

**1 JULY 1998**



**Operations**

**PARTICIPATION IN THE MILITARY  
EXERCISE PROGRAM**

**COMPLIANCE WITH THIS PUBLICATION IS MANDATORY**

---

**NOTICE:** This publication is available digitally on the SAF/AAD WWW site at: <http://afpubs.hq.af.mil>. If you lack access, contact your Publishing Distribution Office (PDO).

---

OPR: HQ USAF/ XOOT  
(Maj Curtis Henry)  
Supersedes AFI 10-204, 20 May 1994.

Certified by: HQ USAF/XOO  
(Maj Gen Charles R. Henderson)

Pages: 40  
Distribution: F

---

This instruction implements Air Force Policy Directive (AFPD) 10-2, *Readiness*. It guides implementation of the Air Force Exercise Program (AFEP). It identifies exercise responsibilities; gives the basic structure and objectives of the AFEP; establishes the Air Force After-Action Reporting System (AFAARS) and Air Force Remedial Action Program; and describes the funding process for the Chairman, Joint Chiefs of Staff (CJCS) Exercise Program. It does not limit a commander's rights or responsibilities to plan, conduct, or evaluate readiness and training exercises. Use this instruction with CJCS, Commander-in-Chief (CINC), Air Force, major command (MAJCOM), and agency exercise documents. The reporting requirements contained in chapters 5 and 6 are exempt from licensing in accordance with paragraph 2.11.4 of Air Force Instruction (AFI) 37-124, *The Information Collections and Reports Management Program; Controlling Internal, Public, and Interagency Air Force Information Collections*. **Attachment 1** lists references, abbreviations, acronyms, and terms used in this instruction.

**SUMMARY OF REVISIONS**

**This document is substantially revised and must be completely reviewed.**

This revision references guidance for participation in key exercises and wargames (paragraph 1.3.); adds procedures for conducting combined exercises in non-SOFA countries (paragraph 1.4.18.); links the Mission Essential Task List (METL) to exercise planning (paragraph 3.1.2.); establishes requirements to review lessons learned for trends (paragraph 5.5.2.); changes procedures for coordinating Remedial Action Project (RAP) items (paragraph 6.6.); clarifies exercise funding, programming processes and procedures (**Chapter 8**); incorporates procedures for conducting aerial refueling of foreign aircraft during exercises (paragraph 8.1.2.2.1.), and provides policy for Air-to-Air Refueling of Foreign Aircraft during Combined Exercises (paragraph 8.8.).

**Chapter 1— PURPOSE, OBJECTIVES, AND PLANNING GUIDELINES** **4**

1.1. Purpose. .... 4

1.2. Objectives. ....	4
1.3. Air Force Key Exercises and Wargames .....	4
1.4. Planning Guidelines. ....	4
<b>Chapter 2— RESPONSIBILITIES</b>	<b>8</b>
2.1. HQ USAF. ....	8
2.2. MAJCOMs, FOAs, and DRUs. ....	8
<b>Chapter 3—THE EXERCISE CYCLE</b>	<b>10</b>
3.1. Planning Stage. ....	10
3.2. Preparation Stage. ....	12
3.3. Execution Stage. ....	12
3.4. Post-Exercise Analysis Stage. ....	13
<b>Chapter 4— MASTER SCENARIO EVENTS LIST (MSEL)</b>	<b>14</b>
4.1. The MSEL. ....	14
4.2. Responsibilities. ....	14
4.3. MSEL Event Development and Format. ....	15
Figure 4.1. Sample MSEL Event From the MSEL Database Report. ....	16
4.4. Submitting MSELs to HQ USAF. ....	17
4.5. MSEL Implementers. ....	17
4.6. Controller Responsibilities During Exercises. ....	17
Figure 4.2. Sample MSEL Implementer. ....	19
<b>Chapter 5— AIR FORCE AFTER-ACTION REPORTING SYSTEM (AFAARS)</b>	<b>20</b>
5.1. Purpose. ....	20
5.2. Reporting Instructions. ....	20
5.3. Reporting Requirements. ....	20
5.4. Air Force Center for Knowledge Sharing Lessons Learned (AFCKSLL). ....	20
5.5. Analysis and Dissemination. ....	21
<b>Chapter 6— AIR FORCE REMEDIAL ACTION PROGRAM</b>	<b>22</b>
6.1. Purpose. ....	22
6.2. Concept. ....	22
6.3. Air Force Remedial Action Project (RAP). ....	22

<b>AFI10-204 1 JULY 1998</b>	<b>3</b>
6.4. Reporting Instructions. ....	22
6.5. Air Force Remedial Action Program Management. ....	22
6.6. Coordinating Air Force RAPs. ....	22
6.7. Validating Air Force RAPs. ....	23
6.8. Closing Air Force RAPs. ....	23
6.9. HQ USAF Remedial Action Program Process Flow. ....	23
<b>Chapter 7— STAFF AND TRAINING</b>	<b>25</b>
7.1. Staff Instructions. ....	25
7.2. Training Instructions. ....	25
<b>Chapter 8— EXERCISE FUNDING AND PROGRAMMING</b>	<b>27</b>
8.1. General Information. ....	27
8.2. JCS Exercise Expenses. ....	28
8.3. Exercise Funding and Programming Processes. ....	29
8.4. CJCS Exercise Processes. ....	29
8.5. HQ USAF Exercise Processes. ....	30
8.6. Execution. ....	31
8.7. Other Exercise Funding. ....	32
8.8. Air-to-Air Refueling of Foreign Aircraft during Combined Exercises. ....	32
<b>Attachment 1— GLOSSARY OF REFERENCES AND SUPPORTING INFORMATION</b>	<b>34</b>

## Chapter 1

### PURPOSE, OBJECTIVES, AND PLANNING GUIDELINES

**1.1. Purpose.** The Air Force Exercise Program (AFEP) exists to enhance readiness and improve crisis response. It outlines procedures for organizing military exercises and for distributing the results throughout the Air Force. Guidance found in this instruction applies to Air Force participation in joint, combined, and Combat Air Forces (CAF) exercises.

**1.2. Objectives.** The AFEP goal is to maximize the benefits gained through exercises. Specifically, it strives to enhance readiness, boost combat capability, streamline procedures, and improve system support. It defines procedures for:

1.2.1. Planning, executing, and evaluating Air Force exercise participation.

1.2.2. Selecting objectives and analyzing exercise results.

1.2.3. After-action reporting to address up-channel and down-channel requirements.

1.2.4. Identifying problems that affect combat readiness, assigning responsibility for corrective action, and ensuring that corrective action is applied.

**1.3. Air Force Key Exercises and Wargames.** Certain key exercises are of major importance to the Air Force since they can have an impact on future Air Force force structure, doctrine, and employment concepts. These exercises often include Air Force initiatives associated with technology insertions, concept experiments, and doctrine evaluations and require increased attention at the Headquarters United States Air Force (HQ USAF) and major command (MAJCOM) levels. Exercises designated as Air Force key exercises are contained in the Air Force Key Exercise and Wargame List (AFKEWL) maintained by the HQ USAF Wargaming Support Division (HQ USAF/XOCW). These exercises require special coordination, education, and training during exercise planning and execution. See AFI 10-230, *Participation in Key Exercises and Wargames*, for additional guidance.

#### 1.4. Planning Guidelines.

**1.4.1. Priorities.** If possible, rank priorities when sourcing resources for exercise participation according to sponsorship, following this order:

1.4.1.1. Chairman, Joint Chiefs of Staff (CJCS).

1.4.1.2. Commander in Chief (CINC), Unified Commands.

1.4.1.3. Air Force.

1.4.1.4. Other Services.

1.4.1.5. Defense agencies.

1.4.1.6. Air Force MAJCOMs, field operating agencies (FOAs), or direct reporting units (DRUs).

**1.4.2. Conditions.** Normally, design, conduct, and evaluate exercises under “no-fault” conditions in order to gain confidence and to ensure that problems are identified. Give participants the “opportunity to fail” while ensuring their safety. Do not grade individual or unit performance during exercises and do not report performance in after-action reports (AARs) or exercise analyses. Formal inspections,

such as operational readiness inspections (ORIs), may be conducted during exercises to maximize available resources and operational opportunities. Assessments of Mission Essential Tasks, accomplished during the exercise, should be done independently of the AAR system. **NOTE:** Real-world events have priority over exercise play. The Commander, Air Force Forces (COMAFFOR) determines whether to interrupt Air Force participation in military exercises to respond to these events.

**1.4.3. Concept.** Embody the “train the way we fight” concept. Plan exercises to reflect the real-world. Emphasize participation and reduce artificialities (notional forces and events) to assess actual abilities and limits consistent with safety, exercise objectives, security, mission accomplishment, and other real-world constraints. Make sure logistics, support, and force protection requirements are fully integrated with operational requirements. Exercise databases should mirror actual plans, policies, and procedures, and use current command, control, and communications systems.

**1.4.4. Coordination.** Coordinate MAJCOM, FOA, and DRU-sponsored exercises with CJCS-sponsored, CINC-sponsored, Air Force-sponsored, or other joint exercises. Use higher headquarters exercises to carry out lower priority exercise objectives whenever possible.

**1.4.5. Scheduling.** Whenever possible, adapt Air Force or other exercise schedules to the CJCS schedule.

#### **1.4.6. Support Requirements.**

1.4.6.1. Establish exercise communications-computer systems, and logistics requirements that reflect capabilities likely to exist under real-world conditions. Coordinate support requirements exceeding those stated in the force list, time-phased force and deployment data (TPFDD), or operation plan (OPLAN) with the exercise office of primary responsibility (OPR)/sponsor.

1.4.6.2. Use exercises as an opportunity to validate and update base support plans (BSPs), site surveys, and information files such as the Automated Airfield Information File (AAIF).

**1.4.7. Relevancy.** MAJCOMs ensure that unit exercises prepare units to master the full range of their contingency taskings including OPLANs, anticipated combat taskings, and noncombat contingency taskings (such as natural disasters, terrorist threats, etc.).

**1.4.8. Objectives.** Develop specific objectives for each exercise. As part of this effort, review operational, logistical, support, and force protection requirements, applicable plans, AARs, lessons learned databases, corrective action reports, critique reports, inspection reports, and guidance from higher headquarters. Ensure that the exercise’s design, Control Staff Instructions (COSINs), artificial inputs, level and extent of player participation, and scenario support the exercise objectives.

**1.4.9. OPSEC and COMSEC Policy.** Follow operations security (OPSEC) and communications security (COMSEC) guidance. (See Joint Pub 3-54, *Joint Doctrine for Operations Security*; AFPD 33-2, *Information Protection*; AFI 33-211, *Communication Security (COMSEC) User Requirements*, and AFI 10-1101, *Operations Security (OPSEC) Instructions*).

**1.4.10. Players.** Use exercises to train the way you intend to fight for all levels, for example, from flight lead to theater commander. A combination of both experienced and inexperienced players at all levels will significantly enhance exercise effectiveness. Integrate the Air Reserve Components (ARCs) and Department of Defense (DOD) civilians in the exercise to further the concept of total force.

**1.4.11. Design.** Refer to Air Force Doctrine Document Series when designing exercises to ensure exercise war plan taskings are consistent with doctrine. Obtain guidance from HQ USAF Director of Operations and Training (HQ USAF/XOO), HQ USAF Director of Command and Control (HQ USAF/XOC), and the Air Force Doctrine Center (AFDC).

**1.4.12. Environmental Planning and Compliance.** MAJCOMs, FOAs, and DRUs will accomplish the Environmental Impact Analysis Process (EIAP) for exercise deployments, if required. Reference AFI 32-7061, *Environmental Impact Analysis Process (EIAP)*, for EIAP accomplishment instructions. Specify environmental, safety, and occupational health responsibilities and policies in the ESOHP for inclusion in the operation order (OPORD) and OPLAN as an appendix or annex. Include policies and responsibilities for the following, as well as, other relevant issues in the ESOHP:

1.4.12.1. Certification of local water sources by medical field units.

1.4.12.2. Solid and liquid waste management.

1.4.12.3. Hazardous materials management.

1.4.12.4. Flora and fauna protection.

1.4.12.5. Archeological and historical preservation.

1.4.12.6. Spill response.

Air Force deployments in the United States, its territories, and possessions comply with applicable Federal, State, interstate, and local requirements. Deployments to DOD installations in foreign countries comply with AFI 32-7006, *Environmental Program in Foreign Countries*. When engaging in war or contingency operations, if employment of the EIAP is not possible, apply, through the MAJCOM environmental planning function, to HQ USAF Installations & Logistics Environmental Planning Branch (HQ USAF/ILEVP) for a waiver to those requirements of the EIAP that cannot be met.

**1.4.13. Radio Frequency Spectrum Policy.** Adhere closely to radio frequency spectrum guidance. The US Air Force Frequency Management Agency (AFFMA) issues policy guidance. See AFI 33-106, *Managing High Frequency Radios, Land Mobile Radios, Cellular Telephones, and the Military Affiliate Radio System*, and AFI 33-118, *Radio Frequency Spectrum Management*, for details.

**1.4.14. Field Conditions.** When necessary, declare field conditions for an exercise or phase within an exercise.

**1.4.15. Use of Contractors for Exercises.** Do not direct/request vendors, contractors, or contract personnel to provide support or perform work not specified under contract. Urgent events of exercise play will not exempt an individual from potential personal liability for unauthorized costs associated with exercises. The contract statement of work establishes the contractor's responsibilities and taskings. Exercise participants shall not direct the contractor to perform tasks outside the terms of the contract, as such actions may involve additional, unbudgeted costs to the Government.

**1.4.16. Use of War Reserve Materiel (WRM) for Exercises.** WRM assets are programmed to support MTWs. As such, WRM will be reserved for MTWs and the option of last resort for exercises. Planners will exhaust all efforts to secure alternate means of support before considering WRM, to include:

1.4.16.1. Air Force Contract Augmentation Program (AFCAP) provides a means of obtaining commercial off-the-shelf (COTS) items and contractor support. Requests for task orders are initiated through the appropriate MAJCOM Civil Engineer. AFCAP procedures and information can be found on the worldwide web at the Air Force Civil Engineer Support Agency (AFCESA) home page.

1.4.16.2. Logistic Civilian Augmentation Program (LOGCAP).

1.4.16.3. Other service support (secured through theater LG (logistics)).

1.4.16.4. Other Air Force unit support.

Document all requests for support (as listed above). If unable to obtain support from the above sources, process requests in accordance with AFI 25-101, *War Reserve Material (WRM) Program Guidance and Procedures*.

**1.4.17. Manning.** Consider factors that drive high operational tempo (OPTEMPO) and high personnel tempo (PERSTEMPO), such as real-world operations, other exercises, high-demand low-density Air Force Specialty Codes (AFSCs), and career field manning imbalances when assessing the availability of military personnel to participate in an exercise.

**1.4.18. Combined Exercises in Non-SOFA Countries.** Air Force personnel should not ordinarily be deployed to countries with which the United States does not have an agreement addressing the status of US personnel while in that country on official business. Such agreements are commonly referred to as status of forces agreements (SOFAs). If a SOFA or similar arrangement does not exist with the country in question, such an agreement should be negotiated and concluded in advance of the exercise in accordance with DODD 5530.3, International Agreements, and AFI 51-701, *Negotiating, Concluding, Reporting, and Maintaining International Agreements*. If in doubt as to the existence of such an agreement with regard to a particular country or for assistance in preparing an agreement, contact Secretary of the Air Force, Office of the General Counsel, Deputy General Counsel for International Affairs.

## Chapter 2

### RESPONSIBILITIES

#### 2.1. HQ USAF.

2.1.1. HQ USAF Operational Training Division (HQ USAF/XOOT), the AFEP office of primary responsibility (OPR), does the following:

- 2.1.1.1. Guides Air Force exercise planning and participation.
- 2.1.1.2. Prepares and distributes an Air Force exercise analysis report after CJCS-sponsored Command Post Exercises (CPXs).
- 2.1.1.3. Administers funds for Air Force participation in the CJCS Exercise Program.
- 2.1.1.4. Manages the Air Force Remedial Action Program.
- 2.1.1.5. Provides core representation on the Air Force Exercise Coordination Team (AFECT) chaired by HQ USAF/XOCW.
- 2.1.1.6. Monitors Air Force participation in joint, combined, and CAF exercises.
- 2.1.1.7. Works with MAJCOMs, FOAs, and DRUs to articulate Air Force position on the CJCS Joint Training Master Plan (JTMP).

2.1.2. HQ USAF/XOOT (CJCS Exercises and Joint Training Branch) is the point of contact (POC) for the AFEP. It coordinates and interacts with the Joint Staff (JS), Office of the Secretary of Defense (OSD), defense agencies, and DOD POCs. HQ USAF/XOOT (CJCS Exercises and Joint Training Branch) does the following:

- 2.1.2.1. Monitors exercise schedules.
- 2.1.2.2. Monitors and administers CJCS and CAF exercise funds for HQ USAF/XOO.
- 2.1.2.3. Directs the planning, development, execution, and evaluation of CJCS CPXs for the Air Force.
- 2.1.2.4. Monitors Air Force planning and participation in major Field Training Exercises (FTXs).
- 2.1.2.5. Acts as Air Force OPR for CJCS exercise planning guidance.
- 2.1.2.6. Acts as Air Staff POC for DOD and non-DOD exercises.
- 2.1.2.7. Monitors Air Force exercises.
- 2.1.2.8. Monitors exercise participation by Air National Guard (ANG) and Air Force Reserve Command (AFRC).

2.1.3. Air Staff directorates help plan, execute, and evaluate major exercises. They also assist in the evaluation process and the Air Force Remedial Action Program.

**2.2. MAJCOMs, FOAs, and DRUs.** MAJCOMs, FOAs, and DRUs participate in and support the AFEP. Each will establish an exercise program at their HQ level and will direct the actions of subordinate units in exercise activities. Specific responsibilities encompass the following functional areas:

**2.2.1. Planning.**

2.2.1.1. Establish a POC for exercise planning and coordinating. This is the command interface with HQ USAF/XOOT and HQ USAF/XOCW.

2.2.1.2. Assign qualified personnel to plan, conduct, evaluate, and report on exercises.

**2.2.2. Guidance.**

2.2.2.1. Establish and implement command policies on exercises, and guide exercises of subordinate units.

2.2.2.2. Coordinate Air Force exercise planning directives, Master Scenario Events Lists (MSELs), control staff instructions (COSINs), and post-exercise evaluation reports for CJCS-sponsored worldwide CPXs with HQ USAF/XOOT.

2.2.2.3. Attend Air Force exercise scheduling conferences, if required.

2.2.2.4. Submit copies of all documents published in support of exercise planning, execution, or evaluation to HQ/USAF XOOT for information and coordination.

2.2.2.5. Develop and implement ESOHPs (see paragraph 1.4.12.), if required.

**2.2.3. Remedial Action Program.**

2.2.3.1. Participate in and support CJCS Remedial Action Program, and Air Force After-Action Reporting System (AFAARS).

2.2.3.2. Review AARs and exercise critique items. Inform HQ USAF/XOOT of any problems requiring HQ USAF assistance.

2.2.3.3. Institute a command Remedial Action Program to correct deficiencies observed during exercises and real-world operations, and to support the Air Force Remedial Action Program.

**2.2.4. Conferences and Funding:**

2.2.4.1. Attend HQ USAF-hosted exercise conferences, if required.

2.2.4.2. Coordinate Air Force inputs to the CJCS JTMP with HQ USAF/XOOT.

2.2.4.3. Submit funding requirements to HQ USAF/XOOT for Program Element (PE) 28011F (CJCS Exercises).

2.2.4.4. Submit annual expenditures for Commercial Ticketing Program (CTP) and port handling/inland transportation (PH/IT) detailed by exercise.

## Chapter 3

### THE EXERCISE CYCLE

The following discussion is provided as a guideline for the development of any exercise. (Timelines may be adjusted as necessary.)

**3.1. Planning Stage.** The planning phase encompasses all aspects of designing and developing exercises. Thorough exercise planning involves:

- 3.1.1. Defining the concept.
- 3.1.2. Setting objectives.
- 3.1.3. Designing the exercise.
- 3.1.4. Developing control procedures and supporting material.
- 3.1.5. Developing the system description, analysis plan, and data collection plan.
- 3.1.6. Developing player instructions and materials.

**NOTE:**

Consider total force participation (i.e., integration of DOD civilians and Air Reserve Component (ARC) forces).

3.1.7. Defining the Concept. The exercise concept guides and focuses the planning effort. The concept determines the type (i.e., CPX, field training exercise (FTX), computer-assisted exercise (CAX), etc.), duration, and level of exercise play. It identifies the major participants, systems, plans, procedures, and activities. It includes a review of results from previous exercises and real-world lessons learned. For a CJCS-sponsored CPX, this process may start 12-15 months prior to the start of the exercise (STARTEX).

3.1.8. Setting Objectives. Exercise objectives are precise, action-oriented statements of the goals of the exercise. Previous exercise After-Action Reports (AARs), Joint Universal Lessons Learned (JULLs), critiques, publications and directives, mission requirements, Operation Plans (OPLANs) and procedures, training requirements, inspection or evaluation results, mission area analyses, and current doctrine issues are all sources to consider when developing exercise objectives. Objectives should be developed from tasks on appropriate (AF, MAJCOM, NAF, wing, or agency) Mission Essential Task Lists (METLs). Exercise objectives may also be used to determine if previously identified deficiencies have been resolved or if the suspected deficiencies actually exist. Air Force exercise objectives should be feasible within the larger Joint Staff (JS) exercise concept. Resource limitations should be considered to ensure that the Air Force receives the greatest return for its resource expenditure. This process may be completed 12 months prior to STARTEX.

- 3.1.8.1. Designing the Exercise. In developing the Exercise Plan (EXPLAN), consider:
- 3.1.8.2. Required level of play for exercise participants.
- 3.1.8.3. Background material necessary to set the stage and conduct the exercise.
- 3.1.8.4. Extent to which role playing affects usefulness of results.

- 3.1.8.5. Need for communications-computer systems.
- 3.1.8.6. Key events that must occur to ensure that play supports exercise objectives (the chronological sequence of events is the Master Scenario Events List (MSEL)).
- 3.1.8.7. Development of implementers based on MSEL items and the timing and method of injection into exercise play.
- 3.1.8.8. Exercise support needed (i.e., facilities, equipment, administrative support, etc.).
- 3.1.8.9. Factors affecting exercise play, such as the use of exercise databases, degree of modeling and simulation (M&S), reporting requirements, and airspace availability.
- 3.1.8.10. Personnel resources available (active duty, ARC, civilian) to support the scope of operations planned.

For CJCS-sponsored CPXs, the Air Force EXPLAN follows the same standard format as the CJCS EXPLAN, which is based on the OPLAN format found in Chairman, Joint Chiefs of Staff Manual (CJCSM) 3122.03, *Joint Operation Planning and Execution System, Vol II (Planning Formats and Guidance)*.

3.1.9. Developing Control Procedures and Supporting Material. Exercise controllers need clear, detailed instructions to guide the exercise. Items to include or consider when developing control procedures:

- 3.1.9.1. Determine the number of controllers required. Consider exercise duration, number of MSEL items, and extent to which controllers simulate non-participants.
- 3.1.9.2. Address implementer insertion, response to controller-player interaction, and controller response to anticipated events.
- 3.1.9.3. Background information necessary to assist controllers in their role as simulators.
- 3.1.9.4. Training or orientation necessary to prepare controllers for the exercise.

The Air Force Control Staff Instructions (COSINs) development normally begins 4-7 months prior to STARTEX.

3.1.10. Developing Analysis Plans and Data Collection Plans. These plans, if required, link exercise analysis objectives, exercise play, and exercise results.

3.1.10.1. The Analysis Plan. The Analysis Plan provides the methodology to ensure a thorough analysis of the systems selected for evaluation for each exercise. It should be written so it will lead to findings on systems performance that are significant, logical, and analytically supportable. Items to consider:

- 3.1.10.1.1. Discuss exercise artificialities and other factors that could bias the analysis and how these factors will be dealt with to minimize compromises to the exercise's real-world value.
- 3.1.10.1.2. Identify the objectives and sub-objectives selected for detailed analysis.
- 3.1.10.1.3. Identify the issues relating to each sub-objective.
- 3.1.10.1.4. Specify the analysis techniques that will be used.
- 3.1.10.1.5. Explain the data presentation techniques that will be used in the analysis report.

3.1.10.2. The Data Collection Plan. The Data Collection Plan provides the methodology to ensure that the data necessary to support the analysis plan is collected during the exercise. The data collection plan should:

3.1.10.2.1. Identify each location where data will be collected.

3.1.10.2.2. Provide explicit instructions and responsibilities to data collectors at each location.

3.1.10.2.3. Include all necessary forms, questionnaires, tables, and other material required to record the data.

3.1.10.2.4. Include a summary of Remedial Action Projects (RAPs) applicable to the exercise.

3.1.11. Developing Player Instructions and Material. A major reason for conducting exercises is to train players in their crisis or wartime roles; however, it is often necessary to conduct preliminary exercise training to ensure that players understand the exercise scenario, are aware of the exercise assumptions and artificialities, and are familiar with exercise documents in order to gain the maximum benefit from the exercise. Each organization must decide what training is needed in order to be adequately prepared for the exercise, and by extension, for crisis or war. Exercise-specific training should be comprehensive. At a minimum, provide players with:

3.1.11.1. EXPLAN and exercise objectives.

3.1.11.2. Background and “stage-setting” information.

3.1.11.3. Exercise rules and assumptions.

3.1.11.4. Significant exercise-staged situations such as simulated senior decision makers and communications degradations.

3.1.11.5. Reporting requirements.

3.1.11.6. Any exercise-unique materials the players need to perform their duties, such as maps, computer-generated flight plans, mission logs, and exercise telephone directories. In an actual situation, some of these materials would have been developed earlier than STARTEX and therefore need to be made available to the players prior to the beginning of the exercise.

3.1.11.7. Applicable JOPES information (including plan identification (PID) number and unit line number (ULN)).

**3.2. Preparation Stage.** During the preparation stage, the approved EXPLAN and supporting documents are distributed, and pre-exercise training is developed and conducted.

3.2.1. Document Distribution. The COSIN is marked “CONTROL EYES ONLY” and distributed exclusively to project officers, controllers and trusted agents. It should not be divulged to exercise players prior to the end of the exercise (ENDEX).

**3.3. Execution Stage.** The execution stage begins at STARTEX and continues until ENDEX.

3.3.1. Exercise controllers manage the direction, pace, and intensity of exercise play. Controllers should not be exercise players. Controllers form an exercise control group (ECG) tailored to the exercise type, objectives, and participating organizations. Typical ECG functions include:

3.3.1.1. Overseeing exercise play.

3.3.1.2. Monitoring MSEL inputs.

3.3.1.3. Coordinating controller actions in regulating or modifying the exercise scenario.

3.3.2. Data collectors gather exercise data according to the Data Collection Plan, if developed. Normally, the same person should not perform both data collection and controller functions. However, for small-scale exercises, controllers could also collect data. Data collectors should be informed of changes to exercise events. Data collectors should attend all exercise briefings and observe players performing their exercise duties.

**3.4. Post-Exercise Analysis Stage.** The post-exercise analysis stage includes post-exercise AAR and evaluation actions. It focuses on the exercise objectives, documents exercise results, and provides feedback to exercise players and others. The exercise analysis may range in scope from a simple AAR to a comprehensive detailed analysis report. Data is evaluated to determine accomplishment of the objectives. The goal is to determine whether or not exercise objectives have been met. If not, the analysis should identify and define deficiencies or shortcomings and provide suggestions for possible changes to existing plans, policies, procedures, and systems. If the objectives were met, the analysis should document that current plans, policies, procedures, and systems are adequate. It should also identify any successful work-arounds exercise players developed. Completing AARs and distributing exercise results are important final steps. Refer to **Chapter 5**, Air Force After-Action Reporting System (AFAARS), for more details on post-exercise reporting requirements.

## Chapter 4

### MASTER SCENARIO EVENTS LIST (MSEL)

#### 4.1. The MSEL.

4.1.1. The MSEL is a compilation of scripted events that depict activities injected during the exercise by controllers to cause player actions. The MSEL is an exercise control document and must not be disclosed to exercise players. The pre-exercise scenario presents a chronological summary of the political, military, and economic events existing worldwide at the start of the exercise (STARTEX). The intelligence scenario is general in nature and designed to provide players with an understanding of the situation as it affects their operations during exercise play. The pre-exercise and intelligence scenarios provide the rationale for the MSEL events initiated during active play and are the means to activate plans, policies, procedures, and systems for analysis.

4.1.2. The exercise points of contact (POCs), or trusted agents, for each major participating agency contribute to the development of the MSEL items, relating each MSEL event to an exercise objective and, by definition, to tasks on the organization's Mission Essential Task List (METL).

4.1.3. Planned exercise events require a means to ensure accomplishment of those events. The actual message, document, phone call script, face-to-face encounter script, or other transmission means is called an "implementer." During exercises, controllers inject implementers according to the flow in the MSEL.

4.1.4. The Air Force and Joint Staff may conduct COSIN conferences to complete MSEL development. At each conference they:

4.1.4.1. Develop and sequence the MSEL events to produce the desired activity.

4.1.4.2. Coordinate proposed MSEL events to make intended play more plausible.

4.1.4.3. Ensure intended play is acceptable to affected agencies and the MSEL event is adequate to cause intended play.

4.1.4.4. Identify the individual or ECG member who injects the MSEL implementer.

4.1.4.5. Assign POCs to prepare implementers.

#### 4.2. Responsibilities.

4.2.1. HQ USAF/XOOT (for CJCS-sponsored CPXs).

4.2.1.1. Recommends overall exercise objectives.

4.2.1.2. Reviews MSEL items to determine whether they meet exercise objectives.

4.2.1.3. Adds MSEL events as required.

4.2.1.4. If required, hosts the Air Force COSIN conference to review Air Force MSEL events.

4.2.1.5. Provides MSEL events for the CJCS COSIN.

4.2.1.6. Represents the Air Force at the CJCS COSIN conference.

4.2.1.7. Publishes Air Force COSIN.

4.2.1.8. Injects MSEL events designated for HQ USAF.

#### 4.2.2. Air Staff, MAJCOMs, FOAs, and DRUs.

- 4.2.2.1. Develop and submit Air Staff, command, or agency objectives to AF/XOOT.
- 4.2.2.2. Develop and submit MSEL events to support CJCS, USAF, command, or agency objectives.
- 4.2.2.3. If held, attend USAF COSIN conference and, if requested, CJCS COSIN conference.
- 4.2.2.4. Provide personnel to serve on the ECG (i.e., inject MSELs).

### 4.3. MSEL Event Development and Format.

#### 4.3.1. To develop a MSEL event:

- 4.3.1.1. Review exercise objectives, and the organization's METL.
- 4.3.1.2. Review EXPLAN background scenario and COSIN objectives and events matrix. The background scenario describes events leading up to the exercise. The objectives and events matrix contains critical exercise events.
- 4.3.1.3. Create MSEL events for objectives. The event created should bring forth a command or agency response.
- 4.3.1.4. Determine how to introduce the event into play. It should correspond to how the event would occur under real-world conditions. Coordinate the event with the ECG representative of the command(s) or agency(ies) that it will affect.
- 4.3.1.5. Determine who would most logically cause or report the event. Inject implementers at the lowest organizational level participating in the exercise. The ECG member representing that command or agency becomes the injector. Ideally, the ECG member from the unit experiencing the simulated problem or noting the simulated incident should inject the implementer.

MSEL Format. Because of the volume and need for continuous updating, the MSEL is kept in an electronic database. Prepare MSEL events in accordance with the formatting instructions described in the current CJCS MSEL program software included in the Joint Exercise Management Package (JEMP) and the user's manual, if available. **Figure 4.1.** shows a sample MSEL event from the COSIN Report generated by the MSEL software.

Figure 4.1. Sample MSEL Event From the MSEL Database Report.

EVENT	DTG	DRAFTER	INJECTOR	EVENT DESCRIPTION
Record #1 *030002 Level 2  01,13	131200Z Jun 97	HQ AFMC MAJ JONES DSN 123-4567 (555) 123-4567	HQ ACC/DRB CAPT SMITH DSN 345-6789 (999) 345-6789	(U) ADVANCED AVIONICS ARE REQUIRED FOR ACC TEST AIRCRAFT TO CONDUCT OT&E OF NEW WEAPONS SYSTEMS REQUIRED WITHIN NEXT 6 MONTHS BY USAF. REQUEST HQ USAF PROVIDE FUNDING AND DIRECTION TO AFMC TO ACCELERATE PRODUCTION AND DELIVERY OF AVIONICS TO TYNDALL AFB SUBJECT = LOGISTICS, AVIONICS, PROCUREMENT COMMITTEE = LOGISTICS
Send by MESSAGE to HQ USAF/CAT who should TASK AFMC by 141200Z Jun 97				

4.3.2. The first column, "EVENT," is a unique six-digit number that identifies each MSEL event. HQ USAF assigns these numbers to each MAJCOM/FOA/DRU and publishes them in the COSIN for each exercise. In addition, unified commands assign numbers to their component commands. Component commands submit level 1 and 2 MSEL events to their unified command and level 3 MSEL events to HQ USAF. An asterisk (\*) preceding the number indicates the event is critical to achieving an exercise objective.

4.3.3. Below the MSEL number is the level of the event. *MSEL item levels are determined primarily based on the level of command that resolve the event.* The following general definitions (extracted from CJCSM 3500.03, *Joint Training Manual for the Armed Forces of the United States*, Appendix N) may be used for planning CJCS-sponsored exercises.

**Level 1.** Those MSEL events linked to a Strategic National level task in the UJTL and managed by the Joint Staff J-7.

**Level 2.** Those MSEL events linked to a Strategic Theater level task in the UJTL and managed by a CINC Headquarters or Service Headquarters.

**Level 3.** Those MSEL events linked to a Operational level task in the UJTL and managed by a Component Command or Major Command Headquarters.

**Level 4.** Those MSEL events linked to a Tactical level task in the UJTL and managed below Component Command or Major Command Headquarters.

Once detailed information regarding the originator and recipient of the event tasking is known, MSEL drafters should refer to the decision-logic matrix in *CJCSM 3500.03, Appendix N* for determining the MSEL level and manager for specific events.

- 4.3.3.1. Immediately below the MSEL level is the applicable exercise objectives (use “0” if none). Use the number of the objective from the appropriate EXPLAN.
- 4.3.3.2. The second column, “DTG,” is the date-time group (DTG) to inject the implementer into exercise play. Use Universal Coordinated Time (Z). (XX2500Z indicates the implementer can be injected anytime during that day, if required)
- 4.3.3.3. The third column, “DRAFTER,” is the OPR for the MSEL event, the POC, Defense Switched Network (DSN), and commercial telephone numbers.
- 4.3.3.4. The fourth column, “INJECTOR,” is the OPR, POC, DSN, and commercial telephone numbers for the command or agency responsible for injecting the implementer into exercise play.
- 4.3.3.5. The fifth column, “EVENT DESCRIPTION,” provides a brief description of the MSEL event. It is preceded by the appropriate security classification.
- 4.3.3.6. Immediately below the MSEL event are the implementing instructions, as shown in **Figure 4.1**.

**4.4. Submitting MSELs to HQ USAF.** MSELs are developed using the current CJCS-automated MSEL program. The MSEL Program User’s Manual and supplements contain detailed instructions. Submit MSELs to HQ USAF/XOOT using one of the following means, listed in order of precedence:

- 4.4.1. Create an American Standard Code Information Interchange (ASCII) export file and send via internet or SIPRNET, commensurate with classification.
- 4.4.2. Send a floppy disk created from the MSEL program containing the MSEL database.
- 4.4.3. Use secure e-mail with file as an attachment.
- 4.4.4. If unable to send an electronic copy, send a paper copy or fax to HQ USAF/XOOT.

#### **4.5. MSEL Implementers.**

- 4.5.1. MSEL implementers drive player action. The MSEL event drafter prepares the implementer.
- 4.5.2. Prepare implementers for all MSEL events submitted to HQ USAF for inclusion in the CJCS or Air Force COSIN. Implementers are messages, letters, memoranda, or scripts for telephone or face-to-face conversations. Craft each implementer to achieve the desired exercise results, remembering that players may not react as expected or desired.
- 4.5.3. Prepare the implementer for injection at the lowest organizational level of participation. If a higher level injects the implementer, identify the simulated injector. For example, write “From HQ USAFE (SIMULATE 48FW).” Include the MSEL event number in the message subject line.
- 4.5.4. Send implementers to the injecting organization with an information copy to Joint Staff/J7-JETD ECG and HQ USAF/XOOT/CAT by the date specified in the EXPLAN—normally no later than 2 weeks before STARTEX.
- 4.5.5. **Figure 4.2.** is a sample implementer for the event described in **Figure 4.1**.

#### **4.6. Controller Responsibilities During Exercises.**

- 4.6.1. Exercise controllers oversee the play of their organization and should:

4.6.1.1. Coordinate with control cells above and below their level.

4.6.1.2. Review all exercise control message traffic for changes.

4.6.1.3. Maintain a log of significant requests for exercise information. Coordination with the ECG may be required before appropriate answers can be provided.

4.6.1.4. Maintain a log showing ECG decisions, key player actions, and other significant exercise events.

4.6.2. Simulations. The ECG simulates the play of all non-participating agencies. This generally requires coordination between two or more control groups to provide realistic play. Simulations are crucial to the successful completion of an exercise. The ECG needs to have a thorough understanding of the scenario background and the roles different agencies play in order to properly simulate the activities of non-participating organizations.

Monitoring MSEL Activity. The ECG monitors MSEL status during the exercise. Players may take actions negating a planned event or requiring creation of an “ad hoc” event to keep the exercise on track. The ECG may adjust MSEL activity to meet exercise objectives.

**Figure 4.2. Sample MSEL Implementer.**

**UNCLASSIFIED**

01 02 131200Z JUN 97 UUUU

FROM: HQ ACC LANGLEY AFB VA//CAT//

TO: HQ USAF WASHINGTON DC//CAT//

INFO: HQ AFMC//WRIGHT-PATTERSON AFB OH//LOC//CAT//

JOINT STAFF WASHINGTON DC//J7-JETD ECG//

HQ USAF WASHINGTON DC//XOOT//

UNCLASSIFIED

EXERCISE BIG SAMPLE 97

SUBJECT: REQUEST FOR ACCELERATED AVIONICS DELIVERY (AF MSEL #030002)

1. ACC HAS A REQUIREMENT FOR ADVANCED AVIONICS EQUIPMENT FOR NKC-135 AIRCRAFT TO SUPPORT URGENT AIRBORNE WEAPONS SYSTEMS TESTING IN SUPPORT OF USAFE REQUIREMENTS. THE AVIONICS ARE BEING PROCURED BY AFMC AS PART OF AN UPGRADE FOR RC/KC/EC-135 AIRCRAFT. ACC TEST AIRCRAFT ARE NOT SCHEDULED TO RECEIVE UPGRADED AVIONICS UNTIL 18 MONTHS FROM PRESENT.

2. AFMC HAS STATED THAT ALL PRODUCTION OUTPUT IS COMMITTED TO PACAF FOR A MINIMUM OF 15 MONTHS AND THAT AFMC DOES NOT HAVE FUNDS TO INCREASE PRODUCTION FOR ACC.

3. REQUEST HQ USAF PROVIDE FUNDING AND DIRECTION TO AFMC TO INCREASE PRODUCTION AND ACCELERATE DELIVERY OF AVIONICS TO ACC. USAFE HAS STATED URGENT NEED FOR FULLY TESTED NEW WEAPONS SYSTEMS WITHIN 6 MONTHS.

4. POC IS CAPT SMITH, DSN 574-4567.

EXERCISE BIG SAMPLE 97

**UNCLASSIFIED**

## Chapter 5

### AIR FORCE AFTER-ACTION REPORTING SYSTEM (AFAARS)

**5.1. Purpose.** AFAARS provides procedures for documenting exercise and operations results, identifying and correcting problems, identifying trends, and disseminating results.

#### **5.2. Reporting Instructions.**

5.2.1. AFAARS applies to all Air Force elements that participate in the CJCS Exercise Program, other joint exercises, Air Force exercises, and real-world operations including smaller scale contingency (SSC) operations. HQ USAF, MAJCOMs, FOAs, and DRUs must establish internal after-action reporting procedures that ensure that AFAARS objectives are met, problems are solved, and results are disseminated. MAJCOMs that are also air component commands of a unified command must comply with applicable CJCS and unified command after-action reporting instructions. Send an information copy of reports to HQ USAF/XOOT. MAJCOMs, FOAs, and DRUs that support other MAJCOMs in exercises should send their inputs to the reporting MAJCOM. MAJCOMs consolidate subordinate command inputs.

5.2.2. MAJCOMs, FOAs, and DRUs that support Air Force key exercises and wargames should consult AFI 10-230, *Participation in Key Exercises and Wargames*, for guidance.

**5.3. Reporting Requirements.** The documentation in these reports is essential for planning subsequent exercises and operations and validating corrections. HQ USAF/XO may modify these requirements for individual exercises and operations.

5.3.1. Joint Universal Lesson Learned (JULL). The lesson learned is the most common type of JULL submission. A lesson learned is defined as a technique, procedure, or work-around that allowed a task to be completed despite an identified shortcoming or deficiency. If an observation is not a lesson learned but identifies a problem or deficiency without a solution, it should be reported as a lesson learned. Currently, within the lessons learned system, the lesson learned is the only mechanism available to identify and highlight an observed problem or issue. MAJCOMs, FOAs, DRUs, and Air Staff agencies must prepare and submit exercise critique reports in Joint Universal Lessons Learned System (JULLS) format to HQ USAF/XOOT within 30 days following an exercise. For an exercise exceeding 30 days, submit an interim critique report 90 days after STARTEX.

5.3.2. Summary JULL. Participating MAJCOMs, FOAs, and DRUs prepare and submit summary JULLs to HQ USAF/XOOT following CJCS-sponsored CPXs and operations. Submit reports no later than (NLT) 30 calendar days after ENDEX. Refer to CJCSI 3150.25, *Joint After-Action Reporting System*, and CJCSM 3500.03, *Joint Training Manual for the Armed Forces of the United States*, for additional guidance.

5.3.3. Report Submitting Procedures. Commands submit JULLs reports using CJCS JULLS software. Submit critique and summary reports to HQ USAF/XOOT using a JULLS export file and transmit via the Secret Internet Protocol Router Network (SIPRNET) for classified critiques, or electronic mail (e-mail) on the Internet for unclassified reports.

**5.4. Air Force Center for Knowledge Sharing Lessons Learned (AFCKSLL).** HQ USAF/XOOT is the OPR for the AFCKSLL. The AFCKSLL maintains a computerized database that incorporates lessons

learned from a broad spectrum of After-Action Reports (AARs). It includes information on operations, exercises, wargames, training centers, base closures, and SSC operations. Classified lessons learned reports are available to users via the SIPRNET and unclassified reports are available via the Internet.

### **5.5. Analysis and Dissemination.**

5.5.1. AARs received by HQ USAF/XOOT are placed in the AFCKSLL database for dissemination. Reports that require further action are submitted for inclusion in the Air Force Remedial Action Program for review and action. Critique reports are analyzed semiannually for developing adverse trends and appropriate action is taken before operations and resources are impacted.

5.5.2. MAJCOMs and FOAs should maintain a command database. Analyze critiques to identify and quickly correct developing adverse trends before they impact resources and operations. Review command databases semiannually and forward critique reports applicable to other Air Force units to HQ USAF/XOOT. Disseminate lessons learned through AFCKSLL and command-sponsored web sites.

## Chapter 6

### AIR FORCE REMEDIAL ACTION PROGRAM

**6.1. Purpose.** The Air Force Remedial Action Program provides a process for tracking and resolving significant problems identified by HQ USAF Staff directorates, MAJCOMs, FOAs, DRUs, and subordinate organizations during exercises and real-world operations. It documents the problem, establishes accountability for corrections, and monitors corrective action to conclusion and implementation. The Air Force Remedial Action Program complements the CJCS Remedial Action Program. (see CJCSI 3150.01, *CJCS Remedial Action Program*).

**6.2. Concept.** Commands resolve problems identified during exercises and operations at the lowest level of command. Problems that cannot be solved at the command level are submitted to HQ USAF/XOOT for action. HQ USAF/XOOT evaluates the problem through a subject matter expert and recommends disposition. If the problem is categorized as a Remedial Action Project (RAP), it is assigned to an OPR for monitoring corrective action. Problems that cannot be resolved within the Air Force and affect the Joint community are sent to the JS J-7/ Evaluation and Analysis Division (EAD) for action. Submissions should be linked to one or more UJTL tasks before forwarding to J-7/EAD.

**6.3. Air Force Remedial Action Project (RAP).** An Air Force RAP is a written description of a problem in policies, doctrine, plans, procedures, material, or forces that specific actions can correct. To qualify as a RAP, the problem must normally meet at least one of the following criteria:

- 6.3.1. Be assigned to the Air Force as a single agency item (SAI) by the CJCS RAP Steering Group;
- 6.3.2. Apply to more than one Air Force MAJCOM, FOA, or DRU;
- 6.3.3. Require action that exceeds the authority of the originating MAJCOM, FOA, or DRU;
- 6.3.4. Require action involving substantive resources; and/or
- 6.3.5. Affect doctrine or programming.

**6.4. Reporting Instructions.** MAJCOM, FOAs, and DRUs should establish a remedial action process for reviewing and evaluating problems. Submit problems that cannot be resolved at the command level to HQ USAF/XOOT.

**6.5. Air Force Remedial Action Program Management.**

6.5.1. HQ USAF/XOOT is the CJCS RAP coordinator for actions assigned to the Air Force. HQ USAF/XOOT, or designee, assigns primary responsibility for CJCS RAP actions to the organization responsible for the subject of the RAP. These OPRs prepare action items in the required format and monitor the status of the remedial action until the item is officially closed by the CJCS RAP coordinator. Each MAJCOM, FOA, and DRU will designate Remedial Action Program coordinators.

HQ USAF/XOOT (CJCS Exercises and Joint Training Branch) serves as a liaison between JS J-7/EAD, Air Staff OPRs for CJCS RAPs, and Air Force Remedial Action Program coordinators.

**6.6. Coordinating Air Force RAPs.** Air Force Remedial Action Program coordinators, designated as OPRs, will identify functional managers within their organization who can solve the problem, determine

cost estimates, identify resources required, and establish estimated completion dates. This information should be provided to HQ USAF/XOOT within 30 days of assignment as an OPR of a RAP item. OPRs submit a semiannual Air Force RAP Status Report that includes current status, milestones, and estimated completion date to HQ USAF/XOOT. OPRs review assigned RAPs and determine whether interim solutions are required. If all corrections are complete, recommend a RAP status change to “complete” while waiting for validation. OPRs are encouraged to work directly with the cognizant program element monitor (PEM). The PEM helps the OPR gain funding, validates the funding profile, confirms programmed action is sufficient, and coordinates requirements with other PEMs.

**6.7. Validating Air Force RAPs.** Validate “complete” RAPs by applying the same conditions that caused the original deficiency. Consider developing Air Force exercise objectives to validate corrections. If an exercise does not validate RAP corrections, commands notify HQ USAF/XOOT to keep the affected RAP open.

**6.8. Closing Air Force RAPs.** Submit recommendations for closing Air Force RAPs to HQ USAF/XOOT. Give reasons for the recommendation. If the recommendation is not approved, HQ USAF/XOOT refers the item to the OPR for further action.

**6.9. HQ USAF Remedial Action Program Process Flow.** Air Force members document critique items from exercises or real-world operations using JULLS software. They are entered into the process through the Air Force or the CJCS programs depending on their point of origin. The Air Force sends critiques they consider to be “joint” to the Joint Staff. The Joint Staff sends critiques they determine to affect only the Air Force to the Air Force as single agency items (SAIs). HQ USAF/XOOT reviews and evaluates critiques through subject matter experts. Based on subject matter expert recommendations, HQ USAF/XOOT categorizes the critiques as one of the following:

6.9.1. *Remedial Action Project (RAP)*—Problems requiring HQ USAF action because they relate to Air Force policy, procedures, or force programming; require action by more than one agency; require action exceeding the authority of any organization; or require action involving resources that HQ USAF controls.

6.9.2. *Single Agency Item (SAI)*—Problems requiring remediation for which the impact, solution, and implementation of the solution resides solely in a single MAJCOM, FOA, or DRU.

6.9.3. *Referred Item (RI)*—Minor issues that require resolution but are not significant enough to be identified as a RAP or SAI.

6.9.4. *Exercise Item (EI)*—Problems pertaining to exercise design or management.

6.9.5. *Noted Item (NI)*—Item not requiring corrective action or for which an established program exists that is already taking corrective action; successful action that should be noted for future operations or exercises; or positive action taken to bypass or alleviate a particular problem.

6.9.6. *Procedural Item (PI)*—Problem resulting from failure to follow directives. The organization that causes such a problem must correct it.

6.9.7. *Fold-in Item (FI)*—Issues that are similar in nature and share a common solution. These items should be grouped with related issues to form a single RAP, SAI, or RI. Items of importance to the Air Force are placed in the AFCKSLL database. From this point the process comes full circle where each agency responsible for the correction of a deficiency has an opportunity to review it and other organizations can learn from the experience.

## Chapter 7

### STAFF AND TRAINING

#### 7.1. Staff Instructions.

7.1.1. For all significant exercises, MAJCOMs, FOAs, and DRUs should establish a single POC for overall exercise planning and coordination who serves as the command interface with HQ USAF/XOOT (CJCS Exercises and Joint Training Branch). Each organization determines any additional staff requirements for supporting the AFEP. Consider:

- 7.1.1.1. Workloads for the exercise cycle, including staff needed to evaluate AARs and start the projects to fix problems.
- 7.1.1.2. Tasking more than one person when multiple exercise development activities overlap.
- 7.1.1.3. Assigning more than one project officer to large-scale exercises.
- 7.1.1.4. Reorganizing existing resources to consolidate CPX and FTX planning functions.
- 7.1.1.5. Organizing exercise functions into single elements and designating exercise planning and evaluation as primary duties.

7.1.2. MAJCOMs, FOAs, and DRUs will:

- 7.1.2.1. Participate in and support the Joint Staff Remedial Action Project Program, the Air Force Remedial Action Program, and the AFAARS.
- 7.1.2.2. Institute an aggressive command remedial action program to correct deficiencies observed during exercises.
- 7.1.2.3. Consolidate, review, and staff subordinate unit AARs and exercise critique items. Identify and submit to HQ USAF/XOOT any problems requiring HQ USAF assistance to resolve.
- 7.1.2.4. Establish and implement command policies, guidance, and procedures to supplement HQ USAF exercise directives, as necessary. In addition, they will guide subordinate command exercise planning, controlling, executing, and evaluating functions.
- 7.1.2.5. Attend HQ USAF/XOOT-hosted exercise planning and coordinating conferences. In addition, they will submit required documentation and coordinate on the draft exercise documents (e.g., EXPLAN, COSIN, post-exercise evaluation reports) and provide comments to HQ USAF/XOOT.
- 7.1.2.6. Annually (based on fiscal year) submit exercise scheduling data, excluding local unit training events, to HQ USAF/XOOT for distribution and crossflow to other MAJCOMs, FOAs, and DRUs. Include in this data the exercise dates, command participants, level of participation, types and number of aircraft, support forces involved, and changes as they occur.

**7.2. Training Instructions.** Exercise planners must thoroughly understand the procedures and systems being exercised as well as the exercise design and analysis process.

7.2.1. These systems include Air Force organizational and command structure, mission, and relationship with DOD structures; Air Force capabilities, OPLANs, procedures, and information systems; and the GCCS and supporting systems such as JOPES and the CJCS Crisis Action Planning System.

Make sure that exercise planners are adequately prepared. MAJCOMs, FOAs, and DRUs should develop and implement internal training programs and procedures as necessary. Exercise planners may gain additional experience by attending service schools and the specialized courses listed below (for more information see AFCAT 36-2223, *USAF Formal Schools*):

- 7.2.1.1. JOPES Basic Operations Course,
- 7.2.1.2. JOPES Specialty Course,
- 7.2.1.3. Contingency Wartime Planning Course, and/or
- 7.2.1.4. Joint Doctrine Air Campaign Course.

7.2.2. There is no formal HQ USAF-sponsored program that teaches exercise planners how to design, conduct, or evaluate exercises. The following resources may assist in development of exercises:

- 7.2.2.1. CJCSI 3500.01A, *Joint Training Policy of the Armed Forces of the United States*.
- 7.2.2.2. CJCSI 3500.02A, *Joint Training Master Plan for the Armed Forces of the United States*.
- 7.2.2.3. CJCSM 3500.03, *Joint Training Manual for the Armed Forces of the United States*.
- 7.2.2.4. *Joint Exercise Management Package (JEMP)* User's Manuals and online tutorials (available on the J-7/EAD SIPRNET Home Page).

## Chapter 8

### EXERCISE FUNDING AND PROGRAMMING

#### 8.1. General Information.

8.1.1. CJCSI 3511.01, *CJCS Exercise Program Funding*, provides policy and guidance from the CJCS to the combatant commanders and Services for the funding of exercises under the CJCS Exercise Program. Exercise funding and programming actions occur within the DOD biennial Planning, Programming, and Budgeting System (PPBS). AFPD 16-5, *Planning, Programming, and Budgeting System*, describes the PPBS as a cyclic process containing three distinct but interrelated phases:

8.1.1.1. *Planning*, which produces a fiscal forecast, planning guidance, and program guidance.

8.1.1.2. *Programming*, which creates the Air Force portion of the DOD's Future Years Defense Program (FYDP) by defining and examining alternative forces and weapons and support systems.

8.1.1.3. *Budgeting*, which formulates, executes, and controls resource requirements, allocation, and use.

8.1.2. Funding to support Air Force participation in the CJCS Exercise Program primarily comes from two sources: transportation funding and service funding.

**8.1.2.1. Transportation Funding.** The Joint Staff J-7/Joint Exercise and Training Division (JETD) is the OPR for exercise transportation funding to include airlift, sealift, Port handling (PH), Inland transportation (IT), and the Commercial Ticket Program (CTP). Joint Staff transportation funding covers the cost of transporting personnel and equipment from a unit's home station to the exercise area and return, except for commercial air travel from home station to and from the aerial port of embarkation (APOE), which is a Service responsibility. The Services manage disbursements of PH, IT, and CTP funds and report these disbursements to the Joint Staff at the end of each fiscal year (FY).

**8.1.2.1.1. Port Handling (PH).** Port handling costs are Military Sealift Command (MSC)-related commercial shipping expenses to receive or dispatch cargo at ports of embarkation (POEs) or ports of debarkation (PODs) and include documentation, terminal handling, and stevedoring.

**8.1.2.1.2. Inland Transportation (IT).** Inland transportation expenses include the movement of exercise participants and cargo, to and from a POE/POD/APOE/APOD to or from the exercise area, by commercial-for-hire firms when organic transportation is not available or cost effective. Movement is by surface transportation (rail, highway, and inland waterway). The leasing of commercial vehicles (for example, passenger vans) is prohibited and should not be confused with the use of commercial-for-hire firms. Transportation expenses associated with temporary duty, exercise conferences, and air travel are also excluded.

**8.1.2.1.3. Commercial Ticket Program (CTP).** This program is intended to provide a mechanism for individual commercial air travel during exercise execution in circumstances where military airlift or commercial air charter is not efficient, available, or economical. CTP is used only when USTRANSCOM-provided common-user transportation cannot satisfy the scheduling command's requirements contained within the combatant commander validated Time-Phased Force and Deployment Data (TPFDD) for the exercise. The Joint Staff allocates

CTP funding to each Service at the beginning of each fiscal quarter and augments the quarterly allocations as required to meet CTP authorizations. CTP dollars can only be used to purchase commercial airline tickets in support of specifically authorized CJCS exercise participants to travel from the APOE to the aerial port of debarkation (APOD). CTP does not cover per diem nor movement to the APOE or from the APOD. Once approved, USTRANSCOM will release the authorization message which will include a specific CTP authorization number, the number of passengers by unit line number (ULN), unit designation, ULN point of origin, destination, whether the ULN is approved for one way or round trip, the Service responsible for CTP funding, the maximum amount authorized by ULN, and the total dollar authorization by Service. CTP authorizations are ultimately charged back against the combatant commander's exercise airlift spending target. See CJCSM 3500.03, Annex B to Appendix C and CJCSI 3511.01 for additional guidance.

**8.1.2.2. Service Funding.** The Services and US Special Operations Command (USSOCOM) are responsible for funding all other exercise expenses, known as incremental expenses, such as consumable supplies, lodging, per diem, non-aviation fuel, and communications. Incremental funding does not include those costs funded in other Service accounts such as flying hours. HQ USAF funds these incremental costs using the CJCS Exercise Program Element (PE) code PE 28011F. MAJCOM O&M accounts fund participation in exercises not included in the CJCS Exercise Program (i.e., CAF Exercises and Readiness Training under PE 27603F).

**8.1.2.2.1. Combined Exercises.** These exercises should be conducted pursuant to a written arrangement with the foreign participant(s) that includes the scope of the exercise, status of US personnel (paragraph 1.4.18.), and reimbursement method and procedures, as appropriate. Exercises conducted to test and evaluate mutual capabilities do not require authorization or funding under the Arms Export Control Act (AECA). Costs of foreign participation in these exercises may not be paid directly or reimbursed from DOD funds. DOD funds may only be used to pay the costs of US armed forces participation which would have been incurred in the absence of foreign participation in the exercise. The costs of any US support provided to the participating countries or international organizations for training exercises must be reimbursed under a foreign military sales (FMS) case.

**8.2. JCS Exercise Expenses.** HQ USAF/XOOT is the OPR for managing PE 28011F funds, which cover incremental O&M costs incurred *solely for, or as a direct result of, planning for or taking part in a CJCS-sponsored exercise*. It is important to note that PE 28011F funds are sourced through the Air Force budgetary process whereas PH/IT and CTP funds come to the Air Force directly from the Joint Staff. This differential in funding sources requires that separate fund cites be annotated for expenses charged to each of these areas. AFI 65-601, Volume 1, *Budget Guidance and Procedures*, directs that participants charge JCS exercise costs to PE 28011F for active units. These costs are tracked through the use of Emergency and Special Program (ESP) codes. ESP codes are 2-character identifiers used in conjunction with program elements in fund cites to identify/track funds for specific operations or exercises. ESP codes are currently used to track PH/IT and incremental O&M costs by exercise. Using organizations provide for any support required during an exercise conducted at a non-Air Force, ANG, or AFRC installation for which there are not agreements or arrangements to the contrary. For detailed guidance, refer to AFI 65-601, Volume 1, Chapter 10.

### **8.3. Exercise Funding and Programming Processes.**

8.3.1. Exercise schedule planning is done on a 5-year schedule, the results of which are contained in CJCS Notice 3501, *CJCS Joint Training Master Schedule*. Key suspense dates associated with joint training can be found in CJCSM 3500.03, Appendix G.

### **8.4. CJCS Exercise Processes.**

#### **8.4.1. Planning Phase.**

8.4.1.1. The Joint Training Master Plan (JTMP), provides CJCS guidance to CINCs, Services, Joint Staff, and defense agencies for planning and conducting joint training events and joint exercises.

8.4.1.2. A Joint Staff-sponsored Worldwide Joint Training Conference, normally held in September, sets the stage for joint training planning throughout the upcoming year. Attendees include the unified commands, Services, defense agencies, and other activities. The Joint Staff updates training guidance and resource allocation, reviews Joint Mission Essential Tasks (JMETs), resolves training issues, and identifies potential scheduling problems.

8.4.1.3. During POM development, the unified commands hold individual CINC Exercise and Training Conferences normally in the fall. These conferences have attendees from component commands, supporting joint commands, the Joint Staff, Services, and other agencies. Attendees will address joint training requirements for exercises within the CJCS exercise and training program on a 3-year cycle (i.e., a conference conducted in October–December 1998 will address resource requirements through FY02, but will focus primarily on executing the FY00 program. Exercises for FY03 and 04 will be addressed for POM planning purposes and future planning.)

8.4.1.4. Upon completion of the individual CINC Exercise and Training Scheduling Conferences, each CINC forwards their applicable Joint Exercise Schedule to J-7/JETD electronically in EXSCHED following the JEMP format by 15 December each year for inclusion in the Joint Training Master Schedule (JTMS). This submission should cover the POM years and will form the basis for deconfliction within the worldwide conferences. Each scheduling command or agency submits its proposed programs, indicating airlift hours and dollars, sealift days and dollars, and PH and IT dollars. Unresolved scheduling differences should be referred to the Joint Staff for resolution prior to the Worldwide Exercise Scheduling Conference.

#### **8.4.2. Programming Phase.**

8.4.2.1. A Joint Staff-sponsored Worldwide Exercise Scheduling Conference is held each February and includes representatives from the Joint Staff, combatant commands, Services, and other appropriate Government agencies. Conference goals include discussion of the overall direction of the CJCS Exercise and Training Program, evaluation of last year's program, resolution of resource conflicts, distribution of exercises throughout each planning year, assessment of funding levels and program objectives, and briefing of the proposed CJCS Exercise Evaluation Program for the following fiscal year.

8.4.2.2. Following the Joint Staff-sponsored Worldwide Exercise Scheduling Conference, combatant commands revise their exercise schedules and resubmit their revised Joint Exercise Schedule to J-7/JETD by 15 March. For CINC-sponsored exercises, transportation requirements are

refined for the current year and estimated for the subsequent 5 years. These requirements are electronically submitted to J-7/JETD for inclusion in JTMS.

#### **8.4.3. Budgeting Phase.**

8.4.3.1. In the early July timeframe, any adjustments to program funding made by OSD are transmitted through a Program Decision Memoranda (PDM), which is the mechanism used to adjust the FYDP in preparation for the budgeting phase. Typically, not all transportation requirements identified in the POM are funded, so the Joint Staff issues budget-year funding targets (usually current year plus two) to the combatant scheduling commands (airlift and sealift) and Services (PH and IT), advising them of approved transportation levels (dollars) for the program.

8.4.3.2. Once the revised exercise schedules are received from the CINCs, the overall CJCS exercise schedule is coordinated and published as part of the CJCS JTMS by 15 July.

**8.5. HQ USAF Exercise Processes.** The following USAF exercise functions are conducted in parallel with CJCS exercise processes and are an integral part of the PPBS activities.

#### **8.5.1. Planning Phase.**

8.5.1.1. Soon after receiving funding guidance from the Joint Staff in the fall, HQ USAF/XOOT sends out a message to MAJCOMs, FOAs, and DRUs requesting O&M exercise requirements for 6 years, down to the financial plan (FINPLAN) level. This message provides program funding targets that enable Air Force agencies to participate in unified command and CJCS exercise scheduling conferences and to develop individual exercise FINPLANS. Detailed guidance (i.e., review of JTMS, review/update previous budget estimates, etc.) will be outlined in the message.

#### **8.5.2. Programming Phase.**

8.5.2.1. Around the first week in February, USAF MAJCOMs, FOAs, and DRUs submit their inputs to HQ USAF/XOOT for incremental O&M to support the CJCS Exercise Program (PE 28011F). This input also includes projected PH and IT costs. These estimates serve as the foundation for the USAF POM submission.

8.5.2.2. MAJCOM, FOA, and DRU inputs include only those support funds associated with the approved CJCS Exercise Program. Sub-exercises of the approved CJCS Exercise Program or other MAJCOM unilateral exercises do not qualify for funding unless specifically approved as part of the CJCS JTMP. MAJCOMs should also include explanations for any projected expense differing from the previous year's submission. HQ USAF/XOOT uses MAJCOM submissions to brief the Air Force corporate structure during POM development.

8.5.2.3. In the third quarter of the fiscal year, HQ USAF/XOOT will task the MAJCOMs to thoroughly review their respective exercise FINPLANS by exercise and Accounting Cost Classification. Specific requirements and details will be spelled out in the message (i.e., TDY, equipment, contracting, etc.).

8.5.2.4. In the June timeframe, PE 28011F PEM (HQ USAF/XOOT) conducts a program review, addressing exercise requirements, shortfalls, and their impact, as reflected by Program funding targets and guidance.

### 8.5.3. Budgeting Phase.

8.5.3.1. When the approved final budget is released, the PEM will send out a coordinated HQ USAF/XO and SAF/FM allocation message to the MAJCOMs, distributing exercise fiscal guidance for the next execution-year and funding quotas (bogies) and planning information for the 5 years following the next execution year. This message also tasks MAJCOMs to submit revised FINPLAN data.

8.5.3.2. Typically, not all requirements identified in the POM are funded. MAJCOMs will submit a revised FINPLAN, reflecting both funded and unfunded requirements and PH and IT cost estimates by exercise. These resource-constrained updated requirements become the basis for the USAF BES submission to OSD in September.

### 8.6. Execution.

8.6.1. J-7/JETD will confirm final Service transportation funding targets for the execution year once Congress enacts the Appropriation Bill.

8.6.2. Realignment of Funds. Service exercise funds not spent (i.e., excess funds resulting from the cancellation or downscaling of an exercise) revert back to SAF/FM control for reallocation. This policy may provide funding for lower priority or previously unfunded exercise requirements, other transportation needs, or offsetting program funding reductions. In addition, HQ USAF/XOOT may request to internally, within PE 28011F, realign the funds to unfunded requirements. The Joint Staff may conduct a midyear conference to address current-year funding execution, coordinate adjustments to the current program, review the next year's requirements, and discuss changes to the next fiscal year's program.

8.6.3. Use of Funds. CJCS Exercise Program funding can only be used for exercises and, in most cases, includes pre-exercise planning conferences and other post-exercise activities.

8.6.4. Distribution of Funds.

8.6.4.1. Transportation funds are distributed from the Joint Staff to Air Mobility Command (AMC) for airlift, Military Sealift Command (MSC) for sealift, and HQ USAF/XOOT (quarterly) for PH, IT, and CTP.

8.6.4.2. During the budget execution year, HQ USAF/XOOT distributes funds to the appropriate users or user agencies. MAJCOMs, DRUs, and FOAs report CJCS exercise expenditures to HQ USAF/XOOT and the Office of the Assistant Secretary of the Air Force, Budget Operations (SAF/FMB) using assigned ESP codes. SAF/FMB will determine whether incremental or total costs need to be collected. Properly identifying and capturing all costs associated with an ESP is extremely important. Only accurate cost data can provide the documentation to obtain funding or reimbursement when appropriate and to meet reporting requirements. Questions concerning the use of ESP codes (such as when an exercise spans 2 fiscal years) should be addressed to HQ USAF/XOOT. Commands must report and provide a detailed explanation to HQ USAF/XOOT of situations in which costs are projected to exceed budget. If required, HQ USAF/XO and SAF/FM will take actions to source additional funds.

8.6.4.3. Halfway through the fiscal year, MAJCOMs, FOAs, and DRUs submit their FINPLAN requirements to HQ USAF/XOOT. Each submission shows, by exercise, how the command plans

to spend O&M exercise support funds. HQ USAF/XOOT uses the FINPLAN data to adjust the execution-year programs and develop a POM input for the next cycle.

**NOTE:**

It is critical throughout all stages of the exercise life cycle that MAJCOMs, FOAs, and DRUs notify HQ USAF/XOOT of any changes in the size, scope, cost, and/or cancellation of planned exercises.

**8.7. Other Exercise Funding.**

8.7.1. MAJCOMs, FOAs, and DRUs conducting unilateral or other joint exercises not within the approved CJCS Exercise Program must fund these exercises from their own O&M accounts.

The National Guard Bureau (NGB) and US Air Force Reserve (USAF/RE) plan and fund O&M costs separately for their programmed participation in the CJCS Exercise Program. ARC participation is critical to the success of any Air Force exercise participation. Exercise planners must program for ARC forces if they would like to have ARC participation in an exercise. The ARC only gets exercise funding if they have been programmed, during the exercise planning cycle, for participation. Failing to program ARC participation will likely result in a deficiency in participating forces because the ARC will not have been authorized the funds. If ARC forces are invited, but ARC participation is not programmed, the requesting agency must pay for the ARC force participation. (See Table 10-3, AFI 65-601, volume 1 for additional guidance).

8.7.2. The National Guard Bureau (NGB) and US Air Force Reserve (USAF/RE) plan and fund O&M costs separately for their programmed participation in the CJCS Exercise Program. ARC participation is critical to the success of any Air Force exercise participation. Exercise planners must program for ARC forces if they would like to have ARC participation in an exercise. The ARC only gets exercise funding if they have been programmed, during the exercise planning cycle, for participation. Failing to program ARC participation will likely result in a deficiency in participating forces because the ARC will not have been authorized the funds. If ARC forces are invited, but ARC participation is not programmed, the requesting agency must pay for the ARC force participation. (See Table 10-3, AFI 65-601, volume 1 for additional guidance).

**8.8. Air-to-Air Refueling of Foreign Aircraft during Combined Exercises.** (Reference HQ USAF/XOO message DTG 022205Z JUN 97, Air-to-Air Refueling (AAR) of Foreign Aircraft During Combined Exercises).

**8.8.1. Combined Exercises That Include Air-to-Air Refueling Requirements Exclusively for USAF Receiver Aircraft (No US Requirement to Refuel Foreign Receiver Aircraft).**

8.8.1.1. In combined exercises where there is no approved US requirement to refuel foreign receiver aircraft, air refueling of foreign aircraft must be on an opportune, non-interference basis. Tankers must be scheduled based on USAF mission requirements only, in accordance with normal USAF procedures. When a schedule is built to meet these mission requirements, it may result in some loiter time that foreign receivers can use under the criteria set forth in this directive. However, schedulers may not create excess loiter time simply to accommodate foreign receivers. If non-opportune refueling is required for foreign aircraft outside the "envelope" for meeting USAF mission requirements, the foreign government must pay for the additional loiter and boom/drogue time required, as well as for the fuel offloaded. This is because the costs of such support would

not have been incurred but for the foreign government (non-US) requirement. The foreign government will not be charged for the transit time of the tanker aircraft as transit time was required for the USAF mission.

8.8.1.2. Foreign pilots must be qualified and current in USAF air-to-air refueling procedures. Exercise refueling will not be used as an instrument for foreign pilots to obtain initial qualifications, requalification, or to maintain currency. Provision of air refueling training requires a Foreign Military Sales (FMS) case (see DODD 5105.38, Section 100201.B., *Defense Security Assistance Agency (DSAA)*).

8.8.1.3. Receiver aircraft not previously certified for refueling operations must be certified for technical and operational compatibility in accordance with USAF regulations.

8.8.1.4. Foreign governments must pay for the fuel offloaded in accordance with USAF regulations and procedures (for example, pursuant to the terms of a reciprocal fuels agreement, cross-servicing agreement, or FMS case).

8.8.1.5. Status of Forces Agreement (SOFA) claims provisions, applicable to the nations involved, should cover liability. If a SOFA does not exist or is otherwise not applicable, a liability agreement must be established prior to the exercise. Such an agreement must be negotiated and concluded in accordance with DODD 5530.3, *International Agreements*, these types of agreements must be submitted to SAF/IA in accordance with paragraph 2.4. of AFI 51-701, *Negotiating, Concluding, Reporting, and Maintaining International Agreements*.

#### **8.8.2. Combined Exercises That Include Valid US Requirements to Refuel Foreign Receiver Aircraft.**

8.8.2.1. It may be appropriate for the foreign government to pay only for the fuel offloaded when the purpose of a combined exercise is to employ coalition force concepts of operations that require USAF air refueling of foreign aircraft in support of DOD mission requirements and the criteria in paragraphs 8.8.1.2, 8.8.1.3, 8.8.1.4, and 8.8.1.5 are met. In such cases, a command coordinated request should be forwarded to AF/XO for approval to conduct the refueling operation on less than full cost reimbursement basis. The request should contain: (1) a description of the operation, including objectives; (2) the US mission requirements to be satisfied; (3) a list of expenses to be assumed by the DOD and the funding source; and (4) a list of expenses to be assumed by the foreign government, including method of payment to DOD for required reimbursements.

If the air-to-air refueling does not meet the criteria set forth above, air-to-air refueling must be conducted on a reimbursement basis. The foreign government must pay for the fuel, boom/drogue time, tanker transit time and loiter time, and all other costs as appropriate.

PATRICK K. GAMBLE, Lt General, USAF  
DCS/Air and Space Operations

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

DODD 5105.38, *Defense Security Assistance Agency (DSAA)*

DODD 5530.3, *International Agreements*

CJCSI 3150.01, *CJCS Remedial Action Program*

CJCSI 3150.25, *Joint After-Action Reporting System*

CJCSI 3500.01A, *Joint Training Policy for the Armed Forces of the United States*

CJCSI 3500.02A, *Joint Training Master Plan for the Armed Forces of the United States*

CJCSM 3150.31, *Joint Center for Lessons Learned*

CJCSM 3500.04A, *Universal Joint Task List (UJTL)*

CJCSI 3511.01, *CJCS Exercise Program Funding*

CJCSM 3122.02, *JOPEX, Volume II (Planning Formats and Guidance)*

CJCSM 3500.03, *Joint Training Manual (JTM) for the Armed Forces of the United States*

Joint Pub 3-54, *Joint Doctrine for Operations Security*

AFDD 1-1, *Air Force Task List*

AFI 10-230, *Participation in Key Exercises and Wargames*

AFI 10-1101, *Operations Security (OPSEC) Instructions*

AFI 25-101, *War Reserve Material (WRM) Program Guidance and Procedures*

AFI 32-7006, *Environmental Program in Foreign Countries*

AFI 32-7061, *The Environmental Impact Analysis Process*

AFI 33-106, *Managing High Frequency Radios, Land Mobile Radios, Cellular Telephones, and the Military Affiliate Radio System*

AFI 33-118, *Radio Frequency Spectrum Management*

AFI 33-211, *Communications Security (COMSEC) User Requirements*

AFI 37-124, *The Information Collections and Reports Management Program; Controlling Internal, Public, and Interagency Air Force Information Collections*

AFI 51-701, *Negotiating, Concluding, Reporting, and Maintaining International Agreements*

AFI 65-601, Volume 1, *Budget Guidance and Procedures*

AFPD 10-2, *Readiness*

AFPD 16-5, *Planning, Programming, and Budgeting System*

AFPD 33-2, *Information Protection*

***Significant References***

DODD 3020.26, *Continuity of Operations (COOP) Policy and Planning*

DODD 7045.14, *The Planning, Programming, and Budgeting System (PPBS)*

DODI 7045.7, *Implementation of the Planning, Programming, and Budgeting System (PPBS)*

CJCSI 3410.01 (S), *Continuity of Operations Plan for the Chairman of the Joint Chiefs of Staff*

CJCSI 5711.01, *Policy on Action Processing*

CJCSM 3430.01, *Crisis Staffing Procedures of the Chairman of the Joint Chiefs of Staff*

CJCSN 3501 (S), *CJCS Joint Training Master Schedule*

CJCSN 3502 (S), *Quarterly Schedule of Significant Military Exercises*

AFI 10-208, *Continuity of Operations Plan*

AFM 10-206, *Operational Reporting*

AFM 1-1, Volumes 1 and 2, *Basic Aerospace Doctrine of the United States Air Force*

AFPD 32-70, *Environmental Quality*

***Abbreviations and Acronyms***

**AAIF**—Automated Airfield Information File

**AAR**—after-action report

**ABES**—Amended Budget Estimate Submission

**ACC**—Air Combat Command

**AFAARS**—Air Force After Action Reporting System

**AFCAP**—Air Force Contract Augmentation Program

**AFCAT**—Air Force Catalog

**AFCESA**—Air Force Civil Engineering Support Agency

**AFCKSLL**—Air Force Center for Knowledge Sharing Lessons Learned

**AFECT**—Air Force Exercise Coordination Team

**AFEP**—Air Force Exercise Program

**AFFMA**—Air Force Frequency Management Agency

**AFFOR**—Air Force forces

**AFI**—Air Force Instruction

**AFKEWL**—Air Force Key Exercises and Wargames List

**AFMC**—Air Force Materiel Command

**AFMD**—Air Force Mission Directive

**AFPD**—Air Force Policy Directive

**AFRC**—Air Force Reserve Command  
**AFSC**—United States Air Force specialty code  
**AFTL**—Air Force Task List  
**AMC**—Air Mobility Command  
**ANG**—Air National Guard  
**APOD**—aerial port of debarkation  
**APOE**—aerial port of embarkation  
**APOM**—Amended Program Objective Memorandum  
**ARC**—air reserve components  
**ASCII**—American Standard Code Information Interchange  
**BES**—budget estimate submission  
**BSP**—Base Support Plan  
**CAF**—Combat Air Forces  
**CAT**—crisis action team  
**CAX**—computer-assisted exercise  
**CINC**—commander in chief  
**CJCS**—Chairman of the Joint Chiefs of Staff  
**CJCSI**—Chairman of the Joint Chiefs of Staff Instruction  
**CJCSM**—Chairman of the Joint Chiefs of Staff Manual  
**CJCSN**—Chairman of the Joint Chiefs of Staff Notice  
**COMAFFOR**—Commander, Air Force Forces  
**COMSEC**—communications security  
**COSIN**—Control Staff Instructions  
**COTS**—commercial-off-the-shelf  
**CPX**—command post-exercise  
**CTP**—Commercial Ticket Program  
**DOD**—Department of Defense  
**DODD**—Department of Defense Directive  
**DODI**—Department of Defense Instruction  
**DPG**—Defense Planning Guidance  
**DRU**—Direct Reporting Unit  
**DSAA**—Defense Security Assistance Agency

**DSN**—Defense Switched Network

**DTG**—date-time group

**EAD**—Evaluation and Analysis Division

**ECG**—Exercise Control Group

**EI**—exercise item

**EIAP**—Environmental Impact Analysis Process

**ENDEX**—exercise termination

**ESOHP**—Environmental, Safety, and Occupational Health Plan

**ESP**—Emergency and Special Program (code)

**EXPLAN**—exercise plan

**EXSCHED**—exercise schedule

**FI**—fold-in item

**FINPLAN**—financial plan

**FMS**—foreign military sales

**FOA**—Field Operating Agency

**FTX**—field training exercise

**FY**—fiscal year

**FYDP**—future years defense program

**GCCS**—Global Command and Control System

**HNS**—host-nation support

**HQ**—headquarters

**IT**—inland transportation

**JAARS**—Joint After-Action Reporting System

**JCS**—Joint Chiefs of Staff

**JECG**—joint exercise control group

**JEMP**—joint exercise management package

**JETD**—Joint Exercise and Training Division, Joint Staff (J-7)

**JMET**—joint mission essential task

**JOPES**—Joint Operation Planning and Execution System

**Joint Pub**—Joint Publication

**JS**—Joint Staff

**JTMP**—Joint Training Master Plan

**JTMS**—Joint Training Master Schedule

**JULL**—Joint Universal Lessons Learned (Report)

**JULLS**—Joint Universal Lessons Learned System

**M&S**—modeling and simulation

**MAJCOM**—major command

**METL**—mission-essential task list

**MSC**—Military Sealift Command

**MSEL**—master scenario events list

**NGB**—National Guard Bureau

**NI**—noted item

**NLT**—no later than

**O&M**—operations and maintenance

**OPLAN**—operation plan

**OPORD**—operation order

**OPR**—office of primary responsibility

**OPSEC**—operations security

**OPTEMPO**—operating tempo

**ORI**—Operational Readiness Inspection

**OSD**—Office of the Secretary of Defense

**PACAF**—Pacific Air Forces

**PB**—President's Budget

**PDM**—Program Decision Memorandum

**PE**—program element

**PEM**—Program Element Monitor

**PERSTEMPO**—personnel tempo

**PH**—port handling

**PI**—procedural item

**PID**—plan identification number

**POC**—point of contact

**POD**—port of debarkation

**POE**—port of embarkation

**POM**—Program Objective Memorandum

**PPBS**—Planning, Programming, and Budgeting System

**RAP**—Remedial Action Projects Program (JCS)

**RI**—referred item

**SAI**—single agency item

**SIPRNET**—SECRET Internet Protocol Router Network

**SOFA**—status of forces agreement

**SSC**—Smaller Scale Contingency

**STARTEX**—start of exercise

**TDY**—temporary duty

**TPFDD**—time-phased force and deployment data

**UJTL**—Universal Joint Task List

**ULN**—unit line number

**USAF**—United States Air Force

**USAFE**—United States Air Forces Europe

**USCINCSOC**—Commander in Chief, United States Special Operations Command

**USSOCOM**—United States Special Operations Command

**USTRANSCOM**—United States Transportation Command

**WRM**—war reserve materiel

### *Terms*

**Controller**—Trusted agent who introduces planned scenario events during exercises.

**Control Staff**—Collective designation for controllers.

**Control Staff Instruction (COSIN)**—Instructions that govern conduct of the exercise.

**Environmental, Safety, and Occupational Health Plan (ESOHP)**—Document guiding implementation of environmental, safety, and occupational health standards at deployed locations. ESOHPs can be incorporated into exercise plans or stand alone.

**Implementer**—Device used to introduce a problem, situation, or scenario event into the exercise.

**Joint Exercise Management Package (JEMP)**—A set of three computer software programs designed to generate databases for exercise support. Programs include JULLS, MSEL, and EXSCHED.

**Lesson Learned**—Problem encountered and corrected, problem for which no solution was found; or successful action noted for future operations.

**Master Scenario Events List (MSEL)**—List of sequentially numbered events that direct exercises toward the desired objectives.

**Players**—All exercise participants other than controllers.

**Summary JULL**—report submitted in JULLS format documenting general description, dates, location of operations and personnel, objectives, limitations, and major participants.

**Trusted Agent**—Subject matter expert who provides input to exercise scenarios, creates implementers, and assists exercise planners in exercise development. Trusted agents may also be used as controllers.