timely, and relevant training in support of specific operational needs. It can be used to train forces against a general threat, to conduct mission rehearsal against a specific threat, or to experiment with new doctrine, tactics, techniques, procedures, Joint Operations Concepts, and equipment. Refer to Section 3.0 for additional detail.
- Joint Assessment and Enabling Capability—Focuses on Training Transformation Program performance assessment and supporting tools and processes. It assists leaders in assessing the value of transformational initiatives on individuals, units, staffs, organizations, and processes by assessing how well joint training meets validated readiness requirements. It also provides essential support tools and processes to enable and enhance joint training for individuals, staffs, and units responsive to joint commands, and provides the assessment metrics for the Program’s other two capabilities and the Joint Training System. Refer to Section 4.0 for additional detail.

## **1.9. Accomplishments**

The Training Transformation Program has achieved significant progress over its three-year existence, and the progress is accelerating. The Joint Knowledge Development and Distribution Capability, Joint National Training Capability, and Joint Assessment and Enabling Capability have declared Initial Operational Capability. Mission rehearsal, a major element of training, is emphasized in Joint National Training Capability events and service training. The Joint Assessment and Enabling Capability completed the first Training Transformation Block Assessment in 2005. The training policies published in the DoD Directive 1322.18, *Military Training*, were a direct result of the Training Transformation Program’s impact on the Department’s training culture. The Training Capabilities Analysis of Alternatives has become the responsibility of the Training Transformation oversight bodies, and it will have far-reaching implications for applying the emerging capabilities of modeling and simulation, as well as other technologies, to joint force training. The increased importance that Training Transformation has brought to joint training, coupled with the outcomes of the Analysis of Alternatives, has led to the establishment of the Joint Training Functional Capabilities Board under the Joint Requirements Oversight Council. The need to expand the definition of “joint training” beyond the traditional framework of training between the Services, and the renewed focus of training Joint Force Headquarters has led to a coordination process for identifying tasks with other Federal agencies, including the Department of State and the Department of Homeland Security. As these tasks are identified, they will be incorporated into the Joint Training System.

## **1.10. Implementation Plan Overview**

This is the third in a series of three plans implementing the vision and actions of the *2002 Strategic Plan for Transforming DoD Training*. The approval of this plan marks the beginning of the biennial, spiral-development process that will produce updated strategic and supporting implementation plans designed to meet the challenges of the continuously changing strategic environment.

The *Training Transformation Implementation Plan FY2006-FY 2011* provides the details for implementing the vision and actions of the approved *2002 Strategic Plan for Transforming DoD Training* and revises the *2004 Training Transformation Implementation Plan*. It also explains why the Training Transformation Program is vital to joint force readiness, and it guides the development of capabilities for transforming future joint operations. Sections 2.0, 3.0, and 4.0 describe each of the three Training Transformation Capabilities. Section 5.0 outlines the management and oversight of Training Transformation and discusses Training Transformation planning and resource management. Appendix 1 revises the 2004 version and provides the details, milestones, and organizational responsibilities for how and when actions will be accomplished. Appendix 2 provides a list of abbreviations used in the appendices. Appendix 3 addresses the planning and resource management process. Appendix 4 provides definitions for the terms used in this plan.

## **2.0. JOINT KNOWLEDGE DEVELOPMENT AND DISTRIBUTION CAPABILITY**

### **2.1. Concept**

The vision of the Joint Knowledge Development and Distribution Capability is to be the premier provider of relevant, timely, and globally accessible joint knowledge, preparing individuals to support combatant commanders and national security. The Joint Knowledge Development and Distribution Capability responsibilities for achieving this vision fall into three primary implementation areas:

- Provide knowledge management leadership in support of the Joint Learning Continuum development
- Develop a global knowledge network as part of the Joint Learning Portal development
- Develop methods for and assist in the assessment of joint individual education and training in support of formal Training Transformation Block Assessments

The overall goal is to improve individual joint combat proficiency and effectiveness. As first identified in the 2003 Training Transformation Implementation Plan, this will be achieved when personnel are developed according to a Joint Learning Continuum for acquiring and performing higher-level skills within a joint knowledge management architecture. To achieve this goal, the Joint Knowledge Development and Distribution Capability Joint Management Office will provide knowledge management leadership for the continuum as it integrates individual functional career education, training, self-development and experience with joint and service specialties.

The Joint Learning Portal is a concept that builds upon the prototype of the Joint Knowledge Development and Distribution Capability's *virtual schoolhouse* of Joint Knowledge. When the vision is fully realized, the Joint Learning Portal will provide a venue for obtaining joint-unique skill sets and for fostering individual self-development and joint acculturation. Using this common portal, the Joint Management Office will lead the transformation of joint individual training through the non-resident delivery of joint individual training and Joint Professional Military Education.

Block Assessments are a major part of the Training Transformation Program's spiral-development process. The Joint Knowledge Development and Distribution Capability's Joint Management Office provides the Program with assessments of joint individual education and training.

Functioning as change agents for joint individual education and training, the components of the Joint Knowledge Development and Distribution Capability's Joint Management Office facilitate collaboration among all user agencies to identify relevant knowledge and appropriate distribution systems for meeting combatant commander needs. In accordance with the spiral-development concept, the Joint Knowledge Development and Distribution Capability will strive to update continually its business processes to facilitate better and earlier participation of subject matter

experts in front-end analyses, while ensuring it remains consistent with Training Transformation Program objectives. The intent is to accelerate development and identify distribution paths for relevant joint course materials. Where gaps exist in individual education and training, the Joint Knowledge Development and Distribution Capability will lead resolution efforts for integration and development of the appropriate tools, methods, and technologies to fill the needs.

The subsections below describe the initiatives required to enable the Joint Knowledge Development and Distribution Capability.

## **2.2. Joint Knowledge Development and Distribution Requirements and Assessment**

Led by the Requirements and Assessment Component of the Joint Knowledge Development and Distribution Capability's Joint Management Office, this initiative's primary task is to ensure that joint education and training requirements are generated collaboratively and that the generation process is aligned with the Joint Learning Continuum and overall Training Transformation Program guidance. Requirements generation is accomplished through the Joint Knowledge Development and Distribution Working Group, comprised of representatives from the Office of the Secretary of Defense, the Joint Staff, Services, combatant commands, combat support agencies, Reserve component organizations, and DoD academia. As the Joint Knowledge Development and Distribution Capability migrates to become the responsibility of Joint Forces Command, the working group will continue to generate requirements in collaboration with Training Transformation stakeholders and the formal processes of the Worldwide Joint Training and Scheduling Conference and the Training Capabilities Analysis of Alternatives. Supporting the biennial Training Transformation Block Assessments is another primary task of the Requirements and Assessment Component. Responsibilities include identifying performance metrics, assessing joint individual education and training, assessing Implementation Plan outcomes, and assessing the value of the Joint Knowledge Development and Distribution Capability on joint individual education and training.

## **2.3. Joint Knowledge Development**

The primary task of the Development Component of the Joint Knowledge Development and Distribution Capability's Joint Management Office is to develop individual joint knowledge courseware in support of the Department of Defense's capabilities-based criteria. Thus far, the Joint Knowledge Development and Distribution Capability has developed 20 on-line courses in response to requirements for individual joint knowledge support to combatant commanders. The next step in the spiral development of this initiative is to extend and align curricula with the Joint Learning Continuum, and transfer the responsibilities and capabilities for courseware development to external organizations. To achieve this alignment and transfer, the Development Component will collaborate with the Services, centers of excellence, and other appropriate organizations to identify methodologies, plans, and standards. The Component also will work with Training Transformation Program stakeholders to establish a knowledge development process for Joint Knowledge Development and Distribution Capability responsiveness to short-

fused, emergent requirements. The Development Component will continue to work with lead agencies representing joint education and training to help identify existing core competencies, identify learning elements, catalog core competencies, and participate in gap analyses of existing courseware.

## **2.4. Joint Knowledge Distribution**

The goal of the Distribution Component of the Joint Management Office is to ensure that the end user has ready access to joint individual education and training knowledge anytime, anywhere. This initiative achieved its initial distribution capability by leveraging a federation of DoD learning management systems to deliver Joint Knowledge Development and Distribution Capability courses. The next step is to aggressively develop and promote a transformational global distribution network. The Distribution Component will work with the Training Transformation Program stakeholders to ensure that the network has flexibility to add new technologies as they emerge and retire obsolete systems without data loss. The Component also will ensure that the distribution system can link seamlessly to interagency and intergovernmental systems, and where possible, can leverage technical capabilities and best practices from partnership sources. In the near term, with the Joint National Training Capability in the lead, the Joint Knowledge Development and Distribution Capability will participate as required in the development of a common operational architecture that provides inter-operability of live, virtual, and constructive training systems. It also will coordinate the integration of the Sharable Content Object Reference Model, High Level Architecture, and the Joint National Training Capability Simulation Federation Architecture. The Distribution Component will ensure that the global distribution system facilitates the exchange of knowledge across a joint community of active, Reserve, Federal interagency, intergovernmental, international coalition, and international and nongovernmental organizations.

## **2.5. Tasks and Milestones**

The Joint Management Office employs an iterative, spiral process for capability development. Major capability tasks and milestones detailed in Appendix 1, Section 2.0 include:

- Publish business rules and guidelines for accessing the repository of knowledge objects and Sharable Content Objects, April 2006
- Incorporate gaming technologies into learning effectiveness design, January 2007
- Demonstrate that the global distribution prototype capability is fully interoperable and compliant with standards for knowledge access across the global information grid, July 2008
- Establish interoperability across repositories servicing the Joint Knowledge Development and Distribution Capability Global Distribution Capability, Joint Lessons Learned Program, and Subject Matter Expert pools, July 2011

### **3.0. JOINT NATIONAL TRAINING CAPABILITY**

#### **3.1. Concept**

Building on the training transformation of the 1970s, the Joint National Training Capability will provide an environment for realistic joint exercises against aggressive, free-playing opposing forces, with credible feedback. The Joint National Training Capability is based on an integrated and distributed environment of live, virtual, and constructive simulations that is available globally on a 24-hour basis, and linked to real-world command and control systems. The Joint National Training Capability can be used to train forces against a general threat, to conduct mission rehearsal against a specific threat, or to experiment with new doctrine, tactics, techniques, procedures, Joint Operations Concepts, and equipment.

The Joint National Training Capability, as the integrating environment, will provide training to the full complement of defense audiences. Active and Reserve forces from a single service will be able to train in a realistic joint context with other service's forces and joint battle staffs represented with extensive simulation support. Battle staffs from joint headquarters, functional and service component headquarters, and service tactical headquarters will train and rehearse using real-world command and control systems, with tactical forces represented with extensive simulation support. The Joint National Training Capability will evolve to encompass a larger training audience, including allies and coalition partners; Federal, State, and local agencies; and international, regional, and nongovernmental organizations. These integrating environments are codified in the following Joint National Training Capability training programs:

- Improved Horizontal Training—Build on existing service interoperability training
- Improved Vertical Training—Link component and joint command and staff planning and execution
- Integration Exercises—Enhance existing joint exercises to address joint interoperability training in a joint context
- Functional Training—Provide dedicated joint training environments for functional warfighting and complex joint tasks

The subsections below describe the initiatives required to enable this capability.

#### **3.2. Architecture Initiative for Live, Virtual, and Constructive Simulations**

Common operational, technical, and system architectures are in development to allow integrated and distributed live, virtual, and constructive simulations to interoperate regardless of service provider. Ongoing policy reviews and assessments are examining current policies that impact the development of the Joint National Training Capability and the linkage of integrated and distributed live, virtual, and constructive simulations for training, experimentation, and mission rehearsal. Department of Defense policy will be implemented to guide departmental efforts,

including the Joint National Training Capability, to conform to Joint Forces Command's Global Joint Training Infrastructure Plan.

Through the execution of its systems-engineering and configuration-management development process, the Joint National Training Capability has achieved initial operating capability for a global, multinational network of constructive computer simulations, man-in-the-loop virtual simulators, and live forces at instrumented ranges. It will continue maturing this network to provide training and mission rehearsal environments that will contend with the challenges of the broad spectrum of joint and service training. The Joint National Training Capability will assist in range modernization through a robust research and development partnership for incorporating science and technology initiatives. It also will help improve training infrastructure via the development of the Global Joint Training Infrastructure Plan. The Global Joint Training Infrastructure development processes will remain open to incorporate state-of-the-art technology from industry, the Department of Defense, and other governmental sources in support of the Joint National Training Capability.

### **3.3. Range Modernization Initiative**

The Services maintain training ranges and operating areas necessary to satisfy live, core service training requirements. This resulted in the development and fielding of unique instrumentation for the operating platforms, and a wide variety of infrastructure necessary to create the training environment, capture "ground truth," assess activity and performance, and provide feedback to the training audience in a timely manner. Examples include position information collection systems, weapons scoring, threat emitters, and other opposition force equipment, communications, and exercise surveillance and support systems. Providing and modernizing such training functionality and capabilities are the responsibilities of the Services.

These established capabilities form the baseline of the current range infrastructure. The Joint National Training Capability builds upon this baseline with investments to expand, connect, and integrate service training ranges and instrumentation systems to create joint training capabilities. One example is the addition of systems for fixed-wing aircraft tracking and weapon-engagement scoring to the infrastructure at an Army range to enable accredited joint training. The Joint National Training Capability will continue these investments, which occasionally may require modifications to service training-support systems or translation software to incorporate joint functionality.

### **3.4. Sustainable Ranges Initiative**

Military ranges and operating areas are fundamental enablers of unit training, be it basic or advanced, service or joint. Encroachment pressures—such as private development adjacent to ranges, restrictions imposed by environmental regulation, or growing competition for airspace and frequency spectrum—are increasingly impeding the ability to conduct unit training in realistic environments. Encroachment pressures limit low-altitude flight training, over-the-beach operations, night and all-weather training, live-fire training, and the application of new weapon technologies.

The Department is pursuing a comprehensive solution to encroachment pressures through the Sustainable Ranges Initiative. This initiative includes policy, organization and leadership, programming, outreach, legislative clarification, and a suite of internal changes to foster range sustainment. Department of Defense policy directives have been or are being prepared to promote a long-range, sustainable approach to range management. The Office of the Secretary of Defense and the Services are taking a proactive role in developing programs to protect facilities from surrounding urbanization, and working with states and nongovernmental organizations to promote sound land usage. The sustainable ranges outreach effort seeks to improve understanding of readiness needs among affected groups, address concerns of State and local governments and surrounding communities, work with nongovernmental organizations on areas of common interest, and to partner with groups outside the Department of Defense to reach common goals. Where possible, the Department is seeking administrative and regulatory solutions to issues where mutually acceptable courses of action can be determined by working with other Federal or State agencies.

### **3.5. Embedded Training in Major Defense Acquisition Programs Initiative**

Department policy defines embedded training as the capabilities built into, strapped onto, or plugged into operational materiel systems to train, sustain, and enhance individual and crew skill proficiencies necessary to operate and maintain the equipment. The policy requires embedded training to function through a joint architecture using common standards with integrated live, virtual, and constructive training systems.

The Training Transformation Program has established processes that ensure embedded training and human performance-aiding capabilities are being considered for Major Defense Acquisition Programs. Service sponsors for existing and future Major Defense Acquisition Programs, with maximum participation from the training community, fund and conduct assessments to determine whether or not requirements for embedded training are identified, and if so, whether they are adequately expressed and resourced to meet the stated need. If not, and applying embedded training is deemed advisable, the appropriate service sponsor then resources and applies appropriate corrective action. Currently, all Major Defense Acquisition Programs have been reviewed and assessed for embedded training, and recommendations were forwarded to the DoD leadership for decision. Efforts are ongoing to ensure embedded training is tracked in a manner similar to “key performance parameters” throughout the acquisition process.

Embedded training capabilities must be consistent with joint operational and joint training architectures. More work is required to ensure that embedded training is designed and fielded to integrate immediately into the Global Joint Training Infrastructure, which includes architectural standards, range instrumentation, simulators and simulations, and communications to support distributed live, virtual, and constructive connectivity. Through embedded training and deployable training infrastructure, forces will be able to train globally, and manage and assess readiness regardless of location or duration of deployed operations.

### **3.6. Joint Force Trainer Community and Joint National Training Capability Joint Management Office**

In late 2002, United States Joint Forces Command established the transformative Joint Force Trainer community, a comprehensive network of training-associated organizations within joint forces.

The core of the Joint Force Trainer community is the Joint Warfighting Center. The Joint Warfighting Center was initially structured and resourced to provide four-phase (requirements, planning, execution, and assessment) Joint Training System support to the warfighter's current joint-capable forces and joint-force capability requirements. In keeping with the Joint Forces Command's and the Joint Force Trainer's transformation responsibilities, the Joint Warfighting Center now complements current capability development with aggressive assessment of joint training-based activity to identify, develop, and integrate near-term joint force capability improvement. The results of assessment (single combatant command) and meta-assessment (all combatant commands) are training-based joint warfighter capability improvement initiatives identified as joint warfighting deficiencies captured for integration into the Joint Training System. These initiatives are managed through doctrine, organization, training, materiel, leadership and education, personnel, and facilities change package processes for implementation.

The Joint Force Trainer community facilitates the implementation of the Joint Forces Command capability integration activity, incorporating the ongoing efforts of the Joint Systems Integration Center, Joint Battle Management Command and Control initiative, and the Standing Joint Force Headquarters (Core Element) into training activities. In addition, the Joint Force Trainer integrates learning methods, strategies, and tools developed from the results of Joint Test and Evaluation, Advanced Concepts Technology Demonstrations, joint and service experimentation and prototyping, and lessons from forces in real-world operations.

The Joint National Training Capability provides the principle vehicle for joint force training. Implementation of the Joint National Training Capability benefits the combatant commanders through the scalable integration of live, virtual, and constructive environments made available in a robust joint context, and by drawing on the Joint Operations Concepts. With an appropriate joint context, combatant commanders have access to consistent measures of effectiveness in terms of how their organizations perform against standard joint operational requirements. For specific joint tasks, commanders have the opportunity to choose from a menu of certified Joint National Training Capability sites that can provide the accredited training their forces need.

The Joint National Training Capability Joint Management Office is a fully integrated organization of the Joint Forces Command Joint Force Trainer community. It leverages existing Joint Force Trainer capabilities and resources the development of additional Joint Force Trainer capabilities to meet specific Joint National Training Capability outcome requirements. In this context, the Joint Management Office serves as the focal point for planning, program preparation, and execution of Joint National Training Capability resources and events. Additionally, it develops processes and standards to certify Joint National Training Capability

sites and training support systems, and accredits Joint National Training Capability organizations and programs.

Science and technology breakthroughs are being leveraged to improve training. Development processes are being established to ensure that the training audience is equipped with current technology. The Joint National Training Capability Joint Management Office is responsible for identifying, reviewing, merging, evaluating, validating, and collaboratively prioritizing joint training requirements, which will then be supported by the latest systems and technical solutions that accommodate combatant command, combat support agency, and service requirements.

### **3.7. Tasks and Milestones**

Major capability tasks and milestones detailed in Appendix 1, Section 3.0 include:

- Continue to operate a Joint Management Office to oversee daily management and coordination of Joint National Training Capability activities
- Annually update Joint National Training Capability technical standards to ensure future interoperability between systems
- Annually update enhancement to joint context, including command, control, communications, computer, intelligence, surveillance, and reconnaissance required by DoD Components via the certification and accreditation process
- Establish a Joint Training and Experimentation Network link to other DoD networks by September 2006
- Demonstrate a deployable Joint National Training Capability and mission rehearsal capability by October 2006
- Conduct a multinational Joint National Training Capability event outside the Continental United States by October 2007

## **4.0. JOINT ASSESSMENT AND ENABLING CAPABILITY**

### **4.1. Concept**

The Director, Readiness and Training Policy and Programs, within the Office of the Deputy Under Secretary of Defense for Readiness, has established the Joint Assessment and Enabling Capability to assist leaders in assessing the value of transformational initiatives on individuals, organizations, and processes by assessing how well joint training meets validated combatant commander readiness requirements. This capability also provides essential support tools and processes to enable and enhance the Joint Knowledge Development and Distribution Capability, the Joint National Training Capability, and the Joint Training System. The Joint Assessment and Enabling Capability Office reports to and receives direction from the Director, Readiness and Training Policy and Programs.

The Joint Assessment and Enabling Capability uses a systematic process of anticipating, evaluating, and recommending changes to the spiral development of Training Transformation. This systematic process includes innovative use of performance assessment tools, techniques, and policies, using well-defined metrics to provide a feedback capability to the leadership. The outcomes of the Joint Assessment and Enabling Capability assist leaders in guiding Training Transformation to achieve direct links between training and operations and increase force adaptability and agility.

### **4.2. Assessment Initiatives**

#### *Assessing the Training Transformation Program*

Every two years the Joint Assessment and Enabling Capability conducts a Block Assessment to provide Training Transformation with feedback concerning how best to assure that forces are trained to provide the needed operational capabilities, now and in the future. These assessments consider the impact of the Training Transformation Capabilities on joint individual and collective training, and consider management impacts and implications. Each Block Assessment is part of a spiral-feedback mechanism to ensure lessons learned and relevant recommendations are provided to the responsible organizations in the Training Transformation community. The feedback also is used to inform the DoD Balanced Scorecard process.

#### *Assessing Joint Training Readiness*

One major challenge of the Training Transformation Program is to develop more accurate and insightful methods for measuring the effectiveness of joint education and training on the performance of joint operations. To accomplish this effectiveness measurement, DoD policy requires integration between the training and readiness-reporting architectures. Specifically, the policy mandates that DoD Components will use the Joint Training System to develop training programs and to plan, execute, and assess training based on Mission Essential Tasks derived from the Universal Joint Task List. Department Policy also requires the Joint Training System to

be used to determine training status input to the Defense Readiness Reporting System. One of the Training Transformation Program's major actions is to ensure the enhancement of the Joint Training System and Universal Joint Task List to permit improved support to combatant commands' operational warfighting needs as well as to support the shift to capabilities-based planning.

When complete, the Defense Readiness Reporting System will be a network of applications that demonstrate the ability of the Department to conduct its assigned missions using the construct of Mission Essential Tasks, near-real-time quantitative measures of organizational status, commanders' assessments, and examinations of the ability of all tasked organizations to conduct any given scenario. This system fuses qualitative and quantitative assessments of organizational status with adaptive mission planning to provide a comprehensive view of military capabilities. The Defense Readiness Reporting System will aid the Department in forecasting its ability to execute a diverse set of missions ranging from humanitarian assistance to domestic counter-terrorism efforts to large-scale regional conflicts.

The Joint Assessment and Enabling Capability actively monitors the integration efforts of the Joint Training System and the Defense Readiness Reporting System and includes these efforts in the scope of the biennial Block Assessments and the DoD Balanced Scorecard.

### **4.3. Enabling Initiatives**

#### ***Policy and Guidance***

The Joint Assessment and Enabling Capability, along with the other Training Transformation stakeholders, plays a major role in the development of policy as outlined in Section 5.3, and assists leaders in guiding the Training Transformation Program.

#### ***Joint Lessons Learned Program***

Training Transformation is enabled by the evolving lessons-learned process drawn from operational missions and training, exercise, and experimentation venues. Lesson observations from operational missions, training, exercises, and experimentation must be systematically captured, analyzed, validated, and then injected into ongoing experimentation, concept development, and doctrine development to ensure new joint tactics, techniques, and procedures are properly documented. Combatant commanders will develop war plans and theater security cooperation plans, taking into account lessons from ongoing and past operations and exercises. Lesson observations and findings, and lessons learned derived from joint training venues and operational deployments will serve as principal sources for the design of future joint education and training curricula, courseware, training events, operational tests, and experimental concepts.

A key component of the Joint Lessons Learned Program is the Joint Center for Operational Analysis. This center identifies joint trends and issues, and performs analysis in joint warfighting deficiencies by observing real-world operations and joint training exercises. The Joint Center for Operational Analysis, coupled with the Joint Lessons Learned Specialists and an

information management system to catalogue joint lessons learned, form the foundation for a joint network of lessons-learned experts from combatant commands, Joint Staff, Services, combat support agencies, and education institutions. This network works together to ensure that lessons learned are embedded in ongoing joint operations, joint training exercises, and experimentation.

The Joint Assessment and Enabling Capability investigates the integration and feedback mechanisms of the lessons-learned programs through the biennial Block Assessments.

### ***Track Joint Education, Training, and Experience of DoD Personnel***

Personnel systems must ensure the assignment of the right individuals to the right joint billets at the right time. To achieve this objective, joint learning requirements and accomplishments must be tracked and documented for all DoD personnel. This tracking encompasses accurately defining joint billet and joint leader development requirements, developing appropriate standards, and establishing certification processes. The Joint Assessment and Enabling Capability will report on the current standards for and utilization of joint educated, trained, and experienced personnel. These reports will enable the establishment of improved personnel policies for joint education, training, and experience. Increased emphasis on joint leader development will be incorporated into these policies for a career-long continuum of joint learning, so that future joint leaders are fully developed and prepared for joint warfighting. The Joint Assessment and Enabling Capability will also assist the Office of the Chairman of the Joint Chiefs of Staff in the establishment of a joint certification process for DoD personnel; and the provision of enablers for integrating manpower, personnel management, and training systems resulting in trained and qualified personnel being assigned to joint duty positions.

## **4.4. Tasks and Milestones**

Major capability tasks and milestones detailed in Appendix 1, Section 4.0 include:

- Joint Assessment and Enabling Capability Office fully staffed and functioning
- Quarterly assessments are conducted and coordinated and feed the Training Transformation portion of the DoD Balanced Scorecard
- Block Assessments are conducted biennially
- Linkage is validated between the Joint Training System and the Defense Readiness Reporting System by March 2006
- An enhanced Joint Lessons Learned Program is fully developed and fielded with Joint Lessons Learned Specialists in place by October 2007
- Joint education, training, and experience of DoD personnel is tracked and used for joint assignment selection by October 2009

## 5.0. TRAINING TRANSFORMATION MANAGEMENT AND OVERSIGHT

### 5.1. Management Responsibilities

Training Transformation is a continually evolving process that requires management of the overall direction while adjusting for new developments to achieve Training Transformation objectives. The management process uses spiral development to review, assess, adjust, and redirect the actions that will collectively transform DoD training.

The Under Secretary of Defense for Personnel and Readiness maintains overall responsibility for Training Transformation. The Deputy Under Secretary of Defense for Readiness serves as executive agent for Training Transformation. The Director of Readiness and Training Policy and Programs has oversight of Training Transformation progress, daily management, and coordination of the Department’s Training Transformation activities. The Director also ensures collaboration across the entire Department and guides the efforts of the Joint Integrated Process Team and working groups that oversee implementation of Training Transformation actions.

### 5.2. Oversight Forums

The Training Transformation Executive Steering Group and Senior Advisory Group (refer to Figure 2.) oversee the development and execution of the *Training Transformation Implementation Plan*.

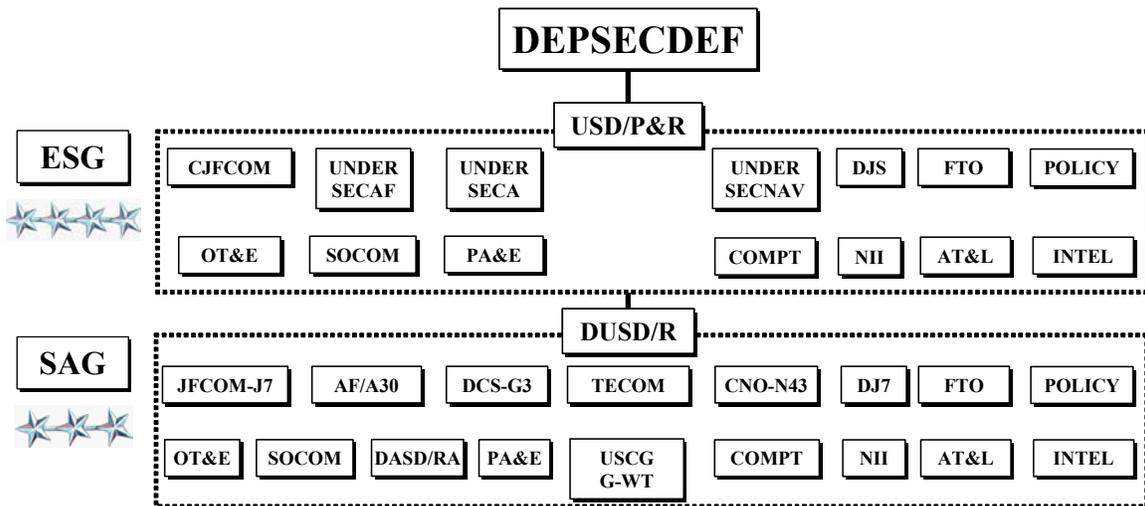


Figure 2. Training Transformation Oversight

These two governing bodies also oversee the resolution of issues and manage the Training Transformation process for the Department. In this regard, they are responsible to the Secretary and Deputy Secretary of Defense for the development of Training Transformation plans and for overseeing the actuation of Training Transformation. Additionally, the Senior Advisory Group

ensures the timely allocation, transfer, and execution of Training Transformation Program resources.

The Training Transformation Joint Integrated Process Team is subordinate to the two oversight groups. It serves as the primary, collaborative working forum that provides input to the oversight groups and responds to their guidance. The Joint Integrated Process Team consists of senior analysts, planners, and action officers from the staffs, agencies, and commands contributing to DoD Training Transformation, and is chaired by the Director, Readiness and Training Policy and Programs.

### **5.3. Policy and Guidance**

Training Transformation initiatives must be codified in DoD policy. Policy ensures that the initiatives are institutionalized within the Department of Defense, provides guidance for planning and execution of Training Transformation programs, and provides procedures and assigns responsibilities for the training and management of DoD personnel—both military and civilian—and military units. Policy promotes the effective integration of activities across Training Transformation to minimize duplication of effort and focus on priorities. Training Transformation must address the following policy and guidance areas:

- Personnel and assignments
- Education, training, and experimentation
- National training strategy, policy, and programs
- Resource management and oversight
- Embedding training into defense acquisitions
- Range modernization and sustainment
- Assessing joint education and training, and reporting readiness
- Linking training requirements horizontally and vertically
- Interoperability of training systems, infrastructure, and networks

### **5.4. Training Transformation Planning and Resource Management**

Training Transformation was designated a program by the Secretary of Defense, and it was included in the Fiscal Year 2004 Program Objectives Memorandum. The Office of the Under Secretary of Defense for Personnel and Readiness is responsible for the DoD Training Transformation Program including planning, program development, annual budget submission coordination, and execution oversight. The Under Secretary of Defense for Personnel and Readiness uses the existing Executive Steering Group, the Senior Advisory Group, the Joint Integrated Process Team, the Training Transformation Capability Offices, and the processes inherent therein, to coordinate and oversee Training Transformation. The Training Transformation management process includes planning, program development, annual budget submissions, and program execution. Actions are detailed in Appendix 1, Section 5.0.

The Training Transformation Planning and Resource Management process is fully consistent with the DoD Joint Defense Capabilities Process and it will remain in effect until officially cancelled or changed.

The executive agent will periodically update the Training Transformation Strategic and Implementation Plans to reflect new developments, emerging requirements, implementation progress, and coordination of resources with the Under Secretary of Defense (Comptroller). For details, see Appendix 3, *Training Transformation Planning and Resource Management*.