

Strategy Research Project

COMPETENCIES TO ATTAIN A JOINT, INTERAGENCY, INTERGOVERNMENTAL AND MULTINATIONAL PERSPECTIVE

BY

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USAWC STRATEGY RESEARCH PROJECT

**COMPETENCIES TO ATTAIN A JOINT, INTERAGENCY, INTERGOVERNMENTAL
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ABSTRACT

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The Joint, Interagency, Intergovernmental, and Multinational (JIIM) environment will continue to increase in complexity and require leaders to adapt and innovate. The Officer Education System and the Functional Area 53 technical training lacks in the development of non-technical skills needed in a JIIM environment. With additional training and education in executive competencies and interpersonal skills, the FA 53 officer attains a JIIM perspective and is prepared to operate in the complex JIIM environment by adapting and innovating. To do this the FA 53 officer needs two additional competencies. First, the FA 53 is a senior IT person and represents the organization in regards to information systems and technology. This external IT focus aligns well with the Chief Information Officer (CIO) competencies. The second competency is the Senior Leader Leadership competencies of conceptual, technical, and interpersonal skills. Existing programs, or modification and cloning of similar existing programs provide the training and education for these competencies to prepare FA 53 officers for JIIM assignments.

COMPETENCIES TO ATTAIN A JOINT, INTERAGENCY, INTERGOVERNMENTAL, AND MULTINATIONAL PERSPECTIVE

Literature adds to reality, it does not simply describe it. It enriches the necessary competencies that daily life requires and provides; and in this respect, it irrigates the deserts that our lives have already become.

— C.S. Lewis,¹
British Author

The Joint, Interagency, Intergovernmental, and Multinational (JIIM) environment will continue to increase in complexity and require leaders to adapt and innovate.²

Officers need training and education to prepare for the JIIM environment, just as many individuals “hit the gymnasium” when winter ends to tone and firm unused muscles to prepare them for summer events. To “Hit the JIIM” and be prepared for the complexity of the JIIM environment the “toning and firming” is additional training and education to attain a JIIM perspective and enable the officer to adapt and innovate.

The current Officer Education System (OES) and Functional Area 53 Systems Automation (FA 53) specific technical training does not adequately prepare FA 53 officers for Joint, Interagency, Intergovernmental, and Multinational assignments. Executive competencies are more appropriate to prepare FA 53 officers for JIIM assignments and contribute to an officer’s ability to attain a JIIM perspective. A JIIM perspective enables an officer to adapt and innovate in the complex JIIM environment. Existing programs or specific training prior to assignment adequately develops officers for a JIIM assignment.

This paper addresses the JIIM environment and the challenges that face FA 53 officers in this environment. The paper focuses on competencies needed to develop officers that can better adapt and innovate in the JIIM environment by attaining a JIIM

perspective. The paper begins with a description of the JIIM environment and its impact on FA 53 officers. The paper discusses the required competencies for the FA 53 officer when working in the JIIM environment. Then the paper reviews the shortfalls in the current OES for the competencies noted for the FA 53 officer, and the final section of the paper concludes with recommendations to address the shortfalls.

The Joint, Interagency, Intergovernmental, and Multinational Environment

This section of the paper describes the JIIM, provides definitions for terms related to the JIIM, and describes the impact of the JIIM on the FA 53 officer. In many areas, the problems that existed with newly created joint staff positions at the start of the 21st century apply to those that are being created in the JIIM environment today. The main issues noted concerning the military services in 2005 were under or completely untrained officers for positions, changing and new requirements, and learning how to cooperate with other Services.³ The Goldwater Nichols Department of Defense Reorganization Act of 1986⁴ was the forcing function that required the Services to operate jointly. Concerning the JIIM and specifically the interagency it is not hard to find articles that lament interagency coordination⁵ or that much of the coordination has been informal and success stories due to the efforts of individuals on the ground.⁶ The Project on National Security Reform (PNSR)⁷ recommendations if adopted requires the interagency to work together in the JIIM environment just as the Goldwater Nichols Act forced the armed services to work together in a joint environment. Until these issues are resolved, the JIIM continues to be a complex and challenging environment.

The term JIIM describes the complex environment that exists when two or more elements of the JIIM are required to perform operations or tasks whose scope and

complexity require multiple JIIM elements to achieve mutual goals and mission success. The relationship between the elements is formal or ad-hoc based upon a common purpose or mutual necessity.⁸ The complexity of the environment is greater than the sum of its individual parts listed in the definition of JIIM⁹, and the ability to adapt and innovate in this environment requires a broad understanding of the JIIM elements. The Chairman of the Joint Chiefs of Staff (CJCS) guidance for 2008 - 2009 expresses the significance of the JIIM.

The future of national and international security lies in interoperability and cooperation among the Services, the interagency, international partners and non-governmental organizations.¹⁰

A broad perspective encapsulates a diverse range of competencies that facilitates an understanding and enables personnel to adapt and innovate in a complex environment to achieve “interoperability and cooperation” as expressed by the CJCS. By gaining a “JIIM Perspective”,¹¹ the FA 53 officer obtains an understanding of the JIIM environment. A JIIM Perspective involves obtaining a broad frame of reference and maximizing JIIM capabilities by maintaining an understanding and awareness of service, agency, and national-centric bias and tendencies that effect mission success. This understanding and awareness assists in eliminating or mitigating biases and tendencies in others through the ability to adapt and innovate to the complex environment and achieve mission success at the strategic, operational, and tactical levels.¹²

The Department of Defense Dictionary provides definitions for the Joint, Interagency, Intergovernmental, and Multinational elements below:

Joint:¹³ Connotes activities, operations, organizations, etc., in which elements of two or more Military Departments participate.

Interagency:¹⁴ United States Government agencies and departments, including the Department of Defense.

Intergovernmental:¹⁵ An organization created by a formal agreement (e.g., a treaty) between two or more governments. ...Examples include the United Nations, North Atlantic Treaty Organization, and the African Union.

Multinational:¹⁶ Between two or more forces or agencies of two or more nations or coalition partners.

A small sample of JIIM organizations include the North Atlantic Treaty Organization (NATO),¹⁷ United Nations (UN),¹⁸ National Security Agency (NSA),¹⁹ United States Forces Korea (USFK),²⁰ U.S. Agency for International Development (USAID),²¹ Association of Southeast Asian Nations (ASEAN),²² and the American Red Cross.²³

The definitions and examples show the wide range of organizations in the JIIM, all of which are not typical or traditional U.S. Army Organizations for the FA 53 officer. Each of these organizations have their own unique culture, politics, policies, and procedures when operating in the JIIM environment that may or may not conform to those experienced by FA 53 officer in a traditional army assignment. This lack of a diverse and broad experience is the reason obtaining a JIIM perspective is important in order to operate in a JIIM environment. Or as stated by General Zinni “The biggest lesson, in fact, is learning how to be open to surprising new experiences and then turning that openness into resourceful and creative ways of dealing with challenges you face.”²⁴ For the FA 53 this means attaining a JIIM perspective, adapting, and innovating to make the environment less complicated.

Currently the FA 53 functional area has eighty-six positions authorized for JIIM assignments. The FA 53 branch expects the number of joint force positions to significantly increase due to the complexity and need to operate in the JIIM environment.²⁵

2009 FA53 Structure

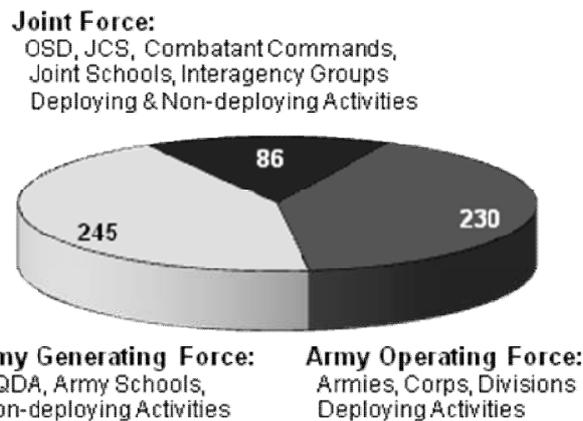


Figure 1. FA 53 Dashboard²⁶

The main aspect of the JIIM that influences the FA 53 officer is technology itself. A key method to attain the “interoperability and cooperation” with U.S. partners as expressed in the CJCS Guidance is through the fielding of technology and its efficient and effective application to achieve mission success in the JIIM environment.

An information society and near “real-time” operations require a greater need for JIIM organizations to share and support across JIIM organizations and receive mutual assistance. For the U.S. Military and the FA 53 officer in particular the introduction of new technologies by both the adversary and the joint force dramatically changes the “character of joint operations.”²⁷ As Secretary Rumsfeld noted, “U.S. Forces must leverage information technology ... to develop increasingly capable joint forces.”²⁸ These statements demonstrate the importance of integrating IT and for the Army the FA 53 officer is a central member to accomplish this concept. To further complicate the issue technology advances tend to “overestimate what is achievable ... in the short term, while dramatically underestimating ... the power of ... advances in the long term.”²⁹ For example, the keystone of transformation for The Army is the Future Combat System (FCS)³⁰ and the central node to enable FCS is the FCS Network.³¹ The

Government Accounting Office reported "it is not yet clear if or when the information network ... can be developed, built and demonstrated" which leads to criticisms that it is "more concept than reality."³² These characteristics demonstrate the challenges a FA 53 encounters in performing duties in the JIIM environment especially in regards to the CJCS interoperability and cooperation guidance. If the rapid pace of technology is consistent over the next twenty years the change created will exceed that created during the entire twentieth century.³³ The information revolution and concepts such as Web 2.0 have resulted in flattened hierarchies "embedded in [a] fluid networks of contacts."³⁴ This statement reflects the position of the FA 53 officer as a senior IT leader in the JIIM environment where competencies needed is "not only deep and specialized but also wide and general."³⁵ The FA 53 officer competes with other constituents and projects for limited resources in this environment that extend beyond the FA 53's assigned organization.

How does this environment reflect or affect the FA 53 in the JIIM environment? The impact of these technologies requires the FA 53 to maintain a rapidly changing range of technical skills and the ability to apply the technology while understanding the long and short-term implications of the technology. Additionally it requires the FA 53 officer to understand how others think as well as what they do.³⁶ Any of the positions described below represents a typical assignment scenario for a FA 53 officer.

The JIIM environment implies ...close coordination and integration with units from other services, military units from other countries, government agencies ..., and nongovernmental organizations.³⁷

By knowing the FA 53 officer skills and the diverse nature, range, and complexity of JIIM organizations, the FA 53 officer is operating in a predominantly non-Army environment with disparate Information Technology (IT) systems and subject to policies

of the various JIIM organizations as a tenant unit. The FA 53's organization likely operates as a tenant unit, meaning the organization receives goods and services from a larger parent unit as well as required to follow the policies and procedures of that parent organization. The need to cooperate and share information requires significant coordination even if the FA 53 officer's organization is not a tenant unit.

FA 53 Competencies

This section of the paper describes the current competencies and deficiencies of the FA 53 officer in the JIIM environment. The deficiencies limit the ability of the FA 53 officer to gain a JIIM perspective. The FA 53 likely is the senior IT person and assumes senior leader responsibilities both within and external to the assigned organization. Based upon the aspects the FA 53 must be more than a jack-of-all-trades and master of none.³⁸ For example FM 22-100 list three primary competencies as well as twenty-one secondary competencies³⁹, while the Joint Leader Competency Model has six primary and twenty-seven sub components.⁴⁰ Regardless of the Army or Joint Model used, each represents a large number of competencies to obtain proficiency in to complete a wide range of tasks. Figure 2 represents the spectrum of leadership responsibility and tasks performed at the strategic, organizational, and direct leadership levels. The complexity of the JIIM environment and technology increasingly places the FA 53 tasks more into the increased uncertainty and complexity range shown in Figure 2. This result requires additional competencies for the FA 53 normally required at the senior leader level.



Figure 2. FM 6-22 Army Leadership. App A

Mastering and maintaining the currency of all these competencies listed in the various models is virtually impossible. For the FA 53 officer these competencies involve both technical and non-technical competencies and the officer in a JIIM environment must know the implications of all.⁴¹ As a senior leader, the FA 53 requires proficiency in a wide range of competencies, as well as JIIM specific competencies to achieve and maintain a JIIM perspective.

This section of the paper describes the current competencies as described in the Officer Professional Development Program for FA 53 and in the following section, those recommended based upon the JIIM environment. A competency either is “knowledge, skills, attributes, and capacities that enable a leader to perform required tasks”⁴² from natural ability or derived from training, education, and experiences. The Department of the Army (DA) Pamphlet (PAM) 600-3 Commissioned Officer Professional Development lists the unique skills or competencies required by the information systems management functional area as well as the unique technical officer requirements. The Functional Area 53 Systems Automation Officer attends training that consists of two technical training courses and basic OES courses. Upon designation as a FA 53 officer normally

during the officers seventh⁴³ year of service the principle training other than those noted under OES shown in Table 1⁴⁴ is the Information Systems Operations Leveler (ISOL)

Course	Target Audience	Key Goals
Common Core	pre-commissioning	Law & Regulation Training
	each Education Level	
Basic officer Leader Course (BOLC)	Entry level officer training	Technical & Tactical Skills
		Small Unit Leaders
Captain's Career Course (CCC)	Captain	Battalion / Brigade Staff Skills
		Company Command Skills

Table 1. Basic OES Courses

course then the Information Systems Management (ISM) Course.⁴⁵ Below are the course descriptions for the two courses.

The Information Systems Operator Leveler Course is a 10-week course designed to bring officers from various career fields to a common skills and knowledge base that better prepares them for attendance to the 20-week Information Systems Management Course. In general, this training includes hardware, software, networking, server management, security, and various database and web topics. Currently, the SIT instructs these areas sequentially and provides a solid technical foundation for FA 53 officers.

The six competencies listed in the DA PAM regarding the FA 53 career field is conceptual competence, interpersonal competence, technical competence, tactical competence, decision-making skills, and tactical and technical skills.⁴⁶ These skills for a FA 53 officer are:

- **Conceptual competence** is the ability to synthesize and communicate information
- **Interpersonal competence** relates to building teams with the organization such as the network operations team
- **Technical competence** is the ability to apply and communicate technical knowledge and skills

- **Tactical competence** relates to war fighting skills and doctrinal knowledge
- **Decision making** skills relates to the ability to operate and make decisions in a stressful environment

These skills relate well to technical positions and logical advancement of a FA 53 officer through an army organization.

In the context of a JIIM environment, these competencies are inadequate in several areas. First, the skills focus internally on team building and unit proficiency. A senior IT person in a JIIM organization requires a significant external focus⁴⁷ as well as an internal focus.



Figure 3. Operational Reality⁴⁸

Figure 3 represents the historical and current aspects of the strategic, operational, and tactical levels of war. As shown in the figure historically the levels were linear and represented clean lines between the levels with minimal overlap. In current operations due to technology and the need for real-time information, the levels merged and attempting to separate the levels becomes more complex. In the current environment, the “Strategic Corporal” is a valid example to demonstrate this complexity

and the three levels of war encountered in a short period of time and space or the “Three Block War.”⁴⁹ The strategic corporal demonstrates the complexity and nesting as shown on the right side of the diagram in Figure 3. The complex nature of the joint environment resulting from global deployments, multinational and decentralized operations “require that [Non-commissioned Officers] NCOs must also understand the fundamental nature of war as well as other cultures and peoples.”⁵⁰ The challenges mean that lower level officers and non-commissioned officers face many of the challenges formerly only faced by mid grade officers due to the merging of the strategic, operational, and tactical levels.⁵¹ “Success against the extremists and terrorists who threaten the U.S. requires the integration of all instruments of national power at all levels tactical, operational, and strategic.”⁵² Building partnerships and personal relationships, coordinating other JIIM information systems requirements, and obtaining or enhancing goods and services received as a tenant unit relates to the external focus. These internal and external communication tasks all contribute to attaining a JIIM perspective.

Second is the emphasis on technical skills. An in depth understanding of technical skills is required and unquestioned for a FA 53 officer but represents only a part of the competencies needed to attain a joint perspective. The description of the JIIM environment and its impact on the FA 53 officer discussed the complication of technology. The FA 53 officer needs executive competencies as well technical skills to attain a joint perspective in the JIIM environment. In a survey of commercial CIOs one finding, that two thirds of the CIO’s in the commercial workforce have leadership

responsibility for non-IT areas of the business that reinforces the need for competencies other than those related to technical aspects for the FA 53 officer.⁵³

The final issue is the reliance on self-development. Although the DA PAM notes the fast pace of change and the officers responsibility to maintain proficiency, the means to achieve this is “operational assignment and continual professional study and self-development.”⁵⁴ As previously noted due to the fast pace of technological change professional study and self-development is problematic even in the best of situations. The “breadth and depth of assignments”⁵⁵ for a FA 53 officer accomplishes training other than the OES according to the DA Pam FA 53. If all officers have a wide range of JIIM assignments then this method is sufficient but as noted in Figure 1 only eighty-six of the 561 FA 53 officer positions are JIIM assignments, thus making a wide range and depth of JIIM assignment positions unlikely for FA 53 officers.⁵⁶ The lack of diverse assignments leads to narrow and more parochial service specific viewpoints⁵⁷ and is the antithesis of obtaining a joint perspective and enabling the ability to adapt and innovate.

FA 53 Strategic Leader Competencies

Given the noted faults with the OES and FA 53 specific technical training this section of the paper discusses additional competencies needed by the FA 53 officer to gain a JIIM perspective. In general, the competencies needed for JIIM and non-JIIM assignments are the same. The difference is the FA 53 officer requires additional competencies to attain a JIIM perspective and enable the ability to adapt and innovate in the JIIM environment.⁵⁸ Because of this, the FA 53 officer needs two additional competencies. First, the FA 53 is a senior IT person and represents the organization in regards to information systems and technology. This external IT focus aligns well with

the Chief Information Officer (CIO) competencies defined by the Federal CIO Council to comply with the Clinger-Cohen Act. The second competency is an emphasis on leadership competencies, specifically those of the Senior Leader Leadership competencies of conceptual, technical, and interpersonal skills.

The Federal CIO Council to comply with the Clinger-Cohen Act⁵⁹ reviews and modifies the learning and professional development for IT professionals as well as knowledge, skills, and abilities associated with the core competencies. This review ensures that competencies are current for the current state of technological progress and associated change. Given the JJIM environment, the status of being a senior IT professional, and the rapid pace of technological change make the Federal CIO competencies appropriate for the FA 53 in forming the JJIM perspective needed by a FA 53 officer. Figure 9 (p.23) lists all the CIO competencies but an in depth analysis of all the competencies is beyond the scope of this paper. For comparison, this paper uses the first component of the Federal CIO Competency, Policy and Organization shown in Figure 4.

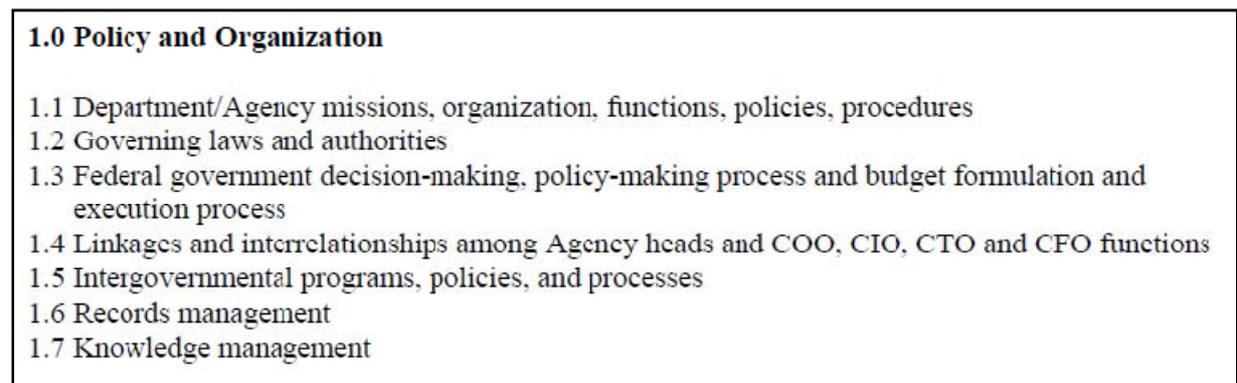


Figure 4. 2006 Clinger-Cohen Core Competencies, First Component

This paragraph relates the Federal CIO competency “1.0 Policy and Organization” as shown in Figure 4. A parenthesis shows the linkage to the sub

components of the competency. In the JIIM environment, the FA 53 needs to understand the mission, organization, functions, policies, and procedures of the wide range of organizations that are participating in the JIIM to achieve common and national policy objectives (1.1). Given the diverse and broad spectrum of JIIM elements a wide range of civil, national, and multinational laws and authorities govern operations and conduct of the JIIM element and their tenant organizations (1.5). With all of the previously listed factors the FA 53 officer needs an understanding of differing processes to operate both jointly and within the interagency process as well as between intergovernmental and multinational partners (1.2). The training and education involved in attaining CIO competencies and a JIIM perspective allows an understanding of other executive functions (1.4) and enables the ability to relate to peers and seniors from other JIIM elements (1.3). As expressed by General Abizaid to “foster the personal relationships between U.S. military personnel and their counterparts ... [is] central to building the trust and confidence needed between allies when they fight as partners against a common foe.”⁶⁰ The lack of Knowledge Management is a noted deficiency in the PNSR and the establishment of a Chief Knowledge Officer (CKO) is one of the recommendations to improve the interagency process. This position is another title or duty for the FA 53 either formally or informally within JIIM organizations especially given the PNSR recommendation as well as the establishment of Army Knowledge Management principles signed by the Secretary of the Army and the Chief of Staff (1.7).⁶¹ These competencies enhance the FA 53 officer’s ability to attain a JIIM perspective.

Executive Competencies assist the FA 53 in performing strategic tasks as a senior IT leader in the JIIM organization. Figure 5 lists the tasks a senior IT leader performs and their relation to ends, ways, and means. In order to accomplish these tasks the FA 53 not only needs executive competencies but Senior Leader Leadership competencies.

Strategic Leader	Strategic Theorist	Strategic Practitioners
<ul style="list-style-type: none"> • Provides IT vision and focus • Inspire Others • Masters leadership skills • Coordinates Ends, Ways, and Means 	<ul style="list-style-type: none"> • Integrates information • Develops strategic concepts and theories • Formulates Ends, Ways, and Means 	<ul style="list-style-type: none"> • Develops and executes strategic plans • Unifies IT architectures • Unifies activities through command and leadership skills

Figure 5. Senior IT Leader Strategic Art⁶²

Three groups comprise the Senior Leader Leadership competencies of conceptual, technical, and interpersonal.⁶³ Conceptual competencies are important to understand the JIIM environments complexity to the second and third order effects to attain a JIIM perspective. Technical competencies deal with political and social competencies with emphasis on understanding organizational systems that impact organizations and their relationships such as those described previously in the Federal CIO competencies. The final group is Interpersonal Competencies that is lacking⁶⁴ and is important to attaining a JIIM perspective for the FA 53 officer and facilitating the ability to adapt and innovate in a complex JIIM environment.

This section of the paper addresses interpersonal competencies and their relevance to attaining a JIIM perspective and enabling the FA 53 officer to adapt and innovate. Interpersonal competencies consist of consensus building, negotiation, and communication. These interpersonal competencies are important to gain a JIIM perspective because they assist in building consensus, negotiating with external organizations, influencing and communicating both internally and externally.⁶⁵ Although listed and explained separately, the interpersonal competencies enhance and build on each other. Technology and cultural impacts have increased the level of stress while reducing our attention span at the same time. These factors also contribute to an estimated twenty-five percent listening efficiency.⁶⁶ Listening to others is an important skill for developing personal relationship and effectively using interpersonal competencies as a senior leader. Within the JIIM environment, the importance of establishing and maintaining personal contacts and relationships is as important to the FA 53 as they are to the commercial CIO.

When I first became CIO 14 or 15 years ago, I don't think I truly understood the power of relationships. I have seen decisions made based not on financial return or best alignment strategy but on the strength of a relationship between two parties. ... You need to cultivate relationships over time.⁶⁷

This emphasizes the effective use of interpersonal competencies for the often-informal relationships with external organizations and the importance of personal relationships in achieving mission success.

The first strategic leader interpersonal competency is Consensus Building that is a process to achieve general agreement.⁶⁸ In the JIIM environment the FA 53 is outward focused working with peers in external organizations to coordinate and obtain IT goods and services from the parent unit, changes to these services requires changes

to existing service level agreements of the parent unit. The FA 53 as a senior IT representative is responsible for conveying the mission requirements and gaining agreement from the provider on time, cost, and specifications required.

The second competency is negotiation,⁶⁹ which is an important skill for officers in a JIIM environment. The “IFOR experience taught that successful negotiating requires a wide range of interpersonal skills”⁷⁰ is a noted lesson learned in the Army’s Leadership manual. Negotiation is a needed component of the JIIM perspective to obtain cooperation and resources to accomplish the mission. Negotiation is a communications process that must focus on interests’ particularly mutual interest rather than positions that are inflexible.⁷¹ For global negotiations, cultural factors apply and interpersonal competencies become more important to achieve success. In the JIIM environment negotiation is lateral and among peers often without a hierarchy to establish subordinate relationships.⁷² A JIIM perspective and the ability to learn how to negotiate a “Win” especially from a Win-Win scenario in this environment limits the negative influence of the other side of the negotiation believing they “lost” the negotiation promoting a healthy and mutually beneficial relationship. A child is an excellent negotiator because a child is persistent, never embarrassed, and able to read emotions, and know when “No” may actually mean maybe.⁷³ The FA 53 must exhibit the same skills in negotiating. In the commercial environment the strategic CIO is known for their competencies that enable them to “persuade, motivate, and engage others ... to more fully leverage the power of IT” and enable innovative success.⁷⁴ This is true for the FA 53 performing similar roles in the JIIM environment. Negotiation is a key part in gaining innovative success in the JIIM environment. The following lesson

learned from Iraq shows the significance of negotiation in a JIIM environment. “U.S. soldiers negotiating with civilians ... should prepare for negotiations as they would for any other operation.”⁷⁵

The final interpersonal competency is Communication. Communication has two aspects the first being internal and the second is external. Communication is both written and verbal, and subject to a wide variety of nuances and interpretations depending upon the recipient of the communication. Effective communication requires “clarity of thought, direction, and process ... in a brief, clear, and persuasive manner.”⁷⁶

For internal communications, effective communication shapes the designing and maintenance of the vision, mission, and goals and as stated, “FA 53 Officers must effectively develop and communicate their vision, purpose and direction.”⁷⁷ The diverse audience the FA 53 needs to communicate with complicates this process. One means to do this is the “stickiness factor”⁷⁸ that relates to children’s educational television examples where they would “Try different forms of communicating the same message and to tinker around the edges with symbols, colors, icons, and so on, to see what will “stick.”” This concept is simple but often hard to apply for an Army Officer since what makes sense to a military person with twenty years of military service may not be clear to a civilian or contractor without a military background and similar experience while the reverse of the statement is accurate as well. To complicate the issue “the dominant leadership type ... Thinking-Judging – is the least capable of coping with change”⁷⁹ and based upon internal surveys this consistently represents seventy plus percent of students at the US Army War College every year.⁸⁰ This trend implies communication with others in a diverse JIIM environment is problematic. In this environment, an officer

without a JIIM perspective or significant interpersonal skills finds the intended message is not always the message received,⁸¹ so it is up to the officers to vary the message in unique ways to determine what works or will stick. Having a JIIM perspective greatly assists in constructing the correct message for the intended audience and more importantly that the message sent is the message received.

The primary means for external communications is through “writings, meeting,” and peer contacts.⁸² Persuasion is an important part of external communication. Persuasion is important to the FA 53 when communicating with peers because the FA 53 must communicate ideas in a way that moves peers. One way to do this is to tell a story to communicate ideas in a story or “Shift the discussion from figures on a page to real life.”⁸³ A powerful story adds “context and character”⁸⁴ to what is often information that is hard to listen to leading to a listening deficiency. Strong facts and a range of knowledge on the issues support the ability to bring figures to life. For the FA 53 operating in the complex JIIM environment the ability to communicate and persuade with a powerful story is an essential component of a JIIM perspective.

Shortfalls in Current Officer Education System

This section of the paper reviews terms and training models relevant to the FA 53. Let us begin with dictionary definitions:

Training:⁸⁵ refers to the acquisition of knowledge, skills, and competencies as a result of the teaching of vocational or practical skills and knowledge that relate to specific useful competencies.

Education:⁸⁶ the act or process of imparting or acquiring general knowledge, developing the powers of reasoning and judgment, and generally of preparing oneself or others intellectually for mature life.

For the purposes of this paper, the above definitions are used. Figure 6 borrows heavily from James O’Toole⁸⁷ and Thomas L Garavan⁸⁸ to relate the meanings of the terms to the context of military training and education.

Topic	Training	Education (Formal)
Learning Strategy	Indoctrination	Cognitive
	Habits and Norms (TTPs)	Issues / Ideas
	Expected Behavior / Answer	Multiple Perspectives
	Constrained (Right Answer)	Flexible (Best Answer)
Instructor Role	Demonstrate	Facilitator, Expertise
Content / Course Structure	Precise “What to Learn” (Known)	Not Precise “How to Learn”
Assessment Format	Right Answer (Against Standards)	Pass / Fail (Right Question)
Expected Payback	Immediate	Long Term

Figure 6. Training and Education Comparison

This paper uses the term “Learning”⁸⁹ ~ knowledge or skill acquired by instruction or study to cover both training and education. The distinction is important because a majority of the OES is training while formal education is not primary until Senior Service College (SSC).

The Army Leader Development model explains military training and education in order to place in context the scope of learning. Figure 7⁹⁰ represents The Army Leader Development model and the models three domains. The three domains are operational, institutional, and self-development. The operational domain consists of operational experience and individual and collective training. The institutional domain consists of education and training and is consistent with previously listed dictionary definitions. The final domain is self-development and is part of lifelong learning and assessment and feedback instruments in the previous domains.

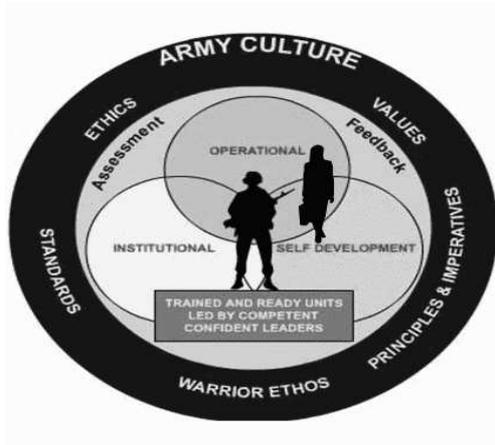


Figure 7. The Army Training and Leader Development Model

Table 2 summarizes the schools, target audience, and key goals under OES⁹¹ that a FA 53 attends after designation as a FA 53 officer.

Course	Target Audience	Key Goals
Intermediate Level Education (ILE)	Major	Skills for Next 10 Years
		Field Grade Skills
Senior Service College (SSC)	Lieutenant Colonel / Colonel	Senior Level Development
		Strategic Focus

Table 2. Senior OES Courses

Education takes a long time to develop and historically the OES has produced officers with underdeveloped conceptual and interpersonal skills and lacking non-kinetic skills⁹² such as interpersonal competencies previously discussed. Training and Education require different roles, formats as shown in Figure 6, and is not conducive to mixing training and education. Intermediate Level Education (ILE) at approximately the tenth year of service is the next opportunity for formal education as shown in Table 2. The next formal training opportunity for education is more than a decade off at one the Senior Service Colleges. The complexity of the JIIM environment requires more emphasis on education to enable the ability to think and ask the “right question” in order to adapt and innovate in a complex environment. The complexity of the strategic

corporal scenario demonstrates that education outside the staff and war colleges requires the extension of education to the best graduate programs to “impart the ability to think critically and creatively” across the range of military operations.⁹³ The FA 53 officer needs additional training and education because of the deficiencies in OES and the focus on technical training after FA 53 designation.

Recommendations

The complexities of the JIIM environment, competencies needed to attain a JIIM perspective, shortfalls in the current OES for the FA 53 officer require the following ends, ways, and means (shown in Figure 8) to solve the problems noted. This paper provides the following recommendations for the FA 53 to attain a JIIM perspective and enhance the ability to adapt and innovate. The desired end is officers prepared for assignment in the JIIM environment as well as officers that attain a JIIM perspective. To accomplish this paper recommends expanding education and training for officers prior to a JIIM assignment while emphasizing Senior Leader Leadership competencies. The means to accomplish this is to mandate the entry of the officer into the Army CIO program or similar executive competencies program. Prior to a JIIM assignment train interpersonal competencies potentially at a JIIM specific course. To maintain proficiency, professional association in executive professional organizations is encouraged to develop and maintain the personal contacts and relationships that are so important to a FA 53’s interpersonal competencies in a JIIM environment.



Figure 8. Ends Ways and Means

The first recommendation is to require FA 53s to enroll in the Army CIO program after entry into the FA 53 officer ranks. The DA Pam recommends The Army Chief Information Officer course but it is not required for the FA 53 officer. This program meets requirements set forth in the Clinger-Cohen Act (1996), and the Government Performance Result Act (1993).⁹⁴ This program complies with the Federal CIO competencies discussed previously and the competencies⁹⁵ learned from this program are:

- Lead within and across organizational boundaries by leveraging information and information technology for strategic advantage;
- Balance continuity and change in the development, implementation, and evaluation of information resources management strategies and policies while meeting legislative and executive mandates;
- Link critical decisions regarding people, processes, and technologies to performance, results, and information assurance requirements;
- Commit to ongoing leadership development of self and others; and

- Synthesize theory and best practices from government, private sector, and not-for-profits to achieve the organization’s mission.

The course is open to federal employees and exposes the FA 53 officer to a wide range of government experiences and cultural backgrounds aside from the broad range of topics learned (shown in Figure 9). Previous graduates and federal professional often speak on the relevant topics in the courses.⁹⁶ Similar programs for executive competencies exist if the FA 53 officer desires to specialize into other executive roles.⁹⁷ This exposure and the contacts made are an important part of the learning a FA 53 officer receives from the program and enables the communication aspects of the interpersonal competencies. The program is available through resident or distance education. There is no cost to the FA 53 officer other than travel and lodging.



Figure 9. Chief Information Officer Certificate Requirements

The second recommendation is to establish a specific Pre-JIIM assignment course similar to the NATO or the Army Joint Staff Officer Orientation Course⁹⁸ is possible to train an officer on skills to attain a JIIM perspective. The design of the NATO

Staff Officer Orientation Course (NSOOC) is “to prepare staff officers to rapidly and fully integrate into their NATO assignment.”⁹⁹ This excellent course relates the cultural and organizational characteristics of the NATO environment to the soldiers in order to understand the environment before arrival. The topics covered in the NATO course relate to the interpersonal competencies needed in the JIIM environment. A similar course that emphasizes competencies and cultural understanding to attain a JIIM perspective would greatly prepare officers for a JIIM assignment and enable them to adapt and innovate in that environment.

The recommendations are suitable and achieve the desired ends of FA 53 officers prepared for a JIIM assignment with the skills to attain a JIIM perspective. The recommendations are feasible and accomplishable by the available means described. The recommendations are acceptable and the CIO program is available by resident or distance education means at the National Defense University as well as other institutions at no cost other than normal travel costs. Modeling a JIIM course after the NSOOC course is reasonable since it is similar in content and intent needed in a JIIM course. There is little risk based on this information compared to the potential gain of implementing the recommendations.

Conclusion

The JIIM environment continues to increase in complexity and requires officers to develop a JIIM perspective in order to adapt and innovate. The current OES and FA 53 specific technical training does not adequately prepare FA 53 Officers for JIIM assignments because the OES and FA 53 technical training lacks in the development of non-technical skills needed in a JIIM environment. With additional training and

education in executive competencies and interpersonal skills, the FA 53 officer attains a JIIM perspective and is prepared to operate in the complex JIIM environment by adapting and innovating. Existing programs, or modification and cloning of similar programs provide the training and education for these competencies to prepare FA 53 officers for JIIM assignments.

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