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CHAIRMAN OF THE JOINT CHIEFS OF STAFF INSTRUCTION

J-7
DISTRIBUTION: A, B, C

CJCSI 5120.02F
31 May 2023

JOINT DOCTRINE SYSTEM

References: See Enclosure C.

1. Purpose. This instruction establishes policy to assist the Chairman of the Joint Chiefs of Staff (CJCS) (referred to as the Chairman for the remainder of this document) to develop doctrine for the joint employment of the Armed Forces of the United States in accordance with (IAW) Section 153 of reference a.
2. Superseded/Cancellation. Chairman of the Joint Chiefs of Staff Instruction (CJCSI) 5120.02E, "Joint Doctrine Development System," 6 November 2020, is hereby superseded.
3. Applicability. This instruction applies to the joint doctrine development community (JDDC), consisting of the Services, Combatant Commands (CCMDs), Joint Staff, National Guard Bureau (NGB), combat support agencies (CSAs), Chairman-controlled activities (CCAs), and other organizations involved in joint doctrine development and revision. See Enclosure B.
4. Policy. This instruction establishes the role of joint doctrine and explains the responsibilities of the members of the JDDC for joint doctrine development and revision.
5. Definitions. See Glossary.
6. Responsibilities. See Enclosure B.
7. Summary of Changes. This revision of CJCSI 5120.02:
 - a. Updates the CJCSI's title.
 - b. Consolidates and updates the roles and responsibilities of the Chairman, Joint Staff, CCMDs, Services, NGB, CSAs, and CCAs from reference b.

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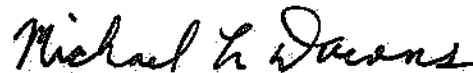
CJCSI 5120.02F
31 May 2023

- c. Clarifies joint doctrine approval and signature authorities.
- d. Adds the Joint Staff doctrine sponsor (JSDS) as a voting member during a joint working group for a joint publication for which it is the proponent.
- e. Updates the definitions of "joint doctrine development community" and "joint publication." Replaces the term "Joint Doctrine Development System" with "Joint Doctrine System" and updates its definition.

8. Releasability. UNRESTRICTED. This directive is approved for public release; distribution is unlimited on the Non-classified Internet Protocol Network. Department of Defense (DoD) Components (including CCMDs), other Federal agencies, and the public may obtain copies of this directive through the Internet from the CJCS Directives Library at <<http://www.jcs.mil/library>>. Joint Staff activities may also obtain access via the SECRET Internet Protocol Router Network CJCS Directives Library website.

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

For the Chairman of the Joint Chiefs of Staff:



MICHAEL L. DOWNS, Maj Gen, USAF
Vice Director, Joint Staff

Enclosures:

- A - General
- B - Responsibilities
- C - References
- GL - Glossary

UNCLASSIFIED

UNCLASSIFIED

CJCSI 5120.02F
31 May 2023

ENCLOSURE A

GENERAL

1. Joint Doctrine

a. Joint doctrine consists of the fundamental principles that guide the employment of the Armed Forces of the United States to achieve unity of effort. Additionally, joint doctrine:

- (1) Provides official advice that requires judgment in application.
- (2) Advocates best practices for effective joint operations based on extant capabilities.
- (3) Enhances the strategic, operational, and tactical effectiveness of the Joint Force by providing a common approach to operations among CCMDs, subordinate unified commands, joint task forces, Services, NGB, and DoD agencies and a common terminology for these operations.
- (4) Provides the basis for interorganizational cooperation to achieve unity of effort during joint and multinational operations.
- (5) Provides information to mission partners, including U.S. Government departments and agencies, international and nongovernmental organizations, and the private sector, on the organization, capabilities, operating philosophies, and employment considerations of the Armed Forces of the United States.
- (6) Informs multinational joint doctrine (see reference b) and terminology (see references b and c). Approved joint doctrine and terminology provide the initial U.S. national position for multinational doctrine and terminology development. Service doctrine may serve as the initial U.S. position only when single-Service issues are involved and no applicable joint doctrine or terminology exists.
- (7) Provides instructional material for joint professional military education.
- (8) Provides the foundation for joint culture and the basis for joint training.

UNCLASSIFIED

UNCLASSIFIED

CJCSI 5120.02F
31 May 2023

(9) Provides a basis for the development of joint concepts, organizational constructs, models, and simulations.

(10) Incorporates joint lessons learned and validated observations.

b. Joint doctrine is written for practitioners who:

(1) Provide strategic- and operational-level guidance and direction to joint forces.

(2) Integrate and employ joint forces.

(3) Support, or are supported by, joint forces.

(4) Prepare forces for employment by Combatant Commanders and other joint force commanders (JFCs).

(5) Train and educate personnel who conduct joint operations.

(6) Require an understanding of the organization, capabilities, operating approaches, and employment considerations of joint forces.

c. The Chairman or the Director for Joint Force Development, Joint Staff (DJ-7) approves joint doctrine, organized into joint publications (JPs). The Joint Staff develops JPs in coordination with other JDDC members (listed in Figure B-1).

d. Multi-Service publications provide guidance for the operations of two or more participating Services. They are approved by the relevant Service Chiefs (including the Commandant of the Coast Guard) or their designees. These publications identify the participating Services and must be consistent with joint doctrine.

e. Joint doctrine reflects **extant capabilities**. It incorporates time-tested constructs such as operational art, elements of operational design, and principles of joint operations, as well as contemporary lessons learned that identify opportunities to counter adversary strengths, exploit their vulnerabilities, and mitigate U.S. vulnerabilities. Joint doctrine standardizes terminology, training, relationships, responsibilities, and processes within the Armed Forces of the United States. This enables JFCs and their staffs to focus efforts on solving the strategic, operational, and tactical problems that confront them.

UNCLASSIFIED

UNCLASSIFIED

CJCSI 5120.02F
31 May 2023

f. Joint doctrine is official advice that should be used, unless the JFC determines that exceptional circumstances dictate otherwise. It reflects best practices and provides a basis for planning and conducting joint operations. However, joint doctrine does not replace or alter a commander's authority, and it is not a substitute for good judgment. When current joint doctrine no longer addresses ongoing operations adequately, JFCs should identify required changes with justification, IAW reference b.

g. Joint doctrine guides operations, while remaining flexible and versatile enough to accommodate a wide variety of situations. It focuses on how to think, not what to think, about operations. Joint doctrine fosters initiative and creativity and provides commanders the freedom to adapt to varying and evolving situations.

h. The JDDC shall consider Service, multi-Service, and multinational doctrine when developing joint doctrine. Service and multi-Service doctrine must be consistent with joint doctrine, while multinational doctrine ratified by the United States should not conflict with U.S. joint doctrine. Joint doctrine takes precedence over Service, multi-Service, and multinational doctrine. If JPs conflict with other doctrine, JPs take precedence unless the Chairman provides other guidance.

i. Joint doctrine should not include detail that is more appropriate in regulations and instructions; Service doctrine; standard operating procedures; Service and multi-Service tactics, techniques, and procedures (TTP); plans; or other publications. Joint doctrine may include TTP where TTP add clarity to the operational discussion or joint equities are not adequately covered in Service or multi-Service doctrine.

2. Joint Doctrine's Relation to Policy, Strategy, Training, Education, Lessons Learned, Concepts, and Multinational Doctrine

a. Doctrine and Policy. Policy directs and assigns tasks and forces, prescribes desired capabilities, and provides guidance to ensure the Armed Forces of the United States are prepared to perform their assigned roles. Policy informs joint doctrine, and joint doctrine makes policy and strategy more effective by providing a unified description of the principles of applying military power. Policy can create new roles and requirements for new capabilities, potentially requiring new doctrine. Joint doctrine enhances the operational effectiveness of the Joint Force by providing standardized terminology. Reference d is the capstone publication that provides doctrine for unified action by the Armed Forces of the United States. It bridges policy and doctrine by

UNCLASSIFIED

UNCLASSIFIED

CJCSI 5120.02F
31 May 2023

describing command relationships and authorities used by military commanders and other operational matters derived from reference a.

(1) New capabilities may require new policy. Policymakers and doctrine developers should develop and issue harmonized policy and doctrine. Gaps in doctrine or policy, or both, are not always readily apparent. Generally, gaps that can only be addressed by using prescriptive words such as “will,” “shall,” and “must” are primarily policy issues.

(2) Policy and doctrine terms serve different purposes. Terminology to support the employment of forces (doctrinal terms) may not be optimal for policy development. Except for the guidance established by reference d, terminology developed for DoD policy is not limited by the constraints imposed on doctrine terminology. Higher-level guidance may provide the basis for doctrine, which must reflect the intent of law, regulation, and policy, even if the doctrine does not use identical terms or definitions.

b. Doctrine and Strategy. Joint doctrine provides guidance for unified action in the employment of military power and is closely linked to national security strategy, national defense strategy, and national military strategy. Strategy describes how the instruments of national power may be employed to achieve national, strategic, multinational, and theater objectives. Joint doctrine establishes a link between the ends (objectives) and the means (resources) by providing the ways (methods) for joint forces to achieve strategic and operational military objectives in support of national strategic objectives. Joint doctrine also informs senior civilian leaders responsible for the development of national security strategy of the core competencies, capabilities, and limitations of military forces. Joint doctrine provides other government departments and agencies and nongovernmental organizations an opportunity to better understand the roles, capabilities, terminology, and guiding principles used to employ the Armed Forces of the United States.

c. Doctrine and Training

(1) Joint doctrine provides the foundation for joint training IAW reference e. This baseline assists commanders and their staffs in developing standards for joint training, exercises, and operations.

(2) Reference f is a library of universal joint tasks (UJT) in a common language categorized by joint function and level of warfare. UJT) are used to develop joint mission-essential task lists. UJT) are based on extant capabilities and founded on joint doctrine.

UNCLASSIFIED

UNCLASSIFIED

CJCSI 5120.02F
31 May 2023

(3) While joint doctrine is the basis for joint training, experience gained through numerous training events and analysis of training and exercise programs can influence the revision or development of joint doctrine. Best practices adopted from operational experience, which are refined, standardized, and validated during training and exercises, should continuously influence the joint doctrine development process.

d. Doctrine and Education. Joint professional military education (JPME) and leader development are essential elements for shaping the Joint Force. JPME creates strategically minded joint Warfighters to sustain competitive advantage and intellectual overmatch. JPME promotes a career-long, doctrinally based, educational framework for the Joint Force IAW references g and h.

e. Doctrine and Lessons Learned. The Joint Lessons Learned Program provides policy and procedures for the Joint Force to collect observations, analyze them, and provide the analysis to the JDDC to improve the Joint Force's ability to plan, execute, and assess joint operations IAW reference i. Since joint operations provide the truest test of current joint doctrine, it is important to observe joint operations closely to identify and assess doctrinal strengths and weaknesses. The lessons learned community, operational stakeholders, and JDDC should collaborate actively on deliberate methods to obtain feedback to capture extant capabilities and practices for joint doctrine.

f. Doctrine and Concepts. Joint doctrine provides fundamental principles and guidance; describes operations with extant capabilities; and is subject to policy, treaty, and legal constraints. By comparison, concepts are unproven ideas or address gaps in current doctrine. Joint concepts incorporate the Chairman's military strategy and priorities through analysis of emerging and future threats, force transformation, gaps in joint warfighting capabilities, integration of emerging technologies, and critical challenges. Joint concepts present ideas for exploration, development, and validation through war games and experimentation. Concepts should be developed with an understanding of existing doctrine and capabilities. Joint concepts also examine military problems by describing how the Joint Force, using military art and science, may conduct joint operations, functions, and activities in response to a range of future challenges IAW references j and k. Concepts may be captured initially in joint doctrine notes (JDNs). As concepts gain institutional acceptance and requisite capabilities are developed and integrated into operations, validated elements of the concepts may be incorporated in JPs.

UNCLASSIFIED

UNCLASSIFIED

CJCSI 5120.02F
31 May 2023

g. Multinational Joint Doctrine and Terminology. The United States works with allies to develop multinational joint doctrine and terminology through activities such as the North Atlantic Treaty Organization Allied Joint Operations Doctrine Working Group and the Military Committee Terminology Board. The Chairman exercises the U.S. responsibility to ensure coordination of these efforts and resolution of cases where multinational activities impact joint doctrine and terminology.

UNCLASSIFIED

UNCLASSIFIED

CJCSI 5120.02F
31 May 2023

ENCLOSURE B

RESPONSIBILITIES

1. Chairman of the Joint Chiefs of Staff. The Chairman develops doctrine for the joint employment of the Armed Forces of the United States IAW reference a. The Chairman normally approves and signs capstone doctrine (JP 1, Volume 1) but may delegate this responsibility to the Vice Chairman of the Joint Chiefs of Staff, the Director, Joint Staff, or the DJ-7. The Chairman reserves the right to approve and sign other JPs.
2. Joint Doctrine Development Community. The JDDC, shown in Figure B-1, consists of the Chairman, voting members (Joint Staff, CCMDs, Services, and the NGB), and non-voting members (CSAs, CCAs, and others on a case-by-case basis). The Joint Staff J-7 may vote on behalf of the Joint Staff. Additionally, the assigned JSDS may vote IAW procedures detailed in reference b. Non-voting members present comments and positions through Joint Staff J-7. JDDC members shall perform roles and responsibilities IAW reference b.
3. Director for Joint Force Development, Joint Staff (DJ-7). The DJ-7 manages the development and revision of joint doctrine for the Chairman and represents and advises the Chairman on all matters concerning joint doctrine IAW reference a. Additionally, the DJ-7 shall:
 - a. Sign all JPs and JDNs except JP 1, Volume 1 (unless delegated) and any others reserved by the Chairman. The DJ-7 may delegate this responsibility to:
 - (1) The Vice Director, J-7 for keystone JPs.
 - (2) A Joint Staff Deputy Director who is a general officer/flag officer (GO/FO) or civilian equivalent for all other JPs and JDNs.
 - b. Fulfill JSDS responsibilities for JP 1, Volumes 1 and 2.
 - c. Validate new joint doctrine proposals.

UNCLASSIFIED

UNCLASSIFIED

CJCSI 5120.02F
31 May 2023

Chairman of the Joint Chiefs of Staff	
<u>Voting Members</u>	<u>Non-voting Members</u>
Joint Staff* Combatant Commands U.S. Africa Command U.S. Central command U.S. Cyber Command U.S. European Command U.S. Northern Command U.S. Indo-Pacific Command U.S. Southern Command U.S. Space Command U.S. Special Operations Command U.S. Strategic Command U.S. Transportation Command Services U.S. Air Force U.S. Army U.S. Coast Guard U.S. Marine Corps U.S. Navy U.S. Space Force National Guard Bureau * The Joint Staff J-7 votes on behalf of the Joint Staff. The Joint Staff doctrine sponsor may also vote during a joint working group on a publication under its proponentcy.	Combat Support Agencies Defense Contract Management Agency Defense Health Agency Defense Information Systems Agency Defense Intelligence Agency Defense Logistics Agency Defense Threat Reduction Agency National Geospatial-Intelligence Agency National Security Agency Chairman Controlled Activities Joint Center for International Security Force Assistance Joint Information Operations Warfare Center Joint Integrated Air and Missile Defense Organization Joint Personnel Recovery Agency Joint Requirements Office for Chemical, Biological, Radiological, and Nuclear Defense National Defense University Multi-Service Doctrine Organizations Air Land Sea Application Center

Figure B-1. Joint Doctrine Development Community

d. Serve as approval authority for Joint Doctrine Planning Conference (JDPC) recommendations.

e. Sponsor any contentious joint doctrine issue for resolution with the Deputy Operations Deputies, Operations Deputies, or Joint Chiefs of Staff, as appropriate, if not satisfactorily resolved at the J-7 GO/FO level.

4. Chief, Joint Education and Doctrine Division, Joint Staff J-7. Chief, Joint Education and Doctrine Division (JEDD) executes the Joint Staff J-7's doctrine responsibilities through management of the Joint Doctrine System. Additionally, Chief, JEDD shall:

a. Staff U.S. and multinational joint doctrine products to the JDDC and interagency (as required) for formal coordination.

UNCLASSIFIED

UNCLASSIFIED

CJCSI 5120.02F
31 May 2023

- b. Conduct analysis, assessments, and special studies for joint doctrine projects.
- c. Submit doctrine development and revision recommendations to the JDDC.
- d. Develop, publish, and maintain an annual Joint Doctrine Plan and monthly milestones schedule.
- e. Assign a JSDS, lead agent (LA), and technical review authority (TRA) (if required) for each JP based on JDDC recommendations and available subject-matter expertise.
- f. Train JSDS, LA, TRA, coordinating review authority (CRA), and JDN proponent action officers (AOs) on roles and responsibilities.
- g. Assign publication numbers for JPs and JDNs, and approve publication titles.
- h. Ensure joint lessons learned, insights, and validated elements of approved concepts are incorporated in joint doctrine.
- i. Review doctrine, organization, training, materiel, leadership and education, personnel, facilities, and policy change recommendation packages submitted to the Joint Staff per reference k that contain joint doctrine-related recommendations for their potential impact on current and emerging joint doctrine.
- j. Serve as the CRA, unless otherwise directed to the JSDS, for the Joint Staff, CCAs, and other non-voting DoD members.
- k. Sponsor and chair JDPCs and consider JDPC recommendations when making doctrine development and revision decisions.
- l. Make modifications or grant exceptions to any portion of the joint doctrine development and revision process described in reference b.
- m. Approve administrative changes to existing JPs as described in reference b.
- n. Develop, maintain, operate, and ensure accessibility of the Joint Doctrine, Education, and Training Electronic Information System.

B-3

Enclosure B

UNCLASSIFIED

UNCLASSIFIED

CJCSI 5120.02F
31 May 2023

5. Combatant Commanders, Service Chiefs, Chief of the National Guard Bureau, and Commandant of the Coast Guard

- a. Appoint a single point of contact (POC) for all joint doctrine matters.
- b. Assign a CRA for each joint doctrine project to serve as the AO for the assigned project.
- c. Fulfill LA, TRA, or JDN proponent responsibilities IAW reference b for assigned JPs and JDNs and designate an AO for each assignment.
- d. Assist in terminology projects and developing U.S. and multinational joint doctrine.
- e. Send a representative to JDPCs and joint working groups (JWGs). If the representative is not an O-6 or civilian equivalent, provide a delegation of authority memorandum signed by an O-6 or civilian equivalent.
- f. Review draft U.S. and multinational joint doctrine products staffed for formal coordination for accuracy and relevancy and ensure proper descriptions of capabilities, roles, and, where appropriate, tactics.
- g. When reviewing draft joint doctrine products, comment on horizontal and vertical consistency with approved and emerging joint, Service, multi-Service, and multinational doctrine.
- h. Assign draft doctrine products for review by subordinate commands, components, organizations, and agencies. Consolidate and adjudicate comments and provide a coordinated position.
- i. Identify practices, procedures, and organizational constructs (based on extant capabilities and validated by real-world operations, war games, exercises, and experiments) for doctrine development and revision consideration.

6. Joint Staff Directors

- a. Fulfill the responsibilities listed in paragraph 5.
- b. Fulfill JSDS responsibilities IAW reference b for assigned U.S. and multinational joint doctrine and designate an AO for each assignment.

UNCLASSIFIED

UNCLASSIFIED

CJCSI 5120.02F
31 May 2023

c. Approve newly developed or revised JPs for which their directorate is the JSDS and forward them to the DJ-7 or the Chairman for signature. Directors of Joint Staff Directorates may delegate this responsibility to their Vice Director for keystone JPs and to a GO/FO (or civilian equivalent) in their directorate for all other JPs and JDNs.

d. Approve routine changes to JPs for which their directorate is the JSDS and forward to JEDD for publication. Directors of Joint Staff Directorates may delegate this approval authority to a GO/FO (or civilian equivalent) in their directorate.

7. Commander, U.S. Special Operations Command

a. Fulfill the responsibilities listed in paragraph 5.

b. Develop special operations doctrine for the Chairman IAW Section 167 of reference a and this instruction.

8. Commander, U.S. Cyber Command

a. Fulfill the responsibilities listed in paragraph 5.

b. Develop cyberspace operations doctrine for the Chairman IAW Section 167b of reference a and this instruction.

9. CSAs and CCAs

a. Appoint a single POC for all joint doctrine matters.

b. Assign a CRA, as appropriate, for each joint doctrine project to serve as the AO for the assigned project.

c. Fulfill LA, TRA, or JDN proponent responsibilities for assigned joint doctrine projects and designate an AO for each assignment.

d. Assist in developing U.S. and multinational joint doctrine and terminology projects, as appropriate.

e. Participate in JDPCs and JWG.

UNCLASSIFIED

UNCLASSIFIED

CJCSI 5120.02F
31 May 2023

f. Review draft joint doctrine products staffed for formal coordination for accuracy and relevancy and ensure proper descriptions of capabilities, roles, and, where appropriate, tactics.

g. When reviewing draft joint doctrine products, comment on horizontal and vertical consistency with approved and emerging joint, Service, multi-Service, and multinational doctrine.

UNCLASSIFIED

UNCLASSIFIED

CJCSI 5120.02F
31 May 2023

ENCLOSURE C

REFERENCES

- a. Title 10, U.S. Code
- b. Chairman of the Joint Chiefs of Staff Manual 5120.01 Series, “Joint Doctrine Development and Revision Process”
- c. “DoD Dictionary of Military and Associated Terms,” April 2023
- d. JP 1, Volume 1, “Joint Warfighting”
- e. CJCSI 3500.01 Series, “Joint Training Policy for the Armed Forces of the United States”
- f. UJT List Task Development Tool at <<https://utdt.js.mil>>
- g. CJCSI 1800.01 Series, “Officer Professional Military Education Policy (OPMEP)”
- h. CJCSI 1805.01 Series, “Enlisted Professional Military Education Policy”
- i. CJCSI 3150.25 Series, “Joint Lessons Learned Program”
- j. CJCSI 3030.01 Series, “Implementing Joint Force Development and Design”
- k. CJCSI 5123.01 Series, “Charter of the Joint Requirements Oversight Council (JROC) and the Implementation of the Joint Capabilities Integration and Development System (JCIDS)”

UNCLASSIFIED

UNCLASSIFIED

CJCSI 5120.02F
31 May 2023

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C-2

Enclosure C

UNCLASSIFIED

UNCLASSIFIED

CJCSI 5120.02F
31 May 2023

GLOSSARY

PART I—SHORTENED WORD FORMS (ABBREVIATIONS, ACRONYMS, AND INITIALISMS) *Items marked with an asterisk (*) have definitions in Part II*

AO	action officer
CCA	Chairman-controlled activity
CCMD	Combatant Command
CJCS	Chairman of the Joint Chiefs of Staff
CJCSI	Chairman of the Joint Chiefs of Staff instruction
CRA	coordinating review authority
CSA	combat support agency
DJ-7	Director for Joint Force Development, Joint Staff
DoD	Department of Defense
GO/FO	general officer/flag officer
IAW	in accordance with
JDDC*	joint doctrine development community
JDN	joint doctrine note
JDPC	Joint Doctrine Planning Conference
JEDD	Joint Education and Doctrine Division
JFC	joint force commander
JP*	joint publication
JPME	joint professional military education
JSDS	Joint Staff doctrine sponsor
JWG	joint working group
LA	lead agent
NGB	National Guard Bureau
POC	point of contact
TRA	technical review authority
TTP	tactics, techniques, and procedures
UJT	universal joint task

UNCLASSIFIED

UNCLASSIFIED

CJCSI 5120.02F
31 May 2023

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GL-2

Glossary

UNCLASSIFIED

UNCLASSIFIED

CJCSI 5120.02F
31 May 2023

PART II—TERMS AND DEFINITIONS

joint doctrine. Fundamental principles and standardized terminology that guide the employment of United States military forces in coordinated action toward a common objective and may include tactics, techniques, and procedures. (Upon approval of this directive, this definition will replace the existing definition in the DoD Dictionary.)

joint doctrine development community. The Components of the Department of Defense collectively responsible for developing and revising joint doctrine. Also called JDDC. (Upon approval of this directive, this definition will replace the existing definition in the DoD Dictionary.)

joint doctrine note. A non-authoritative compilation of emerging best practices to provide a short-term, bridging solution to address a potential doctrine void. (Upon approval of this directive, this term and its definition will be added to the DoD Dictionary.)

Joint Doctrine System. The system of Joint Staff doctrine sponsors, lead agents, technical review authorities, coordinating review authorities, Joint Doctrine Planning Conferences, joint working groups, procedures, and the hierarchical framework designed to develop and revise joint publications. (Upon approval of this directive, this term and its definition will replace the existing term “Joint Doctrine Development System” and its definition in the DoD Dictionary.)

joint publication. A compilation of agreed-to fundamental principles, considerations, guidance, and terminology on a particular topic, approved by the Chairman of the Joint Chiefs of Staff or authorized designee, which guides the employment of a joint force toward a common objective. Also called JP. (Upon approval of this directive, this definition will replace the existing definition in the DoD Dictionary.)

UNCLASSIFIED

CJCSI 5120.02F
31 May 2023

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GL-4

Glossary

UNCLASSIFIED