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MARINE CORPS ORDER 5216.21

From: Commandant of the Marine Corps
To: Distribution List

Subj: JOINT ACTIONS PROCESSING

Ref: (a) CJCSI 5711.01C Policy on Action Processing, June 6, 2013
(b) CJCSI 5002.01 Meetings in the JCS Conference Room, December 13, 2010
(c) CJCSI 3141.01F Management and Review of Campaign and Contingency Plans (January 31, 2019)
(d) MCO 5600.48C
(e) SECNAV M-5216.5
(f) 5 U.S.C. 522a
(g) SECNAVINST 5211.5F
(h) SECNAV M-5210.1 CH-1
(i) MCO 5210.11F

Encl: (1) Joint Actions Processing Instruction

1. Situation. This Order publishes guidance, policies, and procedures for the processing of joint actions within the Marine Corps. This Order is in accordance with references (a) through (i).

2. Cancellation. MCO P5216.21A

3. Mission. To execute the Marine Corps' assigned joint functions and provide the coordination of Service positions to joint actions.

4. Execution

a. Commander's Intent and Concept of Operations

(1) Commander's Intent. The Marine Corps shall maintain a single, streamlined process for the coordination of joint actions and coordination for participation in Joint Chiefs of Staff, Operation Deputies, and Deputy Operations Deputies meetings (Tanks).

(2) Concept of Operations

(a) Joint actions will be prepared and submitted in accordance with guidance in this Order.

(b) Marine Corps participation in Tanks will be executed in accordance with guidance in this Order.

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b. Subordinate Element Tasks

(1) Deputy Commandant (DC), Plans, Policies, and Operations (PP&O)

(a) Establish and maintain instructions that pertain to joint actions processing.

(b) Coordinate participation in Joint Chiefs of Staff, Operation Deputies and Deputy Operations Deputies meetings (Tanks).

(2) Commanders, Deputy Commandants, and Other Headquarters Marine Corps (HQMC) Agencies. Appropriately prioritize staff action and coordination on joint actions to meet prescribed timelines and reflect the best possible military judgement. In cases when competing requirements have similar priorities, joint actions take precedence.

5. Administration and Logistics

a. Privacy Act. Any misuse or unauthorized disclosure of Personally Identifiable Information (PII) may result in both civil and criminal penalties. The Department of the Navy (DON) recognizes that the privacy of an individual is a personal and fundamental right that shall be respected and protected. The DON's need to collect, use, maintain, or disseminate PII about individuals for purposes of discharging its statutory responsibilities shall be balanced against the individuals' right to be protected against unwarranted invasion of privacy. All collection, use, maintenance, or dissemination of PII shall be in accordance with the Privacy Act of 1974, as amended (5 U.S.C. 552a) and implemented per SECNAVINST 5211.5F.

b. Records Management. Records created as a result of this directive shall be managed according to National Archives and Records Administration (NARA)-approved dispositions per SECNAV M-5210.1 CH-1 to ensure proper maintenance, use, accessibility and preservation, regardless of format or medium. Records disposition schedules are located on the Department of the Navy/Assistant for Administration (DON/AA), Directives and Records Management Division (DRMD) portal page at: <https://portal.secnav.navy.mil/orgs/DUSNM/DONAA/DRM/Records-and-Information-Management/Approved%20Record%20Schedules/Forms/AllItems.aspx>. Refer to MCO 5210.11F for Marine Corps records management policy and procedures.

c. Recommendations. Recommendations may be submitted to the Joint Service Branch of Plans, Policies, and Operations (PP&O).

6. Command and Signal

a. Command. This Order is applicable to the Marine Corps Total Force.

b. Signal. This Order is effective the date signed.



G. W. Smith, Jr
Deputy Commandant
Plans, Policies and Operations

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Chapter 1

Overview

1. Scope. This Order provides policy, procedural instructions, and general information to guide subordinate elements in meeting their responsibilities for completing joint actions. Because of joint actions' far-reaching implications and potential effect on national security, it is essential that joint actions be developed in a timely fashion and reflect the best possible military judgment. Joint actions take precedence over unilateral staff actions.

2. Chairman of The Joint Chiefs of Staff (CJCS)

a. The CJCS is the senior ranking military officer and the principal military adviser to the President and the Secretary of Defense (SecDef). The CJCS convenes and presides over meetings of the Joint Chiefs of Staff (JCS). The Operations Deputies (OpsDepts) and the Deputy Operations Deputies (DepOpsDepts) are designated representatives of the JCS at meetings of the joint councils. Regular scheduled and special meetings of each of the joint councils will be held to:

(1) Address unresolved issues that are best resolved in joint council as opposed to bilateral discussion.

(2) Review a proposed joint action of such significance that the issues should be addressed by a joint council.

(3) Discuss matters of significance among themselves and with U.S. Government and foreign officials, including appropriate briefings and reports.

b. The CJCS is also responsible for establishing the agenda for meetings of the joint councils; however, day-to-day authority is delegated to the Director, Joint Staff, for JCS and OpsDepts meetings; and to the Vice Director, Joint Staff for DepOpsDepts meetings.

3. Joint Chiefs of Staff (JCS). The JCS assist the CJCS in preparing recommendations to the President of the United States (POTUS) and the SecDef. The Service Chiefs are also designated military advisers and, after informing the CJCS and SecDef, may provide advice to the POTUS, SecDef, the National Security Council (NSC), and the Homeland Security Council (HSC). The Service Chiefs are often said to "wear two hats." As members of the JCS, they offer advice, principally through the CJCS, to the POTUS and the SecDef. As the Service Chiefs, they are responsible to the Secretaries of their Military Departments for management of the Services. The duties of the Service Chiefs as members of the JCS take precedence over all their other duties. The members of the JCS are:

a. CJCS

b. Vice Chairman, Joint Chiefs of Staff (VCJCS)

c. Chief of Staff of the U.S. Army

d. Commandant of the Marine Corps (CMC)

- e. Chief of Naval Operations
- f. Chief of Staff of the Air Force
- g. Chief of the National Guard Bureau
- h. Chief of Space Operations

4. Joint Staff. Under the authority, direction, and control of the CJCS. The Joint Staff assists the CJCS and other members of the JCS in carrying out their responsibilities. The Joint Staff is headed by a Director, selected by CJCS after consultation with the JCS. The Director of the Joint Staff is approved by the SecDef. The Joint Staff is forbidden by law from operating, or being organized, as a general staff of the Armed Forces and has no executive authority. The Joint Staff is comprised of the offices of the CJCS, the Director, the Director of Management, and eight functional directorates:

a. Manpower and Personnel (J-1). The J-1 Directorate renders service and assistance by developing plans and policies related to joint human resources and personnel service support. Further, the J-1 Directorate is responsible for establishing manpower management plans and policies for the Joint Staff and all joint activities report to, or through, the CJCS.

b. Intelligence (J-2). The J-2 Directorate supports the CJCS's Title 10, United States Code, responsibilities to provide independent military advice to the POTUS, SecDef and the NSC, and the HSC. The J-2 Directorate serves as the single focal point for crisis intelligence support to national and theater decision makers.

c. Operations (J-3). The J-3 Directorate supports the CJCS by developing and providing guidance to the combatant commands and relaying communications between the POTUS and SecDef and the combatant commanders regarding current operations, future operations, and plans.

d. Logistics (J-4). The J-4 Directorate provides assistance through the delivery of coherent and integrated logistics strategy, developing and integrating joint logistics capabilities, delivering integrated joint support capabilities, and delivering integrated joint health services.

e. Strategy, Plans, and Policy (J-5). The J-5 Directorate develops recommendations on strategies, strategic concepts, military capabilities, politico-military matters. Further, the J-5 Directorate develops joint strategic plans, supports the CJCS and VCJCS activities under the NSC, and leads the Joint Strategic Planning Process on behalf of the CJCS.

f. Command, Control, Communications, and Computers/Cyber (J-6). The J-6 Directorate provides advice and recommendations on information technology (IT) and national security system (NSS) matters. The J-6 Directorate leads the joint communications community, shapes and implements joint IT policy, assesses joint military IT and NSS capabilities, and recommends improvements and associated policy and doctrine to enhance mission effectiveness and interoperability.

g. Joint Force Development (J-7). The J-7 Directorate supports the CJCS and the joint warfighter through joint force development in order to advance the operational effectiveness of the current and future joint force. The J-7

Directorate performs its duties across the spectrum of joint force development.

h. Force Structure, Resources and Assessment (J-8). The J-8 Directorate develops capabilities, conducts studies, analysis, assessments, and evaluates plans, programs, and strategies for the CJCS. The Director, J-8 serves as Joint Requirements Oversight Council Secretary and as Chairman of the Joint Capabilities Board.

5. Marine Corps Requirements. The Marine Corps is required to designate several individuals that have specific responsibilities for joint actions. The Marine Corps fills these requirements as indicated below. The United States Marine Corps (USMC) representatives to the JCS are the CMC, the Operations Deputy (OpsDep), the Deputy Operations Deputy (DepOpsDep), and the Marine Corps Service Planners.

a. Commandant of the Marine Corps. The CMC is the primary Marine Corps representative to the JCS. By direction of the SecDef the duties of the Service Chiefs, as members of the JCS, take precedence over all other duties. Therefore, USMC staff action and coordination on joint actions takes precedence over all other duties. Two subsidiary bodies of principal assistants for joint actions are the OpsDep and the DepOpsDep. If CMC is unavailable, Assistant Commandant of the Marine Corps (ACMC) will fill in his absence as "acting." For any other officer to attend, approval must be granted by CJCS.

b. Operations Deputy. DC, PP&O serves as the OpsDep for the CMC and is the principal assistant for joint actions. The OpsDep is responsible for the assignment, review, coordination, and supervision of all joint actions within the Marine Corps. As the principal adviser to the CMC, the OpsDep has the complete and unqualified approval to act on JCS actions.

c. Deputy Operations Deputy. The Assistant Deputy Commandant, PP&O serves as the DepOpsDep. The DepOpsDep provides the CMC and OpsDep with staff assistance on joint actions and acts as the OpsDep in his absence. The Director of Strategy and Plans Division, PP&O and the Director of Operations Division, PP&O are the designated alternates for the DepOpsDep.

d. Marine Corps Service Planners. Under the OpsDep and DepOpsDep are designated colonels known as Marine Corps Service Planners. The Service Planners support the CMC, OpsDep, and DepOpsDep in discharging their statutory and assigned functions. Marine Corps Service Planners are assigned to the Joint Staff Branch (JSB), PP&O with the sole authority, below the DepOpsDep to conduct final coordination on joint actions. They work closely with action officers (AOs) and staff planners to establish the Marine Corps position on joint actions and then articulate that position to the Joint Staff. Marine Corps Service Planners are the "eyes and ears" concerning Marine Corps joint activities. Marine Corps Service Planners are designated, by name, to provide Service responses to the Joint Staff.

6. Joint Staff Branch, Plans Policies, and Operations (PP&O).

a. Joint Action Control Officer (JACO). The JACO, along with the JSB, PP&O administrative staff, facilitates and tracks joint actions. The JACO has overall responsibility for joint action assignment, management, and administration of the joint action processing within the Marine Corps. The JACO uses the Department of the Navy Tasking, Records and Consolidated

Knowledge Enterprise Repository (DON TRACKER) to electronically assign, track, and manage joint actions. The JACO is assigned to the JSB, PP&O and works for the Marine Corps Service Planner Branch Head. The JACO performs the following general functions:

(1) Serves as the primary administrative point of contact between Headquarters Marine Corps (HQMC) and the Joint Staff. Coordinates with the Joint Staff on the procedures used in processing joint actions.

(2) Receives all joint papers, determining the action required, assigning the action to the appropriate Marine Corps agency.

(3) Coordinates responses and registers Marine Corps positions with the appropriate Joint Staff point of contact once approved by a Marine Corps Service Planner.

(4) Coordinates with the Special Assistant for Joint Matters, Office of the Director Joint Staff, for all matters pertaining to meetings of the JCS, OpsDeps, and DepOpsDeps.

(5) Coordinates and distributes agendas for the JCS, OpsDeps, and DepOpsDeps Tank meetings, and coordinates attendance at briefings and debriefings for such meetings.

(6) Identifies the branch head (for further tasking to the AO) responsible for preparing the material for the JCS, OpsDeps, and DepOpsDeps Tank briefing books. Coordination will be done at the branch head level, unless the branch head prefers direct coordination with the AO.

(7) Supports the Marine Corps Service Planner in Tank preparation briefs and in providing electronic advance read-aheads for CMC, OpsDep, and DepOpsDep.

b. Joint and NATO Allied Joint Doctrine. In accordance with reference (d), the JSB, PP&O will serve as the Marine Corps point of contact and lead for all joint doctrine and NATO Allied joint doctrine actions. Delegation of lead for a joint doctrine or Allied joint doctrine specific publication or task may occur on a case by case basis.

7. Deputy Commandant Responsibilities. Each Deputy Commandant will designate a Joint Action Control Representative, an individual to serve as a central point of contact for joint actions. They are responsible for monitoring and managing joint actions assigned to their directorate. Once an action is assigned, the directorate tasked is responsible for the staffing of the action until it is completed, withdrawn, or transferred by the JACO. There are also joint actions that will require Deputy Commandant coordination with Marine Corps Service Component Commands per paragraph 8.

8. Marine Corps Service Component Responsibilities. Marine Corps Service Component Commands will contribute to joint actions via their combatant command.

a. Occasions may arise in which HQMC requires Marine Corps Service Components Commands' input to the Marine Corps position on a joint action.

b. The JSB, PP&O will assign a lead HQMC agency to coordinate and gather Marine Corps Service Component Commands' input and route the Service

response. For example, Deputy Commandant for Information may be assigned as lead agency to coordinate with Marine Corps Forces Cyberspace Command. Typically, the JSB, PP&O will not task Marine Corps Service Component Commands directly.

9. Marine Corps Action Officer (AO). An AO is a designated officer (or civilian equivalent) who is responsible for preparing responses to joint actions. The review, comment, or coordination of joint actions will take precedence over all other duties and must represent the highest quality staff work. The AO works closely with the Marine Corps Service Planner and JACO. The AO will coordinate with other Service headquarters and USMC headquarters departments, divisions, or other activities as necessary in preparing Marine Corps responses to joint actions. The AO provides staffing continuity from the receipt of a joint action through completion.

Chapter 2

Processing Joint Actions

1. General. Joint actions are staff papers which originate within the Joint Staff, Combatant Commands, or external agencies. The staff papers are circulated among the Joint Staff directorates, the Services, Defense Agencies, and Combatant Commands to develop a coordinated position. Comments provided during joint action staffing are one method in which the CMC provides military advice to the POTUS and the SecDef.

2. Joint Staff Levels of Coordination. Coordination normally takes place at two levels; preliminary and final coordination.

a. Preliminary Coordination. Preliminary coordination is normally accomplished at the AO level to gather information, clarify, and strengthen the issue. Preliminary coordination does not constitute a USMC position. After AO level input is incorporated, the Joint Staff is obligated to staff the action again for final coordination before forwarding it for final disposition. In a preliminary coordination level, critical comments are not considered to be a non-concur.

b. Final Coordination. Final coordination is normally accomplished by a Marine Corps Service Planner and provides formal concurrence or non-concurrence. A Marine Corps Service Planner's response during final coordination represents the view of the CMC. Substantive changes made to an action following final coordination must be coordinated again. Generally, any change necessary to accommodate a non-concurring view will require re-staffing with other coordinating organizations. In final coordination, critical comments will render the package as a non-concur, unless the critical comments are accepted and incorporated by the Joint Staff.

3. The Marine Corps Joint Action Process. If the Marine Corps Service Planner can provide the requested coordination, the Planner may do so immediately. If the Joint Staff Branch determines additional staffing or study is required, the JACO forwards the action to the appropriate department, division, branch, or command. The assigned agency will take the necessary staff action to prepare the Marine Corps response for submission to the Marine Corps Service Planner for approval. The Marine Corps joint actions process is depicted in Figure 2-1.

4. Receipt of an Action. The JACO will initially receive all joint actions. The action is reviewed, entered into the pending action list, and routed to the appropriate department, division, branch, or activity for action. Additionally, a copy is provided to the appropriate Marine Corps Service Planner. The JACO supports the entire process with communication, coordination, and administrative support.

5. Formulating the Response

a. Initially, the assigned agency's Joint Action Representative and AO review the action to determine if the action is appropriately assigned to the correct agency. If the joint action is not within the scope of the assigned agency, the JACO will be contacted immediately to expedite reassignment.

b. The assigned lead agency is authorized to task any Marine Corps element in order to support developing a comprehensive Service response.

c. The assigned agency AO thoroughly researches, staffs, and develops a recommended Marine Corps position. AO actions may include the following:

- (1) Research the issue for existing policy and other pertinent information.
- (2) Participate in meetings conducted by the Joint Staff as required.
- (3) Coordinate with other Service and Joint Staff AOs and seek other views on the issue.
- (4) Educate other Services and Joint Staff AOs on Marine Corps concerns and considerations.
- (5) Coordinate with other Marine Corps staff departments, divisions, branches, and commands as necessary.

d. If an extension is required the AO will coordinate directly with the Joint Staff AO and inform the JACO if an extension is granted.

e. The AO will gain approval of the response within his/her chain of command in accordance with the level of coordination directed by the joint action, usually O-6/GS-15 or General Officer/SES.

f. The AO will submit recommended responses to preliminary or final coordination actions to the Joint Staff Branch for approval by the Marine Corps Service Planner. The AO will:

- (1) List AO and Approving Authority, by name, rank, and billet, and include contact information for the AO.
- (2) Annotate if Approver is granted by direction authority.
- (3) Detail USMC coordination completed within the Marine Corps. An action must be coordinated with other Marine Corps staffs that have interest or equity. The final response is on behalf of the Marine Corps, not just a single department, division, branch, or activity.
- (4) If applicable, include other Services' positions.

6. Action Officer Recommendation. AO recommendation is used by the AO to recommend a response. Responses require Marine Corps Service Planner's approval prior to submission to the Joint Staff. The AO may recommend the following categories of responses:

a. Concur without comment if the AO is in complete concurrence with the proposed action or it has no impact on the Marine Corps. Even though a proposed action may have no direct impact on the Marine Corps, a comment may be warranted.

b. Concur with comment if the AO is in basic concurrence with the action but finds certain aspects inaccurate or is required to provide additional information. Specific recommended changes are submitted with supporting rationale. A Marine Corps Planner Memorandum (MCPM) is required for concur

with comment responses. Comments will be categorized as discussed later in chapter 3.

c. Non-concur if the Marine Corps cannot accept the joint position. This response will require a Marine Corps Service Planner, OpsDep, or CMC approval. Before an AO recommends a non-concur position, the proposed action will be reviewed by the first general officer in the AO's chain of command. A general officer review of a non-concur is required on a Marine Corps position regardless of the initial directed level of review. Once general officer review has occurred, the AO will notify the Marine Corps Service Planner that a non-concur is warranted. A Divergent View Memorandum (DVM) is required that clearly explains why the Marine Corps non-concurs on the joint action. This divergent view can be done at three levels and the Marine Corps Service Planner will provide guidance on the memorandum to be used.

(1) Marine Corps Planner Divergent View Memorandum (MCPDVM)

(2) Marine Corps Divergent View Memorandum (MCDVM)

(3) Commandant of the Marine Corps Divergent View Memorandum (CMCDVM).

7. Submitting the Response. Responses to both preliminary and final coordination actions will be submitted through the JACO for Marine Corps Service Planner approval and routing to the Joint Staff point of contact. Alternatively, the Marine Corps Service Planner may forward the position to the DepOpsDep/OpsDep recommending concurrence or non-concurrence if the issue warrants further attention. The AO has a continuing responsibility to track the final Marine Corps position, the Joint Staff position, the Chairman's decision, and maintain appropriate files on the subject. The AO will also submit appropriate documents to the JACO for archiving. The JSB, PP&O records the Marine Corps position and the memo number sent to the Joint Staff in DON TRACKER upon completion of the action.

8. Documents and Systems that Support Action Processing. Several documents and systems support, and record, the steps of action processing.

a. Joint Staff Action Processing (JSAP) Form-136. The JSAP Form-136 is used by the Joint Staff to provide information, obtain a signature(s), or seek approval for a course of action. The JSAP Form-136 is the formal tasking form from the Joint Staff and is required for Service action to take place. The JSAP Form-136 includes classification, action number, suspense date, and executive summary (see example, Figure 2-2). The executive summary block includes:

(1) Purpose. This section provides a brief statement of the purpose of the action.

(2) Discussion. This section provides a brief explanation of the issue, including why more information or action is required.

(3) Recommendation. A statement of action required by the reviewing official, usually to sign an implementing document or approve an action to be taken.

b. Other Joint Action Directives. The senior leadership of the Joint Staff may initiate an action by letter or memorandum. These actions notify

the addressee of an ongoing action or requests coordination, collaboration, or support.

c. DON TRACKER. The JACO uses DON TRACKER to forward joint actions to the appropriate department, division, branch, or command for action. AOs will include the response/recommendation, USMC coordination, and other Service positions with their response.

d. Actions may also be tasked via the Secretary of the Navy (SECNAV). An SD Form 106 may be included as a tab to the Joint Staff action indicating it was "dual tasked." The AO must ensure that the responses submitted to the SECNAV and the Joint Staff are the same. The Director, Marine Corps Staff administrative officer assigns and tracks SECNAV assigned actions. A copy of the response submitted to SECNAV may be submitted in response to the joint action.

e. Marine Corps Joint Pending Actions List. The Marine Corps Joint Pending Actions List is tracked via the Joint Staff Branch DON TRACKER account and will be made available upon request.

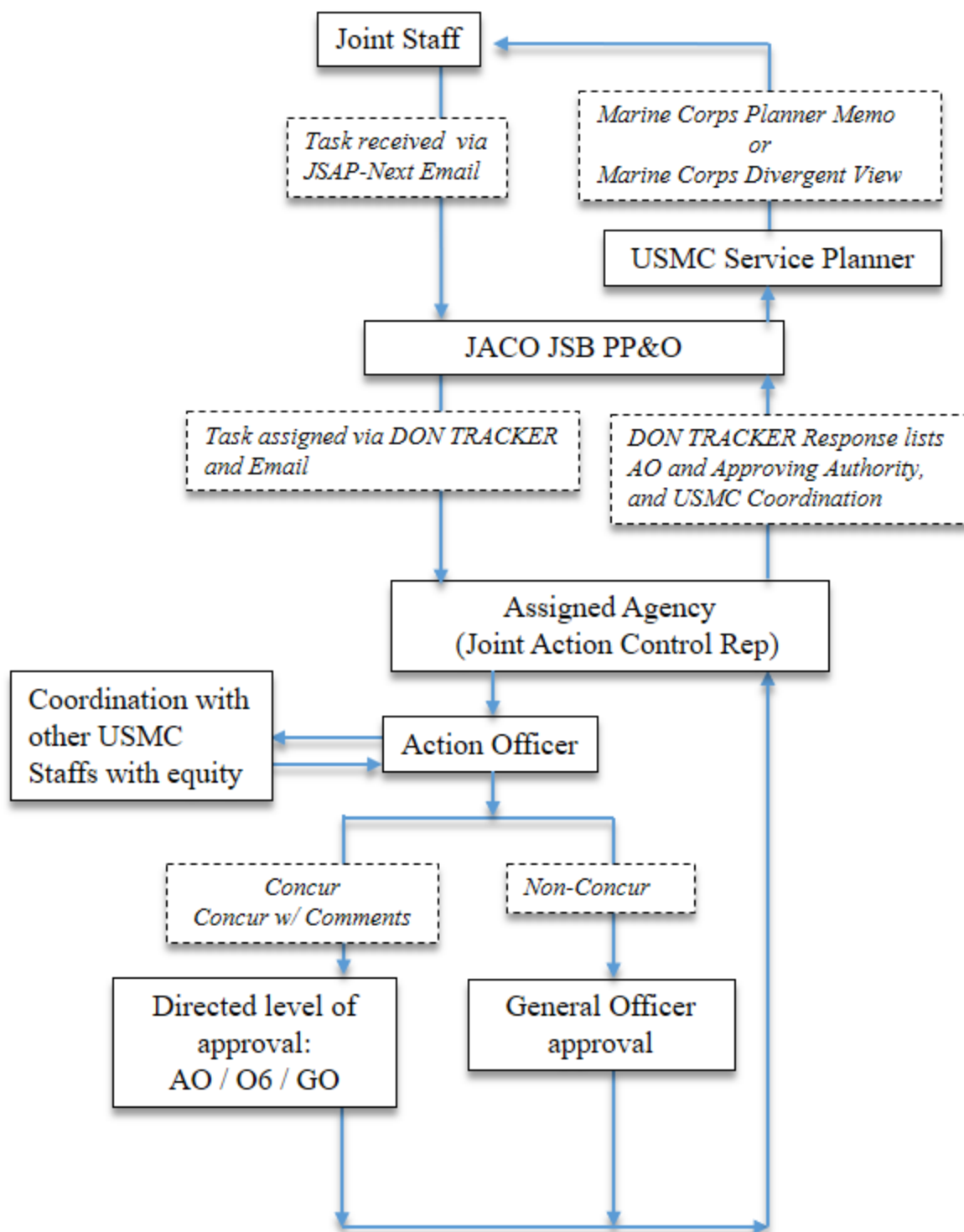


Figure 2-1. Marine Corps Joint Actions Process

JOINT STAFF ACTION PROCESSING FORM					
CLASSIFICATION UNCLASSIFIED					
EXTERNAL SUSPENSE 18 Sep 2020		STAFF SUSPENSE N/A		ACTION NUMBER J-2A #####-20	
TO Distro		THRU		THRU	
SUBJECT (U) Identifying a Joint Fires Proponent on the Joint Staff (Military Targeting Committee Action Plan 20-11)					
EXECUTIVE SUMMARY					
<p>1. (U) <u>Purpose</u>. Solicit Joint Fires community AO-level feedback on the establishment of a Joint Fires Proponent¹</p> <p>2. (U) <u>Issue</u>. In Mar 2020, the Military Targeting Committee (MTC) Executive Steering Committee (ESC), chaired by the JS J2 and J3, approved of the establishment of a Joint Fires Proponent (JFP) on the Joint Staff with the JS J3 identified as the JFP. The MTC ESC directed the MTC Operational Fires Subcommittee (OFS) to issue a JSAP to the Joint Fires community soliciting their feedback on the roles, responsibilities, and requirements of a JFP. Once collated, this feedback forms the basis for a JFP concept that will be presented for decision to the MTC ESC in Dec 2020. The JS J2 and J3 request Joint Fires AO-level feedback and analysis on the development of a JFP within the JS J3.</p> <p>3. (U) <u>Bottom Line</u>. Operational Fires experts from the Combatant Commands, Services, and the Joint Staff (JS) should review the JFP Analysis Framework¹ and provide action officer (AO)-level feedback via the attached comments resolution matrix (CRM)² to the Joint Staff Targeting Division (J2T) NLT 18 Sep 2020.</p> <p>4. (U) <u>Background</u></p> <ul style="list-style-type: none"> a. (U) Dec 2019: At MTC 19-03, Joint Fires leaders identified the lack of a single, unifying Joint Fires element. b. (U) Feb 2020: OFS members endorsed the identification of a JFP on the Joint Staff as a proposed MAP item c. (U) Mar 2020: OFS co-chairs proposed and gained approval for MAP 20-11 at MTC ESC 20A; the JS J3 stated that the JS J3 directorate should serve as the JFP on the Joint Staff d. (U) Aug 2020: JS Targeting Division initiated a JSAP to solicit AO-level feedback of MAP 20-11 initial analysis <p>5. (U) <u>Recommendation</u>. Provide CRM input IAW Tab A Encl A no later than 18 Sep 2020 to MAJ First Last, JS/J2T, Comm: ###-###-####, TSVOIP: ###-####, or first.m.last.mil@mail.mil and first.m.last.mil@mail.smil.mil</p>					
ENDNOTE					
<p>¹ Tab A_MAP 20-11_JFP Analysis Framework</p> <p>² Tab A_Encl A_MAP 20-11_JFP CRM</p>					
COORDINATION					
NAME	AGENCY	DATE	NAME	AGENCY	DATE
	JS J1			USCENTCOM	
	JS J3			USCYBERCOM	
	JS J6			USEUCOM	
	OCJCS/LC			USINDOPACOM	
	USA G3			USNORTHCOM	
	USAF A3			USSOCOM	
	USN N3			USSOUTHCOM	
	USMC S3			USSTRATCOM	
	USAFRICOM			USSPACECOM	
				USTRANSCOM	
AO;J/DIV;EXT MAJ First Last; JS/J2T; ###-###-####					Date Prepared: 18 Aug 20
CLASSIFICATION			CLASSIFICATION/DECLASSIFICATION INSTRUCTIONS		
UNCLASSIFIED					

JS FORM 136 (June 2019)

INTERNAL STAFF PAPER, RELEASE COVERED BY CJCIS 5714.01
PREVIOUS EDITIONS ARE OBSOLETE

Figure 2-2. Example Joint Staff Action Processing Form-136

Chapter 3

Preparing Joint Staff Correspondence

1. General. This chapter provides guidance for preparing and submitting correspondence in response to joint actions or other related joint matters, as defined by Title 10, USC, Section 668. Memorandums providing information, comments, expressing concerns, or expressing dissenting views are submitted in a common format and may be signed by the Service Planner, DepOpsDep, OpsDep, or CMC as appropriate. The AO will draft the correspondence and the JSB, PP&O is responsible for the submission to the Joint Staff.

2. Papers Expressing Service Views. Responses to joint actions may be submitted in a variety of formats depending on what the issue is, the level of response requested, and whether the Marine Corps is in concurrence in the matter. See chapter 2, paragraph 6, for categories of responses. It is critical that Marine Corps responses be timely and clearly understood by the recipient. The formats described below suffice for most situations.

a. Marine Corps Planner Memorandum. MCPMs are prepared by the responsible AO and signed by the appropriate Marine Corps Service Planner in response to a joint action requesting final coordination. A MCPM represents the formal Marine Corps position on the issue. A MCPM will not be used to express a divergent view or non-concurrence. Once the Marine Corps Service Planner has signed a MCPM, the JACO distributes it to the Joint Staff, other Services and other agencies, as required. Additionally, the JACO provides a signed copy for the AO. See Figure 3-1, Marine Corps Planner Memorandum.

b. Marine Corps Operations Deputy Memorandum (MCODM). The MCODM may be used as the OpsDep deems appropriate. The most common use is to provide a formal Marine Corps response to a joint action that the OpsDep considers significant enough to warrant coordination at the general officer level or when the Joint Staff specifically requests a response at this level. Additionally, the MCODM may be used for official correspondence between the OpsDep and the Director, Joint Staff, the DepOpsDep, and the Vice Director, Joint Staff or their Service counterparts. Once signed, the JACO distributes the MCODM in the same manner as a MCPM. See Figure 3-2, Marine Corps Operations Deputy Memorandum.

c. Marine Corps Planner Divergent View (MCPDV). A MCPDV is used to convey a divergent view or non-concurrence in response to a joint action requesting final coordination. It will convey the Marine Corps' position clearly and will identify specifically what is objectionable, and why, plus recommend changes when appropriate. The JACO distributes the signed MCPDV in the same manner as a MCPM. The Marine Corps Service Planner will notify the DepOpsDep or OpsDep of his/her action as appropriate. See Figure 3-3, Marine Corps Planner Divergent View.

d. Marine Corps Divergent View (MCDV). The MCDV may be used as the OpsDep deems appropriate. The most common use is to convey a divergent view or non-concurrence in response to a joint action requesting final coordination when the OpsDep considers the matter significant enough to warrant coordination at the general officer level or when the Joint Staff specifically requests a response at this level. The JACO distributes the signed MCDV in the same manner as a MCPDV.

e. Commandant of The Marine Corps Memorandum (CMCM). The CMCM may be used as the CMC deems appropriate. It is normally submitted to the CJCS, the JCS, and when appropriate, the SecDef, to express the CMC's views on an action or issue significant enough to merit a response by the CMC. Only the CMC, or ACMC in an "Acting" capacity, may sign a CMCM. For example, a CMCM may be used either to request action by the Joint Chiefs of Staff (normally on issues that have not been addressed separately), or as a form of official correspondence with other JCS members. More frequently, the CMCM may be used to convey the CMC's views to the SecDef on issues that the JCS are not in complete concurrence. The JACO will distribute the CMCM to the appropriate officials after signature.

f. Commandant of the Marine Corps Divergent View Memorandum (CMCDVM). The CMCDVM may be used as the CMC deems appropriate. It is normally submitted to the CJCS to convey a divergent view or non-concurrence on an action or issue, which is significant enough to merit a response by the CMC. Only the CMC, or ACMC in an "Acting" capacity, may sign a CMCDVM. Submission of a CMCDVM will usually result in the issue being addressed by the JCS; however, a specific request to address the issue should be clearly conveyed in the paper, if desired.

3. Format. All papers prepared for submission to the Joint Staff will be written in essentially the same format and shall be consistent with the guidelines established in this Order and reference (e). All classified documents will be marked. Comments will be written in either a narrative or change format and will be sequentially numbered beginning with Marine Corps-1. Recommended changes will be accompanied by clear justification for the change.

a. Types of Comments. Comments are used to express concerns with or recommend changes to joint actions. General and specific comments may be used to identify areas of concern with an action in general or for particular portions of the action. Comments are written in a narrative format and are normally accompanied by a reason.

b. Category of Comments. Comments concerning the review of joint and multi-service actions will be grouped into one of the four following categories:

(1) Critical Comments. Critical comments will cause non-concurrence with a joint action if the concern is not satisfactorily resolved prior to final coordination. Critical comments are comments that the Marine Corps insists must be changed or the Marine Corps will non-concur.

(2) Major Comments. Major comments are significant concerns that may result in non-concurrence in the entire document. This category may be used with a general statement of concern with a subject area, essence of the document, or other appropriate concern. Each Major Comment will be followed by detailed comments on specific entries in the document that create the concern.

(3) Substantive Comments. Substantive comments are provided because sections of the document appear to be incorrect, incomplete, misleading, or confusing.

(4) Administrative Comments. Administrative comments correct inconsistencies between different sections in the document or typographical, grammatical, and editorial errors.

4. Control Numbers. Papers submitted to the Joint Staff are assigned Marine Corps control numbers by the JACO for tracking purposes.



Classification

DEPARTMENT OF THE NAVY
HEADQUARTERS UNITED STATES MARINE CORPS
3000 MARINE CORPS PENTAGON
WASHINGTON, DC 20350-3000

MCPM ###-YY
JSB
DD MMM YY

MEMORANDUM FOR THE DIRECTOR, J-X, THE JOINT STAFF

Subj: THE JOINT ACTION SUBJECT; J-X XXXX-XX

Encl: (1) Comment Matrix USMC Input (*if required*)

1. The Marine Corps reviewed the Joint Action and provides comments below and in the enclosure.

a. MAJOR:

(1) Marine Corps-1: Make a narrative or specific comment here.

(a) Reason: Clearly outline the reason and recommend an acceptable alternative if possible.

b. ADMINISTRATIVE:

(1) Marine Corps-2: Page XX, line X; Change to read "The glass is half ~~empty~~ full..."

(a) Reason: Clearly outline the reason and recommend an acceptable alternative if possible.

2. Rank F. M. Example, Branch Head, Division, approved this response.

3. Point of contact for this matter is Rank F. M. Name, Billet, Division, at (###) ###-####.

F. M. LASTNAME
Colonel, USMC
Marine Corps Service Planner
Plans, Policies & Operations

Classification

Figure 3-1. Marine Corps Planner Memorandum



Classification

DEPARTMENT OF THE NAVY
HEADQUARTERS UNITED STATES MARINE CORPS
3000 MARINE CORPS PENTAGON
WASHINGTON, DC 20350-3000

MCODM ###-YY
PP&O
DD MMM YY

MEMORANDUM FOR THE DIRECTOR, THE JOINT STAFF
ARMY OPERATIONS DEPUTY (*if required*)
NAVY OPERATIONS DEPUTY (*if required*)
AIR FORCE OPERATIONS DEPUTY (*if required*)

Subj: THE JOINT ACTION SUBJECT; J-X XXXX-XX

1. This memorandum should be addressed to the Director, Joint Staff or to the Director of the appropriate Joint Staff Directorate if responding to a joint action. It may also be addressed to the Operations Deputy's Service counterparts either collectively or individually, as the OpsDep deems appropriate. It is normally written in a narrative format that clearly states the OpsDep position and supporting rationale.
2. This memorandum may be signed only by the OpsDep or DepOpsDep. If signed by the DepOpsDep it should be addressed to the Joint Staff or Service counterparts as appropriate. Continue in subsequent paragraphs as necessary to convey a clear, complete position or perhaps to suggest a recommended course of action to resolve the issue.
3. My point of contact in this matter is Rank F. M. Name, Billet, Division, at (###) ###-####.

F. M. LASTNAME
Lieutenant General, USMC
Marine Corps Operations Deputy to
the Joint Chiefs of Staff

Classification

Figure 3-2. Marine Corps Operations Deputy Memorandum



Classification

DEPARTMENT OF THE NAVY
HEADQUARTERS UNITED STATES MARINE CORPS
3000 MARINE CORPS PENTAGON
WASHINGTON, DC 20350-3000

MCPDV ###-YY
JSB
DD MMM YY

MEMORANDUM FOR THE DIRECTOR, J-X, THE JOINT STAFF

Subj: THE JOINT ACTION SUBJECT; J-X XXXX-XX

Encl: (1) Document (*if required*)

1. The Marine Corps non-concurs with the Joint Action and provides comments below and in the enclosure.
2. Make a narrative or list specific critical comments that clearly conveys the issues or portion of the action that the Marine Corps finds unacceptable. Explain the Marine Corps viewpoint with supporting rational in a positive manner.
3. Rank (GO/SES) F. M. Example, Command, approved this response. (*GO/SES approval required for non-concurs*)
4. Point of contact for this matter is Rank F. M. Name, Billet, Division, at (###) ###-####.

F. M. LASTNAME
Colonel, USMC
Marine Corps Service Planner
Plans, Policies & Operations

Classification

Figure 3-3. Marine Corps Planner Divergent View Memorandum

Chapter 4

Meetings in the Joint Chiefs of Staff Conference Room

1. General. This chapter provides a brief overview of the DepOpsDeps, OpsDeps, and JCS meetings (Tanks) and the preparatory and follow on actions required by staff members with respect to Tanks.

2. Operations Deputies and Joint Chiefs of Staff Meetings. Each week the DepOpsDeps, OpsDeps, and JCS meet to discuss topics placed on their respective agendas. These meetings are commonly referred to as "Tank" meetings.

a. Tank meetings are used for decision or other information briefings. Alternatively they may be used to address issues that were not resolved during the staffing process.

b. OpsDeps are typically used as a platform to prepare topics for JCS Tanks. DepOpsDeps Tanks will occasionally be utilized to prepare topics for OpsDeps Tanks.

3. Tank Coordination

a. The Special Assistant, Joint Matters (SAJM) in the Office of the Director, Joint Staff maintains a SECRET Internet Protocol Router Network (SIPRNET) portal that identifies topics for the DepOpsDeps, OpsDeps, and JCS meetings. The JSB, PP&O publishes and distributes the agenda for the next meeting, and notifies the appropriate branch head and/or AO of topics on the agenda. Upon notification, the branch head will identify the AO responsible for preparing the material for the Tank briefing book and the oral briefing. Changes occur frequently and on short notice which requires quick analysis and response by AOs.

b. The JSB, PP&O does the following:

(1) Acts as a facilitator and coordinator throughout the entire process and serves as the primary point of contact with the SAJM.

(2) Coordinates with the schedulers for CMC, APMC, OpsDeps, DepOpsDeps, and other offices to coordinate the Marine Corps attendee, pre-brief, and de-brief details for all meetings.

(3) Ensures changes are expeditiously communicated to everyone involved and assists as required.

4. Tank Overview

a. Topics are categorized as decision or information briefings. AOs will capture this on the point paper.

(1) Decision Briefing. Decision briefings are presented to obtain approval on an issue. They may occur because of dissenting views in the staffing process or when a corporate policy decision is required.

(2) Information Briefings. Information briefings present information which is discussed or noted by the members in the meeting. No decision is required.

b. Action Officer Responsibilities. AOs are required to comply with the administrative instructions in this Order. To ensure that the CMC, OpsDeps, and DepOpsDeps (USMC Principal) are fully prepared to discuss topics appearing on the agenda, the Marine Corps AO is responsible for:

(1) Contacting the Joint Staff Action Officer. This initial contact is essential to obtain all available information that will assist in formulating a Marine Corps position and briefing the CMC, OpsDeps, and/or DepOpsDeps. The briefing slides, even in draft form, provide ample information from which to formulate a Marine Corps position on the topic.

(2) Contacting the Services. It is essential to understand the other Services' positions on the topic for effective participation by the USMC Principal in the meeting. These need to be recorded in the Tank point paper.

(3) Preparing briefing materials. This normally includes a copy of the briefing slides (clouded, if necessary, see paragraph 5.f.) and a Tank point paper with a USMC recommended position. Additional background material may be included at the discretion/direction of the Service Planner.

(a) An initial version of the point paper and clouded slides will be submitted to the JSB, PP&O two business days prior to the scheduled Tank for a read-ahead. Coordinate with the JSB, PP&O on specific guidance if slides for the topic are unavailable or if the exact nature of the topic is unknown.

(b) The JSB, PP&O administrative section assembles all materials into consolidated briefing books and delivers the final products to the USMC Principal prior to the pre-brief. Additionally, the Service Planner or JACO emails an electronic copy of the products to the USMC Principal and those with equity.

(c) Occasionally, materials are unavailable to the AO and "read-aheads" cannot be produced. In this event the Service Planner and JACO will determine the course of action to be taken. It is important that the inability of the AO to obtain information from the Joint Staff AO on the topic be brought to the attention of the Service Planner and JACO as soon as possible.

(4) Pre-brief. The oral pre-brief usually occurs on the day prior or day of the Tank. This is coordinated by the Joint Staff Branch, PP&O with the appropriate USMC Principal's scheduler.

(5) Attending the Tank. The AO will attend DepOpsDeps and OpsDeps Tanks unless the topic is presented in a closed Executive Session.

(6) Debrief. The AO will submit a Tank debrief to the Marine Corps Service Planner, no later than 24 hours after the completion of the meeting.

5. Briefing Books. Consolidated briefing books include information pertaining to each individual topic. Books are provided for each meeting with a scheduled topic and are used in the pre-brief to prepare the Marine

Corps attendee. An orderly collection of documents is prepared by the responsible AO for inclusion in the consolidated briefing book.

a. Briefing Books Requirements

(1) JCS Tank. Five briefing books are assembled, one each for CMC, CMC Military Secretary, OpsDeps, Service Planner, and Action Officer.

(2) OpsDeps/DepOpsDeps Tank. Three briefing books are assembled, one each for OpsDeps/DepOpsDeps, Service Planner, and Action Officer.

(3) The appropriate classification cover will be inserted in the front and back cover of all books. This classification will reflect the highest level of classification for the material in the book.

(4) Additional books may be built as required/directed by the Service Planner.

b. If circumstances preclude the timely submission of briefing materials it is imperative that the AO notify the Service Planner and/or the JACO.

c. It is important that briefing books conform to prescribed standards. Topic material will be in its appropriate place for the convenience of the reader. Materials are assembled in the order the topics appear on the meeting agenda. Each topic will have a numbered tab containing a concise position paper followed by the briefing slides for the topic.

d. Requirements of Tank Point Papers. Pre-brief times may be reduced abruptly or eliminated altogether. Therefore, the Point Paper must be capable of providing the USMC Principal with the key information needed for the Tank session without the benefit of a full, or even a partial pre-brief. The JSB, PP&O will provide current point paper formats to the AO. Tank point papers include:

(1) Appropriate classification on topic in header and footer, and classification markings for each paragraph and bullet.

(2) Preferred length is one page, with a maximum of two pages.

(3) Tank name, day, and date included, (i.e., OpsDeps Agenda, Tuesday, 9 November 2020).

(4) Purpose of the Tank

(5) Bottom Line Up Front (BLUF)

(6) Background and Discussion

(7) Other Services' Positions (if applicable)

(8) Recommendations

(9) Concerns (Risk to force, mission, and institution) (if applicable)

(10) Way Ahead

(11) Include name, rank, department/division/branch/command and phone number of AO

e. Include Tank presentation slides and any other appropriate backup material.

f. Clouding of slides. Clouds are call out boxes placed on the original slide by the AO to highlight USMC concerns, explain terms, or highlight equities for the Marine Corps. Power Point provides multiple designs in clouding through the use of call out boxes. The clouds will be yellow with black text and be concise in content and will include classification markings. Clouding is not a requirement if the AO feels there is nothing that needs amplification. Alternatively to clouding slides, facing slides may be used when the amount of information to convey would make using clouds unsuitable. The JSB, PP&O will provide current clouded slide and facing slide formats to the AO.

6. Pre-Briefing and Tank Execution

a. The Pre-Brief

(1) An essential element in preparing the CMC, OpsDeps, and DepOpsDeps for scheduled meetings is the pre-brief by the responsible AO. While the briefing materials prepared by the AO provide a valuable ready-reference, the oral pre-brief is essential in conveying the proposed Marine Corps position to the CMC, OpsDeps, or DepOpsDeps. This briefing allows discussion of views and circumstances which cannot always be adequately explained in a briefing book.

(2) The JSB, PP&O schedules the pre-brief. Attendance by the responsible AO is mandatory. Other attendees with major interest in a particular topic are invited to attend on a case-by-case basis.

b. Brief Preparations. The briefer must be prepared for the following possibilities:

(1) The CMC, OpsDeps, or DepOpsDeps may not be familiar with the issue.

(2) Time constraints may preclude the briefer from providing an in-depth brief. This will require the AO to get to the heart of the issue quickly or to only field questions.

(3) The short notice introduction of new documents related to the topic that necessitates a quick analysis.

(4) During the brief, discussion may lead to a change in emphasis or position. If this occurs, the AO will begin an immediate reconstruction or

modification of briefing materials upon conclusion to accommodate required changes.

c. Briefing the Marine Corps Principal (CMC, OpsDepts, and DepOpsDepts)

(1) The AO, as the subject matter expert, is expected to lead the pre-brief and guide the principal. The AO will not ask the principal for guidance on how to proceed. The AO will refrain from bringing functional area experts to the pre-brief unless absolutely necessary.

(2) State the type of Tank briefing expected, as well as its purpose/expected outcome (i.e., information briefing to update the OpsDepts - followed by closed discussions; or decision briefing - all Services expected to concur and positions are not contentious). Include whether the topic has been addressed in a previous Tank and who represented the Marine Corps (JACO can provide you this information).

(3) The AO will present the BLUF which will encapsulate the pre-brief in a few sentences. Briefly state in a sentence or two the key issue and what is at stake for the Marine Corps. If multiple key issues exist, state the one issue the AO believes to be most important, and explain that it is one of a number of complex issues that will be address later in the pre-brief.

(4) Conduct a "spin-up" if the AO believes the principal needs background information to understand the issues and the Tank presentation. While covering the discussion points the AO will avoid unnecessary transition between the point paper and briefing slides.

(5) Provide a concise summary of the Marine Corps' position or recommended position (e.g., recommend concur, or non-concur, or accept briefing for information).

(6) If time permits, address each slide - providing a sentence or two of summary per each slide. Provide more detail and emphasis on the "clouded" slides that impact Marine Corps equities. If time is short or the Tank slide deck is lengthy, focus on the "clouded" slides.

(7) Return to the point paper at the end of the slides. State the Marine Corps' position. Include rationale for the position and address conflicts with positions of other participants, combatant commander, etc. Walk through the talking points you want the principal to make in the Tank.

d. Execution of the Tank. The Tank is a sensitive compartmented information facility and therefore, personal electronic devices, including but not limited to cell phones, laptops, tablets, smartwatches, fitness trackers with storage/Wi-Fi/Bluetooth capabilities, and brief cases are not permitted within the Tank. If AOs are invited to attend a Tank, seating will be assigned. The AO does not participate in the briefing unless specifically asked for comments.

7. Post Tank Actions

a. Complete the De-brief. If the AO attends the Tank, the de-brief will be completed no later than 24 hours after the completion of the Tank. The JACO will provide a de-brief format to the AO to record pertinent information. Tank discussions, the comments of principals, and the AO's synopsis are sensitive, privileged information. The AO may not share this information with anyone except the Marine Corps Service Planners and JACO. The AO may share the outcome/decisions of the tank with personnel who have the need to know, so long as this information does not relate specific discussions or comments attributable to the Tank attendees.

b. Return of Briefing Books. Unless retained by the attendee for future reference, all briefing books will be returned to the JSB, PP&O administrative section for disposition once the de-brief is complete. AOs should retain at least one copy of the briefing materials for future reference as long as the issue is dynamic, or if it was an extremely contentious topic.

APPENDIX A

Glossary of Acronyms and Abbreviations

ACMC	Assistant Commandant of the Marine Corps
AO	Action Officer
CJCS	Chairman of the Joint Chiefs of Staff
CMC	Commandant of the Marine Corps
DC	Deputy Commandant
DepOpsDep	Deputy Operations Deputy
DON	Department of the Navy
DON TRACKER	Department of the Navy Tasking, Records and Consolidated Knowledge Enterprise Repository
HSC	Homeland Security Council
HQMC	Headquarters, Marine Corps
IT	Information Technology
JACO	Joint Action Control Officer
JCS	Joint Chiefs of Staff
JSAP	Joint Staff Action Processing
JSB	Joint Staff Branch
MCDV	Marine Corps Divergent View
MCDVM	Marine Corps Divergent View Memorandum
MCODM	Marine Corps Operations Deputy Memorandum
MCPDV	Marine Corps Planner Divergent View
MCPDVM	Marine Corps Planner Divergent View Memorandum
MCPM	Marine Corps Planner Memorandum
NSC	National Security Council
NSS	National Security System
OpsDep	Operations Deputy
PII	Personally Identifiable Information
POTUS	President of the United States
PP&O	Plans, Policies, and Operations
SAJM	Special Assistant, Joint Matters
SecDef	Secretary of Defense
SIPRNET	SECRET Internet Protocol Router Network
USMC	United States Marine Corps
VCJCS	Vice Chairman of the Joint Chiefs of Staff