

"The CFI will be the transformational driver to maintain Allied forces' cohesion, and provide the military capability required to support political decisions."

— SACT, General Jean-Paul Paloméros

# The Implementation Plan for the CFI

## FRAMEWORK FOR MAJOR NATO EXERCISES FROM 2016 AND ONWARDS

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**T**HE CONNECTED Forces Initiative (CFI) is the formulation which aims to shift NATO from current operations to an Alliance-wide, enduring programme in order to enhance and sustain NATO's military preparedness and operational edge in an age of uncertainty. Fundamental elements of CFI seek to maintain NATO's readiness and combat effectiveness through expanded exercises and training, increased exercise opportunities and national involvements, linkages, Partner Nations' involvement and better use of technology, which will all be applied to the overall exercise and training programme. Indeed, the implementation of CFI is one of the key measures addressed in the Chicago Defence Package to achieve the goal of delivering "NATO Forces 2020".

### Chapter Four

The purpose of Chapter Four of the CFI Implementation Plan is to develop an il-

lustrative framework for major NATO exercises from 2016 and onwards. Amongst the criteria, this annex depicts exercise Training Audiences, intensity (high/low intensity tasks), methodology (e.g. CAX/CPX, LIVEX) and the scenario type. However, this is non-binding and has to be considered as a model for real exercise planning. The methodology used for Chapter Four is an overall analysis of the NATO major exercises in terms of demand and supply, and risk. The requirements for major exercises derive from an analysis of NATO's Level of Ambition and an additional (higher) guidance possibly affecting the exercise requirements. After looking at NATO's means and capabilities, Chapter Four continues by giving an indicative example of a five-year exercise programme and an analysis of the gap between the exercise requirements and NATO's capacity to run exercises in NATO-run facilities, such as the Joint Warfare Centre (JWC). It concludes with a consideration of ways to close any gaps and mitigate risks.

Recent strategic documents provide the following specific guidance for major NATO exercises from 2016 and onwards:

- Within each three-year cycle, major NATO exercises are to address the whole range of Alliance missions, including large-scale high-intensity operations, and to take into account ongoing operations as well as NATO Response Force (NRF) obligations.
- Every three years (2015, 2018, 2021 etc.) NATO will conduct a high-visibility exercise (to include a deployable Command Post Exercise/Computer Assisted Exercise) and parts of the exercises, which are combined, joint and live (at land divisional level and joint equivalent for the other components), based on, but not limited to, the NRF.
- In the years where no high-visibility exercises are conducted (2016, 2017, 2019





••• TRIDENT JAGUAR 14 Training Audience in Stavanger. **Right:** Colonel Stephen Williamson, Chief Joint Exercise Division. **Below:** Chief of Defence of the Republic of Latvia, Lieutenant General Raimonds Graube and Commander JWC (also exercise ODE) Major General Erhard Buehler. Photographs by JWC PAO.

etc.), and if force generation allows, other live exercises could be conducted with the ambition of bringing such live exercises to a brigade level or joint equivalent.

- The aim is also to maintain balance between training for Article V Collective Defence and Non-Article V Crisis Response Operations, which encompass both high and low intensity scenarios.
- The first three-year cycle (2016–2018) is considered a trial period.

**CHAPTER FOUR** provides a training baseline in order to match the collective exercise requirements with a multitude of guidance from NATO Nations and explains structures, forces, means and capabilities. The main contribution to this foundation will be a deeper engagement with the Partner Nations and other international institutions to build on cooperative security, and maintain and enhance those partnerships which have developed over the last 15 to 20 years of operations. NATO Command Structure (NCS)-led exercises will be at the forefront of gluing the NCS and NATO Force Structure (NFS) capabilities together. This will also be an example for a robust exercise programme to:

- exercise the NATO Crisis Management system from the strategic to tactical level;

- fully establish and validate the deployable elements of the NATO Command Structure, and further develop the relationship with the NATO Force Structure, particularly with the national HQs;
- maintain and enhance the ability to Command and Control wide range of operations at the strategic and operational level.

### What does this imply for JWC?

Put simply, in the first two quarters of every year, we need to plan and facilitate one Single Service Command (SSC) certification



and one NFS HQ certification exercise. During late summer, the on-standby NRF HQs then need to be activated and validated. The biggest event will probably be the NRF certification, which is given each autumn. With other events on the JWC Programme of Work (POW) running in parallel, the staff will be required to show flexibility in order to accommodate all these events.

### NATO Training Centres

The CFI is postulated as a series of inter-linked activities involving education and training (including exercises), the NRF and technology. As a collective trainer and catalyst for transformation, the Joint Warfare Centre has already started experiencing CFI within its normal business of delivering transformative training and exercises. However, the new NATO exercise programme written in Chapter Four of the CFI Implementation Plan needs to be matched against NATO's anticipated ability to organise and conduct training. In combination, and under present circumstances, the JWC and the Joint Force Training Centre (JFTC) have the ability to conduct annually up to four, joint/combined, multi-level synthetic Command Post Exercises (from Major Joint Operation+ to Small Joint Operations). These levels include linking and/or merging exercises where feasible and within means and capabilities.

The number of major exercises JWC and JFTC can conduct annually is likely





This year's first JJJ meeting was presided over by Spanish Navy Vice Admiral Javier González-Huix, ACT's Deputy Chief of Staff Joint Force Trainer (DCOS JFT), from Norfolk, Virginia, USA. Also attending were the respective Commanders of the JJJ: Major General Buehler, Commander JWC and the host; Polish Army Brigadier General Wojciech Grabowski, Commander JFTC; and Romanian Army Brigadier General Mircea Mîndrescu, Commander JALLC. Photograph by JWC PAO.

to be modified if either Centre has the responsibility for pre-deployment training in support of NATO-led operations. With post-ISAF training requirements yet to be determined, the indicative NATO-run exercise programming described in Chapter Four, and subsequent gap analysis, do not consider any pre-deployment training. Ultimately, it will be a question of prioritising the resources available, based on SACEUR's Annual Guidance on Education, Training, Exercises and Evaluation.

**JWC AND JFTC** are reliant upon NATO Command and Force Structure HQs to

provide the joint enablers in support of Exercise Control (EXCON) functions, in particular the Lower Control, the Side Control (flanking formations) and Opposition Force (OPFOR) Response Cells, together with Subject Matter Experts (SMEs) for the development and execution of the Main Event and Main Incident (MEL/MIL) List scripting before and during exercise play. Experience shows the level of contributions from the NATO Command and Force Structures, and national assets are directly proportional to the volume, complexity, authenticity and intensity of the exercises provided subsequently.

## Conclusion

The CFI is a major part of Allied efforts to achieve "NATO Forces 2020". In the NATO context, CFI is everybody's business and for everybody's benefit. We must, though, remain pragmatic, and note that it is the Allies who will make the programme happen through their commitment of forces and resources. Chapter Four offers an indicative programme of NATO-run major exercises. It aims to practice and test joint and component level Command and Control in a multinational setting and to add value to Allies' efforts in preparing their own forces. The programme also offers a balance between an ambitious but also reasonable and achievable exercise plan, within the present realities of NATO and national resources.

Implementation of CFI is a challenge for NATO, but at the same time an excellent opportunity for the JWC to put the warfare element back into the organisation. Will we be overwhelmed? This question will be answered as we conclude TRIDENT JAGUAR, TRIDENT JUNCTURE and TRIDENT LANCE later this year. Conscious planning will be key to successful training events, at the same time we must stand ready to changes to the Training Audience exercise requirements — such as 24/7 operations and introduction of new operational concepts. †



U.S. Army Lieutenant General Frederick Hodges (right), Commander LANDCOM, during a briefing about exercise TRIDENT LANCE 14.

 Interview with Lieutenant General Hodges is on page 61.