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# **CHAIRMAN OF THE JOINT CHIEFS OF STAFF INSTRUCTION**



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J-7  
DISTRIBUTION: A, B, C

CJCSI 5120.02E  
6 November 2020

## **JOINT DOCTRINE DEVELOPMENT SYSTEM**

References: See Enclosure C.

1. Purpose. This instruction establishes policy to assist the Chairman of the Joint Chiefs of Staff (CJCS) (referred to as the Chairman, based on the context of use, for the remainder of the document) in developing joint doctrine for the employment of the Armed Forces of the United States in accordance with (IAW) Title 10, United States Code, Section 153 of reference a.
2. Superseded/Cancellation. Chairman of the Joint Chiefs of Staff Instruction (CJCSI) 5120.02D, "Joint Doctrine Development System," 5 January 2015, is hereby superseded.
3. Applicability. This instruction applies to the joint doctrine development community (JDDC). See Enclosure B.
4. Policy. This instruction establishes the role of joint doctrine and explains the responsibilities of the Joint Staff, Combatant Commands (CCMDs), Services, National Guard Bureau (NGB), Combat Support Agencies (CSAs), and other members of the JDDC for joint doctrine development.
5. Definitions. See Glossary.
6. Responsibilities. See Enclosure B.
7. Summary of Changes. Adds United States Cyber Command, United States Space Command, and United States Space Force, and identifies them and the NGB as JDDC voting members. Clarifies classification responsibilities during development and review. Changes signature authority from Director, Joint Staff, to Director, Joint Force Development (DJ-7).

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8. Releasability. UNRESTRICTED. This directive is approved for public release; distribution is unlimited on NIPRNET. DoD components (to include 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 SIPR directives Electronic Library websites.

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

For the Chairman of the Joint Chiefs of Staff:



ANDREW P. POPPAS, LTG, USA  
Director, Joint Staff

Enclosures:

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

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## ENCLOSURE A

### GENERAL

#### 1. Joint Doctrine Fundamentals

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

(1) Provides official advice, and requires judgment in application.

(2) Enhances the strategic, operational, and tactical effectiveness of the joint force by providing a common approach to operations among CCMDs, subordinate unified commands, joint task forces (JTFs), the Services, the NGB, and DoD agencies.

(3) Provides considerations for joint force commanders (JFCs) to coordinate with other entities to achieve unified action. It also includes a basis for interorganizational cooperation during joint and multinational operations by providing information to mission partners, including U.S. Government departments and agencies, international and nongovernmental organizations, and the private sector on the organization, capabilities, operating philosophies, and employment considerations of the Armed Forces of the United States.

(4) Advocates for what is most effective based on extant capabilities.

(5) Informs multinational joint doctrine (see reference b), terminology (see references b and c), and symbology (see reference d). Approved joint doctrine, terminology, and symbology provide the initial U.S. national position for multinational doctrine, terminology, and symbology development. Service doctrine may serve as the initial U.S. position only when single-Service issues are involved and no applicable joint doctrine, terminology, or symbology exist.

(6) Provides the foundation for joint culture and the basis for joint training.

(7) Provides instructional material for joint professional military education.

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

(9) Incorporates joint lessons learned and validated observations.

b. Joint doctrine is written for those who:

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

(2) Employ joint forces.

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

(4) Prepare forces for employment by combatant commanders, subordinate unified commanders, and JTF commanders.

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

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

c. Joint doctrine is approved by the Chairman or the DJ-7 and referred to as joint publications (JPs). JPs are developed in coordination among the JDCC, as listed in Figure B-1.

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

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

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f. Joint doctrine is official advice and should be followed, unless the commander determines exceptional circumstances dictate otherwise. It represents best practices and a basis to plan and conduct joint operations but does not replace or alter a commander's authority and is not a substitute for good judgment. When current doctrine no longer adequately addresses ongoing operations, commanders must identify required changes with justification, IAW reference b.

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

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

i. Joint doctrine should not include detail that is more appropriate in regulations and instructions; Service doctrine; standard operating procedures; Service and multi-Service tactics, techniques, and procedures; plans; or other publications.

j. Only approved joint doctrine will be used as the basis for U.S. national contributions to multinational doctrine development. When the multinational doctrine under development is tactical, and joint doctrine cannot provide a basis, Service or multi-Service doctrine may be considered. When U.S. forces participate in multinational operations, they should follow multinational doctrine and procedures ratified by the United States. Commanders will exercise judgment and may follow non-ratified multinational doctrine and procedures consistent with U.S. law, policy, and joint doctrine.

## 2. Joint Doctrine: The Relationship to Policy, Strategy, Training, Education, Lessons Learned, Concepts, and Multinational Doctrine

a. Doctrine and Policy. Policy directs and assigns tasks and forces, prescribes desired capabilities, and provides guidance to ensure the Armed Forces of the United States are prepared to perform their assigned roles. Policy

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informs joint doctrine, and joint doctrine makes policy and strategy more effective by providing a unified description of the principles of applying U.S. military power. Policy can create new roles and requirements for new capabilities, potentially requiring new doctrine. Joint doctrine enhances the operational effectiveness of the joint force by providing standardized terminology and symbology. Reference e is the capstone publication that provides doctrine for unified action by the Armed Forces of the United States. It bridges policy and doctrine by describing command relationships and authorities that military commanders use and other operational matters derived from reference a.

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

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

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

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## c. Doctrine and Training

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

(2) Reference i is a menu (or library) of joint tasks in a common language. It is the basic language used to develop a joint mission-essential task list. Universal joint tasks are based on extant capabilities and have a foundation in joint doctrine or validated joint concepts. Joint doctrine describes how a joint task is performed.

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

d. Doctrine and Education. Joint education and leader development are essential elements of shaping the joint force. Joint education is based on joint doctrine IAW references j and k. It develops the habits essential to the military professional's expertise in the art and science of warfare. Joint education should promote a career-long, doctrinally based, educational framework for the joint force.

e. Doctrine and Lessons Learned. The Joint Lessons Learned Program provides policy and procedures for the joint force to collect observations, analyze them, and then provide the analysis to the JDDC to improve the joint force's ability to plan, execute, and assess joint operations IAW reference l. Since joint operations provide the truest test of current joint doctrine, it is important to closely observe joint operations to identify and assess doctrinal strengths and weaknesses.

f. Doctrine and Concepts. Joint doctrine provides fundamental principles and guidance; describes operations with extant capabilities; and is subject to policy, treaty, and legal constraints. By comparison, concepts are unproven ideas that should be rigorously tested. In general terms, a concept contains a notion or statement that expresses how something might be done. Concepts should be developed with an understanding of existing doctrine and capabilities. Joint concepts examine military problems by describing how the joint force, using military art and science, may conduct joint operations,

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functions, and activities in response to a range of future challenges IAW references m and n. As concepts gain institutional acceptance and requisite capabilities are developed, validated elements of the concepts may be incorporated into joint doctrine.

g. Multinational Joint Doctrine, Terminology, and Symbology. The United States works with allies to develop multinational joint doctrine, terminology, and symbology. Prime examples are the North Atlantic Treaty Organization (NATO) Allied Joint Operations Doctrine Working Group, Military Committee Terminology Board, and Joint Symbology Panel efforts, which use processes similar to joint doctrine development processes. In this role, the Chairman exercises the U.S. responsibility to ensure coordination of these efforts and resolution of cases where it impacts joint doctrine, terminology, and symbology (see references o, p, q, and r).

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## ENCLOSURE B

### RESPONSIBILITIES

1. The Chairman of the Joint Chiefs of Staff. The Chairman develops doctrine for the joint employment of the Armed Forces of the United States IAW reference a.
  - a. The Chairman or DJ-7 approves all JPs and modifications to procedures in coordination with the other members of the Joint Chiefs of Staff and the JDDC.
2. The Joint Doctrine Development Community. The JDDC, listed in Figure B-1, consists of the Chairman, voting members (CCMDs, Services, the NGB, and Joint Staff J-7 [Joint Force Development]), and non-voting members (other Joint Staff directorates, CSAs, and others on a case-by-case basis). JDDC members will perform roles and responsibilities IAW reference b. Non-voting members present comments and positions through the Joint Staff J-7. Reference b explains the responsibilities of the JDDC members in greater detail.
3. Director, Joint Force Development, Joint Staff. The DJ-7 manages joint doctrine for the Chairman.
4. Chief, Joint Education and Doctrine, Joint Staff J-7, manages the Joint Doctrine Development System and executes the joint doctrine development functional process of joint force development for the DJ-7 IAW reference b. In this role, Chief, Joint Education and Doctrine:
  - a. Supports joint force development through the provision of joint doctrine.
  - b. Establishes and manages a system to process and coordinate all joint doctrine projects. This includes (but is not limited to) establishing and maintaining milestones for new projects, managing publication changes and revisions, and designating classification review authorities for classified publications, IAW reference b.
  - c. Develops, maintains, operates, and ensures accessibility of the Joint Electronic Library and Joint Electronic Library Plus.
  - d. Coordinates and manages the U.S. contribution to multinational joint doctrine development, terminology, and symbology. Additionally, Chief, Joint Education and Doctrine:
    - (1) Ensures U.S. positions on multinational joint doctrine, terminology, and symbology are consistent with U.S. joint doctrine.

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Enclosure B

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## Joint Doctrine Development Community

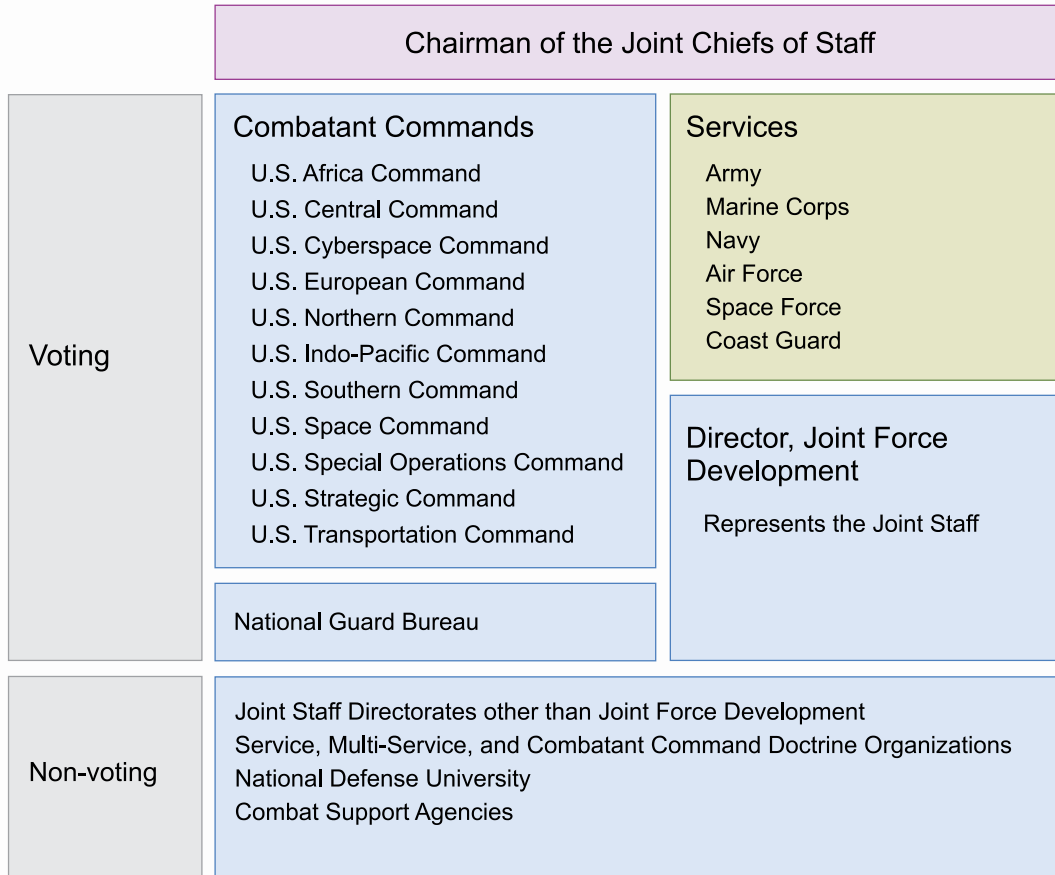


Figure B-1. Joint Doctrine Development Community

(2) Establishes policies and procedures to ensure U.S. participation in the development of multinational joint doctrine, terminology, and symbology.

(3) Serves as the Joint Staff doctrine sponsor (JSDS) for JP 1, Volume 1, “Joint Warfighting,” and Volume 2, “The Joint Force;” multinational joint doctrine; terminology; and symbology development IAW references b, d, g, and s.

(4) Establishes and presents a coordinated U.S. position to multinational joint doctrine, terminology, and symbology development projects.

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(5) Appoints the U.S. head of delegation to international conferences, meetings, and forums on multinational joint doctrine, terminology, and symbology.

(6) Provides the U.S. formal response to NATO operational standardization agreements for Allied joint doctrine IAW reference p.

e. Develops a program to educate the joint community and emphasize joint doctrine features, using various forms of media.

f. Manages the DoD terminology program IAW references g and s.

g. Recommends assignment of lead agents (LAs), technical review authorities, and JSDSs.

h. Implements policy changes and special study recommendations, after notice to the JSDS, the LA, and the JDDC.

5. Combatant Commanders, Service Chiefs, Chief of the National Guard Bureau, the Commandant of the United States Coast Guard, and other Joint Staff directors will:

a. Identify a point of contact for specific joint doctrine development process actions.

b. When assigned as the JSDS, LA, or technical review authority, verify security classification markings are correct for all documents used in joint doctrine development actions.

c. Assist in developing U.S. and multinational joint doctrine, terminology, and symbology projects, to include assuming LA duties IAW reference b.

d. Send an O-6 or civilian-equivalent representative to semiannual Joint Doctrine Planning Conferences.

6. Commander, United States Special Operations Command, will:

a. Fulfill the responsibilities listed in paragraph 5.

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

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7. Commander, United States Cyber Command, will:
  - a. Fulfill the responsibilities listed in paragraph 5.
  - b. Develop joint cyberspace operations doctrine for the CJCS IAW Section 167.b of reference a and this instruction.
8. Commander, United States Space Command, will:
  - a. Fulfill the responsibilities listed in paragraph 5.
  - b. Develop joint space operations doctrine for the CJCS IAW Section 9082 of reference a and this instruction.
9. Combat Support Agencies will:
  - a. Identify a point of contact for specific joint doctrine development process actions.
  - b. Assist in developing joint doctrine projects, to include verification or determination of classification of draft JPs for which they serve as the technical review authority.
  - c. Participate in semiannual Joint Doctrine Planning Conferences.
  - d. Ensure agency capabilities, roles, and tactics are accurately described IAW reference b.

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## ENCLOSURE C

### REFERENCES

- a. Title 10, United States Code
- b. Chairman of the Joint Chiefs of Staff Manual 5120.01 Series, “Joint Doctrine Development Process”
- c. “DOD Dictionary of Military and Associated Terms”
- d. Military Standard 2525, “Joint Military Symbolology”
- e. JP 1, Volume 1, “Joint Warfighting”
- f. JP 1, Volume 2, “The Joint Force”
- g. Department of Defense Instruction 5025.12, “Standardization of Military and Associated Terminology”
- h. CJCSI 3500.01 Series, “Joint Training Policy for the Armed Forces of the United States”
- i. The UJTL Task Development Tool (UTDT) at <https://utdt.js.mil>.
- j. CJCSI 1800.01 Series, “Officer Professional Military Education Policy (OPMEP)”
- k. CJCSI 1805.01 Series, “Enlisted Professional Military Education Policy”
- l. CJCSI 3150.25 Series, “Joint Lessons Learned Program”
- m. CJCSI 3010.02 Series, “Guidance for Developing and Implementing Joint Concepts”
- n. CJCSI 5123.01 Series, “Charter of the Joint Requirements Oversight Council (JROC) and the Implementation of the Joint Capabilities Integration and Development System (JCIDS)”
- o. Allied Administrative Publication (AAP)-47, “Allied Joint Doctrine Development”

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p. AAP-3, “Directive for the Production, Maintenance, and Management of NATO Standardization Documents”

q. CJCSI 2700.01 Series, “Rationalization, Standardization, and Interoperability (RSI) Activities”

r. NATO Term, the Official NATO Terminology Database

s. CJCSI 5705.01 Series, “Standardization of Military and Associated Terminology”

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## GLOSSARY

### PART I -- SHORTENED WORD FORMS (ABBREVIATIONS, ACRONYMS, AND INITIALISMS)

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

AAP	Allied administrative publication
CCMD	combatant command
CJCS	Chairman of the Joint Chiefs of Staff
CJCSI	Chairman of the Joint Chiefs of Staff instruction
CSA	combat support agency
DJ-7	Director, Joint Force Development
DOD	Department of Defense
IAW	in accordance with
JDDC (*)	joint doctrine development community
JFC	joint force commander
JP (*)	joint publication
JSDS	Joint Staff doctrine sponsor
JTF	joint task force
LA	lead agent
NATO	North Atlantic Treaty Organization
NGB	National Guard Bureau

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## PART II -- TERMS AND DEFINITIONS

Joint doctrine. Fundamental principles that guide the employment of United States military forces in coordinated action toward a common objective and may include terms, tactics, techniques, and procedures. (DOD Dictionary. Source: CJCSI 5120.02)

Joint doctrine development community. The Chairman of the Joint Chiefs of Staff; Joint Staff; combatant commands; Services; National Guard Bureau; combat support agencies; National Defense University; United States Element, North American Aerospace Defense Command; and Chairman of the Joint Chiefs of Staff-controlled activities. Also called JDDC. (Upon approval of this revised directive, this definition will modify the existing definition and be incorporated into the DoD Dictionary.)

Joint Doctrine Development System. The system of lead agents, Joint Staff doctrine sponsors, primary review authorities, coordinating review authorities, technical review authorities, assessment agents, Joint Doctrine Planning Conferences, procedures, and the hierarchical framework designed to initiate, develop, approve, and maintain joint publications. (Upon approval of this revised directive, this definition will modify the existing definition and be incorporated into the DoD Dictionary)

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

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