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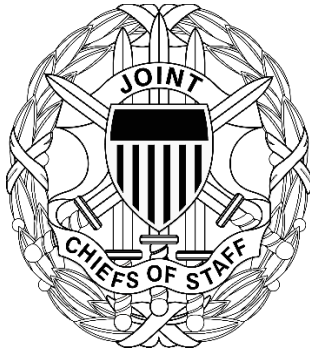
**IMPLEMENTING
JOINT FORCE
DEVELOPMENT AND DESIGN**



**JOINT STAFF
WASHINGTON, D.C. 20318**

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CHAIRMAN OF THE JOINT

CHIEFS OF STAFF

INSTRUCTION

J-7

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IMPLEMENTING JOINT FORCE DEVELOPMENT AND DESIGN

References:

See Enclosure J

1. Purpose. In accordance with (IAW) reference (a), this instruction implements and describes the process by which the Chairman of the Joint Chiefs of Staff (CJCS) fulfills Joint Force development responsibilities. This instruction describes Joint Force development and design (JFDD) processes, their execution, and their interaction with other Department of Defense (DoD) systems and processes. These relationships accelerate JFDD by fostering rapid, iterative learning and aligning processes throughout the Joint Force.
2. Superseded/Cancellation. CJCS Instruction 3030.01A, 3 October 2022, "Implementing Joint Force Development and Design," is hereby superseded.
3. Applicability. This instruction applies to the Joint Staff, Services, Combatant Commands (CCMDs), National Guard Bureau (NGB), Defense Agencies, and CJCS-Controlled Activities (CCAs).
4. Policy. JFDD enables the CJCS to fulfill responsibilities established in law. Specifically, paragraphs (a)(5) and (a)(6) of reference (a) direct the CJCS in matters relating to "Joint Capability Development" and "Joint Force Development Activities." Fulfilling the CJCS's responsibilities for capability and force development requires deliberate processes and integrated activities to translate concepts into requirements, capabilities, proficiency, and doctrine. Aligning these interdependent activities enables the CJCS to communicate military advice to the President, National Security Council, Homeland Security Council, and Secretary of Defense (SecDef), and accelerate progress on matters related to national security, homeland defense, and integrated deterrence.
5. Definitions. See Glossary.
6. Responsibilities. See Enclosure I.

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7. Summary of Changes. This instruction:

- a. Is restructured and reordered to align with CJCS force development responsibilities in reference (a).
- b. Establishes joint concept development governance structure and directs development of concept transition plans, including a process for nominating, approving, developing, experimenting, transitioning, and assessing Joint Concept Development.
- c. Revises the definitions of force design, development, and employment to align with reference (b). This instruction establishes force design as a process and a product.
- d. Establishes a concept structure for the top-level joint concept (currently reference (g)), individual Service concepts, and supporting joint concepts.
- e. Expands guidance on Joint Experimentation and Joint Lessons Learned, including establishing a requirement for Chairman's Experimentation Guidance.
- f. Adds an enclosure on the CJCS's responsibility for developing joint command, control, communications, and cybercapability with associated responsibilities assigned to the Joint Staff Directorate for Command, Control, Communications, and Computers/Cyber, J-6.
- g. Removes:
 - (1) The "Build the Force," "Educate the Force," and "Train the Force" lines of effort.
 - (2) The specific time horizons associated with force employment (0–3 years), force development (2–7 years), and force design (5–15 years) to align with reference (b).

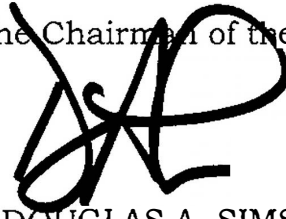
8. Releasability. UNRESTRICTED. This instruction is approved for public release; distribution is unlimited on the Non-classified Internet Protocol Router Network. DoD Components (to include the CCMDs) and other Federal agencies may obtain copies of this instruction through the Internet from the CJCS Directives Electronic Library at <<https://dod365.sharepoint-mil.us/sites/JS-Matrix-DEL/SitePages/Home.aspx>>. Joint Staff activities may also obtain access via the SECRET Internet Protocol Router Network (SIPRNET) Directives Electronic Library web sites.

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9. Effective Date. This INSTRUCTION is effective upon signature.

For the Chairman of the Joint Chiefs of Staff:

A handwritten signature in black ink, appearing to be 'DAS', written over the text 'For the Chairman of the Joint Chiefs of Staff:'.

DOUGLAS A. SIMS, II, LTG, USA
Director, Joint Staff

Enclosures:

- A – Guidance for Joint Force Development and Design
- B – Joint Doctrine
- C – Joint Training
- D – Joint Military Education
- E – Joint Concept Development
- F – Joint Lessons Learned
- G – Joint Command, Control, Communications and Cybercapability
- H – Products and Forums Integrated with Joint Force Development and Design
- I – Responsibilities
- J – References

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ENCLOSURE A

GUIDANCE FOR JOINT FORCE DEVELOPMENT AND DESIGN

1. Purpose. This and subsequent enclosures describe an integrated approach to align JFDD processes and procedures and to accelerate building advantage over our adversaries. This approach supports development of alternative operating approaches, rapid acquisition of innovative capabilities to address critical gaps, and posturing the Joint Force to build and maintain competitive advantages. JFDD is a critical component of the CJCS's continuum of strategic direction as codified in reference (b). This instruction also serves as a guide to inform allies and partners (A&P) to enable collaboration in combined JFDD activities.

2. Scope. This instruction describes how the Joint Force aligns, synchronizes, and integrates to fulfill the CJCS's title 10, U.S. Code force development responsibilities, including:

- a. Developing doctrine for the joint employment of the armed forces.
- b. Formulating policies and technical standards, and executing actions, for the joint training of the armed forces.
- c. Formulating policies for coordinating the military education of members of the armed forces.
- d. Conducting concept and joint capability development by formulating policies for development and experimentation on both urgent and long-term concepts for Joint Force employment, including establishment of a process within the Joint Staff for analyzing and prioritizing gaps in capabilities that could potentially be addressed by joint concept development using existing or modified Joint Force capabilities.
- e. Formulating policies for gathering, developing, and disseminating joint lessons learned for the armed forces.
- f. Advising the SecDef on development of joint command, control, communications, and cyber capability—including integration and interoperability of such capability—through requirements, integrated architectures, data standards, and assessments.

3. Joint Force Development and Design. DoD activities are categorized as force employment, force development, or force design. JFDD is the iterative

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and continuous process of improving the effectiveness of the current and future Joint Force through assessment, concept development, capability development, and advancing Joint Force warfighting to maintain and expand competitive advantage against potential adversaries IAW the *National Defense Strategy* (NDS) and *National Military Strategy* (NMS) (references (d) and (e)). JFDD translates U.S. strategic guidance into Joint Force capabilities through Joint Staff and Joint Requirements Oversight Council (JROC) processes. JFDD compares requirements to current capabilities and works to improve the Joint Force through activities like training, education, experimentation, Capability Portfolio Management Reviews (CPMRs), and acquisition. JFDD activities imagine the future force, identify requirements to bridge the gap between the current and future force, train the current force to become the future force, and capture the lessons learned in doctrine. JFDD activities can be deliberate and dynamic. Deliberate activities are process-oriented, longer-term efforts; however, the changing character of war requires dynamic activities that interrupt formal processes in favor of more immediate effect.

a. Employment, Development, and Design Across Time. To effectively realize the future Joint Force, Joint Force personnel must think of employment, development, and design activities across all time epochs, realizing that each affects the others. Present-day activities affect the implementation of development and design. Conversely, ongoing development and design work helps revise the employment of forces in the near-term. Activities across all three affect budget decisions. Therefore, it is important to realize that these three activities cannot be looked at in isolation, nor locked to specific time periods.

b. Force Employment. Force employment is the daily use of the current force on missions and activities directed by national strategy, operational requirements, and senior leader guidance. Employment activities include training, education, and exercises. These activities build near-term force readiness, campaign to create competitive advantage, and secure required global force posture, while also adapting the force to changes in the operating environment and the character of war. CCMDs employ the Joint Force around the world daily in operations and activities across the competition continuum for readiness, stabilization, competition, deterrence, and combat.

c. Force Development. Force development is the execution of activities designed to prepare the Joint Force to fulfill national defense and security objectives in the present and future. DoD Components develop their forces to be more proficient in their assigned and expected missions, and to conceive new and better ways to accomplish those missions. Force development is conducted to improve the way the Joint Force currently operates by enhancing

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execution of assigned missions and current capabilities through experimentation, doctrine, education, training, lessons learned, and capability development.

d. Force Design. Force design is often associated with longer-term timeframes, but it is not inherently tied to any particular future years defense program (FYDP) or timeline. It must, however, account for and inform the various timelines that do exist across the Joint Strategic Planning System (JSPS) (e.g., planning timelines) and budget cycle (e.g., FYDP inputs) to realize the future Joint Force. It continuously affects and is affected by force development and force employment. Force design is both a verb (i.e., designing the force) and a noun (i.e., the force design).

(1) Designing the force includes activities that alter the operational missions the force is meant to achieve; the capabilities and concepts the force it employs to support strategic objectives; or the structure of the force as expressed by manpower, materiel, and organization at the Service and departmental levels. Force design activities leverage experimentation, doctrine, education, training, lessons learned, and capability development to advance and validate ideas.

(2) A force design is the blueprint that expresses the size of the force in manpower and equipment; the structure of the force; the concepts and capabilities the force uses to conduct its missions; and the training, posture, and other activities to achieve national objectives. While Services may have their own force designs, a Joint Force design identifies the blend of Service capabilities, capacity, and posture to achieve strategic objectives.

4. Joint Force Design and Development and the Joint Strategic Planning System. The JSPS (reference (b)) is the method by which the CJCS fulfills title 10 responsibilities, maintains a global perspective, leverages strategic opportunities, translates strategy into outcomes, and provides military advice for the SecDef and President. The JSPS aligns products and processes to support the CJCS's continuum of strategic direction (Figure 1) on how the Joint Force employs, adapts, and innovates to meet strategic guidance requirements and direction and achieve global integration objectives. The outputs of JFDD serve as input to the JSPS and, ultimately, CJCS advice to national leaders.

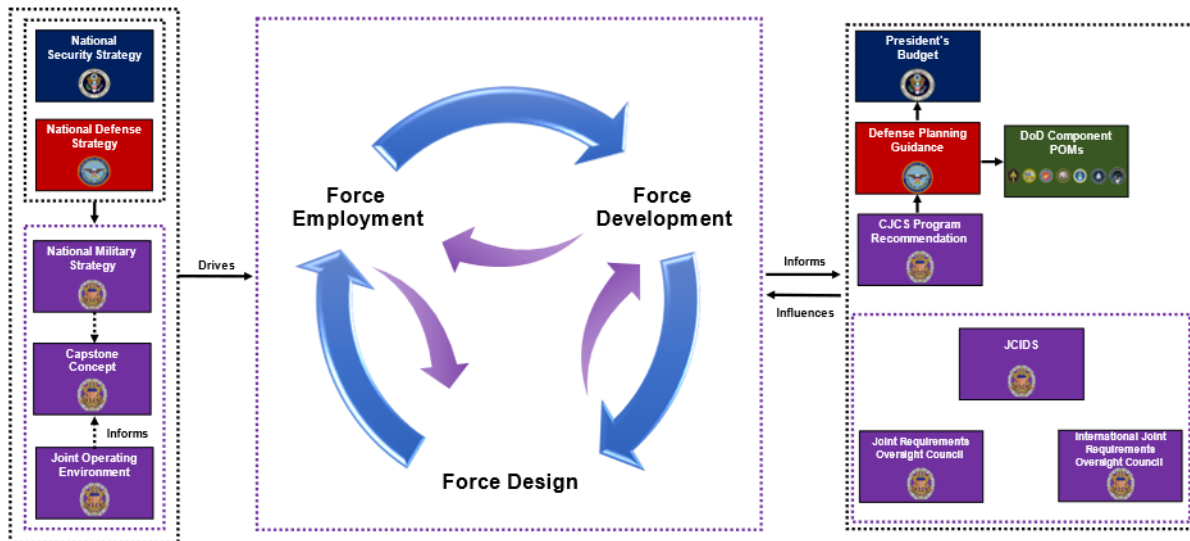


Figure 1. Joint Force Design and Development across the Continuum of Strategic Direction

a. Strategic Direction and Guidance

(1) References (c)–(e) provide strategic direction, guidance, and objectives to the Joint Force for planning, programming, and execution of current and future operations. These documents comprise the principal guidance for JFDD. Additional references—such as the *Joint Operating Environment* (JOE) (reference (f)) and the *Global Trends* series from the Office of the Director of National Intelligence—provide a range of intelligence-informed plausible futures informs DoD and Service strategic guidance.

(2) National Military Strategy. Built on the guidance in references (c) and (d), the NMS serves as the CJCS’s central strategic and planning document. It assesses military ends, ways, and means to support the objectives in references (c) and (d); provides a framework for assessing military risk and risk mitigation; develops military options to address threats and opportunities; assesses Joint Force capability, capacity, and resources; and establishes guidance for the development of the Joint Force.

b. Interaction across Joint Staff and the Department of Defense. The Joint Staff Directorate for Joint Force Development, J-7, supported by the rest of the Joint Staff and other DoD agencies, leads the execution of the CJCS’s JFDD responsibilities outlined in title 10. JFDD provides specific, future-focused input into JSPS products such as the Chairman’s Risk Assessment (CRA) and Chairman’s Program Recommendation (CPR), which inform the Defense Planning Guidance (DPG) and influence Service budgeting priorities (Figure 2).

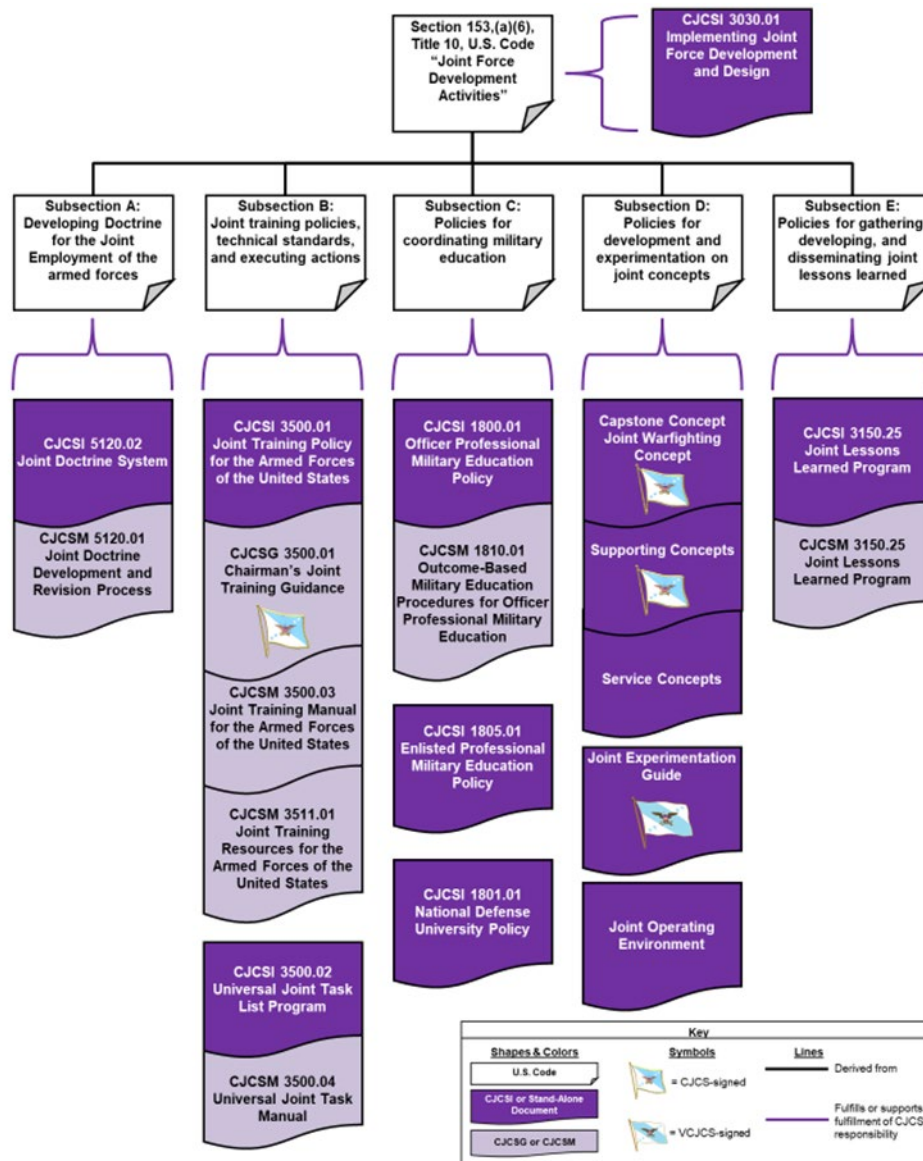


Figure 2. Implementing Joint Force Development

(3) Joint Concepts. The Joint Staff develops and tests concepts to address gaps and challenges in current capabilities and doctrine due to the changing environment and character of warfare. Concepts identify new or future approaches to overcome problems where existing approaches and capabilities are ineffective or insufficient. As the key concept for JFDD, reference (g) is the SecDef- and CJCS-directed, threat-informed global concept. Reference (g) describes an operational approach to defend U.S. and A&P interests, and deter and defeat adversaries. It is aligned with strategic guidance and intended to inform and guide Service concepts and capability development.

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(4) Ally and Partner Joint Force Design and Development. Integrating A&P concepts and capabilities at the design and development phases fosters interoperability in employment. The Joint Force advances international force development and design by leveraging integration through mechanisms like the Building Partnerships Working Group, International Concepts and Capabilities Board (ICCB), and International Joint Requirements Oversight Council (I-JROC).

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ENCLOSURE B

JOINT DOCTRINE

1. Purpose. This enclosure establishes the processes by which the Joint Staff fulfills the CJCS's responsibility to develop doctrine for the joint employment of the armed forces. This section also articulates how doctrine interacts with the other components of JFDD.

2. Joint Doctrine. Joint doctrine establishes the fundamental principles that guide the employment of the Armed Forces of the United States to achieve unity of effort with extant capabilities under applicable policy and legal constraints (references (h) and (i)). Joint doctrine advances force development by enhancing the strategic, operational, and tactical effectiveness of the Joint Force. Doctrine does this by providing a common approach and terminology to operations among commands across different echelons, Services, and DoD agencies. Joint doctrine reflects best practices, professional advice, and lessons learned from operations, training, exercises, and—once validated—concepts. Joint doctrine also includes standardized terminology and may include tactics, techniques, and procedures (TTPs) where they add clarity to the operational discussion, or where joint equities are not adequately covered in Service or multi-Service doctrine.

3. The Joint Doctrine Development System. The joint doctrine development system includes agents and procedures designed to initiate, develop, approve, and maintain joint doctrine publications in a deliberate process. As joint and Service ideas and experiments for future warfighting are validated and gain institutional acceptance, and requisite capabilities are developed, these elements may be incorporated into joint doctrine. Joint doctrine aids in combined JFDD by considering and informing the role of U.S. interagency partners, as well as multinational and allies' joint doctrine, to enable interoperability across the competition continuum. Joint doctrine also informs joint training, which generates lessons learned that are fed back into concepts and doctrine development (see Figure 3).

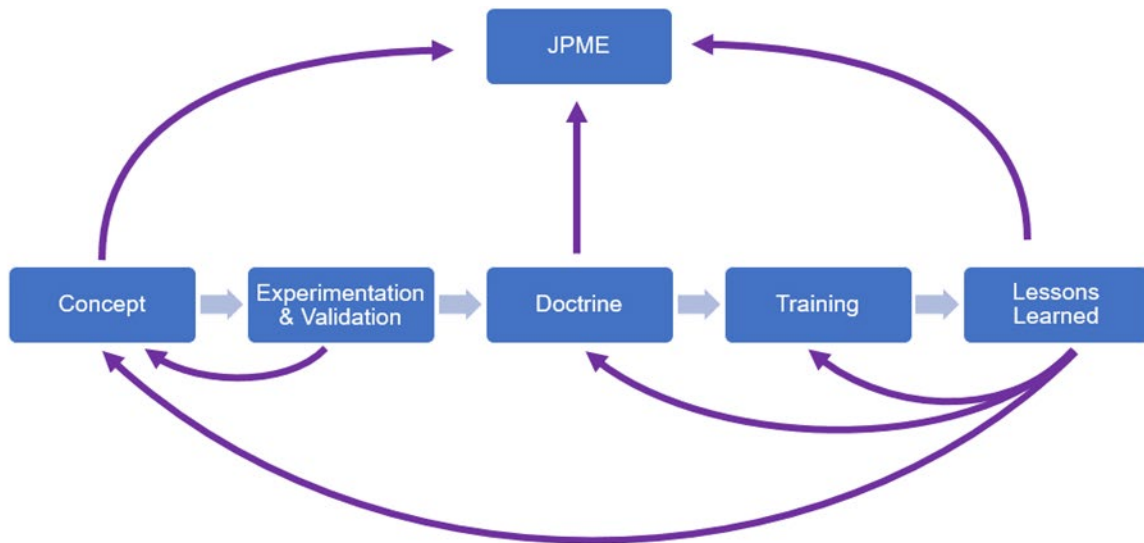


Figure 3. Doctrine Revision and Development Cycle

4. The Joint Doctrine Development Community. The Joint Doctrine Development Community (JDDC) is a decision body comprised of DoD representatives, including the Joint Staff, CCMDs, and Services. The JDDC is the primary publication review and approval community for joint doctrine products. As new concepts, capabilities, and best practices mature, joint doctrine codifies the new approaches. The JDDC enables communication of the new approaches to the Joint Force through joint doctrine. Further information on the JDDC and member roles and responsibilities is contained within references (h) and (i).

5. Joint Publications. The goal of joint doctrine is to guide the employment of Joint Forces, in conjunction with other instruments of national power, to achieve unity of effort and support strategic objectives. Joint Publications (JPs) are a compilation of fundamental principles, considerations, guidance, and terminology on a particular topic that guide the employment of the Joint Force. The CJCS approves the capstone JP, and the Joint Staff Director for Joint Force Development, J-7 (DJ-7) approves all other JPs and Joint Doctrine Notes (JDNs).

6. Joint Doctrine Notes. JDNs are pre-doctrinal publications that provide a mechanism to capture extant changes in the operational environment or emerging doctrine for potential inclusion in the approved doctrinal hierarchy. JDNs can act as a more responsive, dynamic process for disseminating doctrine. JDNs are reviewed by the JDDC and approved by the DJ-7.

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7. Joint Warfighting Notes. By direction of the DJ-7, Joint Warfighting Notes (JWNs) are developed by anyone in the Joint Force to provide warfighting insights, lessons learned, and best practices from testing, wargames, experimentation, training, and exercises to highlight the success of emerging concepts that the Joint Force has the extant or near-extant capabilities to execute. JWNs promulgate these concepts for potential inclusion in further testing, training, leader development, education, and joint doctrine.

8. Allies and Partners. The United States works with allies to develop multinational joint doctrine and terminology to maximize interoperability in conflict for the combined Joint Force. The Joint Staff J-7 Joint Education and Doctrine Division (JEDD) fulfills the Joint Staff J-7's Lead Agent responsibilities in various venues, to include the North Atlantic Treaty Organization (NATO) Allied Joint Operations Doctrine Working Group and the Military Committee Terminology Board. The Chief of JEDD signs and ratifies formal U.S. positions for all Level-1 and Level-2 Allied Joint Publications on behalf of the DJ-7 after legal review by the Office of the Chairman of the Joint Chiefs of Staff Legal Counsel. JEDD transmits formal ratification responses to the allied joint publications to NATO.

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ENCLOSURE C

JOINT TRAINING

1. Purpose. This enclosure establishes processes by which the Joint Staff fulfills the CJCS's responsibility to formulate policies and technical standards and execute actions for the training of the armed forces. Joint training and exercises are executed to ensure, assess, and develop current and future force readiness to fulfill national objectives.

2. Chairman's Exercise Program. The Chairman's Exercise Program (CEP) improves the capability and readiness of the Joint Force to perform joint operations by conducting regularly scheduled strategic, national-level exercises that examine plans, policies, and procedures under various simulated crisis situations. The CEP is a means for the CJCS, through the Joint Staff, to coordinate interagency and CCMD participation in strategic, national-level joint exercises (reference (j)).

3. Joint Exercise Program

a. The Joint Exercise Program (JEP) is the principal means for Combatant Commanders (CCDRs) to maintain a trained and ready Joint Force, exercise their plans, practice global integration, support global deterrence, and perform their CCMD campaign plan engagement activities. CCMD-designated JEP events train to mission capability requirements described in the command Joint Mission-Essential Task List (JMETL) and support theater or global security cooperation requirements as directed in CCMD or global campaign plans (GCPs). CCMD-designated JEP events include CCMD, Service, Component, joint, and multinational training events. Joint National Training Capability-accredited Service and U.S. Special Operations Command component training program events are included within the JEP. See reference (j) for additional information on the JEP.

b. Joint Exercise Program Training Events. CCMDs designate training events that have a direct relationship to the CCMD's mission capability requirements described in their JMETL or theater security cooperation requirements for inclusion in the JEP. All JEP-designated events must be listed in the Joint Training Tool (JTT) to be eligible for funding by the Joint Training, Exercise, and Evaluation Program (JTEEP). CCDRs and Services will update JTEEP-funded JEP-designated exercises in JTT upon major changes, or annually. See reference (j) for further information on JEP nomination requirements.

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4. Joint Training, Exercise, and Evaluation Program. JTEEP is a DoD-wide joint training and exercise program managed by the Joint Staff and executed by the CCMDs and Services. JTEEP provides resources to train forces for joint, globally-integrated, all-domain operations and joint electromagnetic spectrum operations; supports CCMD integrated campaigning and training activities; increases joint context and realism in Service tactical and operational training; and provides joint training enabling capabilities across DoD. JTEEP's three areas of responsibility for training events are funding, data advantage, and assessments. Additionally, JTEEP enables CCDRs to identify operational shortfalls and incorporate lessons learned that influence future force design and development. The Joint Staff J-7 administers JTEEP, with oversight from the Under Secretary of Defense for Personnel and Readiness. See references (j) and (k) for further information on JTEEP.

5. Joint Training Events. JFDD encompasses specially designed exercises and further enables force development through CCDR-designated training events:

a. Globally Integrated Exercise. Globally Integrated Exercise (GIE) rehearses multiple CCMDs, the Office of the Secretary of Defense (OSD), the Joint Staff, and appropriate Combat Support Agencies (CSAs) in globally integrated operations against strategic challenges. The GIE leverages existing exercises and training events to examine strategic problems, validate plans, and provide a full range of options to senior decision-makers. For more information on GIE, see reference (j).

b. Global Integration Campaign of Learning. The Global Integration Campaign of Learning (GICoL) is a series of senior leader seminars designed to address reoccurring challenges identified during previous GIEs as part of Joint Force training activities for Globally Integrated Operations (GIO). The focus of GICoL is to expand senior leader decision space in a complex environment and improve on deficient GIO processes during global security crises.

c. Large Scale Global Exercise. Large Scale Global Exercise (LSGE) is a SecDef-directed, Joint Force-conducted annual exercise to train and assess the Joint Force for future conflict. LSGE consists of large-scale training and exercises that validate joint and multinational all-domain interoperability; improve Joint Force readiness; and provide a venue for future force design, testing, and evaluation. LSGE links multiple CCMDs and includes A&P to exercise warfighting plans on a global scale. The key objectives for LSGEs are to deter adversaries, assure A&P, ensure warfighter readiness, and advance experimentation.

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6. Management. The direction, coordination, and funding of joint training is managed through several decision bodies and forums.

a. Strategic Readiness Management Council. The Strategic Readiness Management Council (SRMC) serves as the DoD's principal forum to oversee, track, and identify activities and investments to improve Total Force readiness consistent with the concept of strategic readiness. The SRMC is the senior governance forum for the JTEEP.

b. Joint Training, Exercise, and Evaluation Program Governance. See reference (l) for more details on JTEEP governance boards, which report to the SRMC.

c. Joint Training Synchronization Conference. The Joint Training Synchronization Conference (JTSC) is an annual event, with a biannual schedule—one in the spring for general officers/flag officers (GO/FO) and Senior Executive Service personnel, and another in the summer for action officers. Led by the Joint Staff J-7, the JTSC aims to address and resolve joint training and exercise challenges, plan resource allocation, and synchronize efforts for future joint exercises and training programs. Additionally, the conference ensures that joint training and exercises are aligned with future concepts and capabilities, as well as the immediate needs of current force employment.

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ENCLOSURE D

JOINT MILITARY EDUCATION

1. Purpose. This enclosure establishes the processes by which the Joint Staff fulfills the CJCS's responsibility to formulate policies for coordinating the military education of members of the armed forces. The Joint Chiefs of Staff (JCS) and their senior enlisted advisors provide guidance for the Services to educate officers and enlisted Service members to enable them to fulfill national strategic objectives within the Joint Force. Military education helps develop the force by updating leaders' understanding to employ the force in new and better ways. Reference (m) provides additional guidance to the Joint Force.

2. Military Education Policy and Outcomes-Based Military Education. Separate policy and guidance is issued for officers and enlisted Service members, and referred to respectively as Officer Professional Military Education Policy (PME) (reference (n)) and Enlisted PME (reference (o)). Additional Joint Professional Military Education (JPME) guidance is provided through Special Areas of Emphasis (SAEs) and reference (n).

a. PME and JPME programs prepare joint warfighting leaders, senior staff officers, and strategists to discern the military dimensions of national challenges, lead adaptation and innovation, conduct fully integrated joint warfighting at all levels of war, and execute strategy through campaigns and operations. Officers gain knowledge through formal education, joint and Service experience, and self-development that is critical to the Joint Force developing warfighter leaders who can employ joint forces to achieve strategic objectives. JPME curricula are based on clear Joint Learning Areas (JLAs) oriented on providing joint leaders with the knowledge, skills, and abilities to fulfill NMS, NDS, and *National Security Strategy* (NSS) objectives. JLAs require JPME institutions to instruct and assess joint leaders to ensure they can lead and contribute in the current and future strategic environment. The current JLAs and JPME policy on outcomes-based military education are contained in reference (p).

b. Through JPME, enlisted leaders refine their ability to operate and lead in a joint, interagency, and multinational environment; understand the strategic environment; communicate effectively through all levels of the chain of command; and anticipate and adapt to surprise and uncertainty. Imbuing joint enlisted leaders with key knowledge, skills, and attributes enables the Joint Force to continue to rely on the non-commissioned officer (NCO) corps as a fundamental strength in the application of joint warfighting capabilities.

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3. Special Areas of Emphasis. SAEs are topics approved by the CJCS based on independent stakeholder review to ensure JPME curricula remains relevant and current. JPME institutions are required to incorporate SAEs into curricula to respond to enduring and emerging needs of the CJCS, JCS, CCDRs, and Joint Staff. More information on SAEs can be found in reference (n).

4. Professional Military Education and Talent Management Forums

a. Joint Leader Development Council. The Joint Leader Development Council (JLDC) is a three-star supervisory board consisting of OSD, joint, and Service personnel and PME/operations senior leaders, and chaired by the DJ-7. The JLDC addresses PME alignment and talent management policies. It receives assessments, updates, and recommendations from the Military Education Coordination Council (MECC) and Talent Management Coordination Council to resolve issues in implementing the guidance of the JCS.

b. Military Education Coordination Council. The MECC is an advisory body to the DJ-7 to address key educational issues of interest to the joint education community, promote collaboration among the military colleges and universities, and coordinate joint education initiatives. Additional information on the MECC is contained within reference (n).

c. Enlisted Professional Military Education. CJCS-sponsored Enlisted JPME is comprised of four curriculum phases. Senior Enlisted JPME Phase I prepares enlisted leaders of all Services (primarily E-6s and E-7s) to serve in joint and combined organizations. GATEWAY reinforces joint perspectives via acculturation, while preparing NCOs and chief petty officers for joint leadership opportunities at the operational level. Enlisted JPME Phase II prepares senior enlisted leaders of all Services (primarily E-8s or E-9s) to serve in senior-level Joint Interagency, Intergovernmental, Multinational billets and lead others in the joint environment through a senior-level advanced course. KEYSTONE prepares Command Senior Enlisted Leaders for assignment in a GO/FO joint headquarters and complements the GO/FO CAPSTONE Course (reference (o)).

d. Officer Joint Professional Military Education. JPME for officers leading the Joint Force is comprised of three curriculum phases. JPME Phase I, Intermediate Level Education, prepares field grade officers of all Services (primarily O-4s and O-4 selects), international officers, and U.S. civilians to assume positions of higher responsibility within the military and other government agencies. JPME I programs prepare graduates to perform effectively in staff positions and support their senior leaders. JPME Phase II, Senior-Level Education, develops program learning outcomes that prepare officers of all Services (primarily O-5s and O-6s), international officers, and

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U.S. civilians to assume positions at the strategic level. JPME II programs develop learning outcomes that prepare graduates to assume positions of higher responsibility at the strategic level. The National Defense University (NDU) CAPSTONE course is the third phase of JPME that ensures that newly selected GO/FOs understand the fundamentals of joint doctrine and joint operational art; how to integrate the elements of national power to accomplish national security and national military strategies; and how joint, interagency, and multinational operations support national strategic goals and objectives. GO/FO, CCDR, and Senior Enlisted Leader education is executed by NDU through the CAPSTONE and PINNACLE programs (reference (q)).

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ENCLOSURE E

JOINT CONCEPT DEVELOPMENT

1. Purpose. This enclosure establishes the processes by which the Joint Staff fulfills the CJCS's responsibility to formulate policies for development and experimentation on urgent and long-term concepts for Joint Force employment. This includes the establishment of a process within the Joint Staff for analyzing and prioritizing gaps in capabilities that could potentially be addressed by joint concept development using existing or modified Joint Force capabilities.

2. Overview. This enclosure describes the overarching guidelines for developing concepts. Concepts propose innovative approaches for addressing compelling challenges—current or envisioned—for which existing approaches and capabilities are ineffective, insufficient, or nonexistent. Joint concepts describe a method for employing new or existing Joint Force capabilities to achieve a stated objective within the context of a specified operating environment or against specified Joint Force challenges. Joint concepts propose new approaches to conduct joint operations, functions, and activities. The Joint Staff J-7, on behalf of the CJCS, leads development and revision of joint concepts, and coordinates concept development input from the Services, CCMDs, other DoD components, A&P, and the defense industrial base ecosystem. J-7 also develops relationships with A&P to inform and educate them about U.S concept development. Joint concept development involves collaboration amongst all stakeholders to inform the joint concept and joint supporting concepts.

3. Role of Joint Concepts in the Joint Strategic Planning System. JSPS is the primary means by which the CJCS carries out statutory responsibilities.

a. On behalf of the CJCS, the Joint Staff J-7 develops the top-level joint concept, the CJCS's overarching vision for the operational employment of the Joint Force in execution of strategic direction from the SecDef and President. Over time, the Joint Force develops Service and joint supporting concepts to address defense priorities and add greater depth to the joint concept. Upon concept approval, the concept sponsor, with the support of Joint Staff Directorates (J-Dirs), develops a transition plan to guide further maturation and analysis of the concept, as well as integration to joint capability development processes. The implementation of joint concepts informs JSPS assessments of readiness, risk, sufficiency, joint military requirements, roles, and missions.

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b. Role of Joint Concepts in Developing the Force. Joint concept development is a component of JFDD. Joint concepts identify capabilities required to achieve stated objectives or address future Joint Force challenges. These concept-required capabilities (CRCs) provide focus for capability development recommendations that may lead to changes in doctrine, organization, training, materiel, leadership and education, personnel, facilities, and policy (DOTMLPF-P).

4. Concept Categories. This instruction establishes three categories of joint concepts: the top-level joint concept, Service concepts, and joint supporting concepts. All military concepts exist within the context of integrated deterrence and should be designed to work seamlessly with the interagency and U.S. A&P, while assessing and mitigating the risk associated with dependence on non-DoD entities for concept success.

a. Top-Level Joint Concept. The top-level joint concept is the overarching, threat-informed vision that describes future Joint Force employment to achieve strategic objectives. The concept is CJCS-approved and aligned to national strategic guidance. It serves as a focal point for JFDD activities. While the concept is inherently future oriented, it is implemented through the JFDD process and drives activity across current employment (e.g., training, exercises, education), development (e.g., doctrine, wargaming, PME, lessons learned), and design (e.g., new concepts, capability development, experimentation). Reference (g) is the current SecDef-endorsed joint concept for the Joint Force. It provides a unifying vision for the DoD to guide JFDD, drive DoD investment, and inform how the Joint Force works with A&P.

b. Service Concepts. Service concepts define how Services will apply their capabilities to achieve strategic objectives in alignment with the top-level joint concept and national strategic guidance. Service concepts then guide Service development and design efforts.

c. Joint Supporting Concepts. Joint supporting concepts define ways to overcome existing and emerging challenges; propose new methods of operation in specific domains, dimensions, or warfighting functions; or offer new ways to integrate and apply emerging technology. These concepts are aligned to and support the joint concept and Service concepts and may be integrated into the joint concept as the current or future operating environment evolves.

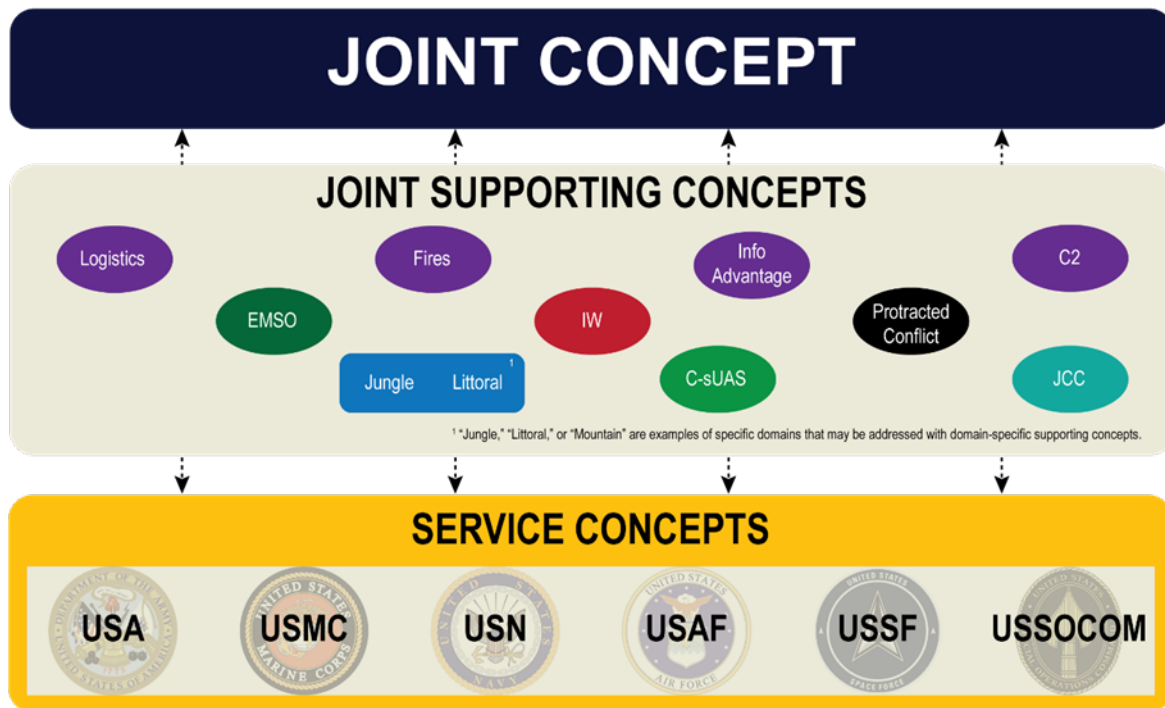


Figure 4. Concept Categories

5. The Joint Concept Life Cycle. The joint concept life cycle begins with the identification of a military problem and a review of the current and future strategic environment and respective trends that will impact the Joint Force's ability to operate across the competition continuum. This review will be informed by Intelligence Community (IC) and DoD documents such as the *Joint Strategic Assessment* (JSA), JOE, and *Global Trends*. Other key inputs—such as historical analysis, feedback from the Joint Lessons Learned Program (JLLP), and an understanding of existing strategic guidance, policy, doctrine, and capabilities—help joint concept developers examine these challenges. If, in this context, no adequate solution for the actual or potential military problem is identified, a new or revised joint concept may be required and an organization directed to develop the new concept. Joint concepts are developed and transitioned using the procedures described below and reflected in Figure 5, and implemented IAW specific policy and guidance governing relevant capability development processes. Joint capability development recommendations are submitted for validation and approval by appropriate capability development application authorities. The joint concepts development governance bodies periodically review and assess the concept and execution of its transition plan to ensure consistency with current strategic guidance, relevance in light of documented changes in the future security environment, and utility in terms of impact on ongoing or proposed joint capability development efforts across the Joint Force. As a result of this review, a

sponsor may recommend suspending, archiving, revising, or terminating the concept effort. The life cycle of an individual concept culminates when Joint Concept Development governance bodies assess that a concept has been tested, validated, and recognized as emerging practice. Once validated, parts of the concept may be established in doctrine.

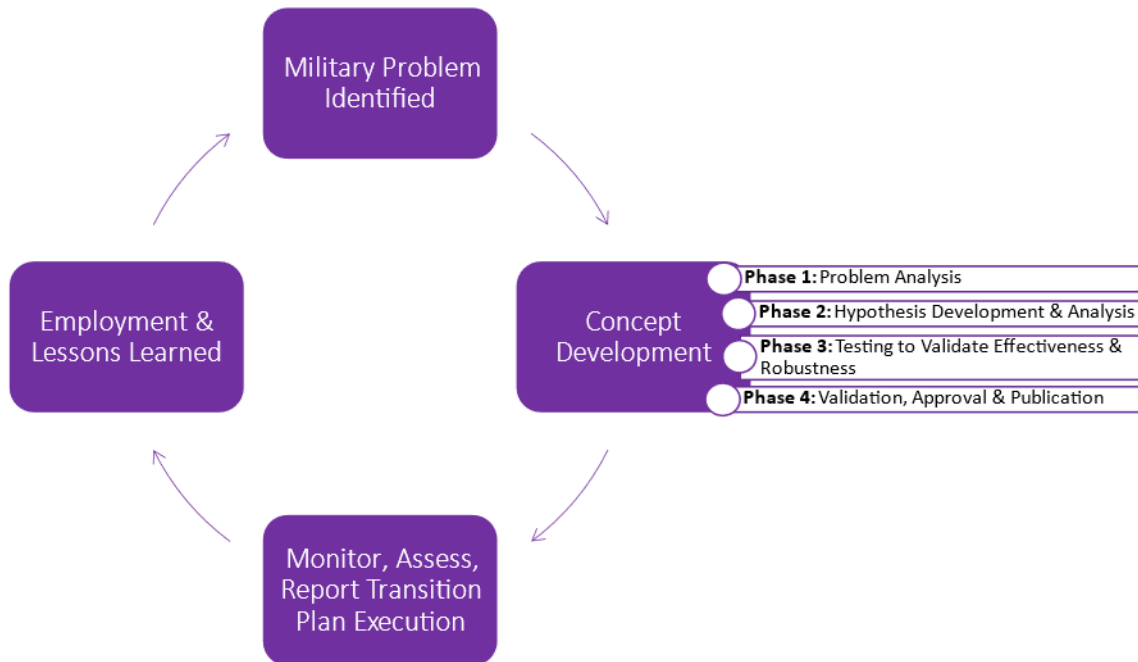


Figure 5. The Joint Concept Life Cycle

6. Concept Proposal. New joint concepts may originate in one of two ways. First, a concept may be directed by DoD leadership, in a top-down fashion, whereby senior department leadership may direct the DJ-7 to lead concept development for a specified military problem set. The second method by which a concept may be developed is when a subordinate DoD organization recognizes a military problem that needs to be addressed and, through its own experimentation, provides a proposed solution by means of a concept. This bottom-up method may be used to propose a concept to the Joint Concepts General Officer Steering Committee by any DoD agency through submission of a concept prospectus. A prospectus describes a compelling military challenge for which existing solutions are inadequate, but which might be solved by a change in the way the Joint Force operates, and demonstrates why a new or revised joint concept is preferable to other types of development actions. The agency that submits the concept prospectus will become the concept sponsor upon approval.

a. Every prospectus should:

(1) Align with current strategic guidance and address changes in the current or future security environment.

(2) Describe how the concept supports the joint concept's core mission and central idea.

(3) Identify a compelling military challenge, which should express the operational task to be accomplished and the challenges inherent in its accomplishment.

(4) Explain how current approaches and capabilities are inadequate to address the challenge, emphasizing specific deficiencies across DOTMLPF-P.

(5) Summarize initial research to justify the need for a new joint concept.

(6) Identify the proposed concept's relationships to other approved or developing concepts.

(7) Identify risk associated with any proposed divergence from key A&P concepts and doctrine to an effective future combined Joint Force.

(8) Demonstrate why a joint concept is the best approach to address the stated challenge.

b. Because the development of a joint concept typically requires a significant commitment of resources across the community, concept prospectuses are thoroughly reviewed and debated before being recommended to DJ-7 for development as a joint concept.

7. Concept Development Process. The concept development process should take a deliberate approach centered around four main phases. Phase 1 focuses on framing the military problem to be addressed. Phase 2 is the initial concept hypothesis. Phase 3 consists of iterative wargames, tabletop exercises (TTXs), analysis, and experimentation to find flaws and new approaches to the problem. The objective of this phase's analysis and experimentation is to determine whether the recommended solution has merit by testing its effectiveness, validity, and robustness. Phase 3 engages cooperation from teams that may not previously have been contributors to the concept writing team. Phase 4 focuses on concept refinement, validation, and transition to JSPS processes.

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- a. Phase 1. Concept development begins with writers analyzing the problem as it exists in the present, or as envisioned by the JSA, the JOE, *Global Trends*, *Gamechangers*, or other DoD and IC products intended to forecast future military problems, and comparing them to strategic guidance and current capabilities to establish an initial vision of potential solutions.
- b. Phase 2. Concept writers confer with subject matter experts (SMEs) from across the DoD, the IC, key A&P, and industry to transform initial visions into testable hypotheses that would satisfactorily address the problem. Phase 2 accounts for technology readiness levels and proposed budget demands or trade-offs.
- c. Phase 3. Concept experimenters work with Services, CCMDs, Federally Funded Research and Development Centers (FFRDCs), and other interested parties to test the most suitable hypotheses through experimentation such as TTXs, wargames, and third-party analysis and assessments. The final product of Phase 3 is a concept that shows merit in its effectiveness, viability, and robustness and is approved for further experimentation by the Joint Force through initial operational evaluation.
- d. Phase 4. Concept writers transition their idea to portions of the Joint Force for operational testing and live experimentation with the purpose of refinement, final validation, and publication to the Joint Force as a whole. Phase 4 includes an initial transition plan and integration into JSPS processes, and culminates in formal staff approval. The joint concept and transition plan are approved by the CJCS. Joint supporting concepts and their associated transition plans are approved by the Vice Chairman of the Joint Chiefs of Staff. Service concepts will be approved through Service processes. DJ-7 will work in coordination with concept sponsors to develop and submit appropriate staffing packages for final concept documents for review and approval.

8. Outline for a Concept

- a. Executive Summary. Concepts should include an executive summary succinctly describing the main features of the concept so that readers can quickly understand the concept's main points and overall structure.
- b. Operating Environment. Concepts should include a section that identifies aspects of the relevant operating environment. This section provides the justification for the identified gap, challenge, or opportunity. When writing this section, concept developers should consider the future environment as described in the JSA, JOE, and other assessments of the future security environment.

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c. The Military Problem. Concepts should include a military problem section that succinctly expresses the operational challenges the concept addresses. It details aspects of the problem that existing solutions do not address or unrealized opportunities to increase the effectiveness of joint operations.

d. The Central and Supporting Ideas of the Proposed Solution. Concepts should include a central idea, which is the centerpiece of the concept and provides a framework for how the Joint Force will address the proposed military challenges. Concepts should also specify any supporting ideas that explain and expand on the central idea in greater detail. Central and supporting ideas introduce new ways of operating and accentuate differences from extant practices.

e. Concept Required Capabilities. Concepts generate JFDD implications by describing capabilities the Joint Force must possess to execute the concept. These capabilities are expressed as CRCs, and:

(1) Directly map to one or more of the concept's ideas. They should address a single capability and should not be duplicated within the same concept.

(2) Are measurable in their ability to solve the military problem and sufficiently detailed to facilitate transition to capability development processes.

(3) Propose a new capability or describe how an existing capability may be modified or applied differently to improve the Joint Force's ability to operate as described in the concept.

(4) Use existing doctrinal terms or propose new terms.

(5) Provide initial prioritization of sequencing to inform the development and implementation of CRCs by providing a clear understanding of the CRCs that must be in place sequentially to enable others, or which have longer development timelines.

f. Supporting Documentation. Appendices to the concept provide supporting guidance, direction, and other pertinent information that directly informed the development of the concept. This supporting documentation should include any concepts of employment (CONEMPs), which describe the application of specific technologies, processes, weapons systems, or forces to perform a particular mission, task, or procedure called for in the concept. CONEMPs should provide a level of detail sufficient to inform the establishment

of programmatic requirements. CONEMPs, like concepts of operation (CONOPS), apply the concept within specific operational and threat contexts focused on the integration of emergent or innovative technology into the Joint Force, and establish a baseline from which to conduct experiments and inform investments. CONEMPs may be updated as conditions change, without changes to the concept they support.

9. Experimentation. Experimentation is the application of the scientific method to define cause-and-effect relationships, manipulating one or more inputs while recording the effects of an output and analyzing the data to validate the relationship. The Joint Force uses OSD's definition of defense experimentation: "testing a hypothesis, under measured conditions, to explore unknown effects of manipulating proposed warfighting concepts, technologies, or conditions" (reference (r)). Experimentation covers the range of analytic processes, including wargaming, modeling, simulation, TTXs, research studies, and capability demonstrations. Although experimentation is commonly attributed to the force development component of the JFDD process, it actually spans all components of the force design, development, and employment continuum. As the lead for Joint Staff experimentation, J-7 is responsible for providing experimentation prioritization recommendations to the CJCS. Relevant experimentation led by OSD, the CCMDs, Services, and Agencies (C/S/As) is guided by the Joint Experimentation Guide (JExG). Experimentation outputs include objective, data-driven, and analytically rigorous recommendations that inform concept development and revisions, capability development, and other JFDD and JSPS processes, as detailed in reference (b) (see Figure 5 and Enclosure I).

a. Campaign Approach to Joint Experimentation. An experimentation campaign is a deliberately planned approach of sequenced experiments and related activities focused on a specific threat-informed problem set of issues or capabilities. An experimentation campaign provides a means to focus on specific objectives and outcomes, reduce risk, and manage resources.

(1) Chairman's Experimentation Guidance. The Chairman's Experimentation Guidance aligns joint experimentation and funding to examine and solve joint shortfalls and to address the seams between Service experimentation. This guidance helps focus Joint experimentation and provide CJCS's intent.

(2) Joint Experimentation Guide. The JExG aligns, prioritizes, and provides a framework for joint experimentation and synchronizes experiments and analysis. The JExG communicates a campaign approach to joint experimentation that addresses joint concept-based experimentation, improves

learning activities, establishes priorities, assesses progress, and builds warfighting capabilities expeditiously by focusing DoD-wide experimentation. The JExG also provides guidance and instruction on the use of the Joint Experimentation Network (JExNet) for aggregating, exploiting, and provisioning knowledge and data drawn from learning activities. The JExG also informs integration of A&P into concept-related experimentation to collaboratively share experimental data and knowledge. Data from experiments, research, and wargames are leveraged by the widest community possible, as directed by references (s) and (t).

(3) Joint Experimentation Forum. The Joint Experimentation Forum (JEF) is an annual venue to gather experimentation communities of interest across C/S/As, along with A&P, to share results and best practices on experimentation and coordinate efforts.

b. Experimentation Data Management

(1) Data Sharing. The Campaign Approach to Joint Experimentation relies on C/S/As sharing their experimentation results and capability tracking data. Data repositories should connect to the Chief Digital and Artificial Intelligence Office's (CDAO's) Advana platform (or other database as directed by CDAO) to maintain data ownership by the C/S/A, and to ensure continuous updates to eliminate manual data calls. Common data tags (e.g., Domain, Threat, Joint Capability Area, Experiment Type, Universal Joint Tasks) must be adopted for data compilation and ultimately connection to NDS Key Operational Problems (KOPs) and JWC KOPs and CRCs. This information is key to informing annual CPMR processes in support of capability development.

(2) Joint Experimentation Network. Currently, JExNet is the primary DoD system for managing joint experimentation knowledge and data. It provides an enduring, integrated digital capability to manage, share, aggregate, analyze, exploit, and present data and knowledge in support of strategic guidance and direction and the campaign of learning. If C/S/As do not have a central repository for their experimentation results data and/or capability tracking data, the C/S/A can use JExNet as their organization repository.

(3) Joint Wargaming and Experimentation Synthetic Environment. Joint wargaming and experimentation currently employ numerous modeling and simulation (M&S), analysis, and gaming tools, as well as individual repositories of event reports and data spread across classification levels. The Joint Staff goal is development of a Joint Wargaming and Experimentation Synthetic Environment (JWE SyEn) comprised of live-virtual-constructive (LVC) M&S, and analysis and gaming tools (A>) that support wargaming,

experimentation, and analysis. LVC M&S and A> capabilities should include automation of quantitative and qualitative analysis, automated adjudication based on analogue rule sets, visualization of forces and all-domain effects, and instrumentation. Gaming technology capabilities should enable the integration of the mission space (tactical fight) with cross-functional SMEs (operators, warfighters, concept writers, innovators, wargamers, and experimenters) to apply their respective expertise for trade space analysis, concept iteration, and technology definition at the operational level of war. The M&S infrastructure should integrate JWE SyEn with other synthetic environment infrastructures to support idea development throughout all JFDD LOEs.

c. Wargames. Wargaming spans all domains, including the electromagnetic spectrum (EMS) and the full range of the competition continuum. Wargaming explores ways to achieve national strategic and operational objectives. The Joint Staff J-7 assesses and measures inputs from the Services, CCMDs, and A&P through an integrated wargaming framework. Wargaming results enable Joint Force leaders to recommend balanced investments for future force capability development through senior leader decision bodies and informs joint concept revision. Key wargaming components include:

(1) Globally Integrated Wargame. Globally Integrated Wargame (GIWG) is a CJCS-directed annual event designed to inform JFDD and examine whole-of-government integration and analysis of relevant concepts and their derived CONOPS. It serves as the premier event for assessing the joint concept and includes participation from the entire Joint Force, OSD, IC, Defense Agencies, interagency, and A&P. Where appropriate, GIWG is informed by CCMD and Service wargames. It identifies advantages, disadvantages, gaps, and seams in the Joint Force's ability to compete, deploy, and employ combat-ready forces in a contested environment to project power and produce required effects.

(2) Service and Combatant Command Wargaming. Services and CCMDs conduct wargaming to educate leaders; test new ideas, force designs, and capabilities; and validate conceptual parts of an operation prior to and during planning. Where appropriate, components may use GIWG outcomes to inform CCMD and Service wargaming and encourage testing of new ideas, concepts, and capabilities. A&P are integrated throughout these wargames and the JWE SyEn as an additional resource to CCMDs' and Services' wargaming initiatives.

d. Joint Staff Experimentation Incentive Funds

(1) Warfighting Lab Incentive Fund. The Warfighting Lab Incentive Fund (WLIF) (reference (u)) is a program established to support field experiments and demonstrations that realize technical solutions to real-world execution. WLIF spurs and supports warfighting experiments, demonstrations, and operational user inputs to evaluate, analyze, and provide insight into more effective ways of using current capabilities. The program also supports initiatives that propose new ways to incorporate technologies into future operations and organizations. A cross-enterprise governance structure comprised of the Joint Staff J-7, the Office of the Under Secretary of Defense for Research and Engineering (OUSD(R&E)), OSD Cost Assessment and Program Evaluation (CAPE), and the Joint Staff Directorate for Force Structure, Resources, and Assessment, J-8 oversees the program, with the Joint Staff J-7 Future Technology Office responsible for day-to-day activities.

(2) Wargaming Incentive Fund. The Wargaming Incentive Fund (WIF) is a financial vehicle used to fund wargaming activities across the DoD. It provides an avenue for components to explore analytic questions of interest to senior leaders via wargames and is intended to support a diverse range of DoD wargame sponsors, including C/S/As and DoD Components. WIF prioritizes funding games with clear links to the NDS, KOPs, and the Deputy Secretary of Defense's (DepSecDef's) analytic priorities. The majority of wargame development for selected proposals is done via a J-8–contracted FFRDC. All WIF proposals must be submitted through the DoD Wargaming Repository, found on SIPRNET at <<https://wargaming.osd.smil.mil>>, where they are reviewed by the J-8 Deputy Director for Studies and Analysis, Office of the Under Secretary of Defense for Policy, and OSD CAPE.

(3) Other Incentive Funds. Other incentive funds, such as the Rapid Defense Experimentation Reserve, are methods to develop rapid capability experimentation and warfighting advantage. As incentive programs change, the Joint Force should leverage all available means to drive innovation and rapid adaptation.

e. Studies. Focused qualitative and quantitative studies test and refine alternative capabilities and concepts. The outcomes of joint, Service, CCMD, and OSD studies help refine existing concepts, iterate ongoing analysis, and enable Joint Force capability recommendations to senior leaders. The Joint Staff, Services, CCMDs, and OSD integrate analyses and findings across DoD research, experimentation, wargaming, and exercise activities to refine future concept and capability requirements.

10. Transition Plan. The transition plan identifies the specific activities, objectives, and milestones that will achieve the sponsor's desired end state. The transition plan includes the types and scope of assessment activities, tasks, and coordination and synchronization measures. The transition plan is a single document used to guide execution, assessment, and reporting. It specifies the roles and responsibilities of the sponsor and other supporting organizations. Transition plans are developed in conjunction with the concept, and they are coordinated and approved through the same staff process. Considerations for transition plan development include:

- a. Identifying a realistic end state and milestones to guide the development, execution, and assessment of the transition plan.
- b. Determining the methodology needed to verify whether CRCs have been achieved or could be achieved by modifying extant capabilities (materiel or non-materiel).
- c. Establishing a method and developing criteria to identify and evaluate relevant joint capability development actions already underway (e.g., joint doctrine development, joint training plans, and policy that guides the JPME programs' curricula, doctrine change requests) and identifying shortfalls where new actions are needed to support the concept's transition plan.
- d. If the sponsor determines that all transition recommendations will be captured in a DOTMLPF-P Change Request (DCR), the DCR implementation plan (required IAW reference (v)) may be developed in lieu of a concept transition plan. However, if additional transition action beyond a DCR is anticipated, the DCR implementation plan will be a subset of the overall transition plan.
- e. Sponsors should tailor the structure, detail, and focus of their recommendations to align with the submission guidelines, approval, validation, and governance mechanisms for the appropriate application process being considered.

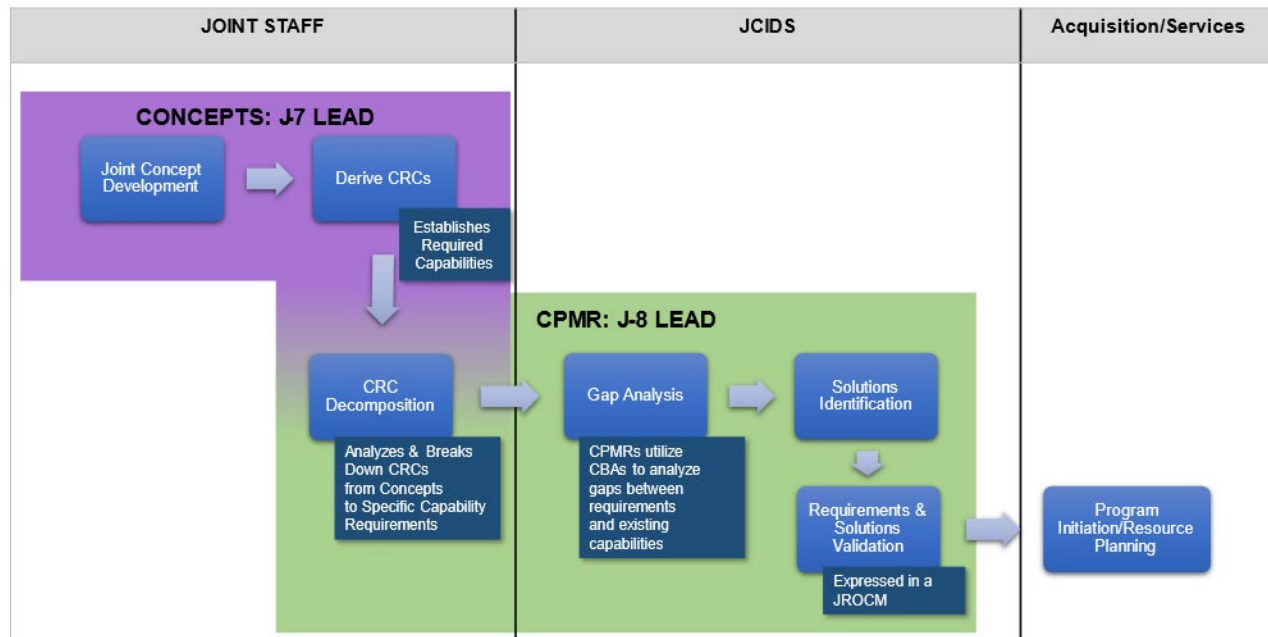


Figure 6. Progression of Joint Force Design and Development Inputs through the Joint Capabilities Integration and Development System

11. Concept Governance

a. Director for Joint Force Development, J-7. DJ-7 is the approval authority for proposals to revise or develop new concepts.

b. Joint Concepts Working Group. The Joint Concepts Working Group (JCWG) is made up of representatives from each of the J-Dirs, Services, and CCMDs at the O-6 level, and chaired by the Division Chief, Futures and Concepts Division, Joint Staff J-7. The JCWG meets quarterly to review proposals for new or revised concepts, and to monitor development of joint concepts throughout the life cycle. The JCWG also identifies opportunities to synchronize joint, Service, and multi-Service concept development and assessment efforts to promote collaboration where feasible. The JCWG makes recommendations to DJ-7 for adjudication through Joint Staff J-7 internal mechanisms, such as a Director's Decision Board.

12. Ally and Partner Coordination. Joint force integration with A&P throughout the concept and capability development life cycle is key to success and is accomplished through the following bodies:

a. International Joint Requirements Oversight Council. The I-JROC is a 4-star-level forum that validates and drives collaborative efforts across Military Departments within the areas of capability and JFDD. The I-JROC assists the

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CJCS by identifying areas to enhance, align, and accelerate international collaboration on combined warfighting concept and capability development.

b. International Concepts and Capabilities Board. The ICCB is a 3-star-level board intended to coordinate and align international capability and Joint Force development initiatives to ensure interoperability amongst the combined force. The ICCB provides input to the I-JROC on areas for international collaboration across capability portfolios.

c. Building Partnerships Working Group. The Building Partnerships Working Group (BPWG) is a subordinate working group to the Force Development and Design Functional Capability Board (FCB). The WG includes membership from multiple J-Dirs and each of the Services, in addition to J-7/J-8 Foreign Liaison Officers at the O-6 level, and is chaired by the Division Chief, Allies and Partners Strategic Integration Office (APSIO) in Joint Force Integration. The BPWG is responsible for three LOEs—integrated activities, capability development, and force development—and coordinates appropriate documents and recommendations for approval to the ICCB and I-JROC.

d. Allies and Partners Coordination Group. The Allies and Partners Coordination Group, co-chaired by the Allies and Partners Force Development Division and APSIO, meets monthly to coordinate and align Joint Staff J-7 A&P activities, initiatives, and engagements to ensure alignment on future force development and design, identify opportunities and areas of strategic overlap, and integrate planning relevant to the combined Joint Force.

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ENCLOSURE F

JOINT LESSONS LEARNED

1. Purpose. This enclosure establishes the processes by which the Joint Staff fulfills the CJCS's responsibility to formulate policies for gathering, developing, and disseminating joint lessons learned for the armed forces.

2. Joint Lessons Learned Program

a. The JLLP fulfills the CJCS's statutory responsibilities by building a learning community of practice across the Joint Staff, CCMDs, Services, and CSAs as described in reference (w). The JLLP is a knowledge management and continuous improvement program that supports organizational learning from experience gained in joint operations, training events, exercises, experiments, wargames, other activities, and historic data. The objective of the JLLP is to enhance Joint Force readiness and effectiveness by contributing to DOTMLPF-P improvements. The JLLP leads reviews of lessons learned with DoD Components and provides recommendations to change materiel and non-materiel processes and products. These reviews drive changes to operational plans, programs of record, and capability gaps submitted through the Joint Capabilities Integration and Development System (JCIDS) (reference (x)).

b. Joint Lessons Learned Information System. JLLP functions are supported by the Joint Lessons Learned Information System (JLLIS)—an automated, digital tool for the lessons learned community of practice. JLLIS is the primary application for ensuring lessons data from across the Joint Force is leveraged by artificial intelligence (AI) large language models and shared with other force development applications via application programming interfaces. It facilitates the development of key products to support discovery, validation, issue resolution, evaluation, and dissemination of lessons learned throughout the Joint Force. See references (w) and (y) for further details on the JLLP and JLLIS.

3. Ally and Partner Lessons Learned. Lessons learned from key A&P should be collected and analyzed, as their experiences and analysis could add significant value to future U.S. operations and campaigning (reference (w)).

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ENCLOSURE G

JOINT COMMAND, CONTROL, COMMUNICATIONS,
AND CYBERCAPABILITY

1. Purpose. This enclosure establishes the processes by which the Joint Staff fulfills the CJCS's responsibility to advise the SecDef on development of joint command, control, communications, and cybercapability—including integration and interoperability of such capabilities—through requirements, integrated architectures, data standards, and assessments.

2. Joint Staff Director for Command, Control, Communications, and Computers/Cyber, J-6. The Joint Staff Director for Command, Control, Communications, and Computers/Cyber, J-6 (DJ-6) serves as the primary proponent for modernizing Joint Force command and control (C2) capabilities, including implementation of Combined Joint All-Domain Command and Control (CJADC2) capabilities integration, synchronization, and interoperability across the Joint Force. DJ-6 supports the JCIDS process through the identification, assessment, validation, and prioritization of command, control, communications, and computers (C4)/cyber capability requirements to ensure integrated and effective capabilities implementation. DJ-6 participates in the GIWG and GIE series for global integration and coordination with A&P.

a. Cross-Functional Teams. DJ-6 chairs both the C4/Cyber FCB and CJADC2 Cross-Functional Team, developing, executing, and governing process, frameworks, and joint alignment to accelerate C2 capability development and delivery to the operational community.

b. Command, Control, Communications, and Computers/Cyber Capability Requirements. DJ-6, through the C4/Cyber FCB, is responsible for identifying, assessing, validating, prioritizing, and developing joint military C4/cyber capability requirements to ensure integrated and effective capabilities necessary to conduct joint operations.

c. Command and Control Gap Identification. DJ-6 is responsible for identifying CJADC2 gaps in C2 DOTMLPF-P, concepts, technologies, and processes to ensure speed in decision and operational advantage over our adversaries. To do this, DJ-6 delivers an annual CPMR to the JROC through the C4/Cyber FCB.

d. Command, Control, Communications, and Computers/Cyber Capability Assessment. DJ-6 is responsible for providing a robust capability to conduct full spectrum analysis of joint missions from the laboratory to

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operational environments to produce data-driven assessments and recommendations that support decisions to improve CJADC2 interoperability.

e. Support to Joint Requirements Oversight Council. DJ-6 is responsible for providing comprehensive and fully integrated policies, strategies, plans, attributes, functional requirements, exercises, and experimentation support to the JROC to validate and prioritize strategic requirements that address C2 gaps across the continuum of strategic direction.

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PRODUCTS AND FORUMS INTEGRATED WITH JOINT FORCE DEVELOPMENT AND DESIGN

Element	Signature Authority	Joint Staff Lead	Frequency	Purpose
<i>Strategic Documents that Inform or are Informed by JFDD</i>				
National Security Strategy	President	N/A	as required	Provides descriptions of “the worldwide interests, goals, and objectives of the [United States],” “national defense capabilities...necessary to deter aggression,” proposed “short-term and long-term uses” of elements of national power, and “the adequacy of the capabilities...to carry out the strategy.”
National Defense Strategy Title 10, U.S. Code, section 113(g)(1)	SecDef	J-5 (OCR)	at least every 4 years	Provides formal defense guidance that includes, but is not limited to: descriptions of the “the most critical and enduring threats to national security, a strategic framework” that “guides how the will prioritize among the threats,” the “elements of the defense program necessary to support [the strategy],” and “the major investments in defense capabilities, force structure, force readiness, force posture, and technological innovation that the [DoD] will make.”
National Military Strategy Title 10, U.S. Code, sections 153(b)(3)(A) and 153(b)(4)	CJCS	J-5	review even numbered years	Serves as the CJCS’s central strategic and planning document, and provides military guidance for the employment, development, and design of the Joint Force.
Joint Warfighting Concept	CJCS	J-7	continuous	Advances the Joint Force’s operational effectiveness and capability employment to meet current and future challenges.
Joint Concept for Competing	CJCS	J-7	continuous	Enables the Joint Force to expand its competitive mindset and its competitive approaches to contributes to broader U.S. Government efforts to gain influence, advantage, and leverage over other actors and ultimately to achieve favorable strategic outcomes.
Joint Experimentation Guide	CJCS	J-7	annually	Implements SecDef guidance by focusing DoD’s joint experimentation community of interest on solving JWC CRCs.
Joint Operating Environment	DJ-7 and DIA	J-7	CJCS term start/as required	Describes the future operational environment and its military implications.
<i>Assessment Documents that Inform or are Informed by JFDD</i>				
Annual Joint Assessment Survey	N/A	J-5	annually	Collects CCMD, Service, and NGB perspectives on the strategic environment, risks, and priorities.
Joint Staff Independent Risk Assessment	N/A	J-5	annually	Joint Staff collaboration with the IC to develop an independent risk assessment in support of the CRA.
Joint Strategic Intelligence Estimate	DJ-2	J-2	annually	Assesses the global threat environment and the threats posed by adversaries likely to arise in 2–10 years, and the implications.
Capability Net Assessments	DJ-8	J-8	twice per year	Provides relevant net assessments that focus on a single adversary or topic as directed by the CJCS.
Capability Gap Assessment	CJCS	J-8	annually	Identifies and assesses joint military requirements; recommends prioritization and resourcing to address risks and gaps.
Chairman’s Risk Assessment Title 10, U.S. Code, section 153(b)(3)(B)	CJCS	J-5	annually	Assesses strategic risk to national interests and military risk to execution of the NMS.
Joint Irregular Warfare Assessment	CJCS	J-7	annually	Assesses the ability of the Joint Force to conduct and support irregular warfare operations and activities across the spectrum of conflict. Provides recommendations to mitigate shortfalls identified during the assessment.
Strategic Portfolio Review	OSD CAPE	J-8	as required	Marshals and guides the DoD’s analytic capabilities, advances key strategic priorities, and improves the analytic underpinnings available for senior leader decisions through the AWG.

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<i>Programmatic and Capability Documents Informed by JFDD</i>				
Defense Planning Guidance Title 10, U.S. Code, section 113(g)(2)	SecDef	J-8 (OCR)	annually	Describes the SecDef's force planning and development, analytic, and investment priorities for the future Joint Force. The DPG informs the Service POMs.
Program Objectives Memorandums	varied	N/A	annually	Recommendations from the DoD Components to the SecDef addressing how they plan to allocate resources to meet planning and programming guidance.
Chairman's Program Recommendation Title 10, U.S. Code, section 153(a)(7)(A)	CJCS	J-8	annually	Provides CJCS's military advice to the SecDef on capability investments needed to improve comprehensive joint readiness.
JROC Strategic Directive	VCJCS	J-8	as required	Directs future capabilities that the Services, CCMDs, and other DoD components need to build towards, IAW reference (v).
Capability Portfolio Management Review	JROC Chair	J-8	as required	Formally evaluates Services', CCMDs', and other DoD Components' capability development from efforts to address capability gaps.
Strategic Capabilities Development Guidance	FCB Chairs	J-8	as required	Guides the Services, CCMDs, and other DoD Components to develop certain capabilities to support joint warfighting requirements.
Multinational Capability Development Campaign	n/a	J-7	as required	Program of A&P that improves interoperability in joint, multinational, and coalition operations to meet the present and future needs of the Joint Force and partners.
I-JROC Campaign Plan	VCJCS	J-8	annually	Guides a select international community to develop capabilities in support of multinational warfighting requirements.
Joint Intelligence Program Recommendation	VCJCS	J-2	annually	Provides military advice to the Under Secretary of Defense for Intelligence and Security and to the Principal Deputy Director of National Intelligence on capability investments needed to improve joint readiness to execute the intelligence joint warfighting function.
JFDD Documents and Forums – Joint Doctrine Development				
Joint Doctrine Development Community	n/a	CJCS	as required	Serves as the primary publication review and approval community for joint doctrine products, including JDNs and JPs.
Joint Doctrine Note	DJ-7	J-7	as required	A pre-doctrinal publication that is not approved doctrine, but rather provides a mechanism to capture extant changes in the operational environment or emerging doctrine for potential inclusion in the approved doctrinal hierarchy.
Joint Publication	DJ-7	J-7	as required	Presents fundamental principles that guide the employment of U.S. military forces in coordinated and integrated action toward a common objective.
JFDD Documents and Forums – Joint Training				
Chairman's Joint Training Guidance	CJCS	J-7	Every two years	Sets conditions for joint readiness and force development; directs training for globally integrated operations.
Globally Integrated Exercises	n/a	J-7	annually	The annual culminating event from the GICoL that improves whole-of-government and A&P alignment, evaluates globally integrated operations, and informs updates to GCPs, GIFs, and Tier 1 exercises.
Large Scale Global Exercises	SecDef	J-7	annually	Joint force-conducted annual exercise to evaluate global integration against a great power threat.
Joint Training Synchronization Conference	n/a	J-7	annually	Plan resourcing and funding for future joint exercises and training.
All 7's	n/a	J-7	monthly	Helps the Joint Force maintain alignment with the JWC and requirements within the context of the NMS and national priorities. Additionally, bridges knowledge gaps and encourages information sharing that can lead to rapid advancements or the adoption of novel concepts and capabilities.
Senior Advisory Group	n/a	J-7, OSD (FE&T)	as required	Provides strategic direction for all joint training efforts and approves the POM. Also convenes to de-conflict unresolved training issues.
Chairman's Joint Training Policies	CJCS	J-7	as required	Fulfills CJCS title 10 responsibilities to formulate policies and technical standards for the joint training of the armed forces.

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JFDD Documents and Forums – Joint Military Education				
JCS PME Vision	CJCS	J-7	as required	Provides additional guidance to the Joint Force, beyond published policy, concerning PME.
Periodic Special Areas of Emphasis	CJCS	J-7	annually	Approved JPME topics that respond to the emerging needs of the CJCS, JCS, CCDRs, and Joint Staff.
CJCSM Outcomes Base Military Education Manual	DJS	J-7	as required	Requires JPME institutions to instruct and assess joint leaders in ways that will ensure they can lead and contribute in the current and future strategic environment.
CJCSIs on Officer and Enlisted Military Education Policy	CJCS	J-7	as required	Provide guidance for the Services to educate joint officers and enlisted Service members to fulfill national strategic objectives with the Joint Force.
Joint Leader Development Council	n/a	J-7	as required	Resolves issues in implementing and integrating JCS vision and guidance.
Military Education Coordination Council	n/a	J-7	as required	Addresses key educational issues of interest to the joint education community, promotes cooperation and collaboration amongst the MECC member institutions, and coordinates joint education initiatives.
JFDD Documents and Forums – Joint Concept Development and Experimentation				
Joint Experimentation Guide	DJ-7	J-7	as required	Provides a framework for joint experimentation and synchronizes experimental and analytical outputs to inform senior leader decision-making.
Globally Integrated Wargame	CJCS	J-7	as required	Informs JFDD through JWC-based joint and combined wargames, and support AWG and DMAG decisions through GIWG outcomes.
Advancing Globally Integrated Logistics Effort	CJCS	J-4	as required	A forum for senior logisticians, planners, and operators to explore ideas proposed in joint concepts and identify potential solutions to Joint Force logistics and sustainment challenges
Joint Experimentation Forum	n/a	J-7	as required	Informs, synchronizes, and supports joint experimentation
Design and Development Meeting	n/a	J-7	monthly	A forum to expedite feedback and foster meaningful dialogue across the Joint Force Development enterprise (Joint Staff, Services, and CCMDs) to ensure a common understanding of Joint Staff priorities and JWC implementation.
JFDD Documents and Forums – Joint Lessons Learned				
Joint Warfighting Notes	DJ-7	J-7	as required	Provide warfighting insights, lessons learned, and best practices throughout the Joint Force.
CJCSM 3150.25, “Joint Lessons Learned Program”	DJS	J-7	as required	Sets forth guidelines, framework and procedures for execution of the JLLP.
CJCSI 3150.25, “Joint Lessons Learned Program”	DJS	J-7	as required	Establishes CJCS policy, guidance, and responsibilities for the JLLP.
Joint Lessons Learned Working Group	n/a	J-7	quarterly	Provides a venue for the Joint Force to collaborate, share program updates, and develop processes and procedures in support of the JLLP.

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ENCLOSURE I

RESPONSIBILITIES

1. Overview. This enclosure outlines the responsibilities of the offices, organizations, and individuals tasked with developing and executing JFDD policies and procedures in support of the CJCS's JFDD responsibilities specified in reference (a).
2. Office of the Secretary of Defense. The SecDef, with the advice of the CJCS, sets DoD policies and objectives and defines the roles of DoD senior leadership in executing JFDD strategies and resourcing.
 - a. Establishes priorities, ensures alignment, and directs JFDD activities through the DepSecDef-chaired Deputy's Management Action Group (DMAG).
 - b. Marshals and guides the DoD's analytic capabilities, advances key strategic priorities, and improves the analytic underpinnings available for senior leader decisions through the Analytic Working Group (AWG).
 - c. Endorses the JWC.
3. Chairman of the Joint Chiefs of Staff
 - a. Provides JFDD direction through the NMS, JWC, and other guidance documents.
 - b. Approves and publishes the JWC.
 - c. Approves the *Vision for Professional Military Education and Talent Management*.
 - d. Approves *Joint Training Guidance for the Joint Force*.
 - e. Approves the annual *Joint Irregular Warfare Assessment* (JIWA).
 - f. Approves SAE-Ps.
 - g. Submits programmatic recommendations to the SecDef.
4. Vice Chairman of the Joint Chiefs of Staff
 - a. Represents the CJCS as a member of the DMAG.

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b. Leads the JROC.

c. Submits Joint Intelligence Programmatic Recommendations to the Under Secretary of Defense for Intelligence and Security and the Principal Deputy Director of National Intelligence.

5. Joint Staff Directorates. In addition to contributing to JFDD by supporting force employment, development, and design activities, J-Dirs will perform the following tasks:

a. Joint Staff Directorate for Manpower and Personnel, J-1. Provides advice on manpower and personnel to ensure maximum readiness and sustainability of the total force. Enhances total force readiness by identifying, analyzing, and advising on manpower and personnel issues. Provides insights into future composition of manpower options (e.g., the All-Volunteer Force, Civilian Expeditionary Warfare, and AI). Annually produces the Joint Personnel Estimate, as described by the JSPS (reference (b)). Supports the Joint Staff Directorate for Logistics, J-4 as the proponent for sustainment and supports the Joint Staff J-8 in its force structure, resources, and assessments functions.

b. Joint Staff Directorate for Intelligence, J-2. Acts as the proponent for the intelligence joint function. Develops concepts and capabilities for intelligence to inform, integrate, shape, and modernize joint intelligence collaborations with Services, CCMDs, CSAs, and the IC. With DIA and the Joint Staff J-7, integrates intelligence support to CONOPS development through a common understanding of the future operating environment by integrating analysis from the JSIE, JSA, Gamechanger studies, JOE, and GIWG. Participates in the GIWG and GIE series for global integration and coordination with A&P. Prepares the Joint Intelligence Program Recommendation (JIPR) with support from the Joint Staff J-8.

c. Joint Staff Directorate for Operations, J-3. Acts as the proponent for the information joint function and the co-proponent for the C2 joint function. Integrates campaign planning for capability development with current and future operations to reinforce desired effects of capability experiments, demonstrations, and tests. Develops concepts and capabilities for global joint C2 and information joint functions. Participates in the GIWG and GIE series for global integration and coordination with A&P.

d. Joint Staff Directorate for Logistics, J-4. Acts as the proponent for the sustainment joint function. Develops concepts and capabilities for logistics and sustainment to inform and shape the JWC and *Joint Concept for Contested*

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Logistics. Integrate logistics and sustainment support into CONOPS development by integrating analysis from the *Joint Logistics Estimate* (JLE) (when directed) and logistics studies, wargames, and analysis. Executes the Contested Logistics Advanced Wargaming Series to explore ideas proposed in joint concepts and identify potential solutions to total force logistics challenges. Participates in the GIWG and GIE series for global integration and coordination with A&P. Annually produces the JLE.

e. Joint Staff Directorate for Strategy, Plans, and Policy, J-5. Develops and publishes the NMS to establish the CJCS's vision on how the Joint Force supports the NDS and NSS. Serves as the Joint Staff lead for the JSPS, CRA, and *Annual Joint Assessment*. During development of the CRA, considers strategic and operational risk factors addressed in the JWC. Participates in the GIWG and GIE series for global integration and coordination with A&P.

f. Joint Staff Directorate for Command, Control, Communications, and Computers/Cyber, J-6. Acts as the co-proponent for the C2 joint function. Acts as the primary proponent for modernizing Joint Force C2 capabilities, including implementation of CJADC2 capabilities integration, synchronization, and interoperability across the Joint Force. Supports JCIDS process through the identification, assessment, validation, prioritization of C4/cyber capability requirements to ensure integrated and effective capabilities implementation. Annually produces the *Joint Communications Estimate*. Participates in the GIWG and GIE series for global integration and coordination with A&P.

(1) Leads both the C4/Cyber FCB and CJADC2 in developing, executing, and governing processes, frameworks, and joint alignment to accelerate C2 capability development and delivery to the operational community.

(2) Identifies, assesses, validates, prioritizes, and develops joint military C4/cyber capability requirements to ensure integrated and effective capabilities necessary to conduct joint operations.

(3) Identifies gaps in C2 DOTMLPF-P, concepts, technologies, and processes to enable CJADC2 to ensure speed in decision and operational advantage over our adversaries.

(4) Provides comprehensive and fully integrated policies, strategies, plans, attributes, functional requirements, exercises, and experimentation support to the JROC to validate and prioritize strategic requirements that address C2 gaps across the continuum of strategic direction.

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g. Joint Staff Directorate for Joint Force Development, J-7

- (1) Develops a DoD-wide approach to align JFDD and develops recommendations for review and decision by the SecDef and CJCS.
- (2) Establishes policy and procedures for developing joint concepts, conducting joint training, developing and maintaining joint doctrine, coordinating and conducting JPME, and integrating joint lessons learned.
- (3) Incorporates aspects of joint warfighting into doctrine and PME outcomes through JLAs. Exposes students to doctrine and new conceptual ideas that enable students to apply critical thinking to strategic and operational levels of warfare and informs students' achievement of program learning outcomes.
- (4) Develops a threat-informed joint concept to drive force development and design; implements the concept and informs contingency planning across the DoD through interaction with the programs, decision bodies, activities, and products.
- (5) Develops CONOPS and CONEMPs to support in-depth exercise, experimentation, wargaming, and analysis of alternative approaches and potential solutions required to implement joint concepts.
- (6) Develops, executes, and governs a campaign approach to joint experimentation (to include conducting an annual JEF and updates to the JExG (reference (z))) to assess, align, and prioritize joint experimentation across Services, CCMDs, Joint Staff, OSD, and A&P.
- (7) Develops and executes the GIWG series to assess the joint concepts through evolution of capabilities in all domains and the EMS from competition through protracted conflict—including A&P when feasible; informs the AWG and DMAG through GIWG outcomes.
- (8) Directs and approves the development of JWNs.
- (9) Develops JDNs based upon validated TTPs that identify new ways of operating today for potential incorporation with the broader family of joint doctrine.
- (10) Designs and executes the GIE series to exercise global integration and prepare the Joint Force for GIO through a campaign of learning,

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assessment of operational campaign plans, and the identification and closure of shortcomings related to Joint Force development requirements.

(11) Designs and executes the GICoL series that aligns training, education, and exercises to address recurring challenges identified during previous GIEs and increase proficiency and readiness to advance the Joint Force's shared understanding of the process, roles, and responsibilities necessary to globally integrate military operations and resources.

(12) Provides oversight, guidance, and resources for LSGEs to exercise and evaluate global integration against a great power threat in all domains and across multiple CCMDs.

(13) IAW reference (z), coordinates and advocates for JFDD solutions within the JCIDS process to ensure mutual support, eliminate redundancies, and implement DMAG guidance.

(14) Serves as the JTEEP program manager for budget execution on behalf of the CCMDs and Services.

(15) Establishes policies and procedures to ensure U.S. participation in the development of A&P joint concepts, doctrine, capability development, and terminology.

(16) Identifies opportunities to evaluate and expand JFDD priorities and potential solutions in Service and CCMD wargames, exercises, experiments, and other venues with A&P, and presents recommendations to the DMAG.

(17) Leads the execution of the WLIF program and governance structure.

(18) Provides assessment of future risk to the Joint Force in the CRA and informs Joint Force investment recommendations through the CPR to accelerate the development and application of alternative approaches to close shortfalls identified in Capability Net Assessments and CRCs.

(19) Identifies, communicates, and addresses cross-component training requirements and solutions through the Military Training Capabilities Group.

(20) Develops the annual JIWA.

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(21) Coordinates with the IC and incorporates IC analysis of the future threat environment into JFDD activities.

(22) Manages an enduring JExNet for the joint experimentation community of interest, to include A&P wherever possible, to share, aggregate, analyze, and exploit data and knowledge associated with and derived from learning events, and to present findings to senior leaders through reports, data visualization, and contributions to other decision support processes.

(23) Guides AI implementation for Joint Force Development IAW reference (aa).

(24) Establishes Joint Training Policy for the Armed Forces.

h. Joint Staff Directorate for Force Structure, Resources, and Assessment, J-8

(1) Serves as JROC Secretariat and JCB Chair IAW reference (z).

(2) Ensures concept-based, threat-informed, resource aware, and risk conscious capability development assessments are incorporated in annual CPMRs to inform the CPR.

(3) Develops assessments, in collaboration with the Joint Staff J-3 and J-5, to provide guidance to the force providers and Joint Force providers on capturing force sufficiency data during the annual Global Force Management assessment process.

(4) Incorporates force development recommendations derived from studies, analyses, assessments, wargames, experiments, and exercises into the CPR.

(5) Acts as the proponent for the Protection, Fires, and Movement and Maneuver Joint Functions.

(6) Supports Joint Staff J-2 in the development of the JIPR, and incorporates components into the CPR.

6. Joint Requirements Oversight Council

(1) In support of the Under Secretary of Defense for Acquisition and Sustainment and the Defense Acquisition System, evaluates and proposes

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additional innovative ways and options for rapid capability development (requirements and acquisition).

(2) In support of the USD(R&E), evaluates and aids in research, development, and prototyping activities across the DoD enterprise and ensures technology superiority.

(3) Coordinates JCIDS activities with JFDD activities to minimize duplication of effort and inform proposed joint concepts.

7. Services, Combatant Commands, National Guard Bureau, Defense Agencies, and Chairman's Controlled Activities. As appropriate, support JFDD as follows:

a. Develop and submit concept prospectuses to the DJ-7, through the Joint Concepts Working Group, as required to achieve operational missions and address future problems.

b. Coordinate exercises and other relevant training venues as opportunities for experimentation, testing, and prototyping activities by offering a realistic environment for evaluating materiel solutions and non-materiel concepts.

c. Adapt and modernize training and exercise programs to explore new approaches to competing and fighting, develop asymmetric advantages, and incorporate appropriate technology and concepts.

d. Design and execute exercises that focus on priority threats and stress vertical and horizontal integration from the operational to the strategic level.

e. Participate in JWC and joint supporting concept development activities. Provide warfighting insights that balance regional and global perspectives and better enable global integration.

f. Participate in GIWGs, GIEs, LSGEs, and the GICoL.

g. Conduct experimentation and prototype demonstrations through WLIF.

h. Participate in the annual JEF and actively contribute to the JExG by providing experimentation results and data into JExNet. Guide JWC-based experimentation through a common governance process directed by the JEF.

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7. President, National Defense University

- a. IAW reference (q), aligns NDU core activities with JFDD.
- b. Contributes to JFDD activities through the delivery of JPME curricula specifically oriented on joint campaigning and warfighting. Includes methods of wargaming and research to identify and advance solutions to current and emerging problem sets.
- c. Where appropriate, incorporates JFDD developments into JPME curricula, including the Joint and Combined Warfighting School and Joint Advanced Warfighting School.
- d. Incorporates JFDD requirements into NDU's Annual Research Plan.
- e. Co-chairs and supports the JFDD Analytic Research Program through the NDU Institute for National Strategic Studies.

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REFERENCES

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- c. *National Security Strategy of the United States of America*, October 2022
- d. *2022 National Defense Strategy*, 28 March 2022
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- h. CJCSI 5120.02F, 31 May 2023, “Joint Doctrine System”
- i. CJCSM 5120.01C, 20 June 2024, “Joint Doctrine Development and Revision Process”
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- k. *Guidance for the Joint Training, Exercise, and Evaluation Program*, 27 May 2021
- l. CJCSM 3511.01A, 30 August 2024, “Joint Training Resources for the Armed Forces of the United States”
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- q. CJCSI 1801.01F, 14 October 2022, “National Defense University Policy”
- r. OUSD(R&E) guidebook, “Department of Defense Experimentation Guidebook,” 18 November 2021
- s. *Department of Defense Data Strategy*, 30 September 2020
- t. DepSecDef memo, 5 May 2021, “Creating Data Advantage”
- u. DepSecDef memo, 6 May 2016, “Warfighting Lab Incentive Fund and Governance Structure”
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- w. CJCSI 3150.25H, 30 December 2024, “Joint Lessons Learned Program”
- x. *Manual for the Operation of the Joint Capabilities Integration and Development System*, 30 October 2021
- y. CJCSM 3150.25C, 23 June 2024, “Joint Lessons Learned Program”
- z. *Joint Warfighting Concept Joint Experimentation Guide*, 20 December 2020
- aa. DJSM 0202-23, 18 December 2023, “Joint Staff Artificial Intelligence Roles and Responsibilities”

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GLOSSARY

PART I – ABBREVIATIONS AND ACRONYMS

A>	analysis and gaming tools
A&P	ally and partner
APSIO	Allies and Partners Strategic Integration Office
AWG	Analysis Working Group
C2	command and control
C4	command, control, communications, and computers
CAPE	Cost Assessment and Program Evaluation
CCA	Chairman of the Joint Chiefs of Staff-Controlled Activity
CDAO	Chief Digital and Artificial Intelligence Office
CJADC2	Combined Joint All-Domain Command and Control
CJCS	Chairman of the Joint Chiefs of Staff
CJCSI	Chairman of the Joint Chiefs of Staff instruction
*CONEMP	concept of employment
*CONOPS	concept of operations
CPR	Chairman's Program Recommendation
CPMR	Capability Portfolio Management Review
CRA	Chairman's Risk Assessment
*CRC	concept required capability
CSA	Combat Support Agency
C/S/A	Combatant Commands, Services, and Defense Agencies
DASD(FE&T)	Deputy Assistant Secretary of Defense for Force Education and Training
DepSecDef	Deputy Secretary of Defense
DIA	Defense Intelligence Agency
DJ-6	Joint Staff Director for Command, Control, Communications, and Computers/Cyber
DJ-7	Joint Staff Director for Joint Force Development
DJ-8	Joint Staff Director for Force Structure, Resources, and Assessment
DMAG	Deputy's Management Action Group
DoD	Department of Defense
DOTMLPF-P	doctrine, organization, training, materiel, leadership and education, personnel, facilities, and policy
DPG	Defense Planning Guidance

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EMS	electromagnetic spectrum
FCB	Functional Capabilities Board
FDD	Force Development and Design
FFRDC	Federally Funded Research and Development Center
FYDP	Future Years Defense Program
GCP	Global Campaign Plan
*GICoL	Global Integration Campaign of Learning
*GIE	Globally Integrated Exercise
GIO	Globally Integrated Operations
*GIWG	Globally Integrated War Game
GO/FO	general officer/flag officer
IAW	in accordance with
IC	Intelligence Community
ICCB	International Concepts and Capabilities Board
I-JROC	International Joint Requirements Oversight Council
JCB	Joint Capabilities Board
JCIDS	Joint Capabilities Integration and Development System
JCWG	Joint Concepts Working Group
JCS	Joint Chiefs of Staff
J-Dir	Joint Staff Directorate
JDDC	Joint Doctrine Development Community
JDN	Joint Doctrine Note
JEDD	Joint Education and Doctrine Division
JEF	Joint Experimentation Forum
JEP	Joint Exercise Program
JExG	Joint Experimentation Guide
*JExNet	Joint Experimentation Network
*JFDD	Joint Force Development and Design
JIPR	Joint Intelligence Program Recommendation
JIWA	Joint Irregular Warfare Assessment
JLA	Joint Learning Area
JLDC	Joint Leader Development Council
JLE	Joint Logistics Estimate
JLLP	Joint Lessons Learned Program
JLLIS	Joint Lessons Learned Information System
JMETL	Joint Mission-Essential Task List
*JOE	Joint Operating Environment
JP	Joint Publication
*JPME	Joint Professional Military Education

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JROC	Joint Requirements Oversight Council
JSA	Joint Strategic Assessment
JSIE	Joint Strategic Intelligence Estimate
JSIRA	Joint Staff Independent Risk Assessment
JSPS	Joint Strategic Planning System
JTEEP	Joint Training, Exercise, and Evaluation Program
JTIMS	Joint Training Information Management System
JTSC	Joint Training Synchronization Conference
JWC	Joint Warfighting Concept
JWE SyEn	Joint Wargaming and Experimentation Synthetic Environment
JWN	Joint Warfighting Note
KOP	Key Operational Problem
LOE	line of effort
LSGE	Large Scale Global Exercise
LVC	live-virtual-constructive
MECC	Military Education Coordination Council
M&S	modeling and simulation
NATO	North Atlantic Treaty Organization
NCO	noncommissioned officer
NDS	National Defense Strategy
NDU	National Defense University
NGB	National Guard Bureau
NMS	National Military Strategy
NSS	National Security Strategy
OSD	Office of the Secretary of Defense
OSD(CAPE)	Office of the Secretary of Defense Cost Assessment and Program Evaluation
OUSD(R&E)	Office of the Under Secretary of Defense for Research and Engineering
PME	Professional Military Education
POM	Program Objective Memorandum
SAE	Special Area of Emphasis
SAE-E	Special Area of Emphasis-Enduring
SAE-P	Special Area of Emphasis-Periodic
SecDef	Secretary of Defense

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SIPRNET
SyEn

SECRET Internet Protocol Router Network
Synthetic Environment

TTP
TTX

tactics, techniques, and procedures
tabletop exercise

VDJ-7
USD(P)
USD(R&E)

Joint Staff Vice Director for Joint Force Development
Under Secretary of Defense for Policy
Under Secretary of Defense for Research and
Engineering

WLIF
WIF

Warfighting Lab Incentive Fund
Wargaming Incentive Fund

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PART II – DEFINITIONS

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

Advancing Globally Integrated Logistics Effort. A Joint Staff Directorate for Logistics, J-4–led forum for senior logisticians and operations to explore ideas proposed in Joint Concepts and identify potential solutions to Joint Force logistics and sustainment challenges.

Allies and Partners Experimentation Network. Experimentation knowledge and data system for building the joint experimentation community of interest with allies and partners. It provides an enduring, integrated digital capability to manage, share, aggregate, analyze, exploit, and present data and knowledge in support of strategic guidance and direction and the joint force development and design campaign of learning. Integrated with the Joint Experimentation Network.

concept of employment. A description in broad terms of the application of specific technologies, processes, weapons systems, or forces to perform a particular mission, task, or procedure. They are the most specific of all military concepts and contain a level of detail sufficient to inform the establishment of programmatic requirements. Also called CONEMP.

concept of operations. A verbal or graphic statement that clearly and concisely expresses what the commander intends to accomplish and how it will be done using available resources. Also called CONOPS. (JP 5-0)

concept-required capability. A proposed capability derived logically from the concept's central and supporting ideas and required for the concept's execution. Also called CRC.

Department of Defense Components. Collective term for the Office of the Secretary of Defense, Military Departments, Office of the Chairman of the Joint Chiefs of Staff and the Joint Staff, Combatant Commands, Office of the Inspector General of the Department of Defense, the Defense Agencies, Department of Defense Field Activities, and all other organizational entities within the Department of Defense. (DoDD 5100.01)

exercise. A military maneuver or simulated wartime operation involving planning, preparation, and execution that is carried out for the purpose of training and evaluation. (JP 3-0)

experiment. An empirical means of establishing cause-and-effect relationships through the manipulation of independent variables and measurement of dependent variables in a controlled environment. (“Guide for Understanding and Implementing Defense Experimentation,” 2006)

force design. A force design is the blueprint for the force that expresses: the size of the force in manpower and equipment; the structure of the force; the concepts and capabilities the force uses to conduct its missions, training, posture; and other activities to achieve national objectives. Designing the force includes activities that alter the operational missions the force is meant to achieve; the capabilities and concepts the force employs to support strategic objectives; or the structure of the force as expressed by manpower and materiel at the Service and departmental level. Force design activities leverage experimentation, doctrine, education, training, lessons learned, and capability development to advance and validate ideas.

force structure. A description of the manpower and materiel that comprises a force, and how it is organized in terms of units and command relationships. Manpower consists of the types of personnel that constitute the force (e.g., infantry, maintenance, administrative) and how many personnel are in each role, as well as in aggregate. Materiel refers to the equipment and supplies used by the force. Every organization has a structure, although not all structures are planned.

Gamechanger studies. Studies conducted every 2 years by the Defense Intelligence Agency with military implications provided by the Joint Staff Directorate for Joint Force Development, J-7 and support from the Joint Staff Directorate for Intelligence, J-2, resulting in a written report. The purpose is to develop self-contained scenarios and technological developments that present unique challenges to defense planning, strategy, and force development and design. The objective of Gamechanger studies is to present assessments that explore the possible edge of scenarios and technologies in an effort to mitigate their surprise and determine their potential implications to support defense planning and acquisition.

Global Force Management. A process to align directed readiness, force assignment, allocation, apportionment, and assessment methodologies to support the *National Defense Strategy* and Joint Force availability requirements; present comprehensive visibility of the global availability and operational readiness (including language, regional, and cultural proficiency) of U.S. conventional military forces; globally source Joint Force requirements; and provide senior decision-makers a vehicle to assess quickly and accurately the

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impact and risk of proposed allocation, assignment, and apportionment changes.

global integration. global integration is the arrangement of cohesive military actions in time, space, and purpose, executed as a whole to address trans-regional, all-domain, and multi-functional challenges (title 10, U.S. Code, section 153). The objective of global integration is to integrate operations and resources globally and highlight force planning capabilities and tradeoffs to enable informed senior leader decision making in support of *National Defense Strategy* objectives.

Global Integration Campaign of Learning. A Chairman's Exercise Program that consists of a series of senior leader seminars designed to address reoccurring challenges identified during previous Globally Integrated Exercises as part of the Joint Force training activities for Globally Integrated Operations (GIO). The focus of the Global Integration Campaign of Learning is to expand senior leader decision space in a complex environment and improve on deficient GIO processes during global security crises. Also called GICoL.

Globally Integrated Exercise. A Globally Integrated Exercise is an exercise designed to improve the readiness of Joint Force leaders to conduct global integration and provide military advice to and decision space for the Secretary of Defense and President early in an emerging crisis with one or more major adversaries. Also called GIE.

Globally Integrated War Game. A Chairman of the Joint Chiefs of Staff-directed series of annual games designed to inform Joint Force development and design. A Globally Integrated War Game examines the Joint Warfighting Concept and future concepts. Also called GIWG.

interoperability. The ability to act together coherently, effectively, and efficiently to achieve tactical, operational, and strategic objectives. (JP 3-0)

joint exercise. A joint military maneuver, simulated wartime operation, or other Chairman of the Joint Chiefs of Staff- or Combatant Commander-designated event involving joint planning, preparation, execution and evaluation.

Joint Experimentation Forum. An annual forum led by Joint Staff Directorate for Joint Force Development, J-7 that informs, synchronizes, and supports joint experimentation prioritized efforts.

Joint Experimentation Network. The Department of Defense network for managing joint experimentation knowledge and data; is the backbone for building the joint experimentation community of interest. It provides an enduring, integrated digital capability to manage, share, aggregate, analyze, exploit, and present data and knowledge in support of strategic guidance and direction and the Joint Force Development and Design campaign of learning. Also called JExNet.

Joint Capability Development. Joint capability development is concept-based and threat-informed to identify new joint military capabilities based on advances in technology and concepts of operation needed to maintain technologically and operationally superior armed forces, and recommends investments and experiments in such capabilities to the Secretary of Defense.

joint force development and design. Joint force development and design (JFDD) is the iterative and continuous process of improving the effectiveness of the current and future Joint Force through assessment, concept development, capability development, and advancing Joint Force warfighting proficiency to maintain and expand competitive advantage against potential adversaries in accordance with *National Defense Strategy* prioritization. JFDD translates strategic guidance into Joint Force capabilities through Joint Staff and Joint Requirements Oversight Council processes such as the Joint Strategic Planning System and Joint Capabilities Integration and Development System. JFDD compares requirements to current capabilities, and works to improve the Joint Force through activities like training, education, experimentation, and acquisition. JFDD activities, products, programs, and decision bodies interact to take the Joint Force from concept to proficiency. Department of Defense activities fall under force employment, force development, or force design, based on their intended purpose. Any of these activities can be deliberate or dynamic. Deliberate activities are process-oriented, longer-term efforts, whereas dynamic activities amend formal processes in favor of immediate effect. Also called JFFD.

Joint Operating Environment. The *Joint Operating Environment* establishes a baseline understanding of the future operating environment to set conditions for effective joint concept-driven, threat-informed capability development for the Department of Defense. It provides a perspective on geopolitical and technical trends affecting the changing character of warfare, evolving adversaries' ways of warfare, and subsequent implications for the future Joint Force. Also called JOE.

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Joint Professional Military Education. A subset of professional military education that reflects a concentration on joint matters, frequently offered in tandem with the delivery of Service-focused professional military education. Also called JPME.

Joint Wargaming and Experimentation Synthetic Environment Infrastructure. When developed, the Joint Wargaming and Experimentation Synthetic Environment comprises enterprise live-virtual-constructive modeling and simulation and analysis and gaming tools that specifically support wargaming, experimentation, analysis, and gaming functionality.

Multinational Capability Development Campaign. A Joint Staff Directorate for Joint Force Development, J-7–led program consisting of 25 multinational allies and partners focused on developing non-materiel solutions to improve interoperability in joint, multinational, and coalition operations to meet the present and future need of the Joint Force and partners.

Strategic Capabilities Development Guidance. Specific written products that complement Joint Requirements Oversight Council Memorandums and guide Services, through the Functional Control Boards, to develop certain capabilities to support joint warfighting requirements.

Special Areas of Emphasis. Topics approved by the Chairman of the Joint Chiefs of Staff based on an independent stakeholder review to ensure Joint Professional Military Education curricula relevance and currency. (CJCSI 1800.01)

Warfighting Lab Incentive Fund. The Warfighting Lab Incentive Fund supports, via a cross-enterprise governance structure, the development and refinement of new Service and Joint concepts of operation via field experiments and demonstrations that take concepts from paper to real world execution. Also called WLIF. (DepSecDef memo, “Warfighting Lab Incentive Fund and Governance Structure,” 6 May 2016)

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