

**House Armed Services Committee  
Readiness Subcommittee**



**WITNESS STATEMENT OF  
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**BEFORE THE 110<sup>TH</sup> CONGRESS**

**HOUSE ARMED SERVICES COMMITTEE  
READINESS SUBCOMMITTEE**

**31 JULY 2007**

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Mr. Chairman and members of the Subcommittee, on behalf of General Lance Smith, Commander, United States Joint Forces Command (USJFCOM), thank you for allowing me to appear before you today. The readiness of the men and women of our nation's Armed Forces is our number one priority. This task cannot be overstated and we appreciate the continued hard work of this Subcommittee and the United States Congress in this regard.

My testimony will address the adequacy of preparation of our service members to perform missions outside of their assigned Services' roles and functions and the impact this has on Service readiness. I will first briefly review USJFCOM's role in force sourcing and training. Second, I will review the currently accepted *in-lieu* of force sourcing<sup>1</sup> solutions used in the Department of Defense's Global Force Management (GFM) process. Third, I will address some of the ways in which USJFCOM, through its Service components, supports the Services' training responsibilities. Lastly, I will provide the Service representatives with me today the opportunity to articulate in oral testimony the impact to readiness when their Services are asked to provide forces for missions outside of traditional Service roles and functions.

**USJFCOM's overall role in force sourcing and training** The 2006 Unified Command Plan tasks USJFCOM to serve as the primary joint force provider. To this end, USJFCOM develops joint force sourcing solutions through a seven step GFM process to meet the requirements of the combatant commanders. This process involves collaboration with the Services (inclusive of their respective Active, Reserve, and National Guard components) and all combatant commanders on a continual basis, culminating in force allocation decisions by the Secretary of Defense.

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<sup>1</sup> Force sourcing covers a range of sourcing methodologies providing combatant commanders with requested capabilities. The intent is to provide the combatant commander with the most capable forces based on stated capability requirements, balanced against risks and global priorities.

As the Defense Department's lead agent for training of joint forces, USJFCOM conducts and supports joint, US interagency, and multinational collective joint training and exercises to assist the Chairman of the Joint Chiefs of Staff, combatant commanders, and Service chiefs in the preparation of their forces for joint and combined operations. These training events support a broad array of missions ranging from regional security cooperation to defense of the United States homeland.

**Currently accepted categories of *in-lieu-of* force sourcing solutions** When combatant commander force requirements do not match the available force inventory in terms of number or capability, Services are asked to provide capabilities in mission areas outside of their traditional roles and functions. The currently accepted Global Force Management business rules describe the following *in-lieu-of* force sourcing solution categories:

A. **Joint sourcing**: *Joint* sourcing is a Service providing a like-type capability in place of another Service's core mission. An example is a Navy Mobile Construction Battalion sourced against a requirement for a combat heavy engineer battalion that is traditionally filled by the Army.

B. **Remissioning**: *Remissioning* is defined as taking an existing unit and retraining that unit for a different mission, one that is outside its core competency. An example is an Army transportation unit sourced against a requirement to serve as a security force for US and coalition convoys.

C. **Retraining**: *Retraining* is defined as taking a group of individuals and forming, training, and equipping an ad hoc unit. An example is a consolidation of sailors from many different units into a single unit to relieve an Army military police unit conducting a detainee security mission.

**Individual augmentees.** Chairman Joint Chiefs of Staff Instruction (CJCSI) 1301.01C defines an *individual augmentee* as a service member assigned to an unfunded temporary duty position identified on a Joint Manning Document to augment a joint headquarters during contingencies. An example is a Navy Commander serving as a communications specialist on a fleet staff who is selected to become a communications officer in a deployed joint task force headquarters. USJFCOM is responsible for *joint* functional proficiency -- those additional functional skills required for the individual augmentee to operate on a joint task force staff. We support individual augmentees through their train up and throughout the deployment with a variety of tools. This includes putting them, the joint task force staff, and the commander through a rigorous mission rehearsal exercise that teaches the joint skills and knowledge needed to accomplish the mission. We follow this rigorous training regimen up with staff assistance visits beginning approximately 90 days after employment and remain responsive to any additional training needs the commander may require throughout the deployment. Additionally, USJFCOM's Joint Knowledge Online (JKO), an online portal that provides the Joint Individual Augmentee Training (JIAT) Program plus an expanding array of joint, interagency, and multinational individual training, is accessible to individual augmentees from notification to redeployment.

The way ahead. USJFCOM is actively engaged in the development of the FY 08 Global Force Management Guidance now being coordinated inside the Defense Department. The purpose of this is to further define, refine, and codify the force sourcing categories to better manage resources and continue to evolve existing training and assessment models.

**USJFCOM, through its components, supports the Services' training responsibilities**

USJFCOM supports the Services through a variety of ways.

First, USJFCOM maintains situational awareness of the operational environment through direct interaction with our components, combatant commanders, and USJFCOM-enabled deployed joint force commanders and staffs. Our command leadership travels extensively in support of our Service components and the joint training community while seeking continuous improvement. In an era where defined lines between the tactical and operational blur, and where tactical actions have operational and strategic consequences, this has provided increased clarity to warfighter requirements at all levels. Such clarity continues to shape training programs from individual online training, to Service tactical unit training, to adaptive and dynamic mission rehearsal exercises at the operational level in support of joint task force commanders.

Second, USJFCOM delivers joint, US interagency, and multinational context to Service programs, replicating the complex and dynamic environment that service members confront while in theater. In essence, this enables our service members to train in an environment similar to that in which they will operate. In accomplishing this, we remain attuned to evolving global events and the corresponding implications to how we train our forces. For example, the Joint Task Force-Horn of Africa mission rehearsal exercise conducted last January was adjusted in real time to match unfolding events in Ethiopia and Somalia providing the joint task force commander and staff with richer, more realistic preparation.

Third, USJFCOM delivers rapidly deployable joint functional competence in such areas as joint public affairs, joint communications, joint fires integration, and joint personal recovery in support of joint force commanders worldwide. These capabilities have been employed in support of traditional Service headquarters deployed as the core of joint task forces in disaster relief operations following the Pakistan earthquake and Hurricane Katrina, as well in support of the formation of a counter-improvised explosive device task force in Afghanistan and a joint task force headquarters supporting the evacuation of US citizens from Lebanon.

Fourth, force generation, preparation and readiness are intrinsically linked to unit notification and predictability. USJFCOM's collaborative work with the Office of Secretary of Defense, Office of the Joint Chiefs of Staff, other combatant commands, our components, and the Services to refine the Global Force Management process is expected to bring an increased level of predictability that should enhance unit training. In October 2006, USJFCOM was given the responsibility to manage individual augmentees. Using a core process that has worked well for units, we are building a capability to provide predictability for individual augmentees. The responsibility for sourcing individual augmentees has driven significant collaboration with the Services, our components, and our multinational allies to assess and improve individual training and education and has informed the development of joint individual training capabilities.

Fifth, as mentioned earlier, USJFCOM provides JKO, a capability that supplements Service individual training and delivers individual joint functional training to service members. Launched on April 30<sup>th</sup> of this year, JKO is a comprehensive, distributed, online capability that brings joint training and education to our service members before, during, and after deployments. JKO activity to date can be characterized by 118 total courses available, 17,500 course enrollments, and approximately 4,600 course completions. Depending upon the joint task force headquarters duty position to which assigned, individual augmentees are required to complete joint functional training through JKO's JIAT Program. This Program currently consists of: 14 courseware modules containing subjects such as Forming the Joint Task Force Headquarters, Joint Operational Planning, and Joint Information Management; other training content such as cultural awareness and joint task force staff procedures; and robust collaboration opportunities with joint functional subject matter experts, theater principals, and incumbents. Since becoming a JKO online program in May 2007, 1,147 individuals have completed at least one module. There have also been 250 formal individual augmentee enrollments with 50 graduates to date.

By comparison, during the 19 months of the resident course that it replaced (October 2005 through April 2007), there were only 145 graduates. The Services are increasingly integrating JKO into their individual training programs by directing service members to complete specified JKO courses in preparation for deployment. The most utilized courses to date include: Introduction to Joint Combat Identification; Law of Armed Conflict; Code of Conduct; and, senior non-commissioned officer joint professional military education.

Sixth, USJFCOM works with USCENTCOM and our components to continually refine theater pre-deployment individual training requirements -- requirements that apply to all service members regardless of branch of Service, deployment location, or duties to be performed. This effort is essential if the Services are to continue to meet the combatant commander's individual pre-deployment requirements by working within their core competencies and making adjustments, if required, to their training programs.

In conclusion, our vision is a holistic approach that links force generation, force management, and training. USJFCOM is committed to providing an agile, comprehensive training environment that prepares our leaders, units, and individuals for the tough missions they face today. We can only do this through the collaborative teamwork with our components, the Services, and combatant commanders. We thank the United States Congress for its commitment to improve the readiness of the men and women of our nation's Armed Forces. Your support in Congress is essential to getting this right.

We stand ready to answer your questions and proudly invite you to come and see how we train.