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CHAIRMAN OF THE JOINT CHIEFS OF STAFF INSTRUCTION

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CJCSI 5711.01D
12 September 2022

ACTION PROCESSING POLICIES AND PROCEDURES

References:

See Enclosure D

1. Purpose. This instruction:

a. Establishes policy, assigns responsibilities, and provides procedures for the assignment, development, staffing, coordination, and approval of Joint Staff (JS) actions to assist the Chairman of the Joint Chiefs of Staff (CJCS) in accordance with reference a.

b. Establishes the Enterprise Task Management Software Solution (ETMS2) as the official JS task management tool, replacing the Joint Staff Action Processing-NextGen (JSAP-N) system.

2. Superseded/Cancellation

a. CJCS Instruction (CJCSI) 5711.01C, "Policy on Action Processing," current as of 6 June 2013, is hereby superseded.

b. Joint Staff Instruction (JSI) 5711.01E, "Action Processing," 24 May 2013 is hereby canceled.

c. CJCSI 5711.02C, "Delegation of Approval Authority," 30 November 2012 is hereby canceled.

d. Joint Staff Notice 5711, "Interim Guidance Using the Joint Staff Action Process," 17 December 2021 is hereby canceled.

3. Applicability. This instruction governs the activities of the Joint Staff in support of the CJCS; Vice Chairman of the Joint Chiefs of Staff (VCJCS); Director, Joint Staff (DJS); or Vice Director, Joint Staff (VDJS) (collectively, the "Top 4"), and its relationship with the Services, Combatant Commands (CCMDs), and Defense Agencies in developing JS actions. It applies to all JS

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Directorates and to other authorized users of ETMS2, to include action officers (AOs), Military Secretariats (MILSECs), and Executive Assistants (EAs).

4. Policy

a. The CJCS is the primary senior military adviser to the President, National Security Council (NSC), Homeland Security Council (HSC), and Secretary of Defense (SecDef). In presenting advice with respect to any matter, the CJCS, as deemed appropriate, informs the President, NSC, HSC, or SecDef of the range of military advice and opinions and present dissenting or differing advice from the Joint Chiefs of Staff (JCS). Subject to SecDef authority, direction, and control, the CJCS is the spokesperson for the Combatant Commanders (CCDRs), especially on operational requirement of their commands.

b. In support of the statutory responsibility for CJCS to present advice reflecting the best possible military judgment, the Joint Staff prepares clear, concise, precise, and timely actions presenting the position of the CJCS and Joint Staff. The Joint Staff ensures documents maintain consistent style, tone, and format and that actions adhere to standards for packaging, production, submission, approval, and distribution (see reference b for guidance on creating JS documents).

c. The Joint Staff uses ETMS2 to manage the assignment, development, coordination, approval, distribution, and archiving of taskers and, in accordance with references a and i, soliciting the input of the CCMDs and Services.

(1) Use of ETMS2 enforces version control and accountability by providing a single official location for the most current version of products, a record of coordination and approval, and the ability to track progress.

(2) Even in instances where requirements for a timely response justify hand-carrying a copy of an action to senior leaders, a tasker with a record copy of the action is created in ETMS2 for version control and accountability purposes.

5. Responsibilities. See Enclosure A.

6. Definitions. Additional definitions may be found in the Glossary.

a. Action. A collection of documents assembled to facilitate producing correspondence or answering a task. A JS action typically includes a JS Form

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136, implementing documents (e.g., letters, memos, reports), and supporting documents necessary for a principal to make a decision or take an action.

b. Tasker. An electronic record of a JS task. The tasker includes any initiating documentation; the documents comprising the action; and records of assignment, coordination, approval, and disposition.

c. Task. A specific request assigned to an office of primary responsibility (OPR).

d. Implementer. A document (typically a memo, letter, report, or form) to be signed or approved in response to a task that puts a decision, plan, order, agreement, or other action into effect.

7. Summary of Changes. This revision of CJCSI 5711.01:

a. Incorporates and cancels the JSI 5711.01 Series and CJCSI 5711.02 Series.

b. Updates guidance to reflect replacement of JSAP-N with ETMS2.

c. Moves information on correspondence preparation to reference b.

d. Clarifies the suspense assignment and suspense extension process.

e. Removes guidance on JS collateral duties.

f. Updates references.

8. Releasability. UNRESTRICTED. This directive is approved for public release; distribution is unlimited on the Non-classified Internet Protocol Router Network (NIPRNET). Department of Defense (DoD) Components (including the Combatant Commands (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) Directives Electronic Library websites.

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

For the Chairman of the Joint Chiefs of Staff:

A handwritten signature in black ink, appearing to read "George M. Wikoff", written over a horizontal line.

GEORGE M. WIKOFF, RADM, USN
Vice Director, Joint Staff

Enclosures:

- A – Responsibilities
- B – Joint Staff Action Processing
- C – Delegation of Approval Authority
- D – References
- GL – Glossary

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ENCLOSURE A

RESPONSIBILITIES

1. Joint Staff. The Joint Staff responds to taskers by producing JS actions, in accordance with this instruction and reference b, in order to assist CJCS and the other members of the JCS—subject to CJCS authority, direction, and control—in carrying out their responsibilities.

2. Joint Secretariat. The Secretary, Joint Staff (SJS) has overall responsibility for management and administration of JS actions. The Office of the SJS (OSJS) is also responsible for developing and maintaining currency of policy and procedures for creating, managing, and processing taskers and JS actions. OSJS is responsible for meeting external suspense dates.

a. Actions Division. The Actions Division (AD) is the focal point for action processing on the Joint Staff. AD has overall responsibility for management and administration of actions and the development and currency of policy and procedures for processing actions. AD personnel receive, assign, and track incoming correspondence for the Joint Staff, and edit, route, and distribute actions signed by the Top 4.

(1) Action Assignment. Action Assigners task incoming correspondence to the appropriate Directorate for action, track actions that require Top 4 approval, provide processing guidance to AOs and MILSECs, manage suspense dates, and provide assistance on suspense extensions. Action Assigners liaise daily with DoD Component correspondence analysts and MILSECs, AOs, and EAs, and assist with reassigning incorrectly assigned actions to another Directorate or DoD Component.

(2) Editorial Support. Editors ensure products drafted for Top 4 approval conform to the standards of plain language and DoD writing styles (reference b), meet defined formatting requirements, are properly classified and marked, are accurately addressed, and answer the intent of the original task. Editors work with AOs, MILSECs, and EAs to refine the components of action packages and address Top 4 rework guidance, if necessary. Editors are responsible for creating hard copy packages for Top 4 review and signature.

(3) Administrative Support Team. The Administrative Support Team (AST) delivers hard copy packages to Top 4 front offices, uploads signed documents to ETMS2, closes completed actions, and distributes signed documents to the appropriate AO or external agency.

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(4) Joint Staff Training Program. The JS Training Program provides preliminary and sustainment training to the Joint Staff regarding ETMS2 use, and maintains records of training completion certificates for use by MILSECs when requesting ETMS2 accounts.

b. Information Management Division. The Information Management Division assigns CJCS and JS directives for annual rewrite, manages freedom of information requests, performs mandatory declassification security reviews, and provides research and information retrieval services to the Top 4 and Joint Staff.

3. Directorates and Special Staff Offices

a. The Directorates and Special Staff offices are responsible for preparing actions in the following areas:

- (1) Presenting military advice to the President, NSC, HSC, and SecDef.
- (2) Interacting with the NSC, HSC, and interagency.
- (3) As directed by the CJCS, fulfilling the statutory responsibilities of the other members of the JCS.
- (4) Performing the day-to-day operations of the Joint Staff.
- (5) Establishing policies and procedures to support other responsibilities of the CJCS.

b. Military Secretariats

(1) Accept taskers assigned to their Directorate by AD and assign them to appropriate offices, to include resolving incorrectly assigned tasks.

(2) Track actions within their Directorate to ensure adequate control and timely submission; liaise with AOs, EAs, and AD as necessary; submit ETMS2 account activation and deactivation requests via the Army Enterprise Service Desk-Worldwide; and ensure actions for Top 4 approval are accurately routed via Senior Leader Approval Process (SLAP) routes.

(3) MILSECs are responsible for meeting SJS suspense deadlines.

c. Action Officers. AOs develop JS positions and responses that reflect the best possible military advice or guidance. AOs are responsible for ensuring

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actions are fully coordinated and submitted in a timely manner. AOs retain responsibility for their actions until the principal makes a final decision and final documents are distributed.

(1) Coordination. AOs are responsible for coordinating their actions with all relevant stakeholders at the appropriate level, to include attempting to resolve nonconcurrences (see Enclosure C).

(2) Suspense Dates. AOs are responsible for meeting Staff Suspense deadlines, or requesting extensions from the OPR or point of contact (POC) (see Appendix B to Enclosure B for detailed guidance).

(3) Document Security. AOs are responsible for ensuring all documents they draft are clearly marked with appropriate classification or control markings in accordance with established security guidance in references b–e.

d. Division Chiefs. JS division chiefs are responsible for planner-level review of actions created by AOs to determine final coordination requirements and approve final drafts for submission to Directors and/or the Top 4 for signature.

e. Directorate EAs. EAs communicate positions and responses for their principals, provide clarifying or amplifying guidance to AOs and MILSEC personnel within their Directorate, and help ensure Top 4 actions are correctly prepared and routed in a timely manner. When necessary, EAs assist their AOs and MILSECs with reassigning incorrectly assigned actions, and work with other front offices to negotiate reassignments.

f. Directors and Vice Directors. Review and approve final Staff Actions and Top 4 action packages from their Directorate prior to routing to the AD Editors via ETMS2 for final preparation for Top 4 approval.

5. Top 4 Offices. Top 4 EAs are responsible for ensuring adherence to JS business practices, communicating Top 4 preferences, and providing clarifying or amplifying guidance to the staff to ensure Top 4 actions are correctly prepared and submitted in a timely manner.

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ENCLOSURE B

JOINT STAFF ACTION PROCESSING

1. Use of the ETMS2 Task Management Tool. ETMS2 is the official task management tool used by the Joint Staff to task, develop, coordinate, approve, and distribute actions, and is the system of record for managing and archiving official JS actions. **All actions requiring Top 4 approval must have an associated tasker in ETMS2 to facilitate tracking, version control, accountability, distribution, and archiving.** Even in instances where requirements for a timely response justify hand-carrying a copy to senior leaders, ETMS2 should be used to create a tasker as a record copy for version control and accountability. This includes uploading all relevant documents (subject to classification restrictions) into the ETMS2 tasker.

2. Origins of Actions

a. External sources include the President, members of Congress, the Assistant to the President for National Security Affairs, the Secretary, Office of the Secretary of Defense (OSD) Components, Service Chiefs, CCDRs, and Directors of the Defense Agencies and DoD Field Activities. NSC actions involve special considerations (see Enclosure I to reference f).

b. Internal sources include the Top 4, SJS, and Directors.

3. Action Assignment. AD assigns taskers initiated by external organizations to the appropriate Directorate via ETMS2. However, any member of the Joint Staff with ETMS2 access can initiate a task, send the task to internal and external offices for coordination, and route their response for Top 4 approval via ETMS2.

a. Tasker Types. “SJS Actions” are originated by an external agency and assigned by AD to the appropriate Directorate. “Staff Actions” are initiated by Directorate personnel in response to identified requirements. Either type of action can be routed for Top 4 approval.

b. Prioritization

(1) Red Tag. Red Tag actions are top-priority, high-visibility actions requiring a timely response based on factors such as subject matter, timeline, originator, or sensitivity. Red Tag actions include requests from the SecDef, Deputy Secretary of Defense (DepSecDef), or DoD Executive Secretary (ExecSec) (referred to as “Stoplights”); coordination on DoD directives

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issuances; responses to Cabinet members, Congress, Service Chiefs, CCDRs (to or through the CJCS), and foreign Chiefs of Defense (CHODs); and any other priority items as designated by the Top 4. Most actions for Top 4 approval are Red Tag items.

(2) Green Tag. Green tag actions include all other actions not related to urgent activities, and are lower priority.

c. Reply Types. The reply type chosen in the Action field in ETMS2 determines the type of action and the approval level.

(1) Approve/Reply. Requires the AO to prepare correspondence for the principal to either sign or approve a response to the originator's request. These actions may be for Top 4 or SJS reply or approval.

(2) Direct Reply. Tasked to a Directorate or other command to reply directly to the originator of the action. The reply (signed letter, memo, or JS Form 136; copy of e-mail; notes from telephone call, to include date, time, and POC; or other documentation of response) **must be uploaded into ETMS2 prior to closing the action**.

(3) Appropriate Action. Requires the AO or Director to make a determination regarding the appropriate response and approval level (Top 4 or Directorate).

(4) Info Only. Top 4 or OSD Comeback Copy actions provided for the principal's situational awareness.

(5) Circulated for Information. Actions circulated for information; no further action required.

(6) Scan and File. Actions created for recordkeeping purposes only.

d. Instructions

(1) Tasks initiated by an organization outside the (usually an OSD Component) and assigned by AD include instructions from the OPR (task initiator), and supplemental guidance from AD inside the "My Instructions" field in ETMS2. Supplemental guidance from AD includes the level of approval required and all pertinent suspense dates. For detailed information on suspense management, see Appendix B to this Enclosure.

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(2) When sending a task out for coordination, AOs should use the “Manage Assignments” option in ETMS2. AOs should include further instructions that specify, at a minimum, the required task, the level of coordination required, and all pertinent suspense dates. For detailed information on coordination requirements, see Appendix A to this enclosure.

e. Accepting or Rejecting SJS Taskers. AD assigns taskers initiated by external organizations to the appropriate Directorate as recommended by the external organization or by subject matter. It is incumbent upon the MILSEC to determine whether the Directorate should accept or reject the task.

(1) If a MILSEC believes a task has been incorrectly assigned, MILSECs are responsible for rejecting the task in ETMS2. **Rejections must be approved by the Directorate EA or Chief of Staff.** When a MILSEC rejects a task, they must provide a justification for reassignment, recommend an appropriate Directorate for reassignment, and, when possible, negotiate with the recommended Directorate to ensure they accept the task.

(2) If a MILSEC accepts an action and it is subsequently determined that the task does not belong to their Directorate, MILSECs work with their Directorate to provide a justification for reassignment, recommend an alternate Directorate to handle the task, and provide the information to AD via the Joint Secretariat email box. **Do not press the “complete” button in ETMS2.**

(3) **Requests for reassignment must be made within 1 business day to allow the receiving Directorate adequate time to complete the task.** If the assignment is not rejected after one business day, it is the Directorate’s responsibility to either fulfill the task, or negotiate with another Directorate to accept the task.

f. Assigning an SJS Tasker to a Directorate Team. If the MILSEC has determined that the Directorate should accept the task, the MILSEC will use the “Manage Assignments” option in ETMS2 to assign the task to the appropriate Directorate team for action. The MILSEC will designate the appropriate Directorate team as OPR and update the OPR instructions and suspense dates, as necessary. Ensuring the lead team is assigned as OPR—not as the office of coordinating responsibility (OCR)—ensures the lead is able to upload final response documents in to the Final Documents folder.

g. Linking Task IDs for Related Taskers. In the case that a new tasker needs to be related to a previously created or completed tasker, the two taskers should be linked using the “Primary Tasker” field. Note that the two taskers

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retain unique Task IDs. Multiple “Related Taskers” may be linked to a single “Primary Tasker.”

h. Keywords. Enter key words and phrases into the Keyword field to improve search capability.

4. Action Development

a. Once the MILSEC has assigned an action to the appropriate Directorate team, an AO from within the team accepts the task and analyzes the action. The AO determines the nature of the action required, the requirement for coordination, and the feasibility of completing the action by the assigned suspense date. Actions must be completed in the time allotted; however, if the action is especially complex or unusual, the AO may request a suspense extension using the procedures described in Appendix B of Enclosure B.

b. After the initial analysis is complete, the AO should determine the appropriate stakeholders with equity in the action and establish the network of AOs needed to develop and coordinate the action.

c. The AO should conduct research to establish the relevant facts, policy, and precedent to develop an appropriate response, seeking guidance from leadership and other subject matter experts (SMEs), if necessary. Documentation of issues, facts, and the need for top-down guidance will result from the coordination process. AOs are also encouraged to consult related previous actions, AD, and IMD’s “Ask a Researcher” function for examples and templates that may assist in development of the action package. For complex actions or those without clear precedent or guidance, AO collaboration may be useful in establishing the initial structure.

d. Master Document Creation and Management. AOs draft a proposed response to the task appropriate to the initial task and approval level and upload the draft documents in the “Supporting Documents” repository in ETMS2.

(1) ETMS2 Document Repositories. ETMS2 interfaces with SharePoint and has three repositories to organize and store documents. OPR and OCR roles assigned through ETMS2 Manage Assignments dictate which document libraries users are authorized to view and use.

(a) Original Documents. The “Original Documents” folder contains the initial tasking documents uploaded by the initiator of an action.

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(b) Supporting Documents. The “Supporting Documents” folder contains additional documents uploaded by AD to assist AOs with coordination, such as an endnote file with the initial tasking documents compiled in one portable data file (pdf), and any applicable templates. AOs should use the “Supporting Documents” folder for any working or draft documents collected during coordination.

(c) Final Documents. Once the AO prepares a final response based on information received during coordination, they transfer the final product to the “Final Documents” folder. Only OPRs have access to the Final Documents folder. Only documents intended to be part of the final package going to the Top 4 should be included in the “Final Documents” folder. Documents prepared for Top 4 signature must be submitted in an editable format (do not use .pdf).

(2) Components of a Top 4 Action Package. The documents included in a Top 4 action package will depend on the action’s subject and the level of approval required. Name files in a clear, concise, and consistent manner to maintain version control and ensure the correct documents reach the principal and final recipient. A JS Form 136 is required for all Top 4 actions. Templates for Top 4 documents and other useful resources can be found at: <<https://jsportal.sp.pentagon.mil/sites/SJS/SiteAssets/JSTemplates.aspx>>.

e. Once a proposed response has been drafted, the AO initiates coordination using the “Manage Assignments” function in ETMS2 (see Appendix A to this Enclosure and reference g). This may involve AO-level preliminary coordination or final coordination. Although an AO may conduct preliminary coordination without further approval, some type of internal review occurs before coordination begins. The level of review depends on the significance of the action, the AO’s understanding of the views of leadership on the subject, and the Directorate’s internal procedures.

f. Based on input received during coordination, the AO attempts to resolve issues while redrafting (and, if necessary, re-coordinating) the action.

5. Action Approval

a. Once all coordination is complete and all necessary documents are marked properly and uploaded in the “Final Documents” repository, the AO routes the action through the approval chain to the approving official using a SLAP Route (see reference g for detailed guidance on ETMS2 functions).

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(1) My Response Field. AOs enter their formal response to the tasker in the My Response field. Text templates are available within ETMS2 to assist with filling out this field (see reference g). The Executive Summary paragraphs from the JS Form 136 may be cut-and-pasted into the field to satisfy this requirement.

(2) SLAP Routes. For both Staff and SJS actions, the AO initiates a SLAP route (i.e., a staffing approval process) to move an action for final approval by selecting the “Submit for Approval” button in ETMS2.

(a) If the Directorate has pre-built approval route templates, choose the appropriate route from the list by selecting “Route Templates”; alternately, build the SLAP route manually by choosing offices and assigning action pairs (e.g., Approve/Disapprove, Concur/Nonconcur, etc.) following internal Directorate leadership guidance.

(b) Top 4 SLAP Routes. AOs, MILSECs, or EAs should submit packages electronically using pre-built SLAP route templates. Select the “Submit for Approval” button in ETMS2. On the following screen, select “Route Templates” and choose the appropriate route from the list. Top 4 SLAP routes should include the Editors, SJS, appropriate Top 4 officials, and, finally, AST.

b. Approval Levels

(1) Division Chief (Planner-Level). Division Chiefs provide planner-level approval for final actions, reviewing and approving the action in ETMS2. If coordination contains nonconcurs that cannot be resolved, the Division Chief will ensure that every effort has been made to resolve the issue, and that stakeholders, the initiator, and the final recipient of the action are aware of the nonconcurrency.

(2) Director or Vice Director. Upon Division Chief approval, the Directorate MILSEC or Front Office forwards the ETMS2 action to the Director (or designee) for signature or approval.

(a) For Top 4 actions, the Director (or designee) approves action in the ETMS2 and routes the action to AD for further processing.

(b) For other actions, such as those addressed below the level of Assistant Secretary of Defense, those addressed to the signer’s counterpart in a CCMD or Service, or those tasked as for reply by the Directorate, the Director or designee signs a memo or approves a message that is then dispatched by the Directorate.

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(c) Actions that are disapproved are routed back to the AO within ETMS2 for rework.

(3) Actions Division. Route all actions requiring Top 4 signature or approval through AD for review and creation of a final package.

(a) AD Editors review actions to ensure consistency of style, tone, format, and master document structure; complete and correct classification; appropriate coordination; and that the action properly addresses the initiating task.

(b) As necessary, AD Editors work directly with AOs to clarify language and resolve questions relating to the content and intent of the implementing documents.

(c) Once ready for Top 4 signature or approval, the editor ensures relevant files are in the Final Documents repository, creates a hard copy if required by Top 4 business rules, and approves the tasker in ETMS2.

(4) Top 4. As appropriate, VDJS, DJS, and VCJCS sign, approve forward, or return the action through AD to the AO for rework. The CJCS signs or approves actions, or returns them for rework.

c. Rework. To ensure accountability and version control, use ETMS2 to manage returns for rework. **Whenever possible, avoid working actions outside the system via e-mail or other perceived shortcuts.**

(1) Top 4 front offices return taskers for rework by selecting “AD/SJS” from the “Send Back to Previous Stage” option in the SLAP route. AD determines the nature of required rework and, working with the AO and MILSEC, either makes changes or returns the tasker to the AO.

(2) AD may also return taskers to AOs in ETMS2 if they are missing required coordination or require significant rework, or upon AO/MILSEC request.

(3) If a task is returned for revisions, the AO must ensure they are working from the most recent version of their documents in the “Final Documents” folder, and make all changes using the Microsoft Word track changes function.

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(4) After completing rework on a Top 4 tasker, select “Reopen Approval Route” in ETMS2 and return the tasker to AD for submission to the Top 4.

6. Disposition of Completed or Cancelled Actions

a. Completed Actions

(1) Top 4 Actions. AST retrieves signed hard copies from the Top 4 front office and uploads signed documents to ETMS2 (if applicable), closes completed actions in ETMS2, and distributes signed documents to the appropriate addressee, with a copy to the AO. The hard copy of the action, if any, and the complete electronic folder are transferred to the IMD Records and Research Branch (R&RB) for archiving.

(2) Directorate Actions. For OSJS-tasked actions approved within the Directorate, the MILSEC informs AD by uploading a copy of the signed approving document or other documentation of completion (e.g., e-mail or a note stating phone response provided) into the ETMS2 Final Documents folder. MILSEC ensures that any signed memos or letters are date stamped with the date signed.

b. Cancelled Taskers. If a tasker is overcome by events (e.g., answered via principal-to-principal e-mail, superseded by a subsequent document, etc.), Directorates should upload any relevant documents memorializing the task’s completion to the “Final Documents” folder in ETMS2, and articulate why the task is being closed in the “Tasker Notes” section.

7. Private Taskers. Taskers that contain personally identifiable information should be marked as private taskers. By checking the “Is Private” box, access to the tasker and associated document visibility is restricted to assigned users and teams.

8. Ghost Taskers. Taskers for which some or all of the documents are worked outside of ETMS2 are referred to as “ghost” taskers. Ghost taskers are frequently created when components of an action are wholly or in part classified at a level above that approved for the system (see reference j for system classification guidance). All appropriate documents are uploaded into ETMS2. **Components of Top 4 actions that cannot be uploaded into ETMS2 due to classification or other constraints are routed to AD for processing in parallel with the ghost tasker, either by e-mail on the appropriate system or in hard copy.**

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APPENDIX A TO ENCLOSURE B

COORDINATION PROCESS

1. Overview

a. Proper coordination ensures that stakeholders have an opportunity to contribute to and comment on joint actions, that they are aware of actions that may affect their interests, and that the final product considers the full range of options on the issue and presents all relevant facts to decision makers.

b. The extent of coordination depends on the nature of the action. Directorates and supporting offices are encouraged to coordinate and maintain active liaison with OSD, the Services, the National Guard Bureau (NGB), and the CCMDs to ensure early involvement of all concerned organizations.

(1) Preliminary Coordination (optional). At this stage, AO-level input may be sought to identify issues and strengthen the action. A JS Form 136 is used to convey actions for coordination.

(2) Final Coordination. At this stage, the action is usually sent to activities that provided the preliminary coordination.

2. Required Coordination

a. AD includes coordination instructions in ETMS2. Taking this as a starting point, the AO—as the SME—must employ professional judgment to ensure that an action is coordinated with all relevant internal and external stakeholders.

b. The AO coordinates actions as fully as possible without permitting the coordination process to cause the action to avoid issues or provide ineffective advice to achieve consensus. The coordination process assists in identifying critical issues and presenting them to the leadership for decision. The AO balances the objective of producing “the perfect action” against the need to complete work in a timely manner.

c. When sending a task out for further coordination, AOs use the “Manage Assignments” option in ETMS2. Include further instructions that specify, at a minimum, the required task, the level of coordination required, and all pertinent suspense dates. **Unless otherwise noted, coordination on Top 4 actions must be at least O-6 or GS-15 level.** ETMS2 text templates are available to assist with filling out this information.

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d. Mandatory Joint Staff Coordination. In addition to coordination with SMEs, the following special coordination may be required:

(1) Office of the Chairman of the Joint Chiefs of Staff/Legal Counsel

(a) Legal Review. Coordination from the Office of the Chairman of the Joint Chiefs of Staff (OCJCS) Legal Counsel (LC) is **mandatory for every Top 4 action**. This coordination is for legal review of final draft JS products ready for submission for Top 4 signature, and should occur **once the Joint Staff response is fully developed and coordinated but prior to submission to the AD Editors**. **Allow sufficient time for any legal concerns to be addressed**.

(b) Legal Equity. In addition to OCJCS/LC coordination on any final product intended for Top 4 signature, any action that presents legal implications or relates to statutory matters, DoD directives, deployment of forces, rules of engagement, or Department of State cables should be coordinated with OCJCS/LC as a stakeholder during the normal coordination process.

(2) Office of the Chairman of the Joint Chiefs of Staff/Legislative Affairs. Coordination from OCJCS/Legislative Affairs (LA) is required on all congressional testimony, inquiries, or reports, and any action with legislative implications.

(3) Joint Staff Comptroller. Coordination with the Joint Staff Comptroller is required on all fiscal, funding, and contracting issues involving Joint Staff budget programs.

(4) Office of the Chairman of the Joint Chiefs of Staff/Public Affairs. OCJCS/Public Affairs (PA) is the POC for all actions dealing with the media and is responsible for providing advice and support on all matters dealing with the press and public speaking venues to the CJCS, VCJCS, Assistant to the CJCS, DJS, VDJS, and Directors. OCJCS/PA coordination is required on all actions relating to speaking venues for the CJCS and VCJCS, all issue papers and correspondence that have high media and public interest, deployment orders, congressional inquiries and correspondence, CJCS and VCJCS public statements, and the Joint Staff public-facing web site.

(5) Joint Staff Surgeon. Taskers relating to medical issues (to include COVID) or with medical equities require coordination with the Joint Staff Surgeon.

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(6) Directorates

(a) Subject matter determines requirements for coordination with other Directorates. AOs must ensure that all Directorates with equity in an issue have an opportunity to coordinate on a product.

(b) In addition to when coordination with another Directorate is required due to subject matter, the following conditions apply with respect to Directorate coordination:

1. Directorate for Intelligence, J-2. When the Directorate for Intelligence, J-2 develops the Joint Staff position on actions that affect the Defense Intelligence Agency (DIA) as a defense agency, the position is coordinated with the appropriate Directorates and J-5, who ensures Joint Staff equities are accommodated. J-2 accomplishes coordination with DIA.

2. Directorate for Strategy, Plans, and Policy, J-5. J-5 coordination is required for actions dealing with Supreme Headquarters, Allied Powers Europe and the North Atlantic Treaty Organization.

3. Directorate for Joint Force Development, J-7. J-7 coordination is mandatory for all Joint Staff documents containing doctrine. Issues concerning doctrine or terminology are coordinated with the J-7/Joint Education and Doctrine Division to ensure conformity. Notify J-7 of any terminology approved for addition to the "Department of Defense Dictionary of Military and Associated Terms."

4. Directorate for Force Structure, Resources, and Assessment, J-8. The Director, J-8 is responsible for providing force structure and budget and program analysis advice to the CJCS, VCJCS, and CCDRs. Refer force structure issues to the J-8/Forces Division. Coordinate all actions concerning programming and budget analysis assessment, cost and budget tradeoff analysis, congressional matters affecting resource allocations, and funding for contingency operations with the J-8/Program and Budget Analysis Division.

e. Coordination with External Organizations

(1) When coordinating with organizations outside the Joint Staff, AOs use the organization's SJS (for CCMDs), ExecSec (for DoD components), Joint Action Control Office (JACO) (for Services), or equivalent correspondence control office ETMS2 team rather than contacting a specific individual (see Annex A to this appendix for a list of external ETMS2 teams). **When scheduling coordination from external organizations, afford the**

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organization adequate time to accomplish coordination via their own internal processes.

(2) Services and National Guard Bureau

(a) CJCS requires Service and NGB perspectives on issues in order to provide the best military advice. Additionally, although CJCS is the principal military adviser, the other members of the JCS (the Service Chiefs, Chief, NGB (CNGB), and VCJCS) are also military advisers to the President, NSC, and SecDef. In this capacity, they may choose to submit views that differ from or add to those of CJCS. Coordination with the Services and NGB gives the other members of the JCS an opportunity to fulfill their statutory role and ensures that CJCS is aware of those views.

(b) The following actions always require Service and NGB coordination:

1. All actions that provide military advice to the President, NSC, or SecDef.
2. OSD requests for coordination on DoD directives, when Service equity is involved.
3. Actions that affect Services' and NGB's plans or policies or on which they have requested the opportunity to coordinate; for example, all deployment, warning, planning, deployment preparation, and execute orders.
4. Actions that have corporate JCS or Service Chief interest.

(c) Service and NGB Planners and Joint Actions Control Offices

1. Service and NGB planners, through their respective JACOs, secure the organization's approval at whatever level is appropriate. Thus, concurrence, nonconcurrence, or suggested comments received on an action are considered the final views of the head of the organization.

2. Service and NGB planners represent their respective Chief, Operations Deputy (OpsDep) and Deputy Operations Deputy (DepOpsDep) on joint matters. They are the first line of authority on the Service and NGB staffs for Joint Staff actions. Service and NGB planners assist in the formulation, coordination, and communication of the Service and NGB position. Only the Service or NGB planner, DepOpsDep, OpsDep, or Chief (Service Chief or CNGB) may render a Service or NGB position required on a joint action.

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3. Service and NGB JACOs are the administrative POCs between the Joint Staff and the Services and NGB. JACOs are responsible for receiving all joint actions, determining the Service or NGB action required, assigning the action to the appropriate Service or NGB office, and ensuring completion by the suspense date. The JACOs work closely with Service and NGB planners in support of the planner's role of obtaining final Service and NGB coordination on joint actions.

(3) Combatant Commands

(a) The same general procedures apply in working with CCMDs as with the Services. Route all requests for CCMD coordination through AD or provide AD a courtesy copy for awareness. CCMD SJSs can provide coordination on behalf of their Chief of Staff if so delegated.

(b) CCMDs are authorized to coordinate with each other, the Services, and other DoD Components without going through the Joint Staff. This coordination process does not require a Directorate sponsor.

(c) The Joint Staff may establish working groups, solicit comments, etc., outside the normal action processing procedures. In these cases, requests to CCMDs may be sent to the appropriate CCMD staff offices.

(d) Coordinate actions involving the development, revision, or change of joint publications with the CCMDs.

(e) North American Aerospace Defense Command. The North American Aerospace Defense Command (NORAD) is a bi-national command composed of the Military Services of Canada and the United States, and is a separate and distinct command from USSTRATCOM and USNORTHCOM. The President has given USELEMNORAD, an entity within NORAD, combatant command authority to handle U.S. issues. Whenever issues warrant coordination with USELEMNORAD, it must be included on the distribution list. For example, USELEMNORAD should be included as an addressee whenever the Combatant Commands, as a group are addressees on operational issues. Coordination with USELEMNORAD may be sent via message to HQ USELEMNORAD. Contact the USNORTHCOM Command Liaison Office to clarify any NORAD coordination concerns.

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(4) Office of the Secretary of Defense

(a) OSD Coordination on Joint Staff Actions

1. Request coordination with OSD when OSD has a particular interest in the issue or when OSD has requested the Joint Staff coordinate with them.

2. The OSD AO may choose to coordinate on the action or elevate it to higher authority. The Joint Staff accepts the coordination at the level provided by OSD, except when OSD has tasked the Joint Staff to prepare a reply for the SecDef or DepSecDef signature and has directed coordination with offices within OSD, the Services, and CCMDs. In this case, **coordination must be at the Component head or Principal Deputy level**. This guidance also applies when OSD tasks the Joint Staff for comments or recommendations for the SecDef or DepSecDef.

(b) Joint Staff Coordination on OSD Actions

1. Joint Staff AOs and division chiefs provide preliminary coordination on OSD actions.

2. VDJS provides final coordination on OSD actions on behalf of CJCS, except when authority has been formally delegated to the Directors or in the event the Joint Staff nonconcur. Concurrence is provided on JS Form 136, with an attached DD Form 818 if comments are being submitted. Nonconcurrence with an OSD tasker requires a memo from DJS explaining the Joint Staff's critical comments (see 3.a.(2)(c) below).

3. AD reconciles OSD originated actions on a recurring basis to ensure consistency between organizations.

(c) Dual-Addressed Correspondence and Thru Memos. External organizations—particularly CCMDs—may address correspondence to both the SecDef and CJCS. In this case, the Joint Staff coordinates with the OSD ExecSec to confirm receipt of the correspondence and determine the lead in assigning it for action. In many cases, OSD ExecSec either assigns the lead to the Joint Staff or requires that the lead organization receive Joint Staff coordination.

(5) Defense Agencies. When a defense agency has an interest in an action, use the same procedures for staffing and issue resolution as with the Services and CCMDs. If the Joint Staff has a requirement to establish working

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groups and solicit comments outside the normal action processing procedures, the AO may send requests to Defense agencies to the functional proponent of that agency.

3. Coordination Responses

a. Categories

(1) Concur. Concur means there are no unresolved substantive or critical issues. Concurrence is presumed for all coordination unless otherwise annotated.

(2) Nonconcur. Nonconcur means that a respondent has a critical issue with a document that, if not resolved, would prevent it from being approved.

(a) Nonconcurrences must be accompanied by critical comments, including specific recommended changes and supporting rationale when appropriate. Substantive comments may also be provided with a nonconcurrency; however, they must be clearly distinguished from issues on which a nonconcurrency is based.

(b) All nonconcurrences require a general officer/flag officer (GO/FO) or Senior Executive Service (SES) chop from the coordinating entities providing critical comments and a Vice Director chop from the lead Directorate.

(c) Attempts to resolve nonconcurrences should take place first at the AO/planner level. The Directors, interacting with the Service DepOpsDepts and appropriate GO/FO/SES personnel and political appointees in other organizations, should make every attempt to resolve nonconcurrences before presenting the action to the Top 4. If a contentious issue cannot be resolved, clearly identify unresolved issues in the JS Form 136 to allow senior leaders to make informed, timely decisions. Include efforts taken to resolve the issue on the JS Form 136, and notify to the tasking organization of the Joint Staff's intent to nonconcur.

(d) If the CJCS cannot resolve the nonconcurrency of another member of the Joint Chiefs of Staff on an action that provides advice to the President, NSC, HSC or SecDef, such disagreement, if submitted in a timely manner, is presented at the time the CJCS's advice is presented to the President, NSC, HSC, or SecDef. If the CJCS's advice is provided in an implementing document, the substance of the disagreement will be included in the document.

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(3) Concur and Submit Comments for Consideration. Concur and submit comments for consideration means that a respondent has substantive comments that they would like to see addressed, but that do not rise to the level of critical comments that would prevent approval of the document.

Note: The Joint Staff does not concur contingent upon the resolution of comments.

(4) No Equity. An entry of “no equity” indicates that an organization does not feel that it is a stakeholder in the action.

(5) No Response. An entry of “no response” indicates that a stakeholder failed to respond within the allotted time for coordination.

(6) Copy Provided. An entry of “copy provided” indicates that an organization was not identified as a stakeholder but was provided a courtesy copy for situational awareness.

b. Types of Comments

(1) Critical. A critical comment indicates nonconcurrency of the entire document until the comment is satisfactorily resolved. A critical comment raises concerns with issues such as conflicts with policy, strategy, or law, or with information that is factually incorrect. A critical comment must contain the suggested changes in the content to merit consideration.

(2) Major. Major comments highlight important issues or incorrect material that the originator must address.

(3) Substantive. A substantive comment identifies a section in the document that appears to be or is potentially unnecessary, incorrect, misleading, confusing, or inconsistent with other sections. Substantive comments are not a basis for nonconcurrency. A substantive comment must contain the suggested changes in the content to merit consideration.

(4) Administrative. An administrative comment corrects what appears to be a typographical, format, or grammatical error. If such errors change the intended meaning of the text, the entry should be designated as substantive. Administrative comments must contain the suggested changes in the content to merit consideration. Note that the Joint Staff does not submit purely administrative comments on external documents.

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c. Re-coordination. Substantive changes accepted by the Joint Staff following final coordination must be re-coordinated. Generally, any change necessary to accommodate the nonconcurring view of one organization is substantive and requires coordination with all concerned. All CJCS and JS instructions, manuals, or notices that contain coordination more than 6 months old must be re-coordinated.

4. Coordination Level

a. AOs are responsible for ensuring that coordination is accomplished at the appropriate level. **Specify the military rank or civilian grade of each coordinating individual on the JS Form 136.**

(1) Final coordination is sought at the **planner level** from the Services and at the **O-6/GS-15 level** from other organizations, unless a higher level of coordination is specified in the tasking or determined to be appropriate based on subject matter.

(2) **Nonconcurrences always require a GO/FO/SES-level chop.**

(3) Coordination from the CCMD SJS is sufficient official coordination when responding to action coordination with a “no equity” response—provided the CCMD SJS has been authorized to sign on behalf of their CCMD’s Chief of Staff.

b. Dual-Tasked Actions. Some actions tasked to the Joint Staff also task the Services and request a response through the Service Secretaries. For these dual-tasked actions, ensure that the JS Form 136 has the following paragraph: “This is a dual-tasked action addressed to the Service Secretaries and the Joint Staff. The Services will respond through their respective Service Secretaries.” Annotate the coordination box on the JS Form 136 with “copy provided” for each Service. If a Service opts to provide a response through the Joint Staff as well as its Service Secretary, the JS Form 136 should indicate that the Service provided comment and the input is incorporated in the attached response (reference b). When final coordination has been accomplished, concurrence or nonconcurrence in the action represents the organization chief’s or commander’s views.

5. Flash Coordination. In some instances, current events do not provide sufficient time to follow standard packaging procedures for Top 4 actions. When processing actions of unusual urgency, the Joint Staff uses the most expeditious means possible to coordinate with the appropriate organizations.

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a. **In general, a short suspense date does not negate the need to prepare a standard package for the Top 4 as outlined in this Instruction.**

This includes the requirement to obtain final coordination at the planner level for the Services and at the O-6 level for other organizations. If time limitations preclude proper coordination, this must be clearly stated for the approving official. In any event, the Services and other interested organizations are informed of the action.

b. If a member of the Top 4 responds directly to a request for coordination from a component head or designated official, upload the response e-mail into ETMS2 to close out the tasker.

6. Coordination Etiquette. Joint Staff AOs set suspense dates for coordinating organizations. In this capacity, the AO is the individual who performs administrative tasks such as tasking organizations for coordination, tracking responses, and granting coordination extensions.

a. Coordination Suspense. Whenever possible, AOs must establish a coordination suspense date that is no less than 10 working days from the date of tasking. Frequently, external organizations do not respond to a “quick turn” suspense unless accompanied by a GO/FO/SES request to the Chief of Staff (particularly for suspense dates of three days or less).

b. Task Summarize. To facilitate receiving organizations’ ability to quickly analyze, assign, and track actions, AOs must be descriptive regarding the tasking message. Attach a JS Form 136 to the ETMS2 task in the original documents folder for coordination (for internal organizations) or “SIPRNET e-mail” (for external organizations) summarizing the task being transmitted and providing clarifying information, to include the level of response, the format for the response (if applicable), and the purpose of the task.

c. Identifying Points of Contact. If the AO is coordinating with a specific individual or staff section in another organization, mention this person in the tasking message. Identifying applicable persons or groups within organizations helps speed the action to the proper individual.

7. Special Requirements

a. Deployment Orders

(1) In accordance with guidance from the Special Assistant to the SecDef and DepSecDef, deployment orders presented to the SecDef for approval

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must contain a legal certification. The JS Form 136 contains the following statement:

The Legal Counsel or designated Deputy Legal Counsel to the Chairman has reviewed this deployment order and certifies that it complies with applicable law. This order (does)(does not) require consultation or reporting consistent with the War Powers Resolution.

(2) Amendments to deployment orders also require legal review.

b. SecDef Read Aheads. SecDef Read Aheads (RAHs) are event driven and time sensitive. Suspense date extensions are not granted. In an effort to ensure the information is provided by the suspense date, the following guidelines apply:

(1) In general, if time permits, the RAH should be staffed for Top 4 approval.

(2) When time does not allow for Top 4 approval and comments are administrative and not substantive or controversial, the Directorate can respond directly to the OSD AO.

(3) If the Directorate determines that the comments require Top 4 review or are substantive comments, expedite the response to meet the established suspense.

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ETMS2 TEAMS FOR EXTERNAL ORGANIZATIONS

Services	ETMS2 Team Name
NGB	NGB ExecSec (NGB)
USA	DACS-ZDV-JDA Office of Joint Defense Affairs (HQDA)
USAF	AF/A3J (HAF)
USCG (NIPR and SIPR)	Coast Guard JACO (External)
USMC (NIPR and SIPR)	USMC JACO (External)
USN (NIPR and SIPR)	SECNAV Admin (External)
USSF	SF/S3J (JACO) (HAF)

Combatant Commands	ETMS2 Team Name
USAFRICOM (NIPR)	USAFRICOM (External)
USAFRICOM (SIPR)	J033 (SJS-Task) (USAFRICOM)
USCENTCOM (NIPR)	USCENTCOM (Local)
USCENTCOM (SIPR)	CC/SJS (USCENTCOM)
USCYBERCOM (NIPR and SIPR)	USCYBERCOM (Local)
USEUCOM (NIPR)	USEUCOM (External)
USEUCOM (SIPR)	SJS (EUCOM)
USINDOPACOM (NIPR and SIPR)	USINDOPACOM (Local)
USNORTHCOM	N-NC_SJS (USNORTHCOMCRM)
USSOCOM (NIPR)	USSOCOM (External)
USSOCOM (SIPR)	SOCS-SJS (USSOCOM)
USSOUTHCOM	SC/HQ/COS/SJS (Joint Staff) Tasker Management
USSPACECOM	J0 USSPACECOM J0 Headquarters (USSPACECOM)
USTRANSCOM	TCCS-JS (TRANSCOM)

OSD Components	ETMS2 Team Name
DoD CDO	CIO-CDO (CATMS1)
DoD CIO	CIO (CATMS1)
DoD Comptroller	USC (CATMS1)
DoD OGC	GC (CATMS1)

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OSD CAPE	CAP (CATMS1)
OSD Public Affairs	PA (CATMS1)
OUSD(A&S)	USA (CATMS1)
OUSD(P&R)	UPR (CATMS1)
OUSD(P)	USP (CATMS1)
OUSD(R&E)	URE (CATMS1)

<u>Defense Agencies</u>	<u>ETMS2 Team Name</u>
DHA	DHA-CCO (DHA)
DISA	DISA Tasker Workflow (DISA)
DMA	DMA HQ SACO (DMA)
DTRA	DTRA-CS (DTRA)
MDA (NIPR)	DW (MDA)
NSA (NIPR and SIPR)	NSA (Local)

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APPENDIX B TO ENCLOSURE B

SUSPENSE ASSIGNMENT AND MANAGEMENT

1. Suspense Management. AOs should allow sufficient time at each step in the coordination and approval processes for offices to meet required suspense dates. AOs are responsible for meeting suspense deadlines or requesting extensions from the OPR or POC. See Table 2 for a list of common correspondence suspense dates.
2. Taskers for Top 4 actions include three suspense dates, which appear in ETMS2 in the “My Instructions” text box for AD-assigned actions. When setting suspense dates for self-initiated actions that require Top 4 approval, AOs should apply the following rules:
 - a. External Suspense. An external suspense is the date by which the principal must sign the action so that it may be distributed to the final recipient. The “Suspense Date” field in ETMS2 represents the external suspense. When setting coordination suspense dates, staff suspense dates, and SJS suspense dates, AOs should work backwards from the external suspense.
 - b. SJS Suspense. The SJS suspense date is the date by which AD must review, edit, print, package, and deliver a Top 4 action to the VDJS front office (OVDJS). AD Editors can typically edit routine action packages within two business days. AOs should take into account the length and complexity of their documents when setting SJS suspense dates. Route all actions requiring Top 4 signature or approval through AD prior to delivery to OVDJS.
 - c. Staff Suspense. The staff suspense date is the date by which a Directorate front office or MILSEC must submit a Top 4 action to AD. AOs should take into account how much time their Director or Vice Director needs to review and approve a package, and plan appropriately.
 - d. Coordination Suspenses. AOs may assign suspense dates for coordination that are earlier than the staff suspense date. AOs should take into account the complexity of their action and length of their documents when requesting coordination and setting coordination suspense dates. Allow a reasonable opportunity for other members of the JCS to form advice or opinions while ensuring that presentation of the CJCS’s advice to the President, NSC, HSC, or SecDef is not delayed because of the individual advice or opinion of another member of the JCS. When possible, organizations should

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allow no less than ten working days for members of the JCS and CCDRs to provide an official position on an issue.

Correspondence Type	Suspense Date
CCMD memos to SecDef thru CJCS	10 days (request extension via AD and/or ODJS)
Responses to foreign CHODs	7 days
OSD "Stoplight" actions from SecDef and DepSecDef (request for info)	5 days (request extensions via AD)
OSD "Stoplight" Actions from SecDef and DepSecDef (prepare response for SecDef or DepSecDef)	10 days (request extensions via AD)
OSD "Stoplight" Actions from ExecSec	10 days (request extensions via AD)
Requests for Top 4 coordination from DoD components	Suspense set by component (request extension via component POC)
Direct Reply	14 days

Table 1. Standard Suspense Dates

3. Top 4 Review Time. When possible, AOs should allow three days for the VDJS to review an action, four days for the DJS to review an action, five days for the VCJCS to review an action, and seven days for the CJCS to review an action (see Appendix A).

BLOCK I – RED TAG SUSPENSE	
Originator	External Suspense
OSD "stoplight" actions	TBD (see Block III)
NSC or other White House tasks	TBD (see Block III)
external agency/event driven	TBD (see Block III)
Top 4 expedite/same day	1-2 days
5C "requires immediate response" (CJCS/VCJCS)	1-2 days
condolence letters	4 days
per DJS/VDJS/J-Dir/SJS direction	4 days
Cabinet/Congress Members to CJCS/VCJCS	7 days
CCDR to CJCS or THRU CJCS to SecDef	7 days
Service Chiefs to CJCS/VCJCS	7 days
Foreign CHODs to CJCS/VCJCS	7 days

BLOCK II – EXTERNAL SUSPENSE DATE NOT SPECIFIED BY EXTERNAL ORGANIZATION	
Congressional/USD/ASD	10-15 days
CCDR/Service Chief/Defense Agency	10-15 days
CJCS/Other Top 4 correspondence	10-15 days

BLOCK III – EXTERNAL SUSPENSE DATE IS SPECIFIED BY EXTERNAL ORGANIZATION	
External Organization's Specified Date	SJS Suspense
<6 days (CJCS/DJS Reply)	originator's suspense
7-14 days (CJCS/DJS reply)	2 days prior to originator's suspense
>15 days (CJCS/DJS Reply)	5 days prior to originator's suspense
Originator's Suspense (Direct Reply)	n/a

NOTES

- All units are "working days."
- TBD = to be determined based on specific guidance from originator.
- RIR = requires immediate response.
- Actions are due to AD by Staff Suspense; to OVDJS by SJS Suspense; and to distribution by External Suspense.

Table 2. Suspense Guidance

4. Extension Requests. AOs should submit extension requests in the system with appropriate justification and sufficient lead time, bearing in mind the approval authority for granting an extension.

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a. SJS Actions. Submit a detailed justification along with a reasonable anticipated completion date.

b. OSD Actions. OSD ExecSec requires AD to submit an SD Form 391, "Secretary of Defense Correspondence Action Report," to request extensions, closure, transfer, or cancellation of OSD stoplight and congressional actions.

(1) For stoplights, the AO must provide a **detailed and relevant** justification for the extension, as well as a reasonable estimate of additional time needed (taking into account time for the AO to complete and the Top 4 to approve) for completion of the action, so that AD can submit an SD Form 391 for OSD ExecSec to approve.

(2) In order to gain an extension for congressional responses tasked to the Joint Staff by the Assistant Secretary of Defense for Legislative Affairs (ASD/LA), the AO is required to generate and submit an interim response letter to Congress. Do this as soon as it is apparent the Joint Staff will not meet the congressional suspense. The interim response letter must be coordinated with ASD/LA and included with the SD Form 391 to gain an extension.

(3) For non-stoplight OSD actions, the AO must provide prior approval from the OSD component (to include name, phone number, and component) to AD when seeking an extension.

c. CCMD Actions. For tasks originated by a memo to the Top 4 from a CCDR, AOs will submit an extension request via e-mail to the Deputy, AD with the following information: memo originator and subject, ETMS2 tasker number, Directorate, original suspense, requested suspense, and a detailed justification for the extension. In order to ensure that the Joint Staff remains responsive to CCDRs, extensions for CCMD actions require DJS approval. If DJS approves an extension request, AD will adjust the suspense in ETMS2 and inform the AO of the new suspense.

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ENCLOSURE C

DELEGATION OF APPROVAL AUTHORITY

1. Purpose. This enclosure establishes policy for delegating authority to provide the final determination (signature or approval) of actions specified in this instruction.
2. Policy. Directors, Vice Directors, and GO/FO/SES delegated such authority may provide final JS determination and approval on specific issues to commands and other activities in accordance with the criteria established in this instruction. Issues not covered by this instruction are will be forwarded to the DJS for final determination.
3. General Officer/Flag Officer Delegated Authority to Provide Final Determination
 - a. Officers serving as Directors and Vice Directors or those GO/FO/SES personnel designated to act on their behalf may make final determination on JS actions within their assigned areas of responsibility for issues specified in this instruction.
 - b. As an exception, the Director of Management may designate an O-6/GS-15 to act in their absence.
 - c. Additionally, Directors are authorized to delegate their authority under this instruction to senior O-6 members of their Directorate staffs, such as chiefs of staff, assistant deputy directors (or equivalent), EAs, or executive officers (XOs). Such delegation must be in writing, with a copy forwarded to the SJS. Directorates are to use this authority sparingly and to delegate no more than one O-6 per Deputy Director and one EA or XO assigned to the Directorate's immediate (front) office. Delegation should be limited to those O-6s who have overall knowledge of the workings of the Directorate. Those officers are to comply with the criteria in this instruction.
4. Basic Criteria. Authority to provide final determination may be delegated only on actions that:
 - a. Are noncontroversial, routine, or administrative in nature.
 - b. Have limited military equities.
 - c. Reflect clearly established CJCS doctrine or policy.

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- d. Contain no major policy implications; or, if the action contains major policy implications, it will reflect guidance previously cleared by the Top 4.
- e. Involve no incremental changes that could ultimately result in a policy change.
- f. Are within the Directorate's expertise.

5. Coordination Requirements. Joint Staff personnel authorized to provide final determination on issues ensure the action has been properly coordinated with activities having equities in the issue in accordance with Appendix A to Enclosure N.

6. Implementing Procedures. Individuals delegated authority under this instruction may, without reference to higher authority:

- a. Release messages, with the exception of messages approved by the Top 4, for which the SJS is the releasing agent. The SJS may delegate (in writing) the release authority as necessary to expedite the release process.
- b. Sign memorandums or letters.
- c. Sign or approve recommendations on JS Form 136.
- d. Address implementing documents below the ASD level and at a comparable level with other government offices and agencies. If circumstances dictate that correspondence be addressed at a higher level, the DJS will also be advised.

7. Limitations of Authority. Under the provisions of this instruction, JS personnel will not:

- a. Nonconcur or deny requests to the CJCS from CCDRs or heads of Defense agencies. If the nonconcurrence cannot be resolved at the Directorate level, forward the action to the DJS for resolution. The VDJS may sign DJS-approved final resolutions on behalf of the DJS.
- b. Communicate with Congress, the General Accounting Office (GAO), or the Office of Management and Budget. Exception: OCJCS/LA will manage/coordinate all congressional actions, including those actions involving the GAO or Congressional Research Service.
- c. Communicate directly with the SecDef or DepSecDef.

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- d. Change, modify, or rescind a SecDef order or decision.
- e. Endorse or forward communications from a CCDR to the President or SecDef or from the President or SecDef to a CCDR.
- f. Issue planning, alert, warning, execute, or deployment orders to the CCDRs.

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ENCLOSURE D

REFERENCES

- a. Title 10, U.S. Code, sections 151 and 155
- b. JSG 5711 Series, “Editorial Guidance and Accepted Usage for Joint Staff Correspondence”
- c. DoDM 5110.04, Volume 1, “Manual for Written Material,” 16 June 2020
- d. E.O. 13526, “Classified National Security Information,” 29 December 2009
- e. DoD 5200.01, Volumes 1–3, “DoD Information Security Program: Overview, Classification, and Declassification,” 28 July 2020
- f. CJCSI 5715.01 Series, “Joint Staff Participation in Interagency Affairs”
- g. “Joint Staff ETMS2 (TMT) Resource Page” < https://jsportal.sp.pentagon.mil/sites/Training/TMT_AO_Transition/SitePages/Home.aspx>, accessed 16 February 2022
- h. JSM 5701.01 Series, “Formats and Procedures for Development of CJCS, Joint Staff, and J-Dir Publications”
- i. Title 10, U.S. Code, section 164(h)

RELATED DOCUMENTS

1. CJCSI 5711.02 Series, “Delegation of Approval Authority”
2. JSM 5220.01 Series, “Joint Staff Information and Physical Programs Manual”

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GLOSSARY

PART I – ABBREVIATIONS AND ACRONYMS

AD	Action Division
AO	action officer
ASD/LA	Assistant Secretary of Defense for Legislative Affairs
CCDR	Combatant Commander
CCMD	Combatant Command
CHOD	Chief of Defense
CJCS	Chairman of the Joint Chiefs of Staff
CNGB	Chief, National Guard Bureau
CSA	Combat Support Agency
DepOpsDep	Deputy Operations Deputy
DIA	Defense Intelligence Agency
DJS	Director, Joint Staff
DoD	Department of Defense
EA	Executive Assistant
ETMS2	Enterprise Task Management Software Solution
GO/FO	General Officer/Flag Officer
HSC	Homeland Security Council
IMD	Information Management Division
J-2	Directorate for Intelligence
J-5	Directorate for Strategy, Plans, and Policy
J-7	Directorate for Joint Force Development
J-8	Directorate for Force Structure, Resources, and Assessment Directorate
JACO	Joint Action Control Office
JCS	Joint Chiefs of Staff
JS	Joint Staff (adjective only)
LC	Legal Counsel
MILSEC	Military Secretariat
NG/RM	National Guard and Reserve Matters

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NGB	National Guard Bureau
NMS	National Military Strategy
NORAD	North American Aerospace Command
NSC	National Security Council
OCJCS	Office of the Chairman of the Joint Chiefs of Staff
OCR	office of coordinating responsibility
OPR	office of primary responsibility
OpsDep	Operations Deputy
OSD	Office of the Secretary of Defense
OSJS	Office of the Secretary, Joint Staff
OVDJS	Office of the Vice Director, Joint Staff
PA	Public Affairs
POC	point of contact
RAH	Read Ahead
RC	Reserve Component
SecDef	Secretary of Defense
SES	Senior Executive Service
SJS	Secretary, Joint Staff
SLAP	Senior Leader Approval Process
SME	subject matter expert
USSTRATCOM	U.S. Strategic Command
VCJCS	Vice Chairman of the Joint Chiefs of Staff
VDJS	Vice Director, Joint Staff

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PART II – DEFINITIONS

Action. A collection of documents assembled to facilitate producing correspondence or answering a task. A Joint Staff action typically includes a JS Form 136, implementing documents (e.g., letters, memos, reports), and supporting documents necessary for a principal to make a decision or take an action.

Administrative comment. Corrects what appear to be a typographical, format, or grammatical error.

Concur. There are no unresolved substantive or critical issues. Concurrence is presumed for all coordination unless otherwise annotated.

Coordination. The process of soliciting information for, feedback on, and acknowledgement of a draft action through consultation with cognizant offices and components in order to develop a unified response.

Critical comment. Raises concerns with issues such as the concept contains content that conflicts with policy, strategy, and other issues of known canon or with a passage that is patently wrong. Indicates nonconcurrence of the entire document until the comment is satisfactorily resolved. A critical comment must contain the suggested changes in the content to merit consideration.

Implementer. A document (typically a memo, letter, report, or form) to be signed or approved in response to a task that puts a decision, plan, order, agreement, etc. into effect.

Nonconcur. A respondent has a critical issue with a document that, if not resolved, would prevent approval.

Office of Coordinating Responsibility. An office or component that has equity in the response to a task and is responsible for reviewing an action and providing the office of primary responsibility with comments, as necessary, and endorsement at an appropriate level.

Office of Primary Responsibility. The office that is responsible for preparing the Joint Staff response to a task. This includes drafting a Joint Staff response, coordinating with offices of coordinating responsibility, preparing the implementing and supporting documents of an action, and securing final approval. The OPR is responsible for a tasker from the time it is accepted until it is signed.

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Stoplight. A tasker initiated by a request from the Secretary of Defense, Deputy Secretary of Defense, or Department of Defense Executive Secretary.

Substantive comment. Identifies a section in a document that appears to be or is potentially unnecessary, incorrect, misleading, confusing, or inconsistent with other sections. Substantive comments are not a basis for nonconcurrency. A substantive comment must contain the suggested changes in the content to merit consideration.

Task. A specific request to be handled by the office of primary responsibility.

Tasker. An electronic record of a Joint Staff task. The tasker includes any initiating documentation, documents comprising the Joint Staff action, and records of assignment, coordination, approval, and disposition.

Top 4. The Chairman of the Joint Chiefs of Staff; Vice Chairman of the Joint Chiefs of Staff; Director, Joint Staff; and Vice Director, Joint Staff, collectively.