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**CJCSM 3150.25C  
23 June 2023**

**JOINT LESSONS  
LEARNED PROGRAM**



**JOINT STAFF  
WASHINGTON, D.C. 20318**

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# UNCLASSIFIED CHAIRMAN OF THE JOINT CHIEFS OF STAFF MANUAL

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## JOINT LESSONS LEARNED PROGRAM

### References:

See Enclosure E

1. Purpose. This manual sets forth guidelines and procedures for execution of the Joint Lessons Learned Program (JLLP) in support of reference a. It provides the framework for implementing reference a, and establishes guidelines and procedures for executing the JLLP in support of reference b.

2. Cancellation/Superseded. Chairman of the Joint Chiefs of Staff (CJCS) Manual (CJCSM) 3150.25B, "Joint Lessons Learned Program," 12 October 2018, is hereby superseded.

3. Applicability. This manual applies to the Joint Staff, Combatant Commands (CCMDs), Services, 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 30 December 2021 revision to reference a.

b. Adds clarity to terminology.

c. Adds Root Cause Analysis discussion.

d. Adds integration into Chairman's Readiness Program.

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- e. Updates concepts integration to include future concepts, experimentation, and wargames.
  - f. Adds Joint Staff guidance to reflect cancellation of Joint Staff Manual (JSM) 3150.25.
  - g. Simplifies and combines Multinational Engagement and Foreign Disclosure into a single annex.
  - h. Removes procedure to request active collection support from the Joint Staff. Recommendations on how to conduct active collection remain.
  - i. Removes Quarterly Observation Reports.
  - j. Combines monthly Joint Staff and Joint Force working groups (WGs) into a single quarterly Joint Force WG.
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 CCMDs), 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:



MICHAEL L. DOWNS, Maj Gen, USAF  
Vice 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 (IAW) 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 throughout the process to support assessment-driven 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. Reference b, paragraph (a)(6)(E), requires the CJCS to formulate policy for gathering, developing and disseminating joint lessons learned for the Armed Forces. The JLLP accomplishes this responsibility through the five phases of the JLLP process: Discovery, Validation, Resolution, Evaluation, and Dissemination. The JLLP also provides a framework that facilitates mutual awareness of observations, issues, and best practices, as well as the institutionalization of lessons learned across the Joint Force to:

a. Develop processes and procedures necessary to provide an effective system to gather, develop, and disseminate observations, best practices, issues and lessons learned from operations, events, exercises, experiments and wargames throughout the DoD.

b. 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).

c. Develop and manage a JLLP community of practice to support DoD-wide organizational learning and continuous improvement through DOTMLPF-P processes.

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

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, to complement the current version of the instruction.

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4. JLLP Organizations. The JLLP community of practice includes OSD, Joint Staff, CCMDs, NGB, Services, and CSAs, along with the interagency, multinational partners, and non-governmental organizations (NGOs). While individual organizations administer their respective lessons learned programs IAW their primary missions and areas of responsibility, they are not constrained from collecting and sharing information relevant to other JLLP organizational focus areas.

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 solutions across the Joint Force to the maximum extent possible.

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## ENCLOSURE B

### THE JOINT LESSONS LEARNED PROGRAM

1. Overview. The JLLP is a learning community inclusive of all elements of DoD, and led by the Joint Staff. The JLLP supports the Joint, interagency, intergovernmental, multinational, and NGO communities as appropriate to foster mutual understanding and enhance interoperability. Although each organization possesses an internal discovery, validation, resolution, evaluation, and dissemination capability, effective programs also include mutually supporting processes with an information system that produces relevant, timely, and shareable observations, issues, best practices, and lessons learned. The JLLP process produces validated assessment-based 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. Terminology. The term “lessons learned” is often used as a generalization to describe various phases and products of the JLLP process. The use of precise language is important for interoperability across the JLLP community. Table 1 provides a quick terminology reference.

JLLP Term	Other Common Terms	Definition
Observation	1. Lesson Observed 2. ODCR (Observation, Discussion, Conclusion, Recommendation) 3. OIL (Observation, Insight and Lesson)	Firsthand notes or comments about an operation or event.
Issue	Lesson Identified	A shortcoming, deficiency or problem that precludes performance to standard that requires resolution.
Best Practice		A validated method or procedure which has consistently shown superior results and appears to be worthy of replication.
Lesson Learned	N/A	A resolved issue or best practice that resulted in behavioral change and improved operations or activities. It is important to note that a lesson is “learned” only when its implementation results in measurable changes in behavior, leading to better outcomes.

Table 1. Terminology

3. 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 validate observations; leverage change mechanisms; and institutionalize and disseminate observations, issues, best practices, and lessons learned to improve readiness, capabilities, and combat performance. The JLLP process (Figure 1) has five phases:

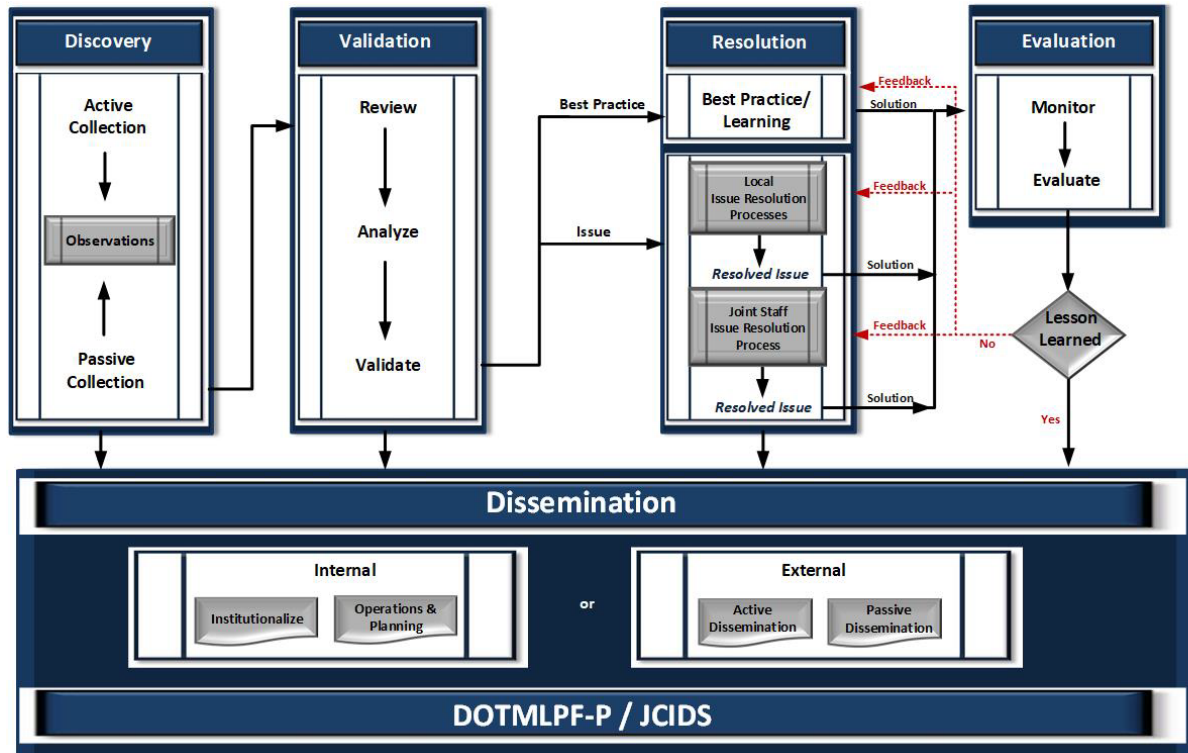


Figure 1. The Joint Lessons Learned Program Process

a. Discovery Phase. The discovery phase focuses on initial information gathering using multiple sources and approaches, including active and passive collection, about the planning, execution, and assessment of an operation, exercise, experiment, wargame, or other event. The observations, from either or both collection methods, are gathered in the Joint Lessons Learned Information System (JLLIS) to provide the basis for further analysis into why something requires change or needs to be sustained. The output of the discovery phase includes one or more observations that may be candidates for further action within the JLLP process. See Appendix A to this enclosure.

b. Validation Phase. The validation phase begins with organizations identifying analysts to review submitted observations to determine accuracy, relevancy, and whether they are potential issues or best practices that may contribute to improved future performance. Validation analysis includes

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identification of the root cause(s) associated with each observation, consideration of recommended corrective actions, and assessment of applicability beyond the immediate situation and/or organization. Validation analysis also includes identification of the correct office of primary responsibility (OPR) to manage the best practice and/or issue through the JLLP process, as well as coordinate with subject-matter experts (SMEs). The validation phase concludes with the organization elevating an observation, or a combined group of related observations, into an issue or best practice suitable for 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 the resolution processes for further analysis by the OPR and SMEs, and issues are traced to one or more root causes. The OPR, in coordination with the SMEs, reviews potential solutions to determine feasibility and suitability, and then develop an action plan to ensure they are institutionalized through organizational force development and design processes. In many cases, actual resolution takes place outside the JLLP, in which case the program serves to monitor, record, and disseminate results in JLLIS to ensure they are documented for future reference. The resolution phase should be executed at the lowest organizational level possible. See Appendix C to this enclosure.

d. Evaluation Phase. During evaluation, OPRs monitor and evaluate issue solutions and best practices against established criteria. This phase ends when evaluated issues or best practices meeting established criteria are characterized as lessons learned for dissemination. 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. Dissemination can take place during each phase of the JLLP process to share information to the widest possible audience, consistent with security classification and dissemination controls. To ensure lessons learned information reaches the widest audience, both active (push) and passive (pull) dissemination methods are used. The goal is to operationalize corrective actions and best practices through improvement of capabilities and/or performance during operations and planning. 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. See Appendix E to this enclosure.

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## APPENDIX A TO ENCLOSURE B

### DISCOVERY PHASE

1. Discovery Phase. The discovery phase (Figure 2) focuses on initial information gathering using multiple sources and approaches—including active and passive collection—concerning the planning, execution, and assessment of an operation, exercise, experiment, wargame, or other event. The continuous cycle of organizational learning begins with the initial realization that some aspect of an event did not go as planned and there was a resultant impact on overall execution. The decision to pursue the discovery phase 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 an issue or best practice that, when implemented, should sustain or improve execution by replicating successes and correcting deficiencies.

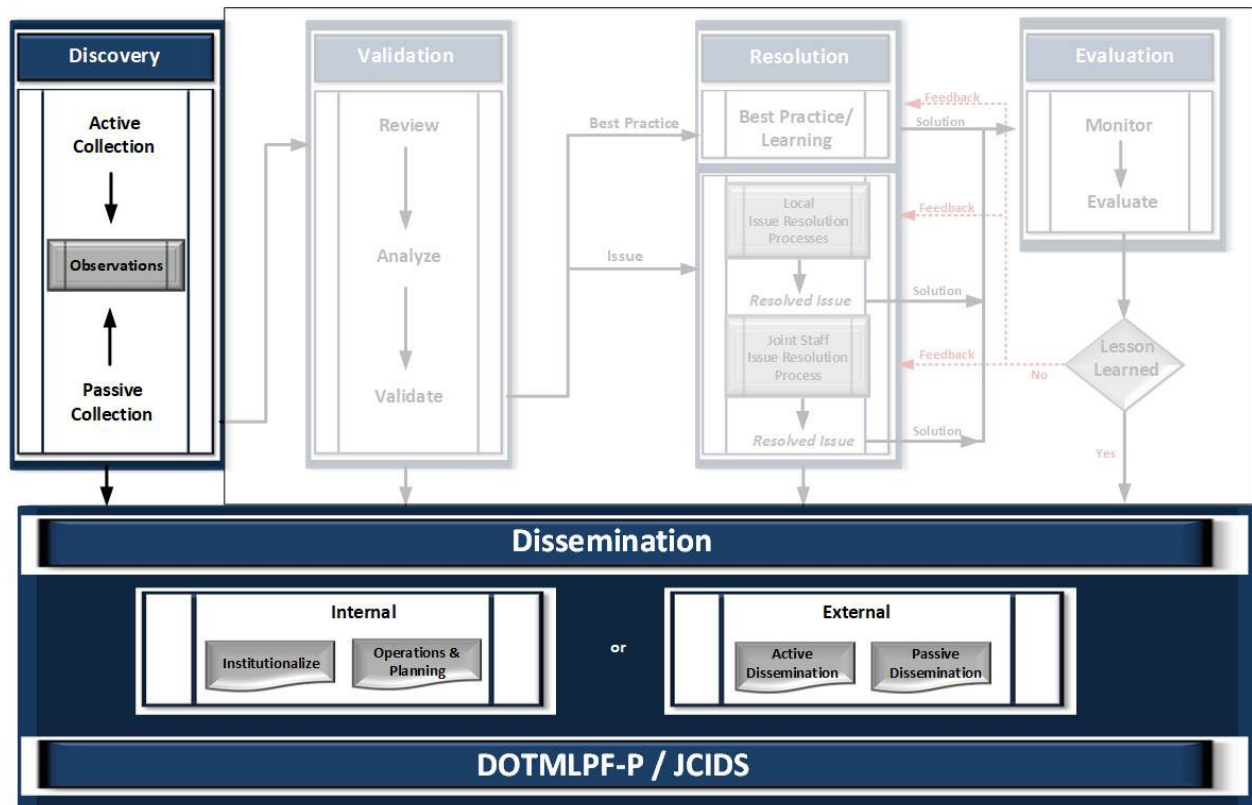


Figure 2. Discovery Phase of the JLLP Process

2. Collection. When the organization decides to proceed with collection activities, there are multiple sources and approaches available to choose from.

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Typically, information exists in initial summaries, reports, and documented observations by participating personnel. While this information may require refinement and validation, it can form the basis for additional collection, review, and analysis to identify potential issues or best practices. Observations drawn from these sources, as well as including any source documents, are entered in JLLIS to better facilitate the JLLP process. The JLLP recognizes two main approaches for conducting collection: active and passive. A hybrid approach of active and passive may also be used.

a. Active Collection. Active collection includes making direct observations during the event, conducting personal interviews with participants, and recording the results. Personal interviews are very useful tools for active collection, as well as using embedded observers tasked to collect specific 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 form a dedicated 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. While an active collection team composition depends on the particular situation, all active collection teams will likely include three basic components: leadership, analysts, and SMEs. The following model is offered as an example.

(a) Collection Lead. The Collection Lead (CL) is normally an appropriately ranked military officer or senior DoD civilian 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. 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 member or a DoD civilian, familiar with analytic techniques, who coordinates data aggregation and analysis, as well as the development of findings and

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Enclosure B

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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 early in 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 proficient in data analysis techniques. SMEs have specialized knowledge gained via education, operational experience, or both. It is critical that the team include both SMEs and analysts with relevant skills and experience for the topics 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 likely require some level of subject-related training, to include basic interview techniques and a review of relevant literature.

b. Passive Collection. Passive collection involves collecting and analyzing information produced by the event participants. 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. Refinement and validation of passively collected information will likely be necessary before identifying a potential issue or best practice. One advantage of the passive approach is that it requires relatively few resources, which minimizes impact on operating forces. The disadvantage is the time lag in refining and validating information, and arriving at analytical conclusions.

(1) Passive Collection Sources. JLLIS provides a repository of observations, AARs, studies, and other documents for the JLLP community. In addition, sources other than JLLIS, such as published studies from a variety of organizations, may inform current and future efforts to identify issues and best practices.

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(2) Passive Collection from Operations or Events. Hot-wash briefs, Quick Look Reports, FAARs, and AARs are used to provide immediate feedback to leadership and participants and provide a useful source of information. These products may be created by the event OPRs, not necessarily by the organization's lessons learned team.

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

(b) The event OPR generates the Quick Look Report, which summarizes preliminary observations and is based on initial feedback from participants.

(c) The OPR facilitates an immediate AAR (i.e., a FAAR) with all major participants as soon as possible following completion of an operation or event. 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 or event.

(d) The documented results and recommendations of the hot-wash, Quick Look Report, and FAAR may be used to create the more detailed and analytical AAR. An 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 Plan. Developing a Collection Plan 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 Collection Plan also enables coordinating actions with additional commands and agencies that may participate or benefit in some way from the planned collection effort. Collection Plan 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 Collection Plan 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

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analysis efforts during large-scale events such as a contingency operation or major disaster response.

b. Objectives. Collection Plan 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.

4. 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.

a. The JLLIS Collection Plan module provides a standard format and improves the transparency, integration, and effectiveness of organizational collection plans and processes across the lessons learned community. The Collection Plan documents the description, objectives, focused questions, collection dates, milestones, points of contact (POCs), team composition, and locations for the collection effort. It supports association of a collection effort 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.

b. 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, resolution items, collection plans, AARs, stand-alone files, and other binders.

c. 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. A JLLIS COP provides the ability to share news and updates across organizational boundaries to increase effectiveness and promote transparency.

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. JLLIS provides the ability to publish validated observations to ensure dissemination to the widest audience.

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Appendix A  
Enclosure B

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## ANNEX A TO APPENDIX A TO ENCLOSURE B

### EXAMPLE INTERVIEW TEMPLATE

Begin the interview by reading the following introductory statement (Note: recording of this statement must be IAW 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 (Headquarters 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 or readiness of the Joint Force. This information may be shared with Joint Force developers and designers as appropriate to advance the organization, training, equipping, and provision of operating forces to Combatant Commanders.

“This interview is being recorded and may be transcribed and released for review by authorized individuals. [Insert discussion of maximum classification level. If there is a need to provide classified information, ensure recording method is authorized at appropriate level.] Your candidness during the interview is appreciated, but understand that we cannot prevent disclosure of this interview transcript from legally authorized requests. 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.”

Annex A  
Appendix A  
Enclosure B

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Annex A  
Appendix A  
Enclosure B

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## ANNEX B TO APPENDIX A TO ENCLOSURE B

### AFTER-ACTION REPORT TEMPLATE (EXAMPLE)

1. Overview. The following is an example of a baseline format for an AAR. 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 3150.25 Series

1. (Portion Marking) Purpose. Set context and commander's comments.
  - a. (Portion Marking) Event Summary. Includes dates covered and synopsis of what happened during the event and period covered.
  - b. (Portion Marking) Unit mission and intent. Senior unit's assigned mission and commander's intent.
  - c. (Portion Marking) Locations. Locations covered in the AAR. (home station, training sites, operational areas, etc.)
  - d. (Portion Marking) Units covered by AAR. List of units included in the AAR.
  - e. (Portion Marking) Commander's Summary. Contains key points from the AAR and highlights key issues and best practices the commander wants to emphasize.
2. (Portion Marking) Significant Observations. Summarize the significant observations that were derived from the exercise to include:
  - a. (Portion Marking) Title. Descriptive name of the observation.
  - b. (Portion Marking) Observation. Identify, describe and explain the best practice or issue. What is it?

Annex B  
Appendix A  
Enclosure B

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- c. (Portion Marking) Discussion. Provide background and rationale.
  - d. (Portion Marking) Recommendation. What is the recommended course of action for improvement?
  - e. Submitter. (Optional) Name, office symbol, contact information.
3. (Portion Marking) Readiness Assessment. Summarize how the exercise contributed to readiness and achievement of Global Campaign Plan objectives.
  4. (Portion Marking) Concepts or Experimentation. Summarize any Warfighting Concepts or experimentation that was incorporated into the exercise to test and validate capabilities, postures, and/or concepts of operation.
  5. (Portion Marking) CJCS Training Priorities. Identify any joint priority considerations for the Chairman's Joint Training Guidance (CJCSG 3500.01) that were addressed in the exercise.
  6. (Portion Marking) Conclusion.
  7. (Portion Marking) Point of contact on this report is name, office symbol, contact information.

{NAME, RANK}  
{TITLE}

Attachment(s):  
As stated

Note: (Portion Marking) Attach supporting documents as required.

Annex B  
Appendix A  
Enclosure B

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## APPENDIX B TO ENCLOSURE B

### VALIDATION PHASE

1. Validation Phase. During the validation phase (Figure 3), OPRs 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:

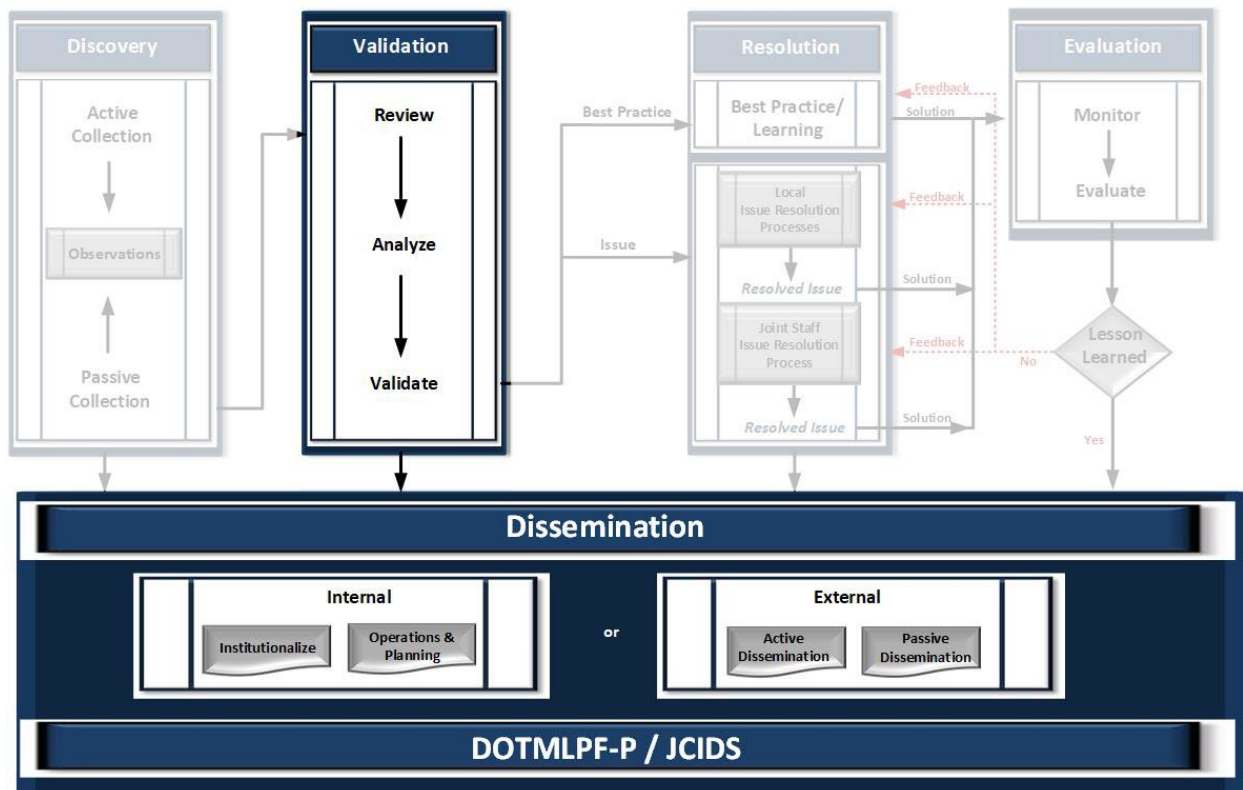


Figure 3. Validation Phase of the JLLP Process

a. Review. The OPR identifies lesson manager(s) (LMs), SMEs, analysts, or other representatives to review the raw observations to determine if they are accurate, relevant, actionable, and if they are potential issues or best practices that may contribute to improved future performance.

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(1) LMs or assigned analysts should consider the following during observation validation:

(a) Completeness. Content clearly describes what happened, abbreviations and acronyms are spelled out, and summarizes the bottom line.

(b) Significance. Has a real or perceived impact on an event or everyday operations.

(c) Accuracy. Factually and technically correct.

(d) Applicability. Identifies a specific design, process, or decision.

(e) Functional Relevance. Reduces or eliminates the potential for failures and mishaps or reinforces a positive result.

(2) Observations needing additional work can be changed back to Draft status in JLLIS, for the observer to add additional information. Observations not meeting criteria for further work should be placed in a published and closed status in JLLIS, for visibility and for potential historical value or future consideration.

b. Analyze. The analytical process facilitates the detailed review of observations to identify the root cause(s) of the observation, recommended resolution actions to correct the issue, and identification of a potential OPR for stewarding the issue 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, 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 inform 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 indicating the validation is complete. See Annex A to Appendix B to Enclosure B.

c. Validate. Validation qualifies observations as being appropriate for use by the participating organization as issues or best practices. The organization's designated validation authority (usually the LM) executes the JLLP validation

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process. This authority is empowered to represent the participating organization.

2. Validation Phase Output. The output from the validation phase is a validated observation that requires resolution. These observations are elevated to the Resolution module in JLLIS and designated as either an issue to resolve or a best practice to sustain/institutionalize. The LM or designated validation authority should close and publish observations not meeting validation criteria, allowing them to remain in JLLIS as observation data points for historical value and potential later consideration. JLLIS also provides the ability to publish validated observations to ensure dissemination to the widest audience.

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## ANNEX A TO APPENDIX B TO ENCLOSURE B

### ROOT CAUSE ANALYSIS

1. Root Cause Analysis. Although analysis is part of the validation phase, it should occur throughout the entire lessons learned process. The root cause is the underlying reason why something does or does not happen. Effective root cause analysis requires a systematic process to examine the information collected and understand why or what contributed to the need for improvement.
2. Root Causes. There are normally two basic forms of root causes: systemic root causes and local root causes.
  - a. Systemic Root Causes. When a problem is widespread and presents a pattern, the problem is likely to be systemic in nature. It can often be traced back to a DOTMLPF-P issue.
  - b. Local Root Causes. When a problem is not widespread and does not present a pattern, the issue is likely to be local in nature. Local problems affect only one unit or a small group of individuals. The resolution to the problem usually rests within the unit or group.
3. Five-Why Analysis Techniques. The five-why analysis is a technique that allows an analyst to dig deeper and confirm one or more root-causes by asking the question “why?” five times. There is nothing mandatory about the number five; it is only a guide. Sometimes the analyst will find the root cause by asking a question only two or three times, or it may take six, seven, or more iterations. The five-why analysis process is composed of three steps:
  - a. Problem Statement. The analyst states the problem in a simple and brief way without assuming the answer. If the issue is complex, the analyst also defines the scope of the problem, i.e., what is included and what is not. A good problem statement may be “radio communications are not being used as prescribed.”
  - b. Ask Why. The analyst begins by asking “why?” to the problem statement. Then, while staying focused on the original problem statement, the analyst asks “why?” to each subsequent response (or cause). If there are multiple causes suggested, develop each branch until you identify the root cause.

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c. Identify the Root-Cause Category. The analyst then places the root cause(s) into corresponding categories. Grouping data may allow patterns to start to emerge. Further analysis may reveal relationships between the categories. Recommended categories:

- (1) DOTMLPF-P.
- (2) Functional Areas.
- (3) Universal Joint Task.
- (4) Process/Procedures.
- (5) Organizational.
- (6) Environmental.
- (7) Technology.

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## APPENDIX C TO ENCLOSURE B

### RESOLUTION PHASE

1. Resolution Phase. During the resolution phase (Figure 4), OPRs capture, review, and track best practices and issues for JFD applicability. Best practices that may contribute to improved future performance are managed and tracked to determine the necessary course of action to institutionalize and operationalize the action. Issues are analyzed to identify potential solutions to determine their feasibility and suitability, and then develop an action plan to ensure the correction action(s) are institutionalized through organizational force development and design 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 appropriate chain of command highest headquarters (HQ): i.e., CCMDs, NGB, Service HQs, or CSAs, using a Joint Lesson Memorandum (JLM). See Annex A to this Appendix for guidance on submitting JLMs.

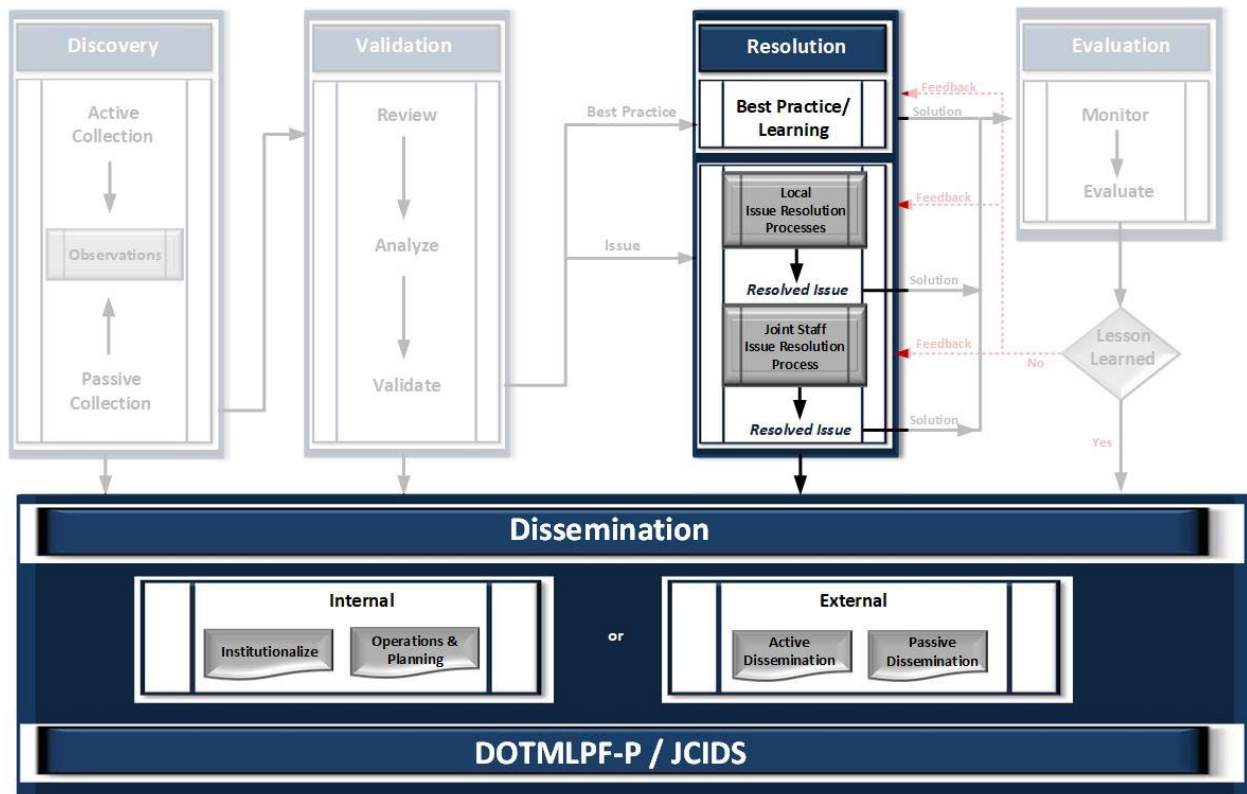


Figure 4. Resolution Phase of the JLLP Process

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a. Best Practice/Learning Processes. LMs assign best practices to an OPR for further analysis (Figure 5). 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 other CCMDs, CSAs, or Services and should be shared with them for integration within their specific processes or operations. Learning processes rely on Joint and Service doctrine, training, and education to ensure best practices are assimilated by the intended audience.

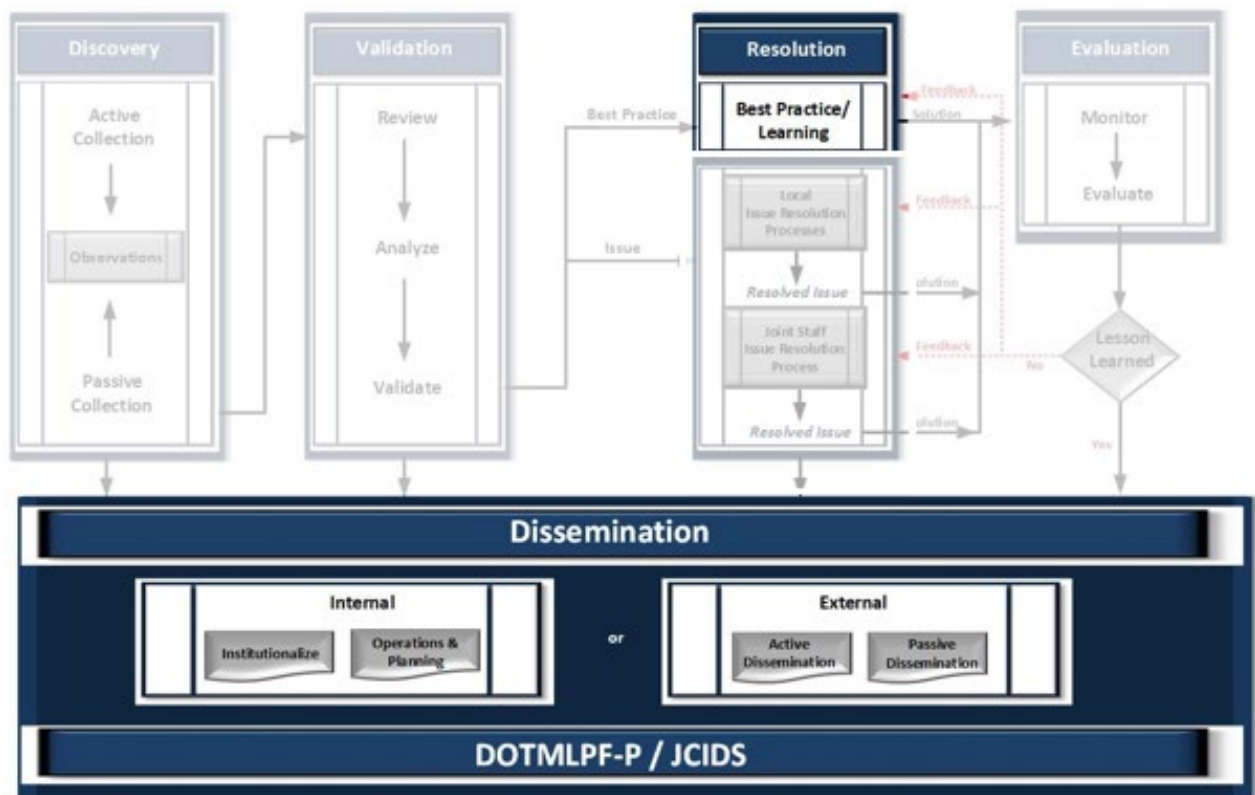


Figure 5. Best Practice/Learning Processes

b. Issue Resolution Processes. LMs identifying issues must first ensure they are addressed and potentially resolved before they can proceed further in the JLLP process (Figure 6). Once potentially resolved, LMs and OPRs can take measures to evaluate and institutionalize them as a lesson learned. 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



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learning by the Joint Force and across DoD. Issue resolution processes include:

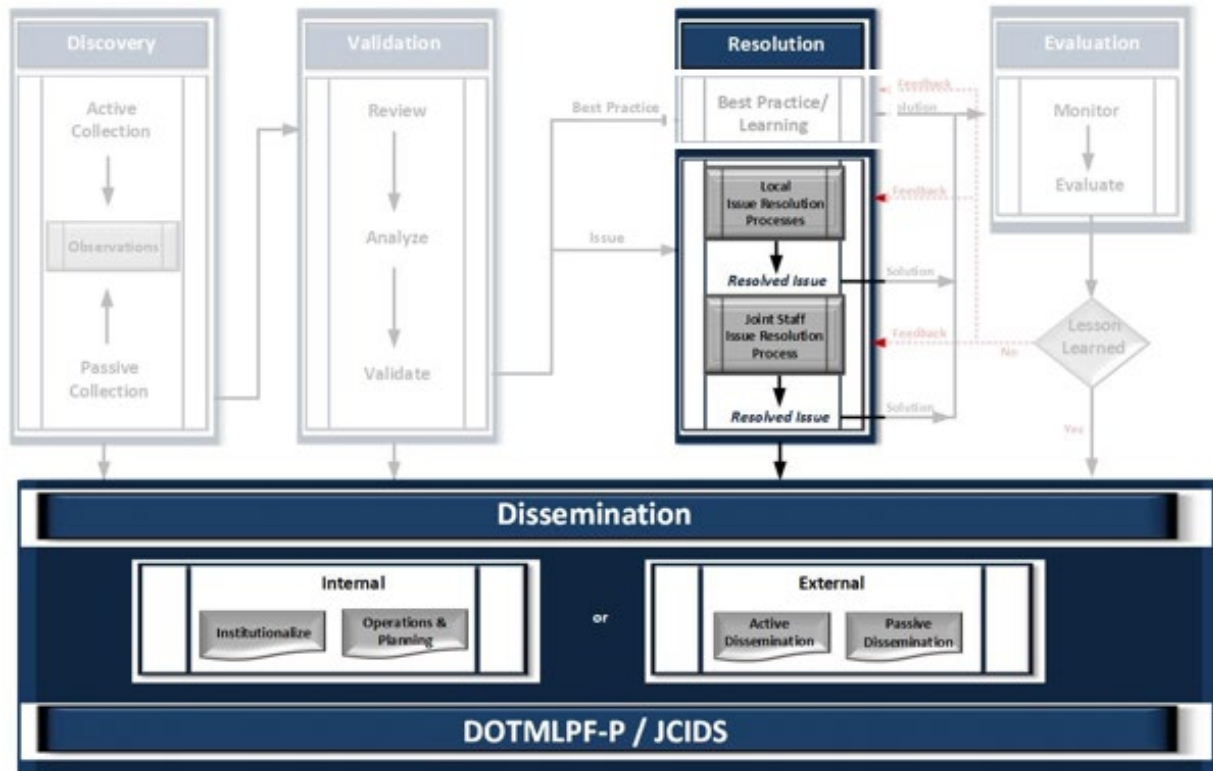


Figure 6. Issue Resolution Processes

(1) Local organizational IRP, per local procedures.

(2) Submission of a Joint Urgent Operational Needs (JUON) or Joint Emergent Operational Needs (JEON) through Joint Capabilities Integration and Development System (JCIDS) for validation via the Joint Rapid Acquisition Cell (JRAC) IAW reference e. The JRAC receives and evaluates validated JUON and 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 (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 DOTMLPF-P Change Recommendation (DCR), IAW reference e. Joint DCRs represent capability

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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 training and exercise policy, IAW references j, k, and l. See Annex A to Appendix B to Enclosure D.

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

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

(d) Inclusion in concepts, experiments, and wargames, IAW reference v. See Annex D to Appendix B to Enclosure D.

(e) Change to joint capabilities, IAW references e and v. See Annex E to Appendix B to Enclosure D.

(6) Submission for consideration of entry into the Joint Force IRP via JLM, when an issue cannot be resolved within any of the above processes, or when an issue arises from the Joint Staff or OSD activities, IAW 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 issue resolution processes will be defined by the requirements of each organization. Issue resolution processes should be performed IAW 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 manage the selected issue(s) through the organizational issue resolution process.

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

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(3) OPRs are encouraged to coordinate issue resolution recommendations with functional counterparts. While 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 WG reviews issues and recommended solution(s) forwarded by organization LMs, 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, may approve recommended COAs, 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 IAW 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 Force IRP.

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

d. Joint Force IRP. The Joint Staff uses the Joint Force IRP 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 still the desired approach. The initiating organization may formally nominate

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an issue for entry into the Joint Force IRP only after validating it and clearing it for release. CCMDs, NGB, Services, and CSAs wishing to elevate an issue to the Joint Force IRP should do so using the JLM (see ANNEX A to this APPENDIX).

(1) CCMD, NGB, Service, or CSA. These organizations may forward issues to a functional counterpart using the JLLIS 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 Force IRP for further interagency and/or multinational coordination as described in the processes below.

(2) Interagency Organizations. Issues identified from the Joint Force IRP are forwarded from the Joint Staff through OSD to interagency organizations where a whole-of-government efforts is required. DoD Components may also share and collaborate directly with interagency organizations to address relevant issues.

(3) Multinational. Issues identified from the Joint Force IRP are forwarded from the Joint Staff to multinational organizations when a coordinated multinational response is required. DoD Components may also share and collaborate directly with multinational organizations to address relevant issues.

(4) Joint Force IRP Process. The entry of issues into the Joint Force IRP is intended to produce a comprehensive, fully staffed, cross-Joint Force 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 Force Lessons Learned Working Groups. The Joint Force Lessons Learned Working Group (JFLLWG) verifies 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 Directorate for Joint Force Development, J-7 hosts periodic JFLLWGs that include representatives from Joint Staff Directorates (J-Dirs) and additional organizations as necessary. Representatives from the Services, CCMDs, NGB, USCG, and CSAs participate as required.

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2. The JFLLWG reviews issues 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 Force Lessons Learned General Officer Steering Committee. The Joint Force LL General Officer Steering Committee (GOSC) reviews and addresses joint, strategic, and operational level issues identified through operations, events, and exercises that cannot be resolved at a lower level. The Joint Force LL GOSC provides advice and direction on the integration of issues across the DOTMLPF-P spectrum. The Director for Joint Force Development, J-7 hosts the Joint Force LL GOSC with principals (O-7 and above or designated representatives) from OSD and J-Dirs, 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 Force 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 JFLLWG level for further work as directed.

(c) Step 3 – Director, Joint Staff. 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 GO/FO 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 these issues enter the evaluation phase of the JLLP process. Final issue resolution may involve increased funding initiated through an IPL, JUON, Program Objective Memorandum 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 then proceed to the evaluation phase. JLLIS provides the ability to publish issues, best practices, or lessons learned to ensure dissemination to the widest audience.

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## ANNEX A TO APPENDIX C TO ENCLOSURE B

### JOINT LESSON MEMORANDUM

1. Overview. The JLM is a document used by organizations to inform the Joint Staff of crosscutting, joint, operational, or strategic issues or best practices requiring Joint Staff support for resolution.

2. Policy. For submission to the Joint Force IRP, a GO/FO/SES endorsement is required using the JLM (Figure 7).

a. Prior to JLM submission:

(1) The submitting organization shall capture the detailed issue or best practice in the JLLIS Resolution module. The submission should include the details of the issue, including a problem description; previous efforts to resolve the problem; how/when/where the problem presented itself; the operational impact of the problem; and a measurable standard to which a solution would be considered effective. Submission should include reference to derivative or original classification source if applicable.

(2) Based on the level of submitting organization endorsement, the JLM should be directed as follows:

(a) Requests from CCDRs, Service Chiefs and Vice Chiefs, or CSA Directors and Deputies should be directed to the CJCS or Vice Chairman of the Joint Chiefs of Staff.

(b) Requests from Deputy Commanders, Vice Chief NGB, and Service Operations Deputies, CSA Chiefs of Staff, or Joint Staff J-Dirs should be directed to the DJS or DJ-7.

(c) Requests from CCMD, NGB, Service, and/or CSA staff directorate Directors or Vice Directors or equivalent GO/FO/SES members, or from Joint Staff Vice Directors, should be directed to the VDJ-7 or the Deputy Director for Joint Training.

(d) Joint Staff Joint Lessons Learned Division (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 manager.

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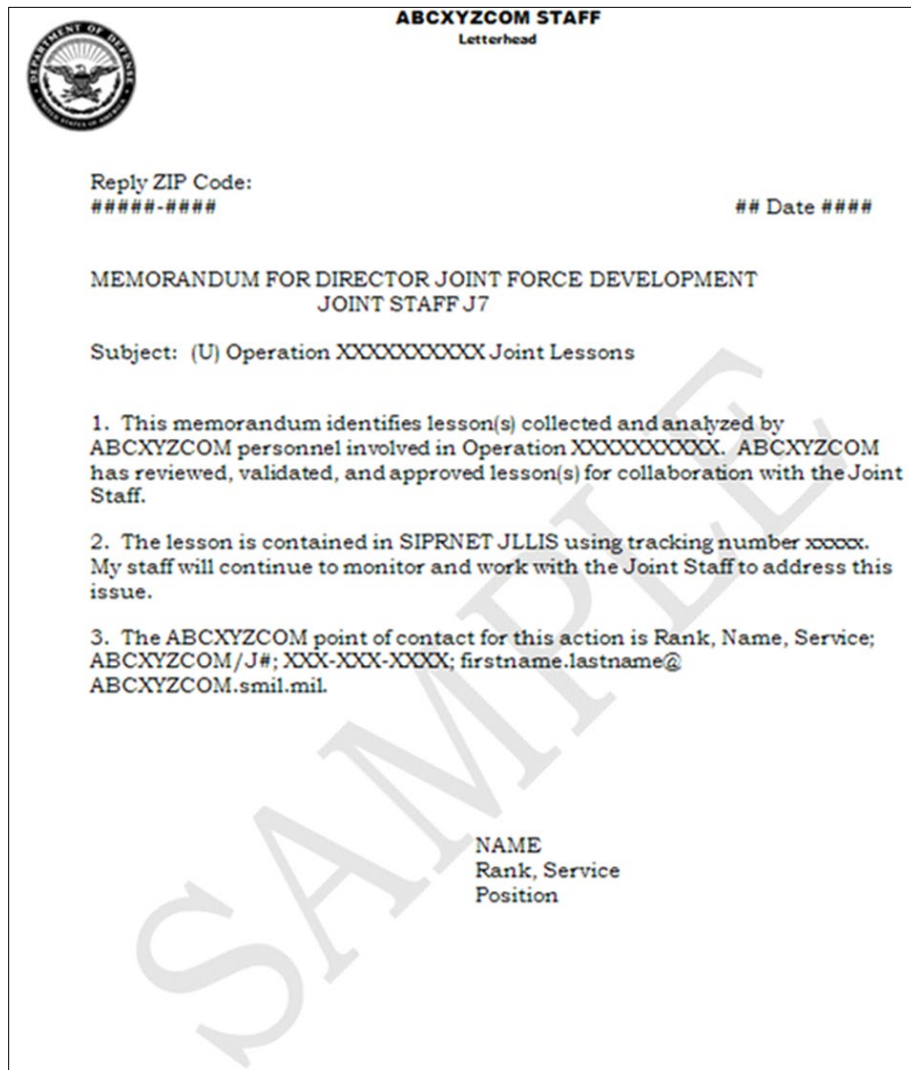
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(3) The JLM may be sent directly via e-mail attachment to the appropriate principal, with the additional details of issue or best practice captured in JLLIS, Service, CCMD, and CSA. LL Directors or LMs should courtesy copy the JLLD Division Chief on the e-mail to ensure timely response.



The image shows a sample Joint Lesson Memorandum (JLM) form. At the top left is the Department of Defense seal. The header reads "ABCXYZCOM STAFF Letterhead". Below this, there are fields for "Reply ZIP Code: ####-####" and "## Date ####". The main body of the form is titled "MEMORANDUM FOR DIRECTOR JOINT FORCE DEVELOPMENT JOINT STAFF J7". The subject line is "Subject: (U) Operation XXXXXXXXXXXX Joint Lessons". The body contains three numbered points: 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. At the bottom right, there are fields for "NAME", "Rank, Service", and "Position". A large "SAMPLE" watermark is overlaid diagonally across the form.

Figure 7. Sample Joint Lesson Memorandum

b. After JLM submission to the Joint Staff, JLLD reviews the submission and coordinate any additional information requirements with the submitter. The JLLD manages those crosscutting and/or joint operational and strategic issues accordingly within the Joint Force 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.

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c. Progress of Joint Staff best practice-validation or issue-resolution actions can be monitored within the JLLIS Resolution module.

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## APPENDIX D TO ENCLOSURE B

### EVALUATION PHASE

1. Evaluation Phase. During the evaluation phase (Figure 8), OPRs monitor and evaluate approved issue solutions and best practices against established criteria identified by organizational SMEs. Corrective action(s) should be evaluated under similar circumstances and conditions that led to the identification of the issue. 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 the resolved issue/best practice internally or may seek external help. In either case, the organization leverages JLLIS to share results of the evaluation with the JLLP community of practice for collaboration, review, and re-use.

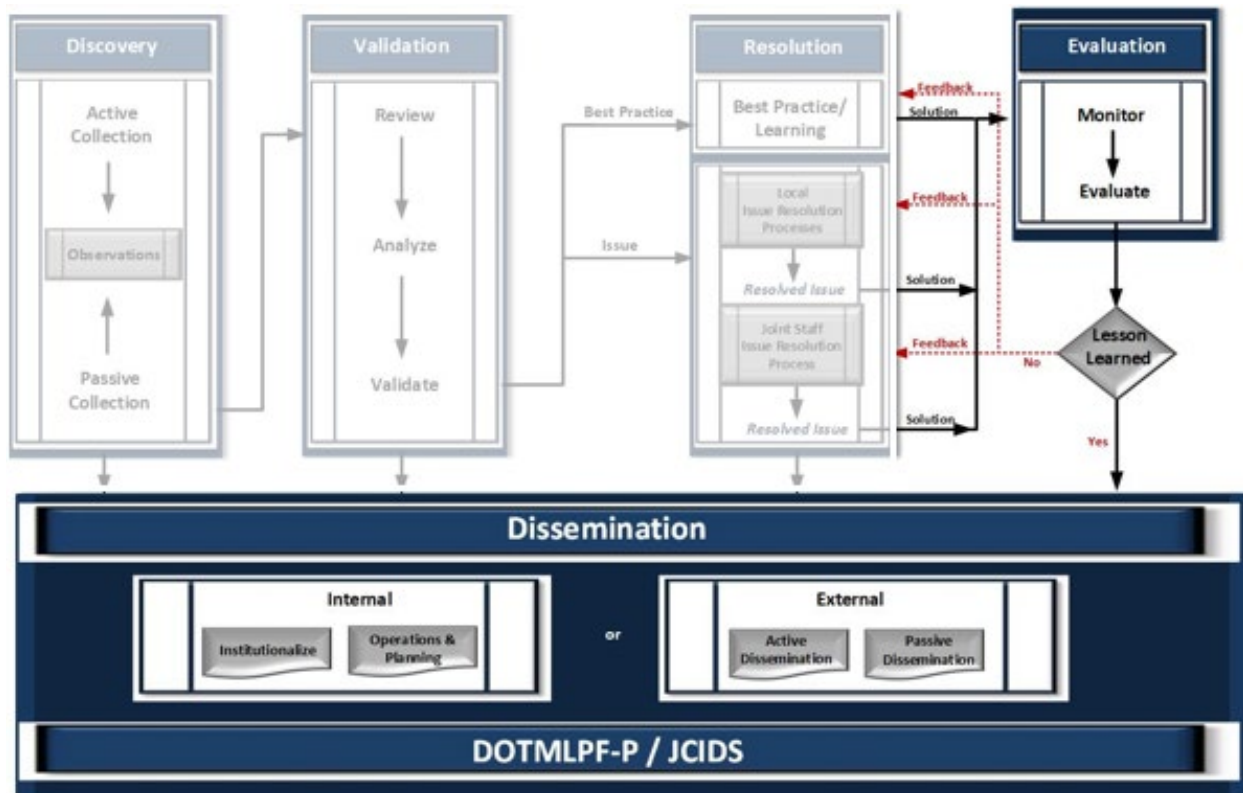


Figure 8. Evaluation Phase of the JLLP Process

a. Monitor. The OPR may monitor a best practice or resolved issue before and after evaluation, for example while awaiting availability of an appropriate venue or awaiting results of the evaluation. OPRs shall set the status of the

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issue/best practice to “monitor” in JLLIS until such time as a future event or action is identified that can be used to evaluate the corrective action. During this time, the OPR monitors assigned best practices and issues, 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 to “evaluation.” During evaluation, solutions or best practices are monitored to determine if the force met the established organizational criteria to become a lesson learned. The OPR updates JLLIS to document any progress toward attaining the required end state conditions, achieving objectives, and/or performing tasks. If the established criteria are met, JLLIS is updated to reflect this action(s) and the “type” field is updated to a “lesson learned” and published for dissemination. If the criteria are not met, the OPR retains the issue/best practice in an “active” status to indicate further analysis and action is required.

2. Evaluation Phase Output. At the end of the evaluation phase, the OPR determines whether the issue has become a lesson learned, or needs to be re-submitted to the resolution phase for more work. The output from the evaluation phase is an evaluated and resolved issue or best practice that improves operations or activities and results in an internalized change to capability, process, or procedure. JLLIS provides the ability to publish issues, best practices, or lessons learned to ensure dissemination to the widest audience.

## APPENDIX E TO ENCLOSURE B

### DISSEMINATION PHASE

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

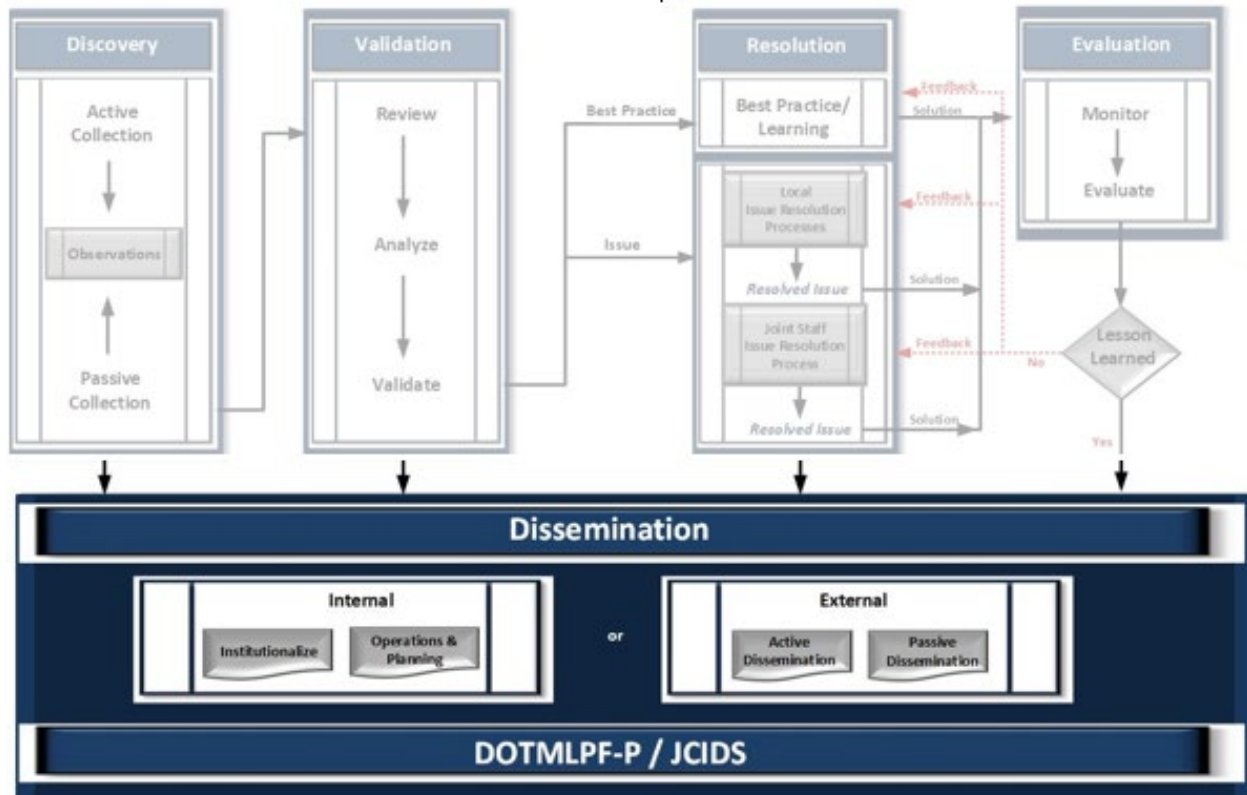


Figure 9. Dissemination Phase of the JLLP Process

a. Internal Institutionalization. LMs, in coordination with SMEs, analysts, and participating organization representatives, should identify specific relevant organizational elements (such as warfighting functions or other metadata tags) to ensure adequate institutionalization occurs. Using previously established

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and well-defined organizational processes to conduct required institutionalization is highly recommended.

b. External Institutionalization. Joint operations involve coordination and collaboration across the DoD, often including interagency and multinational partners. Accordingly, organizations should appropriately communicate lessons learned data 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 Joint Lesson Advisory (JLA), newsletters, weekly/monthly lessons learned roll ups, periodicals, focused lessons learned 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 knowledge management tool, such as JLLIS, to capture and store lessons learned information. Use of JLLIS makes this knowledge accessible to the Joint Force and authorized partners. To be effective, passive dissemination should include notification to users that new information is available on JLLIS.

2. Dissemination Phase Output. Dissemination can take place during each phase of the JLLP process to share information to the widest possible audience. The goal is to operationalize corrective actions and best practices through improvement of capabilities and/or performance during operations and planning. This operationalization is accomplished through the JCIDS, other DOTMLPF-P processes, planning processes, and organizational learning throughout the DoD, non-DoD interagency, and other mission partners. Proper dissemination and sharing of lessons learned information, at the appropriate level, is an essential element to the overall success of the JLLP.

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## 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 resolution of an issue or best practice that facilitates dissemination, and to include the history of resolution and institutionalization efforts taken across applicable areas of the DOTMLPF-P spectrum. 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 Force IRP that have been resolved and closed.
2. Content. JLA's issued by the Joint Staff should include the following:
  - a. Issue. A brief description of the best practice or issue: what happened and why it required resolution.
  - b. Findings and Results. For issues, this section explains root cause(s) and what was done to correct the situation. For best practices, this section explains the benefits of their institutionalization. The JLA also indicated what evaluation of the solution has been completed by the OPR and/or remains to be conducted in the field. The JLA also includes the Uniform Resource Locator for the issue record in the JLLIS resolution module.
3. JLLIS Content. The background information and all resolution or validation details will be recorded in the associated record JLLIS as follows:
  - a. Discussion Tab. The Discussion field provides amplifying details about JLA content, and should detail the logical steps between issue identification and resolution.
  - b. Corrective Action Tab. The Corrective Action field records corrective actions taken to address each specific area. The record should contain information that can be easily referenced when other organizations encounter similar circumstances.

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## ANNEX B TO APPENDIX E TO ENCLOSURE B

### MULTINATIONAL LESSONS LEARNED ENGAGEMENT

1. Overview. JLLP COP members are encouraged to participate in multinational lessons learned forums consistent with their geographic or functional area of responsibility and IAW organizational foreign disclosure guidance. The Joint Staff J-7 represents the JLLP COP in multinational and bilateral forums when an authoritative policy position is required.

2. Security. The sharing of joint lessons learned information between the United States and partner nations occurs IAW DoD and CJCS guidance. Additionally, information contained within JLLIS is 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 IAW 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 at <js.dsc.j7.mbx.list-dd-fjfd-jlld-mbx@mail.mil> including the following information:

Subject: Foreign Representative JLLIS Account  
First Name:  
Last Name:  
Rank:  
E-mail Address:

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Commercial Phone:  
DSN:  
Citizenship:

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

(d) The Joint Staff J-7 administrator creates the JLLIS profile, sets the account to an active status, and notifies 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.

b. JLLP and North Atlantic Treaty Organization Information. Reference t governs safeguarding and handling of North Atlantic Treaty Organization (NATO) classified material. The NATO Security Program controls access to material marked as NATO classified by the originating nation. NATO classified material or the information therein will not be stored in JLLIS. Appropriate control mechanisms are not in place within JLLIS to strictly limit access to NATO classified information (need-to-know verification and NATO briefing certification).

c. JLLP and Foreign Government Information. Reference r tasks activity security managers to provide the same level of protection to foreign government information (FGI) as is provided to equivalently classified U.S. information. IAW reference r, classified FGI in non-U.S. documents cannot be stored in JLLIS.

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## APPENDIX F TO ENCLOSURE B

### LESSON MANAGER DUTIES AND RESPONSIBILITIES

1. Overview. DoD Components designate LMs to manage organization participation in the JLLP, to include organizational input into JLLIS, in order to ensure that operationally relevant observations are reviewed, validated, 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 that 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 LM obtains chain of command 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, but does not preclude refinement to meet specific organizational command and control structures and additional internal requirements.

2. LM Duties and Responsibilities. LMs are the key to a successful lessons learned program; they are the principal member of the team. Effective LMs promote an active lessons learned program. They urge the use of JLLIS as a tool to investigate relevant topics and as a vehicle to enter observations for resolution.

a. All JLLP Phases. LM functions throughout all JLLP phases include, but are not limited to:

(1) Serving as the organizational-level SME on the JLLP; managing the organizational-level lessons learned program.

(2) 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.

(3) Providing JLLP process and procedure SME support as required to meet process requirements IAW established organizational procedures.

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(4) Monitoring and coordinating updates to JLLIS records IAW established JLLP/organizational procedures.

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

(6) Ensuring OPR representation is provided at all relevant working groups IAW established organizational procedures.

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

(1) Planning, leading, 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 plans within JLLIS.

(3) Ensuring observations and other supporting records are properly entered into JLLIS.

(4) Reviewing, with the appropriate SME, all initial observations for quality and completeness.

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

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

(1) Reviewing initial observations for completeness, accuracy, and appropriate metadata 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) Identifying and analyzing correlation between observations to identify patterns or trends.

(4) Identifying root causes and potential solutions.

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(5) Activating and publishing observations to make them available to all JLLIS users.

(6) Transferring and/or sharing with other organizations, as necessary.

(7) Forwarding cross-cutting issues to the AO WG or other relevant venue for consideration and resolution.

d. 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) Managing, monitoring, and coordinating assigned issues or best practices throughout the resolution process and in JLLIS.

(3) Coordinating or participating in working groups, as needed, to assist with issue analysis, status updates, or determination of corrective action(s).

(4) Proposing AOs as issue managers, SMEs, or supporting POCs. Designating AOs in JLLIS.

(5) Developing a mechanism for identified POCs to document detailed analysis, root causes, action plans, and corrective actions in JLLIS.

(6) Recommending, at each update, the disposition of each issue/best practice they have been assigned (open, verify, close, or change OPR, etc., IAW organization business practices).

(7) Reviewing the assigned issue/best practices and coordinating an appropriate COA and response with all the applicable stakeholders.

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

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

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

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(1) Coordinating 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 in JLLIS IAW established organizational procedures.

(4) Ensuring that SMEs accomplish monitoring and evaluations, and that their recommendation to continue or to halt evaluations is captured and incorporated into JLLIS.

f. 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 the 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 lessons learned.

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## ANNEX A TO APPENDIX F TO ENCLOSURE B

### JOINT STAFF LESSON MANAGERS

1. Purpose. This Annex establishes procedures, responsibilities, and processes for the Joint Staff LM to execute the specified tasks pursuant to reference a. Establishment of Joint Staff LMs enables Joint Staff personnel to support the CJCS's role as the global integrator by following a formal, staff-wide process to identify, track, and resolve observations and issues; document lessons learned; and take an active role in the identification and implementation of corrective action for issues requiring resolution.

2. General. The Joint Staff LMs implement an active participation of the entire Joint Staff in observing, recording, analyzing, and learning from experience during operations and other events. As the Joint Staff learns lessons from each new experience, it begins a new round of continuous process improvement in force employment, force development, and force design, resulting in improvements to global integration. This Annex provides amplification specific to the Joint Staff to the responsibilities noted in JLLP (reference a, Enclosure B).

a. When the Joint Staff participates in an exercise, such as Globally Integrated Exercise (GIE) events, it becomes part of the training audience, and therefore a supported staff, in terms of requiring support from Joint Staff J-7's joint training organization.

b. The Joint Staff participates in the National Exercise Program (NEP) and the Chairman's Exercise Program (CEP). CEP exercises often leverage a CCMD Joint Exercise Program (JEP) exercise. GIEs may integrate all three programs (NEP, CEP, and JEP). Previously, Joint Staff participation has been limited to activities necessary to respond to CCMD Tier 1 exercise training objectives and/or participation in a NEP Capstone Event. With the introduction of GIEs and Globally Integrated Operations, Joint Staff training objectives have grown to encompass execution of all CJCS mission-essential tasks while also exercising the Continuity of Operations Program, Joint Emergency Evacuation Program procedures, and personnel accountability procedures for the National Capital Region and other facilities and installations reporting to the CJCS. The Joint Staff LMs enable Joint Staff-wide organizational learning and enhances the Joint Staff's performance in Joint Force employment.

c. The Joint Staff also conducts and participates in wargames, experiments, demonstrations, and tests to develop joint capabilities that are

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joint concept-driven and threat-informed. The Joint Staff can use the JLLP process before, during, and after these events to accelerate organizational learning and improve Joint Staff capability to engage effectively in Joint Force development and design.

3. Process. The Joint Staff follows the JLLP process of discovery, validation, resolution, evaluation, and dissemination. The Joint Staff battle rhythm will be set to support planned Joint Staff exercises, planning for real-world operations, and CJCS interest items. Although the Joint Staff J-7 retains responsibility for overall management and coordination, successful execution requires the full participation of all elements of the Joint Staff.

#### 4. Roles and Responsibilities

a. Chief, Joint Lessons Learned Division, J-7. The Chief, JLLD is the OPR for the Joint Staff and is responsible for providing a full-time LM for the Joint Staff. The LM is responsible for:

(1) Providing administrative support, including training, to Joint Staff directorates as required.

(2) Administering the Joint Staff instance of JLLIS.

(3) Coordinating with J-Dirs to identify lessons collection opportunities in support of Joint Staff operations and exercises. Providing guidance to the Joint Staff on lessons collection opportunities across the Joint Staff in support of operations and exercises, including globally integrated exercise design and planning (see Enclosure B).

(4) Participating in cross-Joint Staff AARs following Joint Staff exercises, rehearsals, and operations. AARs include any suitable review.

(5) Providing and coordinating lessons learned analysis within the Joint Staff (see Enclosure B).

(a) Receiving, analyzing, and synthesizing lessons learned data collected by the Joint Staff.

(b) Upon completion of an event, disseminating results of analysis activities across the Joint Staff.

(c) Providing Joint Staff contributions to CJCS assessments as

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required, including trend analysis of JLLIS observations.

(7) Managing the Joint Force IRP (see Appendix C to Enclosure B).

(a) Approving issues for inclusion in the Joint Force IRP.

(b) Ensuring documentation of all Joint Force IRP activities in the Issue Resolution Module of JLLIS.

(c) Ensuring integration of lessons learned with all elements of Joint Force development and, as appropriate, with joint capability development.

(d) Facilitating the movement of non-Joint Staff force development recommendations identified in the Joint Force IRP to the proper OPR (most likely Service, CCMD, or CSA responsibilities).

b. Joint Staff Directorates. “Directorates” refers to J-Dirs, Special Staff, and Chairman Controlled Activities. J-Dirs are responsible for appointing a primary and alternate LM at the action officer level. J-Dirs are encouraged to appoint additional LMs at the division level and below, especially for divisions with Joint Force development equities.

c. Directorate Lesson Managers. J-Dir LMs will:

(1) Be appointed in writing (see TAB A).

(2) Complete JKO course J3O P-US1181, “Joint Lessons Learned Program.”

(3) Establish JLLIS accounts on NIPRNET and SIPRNET.

(4) Coordinate J-Dir staff training on inputting observations into JLLIS IAW senior-leader direction and this manual, adding perspectives from their areas of expertise, and searching for related information that allows them to perform their specific missions more efficiently.

(5) Function as the directorate expert on the use of JLLIS.

(6) When directed, coordinate J-Dir lessons collection in support of Joint Staff operations and exercises (e.g., GIEs).

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(7) Ensure Joint Staff J-7 is included in all AARs with cross-Joint Staff equities.

(8) Establish a local process to analyze, validate, resolve, and share J-Dir-level issues and best practices

(9) Coordinate J-Dir efforts in support of the Joint Force IRP (see Enclosure B).

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TAB A TO ANNEX A TO APPENDIX F TO ENCLOSURE B

## LESSON MANAGER DESIGNATION LETTER

	<p>THE JOINT STAFF WASHINGTON, DC 20318-9999</p>
	<p>XX August 2023</p>
<p>MEMORANDUM FOR: THE JOINT STAFF J-7/JT/JLLD (Attn: JLLD Division Chief) 115 Lakeview Parkway Suffolk, VA 23435-2697</p>	
<p>SUBJECT: Appointment of Lesson Managers</p>	
<p>1. Per CJCSI 3150.25H, the following individuals are hereby appointed as 0-6 Planner, and Primary/Alternate action officer level Lesson Manager (LM) for the Joint Staff, J-X.</p>	
<p>A. Primary AO: Name, Rank, Service Tel: NIPR Email Address: SIPR Email Address:</p>	
<p>B. Alternate AO: Name, Rank, Service Tel: NIPR Email Address: SIPR Email Address:</p>	
<p>C. 0-6 Planner: Name, Rank, Service Tel: NIPR Email Address: SIPR Email Address:</p>	
<p>2. Should there be any change in the LMs; a new letter will be forwarded for your records. If you have any questions, please contact _____.</p>	
<p>Signed Signature Block</p>	

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## ENCLOSURE C

### THE JOINT LESSONS LEARNED INFORMATION SYSTEM

1. Overview. JLLIS is the 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.

2. General. JLLIS provides a standardized knowledge management 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. Observations, from either active or passive collection, are entered in the JLLIS to provide the basis for further analysis as potential issues or best practices.

b. Validation Phase. LMs validate the observations in the JLLIS to determine which ones should be placed in a published status, making them visible to all authorized JLLIS users. JLLIS provides the ability to document the root cause(s) associated with each observation, recommended corrective actions, and assessments of applicability beyond the immediate situation and/or organization. The validation phase concludes with the LM elevating an observation, or a combined group of related observations, into an issue or best practice in JLLIS.

c. Resolution Phase. JLLIS facilitates the IRP and enables coordination with appropriate functional organizations and SMEs for resolution. The JLLIS resolution module provides a single location for OPRs to capture, review, manage, and track best practices and issues for Joint Force applicability. Best practices that may contribute to improved future performance are managed and tracked to determine the necessary course of action to institutionalize and operationalize the action. OPRs, in coordination with appropriate SMEs, also analyze, manage, and track issues in JLLIS to determine the root cause(s), identify potential solutions to determine their feasibility and suitability, and then develop an action plan and evaluation criteria for the correction action(s).

d. Evaluation Phase. JLLIS provides assigned managers the ability to identify the date the corrective action(s) is/was evaluated and to summarize

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their evaluation of the correction action and whether the unit/organization met the established organizational criterion to become a lesson learned. JLLIS also provides the ability to capture the evaluation criteria, which should detail the tasks, objectives, or performance criterion that must be accomplished to validate the issue has been resolved or the best practice was repeatable.

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, best practices, and AARs.

3. JLLIS Information Sharing/Coordination Tools. JLLP participants should post products, as well as collaborate and coordinate in 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, best practices, lessons learned, other supporting documents, and/or external links around a theme or topic and publish the data for all JLLIS users.

b. Resolution. The Resolution feature provides a single location for users to capture, view, manage, and monitor the status of issues, best practices, and lessons learned.

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

d. After-Action Report. The AAR feature represents selected after action comments and recommendations that are designated to assist and benefit future planners and executors of operations, events, and exercises.

e. Port Visit Report. The Port Visit feature supports the collection and dissemination of significant lessons learned and other specific Navy reporting requirements after all non-U.S., non-homeport visits.

## 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 Force IRP when necessary. Institutionalized lessons learned enhance joint capabilities and promote global integration as feedback is introduced into operations, events, and exercises, through the elements of JFD (Figure 10). Appendices A (Joint Operations) and B (Joint Force Development) to this Enclosure provide additional detail on JLLP integration.

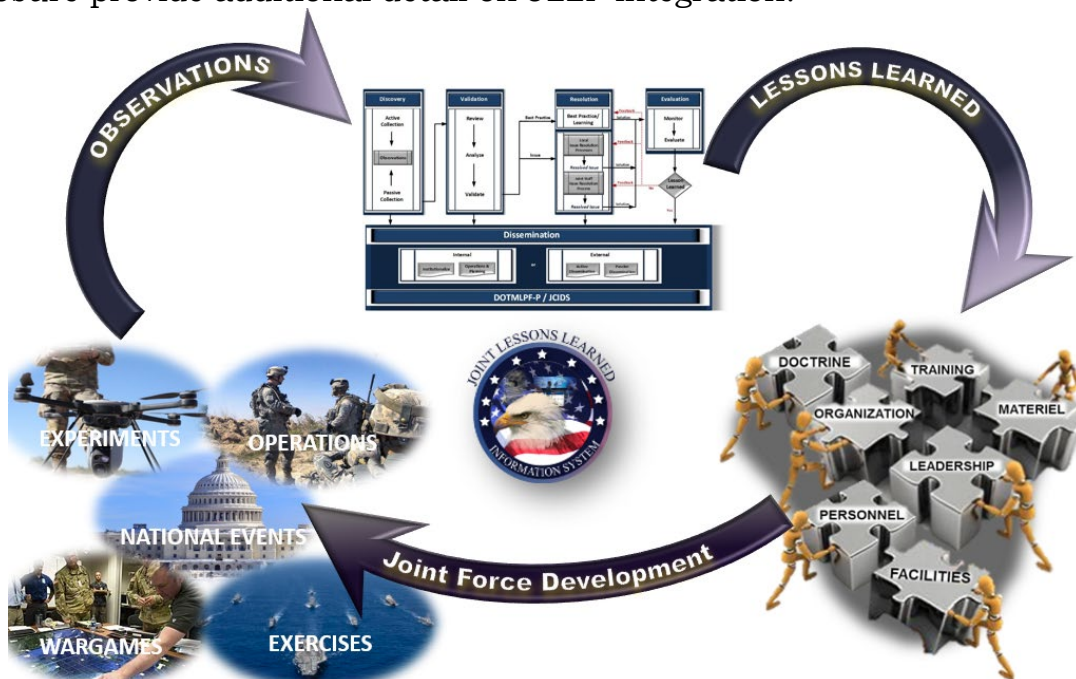


Figure 10. JLLP Integration

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## APPENDIX A TO ENCLOSURE D

### JOINT OPERATIONS

1. Overview. To support the *National Security Strategy* (NSS), *National Defense Strategy* (NDS), and *National Military Strategy* (NMS), U.S. military forces must be prepared to respond across the full range of potential military operations. Lessons learned from past military operations prepare U.S. Forces to rapidly and efficiently respond to similar future events.

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, to inform future operations and advance 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 integrate 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 into a JLLIS binder and then linked to an existing COP for that operation or training event if one already exists in JLLIS. If not, organizations should create a JLLIS COP to serve as a single site for future users to access the operation's lessons learned information.

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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 creates a parent COP in JLLIS that includes 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 for the posting of 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 issues to:

(3) Facilitate JLLIS registration for organization members.

(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’s AAR of the operation.

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

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(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 Force IRP via a JLM signed by a GO/FO/SES from that organization.

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## APPENDIX B TO ENCLOSURE D

### CHAIRMAN'S READINESS PROGRAM

1. Overview. The Chairman's Readiness System (CRS) provides a common framework for conducting commanders' readiness assessments, blending unit-level readiness indicators with CCMD, Service, and CSA subjective assessments of their ability to execute the NMS, IAW reference j.

a. The CRS is an integrated series of requirements, systems, and evaluation processes that align planning strategy with assigned missions, based on guidance from the *Joint Strategic Campaign Plan*. The CRS produces assessments, evaluations, and validations for the readiness of individuals, staffs, and units to accomplish their assigned mission, and aligns future requirements through an approved organizational approach.

b. The CRS utilizes the Joint Mission Essential Task List (JMETL) to align and integrate the Defense Readiness Reporting System (DRRS) with other DoD authoritative programs/processes (UJTL, Joint Training System (JTS), JLLP, and the JCIDS and their respective systems (Universal Task Development Tool, Joint Training Information Management System (JTIMS), JLLIS, and JCIDS) to identify and approve plan task requirements. It enables commanders at all echelons to align, assess, evaluate, validate, and resource readiness. This process further enables an organized review of supported plan requirements and the integrated management of mitigation and solution efforts with lessons learned activities.

c. Commanders assess their ability and proficiency to meet JMETL standards using the results of real-world operations, training events, experimental events, lessons learned data, and security cooperation activities.

d. Readiness assessments identified in DRRS are stressed during the exercise process, validated as observed performance shortfall recommendations through the lessons learned process (JLLP/JLLIS), and support capability requirements development for the refinement of the plan.

e. Ultimately, the purpose of the CRS is to improve the capability of joint readiness to perform assigned missions. Commanders and their staffs use the CRS assessment data to support readiness processes and programs.

2. JLLP Integration. Operationalizing the JLLP against the JMETL improves the readiness and performance of the armed forces across the full range of joint operations in peacetime and in war. The JLLP, combined with the JMETL,

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provides the framework, common terminology, and linkages to joint capability and Joint Force development via approved plan requirements.

a. The JLLP serves to evaluate capability requirements and identify associated capability gaps through observations and issues against plan task conditions and standards. Likewise, observations or issues discovered during the CRS process of assessing, validating, and prioritizing joint military capability requirements should be entered into JLLIS to capture the information, analyze, determine corrective actions, and share with the Joint Force.

b. Lessons learned aligned to managed JMETL observations, evaluations, and assessments are fed into the Joint Planning Process to improve the plan as written and begin the continuous process improvement cycle through the CRS and JTS.

c. Validated JLLIS observations, issues, best practices, and lessons learned provide focus areas for the command to integrate into the CRS and JTS processes. JLLIS data informs training and exercise planners during the development of training requirements. 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.

d. The JLLP provides a vehicle for facilitating awareness of best practices and issues identified during military operations or exercises across the DoD, to inform future operations or exercises and advance global integration. The application of learned knowledge in an operational environment corresponds directly with increased proficiency and performance of mission tasks.

e. The JLLP facilitates further institutionalization of lessons learned within key elements of the organization to effectively enable Joint Force capabilities or performance, promote learning, and advance the development of the Joint Force through continued integration with the CRS and JTS processes.

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## APPENDIX C 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. The JLLP is part of an integrated approach for aligning JFDD processes and procedures and reinforce the urgency to build enduring advantage over our adversaries. This approach accelerates development of alternative operating approaches, supports the rapid acquisition of innovative capabilities to close critical gaps, and postures the Joint Force to maintain competitive advantages (reference v).

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 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 JELC for joint exercises. Before action reviews can be an excellent way to focus event planners on “testing” solutions to issues 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.

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d. Joint Concepts. Lessons learned, in addition to other factors, form the foundation for development of concepts, wargames and experiments that 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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### JOINT TRAINING

1. Overview. 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 DoD. CCMDs, Services (including Reserve Components), NGB, CSAs, Joint Staff, and joint organizations providing capabilities for CCMD missions will use the JTS to manage joint training IAW reference k.

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 JMETL and are entered into the DRRS enterprise and made available to 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 supporting tasks. JMETLs 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

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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 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. In this phase, commanders and agency directors conduct monthly assessments of their JMETL 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 JMETL to standard. In addition, assessment should

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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 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 JCIDS processes (reference e).

## b. Exercise Program Integration

(1) Joint Exercise Program. 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 issues 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 reference l.

(2) Chairman's Exercise Program. The CEP is the dedicated means for 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 issues 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. The NEP is a top-down driven exercise framework under the leadership of the President 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 reference n.

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(4) Globally Integrated Exercise Program. The GIE program rehearses multiple CCMDs, OSD, the Joint Staff, and appropriate CSAs 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 issues 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 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 the Assistant Secretary of Defense for Homeland Defense and Global Security 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 the Deputy Assistant Secretary of Defense (DASD) for Homeland Defense Integration (HDI) and Defense Support of Civil Authorities (DSCA) and CJCS. These activities directly interface with the JLLP and provide input into JLLP processes.

(1) DoD post-Tier 1 NEP Exercises

(a) Conduct the DoD FAAR IAW the GOSC and JLLP using the JLLIS (references l and n).

(b) Determine primary DoD issues and best practices for inclusion in the NEP AAR.

(c) Provide DoD issues and best practices to the DASD(HDI&DSCA) and CJCS or their representative.

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

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(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 issues and best practices 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 issues or best practices.
- (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 C TO ENCLOSURE D

### JOINT DOCTRINE

1. Overview. Joint doctrine reflects fundamental principles, is based on extant capabilities, and incorporates, 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 CJCS 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 conduct joint operations.

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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 develop capabilities requiring guidance in application. The Joint Doctrine Development Process (JDDP) includes five stages: proposal, analysis, validation, development, and post-development. 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 recent and ongoing actions and events (reference i).

a. Assessment. Assessments are conducted on approved doctrinal publications to determine if revision, change, or validation 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 Staff J-7 formally requests feedback from the JDDC on the specific JP.

(1) Database Searches. In assessing approved doctrine, analysts from the Joint Staff J-7, Joint Education and Doctrine Division (JEDD) conducts 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 issues from JLLD analyses, Joint Deployable Training Division's exercise reports, and doctrine development working group updates.

(2) Request for Feedback. While conducting the assessment, doctrine analysts coordinate a request for feedback (RFF) through the Joint Staff action process (using the Enterprise Task management Software Solution (ETMS2) tool) 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

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community on specific lessons learned from Joint Force employment, development, and design activities. For example, an RFF may include 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 text, where possible.” This encourages the community to analyze 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, CCDR, or J-Dir. Proposals may be submitted at any time, but the preferred venue for the initiation stage is the periodic 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 JEDD doctrine analyst using many of the same tools listed above during a formal assessment. The analyst will analyze the proposal and present an 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, revise an approved JP, or prepare a Joint Doctrine Note, 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) develops the first draft or revision, and distributes the draft publication for review and comment to the JDPC. Established publications generally only receive a single staffing and advance directly to the revision final coordination. Lessons learned are routinely sought and incorporated into draft JPs throughout the development process through formal staffing (i.e., ETMS2) or informally through JDPC discussion.

#### 4. Doctrine and Lessons Learned

a. 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

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learned and shared are critical to learning and preventing similar mistakes and inefficiencies from occurring repeatedly.

## b. Responsibilities

(1) JLLD. Identification and cataloging of insights, including issues, 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 for providing recommendations for doctrinal revision as part of the JDDP or by directly contacting the publication LA. The practitioners from the field, whether in CCMDs, Services, NG, or CSAs, may be the first to identify an issue and recommend incorporation into doctrine or other force development processes.

(3) Deputy Directorate, Joint Warfighting Development. The J-7 Deputy Directorate, Joint Warfighting Development (DD JWD) is charged with managing the JDDP and assisting LAs in conducting analysis and revising their joint publications. Within JWD, the JEDD 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 JEDD 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.

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## ANNEX C TO APPENDIX C 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 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, Defense Acquisition University) that 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 Deputy Director for Joint Education and Doctrine systematically reviews 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 regularly reviews its curriculum and initiates 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.

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c. Joint Faculty Education Conference. The J-7 JPME Division hosts an annual Joint Faculty Education Conference (JFEC) to present emerging concepts and other material relevant to maintaining curricula currency to the faculties of the PME and JPME colleges and schools. This group will also conduct an initial assessment of submitted Special Areas of Emphasis (SAEs). LMs can make presentations on their respective issue(s) or lessons learned during the JFEC.

d. Special Area of Emphasis. 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.

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### JOINT CONCEPT DEVELOPMENT, WARGAMES, AND EXPERIMENTATION

#### 1. Joint Concept Development

a. 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 and capabilities 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. Using various analytical methods, the joint concept community evaluates both developing and approved concepts to determine whether they are suitable and feasible, and promote informed decisions on developing new joint capabilities.

b. Joint concepts are informed by authoritative documents such as the NSS, NDS, NMS, *Sustaining U.S. Global Leadership: Priorities for 21st Century Defense*, and joint doctrine. Joint concepts are written using a problem-solution method. The identification and refinement of a joint military problem, a proposed operational solution, and the combination of 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. Joint Concepts, Wargames, Experimentation, and Lessons Learned. The process for initiating, writing, assessing, and transitioning joint concepts is detailed in reference v. The JLLP influences the development of joint concepts and conduct of joint experimentation through the review of lessons learned, in-stride reviews, and AARs, 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

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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.

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### 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). Operation, exercise, wargame, and experimentation 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 that 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 NSS, *National Strategy for Homeland Security*, NDS, and NMS. 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 (two years or less) CCMD requirements and are meant to fulfill urgent CCMD requirements needed to fill a shortfall identified in current operations. JEONs address near-term (two years or less) CCMD requirements for 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 observations or issues 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 KM system

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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 Force IRP until completion. The OPR for such issues will track the issue in KM/DS and report to the LL AO WG, LL Planner WG, or LL GOSC as appropriate.

b. Major issues 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 capability solutions across the Joint Force. They can be an alternative to materiel solutions or can complement a materiel capability solution. Major issues 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 Force IRP where they are further analyzed and fine-tuned.

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

b. As issues are addressed through the Joint Force 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 Force IRP, where they follow the established Joint Force 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 develops a DCR concept and submits it to the Joint Staff J-8 gatekeeper for assignment of a Functional Capabilities Board (FCB) sponsor to

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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 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 assess 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 Force IRP are declared “lessons learned” when all DCR recommended actions are complete, validated, and evaluated across the Joint Force.

Annex E  
Appendix C  
Enclosure D

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Appendix C  
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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. JCIDS Manual 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. CJCSG 3401 Series, “CJCS Guide to the Chairman’s Readiness System”
- k. CJCSI 3500.01 Series, “Joint Training Policy for the Armed Forces of the United States”
- 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, 29 January 2019, “DoD Participation in the National Exercise Program (NEP)”
- o. Federal Emergency Management Administration, 12 June 2012, “National Exercise Program Implementation Plan”
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- t. DoDD 5100.55, 27 February 2006, “United States Security Authority for North Atlantic Treaty Organization Affairs”
- u. DJSM 0084-16, 3 May 2016, “Joint Staff Lesson Managers Appointment to the Joint Lessons Learned Program”
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## GLOSSARY

### Part I – ABBREVIATIONS AND ACRONYMS

AAR	After-Action Report
AJA	Annual Joint Assessment
AO	action officer
AO WG	AO-level working group
ASD	Assistant Secretary of Defense
CCDR	Combatant Commander
CCMD	Combatant Command
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
COA	course of action
COP	community of practice
CRS	Chairman’s Readiness System
CSA	Combat Support Agency
DASD	Deputy Assistant Secretary of Defense
DCR	DOTMLPF-P Change Recommendation
DD JWD	Deputy Director for Joint Warfighting Development
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

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FGI	Foreign Government Information
FPO	Functional Process Owner
GIE	Globally Integrated Exercise
GOSC	General Officer Steering Committee
GO/FO/SES	general officer/flag officer/Senior Executive Service
HDI&DSCA	Homeland Defense Integration and Defense Support of Civil Authorities
HQ	headquarters
HSC DC	Homeland Security Council Deputies Committee
IAW	in accordance with
IPL	Integrated Priority List
IRP	Issue Resolution Process
JMETL	Joint Mission Essential Task Lists
JCB	Joint Capabilities Board
JCIDS	Joint Capabilities Integration and Development System
JDDC	Joint Doctrine Development Community
JDDP	Joint Doctrine Development Process
JDPC	Joint Doctrine Planning Conference
JEDD	Joint Education and Doctrine Division (J-7)
JELC	Joint event life cycle
JEON	Joint Emergent Operational Need
JEP	Joint Exercise Program
JFD	Joint Force Development
JFEC	Joint Faculty Education Conference
JF LL GOSC	Joint Force Lessons Learned General Officer Steering Committee
JF LL WG	Joint Force Lessons Learned Working Group
JKO	Joint Knowledge Online
JLA	Joint Lesson Advisory
JLLD	Joint Lessons Learned Division (J-7)
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
JP	Joint Publication
JPME	Joint professional military education
JRAC	Joint Rapid Acquisition Cell
JROC	Joint Requirements Oversight Council

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JROCM	Joint Requirements Oversight Council memorandum
JSM	Joint Staff Manual
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
MTA	Mission Training Assessments
NATO	North Atlantic Treaty Organization
NEP	National Exercise Program
NGB	National Guard Bureau
NGO	non-governmental organization
NIPRNET	Non-classified Internet Protocol Router Network
NMS	National Military Strategy
OCR	office of collateral responsibility
ODCR	observation, discussion, conclusion, recommendation
OIL	observation, insight, and lesson
OPR	office of primary responsibility
OSD	Office of the Secretary of Defense
PM	product manager
PME	professional military education
POC	point of contact
RFF	Request for Feedback
SAE	Special Area of Emphasis
SIPRNET	Secret Internet Protocol Router Network
SME	subject-matter expert
TOR	terms of reference
TPA	Training Proficiency Assessment
TPO	task performance observation

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UJTL	universal joint task list
USCG	U.S. Coast Guard
USSAN	U.S. Security Authority for NATO Affairs
VDJ-7	Vice Director for Joint Force Development
WG	working group



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## Part II – TERMS AND DEFINITIONS

The following terminology is chiefly specialized for the JLLP 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. 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.

Combat Support Agency. A Department of Defense 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 the Joint Lessons Learned Information System to facilitate the communication and exchange of information between different organizations with like responsibilities, concerns, or issues.

facilitated after-action review. 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 facilitated after action review (FAAR) includes information from active and passive collection processes. The result or summary of a FAAR may be an after-action report.

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

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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.

insight. Understanding the inner nature of things or seeing things intuitively to identify a best practice, issue, root cause or trend.

institutionalization. The implementation of improvements or changes across the Joint Force, resulting from a lesson learned or best practice via change to doctrine, organization, training, materiel, leadership and education, personnel, facilities, and policy as determined by subject-matter experts.

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

issue resolution process. A sub-process used during the resolution phase, consisting of further analysis by the office of primary responsibility and subject-matter experts to develop an action plan to provide solution(s), and carry out that plan.

Joint Lesson Advisory. The purpose of the Joint Lesson Advisory is to provide a concise summary of the lesson description, process history, resolution efforts, and institutionalization efforts taken across applicable areas of the doctrine, organization, training, materiel, leadership and education, personnel, facilities, and policy spectrum.

Joint lesson memorandum. 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 Joint Lessons Learned Information System-related activities of their organization.

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

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Lesson Manager. The individual or designated office of primary responsibility for the organization's lessons learned program. The Lesson Manager (LM) is responsible to the organization's commander for managing the observations and recommendations, and lessons learned of that organization (e.g., subordinate Service, Combatant Command, or Combat Support Agency organization, Joint Staff Directorate), and manages lessons learned information via the Joint Lessons Learned Information System. 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. A general officer/flag officer/Senior Executive Service 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 doctrine, organization, training, materiel, leadership and education, personnel, facilities, and policy 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.

passive collection. Collection of data and information relevant to lessons, but not originally produced for that purpose; the Joint Lessons Learned Information System, Joint Training Information Management System, and Defense Readiness Reporting System can be valuable sources, as well after action and other operational reports.

passive dissemination. The method of using a data repository, such as the Joint Lessons Learned Information System, 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.

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.

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

validation. The review of submitted observations to determine if they are accurate, relevant, and contain potential issues or best practices that may improve future performance.

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