

Joint Publication 1-01
Change 1
(29 June 2001)



Joint Doctrine
Development System

CHANGES ONLY



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.

Change 1 to this publication is incorporated herein. It expands the joint publications maintenance stage by establishing a preliminary assessment and formalizing specific guidance when publications should be revised earlier than the scheduled 5-year revision cycle. The change also establishes a new format for the submission of line-out/line-in comments to speed up the sorting and adjudication of that process.

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*.

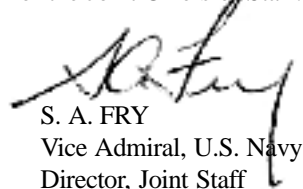
3. Application

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:



S. A. FRY
Vice Admiral, U.S. Navy
Director, Joint Staff

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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 decisionmaking 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 scheduled 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. The USJFCOM JWFC will conduct a preliminary assessment of each joint publication 18-24 months after the publication is approved. The preliminary assessment will determine if there is a requirement for an "early" formal assessment. If an "early" formal assessment is required and the results of that assessment indicate the publication should be revised early, USJFCOM JWFC will forward that recommendation to the J-7, Joint Staff. The J-7, Joint Staff will concur or nonconcur with the assessment recommendations and forward the formal assessment summary with a J-7, Joint Staff cover letter to the LA. If an early formal assessment is not required, USJFCOM JWFC will begin the formal assessment 54 months after publication approval.

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 that publication's assessment and revision. 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 JFWC 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

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 assessments and revisions.

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

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 a 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

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 scheduled 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. 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.

- **Types of Assessments.** The AA conducts a preliminary, "early" formal assessment (optional) and formal assessment for each joint publication. The preliminary assessment begins 18-24 months after publication approval to determine the need for an "early" formal assessment. The USJFCOM JWFC will evaluate the preliminary assessment results and recommend to the J-7, Joint Staff, for approval, if an "early" formal assessment is needed. If an "early" formal assessment is not required, USJFCOM JWFC will begin the formal assessment 54 months after publication approval in preparation for the scheduled 5-year revision.

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

- **Formal Assessment.** 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, the recommendation for the "early" formal assessment will be determined by the USJFCOM JWFC, during the preliminary assessment and approved by the J-7, Joint Staff. This decision is normally made 18 to 24 months after a joint publication has been approved. The formal assessment is conducted in preparation for the scheduled 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 formal assessments, the AA will send an RFF message (see Appendix G, “Sample Request for Feedback Message”) either 18 to 24 (if the preliminary assessment confirms the need and with J-7, Joint Staff concurrence) or 54 months after the publication has been distributed. This RFF will gather comments for the publication’s potential revision (early or scheduled), which will be used by USJFCOM JWFC or the LA in the publication’s revision.

- **Products and Outcomes.** The following products and outcomes will occur for all formal assessments that result in a recommendation for revision (early or scheduled).

- The AA will analyze the assessment data, forward the formal assessment summary to the J-7, Joint Staff for approval, develop a read-ahead package, and coordinate the formal assessment results with the LA for the publication's revision. The read-ahead package will include an assessment summary, a consolidated matrix of critical and major assessment comments a proposed revision to the publication's PD, and a draft Joint Working Group (JWG) announcement message, if a JWG is required. The USJFCOM JWFC will make the read-ahead package available to the Joint Doctrine Development Community.

- The J-7, Joint Staff will approve the assessment summary and forward it to

the LA for action. The J-7 will also coordinate an approve the new PD to begin the joint publication revision.

- The LA, in coordination with the J-7, Joint Staff and USJFCOM JWFC, will also determine if a JWG is required to resolve the critical and major comments received during the formal assessments or to develop a revised PD. If a JWG is not required, the LA will provide the J-7, Joint Staff, with a revised PD for preliminary and final coordination staffing, and approval. If a JWG is required, the LA will convene the working group and ensure that joint doctrine development community is invited to attend. The JWG will review and revise the proposed PD and recommend solutions to the critical and major comments received during the assessment. The LA will then forward the JWG recommended PD to the J-7, Joint Staff, for final coordination. Thereafter, the LA and the USJFCOM JWFC (if designated the first draft author) will use the assessment and JWG results to develop the revision first draft per paragraph 6c below.

- **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**

- **Early Revisions.** If the AA's preliminary assessment determines the potential need for an early revision the Director, J-7, Joint Staff, and the LA will be notified. Subsequently, the AA will perform an "early" formal assessment. The AA will review the assessment results and recommend to the J-7, Joint Staff, if the joint publication should begin early revision. The J-7, Joint Staff, will concur or nonconcur with the recommendation for early revision.

- **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.

- **Revision Development and Staffing Requirements.** Revisions of joint publications will be staffed with the Services, combatant commands, and

Joint Staff. Revision development and staffing will proceed as follows.

- The AA, in coordination with the LA, will develop a revision first draft JWG read-ahead package in accordance with the guidance in subparagraph 6a above. If a JWG is required, the JWG (chaired by the LA) will recommend solutions to the critical and major comments received during the formal assessment and provide the revised PD for the revision to the J-7, Joint Staff, for final coordination and approval. If a JWG is not required, the LA will forward the revised PD for the revision to the J-7, Joint Staff, for Preliminary and Final Coordination.

- Per prior agreement, USJFCOM JWFC (if designated author of the first draft prior to RFF release) and the LA will develop the revision first draft. Thereafter, the LA will designate a PRA to continue the revision for the second draft in accordance with the guidance for project development in paragraph 4 above.

- 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 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.

- The Director, J-7, Joint Staff will notify the joint doctrine development community by message of the decisions made by DepOpsDepts.

- **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.

ANNEX A TO APPENDIX E

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

1. General

The sample matrix on pages E-A-4 and E-A-5 (Figure E-A-1) is the format for submitting comments on all joint doctrine draft publications and draft Program Directives. Except as noted below, an entry is required in each of the columns.

2. Column 1 – ITEM

Numeric order of comments based on an original sort by page number.

3. Column 2 – SOURCE

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

4. Column 3 – TYPE

C – Critical; M – Major; S – Substantive; A – Administrative

5. Column 4 – PAGE

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

0 – General Comments

0.xx - Preface, TOC, Executive Summary (Page i - ?)

1.xx – Chapter I

2.xx – Chapter II

3.xx – Chapter III

etc.

51.xx – Appendix A

52.xx – Appendix B

52.01.xx -- Annex A to Appendix B

53.xx – Appendix C

etc.

99.xx – Glossary

NOTE: An entry in this column should be used when commenting on draft joint publications. An entry is not required for comments on draft Program Directives.

6. Column 5 – PARA

Paragraph number that pertains to the comment expressed. (i.e. 4a, 6g, etc.)

NOTE: An entry in this column should be used when commenting on draft Program Directives. An entry is not required for comments on draft joint publications.

7. Column 6 – LINE

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

8. Column 7 – COMMENT

Comment text in line-out/line-in format.

9. Column 8 - RATIONALE

Concise explanation of the rationale for the comment.

10. Column 9 - DECISION

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

NOTE: This column is for the LA and/or JSDS use only.

Figure E-A-1. Sample Joint Publication Comment Matrix

Sample Joint Publication Comment Matrix								
ITEM	SOURCE	TYPE	PAGE	PARA	LINE	COMMENT	RATIONALE	A/R/M
1		M	0.00			Most of the terminology used in the publication does not reflect approved joint terminology. A complete terminology review is required.	General Comment	
2		A	0.00			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.	General Comment	
3		M	1.03	4	14	Change as follows: "...between the theater CINC geographic combatant commander and subordinate".	Consistency with JP 0-2.	
4		A	1.06	4c	9	Change as follows: "Upon arriving at the scene, USCINCPAC units will transfer to the control of units to the rescue task force commander and will..."	Editorial.	
5		C	2.04	4a	26.30	Delete.	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.	
6		A	2.06	2	8	Change as follows: "...military sService must have..."	Correctness in accordance with Joint Staff Guide 5711.	
7		S	2.24	1	8	Make subparagraph "a" a part of paragraph 1 and delete subparagraph "b".	Reduce redundancy.	
8		M	3.14	6	23	Delete, and renumber subsequent paragraph accordingly.	Requirement eliminated by DOD Directive 9999.99-M, 1 May 95, <i>Military Operations in Space</i> .	
9		S	4.06	3c	17	Change as follows: "...the responsibilities obligations of the..."	Accuracy. The word "obligation" is a more accurate description of the relationship discussed.	

(filename)

(date)

Page 1 of 2

Figure E-A-1. Sample Joint Publication Comment Matrix (cont.)

Sample Joint Publication Comment Matrix								
ITEM	SOURCE	TYPE	PAGE	PARA	LINE	COMMENT	RATIONALE	A/R/M
10		M	4.09	7	1	In accordance with the program directive, add guidance concerning employment of cargo handling equipment.	Comment	
11		A	4.19	4		Verify the indicated "local haul" distance of the 5-ton truck.	Comment	
12		S	53.01	2	23	Add the following new subparagraphs 2a and b, and re-letter subsequent subparagraphs accordingly: <u>"a. Assumptions.</u> List the assumptions on which this annex is based. The assumptions should state expected conditions over which the commander has no control. <u>b. Logistic Requirements.</u> Identify the logistic matters or functions for which support arrangements are appropriate."	Accuracy. As directed by the Secretary of Defense.	
13		S	54.03		15	Add the following reference: "3. JP 0-2, <i>Unified Action Armed Forces (UNAAF)</i> ."	Completeness.	
14		M	99.14		2	Joint Transportation Board. 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."	Consistency with JP 4-01.3	

(filename) (date) Page 2 of 2

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APPENDIX G

SAMPLE REQUEST FOR FEEDBACK MESSAGE

01 02 RR RR (CLAS)

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

(classification)

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

REF/A/DOC/JP 1-01, CH 1/ DATED 5 JULY 2000//

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

NARR/REF A PROVIDES POLICY FOR ASSESSMENTS OF JOINT PUBLICATIONS.
REF B INCLUDES THE DECISION TO NOT CONDUCT AN "EARLY" FORMAL
ASSESSMENT 18-24 MONTHS AFTER APPROVAL OF A JOINT PUBLICATION
UNLESS USJFCOM HWFC'S PRELIMINARY ASSESSMENT CONCLUDES IT IS
NECESSARY//

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

RMKS/(for early formal assessments)1. THE JOINT PUBLICATION MAINTENANCE
SYSTEM REQUIRES THAT ALL JOINT PUBLICATIONS BE ACTIVELY AND
CONTINUOUSLY ASSESSED. IN ACCORDANCE WITH REFS A AND B AND BASED
UPON AN IN-DEPTH ANALYSIS OF ALL PERTINENT INFORMATION RELEVANT
TO JP X-XX BY THE USJFCOM HWFC, THE J-7, JOINT STAFF, HAS DETERMINED
THAT AN "EARLY" FORMAL ASSESSMENT (18 TO 24 MONTHS AFTER APPROVAL
OF THIS PUPBLICATION) WILL BE CONDUCTED.

RMKS/(for scheduled formal assessments)1. IN ACCORDANCE WITH REF A, THE
JOINT PUBLICATION MAINTENANCE SYSTEM REQUIRES THAT ALL JOINT
PUBLICATIONS BE ACTIVELY AND CONTINUOUSLY ASSESSED. IN
ACCORDANCE WITH REF B, IT WAS DETERMINED THAT AN "EARLY" FORMAL
ASSESSMENT (18 TO 24 MONTHS AFTER APPROVAL OF THIS PUBLICATION)
WOULD NOT BE CONDUCTED AND THAT THE PUBLICATION BE REVISED AT
THE SCHEDULED FIVE-YEAR REVISION CYCLE. JP X-XX IS IN THE WINDOW
FOR REVISION.

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

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

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

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

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

- (1) SHOULD THE SCOPE BE MODIFIED? IF SO, WHY AND HOW?
- (2) IS THE INFORMATION/GUIDANCE PROVIDED ACCURATE AND USEFUL?
- (3) HOW CAN THIS JP BE BETTER ORGANIZED TO ENHANCE READABILITY AND COMPREHENSION?
- (4) WHAT ARE THE STRENGTHS OF THIS PUBLICATIONS?
- (5) WHAT ARE THE WEAKNESSES OF THIS PUBLICATION?
- (6) WHAT PORTIONS REQUIRE UPDATING/MODIFYING TO ENSURE CONSISTENCY WITH APPROVED DOCTRINE AND JTTP PUBLISHED SINCE (**date of JP**)?
- (7) WHICH GRAPHICS, FIGURES, OR TABLES ARE STILL APPROPRIATE FOR THIS JP AND WHICH, IF ANY, SHOULD BE OMITTED OR MODIFIED? IF SO, WHY AND HOW?
- (8) IS (**main topic**) ADEQUATELY ADDRESSED?
- (9) WHAT SECTIONS OF THIS JP ARE REDUNDANT AND SHOULD BE DELETED OR CONSOLIDATED WITH OTHER JPS? IF SO, WHICH JPS?
- (10) WHAT REFERENCES, EITHER IN THE TEXT OR IN APPENDICES (REFERENCES), SHOULD BE ADDED OR DELETED?

B. TOPIC-SPECIFIC QUESTIONS: (**Examples are provided below**) REQUEST LINE-OUT/LINE-IN COMMENTS, WHERE APPROPRIATE. ADDITIONALLY, REQUEST RESPONSES BE CATEGORIZED AS CRITICAL, MAJOR, SUBSTANTIVE, OR ADMINISTRATIVE IAW REF.

- (1) REGARDING THE SCOPE, DOES THE PUBLICATION FOCUS TOO MUCH AT THE STRATEGIC LEVEL VERSUS THE OPERATIONAL LEVEL (OR VICE VERSA)? IF SO, WHAT NEEDS TO BE ADDRESSED TO BRING THE JP IN LINE WITH THE SCOPE?
- (2) A JOINT AFTER ACTION REPORTING SYSTEM SEARCH IDENTIFIED CONCERNS ABOUT (**subject**). HOW CAN THE GUIDANCE IN CHAPTER XX ABOUT (**subject**) BE BETTER ARTICULATED?
- (3) IS THE GUIDANCE CONSISTENT WITH THAT FOUND IN JP X-XX AND JP X-XX? IF NOT, WHAT SHOULD BE CHANGED IN THIS JP, OR THE OTHER JPS TO ENSURE CONSISTENCY?

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

(5) DOES THE PUBLICAITON ADEQUATELY ADDRESS THE CAPABILITIES AND LIMITATIONS AS DESCRIBED IN CHAPTER **XX**? IF NOT, WHAT SPECIFIC IMPROVEMENTS ARE REQUIRED?

(6) SHOULD THERE BE A LINK OR DESCRIPTION OF THE JOINT REPORTING STRUCTURE REPORTS THAT DEAL WITH **(subject)** IN JP **X-XX**? IF SO, WHAT SHOULD THE JP STATE?

(7) WHAT OTHER SPECIFIC MISSIONS SHOULD BE INCLUDED?

(8) ARE THE ROLES AND RESPONSIBILITIES OF THE VARIOUS OFFICIALS, COMMANDERS, AND AGENCIES DESCRIBED IN CHAPTER **XX** COMPLETE AND ACCURATE? IF NOT WHAT CHANGES, ADDITIONS, OR DELETIONS SHOULD BE MADE?

4. IN ADDITION THE ABOVE CONSIDERATIONS, THE REF REQUIRES AN ASSESSMENT OF THE NEED FOR URGENT CHANGES OR AN EARLY REVISION. URGENT CHANGES ARE THOSE THAT REQUIRE IMMEDIATE PROMULGATION TO PREVENT PERSONNEL HAZARD OR DAMAGE TO EQUIPMENT, CORRECT AN OPERATING TECHNIQUE, OR EMPHASIZE A LIMITATION THAT ADVERSELY AFFECTS COMBAT EFFECTIVENESS. IF YOU HAVE ANY RECOMMENDED URGENT CHANGES OR REASONS FOR AN EARLY REVISION, INCLUDE THOSE ALONG WITH SUPPORTING RATIONALE.

5. DO YOU HAVE ANY OTHER COMMENTS?

6. REQUEST ADDRESSEES ACKNOWLEDGE RECEIPT OF THIS MESSAGE WITHIN 96 HOURS OF THE DATE-TIME GROUP BY CONTACTING (**JWFC-DOC AO name**) OR MR. (**DSG member name**), AND IDENTIFYING YOUR ORGANIZATION'S POC AND PHONE NUMBER.

7. WE SINCERELY APPRECIATE YOUR EFFORTS IN DEVELOPING A THOROUGH RESPONSE BECAUSE SOLICITATION OF INPUTS IS ONE OF THE PRIMARY MEANS WE USE TO REVISE JOINT PUBLICATIONS. JOINT WARFARE IS TEAM WARFARE.

BT//

Sample Joint Publication Organization and Format

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:

S. A. FRY
Vice Admiral, U.S. Navy
Director, Joint Staff

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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
___1___	___1___	15 June 01	___15 June 01___	J-7	JP 1-01 (CH1) is on-line only

