



# CHAIRMAN OF THE JOINT CHIEFS OF STAFF INSTRUCTION

J-7

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CJCSI 3010.02D  
22 November 2013

## GUIDANCE FOR DEVELOPMENT AND IMPLEMENTATION OF JOINT CONCEPTS

References: See Enclosure C.

1. Purpose. This instruction provides guidance and responsibilities for developing joint concepts and implementing approved joint concepts through applicable joint capability development processes.
2. Superseded/Cancellation. Chairman of the Joint Chiefs of Staff Instruction (CJCSI) 3010.02C, 15 January 2012, "Joint Concept Development and Experimentation (JCD&E)," is hereby superseded. In addition, this directive cancels Chairman's memorandum CM-0050-11, 12 December 2011, "Interim JCD&E Guidance."
3. Applicability. This instruction applies to the Joint Staff, Services, Combatant Commands (CCMDs), National Guard Bureau (NGB), U.S. Coast Guard (USCG), Defense Agencies, and joint and combined activities responsible to the Chairman of the Joint Chiefs of Staff (CJCS), hereafter referred to as the Chairman.
4. Policy. This instruction describes and documents the procedures used by the Chairman to fulfill his responsibilities under title 10, U.S.C., sections 153, 163, 166, and 181 per reference a.
5. Definitions. See Glossary.
6. Responsibilities. See Enclosure B.
7. Summary of Changes. This revision of CJCSI 3010.02C:
  - a. Reflects overarching guidance for developing joint concepts within the Department of Defense (DoD) for approval by the Chairman.

b. While not eliminating the DoD Joint Experimentation program, this instruction eliminates the Director for Joint Force Development, Joint Staff (DJ-7), role as the lead for Joint Experimentation and focuses on Joint Concept Development (JCD).

c. Cancels Chairman's memorandum CM-0050-11, 12 December 2011, "Interim JCD&E Guidance."

d. Establishes a new governance structure for JCD consisting of a Joint Concept General Officer Steering Committee (JC GOSC) and Joint Concept Working Group (JCWG).

e. Terminates all efforts supporting the Biennial Reports to Congress for Joint and Service Concept Development and Experimentation.


f. Redefines the Family of Joint Concepts to include the Capstone Concept for Joint Operations (CCJO), Joint Operating Concepts (JOCs), and Supporting Joint Concepts.

g. Describes a framework to guide joint concept implementation planning, execution, and assessment.

8. Releasability. This instruction is approved for public release; distribution is unlimited. DoD Components (including the Combatant Commands), other Federal Agencies, and the public may obtain copies of this instruction through the Internet from the CJCS Directives Home Page—  
[http://www.dtic.mil/cjcs\\_directives](http://www.dtic.mil/cjcs_directives).

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

For the Chairman of the Joint Chiefs of Staff:

  
DAVID L. GOLDFEIN, Lt Gen , USAF  
Director, Joint Staff

Enclosures:

- A—Joint Concept Development
- B—Responsibilities
- C—References
- GL—Glossary

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ENCLOSURE A

JOINT CONCEPT DEVELOPMENT

1. Overview. Joint Concept Development (JCD) is intended to improve the future Joint Force within the context of strategic guidance and the anticipated future security environment. Joint concepts examine military problems by describing how the Joint Force, using military art and science, may conduct joint operations, functions, and activities in response to a range of future challenges. Joint concepts are written using a “problem-solution” method. The identification and refinement of a joint military problem, a proposed operational solution, and the capabilities required to implement the proposed solution are essential components for guiding and evaluating the concept as it progresses toward validation and approval. Authoritative documents such as the National Security Strategy (NSS), Quadrennial Defense Review (QDR), *Sustaining U.S. Global Leadership: Priorities for 21st Century Defense*, the National Military Strategy (NMS), and joint doctrine inform joint concepts. Additionally, the Joint Operating Environment (JOE) provides insights into the dominant trends affecting the security environment and their implications for future military operations. JCD is a component of the overall Joint Force Development (JFD) system. JFD improves joint warfighting capability through the development and implementation of validated joint concepts and lessons learned from current operations, and sustains joint warfighting capability through joint doctrine, education, training, and exercises and other joint capability development processes.

2. Purpose of Joint Concepts. Once approved and signed by the Chairman, joint concepts provide an azimuth for future force development. Joint concepts propose new approaches for addressing compelling challenges—current or envisioned—for which existing approaches and capabilities are insufficient or nonexistent, thereby requiring a reexamination of how we operate and apply the Joint Force. The JCD community evaluates joint concepts, both during development and after approval, through a variety of intellectual and analytical methods to determine whether the concept is feasible, achievable, and promotes informed decisions on joint capabilities that address the military challenge.

3. Role of Joint Concepts in the Joint Strategic Planning System (JSPS). JSPS is the primary means by which the Chairman carries out statutory responsibilities assigned in titles 6, 10, 32, and 50 of the U.S.C.

a. The Chairman’s primary roles within JSPS are: (1) to conduct independent assessments; (2) provide independent advice to the President, Secretary of Defense, and National Security Staff; and (3) assist the President and Secretary of Defense in providing unified strategic direction to the Armed



Forces (reference c). The JSPS enables integration across and within processes in order to provide comprehensive assessments, advice, unified direction, and execution. All major CJCS activities, including joint concept development, fall within the JSPS.

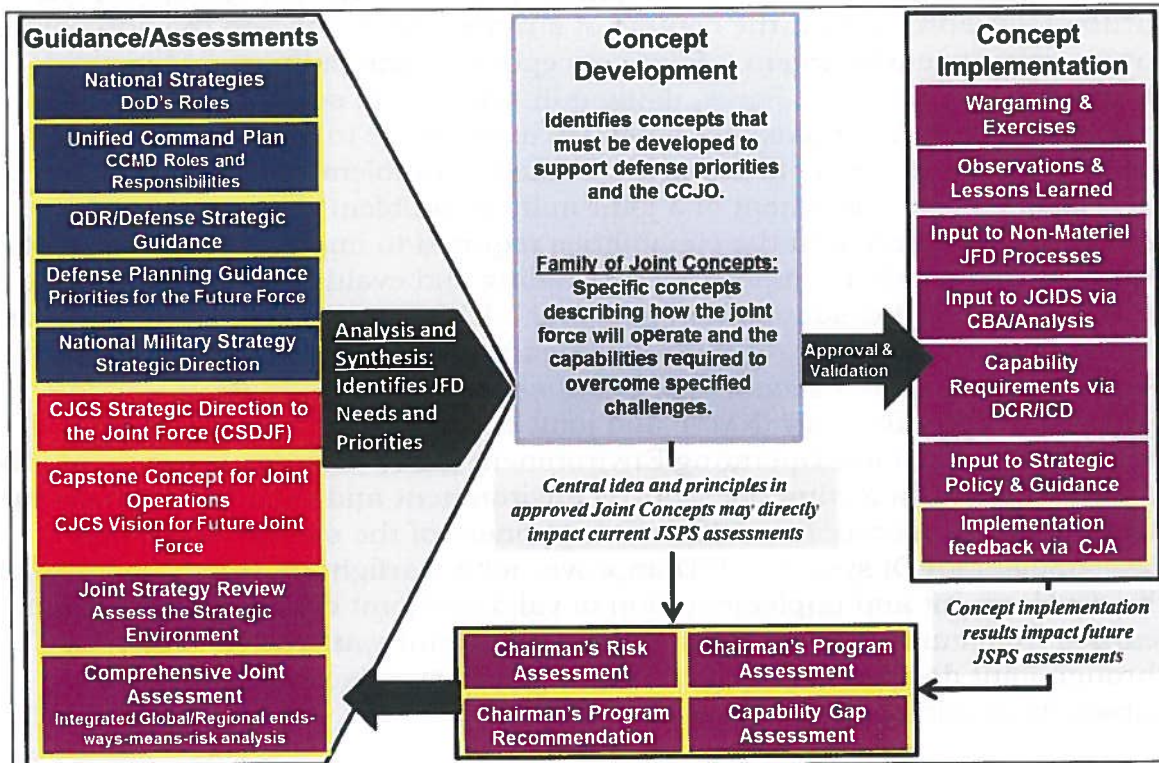


Figure A-1. Role of Joint Concepts in JSPS

b. Figure A-1 depicts the role of joint concepts within the JSPS. On behalf of the Chairman, the Director, J-7 (DJ-7), develops the Capstone Concept for Joint Operations (CCJO), the Chairman's vision for the future Joint Force, by synthesizing guidance, direction, and information contained in defense strategic guidance, the NMS, Defense Planning Guidance (DPG), the Unified Command Plan, the Chairman's Strategic Direction to the Joint Force (CSDJF), and a variety of JSPS assessments including the Comprehensive Joint Assessment (CJA), the Joint Combat Capability Assessment (JCCA), the Joint Strategy Review (JSR), the Chairman's Risk Assessment (CRA), and the Capability Gap Assessment (CGA). Over time, the joint community develops a family of joint concepts to address defense priorities and add greater depth to the Chairman's vision as described in the CCJO. Once the Chairman approves a joint concept, the Director, Joint Staff (DJS), oversees development and execution of implementation plans to guide materiel and nonmateriel capability development and to support future iterations of JSPS assessments of readiness, risk, sufficiency, joint military requirements, and roles and missions.



4. Role of Joint Concepts in Developing the Force. Joint concepts are intended to guide all JFD processes, ultimately leading to changes in doctrine, organization, training, materiel, leadership and education, personnel, facilities, and policy (DOTMLPF-P). On behalf of the Chairman, the DJ-7 manages the Joint Doctrine, Joint Education, Joint Training and Exercises, Joint Lessons Learned, Joint Concept Development, and Joint and Coalition Operational Analysis programs. These JFD programs and the Joint Capabilities Integration and Development System (JCIDS) complement each other in supporting capability development for the Warfighter. Therefore, the Joint Staff and Functional Capabilities Boards (FCBs) must closely coordinate JCIDS and JFD in order to minimize the potential for duplicative effort. The following sections describe the interrelationship among JCD, JFD, JCIDS, and the potential implications across DOTMLPF-P.

a. Doctrine. Joint doctrine (reference f) consists of the fundamental principles that guide the employment of U.S. military forces in coordinated action toward a common objective. Joint doctrine reflects best practices based on extant capabilities (i.e., current force structures and fielded equipment). It incorporates time-tested principles of joint operations, operational art, elements of operational design (reference i), and changes derived from lessons learned during operations, training, and exercises. There is a close and complementary relationship between concepts and doctrine. While concepts indirectly guide the other elements of force development, the relationship between concepts and doctrine is more direct: both concepts and doctrine focus on ideas for how the Joint Force should operate. As concepts gain institutional acceptance and requisite capabilities are developed, validated elements of the concepts may be incorporated in doctrine. Concepts proceed from an understanding of existing doctrine and capabilities. They must propose a clear alternative to existing doctrine or augmentation of existing capabilities and include evidence of significant operational value relative to the challenges under consideration. Doctrine is subject to existing policy, treaty, and legal constraints. By comparison, concepts are not authoritative. They are unproven ideas that should be rigorously tested. Joint concepts consider, but are not limited by, existing policy, treaties, laws, or technology.

b. Organization. Joint concepts propose new ways for the Joint Force to accomplish a joint operation, function, or activity. Once validated, these new approaches may necessitate changes in the way the Joint Force organizes to accomplish missions, execute functions, and deliver, support, or sustain joint warfighting capabilities.

c. Training. Approved joint doctrine is the basis for joint training, but some joint concepts also affect joint training. For example, the Chairman may emphasize specific joint concepts and required capabilities in the Chairman's

Joint Training Guidance or designate them as High-Interest Training Issues (HITIs) (reference e). Joint concepts may indirectly influence individual, staff, and collective joint training by identifying the need for changes in joint doctrine or Tactics, Techniques, and Procedures (TTP). Combatant Commanders may adopt these changes to more effectively prepare the Joint Force to respond to strategic and operational requirements and execute assigned or anticipated missions. With the concurrence of the relevant Joint Force Commander (JFC), joint concepts may be integrated into the Joint Event Life Cycle (JELC). Concept developers may engage and support exercise planners to incorporate appropriate aspects of the joint operating environment into scenario and game play, educate the training audience on the concept and required capabilities, and observe event execution. Joint training observations also help shape the development of new joint concepts by identifying and analyzing trends, best practices, and insights derived from multiple Combatant Command (CCMD) exercises across the full range of joint functions and mission sets.

d. Materiel. Joint concepts describe materiel and nonmateriel capabilities required to improve the ability of the Joint Force to overcome future challenges. The set of required capabilities in an approved joint concept is the start point for generating proposed nonmateriel and materiel solutions through JCIDS. Capabilities Based Assessments (CBAs) or similar analyses examine the capability requirements identified in a joint concept to determine if there are any current or projected capability gaps, which present an unacceptable level of risk to future execution of the concept and warrant further action. Identified capability gaps are then reviewed and validated through JCIDS. Within JCIDS, joint DOTMLPF-P Change Recommendations (DCRs) are submitted for non-materiel recommendations to change existing joint resources that are not associated with a new defense acquisition program. For capability requirements that cannot be met using non-materiel approaches, Initial Capability Documents (ICDs) will be developed to capture materiel, non-materiel, or a combination of both, to support development of a new capability solution to close capability gaps.

e. Leadership and Education. Joint Professional Military Education (JPME) is a Chairman-approved body of learning objectives, policies, procedures, and standards. Joint concepts articulate the Chairman's vision for future joint operations and can provide a significant influence on JPME. For example, a joint concept may form the foundation of an elective course or serve as a topic for student research papers. This not only encourages critical thinking on a Chairman-approved concept, but also directly supports the further development of conceptual ideas and approaches. Joint concepts could also be a basis of instruction, exercise, or discussion for the general officer/flag officer Pinnacle and Capstone courses and the Keystone course for senior noncommissioned officers. Concept sponsors, in coordination with the Joint

Staff J-7, may present approved concepts during the annual PME Review Process (reference b).

f. Personnel. The personnel component of DOTMLPF-P refers to the individuals required in either a military or civilian capacity to accomplish an assigned mission. The Chairman, Combatant Commanders, and Secretaries of the Military Departments are all responsible for developing assigned personnel to meet the needs of JFCs conducting peacetime, contingency, and wartime operations. Joint concepts espouse new ways of operating or new capabilities that directly affect the individual and collective skills required by the military, DoD civilians, and, potentially, the contractor force. Consequently, these new skills may need to be tracked and purposefully developed within the structure of Service and joint personnel systems.

g. Facilities. Key facilities include command installations and industrial facilities of primary importance to the support of military operations or military production programs. Joint concepts may impact a number of joint functions and operations that rely on facilities, both within and outside the continental United States, for deployment, reception, staging, movement, integration, and sustainment.

h. Policy. Joint concepts and policy are closely related. Policy can direct, assign tasks, prescribe desired capabilities, and provide guidance for ensuring the Armed Forces of the United States are prepared to perform their assigned roles. Policy can therefore create new roles and requirements for new joint concepts and capabilities (reference f). JCD must consider and account for current policy when proposing and assessing the feasibility of new or alternative ways in which the Joint Force could operate. Conversely, the acceptance, implementation, or application of new approaches and capabilities articulated in a joint concept could have policy implications. If not resolved through changes in policy, these implications could negate or marginalize the desired improvements in operational capability.

5. Family of Joint Concepts. This instruction establishes three categories of joint concepts: the CCJO, Joint Operating Concepts (JOCs), and Supporting Joint Concepts. Joint concepts examine the missions defined in defense strategic guidance in the context of the Chairman's vision and the future joint operating environment. Service concepts, multi-Service concepts, and concepts of operation (CONOPS) written within the joint community to address focused, limited scope topics, may expand or implement the ideas contained in joint concepts. While these concepts are not part of the formal family of joint concepts, they must be considered in all phases of JCD to ensure integrated or mutually supportive development where possible, avoid duplication of effort, and identify potential risks. Figure A-2 depicts the family of joint concepts structure with examples of JOCs and supporting joint concepts to illustrate concept alignment. The DJ-7 and JCD governance body will determine the



specific alignment and continued relevance of approved joint concepts within the joint concepts structure.

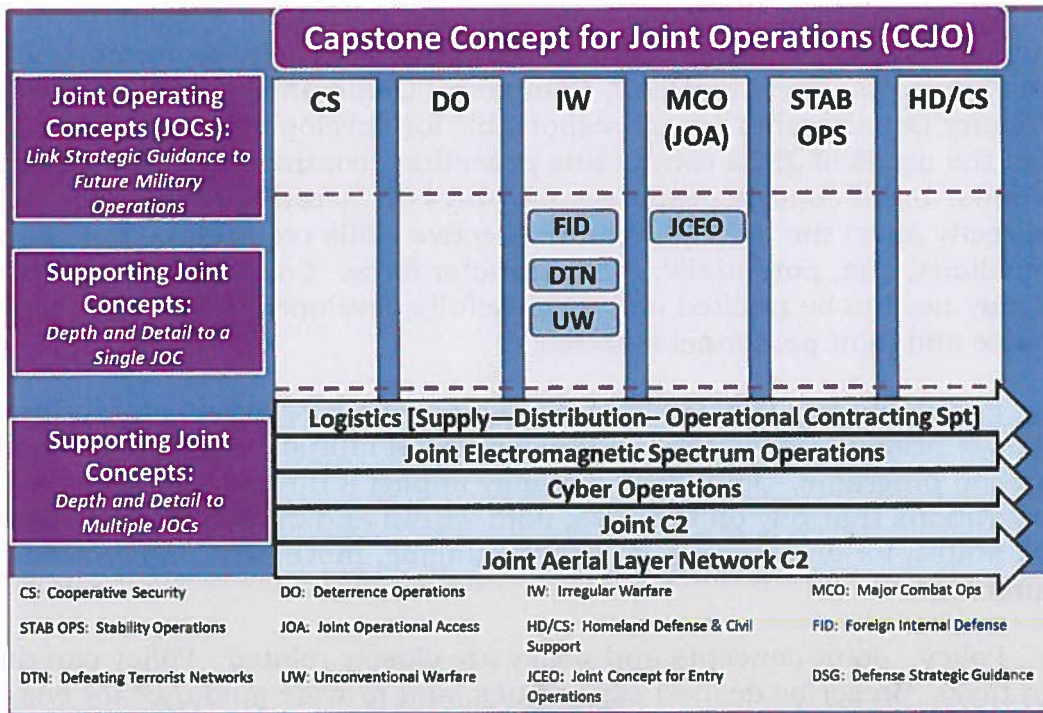


Figure A-2. Family of Joint Concepts Structure and Illustrative Alignment

a. Capstone Concept for Joint Operations. The CCJO describes the Chairman’s vision for how the Joint Force will defend the nation against a wide range of security challenges. The CCJO emphasizes the Joint Force’s support of defense strategic guidance for the protection of national interests. As the foundational concept document, the CCJO’s development is similar to that of subordinate operating and supporting concepts; however, the guidance, reviews, evaluation, and approval processes for the CCJO are as directed by the Chairman. The CCJO helps establish force development priorities to implement the vision for the future Joint Force and provides a bridge between strategic guidance and joint operating concepts in support of Joint Force development.

b. Joint Operating Concepts (JOCs). JOCs broadly describe how the Joint Force will execute military operations within a specific mission area in accordance with defense strategic guidance and the CCJO. Collectively, JOCs describe required capabilities across the range of military operations and encourage further examination through wargaming, joint training, and a variety of studies, experimentation, and analyses.

c. Supporting Joint Concepts. Supporting joint concepts add depth and detail to one or more JOCs by describing how the future Joint Force is expected to conduct a subset of a JOC mission or apply joint functions across two or more JOC mission areas. Supporting joint concepts are written at a level of detail suitable for a CBA. As such, supporting joint concepts allow for a more in-depth exploration of capabilities identified in JOCs by enabling follow-on testing, assessment, observations, and lessons learned. Approved supporting joint concepts drive the conduct of CBAs and other analyses designed to examine capability gaps and support the refinement and implementation of nonmateriel and materiel changes needed to achieve the required capabilities and desired end state specified in the concept.

6. Joint Concept Development Governance Structure. On behalf of the Chairman, the DJ-7, in collaboration with the Director for Force Structure, Resources, and Assessments, Joint Staff (DJ-8), oversees the development, evaluation, and implementation of joint concepts. As stakeholders in the development and implementation of joint concepts, Joint Staff directorates, FCBs, Combatant Commands, the National Guard Bureau (NGB), and the Services support and advise the DJ-7 concerning joint concept development. Figure A-3 depicts the roles of the JCD governance structure: (1) proposes joint concepts to develop (see paragraph 8); (2) oversees the process for developing, evaluating, and coordinating joint concepts (see paragraphs 9-11); and (3) guides the implementation of validated concepts through materiel and nonmateriel means (see paragraph 12). The DJ-7 employs a Joint Concept General Officer Steering Committee (JC GOSC) and a Joint Concept Working Group (JCWG) as the principal mechanisms to guide JCD.

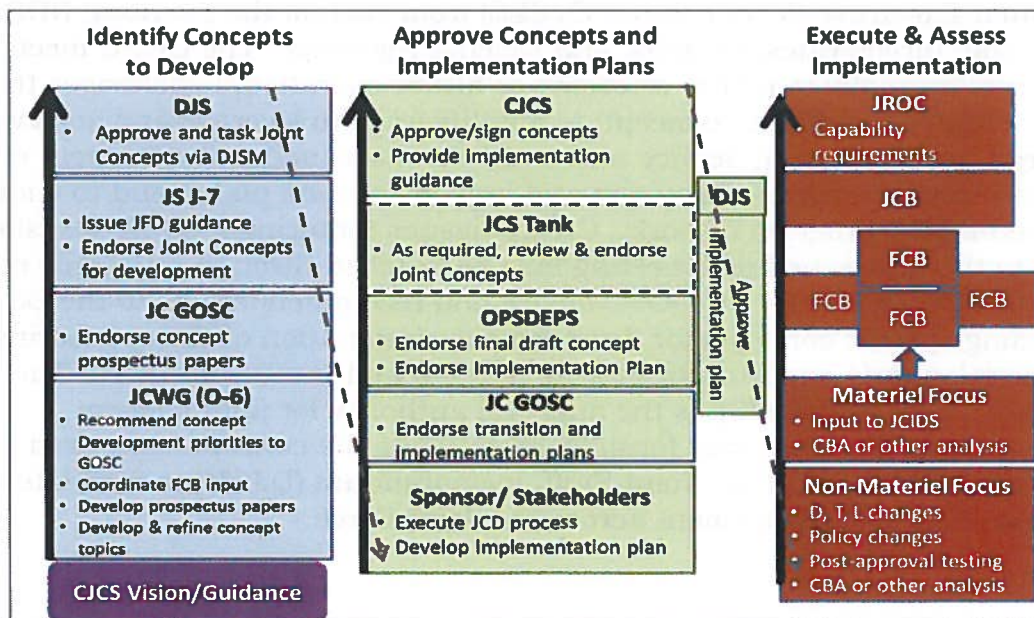


Figure A-3. JCD Governance Structure

a. Joint Concept Working Group. The JCWG solicits, receives, and evaluates concept proposals; develops prospectus papers; and provides joint concept recommendations to the JC. The JCWG meets quarterly to review sponsors' JCD efforts (including concept evaluation and implementation approaches) and to identify opportunities to synchronize joint, Service, and multi-Service concept development and assessment efforts to promote collaboration, cooperation, and mutual support where feasible. The JCWG may also develop recommendations for the Training Gap Analysis Forum (TGAF) to help inform requirements for the Joint Training Environment based on future joint concepts. The Joint Staff J-7 Deputy Director, Future Joint Force Development (DD FJFD) staff organizes, coordinates, and hosts the JCWG, presents DJ-7 guidance and direction, and provides initial insights on joint concept proposals submitted by sponsoring organizations or developed collaboratively by the JCWG. The Chief, Joint Concepts Division, DD FJFD chairs the JCWG. The primary participants in the JCWG are O-6 or civilian equivalent representatives from the Service concepts, futures, and wargaming agencies, Joint Staff directorates, FCBs, CCMDs, NGB, Defense Agencies, and JFD process owners.

b. Joint Concept General Officer Steering Committee. A JC GOSC provides senior leader advice and recommendations to the DJ-7 on JCD activities, including endorsing joint concept prospectus papers for development as joint concepts. This body also provides a mechanism for DJ-7 accountability to JCD stakeholders. The DD FJFD chairs the JC GOSC and performs secretariat functions including provision of read-ahead materials and publication of minutes. The JC GOSC consists of a general officer/flag officer or Senior Executive Service (GO/FO/SES) from each of the Services, NGB, Joint Staff directorates, CCMDs, and Defense Agencies. The GOSC meets at least semiannually to review emerging or future operational challenges that might require a new joint concept; to identify ways to leverage and achieve synergy among ongoing Service and multi-Service concept development efforts; to endorse joint concept transition and implementation plans; and to endorse an overall JCD program of work. Critical issues requiring a GOSC decision prior to the next scheduled meeting may be handled through electronic means. The DD FJFD will relay JC GOSC advice and recommendations to the DJ-7 regarding specific concepts for development, designation of the sponsoring organization, and opportunities for integration and mutual support. The Director, Joint Staff (DJS), is the approval authority for joint concept development. The DJS may formally promulgate the concepts approved for development in a Director, Joint Staff, memorandum (DJSM) to facilitate broad collaboration and engagement across the Joint Force.



7. Joint Concept Development Process. The JCD process is a deliberate and repeatable approach to concept development. The JCD process includes five major activities: (1) prospectus development; (2) concept research and writing; (3) concept evaluation; (4) coordination and approval; and (5) implementation (see Figure A-4). The process from initial proposal through concept approval will normally take 12-18 months. Throughout the stages of the concept development process, each progressive stage is referred to as a “version” (e.g., 0.1–1.0) for identifying where in the development timeline the concept currently resides. Rigorous testing and assessment of an approved joint concept over time will facilitate the implementation of validated capability requirements through appropriate processes, including JCIDS. Throughout the JCD process, concept sponsors will periodically update the JCD community through the JCWG and JC GOSC on the status of the development effort to ensure it focuses on the right problem; delivers solutions that enhance operational readiness; and produces outcomes that are relevant and responsive to the needs of the Warfighter. The Joint Staff J-7, in coordination with the JCWG and sponsoring organizations, will periodically assess the body of approved joint concepts to ensure continued relevance to the CCJO and defense strategic guidance.

Major Activities	1. Prospectus Development	2. Research and Writing	3. Concept Evaluation	4. Coordination and Approval	5. Concept Implementation
<b>Concept Development Milestones</b>	-Sponsors submit concept proposals; -JCWG selects proposals for refinement into prospectuses	-Organize concept development team; -Stakeholder kickoff; -Writing workshops; -Conduct baseline research -Develop Required Capabilities	-Independent Red Team Review; -Evaluate Concept via Wargames -Implementation Planning	-initial JSAP -Final JSAP -Comment Resolution Conference	-Approved implementation Plan -Post-approval concept testing --CBAs or similar analysis
<b>Concept Draft Versions &amp; Products</b>	JCWG submits prospectus papers to JC GOSC	<b>Concept v0.1-0.3</b>  Develop Concept Evaluation Plan	Post Red Team: <b>Concept v0.4</b>  Post Evaluation: <b>Concept v0.5</b>  Evaluation report with DOTMLPF-P implications	Post Initial JSAP <b>Concept v0.7</b>  Post Final JSAP <b>Concept v0.9</b>  Finalize Concept Implementation Plan	-Monitor implementation plan execution -Track status of required capabilities -Assess and report implementation efforts
<b>Sr. Leader Engagements &amp; Decisions</b>	JC GOSC endorses prospectuses for DJ-7 approval	DJ-7 IPR	JC GOSC IPR	-DJ-7 Final IPR -OPSDEPS review; -JCS review -CJCS approval	-JCB/JROC Validate Capability Requirements IAW CJCSI 3170.02

Figure A-4. Joint Concept Development Process

8. Joint Concept Prospectus Development. The Office of the Secretary of Defense (OSD), Joint Staff Directors, the Services, CCMDs, NGB, and Defense Agencies are potential sponsors of new concept proposals. Proposals for new joint concepts may derive from analyses of strategic guidance, JCS direction, and the annual CJA data call. JCWG members may also submit proposed

concept topics in the third quarter of the fiscal year in response to a data call by the JCWG Chair. The DD FJFD staff monitors strategic guidance, Warfighter requirements, lessons learned, and the joint operating environment to assess operational challenges that may require new capabilities for the future Joint Force. The DD FJFD staff also collaborates with futures planners in the Services, CCMDs, Defense Agencies, the interagency, and multinational communities, as well as with academia and industry partners. This futures analysis expands the understanding of potential military challenges and provides insights into how emerging trends might affect the Joint Force over time. Additionally, the CCMDs, in accordance with Unified Command Plan responsibilities, develop mission-specific CONOPS to refine understanding of required capabilities. These may be produced and certified through the JROC or through the JCIDS process. The JCWG should evaluate and leverage these CCMD products to inform recommendations on joint concept proposals. The JCWG Chair consolidates these inputs into a synthesized list of concept proposals using the criteria outlined in 8.a through 8.h of this paragraph, deconflicts the input with other joint concepts under development, and presents it to the JCWG body for consideration. The JCWG then nominates specific proposals for concept prospectus development. The JCWG Chair presents the JCWG consensus on the merits and relative priority of each prospectus paper to the JC GOSC for endorsement decision. The organization that proposes a conceptual topic typically agrees to sponsor the concept development effort. However, other challenges that emerge through the futures process may not have a clear sponsor. Therefore, the JCWG must propose options for potential sponsors for each prospectus forwarded to GOSC for review and endorsement. With the advice of the JC GOSC, the DD FJFD makes a recommendation to the DJ-7 on which concept prospectuses warrant development as joint concepts along with a recommended sponsor. Sponsoring organizations and the JCWG members will use the following general criteria to develop and evaluate prospectus papers:

- a. The proposed concept clearly identifies and addresses a compelling operational challenge at the strategic or operational level.
- b. The proposed concept responds to strategic guidance, supports the objectives of the CCJO, or addresses validated capability requirements.
- c. The proposal offers an initial conceptual idea for a new or alternative way of addressing the stated operational challenge.
- d. The concept sponsor presents the rationale for why a new joint concept is better than the current approach to addressing the challenge.
- e. The proposal identifies the relationships to other approved or developing concepts.
- f. The sponsor presents a detailed plan of action and milestones in accordance with the JCD process.

g. The sponsor identifies costs, risks, and impact associated with developing the concept.

h. The proposed concept presents an approach, in coordination with the FCBs, for examining the extent to which potential nonmateriel capabilities may inform materiel development decisions within JCIDS.

9. Concept Research and Writing. Once the DJS approves a joint concept prospectus for development, concept sponsors will organize a core writing team, develop a plan of action and milestones for developing the concept, and identify a broader stakeholder team that will help develop and coordinate the concept. The writing process employs a systematic methodology for incorporating real-world observations, concerns, or issues as well as consideration of a wide range of innovative ideas for more effective future operations. The JOE is a foundational document that assesses trends, implications, and challenges for the future. Concept writing begins with research to establish a thorough baseline of knowledge to include strategic guidance, joint and Service doctrine, studies, lessons learned, training and exercise reports, and scholarly journals. It is important to gain perspectives not only across the Joint Force but also from other Government Agencies, nongovernmental organizations, academia, industry, and multinational partners. A thorough baseline review enables concept writers to sharpen the focus on the most compelling challenges, isolate capability gaps or identify potential shortcomings. The following sections provide a recommended outline for a joint concept.

a. Introduction. The introduction synthesizes the results of the baseline research to frame the concept's purpose and scope and its relationship to other joint, Service, and multi-Service concepts, and explains how the proposed concept enables and supports the CCJO central idea.

b. Future Operating Environment. This section of the concept document succinctly describes the trends and implications of the JOE and the CCJO, and identifies those aspects of the future operating environment that are directly relevant to the concept. Concept writers must also leverage key processes and outputs of the JSPS when assessing the strategic and operational environment and military risk and mitigation. The CJA is an annual survey through which CCMDs, Services, and NGB describe the strategic environment, opportunities, challenges, state of the organization, and overarching requirements. The biennial JSR and the annual CRA synthesize CJA assessments and Joint Staff functional estimates to inform the Chairman's title 10 responsibilities. The JCD community should examine these and other JSPS assessments to determine military challenge areas that may impact the development of joint concepts.



c. The Military Challenge. Joint concepts focus on a compelling military challenge for which there is either currently no adequate military approach or a better alternative approach is proposed. A challenge could also be expressed in the form of an opportunity. An opportunity exists if some conceptual, technological, or other advancement could allow us to operate more effectively, but existing DOTMLPF-P capabilities are inadequate for exploiting that breakthrough. The sponsor should cite the source of the military challenge being addressed by the concept (e.g., CJA, Joint Lessons Learned Information System (JLLIS), joint and Service operational studies).

d. The Central and Supporting Ideas. The centerpiece of any joint concept is a high-level description that encapsulates the “how” of the concept. The central idea describes how the Joint Force may conduct operations in order to solve the military challenge in terms that differentiate the concept clearly from current and emerging doctrine or other conceptual approaches. It communicates the “success mechanism” for solving the military challenge in the form of meaningful changes to the way the Joint Force operates. Concept writers develop and refine key elements and precepts as the central idea matures.

e. Required Capabilities. As the concept progresses, the sponsor and writing team will propose a set of capabilities required to operate as described in the concept. These capabilities should derive logically from the concept’s central and supporting ideas, and should be tested in concept evaluation. Concept writers must coordinate with appropriate FCBs early in the development process to identify capability areas that may inform or impact the joint concept. Additionally, concept writers may engage in the CGA process to obtain an integrated view of Service and CCMD capability gaps. The evaluation and testing of proposed capabilities during concept development may yield potential implications for Joint Force development, force employment and the execution of joint functions. Following concept approval, subsequent analysis of proposed capabilities within JCIDS provides the basis for developing capability solutions that will close the operational gap that the concept addresses.

f. Risks. A critical aspect of concept development is the identification of potential risks associated with adopting the ideas in the concept. The sponsor and writing team will specify potential challenges or risks associated with implementing the approach proposed in the concept compared to feasible alternatives. Identification of risks also provides areas of focus for concept evaluation. Potential risks imply shortfalls in capability or capacity that the evaluation process can further examine to identify specific gaps and propose potential solutions. Joint concept sponsors may also consider the following criteria when assessing risk to a concept: ability to achieve military objectives; available authorities; planning; resources available to meet requirements;

DOTMLPF capability vs. the threat; readiness; mobilization; stress on the force; and institutional organization.

10. Concept Evaluation. Concept evaluation assesses the viability of the concept ideas through their application across a likely set of relevant operational challenges. It provides data, feedback, and products that support findings focused on the adequacy, feasibility, acceptability, distinguishability, and completeness of the ideas, capabilities, implications, and risks. Observations and lessons learned from concept evaluation efforts may be captured within JLLIS to support concept refinement and follow on testing and assessment. Concept evaluation assesses the potential success of the proposed set of required capabilities as applied to the operational challenges the concept is intended to address. Concept evaluation typically occurs midway through the concept development process when the concept ideas are fairly mature, but before the concept enters the formal Joint Staff Action Processing (JSAP) review process. Successful concept evaluation provides objective and transparent analytical evidence to support informed decisions about advancing the capabilities of the future Joint Force. Once the DJ-7 approves a concept prospectus for development, sponsors will present their approach for concept evaluation to the JCWG. Typically, the approach includes an independent Red Team review and a series of in-stride assessment events.

a. Independent Red Team Review. Red Team reviews are independent critical assessments by subject-matter experts who apply military art and science and historical experience to challenge the intellectual rigor, logic, and assumptions of the initial draft concept, typically at the 0.3 version. The Joint Staff J-7 coordinates, resources, and hosts Red Team reviews for all joint concepts approved for development.

b. In-Stride Assessment Events. During development, concepts undergo a series of assessment activities to test the viability of the concept's central and supporting ideas, identify the strengths and weaknesses of the draft concept, and provide a detailed assessment of the proposed capabilities and risks. These activities support overall concept refinement. Following the Red Team review, a joint concept may be evaluated through analytical war games, constructive simulation, human-in-the-loop simulation, and live (field) simulation. When feasible, concept evaluation should leverage related assessment activities, including joint training exercises, Service war games, and operational studies. Partnering with the Services for concept evaluation provides an opportunity to synchronize joint and Service force development efforts. To ensure credible results and limit bias, concept evaluation events must meaningfully portray the joint environment and include an appropriate mix of subject matter experts. Inclusion of interagency partners, academia,

and Coalition partners enables examination of the concept from multiple perspectives.

11. Coordination and Approval. The Chairman approves and signs joint concepts following a thorough staffing process. Concept sponsors are responsible for preparing draft versions of the concept for informal and formal coordination. Informal coordination among the writing team and stakeholders occurs throughout the writing process. Formal staffing of joint concepts across the Joint Force ensures transparency and gains the broadest feedback on the end product. Version 0.5 of the concept will undergo an initial review via JSAP to attain Service, NGB, and CCMD input in order to refine subsequent drafts. Version 0.7 will undergo a final review via JSAP. Comments will be adjudicated in accordance with CJCSI 5711.01C. Once all comments are adjudicated, a final draft (version 0.9) of the concept document is produced for approval. The DJ-7 will coordinate a briefing to the Operations Deputies (OpsDepts) and JCS to resolve issues that cannot be resolved during comment adjudication and gain endorsement prior to final review and approval by the Chairman.

12. Post-Approval Testing. Implementation of joint concepts may require further testing and exploration beyond what is practical in the concept evaluation phase. Chairman's War Games, CCMD exercises, Service title 10 events, or real-world Joint Task Force operations, provide an opportunity to place the concept ideas and proposed capability solutions in realistic operational conditions, and gain quantitative and qualitative data from commanders and staffs to assess the validity, acceptance, and readiness of the proposed required capabilities.

13. Concept Implementation. Implementation planning is an important function that begins in the JCD process and is further developed and refined in JCIDS. It is the means by which new or innovative joint approaches and future warfighting capabilities are provided to the joint Warfighter through DOTMLPF-P changes. Setting conditions for implementation begins early in the concept development process, as concept sponsors identify and select key stakeholders who could benefit from, and contribute to, implementing the concept. Depending on the purpose, scope, expected operational impact, and DOTMLPF-P implications, concept sponsors may develop a detailed plan to ensure timely and coordinated execution of key tasks to be executed during implementation. Figure A-5 depicts a notional joint concept implementation planning approach.



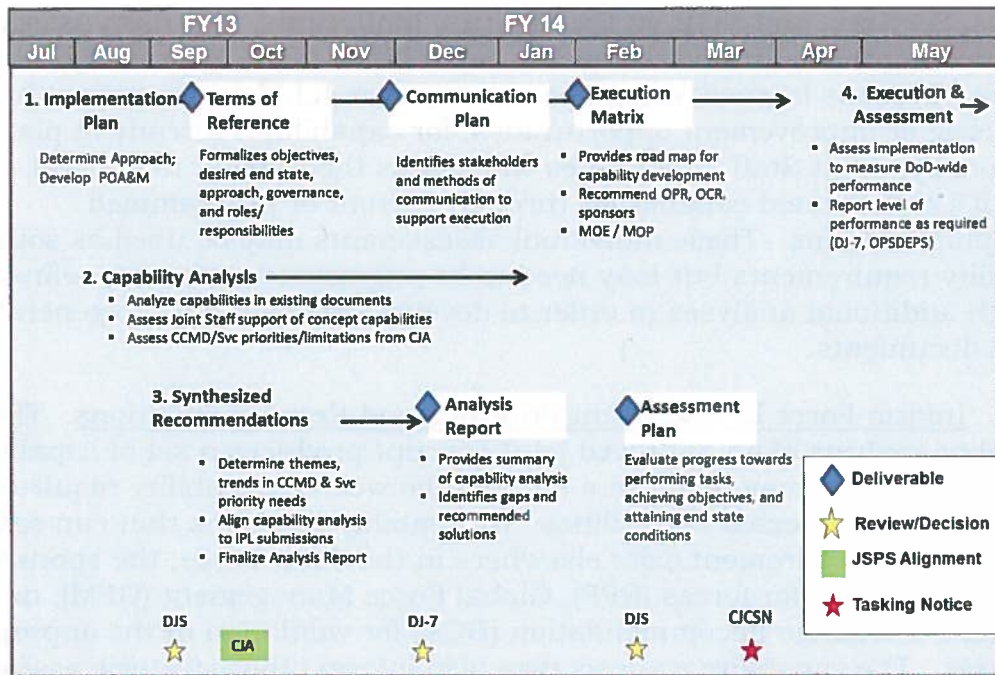


Figure A-5. Notional Joint Concept Implementation Plan

a. Develop Implementation Plan. Once the Chairman approves and signs a joint concept, sponsors will finalize the implementation plan and present the plan to the JC GOSC for review and endorsement. Based on the nature and scope of the concept, the GOSC may recommend to the DJ-7 that the DJS approve the implementation plan for execution via DJSM or CJCS Notice (CJCSN). The implementation plan provides an overarching approach for how sponsors envision the implementation of the concept's central and supporting ideas, approaches and required capabilities, over time. The plan should include terms of reference to ensure mutual understanding of the desired end state, objectives, approach, governance and oversight, and roles and responsibilities of JFD process owners, programs of record owners, and other stakeholders. A communication synchronization plan identifies stakeholders and methods of communication coordination to support implementation plan execution. This general framework facilitates detailed implementation of all joint concepts.

b. Conduct Capability Analysis. To facilitate development within JCIDS or other capability development processes, the capability requirements contained in an approved joint concept must be defined in greater detail. CBAs or similar studies provide an analytical basis to identify capability requirements and associated capability gaps. Other products such as the Universal Joint Task List (UJTL) and Support for Strategic Analysis (SSA) represent jointly developed and approved resources for force planning analyses, and may assist in refining the parameters and attributes of required capabilities. Through the CJA, the DJ-7 will also seek the perspectives of the

CCMDs, Services, and NGB on the abilities, limitations, and risks associated with applying the central idea and key capabilities of the approved joint concept. Lessons learned should be reviewed via JLLIS to determine the successes, or improvement opportunities, for capabilities already in place. Additionally, Joint Staff directorates will assess their ability to support the concept's enumerated capabilities through current or programmed development means. These individual assessments may be used as sources of capability requirements but may need to be augmented or further refined through additional analyses in order to develop sufficient data to generate JCIDS documents.

c. Inform Force Development Priorities and Recommendations. The capability analysis of an approved joint concept produces a set of capability requirements that may result in a shortfall between a capability requirement and current or projected capabilities. If capability solutions that can satisfy the capability requirement exist elsewhere in the Joint Force, the sponsor may generate a request for forces (RFF), Global Force Management (GFM), or DOTMLPF-P Change Recommendation (DCR) for validation in the appropriate processes. The capability analysis may also inform other strategic assessments including the Capability Gap Assessment (CGA). The CGA process examines identified capability gaps and shortfalls in the Future Years Defense Program (FYDP) from various perspectives, groups similar gaps, assesses ongoing efforts to close or mitigate capability gaps, validates new capability requirements and associated capability gaps, and recommends solutions for mitigation (see reference d).

d. Execute and Assess. To ensure coordinated action across the Joint Force, the concept sponsor, DJ-7, and DJ-8 collaborate on a set of actionable recommendations that form the basis of an execution matrix. The execution matrix provides a road map for capability development, identifies recommended implementation sponsors, aligns key milestones, and provides measures and metrics to gauge progress over time.

14. Archiving Joint Concepts. A joint concept is considered active from the time the concept prospectus is authorized for development until the concept is fully implemented. Archiving an approved joint concept signifies completion or termination of active work (writing, evaluation, testing, CBA, implementation). The DJ-7 is the approval authority for archiving joint concepts. Once a joint concept enters the implementation phase, the Joint Staff (principally J-7 and J-8), concept sponsors, and JC GOSC monitor and assess execution and completion of implementation objectives over time. After the required capabilities are incorporated into programs of record for development, the JC GOSC provides the DJ-7 an archival recommendation. Following the decision to archive, the Joint Staff J-7, in concert with concept sponsors, will consolidate pertinent concept development documentation, such as baseline research reports, final concept evaluation reports, capability analyses, and

studies. Joint Staff J-7 will develop and maintain these products in a joint concept repository.

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ENCLOSURE B  
RESPONSIBILITIES

1. Overview. This enclosure outlines the responsibilities of the offices, organizations, and individuals participating in JCD.
2. Office of the Secretary of Defense. Provides JCD direction in defense strategic guidance.
3. Chairman of the Joint Chiefs of Staff
  - a. Provides JCD direction through the NMS and other strategic documents.
  - b. Approves and signs joint concepts.
  - c. Develops, approves, and publishes revisions to the CCJO.
4. Joint Chiefs of Staff. Review and endorse all joint concepts prior to submission to the Chairman for approval.
5. Director, Joint Staff
  - a. Approves joint concept development based on recommendations of the JC GOSC through the DJ-7.
  - b. Approves joint concept implementation plans.
6. Director for Joint Force Development, Joint Staff (DJ-7)
  - a. Responsible to the Chairman for implementation of this instruction. Serves as the office of primary responsibility (OPR) for JCD.
  - b. On behalf of the Chairman, oversees the development, evaluation, and implementation of joint concepts.
  - c. Identifies military challenges meriting concept development based on analysis of the future joint operating environment and Warfighter input to the CJA.
  - d. Approves joint concept prospectuses developed by the JCWG and endorsed by the JC GOSC.

e. Ensures proposed concepts align with strategic guidance and DoD policy objectives.

f. Organizes, coordinates, and chairs the joint concept governance bodies (JCWG and JC GOSC).

g. Coordinates and resources independent Red Team reviews for joint concept writing efforts of the Joint Staff, Services, CCMDs, and Defense Agencies.

h. In coordination with the DJ-8, provides recommendations for the conduct of CBAs and subsequent development of JCIDS requirements documents.

i. Represents JCD efforts in multinational and interagency forums.

j. Submits joint concepts for preliminary and final staffing using JSAP.

k. Reviews and endorses implementation plans for approved joint concepts and monitors and assesses execution and completion of implementation objectives.

l. In coordination with sponsoring organizations, periodically assess the body of approved joint concepts to ensure continued relevance to the CCJO and defense strategic guidance.

m. Approves joint concepts for archiving, as required. Develops and maintains a joint concept repository for archived concepts and supporting documentation.

7. Director for Force Structure, Resources, and Assessment, Joint Staff (DJ-8)

a. Assigns a lead FCB to assist with identification and assessment of joint concept proposals and development/review of joint concepts.

b. Participates as a member of the JCWG and JC GOSC.

c. Assists in the development of appropriate DCRs or ICDs as a result of CBAs.

8. Functional Capabilities Boards (FCBs)

a. Closely coordinate JCIDS activities with JFD in order to minimize duplication of efforts.

b. Specific FCBs participate in the JCWG as determined by the FCB Chairman. Identify critical Joint Force capability requirements and ongoing



force development activities that could inform or support proposed joint concepts.

c. When assigned Lead FCB by DJ-8, assist in review and assessment of joint concepts and concept proposals in respective JCA portfolios.

9. Other Joint Staff Directorates. Participate as members of the JCWG and JC GOSC. Monitor execution of approved joint concept implementation plans and assess status of achievement of implementation objectives. Notify DD FJFD staff of DoD, joint, or Service concept efforts that might impact joint concepts approved by the Chairman for development.

10. Services, Combatant Commands, NGB, and Defense Agencies

a. Provide subject-matter expertise to support concept development.

b. Participate in the JC GOSC and JCWG. Identify critical operational challenges and ongoing force development activities that could inform or support proposed joint concepts.

c. Assess proposed concept and required capabilities to determine potential impact on plans, operations, and overall joint functions.

d. Provide Service and CCMD perspectives on the future joint operating environment to the JCWG via DD J-7 FJFD.

e. In coordination with DD J-7 FJFD and JCWG, propose war games, exercises, and other appropriate venues in which a joint concept might be evaluated or tested.

f. Consider use of Enterprise Joint Training Environment products (venues, environments, and scenarios) to support joint concept development.

g. Support the implementation of approved joint concepts by sponsoring CBAs, if directed by the JROC, or hosting follow-on testing of approved joint concepts.

11. Joint Concept Sponsors

a. Propose, write, assess, and resource assigned joint concepts.

b. Coordinate with Joint Staff J-7 through the JCWG to establish a timeline for concept writing and assessment.

c. Coordinate joint concept evaluation with Joint Staff J-7 through the JCWG.

- d. Brief the status of joint concept development to the OpsDepts and JCS as required.
- e. Review and adjudicate comments resulting from concept staffing.
- f. Prepare final drafts of joint concepts for submission to the Chairman for approval.
- g. Submit, in coordination with the DJ-7, relevant elements of approved joint concepts for inclusion in JPME curricula during the annual PME Review Process.
- h. Notify DD FJFD staff of any concept work that supports, implements, or could impact the formal family of joint concepts. Provide appropriate joint participation or visibility into the efforts.
- i. Develop, coordinate, and execute joint concept implementation plans and assess the execution and completion of implementation objectives over time. Conduct CBAs or similar studies as required or directed.
- j. Monitor concept implementation and recommend to the DJ-7 when archiving is appropriate. If concept is approved for archiving, forward supporting concept development documentation to JS J-7 for archiving.

ENCLOSURE C

REFERENCES

- a. Title 10, U.S.C., sections 153, 163, 166, and 181
- b. CJCSI 1800.01 Series, "Officer Professional Military Education Policy"
- c. CJCSI 3100.01 Series, "Joint Strategic Planning System (JSPS)"
- d. CJCSI 3170.01 Series, "Joint Capabilities Integration and Development System"
- e. CJCSI 3500.01 Series, "Joint Training Policy and Guidance for the Armed Forces of the United States"
- f. CJCSI 5120.02 Series, "Joint Doctrine Development System"
- g. CJCSM 5120.01 Series, "Joint Doctrine Development Process"
- h. Chairman of the Joint Chiefs of Staff, Capstone Concept for Joint Operations: Joint Force 2020 (CCJO: JF2020), 10 September 2012
- i. Joint Publication (JP) 1, 25 March 2013, "Doctrine for the Armed Forces of the United States"
- j. JP 5-0, 11 August 2011, "Joint Operation Planning"
- k. CE2T2 (Combatant Commander's Exercise Engagement and Training Transformation) Program; Goals and Objectives, 15 March 2013
- l. CJCSI 5711.01 Series, "Editorial Guidance and Accepted Usage for Joint Staff Correspondence"
- m. CJCSI 3150.25 Series, "Joint Lessons Learned Program"

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GLOSSARY

PART I—ABBREVIATIONS AND ACRONYMS

(Unless otherwise stated, the terms and definitions contained in this glossary are for the purposes of this document only.)

CBA	Capabilities-Based Assessment
CCJO	Capstone Concept for Joint Operations
CCMD	Combatant Command
CE2T2	Combatant Commander's Exercise Engagement and Training Transformation
CGA	Capabilities Gap Assessment
CJA	Comprehensive Joint Assessment
CJCS	Chairman of the Joint Chiefs of Staff
CJCSI	Chairman of the Joint Chiefs of Staff instruction
CRA	Chairman's Risk Assessment
CONOPS	concept of operations
CSDJF	Chairman's Strategic Direction to the Joint Force
DCR	DOTMLPF-P Change Recommendation
DD FJFD	Deputy Director, Future Joint Force Development, Joint Staff J-7
DJ-7	Director, Joint Force Development, Joint Staff J-7
DJ-8	Director, Force Structure, Resources, and Assessment, Joint Staff J-8
DJS	Director, Joint Staff
DJSM	Director, Joint Staff Memorandum
DOTMLPF-P	doctrine, organization, training, materiel, leadership and education, personnel, facilities, and policy
DoD	Department of Defense
DPG	Defense Planning Guidance
DSG	Defense Strategic Guidance
FCB	Functional Capabilities Board
FYDP	Future Years Defense Program
GFM	Global Force Management
GO/FO	General Officer/Flag Officer
HITI	High-Interest Training Issue
ICD	Initial Capabilities Document
IPR	in-progress review

JCCA	Joint Combat Capability Assessment
JC GOSC	Joint Concept General Officer Steering Committee
JCD	Joint Concept Development
JCD&E	Joint Concept Development and Experimentation
JCIDS	Joint Capabilities Integration and Development System
JCWG	Joint Concept Working Group
JCS	Joint Chiefs of Staff
JELC	Joint Event Life Cycle
JF 2020	Joint Force 2020
JFC	Joint Force Commander
JFD	Joint Force Development
JLLIS	Joint Lessons Learned Information System
JOC	Joint Operating Concept
JOE	Joint Operating Environment
JP	Joint Publication
JPME	Joint Professional Military Education
JROC	Joint Requirements Oversight Council
JSAP	Joint Staff Action Processing
JSPS	Joint Strategic Planning System
JSR	Joint Strategy Review
NGB	National Guard Bureau
NMS	National Military Strategy
NSS	National Security Strategy
OPR	office of primary responsibility
OPSDEPS	Operations Deputies
OSD	Office of the Secretary of Defense
QDR	Quadrennial Defense Review
QRM	Quadrennial Roles and Missions Review
RFF	request for forces
SSA	Support for Strategic Analyses
SES	Senior Executive Service
TGAF	Training Gap Analysis Forum
TTP	Tactics, Techniques, and Procedures
USCG	U.S. Coast Guard



## PART II—DEFINITIONS

(Unless otherwise stated, the terms and definitions contained in this glossary are for the purposes of this document only).

Capabilities-Based Assessment—The CBA is an analytic process that identifies capability requirements and associated capability gaps.

Capability Gaps (or Gaps)—The inability to meet or exceed a validated capability requirement, resulting in an associated operational risk until closed or mitigated. The gap may be the result of no existing capability, lack of proficiency or sufficiency in an existing capability solution, or the need to replace an existing capability solution to prevent a future gap.

Concept of Operations—A CONOPS is a verbal or graphic statement that clearly and concisely expresses what the Joint Force commander intends to accomplish and how it will be done using available resources.

Doctrine, Organization, Training, Materiel, Leadership and Education, Personnel, Facilities, and Policy (DOTMLPF-P) Change Recommendation (DCR)—A recommendation for changes to existing joint resources, when such changes are not associated with a new defense acquisition program.

Global Force Management—A process to align force Apportionment, Assignment, and Allocation methodologies in support of the National Defense Strategy and Joint Force availability requirements; present comprehensive visibility of the global availability and operational readiness (to include language, regional, and cultural proficiency of U.S. conventional military forces; globally source Joint Force requirements; and provide senior decision makers a vehicle to quickly and accurately assess the impact and risk of proposed Allocation, Assignment and Apportionment changes.

Joint Capabilities Integration and Development System (JCIDS) —JCIDS process exists to support JROC and CJCS responsibilities in identifying, assessing, validating, and prioritizing joint military capability requirements as outlined in Title 10, USC, Section 181 and the JROC Charter (CJCSI 5123.01F). JCIDS provides a transparent process that allows the JROC to balance joint equities and make informed decisions on validation and prioritization of capability requirements.

Joint concept—Links strategic guidance to the development and employment of future Joint Force capabilities and serves as “engines for transformation” that may ultimately lead to doctrine, organization, training, materiel, leadership and education, personnel, facilities, and policy (DOTMLPF-P) changes.

Joint Force Development—The deliberate, iterative, and continuous process of planning and developing the current and future Joint Force.

Joint Strategic Planning System (JSPS) —One of the primary means by which the Chairman of the Joint Chiefs of Staff, in consultation with the other members of the Joint Chiefs of Staff and the Combatant Commanders, carries out the statutory responsibilities to assist the President and Secretary of Defense in providing strategic direction to the Armed Forces.

Materiel Solution—A new item (including ships, tanks, self-propelled weapons, aircraft, etc., and related spares, repair parts, and support equipment, but excluding real property, installations, and utilities) developed or purchased to satisfy one or more capability requirements (or needs) and reduce or eliminate one or more capability gaps.

Nonmateriel Solution—Changes to doctrine, organization, training, (existing) materiel, leadership and education, personnel, and/or facilities, implemented to satisfy one or more capability requirements (or needs) and reduce or eliminate one or more capability gaps, without the need to develop or purchase a new materiel solution.

Recommendation—A relevant, proposed action determined to be appropriate and advisable based on analysis of data.

Request for Forces—A request from a CCDR for units or capabilities to address requirements that cannot be sourced by the requesting headquarters. The request is generated because (either) the unit or capability is not resident in existing assigned or allocated forces or the unit or capability is not available due to current force commitments with other ongoing requirements in the CCDR's area of responsibility. RFFs are not used to request forces for exercises or individual requirements.

Required Capability—A set of proposed of capabilities required to operate as described in the concept. These capabilities should derive logically from the concept's central and supporting ideas, and should be tested in concept evaluation. The subsequent analysis of these proposed capabilities within JCIDS provides the basis for developing capability solutions that will close the operational gap that the concept addresses.

Requirement—A capability required to meet an organization's roles, functions, and missions in current or future operations. To the greatest extent possible, capability requirements are described in relation to tasks, standards, and conditions in accordance with the Universal Joint Task List or equivalent DoD Component Task List. If a capability requirement is not satisfied by a capability solution, then there is also an associated capability gap. A

requirement is considered to be “draft” or “proposed” until validated by the appropriate authority.

Sponsor—A joint concept sponsor is the organization with primary lead for proposing, writing, and assessing assigned concepts.

Stakeholder—A stakeholder is an organization or entity that is positively or negatively affected by the results of specified JCD efforts, or who has a key contributing role in the project.

Support for Strategic Analysis—SSA products are intended to support deliberations by DoD senior leaders on strategy and Planning, Programming, Budgeting and Execution (PPBE) matters, including force sizing, shaping, and capability development. The scenarios and data produced in the SSA processes do not represent definitive statements of operational requirements. Rather, they represent jointly developed and approved starting points for force planning analyses.

Transition—The successful implementation of concept ideas and required capabilities, identified through JCD efforts, in order to drive meaningful change to solve challenges for joint Warfighters.

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