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## CHAIRMAN OF THE JOINT CHIEFS OF STAFF INSTRUCTION



J-8

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CJCSI 8501.01C

1 March 2024

CHAIRMAN OF THE JOINT CHIEFS OF STAFF, COMBATANT COMMANDERS,  
CHIEF, NATIONAL GUARD BUREAU, AND JOINT STAFF PARTICIPATION IN  
THE PLANNING, PROGRAMMING, BUDGETING AND EXECUTION PROCESS

#### References:

See Enclosure D

1. Purpose. This instruction describes participation by the Chairman of the Joint Chiefs of Staff (CJCS); Commanders of the Combatant Commands (CCDRs); Chief, National Guard Bureau (CNGB); and the Joint Staff (JS) in the Department of Defense (DoD) Planning, Programming, Budgeting and Execution (PPBE) process.
2. Superseded/Cancellation. CJCSI 8501.01B, 21 August 2012, "Chairman of the Joint Chiefs of Staff, Combatant Commanders, Chief, National Guard Bureau, and Joint Staff Participation in the Planning, Programming, Budgeting, and Execution Process," is hereby superseded.
3. Applicability. This instruction applies to the CJCS, CCDRs, CNGB, and JS.
4. Policy
  - a. Each Military Department, Defense agency, U.S. Special Operations Command (USSOCOM), and U.S. Cyber Command (USCYBERCOM) is in the best position to determine its requirements for equipment and personnel needed to comply with defense-level planning and programming guidance. Management of resources is considered an internal matter in accordance with (IAW) the statutory responsibility of each Military Department to organize, train, equip, and administer its own forces. The CJCS normally will not address matters of internal organization that are the primary responsibility of the Armed Services (hereafter referred to as the "Services"), but this in no way negates the statutory responsibility of the CJCS to review major personnel, materiel, and logistics requirements of the Services in relation to strategic and operational plans.

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b. The Goldwater-Nichols Department of Defense Reorganization Act of 1986 (PL 99-433) was the impetus for strengthening joint military participation in the management of DoD resources. Currently codified in reference (a), this legislation provides the CJCS, CCDRs, CNGB, and the JS a greater voice in the PPBE process.

c. As principal military advisor to the President, Secretary of Defense (SecDef), and National Security Council, the CJCS has statutory responsibility to assist the President and SecDef in providing strategic planning, direction, and advice on requirements, programs, and budget priorities identified by the CCDRs and CNGB. CJCS mechanisms to satisfy these statutory responsibilities include the Joint Strategic Planning System (JSPS), Functional Capability Board (FCB), Joint Capability Board (JCB), and the Joint Requirements Oversight Council (JROC), which are discussed under separate instructions cited at Enclosure D.

5. Definitions. See Glossary. For purposes of this instruction, the term DoD Component(s) includes Military Departments and Defense Agencies. In addition to separate budget proposals for activities of the Combatant Commands (CCMDs), requests for funding special operations forces (SOF)-peculiar activities are included in the budget proposal for USSOCOM, and cyber-peculiar activities are included in the budget proposal for USCYBERCOM.

6. Responsibilities. See Enclosure A.

7. Summary of Changes. This revision incorporates changes to the terms and processes of PPBE to ensure consistency with updates in other Joint Staff processes.

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

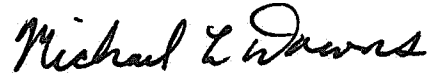
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9. Effective Date. This INSTRUCTION is effective upon signature.

For the Chairman of the Joint Chiefs of Staff:

A handwritten signature in black ink, reading "Michael L. Downs". The signature is written in a cursive, flowing style.

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

Enclosures

A – Responsibilities

B – Joint Participation in DoD Planning, Programming, Budgeting and  
Execution

C – The Congressional Budget Process

D – References

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## ENCLOSURE A

### RESPONSIBILITIES

1. This enclosure identifies functions and responsibilities for CJCS, CCDRs, CNGB, and JS involvement in each phase of the PPBE process. Enclosure A describes key military member participation throughout the process.

2. Chairman of the Joint Chiefs of Staff

a. Strategic Direction

(1) Prepare and submit to the SecDef the *National Military Strategy* (NMS), providing advice and assistance as to the strategic direction of the Armed Forces in accomplishing national security objectives.

(2) Perform assessments of military strategic risk to U.S. interests and military risks in execution of the NMS.

(3) Establish and maintain a uniform system of evaluating the preparedness of each CCMD to carry out its missions (e.g., the Chairman's Risk Assessment (CRA)).

b. Contingency Planning

(1) Provide for the preparation and review of contingency plans that conform to the President's and SecDef's guidance.

(2) Prepare and review contingency plans supported by joint logistics and mobility plans, and recommend the assignment of logistics and mobility responsibilities to the Armed Forces.

(3) Advise the SecDef on critical deficiencies and strengths in force capabilities, including manpower, logistic, and mobility support.

(4) Prepare strategic plans, including plans that conform to resource levels projected by the SecDef to be available for the period of time for which the plans are to be effective.

(5) Prepare joint logistics and mobility plans to support those strategic plans and recommend the assignment of responsibilities to the Armed Forces.

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c. Advice on Requirements, Programs, and Budgets

(1) Advise the SecDef on the priorities identified by the commanders of unified and specified CCMDs.

(2) Advise the SecDef on the extent to which program recommendations and budget proposals of the Military Departments and other DoD Components conform with the priorities established in strategic plans, guidance and direction affecting force structure and force employment (e.g., Global Force Management Allocation Plan (GFMAP), Directed Readiness Tables (DRT)), and the priorities established for the CCMDs and the National Guard.

(3) Submit alternative program recommendations and budget proposals for activities of the CCDRs within projected resource levels and guidance provided by the SecDef. These recommendations will be submitted at key pre-determined points within the PPBE process, such as the Service Program Objective Memorandum (POM) builds, issue paper nominations, issue team deliberations, and Major Budget Issue discussions.

(4) Review the draft strategic planning guidance and programming guidance, and provide comments to the SecDef.

(5) Prepare and submit to the SecDef the Chairman's Program Recommendations (CPR) providing CJCS' personal recommendations for consideration in publishing planning and programming guidance.

(6) Prepare and submit to the SecDef the CRA to provide an assessment of risks as they relate to CCDRs' ability to execute missions and the Services' ability to support with available forces.

(7) Participate as a member of the SecDef's Small Group meetings.

(8) Advise the SecDef on reclaims during Program Balance.

d. Discuss and make recommendations on CCMD PPBE concerns with the SecDef and Deputy Secretary of Defense (DepSecDef).

2. Commanders of the Combatant Commands. CCDRs have the opportunity to provide input and comment in all four phases of PPBE to ensure their commands attain the best mix of forces, equipment, and support.

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## a. Planning

(1) Provide input to CJCS in the development of NMS, *Joint Strategic Campaign Plan*, Global Force Management (GFM) processes (e.g., GFMAP, DRT), and risk assessments.

(2) Provide input to CJCS to assist in the development of the CRA.

(3) Review and comment on the final draft planning and programming guidance before the SecDef's approval to consider the adequacy of policy, strategy, forces, and resource planning guidance.

(4) Provide input to the JS regarding CCMD capability needs, redundancies, and an assessment of risks resulting from balancing tasks and available resources.

(5) At a time and in a manner specified by the JS, prepare and submit an Integrated Priority List (IPL) according to CJCS instructions. The IPL may include, but is not limited to, high priority capability needs prioritized across Service and functional lines, risk areas, and long-term strategic planning issues.

## b. Programming

(1) Provide prioritized funding requirements, at a time specified by each Service, to their Service Components, or their commands responsible for developing the CCMD's contributions to each respective Military Department POM.

(2) Independently submit issue papers (according to Office of the Secretary of Defense (OSD) Cost Assessment and Program Evaluation (CAPE) guidance) during the annual program/budget review process, and participate in program and budget deliberations as appropriate.

## c. Budgeting

(1) Submit to the components, responsible commands, and Military Departments a budget proposal for activities to be included in the President's Budget (PB). These may include:

(a) Joint exercises.

(b) Force training.

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(c) Contingencies.

(d) Selected operations.

(2) In addition to the above paragraph, the budget proposals of USSOCOM and USCYBERCOM will include funding requests for development and acquisition of SOF- and cyber-unique equipment, and acquisition of other material, supplies, and services unique to SOF and cyber activities.

(3) Assess and provide to SecDef and CJCS the warfighting impact of Resource Management Decisions (RMDs), which include both Program Decision Memorandums and Program Budget Decisions.

(4) Independently raise concerns with the SecDef and CJCS during the annual budget review process and participate in deliberations as appropriate.

## d. Execution

(1) Prepare and submit CCMD quarterly reports to the SecDef and CJCS as requested.

(2) At a time and in a manner specified by the Service Components or their command responsible for execution year funding, provide mid-year assessments and congressional supplemental requirements as required.

3. Chief of the National Guard Bureau. The National Guard Bureau (NGB) has the opportunity to provide input and comment in all four phases of PPBE pertaining to National Guard capabilities, including, but not limited to, homeland defense and defense support of civil authorities. The CNGB shall assist the Secretary of the Army (SecArmy) and Secretary of the Air Force (SecAF) to ensure joint functions, roles, and mission resource requirements are properly considered during the PPBE process. The CNGB will advise the SecArmy, SecAF, and CJCS on any PPBE issues related to joint functions, roles, and missions of the National Guard Joint Force Headquarters of the States.

## a. Planning

(1) Provide input to CJCS in the development of NMS, JSPS, and GFM processes (e.g., GFMAP, DRT) and net assessments.

(2) Provide input to CJCS to assist in the development of the CRA.

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(3) Review and comment on the final draft planning and programming guidance before SecDef's approval, to consider the adequacy of policy, strategy, forces, and resource planning guidance.

(4) Provide input to the JS regarding National Guard capability needs, redundancies, and an assessment of risks resulting from balancing tasks and available resources.

## b. Programming

(1) Provide prioritized funding requirements, at a time specified by the SecArmy and SecAF, to their J-Dirs responsible for developing the National Guard contributions to each respective Military Department POM.

(2) At a time and in a manner specified by the JS, prepare and submit Capability Gap Assessment (CGA) input according to CJCS instructions. These may include, but are not limited to, listing high priority capability needs, prioritized across Service and functional lines; risk area; and determining long-term strategic planning issues.

(3) Submit issue papers (according to OSD CAPE guidance) through CJCS during the annual Program and Budget Reviews (PBR) process and participate in program and budget deliberations as appropriate.

## c. Budgeting

(1) Submit budget proposals for activities to be included in the PB to the SecArmy and SecAF. These may include:

(a) Joint exercises.

(b) Force training.

(c) Contingencies (e.g., domestic chemical, biological, radiological, nuclear incidents).

(d) Selected operations (e.g., National Special Security Events, border protection).

(2) Assess and provide to SecDef and CJCS the warfighting impact of RMDs.

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(3) Independently raise RMD concerns with the SecDef and CJCS during the annual budget review process and participate in deliberations as appropriate.

(4) Submit annual report on the Unfunded Priorities of the National Guard Bureau to Congress, not later than 10 days after the fiscal year (FY) of the PB submission IAW title 10, U.S. Code, section 222a.

d. Execution. At a time and in a manner specified by the SecArmy and SecAF, provide mid-year assessments of execution year funding and congressional supplemental requirements as required.

4. The Joint Staff. All J-Dirs participate in all phases of the PPBE process. The Director, Joint Staff directs the activities related to PPBE and assigns responsibilities as required.

a. The Joint Staff Directorate for Force Structure, Resources, and Assessment, J-8 is the CJCS focal point for PPBE activities and the principal staff contact on these matters for the CCMDs, NGB, Services, and OSD. J-8 activities include, but are not limited to:

(1) Participating in the annual program review and budget review for CJCS.

(2) Analyzing the CCMD and CNGB IPL inputs and informing the CJCS about CCDRs' and CNGB's most important concerns, as well as common concerns shared across all commands. J-8 will be supported by the FCBs in this process.

(3) Developing fiscally constrained strategies, military options, net assessments, and performing an evaluation of risks.

(4) Performing tradeoff analyses of alternative resource levels.

(5) Reviewing and commenting on PPBE documents, to include: IPLs, defense planning and programming guidance, POMs, Budget Estimate Submissions (BES), Issue Papers, and RMDs. Also provide results and recommendations, as appropriate, to the CJCS.

(6) Reviewing force employment guidance (e.g., GFMAP, DRT), plans, concepts, joint doctrine, strategy, and resources to determine what extent desired levels of warfighting capability are met by the Armed Forces.

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(7) Providing program and budget analysis to support the CJCS as the principal military adviser, as the spokesperson for the CCDRs and CNGB, and in congressional testimony.

(8) Providing the SecDef a coordinated response on assessment of CCMD quarterly reports.

(9) Developing the CPR for CJCS signature and forward to the SecDef.

b. Independent of the formal PPBE process, the DJ-8 serves as both the JROC Secretary and the JCB Chairman. The DJ-8 also maintains oversight of the FCBs, a permanently established DoD structure responsible for the organization, analysis, and prioritization of joint warfighting capabilities within an assigned functional area. The JROC links to PPBE through endorsement of requirements documents and by framing potential CPR issues that emerge from the FCBs' analyses and assessments. The FCB process and the systems contained therein are discussed in references listed at Enclosure D.

c. The Joint Staff Directorate for Strategic Plans and Policy, J-5 governs operation and policy of the CJCS JSPS. The JSPS interacts with key DoD systems, providing the SecDef with supportive military advice into the PPBE process. The JSPS and the systems contained therein are discussed in references included at Enclosure D. The DJ-5 also develops the CRA.

d. J-Dirs provide subject matter expertise and Joint perspective during the PBR process and at other times as needed to develop Joint warfighter positions and recommendations on program and budget issues.

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## ENCLOSURE B

### JOINT PARTICIPATION IN DOD PLANNING, PROGRAMMING, BUDGETING AND EXECUTION

1. Title 10, U.S. Code, section 153 of requires the CJCS to provide strategic direction and prepare strategic plans for the Joint Force. The JSPS is the formal means by which the CJCS, in consultation with the JCS and CCDRs, discharges responsibility to continuously study the strategic environment. Strategic direction is provided through the NMS and other supplemental strategic guidance (e.g., *Joint Warfighting Concept*). Prepared in consultation with the CCDRs and JCS, the NMS conveys CJCS strategic direction to the Joint Forces.

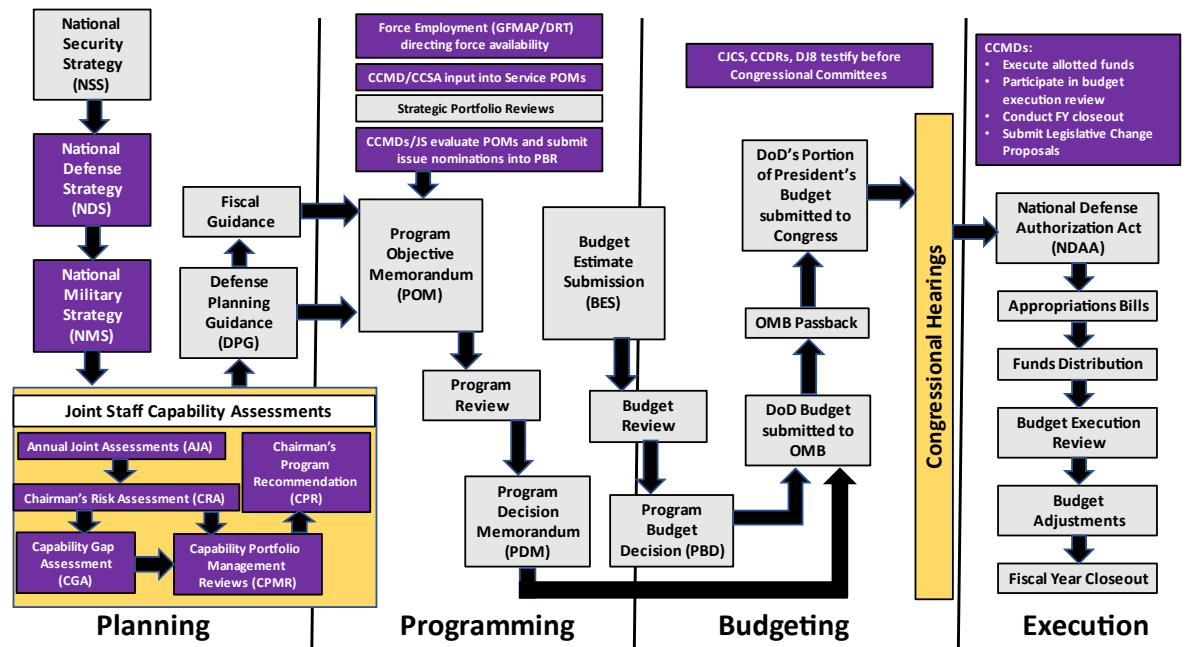


Figure 1. Key PPBE Document Flow

2. Title 10, U.S. Code also requires the CJCS to provide advice and assistance to the SecDef in the development of written policy guidance for the preparation and review of the program recommendations and budget proposals of the DoD Components. The DoD PPBE process is SecDef's central framework and decision-making process for resource allocation. The PPBE is the primary decision-making process for translating strategic guidance into resource allocation decisions, and then preparing and executing a DoD budget in support of this guidance. The PPBE process is based on objectives, policies,

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and strategies derived from National Security Directives signed by the President. Figure 1 shows the key documents that influence the PPBE flow through each phase. The POM and BES are submitted to OSD at the same time and the PBRs are conducted concurrently.

## a. Planning

(1) The planning phase of the PPBE identifies capabilities that support U.S. national security objectives, develops a strategy to utilize capabilities in response to threats, and determines capabilities and forces required to support the strategy. The principal PPBE document produced in this phase is a defense planning guidance document.

(2) The Capability Portfolio Management Review provides options based on analysis that identifies operational efficacy (i.e., mission success), interoperability, capability gaps, and capacity and quantity. The capability portfolio includes requirements validated by the JROC, JCB, or independent validation authority.

(3) The CPR focuses on enhancing joint readiness and warfighting requirements, and provide CJCS' personal programming and budgeting recommendations to SecDef for consideration. The CPR is submitted to the SecDef prior to submission of DoD Component, USSOCOM, and USCYBERCOM POMs.

(4) A draft planning guidance document (e.g., *Defense Planning Guidance* (DPG)) is prepared by the Under Secretary of Defense for Policy. The CJCS, CCDRs, CNGB, Service Chiefs, and OSD staff have an opportunity to review and comment on the draft. The DepSecDef may convene a Deputy's Management Action Group (DMAG) meeting for CCMDs to meet with the SecDef and discuss their recommendations on the draft.

(5) The approved DPG provides written policy guidance for the preparation and review of DoD Components' program recommendations and budget proposals by providing guidance on national security objectives and policies, defining priority military missions, and setting the context of the fiscal environment.

## b. Programming

(1) At the direction of the SecDef, the Director, CAPE coordinates Strategic Portfolio Reviews (SPRs) for areas of interest with a goal to develop a solution that can be implemented in programs. The Military Departments,

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USSOCOM, USCYBERCOM, the JS, and Defense Agencies develop their proposed programs based on the guidance provided in planning, programming, and fiscal guidance and SPRs. The programs expressed in the POMs reflect systematic analysis of missions and objectives to be achieved, methods to accomplish them, and allocation of resources to each. Each CCMD and the NGB provides its warfighting requirements to its Service Components or designated responsible commands for incorporation into POMs.

(2) Following a staff review of the POMs, OSD, FCBs, CCDRs, and CNGB submit potential issues to the DepSecDef for consideration. Selected issues are subsequently developed in detail. The JS, CCMDs, and NGB participate in the development of the issues by providing members to an issue team led by an OSD CAPE analyst. During the program review, the Resource Management Group and the DMAG meet to discuss issues in detail and to recommend solutions to the SecDef.

(3) A special session, if scheduled, at the start of the POM review process will allow the CCDRs and CNGB to present their issues to DepSecDef and express views on the POMs and selected issues of interest to the CCMDs. In addition, appropriate CCDRs may be invited to attend DMAG meetings when their high-priority issues are being considered.

(4) After all DMAG discussions are complete, DepSecDef makes a preliminary decision on each issue. After consultation with SecDef, final decisions are documented in a RMD. RMDs are the directive communiqués approving budgets and programs, as modified by the SecDef's final decisions.

## c. Budgeting

(1) The Office of the Under Secretary of Defense (Comptroller) (OUSD(C)) conducts joint OSD/Office of Management and Budget (OMB) reviews and hearings after receiving the BES. Generally, hearings are conducted with program element monitors or their representatives. Other concerned parties normally attend to ensure the Services' perspective in programs and funding are understood. Recommendations are made to the DepSecDef—or USD(C) if the decision is uncontested on the OSD staff—by the OSD and OMB staffs. Decisions are transmitted by RMDs. The JS and the CCMD staffs, along with the Military Departments and Agencies, receive all RMDs issued by OUSD(C).

(2) The JS, in conjunction with the CCMDs, CNGB, FCBs, and the Services, analyzes all RMDs for warfighting impact. In the case of draft/unsigned RMDs, the JS assesses their impact and recommends a response to

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OSD, signed by the CJCS or the CJCS-designated representative in J-8. The DepSecDef or USD(C) may either retain or modify draft RMDs. Their decision will be rendered in signed RMDs. If a draft RMD is not acceptable, CJCS or the Service may take this budget issue to the DepSecDef for resolution. These issues should be limited to those few items the USD(C), Service Secretaries/Chiefs, and CJCS (with consideration of the CCMDs' and CNGB's views), feel most strongly about. The DMAG may review these issues and make recommendations to SecDef. The SecDef or DepSecDef has the option to meet individually with CJCS or the Service Secretaries to discuss these budget issues. All final decisions are transmitted to the DoD Components through signed RMDs. All final program and budget decisions are then incorporated into the PB.

d. Execution. The JS does not have a major role in the execution phase of PPBE. The staff provides analysis and support to CJCS, CCMDs, and SecDef as requested.

3. The CJCS advises SecDef on the extent to which program and budget proposals of the DoD Components conform to warfighting requirements.

a. Joint military institutions provide continuous input, coordination, and influence in shaping the DoD PPBE (Figure 2). This may include input to draft planning and programming guidance, input to the POMs, participation in program and budget reviews, and ultimate development of the PB.

b. To assist CJCS in advising the SecDef with respect to the DoD PPBE (Figure 2), CCDRs and the CNGB provide CJCS an assessment of critical warfighting capability gaps.

c. This assessment is in the form of a CCDR IPL, CNGB IPL, and a list of Joint Combat Capability Assessment deficiency action items, all of which inform the CGA process. The CGA process is discussed in reference (e). The JROC is the final decision authority in the CGA process and ensures that the timing of the output is sufficient to influence the PBR.

d. Further, the JROC is the senior advisory council to the CJCS and assists in establishing and assigning priority levels for joint military requirements; thus, their advice directly impacts the CPR as seen in the diagram below.

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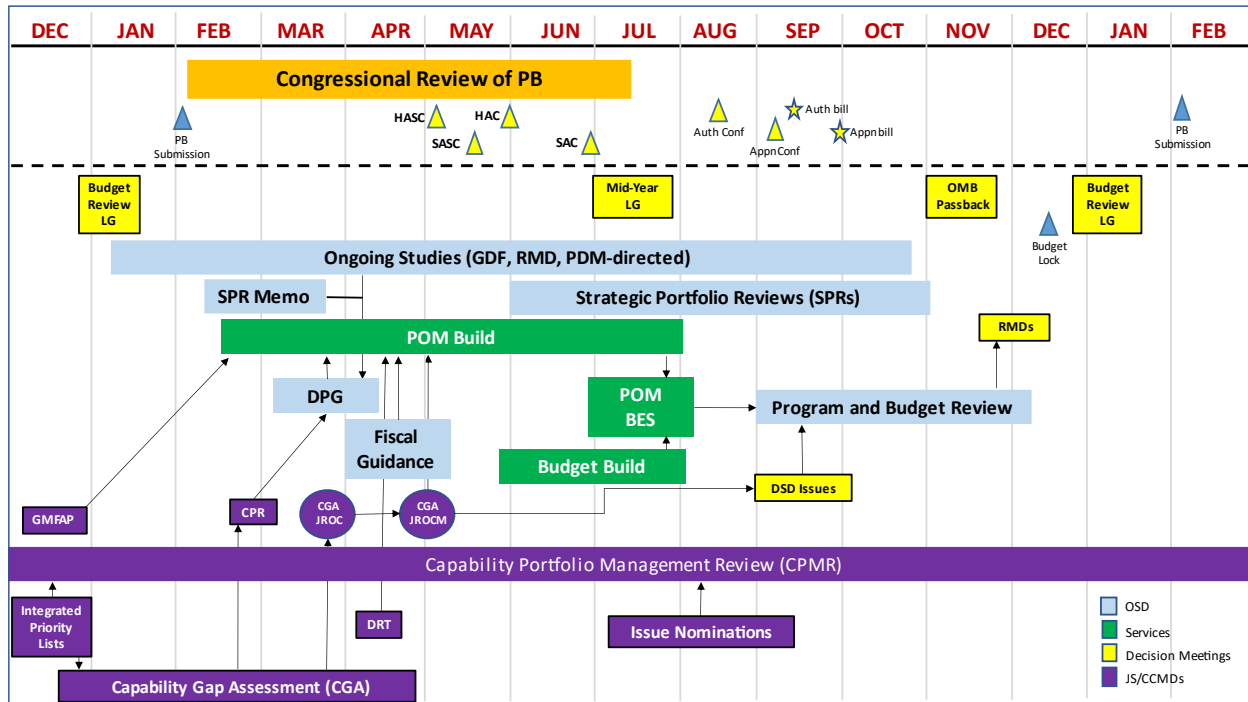


Figure 2. PPBE Process Overview

4. Section 010110, Chapter 1, Vol. 2A, of the DoD Financial Management Regulation (DoD FMR) requires OUSD(C), CAPE, JS, CCMDs, and the CCMD Support Agents to meet annually to validate—and adjudicate, as necessary—all adjustments to CCMD resources.

5. Additional PPBE information on budget formulation, presentation, and execution can be accessed from the following web site: <<http://comptroller.defense.gov/fmr>>.

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## ENCLOSURE C

### THE CONGRESSIONAL BUDGET PROCESS

1. The Congressional Budget Process is the legislative mechanism whereby Congress authorizes programs and appropriates funds requested in the PB. This process begins with the submission of the PB on the first Monday in February and ends with enacted legislation. The Congressional Budget process links the Budgeting and Execution phases of the PPBE process.

2. Following submission of the PB, the Budget Committees begin hearings to examine economic assumptions and spending priorities in preparation for drafting the concurrent resolution on the budget. The Congressional Budget and Impoundment Control Act of 1974, as amended, provides Congress with a procedure establishing appropriate spending and revenue levels for each year. The congressional budget resolution provides the framework for subsequent legislative action on the annual appropriations bills, revenue measures, reconciliation legislation, and any other budgetary legislation. It sets levels of new budget authority and spending, revenue, and debt levels. After floor action, the budget resolution goes to conference.

a. Conferees reconcile House and Senate differences and produce a final agreement. The final agreement is then voted on by the House and Senate and, upon passage, becomes the concurrent budget resolution. The concurrent budget resolution is a self-governing document within the Congress and does not go to the President for signature. The Budget Act requires Congress to complete the concurrent budget resolution by April 15th of each year.

b. While the Budget Committees work to pass a budget resolution, the authorization and appropriations committees are holding hearings on the programs under their jurisdiction. The authorization and appropriations bills are usually passed during the summer and the fall in preparation for the beginning of the new FY.

3. Committee/Subcommittee. When a bill is introduced, it is referred to a committee. The committee may ask DoD for written comments on the measure.

a. Hearings are conducted to gather information and views from DoD officials. Committees receive testimony from SecDef, CJCS, CCDRs, Service Chiefs, Services Secretaries, CNGB, and other officials. Witnesses summarize submitted statements and respond to questions from members. The primary defense oversight committees that conduct hearings are the Senate Armed

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Services Committee; House Armed Services Committee; Senate Appropriations Committee, Subcommittee on Defense; and the House Appropriations Committee, Subcommittee on Defense. Several other committees and subcommittees may also conduct hearings. After testimony, witnesses may be required to respond in writing to additional questions for the record.

b. Following hearings on introduced bills, committees meet to markup legislation. For defense bills, these markups usually take place during the March–June period. The purpose of these meetings is to decide whether the bill should be amended, and whether it should be referred to the full House or Senate for a vote. DoD will often discuss important issues with members or staff prior to the markup. Amendments can be minor or major. If the committee votes to report the bill, it will also submit a document—the “Committee Report”—that explains the bill’s purposes and provisions.

4. Educating Congressional Stakeholders. A number of methods and means are used to communicate with congressional stakeholders on the contents of the annual Defense bills. Preparations begin before defense oversight committees report out their bills. The goal is to provide information and education to shape provisions in line with the Administration’s position.

a. Appeals. The DoD has a formal process for “appealing” legislative language and/or funding provisions contained in House- and Senate-passed versions of bills. The process—under the control of USD(C) for budgetary appeals and OSD Legislative Affairs for authorization appeals—may begin after markup. The intent is to influence conference action on the bill in support of DoD’s priorities.

b. In addition to the formal appeals process, the DoD may contact members and staff, or may provide written communications from the SecDef or other high-ranking DoD officials. Note that the OMB must clear all written communications to Congress relating to legislation.

c. President’s Position. Generally, the White House may express its views on a measure to be considered on the floor of the House or Senate in a written document called a “Statement of Administration Policy.” OMB—which represents the President—will prepare this document in consultation with DoD.

5. Congressional Votes. After a committee reports a bill to the full body, the bill will be debated and possibly amended by the members, and passed. Generally, bills are passed first by the House, and then referred to the Senate for action.

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6. Conference. A bill cannot become law until signed by the President. The President can only sign a bill that has been passed in exactly the same form by the House and the Senate. “Conference” is the process of House and Senate meetings at which differences between similar bills are negotiated. The goal is to produce a single measure that both chambers can pass to send to the President for signature. Each chamber is represented by a number of conferees—almost always from the committee(s) that originally reported the bill.

7. Presidential Action. In general, bills may originate in either chamber of Congress; however, appropriations bills and bills for raising revenue must originate in the House. When a bill has been agreed to in identical form by both chambers without amendment by the Senate, or by House concurrence with the Senate amendments, by agreement in both bodies to the conference report, a copy of the bill is enrolled for presentation to the President. When the President signs a bill, it becomes public law.

a. If both the House and Senate pass exactly the same bill, the bill is presented to the President. The President has 10 days in which to sign the bill. If the President vetoes the bill, the Congress may override his decision by a two-thirds vote in both the House and Senate.

b. After a Defense appropriations bill becomes law, DoD may propose certain spending be cancelled (a rescission) or reprogrammed for another use. Congressional oversight committees must approve a rescission within 45 days of continuous session after receipt of the proposal or the funds must be made available for obligation.

c. If appropriations legislation is not enacted in time for FY operations to begin, a continuing resolution (CR) may provide agencies the authority to continue operations until the appropriations bill is enacted. Like Appropriations bills, a CR must be passed by both the House and Senate and signed into law by the President.

8. Budget Execution. The FY begins on 1 October. Budget authority is granted to agencies through an apportionment system regulated by OMB. OMB apportions [distributes] funds to DoD and other agencies by time periods or activities over the duration of the appropriation. OUSD(C) then issues funding authorization documents to DoD Components, who make allotments, obligate funds, and request supplemental appropriations and reprogramming. A supplemental appropriations bill provides funds in addition to the regular appropriations level when the need is too urgent to be postponed until the next regular appropriations act. Supplementals often arise when an emergency

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(e.g., disaster relief, contingency operations, or war) requires immediate funding.

9. Budget Review and Audit. DoD is responsible for ensuring obligations incurred and resulting outlays adhere to congressional legislation. OMB appraises program and financial reports and keeps abreast of DoD efforts to attain program objectives. The Government Accountability Office regularly audits, examines, and evaluates DoD programs, and may report its findings to Congress.

10. Web sites for Congressional reference documents:

- a. <<http://www.house.gov>>.
- b. <<http://www.senate.gov>>.
- c. <<http://www.congress.gov>>.
- d. <<http://www.access.gpo.gov>>.

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## ENCLOSURE D

### REFERENCES

- a. Title 10, U.S. Code, Armed Forces (sections 151–156, 161–168)
- b. DoDD 7045.14, 25 January 2013, “The Planning, Programming, and Budgeting System,” incorporating Change 1, 29 August 2017 (under revision)
- c. DoDD 5100.1, 21 December 2010, “Functions of the DoD and Its Major Components,” incorporating Change 1, 17 September 2020
- d. CJCSI 3100.01E, 21 May 2021, “Joint Strategic Planning System.”
- e. CJCSI 5123.01I, 30 October 2021, “Charter of the Joint Requirements Oversight Council and Implementation of the Joint Capabilities Integration and Development System”
- f. DoD 7000.14-R Volume 2, “Budget Formulation and Presentation”
- g. DoD 7000.14-R Volume 3, “Budget Execution – Availability and Use of Budgetary Resources”

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## GLOSSARY

### PART I – ABBREVIATIONS AND ACRONYMS

BES	Budget Estimate Submission
CAPE	Cost Assessment and Program Evaluation
CCDR	Combatant Commander
CCMD	Combatant Command
CGA	Capability Gap Assessment
CJCS	Chairman of the Joint Chiefs of Staff
CNGB	Chief, National Guard Bureau
CPA	Chairman's Program Assessment
CPR	Chairman's Program Recommendation
CR	continuing resolution
CRA	Chairman's Risk Assessment
DepSecDef	Deputy Secretary of Defense
DoD	Department of Defense
DMAG	Deputy's Management Action Group
DRT	Directed Readiness Tables
DPG	Defense Planning Guidance
FCB	Functional Capabilities Board
FY	fiscal year
FYDP	Future Years Defense Program
GFM	Global Force Management
GFMAP	Global Force Management Allocation Plan
IAW	in accordance with
IPL	Integrated Priority List
JCB	Joint Capabilities Board
JROC	Joint Requirements Oversight Council
JS	Joint Staff
JSPS	Joint Strategic Planning System
NGB	National Guard Bureau
NIPRNET	Non-classified Internet Protocol Router Network
NMS	National Military Strategy
OMB	Office of Management and Budget

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OSD	Office of the Secretary of Defense
OUSD(C)	Office of the Under Secretary of Defense (Comptroller)
PB	President's Budget
PBR	Program and Budget Review
POM	Program Objective Memorandum
PPBE	Planning, Programming, Budgeting, and Execution
RMD	Resource Management Decision
SecAF	Secretary of the Air Force
SecArmy	Secretary of the Army
SecDef	Secretary of Defense
SIPRNET	SECRET Internet Protocol Router Network
SOF	special operations forces
SPR	Strategic Portfolio Review
USCYBERCOM	U.S. Cyber Command
USSOCOM	U.S. Special Operations Command

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## PART II – DEFINITIONS

Authorization Bill – Legislation that establishes or continues the legal operation of a program or agency for a period of time; sanctions a particular type of obligation or expenditure; limits the amount of budget authority provided; or authorizes the appropriation of funds as necessary. Under House and Senate rules, the appropriation for a program or agency may not be considered until the authorization has been considered.

Appropriations Bill – An appropriation may generally be described as statutory provision that provides budget authority, permitting a federal agency to enter into financial agreements that obligate the Treasury to make payments. Appropriations bills, which provide definite dollar amounts for specific purposes over finite amounts of time, must originate in the House.

Budget Estimate Submission – The proposed budget submission to OUSD Comptroller, by the Military Departments and Defense Agencies outlining how they intend to use allocated resources for the next year. Also called BES.

Chairman’s Program Assessment – Provides the Chairman of the Joint Chiefs of Staff’s personal appraisal on alternative program recommendations and budget proposals to the Secretary of Defense. The Chairman’s Program Assessment comments on the risk associated with the programmed allocation of Defense resources and evaluates the conformance of Program Objective Memorandums to the priorities established in strategic plans and combatant commander’s priority requirements. Also called CPA.

Chairman’s Program Recommendation – Provides the Chairman of the Joint Chiefs of Staff’s (CJCS’s) personal recommendations to the Secretary of Defense (SecDef) for the programming and budgeting process before publishing the Joint Planning Guidance, in accordance with title 10, U.S. Code. The CPR articulates programs the CJCS deems critical for the SecDef to consider when identifying Department of Defense (DoD) priorities and performance goals in the programming guidance and emphasizes specific recommendations that will enhance joint readiness, promote joint doctrine and training, improve joint warfighting capabilities, and satisfy joint warfighting requirements within DoD resource constraints and within acceptable risk levels. Also called CPR.

Continuing Resolution – A joint resolution cleared by the Congress and approved by the President to provide new budget authority for federal agencies and programs to continue operations pending Presidential signature of the regular appropriations act. Also called CR.

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Chairman's Risk Assessment – In accordance with title 10, U.S. Code, chapter 5, section 153(d), the Chairman's Risk Assessment (CRA) provides the Chairman of the Joint Chiefs of Staff's assessment of the military strategic risk to executing objectives outlined in the *National Security Strategy* and military risks associated with executing the missions called for in the *National Military Strategy*. The CRA is developed in consultation with the Joint Chiefs of Staff and the Combatant Commanders. Also called CRA.

Defense Readiness Tables – Annual Secretary of Defense guidance that directs specific levels of force readiness for operations and guides wartime availability in both planning and execution. Provides a common tool for senior leaders, operators, planners, and programmers to balance risk in relation to near-term Global Force Management requirements, long-term readiness and modernization, and wartime availability. Also called DRT.

Fiscal Guidance – The Secretary of Defense's topline fiscal control provided to each of the Military Departments and Components for use in preparing their Program Objective Memorandums. Also called FG.

Future Years Defense Program – The official document and database summarizing forces and resources associated with Department of Defense programs. The Future Years Defense Program is updated and published at least two times during an annual Planning, Programming, Budgeting, and Execution process to coincide with submission of the Program Objective Memorandum, Budget Estimate Submission, and President's Budget. Also called FYDP.

Global Force Management Allocation Plan – A Secretary of Defense-approved document that authorizes force allocation and deployments in support of CCDR force requirements.

Integrated Priority List – A list of Combatant Commanders' and the Chief, National Guard Bureau's highest priority requirements, prioritized across Service and functional lines. They define shortfalls in key programs that may adversely affect the combatant commander's mission. Each Combatant Command and the National Guard Bureau submit an Integrated Priority List annually (reference (e)). Also called IPL.

Issue Papers – Based on review of the Services' Program Objective Memorandums, major issues are outlined and developed by the Office of the Secretary of Defense staff, Department of Defense Components, Combatant Commanders, the Chief, National Guard Bureau, and the Joint Staff that have broad policy, force, program, or resource implications. Also called IPs.

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Joint Capability Board – A flag officer board, established by the Joint Requirements Oversight Council, to assist it in carrying out its duties and responsibilities. Also called JCB.

Joint Requirements Oversight Council – The Joint Requirements Oversight Council (JROC) conducts requirements analyses, validates mission needs and key performance parameters, and develops recommended joint priorities for those needs. The JROC validates the command, control, communications, computers, and intelligence certification of mission needs and operational requirements documents for conformance with joint policy, doctrine, architectural integrity, and interoperability standards. The JROC advises the Chairman of the Joint Chiefs of Staff on the requirements and capability needs (reference (f)).

Joint Strategic Planning System – The primary means by which the Chairman of the Joint Chiefs of Staff, in consultation with the other members of the Joint Chiefs of Staff and the Combatant Commanders, carries out his statutory responsibilities to assist the President and Secretary of Defense (SecDef) in providing strategic direction to the Armed Forces; prepares strategic plans; prepares and reviews contingency plans; advises the President and SecDef on requirements, programs, and budgets; and provides net assessment on the capabilities of the U.S. Armed Forces and its allies. Also called JSPS.

Major Budget Issues – Key budget issues remaining unresolved to the satisfaction of the Combatant Commanders and Service Chiefs at the end of the budget review. Also called MBIs.

Management Initiative Decision 913 – Implemented the two-year Planning, Programming, Budgeting, and Execution Process on 22 May 2003.

Military Departments – The Departments of the Army, Navy, and Air Force (see also Armed Services).

National Military Strategy – The *National Military Strategy* (NMS) is the Chairman of the Joint Chiefs of Staff's central strategy document. It translates policy guidance into Joint Force action and assists the Secretary of Defense in providing for the strategic direction of the armed forces by providing an implementation framework for plans, force management, posture, force development, and force design. The NMS provides the strategic framework for the prioritization for planning and resource allocation and the distribution of risk. Also called NMS.

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Planning, Programming, Budgeting, and Execution – The Department of Defense’s cyclic process for determining requirements and allocating resources. Also called PPBE.

President’s Budget – The annual budget submitted by the President to Congress for approval. The President’s Budget is ultimately prepared by the Office of Management and Budget and includes the Defense Budget. Also called PB.

Program Objective Memorandum – Recommendations from the Services and Defense Agencies to the Secretary of Defense concerning how they plan to allocate resources to meet planning and programming guidance.

Rescission – An item in an appropriations bill canceling budget authority previously appropriated but not spent. Repeal of a previous appropriation by the Congress at the request of the President to cut spending or because the budget authority is no longer needed.

Resource Management Decisions – Document that contains the resources decisions made during the program/budget review. Resource Management Decisions are coordinated with the Joint Staff, Military Departments, Combatant Commands, and National Guard Bureau and approved by the Secretary of Defense or Deputy Secretary of Defense. Also called RMDs.

Services – See Armed Services.

Statement of Administration Policy – A statement of the Administration's position on a piece of legislation at various stages of its consideration by the Congress. Also called SAP.

Strategic Portfolio Review – Formerly known as Front End Assessments, these are Secretary of Defense-approved studies on selected topics that need to be addressed during a program/budget review cycle.