



# CHAIRMAN OF THE JOINT CHIEFS OF STAFF INSTRUCTION

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J-7

DISTRIBUTION: A, B, C, S

CJCSI 5120.02

30 November 2004

CH 1 20 July 2005

## JOINT DOCTRINE DEVELOPMENT SYSTEM

### References:

- a. The Goldwater-Nichols Department of Defense Reorganization Act of 1986 (10 USC 153(a)(5)(A) PL 99-433).
- b. Department of Defense Directive 5100.1, *Functions of the Department of Defense and Its Major Components*.
- c. Joint Publication (JP) 0-2, *Unified Action Armed Forces (UNAAF)*.

1. Purpose. This instruction sets forth policy and provides detailed procedures to assist the Chairman of the Joint Chiefs of Staff in implementing the responsibility to "develop and establish doctrine for all aspects of the joint employment of the Armed Forces" as directed in the references.

2. Cancellation. JP 1-01 (5 Jul 00) with Change 1, *Joint Doctrine Development System*, 29 June 2001, is canceled.

3. Applicability. The policy and procedures herein apply to the Joint Staff, Services, combatant commands and any command involved in the development of joint publications.

4. Policy. This instruction establishes specific guidance for joint doctrine development through four major stages: initiation, development, approval and maintenance. It also provides the policy and guidance for preparing and formatting joint publications, as well as printing and distributing selected joint publications.

5. Definitions. See Glossary.

6. Responsibilities. The Director, Operational Plans and Joint Force

Development, Joint Staff (J-7), is responsible for managing the joint doctrine development process outlined in this instruction.

7. Summary of Changes. This summary highlights the changes made to the former JP 1-01 during its conversion to this Chairman of the Joint Chiefs of Staff instruction (CJCSI). Joint doctrine was redefined to include what was once titled joint tactics, techniques and procedures. Redundant guidance on joint doctrine development was removed and new guidance on the nature of joint doctrine and its relationship with concepts, lessons learned, training, strategy, education and joint operation planning was added to Enclosure A. US Joint Forces Command (USJFCOM) responsibilities were revised in Enclosure B. The function of the Joint Test Publication was redefined to become a vehicle for field-testing validated joint concepts. Detailed guidance on front-end analysis procedures, research for draft development, review comments criteria and assessment products were added to Enclosure C. New material on the Joint Doctrine Awareness Action Plan was added to Enclosure F. The Glossary includes changes to definitions for the following terms: joint doctrine; tactics, techniques and procedures; joint publication; and multi-Service publication. It removes the terms “multi-Service doctrine” and “joint tactics, techniques and procedures (JTTP)” from this document and JP 1-02, *Department of Defense Dictionary of Military and Associated Terms*.

8. Releasability. This instruction is approved for public release; distribution is unlimited. DOD components (to include the combatant commands), other Federal agencies and the public may obtain copies of this instruction through the Internet from the CJCS Directives Home Page--[http://www.dtic.mil/cjcs\\_directives](http://www.dtic.mil/cjcs_directives). Copies are also available through the Government Printing Office on the Joint Electronic Library CD-ROM.

9. Effective Date. This instruction is effective upon receipt.

For the Chairman of the Joint Chiefs of Staff:

A handwritten signature in black ink, appearing to read 'NASchwartz', with a stylized flourish at the end.

NORTON A. SCHWARTZ  
Lieutenant General, USAF  
Director, Joint Staff

Enclosure(s):

- A -- General
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  - Appendix A -- Sample Project Proposal Format
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ENCLOSURE A

GENERAL

1. Joint Doctrine in Perspective

a. Joint doctrine consists of fundamental principles that guide the employment of US military forces in coordinated action toward a common objective. Joint doctrine contained in joint publications also includes terms, tactics, techniques and procedures.

b. Joint doctrine represents what is taught, believed and advocated as what is right (i.e., what works best). Joint doctrine is written for those who:

(1) Provide strategic direction to joint forces (the Chairman of the Joint Chiefs of Staff (CJCS) and combatant commanders).

(2) Employ joint forces (combatant commanders, subordinate unified commanders or joint task force (JTF) commanders).

(3) Support or are supported by joint forces (combatant commands, subunified commands, JTFs, component commands, the Services and combat support agencies (CSAs)).

(4) Prepare forces for employment by combatant commander, subordinate unified commanders and JTF commanders.

(5) Train and educate those who will conduct joint operations.

c. The purpose of joint doctrine is to enhance the operational effectiveness of US forces. With the exception of Joint Publication (JP) 1, *Joint Warfare of the Armed Forces of the United States*, and JP 0-2, *Unified Action Armed Forces (UNAAF)*, joint doctrine will not establish policy. Joint policy will be reflected in CJCS instructions (CJCSIs) or CJCS manuals (CJCSMs). These instructions and manuals are not JPs, but contain CJCS policy and guidance that do not involve the employment of forces. Though neither policy nor strategy, joint doctrine serves to make US policy and strategy effective in the application of US military power.

d. Only those doctrine publications approved by the Chairman of the Joint Chiefs of Staff will be referred to as "joint publications." They are developed in coordination with the Services, combatant commands and the Joint Staff. Documents involving the operations of two or more Services that are approved by the relevant Chiefs of Service (or their

designated agent) will be referred to as “multi-Service” and will identify the participating Services (e.g., Army and Air Force doctrine; or Army, Navy and Air Force procedures). These documents are not JPs, but they must be consistent with approved JPs.

e. Joint doctrine is based on extant capabilities, i.e., current force structures and materiel. It incorporates time-tested principles such as the principles of war and facets of operational art for successful military action, as well as contemporary lessons that exploit US advantages against adversary vulnerabilities. Joint doctrine standardizes terminology, training, relationships, responsibilities and processes among all US forces to free joint force commanders (JFCs) and their staffs to focus efforts on solving the strategic, operational and tactical problems confronting them.

f. Joint doctrine is authoritative guidance and will be followed except when, in the judgment of the commander, exceptional circumstances dictate otherwise. That means doctrine does not replace or alter a commander’s authority and obligation to determine the proper course of action (COA) under the circumstances prevailing at the time of decision; such judgments are the responsibility of the commander, and doctrine cannot be a substitute for good judgment. Joint doctrine is not dogmatic—the focus is on how to think about operations, not what to think about operations. Its purpose is to aid thinking, not to replace it. It must be definitive enough to guide operations while versatile enough to accommodate a wide variety of situations. Joint doctrine should foster initiative, creativity and conditions that allow commanders the freedom to adapt to varying circumstances.

g. Joint doctrine applies to the combatant commanders, subordinate unified commanders, JTF commanders and subordinate component commanders of these commands. In developing joint doctrine, existing Service and multinational doctrine will be considered; however, joint doctrine takes precedence over individual Service doctrines, which must be consistent with joint doctrine. Joint doctrine should not include detail that is more appropriate in Service doctrine, standing operating procedures, plans and other publications. If conflicts arise between the contents of a JP and the contents of Service publications, the JP will take precedence for the activities of joint forces unless the Chairman of the Joint Chiefs of Staff, normally in coordination with the other members of the Joint Chiefs of Staff, has provided more current and specific guidance.

h. When the Armed Forces of the United States participate in multinational operations, US commanders should follow multinational doctrine and procedures that have been ratified by the United States.

For multinational doctrine and procedures not ratified by the United States, commanders should evaluate and follow the multinational command's doctrine and procedures where applicable and consistent with US law, policy and doctrine.

i. In addition to guidance discussed above, joint doctrine provides:

(1) The US national position for multinational doctrine consistent with existing security procedures.

(2) A basis for multinational or interagency coordination during joint operations.

(3) The foundation for building a joint culture and a basis for joint training.

(4) Instructional material for joint professional military education (JPME).

(5) A basis for the development of joint models and simulations.

(6) Information for US Government agencies concerning the employment of US joint forces.

## 2. Influence of Joint Doctrine

a. Doctrine-Concepts Relationship. There is a close and complementary relationship between concepts and doctrine. In general terms, a concept contains a notion or statement that expresses how something might be done. In military application, a joint concept describes how a JFC may plan, prepare, deploy, employ, sustain and redeploy a joint force within the range of military operations; guides the further development and integration of joint functional and Service concepts into a joint capability; and articulates the measurable detail needed for experimentation and decision making. From a ways, means and ends perspective, concepts and doctrine both describe how (the ways) a joint force uses given capabilities (means) in a generic set of circumstances to achieve a stated purpose (ends). There also is an important distinction between the two. Approved joint doctrine is authoritative, describes operations with extant capabilities and is subject to policy, treaty and legal constraints, while joint concepts—whether near-term or futuristic in nature—can explore new operational methods, organizational structures and systems employment without the same restrictions. Joint concepts provide the basis for joint experimentation; joint doctrine provides the basis for education, training and execution of current joint operations.

(1) Concepts may be conceived for a variety of reasons, such as to respond to inadequacies in current joint capabilities and to test new capabilities. Whatever the reason, concepts should embrace the overarching goal of improving joint force effectiveness. Concepts provide a venue for doctrine developers to explore solutions to problems and emerging missions for which no doctrine exists. They also may enable consideration of alternatives to methods described in approved doctrine, based either on lessons learned from recent operations or on emerging capabilities whose military application has not yet been exploited. Futuristic concepts typically focus on new ways and means with which the joint force can meet expected future operational challenges using advanced technologies and capabilities, many of which are not yet developed. This requires concept developers to project the nature of the operating environment 10 to 20 years in the future and describe advanced capabilities required to operate successfully in that environment. However, this process of forecasting the future and experimenting with concepts may uncover ideas that could improve how joint forces operate today and could have an immediate impact on established doctrine.

(2) Transformation efforts put a premium on exploring and “validating” concepts through joint experimentation. Validated, value-added concepts can impact favorably on doctrine, training and education. Although experimentation procedures typically are thorough and precise, a validated conclusion that a concept “works” is not sufficient alone to require doctrinal change. The concept must clearly demonstrate “value-added” to current joint doctrine. In other words, approved joint doctrine is the authoritative, generic baseline against which concepts and experimentation results will be compared to assess their transformational value. In addition, current combatant command operation plans provide situation-specific application of current doctrine, which can be useful in evaluating a concept. Concepts typically are not copied directly into joint doctrine, but their central themes and essential constructs may be incorporated in a number of ways.

(a) Most commonly, new ideas will be considered during the routine process of developing, assessing and revising existing JPs. Any authorized organization can recommend such changes during this process per procedures in this instruction. These proposals will be evaluated on merit during the normal joint doctrine development process.

(b) While most concept-based changes to JPs will be incremental in nature, a validated concept also might provide a substantially new and beneficial way of accomplishing a particular



function or task, thereby affecting a significant part of an existing JP or requiring a new JP. In such cases, the joint doctrine development community (JDDC) might use a joint test publication (JTP)—normally a stand-alone publication—and associated evaluation to “field-test” the concept. It is important to note the difference between the process of “field testing” a concepts-based JTP versus the experimental testing of an emergent concept. JTP field testing is limited to the use of extant forces and capabilities. Concepts that remain dependent upon simulated forces, capabilities or processes are not appropriate for field testing as JTPs. The JTP evaluation directive (ED) would establish the authority and applicability of the publication. (See Enclosure C, “Joint Doctrine Development Process,” for more details.

(c) Concepts can form the basis of recommended changes to doctrine that are submitted in accordance with (IAW) CJCSI 3010.02A, *Joint Vision Implementation Master Plan (JIMP)*, and CJCSI 3180.01, *Joint Requirements Oversight Council (JROC) Programmatic Processes for Joint Experimentation and Joint Resource Change Recommendations*. These documents provide the policy and process for translating the results of concept development and joint experimentation into joint warfighting capabilities in the areas of doctrine, organization, training, materiel, leadership and education, personnel and facilities (DOTMLPF). With JROC endorsement of DOTMLPF change recommendations and approval by the Chairman of the Joint Chiefs of Staff (or designated representative), conditions are met for the introduction of these doctrine recommendations into the JDDC. (See Enclosure C, “Joint Doctrine Development Process” for more details.)

b. Doctrine – Lessons Learned Relationship

(1) A major influence on doctrine is lessons and observations from operations and training. This review of actual operations provides a standard from which to judge what works and what does not. As a military institution, these lessons are learned from relevant history, exercises, recent operations and changes in the threat. This ensures JPs remain current and relevant.

(2) The JDDC will incorporate relevant lessons learned into doctrine. This information is gathered during unit training, joint exercises and operations.

c. Doctrine-Training Relationship

(1) Joint doctrine establishes the fundamentals of joint operations and provides the guidance on how best to employ national military power to achieve strategic ends. Since it is axiomatic that we “train as we

fight,” it follows that joint doctrine logically provides the foundation for joint training. To that end, CJCSI 3500.01B, *Joint Training Policy for the Armed Forces of the United States*, mandates that joint training will be accomplished IAW approved joint doctrine. Joint doctrinal publications describe common procedures and establish uniform operational methods from a common baseline, using common terminology. This baseline assists commanders and their staffs in developing standards for joint training and exercises.

(2) CJCSM 3500.04C, *Universal Joint Task List (UJTL)*, contains a list of the tasks that can be performed by Services, combatant commands and components, activities and CSAs responsive to the Chairman of the Joint Chiefs of Staff. While the UJTL identifies “what” is to be performed in terms common to these organizations, “how” those tasks are performed is found in joint doctrine. When combatant commanders develop their joint mission essential task list, their mission analysis is based in large part on joint doctrine. To that end, UJTL language and terminology should be consistent with existing joint doctrine language and terminology as reflected in JP 1-02, *Department of Defense Dictionary of Military and Associated Terms*.

(3) Approved joint doctrine is the basis for joint training, but when it is necessary to introduce experimentation events into joint training exercises, JFCs will use care to ensure that exercise participants understand that doctrinal deviations are solely for experimentation purposes, and may not indicate that changes to doctrine and procedures are required.

d. Doctrine-Strategy Relationship. The primary role of joint doctrine is to provide guidance for unified action in the employment of US military power. As such, joint doctrine is inexorably linked to the development of national military strategy. In general terms, joint doctrine establishes a link between the “ends” (what must be accomplished) and the “means” (capabilities) by providing the “ways” (how) for joint forces to accomplish military strategic and operational objectives in support of national strategic objectives. Joint doctrine also provides information to senior civilian leaders charged with the development of national security strategy as to the core competencies, capabilities and limitations of military forces. In addition, it provides other government agencies and nongovernmental organizations an opportunity to better understand the roles, capabilities and operating procedures used by the Armed Forces of the United States, thus facilitating interagency coordination.

e. Joint Doctrine-Operation Planning Relationship

(1) Use of approved joint doctrine during deliberate and crisis action planning facilitates both planning for and the execution of operations. Joint doctrine provides a basis for analysis of the mission, its objectives and tasks, and developing the commander's intent and associated planning guidance. The development of the COA using decision-making processes is also based on joint doctrinal principles. The Joint Operation Planning and Execution System (JOPES) provides a detailed and orderly way of translating task assignments into an operation plan, a functional plan or an operation order in crisis action planning. However, the COA development phase in JOPES involves both art and science and has its foundation in joint doctrine. Joint doctrine does not provide "cookie-cutter" solutions, but rather fundamental guidance on how operations are best conducted to accomplish the mission.

(2) Joint operation plans are developed in conformance with the criteria of adequacy, feasibility, acceptability and compliance with joint doctrine. IAW JOPES, combatant commanders submit strategic concepts to the Chairman of the Joint Chiefs of Staff for review; this is a narrative statement of how the combatant commander expects to conduct operations to accomplish the mission. IAW CJCSM 3141.01A, *Procedures for the Review of Operation Plans*, the Joint Staff Director, Operational Plans and Joint Force Development (J-7), is responsible for reviewing the combatant commander's strategic concept for compliance with approved joint doctrine.

f. Joint Doctrine-Military Education Relationship

(1) Joint doctrine provides the foundation for JPME at all five military educational levels. CJCSI 1800.01A, *Officer Professional Military Education Policy*, which is based on the Goldwater-Nichols Act of 1986, outlines the five military educational levels, and provides specific JPME requirements for each. Each JPME level has standards, career appropriate learning areas and objectives that may be taught within the context of the Service roles and functions. Although the standards are primarily described in qualitative terms, the JPME requirements are designed to prepare officers to operate in a joint environment and to bring a joint perspective to their planning and decision-making processes. JPME supports the sequential and progressive nature of Service career paths while systematically increasing the exposure to joint doctrine at every educational level.

(2) The Services are assigned responsibility to provide an introduction to joint doctrine at the pre-commissioning and the primary levels. The Chairman of the Joint Chiefs of Staff certifies or accredits JPME programs at the intermediate and the senior levels, whether at a

Service- or a CJCS-sponsored school. All curricula are doctrine-based. National Defense University ensures that the CAPSTONE program is thoroughly and inherently joint and that participants understand joint doctrine and joint operational art.

(3) The Officer Professional Military Education Policy provides the mechanism for periodic review and revision of all five JPME levels to ensure that the standards and learning areas maintain linkage to joint doctrine. In addition, at the intermediate and the senior levels, the Chairman of the Joint Chiefs of Staff tasks Commander, US Joint Forces Command (CDRUSJFCOM) to provide a representative to assist in reviewing joint doctrine references in curricula during Process for Accreditation of Joint Education visits. The JPME process promotes a career-long, doctrinally-based educational framework for all officers.

ENCLOSURE B

RESPONSIBILITIES

1. The Joint Doctrine Development Community (JDDC). The JDDC consists of the Chairman of the Joint Chiefs of Staff, the Services, the combatant commands, the Joint Staff, Combat Support Agencies (CSAs), and the doctrine development agencies of the Services and the joint community. Voting members are those having a vote in the resolution of issues. Nonvoting members have the right to present comments and positions (See Figure B-1). The responsibilities of the various members are outlined below.

2. The Chairman of the Joint Chiefs of Staff. Per title 10, United States Code (USC), section 153(a)(5), the Chairman of the Joint Chiefs of Staff has overall responsibility for developing “doctrine for the joint employment of the Armed Forces.” The Chairman will, in coordination with the other members of the Joint Chiefs of Staff and the combatant commanders, approve all JPs and any modifications to development procedures.

3. The Director, J-7, Joint Staff. The Director, J-7, Joint Staff (hereafter referred to as the Joint Staff/J-7), is responsible to the Chairman of the Joint Chiefs of Staff for the content of joint publications and for managing the joint doctrine development process as described in “Joint Doctrine Development Process” (Enclosure C). The Joint Staff/J-7 is responsible for the following.

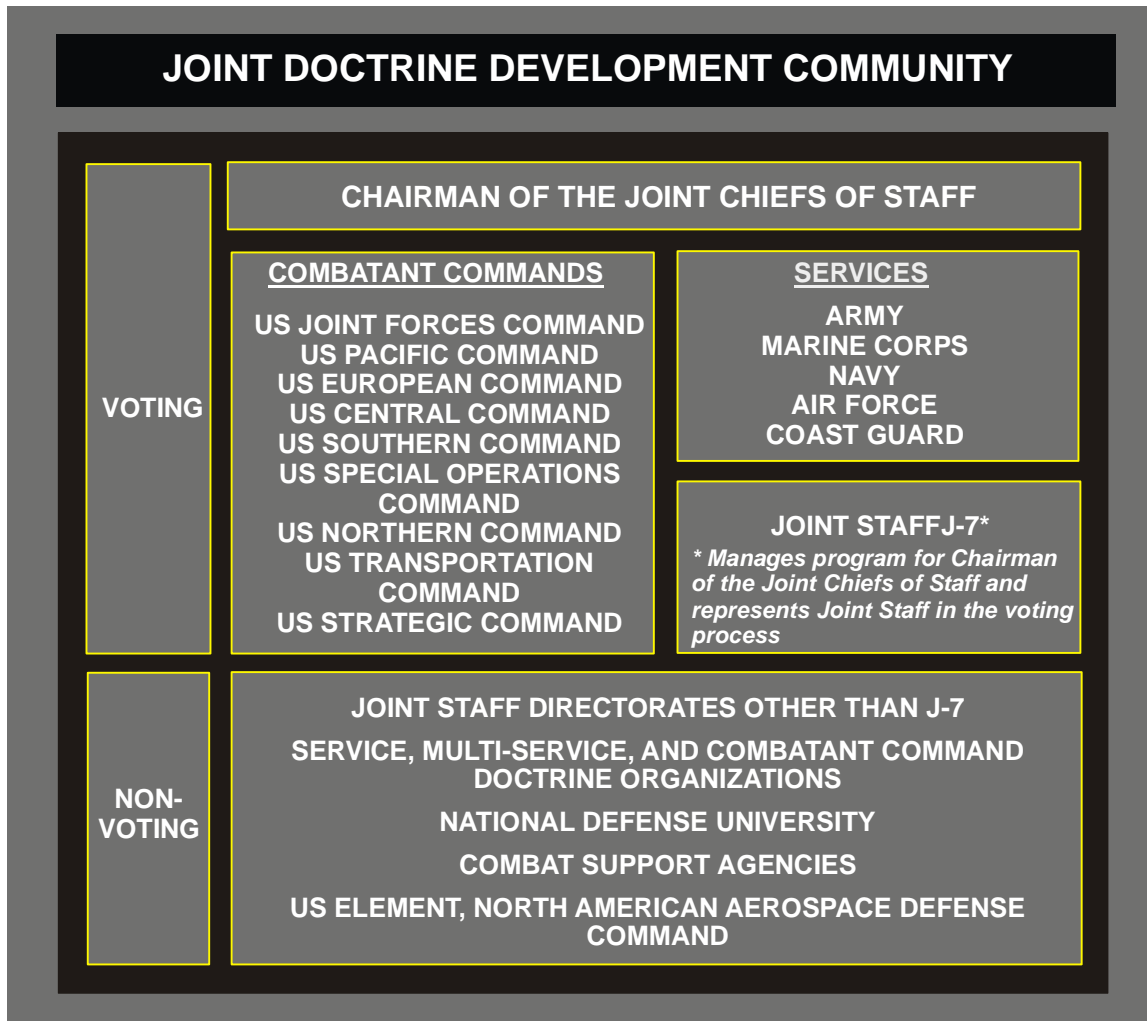
a. Advise the Chairman of the Joint Chiefs of Staff on all policy and guidance concerning the joint doctrine development process.

b. Establish a process for and ensure the orderly processing and complete coordination of all joint doctrine projects. This includes establishing and adjusting milestones for new projects, publication changes, and revisions.

c. Chair, as required, a joint doctrine meeting of flag officers to discuss doctrine issues.

d. Assign publication numbers.

e. Ensure validation of each project proposal IAW the procedures outlined herein.



**Figure B-1. Joint Doctrine Development Community**

f. Assign a Joint Staff doctrine sponsor (JSDS) and a lead agent (LA) based upon recommendations of the Joint Doctrine Working Party (JDWP) and available subject matter expertise for each joint doctrine project.

g. Provide required training and/or instruction to newly identified JSDS and LA points of contact. Among subjects taught will be the duties of the JSDS, which include functioning as coordinating review authority (CRA) for the Joint Staff directorates and use of the standard matrix format (Example provided in Figure C-E-1 and Figure C-E-2 in Appendix E).

h. Coordinate and approve program directives (PDs) for each joint doctrine project IAW the guidance herein and in CJCSI 5711.01B, "Policy on Action Processing."

i. Monitor the progress of each joint doctrine project and provide assistance to the LA and the JSDS, as required, to ensure complete coordination and timely completion.

j. Task Joint Staff directorates to provide a quarterly update to the Director, Joint Staff, for those publications they sponsor.

k. Format draft and final coordination (FC) versions of JPs and post on the CJCS Joint Electronic Library (JEL) ([www.dtic.mil/doctrine](http://www.dtic.mil/doctrine)) to facilitate staffing.

l. Receive the second draft from the LA, convert it into the appropriate format, and return it to the LA for staffing. In coordination with the JSDS, format the revised second draft for FC and the revised FC for approval.

m. Carry out JSDS responsibilities, when assigned, as described in paragraph 12 of this enclosure. If not assigned as JSDS, forward the publication to the appropriate directorate and monitor the progress of the JSDS toward project approval IAW CJCSI 5711.01B, "Policy on Action Processing."

n. Coordinate and approve evaluation directives for test publications IAW procedures contained in paragraph 9 of Enclosure C.

o. Make all administrative preparations, in coordination with USJFCOM, for printing and distributing approved capstone and keystone JPs. The term "printing and distributing" refers to the paper printing and distribution process. Only above-the-line and other selected publications are printed. Most JPs are not printed, but are published and distributed electronically and made available on the JEL compact disc read-only memory (CD-ROM) or CJCS JEL. The developmental program Joint Doctrine, Education, and Training Electronic Information System (JDEIS) is available for use and eventually will replace the JEL.

(1) Print and distribute all capstone and keystone unclassified JPs, and others as required, for the Joint Staff, joint agencies, and other DOD agencies.

(2) Coordinate with USJFCOM and the printer for the initial distribution of each JP approved for printing.

p. At least semiannually, in coordination with USJFCOM, sponsor and chair a JDWP to bring together representatives from the JDDC to address doctrinal issues.

q. Be responsible for the maintenance, operation, and accessibility of the CJCS JEL, and for managing the continued development, operation, and

deployment of the JDEIS. House, update, and maintain the JEL and JDEIS and assist in expanding them to their full potential to support information flow and research for the joint doctrine development process.

(1) Provide access to the CJCS JEL and other reference sources through the Internet, Global Command and Control System, and the SECRET Internet Protocol Router Network (SIPRNET).

(2) Solicit additional pertinent publications and facilitate their inclusion in the CJCS JEL.

(3) Manage the continued development and operation of the JDEIS.

r. Periodically review joint doctrine to provide recommendations for possible consolidation or deletion of approved or emerging joint doctrine.

s. Conduct reviews of all joint and multinational joint doctrine publications and projects for horizontal and vertical consistency and correctness with approved joint doctrine. Represent the United States in multinational fora for Allied Joint Doctrine.

t. Enhance awareness of joint doctrine through a program designed to educate the military community and emphasize joint doctrine features using various forms of media.

u. Oversee the maintenance of approved JPs to ensure they serve their intended purpose and provide a basis for subsequent changes and revisions.

v. Per CJCSI 3180.01, "Joint Requirements Oversight Council (JROC) Programmatic Processes for Joint Experimentation and Joint Resource Change Recommendations," review DOTMLPF change recommendation packages submitted to the Joint Staff that contain joint concepts and doctrine-related recommendations for their potential impact on current and emerging joint doctrine.

w. Track the workload requirements of the joint doctrine development system and schedule development to avoid large spikes in workload.

4. Combatant Commands, Joint Staff Directorates, and Service Headquarters. Combatant commands, Joint Staff directorates, and Service headquarters (including the US Coast Guard) are responsible for the following.

a. Provide sufficient staff and resources to perform the doctrinal responsibilities in paragraphs 5 through 15 below.



- b. Act as LA for specific joint doctrine projects as assigned by the Joint Staff/J-7 IAW this instruction.
- c. Assist in developing all joint doctrine projects as prescribed by this instruction.
- d. Participate in conferences, the JDWP, and joint working groups (JWGs) to address joint doctrine issues.
- e. Support the assessment of approved JPs, taking advantage of exercises, real-world operations, and where appropriate, experiments to gather inputs.
- f. Appoint a single point of contact for all joint doctrine matters.
- g. Joint staff directorates will be involved in doctrine development from the issuance of approved JP PDs and will seek early identification of contentious issues for presentation and early decision via the Tank process if required.
- h. Except for Joint Staff directorates, appoint a CRA for each joint doctrine project. (This may be a subordinate activity outside the immediate Service or combatant command headquarters, but must be within the chain of command.) The CRA is normally the single point of contact for all joint doctrine matters. For Joint Staff directorates, the CRA function is normally performed by the assigned JSDS.
- i. Except for Joint Staff directorates, send planner-level representatives in a position of authority and grade (normally O-6 level or civilian equivalent) to the JDWPs prepared to vote their command or Service positions.
- j. Review, analyze, and evaluate draft JPs for accuracy and relevancy. Ensure that Service capabilities, roles, and where appropriate, tactics are properly represented. Comment on the horizontal and vertical consistency with other approved and emerging joint doctrine.
- k. Services will review all Service and multi-Service publications for horizontal and vertical consistency with joint doctrine.
- l. Ensure that validated results of experiments conducted by the respective Services and commands are nominated for incorporation as appropriate in emerging draft JPs, JP assessments, or JP revisions.
- m. Staff draft JPs to subunified commands and component commands as appropriate. Consolidate comments and provide a coordinated command position.

- n. Serve, when assigned, as evaluation agent (EA) of JTPs if required.
  - o. Commander, US Special Operations Command, is tasked under 10 USC 167 to develop special operations doctrine.
5. Commander, US Joint Forces Command. CDRUSJFCOM is responsible for the following.
- a. Assist the Chairman of the Joint Chiefs of Staff, the combatant commanders, and the Chiefs of the Services in their preparation for joint and multinational operations through the conceptualization, analysis, development, dissemination, assessment, evaluation, and revision of current joint, and where appropriate, multinational doctrine.
  - b. Assist the Joint Staff/J-7 in managing the joint doctrine development process.
    - (1) Develop and submit recommendations for improving existing joint doctrine or initiating new joint doctrine projects.
    - (2) Submit recommendations for improving the joint doctrine development process.
    - (3) Conduct a front-end analysis (FEA) of all joint doctrine project proposals accepted by the Joint Staff J-7 and provide an appropriate recommendation for disposition to the JDWP.
    - (4) Participate in the drafting of PDs for each joint doctrine project by co-hosting, with the LA, a PD JWG if required.
    - (5) If requested by the LA and accepted by USJFCOM, develop the revision first draft (RFD), provide a read-ahead package that includes an assessment summary; a consolidated matrix of critical and major assessment comments with recommended adjudications; a draft revision PD; and a draft PD JWG announcement as outlined in subparagraph 6.a.(6)(a) of Enclosure C. The read-ahead package will be forwarded to the Joint Staff/J-7 to disseminate to the JDDC 1 month before the JWG. If the LA is writing the RFD, USJFCOM will provide the LA via Joint Staff/J-7 with a formal assessment report consisting of the assessment summary, a consolidated matrix of all assessment comments indicating recommended adjudications and change recommendations where appropriate, and a proposed PD for the revision of the publication, if applicable.
    - (6) Raise awareness of doctrinal information throughout the joint and multinational communities through the publication and distribution of newsletters, pamphlets, handbooks, or periodicals, as appropriate.

(7) Review emerging multinational doctrine publications to ensure horizontal and vertical consistency with approved and emerging JPs.

(8) Review and comment on all draft and proposed JPs for compliance with joint doctrine policy contained in this instruction and for horizontal and vertical consistency with other emerging and approved joint doctrine.

c. Provide quality assurance and assistance in the printing and distribution of capstone and keystone JPs, and others as required.

(1) Request distribution information from the Services, combatant commands, and all JPME schools (e.g., National Defense University, war colleges, etc.).

(2) Create and maintain the distribution database for all approved JPs, whether printed or included on the JEL CD-ROM.

(3) Forward applicable JP distribution mailing package to the Joint Staff/J-7 for subsequent Joint Staff printer coordination.

(4) Assess the JP and JEL CD-ROM distribution system.

d. Develop procedures for and conduct JP assessments.

e. As required, conduct liaison on doctrinal matters with the combatant commands, Service doctrine organizations, other government agencies, and multinational organizations, as appropriate.

f. Host the JDWPs as requested by the Joint Staff/J-7.

g. Post additional pertinent publications and white papers on the CJCS JEL.

h. Serve, when assigned, as EA if the optional JTP phase is included in the development process.

i. Conduct research and studies on designated doctrinal issues.

j. Develop joint concepts for employment of emerging technology and capabilities, which may become the basis for joint doctrine.

k. Analyze approved joint concepts and experimentation results to determine their potential impact on approved and emerging joint doctrine. Prepare analysis reports for the Joint Staff/J-7 that describe the nature of potential doctrine changes, identify the JPs that could be affected and

recommend changes to the JP and assessment schedule that might be required to accommodate validated concepts and procedures.

1. Conduct other actions as prescribed herein.

6. Combatant Command and Service Doctrine Organizations. Combatant command and Service doctrine organizations are responsible for the following.

a. Act as point of contact for specific joint doctrine development process actions as delineated by their higher headquarters.

b. Serve as primary review authority (PRA) when designated by the LA for appropriate projects.

c. Serve as CRA for all joint doctrine projects.

d. Assist in developing joint doctrine projects as prescribed herein.

e. Attend all applicable PD and draft publication development working groups.

f. Participate in conferences addressing joint doctrine issues.

g. Send an O-6 or civilian equivalent representative to the semiannual JDWPs.

h. Ensure that validated results of experiments conducted by their respective Services and commands are nominated for incorporation in emerging draft JPs, JP assessments, or JP revisions.

i. Support the Service's review, analysis, and evaluation of JPs in draft or under revision for accuracy and relevancy. Ensure that Service capabilities, roles, and where appropriate tactics, are properly represented. Comment on the horizontal and vertical consistency with other approved and emerging joint doctrine.

7. Combat Support Agencies. CSAs are responsible for the following.

a. Identify a point of contact for joint doctrine development process actions as delineated in this instruction.

b. Assist in developing joint doctrine projects as prescribed herein.

c. Attend applicable PD and draft publication development working groups.

d. Participate in conferences to address joint doctrine issues.

- e. Send a representative to the semiannual JDWPs.
  - f. Serve as a technical review authority (TRA) as required.
8. Lead Agent. Each joint doctrine project will be assigned to an LA.
- a. In general, the LA is responsible to develop, coordinate, and maintain an assigned joint publication throughout its life cycle, or until properly relieved. Specific procedures are contained in Enclosure C.
  - b. A Joint Staff directorate will be assigned as LA for each capstone and keystone publication.
  - c. A Service, combatant command, or Joint Staff directorate will be assigned as LA for all other joint doctrine projects.
  - d. The assignment of the LA is based on available expertise in the subject matter of the joint doctrine project. A recommendation for LA normally is determined by a vote from the JDWP once the project is approved. LA designation is formally assigned by the Joint Staff/J-7 in the PD.
  - e. During publication revision, LA responsibility may be reassigned by Joint Staff/J-7 based on JDWP recommendation.
9. Primary Review Authority. The LA will assign a PRA for each joint doctrine project. The PRA must be in the chain of command of the LA to facilitate authoritative guidance.
- a. The LA and the PRA may, in some cases, be the same.
  - b. In general, the PRA is the primary researcher and drafter of a JP project throughout the development phase. The PRA performs the actions and coordination necessary to develop and maintain the assigned publication under the cognizance of the LA IAW the procedures in Enclosure C.
10. Coordinating Review Authority. Each Service headquarters and combatant command assigns a CRA for each joint doctrine project.
- a. The CRA for each project is normally the Services' and combatant commands' single point of contact for all joint doctrine matters to help ensure continuity.
  - b. Each CRA will coordinate with and assist LAs and PRAs in development of all joint doctrine projects.

c. CRA comments provided to designated LAs and PRAs represent the position of their respective Service or combatant command.

d. Service and combatant command CRAs will ensure that publication distribution requirements for their respective commands for evolving and approved publications are provided to USJFCOM for entry into the distribution database.

11. Technical Review Authority. A TRA is an organization that may be tasked to provide specialized technical or administrative expertise to the PRA and LA.

a. TRA support from outside the LA chain of command will be approved by the Joint Staff/J-7.

b. More than one TRA may be assigned, as appropriate.

c. TRAs normally will be designated in the PD, but may be assigned by the Joint Staff/J-7, based on the request of a CRA during the development process.

12. Joint Staff Doctrine Sponsor. Each joint doctrine project will be assigned a Joint Staff directorate as the JSDS via the PD. The JSDS will assist the LA or PRA in all stages of joint doctrine projects IAW the procedures herein.

a. The JSDS will appoint a single action officer for each JP it sponsors and notify the LA, Joint Staff/J-7, and the remainder of the JDDC of any changes to this assignment. The JSDS AO will assist the LA or PRA in development of assigned joint doctrine projects IAW the procedures herein and actively participate in the activities associated with the development and approval stages of all joint doctrine publications under their purview.

b. The JSDS will consolidate and provide review comments from the Joint Staff directorates on all PD and publication drafts using the standard matrix format in general comment, comment and/or line-out/line-in formats with supporting rationale (See Figure C-E-1 in Appendix E). JSDS will monitor publication development for contentious issues.

c. As part of the development and staffing procedures outlined herein, the Joint Staff/J-7 will receive the project from the LA after the LA coordinates the second draft. Joint Staff/J-7 will forward the action to the JSDS for the processing of the FC draft for final approval IAW the procedures herein and in CJCSI 5711.01B, "Policy on Action Processing."

d. The JSDS normally will carry out CRA functions for the Joint Staff by coordinating the draft document within the Joint Staff IAW current Joint Staff administrative procedures. The JSDS will also provide the Joint Staff

comments and recommendations to the LA and PRA using the standard matrix format specified above.

e. The JSDS is responsible for determining Joint Staff distribution requirements for assigned evolving and approved JPs.

f. Joint Staff directors will update the Director, Joint Staff, of the status of JPs under their authority upon quarterly tasking from the Joint Staff/J-7.

13. Evaluation Agent. An EA is an organization responsible for planning, coordinating, and conducting the evaluation of a JTP.

a. The EA is assigned by the Joint Staff/J-7 and normally will be USJFCOM.

b. The EA identifies evaluation criteria and the medium to be used, develops a proposed evaluation directive and coordinates related evaluation requirements with the involved commands.

c. The EA provides the required evaluation report to the Joint Staff/J-7.

14. Assessment Agent. The assessment agent (AA) is the organization responsible for conducting an assessment of an approved JP. The AA is assigned by the Joint Staff/J-7, and normally is USJFCOM. All JPs are assessed in preparation for a revision.

15. Joint Doctrine Working Party. Selected members of the JDDC will meet at least semiannually to address and vote on project proposals; discuss key joint doctrinal and operational issues; discuss potential changes to the joint doctrine development process; keep up to date on the status of the JP projects and emerging publications; and keep abreast of other initiatives of interest to the JDWP members. The JDWP provides recommendations that are approved by the Joint Staff/J-7, in the name of the Chairman of the Joint Chiefs of Staff. Recommendations are reached by a majority vote of the attending permanent voting members of the JDWP. The Joint Staff and the CSAs are represented by the J-7. In the case of a tie vote, the J-7 representative will make a recommendation to the Joint Staff/J-7 for resolution.

a. The permanent voting members of the JDWP are the Service headquarters, combatant commands, and J-7 (for the Joint Staff and CSAs). The permanent voting members (normally O-6 level or civilian equivalent) should be authorized and prepared to vote their command or Service position at the JDWP. In addition, the permanent-voting members should be well versed in the joint doctrine development process. While every effort is made to disseminate issues before the JDWP, previously announced issues may change and new issues may surface that require adjudication by the permanent voting

members. The permanent-voting members should be authorized to vote based upon discussions and material presented at the JDWP.

b. The other permanent (nonvoting) members of the JDWP are all other Joint Staff directorates; Service, multi-Service and combatant command doctrine organizations; the National Defense University; CSAs; and the United States Element, North American Aerospace Defense Command.

c. Other interested command or component representatives and supporting agencies may attend the semiannual JDWPs. Special session (out-of-cycle) JDWP attendance will be handled on a case-by-case basis.

d. Minutes for the JDWP will be approved and distributed via the Joint Staff/J-7 joint doctrine distribution (JDD) list and posted on the CJCS JEL within 2 weeks of the completion of the JDWP.



## ENCLOSURE C

### JOINT DOCTRINE DEVELOPMENT PROCESS

#### 1. General

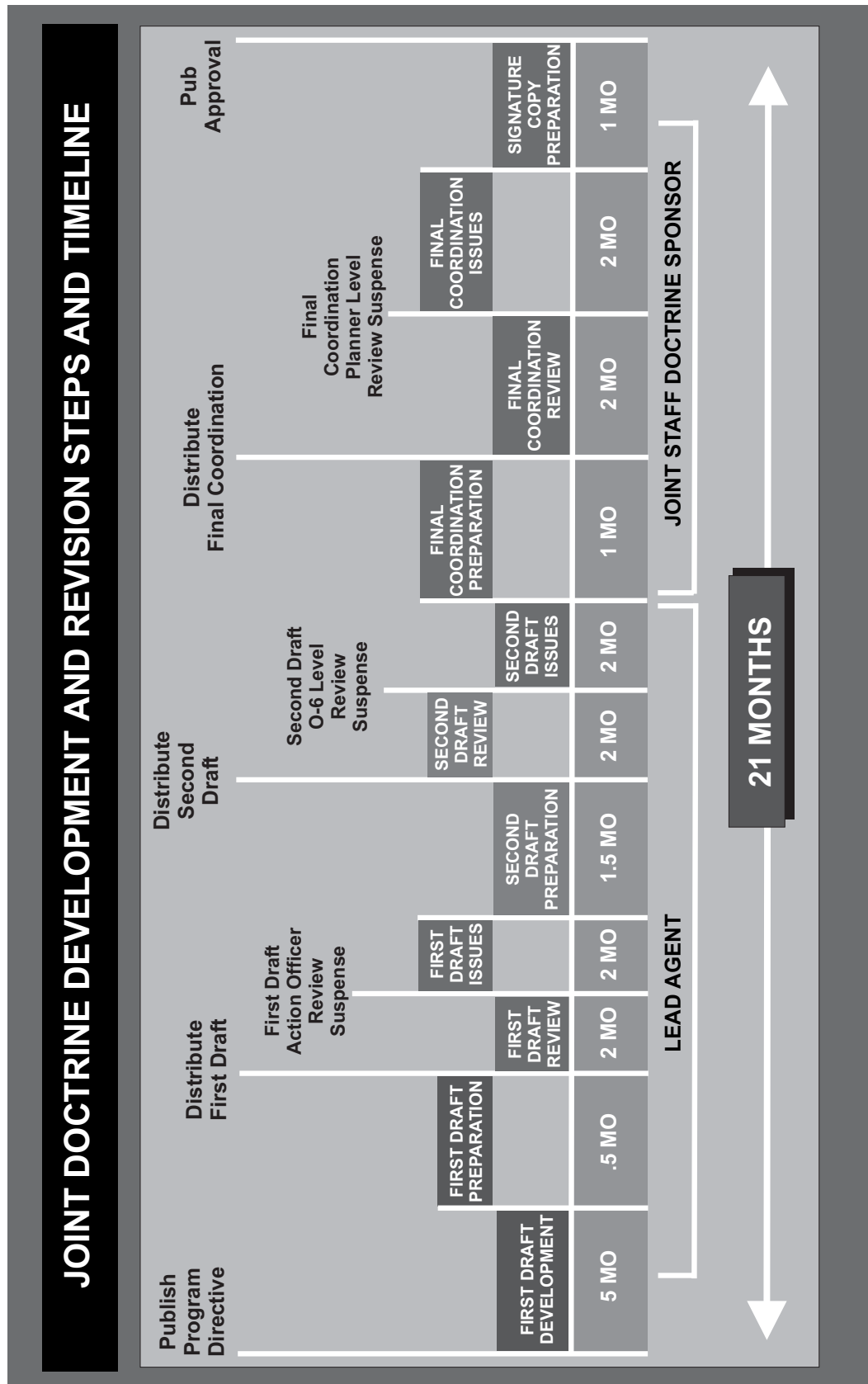
a. This enclosure describes the four stages — initiation, development, approval and maintenance — of the joint doctrine development process. The steps and timelines for the development (or revision) of a JP are illustrated in Figure C-1. Changes in timelines may be granted by the Joint Staff/J-7 to allow for adequate development and staffing.

b. Providing warfighters with effective and accurate doctrine is essential to the successful employment of US joint forces. Doctrine must also be timely —when joint doctrine development milestones are not met, leadership action will be taken to resolve the issues causing the delays. See subparagraph 7.b., “Milestones” of this enclosure, which further explains these actions.

2. Development Philosophy. “Though neither policy nor strategy, joint doctrine serves to make US policy and strategy effective in the application of US military power” (JP 1, *Joint Warfare of the Armed Forces of the United States*). Remembering this important tenet assists greatly in maintaining focus throughout the joint doctrine development process. Joint doctrine continues to evolve as the Armed Forces of the United States strive to meet national security challenges. As these challenges arise, doctrinal voids may be identified that will initiate the development process. As joint doctrine is developed to address these voids, LAs and JSDSs must keep in mind that all JPs directly support the premise of “joint force employment” and must be consistent with other doctrinal publications within the organizational structure of the joint doctrine hierarchy.

3. Initiation Stage. The initiation stage consists of three phases: proposal, FEA and validation.

a. Proposal Phase. Although joint doctrine projects can be proposed by anyone, they must be formally sponsored by a Service Chief, a combatant commander or a director of a Joint Staff directorate.



**Figure C-1. Joint Doctrine Development and Revision Steps and Timeline**

(1) Proposals may be submitted at any time by memorandum to the Joint Staff/J-7. The memo should be in the format shown in "Sample Project Proposal Format" (Appendix A). Adherence to this format and early coordination with USJFCOM will facilitate staffing and review of the proposal. Four months prior to each semiannual JDWP, Joint Staff/J-7 will transmit a message to the JDDC soliciting project proposals for consideration at the next JDWP. Developing and presenting a clear and complete proposal is essential to the initiation stage and will help set the conditions for successful and expedient project development. A sound justification and an explicit scope are key proposal elements. Proposals will include a draft of the PD as depicted in "Sample Program Directive Format" (Appendix B), a detailed concept paper and an endorsement from the first flag officer in the chain of command forwarding the proposal. The detailed concept paper provides the basis for completing the FEA.

(2) In addition, multi-Service sponsored proposals are intended to transition selected multi-Service publication projects into joint publications. This optional process is open to the Services following the first worldwide review of a multi-Service publication, which provides doctrinal guidance that clearly applies to all components of a joint force. Multi-Service sponsored proposals will consist of a concept paper, a program directive based on the publication's program statement and the post world-wide review draft of the multi-Service publication. The concept paper and program directive will address lead agency and joint staff doctrine sponsorship assignment.

b. Front-End Analysis Phase. For each project proposal approved by the Joint Staff/J-7, USJFCOM will conduct a FEA to determine how best to implement the proposal, if accepted.

(1) USJFCOM will examine all relevant sources including international agreements; lessons learned files; extant and emerging joint, multinational, multi-Service and Service doctrine and procedures; exercise issues and observations; related joint concepts; experimentation results; and DOTMLPF change recommendation packages. They will also conduct interviews, meetings and working groups, and research other sources as appropriate. This research should identify specific relevant sections of the publications and other sources that are critical to an accurate analysis of the proposal and to the initial development of the PD.

(2) To determine if a proposal is acceptable, the analyst must (at a minimum) ascertain whether the subject meets the definition of joint doctrine; determine if a doctrinal void actually exists (i.e., if there is an existing requirement); and if the proposed doctrine is based on extant capabilities. While these criteria are not all inclusive, they provide an

example of the rigor to which joint doctrine proposals are subjected. Based on this analysis, USJFCOM will recommend one of the following options to the doctrine community at the validation phase.

- (a) There is no need for the publication.
- (b) There is a need to change or revise (an) existing or evolving publication(s).
- (c) There is a need for a new publication.
- (d) The proposal addresses an interoperability shortfall and should be nominated for possible multi-Service or other publication.
- (e) The proposal addresses a shortfall in multinational doctrine and should be addressed to the appropriate multinational forum.

(3) USJFCOM may also recommend an LA in their FEA. The LA will be formally assigned in the PD.

c. Validation Phase

(1) JDWP. The semiannual JDWP is the preferred method for introducing project proposals. The proposal and USJFCOM FEA recommendation will be included in the JDWP read-ahead package, which is posted on the JEL approximately 45 days before the working party meets. All project proposals and corresponding FEA recommendations are discussed at the JDWP. JDWP voting members make a final recommendation to the Joint Staff/J-7 for decision. This recommendation is included in the minutes of the JDWP and coordinated with all voting members of the JDWP. Joint Staff/J-7 will notify the submitting command of the disposition of the project proposal.

(2) Out-of-Cycle Proposal. There may be an urgent requirement to validate a project proposal prior to a JDWP. In this case, the Joint Staff/J-7 will:

- (a) Approve the proposal packet and provide it to USJFCOM for an immediate FEA.
- (b) Distribute the original proposal and USJFCOM FEA recommendations to the Service headquarters and the combatant commands for immediate review and vote.
- (c) Based on the voting members' input, approve or disapprove the new proposal.

(d) Notify all concerned of the disposition of the project proposal.

(3) The Joint Staff/J-7 decision will result in one of the following.

(a) No action required (i.e., no need for the proposed publication).

(b) Change or revise an existing or evolving publication.

(c) Develop a new publication.

(d) There is a need for a publication, however, an alternate publication such as a multi-Service or other publication would be more appropriate.

(4) JDWP voting members may also recommend an LA.

4. Development Stage. The development stage consists of two phases: PD development and draft development. The steps and timelines for the draft development phase are depicted in Figure C-1. Multi-Service originated projects endorsed by the JDWP and approved by the Joint Staff/J-7 normally do not undergo the development phase of joint publication development since the first worldwide review may satisfy the development phase requirements.

a. Program Directive Development Phase

(1) After the proposal is approved as a new publication project, by either the JDWP minutes or a Joint Staff/J-7 message, the LA has 30 days to announce to the JDDC the intent to convene a PD JWG or provide a preliminary coordination (PC) draft PD to the Joint Staff/J-7 for staffing. The draft PD will include the project scope, a detailed chapter outline, the target audience, milestones, references, and points of contact. (See "Sample Program Directive Format," Appendix B, this enclosure, for an example of a PD.)

(a) If the LA decides to host a PD JWG, this will substitute for the PC draft. The Joint Staff/J-7 will announce the PD JWG to the JDDC and, in coordination with USJFCOM, assist the LA during the PD JWG. Attendees should include the LA, USJFCOM, and the Service doctrine organizations. Other attendees may be the JSDS and PRA (if identified). At their discretion, representatives from the Service headquarters, combatant commands, Joint Staff directorates, and other interested parties may

attend. The PD JWG will develop the FC draft and submit it to the Joint Staff/J-7 for FC staffing. Joint Staff/J-7 will normally release the draft PD for coordination within 15 days of receipt.

(b) If the LA chooses not to convene a PD JWG, Joint Staff/J-7 will normally release the submitted draft PD for PC staffing within 15 days.

(2) The Joint Staff J-7 will staff draft PDs with the JDDC IAW CJCSI 5711.01B, "Policy on Action Processing." A PC version will provide 30 days for staffing and 30 days for resolving issues; an FC version will provide 30 days for staffing.

(3) Upon resolution of any contentious issues, the Joint Staff/J-7 will approve the PD and transmit to the LA for action and the rest of the JDDC for information within 30 days of FC suspense. The approved PD will be posted on the CJCS JEL.

(4) If the need for additions or modifications to the project scope is discovered during JP development, these changes will first be coordinated with the Joint Staff/J-7. Significant modifications will be staffed IAW CJCSI 5711.01B, "Policy on Action Processing," with the JDDC. Minor changes will be incorporated with the Joint Staff/J-7 approval in the next draft release.

(5) PDs developed for the revision of JPs will be accomplished IAW paragraph 6 of this enclosure.

b. Draft Development Phase

(1) Research

(a) Developing doctrine is a resource-intensive and involved process that requires detailed planning and near-continuous coordination. The actual writing of doctrine is performed in the development phase. This entails the development of the key doctrinal ideas, their proof in concept, capturing these ideas (and their rationale), and detailing those ideas into text. Before any writing can begin, the PRA should develop a plan that establishes milestones for various stages of the draft and factors in a research plan, i.e., what research should be accomplished and what resources will be required. A thorough research plan helps ensure that the author's information is complete, accurate, and current.

(b) Such research involves studying related existing and emerging joint, Service, and multinational doctrine and multi-Service publications. Doctrine writers must understand the rationale for existing

doctrine to effectively write new or revised doctrine. In-depth research of the joint doctrine hierarchy also keeps the author from unnecessarily duplicating material contained in other publications.

(c) In-depth research also provides a baseline to assist the author in maintaining consistency with approved and emerging joint doctrine. Consistency is absolutely essential to effective doctrinal information. Consistency must be both horizontal and vertical, and it is incumbent upon the PRA to accomplish such analysis as it will preclude controversy during subsequent coordination. However, this is not to say that authors are “confined” to approved or emerging doctrine for source material, per se; if a new concept or terminology is adopted in the draft publication, the PRA should identify and explain the rationale for the change or expanded idea.

(d) The PRA research should also consider historical case studies, after action reports, lessons learned (joint and Service), academic papers written in JPME courses, articles in military professional journals, results of experiments, simulations, et al. Another effective research technique is interviewing users and subject matter experts (SMEs), obtaining information on actual practices and procedures and soliciting their suggestions on how to improve joint doctrine. Their organizations may have developed command guidance on planning and conducting operations in the absence of joint doctrine. See Appendix C of this Enclosure for a comprehensive list of doctrine research sources.

(e) When conducting research, authors should avoid the temptation to “cut and paste” from existing JPs to simply fill space. Thorough research should be converted into major ideas that are captured in a well-structured outline that is based on the approved PD. Redundancy is a common criticism of joint doctrine and authors should not repeat information in their project unless it directly contributes to the ideas within their outline. Again, thorough research will help prevent this from occurring.

(2) Development. Under the cognizance of the LA, the PRA will develop a first draft of the publication based on guidance provided in the PD and the procedures contained herein.

(a) Early in the development of the first draft of new doctrine (or existing doctrine undergoing revision), a useful in-progress review or project management tool for the LA and PRA is to have its writing team produce an expanded outline. This can range from something as simple as providing detailed paragraphs for each of the chapters outlined in the approved PD to a more extensive treatment providing drafts of essential subject matter or potentially contentious portions of the publication for

review and concurrence by the LA and PRA and, as appropriate, the TRA and selected agencies. This tool helps confirm that the direction of the publication's development complies with the PD scope and target audience. It reduces time lost due to misunderstanding among the LA, PRA and the writing team, eases resolution of complex and contentious issues and enhances the quality of the first draft.

(b) All draft editions of publications (including changes, revisions and JTPs) will adhere to the formatting rules in Enclosure E, "Formatting, Printing, and Distributing Joint Publications." However, neither the executive summary nor the summary of changes will be prepared for the first or second drafts. Line numbers will be included in all draft publications for accurate reference to change recommendations.

(c) The PRA will ensure that sentences, paragraphs and passages taken directly from previously approved publications are quoted verbatim and the reference noted.

(d) The PRA will use, to the greatest extent possible, the previously approved terminology contained in or promulgated for JP 1-02, *Department of Defense Dictionary of Military and Associated Terms*. Stand-alone or single publication terms will be used only when absolutely necessary. When existing doctrine dictates using terms and definitions that are not included in or depart from JP 1-02, all such terms will be included in the publication's glossary. They will be clearly identified as such in the glossary with the appropriate notations from Figure E-1, "Glossary Notations for Terms and Definitions." Upon approval of the publication (or upon approval of a change or revision), these new or modified terms also will be approved and included in the routine update of the CJCS JEL terminology database and in the next edition of JP 1-02 if so indicated for such action by the approving publication. Proposed modifications to terms and definitions previously approved in a joint doctrine publication will be provided through user feedback or formal assessment and addressed during the normal joint doctrine revision process for that publication. Other new or modified terms and definitions not proposed or approved in joint doctrine publications may be forwarded through the chain of command to Service or Joint Staff terminology offices for processing in accordance with CJCSI 5705.01A, *Standardization of Military and Associated Terminology*. When proposed terms and definitions are submitted in this manner, the Joint Staff terminology office will assess whether the term is relevant to a doctrinal publication. If the term is associated with a specific doctrinal publication, it will be forwarded to the LA for consideration in the emerging publication or revision, as applicable.



(e) Editorial guidance relevant to the development of all JPs is contained in *The United States Government Printing Office Style Manual* and *The Gregg Reference Manual*. However, editorial guidance presented in this instruction takes precedence.

(f) The PRA is required to identify or develop photographs, figures, quotes and vignettes relevant to the subject matter for inclusion in the publication. Photographs must be prepared for inclusion in the second draft and will be submitted through the LA to the Joint Staff/J-7 for inclusion in the final publication.

(g) The PRA is required to review all references to ensure currency. See Enclosure E, "Formatting, Printing, and Distributing Joint Publications," for details.

(h) All publications will contain a brief overview of the joint doctrine development process and hierarchy, indicating the position of the publication in the hierarchy. This overview will be located inside the back cover.

(i) Appropriate measures for foreign release and sanitization of classified publications will be taken. Classified paragraphs must be properly marked and any classified information contained in a JP will be reviewed and considered for release on a case-by-case basis. Assistance in this determination can be obtained from the Joint Staff. Individual paragraphs that have been approved for release should be appropriately marked.

(j) The PRA is encouraged to use collaboration tools and, if required, conduct coordination meetings and working groups to develop drafts for which the LA is responsible. These collaborative practices allow SMEs to confirm that the draft complies with the approved scope and purpose in the PD.

1. The working groups will be coordinated through the CRAs (TRAs if applicable) and/or joint doctrine points of contact. Working groups normally include members of the JDDC and other selected SMEs as necessary.

2. To enhance participation the PRA will:

a. Coordinate, schedule and provide at least a 30-day notification of coordination meetings and working group conferences.

b. Provide the Joint Staff/J-7 with the time, place and proposed agenda of the meeting or conference to ensure an e-mail announcement is sent via the Joint Staff/J-7 JDD list to all participants.

c. Request addressees confirm receipt of announcement communication and identify the organizational representative scheduled to attend.

d. Ensure the Joint Staff/J-7 adds the information to the joint doctrine tasker summary found on the CJCS JEL.

3. The PRA will manage the working group to accomplish the following.

a. Develop the draft in compliance with the PD.

b. Ensure that the draft has a joint perspective.

c. Identify and resolve contentious issues or elevate these issues as specified in subparagraph 5.c. below.

d. Ensure that the draft is horizontally and vertically consistent with existing and emerging joint doctrine.

e. Avoid redundancy.

(k) Upon completion of the draft pub, the PRA will:

1. Announce the review of a publication by e-mail via the Joint Staff/J-7 JDD list.

2. Forward an electronic version to the Joint Staff/J-7 to be placed on the CJCS JEL where it will be available for downloading. The electronic version should be in Microsoft Word for Windows; however, American Standard Code for International Interchange, WordPerfect or any version of Microsoft Word is acceptable. The text will be provided in single-column, double-space layout, with numbered lines and vertical lines in the outside margin identifying changes from the current publication if applicable. Publication figures will be provided to the Joint Staff/J-7 electronically as separate files in common graphics format, appropriately annotated to convey location in the publication. Photos should be provided in JPEG [joint photographic experts group] format with a minimum resolution of 266 dots per inch and in a size of 5.75" by 3.75" for landscape photos and 3" by 4.6" for portrait photos.

(l) The JDDC should provide review comments to the LA IAW the timeline established in the transmittal e-mail.

1. Only one consolidated matrix of review comments will be submitted from each CRA.

2. Consideration should be given to using inputs from exercises and real-world operations in the development of evolving publications and to help resolve joint doctrine issues.

3. Review comments will be provided electronically using the standard matrix format in general comment, comment and/or line-out/line-in formats with supporting rationale. Examples are provided in Figure C-E-1 in Appendix E to this Enclosure.

4. The review comments will be arranged in four distinct categories.

a. Critical Review Comments. Critical review comments express the reviewer's intent to nonconcur in the draft if the concern is not satisfactorily resolved. Some considerations for categorizing critical comments include:

(1) Draft joint doctrine is inconsistent with approved joint doctrine.

(2) US law and/or international law, including the law of armed conflict, is potentially violated by implementation of all or part of the draft joint doctrine.

(3) The draft joint doctrine contains flaws that might contribute to confusion, potential fratricide and/or unacceptable employment of military forces.

(4) The draft joint doctrine contains (an) operationally significant void(s) that must be addressed.

(5) The draft joint doctrine contains inconsistencies or omissions when compared to policy or approved joint doctrine to the extent that a comment is warranted for clarification or accuracy.

b. Major Review Comments. Major review comments highlight important issues that must be addressed with the LA, at least one-on-one but preferably in a JWG, before the provider will concur in the publication. The provider must have the opportunity to review the LA rationale for rejecting the comment and upgrade the comment to

critical if warranted. Some considerations for categorizing major comments include:

- (1) The “thrust” of the document is of concern.
- (2) The draft joint doctrine contains a general area or areas of concern.
- (3) The draft joint doctrine contains specific entries on a subject area or areas that, taken together, constitute a concern.

c. Substantive Review Comments. Substantive review comments are provided because sections in the document appear to be or are incorrect, incomplete, misleading or confusing. Some considerations for categorizing substantive comments include:

- (1) The draft joint doctrine contains factual inaccuracies, voids, inconsistencies with or needless duplication of existing, approved joint doctrine that should be addressed for clarity and/or accuracy.
- (2) Approved joint doctrine contains a “better solution” that should be offered as a model for the draft joint doctrine.
- (3) The draft publication contains flaws in approach, organization or philosophy which, if modified, would significantly improve the utility and/or accuracy of the doctrine.

d. Administrative Review Comments. Administrative review comments correct inconsistencies between different sections, typographical errors or grammatical and editorial errors. These administrative review comments are optional for all reviewers and will be submitted only at FC.

e. Rationale. When appropriate, the rationale for critical, major and substantive comments should include objective evidence, historical precedent, lessons learned or validated concepts.

5. Inputs may include proposed quotes, figures, vignettes and photographs. (NOTE: Concurrence and nonconcurrence is only required with FC versions of a publication. During the other phases, input is provided as comments.)

(m) The PRA consolidates the review comments into one matrix, adjudicates each comment (including the rationale for rejection or modification of critical to major comments) and hosts a joint doctrine working group (if appropriate) to discuss the adjudications and come to

consensus on the content. In addition, the LA should have access to all historical correspondence with publications, to include CRA comments on requests for feedback and FEAs, including any records on why decisions were made. (NOTE: If the staffing of the first draft results in comments that are easily adjudicated and there are no outstanding critical issues, the LA can request moving directly to the approval stage. The LA will send the proposed FC version and the adjudicated comments matrix from first draft staffing to the Joint Staff/J-7 for review. If the Joint Staff/J-7 approves, the JP will be staffed as an FC draft per paragraph 5 below.)

(n) At least 3 weeks prior to the milestone for distribution of the second draft, the LA will forward the consolidated, adjudicated matrix to the Joint Staff/J-7 for formatting, review and posting of the now second draft on the CJCS JEL. The adjudicated matrix must be IAW Figure C-E-2. Any files of pictures, quotes and vignettes that have been collected must be included.

(o) Second draft versions of each publication will be converted by the Joint Staff/J-7 to the appropriate format with photographs, quotes, vignettes, figures and text in single-column, single-space layout, with numbered lines and vertical lines in the outside margin identifying changes from the first draft. After formatting, the Joint Staff/J-7 will return the second draft to the LA for review and, with the LA's approval, post the second draft on the CJCS JEL. The adjudicated matrix also will be posted for JDDC review. The LA will provide staffing information to the Joint Staff/J-7 so that a Joint Doctrine Tasking E-mail can be sent announcing the review of the publication. See "Sample Doctrine Tasker E-mail" (Appendix D of this Enclosure). This E-mail will be sent via NIPRNET and SIPRNET.

(p) Second draft comments will be provided directly to the PRA. All second draft comments will be approved at the O-6 level (or civilian equivalent).

1. The PRA may hold another working group, if required, and will incorporate the appropriate comments into a proposed publication for submission to the LA.

2. Any unresolved issues will be identified and presented to the LA.

(q) The LA will review the PRA input and attempt to resolve any outstanding issues (see subparagraph 5.c. below).

(r) The proposed publication and the final consolidated adjudicated matrix will be forwarded to the Joint Staff/J-7, who will format the FC version. The FC version will be provided to the JSDS for review prior to posting on the CJCS JEL. In addition, the LA should provide to the JSDS the following.

1. Identification of any unresolved issues.
2. Identification of and justification for the differences between the proposed publication and existing joint, multinational and Service doctrine.
3. Any recommendations concerning consolidation, cancellation or conversion to a CJCSI or other appropriate document.

(s) Once the JSDS approves the final coordination draft, the Joint Staff/J-7 will place it on the CJCS JEL. The adjudicated matrix will be posted for JDDC review.

c. Development Status. The status of individual draft and approved JPs will be posted under "Joint Publication Status" on the CJCS JEL.

5. Approval Stage. The approval stage begins with the FC staffing. All coordination will be completed at the O-6 (or civilian equivalent) planner level or above. The approval stage steps and timelines are depicted in Figure C-1.

a. Approval of joint doctrine projects will be accomplished by the Joint Staff/J-7 and the JSDS using guidance herein and in CJCSI 5711.01B, *Policy on Action Processing*. To the maximum extent possible, publications will be posted on the CJCS JEL. Each Service, combatant command and joint staff directorate will be tasked to review and provide comments to the JSDS.

b. The FC version will be promulgated by the Joint Staff/J-7 with the assistance of the JSDS. The FC will be properly formatted, with photographs, quotes, vignettes, figures and text in single-column, single-space layout, and with lines numbered for easy reference. The FC version also will contain vertical lines in the outside margin identifying changes from the second draft edition.

(1) The JSDS consolidates the review comments into one matrix, adjudicates each comment (including the rationale for rejection or modification of critical to major comments) and disseminates the completed adjudicated matrix of comments to the primary points of

contact for each Service and combatant command (CSAs as applicable) for review via JDD list.

(2) Upon review of the FC matrix of adjudicated comments, each Service and combatant command will identify those comments worthy of further discussion at a JWG.

(3) If required, the JSDS will convene a JWG to discuss the adjudications and attempt to come to consensus on any contentious issues. Any unresolved contentious issues will be resolved IAW CJCSI 5711.01B, "Policy on Action Processing."

c. Elevating Contentious Issues

(1) It is very important that the PRA and LA ensure that contentious issues are elevated to appropriate decision-making authorities as early as practical in the development stage for resolution (see subparagraph 7a below). When issues arise that are not resolved at the various working groups, the JSDS will be alerted to commence such action as may be appropriate IAW CJCSI 5711.01B, "Policy on Action Processing." The JSDS should be prepared to take unresolved AO-level issues to the planner and/or Tank level for resolution, as appropriate.

(2) It is incumbent upon all members of the JDDC to identify and raise critical concerns in the development stage and not during the approval stage, unless extenuating circumstances exist.

(3) Upon resolution of the contentious issues associated with the FC version of the publication, resolutions will be provided to the JDDC.

d. Glossaries. Working with the JSDS, the Joint Staff terminologist will ensure that all JP glossaries are correct before the staffing of the FC version. The Joint Staff terminologist will be responsible for ensuring the subsequent validity of recommended glossary changes and their incorporation into the JP before final approval by the Chairman of the Joint Chiefs of Staff or a designated representative.

e. Approval and Signature. After all staffing has been completed, the JP is approved and signed as follows.

(1) By the Chairman of the Joint Chiefs of Staff for all the capstone, keystone, and other key doctrinal publications deemed appropriate. This will normally include those publications that are in the upper level of the hierarchy, commonly referred to as "above-the-line."

(2) By the Director, Joint Staff, for the Chairman of the Joint Chiefs of Staff, for the remainder of JPs that are listed on the joint doctrine hierarchy.

(3) Once signed, the Joint Staff/J-7 will announce via message the approval of the JP and procedures for accessing it to the JDDC. (See Appendix J, Sample Joint Publication Signature Message.)

6. Maintenance Stage. The Joint Staff/J-7 will oversee approved JP maintenance to ensure that publications serve their intended purpose and to provide a basis for subsequent publication changes and revisions. A critical part of the maintenance stage is the JP assessment, which ensures that joint doctrine remains current and useful.

a. JP Assessments. The utility and quality of approved JPs should be actively and continuously assessed. There are two types of assessments: those provided by users through user feedback, and those provided by the AA (normally USJFCOM) through preliminary or formal assessments.

(1) Assessment Period. The assessment period is essentially continuous and extends from the date of publication approval to publication revision. If a publication is revised early, the next assessment period will begin at the approval date of the revised publication.

(2) User Feedback. The joint community is encouraged to assess the value of each publication and submit comments to the AA (normally USJFCOM) whenever there is a need for modification of any kind. Procedures for submitting user recommendations are contained in the administrative instructions appendix of each JP. These comments will be incorporated into the publication's assessment. If the comments are of an urgent nature, the AA (normally USJFCOM) will forward the comments to the Joint Staff/J-7 and LA for immediate processing.

(3) Types of Assessments. The AA conducts a preliminary assessment and either an "early" or scheduled formal assessment for each JP. The preliminary assessment begins 18 to 24 months after publication approval to determine the need for an "early" formal assessment. The AA will evaluate the preliminary assessment results and recommend to the Joint Staff/J-7 for approval. If an "early" formal assessment is not required, the AA will begin the formal assessment 54 months after publication approval in preparation for beginning the scheduled revision at the 5-year anniversary.



(a) Preliminary Assessment. The AA will conduct a preliminary assessment to determine if an “early” formal assessment is required. This assessment is accomplished through a review of voluntary user inputs, research, joint exercise and/or operation observations, LA and JSDS coordination and informal inquiries with the CRAs and publication users. It culminates with an AA recommendation to the Joint Staff/J-7 to proceed or not proceed with an “early” formal assessment.

(b) Formal Assessment. The formal assessment is conducted in preparation for revision of the publication, whether “early” or scheduled. The AA will conduct formal assessments to address the usefulness of existing joint doctrine. The AA will not concentrate solely on a single publication, but will consider related JPs. When real-world operations or exercises are used as publication assessment vehicles, several publications may be simultaneously assessed. The results of the assessment can “spill over” into other publications and may require their modification. These assessments will focus on out-of-date material, inconsistencies with other JPs, doctrinal voids and the readability of the publication. They also will address whether publications should be reorganized, consolidated or deleted in whole or in part. The focus of these assessments is limited to the application of joint doctrine, not individual or unit performance.

(4) Methodology. The AA will develop a proactive assessment plan that typically will specify multidisciplined assessment opportunities and vehicles (real-world operations and exercise observations, interviews, questionnaires or other inquiries) to gather inputs for publication assessments. The assessment plan also will include a review of lessons learned, pertinent concepts and results of joint experiments conducted by combatant commands, Services and other designated agencies. A variety of headquarters and directorates in various Services and combatant commands, as well as the Joint Staff, doctrine and education institutions, and other organizations that may provide important inputs will be queried to provide feedback for the publication being assessed. This research should identify specific relevant sections of publications and other sources that are critical to an accurate analysis of the proposal and to the initial development of the PD.

(5) Request for Feedback (RFF) Messages. For formal assessments, the AA will send an RFF message (see Appendix G of this Enclosure, “Sample Request for Feedback Message”) either 18 to 24 months (if the preliminary assessment confirms the need and with Joint Staff/J-7 concurrence) or 54 months after the publication has been approved. The RFF message will solicit comments and recommended changes, which will be analyzed by the AA for suitability in the

publication's revision. Responses to RFF questions, other comments and change recommendations will be inserted in a preformatted matrix.

(6) Products and Outcomes. The following products and outcomes result from a formal assessment recommendation to revise (early or scheduled).

(a) The AA will analyze the assessment data and report the assessment results via an assessment summary (AA is the RFD author) or formal assessment report (AA is not the RFD author) to the Joint Staff/J-7 for consideration for approval. Formal assessment reports will contain an assessment summary, detailed report with a consolidated matrix of all assessment comments indicating recommended adjudications and change recommendations where appropriate, and a proposed PD for the revision of the publication, if applicable. Thereafter, the AA will coordinate the publication's RFD with the LA per one of the following cases.

1. Case One—AA is the RFD Author. The AA will develop a read-ahead package that includes the assessment summary, a consolidated matrix of critical and major assessment comments with recommended adjudications, a proposed PD for the revision of the publication and, if a JWG is required per coordination with the LA, a draft announcement. The AA will make the entire read-ahead package available to the JDDC in conjunction with distribution of the proposed PD by Joint Staff/J-7 for preliminary coordination.

2. Case Two—AA is not the RFD Author. The AA will assist in determining the requirement for a JWG and provide further clarification of formal assessment report findings and recommendations if requested.

(b) The Joint Staff/J-7 will consider for approval the assessment summary or formal assessment report and forward it to the LA for action and info the JSDS and JDDC, normally within 30 days of receipt of the report or summary. The Joint Staff/J-7 also will coordinate and approve the new PD to begin the JP revision.

(c) In coordination with the Joint Staff/J-7 and the AA, the LA will determine if a JWG is required to resolve critical and major comments received during the formal assessment. The LA may choose to develop a proposed PD or use or expand the draft PD provided with the assessment report or read-ahead package for the revision of the publication. If a JWG is not required, the LA will provide the Joint Staff/J-7 with a proposed PD for the revision of the publication for preliminary and FC staffing and approval within 15 days of receipt of the

assessment report or read-ahead package with draft PD. Joint Staff/J-7 will normally release the draft PD for staffing within 15 days of receipt. If a JWG is required, the LA will normally announce and convene the working group within 45 days and ensure that the JDDC is invited to attend. Within 15 days of completion of the JWG, the draft PD will be forwarded to the Joint Staff/J-7 for coordination and approval. The JWG will review and revise the proposed PD and recommend solutions to all critical and major comments and substantive comments by exception, received during the assessment. The LA will then forward the JWG-recommended PD to the Joint Staff/J-7 for FC staffing. In both cases, the Joint Staff/J-7 will normally release the draft PD for staffing within 15 days of receipt. Thereafter, the LA or AA (if designated as the RFD author) will use the assessment and/or JWG results to develop the RFD per subparagraph 6.c. below.

(d) Report to the Semiannual JDWP. USJFCOM will present a briefing to each semiannual JDWP outlining assessment activities since the last meeting. This briefing will include findings, recommendations, doctrinal voids, trends and scheduled activities for the next 6 months.

b. Changes

(1) Submission of Changes. Recommended changes to approved publications will be submitted to the Joint Staff/J-7 and USJFCOM. Information copies of recommended changes will be provided to the Services, combatant commands, Joint Staff and the AA.

(2) Change Priorities

(a) Urgent. Urgent change recommendations will be forwarded by priority message to the Joint Staff (Attn: Joint Staff/J-7), the LA and USJFCOM (see Appendix H of this Enclosure, "Sample Urgent Change Recommendation"). Urgent changes are those that require immediate promulgation to prevent personnel hazard or damage to equipment, correct an operating technique or emphasize a limitation that adversely affects operational effectiveness. The LA will advise the Joint Staff/J-7 if the recommended change needs to be issued as an urgent change. If in agreement, the Joint Staff/J-7 will inform the Services, combatant commands and Joint Staff directorates and approve the urgent change for the Chairman of the Joint Chiefs of Staff.

(b) Routine. Routine change recommendations may be forwarded electronically to USJFCOM (info the Joint Staff/J-7 and the LA) at any time. Routine changes are those changes to JPs that provide validated improvements or address potentially incorrect, incomplete, misleading or confusing information. These changes to JPs are not so

extensive as to require a complete revision, nor should they address administrative errors. Routine changes will normally be staffed quarterly to the JDDC for planner-level concurrence IAW CJCSI 5711.01B, *Policy on Action Processing*. If accepted, the publication will be amended on the CJCS JEL. The date that the publication is amended will be reflected in parentheses beneath the original publication date (e.g., "(As Amended Through 10 August 2004)"). If not accepted, the results of the staffing will be held until revision.

c. Revisions

(1) Early Revisions. If the AA's preliminary assessment determines the potential need for an early revision, the AA will notify the Joint Staff/J-7, the LA and JSDS. If the Joint Staff/J-7 concurs, the AA will perform an "early" formal assessment. The AA will review the assessment results and provide a formal assessment report with a recommendation to the Joint Staff/J-7 as to whether the JP should begin an early revision. The Joint Staff/J-7 will concur or nonconcur in the recommendation for early revision.

(2) Scheduled Revisions. Revisions normally will be initiated on the 5-year anniversary of the effective date of publication and recur every 5 years after completion of the most recent revision. Milestones for revision will be coordinated by the Joint Staff/J-7. If sufficient justification for a full revision does not exist, the revision or update requirement will be coordinated by the LA through the JSDS and Joint Staff/J-7. The steps for revision of a JP are the same as development and are illustrated in Figure C-1.

(3) Revision Development and Staffing Requirements. Revisions of JPs will be staffed with the JDDC. Revision development and staffing will proceed as follows.

(a) In coordination with the LA, the AA will develop an RFD JWG read-ahead package IAW the guidance in subparagraph 6.a. above. If a JWG is required (chaired by the LA), it will recommend solutions to the critical and major comments received during the formal assessment and provide the draft PD for the revision to the Joint Staff/J-7 for FC and approval. If a JWG is not required, the LA will forward the draft PD for the revision to the Joint Staff/J-7 for PC and FC staffing.

(b) Per prior agreement, the AA (if designated author of the RFD prior to RFF release) and the LA will develop the RFD. Thereafter, the LA will designate a PRA to continue the development of the revision second draft IAW the guidance for development in paragraph 4 above.

(c) Under the cognizance of the LA, two drafts of the revision will be developed IAW the guidance for project development in paragraph 4 above.

(d) Unless the staffing of the RFD results in critical or major issues, the LA will normally move directly to the approval stage. To do so, the LA must send the proposed FC version and the adjudicated comment matrix from the RFD staffing to the Joint Staff/J-7 for review. If the Joint Staff/J-7 approves, the JP will be staffed as an FC version per paragraph 5 (approval stage).

(e) The LA will make every attempt to resolve any outstanding issues and forward the proposed revision, including an electronic copy, to the JSDS to be processed for approval.

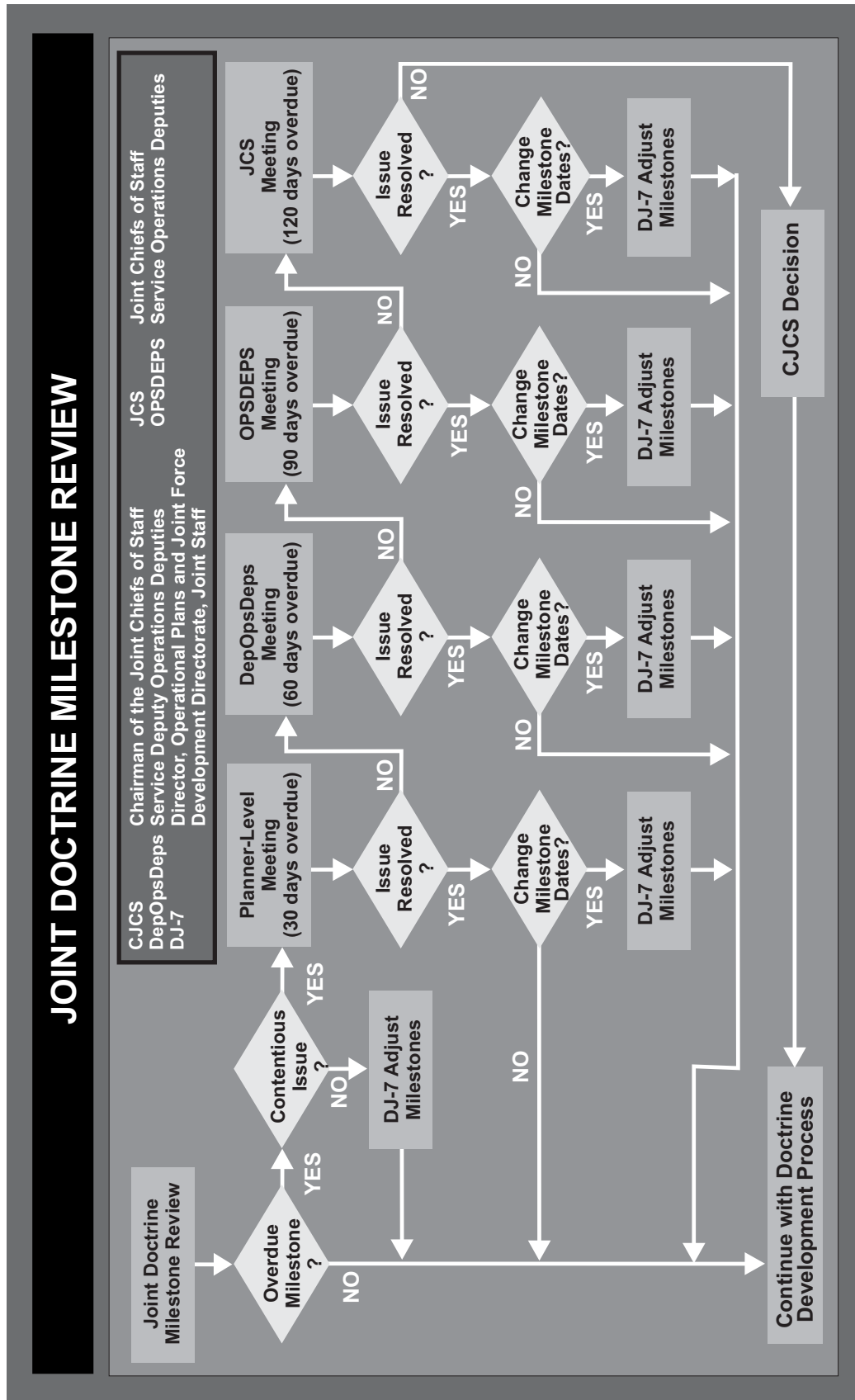
(f) The JSDS will process the revision for approval IAW CJCSI 5711.01B, *Policy on Action Processing*.

d. Cancellation of Publications. Cancellation of JPs will be accomplished through formal action by the JDWP. Upon recommendation by the JDWP, the Joint Staff/J-7 will approve and remove them from the hierarchy and the CJCS JEL. A CJCS notice will document the cancellation.

e. Consolidation of Joint Publications. Any voting member or director of a Joint Staff directorate may propose consolidation of two or more JPs to the JDWP using the procedures for proposing publication development. The actual consolidation recommendation is determined by the JDWP. Subsequent to the JDWP recommendation, the Joint Staff/J-7 will approve or disapprove the consolidation and take the appropriate action.

## 7. Milestones

a. It is critical to the doctrine development process that contentious issues are resolved at the earliest opportunity and at the lowest level possible (Figure C-2). It is also vital that senior leadership be involved in the early phases of publication development, which will reduce delays in the process. In the publication development stage, the LA is responsible for meeting established milestones. In the publication approval stage, the JSDS is responsible for meeting the milestones.



**Figure C-2. Joint Doctrine Milestone Review**

b. If any milestone (as prescribed in the PD) is overdue and the reason for delay is an unresolved contentious issue(s), the following steps will be implemented dependent upon a 30-, 60-, 90- or 120-day delay.

(1) 30 Days Overdue

(a) The Joint Staff/J-7 will host a planner-level meeting with the LA or JSDS (as appropriate) to resolve any outstanding issues and develop a plan to get publication development back on schedule. Other Service, combatant command and Joint Staff planners may attend if appropriate.

(b) The LA or JSDS (as appropriate) will identify the issues causing the delay and recommend a plan of action to get publication development back on schedule. The LA or JSDS will present a decision briefing to the Joint Staff/J-7 if they recommend that the milestones established in the PD be adjusted. The Joint Staff/J-7 is the approval authority for any changes in the milestones established in the PD. The Joint Staff/J-7 will notify the JDDC of any changes to the PD.

(c) The LA or JSDS, as appropriate, will forward unresolved issues to a joint council of Service deputy operations deputies (DepOpsDeps), commonly referred to as the DepOpsDeps Tank, for resolution.

(2) 60 Days Overdue

(a) The LA or JSDS (as appropriate) will brief the DepOpsDeps Tank on the issues causing the delay and recommend a plan of action to get the publication development back on schedule. The LA or JSDS (as appropriate) will make all arrangements to brief the DepOpsDeps Tank, to include any prebriefs required by the Vice Director of the Joint Staff.

(b) The Vice Director of the Joint Staff will forward unresolved issues to a joint council of the Service operations deputies (OPSDEPS), commonly referred to as the OPSDEPS Tank, for resolution.

(c) The Joint Staff/J-7 will notify the JDDC of the decisions made by DepOpsDeps.

(3) 90 Days Overdue

(a) The LA or JSDS (as appropriate) will brief the OPSDEPS Tank on the issues causing the delay, and recommend a plan of action to get publication development back on schedule. The LA or JSDS (as

appropriate) will make all arrangements to brief the OPSDEPS Tank, to include any prebriefs required by the Director of the Joint Staff.

(b) The Director of the Joint Staff will forward to the Chairman of the Joint Chiefs of Staff any issues that remain unresolved.

(c) The Joint Staff/J-7 will notify the JDDC of the decisions made by the OPSDEPS.

(4) 120 Days Overdue

(a) The LA or JSDS (as appropriate) will brief a joint council of the Joint Chiefs of Staff (JCS), commonly referred to as the JCS Tank, on the issues causing the delay and recommend a plan of action to get the publication development back on schedule. The LA or JSDS (as appropriate) will make all arrangements to brief the JCS Tank, to include any prebriefs required by the Chairman.

(b) If the issues cannot be resolved in the JCS Tank, the Chairman will make a final decision.

(c) The Joint Staff/J-7 will notify the JDDC of the decisions made by the Chairman of the Joint Chiefs of Staff.

c. Once any milestone (as prescribed by the PD) is overdue, and the reason for delay is not a contentious issue (e.g., contract, weather, etc.), the following steps will be taken.

(1) A flag officer (functional Joint Staff Director- or chief of staff-level) memorandum from the agency coordinating the publication (LA or JSDS) will be sent to the Joint Staff/J-7 stating the reason(s) for delays and containing a proposed milestone update.

(2) The Joint Staff/J-7 will verify that the issue(s) are noncontentious. If contentious issues exist, then a planner-level meeting will convene and the process discussed in subparagraph 7.b. of this enclosure will be in effect. If the milestones are not contentious, then the Joint Staff/J-7 will notify the JDDC of the new milestones.

8. Fast-Track Doctrine

a. Fast-track doctrine is a method to accelerate the doctrine development process (See Figure C-3). Because of the compressed timeline, few JPs can be "fast-tracked." If the project is the revision of an existing JP a formal assessment must be completed. Once the formal



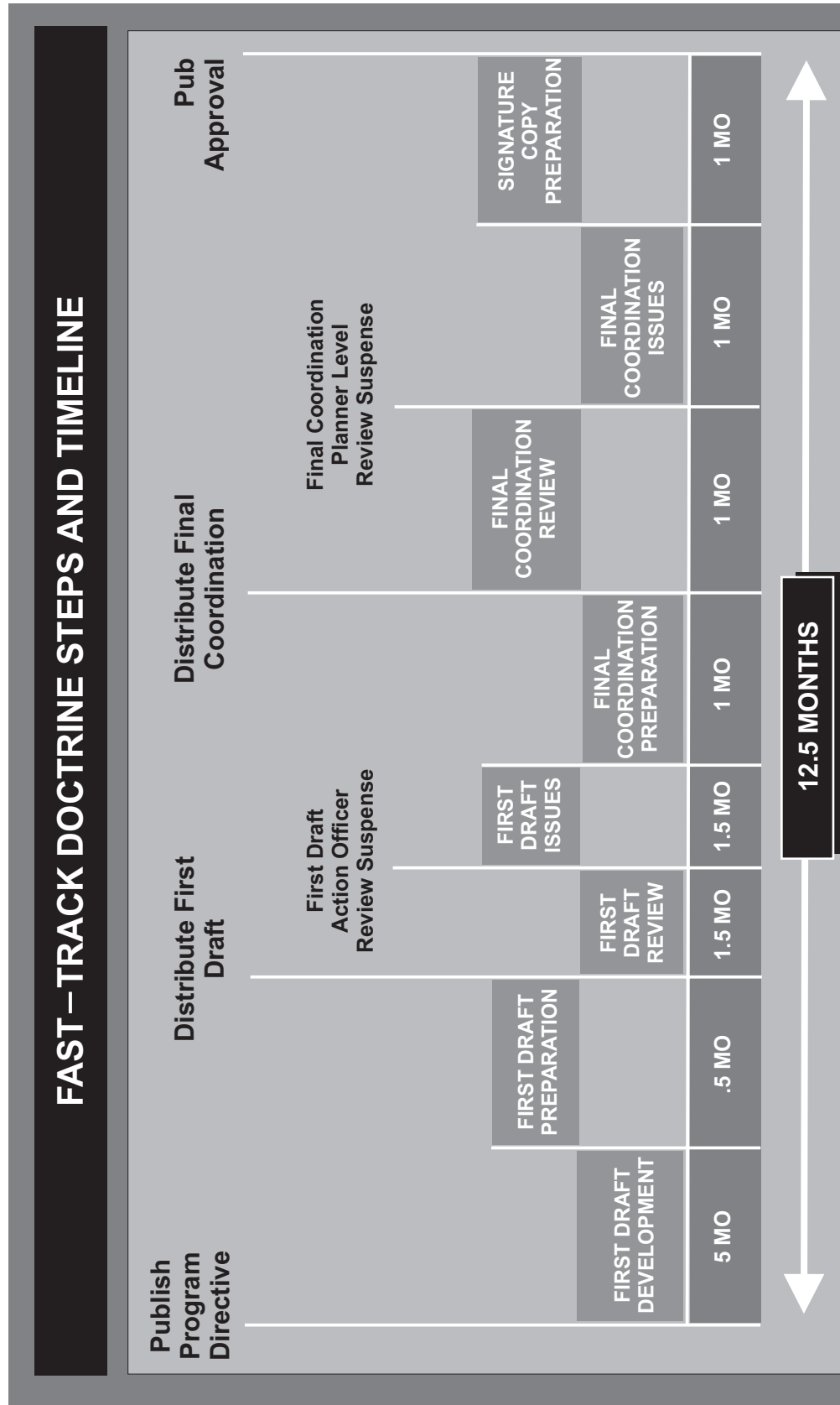


Figure C-3. Fast-Track Doctrine Steps and Timeline

assessment is completed, the nomination is submitted to the Director of the Joint Staff for a fast-track decision.

b. Summary of Fast-Track Doctrine

(1) Recommended by a combatant commander, Service Chief or Director of a Joint Staff directorate.

(2) Validated by the JDWP or by out-of-cycle staffing.

(3) Approved for development by the Director, Joint Staff.

(4) Developed by a joint doctrine development team in which Services and other interested agencies participate. Actual writing will be performed by the LA/PRA.

(5) Coordination of all drafts must be at the planner level or higher.

(6) All critical comments will be resolved at the planner level or higher.

(7) Approved within approximately 12 months of project approval.

(8) Tracked monthly with quarterly project status sent to the Director, Joint Staff, combatant commanders and Service Chiefs.

9. Optional Joint Test Publication and Evaluation Phase. The JTP and evaluation phase is an optional part of the initiation and development stages of the joint doctrine development process. A JTP is used to “field test” a validated concept to ensure it is appropriately vetted before incorporation in joint doctrine. Any voting member of the JDDC may request the publication and formal evaluation of a JTP. The Joint Staff/J-7 will coordinate with the combatant commands, Services and Joint Staff, as appropriate, IAW CJCSI 5711.01B, *Policy on Action Processing*.

a. Validated concepts, typically associated with the Joint Experimentation Program, can describe substantially new and beneficial ways of accomplishing a particular function or task. Although many new ideas can be considered during the routine process of developing, assessing and revising existing JPs, some concepts are so comprehensive that they could affect a significant part of an existing JP or require a new JP. In some circumstances, the JROC may request (or the Chairman of the Joint Chiefs of Staff may direct) development of a JTP to field test

ideas identified following the completion of the CJCSI 3180.01, *Joint Requirements Oversight Council (JROC) Programmatic Processes for Joint Experimentation and Joint Resource Change Recommendation* process of identifying DOTMLPF implications and capabilities.

(1) Initiation procedures will follow those described in the Initiation Stage (paragraph 3 of this enclosure), except that the project proposal will include a draft ED. The decision to develop a JTP and conduct the associated evaluation will be coordinated during this stage.

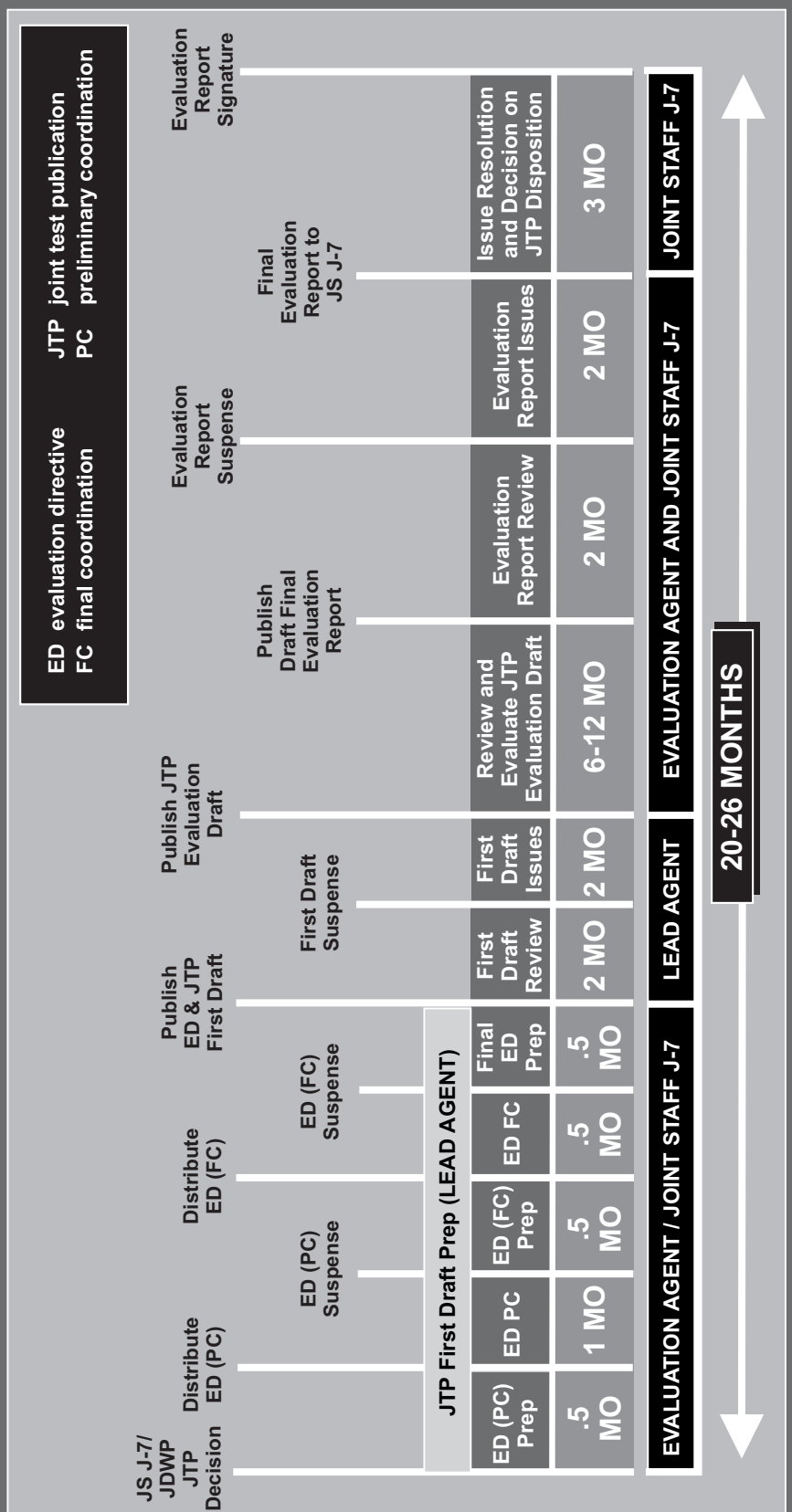
(2) The Joint Staff/J-7 will select an LA and an EA to conduct the evaluation. The LA and EA (typically USJFCOM) will collaborate on ED development to ensure it contains the appropriate instructions for evaluation of the concept's key components. As the ED is developed, the LA will concurrently revise the concept into a JTP suitable for evaluation, with the intent to publish a first draft for review when the approved ED is published. The Joint Staff/J-7 will approve the ED.

(3) When ready, the JTP first draft will be staffed with the JDDC and the agency that developed the concept to ensure that the first draft is suitable for evaluation and captures the concept's key elements.

(4) The LA will resolve issues and revise the JTP first draft into a JTP evaluation draft based on initial staffing comments. The Joint Staff/J-7 will approve the JTP evaluation draft, beginning the formal evaluation process (See Figure C-4). Once the LA publishes the evaluation draft, the EA will evaluate the JTP per subparagraph 9.b. of this enclosure. JTP evaluation drafts will be distinctly marked (e.g., "Joint Test Publication Evaluation Draft X-XX") on the cover and page headers. The JTP preface will clearly note that the document contains conceptual material and will describe the scope and purpose of the evaluation.

(5) When the evaluation is complete, the EA will recommend disposition of the JTP in the final evaluation report. Depending on evaluation results, recommended disposition options could be to discontinue work on the JTP with no impact on joint doctrine; incorporate the JTP or portions of it in existing JPs; or develop the JTP into a new JP. The EA will staff the report for planner-level coordination with the JDDC and the agency that developed the original concept and provide the resulting staffing comments and recommended adjudication to the Joint Staff/J-7. Based on the nature of staffing comments, the J-7 will either approve the report or determine additional staffing requirements.

## OPTIONAL TEST PUBLICATION AND EVALUATION STAGE STEPS AND TIMELINE



**Figure C-4. Optional Test Publication and Evaluation Stage Steps and Timeline**

(6) If it is determined that the JTP provides added value to current doctrine and should be developed as a new JP (assuming JDDC consensus on the final evaluation report), the Joint Staff/J-7 will designate the LA and JSDS (the LA for JP development might not be the same as the LA for JTP development and evaluation). The J-7 will direct the LA to continue the JP development process by revising the JTP evaluation draft into a new JP second draft. From this point, the development process will follow the normal steps in Figure C-1 from second draft staffing through final coordination.

(7) If it is determined that a new JP is not required, but that portions of the JTP evaluation draft should be incorporated in existing JPs, the Joint Staff/J-7 will forward those portions to the relevant LAs for use during the normal revision process.

(8) JTPs will not be designated as interim joint doctrine.

b. Evaluation Process and Procedures

(1) The Joint Staff/J-7 will oversee JTP evaluations to ensure the adequacy, completeness and consistency of evaluations.

(2) An EA will be identified during the JTP decision process using the following criteria:

(a) The EA normally will be USJFCOM.

(b) The EA should be sufficiently staffed and funded to conduct liaison visits and field evaluation.

(c) The EA should be committed to conducting the evaluation from start to finish.

(3) EDs will be developed and staffed with the JDDC (see Appendix F of this enclosure, "Sample Evaluation Directive"). Staffing will proceed as follows.

(a) The EA develops a proposed ED and conducts coordination IAW CJCSI 5711.01B, *Policy on Action Processing*. Assisted by the Joint Staff/J-7, the EA will staff the PC version of the ED with the JDDC.

(b) After all comments are received from PC staffing, the EA will make the necessary changes and staff, with the assistance of the Joint Staff/J-7, an FC version of the ED for planner-level coordination to the Services, combatant commands and the Joint Staff.

(c) Comment categories (critical, major, substantive and administrative) used for comments on draft publications also should be used in addressing PC and FC draft ED concerns. A “critical” comment will require resolution by the EA. If the concern cannot be resolved by the EA, the action will be passed to the Joint Staff/J-7 for completion of the approval stage.

(d) Upon receiving comments on the FC, the EA will complete the approval stage by preparing a proposed ED and forwarding it to the Joint Staff/J-7 for release. This ED will formally notify appropriate combatant commands of the EA intent to use exercises, structured interviews or surveys in their theaters to evaluate the specified JTP. All combatant commands and Services will receive notice of the ED and will be notified of all further updates. The ED will be included in the JTP in place of the preface and will be signed by the Joint Staff/J-7.

(4) The EA will select the optimum means available for evaluation. Evaluation options include use of exercises, evaluations, surveys, structured interviews or a combination of the above. The FC version of the ED forwarded for staffing will include a recommended evaluation method.

(5) Interim evaluation reports (e.g., results of evaluations conducted during specific exercises and structured interviews) will be released by the EA to the joint doctrine points of contact for information.

(6) The EA will develop a final evaluation report using observations from interim evaluation reports. After review, the Joint Staff/J-7 will approve the report and send it to the LA with information copies to the combatant commands and Services.

APPENDIX A TO ENCLOSURE C

SAMPLE PROJECT PROPOSAL FORMAT

(Letterhead)

Reply ZIP Code:  
(Zip Code)

(date)

MEMORANDUM FOR THE DIRECTOR, J-7, JOINT STAFF

Subj: Joint Doctrine for (Proposed Project Title) Project Proposal

1. Purpose. To recommend development of a joint doctrine publication for (state the proposed title or give a brief description).
2. Background. (Discuss relevant background information that engendered the project. Include as a minimum the apparent void that exists, research conducted to indicate a need for this project, and how the project on the subject will enhance the operational effectiveness of joint US forces.)
3. Scope. (Provide DETAILED recommendations as to what this project should cover. This should easily transfer to the program directive.)
4. Recommended Target Audience. (Specify intended users.)
5. References. (List the existing relevant joint, Service, and multinational publications to be considered.)
6. Recommended Lead Agent: (Recommend one.)
7. Urgency. (Normally "Next JDWP" or "Now" for critical voids only.)
8. Other Relevant Information. (Specify as required.)
9. Point of Contact. The (command) point of contact is (name, rank, phone number, and e-mail address).

(Name)  
(Rank)  
(Title)

Enclosure (if needed)

Copy to:  
USJFCOM JWFC (JW100)

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APPENDIX B TO ENCLOSURE C

SAMPLE PROGRAM DIRECTIVE FORMAT

01 02     RR   RR                    (CLAS)

FROM     JOINT STAFF WASHINGTON DC//J7-JEDD//

TO   (lead agent)

INFO     AIG 7029

(classification)

MSGID/GENADMIN/JEDD, J-7, JOINT STAFF//  
SUBJ/PROGRAM DIRECTIVE FOR JP (pub number), (pub title)//  
POC/(last name)/(milrank)/UNIT ID/LOCATION/TEL: (number)//  
RMKS/1. PURPOSE. THIS MSG ASSIGNS (command) AS LEAD  
AGENT FOR JP (pub number), (pub title). (Appropriate Joint Staff  
directorates) IS ASSIGNED AS JOINT STAFF DOCTRINE SPONSOR.  
2. BACKGROUND. (Discuss relevant background information that  
engendered the project. Include at a minimum the apparent void that  
exists, research conducted to indicate a need for this project, how the  
project on the subject will enhance the operational effectiveness of joint  
US forces, and the JDWP decision regarding the project.)  
3. SCOPE. (Provide DETAILED guidance to the LA on what the project  
is to encompass and what the document should address.)  
4. CHAPTER OUTLINE. (Provide a detailed chapter outline based upon  
draft outline in project proposal, read-ahead package, or as agreed  
upon in the PD JWG.)  
5. RECOMMENDED TARGET AUDIENCE. (Specify intended users.)  
6. REFERENCES. (List the existing relevant Service, joint, and  
multinational doctrine to be considered.)  
7. OTHER SOURCES OF INFORMATION TO BE CONSIDERED. (Cite  
other potential sources such as policy statements and other  
documents.) THE USE OF JOINT AFTER-ACTION REPORTING SYSTEM  
ENTRIES FROM RECENT OPERATIONS AND EXERCISES TO IDENTIFY  
APPROPRIATE ISSUES IS ENCOURAGED.  
8. PROJECT DEVELOPMENT MILESTONES. (Lay out the specific  
development milestones.)  
9. THE LEAD AGENT IS DIRECTED TO COORDINATE WITH (provide  
specific coordination and development responsibilities).  
10. JP 1-02 TERMINOLOGY WILL BE USED TO THE GREATEST  
EXTENT POSSIBLE DURING THE DEVELOPMENT OF THIS PROJECT.  
NEW OR MODIFIED JP 1-02 TERMS SHOULD ONLY BE USED WHEN  
SUCH TERMS ARE ESSENTIAL TO THE DEVELOPMENT AND  
UNDERSTANDING OF THE PROPOSED DOCTRINE.  
11. OTHER RELEVANT INFORMATION. (Specify.)  
12. POINTS OF CONTACT (e.g., LA, JSDS, PRA, TRA if any, JS J-7,  
USJFCOM JWFC)//

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## APPENDIX C TO ENCLOSURE C

### JOINT DOCTRINE RESEARCH SOURCES (BY TYPE)

Note: This list is designed to assist the doctrine developer or reviewer identify sources that may be useful in product completion. This is not an all-inclusive list, nor is it meant to limit the doctrine developer from consulting other sources as appropriate.

1. Assessment Reports
2. Other joint doctrine
3. Service doctrine
4. Multi-Service publications
5. Joint and Service Lessons Learned
6. Exercise and operation after-action reports (e.g., Commander's Hotwash Report, Commander's Summary Report)
7. Trip Reports
8. CJCS directives (to include CJCS instructions, manuals, guides, handbooks, and notices; and other CJCS directives to the commander of combatant commands)
9. DOD directives and instructions
10. US Code
11. Joint and Service periodicals/newsletters (e.g., Naval Institute Proceedings, Joint Force Quarterly, A Common Perspective)
12. Books
13. Studies
14. Standing operating procedures
15. Interviews
16. Oral Histories
17. Independent documents from the Non-Secure Internet Protocol Router Network (NIPRNET) and SIPRNET
18. Web sites dedicated to particular subject areas (e.g., Psywarrior)
19. United States Government web sites

20. Concept papers and transformation change recommendation packages (DOTMLPF packages)
21. Mission Training Guides
22. Universal Joint Task List
23. News periodicals (e.g., Time magazine)
24. Newspapers
25. News agencies (e.g., CNN)
26. United Nations publications
27. Multinational publications (military and civilian) (e.g., allied JPs)
28. Databases (e.g., Joint Warfighting Center (JWFC) peace operations, consequence management)
29. US military education institution, (e.g., School of Advanced Military Studies), and foreign military education institutions, (e.g., Bulletin d'Etudes de la Marine).
30. Exercise/war games
31. Seminars/conferences/working groups (e.g., worldwide civil affairs conference, personnel recovery conference)
32. Other government agencies
33. Executive orders
34. National security Presidential directives/Presidential decision directives
35. Presidential or Secretary of Defense (SecDef) guidance (e.g., Unified Command Plan, SecDef memo)
36. Interagency memoranda of agreement and understanding
37. Operation plans
38. Combatant command and JTF operation orders
39. JDWP documents
40. Allied Joint Operations Doctrine Working Group documents

APPENDIX D TO ENCLOSURE C

SAMPLE DOCTRINE TASKER E-MAIL

FROM: (sender)  
TO: JDDC  
SUBJ: TASKER--JP (publication number), (title), FOR REVIEW AND  
COMMENT  
DATE: (Suspense date-DD MMM YY)

POC: A. The Lead Agent POC is (milrank)(name), (unit), COMM:  
(phone #), DSN: (phone #), FAX: (phone #), E-MAIL: (E-mail address).  
B. The JSDS is (milrank)(name), (unit), COMM: (phone #), DSN:  
(phone #), FAX: (phone #), E-MAIL: (E-mail address).  
C. List other important POCs.

COMMENTS: 1. This E-mail notifies the doctrine community that  
(state purpose).  
2. In accordance with CJCSI 5120.02, please provide comments in line-  
out/line-in format and categorize as critical, major, substantive, or  
administrative.

NOTE: This tasker will be sent out via NIPRNET and SIPRNET.

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APPENDIX E TO ENCLOSURE C

SAMPLE COMMENT MATRICES AND LINE-OUT/LINE-IN FORMAT

1. General

The sample comment matrix in Figure C-E-1 is the format for submitting comments on all joint doctrine draft publications and draft PDs. The sample adjudicated comment in Figure C-E-2 shows an example of how to adjudicate comments. Except as noted below, an entry is required in each of the columns.

2. Column 1 – ITEM

Numerical order of consolidated comments based on an original sort by page number. Numbers in this column are added by the LA or JSDS after all inputs are received from the sources.

3. Column 2 – #

Used to track comments by source. Manually enter numbers from the first comment to the last comment. These numbers will stay with the comment and will not change when consolidated with other comments.

4. Column 3 – SOURCE

USEUCOM – US European Command  
USCENTCOM – US Central Command  
USJFCOM – US Joint Forces Command  
USNORTHCOM – US Northern Command  
USSOUTHCOM – US Southern Command  
USSOCOM – US Special Operations Command  
USTRANSCOM – US Transportation Command  
USSTRATCOM – US Strategic Command  
USPACOM – US Pacific Command  
USA – US Army  
USN – US Navy  
USMC – US Marine Corps  
USAF – US Air Force  
USCG – US Coast Guard  
J1 – J-1  
J2 – J-2  
J3 – J-3  
J4 – J-4  
J5 – J-5  
J6 – J-6  
J7 – J-7  
J8 – J-8  
LC – Joint Staff Office of Legal Counsel

DTRA – Defense Threat Reduction Agency  
DIA – Defense Intelligence Agency  
DLA – Defense Logistics Agency  
DISA – Defense Information Systems Agency  
MDA – Missile Defense Agency  
NSA – National Security Agency  
NGA – National Geospatial-Intelligence Agency

5. Column 4 – TYPE

C – Critical; M – Major; S – Substantive; A – Administrative (for FC only)

6. Column 5 – PAGE

Page number expressed in decimal form (Page I-2 = 1.02, Page IV-56 = 4.56, etc.) using the following convention:

0 – General Comments  
0.xx - Preface, TOC, Executive Summary (Page i - ?)  
1.xx – Chapter I  
2.xx – Chapter II  
3.xx – Chapter III  
etc.  
51.xx – Appendix A  
52.xx – Appendix B  
52.01.xx – Annex A to Appendix B  
52.01.01xx – Tab A to Annex A to Appendix B  
53.xx – Appendix C  
etc.  
99.xx – Glossary

NOTE: An entry in this column should be used when commenting on draft JPs. An entry is not required for comments on draft PDs. For PDs enter the page number as a whole number (1,2,3, etc.). PDs are normally sorted by paragraph and line number and the page number helps to find the paragraph.

7. Column 6 – PARA

Paragraph number that pertains to the comment expressed. (e.g., 4a, 6g, etc.). For comments made against the Executive Summary, enter paragraph number on page from either left or right column (e.g., 4L or 2R).



8. Column 7 – LINE

Line number on the designated page that pertains to the comment, expressed in decimal form (e.g., line 1=1, line 4-5 = 4.5, line 45-67 = 45.67, etc). For figures where there is no line number, use “F” with the figure number expressed in decimal form (e.g., figure II-2 as line number F2.02). For appendices, use the “F” and the appendix letter with the figure number (e.g., appendix D, figure 13 as line number FD.13; appendix C, annex A, figure 7 as line number FCA.07)

9. Column 8 – COMMENT

General comments, comments, or comment text will be in line-out/line-in format. Include material to be deleted in the comment in the strike through mode. Include material to be added in the comment with underlining. To facilitate adjudication of comments, copy complete sentences into the matrix so that it may not be necessary to refer back to the publication to understand the rationale for the change. Do not use Microsoft Word Tools, Track Changes mode to edit the comments in the matrix. Comments must include rationale with exact references whenever possible. When suggesting additional text, specific text must be included with the comment in order for it to be incorporated.

10. Column 9 – RATIONALE

Concise explanation of the rationale for the comment.

11. Column 10 – DECISION

Accept (“A”), reject (“R”) (Rationale required for rejection), or accept with modification to the comment (“M”) (Rationale required for modification).

NOTE: This column is for the LA and/or JSDS use only. No rationale is required for accepted items. Rationale for rejection is placed in the rationale comment box and highlighted for clarity. For modifications, the complete modified language will be placed (and annotated) as the bottom entry for that item in the “Comments” column and the rationale for the modification placed in the rationale comment box and highlighted for clarity.

ITEM	#	SOURCE	TYPE	PAGE	PARA	LINE	COMMENT	RATIONALE	A/R/M
	1	J7	A	0.00		0.0	<b>General Comment.</b> Change all references of "NCA" to read "President", "SecDef" or both.	Per Director, Joint Staff memo, 11 JAN 02, this term is no longer valid.	
	2	J7	M	1.02	2a	4	Change as follows: "Threats now span a widening range of activities: from terrorist use of chemical, biological, radiological, <del>and</del> nuclear, <u>and high yield explosives</u> (CBRNE) weapons to regional military or social crises that threaten the territorial integrity of US allies."	Consistency with JP 2-01.1, Chapter I, para 1. Track this fix throughout the JP.	
	3	J7	A	1.03	3	38	Change as follows: "Intelligence enables commanders at all levels to focus their combat power; and to provide full-dimensional force protection both in war and during military operations other than war (MOOTW)."	Correctness.	
	4	J7	S	4.20	F4.04		The list of responsibilities for the J-2 during concept development is not the same as those found in the text of para 2b(2)(a).	These lists must be consistent.	
	5	J7	S	52.37	9a(2)(c)	4	Change as follows: "(c) Performs ground MASINT collection for the Defense IC, under the direction of the <u>DIA Central MASINT Organization</u> , in support of theater, Army, and national requirements."	CMO has been removed from this JP.	
	6	J7	S	99.20		6	Change as follows: " joint interrogation and debriefing center. Physical location for the exploitation of intelligence information from enemy prisoners of war, <u>enemy combatants</u> , and other non-prisoner sources. It is normally subordinate to the joint force/J-2. Also called JIDC. ( <del>JP 1-02</del> ) ( <u>Upon approval of this revision, this term and its definition will modify the existing term and its definition and will be included in JP 1-02.</u> )"	Consistency with Appendix G, para 4b.	

(filename)

(date)

Page 1 of 2

**Figure C-E-1**  
**Sample Joint Publication Comment Matrix**

C-E-4

Appendix E  
Enclosure C

ITEM	#	SOURCE	TYPE	PAGE	PARA	LINE	COMMENT	RATIONALE	A/R/M
1.	24	USSTRATCOM	A	0.00		0.0	<b>General Comment:</b> As of 1 Oct change all occurrences of the title “USSPACECOM” to “USSTRATCOM”	STRAT takeover of SPACE	A
2.	16	USPACOM	S	0.03		17.21, 1.6	All figures are missing from document		A
3.	5	USAF	S	1.01		12	Add “single agency” after “single-Service....”  <b>Lead Agent Comment: Change to read, “...intelligence capabilities into a unified effort that surpasses any single-Service organizational effort.”</b>	Completeness: Document mentions the Intelligence Community quite a bit. The term “single Service” would seem to apply only to the military but the IC is broader than the military.	M
4.	1	USA	S	1.03		9.10	Change “weapons of mass destruction” to “chemical, biological, radiological, and nuclear (CBRN) weapons.”	Updates to UJTL 4.2 terminology.  <b>Lead Agent Rationale for Rejection: “WMD” is both defined and accepted in joint doctrine.</b>	R
5.	80	NGA	S	54.02.19		19.20	Change as follows: “... <del>telephonic or oral</del> verbal report, a brief electronic message, or an annotated <del>hardcopy</del> image <del>printed from the softcopy display.</del> ” <u>Lead Agent Modification. Delete all of Appendix D and re-sequence all subsequent appendices.</u>	Clarity.	M – Text Deleted
6.	50	J2T	A	55.11	11	8	Replace “Electronics” with “Electronic.”	Correctness. ELINT stands for “electronic intelligence.”	A
7.	156	USMC	S	99.34		2	Change as follows: “...policy, and <u>military</u> plans and operations at national and theater levels. (JP 1-02)”	Accuracy and consistency with JP 1-02.	A

(filename)

(date)

Page 2 of 2

**Figure C-E-2**  
**Sample Joint Publication Adjudicated Matrix**

C-E-5

Appendix E  
Enclosure C

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APPENDIX F TO ENCLOSURE C  
SAMPLE EVALUATION DIRECTIVE

Reply ZIP Code:  
20318-7000

MEMORANDUM FOR: Distribution List

Subject: Evaluation Directive for Joint Test Publication X-XX  
Encl: Data Collection and Analysis Plan

1. Purpose. This evaluation directive identifies responsibilities, evaluation criteria, and methodology for the evaluation of Joint Test Publication X-XX.
2. Background. Includes the scope and history of the project and other relevant information.
3. Responsibilities. Identifies general responsibilities of the lead agent, evaluation agent, and other members of the joint doctrine development community regarding the evaluation.
4. Evaluation Methodology. Highlights the methodology for conducting the evaluation.
5. Evaluation Criteria. Lists the general and specific aspects of the concept that requires evaluation.
6. Completion Date. The date the final evaluation report is due to the Joint Staff/J-7 for release to the lead agent.
7. Amplifying Information. Provides information on the development, coordination, and distribution of evaluation results and the evaluation report, Joint After-Action Report requirements, and joint exercise planning guidance.
8. Administrative Instructions. Lists any additional administrative remarks.

Distribution List\*

Headquarters, Department of the Army (ATTN: G35-SSP)  
Chief of Naval Operations (ATTN: N512)  
Headquarters, Air Force Doctrine Center  
Commandant of the Marine Corps (ATTN: PLN-13)  
Commandant, US Coast Guard (ATTN: G-OPD)  
Commander, US Joint Forces Command (ATTN: JW102)  
Commander, US Central Command (ATTN: CCJ5-O)  
Commander, US Northern Command (ATTN: NCJ5)  
Commander, US European Command (ATTN: ECJ5-S)  
Commander, US Pacific Command (ATTN: J37)  
Commander, US Southern Command (ATTN: SCJ5-PS)  
Commander, US Special Operations Command (ATTN: SOOP-PJ-D)  
Commander, US Strategic Command (ATTN: J512)  
Commander, US Transportation Command (ATTN: TCJ5-SR)  
Commander, US Army Training and Doctrine Command (ATTN: ATDO-A)  
Commanding General, Marine Corps Combat Development Command,  
Joint Doctrine Branch  
Commander, Navy Warfare Development Command (ATTN: N5)  
Commander, US Air Force Doctrine Center, (ATTN: DJ)  
Commander, USJFCOM Joint Warfighting Center (ATTN: JW100)  
Director, Joint Staff/J-7 (ATTN: JEDD)  
President, National Defense University (ATTN: NDU-AA)  
(PRA, TRAs, and other agencies, as necessary)

\* The evaluation agent when given direct liaison by the combatant command may add subordinate command addressees involved in exercise evaluations.

APPENDIX G TO ENCLOSURE C

SAMPLE REQUEST FOR FEEDBACK MESSAGE

01 02     RR   RR                    (CLAS)

FROM    CDRUSJFCOM NORFOLK VA//JW100//  
TO    AIG 7029

(classification)

MSGID/GENADMIN/JOINT WARFIGHTING CENTER//JW100//  
SUBJ/REQUEST FOR FEEDBACK ON JP **X-XX**, **(title)**, **(date)** (SUSPENSE  
DATE **XX XXX XX**//

REF/A/DOC/ CJCSI 5120.02//

REF/B/MINUTES/JDWP/DATED 27 OCTOBER 2000//

REF/C/HTTP://WWW.DTIC.MIL/DOCTRINE OR SIPRNET

HTTP://NMCC20A.NMCC.SMIL.MIL/DJ9J7EAD/DOCTRINE(ALL LOWER  
CASE LETTERS)//

NARR/REF A PROVIDES POLICY FOR ASSESSMENTS OF JOINT  
PUBLICATIONS. REF B INCLUDES THE DECISION TO NOT CONDUCT AN  
"EARLY" FORMAL ASSESSMENT 18-24 MONTHS AFTER APPROVAL OF A  
JOINT PUBLICATION UNLESS USJFCOM'S PRELIMINARY ASSESSMENT  
CONCLUDES IT IS NECESSARY. REF C IS THE WEBSITE ADDRESS FOR  
THE JOINT ELECTRONIC LIBRARY (JEL) WHERE THIS JP MAY BE  
DOWNLOADED.//

POC/**(first name)**/**(last name of military AO)**/**(rank)**/DOCTRINE GROUP,  
USJFCOM JWFC/SUFFOLK, VA/DSN 668-**XXXX**/COMM (757) 686-  
**XXXX**/FAX-6198/OR/ **(doctrine support team member)**/MR./ DOCTRINE  
SUPPORT TEAM, USJFCOM JWFC/SUFFOLK, VA/ **XXXX**//

RMKS/**(for early formal assessments)**1. THE JOINT PUBLICATION  
MAINTENANCE SYSTEM REQUIRES THAT ALL JOINT PUBLICATIONS BE  
ACTIVELY AND CONTINUOUSLY ASSESSED. IN ACCORDANCE WITH REFS  
A AND B AND BASED UPON AN IN-DEPTH ANALYSIS OF ALL PERTINENT  
INFORMATION RELEVANT TO JP X-XX BY USJFCOM, THE JOINT STAFF J-7  
HAS DETERMINED THAT AN "EARLY" FORMAL ASSESSMENT (18 TO 24  
MONTHS AFTER APPROVAL OF THIS PUBLICATION) WILL BE CONDUCTED.  
RMKS/**(for scheduled formal assessments)**1. IN ACCORDANCE WITH REF  
A, THE JOINT PUBLICATION MAINTENANCE SYSTEM REQUIRES THAT ALL  
JOINT PUBLICATIONS BE ACTIVELY AND CONTINUOUSLY ASSESSED. IN  
ACCORDANCE WITH REF B IT WAS DETERMINED THAT AN "EARLY"  
FORMAL ASSESSMENT (18 TO 24 MONTHS AFTER APPROVAL OF THIS  
PUBLICATION) WOULD NOT BE CONDUCTED AND THAT THE PUBLICATION  
BE REVISED AT THE SCHEDULED FIVE-YEAR REVISION CYCLE. JP **X-XX**  
IS IN THE WINDOW FOR REVISION.

2. JP **X-XX**'S SCOPE IS AS FOLLOWS: (QUOTE) **(Scope verbatim from  
preface of joint publication.)** (UNQUOTE)  
**(For early formal assessments)**

3. USJFCOM JWFC'S ANALYSIS INCLUDED A REVIEW OF THE JOINT  
PUBLICATION, THE JOINT ELECTRONIC LIBRARY, THE JOINT AFTER-  
ACTION REPORTING SYSTEM, AND OTHER APPLICABLE DATABASES;  
INTERVIEWS AND DISCUSSION WITH ORGANIZATIONS TO INCLUDE THE  
LEAD AGENT AND JOINT STAFF DOCTRINE SPONSOR; AND

OBSERVATIONS OF THE APPLICATION OF THE DOCTRINE DURING EXERCISES (**List applicable exercises**). ACCORDINGLY, THIS REQUEST FOR FEEDBACK MESSAGE REQUESTS YOUR WRITTEN OR MESSAGE RESPONSE TO THE FOLLOWING QUESTIONS ON JP **X-XX** DATED **XX XXX XX** NO LATER THAN (**3 months from date of message**). SEND RESPONSES TO CDRUSJFCOM NORFOLK VA//JW100// WITH INFO TO AIG 7029 OR E-MAIL TO (**military AO username**)@JFCOM.MIL, OR (**doctrine support team member username**)@JFCOM.MIL.

**(For scheduled formal assessments)**

4. THIS REQUEST FOR FEEDBACK MESSAGE REQUESTS YOUR WRITTEN OR MESSAGE RESPONSE TO THE FOLLOWING QUESTIONS ON JP **X-XX**, DATED **XX XXX XX**, NO LATER THAN (**3 months from date of message**). SEND RESPONSE TO CDRUSJFCOM NORFOLK VA//JW100// WITH INFO TO AIG 7029 OR E-MAIL: (**military AO username**)@JWFC.JFCOM.MIL OR (**doctrine support team member username**)@JWFC.JFCOM.MIL

A. GENERAL QUESTIONS: REQUEST LINE-OUT/LINE-IN COMMENTS, WHERE APPROPRIATE. ADDITIONALLY, REQUEST RESPONSES BE CATEGORIZED AS CRITICAL, MAJOR, SUBSTANTIVE, OR ADMINISTRATIVE IAW THE REF.

- (1) SHOULD THE SCOPE BE MODIFIED? IF SO, WHY AND HOW?
- (2) IS THE INFORMATION/GUIDANCE PROVIDED ACCURATE AND USEFUL?
- (3) HOW CAN THIS JP BE BETTER ORGANIZED TO ENHANCE READABILITY AND COMPREHENSION?
- (4) WHAT ARE THE STRENGTHS OF THIS PUBLICATION?
- (5) WHAT ARE THE WEAKNESSES OF THIS PUBLICATION?
- (6) WHAT PORTIONS REQUIRE UPDATING/MODIFYING TO ENSURE CONSISTENCY WITH APPROVED DOCTRINE PUBLISHED SINCE (**date of JP**)?

(7) WHICH GRAPHICS, FIGURES, OR TABLES ARE STILL APPROPRIATE FOR THIS JP AND WHICH, IF ANY, SHOULD BE OMITTED OR MODIFIED? IF SO, WHY AND HOW?

(8) IS (**main topic**) ADEQUATELY ADDRESSED?

(9) WHAT SECTIONS OF THIS JP ARE REDUNDANT AND SHOULD BE DELETED OR CONSOLIDATED WITH OTHER JPS? IF SO, WHICH JPS?

(10) WHAT REFERENCES, EITHER IN THE TEXT OR IN APPENDIX (REFERENCES), SHOULD BE ADDED OR DELETED?

B. TOPIC-SPECIFIC QUESTIONS: (**Examples are provided below**)

REQUEST LINE-OUT/LINE-IN COMMENTS, WHERE APPROPRIATE. ADDITIONALLY, REQUEST RESPONSES BE CATEGORIZED AS CRITICAL, MAJOR, SUBSTANTIVE, OR ADMINISTRATIVE IAW REF.

(1) REGARDING THE SCOPE, DOES THE PUBLICATION FOCUS TOO MUCH AT THE STRATEGIC LEVEL VERSUS THE OPERATIONAL LEVEL (OR VICE VERSA)? IF SO, WHAT NEEDS TO BE ADDRESSED TO BRING THE JP IN LINE WITH THE SCOPE?

(2) A JOINT AFTER-ACTION REPORTING SYSTEM SEARCH IDENTIFIED CONCERNS ABOUT (**subject**) HOW CAN THE GUIDANCE IN CHAPTER **XX** ABOUT (**subject**) BE BETTER ARTICULATED?

(3) IS THE GUIDANCE CONSISTENT WITH THAT FOUND IN JP **X-XX** AND JP **X-XX**? IF NOT, WHAT SHOULD BE CHANGED IN THIS JP, OR THE OTHER JPS TO ENSURE CONSISTENCY?

(4) DOES THE PUBLICATION ADEQUATELY ADDRESS THE PLANNING AND COORDINATION OF (**subject**) AS DESCRIBED IN CHAPTER **XX**? IF NOT, WHAT SPECIFIC IMPROVEMENTS ARE REQUIRED?



- (5) DOES THE PUBLICATION ADEQUATELY ADDRESS THE CAPABILITIES AND LIMITATIONS AS DESCRIBED IN CHAPTER **XX**? IF NOT, WHAT SPECIFIC IMPROVEMENTS ARE REQUIRED?
  - (6) SHOULD THERE BE A LINK OR DESCRIPTION OF THE JOINT REPORTING STRUCTURE REPORTS THAT DEAL WITH **(subject)** IN JP **X-XX**? IF SO, WHAT SHOULD THE JP STATE?
  - (7) WHAT OTHER SPECIFIC MISSIONS SHOULD BE INCLUDED?
  - (8) ARE THE ROLES AND RESPONSIBILITIES OF THE VARIOUS OFFICIALS, COMMANDERS, AND AGENCIES, DESCRIBED IN CHAPTER **XX** COMPLETE AND ACCURATE? IF NOT WHAT CHANGES, ADDITIONS, OR DELETIONS SHOULD BE MADE?
5. IN ADDITION TO THE ABOVE CONSIDERATIONS, THE REF REQUIRES AN ASSESSMENT OF THE NEED FOR URGENT CHANGES OR AN EARLY REVISION. URGENT CHANGES ARE THOSE THAT REQUIRE IMMEDIATE PROMULGATION TO PREVENT PERSONNEL HAZARD OR DAMAGE TO EQUIPMENT, CORRECT AN OPERATING TECHNIQUE, OR EMPHASIZE A LIMITATION THAT ADVERSELY AFFECTS OPERATIONAL EFFECTIVENESS. IF YOU HAVE ANY RECOMMENDED URGENT CHANGES OR REASONS FOR AN EARLY REVISION, INCLUDE THOSE ALONG WITH SUPPORTING RATIONALE.
6. DO YOU HAVE ANY OTHER COMMENTS?
7. REQUEST ADDRESSEES ACKNOWLEDGE RECEIPT OF THIS MESSAGE WITHIN 96 HOURS OF THE DATE-TIME GROUP BY CONTACTING **(JWFC-DOC AO name)** OR MR. **(DST member name)**, AND IDENTIFYING YOUR ORGANIZATION'S POC AND PHONE NUMBER.
8. WE SINCERELY APPRECIATE YOUR EFFORTS IN DEVELOPING A THOROUGH RESPONSE BECAUSE SOLICITATION OF INPUTS IS ONE OF THE PRIMARY MEANS WE USE TO REVISE JOINT PUBLICATIONS. JOINT WARFARE IS TEAM WARFARE. BT//

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APPENDIX H TO ENCLOSURE C

SAMPLE URGENT CHANGE RECOMMENDATION

01 02     RR   RR                    (CLAS)

FROM     (ORIGINATOR Address)  
TO   JOINT STAFF WASHINGTON DC//J7/JEDD  
     (LEAD AGENT)  
     CDRUSJFCOM NORFOLK VA//JW100//  
     AIG 7029

(classification)

MSGID/GENADMIN/(organization ID)//  
SUBJ/URGENT CHANGE RECOMMENDATION FOR JOINT  
PUBLICATION

X-XX.X//

REF/A/DOC/CJCSI 5120.02, JOINT DOCTRINE DEVELOPMENT  
SYSTEM//

POC/(last name)/(milrank)/UNIT ID/LOCATION/TEL: (number)//  
RMKS/1. IAW REF A URGENT CHANGE IS RECOMMENDED FOR  
JOINT PUBLICATION X-XX\_\_\_\_\_.

2. PAGE \_\_\_\_\_ ART/PARA\_\_\_\_\_ NO\_\_\_\_\_ LINE/SENTENCE\_\_\_\_\_  
FIG NO\_\_\_\_\_.

3. PROPOSED NEW TEXT.

4. JUSTIFICATION.

BT//

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APPENDIX I TO ENCLOSURE C

SAMPLE JOINT PUBLICATION SIGNATURE MESSAGE

P P (dtg)  
FM JOINT STAFF WASHINGTON DC//J7/JEDD//  
TO RUEADWD/DA WASHINGTON DC//G35-SSP//  
RUEAHQA/CSAF WASHINGTON DC//DC/IL/XO/XOXJ//  
ZEN/CNO WASHINGTON DC//N3/N4/N5/N3N5C//  
ZEN/CMC WASHINGTON DC//PLN-13//  
RULSJGA/COMDT COGARD WASHINGTON DC//G-C/G-RER/G-OP//  
RUCAACC/CDR USCENTCOM MACDILL AFB FL//CCJ8//  
ZEN/CDR USPACOM HONOLULU HI  
RUMIAAA/CDR USSOUTHCOM MIAMI FL//J7//  
RUFGCIN/CDR USEUCOM VAIHINGEN GE//ECDC//  
RUCQSOC/CDR USSOCOM MACDILL AFB  
FL//J2/J3/SORR/SOIO/SOOP//  
RUCUSTR/CDR USSTRATCOM OFFUTT AFB NE//J3/J4/J5/J6//  
RUCBACJ/CDR USJFCOM JWFC SUFFOLK VA  
RHCUAAA/CDR USTRANSCOM SCOTT AFB IL  
RUPEUSA/CDR USNORTHCOM//DC//  
ZEN/CDR USJFCOM NORFOLK VA  
INFO RUFTVFA/3AF RAF MILDENHALL UK  
RULSMCC/CG MCCDC QUANTICO VA//EFDC/JOC//  
RHCPMXA/HQ AFDC MAXWELL AFB AL  
ZEN/COMNAVWARDEVCOM NEWPORT RI  
RUBDDIR/CDRTRADOC FT MONROE VA//ATCS/ATIN/ATDO//  
RUEPVAA/COMJSOC FT BRAGG NC  
RUCVNAF/8AF BARKSDALE AFB LA//CC/CV/DO//  
RUEOBBA/9AF SHAW AFB SC  
RUHHHGA/11AF ELMENDORF AFB AK//CC//  
RHHEAAA/13AF ANDERSEN AFB GU//CC//  
RUFPAHQ/16AF AVIANO AB IT//CC/DOX//  
RHCPMXA/ACSC MAXWELL AFB AL//CC/DEJ//  
RUEAHQA/HQ USAF WASHINGTON DC//XOO/XOOT//  
RUPEUNA/HQ NORAD PETERSON AFB CO//J5PX//  
RUEANBA/PRES NDU WASHINGTON DC  
RUQVKJW/JIOC SAN ANTONIO TX//J3//  
ZEN/COMSEVENTHFLT//N3//  
ZEN/COMSIXTHFLT//N3//  
ZEN/COMTHIRDFLT  
ZEN/CG I MEF//G3/G7//  
ZEN/CG II MEF//G2/G7//  
ZEN/CG III MEF//G1/G3/G5/G6//  
ZEN/5AF YOKOTA AB JA  
ZEN/7AF OSAN AB KOR  
ZEN/15AF TRAVIS AFB CA  
ZEN/COMUSFK SEOUL KOR  
ZEN/NAVCSRF HONOLULU HI//N33//  
BT  
UNCLAS  
QQQQ  
UNCLASSIFIED//

MSGID/GENADMIN/JOINT STAFF J7/JEDD//  
SUBJ/ANNOUNCEMENT OF SIGNATURE AND DISTRIBUTION OF  
JOINT PUBLICATION X-XX, (publication title)//  
REF/A/DOC/CJCSI 5120.02, JOINT DOCTRINE DEVELOPMENT  
SYSTEM//  
AMPHN/REF IS THE JOINT DOCTRINE DEVELOPMENT SYSTEM  
INSTRUCTION//  
POC/(last name)/(first name)/(milrank)//JOINT STAFF J7/JEDD/TEL:  
(number)//  
RMKS/1. IAW REF A, JOINT PUBLICATION X-XX, (publication title),  
WAS SIGNED ON (date) BY THE (title of signatory).  
(If required) 2. JP X-XX, (title) REVISES THE (date of previous version)  
VERSION OF THIS PUBLICATION AND PROVIDES SIGNIFICANT  
CHANGES IN THE FOLLOWING AREAS:  
A. (Highlights from the summary of changes).  
B. (Highlights from the summary of changes).  
C. (Highlights from the summary of changes).  
3. JP X-XX IS CURRENTLY AVAILABLE ON THE JOINT ELECTRONIC  
LIBRARY AT [www.dtic.mil/doctrine](http://www.dtic.mil/doctrine) AND WILL BE INCLUDED IN THE  
FUTURE RELEASES OF THE JEL CD-ROM. PRINTED COPIES WILL  
ALSO BE DISTRIBUTED IAW REF A.(if applicable)//  
4. REQUEST ALL ADDRESSEES ENSURE WIDEST DISEMINATION.  
BT

ENCLOSURE D

JOINT PUBLICATION ORGANIZATION FRAMEWORK

1. Joint Publication Hierarchy

a. The JP hierarchy provides a framework for the serial structure of joint doctrine. The organizational structure follows traditional Joint Staff lines of responsibility to the maximum degree possible. The hierarchy is divided into two levels: above-the-line doctrine and below-the-line doctrine.

(1) Above-the-line publications include capstone and keystone publications and other key joint doctrine publications signed by the Chairman of the Joint Chiefs of Staff and intended to be used by combatant commanders, subunified commanders, JTF commanders, Service Chiefs, and Joint Staff directors. The capstone publications (JPs 1 and 0-2) link joint doctrine to national strategy and the contributions of other government agencies, alliances, and coalitions. The keystone publications (JPs 1-0, 2-0, etc.) constitute the doctrinal foundation of the series. Each series has a keystone manual as the first publication in the series.

(2) Below-the-line publications include those supporting joint doctrine publications that are signed by the Director, Joint Staff, and contain specific mission area guidance for the joint community. Included in this level are reference publications and those describing joint personnel, intelligence support, joint operations, logistic support, planning, and command, control, communications, and computers (C4) systems support.

b. A complete listing of all approved JPs and JPs under development is contained in JP 1-01.1, *Compendium of Joint Publications*. A current version of the joint doctrine hierarchy will be maintained on the CJCS JEL.

c. The hierarchy does not contain CJCSIs or CJCSMs. These documents contain policy or detailed procedures for performing specific tasks that do not involve the employment of forces. CJCSIs and CJCSMs do not contain joint doctrine. Accordingly, some former JPs (e.g., Joint Operation Planning and Execution System) have been converted to CJCSIs or CJCSMs.

2. Joint Publication Series Description

a. JP 0 Series — Capstone Doctrine. JP 1, *Joint Warfare of the Armed Forces of the United States*, lays the foundation for joint operations through doctrine. JP 0-2, *Unified Action Armed Forces (UNAAF)*, provides the basic organization and command and control relationships required for effective joint operations of the forces of two or more Military Departments.

b. JP 1-0 Series — Joint Personnel and Reference Publications.

Publications in this series establish joint doctrine for personnel support of joint operations. Also in the 1-0 series are reference publications that are not doctrinally linked to the keystone publications (e.g., JP 1-02, *Department of Defense Dictionary of Military and Associated Terms*, and JP 1-01.1, *Compendium of Joint Publications*).

c. JP 2-0 Series — Doctrine for Intelligence Support of Joint Operations.

Publications in this series establish joint doctrine for intelligence support of joint operations. These publications provide commanders and their staffs specific direction in intelligence support to joint operations, counterintelligence, and geospatial information and services.

d. JP 3-0 Series — Doctrine for Joint Operations. Publications in this series establish joint doctrine for directing, planning, and executing joint operations.

e. JP 4-0 Series — Doctrine for Logistic Support of Joint Operations.

Publications in this series establish joint doctrine for directing, planning, and carrying out logistic support of joint operations. Included in this series is guidance on transportation, health services, petroleum, engineer support, mobilization, mortuary affairs, common-user logistics, multinational logistics, and global distribution.

f. JP 5-0 Series — Doctrine for Planning Joint Operations. Publications in this series establish the joint planning process relating to the conduct of joint military operations. Designed for the JTF and above, it provides broad guidance on campaign planning and JTF planning.

g. JP 6-0 Series — Doctrine for C4 Systems Support of Joint Operations.

Publications in this series establish joint doctrine for C4 systems support to joint operations.

3. Joint Publication Identification. The Joint Staff/J-7 assigns the publication number to ensure subject matter continuity.

a. The first numerical group identifies the functional field as listed above.

b. The second numerical group, preceded by a hyphen, places the publication within a functional field. A zero-digit designator is used to indicate the keystone manual for the series of a functional field.

c. The third numerical group, preceded by a period, designates those publications that provide supporting or expanded doctrine for sequenced manuals within a functional field.



d. Joint Number Linkage. Services wishing to link their numbering system to the joint system are provided the following information. Not all possible numbers using the joint numbering system are necessary to support joint doctrine. As a result, possible numbers are divided into several categories. These include:

- (1) Joint numbers for JPs in use or development.
- (2) Joint numbers reserved for possible joint use.
- (3) Joint numbers that will not be used.

(a) The purpose of the second and third category is to provide a means for Services to use a compatible numbering system.

(b) The third category provides the Services a way to number Service-unique doctrine without conflicting with any future JP numbering. "Joint Publication Numbering Matrix" (Appendix A) to this enclosure shows which numbers are in each category.

4. Release of Joint Publications. Releasing instructions will be included in the administrative instruction appendix of each JP. Requests for classified publications must be in accordance with DOD Regulation 5200.1-R, *Information Security Program*.

a. Approved Publications. Only approved publications are releasable outside the Services, combatant commands, and Joint Staff. Release of any classified JP to foreign governments or foreign nationals must be requested through the local embassy (Defense Attaché Office) to DIA Foreign Liaison Office, PO-FL, Room 1E811, 7400 Pentagon, Washington, DC 20301-7400.

b. Publications Under Development. Draft or proposed publications (including JTPs) are only releasable to the Services, combatant commands, CSAs, and Joint Staff. Such publications may only be released to other individuals, agencies, and professional military education institutions for the express purpose of review and comment as part of the doctrine development process. This is to help prevent the possibility of misrepresenting joint doctrine under development as approved doctrine, and precludes quoting or publishing "doctrinal statements" that may eventually change before final staffing and approval. Any exceptions must be approved through the Joint Staff/J-7.

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APPENDIX A TO ENCLOSURE D

JOINT PUBLICATION NUMBERING MATRIX

<b>JOINT PUBLICATION NUMBERING MATRIX</b>											
<b>1 Series</b>		<b>2 Series</b>		<b>3 Series</b>		<b>4 Series</b>		<b>5 Series</b>		<b>6 Series</b>	
Ex: 1-0	CAT	Ex: 2-0	CAT	Ex: 3-0	CAT	Ex: 4-0	CAT	Ex: 5-0	CAT	Ex: 6-0	CAT
1-0	1	2-0	1	3-0	1	4-0	1	5-0	1	6-0	1
1-01	1	2-01	1	3-01	1	4-01	1	5-01	2	6-01	2
1-02	1	2-02	1	3-02	1	4-02	1	5-02	2	6-02	2
1-03	2	2-03	1	3-03	1	4-03	1	5-03	2	6-03	2
1-04	1	2-04	2	3-04	1	4-04	1	5-04	2	6-04	2
1-05	1	2-05	2	3-05	1	4-05	1	5-05	2	6-05	2
1-06	1	2-06	2	3-06	2	4-06	1	5-06	2	6-06	2
1-07	2	2-07	2	3-07	1	4-07	1	5-07	2	6-07	2
1-08	2	2-08	2	3-08	1	4-08	1	5-08	2	6-08	2
1-09	2	2-09	2	3-09	1	4-09	1	5-09	2	6-09	2
1-10	2	2-10	2	3-10	1	4-10	2	5-10	2	6-10	2
1-11	2	2-11	2	3-11	1	4-11	2	5-11	2	6-11	2
1-12	2		2	3-12	1	4-12	2	5-12	2	6-12	2
1-13	2	2-13	2	3-13	1	4-13	2	5-13	2	6-13	2
1-14	2	2-14	2	3-14	1	4-14	2	5-14	2	6-14	2
1-15	2	2-15	2	3-15	1	4-15	2	5-15	2	6-15	2
1-16	2	2-16	2	3-16	1	4-16	2	5-16	2	6-16	2
1-17	2	2-17	2	3-17	1	4-17	2	5-17	2	6-17	2
1-18	2	2-18	2	3-18	1	4-18	2	5-18	2	6-18	2
1-19	3	2-19	3	3-19	3	4-19	3	5-19	3	6-19	3
1-20	3	2-20	3	3-20	3	4-20	3	5-20	3	6-20	3
1-21	3	2-21	3	3-21	3	4-21	3	5-21	3	6-21	3
1-22	3	2-22	3	3-22	3	4-22	3	5-22	3	6-22	3
1-23	3	2-23	3	3-23	3	4-23	3	5-23	3	6-23	3
1-24	3	2-24	3	3-24	3	4-24	3	5-24	3	6-24	3
1-25	3	2-25	3	3-25	3	4-25	3	5-25	3	6-25	3
1-26	3	2-26	3	3-26	1	4-26	3	5-26	3	6-26	3
1-27	3	2-27	3	3-27	2	4-27	3	5-27	3	6-27	3
1-28	3	2-28	3	3-28	2	4-28	3	5-28	3	6-28	3
1-29	3	2-29	3	3-29	2	4-29	3	5-29	3	6-29	3
1-30	3	2-30	3	3-30	1	4-30	3	5-30	3	6-30	3
1-31	3	2-31	3	3-31	1	4-31	3	5-31	3	6-31	3
1-32	3	2-32	3	3-32	1	4-32	3	5-32	3	6-32	3
1-33	3	2-33	3	3-33	1	4-33	3	5-33	3	6-33	3
1-34	3	2-34	3	3-34	1	4-34	3	5-34	3	6-34	3
1-35	3	2-35	3	3-35	1	4-35	3	5-35	3	6-35	3
1-36	3	2-36	3	3-36	3	4-36	3	5-36	3	6-36	3
1-37	3	2-37	3	3-37	3	4-37	3	5-37	3	6-37	3
CAT 1	Numbers for joint publications in use or development										
CAT 2	Numbers reserved for possible joint use										
CAT 3	Numbers that will not be used (Services use in their numbering system will not later conflict with joint numbering)										

<b>JOINT PUBLICATION NUMBERING MATRIX (cont'd)</b>											
<b>1 Series</b>		<b>2 Series</b>		<b>3 Series</b>		<b>4 Series</b>		<b>5 Series</b>		<b>6 Series</b>	
Ex: 1-0	CAT	Ex: 2-0	CAT	Ex: 3-0	CAT	Ex: 4-0	CAT	Ex: 5-0	CAT	Ex: 6-0	CAT
1-38	3	2-38	3	3-38	3	4-38	3	5-38	3	6-38	3
1-39	3	2-39	3	3-39	3	4-39	3	5-39	3	6-39	3
1-40	3	2-40	3	3-40	1	4-40	3	5-40	3	6-40	3
1-41	3	2-41	3	3-41	1	4-41	3	5-41	3	6-41	3
1-42	3	2-42	3	3-42	3	4-42	3	5-42	3	6-42	3
1-43	3	2-43	3	3-43	3	4-43	3	5-43	3	6-43	3
1-44	3	2-44	3	3-44	3	4-44	3	5-44	3	6-44	3
1-45	3	2-45	3	3-45	3	4-45	3	5-45	3	6-45	3
1-46	3	2-46	3	3-46	3	4-46	3	5-46	3	6-46	3
1-47	3	2-47	3	3-47	3	4-47	3	5-47	3	6-47	3
1-48	3	2-48	3	3-48	3	4-48	3	5-48	3	6-48	3
1-49	3	2-49	3	3-49	2	4-49	3	5-49	3	6-49	3
1-50	3	2-50	3	3-50	1	4-50	3	5-50	3	6-50	3
1-51	2	2-51	2	3-51	1	4-51	2	5-51	2	6-51	2
1-52	2	2-52	2	3-52	1	4-52	2	5-52	2	6-52	2
1-53	2	2-53	2	3-53	1	4-53	2	5-53	2	6-53	2
1-54	2	2-54	2	3-54	1	4-54	2	5-54	2	6-54	2
1-55	2	2-55	2	3-55	2	4-55	2	5-55	2	6-55	2
1-56	2	2-56	2	3-56	2	4-56	2	5-56	2	6-56	2
1-57	2	2-57	2	3-57	1	4-57	2	5-57	2	6-57	2
1-58	2	2-58	2	3-58	1	4-58	2	5-58	2	6-58	2
1-59	2	2-59	2	3-59	1	4-59	2	5-59	2	6-59	2
1-60	2	2-60	2	3-60	1	4-60	2	5-60	2	6-60	2
1-61	2	2-61	2	3-61	1	4-61	2	5-61	2	6-61	2
1-62	2	2-62	2	3-62	2	4-62	2	5-62	2	6-62	2
1-63	2	2-63	2	3-63	2	4-63	2	5-63	2	6-63	2
1-64	2	2-64	2	3-64	2	4-64	2	5-64	2	6-64	2
1-65	2	2-65	2	3-65	2	4-65	2	5-65	2	6-65	2
1-66	2	2-66	2	3-66	2	4-66	2	5-66	2	6-66	2
1-67	2	2-67	2	3-67	2	4-67	2	5-67	2	6-67	2
1-68	2	2-68	2	3-68	2	4-68	2	5-68	2	6-68	2
1-69	2	2-69	2	3-69	2	4-69	2	5-69	2	6-69	2
1-70	2	2-70	2	3-70	1	4-70	2	5-70	2	6-70	2
1-71	2	2-71	2	3-71	2	4-71	2	5-71	2	6-71	2
1-72	2	2-72	2	3-72	2	4-72	2	5-72	2	6-72	2
1-73	2	2-73	2	3-73	2	4-73	2	5-73	2	6-73	2
1-74	2	2-74	2	3-74	2	4-74	2	5-74	2	6-74	2
1-75	2	2-75	2	3-75	2	4-75	2	5-75	2	6-75	2
1-76	2	2-76	2	3-76	2	4-76	2	5-76	2	6-76	2
1-77	2	2-77	2	3-77	2	4-77	2	5-77	2	6-77	2
1-78	2	2-78	2	3-78	2	4-78	2	5-78	2	6-78	2
CAT 1	Numbers for joint publications in use or development										
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<b>JOINT PUBLICATION NUMBERING MATRIX (cont'd)</b>											
<b>1 Series</b>		<b>2 Series</b>		<b>3 Series</b>		<b>4 Series</b>		<b>5 Series</b>		<b>6 Series</b>	
Ex: 1-0	CAT	Ex: 2-0	CAT	Ex: 3-0	CAT	Ex: 4-0	CAT	Ex: 5-0	CAT	Ex: 6-0	CAT
1-79	2	2-79	2	3-79	2	4-79	2	5-79	2	6-79	2
1-80	2	2-80	2	3-80	2	4-80	2	5-80	2	6-80	2
1-81	2	2-81	2	3-81	2	4-81	2	5-81	2	6-81	2
1-82	2	2-82	2	3-82	2	4-82	2	5-82	2	6-82	2
1-83	2	2-83	2	3-83	2	4-83	2	5-83	2	6-83	2
1-84	2	2-84	2	3-84	2	4-84	2	5-84	2	6-84	2
1-85	2	2-85	2	3-85	2	4-85	2	5-85	2	6-85	2
1-86	2	2-86	2	3-86	2	4-86	2	5-86	2	6-86	2
1-87	2	2-87	2	3-87	2	4-87	2	5-87	2	6-87	2
1-88	2	2-88	2	3-88	2	4-88	2	5-88	2	6-88	2
1-89	2	2-89	2	3-89	2	4-89	2	5-89	2	6-89	2
1-90	2	2-90	2	3-90	2	4-90	2	5-90	2	6-90	2
1-91	3	2-91	3	3-91	2	4-91	3	5-91	3	6-91	3
1-92	3	2-92	3	3-92	2	4-92	3	5-92	3	6-92	3
1-93	3	2-93	3	3-93	2	4-93	3	5-93	3	6-93	3
1-94	3	2-94	3	3-94	2	4-94	3	5-94	3	6-94	3
1-95	3	2-95	3	3-95	2	4-95	3	5-95	3	6-95	3
1-96	3	2-96	3	3-96	2	4-96	3	5-96	3	6-96	3
1-97	3	2-97	3	3-97	2	4-97	3	5-97	3	6-97	3
1-98	3	2-98	3	3-98	2	4-98	3	5-98	3	6-98	3
1-99	3	2-99	3	3-99	2	4-99	3	5-99	3	6-99	3
1-100	3	2-100	3	3-100	2	4-100	3	5-100	3	6-100	3
CAT 1	Numbers for joint publications in use or development										
CAT 2	Numbers reserved for possible joint use										
CAT 3	Numbers that will not be used (Services use in their numbering system will not later conflict with joint numbering)										

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ENCLOSURE E

FORMATTING, PRINTING, AND DISTRIBUTING JOINT PUBLICATIONS

1. Formatting Joint Publications

a. Organization. JPs will have several main parts and should be organized as shown in Appendix A, "Sample Joint Publication Organization and Format," to this enclosure and as described below.

(1) Front and Back Covers. The JP title, number, date, Joint Chiefs of Staff, and Service logos (to include US Coast Guard) will be printed on the front cover (sample, page E-A-1). For classified publications, the overall classification of the publication will be printed at the top and bottom of the front and back covers. A figure showing the joint doctrine development process and hierarchy describing the relative position of the publication being presented will be printed inside the back cover. In classified publications, the figure inside the back cover (sample, page E-A-18) will be marked UNCLASSIFIED. The publication covers will be color-coded as follows:

(a) UNCLASSIFIED and FOR OFFICIAL USE ONLY — dark blue (pantone 5395 CV);

(b) CONFIDENTIAL — blue;

(c) SECRET — red; and

(d) TOP SECRET — orange.

(2) Security Instructions (if JP is classified). Security instructions are required for all classified JPs and will include the following.

(a) The long and short titles of the JP will be UNCLASSIFIED. They can both be used when referring to the JP in all forms of communications.

(b) The reason for the classification and any reproduction or distribution restrictions or instructions.

(c) Instructions for foreign release and sanitation.

(3) Chairman's Letter (sample, page E-A-2) is included in all "above-the-line" publications to provide the Chairman's personal guidance concerning the subject matter of the publication. The drafting

of this letter is the responsibility of the JSDS and occurs after the approval of the FC version.

(4) Preface. A preface (sample, page E-A-3) will be included to describe the scope, purpose, and application. With the exception of the capstone and keystone publications, the purpose and application paragraphs found in the samples contain approved language and should be used without modification.

(5) Summary of Changes. A summary of changes (sample, page E-A-4) will be included in all revised JPs and will provide bulletized statements as to what significant changes were incorporated since the previous edition. It should be prepared by the JSDS after the FC has been approved.

(6) Table of Contents. A table of contents (sample, page E-A-5) will be included.

(7) Executive Summary. An executive summary (sample, page E-A-7) will be included which provides an overview of the publication. It will consist of material extracted from the body of the publication. The material in the executive summary cannot conflict or be inconsistent with the material contained in the body of the publication. The first section, "Commander's Overview," consists of a list of basic concepts presented in the publication. The second section contains a detailed review featuring the core ideas of the publication. This section is formatted in two columns with detailed information on the right and corresponding key points on the left. The left column entry should not be duplicated in the right column. Any acronyms or abbreviations that are used in the executive summary must be independently established in the Commander's Overview, as well as the left and right columns in the second section. Acronyms or abbreviations established in the executive summary must be reestablished again if used in the body of the publication. Executive summaries should not be prepared until the FC version to alleviate having to rewrite them to match the publication.

(8) Body of Publication. The body of the publication (sample, page E-A-9) will be divided into chapters. The chapters may be divided into sections. Footnotes will not be used. Terms normally capitalized when referring to a specific person, place or thing are not capitalized when used in a general context (e.g., "A joint force commander has to develop a campaign plan." as opposed to "The Joint Task Force Commander of Joint Task Force 59 is the guest speaker at the dinner tonight.") This editorial rule applies throughout the publication where appropriate. See the formatting paragraph below for details.



(9) Appendices and Annexes. Appendices are placed at the end of the narrative body before the glossary. Annexes to appendices, if required, follow the appendix to which they apply.

(a) References. References, if any, are listed in the next to the last appendix to the JP (see sample, page E-A-11). This list is to include all documents used to develop the JP.

(b) Administrative Instructions. This appendix is required and is always the last appendix (sample, page E-A-12). If the publication is a revision, the administrative instructions appendix will contain information on which JP(s) are being superseded by the revised JP.

(10) Glossary. The glossary (sample, page E-A-15) usually consists of two parts: Part I, “Abbreviations and Acronyms,” and Part II, “Terms and Definitions.” It is placed in the back of the publication after the appendices. Glossaries are usually unclassified. If the explanation of a term contains classified information, all entries must contain a paragraph classification marking.

(a) Part I — Abbreviations and Acronyms. Part I should contain a listing of abbreviations and acronyms as indicated below. If used at least twice, abbreviations and acronyms should be established separately in the Preface, both columns of the executive summary, and in the text by placing the abbreviation or acronym in parentheses following the first appearance of the term; these abbreviations and acronyms should be included in the glossary. If used at least twice in a particular vignette, abbreviations and acronyms should be established within that particular vignette and should not be included in the glossary. If used in a figure, abbreviations and acronyms should be established in a legend within the figure and not be included in the glossary. If used in a quote, the meaning of the abbreviation or acronym will be placed in brackets immediately following and will not be included in the glossary. In those rare cases where an abbreviation or acronym is more widely recognized than the meaning and is used less than twice, the abbreviation or acronym may be used if the meaning is placed in brackets immediately following. If a particular acronym stands for more than one term in JP 1-02, *Department of Defense Dictionary of Military and Associated Terms*, the intended meaning must be clearly established; an acronym may have only one defined meaning within a publication. Abbreviations and acronyms should not be established or used in chapter titles, section headings, paragraph titles, or figure/table titles/captions. Therefore, no acronyms should appear in the table of contents of JPs. Once established, abbreviations and acronyms may be used as adjectives as well as nouns.

(b) Part II — Terms and Definitions. The glossary should include terms and definitions that are used in the publication, whether new, modified, or currently defined in JP 1-02, *Department of Defense Dictionary of Military and Associated Terms*. When definitions from JP 1-02 are included to assist the reader, they must be listed in the glossary exactly as written in JP 1-02, followed by the notation “(JP 1-02).” If additional text is desired to elaborate on a JP 1-02 definition to provide more information within the context of a particular JP, that information should be provided in the text of the publication. Publication writers should avoid repeating glossary definitions verbatim in the text of a JP, but should use text to discuss or expand the definitions. Publication writers are encouraged to examine existing JP 1-02 terminology relating to the subject matter of the publication for relevance and currency. Deletion of obsolete terminology is strongly encouraged. Glossary terms should be written in lower case unless otherwise designated. For example, glossary terms that are titles of specific organizations are capitalized. Use of stand-alone or single publication terms should be minimized and used only when absolutely necessary. Glossary notations of terms and definitions are summarized in Figure E-1.

b. Page Formatting

(1) First Draft. First draft editions of new publications and first draft revisions or changes to previously approved publications will be 8.5- by 11-inch black and white standard page format (sample, page E-A-9). Revised material will be presented in line-out/line-in format in all revised drafts. Vertical lines in the outside margins of pages will be used to indicate the location of text that has changed since the previous draft or approved publication. First drafts will be double-spaced and single-column with numbered lines.

(2) Second Draft, FC, and Optional JTP Versions. All second draft, FC, and JTP editions of each publication will be converted by the Joint Staff/J-7 with the assistance of the JSDS and LA into an 8.5- by 11-inch format with text single-spaced in single-column layout with numbered lines. Changed material will be presented in line-out/line-in format. Vertical lines in the outside margins of pages will be used to indicate the location of text that has changed since the previous draft or version.

(3) Approved Publications. Approved above-the-line publications and others selected for printing will be converted by the Joint Staff/J-7 into a full color, 6- x 9-inch glossy format for printing. All publications will be available for download from the CJCS JEL in Adobe Acrobat PDF 8.5-by 11-inch format with the following resolutions:

(a) Low Resolution Version. This version is optimized for download with 72 dots per inch (dpi) photos and figures.

(b) High Resolution Version. This version is optimized for local printing with 150 dpi photos and figures.

<b>GLOSSARY NOTATIONS FOR TERMS AND DEFINITIONS</b>		
<b>NOTATION</b>	<b>PLACEMENT</b>	<b>USE</b>
JP 1-02	In parentheses at end of applicable definition.	Indicates that definition is taken verbatim from JP 1-02.
This term and its definition are applicable only in the context of this publication and cannot be referenced outside this publication.	In parentheses at the end of the applicable definition. Upon approval, this notation remains.	Indicates a stand-alone term and its definition applies only to the publication in which it appears and may not be used outside that publication. Use of these terms should be minimized and used only when absolutely necessary.
Upon approval of this publication (or upon approval of a change or revision of an existing publication), this term and its definition will be included in JP 1-02.	In parentheses at the end of the applicable definition. Upon approval, remove this notation and replace with “(Approved for inclusion in the next edition of JP 1-02).”	Introduces, staffs, and adds a new term and definition to JP 1-02.
Upon approval of this publication (or upon approval of a change or revision of an existing publication), this term and its definition will modify the existing term and its definition and will be included in JP 1-02.	In parentheses at the end of the applicable definition. Upon approval, remove this notation and replace with “(This term and its definition modify the existing term and its definition and are approved for inclusion in the next edition of JP 1-02).”	Recommends, staffs, and modifies an existing term and definition in JP 1-02.
Upon approval of this publication (or upon approval of a change or revision of an existing publication), this term and its definition will be removed from JP 1-02.	In parentheses at the end of the applicable definition. Upon approval, remove this notation and replace with “(Approved for removal from the next edition of JP 1-02).”	Recommends, staffs, and deletes an existing approved term and definition from JP 1-02.
This term and its definition are provided for information and are proposed for inclusion in the next edition of JP 1-02 by JP X-XX.	In parentheses at the end of the applicable definition. Upon approval, retain the notation after the applicable definition.	Indicates term and definition are taken verbatim from another draft publication that will approve them for inclusion in the next edition of JP 1-02.
Upon approval of this publication (or upon approval of a change or revision of an existing publication), this term and its definition will modify the existing term “XXXXXXX” and its definition and will be included in JP 1-02 (Where “XXXXXXX” represents the term to be replaced when different than proposed term.)	In parentheses at the end of the applicable definition. Upon approval, remove this notation and replace with “(This term and its definition modify the existing term “XXXXXXX” and its definition and are approved for inclusion in the next edition of the JP 1-02).”	Recommends, staffs, and modifies an existing term (different than the proposed term) and its definition in the JP 1-02.

**Figure E-1. Glossary Notations for Terms and Definitions**

(4) Page Classification. The classification is shown at the top and bottom centers of each page. Unclassified publications are not marked as such.

(5) Margins

(a) For the 8.5- x 11-inch layout, the top and bottom margins of each page will be approximately 1 inch. The left and right margins of each page will be approximately 1.25 inches.

(b) Approved above-the-line publications will use margin settings as required to comply with the 6- x 9-inch format.

(6) Chapters. The top line on the first page of each chapter contains the chapter number in Roman numerals (e.g., CHAPTER II) and is centered on the page (sample, page E-A-9), in regular type, Times New Roman font 14 point. The title of each chapter is printed in capital letters directly below the chapter number and centered on the page in bold type, Times New Roman font 12 point. All chapters will start on the right side (odd-numbered pages) of the publication.

(7) Sections. Sections are lettered consecutively in each chapter using capital letters (e.g., SECTION A). Section headings are centered in the column in bold type, Times New Roman font 12 point.

(8) Paragraphs. Paragraphs are numbered sequentially within each chapter using Arabic numerals. For a paragraph or subparagraph to be numbered or lettered, there must be at least two paragraphs or subparagraphs at the same level. A paragraph numbered "1" must have a paragraph "2," just as subparagraph "a" must have a subparagraph "b." If sections are used within a chapter, paragraph numbering will be continuous within the chapter and will not begin again with each new section. Paragraph headings are left justified, in bold type, Times New Roman font 12 point. The text of the paragraph is in regular type, Times New Roman font 12 point with some bold type used to emphasize key points, as desired. Paragraph classification marking will be in accordance with DOD Regulation 5200.1-R, *Information Security Program*.

(9) Indenting. Paragraphs and subparagraphs will be indented as follows:

**1. Flush left; tabbed .30 inch after period.**

Second line is blank. Third line is tabbed .30 inch and full justified.

a. Tabbed .30 inch; two spaces after period, and full justified.

(1) tabbed .60 inch, two spaces after closed parenthesis, and full justified.

(a) tabbed .90 inch, two spaces after closed parenthesis, and full justified.

1. Subsequent subparagraphs are tabbed 1.20 inch, underlined numbered, two spaces after period, and full justified.

a. Additional subparagraphs are tabbed 1.50 inch, underlined lettered, two spaces after period, and full justified.

(10) Page Numbering. First drafts will have the page numbers in the bottom center of the page. Second draft and FC versions and approved publications will have the page number for all odd numbered pages in the bottom right corner and for all even numbered pages in the bottom left corner, with the publication short title (JP X-XX.X) in the lower right corner.

(a) Preface, Summary of Changes, Table of Contents, and Executive Summary. The pages preceding Chapter I, beginning with the first page of the Preface and including the summary of changes, table of contents, and the executive summary, are to be numbered consecutively with lowercase Roman numerals.

(b) Chapters. Pages will be numbered consecutively in each chapter using chapter and page number hyphenated (e.g., V-1 for chapter five, page 1).

(c) Appendices. Appendices are lettered consecutively using appendix letter and page number order and hyphenated (e.g., A-2 for Appendix A, page 2). To avoid confusion with Roman numerated chapters, the letters “I,” “V,” and “X” will not be used as appendix letters.

(d) Annexes. Annexes to appendices are not listed in the table of contents, but are listed on the first page of the corresponding appendix below the title. When appendices have an annex(es), the appendix text will begin on the second page. Annexes to appendices are lettered consecutively using appendix letter, annex letter, and page number order and hyphenated (e.g., B-A-3 for Appendix B, Annex A, page 3).

(e) Glossary. Glossary pages will be numbered using “GL” and page number hyphenated (e.g., GL-4).

(f) Index. Index pages are lettered using “IN” and page number hyphenated (e.g., IN-1).

(g) Blank Pages. Blank pages are numbered in sequence and annotated in the center with the phrase “Intentionally Blank.” There always will be an even numbered intentionally blank last page in a chapter, appendix, or annex that would have ended on an odd numbered page.

c. Other Guidance

(1) Copyrights. Copyrights on proprietary materials will be secured from the owners. The owners must agree to the printing and electronic distribution of their copyrighted material. Copyrighted material will be marked in JPs in order to comply with copyright laws and give fair credit to the owners of such material.

(2) Figures. Figures should be used to illustrate points. Figures should not consist of only text. Figures are numbered consecutively within chapters or appendices using a chapter number or appendix letter, a hyphenated figure number, and a period followed by an appropriate caption (e.g., “Figure IV-2. Health Service Support Principles”). The figure number and caption are centered under the figure in bold type, Arial font 10 point. If the caption is more than two lines in length, it shall be full justified under the figure. If there is a full page, landscape-layout figure, the figure number and caption remain centered under the figure. There will be a reference to each figure within the text that the figure supports. Figures should be placed as close as possible to, and immediately following, the text they support. Acronyms and abbreviations should not be used in figures. In those cases where their use is unavoidable, they must be established in the figure or in a legend box.

(3) Photographs. Photographs will not be numbered but will have a caption in italic type, Arial font 10 point. If the caption is two lines or fewer, the text is centered; if three lines or more, it is full justified.

Photographs should be placed as close as possible to, and immediately following, the text they support. They should be used to reinforce the contents of the text.

(4) Quotes. Quotes should be appropriate and relevant to enhance the information contained in the chapter. Each chapter will begin with a quote. The source of each quote must also be provided. Quotes will be placed in a light blue text box and indented .30 inch from both the left and right margins in italic type, Arial font 11 point. Source notations will be right justified in bold type, Arial font 10 point.

(5) Vignettes. Vignettes support the publication by providing short, pertinent narratives that enhance the meaning of the text. Each vignette will be indented and a title and the source must be included. The body and source will be in bold type, Arial font 11 point; the source will be right justified.

(6) Reference to Chapters, Appendices, and Other Documents. References within the body of the text and appendices to other chapters or appendices of the same publication will include the full name of the referenced chapter or appendix and will be in quotations. References to other JPs, DOD directives, CJCSIs, CJCSMs, Service publications, or other documents will include the full name of the referenced document and will be in italics without quotations. When referenced at the end of a paragraph or section, they will be set off from the paragraph, full justified, and italicized except for the title of the reference. Margins will be equal to the referenced paragraph above and the first line will not be indented.

2. Printing of Publications. Publication printing falls under one of two categories: “in-cycle” and “out-of-cycle”. “In-cycle” printing is the initial printing done immediately after the publication is approved. Any publication printing done after initial “in-cycle” printing is considered “out-of-cycle” printing.

### 3. Distribution

a. The primary distribution method for electronic copies of JPs is via the CJCS JEL. All JPs are available for download from the CJCS JEL at [www.dtic.mil/doctrine](http://www.dtic.mil/doctrine) for the NIPRNET and <http://nmcc20a.nmcc.smil.mil/dj9j7ead/doctrine/> for the SIPRNET.

b. The JPs distribution system includes both push and pull processes to distribute printed copies of newly approved and revised above-the-line and other selected publications.

(1) The push process provides for distribution of JPs directly from the printer to the user. It is a continuous process that requires the participation of the Services, Service doctrine centers and commands, combatant commands, and Joint Staff in cooperation and coordination with USJFCOM (Doctrine Group). The Doctrine Group, USJFCOM, is responsible for the creation and maintenance of the JP distribution database. The Joint Staff/J-7 is responsible for coordinating the initial distribution of each JP selected for printing with the printer, through the Defense Automated Printing Service and the Government Printing Office.

(2) The pull process occurs when commands, organizations, and activities require JPs in addition to what was received during the push process. A field unit may pull small quantities of JPs from Service-maintained inventories by requesting them through the supporting Service publication distribution center. Relevant addresses may be found in the administrative instructions in the back of each publication. If the supporting Service is unable to provide the requested JP(s), the field unit may request small quantities of the JP or JEL CD-ROM from USJFCOM (Doctrine Group). Field units may also electronically download the JP(s) from the JEL CD-ROM or the unclassified or classified CJCS JEL.

c. USJFCOM will work with the Services and combatant commands to compile a distribution database for each JP to be printed and the JEL CD-ROM. Based on mailing addresses provided, USJFCOM establishes a database for each JP and each JEL CD-ROM update. USJFCOM creates mailing labels, which are matched with the new or revised approved JP. The Joint Staff/J-7 releases the approved publication printing information for printing and mailing. USJFCOM will notify the Services and combatant commands when JPs and JEL CD-ROMs are received "Return to Sender." The returned items will be placed in USJFCOM stocks and remailed after the address is corrected. USJFCOM is authorized direct coordination with the following agencies on JPs and JEL CD-ROM distribution matters.

(1) Services Headquarters (or their designated doctrine centers and commands)

(a) Component Commands

(b) Reserves

(c) Schools

(2) Combatant Commands



- (a) Headquarters and Staff
- (b) Subunified Commands
- (c) Standing JTFs
- (3) Joint Staff
- (4) Multinational Partners
- (5) Other Agencies and Organizations as authorized
- (6) Department of Defense

d. Procedures. Each JP to be printed and the JEL CD-ROM, due to its nature, will have its own particular distribution list. The goal is to ensure that each publication is distributed down to the user level.

e. When a JP to be printed or the JEL CD-ROM comes up for initial approval, revision, or reprint, the Joint Staff/J-7 will request that USJFCOM develop a distribution list. USJFCOM will request distribution information from the Services and combatant commands.

f. USJFCOM is responsible for the overall assessment of the JP and JEL CD-ROM distribution system.

g. Distribution inquiries may be directed to:

Commander USJFCOM JWFC JW2102  
Doctrine and Education Group (Publication Distribution)  
116 Lake View Parkway  
Suffolk, VA 23435-2697  
Voice: (757) 203-6122  
DSN 668-6122  
FAX: (757) 203-6199  
DSN 668-6199







or

The Joint Staff/J-7 JEDD  
Voice: (703) 692-6303  
DSN 222-6303  
FAX: (703) 692-5224  
DSN 222-5224

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APPENDIX A TO ENCLOSURE E

SAMPLE JOINT PUBLICATION ORGANIZATION AND FORMAT

<b>CLASSIFICATION</b> (If Required)		
	<b>Joint Publication</b> <b>X-XX</b>	
<b>Title</b>		
		
	<b>Approval Date</b>	
		
<b>CLASSIFICATION</b> (If Required)		

SAMPLE CHAIRMAN'S LETTER

The enduring theme, "joint warfare is team warfare," is an attitude based on the foundation of joint doctrine that is universally understood and practiced. This team approach ensures the most effective employment of US forces for joint warfare. If we are to continue to improve the structure of US forces for joint warfare, everyone must be involved. Capstone publications *Joint Warfare of the Armed Forces of the United States* and this publication, *Unified Action Armed Forces (UNAAF)*, provide the foundation for all the joint publications.

*Unified Action Armed Forces (UNAAF)* provides the basic doctrine and policy governing the unified direction of forces and discusses the functions of the Department of Defense and its major components. This revision represents the evolution in US warfighting guidance since the last edition, serves as the policy document for all command relationships and other authorities directed by law, and clarifies these relationships. This publication also sets forth the concepts, relationships, and processes necessary for unified action of joint, interagency, and multinational operations and specifies fundamental principles and concepts for joint operations.

The nature of modern warfare demands that we fight as a team. Unified action resulting from clear command relationships and unity of effort is crucial to making this possible. Commanders must ensure the widest distribution and application of this and other supporting joint publications in order to enable success in joint force employment.

RICHARD B. MYERS  
Chairman  
of the Joint Chiefs of Staff

SAMPLE PUBLICATION PREFACE

PREFACE

**1. Scope**

This publication provides doctrine for the command and control of joint air operations throughout the range of military operations.

**2. Purpose**

This publication has been prepared under the direction of the Chairman of the Joint Chiefs of Staff. It sets forth joint doctrine to govern the activities and performance of the Armed Forces of the United States in operations and provides the doctrinal basis for interagency coordination and for US military involvement in multinational operations. It provides military guidance for the exercise of authority by combatant commanders and other joint force commanders (JFCs) and prescribes joint doctrine for operations and training. It provides military guidance for use by the Armed Forces in preparing their appropriate plans. It is not the intent of this publication to restrict the authority of the JFC from organizing the force and executing the mission in a manner the JFC deems most appropriate to ensure unity of effort in the accomplishment of the overall objective.

**3. Application**

a. Joint doctrine established in this publication applies to the commanders of combatant commands, subunified commands, joint task forces, subordinate components of these commands, and the Services.

b. The guidance in this publication is authoritative; as such, this doctrine will be followed except when, in the judgment of the commander, exceptional circumstances dictate otherwise. If conflicts arise between the contents of this publication and the contents of Service publications, this publication will take precedence unless the Chairman of the Joint Chiefs of Staff, normally in coordination with the other members of the Joint Chiefs of Staff, has provided more current and specific guidance. Commanders of forces operating as part of a multinational (alliance or coalition) military command should follow multinational doctrine and procedures ratified by the United States. For doctrine and procedures not ratified by the United States, commanders should evaluate and follow the multinational command's doctrine and procedures, where applicable and consistent with US law, regulations, and doctrine.

For the Chairman of the Joint Chiefs of Staff:

NORTON A. SCHWARTZ  
Lieutenant General, USAF  
Director, Joint Staff

SAMPLE SUMMARY OF CHANGES

**SUMMARY OF CHANGES  
REVISION OF JOINT PUBLICATION 3-30 (FORMERLY 3-56.1)  
DATED 14 NOV 1994**

- States that joint air operations are normally organized, planned and conducted through a functional component commander
- Provides definitions for and explanations of the terms “centralized control” and “decentralized execution”
- Clarifies the concept of a component’s air capabilities/forces
- Clarifies the joint force air component commander (JFACC) authority and command relationships
- Revises the JFACC responsibilities
- Clarifies the joint force commander’s authority to determine supported/supporting relationships
- Better explains the relationships between the JFACC, the airspace control authority, and the area air defense commander
- Expands the discussion of the operations of the joint air operations center
- Replaces the “Joint Air Operations Planning Process” with the “Joint Air Estimate Process”
- Revises the previous discussion of targeting with the “Joint Air Operations Targeting Cycle” for consistency with Joint Publication 3-60
- Revises the discussion of the “Air Tasking Order Phases”
- Adds a discussion of intelligence, surveillance, and reconnaissance

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SAMPLE EXECUTIVE SUMMARY

EXECUTIVE SUMMARY  
COMMANDER'S OVERVIEW

- Discusses Organization for and Fundamentals of Joint Air Operations
  - Describes the Joint Force Air Component Commander's Authority, Command Relationships, and Responsibilities
  - Describes Joint Air Operations Planning
  - Discusses the Joint Air Estimate Process
  - Explains the Joint Air Tasking Cycle
- 

Joint Air Operations

*The joint force commander (JFC) will normally designate a joint force air component commander (JFACC) to exploit the capabilities of joint air operations.*

Joint air operations are **performed with air capabilities/forces made available by components in support of the joint force commander (JFC) operation or campaign objectives, or in support of other components of the joint force.** Joint air operations do not include those that a component conducts as an integral part of its own operations.

*The JFC integrates the actions of assigned, attached, and supporting forces within the operational area.*

Forces conducting joint air operations may provide support to certain components while also providing the JFC an operational level force capable of being employed as part of a broader joint operation.

In order to maximize operational effectiveness and avoid duplication of effort, the joint force air component commander (JFACC) synchronizes and integrates the actions of assigned, attached, and supporting air capabilities/forces in time, space, and purpose. . The JFACC must **exploit the unique characteristics of air capabilities/forces made available for tasking** to achieve assigned objectives as rapidly and as effectively as possible.

### **Air Effort Available for Joint Air Operations**

*The JFC determines air capabilities/forces made available for joint air operations, in consultation with component commanders.*

Component commanders make air capabilities/forces available to support the JFC mission. These air capabilities/forces are tasked directly by the JFACC based on the JFC air apportionment decision.

**Only the JFC has the authority to reassign, redirect, or reallocate a component's air capabilities/forces.** When a component does not have the organic air capabilities/forces to support their assigned mission, the JFACC will task available joint air capabilities/forces based on the JFC air apportionment decision.

### **Joint Force Air Component Commander Authority, Command Relationships, and Responsibilities**

*JFACC authority and command relationships.*

The JFACC is given the authority necessary to accomplish missions and tasks assigned by the JFC. The JFACC typically **exercises tactical control over air capabilities/forces made available for tasking.**

### **CONCLUSION**

This publication provides fundamental principles and doctrine for the command and control of joint air operations throughout the range of military operations in order to ensure unity of effort for the benefit of the joint force as a whole.

SAMPLE TEXT FORMAT

CHAPTER (Roman Numeral)  
(TITLE)

*"Joint doctrine is flag officer business. If we are to continue the essential transition to improve jointness, everyone must be involved."*

**General John M. Shalikashvili, CJCS  
Chairman of the Joint Chiefs of Staff, 1993-1997**

SECTION A. XXXXXXXXXX

**1. Layout (Paragraph Title)**

XX  
XX.

a. XXXXXXXXXXXX XXXXXXXX XXXXXXXX  
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b. XXXXXXXXXXXXXXXXXXXX XXXXXXXX XXXXXXXX XXXXXXX  
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(2) XXXXXXXXXXXXXXXXXXXXXXXXXXXXXXX.

(a) XXXXXXXXXXXXXXXXXXXXXXX.

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1. XXXXXXXXXXXXXXX.

2. XXXXXXXXXXXXXXXXXXX XXXXXXX.

a. XXXXXXXXXXXXXXX.

b. XXXXXXXXXXXXXXXXXXX.

**VIGNETTE TITLE**

Figure, Photograph, *Quote*, or **Vignette**

**Quote or Vignette Source**

**Figure #.** **Figure Caption** or *Photo Caption*

SAMPLE REFERENCE APPENDIX

APPENDIX (next to the last appendix)  
**REFERENCES**

The development of JP 3-30 is based upon the following primary references:

1. JP 0-2, *Unified Action Armed Forces (UNAAF)*.
2. JP 1-01, *Joint Doctrine Development System*.
3. JP 1-02, *DOD Dictionary of Military and Associated Terms*.
4. JP 2-0, *Doctrine for Intelligence Support to Joint Operations*.
5. JP 2-01, *Joint Intelligence Support to Military Operations*.
6. JP 2-01.1, *Joint Tactics, Techniques, and Procedures for Intelligence Support to Targeting*.
7. JP 3-0, *Doctrine for Joint Operations*.
8. JP 3-01, *Joint Doctrine for Countering Air and Missile Threats*.
9. JP 3-01.5, *Doctrine for Joint Theater Missile Defense*.
10. JP 3-02, *Joint Doctrine for Amphibious Operations*.
11. JP 3-03, *Doctrine for Joint Interdiction Operations*.
12. JP 3-04.1, *Joint Tactics, Techniques, and Procedures for Shipboard Helicopter Operations*.
13. JP 3-05, *Doctrine for Joint Special Operations*.
14. JP 3-05.1, *Joint Tactics, Techniques, and Procedures for Joint Special Operations Task Force Operations*.
15. JP 3-05.2, *Joint Tactics, Techniques, and Procedures for Special Operations Targeting and Mission Planning*.
16. JP 3-06, *Doctrine for Joint Urban Operations*.
17. JP 3-09, *Doctrine for Joint Fire Support*.
18. JP 3-09.3, *Joint Tactics, Techniques, and Procedures for Close Air Support*.

SAMPLE ADMINISTRATIVE INSTRUCTION APPENDIX

APPENDIX (last appendix)  
**ADMINISTRATIVE INSTRUCTIONS**

**1. User Comments**

Users in the field are highly encouraged to submit comments on this publication to: Commander, United States Joint Forces Command, Joint Warfighting Center, ATTN: Doctrine and Education Group, 116 Lake View Parkway, Suffolk, VA 23435-2697. These comments should address content (accuracy, usefulness, consistency, and organization), writing, and appearance.

**2. Authorship**

The lead agent for this publication is the US Air Force. The Joint Staff doctrine sponsor for this publication is the Director for Operations (J-3).

**3. Supersession (if required)**

This publication supersedes JP 3-56.1, 14 November 1994, *Command and Control for Joint Air Operations*.

**4. Change Recommendations**

- a. Recommendations for urgent changes to this publication should be submitted:

TO: HQ AFDC DET 1 LANGLEY AFB VA//CC// (LEAD AGENT)  
INFO: JOINT STAFF WASHINGTON DC//J7-JEDD//\*  
CDRUSJFCOM SUFFOLK VA//DOC GP//

\*Use when Joint Staff/J-7 is not the lead agent

Routine changes should be submitted electronically to Commander, Joint Warfighting Center, Doctrine and Education Group and info the Lead Agent and the Director for Operational Plans and Joint Force Development J-7/JEDD via the CJCS JEL at <http://www.dtic.mil/doctrine>.

- b. When a Joint Staff directorate submits a proposal to the Chairman of the Joint Chiefs of Staff that would change source document information reflected in this publication, that directorate will include a proposed change to this publication as an enclosure to its proposal. The Military Services and other organizations are requested to notify the Joint Staff/J-7 when changes to source documents reflected in this publication are initiated.

c. Record of Changes:

CHANGE NUMBER	COPY NUMBER	DATE OF CHANGE	DATE ENTERED	POSTED BY	REMARKS

**5. Distribution of Printed Publications**

a. Additional copies of this publication can be obtained through the Service publication centers listed below (initial contact) or USJFCOM in the event that the joint publication is not available from the Service.

b. Individuals and agencies outside the combatant commands, Services, Joint Staff, and combat support agencies are authorized to receive only approved joint publications and joint test publications. Release of any classified joint publication to foreign governments or foreign nationals must be requested through the local embassy (Defense Attaché Office) to DIA Foreign Liaison Office, PO-FL, Room 1E811, 7400 Defense Pentagon, Washington, DC 20301-7400.

c. Additional copies should be obtained from the Military Service assigned administrative support responsibility by DOD Directive 5100.3, 15 November 1999, *Support of the Headquarters of Unified, Specified, and Subordinate Joint Commands*.

By Military Services:

Army: US Army AG Publication Center SL  
1655 Woodson Road  
Attn: Joint Publications  
St. Louis, MO 63114-6181

Air Force: Air Force Publications Distribution Center  
2800 Eastern Boulevard  
Baltimore, MD 21220-2896

Navy: CO, Naval Inventory Control Point  
700 Robbins Avenue  
Bldg 1, Customer Service  
Philadelphia, PA 19111-5099

Marine Corps: Commander (Attn: Publications)  
814 Radford Blvd, Suite 20321  
Albany, GA 31704-0321

Coast Guard: Commandant (G-OPD)  
US Coast Guard  
2100 2nd Street, SW  
Washington, DC 20593-0001

Commander  
USJFCOM JWFC Code JW2102  
Doctrine and Education Group (Publication Distribution)  
16 Lake View Parkway  
Suffolk, VA 23435-2697

d. Local reproduction is authorized and access to unclassified publications is unrestricted. However, access to and reproduction authorization for classified joint publications must be in accordance with DOD Regulation 5200.1 R, *Information Security Program*.

## **6. Distribution of Electronic Publications**

a. The Joint Staff will not print copies of electronic joint publications for distribution. Electronic versions are available at [www.dtic.mil/doctrine](http://www.dtic.mil/doctrine) (NIPRNET), or [http://nmcc20a.nmcc.smil.mil/dj9j7ead/doctrine/\(SIPRNET\)](http://nmcc20a.nmcc.smil.mil/dj9j7ead/doctrine/(SIPRNET)).

b. Only approved joint publications and joint test publications are releasable outside the combatant commands, Services, and Joint Staff. Release of any classified joint publication to foreign governments or foreign nationals must be requested through the local embassy (Defense Attaché Office) to DIA Foreign Liaison Office, PO-FL, Room 1E811, 7400 Pentagon, Washington, DC 20301-7400.



SAMPLE GLOSSARY FOR A JOINT PUBLICATION

**GLOSSARY**  
**PART I — ABBREVIATIONS AND ACRONYMS**

AA	assessment agent
AIG	addressee indicator group
ASCII	American Standard Code for Information Interchange
C4	command, control, communications, and computers
CJCS	Chairman of the Joint Chiefs of Staff
CJCSI	Chairman of the Joint Chiefs of Staff instruction
CJCSM	Chairman of the Joint Chiefs of Staff manual
COCOM	combatant command (command authority)
CRA	coordinating review authority
DIA	Defense Intelligence Agency
DIRM	Directorate for Information and Resource Management

## **PART II — TERMS AND DEFINITIONS**

### **Example of an Approved Term**

**abort.** 1. To terminate a mission for any reason other than enemy action. It may occur at any point after the beginning of the mission and prior to its completion. 2. To discontinue aircraft takeoff or missile launch. (JP 1-02)

### **Example of a Single Publication Term**

**acknowledge.** The act of notifying a unit transmitting a message that the message has been received as a valid message. (This term and its definition are applicable only in the context of this publication and cannot be referenced outside this publication.)

### **Example of a New Term**

**active sealift forces.** Military Sealift Command active common-user sealift and the afloat pre-positioning force (including the required cargo handling and delivery systems) and necessary operating personnel. (Upon approval of this publication, this term and its definition will be included in JP 1-02.)

### **Example of a Modified Term**

**Air Mobility Command.** The Air Force component command of USTRANSCOM: the operating agency for designated airlift service and aerial refueling. Air Mobility Command provides common-user airlift transportation services to deploy, employ, and sustain US forces on a global and theater basis. Formerly known as Military Airlift Command (MAC). Also called AMC. (Upon approval of this publication, this term and its definition will modify the existing term and its definition and will be included in the next edition of JP 1-02.)

### **Example of a Recommendation to Cancel a Term Without a Replacement**

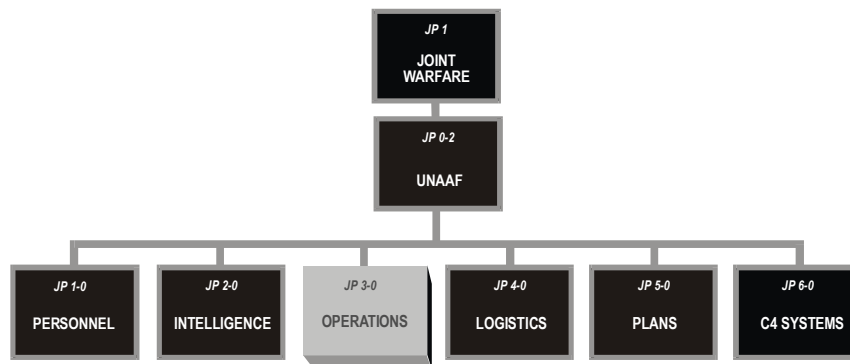
**ballistic missile.** None. (Upon approval of this publication, this term and its definition will be removed from JP 1-02.)

### **Example of a Term Nominated for Inclusion in Another Joint Publication**

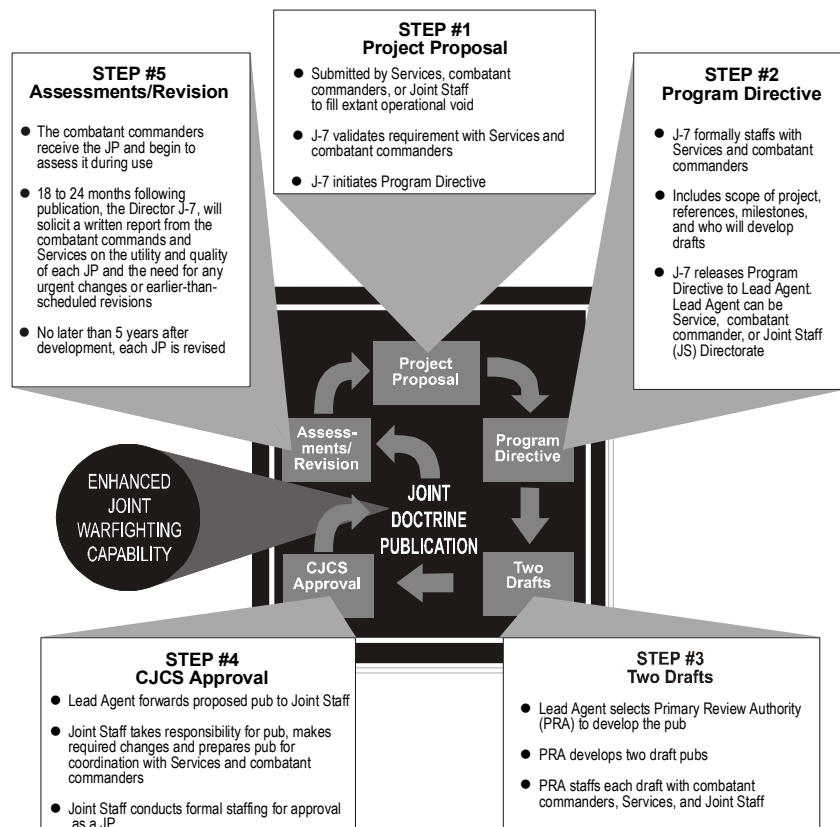
**breakbulk ship.** A ship with conventional holds for stowage of breakbulk cargo, below or above deck, and equipped with cargo-handling gear. Ships also may be capable of carrying a limited number of containers, above or below deck. (This term and its definition are provided for information and are proposed for inclusion in the next edition of JP 1-02 by JP 4-01.7.)

SAMPLE INSIDE BACK COVER

**JOINT DOCTRINE PUBLICATIONS HIERARCHY**



All joint publications are organized into a comprehensive hierarchy as shown in the chart above. **Joint Publication (JP) 3-30** is in the **Operations** series of joint doctrine publications. The diagram below illustrates an overview of the development process:



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ENCLOSURE F

THE JOINT DOCTRINE STORY

1. The Goldwater-Nichols Department of Defense Reorganization Act of 1986 brought about several important changes in joint doctrine development. Key among these changes was the vesting of overall responsibility for the development of joint doctrine with a single individual—the Chairman of the Joint Chiefs of Staff.
2. To carry out these new responsibilities and to improve efficiency, the Chairman reorganized the Joint Staff in 1987. Responsibilities for plans, training, exercises, evaluation, doctrine, education, and interoperability were brought together by establishing the Operational Plans and Interoperability Directorate, Joint Staff (J-7). To specifically focus on joint doctrine development, a separate Joint Doctrine Division was formed within the Joint Staff/J-7. Because of the importance of terminology in the development of joint doctrine, the responsibility for maintaining the *Department of Defense Dictionary of Military and Associated Terms* (JP 1-02) also was transferred to the Joint Doctrine Division.
3. During this same time frame, the Joint Doctrine Center (JDC) was formed under the control of the Joint Staff/J-7 as a joint field agency. The primary mission of JDC was to evaluate test publications of evolving doctrinal publications. In October 1994, JDC became the Doctrine Division of the Joint Warfighting Center (JWFC). JWFC expanded mission included joint simulations and training as well as joint doctrine. JWFC expanded functions and responsibilities regarding joint doctrine included overseeing draft doctrine during the initial stages of the development process, identifying and resolving key doctrinal issues, and assessing approved doctrine once it is developed to ensure its validity.
4. Further reorganization occurred in October 1998 when JWFC became US Atlantic Command JWFC. A year later, as part of the Unified Command Plan change, US Joint Forces Command JWFC was established. Doctrine Division became JW100 in the new USJFCOM JWFC organization, and was later redesignated as Doctrine Group, and in 2004, became the Doctrine and Education Group .
5. The current Joint Doctrine Development System evolved from a J-7 initiative known as the Joint Doctrine Master Plan. The Joint Doctrine Master Plan was the most comprehensive assessment of joint doctrine ever undertaken and was the result of a series of meetings and worldwide conferences involving representatives from the Services, the combatant commands, and the Joint Staff. The Joint Doctrine Master Plan

addressed the joint doctrine [publication] development process, to include the following.

- a. Identifying critical warfighting doctrine voids and initiating projects to fill those voids.
- b. Revising the JP system to separate doctrine from administrative publications and to organize a hierarchy of publications clearly linking related doctrine.
- c. Establishing a new joint doctrine development process directly involving the combatant commanders.

6. In February 1988, the Joint Doctrine Master Plan was approved and a joint publication development process was codified in JP 1-01. The Joint Chiefs of Staff approved the initiation of all recommended projects, an entirely new JP hierarchy, a joint doctrine terms of reference, and a new joint doctrine [publication] development process.

7. Recognizing a need to provide expanded exposure to the growing body of approved and emerging joint doctrine, the Chairman of the Joint Chiefs of Staff directed a multiyear initiative titled "Joint Doctrine Awareness Action Plan" or JDAAP, which was approved by the Chairman in October 1995. Comprising several current and newly conceived joint doctrine "products" in several different media, the JDAAP provided a coherent and comprehensive program to "market" joint doctrine throughout the joint community, to include the various Defense agencies and other Departments (e.g., State, Justice), combatant commands and their components, the joint and Service education institutions, and several Allied and/or coalition partners. The products of the JDAAP, several of which are still being used or are nearing initial employment, include the following:

- a. Library Desk Set. Commonly referred to as the "banker's box," this desk set contained the earliest versions of the newly revised and reformatted capstone and keystone JPs. This set was initially developed for distribution to all flag officers in the US military and to multinational partners chosen by the Chairman. It also was distributed to key members of Congress and to students at the joint and Service colleges and universities. This very successful joint doctrine awareness product provided many senior military officers with their first exposure to newly approved higher level joint philosophy, policy, and doctrine governing employment of US military forces.

- b. Joint Electronic Library CD-ROM. One of the earliest products of the joint doctrine awareness action plan, the JEL CD-ROM was the first

widely used medium for promulgating approved joint doctrine in an electronic format. Published and distributed semiannually, the JEL CD-ROM remains in great demand and has been expanded to include select Service publications, joint and Service vision documents, training and research papers, other joint doctrine awareness materials, and a “direct” link to the CJCS JEL.

c. CJCS Joint Electronic Library. This Internet-based Web site is the focal point for management of the joint doctrine development and distribution system. Available to joint doctrine users and developers worldwide, the site contains all approved and draft JPs as well as a wealth of other related joint doctrine development information, to include calendars of upcoming joint doctrine development events and activities such as semiannual JDWPs and JWGs. Joint doctrine points of contact, links to related sites containing joint education and training guidance and information, and “buttons” to several libraries of related and complementary publications are among the resources available on this web site. In the continuing improvement program for JDAAP products, the Web site recently has been expanded to provide a portal for all the joint doctrine, education, and training activities of the Joint Staff.

d. Joint Doctrine Encyclopedia. This volume provides a convenient reference source for joint doctrine concepts and is intended to benefit users at all levels, including professional military education students, action officers, and planners. The encyclopedia consists of approximately 1,000 terms, each cross-referenced to other related terms as well as the source JPs. In addition, vignettes, graphics, and photographs enhance its readability. The encyclopedia only is available on the JEL CD-ROM.

e. Joint Military Operations Historical Collection. This publication is a selection of seven case histories of military actions, each illustrative of fundamental joint doctrine principles. The collection complements joint doctrine by highlighting the lessons that these historical operations have taught and by encouraging original thought and effective responses to future military challenges. This publication is available on the JEL CD-ROM and also has been published in book form.

f. Multimedia CD-ROM. This interactive multimedia product focused on the concepts and principles of operational art as well as all aspects of joint force employment, including considerations before and during combat, joint air operations, logistics, intelligence, information operations, military operations other than war, planning, and special operations. The primary purpose of this CD-ROM was to enhance the overall awareness of joint doctrine using state-of-the-art technology. Drawing reference materials directly from approved joint doctrine, the

multimedia CD-ROM ensured doctrinal accuracy and consistency without interpretation and was designed to improve knowledge about joint doctrine.

g. Joint Force Employment Video. Professionally produced, this broadcast quality video enhances overall joint doctrine and joint force employment awareness. It comprises individual modules that can be presented as separate videos focusing on different key aspects of joint doctrine. With appropriate transitions, this video can be presented as a complete full-length production.

h. Joint Force Employment Interactive War Game. This consists of a computer game that was designed primarily to educate joint and Service staff officers in the practical application of approved joint doctrine. It is created in a format that brings to life all of the approved concepts for joint force employment and uses state-of-the-art technology that both facilitates learning and entertains the user. The user is placed in the position of the joint force commander and is responsible for organizing forces, making decisions in accordance with approved joint doctrine, and conducting operations against an aggressor force. The user may select from Tutorial Mode (a semi-active walk-through), Doctrine Concept Scenarios Mode (either fully interactive or assisted missions), or Tunable Scenario Mode (scenarios and resources are adjustable). The user may access the interactive joint doctrine database at any time to reference individual doctrine terms and principles.

i. Doctrine Networked Education and Training (DOCNET). This product initially began as a model course of instruction, which focused on the employment of joint forces. The course was an authoritative source with contents drawn directly from approved joint doctrine. The goal of the final product was to provide a self-contained course of instruction that could be distributed to the various Service schools and senior Service colleges or utilized independently as a correspondence course. As research and development proceeded on developing this course, the advancement of Internet technologies permitted the course to be developed as an advanced distributed learning (ADL) course. The continuing improvement plan for this JDAAP product led the Joint Staff/J-7 to continue its development and expansion into the DOCNET series of ADL courseware. DOCNET consists of a series of on-line interactive multimedia courses on key joint doctrine concepts. This Internet-based system initially includes 31 courses of instruction. Courses are accessible worldwide, 7 days per week, 24 hours per day, and include interactive animation, case studies, vignettes, video, and examinations. The content for each course is drawn directly from joint doctrine and is an authoritative information source for use by members of the Armed Forces of the United States. The goal of DOCNET is to



“bring joint doctrine to life” by presenting the information in a convenient format, employing varied instructional techniques, and taking advantage of the latest interactive multimedia technologies.

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ENCLOSURE G

REFERENCES

The development of CJCSI 5120.02 is based upon the following primary references.

1. The Goldwater-Nichols Department of Defense Reorganization Act of 1986 (Title 10 USC 161 et. seq. PL 99-433).
2. The Nunn-Cohen Amendment to the 1987 DOD Authorization Act (10 USC 167).
3. DOD Directive 5100.1, *Functions of the Department of Defense and Its Major Components*.
4. DOD Directive 5100.3, *Support of the Headquarters of Combatant and Subordinate Joint Commands*.
5. DOD Regulation 5200.1-R, *Information Security Program*.
6. JP 0-2, *Unified Action Armed Forces (UNAAF)*.
7. JP 1-01.1, *Compendium of Joint Publications*.
8. JP 1-02, *Department of Defense Dictionary of Military and Associated Terms*.
9. CJCSI 5705.01, *Standardization of Military and Associated Terminology*.
10. CJCSI 5711.01B, *Policy on Action Processing*.
11. Joint Staff Guide 5711, *Editorial Guidance and Accepted Usage for Joint Staff Correspondence*
12. Joint Staff Manual 5711.01B, *Joint Staff Correspondence Preparation*.

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## GLOSSARY

### PART I — ABBREVIATIONS AND ACRONYMS

AA	assessment agent
ADL	advanced distributed learning
C4	command, control, communications, and computers
CD-ROM	compact disc read-only memory
CDRUSJFCOM	Commander, United States Joint Forces Command
CJCS	Chairman of the Joint Chiefs of Staff
CJCSI	Chairman of the Joint Chiefs of Staff instruction
CJCSM	Chairman of the Joint Chiefs of Staff manual
COA	course of action
CRA	coordinating review authority
CSA	combat support agency
DepOpsDeps	Service deputy operations deputies
DOCNET	Doctrine Networked Education and Training
DOD	Department of Defense
DOTMLPF	doctrine, organization, training, materiel, leadership and education, personnel and facilities
dpi	dots per inch
EA	evaluation agent
ED	evaluation directive
FC	final coordination
FEA	front-end analysis
IAW	in accordance with
J-7	Operational Plans and Joint Force Development Directorate, Joint Staff
JCS	Joint Chiefs of Staff
JDAAP	Joint Doctrine Awareness Action Plan
JDC	Joint Doctrine Center
JDD	joint doctrine distribution
JDDC	joint doctrine development community
JDEIS	Joint Doctrine, Education and Training Electronic Information System
JEDD	Joint Education and Doctrine Division
JDWP	Joint Doctrine Working Party
JEL	Joint Electronic Library

JFC	joint force commander
JOPEs	Joint Operation Planning and Execution System
JP	joint publication
JPME	joint professional military education
JROC	Joint Requirement Oversight Council
JSDS	Joint Staff doctrine sponsor
JTF	joint task force
JTP	joint test publication
JWFC	Joint Warfighting Center
JWG	joint working group
LA	lead agent
NIPRNET	non-secure internet protocol router network
OPSDEPS	Service operations deputies
PC	preliminary coordination
PD	program directive
PRA	primary review authority
RFD	revision first draft
RFF	request for feedback
SecDef	Secretary of Defense
SIPRNET	SECRET Internet Protocol Router Network
SME	subject matter expert
TRA	technical review authority
UJTL	Universal Joint Task List
USC	United States Code
USJFCOM	United States Joint Forces Command

## PART II — TERMS AND DEFINITIONS

**above-the-line publications.** The upper level publications in the hierarchy of joint publications which includes capstone, keystone, and other key joint doctrine publications that the Chairman of the Joint Chiefs of Staff signs and are intended to be used by combatant commanders, subunified commanders, joint task force commanders, Service Chiefs, and Joint Staff directors. (JP 1-02)

**assessment agent.** The organization responsible for conducting an assessment of an approved joint publication. The assessment agent is assigned by the Director, J-7, Joint Staff; normally US Joint Forces Command. Also called AA. (Approved for inclusion in the next edition of JP 1-02.)

**below-the-line publications.** The lower level publications in the hierarchy of joint publications that are signed by the Director, Joint Staff and contain specific mission-area guidance for the joint community. Included in this level are reference publications and those describing joint personnel, intelligence support, operations, logistic support, planning, and command, control, communications, and computer systems support. (This term and its definition modify the existing term and its definition and are approved for inclusion in the next edition of JP 1-02.)

**capstone publications.** The top group of joint doctrine publications in the hierarchy of joint publications. Capstone publications link joint doctrine to national strategy and the contributions of other government agencies, alliances, and coalitions. (JP 1-02)

**Chairman of the Joint Chiefs of Staff instruction.** A replacement document for all types of correspondence containing Chairman of the Joint Chiefs of Staff policy and guidance that does not involve the employment of forces. An instruction is of indefinite duration and is applicable to external agencies, or both the Joint Staff and external agencies. It remains in effect until superseded, rescinded, or otherwise canceled. Chairman of the Joint Chiefs of Staff instructions, unlike joint publications, will not contain joint doctrine. Terminology used in these publications will be consistent with JP 1-02. Also called CJCSI. (This term and its definition modify the existing term and its definition and are approved for inclusion in the next edition of JP 1-02.)

**Chairman of the Joint Chiefs of Staff manual.** A document containing detailed procedures for performing specific tasks that do not involve the employment of forces. A manual is of indefinite duration and is applicable to external agencies or both the Joint Staff and external

agencies. It may supplement a Chairman of the Joint Chiefs of Staff instruction or stand alone and remains in effect until superseded, rescinded, or otherwise canceled. Chairman of the Joint Chiefs of Staff manuals, unlike joint publications, will not contain joint doctrine. Terminology used in these publications will be consistent with JP 1-02. Also called CJCSM. (This term and its definition modify the existing term and its definition and are approved for inclusion in the next edition of JP 1-02.)

**combatant commander.** A commander of one of the unified or specified combatant commands established by the President. (JP 1-02)

**coordinating review authority.** An agency appointed by a Service or combatant command to coordinate with and assist the primary review authority in joint doctrine development and maintenance. Each Service or combatant command must assign a coordinating review authority. When authorized by the appointing Service or combatant command, coordinating review authority comments provided to designated primary review authorities will represent the position of the appointing Service or combatant command with regard to the publication under development. Also called CRA. (This term and its definition modify the existing term and its definition and are approved for inclusion in the next edition of JP 1-02.)

**doctrine.** Fundamental principles by which the military forces or elements thereof guide their actions in support of national objectives. It is authoritative but requires judgment in application. (JP 1-02)

**evaluation agent.** That command or agency designated in the evaluation directive to be responsible for the planning, coordination, and conduct of the required evaluation of a joint test publication. The evaluation agent, normally the US Joint Forces Command, identifies evaluation criteria and the media to be used, develops a proposed evaluation directive, coordinates exercise-related evaluation requirements with the sponsoring commands, and provides required evaluation reports to the Director, J-7. Also called EA. (This term and its definition modify the existing term and its definition and are approved for inclusion in the next edition of JP 1-02.)

**joint concept.** A description of how a joint force commander might plan, prepare, deploy, employ, sustain, and redeploy a joint force. It guides the further development and integration of joint functional and Service concepts into a joint capability, and articulates the measurable detail needed for experimentation and decision making. (Approved for inclusion in the next edition of JP 1-02.)



**joint doctrine.** Fundamental principles that guide the employment of US military forces in coordinated action toward a common objective. Joint doctrine contained in joint publications also includes terms, tactics, techniques, and procedures. It is authoritative but requires judgment in application (This term and its definition modify the existing term and its definition and are approved for inclusion in the next edition of JP 1-02.)

**joint doctrine development community.** The Chairman of the Joint Chiefs of Staff, the Services, the combatant commands, the Joint Staff, the combat support agencies, and the doctrine development agencies of the Services and the joint community. Also called JDDC. (Approved for inclusion in the next edition of JP 1-02.)

**Joint Doctrine Development System.** The system of lead agents, Joint Staff doctrine sponsors, primary review authorities, coordinating review authorities, technical review authorities, assessment agents, evaluation agents, Joint Doctrine Working Party, procedures, and hierarchical framework designed to initiate, develop, approve, and maintain joint publications. (Approved for inclusion in the next edition of JP 1-02.)

**Joint Doctrine Working Party.** A forum to include representatives of the Services, combatant commands, and the Joint Staff (represented by the Operational Plans and Joint Force Development Directorate, J-7, Joint Staff) that meets at least semiannually to address, vote and make recommendations on project proposals; discuss key joint doctrinal or operational issues; keep up to date on the status of the joint publication projects and emerging publications; and keep abreast of other initiatives of interest to the members. The Joint Doctrine Working Party meets under the sponsorship of the Director, Joint Staff/J-7. Also called JDWP. (This term and its definition modify the existing term and its definition and are approved for inclusion in the next edition of JP 1-02.)

**joint publication.** A publication containing joint doctrine that is prepared under the direction and authority of the Chairman of the Joint Chiefs of Staff and applies to all US military forces. Also called JP. (This term and its definition modify the existing term and its definition and are approved for inclusion in the next edition of JP 1-02.)

**Joint Staff doctrine sponsor.** A Joint Staff directorate assigned to coordinate a specific joint doctrine project with the Joint Staff. Joint Staff doctrine sponsors assist the lead agent and primary review authority as requested and directed and process the final coordination (and test publications if applicable) for approval. Also called JSDS. (This term and its definition modify the existing term and its definition and are approved for inclusion in the next edition of JP 1-02.)

**joint tactics, techniques, and procedures.** None. (Approved for removal from the next edition of JP 1-02.)

**joint test publication.** A proposed publication produced for the purpose of field-testing an emergent concept that has been validated through the Joint Experimentation Program or a similar joint process. Also called JTP. (This term and its definition modify the existing term and its definition and are approved for inclusion in the next edition of JP 1-02.)

**keystone publications.** Joint doctrine publications that establish the doctrinal foundation for a series of joint publications in the hierarchy of joint publications. Keystone publications are provided for joint personnel support, intelligence support, operations, logistic support, plans, and command, control, communications, and computer systems support series publications. (This term and its definition modify the existing term and its definition and are approved for inclusion in the next edition of JP 1-02.)

**lead agent.** An individual Service, combatant command, or Joint Staff directorate assigned to develop and maintain a joint publication. Also called LA. (This term and its definition modify the existing term and its definition and are approved for inclusion in the next edition of JP 1-02.)

**multi-Service doctrine.** None. (Approved for removal from the next edition of JP 1-02.)

**multi-Service publication.** A publication containing principles, terms, tactics, techniques, and procedures used by the forces of two or more Services to perform a common military function. It is approved by two or more Services and is promulgated as a Service publication. It may include differing perspectives on operational employment. It is authoritative to the same extent as other Service publications but requires judgment in application. It must be consistent with approved joint publications. (Approved for inclusion in the next edition of JP 1-02.)

**primary review authority.** The organization, within the lead agent's chain of command, that is assigned by the lead agent to perform the actions and coordination necessary to develop and maintain the assigned joint publication under the cognizance of the lead agent. Also called PRA. (This term and its definition modify the existing term and its definition and are approved for inclusion in the next edition of JP 1-02.)

**procedures.** Standard, detailed steps that prescribe how to perform specific tasks. (This term and its definition replaces the existing term “procedure” and its definition and is approved for inclusion in the next edition of JP 1-02.)

**tactics.** The employment and ordered arrangement of forces in relation to each other. (This term and its definition modify the existing term and its definition and are approved for inclusion in the next edition of JP 1-02.)

**technical review authority.** The organization tasked to provide specialized technical or administrative expertise to the primary review authority or coordinating review authority for joint publications. Also called TRA. (JP 1-02)

**techniques.** Non-prescriptive ways or methods used to perform missions, functions, or tasks. (Approved for inclusion in the next edition of JP 1-02.)

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