

Joint Publication 1-01



Joint Doctrine Development System



5 July 2000



PREFACE

1. Scope

This publication establishes policy and provides guidance for the Joint Doctrine Development System, which includes the lead agents; Joint Staff doctrine sponsors; primary, coordinating, and technical review authorities; Joint Doctrine Working Party; procedures; and hierarchical framework to develop, maintain, print, and distribute joint publications. It outlines the four major stages of the joint doctrine development process: initiation, development, approval, and maintenance. This publication also establishes specific procedures to prepare, format, print, and distribute all joint publications.

2. Purpose

This publication will assist the Chairman of the Joint Chiefs of Staff in implementing his responsibility to develop and establish doctrine for all aspects of the joint employment of the Armed Forces as directed in Title 10, United States Code (USC). This responsibility is further reiterated in Department of Defense Directive (DODD)

5100.1, *Functions of the Department of Defense and its Major Components*.

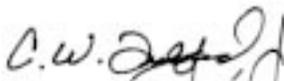
3. Application

a. Policy and guidance established in this publication apply to the Services, combatant commands, the Joint Staff, and their subordinate commands and agencies involved in the development of joint doctrine and joint tactics, techniques, and procedures (JTTP). When this document discusses the procedures for developing joint doctrine, it is understood to also mean JTTP. The procedures are the same.

b. The following references establish the responsibility of the Chairman of the Joint Chiefs of Staff to develop joint doctrine, JTTP, and joint publications for the joint employment of the Armed Forces of the United States.

- Title 10, USC, section 153(a)(5).
- DODD 5100.1, *Functions of the Department of Defense and its Major Components*, 25 September 1987.

For the Chairman of the Joint Chiefs of Staff:



C. W. Fulford
Lieutenant General, US Marine Corps
Director, Joint Staff

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EXECUTIVE SUMMARY

COMMANDER'S OVERVIEW

- **Provides an Overview of the Joint Doctrine Development System**
 - **Discusses the Responsibilities of the Joint Doctrine Development Community**
 - **Describes the Joint Doctrine Development Process**
 - **Explains the Joint Publication Organization Framework**
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Responsibilities

The Chairman of the Joint Chiefs of Staff develops doctrine for the joint employment of the armed forces.

The Chairman of the Joint Chiefs of Staff is responsible for development, review, approval, and maintenance of joint doctrine and joint tactics, techniques, and procedures (JTTP). The Chairman of the Joint Chiefs of Staff is assisted by the Chiefs of the Services, combatant commanders, and the Joint Staff. Only publications approved by or for the Chairman will be referred to as joint publications.

The Director, Operational Plans and Joint Force Development Directorate, Joint Staff manages the Joint Doctrine Development System, which includes the joint doctrine development process.

The Director, Operational Plans and Joint Force Development Directorate, Joint Staff (J-7) is responsible to the Chairman of the Joint Chiefs of Staff for managing the Joint Doctrine Development System, which includes the joint doctrine development process. The J-7 accomplishes this by assigning responsibilities to the Services, combatant commands, Joint Staff, and the US Joint Forces Command (USJFCOM) Joint Warfighting Center (JWFC).

Application

Joint doctrine is authoritative and applies to joint force operations or when significant forces of one Service support forces of another Service.

Joint doctrine (and JTTP) applies to the Joint Staff, combatant commands, subunified commands, joint task forces, and subordinate components of these commands **when conducting operations as part of a joint force.** Joint doctrine (and JTTP) may also apply when significant forces of one Service are attached to forces of another Service or when significant forces of one Service support forces of another Service. **Joint doctrine and JTTP are authoritative; as such, they will be followed**

except when, in the judgment of the commander, exceptional circumstances dictate otherwise.

Policy and Guidance

This publication provides guidance on the initiation, development, approval, maintenance, and distribution of joint publications.

This publication sets forth the policy and provides the detailed guidance for the four major stages involved in the joint doctrine development process: **initiation, development, approval, and maintenance**. It also establishes the specific guidance for preparing, formatting, printing, and distributing all joint publications.

Approved joint terms and definitions will be used to develop joint doctrine unless new or modified terms are proposed.

Terms and definitions used in the development of joint doctrine will be in accordance with JP 1-02, *Department of Defense Dictionary of Military and Associated Terms*, unless the publication under development proposes modifications to current terms or definitions or is proposing new terminology for entry in JP 1-02.

Joint doctrine and JTTP are organized in a hierarchical framework of joint publications, as depicted on the inside back cover of each publication. These publications are maintained through assessment and periodic revision.

Joint Doctrine Development Process

The joint doctrine development process provides procedures to initiate, develop, approve, and maintain joint publications as well as a method for resolving issues.

The Chairman of the Joint Chiefs of Staff has developed specific procedures for the initiation, development, approval, and maintenance of joint doctrine projects. The process requires active involvement by all principal users of joint doctrine. The process also includes a means to work towards consensus among doctrine developers as well as a method for resolving key issues or divergent views.

The US Joint Forces Command Joint Warfighting Center normally assesses joint publications for the Chairman of the Joint Chiefs of Staff after promulgation to ensure that they meet the needs of the joint community.

Normally, joint doctrine and JTTP publications are assessed after promulgation to ensure that they have the utility and quality required by the joint community. The USJFCOM JWFC normally will function as the assessment agent for the Chairman of the Joint Chiefs of Staff. Assessments usually will be accomplished by observing doctrine usage during operations and exercises, and by interviewing and surveying users.

The appendices provide examples and formats for development documents.

Samples of various joint doctrine development documents are provided in the appendices of this publication. An appendix outlining the proper format for a joint publication is also provided.

CONCLUSION

This publication describes the Joint Doctrine Development System, the responsibilities of individuals and organizations in the joint doctrine development community, the joint doctrine development process, and the joint publication organization framework.

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CHAPTER I

GENERAL

“Joint doctrine offers a common perspective from which to plan and operate, and fundamentally shapes the way we think about and train for war.”

JP 1, Joint Warfare of the Armed Forces of the United States

1. Joint Doctrine Development System Overview

a. **Joint Publications.** Only joint doctrine and joint tactics, techniques, and procedures (JTTP) approved by, or for, the Chairman of the Joint Chiefs of Staff (CJCS) that involve the employment of forces will be referred to as joint publications (JPs). They are developed in coordination with the Services, combatant commands, and the Joint Staff. Publications involving two or more Services that have not been reviewed and approved by, or for, the Chairman of the Joint Chiefs of Staff 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).

b. **Purpose of Joint Publications.** The purpose of joint doctrine and JTTP is to enhance the operational effectiveness of US forces. With the exception of JP 1, *Joint Warfare of the Armed Forces of the United States*, JP 0-2, *Unified Action Armed Forces (UNAAF)*, JP 1-01.1, *Compendium of Joint Publications*, and this publication, joint doctrine and JTTP will not establish policy. Joint policy will be reflected in CJCS Instructions (CJCSIs) or CJCS Manuals (CJCSMs). These instructions and manuals are not joint publications, but contain CJCS policy and guidance that does not involve the employment of forces.

c. Definitions

• **Joint Doctrine.** **Fundamental principles that guide the employment of forces of two or more Military Departments in coordinated action toward a common objective.** Joint doctrine is authoritative; as such, it will be followed except when, in the judgment of the commander, exceptional circumstances dictate otherwise. It will be promulgated by, or for, the Chairman of the Joint Chiefs of Staff, in coordination with the combatant commands and Services.

• **JTTP.** The actions and methods that implement joint doctrine and describe how forces will be employed in joint operations. JTTP are authoritative and will be followed except when, in the judgment of the commander, exceptional circumstances dictate otherwise. They will be promulgated by the Chairman of the Joint Chiefs of Staff, in coordination with the combatant commands and Services.

d. Use of Joint Doctrine and JTTP

• Guide the employment of joint forces or guide employment when significant forces of one Service are attached to forces of another Service, or when significant forces of one Service support forces of another Service.

- Provide the national position for multinational doctrine consistent with existing security procedures.
 - Provide for multinational or interagency coordination during joint operations.
 - Provide the foundation for building a joint culture and a basis for joint training.
 - Provide instructional material for the professional military education system.
 - Inform US Government agencies concerning the employment of US joint forces.
- e. **Joint doctrine can be developed by:**
- Chiefs of the Services (for the purposes of this publication, this includes the US Coast Guard);
 - Combatant commanders; and
 - Directors, Joint Staff directorates.
- f. Joint doctrine will be written to reflect **existing capabilities**.
- g. In developing joint doctrine and JTTP, existing Service and multinational doctrine and tactics, techniques, and procedures (TTP) will be considered. **Service doctrine must be consistent with approved joint doctrine and JTTP.** Conversely, joint doctrine and JTTP should not include detail that is more appropriate in Service doctrine, standing operating procedures, plans, and other publications.
- h. **Joint doctrine is written for those who:**
- Provide strategic direction to joint forces (the Chairman of the Joint Chiefs of Staff and commanders of combatant commands);
 - Employ joint forces (combatant commanders, commanders of subunified commands, or commanders of joint task forces (JTFs)); and
 - Support or are supported by joint forces (combatant commands, subunified commands, JTFs, component commands, the Services, and supporting agencies).
- i. **JTTP is written for** those who implement joint doctrine, such as:
- Joint forces;
 - Subordinate commands of joint forces; and
 - Commands at echelons where joint forces interact.
- j. **Application**
- In applying joint doctrine, care must be taken to distinguish between distinct but related responsibilities in the two branches of authority to forces assigned to combatant commands. The first branch runs from the President, through the Secretary of Defense, directly to the combatant commanders for missions and forces assigned to their commands. The second branch runs from the President, through the Secretary of Defense, to the Secretaries of the Military Departments, to the Chiefs of the Services in their role to organize, train, equip, and provide Service forces to the combatant commands. The Secretaries of the Military Departments are further responsible for the administration and support of their forces assigned or

attached to the combatant commands. They fulfill their responsibilities by exercising administrative control through the Service component commanders of the combatant commands. This authority is subject to the provisions of Title 10, United States Code (USC), chapter 6, section 164(c), which is the section that details the authority of combatant commanders. Commanders of combatant commands exercise combatant command (command authority) (COCOM) over their assigned forces and training readiness oversight over Reserve Component forces on active duty for training. However, a combatant commander exercises COCOM over assigned Reservists on active duty other than for training, including those on active duty as a result of a Presidential Reserve Callup Authority or partial mobilization. Assigned Service component commanders are subject to the combatant commander's orders and direction, and are responsible to the Military Departments and Services in the exercise of their administrative Title 10, USC responsibilities.

- If conflicts arise between the contents of joint doctrine and the contents of Service publications, the joint publication 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. 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) to the extent consistent with US law and policy. If a commander determines that a joint doctrine and JTTP deficiency or inconsistency exists, the commander will advise the Director, Operational Plans and Joint Force Development Directorate, Joint Staff (J-7) of the deficiency or inconsistency.

2. Joint Doctrine Development Process Overview

This publication sets forth **policy** and provides detailed guidance for joint doctrine and JTTP development through four major stages: initiation, development, approval, and maintenance. It provides the policy and procedures to allow the Chairman of the Joint Chiefs of Staff to discharge the responsibilities for joint doctrine mandated by law and in Department of Defense (DOD) Directives. It also establishes the specific guidance on the preparing, formatting, printing, and distributing of all joint publications.

Chapter III, "Joint Doctrine Development Process," contains detailed procedures for joint doctrine development.

a. Initiation Stage

- **Proposal Phase.** Joint doctrine publication projects can be proposed by anyone; however, the project must be formally sponsored for development consideration through one of the following:

- Chiefs of the Services;
- Combatant commanders; or
- Directors, Joint Staff directorates.

New proposals for joint publications will be accompanied by a concept paper. The

scope of the concept paper will be subject dependent, but it must adequately justify why the new publication is needed.

- **Front-End Analysis Phase.** The US Joint Forces Command (USJFCOM) Joint Warfighting Center (JWFC) reviews project proposals and provides findings and recommendations to the Joint Doctrine Development Community, normally at a semiannual Joint Doctrine Working Party (JDWP).
- **Validation Phase.** The voting members of the JDWP cast votes for their Service, combatant command, and the Joint Staff (J-7 representative) for or against project proposals at the semiannual meetings. This vote is the JDWP's recommendation to the J-7, Joint Staff.
- b. **Development Stage.** This is divided into two phases.
 - Write, review, staff, and approve the program directive (PD).
 - Write, review, staff, and coordinate the first and second drafts of the publications being developed.
 - Unresolved critical issues will be noted in the transmittal letter that provides the draft publication to the Joint Staff doctrine sponsor (JSDS).
- c. **Approval Stage.** This includes staffing the project during the final coordination (FC) phase of publication development. Procedures in these phases are additionally governed by CJCSI 5711.01A, *Policy on Action Processing*. Critical issues will be elevated to decision making authorities as quickly as possible to ensure expeditious resolution of differences. If applicable, the optional test publication and evaluation stage may be inserted between the second draft and FC phases. After staffing is complete, the

publication is signed by the Chairman for all capstone, keystone, and selected other joint doctrinal publications, as defined in Chapter V, "Joint Publication Organization Framework." The Director, Joint Staff, signs the remainder of the joint publications.

d. **Maintenance Stage.** This stage is reached after the publication has been approved and includes the following actions.

- **Assessment.** All publications are continuously assessed in preparation for the normal 5-year revision of the publication. Assessment methods may include, but are not limited to, such areas as conducting command and/or organization visits, observing joint exercises, receiving written comments from warfighters, and conducting web-based surveys. A formal mid-period assessment is normally conducted by the USJFCOM JWFC with a report of the findings being compiled and forwarded to the J-7. The J-7, Joint Staff will make the assessment reports available to the members of the Joint Doctrine community.

See Chapter III, "Joint Doctrine Development Process," for a detailed discussion of the joint publication maintenance stage.

- **Follow-on.** During this stage, all publications are revised, changed, consolidated, or canceled based on assessment results.

3. Specific Guidance for Development of Joint Doctrine

a. **Preparing.** These are the mechanics of developing a joint publication.

- **Terms and definitions** used in the development of joint doctrine and JTTP will be in accordance with JP 1-02,

Department of Defense Dictionary of Military and Associated Terms, to the greatest extent possible. Terms that are developed in the course of a project that are not listed already in JP 1-02 will be incorporated in accordance with the provisions of Chapter III, “Joint Doctrine Development Process,” and CJCSI 5705.01, *Standardization of Military and Associated Terminology*.

- **New terminology** may be introduced during the drafting or staffing of a joint publication as described above and in Chapter III, “Joint Doctrine Development Process.” Additionally, at the outset of a project, the lead agent (LA) may receive a list of terms from the J-7 terminology office for consideration for possible incorporation into the draft joint publication. These represent new terms (or revisions to approved JP 1-02 terms) that have been proposed outside the staffing of a joint publication that were submitted to the J-7 terminology office in accordance with CJCSI 5705.01, *Standardization of Military and Associated Terminology*. When JP 1-02 itself is revised, a similar process occurs. New or modified terms and definitions that are associated with a particular joint doctrine publication will be removed from the JP 1-02 revision process and forwarded to the USJFCOM JFWC for inclusion in the assessment report for that particular publication. Terms agreed in the North Atlantic Treaty Organization (NATO) will be considered for inclusion in JP 1-02 only when they have clear applicability to US doctrine and are agreed for incorporation by all combatant command, Joint Staff, and Service respondents to the staffing and coordination actions. The Joint Staff terminologist will ensure that all joint publication glossaries are in correct format prior to the final coordination

staffing. The Joint Staff terminologist will be responsible for ensuring the subsequent validity of recommended glossary changes and their incorporation into the joint publication prior to final approval by the Chairman of the Joint Chiefs of Staff or a designated representative. Joint Staff promulgation of new and modified terminology from joint publications will immediately follow approval of the publications.

- **Editorial guidance** germane to the development of all joint doctrinal publications is contained in Joint Staff Manual (JSM) 5711.01A, *Joint Staff Correspondence Preparation*. JP 1-01 takes precedence for formatting and editorial guidance if differences exist.
- **Formatting**

Chapter IV, “Formatting, Printing, and Distributing Joint Publications,” provides detailed procedures for draft publications as they are prepared for review and comment, and for approved joint publications converting to the 6-by 9-inch format.

- b. **Printing.** In coordination with the J-7, Joint Staff, the USJFCOM JWFC has responsibility for printing all unclassified joint publications for the Joint Staff, joint agencies, and other DOD agencies. Funding is provided by USJFCOM, the Joint Staff, and the Services. Additional copies for the Services should be obtained from their respective publication distribution center. For combatant commands, additional copies (normally up to 50 in a 5-year period) may be obtained from the USJFCOM JWFC. Additional copies should be obtained from the military Service assigned administrative support responsibility by DOD Directive 5100.3, *Support of the Headquarters of Unified, Specified, and Subordinate Joint Commands*. Local reproduction is authorized

for all unclassified joint publications. For larger required quantities (over 1,000), reprints paid for by the requestor may be requested by contacting the USJFCOM JWFC.

See Chapter IV, “Formatting, Printing, and Distributing Joint Publications,” for additional details.

c. **Distributing.** The Director, J-7, Joint Staff, is responsible for the initial distribution of each unclassified and classified joint publication. The J-7 has assigned the USJFCOM JWFC to coordinate the actual printing of all unclassified joint publications. The J-7 prints classified joint publications with the Director of Management, Joint Staff, and Joint Staff printing assets. The Commander, JWFC is responsible for the creation and maintenance of each publication’s distribution list. The distribution system has both push and pull processes designed to distribute new and revised publications from the printer directly to the user. Distribution is continuous and requires the participation of the Services, doctrine centers and/or commands, and combatant commands in a unified effort with

the J-7 and Joint Doctrine, Education and Training Division (JDET), Joint Staff, and the USJFCOM JWFC.

See Chapter IV, “Formatting, Printing, and Distributing Joint Publications,” for a detailed discussion.

4. Future Concepts and Joint Doctrine

a. Future concepts are developed in consonance with the emergence of new technology and the attainment of new or enhanced military capabilities. These concepts are reviewed and refined as the new or enhanced capabilities approach full operational capability and subsequent fielding by US military forces.

b. Prior to fielding of new or enhanced military capabilities, the validated principles and fundamentals for employing such capabilities should be reviewed and prepared for potential incorporation in emerging or approved joint doctrine and JTTP concurrent with the actual fielding of these capabilities.

THE JOINT DOCTRINE STORY

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 vestment of overall responsibility for the development of joint doctrine with a single individual — the Chairman of the Joint Chiefs of Staff.

In order 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 (JDD) was formed within the 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 JDD.

During this same time frame, the Joint Doctrine Center (JDC) was formed under the control of the Director, 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's expanded mission included joint simulations and training as well as joint doctrine. JWFC's 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.

Further reorganization occurred in October 1998 when JWFC became US Atlantic Command (USACOM) JWFC. A year later, as part of the Unified Command Plan change, US Joint Forces Command (USJFCOM) JWFC was established. Doctrine Division became JW100 in the new USJFCOM JWFC organization.

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.

- Identifying critical warfighting doctrine voids and initiating projects to fill those voids.
- Revising the joint publication system to separate doctrine from administrative publications and to organize a hierarchy of publications clearly linking related doctrine and supporting joint tactics, techniques, and procedures.
- Establishing a new joint doctrine [publication] development process directly involving the combatant commanders.

By approving the Joint Doctrine Master Plan and developing JP 1-01, *Joint Publication System, Joint Doctrine and Joint Tactics, Techniques, and Procedures Development Program*, in February 1988, the Joint Chiefs of Staff approved the initiation of all recommended projects, an entirely new joint publication hierarchy, a joint doctrine terms of reference, and a new joint doctrine [publication] development process.

VARIOUS SOURCES

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CHAPTER II RESPONSIBILITIES

“... despite strides in organizing, training, and equipping for joint operations, there is still important work to do to create a truly integrated joint force. Efforts toward jointness are essential given the challenges of the future.”

Chairman of the Joint Chiefs of Staff General Henry H. Shelton
Joint Forces Quarterly, Summer 1998

1. The Joint Doctrine Development Community

The Joint Doctrine Development Community consists of the Chairman of the Joint Chiefs of Staff, the Services, the combatant commands, the Joint Staff, and the doctrine development agencies of the Services and the joint community (See Figure II-1). The responsibilities of the various members are outlined below.

2. The Chairman of the Joint Chiefs of Staff

Per Title 10, 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 joint doctrine and JTTP publications and any modifications to joint doctrine and JTTP development procedures.

3. The Director, J-7, Joint Staff

The Director, J-7 is responsible to the Chairman of the Joint Chiefs of Staff for managing the joint doctrine development process as described in Chapter III, “Joint Doctrine Development Process.” The Director, 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 will include establishing milestones for new projects and establishing and adjusting milestones for publication changes and revisions.
- c. As required, chair a joint doctrine meeting of general and flag officers to discuss doctrine issues.
- d. Assign publication numbers.
- e. Ensure validation of each project proposal in accordance with the procedures outlined herein.
- f. Assign a JSDS and an LA based upon recommendations of the JDWP and available subject matter expertise for each doctrine and/or JTTP project.
- g. Coordinate and approve PDs for each new joint doctrine project in accordance with the guidance herein and in CJCSI 5711.01A, *Policy on Action Processing*.
- h. Monitor the progress of each joint doctrine project and provide assistance to the LA and the JSDS as required to ensure complete coordination.

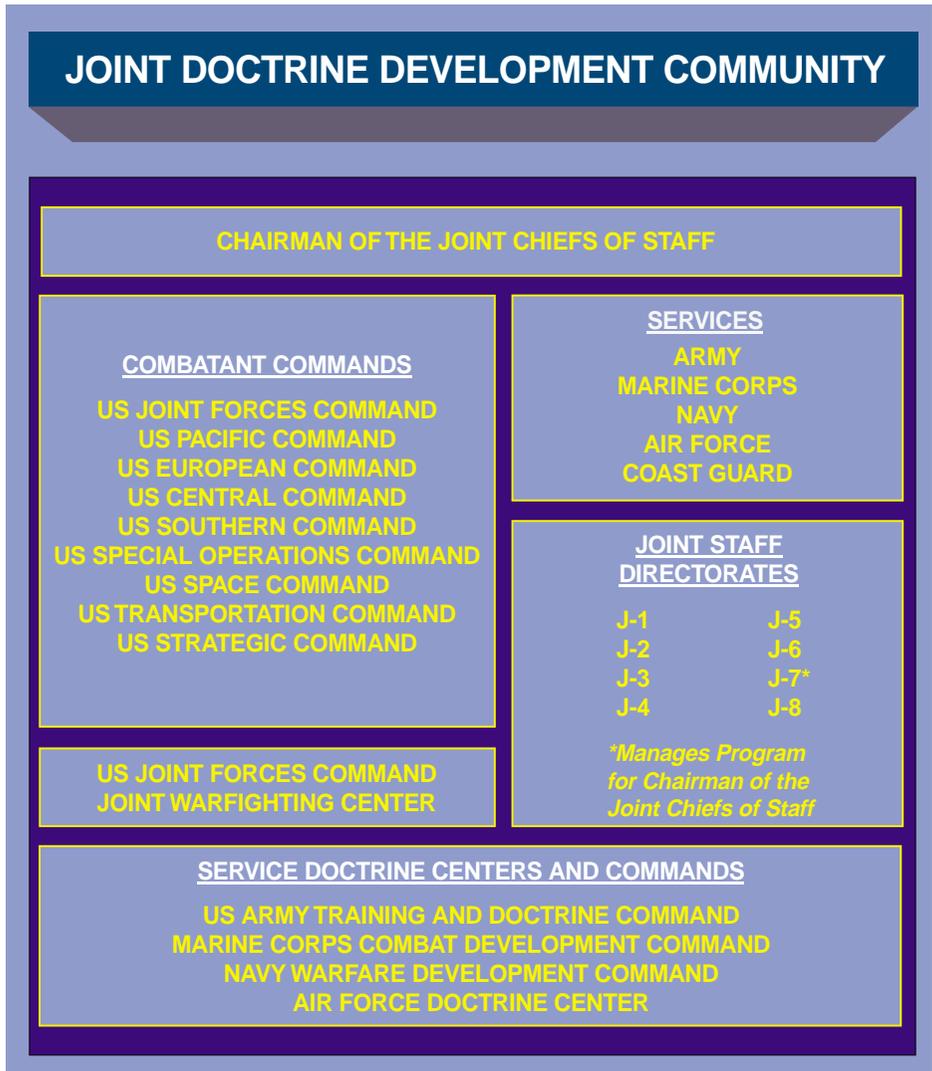


Figure II-1. Joint Doctrine Development Community

i. Convert to web format and post draft and FC versions on the Joint Doctrine website to facilitate staffing.

j. As described herein, receive the second draft from the LA and convert it into a 6- by 9-inch format and return it to the LA for staffing. In coordination with the JSDS, format the revised second draft for final coordination and the revised FC for approval. Provide technical implementing instructions to describe the process.

k. If assigned as JSDS for a project, carry out those responsibilities as described herein. If not assigned as JSDS, forward the publication to the appropriate directorate and monitor the progress of the JSDS toward project approval in accordance with CJCSI 5711.01A, *Policy on Action Processing*.

l. Coordinate and approve the evaluation directive for the test publication (if applicable) in accordance with procedures contained herein.

m. In coordination with the USJFCOM JWFC, make all administrative preparations for printing and distributing approved joint publications.

n. At least semiannually, sponsor and chair a JDWP to bring together representatives from the Joint Doctrine Development Community to address doctrinal issues.

o. Provide a Joint Electronic Library (JEL) of doctrine information. House, update, and maintain the JEL and assist in expanding it to its full potential to support information flow and research for the joint doctrine development process.

- Provide access to the JEL and other reference sources to the joint community through the Internet, Global Command and Control System, and the Secret Internet Protocol Router Network.
- Facilitate and solicit additional pertinent publications for inclusion in the JEL.

p. Periodically review joint doctrine to provide recommendations for possible consolidations or deletions of approved or emerging joint doctrine.

q. Conduct reviews of all joint doctrine publications and projects for consistency and correctness.

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

s. Oversee the maintenance of approved joint publications to ensure that they serve their intended purpose and to provide a basis for subsequent changes and revisions.

t. Perform other duties as required.

4. The Commander, USJFCOM JWFC

The Commander, USJFCOM JWFC 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, and revision of current joint and, where appropriate, multinational doctrine and TTP.

b. Assist the Director, J-7 in managing the joint doctrine development process.

- Develop and submit recommendations for improving existing joint doctrine or initiating new joint doctrine projects.
- Provide recommendations for improving the joint doctrine development process.

c. Act as the integrating center for joint doctrine projects and issues.

- Assist in developing, writing, and collecting proposals for new joint doctrine projects.

• Conduct a front-end analysis of all joint doctrine project proposals and provide an appropriate recommendation for disposition to the JDWP.

• With the LA and/or primary review authority (PRA), co-host working groups for the development of PDs and joint publications.

• Participate in the drafting of PDs for each new and revised joint doctrine project by co-hosting, with the LA, a program directive development group (PDDG). Provide the draft PD to the Director, J-7, for staffing.

- Provide quality assurance and assistance in all aspects of joint publication development and maintenance.
 - Disseminate doctrinal information to the joint and multinational communities.
 - Review emerging joint, combatant command, Service, and multinational doctrine and TTP to ensure horizontal and vertical consistency with approved joint publications.
 - Review all drafts and proposed joint publications for compliance with joint doctrine policy contained in this publication and for horizontal and vertical consistency with other emerging and approved joint doctrine. Consolidate draft inputs from the Joint Staff directorates on those publications for which J-7, Joint Staff, is the LA.
 - Review publications after second draft to be sure they meet the requirements of the PD and are ready to be forwarded to the Joint Staff for the approval stage.
 - Resolve or clarify issues as necessary and identify those that cannot be resolved to the Joint Staff when forwarding the publication for approval.
 - Serve as PRA when designated; i.e., write, make changes, or revise selected joint publications. Consolidate draft inputs from the combatant commands, the Services, and the Joint Staff directorates for those publications.
- d. Provide quality assurance and assistance in the printing and distribution of joint publications.
- Print all unclassified joint publications for the Joint Staff, joint agencies, and other DOD agencies.
 - Request distribution information from the Services and combatant commands.
 - Create and maintain the distribution data base for all approved joint publications and JEL compact disc read only memory (CD-ROM).
 - Coordinate with the J-7, Joint Staff, and the printer for the initial distribution of each new and revised joint publication.
 - Create mailing labels and marry them with the approved new or revised joint publication.
 - Assess the joint publication and CD-ROM distribution system.
 - e. Conduct and develop procedures for joint publication assessments.
 - f. Conduct liaison on doctrinal matters with the combatant commands, Service and multi-Service doctrine organizations, other government agencies, and multinational organizations as appropriate.
 - g. Host the JDWPs as requested by the J-7, Joint Staff.
 - h. Facilitate and solicit additional pertinent publications for inclusion in the JEL.
 - i. Normally serve as evaluation agent if the optional test publication stage is included in the development process.
 - j. Conduct research and studies on designated doctrinal issues.
 - k. Develop concepts for employment of emerging technology and capabilities. These concepts may become the basis for future joint doctrine or JTTP for employment of the emerging technology and capabilities.

1. Conduct other actions as prescribed herein.

5. Service Headquarters (Including the US Coast Guard), Combatant Commands, and Joint Staff Directorates

The Service headquarters (including the US Coast Guard), combatant commands, and joint staff directorates are responsible for the following.

a. Act as LA for specific joint doctrine projects as assigned by the J-7, Joint Staff, in accordance with the procedures herein.

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

c. Participate in conferences to address joint doctrine issues.

d. Support the assessment of approved joint publications, especially taking advantage of exercises and real-world operations to gather inputs.

e. Appoint a single point of contact for all joint doctrine matters.

f. Appoint a coordinating review authority (CRA) for each joint doctrine project. (This may be a subordinate activity outside the Service and combatant commands.)

g. Send representatives (normally the joint doctrine single point of contact) to the JDWPs with authority to speak for their respective organizations on all matters discussed.

h. Staff joint doctrine and JTTP to subunified commands and component commands as appropriate. Consolidate comments and provide a final command position.

i. Commander in Chief, United States Special Operations Command is tasked under section 167 of Title 10 USC to develop special operations doctrine and TTP.

6. Service and Combatant Command Doctrine Organizations

Service and combatant command 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 PRA for appropriate projects.

c. Serve as CRA for all or selected 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 to address joint doctrine issues.

g. Send a representative to the semiannual JDWPs.

h. Ensure that results of experiments conducted by their respective Services and commands are nominated for incorporation in emerging draft joint publications and joint publication assessment reports.

7. 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 doctrine publication throughout its life cycle, or until properly relieved.

Specific procedures are contained in Chapter III, “Joint Doctrine Development Process.”

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 expertise in the subject matter of the joint doctrine project. This assignment normally is determined when the project is approved (at a JDWP or via message) and formalized in the PD.

e. During publication revision, LA responsibility may be reassigned with the consent of all organizations involved.

8. Primary Review Authority

The LA will assign a PRA for each joint doctrine project.

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 joint publication 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 in accordance with the procedures in Chapter III, “Joint Doctrine Development Process.”

9. Coordinating Review Authority

Each Service headquarters and combatant command assigns a CRA for each joint doctrine project.

a. To help ensure continuity, the CRA for each project is normally the Services’ and combatant commands’ single point of contact for all joint doctrine matters.

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 determine publication distribution requirements for their respective commands for both evolving and approved publications, and provide the information for each publication project to USJFCOM JWFC for entry into the distribution data base.

10. Technical Review Authority

A technical review authority (TRA) is an organization that may be tasked to provide specialized technical or administrative expertise to the PRA and CRA.

a. TRA support from outside the LA chain of command will be approved by the Director, 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 Director,

J-7 based on the request of a CRA during the development process.

11. Joint Staff Doctrine Sponsor

Each joint doctrine project will be assigned a JSDS.

a. The JSDS will assist the LA or PRA in development of assigned joint doctrine projects in accordance with the procedures herein.

b. As part of the development and staffing procedures outlined herein, the JSDS will receive the project from the LA after the LA coordinates the second draft and will consolidate and incorporate the comments to create a revised second draft, identifying issues that the LA is unable to resolve. In coordination with the Director, J-7, the JSDS will process FC (and test publications, if applicable) for final approval in accordance with the procedures herein and in CJCSI 5711.01A, *Policy on Action Processing*.

c. The JSDS normally will carry out CRA functions for the Joint Staff by coordinating the draft document within the Joint Staff in accordance with current Joint Staff administrative procedures. The JSDS will also provide the Joint Staff comments and recommendations to the LA and PRA.

d. The JSDS is responsible for determining Joint Staff distribution requirements for assigned evolving and approved joint publications.

12. Evaluation Agent

An evaluation agent is an organization responsible for the planning, coordination, and conduct of the evaluation of a test publication.

a. The evaluation agent is assigned by the Director, J-7, Joint Staff, and normally will be the USJFCOM JWFC.

b. The evaluation agent identifies evaluation criteria and the medium to be used, develops a proposed evaluation directive, and coordinates exercise-related evaluation requirements with the sponsoring commands.

c. The evaluation agent provides the required evaluation report to the Director, J-7, Joint Staff.

13. Assessment Agent

The assessment agent (AA) is the organization responsible for conducting an assessment of an approved joint publication. The AA is assigned by the Director, J-7, Joint Staff; normally this is the USJFCOM JWFC. All joint publications are assessed in preparation for the 5-year revision.

14. Joint Doctrine Working Party

The Joint Doctrine Development Community will meet at least semiannually to address and vote on project proposals; discuss key joint doctrinal and 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 JDWP members. The JDWP provides recommendations that are approved by the J-7, Joint Staff, in the name of the Chairman of the Joint Chiefs of Staff. Recommendations are reached by a majority vote of the attending permanent members of the JDWP. The Joint Staff is represented by the J-7. There are no procedures for breaking tie votes, and in those instances the JDWP will prepare a

recommendation reflecting the interests of both sides for consideration by the Director, J-7, Joint Staff, in arriving at a decision.

a. The voting members of the JDWP are the Service Headquarters, combatant commands, and J-7 (for the Joint Staff).

b. The other permanent (non-voting) members of the JDWP are the USJFCOM JWFC; all other Joint Staff directorates; Service,

multi-Service, and combatant command doctrine organizations; the National Defense University; and the United States Element, North American Aerospace Defense Command.

c. Other interested command or component representatives may attend the semiannual JDWPs. Special session JDWP attendance will be handled on a case-by-case basis.

CHAPTER III

JOINT DOCTRINE DEVELOPMENT PROCESS

“Doctrine provides a military organization with a common philosophy, a common language, a common purpose, and a unity of effort.”

General George H. Decker, USA
1960 Speech to US Army Command and Staff College

1. General

a. This chapter **describes the four stages — initiation, development, approval, and maintenance — of the joint doctrine development process.** The steps and timelines for the development of a new joint publication are illustrated in Figure III-1. Changes in procedures or time periods may be granted by the Director, J-7, Joint Staff, to allow for adequate staffing.

b. Providing the 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. If a publication has missed one of its developmental milestones as prescribed in the program directive, then various measures will be taken at the 30-, 60-, 90-, and 120-day points. Paragraph 7 of this chapter, “Milestones,” further explains these measures.

2. Development Philosophy

“Joint doctrine deals with the fundamental issue of how best to employ the national military power to achieve strategic ends” (JP 1, *Joint Warfare of the Armed Forces of the United States*). This is important to remember throughout the joint doctrine development process in order to maintain focus. Joint doctrine continues to evolve as the Armed Forces of the United States strive to meet the varying world challenges. As

these challenges arise, voids may be identified that will initiate the development process. As the joint publication is developed, LAs and JSDSs must keep in mind that all joint publications directly support the premise of “joint force employment” and must maintain consistency with each other.

3. Initiation Stage

The initiation stage consists of three phases: proposal, front-end analysis, and validation.

a. **Proposal Phase.** Joint doctrine projects can be proposed by anyone; however, they must be formally sponsored for consideration for development through one of the following:

- A Service Chief;
- A combatant commander; or
- A Director, Joint Staff directorate.

Proposals may be submitted at any time to the Director, J-7, Joint Staff, by message or letter using the format shown in Appendix A, “Sample Project Proposal Format.” Four months prior to each semiannual JDWP, Director, J-7 will submit a message to the Services, the combatant commands, and Joint Staff directorates soliciting project proposals for consideration at the JDWP. Writing and presenting an understandable and detailed proposal is essential to the initiation stage as well as successful and expedient project development. A sound justification and an

JOINT DOCTRINE DEVELOPMENT STEPS AND TIMELINE

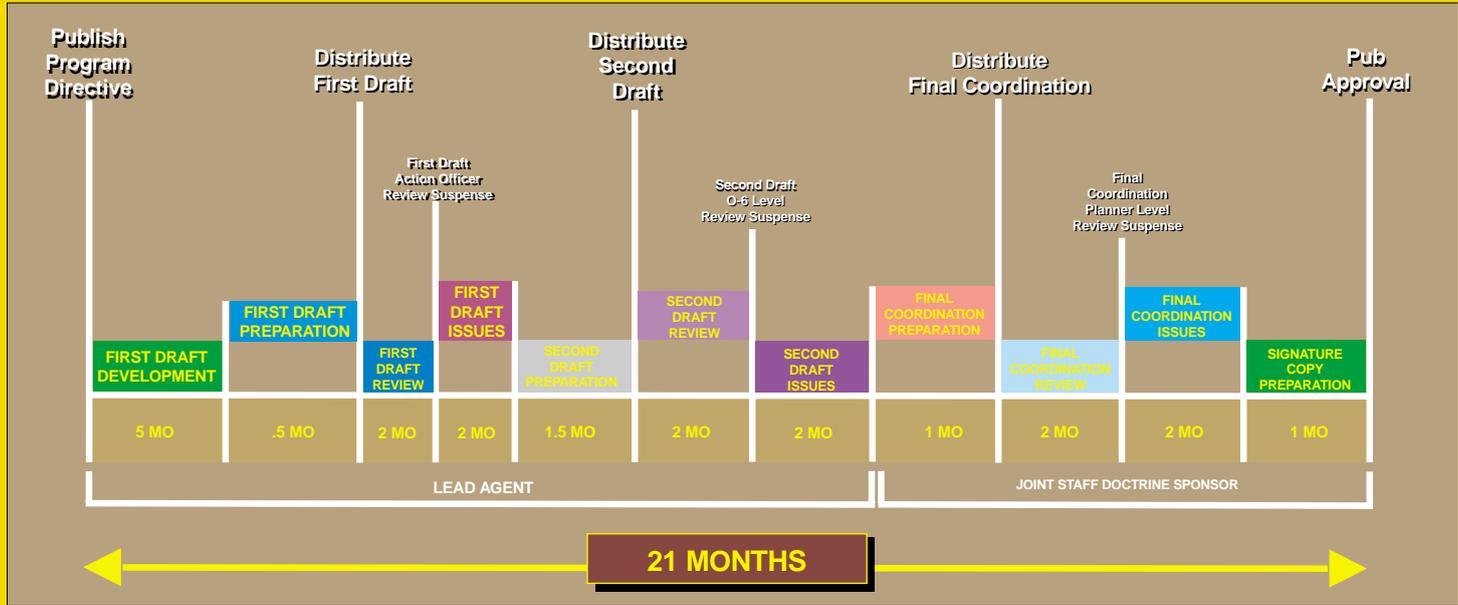


Figure III-1. Joint Doctrine Development Steps and Timeline

explicit scope are the key proposal elements. Proposals should include a draft of the PD in the format presented in Appendix C, “Sample Program Directive Format.” Early coordination with USJFCOM JWFC and adherence to the Appendix A, “Sample Project Proposal Format,” will facilitate the proposal. A detailed concept paper should be provided to USJFCOM JWFC. The concept paper will be used to complete the front-end analysis.

b. Front-End Analysis Phase. For each project proposal, the USJFCOM JWFC will conduct a front-end analysis and make a recommendation to determine if the proposal is appropriate for inclusion as joint doctrine or JTTP and how best to implement the proposal. The USJFCOM JWFC will ensure that all relevant sources have been explored, including international agreements; lessons learned files; extant and emerging joint, multinational, and Service doctrine and procedures; exercise joint doctrinal issues and observations; interviews, meetings, and working groups; and other sources as appropriate. The USJFCOM JWFC should recommend one of the following options to the doctrine community at the validation phase:

- There is no need for the publication;
- There is a need to change or revise (an) existing or evolving publication(s); or
- There is a need for a new publication.

If the USJFCOM JWFC recommends a new publication or revision to an existing one, it will also recommend whether that joint publication should be doctrine-only, JTTP, or both.

c. Validation Phase

- **JDWP.** The semiannual JDWP is the preferred method for introducing project

proposals. The proposal and USJFCOM JWFC’s front-end analysis recommendation will be included in the JDWP read-ahead package, which is normally issued to all voting members 6 weeks before the working party meets. All project proposals and corresponding front-end analysis recommendations are discussed at the JDWP. JDWP voting members make a final recommendation to the Director, J-7, Joint Staff for decision. This recommendation is included in the minutes of the JDWP and coordinated with all voting members of the JDWP. J-7, Joint Staff will notify the submitting command of the disposition of the project proposal and assignment of the LA if the project proposal is approved.

- **Message.** There may be an urgent requirement to validate a project proposal prior to the next semiannual JDWP. In this case, the Director, J-7 will distribute the original proposal and USJFCOM JWFC’s front-end analysis recommendations for review and vote with Service headquarters and the combatant commands. Responses will be provided to the J-7, Joint Staff, in the format shown in Appendix B, “Sample Validation Checklist.” Based on the recommendation of the voting members input, the Director, J-7, Joint Staff will approve or disapprove the new proposal. The J-7, Joint Staff will send a message notifying all concerned of the disposition of the project proposal.
- The J-7 decision will result in one of the following:
 - No need for the publication;
 - Change or revise an existing or evolving publication; or
 - Develop a new publication.

- JDWP voting members also recommend who should be the LA.

4. Development Stage

The development stage consists of two phases: program directive development and draft development. The steps and timelines for the development of joint publications are illustrated in Figure III-1.

a. Program Directive Development Phase

- After the proposal is approved as either a new publication project or as a change or revision to the scope of an existing publication, USJFCOM JWFC will co-host, with the LA, a PDDG. The attendees will be the USJFCOM JWFC, the four Service doctrine organizations, the JSDS, the LA, and the PRA (if known). All Service headquarters, combatant commands, Joint Staff directorates, and other interested parties may attend if desired. (NOTE: Although a PDDG is preferred, the LA may develop a PD without convening a working group.)
 - The PDDG will refine the project scope, develop a detailed chapter outline, refine the audience, and establish milestones for the project to be included in a draft PD (see Appendix C, “Sample Program Directive Format”).
 - The draft PD then will be staffed through preliminary and final coordination with the appropriate commands and agencies by the Director, J-7, Joint Staff, in accordance with CJCSI 5711.01A, *Policy on Action Processing*. A minimum of 30 days from message transmission will be provided for review of draft PDs.
- The approved PD will be distributed by the J-7, Joint Staff to the LA for action and to the rest of the Joint Doctrine Development Community for information. The approved PD will be posted under “Joint Electronic Library” on the CJCS Joint Doctrine website.
 - If the need for additions or modifications to the project scope is discovered during publication development, these changes will first be coordinated with J-7, Joint Staff.
 - Under the provisions of CJCSI 5711.01A, *Policy on Action Processing*, significant modifications of the program directive will be coordinated by J-7 with the Services, the combatant commands, and Joint Staff directorates, and then issued in correspondence or message format modifying the basic PD prior to the next review of the publication. The modified PD will be posted under “Joint Electronic Library” on the CJCS Joint Doctrine website.
 - Minor changes will be stated, with J-7, Joint Staff approval, in the transmittal memorandum of the next draft.

b. Draft Development Phase

- Under the cognizance of the LA and with the assistance of the USJFCOM JWFC, the PRA will develop a first draft of the publication based on guidance provided in the PD and in accordance with the procedures contained herein. It is during this phase that the majority of time is spent developing the publication.
 - Early in the development of the first draft of new doctrine or existing doctrine undergoing major 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 tool can be 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 between LA and PRA and its writing team; eases resolution of complex and contentious issues; and enhances the quality of the first draft.

- The PRA will consider existing joint, multinational, and Service doctrine when developing the draft. The PRA also will review future concepts and results of joint experiments conducted by combatant commands, Services, and other designated agencies.

- All draft editions of publications (including test publications, if applicable, revisions, and changes) will adhere to the formatting rules in Chapter IV, "Formatting, Printing, and Distributing Joint Publications." Line numbers will be included in all draft publications for accurate reference to change recommendations.

- The PRA will ensure that sentences, paragraphs, and passages taken directly from previously approved publications are quoted verbatim and the reference noted. Necessary changes to previously approved language resulting from the development of new joint doctrine will

be highlighted for addressal during staffing.

- 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 IV-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, promulgated by the Director, J-7, Joint Staff, and included in the routine update of the JEL terminology data base and in the next edition of JP 1-02. Proposed modifications to terms and definitions previously approved in a joint doctrine publication will be provided through user feedback or formal assessment and processed as part of the appropriate joint doctrine 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 5705.01, *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.

- Editorial guidance relevant to the development of all joint publications is contained in JSM 5711.01A, *Joint Staff Correspondence Preparation*.

- The PRA is required to identify or develop photographs, figures, quotes, and vignettes relevant to the subject matter for inclusion in the publication. The actual photographs are not required to be included in the draft, but are to be submitted through the LA to the Director, J-7, Joint Staff for inclusion in the final publication.

- The PRA is also required to review the references to ensure currency.

See Chapter IV, "Formatting, Printing, and Distributing Joint Publications," for details.

- All publications will contain a brief overview of the joint doctrine development process and hierarchy (see sample page J-16) indicating the position of the publication in the hierarchy. This overview will be located inside the back cover.

- Appropriate measures for foreign release and sanitation of classified publications will be taken. Classified paragraphs must be properly marked and any classified information contained in the joint publication will be reviewed and considered for release on a case-by-case basis. Assistance in this determination can be obtained from the Joint Staff. For intelligence information, contact the Defense Intelligence Agency (DIA) DPF-2, at Defense Switched Network (DSN) 225-2455, and for all other classified areas, contact Security

Assistance and Technology Transfer Division, J-5, Joint Staff, at DSN 224-5787. If all the information in a publication is approved for release, those countries should be listed on the inside lower left-hand corner of the front cover. Otherwise those separate paragraphs that have been approved for release should be appropriately marked.

- The PRA is encouraged to conduct coordination meetings and working groups co-facilitated by USJFCOM JWFC. These joint doctrine working groups help to establish early dialog with combatant commands and Service CRAs in order to develop any or all drafts for which the LA is responsible. Working groups are particularly encouraged while developing the first draft. (1) The working groups will be coordinated through the CRAs (TRAs if applicable) and/or joint doctrine points of contact. Working groups normally include representation from the Services (either headquarters or doctrine organization), combatant commands, the JSDS, USJFCOM JWFC, and other subject matter experts as necessary. (2) To enhance participation by the Services, combatant commands, doctrine points of contact, and subject matter experts, the PRA will (a) coordinate, schedule, and provide at least a 30-day notification of coordination meetings and working group conferences; (b) use messages and e-mail to announce the time, place, and proposed agenda of the meetings and conferences; (c) request addressees confirm receipt of announcement communication and identify the organizational representative scheduled to attend; and (d) provide the J-7, Joint Staff with the time and place of the meeting or conference and appropriate information to be added to the Joint Staff Doctrine Calendar on the CJCS Joint Doctrine website. (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 as specified in paragraph 4c, below; (d) ensure that the draft is horizontally and vertically consistent with existing and emerging joint doctrine and JTTP; and (e) avoid redundancy.

- After consolidating the inputs from the working group, the PRA will do the following: (1) A minimum of one paper copy, with a transmittal message (see example in Appendix D, “Sample Transmittal Message for Drafts”) or transmittal memo (see example in Appendix E, “Sample Transmittal Coordination Memo for Drafts”) indicating distribution, and an electronic copy (in Microsoft Word) will be sent to each Service (including US Coast Guard), combatant command CRA, JSDS, Service doctrine centers and commands, USJFCOM JWFC, and appointed TRAs for review and comment. Copies being sent to overseas addressees (e.g., United States Commander in Chief, Europe (USCINCEUR) and Commander in Chief, US Pacific Command (USCINCPAC)) will be sent via first-class mail. Every effort should be made to expedite the transmission of draft publications for staffing. Maximum utilization of electronic distribution is encouraged. E-mail, with attachments, is an effective method of rapidly distributing draft publications in a format that can be edited and retransmitted to subordinate commands. (2) The PRA will announce the mailing via message. (3) The PRA will forward an electronic version to the Director, J-7 to be placed under “Joint Electronic Library” on the CJCS Joint Doctrine

website where they 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. Publication figures and pictures will be provided to the Director, J-7, electronically as separate files in common graphics and photo format, appropriately annotated to convey location in the publication in accordance with J-7 technical implementing instructions.

- All action addressees should provide review comments to the PRA in accordance with the timeline established in the transmittal letter or message. (1) Only one consolidated list of review comments will be submitted from each CRA. (2) Consideration should be given to using exercises and real-world operations to gather inputs for evolving publications and to help resolve joint doctrine issues. (3) Review comments will be provided electronically in general comment, comment, and/or line-out/line-in formats with supporting rationale in accordance with JSM 5711.01A, *Joint Staff Correspondence Preparation*. Examples are provided at Annex A to Appendix E, “Sample General Comment, Comment, and Line-Out/Line-In Formats.” (4) A consolidated list of all CRA comments should be made available to every CRA. **The review comments will be arranged in four distinct categories.** (a) **Critical Review Comments.** Critical review comments will cause non-concurrence with the draft if the concern is not satisfactorily resolved. (b) **Major Review Comments.** Major review comments are significant concerns that may result in non-concurrence with the entire document. This category may be used with a general statement of concern

with a subject area, thrust of the document, or other appropriate concern, followed by detailed review comments on specific entries in documents that, taken together, constitute the 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.

(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.)

(5) Inputs may include proposed quotes, figures, vignettes, and photographs.

(NOTE: Concurrence and non-concurrence is only required with final coordination versions of a publication. During the other phases, input is provided as comments.)

- The PRA will analyze the review comments and incorporate the appropriate changes into the publication and should host a second joint doctrine working group (if appropriate), co-facilitated by USJFCOM JWFC, to discuss the changes and come to consensus on the content. Any unresolved issues will be identified and presented to the LA at this time. A brief summary of important changes and reasons why critical comments were not included will be provided with subsequent drafts. In addition, the LA should have access to all historical correspondence with publications, to include CRA comments on requests for feedback and front end analysis, including any records on why decisions were made.

- The LA will forward the consolidated first draft to the J-7, Joint Staff for

formatting and placement on the CJCS Joint Doctrine website. The consolidated first draft must be in the 8.5- by 11-inch black and white standard joint format — double spaced with numbered lines, vertical lines in the outside margin where changes were made from the previous edition, and any pictures, quotes, and vignettes that have been collected. Both paper and electronic copies will be provided.

- Second draft versions of each publication will be converted by the J-7, Joint Staff, with the assistance of the LA, to the 6- by 9-inch format with photographs, quotes, vignettes, figures, and text in double-column, single-space layout, with numbered lines and vertical lines in the outside margin identifying changes from the first draft. After formatting, the J-7 will return the second draft to the LA for staffing.

- Second draft comments will again be provided directly to the PRA. All second draft comments will be complete at the O-6, or civilian equivalent, as above. (1) The PRA should hold another working group, if required, and 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 at this time.

- The LA will review the PRA's input and attempt to resolve any outstanding issues (see subparagraph 4c below).

- The proposed publication will be forwarded to the JSDS and include the following: (1) Identification of any unresolved issues; (2) Identification of and justification for the differences between the proposed publication and existing or emerging joint, multinational, and Service doctrine; (3) Any recommendations concerning the

consolidation, cancellation, or conversion to a CJCSI based on existing joint doctrine.

- JSDS will forward the proposed publication, including an electronic copy, to the Director, J-7, Joint Staff for formatting and placing on the CJCS Joint Doctrine website.

c. **Elevating Contentious Issues.** It is very important that the PRA and LA ensure that contentious issues are elevated for resolution to appropriate decision making authorities as early as practical in the development stage. Accordingly, when issues arise and are not resolved at the various working groups, the JSDS will be alerted to commence such action as may be appropriate in accordance with CJCSI 5711.01A, *Policy on Action Processing*.

d. **Development Status.** The status of individual draft and approved joint publications will be posted under “Joint Publication Status” on the CJCS Joint Doctrine website.

5. Approval Stage

The approval stage consists of FC and an optional test publication phase when applicable. All coordinations will be completed at the O-6 (or civilian equivalent) planner level or above.

a. Approval of joint doctrine projects will be accomplished by the Director, J-7 and the JSDS using guidance herein and in CJCSI 5711.01A, *Policy on Action Processing*. To the maximum extent possible, publications will be posted on the CJCS Joint Doctrine website. 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 printed by the J-7, Joint Staff with the assistance of the JSDS

in a 6- by 9-inch format with photographs, quotes, vignettes, figures, and text in double-column, single-space layout, with line numbers for easy reference. The FC version also will contain vertical lines in the outside margin identifying changes from the second draft edition. (NOTE: CRAs will provide a statement of concurrence or non-concurrence for all FC versions.)

c. Working with the JSDS, the joint staff terminologist will ensure that all joint publication glossaries are in correct format prior to 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 joint publication prior to final approval by the Chairman of the Joint Chiefs of Staff or a designated representative.

d. The LA or a designated representative will attach a brief summary of important changes and reasons why critical comments were not included in the second draft version. The JSDS will attach a similar summary for the FC version.

e. Fast-Track Doctrine

- Fast-track doctrine is a method to accelerate the doctrine development process (See Figure III-2). Because of the compressed timeline, few joint publications can be “fast tracked.” Only those proposals personally requested by a combatant commander, Service Chief, or Director of a Joint Staff directorate and approved for development by the Director of the Joint Staff will be placed in “fast track” development.

• Summary of Fast-Track Doctrine

- Recommended by a combatant commander, Service Chief, or Director of a Joint Staff directorate.

FAST-TRACK DOCTRINE STEPS AND TIMELINE

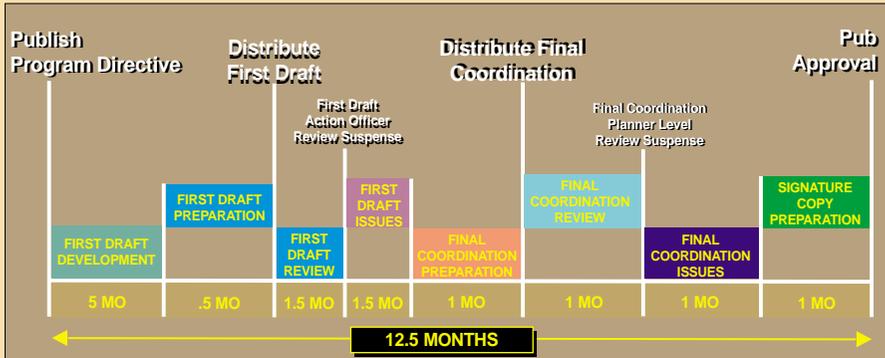


Figure III-2. Fast-Track Doctrine Steps and Timeline

- Approved for development by the Director of the Joint Staff.
- Developed by a joint doctrine development team in which Services and other interested agencies participate. Actual writing will be performed by the LA.
- Coordination of all drafts must be at the planner level or higher.
- All critical comments will be immediately resolved at the planner level or higher.
- Approved within approximately 12 months of project approval.
- Tracked monthly with quarterly project status sent to the Director, Joint Staff, combatant commanders, and Service Chiefs.

f. Optional Test Publication and Evaluation Phase. During development, any member of the Joint Doctrine Development Community (e.g., the Joint Staff, Services,

and combatant commands) may submit a request and justification for having a publication undergo formal evaluation. Requiring a publication to undergo evaluation as a test publication normally would be appropriate only when significant differences of opinion exist that can be evaluated by survey, structured interview, or observation during exercises and operations. The decision to include a test publication and evaluation stage would be coordinated when staffing the proposed publication.

- **Test Publications.** The decision to proceed with a test publication will normally take place after second draft staffing and will result in a proposed test publication for final staffing. Upon completion of coordination with the combatant commands, Services, and Joint Staff by the JSDS in accordance with the CJCSI 5711.01A, *Policy on Action Processing*, and after approval by the Director, J-7, Joint Staff, draft joint doctrine will be published as test publications for evaluation. The authority and applicability of doctrine contained in a test publication is limited

to scope of the test publication's approval evaluation directive. Test publications will be considered as interim joint doctrine, as appropriate, under evaluation. Differences of opinion will be included as an appendix to the test publication. Test publication distribution will be the same as the distribution of approved publications. Test publications will be distinctly marked (e.g., "Joint Test Publication X-XX," on the cover and page headers) to ensure that users are aware of the provisional nature of the publication. The steps involved in staffing a joint publication within the optional test and evaluation stage are illustrated in Figure III-3.

- **Evaluation**

- The Director, J-7, Joint Staff will oversee joint doctrine evaluations to ensure the adequacy, completeness, and consistency of evaluations.

- An evaluation agent will be identified during the test publication decision process using the following criteria: (1) The evaluation agent normally will be the USJFCOM JWFC; (2) The evaluation agent should be sufficiently staffed and funded to conduct liaison visits and field evaluation; (3) The evaluation agent should be committed to conducting the evaluation from start to finish.

- Evaluation directives will be developed and staffed with the combatant commands, Services, and the Joint Staff (see Appendix F, "Sample Evaluation Directive"). Staffing will proceed as follows. (1) The evaluation agent develops a proposed evaluation directive and conducts coordination in accordance with CJCSI 5711.01A, *Policy on Action Processing*. Assisted by the J-7, Joint Staff, the evaluation

agent will conduct PC by staffing the first draft of the evaluation directive with the Services, combatant commands, and Joint Staff. (2) After all comments are received from PC staffing, the evaluation agent will make the necessary changes and staff a final draft of the evaluation directive for planner-level coordination to the Services, combatant commands, and the Joint Staff, again assisted by the J-7. (3) Comment categories (critical, major, substantive, and administrative) used for comments on draft publications also should be used in addressing first and second draft evaluation directive concerns. A "critical category" comment will require resolution by the evaluation agent. If the concern cannot be resolved by the evaluation agent, the action will be passed to the Director, J-7, Joint Staff, for completion of the approval stage. (4) Upon receiving comments on the final draft, the evaluation agent will complete the approval stage by preparing a proposed evaluation directive and forwarding it to the Director, J-7, Joint Staff, for release. This evaluation directive will formally notify appropriate combatant commands of the evaluation agent's intent to use exercises, structured interviews, or surveys in their theater to evaluate the specified joint test publication. All combatant commands and Services will be addressees and will be notified of all further updates concerning the evaluation plan.

- The evaluation agent will select the optimum means available for evaluation. Evaluation options include use of exercises, evaluations, surveys, structured interviews, or a combination of the above. Recommendations as to the most appropriate means to be used for evaluating test publications will be based on issues remaining after the second draft publication staffing. The draft evaluation directive forwarded for

OPTIONAL TEST PUBLICATION AND EVALUATION STAGE STEPS AND TIMELINE

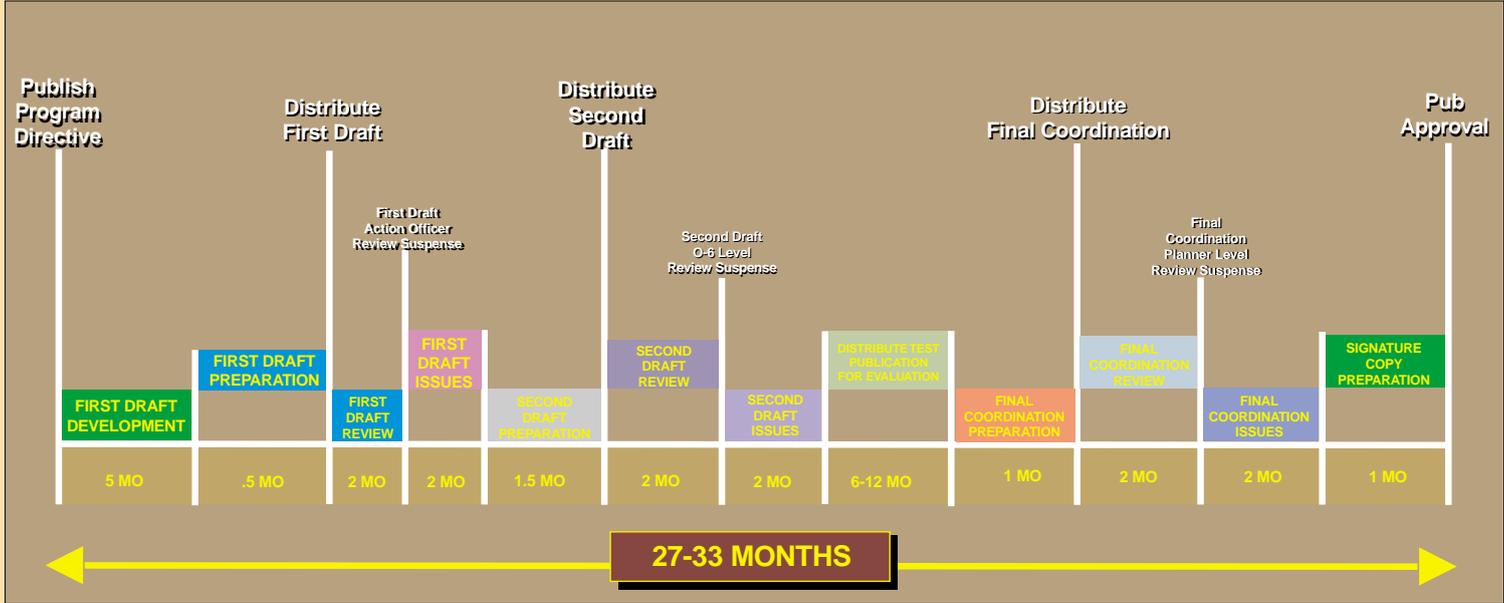


Figure III-3. Optional Test Publication and Evaluation Stage Steps and Timeline

staffing will include a recommended evaluation method.

- Differences of opinion included in the test publication must be made part of the evaluation criteria. Resolution of these critical differences is essential during the test period. However, differences of opinion should be restated in terms conducive to the evaluation process and not simply quoted verbatim from the test publication.

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

- The evaluation agent will develop a final evaluation report using observations from interim evaluation reports. The final evaluation report will include specific recommended line-out/line-in refinements to the publication. After review, the Director, J-7, Joint Staff will sign the report and send it to the LA with information copies to the combatant commands and Services.

- If evaluation results indicate a requirement for changes to the publication, the LA will rewrite the publication as required and return the modified publication to the J-7, Joint Staff. The J-7, Joint Staff will coordinate with the JSDS to send copies to the combatant commands and Services for final approval.

- Once the evaluation has been completed and the proposed publication has been promulgated, test publications are automatically superseded.

g. After all staffing has been completed, the joint publication is approved and signed as follows.

- 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.”

- By the Director, Joint Staff, for the Chairman of the Joint Chiefs of Staff, for the remainder of joint publications that are listed on the joint doctrine hierarchy.

6. Maintenance Stage

The Director, J-7, Joint Staff will oversee approved joint doctrine publication 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 joint publication assessment, which ensures that joint doctrine is current and useful.

a. **Joint Publication Assessments.** The utility and quality of approved joint publications should be actively and continuously assessed. There are two types of assessments: those provided by users through **user feedback**, and those provided through **formal assessments**, which are conducted by the AA (normally the USJFCOM JWFC).

- **Assessment Period.** The assessment period is essentially continuous and extends from the date of publication approval to publication revision. If a publication is revised prior to its 5-year revision cycle, the next assessment period will be reset to begin at the approval date of the revised publication.

- **User Feedback.** The joint community is encouraged to assess the value of each publication and submit comments to the

USJFCOM JWFC whenever there is a need for modification of any kind. Procedures for submitting user recommendations are contained in the administrative instructions appendix of each joint publication. These comments will be incorporated into the publication's formal assessment report or, if the comments are of an urgent nature, the USJFCOM JWFC will forward the comments to the J-7, Joint Staff and LA for immediate processing.

- **Formal Assessments.** The AA will conduct formal assessments to address usefulness of existing joint doctrine and JTTP. The AA will not concentrate solely on a single publication, but will consider related joint publications. 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 joint publications, 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.

- All joint publications undergo a continuous assessment, and the AA potentially prepares two formal assessment reports for each joint publication. The requirement for the first formal assessment (the mid-period assessment) will be determined by the USJFCOM JWFC. This decision is normally made 18 to 24 months after a joint publication has been approved. The second assessment (the final assessment)

is conducted in preparation for the normal 5-year revision of the publication.

- **Methodology.** The AA will develop an assessment plan that typically will specify several 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 review of pertinent future 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 appropriate feedback for the publication involved.

- **Request for Feedback (RFF) Messages.** For the mid-period assessment, the AA will send an RFF message (see Appendix G, “Sample Request for Feedback Message”) 18 to 24 months after the publication has been distributed. The AA will send another RFF message 3 months prior to the 5-year anniversary of the publication. This RFF will gather comments for the publication's revision, which will be passed by the AA to the J-7, Joint Staff to provide to the LA for use in the publication's revision.

- **Reports.** The AA normally will prepare two reports during the assessment period of a joint publication. (1) The first report is the mid-assessment period report (mid report) to the J-7, Joint Staff, which makes and substantiates one of the following recommendations. (a) **Accelerated**

Revision. If the AA obtains data during observations, user feedback, or liaison with the user community that indicate the need for an accelerated revision, the data will be analyzed and a recommendation to that effect will be included in the assessment report with the supporting rationale. Accelerated revisions should only be considered when there are errors, modifications, deletions, omissions, or other justifiable reasons for significant modifications. The assessment report comments will be submitted in accordance with the examples found in Annex A to Appendix E, “Sample General Comment, Comment, and Line-out/Line-in Formats. (b) **Scheduled Revision.** This situation exists when data has been received and the analysis indicates no change is required until the scheduled 5-year period. In this instance, the USJFCOM JWFC will provide an interim assessment report, which will simply recommend a scheduled revision. After the interim assessment report is submitted to the J-7, Joint Staff, the USJFCOM JWFC will continue to compile and analyze comments on a joint publication through the end of the assessment period. (2) The second formal assessment report is the final report. This report is to provide input to the LA for the revision of the joint publication. Three months prior to the 5-year revision cycle, the AA will request the Services, combatant commands, and Joint Staff to identify CRAs and comment on the existing publication. The responses to the RFF message questions, as well as comments received on the publication since the mid assessment report, will be compiled into the final assessment report and provided via the J-7 to the LA, who incorporates the recommendations. Assessment reports will be made available to the Joint Doctrine community. However, if the

J-7 directed a change or accelerated revision because of the interim assessment report recommendation, the final report will not be applicable.

•• **Report to the Semiannual JDWP.**

The USJFCOM JWFC 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**

• **Submission of Changes.**

Recommended changes to approved publications will be submitted to the Director, J-7, Joint Staff. Information copies of recommended changes will be provided to the Services, combatant commands, Joint Staff, and the AA.

• **Change Priorities**

•• **Urgent.** Urgent change recommendations will be forwarded by priority message to the Joint Staff (Attn: Director, J-7, Joint Staff), the LA, and USJFCOM JWFC (see Appendix H, “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 combat effectiveness.** The LA will advise the Director, J-7, Joint Staff if the recommended change needs to be issued as an urgent change. If in agreement, the Director, J-7, Joint Staff will inform the Services, combatant commands, and Joint Staff Directorates and approve the urgent change for the Chairman of the Joint Chiefs of Staff.

- **Routine.** Routine change recommendations may be forwarded at any time to the Director, J-7, Joint Staff, info the USJFCOM JWFC and the LA. Routine changes are those that require no immediate action and can be included in the next scheduled revision of the publication.

- **Change Categories**

- **Administrative.** Administrative changes to joint publications will be processed with the Services and Joint Staff in accordance with CJCSI 5711.01A, *Policy on Action Processing*, and with the combatant commands by means of a memorandum. Approval will be at the lowest appropriate level. If, during processing, the change is deemed to be substantive rather than administrative, the change will either be held for inclusion in the next revision of the publication or be processed for formal approval.

- **Substantive.** Substantive changes are appropriate when the publication includes potentially incorrect, incomplete, misleading, or confusing information. A guiding criteria is that the changes to joint publications are not so extensive as to require a complete revision. These changes will be circulated to the combatant commands, Services, and the Joint Staff for comment and processed for approval in accordance with CJCSI 5711.01A, *Policy on Action Processing*.

- c. **Revisions**

- **Accelerated Revisions.** If assessment recommendations proposing an accelerated revision (ahead of the scheduled revision date) are received, the Director, J-7, Joint Staff will notify the LA. The LA will develop a new program directive for J-7, Joint Staff approval.

- **Scheduled Revisions.** Revisions normally will be completed on a 5-year cycle beginning with the effective date of publication and recurring every 5 years upon completion of the most recent review. Milestones for revision will be coordinated by the J-7, Joint Staff. 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 Director, J-7. The steps for revision of a joint publication are the same as development and are illustrated in Figure III-1.

- **Staffing Requirements.** Revisions of joint publications will be staffed with the Services, combatant commands, and Joint Staff. Staffing will proceed as follows.

- The LA will develop a new program directive and forward it to the J-7, Joint Staff for coordination and approval.

- The JSDS will forward the proposed revision, including an electronic copy, to the J-7, Joint Staff for formatting and posting on the CJCS Joint Doctrine website.

- The LA will designate a PRA to write the publication revision. Under the cognizance of the LA, the PRA will develop two drafts of the revision in accordance with the guidance for project development in paragraph 4 above. If the scope of the existing publication falls within the scope established by the PD, the existing publication may suffice as the first draft.

- 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.

- The JSDS will process the revision for approval in accordance with CJCSI

5711.01A, *Policy on Action Processing*.

d. **Joint Publication Change Notices**

- Joint publication change notices will be posted on the CJCS Joint Doctrine website.
- Joint publication change notices also will appear in *Joint Force Quarterly*, and the USJFCOM JWFC newsletter, *A Common Perspective*.

e. **Cancellation or Supersession of Publications.** Cancellation or supersession of joint publications will be accomplished through formal action by the JDWP. Once recommended by the JDWP, the J-7, Joint Staff will approve and remove it from the hierarchy and the JEL.

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 III-4). It is also critical to the doctrine development process that leadership gets involved at the early phases of publication development. **Early leadership involvement will reduce delays in the process. If the publication is in the development stage, then the LA is responsible for meeting established milestones. If the publication is in the approval stage, then the JSDS is responsible for meeting the established milestones.**

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

- **Thirty (30) Days Overdue**
 - The J-7, Joint Staff, will host a planner-level meeting with the LA and

JSDS (as appropriate) to resolve any outstanding issues and lay out a plan to get publication development back on schedule. Other Service, combatant command, and Joint Staff planners may attend if appropriate.

- The LA and JSDS planner will attend the J-7, Joint Staff-hosted planner meeting. The LA and JSDS 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 Director, J-7, Joint Staff if they recommend that the milestones established in the PD be adjusted.

- The Director, J-7, Joint Staff, is the approval authority for any changes in the milestones established in the PD. The Director, J-7, Joint Staff will notify the joint doctrine development community by message of any changes to the PD.

- The LA or JSDS, as appropriate, will forward unresolved issues to a joint council of Service Deputy Operations Deputies (DepOpsDepts) for resolution.

- **Sixty (60) Days Overdue**

- The LA or JSDS (as appropriate) will brief a joint council of the DepOpsDepts 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 DepOpsDepts, to include any pre-briefs required by the Vice Director of the Joint Staff.

- The Vice Director of the Joint Staff will forward unresolved issues to a joint council of Service Operations Deputies (OPSDEPS) for resolution.

JOINT DOCTRINE MILESTONE REVIEW

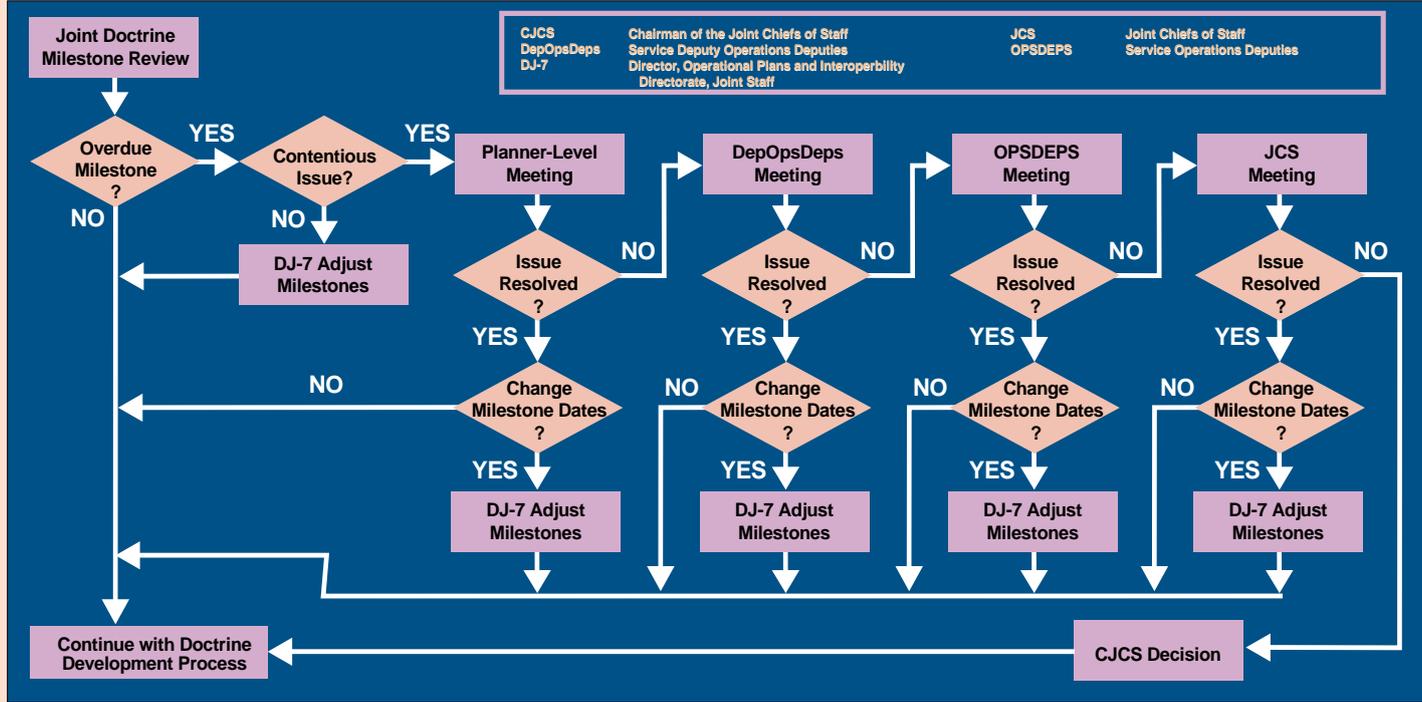


Figure III-4. Joint Doctrine Milestone Review

- The Director, J-7, Joint Staff will notify the joint doctrine development community by message of the decisions made by DepOpsDeps.
- **Ninety (90) Days Overdue**
 - The LA or JSDS (as appropriate) will brief a council of the OPSDEPS 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, to include any pre-briefs required by the Director of the Joint Staff.
 - The Director of the Joint Staff will forward to the Chairman of the Joint Chiefs of Staff any issues that remain unresolved.
 - The Director, J-7, Joint Staff will notify the joint doctrine development community by message of the decisions made by OPSDEPS.
- **One Hundred Twenty (120) Days Overdue**
 - The LA or JSDS (as appropriate) will brief a joint council of the Joint Chiefs of Staff 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 Joint Chiefs of Staff, to include any pre-briefs required by the Chairman.
 - If the issues cannot be resolved in the joint council of the Joint Chiefs of Staff, the Chairman will make a final decision.
 - The Director, J-7, Joint Staff will notify the joint doctrine development community by message 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 (i.e., contract, weather), the following steps will be taken.
 - A general officer or flag officer memorandum from the agency coordinating the publication (LA or JSDS) will be sent to the Director, J-7, Joint Staff stating the reason(s) for delays and with a proposed milestone update.
 - The Director, J-7, Joint Staff will verify that the issue(s) are non-contentious. If contentious issues exist, then a planner-level meeting will convene and the process discussed in Paragraph 7b of this chapter will be in effect. If the milestones are not contentious, then the Director, J-7, Joint Staff will notify the joint doctrine development community by message of the new milestones.

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CHAPTER IV

FORMATTING, PRINTING, AND DISTRIBUTING JOINT PUBLICATIONS

“One should, once and for all, establish standard combat procedures known to the troops, as well as to the general who leads them.”

Maurice de Saxe
Mes Réveries, 1732

1. Formatting Joint Publications

a. **Organization.** Joint publications will have several main parts and should be organized as shown in Appendix J, “Sample Joint Publication Organization and Format,” and as described below.

- **Front and Back Covers.** The joint publication title, number, date, Joint Chiefs of Staff, and Service logos (to include US Coast Guard) will be printed on the front cover (sample, page J-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 J-16) will be marked UNCLASSIFIED. The publication covers will be color-coded as follows:
 - UNCLASSIFIED and FOR OFFICIAL USE ONLY — dark blue (pantone 531);
 - CONFIDENTIAL — blue;
 - SECRET — red; and
 - TOP SECRET — orange.
- **Security Instructions** (if joint publication is classified). Security instructions are required for all classified joint publications (sample, page J-1) and will include the following.
 - The long and short titles of the joint publication will be UNCLASSIFIED. They can both be used when referring to the joint publication in all forms of communications.
 - The reason for the classification and any reproduction or distribution restrictions or instructions.
 - Instructions for foreign release and sanitation.
- **Preface.** A preface (sample, page J-2) will be included to describe the scope, purpose, and application.
- **Table of Contents.** A table of contents (sample, page J-4) will be included.
- **Executive Summary.** An executive summary (sample, page J-5) will be included which provides an overview of the publication. It will consist of material extracted from 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. 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.

- **Body of Publication.** The body of the publication (sample, page J-7) will be divided into chapters. The chapters may be divided into sections and subsections.

See the formatting paragraph below for details.

- **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.

- **References.** References, if any, are listed in the next to the last appendix to the joint publication (see sample, page J-9). This list is to include all documents used to develop the joint publication.

- The **“Administrative Instructions” appendix is required and is always the last appendix** (sample, page J-10).

- **Glossary.** The glossary (sample, page J-13) 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.

- **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 the publication. Abbreviations and acronyms should not be used in the text of definitions, nor should they be established in chapter titles, section headings, or figure titles.

•• **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 joint publication, that information should be provided in the text of the publication. Publication writers should avoid repeating glossary definitions verbatim in the text of a joint publication, but should use text to discuss or expand the definitions. Glossary terms should be written in lower case unless otherwise designated. 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 IV-1.

- **Index.** An alphabetical index (sample, page J-15) may be included if required.

b. **Page Formatting**

- **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 J-7). 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. Drafts will be double-spaced and single-column with numbered lines.

- **Second Draft, FC, and Optional Test Publication Versions.** All second draft and FC editions of each publication will be converted by the J-7, Joint Staff with the assistance of the JSDS and LA into a representative 6- by 9-inch format placed on 8.5- by 11-inch pages with text in double-column layout. 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.

Samples of the final 6- x 9-inch format are contained in Appendix J, “Sample Joint Publication Organization and Format.”

- **Approved Publications.** Approved publications will be converted by the Director, J-7 into a full color, 6- x 9-inch glossy format.
- **Page Classification.** The classification of the joint publication is shown at the top and bottom centers of each page. Unclassified publications are not marked as such.

- **Margins**

- For the drafts, the top and bottom margins of each page will be approximately 1 inch. On the even-numbered page, the left margin will be 1 inch; the right margin will be 1.5 inches. On odd-numbered pages, the left margin will be 1.5 inches and the right margin will be 1 inch.
- Second draft, FC, and test publication versions and approved publications will use margin settings as required to comply with the 6- x 9-inch format.

GLOSSARY NOTATIONS FOR TERMS AND DEFINITIONS		
NOTATION	PLACEMENT	USE
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 which will approve them for inclusion in the next edition of JP 1-02.

Figure IV-1. Glossary Notations for Terms and Definitions

- 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 J-7), 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.

- 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.

- **Paragraphs.** Paragraphs are numbered sequentially within each chapter using Arabic numerals. For a paragraph or subparagraph to be numbered, lettered, or bulleted, there must be at least two paragraphs or subparagraphs. 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 with some bold type, as desired. Paragraph classification marking will be in accordance with DOD Regulation 5200.1-R, *Information Security Programs*.

Indenting. Paragraphs and subparagraphs will be indented as follows:

1. Flush left; two spaces after a period.

Second line is blank. Third line is tabbed .13 inch and full justified.

a. Tabbed .13 inch; two spaces after a period and full justified.

- Single bullet indented .13 inch with a hanging indent of .13 inch and full justified.
 - Double bullet indented .26 inch and full justified; two spaces after second bullet. (1) Subsequent subparagraphs are numbered in parentheses and not offset from the parent paragraph. (2) XXXXXX. (a) Additional subparagraphs are lettered in parentheses. (b) XXXXXXXX.

- **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.

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

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

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

- **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).

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

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

•• **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 that ends on an odd numbered page.

c. Other Guidance

- **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 joint publications in order to comply with copyright laws and give fair credit to the owners of such material.
- **Figures.** 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 landscaped figure, the figure number and caption remain centered under the figure (which will be on the right hand side of the printed page). 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.
- **Photographs.** Photographs will not be numbered but will have a caption in italic type, Arial font 9 point. If the caption is two lines or less, 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.
- **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 .13 inch from both the left and right margins in italic type, Arial font 10 point. Source notations will be right justified in bold type, Arial font 10 point.
- **Vignettes.** Vignettes support the publication by providing short, pertinent narratives that enhance the meaning of the text. Each vignette will be indented and the source must be included. The body and source will be in bold type, Arial font 10 point; the source will be right justified.
- **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. References to other joint publications, DOD directives, CJCSIs, CJCSMs, Service publications, or other documents will include the full name of the referenced document. When referenced at the end of a paragraph or

section, they will be set off from the paragraph, full justified, and italicized. Margins will be equal to the referenced paragraph above and the first line will not be indented.

2. Printing

The USJFCOM JWFC, in coordination with the Director, J-7 has responsibility for printing all unclassified joint publications for the Joint Staff, joint agencies, and other DOD agencies. The Services will fund the printing of all approved joint publications that they require for internal distribution. Quantities in excess of 200 will be funded by the combatant command (MIPR, DD Form 448 to USJFCOM JWFC). The Joint Staff will fund the USJFCOM JWFC to stock sufficient quantities of joint publications and JEL CD-ROMs to meet projected needs for the 5-year life cycle of the joint publication and the 6-month life cycle of the JEL CD-ROM.

3. Distribution

a. The joint publications distribution system includes both push and pull processes to distribute newly approved and revised publications.

- The push process provides for distribution of joint publications 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 the USJFCOM JWFC (JW100). The Doctrine Division, USJFCOM JWFC, is responsible for the creation and maintenance of the joint publication distribution data base. The USJFCOM JWFC (JW100) is responsible to coordinate with the J-7, Joint Staff and the printer, through Defense Automated

Printing Service and the Government Printing Office, for the initial distribution of each new and revised joint publication.

- The pull process occurs when commands, organizations, and activities require joint publications additional to what was received during the push process. A field unit may pull small quantities of joint publications from Service-maintained inventories by requesting them through the Service (supporting Service) publication distribution center. Relevant addresses may be found on page M-2 of this publication or in the administrative instructions in the back of each publication. If the supporting Service is unable to provide the requested joint publication(s), the field unit may request small quantities of the joint publication or CD-ROM from the USJFCOM JWFC (JW100). Field units may also electronically download the joint publication(s) from the CD-ROM on the unclassified or classified CJCS Joint Doctrine website.

b. The USJFCOM JWFC will work with the Services and combatant commands to compile a distribution data base for each joint publication and CD-ROM. Based on mailing addresses provided, the USJFCOM JWFC establishes a data base for each joint publication and each JEL CD-ROM update. The USJFCOM JWFC creates mailing labels, which are married with the new or revised approved joint publication. The USJFCOM JWFC, in coordination with the J-7, releases the approved publication printing information to the printer for printing and mailing. The USJFCOM JWFC will notify the Services and combatant commands when joint publications and CD-ROMs are received "Return to Sender." The returned items will be placed in USJFCOM JWFC stocks and

remained after the address is corrected. The USJFCOM JWFC is authorized direct coordination with the following agencies on joint publications and CD-ROM distribution matters.

- **Services Headquarters** (or their designated doctrine centers and commands)
 - Component Commands
 - Reserves
 - Schools
- **Combatant Commands**
 - Headquarters and Staff
 - Subunified Commands
 - Standing JTFs
- **Joint Staff**
- **Multinational Partners**
- **Other Agencies and Organizations** as authorized
- **Department of Defense**

c. **Procedures.** Each joint publication and 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.

d. When a joint publication or CD-ROM comes up for initial approval, revision, or reprint, J-7, Joint Staff will request that the USJFCOM JWFC develop a distribution list. The USJFCOM JWFC will request distribution information from the Services and combatant commands.

e. The USJFCOM JWFC is responsible for the overall assessment of the joint publication and CD-ROM distribution system.

f. Distribution inquiries may be directed to:

Commander
USJFCOM JWFC JW2102
Doctrine Division (Publication
Distribution)
116 Lake View Parkway
Suffolk, VA 23435-2697
Voice: (757) 686-6122
DSN 668-6122
FAX: (757) 686-6199
DSN 668-6199

CHAPTER V

JOINT PUBLICATION ORGANIZATION FRAMEWORK

“A doctrine of war consists first in a common way of objectively approaching the subject; second, in a common way of handling it.”

Ferdinand Foch
Precepts and Judgments, 1919

1. Joint Publication Hierarchy

a. The joint publication hierarchy provides a framework for the serial structure of joint doctrine and JTTP. **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.**

- Above-the-line publications include capstone and keystone publications and other key joint doctrine publications which the Chairman of the Joint Chiefs of Staff signs and are 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.
- Below-the-line publications include those supporting joint doctrine and JTTP 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 joint publications and joint publications 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 Joint Doctrine Home Pages.

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 and/or TTP. Accordingly, some former joint publications (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 and JTTP for **personnel support of joint operations**. In addition to the keystone doctrine, JP 1-0, *Doctrine for Personnel Support to Joint Operations*, this series includes supporting publications concerning religious ministry, legal, and financial support guidance. Also in the 1 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 and JTTP for **intelligence support of joint operations**. These publications give the staff planner 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 and JTTP 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 and JTTP 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 Command, Control, Communications, and Computer (C4) Systems Support of Joint Operations.** Publications in this series establish joint doctrine and JTTP for **C4 systems support to joint operations**.

3. Joint Publication Identification

The Director, J-7, Joint Staff **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. For example, JP 4-0, *Doctrine for Logistic Support of Joint Operations*, would be the keystone manual in the logistic support series, and JP 4-01, *Joint Doctrine for the Defense Transportation System*, identifies one of the major functional areas within logistics.

c. The third numerical group, preceded by a period, designates those publications that provide supporting or expanded doctrine or JTTP for sequenced manuals within a functional field. For example, JP 4-01.3, *Joint Tactics, Techniques, and Procedures for Movement Control*, deals with transportation (JP 4-01) that falls under joint logistic support (JP 4-0).

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:

- Joint numbers for joint publications in use or development;
- Joint numbers reserved for possible joint use; and
- Joint numbers that will not be used.
 - The purpose of the second and third category is to provide a means for Services to use a compatible numbering system.
 - The third category provides the Services a way to number Service-unique doctrine without conflicting with any future joint publication numbering.

Appendix K, “Joint Publication Numbering Matrix,” shows which numbers are in each category.

4. Release of Joint Publications

Releasing instructions will be included in the administrative instruction appendix of each joint publication. Request 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 joint publication to foreign governments or foreign nationals** must be requested through the local embassy (Defense Attaché Office) to DIA Foreign Liaison Office, PSS, PO-FL, Room 1A674, Pentagon, Washington, DC 20301-7400.

b. **Publications Under Development.** Draft or proposed publications are **not releasable** to individuals or agencies outside the Services, combatant commands, and Joint Staff, to include professional military education institutions, except for the express purpose of review and comment. This is to help prevent the possibility of misrepresenting joint doctrine and JTTP 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 Director, J-7, Joint Staff.

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APPENDIX A

SAMPLE PROJECT PROPOSAL FORMAT

01 02 RR RR (CLAS)

FROM (submitting organization)//

TO JOINT STAFF WASHINGTON DC//J7-JDETD//
USCINCFCOM NORFOLK VA//JW100//

INFO AIG 7029
(classification)

MSGID/GENADMIN/(organization ID)//

SUBJ/JOINT DOCTRINE (or JTTP) FOR (proposed project title) PROJECT PROPOSAL/
/

POC/(last name)/(milrank)/UNIT ID/LOCATION/TEL: (number)//

RMKS/1. PURPOSE. TO RECOMMEND DEVELOPMENT OF A JOINT DOCTRINE
(or JTTP) 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 combat 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 Service, joint, and multinational doctrine to be considered.)

6. RECOMMENDED LEAD AGENT: (Recommend one.)

7. URGENCY. (Normally "Next Joint Doctrine Working Party" or "Now" for critical voids only.)

8. OTHER RELEVANT INFORMATION. (Specify as required.)//

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APPENDIX B

SAMPLE VALIDATION CHECKLIST

01 02 RR RR (CLAS)

FROM (responding organization)//

TO JOINT STAFF WASHINGTON DC//J7-JDETD//
USCINCFCOM JWFC SUFFOLK VA//JW100//

INFO AIG 7029
(classification)

MSGID/GENADMIN/(organization ID)//

SUBJ/VALIDATION OF JOINT DOCTRINE (or JTTP) FOR (proposed project title)
PROJECT PROPOSAL//

REF/A/MSGID/(originator)/(dtg of msg)/-/-//

REF/B/MSGID/JDETD, J-7, JOINT STAFF/(dtg of msg)/-/-//

NARR/REF A IS ORIGINAL PROJECT PROPOSAL, REF B IS MSG TASKING
PROJECT VALIDATION VIA MSG//

POC/(last name)/(milrank)/UNIT ID/LOCATION/TEL: (number)//

RMKS/1. PURPOSE. TO PROVIDE COMMENTS AND A RECOMMENDATION
REGARDING (proposing command's name) PROPOSAL TO DEVELOP A JOINT
DOCTRINE (or JTTP) PUBLICATION FOR (state the proposed title or give a brief
description).

2. HOW DOES THE PROPOSAL IMPROVE THE COMBAT EFFECTIVENESS OF
JOINT US FORCES? (Answer and rationale.)

3. IS THERE AN APPARENT VOID IN THIS AREA? (Answer: yes or no.) IF SO,
HOW SHOULD IT BE HANDLED? (Answer will be one of three choices: "develop a new
pub," "revise or change existing or evolving pub," or "further study is required.")

4. SHOULD THE SCOPE BE MODIFIED IN ANY WAY? (Specify.)

5. IS THE RECOMMENDED TARGET AUDIENCE CORRECT? (Recommended
additions or deletions.)

6. ARE THERE ANY OTHER REFERENCES THAT AFFECT THE PROPOSAL?
(Specify additional relevant Service, joint, and multinational doctrine to be considered.)

7. IS THE RECOMMENDED LEAD AGENT CORRECT? (If not, recommend a new
one.)

8. WHAT PRIORITY SHOULD BE ALLOCATED TO CARRYING OUT THE
RECOMMENDED ACTION? (Based on your recommendations, should the project be
started immediately or can it wait until the next JDWP for timeline discussion?)

9. OTHER RELEVANT INFORMATION. (Specify as required.)//

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APPENDIX C

SAMPLE PROGRAM DIRECTIVE FORMAT

01 02 RR RR (CLAS)

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

TO (lead agent)

INFO AIG 7029

(classification)

MSGID/GENADMIN/JDETD, 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 directorate) 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 combat 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 as agreed upon in the program directive development group.)

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 (JAARS) 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.)//

Intentionally Blank

APPENDIX D
SAMPLE TRANSMITTAL MESSAGE FOR DRAFTS

01 02 RR RR (CLAS)

FROM (PREPARING LA/PRA)

TO AIG 7029

(classification)

MSGID/(ORGANIZATION ID (E.G., USJFCOM JOINT WARFIGHTING CENTER))//
SUBJ/TRANSMITTAL OF DRAFT JOINT PUB (pub number), (pub title) FOR REVIEW
AND COMMENT//

REF//A//DOC//JOINT PUB 1-01, JOINT DOCTRINE DEVELOPMENT SYSTEM//

POC/(last name)/(milrank)/UNIT ID/LOCATION/TEL: (number)//

RMKS/1. PER THE REF, THE SUBJ DRAFT WAS MAILED TO THE CRAS (AND
OTHERS AS NECESSARY) ON (DATE).

2. INCLUDED IN THIS MAILING WAS A PRINTED AND AN ELECTRONIC COPY
OF THE DRAFT. THE ELECTRONIC COPY IS ON (EXPLAIN THE VERSION (E.G.,
3.5 INCH DISC IN MICROSOFT WORD 6.0)).

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APPENDIX E
SAMPLE TRANSMITTAL COORDINATION
MEMORANDUM FOR DRAFTS

Annex A Sample General Comment, Comment, and Line-Out/Line-In
Format

**SAMPLE TRANSMITTAL COORDINATION
MEMORANDUM FOR DRAFTS**

OFFICE SYMBOL

DATE

MEMORANDUM FOR: Distribution List

Subject: JP X-XX, *Title* (number draft)

1. Attached is one printed copy and one electronic copy (version) of the subject publication for your review and comment. Electronic copies may also be downloaded from the “Joint Electronic Library” on the CJCS Joint Doctrine Home Page on the WWW. If changes are proposed, they should be submitted in general comment, comment, and line-out/line-in format with supporting rationale. Comments will be in one of four categories: critical, major, substantive, administrative. (Administrative comments are optional.) For formats see JP 1-01, *Joint Doctrine Development System*, Appendix E, Annex A.

2. Concurrence or negative responses accepted telephonically.

3. Suspense for this action is (date).

4. Point of contact is (rank, name, telephone number).

Attachment

Signature Block

Distribution List

Headquarters, Department of the Army (ATTN: DAMO-SSP)
Chief of Naval Operations (ATTN: N512)
Headquarters, US Air Force (ATTN: XOJ)
Commandant of the Marine Corps (PLN-13)
Commandant, US Coast Guard (ATTN: G-OPD)
Commander in Chief, US Joint Forces Command (ATTN: JW100)
Commander in Chief, US Central Command (ATTN: CCJ5-O)
Commander in Chief, US European Command (ATTN: ECJ5-S)
Commander in Chief, US Pacific Command (ATTN: J383)
Commander in Chief, US Southern Command (ATTN: SCJ5-PS)
Commander in Chief, US Space Command (ATTN: SPJ5-X)
Commander in Chief, US Special Operations Command (ATTN: SOOP-PJ-D)
Commander in Chief, US Strategic Command (ATTN: J512)
Commander in Chief, US Transportation Command (ATTN: TCJ5-SR)
Commander, US Army Training and Doctrine Command (ATTN: ATDO-A)
Commanding General, Marine Corps Combat Development Command (ATTN: DOC/C42)
Commander, Navy Warfare Development Command (ATTN: NS)
Commander, US Air Force Doctrine Center (ATTN: DJ)
Commander, Joint Warfighting Center (ATTN: JW100)
Director, Joint Staff, J-7 (ATTN: JDETD)
President, National Defense University (ATTN: NDU-AA)
(Other agencies and TRAs as necessary)

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ANNEX A TO APPENDIX E

SAMPLE GENERAL COMMENT, COMMENT, AND LINE-OUT/LINE-IN FORMAT

1. General Comments

- a. Major. Most of the terminology used in the publication does not reflect approved joint terminology. A complete terminology review is required.
- b. Administrative. Figure captions in the publication do not accurately reflect the titles contained in the figures. A complete review and alignment of all figure captions and titles is required.

2. Critical Comments

- a. Page II-4, paragraph 4a, lines 26-30. Delete.

REASON: Consistency with JP 0-2, Figure III-1. A combatant commander does not exercise command of a joint force (subunified command or JTF) through a Service and/or functional component commander.

3. Major Comments

- a. Page I-3, paragraph 4, line 14. Change as follows: “...between the ~~theater CINC~~ geographic combatant commander and subordinate”.

REASON: Consistent with JP 0-2.

- b. Page III-14, paragraph 6, line 23. Delete, and renumber subsequent paragraph accordingly.

REASON: Requirement eliminated by DOD Directive 9999.99-M, 1 May 95, *Military Operations in Space*.

- c. Page IV-9, paragraph 7. Comment: In accordance with the program directive, add guidance concerning employment of cargo handling equipment.

- d. Page GL-14, Joint Transportation Board, line 2. Add the following sentence: “Responsible to a geographic combatant commander, it reviews and deconflicts policies, procedures, and apportionments beyond the authority of a joint movement center.”

REASON: Consistent with JP 4-01.3.

4. Substantive Comments

- a. Page II-24, paragraph 1, line 8. Comment: Reduce redundancy by making subparagraph “a” a part of paragraph 1 and delete subparagraph “b”.

b. Page IV- 6, subparagraph 3c, line 17. Change as follows: “...the ~~responsibilities~~ obligations of the ...”

REASON: Accuracy. The word “obligation” is a more accurate description of the relationship discussed.

c. Page C-1, paragraph 2, line 23. Add the following new subparagraphs 2a and b, and reletter subsequent subparagraphs accordingly:

“a. Assumptions. List the assumptions on which this annex is based. The assumptions should state expected conditions over which the commander has no control.

b. Logistic Requirements. Identify the logistic matters or functions for which support arrangements are appropriate.”

REASON: Accuracy. As directed by the Secretary of Defense.

d. Page D-3, line 15. Add the following reference: “3. JP 0-2, *Unified Action Armed Forces (UNAAF)*.”

REASON: Completeness.

5. Administrative Comments

a. Page I-6, subparagraph 4c, line 9. Change as follows: “Upon Arriving at the Sscene, USCINCPAC units will transfer to the control of ~~units to~~ the rescue task force commander and will...”

REASON: Editorial.

b. Page II-6, paragraph 2, line 8. Change as follows: “...military sService must have...”

REASON: Correctness in accordance with Joint Staff Guide 5711.

c. Page IV-19, paragraph 4. Comment: Verify the indicated “local haul” distance of the 5-ton truck.

APPENDIX F

SAMPLE EVALUATION DIRECTIVE

Reply ZIP Code:
20318-7000

MEMORANDUM FOR: Distribution List

Subject: Evaluation Directive for Joint Test Publication X-XX

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 test publication that require evaluation. The evaluation criteria are based on the scope of the publication as defined in the publication's program directive and issues identified through staffing during project development.
6. Completion Date. The date the final evaluation report is due to the Director, 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 Universal Lessons Learned requirements, and joint exercise planning guidance.
8. Administrative Instructions. Lists any additional administrative remarks.

Distribution List*

Headquarters, Department of the Army (ATTN: DAMO-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 in Chief, US Joint Forces Command (ATTN: JW126)
Commander in Chief, US Central Command (ATTN: CCJ5-O)
Commander in Chief, US European Command (ATTN: ECJ5-S)
Commander in Chief, US Pacific Command (ATTN: J383)
Commander in Chief, US Southern Command (ATTN: SCJ5-PS)
Commander in Chief, US Space Command (ATTN: SPJ5-X)
Commander in Chief, US Special Operations Command (ATTN: SOOP-PJ-D)
Commander in Chief, US Strategic Command (ATTN: J512)
Commander in Chief, 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: JDETD)
President, National Defense University (ATTN: NDU-AA)
(PRA, TRAs, and other agencies, as necessary)

* Subordinate command addressees involved in exercise evaluations may be added by the evaluation agent when given direct liaison by the combatant command.

APPENDIX G

SAMPLE REQUEST FOR FEEDBACK MESSAGE

01 02 RR RR (CLAS)

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

(classification)

MSGID/GENADMIN/(organization ID)//

SUBJ/REQUEST FOR FEEDBACK ON JP X-XX.X//

REF/A/DOC/JP 1-01, JOINT DOCTRINE DEVELOPMENT SYSTEM//

REF/B/CONF/MINUTES OF JDWP (date)//

POC/(last name)/(milrank)/UNIT ID/LOCATION/TEL: (number)//

RMKS/1. REF A STATES THAT A WRITTEN ASSESSMENT REPORT WILL BE SOLICITED FROM THE COMBATANT COMMANDS, SERVICES, AND JOINT STAFF ON SELECTED APPROVED JOINT PUBLICATIONS 18 TO 24 MONTHS AFTER RELEASE. REF B DETERMINED THAT JP X-XX.X IS TO BE ASSESSED.

2. REQUEST YOUR WRITTEN OR MESSAGE RESPONSE TO THE FOLLOWING QUESTIONS BY (date). SEND RESPONSE TO USCINCFCOM NORFOLK VA//JW100// WITH INFO TO AIG 7029 OR PLACE ON JOINT ELECTRONIC LIBRARY IN CONFERENCE 2 (PRINCIPALS).

- A. IS THE INFORMATION PROVIDED ACCURATE AND USEFUL?
- B. WHAT NEEDS TO BE UPDATED OR IMPROVED?
- C. CAN THIS JP BE BETTER ORGANIZED FOR THE BEST UNDERSTANDING OF THE DOCTRINE AND/OR JTTP? HOW?
- D. ARE THERE ANY INCONSISTENCIES BETWEEN THIS JP AND OTHER JOINT DOCTRINE WHICH NEED TO BE CORRECTED? IF SO, WHAT NEEDS TO BE CORRECTED?
- E. DOES THIS JP (OR SECTIONS OF IT) LEND ITSELF (THEMSELVES) TO CONSOLIDATION WITH ANY OTHER JPS? WHICH ONES AND HOW?
- F. REF A REQUIRES AN ASSESSMENT OF THE NEED FOR URGENT CHANGES AND EARLIER-THAN-SCHEDULED REVISIONS. 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 COMBAT EFFECTIVENESS. IF YOU HAVE ANY RECOMMENDED URGENT CHANGES OR EARLIER-THAN-SCHEDULED REVISIONS, PLEASE DETAIL THEM.
- G. DO YOU HAVE ANY OTHER COMMENTS?

3. THE SCOPE OF JP X-XX.X IS (use PD or evaluation directive if no PD).

4. YOUR EFFORT IN DEVELOPING YOUR RESPONSE IS APPRECIATED BECAUSE RESPONSES ARE USED AS ONE OF THE PRIMARY MEANS OF DETERMINING THE NEED TO CHANGE OR REVISE THE JP.

BT//

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APPENDIX H
SAMPLE URGENT CHANGE RECOMMENDATION

01 02 RR RR (CLAS)

FROM (ORIGINATOR Address)
TO JOINT STAFF WASHINGTON DC//J7/JDET
(LEAD AGENT)
USCINCFCOM NORFOLK VA//JW100//

AIG 7029
(classification)

MSGID/GENADMIN/(organization ID)//
SUBJ/URGENT CHANGE RECOMMENDATION FOR JOINT PUB X-XX.X//
REF/A/DOC/JP 1-01, 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 J
SAMPLE JOINT PUBLICATION
ORGANIZATION AND FORMAT

CLASSIFICATION
(If Required)



Joint Publication
X-XX



Title



Approval Date



CLASSIFICATION
(If Required)

SAMPLE PREFACE

PREFACE

1. Scope

This publication provides fundamental principles and 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 doctrine and selected joint tactics, techniques, and procedures (JTTP) to govern the joint activities and performance of the Armed Forces of the United States in joint operations and provides the doctrinal basis for US military involvement in multinational and interagency operations. It provides military guidance for the exercise of authority by combatant commanders and other joint force commanders (JFCs) and prescribes doctrine and selected tactics, techniques, and procedures for joint 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 mission.

3. Application

a. Doctrine and selected tactics, techniques, and procedures and guidance established in this publication apply to the commanders of combatant commands, subunified commands, joint task forces, and subordinate components of these commands. These principles and guidance also may apply when significant forces of one Service are attached to forces of another Service or when significant forces of one Service support forces of another Service.

b. The guidance in this publication is authoritative; as such, this doctrine (or JTTP) 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 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. 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 doctrine and procedures, where applicable and follow the multinational command's and consistent with US law and policy.

For the Chairman of the Joint Chiefs of Staff:

C. W. FULFORD, JR.
Lieutenant General, US Marine Corps
Director, Joint Staff

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SAMPLE EXECUTIVE SUMMARY

EXECUTIVE SUMMARY COMMANDER'S OVERVIEW

- **Provides an Overview of the Joint Doctrine Development System**
 - **Discusses the Responsibilities of the Joint Doctrine Development Community**
 - **Describes the Joint Doctrine Development Process**
-

Responsibilities

The Chairman of the Joint Chiefs of Staff develops doctrine for the joint employment of the armed forces.

The Chairman of the Joint Chiefs of Staff is responsible for development, review, approval, and maintenance of joint doctrine and joint tactics, techniques, and procedures (JTTP). The Chairman of the Joint Chiefs of Staff is assisted by the Chiefs of the Services, combatant commanders, and the Joint Staff. Only publications approved by or for the Chairman will be referred to as joint publications.

The Director, Operational Plans and Joint Force Development Directorate, Joint Staff manages the Joint Doctrine Development System, which includes the joint doctrine development process.

The Director, Operational Plans and Joint Force Development Directorate, Joint Staff (J-7) is responsible to the Chairman of the Joint Chiefs of Staff for managing the Joint Doctrine Development System, which includes the joint doctrine development process. The Director, J-7, Joint Staff accomplishes this by assigning responsibilities to the Services, combatant commands, Joint Staff, and the US Joint Forces Command (USJFCOM) Joint Warfighting Center (JWFC).

Joint Doctrine Development Process

The joint doctrine development process provides procedures to initiate, develop, approve, and maintain joint publications as well as a method for resolving issues.

The Chairman of the Joint Chiefs of Staff has developed specific procedures for the initiation, development, approval, and maintenance of joint doctrine (and JTTP) projects. The process requires active involvement by all principal users of joint doctrine (and JTTP). The process also includes a means to work towards consensus among doctrine developers as well as a method for resolving key issues or divergent views.

The US Joint Forces Command Joint Warfighting Center normally assesses joint publications for the Chairman of the Joint Chiefs of Staff after promulgation to ensure they meet the needs of the joint community.

Normally, joint doctrine and JTTP publications are assessed after promulgation to ensure that they have the utility and quality required by the joint community. The USJFCOM JWFC normally will function as the assessment agent for the Chairman of the Joint Chiefs of Staff. Assessments usually will be accomplished by observing doctrine usage during operations and exercises, and by interviewing and surveying users.

CONCLUSION

This publication describes the Joint Doctrine Development System, the responsibilities of individuals in the Joint Doctrine Development Community, the joint doctrine development process, and the joint publication organization framework.

**2. Second Draft, Final
Coordination, and Approved
Publications**

a. XXXXXX XXXX XXXXX
XXXXXXXX XXXX XXXXX XXXXXX.

b. XXXXX XXXXXXXX XXX XXXX.

- XXX XXXX XXXX XXXXXX XXXX
XXXXXXXX XXX XX XXXXX XXXX
XXXX XXXXXXXX XXXXXXXX

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- XXXXXXXX XXX XXXX.

•• XXXXXXXXXXXXXXXXXXXX.

•• XXXXXXXX XXXXXXXX
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XXXXXXXX. (a) XXXXX (b)
XXXXX.

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 1-01 is based upon the following primary references.

1. Title 10, United States Code, as amended by the DOD Reorganization Act of 1986.
2. DOD Directive 5100.1, *Functions of the Department of Defense and Its Major Components*.
3. JP 0-2, *Unified Action Armed Forces (UNAAF)*.
4. JP 1-02, *Department of Defense Dictionary of Military and Associated Terms*.

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 Code JW100, 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 and Joint Staff doctrine sponsor for this publication is the Director for Operations (J-3).

3. Supersession (if required)

This publication supersedes JP 3-07.4, 9 August 1994, *Joint Counterdrug Operations*.

4. Change Recommendations

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

TO: JOINT STAFF WASHINGTON DC//J-3/CND// (LEAD AGENT)
INFO: JOINT STAFF WASHINGTON DC//J7-JDETD//*
USCINCFCOM SUFFOLK VA//JW100//

Routine changes should be submitted to the Director for Operational Plans and Joint Force Development (J-7), JDETD, 7000 Joint Staff Pentagon, Washington, DC 20318-7000, with info copies to the USJFCOM JWFC.

- 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 Director, J-7, Joint Staff, when changes to source documents reflected in this publication are initiated.

*Use when the J-7 is not the Lead Agent

c. Record of Changes:

CHANGE NUMBER	COPY NUMBER	DATE OF CHANGE	DATE ENTERED	POSTED BY	REMARKS
<hr/>					
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<hr/>					

5. Distribution

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

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, PSS, PO-FL, Room 1A674, Pentagon, Washington, DC 20301-7400.

c. Additional copies should be obtained from the Military Service assigned administrative support responsibility by DOD Directive 5100.3, 1 November 1988, *Support of the Headquarters of Unified, Specified, and Subordinate Joint Commands*.

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

Air Force: Air Force Publications Distribution Center
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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 Division (Publications Distribution)
116 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*.

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
CINC	commander of a combatant 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
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 propositioning 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 know 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)

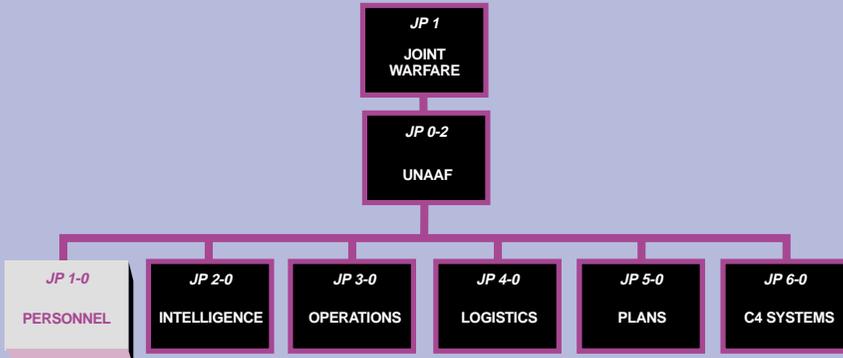
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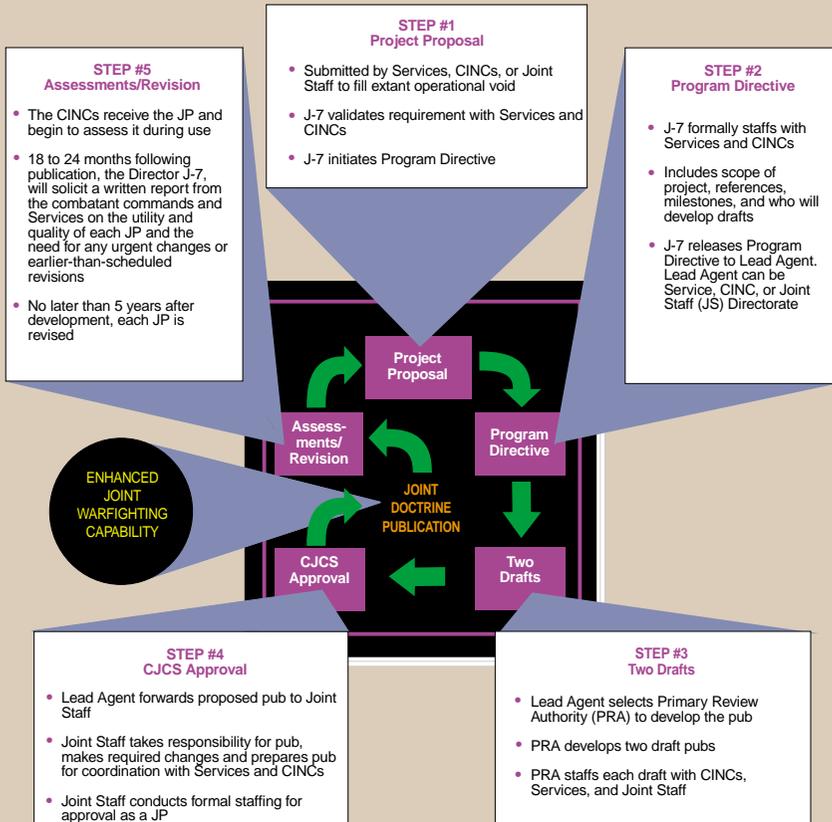
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SAMPLE INSIDE BACK COVER

JOINT DOCTRINE PUBLICATIONS HIERARCHY



All joint doctrine and tactics, techniques, and procedures are organized into a comprehensive hierarchy as shown in the chart above. **Joint Publication (JP) 1-01** is in the **Personnel** series of joint doctrine publications. The diagram below illustrates an overview of the development process:



APPENDIX K

JOINT PUBLICATION NUMBERING MATRIX

JOINT PUBLICATION NUMBERING MATRIX											
1 Series		2 Series		3 Series		4 Series		5 Series		6 Series	
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	1
1-03	1	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	2	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	2-12	2	3-12	1	4-12	2	5-12	2	6-12	2
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1-18	2	2-18	2	3-18	1	4-18	2	5-18	2	6-18	2
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1-33	3	2-33	3	3-33	1	4-33	3	5-33	3	6-33	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 (Service use in their numbering system will not later conflict with joint numbering)										

Figure K-1. Joint Publication Numbering Matrix

JOINT PUBLICATION NUMBERING MATRIX (cont'd)											
1 Series		2 Series		3 Series		4 Series		5 Series		6 Series	
Ex: 1-0	CAT	Ex: 2-0	CAT	Ex: 3-0	CAT	Ex: 4-0	CAT	Ex: 5-0	CAT	Ex: 6-0	CAT
1-34	3	2-34	3	3-34	1	4-34	3	5-34	3	6-34	3
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1-67	2	2-67	2	3-67	2	4-67	2	5-67	2	6-67	2
CAT 1	Numbers for joint publications in use or development										
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1-68	2	2-68	2	3-68	2	4-68	2	5-68	2	6-68	2
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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 (Service use in their numbering system will not later conflict with joint numbering)										

Figure K-1. Joint Publication Numbering Matrix (cont'd)

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APPENDIX L REFERENCES

The development of JP 1-01 is based upon the following primary references.

1. The Goldwater-Nichols Department of Defense Reorganization Act of 1986 (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 Unified, Specified, 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. CJCS Instruction 5705.01, *Standardization of Military and Associated Terminology*.
10. CJCS Instruction 5711.01A, *Policy on Action Processing*.
11. Joint Staff Manual 5711.01A, *Joint Staff Correspondence Preparation*.

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APPENDIX M

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 Code JW100, 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 and Joint Staff doctrine sponsor for this publication is the Director for Operational Plans and Interoperability (J-7).

3. Supersession

This publication supersedes JP 1-01 with Change 1, 14 September 1993, *Joint Publication System, Joint Doctrine and Joint Tactics, Techniques, and Procedures Development Program*.

4. Change Recommendations

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

TO: JOINT STAFF WASHINGTON DC//J7-JDETD//
INFO: USCINCFCOM SUFFOLK VA//JW100//

Routine changes should be submitted to the Director for Operational Plans and Joint Force Development (J-7), JDETD, 7000 Joint Staff Pentagon, Washington, DC 20318-7000, with info copies to USJFCOM JWFC Code JW100, 116 Lake View Parkway, Suffolk, VA 23435-2697, and the (Lead Agent).

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 Director, J-7, Joint Staff, 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
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5. Distribution

- a. Additional copies of this publication can be obtained through the Service publication centers listed below (initial contact) or the USJFCOM Joint Warfighting Center in the event that the joint publication is not available from the Service.
- b. Only approved publications and 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, PSS, PO-FL, Room 1A674, Pentagon, Washington, DC 20301-7400.
- c. Additional copies should be obtained from the Military Service assigned administrative support responsibility by DOD Directive 5100.3, 1 November 1988, *Support of the Headquarters of Unified, Specified, and Subordinate Joint Commands*.

Army: US Army AG Publication Center SL
Attn: Joint Publications
1655 Woodson Road
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 Division (Publication Distribution)
116 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*.

GLOSSARY

PART I — ABBREVIATIONS AND ACRONYMS

AA	assessment agent
C4	command, control, communications, and computers
CD-ROM	compact disk read only memory
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
DepOpsDepts	Service Deputy Operations Deputies
DIA	Defense Intelligence Agency
DOD	Department of Defense
DSN	Defense Switched Network
FC	final coordination
J-7	Operational Plans and Joint Force Development Directorate, Joint Staff
JDETD	Joint Doctrine, Education, and Training Division
JDWP	Joint Doctrine Working Party
JEL	Joint Electronic Library
JP	joint publication
JSDS	Joint Staff doctrine sponsor
JSM	Joint Staff Manual
JTF	joint task force
JTTP	joint tactics, techniques, and procedures
JWFC	Joint Warfighting Center
LA	lead agent
NATO	North Atlantic Treaty Organization.
OPSDEPS	Service Operations Deputies
PD	program directive
PDDG	program directive development group
PRA	primary review authority
RFF	request for feedback
TRA	technical review authority
TTP	tactics, techniques, and procedures

Glossary

USC	United States Code
USCINCEUR	United States Commander in Chief, Europe
USCINCPAC	Commander in Chief, United States Pacific Command
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. (This term and its definition are 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 which includes supporting joint doctrine and joint tactics, techniques, and procedures 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 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. (This term and its definition are approved for inclusion in the next edition of 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 (CJCS) 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. CJCS Instructions, unlike joint publications, will not contain joint doctrine and/or joint tactics, techniques, and procedures. Terminology used in these publications will be consistent with JP 1-02. Also called CJCSI. (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 and/or joint tactics, techniques, and procedures. Terminology used in these publications will be consistent with JP 1-02. Also called CJCSM. (This term and its definition are approved for inclusion in the next edition of JP 1-02.)

combatant commander. A commander in chief 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 efforts. 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. (Upon approval of this revision, 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.)

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)

joint administrative publication. None. (This term and its definition are approved for removal from the next edition of JP 1-02.)

joint doctrine. Fundamental principles that guide the employment of forces of two or more Military Departments in coordinated action toward a common objective. It is authoritative; as such, joint doctrine will be followed except when, in the judgment of the commander, exceptional circumstances dictate otherwise. It will be promulgated by or for the Chairman of the Joint Chiefs of Staff, in coordination with the combatant commands and Services. (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 Publication System. The system of lead agents, Joint Staff doctrine sponsors, primary review authorities, coordinating review authorities, technical review authorities, Joint Doctrine Working Party, procedures, and hierarchical framework designed to organize, develop, maintain, print, and distribute joint publications. (This term and its definition are 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 Interoperability Directorate, J-7) which meets semiannually to address and vote 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, J-7, Joint Staff. (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 and/or joint tactics, techniques, and procedures that involves the employment of forces prepared under the cognizance of Joint Staff directorates and applicable to the Military Departments, combatant commands, and other authorized agencies. It is approved by the Chairman of the Joint Chiefs of Staff, in coordination with the combatant commands and Services. 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. The sponsor for a joint doctrine or joint tactics, techniques, and procedures (JTTP) project. Each joint doctrine or JTTP project will be assigned a Joint Staff doctrine sponsor (JSDS). The JSDS will assist the lead agent and primary review authority as requested and directed. The JSDS will coordinate the draft document with the Joint Staff and provide Joint Staff comments and recommendations to the primary review authority. The JSDS will receive the

revised second (final) draft from the lead agent, 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.

The actions and methods that implement joint doctrine and describe how forces will be employed in joint operations. They are authoritative; as such, joint tactics, techniques, and procedures will be followed except when, in the judgment of the commander, exceptional circumstances dictate otherwise. They will be promulgated by the Chairman of the Joint Chiefs of Staff, in coordination with the combatant commands and Services. Also called JTTP. (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 test publication. A proposed version of a joint doctrine or joint tactics, techniques, and procedures publication that normally contains contentious issues and is nominated for a test publication and evaluation stage. Joint test publications are approved for evaluation by the Director, Operational Plans and Interoperability, Joint Staff (J-7). Publication of a test publication does not constitute Chairman of the Joint Chiefs of Staff approval of the publication. Prior to final approval as joint doctrine, test publications are expected to be further refined based upon evaluation results. Test publications are automatically superseded upon completion of the evaluation and promulgation of the proposed publication. (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, intelligence, operations, logistics, plans, and command, control, communications, and computer systems support series publications. (This term and its definition are approved for inclusion in the next edition of JP 1-02.)

lead agent. Individual Services, combatant commands, or Joint Staff directorates may be assigned as lead agents for developing and maintaining joint doctrine or joint tactics, techniques, and procedures (JTTP) publications. The lead agent is responsible for developing, coordinating, reviewing, and maintaining an assigned doctrine or JTTP. 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. Fundamental principles that guide the employment of forces of two or more Services in coordinated action toward a common objective. It is ratified by two or more Services, and is promulgated in multi-Service publications that identify the participating Services, e.g., Army-Navy doctrine. (JP 1-02)

primary review authority. The organization 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.)

procedure. A procedure begins with a specific, documentable event that causes an activity to occur. The activity must produce a product that normally affects

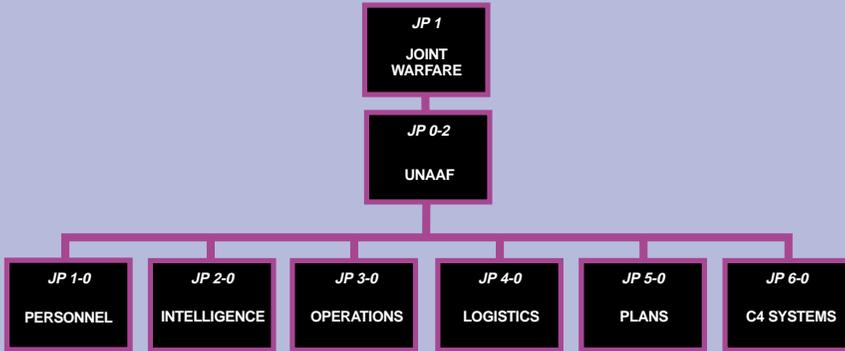
another external organization. Frequently, that product will be the event that causes another procedure to occur. It is important to recognize that a procedure determines “what” an organization must do at critical periods but does not direct “how” it will be done. (JP 1-02)

tactics. 1. The employment of units in combat.
2. The ordered arrangement and maneuver of units in relation to each other and/or to the

enemy in order to use their full potentialities. (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. (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 PUBLICATIONS HIERARCHY



All joint doctrine and tactics, techniques, and procedures are organized into a comprehensive hierarchy as shown in the chart above. **Joint Publication (JP) 1-01** is a reference publication in the 1 series of joint doctrine publications. The diagram below illustrates an overview of the development process:

