

CJCSI 3510.01D
21 March 2008

**NO-NOTICE
INTEROPERABILITY
EXERCISE PROGRAM**



JOINT STAFF
WASHINGTON, D.C. 20318



CHAIRMAN OF THE JOINT CHIEFS OF STAFF INSTRUCTION

J-7

DISTRIBUTION: A, B, C, J, S

CJCSI 3510.01D

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NO-NOTICE INTEROPERABILITY EXERCISE PROGRAM

References:

- a. CJCSM 3500.03 series "Joint Training Manual for the Armed Forces of the United States"
- b. CJCSI 3500.01 series, "Joint Training Policy for the Armed Forces of the United States"
- c. CJCSM 3500.04 series, "Universal Joint Task List"
- d. CJCSI 3150.25 series, "Joint Lessons Learned Program"

1. Purpose. This instruction establishes a CJCS-sponsored program of no-notice interoperability exercises (NIEXs) and provides procedures for their planning and execution.
2. Cancellation. CJCSI 3510.01C, 16 February 2007, "No-Notice Interoperability Exercise Program," is canceled.
3. Applicability. This instruction applies to the Office of the Secretary of Defense, the Joint Staff, Services, unified commands, Defense agencies, and other federal and civil departments and agencies that are involved in the NIEX program.
4. Policy. The NIEX program was directed by the Chairman of the Joint Chiefs of Staff ("the Chairman") to improve the readiness of U.S. forces to conduct joint operations.
 - a. The NIEX program focuses on resolving problems of interoperability and command, control, and communications as well as meeting challenges of special interest to the Chairman.
 - b. This program is designed to improve the readiness of U.S. forces to conduct joint contingency operations by exercising the following:

- (1) Crisis action planning procedures.
- (2) DOD relationship with other federal agencies.
- (3) Command and control relationships.
- (4) Communications connectivity.

6. Responsibilities. See Enclosure C.

7. Summary of Changes. Changes include:

- a. Rewritten paragraphs in Enclosure C (paragraphs 1.b.(4), 1.b.(5), and 1.d.(9)) are now UNCLASSIFIED. Thus the entire document is UNCLASSIFIED.
- b. Recipients should collect and destroy all previously distributed classified (CONFIDENTIAL) copies, and replace with the revised/downgraded UNCLASSIFIED copy.
- c. In addition, the new version clarifies airlift funding.

8. Releasability. This instruction is approved for public release; distribution is unlimited. DOD components (to include the combatant commands), other Federal agencies, and the public may obtain copies of this instruction through the Internet from the CJCS Directives Home Page--
http://www.dtic.mil/cjcs_directives.

9. Effective Date. This instruction is effective upon receipt.

For the Chairman of the Joint Chiefs of Staff:



WALTER L. SHARP
Lieutenant General, USA
Director, Joint Staff

Enclosures:

- A -- Exercise Planning
- B -- Planning and Execution Sequence
- C -- Tasks, Responsibilities, and Levels of Participation
- GL -- Glossary

DISTRIBUTION

Distribution A, B, C, and J plus the following:

	<u>Copies</u>
Assistant Secretary of Defense (Homeland Defense and Americas’ Security Affairs)	2
Assistant Secretary of Defense (Special Operations/Low-Intensity Conflict and Interdependent Capabilities)	2
Director, Joint Staff.....	2
Chief, Information Management Division, Joint Secretariat	2

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LIST OF EFFECTIVE PAGES

The following is a list of effective pages for CJCSI 3510.01D. Use this list to verify the currency and completeness of the document. An “O” indicates a page in the original document.

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1 thru 2	O		
i thru vi	O		
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ENCLOSURE A

EXERCISE PLANNING

1. Responsibilities. Specific responsibilities are outlined in Enclosure C.
2. General Characteristics. The NIEX Program is characterized by, but not limited to, the following factors:
 - a. Limited access planning with little or no prior notification to participating commands, Services, departments, and agencies.
 - b. Regional rather than global crisis scenarios.
 - c. Command post exercise (CPX) and field training exercise (FTX) components.
 - d. Scenarios that require land, sea, air, and space forces comprising a force of up to several hundred personnel. Selected weapon platforms, headquarters, and communication elements and personnel could be expected to deploy when required by the exercise.
 - e. Participation of other federal departments and agencies is dependent upon the overall concept and theme of the exercise. Participation may include, but is not limited to, Department of State, Department of Homeland Security, Department of Justice, Federal Bureau of Investigation, Department of Energy, and the Central Intelligence Agency.
 - f. Counterterrorism and counterproliferation activity in some scenarios.
3. Planning. Enclosure B contains an abbreviated sequence for planning and executing no-notice exercises conducted under the provisions of this instruction.
 - a. Using the Joint Training Information Management System and in coordination with potential interagency participants through the National Exercise Program (NEP), windows of opportunity for exercise execution will be identified in which the no-notice exercise could be scheduled. The Joint Staff will provide sufficient information to the combatant commanders and Services to allow a resource analysis to determine exercise supportability. These exercises will normally last no more than 5 days to minimize the impact on participants' funding and scheduling constraints.
 - b. The Joint Staff/J-7, Joint Exercise and Training Division (JETD) Project Officer, will convene a series of NIEX Core Planning Group meetings approximately 15 months prior to anticipated exercise execution. A small

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number of planners from the Office of the Secretary of Defense, the Joint Staff, and participating federal agencies will be responsible for the initial exercise design.

c. The Core Planning Group may develop exercise objectives and scenarios that require the actual deployment of representative weapon platforms, communication elements, and personnel to meet interoperability and command, control, communications, and computer (C4) objectives.

d. The Joint Staff/J-7 Project Officer will brief the proposed exercise to the Chairman or Director, Joint Staff, after consensus has been reached by the Core Planning Group on the general theme and concept for the exercise. This briefing will identify the concept, anticipated execution date, overall objectives, and likely participants.

e. Planning discussions and written products of the Core Planning Group and all subsequent meetings and conferences will be handled on a “need-to-know” basis to preserve the integrity of this no-notice exercise.

f. Once preliminary approval by the Chairman is obtained, detailed planning meetings will be conducted to develop the exercise particulars. Enclosure C outlines tasks, responsibilities, and the level and extent of participation.

g. Planners will make every effort to involve appropriate federal agencies in the planning and execution of the exercise pursuant to achievement of the overall exercise objectives and the individual objectives of each participating organization. This effort will be consistent with the overall intent of the NEP.

4. Execution

a. The start of the exercise (STARTEX) will be preceded by publication of a Personal For (P4) message from the Chairman to senior members of participating organizations. In addition, an exercise administration message will be published that describes necessary details of the exercise to enable synchronization by all participating organizations. The Joint Staff/J-7/JETD will prepare and coordinate the staffing of both of these messages. Finally, the Joint Staff/J-2, in coordination with the Defense Joint Intelligence Operations Center (DJIOC), will publish an exercise intelligence message that provides a common picture at STARTEX. These messages are normally published 2 to 3 days before STARTEX.

b. Depending on the scope and complexity of the exercise, the Joint Staff Response Cell in the National Military Command Center and an OSD response cell in its Global Situation Awareness Facility may be activated. Other agencies or departments may activate their crisis response organizations as appropriate.

c. A Joint Exercise Control Group (JECG) will be activated at the Pentagon and at major participants' headquarters.

d. If required, warning, planning, alert, or execute orders will be issued. If included in exercise design, some forces will deploy to meet the contingency. Deployment orders will be issued as required.

e. The JECGs will inject Master Scenario Events (MSEs) from the previously agreed upon Master Scenario Events List (MSEL) to set conditions that enable the exercise audience to achieve the agreed upon exercise objectives.

f. The exercise will be planned and executed to maximize freeplay for all staffs involved. The exercise should be designed, through stage-setting MSELs, to focus on strategic- and policy-level objectives as opposed to operational- and tactical-level training objectives to the maximum extent possible.

g. The exercise will be terminated by the chief controller (normally the Director, J-7) via publication of an end of exercise (ENDEX) message from the Joint Staff.

5. Post Exercise. The senior DOD player will normally host an after-action review briefing shortly after ENDEX to review the major emerging issues that have surfaced during the exercise. The Joint Staff will publish a joint after-action report (JAAR) approximately 90 days after ENDEX following receipt of inputs from all participating organizations. Once approved, the applicable observations will be incorporated into the Joint Lessons Learned Program.

6. Notional Sample Chronology. (E equals STARTEX)

E-2 to E-1	CJCS P4 message, exercise administrative message, and exercise intelligence message published.
E+0 to E+1	CJCS warning order or planning order issued. Requisite crisis response organizations activated.
E+2	Courses of action are developed and adjusted as required by the escalating situation.
E+3	Selected weapon platforms, communication elements, and personnel deploy to the exercise area.
E+4 to E+5	Culminating exercise events occur followed by ENDEX when exercise objectives are met.
E+5 to E+8	After action review briefing conducted.

7. Funding. Programming of funds will be based on the estimates and assumptions listed below for a typical exercise. A NIEX may range from CPX-only to a limited FTX with deployment of forces and equipment. Tables A-1 and A-2 depict the personnel and equipment that could be expected to deploy in a given exercise. Estimates for programming will be based on one exercise of this type each fiscal year.

a. Actual deployment will normally be to a U.S.-controlled location immediately accessible to a C-17 or C-5-capable airfield. The location may be adjacent to U.S.-controlled coastal waters or international waters. Personnel could be deployed by C-130 or by a combination of strategic and tactical airlift. Some small portion of the deployment could be over-the-shore for selected exercises. For planning purposes, deploying personnel will be at the field location a minimum of 48 hours before redeployment.

b. The numbers of personnel displayed in Table A-1 could deploy as part of the exercise, depending on the scenario.

c. The personnel deployed will include both staff and communications personnel who would carry out their coordination or communications duties from the deployment location.

Type Headquarters/Element	Maximum Number of Personnel
Joint Task Force (JTF) Includes Joint Communications Support Element (JCSE) if Deployed	175
Tactical Unit	500
JTF Service Components	100 (25 each Service)
Special Operations Task Force	75
Joint Communications Support Element (JCSE)	10

Table A-1. Personnel Deployments for Planning

d. For planning purposes, Table A-2 shows examples of C4 systems and weapons systems that may deploy in support of a NIEX.

Type System	Number Deployed
Airborne Command, Control, and Communications Aircraft	1
Air Superiority Aircraft	2
Close Air Support Aircraft	2
Airborne Tanker	1
Maritime Surveillance Aircraft	1
Naval Surface Fire Support Ship	1
Naval Amphibious Assault Ship	1
Tactical SIGINT Units	1
Foreign Emergency Support Team	1
Other Interagency Teams or Equipment	As Required

Table A-2. Equipment Deployments for Planning

e. The Joint Staff will fund the airlift costs from the Joint Exercise Transportation Program (JETP). Each fiscal year the JETP has programmed C-17 equivalent flying hours to support participants' airlift requirements in support of deployment and redeployment of mission support personnel as part of the exercise. The Secretary of Defense will normally give this exercise a 1B1 airlift priority to help maintain the no-notice integrity of this exercise. Responsibilities for coordinating and validating airlift must be clearly delineated during the planning phase of the exercise. This will ensure that required transportation is available and that exercise movements are distinguishable from operational ones.

f. The operations and maintenance (O&M) costs associated with a NIEX will be absorbed within the existing exercise budgets of the combatant commander's executive agent and/or Service components and the existing exercise budget of USSOCOM for special operations forces. Participating agencies and departments will bear their respective costs.

g. Services will fund the C4 and weapon systems deployment, employment, and redeployment costs for those systems that are self-deploying.

h. O&M costs for the JCSE will be funded by the command requesting JCSE support.

i. Because normal scheduling procedures do not apply to NIEXs, the Joint Staff will inform the trusted agents of participating commands and agencies of exercises to be conducted during the fourth quarter of a fiscal year in time to make year-end funding adjustments as appropriate. Scheduling of NIEXs will

be conducted in accordance with guidelines established in the NEP if significant interagency participation is required.

8. Exercise Name. The exercise name ELIGIBLE RECEIVER is associated with the NIEX program. NIEXs will be numbered to reflect the fiscal year in which they are executed.

ENCLOSURE B

PLANNING AND EXECUTION SEQUENCE

- E-450 – Joint Staff/J-7/JETD conducts limited access planning meetings.
- E-400 – NIEX Core Planning Group develops the general exercise concept.
- E-360 – Joint Staff/J-7/JETD proposes exercise concept, to include objectives, scenario, date, and participating unified command to the Chairman. The Chairman approves exercise concept.
- E-270 – Initial Planning Conference held to define major participants' exercise objectives, develop scenario, identify significant MSEs, and discuss possible planning issues.
- E-180 – Mid Planning Conference held to refine the scenario, review the MSEL, and identify the JECG architecture and staffing.
- E-90 – Final Planning Conference held to finalize the MSEL, perform an initial review of the MSEL implementers, and finalize the JECG architecture and staffing requirements.
- E-45 – Final Coordination Conference held to finalize the MSEL implementers and review final planning details.
- E-2 – Joint Staff/J-7/JETD publishes CJCS P4 message announcing imminent STARTEX and Exercise Administrative Message and Exercise Intelligence Message (in coordination with Joint Staff/J-2 and the DJIOC), as required.
- E+1 to E+3 – Joint Staff/J-3 issues CJCS alert and execute orders.
- E+1 – Deployment begins, when required by exercise design.
- E+2 – Forces begin arrival in exercise area of operations.
- E+5 – Chief Exercise Controller terminates exercise via ENDEX message.
- E+8 – Joint Staff conducts after-action review briefing.
- E+90 – Joint Staff/J-7 publishes JAAR.

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ENCLOSURE C

TASKS, RESPONSIBILITIES, AND LEVELS OF PARTICIPATION

1. Department of Defense

a. Office of the Secretary of Defense. OSD and its subordinate offices will provide appropriate subject matter experts (SMEs) during the planning and execution phases of the exercise, as follows:

(1) Provide policy guidance and assistance on international security affairs, logistics, legal matters, communications, special operations, and public affairs.

(2) Coordinate with federal and civil agencies to meet DOD requirements.

(3) Identify an Exercise Secretary of Defense to participate in the exercise.

(4) Provide controllers, as required, who will be located in the JECG.

(5) Participate during the exercise with SMEs at a level commensurate with overall and OSD-specific exercise objectives.

b. Chairman of the Joint Chiefs of Staff

(1) The Chairman will approve each NIEX.

(2) The Chairman or designated representative (normally the Director, Joint Staff) will perform the function as principal military adviser to the Secretary of Defense, the National Security Council, and the President.

(3) Designated Joint Staff and Service general/flag officers will represent the Joint Chiefs of Staff.

(4) The Joint Staff will implement the appropriate Joint Staff crisis action procedures.

(5) All elements of the Joint Staff emergency operating procedures may be activated for exercise play.

c. Directorate for Manpower and Personnel (J-1), Joint Staff

(1) Provide planning support as required based on the exercise concept, objectives, and scenario.

(2) Participate as players, observers, or controllers as required.

d. Directorate for Intelligence (J-2), Joint Staff

(1) Serve as the primary point of contact for coordination on defense intelligence involvement during exercise planning and execution.

(2) Provide an action officer as well as regional or topical experts from the national intelligence agencies to coordinate on scenario and MSEL development.

(3) Identify national intelligence community objectives.

(4) Coordinate pre-exercise national collection and exploitation support with the appropriate intelligence agencies.

(5) Prepare the intelligence portion of the Exercise Directive (EXDIR).

(6) Draft the intelligence background message and intelligence-related MSEL injects.

(7) Participate as players during the exercise in support of Joint Staff crisis action procedures, normally through the Exercise National Military Joint Intelligence Center.

(8) Provide liaison officers to other federal agencies as required.

(9) Coordinate with the national intelligence community to provide timely national collection, exploitation, and dissemination support and respond to requests for intelligence from participants as required.

(10) Provide controllers and observers as required.

e. Directorate for Operations (J-3), Joint Staff

(1) Provide planning support as required. One or more subordinate elements of the Joint Staff/J-3 may be involved in the planning phase dependent upon the overall exercise concept. These may include, but are not limited to, the Deputy Directorate for Regional Operations, Deputy Director for Special Operations, or the Deputy Directorate for Information Operations.

(2) Develop orders, as required, to support exercise objectives.

(3) Activate an appropriate Joint Staff crisis response element as directed by the Joint Staff/J-3.

- (4) Participate as players, observers, and controllers as required.
- (5) Provide liaison officers to other federal agencies as required.

f. Directorate for Logistics (J-4), Joint Staff

- (1) Serve as the principal logistics planner for the Joint Staff.
- (2) Prepare logistics annex to the EXDIR as required.
- (3) Participate as the principal logistics player for the Joint Staff as required.
- (4) Provide guidance and direction to the combatant commander in the areas of logistics, including medical services and strategic mobility.
- (5) Participate as observers or controllers as required.

g. Directorate for Strategic Plans and Policy (J-5), Joint Staff

- (1) Provide planning support as required.
- (2) Participate as players, observers, or controllers as required.

h. Directorate for Command, Control, Communications, and Computer Systems (J-6), Joint Staff

- (1) Provide a Joint Staff/J-6 planner as appropriate.
- (2) Participate as players, observers, or controllers as required.

i. Directorate for Operational Plans and Joint Force Development (J-7), Joint Staff

- (1) Function as OPR for NIEX Program. The OPR is CJCS-sponsored Exercise Branch, Joint Exercise and Training Division.
- (2) Chair all exercise planning meetings and conferences.
- (3) Coordinate all aspects of exercise planning and execution.
- (4) Brief commanders and senior staff members of prospective participating organizations to garner support for the exercise.

(5) Coordinate and publish all exercise documentation to include the EXDIR, the MSEL, the Collection Management Plan, and the JAAR.

(6) Operate the JECG to control the exercise. The chief controller will provide overall direction for the exercise and, when necessary, simulate the participation of the President or other senior leaders.

(7) Participate as observers and controllers as required.

(8) Coordinate and prepare the Joint Staff after-action review briefing.

(9) Prepare and publish the JAAR based upon observations and inputs provided by all participants.

j. Services

(1) Provide planning support as required.

(2) Coordinate subordinate organizations' participation in accordance with plans and procedures.

(3) Provide support to Service operational elements and the Joint Staff during exercise execution as required.

(4) Provide necessary operations, communications, and logistics support in accordance with established procedures.

(5) Participate as observers or controllers as required.

k. Combatant Commands. Based on the scenario and geographic locations involved, one or more combatant commands will participate in each NIEX. This participation will include the following:

(1) Identify command exercise objectives.

(2) Develop MSEL items to set the appropriate conditions within the command's area of responsibility (AOR) and to achieve internal command objectives or support overall exercise objectives.

(3) Provide input to scenario development so as to make the exercise plausible and consistent with AOR situation.

(4) Attend all exercise planning conferences and meetings.

(5) Coordinate with subordinate commands and other participating organizations within the AOR to support all aspects of the exercise.

(6) Participate in the exercise at the appropriate level in order to attain overall and command exercise objectives.

(7) Establish a JECG linked to the overall Exercise Control Group that ensures coordination and synchronization of all aspects of exercise play.

(8) Provide feedback to Joint Staff exercise OPR on exercise issues in the form of observation reports for inclusion in the JAAR.

1. U.S. Joint Forces Command, Joint Warfighting Center

(1) Provide primary planning interface with the major combatant command participating in the exercise.

(2) Assist Joint Staff/J-7 OPR in development of the MSEL.

(3) Compile, write, and provide the participating combatant commands' input to the draft CJCS EXDIR to the Joint Staff/J-7 OPR approximately 30 days prior to STARTEX, as required.

(4) Assist the participating combatant commander in the design and staffing of the command's JECG.

(5) Provide an Observation and After-Action Review Team that will present an after-action review briefing to the combatant command.

m. U.S. Transportation Command

(1) Provide assistance to the Joint Staff/J-7 OPR and to participating commands and agencies on all matters involving the utilization of common-user transportation assets during exercise planning and execution.

(2) Monitor and coordinate movements and deployments in support of the exercise in accordance with established procedures.

n. Defense Agencies

(1) Participation in the planning and execution of these exercises by Defense agencies such as the Defense Threat Reduction Agency, Defense Logistics Agency, or the Defense Information Systems Agency will be dependent upon the overall concept, theme, and objectives of the individual exercise. Agencies will provide support within their assigned functions and responsibilities to the extent necessary to support exercise objectives. Intelligence agencies such as the National Security Agency, National

Geospatial-Intelligence Agency, and Defense Intelligence Agency may participate in these exercises, as required.

(2) The J-2 will coordinate participation by the intelligence agencies. The Office of the Director of National Intelligence will coordinate the participation by other agencies within the Intelligence Community, to include the Central Intelligence Agency.

2. Other Departments and Agencies. As a rule, NIEX planners will seek to incorporate major non-DOD departments and agencies into the exercise consistent with the construct of the NEP, as required. Depending on the theme and scenario, main participants might include:

a. Department of State (DOS). As the lead federal agency for all matters overseas involving other nations, DOS should be selectively involved any time the exercise includes deployment to a non-U.S. location, including U.S. bases on foreign soil, or when the exercise includes participation by another nation.

b. Department of Justice (DOJ). As the lead for law enforcement, DOJ should be involved in select exercises involving the law and defending U.S. interests according to the law. DOJ will provide federal leadership to prevent and control crime and seek just punishment for those guilty of unlawful behavior.

c. Department of Homeland Security (DHS). As lead federal agency for homeland security, DHS should be involved in exercises involving border and transportation security; emergency preparedness and response; chemical, biological, radiological, and nuclear countermeasures; and information analysis and infrastructure protection. Additionally, DHS will typically be a key interagency participant because of its role in Homeland Security and its central role in the National Response Plan.

d. Department of Energy (DOE). As a key federal response agency, DOE provides support for all types of weapons of mass destruction (WMD) events and should be involved in selected exercises involving nuclear incidents. This ranges from contamination predictions to rendering safe WMD devices.

3. Other Federal Civil Departments and Agencies. Depending on the theme and scenario, other federal departments and agencies may participate in exercise planning and execution.

GLOSSARY

ABBREVIATIONS AND ACRONYMS

AOR	area of responsibility
C4	command, control, communications, and computer
CJCS	Chairman of the Joint Chiefs of Staff
CPX	command post exercise
DHS	Department of Homeland Security
DJIOC	Defense Joint Intelligence Operations Center
DOD	Department of Defense
DOE	Department of Energy
DOJ	Department of Justice
DOS	Department of State
ENDEX	end of exercise
EXDIR	Exercise Directive
FTX	field training exercise
J-2	Directorate for Intelligence, Joint Staff
J-3	Directorate for Operations, Joint Staff
J-6	Directorate for Command, Control, Communications, and Computer Systems, Joint Staff
J-7	Directorate for Operational Plans and Joint Force Development, Joint Staff
JAAR	joint after-action report
JCSE	Joint Communications Support Element
JECG	Joint Exercise Control Group
JETD	Joint Exercise and Training Division (Joint Staff/J-7)
MSE	Master Scenario Event
MSEL	Master Scenario Events List
NEP	national exercise program
NIEX	no-notice interoperability exercise
O&M	operations and maintenance
OPR	office of primary responsibility
OSD	Office of the Secretary of Defense
P4	Personal For
SIGINT	signals intelligence

SME
STARTEX

subject matter expert
start of the exercise

WMD
WWW

weapons of mass destruction
World Wide Web