CJCS VISION FOR

JOINT OFFICER DEVELOPMENT

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Chairman's Foreword

Overcoming the complex and evolving global security challenges facing the United States as this millennium unfolds will be the priority of the future joint force. The Capstone Concept for Joint Operations (CCJO), as the head of a family of joint operations concepts, describes how joint forces are expected to operate across the range of military operations in 2012-2025. One purpose of the CCJO is to lead force development; implicit in this purpose is that the leaders of the envisioned future force must also be developed.

The landmark 1986 Goldwater-Nichols Department of Defense Reorganization Act set the Department of Defense on the path that led to today's joint force and our extant approach to joint leader development. Now, almost 20 years later, as we move toward the force envisioned in the CCJO, transformative approaches to joint officer development are required to ensure that joint leaders with the proper mix of joint and Service leader competencies have the training, education, and experience to successfully lead the CCJO-envisioned force.

The 2005 Ronald Reagan National Defense Authorization Act charged the Secretary of Defense to develop a strategic plan for joint officer management and joint professional military education that links joint officer development to the overall missions and goals of the Department of Defense. This requirement has been the legislative impetus to develop the vision for joint officer development, attached herein.

This vision for joint officer development sets the objective and direction of march for transformative changes in how we will develop leaders of the CCJO-envisioned force. Detailed work on joint leader competencies is both at the heart of the vision and an area to be more fully developed; this task is now under way. This vision is intended to guide the development of strategies and approaches that will in turn produce the joint leaders required by the Nation.

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1. **Introduction**

This white paper articulates the Chairman of the Joint Chiefs of Staff (CJCS) vision for transforming joint officer development (JOD), which will produce appropriately prepared senior leadership for the capabilities-based future joint force. The authority for this vision is CJCS statutory responsibility of "formulating policies for coordinating the military education and training of members of the Armed Forces."[1] This vision is intrinsically tied to the emerging Capstone Concept for Joint Operations (CCJO).

The CCJO's purpose is to drive future joint force development and employment; it does this by describing the family of future joint concepts that will guide the development of future joint capabilities. As an expression of where the joint force is going in the future, the CCJO is inherently linked to the overall strategy, missions, and goals of the Department of Defense, and thus, has been chosen as the baseline document underpinning future joint officer development. Therefore, the future joint force must explicitly inform the development of leaders of that force.

The CCJO " broadly describes how future joint forces are expected to operate across the range of military operations in 2012-2025 in support of strategic objectives. It applies to operations around the globe and envisions joint operations conducted in conjunction with coalition military partners and other governmental and nongovernmental agencies. It envisions military operations conducted within the context of a national strategy that also incorporates other elements of national power."[2]

This vision dictates that the current definition of "joint matters" must evolve. In the construct of this paper, "joint" therefore means the *integrated employment of US and multinational armed forces and interagency capabilities in land, sea, air, and space and in both the human and virtual domains.* With this definition in mind, the CCJO assumes that the "joint force will retain two of its main strengths:

1) A diverse set of capabilities inherent in the various Services and other organizations that comprise the force (as well as in external elements cooperating with the force); and
2) An exceptional ability to integrate those capabilities in pursuit of a common aim."[3]

These assumptions have profound implications for JOD as they implicitly stake out a key principle: *joint officers are built upon Service officers*: In other words, it excludes a born-joint approach to officer development. Following the CCJO's assumption that future joint operations will be planned and executed within a multi-Service, multi-agency, multi-national environment, future joint officers must possess the inherent ability to make the sum of the whole greater than the parts by possessing an *unprecedented ability to integrate diverse elements in a complex environment.*

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[1] 10 USC 153(a)(5)(C)
[2] CJCS, August 2005, *Capstone Concept for Joint Operations (CCJO)*
[3] *ibid,* pg. 4.

Any officer development approach must acknowledge that an officer's first responsibility is to understand war in all its complexities. This task involves not just the generation and accumulation of skills but the ability to understand second- and third-order thinking about human conflict. The CCJO reiterates this belief and directly addresses JOD by stating that the future joint force "requires knowledgeable, empowered, innovative, and decisive leaders, capable of leading the networked joint force to success in fluid and perhaps chaotic operating environments…(with) more comprehensive knowledge of interagency and multinational cultures and capabilities.[4]" These officers must be *strategically minded, critical thinkers, and skilled joint warfighters* in ways that allow them to lead a joint force that has the characteristics expressed in the CCJO. *This posits the requirement to identify and inculcate a set of joint leader competencies and skills based on the enduring values of the Joint Force.*

The CJCS vision for JOD establishes three broad descriptors[5] overarching the more discrete, uniquely joint-leader competencies.

- *Strategically Minded.* Those competencies that allow an officer to lead the CCJO-envisioned force within a multi-Service, multi-agency, multi-national environment and to be able to participate in and contribute to informed decision-making on the application of all instruments of national power - not just the military instrument.
- *Critical Thinker.* Those competencies associated with acuity of mind at the highest level - gained as a result of a continuum of learning across a lifetime.
- *Skilled Joint Warfighter.* Those competencies and skills steeped in functional component core competencies and infused with an operational and strategic understanding of mission tasking across the range of military operations in the physical, virtual, and human domains.[6]

In the construct of this paper, competency refers to the higher level of assessing learning outcomes described by specific knowledge, skill, ability, and attitude (KSAA). The individual learner shall be assessed against the competencies and ability to demonstrate the desired behavior.

Greater treatment of these three broad descriptors will follow later, with subordinate attributes detailed. Equal to these desired competencies is the Chairman's belief that competency-based education, supported by assessment mechanisms to measure what the officer has learned - what the officer can do vice what he has read - is essential to successfully impart these desired joint competencies.

Within this context, the CJCS vision for JOD entails a competency-based lifelong continuum of learning where the outcome is a fully qualified and inherently joint officer suitable for joint command and staff responsibilities. In this approach, JOD transforms from its current linear, episodic, and fixed format to an approach that enables individual learning and multiple paths to achieve desired objective for JOD.

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[4] *Ibid,* pg 24.

[5] "Strategically minded," "critical thinker," and "skilled joint warfighter" are broad descriptors of joint leader competencies. A near-term independent study shall assist in developing a final set.

[6] Physical: air, sea, land, space; Virtual: cyber, information; Human: social, moral, cognitive. CCJO, pg 17.

2. **Objective of Joint Officer Development**

The objective of JOD is to produce the largest possible body of fully qualified and inherently joint officers suitable for joint command and staff responsibilities. The CJCS' vision for JOD sees fully qualified and inherently joint colonels and captains as the specific focal point of development. By focal point of development, we mean that career point at which joint and Service lines of development converge. Conversely, senior leader learning requirements diverge along those same lines to affect professional military education as early as the junior-company-grade officer level. By the time they reach the rank of colonel and captain, officers individual development is mature; their service in command or senior staff positions represents a harvest of accumulated training, education, experience, judgment and maturity. This JOD approach develops a pool of fully qualified and inherently joint leaders for promotion to flag rank.

The CJCS vision for JOD ensures that all colonels and captains are *skilled joint warfighters* who are also *strategically minded, critical thinkers*. Attaining the rank of colonel and captain will signify that an officer fundamentally thinks in a joint context at the operational and strategic levels of war and thereby possesses an unprecedented ability to integrate capabilities across the depth and width of the joint force.

3. **Joint Competencies**

In his Training Transformation (T2) Implementation Plan, the Secretary of Defense directed that "joint training and education will be recast as a component of lifelong learning and integrated across the Total Force ....to develop officers well versed in joint operational art."[7] Joint officer development within a competency-based context - that is, learning focused on the assessment of what has been learned vice simply read or remembered, is, as previously discussed, the mechanism to achieve the desired outcome. However, prior to accepting any set of competencies as uniquely joint, those leader competencies common to all Services should be distilled. It is the combination of leader competencies common to all Services plus the unique joint leader competencies that define the fully qualified and inherently joint colonel or captain. The concept of "fully joint qualified" in lieu of the "joint specialty officer" designation is discussed later in this paper. Service leader competencies will vary by Service but they are developed in a joint context and are the foundation for joint officer development.

In this view, Service leader competencies are subsumed as part of the JOD approach as the *joint requirement for leader competencies becomes integral to those of the Services.* The total body of joint leader competencies will generally be more broadly stated than Service leader competencies, as they will be more focused on strategic and operational aspects of leading a joint force in the achievement of DOD goals and missions. The collective body of leader competencies (i.e., uniquely joint + common + Service) inculcated in the officer corps through career-long development will properly produce and prepare the leaders of the CCJO-envisioned force. These fully qualified and inherently joint colonels and captains will have been equipped via the JOD process for joint command and staff responsibilities with the

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[7] Department of Defense, 9 June 2004, "*Training Transformation Implementation Plan*"

"knowledge empowered, networked, interoperable, expeditionary, adaptable, enduring/persistent, precise, fast, resilient, agile, and lethal"[8] joint force. More specifically, colonels and captains as the output of the JOD process will have been equipped as:[9]

- **Strategically Minded:** A leader who is a cross-cultural communicator, able to foster trust internally and externally. Must be self-aware and at ease with decision making in the absence of complete information. Must recognize and adapt to agendas, and manage perceptions in multi-cultural environment. Must possess the ability to access and apply resources without ownership. Must be able to use communications skills to build teams at the strategic level through persuasive influence, collaboration, negotiation, and consensus building.

- **Critical Thinker:** A leader who can decisively and intelligently make decisions within the context of understanding and sensitivity to culture in ways that allow successful leadership of a world-wide deployable, multi-Service, and multi-national force. Has the ability to recognize patterns and changes and is comfortable with uncertainty and ambiguity. Versatile and creative, able to develop innovative solutions, thinking in time and context within the complex environment to bring about desired effects. Thinks in term of systems/linkages (effects) and is an expert learner.

- **Skilled Joint Warfighter:** A leader who is able to conduct campaigning and statecraft and understands the role of war and politics. An operational artist capable of integrating joint, interagency, and multi-national capabilities within physical, virtual, and human domains in time, space, and purpose. Possessing the functional core competency of fighting a joint force, while operating in a transparent, fluid, and networked environment.

4. The Continuum of Joint Learning

A distinctive attribute of the military profession is that military leaders are grown internally and not hired. Senior military leaders join the Service in entry-level positions, receive training and education, gain experience, pursue self-development and, over the breadth of their careers, become senior leaders of the force. Performance and potential are the alchemy of this growth, but nothing ensures that they are properly prepared leaders more than the institution's care given to the content of their training, education, experience, and self-development opportunities.

This white paper has already discussed the desired output of JOD and the broad descriptions of the attributes of uniquely joint leader competencies needed to lead the CCJO-envisioned force. These competencies go to the content of joint learning. What, then, of the mechanism needed to ensure that content actually produces the desired outcome? How will the CJCS

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[8] CJCS *Capstone Concept for Joint Operations (CCJO, August* 2005, pg 20.*)*

[9] "Strategically minded," "critical thinker," and "skilled joint warfighter" are broad descriptors of joint leader competencies. A near-term independent study shall assist in developing a final set.

vision for JOD produce the largest possible body of fully qualified and inherently joint colonels and captains?

The CJCS vision for JOD addresses these questions by establishing a Joint Learning Continuum of four interdependent supporting pillars. These pillars are:

- Joint Individual Training (JIT)
- Joint Professional Military Education (JPME)
- Joint Experience
- Self-development

The interdependent nature of the learning binned within the pillars creates an unprecedented ability to make the sum of the overall effect greater than the parts.

Inherent in the Joint Learning Continuum is the provision for multiple paths to JOD's desired objective, which is an approach that enables individual learning and discards the linear, episodic, and fixed format of the current approach. This approach explicitly seeks to expand and improve on the success of the landmark Goldwater-Nichols Act (G-NA) that first codified the relationship between JPME and joint experience in achieving jointness. Each of the four main pillars of the Joint Learning Continuum is described below.

Joint Individual Training. Training and education are related aspects of learning; simplistically put, training is learning to do, where education is learning to think. JIT entails the imparting of specific joint skills to individuals. Recognizing that more joint knowledge is needed earlier in an officer's career, integral in the JIT pillar is that these are important skills to acquire before an officer reaches the grades of major and lieutenant commander. Opportunities for delivery of JIT are multiple: embedded inside Service training venues, brick-and-mortar joint skill-specific training venues, or via distance education venues. The latter ties neatly to the SecDef dictum for lifelong learning and posits the requirement for a Joint Learning Portal (JLP), a virtual schoolhouse as a venue for obtaining joint unique skill sets, for fostering individual self-development, and to begin the process of joint acculturation.

A JLP is a logical outgrowth of the current Joint Knowledge Development and Distribution Capability (JKDDC) aspect of Training Transformation. JKDDC must grow to embrace the non-resident delivery JIT as well as JPME. Integral to this design will be transparent linkage to the Joint Staff's Joint Doctrine, Education, and Training Information System (JDEIS) and protocols that allow students to test out of various required training by demonstrating mastery of any subject area. Tracking and recording the accomplishment of JIT will be a Service responsibility with joint visibility of results. JLP will also serve as a forum for peer-to-peer joint learning and a repository for sharing joint lessons learned.

Joint Professional Military Education. JPME is at the heart of JOD, as schoolhouses are the petri dishes for organizational culture. JPME has been the key element of the transformation of the pre-G-NA force into its current state of jointness; this role carries on in the CJCS vision for JOD. JPME continues as a key educational activity for officers commencing at major and lieutenant commander. JPME curricula content will be revised so that it is based

on joint leader competencies previously described. Joint acculturation, now achieved through policy-mandated student and faculty mixes by military department, remains an integral aspect of JPME. The multiple levels of JPME described in law remain, as do resident and non-resident delivery approaches. Nominally, JPME I should be completed prior to promotion to lieutenant colonel and commander; JPME II should be completed prior to colonel and captain. To extend the benefits of JPME to the largest possible number of officers, delivery approaches that utilize hybrid techniques (a mixture of resident and non-resident delivery) will be implemented for JPME II. Joint General and Flag Officer education opportunities remain a key component of JPME.

Self-Development. Officers through their oath of office and by definition bear special trust and confidence; the responsibilities and authorities of a commission follow from this status. Consequently, the self-development pillar of the JOD vision recognizes that empowering individuals with responsibility to actively participate in their growth is a necessary and positive step. This pillar of the joint learning continuum posits officers' self-directed, self-motivated quest to prepare them for greater duties, responsibilities, and authorities. This said, the engine of success in self-development is commanding officer involvement, specifically in the commander's creation of an environment where self-development is both prized *and* expected.

Self-study in the pursuit of knowledge accelerates an officer's development as well as allows flexibility and accommodation to individual circumstances of need, situation, and desire. Every military leader, particularly those whose job it is to practice war, must be given every opportunity to study war. Learning as a life-long process should be supported by unfettered and continuous access to the best and most inclusive program of war studies. Contemporary distance learning technology permits military students to learn in groups and virtual seminars even when on the job or in some distant theater of war. Every officer who takes advantage of the opportunity to learn must receive recognition and professional reward for the quality of that learning.[10] Establishing testing and assessment protocols that credit officers for their individual developmental accomplishments rewards self-development; one should be able to test out of aspects of JIT or JPME when demonstrating mastery of aspects of formal curriculum. Easy access to non-resident delivery of both JIT and JPME is an essential aspect in granting full credit to joint competencies gained through rigorous self-development. The previously mentioned JLP will serve as the primary forum for self-development.

Joint Experience. Joint experience is a key learning opportunity, as it is where the other aspects of the JOD approach move from the conceptual to the actual. The intellectual understanding of war that is gained through operational experience rounds out the continuum of joint learning. The joint experience pillar implicitly recognizes that the successful application of what individuals learn via JIT, JPME, and self-development is essential.

Joint warfighting is not an academic pursuit; its competencies must be demonstrated by practice. Simply put, *joint experience accrues where jointness is applied.* The joint experience pillar of the Joint Learning Continuum captures this aspect; however, inherent in

[10] Derived from the statement of Major General Robert Scales, USA (ret), testifying before the House Armed Service Committee, 15 July 2004.

this approach are required changes from the current Joint Duty Assignment List (JDAL) methodology for capturing joint experience, to include understanding that there may be degrees of jointness in diverse billets.[11]

The JDAL was initially an appropriate mechanism for managing credit for joint experience but as jointness has taken hold in the almost two decades since G-NA's enactment, the JDAL has proven a process-intensive and mechanical approach. In the current paradigm, some billets produce joint credit merely because they are in joint organizations; others receive no credit because they are located in Service organizations. In neither instance does the current approach account individually for the nature of the specific duties performed, the intensity, nor is individual performance in those billets a factor.

Inherent in the CJCS vision for JOD is transforming the JDAL into a meaningful management tool. The JDAL should be relied on to manage the generalist versus "specialist" billet inventory. Accordingly, joint credit should be managed through a paradigm of tailored assessment that accounts for both the billet duties and the officer's performance in that billet. The mere location or grade of the billet is diminished as a factor. What is more important is *what an officer does and how the officer performs.* In this new approach, any billet is eligible to generate joint credit on the verification that the billet's responsibilities meet certain basic prerequisites, the spirit of which is a litmus test of how joint are the responsibilities of the billet. Relatedly, having joint responsibilities does not mean that the officer's performance of those responsibilities is truly joint; the individual's movement toward the desired JOD objective, by demonstrated growth in joint competencies, requires individual validation. Implicit in this last point is that some officers may gain this validation sooner than others; some may never demonstrate it.

The CJCS vision for JOD assigns the Joint Staff the responsibility to develop the litmus test for joint billets. It assigns to the appropriate commander the responsibility to validate the billet and the officer's related performance. Services are given the responsibility to track, monitor, and record the gaining of joint experience. Just as important, individual officers must be able to assess their own personal progress in attaining a joint-qualified status within the context of a Service career path.

5. **Relationship Between the Pillars of the Joint Learning Continuum**

The linear progression of time suggests that most officers will experience the pillars of the Joint Learning Continuum in a linear fashion, progressing from JIT, through JPME (I and II) with joint experience gained enroute serving to validate the knowledge gained previously. Officers will likewise seek to simultaneously develop as Service officers and seek assignments and Service development opportunities accordingly. This is appropriate as the pillars of the Joint Learning Continuum are designed to allow multiple paths to achieving the desired JOD objective. Officers can, through self-development and non-resident education and training, arm themselves with the required learning regarding the joint competencies. Demonstration of these competencies in any billet meeting a joint litmus test allows joint

[11] Booz-Allen-Hamilton's 2003 study on Joint Officer Management and JPME identified these as "Critical" (Integral); "Required;" and "Associated."

credit to be gained in ways and assignments not now available. Officers and Services will find it easier to reconcile service and joint assignment options, consequently more assignments that deepen an individual officer's personal occupational competency will be easier to link to achieving the common objective of JOD. Further, an important implication of the envisioned changes in the accounting of joint experience will be that Joint Officer Management (JOM) becomes more flexible and responsive, as there are multiple paths to achieving the JOD objective, with much of the requirement for quality control and recording waypoints being placed on commanders, individual Service and joint command headquarters.

6. **The Joint Qualified Officer**

A largely effective forcing function of the current approach to joint officer development has been the requirement that all G/FOs be Joint Specialty Officer (JSO) designated.[12] All G/FOs have met the minimum JPME and joint billet (experience) prerequisites for nomination to hold the joint specialty. While this approach has assured all G/FOs have minimum joint credentials, it is also manpower management intensive and has created limitations regarding qualified assignments and education opportunities. Processes to work-around joint billet chokepoints in career paths have included assignments of minimum tour lengths (i.e., 22 month assignments for some) and a pattern of prerequisite waivers. Importantly, the chokepoints have constrained opportunities to officers who could not get the proper schools or billets. It is time to define broader standards for what constitutes a fully qualified joint officer.[13]

The CJCS vision for JOD sees fully qualified and inherently joint colonels and captains as its specific focal point. This approach further ensures a larger pool of fully qualified and inherently joint leaders for promotion to flag rank. The current designation of JSO is incomplete; the JOD approach is fundamentally not building *specialists*, but inculcating jointness in *all* colonels and captains - a generalist approach. As a result, the Chairman's vision for JOD mandates replacing the extant JSO designation with the more accurate joint qualified officer (JQO) designation.

The measure of being fully qualified is to be a JQO. JQO's component pieces are JIT, JPME I and II, and joint experience, all gained through the multiple paths previously described. Promotion to general and flag rank will require an officer to be a JQO as an eligibility prerequisite, identical to the way JSO serves in the current construct.

The multiple paths to the JQO designation, as well as Service responsibilities to track, monitor, and record the gaining of joint experience, provide relief to the current manpower management intensive systems and relieve and reduce work-arounds regarding assignments, tour lengths, etc. Check-the-box paradigms for demonstrating jointness should also largely evaporate as the multiple paths to JQO provide increased flexibility in Service management of career paths.

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[12] 10 USC (661)

[13] Center for Strategic and International Studies, *Beyond Goldwater-Nichols; U.S. Government and Defense Reform for a new Strategic Era- Phase 2 Report, DRAFT*/TBD, Page 87

7. **Service Responsibilities Regarding Joint Officer Development**

Earlier in this white paper, the key joint principal, *joint officers are built on Service officers* was articulated, with the implication that a born-joint approach to officer development was excluded. Like the Chairman, Service Chiefs have title 10 USC responsibilities for officer development. Services recruit, commission, educate, and train junior officers in various occupational specialties, and assign, promote, and manage their development from junior to senior officers. Officers are always members of their parent Services, subject to its regulations and cultural nuances - even in a joint assignment. Young Americans seek commissions in Services and not the joint force; the CCJO explicitly recognizes the value of Service diversity as a main strength. How then does the Joint Learning Continuum with its life-long application reconcile with "*joint officers are built on Service officers*?"

Extant Joint Doctrine (and the CCJO) clearly recognizes that the integration of Service core warfighting competencies is at the heart of jointness; this paradigm demands that Service officer development be done in a joint context. The desired objective of JOD explicitly requires colonels and captains steeped in Service core warfighting competencies developed, from commissioning, in a joint context. The CJCS vision for JOD does more than integrate Service officer development approaches; it drives them to produce the leaders the CCJO force requires. Services may need to adjust their officer development models to fit the new JOD paradigm.

The Joint Learning Continuum is the architecture of this directing approach that sets out the parameters of this joint context, as well as establishing the pathways to achieve the JOD objective. The CJCS vision for JOD establishes the requirement that all paths - Service and joint - work together to produce the JOD objective of colonels and captains with the desired values-based joint competencies.

The greatest Service responsibility in JOD is that of accountability. In a broad sense, it is a Service responsibility to develop officers with the desired joint leader competencies. The Services must foster this development; they therefore must be institutions whose individuals pursue learning and intellectual development with intensity and are rewarded for doing so. In practical terms this entails the Services rewarding (through selection for increased responsibilities, rank, and authorities) those officers who demonstrate the desired joint leader competencies (and the potential for them earlier in their careers.) The Services must further hold individual officers accountable by rewarding excellence and their active pursuit of the joint leader competencies, they must know where officers are in their development; and must mentor all officers toward the JOD objective. The Services must develop a no-officer-left-behind attitude.

The Services maintain the responsibility to set and develop competencies to meet their own Service-specific roles, missions, and capabilities; e.g., by fostering tactical employment skills, and building foreign language skills and platform-specific proficiency skills, etc. As a general rule, however, Service-specific learning at all levels will be analogous to the joint-learning continuum.

8. **Way Ahead**

Under CJCS statutory authorities, the Joint Staff will be responsible for fully developing the CJCS vision for JOD, under the direct supervision of the Director, Joint Staff. The transformational JOD approach will be achieved largely through a cooperative partnership between the Operational Plans and Joint Force Development Directorate (J-7), and the Manpower and Personnel Directorate (J-1). Changes to pertinent policies and instructions, as well as joint doctrine, will likely emerge across the Doctrine, Organization, Training, Materiel, Leadership/Education, Personnel and Facilities (DOTMLPF) spectrum; these changes will be pursued as necessary to implement the new JOD approach. Additionally, achieving the CJCS vision for JOD requires identification of *internal issues* (those with solutions solely within the purview and prerogative of the Department of Defense) and *external issues* (those with solutions affected by other USG agencies including the legislative branch of government, the private sector, international and multinational coordination, etc). Changes to title 10 USC will be required, specifically to the definition to joint matters and in sections dealing with joint officer management and JPME.

In the near term, research into uniquely joint and common leader competencies will be completed within the next 6 months and form the basis for a substantive revision of the CJCS Officer PME Policy.[14] The CJCS vision for JOD is also designed to provide CJCS advice to the Secretary of Defense regarding the NDAA 2005 congressional requirement to provide a strategic plan for joint officer management and JPME due to Congress not later than January 15, 2006.[15]

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[14] CJCSI 1800.01B, 30 August 2004,*Officer Professional Military Education Policy (OPMEP)*

[15] FY 05 National Defense Authorization Act (NDAA).