



CHAIRMAN OF THE JOINT CHIEFS OF STAFF MANUAL

J-7
DISTRIBUTION: A, B, C, S

CJCSM 3150.25B
12 October 2018

JOINT LESSONS LEARNED PROGRAM

References: Enclosure E.

1. Purpose. This manual sets forth guidelines and procedures for operation of the Joint Lessons Learned Program (JLLP) in support of reference a. It provides the framework for implementing the Chairman of the Joint Chiefs of Staff (CJCS) instruction, and establishes guidelines and procedures for executing the JLLP in support of Title 10, U.S. Code, section 153 (reference b).
2. Cancellation/Superseded. This publication supersedes CJCS Manual (CJCSM) 3150.25A, dated 23 July 2014, "Joint Lessons Learned Program."
3. Applicability. This manual applies to the Joint Staff, Combatant Commands (CCMDs), Services, the National Guard Bureau (NGB), Combat Support Agencies (CSAs), and other joint organizations. This manual is provided as information to the Office of the Secretary of Defense (OSD), other Department of Defense (DoD) Components, and other U.S. government organizations establishing or operating lessons learned programs, such as the U.S. Coast Guard (USCG).
4. Procedures. This manual provides process and procedural guidance for all organizations participating in the JLLP. See Enclosures A through D.
5. Summary of Changes
 - a. Updates terms and procedures for consistency with the 31 January 2018 revision to reference a.
 - b. Incorporates JLLP procedural details removed from reference a.
 - c. Redefines JLLP stakeholders as a JLLP community of practice.
 - d. Refines considerations for conducting active and passive collection.

- e. Updates the process for requesting active collection support.
- f. Highlights joint lessons learned as embodying the experience component of the Joint Continuum of Learning.
- g. Emphasizes use of Joint Lessons Learned Information System (JLLIS) capabilities to support collection activities.
- h. Elaborates on alternative issue resolution processes, such as Joint Capabilities Integration Development System (JCIDS) and submission of CCMD integrated priority lists.
- i. Clarifies the purpose of evaluation phase.
- j. Revises the format and content of the Joint Lesson Advisory (JLA) to place more emphasis on use of JLLIS to support the dissemination process.
- k. Removes references to draft DoD Instruction 3020.ab and the term "Senior Lesson Manager," which was not approved for publication.

6. Releasability. UNRESTRICTED. This manual is approved for public release; distribution is unlimited on Non-secure Internet Protocol Router Network (NIPRNET). DoD Components (to include the Combatant Commands), other Federal agencies, and the public, may obtain copies of this manual through the Internet from the CJCS Directives Electronic Library at: <<http://www.jcs.mil/library/>>. Joint Staff activities may also obtain access via the Secure Internet Protocol Router Network (SIPRNET) Directives Electronic Library Web sites.

7. Effective Date. This MANUAL is effective upon receipt.

For the Chairman of the Joint Chiefs of Staff:



KENNETH F. MCKENZIE, JR.
LtGen, U.S. Marine Corps
Director, Joint Staff

Enclosures:

- A – Introduction
- B – The Joint Lessons Learned Program
- C – The Joint Lessons Learned Information System
- D – Joint Lessons Learned Program Integration
- E – References
- GL – Glossary

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ENCLOSURE A

INTRODUCTION

1. Purpose. This manual describes procedures for executing the JLLP in accordance with policy and guidance promulgated in references a-w. This manual provides guidance on how to collect observations; validate, resolve, and evaluate issues and best practices; and disseminate lessons learned to support sustainment and improvement of joint force readiness and effectiveness via refinements in doctrine, organization, training, materiel, leadership and education, personnel, facilities, and policy (DOTMLPF-P).

2. Scope. Title 10, U.S. Code, section 153(a)(6)(E), requires the CJCS to formulate policy for gathering, developing and disseminating joint lessons learned for the Armed Forces (see reference b). The JLLP accomplishes this responsibility through the five phases of discovery, validation, resolution, evaluation, and dissemination. The JLLP provides a framework that facilitates awareness of observations, issues, best practices, across the DoD, as well as a forum for institutionalizing lessons learned across the Joint Force. This manual outlines processes and procedures necessary to provide an effective system to gather, develop, and disseminate lessons learned from operations, events, and exercises throughout the DoD to accomplish the following:

a. Integrate lessons learned across the Joint Staff, CCMDs, Services, NGB, CSAs, and other government agencies to enhance joint operations and support strategic planning and leadership initiatives for future joint force development (JFD).

b. Develop and manage the JLLP community of practice to support DoD-wide organizational learning and continuous improvement through DOTMLPF-P considerations.

c. Administer the centralized core capabilities of process and information management, training, and technology support.

d. Request and provide analytic and collection augmentation and support.

e. Maintain situational awareness of planned and published collection efforts.

f. Establish constructive links between lessons learned and other JFD elements.

3. Policy, Guidance, and Responsibilities. Reference a provides policy, guidance, and responsibilities to the Joint Staff, CCMDs, NGB, Services, CSAs,

and other joint organizations operating lessons learned programs. This manual provides documentation on JLLP processes and procedures, and complements the current CJCS instruction (CJCSI).

4. JLLP Organizations. Members of the JLLP community of practice support JLLP priorities, equities, and their participating organizations. While individual joint organizations administer their respective lessons learned programs in accordance with (IAW) their primary missions and areas of focus, they are not constrained from investigating other areas when necessary. The JLLP community of practice includes OSD, Joint Staff, CCMDs, NGB, Services, and CSAs, along with interagency and multinational partners, and non-governmental organizations (NGOs).

5. Relationships. The JLLP community of practice encourages and enables effective relationships among JLLP participant organizations to promote discovery, validation, resolution, evaluation, and dissemination of lessons learned throughout the Joint Force. All organizations participating in the JLLP should coordinate activities and collaboratively exchange observations, issues, best practices, and recommendations to the maximum extent possible.

ENCLOSURE B

THE JOINT LESSONS LEARNED PROGRAM

1. Overview. The JLLP is a network inclusive of all elements of DoD, and led by the Joint Staff. The JLLP supports the Joint, interagency, intergovernmental, multinational, and non-governmental organization communities as appropriate to foster mutual understanding and enhance interoperability. Although each organization possesses discovery, validation, resolution, evaluation, and dissemination capabilities, effective programs consist of mutually supporting processes with a regulated information system that produces relevant, timely, and shareable lessons learned. The process produces validated information that enables forces to operate more effectively and efficiently while institutionalizing actionable DOTMLPF-P changes to improve joint capabilities. The JLLP is a crucial element in enabling complex adaptive responses to changes in the operational environment.

2. Process. This enclosure outlines the basic JLLP process, introduced in reference a, and provides procedures to execute that process. The JLLP exists to capture and process observations; leverage change mechanisms; and institutionalize and disseminate lessons learned to improve readiness, capabilities, and combat performance. The JLLP process (Figure 1) has five phases:

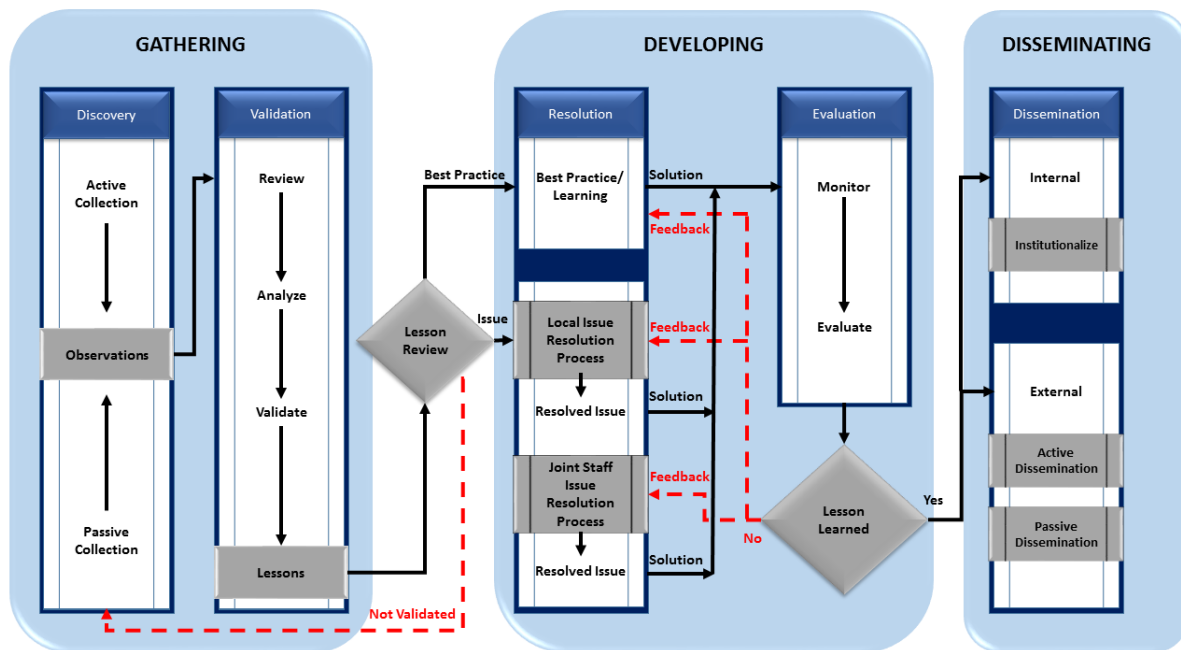


Figure 1. The Joint Lessons Learned Program Process

a. Discovery Phase. The discovery phase begins when someone observes something that should change and ends when an observation is submitted within the lessons learned process. Activities in this phase include collecting information, summaries, and reports. The output of the discovery phase includes one or more observations for follow-on validation. See Appendix A to this enclosure.

b. Validation Phase. The validation phase begins with the submission of an observation into the lessons learned process and ends when the validated lessons (best practices and issues) proceed forward to the resolution phase. If an observation is not validated, the submitting organization may elect to retain it in JLLIS as a record for future reference/awareness and/or later consideration. During the validation phase, Lesson Managers (LMs) review observations and analyze them to determine if there are potential lessons (issues and best practices) requiring further action through the JLLP process. Validation analysis should include the preliminary validity of the observation, identification of the root cause(s) of the collected observation, recommended resolution actions to correct the issue, and identification of a potential office of primary responsibility (OPR) for stewarding the lesson through the JLLP process. Validated lessons (best practices and issues) proceed forward to the resolution phase. See Appendix B to this enclosure.

c. Resolution Phase. The resolution phase begins with submission of validated issues and best practices, and ends when recommended solutions are ready for evaluation. During the resolution phase, issues are taken through issue resolution processes for further analysis by the OPR and subject matter experts (SMEs), and development of solutions to address the root cause of the issue. In many cases, actual issue resolution takes place outside the JLLP, in which case the program serves to monitor, record, and disseminate results of issue resolution. Integration of lessons begins in the resolution phase, as best practices and solutions to issues are adapted and applied. The resolution phase should be executed at the lowest organizational level possible, and ends when best practices and integrated solutions are ready for evaluation. See Appendix C to this enclosure.

d. Evaluation Phase. Evaluation begins when OPRs recommend transferring solutions to SMEs for evaluation against established criteria, and ends when evaluated issues or best practices meeting established criteria are characterized as lessons learned for dissemination. During the evaluation phase, LMs and OPRs monitor and evaluate integrated solutions against established criteria identified by organization SMEs. Solutions not meeting the criteria are returned to the resolution phase for further analysis and resolution action. See Appendix D to this enclosure.

e. Dissemination Phase. During the dissemination phase, LMs distribute and share successfully evaluated lessons learned and best practices. Although dissemination of evaluated, integrated lessons learned completes the cycle, organizations continuously evaluate implementation of lessons learned, often generating additional observations to begin the cycle again. Internal dissemination will facilitate proper organizational institutionalization. External dissemination, which uses passive or active dissemination methods, or a combination of both, will provide, distribute, and share lesson learned information with other organizations throughout the Joint Force for institutionalization consideration. Properly disseminating and sharing lessons learned information with others, at the appropriate level, is an essential element to the overall success and benefit of the JLLP.

f. It is important to note that a lesson is “learned” only when its implementation results in measurable changes in behavior, leading to better outcomes. Interim steps toward that culmination – identification (thinking differently), institutionalization (planning and preparing differently, such as through DOTMLPF-P processes), and implementation (acting differently) – are undergirded by the phases of the JLLP process. In that sense, the activities of the Lessons Learned apparatus focus primarily on the identification-to-institutionalization segment of that larger cycle. See Appendix E to this enclosure.

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APPENDIX A TO ENCLOSURE B

DISCOVERY PHASE

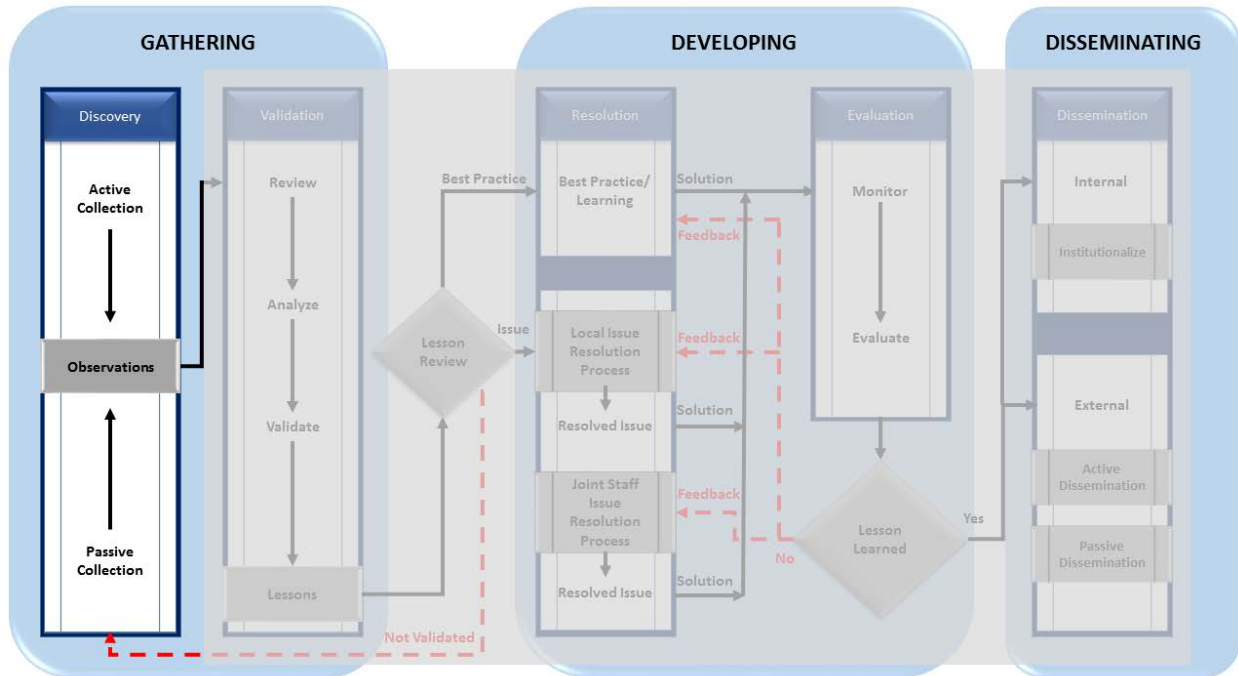


Figure 2. Discovery Phase of the JLLP Process

1. Discovery Phase (Figure 2). The continuous cycle of organizational learning begins with the observation that some aspect of an exercise, operation, or event did not go as planned and there was a resultant impact on overall execution. Discovery arises from one or more of these observations. The decision to pursue the initial discovery may hinge on how performance was impacted. The decision is made after weighing the cost of collecting additional information against the potential future benefit of identifying a lesson that, when implemented, should sustain or improve execution by replicating successes and correcting deficiencies.

2. Collection. When the organization decides to proceed with collection activities, there are multiple sources and approaches available to choose from. Typically, information exists in initial summaries, reports, and documented observations by field and headquarters (HQ) personnel. When information is taken from official records, copies should be made so that the source organization can comply with DoD records management policy. While this information may require refinement and validation, it can form the basis for additional collection, review, and analysis to identify a potential lesson or best practice. Observations drawn from these sources should be entered in JLLIS, using the Observation/Discussion/Recommendations (ODR) format. Source

documents themselves may be uploaded to the JLLIS document repository without entering a formal Observation, but extracting the ODR information better facilitates the JLLP process. The JLLP recognizes two main approaches for conducting collection: active and passive.

a. Active Collection. Active collection includes making direct observations during the event, conducting personal interviews with participants, and determining and recording the results. Personal interviews are very useful tools for active collection, as well as provision of embedded observers tasked to collect specified information. See Annex A to this Appendix for recommended interview procedures. The raw data collected can often provide direct and immediate feedback to the local commander, even without additional analytic treatment. Since active collection requires dedicated personnel, organizations and commands may find it necessary to request specific JLLP support in the form of an active collection team. One advantage associated with active collection is the speed of response, since much of the information required may be available on-scene. One disadvantage to consider is the higher cost in terms of personnel and transportation.

(1) Forming an Active Collection Team. Active collection team composition depends on the particular needs of the issue or operation to be collected against. All active collection teams should include three basic components: leadership, analysts, and subject matter experts. The following model is offered as an example:

(a) Collection Lead - The Collection Lead (CL) is normally a military officer who provides current operational experience and ensures that the collection results meet the practical needs of the organization. The CL's primary focus is on data collection. Since active data collection is a normal part of the process, the CL is responsible for advising senior leadership on any unique requirements, potential risks or special precautions the collection team must consider. The CL manages the logistics and assigned resources supporting any deployment or travel necessary for the collection effort. As data is collected, the CL monitors the handling of classified data to ensure its proper handling, movement and storage. The CL is responsible for gathering all data necessary to complete the effort.

(b) Product Manager - The Product Manager (PM) is a military officer or a DoD civilian, familiar with analytic techniques, and coordinates data aggregation and analysis, as well as the development of findings and recommendations. The PM distributes these functions among various groups and team members, while overseeing the "big picture" to ensure that the individual pieces fit together in a logical manner. The PM works closely with the CL, particularly in the early phases of the process. As data is collected, the PM coordinates with team members to analyze available data. This early

analysis may indicate gaps and seams in the data collection plan, which can then be modified. Should deployment be necessary for the active collection, the PM and other non-deployed team members provide reachback support for team members who are traveling or deployed. In the early stages of the collection, the PM and CL work closely to conduct mission analysis and provide briefs or in-progress reviews to leadership. As the collection evolves, the CL coordinates the issues needed to execute effective data collection, including the preparation of a data collection plan in collaboration with the PM. In some cases, depending on issue complexity or sensitivity or because of limited resources, one person—either military or civilian—may fill both roles of PM and CL.

(c) **Analysts and Subject Matter Experts** – These individuals are the core of the active collection team. Ideally, analysts are career specialists in data analysis, and are proficient in the use of mathematical models and statistical tools. Operational analysts can be either analysts by education and training or by assignment based on subject-matter expertise or other specialized knowledge. It is critical that the team include both SMEs and analysts with relevant experience on the issue being collected. A collection team can be formed at any level of the command. It is important to note that the team's members will require some level of basic subject-related training that at a minimum includes a primer on basic interview techniques and a review of literature relevant to the issue being collected against.

(2) Requesting Active Collection Support. Organizations can request active collection support if they decide that the conduct of an active collection is beyond their internal capabilities or the issue to be addressed is outside of any subject matter expertise resident in their organization. Each of the Services and the Joint Staff maintain an active collection and analysis capability that can assist a requesting organization. As part of the Chairman's JLLP, the Joint Staff J-7 Joint Lessons Learned Division (JLLD) maintains an active, responsive, and deployable capability to conduct onsite collection and analysis of observations, lessons, and supporting data during on-going contingency operations. Recommendations from these analyses inform other aspects of JFD. JLLD teams reflect composition introduced in paragraph 2a.(1) above, with a mix of military and government civilian personnel who are conversant in current joint operations. Requests for JLLD active collection and analysis support should originate at the General/Flag Officer (GO/FO) level and be sent to the equivalent Joint Staff J-7 counterpart (i.e., DJ-7, VDJ-7, or DD FJFD). Prior direct coordination with JLLD regarding mission scope and duration is highly recommended. The final decision to accept the request will depend on resource availability and suitability of the study to enhance joint force development. The supported command will be required to provide administrative support such as interview scheduling, computer workspace, classification review, etc.

Initial contact point of contact (POC) is:

Commercial: 757-203-7618 or 703-614-5226
DSN: 668-7618 or 224-5226
e-mail: js.dsc.j7.mbx.list-dd-fjfd-jlld-mbx@mail.mil.

JLLD will work closely with the designated POC from the requesting organization to develop a Terms of Reference (TOR) agreement. The TOR will clearly articulate specific arrangements for the collection to include a timeline, identification and release authority of resulting products, responsibilities of all concerned, and ownership of raw data and final products.

b. Passive Collection. Passive collection involves collecting and analyzing information previously produced for other purposes. Typical targets of passive collection are documented observations, hot-washes, facilitated after-action reviews (FAARs), after-action reports (AARs), summaries and briefings. See Annex B to this Appendix for an example AAR template. As stated above, refinement and validation are necessary before identifying a potential “lesson.” One advantage of this approach is that it requires relatively few resources, which minimizes impact on operating forces. The disadvantage is the time required to refine and validate information, and arrive at analytical conclusions. Lessons identified solely through passive collection can run a risk of being “too little, too late.” To mitigate the delay in passive collection, the JLLD will produce and disseminate a Quarterly Observation Report (QOR). The QOR frames JLLIS observations by Joint Capability Area and synthesizes CJCS and Joint Force areas of concern and timely strategic and operational issues facing the Joint Force. In addition, a rolling 4-quarter section identifies trending Joint Force observations submitted to the JLLIS observation library.

(1) Passive Collection Sources (Targets). JLLIS provides a repository of observations, AARs, studies and other informative documents for the Joint Staff, CCMDs, Seviles, NGB, CSAs, and other government agencies. These data points and products result in the validation of active study mission analysis and aggregate into lessons learned at tactical, operational and strategic levels. In addition, published studies, from a variety of organizations, may inform current and future efforts through aggregation or identifying previously identified gaps, shortfalls and best practices.

(2) Passive Collection from Exercises. The hot-wash and FAAR are used to collect immediate feedback from leadership and participants to support a more thorough review and validation process.

(a) The lead organization normally facilitates the hot-wash with all major participants and leadership at the immediate completion of an operation, event, or exercise.

(b) The lead organization facilitates the FAAR with all major participants as soon as possible following completion of an operation, event, or exercise. The FAAR is a structured review or de-brief process for analyzing what happened, why it happened, and how it can be done better by the participants and those responsible for a particular operation, event, or exercise.

(c) The documented results and/or recommendations of a FAAR or a hot-wash are used to create the more detailed and analytical AAR. The AAR identifies key observations and recommendations to correct deficiencies, sustain strengths, and focuses on performance of specific mission essential tasks. The AAR may include the proposed assignment of OPRs and offices of coordinating responsibility for observation review during the validation process. See Annex A to Appendix A to Enclosure B for a sample AAR template.

3. Collection Analysis Plan (CAP). Developing a CAP provides an opportunity to define information requirements, and to determine the scope, tasks, and objectives to maximize the effectiveness of limited collection resources (tools, plans, and personnel). Once developed and published in JLLIS, the CAP also enables coordinating actions with additional commands and agencies that may participate or benefit in some way from the planned collection effort. CAP development should be done after initial analysis, but before deploying an active collection team to an operation, exercise, or event.

a. Scope. The scope of a CAP should consist of, but not be limited to, the number of days, the location, the number of participants, and the type of collection (e.g., active, passive, or blended). A well-defined scope helps determine resource requirements and coordinating organizations. Multiple organizations may need to collaborate on planning, collection, and analysis efforts during large-scale events such as a contingency operation or major disaster response.

b. Objectives. CAP objectives should reflect the capabilities the organization seeks to demonstrate or analyze, as well as the activities and tasks to be observed. By identifying the objectives and associated capabilities, activities, and tasks to be evaluated, this step helps planners determine what subject matter expertise will be required of active collection team members.

c. Use of JLLIS in Discovery Phase. In addition to the initial documentation of observations, JLLIS provides several capabilities designed to support collection efforts during the Discovery Phase. See Enclosure C for more detailed JLLIS processes and procedures.

(1) The CAP Module was developed to provide a standard format to assist in the development of a CAP. It can be used to document description,

objectives, collection dates and milestones, POCs, team composition, and locations for the collection effort. It supports association of collection effort and products with higher headquarters guidance and priorities such as CJCS focus areas, joint training essential characteristics and required elements, and applicable national strategic military objectives. Most importantly, it provides situational awareness across the JLLP community of practice through visual representation of all planned and published collection efforts (thematic, calendar, and geographic).

(2) The JLLIS binder function supports the collection of information around a central theme or topic. It is essentially an electronic filing system for grouped information. Binders can contain Observations, Consolidated Document Repository (CDR) documents, stand-alone files (attachments), and other binders.

(3) The JLLIS Community of Practice (COP) function creates a virtual collaboration space for individuals and groups that have common interests and demonstrate or employ like core competencies. In addition to linking to multiple binders, a JLLIS COP provides the ability to share news and updates across organizational boundaries to increase effectiveness and promote transparency.

d. Joint Staff J-7 Role. In support of CJCS priorities for joint lessons learned, the J-7 will maintain situational awareness on planned and ongoing lessons learned collection efforts. The CAP Module in JLLIS is a critical tool for carrying out this responsibility, and its use is highly encouraged by all DoD lessons learned organizations.

4. Discovery Phase Output. The output from the discovery phase is one or more refined observations to be validated during the validation phase. Observations can be restricted for internal collaboration and, when appropriate, shared with others for collaboration via JLLIS.

ANNEX A TO APPENDIX A TO ENCLOSURE B

RECOMMENDED JLLP INTERVIEW PROCEDURES

Begin the interview by reading the following introductory statement (Note: recording of this statement must be in accordance with local policy).

“This is (Interviewer’s Name) _____. The date is: (Month, Day, Year) _____. This interview is with (Subject’s Rank, First name (spell out); Last name (spell out) _____ who has served as (Billet) _____ for (Name of organization/command) _____ since (Month/year) _____. We are conducting this interview at (HQ Name) _____ in (City/State/Country) _____. This interview will address the topic(s) of (list major topics of discussion) _____.

“The purpose of this interview is to collect information based on needs, recommendations, and suggestions that can be used to improve the capabilities of the participating organization. This information may be shared with the organization title/commander in the execution of responsibilities to organize, train, equip, and provide operating forces to the Combatant Commander (CCDR).

“This interview is being recorded and may be transcribed and released for review by authorized individuals. [If applicable: “The information from this interview may be made available to other North Atlantic Treaty Organization (NATO) countries and allies.”] The topics in the interview should be limited to unclassified information. If there is a need to provide classified information, we will stop recording and make the required arrangements. Your candidness during the interview is appreciated, but understand that we cannot offer legal immunity for information you disclose. If you prefer, we can conduct the interview on a non-attribution basis, meaning that the interview is recorded and transcribed, but identifying information is removed to ensure your anonymity.

“Do I have permission to record this interview and associate your name with it?” (Subject Response: Yes/No) _____.

“Do you have any questions before we start the interview?” (Subject Response: Yes/No) _____.

Conduct the Interview.

Closing statement: “Thank you for your participation. This concludes the interview.”

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ANNEX B TO APPENDIX A TO ENCLOSURE B

AFTER-ACTION REPORT TEMPLATE (EXAMPLE)

1. Overview. The following is the baseline format for an AAR submitted under JLLP requirements. Organizations can add additional elements as required to fully capture and convey the information to the broader force.

CLASSIFICATION

DATE

MEMORANDUM FOR:

SUBJECT: AFTER-ACTION REPORT: [insert name of event, exercise, or operation]

Reference: CJCSM 3150.25B, dated 5 October 2018

1. (U/FOUO/C/S) Purpose: Set context and commander's comments.

a. (U/FOUO/C/S) Event Summary: Includes dates covered and synopsis of what happened during the event and period covered.

b. (U/FOUO/C/S) Unit mission and intent: Senior unit's assigned mission and commander's intent.

c. (U/FOUO/C/S) Locations. Locations covered in the AAR. (homestation, training sites, operational areas, etc.)

d. (U/FOUO/C/S) Units covered by AAR. List of units included in the AAR.

e. (U/FOUO/C/S) Commander's summary. Contains key points from the AAR and highlights key issues and best practices the commander wants to emphasize.

2. (U/FOUO/C/S) Observations:

a. (U/FOUO/C/S) Topic/Practice/Issue: Name the practice or issue.

b. (U/FOUO/C/S) Observation: Identify, describe and explain the practice or issue. What is it?

c. (U/FOUO/C/S) Discussion: Provide background and rationale.

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d. (U/FOUO/C/S) Recommendation: What is the recommended course of action for improvement?

e. (U/FOUO/C/S) Implication: What could happen if the recommendation is/is not adopted?

f. Submitter: (Optional): Name, office symbol, contact information.

3. (U/FOUO/C/S) Conclusion:

4. (U/FOUO/C/S) Point of contact on this report is name, office symbol, contact information.

{NAME, RANK}

{TITLE}

Attachment(s):

As stated

Note: (U/FOUO/C/S) Attach photos and other documents as required.

APPENDIX B TO ENCLOSURE B
VALIDATION PHASE

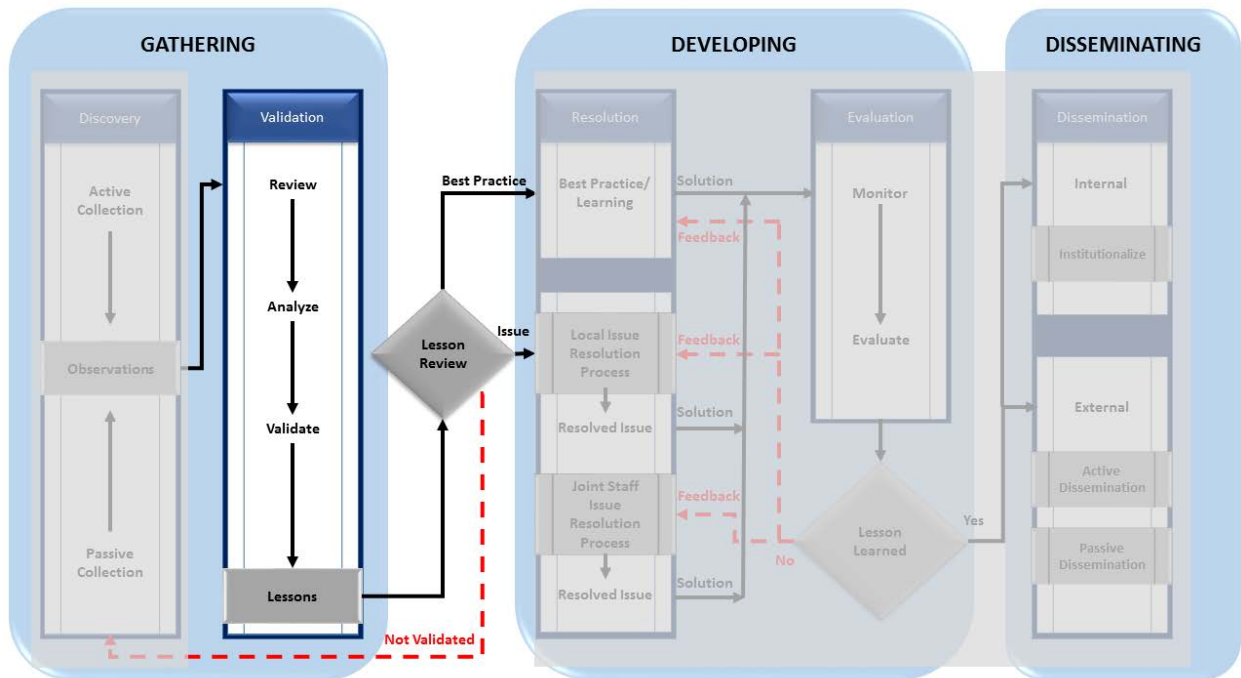


Figure 3. Validation Phase of the JLLP Process

1. Validation Phase (Figure 3). During the Validation Phase, organizations and SMEs review and analyze observations for nomination to the issue resolution process. During the process of validation, organizations may categorize observations as either an issue or a best practice. An issue is a shortcoming, deficiency, or problem requiring resolution. A best practice is a method or procedure that has shown consistent results and proved worthy of replication. A best practice may also be a mitigating practice used by the unit to resolve the issue at their level until a more permanent solution can be found. Validation phase activities include the following processes:

a. Review. Organizational LMs, in conjunction with SMEs, analysts, and participating organization representatives, ensure observations have enough information for an analyst to begin root cause analysis, and are relevant to the needs of the force. Observations needing additional work can be changed back to draft status for the observer to add additional information. Observations not meeting criteria for further work should go into a closed status for historical value and potential later consideration.

b. Analyze. The analytical process facilitates the detailed review of observations to support validation, recommendation for transforming observations into lessons, and identification of OPRs. Validation analysis should include the identification of the root cause(s) of the observation, recommended resolution actions to correct the issue, and identification of a potential OPR for stewarding the lesson through the JLLP process. The validation analysis properly metatags the observation based on root cause and recommended actions. The analytical review may group common observations into organizational functions or by taxonomy, such as by Joint Warfighting Function, DOTMLPF-P, Universal Joint Task List (UJTL), Joint Mission Essential Tasks (JMETs), Joint Capability Areas (JCAs), Integrated Priority List (IPL), and other taxonomies as required, (references c-f). The analysis process includes a review to establish relevance and suitability to potentially improve force capabilities and influence DOTMLPF-P. The key element of validation analysis is to ensure that the designated validation authority has enough information in the analyzed observation to make a decision on moving the observation forward. In JLLIS, LMs place analyzed observations in an active status if moving forward for validation.

c. Validate. Validation qualifies observations as being appropriate for use by the participating organization as lessons (issues or best practices). The organization's designated validation authority (usually the LM) executes the JLLP validation process. This authority is empowered to represent the participating organization. In JLLIS, observations meeting validation criteria are changed to a valid status.

2. Validation Phase Output. The output from the validation phase is a validated lesson, in the form of an issue to resolve or a best practice to implement. The LM, or designated validation authority may forward validated lessons to the OPR and functional SMEs for further review and recommendation for proper routing within the resolution phase. The LM or designated validation authority should close observations not meeting validation criteria, allowing them to remain in JLLIS as observation data points for historical value and potential later consideration.

APPENDIX C TO ENCLOSURE B

RESOLUTION PHASE

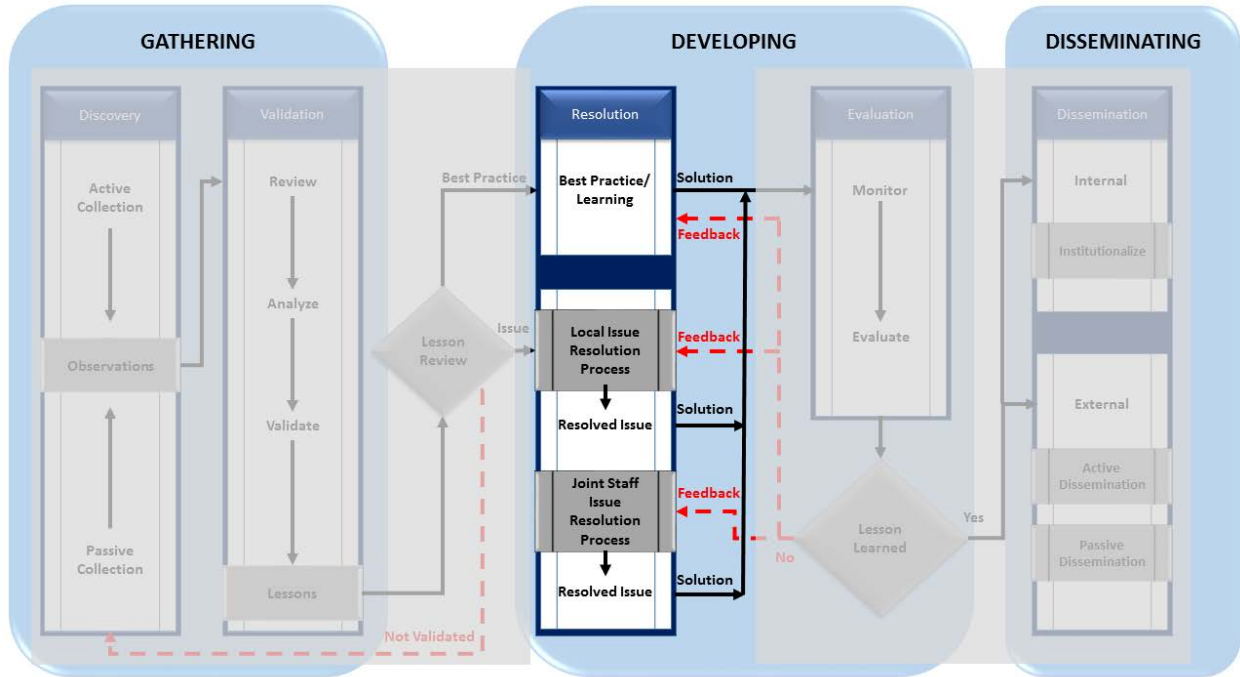


Figure 4. Resolution Phase of the JLLP Process

1. Resolution Phase (Figure 4). During the resolution phase, OPRs review best practices for Joint Force applicability, adjust where necessary, and forward for integration, evaluation, and institutionalization. OPRs recommend entering issues requiring resolution into issue resolution processes. Commands and agencies should address and resolve issues at the lowest possible level, retaining their prerogative to handle/resolve internal issues. Organizations identifying validated issues with potential Joint Force or crosscutting implications may submit them to the Joint Staff through their designated HQ: CCMDs, NGB, Service HQs, or CSAs, using a Joint Lesson Memorandum (JLM). See Annex A to this Appendix for guidance on submitting JLMs.

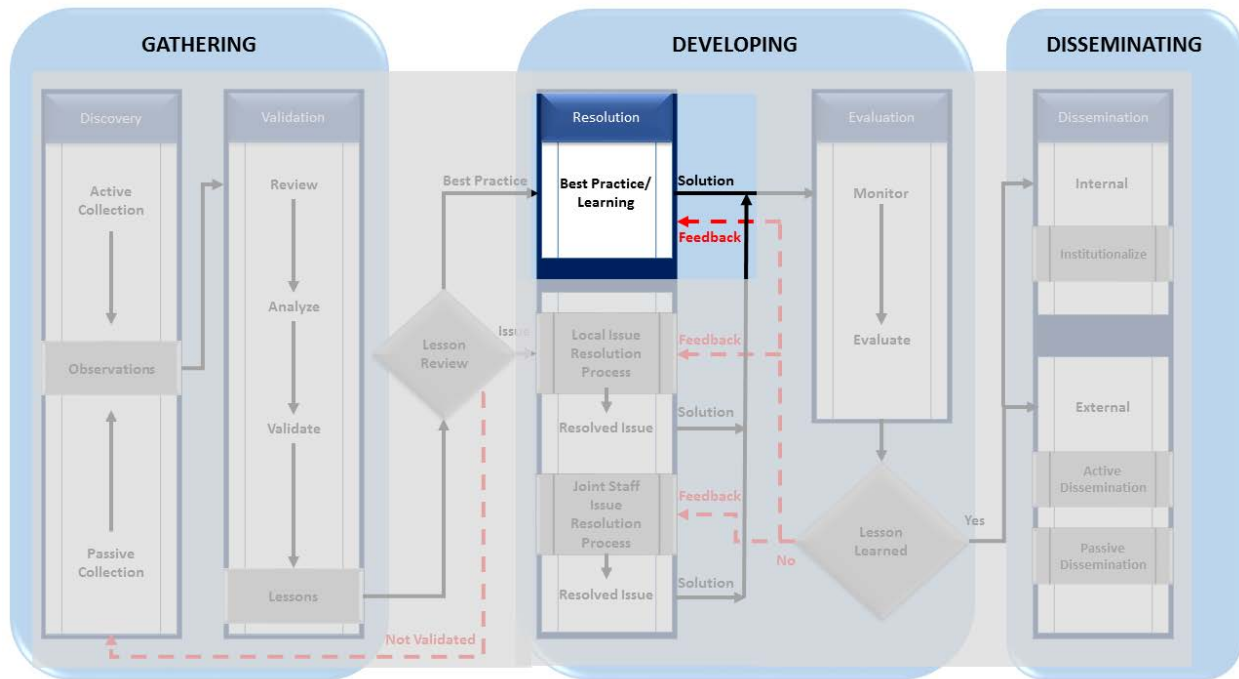


Figure 5. Best Practice/Learning Processes

a. Best Practice/Learning Processes (Figure 5). LMs assign lessons validated as best practices to an OPR for further analysis. The OPR will determine the appropriate scope and level of applicability for a validated best practice, and what, if any, modifications should be made prior to integration with joint planning and learning processes. Best practices may also be applicable to single CCMDs, CSAs, or Services and should go back to them for integration within their specific processes or operations. Learning processes rely on joint and Service doctrine, training, and education to ensure a lesson is assimilated by the intended audience.

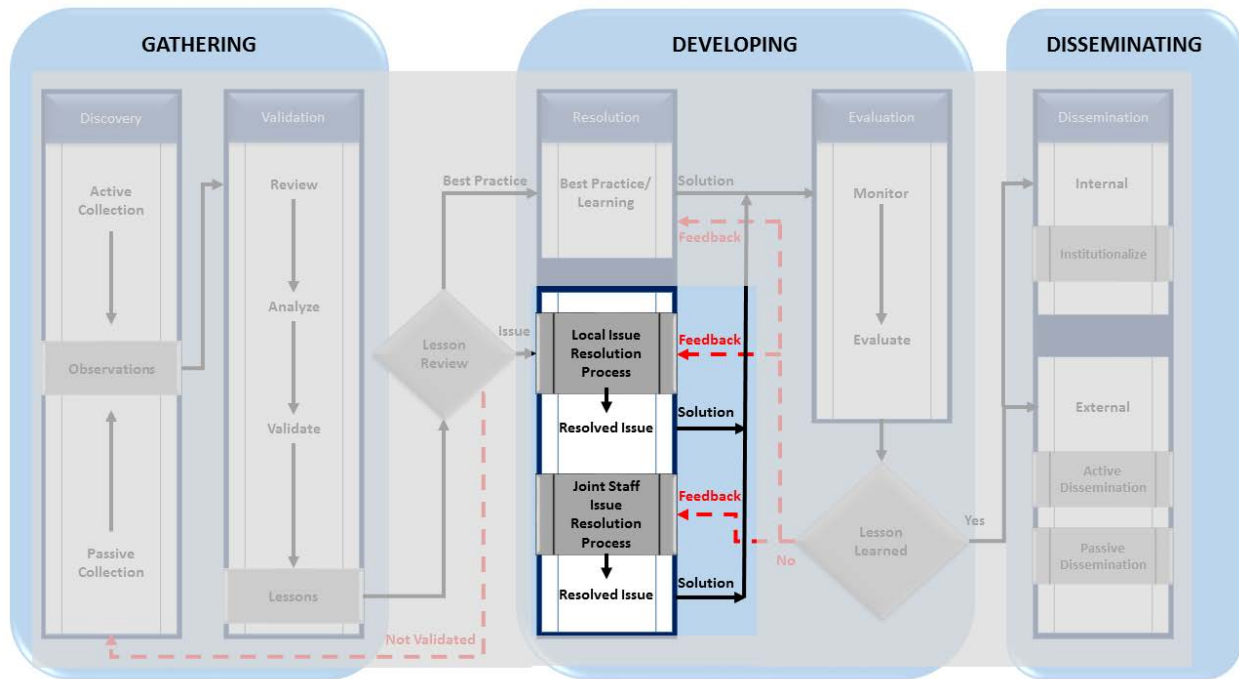


Figure 6. Issue Resolution Processes

b. Issue Resolution Processes (Figure 6). LMs identifying lessons as issues must first ensure they are addressed and resolved before they can proceed further in the process. Once resolved, LMs and OPRs can take measures to institutionalize and eventually operationalize (learn) lessons. The actual resolution of an issue normally takes place outside the JLLP process, using other formally-designated change management processes. The JLLP Issue Resolution Process (IRP) is implemented on demand, and ensures the knowledge of the original problem and its solution are formally recorded and integrated so that knowledge will be available to support organizational learning by the Joint Force and across DoD. Issue resolution processes include:

(1) Local organizational IRP, per local procedures.

(2) Direct submission to the Joint Rapid Acquisition Cell (JRAC) per reference e. The JRAC was established to meet Joint Urgent Operational Needs (JUON) and Joint Emergent Operational Needs (JEON) in a quicker timeframe than the standard Defense Acquisition Process approach. See Annex E to Appendix B to Enclosure D.

(3) Submission in conjunction with the CJCS Annual Joint Assessment (AJA) and CCMD IPL, per reference g. CCMDs submit IPLs annually as part of the data gathered for the AJA. They represent prioritized issues (capability

gaps associated with validated or proposed capability requirements), that limit CCMD ability to successfully achieve assigned roles, functions, and missions.

(4) Submission to the JCIDS process as a Joint DOTmLPP-P Change Recommendation (DCR), per reference e. Joint DCRs represent capability requirement documents tailored toward non-materiel approaches for a capability solution where coordination is required between more than one DoD Component. See Annex E to Appendix B to Enclosure D.

(5) Direct submission to external issue resolution processes IAW applicable directives for issues that can be resolved through existing joint force development processes.

(a) Change to joint doctrine, per references h and i. See Annex B to Appendix B to Enclosure D.

(b) Change to training and exercise policy, per references j, k, and l. See Annex A to Appendix B to Enclosure D.

(c) Change to joint military education and/or leadership development, per reference m. See Annex C to Appendix B to Enclosure D.

(6) Submission for consideration of entry into the Joint Staff IRP via JLM, when issue cannot be resolved within any of the above processes, or when issue arises from the Joint Staff or OSD activities, per reference n.

c. CCMD/NGB/Service/CSA IRP. These organizations initiate issue resolution and determine the appropriate process and venue to address an issue. In general terms, this process commonly consists of action officer (AO) level working groups, O-6 level boards, and General Officer/Flag Officer/Senior Executive Service (GO/FO/SES) level steering committees, but organizational IRP processes will be defined by the requirements of each organization. Reference to procedures within the subject of issue resolution should be recognized as being performed in accordance with higher HQ policy and guidance, and will be unique to each organization. An example of an organizational issue resolution process follows:

(1) The participating organization identifies the OPR to work the selected issue(s) through the organizational issue resolution process.

(2) The OPR accepts the issue for action, develops recommended courses of action (COA), and accomplishes the required staffing action to gain approval from the appropriate authority to execute the selected COA.

(3) OPRs are encouraged to coordinate issue resolution recommendations with functional counterparts. The authority to make disposition decisions for an issue remains internal to the organization. The OPR may collaborate with the staff of another organization to obtain the necessary information for issue resolution.

(4) The AO-level working group (AO WG) reviews issues and recommended solution(s), forwarded by organization lesson managers, and determines which issues should be forwarded to other venues or to the O-6 board for consideration. The AO WG may adjust OPR assignments as necessary.

(5) The O-6 board reviews issues forwarded from the AO WG for accuracy, completeness, and appropriateness of assigned OPRs and action plans. The O-6 board recommends, and may approve closure of issues, or may forward issues to other venues for resolution. The O-6 board also determines whether issues require GO/FO/SES steering committee review.

(6) The GO/FO/SES steering committee determines final disposition on those issues forwarded by the O-6 board. Final disposition may include the approval of issues for closure, the approval to combine or split issues, the approval of a recommended COA, or the approval to continue monitoring resolution efforts of other venues. Final disposition may also include forwarding issues to other issue resolution venues and processes, or to other HQ for assistance in resolving the issue.

(7) OPRs track issues through the various issue resolution processes in accordance with the local organization's policy and guidance. After recommended actions are implemented, OPRs evaluate corrective action to ensure that the originally identified issue is resolved and no longer requires resolution activity. Issues warranting higher level or joint resolution activity may be forwarded to the Joint Staff IRP.

(8) Participating organizations will use JLLIS to track, manage, monitor, and collaborate on issues. This allows LMs, OPRs, and OCRs and other vested participants to track issues through the issue resolution process.

d. Joint Staff IRP. The Joint Staff IRP is used to resolve issues with joint implications among the Joint Staff, two or more CCMDs, Services, NGB, CSAs, interagency organizations, or multinational partners. Collaboration, with the intent to resolve issues at the lowest level possible, is the desired approach. The initiating organization may formally nominate an issue for entry into the Joint Staff IRP only after validating it and clearing it for release. CCMDs, NGB,

Services, and CSAs wishing to elevate an issue to the Joint Staff IRP should do so using the JLM (see ANNEX A to this APPENDIX).

(1) CCMD, NGB, Service, or CSA. These organizations forward issues to the functional counterpart using the JLLIS tracking system. The originating organization and functional counterpart collaborate on resolving the issue, continuing to elevate it as necessary until it is either resolved or entered into the Joint Staff IRP for further interagency and/or multinational coordination as described in the processes below.

(2) Interagency Organizations. Issues identified from the Joint Staff IRP are forwarded from the Joint Staff through OSD to interagency organizations for whole-of-government efforts where a DoD coordinated response is required. DoD Components may share and collaborate with interagency organizations to address lessons that do not require an official DoD response.

(3) Multinational. Issues identified from the Joint Staff IRP are forwarded from the Joint Staff through OSD to multinational organizations when a DoD coordinated response is required. Joint Staff Directorates provide coordinated DoD responses in forums and venues where they are designated OPRs. DoD Components share and collaborate with multinational organizations to address lessons that do not require an official DoD response.

(4) Joint Staff IRP. The entry of issues into the Joint Staff IRP is intended to produce a comprehensive and fully staffed product to senior leaders in order to resolve issues in a timely manner. To accomplish this, the submitting organization should have already collaborated extensively on issue resolution, with the history of these actions recorded in JLLIS.

(a) Step 1 (Joint Staff Lessons Learned Working Groups, AO/O-6). The Joint Staff Lessons Learned Working Groups (LLWGs) verify issues have been staffed appropriately through this point and that every attempt has been made to resolve issues at the lowest possible level.

1. The Joint Staff J-7 hosts regularly scheduled AO LLWGs that include Joint Staff J-Directorate LMs and appropriate SMEs. The AO LLWG collaborates on active issues within the Joint Staff IRP.

2. The Joint Staff J-7 also hosts periodic O-6 LLWGs that include planner level representatives from Joint Staff J-Directorates and additional organizations as necessary. The O-6 LLWG reviews issues presented by the AO WG and either directs them into the appropriate issue resolution

venue, refers them to another organization for more collaboration, closes them out, or nominates them for inclusion in step 2.

(b) Step 2 Joint Staff Lessons Learned General Officer Steering Committee (Joint Staff LL GOSC). The Joint Staff LL GOSC reviews and addresses joint, strategic, and operational level issues identified through operations, events, and exercises, which cannot be resolved at a lower level. The Joint Staff LL GOSC provides advice and direction on the integration of issues across the DOTMLPF-P spectrum. The Director, J-7 (DJ-7) hosts the Joint Staff LL GOSC with principals (O-7 and above or designated representatives) from OSD and Joint Staff J-Directorates, as described in Enclosure E of reference a. Principals from the Services, CCMDs, NGB, USCG, and CSAs participate as required. Issues introduced at the Joint Staff LL GOSC are resolved at the GOSC level, sent to other appropriate issue resolution venues, elevated to the attention of the Director, Joint Staff (DJS) or returned to the AO/O-6 level for further work as directed.

(c) Step 3 (DJS). Issues raised to the level of the DJS follow the DJS directed COA. This COA may include, but is not limited to joint issue resolution venues, the JCIDS process, the Joint Chiefs of Staff TANK process, or other general officer steering forums.

(d) Step 4 (Issue Resolution Venues). The assigned OPR tracks issues progressing through issue resolution venues, and posts updates in JLLIS. The outcomes of issues that enter issue resolution venues enter the evaluation phase of the JLLP process. Final issue resolution may involve increased funding initiated through an IPL, JUON, program objective memorandum (POM) additions or plus-ups, or other reprogramming to prioritize funds to correct a deficiency or provide needed improvements. Some issues require the primary organization to initiate action through JCIDS (references e and f).

2. Resolution Phase Output. The output from the resolution phase includes best practices and solutions from the issue resolution processes. Validated best practices and resolved issues with approved integration actions proceed to the evaluation phase.

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ANNEX A TO APPENDIX C TO ENCLOSURE B

JOINT LESSON MEMORANDUM (JLM)

1. Overview. The JLM is a document used by organizational leadership to inform the Joint Staff of crosscutting, joint, operational, or strategic lessons requiring Joint Staff analysis and either validation as best practices or resolution as issues.

2. Policy. For submission of lessons to the Joint Staff IRP, a GO/FO/SES certification is required using the JLM. (Figure 7)

a. Prior to JLM submission:

(1) The submitting organization shall capture the detailed lesson in JLLIS.

(2) Based on the level of leadership submitting the lesson either to or within the Joint Staff, a JLM should be directed as follows:

(a) Requests from CCDRs, Chief, National Guard Bureau, Service Chiefs and Vice Chiefs, or CSA Directors and Deputies: CJCS or Vice Chairman of the Joint Chiefs of Staff (VCJCS).

(b) Requests from Deputy Commanders, Vice Chief NGB, and Service Operations Deputies, CSA Chiefs of Staff, or Joint Staff J-Directors: DJS or DJ-7.

(c) Requests from CCMD, NGB, Service, and/or CSA Staff Directorate Directors or Vice Directors or equivalent GO/FO/SES, or Joint Staff Vice Directors: VDJ-7 or the Deputy Director for Future Joint Force Development (DD FJFD).

(d) JLLD shall coordinate with the submitting organization to reassign the OPR, within JLLIS, to the Joint Staff J-7 and identify a JLLD AO as the Issue Coordinator (IC).


(3) After the submitter captures the detailed lesson in JLLS, the JLM may be sent directly via e-mail attachment to the appropriate principal. Service, CCMD, and CSA Lessons Learned Directors or LMs should courtesy copy the JLLD Chief or Deputy Chief on the email to ensure timely response.

b. After submission of a lesson to the Joint Staff, JLLD will review the submission and coordinate any additional information requirements with the

submitter. The JLLD will manage those crosscutting and/or joint operational and strategic lessons accordingly within the Joint Staff lessons learned IRP, assign OPRs and OCRs, and in coordination with the OPR, develop action plans with an end state, milestones, estimated completion date, recommended actions, and corrective actions.

c. Progress of Joint Staff best practice-validation or issue-resolution actions can be monitored by selecting the issue or best practice title within the JLLIS Issue Resolution Module (IRM).

ABCXYZCOM STAFF
Letterhead



Reply ZIP Code:
#####-####

Date

MEMORANDUM FOR DIRECTOR JOINT FORCE DEVELOPMENT
JOINT STAFF J7

Subject: (U) Operation XXXXXXXXXXXX Joint Lessons

1. This memorandum identifies lesson(s) collected and analyzed by ABCXYZCOM personnel involved in Operation XXXXXXXXXXXX. ABCXYZCOM has reviewed, validated, and approved lesson(s) for collaboration with the Joint Staff.

2. The lesson is contained in SIPRNET JLLIS using tracking number xxxxx. My staff will continue to monitor and work with the Joint Staff to address this issue.

3. The ABCXYZCOM point of contact for this action is Rank, Name, Service; ABCXYZCOM/J#; XXX-XXX-XXXX; firstname.lastname@ABCXYZCOM.smil.mil.

NAME
Rank, Service
Position

Figure
Sample

Lesson Memorandum (JLM)

7.
Joint

APPENDIX D TO ENCLOSURE B

EVALUATION PHASE

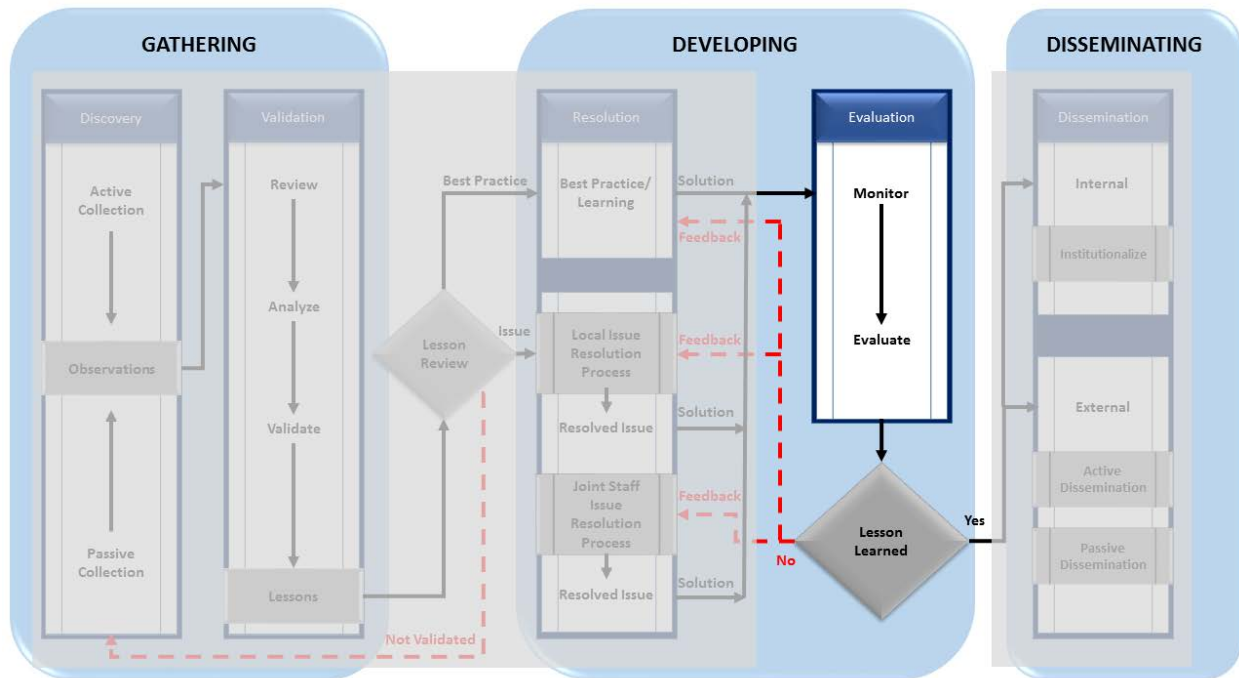


Figure 8. Evaluation Phase of the JLLP Process

1. Evaluation Phase (Figure 8). During the JLLP evaluation phase, OPRs evaluate lessons (best practices and resolved issues) from the resolution phase to determine sufficiency and impact, using criteria identified in the resolution action plan by the appropriate SMEs. Wherever possible, lessons should be evaluated under conditions similar to their origin (type of event and/or type of operation). However, evaluation may also be accomplished through analytic techniques when an appropriate venue is not available, or cannot be made available in a reasonable amount of time. The initiating organization may evaluate lessons internally, or may seek external help. In either case, the organization will share results of the evaluation with the JLLP community of practice for collaboration, review, and re-use.

a. Monitor. The OPR may monitor a lesson before and after evaluation, such as while awaiting availability of an appropriate venue, or awaiting results of the evaluation. The OPR changes issue status to “Monitor” in the JLLIS IRM. During this time, the OPR monitors assigned lessons, tracking their progress and ensuring that evaluation takes place at the earliest possible opportunity, either in an appropriate venue or through analysis.

b. Evaluate. When an evaluation venue has been identified, the OPR changes the issue status in the JLLIS IRM to “Evaluation,” and continues to follow the progress of the lesson as it is evaluated. This step determines how well a particular solution resolves an issue, or how well a best practice performs.

2. Evaluation Phase Output. At the end of the evaluation phase, the OPR determines whether a lesson has been learned, or needs to be re-submitted to the resolution phase for more work. The output from the evaluation phase is a lesson learned that is ready for dissemination. At this point, the OPR updates the status to “Lesson Learned” in the JLLIS IRM and recommends appropriate media for dissemination to the Joint Force.

APPENDIX E TO ENCLOSURE B

DISSEMINATION PHASE

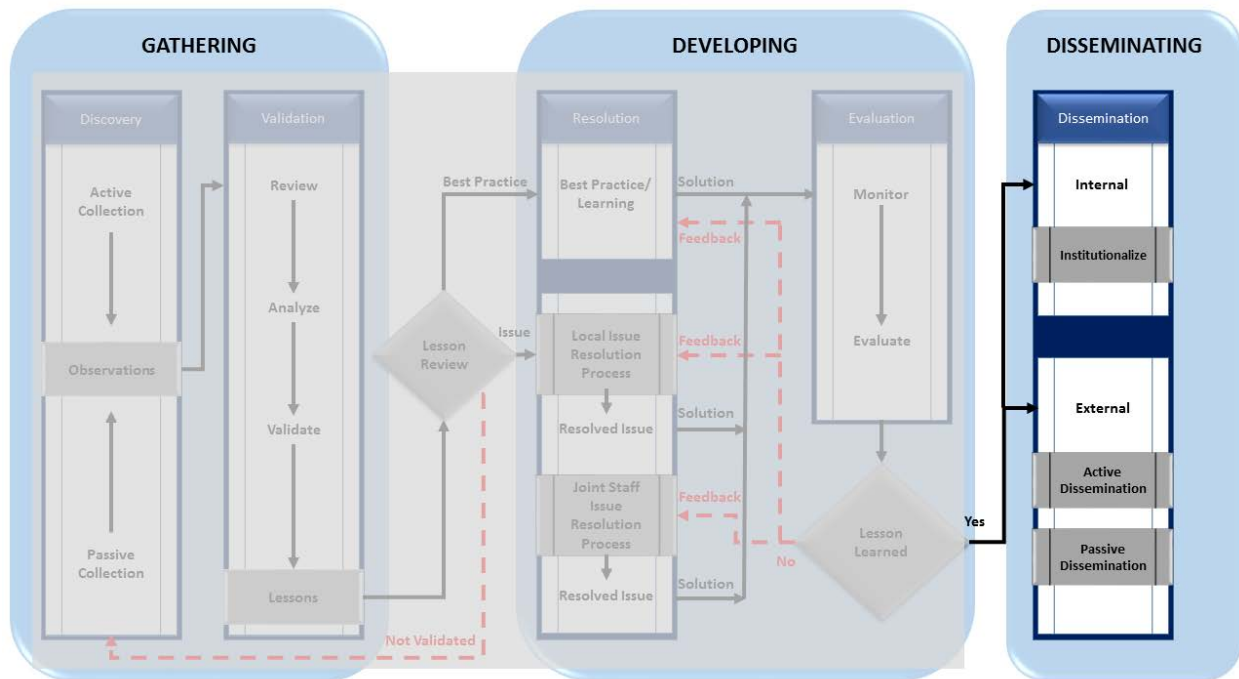


Figure 9. Dissemination Phase of the JLLP Process

1. Dissemination Phase (Figure 9). During the dissemination phase, various activities facilitate the further institutionalization of lessons within key elements of the organization to affect lasting change, improve capabilities or performance, and promote learning of the lesson. The goal of this phase is to communicate lessons learned data through a range of mechanisms to properly institutionalize those lessons, effectively enable joint force capabilities, enhance interagency and multinational coordination, and advance the development of the Joint Force. Organizations use both internal and external dissemination methods:

a. Internal Institutionalization. LMs, in coordination with SMEs, analysts, and participating organization representatives, should identify specific relevant organizational elements (such as DOTMLPF-P, warfighting functions, or other metadata tags) and what level of integration within that element will ensure adequate institutionalization occurs. Using previously established and well-defined organizational processes such as the Joint Doctrine Development Process (JDDP) or JCIDS to conduct required institutionalization is highly recommended.

b. External Institutionalization. In today's environment, operations are commonly joint, often involve coordination and collaboration with the interagency, and may include multinational involvement. Accordingly, organizations should communicate lessons learned data actively and passively, at the appropriate levels, and using appropriate methods, for the benefit of the Joint Force, the interagency, and multinational partners.

(1) Active Dissemination. Active dissemination is the method of pushing focused lesson learned products to specific audiences using a wide array of media such as the JLA, newsletters, weekly/monthly lessons learned roll ups, periodicals, lessons learned white papers, and targeted analysis reports. See ANNEX A to this APPENDIX for further guidance concerning the JLA.

(2) Passive Dissemination. Passive dissemination is the method of using a data repository, such as JLLIS, to capture and store lessons learned. Use of a common repository makes this knowledge accessible to the Joint Force and authorized partners. To be effective, passive dissemination requires some form of notification to users that new information is available for access.

2. Dissemination Phase Output. The output of the dissemination phase includes all products that disseminate lessons learned knowledge for the benefit of the Joint Force, and its partners. Dissemination processes must be flexible and adapt to available dispersal mechanisms. Although dissemination is the final phase of the JLLP process, it is also the starting point for the cycle of continuous learning and improvement.

ANNEX A TO APPENDIX E TO ENCLOSURE B

JOINT LESSON ADVISORY

1. Overview. The purpose of the JLA is to provide a concise summary of the lesson description, process history, resolution efforts, and institutionalization efforts taken across applicable areas of the DOTMLPF-P spectrum. The JLA facilitates dissemination and leadership reporting (Figure 10.) In particular, the Joint Staff uses the JLA, in conjunction with JLLIS, to document and disseminate information regarding best practices and issues in the Joint Staff IRP that have been resolved and closed.

2. Content. JLAs issued by the Joint Staff will include the following:

a. Issue. A brief description of the best practice or issue in terms that an objective third party would be able to understand: what happened and why it required resolution. If the Description tab in JLLIS was well-written, the text could be copied and pasted directly into this portion, but some editing may be necessary to ensure clarity.

b. Findings and Results. For issues, this section consists of one or two paragraphs explaining root cause(s) and, in broad terms, what was done to correct the situation. For best practices, it contains one or two paragraphs explaining the benefits of their application. The JLA will always include the Uniform Resource Locator for the Issue Record in the JLLIS IRM, and will refer the reader to it for corrective action details.

3. Corresponding JLLIS Content. The brevity in JLA content is made possible by recording the background information and all resolution or validation details in the Issue Record that is contained in the JLLIS IRM. The following guidance, while not mandatory, is highly recommended to all organizations using the JLLIS IRM after validating a best practice or resolving an issue.

a. Discussion Tab. Use the Discussion Thread at the bottom of this tab to provide amplifying details about JLA content. These details should lead the reader through the logical steps between issue identification and resolution.

b. Corrective Action Tab. In the main free-text field, record corrective actions taken to address each specific area. Try to avoid being overly technical or using excessive jargon. The JLLIS Issue Record should contain information that can be easily re-used when organizations encounter similar circumstances. The reader may not be a SME in this particular area.

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ANNEX B TO APPENDIX E TO ENCLOSURE B

MULTINATIONAL LESSONS LEARNED ENGAGEMENT

1. Overview. DoD Components participate in periodic multinational forums that include:

a. International Lessons Learned Conference (ILLC). The Joint Staff and the CCMD of the area of responsibility where the ILLC is held normally attend the ILLC and will collaborate on briefings presented for the United States. The Services and other joint organizations also attend the ILLC as deemed necessary and will coordinate their briefings with the Joint Staff.

b. Quinquartite Combined Joint Warfare Conference. This five-party conference (United Kingdom, Canada, Australia, New Zealand, and the United States) is attended by representatives from joint doctrine, concept development, and lessons learned areas of interest from each nation.

c. Regional Lessons Learned Conferences (RLLCs). Co-hosted between the U.S. Center for Army Lessons Learned, and the military forces of a nation in the region of interest, these conferences provide a venue that highlights the advantages of learning from experience and integrating best practices and lessons across the full range of military operations among partner nations from specific regions.

d. Bilateral Lessons Learned Working Groups. These ad hoc arrangements bring together lessons learned practitioners to share information and collaboratively develop products supporting both nations in areas of common interest.

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ANNEX C TO APPENDIX E TO ENCLOSURE B

FOREIGN DISCLOSURE AND THE SHARING OF JOINT LESSONS LEARNED
INFORMATION WITH PARTNER NATIONS

1. Overview. The sharing of joint lessons learned information between the U.S. and partner nations occurs in accordance with DoD and CJCS guidance. More specifically, information contained within JLLIS is also governed by DoD and CJCS policy regarding information sharing and network security (reference p).

a. Foreign Disclosure and Network Security. Access to the information contained within NIPRNET JLLIS is granted in accordance with DoD and Joint Staff policy and guidance. Access is limited to U.S. personnel, as well as foreign exchange and liaison officers sponsored and/or assigned to DoD organizations, in accordance reference q. Joint Staff guidance provides the following information:

(1) Originator classification markings of JLLIS information determine releasability of their information (reference r).

(2) Foreign representatives assigned to or sponsored by a DoD organization and issued a DoD common access card are authorized access to NIPRNET JLLIS as members of their assigned/sponsoring DoD organization.

(a) The Joint Staff J-7 JLLIS administrator controls activation of foreign representative registration requests.

(b) The assigned/sponsoring organization JLLIS administrator should send an encrypted e-mail request to the Joint Staff J-7 administrator (js.pentagon.J-7.mbx.jllis-coordinator@mail.mil) and include the following information:

Subject: Foreign Representative JLLIS Account
First Name:
Last Name:
Rank:
E-mail Address:
Commercial Phone:
DSN:
Citizenship:

(c) Joint Staff J-7 administrator will contact the foreign representative to obtain the required digital certificate.

(d) Joint Staff J-7 administrator will create the JLLIS profile, set the account to an active status, and notify the new JLLIS user and assigned/sponsoring JLLIS administrator.

(e) In compliance with reference s, foreign representative access to SIPRNET JLLIS is not available. JLLIS does not have mechanisms in place to limit access to classified information to authorized/designated foreign nationals.

(f) The JLLIS FIVE EYES ONLY (FVEY) environment provides a SIPRNET environment for effective lesson learned information exchange and collaboration between DoD and Australia, Canada, Great Britain, and New Zealand. FVEY coalition partners can access this JLLIS environment through the Defense Information System Agency's Improved Connectivity Initiative.

b. JLLP and NATO Lessons Learned.

(1) NATO's Allied Command Transformation (ACT). ACT has the lead for the overall NATO lessons learned process, and for resolving issues at the strategic command level and below. NATO's Allied Command Operations (ACO) supports ACT in the planning and execution of this task. Reciprocally, NATO's ACT supports ACO with the overall output of the NATO lessons learned process for the planning and execution of operations, military exercises, training, and experimentation.

(2) NATO Joint Analysis and Lessons Learned Centre (JALLC). The NATO JALLC is the lead agency for the analysis of operations, exercises, training, and experiments, collection, and communication of lessons learned for NATO. The JALLC deploys teams worldwide to support NATO, analyzing all aspects of the alliance's work at the operational and strategic levels. Headquartered at Monsanto, Portugal, the JALLC hosts and maintains NATO's lessons learned database (legacy) and the NATO Lessons Learned Portal, where NATO organizations capture, store, and process lessons.

(3) DoD Directive (DoDD) 5100.55, "U.S. Security Authority for NATO Affairs (USSAN)" (reference t) governs safeguarding and handling of NATO material. The NATO Security Program controls access to material marked "NATO" by the originating nation. NATO material or the information therein shall not be stored in JLLIS. Control mechanisms are not in place to strictly limit access to NATO information (need-to-know verification and NATO briefing certification).

c. JLLP and Foreign Government Information (FGI). DoDD 5200.01, Volume 1, "DoD Information Security Program: Overview, Classification, and Declassification" tasks Activity Security Managers to provide the same level of

protection to FGI as is provided to equivalently classified U.S. information.
JLLIS users should consult their Activity Security Manager prior to posting or
uploading FGI to JLLIS.

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APPENDIX F TO ENCLOSURE B

LESSON MANAGER DUTIES AND RESPONSIBILITIES

1. Overview: DoD Components designate LMs to manage organization input into the JLLP and JLLIS, ensuring that operationally relevant observations are reviewed and recommended for resolution, as required. LMs play a key role in ensuring that formally designated issues and best practices are correctly stewarded through internal lessons learned processes and lessons learned are properly institutionalized. Joint Staff, CCMDs, NGB, Services, CSAs, and other joint organizations involved in the JLLP, designate personnel within their organization, directorate, or office, as LMs with the authority to review, validate, and manage lessons learned information as appropriate for their organization, (reference u). The designated LMs will obtain chain of command GO/FO/SES coordination/approval as needed for JLLP tasks. Individuals designated as LMs should complete unclassified online JLLP training available through Joint Knowledge Online (JKO). This appendix addresses LM duties and responsibilities that pertain to the JLLP process and does not preclude refinement to meet specific organizational command and control structures and additional leadership requirements.

2. LM Duties and Responsibilities

a. LM Functions throughout all JLLP Phases. The functions of the LM throughout all JLLP phases include, but are not limited to:

(1) Providing training and assistance to personnel on how to add, review, search, and coordinate observations within JLLIS. LMs should encourage JLLP members to complete unclassified online JLLP training available through JKO.

(2) Providing JLLP process and procedure SME support as required to meet process requirements in accordance with established organizational procedures.

(3) Monitoring and coordinating updates to JLLIS records and issue/best practice status for reporting in accordance with established organizational procedures.

(4) Tracking organization lessons learned information and best practices/issues through all phases of the JLLP process.

(5) Ensuring OPR representation is provided at all working groups in accordance with established organizational procedures.

b. LM Functions in the Discovery Phase. During the discovery phase, LM functions include, but are not limited to:

(1) Participating in and/or assisting in collection activities for their organization. See Annex B to Appendix A to Enclosure B for recommended interview procedures.

(2) Supporting development and management of collection analysis plans within JLLIS.

(3) Ensuring observation and records are properly entered into JLLIS and enabling direct submission by individual members and organizations.

(4) Performing the required coordination and staffing of lessons learned information within their organization prior to executing external coordination.

c. LM Functions in the Validation Phase. During the validation phase, LM functions include, but are not limited to:

(1) Reviewing initial observations for completeness, accuracy, and appropriate meta-tagging, and making a determination of the appropriate SMEs to review the observations.

(2) Forwarding the observations to the appropriate SMEs for review, analysis, and release to the local organization and lessons learned community when appropriate.

(3) Determining the appropriate time to change the status of an observation from pending to valid or active, or back to draft within JLLIS.

(4) Releasing individual and consolidated observations as identified lessons for dissemination to the local organization and lessons learned community as required.

(5) Forwarding cross-cutting issues to the AO WG for consideration and resolution.

d. LM Functions in the Resolution Phase. During the resolution phase, LM functions include, but are not limited to:

(1) Supporting issue resolution processes when assigned by their organization or the AO WG.

(2) Designating AOs as the ICs and primary POCs.

(3) Developing a mechanism for the identified ICs/POCs working each issue to document the detailed information required for that particular best practice/issue.

(4) Recommending, at each update, the disposition of each item they have been assigned (open, verify, close, or change OPR, etc., IAW organization business practices).

(5) Reviewing the assigned items and coordinating an appropriate COA and response with all the applicable stakeholders.

(6) Nominating to joint issue resolution processes, any issues that have applicability to other CCMDs, NGB, Services, and CSAs.

(7) Nominating for Joint Staff validation any best practices that may have applicability to other CCMDs, Services, and CSAs.

e. LM Functions in the Evaluation Phase. During the evaluation phase, LM functions include, but are not limited to:

(1) Coordinating the evaluation of, and monitoring the use of best practices/issues through organizational, joint, interagency, and multinational best practice/issue venues.

(2) Verifying corrective actions during appropriate venues to include operations, events, exercises, training, experiments, or other activities as required.

(3) Monitoring issues identified for re-observation and coordinating status updates for reporting in accordance with established organizational procedures.

(4) Ensuring that SMEs accomplish monitoring and evaluations, and that their recommendation to continue or to halt evaluations are captured and incorporated into the lesson/best practice/issue updates.

f. LM Functions in the Dissemination Phase. During the dissemination phase, LM functions include, but are not limited to:

(1) Coordinating with the OPR, OCRs, and SMEs to determine adequate levels, methods, and use of available processes for proper institutionalization of lessons learned.

(2) Monitoring progress of lessons learned integration through identified institutionalization processes.

(3) Coordinating with SMEs to provide amplifying information to support the creation of active dissemination products, such as the JLA, newsletters, lessons learned roll-ups, periodicals, white papers, and targeted analysis reports.

(4) Coordinating with SMEs to provide amplifying information, as required, to external organizations seeking further clarification and understanding of lesson learned.

ENCLOSURE C

THE JOINT LESSONS LEARNED INFORMATION SYSTEM

1. Overview. JLLIS is the DoD system of record and enterprise solution supporting the Chairman's JLLP. The use of JLLIS facilitates the collection, tracking, management, sharing, collaborative resolution, and dissemination of lessons learned to improve the development/readiness of the Joint Force. The validated information also enables actionable DOTMLPF-P changes to improve joint and combined capabilities.

2. General. JLLIS provides a standardized tool to facilitate discovery, validation, resolution, evaluation, and dissemination of lessons learned data from operations, events, exercises, and other activities, and is necessary to implement the JLLP and support the Joint Force. JLLIS is compliant with DoD Records Management and all JLLIS records are subject to review under the DoD Records Management Program (reference w).

a. Discovery Phase. JLLIS facilitates the collection of observations and issues and sharing of summaries, studies, and reports. As users enter or upload data, they can make it available to the joint lessons learned community via JLLIS.

b. Validation Phase. JLLIS provides the ability to document observation analysis to support the validation of observations to support the learning and issue resolution processes. The LMs are responsible for reviewing, analyzing, validating, and activating observations placed in JLLIS.

c. Resolution Phase. JLLIS facilitates the IRP and enables coordination with appropriate functional organizations and SMEs for resolution. The JLLIS IRM provides the ability to create a new issue or create an issue from an observation with a status of Pending, Active, or Valid. It is the responsibility of the LM to identify the OPR and IC to the decision authority.

d. Evaluation Phase. JLLIS provides the ability to capture and document evaluation and solution monitoring to either accept the lessons as lessons learned or return the lessons to the resolution process for further work. The JLLIS IRM allows ICs the ability to set monitoring or evaluation milestones to help track actions or solutions during the evaluation process.

e. Dissemination Phase. JLLIS provides the ability to publish lessons learned data, making the information accessible throughout the Joint Force and among authorized partners. JLLIS provides a number of features and data repositories to help facilitate information exchange, coordination, and dissemination from communities of practice/binders, published observations,

issues, and AARs.

3. JLLIS Information Sharing/Coordination Tools. JLLP participants should post finished products, and collaboration and coordination documentation into JLLIS. JLLP participants are also strongly encouraged to post other important strategic, operational, or tactical records in JLLIS to support lessons learned activities.

a. Community of Practice/Binders: The COP and binder features allow users to create and group a collection of observations, issues, supporting documents, and/or external links around a theme or topic and publish the data for all JLLIS users.

b. Issue Resolution Module: The IRM provides a single location for users to view and monitor the status of lessons, issues, best practices, and lessons learned.

c. Collection Analysis Plan Feature: The JLLIS Collection Analysis Plan feature supports integration and collaboration of organizational collection and analysis plans and processes across the lessons learned community. The JLLIS Collection Analysis Plan feature provides transparency to scheduled collection efforts, to include resource requirements, locations, and milestones.

d. After-Action Report: The AAR represents selected after action comments and recommendations that are designated to assist and benefit future planners and executors of operations, events, and exercises. The JLLIS AAR Feature provides the ability to create an AAR.

e. Consolidated Document Repository (CDR): The CDR provides a central, indexed location for posting documents and files so that they can be accessed and referenced from any other JLLIS segment.

f. Port Visit Module. The Port Visit module meets specific Navy requirements.

g. Trip Report. JLLIS has the capability of entering trip reports with observations.

ENCLOSURE D

JOINT LESSONS LEARNED PROGRAM INTEGRATION

1. Overview. This enclosure provides information pertaining to the integration of the JLLP across operations and JFD. The JLLP facilitates lesson institutionalization (including dissemination of resolved issues and validated best practices) across DOTMLPF-P.

2. General. Integration of the JLLP throughout the DoD occurs as a cycle of integrating activities. Organizations capture observations during operations, events, and exercises, and enter them into JLLIS to begin the cycle. They validate best practices and issues, then determine best methods to implement appropriate actions. Organizations address issues across the spectrum of DOTMLPF-P using appropriate issue resolution processes, including the Joint Staff IRP when necessary. Institutionalized lessons learned enhance joint capabilities and promote global integration as feed back is introduced into operations, events, and exercises, through the elements of JFD (Figure 14).

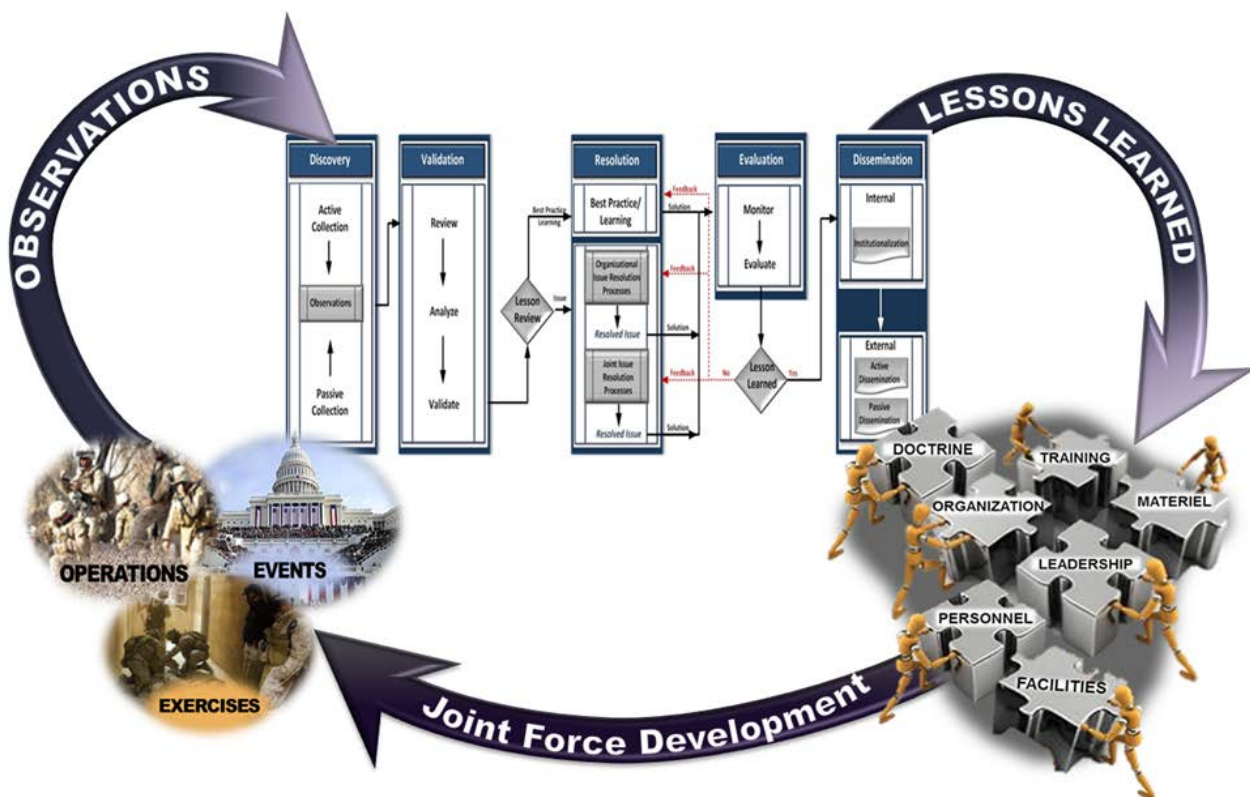


Figure 14. JLLP Integration

Appendices A (Joint Operations) and B (Joint Force Development) to this Enclosure provide additional detail on JLLP integration.

APPENDIX A TO ENCLOSURE D

JOINT OPERATIONS

1. Overview. To support the National Security Strategy, National Defense Strategy, and National Military Strategy, U.S. military forces must be prepared to respond across the full range of potential military operations. The CJCS is committed to instilling the lessons learned from past military operations. Ongoing military operations demonstrate the great capabilities of U.S. joint forces. To prepare U.S. Forces to more rapidly and efficiently respond to similar future events, comprehensive reviews are critical to ensuring we capture and learn from lessons of the past.

2. JLLP Integration. Feedback from real-world operations is an essential part of the JLLP, enabling the integration of previous lessons learned early in the joint operations planning process. AARs should be conducted after every significant military operation. Once observations have been generated from an operation, they should be captured in JLLIS and shared across the defense community. The JLLP provides a vehicle for facilitating awareness of best practices and issues identified during military operations across the DoD, so that they can inform future operations, and advance their global integration.

a. IRP integration

(1) Observations made by the Joint Force during real-world operations enhance joint issues already in an IRP, create new issues to resolve in an IRP, and help produce best practices for integration into future operations.

(2) Organizations use JLLIS to accomplish integration of best practices and issues from operations and events by:

(a) Recording observations.

(b) Collaborating on issue resolution.

(c) Aggregating all information related to that operation in one location to assist the Joint Force in anticipating the proper response to future events.

1. When AAR information is received, it is recommended that organizations first ensure the document is properly uploaded to JLLIS as a CDR or AAR and then link it to an existing COP or binder for that operation or training event if one already exists in JLLIS. If not, organizations should create a JLLIS COP or binder to serve as a single site for future users to access the operation's lessons learned information.

2. If joint forces were employed in an operation and there is material to populate a site with relevant/useful information, the Joint Staff, CCMD, NGB, Service, or CSA will create a parent COP in JLLIS that will include links to, and information from, all DoD Components involved in the operation. The creating organization can submit a request to the Joint Staff to make it a Joint COP for visibility across DoD, or can keep access restricted to internal members.

b. Event Management. The key to successful use of the JLLP for organizational learning is for the organization to have as many users as possible entering information into JLLIS while the operation or event is underway. When it becomes evident that joint forces will be employed for an operation, the JLLIS Administrator and LM for participating organizations will:

(1) Ensure an observation collection plan is in place using JLLIS as the system of record for posting observations. If users want to collect and review observations outside of JLLIS before posting, external Excel spreadsheets can be generated and later imported into JLLIS, as needed.

(2) Create an event name in the appropriate JLLIS domain(s) observation “pull-down menu” so users can properly categorize their entries. NOTE: For major operations and events, the supported CCDR should coordinate with the Joint Staff J-7 JLLIS Administrator to establish the event (operation) name for implementation across JLLIS to standardize the name and reduce and/or avoid confusion in JLLIS when adding or searching for observations and lessons.

(3) Facilitate JLLIS registration for organization members, unless a SharePoint/JLLIS interface has been set up for that organization.

(4) Facilitate training of members to make observation entries.

(5) Ensure organization collection plan is implemented.

(6) Review JLLIS entries to ensure users entered as much information as possible for the observations submitted.

(7) On completion of the event, facilitate the organization after action review of the operation.

(8) Verify information entered into JLLIS is referenced during the after action review discussion to ensure the organization’s final AAR includes operational information collected along with the FAAR observations.

(9) Confirm AARs from operations are recorded in JLLIS and that capability gaps and shortfalls, best practices, and any other relevant documents are entered into that organization's lessons learned program.

(10) Forward operational and strategic, crosscutting joint issues and best practices to the JLLD for entry into the Joint Staff IRP via a JLM signed by a GO/FO/SES from that organization.

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APPENDIX B TO ENCLOSURE D

JOINT FORCE DEVELOPMENT

1. Overview. The JLLP integrates with other JFD elements by providing input and receiving observations, AARs, and updated reference documentation related to training, exercises, doctrine, education, concepts, wargaming, capabilities development, and evaluation processes.

2. General. This appendix provides information specific to the integration of the JLLP and lessons learned with elements of JFD.

a. Joint Training and Exercises. Training and exercise planners consider lessons learned during the development of joint training requirements through the Joint Training System (JTS), which implements the Joint Learning Continuum, as described in reference j. The Joint Learning Continuum enables joint force development and employment. Joint experience is a critical component of the Joint Learning Continuum, and reflects successful application of learning acquired through joint assignments, and formal and informal training, education, and professional development. The application of learned knowledge in an operational environment corresponds directly with increased proficiency and performance of mission tasks. Lessons learned embodies experiential learning from operations, and its integration occurs in the early design and planning stages of the joint event life cycle (JELC) for joint exercises. Before action reviews can be an excellent way to focus event planners on “testing” solutions to lessons observed in order to turn them into lessons learned. Lessons learned are considered in the planning phase, used in the execution phase, and reviewed during the after action phase. See ANNEX A to this appendix.

b. Joint Doctrine. The lessons learned review is a critical step within the doctrine development process as it relates to the development and revision of joint doctrine publications. See ANNEX B to this appendix.

c. Joint Education. Joint educators consider lessons learned during the curriculum reviews of joint education. See ANNEX C to this appendix.

d. Joint Concepts. Lessons learned, in addition to other factors, form the foundation for development of concepts that will lead to future required capabilities. See ANNEX D to this appendix.

e. Joint Capabilities. Capability developers consider lessons learned during the development of joint capabilities, and through the JCIDS processes. See ANNEX E to this appendix.

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ANNEX A TO APPENDIX B TO ENCLOSURE D

JOINT TRAINING

1. Overview of the Joint Training System. The JTS is designed to facilitate the adoption of an integrated, mission capability requirements-based method for aligning individual and collective joint training programs with assigned missions consistent with command priorities, required capabilities, and available resources. When executed in its entirety, the JTS supports all aspects of joint force development – doctrine, military education, joint training, joint lessons learned, and joint concept development and experimentation. It also enables the assessment of training at all levels and the incorporation of lessons learned, emerging doctrine, mature joint concepts, and joint solutions across the Department of Defense. CCMDs, Services (including Reserve Components), NGB, CSAs, Joint Staff, and joint organizations providing capabilities for CCMD missions shall use the JTS to manage joint training IAW CJCSI 3500.01 Series, “Joint Training Policy and Guidance for the Armed Forces of the United States” (reference j).

a. Integration with the JTS. The overarching JTS process is a cycle composed of four phases: requirements, plans, execution, and assessment, with lessons learned integrated into each phase. This interrelated Series of disciplined, logical, and repeatable JTS phases is designed to continuously improve joint training and readiness. The JTS phases include:

(1) Phase I: Requirements. Phase I of the JTS is a commander-led staff process that relies on mission analysis to identify mission tasks and refine them into the most essential mission capability requirements which become the command METs. These METs, selected from the UJTL, make up the command Joint Mission Essential Task List (JMETL) and are entered into the DRRS enterprise and made available to the Joint Training Information Management System (JTIMS) to support the development, management, and execution of JTS phase I processes and products. CSA directors and other supporting organizations use supported command mission guidance, plans and METs to focus their guidance to staffs and supporting elements in following the same mission analysis process to derive AMETs and supporting tasks. AMETs must also be selected from the UJTL. Joint/ Agency Mission Essential Task Lists (J/AMETLs) provide the foundation for deriving joint training requirements used to develop joint training plans (JTPs) and training and exercise inputs to theater campaign plans.

(2) Phase II: Plans. The plans phase is initiated by conducting an assessment of current capability against mission capability requirements (JMETL), relevant lessons learned, and CJCS focus areas (see reference k). The

resulting capability gaps are joint training requirements and determine who must be trained to perform what task. In a mature training program, a large portion of the assessment that leads to training requirements identification is derived from training proficiency assessments (TPAs), mission training assessments (MTAs), and lessons learned integration (Phase IV, Assessment). JTPs and training and exercise inputs to theater campaign plans are developed, coordinated, and published in JTIMS to identify the commander's training guidance, training audiences, training objectives, training events, training support resources, and coordination needed to attain the required levels of training proficiency.

(3) Phase III: Execution. In this phase, training events scheduled in Phase II (Plans) are refined and finalized, executed, and evaluated IAW the flexible methodology of the JELC. Event execution will follow the joint training event summaries contained in the JTPs as closely as possible. Within the execution phase of the JTS, each training event uses the JELC stages comprised of event design, planning, preparation, execution, and evaluation. During and following execution, command trainers collect task performance observations (TPOs) for each training objective in JTIMS. Observations may also be collected simultaneously from hot-washes and FAARs. Following execution, command trainers conduct task performance observation (TPO) analysis, and make formal recommendations as training proficiency evaluations on whether the training audience achieved the training objective. During analysis of these observations, issues may be identified for inclusion into command corrective action board processes. Validated observations that require additional resolution and integration within the JLLP are imported into JLLIS. JLLIS observations often support future refinement into JELCs, JMET TPAs, and the planning/update processes for relevant plans during the Requirements Phase. Evaluations of training proficiency during joint training events will feed overall assessments of JMETs and mission capabilities, which in turn feed the plans phase of the JTS to focus joint training events in the next training cycle to cover identified capability gaps.

(4) Phase IV: Assessment. Commanders and agency directors conduct monthly assessments of their J/AMETL in JTIMS to report the progress of their joint training programs relative to the required levels of proficiency of their assigned staffs and forces to perform assigned missions. TPAs are used by the primary trainer of an organization to provide an objective assessment of the proficiency of the training audiences against identified training objectives. TPAs are correlated with their associated JMETs and MTAs are developed to identify the command's training proficiency in performing its assigned missions. MTAs will feed the commander's or director's broader readiness assessment to determine gaps and deficiencies in performing the command or agency J/AMETL to standard. In addition, assessment should address the adequacy of joint publications and resources used during training and

exercises to provide a basis for their improvement prior to subsequent cycles. Commands will review, update (as required), and approve TPAs and MTAs monthly in JTIMS. Approved TPAs and MTAs inform readiness assessments in the Defense Readiness Reporting System (DRRS). Through analysis of individual and collective training performance of assigned forces, the CCDR will be better able to make recommendations for change across the DOTMLPF-P joint resources construct IAW Joint Capabilities Integration and Development System processes (reference e).

b. Exercise Program Integration

(1) Joint Exercise Program (JEP). The JEP is a principal means for CCDRs to maintain trained and ready forces, exercise their contingency plans, and support their theater campaign plan. The JLLP is integrated into the JEP via the inputs and outputs of the JTS phases. Under the deliberate observation validation process, CCMDs capture and share key, overarching, and crosscutting observations and lessons no later than 45 days after the end of an exercise. Observations must be entered directly into JLLIS, or exported from JTIMS into JLLIS, IAW CJCSM 3500.03 Series, “Joint Training Manual for the Armed Forces of the United States” (reference l).

(2) Chairman’s Exercise Program (CEP). The CEP is the dedicated means for the CJCS, through the Joint Staff, to coordinate interagency and CCMD participation in strategic national-level joint exercises designed to examine plans, policies, and procedures under a variety of crises. These strategic, national level joint exercises are intended to improve the readiness of U.S. Forces to perform joint operations, integrate non-DoD and interagency partners, and improve overall readiness. Key, overarching, and crosscutting observations and lessons from these exercises may be entered directly into JLLIS or exported from JTIMS into JLLIS. The AAR output of an exercise contains event results, observations, issues, best practices, and lessons learned.

(3) National Exercise Program (NEP). The NEP is a top-down driven exercise framework under the leadership of the White House that is the basis for coordination of federal exercises across all departments and agencies of the federal government. Under the NEP, specific functional areas must be exercised with regularity as agreed by all departments and agencies. The NEP consists of continuity operations, national planning scenarios, and interagency coordination. DoD participates in the NEP through the CEP. The CJCS, Joint Staff, CCMDs, NGB, Services, and CSAs shall collect, manage, share, research, and track lessons learned under the JLLP by using JLLIS, IAW DoD Instruction (DoDI) 3020.47, “DoD Participation in the National Exercise Program (NEP),” (reference n).

(4) Globally Integrated Exercise (GIE) Program. The GIE program rehearses multiple CCMDs, OSD, the Joint Staff and appropriate combat support agencies in globally integrated operations against strategic challenges. The GIE program is a CJCS initiative to prepare the Joint Force as a whole to address global risk and arrange cohesive actions in time, space, and purpose as an integrated force, against trans-regional, multi-domain, multi-functional threats, to provide a full range of flexible and responsive options to senior decision-makers. The GIE supports examination of global strategic challenges and validation of Global Campaign Plans. The GIE leverages existing exercises and training events, including joint training activities associated with the CEP and the JEP. Key, overarching, and crosscutting observations and lessons from this exercise program may be entered directly into JLLIS or exported from JTIMS into JLLIS.

c. Integration with the NEP After-Action Process. The AAR output of an NEP exercise contains event results as well as issues and best practices. After an NEP exercise concludes, participating DoD Components will provide hot-wash lessons (issues and best practices) to CJCS or a designated representative (references j, l, n, and o). DoD policy representation on the Domestic Resilience Group Interagency Policy Committee (DRG) and the Exercise and Evaluation Sub-Interagency Policy Committee (E&E Sub-IPC) is composed of Assistant Secretary of Defense (ASD) for Homeland Defense and Global Security (HD&GS) and the CJCS or his or her representative. DoD planning and execution representation on the Exercise Implementation Committee (EIC) and Exercise-Specific Working Group consists of designated representatives of Deputy Assistant Secretary of Defense (DASD) for Homeland Defense Integration and Defense Support of Civil Authorities (HDI&DSCA) and CJCS. These activities directly interface with the JLLP and provide input into JLLP processes.

(1) DoD post-Tier 1 NEP Exercises

(a) Conducts the DoD FAAR in accordance with the GOSC and JLLP using the JLLIS, (references l and n).

(b) Determines primary DoD lessons for inclusion in the NEP AAR.

(c) Provides DoD lessons to the DASD(HDI&DSCA) and CJCS or their representative.

(d) Reports observations from NEP exercises into the JLLP using JLLIS no later than 30 days post exercise, (references l and n).

(2) EIC, including DASD(HDI&DSCA) Post-NEP

- (a) Reviews DoD and agency lessons learned reports.
 - (b) Determines high-priority issues and compiles such issues into an AAR.
 - (c) Provides high-priority NEP lessons to the DoD to forward to the LL GOSC.
 - 1. NEP resolution actions assigned to the DoD by the E&E Sub-IPC as well as the DRG and/or the Homeland Security Council Deputies Committee (HSC DC) are also forwarded to the LL GOSC.
 - 2. The LL GOSC may address corrective actions assigned to the DoD and forward the OPR and timeline for implementation back to the E&E Sub-IPC, DRG, and/or the HSC DC, through the EIC.
 - (d). Collects issues requiring department and agency improvements into a NEP exercise improvement plan, entering those issues into the Department of Homeland Security Corrective Action Program.
- (3) OCJCS, Joint Staff, CCMDs, CSAs, and Services Post-NEP
- (a). Collects TPO in JTIMS.
 - (b). Determines which performance observations are considered to be lessons.
 - (c). Includes observations in the JLLP via JLLIS no later than 30 days after the end of the exercise.
 - (d). Assigns resolution actions to one of their components along with an OPR in that component for each identified issue or best practice entered into the JLLP through JLLIS.

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ANNEX B TO APPENDIX B TO ENCLOSURE D

JOINT DOCTRINE

1. Overview. Joint doctrine reflects fundamental principles, based on extant capabilities and incorporating, among many sources, changes derived from lessons learned during operations, events, and exercises; and, when appropriate, inputs from validated concepts. Further definition and guidance on assessment, development, and application of joint doctrine is outlined, (references h and i). Continual and substantive coordination between Joint Lessons Learned and Joint Doctrine Development processes is a vital link in infusion of the changing character of conflict into Joint Doctrine, thereby enabling effective development of the joint force.

2. Policy

a. Joint doctrine consists of authoritative and fundamental principles requiring judgment in application that guide the employment of U.S. military forces in coordinated action toward a common objective. It also provides considerations for the joint force commander when coordinating with the other instruments of national power to attain unified action. Joint doctrine contained in joint publications (JP) may also include terms, tactics, techniques, and procedures.

b. Joint doctrine represents what is taught, believed, and advocated as what is right (i.e., what works best). Joint doctrine is written for those who:

(1) Provide strategic direction to joint forces (the Chairman and CCDRs).

(2) Employ joint forces (CCDRs, subordinate unified commanders, or joint task force (JTF) commanders).

(3) Support or are supported by joint forces (CCMDs, subordinate unified commands, JTFs, Service Component commands, the Services, and CSAs, and the National Guard).

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

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

c. Joint doctrine does not establish policy; however, reference h serves as a bridge addressing policy within a doctrinal context. Joint policy will be

reflected in other CJCS instructions or manuals. These instructions and manuals contain CJCS policy and guidance that do not involve the employment of forces. Although joint doctrine is neither policy nor strategy, it serves to make U.S. policy and strategy effective in the application of U.S. military power.

3. Joint Doctrine Development Process. Joint doctrine continues to evolve as the U.S. military adapts to meet national security challenges and evolve capabilities requiring guidance in application. The JDDP includes four stages: initiation, development, approval, and maintenance. Throughout the process, members of the Joint Doctrine Development Community (JDDC), which includes Services, CCMDs, NGB, CSAs, Joint Staff, and other organizations or entities, seek to maintain awareness of the forces' operations, application of capabilities, and lessons learned from ongoing actions and events (reference i).

a. Assessment. Preliminary assessments are conducted on approved doctrinal publications while in the maintenance stage of the JDDP approximately 12-24 months following publication approval to determine if revision, update, or revalidation is required. Doctrine analysts and the community of interest continually assess doctrine to determine the relevance and timeliness of the topics. During the formal assessment phase of a revision, analysts leverage databases, exercise observations, meetings, and reports to formulate a series of specific and general questions pertaining to the JP when Joint Staf J-7 formally requests feedback from the JDDC on the specific JP.

(1) Database searches. In assessing approved doctrine, the lead analysts from the Joint Staff J-7, Joint Education and Doctrine, Joint Doctrine Analysis Division (JDAD) will conduct a thorough search of relevant databases to gather as much current information as possible to provide an informed recommendation to the Joint Staff J-7. These databases often include lessons learned found in JLLIS and insights from exercises or operations found in the Joint Electronic Library Internal, and Joint Electronic Library-Plus. Analysts also seek lessons from JLLD studies, Joint Deployable Training Division's exercise reports, and doctrine development working group updates.

(2) Request for Feedback (RFF). While conducting the assessment, doctrine analysts will coordinate an RFF through the joint staff action process (JSAP) to the JDDC to gain initial feedback on the efficacy and utility of the JP under assessment. A standard specific question in RFFs queries the community on specific lessons learned from operations or training. For example, the RFF published on 3 September 2013 included the following specific question: "What areas of JP 3-13.3 can be improved based upon lessons learned from major operations involving irregular warfare (i.e., foreign internal defense, counterinsurgency, counterterrorism, unconventional warfare, and stability operations)? Be specific by providing line out/line in

Annex B
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Enclosure D

text, where possible.” This encourages the community to think on and provide relevant and timely recommendations based on actual experience to inform updates to processes and/or vignettes.

b. Initiation. Although joint doctrine projects can be proposed by anyone who identifies a doctrinal gap or deficiency, they must be formally sponsored by a Service chief, Combatant Commander, or Joint Staff Directorate. Proposals may be submitted at any time, but the preferred venue for the initiation stage is the semi-annual Joint Doctrine Planning Conference (JDPC). Each project proposal accepted by the J-7 will require a front-end-analysis (FEA) which is conducted by a doctrine analyst in the J-7, Joint Education and Doctrine, JDAD, using many of the same tools listed above during a formal assessment. The analyst will analyze the proposal and present a FEA at the JDPC. The FEA must ascertain if the subject meets the definition of joint doctrine; if a doctrinal void actually exists; and if the proposed doctrine is based on extant capabilities.

c. Development. Once the decision has been made to either develop a new JP or to revise an approved JP, the J-7 publishes a program directive, which assigns the lead agent (LA) and Joint Staff doctrine sponsor, establishes the scope, and provides the chapter outline for the new or revised publication. This formally begins the development stage. During this stage, the LA (in cooperation with the J-7) will develop the first or revision first draft and distribute the draft publication for review and comment to the JDDC. Established publications generally only receive a single staffing and advance directly to the revision final coordination. Lessons learned are routinely sought and incorporated into the draft JPs throughout the development process through formal staffing (i.e., JSAP) or informally through JDDC discussion.

4. Doctrine and Lessons Learned. Observations, issues, best practices, and lessons learned from operations, events, and exercises, all exert a considerable influence on joint doctrine assessment and development by providing a database from which to determine which processes, procedures, or operational approaches have proven most effective in mission accomplishment. Lessons learned are the traditional method used by leaders to improve organizational performance. Lessons learned and shared are critical to learning and preventing similar mistakes and inefficiencies from occurring repeatedly.

a. Responsibilities

(1) JLLD. Identification and cataloging of insights including lessons, lessons learned, best practices, and observations, is only the beginning of the division’s responsibilities to realize improvement in force capabilities and doctrine based on those insights. JLLD provides specific recommendations in

line-in/line-out or vignette format incident to each milestone in the development or revision of a joint publication.

(2) Joint Doctrine Development Community. Members of the JDDC, including planners and practitioners, are responsible to provide recommendations for doctrinal revision as part of the JDDP or by directly contacting the publication lead agent. The practitioners from the field, whether in CCMDs, Services, the NG, or CSAs, may be the first to identify a lesson and recommend incorporation into doctrine or other force development processes.

(3) Deputy Directorate, Joint Doctrine and Education (DD JED). The J-7, DD JED is charged with managing the JDDP and assisting lead agents in conducting analysis and revising their joint publications. Within JED, the JDAD is responsible for conducting the formal assessments (in maintenance phase) and FEAs. They use the previously discussed processes and databases to seek input from the JDDC and all sources in the community of interest to inform the development process. While JDAD analysts actively seek lessons learned, the community is requested to forward lessons learned to the analysts to ensure they can be incorporated and promulgated in doctrine.

ANNEX C TO APPENDIX B TO ENCLOSURE D

JOINT EDUCATION

1. Overview. Joint Professional Military Education (JPME) is a CJCS-approved body of objectives, policies, procedures, and standards supporting the educational requirements for joint officer management (reference m). JPME is a three-phase education program taught at Service intermediate or senior level colleges, the Joint Forces Staff College, the National Defense University, and the National Defense Intelligence University. JPME is not intended to be exclusive for topics of joint matters from other Defense or Service learning venues (e.g., Naval Postgraduate School, or Defense Acquisition University) which may incorporate joint topics in curricula, but do not otherwise satisfy legal and/or defense-policy driven requirements for joint officer management. An ongoing review of the joint aspects of professional military education (PME) satisfies CJCS statutory requirements and enhances the effectiveness and relevance of PME. The PME review process is comprised of three components:

- a. Feedback mechanisms.
- b. Update mechanisms.
- c. JPME Assessments.

2. Procedure. LMs are best positioned to affect the PME review process through defined update mechanisms.

a. Policy Review. J-7 DDJED will systematically review standing PME policy on a five-year basis, or as deemed appropriate. Policy review processes will solicit or consider input from the joint community (Joint Staff, OSD, the Services, CSAs, CCMDs, PME institutions, etc.). When a prescribed revision process has been initiated by the J-7, LMs representing the respective joint community entity can submit policy change recommendations based on lessons learned from operations, events, and exercises.

b. Curricula Review. Each JPME accredited institution will regularly review its curriculum and initiate revisions as needed to remain current, effective, and in compliance with policy guidance. LMs can provide direct reference to individual schools relative to their respective issue(s) or lessons learned.

c. Joint Faculty Education Conference (JFEC). The J-7 JPME Division hosts an annual JFEC to present emerging concepts and other material relevant to maintaining curricula currency to the faculties of the PME and

12 October 2018

JPME colleges and schools. This group will also conduct an initial assessment of submitted Special Areas of Emphasis (SAE). LMs can make presentations on their respective issue(s) or lessons learned during the JFEC.

d. Special Area of Emphasis (SAE). SAEs highlight the concerns of OSD, the Services, CCMDs, Defense Agencies, and the Joint Staff regarding coverage of specific joint subject matter in the PME colleges. They help ensure the currency and relevance of the colleges' JPME curricula. LMs that elect to have their issue considered by the JFEC as an SAE should include sufficient information and POCs to facilitate curricula development and associated research. The annual list of SAEs is presented for CJCS endorsement.

ANNEX D TO APPENDIX B TO ENCLOSURE D

JOINT CONCEPTS

1. Joint Concept Development. Joint Concept Development. A joint concept describes a method for employing joint force capabilities to achieve a stated objective or aim within the context of a specified operating environment or against specified joint force challenges. Joint concepts propose how the joint force, using military art and science, may develop new approaches to conduct joint operations, functions, and activities. Joint concepts propose new approaches for addressing compelling challenges—current or envisioned—for which existing approaches and capabilities are ineffective, insufficient, or nonexistent, thus requiring reexamination of how we operate and develop the future joint force. These innovative approaches address gaps, shortfalls, or inadequacies in existing approaches and capabilities, and include application of new technologies to offset future joint challenges and to provide opportunities. Using various analytical methods, the joint concept community evaluates both developing and approved concepts to determine whether they are feasible and promote informed decisions on developing new joint capabilities.

Joint concepts are informed by authoritative documents such as the National Security Strategy, National Defense Strategy, Sustaining U.S. Global Leadership: Priorities for 21st Century Defense, the National Military Strategy, and joint doctrine. Additionally, the Joint Operating Environment provides insights into dominant trends affecting the security environment and their implications for future military operations. Joint concepts are written using a problem-solution method. The identification and refinement of a joint military problem, a proposed operational solution, and the capabilities required to implement the proposed solution are essential components for guiding and evaluating the concept as it progresses toward approval. Once approved, joint concepts inform future force development.

2. Family of Joint Concepts. The three categories of the family of joint concepts are the Capstone Concept for Joint Operations, joint operating concepts, and supporting joint concepts. While Service and multi-Service concepts are not formally part of the family of joint concepts, they should be aligned with joint concepts where practical.

3. Capstone Concept for Joint Operations (CCJO). The CCJO is the overarching joint concept that guides the development of future joint capabilities. It articulates the CJCS vision for the future joint force, and motivates and guides the study, assessment, and evaluation of joint concepts and capabilities. The CCJO informs joint force development by providing a

broad description of how joint forces might operate in the future across a wide range of military challenges in support of strategic objectives. It envisions military operations conducted within a national strategy that incorporates all instruments of national power.

4. Joint Operating Concepts (JOCs). JOCs broadly describe how the joint force may execute military operations within a specific mission area in accordance with defense strategic guidance and the CCJO.

5. Supporting Joint Concepts. Supporting joint concepts add depth and detail to one or more JOCs by describing how the future joint force may conduct a subset of a JOC mission or apply joint functions across two or more JOC mission areas.

6. Joint Concepts and Lessons Learned. The process for initiating, writing, assessing, and transitioning joint concepts is detailed in CJCSI 3010.02, (reference t). The JLLP influences the development of joint concepts through the review of lessons learned, after-action reports, and observations from operations, events, and exercises.

a. Concept writing begins by developing a thorough baseline of knowledge derived from a variety of sources, including strategic guidance, joint doctrine, and lessons learned. Joint concepts apply this baseline to identify operational challenges in the context of the future operating environment, and to propose joint solutions to those challenges.

b. Joint training observations help shape the development of new joint concepts by identifying and analyzing trends, issues, best practices, and insights derived from multiple CCMD exercises across the full range of joint functions and mission sets.

ANNEX E TO APPENDIX B TO ENCLOSURE D

JOINT CAPABILITIES

1. The Joint Capabilities Integration Development System

a. JCIDS was established to validate requirements in support of the Joint Requirements Oversight Council (JROC), (reference f). Warfighting and exercise lessons learned may serve as a basis to establish capability requirements, if the documentation indicates sufficient military utility of a certain capability. Lessons learned may lead to further analysis and development of JCIDS documents for validation in the deliberate, urgent, or emergent staffing processes.

b. Before any action can be taken in the JCIDS process related to reviewing and validating requirements documents, document sponsors must first identify capability requirements related to their functions, roles, missions, and operations, and then determine if there are any capability gaps which present an unacceptable level of risk warranting further action in JCIDS. Identification of capability requirements and associated capability gaps, begins with the sponsor's organizational functions, roles, missions, and operations, in the context of a framework of strategic guidance documents, and if applicable, overarching plans (reference e).

c. The overarching description of the nation's defense interests, objectives, and priorities are provided through the following: the National Security Strategy, the National Strategy for Homeland Security, the National Defense Strategy, and the National Military Strategy. In addition, the Defense Planning Guidance, the Guidance for the Employment of the Force, the Chairman's Risk Assessment, and the Joint Strategic Capabilities Plan, all contain further guidance for objectives and priorities, and provide a framework for assessment.

d. The JUON process within JCIDS addresses the need for urgent requirements. JUONs address near term (2 years or less) CCMD requirements and are meant to fulfill urgent CCMD requirements needed to fill a shortfall identified in current operations. JEONs address the gap between JUONs and the normal deliberative process of JCIDS. JEONs are identified by a CCMD as inherently joint and influencing an anticipated or pending contingency operation. Both processes are designed to close critical capability gaps identified by CCDRs with primarily materiel solutions, and can evolve from lessons collected through operations, events, and exercises.

e. JCIDS processes are managed through the Knowledge Management/Decision Support (KM/DS) system. KM/DS is an authoritative

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KM system designed for processing, coordinating, tasking, and archiving JCIDS related documents and actions associated with joint capability requirements. It serves as a repository for all JCIDS documents, for staffing JCIDS documents, and for recording coordination actions/comments on JCIDS actions. It also displays all JROC related information (e.g., calendar, document status, etc.), and can be used to search for new lesson submissions. The JCIDS process is detailed in reference e.

2. Joint Capabilities and Lessons Learned

a. Issues already addressed in JCIDS can be monitored through the Joint Staff IRP until completion. The OPR for such issues shall track the issue in KM/DS, and report to the LL AO WG, LL Planner WG, or LL GOSC as appropriate.

b. Major lessons and themes not already addressed through JCIDS may be introduced into JCIDS via a Joint DCR. Joint DCRs provide a means for documenting and validating non-materiel capability solutions across the Joint Force. They can be an alternative to materiel solutions or can complement a materiel capability solution. Major lessons and themes containing multiple associated issues or best practices are most suitable for processing via Joint DCRs, as they assign the many tasks associated with a Joint DCR to different action agencies, while being managed by a single lead organization or Joint DCR sponsor.

3. JLLD and the JCIDS Process. JLLD receives inputs from multiple agencies within DoD and the interagency. Once validated, issues are entered into the Joint Staff IRP where they are further analyzed and fine-tuned.

a. If a Joint Staff IRP issue is being addressed by the JCIDS process, the issue can either be closed or monitored within the Joint Staff IRP. Otherwise, the issue will remain active in the Joint Staff IRP until resolution.

b. As issues are addressed through the Joint Staff IRP, they are processed through the different lessons learned working group forums until final action is determined by the LL GOSC. The LL GOSC can direct that issues remain in the Joint Staff IRP, where they will follow the established Joint Staff IRP process. The LL GOSC may also direct that major issues or themes be entered into the JCIDS process via a Joint DCR. In this case, the LL GOSC will assign the action to J-7 for development of a DCR to address the issue across joint force equities. J-7 will develop a DCR concept and submit it to the Joint Staff J-8 gatekeeper for assignment of a Functional Capabilities Board (FCB) sponsor to shepherd the DCR through the JCIDS process. Throughout this process, the Joint Force will be involved in providing input and expertise to

ensure JFD equities are considered throughout DCR development and execution/implementation.

c. Joint DOTMLPF-P functional process owners (FPOs) are designated by the CJCS for each of the DOTMLPF-P areas. Responsible for their respective joint functional processes and overseeing implementation of the recommended changes from joint DCRs, FPOs provide advice to sponsors of joint DCRs, and assessment of their specific functional process during their review of proposed joint DCRs. FPOs also support the GO/FO/SES Integration Group and the Joint Capabilities Board (JCB)/JROC in executing their integration and implementation responsibilities for validated joint DCRs.

d. Once DCRs are developed and staffed for joint force equities, the JROC validates the DCR via a JROC Memorandum (JROCM). The JROCM designates the required DCR tasks and identifies OPRs for each DCR task. The DCR sponsor FCB and lead organization then develop an implementation plan to address and monitor execution/completion of all assigned DCR tasks. The sponsor FCB and lead organization track DCR task execution and completion, as well as provide periodic updates to the O-6 planner and GO/FO/SES Integration Groups. Unresolved issues regarding DCR task resolution are elevated to the JCB or JROC for final resolution.

e. Issues entered into the JCIDS process through the Joint Staff IRP are declared “lessons learned” when all DCR recommended actions are complete, validated, and evaluated across the Joint Force.

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ENCLOSURE E

REFERENCES

- a. CJCSI 3150.25 Series, “Joint Lessons Learned Program”
- b. Title 10, U.S. Code, section 153
- c. CJCSI 3500.02 Series, “Universal Joint Task List Program”
- d. CJCSM 3500.04 Series, “Universal Joint Task Manual”
- e. CJCSI 3170.01 Series, “Joint Capabilities Integration and Development System (JCIDS)”
- f. CJCSI 5123.01 Series, “Charter of the Joint Requirements Oversight Council (JROC)”
- g. CJCSI 3100.01 Series, “Joint Strategic Planning System”
- h. CJCSI 5120.02 Series, “Joint Doctrine Development System”
- i. CJCSM 5120.01 Series, “Joint Doctrine Development Process”
- j. CJCSI 3500.01 Series, “Joint Training Policy for the Armed Forces of the United States”
- k. CJCSN 3500.01, 12 January 2017, “2017-2020 Chairman’s Joint Training Guidance”
- l. CJCSM 3500.03 Series, “Joint Training Manual for the Armed Forces of the United States”
- m. CJCSI 1800.01 Series, “Officer Professional Military Education Policy”
- n. DoDI 3020.47, Change 1 “DoD Participation in the National Exercise Program (NEP),” 15 August 2017
- o. Federal Emergency Management Administration, “National Exercise Program Implementation Plan,” 12 June 2012
- p. CJCSI 5714.01 Series, “Policy for the Release of Joint Information”
- q. DoDI 8110.01, “Mission Partner Environment (MPE) Information Sharing Capability Implementation for the DoD,” 25 November 2014

- r. DoD Manual 5200.01, Vol 1, “DoD Information Security Program: Overview, Classification, and Declassification,” 24 February 2012
- s. DoD Directive 5230.11, “Disclosure of Classified Military Information to Foreign Governments and International Organizations,” 16 June 1992
- t. DoDD 5100.55, “United States Security Authority for North Atlantic Treaty Organization Affairs,” (USSAN), 27 February 2006
- u. DJS Memorandum, DJSM 0084-16, 3 May 2016, “Joint Staff Lesson Managers Appointment to the Joint Lessons Learned Program”
- v. CJCSI 3010.02 Series, “Guidance for Developing and Implementing Joint Concepts”
- w. DoDI 5015.02, “DoD Records Management Program,” 24 February 2015, incorporating Change 1, 17 August 2017

GLOSSARY

Part I—ABBREVIATIONS AND ACRONYMS

AAR	After-Action Report
ACO	Allied Command Operations
ACT	Allied Command Transformation
AO	Action officer
AO WG	AO-level working group
CAP	Collection Analysis Plan
CCDR	Combatant Commander
CCJO	Capstone Concept for Joint Operations
CCMD	Combatant Command
CDR	Consolidated Document Repository
CEP	Chairman's Exercise Program
CJCS	Chairman of the Joint Chiefs of Staff
CJCSI	Chairman of the Joint Chiefs of Staff Instruction
CJCSM	Chairman of the Joint Chiefs of Staff Manual
CL	Collection Lead
CNGB	Chief, National Guard Bureau
COA	Course of action
COP	Community of practice
CSA	Combat Support Agency
DASD	Deputy Assistant Secretary of Defense
DCR	DOTMLPF-P Change Recommendation
DD	Deputy Director
DD FJFD	Deputy Director for Future Joint Force Development
DD JED	Deputy Director for Joint Education and Doctrine
DJ-7	Director for Joint Force Development
DJS	Director, Joint Staff
DoD	Department of Defense
DoDD	DoD Directive
DoDI	DoD Instruction
DOTMLPF-P	Doctrine, Organization, Training, Materiel, Leadership and Education, Personnel, Facilities, and Policy
DRG	Domestic Resilience Group Interagency Policy Coordinating Committee
DRRS	Defense Readiness Reporting System
E&E sub-ICC	Exercise and Evaluation sub-Policy Interagency Coordinating Committee
EIC	Exercise Implementation Committee

FAAR	Facilitated after action review
FCB	Functional Capabilities Board
FEA	Front-end analysis
FGI	Foreign Government Information
FOUO	For Official Use Only
FPO	Functional Process Owner
FVEY	FIVE EYES ONLY
GIE	Globally Integrated Exercise
GOSC	General Officer Steering Committee
GO/FO	General/Flag Officer
GO/FO/SES	General Officer/Flag Officer/Senior Executive Service
HD&GS	Homeland Defense & Global Security
HDI&DSCA	Homeland Defense Integration and Defense Support of Civil Authorities
HQ	Headquarters
HSC DC	Homeland Security Council Deputies Committee
IAW	In accordance with
IC	Issue Coordinator
ILLC	International Lessons Learned Conference
IPL	Integrated Priority List
IRM	Issue Resolution Module
IRP	Issue Resolution Process
J/AMETL	Joint/ Agency Mission Essential Task Lists
JALLC	Joint Analysis and Lessons Learned Centre
JCA	Joint Capability Area
JCB	Joint Capabilities Board
JCIDS	Joint Capabilities Integration and Development System
JDAD	Joint Doctrine Analysis Division
JDDC	Joint Doctrine Development Community
JDDP	Joint Doctrine Development Process
JDPC	Joint Doctrine Planning Conference
JELC	Joint event life cycle
JEON	Joint Emergent Operational Need
JEP	Joint Exercise Program
JFD	Joint Force Development
JFEC	Joint Faculty Education Conference
JLA	Joint Lesson Advisory
JLLD	Joint Lessons Learned Division
JLLIS	Joint Lessons Learned Information System
JLLP	Joint Lessons Learned Program
JLM	Joint Lesson Memorandum

JMET	Joint mission essential task
JMETL	Joint Mission Essential Task List
JOC	Joint Operating Concept
JP	Joint publication
JPME	Joint professional military education
JRAC	Joint Rapid Acquisition Cell
JROC	Joint Requirements Oversight Council
JROCM	Joint Requirements Oversight Council memorandum
JS LL GOSC	Joint Staff Lessons Learned General Officer Steering Committee
JSAP	Joint Staff Action Process
JTF	Joint task force
JTIMS	Joint Training Information Management System
JTP	Joint training plan
JTS	Joint Training System
JUON	Joint Urgent Operational Need
KM/DS	Knowledge Management/Decision Support
LL	Lessons learned
LLWG	Lessons Learned Working Group
LM	Lesson Manager
NATO	North Atlantic Treaty Organization
NEP	National Exercise Program
NGB	National Guard Bureau
NIPRNET	Non-secure internet protocol router network
OCR	Office of coordinating responsibility
ODR	Observation/Discussion/Recommendation
OPR	Office of primary responsibility
OSD	Office of the Secretary of Defense
PM	Product manager
PME	Professional military education
POC	Point of contact
POM	Program Objective Memorandum
QCJWC	Quinquartite Combined Joint Warfare Conference
QOR	Quarterly Observation Report
RFF	Request for Feedback
RLLC	Regional Lessons Learned Conference
SAE	Special Area of Emphasis
SIPRNET	Secure internet protocol router network

SME	Subject matter expert
TOR	Terms of reference
TPA	Training Proficiency Assessment
TPO	Task performance observation
UJTL	Universal joint task list
USCG	U.S. Coast Guard
USSAN	U.S. Security Authority for NATO Affairs
VCJCS	Vice Chairman, Joint Chiefs of Staff
VDJ-7	Vice Director J-7

Part II—TERMS AND DEFINITIONS

The following terminology is chiefly specialized for the joint lessons learned program and is intended for use in this publication and the activities described herein, unless indicated by a parenthetical phrase after the definition that indicates the source publication or document.

Active collection. Activities specifically generated to collect information on specific operations, events, and exercises, conducted on-scene through direct observation, interviews, surveys, and collection of focused information.

Active dissemination. The method of proactively providing focused lesson learned products, such as the JLA, newsletters, weekly/monthly lessons learned roll ups, periodicals, lessons learned white papers, and targeted analysis reports, to specific target audiences.

After-action report (AAR). A summary report that identifies key observations of deficiencies and strengths.

Best practice. A validated method or procedure which has consistently shown results superior to those achieved with other means, and appears to be worthy of replication.

Capability. The ability to complete a task or execute a course of action under specified conditions and level of performance.

Capability requirement, joint. A capability required to meet an organization's roles, functions, and missions in current or future operations. To the greatest extent possible, capability requirements are described in relation to tasks, standards, and conditions in accordance with the Universal Joint Task List or equivalent DoD Component Task List. If a capability requirement is not satisfied by a capability solution, then there is also an associated capability gap. A requirement is considered to be "draft" or "proposed" until validated by the appropriate authority.

Combat support agency (CSA). A DoD agency so designated by Congress or the Secretary of Defense that supports military combat operations.

Community of practice. (1) A group of people who share a common craft and/or profession and learn how to do it better through regular interaction. (2) A virtual collaboration space in JLLIS to facilitate the communication and exchange of information between different organizations with like responsibilities, concerns, or issues.

Crosscutting. Linking traditionally separate or independent parties or interests.

Essential Characteristics. Characteristics to be incorporated into all joint training programs: Joint training must reflect the strategic environment and its respective challenges; Joint training must emphasize global integration across the 4+1 challenges (Russia, China, Iran, North Korea, and violent extremist organizations); Joint training must span the range of military operations; Joint training must enable the Joint Force to innovate.

Facilitated after action review (FAAR). A structured review or de-brief process for analyzing what happened, why it happened, and how it can be done better by the participants and those responsible for a particular operation, event, or exercise. The FAAR includes information from active and passive collection processes. The result or summary of a FAAR may be an AAR.

Global integration. Arrangement of cohesive Joint Force actions in time, space, and purpose, executed as a whole to address transregional, multi-domain, and multi-functional challenges.

Hot-wash. A comprehensive debriefing comprised of “after action” discussions and evaluations of an agency’s (or multiple agencies’) performance immediately following an operation, major event, or exercise. The purpose of the hot-wash is to allow participants to identify systemic weakness in plans and procedures and to recommend revisions to current plans and procedures. The hot-wash is normally facilitated by the lead organization with all major participants and leadership in attendance at the immediate completion of an operation, exercise, training event, or experiment.

Information management. The function of managing an organization’s information resources for the handling of data and information acquired by one or many different systems, individuals, and organizations in a way that optimizes access by all who have a share in that data or a right to that information.

Institutionalization. The implementation of improvements or changes across the Joint Force, resulting from a lesson learned or best practice via change to DOTMLPF-P as determined by SMEs.

Interagency. Of or pertaining to U.S. Government agencies and departments, including the DoD.

Issue. An observed, analyzed, and validated shortcoming, deficiency or problem that precludes performance to standard and requires resolution-focused problem solving.

Issue coordinator (IC). A specified role in JLLIS for the individual who stewards issues through the issue resolution workflow, assigning OPRs and SMEs to facilitate coordination, collaboration, and issue resolution.

Issue resolution process (IRP). A sub-process used during the resolution phase, consisting of further analysis by the OPR and SMEs to develop an action plan to provide solution(s), and carry out that plan.

Joint DOTMLPF-P change recommendation (DCR) process. An evolving process that enables new innovations, new technologies, experimentation, and other assessments to be analyzed at the Functional Process Owner level, and the GO/FO/SES level before being submitted for review, validation, and approval. The joint DCR process focuses primarily on joint transformation efforts and changes that are primarily non-materiel in nature, although there may be some associated materiel changes (commercial and non-developmental) required. Joint DCRs may be submitted to change, institutionalize, and introduce new DOTMLPF-P resulting from an output of joint experimentation, lessons learned, or other assessments to meet operational needs.

Joint Emergent Operational Need (JEON). JEONs are urgent operational needs that are identified by a CCMD, CJCS or VCJCS as inherently joint and impacting an anticipated contingency operation.

Joint Lesson Advisory. The purpose of the JLA is to provide a concise summary of the lesson description, process history, resolution efforts, and institutionalization efforts taken across applicable areas of the DOTMLPF-P spectrum.

Joint lesson memorandum (JLM). The means by which organization leadership informs the Joint Staff of lessons requiring Joint Staff analysis and resolution.

JLLIS Administrator. An individual within an organization that directly supervises the JLLIS-related activities of their organization.

Joint Urgent Operational Need (JUON). JUONs are urgent operational needs identified by a CCMD, CJCS, or VCJCS as inherently joint and impacting an ongoing contingency operation.

Lesson(s). Validated observation(s) that summarize a capability, process, or procedure, to be sustained, disseminated, and replicated (best practice); or that identifies a capability shortfall requiring corrective action (issue). The term is used when applicable to both issues and best practices and to maintain consistency with NATO partner terminology.

Lesson learned. An operationized resolved issue or best practice that resulted in behavioral change and improved operations or activities.

Lesson Manager (LM). The individual or designated OPR for the organization's lessons learned program. The LM is responsible to the organization's commander for managing the observations and recommendations, and lessons learned of that organization (e.g., subordinate Service, CCMD, or CSA organization, or J-Directorate, etc.), and manages lessons learned information via the JLLIS as the JLLP information system of record. The LM assists in identifying and documenting issues, and as appropriate, coordinates on and tracks their progress towards resolution.

Lessons Learned General Officer Steering Committee (LL GOSC). A GO/FO/SES executive steering committee that determines final disposition on issues forwarded by lower-level review boards; provides advice and direction on the integration of critical issues across the DOTMLPF-P spectrum; and directs key staff elements or proponents to take corrective action or implement identified successes into plans of instruction.

Observation. Notes or comments on an operation, event, or exercise from the perspective of the person(s) who perceived or experienced it firsthand.

Operational level of warfare. The level of warfare at which campaigns and major operations are planned, conducted, and sustained to achieve strategic objectives within theaters or other operational areas.

Organizational learning. The process of collecting and transforming the knowledge and experiences of each member of the organization; codifying and storing that knowledge as common background of the entire organization; and re-using that knowledge to continuously improve performance.

Passive collection. Collection of data and information relevant to lessons, but not originally produced for that purpose; JLLIS, JTIMS, and DRRS can be valuable sources, as well after action and other operational reports.

Passive dissemination. The method of using a data repository, such as JLLIS, to capture and store lesson learned data, while allowing that data to be accessible throughout the Joint Force and among authorized partners. This requires audiences to take action on their own initiative to extract data from the repository.

Required Joint Training Elements. Operational areas requiring focused attention within joint training programs to achieve desired effects within the joint operational and informational environment: Transregional Joint Training; Multi-domain Joint Training, Multi-functional Joint Training; Partner

Integration in Joint Training; Contested Environments in Joint Training; Conventional and SOF Interoperability in Joint Training; Joint Force Leaders in Joint Training; Countering Weapons of Mass Destruction in Joint Training.

Root cause. The most basic cause (or causes) that can reasonably be identified that management has the control to fix and, when fixed, will prevent (or significantly reduce the likelihood of) the problem's recurrence.

Special Area of Emphasis (SAE). CJCS-approved area of study provided to JPME institutions to highlight the concerns of OSD, the Services, CCMDs, CSAs, and the Joint Staff regarding coverage of specific joint subject matter. They help ensure the currency and relevance of the JPME curricula and provide an independent view of what those curricula should address.

Strategic level of warfare. The level of warfare at which a nation, often as a member of a group of nations, determines national or multinational (alliance or coalition) strategic security objectives and guidance, then develops and uses national resources to achieve those objectives.

System of record. A designated data store housing information in a structured fashion that allows retrieval and updates as needed for its designated purpose.

Terms of reference. The directive providing the legitimacy and authority to undertake a mission, task, or endeavor.

Validation. Within the JLLP, validation consists of recognition of a JLLP observation as valid. Validation does not qualify the observation as "resolved, solved, or closed" but rather validates an observation for inclusion in JLLP products and databases. Validation consists of review by a functional expert to confirm an observation contains identifiable lessons to be processed through the JLLP.

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