



# CHAIRMAN OF THE JOINT CHIEFS OF STAFF MANUAL

J-5  
DISTRIBUTION: A, B, C

CJCSM 5115.01  
30 March 2018

## PRIORITY CHALLENGE CROSS-FUNCTIONAL TEAMS

References: See Enclosure D.

### 1. Purpose

a. Establishes, defines, and describes the capabilities and general procedures the Joint Staff uses to operate a Priority Challenge Cross-Functional Team (CFT) organized to enable global integration of the Joint Force with respect to one of the five priority challenges designated in the 2016 National Military Strategy (NMS) (reference a). A priority challenge is an actual or potential adversary with the will and capability to undermine U.S. national interests. The CFT is an enabling body for assisting the Chairman of the Joint Chiefs of Staff (CJCS) to render best military advice (BMA) to the President of the United States and Secretary of Defense (SecDef) on military matters related to a particular priority challenge. CFTs also facilitate shared understanding of issues across the Joint Staff.

b. Standardizes the organization and composition of Priority Challenge CFTs.

c. Forms the basis for each of the Priority Challenge CFTs to issue specific problem set standard operating procedures (SOPs).


d. Expands guidance in Joint Staff Instruction (JSI) 5111.01, "Procedures Related to the Conduct of Joint Staff Led or Co-Led Cross-Functional Teams" (reference b). The expanded guidance addresses CFTs in support of global integration and global campaign plans (GCPs).

2. Superseded/Canceled. None. This is a new manual.

3. Applicability. This manual applies to the Joint Staff, Services, Combatant Commands, Defense Agencies, and Office of the Secretary of Defense (OSD).

4. Procedures. Establish Priority Challenge CFTs within the Joint Staff as directed in this manual. All applicable Joint Staff directorates (J-Dirs) shall identify personnel designated to lead and support CFT operations in accordance with this manual (see Enclosure B, "Priority Challenge Cross-Functional Team Organization and Composition," for manning requirements).
5. Summary of Changes. None. This is a new manual.
6. Releasability. UNRESTRICTED. This directive is approved for public release; distribution is unlimited on the Non-Secure Internet Protocol Router Network. Department of Defense (DoD) Components (including the Combatant Commands), other Federal Agencies, and the public may obtain copies of this directive through the Internet from the CJCS Directives Electronic Library at [<http://www.jcs.mil/library/>]. Joint Staff activities may also obtain copies of this directive from the CJCS Joint Electronic Library.
7. Effective Date. This MANUAL is effective upon receipt.

For the Chairman of the Joint Chiefs of Staff:



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LtGen, U.S. Marine Corps  
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Enclosures:

- A—General Information
- B—Cross-Functional Team Organization and Composition
- C—Responsibilities
- D—References
- GL—Glossary

ENCLOSURE A

GENERAL INFORMATION

1. Mission. CFTs assist in integrating military activity across strategy, plans, and operations related to a priority challenge to enable the CJCS to render BMA to the President of the United States and SecDef.
2. Priority Challenge CFT Concept. A Priority Challenge CFT is a multidisciplinary Joint Staff working group charged with maintaining a shared understanding of the strategic and operational environment through activities such as the development of strategies (NMS annexes) and global campaign plans (GCPs) with respect to one of the CJCS priority challenges designated in the NMS.
3. Priority Challenge CFT Responsibilities. Priority Challenge CFTs have the following responsibilities:
  - a. Enable a shared understanding of the strategic and operational environment within the Joint Staff and across the Joint Force.
  - b. Assist in providing strategic direction to the Joint Force per title 10, United States Code (U.S.C.), section 153 (10 U.S.C. 153) (reference c), and 10 U.S.C. 163 (reference d) as follows:
    - (1) Develop the corresponding priority challenge annex to the NMS Implementation Guidance (reference e).
    - (2) Develop or refine, as required, the respective GCP to operationalize policy direction, the strategy in the NMS implementation guidance annex, and the general guidance in the Joint Strategic Campaign Plan (JSCP).
    - (3) Maintain situational awareness of Coordinating Authority (CA) implementation, assessment of GCPs, and recommended changes to GCPs.
    - (4) Manage an integrated calendar similar to the Joint Force Global Integration Calendar that depicts key events related to each priority challenge.
    - (5) Maintain situational awareness of Joint Force development activities to ensure alignment with CJCS and CA priorities.
    - (6) Share CFT products, best practices, and lessons learned with other Joint Strategic Planning System analytical products (i.e., Joint Military Net Assessment (JMNA) and Joint Lessons Learned), semiannually.

(7) Meet monthly and as directed by CFT lead. Provide Summary of Conclusions (SOC) to the Director for Strategy, Plans, and Policy, Joint Staff (DJ-5), including integrated calendar updates for key events related to each priority challenge. Prepare briefings as requested by the CJCS or Director, Joint Staff (DJS).

(8) Assist in developing situational awareness for Crisis Management Teams (CMTs) if a CMT is established for any of the priority challenges, as required. Coordinate with the CMT lead(s) to identify personnel from the CFT to support the CMT, as needed .

(9) Provide CFT personnel to support Integrated Operations Division processes in developing recommendations for BMA as it relates to emerging opportunities or active crises within any particular priority challenge, as directed by the Deputy Director for Regional Operations (DDRO)/Assistant DDRO in the Joint Staff J-3 Directorate. Be prepared to assist the Integrated Operations Division processes by representing future policy considerations and interagency equities, as applicable.

(10) As required, convene and lead Operational Planning Teams to develop specified products not otherwise addressed above.

#### 4. Overview of Secretary of Defense Global Integration

a. Global integration is the arrangement of cohesive joint forces in time, space, and purpose, executed as a whole to address transregional, multi-domain, and multi-functional challenges.

b. Pursuant to the authorities in 10 U.S.C. 153 (reference c), 10 U.S.C. 155 (reference f), and 10 U.S.C. 163 (reference d), the SecDef may assign Global Integrator responsibilities to the CJCS to assist in performing the SecDef's command functions. The SecDef's Global Integrator is the individual responsible for Joint Force strategic planning. The Global Integrator also assists the President of the United States and SecDef in the preparation and transmission of strategic direction for operations in time, space, and purpose as a cohesive whole to address transregional, multi-domain, and multi-functional challenges across the full range of military operations.

c. Additional detail is contained in the SecDef Global Integration annex to the NMS Implementation Guidance.

5. Related Guidance. CFTs develop strategic guidance from national policy, OSD guidance, and elements of the NMS and its implementation guidance. The implementation of that strategic guidance under the SecDef global integration construct informs the development of plans, operations, activities, and investments.

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ENCLOSURE B

PRIORITY CHALLENGE CROSS-FUNCTIONAL TEAM ORGANIZATION AND  
COMPOSITION

1. Priority Challenge Cross-Functional Team (CFT) Organization

a. CFT membership is built around capabilities (see Table A below) needed to execute the Joint Staff's role in developing a shared understanding of the strategic and operational environment through activities such as strategy development (NMS Annexes) and planning (GCPs) with respect to one of the Chairman's priority challenges. Each priority challenge can be highly unpredictable in nature and requires a high degree of flexibility and responsiveness from the CFT. J-Dirs should limit membership to representatives assigned to the National Capital Region to ensure consistent support for CFT requirements.

b. CFT membership also includes members with specialized expertise from the Joint Staff and collaborating partners (see Table B), including interagency and multinational partners, where applicable. The CFT will be staffed based on the character of activity for the priority challenge, concurrent demands for available resources, and other ongoing commitments.

2. Priority Challenge Cross-Functional Team (CFT) Leadership

a. The CFT Lead directs processes to support CJCS decision-making under the direction of the DJ-5. Authority to appoint each Priority Challenge CFT Lead is delegated to the DJ-5.

b. The CFT is responsible for engaging with the Coordinating Authority, as necessary.

c. The CFT Chief of Staff, assigned by the CFT Lead, serves as the deputy and assists in directing the efforts of the CFT.

<b>Position</b>	<b>Grade</b>	<b>Agency</b>	<b>Comments</b>
CFT Lead	O-7/ Senior Executive Service-1	J-5/as appointed	Likely Deputy Director for Political-Military Affairs (DDPMA) or Functional
CFT Chief of Staff	O-6	J-5/as appointed	Likely DDPMA or Functional
Political-Military Planner	O-4/O-5/ civilian	J-5/as appointed	Likely DDPMA or Functional

Campaign Planner	O-5	J-5/Deputy Director for Joint Strategic Planning (DDJSP)	Primary
Campaign Planner	O-4/O-5/ civilian	J-5/DDJSP	Alternate
Intelligence subject-matter expert (SME)	O-4/O-5/ civilian	J-2	Primary
Intelligence SME	O-4/O-5/ civilian	J-2	Alternate
Current Operations	O-4/O-5/ civilian	J-33	
Logistics SME (primary)	O-4/O-5/ civilian	J-4	Liases with Joint Logistics Operations Center, as needed
Logistics SME (alternate)	O-4/O-5/ civilian	J-4	Liases with Joint Logistics Operations Center, as needed
C4 Cyber SME	O-4/O-5/ civilian	J-6	
Joint Force Developer	O-5/O-6/ civilian	J-7	Primary
Joint Force Developer	O-5/O-6/ civilian	J-7	Alternate

Table A: CFT Members

3. Expanded Priority Challenge Cross-Functional Team (CFT) Members. The CFT will request support from other J-Dirs as necessary for expertise. The following table illustrates **some** of the assigned personnel who may be required. Enduring requirements for representation should be indicated by a particular CFT SOP.

<b>Position</b>	<b>Grade</b>	<b>Agency</b>	<b>Comments</b>
Manpower and Personnel Planner	O-4/O-5/ civilian	J-1	



Regional Operations Planner	O-4/O-5/ civilian	J-35/DDRO	
Global Force Management SME	O-4/O-5/ civilian	J-35/DDRO	
Special Operations Forces Planner	O-4/O-5/ civilian	J-37/Deputy Director for Special Operations (DDSO)	
Information Operations SME	O-4/O-5/ civilian	J-39/Deputy Director for Global Operations (DDGO) and/or Joint Information Operations Warfare Center	
Cyberspace Operations SME	O-4/O-5/ civilian	J-39/DDGO	
Cyberspace Policy SME	O-4/O-5/ civilian	J-5/Deputy Director for Global Policy and Partnerships (DDGPP)	
Missile Defense Planner SME	O-4/O-5/ civilian	J-5/DDGPP	
Space Operations Planner SME	O-4/O-5/ civilian	J-5/DDGPP	
Posture Planner (primary)	O-4/O-5/ civilian	J-5/DDJSP	
Posture Planner (alternate)	O-4/O-5/ civilian	J-5/DDJSP	
Nuclear SME	O-4/O-5/ civilian	J-5/Deputy Director for Strategic	

		Stability (DDStS)	
Joint Force Development SME	O-4/O-5/ civilian	J-7	Functional expertise in joint training, joint education/ doctrine, future force development, international force development, joint lessons learned, and the irregular warfare for priority challenges.
Joint Personnel Recovery SME	O-4/O-5/ civilian	J-7/Joint Personnel Recovery Agency	
Resource Manager	O-4/O-5/ civilian	J-8	Incorporate integrated priority list submissions and annual joint assessment-identified capability shortfalls. Also, integrate DJ-8 production of CJCS net assessments and CJCS JMNAs.
Service/National Guard Bureau SME	O-4/O-5/ civilian	Service/ National Guard Bureau staff	
Legislative Affairs Advisor	O-4	Office of the Chairman of the Joint Chiefs of Staff (OCJCS)/ Legislative Affairs	
Public Affairs Advisor	O-4	OCJCS/Public Affairs	
Medical SME	O-4/O-5/ civilian	Joint Staff Surgeon	Link to Joint Health Service Enterprise including Combatant Commands and Combat Support Agencies.
Legal Counsel	O-5	OCJCS/Legal Counsel	
Strategic Advisor	O-5/ GS-14	OCJCS/ Chairman's Action Group	
OSD Strategist	O-6/ GS-15	OSD Regional	

Foreign Policy Advisor	FS-02/ GS-14	Department of State Regional Bureau	
Combatant Command SME	O-6 and below	Combatant Command and/or Washington Office liaison officer	Multiple Combatant Commands may be represented. May include Combatant Command-run coordination centers/ strategic initiatives.

Table B: Possible CFT Assignments

4. Input to Policy and External Coordination

- a. The CFT maintains outreach with the OCJCS Special Staff to ensure consistency with the Chairman’s guidance to the staff.
- b. The CFT may coordinate directly with interagency partners.
- c. The position “Combatant Command SME” refers to any contacts at the Combatant Commands (including their Washington offices at the Pentagon) and may involve multiple Combatant Commands.
- d. The CFT may also coordinate with multinational partners involved in policy and strategic approaches.
- e. The CFT may assist in the shared understanding of the strategic environment for a CMT, should one be established for that priority challenge.

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ENCLOSURE C

RESPONSIBILITIES

1. Chairman of the Joint Chiefs of Staff (CJCS). When necessary, the CJCS will meet with the DJS, J-Dirs, CFT Lead, and others, as required, to maintain awareness of the global campaign and develop recommendations for the President of the United States and SecDef.
2. Director, Joint Staff (DJS)
  - a. Organizes Joint Staff CFTs.
  - b. Assists the CJCS or the Vice Chairman of the Joint Chiefs of Staff in discharging organizational or managerial responsibilities.
3. Joint Staff Directorates (J-Dirs)
  - a. Identify personnel for each CFT position, per Enclosure B, and provide manning as required.
  - b. Ensure that personnel are organized, trained, and responsive to CFT requirements.
  - c. Assign personnel to support a CFT, when directed by the DJS.
  - d. Maintain relationships with the Joint Staff element responsible for their respective functional areas. The establishment of a CFT does not alter standing relationships or coordination processes. Rather, it allows for more extensive coordination and more timely interaction and information flow.
  - e. Ensure personnel are identified to perform duties with a CFT are available for training and preparation as required. These personnel are the interface between the CFT and their J-Dir.
4. Director for Strategy, Plans, and Policy, Joint Staff (DJ-5)
  - a. Appoints CFT Leads.
  - b. Directs the activities of the CFTs.
  - c. Convenes CFTs to develop specific products, as required.
  - d. Administers the regular provision of BMA from the CFTs through the DJS.

5. J-5 Deputy Director for Joint Strategic Planning (DDJSP)

a. Deconflicts battle rhythms and chairs periodic meetings across the CFTs to achieve integration of all priority challenges.

b. Assists in writing and staffing GCPs and NMS Annexes.

c. Publishes a Joint Force Global Integration Calendar that identifies the timeline and sequencing for key events related to the priority challenges over a 12-month period.

d. Reviews products from each of the CFTs to ensure consistency across all priority challenges.

6. Designated CFT Leads

a. Establish SOPs to articulate the scope of CFT duties.

b. Ensure CFTs are familiar with the NMS, JSCP, National Defense Strategy (reference g), and their component elements.

c. Coordinate with the Military Services, Defense Agencies, and OSD.

d. Coordinate with the Joint Staff element responsible for their respective functional areas. The establishment of a CFT does not alter standing relationships or coordination processes. Rather, it allows for more extensive coordination and more timely interaction and information flows.

e. Ensure that personnel identified to perform duties with a CFT are available for training and preparation.

f. Convene CFT meetings monthly and submit a 1- to 2-page SOC to DJ-5. Provide detailed analysis sessions for the J-Dirs and DJS periodically, and for CJCS as required.

7. Combatant Commands. Maintain coordination with the CFT as necessary.

ENCLOSURE D

REFERENCES

- a. 2016 National Military Strategy
- b. JSI 5111.01 Series, “Procedures Related to the Conduct of Joint Staff Led or Co-Led Cross-Functional Teams”
- c. Title 10, United States Code, section 153
- d. Title 10, United States Code, section 163
- e. 2017 National Military Strategy Implementation Guidance, Secretary of Defense Global Integration
- f. Title 10, United States Code, section 155
- g. 2018 National Defense Strategy

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## GLOSSARY

### PART I—ABBREVIATIONS AND ACRONYMS

AJA	annual joint assessment
BMA	best military advice
C4	command, control, communications, and computers
CA	Coordinating Authority
CCMD	Combatant Command
CFT	cross-functional team
CJCS	Chairman of the Joint Chiefs of Staff
CJCSI	Chairman of the Joint Chiefs of Staff instruction
CMT	Crisis Management Team
DDGO	Deputy Director for Global Operations
DDGPP	Deputy Director for Global Policy and Partnerships
DDJSP	Deputy Director for Joint Strategic Planning
DDPMA	Deputy Director for Political-Military Affairs
DDRO	Deputy Director for Regional Operations
DDSO	Deputy Director for Special Operations
DDStS	Deputy Director for Strategic Stability
DJ-5	Director for Strategy, Plans, and Policy, Joint Staff
DJ-8	Director for Force Structure, Resources, and Assessment, Joint Staff
DJS	Director, Joint Staff
DoD	Department of Defense

GCP	global campaign plan
J-Dir	Joint Staff directorate
JMNA	Joint Military Net Assessment
JP	joint publication
JSCP	Joint Strategic Campaign Plan
JSI	Joint Staff instruction
NMS	National Military Strategy
NSS	National Security Strategy
OCJCS	Office of the Chairman of the Joint Chiefs of Staff
OSD	Office of the Secretary of Defense
SecDef	Secretary of Defense
SDGI	Secretary of Defense Global Integration
SME	subject-matter expert
SOC	Summary of Conclusions
SOP	standard operating procedure
UCP	Unified Campaign Plan
U.S.C.	United States Code

## PART II—DEFINITIONS

campaign plan. A joint operation plan for a series of related major operations aimed at achieving strategic or operational objectives within a given time and space.

Combatant Command. Also called CCMD. A unified or specified command with a broad continuing mission under a single commander established and so designated by the President of the United States, through the SecDef and with the advice and assistance of the CJCS.

Coordinating Authority. Also called CA. To integrate CCMD planning and campaigning, the SecDef may assign a CA. A CA establishes collaborative forums to develop integrated plans among CCMDs, combat support agencies, Military Services, other government agencies, allies, and partner nations. A CA has the authority to require consultation between different components or activities involving the forces of two or more Services, Joint Force components, or forces of the same Service or agency. A CA is generally a Combatant Commander with the preponderance of responsibility for a problem set and does not receive additional command authority beyond that already assigned in the Unified Command Plan (UCP). A CA does not have authority to compel agreement or direct resource allocation between Combatant Commands or Services.

cross-functional team. Also called CFT. By with and through the CA and CCMDs, provides periodic problem set updates to the Global Integrator consisting of an operating environment update and strategy and policy update. CFTs recommend changes to the GCPs based on assessment results and changes to the operating and strategic environment.

global campaign plan. Also called GCP. A GCP is global in scope and focused on integrating activities (operations, posture, plans, and exercises) oriented against specific problems. It is primarily designed to achieve unity of effort for day-to-day activities within and between the geographic and functional CCMDs, the Joint Staff, Services, and interagency.

global integration. The arrangement of cohesive military actions in time, space, and purpose, executed as a whole to address transregional, multi-domain, and multi-functional challenges.

global integrator. The global integrator is the individual responsible for assisting the SecDef in strategic planning and the strategic direction of the Armed Forces to ensure the effective conduct of operations.

multi-functional. The elements of the military instrument of national power available for use by a Joint Force commander.

priority challenge. See also global campaign plan (GCP). Priority challenges are GCPs specifically addressed in the 2018 National Defense Strategy and 2016 National Military Strategy.

transregional. Extending beyond CCMD boundaries as designated by the UCP.