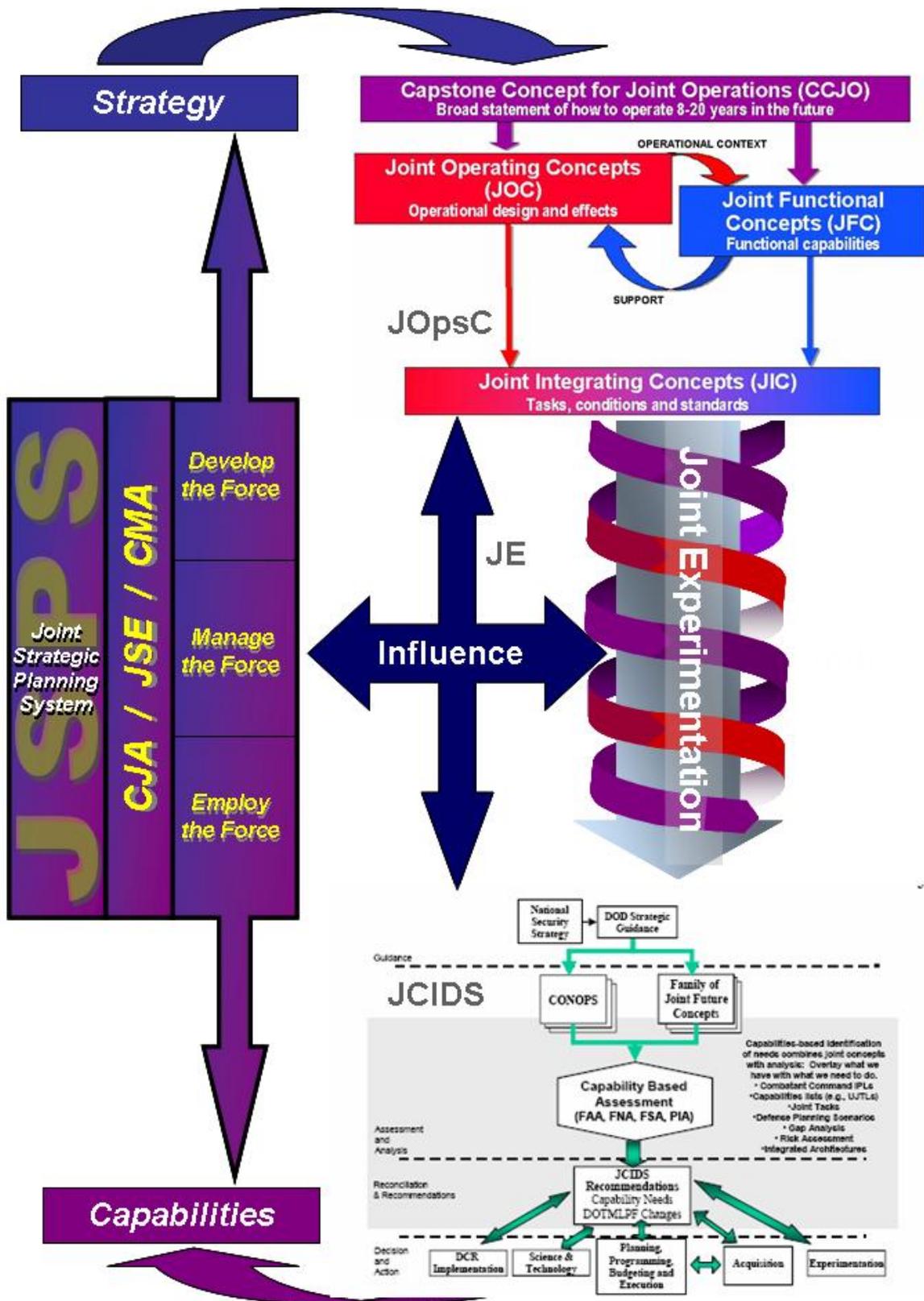


JOINT OPERATIONS CONCEPTS DEVELOPMENT PROCESS (JOPSC-DP) POCKET GUIDE



12 February 2008

This JOpsC Development Process Guide is to be used in conjunction with the Chairman of the Joint Chief of Staff Instruction (CJCSI) 3010.02B, Joint Operations Concepts Development Process (JOpsC-DP).

Since January 2006, Joint Staff/J-7, in collaboration with the Joint Concept Development and Experimentation communities, has implemented changes to the process and staffing of concept documentation and the experimentation efforts that support those concepts.

Due to the current revisions underway on the Joint Strategic Planning Systems Instruction, the development of a Department of Defense Instruction on Joint Experimentation, and the release of US Joint Forces Command's Joint Concept Development and Experimentation Enterprise Process Guide.

In the interim, we have developed this "pocket guide" to provide those process and staffing changes that have already been adopted by the community, but not codified in written form and align the Joint Staff Action Processing (JSAP) system with the JOpsC staffing process

Please use this as a vehicle to highlight the changes that have taken place in the past year, as well as foster discussion and recommendations for the formal revision of CJCSI 3010.02B.

We hope you find this useful in you ongoing efforts to develop capabilities for the future joint warfighter.

Very Respectfully,



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The Joint Staff

The following summary provides process changes that have been approved by the Director, Joint Staff, (DJS), but not yet codified in the Chairman of the Joint Chiefs of Staff Instructions (CJCSI) 3010.02B, "JOpsC-DP":

- ✚ Describes the relationship of the Chairman's Joint Strategic Planning System (JSPS) to JOpsC and Joint Experimentation efforts. (p. 4)
- ✚ Codifies the Director of the Joint Staff (DJS) as the approval authority for directing new concept development based on Joint Concept Steering Group (JCSG) recommendations. (p. 5)
- ✚ Rewrites the process for staffing concept documents to be in accordance with CJCSI 5711.01B, "Policy on Action Processing". (pp 7-8)
 - Preliminary Coordination and Final Coordination are the accepted terms for staffing actions
 - All Critical comments, whether at Preliminary or Final level staffing, must be signed off by a General/Flag Officer (G/FO).
 - G/FO staffing is no longer mandatory as long as comments are adjudicated during Final Coordination.
 - Comment Resolution Conferences will take place after Final Coordination if critical comments can not be adjudicated.
- ✚ Introduces the Joint Concept Development and Experimentation (JCDE) Enterprise Process Guide and the JCDE Process Review Team as integral parts of Joint Experimentation activities. (p 13 -14)
- ✚ States JCDE CPlan will be endorsed by the 2 Star Executive Council prior to CDR, USJFCOM approval and signature. (p 14)
- ✚ Revises the Responsibilities to reflect changes listed above as well as adding OUSD(AT&L) and removing OSD (OFT). (pp 16-21)
- ✚ Other minor administrative changes made to increase readability and coherence to the process.

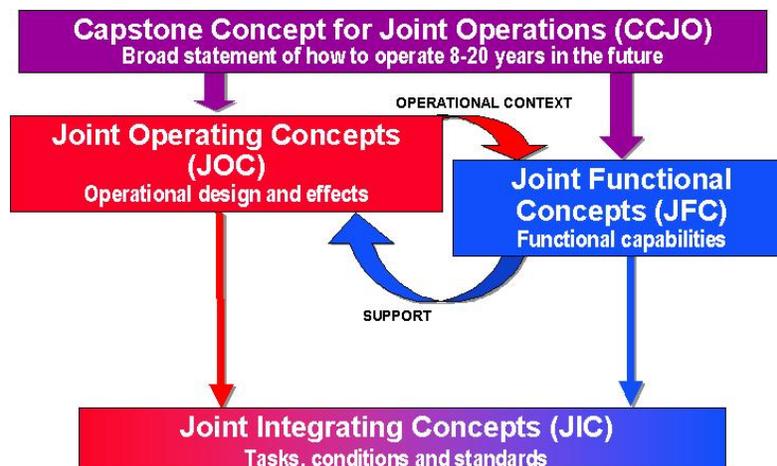
This document references the current CJCSI 3010.02B, primarily the appendices for developing new concepts.

JOpsC guides the transformation of the joint force so that it is prepared to operate successfully 8 to 20 years in the future. These concepts are informed by top-level strategic guidance in the effort to identify future capabilities requirements. JOpsC presents a detailed description of “how” future operations may be conducted and provides the conceptual basis for joint experimentation and capabilities-based assessments (CBAs). The outcomes of experimentation and CBA will underpin investment decisions leading to the development of new military capabilities beyond the Future Years Defense Program (FYDP).

Services, combatant commands, and Defense agencies conduct basic research, explore emerging technologies, generate innovative concepts, and conduct experimentation to develop service-unique or joint capabilities. These efforts provide the context for analyzing capabilities for the future joint force beyond the FYDP. The results of this analysis will influence planning, programming, budgeting and execution (PPBE) decisions as well as identify potential future concepts for the JOpsC family.

The JOpsC family, depicted in Figure 1, consists of a Capstone Concept for Joint Operations (CCJO), Joint Operating Concepts (JOCs), Joint Functional Concepts (JFCs) and Joint Integrating Concepts (JICs). JOpsC family concepts are written using a “problem - solution” method. They identify military problems and propose solutions for innovative ways to conduct operations, going beyond merely improving the ability to execute missions under existing standards of performance. They are a visualization of future operations and describe how the joint force, using military art and science, might employ capabilities necessary to meet future military challenges. Ideally, they will produce military capabilities that render previous ways of warfighting obsolete and may significantly change the measures of success in military operations overall.

Figure 1. JOpsC



Capstone Concept for Joint Operations. The CCJO is the overarching concept of the JOpsC family that guides the development of future joint capabilities. The purpose of the CCJO is to lead force development and employment primarily by providing a broad description of how future joint forces are expected to operate across the range of military operations 8-20 years into the future in support of strategic objectives. It applies to operations around the globe conducted unilaterally or in conjunction with multinational military partners and other government and non-government agencies. It envisions military operations conducted within a national strategy that incorporates all instruments of national power. Service concepts and subordinate joint operating, functional, and integrating concepts will expand on the CCJO solution.

Joint Operating Concept. A JOC applies the CCJO solution in greater detail to a specified mission area. It describes how the joint force, 8-20 years into the future, is expected to conduct operations within a military campaign. It identifies the operational level effects considered essential for achieving the end states envisioned by the concept. It focuses on the associated broad military capabilities necessary to create those effects. A JOC contains illustrative vignettes to facilitate understanding of the concept. Additionally, JOCs provide the operational context for JFC and JIC development.

Joint Functional Concept. A JFC applies elements of the CCJO solution to describe how the joint force, 8-20 years into the future, will perform an enduring military function across the full range of military operations. It identifies the operational-level capabilities required to support range of military operations (ROMO) operations and the key attributes necessary to compare capability or solution alternatives. JFCs also determine any additional military capabilities required to create the effects identified in JOCs. JFCs provide functional context for JOC and JIC development.

Joint Integrating Concept. A JIC is an operational-level description of how the joint force, 8-20 years into the future, will perform a specific operation or function derived from a JOC and/or a JFC. JICs are narrowly scoped to identify, describe, and apply specific military capabilities, decomposing them into fundamental tasks, conditions, and standards. Further analysis and expansion of tasks, conditions, and standards is accomplished after JIC completion in order to effectively execute CBA. Additionally, a JIC contains illustrative vignettes to facilitate understanding of the concept.

JOpsC Family Development Rhythm. JOpsC family development is a deliberate, cyclical process, sequenced to optimize concept writing, assessment, and revision efforts (Figure 2). The development rhythm staggers the writing and revision of CCJO, JOCs, and JFCs over a 3-year period and establishes a structured method to de-conflict efforts, incorporate assessment results, and allow for a logical flow of influence within the JOpsC family.

Figure 2. JOpsC Development Rhythm

	Jan 08	Jun 08	Jan 09	Jun 09	Jan 10	Jun 10	Jan 11	Jun 11	Jan 12	Jun 12	Jan 13	Jun 13
CCJO Revision	Dark Gray Box	CCJO 3.0				Dark Gray Box	Dark Gray Box					
JOC Writing/Revision		Dark Gray Box	Dark Gray Box	JOC 3.0				Dark Gray Box	Dark Gray Box			
JFC Writing/Revision				Dark Gray Box		JFC 2.0				Dark Gray Box	Dark Gray Box	
JIC Writing	Black Lined Box											

Dark Gray Box = Writing & Revision Black Lined Box = Ongoing Activity Text = Activity as stated or dated

CCJO is reviewed every 3 years with any resultant revision published in June. The review is informed by changes in the postulated operational environment, strategic guidance, and insights and/or results from joint experimentation.

Following the publication of CCJO, JOCs are reviewed for compliance with guiding documents and enter a 1-year writing/revision period as necessary. They are informed by changes in the CCJO, the postulated operational environment, strategic guidance, operational lessons learned, and insights and/or results from joint experimentation. The publication of JOCs precedes the revision of JFCs and may initiate the development of new JICs.

Following the publication of CCJO and JOCs, JFCs are reviewed for compliance with guiding documents and enter a 1-year writing/revision period as necessary. They are informed by changes in the CCJO and JOCs, the postulated operational environment, strategic guidance, operational lessons learned, and insights and/or results from joint experimentation. Publication of JFCs may also initiate the development of new JICs.

JICs may be developed at any time. They are informed by insights gained in the development of CCJO, JOCs, and JFCs as well as joint experimentation.

New concepts that have been approved for development will begin development immediately upon approval and threaded into the revision battle rhythm upon approval of their version 1.0 document.

Joint Capability Areas (JCAs). JCAs provide a common lexicon and associated taxonomy to discuss and describe capabilities across many related DOD activities and processes. During concept development, concept authors will use the JCAs as a baseline of joint capabilities relevant to their concept. Concept authors will analyze the potential merit of their posited solution by comparing it to the JCA baseline of extant joint capabilities. Any expansion or deviation from this baseline of existing joint capabilities must be fully explained in the concept. The JCA lexicon and taxonomy are posted at <http://www.dtic.mil/futurejointwarfare>.

The Joint Strategic Planning System (JSPS). The Joint Strategic Planning System (reference h) provides formal structure to the Chairman's statutory responsibilities and considers holistically the strategic environment and the alignment of ends, ways, means, risk, and risk mitigation overtime to provide the best possible assessments, advice, and unified direction of the armed forces. The JSPS includes a Comprehensive Joint Assessment (CJA), a Joint Strategic Estimate (JSE) and the Chairman's Military Advice (CMA). Annually, the Chairman requests a holistic assessment from Combatant Commanders, Service Chiefs, and the Joint Staff. Included in this CJA is a data call for new JOpsC proposals. These proposals will be reviewed by the Joint Concept Steering Group (JCSG) (see Chapter 4) and recommendations will be made to the Director, Joint Staff (DJS), for concept development. The DJS will sign a DJS Memorandum approving the development of new concepts. The Chairman will codify these new concepts in his annual CMA submitted to the President, the Secretary of Defense, and the National Security and Homeland Security Councils.

Joint Capabilities Integration and Development System (JCIDS). Military capabilities derived from JOpsC family development and joint experimentation may be entered into the JCIDS analysis process to determine gaps, redundancies, and potential DOTMLPF and policy solutions (references j and k).

Joint Experimentation (JE). Joint Experimentation is the venue in which JOpsC military problems and proposed solutions are evaluated. The results of Joint Experimentation can lead to follow-on experimentation efforts, identification of gaps and overlaps, and the identification of emerging joint capabilities that can be submitted into the JCIDS process. A more in-depth description of Joint Experimentation is provided in Chapter 5.

Capabilities Based Assessments (CBAs). CBAs are conducted on all Joint Integrating Concepts by the concept sponsor in collaboration with the Functional Capabilities Boards (FCBs) (see reference i). These CBAs are conducted through three types of analysis: Functional Area Analysis (FAA), Functional Needs Analysis (FNA) and Functional Solutions Assessment (FSA). The results of a CBA can lead to identifying capability documents for submission into JCIDS.

Analytic Agenda (AA). The AA for DOD incorporates JOpsC into scenario development for the department in the form of Defense Planning Scenarios (DPS) and Multi-Service Force Deployment (MSFD) documents. These scenarios are used to conduct strategic analysis on future forces structure. See reference e for more information.

The JOpsC development process consists of four phases: Initiation, Writing, Assessment, and Revision. The Initiation phase includes concept proposals, the vetting and possible approval of ideas for further development, and the assignment of concept authors to write concepts. The Writing phase covers everything necessary to produce an approved version 1.0 concept document, and the Assessment phase provides an appraisal of a concept's key aspects through Joint Experimentation and other forms of analysis. Lastly, the Revision phase includes all of the steps necessary to update a concept.

Directing JOpsC Efforts. Anyone in the joint concept community can propose ideas for new concepts. The initiation of new concepts may result from policy and or strategy changes, lessons learned, or insights and/or results from joint experimentation. To be considered, these ideas and/or concepts must describe a particular military problem, 8-20 years into the future, for which there is currently no adequate military solution. The urgency in solving the military problem must be such that an evolutionary approach to solving it is considered insufficient. Alternatively, concepts approved for development will seek transformational solutions that describe, holistically or functionally, how the future joint force may conduct operations differently in order to solve military problems. These solutions must be supported by logic and facilitate assessment. The JCSG (Chapter 4) reviews all new idea and/or concept proposals and makes recommendations to the CJCS for inclusion in the annual Chairman's Military Advice (CMA). As part of the annual Comprehensive Joint Assessment (CJA), these proposals must be submitted with a clearly defined purpose, scope, and military problem. This process provides a formal staffing venue that facilitates full participation across the joint concept community. Joint Staff Operational Plans and Joint Force Development Directorate (Joint Staff/J-7) is responsible for this process. The Director, Joint Staff, will publish a memorandum to direct initiation of the concept development effort, identify concept authors, and provide additional guidance as necessary. Concept authors must coordinate with Joint Staff/J-7 to receive specific guidance and direction for the concept development effort. The Chairman will codify the development of these new concepts in his annual CMA.

The Role of the Concept Author. The concept author is the staff, agency, Service, or combatant command assigned the task of developing a concept. They are responsible for producing a concept document and resourcing all aspects of the writing effort, with the exception of the Joint Staff/J-7-sponsored Red Team Review as described on page 7. The concept author will collaborate with representatives from the joint concept community at each step of the concept development process. Collaboration leverages a wider range of competitive ideas, builds joint credibility, and maximizes transformational potential. The concept author is responsible for the concept from the date of assignment until the concept is archived.

Writing. The Writing phase is a deliberate event-driven process (see Figure 3), the product of which is scrutinized by Services, combatant commands, DOD agencies, and the Joint Staff. The Joint Staff/J-7 collaborates with concept authors to devise event-driven timelines to highlight all writing events and guide the overall effort. The writing phase will take approximately 6-12 months to complete. Concept authors will use the templates provided in CJCSI 3010.02B, Appendices B-A through B-D (see reference g) as the prescribed format for writing their concept.

Version Numbering Convention. Versions should be numbered as follows:

- X.1 - Initial draft
- X.3 - Draft ready for Red Team review
- X.5 - Draft ready for Preliminary review
- X.7 - Draft ready for Final review
- X.9 - Draft ready to submit for approval
- X.0 - Final approved document ready for signature

Figure 3. JOpsC Writing Process

	CCJO (Revision only)	JOC	JFC	JIC
Initial Analysis	X	X	X	X
Develop Outline (V 0.1) & Briefing	X	X	X	X
IPR	To OPSDEPS	To OPSDEPS	To JCB	To JCB/JROC
Write Initial Draft (V 0.3)	X	X	X	X
Red Team Review	X	X	X	X
Update Concept Document (V 0.5)	X	X	X	X
Preliminary Coordination	X	X	X	X
Limited Objective Experiment or Wargame	optional	optional	optional	X
Update Concept Document (V 0.7)	X	X	X	X
Final Coordination	X	X	X	X
Comment Resolution Conference	as needed	as needed	as needed	as needed
Final Draft for Approval (V 0.9)	X	X	X	X
Final Approved Document for Signature (V X.0)	X	X	X	X

Initial Analysis. Within 30 days of receiving official guidance via the DJS Memorandum (DJSM), the concept author will: 1) review applicable strategic guidance and conduct research on relevant literature to include the review of critical assumptions made in the DOD analytical agenda; 2) examine JCAs to establish a baseline of existing joint capabilities relevant to the concept; 3) discuss process procedures with Joint Staff/J-7; 4) organize an initial planning meeting to conduct a collaborative analysis effort with other interested joint concept and joint experimentation community members; and 5) develop an outline (version 0.1) and briefing to present a refined purpose, military problem, and scope as well as a timeline to senior leadership at an in-progress review for approval and direction before further work is done.

Red Team. External (Red Team) reviews are independent assessments conducted by senior subject matter experts who provide informative concept critiques. These reviews put emphasis on identifying failure modes and possible adversary counters to the concept. The Joint Staff/J-7 resources all Red Team reviews. Concept authors provide initial draft concepts through the Joint Staff/J-7 to the Red Team. Red Team reviews require at least 2 weeks to complete, after which the Red Team presents its findings in an out brief to the concept author and Joint Staff/J-7. In addition to the out brief, the Red Team provides a formal report of the concept review to the concept author through Joint Staff/J-7. The Red Team review includes concept improvement recommendations for use in refining the draft concept document (version 0.5) in preparation for planner level review. The Joint Staff/J-7 may resource additional Red Team support for concept refinement on a limited, as-requested basis.

Joint Experimentation Plan. The draft concept document (version 0.5) shall include a Joint Experimentation Plan (see Appendices A-D to Enclosure B in reference g). This plan shall make describe a plan for future experimentation needs on the concept once the document is approved.

Preliminary Coordination. All concepts undergo a preliminary coordination review via the JSAP (reference m). Joint Staff/J-7 initiates this initial planner-level review within 1 week of receiving the version 0.5-concept document from concept authors. Planners and O-6 equivalents, in-turn, have two weeks to provide comments directly to concept authors using the Comment Resolution Matrix (CRM) in CJCSI 3010.02B, Appendix B-G (see reference f). The Planners will provide administrative, substantive and critical comments. Critical comments denote a non-concurrence by the reviewing organization. All critical non-concurrences must be approved by that organization's General/Flag Officer. Concept authors consolidate all comments into one CRM adjudicate them, and re-staff via JSAP with the compiled CRM and an updated document (version 0.7) to planners for final coordination. Combatant commands, Services, Joint Staff Directorates, OSD-Policy, and appropriate Defense and other non-DOD agencies and organizations, as appropriate, are provided the opportunity to review all concepts.

Final Coordination. Final coordination will also be sent to the Planners and O-6 equivalents. Organizations will review the version 0.7 document to ensure all comments adjudicated are reflected in the updated version. Planners will follow the same process for providing comments as in the preliminary coordination. Any critical comments received in final coordination must be deliberated through a concept author-sponsored Comment Resolution Conference (CRC). Joint Staff/J-7 mediates the CRCs, and concept authors are responsible for incorporating all CRC results. After the CRC,

unresolved critical comments are presented to the appropriate authority for adjudication. It is up to the concept author, based on comments received, to elevate the final coordination to the G/FO level. Joint Staff/J-7 manages adjudication for the CCJO, JOCs, and JICs; and Joint Staff/J-8 manages adjudication for JFCs. Once all comments are resolved, a final draft of the concept document (version 0.9) is produced for approval.

Using a Limited Objective Experiment (LOE) or Wargame When Writing a Concept. An LOE or wargame may be required when a closer examination of the concept's capabilities or solutions is needed. For JICs, a LOE or wargame must be completed during the Writing phase (see Figure 3) in order to adequately develop the concept. CJCSI 3010.02B (reference g) provides a more detailed description of wargames and LOEs.

Resourcing for CoCom LOEs will be provided by the Deputy Director for Defense Research and Engineering (DDRE) in accordance with DDRE Memorandum released at the Joint Combined JCDE Conference by OUSD-AT&L on 8 January 2008. Memorandum and submission instructions will be included in the revision of CJCSI 3010.02B, due out in June 2008. See reference q.

Figure 4. Concept Approval Process

	JROC	CJCS	SecDef
CCJO		O	X
JOC		O	X
JFC	X		
JIC	X		

O = approval step
X = final approval authority

Approving JOpsC Family Documents. Joint Staff/J-7 sends the final draft of the concept to the appropriate approval authority. Figure 4 denotes the approval authorities for each concept type. Joint Staff/J-7 coordinates all approval briefings for the Chairman. Joint Staff/J-8 coordinates all approval briefings for the JROC. The time frame for the approval process is based on approval authority availability and direction received at each level of the approval process. Upon approval, the concept is updated as the "X.0" version, such as 1.0, 2.0, etc. (see reference g).

CBA Study Plan. JICs require a CBA study plan prior to their approval. The CBA study plan serves as a framework for directing the conduct of the CBA and is developed by the FCB assigned to the JIC. The JIC and the study plan will be presented to the OpsDepts and JCB prior to JROC final approval.

Lessons Learned From Writing Phase. Upon concept document approval, concept authors provide lessons learned to Joint Staff/J-7 in the following format:

- (1) Observations
- (2) Discussion
- (3) Recommendations

NOTE: Joint Staff/J-7 uses lessons learned to refine the concept development process. Lessons learned are posted at <http://www.dtic.mil/futurejointwarfare>

Assessment. The Assessment phase is crucial to concept development because it links conceptual ideas to specific recommendations for improving the joint force. Key aspects identified within each concept are examined and analyzed through joint experimentation and/or CBAs.

Joint Experimentation (JE) (Chapter 5) evaluates elements of a concept's proposed solution. The insights gained from joint experimentation may lead to further experimentation, concept revision, the discovery of new concepts, and the submission of capabilities documents into JCIDS. Joint experimentation, as related to the JOpsC family, is primarily conducted on the CCJO, JOCs, and JFCs. JICs may also require joint experimentation to further refine or mature them; however, they are primarily evaluated through a CBA. Concept authors collaborate with USJFCOM (the executive agent for Joint Experimentation) to ensure their concepts are incorporated into the annual JE Campaign Plan (CPlan).

CBA is the portion of the JCIDS analysis process that identifies capability and supportability shortfalls, gaps, and redundancies on specific capability needs. During CBA, Defense Planning Scenarios (DPSs) are applied to the concept to generate the conditions and standards needed for assessment. The results of CBA may ultimately lead to the integration of a capability into the future joint force through changes in DOTMLPF and policy. Concept authors coordinate with the FCB assigned to oversee CBA to ensure concepts provide a level of detail necessary for assessment. During the course of a CBA, analysis may indicate the need to conduct additional experimentation to refine a JIC. If additional experimentation is required, the concept author collaborates with the Joint Staff/J-7, USJFCOM, and lead FCB that oversaw the CBA, as well as any other agency as directed by the JROC, to develop an experimentation plan. After experimentation is complete, the concept author will brief the results to the lead FCB with recommendations for the next appropriate action. The JROC must approve (a) any modifications to the JIC resulting from experimentation and (b) continued CBA.

Revision. During the Revision phase, concepts are updated as a result of changes in the postulated operational environment, or strategic guidance, and insights and/or results from joint experimentation. The steps within the Revision phase are the same as the Writing phase, except that the initial analysis includes revision recommendations from the joint concept community and the Revision phase does not apply to JICs. Revision does not necessarily mean a complete rewrite of the document. The concept author will make recommendations as to the extensity of the revision.

Concept authors request revision recommendations from the joint concept community as part of the initial analysis. These recommendations must have supporting documentation of specific and relevant assessment results, lessons learned, technological breakthroughs, other concept efforts, changes to strategic guidance documents, etc. Revision recommendations can be made via the JOpsC Revision Recommendation Template in CJCSI 3010.02B, Appendix B-F (reference g). Appendices B-A through B-C provide the templates for CCJO, JOCs, and JFCs revisions. Figure 4 denotes the approval process for concept revisions.

JICs are only revised as directed as opposed to the cyclic revision of the rest of the JOpsC family.

Archiving. Recommendations for archiving concepts are vetted through the JCSG for JCS approval. A DJSM will inform the joint concept community of JCS approval for archiving a concept. The concept author, upon formal notification the concept is to be archived, will forward all pertinent concept documentation to Joint Staff/J-7 for placement in the JOpsC family archive. The intent of the JOpsC family archive is to make concept documentation available to the joint concept community for future research and historical reference.

The purpose of the Joint Concept Steering Group (JCSG) is to provide visibility on all concept development and experimentation activities as they relate to JOpsC, de-conflict and synchronize efforts, stimulate a competition of ideas, and make JOpsC development and revision recommendations to the Joint Staff. Joint Staff/J-7 chairs this group as a means to provide oversight for the Chairman in JOpsC development. The Joint Staff/J-7, Joint Staff/J-8, USJFCOM J-9, Office of the Under Secretary of Defense for Policy (OUSD(P)), Services and combatant command representatives, FCB members, and concept authors will participate in a bi-annual JCSG and provide recommendations for revising current concepts, archiving old concepts, and proposing new concepts. JCSG representatives are responsible for bringing their respective interests to the workshop in order to prioritize the overall JOpsC effort. Prioritization is based on the following criteria:

- ❖ The concept is transformational - offers some improved way of addressing a future, new challenge or issue based upon linkages to strategic guidance, analytic agenda identified gaps, shortfalls, or deficiencies, and JROC-identified capability gaps; and
- ❖ The concept addresses a compelling issue or one that may be critical to investment decisions.

The JCSG, annually in January, will vote on the proposed concepts. Voting consists of three choices: Yes (recommend approval); No (recommend disapproval); Defer (Acceptable, but needs major refinement). All recommendations by the JCSG will be formally staffed for a final review before forwarding for approval by the DJS and inclusion in the annual Chairman's Military Assessment (CMA).

Proposed concepts and their proposed concept authors that received a "Yes" recommendation from the JCSG may begin initial development of their concepts prior to final DJS approval.

Concepts that are deferred may bring them forward at the mid year Joint Combined JCDE conference in June/July for follow-on review by the JCSG. If they concept is recommended for approval by the JCSG at the mid-year conference, that concept will be forwarded separately to the DJS for approval.

Responsibilities of the JCSG participants include:

OUSD(P). Presents current SecDef guidance or direction. Represents other offices and/or agencies within OSD.

Services and Combatant Command Representatives. Provides overview on current and individual Service or combatant command concept development efforts. Proposes new concepts to the JCSG.

Concept Authors. Presents status of assigned JOpsC development efforts. Speaks to writing, assessment, and revision of assigned concept.

Joint Staff/J-7. Functionally responsible to the Chairman for implementation of this directive, providing guidance on concept development and experimentation across the JOpsC family and the integration of potential new ideas and other initiatives into the JOpsC family. Identifies concept gaps in the JOpsC family and recommends proposed JOpsC family members to the JCSG regardless of resource constraints. Ensures proposed concepts are aligned with strategic guidance and the current JOpsC family.

Joint Staff/J-8. Presents the status of capabilities, derived from the JOpsC family, currently in the JCIDS process. Identifies resourcing issues and provides resourcing guidance to other members of the group for conducting capabilities-based assessments. Briefs the status of near-term CONOPS that may effect JOpsC development. Proposes potential concepts via a Joint Requirements Oversight Council Memorandum (JROCM), based on needs identified by FCBs.

USJFCOM J-9. Presents joint experimentation results, insights, and actionable recommendations on JOpsC family development. Provides updates on all joint experimentation efforts as it relates to the JOpsC family's JE Plan.

Functional Capability Boards (See reference i). Presents status of assigned JOpsC development efforts on JFCs and supportability assessments of JOCs. Provide updates on capabilities-based assessments of JICs and the integration of JOpsC-related capabilities into DOTMLPF and policy. Provides insights on other FCB efforts that affect JOpsC development.

Experimentation is the gathering and examining of data in order to draw conclusions. Joint experimentation is an iterative process for assessing the effectiveness of varying proposed joint warfighting concepts, capabilities, or conditions as well as evaluating a concept's proposed solutions. The results of joint experimentation can lead to recommendations for the development of new concepts, the revision of existing concepts, or for changes in DOTMLPF and policy that are required to achieve significant advances in future joint operational capabilities.

Concept authors will coordinate experimentation with USJFCOM on approved concepts. Concept authors are responsible for the development and implementation of concept specific experimentation plans and should integrate a JE member on their writing team.

Experimentation may also be used to help refine the concept not only while it is being developed, but also to shape future revisions of the concept. Efforts should be guided by and traceable to an approved concept's JE plan. The results of experimentation may lead to the identification of new concepts for development. Being functionally responsible to the Chairman for leading JCDE, USJFCOM will work with the concept author to incorporate appropriate aspects of the JOpsC family into the JCDE Campaign Plan (CPlan) and to develop and execute an assessment plan before the next revision cycle. For all joint concepts, the author is responsible for capturing and compiling joint experimentation and all other assessment results for use in potential revisions of the concept. USJFCOM, J9, in collaboration with the concept author, is responsible for capturing joint experimentation results and insights from the joint concept community and including them into the Annual JCDE Status and Recommendations Report. (See Figure 5). These reports will be used to inform the JCSG in recommending revisions to current concepts, archiving concepts, and recommending new concepts.

The JCDE Enterprise community, comprised of Services, Combatant Commands, Functional Capability Boards, and Defense Agencies come together quarterly to discuss the status of Joint Experimentation (JE) efforts and the results of those activities. It also provides a forum for prioritizing JE needs for follow-on years for incorporation into the JCDE CPlan. Twice a year, the JCDE Enterprise community meets with the JCSG (see Chapter 4) to discuss the status of JOpsC development and experimentation efforts.

JCDE Process Rhythm. The JCDE Process is described in full detail in the JCDE Enterprise Process Guide (EPG) (reference n), developed by USJFCOM, J9.

Joint Experimentation Needs.

Annually in October, through the Chairman's Comprehensive Joint Assessment (CJA), the JCDE Enterprise community will provide to USJFCOM and the JS/J-5, via the VOC, their Joint Experimentation needs for the next two years.

These needs, also known as Warfighter Challenges (WFCs) will be analyzed by the Joint Process Review Team (JPRT) (See reference n) and grouped into Lines of Joint Experimentation (LOJX) by the JCDE Enterprise community during their October and January conferences. The LOJX, approved by the 2 Star Executive Council each

February, will be forwarded to the JS /J5 as JE Recommendations for incorporation into the annual Chairman's Military Advice, published in May as well as JS J8's Capability Gap Assessment Process, conducted annually in February/March. The CMA will provide Joint Experimentation Recommendations for the following two years to facilitate deliberate planning and resourcing for joint warfighting experimentation.

Upon approval by the 2 Star Executive Council, the LOJX and their subordinate joint experimentation needs will be incorporated in the development of the annual JE CPlan.

JCDE CPlan.

USJFCOM oversees the development of the annual JCDE CPlan to foster the creation of new concepts and promote discovery. They serve as mechanisms to align the capability development efforts of combatant commands, Services, and interagency, multi-national, and industry partners.

Services, combatant commands, and the Joint Staff collaborate with USJFCOM to develop an annual JCDE CPlan. It describes the near term execution plan for joint experimentation. At a minimum, it includes the experimentation events for the next FY, as well as experimentation objectives, participants, timelines, and resources that will be used to support events. USJFCOM, in collaboration with concept authors and Joint Staff/J-7, is responsible for ensuring assessments of JOpsC are included in the JCDE CPlan.

The JCDE CPlan will be endorsed by the 2 Star Executive council, approved and signed by the Commander, Joint Forces Command, and submitted to Services Chiefs, Combatant Commanders and Defense Agency Senior Leaders for support and execution.

Reporting Experimentation Results

One of the most important tasks in the JCDE Enterprise is to provide the community with a Return on Investment (ROI) for the experiment or activity that took place. This ROI comes in the form of After Action Reports, Lessons Learned, JE Activity Reports, and new capability documentation for JCIDS. All JE information must be collected in one place in order for USJFCOM to provide an in-depth report on all JCDE Enterprise's activities.

The Virtual Operations Center (VOC) is a tool developed by USJFCOM for collecting and analyzing joint warfighter challenges, developing a comprehensive JCDE Campaign Plan and collecting results and recommendations on all JE activities. The VOC is located on the web at <https://dcee.je.jfcom.mil>

The VOC provides step by step instructions on how to provide JE activity assessments, results and recommendations. This information will then be analyzed and presented in two annual reports; The Joint Experimentation Status and Recommendations Report and the Annual Report on Joint Experimentation to The Congress. Both are described below.

Joint Experimentation Status and Recommendations Report.

The JE Status and Recommendations Report is an annual report submitted by USJFCOM in October via the Chairman’s Comprehensive Joint Assessment (CJA) within the Joint Strategic Planning System (JSPS). The JE Status and Recommendations Report provides a summary of all JE activities that were executed the previous fiscal year by Services, CoComs and Defense Agencies, a description of the activity’s objectives, and results and recommendations from those activities.

USJFCOM will brief the results and recommendations from this report to the Functional Capabilities Board, the Joint Capabilities Board and the Joint Requirements Oversight Council for incorporation into the Joint Staff / J-8’s Capability Gap Assessment Process.

Annual Congressional Report on Joint Experimentation Activities. In accordance with Title 10 (see reference a), USJFCOM will submit annually in December an Annual Report on Joint experimentation Activities to The Congress through the CJCS and the SecDef. This report summarizes the annual Joint Experimentation Status and Recommendations Report and provides DOD recommendations for future joint experimentation needs.

Figure 5. JCDE Deliverables

Due Annually	Task	Lead	Recipient
1 October	Joint Experimentation Status and Recommendations Report (Part of annual CJA)	USJFCOM	JROC
1 October	JE Needs (Part of annual CJA)	Services and CoComs	USJFCOM / JS J5
1 December	Annual Report on Joint Experimentation Activities	USJFCOM	The Congress *
1 March	JE Lines of Joint Experimentation (part of CJCS Joint Strategic Estimate (JSE))	2 Star JCDE Executive Council and JS-J5	CJCS and Strategy Documentation
1 June	Final Staffing of Proposed JCD&E CPlan	USJFCOM	JCDE Enterprise Planners
1 August	Final JCD&E CPlan	USJFCOM	Svc Chiefs / CoCdrs/ Defense Agency Sr Leaders

*The Chairman and Secretary of Defense will endorse this report before forwarding to The Congress

Combatant commands, Services, and other Defense agencies are responsible for participating in the JCDE planning and execution efforts as well as providing insights and recommendations to USJFCOM on the experimentation they conduct. Services should also provide the opportunity for combatant commands and other agencies to participate in Service-sponsored experimentation. Similarly, combatant commands need to conduct their own experimentation as well as participate in other joint experimentation efforts.

The joint concept and joint experimentation communities are comprised of the Office of the Secretary of Defense, Joint Staff, combatant commands, Services, Functional Capability Boards and Defense agencies. Members, in accordance with Strategic Guidance and this instruction, have the following responsibilities:

The Office of the Secretary of Defense

Provides joint concept direction through Strategic Planning Guidance, National Defense Strategy, and SecDef memorandums.

Approves CCJO and JOCs.

The Office of the Under Secretary of Defense for Policy

Provides written comments to the Secretary of Defense on CCJO and JOCs.

Issues joint experimentation guidance through Guidance for the Development of the Force (GDF).

Participates in bi-annual JCSG and quarterly JCDE meetings.

The Office of the Deputy Under Secretary of Defense for Acquisition, Technology and Logistics

Provides resources and fiscal oversight for JE efforts.

Participates in bi-annual JCSG and quarterly JCDE meetings.

Participates in bi-annual 2 Star Executive Council meetings.

The Chairman of the Joint Chiefs of Staff

Recommends modifications to joint experimentation guidance to the Secretary of Defense through GDF revisions.

Provides input to the annual Chairman's Military Advice in the form of annual joint experimentation recommendations and new joint future concepts to be developed.

Endorses USJFCOM's annual Congressional Report on Joint Experimentation Activities prior to submission to Secretary of Defense.

Approves and endorses CCJO and JOCs to the Secretary of Defense for approval.

The Joint Chiefs of Staff

Approve JIC development.

Recommend to the CJCS changes to the CCJO and JOCs.

Convene progress reviews for CCJO and JOCs.

Adjudicate unresolved critical comments from CCJO and JOC comment resolution conferences.

Joint Staff/J-7

Publishes and implements CJCSI 3010.02B, The Joint Operations Concepts Development Process (JOpsC-DP) instruction.

Responsible for the JOpsC family development process.

Sponsors bi-annual JCSG meetings.

Participates as the Executive Secretary in quarterly JCSG meetings.

Consolidates recommendations, conducts formal staffing, and presents recommendations to the Chairman for approval.

Provides oversight and guidance to concept authors during the JOpsC development process.

Assesses draft concepts and concept proposals for consistency with, and supportiveness of, currently approved JOpsC.

Coordinates with concept authors to establish timelines and plans of action.

Supports the administrative functions of formal staffing for organizations without access to the JSAP system.

Provides concept status to FCBs as needed.

Arranges, conducts, and participates in Red Team reviews for JOpsC family writing and revision efforts.

Coordinates with concept authors to conduct Comment Resolution Conferences, as needed.

Coordinates briefings for CCJO, JOCs, and JICs approval.

Manages the JOpsC revision process to ensure proper strategic influence and sequence.

Maintains the JOpsC family archive for all concepts.

Participates in bi-annual 2 Star Executive Council meetings.

Joint Staff/J-8

Responsible for identifying, assessing, and prioritizing joint military capability needs.

Provides oversight on near-term CONOPS that enter the JCIDS process.

Participates in bi-annual JCSG and quarterly JCDE meetings.

Briefs the status of capability developments that may effect JOpsC development at bi-annual JCDE meetings.

Responsible for identifying the appropriate FCB lead for JFC writing, development, and revision.

Coordinates the conduct of CBA on JICs in collaboration with the concept author.

Ensures joint capability solution recommendations are addressed in accordance with references j and k.

Provides a venue for informing the joint concept community on the status of capabilities integration.

Incorporates JOspC into DPS and MSFD development.

Combatant Commands, Services, and Defense Agencies

Submit annual concept proposals to JS / J7 as potential members of the JOpsC family.

Identify and provide venues for JOpsC assessment during development of JCDE CPlan.

Provide results of all experimentation activities to USJFCOM within 30 days of event completion.

Coordinate with USJFCOM for integrating combatant command, Service, and Defense agencies' assessment and experimentation results into required reports.

Participate in bi-annual JCSG and quarterly JCDE conferences.

Participates in bi-annual 2 Star Executive Council meetings.

Lead writing and revision efforts of new joint concepts as assigned.

USJFCOM

Develops the annual JCDE CPlan.

Leads CCJO revision.

Develops the annual Congressional Report on Joint Experimentation Activities for review and endorsement by the CJCS and the Secretary of Defense for The Congress.

Incorporates annual CJCS JE guidance into the JCDE CPlan.

Coordinates the JCDE efforts to support joint interoperability and identify joint experimentation needs.

Conducts joint experimentation to evaluate and inform concepts and leads the development, exploration, and integration of new future warfighting concepts.

Collects joint experimentation results from the JCDE Enterprise community by providing a venue for capturing, viewing and consolidating results and insights from all joint experimentation efforts.

Sponsors the Joint Process Review Team (JPRT) activities.

In coordination with other combatant commanders, integrates combined, multinational, and interagency concepts and capabilities into the JOpsC family.

Leads the writing and revision effort of new concepts as assigned.

Conducts joint experimentation on assigned concepts and assists concept authors in developing their joint experimentation plans.

Collaborates with Joint Staff/J-7 in the revision of CCJO.

Briefs the FCBs, JCB, and JROC on the annual Joint Experimentation Status and Recommendations Report.

Leads the development and revision of the Joint Concept Development and Experimentation Enterprise Process Guide (JCDE EPG).

Develops combined operational warfighting concepts and integrates multi-national and interagency transformation efforts with other combatant commands.

Provides a USJFCOM J8/J9 LNO to participate in the bi-monthly 06 FCB meetings to provide a status on JE activities.

Participates in bi-annual JCSG and quarterly JCDE conferences. Hosts meetings as needed.

Participates in bi-annual 2 Star Executive Council meetings.

Assists in the conduct of LOE and wargames on JOpsC as needed.

The Joint Requirements Oversight Council

Convenes progress reviews and approves JFCs.

Approves JICs.

Assists concept authors in conducting CBA efforts.

Assigns FCB lead and CBA team for JIC development.

Reviews and approves the results of CBA.

FCBs (On behalf of the JROC)

Write, assess, and revise JFCs.

Provide assessment results to the JCDE Enterprise community.

Participate in the bi-annual Joint Combined Concept Development and Experimentation Conferences.

Analyze Joint Experimentation needs during the Chairman's annual Joint Strategic Estimate and Capability Gap Assessment Process.

Recommend new concepts to JCSG.

Develop CBA study plan for JICs in coordination with concept authors.

Inform Joint Staff/J-7 on initiatives that have potential impact on JCDE efforts.

Inform Joint Staff/J-7 and concept authors on JCIDS activities affecting JOpsC development.

Oversee capability-based assessments, as assigned by the JROC, and leverages the expertise of the Services and combatant commands.

Assist in the development of appropriate joint capabilities documents or initial capabilities documents as a result of capability-based assessments and joint experimentation efforts.

Ensure joint capability recommendations are consistent with the JOpsC family and JCAs and supports joint experimentation needs.

Establish CBA criteria that define acceptable standards for JIC writing efforts.

Coordinate joint experimentation on JFCs and JICs with USJFCOM, as necessary.

Concept Authors

Write, assess, and revise assigned joint concepts in collaboration with JCDE Enterprise community.

Participate in bi-annual JCSG meetings.

Participate in Red Team reviews.

Conduct and/or participate in comment resolution conferences.

Coordinate with Joint Staff/J-7 prior to formal staffing of concept documents.

Coordinate joint experimentation and capability-based assessment efforts with FCBs and USJFCOM.

Leverage Service Title 10 games as venues for Joint Experimentation.

Provide concept JE and/or CBA results and recommendations to USJFCOM.

Provide Joint Staff/J-7 with lessons learned after completion of the concept writing or revision phases.

Provide briefings to senior leadership as required.

Coordinate with Joint Staff/J-7 to establish a timeline for concept writing, assessment, and revision.

- a. *Title 10, United States Code, sections 153, 163, 166, 181, and 485
- b. ***Unified Command Plan 2004, 1 March 2005
- c. ****Secretary of Defense, "Interim Guidance for the Development of the Force, FY 2010-2015", December 2007
- d. ****Secretary of Defense, "National Defense Strategy", 2005
- e. +DODI 8260.01 "Support for Strategic Analysis", 11 January 2007
- f. ****Chairman of the Joint Chiefs of Staff, National Military Strategy, 2004
- g. **CJCSI 3010.02B Series, "Joint Concept Development and Experimentation Development Process (JOpsC-DP)"
- h. **CJCSI 3100.01B Series, "Joint Strategic Planning System" (currently in revision)
- i. **CJCSI 3137.01 Series, "The Functional Capabilities Board Process"
- j. **CJCSI 3170.01 Series, "Joint Capabilities Integration and Development System"
- k. **CJCSM 3170.01 Series, "Operation of the Joint Capabilities Integration and Development System"
- l. **CJCSI 5123.01 Series, "Charter of the Joint Requirements Oversight Council"
- m. **CJCSI 5711.01B Series, "Policy on Action Processing"
- n. *****USJFCOM's JCDE Enterprise Process Guide, January 2008
- o. Secretary of Defense memorandum, 31 October 2003, "Initiation of a Joint Capabilities Development Process"
- p. JROCM 137-03 Series, "JROC Administrative Guide"
- q. Principal Deputy Director of Defense Research and Engineering Memorandum, undated, "Underwriting Experimentation Support at Combatant Commands (CoComs)"

* Title 10 is located at http://uscode.house.gov/download/title_10.shtml

+ All DOD Directives and Instructions can be located at
<http://www.dtic.mil/whs/directives/corres/ins1.html>

**All Chairman's Instructions and Manuals can be located at
http://www.dtic.mil/cjcs_directives/index.htm

*** UCP is a classified document. For a copy of this as well as any other classified documentation, please contact your J5 / G5 or equivalent for a copy.

****Defense Strategies. Unclassified Strategy documents can be located at:
<http://www.defenselink.mil/releases/release.aspx?releaseid=8318>

*****EPG is located on USJFCOMs Virtual Operations Center (VOC) at
<https://dcee.je.jfcom.mil/>

ACTD	Advanced Concept Technology Demonstrations
ATD	Advanced Technology Demonstrations
CBA	capabilities-based assessment
CCJO	capstone concept for joint operations
CJCS	Chairman of the Joint Chiefs of Staff
CJCSI	CJCS Instruction
CJCSM	CJCS Memorandum
COCOMS	combatant commands
CONOPS	concept of operations
DART	Defense Adaptive Red Team
DDRE	Director of Defense Research and Engineering
DJS	Director, Joint Staff
DJSM	DJS memorandum
DOTMLPF	doctrine, organization, training, materiel, leadership and education, personnel and facilities
DOD	Department of Defense
DODD	Department of Defense Directive
DODI	Department of Defense Instruction
DPS	defense planning scenario
EPG	Enterprise Process Guide
FCB	Functional Capabilities Board
FYDP	Future Years Defense Program
G/FO	general/flag officer
JCA	joint capability area
JCB	Joint Capabilities Board
JCDE	joint concept development and experimentation
JCS	Joint Chiefs of Staff
JCIDS	Joint Capabilities Integration and Development System
JCSG	Joint Concept Steering Group
JCTD	Joint Capability Technology Demonstrations
JFC	joint functional concept
JIC	joint integrating concept
JOC	joint operating concept
JOpsC	Joint Operations Concepts
JPRT	Joint Process Review Team
JROC	Joint Requirements Oversight Council
JROCM	JROC memorandum
JSAP	Joint Staff Action Process
JSPS	Joint Strategic Planning System
KMDS	knowledge management decision support
NIC	National Intelligence Council
NDS	National Defense Strategy
NMS	National Military Strategy
NSS	National Security Strategy
OpsDepts	Operations Deputies
OSD	Office of the Secretary of Defense
OUSD	Office of the Under Secretary of Defense

ODUSD(AT&L) Office of the Deputy Under Secretary of
Defense for Acquisition, Technology and
Logistics
OUSD(P) Office of the Under Secretary of Defense for
Policy
PPBES planning, programming, budgeting and
execution system
QDR Quadrennial Defense Review
ROMO range of military operations
SecDef Secretary of Defense
USJFCOM US Joint Forces Command
VCJCS Vice Chairman of the Joint Chiefs of Staff
VOC Virtual Operations Center



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