



CHAIRMAN OF THE JOINT CHIEFS OF STAFF INSTRUCTION

J-6
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CJCSI 6265.01
23 July 2015

COALITION CAPABILITY DEMONSTRATION AND ASSESSMENT (BOLD QUEST) GOVERNANCE AND MANAGEMENT

References:

- a. CJCSI 5127.01 Series, "Joint Fire Support Executive Steering Committee (JFS ESC) Governance and Management"
- b. CJCSI 5141.01 Series, "Combat Identification - Friendly Force Tracking Executive Steering Committee (CID-FFT ESC) Governance and Management"

1. Purpose. This instruction establishes the Coalition Capability Demonstration and Assessment (CCD&A), more commonly known as "Bold Quest (BQ)," as a mechanism to facilitate participant-defined warfighting interoperability and capability demonstrations and assessments through a recurring cycle of joint and multinational events. BQ events are aligned with CJCS-chartered bodies and programs of work discussed in references a and b and elaborated in enclosures A and B.

2. Superseded/Cancellation. None.

3. Applicability. This instruction applies to Combatant Commands (CCMDs), Joint Staff (JS), Services, and Department of Defense (DoD) agencies. It will also be shared with other organizations to support their interest or participation in Bold Quest, as appropriate.

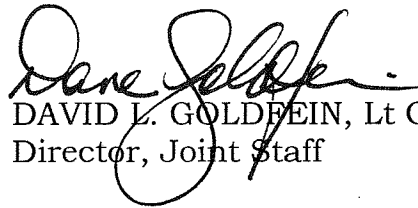
4. Policy. This instruction provides policy on the governance, organization, processes, and responsibilities for implementing the CCD&A, as discussed in enclosure A.

5. Definitions

- a. BQ - Bold Quest
- b. CCD&A - Coalition Capability Development and Assessment
- c. CCMDs - Combatant Commands

- d. CID - Combat Identification
 - e. ESC - Executive Steering Committee
 - f. FFT - Friendly Force Tracking
6. Responsibilities. See enclosure B.
7. Summary of Changes. None. This is a new instruction.
8. Releasability. UNRESTRICTED. This directive is approved for public release; distribution is unlimited on NIPRNET. DoD Components (to include the Combatant Commands), other Federal agencies, and the public may obtain copies of this directive through the Internet from the CJCS Directives Electronic Library at [http://www.dtic.mil/cjcs_directives/]. JS activities may also obtain access via the SIPR Directives Electronic Library Web sites.
9. Effective Date. This INSTRUCTION is effective upon receipt.

For the Chairman of the Joint Chiefs of Staff:



DAVID L. GOLDFEIN, Lt Gen, USAF
Director, Joint Staff

Enclosures

- A - Policy
- B - Responsibilities

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ENCLOSURE A

POLICY

1. The Chairman of the Joint Chiefs of Staff (CJCS) has identified interoperability as a fundamental element of the future Joint Force. He has therefore emphasized the need to define and enforce interoperability standards for future capabilities while evaluating the impact of the current state of interoperability on the Joint Interagency Intergovernmental and Multinational Environment. This interoperability must span the CCMDs, Services, Joint Staff, Services' Centers of Excellence, other governmental agencies, and partner nations in a manner that paces and synchronizes independent efforts. In support of this, the BQ CCD&A series is a collaborative joint and multinational enterprise in which resource-providing sponsors, participants, and observers partner to leverage the collective power of their resources to advance the interoperability of fielded and emerging capabilities, providing periodic operational demonstrations during which participants converge to demonstrate and assess capabilities in a Coalition operational context.

2. Given the inherently collaborative nature of the BQ enterprise, by design no single organization, U.S. or Allied, has overarching authority to direct nation/Service/program participation and resourcing. Reflecting the general consensus of participating nations/Services/programs, and dependent upon future resourcing, the recurring cycle of BQ is two operational demonstrations per fiscal year, nominally designated BQ XX.1 and BQ XX.2. The two demonstrations will be spaced approximately 6 months apart in order to facilitate the planning and execution of participants who desire to resource both yearly demonstrations in either a related (i.e., risk reduction or building block from one event to the next) or independent approach. The demonstrations will vary in scale, venue, and architectures, as driven by the compilation of participating national/Service/program objectives and associated requirements. Concept development, planning and execution for the two current fiscal year events proceed concurrently with development and planning for future fiscal year events.

3. A Joint Staff J-6 memorandum inviting Joint and multinational participation initiates the concept development process. The BQ cycle consists of concept development, planning, operational demonstration execution, and post-demonstration analysis and reporting. The BQ core staff facilitates coordination and sponsors activities engaging all participants to develop plans, define actions, and create schedules to support accomplishment of national/Service/program objectives. Operational demonstrations are generally conducted over a 1-month period that includes network and logistic

infrastructure establishment, participant deployments, operational preparations, live/virtual operations and data collection, and redeployment. Analysis and reporting requirements vary by event based on participation and objectives, but are typically completed over a 90-day period.

4. Background. BQ began as the Coalition Combat Identification Advanced Concept Technology Demonstration in 2001, under U.S. Joint Forces Command (USJFCOM), and conducted its first operational demonstration in 2003. It was extended twice at U.S. Service and Allied request and in 2008 began its evolution to a recurring Coalition capability demonstration. BQ transitioned to JS sponsorship in 2011 with the disestablishment of USJFCOM. Since 2003, 14 operational demonstrations of varying scope and scale have been conducted at major training installations and test ranges across the United States and on two occasions in Europe. Since 2012, BQ has sought greater efficiencies through increased alignment with Service test, experimentation, and training events.

5. Organization. The JS J-6 Deputy Directorate for Cyber and Command, Control, Communications and Computers Integration (DD C5I), Joint Fires Division (JFD), Demonstration Branch, comprises the BQ “core staff.” This team is augmented as required by functional expertise from other JS and DoD organizations. The organization of each BQ event is tailored to the participants, objectives, and alignments and partnerships involved; general organizational concepts are discussed below.

a. Joint Staff. Overall operational sponsorship is exercised by the Director, J-6, via the DD C5I. Within DD C5I, the JFD manages the BQ planning process and supervises, onsite, the execution of collaboratively planned data collection operations. The JFD Demonstrations Branch Chief is the BQ Operational Manager and supervises the BQ management support staff. Other divisions within DD C5I augment the BQ core management staff with functional expertise dependent on the objectives associated with a particular BQ demonstration. DD C5I coordinates support across JS directorates as equities in an event are identified.

b. U.S. Services. Representation from U.S. Services varies based upon mission areas and objectives being demonstrated. Participants involved may include headquarters staff, capability developers, program management offices, training and operational units, test and evaluation activities, and others as determined by the Service.

c. OSD, DoD Components, and Agencies. Offices outside the Joint Staff and Military Departments (e.g., OSD staff; Office of the Director, Operational Test and Evaluation; and Missile Defense Agency) are encouraged to participate

in BQ as opportunities arise and to provide representation based on their interests.

d. Other U.S. Government Agencies. Due to initiatives that involve aviation elements, the Federal Aviation Administration (FAA) is a key participant to coordinate with during event planning.

e. Allied and Partner Nations. Invitations to participate in BQ are extended through previously established contacts and mechanisms for interaction with allied and partner nations (see Alignments and Partnerships under paragraph 7). Just as with U.S. Services, participating nations determine their objectives, organization, and level of participation.

6. Operational Management. BQ is fundamentally a collaborative endeavor; decision making within most areas of planning and execution is by consensus. Participants define their objectives and requirements and resource their own efforts. The BQ Operational Manager facilitates the planning and execution processes and primarily seeks to set the conditions for nations/Services/programs to successfully accomplish their objectives. Within the guidance provided by DJ-6 and DD C5I, with inputs from participants and accounting for relevant factors, the Operational Manager determines expenditure of Joint Staff BQ funds, schedules, venues, network configurations, and other key aspects of the event. Similar to concept development and planning, the execution of the Bold Quest operational demonstrations is collaborative. The Joint Staff's Operational Manager leads an execution management team comprised of empowered representatives of the U.S. and partner nation stakeholders, responsible for the execution of detailed plans developed well in advance of the operational demonstration. The management team closely monitors the achievement of specific assessment objectives and data collection on a daily basis and collectively adjusts execution to meet gaps or contingencies (e.g. weather, technical issues). This is an approach to collaborative planning and execution developed and proven through a decade of Bold Quest experience.

7. Alignments and Partnerships. BQ activities are aligned with CJCS-chartered bodies and programs of work discussed in references a and b, respectively, for the Combat Identification-Friendly Force Tracking (CID-FFT) and Joint Fire Support (JFS) Executive Steering Committees (ESC), and cognizant NATO Consultation, Command and Control Organization Capability Panels working similar mission areas and capability development. Expertise to support National or Service initiatives in mission areas outside these groups is engaged to ensure proper planning and execution. BQ seeks out alignments with other test, training, assessment, and demonstration events where efficiencies and mutual benefit can be achieved.

8. Competencies and Mission Area Focus. BQ focuses on joint and Coalition interoperability of fielded and developmental systems, primarily in Coalition surface and air fires and the “kill chain” with growing Coalition-wide interest in air-ground integration, common operational picture, integrated air and missile defense, and identification friend or foe. Historically, demonstrated core competencies include combat identification, friendly force tracking and information sharing, digitally aided close air support and fires, and cyber integration (tactical level). Growing interests and competencies also include operating under a Mission Partner Environment construct.

9. Level/Type of Participation. Nations and Services determine their level and type of participation based on their internal processes and proposed objectives. Types of participation range from observer to force provider; examples of force providers include small ground-based elements and tactical teams, single or multiple aircraft or vehicles, command and control systems, and personnel augmentees to exercise control or analytical cells. Most participants deploy to one or more venues, and some operate from home station. Network elements may include significant distributed aspects.

10. Documentation. Various types of documents, tailored to the circumstances of a specific BQ cycle and signed at the general/flag officer or senior civilian level, are produced to provide guidance and facilitate planning and execution. An invitation memorandum issued by the Director, J-6 initiates the planning process for a given BQ cycle. Other documents may include an announcement memorandum defining broad alignment and collaboration objectives, senior-level statement of commitment, and/or an overarching event-specific directive (e.g., joint exercise directive) defining commitments, obligations, and responsibilities of participating nations and organizations.

11. Bold Quest Planning and Execution Cycle

a. Concept Development. The Bold Quest concept development process begins with a Joint Staff (J-6) memorandum inviting joint and multinational participation in the BQ set of demonstrations for the upcoming fiscal year. This formal announcement will normally be distributed early in the preceding fiscal year to afford participants an opportunity to develop and align their objectives and resources with the announced timing for the upcoming demonstrations. The Joint Staff manages the collection of national/Service/program objectives and the early definition of requirements derived from the objectives set. These requirements drive the operational and network architectures that the Joint Staff develops to meet the varied needs of BQ sponsors.

b. Planning Events. For travel economy, in-person meetings are limited to the minimum necessary to bring joint and multinational participants together at key intervals in the planning cycle for face-to-face confirmation of critical event details. When feasible, these meetings are conducted concurrently with other events, such as site surveys or meetings of staffs and organizations aligning or collaborating with BQ, in order to accomplish multiple objectives. Throughout the planning cycle, maximum use is made of electronic and virtual collaboration tools to develop planning products and maintain continuity in between in-person meetings.

c. Deployment, Operational Demonstration Execution, and Redeployment. These activities typically encompass a 30-day period. Network and logistics personnel are first in sequence to establish the necessary infrastructure in advance of staff and unit deployments. Once on station, units begin operational preparations and equipment checkout, tactical communications and connectivity are established, and exercise control staffs initiate daily routines and battle rhythm. Live and virtual operations and associated data collection periods typically range up to 14 days, based on participants' objectives. Redeployment activities ensure all participants and resources are properly prepared for return to home station and host installation requirements have been satisfied.

d. Reporting and Information Management. Reporting requirements vary by event. Participating nations/Services/programs conduct their own analysis and produce independent reports based on their objectives and level of participation. Respective nations/Services/programs are responsible for access, sharing, and archiving of their reports. BQ staff may produce general planning information, an overarching executive summary, and the like and will be responsible for access, sharing, and archiving of such information.

12. Resourcing. Whether conducting an independent BQ event or one aligned with other partners, all participants sharing resources, network architectures, technical and nontechnical capabilities, and forces that sponsors provide realize the maximum dividend due to economies of scale that would be unavailable to them in an event performed in isolation. BQ funds are used to facilitate requirements of common benefit to all participants (e.g., network and tactical data link infrastructure, logistics). Services will resource their own participation, including deployment, redeployment, and all classes of supplies to be consumed during execution. During aligned events, in cases where integration opportunities identified during the planning process create additional requirements and costs, a Joint Integrated Process Team will develop a proposed course of action for the timely review and approval of the signatory stakeholders and appropriate resource sponsors.

13. Force and Venue Coordination. Force and venue requirements are derived from participants' objectives and initiatives defined in the concept development and planning processes. Once force requirements are known, requests are made through existing Service force provider processes. Additional coordination takes place through relationships established in previous BQ events and communities of interest in various mission areas and programs involved in planning. Venue selection is based on several factors including suitable air and ground operating space; availability and schedule flexibility; Coalition access; and proximity to demonstration forces, logistic support, and seasonal weather patterns.

14. Risk Reduction Events. Opportunities for risk reduction activities are developed based on objectives, resources, and timelines. When feasible, activities should be pursued that increase readiness to accomplish objectives during subsequent operational demonstration windows.

ENCLOSURE B
RESPONSIBILITIES

1. Joint Staff

- a. JS directorates support and participate in BQ planning.
- b. JS J-6, Director, Command, Control, Communications and Computers/Cyber provide senior-level oversight and guidance, and engage Joint, Service, and other counterparts, as required.
- c. JS J-6, Deputy Director, Cyber and Command, Control, Communications and Computers Integration (DD C5I).
 - (1) Initiate planning for a given BQ cycle by distribution of invitation memorandum to Joint, Service, and Partner nation counterparts.
 - (2) Integrate awareness of BQ planning and opportunities into programs of work of Combat Identification-Friendly Force Tracking and Joint Fires Support Executive Steering Committees, and NATO C3 Organization groups working related capability development actions to identify opportunities for collaboration.
 - (3) Convene meetings of BQ stakeholders to approve planning, provide guidance, and resolve issues as required.
- d. JS J-6, DD C5I, Chief, Joint Fires Division, manage BQ core staff in the implementation of planning and execution functions described in this instruction.

2. Combatant Commands, Services, DoD Agencies, and Participating Allied and Partner Nations

- a. Propose initiatives and objectives for inclusion in BQ.
- b. Support planning with appropriate operational, technical, and subject-matter-expertise representation to facilitate accomplishment of initiatives and objectives.

(1) Provide radio frequency management support, to include evaluating potential spectrum conflicts, administrative and technical support for processing and coordinating BQ spectrum requirements and obtaining approvals, and reviewing spectrum usage plans. (USSTRATCOM Joint Frequency Management Office)

(2) Support operational demonstration execution by meeting force and other support commitments that establish dependencies among other participants.