

Capabilities Improvement Initiative Team Process

LCDR Wayne A. Cross
Joint Warfighting Center
Suffolk, Virginia
wayne.cross@jfc.com.mil

ABSTRACT

Capabilities Improvement Initiative Teams (CIIT) are mandated in the Training Transformation Implementation Plan (T2IP) as a vehicle to address gaps and seams by subject matter experts, recommend solutions for the identified deficiencies, and then verify the solutions by re-entering into the Joint Training System (JTS). Memberships consists of the subject matter experts (SME) provided by stakeholder(s) and interested parties, and are centrally located within the Joint Warfighting Center (JWFC) to enhance unity of effort, maximize reach-back to parent organizations, and to facilitate entry into the JTS.

This paper will cover the development of the CIIT and its purpose. The benefits of the CIIT to the Warfighter and the Joint Community will become clear as the intent and processes are explained. To date, the only CIIT in existence are the Joint Chemical, Biological, Radiological, Nuclear (JCBRN) CIIT, and the Joint Command and Control CIIT. The construct of a CIIT will vary depending on its designated focus but a general template will be discussed detailing the chartering process. The CIIT requirements, prioritization, process, outputs, and measures of success will be included to provide the reader with an overall understanding of the CIIT process.

ABOUT THE AUTHOR

LCDR Cross is a Naval Flight Officer currently assigned to USJFCOM JWFC Capabilities Group as the military lead for the Joint Command and Control Capabilities Improvement Initiative Team. He received his commission from the Aviation Officers Candidate School in 1989. Lcdr Cross then transferred to VS-41 in 1991 for training and fleet assignment in the S-3B aircraft. He was assigned to VS-29 from 1993-1996 and deployed twice onboard USS Abraham Lincoln, and completed a RIMPAC onboard USS Kitty Hawk. Lcdr Cross was then reassigned to VT-86 at NAS Pensacola where he was assigned as a T-39 Advance Tactical Jet Navigation Instructor. He was then reassigned back to sea duty in 1999 to CVW-3 as an air plan writer and airwing tanker coordinator where he deployed onboard USS Enterprise and USS Harry S. Truman. He was then transferred to VS-22 in 2001 and assigned as a department head. He served as squadron Safety Officer and then Operations Officer while deployed onboard USS Harry S Truman during Operation Iraqi Freedom. Lcdr Cross graduated from the Air Force Command and Staff College at Maxwell, AFB, AL where he earned his Masters in Military Operational Science. He also holds a Bachelors Degree from the Florida State University in Political Science. Lcdr Cross is married and has four children.

Capabilities Improvement Initiative Team Process

LCDR Wayne A. Cross
Joint Warfighting Center
Suffolk, VA
wayne.cross@jfc.com.mil

CIIT Definition/Background

A CIIT is a “tiger team” of subject matter experts (SME) and interested organizations who form a community of interest focused on the development of a particular capability. The CIIT offers solution sets to capability gaps and integrates those solutions into the Joint Training System (JTS)/Joint Event Life Cycle (JELC). CIIT products become a means to achieving the goal of filling the gaps. What is unique about the CIIT compared to other improvement initiatives is that the Joint Training System (JTS) is utilized to examine shortfalls and solutions vetted back through the JTS for validation. Potential solutions are generated by SME and range across the entire Doctrine, Organizational, Training, Material, Leadership, Personnel, Facility (DOTMLPF) spectrum and the coordination amongst USJFCOM directorates and agencies has the potential to yield solutions to identified shortfalls.

The Training Transformation and Implementation Plan (T2IP) 9 June, 2004¹ tasks the Commander Joint Forces Command (USJFCOM) to “publish established process for Capabilities Initiative Improvement Team (CIIT) development, prioritization, and approval to include charter, spiral development, and DOTMLPF Change Recommendations (DOTMLPF Format)”. Measures of Effectiveness (MOE) have been created for a CIIT that help define the products of the process. These MOE include creating a “coherent document that describes roles and responsibilities of and relationships between the USJFCOM Joint Force Trainer, CIIT members, and external organizations required to execute coherent capability improvement

strategies to be executed in the JNTC environment”, and. Integrating coherent training strategies that result in fielded warfighter capability improvement. The outcome will be quantified in enhanced readiness reporting ratings”. The USJFCOM J7, Joint Force Trainer Capabilities Group (CG) was designed in part to carry out this task.

The CIIT process is defined as receiving requirements, defining of scope, identification of partners and interested parties, chartering, execution, and transition of a CIIT for the purpose of recommending solutions sets to warfighting capabilities gaps, seams, and deficiencies. The CIIT process integrates solutions into the JTS that are existing, CIIT SME developed, developed by partners, USJFCOM directorates, or other interested parties. The CIIT will perform examinations within Joint Training Events in order to collect pertinent data that will aid in solution development or solution validation.

Requirements

Requirements are shortfalls, i.e. gaps, seams, and deficiencies, identified within the joint environment, and may flow from several sources and are the catalyst of a CIIT.

The Joint Warfighting Center (JWFC) Requirements and Assessment Division (RAD) mission is “to identify Combatant Commander (COCOM) and component commander warfighting requirements. The RAD then works closely with Capabilities Improvement Initiative Division (CIID) to integrate these requirements into Joint Training System events. In addition, the division is developing a database for recording and analysis of assessments and Meta-assessments of real world and exercise findings and after action reports developed by the Joint Center for Operational Analysis (JCOA). This approach provides direct support for the customer in Phases I

¹ Training Transformation Implementation Plan Appendix 1 delineates the responsibility to USJFCOM to create CIIT’s where capability gaps and seams exist.

(Requirements) and IV (Assessments) of the JTS, and provides information and analysis required for creation of TCP's."² CIIT will become a consumer of RAD products. Currently the RAD has developed Joint Interoperability Training Requirements (J/ITR) by collecting data from JCOA, JTS After-Action Reports, Event Summary Reports (ESR), Commander Summary Report (CSR), Integrated Priority Lists (IPL), and eventually Defense Readiness Reporting System (DRRS), and other sources. CIIT will use this data and align with Combatant Commander priorities to focus and manage CIIT activities.

The focus of capability improvement is on the warfighter, the lessons learned from Major Combat Operations (MCO) and other real world events. The data collected by RAD can then be sectioned into a particular functional area such as Command and Control, (C2) or Joint Chemical Biological, Radiological, Nuclear (JCBRN), which can either be the catalyst for CIIT formation or a focus area for an existing CIIT.

Other sources of requirements for the establishment of a CIIT may include requests from Flag or General Officers (FO/GO), direction from the Office of the Secretary of Defense (OSD), or other staff studies, reports, and Roadmaps.

Broad functional areas such as C2 become difficult to grasp unless prioritization of effort is used to narrow the scope to something that is manageable. The Combatant Commander's IPL helps to prioritize CIIT efforts. The prioritization given by an IPL can also be too broad at times so it is important to further narrow within the scope. A CIIT will focus on those training objective within an exercise underneath its particular focus area. These training objectives should be tied to the COCOM priorities providing the priority of a CIIT.

CIIT Scope

The CIIT offers solution sets to capability gaps and integrates those solutions into the JTS. A CIIT accomplishes this goal by, conducting gap analysis to identify absent or deficient capabilities, working with Combatant Commands to develop focused Training Objectives and mission sets, setting conditions to

collect, analyze, and then publish findings and recommendations that include but not limited to the development of DCR that implement real solutions.

The inclusion of a CIIT will not detract from the normal process of how Combatant Commands plan, conduct or evaluate exercises. The team will collaborate with the Combatant Command staffs, USJFCOM exercise planners, and those directorates within USJFCOM with equity in CIIT focus area in order to identify high-valued training objectives based on Combatant Command needs and shortfalls.

CIIT will develop these shortfalls into supportive strands, which serve as a subset of mission threads. These threads fall in line with Functional Capability Board's (FCB) mission areas such as C2, Force Application, or Focused Logistics. CIIT will evaluate, and develop an examination plan designed to capture the required data, and analyze the results for the purpose of finding solutions. FCB also provide the link between a particular functional area and the Joint Capability Boards. This is also the conduit for submitting a DCR to the Joint Requirements Oversight Committee. This Committee directs changes based upon DCR input and serves as an important tool that enables CIIT an avenue that institutes change. Other examples of FCB mission threads are contained in the USJFCOM Joint Integrator (J8) Joint Battle Management Command and Control Roadmap.

Supportive strands provide the connectivity between mission threads and training objectives and are based on joint tasks. This enables the CIIT a narrow focus area pointed at COCOM gaps and seams, and allows relevant analysis to be fed into the After Action Report/Executive Summary Report (AAR/ESR). Utilizing the JTS allows CIIT members the proper venue to not only analyze, but to inject solutions for validation by warfighters in the exercise environment.

Identification of Partners

There are many DoD agencies that are charged with finding solutions to warfighter issue. Many of these agencies do not share information or utilize unity of effort to solve identified problems. The CIIT is a way to organize efforts and share the resources already engaged in finding solutions. Figure 1 illustrates the organizational structure of the CIIT partnership.

When a potential partner is identified, JWFC CG must initiate a dialogue with them. Finding solutions and utilizing the JTS are attractive for outside

² TCP (Transformational Change Package) has been changed to DCR (DOTMLPF Change Recommendation) and will be reflected after the next review of the CG CONOPS.

organizations such as the Joint Test and Evaluation Community (JT&E). The expertise that a stakeholder possesses benefits the CIIT greatly and a marriage of ideas and processes must be created as the CIIT begins to develop.

The JWFC and the partner organization provide SME and other support personnel to accomplish the CIIT mission. The term “resources” in the context of CIIT Partner contribution does not imply that the partner organization funds any part of the JWFC contribution. Resources are more focused on SME, reach-back capability, facilities for meetings and conferences, and access to other organizations or contacts. Interested parties provide a variety of contributions to the CIIT. The JWFC and partner organization will select an individual lead and both will co-lead the CIIT. This partnership can yield great benefits if managed properly. Integrating and utilizing available expertise while also utilizing the JTS is a key to success. It is imperative that the relationship between JWFC, partnered organizations, and other USJFCOM directorates be formally established within a charter.

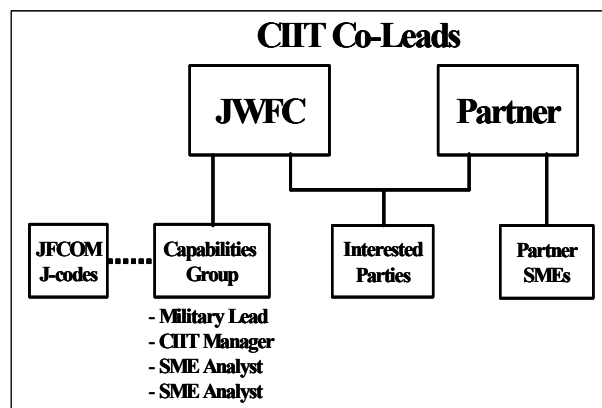


Figure 1. CIIT Organizational Chart

CIIT Charter

The charter is a mechanism by which duties and responsibilities are delineated so that each organization is aware of what is to be expected. It should also clearly state its goals, expectations, and management of the CIIT. This document should leave enough flexibility as each CIIT will be different, but provide enough structure as to leave no doubt about its purpose. A key to a successful charter is a collaborative effort between the co-leads and selected interested parties at all levels of charter development. In the case of the Joint Command and Control CIIT co-leads (JWFC and the Director of Operational Test and Evaluation (DOT&E)) included the USJFCOM J8

into writing the charter because of the mission overlap between the two directorates.

Charters are staffed in accordance with internal policies of each co-lead, culminating in a FO/GO or equivalent review prior to submitting the charter for co-lead/General Officer level signature by JWFC Commander. A well thought out Charter will help to minimize issues that may occur during the life of a CIIT.

The CIIT charter, signed by the Commander, JWFC, provides the authority to execute its mission and ensures the CIIT has access to appropriate JWFC-supported training events. However, this “stamp of approval” cannot be taken for granted and is not a substitute for proper coordination at all staff levels. Events not supported by JWFC may still be observed by the CIIT and require approval and direct coordination with the sponsoring organization. Once the charter is approved the CIIT can begin to focus on training integration.

CIIT Integration

The CIIT will integrate in Joint Training Events that are realistic, conducive to CIIT objectives, and have been agreed upon by interested parties.

Each CIIT must coordinate with the JWFC Training Group to ensure the CIIT is completely integrated into the Joint Event Life Cycle (JELC). While the Capabilities Group is the portal into Joint training for emerging capabilities, tests, and experimentation, it is the Training Group that manages the JELC for the JWFC and USJFCOM in event observations, staff assistance visits, and feedback.

Each CIIT must enter the appropriate exercise from the start of the Concept Development phase. Those CIIT members that are familiar with the JTS should help the CIIT plug into exercises and those members within the Training Group/AAR teams to ensure seamless integration.

During United Endeavor/Urgent Victory 05-03 JELC the JC2 CIIT was able to help shape training objectives by interacting with the training audience. This type of activity will benefit the warfighter, many of who had not been involved with planning at the operational level and the CIIT can help to ensure collection objective are more inline with training objectives.

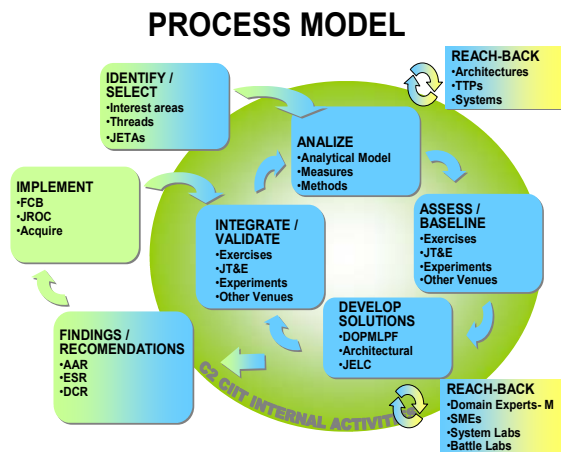


Figure 2. CIIT Process Model

CIIT Execution

Figure 2 describes much of the internal CIIT activities. Once a gap or seam has been identified either by the CIIT, RAD, or any other requirement source, the CIIT can begin its analysis. The CIIT uses analytical models, applies measures and methods designed to quantify the gap/seam and, or the solution to that particular shortfall. CIIT members cannot create solutions alone. The C2 CIIT is an example of a partnership that contains service Operational Test Agencies in order to leverage service capability. Reach back capability is also imperative as many solutions will reside in different organizations. Tactics, Techniques, and Procedures (TTP), Systems, and architectures are some of the tools CIIT will utilize when examining a particular shortfall. The assessments CIIT perform during an exercise will be in areas already identified as deficient.

The analysis will be completed in order to establish a baseline to aid in solution development. JT&E are of particular importance as they bring the expertise to the CIIT assessment process along with knowledge accumulated in past examinations. Baseline examinations within exercises are also imperative in order to create empirical data that will serve as a starting point for future CIIT exercise involvement. This baseline is critical to building strands into threads so a seamless coherent analysis of a mission thread over several exercises can be completed. Development of analytical model measures and methods will vary depending on the CIIT focus and

should be developed by CIIT analyst. Architectures, TTP, and systems span outside of the CIIT but are reach back accessible.

Solutions range across the DOTMLPF spectrum. They may be found by the CIIT, partners, interested party, or reachback labs such as Joint Systems Integration Command, or Doctrine. They must be inserted or re-inserted into the JELC for validation. If validated the solution must then be transferred to the proper change agent.

CIIT internal execution should always be synchronized with other Interoperability Assessments that reside within the same exercise. It is possible for an agency such as DOT&E to be doing an assessment related to, but not duplicate of CIIT efforts. Coordination prior to executing within an exercise/JELC can greatly benefit, success for one or both agencies.

It is incumbent on the CIIT to provide timely feedback to the Warfighter and interested parties. It is important that the CIIT work, even before actual trends are identified, is given back to the customers not only for their situational awareness but also so that gaps and seams that are easily rectified at the command and agency level can be addressed immediately.

A CIIT Event Report is generated within 45 days of event closure. This report summarizes the event scenario, captures observations in a community. During the course of producing these valuable inputs, the CIIT leads should make note of Issue/Discussion/Recommendation format, and places the observations within the DOTMLPF framework. This report is not unlike the JWFC Event Summary Report (ESR). This report should be made available to the COCOM for review.

A CIIT product may be a doctrine review, policy review, scenario reviews and inputs for a joint event, recommendations on organizational practices and structure, or any of a number of inputs the CIIT SME can bring to the Warfighter and Joint Community.

Transition

Each CIIT is reviewed annually. Changes may be introduced by a partner or stakeholders that may enhance, or clarify a CIIT, or provide new guidance if necessary. A CIIT could also be dissolved if partners think that there is no value gained by its existence. A

minimum of two years may be necessary to take an observed shortfall, create a solution, and validate it back through the JELC. If partners are in agreement that a particular CIIT is successful a CIIT can last as long as the partnership remains fruitful and there are issues to be resolved. The transition maybe the end of a particular CIIT, the formation of another, or the continuation of the work as capability shortfalls will continue to exist.

Summary

A CIIT is a team of subject matter experts that focuses on warfighter gaps and seams utilizing their expertise, organizational reach back, and use the JTS to validate their solutions.

The CIIT process is still very much a work in progress but has yielded substantial results with JCBRN. JCBRN has only been in existence for one year and has done multiple doctrine reviews, six joint exercises, two exercise ESR inputs, trend identification, and reinsertion into the JTS. The changes have been made across they DOTMLPF but did not always require a DCR. Identifying problems such as service level training and correcting that deficiency without having to go through the DCR process allows for the speedy implementations of solutions.

The CIIT concept if applied and managed properly can address many warfighter issues. Solutions can be implemented quickly and have been tested by the warfighter. The total coordinated effort of the JWFC and its partners and timely solutions benefit the warfighter and is what makes the CIIT a viable process.

Acknowledgements

LTC Constantine Costas has been instrumental in the development of the CIIT process, the CIIT Manual and with the development of this paper. His tutelage and patience are appreciated. LTC James Clark (USA Ret.) provided the proper insight for this paper. LTC David Carter (USA Ret.) developed the terminology “mission strand” in order to conceptualize how a CIIT can operate within a mission thread, and final thanks to Col. Richard Holmes, SAIC, (USAF, Ret.) for the reorganization of the CIIT process model chart.

References

Training Transformation Implementation Plan
Appendix 1, Pages AP1-52-53.
Capabilities Group Concept of Operations Manual
Pages, 4, 14, 15.
Capabilities Group CIIT manual (DRAFT) Pages 9-14.