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## CHAIRMAN OF THE JOINT CHIEFS OF STAFF INSTRUCTION



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### IMPLEMENTING JOINT FORCE DEVELOPMENT AND DESIGN

References: See Enclosure E.

1. Purpose. This instruction provides the Joint Staff with policy and direction on executing Chairman of the Joint Chiefs of Staff (CJCS) Joint Force Development and Joint Capability Development responsibilities specified in Title 10, U.S. Code, Chapter 5, section 153. Joint Force Development and Design (JFDD) combines the interrelated and complementary elements of force development and force design to achieve the Chairman's vision. JFDD supports strategic priorities, enables the Joint Force to maintain its competitive advantage, improves and enhances force posture, and increases Joint Force agility and responsiveness in a changing operating environment.

2. Superseded/Cancellation. None.

3. Applicability. This instruction applies to the Joint Staff, Services, Combatant Commands (CCMDs), National Guard Bureau (NGB), and Defense Agencies.

4. Policy. Paragraphs (a)(5) and (a)(6) of Title 10, U.S. Code, section 153 (reference a) direct the Chairman in matters relating to the following:

a. Joint Capability Development. Identifying new joint military capabilities; performing military net assessments; advising the Secretary of Defense (SecDef) on new and alternative joint military capabilities and program recommendations and recommending appropriate trade-offs; assessing joint military capabilities; and identifying, approving, and prioritizing gaps.

b. Joint Force Development. Developing joint doctrine; formulating policies and technical standards; executing actions for joint training; formulating policies for military education; formulating policies for concept development and experimentation; analyzing and prioritizing gaps in capabilities; and formulating policies for joint lessons learned.

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c. JFDD requires senior-level direction, purposeful alignment, and effective integrating mechanisms to execute these force development activities. Aligning these independent, but related, activities will enable the Joint Force to rapidly address capability, capacity, and readiness gaps identified in strategic analysis; maintain a competitive advantage in the future security environment; and provide rigorous assessments to formulate the Chairman's military advice to the SecDef.

5. Definitions. See Glossary.
6. Responsibilities. See Enclosure D.
7. Summary of Changes. None. This is a new instruction.
8. Releasability. UNRESTRICTED. This directive is approved for public release; distribution is unlimited on the Non-Secure Internet Protocol Router Network. Department of Defense (DoD) Components (including 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>. Joint Staff activities may also obtain access via the Secret Internet Protocol Router Network directives Electronic Library Web sites.
9. Effective Date. This INSTRUCTION is effective upon receipt.

For the Chairman of the Joint Chiefs of Staff:



GLEN D. VANHERCK, Lt Gen, USAF  
Director, Joint Staff

Enclosures:

- A—Guidance for Joint Force Development and Design
- B—Directing Joint Force Development and Design
- C—Executing Joint Force Development and Design
- D—Responsibilities
- E—References
- GL—Glossary

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## ENCLOSURE A

### GUIDANCE FOR JOINT FORCE DEVELOPMENT AND DESIGN

1. Purpose. This instruction describes an integrated approach for aligning Joint Force Development and Design (JFDD) processes and procedures across DoD. This approach will accelerate development of alternative operating approaches, support the rapid acquisition of innovative capabilities to close critical gaps, and posture the Joint Force to maintain competitive advantages against our adversaries. JFDD operates in tandem with global integration (reference b) and the Joint Capabilities Integration and Development System (JCIDS) (reference c).
2. Scope. This instruction will not repeat existing policy for executing Title 10 force development functions. Rather, it describes *how* the Joint Force guides, aligns, synchronizes, and integrates these functions to achieve development and design objectives established by senior leadership. Existing force development instructions shall be modified or supplemented as needed to align with this policy.
3. Strategic Guidance. The family of strategic guidance documents provides direction and guidance to the Joint Force for planning, programming, and execution of operations.
  - a. National Defense Strategy (NDS). In the NDS (reference d), the SecDef articulates how DoD contributes to the vital national interests laid out in the President's National Security Strategy (NSS) (reference e). The NDS calls for a rapid iterative approach to capability development that will reduce costs, technology obsolescence, and acquisition risk. This approach will enable DoD to accelerate its response to changes in the security environment, build a more lethal force (in collaboration with allies and partners), and make it harder for competitors to counter our systems.
  - b. National Military Strategy (NMS). Figure 1 depicts the central idea and foundational principles of the current NMS (reference f). The NMS is the Chairman's central military strategy and planning document across the continuum of strategic direction, which spans three strategy horizons: force employment (0–3 years), force development (generally 2–7 years), and force design (generally 5–15 years). Force employment addresses planning, force management, and decision making to fulfill the defense objectives of the NDS. Force development adapts functions, capabilities, and concepts to improve the

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current Joint Force. Force design innovates to enable the Joint Force to do what it does differently to retain a competitive advantage against any adversary. The Joint Force must maintain a boxer's stance—with the strength, agility, endurance, resilience, flexibility, and awareness to fight and win against any potential adversary. The NMS explicitly tasks the Joint Staff to reinvigorate experimentation as an additional disciplined method of identifying and refining emerging capabilities, concepts, doctrine, and lessons learned.

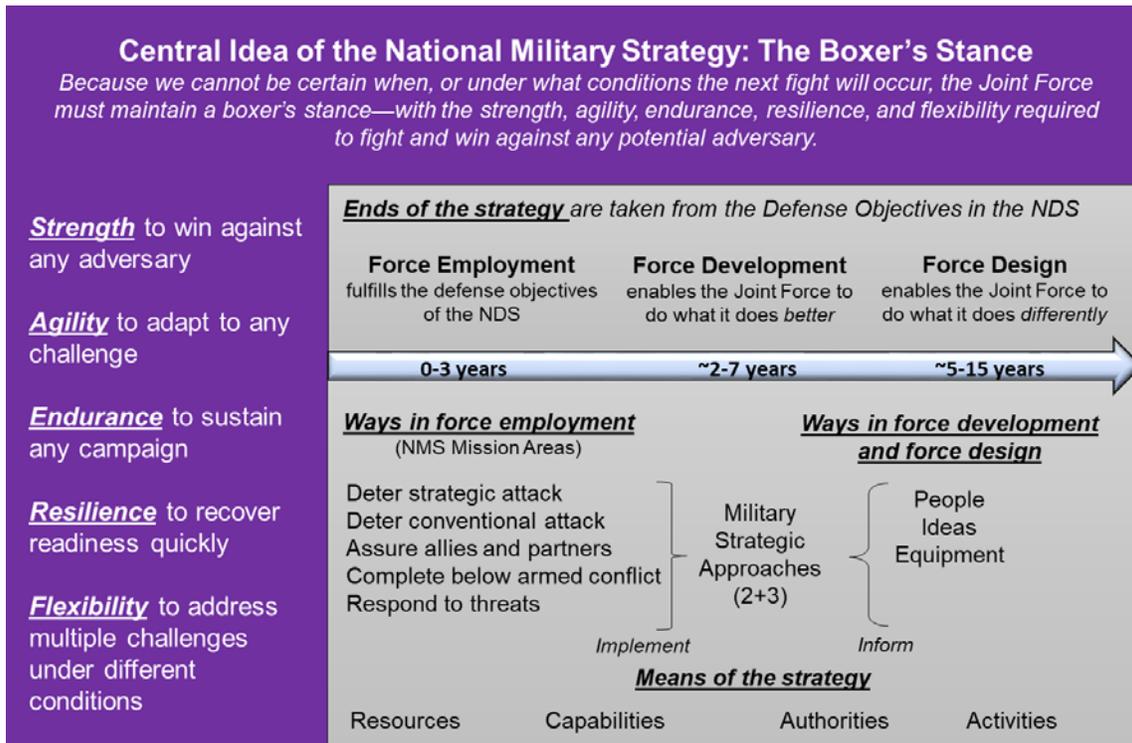


Figure 1. National Military Strategy

c. Capstone Concept for Joint Operations (CCJO). The Capstone Concept for Joint Operations (CCJO): Joint Force 2030 (reference g) is the Chairman's vision for a globally integrated, partnered Joint Force designed and able to out-think, out-maneuver, and out-fight any adversary under conditions of disruptive change. The CCJO institutionalizes a process of adaptation and innovation operationalized by a joint concept-driven, threat-informed approach to capability development (Figure 2). The CCJO drives resource decisions to achieve globally integrated operations (GIO). The vision requires the Joint Force to adapt current ways and means to meet near-term requirements, while innovating to change organizations, operational approaches, and capabilities in order to operate in fundamentally different and disruptive ways. The approved

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CCJO implementation plan (reference h) contains joint function annexes describing functional implications and tasks necessary to adapt current practices to support a joint concept-driven, threat-informed capability development approach.

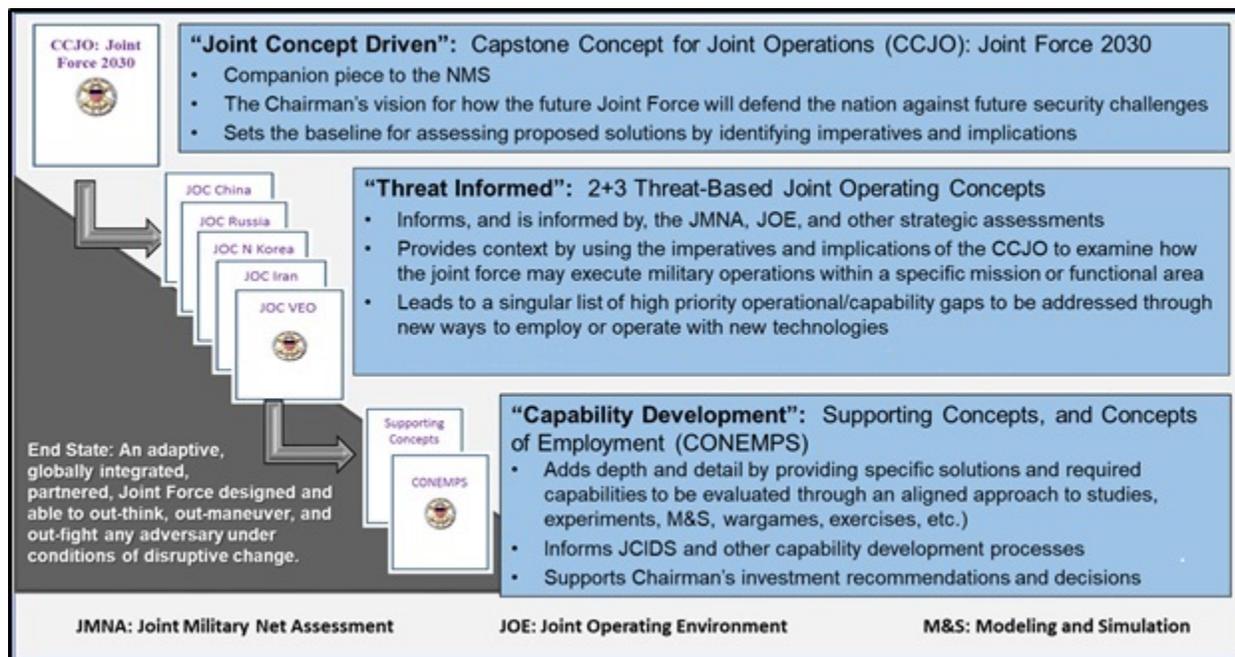


Figure 2. Concept-Driven, Threat-Informed Capability Development

d. Joint Strategic Planning System (JSPS). The JSPS (reference i) is the method by which the Chairman fulfills his responsibilities under Title 10, U.S. Code, maintains a global perspective, and provides military advice for the SecDef and President. The JSPS aligns products and processes to support the Chairman’s six primary statutory functions, including managing Joint Force development and fostering joint capability development.

4. Joint Force Development and Design (JFDD). JFDD is a deliberate, iterative, and continuous process of planning and developing the current and future Joint Force through concept development, assessment, and capability development. JFDD supports NSS and NDS priorities of modernization, streamlined acquisition, achieving sufficient capacity, improving readiness, and retaining a full-spectrum force. JFDD provides the Joint Force a balanced set of capabilities and capacities to maintain a competitive advantage over any threat in the future security environment. As a key component of force development and design, exercises provide the means to test joint concepts and, when feasible, include experimentation by providing a realistic

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environment to assess emergent capabilities. Incorporating emergent technologies and concepts into the exercise program fuels the innovation that informs force design and will enable the Joint Force to do what it does in fundamentally different and disruptive ways. Together, experimentation, exercises, war games, analysis, and a close relationship with capability developers will yield an integrated, “concepts to capabilities” approach to rapidly apply innovative ideas and disruptive technologies for competitive advantage.

a. Joint Force Development. Joint Force Development provides a structured mechanism for adapting and applying current functions, capabilities, and concepts to improve and evolve the strength, agility, endurance, resilience, flexibility, interoperability, and awareness of the current force to improve operational readiness and effectiveness, generally within a 2–7 year timeframe.

b. Joint Force Design. The Joint Force constantly innovates to discover new ways of operating and integrating revolutionary capabilities that maintain and expand our competitive space against potential adversaries, generally 5–15 years into the future. Force Design enables the Joint Force to adapt to future challenges through experimentation, prototyping, and other applications of technologically advanced methodologies and materiel. The Family of Joint Concepts (FoJC) is the primary vehicle to identify future capability requirements and inform JFDD processes.

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## ENCLOSURE B

### DIRECTING JOINT FORCE DEVELOPMENT AND DESIGN

“...a rapid iterative approach to capability development will reduce costs, technology obsolescence, and acquisition risk. This approach, a major departure from previous practices and culture, will allow the Department to more quickly respond to changes in the security environment and make it harder for competitors to offset our systems.” (NDS)

“The vision (in the NDS) requires the Joint Force to adapt our current ways and means to meet near-term requirements. At the same time we must innovate, making fundamental changes to organizations, operational approaches and capabilities to operate in different and disruptive ways.”(CCJO: JF 2030)

Figure 3. Strategic Direction for Joint Force Development and Design

1. Overview. Implementing GIO requires an integrated, responsive Joint Force approach in accordance with (IAW) the strategic direction summarized in Figure 3. It requires a mechanism to balance between current and future risks and generate analytically supported authorities, policy, planning, and investment recommendations to achieve and sustain competitive advantages. The NDS provides capability development priorities to address six critical challenges and eight key operational problems. The JFDD enterprise, as described in Enclosure C, will address these challenges and problems using a joint concept-driven, threat-informed approach to capability development.

2. Joint Force Development and Design Imperatives. The Joint Staff executes direction from the SecDef and Chairman’s direction to achieve a globally integrated Joint Force across the continuum of Joint Force employment, Joint Force development (adaptation), and Joint Force design (innovation). The critical requirements for success are as follows:

a. Align JFDD activities across DoD in support of the Deputy’s Management Action Group (DMAG) and Tri-Chair priorities.

b. Bring forward concepts and strategies for endorsement by the Operations Deputies (OpsDepts) and Joint Chiefs of Staff (JCS) Tank.

c. Validate joint requirements through the Joint Capabilities Board (JCB)/Joint Requirements Oversight Council (JROC).

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d. Inform investment decisions to accelerate the development and application of alternative approaches and innovative capabilities in order to close shortfalls identified in the Joint Military Net Assessment (JMNA).

e. Develop a JFDD Campaign Plan to synchronize disparate actions and activities across the Department and align them against identified areas of most significant concern, leveraging applicable ally and partner programs, projects, and initiatives that align with JFDD priorities.

f. Coordinate with the Intelligence Community (IC) and incorporate IC analysis of the future threat environment into JFDD.

g. Execute a CJCS-directed Globally Integrated War Game (GIWG) series as an enterprise environment to efficiently evaluate and assess operational needs and capabilities, as prioritized by the DMAG.

h. Execute a Globally Integrated Exercise (GIE) series to assess readiness for contingencies and validate or uncover vulnerabilities in operational plans and mature joint concepts.

i. Execute tasks and responsibilities outlined in current Chairman of the Joint Chiefs of Staff instructions (CJCSIs) for the Chairman's Title 10 force development functions, as modified by this instruction.

3. Management and Direction. In order to respond to strategic priorities in a timely and comprehensive manner, JFDD requires senior-level direction, purposeful alignment, essential integrating mechanisms, and the elimination of "stovepipes" that often impede integrated execution. The SecDef, with the advice of the Chairman, sets the Department's policies and objectives and defines the roles of the Department's senior leadership in executing force development and design strategies and resourcing.

a. As depicted in Figure 4, the DMAG, Tri-Chair, OpsDepts/JCS, JCB/JROC, and JFDD Integration Board are the principal governing bodies for directing, prioritizing, and aligning JFDD activities and validating joint requirements across the Joint Force, within the strategic framework established in the NDS, NMS, and CCJO.

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b. The DMAG (reference j) is co-chaired by the Deputy Secretary of Defense (DepSecDef) and Vice Chairman of the Joint Chiefs of Staff (VCJCS), with the Secretaries of the Military Departments, Chiefs of the Military Services, Chief of the NGB, and DoD Principal Staff holding standing invitations. The DMAG establishes priorities, ensures alignment, and directs JFDD activities. The DMAG's membership facilitates continuous awareness, alignment, and coordination with the JROC process.

c. The Tri-Chair, consisting of the Director of Cost Assessment and Program Evaluation (CAPE), Office of the Under Secretary of Defense for Policy (USD(P)), and the Joint Staff's Director, J-7 and Director, J-8 (DJ-7 and DJ-8, respectively), oversees execution of DMAG JFDD guidance; ensures conceptual ideas are tested and validated or invalidated; identifies relevant emerging insights; and coordinates experiments, war games, exercises, and analysis to align across the Joint Force.

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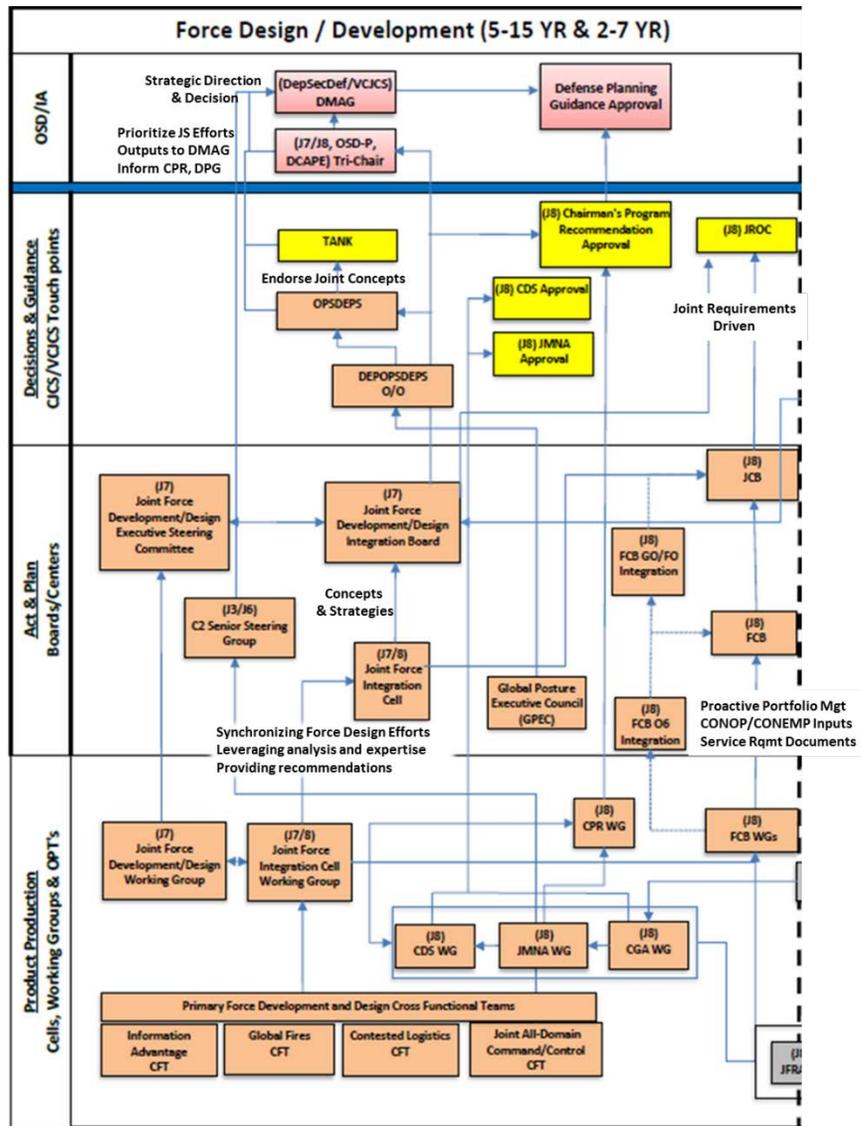


Figure 4. JFDD Governance Framework

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d. The Force Development and Design Integration Board (FDDIB), chaired by the DJ-7 with oversight by the Director, Joint Staff (DJS) and representation from all Joint Staff Directors (J-Dirs), advises the DMAG, Tri-Chair, and Joint Staff on the alignment and integration of innovative concepts and capabilities across experiments, war games, exercises, and analysis. The FDDIB endorses the prioritized and synchronized Force Development and Design (FDD) evaluation, receives presentations on findings from synthesized analysis and reporting, and brings FDD recommendations to the Tri-Chair and DMAG.

e. The Executive Steering Committee (ESC) is chaired by the DJ-7 and consists of force development principals from the Services, with participation and input from the J-Dirs, NGB, CCMDs, and Office of the Secretary of Defense (OSD) organizations, as required, to inform, leverage, and synchronize ongoing and proposed concepts, war games, experimentation, and exercises in support of DMAG direction.

f. The Joint Force Integration Cell (JFIC) ensures proactive cross-functional Joint Staff coordination of force development and design efforts to close future concept and capability gaps. Informed by the Services, CCMDs, OSD, IC, and multinational partner activities, the JFIC supports the JFDD process by leveraging analyses and expertise on concepts and capabilities to provide alignment across the Joint Staff and external organizations. J-7 and J-8 co-lead the JFIC supported by subject-matter experts from across the Joint Staff, the Joint Force Development Team (JFDT), Functional Capabilities Boards (FCBs), OSD, and the Services.

g. The JFDT leverages systematic, cross-functional, and cross-Service assessments that introduce alternative concepts and innovative technologies to close Joint Force capability gaps. The JFDT supports the JFIC and JFDD process with analysis and technology assessments designed to inform capability recommendations. The JFDT partners with the Joint Staff, OSD, Services, CCMDs, IC, multinational partners, industry, academia, and other design and innovation centers to produce Service-agnostic solutions.

4. Governance Battle Rhythm. The JFDD governance battle rhythm is depicted in Table 1. This battle rhythm applies to the Joint Staff, with Service and CCMD participation as appropriate, based on the subject matter. In addition, the criticality and scope of JFDD issues may require vetting at meetings of the Deputy Operations Deputies, OpsDepts, and CJCS. Processes, procedures, and governance responsibilities for the Chairman's Title 10 Force Development functions are codified in respective CJCSIs. These distinct

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governance bodies develop recommendations and decisions for senior leaders reflecting the collective judgment of the community of interest for each function. To the greatest extent practicable, these existing governance bodies will adapt their annual battle rhythms to ensure responsiveness to DMAG direction, guidance, and priorities.

<b>Governance Forum</b>	<b>Frequency</b>	<b>Office of Primary Responsibility</b>
DMAG	Weekly	Chaired by DepSecDef and VCJCS; attended by senior leaders from the Services and CCMDs.
Tri-Chair	Weekly	Chaired by the Director of CAPE, USD(P), and Joint Staff (DJ-7/DJ-8); attended by senior leaders from the Services and CCMDs.
Force Development and Design Integration Board	Biweekly	Chaired by DJ-7; attended by Joint Staff Directors/Vice Directors and designated planners/action officers (AOs).
JROC	Weekly/As Needed	Chaired by VCJCS; attended by Vice Service Chiefs, DJ-8, and OSD principals, CCMDs, and FCB Chairs as necessary.
Executive Steering Committee	Biannually	Chaired by DJ-7; attended by the Services, CCMDs, Joint Staff, NGB, and OSD FDD principals.
Joint Force Integration Cell	Weekly	Co-chaired by J-7 and J-8 general/flag officers; attended by planners, AOs, and subject-matter experts from across the Joint Staff, JFDT, FCBs, OSD, and Services.

Table 1. Governance Battle Rhythm

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## ENCLOSURE C

### EXECUTING JOINT FORCE DEVELOPMENT AND DESIGN

1. Purpose. This enclosure describes how the Chairman's force development functions will support joint concept-driven, threat-informed capability development through increased alignment of priorities, planning, and execution of force employment, development, and design activities. Most of the functions and activities described in this enclosure already operate IAW approved policy for each specific function. However, the CCJO: 2030 Implementation Plan (reference h) tasks the Joint Staff to modify existing joint functions and associated JFDD processes as needed to achieve a joint concept-driven, threat-informed capability development approach. The purposeful alignment and integration of JFDD functions, activities, and assessments will produce alternative operating approaches, promote continuous process improvements, and advocate advanced capability solutions based on rigorous testing and analysis.

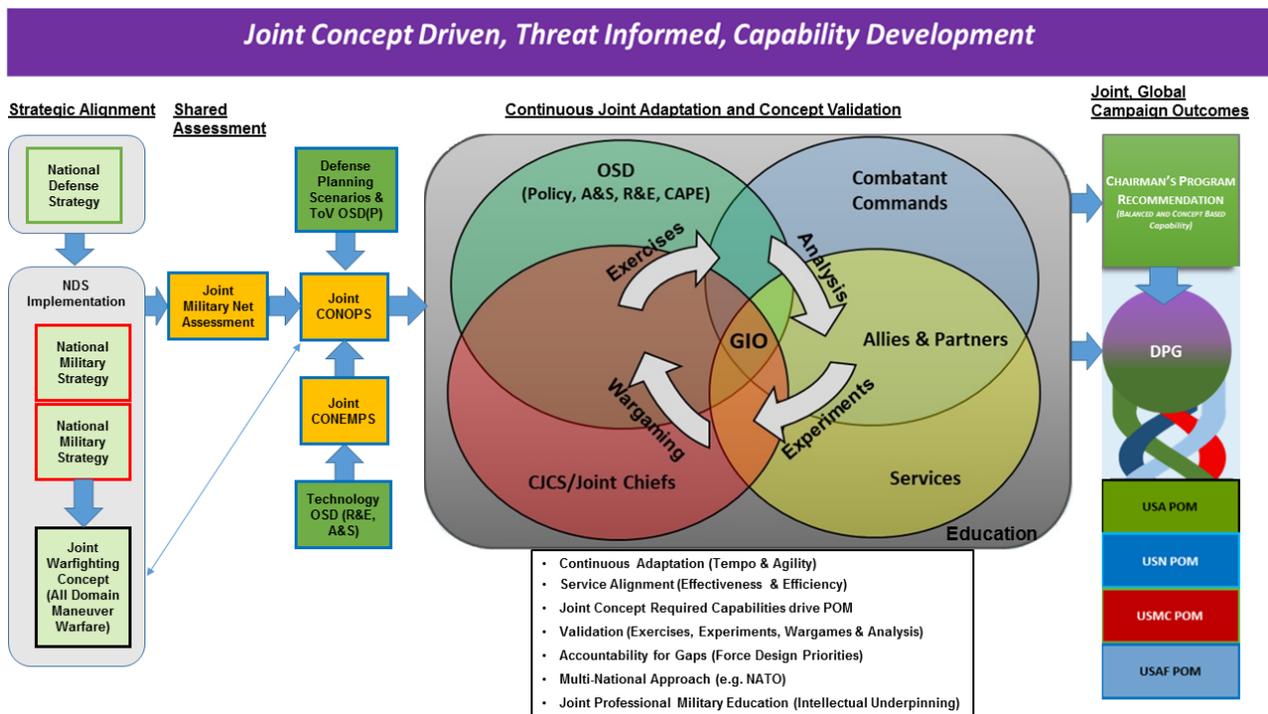


Figure 5. Joint Force Development and Design Framework

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## 2. Joint Force Development and Design (JFDD) Framework

a. As depicted in Figure 5, JFDD is a system of functions, processes, and alignment mechanisms that operate synergistically to produce timely, relevant capability recommendations. These recommendations improve near-term capacity, capability, and readiness and inform senior leader decisions. A continuous innovation process, linked to the NMS and global campaign plans (GCPs), provides the framework for integrating and aligning Joint Force development and design activities across the Joint Staff in concert with OSD, Services, CCMDs, the IC, other U.S. Government agencies, and multinational partners.

b. Develop Transformational Concepts. The Joint Force develops and rapidly implements transformational ideas and concepts that address priority challenges within the context of GIO, great power competition, disruptive technology, and the accelerating pace of change. The Joint Staff implements and manages an integrated campaign of learning that aligns training and exercises with war games, experiments, tests, analysis, and technology demonstrations to innovate, gain, and maintain advantage in the future against all threats by exploring ways to develop and evaluate concepts that drive capability development. Continuous outputs from this campaign of learning address Joint Force challenges, establish priorities, and inform CJCS and SecDef decisions.

(1) The Future Operating Environment. A common understanding of the future operating environment (FOE) 15–20 years into the future establishes the foundation for joint concept-driven, threat-informed capability development. The JFDD enterprise collaborates with the Futures and Intelligence communities (including the Defense Intelligence Agency (DIA), Joint Staff J-2 Directorate, National Intelligence Council, Services, and selected allies and partners) in developing intelligence-driven Joint Force implications, as expressed in the Joint Strategic Assessment (JSA), Joint Operating Environment (JOE), and the Gamechangers studies.

(2) Joint Concepts. Joint concepts (reference k) extend the strategic framework of the NMS by envisioning future challenges and proposing alternative approaches for addressing the NDS critical challenges. Joint concepts propose alternative operational methods and related capabilities to maintain military advantage against current and emerging threats across the strategic continuum of force employment, development, and design to yield an

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integrated, “concepts to capabilities” approach to rapidly integrate innovative ideas and disruptive technologies for competitive advantage.

(3) Joint and Service Concept Alignment. Joint and Service concepts are built on the foundational idea that the Joint Force requires synchronized all-domain operations to win in a contested operating environment. The JFDD enterprise will work closely with the Services and CCMDs, as well as allies and partners, to align future operational approaches in support of GIO, integrated joint solutions, and shared learning from Joint, Service, CCMD, OSD, and allies and partner studies, exercises, war games, and experiments.

c. Concept of Operations (CONOPS) and Concept of Employment (CONEMP). The Joint Force must innovate quickly to stay ahead of adversary operational concepts, commercial advances, technological developments, and illicit technology transfer. CONOPS and CONEMPs enable development and testing of alternative approaches for competition and conflict by accounting for emerging technologies, identifying and exploiting asymmetries in operational concepts, and validating solutions through rigorous testing and evaluation. CONOPS and CONEMPs apply joint concepts within specific operational and threat contexts focused on the integration of emergent or innovative technology into the Joint Force of today. They also establish a baseline from which to conduct experiments and generate campaign and mission-level insights that inform investment decisions for the future Joint Force. CONOPS are informed by related work of Services, CCMDs, allies and partners, and other agencies and will establish a baseline for conducting comparative assessments.

3. Test and Refine Ideas. As depicted in Figure 6, the JFDD enterprise incorporates, leverages, and tests DoD emergent or innovative technologies within a collaborative discovery and evaluation architecture. This enterprise approach examines specific problems, tests viability of concept ideas, conducts and synthesizes analysis, and provides recommendations to senior leaders. The methodology aligns and incentivizes experimentation and wargaming activities that feed GIWG design, execution, and assessments while concurrently creating feedback loops across DoD, allies and partners, industry, and academia.

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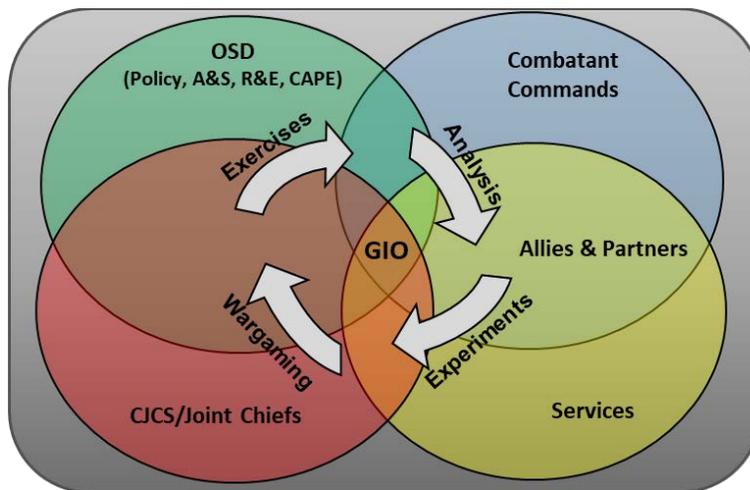


Figure 6. Innovation Enterprise Approach

a. Align and Conduct Joint Experimentation. Joint experimentation provides a disciplined method for identifying, testing, and refining innovative operating concepts, CONOPS, CONEMPs, and capabilities to win now and in the future. Joint Staff J-7 will lead development, execution, and governance of a DMAG-approved joint experimentation plan to enable the Joint Staff to inform strategic decision-making and expand Joint Force competitive advantage over time. The experimentation plan assesses, aligns, and prioritizes joint-related experimentation across Services, CCMDs, the Joint Staff, OSD, and allies and partners.

b. Align and Conduct Exercises. Joint and Service exercises provide a realistic environment to evaluate joint concepts; test and assess U.S., coalition, and partner emergent capabilities; and provide insight to develop war game scenarios. Integrating emergent technologies and concepts in the exercise program fuels the innovation that drives force development and informs force design within the Joint Force and, potentially, partner nations. Exercises are an important part of a synchronized, deliberate evaluation program that functions within a campaign of learning approach to meet the imperatives of the CCJO. GIEs are a vital element of our efforts to prepare for competition and potential conflict with our adversaries. They rehearse the wider Joint Force in the development and delivery of military options and advice to civilian leadership.

c. Align and Conduct Wargaming. Wargaming provides a forum for applying innovative thinking and creativity to identify and address opportunities, gaps, and seams in the Joint Force's ability to conduct

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operations in the FOE. Wargaming also explores ways to enhance the Joint Force's ability to defend critical infrastructure from adversary attacks and assure the ability to command and control globally integrated forces across all domains. When feasible, outputs of an integrated wargaming framework are incorporated into GIEs to evaluate new concepts and capabilities likely to manifest within the next 2–7 years. Through an integrated wargaming framework, including input from allies and partners, the Joint Force can better align Joint and Service concepts to balance investments to achieve operational and strategic objectives. The GIE and GIWG series will examine the Joint Force's ability to deploy, employ, project power, and produce required effects in a joint and partnered response to NDS, NMS, and Joint Strategic Campaign Plan (JSCP)-directed efforts. Incorporating experimentation and emergent technologies into the exercise program spurs innovation that may possibly enable the Joint Force to operate in fundamentally different and disruptive ways. The complementary GIWG program will examine emerging problems further in the future and give CCMDs and Services a dedicated laboratory to test capabilities in a joint scenario to inform their long-term investment and requirements development strategies. The insights gained from these events will add depth of analysis to inform Joint Staff input to Defense Planning Guidance (DPG).

d. Align and Conduct Joint Analysis. Joint analysis consists of focused quantitative and qualitative studies and analytics to test and refine alternative concepts. Joint analysis will utilize conceptual ideas to define a future warfighting scenario or scenarios of interest. It will examine existing analyses that assessed warfighting performance in those environments and formulate a plan in the form of a hypothesis based on conceptual approaches that has an expected result of improving performance in those scenarios. Outcomes of joint analysis will lead to Joint Force capability recommendations to senior leaders and will further refine concepts and iterate analyses.

e. Align and Conduct Allies and Partner Capability Development. Allies and partners are a net source of strength, providing access, threat-specific perspectives, and complementary military capabilities and capacity. Ally and partner capability development is an enabler of competitive advantage by providing a construct for sharing resources in collaborative force development efforts that produce interoperable solutions to common JMNA shortfalls.

4. Implement Capability Solutions. The JFDD enterprise will produce exercise, experimentation, wargaming and analysis results and objective, data-driven, and analytically rigorous recommendations as the evidentiary basis for initial

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production and acquisition of new capabilities for the Joint Force, or for adapting existing capabilities through changes to doctrine, organization, training, materiel, leadership and education, personnel, facilities, and policy. This includes adaptive doctrine (reference l) and leader development (references m and n) processes, complementary multinational capability development guided by the Multinational Capability Development Campaign program of work, and enhanced joint training (references o and p). Additionally, JFDD spurs innovation through collaborative partnerships with the DoD research, development, test and evaluation community, industry, academia, allies and partners, and defense innovation programs such as the Warfighting Lab Incentive Fund (WLIF).

5. Integrate Across the Joint Staff. As a part of global integration, the Joint Staff organizes, aligns, and leverages FDD efforts and continuously assesses progress toward priority force development objectives. The J-Dirs facilitate inputs and collaboration for JFDD through a system of boards, cells, centers, and working groups to manage prioritization, integration, and assessment over time. This integrated approach guides JFDD activities to produce deliverables that are timed, sequenced, and responsive to the JSPS battle rhythm; maximize impact on the Chairman's Program Recommendation (CPR); and shape joint requirements for CCMD and Service implementation.

a. Inform the Joint Capabilities Integration and Development System (JCIDS). JFDD activities identify and test potential solutions, inform joint assessments, and facilitate submissions to JCIDS for action. JCIDS validates and approves capability requirements for development and investment, while responding to "quick-win" opportunities to accelerate development and fielding of capabilities to the Warfighter. This requires near-term and long-term portfolios that balance employment, development, and design of the Joint Force.

b. Integrate Policy and Strategy. Through development of the JOE, threat-based joint operating concepts (JOCs), the rehearsal of global integration of DoD activities in GIEs, and exploration of alternative approaches in GIWGs, the JFDD informs strategy, planning, and policy (specifically, development of the NDS, NMS, Chairman's Risk Assessment (CRA), Globally Integrated Base Plans, and GCPs).

c. Synchronize Future Technology Development and Exploration. In coordination with OSD, CCMDs, and Services, the JFDD enterprise evaluates emerging technologies that have the greatest potential to satisfy future force

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requirements and FDD priorities. Additionally, Joint Staff J-7 leads and coordinates execution of the OSD-funded WLIF program to integrate advanced capabilities to address near-term and future force requirements.

d. Integrate and Align Allies and Partners Force Development and Design. The JFDD enterprise implements, coordinates, and integrates international force development IAW strategic guidance and CJCS objectives. Integrating JFDD efforts with allies and partners improves prioritization of interoperability gaps between partner nations, improves mission capability, and influences concept and force development efforts. This shared responsibility provides a key competitive advantage, ensuring unity of effort required to secure political and military objectives and meet collective defense treaty obligations.

6. Conduct Integrated Assessments. The JFDD enterprise contributes to a number of studies, analyses, exercises, war games, and assessments of the strategic environment that address threats, challenges, opportunities, and risks and inform the Chairman's best military advice. Strategic assessments, such as the Annual Joint Assessment (AJA), JMNA, Joint Staff Independent Risk Assessment, CRA, and OSD's Strategic Portfolio Reviews (SPRs), help determine the Joint Force's current ability to meet security challenges using forecasted requirements. Integrated exercises and assessments simulate warfighting at all levels, discover gaps or weaknesses within these simulations, test potential materiel and non-materiel solutions to these gaps, and increase interoperability through these solutions. These efforts inform the CPR to develop, design, and program a future force that maintains our competitive advantage against global adversaries. Additionally, OSD's Defense Planning Scenarios are used for comparative analysis of threat-based scenarios and resource-informed operational plans to inform force employment, force development, and force design recommendations for capability development.

a. Annual Joint Assessment (AJA). The Chairman's AJA Survey is the Joint Staff's central data collection and analytical mechanism for synthesizing and assessing CCMD and Service perspectives on current posture, capability gaps, and risk. The Joint Staff develops survey questions regarding concepts, training, and exercises. The AJA drives the development of multiple JSPS products, including the Chairman's Net Assessments, JSA, Capability Gap Assessment, CRA, Joint Strategic Intelligence Estimate (JSIE), Joint Logistics Estimate, and JMNA.

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b. Joint Strategic Intelligence Estimate (JSIE). The JSIE defines and assesses the near-term and future global threat environment, including the perspectives of the CCMDs and Services. The Director for Intelligence, J-2, publishes the JSIE to support the CRA, JMNA, FoJC, and Global Force Management (GFM).

c. Joint Military Net Assessment (JMNA). The JMNA compares Joint Force capabilities and capacity against current global security threats. This comparison provides a baseline assessment and possible areas for defense innovation. The JMNA is a comprehensive assessment of Joint Force capability, capacity, and readiness to execute the NMS, through the lens of Joint Concepts, through the Future Years Defense Program (FYDP). JMNA synthesizes the AJA, Joint Force Sufficiency Assessment (JFSA), Capability Gap Assessment, Joint Force Readiness Review, Joint Personnel Estimate, Joint Logistics Estimate, and JSIE into an overarching view of comprehensive joint readiness. Ultimately, the JMNA informs CJCS recommendations about strategic, programmatic, budgetary, and force development choices. Chapter Four of the JMNA, derived from JFDD activities, assesses the Joint Force's trajectory towards the Chairman's vision as expressed in the CCJO. The assessment determines the alignment of current and projected Joint Force capabilities and concepts to the critical characteristics of each imperative to determine the trajectory toward Joint Force 2030 in the current FYDP.

d. Joint Force Sufficiency Assessment (JFSA). The JFSA is the annual process to identify, assess, and make recommendations regarding shortfalls in Joint Force capacity, readiness, and availability within the GFM process. It consists of a near-term assessment of the Joint Force's ability to meet Directed Readiness Tables and a far-term (end of FYDP) assessment of the Joint Force's ability to meet strategic goals as identified in the NDS and DPG. The results inform planning, programming, budgeting, and strategy development processes and solutions to force sufficiency issues. The assessment does not assess root causes; instead, it highlights areas meriting further study.

e. Chairman's Program Recommendation (CPR). The CPR is the Chairman's direct input to the DPG and represents his advice to the SecDef on capability investments to ensure the Joint Force maintains competitive advantages over its adversaries. The JFDD enterprise provides timely and relevant input to the CPR through analytically supported inputs to the JMNA and Chairman-directed studies.

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f. Strategic Portfolio Reviews (SPRs). SPRs identify and analyze critical issues for leadership consideration. The Director of CAPE leads SPRs, and review teams include a broad cross-section of stakeholders with substantial Service participation. These reviews inform program objective memorandum submissions and allow DoD leadership to tighten the linkage between strategy and program. SPRs are DoD's primary analytical activity to support the annual Program/Budget Review. JFDD analysis and recommendations inform, and are informed by, SPR results.

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## ENCLOSURE D

### 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 Chairman's FDD responsibilities specified in Title 10, U.S. Code, section 153.
2. Office of the Secretary of Defense (OSD). The SecDef, with the advice of the Chairman, sets the Department's policies and objectives and defines the roles of the Department's senior leadership in executing FDD strategies and resourcing.
  - a. Establishes priorities, ensures alignment, and directs JFDD activities through the DepSecDef-chaired DMAG.
  - b. Focuses strategic warfighting analysis on concept innovation, identifies relevant emerging insights, and ensures experiments, war games, exercises, and analysis are aligned across the Joint Force through a Tri-Chair, consisting of the Director of CAPE, USD(P), and the Joint Staff DJ-7 and DJ-8.
3. Chairman of the Joint Chiefs of Staff (CJCS)
  - a. Provides JFDD direction through the NMS, CCJO, and other guidance documents.
  - b. Develops, approves, and publishes the CCJO.
4. Vice Chairman of the Joint Chiefs of Staff (VCJCS)
  - a. Represents the Chairman as a member of the DMAG.
  - b. On behalf of the Chairman, approves joint concepts other than the CCJO.
5. Director, Joint Staff (DJS)
  - a. Chairs meetings of the OpsDepts to review and endorse draft joint concepts prior to submission to the JCS for review and approval.

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b. Oversees Joint Staff efforts to align with and execute DMAG direction and priorities.

c. Issues a DJS memorandum authorizing the initiation, development, and archival of joint concepts.

## 6. Director for Joint Force Development, Joint Staff (DJ-7)

a. Develops a DoD-wide approach to align JFDD and develops recommendations for review and decision by the DMAG.

b. Establishes policy and procedures for developing joint concepts, conducting joint training, developing and maintaining joint doctrine, coordinating and conducting joint professional military education (JPME), and integrating joint lessons learned.

c. Develops CONOPS and CONEMPs to support in-depth exercise, experimentation, wargaming, and analysis of alternative approaches and potential solutions required to implement the CCJO and joint concepts.

d. Develops, executes, and governs a DMAG-approved joint experimentation plan to assess, align, and prioritize joint experimentation across Services, CCMDs, Joint Staff, OSD, allies, and partners.

e. Designs and executes the GIE series to prepare the Joint Force for GIO through a campaign of learning, assessment of operational campaign plans, and the identification and closing of gaps related to Joint Force Development requirements.

f. Develops and executes the GIWG series to examine alternative operating models and capabilities to inform decisions on strategic choices by the DMAG and Tri-Chair.

g. Coordinates and advocates for JFDD solutions within the JCIDS process for consideration and decision by the JROC in order to ensure mutual support, eliminate redundancies, and implement DMAG guidance.

h. Serves as the Combatant Commanders Exercise Engagement and Training Transformation program manager for budget execution on behalf of the CCMDs and Services.

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i. Establishes policies and procedures to ensure U.S. participation in the development of allies and partners' joint doctrine, capability development, and terminology.

j. Identifies opportunities to evaluate and expand JFDD priorities and potential solutions in Service and CCMD war games, exercises, experiments, and other venues with allies and partners and presents recommendations to the DMAG.

k. Leads the WLIF program and governance structure.

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

a. Manages and serves as the Secretariat for the JROC.

b. Ensures concept-driven, threat-informed capability development assessments are incorporated in the annual JMNA and Chairman's-directed studies to inform the CPR.

c. Develops, in concert with the J-3, the JFSA to provide guidance to the Joint Force providers on capturing force sufficiency data during the annual GFM assessment process.

d. In support of the Under Secretary of Defense for Acquisition and Sustainment and the Defense Acquisition System, evaluates and proposes additional innovative ways and options for rapid capability development (requirements and acquisition).

e. In support of the Under Secretary of Defense for Research and Engineering, evaluates and aids in research, development, and prototyping activities across the DoD enterprise and ensures technology superiority.

f. Incorporates force development recommendations derived from studies, analyses, assessments, war games, experiments, and exercises into the CPR.

g. Coordinates JCIDS activities with the JFDD enterprise in order to minimize duplication of effort and identify Joint Force capability requirements that could inform or support proposed joint concepts.

h. Acts as the proponent for the Protection, Fires, and Movement and Maneuver Joint Functions.

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- i. Leads the Wargaming Incentive Fund program and governance structure.
- j. Participates in WLIF program governance boards.

8. All Joint Staff Directorates. In addition to contributing to JFDD by supporting force employment, development, and design activities and supporting the execution of an annual GIWG series focused on examining new ways to employ conceptual ideas and emerging technologies, Joint Staff directorates will perform the following tasks:

a. Director for Manpower and Personnel, Joint Staff (DJ-1). Provide advice on manpower and personnel to ensure maximum readiness and sustainability of the total force. Enhance total force readiness by identifying, analyzing, and advising on manpower and personnel issues. Provide insights into future composition of manpower options (for example, the All-Volunteer Force, Civilian Expeditionary Warfare, and artificial intelligence). Support the J-4 as the proponent for sustainment.

b. Director for Intelligence, Joint Staff (DJ-2). Act as the proponent for the intelligence joint function. In collaboration with DIA and Joint Staff J-7, integrate intelligence support to war games and CONOPS development through a common understanding of the FOE by integrating analysis from the JSIE, JSA, Gamechanger studies, and the JOE.

c. Director for Operations, Joint Staff (DJ-3). Act as the proponent for the information joint function and the co-proponent for the command and control (C2) joint function. Integrate campaign planning for capability development with current and future operations, under dynamic force employment, to reinforce desired effects of capability experiments, demonstrations, and tests. Develop concepts and capabilities for global joint C2 and information operations.

d. Director for Logistics, Joint Staff (DJ-4). Act as the proponent for the logistics joint function. Develop concepts and capabilities for logistics in contested environments.

e. Director for Strategy, Plans, and Policy, Joint Staff, DJ-5. During development of the CRA, considers the strategic and operation risk factors addressed in the FoJC.

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f. Director for Command, Control, Communications, and Computers (C4)/Cyber, Joint Staff (DJ-6). Act as the co-proponent for the C2 joint function. Identify, assess, validate, prioritize, and develop joint military C4/cyber capability requirements to ensure integrated and effective capabilities necessary to conduct joint operations.

9. Services, CCMDs, NGB, and Defense Agencies. As appropriate, support JFDD as follows:

a. 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.

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

c. Design and execute exercises that focus on priority threats and stress vertical and horizontal integration from the operational to the strategic national level, whether designated as a GIE or not.

10. President, National Defense University (NDU)

a. Per NDU policy (reference r), actively align NDU's core activities with JFDD efforts for the Joint Force.

b. Contribute to JFDD activities through the delivery of JPME curricula and through research in order to identify and advance solutions to current and emerging problem sets.

c. Where appropriate, incorporate JFDD developments into NDU's JPME curricula, including the Joint and Combined Warfighting School and Joint Advanced Warfighting School.

d. Incorporate JFDD requirements into NDU's Annual Research Plan.

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## ENCLOSURE E

### REFERENCES

- a. Title 10, U.S. Code, section 153
- b. CJCSI 3050.01 Series, “Implementing Global Integration”
- c. CJCSI 5123.01 Series, “Charter of the Joint Requirements Oversight Council (JROC) and Implementation of the Joint Capabilities Integration and Development System (JCIDS)”
- d. “2018 National Defense Strategy: Sharpening the American Military’s Competitive Edge,” January 2018
- e. “National Security Strategy of the United States of America,” December 2017
- f. 2018 National Military Strategy
- g. Capstone Concept for Joint Operations: Joint Force 2030
- h. CCJO: Joint Force 2030 Joint Staff Implementation, 30 June 2019
- i. CJCSI 3100.01 Series, “Joint Strategic Planning System”
- j. DoD Directive 5105.79, “DoD Senior Governance Councils, 19 May 2008
- k. CJCSI 3010.02 Series, “Guidance for Developing and Implementing Joint Concepts”
- l. CJCSI 5120.02 Series, “Joint Doctrine Development System”
- m. CJCSI 1800.01 Series, “Officer Professional Military Education Policy”
- n. CJCSI 1805.01 Series, “Enlisted Professional Military Education Policy”
- o. CJCSI 3500.01 Series, “Joint Training Policy for the Armed Forces of the United States”

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- p. CJCS Guide 3500.01, “Chairman’s Guidance for Training and Exercise Support to Global Integration,” 31 January 2019
- q. CJCSI 3150.25 Series, “Joint Lessons Learned Program”
- r. CJCSI 1801.01 Series, “National Defense University Policy”
- s. Joint Publication (JP) 1, “Doctrine for the Armed Forces of the United States,” 25 March 2013 (incorporating Change 1, 12 July 2017)
- t. JP 5-0, “Joint Planning,” 16 June 2017
- u. “Joint Operating Environment 2035: The Joint Force in a Contested and Disordered World,” 14 July 2016
- v. OSD report, “FY 2019-2020 Global Force Management Implementation Guidance,” 24 May 2019
- w. DepSecDef memorandum, “Warfighting Lab Incentive Fund and Governance Structure,” 6 May 2016

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## GLOSSARY

### PART I—ABBREVIATIONS AND ACRONYMS

*Items marked with an asterisk (\*) have definitions in PART II*

AJA	Annual Joint Assessment
AO	action officer
C2	command and control
C4	command, control, communications, and computers
CAPE	Cost Assessment and Program Evaluation
CCJO*	Capstone Concept for Joint Operations
CCMD	Combatant Command
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
CRA	Chairman's Risk Assessment
CRC*	concept required capability
CPR	Chairman's Program Recommendation
DepSecDef	Deputy Secretary of Defense
DIA	Defense Intelligence Agency
DJ-1	Director for Manpower and Personnel, Joint Staff
DJ-2	Director for Intelligence, Joint Staff
DJ-3	Director for Operations, Joint Staff
DJ-4	Director for Logistics, Joint Staff
DJ-5	Director for Command, Control, Communications, and Computers/Cyber, Joint Staff
DJ-7	Director for Joint Force Development, Joint Staff
DJ-8	Director for Force Structure, Resources, and Assessment, Joint Staff
DJS	Director, Joint Staff
DMAG	Deputy's Management Action Group
DoD	Department of Defense
DPG	Defense Planning Guidance
ESC	Executive Steering Committee

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FCB	Functional Capabilities Board
FDD	Force Development and Design
FDDIB	Force Development and Design Integration Board
FOE	future operating environment
FoJC*	Family of Joint Concepts
FYDP	Future Years Defense Program
GCP	global campaign plan
GFM	Global Force Management
GFMAP	Global Force Management Allocation Plan
GIE*	Globally Integrated Exercise
GIO	globally integrated operations
GIWG*	Globally Integrated War Game
GSA	Global Force Management Allocation Plan Sufficiency Assessment
IAW	in accordance with
IC	Intelligence Community
JCB	Joint Capabilities Board
JCS	Joint Chiefs of Staff
JCIDS	Joint Capabilities Integration and Development System
J-Dirs	Joint Staff Directors
JFDD*	Joint Force Development and Design
JFDT	Joint Force Development Team
JFIC	Joint Force Integration Cell
JFSA	Joint Force Sufficiency Assessment
JMNA	Joint Military Net Assessment
JOC*	joint operating concept
JOE*	Joint Operating Environment
JP	joint publication
JPME	joint professional military education
JROC	Joint Requirements Oversight Council
JSA	Joint Strategic Assessment
JSCP	Joint Strategic Campaign Plan
JSIE	Joint Strategic Intelligence Estimate
JSPS	Joint Strategic Planning System
JTS	joint training system

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NDS	National Defense Strategy
NDU	National Defense University
NGB	National Guard Bureau
NMS	National Military Strategy
NSS	National Security Strategy
OpsDepts	Operations Deputies
OSD	Office of the Secretary of Defense
POM	Program Objective Memorandum
SecDef	Secretary of Defense
SPR	Strategic Portfolio Review
SRSA	Strategic Requirements Sufficiency Assessment
USD(P)	Under Secretary of Defense for Policy
VCJCS	Vice Chairman of the Joint Chiefs of Staff
WLIF*	Warfighting Lab 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.)

Capstone Concept for Joint Operations (CCJO). The CCJO is the Chairman’s vision for a globally integrated, partnered Joint Force designed to fight and win under conditions of disruptive change. The CCJO guides innovative operational approaches and corresponding applications of capabilities and technology to ensure a competitive advantage against great power adversaries, regional powers, and terrorist groups.

concept of employment (CONEMP). Adds depth and detail to concepts of operations by providing specific solutions and required capabilities required to execute a specific mission, function, or task.

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 (CRC). A proposed capability derived logically from the concept’s central and supporting ideas and required for the concept’s execution. (CJCSI 3010.01 Series)

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.)

Family of Joint Concepts (FoJC). Provides a common view of the future operating environment, alternative methods of operating, and related capabilities to maintain military advantage against current and emerging threats (NMS, 2018)

Globally Integrated Exercise (GIE). A GIE is a type of exercise that leverages multiple CCMD exercises into a broader event under common objectives utilizing a shared scenario. A GIE adds global perspective and complexity to

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multi-CCMD events to create dilemmas that require decisions on prioritization, allocation, risk, and authorities across the entire Joint Force.

Globally Integrated War Game (GIWG). A Chairman-directed series of annual games designed to inform Joint Force development and design and support decisions on strategic choices by the DMAG and Tri-Chair. A GIWG examines how a globally integrated, partnered Joint Force achieves asymmetric strategic military advantage against a regional adversary with multiple stressors in other regions; identifies advantages, disadvantages, gaps, and seams in the Joint Force's ability to deploy and employ combat-ready forces in a contested environment to project power and produce required effects; develops alternative operating models and capabilities to inform resource decisions; and integrates and examines future joint and Service concepts.

global integration. Global integration is the arrangement of cohesive military actions in time, space, and purpose, executed, as a whole, to address transregional, all-domain, and multi-functional challenges.

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

joint concept-driven, threat-informed capability development. A new approach for developing a globally integrated, partnered Joint Force that is designed and able to out-think, out-maneuver, and out-fight any adversary under conditions of disruptive change. It will drive resource decisions to achieve GIO today and into the future. It will identify ways in which the Joint Force should adapt current ways and means to meet near-term requirements. Simultaneously, it develops innovative ways to change to organizations, operational approaches, and capabilities to operate in fundamentally different and disruptive ways.

Joint Force Development and Design (JFDD). The deliberate, iterative, and continuous process of planning and developing the current and future Joint Force through concept development, assessment, and capability development. The JFDD enterprise assesses the Joint Force strategic capabilities in comparison with our enemies and adversaries, measures our current capabilities against assumed strategic risk, and provides technological and operational solutions to bridge those gaps and sustain competitive advantage across two overlapping time horizons: 3–7 years for intermediate-term gaps (force development), and 5–15 years for long-term capability gaps (force design.)

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joint operating concept (JOC). JOCs are innovative operational approaches to threat-specific future challenges or opportunities.

Joint Operating Environment (JOE). The JOE establishes a baseline understanding of the future operating environment to set conditions for effective joint concept-driven, threat-informed capability development for DoD. It provides a perspective on future trends, contexts, and implications for future Joint Force commanders, other leaders, and professionals in the national defense field.

supporting joint concept. Adds depth and detail to joint operating concepts by providing specific solutions and required capabilities to be evaluated through an aligned approach to studies, experiments, modeling and simulations, war games, exercises, etc.

Warfighting Lab Incentive Fund (WLIF). WLIF 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. (DepSecDef memorandum, "Warfighting Lab Incentive Fund and Governance Structure," 6 May 2016)

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