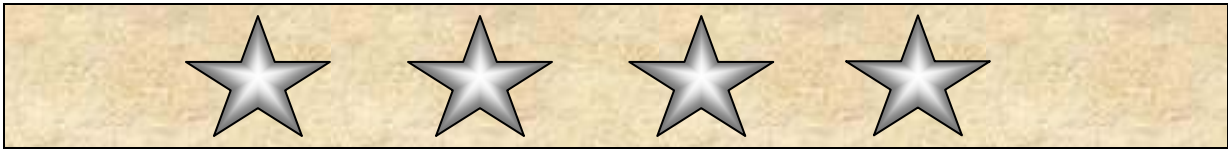


Joint Special
Operations University
Strategic Plan
Academic Years 2006-2013

May 2006



A Message from the Commander, USSOCOM

Over the next 10-20 years, Special Operations Forces will continue to operate against non-traditional, non-state, unconventional, and transnational enemies in complex, uncertain, and dynamic environments. The United States Special Operations Command is likely to face major international challenges that differ significantly from those encountered today. The magnitude and speed of change resulting from a globalizing world, the changing political landscape, emerging powers, and the potential for catastrophic terrorism will be defining features of our world for the next two decades.



USSOCOM is aggressively preparing for this future while fighting on today's battlefields and maintaining presence and access in many places where there is no sound of gunfire. Recognizing this as a global campaign, we are looking beyond the immediate conflicts in Iraq and Afghanistan, posturing for the long-term. As the supported combatant command for planning and synchronizing the military effort in the GWOT, USSOCOM is in a war that will take many years to win. It will require persistence, a comprehensive strategy, and leaders who are grounded in SOF competencies, are adaptable to new situations, understand the interrelationship of national strategy and the elements of national power, and who thrive in the joint, interagency and multinational environments.

The recently concluded Education Requirements Analysis study has provided us a solid foundation for a viable SOF Leader Development program that meets these demands. The Joint Special Operations University has taken this vision and developed their first comprehensive Strategic Plan that balances sound academic and management goals with available resourcing. This transformation in SOF education places us in the forefront of joint professional military education and builds upon the excellence already found in our component and service programs. The operational benefit a well educated force contributes to the accomplishment of USSOCOM's global mission makes this Strategic Plan an essential ingredient of SOF's future capability and readiness.

“Our first priority is clear—the Global War on Terror—(the Command) is at war now.”

—General Bryan D. Brown, Commander, USSOCOM

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INTRODUCTION

The Secretary of Defense has tasked the Commander, United States Special Operations Command (USSOCOM), to become a supported commander for the planning, synchronizing, and, when designated, execution of the Global War on Terror (GWOT). This mission added new challenges to a command already charged with responsibilities unique among combatant commands.

This expanded role in the post-9/11 world places new imperatives on the preparation of joint special operations forces (SOF) to meet the rigors of the GWOT. Preparation has several components and, for joint SOF, USSOCOM has legal authorities and responsibilities for each. Joint Special Operations University (JSOU) is the designated agency within USSOCOM to conduct joint SOF education and thus is tasked with and directed to provide relevant, realistic, leading-edge education opportunities to military and civilian special operations forces personnel around the world.

As a result of the shifting operational priorities of USSOCOM since 9/11, JSOU has reexamined its role in joint SOF education. Based upon its first comprehensive analysis of SOF educational requirements, JSOU offers this Strategic Plan for SOF Joint Education transformation that focuses on the development of joint SOF leaders at every level and identifies key recommendations for continued improvement of education over the remainder of this decade and beyond. JSOU's educational mission is a crucial linchpin in developing the kind of leading edge, adaptive, and innovative thinking that will allow joint SOF continued success at the tactical level while improving our capacities to succeed at the operational and strategic levels.

THE STRATEGIC ENVIRONMENT

USSOCOM faces a strategic environment characterized by geopolitical shifts, rapid technological changes, trans-border threats, constrained resources, and evolving roles in the Global War on Terrorism. Long-range planning assumptions show the United States facing no serious conventional threats from state-based adversaries in the coming decade and is unlikely to face a near-peer threat prior to 2015. Regardless, recurring concerns over possible nuclear, biological, and chemical weapons development and proliferation by rogue states continue to present a need to prepare operational-level combat plans to confront such theater-based threats. Similarly, continuing social and political instability in ungovernable and impoverished regions of the world continue to present SOF with the requirement to prepare for long-term regional internal development, contingency, and counterinsurgency operations.

Joint SOF can anticipate constant global employment. They will have to operate simultaneously in more than one geographic combatant commander's area of responsibility against elements of the same global enemy. For SOF, the challenge is immense: how to train to the demanding range of functional skills necessary to meet USSOCOM's core tasks while adapting intellectually to the global demands of this generational war against an enemy that holds no territory, is driven

not by rational equations of costs and benefits but by a blind ideology of hatred, and that assaults the innocent purposely to destroy the order of the targeted societies.

As a result, the special operations leader for the next decade will have to develop the intellectual agility to conceptualize creative, useful solutions to ambiguous problems and provide coherent options to joint force commanders. These leaders will train for discrete skill development and employment but will necessarily have to receive educational and experience opportunities for multiple knowledge application, analysis, evaluation, and creation at the operational and strategic levels of this global war. The key is not to produce specific answers to explicit threats but to build broad, flexible capabilities to meet the uncertain, shifting nature of the challenge.

Assumptions: The following assumptions concerning the operating environment through 2013 will guide analysis of required educational content to prepare the current generation of joint SOF leadership to meet global challenges.

- The GWOT will be fought during the current generation, if not longer.
- The GWOT will be fought against global covert and clandestine networks of terrorist operatives, supporters, and sympathizers.
- Joint education will require greater emphasis on the development of competencies required to successfully prosecute the GWOT at the operational and strategic levels due to the predominant emphasis on functional skills and pre-deployment preparations.

Characteristics: Given the assumptions above, the following characteristics will describe the operating environment throughout the next decade. These will be areas requiring educational emphasis.

- DoD will continue to structure its outside-the-continental–United States (OCONUS) military activities along theater lines. This will stress joint SOF as these forces continue to prepare for and execute more traditional commitments while deploying at a record pace to meet the global threat.
- The global nature of operations will place new emphasis on being able to operate simultaneously in two or more combatant command areas of operations.
- Terrorist groups will reinforce ties and expand alliances of convenience with transnational criminal organizations and other regional terrorist groups, sympathetic individuals, and organizations in order to conduct their attacks.
- Terrorist cells will operate in a more distributed fashion. Easily accessible technologies and increasingly educated and highly motivated operatives will enable terrorist groups to conduct independent operations aimed at broader organizational goals.
- Technical capabilities will improve among the terrorist population, enabling the acquisition of limited numbers of high-technology weapons systems and components, including chemical, biological, radiological, nuclear, and high-yield explosive (CBRNE).

- Groups and individuals will continue to make use of failed/failing states, and lawless regions to conduct basing, training, and logistics support for attacks.
- The technologies and processes that constitute globalization will improve terrorist mobility by overt and covert means, complicating the locating, tracking, and targeting process.
- Continuing globalization will increase the gap between “have” and “have not” states. Some states will fail as a result of being unable to compete, contribute, or connect globally.
- Interagency activities against terrorist groups and their supporters globally will continue to suffer from a lack of resource and information sharing.

Clearly, the requirements of the international environment that demand the unique capabilities of the joint special operations force will continue to grow. The force will require ever more flexible, visionary, creative, and adaptive leadership to guarantee success. Substantive and challenging educational content, effective and timely presentation methods, and a variety of opportunities to apply the knowledge content ensure a cadre of leaders: officer, enlisted, and civilian, who are ready to meet these challenges.

STRATEGIC GUIDANCE AND DIRECTIVES

<u>Document</u>	<u>Publication Date</u>
A. The JSOU Charter	15 June 2000
B. The Joint Special Operations Education System (USSOCOM Dir 621-1)	9 March 2001
C. USSOCOM Strategic Planning Guidance POM FY08-13	24 February 2005
D. JSOU Educational Requirements Analysis for 2005-2010	8 June 2005
E. Enlisted Professional Military Education Policy (EPMEP)	28 October 2005
F. CJCS Vision for Joint Officer Development	November 2005
G. Officer Professional Military Education Policy (OPMEP) (CJCSI 1800.01C)	22 December 2005
H. USSOCOM Board of Regents Minutes	5 January 2006

THE SOF LEADERSHIP COMPETENCY MODEL

The SOF Leadership Competency Model (see Figure 1) was developed to identify the competencies required of joint SOF leaders based upon conditions within which joint SOF would be expected to function. Competency refers to a meaningful aggregate of mission-driven knowledge, skills, and abilities that individuals should exhibit to successfully perform their job and organizational role. The inclusive set of competencies that define a position or set of positions is called a competency model. By design, this model applies only to mid- and senior-level joint SOF leaders operating at the operational and strategic levels of warfare. It serves as 1) a benchmark against which current educational offerings for joint SOF leaders might be evaluated and 2) helps to identify future educational content that needs to be developed.

Competency-based education is an accepted academic standard being developed for Joint Professional Military Education (Strategic Guidance and Direction, Reference F). A best practice in competency modeling is to define competencies in observable, behavioral terms. This allows one to measure whether an individual is exhibiting the competency and, if so, whether that competency is displayed at a predetermined and agreed upon level of required proficiency. JSOU has determined that the best structure for the SOF Leadership Competency model will include a discreet, succinct definition followed by a sample of illustrative behaviors. The model consists of 24 individual competencies (e.g., Operational Art) that are organized into six competency clusters (e.g., Force Application). The core values cluster provides a foundation upon which all others are based. The core values defined by USSOCOM represent individual characteristics against which personnel may be selected to enter the joint SOF community.



Figure 1. The SOF Leadership Competency Model

VISION

JSOU is a joint educational institution that serves as the education “Center” of the US Special Operations Command in the sense of a Geographic COCOM’s regional center. It is designed as an institution of the future that incorporates new and innovative curriculum, instructional programs and teaching methods, while easily adapting to a changing global environment. Our faculty recognizes that education is a long-term commitment and that JSOU must set high academic standards to which others aspire. The strategic and operational level competency of our graduates is the measure JSOU uses to define success.

MISSION

The Mission of the Joint Special Operations University is to:

- Develop SOF and SOF Enablers for strategic and operational leadership
- Educate military and civilian professionals on the employment of SOF in a joint, interagency, and multinational environment
- Research and publish on national security issues critical to the SOF community

STUDENT FOCUS

In order to assure that the right education is provided to the right student, JSOU focuses on the following target audiences:

1. Core SOF w/emphasis on mid- to senior-level leadership - 40% level of effort
2. SOF Enablers assigned to SOF units and staffs - 30% level of effort
3. Conventional forces, Coalition partners & the Interagency - 30% effort in a 10-10-10 mix

Note: A SOF Enabler is a person whose military skill, function, or specialty is essential to the successful conduct of a Special Operations Core Task but is not specifically designated as a SOF specialty. These individuals are routinely assigned to SOF units, commands, and joint staffs on a recurring basis.

GOALS AND OBJECTIVES OVERVIEW

Goal 1: Develop a comprehensive education management strategy

- 1.1 Determine the SOF competencies and educational requirements of SOF joint billets
- 1.2 Establish a career management and leader development program for joint SOF
- 1.3 Strengthen SOF joint educational oversight and empower JSOU to execute its guidance
- 1.4 Develop a command-wide distance learning plan that synchronizes all MFP-11 initiatives

Goal 2: Develop a strategic program of analysis, research, and publication

- 2.1 Engage intellectually with civilian academia, think tanks, and the interagency, international, and joint US military communities
- 2.2 Assist SOF PME students conducting research on SOF topics
- 2.3 Develop a publishing capability to address critical SOF issues
- 2.4 Develop a virtual repository of literature, analyses, insights, and strategic issues

Goal 3: Foster relationships with Professional Military Education, SOF joint operational commands, and the Interagency community

- 3.1 Improve and synchronize SOF education in officer and senior enlisted PME
- 3.2 Establish a dedicated MFP-11 SOF Chair at each Intermediate and Senior Level College
- 3.3 Provide SOF's joint operational commands and components with tailored education
- 3.4 Capture academically relevant lessons learned and expedite inclusion into curricula

Goal 4: Deliver joint education content by multiple delivery methods including resident and non-resident classrooms, video teleconferencing, and web-based systems

- 4.1 Emphasize seminar style, learner-centric interactive classroom instruction
- 4.2 Develop a game-based learning, exercise, and/or simulation capability
- 4.3 Implement web-based instruction to augment resident and non-resident courses

Goal 5: Develop a program of study based upon SOF leadership competencies to meet the joint educational needs of SOF

- 5.1 Design a competency-based curricula that improves SOF readiness and supports the command's Global War on Terrorism mission
- 5.2 Develop SOF "certificate" programs supporting operational level professional development
- 5.3 Make selected courses/certificates mandatory for designated joint SOF positions

Goal 6: USSOCOM should enhance JSOU's strengths in joint SOF education, research, and education technology

- 6.1 JSOU will lead and must strengthen the USSOCOM educational system
- 6.2 Establish a JSOU detachment at MacDill AFB

GOALS AND OBJECTIVES

The goals and objectives identified in this Strategic Plan outline how USSOCOM and its education component, the Joint Special Operations University, will meet the challenges of the future and take advantage of the opportunities that lie ahead. This is a commitment to re-structure the Special Operations Joint Education system as we develop the proper mix of management controls, strategic and operational instruction, outreach initiatives, technology solutions and the appropriate content based upon SOF Leadership Competencies.

The JSOU Strategy Model (Figure 2) provides this system with a matrix of interwoven, mutually supportive programs and initiatives. Education Management is the foundation upon which all others rely and must be fully developed to achieve the maximum potential of all other initiatives. The three pillars of the model represent the major educational programs that JSOU must embrace in order to successfully accomplish its mission and to effectively engage its target student audiences. Education Content provides the lintel that relies upon all programs below yet provides balance and continuity to all. It provides rigor to a solid institutional system that possesses the necessary capability to consistently generate the desired academic outcomes for Special Operations Forces and their supporting partners.

JSOU's Strategy Model

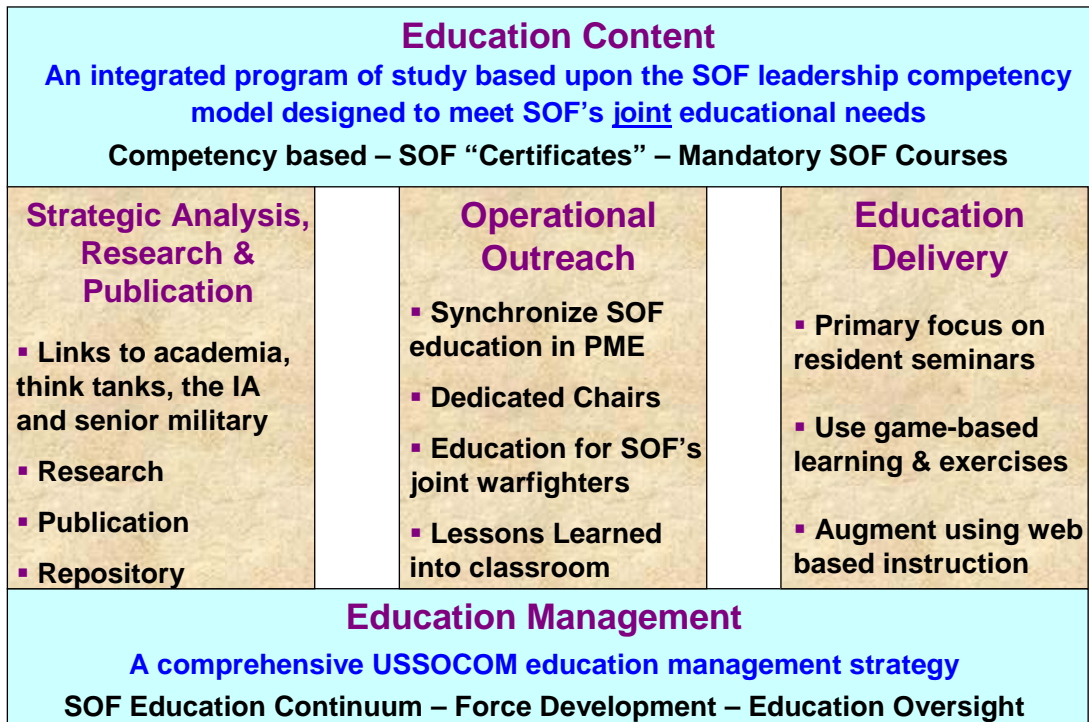


Figure 2. The JSOU Strategy Model

Education Management

Goal 1: In coordination with HQ USSOCOM, develop a comprehensive education management strategy and associated implementation plan

Education is not a single event, but a continuous process that spans a lifetime. It takes a generation of leaders growing through educational programs to develop the broad base of competent SOF strategic thinkers needed in the joint SOF community. Title 10, U.S. Code, empowers the Commander, USSOCOM, to *conduct specialized courses of instruction for commissioned and noncommissioned officers, and to monitor the promotions, assignments, retention, training, and professional military education of special operations forces officers.*

Objective 1.1: Determine the key SOF competencies and specific joint education requirements of all SOF mid- to senior-level joint billets

The Joint SOF Leadership Competency Model is an excellent tool, but only if it is targeted appropriately. Once key billets at the operational and strategic levels are identified against competency requirements, they should be grouped into clusters on the basis of the type of assignment and the normal rank or experience required. These groupings should include key operational and strategic-level assignments that might not be coded as SOF specific but that SOF personnel might reasonably be expected to, or should, fill.

SOF leaders have stated that more and earlier joint, interagency, and multinational education should be available and that the education should be timed to precede key assignments. The major issue is that primary PME for officers and enlisted personnel is scheduled against Service career progression models. Consequently, relevant PME topics for SOF leaders are often available too late in their careers. Compared with conventional counterparts, the joint SOF officer and enlisted leader increasingly faces operational challenges requiring increased capabilities at stages of their careers earlier than Service PME can provide (see Figure 3).

Key Elements:

- Survey all joint SOF billets at the operational and strategic levels for specific education requirements
- Recognize the “late-to-need” aspect of traditional joint/service PME for SOF personnel
- Incorporate educational solutions into a SOF Leader Development program approved by USSOCOM that offsets or mitigates the “late-to-need” effect

Implementation Concept:

- Establish a working team of JSOU (Dean of Academics) and SOKF (Education Division) to develop and recommend a SOF Leader Development concept
- Solicit detailed input on required competencies from the joint SOF community
- Finalize specific issues and learning outcomes at a SOF Leadership Competency workshop

SOF Leader Development

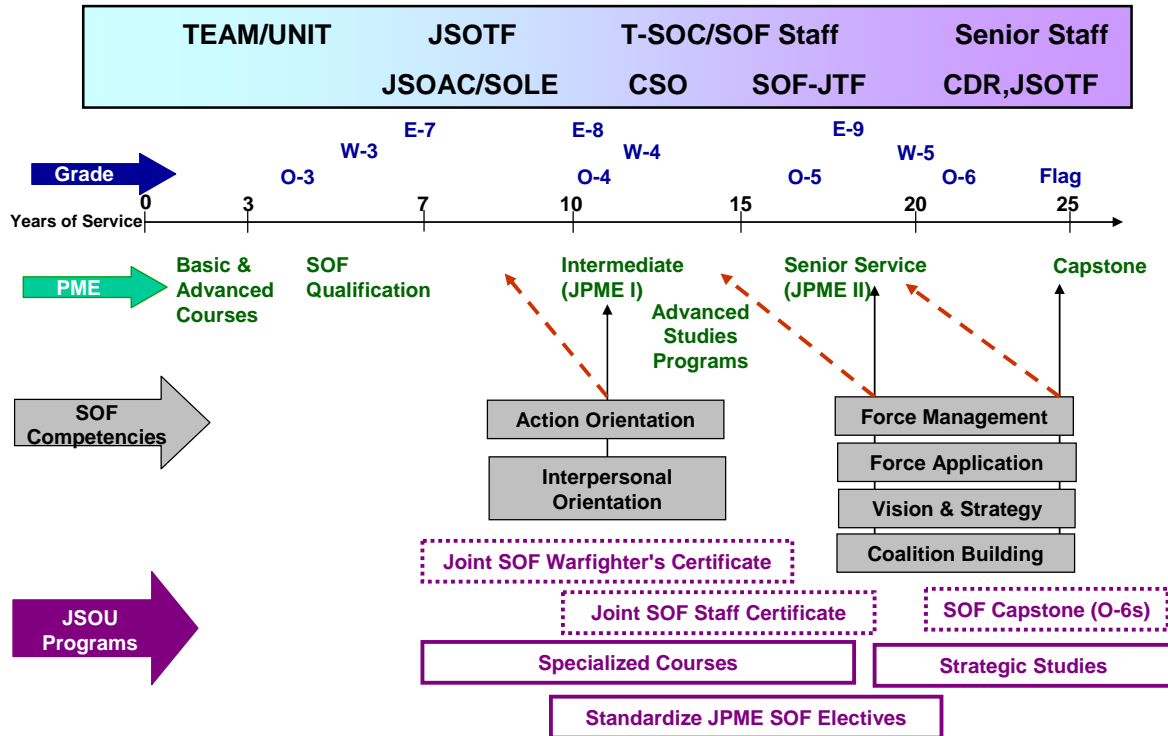


Figure 3. Late-to-Need Diagram for SOF Leadership Development

Objective 1.2: Establish a career management and leader development program for joint SOF leaders

USSOCOM should identify its joint SOF professional career development objectives, articulate its educational goals, synchronize these goals with current Service and joint PME and other external opportunities, and produce comprehensive career development models that specify educational requirements for joint SOF. However, no such program will succeed without the integration of a comprehensive joint special operations force management process that monitors the educational tracks of all SOF and establishes specific phases and requirements for educational development to ensure that command operational and strategic goals are met.

Key Elements:

- This is a separate but complementary effort to SOF Leadership Competency development (Leader development is championed by SOKF while competency education is lead by JSOU)

- Using a “multi-path” approach, build a SOF Leader Development model that balances joint and service requirements and career progression models
- Develop the management processes and staff to assure SOF meet the intent of the SOF Leader Development model

Implementation Concept:

- Assign SOKF-J7 Education Office as the SOF Leader Development proponent-- resource accordingly
- Designate a USSOCOM staff agent to actively monitor SOF joint assignments and education paths of the SOF Leader Development model while providing the ability and access to do so

Objective 1.3: Strengthen SOF joint educational oversight and empower JSOU to execute its guidance

To fully achieve its educational vision, USSOCOM should establish an organizational infrastructure responsible for setting career development and educational objectives, monitoring all SOF personnel, and coordinating with the Services the selection of mid- and senior-level officers and NCOs for educational opportunities and subsequent assignments. JSOU should be resourced to manage educational monitoring and oversight for USSOCOM.

Key Elements:

- Designate the JSOU President as USSOCOM’s joint education proponent and principal education advisor to the Commander with directive authority
- Strengthen the role of the SOF Education Council to include all joint SOF educational oversight, validation, and feedback
- The JSOU President reports semi-annually to the Board of Regents (critical element) on the status of all joint education for SOF

Implementation Concept:

- Establish a JSOU Life-long Learning Center (education officer plus personnel assistants) to work unique academic programs (Enlightened Warrior, USF’s 3-for-1 program, Fellowships)
- Incorporate responsibilities into USSOCOM Directive 621-1

Objective 1.4: Develop a command-wide distance learning plan that synchronizes all MFP-11 funded training and education distance learning initiatives

All the military services have in-place major programs of advanced distributed learning (ADL) supervised by their Education and Training staffs. These robust programs are developed to varying degrees but almost universally do not provide distant learning solutions for unique

requirements like SOF education. Therefore, it is imperative that USSOCOM develop a stand-alone yet complementary ADL capability that facilitates its joint educational programs and cognitive outreach efforts. To be most effective while achieving maximum connectivity, this program must harness the individual distance learning efforts within the command, e.g. SOF Training, SOF Education, and the SOF Acquisition communities.

Key Elements:

- Designate the JSOU President as the USSOCOM command-wide Advanced Distributed Learning (ADL) Director to synchronize often competing efforts
- Establish a network of Video Tele-Instruction (VTI) “nodes” in existing classrooms throughout SOF
- Develop an independent, robust IP/ISDN infrastructure sufficient for education needs
- Apply hybrid technology combining VTI, collaborative application sharing, and web-based content in a secure environment

Implementation Concept:

- Establish a USSOCOM Integrated Product Team approach to develop command ADL goals, concepts, policies and a comprehensive implementation roadmap
- Maintain close association with the Center for Acquisition and Logistics (SOAL) for technical advocacy and consolidation of effort and resources
- Validate ADL sites and locations with USSOCOM’s components, Theater-Special Operations Command (T-SOCs) and SOAL

Strategic Analysis, Research and Publication

Goal 2: Develop a strategically focused program of analysis, research, and publication to support the professional development of joint SOF leaders

The heart of any renowned professional educational institution is a robust program of analysis, research, and publication. JSOU has undertaken initial steps to address this responsibility in its charter, including the fielding of a Strategic Studies Group; however, there is still much work to be done to keep pace with the knowledge needs of USSOCOM’s evolving mission.

Objective 2.1: Conduct strategic outreach and intellectual engagement with civilian academia, think tanks, and the interagency, international, and joint US military communities

JSOU’s charter requires that it provide education on the science and art of joint special operations through teaching, research, and outreach. Currently, selected aspects of the science (or process) of special operations are addressed, but little of the art is covered. Making

permanent and robust arrangements to share resources and faculties with renowned civilian and military institutions would assist JSOU in establishing a recognized program of strategic education.

Key Elements:

- Symposia, workshops, and seminars focused at strategic leadership on topics that are relevant to special operations
- Engage senior-level PME students through appropriate curricula and innovative delivery
- Long-term intellectual relationships with recognized “knowledge generation” institutions based upon mutual support and common interests. Such institutions will be prioritized as:
 - Tier 1 (continual relationship): HQ USSOCOM, ASD (SO/LIC), T-SOCs, and the Geographic Combatant Commands
 - Tier 2 (recurring relationship): senior-level professional military education institutions including DoD’s regional centers, and the Naval Postgraduate School
 - Tier 3 (as required): Civilian and Governmental academic and research centers

Implementation Concept:

- Limit potential opportunities to those with greatest benefit to SOF and JSOU programs
- Prioritize our focus on Tiers 1 and 2 but keep/develop some Tier 3 ties as resources permit
- Initiate an annual SOF strategic-level symposium in FY06; plan for an annual key event
- Orchestrate and conduct high impact, topically focused, senior leader seminars and/or workshops on a recurring basis

Objective 2.2: Maintain a research support program to assist SOF PME students conducting research and writing on SOF topics

SOF personnel conducting research at PME institutions and those attending advanced study courses are excellent resources for research and publication on topics of current and significant interest to the joint SOF community. Currently, most such personnel have only limited access to support funding from their host institution and limited sponsorship and logistical support to coordinate and provide depth to their research activities.

Key Elements:

- An Annual SOF Research Plan that includes topics appropriate for PME students
- Tailored JSOU support to SOF students as required through the SOF Chairs
- Funding of select PME students for high value research opportunities and publication
- Publish and distribute high quality articles, papers and/or theses that are produced throughout the PME institutions

Implementation Concept:

- Routinely coordinate with key partners (USSOCOM/SOKF, USSOCOM/SCSO, ASD [SO/LIC] and the T-SOCs) to ensure research proposals address key USSOCOM issues
- Conduct regular liaison with SOF Chairs to maintain direct access to PME students and to facilitate timely SOF research

Objective 2.3: Develop a JSOU publishing capability and routinely produce professional articles and studies on critical SOF issues

JSOU should publish on behalf of the broader SOF community. The speed of information exchange today often makes published material late-to-need for immediate operational implementation but SOF focused academic periodicals can offer more rigorous thought and analytical exchanges. A professional center for joint SOF research and analysis with a flagship print publication of recognized scholarly substance would be of tremendous benefit to the community.

Key Elements:

- A publishing and editing team to review and process papers and articles submitted to JSOU – a dedicated editor is critical
- A distributed “think tank” of Senior and Associate Research Fellows
- A core group of Research Directors

Implementation Concept:

- Establish an internal JSOU editorial board
- Annually produce 8-10 major research papers and 12-15 smaller, more focused reports for the SOF community by FY08
- Publish quarterly a peer-reviewed, formal SOF Professional Journal in FY12

Objective 2.4: Develop an easily accessed, virtual repository of SOF literature, analyses, insights, and strategic issues

A repository for joint special operations literature, analyses, research, experiences, and lessons learned consolidated in a centralized location would enable the joint SOF community to easily obtain myriad data, analysis, or research materials. Although a variety of repositories of such materials exist in numerous organizations, JSOU’s repository would focus specifically on the joint SOF community. The repository should expand its collection to include lessons learned and research, not only from the SOF community, but also from partner nation SOF experiences. This central repository should be available 24 hours a day and be accessible worldwide.

Key Elements:

- A constantly evolving internet “Gateway” to provide tailored content for SOF research
- A process to continually generate suitable products for posting on the Gateway
- Expansion of the Gateway domain coverage where feasible to facilitate access by all SOF

Implementation Concept:

- Expand JSOU content to include strategically significant conference and workshop results, select lessons learned, and SOF relevant articles
- Develop a network of Gateway “sponsors” to obtain, analyze, produce, and review potential Gateway materials

Operational Outreach

Goal 3: Foster proactive, formal, and consistent relationships with Professional Military Education institutions, SOF’s operational commands, and the interagency community

JSOU’s outreach activities should foster proactive, formal, and consistent academic and learning oriented relationships with external educational institutions, conventional forces, USSOCOM’s Service components, the T-SOC’s and T-SOC Detachments, and key Federal Government departments and agencies.

Objective 3.1: Improve and synchronize SOF education in officer and senior enlisted Professional Military Education institutions

USSOCOM has Title 10 authorities and responsibilities for the training, education, and career and assignment management of designated SOF personnel but does not have the resources necessary to duplicate the educational capacity provided by the joint and Service PME institutions. USSOCOM and JSOU should rely on and ensure performance from established officer and NCO PME institutions to provide a consistent baseline of educational content to SOF students and the appropriate discussion on joint SOF’s role with conventional force and interagency students.

Key Elements:

- Design level-specific (Intermediate Level Colleges, Senior Level Colleges) academic programs to support SOF Leadership Development requirements
- Synchronize Joint SOF education requirements across all Intermediate Level Colleges
- Integrate SOF lessons, objectives, and learning programs into PME core curriculum, electives, and practical exercises

Implementation Concept:

- Using the SOF Leadership Development model (Figure 3) and the SOF Leadership Competency model (Figure 1), standardize SOF education support at all Intermediate Level Colleges
- Annually develop Commander, USSOCOM guidance to PME leadership and the SOF Chairs on specific SOF program objectives and desired learning outcomes
- After completion of the models, assess joint education programs for adequacy--conduct periodic reviews as required
- Develop a SOF senior enlisted education concept based upon publication of the Enlisted Professional Military Education Policy (EPMEP)

Objective 3.2: Establish and support a dedicated MFP-11 SOF Chair at each resident Intermediate (ILC) and Senior Level College (SLC)

JSOU basically functions in bilateral relationships with external institutions. Currently, only select officer intermediate schools and senior service schools have either SOF chairs or representatives assigned. The chairs' or representatives' ability to influence the core and elective curricula of the institution to which they are assigned is based to a great degree on informal relationships. USSOCOM should resource the billets necessary to place the appropriate number of SOF personnel to meet each external institution's educational requirements.

Key Elements:

- Fund dedicated MFP-11 manpower positions as joint SOF Chairs
- Define and annually update the roles and responsibilities of SOF Chairs commensurate with equivalent service chairs and CDR, USSOCOM's required learning outcomes
- Military positions are desired but Title X academic positions should be considered
- Military service experience of the SOF Chair should complement host service faculty

Implementation Concept:

- Formalize SOF Chair responsibilities through MOUs with each PME institution
- Fund a dedicated MFP-11 position per institution (total: 10) according to the list below:
 - ILCs: Staff Colleges (Joint, Army, Air, Marine) and the JAWS program
 - SLCs: War Colleges (National, Army, Air, Navy) and Naval Post Graduate School
 - Senior NCO Academies - TBD as capability grows
- SOF Chair functions as:
 - 1) The CDR, USSOCOM and President, JSOU's educational liaison to school leadership
 - 2) The Joint SOF education coordinator, proponent, and key facilitator
 - 3) A voting member of USSOCOM's Education Council

Objective 3.3: Provide education in SOF operational art consistent with SOF Leadership Competencies to SOF's joint operational commands, Component Commands, and SOF newcomers tailored to the requirements specified by their commanders or directors

As SOF leaders progress into responsibilities associated with field grade (O-4 to O-6), senior enlisted (E-7 to E-9), and senior Warrant Officer (W-3 to W-5) career levels, competency development is not occurring quickly enough to meet increased knowledge expectations and produce critical thinkers. To operate effectively at these levels, the joint SOF population needs to learn key competencies, especially those in Force Application, Force Management, and Vision and Strategy, as described in the SOF Leadership Competency model (Figure 1). Until such time as this education is available through the multiple methods included in this plan, JSOU must support the SOF's joint operational commands and key staffs with specific joint operational-level curricula and tailored programs of instruction that meet their current needs.

Key Elements:

- Develop formalized supporting relationships with SOF's joint operational commands and key staffs, i.e., SCSO, JSOC, Theater SOCs, SOCJFCOM
- Maintain a lesson library of operational-level topics that is relevant, current, and focused on the development of SOF operational art
- Provide SOF interoperability education to selected interagency, multi-national, and conventional forces

Implementation Concept:

- Integrate joint SOF lessons, modules, and courses into the SOF Leadership Development model at the appropriate level and career phase points (Figure 3)
- Assess and support SOF joint operational headquarters needs based on the SOF Leadership Competency model (Figure 1) and the commander's stated requirements
- Expand interagency participation in appropriate SOF educational programs
- Expand CT/GWOT and Interoperability education to priority countries

Objective 3.4: Capture academically relevant lessons learned from current commanders and key operational personnel; expedite inclusion into the JSOU curricula

JSOU should develop the capability to capture academically relevant feedback from current and returning commanders and other key personnel to provide near-real-time exchange of operational information. JSOU should mine lessons learned provided by USSOCOM and SOCJFCOM for academic value and incorporate appropriate data into course material and interactive simulations to provide real-time and real-world scenario challenges to students.

Key Elements:

- Maintain operational currency of the faculty to sustain educational relevance in the classroom
- Foster a philosophy of recurring faculty participation in SOF operations and exercises
- Develop a dedicated effort to expedite operational-level lessons into JSOU curricula

Implementation Concept:

- Provide faculty augmentation at SOF operational C2 nodes on a periodic basis
- Develop in-house capability to expeditiously deploy military, government civilian, and contractor faculty assigned to JSOU
- Capture curriculum updates and inputs for specified lessons through continual relationships with Theater SOC's
- Improve JSOU's association with USSOCOM/SOKF and SOCJFCOM lessons learned capabilities

Education Delivery

Goal 4: Deliver joint education content by multiple delivery methods including resident and non-resident classrooms, video teleconferencing, and web-based systems

The current deployment rate for military personnel, especially SOF, has increased significantly since 9/11. As the GWOT continues, the deployment rate is not likely to decrease in the near future. Military education systems employ various learning methods based on the current operational environment; the type of presentation employed is dependent on the time students have to dedicate to learning. Therefore, JSOU needs to expand delivery of courses through multiple methods to ensure that the right people are getting the right education at the right time and in the right location. Video Tele-Instruction through a distributed classroom network will offer the highest quality instructors to the greatest number of students. At the end of the day, education is all about quality content, access and availability, and appropriate timing.

Objective 4.1: Emphasize seminar style, learner-centric interactive classroom instruction

To make individuals more effective in complex environments, learner-centric course development and matching methods of content delivery are recommended. The learner-centric approach is an instructional process in which the content is determined by the student's needs, the instructional materials are geared to the student's abilities, and the instructional design and delivery make students active participants.

Key Elements:

- A focused faculty development program that provides advanced teaching skills
- Mandatory pre-requisites for all courses and a system of nominative student attendance for those courses with specific student demographic goals
- A rigorous student assessment program in all courses and modules
- A single distributed classroom network, interconnecting all SOF Components and key organizations, to provide greater student access to all certificate programs

Implementation Concept:

- All JSOU faculty complete the Advanced Methods of Instruction Course within 12 months of assignment
- By AY 2008, 50% of all JSOU courses are conducted in seminar style learning format with established pre-requisites
- By AY 2008, 100% of JSOU courses implement a student assessment concept
- By AY 2009, each Component has a dedicated JSOU classroom

Objective 4.2: Develop a game-based learning, exercise, and/or simulation capability to enhance “face-to-face” courses including collaborative tool use

Although operational experience is a top learning method, education tailored to specific operational requirements must occur before assignment to critical positions. SOF have repeatedly indicated they preferred classroom-based instruction because it gave them the opportunity to interact with instructors, participate in scenario-based exercises, and establish and strengthen networks among colleagues. They also understand that virtual courseware and distance learning tools will become increasingly important as opportunities for attending resident classes will continue to decrease. As technology advances, operating environments continue to be more easily simulated, providing higher quality learning opportunities.

Key Elements:

- Emphasize classroom usage of common SOF C2, planning and collaboration tools/systems
- Explore a low-cost infrastructure baseline for gaming and simulations--acquire necessary hardware/software when resources permit
- Maximize use of previously developed SOF wargames and scenarios that easily adapt to classroom interaction

Implementation Concept:

- Initiate a long-term relationship with National Defense University’s gaming center to increase knowledge of operationally focused simulations
- Build from the current level of classroom exercises to an appropriate level of gaming and simulation commensurate with course learning objectives and student assessment needs

Objective 4.3: Implement a web-based instructional capability (called the SOF Virtual Classroom or SVC) that augments both resident and non-resident courses, electives and certificate programs

SOF students and leaders have repeatedly stated that the resident classroom is the preferred method for learning, primarily because it gave them the opportunity to interact with instructors and guest speakers, and establish contact among colleagues. However, most agreed that virtual

courseware and distance learning tools would become increasingly important because opportunities for attending fixed classes would continue to decrease because of operational commitments. JSOU's philosophy is to continue to provide resident "face-to-face" classroom experiences wherever possible but to augment them by web-based instructional capabilities.

Key Elements:

- A SOF Virtual Classroom (SVC) that provides the student easily accessed course prerequisites and post-course materials
- An in-house "rapid content development" capability to support dynamic resident and non-resident course development requirements for on-line materials and tests
- Access for all SOF and SOF Enablers especially Reserve and National Guard forces
- Easy access to SVC from established Service portals (AKO, AF Portal, Navy-MC Internet)

Implementation Concept:

- Redesign the JSOU SVC web site to add non-resident course and tutorial support to current resident course capability
- Implement a secure identification capability to expand access to SVC
- By AY2008, 100% of JSOU's resident courses are supported by SVC

Educational Content

Goal 5: Develop an integrated program of specialized study based upon the SOF leadership competency model to meet the joint educational needs of SOF

JSOU is responsible for developing and providing course content to cover necessary material that is either not provided elsewhere or is not provided when required by the SOF community. Leadership development is a mix of self-development, operational experience, sophisticated training, and life-long professional education. JSOU's role is to provide an integrated program of instruction that will add to the joint SOF body of knowledge to make our leaders inquisitive, insightful, operationally competent, and strategically focused.

Objective 5.1: Design a competency-based curricula focused on SOF readiness and the Global War on Terrorism

The SOF leadership competency model is based upon the input of numerous SOF leaders and stakeholders. It reflects the key knowledge, skills, and other characteristics that are needed by SOF leaders. It provides a solid foundation for developing course content and curricula tailored to SOF needs. The model for this design and development effort is found in Figure 4.

Key Elements:

- Further define and describe the SOF Leadership Competency model to account for distinctions in SOF career levels and the required competencies of specific joint positions
- Identify learning objectives and samples of behavior for each competency
- Develop and sequence resulting competency based lessons into multi-mode educational programs
- The end-state is a complete revision and/or upgrade of JSOU’s current curriculum that fully meets the intellectual needs of the SOF community to confront the challenges of the GWOT and the future threats of an uncertain global environment

Implementation Concept:

- Command-wide support is required and therefore must be considered throughout the developmental process
- A series of curriculum development workshops should be conducted to
 - Define the necessary levels of fidelity for the detailed and expanded SOF Leadership Competency model
 - Assure proper linkage between specified SOF competencies and joint SOF instruction
- Understand that this time intensive, deliberate process will re-direct and re-invest current JSOU programs, faculty, and resources

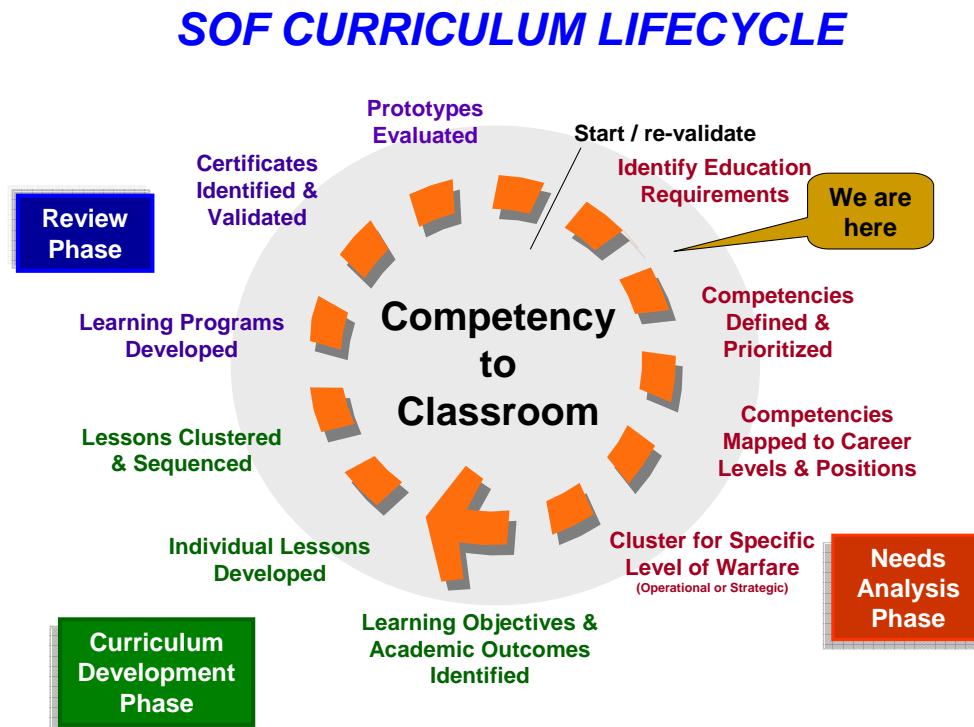


Figure 4. The SOF Curriculum Development Lifecycle

Objective 5.2: Develop a SOF “certificate” program supporting operational level professional development

Building on the many lessons learned from recent combat operations, strong support exists within the SOF community for establishing a Joint SOF “Operational Art” Certificate program that would include focused academic materials, expanded seminar opportunities, and conclude with a practical exercise or other interactive experience. The certificate would focus on current missions, joint doctrine, SOF capabilities, interoperability, planning, and similar operational issues facing the joint SOF operator and SOF Enabler. This program of instruction should be mandatory for personnel identified to fill selected billets but should also be an invitational activity for conventional, interagency, and coalition participants.

Key Elements:

- Identify and prioritize the critical areas or tracks suited to a certification concept (some courses may remain stand-alone because of their selective focus)
- Define certificates for targeted points in SOF/SOF Enablers careers and incorporate SOF Leadership Competency requirements compatible with Objective 5.1
- Multiple learning options and opportunities must be provided to achieve certification
- Certificates are JSOU’s “guarantee” that the student has achieved a pre-established level of knowledge and competency
- Certificates must ultimately lead to the awarding of college-level credits

Implementation Concept:

- Developmental efforts are conducted in parallel with SOF Leadership Competency workshops
- Develop a single “Operational Art” certificate prototype (Figure 5) aimed at the mid-level grades and analyze its viability to SOF readiness
- Expand certificate program on a one per year basis
- Requires increased resources for testing and tracking students

Objective 5.3: Make select courses and/or certificates mandatory for designated core SOF positions and career levels

JSOU’s unique position as the only USSOCOM organization chartered to provide joint SOF education also positions it to provide or coordinate the provision of critical materials required by the community and available nowhere else. JSOU is an excellent venue to better prepare SOF personnel being assigned to external commands, staffs, and schools to integrate effectively. JSOU preparatory courses should be made mandatory and become a priority. Course material should be developed in various delivery formats and address key elements to adequately prepare students to portray joint SOF issues at the operational and strategic levels.

SOF “Operational Art” Certificate Development

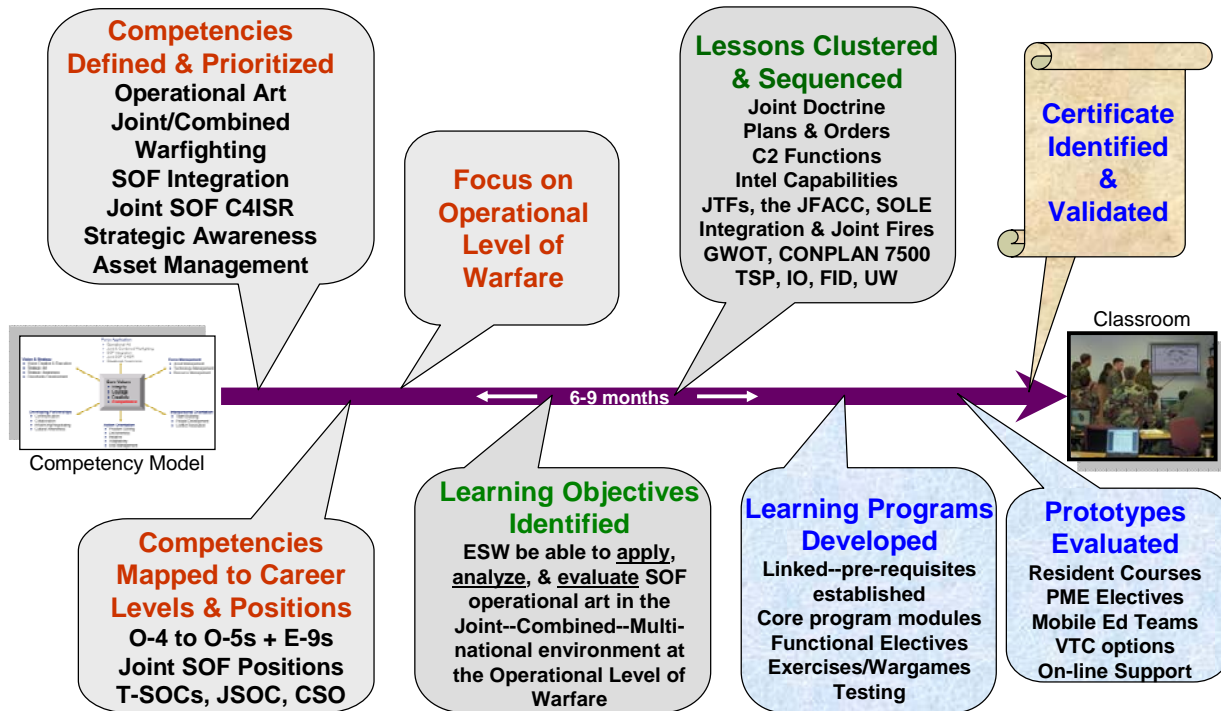


Figure 5. Notional SOF “Operational Art” Certificate

Key Elements:

- Forms a necessary basis of a SOF certificate program
- Must identify student candidates prior to critical assignments to be most effective
- Designation of mandatory courses and/or certification tracks should be based on potential joint assignment requirements

Implementation Concept:

- Selected courses or certificates are derived from curriculum workshops (see Objectives 5.1 and 5.2)
- Student travel and per diem provided from a central fund for mandatory courses (POM 08)
- Coordinate with SOF components to include key certificate elements in their Service’s Force Development programs (e.g. 5-Vector model, Commando Edge, etc)

Organizational Structure

Goal 6: USSOCOM should enhance JSOU's strengths in joint SOF education, research, and education technology

To help JSOU more efficiently meet its charter responsibilities, it should recognize its strengths and reorganize its efforts. The organization should focus on (1) identifying required educational content based on joint SOF leadership competency requirements, (2) establishing best-practice methods of delivery and coordinating technology applications across the command, (3) creating programs of strategic engagement, research, and publication, and (4) becoming the command's focal point for operational level education and academic outreach. This future organization is modeled in Figure 6 and forms the vision for JSOU as USSOCOM's education component with its primary facility established on MacDill AFB.

Objective 6.1: JSOU will continue as the focal point of a USSOCOM education system with key nodes at the Component schoolhouses, SCSO, SOKF, SOCJFCOM , JSOC, all Theater SOC's, the Naval Postgraduate School, ASD (SO/LIC), and PME institutions (via Chairs)

Key Elements:

- Recurring SOF educational forums (annual conference, semi-annual council) with vigorous agendas of relevant topics and educationally focused issues
- An annual report to the Board of Regents on the state of SOF joint education
- Increase the command's awareness of all joint education programs

Implementation Concept:

- Specify relationships and describe the SOF education system in a revision to USSOCOM Directive 621-1
- Request and justify adequate funding to fully implement the precepts and harness the capability of a SOF Education system

Future Organization

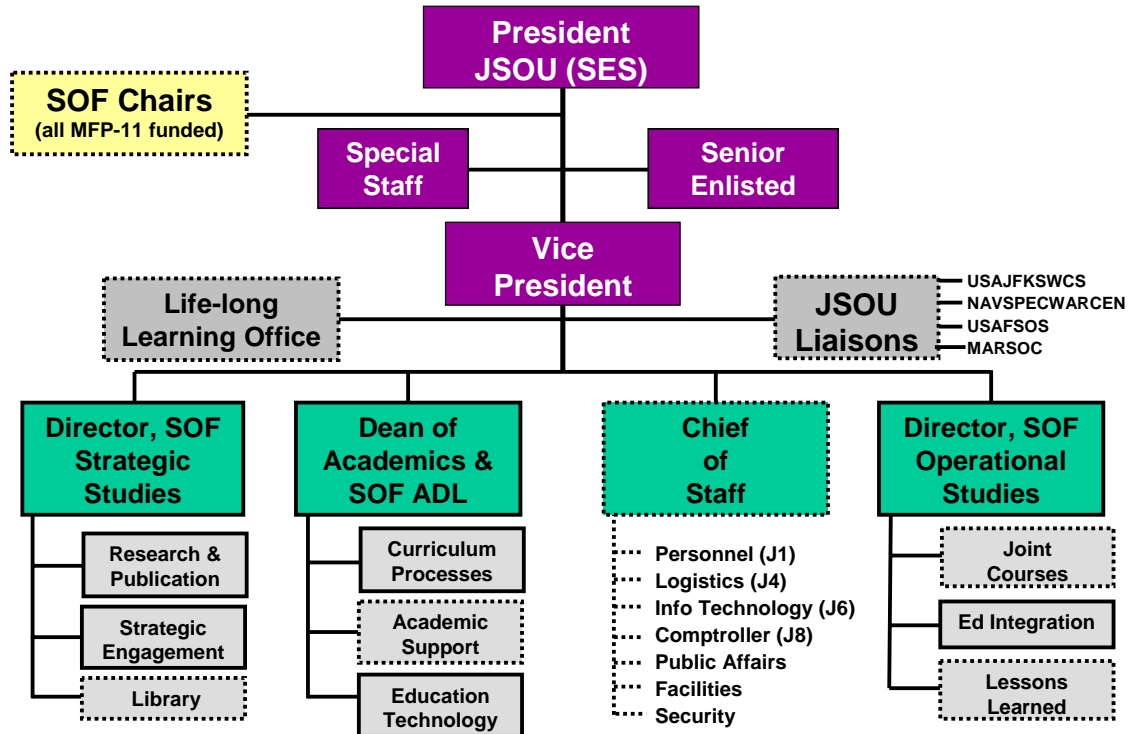


Figure 6. The Future JSOU Organizational Structure (at MacDill AFB)

Objective 6.2: JSOU should establish a detachment at MacDill AFB to provide academic support to HQ USSOCOM and to plan the transition of JSOU to the Tampa area

Key Elements:

- Conduct JSOU courses and learning programs on a continuous basis at MacDill AFB
- Develop and coordinate a comprehensive plan to establish JSOU as a stand-alone SOF education component
- Build the JSOU staff as required to support MacDill AFB operations as a stand-alone Field Operating Agency

Implementation Concept:

- Establish a Detachment commander at MacDill in FY2007 (1 x O-4, 1 x GS-13)
- Relocate 2 x current faculty (contractors) to Tampa
- Develop a JSOU contract vehicle with SOCOM to support detachment ops (2 x contractors)

KEY RECOMMENDATIONS

a. **Short Term** - includes those programs and initiatives that JSOU is able to begin to implement within the next 6-18 months (FY06 through FY07).

1. Authorize MFP-11 funded SOF Chairs at all JPME institutions (10 total) beginning with the Joint Forces Staff College (JFSC) position.
2. Establish a JSOU Detachment at MacDill AFB consisting of approximately five personnel.
3. Revise JSOU's curriculum based upon the SOF Leadership Competency model.
4. Prototype a SOF "Operational Art" certificate and report results at the next Board of Regents (Fall 2006).
5. Synchronize SOF learning objectives in formal JPME at the Intermediate College Level for the next academic year (AY 2006-07).

b. **Mid Term** - those initiatives that require additional resourcing and are implemented within the POM 08-13 FYDP.

6. Provide student funding and expand the availability of SOF's mandatory courses/certificates.
7. Coordinate with SOKF to improve USSOCOM's Joint Education Management system and define a SOF Leader Development program.
8. Synchronize all joint Distance Learning activities throughout the command and place under JSOU's supervision and direction.

c. **Long Term** - those major programmatic efforts that require dedicated resources and are likely to be beyond the scope of the POM 08-13.

9. Develop a gaming and simulation capability for use in JSOU classrooms.
10. Establish and routinely publish a respected, peer-reviewed joint SOF journal.

d. **In-Progress** – It should be noted that several major program efforts were identified in the Strategic Plan but were started prior to its development. They were re-validated and retained in the current JSOU Strategic Plan.

SUMMARY

Although the fundamental changes to the role of USSOCOM after 9/11 are clear to most, the changes required for the education of SOF leaders have yet to be fully recognized. Preparation of SOF leaders in this post-9/11 world is fundamentally different from the preparation of the SOF leaders of yesterday. No longer are SOF just one tool to be integrated into someone else's plans. In the GWOT, joint SOF are expected to be the campaign planners and do the integrating, not just at the tactical level, but at the operational, strategic, and national levels as well. The new skill sets required to operate at these levels of warfare and the new knowledge needed to master the nuances of this new global environment are fundamental changes not fully appreciated throughout the joint SOF community. Looking toward a solution, General Brown stated in his April 2005 guidance to JSOU, "The command's education and training institutions, and the programs and products they provide, are one of USSOCOM's top flagships for sustainment and future investment. . . . The operational advantage a well educated force contributes to the accomplishment of USSOCOM's global mission makes JSOU an essential ingredient to SOF's future capability and readiness."

The 2005 Educational Requirements Analysis study confirmed that JSOU's original charter is sufficient to meet the mission assigned to it by USSOCOM. In the same study, a SOF Leadership Competency Model was defined and vetted throughout the community. It provides a new and comprehensive instructional methodology to more efficiently and effectively meet the educational needs for us to develop and prepare SOF's leaders for those emerging operational challenges. To attain a true educational "Center of Excellence" for JSOU, and to put in place the key learning programs that are essential to success, as JSOU prepares for its eventual move to MacDill AFB, this strategic plan is presented. Successful implementation of any or all of the recommendations will depend on a number of factors, not the least of which are priority operational commitments, and the resource and personnel availability. JSOU will need to continuously reevaluate itself, its target student populations, the global environment in which SOF operate, and the skills that SOF leaders need to succeed at all levels of warfare. This plan will be reviewed on a bi-annual basis in conjunction with the USSOCOM Strategic Planning Process cycle and appropriate changes and adjustments made as required. The USSOCOM Board of Regents will be briefed periodically on the attainment of the stated goals and the impediments or limitations to achieving the successes promised.



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Distance Learning

<https://jsouonline.socom.mil>