



# CHIEF OF THE NATIONAL GUARD BUREAU MANUAL

NGB-J3/4/7  
DISTRIBUTION: A

CNGBM 7000.01  
01 December 2021

## JOINT DOCTRINE DEVELOPMENT AND REVISION PROCESS

### References:

- a. Chief of the National Guard Bureau Instruction 7000.01A, 04 October 2021, "Joint Doctrine Development"
  - b. Chairman of the Joint Chiefs of Staff (CJCS) Instruction 5120.02E, 06 November 2020, "Joint Doctrine Development System"
  - c. CJCS Manual 5120.01B, 06 November 2020, "Joint Doctrine Development Process"
1. Purpose. This manual provides procedural guidance for the joint doctrine development and revision process in accordance with (IAW) reference a.
  2. Cancellation. None.
  3. Applicability. This manual applies to the National Guard Bureau (NGB) Joint Staff, Army National Guard (ARNG) and Air National Guard (ANG) Directorates, and National Guard (NG) Joint Force Headquarters-State (NG JFHQs-State).
  4. Procedures. This manual provides processes and procedures for the NG participation in the development and revision of joint publications. See Enclosures A and B for additional procedures.
  5. Summary of Changes. This is the initial publication of CNGBM 7000.01.
  6. Releasability. This manual is approved for public release; distribution is unlimited. It is available at <<https://www.ngbpmc.ng.mil/>>.

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7. Effective Date. This manual is effective upon signature and must be revised, reissued, canceled, or certified as current every five years.

A handwritten signature in black ink, appearing to read 'S.S. Nordhaus', with a horizontal line extending to the right.

STEVEN S. NORDHAUS  
Major General, USAF  
Director, Operations

Enclosures:

- A -- National Guard Participation in the Joint Doctrine Development and Revision Process
- B -- Roles
- GL -- Glossary

ENCLOSURE A

NATIONAL GUARD PARTICIPATION IN THE JOINT DOCTRINE DEVELOPMENT AND REVISION PROCESS

1. Joint Publication Life Cycle. The joint doctrine development and revision process lifecycle consists of several stages including:

- a. Development (Program Directive, First Draft, and Final Coordination).
- b. Maintenance (Formal Assessment [request for feedback]).
- c. Revision (Program Directive) and (Revision Final Coordination). See Figure 1. For further details on a joint publication's life cycle, see reference c.

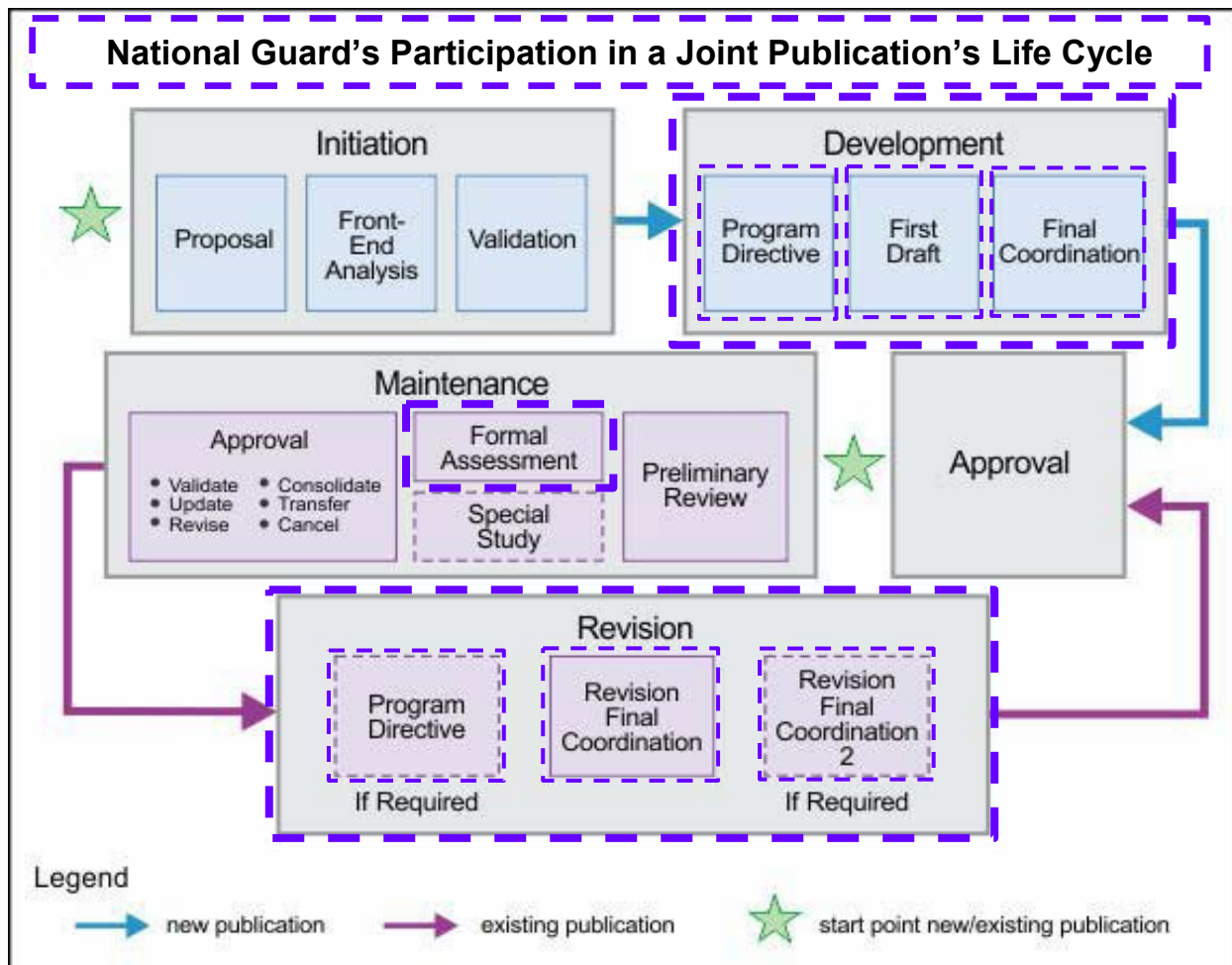


Figure 1. Joint Publication's Life Cycle

2. NG Participation in the Joint Publication Life Cycle. The NG will perform the following procedures during the joint publication process. Reviews are consistent regardless of the draft being reviewed.

a. Joint Doctrine and Lessons Learned Branch (NGB-J377) receives notification from the Joint Staff J-7 Joint Doctrine Development's point of contact through a Joint Staff Action Processing requesting NGB's review and comment on a particular draft.

b. NGB-J377 initiates the staff action through the NGB electronic tasking system and assigns the task to applicable NGB Directorates or Offices, ANG Workflow, and ARNG Secretary of the General Staff. NG JFHQs-State will be asked to review, as required.

c. For First Drafts, Revision Final Coordinations, and Requests for Feedback, the Joint Doctrine Development Tool (JDDT) will be used to review and comment. The JDDT is a collaborative, web-based application residing on the Non-classified Internet Protocol Router Network (NIPRNET) that requires common access card access and implements automated business process capabilities to improve the joint doctrine development process. The JDDT automates joint doctrine development staffing and coordination. It is a subsystem component of the umbrella Joint Doctrine, Education, and Training Electronic Information System technology and deployed on the NIPRNET along with the Joint Electronic Library Plus web portal. The JDDT includes an embedded animated user training module and a printable user's guide. For further details on the JDDT, see reference c. For Program Directive reviews and NG JFHQs-State reviews, a standard comment resolution matrix is used.

d. Reviewers will submit comments in four distinct categories: critical, major, substantive, and administrative.

(1) Critical Review Comments. A critical comment indicates the submitting organization's intent to non-concur with the text of a publication under consideration unless the comment is resolved during the development process. During Final Coordination and Revision Final Coordination staffing, critical review comments require a general officer or civilian equivalent-level signed memorandum from the submitting NGB, ARNG, or ANG Directorate or Office. IAW reference c, comments without general officer or civilian-equivalent endorsement will be downgraded from a critical comment to a major comment. Acceptable rationales for submitting a critical comment include the following:

(a) Existing or proposed text is inconsistent with approved joint doctrine.

(b) Existing or proposed text violates (or potentially violates) U.S. law or international law, including the law of war.

(c) Existing or proposed text contains flaws that might contribute to confusion, potential incidents of friendly fire, or unacceptable employment of military forces.

(d) Existing or proposed text does not address an operationally significant topic and leaves a doctrinal void.

(e) Existing or proposed text contains inconsistencies or omissions when compared with the Department of Defense or National policy.

(2) Major Review Comments. A major review comment highlights a concern important to the submitting organization but does not merit a “critical” designation. Acceptable rationale for submitting a major comment include the following:

(a) Existing or proposed text has significant deviations from approved doctrine.

(b) Existing or proposed text contains factual or procedural inaccuracies that could jeopardize joint processes or operations.

(c) Existing or proposed text addresses multiple comments or entries that, when taken together, highlight key shortfalls in the doctrine.

(3) Substantive Review Comments. Substantive review comments are provided because sections in the document appear to be, or are, incorrect, incomplete, inconsistent, misleading, or confusing. Examples of rationale for categorizing a comment as substantive include:

(a) Existing or proposed text contains factual inaccuracies, voids, or inconsistencies with—or needless duplication of—approved joint doctrine that should be addressed for clarity or accuracy.

(b) Existing or proposed text does not offer a better solution than other approved joint doctrine that should be offered as a model for the document under review.

(c) Existing or proposed text contains flaws in approach, organization, or philosophy that, if modified, would significantly improve the usefulness or accuracy of the doctrine.

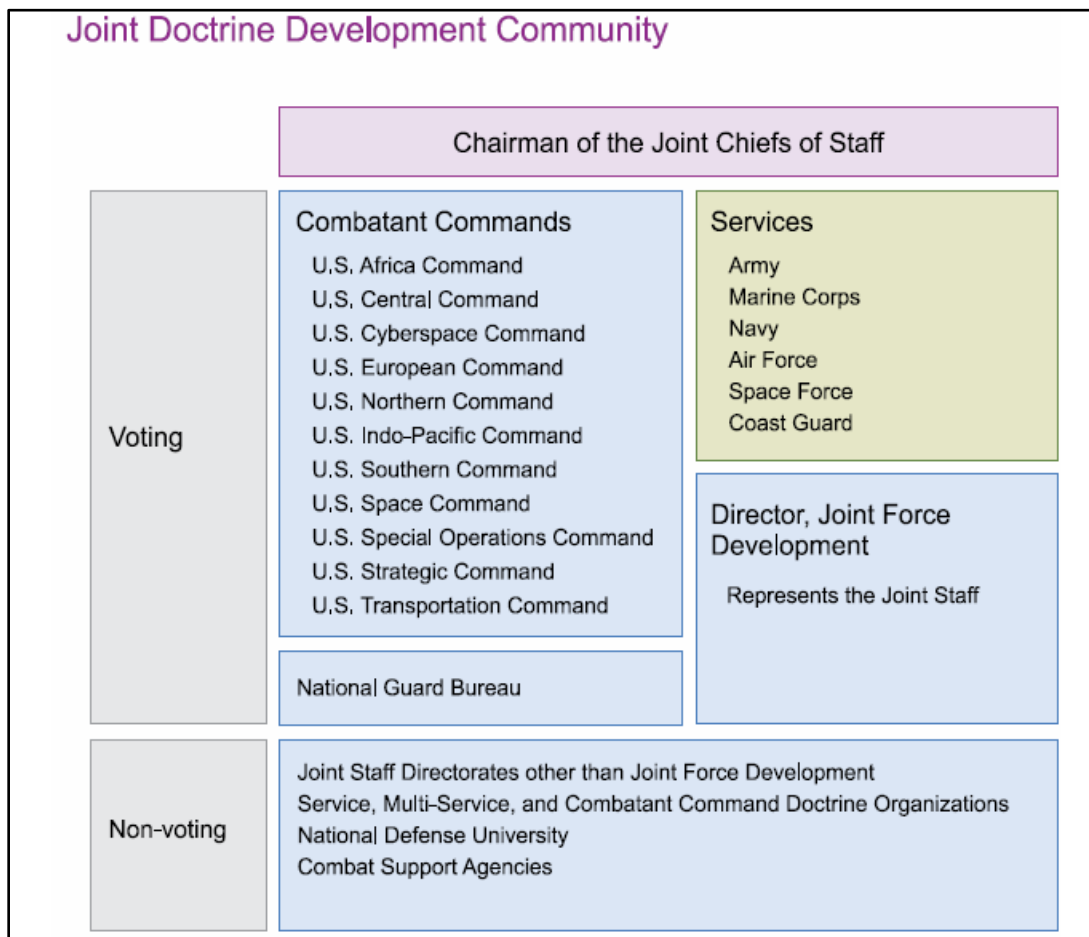
(4) Administrative Review Comments. Administrative review comments correct typographical, grammatical, and editorial errors (For example, misuse of capitalization or the establishment or use of shortened word forms). IAW reference c, comments without line-out (strikeout red)/line-in (blue underline) text, sufficient rationale, or substantiation may be rejected without comment or “noted.”

(5) Consolidation and Adjudication. NGB-J377 will consolidate, de-conflict, and adjudicate comments for review and approval by the Division Chief (or Deputy) of the NGB Joint Training and Exercise Division (NGB-J37) prior to submitting inputs to the NGB Joint Actions Control Office (NGB-JACO) Joint Integration and Coordination for review and subsequent NGB-JACO planner approval via the NGB electronic tasking system.

## ENCLOSURE B

### ROLES

1. CJCS. Reference b outlines CJCS roles.
2. Director of Joint Force Development. Represents and advises the CJCS on all matters concerning joint doctrine IAW reference b.
3. Joint Doctrine Development Community (JDDC). The JDDC is a diverse body of organizations that include the CJCS; Joint Staff; Combatant Commands; Services; NGB; Combat Support Agencies; National Defense University; United States Element, North American Aerospace Defense Command; and Chairman of the Joint Chiefs of Staff-controlled activities. Reference c outlines specific JDDC responsibilities. IAW with reference b, the NGB is a voting member of the JDDC. (See Figure 2.)



**Figure 2.** Joint Doctrine Development Community

4. Director of the Army National Guard (DARNG), Director of the Air National Guard (DANG), NGB Director of Space Operations (NGB DSO), NGB Director of Staff (NGB-DS), The Adjutants General (TAGs), and the Commanding General of the District of Columbia (CG). The DARNG, DANG, NGB DSO, NGB-DS, TAGs, and CG will:

- a. Support the joint doctrine development and revision process.
- b. Provide analysis of exercise inputs, real-world operations, and experiments.
- c. Respond to assessment process requests.
- d. Review, analyze, and evaluate joint publication drafts for accuracy and relevance.
- e. Ensure NG equities are reflected in the development of joint doctrine.

5. Operations Director (NGB-J3/4/7). The NGB-J3/4/7 Director will:

- a. Serve as NGB's representative to the JDDC IAW references a, b, and c.
- b. Oversee NG contributions to the joint doctrine development process IAW references a, b, and c.
- c. Promote States, Territories, and District of Columbia joint doctrine program awareness, development, and participation.

6. Chief of NGB-J37. The Chief of NGB-J37 will:

- a. Execute and manage the NGB's participation in the joint doctrine development and revision program.
- b. Act as the NGB agent for representing NG positions and equities on joint doctrine to the JDDC.
- c. Ensure joint doctrine is consistent with existing capabilities.
- d. Establish policies and procedures for developing joint doctrine and terminology IAW references a, b, and c.
- e. Promote NG awareness of the joint doctrine program.
- f. Educate and emphasize joint doctrine collaboration.
- g. Solicit States, Territories, and District of Columbia to participate in joint doctrine development, review, and revision as required.
- h. Ensure NG capabilities, roles, and tactics are accurately described in joint doctrine as required.



7. NGB-J377. NGB-J377 will:

- a. Review, analyze, and evaluate draft revision of joint publications, request(s) for feedback, and program directives for accuracy and relevance.
- b. Ensure that NG forces, capabilities, roles, and, where appropriate, tactics are properly described. Comment on horizontal and vertical consistency with other approved and emerging joint doctrine.
- c. Identify practices, procedures, and organizational constructs validated during domestic operations and exercises.
- d. Incorporate appropriate text, based on extant capabilities, for the JDDC to evaluate in order to improve joint doctrine publications.
- e. Perform joint doctrine development activities as described in this manual and IAW references a, b, and c.
- f. As required, act as lead agent for assigned joint doctrine projects.
- g. Assist in developing joint doctrine projects.
- h. Participate in joint doctrine meetings (for example, Joint Doctrine Planning Conferences and Joint Working Groups).
- i. Respond to request(s) for feedback in support of the joint doctrine assessment process.
- j. Assign a single point of contact, normally the coordinating review authority, for all joint doctrine matters.
- k. Assign a coordinating review authority for each joint doctrine project to serve as the point of contact for the assigned publication.
- l. IAW reference c, send a designated representative to attend Joint Doctrine Planning Conferences and Joint Working Groups.
- m. Identify practices, procedures, and organizational constructs, validated by Service and joint experiments and based on existing capabilities, for the JDDC to evaluate to improve joint doctrine.
- n. Assign draft joint publications for review to the NGB Directorates and Offices, ARNG, ANG, NGB-SO, and as required, request review by NG JFHQs-State.
- o. Consolidate, de-conflict, and adjudicate comments to provide a single coordinated NGB position for final NGB-JACO approval.

## GLOSSARY

### PART I. ACRONYMS

ANG	Air National Guard
ARNG	Army National Guard
CG	Commanding General of the District of Columbia
CJCS	Chairman of the Joint Chiefs of Staff
DANG	Director of the Air National Guard
DARNG	Director of the Army National Guard
DSO	Director of Space Operations
IAW	In accordance with
JDDC	Joint Doctrine Development Community
JDDT	Joint Doctrine Development Tool
NG	National Guard
NG JFHQs-State	National Guard Joint Force Headquarters-State
NGB-DS	National Guard Bureau Director of Staff
NGB-DSO	National Guard Bureau Director of Space Operations
NGB-JACO	National Guard Bureau Joint Actions Control Office
NGB-J3/4/7	National Guard Bureau Operations Directorate
NGB-J37	Joint Training and Exercise Division
NGB-J377	Joint Doctrine and Lessons Learned Branch
NIPRNET	Non-classified Internet Protocol Router Network
TAG	The Adjutant General

### PART II. DEFINITIONS

Joint Doctrine -- Fundamental principles that guide the employment of United States military forces in coordinated action toward a common objective and may include terms, tactics, techniques, and procedures.

Joint Doctrine Development Community -- The Chairman of the Joint Chiefs of Staff; Joint Staff; Combatant Commands; Services; National Guard Bureau; combat support agencies; National Defense University; United States Element, North American Aerospace Defense Command; and Chairman of the Joint Chiefs of Staff-controlled activities.

Joint Doctrine Development System -- The system of lead agents, Joint Staff doctrine sponsors, primary review authorities, coordinating review authorities, technical review authorities, assessment agents, Joint Doctrine Planning Conferences, procedures, and the hierarchical framework designed to initiate, develop, approve, and maintain joint publications.

Joint Publication -- A compilation of agreed-to fundamental principles, considerations, and guidance on a particular topic, approved by the Chairman of the Joint Chiefs of Staff, or authorized designee, guiding the joint force toward a common objective.