STRATEGIC LEXICOGRAPHY
(OR THE FOG AND FRICTION OF JCS PUB-1)

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Strategic Lexicography
(or the Fog and Friction of JCS Pub-1)

by
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A RESEARCH REPORT SUBMITTED TO THE FACULTY
IN
FULFILLMENT OF THE RESEARCH
REQUIREMENT

RESEARCH ADVISOR: Lieutenant Colonel John G. Tockston

MAXWELL AIR FORCE BASE, ALABAMA
MARCH 1986
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AIR WAR COLLEGE RESEARCH REPORT ABSTRACT

TITLE: Strategic Lexicography (or the Fog and Friction of JCS Pub-1)

AUTHOR: Frank W. McDuffee, Lieutenant Colonel, USMC

This report discusses the evolution of standardized joint military terminology into our current Joint Chiefs of Staff Publication 1 ("JCS Pub-1"); DoD Dictionary of Military and Associated Terms. There is an overview of the JCS Pub-1 which explains the extent of its use, format, and organization. Results of a student survey conducted during 1986 at the Air War College highlighted the need for greater awareness and use of the JCS Pub-1. Discussion is presented to portray standard military terminology as an essential tool to be mastered and used by all military professionals.
BIOGRAPHICAL SKETCH

Lieutenant Colonel Frank W. McDuffee was commissioned in 1967 at Quantico, Virginia. In 1968, he received his Naval Flight Officer wings, and was assigned to F-4s, in which he now has over 2700 hours. In Vietnam, while with MAG-13 at Chu Lai, Lt. Colonel McDuffee flew 406 combat missions. Collateral assignments, with eight different Marine flying squadrons, include Aircraft Maintenance Officer, Operations Officer, and Executive Officer. He attended the Marine Corps Command and Staff College in 1979-80, with a subsequent assignment to Headquarters Marine Corps, Washington, D.C. His last three years were at the Marine Corps Doctrine Center in Quantico, Virginia, before reporting to the Air War College, class of 1986.
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CHAPTER I

INTRODUCTION

General.

Throughout history the value of a common language and readily understood words has been recognized. The biblical account of the Tower of Babel is of interest, "... behold the people are one, and they have all one language; and this they begin to do: and now nothing will be restrained from them, which they have imagined to do." (Genesis 12:6) Of course, the Tower of Babel was not to be, and it was brought to ruin when the language of the people was "confounded."

This chapter explains the critical need for standardized military terminology. Chapter II provides some highlights on the evolution of standard U.S. military terminology, while Chapter III describes our current JCS Pub-1. Chapter IV discusses the results of a recent student survey conducted at the Air War College to determine perceptions of JCS Pub-1 and its utility.

Tools of Our Trade.

Today, many armed forces critics and our own military leaders challenge us to forego some of the allure of careerism and bureaucratism, and reestablish a more warrior-like orientation. We are enjoined to become proficient in the core elements of the military profession (i.e., "know your stuff"). In addition to the "stuff" of tactics, armaments, history and leadership, effective
communications is included — and is what brings it all together. Standard military terminology is a part of the identity of our profession. Through mastery of terminology one achieves acceptance by the group, and the leader is able to be more assertive. Within any disciplined profession (e.g., medical, law, clergy, military), the true professional knows and uses the language. The words or terms that make up the language can be thought of as "tools". The effectiveness and efficiency of these "tools" are directly related to their degree of acceptance by the profession, however.

Words are tools, which only human beings can use intelligently. The advantages of being able to use such tools are obvious enough. The advantages of being able to use them with true understanding, however, is frequently not appreciated.

We use words with one general purpose in view: so that other people shall understand us. Words enable us to achieve this purpose for one all-important reason. They act as signs. A sign is something which conveys meaning and can be interpreted. But signs do not have meaning in themselves; only in relation to our agreement about their use. When we think about verbal signs or words, we can see that the ability to use a language depends on more than a simple agreement about what each individual sign is supposed to communicate. We also have to agree about how to use various signs in conjunction with each other. Without such agreement our communication does not get very far.(1)

**Standardization and Communication**

The concept of standardization is a keystone ingredient of military art and science. History has proven the indispensable nature of standardization, and forms the unquestionable basis for the uniformity of our weapons, support equipment and procedures, uniforms, facilities, training, and discipline.
Overarching all of the aforementioned uniformity is communication. Communication is the process through which command, control, direction and coordination is accomplished. Whether electronic (teletype, radio), visual (semaphores, flares), audible (bugles, voice, drums) or tactile (a boot applied to the posterior), some form of communication must occur as a precursor to achieving any military objective.

As the British statesman, Disraeli, put it, "Men govern with words." In the armed forces command is exercised through what is said that commands attention and understanding, and through what is written that directs, explains, interprets, or informs. Battles are won through the ability of men to express concrete ideas in clear and unmistakable language.

Succinctness.

One of the most valued characteristics of military communication is succinctness -- "marked by briefness and compactness of expression." This is accomplished through the use of a disciplined, standardized terminology.

Close-order drill, once a way of maneuvering men in combat, now is used ceremonially and as a means of administratively moving numbers of troops efficiently and orderly. Close-order drill requires standard succinct commands -- clearly understood by the leader and his men alike, if movements are to be made properly.
In an air-to-air engagement, the use of standard, disciplined communication is as essential to success as is knowledge of weapon’s envelopes or the enemy’s aircraft capabilities. For example, when a wingman transmits, "Tally, visual, your six is clear," the flight leader is confident that he may safely continue to maneuver for a "kill" on the enemy aircraft. If, however, the transmission was "Tally, no visual," the flight leader knows immediately he is vulnerable and would likely modify his tactics. In air combat clear, distinct terminology is a matter of life-and-death. There is no time for vague, non-essential verbiage.

"... Everything Else is Rubbish".

We are enhancing our existing weapons and support systems, and acquiring new ones at an accelerating rate. Not surprisingly, there is also a corresponding proliferation in tactics and strategies regarding the employment of such systems. The world-wide military commitment of the United States irrevocably continues to grow in breadth and intensity. This has fostered a fertile environment for aggressive and creative military minds. The evolving mix of equipping, manning and posturing has fomented new ideas. Frequently such ingenuity has flowed unfettered by the constraints of strongly enforced terminology. There are those who view standardized terminology as "constraining." We've all heard (said?) statements like these:
FLOT, FEBA, MLR -- call it whatever you want. All I need to know is, that's where the headknocking goes on.

Who cares whether it's CAS, AI or BAI? Just tell me what kind of bombs you want -- where and when!

Terminology is the playpen of small minds.

There are many reasons for such expressions. Often it is the frustration resulting from too many years of self-gratifying debates on semantics. Too frequently we've argued about "how many fighter pilots can tap-dance on the head of a pin" and allowed fleeting tactical opportunities to slip away.

Also, expressions like those above can be heady stuff, serving to excite us to get right at the heart of the issue. We may be inspired by such quotes from our leaders, and perceive them to be no - B.S., get-the-job-done types. But greater danger exists if such attitudes, as those expressed by the above sayings, are at the higher levels of command and control. The loss of lives, battles, wars, and nations have occurred for want of clear, universally understood language and terms.

The Armed Forces Officer, originally published in 1950, had this to say about such disregard for distinct communication and terminology:

How often these words are heard in the Armed Forces! And the pity of it is that they are usually uttered in a tone indicating that the speaker believes some special virtue attaches to this kind of ignorance.
There is the unmistakable innuendo that the man who pays serious attention to the fundamentals of the business of communication is somehow less professed of sturdy military character than himself. There could hardly be a more absurd or disadvantageous professional conceit than this. It is the mark only of an officer who has no ambition to qualify properly and is seeking to justify his own laziness. (2)

Come as You Are.

In the recent past, every case in which significant U.S. military force has been employed, there were three common characteristics. First, planning time has been minimal, second, two or more branches of service were involved, and lastly, in every case we were reacting — we had conceded the initiative. These operations have been described as "come-as-you-are" conflicts, and will continue to be the most likely manner of employing U.S. military force.

These characteristics, coupled with the American public's impatience and insistence for immediate results, further highlight the need for adherence to standard joint military terminology to improve responsiveness of planning, and swiftness of execution. Standardized terminology is of great benefit to the commander and his staff who must succinctly state the responsibilities, relationships, and tasking of the various elements of the military organization -- so all parties understand the mission at hand.
CHAPTER II
LINEAGE

Background

In May of 1946, a dictionary of military terms was published by the Army and Navy Staff College. It contained a passage in the foreword which has endured conceptually for forty years, to our present JCS Pub-1. It proclaimed that entries would be "limited to basic terms having peculiar military significance and substantial joint usage... An understanding of those terms... would promote mutual understanding and increase efficiency in joint operations." But even then Service parochialism must have been robust as was evidenced by this note of caution: "Certain terms which are regarded as conflicting or particularly controversial, as between Army and Navy usage, have been indicated by an asterisk."

The United States Air Force, newly formed and eager to be distinguished as a distinct and co-equal Service, in September of 1946, published its own dictionary at the Air Command and Staff School. The introduction conceded that, "This Dictionary of Military Terms - 1946 is based on a dictionary prepared by the Army and Navy Staff College... certain restatements and additions of definitions have been made by the Air Command and Staff School."
However the true progenitor of the JCS Pub-1 was published by the newly established OJCS in June 1948, entitled Dictionary of United States Military Terms for Joint Usage. It was 95 pages in length and classified RESTRICTED. Its publication resulted in much debate and the appearance of many articles in military periodicals and journals.

The foreword stated that the dictionary was "issued in advance of final review and approval..., not intended to be a complete dictionary of military terms, nor intended to be definitive... of the mission or functions of any of the military departments." This would seem to have posed little threat to parochial Service interests.

Even recalling the political climate and events associated with the National Security Act of 1947, one is confounded by the increased trepidation reflected in the 1950 revision. In addition to the previously mentioned caveats, it stated that it was "... to be used as a guide only, and in no event will it become a vehicle for establishing or interpreting policy or doctrine for joint action of the armed forces." Who says words can’t hurt you?

Getting in Step

This tone of caution continued through the succession of dictionaries until a different tack was heralded by the February 1962 edition. After more than ten years of trying to foster joint cooperation without ruffling the individual
Services' "terminology feathers," JCS Pub-1 forthrightly proclaimed that it would be used for "planning and operational usage.... The Secretary of Defense has directed its use throughout the Department of Defense... The use of the same term to consistently mean the same thing (and) the repeated association of a term with a standard definition, is most important to eliminating the major barrier to effective communications, particularly in the case of words having general joint Service interest." And to further show resolve, the next revision of JCS Pub-1 (February 1964) went so far as to publish a special list of terms which were no longer to be used, followed by the approved terms in each case.

Judging The Book By Its Cover

The first edition of the 1948 dictionary and the next eleven editions were entitled "Dictionary of United States Military Terms for Joint Usage." However, in 1972, the title deleted any reference to joint and was changed to "DoD Dictionary of Military and Associated Terms," apparently acknowledging belatedly the inclusion of non-joint (e.g., NATO) terms, which had been ongoing since 1959.

Also, starting in 1962, the Dictionary referred to itself through the short title "J.D. (Joint Dictionary)." But apparently the acronym "Jay Dee" never caught on. In 1972 it was dropped, in likely reconciliation with the more popular title, "Pub-1," which is still in use today.
Original Dictionaries (1948 to 1962 editions) were handbook size -- about 5" by 8." Starting with the 1
February 1964 edition, the 8 1/2" by 11" full-size format was adopted, probably with the intent of standardizing the size of all of the family of JCS Publications.

Institutionalization

The 1948 and 1950 dictionaries were codified merely as Joint Chiefs of Staff "documents." Subsequent dictionaries, for a time, were published as joint instructions, pamphlets or publications using number systems from each respective Service (see Appendix B). But by 1959, the JCS bureaucracy had matured to the point that a Joint Chiefs of Staff publications system had clearly emerged, and the dictionary became JCS Pub-1 -- thereby freeing the dictionary from the individual Services' publication systems.

Who's in Charge?

It appears that terminology issues may have been "hot potatoes" passed about with some frequency. Starting in 1948 at OJCS, the Joint Logistics Plans Agency/Committee had responsibility for JCS Pub-1. In 1959, the Director of Personnel (J-1) became responsible and has remained so until the present, except for the 1979 JCS Pub-1 (it reigned for five years) which tasked the Director for Plans and Policies (J-5).
Revisions and Changes

The first dictionary (June 1948) promised a planned first edition to "be released about 1 July 1949," but did not appear until June 1950. This revision boldly predicted issuance of the second revision "about 1 June 1951." When the long-awaited and hard-fought second revision appeared belatedly in April 1953, it (and subsequent dictionaries) judiciously demurred that approved changes would "be issued periodically," in likely recognition of the realities of joint staffing deadlines.

The dictionary has continually sought to be "user oriented," and each issue consistently requested changes and revisions from the users, "submitted through normal military channels." Interestingly, early issues of the dictionary also solicited "direct communication from joint schools." However, in 1962 the schools lost their favored status and henceforth had to submit through "normal military channels" or to "appropriate terminology points of contact" just like everybody else.

Mass - A Principle of War

Except for the time-frame 1962-66, the dictionary has continued to grow (See Figure 1). Those that believe "bigger is better" are undoubtedly pleased. And in this
case, there is some validity in that belief. The increasing standardization of joint terms and acceptance by the services is a by-product of increased joint efficiency and combat effectiveness.

Figure 1: Joint Dictionaries' Growth in Number of Pages

Commodores, Colonels, and Corporals

We are reassured to learn that the military's ability to function jointly has markedly improved. Consider that for the first ten years of the dictionary, the lexicographers thought it prudent to include a "Table of Comparative Grades" of all four Services and the Coast Guard. Actually, it was characteristic of most early
military dictionaries to include insignias of the various Services, so this probably seemed appropriate. In 1918 Edward Samuel Farrow, a military tactics instructor from United States Military Academy West Point, published a detailed military dictionary, which also contained a supplement of Distinguishing Marks of the Army and Navy -- reprinted by courtesy of the United Cigar Stores Company of America.
CHAPTER III

PRESENT-DAY JCS PUB-1

Cloudy or Clear?

There are those who would compare JCS Pub-1 to the weather. "Everybody talks about it, but no one does anything about it." Actually, it is easy (and our responsibility) to "do something" about JCS Pub-1. It is user-oriented and requires your input to remain viable and current. You may not agree that "War is too important to be left to the generals," but certainly terminology is too critical to be left to the academicians. Recommending changes to JCS Pub-1 is intentionally uncomplicated and straightforward. Proposed revisions are submitted to the individual Services' points of contact for terminology, for appropriate coordination with OJCS. Addresses and telephone numbers for the points of contact and a sample "fill in the blanks" format for changes are included in the JCS Pub-1 letter of promulgation.

Deficiencies of JCS Pub-1 may be attributed to our own misuse or non-use, rather than any fallacy in the concept of standardized terminology. Possibly, stewardship of JCS Pub-1 has not always been the best. Dr. Argus Tresidder, formerly of the USMC Command and Staff College, has published several humorous articles which poignantly point out shortcomings in JCS Pub-1, and military terminology in general:
One of the most fascinating of government publications is (JCS Pub-1)... It is the last word on military language. Many of the words listed in this book are solid military terms like firepower, minefield, gun carriage, and deployment, long familiar in accounts of battles. Electronics, nuclear power,... the fertile imagery of aviators, and the gobbledygook of bureaucracy, however, have built up a military vocabulary which requires codification. Those who try to understand the mysteries of military communication should have this book handy so they may look up baffling phrases. Since military words are sometimes technical, esoteric, or defiant of standard usage, they may still be baffled.(4)

Applicability

In the recent survey (discussed in Chapter IV) of student officers at the Air War College, nearly two-thirds regarded the usage of JCS Pub-1 definitions as "optional" or "did not know" (See Appendix A). The synergistic potential of well-coordinated joint and combined forces is not being furthered by our "independent" attitude toward standardized terminology.

It is important that the extent of the application of JCS Pub-1 be more clearly understood by all. As previously discussed, JCS Pub-1 has continued to be increasingly directive in nature since the early editions which were "to be used as a guide only." Some current pertinent directives are highlighted in the following.

DoD Instruction 5000.9, 23 March 1981, Standardization of Military Terminology, "prescribes the use of standard military terminology throughout the Department of Defense," and authorizes the publication of JCS Pub-1. This instruction further states that "any military or associated
term or definition that involves joint DoD interest and use across functional boundaries shall be included" in JCS-Pub-1.

The JCS Pub-1 letter of promulgation establishes "mandatory use by the Office of the Secretary of Defense, the Military Departments, the Organization of the Joint Chiefs of Staff, the Unified and Specified Commands and... DoD components." It further states that "DoD components will use the terms and definitions so designated without alteration unless a distinctly different context or application is intended." Additionally, we are cautioned that any other joint or multi-service dictionaries will be issued "ONLY AFTER being approved" by OJCS (J-1).

Criteria for Terms

For a term or definition to qualify for inclusion in JCS Pub-1 it must generally be:

- not adequately covered in a standard dictionary;
- of general military or associated significance;
- (if a weapons term) limited to important modern weapons;
- not composed of abbreviations or acronyms;
- UNCLASSIFIED.

So it should be no surprise that, in JCS Pub-1 you don't find such terms as: P-51, A.C.L.U., or 44-D.

NATO, IHDB and Intergovernmental Terms.

In the preceding chapter we saw that standard military
Terms for combined operations began to appear in JCS Pub-1 as early as 1959. This is justified in JCS Pub-1 by the following note:

The United States is a signatory to NATO Standardization Agreement (STANAG) 3680, which ratifies the NATO Glossary of Terms and Definitions (English and French) (AAP-6). Under the provisions of STANAG 3680, AAP-6 is established as the primary glossary for NATO. The United States carries out its obligation to implement STANAG 3680 by publishing the terminology of AAP-6 in JCS Pub-1.

Currently, if the joint definition for a given term is the same as that for NATO or IADB, it is followed by "(NATO)" or "(IADB)" at the end of the definition. When the NATO or IADB definition differs from the joint definition, that definition is listed separately and annotated appropriately. Frequently, the variations between definitions may seem minor, but professionalism dictates adherence to the applicable definition. Also, the seemingly minor difference of only a few words, may result in significant command, control or support variances.

The JCS Pub-1 letter of promulgation states:

To provide a common interpretation of terminology, at home and abroad, U.S. officials participating in either NATO or IADB activities will use the terms and definitions designated for that organization. When an agreed organizational term does not exist, the DoD term and definition will take precedence.

Interdepartment terms and definitions are indicated in JCS Pub-1 by "(I)". These are terms which are used by all Departments within the Federal Government -- not just DoD. An awareness of and usage of these terms can be invaluable in high-level staff functioning.
CHAPTER IV

JCS PUB-1 SURVEY

Background

During January and February 1986, a JCS Pub-1 survey was conducted at the Air War College, Maxwell AFB, Alabama. Questionnaires were distributed to U.S. military students representing all four Services. The survey was designed and administered with simplicity in mind. It was statistically unsophisticated in order to rapidly acquire specific data. The purpose was to measure perceptions of the usefulness and applicability of JCS Pub-1, and to gain an appreciation of the perceptions of a sample of high-quality Colonels and Lieutenant Colonels. All branches of the Services were represented. The publication got mixed reviews as evidenced by the following synopsis of survey results (Appendix A contains a sample survey form, and more complete statistics).

A profile of the sample is shown in the following:

- 163 officers (87 percent of the 188 queried) returned completed questionnaires;
- 43 percent were Colonels and 57 percent were Lieutenant Colonels with an even split between rated and non-rated officers;
- 83 percent of the respondents have had at least one staff assignment (more than three years), 33 percent have had more than six years of staff work;
- 37 percent of the officers have had a joint assignment.
Two Significant Findings

1. JCS Pub-1 is Not Readily Available Nor Widely Consulted
   - 55 percent of the respondents did not have easy access to JCS Pub-1 or did not even look for it during previous assignments.
   - When dealing with doctrine or terminology issues, 90 percent of the respondents said that they had infrequently or never referred to JCS Pub-1.
   - Related Comments:
     "Only used JCS Pub-1 at Armed Forces Staff College."
     "I have read JCS Pub-1 here at AWC for the first time."
     "Have only used JCS Pub-1 in school situations..."
     "Very seldom run across a reason to refer to JCS Pub-1"
     "We had it in the office at SAC HQ, but we rarely used it except to settle semantic arguments or interpret JCS guidance."
     "JCS Pubs are of little use to most folks because they don't have copies."
     "I bought my own copy from GPO to ensure ready access."
     "Distribution of Pub-1 is too limited."
2. The Necessity for Adherence to JCS Pub-1 Terms and Definitions is Not Fully Understood

   - 59 percent of the respondents regarded the usage of JCS Pub-1 definitions as optional, or "did not know."

   - 62 percent of the respondents held no opinion regarding the usefulness of JCS Pub-1. Of those expressing an opinion, 31 percent felt it either should be eliminated or undergo massive revision.

   - Related Comments:
     "Because it is not mandatory (impossible to enforce) it is not followed by all..."

     "Could be more useful if fully accepted by all Services."

     "I used AAP-6 (NATO Glossary of Terms and Definitions) instead of Pub-1."

General Comments.

Other comments could mostly be categorized as recommendations or favorable comments.

Recommendations:

"Format adequate - content needs updating"
"Need to make the definitions more 'readable' and easier to understand. More people will use it then."

"JCS Pub-1 should be a mandatory replacement for all Service pubs which refer to military and associated terms."

"Don't just rewrite -- that leads to minor updates. Start over. Make it more readable -- less like a regulation."

Atta' Boys:

"I have served three years on the joint staff and understand the need for standard definitions in an environment of differing interests and objectives."

"As a 'Maintenance Expert' at MAJCOM level and DCAS it helped explain terms...."

"The services need a dictionary. As long as it is treated as such, we will get the most benefit."

JCS Pub-1 represents the lowest common level of agreement.

"The times I've used JCS Pub-1, it has been invaluable."
Summary: The survey results described above are not statistically significant enough to establish quantitative results, but the sample is adequately representative to clearly show that JCS Pub-1 is not being broadly utilized. Conversely, those officers that do use JCS Pub-1 find it very beneficial.
CHAPTER V
CONCLUSIONS

This paper presented an overview of the evolution of military terminology in general and specifically JCS Pub-1. Awareness of the basis for this evolution should make us more cognizant of the value of the publication. Also, we may be a little more understanding of those enmeshed in the bureaucracy, responsible for its compilation and stewardship. Obviously JCS Pub-1 is only as good as its users make it. Neglected, its utility will atrophy -- but studied, utilized and consistently revitalized, it will keep pace with our warfighting skills and prove an invaluable tool.
163 Completed Questionnaires were returned, from 180 sent out (87% response).

This questionnaire is an effort to determine your views regarding JCS Pub1, DOD Dictionary of Military and Associated Terms. It is brief and will only take a moment of your time. Survey results will be used in connection with an AWC student research paper.

1. How many years of your career have been staff assignments?

   None 10  6%
   less than 3 yrs 18  11%
   3-6 yrs 82  50%
   6-10 yrs 31  19%
   more than 10 yrs 22  14%

2. Have you had a joint assignment?

   Yes 60  37%
   No 103  63%

3. In your previous assignments, have you had easy access to JCS Pub1?

   Yes 74  45%
   No 27  17%
   I never looked for it 62  38%

4. How often did you refer to JCS Pub1 when dealing with doctrine/terminology issues?

   Always 5  3%
   Frequently 11  7%
   Infrequently 62  38%
   Never 85  52%

5. How do you regard the usage of the terms and definitions contained in JCS Pub1?

   Mandatory 27  17%
   Recommended 39  24%
   Optional 17  10%
   I don't know 80  49%

6. How useful is JCS Pub1?

   Present publication, and its change procedures, are adequate. 42  25%
   Present publication needs massive revision. 14  9%*
   It is of little value and should be eliminated. 6  4%
   No opinion. 101  62%

7. What is your rank?

   06  70  43%
   05  93  57%

8. Are You Rated?

   Yes 81  50%
   No 82  50%

9. Comments:

   *Two respondents disagreed with "massive," but felt that revision was needed.

Thanks for your assistance. If you want a copy of the survey results enter your box number in the space provided.

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(60 requests for survey results)
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<td>AFB</td>
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<td>BS</td>
<td>Brown Stuff</td>
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<td>Central Treaty Organization</td>
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<td>DoD</td>
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<td>FEBA</td>
<td>Forward Edge of the Battle Area</td>
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<td>FLOT</td>
<td>Forward Line of Own Troops</td>
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<td>Government Printing Office</td>
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<td>IADB</td>
<td>Inter-American Defense Board</td>
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NOTES

Chapter I (Pages 1-6)


Chapter II (Pages 7-12)


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