



CHAIRMAN OF THE JOINT CHIEFS OF STAFF INSTRUCTION

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

CJCSI 3150.25C
11 April 2007

JOINT LESSONS LEARNED PROGRAM

References: See Enclosure C

1. Purpose. This instruction establishes policy, guidance, and responsibilities for the CJCS Joint Lessons Learned Program (JLLP).
2. Cancellation. CJCSI 3150.25B, "Joint Lessons Learned Program," dated 15 February 2005, is canceled.
3. Applicability. This instruction applies to the Joint Staff, combatant commands, Services, combat support agencies (CSAs), Defense agencies, and other activities participating in the JLLP. It is provided as information to OSD.
4. Overview
 - a. The JLLP is a knowledge management process established to enhance joint capabilities through discovery, knowledge development, implementation, and sharing of lessons from joint operations, training events, exercises, and other activities. It contributes to joint capabilities integration and development, other DOD issue resolution, and transformation processes.
 - b. The JLLP applies to the full range of joint military operations including training, exercises, experiments, and other activities involving DOD assets of the Armed Forces of the United States.
 - c. The JLLP will enhance the joint warfighter's ability to learn from the conduct of operations across the levels of warfare, training activities, exercise events, and other activities employing DOD assets. This focus supports the JLLP's goals of enhancing joint capabilities and joint force transformation.

(1) Support to joint operations entails continuously improving and adapting materiel and non-materiel solutions across doctrine, organizations, training, materiel, leadership and education, personnel and facilities (DOTMLPF) and policy approaches.

(2) Support to joint force transformation includes contributing to joint concept development, joint experimentation and assessment, and change implementation.

d. The JLLP supports a range of stakeholders. The lesson observations and findings should directly contribute to improving operations conducted by the combatant commands and organizations in support of the combatant commands. The JLLP should influence joint training and education by providing an experiential library of joint activities. Lesson observations and findings should also influence the Joint Capabilities Integration and Development System (JCIDS) and DOD transformation by identifying capability gaps and shortfalls. The JLLP objectives include:

(1) Discovering and deriving data from joint operations, joint training events, exercises, experiments, and other activities involving DOD assets.

(2) Developing, producing, and sharing validated observations from collected data.

(3) Delivering relevant, timely, and validated findings to inform the joint warfighter.

(4) Analyzing, formulating, submitting, and coordinating corrective action recommendations linked to findings.

(5) Tracking action recommendations through the appropriate issue resolution processes toward full implementation.

(6) Observing implemented recommendations in joint operations, training events, exercises, experiments, or other activities involving DOD assets to verify a lesson learned.

5. Definitions. See the Glossary.

6. Responsibilities. See Enclosure B.

7. Summary of Changes. This instruction establishes a distributed JLLP comprised of elements at the Joint Staff, combatant commands, Services, and CSAs. This change clarifies the responsibilities of various active collection teams as they pertain to the JLLP and provides an example terms of reference (TOR).

11 April 2007

8. Releasability. This instruction is approved for public release; distribution is unlimited. DOD components (to include the combatant commands), other Federal agencies, and the public may obtain copies of this instruction/manual/notice through the Internet from the CJCS Directives Home Page--http://www.dtic.mil/cjcs_directives.

9. Effective Date. This instruction is effective upon receipt.

For the Chairman of the Joint Chiefs of Staff:



E. P. GIAMBASTIANI
Admiral, U.S. Navy
Vice Chairman
of the Joint Chiefs of Staff

Enclosures:

- A - Policy and Guidance
- B - Responsibilities
- C - Example Terms of Reference for Contingency Operations Joint Lessons Learned Collection Team
- D - References
- GL - Glossary

(INTENTIONALLY BLANK)

DISTRIBUTION

Distribution A, B, C, and J plus the following:

| | <u>Copies</u> |
|---|---------------|
| Secretary of State..... | 2 |
| Secretary of Defense..... | 2 |
| Secretary of Homeland Security | 2 |
| Director of Central Intelligence | 2 |
| President, National Defense University | 2 |
| Commandant, National War College | 2 |
| Commander, Air University | 2 |
| Commandant, Industrial College of the Armed Forces | 2 |
| Commandant, Army War College..... | 2 |
| President, Naval War College..... | 2 |
| Commandant, Air War College | 2 |
| President, Marine Corps University | 2 |
| Commandant, Joint Forces Staff College | 2 |
| Commandant, Army Command and General Staff College | 2 |
| Director, Federal Emergency Management Agency (FEMA)..... | 2 |
| Director, National Geospatial-Intelligence Agency (NGA) | 2 |
| Commandant, US Coast Guard | 2 |
| Chief, National Guard Bureau | 2 |
| President, Naval Postgraduate School..... | 2 |

(INTENTIONALLY BLANK)

LIST OF EFFECTIVE PAGES

The following is a list of effective pages for. Use this list to verify the currency and completeness of the document. An "O" indicates a page in the original document.

| PAGE | CHANGE | PAGE | CHANGE |
|----------------|--------|------|--------|
| 1 thru 4 | O | | |
| i thru viii | O | | |
| A-1 thru A-10 | O | | |
| B-1 thru B-8 | O | | |
| C-1 thru C-2 | O | | |
| D-1 thru D-4 | O | | |
| GL-1 thru GL-4 | O | | |

(INTENTIONALLY BLANK)

(INTENTIONALLY BLANK)

TABLE OF CONTENTS

| ENCLOSURE | Page |
|--|------|
| A -- Policy and Guidance | A-1 |
| B -- Responsibilities | B-1 |
| C -- Example Terms of Reference (TOR) for Contingency Operation Joint Lessons Learned Collection Team | C-1 |
| D -- References | D-1 |
| GL -- Glossary..... | GL-1 |

(INTENTIONALLY BLANK)

ENCLOSURE A

POLICY AND GUIDANCE

1. Policy. This enclosure establishes policies for the Chairman’s JLLP.

a. Program Description

(1) JLLP participants support the priorities and equities of their host organization and, when appropriate, will contribute information, data, and lessons germane to improving joint capabilities.

(2) The JLLP is comprised of distributed elements at the Joint Staff, combatant command, Service, and CSA level (Figure A-1). While these elements have primary areas of focus, they are not constrained from investigating other areas of focus when necessary nor are they rigidly separated by process or activity. Effective relationships between the Joint Staff, USJFCOM, combatant command, Service, and CSA lessons learned organizations promote complementary discovery, knowledge development, and implementation of lessons throughout the joint force. All organizations participating within the JLLP are to coordinate activities and collaboratively exchange lesson observations, findings, and recommendations to the maximum extent possible.

| Focus | Organization | Activities | Products | Core Customers |
|---|---|---|---|---|
| Strategic-Level Joint Lessons Learned | Joint Staff J-7 | JLLP Policy and Guidance Small Scale Active Collection GOSC | JLLP CJCSI/Doctrine/TTP Strategic LL Reports Joint Staff LL Action Plan DCR Inputs | SecDef / OSD CJCS / Joint Staff Combatant Commands Services Combat Support Agencies |
| Operational-Level Joint Lessons Learned | USJFCOM | Integrated Analysis Large Scale Active Collection | Integrated Operational LL Observations, Findings, Recommendations and Reports | SecDef / CJCS Joint Staff and Combatant Commands |
| Operational-Level Joint / Command Lessons Learned | Combatant Commands Services Combat Support Agencies | Analysis Small Scale Active / Large Scale Passive Collection Command LL Database Service LL Database | Operational LL Reports LL Database Inputs DCR Inputs Command and Service- Level Internal Issue Resolution Inputs | SecDef / CJCS and Combatant Commands Services Combat Support Agencies |
| Tactical-Level Lessons Learned | Combatant Commands Services Combat Support Agencies | Analysis Small Scale Active / Large Scale Passive Collection Command LL Database Service LL Database | Tactical LL Reports LL Database Inputs DCR Inputs Command and Service- Level Internal Issue Resolution Inputs | Combatant Commands Services Combat Support Agencies |

Figure A-1. Summary of JLLP Focus, Organizations, Activities, and Products

(3) The preferred method for maintaining effective relationships across the lessons learned community of practice is through JLLP knowledge management. JLLP knowledge management includes hardware, software, and process support to obtain and share data and information that is timely and relevant. To this end, the community of practice should strive to create a trusting environment where JLLP participants freely share observations, findings, recommendations, reports, and lessons learned without undo restrictions. Organizations are encouraged to relinquish proprietary data systems to an open system over time. Search capabilities should be enhanced to provide speedy, ubiquitous results from dissimilar data sets as the community of practice infuses the process with technology innovations. The community of practice should meet on a regular basis to discuss and explore methods and processes for improving JLLP knowledge management and information sharing.

(4) To facilitate the integration of the lessons learned program across these distributed elements, USJFCOM is tasked to gather, aggregate, and disseminate in a timely manner key joint operational and interoperability lesson observations, findings, and recommendations reported by the combatant commands, Services, and CSAs, and initiate an integrated analysis. USJFCOM will develop and publish guidelines on evidence and documentation to ensure that all elements reported to USJFCOM conform to a uniform standard.

b. Program Phases

(1) Overview. The JLLP's distributed elements at the Joint Staff, combatant command, Service, and CSA level each possess lesson discovery, knowledge development, and implementation capabilities. The extent of these capabilities varies with organization commander or director guidance. The basic schema for JLLP execution will be consistent with the process chart depicted in Figure A-2. The discovery, knowledge development and implementation phases are shown as part of a sequential process culminating in lessons learned information that may be used in a variety of ways by the joint force and DOD leadership.

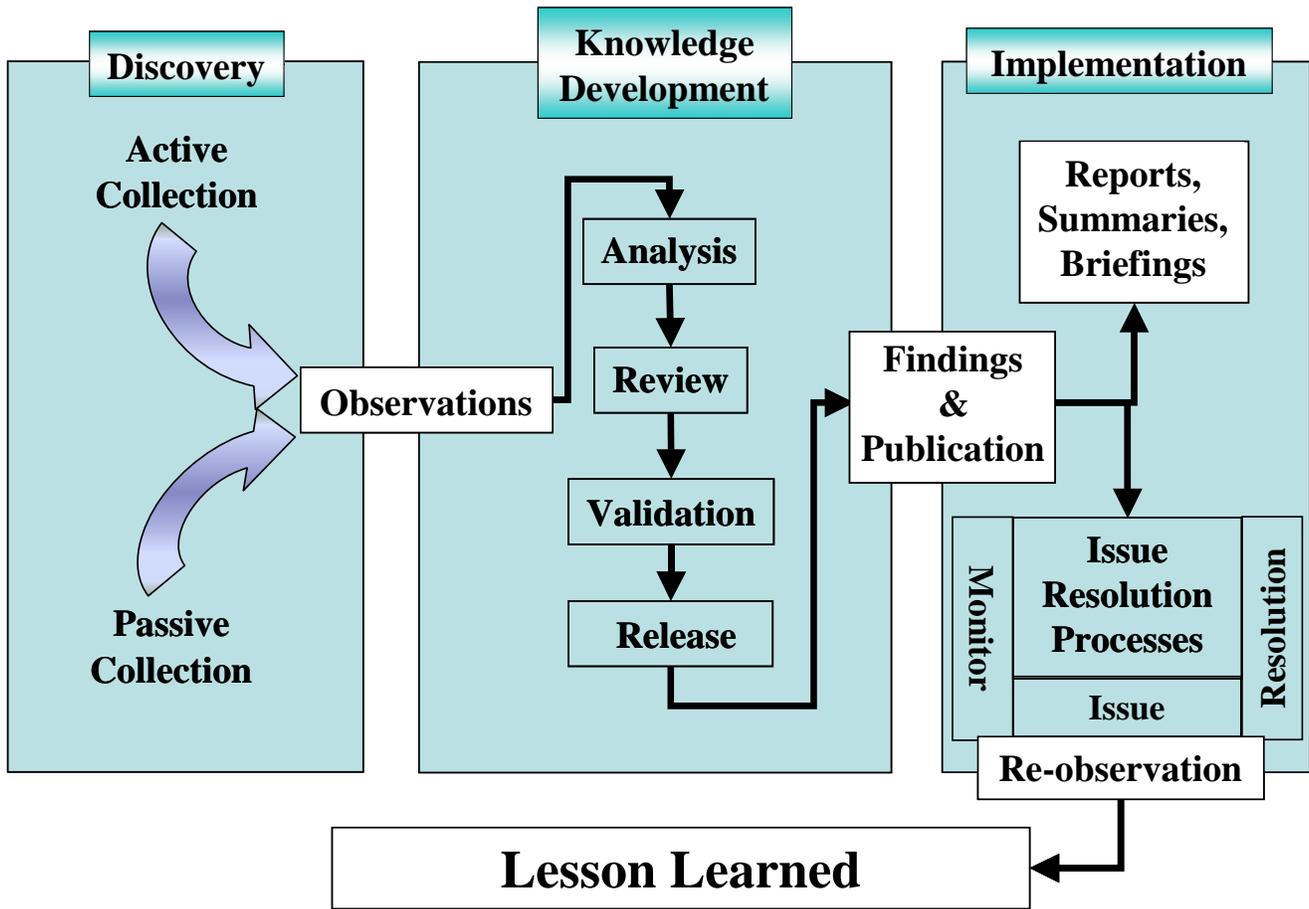


Figure A-2. JLLP Process Overview

(2) Discovery Phase. Discovery activities include initial information gathering regardless of source or approach. Such information exists in initial summaries, reports, and observations. At this point, discovered information is characterized as a lesson observation. An observation is unrefined and not validated but is under consideration for additional review and analysis. The outputs from the discovery phase are observations and supporting contextual documentation. These activities occur via two collection approaches: active and passive. While each approach possesses distinct characteristics, both contribute to a more comprehensive JLLP discovery process.

11 April 2007

(a) Active Collection. Active collection consists of activities specifically generated to collect information on specific operations, training events, or other activities and is conducted on-scene to include:

1. Direct observations
2. Interviews
3. Surveys
4. Collection of information focused on the event vice general collection of all information
5. The capability to perform an initial analysis of collected data
6. Providing direct and immediate feedback to the commander

a. Active collection lessons learned teams may be established at any level (strategic, operational, or tactical) from any organization (Joint Staff, combatant command, Service or CSA) to cover operations, training events, exercises, or other activities. Services and CSAs may embed collection teams in USJFCOM, combatant command and other joint or multinational organizations conducting active collection activities.

b. A lessons learned activity will coordinate with the supported command or Service component command when deploying an active collection team.

c. Active collection lessons learned activities within a combatant commander's area of responsibility (AOR) will be coordinated with and approved by the supported combatant command before deployment and throughout collection activities to minimize disruption and support requirements imposed on the supported command. Requests shall contain point of contact, DSN, and commercial phone numbers; e-mail address; proposed collection timing dates; proposed collection management plan; location; and collection team support requirements. As part of this request, the active collection team and its higher headquarters will acknowledge the combatant commands have authority to direct and control movement of all lessons learned teams operating within their AORs.

(b) Active Collection Team Authorization and Requests for External Support. Except for active collection lessons learned efforts

11 April 2007

established by the Secretary of Defense or the Chairman of the Joint Chiefs of Staff, combatant commands have authority to approve or disapprove all lessons learned teams operating within their AORs. Combatant commands also have authority to direct and control movement of all lessons learned teams operating within their AORs.

(c) Establishing Activities. There are three different circumstances that would prompt establishing externally generated active collection lessons learned activities within a combatant command.

1. The Secretary of Defense or Chairman of the Joint Chiefs of Staff may direct establishment of an active collection lessons learned effort to focus on a specific real-world operation, training event, exercise, or experiment.

2. A combatant command may request active collection lessons learned support, either in the form of augmentation support for internal command active collection activities, or as a full package, externally generated, active collection lessons learned activity.

3. A lessons learned organization will coordinate with the supported command or respective Service component command when deploying an active collection lessons learned effort.

(d) Passive Collection

1. Passive collection consists of reviewing information from outside sources generally focused in three information classes:

a. After-action reports

b. Information collected via all-source collection tools

c. Information collected via individual inputs from participants and trainers

2. Passive collection is intended to serve as a mechanism for JLLP inputs, focused on any joint issue, from any source, at any time, and from any location. Passive collective activities provide the JLLP a flexible, adaptive, responsive, and pervasive source of general lesson inputs.

(3) Knowledge Development Phase. Knowledge development consists of analytic and review activities necessary to convert observations into validated findings. Reviews by analysts to ensure observation completeness, by subject matter experts to ensure functional

relevance and by organization representatives to provide validation may occur during this phase. Outputs from the knowledge development phase are validated findings.

(a) While knowledge development activities may be conducted using different approaches, the basic process steps of analysis, review, validation, and release must take place for each finding before submittal to issue resolution processes, release to JLLP databases, or inclusion in publications, reports, summaries, briefings, and analyses. Urgent lesson observations identifying immediate warfighter needs (IWN) still follow these basic process steps but in a shortened timeframe.

(b) Observation analysis begins when observations are passed from the discovery phase. This transfer of observations activity is significant as it acknowledges that raw observations may change in context, content, conclusion, and applicability during knowledge development. The transfer of observations to another organization's knowledge development activities qualifies as release of sole ownership. Releasing authorities may stipulate that observations not be fully shared with the joint force but used only for analytical purposes. Every effort must be made to ensure that observations, findings, and recommendations are shared as widely as possible even if selected elements are deleted or withheld.

(c) Validation qualifies observations as being suitable for use by the joint force as findings. As such, the findings are acknowledged as having undergone a formal review process intended to establish the relevance and suitability to potentially influence planning, operations, joint education, and training. JLLP validation occurs via formal review by a designated validation authority empowered to represent the organization. The validation process can include an After Action Review (AAR) with all major participants facilitated by the lead organization as soon as possible, following completion of an operation, exercise, or experiment. The use of the interim AARs are highly encouraged.

(d) JLLP knowledge development culminates with the release of findings. All validated observations and findings should be shared and published.

(4) Implementation Phase. Implementation consists of publishing validated and released findings designed to modify behavior, support issue resolution processes, provide contextual information for education, training, exercise, and operations planning, and serve as material for additional research and analysis.

11 April 2007

(a) JLLP implementation consists of activities that present findings to the joint force and DOD leadership. Extrapolations derived from analysis of published findings (when conducted by other than the originating organization(s)) will be annotated as such within subject reports, publications, briefings, and summaries. This annotation will include specific reference to the organization that conducted the follow-on analysis and a statement noting that the assessment, comments, or conclusions may or may not reflect those of the originating organization. Published information should be purged of references that could identify specific units or personnel. Identification of units and personnel by “type” or “function” is preferred. Exceptions to this policy are only permissible when specifically approved by the supported command and when necessary to provide full context to the published finding.

(b) All findings with joint implications will be submitted to USJFCOM for additional analysis and possible integration with other findings.

(c) Forward JLLP published findings, characterized as issues or deficiencies, to one or more of these joint issue resolution venues:

1. Local issue resolution programs per local procedures
2. Direct submission to the Joint Rapid Acquisition Cell (JRAC) as an IWN per reference a
3. Direct submission of findings with joint implications to the Joint Staff for issues with unspecified or multiple solutions per reference b
4. Direct submission to external issue resolution processes in accordance with applicable directives for issues with discrete solutions. For example, the following processes are available:
 - a. Doctrine issues may be submitted per reference c
 - b. Training issues per references d and e
 - c. Materiel issues per references f, g, and h
 - d. Education issues per reference i

2. Guidance

a. Guidance includes an articulation of the characteristics desired within the JLLP. Guidance serves to both establish program objectives and identify desired capabilities within the program.

b. As a general program objective, combatant commands, Services, and others should be able to identify, analyze, and take appropriate dissemination and resolution actions on findings at the strategic, operational, and tactical levels of war. Lessons learned collection and analysis should support timely feedback to decision makers to enable them to modify current planning and operations as necessary.

c. Program objectives include:

(1) The proactive dissemination of observations, findings, and recommendations to the communities of practice. Published findings are to be selectively distributed to communities of practice during contingency planning and execution of real-world operations and in anticipation of key joint training events, exercises, experiments, and other activities involving DOD assets.

(2) Maximizing the amount of information that can be shared across the joint force. Participants should look for creative ways to share information while staying within the intent and guidance of their local commands.

(3) Small-scale active collection capabilities in program participants. This guidance acknowledges that the participants in these collection efforts have other duties and responsibilities. Therefore, characteristics found in small-scale collection efforts may include:

(a) A relatively short duration requirement

(b) A relatively small collection contingent

(c) Noncontinuous collection efforts

d. Desired capabilities include:

(1) The ability of participating organizations to capture, analyze, and learn from their passive collection efforts.

(2) The ability of organizations to gain situational awareness on issue resolution processes in their area of operations and/or interests, enhancing their ability to advise their commands in a timely manner.

e. Desired minimum capabilities for lessons learned knowledge management and information technologies include:

(1) Attain and maintain consistency with the directives governing interoperability and supportability of information technology and national security systems (references j, k, and l).

(2) A Web-based, intuitive interface with extensive online help for novice users.

(3) The ability to have classification markings at every level of detail. Web pages should display the highest classification of presented information.

(4) A Web-based, classified submission capability with a review function to provide an initial lessons learned analyst review capability to ensure input completeness.

(5) Search capability based on key words, specialized tags, and Boolean expressions against fully indexed data systems. Employ the Universal Joint Task List hierarchy to include joint mission-essential task list designations to facilitate searches (reference m). Data searches should be ubiquitous across the archives in the lessons learned community of practice.

(INTENTIONALLY BLANK)

ENCLOSURE B

RESPONSIBILITIES

1. The Chairman of the Joint Chiefs of Staff. The Chairman provides policy, direction, and guidance to the JLLP. The Chairman is also responsible for validating combatant command joint urgent operational need statements and recommending them to the Joint Rapid Acquisition Cell (JRAC) as IWNs (reference a). The purpose of the JRAC is to assist in resolving issues impeding the urgent materiel and logistics requirements the combatant commanders certify as operationally critical. The JRAC provides regular reports to the Secretary of Defense and Deputy Secretary of Defense on how well the DOD components are meeting IWNs where issues have arisen. JRAC tracking and reporting provides critical visibility to senior leadership to garner appropriate direction.

2. The Director for Joint Operations, Joint Staff (DJ-3). The DJ-3 is responsible for notifying the Director for Operational Plans and Joint Force Development, Joint Staff (DJ-7), and the USJFCOM Director, Joint Center for Operational Analysis (JCOA), when activation of joint lessons learned active collection activities may be required. Notification should permit placement of JCOA active collection teams during real-world contingency or adaptive planning activities.

3. The Director for Operational Plans and Joint Force Development, Joint Staff (DJ-7). The DJ-7 serves as the office of primary responsibility for the Joint Lessons Learned Program and:

a. Ensures overall JLLP integration.

b. Has responsibility for developing JLLP policy and guidance documents to include periodically reviewing and updating joint lessons learned documents and providing recommendations to other joint policy and guidance documents related to the JLLP.

c. Provides joint strategic lessons discovery, knowledge development, and implementation to include:

(1) Conducting interviews with select senior military and civilian DOD officials.

(2) Conducting other collection activities in support of strategic lessons discovery.

(3) Coordinating with other strategic lessons learned organizations within the National Capital Region. (This does not infringe on combatant command responsibilities; e.g., USNORTHCOM, to collect and report on strategic-theater lessons.)

(4) Conducting JLLP knowledge development and implementation activities related to strategic lessons. Leading the Joint Staff internal Lessons Learned Action Plan and quarterly General Officer Steering Committee (GOSC) meetings.

d. Hosts an annual Worldwide Joint Lessons Learned Conference comprised of representatives from the Joint Staff, the combatant command, Service, and CSA lessons learned organizations.

e. Manages the Joint Lessons Learned Program Specialist (JLLPS) Program. Joint Staff/J-7 provides these specialists in direct support to combatant commands and Services. These specialists serve in general support to the JLLP as a whole.

f. When requested, supports JLLP participants' interaction with the JCIDS and Joint Chiefs of Staff TANK processes. Specifically, Joint Staff/J-7 supports:

(1) Doctrine change processes through the joint doctrine development system in accordance with CJCSI 5120.02 series.

(2) Education change processes through the Military Education Coordinating Committee in accordance with CJCSI 1800.01 series.

g. Develops JLLP-sourced submissions for the Chairman's annual training guidance and other joint training system processes.

4. The Director for Force Structure, Resources and Assessment, Joint Staff (DJ-8). The DJ-8 is the appointed Joint Requirements Oversight Council secretary whose specific responsibilities are outlined in reference 1. The Vice Director, J-8 (VDJ-8), serves as the Gatekeeper of the JCIDS process per references f and g. As Gatekeeper, VDJ-8 assigns joint findings and DCRs to the appropriate Functional Capability Board for processing. Implementation of DCR actions is the responsibility of assigned OPRs in the Joint Requirements Oversight Council Memorandum (JROCM).

5. USJFCOM. USJFCOM provides and maintains JLLP support for joint operations, Joint National Training Capability (JNTC) activities, and joint

training, exercises, experiments, and other activities involving DOD assets in support of the combatant commands.

a. Conducts JLLP active collection, knowledge development, and implementation activities at the joint operational and tactical level for selected SecDef- or CJCS-designated operations, exercises, experiments, and other activities involving DOD assets.

(1) Develops and implements the capability to collect and analyze observations from current operations.

(2) Deploys subject matter experts and analysts with an initial collection plan to collect information on joint operations when authorized per Enclosure A. USJFCOM and a combatant command should sign a TOR that describes USJFCOM's and the combatant command's responsibilities to support active joint lessons learned collection and analysis focused at primarily the operational level of war for ongoing contingencies in the combatant command's AOR. An example is provided at Enclosure C.

(3) In coordination with supported/supporting combatant commands, Services, and CSAs, analyzes the data collected to identify key findings and provide recommendations for:

(a) Immediate action and feedback to improve ongoing joint operations.

(b) Longer term actions for the transformation of US forces.

(4) Ensures key findings are appropriately disseminated to turn observations into actions, improve joint capabilities, and accelerate DOD transformation.

b. When deployed, USJFCOM active collection teams operate under the supported command's authority to direct and control movement of all lessons learned teams upon entry to the AOR.

(1) Active collection teams will keep the supported command, and USSOCOM when special operations forces are involved, apprised of data collection efforts, observations, analysis, and iterative production efforts of joint operational lessons learned products throughout their tenure in the AOR.

(2) All data (with the exception of interviews) collected by USJFCOM active collection teams will be made available to the supported

11 April 2007

command to augment the supported command's lessons learned processes.

(3) In concert with the supported command, USJFCOM will develop written summaries, reports, briefings, and analyses derived from active and passive collection efforts.

(4) USJFCOM joint operational lessons learned products will be developed, shared, and vetted with the supported command. Once vetted with USJFCOM and the supported command, these products will be given the widest possible distribution to DOD, interagency, and multinational organizations consistent with security requirements.

c. Lessons derived from JNTC activities will be:

(1) Used during JNTC event requirements generation, planning, evaluation, and assessment.

(2) Reviewed for possible inclusion in USJFCOM's issue resolution processes and JCIDS.

d. Provides JLLP support for USJFCOM's internal concept development and experimentation, joint force training, and joint force provider activities provided to the combatant commands, Services, and CSAs. Lessons derived from these activities will be evaluated for possible publication and reviewed for inclusion in USJFCOM's issue resolution processes and JCIDS.

e. Develops mission rehearsal, training, and exercise summaries germane to specific combatant commander requirements. These summaries will be provided to the supported commander's staff to support rehearsal, training event, or exercise planning.

f. Serves as the integrating agent for the JLLP. As such, all USJFCOM JLLP activities require close and full coordination with the Services and combatant commands.

g. In coordination with Joint Staff/J-7, implements a collaborative, technology-based solution to facilitate the sharing and integration of joint lesson observations, findings, and, in the end, lessons learned across the joint force.

6. Combatant Commands and Combat Support Agencies. The combatant commands and CSAs provide and maintain JLLP support for theater- and functional-specific joint and interoperability lessons learned activities. These lessons are derived from the full range of joint activities

11 April 2007

and operations primarily at the strategic theater, operational and tactical levels. Combatant commands will establish local processes to resolve internal findings. The combatant commands are responsible for executing and supporting command-level joint lessons learned functions. As the JLLP is a distributed activity, commands will execute lesson discovery, knowledge development, and implementation activities scaled to support the command's requirements while contributing to the overall JLLP. Combatant command activities are particularly important during the discovery and implementation phases and should be weighted accordingly by command-level resourcing. Combatant command and CSA JLLP responsibilities include:

a. Executing small-scale active collection through direct observation of command and CSA-level events and activities. Generally, small-scale combatant command/CSA collection will be supported by a core cadre of lessons learned specialists, augmented as required. When command and CSA-level active collection requirements exceed command or agency capabilities, commands may request support from other commands, Services, agencies, or from the JCOA via the support request process.

b. Performing passive collection and data processing. The JLLP technology support tool will support passive collection and processing at the command level. Commands and CSAs will designate review, validation, and release authorities for internal JLLP activities.

c. Submission of findings. Candidate findings requiring external resolution may be submitted directly to the Joint Staff in accordance with Enclosure A and through USJFCOM for potential integration across the force.

d. Providing lesson summary inputs to support development of commander or director joint training plans.

e. Coordination with active collection activities.

(1) When deployed, active collection teams from across the Department of Defense operate under the direct control and movement authority of the supported command upon entry to the AOR.

(2) Deployed lessons learned collection teams will coordinate the release of data and information products with the supported command.

(3) Supported commands are expected to provide appropriate support for active collection efforts directed by the Secretary of Defense. These activities include but are not limited to: billeting, transportation and telecommunications support, and acceptance of authority to direct

and control movement of all lessons learned teams, active or passive, as they arrive and depart the AOR.

f. Combatant commands are provided a JLLP Specialist by the Joint Staff/J-7 to support internal JLLPS requirements and act as integrating agents for the JLLP. The JLLPS performs a specialized role focusing on direct lessons learned support to include command-level lesson discovery, knowledge development, and implementation. In addition, the JLLPS actively communicates with JLLP activities throughout the Department of Defense and provides an integration and standardization function for the JLLP.

7. Services. The Services provide and maintain JLLP support for Service-specific interoperability, tactical-, operational-, and strategic-level lessons through their internal discovery, knowledge development, and implementation programs. Services will establish local processes to resolve internal findings. The Services lessons learned program responsibilities include:

a. Executing small-scale active collection through direct observation of Service-level events and activities. When Service-level active collection requirements exceed the Service capabilities, they may request support from other commands, Services, or agencies or from JCOA via the support request process.

b. Providing passive collection and processing to include designation of review, validation, and release authorities for internal JLLP activities.

c. Submission of findings. Joint findings for external resolution may be submitted to the Joint Staff in accordance with Enclosure A and through USJFCOM for potential integration across the joint force.

d. Coordination of Service active collection activities within a combatant command's theater.

(1) With the exception of active collection teams in direct support of a Service-sponsored event, training exercise, experiment or systems engineering, testing, and analysis event; Service active collection efforts will follow the guidance for deploying active collection teams and notify and coordinate with combatant command or respective Service component before deployment.

(2) Guidance on authority to direct and control movement of these teams and supported command role in release of data and information products created from collected data apply to Service active collection teams.

11 April 2007

(3) Service active collection teams will outbrief the combatant commander's Service component upon completion of their mission.

e. Service lessons learned activities are supported by Joint Staff/J-7 JLLPS to provide JLLP integration between Service lessons learned organizations and joint lessons learned organizations.

8. Combatant Command, Service, and CSA Finding Resolution Programs. Local finding resolution programs should be executed in the combatant commands, Services, or CSAs. Lessons learned processes should consist of supporting processes designed to collect inputs, conduct processing and analysis, approve or disapprove candidate findings, forward for inclusion in JCIDS, monitor action progress, and report finding status.

(INTENTIONALLY BLANK)

ENCLOSURE C

EXAMPLE TERMS OF REFERENCE (TOR) FOR CONTINGENCY OPERATION
JOINT LESSONS LEARNED COLLECTION TEAM

Note: In this enclosure, (COCOM) represents the applicable combatant command.

1. Purpose. The Department of Defense must improve its ability to derive lessons from joint operations. Determined adversaries will certainly learn from, and adapt to, US operations. The Department of Defense must learn, adjust, and adapt faster. Recognizing USJFCOM's responsibility to transform the joint force, this TOR describes USJFCOM and (COCOM) responsibilities to support active joint lessons learned collection and analysis focused at primarily the operational level of war for ongoing contingencies in the (COCOM) AOR. An independent USJFCOM team will deploy to focus on joint warfighting processes enabled by training, technology, procedures, and organization.

2. Tasks. Commander, US Joint Forces Command (CDRUSJFCOM):

a. Develop and implement the capability to collect and analyze observations from current real world contingency operations within the (COCOM) AOR.

b. Deploy subject matter experts and analysts to actively collect information on ongoing contingency operations.

c. Analyze the data collected to identify key issues and provide recommendations for:

(1) Immediate action and feedback to improve ongoing operations.

(2) Longer term actions for the transformation of the U.S. Armed forces.

d. Ensure key joint lessons learned are appropriately disseminated to turn observations into actions, improve joint warfighting, and accelerate transformation.

3. Objectives: Specific objectives for the USJFCOM team are to:

a. Provide immediate feedback to improve joint warfighting operations, and

11 April 2007

provide information for transformation efforts of the U.S. Armed forces.

(1) Identify joint lessons learned that provide the opportunity for immediate impact on the ongoing War on Terrorism effort and feed them back into current operations.

(2) Recommend changes to military training, technology, procedures, and organization to take full advantage of the key operational/strategic issues to improve future performance, methods, concepts, and to accelerate the transformation process.

(3) Integrate information from other agencies (Service lessons learned, historical detachments, combat camera, etc.) inside and outside the AOR to gain synergy and eliminate redundant efforts.

b. Refine the process and methodology for joint lessons learned.

4. Release authority:

a. All information collected will be assigned a minimum classification of SECRET. Collected observations and joint lessons learned are proprietary property of CDRUSJFCOM and CDR(COCOM), and will only be released upon the approval of CDRUSJFCOM [and CDR(COCOM)]. Joint Lessons Learned Collection Teams will not be used to evaluate or critique the ongoing operations or to serve interest group analysis of fielded technologies or concepts.

b. Release of vetted “quick win” joint lessons learned and remedies that can improve ongoing operations will be communicated upon approval of CDRUSJFCOM.

5. Responsibilities and relationships:

a. Forward deployed elements from USJFCOM will have a collection plan based on focused areas of interest. CDRUSJFCOM will solicit focused areas of interest from CDR(COCOM) and other appropriate agencies.

b. CDRUSJFCOM:

(1) Pass TACON to CDR(COCOM) for all team personnel upon arrival into the (COCOM) AOR.

(2) USJFCOM teams will initially work in-theater at the (COCOM) forward headquarters to collect data and identify joint lessons learned from the current contingency and to recommend timely actions. Additional USJFCOM teams will deploy to component headquarters and other headquarters within

11 April 2007

the (COCOM) AOR at a later date to be determined mutually between USJFCOM and (COCOM).

(3) Provide administrative and logistic support for the collection/analysis and storage of all data. Local transportation in and around the forward deployed duty locations will be at USJFCOM expense.

(4) Ensure all team members sign a statement of nondisclosure.

(5) Provide personnel to support collection efforts.

(6) The collection team will identify a team leader/single point of contact for CDR(COCOM).

(7) All team members must possess a valid and current TS clearance with SBI to afford access to required areas and SCI programs as deemed necessary by CDR(COCOM).

(8) All team members will adhere to all force protection measures and requirements as defined by applicable (COCOM) regulations and policies.

c. CDR(COCOM):

(1) Receive TACON of all team members from CDRUSJFCOM upon their arrival into the (COCOM) AOR.

(2) Coordinate a mutually agreed upon timeline for dispatch of additional USJFCOM teams to component and other headquarters locations within the (COCOM) AOR once the initial USJFCOM team is established at the (COCOM) forward headquarters.

(3) Indoctrinate all necessary collection personnel into selected SCI programs as deemed necessary by applicable approving authorities.

(4) Provide workspace facilities in-theater for collection team personnel and processes.

(5) Assist collection team with establishing required communications connectivity and access to existing in-theater databases relevant to collection efforts.

(6) Provide billeting for Joint Lessons Learned Collection Team members.

11 April 2007

(7) Provide in-theater transportation to support the mission, as required, on a space "A" basis and subject to approval by applicable command authority. Travel of teams will be minimal once they are in place.

(8) Provide a single point of contact for team liaison and support.

6. Effective. These TOR are effective upon signature by CDR(COCOM) and CDRUSJFCOM and will be reviewed for revision on a semiannual basis. Only CDR(COCOM) and CDRUSJFCOM, or their designated representatives, will approve and coordinate modifications or amendments to this document.

Commander
Commander, US(COCOM)
Date:

Commander
Commander, US Joint Forces Command
Date:

ENCLOSURE D

REFERENCES

- a. CJCSI 3470.01 Series, "Rapid Validation and Resourcing of Joint Urgent Operational Needs (JUONS) in the Year of Execution"
- b. JROCM 157-06, 1 August 2006, "Incorporating Joint Lessons Learned Findings into the Semi-annual Capability Gap Assessment Process"
- c. CJCSI 5120.02 Series, "Joint Doctrine Development System"
- d. CJCSI 3500.01 Series, "Joint Training Policy for the Armed Forces of the United States"
- e. CJCSM 3500.03 Series, "Joint Training Manual for the Armed Forces of the United States"
- f. CJCSI 3170.01 Series, "Joint Capabilities Integration and Development System"
- g. CJCSM 3170.01 Series, "Operation of the Joint Capabilities Integration and Development System"
- h. CJCSI 5123.01 Series, "Charter of the Joint Requirements Oversight Council"
- i. CJCSI 1800.01 Series, "Officer Professional Military Education Policy"
- j. DODD 4630.5, "Interoperability and Supportability of Information Technology (IT) and National Security Systems (NSS)"
- k. DODI 4630.8, "Procedures for Interoperability and Supportability of Information Technology (IT) and National Security Systems (NSS)"
- l. CJCSI 6212.01 Series, "Interoperability and Supportability of Information Technology and National Security Systems"
- m. CJCSM 3500.04 Series, "Universal Joint Task List (UJTL)"

(INTENTIONALLY BLANK)

GLOSSARY

PART I -- ABBREVIATIONS AND ACRONYMS

| | |
|---------|---|
| AAR | After Action Review |
| AOR | area of responsibility |
| CJCS | Chairman of the Joint Chiefs of Staff |
| CJCSI | Chairman of the Joint Chiefs of Staff instruction |
| COCOM | combatant command |
| CSA | combat support agency |
| DCR | doctrine, organization, training, materiel, leadership and education, personnel, and facilities (DOTMLPF) change recommendation |
| DODD | Department of Defense directive |
| DODI | Department of Defense instruction |
| DOTMLPF | doctrine, organization, training, materiel, leadership and education, personnel, and facilities |
| DJ-3 | Director for Joint Operations, Joint Staff |
| DJ-7 | Director for Operational Plans and Joint Force Development, Joint Staff |
| DJ-8 | Director for Force Structure, Resources and Assessment, Joint Staff |
| GOSC | General Officer Steering Committee |
| IWN | immediate warfighter needs |
| JCIDS | Joint Capabilities Integration and Development System |
| JCOA | Joint Center for Operational Analysis |
| JLLP | Joint Lessons Learned Program |
| JLLPS | Joint Lessons Learned Program Specialist |
| JNTC | Joint National Training Capability |
| JRAC | Joint Rapid Acquisition Cell |
| JROCM | Joint Requirements Oversight Council Memorandum |
| OSD | Office of the Secretary of Defense |
| OPR | Office of Primary Responsibility |
| TOR | terms of reference |
| USJFCOM | United States Joint Forces Command |
| VDJ-8 | Vice Director for Force Structure, Resources and Assessment, Joint Staff |

PART II -- DEFINITIONS

active collection. Consists of activities specifically generated to collect information on specific operations, training events, or other activities and is conducted onscene through direct observation, interviews, surveys, and collection of focused information. The on-site active collectors also have the capability to perform an initial analysis of collected data and provide direct and immediate feedback to the commander on their initial observations.

after action review (AAR). A panel of representatives from major participating organizations in an operation, exercise, experiment, or event led by a facilitator to review observations recorded for validation.

communities of practice (COP). Within the Joint Lesson Learned Program, communities of practice are populations within the joint force demonstrating or employing the same core competencies.

direct support. A mission requiring a force to support another specific force and authorizing it to answer directly to the supported force's request for assistance.

doctrine, organization, training, materiel, leadership and education, personnel and facilities (DOTMLPF) change recommendation (DCR) process. The joint DCR process focuses primarily on joint transformation efforts and changes that are primarily non-materiel in nature, although there may be some associated materiel changes (commercial and nondevelopmental) required. Joint DCRs may be submitted to change, institutionalize, and introduce new DOTMLPF and policy resulting from an output of joint experimentation, lessons learned, or other assessments to meet operational needs.

finding. A concise statement that summarizes a capability to be sustained, improved, or developed or a deficiency requiring corrective action. A negative finding may be labeled an issue if the finding indicates substandard performance requiring resolution or focused problem solving.

general support. That support which is given to the supported force as a whole and not to any particular subdivision thereof.

issue. An observed, analyzed, interpreted, and evaluated shortcoming, deficiency, or problem that precludes performance to standard and requires resolution. Issues are also deficiencies or shortfalls identified during joint activity that precludes training or operating to joint mission-essential tasks standards and requires focused problem solving. (Upon approval of this publication, this term and its definition will be nominated for inclusion in Joint Publication 1-02.)

lesson learned. Results from an evaluation or observation of an implemented corrective action that contributed to improved performance or increased capability. A lesson learned also results from an evaluation or observation of a positive finding that did not necessarily require corrective action other than sustainment.

observation. The act of noting or recording comments on an event. An observation is the record of that event from the perspective of the person(s) that saw it. Observations contain information regarding specific events, activities, circumstances, or outcomes and include sufficient factual and contextual information to support validation and analysis of the observations.

passive collection. Such collection may be conducted via on-site observation, direct participation, or off-site information collection. Passive collective activities are not limited by time, location, personnel training, or event and provide the JLLP a flexible, adaptive, responsive, and pervasive source of lessons learned inputs. It consists of reviewing information from outside sources generally focused in three information classes: (1) reports; (2) information collected via all-source collection tools; and (3) information collected via individual inputs from observers, trainers, and operators.

published finding. A published finding has undergone Joint Lessons Learned Program validation and been released by a designated authority. Once published, a finding is considered appropriate for use by the joint force.

small-scale active collection. On-site collection conducted immediately before, during, or immediately after a joint operation, training event, or exercise. Such collection activities: (1) involve active collectors who directly observe performance, to include being on hand to review activities focusing on that performance and interview participants; (2) are relatively small in size; and (3) operate intermittently or for a short period of time.

validation. Within the Joint Lessons Learned Program (JLLP), validation consists of formal recognition of a JLLP input as a valid finding. Validation does not qualify the finding as “resolved, solved, or closed” but rather validates the observation for inclusion in JLLP products and databases.

(INTENTIONALLY BLANK)