

JOINT STAFF INSTRUCTION

DOM/SJS
DISTRIBUTION: A, B, C, JS-LAN, S

JSI 5711.01C
1 August 2008

ACTION PROCESSING

References: See Enclosure G

1. Purpose. This instruction:

a. Implements the policy document governing the development, staffing, and approval of actions prepared by the Joint Staff as provided in reference c.

b. Describes the process used by Joint Staff action officers to prepare actions supporting the Chairman of the Joint Chiefs of Staff.

2. Cancellation. JSI 5711.01B, 7 October 2005, is canceled.

3. Applicability. This instruction applies to all persons on the Joint Staff involved in action processing.

4. Policy. Joint Staff actions must be developed in a uniform and timely manner, and reflect the best possible military judgments.

5. Responsibilities. See Enclosure A.

6. Procedures. Joint Staff procedures for processing a joint action are provided in this instruction.

7. Summary of Changes

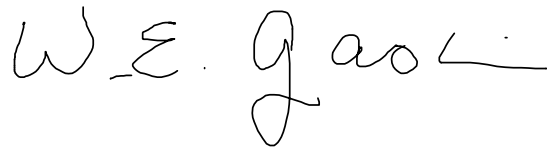
a. Changes priority folder to Red and Green Tags. Replaces "Yellow-Tag" with "Red-Tag."

b. Clarifies the process for requesting extensions for Top 5 Joint Staff Actions.

- c. Replaces "Snowflakes" SF with "Answer Secretary's Note" ASN.
- d. Adds the Chairman's Action Group (CAG).
- e. Revises CJCS/DJS suspense guidance (Appendix A, Enclosure B).

8. Releasability. This directive 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 directive through the Internet from the CJCS Directives Electronic Library at http://www.dtic.mil/cjcs_directives.

9. Effective Date. This instruction is effective immediately.



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Major General, USMC
Vice Director, Joint Staff

Enclosures:

- A -- Responsibilities
- B -- Action Origins, Assignment, and Suspenses
- C -- Coordination Process
- D -- Steps in Processing and Coordinating an Action
- E -- Completed Actions
- F -- Processing DOD Directives, Instructions, and Manuals
- G -- References

DISTRIBUTION

Distribution A, B, C, JS LAN plus the following:

	<u>Copies</u>
Chairman of the Joint Chiefs of Staff.....	1
Vice Chairman of the Joint Chiefs of Staff	2
Assistant to the Chairman of the Joint Chiefs of Staff.....	1
Assistant to the Chairman of the Joint Chiefs of Staff for National Guard Matters and Reserve Matters	1
President, National Defense University	2
Commandant, Armed Forces Staff College	2
Commandant, Army War College.....	2
President, Naval War College	2
President, Air War College	2
President, Marine Corps University	2

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TABLE OF CONTENTS

	Page
ENCLOSURE	
A RESPONSIBILITIES	A-1
Joint Secretariat.....	A-1
Military Secretariats (MilSecs).....	A-2
Joint Staff Action Officer.....	A-2
Top 5 and Directorate Executive Assistants (EAs)	A-4
J-3, Operations Division	A-4
B ACTION ORIGINS, ASSIGNMENT, AND SUSPENSES	B-1
Origins of Actions	B-1
Action Assignment.....	B-1
Actions Division, Joint Secretariat	B-1
Information Management Division, Joint Secretariat.....	B-2
Distribution of SJS Directives	B-3
Responsibilities for Carrying Out Action Assignments	B-3
Suspenses	B-4
Suspense Assignment.....	B-4
Joint Staff Suspense Extension	B-5
OSD Suspense Extension	B-6
Suspense Management.....	B-6
Red Tag Actions.....	B-6
Green Tag Action	B-7
Numbering of Actions	B-7
Action Directives	B-8
Publication of Action Directives	B-8
Numbering of Action Directives.....	B-8
SJS Directive Sample	B-10
Appendix -- CJCS/DJS Suspense Guidance	B-A-1
C COORDINATION PROCESS	C-1
Overview	C-1
General	C-1
Coordination with the Services	C-1
Preliminary Coordination.....	C-1
Final Coordination.....	C-1
Categories of Joint Staff Responses to Request for Coordination	C-2
Recoordination	C-2
Networking.....	C-2
Service Planners and Joint Action Control Offices (JACOs).....	C-2

Coordination with the Combatant Commands	C-3
Coordination with the Defense Agencies	C-3
Consultation and/or Coordination with the Office of the Secretary of Defense	C-4
OSD Coordination on Joint Staff Actions	C-4
Joint Staff Coordination on OSD Actions	C-4
Special Requirements for Deployment Orders	C-4
Coordination with Assistant to the Chairman of the Joint Chiefs of Staff for National Guard and Reserve Matters (NG/RM).....	C-5
Coordination with OCJCS Legal Counsel and Legislative Assistant	C-5
Coordination with the Chairman’s Action Group.....	C-6
Coordination with OCJCS/Public Affairs	C-6
Coordination with J-7 on Doctrine and Terminology	C-6
Coordination with J-8 on Defense Resource Issues	C-6
Coordination with Joint Staff Comptroller, DOM.....	C-6
Coordination with Records Management and Automation Support Branch, IMD, DOM.....	C-6
Coordination with US Element, North American Aerospace Defense Command (USELEMNORAD)	C-6
D STEPS IN PROCESSING AND COORDINATING AN ACTION	D-1
General	D-1
Joint Staff Action Processing	D-1
Preliminary Coordination.....	D-2
Joint Staff Action Officer.....	D-2
Coordinating Action Officer.....	D-3
Action Officer Meetings.....	D-3
Final Coordination.....	D-4
Joint Staff AO.....	D-4
Division Chief.....	D-4
Coordinating Directorate	D-5
Planner-Level Meetings.....	D-5
Actions Division	D-5
Final Package	D-5
Joint Staff AO.....	D-5
Division Chief.....	D-6
Military Secretary	D-6
J-Director or Head of a Supporting Office	D-6
Actions Division	D-7
Director and Vice Director, Joint Staff	D-7
Actions Division	D-8
Chairman and Vice Chairman of the Joint Chiefs of Staff.....	D-8
Actions Division	D-8
Appendix A--Action Process Workflow.....	D-A-1

Appendix B--Matrix of Joint Staff Actions D-B-1

E COMPLETED ACTIONS E-1

 General E-1

 Disposition E-1

 SJS, VDJS, DJS, and Above E-1

 Directorate-Level Completion..... E-1

 Documents with Special Security Requirements E-1

F PROCESSING DOD ISSUANCES..... F-1

 General F-1

 Coordination Procedures F-1

 SJS Tasked F-1

 Service Reoordination on DOD ISSUANCES F-1

 Nonconcurrence F-1

 No Service Response..... F-1

 Implementation Procedures F-2

G REFERENCES G-1

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ENCLOSURE A

RESPONSIBILITIES

1. Joint Secretariat. The Secretary, Joint Staff (SJS), has overall responsibility for management and administration of the action processing system. Specific responsibilities are as follows:

a. Actions Division (AD). AD is the focal point for action processing on the Joint Staff. Its responsibilities are to:

(1) Receive, control, and distribute Chairman of the Joint Chiefs of Staff (CJCS), Vice Chairman of the Joint Chiefs of Staff (VCJCS), Assistant to the Chairman of the Joint Chiefs of Staff (ACJCS), Director, Joint Staff (DJS), and Vice Director, Joint Staff (VDJS), designated as Top 5, correspondence, providing advice on distribution of close-hold messages addressed to the Chairman of the Joint Chiefs of Staff and the Director, Joint Staff.

(2) Task incoming correspondence to the Joint Staff, providing guidance on how best to respond to the action and follow all applicable processing procedures.

(3) Monitor the status of actions and manage suspenses, provide assistance on required suspense extensions, and assist the Military Secretariats (MilSecs) in reassignment of misassigned actions to another directorate.

(4) Exercise discretion using professional judgment, and editorial and analytical skills, in preparing correspondence in final form for Top 5 signature; ensuring professional quality, consistency, and appropriate application of editorial policies and principles.

(5) Provide assistance and administrative guidance to action officers (AOs) in processing and preparing documentation to complete the above actions.

(6) Act as a liaison between the offices of the MilSecs to ensure efficient processing of these actions.

(7) Establish and implement joint action processing policy, procedures, and training.

b. Information Management Division (IMD). IMD is responsible for:

(1) Assigning actions for CJCS and Joint Staff instructions, notices, and manuals; CJCS directives to the combatant commands; freedom of information requests; mandatory declassification reviews; and security reviews.

(2) Providing library, professional research, and information or document retrieval services for CJCS, JCS, or Joint Staff official records and NATO documents.

(3) Monitoring and administering records management policy and procedures.

(4) Monitoring and administering the Joint Staff forms management program.

(5) Processing and coordinating freedom of information and mandatory declassification review requests.

(6) Conducting a systematic declassification review of permanent Joint Staff records 25 years old and older.

(7) Administering the Joint Staff General Accounting Office Department of Defense (Inspector General) audit programs.

2. Military Secretariats. The MilSecs are responsible for:

a. Assigning actions within their directorates, including resolution of misassigned actions. MilSecs work with AD to assist in the reassignment of actions to another Joint Staff directorate or supporting office.

b. Maintaining the status of actions to ensure adequate control and timely submission of replies, including ensuring that Service replies are obtained from only authorized representatives as stated in subparagraph 2b, Enclosure C.

c. Acting as a liaison between the directorate and AD to ensure efficient processing of OCJCS and ODJS actions.

d. Transferring all internally generated directorate actions requiring Top 5 close-out into the SJS actions portion of the Action Tracking System (ATS) prior to forwarding the action folder for CJCS, VCJCS, ACJCS, DJS, VDJS, or SJS approval or signature.

e. Electronically providing AD a copy of the signed implementer for actions tasked by an SJS Directive and signed within their directorate.

f. Coordinating required suspense extensions with AD.

3. Joint Staff Action Officer. The Joint Staff AO is responsible for developing positions and responses that, in many cases, are CJCS positions on national security issues. Actions may vary widely in importance, but all must reflect the best possible military advice or guidance. The AO drafts the joint action and ensures its thorough and proper coordination and completion in a timely

manner. The AO's responsibility for the action continues until a final decision has been made and implementing documents have been dispatched.

a. Coordination. The AO coordinates actions as fully as possible, without permitting the coordination process to cause the action to skirt issues or provide watered-down advice to achieve consensus. Through the coordination process, critical issues can be identified and presented to the leadership for decision. The AO is responsible for ensuring such issues are identified and not lost through vague wording or a compromise on the objective of the action. See Enclosure C for a detailed discussion of the coordination process.

b. Timely Completion. The AO balances the objective of producing "the perfect action" against the need to complete work in a timely manner. The AO is responsible for ensuring the timely completion of actions.

c. Nonconcurrences. The AO should strive to achieve consensus. If unable to do so, unresolved issues should be clearly identified in the JS Form 136, "Joint Staff Action Processing Form" for senior leaders to make timely decisions. See Enclosure C.

d. Close-Hold Implementers. Because of security clearance considerations associated with Sensitive Compartmented Information (SCI), special access, and other close-hold actions, the AO may be required to hand carry the action through the approval process and dispatch the implementer. In such cases, the AO should ensure that the action and responses are administratively recorded in a placeholder JSAP.

e. Document Security. AOs must ensure classified information originated by them in action packages is conspicuously marked with appropriate markings in accordance with established security guidance listed in references b and e, Enclosure G. Per reference e, Enclosure G, documents classified by multiple sources must contain a list that fully identifies those sources. That list will be maintained with the file or record copy (multiple sources are listed on the endnote page of the JS Form 136). If the action's classification is derived from ALL of the references attached to the action, the JS Form 136 may reflect that fact rather than contain a separate list of those references. For example, the JS Form 136 may state: "Multiple Sources: See references."

f. Message Directives. Approved directives, policies, or permanent procedures should not be transmitted via messages. When time sensitivity makes using the message vehicle necessary, the directive, policy, or procedure may be provided via a message, but **WILL BE EFFECTIVE FOR ONLY 90 DAYS**. If the directive, policy, or procedure will be effective for more than 90 days, the originator will prepare the information as a CJCS instruction and forward it for DJS signature under a JS Form 136 before the 90 days have lapsed.

g. Contractor-Written Documents. AOs ensure that contractor-written documents are prepared in accordance with accepted format and style (references b, d, and g, Enclosure G). AD editors are available to assist the AO and contractor during the early stages of the document's development. Early consultation can prevent rewriting and reformatting the document later.

4. Top 5 and Directorate Executive Assistants (EAs). The Joint Staff EAs are responsible for communicating positions and responses for their principals on national security issues. The EAs act as liaisons for the senior leaders they represent, provide clarifying or amplifying guidance to action officers working joint actions, and help ensure correctly prepared, complete, and timely responses.

a. Business Process. EAs facilitate standard adherence as well as continuous improvement of the process by surfacing leader preferences to the appropriate responsible process owner. Formal and informal processes are required to be captured, understood, and communicated to the staff.

b. Timely Completion. The EA plays an important role in ensuring the timely completion of actions. Unresolved issues should be clearly identified in JS Form 136 for the principal to make a decision.

5. J-3, Operations Division. The primary emphasis in this division is to support operations planning and decision making with operations security (OPSEC) planning and military deception policy. OPSEC vulnerabilities must be considered by all functional elements when preparing plans, policies, doctrine, and joint tactics, techniques, and procedures; when developing systems; and when prescribing logistic and administrative practices. This division can provide assistance on practical applications of OPSEC and military deception during the preparation of Joint Staff actions.

ENCLOSURE B

ACTION ORIGINS, ASSIGNMENT, AND SUSPENSES

1. Origins of Actions. Many actions originate external to the Joint Staff, such as from the President, members of Congress, the Assistant to the President for National Security Affairs (NSA), the Secretary of Defense (SecDef), Service Chiefs, combatant commanders (CCDRs), or Directors of Defense agencies. Within the Joint Staff, sources of actions are the Chairman and Vice Chairman of the Joint Chiefs of Staff; the Assistant to the Chairman; the Director and Vice Director, Joint Staff; the Secretary, Joint Staff; and the directors of Joint Staff directorates. NSC actions involve special considerations (see reference e, Enclosure G).

2. Action Assignment

a. Actions Division, Joint Secretariat. Action assignments to the Joint Staff that have Top 5 equity are initially made by the AD, after receipt from the originating activity. (See Appendix A to Enclosure B, page B-A-1.)

(1) Memorandums, Letters, Notes, etc. Documents addressed to the Chairman and Vice Chairman of the Joint Chiefs of Staff; the Assistant to the Chairman; the Director and Vice Director, Joint Staff; or the Secretary, Joint Staff, requiring action are received by AD, assigned a suspense date, referred to the appropriate directorate, and distributed to other directorates and agencies as appropriate. Usually, the originating document triggering the tasking is published as an SJS directive. Actions are generated and referred as follows:

(a) CJCS or VCJCS Reply/Approval. These actions require preparation of correspondence for CJCS or VCJCS signature or recommendations for CJCS or VCJCS coordination on the originator's proposed correspondence. Responses to these actions should be forwarded to the Chairman or Vice Chairman of the Joint Chiefs of Staff through the Director, Joint Staff, via JS Form 136. (Format for a JS Form 136 is in reference d, Enclosure G.)

(b) DJS or VDJS Reply/Approval. These actions require preparation of correspondence for DJS or VDJS signature or recommendations for DJS or VDJS coordination on the originator's proposed correspondence. Responses to these actions should be forwarded to the Director or Vice Director, Joint Staff, via JS Form 136.

(c) Direct Reply. These actions require a reply, but the action directorate may respond directly to the agency that generated the action. A copy of the reply is provided to AD. The AO is responsible for ensuring a copy of the response is electronically scanned into the folder before forwarding to AD.

(d) Appropriate Action (AA). Action is required; however, the type of action (which could range from providing a telephonic response to establishing CJCS policy) is at the discretion of the action directorate. The tasking document may provide further explanation of what action is required. All taskings for AA are assigned a suspense date.

(e) Joint Operation Planning and Execution System (JOPES). Operation Plans (OPLANs) and Operation Plans in Concept Format (CONPLANs) being reviewed under JOPES are referred to the Joint Staff lead directorates via SJS directives. The directive requests that the Services provide comments on the subject plan within 30 days. The lead directorate then has an additional 30 days to incorporate the Service comments and obtain final coordination.

(f) Referral in Connection With (CW). These actions are directly related to another ongoing action (either an SJS or a J-directorate action) and are not assigned a suspense date. A separate answer for these actions is generally not expected; the final answer to the ongoing action will normally complete the "CW" action as well.

(g) Circulated for Information (CI). No action is expected on the document being circulated, and no suspense date is assigned.

(2) Messages

(a) An SJS tasking directs, consistent with addressee guidance, staff action to respond to messages addressed to the Chairman or Vice Chairman of the Joint Chiefs of Staff; the Assistant to the Chairman; the Director or Vice Director, Joint Staff, or on messages determined by the Chairman of the Joint Chiefs of Staff or Director, Joint Staff, to require a response at those levels.

(b) All Automated Message Handling System (AMHS)-generated messages are routed by the Joint Staff Network Operations Center (JSNOC) to the appropriate Joint Staff directorates for action and information. The directorate assigned for action will initiate internal tasking if the AMHS message requires action.

b. Information Management Division (IMD), Joint Secretariat. IMD tasks, monitors, and manages Joint Staff instructions, manuals and notices; directives and reports; freedom of information requests; mandatory declassification reviews; and security reviews.

3. Distribution of SJS Directives. The distribution codes used for SJS directives are as follows:

<u>Type</u>	<u>Used For</u>
A	Services

- B Services
- C Combatant Commands
- S OSD distribution is required. CJCS is included in the S code for paper copy distribution.

NOTE: Additional distribution may be added. J-code distribution now referred to as JS LAN is electronic only with the exception of the Chairman of the Joint Chiefs of Staff. Include the Chairman for hard copy distribution in the S code listing. The J-code was discontinued per JS Notice 5300 in February 2008. External distribution (paper copies) is made through Joint Staff Support Services printing and distribution.

4. Responsibilities for Carrying Out Action Assignments. AD and IMD are responsible for Joint Staff action assignment and management. Once an action is assigned, the directorate tasked is responsible for the action until completion, withdrawal, or transferral to AD or IMD. Joint Staff directorates may appeal AD or IMD assignments to the Chief, AD, or SJS and, ultimately, the Vice Director, Joint Staff. Responsibility for the action remains with the J-Directorate until the action is reassigned. Internal procedures for assigning and controlling actions are directorate prerogatives but should conform to the following principles:

a. As a matter of policy, all formal taskings or requests for Joint Staff action should be addressed to the Chairman of the Joint Chiefs of Staff or Director, Joint Staff. If Joint Staff directorates receive requests for action directly from outside agencies that must be considered by the Chairman or Vice Chairman of the Joint Chiefs of Staff; the Assistant to the Chairman; or the Director or Vice Director, Joint Staff, these requests should be referred to AD for DJS review and determination of appropriate action.

b. The MilSec will work with AD or IMD, as appropriate, on assignment or reassignment of actions.

(1) If the tasked directorate disagrees with the assignment, it will attempt to identify a more suitable directorate for assignment of the action within 24 hours.

(2) Assignment and Control Branch (ACB) within AD and affected and prospective directorates will coordinate to determine an agreeable assignment. If unsuccessful, the case will be sequentially presented to the appropriate level for resolution (Chief, AD; SJS; and Vice Director, Joint Staff).

(3) The Vice Director, Joint Staff, will be the final adjusting authority.

c. The division chief will review actions assigned by the MilSec to ensure the action is within the division's area of responsibility. If an assigned action is outside the expertise of a division, the division chief works with the MilSec to secure relief. Division chiefs assign actions to AOs and consider AO requests for relief from actions.

5. Suspenses. Suspense dates are assigned to actions to ensure a timely response. Internal suspenses are those assigned inside the Joint Staff; external suspenses are those requested of the Joint Staff by the originator. (See the chart in Appendix A, Enclosure B, page B-A-1).

a. Suspense Assignment. ACB assigns suspenses as follows:

(1) Actions with external suspense dates (page B-A-1, Block III)

(a) Actions requiring reply by the J-Director will be assigned an SJS suspense date that is the same as the originator's suspense date.

(b) Actions requiring CJCS or DJS reply with external suspense dates will be assigned a SJS suspense as depicted in Appendix to Enclosure B (page B-A-1).

(c) If the incoming correspondence does not allow a suspense of at least 7-10 working days and lacks reasonable justification for a shorter suspense, ACB will discuss a suspense extension with the originating agency. Discussion will be held in parallel with the assignment of the action to the appropriate directorate. The J-Directorate is responsible for obtaining additional extensions from the originating activity.

(2) Actions without external suspense dates (page B-A-1, Blocks I-II)

(a) For actions requiring reply by the Chairman of the Joint Chiefs of Staff to members of the Cabinet (includes Secretary of Defense and Deputy Secretary of Defense) and Congress, combatant commands, Chiefs of the Services, and chiefs of defense (CHODs) are referred to as 5C actions and will be assigned the following suspense days as outlined at appendix to Enclosure B (B-A-1). If the action cannot be completed by the suspense date, an interim reply will be generated within 7 days of assigned action, and sent to the originating activity.

(b) Combatant command memorandums to the Secretary or Deputy Secretary of Defense through the Chairman of the Joint Chiefs of Staff will be assigned suspenses of 7 working days or as directed by OCJCS/DJS EAs. These memorandums are tasked to the appropriate J-Directorates for review and recommendation as to whether the Chairman of the Joint Chiefs of Staff should initial and forward the memorandum to the Secretary or Deputy Secretary of Defense. If the J-Directorate determines that it is not appropriate

to forward the memorandum, an extension may be requested (no more than 10 working days) to allow time to prepare a memorandum for the Chairman of the Joint Chiefs of Staff to send back to the originating combatant commander.

(c) Condolence letters will be assigned suspenses of 4 working days.

(d) Requests for information from the Chairman and Vice Chairman of the Joint Chiefs of Staff and the Director and the Vice Director, Joint Staff, will be assigned suspenses of 4 working days or as directed by OCJCS or ODJS EA.

(e) Actions from Under and Assistant Secretaries of Defense, other OSD offices, and members of Congress (except those addressed to the Chairman and Vice Chairman of the Joint Chiefs of Staff) will be assigned suspenses of 10-15 working days unless specifically coordinated with ACB/SJS and reviewed by SJS and/or ODJS EA if necessary.

(f) Actions from the Service Chiefs and combatant commanders (except those addressed to CJCS and VCJCS) and Directors of Defense agencies will be assigned suspenses of 10-15 working days.

(g) Official correspondence addressed to the Top 5 will be assigned suspenses of 10-15 working days or as determined by OCJCS/ODJS EA.

(h) Personal For and Eyes Only messages will be assigned suspenses of 7 working days. If a final answer is not possible in 7 days, an interim reply will be generated within 4 days, and a new suspense will be determined for the final reply.

(3) ODJS EA establishes the Chairman Action Response Tracker (CART) suspense dates. All extension requests are approved by OCJCS or ODJS EAs. For all other actions involving normal staffing, action assigners are authorized to extend if extensive study, staff work, or coordination appear inherent in the action.

b. Joint Staff Suspense Extension. Suspense extension requests should have detailed justification and reflects a realistic estimate of additional time required to complete the action. Extension requests are submitted to ACB through the action folder. Justification information must be included.

(1) External Suspense. The originator of an external suspense must be contacted prior to submitting extension request to ACB and include the name and date of originator approving extension.

(2) Joint Staff Suspense. Submit suspense extension to ACB via the extension request feature in the JSAP to the appropriate Joint Staff office for

approval. Upon extension approval or rejection, MilSec, and AO will be notified automatically via e-mail.

c. OSD Suspense Extension. The Correspondence Control Office for the Secretary and Deputy Secretary of Defense task actions to the Joint Staff under a Secretary of Defense Correspondence Routing Slip. Those actions requiring SecDef or DepSecDef reply must have an interim response if the original suspense cannot be met. Extensions may be requested using the Secretary of Defense (SD) Form 391. The J-Directorate is responsible for providing the justification and the proposed new suspense date for the SD Form 391 to AD/ACB for processing. If the action was referred for component head signature, the request must be forwarded to ODJS through AD/ACB for signature.

d. Suspense Management. AD/ACB is responsible for monitoring suspense dates and preparation of the DJS Action Response Tracking (DART) on CJCS, VCJCS, ACJCS, DJS, VDJS, and SJS actions. These actions will be entered into ATS and suspenses assigned accordingly. The action assigners will monitor ATS continuously to determine the status of actions due, respond to requests for suspense changes, record completion of actions, and assist with any projected problems.

(1) The DART is a 4-week snapshot of Red Tag actions that is updated on Wednesdays and Fridays at 1200 for DJS review. Directorate EAs are responsible for reviewing the DART, updating the DJS interest items, and requesting applicable extensions prior 1200.

(2) On a daily basis, MilSecs must ensure the current status of each action due is recorded in ATS by 1500 daily, to best support Top 5 awareness of actions.

(3) Suspense extensions must be requested and approved no later than 1530 on the day of the SJS suspense.

(4) All actions are due to AD at 1500 on the suspense date unless a different time (e.g., 1000) is specified in the tasking.

e. Red Tag Actions. A Red Tag action is defined as a top priority JSAP. It requires a priority focus and a systematic response to generate a timely, accurate staff product. The designation as Red indicates an action that is by nature high-risk/high-interest based on factors such as subject matter, timeline, level of originator, or sensitivity. In addition, key Joint Staff leaders may evaluate an action as Red and designate it accordingly. The following Joint Staff leaders may designate an action as Red: Director and Vice Director, Joint Staff; J-Director, Vice J-Director, and Secretary, Joint Staff (to include the Chief, AD).

(1) Red Tag actions include:

(a) Actions from the Secretary of Defense or Deputy Secretary of Defense that require an immediate response and OSD Stoplight (SL) actions.

(b) Actions from an outside originator (e.g., OSD, DOS, NSC, NATO) with an event driven suspense that must be signed by one of the Top 5.

(c) Actions for the Top 5 requiring a same-day, urgent or expedited response.

(d) Deployment, Execute, Alert, Plan, and Prepare to Deploy Orders that are within 10 working days prior to execution or combat commanders' priority.

(e) 5C actions requiring CJCS or VCJCS immediate response. 5C actions include: Cabinet members; Congress; Service Chiefs; combatant commanders (correspondence to the Chairman or through the Chairman to the Secretary of Defense); and foreign chiefs of defense (CHODs).

(f) Condolence letters from the CJCS.

(g) As directed by the Director and Vice Director, Joint Staff; J-Director, Vice J-Director, and Secretary, Joint Staff.

(2) All Red Tag actions must be forwarded to AD, Joint Secretariat, by 1500 on the suspense date unless a different time (e.g., 1000) is specified in the tasking guidance. Red Tag actions originating from the directorates require J-Director or Vice J-Director approval to be designated in this priority status. If a Red Tag action is not going to make the 1500 suspense, a front office directorate EA will provide a note in the JSAP folder explaining the reason for the delay and provide a courtesy call or e-mail to the Chief, Editorial & Action Processing Branch (EAPB) in AD by 1500. Red Tag actions not meeting correct standards of complete and thorough preparation or arriving after the 1500 suspense without explanation will be returned to the J-Directorate MilSec.

(3) The AO or his/her representative must remain an active participant in the Red Tag process (for actions due or overdue that day) to answer questions and deliver the approval, if necessary, since these actions are not considered complete until signed by the Top 5 and delivered to the originating task activity.

(4) AOs are not required to remain on station when a Red Tag action is turned in early; e.g., 1 or 2 days prior to the SJS or external suspense date. However, if the action has not been received in SJS on the SJS suspense date, the AO will remain on duty to continue working the action and/or respond to

issues or questions that may arise until released by the ODJS EAs. This duty schedule and release authority will remain in effect until the action is completed. If for whatever reason the AO is unavailable, his/her representative will continue to work the action and be accountable to the ODJS EAs until the action is completed. In special cases, or as directed, release authority will be retained by the Vice Director, Joint Staff. Additionally, in these situations the Vice Director, Joint Staff may specifically direct by name or position those individuals to remain on duty.

(5) A Red Tag status is accessible through the ATS query process.

(6) Some Red Tag actions carry short suspenses. An interim response is required if the suspense cannot be met.

f. Green Tag Actions: Green Tag actions are routine correspondence addressed to the Top 5.

6. Numbering of Actions

a. All actions referred by AD/ACB and IMD/Records Management and Automation Support (RMAS) are assigned an SJS directive number (e.g., SJS 05-00005).

b. Actions originating within the directorates and not tasked by AD will be assigned a J-Directorate directive number (e.g., J-5A 00005-05).

7. Action Directives

a. Publication of Action Directives. If an assigned action requires Service, combatant command, Joint Staff, and/or Defense agency coordination, the AO may prepare an action directive (reference b) for the directorate's MilSec or authorized individual to publish. This alerts the addressees the action is under way; informs them who within the action directorate or office has been assigned the action; and requests coordination, collaboration or support at the AO level (including names and telephone numbers of coordinating or collaborating AOs). A message is sent to combatant command points of contact (POCs) when coordination is requested from the combatant commanders. See Enclosure C for additional information on interaction with the combatant commands. See sample of an action directive on page B-10.

(1) Directive Changes. A change to an action directive is made by publishing a new directive superseding the previous one.

(2) Effective Term of Directives. An action directive is effective until the action is completed.

(3) Cancellation. The action directorate publishes a change to an action directive if the action has been completed or canceled in a way not apparent to the directive's holders. This change cancels the directive and briefly explains the reason for cancellation.

(4) Informal Request Instead of an Action Directive

(a) When time limitations preclude the use of an action directive, requests for expedited coordination or collaboration may be made by telephone or in person among Joint Staff EAs/AOs or the MilSecs of the directorates concerned. The requesting directorate must immediately provide addressees copies of documents, messages, papers, etc., pertinent to the request but not readily available.

(b) The action directorate need not publish an action directive when the AOs are known or when requesting coordination on internal Joint Staff matters.

b. Numbering of Action Directives. Action directives will be identified with the action to which they refer; e.g., SJS 05-00005/D.

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APPENDIX A TO ENCLOSURE B

SAMPLE

SJS 08-0000

30 June 2008

DISTRIBUTION J-1, J-4,
OCJCS/LA, OCJCS/LC,
OCJCS/PA

SECRETARY, JOINT STAFF DIRECTIVE

on

ACTION PROCESSING COVER LETTER

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1. The attached is referred to J-1 for CJCS Reply. Initial review indicates collaboration/coordination with J-4, OCJCS/LA, OCJCS/LC and OCJCS/PA is appropriate.

2. Confirm OSD coordination requirements. At a minimum, ensure complete coordination on actions for SecDef or DepSecDef, and White House NSC/HSC. Use either an Action or Info Memorandum to forward materials to the SecDef or DepSecDef. Obtain coordination from the Head of the appropriate DOD Components or, in their absence, the Principal Deputy.

3. Additionally, the Action Officer will review relevant material and consult the Action Tracking System and Joint Staff Archive research and tracking tools to determine what other offices, organizations, and/or commands should coordinate/collaborate. Action packages will be screened for comprehensive collaboration/coordination by office/directorate leadership.

4. The suspense for this action is 4 July 2010, unless an extension is coordinated with the Secretary, Joint Staff.

Joint Secretariat

SAMPLE

B-A-1

Appendix A
Enclosure B

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APPENDIX B TO ENCLOSURE B
CJCS/DJS SUSPENSE GUIDANCE

RED TAG SUSPENSE (BLK I)	
Originator	SJS Suspense* (I-DTR)
SecDef/DepSecDef RIR	1 or 2 Days
Stoplight (incl SecDef Notes)	TBD
NEC or other White House tasks	TBD
Top-5 Expedite Actions/Same Day	1 or 2 Days
5C RIR (CJCS/VCJCS)	1 or 2 Days
External Agency/Event Driven	TBD
Prep/Deployment/Execute/ Alert Orders w/in 10 days	TBD
Cabinet Members/Congress to CJCS/VCJCS	7 Days
Combatant Commander to CJCS or thru CJCS to SecDef	7 Days
Service Chiefs	7 Days
Foreign CIODs	7 Days
Condolence Letters	4 Days
Per DJS/VDJS/J-Dir/Vice J-Dir/SJS	4 Days

WITHOUT EXTERNAL SUSPENSE (BLK II)	
Congressional/USD/ASD	10-15 Days
Combatant Command/ Chief/Defense Agency	10-15 Days
CJCS/Other Top 5 Correspondence	10-15 Days
F-4/Eyes Only	7 Days

EXTERNAL SUSPENSE (BLK III)	
External Suspense	SJS Suspense*
0-6 Days (CJCS/DJS Reply)	Same as Originator
7-14 Days (CJCS/DJS Reply)	Approx 1 Day prior 50% (see remarks in #5)
15 or More Days (CJCS/DJS Reply)	Approx 2 Days prior 50% (see remarks in #5)
Originator's Suspense (Direct Reply/AA)	Same as Originator

- (1) * Denotes Working Days
- (2) RIR -- Requires Immediate Response
- (3) TBD -- To Be Determined based on specific guidance for this action
- (3) All actions are due to EAPB/SJS by 1500 on SJS suspense or will be considered overdue
- (4) AO is responsible for obtaining originator's extension and relaying information to ACB/SJS
- (5) Actions w/ external suspense will be suspended by ACB/SJS with the goal of providing the tasked Joint Staff organization with 50% of the available processing time.

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ENCLOSURE C

COORDINATION PROCESS

1. Overview

a. General. Coordination gives affected organizations an opportunity to contribute to and comment on joint actions. Early involvement of all concerned organizations is crucial to complete development of an issue. The properly coordinated action considers the full range of options on the issue and presents all relevant facts. The extent of coordination depends on the nature of the action. Joint Staff Directorates and supporting offices are especially encouraged to coordinate and maintain active liaison with OSD, the Services, and the combatant commands.

b. Coordination with the Services. Service perspectives on issues are needed so that the Chairman of the Joint Chiefs of Staff can provide the best military advice possible. Additionally, although the Chairman is the principal military adviser, the Service Chiefs and Vice Chairman of the Joint Chiefs of Staff, as the other members of the Joint Chiefs of Staff, are also military advisers to the President, NSC, and Secretary of Defense. In this capacity, they may choose to submit views that differ from or add to those of the Chairman. Coordination with the Services gives the other members of the Joint Chiefs of Staff an opportunity to fulfill their statutory role and ensures that the Chairman is made aware of those views. The following actions always require Service coordination:

(1) All actions that provide military advice to the President, NSC, or the Secretary of Defense.

(2) OSD requests for coordination of DOD directives, instructions, and manuals, when Service equity is involved.

(3) Actions that impact on Services' plans or policies or on which they have requested the opportunity to coordinate; for example, all deployment, warning, planning, deployment preparation, and execute orders.

(4) Actions that have corporate JCS or Service Chief interest.

c. Preliminary Coordination. At this stage, AO-level input is sought to identify issues and strengthen the action. A transmittal memorandum (reference b) is used to convey actions for coordination.

d. Final Coordination. At this stage of coordination, concurrence or nonconcurrence is requested from the Service planner level and at the O-6 level from other organizations. The action is usually sent to activities that provided the preliminary coordination. A copy may be provided to AD/EAPB for

“pre-editing” (early editing) purposes (Top 5 actions only) if the AO requires assistance prior to sending the action for final processing. However, most of the processing questions are easily resolved during final coordination.

e. Categories of Joint Staff Responses to Requests for Coordination. The Joint Staff responds to requests for coordination in three basic ways:

(1) Concur. Concur means there are no unresolved substantive or critical issues.

(2) Nonconcur. Nonconcurrences must be accompanied by specific recommended changes and supporting rationale, when appropriate. Suggested changes may also be provided with a nonconcurrency; however, they must be clearly distinguished from issues on which a nonconcurrency is based. All nonconcurrences require a general/flag officer (G/FO)-level chop or equivalent from that organization.

(3) Concur in suggested changes that do not form the basis for a nonconcurrency.

f. Recoordination. Substantive changes accepted by the Joint Staff following final coordination must be reordinated. Generally, any change necessary to accommodate the nonconcurring view of one organization will be substantive and require coordination with all concerned. All CJCS and Joint Staff instructions, manuals, or notices that contain coordination more than 6 months old must be reordinated.

g. Networking. Coordination is also accomplished through the system of networking. Joint Staff AOs generally inherit POCs from their predecessor. If this does not happen, the AO may circulate an action directive to coordinating agencies. (See sample directive and instructions in reference b.) However, a personally built network provides better results.

2. Service Planners and Joint Actions Control Offices (JACOs)

a. Service planners through the Service JACOs secure the organization’s approval at whatever level is appropriate. Thus, when final coordination has been requested, concurrence, nonconcurrency, or suggested comments received on an action are considered the final views of the head of the organization.

b. Service planners represent their respective Service Chief, Operations Deputy (OpsDep), and Deputy Operations Deputy (DepOpsDep) on joint matters. They are the first line of authority on the Service staff for Joint Staff actions. Service planners assist in the formulation, coordination, and communication of the Service position. A Service position, when required on a

joint action, may be rendered only by the Service planner, DepOpsDep, OpsDep or Service Chief.

c. Service JACOs are the administrative POCs between the Joint Staff and the Services. JACOs are responsible for receiving all joint actions, determining the Service action required, assigning the action to the appropriate Service office, and ensuring it is completed by the suspense date. The JACOs work closely with Service planners in support of the planner's role of obtaining final Service coordination on joint actions.

3. Coordination with the Combatant Commands

a. Frequently, joint actions require coordination with the combatant commands. The same general procedures apply in working with these commands as with the Services. Refer to reference b for specific instructions.

b. The Joint Staff may establish working groups, solicit comments, etc., outside the normal action processing procedures. In these cases, requests to combatant commands may be sent to the appropriate combatant command staff offices.

c. Actions involving the development, revision, or change of joint publications are coordinated with the combatant commands.

d. Actions involving the JS Form 136 process should be announced to the combatant commands by the most expeditious method; e.g., message, fax, phone call.

4. Coordination with the Defense Agencies. When a Defense agency has an interest in an action, it will be included in the coordination process as an addressee on the transmittal memorandum. The same procedures will be used for staffing and issue resolution as with the Services and combatant commands. If the Joint Staff has a requirement to establish working groups, solicit comments, etc., outside the normal action processing procedures, requests to Defense agencies may be sent to the functional proponent of that agency.

5. Consultation and/or Coordination with the Office of the Secretary of Defense

a. OSD Coordination on Joint Staff Actions

(1) When working Joint Staff actions, AOs should avail themselves of all resources, including those in OSD. The views and special skills of people in those offices can contribute greatly to a completely staffed action.

(2) The two levels of coordination (preliminary and final) are not as distinctive in OSD as on the Joint Staff. The OSD POC may choose to coordinate on the action or elevate it to higher authority. The Joint Staff accepts the coordination at the level provided by OSD, except as directed in subparagraph (4) below.

(3) Coordination with OSD should be requested when OSD has a particular interest in the issue or when OSD has requested the Joint Staff coordinate with OSD.

(4) When the Joint Staff is tasked by OSD to prepare a reply for SecDef or DepSecDef signature and is directed to coordinate with offices within OSD, the coordination must be at the Head of Component or Principal Deputy level. This guidance also applies when the Joint Staff is tasked for comments or recommendations for the Secretary or Deputy Secretary of Defense.

b. Joint Staff Coordination on OSD Actions

(1) Joint Staff AOs and division chiefs provide preliminary coordination on OSD actions.

(2) DJS or higher-level authority provides final coordination on OSD actions on behalf of the Chairman of the Joint Chiefs of Staff, except when authority has been formally delegated to the J-Directors.

(3) Actions originated in OSD will be reconciled with the Joint Staff on a recurring basis to ensure consistency between organizations.

6. Special Requirements for Deployment Orders

a. In accordance with guidance from the Special Assistant to the Secretary and Deputy Secretary of Defense, deployment orders presented to the Secretary of Defense for approval must contain a legal certification. Joint Staff Form 136 will contain the following statement:

“The Legal Counsel or designated Deputy Legal Counsel to the Chairman of the Joint Chiefs of Staff has reviewed this deployment order and certifies that it complies with applicable law. It (does)(does not) present significant legal issues requiring review by the Department of Defense General Counsel. This order (does)(does not) require consultation or reporting consistent with the War Powers Resolution.” OCJCS/LC _____(Legal Counsel’s initials)
_____(DOD/GC initials)

NOTE: The determination of whether significant legal issues are raised requiring DOD General Counsel review or whether War Powers Resolution consultation or reporting is required will be made by Legal Counsel or designated Deputy Legal Counsel.

b. Amendments to deployment orders may also require the above legal certification. Legal Counsel will be consulted to determine if such a certification is required.

c. The Legal Counsel's or designated Deputy Legal Counsel's initials must appear on the original Joint Staff Form 136 presented to the Chairman of the Joint Chiefs of Staff and the Secretary of Defense.

7. Coordination with Assistant to the Chairman of the Joint Chiefs of Staff for National Guard and Reserve Matters (NG/RM). ACJCS NG/RM is responsible for providing the Chairman of the Joint Chiefs of Staff with information, advice, and counsel on matters concerning the Army and Air National Guard and of the Army, Navy, Air Force, Marine Corps, and Coast Guard Reserves. It is also responsible for enhancing and facilitating Reserve Component (RC) utilization. Any actions that could affect these responsibilities or any issues that could impact the RC must be coordinated through ACJCS NG/RM.

8. Coordination with OCJCS Legal Counsel and Legislative Assistant

a. Legal Counsel (LC). OCJCS/LC is responsible for ensuring that CJCS statutory responsibilities are complied with and that Joint Staff actions comply with applicable law. Actions that could affect those responsibilities are coordinated through LC. All actions with legal implications, statutory matters, coordination of DOD directives, deployment of forces, rules of engagement, and DOS cables, and all actions destined for Top 5 signature require LC chop.

b. Legislative Assistant (LA). OCJCS/LA is responsible for providing advice and support on all congressional issues and legislation to the Chairman and Vice Chairman of the Joint Chiefs of Staff, the Assistant to the Chairman, the Joint Staff, and the combatant commanders. LA coordination is required on all congressional testimony, inquiries, congressional reports, and all actions having legislative implications, such as deployment orders, rules of engagement, command and control authority, and program management funding.

9. Coordination with the Chairman's Action Group (CAG). The CAG is responsible for providing independent and alternative recommendations to the Chairman of the Joint Chiefs of Staff; articulates the CJCS vision through CJCS statements and policy documents; and oversees the CJCS's engagement strategy to ensure the Chairman is advocating on his priorities in his interactions with leaders from the DOD, U.S. government and other nations.

10. Coordination with OCJCS/Public Affairs (PA). OCJCS/PA is the POC for all actions dealing with the media and is responsible for providing advice and support on all matters dealing with the press and public speaking venues to the Chairman and Vice Chairman and when applicable to the Assistant to the

Chairman of the Joint Chiefs of Staff; the Director and Vice Director, Joint Staff and J-Directors of Joint Staff Directorates. PA coordination is required on all actions relating to speaking venues for the Chairman and Vice Chairman, all issue papers and correspondence that have high media and public interest, deployment orders, congressional inquiries and correspondence, CJCS and VCJCS public statements, and the Joint Staff Web site.

11. Coordination with Joint Staff/J-7 on Doctrine and Terminology. Joint Staff documents containing doctrine, issues concerning doctrine, or terminology will be coordinated with the Joint Doctrine Division (J-7) to ensure conformity. J-7 must be notified of any terminology approved for Joint Publication 1-02, "Department of Defense Dictionary of Military and Associated Terms."

12. Coordination with Joint Staff/J-8 on Defense Resource Issues. The Director, J-8, is responsible for providing force structure, and budget and program analysis advice to the Chairman and Vice Chairman of the Joint Chiefs of Staff and the combatant commanders. Force structure issues should be referred to the Forces Division. All actions concerning programming and budget analysis assessment, cost and budget tradeoff analysis, congressional matters affecting resource allocations, and funding for contingency operations will be coordinated with the Program and Budget Analysis Division, J-8.

13. Coordination with Joint Staff Comptroller, DOM. The comptroller provides budget advice to the Chairman and Vice Chairman of the Joint Chiefs of Staff, the Assistant to the Chairman, members of the Joint Staff, and combatant commanders. Accordingly, the Joint Staff Comptroller should coordinate on all fiscal, funding, and contracting issues involving Joint Staff budget programs.

14. Coordination with Records Management and Automation Support Branch, IMD, DOM. All CJCS and Joint Staff instructions, manuals, and notices will be coordinated with the Records Management and Automation Support Branch, IMD, Joint Secretariat.

15. Coordination with U.S. Element, North American Aerospace Defense Command (USELEMNORAD). NORAD is a bi-national command composed of the Military Services of Canada and the United States, and is a separate and distinct command from USSTRATCOM and USNORTHCOM. USELEMNORAD, an entity within NORAD, handles U.S. issues and has been given combatant command authority by the President. Whenever issues warrant coordination with USELEMNORAD, it must be included on the distribution list. For example, USELEMNORAD should be included as an addressee whenever the combatant commands, as a group, either action or info, are addressees on operational issues. Coordination with USELEMNORAD may be sent via message to HQ USELEMNORAD. The USNORTHCOM Command Liaison Office is available to clarify any NORAD coordination concerns.

ENCLOSURE D

STEPS IN PROCESSING AND COORDINATING AN ACTION

1. General. No one set of processing procedures can apply to all actions. Listed below are the typical steps in processing and coordinating an action. (See matrix in Appendix A for additional information.)

2. Joint Staff Action Processing

a. The preferred method for coordinating actions within the Joint Staff is the JSAP electronic folder system Coordination/Copy To, which provides fast delivery of copies of the action simultaneously to various recipients.

b. The JSAP electronic folder system is cleared for information classified up to the TOP SECRET level. NATO SECRET, NATO CONFIDENTIAL, NATO RESTRICTED, NATO SECRET ATOMAL, and NATO CONFIDENTIAL ATOMAL. Restricted Data, and Formerly Restricted Data can be included in the JSAP folder, but cannot be archived in the Electronic Filing System (EFS). NATO RESTRICTED, NATO CONFIDENTIAL, and NATO SECRET may be sent to locations on the SIPRNET that have been approved for NATO processing as validated on the NATO Central United States Registry (CUSR) Web site, www.cusr.army.mil. Personal For and Eyes Only messages can be included in the JSAP folder but cannot be archived in the EFS. The following information classifications and/or materials may not be placed in the JSAP folder for security reasons:

- (1) COSMIC TOP SECRET ATOMAL, COSMIC TOP SECRET
- (2) DOS sensitive material (e.g., EXDIS, LIMDIS, NODIS)
- (3) NSC (Presidential Decision/Review memorandums)
- (4) NC-2 (formerly SIOP-ESI).
- (5) Special Access Programs (SAP) and/or code word material
- (6) SCI (all compartments).
- (7) Alternative Compensatory Control Measure (ACCM) (i.e., Focal Point)
- (8) Critical Nuclear Weapon Design Information (CNWDI)
- (9) Unclassified Sensitive information protected under the Privacy Act (e.g., personnel information or issues).

3. Preliminary Coordination

a. Joint Staff Action Officer

(1) When assigned an action, the AO determines the nature of the action required, the requirement for coordination and the feasibility of completing the action by the assigned suspense date. Actions must be completed in the time allotted; however, if the action is especially complex or unusual, the AO may request a suspense extension using the procedures described in Enclosure B.

(2) After the initial analysis is complete, the AO should establish the network of AOs needed to develop and coordinate the action. An Action Directive to appropriate Services and Defense agencies and/or a message, fax, or phone call to the appropriate combatant command POCs are used for this purpose. The MilSec or authorized individual dispatches Action Directives and messages. If all AOs are known, this step is not required.

(3) The next step is the process of drafting the action. The AO should conduct research to establish the relevant facts, policy, and precedent to ensure the correct classification for all source documents and the package and to seek top-down guidance, if necessary. Recent guidance from other Top 5 actions may be available for AO use in development of the action package. The EFS, Research and Archiving Branch (R&AB) in IMD, division files, the EAPB of AD, and the MilSecs are sources of information that contribute to the document preparation. For complex actions or those without clear precedent or guidance, AO collaboration may be useful in establishing the initial structure. Documentation of issues, facts, and the need for top-down guidance will result from the coordination process. Therefore, the sooner the AO leverages all Joint Staff resources and produces the first draft, the quicker the action can be developed and finalized for senior military decision makers.

(4) After the action has been drafted, the AO is ready to begin the coordination process. Although an AO may conduct preliminary coordination without further approval, some type of internal review will occur before coordination begins. The level of review will depend on the significance of the action and the AOs understanding of the views of the leadership on the subject and the directorate's internal procedures.

(5) AO prepares the draft action for preliminary coordination via JSAP electronic system and/or paper copy. Action should include the transmittal memorandum, marking it for AO-level and preliminary coordination; the JS Form 136; implementing documents; and supporting references.

(a) Documents are included in the JSAP electronic folder as a master document and copies are sent to the Joint Staff as Coordination/Copy To. (Electronic folders are provided by AD (SJS-tasked actions) or the MilSec

(J-initiated actions).) Actions will be forwarded to the appropriate MilSec via “j_actions” electronic mailbox for further distribution to individuals annotated on the transmittal memorandum. The MilSec is responsible for ensuring that the same action number appears on both the JS Form 136 and transmittal memorandum.

(b) Copies can be sent externally to Service JACOs, combatant commands, and other organizations via the SIPRNET. External coordination copies to Service JACOs and combatant commands will be sent as appropriate to the combatant command’s “JS COORD” address.

(c) A paper copy of the action is distributed to organizations outside the JSAP system (e.g., OSD, Defense agencies, etc.) in accordance with directorate procedures.

b. Coordinating Action Officers. AOs whose views have been sought will review and provide comments on the action by the time requested on the transmittal memorandum. Substantive comments will be provided in writing, and key recommendations should be supported by written rationale. Generalized reasons such as “clarity” should not be used to rationalize proposed changes that will subsequently serve as the basis for a nonconcurrency.

c. Action Officer Meetings

(1) AO meetings are generally conducted for the following purposes:

(a) To solicit input from the various coordinating agencies during the information-gathering and initial drafting phases of action development.

(b) To consider options and resolve issues.

(c) To provide an expeditious means of coordination among several parties.

(2) Time permitting, AOs should conduct separate meetings first with Joint Staff AOs and then external coordinating organizations to ensure that:

(a) The number of participants is kept to a manageable level.

(b) The AO understands the factors that will affect development of the Joint Staff position before interacting with external organizations: thus, a sustainable Joint Staff position can be developed. Joint Staff and Service AO coordination will not constitute final planner/Service coordination, even if all issues are resolved.

(c) External organizations are aware who is responsible for the action on the Joint Staff.

(d) The Joint Staff position is clear.

4. Final Coordination

a. Joint Staff AO

(1) Based on input received during preliminary coordination, the AO will attempt to resolve issues while redrafting the action. The normal sequence is to consider Joint Staff issues first, then those surfaced by external organizations. Significant divergent views may be elevated through the division chief and J-Director to the Director or Vice Director, Joint Staff, for decision. Good judgment should prevail, but there is little value in addressing external concerns if the AO is likely to encounter a Joint Staff nonconcurrency during final coordination. In the absence of critical Joint Staff issues, the AO will then attempt to resolve external nonconcurrences through bilateral discussions or AO meetings.

(2) After resolution, the AO redrafts the action, incorporating recommended changes as appropriate. Depending on the extent of the changes, the action may be re-coordinated at the AO level. If not, the action is prepared for final coordination.

(3) In preparing the action for final coordination, the AO ensures the JSAP electronic folder (master document) is updated: transmittal memorandum, JS Form 136, implementing documents, and supporting references. At this time, the transmittal is marked for Planner (Services)/Division Chief (Others) final coordination. The AO ensures the transmittal memorandum of actions having implementers to be signed at VDJS or higher level is addressed to AD EDITORS. The remainder of the transmittal memorandum is completed according to internal directorate procedures.

(4) In presenting the action for review by the division chief, the AO will identify (orally or by some other means) any unresolved Joint Staff or other organization issues.

(5) After receiving authority to release the action for final coordination, the AO sends a copy of the action via the JSAP electronic folder system as Coordination/Copy To addressees within the Joint Staff.

b. Division Chief. The Joint Staff division chief is a planner who reviews the action to determine if it is ready for final coordination or secures the organization's approval. Depending on the internal procedures of the staff directorate and the significance of the action, the division chief may determine that the action needs higher-level Joint Staff review before final coordination.

If so, review is obtained through the most appropriate means; if not, the action is processed for final coordination according to directorate procedures. For the most timely review of expedite actions, the division chief should telephonically alert the Service planners.

c. Coordinating Directorate. When a directorate is requested to coordinate on an action, the MilSec is responsible for assigning requests to the appropriate division and tracking the response to ensure coordination by the due date.

d. Planner-Level Meetings

(1) Planner-level meetings may be conducted to attempt to resolve nonconcurrences resulting from final coordination or to work out the specifics of agreements reached by a joint council meeting of the Joint Chiefs of Staff, OpsDepts, DepOpsDepts, or other senior participants in the issue resolution process.

(2) Separate meetings should be conducted for Joint Staff planners (division chiefs) and planners of external organizations. Once a Joint Staff nonconcurrency is identified, it should be resolved and a position established before attempting to resolve nonconcurrences from other organizations. In those cases where time constraints preclude separate meetings (and issue resolution), all parties should be so advised.

(3) Service planners and Joint Staff planners will come to these meetings prepared to articulate their respective Service Chief or J-Director proposed position.

5. Final Package

a. Joint Staff AO

(1) If all coordinating organizations concur in the action, the AO incorporates any editorial changes and prepares the implementing documents in final form and transfers the files into the electronic folder.

(2) If organizations nonconcur, the AO will evaluate the nonconcurrences and recommend to the division chief whether the action should be modified to accommodate the concerns expressed. Planners will attempt to resolve nonconcurrences. Unresolved nonconcurrences will be elevated through the Joint Staff chain of supervision in accordance with reference a.

(3) For an action with an originator's suspense of that day or if the action is urgent, the AO signifies the priority of that action by color coding the folder RED. Because these actions are not considered complete until they are

signed, the AO should be available to answer questions after duty hours and, if necessary, refer the approval to the appropriate office.

b. Division Chief

(1) If all concur in the action, the division chief will review the final action and forward the electronic folder to the next person in the review chain.

(2) If there are Joint Staff nonconcurrences, the division chief will attempt to resolve the issue bilaterally or through meetings of the coordinating Joint Staff division chiefs. Unresolved issues will be worked until resolved or presented for DJS decision. In any event, a Joint Staff position should be established before attempting to resolve nonconcurrences from other coordinating organizations.

(3) If there are nonconcurrences from other coordinating organizations, the division chief will likewise attempt to resolve the issues bilaterally or through planner-level meetings. Unresolved nonconcurrences, with consideration as to why the dissenting views cannot be accepted, and a recommended course of action will be forwarded through the chain of supervision to the J-Director for consideration.

(4) Changes to the action resulting from the issue resolution process will be reCOORDINATED with all concerned. Simple changes may be coordinated telephonically; however, substantive changes will be resubmitted via paper and/or JSAP electronic folder.

c. Military Secretary. In accordance with directorate procedures:

(1) If there are no changes to the action, the electronic folder is forwarded to the J-Director or acting director for signature.

(2) If the action is for CJCS, VCJCS, ACJCS, DJS, VDJS, or SJS review, J-Director (or designee) approval must be obtained to transmit the folder to the Director, Joint Staff, through AD, for further processing.

(3) Other actions, such as: (a) those addressed below the level of Assistant Secretary of Defense, (b) those addressed to the signer's counterpart in the command or Service, or (c) those tasked as a J-Directorate reply, are approved and signed by the J-Director as J-X memorandums or messages and dispatched by the J-Directorate.

d. J-Director or Head of a Supporting Office

(1) If all concur in the action, the J-Director (or designee) or head of a supporting office approves the action and signs the implementer or JS Form

136 as appropriate. If the action cannot be approved, it is returned to the AO with further instructions.

(2) If the action has unresolved nonconcurrences, the J-Director (or designee) or head of a supporting office may either return the action to the AO with additional guidance or attempt to resolve the issue. J-Directors (or designee) or heads of supporting offices will interact with the appropriate individuals in the affected organizations. If the action is changed in the issue resolution process, it must be re-coordinated with all concerned organizations. Unresolved issues will be forwarded to the Vice Director, Joint Staff, or Director, Joint Staff, for consideration. It is appropriate to schedule a meeting to discuss the action; however, the J-Director (or designee) or head of a supporting office can forward the action with a note to the Director, Joint Staff, describing the issues and the attempts at resolution.

e. Actions Division

(1) All actions requiring the attention of VDJS or higher authority will be forwarded first to AD.

(2) AD/EAPB reviews the implementing document(s) and makes any editorial changes necessary before sending the action for approval and/or signature. Substantive changes made in AD are provided to the AO for review. Actions requiring significant substantive changes will be returned to the AO.

f. Director and Vice Director, Joint Staff

(1) If there are no unresolved nonconcurrences, the Director or Vice Director, Joint Staff, approves the action and signs the implementers or initials the JS Form 136 forwarding the action to the Chairman or Vice Chairman of the Joint Chiefs of Staff, as appropriate. If the action cannot be approved, ODJS returns it to the J-Directorate or supporting office (through AD) with additional guidance.

(2) If there are unresolved nonconcurrences, the implementing correspondence should reflect the nonconcurrences. The Director or Vice Director, Joint Staff, may:

(a) Return the action through AD to the J-Directorate or supporting office with further guidance.

(b) Attempt to resolve the issue.

(c) Refer the matter to a joint council of either the DepOpsDepts or OpsDepts.

(d) Forward the action to the Chairman of the Joint Chiefs of Staff with a recommendation for a decision.

(e) Sign implementing correspondence "For the Chairman" reflecting nonconcurrency, if not an action subject to subparagraph 4h(2)(d) below. The POC will update the JSAP folder notes section with applicable comments as the action moves forward to decision and signature.

g. Actions Division. As appropriate, AD takes one of the following actions:

(1) If the action is to be returned to the J-Directorate or supporting office, AD/ACB records a new suspense in ATS and electronic folder, if applicable, and notifies the MilSec. Any rework guidance is scanned into the JSAP folder as Return Pkg.pdf. The AO is required to incorporate rework guidance received from Top 5 into the JSAP folder by referencing it in the text of the 136 and adding the specific guidance as an endnote.

(2) If the action has been approved, notifies the AO immediately when a Red Tag action is completed and executes the necessary implementing measures.

h. Chairman and Vice Chairman of the Joint Chiefs of Staff

(1) If there are no unresolved nonconcurrences, the Chairman or Vice Chairman of the Joint Chiefs of Staff approves the action and signs the implementers or initials the JS Form 136 as appropriate. If the action cannot be approved, OCJCS returns it to the Director, Joint Staff, (through AD) with additional guidance.

(2) If there are unresolved nonconcurrences, the Chairman or Vice Chairman of the Joint Chiefs of Staff has the following options:

(a) Returns the action to the Director, Joint Staff, with further guidance.

(b) Attempts to resolve the issue.

(c) Refers the matter to a joint council of the Joint Chiefs of Staff.

(d) Makes a final decision. Forwards differing or additional advice or opinions from nonconcurring Chiefs or combatant commanders at the same time CJCS advice is presented to the President, NSC, or Secretary of Defense. CJCS advice may not be unduly delayed because of the submission of the individual advice or opinion of another member of the Joint Chiefs of Staff.

i. Actions Division

(1) If the action has been approved, AD executes all necessary implementing measures.

(2) If the action is to be returned to the J-Directorate or supporting office for further processing, AD updates the notes section of the package, scans any rework guidance into the JSAP folder, and assigns a new suspense. The AO is required to incorporate rework guidance into the JSAP folder by referencing it in the text of the 136 and adding the specific guidance as an endnote.

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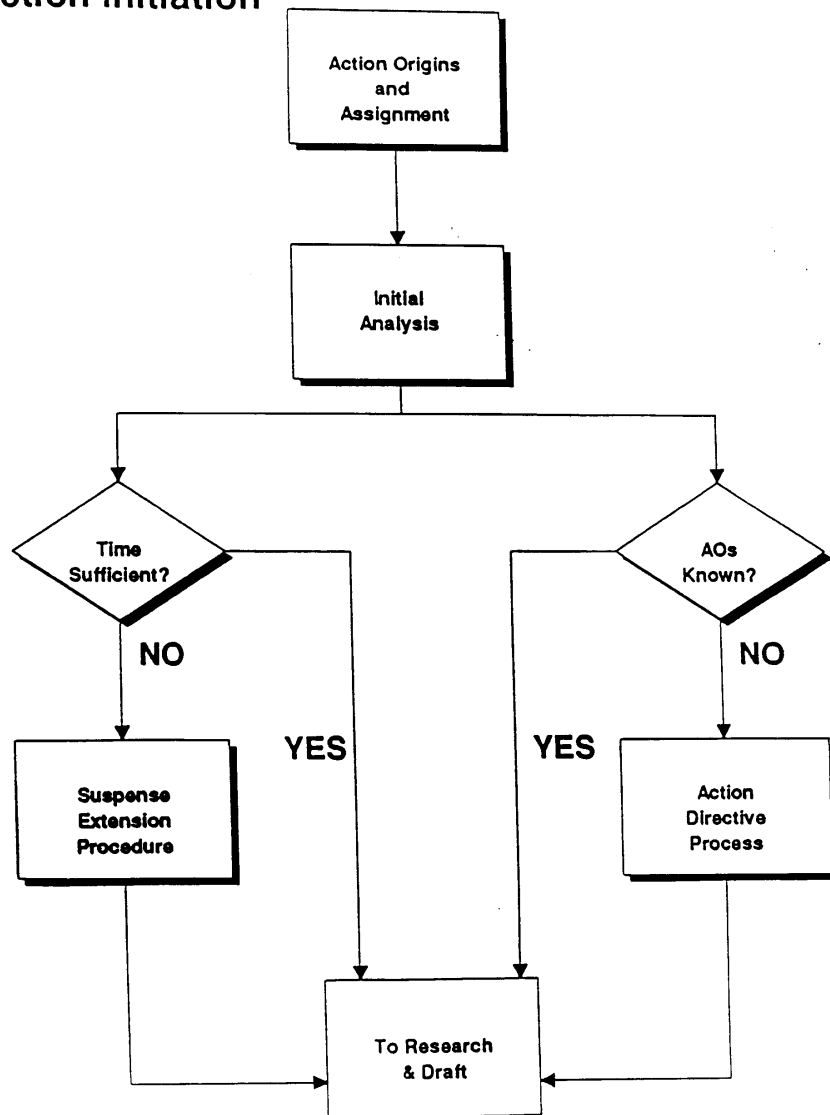
APPENDIX A TO ENCLOSURE D

ACTION PROCESS WORKFLOW

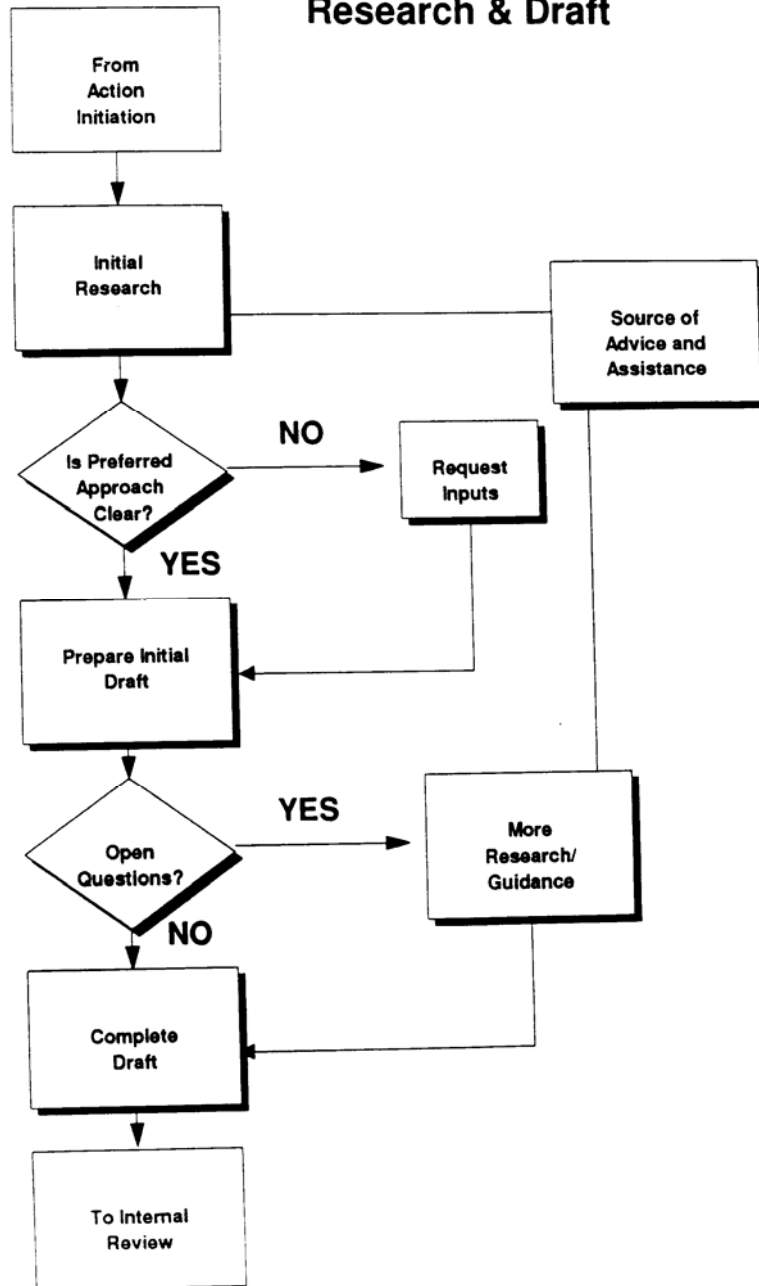
APPENDIX A TO ENCLOSURE D

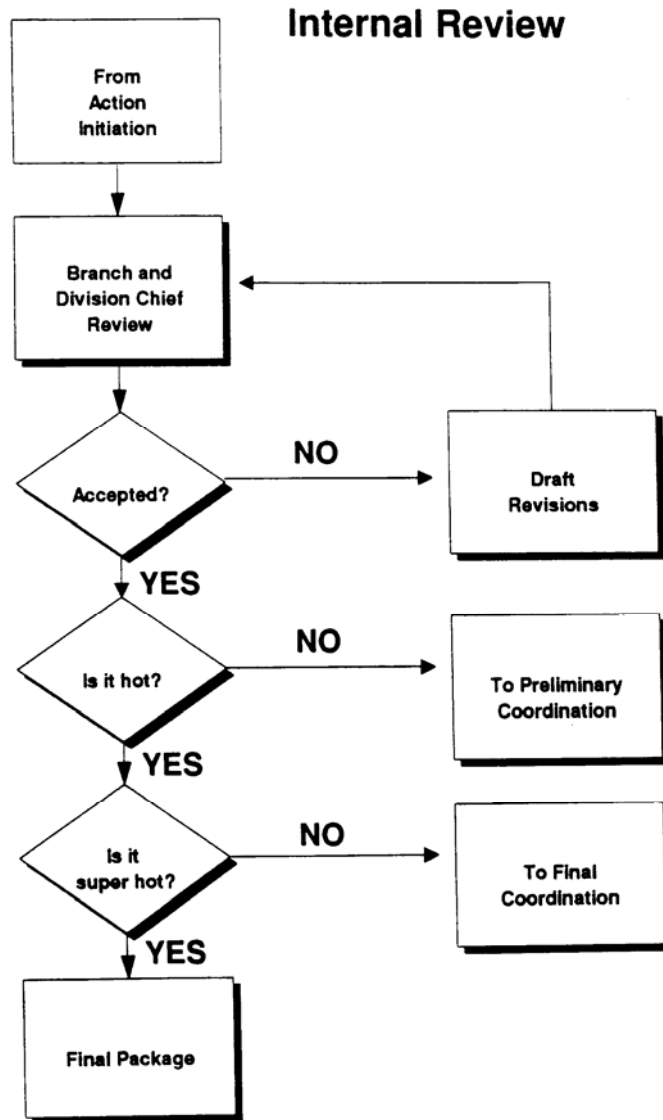
ACTION PROCESS WORKFLOW

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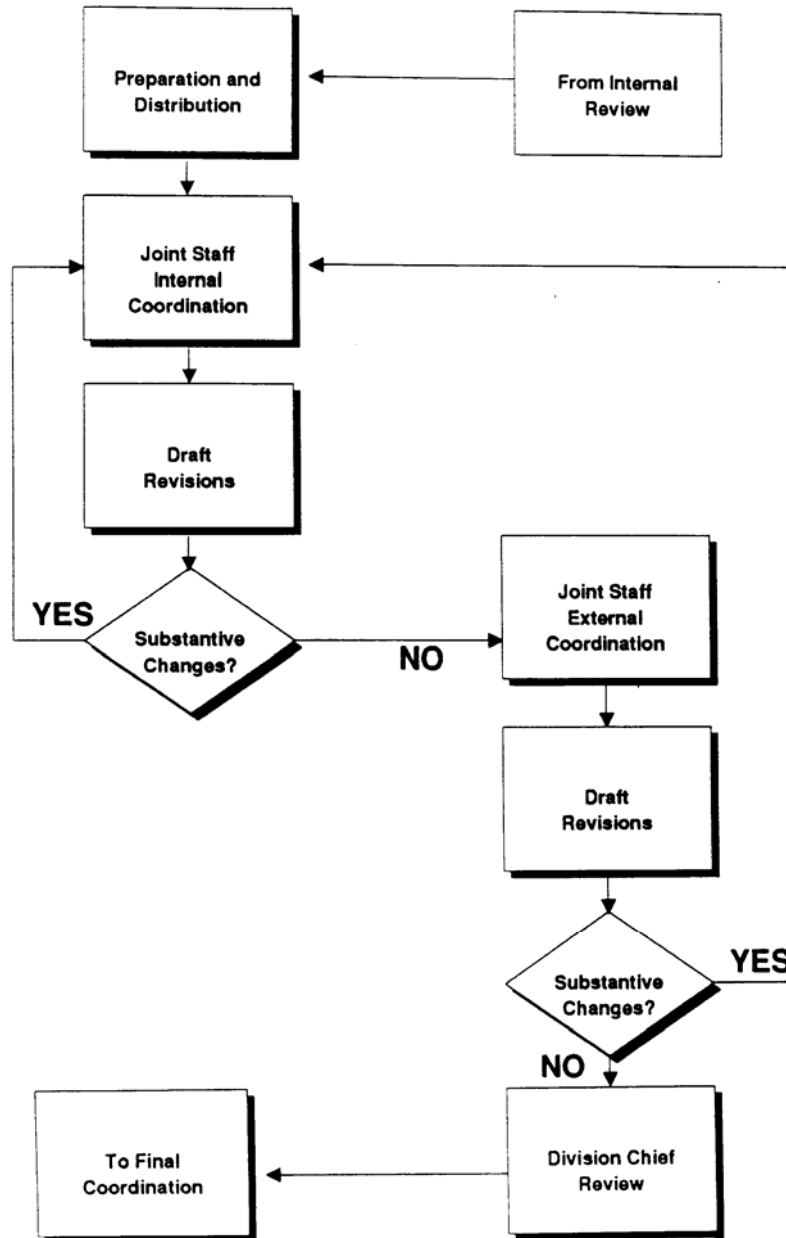


Research & Draft

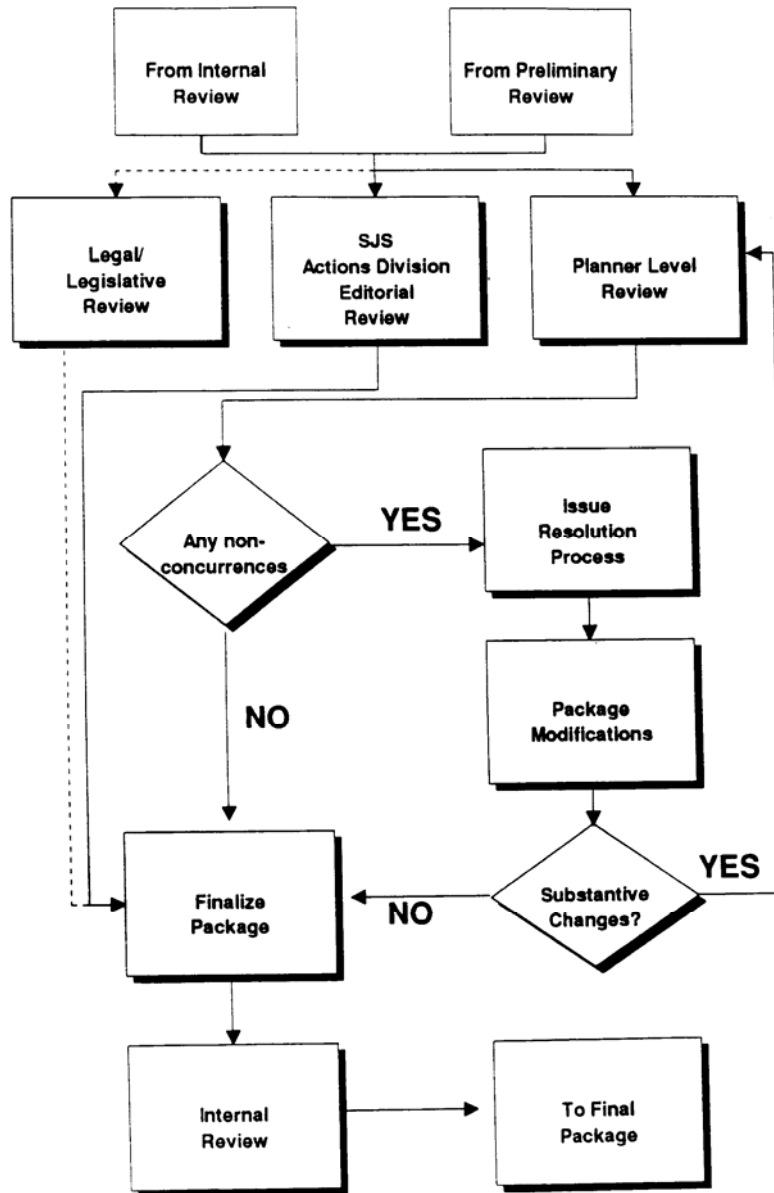




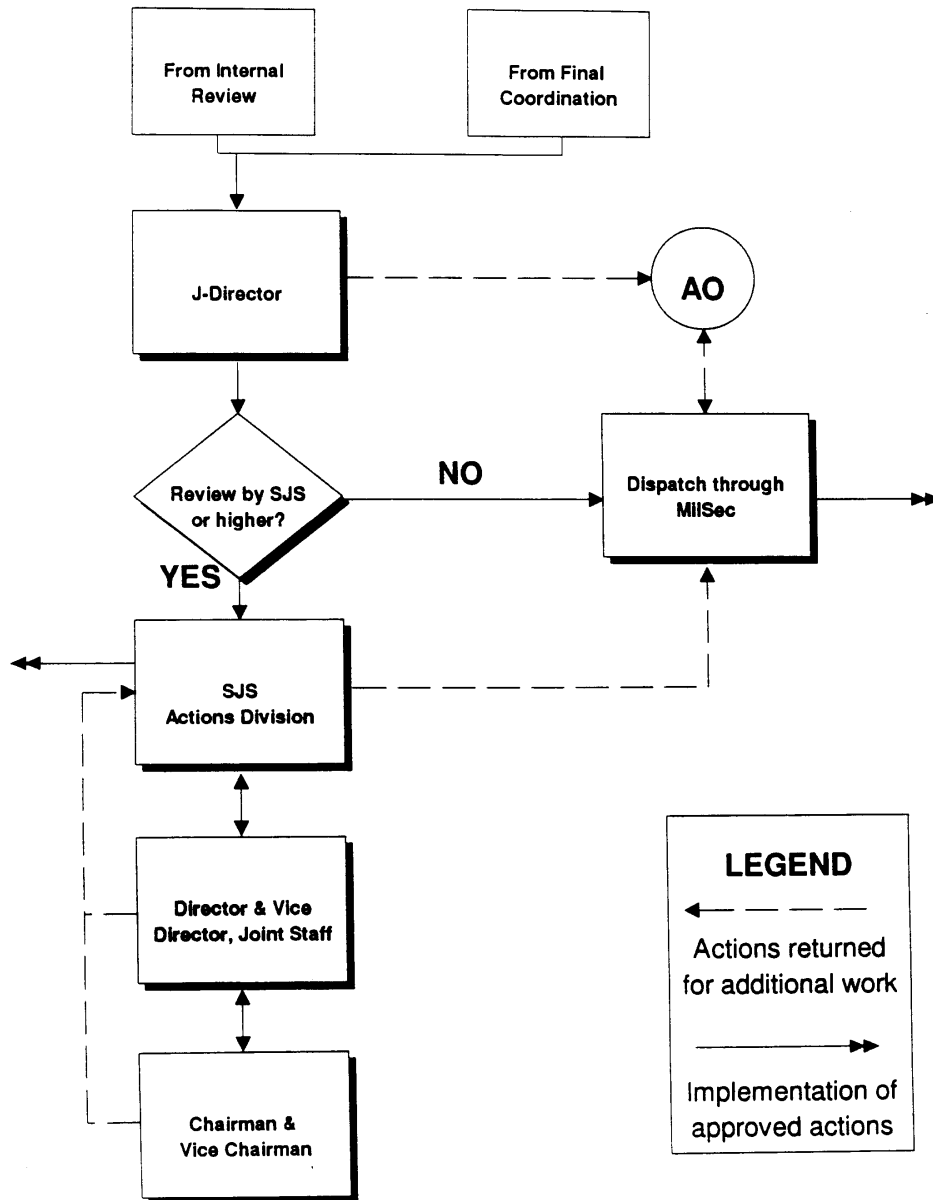
Preliminary Coordination



Final Coordination



Final Package



APPENDIX B TO ENCLOSURE D

MATRIX OF JOINT STAFF ACTIONS

DOCUMENT	Chairman's Memo OR CJCS OR VCJCS MSG¹	Memo in the name of CJCS (MCM) or "FOR THE CJCS" MSG²	DJSM OR DJS MSG¹	J MEMO OR MSG
DOCUMENT DESCRIPTION	CJCS policy actions: guidance and instructions to the combatant commanders; actions for CJCS signature as directed by OCJCS.	CJCS policy actions or guidance and instructions to the combatant commander signed on behalf of CJCS; OPLAN reviews; Joint Strategic Planning System actions.	Staff-to-staff actions; requesting info, review; providing info; tasked by SJS as a DJS REPLY.	Staff-to-staff actions; tasked by SJS as DIRECT REPLY.
ADDRESSEE	Sec Def; DepSecDef; Ast to Pres for Nat'l Security Affairs; combatant commanders; Chiefs of the Services; Congress; foreign military and civilian dignitaries of comparable rank; Directors of Defense agencies; Spec Asst to SecDef and DepSecDef.	Combatant commander; Chiefs of the Services; multiple addressees including SecDef, Chiefs of the Services, Directors of Defense agencies.	Under and Assistant Secretaries of Defense; Asst to SecDef; Dep combatant commanders; OpsDepts; DepOpsDepts, Congress	Below ASD levels; Deputy Under SecDefs; J-Director counterparts in the Services and commands, congressional staffs
COORDINATION	Most actions require coordination with the Joint Staff, including Legal Counsel, and the Services, combatant commanders, and/or Defense agencies. A properly developed action must consider the full range of informed opinion on an issue and present all relevant facts. If it does not, it may inadvertently lead the decision maker to an erroneous conclusion.			
APPROVAL OR SIGNATURE	CJCS or VCJCS	DJS, VDJS or SJS (for admin issues only)	DJS or VDJS	J-Director or designee
OTHER	No command line; CJCS or VCJCS letterhead paper; message FROM line is "CJCS (or VCJCS) WASHINGTON DC."	Memo command line: "For the Chairman of the Joint Chiefs of Staff"; OCJCS letterhead paper. Msg FROM line is "CJCS WASHINGTON DC/DJS/" (or VDJS or SJS); add "FOR THE CJCS" below the classification line.	Memo uses Joint Staff letterhead paper. Msg FROM line is "JOINT STAFF WASHINGTON DC/DJS/" (or VDJS).	Memo uses Joint Staff letterhead paper w/appropriate J ZIP Code. Msg FROM line is "JOINT STAFF WASHINGTON DC"

¹ Personal for messages addressed to CJCS, VCJCS, ACJCS, DJS or VDJS that require a response will be assigned to the Joint Staff for preparation of a reply to be signed by the personal for addressee.

² Correspondence in the name of the Chairman of the Joint Chiefs of Staff may be addressed to any level of addressee appropriate to the action, including addressees for DJSMs.

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ENCLOSURE E

COMPLETED ACTIONS

1. General. This enclosure establishes procedures for notification of completed Joint Staff actions.

2. Disposition

a. SJS, VDJS, DJS, and Above. Administrative Support Branch (ASB), AD, scans the signed implementers or approval documents for this level of actions into the electronic folder.

(1) ASB provides the action directorate a complete copy of the electronic folder.

(2) The hard copy of the action, if any, and the complete electronic folder are transferred to the R&AB, IMD, for file. JSAP electronic folders are transferred to the EFS.

b. Directorate-Level Completion. For SJS-tasked actions approved within the J-Directorate, the MilSec will inform AD/ACB by scanning a copy of the signed approving document into the JSAP electronic folder or by providing evidence that the J-Directorate completed the action, such as a note stating phone response provided. The folder will be transferred to ACB Action Complete.

3. Documents with Special Security Requirements. The AO ensures that file copies of documents that relate to special access programs, SCI, and other matters of a sensitive nature are maintained in accordance with appropriate security and records management regulations.

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ENCLOSURE F

PROCESSING DOD DIRECTIVES, INSTRUCTIONS, AND MANUALS

1. General. DODI 5025.01, 28 October 2007, "DOD Directives Program" establishes DOD Issuances as DOD Directives (DODD), DOD Instruction (DODI), DOD Manual (DODM), Directive-type Memorandum (DTM), and Administrative Instruction (AI). Drafts of new DOD Issuances and proposed revisions to these documents are sent from OSD to the Chairman of the Joint Chiefs of Staff or Director, Joint Staff, for review and coordination. The Joint Staff processes the action to determine an appropriate reply to OSD. After approval in OSD, these documents are distributed in final form. Those with action for the Chairman of the Joint Chiefs of Staff must be processed by the Joint Staff for implementation. Procedures for both the coordination and implementation processes are described below.

2. Coordination Procedures

a. SJS Tasked. Draft DOD Issuance for Joint Staff coordination will be tasked and assigned a suspense date by SJS Directive. The SJS tasking directive will clarify that the issuance is non-policy or policy in nature. Actions that are tasked to both the Service Secretaries and the Joint Staff are identified by the tasker as "dual-tasked." The Services are offered the opportunity to respond through the Joint Staff. The following paragraph is added to the tasker: "3. This is a dual-tasked action addressed to the Service Secretaries and the Joint Staff. If the Services have not responded by the suspense date or asked for an extension, it is agreed that the Services will respond through their Service Secretary." The JS 136 must also indicate the action was "dual-tasked" and indicate that the Services have elected to respond through their Service Secretaries or include their comments if applicable. The coordination block on the JS 136 would either indicate Service comments or copies provided.

(1) The following Joint Staff positions are authorized to coordinate on non-policy DOD instructions, manuals, and administrative instructions. A non-policy DODI implements policy established in a DODD by providing general guidelines for carrying out that policy. Further delegation of this authority is not authorized.

(a) Directors and vice directors of the J-Directorates.

(b) O-6 directors or division heads of the CJCS special staff (Protocol, Public Affairs, Legal Counsel, Religious Affairs, and Legislative Affairs).

(2) The authority to coordinate on DODDs and policy DODIs remains with the Chairman of the Joint Chiefs of Staff; Vice Chairman of the Joint Chiefs of Staff; Director, Joint Staff; and Vice Director, Joint Staff. A policy DODI establishes policy, assigns responsibilities within a functional area, and provides general procedures for implementing that policy.

(3) All comments must be recorded on SD Form 818, December 2007, Comments Matrix for DOD Issuances.

b. Service Reoordination on DOD Directives, Instructions, and Manuals. If, after coordination, the Joint Staff accepts Services' comments as applicable to CJCS interests and incorporates them into the reply to OSD, the AO recoordinates the action if the document is substantially changed. If the changes are minor or administrative in nature, the document would probably not need to be reordinated. Reoordination allows the other Services to know the Joint Staff final position and gives them the opportunity to reply.

c. Nonconcurrence. A Service nonconcurrence is not subject to resolution under the provisions stated in Enclosure C; however, contrary views of the Chiefs should be identified in the Form 136 and conveyed to OSD.

d. No Service Response. When the Joint Staff requests Service coordination but the Service elects to respond through its Secretary of the Military Department and not the Joint Staff, that information is reflected in the Discussion section of the Form 136. The coordination block of the Form 136 reflects the Service planner's name and the date when that information was received.

e. National Military Command Center (NMCC). If the directive, instruction, or manual applies to the NMCC, the Joint Staff action directorate will coordinate with the Operations Directorate, J-3, to ensure that NMCC requirements receive appropriate consideration.

f. Portal Posting. Upon completion of the coordination process, JCS will post its response on the DOD portal in accordance with paragraph 8, DODI 5025.01, dated 28 October 2007. The comments matrix must be posted as a Microsoft word document.

3. Implementation Procedures. DOD-signed issuances will be reviewed and implemented promptly within the Joint Staff. Because the Services and combatant commands also receive these documents in final from OSD, the Joint Staff need not incorporate implementation concerning those components. DOD directives, instructions, and manuals are usually implemented in accordance with reference d.

a. In implementing DOD directives, instructions, or manuals, mere rephrasing or condensing should be avoided. The implementing document should reference the DOD document.

b. Copies of the implementing document will be sent directly to the appropriate OSD office by the date specified in the directive or instruction.

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ENCLOSURE G

REFERENCES

- a. Executive Order 12598, "Classified National Security Information," amended 28 March 2003
- b. DODI 5025.01, 28 October 2007, "DOD Directives Program"
- c. CJCSI 5711.01 series, "Policy on Action Processing"
- d. JSM 5711.01 series, "Joint Staff Correspondence Preparation"
- e. CJCSI 5715.01 series, "Joint Staff Participation in Interagency Affairs"
- f. JSM 5701.01 series, "Formats and Procedures for Development of CJCS, Joint Staff, and J-Directorate Publications"

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