DEPUTY SECRETARY OF DEFENSE

1010 DEFENSE PENTAGON
WASHINGTON, DC 20301-1010

JUN 10 2002

MEMORANDUM FOR SECRETARIES OF THE MILITARY DEPARTMENTS
CHAIRMAN OF THE JOINT CHIEFS OF STAFF
UNDER SECRETARIES OF DEFENSE
ASSISTANT SECRETARIES OF DEFENSE
COMMANDERS OF THE COMBATANT COMMANDS
DIRECTORS OF THE DEFENSE AGENCIES
DIRECTOR, FORCE TRANSFORMATION

SUBJECT: Implementing the "Strategic Plan for Transforming DoD Training"

Defense Planning Guidance 2003-2007 directed the Under Secretary of Defense (Personnel and Readiness), in collaboration with the Secretaries of the Military Departments, the Chairman of the Joint Chiefs of Staff, the Combatant Commander of Joint Forces Command, and the Under Secretary of Defense (Acquisition, Technology, and Logistics), to develop a plan to transform military training to better enable joint force operations. This "Strategic Plan for Transforming DoD Training" (attached) is key to transforming our military forces.

In that regard, I am directing actions to implement the training-transformation recommendations identified in the Strategic Plan. Many can be started now and completed in two-to-three years, faster than other more complex and resource-intensive transformation activities. The Under Secretary of Defense (Personnel and Readiness), working with the Chairman of the Joint Chiefs of Staff, Service Secretaries and Chiefs, and Combatant Commanders, will oversee implementation of the Strategic Plan, with emphasis on achieving its three primary strategic goals:

- Provide comprehensive and systematic "Joint" training focused on the operational requirements of the combatant commanders and linked to readiness assessment.
- Develop a robust, networked, live, virtual, and constructive training and mission rehearsal environment that enables the Department of Defense to build unparalleled military capabilities that are knowledge-superior, adaptable, and lethal, and predicated upon Service, interoperability, and training requirements of the combatant commanders.
- Revise acquisition and other supporting processes to identify interfaces between training systems and acquisition, logistics, personnel, military education, and command and control processes, and ensure that these processes and systems are integrated.

Since transforming training is critical to building a transformed military, we must ensure that these activities are linked to other transformation efforts, and that we provide the necessary incentives and oversight. The Under Secretary of Defense (Personnel and Readiness) will assess progress from this perspective, and report to the Senior Executive Council and me at least every six months.

Paul Wolfowitz

SIGNER'S COPY

Attachment: As stated

U09550 02

STRATEGIC PLAN
for
TRANSFORMING DOD TRAINING

March 1, 2002

Office of the Under Secretary of Defense for Personnel and Readiness

Director, Readiness and Training Policy and Programs

Intentionally Blank

Table of Contents

EXECUTIVE SUMMARY ES-1

1.0 TRAINING TRANSFORMATION – NEED AND CONTEXT 1
- 1.1 Training Transformation Will Enable the Overarching DoD Transformation 1
- 1.2 Maintaining and Extending DoD's World-Class Training 1
- 1.3 A True Transformation of Training 1
- 1.4 New Opportunities for Enhanced Reserve Component (RC) Training 2
- 1.5 Senior Leaders Have Defined the Basic Tenets of Training Transformation 2
- 1.6 Charter and Guidelines 3
- 1.7 Governing Authorities 3
- 1.8 Collaboration, Consensus, and Contributors 4

2.0 VISION FOR TRAINING TRANSFORMATION 5
- 2.1 DoD Training must be "Dynamic" 5
- 2.2 Future DoD Training must be "Capabilities-Based" 5
- 2.3 Expanded Perspective of "Jointness" 5

3.0 STRATEGIC GOALS FOR TRAINING TRANSFORMATION 6
- 3.1 Broaden "Joint" Focus and Link to Readiness Assessment 6
- 3.2 Build an Integrated Live, Virtual, and Constructive Training Environment 6
- 3.3 Revise Acquisition and Other Supporting Processes 7

4.0 TRAINING TRANSFORMATION ROAD MAP 8
- 4.1 Near-Term Actions 8
- 4.2 Mid- and Long-Term Actions to be Addressed in the T2 Implementation Plan 9

5.0 SUMMARY 12
- 5.1 Issues 12
- 5.2 DoD Forums for Training Transformation Management and Oversight 13
- 5.3 Conclusions 14

Intentionally Blank

STRATEGIC PLAN FOR TRANSFORMING DEPARTMENT OF DEFENSE TRAINING

Executive Summary

Vision. The Department's vision for Training Transformation (T2) is to provide dynamic, capabilities-based training for the Department of Defense in support of national security requirements across the full spectrum of service, joint, interagency, intergovernmental, and multinational operations.

A True Transformation of Training. The training concepts outlined in this plan are significantly different from those used to conduct training today. The approach emphasizes the mission requirements of the combatant commanders—the CINC is the customer. The intent is to be more output-focused in terms of the training needed to support the CINCs' requirements, missions, and capabilities, while preserving the ability of Services to train on their core competencies. The focus of Training Transformation is to better enable joint operations in the future, where "joint" has a broader context than the traditional military definition of the term. "Training," in the context of this plan, includes training, education, and job-performance aiding.

Joint training must be able to support a broad range of roles and responsibilities in military, multinational, interagency, and intergovernmental contexts, and the Department of Defense must provide such training to be truly flexible and operationally effective. Training readiness will be assessed and reported, not only in the traditional joint context, but also in view of this broader range of "joint" operations. Today, the Department does not formally plan, assess, and report joint and interoperability (Service-to-Service) training on a broad scale. Joint training and education will be recast as components of lifelong learning and made available to the Total Force—active, reserve, and DoD civilian. The Department will expand efforts to develop officers well versed in joint operational art. The interfaces between training systems and the acquisition process will be strengthened, so that training is not considered an afterthought or a bill payer. A forcing function will be established to cause explicit consideration of training throughout the acquisition cycle.

Background. The 2001 Quadrennial Defense Review recognizes that transformed training is the key enabler to achieving the operational goals of the overarching Transformation of the Department of Defense. The Defense Planning Guidance for FY 2003-07 directs the Under Secretary of Defense for Personnel and Readiness (USD (P&R)) to work with the Services, the Chairman of the Joint Chiefs of Staff (CJCS), the Combatant Commander of U.S. Joint Forces Command, and USD (AT&L) to develop a plan for transforming DoD training. This Strategic Plan identifies the high-level goals and broad steps needed to transform DoD training to meet the needs of the 21st Century military. In addition, the Defense Planning Guidance mandates that the plan ensure: training ranges and devices are modernized and sustainable; interoperability training is measured and reported; networked training capabilities are designed into operational systems and requirements; and distributed learning technologies are used to reengineer training and job performance.

This Strategic Plan—its vision, goals, and road map for implementation—is the product of a Department-wide collaboration, which included principals and representatives from the Services, combatant commands, Joint Staff, and Office of the Secretary of Defense, as well as the U.S. Coast Guard (Department of Transportation).

Strategic Goals for Training Transformation.

- Provide comprehensive and systematic "Joint" training focused on the operational requirements of the combatant commanders (CINCs) and linked to readiness assessment.
- Develop a robust, networked, live, virtual, and constructive training and mission rehearsal environment that enables the Department of Defense to build unparalleled military capabilities that are knowledge-superior, adaptable, and lethal, and predicated upon service, interoperability, and CINC training requirements.
- Revise acquisition and other supporting processes to identify interfaces between training systems and acquisition, logistics, personnel, military education, and command and control processes, and ensure that these processes and systems are integrated.

Training Transformation Road Map. Major tasks associated with the Strategic Goals have been subdivided into near-, mid-, and long-term actions in the form of a Training Transformation Road Map. Near-term actions should commence at once and are expected to yield significant results by October 2003. Mid- and long-term actions will be defined in greater detail in a comprehensive T2 Implementation Plan that will identify specific responsibilities, timelines, resources, and methods to assess completion and measure success.

Near-Term Training Transformation actions to be completed by October 2003 include:

- The CJCS, working with the CINCs and Services, will develop an initial set of joint core competencies. The CJCS and Services will coordinate to ensure service core competencies are linked to the joint core competencies. The Joint Training System (JTS) will be updated to incorporate and focus training on these new core competencies. In addition, the Joint Training System should be fully implemented, to include expanding the Joint Training System Specialist Program, into all combatant command staffs as well as combat support agency staffs.
- The CJCS, working with the National Defense University, USJFCOM, Services, and senior service colleges, will develop a core curriculum for Joint Military Leader Development and begin distributing these educational courses on line.
- The CJCS, working with the USD (P&R) and the Services, will establish requirements for the Services to track the joint education and training qualifications and joint operational experiences of military personnel. The Services will develop or adjust their personnel and training systems to meet the requirements.
- USD (P&R) will work with USD (AT&L), ASD (C3I), the CJCS, USJFCOM, and DoD components to develop a common operational architecture that provides interoperability of live, virtual, and constructive training systems across the Department, leading to the creation of a joint national training capability environment that meets service, interoperability, and CINC training needs. This will include accelerated development of common standards, implementation guidelines, and digital libraries for Advanced Distributed Learning (ADL) and

Job Performance Technologies, as well as methods to adapt distributed training to multi-language and multi-cultural environments.

- USD (Policy), in coordination with the CJCS, USJFCOM, and USD (P&R), will form a task force to lead the initial analysis and development of a common set of interagency, intergovernmental, and multinational "Joint" Mission Essential Tasks.
- USD (P&R), USD (C), and USD (AT&L), working with the CJCS, will establish a Joint T2 Investment Strategy and Fund to encourage innovation, initiative, agility, and substantive change.

Mid- and Long-Term Actions to be Addressed in the Training Transformation Implementation Plan.[1] USD (P&R), working with USD (AT&L), the CJCS, USJFCOM, the CINCs, and the Services, will develop a comprehensive Training Transformation Implementation Plan to be provided to the Secretary of Defense by March 2003, that identifies specific tasks, responsibilities, timelines, resources, and methods to assess completion and measure success. The tasks identified in the T2 Implementation Plan will specifically address the Strategic Goals, and will incorporate and build upon the near-term tasks, identified in the T2 Strategic Plan.

Summary. This Strategic Plan establishes the Department's vision, strategic goals, and major steps needed to launch and implement the overarching Transformation of DoD Training. Many of these actions can be taken immediately and accomplished quickly when compared with the Department's more complex and resource-intensive Transformation objectives. Subsequent Training Transformation actions will take more time, and may require incentives to bring lasting systematic, organizational, and cultural change. The benefits of investing in Training Transformation will be far reaching and will form the foundation that will enable the attainment of the Department's broader Transformation objectives. Open issues will be addressed in the Training Transformation Implementation Plan.

[1] The follow-on Training Transformation Implementation Plan must take into consideration and be integrated with other Transformation activities conducted in parallel, such as: the Joint National Training Capability (JNTC) Study, the Study of Cross-Service and Cross-Functional Use of Testing and Training Ranges, and the Improving Readiness Assessment Study.

Intentionally Blank

1.0 TRAINING TRANSFORMATION – NEED AND CONTEXT

1.1. Training Transformation will Enable the Overarching DoD Transformation. The Department of Defense is "transforming." The 2001 Quadrennial Defense Review recognizes that transformed training is the key enabler to achieve the operational goals of the overarching Transformation of the Department of Defense. Among the principal determinants of that transformation are: a new and continuously changing environment, the need for improved and expanded "jointness," and the opportunities made possible by advanced technologies.

1.2. Maintaining and Extending DoD's World-Class Training. Today, U.S. military personnel are among the best trained in the world. Our military Services have long been recognized as world-class trainers, and they do an excellent job of training service personnel to meet their core competencies. As the Department transforms military training, it needs to preserve the existing high standards of excellence in service core skills training, and use them as a foundation for building joint capabilities across the entire Department of Defense—joint forces, defense agencies and defense organizations—as well as for addressing military roles in intergovernmental, interagency, and multinational operations. In addition, while the DoD's principal focus has been on military training, many of the principles of this Strategic Plan apply to DoD civilian training, especially considering the expanded roles DoD civilians may play in 21st Century military missions.

1.3. A True Transformation of Training. The training concepts outlined in this plan are significantly different from those used to conduct training today. The approach emphasizes the needs of the combatant commanders—the CINC is the customer. The intent is to be more output-focused in terms of the training needed to support the CINCs' requirements, missions, and capabilities, while preserving the ability of the Services to train on their core competencies. The focus of Training Transformation is to better enable joint operations, where "joint" has a broader context than the traditional military definition of the term. "Training," in the context of this plan, includes training, education, and job-performance aiding.

In a "transformed" Department of Defense, "joint" training must be able to support the roles and responsibilities of the U.S. military and its civilian counterparts in the multinational, interagency, and intergovernmental contexts. The Department of Defense must provide the training to be truly flexible, operationally effective, and fully integrated with real-time, globally distributed mission rehearsal and C4ISR capabilities. Training readiness will be assessed and reported, not only in the traditional joint context, but also in this broader range of "joint" operations. Today, the Department does not formally plan, assess, and report joint and interoperability (Service-to-Service) training on a broad scale. Joint training and education will be recast as a component of lifelong learning and integrated across the Total Force—active, reserve, and DoD civilian. The Department will expand efforts to develop officers well versed in joint operational art. The interfaces between training systems and the acquisition process will be strengthened so that training is not considered an afterthought or a bill payer. A forcing function will be established to cause explicit consideration of training throughout the acquisition cycle.

1.4. New Opportunities for Enhanced Reserve Component (RC) Training. Today, to a large degree, DoD cannot go to war, enforce peace agreements, participate in humanitarian missions, conduct joint exercises, or deal effectively with terrorism at home or abroad, without calling upon the National Guard and Reserve forces that comprise over 50 percent of the nation's military strength. There is a need to recognize RC-unique training and skill-sustainment challenges to ensure a vital and fully realized Training Transformation initiative. The Reserve Components face several unique training requirements and circumstances that must be considered at each step of this process, from strategic planning through implementation. The outcome of this approach will be a more flexible, scalable, and adaptable, training strategy that provides the Total Force with a wide range of training opportunities.

1.5. Senior Leaders have Defined the Basic Tenets of Training Transformation. President Bush, Secretary Rumsfeld, and the Chairman of the Joint Chiefs of Staff (General Myers), have recognized the challenges facing the Transformation of DoD Training. In addition to establishing the basic goals for Training Transformation, these statements highlight the critical notion that future training must be able to adapt continuously to the changing nature of the national security environment.

> *"Transformation is a process, not a one-time event. It's not easy, because it requires balancing two sometimes conflicting priorities, the need to train and maintain our forces,* to meet all our security responsibilities in the world right now, with the need to research, develop, plan and deploy new systems and strategies that will allow us to meet our responsibilities in a much different world."
>
> "Transformation is important because the decisions we make today, or put off, will shape our nation's security for decades to come."
>
> George W. Bush
> President of the United States

> "The lesson of [the war in Afghanistan] is that effectiveness in combat will depend heavily on jointness, and how well the different branches of the military can communicate and coordinate their efforts on the battlefield . . . *achieving jointness in wartime requires building that jointness in peacetime. We need to train like we fight and fight like we train and, too often, we don't.*"
>
> Donald H. Rumsfeld
> Secretary of Defense

> "We've made progress in recent years, but we still have stovepipes that continue to cause *gaps and seams between our combatant commands and the forces that are provided by our services. These gaps and seams must be eliminated. Close collaboration across the services, combatant commands, and with other government departments is key to success in achieving our national security objectives.*"
>
> "[T]o evolve into a decisive superior force, *transformation must spread across doctrine, organizations, and training* – not just material solutions."
>
> General Richard B. Myers
> Chairman of the Joint Chiefs of Staff

1.6. Charter and Guidelines. The Defense Planning Guidance for FY 2003-2007 requires:

> By March 1, 2002, USD (P&R), in collaboration with the Secretaries of the Military Departments, the CJCS, the Combatant Commander of Joint Forces Command, and USD (AT&L), will develop a plan to transform military training to better enable Joint Force operations. The plan will ensure that training ranges and devices are modernized and sustainable; interoperability training is measured and reported; acquisition and logistics procedures are integrated into training; and, distributed learning technologies are used to reengineer training and job performance.

1.7. Governing Authorities. A major objective of this strategy is to increase significantly the accessibility and quality of training available to U.S. military forces to operate in joint, interagency, intergovernmental, and multinational environments, to meet the needs of the 21st Century. This objective will be met by improving Department components' abilities to carry out their responsibilities under current and future governing authorities, e.g., United States Code Title 10, and the Unified Command Plan. As such, this Strategic Plan is predicated upon the following responsibilities of the Secretary of Defense, the Service Secretaries, the Chairman of the Joint Chiefs of Staff (CJCS), and the combatant commanders:

- Subject to the authority, direction, and control of the Secretary of Defense, the Service Secretaries are responsible for, and have the authority necessary to conduct, all affairs of their respective Departments, including organizing, equipping, and training, for the combatant commands.

- Subject to the authority, direction, and control of the President and the Secretary of Defense, the Chairman of the Joint Chiefs of Staff is responsible for developing doctrine for the joint employment of the armed forces, formulating policies for the joint training of the armed forces, and formulating policies for coordinating the military education and training of the members of the armed forces.

- Subject to the direction of the President, the commander of a combatant command [CINC] performs his duty under the authority, direction, and control of the Secretary of Defense, and is directly responsible to the Secretary for the preparedness of the command to carry out missions assigned to the command. The authority, direction, and control of the commander [CINC] includes authoritative direction over all aspects of military operations and joint training for assigned forces.

- The Unified Command Plan designates USJFCOM as the lead agent for Joint Force training (and as such, USJFCOM will play a key role in Training Transformation).

1.8. Collaboration, Consensus, and Contributors. This Strategic Plan—its vision, goals, and road map for implementation—is the product of a Department-wide collaboration, which includes principals and representatives from the Services, combatant commands, Joint Staff, and Office of the Secretary of Defense, as well as the U.S. Coast Guard (Department of Transportation). This team of military and civilian representatives includes combatant commanders and staffs (USJFCOM, USCENTCOM, USSOCOM), an Executive Steering Group (four-star level), a Senior Advisory Group (three- and two-star level), and a Training Transformation Integrated Process Team (senior analysts, planners and action officers). The Executive Steering Group provides top-level guidance. Senior Advisory Group representatives serve as the single focal points for their organization's Training-Transformation activities, and will address open issues in developing the Training Transformation Implementation Plan. Organizations and participants are listed on the back cover.

2.0 VISION FOR TRAINING TRANSFORMATION

Provide dynamic, capabilities-based training for the Department of Defense in support of national security requirements across the full spectrum of service, joint, interagency, intergovernmental, and multinational operations.

The basic elements of this vision are discussed briefly below. They provide a framework for the strategic goals of Training Transformation that are addressed in the next section.

2.1. DoD Training must be "Dynamic." An inability to respond quickly and efficiently to rapid and unpredictable change creates vulnerabilities to new forms of asymmetric warfare that could put at risk the security of the nation, our national interests abroad, and U.S. armed forces. U.S. military training must be able to respond quickly and adapt continuously to the changing strategic environment and to opportunities, as well as potential challenges, posed by changes in technology.

2.2. Future DoD Training must be "Capabilities-Based." A significant influence on future joint training will be the Department of Defense's adoption of a "capabilities-based" approach to defense assessment, replacing the "threat-based" approach. Rather than focus on specific adversaries, a "capabilities-based" approach focuses on how a broad range of potential adversaries might use the tools of modern warfare to undermine or attack U.S. interests at home or abroad. It requires identifying capabilities that U.S. military forces will need to deter and defeat potential adversaries. This fundamental shift in defense strategy demands a parallel shift in training focus—one that provides exceptional speed and agility in preparing individuals and joint forces to respond decisively anywhere and anytime to any type of challenge.

2.3. Expanded Perspective of "Jointness." Recent events have underscored the need for the U.S. Armed Forces to function as one of many integrated elements of national power. The Department must be able to plan, coordinate, and synchronize its actions across the full spectrum of service, joint, interagency, intergovernmental, and multinational operations. In addition to training for individuals, units, and joint military forces, the Department must address training for interagency operations with the other federal departments in support of the national strategy, and for potential intergovernmental operations with state and local agencies. Furthermore, the increased likelihood of operations with allies and coalitions demands that the Department of Defense continue to train for multinational operations. The most effective "joint" force is one that is joined intellectually, operationally, organizationally, doctrinally, and technically, and that is ready to employ the capabilities of the Total Force—active, reserve, guard and civilian members—seamlessly in concert with other instruments of national power.

3.0 STRATEGIC GOALS FOR TRAINING TRANSFORMATION

3.1. Broaden "Joint" Focus and Link to Readiness Assessment. The goal is to provide comprehensive and systematic training that is focused on the needs of the combatant commanders (CINCs) and linked to readiness assessment. The training strategy must include the clear identification of requirements, through close coordination with the combatant commanders, to identify critical capabilities. Joint core competencies and Joint Mission Essential Task Lists (JMETLs) will be used as the basis for identifying the training necessary to provide essential operational capabilities. The Department must expand the capability of the Joint Training System to measure and assess the degree to which we satisfy those requirements, and report the results. The Joint Staff, U.S. Joint Forces Command, other combatant commands, and the Services, have developed structures for identifying tasks that are essential to successfully accomplishing their missions. Extending and integrating these structures should serve as the foundation for institutionalizing the ability to link, measure, assess, and report training that meets CINC needs. Joint leadership development will expand to contribute to joint warfighting and provide education and skills prior to arrival at a joint assignment. Joint Professional Military Education (JPME) will become standardized and extended to all who need it within the Total Force. Additionally, the full range of information, computing, simulations, and network technologies will be used to provide efficiencies in accomplishing this goal and serve as key enablers providing a new capability for more focused, timely and responsive "joint" training.

3.2. Build an Integrated Live, Virtual, and Constructive Training Environment. The ultimate goal is to develop a transformed training capability that provides accurate, timely, relevant, and affordable training and mission rehearsal in support of specific operational needs. Training must be a living process with the ability to adapt and respond quickly to the dynamic challenges of the national security environment. This will require the ability to identify potential crisis situations in real time; conduct course-of-action analyses; utilize continuously available networks for mission rehearsal, simulation and just-in-time training; and measure performance systematically to improve operational effectiveness. Development of the distributed knowledge environment will be accelerated and the efficiencies of distributed learning will be achieved. An overarching, open-architecture environment will provide plug-and-play interoperability in a full range of live, virtual, and constructive training, as well as offer other critical knowledge assets, such as on-line interactive instruction, comprehensive digital libraries, and real-world C4ISR. This future integrated live and synthetic environment will provide the foundation for a new, adaptable joint national training capability that will enhance the use of military testing areas and training ranges. Training ranges and systems will be modernized, sustained, and protected from encroachment, and instrumentation will be improved. "Joint" exercises and experimentation will leverage this new joint battle-space environment to test new joint concepts, doctrine, force structure, tactics, and operations. Lessons learned will be captured and incorporated into future joint training and operations.

3.3. Revise Acquisition and Other Supporting Processes. Training Transformation will require the integration of training, not only across training systems, but also as an inseparable element in DoD's new "system of systems" environment. As such, the Department must identify interfaces between training systems and acquisition, logistics, personnel, military education, and command and control processes, and ensure training is integrated into these processes. Interoperable net-centric training capabilities, such as embedded simulations, job-performance aids, and integrated simulators and training devices, will be elevated as priorities within the acquisition process. Acquisition processes will be modified to include training requirements as a key performance parameter—or a similar forcing function construct—to ensure cost-benefit trade offs inherent to the design of new military systems and equipment explicitly consider interoperable, net-centric training systems and testing. Training will be tracked in a manner similar to that of "key performance parameters" throughout the acquisition process. Professional Military Education and personnel systems will increase emphasis on joint leader development and will adapt personnel policies to facilitate joint assignments and certification of joint leaders. Systems that routinely track personnel with "joint" training qualifications and experiences will improve strategic human resource planning and management.

4.0 TRAINING TRANSFORMATION ROAD MAP

As the key enabler of the Department's other Transformation efforts, Training Transformation must set the direction and pace for large-scale organizational, cultural, and technological change. Major tasks associated with the Strategic Goals have been subdivided into near-, mid-, and long-term action items in the form of a T2 Road Map. Near-term action items should commence at once and are expected to yield significant results by October 2003. Mid- and long-term actions will be defined in greater detail in a comprehensive T2 Implementation Plan that will identify specific responsibilities, timelines, resources, and methods to assess completion and measure success.

4.1. Near-Term Actions.

4.1.1. The CJCS, working with the CINCs and Services, will develop an initial set of joint core competencies. The CJCS and Services will coordinate to ensure service core competencies are linked to the joint core competencies. The Joint Training System (JTS) will be updated to incorporate and focus training on these new core competencies. In addition, the Joint Training System should be fully implemented, to include expanding the Joint Training System Specialist Program, into all combatant command staffs as well as combat support agency staffs.

4.1.2. The CJCS, working with the National Defense University, USJFCOM, Services, and senior service colleges, will develop a core curriculum for Joint Military Leader Development and begin distributing these educational courses on line.

4.1.3. The Services, working with the CJCS and USJFCOM, will begin to determine appropriate linkages between unit mission essential tasks and joint mission essential tasks.

4.1.4. USJFCOM, working with the CJCS and the CINCs, will develop an initial distributed training capability that supports the common joint training needs of standing joint force headquarters. USJFCOM, working with the CINCs, Services, and the CJCS, will develop procedures to routinely incorporate the results of joint experimentation into joint training and doctrine.

4.1.5. USJFCOM, working with the CINCs, Services, the CJCS, USD (P&R), and USD (AT&L), will leverage the results of experimentation during Millennium Challenge 02, including lessons learned in range integration, to develop a process that analyzes "gaps and seams" to recommend and implement changes across the doctrine, organization, training, materiel, leadership, personnel, and facilities (DOTMLPF) spectrum.

4.1.6. The CJCS, working with the USD (P&R) and the Services, will establish requirements for the Services to track the joint education and training qualifications and joint operational experiences of military personnel. The Services will develop or adjust their personnel and training systems to meet the requirements.

4.1.7. USD (P&R) will work with USD (AT&L), ASD (C3I), the CJCS, USJFCOM, and DoD components to develop a common operational architecture that provides interoperability of live, virtual, and constructive training systems across the Department, leading to the creation of a joint national training capability environment that meets service, interoperability, and CINC training needs. This will include accelerated development of common standards, implementation guidelines, and digital libraries for Advanced

Distributed Learning (ADL) and Job Performance Technologies, as well as methods to adapt distributed training to multi-language and multi-cultural environments.

4.1.8. USD (Policy), in coordination with the CJCS, USJFCOM, and USD (P&R), will form a task force to lead the initial analysis and development of a common set of interagency, intergovernmental, and multinational "Joint" Mission Essential Tasks.

4.1.9. USD (P&R), USD (C), and USD (AT&L), working with the CJCS, will establish a Joint T2 Investment Strategy and Fund to encourage innovation, initiative, agility, and substantive change.

4.2. Mid- and Long-Term Actions to be Addressed in the T2 Implementation Plan. USD (P&R), working with USD (AT&L), the CJCS, USJFCOM, the CINCs, and the Services, will develop a comprehensive Training Transformation Implementation Plan to be provided to the Secretary of Defense by March 2003, that identifies specific tasks, responsibilities, timelines, resources, and methods to assess completion and measure success. The tasks identified in the T2 Implementation Plan will specifically address the Strategic Goals, and will incorporate and build upon the near-term tasks, identified in the T2 Strategic Plan. The specific tasks will be grouped under Strategic Goals and will build upon the following outline.

4.2.1. Broaden "Joint" Focus and Link to Readiness Assessment.

a) The CJCS and Services will complete their efforts to link service, component, and staff training to CINC requirements.

b) The CJCS, Services, and CINCs, in coordination with USD (P&R), will establish a methodology for linking joint training with readiness assessment and reporting systems.

c) The Joint Training System will be refined, fully implemented, and used to manage training throughout the Department.

d) Standard measures of training effectiveness will be developed and integrated with readiness assessment systems.

e) All individuals, units, and staffs deploying to a CINC's area of responsibility (AOR), should be trained to joint standards before arrival, and that training should continue while in the AOR.

f) Combatant command, joint force headquarters, and component staffs currently in the AOR will be trained to a joint standard and continue to train to conduct joint operations.

4.2.2. Build an Integrated Live, Virtual, and Constructive Training Environment.

a) Conduct a requirements analysis, and develop the functional and technical requirements for the integrated live, virtual, and constructive (LVC) environment.

b) Establish interoperability between live, virtual, and constructive training systems in support of defined "joint" force training requirements.

c) Modernize (provide interoperable instrumentation), sustain, and protect from encroachment maneuver areas, airspace, training ranges, and systems.

d) Create a highly adaptable mission rehearsal and joint training capability that is integrated with the Joint Technical Architecture.

e) Ensure that C4ISR resources are available to this mission rehearsal and joint training capability.

f) Accelerate the development and assessment of Advanced Distributed Learning, digital knowledge libraries, and job performance technologies to cost-effectively reengineer institutional education and training, and on-the-job operations and maintenance.

g) Expand the training base to those who require training to satisfy defined user needs but cannot currently gain access to resident courses (e.g., members of Reserve Components, those unable to attend school in residence, etc.).

h) Ensure that joint experimentation and lessons-learned are routinely integrated into the development of new training processes and systems.

i) Establish a robust research, development, and demonstration program to ensure that the latest science and technologies are incorporated quickly into Defense knowledge superiority capabilities, as well as into globally distributed mission rehearsal and joint training systems.

4.2.3. Revise Acquisition and Other Supporting Processes.

a) Develop policies to enable a common operational architecture that will provide interoperability of live, virtual, and constructive training systems across the Department, including its training ranges.

b) Include in the operational architecture the capability to embed training and human performance-aiding capabilities in operational systems during the systems acquisition process, and to track networked training in a manner similar to "key performance parameters" throughout the acquisition process.

c) Continue to review and update acquisition and maintenance policies, plans, programs, and procedures, and monitor compliance.

d) Train individuals (military and civilian) to new joint standards prior to arrival at joint duty; and ensure that personnel systems uniformly define and can routinely track joint training qualifications and experiences, and use them to select qualified personnel for joint assignments.

e) Increase emphasis on personnel and education systems for joint leader development, and adapt personnel policies to facilitate joint assignments and certification of joint leaders.

f) Define interactions between manpower, personnel management, and training systems, and ensure that these systems and supporting processes are integrated.

5.0 SUMMARY

"Transformation is a process, not a one-time event."
President George W. Bush

This Strategic Plan establishes the Department's vision, strategic goals and major steps needed to launch and implement the overarching Transformation of DoD training. Many of these actions can be taken immediately and accomplished quickly when compared with the Department's more complex and resource-intensive Transformation objectives. Subsequent Training Transformation actions will take more time, and may require incentives to successfully bring about broad systemic change. The benefits of investing in Training Transformation will be far reaching and will form the foundation that will enable the attainment of the Department's broader Transformation objectives. As the key enabler for the overarching transformation of the Department of Defense, Training Transformation will set the direction and pace for large-scale organizational, cultural, and technological change.

5.1. Issues. As with any significant change in an organization's business processes, a number of issues must be considered and resolved to realize the potential benefits of the Training Transformation goals contained in this document. Some of these issues include:

5.1.1. Shifting from "Threat-based" to "Capabilities-based" Training. As the Department transitions to "capabilities-based" training as an essential component of Training Transformation, it should not replace the training and mission rehearsal intended for response to specific threats. While various adversaries may have similar capabilities, the manner in which these capabilities are employed may differ substantially. Training to counter these specific threats will require careful and detailed study. Indeed, many missions and war plans are predicated upon specific, known, potential threats in combatant commanders' AORs.

5.1.2. Time Available. Time will be a factor in the full implementation of the Training Transformation, and care must be taken to preserve the ability of Services to train on their core competencies. The Department's near-term efforts will establish the operational-level policies, plans, and resources that will drive the longer-range Transformation effort. Mid-term actions will resolve many of the tough issues and help to ensure that systems interface properly. Joint training priorities will have to be met in a fashion that strikes a balance with the Services' priorities to provide training excellence in combat and combat support units.

5.1.3. Building an Integrated Live, Virtual, and Constructive (LVC) Training Environment. While the goal of developing a dynamic training and operational environment characterized by interoperable, networked, mission rehearsal and training capability is widely recognized and supported, the process of designing this integrated "system of systems" must begin by defining the operational requirements of the CINCs and Services. This requirements process should consider: the overall mission performance goals and standards; the human performance goals and standards; the definition of functional and technical characteristics of the training environment; a cost-benefit analysis of various design options; and a systematic implementation, test, and feedback process to refine and improve the integrated LVC system. Careful attention must be given to