



DEPARTMENT OF THE NAVY
OFFICE OF THE CHIEF OF NAVAL OPERATIONS
WASHINGTON, DC 20350-2000

IN REPLY REFER TO

OPNAVINST 5216.10J
N3/N5C

24 April 1996

OPNAV INSTRUCTION 5216.10J

From: Chief of Naval Operations

Subj: U. S. NAVY GUIDEBOOK FOR JOINT ACTIONS

Ref: (a) Joint Administrative Instruction 5711.06M
(b) DoD Directive 5158.1 of 1 May 85 (NOTAL)

Encl: (1) US Navy Guidebook for Joint Actions

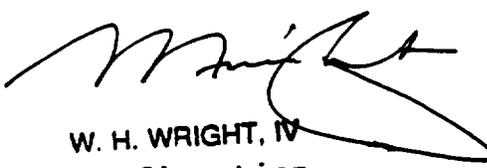
1. Purpose. To publish basic guidance for the processing of Joint Actions within OPNAV. This instruction supplements reference (a) - the source for joint action processing. The changes to this instruction are extensive and, as such, it must be reviewed in its entirety.

2. Cancellation. OPNAVINST 5216.10H.

3. Caveat. Unless otherwise noted, the word "joint" is used only in reference to the Joint Chiefs of Staff (JCS) and the Joint Staff (JS). The term action officer (AO) used in this instruction refers to members of the Office of Chief of Naval Operations (OPNAV), military or civilian, who are involved in processing joint actions.

4. Action. All personnel assigned duties involving support to the Chief of Naval Operations (CNO) in his performance as a member of the JCS will comply with this instruction, reference (a) and other publications and directives as may be applicable.

5. Reports. The reporting requirements contained in this instruction are exempt from reports control by SECNAVINST 5214.2B.


W. H. WRIGHT, IV
by direction

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CHAPTER I

GENERAL

100. THE JOINT CHIEFS OF STAFF. The Joint Chiefs of Staff (JCS) consists of the Chairman (CJCS), the Vice Chairman (VCJCS), and the following individuals:

The Chief of Staff, U. S. Army (CSA)
The Chief of Naval Operations (CNO)
The Chief of Staff, U. S. Air Force (CSAF)
The Commandant of the Marine Corps (CMC)

Responsibilities as members of the Joint Chiefs take precedence over duties as the chiefs of military Services per reference (b). The JCS, supported by the Joint Staff (JS), is the immediate military staff of the Secretary of Defense (SecDef).

101. THE CHAIRMAN OF THE JOINT CHIEFS OF STAFF (CJCS). The CJCS is the principal military advisor to the President. When CJCS presents advice, he presents the range of advice and opinions received from the combatant commanders and other JCS members. The Chairman does not exercise military command over any combatant forces. He functions within the chain of command by transmitting communications from the President and the SecDef.

102. THE JOINT STAFF. The Joint Staff (JS), headed by the Director (DJS), is composed of officers selected in approximately equal numbers from each of the Services. The JS is forbidden by law to function as a General Staff of the Armed Forces. This means it shall have no creative powers in its own name. Its principal purpose is to support the Joint Chiefs of Staff. N3C/N5C will act as the liaison for all contact with the Secretary, Joint Staff (SJS), the Office of the Director, Joint Staff (DJS), and Office of the Chairman, JCS (OJCS). This should not preclude action officer interface with their counterparts in JS directorates.

103. CNO AS A MEMBER OF THE JCS. The duties of the CNO in his capacity as a member of the JCS take precedence over all other duties per reference (b). As a member of the JCS, the CNO offers advice to the President, SecDef and National Security Council (NSC).

104. VICE CHIEF OF NAVAL OPERATIONS (VCNO). The VCNO is involved in two groups supporting the JCS - the Joint Requirements Oversight Council (JROC) and the Joint Monthly Readiness Review (JMRR).

a. The JROC is an instrument of the CJCS and Secretary of Defense (SecDef). The JROC assists the CJCS in carrying out the responsibilities outlined in Memorandum of Policy 77 (Requirements Generating System Policies and Procedures) and MCM-14-95 (Charter of the Joint Requirements Oversight Council). The JROC includes the Joint Warfighting Capabilities Assessment Process (JWCA) as outlined in CJCSI 3137.01. The Vice Chief of Naval Operations is the Navy Principal on the JROC and has designated N810 as the Navy Point of Contact. All JROC communications with the Joint Staff are coordinated by N810.

b. The JMRR is a component of the Chairman's Readiness System, which was implemented in the fall of 1994 to provide the CJCS the information necessary to fulfill his requirements as established in Title 10, U.S.C. The JMRR provides the CJCS a current and broad assessment of the military's readiness to fight, across all three levels of war. The assessment is presented to the

VCJCS and Service Vice Chiefs in a briefing conducted by the Director of Operations, Joint Staff and the Service Operations Deputies (OpsDepts). All JMRR communications with the Joint Staff are coordinated by N312.

c. JROC and JMRR communications and action items are separate and unique and do not follow the process described in this instruction. Direct communications between the staffs are necessary to facilitate and expedite the flow of information.

105. SUBSIDIARY BODIES. Two recognized groups greatly assist the JCS in the execution of their duties, to wit, the Operations Deputies (OpsDepts) and Deputy Operations Deputies (DepOpsDepts). Actions completed by either the OpsDepts or the DepOpsDepts will have the same effect as actions by the JCS.

a. OPERATIONS DEPUTY. The Deputy Chief of Naval Operations (Plans, Policy and Operations), N3/N5, is the Navy Operations Deputy (OpsDep). Service OpsDepts meet in sessions chaired by the DJS to consider issues of lesser importance on behalf of the JCS or to screen major issues before they reach the JCS.

b. DEPUTY OPERATIONS DEPUTY. The Assistant Deputy Chief of Naval Operations (Plans, Policy and Operations), N3B/N5B, is the Navy Deputy Operations Deputy (DepOpsDep). Issues come before the Service DepOpsDepts at meetings chaired by the Vice Director, Joint Staff (VDJS) to either be settled at their level or forwarded to the OpsDepts.

106. NAVY

a. OPERATIONS DEPUTY (OPSDEPTS). As the principal advisor to the CNO on JCS and NSC matters, the OpsDep is responsible for the assignment, review, coordination and supervision of all joint matters within the Office of the Chief of Naval Operations (OPNAV). OPNAV Principal Officials, as designated in the OPNAV Organization Manual, advise the CNO, through the OpsDep, on all matters of joint interest and on necessary actions within their area of responsibility resulting from JCS or NSC decisions.

b. ASSISTANTS TO THE CNO FOR JCS MATTERS (NAVY SERVICE PLANNERS). Navy Service Planners are Navy captains who have the sole OPNAV authority, below the DepOpsDep, to conduct final coordination on joint actions. Because N3/N5 is ultimately responsible for Navy participation in all JCS matters and is solely responsible for policy issues, the Navy Service Planners review all correspondence destined for the JS prior to its submission to the DepOpsDep, OpsDep, Vice Chief of Naval Operations (VCNO) or CNO.

c. DIRECTORATE PLANNERS. ALL OPNAV Principal Officials shall designate a directorate planner. These individuals (normally Navy captains or civilian equivalents) serve as directorate experts on the joint process, oversee the processing of joint actions by Action Officers (AOs) in their directorate, and interface with the JS and the Navy Service Planners to resolve conflicts and coordinate on joint actions. Directorate planners are not authorized to provide final coordination for the Navy to the JS but must have the full confidence and authority to speak for their OPNAV Principal Official in presenting their arguments to the Navy Service Planners. Specific responsibilities include:

(1) Receipt of all joint actions assigned to their directorate and assignment of action through their directorate to an appropriate AO.

(2) Keeping abreast of the status of ongoing actions and enforcing the deadlines for coordinating and making responses. The Directorate Planner will be the single point of contact for the Navy Joint Action Control Office (JACO) on all joint actions assigned to their directorate.

(3) Ensuring administrative correctness of all correspondence associated with the joint action.

(4) Ensuring all coordination on joint actions under their cognizance reflect the policies of their head of directorate.

(5) Coordinating joint actions through the designated N3/N5 Cognizant Office (COG) for policy implications.

(6) Conducting routine coordination and providing Navy participation in Joint Staff/Service conferences necessary for the coordination of draft reports and working papers.

(7) Obtaining extensions on Joint Actions from the JS and informing the Navy JACO of approved extensions.

(8) Signing correspondence of a routine nature (AO level actions) to the initiating Joint Staff Directorate.

d. NAVY AO. The AO is that officer assigned primary responsibility for thorough and complete coordination of a joint action. His or her responsibility is to properly prepare written or oral responses and briefings for the Navy Planners, DepOpsDep, OpsDep, VCNO or CNO. AOs must coordinate with their Directorate Planner, N3/N5 COG and Navy Service Planner to obtain policy guidance and instructions for the development of a Navy position. The AO must also coordinate with other Services and the JS to ensure complete staffing. The AO (with the Directorate Planner) has absolute responsibility for the complete and correct staffing of a joint action in accordance with this instruction.

e. OPNAV COG. The COG is an individual within the N3/N5 organization who is assigned by the Navy JACO whenever an action must be staffed to an organization or directorate other than N3/N5. Directorate Planners will ensure their actions are staffed through a COG. This requirement does not obviate the AO's responsibility to respond in a timely manner with due attention to formatting. The COG's primary responsibility is to help the AO and Directorate Planner by:

(1) Reviewing the joint action and proposed response or briefing for complete coordination and, as necessary, making recommendations for further coordination or rework;

(2) reviewing the proposed response to ensure it properly reflects the Navy's joint plans and policies; and,

(3) ensuring the response properly addresses the JS issues identified in the tasker.

f. EXECUTIVE SECRETARY TO THE CNO FOR JCS MATTERS AND NAVY JACO. The Navy JACO, (N3C/N5C), is responsible for the administrative handling of all JCS matters within OPNAV. The Executive Secretary to the CNO for JCS Matters and Navy JACO staff, with the Navy Service Planners, assist the OPNAV staff in the coordination of joint actions, the preparation for and briefing of JCS agenda items, and the processing of all other joint issues. The Navy JACO will:

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(1) Receive actions and correspondence from the Joint Staff, determine action required and assign to responsible OPNAV directorate(s).

(2) Assign Navy JACO deadline (normally at least 24 hours before the JS deadline) and distribute for staffing and response.

(3) Monitor the processing of joint actions that require the submission of a formal Navy position to the JS.

(4) Coordinate attendance and preparation for Tank session pre-briefs and debriefs and supervise preparation of Tank Briefing Books.

(5) Serve as ready OPNAV point of contact for JS military secretaries.

(6) Receive and process responses prepared by AOs to ensure proper format and coordination and assist Service Planners with administration of replies to joint actions.

(7) Publish a daily tickler report for actions and distribute the updated Tank Schedule when received from the JS.

(8) Maintain historical files of all completed actions and Tank sessions.

CHAPTER II

ADMINISTRATIVE RULES GOVERNING HANDLING OF JCS PAPERS

200. JCS PAPERS. JCS Papers are defined as:

- a. Those papers published by the Secretary, Joint Chiefs of Staff (JCS), which bear a "JCS" serial number and any attachments thereto.
- b. Any paper or study prepared by an agency or organization under the jurisdiction of, responsive to, or through the JS, for submission to the JCS.
- c. Any written communication conveying a JCS decision, a decision made in the name of the JCS, JCS Pubs, the decision or advice of the CJCS, or the DJS, or the action of the SJCS, within the terms of authority delegated or directed by the JCS (e.g., JCS Memoranda (JCSMs), Chairman's Memoranda (CMs), DJS Memoranda (DJSMs), SJCS Memoranda (SMS), Memoranda issued in the name of the JCS (MJCSs), and "JCS send" messages).

201. HANDLING OF CLASSIFIED JCS PAPERS. Because of the large volume of classified JCS papers received in OPNAV, it is important that all personnel exercise continuous vigilance to prevent loss or compromise. Care must be exercised at all times to ensure classified documents are properly accounted for and seen only by those persons with appropriate clearance and a need to know. In addition to papers bearing standard security classifications, many JCS documents are of such sensitivity as to require special handling and restricted discussion.

202. TRANSMITTAL AND STORAGE. All Joint Strategic Planning System Documents will be transmitted by an unbroken chain of receipts. All other JCS papers will be handled per Department of the Navy Information and Personnel Security Regulations, OPNAVINST 5510.1H. Stowage and handling will follow standard security regulations. To ensure required control, OPNAV Principal Officials will designate a representative with appropriate clearances to coordinate drawing, handling and return of JCS papers from N3C/N5C. Although movement under receipt is not required for papers bearing CONFIDENTIAL or UNCLASSIFIED markings, a record of distribution will be made and authorized personnel who receive such papers will be made aware of the special safeguards for handling of all JCS papers. All JCS papers will be stowed per their classification except UNCLASSIFIED which will be stowed following requirements for CONFIDENTIAL material.

203. REPRODUCTION OF JCS PAPERS. Joint papers will not be reproduced except as authorized by the Navy JACO. If additional copies of a joint paper are required, the AO or Directorate Planner should contact the Navy JACO who will provide. In instances where speed is of the essence, the Directorate Planner can authorize photocopies. The copies must be brought immediately under strict control and the Directorate Planner will ensure their destruction upon completion of the action.

204. ACCESS TO JCS PAPERS BY NON-JCS/SERVICE ACTIVITIES. To avoid infringement upon or abridgment of the statutory responsibilities of the CJCS as the principal military advisor to the President, the National Security Council, and the Secretary of Defense, and to ensure the security of JCS papers, such papers will **NOT** be distributed to any agency not under the jurisdiction of the JCS or of the Service members thereof, except as specifically agreed to by the JCS. Correspondence and messages originating in OPNAV and addressed to activities outside the organization of the JCS shall **NOT** list JCS papers as references. The desired information should be conveyed by reference to JCS messages, memoranda, etc., held by the addressee, or by such statements as "on 1 July 1993, the JCS approved/directed...".

205. DESTRUCTION OF JCS PAPERS. SIOP-ESI documents must be destroyed in accordance with OPNAVINST S5511.35J (NOTAL). All other JCS papers may be destroyed in the manner prescribed for their classification in OPNAVINST 5510.1H.

206. DISTRIBUTION OF JCS PAPERS WITHIN OPNAV. Distribution of JCS papers will be on a need-to-know basis only. Papers are distributed by SJCS to N3C/N5C. Further distribution within OPNAV is made as necessary by N3C/N5C. In addition, certain papers referred to and emanating from the various Joint Staff Directorates are distributed directly to OPNAV directorates. Joint Chiefs of Staff Memorandums (JCSMs), Director Joint Staff Memorandums (DJSMs), Secretary Joint Staff Memorandums (SJSMS), and Chairman's Memorandums (CMs) are distributed only to N3/N5C. Further distribution within OPNAV is made as necessary by N3/N5C.

207. DISTRIBUTION OF JCS PAPERS OUTSIDE OPNAV

a. The Joint Staff is responsible for the distribution of JCS papers to Commanders of Unified Commands. Distribution of certain papers will be automatic if called for in the basic paper.

b. The CNO is responsible for releasing and distributing JCS papers to the Naval War College.

c. Normally, when Navy commands require information contained in JCS papers, they will be provided with pertinent extracts rather than the complete paper.

d. The Systems Commands, and other agencies of the Department of the Navy, including elements of OPNAV physically located outside of the Pentagon, will be advised of pertinent implications in JCS papers through their normal points of contact within OPNAV. All requests by Bureaus and other agencies of the Navy Department for JCS papers, reports, studies, etc., or for extracts thereof, will be processed only through their normal OPNAV point of contact who will sponsor the request within OPNAV. These OPNAV contacts will in turn process in writing all requests for JCS papers through N3/N5C.

e. Distribution of JCS papers to U.S. officers serving in North Atlantic Treaty Organization (NATO) activities will be per CJCSI 5714.01 (NOTAL). This is to ensure the release and distribution of JCS papers to personnel and agencies whose official duties make access necessary or desirable to assist U.S. interests. The provisions of CJCSI 5714.01 (NOTAL) are not designed to prohibit, discourage or otherwise impose unduly restrictive provisions on the release and distribution of JCS papers. The statements that "this paper be (not be) forwarded to..." is a positive recommendation which should reflect the judgment and analysis of the requirements of the potential recipients as measured by the above stated purpose of CJCSI 5714.01 (NOTAL). The recommendation concerning the forwarding of a paper to "U.S. officers assigned to NATO activities or international staffs" does not apply to the U.S. Representative to the Military Committee. As a matter of normal practice, he or she is provided with JCS papers relating to NATO affairs.

208. National Security Council (NSC) Documents. Only personnel with a valid need-to-know will be authorized access to and handling of NSC documents. NSC documents will not be reproduced under any circumstances. When the Joint Staff is prohibited from reproducing an NSC document, the document will be hand-carried to the CNO for review. Only the addressee of the sealed envelope containing NSC documents will open the envelope. That addressee will authorize further distribution if warranted.

CHAPTER III

JOINT ACTION PROCESSING

300. GENERAL. Joint actions are an opportunity for the Navy to provide advice, through the CJCS, to the President, SecDef and NSC. The importance of proper staffing cannot be overemphasized. The following general points must be kept in mind each time a Joint Action is received for staffing:

a. The duties of the CNO as a member of JCS take precedence over his Service-related responsibilities. One of these duties is responding to Joint Actions. AOs must be ever aware that their work on a Joint Action may lead to the Navy's commitment to a particular course of action.

b. If non-concurrence to a Joint Action is contemplated, specific objections and logical supporting rationale must be provided.

c. Timeliness and proper format are AO and Directorate Planner responsibilities. Complete staffing is always needed. Even actions with short deadlines require review by the N3/N5 COG, if assigned, and must be delivered in time to provide the Service Planner sufficient time for a proper review. If it is absolutely impossible to properly staff an action in the time allotted, the Joint Staff AO will sometimes provide an extension or modify the action. The Service AO or Directorate Planner should coordinate extensions with the Joint Staff AO and advise the Navy JACO of extended deadlines.

d. Communicate. Nothing is more important to AO success than quality communications at all levels. Informal, recurring contact with other Services, the Joint Staff, Directorate and Service Planners will prove immensely beneficial.

301. COORDINATION

a. Preliminary Coordination. Submitted to the Services as either a message addressed to N3/N5, an Action Directive (Blue Bullet), a JCS Form 136 annotated "Preliminary Coordination", or a memorandum from the DJS or higher, Joint Actions normally start at the AO level. The intent is to gather information and clarify the issues. Initial contacts, meetings and discussion refine the action until it is ready to be submitted for final coordination by the Service.

b. Final Coordination. At this level, the Joint Staff is requesting a formal Service response (concurrence or non-concurrence) at the level of a Service Planner or above. The response, at whatever level it is signed out, represents the views of the CNO and constitutes the Navy position.

c. Other. When consensus among the Services cannot be achieved, if significant dissenting views cannot be resolved, or if specifically requested by the Services, a Joint Action can either be re-coordinated immediately or referred to various levels of meetings (between Service Planners or at Tank sessions) for resolution.

d. Deferrals to the Secretary of the Navy (SECNAV). Occasionally, action items are received from the JS that duplicate actions tasked to OPNAV by the SECNAV. In cases such as this, the Joint Staff response is deferred by Navy Planner's Memorandum (NPM) and response is made to the SECNAV in the normal manner of those actions. N3C/N5C will determine if an action is dual-tasked and, if necessary, prepare the appropriate deferral documents for the Service Planner's signature. A copy of the entire package will be forwarded to the appropriate OPNAV AO.

302. PROCESS. All Joint Actions are consistently processed in the basic manner outlined below. Specific guidelines delineating what branch, directorate or individual must review an action is not provided. This determination is left to the Navy JACO and AO. Remember: the final coordination will represent the Navy's position to the Chairman, JCS.

a. Receipt by Navy JACO

(1) The Navy JACO receives Joint Actions from the Joint Staff three times (0730, 1000 and 1400) daily and whenever the Joint Staff AO hand-carries an action or sends a tasking message to the Services. Occasionally, a Navy AO will receive an action from the Joint Staff AO. There is nothing wrong with this provided the Navy AO immediately provides a copy to the Navy JACO.

(2) Upon receipt, the Navy JACO will:

(a) date/time stamp the action and enter the action in the administrative logs and tickler;

(b) provide a copy to the Service Planner for review;

(c) determine the appropriate OPNAV Principal Official to staff the action and, if that directorate is not N3/N5, assign an N3/N5 COG, and;

(d) assign a Navy JACO suspense date and notify the Directorate Planner (and N3N5 COG if assigned) that an action has been received from the Joint Staff. Joint Actions are then available for pick up in room 4E573.

b. Receipt by Directorate Planner. The Directorate Planner should immediately review a Joint Action and assign an AO. The Directorate Planner should guide the AO through the Joint Action process to ensure timely and complete coordination. Should the action assigned to them not fall under their purview, or if additional tasking is required to ensure complete coordination, the Directorate Planner must immediately contact the Navy JACO for resolution.

c. Receipt by Action Officer. This is the heart of the Joint Action process. The Navy AO will begin to develop a Navy position. The CNO, OpsDep, DepOpsDep and Service Planners expect the AO to thoroughly research and properly staff a Joint Action. Some steps include:

(1) Immediately contact the Joint Staff AO. Often, the JS AO can quickly clarify the question or issue presented in the action and delineate the scope of the response.

(2) Compare the Joint Action with current issues, existing policy or precedents.

(3) Complete staffing includes knowing the positions of other Services. Each Service has their own JACO who will be the point of contact for that Service on all joint actions and who will have the names and phone numbers of their respective AOs.

(4) Seek guidance from all sources. An AO's immediate source is the Directorate Planner. Other directorates and commands may be contacted to provide their input if necessary. The N3N5 COG (if assigned), Navy JACO and Service Planners are all available and anxious to help ensure a properly staffed position is developed.

(5) Provide preliminary coordination directly to the Joint Staff through the Directorate Planner. Attend all AO level meetings and conferences.

(6) Prepare and sign the Planner's Briefing Memo (PBM). If straight concurrence is in order, recommend a phone vote. If a formal, written vote is necessary, prepare the appropriate correspondence (Navy Planner's Memo for concurrence with comment, Navy Divergent View for non-concurrence, etc.).

(7) Ensure all administrative requirements and deadlines are met. Provide complete packages forwarding final coordination to the Service Planners through the Directorate Planner and, if assigned, the N3/N5 COG.

(8) A copy of the completed package is returned to the AO by the Navy JACO for reference. The AO must continue to track the action through to conclusion which includes the final Joint Staff position and CJCS decision.

d. COG Actions. The N3/N5 COG will receive an action at about the same time as the Directorate Planner. The purpose is to give the COG advance notice and provide an opportunity for the COG to initiate contact with the AO, Service Planner or JS AO as necessary to ensure a complete understanding of the issues involved. The COG is expected to review the AO's work for policy considerations and/or politico-military issues. As the spokesperson for N3/N5 and the resident expert in the joint action process, the COG is expected to inform the AO and/or Directorate Planners how to comply with the provisions of this instruction.

e. Service Planner Actions. When the Service Planner receives a properly staffed Joint Action from the Directorate Planner or COG, he or she will review the package and forward the position to the Joint Staff. This act is called "voting." If the final coordination involves a change of Navy policy, the Service Planner will forward the package to the DepOpsDep, OpsDep or CNO for review/signature.

303. JOINT ACTION DOCUMENTS. Several formats have been developed to provide a consistent reporting medium to the chain of command and the Joint Staff. Their use is mandatory. Responsibility for correct preparation of these documents and all other responses to the Joint Staff on a particular action rests with the AO and Directorate Planner. Each format is detailed in turn with samples of each provided in Appendix B.

a. Planner Briefing Memorandum (PBM). The PBM is a single page memorandum to the appropriate Navy Service Planner. It is originated by the AO after thorough coordination of the action throughout OPNAV, other Services and the Joint Staff (as appropriate). It is normally typed but may be handwritten in emergencies, and will follow the format provided in appendix B.

(1) The information contained in each paragraph of the PBM should address the central issue, or issues, present the Navy position and recommend a course of action. A well-prepared PBM will form the foundation for further staffing.

(2) AOs from other OPNAV divisions will forward the PBM to the appropriate Service Planner via their Directorate Planner and the N3/N5 COG. An Executive Summary Memorandum (ESM) or other forwarding paperwork is neither required nor desired as the PBM should stand alone.

(3) If a JCS action changes because of published errors or other Service Divergent Views, the AO will prepare a new PBM and a response, as required, to the change.

b. Navy Planner's Memorandum (NPM). When a Joint Staff Action requires some changes before being completely acceptable to the Navy, the AO will prepare an NPM. The NPM is used when the Navy agrees with the joint paper, but needs to correct factual errors or propose a different form or wording for the joint paper. NPMs will be numbered and distributed by N3N5C after signature. Adhere strictly to the example provided in appendix B.

c. Navy Divergent View (NDV). When a Joint Action is absolutely unacceptable to the Navy as written, the AO will prepare an NDV for the Navy Planner to send to the originating Joint Staff Directorate. A "Flag Chop" from the AO's directorate is required prior to forwarding the package to the Navy Planner.

(1) The NDV may be used to recommend non-concurrence, or to submit recommended changes to the paper which will make it acceptable to the Navy, listing the reasons for each position which is taken. Firm guidelines are not possible for the development of every NDV, but certain rules apply which will contribute to sound, effective presentation of the Navy's position. The AO must:

(a) Identify specifically what is objectionable to the Navy, and why. When appropriate, recommend changes.

(b) Write in a positive manner, using short, direct sentences.

(2) An NDV is the Service Planner's communication to the responsible Joint Staff Division. The Planner will inform the DepOpsDep or OpsDep of his or her action. Divergent Views will be numbered and distributed by the Navy JACO after signature. An example is provided in appendix B. When one or more other Services share Navy's view of the JCS paper, a Joint Divergent View may be sent.

d. Navy Deputy Operations Deputy Memo (NDODM). NDODMs are submitted to the Vice Director, Joint Staff by the DepOpsDep to present information, recommendations, or to initiate an action for consideration by the JCS. NDODMs will be numbered and distributed by Navy JACO after signature. An example is provided in appendix B. Multi-service Deputy Operations Deputy Memoranda are sometimes used. Navy JACO will assist with the format.

e. Navy Operations Deputy Memo (NODM). NODMs are submitted to the Director, Joint Staff by the OpsDep and are used to communicate directly to the Director, Joint Staff on items ranging from Navy initiatives to issues that should be addressed in the JCS arena. NODMs will be numbered and distributed by Navy JACO after signature. An example is provided in Appendix B. Multi-service Operations Deputy Memoranda are sometimes used. Navy JACO will assist with the format.

f. CNO Memorandum for the Chairman, JCS (CNOM). CNOMs are submitted to the Chairman, JCS by the CNO. They may be signed by the CNO, or "for CNO" by the VCNO or OpsDep. They are submitted to introduce new problems or information to the JCS; to reply to a problem referred to the CNO for comment and recommendation by the CJCS; or to recommend changes to existing Joint Staff papers under discussion. In general, CNOMs are written in third person unless an EXCEPTIONALLY STRONG stand by the CNO is recommended.

(1) Depending on the CNOM recommendation, Joint Staff action is processed per the suspense date on the paper. If the paper is time sensitive, it can be handled on an urgent or priority basis. Urgent actions take precedence over all other business and are completed without regard to normal

working hours, whereas priority action is completed within normal working hours. In instances requiring urgent JCS action, the CNOM can indicate the item be (1) tabled at a JCS meeting; (2) placed on an appropriate agenda; or (3) processed as an urgent Joint Staff Action.

(2) The CNOM places a problem directly before the JCS or requests that a problem be referred for comment/recommendation to the Joint Staff. CNOMs must include a Briefing Memorandum with attached drafts of all implementing directives with a specific processing recommendation. Assistance with the preparation of multi-service CNOMs will be provided by the Navy JACO.

(3) CNOMs will be numbered and distributed by Navy JACO. Numbers are assigned to CNOMs after signature. In some cases, CNOMs are taken to a JCS meeting and "tabled" at the discretion of the Navy representative. In these cases, Navy JACO prepares sufficient copies necessary for Joint Staff and other Service distribution.

(4) If it becomes necessary to change or correct a CNOM, a new one will be prepared for distribution by N3C/N5C. In no instance will more than one paper be issued using the same number. Clerical details for the preparation of a CNOM are provided with the example in appendix B.

g. N3/N5 Cognizant Officer (COG) Sheet. ALL JCS ACTIONS WILL BE COORDINATED AT AN APPROPRIATE LEVEL WITHIN N3/N5. To aid in accomplishing this coordination, AOs will ensure that an N3/N5 COG Sheet is completed and appended to each action staffing prior to forwarding for Service Planner review. The N3/N5 COG Sheet will be completed by the COG and submitted to the responsible Branch Head and Flag Officer as necessary. Service Planners will vote or comment only on those actions that have been properly coordinated with the N3/5 COG. A sample N3/N5 COG Sheet is provided in appendix B.

304. TANKS. Each week, as necessary, the DepOpsDep, OpsDeps and Joint Chiefs of Staff meet in Room 2E924 (also known as the Gold Room or the Tank) to consider items that have been placed on their respective agendas. These Tank items may be the result of contentious issues previously discussed, other information or decision briefings presented by the Joint Staff, Defense Agencies, or members of U.S. or foreign military commands. Though special meetings may be convened, Tank sessions are normally held per the following schedule:

JCS Members	Tuesday	Wednesday	Thursday	Friday
DepOpsDep	1000			
OpsDep		1000		1000
JCS		1400		
SecDef/JCS	1730		1730	

Agenda items are published on a yellow Status Report (also known as "The Yellow Sheet") by the DJS. This schedule is distributed immediately to all N3/N5 branches and each OPNAV directorate's distribution box in Rm. 4E573.

a. Staffing. As with Joint Actions, Navy AOs are called upon as experts in their field to prepare the principal for the Tank session. When notified by Navy JACO of subject the responsible AO will:

(1) Contact the JS AO for copies of slides, script, background papers, etc. Obtain all information possible on the briefing (briefer, attendees, special events, etc.);

(2) Research background information within own directorate. If out of N3/N5, contact assigned N3/N5 COG for pol-mil or policy information;

(3) Contact N3/N5 COG if assigned, and Service Planner to prepare initial package; and,

(4) No later than 1300 the day before a Tank or prebrief, provide Service Planner with PBM, slides, supporting documents, talker, etc. for Tank book. Extensions are normally not granted.

b. Pre-briefs. Pre-briefs are conducted to ensure that the CNO, VCNO, OpsDep or DepOpsDep is fully prepared to discuss items appearing on the agenda. Pre-briefs are normally conducted the day of the Tank except for particularly contentious issues which require additional preparation time. The Navy JACO will set up prebrief times and notify all concerned. The AO must be prepared to cover the following general points:

- (1) Reason for Tank: Discussion, information, or decision.
- (2) Tank Briefer's (usually Joint Staff) position,
- (3) Past decisions, related (ongoing) actions,
- (4) Navy equities, other Service positions,
- (5) Questions, talking points, recommended courses of actions.

The AO must not assume that the principal is well-versed on the subject at hand. However, it is also possible that time constraints may preclude a relaxed review of the issues prior to the Tank. The AO must be fully prepared to provide a concise and complete prebrief that will adequately prepare the principal for the Tank session.

c. Debriefs. AOs will attend the debrief of the Tank when attended by the DepOpsDep or OpsDep. AOs will receive debriefs of Tanks attended by the CNO/VCNO from the Service Planner. Debriefs are normally held immediately after the Tank session. AOs will remain available for a debrief unless sooner released by the Service Planner.

d. Read-Aheads. Occasionally, on a difficult issue, the Service Planner will request the briefing materials early to provide the principal a read-ahead well before the prebrief.

e. Talking Paper (Talker). An outline script containing points, facts and arguments which will enable the principal to verbally present the Navy view and to rebut opposing views. It should be no more than one page with simple, lucid phrases arranged in logical sequence. Grammatically complete sentences or paragraphs need not be used. Extensive information should not be included in the Talking Paper, but rather contained in tabs appended to the Briefing Memorandum. A Talking Paper DOES NOT RESTATE the PBM. Clerical details for the preparation of a Talking Paper are provided in with the example in appendix B.

305. PITFALLS. Some common errors in administration and staffing are provided below:

a. Improper coordination. This is especially common between directorates. The AO and Directorate Planner must be acutely aware of the impact of any decisions or recommendations they make. For example, many issues have financial aspects that

are often overlooked or considered without consultation with the appropriate budget office. Another area commonly overlooked is manpower. OPNAV(N1J) should be consulted whenever there is a billet issue involved. In every case, other services should be polled for their positions.

b. Improper staffing. All NDVs and policy changes must be chopped by the directorate head (Flag Chop). Issues of a sensitive or contentious nature should also be chopped at the highest reasonable level within the directorate.

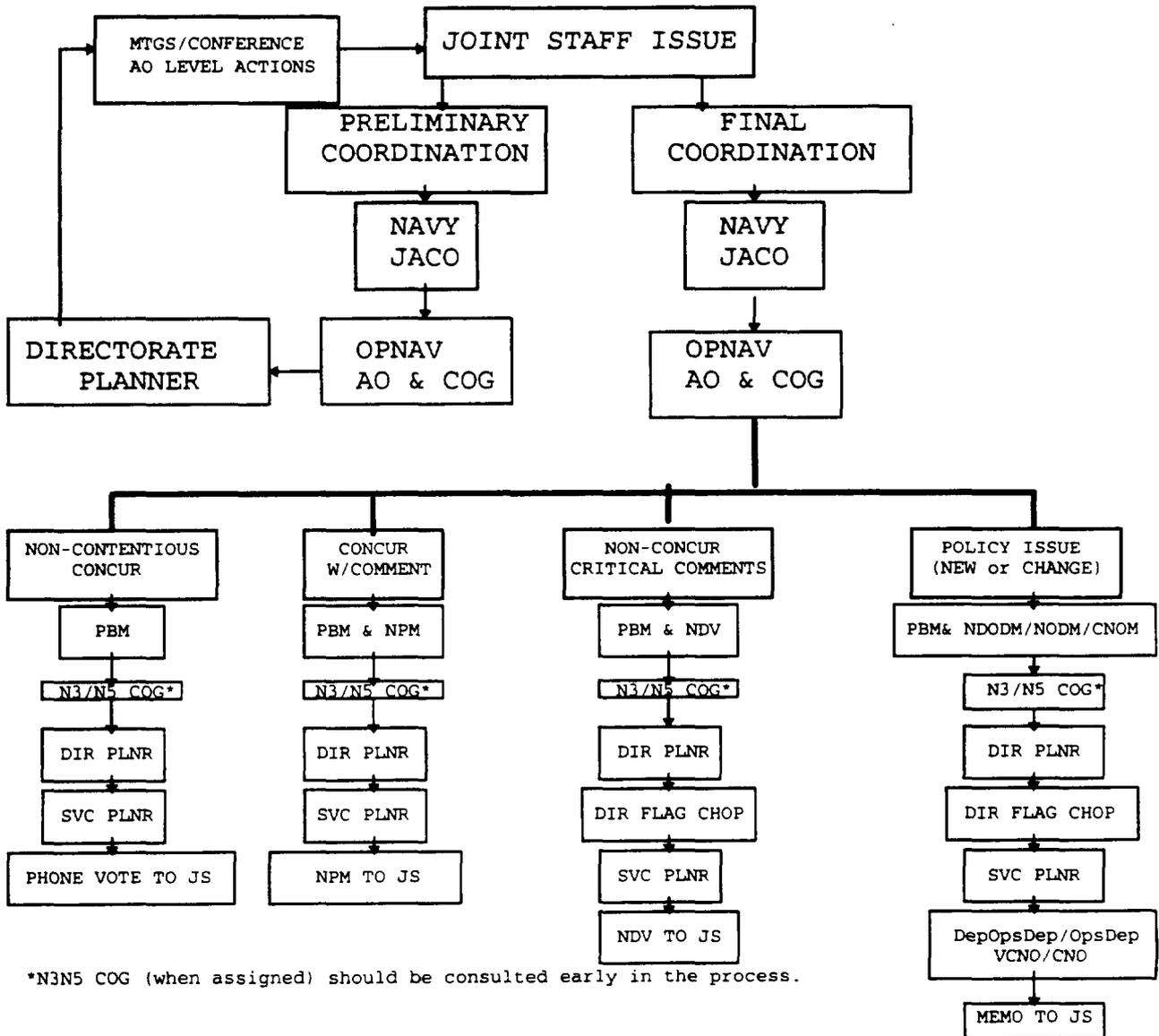
c. Improperly prepared prebrief packages. Common discrepancies include voluminous background material, extraneous discussions, stereotyped language and failure to provide the principal with alternative courses of action, fallback positions, or substitute wording that can be used in the event the first recommended course of action is not acceptable to other members of the JCS.

d. Poor briefing technique. Knowledge of the subject and a clear speaking voice are the foundation for a successful prebrief. All AOs involved in prebriefing the DepOpsDep, OpsDep, VCNO or CNO should spend time practicing the briefing. A "murder-board" with the Planner is *de rigeur*. Principals each have their own style of receiving a briefing. The Navy JACO and Planners stand ready to assist.

e. Timeliness. Remember, the duties of the CNO as a member of the JCS come before all service responsibilities. Since the AO and COG are working for the CNO in his capacity as a member of JCS, joint actions come first. Short-fused actions are the norm but complete and proper staffing may require additional time. It is imperative therefore that extensions, when required, are requested early. Extension requests must also be reasonable and should not be repetitive. Ask for all the time you need within reason. Then meet the deadline. Extensions for pre-brief materials (due 1300 the day before the briefing) are normally not granted.

In all instances, Navy JACO is available to provide clarification as necessary to ensure the Joint Action process proceeds smoothly.

JOINT ACTION PROCESS



TANK ITEM



Figure III-1

APPENDIX A

GLOSSARY OF TERMS

ACTION DIRECTIVE. Informally referred to as a "Blue Bullet." Joint Staff action, normally on blue paper, that formally assigns an action to, and within, a directorate or office and requests the Services and coordinating directorates and agencies provide their AO's name and telephone number to the primary AO.

AGENDA. A listing of items or topics to be discussed at a meeting of the DepOpsDepts, OpsDepts or Joint Chiefs of Staff.

AGENDA ITEM. A subject on the agenda of the JCS, OpsDepts or DepOpsDepts for formal consideration. Normally it is a draft Joint Staff Action, but at times it may be in the form of a CM, DJSM, SM, or Joint Staff Position Paper. It may also include discussions with various dignitaries - for example, an Ambassador, Assistant Secretary of Defense, or a Commander in Chief (CINC).

AO. Action Officer.

ATTACHMENT. Any paper, document, or group of papers or documents that become part of a basic document or memorandum. An attachment may be designated as an Enclosure, Appendix, Annex, Tab, Exhibit, Chart, etc. Attachments are always listed in the aforementioned sequence and identified ALPHABETICALLY, e.g., Enclosure A, B, C, Annex A, B, etc.

BLUE BULLET. See Action Directive.

BRIEFING MEMO. See Navy Planner's Memorandum (NPM).

CHOP. Slang for signature or initials indicating approval.

CM. Chairman's Memorandum.

CMCM. Commandant of Marine Corps Memorandum.

CNOM. "Sea Nom." A memorandum used by the CNO to present problems, information, comments and recommendations to the Joint Chiefs of Staff. When used to propose changes to a Joint Staff action, the CNOM is sometimes called a "Slant."

COG OR COGNIZANT OFFICER. The N3/N5 officer with cognizance over a joint action being addressed by an AO outside N3/N5.

COG SHEET (also COMMENT SHEET). Memorandum prepared by N3/N5 Cog Officer and forwarded to N3/N5 via appropriate N3/N5 Division Director. It reflects concurrence or non-concurrence on all action staffing originated outside N3/N5.

CORRIGENDUM. Modification to a JCS paper which requires the paper to be reissued in whole or in part.

CSAFM. "Sea Saf Um" Chief of Staff Air Force Memorandum.

CSAM. "Sea Sam" Chief of Staff Army Memorandum. Not to be confused with "CSM" used within Army Staff.

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DEBRIEF. Oral summary of the results of JCS meeting, normally given by the DepOpsDep or OpsDep.

DIRECTORATE PLANNER. Directorate experts on the Joint Action Process who oversee and assist AOs within their directorate, provide AO level input to the Joint Staff and work with Service Planners and AOs to resolve conflicts.

DIRECTORATE MEMORANDUM. A formal communication from the Director of a Joint Staff Directorate to the Service representative. Issued as a "J-4 Memorandum, J-5 Memorandum," etc.

DJSM. Director, Joint Staff Memorandum.

GOLD ROOM. See "Tank."

GREEN PAPER. A general term for the green-colored information papers issued by SJS for distribution from the Joint Staff to appropriate echelons of the Services, CINCs, and specified defense agencies. These papers refer incoming communications to Joint Staff directorates and offices, to the Services, and to specified defense agencies for information, study, guidance, and/or appropriate action.

HOLD. The withholding of concurrence on a joint paper pending resolution of a point or receipt of additional guidance.

IMPLEMENTER. In general, the memorandum or message needed to carry out a decision. Specifically, the operative portion of a Joint Staff action - the elements designed to be forwarded to implement its recommendations.

IN-BOOK ITEM. An item to be considered by the DepOpsDepts, OpsDep or Joint Chiefs of Staff, but not listed on the agenda published by the ODJS.

JACO. Joint Action Control Office also used to refer to the Executive Secretary to the CNO for JCS Matters.

JCS ADMIN PUBLICATIONS. Publications of joint interest dealing with administrative matters prepared under the cognizance of Joint Staff directorates and applicable to the military departments, unified, and specified commands, and other authorized agencies.

JCS. Corporate body of the Joint Chiefs of Staff which includes the Chairman of the Joint Chiefs of Staff; Vice Chairman of the Joint Chiefs of Staff; Chief of Staff, U.S. Army; Chief of Naval Operations; Chief of Staff, U.S. Air Force; Commandant, U.S. Marine Corps. This term is always used as a noun and NOT as an adjective.

JCSM. Joint Chiefs of Staff Memorandum.

JMMR. Joint Monthly Readiness Review.

JOINT ADMINISTRATIVE INSTRUCTION (JAI). Directives of a continuing nature prepared by Joint Staff directorates.

JOINT SECRETARIAT. The Office of the Secretary, Joint Chiefs of Staff.

JROC. Joint Requirements Oversight Committee.

JS. Joint Staff.

JSCP. Joint Strategic Capabilities Plan. The JSCP provides strategic guidance, including apportionment of resources, to the CINCs to accomplish the assigned strategic tasks based on military capabilities existing at the beginning of the planning period. The JSCP provides a coherent framework for capabilities-based military advice provided to the National Command Authorities.

MFR (MEMORANDUM FOR THE RECORD). Prepared by the responsible individual when a written record of any action, event or meeting is required or desired for retention and reference purposes.

MILITARY SECRETARY (MILSEC). Functions as a JACO in a JS Directorate.

MOP, CJCS (MEMORANDUM OF POLICY). When followed by a number, refers to a specific Memorandum of Policy published by the JCS. Most MOPs have been converted to CJCS Instructions (CJCSI).

NAVY ACTION OFFICER. The OPNAV officer responsible for staffing a JCS paper and for preparing briefing memoranda for the CNO.

NDV or NAVY DIVERGENT VIEW. Formal submission of a memorandum signed by a Navy Planner and sent to the Joint Staff expressing Service disagreement, in whole or in part, with a JCS Form 136L.

NDODM or NAVY DEPUTY OPERATIONS DEPUTY MEMORANDUM. A memorandum signed by the DepOpsDep to the JS or other service DepOpsDep stating a service position or requesting a review of information.

NODM or NAVY OPERATIONS DEPUTY MEMORANDUM. A memorandum signed by the OpsDep to the JS or other service OpsDep stating a position or requesting a review of information.

NPM or Navy Planner's Memorandum. That document signed by a Navy Planner for the CNO documenting comments/concerns on an action. An NPM is always a CONCUR or CONCUR WITH COMMENT document.

NOTE TO HOLDERS. Addendum to accomplish additions or provide further information relative to a numbered JCS paper.

NSC. National Security Council.

NSDD. National Security Decision Directive.

NSSD. National Security Study Directive.

ODJS. The Office of the Director, Joint Staff.

OJCS. Organization of the Joint Chiefs of Staff. Includes collectively the Office of the Chairman, Joint Chiefs of Staff, and the Directorates and agencies designated as Joint Staff or as agencies of the OJCS.

OPSDEP. Operations Deputy. The DCNO (Plans, Policy and Operations) (N3/N5) is the Navy OpsDep. Operations Deputies have meetings in the tank with their service counterparts on Wednesday and Friday mornings and, when necessary, accompanies the CNO to all afternoon meetings of the JCS.

PDD. Presidential Decision Directive.

PLANNER. See SERVICE PLANNER or DIRECTORATE PLANNER.

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PLANNER'S MEETING. A meeting of Service Planners and the Joint Staff Planner which is convened to discuss and resolve divergent views on a draft report.

POINT PAPER. A brief summary of facts set down in abbreviated sentences which provides a concise statement of points for joint deliberations, discussion or information.

PRD. Presidential Review Directive.

READ-AHEAD. Background material which allows OpsDep or CNO to become familiar with details prior to a pre-brief.

SANITIZED COPY. The Joint Secretariat's reproduction of a JCS paper which deletes all references to JCS papers.

SERVICE PLANNER. Service representative (usually a captain (USN), or colonel) designated to review and provide Service coordination or comment on draft reports and working papers.

SIDE-BY-SIDE CHANGES. A method of putting proposed changes on a page opposite a briefing package.

SJCS. Secretary, Joint Chiefs of Staff.

SM. Staff Memorandum, published by the Secretary, Joint Chiefs of Staff.

SPLIT. A term used to refer to either a JCS decision where one or two members of the JCS have differing views (noted in the JCSM forwarded to the SecDef or in a joint paper containing un-reconciled views). Traditionally, the CJCS signs all split CSMs.

STAFFING. Action Officer paperwork on a Joint Action. Includes CNO Briefing Memorandum, Talking Paper, Tabs, Slides, etc.

TABLE. Verb denoting distribution of a paper at a JCS, OpsDep, DepOpsDep, or Planner's meeting instead of circulating the paper prior to the meeting.

TALKING PAPER. Used by CNO, OpsDep, or DepOpsDep to present the substance of Navy views on a joint action. An aid for discussing a problem.

TANK or GOLD ROOM. Slang for room (2E924) where the JCS, OpsDepts and DepOpsDepts meet to consider agenda items.

YELLOW. Status Report of Tank Items, published by the Special Assistant for Joint Matters. Reflects upcoming Tank schedule.

APPENDIX B

CLERICAL DETAILS AND SAMPLE FORMATS

Personnel involved in the processing of Joint Actions must comply with the sample formats. The OPNAV Local Area Network (LAN) has formats and templates of appropriate documents available through the word processing software.

<u>SAMPLE FORMATS</u>	<u>PAGE</u>
PLANNER'S BRIEFING MEMORANDUM	B-3
NAVY PLANNER'S MEMORANDUM (NPM)	B-4
NAVY DIVERGENT VIEW (NDV)	B-5
NAVY DEPUTY OPERATIONS DEPUTY AND OPERATIONS DEPUTY MEMO (NDODM/NODM)	B-6
CHIEF OF NAVAL OPERATIONS MEMORANDUM (CNOM)	B-8
N3/N5 COG SHEET	B-9
NAVY PLANNER'S TANK BRIEFING MEMORANDUM	B-11
TALKING PAPER	B-12

General Clerical Details

1. All memorandums will be prepared on plain 8 1/2" x 11" bond paper. Heading information as detailed elsewhere will be typed. Preprinted official letter head paper is not authorized.
2. All memorandums must have proper security classification markings in accordance with OPNAVINST 5510.60L (NOTAL).
3. All comments provided in NPMs or NDVs responding to a Joint Action will be submitted under one or more of the following categories. Comments will be detailed sequentially either by category (Critical, Major, Substantive or Administrative) or by order of reference to the basic text:

Critical Comments. Critical comments will cause non-concurrence with the draft if the concern is not satisfactorily resolved. This is true whether the action is submitted under a NPM or NDV.

Major Comments. Major comments are significant concerns that may result in non-concurrence with the entire document. This category may be used with a general statement of concern about a subject area, thrust of the document, etc., followed by detailed comments on specific entries in documents that, taken together, constitute the concern.

Substantive Comments. Substantive comments are provided because sections in the document appear to be or are potentially incorrect, incomplete, misleading or confusing.

Administrative Comments. Administrative comments correct inconsistencies between different sections, typographical errors, or grammatical errors.

4. Leave at least seven lines following the last paragraph for signature information which will be typed in by Navy JACO.
5. Only the Navy Planners are authorized to sign an NPM. The memo will be addressed to the director of the Joint Staff branch initiating the joint action. The Deputy Operations Deputy will sign NDODMs which should be addressed to the Vice Director, Joint Staff (VDJS) but may be addressed to the chief of the joint staff branch initiating the joint action. The Operations Deputy will sign NODMs which must be addressed to the DJS. CNOMs are sign by either the CNO or the VCNO. The Operations Deputy may sign CNOMs when specifically directed. The CNOM will be addressed to the either the CJCS (if the CNO signs) or the VCJCS (if the VCNO or the OpsDep signs). Any one of the above may sign NDVs although when the CNO will sign, the divergent view is formatted as for a CNOM.
6. AO Level correspondence to the Joint Staff must be in standard memorandum format. The formats provided in this instruction are NOT authorized for use except when the memorandum will be signed by a planner, the DepOpsDep, OpsDep, VCNO or CNO.
7. When tabs are used, they will be in **numerical** sequence and an index of tabs will be provided on a separate sheet of paper (when more than 2 tabs). Joint Staff briefing slides will not be included as a tab. They will be the last section of the staffing package separated by a divider (provided by N3C/N5C) marked "Slides."

SAMPLE PLANNER'S BRIEFING MEMORANDUM

AO Name, Code, Phone
Date

Classification - Omit if unclassified

SUBJECT

TITLE OF ACTION (J-5 1800-92) (*)

SUMMARY

1. (*) Set forth a concise summary of the problem under consideration. Conclusions may be included in this section, together with a specific identification of the Navy's interests.

BACKGROUND

2. (*) Provide pertinent information on previous actions to help orient the reader.

DISCUSSION

3. (*) Analyze the principal issues. Focus on the logic, or the danger, of the paper's recommendations.

RECOMMENDATION

4. (*) This is the action you're recommending the Planner take. Make a specific recommendation, such as:

- a. (*) Approve the paper as written and process by telephone response.
- b. (*) Sign the attached NDV/NPM/NDODM/NODM/CNOM.

COORDINATION

5. a. (*) Internal Chop Chain with room for initials of senior reviewers plus others in OPNAV (List N-codes of senior individuals involved and COG (if assigned)). For example, N60____, N6____, N22, N3/N5L, N512. Room for initials is provided for N6 chop chain (assume memorandum was prepared by N6 AO). N22 and N3/N5L were polled but, absent policy issues, a signature/chop is not required. N512 is COG and will provide separate comments.

b. (*) Other Service positions: (Where detailed explanation of the other Services' positions is necessary, attach an addendum).

(Legible AO Signature)

* Classification (TS, S, C or U) (Omit if unclassified)

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SAMPLE NAVY PLANNER'S MEMORANDUM (NPM)

DEPARTMENT OF THE NAVY
Office of the Chief of Naval Operations
2000 Navy Pentagon
Washington, DC 20350-2000

N(Code)
NPM _____
(N3C/N5C will date)

CLASSIFICATION - Omit if unclassified

MEMORANDUM FOR DIRECTOR, OPERATIONS DIRECTORATE (J3), JOINT STAFF

Subj: NAVY PLANNER'S MEMO ON (SUBJECT OF THE JCS PAPER) (J-3A 1234-56/7) (*)

1. (*) The Navy Staff concurs with the proposed (memorandum, paper, document, etc.) subject to the incorporation of the following:

N-1 (*) Each comment will be prefaced by N-# (where "N" denotes Navy and "#" is the sequential comment number) followed by the classification of that paragraph.

N-2 (*) "General Comment" when the comment applies to the entire document. No separate "Reason" is required.

N-3 (*) Page 1, para. 1A "Comment" when no specific change is suggested and the comment applies to a specific section, paragraph, table, etc. No separate "Reason" is required.

N-4 (*) Page 2, para. 4. "Delete" when an entire paragraph or sentence is deleted. "Delete and substitute" when the line-out line-in method is too extensive.

REASON: (*) If correcting an error, a simple "Accuracy" may suffice. Controversial issues require more detail.

N-4 (*) Page 5, para. 2, line 3. "Change as follows" when revisions can be accommodated in line-out line-in format. ~~"This information will be deleted. This information will be added".~~

REASON: Detail as necessary the reason(s) for the recommended changes.

Classification/downgrading instructions as necessary

* Classification (TS, S, C, or U) (Omit if unclassified)

SAMPLE NAVY DIVERGENT VIEW (NDV)

**DEPARTMENT OF THE NAVY
Office of the Chief of Naval Operations
2000 Navy Pentagon
Washington, DC 20350-2000**

N(Code)
NDV _____
(N3C/N5C will date)

Classification - Omit if unclassified

MEMORANDUM FOR (APPROPRIATE JOINT STAFF DIRECTOR)

Subj: NAVY DIVERGENT VIEW ON (SUBJECT OF THE JCS PAPER)
(J1A 1234-56) (*)

1. (*) The Navy Staff cannot concur with the proposed (memorandum, paper, document, etc.) because (it fails to, states to strongly, etc...):

N-1 (*) In as many paragraphs or subparagraphs as necessary, the Planner writes to the Joint Staff why the Joint Staff action is unacceptable and signs the statement of divergent view. The Joint Staff AO either incorporates all Service comments or attaches the service divergent view to the JS Form 136L so that the Service position will be considered during later deliberations.

REASON: (*) The divergent views may be either general statements or comments on specific areas.

2. (*) The closing paragraph will state specific positions which must be reviewed/incorporated in order to accommodate Navy Staff concerns on this issue.

3. (*) NDVs must be receive an appropriate Flag chop prior to delivery to Navy JACO.

4. (*) NDVs may be signed by a Planner or higher. AOs should make specific recommendation in the PBM if other than a Planner's signature is recommended or required.

* Classification (TS, S, C or U) (Omit if unclassified)

Classification/downgrading instructions as necessary

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SAMPLE NAVY DEPOPSDEP/OPSDEP MEMORANDUM (NDODM/NODM)

DEPARTMENT OF THE NAVY
Office of the Chief of Naval Operations
2000 Navy Pentagon
Washington, DC 20350-2000

N(Code)
NDODM or NODM _____
(N3C/N5C will date)

CLASSIFICATION - Omit if unclassified

MEMORANDUM FOR THE (VICE) DIRECTOR, JOINT STAFF

Subj: SUBJECT OF MEMO (*)

1. (*) The DepOpsDep and OpsDep may desire to communicate directly with the Vice Director or Director, Joint Staff respectively on items ranging from Navy initiatives to issues they feel should receive consideration in the JCS arena.
2. (*) The memo should state what the DepOpsDep or OpsDep wants to address. Use of the first person is acceptable (e.g., "I believe," "I recommend," or "My Staff stands ready to assist").
3. (*) As a minimum, the following will be included in a NDODM or NODM briefing package.
 - a. (*) Planner's Briefing Memo via Action Officer's chop chain (including Flag chop), COG (if assigned), and Planner. **An Executive Summary Memorandum will not be used.**
 - b. (*) Background papers, as required. Multiple tabs require an Index of Tabs.
4. (*) All NDODMs and NODMs must be submitted to the Navy JACO for coordination prior to signature. The mandatory NDODM or NODM serial number will be provided by N3C/N5C after the memo is signed. Leave seven lines for signature block.

* Classification (TS, S, C or U) (Omit if unclassified)

Classification/Downgrading instructions as necessary

CLERICAL DETAILS FOR CNO MEMORANDUMS (CNOMs)

CNOMs and attachments will be prepared on plain 8 1/2" x 11" plain bond paper. CNOM header will be in all CAPS, centered and BOLD. Text will be double-spaced and margins will be 1 inch all around.

CNOMs are NOT internal documents. Classification of subject and paragraphs is REQUIRED in addition to overall classification and downgrading instructions. OVERALL CLASSIFICATION WILL BE OVER-STAMPED TO ENSURE LEGIBILITY WHEN REPRODUCED.

Following is an example of correct paragraph structure:

1. CNOM paragraphs are typed in block style and numbered in sequence.

a. The first subparagraph is indented four spaces from the left margin and typed in block style. The subparagraphs are lettered alphabetically, in sequence, a., b., c., etc.

(1) The second subparagraph is indented eight spaces from the left margin and also typed in block style. These subparagraphs are numbered, in parentheses, in sequence. EMPHASIS IN A CNOM OR AN ATTACHMENT THERETO IS INDICATED BY USE OF CAPITAL LETTERS OR BOLDING. UNDERLINING IS NEVER USED EXCEPT WHEN HEADINGS ARE REQUIRED.

NUMBERING OF CNOMs

Sequential numbers will be provided by Navy JACO. If it is later necessary to correct a CNOM, a new number will be assigned by the Navy JACO. Under no circumstances will a number be used over. Failure to observe this rule can result in serious problems where CNOMs have been distributed in two versions using the same number.

DISTRIBUTION

Distribution will be made by N3C/N5C. Copies of ALL Navy staffing will be expeditiously delivered to all commenting N-Codes as a matter of policy.

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SAMPLE CNO MEMORANDUM

**MEMORANDUM BY THE CHIEF OF NAVAL OPERATIONS
FOR THE
CHAIRMAN, JOINT CHIEFS OF STAFF
ON
(SUBJECT) (*)**

CLASSIFICATION - Omit if unclassified

CNOM _____

(DATE)

Ref: (a) (if appropriate)

1. (*) This paragraph should contain a concise summary of the problem which the CNO is referring to the JCS for study or decision, together with a statement of the reasons for his action.
2. (*) Succeeding paragraphs should contain sufficient background information to meaningfully explain the problem to the JCS. It may be desirable to add supporting reasons for an anticipated Navy position, or to submit only information necessary to initiate an objective Joint Staff study. Avoid using abbreviations unfamiliar to other Services.
3. (*) Attachments must be identified in the text of the memorandum.
4. (*) Last paragraph is the action paragraph. It makes definite recommendations such as:
5. (*) The foregoing is submitted to the Joint Chiefs of Staff for information; or, it is requested that the foregoing be referred to an appropriate agency of the Joint Staff for comment and recommendation; or, the foregoing is submitted to the Joint Chiefs of Staff as a matter requiring urgent (or priority) action; or a similar recommended action on the memorandum.

LEAVE SEVEN BLANK LINES FOR
THE CNO'S SIGNATURE

* Classification (TS, S, C or U) (Omit if unclassified)

Classification/Downgrading instructions as required.

SAMPLE N3/N5 COG SHEET

(DATE)

Classification - Omit if unclassified

MEMORANDUM

From: (COG Officer)
To: (Appropriate Service Planner)
Via: (Branch Head/Flag as necessary)

Subj: N3/N5 COG RECOMMENDATION ON J1A-1245-00

Encl: (1) N__ Planner's Briefing Memo dtd _____

1. (*) N____, as the Action Directorate recommends... (succinctly describe recommendation of Action Directorate).
2. (*) I have reviewed the Joint Action and accompanying staffing for policy implications and recommend you:
 - (*) Concur with enclosed tasker and (sign NPM, phone vote)
 - (*) Non-concur for the following reasons... provide rationale including supporting documents as required. Make a specific recommendation for course of action (re-staff, obtain extension, submit NDV or NODM in lieu of NPM, etc.).

(Legible signature)

* Classification (TS, S, C or U) (Omit if unclassified)

OPNAVINST 5216.10J
24 April 1996

CLERICAL DETAILS FOR NAVY PLANNER'S TANK BRIEFING MEMORANDUM

**PARAGRAPH HEADINGS SHALL BE IN ALL CAPS, BOLD,
CENTERED AND UNDERLINED**

- All entries will be bullet format. Complete sentences not required.
- Individual paragraphs must be individually marked with their level of classification and appropriate downgrading instructions must be marked on the bottom left corner of the paper.
- Only one copy of the completed staffing need be delivered to N3C/N5C.
- Explanations may require supporting documentation, but the Briefing Memorandum itself must be self-explanatory.
- Unlike a regular Planner's Briefing Memorandum, no chops are required either from outside offices of the AO's chain of command. It remains the AO's responsibility however to ensure a coordinated position.

TABS

- When tabs are used, they will be in **numerical** sequence and an index of tabs will be provided on a separate sheet of paper (when more than 2 tabs).
- Joint Staff briefing slides will not be included as a tab. They will be the last section of the Tank staffing package separated by a divider (provided by N3C/N5C) marked "Slides."

OVERALL CLASSIFICATION OF PAPER and downgrading instructions as necessary

SAMPLE NAVY PLANNER'S TANK BRIEFING MEMORANDUM

PLANNER'S RANK, NAME
AO'S RANK, NAME
DATE

NAVY PLANNER'S TANK BRIEFING MEMORANDUM ON
(TITLE OF BRIEF) (*)

- (*) Concisely summarize the Tank's purpose (e.g., for information, decision, etc.).
- (*) Succinctly identify the issues.
- (*) Advise the principal of the proposed Navy position.

BACKGROUND

- (*) Include any information necessary to orient the principal to previous pertinent action(s) or Tank sessions. A background chronology will permit the principal to quickly review a past problem with current implications.

DISCUSSION

- (*) Analyze the issues involved in the brief.
- (*) Review the logic (or danger) of the recommended position.
- (*) Explain the differences between the brief and Navy position.
- (*) Explain desired resolution of any divergence.
- (*) Other service positions if pertinent to the briefing.

RECOMMENDATION

- (*) This is the action which you want the principal to take. It may include both a broad position and recommend compromises of lesser degree as in the following paragraphs:
 - a. (*) Accept as in the best interest of the Navy.
 - b. (*) Defer to (other Service's) position.
 - c. (*) Hold fast with other service(s) against the issue.
 - d. (*) Compromise on items x, y, but hold fast on items v and w.

* Classification (TS, S, C or U)

OPNAVINST 5216.10J
24 April 1996

SAMPLE TALKING PAPER

AO RANK, NAME, TEL#
DATE

CLASSIFICATION - Omit if unclassified

TALKING PAPER FOR (LIST AGENDA ITEM(S) HERE)

FIRST ISSUE

- Talking points by issue. Each issue with critical sub-elements boxed separately
- Use concise statements. 1 or 2 word bullets
- Incomplete sentences OK
- Provide rebuttal arguments/fallback position
- No background
- Recommended position

DISCUSSION/DECISION BRIEFS

- Points to make
- Anticipated arguments and Navy counters
- Classify only the overall paper. Classification of paragraphs not required.

INFORMATION BRIEFS

- If CHOD visit - include non-contentious questions
- For general Information Brief, include general/specific questions applicable to the agenda item, such as
 - What is program impact of XYZ?
 - Has State reviewed this position?
 - How much will this cost over FYDP?