



# CHAIRMAN OF THE JOINT CHIEFS OF STAFF INSTRUCTION

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J-3

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## JOINT TACTICAL EXPLOITATION OF NATIONAL CAPABILITIES (TENCAP) SPECIAL PROJECTS

1. Purpose. To establish policy, assign responsibilities, and provide guidance for the planning, execution, and documentation of joint TENCAP special projects conducted to improve national intelligence and space-related support to joint tactical forces.
2. Cancellation. Memorandum for the Chairman (MCM) 216-91, 12 December 1991, "Special Projects to Assess the Capabilities of National Intelligence Systems to Support Tactical Intelligence Requirements," is canceled.
3. Applicability. This instruction applies to the Military Services, Joint Staff, combatant commands, and Defense agencies.
4. Policy. Special projects are intended as a joint forum to explore, as a joint TENCAP community, the best ideas, new concepts, procedures, and equipment for requesting, tasking, processing, analyzing, integrating, exploiting, and disseminating information derived from National Reconnaissance Office (NRO) and other joint and Service-unique ground, airborne, or overhead systems. Special projects assess how individual Service TENCAP-related tactics, techniques and procedures, concepts, and technologies may be integrated with existing theater and other Service's initiatives to improve knowledge-based decision making and facilitate joint operations. These projects may examine current and future system capabilities as well as emerging technologies.
  - a. As a joint community, TENCAP effort under the special projects can address issues and problems beyond the sphere of an individual Service, combatant command, or Defense agency.

b. Special projects will emphasize the operational use of data by commands conducting joint or combined operations and may be overlaid on exercises, live operations, or conducted as separate, standalone efforts.

c. Special projects will use a realistic crisis or wartime scenario, as well as a realistic command, control, communications, computers, and intelligence (C4I) structure. Simulation is the least desirable method for testing and will be used only when real-world events preempt system availability or a future system or capability is being evaluated. When simulation is used, the highest fidelity, approved models will be used.

d. Special projects will be conducted as frequently as feasible, objectively once every 2 years. The Joint Staff, based on recommendations of the Special Project Planning Group (SPPG), will approve the timing for these efforts. Director for Operations, J-3, Space Operations Branch, Joint Staff, will chair the SPPG.

e. Provisions will be made for training appropriate personnel on special project-unique systems. Training will address capabilities, operational procedures, and information utility of the system(s) to be introduced.

f. Reports provide final, coordinated results of the special project program. Minutes of SPPG meetings will be provided by the J-3, Space Operations Branch, Joint Staff. The project's executive agent will provide Special Project Working Group (SPWG) meeting minutes. The project's executive agent will provide three reports: (1) a test design plan; (2) a detailed test plan; and (3) an after-action report (both a quick-look and final report). Basically, the test design plan will provide the scenario, shortfalls, objectives, and initiatives. The detailed test plan will provide the who, what, where, when, why, and how in line with the schedule provided in Enclosure B. The quick look after-action report will provide an initial result assessment, both overall and by initiative, and will also include recommended initial corrective actions. The final after-action report will be the project's historical record and present project results, value analysis, and shortfalls.

g. Organization. The special project program is implemented through three organizations: (1) SPPG; (2) SPWG; and (3) Corrective Actions Review Committee (CARC). The SPPG provides advice regarding both the overall program and specific projects. The SPWG is the implementation body for each special project. The CARC provides recommendations for actions as the result of a specific special project.

(1) SPPG. The J-3, Space Operations Branch, Joint Staff, will chair the SPPG. The SPPG will consist of members from each of the Services; Joint Staff, J-2; Defense Intelligence Agency (DIA); National Imagery and Mapping Agency (NIMA); NRO, the National Security Agency (NSA); Central Measurement and Signature Intelligence Office (CMO); US Special Operations Command; and US Space Command. Recommendations of the SPPG will be promulgated as tasking by the Joint Staff using the CJCS measure of performance 136 process.

(2) SPWG. The SPWG is the advisory group for the executive agent of a special project. Members will include the SPPG plus the host command, the analysis center employed by the executive agent, and initiative sponsors. The executive agent may form SPWG subcommittees consistent with the special project objectives.

(3) Corrective Actions Review Committee. To ensure appropriate action is taken to remedy shortfalls identified during or as a result of a special project, a CARC will be convened following each special project. The CARC will consist of SPPG members and a representative of the project's sponsoring command. The J-3, Space Operations Branch, Joint Staff, will chair the CARC.

(a) Critique comments for CARC consideration should focus on significant issues and discrepancies observed during the planning and execution of the special project as they relate to the tasking, employment, and utility of systems exercised. Issues may be broad or specific and include plans, procedures, personnel actions, equipment, communications, and logistic support.

(b) A CARC will be convened no later than 30 days after approval of the project's final report.

(c) Status of corrective actions will be reviewed by the CARC as appropriate and remain open until closed by the CARC chair.

(4) Executive Agent. A SPPG member organization will be designated as the project executive agent by the Joint Staff, J-3. To facilitate long-term planning, the follow-on special project executive should be identified during the initial planning of the current effort. In effect, all organizations should know 2 years out who will lead the next special project.

(a) The executive agent is responsible for planning, developing, and executing the special project within the provided budget. Overall, the Joint Staff, J-3, retains project oversight.

(b) As TENCAP is a title 10, USC, responsibility, a Service TENCAP organization is the preferred organization to lead a special project. Dependent upon the recommendations of the SPPG, any member organization may be an executive agent. To ensure equality across the TENCAP community and avoid over burdening a single organization, executive agent responsibilities will be rotated. No organization will be designated the executive agent more than twice in a row.

(c) With SPPG concurrence, the project executive agent will retain a single test and evaluation organization to develop project documentation, evaluation criteria, conduct independent analysis, and draft reports.

(5) Host Command. Special projects will have a command to act as the host, providing the exercise, operation, or other venue. The host command will be a member of the SPWG and CARC and is typically invited to associated SPPG meetings.

h. Funding. Funding coordination for joint TENCAP special projects is the responsibility of the J-3, Space Operations Branch, Joint Staff, and the Deputy Director for National Systems Operations. Certain funding requirements associated with demonstration of new concepts and technologies in a special project must be borne by the agency or organization sponsoring the initiative.

(1) Funds provided through the Defense Space Reconnaissance Program (DSRP) will constitute an individual executive agent's budget for those items commonly required by participants. These generally include materiel, logistics, communications, reporting, and analysis.

(2) Funds uniquely required by demonstration concepts and technologies will be provided by those initiatives' sponsors. These generally include personnel, materiel, and travel. When initiatives are able to share resources, funding will be shared, consistent with cost and effectiveness considerations.

5. Definitions. TENCAP is a congressionally mandated program to improve the combat effectiveness of the Services through more effective military use of national programs. This instruction defines TENCAP as any effort or initiative being pursued within the Service's or US Southern Command's (USSOCOM)-designated TENCAP programs, and related efforts executed in conjunction with the DSRP.

6. Responsibilities. See Enclosure A.

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7. Summary of Changes. MCM 216-91 is amended and changed to a CJCSI format. Organizational names were updated to reflect realignments that have occurred over the past 10 years. Responsibility for project funding has been changed from the Services to the DSRP, a joint military intelligence program overseen by the J-3 Deputy Director for National Systems as part of his NRO responsibilities.

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/doctrine/jel/cjcsd.htm>. Copies are also available through the Government Printing Office on the Joint Electronic Library CD-ROM.

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



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Director, Joint Staff

Enclosures:

- A -- Responsibilities
- B -- Standard Test Plan Format

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DISTRIBUTION

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

	<u>Copies</u>
Secretary of State .....	2
Secretary of Defense .....	10
Director of Central Intelligence.....	20

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ENCLOSURE A

RESPONSIBILITIES

1. The Director for Operations, J-3, Strategic Operations Division, Space Operations Branch, Joint Staff will:

- a. Manage the Joint TENCAP special project program.
- b. Coordinate special projects funding with the J-3 Deputy Director for National Systems and his NRO Deputy Director for Military Support (DDMS) Financial Management, Pentagon staff. Support all special project-related justification requests necessary to maintain a viable program within the DSRP.
  - (1) Request release of DSRP funds programmed for joint TENCAP special projects.
  - (2) Provide detailed accountability of DSRP-provided funding to NRO DDMS/Joint Staff Deputy Director for National Systems.
- c. Convene and chair the Special Project Planning Group (SPPG).
- d. Designate joint TENCAP special project executive agents.
- e. Assist executive agent in soliciting a sponsoring combatant command. With SPPG concurrence, designate a volunteering combatant command as the project sponsor.
- f. Coordinate with the project's executive agent and sponsoring command to select appropriate objectives and venue.
- g. Provide sponsorship of initiatives requiring national intelligence-related committee support into those forums. Coordinate DOD membership support for initiatives prior to seeking national committee support. When necessary, use Joint Staff leadership to facilitate consideration of new concepts.
- h. Coordinate special project test plans, final reports, and briefings with SPPG member organizations. Obtain J-3 approval and ensure appropriate distribution. Submit final reports into Director for Operational Plans and Joint Force Development, J-7, joint lessons learned process.

i. Convene and chair the CARC. Review and approve CARC recommendations. As required, bring other elements of the Joint Staff into the SPPG and CARC process.

j. Maintain historical files of special project final reports.

2. SPPG members will:

a. When appointed, serve as executive agent for a Joint TENCAP special project.

b. Participate in all meetings of the SPPG, SPWG, and CARC.

c. Submit specific candidate objectives to the SPWG and, when requested, serve as objective leads to assist in the planning and execution of a joint TENCAP special project.

d. When sponsoring member-unique initiatives, fund all cost associated with organizational-unique objectives.

e. Recommend exercises or events through the SPWG that may provide an appropriate scenario for a joint TENCAP special project.

f. In conjunction with the executive agent and host combatant command, coordinate and conduct necessary training for project participants and data collectors.

g. Provide inputs to the final test report. Include assessments from all participating operational echelons, address adequacy, timeliness, validity, and utility of the information and materials provided. Highlight the unique contributions of space systems in satisfying operational requirements.

h. Identify shortfalls during execution of the special project and, as appropriate, recommend corrective actions to the CARC.

i. Whenever possible, provide project coordinators with assignment continuity beginning 6 months prior to the execution phase and continuing through completion of the execution phase.

3. Joint special project executive agent will:

a. Develop individual objectives for the special project, in conjunction with the sponsoring combatant command and in coordination with

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appropriate organizations. Submit SPPG and sponsoring combatant command coordinated objectives to the Joint Staff, J-3, for approval.

- b. Identify necessary training requirements and coordinate with appropriate agencies for the conduct of that training. Training requirements will be reflected in the project's test design plan.
- c. Develop a test design plan for the special project within suspense dates established by the Joint Staff. At a minimum, the test design plan will identify the project's objectives, funding, data collection, and training requirements. Enclosure B provides an outline test plan format.
- d. In conjunction with the Joint Staff, coordinate with the appropriate national-level intelligence communities, DOD agencies, and activities (as applicable) the command(s) sponsoring the project. J-3, Space Operations Branch, will be informed of all meetings.
- e. Provide necessary logistic and administrative support in cooperation with other participating Services and DOD agencies. With SPPG approval, select a single test and evaluation organization to help develop the project test plans, evaluation criteria, lead data collection, and draft final reports.
- f. Conduct analyses and submit a final report to the SPPG. At a minimum, the final report will include an assessment from each operational echelon. The assessment will address the adequacy, timelines, validity, and usefulness of the project initiatives.
- g. In coordination with J-3, Space Operations Branch, provide post-exercise briefings. As appropriate, provide these briefings in collaboration with participating organizations.

4. Combatant commands will:

- a. When requested, identify combatant command shortfalls that may have TENCAP-related solutions and nominate host venues for a joint TENCAP special project.
- b. As appropriate, sponsor and participate in all aspects of the special project.

c. The host command will:

(1) Whenever possible, provide project coordinators with assignment continuity beginning 6 months prior to the execution phase and continuing through completion of the execution phase.

(2) Support development of the special project test design plan and assist, review, and coordinate on all project plans and reports.

(3) Review and approve special project initiatives.

(4) Provide inputs to the project's final report. Include assessments from participating operational echelons. Address adequacy, timeliness, validity, and utility of the information and materials provided. Highlight the unique contributions of TENCAP-related systems, or procedures in satisfying operational requirements.

(5) Recommend corrective action for shortfalls identified during planning or execution.

d. US Space Command (USSPACECOM) is the technical authority for the Department of Defense and commercial space assets. USSPACECOM will:

(1) Participate in planning, development, implementation, and evaluation of joint TENCAP special project test designs and reports as a SPPG and CARC member.

(2) Provide the SPPG recommendations on initiatives, objectives, and demonstrations related to commercial and DOD space activities not otherwise covered.

(3) Review the Space Annex of the sponsoring command. Ensure joint TENCAP special projects are workable within the context of the command's Annex N and assist in Annex revision if requested.

5. Defense agencies

a. The Defense Intelligence Agency (DIA) is the technical authority for DOD all-source collection management and precision collection planning; intelligence, surveillance, and reconnaissance; human intelligence (HUMINT); and measurement and signature intelligence (MASINT) capabilities, gaps issues, and requirements. DIA will:

(1) Assign two members to the SPPG, one, which should be from the CMO.

(2) Participate in the collection management, HUMINT, and MASINT and, where appropriate, communications exfiltration, imagery intelligence (IMINT), and signals intelligence (SIGINT) aspects of planning, developing, implementing and evaluating project proposals, documentation, and results.

(3) Help sponsor combatant command requirements for use of national assets involved with the special project to the appropriate national SIGINT, MASINT, and IMINT committees.

(4) Ensure corrective action and recommendations, as appropriate, are reflected in relevant planning documents published under DIA purview.

(5) If a threat force is deployed as part of a joint TENCAP special project, ensure appropriate signature data is made available to analysts and collection management personnel.

(6) Assist in declassifying and releasing data, products, and information derived from initiatives demonstrated during the special project.

b. NIMA is the functional manager for geospatial intelligence. NIMA will:

(1) Participate in the IMINT and, where appropriate, MASINT and SIGINT aspects of planning, developing, implementing, and evaluating test plans.

(2) Ensure corrective action and recommendations, as appropriate, are reflected in relevant planning documents published under NIMA purview.

c. NRO is the technical authority for National Reconnaissance Program (NRP) space assets. NRO will:

(1) Provide technical assistance on issues concerning current and programmed NRP system capabilities as they effect the special project program, including the USSPACECOM assessment of space system capabilities anticipated during each special project.

(2) Assist executive agents, as appropriate, in developing test plans.

(3) Ensure corrective action and recommendations, as appropriate, are reflected in relevant planning documents published under NRO purview.

(4) Budget for joint costs associated with planning and executing special projects in the DSRP.

d. The NSA is the technical authority for signals intelligence requirements, security, and management. NSA will:

(1) Participate in the SIGINT, operational security (OPSEC), and information security aspects of planning, development, implementation, and evaluation of test design and test plans.

(2) Provide the SPWG and executive agent with analyses of the communications security and information security threat for each special project.

(3) Coordinate and assist in the development of SIGINT portions of individual test plans.

(4) Provide the executive agent an assessment of the impact of special project's requirements on current SIGINT operations.

(5) Identify changes to US SIGINT system programmed capabilities as a result of a special project's assessment.

(6) Ensure corrective action and recommendations, as appropriate, are reflected in relevant planning documents published under NSA purview.

e. Other Defense Agencies. When sponsoring agency-unique initiatives, fund all costs associated with agency-unique objectives, data reduction, analysis, and temporary duty for representatives to attend planning conferences.

f. Initiative sponsors will:

(1) Provide initiatives in response to the executive agent's objective message.

(2) Fund all costs associated with agency-unique objectives and TDY for representatives to attend planning conferences.

(3) Whenever possible, provide initiative coordinators with assignment continuity beginning 6 months prior to the execution phase and continuing through completion of the execution phase.

(4) Provide appropriate data for test plans as required by the executive agent.

(5) Fulfill detailed test plan implementation requirements.

(6) Provide all initiative-associated data required for executive agent analysis.

g. Nondefense Organizations. Other organizations may be invited to participate or to support specific actions as required.

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## ENCLOSURE B

### STANDARD TEST PLAN FORMAT

1. Chapter I, Introduction. This chapter contains introductory information necessary for preparing the test plan. It should contain the following paragraphs: "Purpose," "Background," "Scope," and "Schedule."
2. Chapter II, Execution Summary. This chapter provides an overview of the execution effort. At a minimum, training, control, and data collection should be discussed. It should contain the following paragraphs: "General," "Preexecution Phase," "Execution Phase," and "Postexecution Phase."
3. Chapter III, Test Design. This chapter should discuss the design of the tests for each objective and subobjective.
4. Appendixes
  - a. Appendix A, "Outline Test Plan." This appendix will contain the outline test plan. The outline test plan will contain, but not be limited to, the following information: title, test type, test category, command or agency responsible for test management, test proponent, test installation, test organization, test unit, test location, test dates, users of data, references, purpose, objectives, subobjectives, issues, scope and tactical context, and test resource requirements.
  - b. Appendix B, "Analysis of Objectives." The analysis of each objective and subobjective is detailed in this appendix. All measures of effectiveness concept assessments will report doctrinal and command relationships. The analysis must clearly provide for the resolution of the critical issues for each objective and subobjective.
  - c. Appendix C, "Administrative and Support Plan." This appendix identifies all required resources, including funding requirements and the time period during which the resource must be available. Resources to be considered include, but are not limited to, personnel, equipment, facilities and base support, supplies, and automated data processing.
  - d. Appendix D, "Training Plan." This appendix identifies any training required, training schedules, those responsible for conducting the training, outlines of lesson plans, and locations for the training.
  - e. Appendix E, "Execution Plan." This appendix includes descriptions of the planned execution of the joint TENCAP special

project. It includes a description of the control structure and the procedures that will be used to ensure required test events occur.

f. Appendix F, "Data Acquisition, Reduction, and Analysis Plan." This appendix outlines the test organization and responsibilities for the collection, reduction, verification, management, control, and storage of data. There are two major sections to the appendix. The first section describes the organization and functions of the data collection reduction and analysis organizations. The second section provides detailed arrangements for the collection, reduction, and analysis of data.

g. Appendix G, "Data Collection Forms." This appendix contains examples of and instructions for completing the forms used to collect data during the joint TENCAP special project.

h. Appendix H, "Communications Plan." This appendix contains descriptions of the communications systems needed to support the joint TENCAP special project. The execution plan and data collection plans provide the basis for communications planning.

i. Appendix I, "Security Controls and Classification Guide." This appendix provides a description of the security controls and classification guidance for the joint TENCAP special project.

j. Appendix J, "Security Plan." This appendix describes the sensitive aspects of the special project, the hostile threat, vulnerabilities, countermeasures, OPSEC training, and project priorities.

k. Appendix K, "Collection Management Plan." This appendix describes the collection management procedures to be used during the special project. Emphasis should be on those procedures that are different from normal collection management procedures.

l. Appendix L, "Environmental Impact Assessment." This appendix describes any environmental issues associated with the conduct of the special project and is provided only if implementing instructions or guidance is required for planners, test control personnel, or player personnel.

m. Appendix M, "References." At a minimum, this appendix will include a project point of contact list.

n. Appendix N, "Glossary." This appendix contains a glossary of terms.

o. Appendix O, "Distribution." This appendix provides the distribution list.

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