

**BY ORDER OF THE  
SECRETARY OF THE AIR FORCE**

**AIR FORCE INSTRUCTION 36-2135**

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**PERSONNEL**

**JOINT OFFICER MANAGEMENT**



**COMPLIANCE WITH THIS PUBLICATION IS MANDATORY**

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(Ms. Sheila M. Earle)

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This publication implements Title 10 U.S.C. guidance and articulates Air Force policy regarding Joint Officer Management (JOM) and execution of the Joint Qualification System (JQS) in accordance with the provisions of 10 U.S.C., Sections 152, 154, 155, 164, 619a, 661-668, 2151-2155, 3033, 5033, 5043, 8033, DoDI 1300.19, DoD Joint Officer Management Program, 31 Oct 07 and CJCSI 1330.05, Joint Officer Management Program Procedures, 1 May 08, AFPD 36-21, CJCSI 1331.01D, Manpower and Personnel Actions Involving General and Flag Officers, 1 Aug 10, Assignments, AFI 36-2301, Developmental Education, AFI 36-2640, Executing Total Force Development, AFI 36-2611 Officer Professional Development, and AFI 36-2501, Officer Promotions and Selective Continuation. This AFI provides JOM policy for all Regular Air Force (RegAF), Air National Guard (ANG) and Air Force Reserve (AFR) officers. In collaboration with the Chief of Air Force Reserve (HQ USAF/RE) and the Director of the Air National Guard (NGB/CF), the Deputy Chief of Staff for Manpower, Personnel, and Services (HQ USAF/A1) develops personnel policy for Joint Officer Management. This publication may be supplemented at any level; all MAJCOM level supplements must be approved by the Human Resource Management Strategic Board (HSB) prior to certification and approval. Ensure all records created as a result of processes prescribed in this publication are maintained in accordance with AF Policy Directive (AFPD) 33-3, Information Management and AF Manual (AFMAN) 33-363, Management of Records, and disposed of in accordance with the US Air Force (USAF) Records Disposition Schedule. Refer recommended changes and questions about this publication to the Office of Primary Responsibility (OPR) using the AF Form 847, Recommendation for Change of

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## Chapter 1

### JOINT OFFICER MANAGEMENT

**1.1. Overview.** The fundamental purpose of the joint officer management program is to ensure a significant number of officers are educated, trained, and experienced in joint matters. Their expertise enhances the joint war fighting capability of the United States through a heightened awareness of joint operational environments, including multi-service, interagency, international, and non-governmental perspectives. It is also necessary to record and highlight joint matters education, training, and experiences of officers in advancement to joint qualified officer (JQO) status and throughout their careers. To the extent practicable, this applies to Air Force Reserve (AFR) and Air National Guard (ANG) Officers.

**1.2. Joint Officer Designation.** Designate officers as joint qualified based on their achievement and/or completion of education, training, and experience that develop and utilize knowledge, skills, and abilities relevant to the definition of joint matters in accordance with Title 10, United States Code (10 U.S.C.)- *Armed Forces*, Chapter 38- *Joint Officer Management*, Section 668-*Definitions*. Such progressive levels of joint qualification shall be known as: Level I, Level II, Level III (Joint Qualified Officer [JQO]), and Level IV.

1.2.1. Officers nominated for JQO status must have no Quality Force (QF) indicators to include Unfavorable Information Files (UIF), Control Roster, Referral OPR, Article 15, and/or Courts Martial action reflected in their records.

1.2.2. Prior to nomination to JQO officers must have completed Level III requirements, as well as a Master's degree and requisite Professional Military Education (PME). (RegAF and AFR Only)

1.2.3. To designate a sufficient number of quality officers to JQO status who have completed Joint Professional Military Education (JPME) Phase I and II (or in the case of AFR and ANG officers, Advanced Joint Professional Military Education [AJPME]) and have received full joint duty credit, as defined in the "terms" section.

1.2.4. Only officers in the grade of O-4 or above will be designated as a JQO.

1.2.5. Officers on the Active Duty List must meet prerequisites and have been designated a JQO, before appointment to brigadier general, unless waived.

**1.3. Joint Assignment Policy.** Assign officers to standard joint duty assignments (S-JDAs) for a length of time that provides stability to the joint organization. RegAF, full-time AFR and ANG general officers will be assigned for not less than 2 years; all others will be assigned for not less than 3 years.

1.3.1. Fill critical S-JDAs with JQOs, and fill S-JDA positions designated as O-5 or above billets with officers who have the appropriate level of joint qualification.

1.3.2. To appropriately assign all graduates of National Defense University JPME Phase II-awarding schools in accordance with requirements for individual schools and JQO status. This policy applies only to officers on the Active Duty List however; to the extent practicable, officers on the Reserve Active Status List (RASL) should also be assigned.

**1.4. Joint Promotion Objectives.** (RegAF Only) Assign quality officers to S-JDAs such that the promotion rates of those officers meet the objectives of 10 U.S.C., Chapter 38, Section 662 (a) (1) and (2), *Promotion Policy Objectives for Joint Officers*.

1.4.1. Officers who are serving on, or have served on, the Joint Staff and on the staff of the Secretary of Defense are expected, as a group, to be promoted to the next higher grade at a rate not less than the rate for officers of the same grade and competitive category who are serving on, or have served on, the Air Staff.

1.4.2. Officers in the grade of major or above who have been designated as a joint qualified officer are expected, as a group, to be promoted to the next higher grade at a rate not less than the rate for all officers in the same grade and competitive category.

## Chapter 2

### ROLES AND RESPONSIBILITIES

#### 2.1. Deputy Chief of Staff, Manpower, Personnel and Services (AF/A1).

- 2.1.1. Develop and maintain procedures to ensure the Air Force complies with statutory and DoD policy standards for the Joint Qualification System (JQS).
- 2.1.2. Support boards convened by the Assistant Secretary of Defense for Readiness and Force Management (ASD (R&FM)) on the management of officers under the DoD Joint Officer Management Program.
- 2.1.3. Ensure the Air Force fulfills statutory and Chairman of the Joint Chiefs of Staff Instruction (CJCSI) guidance governing joint representation to, and analytical review of, O-4 through O-6 promotion selection boards by the Chairman of the Joint Chiefs of Staff (CJCS).
- 2.1.4. Develop and implement procedures to comply with DoD and CJCS policy for Joint Officer Management (JOM) and the JQS for officers in grades O-1 through O-6.
- 2.1.5. Manage the joint qualification designation process, including the designation of joint qualification Level I, II, III and IV.
- 2.1.6. Monitor the promotions of JQOs and officers who are serving, or have served, in the Joint Staff to ensure appropriate consideration is given to their performance.
- 2.1.7. Review requests for DoD JOM program waivers and make recommendations on such requests to the Under Secretary of Defense for Personnel and Readiness (USD(P&R)).
- 2.1.8. Develop procedures to screen, endorse, and submit officer experience requests to the Joint Staff for evaluation for award of joint duty credit.

#### 2.2. Directorate of Force Development (AF/A1D).

- 2.2.1. Charge Developmental Teams (DTs) with vectoring quality officers to fill S-JDA positions, such that promotion objectives and required tour lengths are attained in accordance with item 1.4 of this instruction, and Department of Defense Instruction (DoDI) 1330.19, E7.1., Tour Length Requirements and Early Releases.
  - 2.2.1.1. DT vectoring practices will support the Air Force in meeting joint tour length requirements.
  - 2.2.1.2. DTs will vector quality officers to S-JDAs such that their promotion rates are not less than the rate for officers in the same grade and competitive category.
  - 2.2.1.3. DTs will vector quality officers to S-JDAs by following joint tour requirements, while considering career milestones that may prevent the officer from completing a full joint tour.
  - 2.2.1.4. DTs will only vector IDE/SDE selects to S-JDA positions when the officer can complete the minimum joint tour prior to their last year of eligibility.
  - 2.2.1.5. DTs will vector a sufficient number of JQOs to joint duty to ensure an appropriate number of critical JDA positions are filled.

2.2.2. Develop policies to ensure appropriately qualified officers are designated in sufficient numbers to attend the Joint and Combined Warfighting Schools (JCWS).

2.2.3. Ensure the JPME Phase I and Phase II curriculum of Air Force schools meets the criteria established in CJCSI 1800.01D, *Officer Professional Military Education Policy (OPMEP)*, 5 September 2012.

### **2.3. Directorate of Military Force Management Policy (AF/A1P).**

2.3.1. Develop Air Force policy to ensure compliance with 10 U.S.C., DoD and CJCS Instructions.

2.3.2. Provide JOM reports, as required, through the Chairman of the Joint Chiefs of Staff (CJCS) to the Secretary of Defense (SecDef).

2.3.3. Award Level I joint qualified status upon successful completion of a pre-commissioning program whose curriculum includes an introduction to joint concepts and an officer basic course whose curriculum includes lessons on joint awareness. Nominate officers meeting the joint qualification criteria to the CJCS and the SecDef, as appropriate, for designation as Level II and III joint qualified officers.

2.3.4. Validate O-1 through O-6 Air Force submissions for Experience-based Joint Duty Assignment (E-JDA) credit prior to submission to Joint Chiefs of Staff, Manpower and Personnel (JCS/J1) to ensure experiences meet the criteria to provide the officer with knowledge, skills and abilities in joint matters.

### **2.4. Air Force General Officer Management (AF/DPG).**

2.4.1. Ensure joint provisions applying to general officers are met.

### **2.5. Air Force Colonel Group (AF/DPO).**

2.5.1. Ensure qualified colonels and/or colonel selects are assigned to O-6 JDA billets.

2.5.2. Ensure brigadier general selects served in a JDA position and received JQO designation prior to being appointed to the grade of O-7. (Exempt: Judge Advocate General Corps, Medical Corps, Dental Corps, Bio-medical Science Corps, Medical Service Corps, Nurse Corps, Chaplain Corps, and Line of the Air Force officers who qualify for a Scientific-Technical Waiver)

2.5.3. Ensure any necessary waivers for colonel selects, colonels, and brigadier general selects serving in S-JDA positions are processed before the officer changes duty positions.

### **2.6. Air Force Personnel Center (AFPC).**

2.6.1. Publish guidance and procedures to ensure compliance with the statutes, DoD Policies, and this instruction regarding JOM and the JQS.

2.6.2. Monitor the careers of JQOs and officers who are serving on, or have served on, S-JDAs to ensure the promotion objectives and required tour lengths are attained in accordance with item 1.4. of this instruction, and DoDI 1330.19, E7.1.

2.6.3. Ensure all JDAL assignments are made in accordance with the below criteria:

2.6.3.1. Joint assignment practices result in the Air Force meeting the tour length requirements.

- 2.6.3.1.1. Assign quality officers by informed DT vectors for S-JDA positions.
- 2.6.3.1.2. Assign quality officers to S-JDAs by following joint tour requirements, while considering career milestones that may prevent the officer from completing a full joint tour.
- 2.6.3.1.3. Assign officers to S-JDAs for a length of time that provides stability to the joint organization. Officers shall be assigned for not less than 3 years or DoD prescribed tour length, unless released earlier.
- 2.6.3.1.4. Assign IDE/SDE selects to S-JDA positions only when the officer can complete the full joint tour prior to their last year of eligibility.
- 2.6.3.2. Assign a sufficient number of JQOs to joint duty to ensure an appropriate number of critical JDA positions are filled.
- 2.6.3.3. Assign appropriately qualified officers, in sufficient numbers, to attend the Joint and Combined Warfighting Schools (JCWS).
- 2.6.3.4. Assign quality officers to S-JDAs so the promotion rates of those officers meet promotion objectives as outlined in item 1.4. of this instruction.
- 2.6.4. Route all S-JDA requisitions through Joint Officer Management (AFPC/DPAPPO) for validation/approval.

## **2.7. Air Force Personnel Center Joint Officer Management (AFPC/DPAPPO).**

- 2.7.1. Ensure all S-JDA assignment actions are validated for joint duty credit.
- 2.7.2. Ensure only officers (O-4s and O-5s) that meet the joint qualification criteria for Level III are nominated for JQO designation.
- 2.7.3. Ensure in coordination with AF/DPO, during the summer move cycle that more than 50% of all non-JQO graduates, and 100% of JQO graduates, of National Defense University JPME Phase II-awarding schools be assigned to an S-JDA as their next assignment following graduation. For officers graduating from the Joint Advanced Warfighting School (JAWS), 100% must be out-placed to Joint Staff designated planner positions. Half of the officers subject to that requirement, for each school, may be assigned to an S-JDA as their second assignment (rather than first) following graduation. To the extent practicable, this policy shall also apply to the AFR.
- 2.7.4. Ensure requests for joint tour length waivers (JTLW) are prepared and processed for submission to the CJCS at least 60 days prior to officers desired departure date.
  - 2.7.4.1. Bulk JTLW requests are authorized for officers leaving a JDA position to go to boarded command positions (G-series orders), or officers leaving to attend Intermediate or Senior Developmental Education (IDE/SDE).
  - 2.7.4.2. JTLWs for other than boarded command positions or IDE/SDE will be by exception only. Justification must demonstrate how the officer is uniquely qualified for the proposed assignment, (stating an officer is “the best or only” qualified is not sufficient), and the mission impact if the JTLW is disapproved.
- 2.7.5. Screen experience-based joint duty assignment (E-JDA) requests prior to forwarding to Headquarters Air Force, Military Force Policy Division (AF/A1PP) for JCS/J1 validation.

2.7.6. Validate officer's discretionary point requests and staff approval to Defense Manpower Data Center (DMDC). Point requests are batch processed on a quarterly basis to DMDC for update into the Joint Management Information System (JMIS).

**2.8. Air Force Reserve Senior Leader Management (AF/REG).**

2.8.1. Act as the E-JDA/S-JDA service manager for all Air Force Reserve general officers.

2.8.2. Ensure joint provisions applying to Reserve general officers are met.

**2.9. Air Reserve Personnel Center JOM (ARPC/JOM).**

2.9.1. Publish guidance and procedures to ensure compliance with the statutes, DoD Policies, and AF policy directive regarding JOM and the JQS for AFR officers.

2.9.2. Ensure S-JDA assignment actions are validated as designated reserve billets for joint duty credit.

2.9.3. Act as the E-JDA/S-JDA service manager for AFR officers in the grade of O-6 and below.

2.9.4. Prepare, quality check and counsel Citizen Airmen on E-JDA package submission to the Joint Experience Review Panel requesting experienced based joint credit in accordance with DoD and CJCS policy.

2.9.5. Manage and execute all Joint Officer Personnel Data Systems (service and DoD) requirements related to E-JDA/S-JDA.

2.9.6. Nominate, on a monthly basis, appropriate officers who qualify as Level II/III JQOs through the Joint Staff. Nominees must not have an established UIF or any other pending derogatory action. Nominee must have Master's Degree to become a JQO.

2.9.7. Validate officer's discretionary point requests and staff approval to AF/A1P. Point requests are batch processed on a monthly basis for update into JMIS.

2.9.8. Ensure requests for JTLW are prepared and processed for submission to the CJCS at least 60 days prior to officers desired departure date. JTLWs must be submitted to Assignments Directorate, Force Development Branch (ARPC/DPAFJ) 90 days prior to requested departure date.

**2.10. Air Reserve Personnel Center Assignments (ARPC/DPAA).**

2.10.1. Ensure joint assignment practices result in the AFR meeting joint tour length requirements.

**2.11. Air Reserve Personnel Center Force Development (ARPC/DPAF).**

2.11.1. Ensure DTs will vector quality officers to S-JDAs by following joint tour requirements, while considering career milestones that may prevent the officer from completing a full joint tour.

2.11.2. Ensure assignment officers (AOs) assign quality officers to S-JDAs so the promotion rates of those officers meet promotion objectives in 10 U.S.C.



**2.12. National Guard Bureau Joint Officer Management (NGB/JOM).**

- 2.12.1. Publish guidance and procedures to ensure compliance with the statutes, DoD Policies, and AF policy directives and instructions regarding JOM and the JQS for ANG officers.
- 2.12.2. Ensure S-JDA assignment actions are validated as designated ANG billets for joint duty credit.
- 2.12.3. Act as the E-JDA/S-JDA service manager for the ANG officers O-6 and below.
- 2.12.4. Prepare, quality check and counsel ANG officers on E-JDA package submission to the Joint Experience Review Panel requesting experienced based joint credit in accordance with DoD and CJCS policy.
- 2.12.5. Manage and execute all Joint Officer Personnel Data Systems (service and DoD) requirements related to E-JDA/S-JDA.
- 2.12.6. Nominate, on a monthly basis, appropriate officers who qualify as Level II/III JQOs, through the Joint Staff.
- 2.12.7. Validate officer's discretionary point requests and staff approval to AF/A1P. Point requests are batch processed on a monthly basis for update into Joint Duty Assignment Management Information System (JDAMIS).
- 2.12.8. Ensure requests for JTLW are prepared and processed so that the requests are submitted to the CJCS at least 60 days prior to officers desired departure date. JTLWs must be submitted to JCS/J1 60 days prior to requested departure date.

DANIEL B. GINSBERG, HON, USAF  
Asst Secretary of the Air Force  
(Manpower and Reserve Affairs)

**Attachment 1****GLOSSARY OF REFERENCES AND SUPPORTING INFORMATION*****References***

10 U.S.C., Sections 152, 154, 155, 164, 619a, 661-668, 2151-2155, 3033, 5033, 5043, 8033  
 CJCSI 1330.05, Joint Officer Management Program Procedures, 1 May 2008  
 CJCSI 1331.01D, Manpower and Personnel Actions Involving General and Flag Officers,  
 1 August 2010  
 CJCSI 1800.01C, Officer Professional Military Education Policy, 22 December 2005  
 CJCSI 1801.01A, National Defense University Education Policy, 1 January 2008  
 DoDD 8910.1-M, Department of Defense Procedures for Management of Information  
 Requirements, 1 June 1998  
 DoDI 1300.19, DoD Joint Officer Management Program, 31 October 2007  
 DoDI 1315.18, Procedures for Military Personnel Assignments, 12 January 2005  
 AFI 36-2110, Assignments, 22 Sep 09, Change 2, 8 June 2012  
 AFI 36-2301, Developmental Education, 9 July 2013  
 AFI 36-2501, Officer Promotions and Selective Continuation, Change 3, 17 August 2009  
 AFI 36-2640, Executing Total Force Development, 29 December 2011  
 AFPD 36-21, Utilization and Classification of Air Force Military Personnel, 1 April 1998

**Prescribed Forms**

No prescribed forms

**Adopted Forms**

AF Form 847, Recommendation for Change of Publication

***Abbreviations and Acronyms***

**AFR**—Air Force Reserve

**AJPME**—Advanced Joint Professional Military Education

**ANG**—Air National Guard

**AO**—Assignment Officer

**DMDC**—Defense Manpower Data Center

**DT**—Development Team

**E-JDA**—Experience-based Joint Duty Assignment

**IDE**—Intermediate Developmental Education

**JCWS**—Joint and Combined Warfighting Schools

**JDA**—Joint Duty Assignment

**JDAL**—Joint Duty Assignment Listing

**JDAMIS**—Joint Duty Assignment Management Information System

**JOM**—Joint Officer Management

**JPME**—Joint Professional Military Education

**JQO**—Joint Qualified Officer

**JQS**—Joint Qualification System

**RegAF**—Regular Air Force

**SDE**—Senior Developmental Education

**S-JDA**—Standard Joint Duty Assignment

**TDY**—Temporary Duty

### *Terms*

**Assignment** — The position in an organization to which an officer permanently belongs for manpower accounting purposes. Temporary duty (TDY) with other organizations does not alter the officer's permanent assignment status.

**Critical Standard** —Joint Duty Assignment (Critical S-JDA) - Designation of an S-JDA position for which, considering the duties and responsibilities of the position, the incumbent should be previously experienced and educated in joint matters, or at a minimum, the position would be greatly enhanced by such an incumbent. Critical positions are not necessarily the most key and essential billets in an activity. Critical positions are proposed by heads of joint activities and approved by the USD(P&R) with the recommendation of the Chairman of the Joint Chiefs of Staff, and documented in the Joint Duty Assignment List (JDAL). Critical

**S—JDA** — positions are filled by Level III or IV Joint Qualified Officers unless waived by the Chairman of the Joint Chiefs of Staff.

**Defense Manpower Data Center (DMDC)** —The office responsible for maintenance of the joint information system JDAMIS.

**Developmental Team (DT)** — DTs are the responsibility of individual career field Functional Authorities, Functional Managers and the Deputy Chief of Staff, Manpower, Personnel and Services (AF/A1). DTs identify and provide vectors for education, training, and experiences appropriate for personnel within each functional community based on current and future requirements.

**Discretionary Points** — Points earned in excess of the minimum education and experience requirement through exercises, education other than JPME, collective joint training, or individual joint training.

**Experience-based Joint Duty Assignment (E-JDA)**— Assignments and experiences that demonstrate an officer's mastery of knowledge, skills, and abilities in joint matters, as determined under such regulations and policy as prescribed by the Secretary of Defense.

E-JDAs may be shorter in duration; therefore, they may be aggregated to achieve the equivalent of a full tour of duty in an S-JDA.

**Full Joint Duty Credit**— The joint credit designation granted for completion of a tour of duty in an S-JDA that meets all statutory requirements or the accumulation of 36 joint experience points accrued from E-JDAs and discretionary points from joint training/exercises.

**Functional Authority (FA)**— Senior leadership, to include Assistant Secretaries (SES), Deputy Chiefs of Staff (three-star), and other selected HAF two-letter General Officer or SES-level leaders that provide corporate perspective of institutional requirements and force management and development. The FA serves as a final authority to ensure all policies, established in accordance with this document, are implemented within their functional community. Functional Authorities are supported by Functional Managers who are supported by Careerfield Managers.

**Functional Manager (FM)**— Senior leaders, designated by the appropriate FAs, who provide day-to-day management responsibility over specific functional communities. While they should maintain an institutional focus with regard to resource development and distribution, FMs are responsible for ensuring their specialties are equipped, developed, and sustained to provide AF capabilities.

**Joint Duty Assignment (JDA)**— An assignment which provides significant experience in joint matters. The two types of JDAs; are E-JDA and S-JDA.

**Joint Duty Assignment List (JDAL)**— A consolidated list of S-JDAs approved by the USD (P&R). Positions held by G/FOs and critical S-JDAs are shown separately. The JDAL is maintained by the Joint Staff, J-1. The Joint Staff Special Assistant for General and Flag Officer Matters is responsible for processing general and flag officer JDAL actions.

**Joint Duty Assignment Management Information System (JDAMIS)**— The automated management information system data base managed by the Chairman of the Joint Chiefs of Staff, maintained by the DMDC, and updated by the Chairman of the Joint Chiefs of Staff and the Military Services. JDAMIS supplements existing Military Service manpower and personnel information systems by providing automated files reflecting the approved JDAL and personnel data on officers who are JQOs, and other officers who have served or are serving in S-JDA positions or have completed E-JDA duties, or are attending JPME. Current and historical data files in JDAMIS are used to manage, analyze, and oversee the Joint Officer Management Program, and are used to prepare the “Goldwater-Nichols Act Implementation Report Annex to the Secretary of Defense Annual Report to the President and Congress”.

**Joint Matters**— Matters related to the achievement of unified action by integrated military forces in operations conducted across domains such as land, sea, or air, in space, or in the information environment, including matters relating to national military strategy; strategic and contingency planning; command and control of operations under unified command; national security planning with other departments and agencies of the United States; and combined operations with military forces of allied nations.

**Joint Qualification Level I— Approval Authority – AF/A1P.** An officer must successfully complete a pre-commissioning program and an officer basic course whose curriculum includes lessons on joint awareness.

**Joint Qualification Level II— Approval Authority – CJCS.** Officers must accrue 18 joint qualification points or be awarded full joint duty credit and complete JPME Phase I (resident or non-resident).

**Joint Qualification Level III— Approval Authority – USD(P&R).** Officers must accrue 36 joint qualification points or be awarded full joint duty credit, and complete JPME Phase II (residence only), a masters degree and requisite PME. Air Force Reserve and Air National Guard officers may complete AJPME in lieu of JPME Phase II. Officers approved for Level III shall be designated as a JQO.

**Joint Qualification Level IV— Approval Authority – USD(P&R).** General officers must accrue 24 joint qualification points or be awarded full joint duty credit in a general officer billet in OSD/Defense Agency/Joint Staff/COCOM HQ/Joint Task Force HQ, hold the JQO designation and successfully complete CAPSTONE (CAPSTONE applies RegAF only).

**Standard Joint Duty Assignment (S-JDA)—** An assignment to an approved JDAL position in a multi-Service, joint, or multinational command, or activity that is involved in the integrated employment or support of the land, sea, and air forces.

**Vector—** The DT's collective recommendation for an assignment level (e.g., Joint Staff, Air Staff, MAJCOM, base-level, etc.). Training or education opportunity (e.g., resident DE, advanced functional training), or position type (e.g., flight commander, division chief, instructor, special duty, etc.) a member should be considered for in his or her next or subsequent assignments.