

*Joint Capability Area
Management Plan
(JCAMP)*

***“JCAs...THE DEPARTMENT'S
CAPABILITY MANAGEMENT
LANGUAGE AND FRAMEWORK”
- DEPUTY SECRETARY of DEFENSE***



27 January 2010

Preface

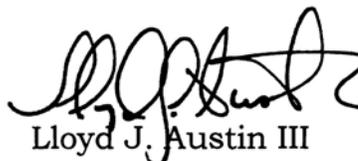
The Joint Capability Areas (JCAs) provide a common capabilities language for use across the Department's activities and processes. They are groupings of related capabilities that support strategic decision-making, capability portfolio management, and joint analyses of capability gaps, excesses, and major tradeoff opportunities.

As the Department's capability management language and framework, the JCAs require continual upkeep to ensure their relevance. This Joint Capability Area Management Plan (JCAMP) describes the processes, roles and responsibilities necessary for overall JCA management, refinement, and continued development efforts.

In a 14 February 2008 memorandum, the Deputy Secretary of Defense directed the Director, Joint Staff and the Principal Deputy, Under Secretary of Defense for Policy to collaborate in the development of the JCAMP. Any questions should be directed to the Joint Staff, J-7/Joint Force Development and Integration Division.



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1. Purpose. The purpose of this JCA Management Plan (JCAMP) is to describe processes and establish roles and responsibilities for the management, refinement, and continued development of the Joint Capability Area (JCA) framework and definitions.

2. Background.

a. JCAs were first proposed in the 2003 Joint Defense Capabilities Study, also referred to as the Aldridge Study. The study called for dividing the Department of Defense's (DoD) capabilities into manageable capability categories (later called areas) as an essential early step to implementing a capabilities-based approach, because they provided the framework for capabilities planning. The study recommended dividing capabilities along functional or operational lines and favored functional categories because there were fewer of them; they were more enduring, and less likely to change due to new technologies or emerging threats; they minimized redundancies in capability decomposition; provided clearer boundaries to assign systems; and improved management ability to develop and implement capabilities planning. The study also noted these functional categories were focused on warfighting needs, and other categories such as force management and infrastructure might be necessary to address the DoD's enterprise needs. The study further stated that whether organized along functional or operational lines, the categories adopted by the DoD must enable all Services, Defense Agencies, and Combatant Commands to orient their planning on capabilities, vice platforms or units.

b. In 2005, the Joint Force Capabilities Assessment sub study (Part of the Operational Availability-05 Analytic Agenda) developed the initial 21 tier 1 JCAs, and draft tier 2 JCA candidates. A subsequent Secretary of Defense memo (6 May 2005) approved them for "use as appropriate", and referred to them as "the beginnings of a common language to discuss and describe capabilities across many related DoD activities and processes." The memo further tasked elements of the Office of the Secretary of Defense (OSD) and the Chairman of the Joint Chiefs of Staff (CJCS) with specific JCA related activities to further their development and integration. In response to the taskings, two separate JCA refinement efforts were conducted and resulted in the 24 August 2006 Joint Requirements Oversight Council (JROC)-approved framework. This framework was comprised of 22 tier 1 JCAs, 240 subordinate JCAs, and corresponding definitions. These initial JCAs were divided into four distinct capability categories; operational, functional, domain, and institutional.

c. The JROC also approved a deliberate way forward to enhance the nascent JCAs' utility across the DoD. Recognizing the original JCAs

were devised mostly on theory and without benefit of practical application, the JROC agreed a baseline JCA reassessment was necessary. This baseline reassessment afforded the opportunity to holistically improve the JCAs by applying lessons learned from their use in numerous DoD processes. Research conducted for the baseline reassessment proved how the four distinct capability categories in the original framework led to undesirable JCA overlaps and redundancies, and unnecessary complexity. To improve the framework, the Deputy's Advisory Working Group (DAWG) approved (22 June 2007) the use of only one capability category – functional, and replaced the original tier 1 JCAs with nine new functional tier 1 JCAs (Force Application, Command & Control, Battlespace Awareness, Net-Centric, Influence [later changed to Building Partnerships], Protection, Logistics, Force Support, and Corporate Management and Support). Subsequently, the baseline reassessment was completed and the JROC (13 December 2007) and the DAWG (15 January 2008) approved nine new tier 1 JCAs and their functional decomposition down to the tier 3 level. This was further codified in a Deputy Secretary of Defense memo (14 February 2008) that described the JCAs as the DoD's capability management language and framework. The memo also tasked the development of this JCA management plan, further JCA refinement, and the deployment of an authoritative JCA database.

d. The JCAs were further refined by developing JCAs below the tier 3 level, and moving two tier 2 and the associated tier 3 JCAs (Installations Support moved from Force Support to Logistics, and Research and Development moved from Corporate Management and Support to Protection). A JCA numbering system was also added to the framework for identification brevity. The refinements were approved in a memo (12 January 2009) co-signed by the Principal Deputy Under Secretary of Defense for Policy and the Director of the Joint Staff. JCAMS (JCA Management System) was deployed as the authoritative JCA database, and is available via the JDEIS (Joint Doctrine Education, and Training Electronic Information System) Portal at <https://jdeis.js.mil/jdeis> and <https://jdeis.js.smil.mil/jdeis>.

3. Definitions. The following definitions are limited to the scope and activity of this document, and may not adhere to the DoD Dictionary of Military and Associated Terms (JP 1-02). Several of the definitions are the result of a DoD-sponsored Military Operations Research Society Conference that met to discuss underlying definitions, relationships and processes that define the use of capabilities-based planning for defense decision making in the United States and allied countries.

Capability. The ability to achieve a desired effect under specified standards and conditions through a combination of means and ways across the DOTMLPF (Doctrine, Organization, Training, Leadership, Materiel, Personnel, Facilities) to perform a set of tasks to execute a specified course of action. (Resulted from DAWG adjudication of a critical comment associated with DODD 7045.20, Capability Portfolio Management, 25 September 2008)

Condition. Variable of the operational environment, including a scenario that affects task performance.

Effect. A change to a condition, behavior, or degree of freedom.

Endstate. The set of conditions, behaviors, and freedoms that defines achievement of the commander's mission.

JCA. Collections of like DoD capabilities functionally grouped to support capability analysis, strategy development, investment decision making, capability portfolio management, and capabilities-based force development and operational planning.

JCA Community of Interest (COI). The combined entities using JCAs primarily from OSD, Joint Staff, Services, Combatant Commands, and Combat Support Agencies (CSAs).

JCA Core Team. A standing working group chaired by the JCA Lead Agent consisting of Tier 1 JCA POCs, and Service JCA POCs.

JCA Lexicon. Associated JCA definitions that comprise the DoD's capability management language. Note: The terms "lexicon" and "definition" are used interchangeably in the JCAMP.

JCA Management. The administrative processes and actions necessary to maintain and refine the Joint Capability Area taxonomy and lexicon as the DoD's capability management language and framework.

JCA Management System (JCAMS). A web-based, authoritative JCA database. JCAMS currently includes JCA data elements inclusive of JCA numbers, titles, definitions, and business rules. JCAMS displays the JCA taxonomy, and provides linkages to related capability-based DoD data.

JCA Taxonomy. Framework of JCAs nested in parent/child relationships, and arranged in multiple numbered tiers. Note: The terms "taxonomy" and "framework" are used interchangeably in the JCAMP.

Measure. Provides the basis for describing varying levels of task performance.

Mission. The purpose (objectives and endstate) and tasks assigned to a commander.

Objective. A desired end derived from guidance.

Standard. Quantitative or qualitative measures for specifying the levels of performance of a task.

Task. An action or activity (derived from an analysis of the mission and concept of operations) assigned to an individual or organization to provide a capability.

4. Roles and Responsibilities.

a. JCA Approval Authorities.

(1) The DAWG is the approval authority for substantive taxonomy changes to the JCAs in tiers 1 through 3.

(2) The Principal Deputy Under Secretary of Defense for Policy (PDUSD(P)) and Director, Joint Staff (DJS) are the approval authority for definitional changes to the JCAs in tiers 1 through 3, and the approval authority for all changes to the JCAs in tiers 4 and below.

b. JCA Lead Agent. The Joint Staff/J-7, Director for Operational Plans and Joint Force Development is responsible for managing the JCA lexicon and taxonomy. The Joint Staff/J-7 is responsible for:

(1) Advising the JCA approval authorities on all policy and guidance concerning JCA lexicon and taxonomy management.

(2) Articulating JCA lexicon and taxonomy requirements.

(3) Publishing and maintaining the JCAMP.

(4) Chartering and chairing the JCA Core Team.

(5) Planning, requesting, coordinating, and managing JCA lexicon and taxonomy management resources.

(6) Conducting an annual JCA review.

(7) Developing and maintaining JCAMS as the authoritative JCA database.

(8) Providing appropriate integration and technical expertise to support the JCA lexicon and taxonomy.

c. Tier 1 JCA POCs. The framework and definitions of each tier 1 JCA is co-managed by a Functional Capability Board (FCB) and an OSD organization. Responsible offices (see Table 1) will designate primary and alternate action officer level POCs for the tier 1 JCA it co-manages. Tier 1 JCA POCs are responsible for:

(1) Providing subject matter expertise for JCA development as part of the JCA Core Team.

(2) Participating in the refinement, continued development, and use of JCAs.

(3) Chairing respective tier 1 JCA working groups consisting of applicable JCA stakeholders.

(4) Developing and reviewing proposed JCA changes, and recommending appropriate action.

(5) Coordinating with other Tier 1 JCA POCs as necessary.

Tier 1 JCA	FCB	OSD
Force Application (FA)	FA FCB	USD(AT&L)
Command & Control (C2)	C2 FCB	ASD(NII)/DoD CIO
Battlespace Awareness (BA)	BA FCB	USD(I)
Net-Centric (NC)	NC FCB	ASD(NII)/DoD CIO
Building Partnerships (BP)	BP FCB	USD(P)
Protection (P)	P FCB	USD(AT&L)
Logistics (L)	L FCB	USD(AT&L)
Force Support (FS)	FS FCB	USD(P&R)
Corporate Management & Support (CMS)	Office of the VDJS until a CMS FCB is established	USD(DCMO)

Table 1. Tier 1 JCA POCs

d. JCA Core Team. The JCA Core Team is responsible for:

(1) Supporting the JCA Lead Agent's efforts to manage the JCA lexicon and taxonomy.

(2) Participating in the JCA Refinement Process by reviewing all JCA change requests to consider the systemic impact of the change request, and develop concur/nonconcur comments accordingly.

e. Services, Combatant Commands, Joint Staff Directorates and CSAs. Services, Combatant Commands Joint Staff Directorates and CSAs are responsible for:

(1) Designating JCA POCs.

(2) Supporting the JCA lexicon and taxonomy with subject matter expertise as necessary.

(3) Reviewing and coordinating on proposed JCA changes.

5. JCA Management.

a. Adherence to the following guidelines will help maximize the JCAs' utility as the DoD's capability language and framework.

(1) Use a functional framework (as opposed to operational, domain or others) for JCA development to minimize JCA redundancies and overlaps.

(2) JCAs, to the extent possible, should be mutually exclusive where capabilities are represented only once in the taxonomy. When overlap is unavoidable, business rules must be established to clearly delineate relationships and boundaries between the affected JCAs.

(3) JCAs should capture all DoD capabilities.

(4) Develop and manage JCAs according to the Capability Relationship Model in Figure 1 below. Task sets are executed by organizations/people/resources (the means) using processes/TTPs/CONOPS (the ways) resulting in capabilities used by commanders to create effects for the achievement of objectives (the ends).

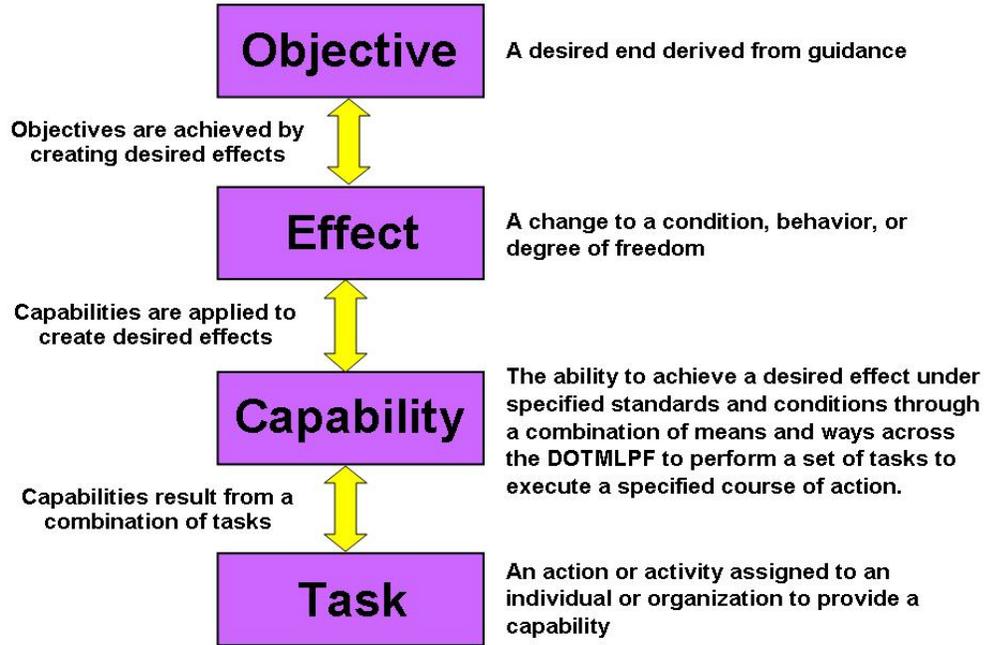


Figure 1. Capability Relationship Model

(5) Promote a stable JCA framework.

(6) Develop JCAs to a level of fidelity that supports capability analysis, strategy development, investment decision making, capability portfolio management, and capabilities-based force development and operational planning.

(7) Ensure the JCA framework remains a logical breakdown of functional capability areas into sub-components and does not constitute prioritization or importance.

b. JCA Lexicon. The JCA lexicon uses the following rule set:

(1) JCA titles and definitions must be concise, descriptive, and devoid of specific scenarios, program language, or solutions/systems.

(2) All JCAs must be supported with an authoritative definition.

(3) When possible and appropriate, use joint doctrinal and approved DoD terms and definitions and identify/explain any deviations.

(4) All definitions must begin with the words “The ability to.”

c. JCA Taxonomy. The JCA taxonomy uses the following rule set:

(1) All JCAs must be represented in the taxonomy.

(2) Tier 1 JCAs are supportive of other tier 1 JCAs, however this relationship is not illustrated in the taxonomy.

(3) Maintain a parent / child relationship nesting of all JCA tiers subordinate to the tier 1 level. The children of a parent JCA, when taken together, should constitute the entirety of the parent.

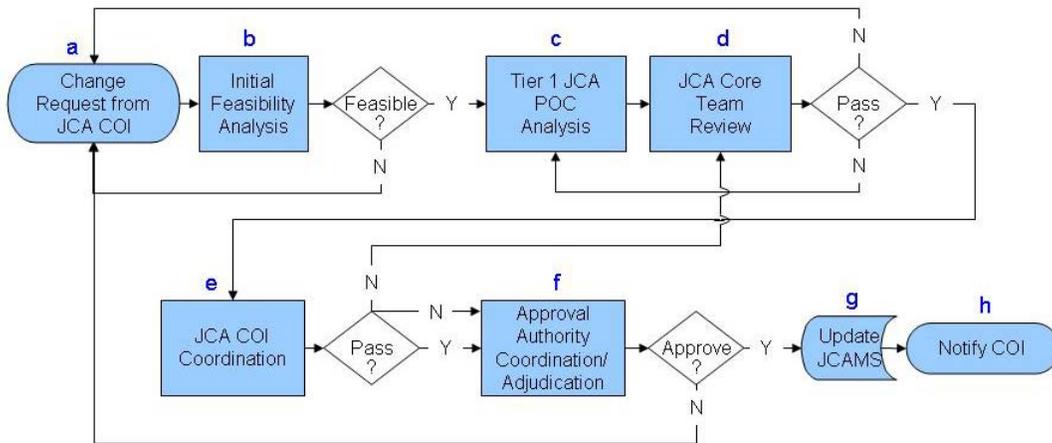


Figure 2. JCA Refinement Process

6. JCA refinement process. The JCA Lead Agent will conduct an annual JCA review to consider changes to the approved JCA framework and definitions. The review will take place during the first quarter of the fiscal year to precede and facilitate updates to key strategic guidance documents. Change requests submitted throughout the year to the JCA Lead Agent will be considered during the annual review to minimize disruption to the capabilities-based processes using the JCAs. The JCA refinement process facilitates taxonomy and lexicon maintenance/updates and provides for JCA COI participation. The steps depicted in Figure 2 correspond with the following descriptive paragraphs.

a. Change requests from the JCA COI must be sent to the JCA Lead Agency for action. All requests must be supported by sufficient justification, and adhere to the guidelines outlined in paragraph 5.

b. The JCA Lead Agent conducts initial feasibility analysis for all proposed changes to the JCA taxonomy or lexicon. The analysis includes

the determination of the change request's compliance with the JCA guidelines as well as its impact. If the JCA Lead Agent determines the change request is feasible it is forwarded to the responsible tier 1 JCA POC(s) for analysis. If the JCA Lead Agent determines the change request is not feasible it is returned to the requester with an explanation to facilitate possible modification and resubmission for consideration.

c. The responsible Tier 1 JCA POC(s) will analyze change requests deemed feasible by the JCA Lead Agency and develop recommended positions for each. The positions will be provided as input to the JCA Core Team review and may be Accept, Accept with Modifications or Reject. In all cases the positions must be justified, to include implementation recommendations as appropriate. Positions should be provided to the JCA Lead Agent for further action during JCA Core Team reviews.

d. The JCA Core Team reviews all JCA change requests received from the JCA Lead Agent, or presented at JCA Core Team meetings. Minor change requests can be coordinated via email, but more complex change requests will be presented to the JCA Core Team by the responsible Tier 1 JCA POC(s). The objective of the review is to consider Tier 1 JCA POC(s) recommendations, the systemic impact of the change request, and develop concur/nonconcur comments accordingly. The JCA Lead Agent will adjudicate as necessary and determine disposition of the change request. Change requests that pass JCA Core Team review are prepared for JCA COI coordination. Change requests that do not pass the JCA Core Team review are sent back to the requester with an explanation, or to the responsible Tier 1 JCA POC(s) for additional analysis.

e. The JCA Lead Agent will coordinate change requests with the JCA COI via formal staffing. Depending on the significance of the change request, the JCA Lead Agent will determine if preliminary coordination will precede final coordination. Per CJCSI 5711.01B, during final coordination, nonconcurring comments require approval of a flag officer in the coordinating organization, and nonconcurring comments should be accompanied by specific objections and supporting rationale. The JCA Lead Agent, with the aid of the responsible Tier 1 JCA POC(s), will attempt to resolve critical comments. If no agreement can be reached, the change request may be sent back to the JCA Core Team for re-consideration, or the issue may be elevated to the appropriate JCA approval authorities for adjudication.

f. The JCA Lead Agent will staff change request packages to the appropriate JCA approval authorities for final disposition. Approved change requests will result in JCA taxonomy and/or lexicon changes.

Disapproved change requests will result in the requester being notified of the Approval Authority's decision.

g. The JCA Lead Agent will update JCAMS with approved JCA taxonomy and lexicon changes.

h. The JCA Lead Agent will notify the JCA COI when JCA taxonomy and lexicon updates are posted.