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CHAIRMAN OF THE JOINT CHIEFS OF STAFF INSTRUCTION

J-6
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CJCSI 6241.04D
12 January 2021

POLICY AND PROCEDURES FOR MANAGEMENT AND USE OF UNITED STATES MESSAGE TEXT FORMATTING

References: See Enclosure D

1. Purpose. This instruction implements policy and procedures for management and use of United States Message Text Format (USMTF)/Extensible Markup Language-USMTF (XML-MTF) in Department of Defense (DoD) Information Technology (IT) systems, interfaces, and applications via the DoD Information Network (DoDIN). This instruction also implements the policies and procedures set out in CJCSM 3150.01, "Joint Reporting Structure General Instructions" (reference a). The USMTF Program, as set forth in Military Standard 6040 (MIL-STD-6040) (reference b), establishes the standards and prescribes the rules and conventions governing message text formats (character-oriented information exchange requirements), their XML-MTF representations, and vocabulary for joint reporting systems. USMTF is to be used for all formatted character-oriented Defense Message System (DMS) information exchange requirements (IER) unless specifically excluded by multinational agreement. Data elements described within the governing Message Text Formats (MTF) establish standards for all joint reporting systems.

2. Superseded/Cancellation. CJCSI 6241.04C, "Policy and Procedures for Using United States Message Text Formatting," 20 April 2012, is hereby superseded.

3. Applicability. This instruction applies to the Combatant Commands (CCMDs), Services, the Joint Staff, and those DoD activities and agencies responsive to the Chairman of the Joint Chiefs of Staff (CJCS).

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4. Procedures

a. General. The use of common DoD character-oriented syntax that is visible, understandable, accessible, secure, and trusted in a networked environment provides the foundation for seamless communications and enables situational awareness, sound decision making, and information superiority. An important element of the DoD syntax is the incorporation of a single set of operationally agreed upon information definitions and expressions for the exchange of information among allied and coalition mission partners, military forces, and supporting agencies of the DoD. The CCMDs, Services, the Joint Staff, and those DoD activities and agencies responsive to the CJCS will use USMTF for DMS character-oriented information exchange. To ensure interoperability within the many exchanges of a joint, allied, and coalition mission partner environment, USMTF users and applications needing to interface with DoD compliant systems must use the approved XML-MTF messages governed by MIL-STD-6040 to obtain Joint Interoperability Certification or an Interim Certificate to Operate (ICTO). This is mandated in the DoD Information Technology Standards Registry (DISR) (reference c), located on the GIG Technical Guidance Federation portal site at <<https://gtg.csd.disa.mil>>, to obtain Joint Interoperability Certification or an ICTO.

b. XML-MTF Message Schemas. This applies to all DoD system classifications. The associated XML-MTF message schemas are posted to the Defense Information Systems Agency (DISA) USMTF Portal site on the DoD Enterprise Portal Service (DEPS) at <<https://disa.deps.mil/ext/cop/jintaccs/USMTF/default.aspx>>.

c. Approach. For the purposes of interoperability, supportability, and information sharing, all IT and National Security Systems (NSS) developed for DoD/U.S. force use in joint and combined USMTF operations must use references a and b. These systems will be certified as interoperable through joint testing with systems that have a requirement to interface or exchange information. Service-unique systems that are not in compliance with these standards must develop migration plans to ensure compliance for the joint arena. Enclosure A provides a USMTF program overview.

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d. Objectives. The USMTF program:

(1) Produces and conducts configuration management of character-oriented information exchange specifications (IESs) for the DoD as determined and derived from information exchange requirements (IERs).

(2) Provides character-oriented IES and all associated metadata in a platform independent, tagged XML schema format. Tagged representation will promote structural and semantic understanding of USMTF data assets and allow implementers to more effectively utilize and implement the formatted IER.

(3) Enables discovery of USMTF XML-MTF schemas in accordance with the DoD Data Services Environment, if operationally required.

(4) Makes all USMTF data assets visible and accessible to the DoD by posting data content in shared spaces such as the DISA USMTF portal site on DEPS at <<https://disa.deps.mil/ext/cop/jintaccs/USMTF/default.aspx>>.

(5) Facilitates Warfighter (or user) comprehension and readability of USMTF messages and data elements. Incorporate perspectives of users and implementers of USMTF data assets.

(6) Facilitates and supports interoperability between U.S., North Atlantic Treaty Organization (NATO), and other allied and coalition commands.

(7) Reduces time and effort required to draft, transmit/post, analyze, interpret, and process messages.

(8) Provides a standard baseline for training that encompasses train-the-trainer/facilitator and end-user training.

(9) Responds to emerging DoD information sharing requirements that support making USMTF data assets visible, accessible, understandable, trusted, interoperable, and responsive to the Warfighter and DoD communities. Data assets that contain the contents of an organizational message shall meet the basic requirements of reliability, accuracy, and security of the original message.

(10) Facilitates communication between DoD and DoD-related entities through doctrine, organization, training, materiel, leadership and education,

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personnel, facilities, and policy (DOTMLPF-P) support of a common standard for messages.

5. Summary of Changes. Changes to this instruction:

- a. Align with emerging DoD net centric-requirements.
- b. Update organizations and responsibilities to reflect recent changes.
- c. Update websites and uniform resource locators.

6. Releasability. UNRESTRICTED. This directive is approved for public release; distribution is unlimited on NIPRNET. DoD Components (to include the Combatant Commands), other Federal agencies, and the public, may obtain copies of this directive through the Internet from the CJCS Directives Electronic Library at:
<<https://jsportal.sp.pentagon.mil/sites/Matrix/DEL/SitePages/Home.aspx>>. JS activities may also obtain access via the SIPR Directives Electronic Library Websites.

7. Effective Date. This instruction is effective upon signature of the Chairman of the Joint Chiefs of Staff or their delegated representative.

For the Chairman of the Joint Chiefs of Staff:



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

Enclosures

- A - USMTF Program Overview
- B - Responsibilities
- C - Procedures
- D - References
- GL - Glossary

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ENCLOSURE A

USMTF PROGRAM OVERVIEW

1. Program Applicability. The USMTF program applies to all character-oriented IES, as determined and derived from DMS IER, in support of DoD operations. This program is intended to cover all received, processed, and disseminated DMS messages between U.S., NATO, and other allied and coalition commands reporting systems. The USMTF program supports the migration to an information sharing environment by adhering to the goals outlined in the DoD Data Strategy (reference d), by standardizing character-oriented data processed into or emanating from systems or applications interfacing with the DoDIN. MIL-STD-6040 is a mandatory standard cited in the DISR, which mandates the minimum set of standards and guidelines for the acquisition of all DoD systems that produce, use, or exchange DMS messaging IER.
2. Scope. The USMTF program establishes the standard for preparation, processing, storage, and discovery of USMTF data assets in support of DoD operations. The USMTF program includes all associated processes and organizations that participate and share USMTF data elements.
3. USMTF Training Program. The USMTF training program trains personnel/users to ensure standardization among U.S., NATO, and other allied and coalition commands in USMTF use. USMTF training will be developed and conducted based on approved and current USMTF program documents and information on the DISA USMTF Portal site (reference e). The JID-TC OPTASK Link Oriented USMTF training program is available at the Joint Interoperability and Data Link Training Center (JID-TC) Share Point site (reference f).
 - a. Joint Staff J-7, Joint Education and Doctrine, JID-TC, is one of the designated USMTF trainers/facilitators. Joint USMTF training will be provided to end users, support personnel, and executives covering the spectrum of USMTF Messages required for OPTASK Link users.
 - b. Approved USMTF Program online training resources can be found at the following websites:
 - (1) The DISA USMTF Portal site is accessible at:
<<https://disa.deps.mil/ext/cop/JINTACCS/USMTF/default.aspx>>.

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(2) Information concerning the JID-TC USMTF OPTASK Link-oriented training program is accessible at the JID-TC SharePoint site at: <<https://intelshare.intelink.gov/sites/jid/default.aspx>>.

4. Relationship to Allied and Coalition Efforts. U.S. and allied MTF standards adopted by international partners contribute to interoperability among U.S., NATO, other allied or coalition commands as well as IT and NSS. A cost effective IT and NSS life-cycle is essential for collaborative/coordinated adoption, implementation, and maintenance of related standards to achieve and maintain this required level of interoperability. At the same time, USMTF formatting standards must remain flexible enough to meet the demands of a complex and dynamic operational environment in concert with ongoing IT, NSS, and messaging evolution. NATO and other allied or coalition commands must stay abreast of advances in systems and technologies interacting with USMTF to achieve interoperability and mediate this ever-changing environment.

5. Publication Relationships. MIL-STD-6040 is the companion to this instruction. MIL-STD-6040 provides technical and procedural guidance for the USMTF program, establishes standards, and prescribes rules and conventions governing message text formats and their XML-MTF representations. The USMTF Message Catalog is part of the MIL-STD, but is hosted separately from the rules and conventions. Both are located on the DISA USMTF Portal site. The NATO equivalent to MIL-STD-6040 rules and conventions is Allied Data Publication-3 (ADatP-3). This publication is NATO's version of standardized message text format and is covered by Standardization Agreement (STANAG) 5500 (reference g). Allied Procedural Publication-11 (APP-11) is the NATO Message Catalogue. APP-11 is equivalent to the USMTF Message Catalog and provides users, system developers, and MTF managers with a library of messages and instructions. APP-11 is covered by STANAG 7149 (reference h).

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ENCLOSURE B

RESPONSIBILITIES

1. Office of the Department of Defense Chief Information Officer (DoD CIO).
The DoD CIO provides policy, standards, and guidance in accordance with DoD Directive 5144.02, and other directives therein. The DoD CIO serves in an advisory and oversight role for compliance with policies for interoperability and supportability of IT and NSS.

2. The Joint Staff J-6, Command, Control, Communications, and Computers (C4) / Cyber Directorate

a. Oversees the USMTF program, establishes policy for all aspects of the program, and coordinates and resolves issues that may arise because of this policy.

b. Monitors USMTF efforts to ensure that U.S., NATO, allied/coalition command interoperability and information exchange requirements are met.

c. Ensures USMTF program efforts are coordinated and consistent with the DoD Data Strategy.

d. Establishes and validates IT and NSS technical requirements applicable to the USMTF program.

e. Guides and directs DISA operational requirements that involve planning, development, and integration of USMTF and associated system programs (e.g., Global Command and Control System – Joint (GCCS-J)). These include prioritization of projects, resource expenditures, operational concepts, policies, and procedures.

f. Reviews and provides recommendations to the Secretary of Defense concerning developmental plans and related programming documents for the USMTF program.

g. Maintains and expands the operational concepts used by U.S. military forces and supporting elements to exchange information, in concert with the CCMDs and the Services.

h. Ensures the use and effectiveness of USMTF are included as items for evaluation in joint exercise programs, major field experiments, limited objective

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experiments, and advanced concept technology demonstrations, in conjunction with other Joint Staff directorates, CCMDs, Services, and other DoD agencies and activities.

i. Ensures the USMTF program considers the needs of NATO and other allied and coalition commands in addressing the combined operational needs of US forces to meet treaty and other international commitments.

j. Ensures DoD-wide compliance with approved USMTF program guidance and coordinates compliance with related Intelligence Community programs as appropriate.

k. Provides Configuration Management (CM) guidance and direction to DISA for the USMTF program.

l. Ensures USMTF compliance with DoD regulations and directives related to disclosure of military information to foreign governments and international organizations.

m. Serves as the advocate and spokesperson for CCMDs at forums addressing USMTF and character-oriented information exchanges, to include the USMTF Configuration Control Board (CCB).

n. Provides representation to the USMTF Community of Interest (COI).

3. Combatant Commanders

a. Identify new and/or changed information exchange requirements for military operations to the Joint Staff for validation and inclusion in the USMTF program.

b. Ensure that U.S. military forces and support elements assigned or attached to the command operate in accordance with the procedures outlined in this instruction and MIL-STD-6040.

c. Coordinate, review, and submit requirements for changes to USMTF to Joint Staff.

d. Conduct or participate in exercises and technical tests to evaluate IT and NSS procedures and standards developed under the USMTF program.

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e. Assist in the management of the USMTF program by performing specific CM reviews, testing, or training when requested by the Joint Staff.

f. Participate in the management of the USMTF program and actively support the management efforts of the designated Program Manager (PM).

g. Evaluate USMTF interoperability in their joint exercise programs, as well as major field experiments, limited-objective experiments, and advanced concept technology demonstrations.

4. Director, Joint Staff J-7

a. Executes USMTF training in accordance with the Joint C2 training management structure established through CJCSI 3265.02, "Joint Command and Control Systems Training Management" (reference i).

b. Maintains online USMTF training through the J3OP-US1380 Introduction to Joint Multi-Tactical Data Link Network Operations Course found on Joint Knowledge Online at <https://jkodirect.jten.mil/Atlas2/page/desktop/DesktopHome.jsf>.

c. Assists DISA in providing USMTF training programs for NATO and other allied and coalition commands when requested and approved by the responsible foreign assistance authority.

d. Oversees the USMTF training community of interest (COI).

e. Oversees the USMTF Joint Training Committee (JTC) training COI, normally chaired by the Director of the JID-TC. The USMTF JTC is a senior-level forum for the resolution of crucial USMTF training issues and the validation of USMTF training requirements. The USMTF COI Chairman will:

(1) Develop, maintain, and administer, in collaboration with COI membership, the terms of reference for the USMTF JTC.

(2) Coordinate with other Joint Staff directorates, CCMDs, Services, and defense agencies for representation or support in USMTF JTC activities, as required.

(3) Prepare and forward JTC recommendations to the Joint Staff J-6 for review, action, or approval, as appropriate.

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5. Service Chiefs, Directors of Defense Agencies, and Combatant Commanders (as appropriate)

- a. Ensure information systems that exchange character-oriented information adhere to USMTF standards.
- b. Identify new, changed, and/or deleted Information Exchange Requirements (IER) to DISA, for joint operations, joint validation, and inclusion in the USMTF program.
- c. Participate in USMTF program management, and actively support the management efforts of the designated PM.
- d. Provide all proposed schedule, applicable system, or interface specification changes that apply to the USMTF program configuration to the Director, DISA.
- e. Coordinate, review, and submit requirements for changes to the USMTF standard to DISA.
- f. Plan, program, and budget for maintenance, testing, and implementation of the approved USMTF standard in those systems implementing the standard.
- g. Advise the CJCS and Director, DISA, of changes in funds, personnel, facilities, or materials and Service training issues that would affect the development or implementation of the USMTF standard or that would affect participation in management.
- h. Includes systems implementing USMTF in the Joint Interoperability Test Command (JITC) master test schedule.
- i. Ensure systems implementing USMTF are certified for interoperability on the current message version.
- j. Participate in joint interoperability certification testing as required.
- k. Ensure that U.S. military forces are properly trained in the correct use of USMTF. USMTF training will be included in training programs and exercises where character-oriented information exchanges are part of the process or overall requirement. Training should be conducted using a USMTF compliant message generation system that has been certified by the JITC. Program

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participants will use feedback from training programs and exercise analysis as input to Joint Staff, J-7 for improving the training program.

(1) Provide representation to the USMTF JTC to coordinate development of training objectives, plans of instruction, and training materials, ensuring programs and materials represent the current USMTF baseline.

(2) Designate a point of contact to coordinate USMTF training and training quotas.

1. Recommend objectives and thresholds for those aspects of tactical system compatibility and interoperability related to training standards.

6. Director, DISA. In addition to paragraph 5 above, the Director, DISA, will establish the necessary organizational elements to support the USMTF program, to include a program management structure and the formal appointment of a PM. The Director, DISA, will provide CM support and oversight for the USMTF program, to include the necessary automation support tools needed to manage the program. In addition, the Director, DISA, will:

a. Provide CM guidance for the USMTF program, execute CM for the USMTF program in support of that guidance, and develop and maintain tools for the CM of USMTF data assets.

b. Communicate directly with appropriate personnel of other DoD components on matters related to the USMTF program.

c. Define, develop, test, and maintain the interface specifications required to ensure interoperability and information flow among IT and NSS implementing USMTF.

d. Develop, test, and maintain USMTF and supporting procedures used by IT and NSS for joint military operations; certify proper implementation of USMTF in IT and NSS.

e. Monitor and coordinate with other DoD Component programs and government agencies that may affect interoperability of IT and NSS implementing USMTF standards.

f. Provide program participants with materials to facilitate USMTF implementation.

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g. Support development and maintenance of the necessary supporting structures and tools for the USMTF program.

h. Represent the U.S., as directed by DoD CIO or the CJCS, in international forums responsible for the development, testing, and maintenance of information standards for use by IT and NSS in combined operations. DISA will provide technical support and function as the U.S. representative and/or U.S. head of delegation, as directed by DoD CIO or the CJCS, at appropriate NATO and other allied and/or coalition interoperability forums.

i. Monitor and report annually to DoD CIO and the CJCS regarding the compliance of U.S. military forces with approved USMTF program standards.

j. Support USMTF training as requested by the Joint Staff through DISA's Standards Management Branch, assigned as the USMTF PM. The USMTF PM will:

(1) Provide the products of the USMTF program CM process to the JID-TC and other organizations conducting USMTF training.

(2) Review USMTF training materials and curriculums to ensure compliance with USMTF standards.

(3) Maintain the DISA USMTF Portal site, accessible through DEPS at <<https://disa.deps.mil/ext/cop/jintaccs/USMTF/default.aspx>>.

(4) Promote and market USMTF training and training products by publishing on the DISA USMTF Portal site and by other means and media as appropriate.

k. Provide oversight for information assurance for the USMTF program.

l. Develop and publish the charter for the USMTF CCB.

m. Define USMTF CCB specific vocabularies and taxonomies. Shared vocabularies should be developed to support machine-to-machine understanding of data elements. Taxonomies should be developed to categorize and classify schemas that the USMTF CCB uses to group and relate its data assets.

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ENCLOSURE C

PROCEDURES

1. General Concept. USMTF data provides the means to achieve interoperability at the information level across all functional and mission areas and will be leveraged by communications and information systems used throughout the DoD. USMTF is a common message text format standard that facilitates information exchange across DoD and related entities. Effective, seamless interoperability is achieved through exposure and reuse of data. It's operationally agreed definitions and expressions serve as the foundation for interoperability among the military forces and DoD agencies. USMTF leverages common information syntax and data structures to maximize successful interpretation and utilization regardless of the data provider. This ability to exchange and share information increases visibility, understanding, and lethality, and is critical to the Warfighter for present and future battlespace management.

2. Management Approach. USMTF program management incorporates a CCB approach and consists of:

a. Managing changes to the USMTF rules, conventions, message formats, standards and interface documentation via the receipt, circulation, review, and approval or disapproval of interface change proposals.

b. Maintaining supporting USMTF procedures.

c. Documenting and exposing USMTF standard character-oriented data.

d. Technical liaison and administrative support associated with managing the USMTF effort.

e. Promotion of homogenous messaging within the DoD and federal agencies as well as allied and other friendly nations. When necessary, develop and expose mediation capabilities.

f. Application of technological innovations to modernize the program, where practicable; e.g., Extensible Markup Language, data modeling, Web-enabling user access, and electronic-government, market-based concepts.

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3. Implementation Procedures. Detailed implementation procedures for the program are contained in the USMTF CCB Charter.

a. The Director, DISA, will develop and publish the Charter, Terms of Reference, and Configuration Management Technical Procedures documents for the USMTF CCB. These documents will include operating procedures, guidance to program participants, and configuration management procedures. The documents will be approved by the USMTF CCB, and will serve as the basis for management of the program.

b. Proposed changes to USMTF standards must be submitted to the USMTF CCB in accordance with procedures established in the USMTF CCB charter. The USMTF CCB will review each Service's engineering assessment of the impact of the new message requirements on message catalog systems, to include a comparison and mapping of new-to-old data elements. The identified differences must be reconciled prior to implementation of new messages within the affected architectures. New messages or changes to messages, once approved by the USMTF CCB, are expected to be acted on in a timely manner for implementation by participating members and become new requirements for systems that support the USMTF.

c. Each message included or proposed to be included in the USMTF program will have a voting member sponsor on the USMTF CCB (Joint Staff/Combatant Commands, Service, agency, or activity). Information about USMTF message sponsorship is contained in "Configuration Management Technical Procedures for the USMTF Configuration Control Board (CCB)" located in reference e.

d. Detailed information with regard to procedures for transmitting and receiving USMTF messages in joint operations, to include recommended information exchanges between command and control/information exchange elements, is accessible on the DISA USMTF Portal site at DEPS <<https://disa.deps.mil/ext/cop/jintaccs/USMTF/default.aspx>>.

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REFERENCES

- a. CJCSM 3150.01 series, “Joint Reporting Structure General Instructions”
- b. MIL-STD-6040 series, “Department of Defense Interface Standard: U.S. Message Text Format (USMTF) Description”
- c. DoD Information Technical Standards Registry (DISR) access is through the GIG Technical Guidance Federation portal site at: <<https://gtg.csd.disa.mil>> (NIPRNET – accessed: 30 October 2020)
- d. DoD Data Strategy, 30 September 2020
- e. DISA USMTF Portal site access is through DEPS at: <<https://disa.deps.mil/ext/cop/jintaccs/USMTF/default.aspx>> (NIPRNET - accessed: 30 October 2020)
- f. JID-TC USMTF Share Point site access is at: <<https://intelshare.intelink.gov/sites/jid/default.aspx>> (NIPRNET – accessed: 30 October 2020)
- g. STANAG 5500 (Edition 7), Concept of NATO Message Text Formatting System (CONFORMETS) - ADatP-3
- h. STANAG 7149 (Series), NATO Message Catalogue - APP-11
- i. CJCSI 3265.02 series, “Joint Command and Control Systems Training Management”

SUPPORTING DOCUMENTATION

1. DoD Directive 5144.02, 21 November 2014, “DoD Chief Information Officer (DoD CIO)”
2. DoDI 5025.12, 05 March 2020, “Standardization of Military and Associated Terminology”

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3. DoDI 8320.07, 03 August 2015, “Implementing the Sharing of Data, Information, and Information Technology (IT) Services in the Department of Defense”
4. CJCSI 5705.01 series, “Standardization of Military and Associated Terminology”

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GLOSSARY

PART I-ABBREVIATIONS AND ACRONYMS

ADatP	Allied Data Publication
C4	Command, Control, Communications and Computers
CCB	Configuration Control Board
CIO	Chief Information Officer
CJCS	Chairman of the Joint Chiefs of Staff
CJCSI	Chairman of the Joint Chiefs of Staff Instruction
CM	Configuration Management
COI	Community of Interest
DEPS	Defense Enterprise Portal Service
DISA	Defense Information Systems Agency
DISR	DoD Information Technology Standards Registry
DMS	Defense Message System
DoD	Department of Defense
DoDI	Department of Defense Instruction
DoDIN	Department of Defense Information Network
DOTMLPF-P	Doctrine, Organization, Training Material, Leadership and Education, Personnel, Facilities and Policy
GCCS-J	Global Command and Control System – Joint
ICTO	Interim Certificate to Operate
IER	Information Exchange Requirements
IES	Information Exchange Specification
IT	Information Technology
JID-TC	Joint Interoperability and Data Link Training Center
JITC	Joint Interoperability Test Command
JTC	Joint Training Committee
MIL-STD	Military Standard
MTF	Message Text Format
MTT	Mobile Training Team
NATO	North Atlantic Treaty Organization
NSS	National Security Systems
PM	Program Manger

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STANAG	Standardization Agreement (NATO)
U.S.	United States
USMTF	United States Message Text Format
XML	Extensible Markup Language – USMTF
XML-MTF	Extensible Stylesheet Language