



*Standardization*

**JOINT DOCTRINE DEVELOPMENT PROGRAM**

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Approved By: TCJ5/4 (Maj Gen Cox, USAF)

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The purpose of this instruction is to set forth guidance, procedures, and responsibilities for the staffing of joint doctrine during development and review of joint publications. The provisions of this instruction apply to the United States Transportation Command (USTRANSCOM), the Transportation Component Commands (TCC), and the Joint Enabling Capabilities Command (JECC). This instruction implements the Chairman of the Joint Chiefs of Staff Instruction, (CJCSI) 5120.02B, *Joint Doctrine Development System*. Refer recommended changes and questions about this publication to the office of primary responsibility using Air Force Form 847, *Recommendation for Change of Publication*. Ensure that all records created as a result of processes prescribed in this publication are maintained in accordance with USTRANSCOM Instruction 33-32, *USTRANSCOM Records Management Program*. The use of a name or mark of any specific manufacturer, commercial product, commodity, or service in this publication does not imply endorsement by USTRANSCOM.

**SUMMARY OF REVISIONS**

Includes discussion of the Joint Doctrine Development Tool Version 2.0 and revises Attachment 3. Expands discussion of joint doctrine roles and responsibilities and includes the JECC as a USTRANSCOM subordinate command. Includes revised and updated terminology and definitions from CJCSI 5120.02B. This instruction has been revised in its entirety, asterisks will not be used to identify revised material.

**1. References, Abbreviations, Acronyms, and Terms.** References, related publications, abbreviations, acronyms, and terms used in this instruction are listed in Attachment 1.

**2. Policy.** The Commander, USTRANSCOM, is responsible for assisting the Chairman of the Joint Chiefs of Staff in the development and review of joint doctrine. This process will be conducted in accordance with the procedures outlined in CJCSI 5120.02B.

**3. Responsibilities:**

**3.1.** The Policy and Doctrine Division (TCJ5/4-P) is designated as the USTRANSCOM office of primary responsibility for all joint doctrine. TCJ5/4-P is responsible for USTRANSCOM's participation in the joint doctrine development/review process and for performing required duties as outlined in CJCSI 5120.02B. These duties include Lead Agent, Primary Review Authority, Technical Review Authority, and Coordinating Review Authority. See Attachment 1 for descriptions of these duties. When assigned by the Director, Joint Staff, Joint Force Development Directorate (JS-J7) as the Lead Agent, Primary Review Authority, Technical Review Authority, or Coordinating Review Authority, TCJ5/4-P will:

**3.1.1.** Prepare and submit joint doctrine projects for potential development.

**3.1.2.** Meet milestones assigned by the publication Lead Agent for each stage in the development/review process.

**3.1.3.** Coordinate the staffing of each joint publication for review and comments. As a minimum, the staffing and review process will include the following steps:

**3.1.3.1.** Distribute publications to appropriate USTRANSCOM Directorates, Command Support Group (CSG), TCCs, and JECC for technical review/comments.

**3.1.3.2.** Monitor the progress of each joint project and provide assistance, as necessary, to ensure a timely USTRANSCOM coordinated effort in the development/review process.

**3.1.3.3.** Identify and resolve any issues between USTRANSCOM Directorates, CSG, TCCs, and JECC that arise during document development/review.

**3.1.3.4.** Prepare the consolidated USTRANSCOM responses in accordance with the format described in paragraph 4 and forward the approved responses to the Lead Agent for adjudication and incorporation into a final publication.

**3.1.3.5.** Represent command at joint doctrine joint working groups (JWG), where TCJ5/4-P determines that significant USTRANSCOM equities exist.

**3.1.3.5.1.** TCJ5/4-P, or a designated subject matter expert, will attend all joint doctrine JWGs for which USTRANSCOM is the Lead Agent.

**3.1.3.5.2.** A USTRANSCOM representative will normally attend joint doctrine JWGs when functioning as a joint publication Technical Review Authority.

**3.1.3.5.3.** At the discretion of TCJ5/4-P, a USTRANSCOM representative may attend joint doctrine JWGs when functioning as a Coordinating Review Authority. Principal considerations when making a determination of attendance will be: USTRANSCOM equities, availability of subject matter experts, and availability of temporary duty funds.

**3.1.3.6.** Coordinate USTRANSCOM participation in the development/review process of all joint doctrine documents and publications. Specific guidance on joint doctrine development is provided in CJCSI 5120.02B for each of the following stages:

**3.1.3.6.1.** Project Initiation

**3.1.3.6.2.** Project Development

**3.1.3.6.3.** Project Approval

**3.1.3.6.4.** Project Maintenance

**3.1.4.** When USTRANSCOM is designated as the Lead Agent for a joint doctrine project, TCJ5/4-P will:

**3.1.4.1.** Conduct informal project scope refinement coordination in accordance with CJCSI 5120.02B.

**3.1.4.2.** Assign a Primary Review Authority to develop the revision first draft of the publication. The Primary Review Authority may be a USTRANSCOM Directorate/CSG, TCC, or JECC, or it may be a particular division or branch within a directorate. The selection of a Primary Review Authority will be based upon several factors including prior experience in working joint doctrine issues, but availability of appropriate subject matter expertise is the most significant criterion for Primary Review Authority selection.

**3.1.4.3.** Develop the revision first draft in coordination with the Joint Staff Doctrine Sponsor and provide the completed draft to the JS-J7 for formatting and dissemination to the Joint Doctrine Development Community for comment.

**3.1.4.4.** Collect, consolidate, and adjudicate all revision first draft comments received.

**3.1.4.5.** In coordination with the JS-J7, chair the revision first draft JWG to resolve any outstanding issues from the Joint Doctrine Development Community concerning the revision first draft adjudications.

**3.1.4.6.** Following the JWG, complete any post-JWG actions and forward JWG-approved comment resolution matrix to the JS-J7 and Joint Staff Doctrine Sponsor with any unresolved issues.

**3.1.4.7.** As required, assist the Joint Staff Doctrine Sponsor with the development of the final coordination draft and the adjudication of comments on the final coordination draft.

**3.1.4.8.** Represent USTRANSCOM at the final coordination draft JWG.

**3.2.** USTRANSCOM Directorates/CSG, TCCs, and JECC will:

**3.2.1.** Upon receipt of a project outline, program directive, or draft publication, review the document and provide comments using the procedures established in paragraph 4.

**3.2.1.1** In most cases, USTRANSCOM will be a Coordinating Review Authority for joint doctrine publications under development. Assignments for review of joint doctrine publications will be made via the Task Management Tool by the USTRANSCOM Joint Secretariat based upon the Joint Staff tasker or TCJ5/4-P, as the office of primary responsibility, may request an office of coordinating responsibility be added. TCCs may also be tasked directly through their respective Services to review or comment on a specific publication. The requirement to provide input via Service channels does not relieve the TCC of the requirement to also provide comment via combatant command channels to USTRANSCOM. JECC will be tasked directly by USTRANSCOM to provide comment on appropriate joint doctrine publications.

**3.2.1.2.** USTRANSCOM office of coordinating responsibilities will assist in the evaluation of joint publications and provide comments to the office of primary responsibility (TCJ5/4-P) in the comment resolution matrix format prescribed in Attachment 2 or using the Joint Doctrine Development Tool depicted in Attachment 3.

**3.2.1.3.** Unless otherwise specified, comment resolution matrix inputs should be UNCLASSIFIED and submitted via the Non-Secure Internet Protocol Router Network. At present, the Joint Doctrine Development Tool is available via Non-Secure Internet Protocol Router Network only.

**3.2.1.4.** In those cases when commenting on a classified joint publication or when in the opinion of the commenter, a CLASSIFIED response is required, comment resolution matrixes may be submitted via the Secret Internet Protocol Router Network. Commenters are responsible for determining the classification level of the material and ensuring compliance with appropriate security requirements.

**3.2.1.5.** Office of coordinating responsibilities will forward all comments to the USTRANSCOM office of primary responsibility for submission of a consolidated USTRANSCOM input.

**3.2.2.** When assigned by the USTRANSCOM office of primary responsibility/Lead Agent, serve as the joint publication Primary Review Authority. USTRANSCOM Primary Review Authorities are only assigned for joint publications for which USTRANSCOM is the Lead Agent.

**3.2.2.1.** The Primary Review Authority will develop an initial draft based upon guidance provided in the program directive for the assigned publication. The Primary Review Authority will consider existing Department of Defense and Joint Chiefs of Staff issuances as well as joint, multi-Service, and Service doctrine and ensure the draft reflects appropriate Service and combatant command perspectives.

**3.2.2.2.** The Primary Review Authority will establish early dialogue with combatant command and Service Coordinating Review Authorities to highlight perspectives and/or doctrinal differences that should be considered in the development of the initial draft.

**3.2.2.3** The Primary Review Authority will forward all drafts and comments to the USTRANSCOM Lead Agent/office of primary responsibility, TCJ54-P, for review, consolidation and submission to the JS-J7 and Joint Staff Doctrine Sponsor.

**3.2.4.** When assigned by the USTRANSCOM office of primary responsibility serve as the joint publication Technical Review Authority.

**3.2.4.1.** A USTRANSCOM Technical Review Authority will normally be assigned only for joint publications for which USTRANSCOM is also the Lead Agent. In certain circumstances, however, USTRANSCOM may be designated by the Joint Staff as the Technical Review Authority for publications with Lead Agents external to USTRANSCOM. In these instances, TCJ5/4-P retains the Technical Review Authority function for the command, but may assign office of coordinating responsibility(s) to assist with subject matter expert duties.

**3.2.4.2.** Technical Review Authorities will review, analyze, and provide comments on draft program directives and joint publications for accuracy and compliance with approved policy and current and emerging doctrine in their areas of expertise.

#### **4. Review Procedures and Format:**

**4.1.** Use the following comment headings when providing input to draft publications. Do not over classify comments :

**4.1.1. CRITICAL.** Critical comments will cause a non-concurrence in the draft if the concerns are not satisfactorily resolved. Critical comments will require general/flag officer attention and support.

**4.1.2. MAJOR.** Major comments are significant concerns that may result in non-concurrence in the entire document. This category may be used with a general statement of concern with a subject area, thrust of the document, etc., followed by detailed comments on specific entries in documents that, taken together, constitute the concern.

**4.1.3. SUBSTANTIVE.** Substantive comments are provided because sections in the document appear to be or are potentially incorrect, incomplete, misleading, or confusing.

**4.1.4. ADMINISTRATIVE.** Administrative comments correct inconsistencies between sections and typographical or grammatical errors.

**4.2.** If using the comment resolution matrix, comments will be submitted using line-in/line-out format as shown in Attachment 2. Each comment or recommendation will be preceded by the appropriate category followed by reference to the page, paragraph, and line number. Each comment will have accompanying rationale so the reader fully understands the nature of the comment and how it will improve the document. At the discretion of the TCJ5/4-P joint doctrine office of primary responsibility, comments will be submitted electronically using the Joint Doctrine Development Tool, in lieu of the comment resolution matrix. The Joint Doctrine Development Tool streamlines the doctrine development process by automating many of the repetitive manual steps required in completing the comment resolution matrix. The Joint

Doctrine Development Tool is becoming the preferred method for submitting joint doctrine comments and is intended to eventually replace the traditional comment resolution matrix for all joint publication revisions. Although the Joint Doctrine Development Tool automates the process for submitting comments, the guidance for classifying comments and providing rationales when using the comment resolution matrix also applies when using the Joint Doctrine Development Tool.

SAMUEL D. COX  
Major General, USAF  
Director, Strategy, Policy,  
Programs, and Logistics

## ATTACHMENT 1

### GLOSSARY OF REFERENCES, ABBREVIATIONS, ACRONYMS, AND TERMS

#### Section A—References

CJCSI 5120.02B, *Joint Doctrine Development System*

#### Section B—Abbreviations and Acronyms

CJCSI – Chairman of the Joint Chiefs Instruction

CSG – Command Support Group

JECC – Joint Enabling Capabilities Command

JS-J7 – Joint Staff Joint Force Development Directorate

JWG – Joint Working Group

TCC – Transportation Component Command

TCJ5/4-P – Strategy, Policy, Programs and Logistics Directorate, Policy and Doctrine Division

USTRANSCOM – United States Transportation Command

#### Section C--Terms

**Joint Doctrine Specific Terms.** The following distinctive terms, defined in the reference and frequently used in the development and review of joint publications, are provided for clarity.

**Coordinating Review Authority.** An agency appointed by a Service or combatant command to coordinate with and assist the primary review authority in joint doctrine development and maintenance. Each Service or Combatant Command must assign a coordinating review authority. When authorized by the appointing Service or Combatant Command, coordinating review authority comments provided to designated primary review authorities will represent the position of the appointing Service or Combatant Command with regard to the publication under development.

**Joint Doctrine Development Community.** The Chairman of the Joint Chiefs of Staff, the Services, the Combatant Commands, the Joint Staff, the Combat Support Agencies, and the Doctrine Development Agencies of the Services and the joint community.

**Joint Doctrine Development Tool (JDDT).** The JDDT (Attachment 3) is a Joint Staff-developed tool designed to assist in the writing, reviewing, and adjudication of joint doctrine publications. This tool streamlines many of the administrative functions associated with the standard comment resolution matrix (Attachment 2). The JDDT is expected to eventually replace the comment resolution matrix for all joint doctrine development.

**Joint Doctrine Planning Conference (JDPC).** A forum that meets semiannually to address and vote on project proposals; discuss key joint doctrinal and operational issues; discuss potential changes to the joint doctrine development process; keep up-to-date on the status of the joint publication projects and emerging publications; and keep abreast of other initiatives of interest to the members. The Joint Doctrine Planning Conference provides recommendations that are approved by the Joint Staff/J-7, in the name of the Chairman of the Joint Chiefs of Staff.

**Joint Publication.** A publication containing joint doctrine that is prepared under the direction and authority of the Chairman of the Joint Chiefs of Staff and applies to all Armed Forces of the United States.

**Joint Staff Doctrine Sponsor (JSDS).** A Joint Staff directorate assigned to coordinate a specific joint doctrine project with the Joint Staff. Joint Staff doctrine sponsors assist the lead agent and primary review authority as requested and directed, process the final coordination (and test publications if applicable) for approval.

**Lead Agent.** An individual Service, Combatant Command, or Joint Staff Directorate assigned to develop and maintain a joint publication.

**Primary Review Authority.** The organization, within the lead agent's chain of command, that is assigned by the lead agent to perform the actions and coordination necessary to develop and maintain the assigned joint publication under the cognizance of the lead agent.

**Technical Review Authority.** The organization tasked to provide specialized technical or administrative expertise to the primary review authority or coordinating review authority for joint publications.

STANDARDIZED COMMENT MATRIX PRIMER

The matrix below is a Word document table to be used as a template for submitting comments on draft publications and draft program directives. Except as noted below, an entry is required in each of the columns. To facilitate consolidating matrixes from various sources, do not adjust the column widths.

Column 1 – ITEM

Numeric order of comments. Accomplish when all comments from all sources are entered and sorted. To number the matrix rows, highlight this column only and then select the numbering ICON on the formatting tool bar.

Column 2 - #

Used to track comments by source. Manually enter numbers from the first comment to the last comment. These numbers will stay with the comment and will not change when consolidated with other comments.

Column 3 – SOURCE

Insert POC with office symbol and DSN phone number

Column 4 – TYPE

C – Critical (Contentious issue that will cause non-concurrence with publication)  
 M – Major (Incorrect material that may cause non-concurrence with publication)  
 S – Substantive (Factually incorrect material)  
 A – Administrative (grammar, punctuation, style, etc.)

Column 5 – PAGE

Page numbers expressed in decimal form using the following convention: (Page I-2 = 1.02, Page IV-56 = 4.56, etc.) This format enables proper sorting of consolidated comments.

0 – General Comments

0.xx - Preface, TOC, Executive Summary (Page i = 0.01, Page XI = 0.11)  
 1.xx – Chapter I  
 2.xx – Chapter II  
 3.xx – Chapter III  
 x.xx – Chapter x, etc.  
 51.xx – Appendix A  
 52.xx – Appendix B  
 52.01.xx - Annex A to Appendix B  
 53.xx – Appendix C, etc.  
 99.xx – Glossary

NOTE: For Program Directives enter the page number as a whole number, (1, 2, 3, etc.) PDs are normally sorted by paragraph and line number and the page number helps to find the paragraph.

Column 6 – PARA

Paragraph number that pertains to the comment expressed. (i.e. 4a, 6g, etc.)

NOTE: An entry in this column should be used when commenting on draft program directives. An entry is optional for comments on draft joint publications.

Column 7 – LINE

Line number on the designated page that pertains to the comment, expressed in decimal form (i.e., line 1=1, line 4-5 = 4.5, line 45-67 = 45.67, etc.) For figures where there is no line number, use "F" with the figure number expressed in decimal form (i.e. figure II-2 as line number F2.02). For appendices, use the "F" and the appendix letter with the figure number (i.e appendix D, figure 13 as line number FD.13; appendix C, annex A, figure 7 as line number FCA.07)

Column 8 – COMMENT

Provide comments using line-in-line-out format according to JSM 5711.01A, *Joint Staff Correspondence Preparation* (Examples are provided in CJCSI 5120.02, Joint Doctrine Development System. To facilitate adjudication of comments, copy and insert complete sentences into the matrix. This makes it unnecessary to refer back to the publication to understand the rationale for the change. Do not use Tools, Track Changes mode to edit the comments in the matrix. Include deleted material in the comment in the strike through mode. Add material in the comment with underlining. Do not combine separate comments into one long comment in the matrix, (i.e. 5 comments rolled up into one).

Column 9 - RATIONALE

Provide concise, objective explanation of the rationale for the comment.

Column 10 - DECISION

A - Accept  
 R – Reject (Rationale required for rejection.)  
 M - Accept with modification (Rationale required for modification.)

NOTE: Column 10 is for the LA and JSDS use only. No rationale required for accepted items. Rationale for rejection is placed in the rationale comment box and highlighted for clarity. For modifications, the complete modified language will be placed (and annotated) as the bottom entry for that item in the “Comments” column and the rationale for the modification placed in the rationale comment box and highlighted for clarity.

	14	MSC/N52 Mr Childs DSN 325- 5513	A	3.24	3.b (4)(d) <u>1</u>	11	Change as follows: “... military sService must have...”	Correctness in accordance with JAI 571 1.06M	
	2	JECC	A	0.03	7.a	29	Change: (JPOES) to (JOPES).	Corrects acronym spelling.	
	22	AMC/A8X Lt Col Smith DSN 256- 3940	A	1.05		45.46	Change as follows: Force projection allows a <del>joint force commander (JFC)</del> to strategically position and concentrate forces to set the conditions for mission success.	Acronym established on page 1	
	1	SDDC	S	1.06	2	F3.05	Make subparagraph “a” part of paragraph 1 and delete subparagraph “b”	Brevity. Deletes redundant information.	
	2	TCJ2	S	0.00			Change ‘ <del>battlespace</del> ’ to ‘ <u>operational environment</u> ’ on pages 1.5, 1.20, 1.36, 2.10, 3.3, 4.29, 51.02, and 51.03.	Operational environment is correct term.	
	2	TCJ5/4-PD Lt Col Rome DSN 779- 4189	M	0.17		26	Change as follows: “Strategic Movement Control. Effective strategic movement control requires the coordinated efforts of USTRANSCOM, supporting <del>combatant commanders</del> <u>CCDRs</u> , the supported <del>geographic</del> <u>CCDR</u> , and functional components.”	-- 1 <sup>st</sup> change simplifies w/ acronym vs spelling out. -- 2 <sup>nd</sup> change deletes assumption that supported CCDR must be a geographic commander	
	12	TCJ6-P Maj Joe Raftery DSN 220- 3718	M	0.20		1	Change as follows: Redeployment operations are dependent on the <del>supported combatant commander’s defined</del> <u>military</u> end state, concept for redeployment, or requirements to support another JFC’s concept of operations. <i>NOTE – change main text as appropriate</i>	Per JP 3-0 there are two types of end states; military and national- strategic.	
	2	TCJ5/4-PD LTC Cook DSN 220- 7182	C	0.10		24.34	Add new second paragraph in this section as follows: <u>Adaptive Planning (AP). The Secretary of Defense signed the AP Roadmap on 13 December directing that as AP matures it will succeed the Department’s current planning and execution system. AP will integrate contingency and crisis action planning processes so that plans can be modified quickly and transparently as they move toward execution.</u>	Modification of previous comment submittal not incorporated by authors (See item 128 in CRM). Reference 3122.01A JOPES Vol I dated 29 Sep 2006 Encl A para 2.	
	13	TCJ3-OS Maj Estevez DSN 220- 3718	C	1.15	4	30	Add sub paragraph c. to Chapter One “Overview”, Para 4 “ <u>Integrated Planning and Execution Process</u> ”.  c. <u>Both the current JOPES and JOPP processes will be leveraged as the Adaptive Planning (AP) process matures toward a more effective system for planning joint operations that meet the needs of our joint force commanders and senior civilian leaders.</u>	Incorporate reference to AP in this paragraph of Integrated Planning and Execution Process.	

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Operation Planning:

(23) The CJTF should consider requesting additional capability or assets beyond what is assigned to the JTF, to include the joint enabling capabilities (JECs) available from [the United States Transportation Command \(USTRANSCOM\)](#) [Global Standing Joint Force Headquarters \(GSJFHQ\)](#), ~~USJFCOM Joint Enabling Capabilities Command (JECC)~~, ~~United States Joint Forces Command (USJFCOM)~~ USTRANSCOM may provide JECs to CJTFs with immediate access to essential joint force HQ capabilities. These capabilities include: joint deployable teams with capabilities in four critical areas (i.e., operations, plans, information ~~superiority management~~ and knowledge ~~sharing management (IS/KM)~~; and logistics; ~~the~~ Joint Communications Support Element (JCSE) which provides communications support; ~~and the~~ Joint Public Affairs Support Element (JPASE) with joint media and communications capable teams for enhanced, ready public affairs capability; ~~and intelligence - quick reaction team (I-QRT) with collection and targeting capability~~. The ~~JECC~~ [GSJFHQ](#) will identify new requirements and develop new capabilities for use by CJTFs worldwide.

43. Staff Directorates

a. **Manpower and Personnel of a Joint Staff (J-1)**. The planning for JTF manpower and personnel support requirements must begin early in the planning process and continue through the execution of operations and redeployment. To ensure optimal JTF personnel support, the JTF ~~manpower and personnel directorate (J-1)~~ will be required to synchronize and coordinate personnel support efforts with Service components and functional components and to establish and publish policies, procedures, and standards to accomplish personnel visibility in the JOA.

*For background information and guidance on JTF personnel and administration matters, refer to Chapter V, "Joint Task Force Manpower and Personnel," and JP 1-0, Personnel Support to Joint Operations.<sup>2</sup>*

General Comment Selection Comment Assigner: Mr J7 AO

Matrix View Sync Draft to Comment ON

1 of 69 Comment #0 | Pages: 011 | Lines: 18(011) - 18(011)

Track Changes ON Undo Bold Italic Rationale:

~~Global Standing Joint Force Headquarters (GSJFHQ) - Joint Enabling Capabilities Command (JECC)~~ GSJFHQ describes the mission rather than the organization, JECC, which provides it.

Source: JECC Paragraph: Enter Optional Paragraph... Type: Substantive Attachments: 0 Attachment(s)

Attachment 3 Joint Doctrine Development Tool V. 2.0