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NATO LETTER OF PROMULGATION

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RECORD OF RESERVATIONS

CHAPTER	RECORD OF RESERVATION BY NATIONS

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RECORD OF SPECIFIC RESERVATIONS

[nation]	[detail of reservation]
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ALLIED JOINT DOCTRINE FOR
JOINT INTELLIGENCE, SURVEILLANCE AND RECONNAISSANCE

References

MCM-0077- 2000	Military Committee Guidance on the Relationship between NATO Policy and Military Doctrine
MC 0114	Procedures for Production of NATO Agreed Intelligence
MC 0128	Policy Guidance for NATO Intelligence
MC 0582	NATO Joint Intelligence, Surveillance and Reconnaissance (JISR) Concept
AJP-01	Allied Joint Doctrine
AJP-2	Allied Joint Doctrine for Intelligence, Counter-intelligence and Security
AJP-2.1	Intelligence Procedures
AJP-3	Allied Joint Doctrine for the Conduct of Operations
AJP-3.1	Allied Joint Doctrine for Maritime Operations
AJP-3.2	Allied Joint Doctrine for Land Operations
AJP-3.3	Allied Joint Doctrine for Air Operations
AJP-3.9	Allied Joint Doctrine for Joint Targeting
AJP-5	Allied Joint Doctrine for Operational-level planning
AJP-6	Allied Joint Doctrine for Communication and Information Systems
AAP-03	Production, Maintenance and Management of NATOs Standardization Documents
AAP-06	NATO Glossary of Terms and Definitions
AAP-15	NATO Glossary of Abbreviations Used in NATO Documents and Publications
AAP-47	Allied Joint Doctrine Development
COPD	Allied Command Operations Comprehensive Operations Planning Directive

PREFACE

NATO Doctrine is a framework of principles, practices and procedures, which, in accordance with NATO policy, forms the fundamental principles by which NATO military forces guide their actions in support of NATO objectives. Doctrine evolves as the political and strategic situation changes and in the light of new technology, experience and the outcome of operational analysis at all levels. It is authoritative, but requires judgment in application. A clear understanding and acceptance of doctrinal principles, practices and procedures, therefore, are required as a prerequisite for joint Allied operations.

The policy and guidance for this joint publication is derived from the Military Committee's *NATO Joint Intelligence, Surveillance and Reconnaissance (JISR) Concept.*[1] This document captures the overarching concept that establishes the basis on which NATO and national assets combine to support NATO. The aim of the concept is to steer the traditional activities of intelligence, surveillance and reconnaissance (ISR) areas into a joint streamlined synchronization and integration of intelligence and operations.

This publication should be read in conjunction with AJP-2.1, *Intelligence Procedures.* AJP-2.1 which describes the generic procedures, interdependencies and considerations required to conduct intelligence operations in support of peacetime and crisis operations.

JISR capabilities and activities need to satisfy the broadening scope of information and intelligence requirements for planning, preparation, execution of operations, and mission review by NATO at the strategic, operational and tactical levels and in all phases of operations. Commanders, staff and operators benefit from sharing information and intelligence derived from JISR capabilities because it enables informed, timely and accurate decision making.

NATO and Nations bear the responsibility to gather and disseminate data, information and intelligence to maintain situational awareness. Nations invest individually and collectively in a wide range of collection capabilities to provide the Alliance with effective joint intelligence, surveillance and reconnaissance support. Collection assets include NATO systems, multinational, national, partner and commercial sensors, platforms and equipment. Nations may declare use of their JISR capabilities to support NATO defence and operations planning or to be allocated to NATO-led operations.

The Alliance, therefore, requires agreed upon JISR doctrine and procedures to facilitate the integration of all available capabilities, ensure their efficient and effective employment and establish a truly "Joint" ISR capability. JISR capabilities and activities need to be embedded in a robust architecture consisting of the organizations, processes and systems connecting the taskers, controllers, collectors, exploiters, analysts, databases, applications, producers and requesters of data, information and intelligence and operational data in a joint environment.

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[1] MC 0582 NATO Joint Intelligence, Surveillance and Reconnaissance (JISR) Concept

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CHAPTER 1   OVERVIEW

1.1 Introduction

1.   Joint Intelligence, Surveillance and Reconnaissance (JISR) is a set of intelligence and operations capabilities, to synchronize and integrate the planning and operation of all collection capabilities with the processing, exploitation, and dissemination of the resulting information in direct support of the planning, preparation and execution of operations.[2]

2.   To satisfy political and military information and intelligence requirements, JISR synchronizes collection operations, collection planning and other enabling staff functions for exploiting joint, multi-source and multidiscipline collection via established operational and intelligence processes and procedures.

3.   JISR supports the full spectrum of NATO operations ranging from combat operations to humanitarian assistance

1.2 Purpose

1.   The purpose of Allied joint publication 2.7 (AJP-2.7) is to establish Allied joint doctrine to guide commanders, staffs and forces engaged in JISR operations within the NATO alliance. This publication documents the principles, fundamentals and essential staff procedures necessary to successfully plan, direct and execute JISR operations that ensure timely and effective decision making.

2.   This publication provides a framework for the coordination and tasking of JISR capabilities to ensure that JISR results are disseminated with the appropriate classification to the right person, at the right time, in the right format, in direct support of current and future operations and the operational planning process. JISR results should be responsive to the needs of the commander and staffs, with the commander's priority intelligence requirements (PIR) [3] serving as the "steering wheel" for JISR operations.[4]

3.   This document provides guidance to commanders and staffs for the effective management of JISR capabilities within the JISR process, which requires close coordination between the commander, the intelligence staff, the operations staff and other staff elements contributing to the JISR effort. Intelligence Requirements Management and Collection Management (IRM&CM)[5] are management staff functions inside the intelligence cycle, which are crucial to the JISR process providing the rationale and priority for any information or intelligence requirements. AJP-2.1 *Intelligence Procedures* provides more detail on IRM and CM processes. Timely and close coordination between staff elements is needed for the optimized tasking of JISR assets

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[2] Allied Joint Publication (AJP)-2(A), (2014). This term and definitions modifies an existing NATO Agreed term and/or definition and will be processed for NATO Agreed status.
[3] AJP-2(A), (2014), Chapter 5.2.4.
[4] AJP-3(B), Chapter 4, Section III.
[5] AJP-2(A), (2014), Chapter 5.

1.3 Scope

1.   AJP-2.7 is primarily intended for use at the operational level, but is applicable as a reference at any level of command. This document will assist commanders by supporting their ability to obtain the necessary information for developing plans and conducting operations.

2.   The main objective within the JISR process is to satisfy information and intelligence requirements with limited JISR capabilities. JISR capabilities may include NATO-owned JISR capabilities and JISR capabilities owned by the Nations, which can be assigned to NATO commanders or kept under national control. Therefore, effective coordination and efficient employment of these capabilities are paramount.

3.   To maximize the synchronization and integration of intelligence and operations functions, this document provides guidance on the planning and execution of the JISR process and how to effectively employ owned, assigned, or supporting JISR capabilities. This document also includes descriptions of the command and control of JISR assets and how JISR results contribute to decision making.

4.   AJP-2.7 serves as the foundation for other Allied publications as well as evolving subordinate publications such as the Allied intelligence publication (AIntP-14) *JISR Procedures in Support of NATO Operations.*

1.4 Terminology

1.   AJP-2.7 uses one set of terms consistently throughout the document and aligns itself with the terminology from AAP-06 whenever possible.[6] In addition to the definition of JISR and the NATO approved definitions of intelligence, surveillance and reconnaissance, additional terms are necessary to aid in understanding and implementing the JISR concept. To ensure consistency in describing JISR operations, processes and capabilities, AJP-2.7 uses the terms and definitions below:

   a. **Joint Intelligence, Surveillance and Reconnaissance (JISR).** A set of intelligence and operations capabilities, to synchronize and integrate the planning and operations of all collection capabilities with t h e processing, exploitation, and dissemination of the resulting information in direct support of t h e planning, preparation and execution of operations.

   b. **JISR process.** A coordination process through which intelligence collection disciplines, collection capabilities and exploitation activities provide data, information and single source intelligence[7] to address an information or intelligence requirement, in a deliberate, ad hoc or dynamic time frame in support of operations planning and execution. The JISR process consists of five steps: Task, Collect, Process, Exploit and Disseminate, referred to as TCPED.

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[6] All statements and terminology regarding JISR are not intended to convey any legal connotation or status. Instead, it should assist NATO commanders and staffs in understanding and describing their operational environment and planning and executing JISR operations.
[7] AJP-2(A), (2014), Chapter 3.7.

c. **JISR architecture.** As a part of NATO's intelligence architecture, NATO's JISR architecture consists of the organizations, processes and systems connecting taskers, controllers, collectors, exploiters, databases, applications, producers and requesters of data, information and intelligence and operational data in a joint environment. The JISR architecture facilitates the management of JISR results, enables JISR functions and supports intelligence and operations functions at all levels. An essential and integral part of the JISR architecture is the Intelligence System Support Architecture (ISSA)[8] consisting of intelligence related networks, applications, databases and metadata, including their structure, processes, and the required connectivity.

d. **JISR asset.** An individual, detachment, unit, sensor, or platform, which can be tasked by respective authorities to achieve JISR results.

e. **JISR capability.** An asset supported by organizations, personnel, collectors systems, supporting infrastructure, processing, exploitation and dissemination (PED) processes and procedures to achieve a designated JISR result.

f. **JISR result.**[9] The outcome of the JISR process disseminated to the requester in the requested format.

g. **JISR task.**[10] A collection, processing, exploitation and dissemination directive for the appropriate employment of JISR assets. Depending on the considered JISR asset, JISR tasks may be refined into specific orders/formats to enable automated or standardized tasking of JISR assets.

h. **ISR request (ISRR).** [11] Formal request from the operations staff to initiate ISR collection, with a specified capability or asset to support prioritized requirements for a specific mission. The ISRR is intended to deliver a JISR result.

i. **Standing intelligence requirement (IR).** Standing IRs are developed deliberately based on the intelligence collection plan (ICP), starting with the PIR development.

j. **Emerging IR.** Emerging or unanticipated IRs, not included in the ICP, that are likely to be generated by the commander, intelligence or operational staffs during the preparation, planning or execution phases of operations or missions.

k. **Intelligence cycle.** The intelligence cycle is the sequence of activities whereby data and information is obtained, assembled, converted into intelligence and made available for users.[12]

l. **Operations cycle.** The cycle of the conduct of operations *(referred to in this publication as the operations cycle)* includes the phases of operational-level analysis and planning, which compose the operational design. The operations cycle is completed by execution and assessment under operational management.[13]

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[8] MC 0582/1 (2013), Section 1.
[9] This term is only used for this publication and has not been NATO approved.
[10] This term is only used for this publication and has not been NATO approved.
[11] This term is only used for this publication and has not been NATO approved.
[12] AAP-06 (2015).
[13] AJP-5(E) (2013), Section V, 0248 Operational-Level Planning as a Cycle.

m. **Requester.**[14] An individual, unit or organization with an information or intelligence gap that is articulated as a collection requirement and submitted to the collection manager for processing. Requesters could include, but are not limited to, commanders, staff members and NATO member nations.

n. **Collection requirement (CR).** A validated information requirement, for which the requested information is not already available in a repository and therefore requires collection through JISR asset tasking or will be forwarded as a request to higher or adjacent commands.

1.5 Related Documents

1. AJP-2.7 is based on the Joint ISR Concept and complements AJP-2, *Allied Joint Doctrine for Intelligence, Counter-Intelligence and Security*. As a keystone NATO intelligence publication, AJP-2 provides overarching doctrine on intelligence and counter-intelligence. AJP-2.7, as an operational level publication, is focused on the JISR process, describing how intelligence collection disciplines, collection capabilities (traditional and non-traditional ISR[15]) and intelligence exploitation activities can provide data, information or intelligence in support of operational planning. AJP-2.7 should also be read in conjunction with AJP-2.1 *Intelligence Procedures* which describes the generic procedures, interdependencies and considerations required to conduct intelligence operations in support of NATO.

2. In addition to supporting the intelligence community and intelligence specific activities, JISR supports the operations and plans communities and their activities, as outlined in the AJP-3 and AJP-5 series publications. AJP-2.7 has linkages to:

a. MC 0582/1 (2013) *Joint ISR Concept*, to transfer policy and conceptual thinking into established doctrine.

b. AJP-2 Series doctrine publications, which describe specific intelligence collection disciplines.

c. AJP-3(B), *The Conduct of Operations*, in order to provide coherence with the NATO approach to operations.

d. AJP-5, *Operational-Level Planning*, in order to provide coherence with the Operational-level Planning Process (OLPP).

e. AJP-6, *Communication and Information Systems*, which provides guidance on establishing and integrating effective communication and information systems (CIS) into Allied joint operations.

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[14] This term is only used for this publication and has not been NATO approved.
[15] MC 0582/1 (2013), Annex B, 11.

The position of AJP-2.7 within the Allied joint doctrine architecture and the AJP-2 intelligence doctrine series is shown in Figure 1.1.
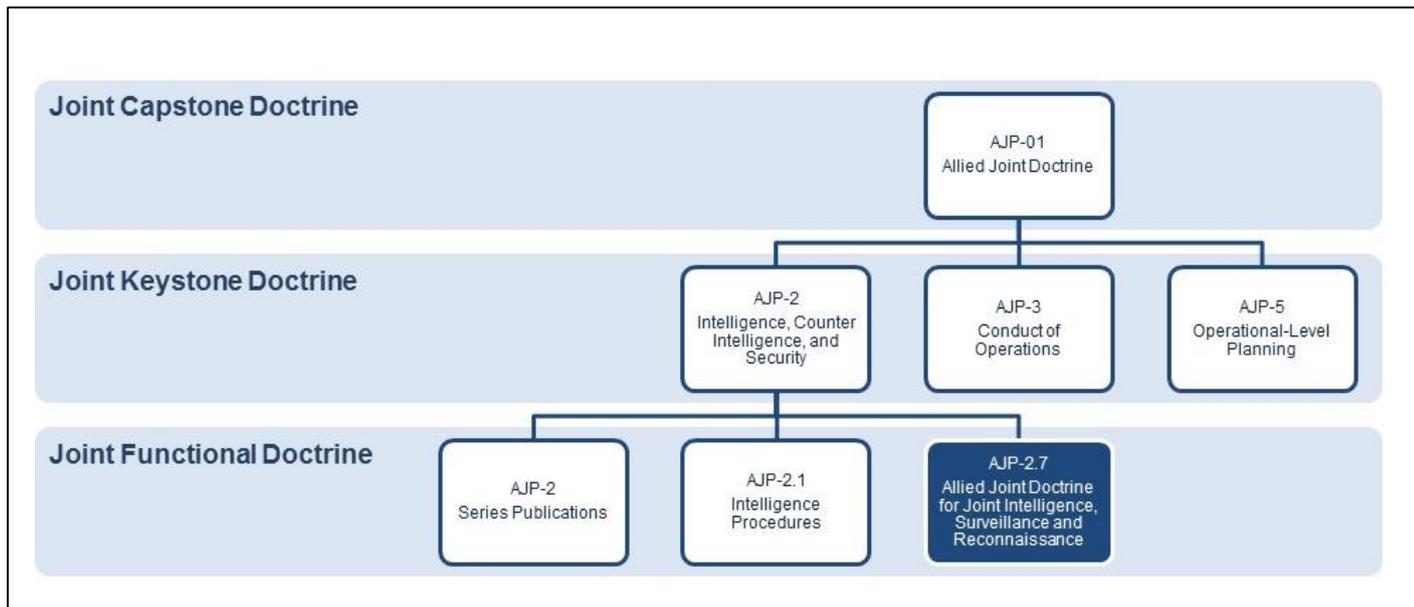

Figure 1.1 - AJP-2.7 within the NATO Allied Joint Doctrine Architecture

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CHAPTER 2   JISR FUNDAMENTALS
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2.1 Introduction

1.   JISR operations are initiated with a validated CR and aim to satisfy CRs across all echelons of command in an efficient and timely manner. Toward that end, intelligence and operations staffs coordinate, synchronize, prioritise and deconflict multidisciplinary JISR collection capabilities and all associated processing and exploitation capabilities.

2.   JISR supports the collection phase of the intelligence cycle,[16] and contributes to fulfilling the collection requirements of commanders and their staff necessary to plan, execute and assess operations.

3.   The JISR process, in addition to supporting joint operations, also provides direct tailored support to land, maritime, air, space and special operations forces requirements. JISR results support the production of all-source intelligence, which contributes to advance planning and crisis response planning processes[17] and the execution of operations.

4.   The JISR process produces results derived from single-source/single intelligence collection disciplines that have been exploited to service a CR. The JISR results are then further processed within the intelligence cycle. The intelligence cycle produces all-source intelligence products that have been fused and further analysed by intelligence analysts with information from across all the intelligence collection disciplines and from additional sources.

5.   The JISR process supports the intelligence staff and the operations staff with the respective results to meet the commander's objectives. Each level of the involved staffs in the JISR process interacts with the levels above and below, and among units, agencies, and organizations on the same level. The further up the chain of command, the broader the perspective and scope of responsibility; the lower, the more specific the function and narrow the scope. The process demands constant collaboration and communication between requesters and the intelligence and operations staffs to maximize the efficiency and effectiveness of available capabilities.

6.   Within the priorities set by the commander, JISR provides the framework to synchronize and integrate intelligence and operations requirements into CRs. This framework allows JISR capabilities to be effectively integrated within the overall scheme of manoeuvre.

7.   The JISR process is the means through which CRs are satisfied and consists of five steps: **Task, Collect, Process, Exploit and Disseminate**. The implementation of these five steps normally relies on a federated and collective effort from all levels of command, across components, and possibly supported by national and/or out-of-the-theatre capabilities. The basic JISR framework and the relationship of the JISR process to the intelligence and operations cycles through **synchronization** and **integration** are depicted in Figure 2.1.

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[16] AJP-2(A) (2014), Chapter 4. JISR does not replace intelligence activities; rather they are part of the integrated process of producing intelligence. See AJP-2(A) for a full description of the intelligence cycle.
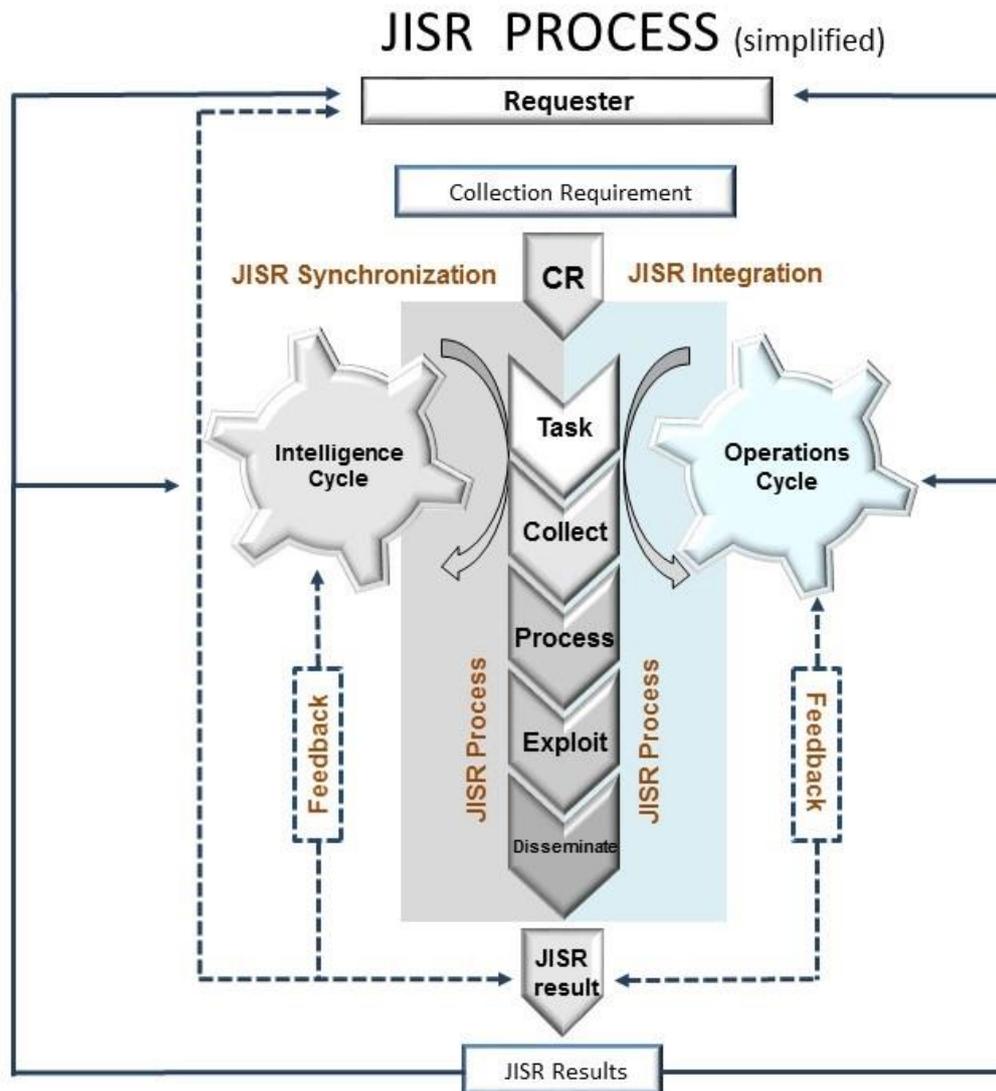[17] AJP-5(E) (2013), Section III, 0110.

JISR PROCESS (simplified)

Figure 2.1 – The Relationship of the JISR Process to the Intelligence and Operations Cycles

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2.2 JISR Core Elements

1.   Through the **synchronization** and **integration** of intelligence and operations, commanders and their staff will have the ability to determine priorities, articulate requirements, and allocate assets to specific commands. These activities will require commanders and staffs to establish appropriate command and control (C2) relationships, implement tasking and reporting procedures supported by intelligence and communication systems architectures, and manage CRs and collection operations.

2.   **JISR Synchronization.**[18] The JISR process is strongly interlinked with the direction and collection stages of the intelligence cycle. The direction and collection stages of the

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[18] Used only in this publication to introduce the relevance of a permanent dialogue between intelligence and JISR staff elements to ensure effective and efficient fulfillment of all intelligence and collection requirements.

intelligence cycle initiate and provide guidance to the tasking step of the JISR process. At the end of the process, the dissemination step feeds the JISR results into the intelligence processing stage of the intelligence cycle for further analysis. Therefore, a permanent dialogue needs to be established between the IRM&CM function inside the intelligence staff inside and with the organizations who own the JISR capabilities. This coordination is to guarantee that the intelligence cycle and JISR process are fully synchronized to efficiently satisfy information and intelligence requirements by making optimal use of JISR capabilities.

3.   JISR synchronization begins after validating and prioritizing IRs and confirming intelligence gaps through Intelligence Requirements Management (IRM). JISR synchronization identifies the best means of collection, based on time, location, availability and the type of information required to satisfy information or intelligence requirements concerning the joint operating environment.

4.   Within the Collection Management (CM) function, JISR synchronization occurs at every level and evaluates available JISR assets to determine gaps in the availability of JISR assets or capabilities. CM elements synchronize all activities to assign CRs to appropriate assets, controlled by the organization to satisfy the CR

5.   JISR synchronization ensures the commander's requirements drive JISR planning and execution activities and that JISR reporting responds in time to influence decisions and operations.

6.   **JISR Integration.**[19] JISR integration describes the close coordination between CM and the operations staff which is required to ensure the effective and efficient planning and execution of JISR operations. The collection operations management (COM) authority is to integrate the collection operations into the overall operations plan (OPLAN). The subsequent JISR results contribute to the operations cycle as well.

7.   During the tasking step of the JISR process, the operations staff, responsible for tasking and controlling JISR assets, integrates the JISR tasks developed by the CM into mission planning. This enables the actual execution of collection, reconnaissance and surveillance missions and their seamless integration within the overall joint operations. Moreover, JISR mission integration is not limited to deliberate planning aspects and becomes even more demanding when satisfying emerging CRs through ad hoc or dynamic collection operations, when missions are already underway.

8.   Through the coordinated and deliberate efforts of the IRM&CM elements and the operations staff, JISR is integrated into the operational process to ensure that the JISR assets have the required capabilities to satisfy the assigned CR. JISR integration provides commanders a flexible means to maintain up to real-time situational awareness (SA) and decision advantage in a dynamic environment.

9.   JISR is a multidisciplinary[20] approach comprised of four distinct elements.

10.   **Joint.** The "J" in the term "JISR" stands for "Joint," which describes the activities, operations and organizations in which elements of at least two services participate.

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[19] Used in this publication to introduce the relevance of a permanent dialogue between operations and intelligence staff elements supporting the JISR process to ensure effective and efficient mission tasking and control of JISR capabilities in space, time and purpose.
[20] AJP-2(A) (2015), Chapter 3.9.

Components and services operate in a joint environment for greater effectiveness and efficiencies by integrating available ISR capabilities.

11.   **Intelligence** The "I" in the term "JISR" stands for "intelligence" and refers to all intelligence collection disciplines or collection capabilities/assets and the results these disciplines/capabilities/assets can deliver to the commander and/or staff elements. Intelligence collection disciplines include:

      a.   **Acoustic Intelligence (ACINT)** results include the collection and exploitation of acoustic signals or emissions.

      b.   **Human Intelligence (HUMINT)** results are based on information which is collected and provided by human sources.

      c.   **Imagery Intelligence (IMINT)** results are based on the collection, processing and exploitation of image sequences.

      d.   **Measurement and Signature Intelligence (MASINT)** results are based on the collection of scientific and technical information in order to obtain distinctive and differentiating features.

      e.   **Open Source Intelligence (OSINT)** results are based on openly available or restricted access information.

      f.   **Signals Intelligence (SIGINT)** delivers results by collecting and exploiting electromagnetic signals or emanations. The main subcategories of SIGINT are communications intelligence and electronic intelligence.

12.   **Surveillance.** The "S" in the term "JISR" stands for "surveillance". Surveillance is defined as the systematic observation of aerospace, surface or subsurface areas, places, persons or things, by visual, aural, electronic, photographic or other means. Surveillance is designed to provide Indications and Warning (I&W) of adversary initiative and threats and to detect changes in adversary activities. It can provide early warning of activity over a wide area, or can focus upon a particular location, facility, activity or actor within the operating environment.

13.   **Reconnaissance.** The "R" in the term "JISR" stands for "reconnaissance". Reconnaissance is defined as a mission undertaken to obtain, by visual observation or other detection methods, information about the activities and resources of an adversary or potential adversary, or to secure data concerning the meteorological, hydrographic, or geographic characteristics of a particular area.[21] It is a focused method of collecting information about specific locations, facilities or people. Reconnaissance tasks are not confined by specific reconnaissance units, but may be undertaken by other force elements in the course of their duties. Reconnaissance enables the collection of specific information within the joint operations area, against known and potential adversaries and non-aligned actors in support of current and future operations. Reconnaissance must be focused in time and space to answer specific requirements. It collects results through visual observation or

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[21] This term and definition modifies an existing NATO Agreed term and/or definition and will be processed for NATO Agreed status.

other detection methods, to provide specific information to the requester.

2.3 JISR Key Principles

1.   Harmonization intelligence and operations functions are essential to maximize the efficiency and effectiveness of the employment of JISR capabilities. JISR operates in accordance with six key principles that are appropriate at all levels across the full range of NATO operations to ensure effectiveness.

JISR Key Principles

Centralised Direction; Decentralized Execution
Responsive
Shared
Sustainable
Reliable
Accurate

Figure 2.2 - JISR Key Principles   .

2.   **Centralised Direction; Decentralised Execution.** The JISR process encompasses the principle of centralised direction with decentralised execution. JISR activities must be command-led and centrally coordinated to set the conditions for mission success, while allowing for delegation of JISR planning and execution at lower levels when necessary or appropriate. Commanders should set priorities and direct the JISR effort to meet operational requirements and to integrate intelligence with operations planning.

3.   **Responsive.** JISR capabilities must be responsive, timely and flexible to satisfy the needs of the requester. The JISR process must dynamically respond to evolving situations, new information and revised requirements at all times. The right mix and numbers of JISR capabilities with associated PED resources will provide the commander with the agility to respond effectively. This can be achieved through layering of assets and cross-cueing between assets of differing capabilities. JISR results should be delivered at the right time as specified in the CR. The collected data, information or intelligence will be of limited or no value if it is not available when needed. The JISR process should be responsive across the joint operations area (JOA) to requests and tasks from all levels of command. JISR assets typically tasked at the component command level must be able to integrate with and provide direct support to tactical units. Conversely, tactical units and assets may be required to support operational and strategic requirements.

4.   **Shared.** JISR planning and results should be available and accessible to those who require it on a responsibility-to-share basis in accordance with NATO information exchange and information security procedures. JISR is to be embedded in an enterprise architecture with systems connecting taskers, controllers, collectors, exploiters, analysts, databases, applications, producers and requesters. Based on the responsibility-to-share principle, interoperable mechanisms are required to allow timely and seamless sharing to increase transparency across NATO.

5.   **Sustainable.** JISR capabilities need to be sustainable to meet mission requirements. Persistent and survivable JISR capabilities are required to satisfy the information requirements of commanders and their staff in the planning and execution of operations. In the event an asset is destroyed, disabled, or becomes unavailable, commanders need to consider how to compensate for the loss of JISR capabilities. In addition, commanders need to consider how to resource and sustain continuous PED operations across multiple intelligence collection disciplines.

6.   **Reliable.** In order to give commanders and their staff confidence in JISR results, JISR capabilities need to provide measures of credibility and probability on the collected data and information. PED elements will need to provide timely results contributing to accurate situational awareness and understanding allowing commanders to maintain the decision-advantage.

7.   **Accurate.** JISR results must answer the information requirements in the most accurate way possible. Therefore, accuracy needs to be maintained continuously throughout every step of the JISR process, from tasking through collection, processing, exploitation and dissemination. This is to ensure the provision of objective, clear, unbiased and undistorted JISR results for subsequent multi and all-source intelligence analysis, as well as to prevent reliance on single-source confirmation or circular reporting.

2.4 JISR Management Staff Functions and Authorities

1.   The direction and management of the JISR process involve several related staff functions. These essential staff functions ensure JISR tasks are focused on the commander's intelligence and operations priorities. The main objective is the timely harmonization of the working procedures between the Intelligence and operations staffs through an adapted battle rhythm or planning cycles. These staffs play an instrumental role ensuring JISR tasks are integrated in time and space into ongoing operations. Management staff functions are described below. For a more in-depth understanding of the complexities of the IRM&CM management functions refer to AJP-2.1 *Intelligence Procedures*.

    a.   **IRM&CM[22]**

        (1)   IRM&CM coordination is critical to ensure intelligence and information requirements are satisfied. The term "IRM&CM" combines two distinct functions in one term. Depending on the headquarters' command echelon, intelligence staff resources, and standard operating procedures, IRM&CM can be conducted by establishing separate IRM and CM functions or by combining the two functions into a single

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[22] AJP-2(A) (2014), Chapter 5.

element.

(2) IRM&CM functions synchronize the JISR process with the intelligence cycle. IRM&CM elements ensure that information and intelligence requirements are properly articulated and answered and that all available collection capabilities and assets are focused and prioritized. The IRM&CM function is a component of the intelligence staff within each organization's headquarters.

b. **Intelligence Requirement Management (IRM)**

(1) IRM is a management function which validates, refines and prioritizes intelligence requirements. The IRM element determines if these requirements can be answered by already existing products/results that are available. Finally, the IRM element ensures the quality control of the processed outputs and oversees dissemination of the products or results. IRM occurs at all levels and is an integral function within the direction stage of the intelligence cycle.

(2) IRM plans for the satisfaction of standing and emerging intelligence IRs as well as requests for information (RFIs)[23] from higher, lower and adjacent levels. During the operational planning phase, the IRM element develops the ICP[24] based on the commander's PIRs. The ICP is the typical planning tool to assist in producing, completing and monitoring intelligence requirements. The IRM element uses the ICP to integrate standing and emerging intelligence requirements for a given headquarters and indicates how each requirement is to be satisfied (e.g. identifying organizations, services, commands, or JISR assets or intelligence disciplines). The ICP serves as a basis for the deliberate planning, tasking and requesting of collection activities using available assets or requesting information from various sources.

(3) Once the IR is received, the IRM element validates and prioritizes them and determines whether the information to answer them is already available or if further action must to be taken, including collection. Available results to the RFI will be disseminated directly to the requester by the IRM staff. An analytical review by the intelligence staff's analysts might be requested prior to disseminating available results. IRs, which cannot be satisfied by available information or intelligence, can be passed on to the CM element or further processed as an RFI to IRM staff in higher, lower or adjacent formations.

c. **Collection Management (CM)**

(1) CM is a management staff function converting intelligence requirements and RFIs into CRs. The CM process then prioritizes these CRs and then

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[23] A RFI is used when a commander does not have sufficient dedicated collection capability, or the intelligence staff are unable to answer a question through retrieval from existing data, intelligence, research or other means.
[24] AJP-2(A) (2014), Chapter 5.3.

tasks, requests or coordinates requirements with appropriate collection capabilities, assets or commands and then monitors the results –re-tasking as required. This process must take into consideration the availability of assets, sensor coverage, environmental conditions and communications capabilities to make the best use of the collection capabilities.

(2)   CM supports IRM in satisfying the intelligence and operations staff's CRs. These CRs are derived from the ICP (standing or emerging) or have emerged through RFIs. CM encompasses activities related to the execution and coordination of the five step JISR process, the coordination of CM execution between headquarters and other organizations and the assessment of the CM function. Within the CM function, the CRM and COM authorities to collect, request and execute the JISR process are established by the collection management authority (CMA).[25]

d.   **Collection Management Authority (CMA)**

(1)   CMA constitutes the authority to develop, establish, validate and prioritize collection requirements, establish JISR asset tasking guidance, develop and execute collection, exploitation and dissemination plans and strategies.

(2)   CMA encompasses several aspects, notably the development of collection policies addressing resource management issues related to the employment of organic JISR capabilities, as well as those assigned by nations to support a particular headquarters' mission. The CMA will allocate the appropriate JISR sensor capability of dedicated (owned) traditional and non-traditional assets as well as request non-dedicated JISR assets[26] placed under NATO commanders' Operational Control (OPCON) to conduct optimised collection activity, satisfy mission objectives and the commander's requirements. As required, the CMA will coordinate the operations of JISR capabilities kept under National OPCON. Conducting CMA requires an understanding of JISR asset availability, capabilities and tasking authority to optimize the use of all available collection assets. When collection gaps are identified regarding the availability of JISR assets or capabilities, a formal request at the appropriate CMA level will be disseminated to the nations to provide additional JISR resources.

(3)   CMA will be assigned by the higher authority (i.e. SACEUR) to a CM element at the different levels of command to implement CM and the JISR process through the CRM and COM authorities.

(4)   CMA must work in coordination with subject matter experts and liaison officers (LOs). LOs are responsible for bringing knowledge of their component's JISR capabilities to the joint operating environment. LOs must work with the CM element with CRM and COM authorities to

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[25] For more information on IRM refer to AJP-2.1
[26] AJP-2(A) (2014), Chapter 5.3.6

ensure the smooth coordination, planning, and management of JISR operations. LOs are assigned to host organizations and work according to the given battle rhythm.

e. **Collection Requirements Management (CRM)**

(1) CRM is a management staff function with the authority to develop, prioritize and control collection, processing, exploitation and reporting of CRs. CRM implements the tasking step of the JISR process and aims at answering how best to satisfy CRs employing available JISR capabilities. The CMA may delegate CRM authorities to a subordinate operational level.

(2) CRM starts once CRs are validated. CRM core activities encompass the prioritization of CRs, the development of related JISR tasks, and the distribution of JISR tasks to JISR capabilities whether dedicated or assigned to NATO commanders or kept under national control. The JISR task will be given to the appropriate theatre assets over which the CM element has authority. If the JISR task cannot be fulfilled by dedicated assets, the CM staff will generate a tasking request to be included in the Collection Requirement List (CRL). All tasking requests will be coordinated through the Joint Collection Management Board[27] (JCMB).[28]

(3) CRM encompasses the deliberated planning effort, which manages the cooperative development of the Collection Task List (CTL) based on the CRL, and also supports the development of specific collection, exploitation and dissemination directives matching emerging CRs.

(4) CRM especially ensures the synchronization of deliberate, ad hoc and dynamic JISR tasking and therefore guarantees the coherence of the overall collection, exploitation and dissemination effort.

(5) In specific NATO operations, the Joint Task Force (JTF) commander will appoint a Theatre Collection Manager (TCM)[29] who executes CRM as a collective and joint function for a given operation and who is supported by subordinate tactical commands.

(6) At the **operational level**, CRM principally consists of the management of collective activities related to the consolidation and prioritization of CRs passed to the operational level and to the development and allocation of ISR assets to the federated JISR capabilities retained collectively by headquarters and organizations participating in a given operation. CRM usually ends at the operational level with the approval of the CTL by the JCMB or with the tasking of subordinate commands

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[27] AJP-2.1 FD (2015), Joint Collection Management Board (JCMB).

[28] In this publication, the JCMB, established at the operational level, will be used as an example. A collection management board or this coordination process should be established on each level of command.

[29] The Theatre Collection Manager (TCM) is responsible for CRM regarding JISR activities conducted at the operational level for a given operation.

when managing ad hoc/dynamic JISR operations.

(7)   At the **service/component command** level, CRM supports the established their own ISR process as well as the theatre level JISR process (support to joint coordination management (JCM) working groups and boards, exchange of the CRL and a synchronization matrix), and the development of JISR tasks for owned and assigned JISR assets. CRM authority also encompasses the refinement of the JISR tasks prior to mission integration.

f.   **Collection Operations Management (COM)**   .

(1)   COM is a management staff function to integrate the collection operations into the overall OPLAN and has the authority to direct, schedule, prioritize and control specific collection operations and associated processing, exploitation and information reporting resources. COM authority is usually held at the appropriate command level which executes operational control (OPCON) over dedicated or assigned JISR assets. National JISR capabilities placed under a commander's OPCON will be tasked by the respective collection requirements management staff. When OPCON is retained by the Nations, the collection and exploitation directives, specified in the CTL, are sent as requests by the TCM.

(2)   Based on the JISR tasks, COM starts with **mission integration** where the approved CTL/ad hoc/dynamic JISR tasks are integrated with the operations staff into operations and missions planning. It results in developing strategies for collection and then issuing precise mission orders by the operations staff to assigned JISR assets. The key tasks of the COM authority involves managing the collection operation; performing the processing and exploitation of collected data, information and single source intelligence, and disseminating JISR results. The monitoring of planned activities is essentially conducted at each level of command. Similar to CRM, COM is performed at different levels of command and requires coordination at a higher level (e.g. at the operational level by the TCM for a given NATO operation), particularly for handling dynamic situations that may necessitate the reallocation of JISR assets.

CHAPTER 3   JISR PROCESS

3.1 Introduction

1.   The JISR process is a framework through which a single CR is satisfied by a JISR asset and consists of five steps: **Task, Collect, Process, Exploit and Disseminate (TCPED)**. These steps apply at all levels of command, across components, for any type of mission and in all operating environments.

2.   The JISR process provides commanders and their staff with specific data, information and results to address a CR. The JISR process supports both current operational needs and, ultimately, the production of both multi-source and all-source intelligence.[30]

3.   In order to provide timely, relevant, and accurate results to all levels of command, JISR operations require coordination, de-confliction, and prioritization through JISR synchronization[31] and integration activities to ensure the most effective and efficient use of capabilities. Within the JISR process, JISR synchronization activities require CM element and intelligence staff coordination while integration activities require CM element and operations staff coordination.

3.2 JISR Process

1. The JISR process provides the framework for JISR tasking, operational execution, and the result in reporting to satisfy CRs. The JISR process consists of five sequential steps.
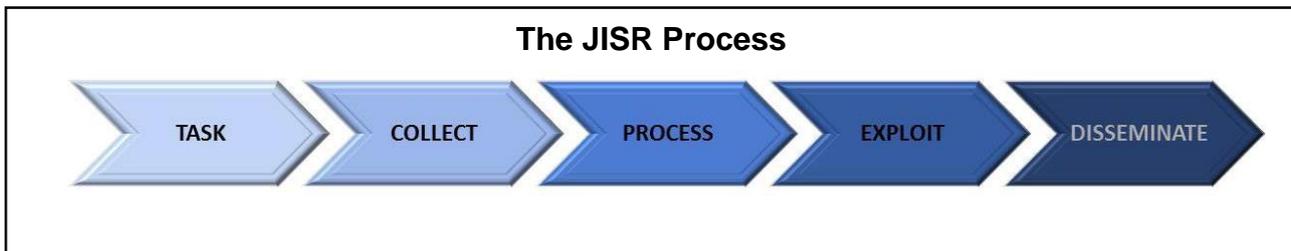

The JISR Process

TASK → COLLECT → PROCESS → EXPLOIT → DISSEMINATE

Figure 3.1 – The JISR Process

  a.   **Step 1 - Task**

2   Once ISR capabilities and assets are made available to the commander,[32] the first step of the JISR process is tasking, which is conducted by the CM element through the CRM and COM authority and with the clear articulation of CRs based on the commander's validated intelligence and operational priorities. When articulating CRs, requesters should consider the following:

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[30] AJP-2(A) (2014) Chapter 3.7,
[31] AJP-2.1 FD (2015) 3.10.
[32] JISR assets under OPCON by the respective level of command that conducts the JISR process and is able to task the assigned asset. It forms an integral part of a military organization and is listed in the unit's order of battle.

(a) **Support to operations.** Describe how the required information supports current or future operations and the impact if the information is not obtained. This assists the IRM function with the validation and prioritization of the requirement. CRs should request a JISR result that is needed and not specify a particular asset.

(b) **Classification.** Identify the desired level of classification for the results. This potentially impacts not only the collection and the dissemination of the result but also the contents, the level of details and accuracy of the result.

(c) **Releasibility.** Identify nations, group of nations and entities concerned and/or allowed to obtain the information.

(d) **Time.** Identify the time when the result is required. The IRM element uses this part of the requirement to assess if, or to what degree, the requirement can be satisfied.

(e) **Type of result and format.** Describe the type and the format of the result when applicable, and the preferred means of dissemination.

(f) **Periodicity.** Identify and formulate how often the collection and exploitation is to occur.

(g) **Communications.** Include accurate contact information. This data is important for the IRM and CM elements and the tasked JISR asset or JISR capability in order to maintain contact with the requester throughout the JISR process.

3. JISR tasking is the initial step of the JISR process. It is initiated with the clear articulation of CRs and consists of developing collection, exploitation and dissemination guidance/directives/orders to coordinate and control JISR operations and assets. JISR tasking is to be coordinated among all levels of command in order to enable mutual support between services/component commands and to make the most efficient use of available collection and exploitation capabilities. JISR tasking encompasses deliberate planning aspects as well as ad hoc or dynamic tasking of emerging CRs. JISR tasking is planned through CRM and its outputs are executed through COM.

4. Through mission integration, JISR tasking includes converting JISR tasks into orders and passing these orders to the JISR capabilities placed under NATO commanders' OPCON. Each order should contain direction and guidance for processing, exploitation, and dissemination of the collected data and information to enable the successful accomplishment of the mission.

5. Because of limited availability of JISR assets, tasking should only occur when the requested information is not readily available in any data/information repository. When selecting the appropriate JISR asset to meet a CR, the CM element should consider the following:

(a) **Suitability.** Assets that are tasked to support JISR operations must be capable of completing the task and disseminating the results in the requested manner. There will be occasions when more than one asset is capable of carrying out a JISR task. Careful consideration must be given to the attributes of competing assets to ensure that the most appropriate mix of assets is chosen. One key attribute for consideration is ability of the JISR asset to meet timing factors associated with meeting the requirement. JISR timing considerations could be associated for example with flight profiles, ground reconnaissance missions, maritime mission profiles, information download capacity/capabilities or other key considerations. In addition to tasking NATO-owned JISR assets, the feasibility of using non-dedicated JISR assets as well as requesting Nations-owned assets should be considered, so that all available capabilities are efficiently employed to support the commander's intelligence and operational requirements.

(b) **Risk.** JISR asset capabilities must be adequately protected whilst still being able to gather the required information. Failure to protect such capabilities may result in the loss or compromise of the asset. There will often be an element of political and/or military risk involved in the employment of a particular asset. Any such risk must be weighed against the value of the information sought.

(c) **Operational Environment.** The nature of the operational environment (weather, electro-magnetic, terrain, and political constraints) must be taken into consideration.

(d) **Corroboration.** Where required, reasonable, or useful, more than one JISR asset or capability should be used to collect against the same CR preferably operating different collection methodologies to provide multiple JISR results from independent JISR assets or capabilities for confirmation to intelligence analysts. Using more than one asset increases the level of confidence in the results and helps guard against deception.

b. **Step 2 – Collect**

(1) This step in the JISR process consists of the actual gathering of data and information by JISR capabilities and assets. Collection encompasses the detailed scheduling of JISR tasks to available JISR assets and the execution of those tasks by JISR capabilities.
(2) JISR assets collect the requested data and information and make it available for further processing. The CM element needs to consider all intelligence collection disciplines, JISR capabilities and assets to satisfy a valid CR.

c. **Step 3 – Process**

    (1)   This step in the JISR process is the conversion of collected data and information into appropriate readable or useable formats that enable further exploitation, storage or dissemination.

    (2)   Advances in technology continue to change the way data and information can be processed. Some JISR assets have a near real-time (NRT) data processing capability that can rapidly convert collected data into exploitable information. In other circumstances, the conversion of the collected data is accomplished manually or is computer-assisted. It is important to align processing capacity and timing factors based on the volume of collected data, information and the time frame specified to meet the requirement. When collected data and information exceed a command's internal capacity to process, contingencies should be made in advance to share collected data and information with external processing capabilities

d. **Step 4 – Exploit**

    (1)   Within this step of the JISR process, processed data and information is further exploited. The time required to conduct exploitation varies depending on the characteristics of the collection assets. Some JISR assets accomplish processing and exploitation automatically and nearly simultaneously with the collection, while other collection assets may require substantially more time.

    (2)   There can exist different levels of exploitation for each JISR capability or asset.The levels range from rapid and preliminary assessment of collected JISR data or information up to more time consuming in-depth assessment via reach-back capabilities. The different levels of exploitation are dependent on the specifications and characteristics of the JISR capability or asset and its supporting organization and personnel (near sensor, in-theatre, in reach-back).

    (3)   The initial level of exploitation is the rapid and preliminary assessment of collected JISR data or information and forwarding the results immediately to the commander and/or requester, often in NRT, in support of current operations. This type of exploitation is usually conducted by the sensor operator or exploiter associated with the sensor system or collection capability, but can also be undertaken by other exploiters having NRT access to collected sensor data. The exploited data and information are transmitted for further exploitation within the JISR process and/or the intelligence cycle.

(4)   Further exploitation within the JISR process involves a more detailed evaluation of collected data and information in accordance with exploitation tasking that support commanders and staffs during current operations or intelligence production. Capabilities are typically provided by the exploitation elements associated with the JISR assets or capability, but these capabilities may also be located at a reach-back exploitation facility. The result can be disseminated directly to the commander, the intelligence community for further processing within the intelligence cycle's processing phase and/or to the requester as a JISR result, or forwarded to the next level of exploitation.

(5)   A more in-depth assessment involves using data and information from multiple JISR assets inside a specific intelligence collection discipline or JISR capability combined with archived information. This level of exploitation often requires tools, processing power, and/or additional specific expertise. It can be time consuming and may be conducted in the JOA or via reach-back capabilities.

e.   **Step 5 – Disseminate**

(1)   The dissemination step within the JISR process involves the timely provision of JISR results to those who need it, in the requested format, and through the communication means as specified by the JISR task. Effective dissemination management is needed to ensure requesters have access to the disseminated JISR results that are posted, published, or transmitted.

(2)   In addition to providing an answer to a specific request, JISR results should be systematically shared to support intelligence development and to improve overall SA of commanders and staffs. Dissemination is to be executed in accordance with classification and releasibility guidance and procedures.

3.3 JISR Tasking Considerations

1.   In an increasingly complex and dynamic environment, JISR tasking will not only require deliberate, planned activity but will also be required to support ad hoc and dynamic requests. Support of an ongoing operation may require immediate changes to already issued tasking orders or rapid reallocation of a JISR asset that is already collecting to support an evolving tactical situation. The reassignment of collection assets requires careful consideration

2.   JISR tasking can be deliberate, ad hoc, or dynamic. Relative to planning and mission execution times, the three types of tasking are depicted in Figure 3.2.
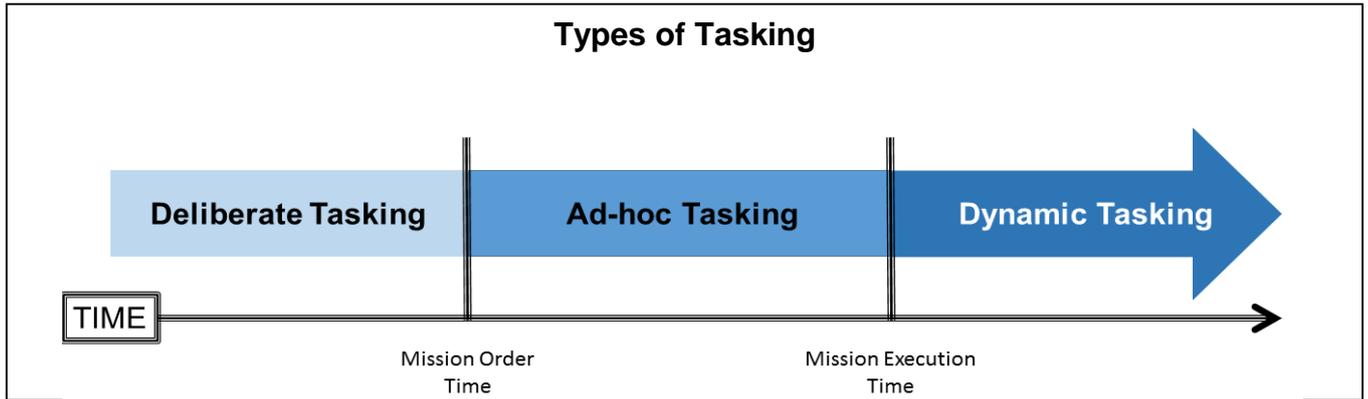
Figure 3.2 - Types of Tasking

3. **Deliberate tasking** occurs during the standard mission planning process and is concluded with an approved CTL and the mission order finalisation by the operations staff. **Ad hoc tasking** is the process for integrating emerging and urgent CRs in an already released CTL and prior to mission execution. **Dynamic tasking** allows the integration of emerging CRs requiring immediate satisfaction into current collection operations.

4. **Deliberate JISR tasking** is the typical mechanism to develop, coordinate and assign JISR tasks to JISR assets. It guarantees sufficient time for mission integration, mission planning, mission tasking and mission preparation. Deliberate JISR tasking can be accomplished directly for the dedicated JISR assets. It occurs also when there is sufficient lead-time for CRs to be incorporated into a CRL and finally in a CTL which is approved at the JCMB. Within the deliberate JISR tasking process there is sufficient time for the TCM to issue JISR tasks from the approved CTL and for mission tasking to JISR assets and when the Nations provide tactical control of ISR assets to the commander. This occurs when the development of CRs and JISR tasks are synchronized with other relevant staff rhythms and integrated for mission tasking. Deliberate tasking involves all related functions of IRM&CM as depicted in figure 3.3.
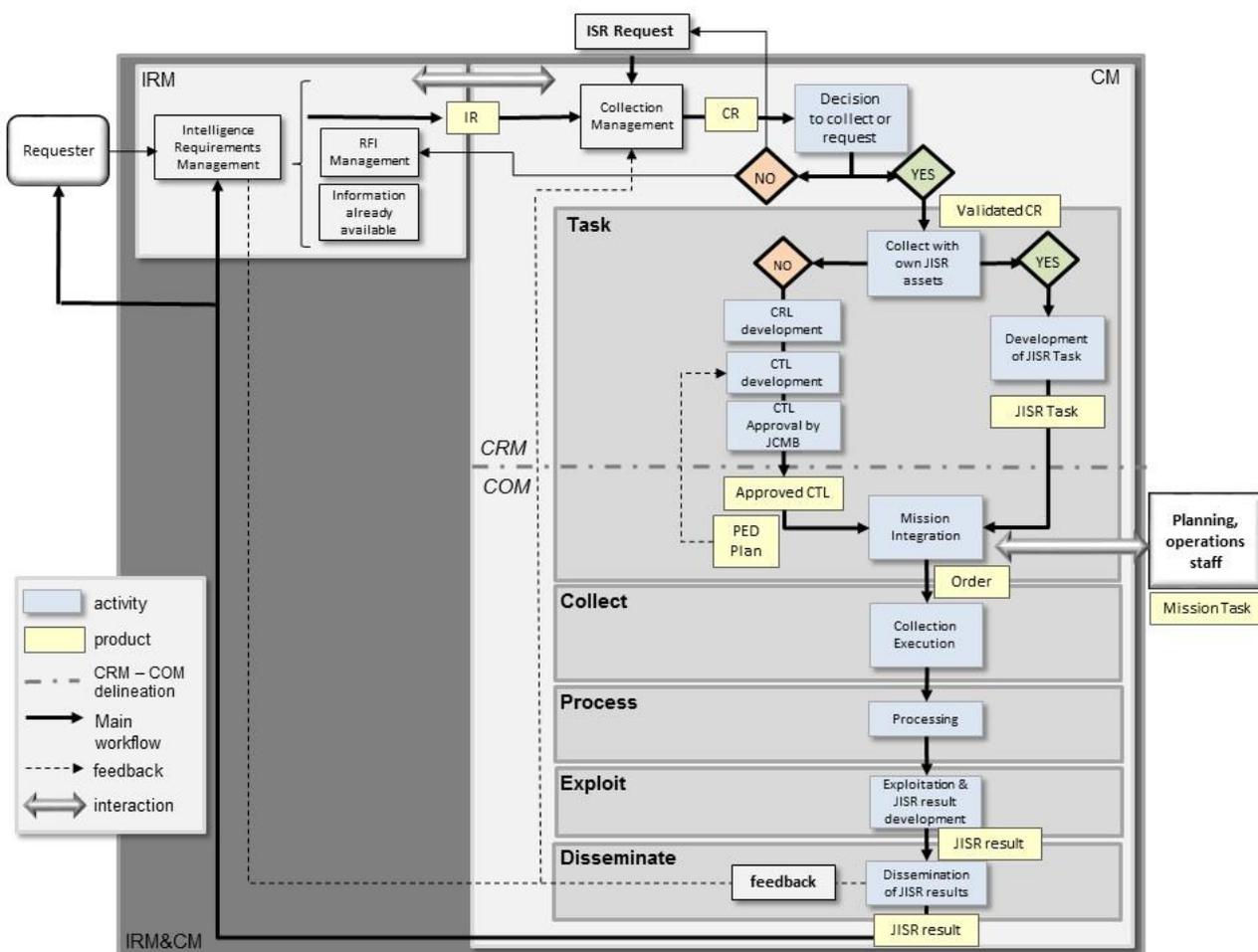
Figure 3.3 - The Deliberate JISR Tasking Process

a.   The deliberate JISR tasking process begins with validated CRs articulated by the CM element, based on the ICP, as the main planning tool, with standing IRs, emerging IRs, RFIs and ISR requests. If the IRM element has confirmed that the information/intelligence is not available, a CR can be developed. The CM element would then convert the IR into a CR. Deliberate tasking ends with the CTL release after approval at the JCMB

b.   With the **decision to collect**, the CM element, who has the **CRM authority**, has to determine, if the ISR assets assigned at considered level of command can fulfill the CRs. If CRs cannot be satisfied by available ISR assets, the CM element must request collection support from higher and/or adjacent commands and organizations. In the event JISR assets are available at the considered level of command, JISR tasks are developed and integrated directly into mission planning for collection mission tasking.

c.   If the sufficient NATO- owned assets are not available and CRs cannot be fulfilled at a given level of command, Nations-owned assets will be requested by including the CRs into the CRL. CRs requiring operational level management are consolidated and

prioritized into a draft CTL with synchronized collection taskings for D+1, D+2 and D+3 which is discussed at the JCMB. As part of the CTL development, CM elements from the operational and service / component levels identify the appropriate JISR asset likely to achieve the CR. After coordination, the CM element assigns the CR and related JISR task to a servicing component command. The final CTL is then approved by the TCM at the JCMB and is the basis for mission integration and developing subsequent tasking orders to subordinates commands, collection capabilities and JISR assets

d. The CTL is the authoritative collection management document for the theatre. The CTL is consistent with the joint forces commander's overall mission priorities, the theatre collection priorities and provides a list of approved and prioritized JISR CRs, JISR tasks and as required dynamic re-tasking priorities. The CRs are developed for specific intelligence collection disciplines (e.g. IMINT, HUMINT, MASINT, OSINT and SIGINT) as well as collection capabilities/assets. The CTL specifies which intelligence collection discipline or collection capabilities/assets should be used to collect to assist CM staff with allocating resources to JISR tasks. The CTL may be published and disseminated daily in accordance with the operation and/or exercise battle rhythm.

e. Collection decisions demand prioritized requirements due to time constraints and the finite number of collection, processing, and exploitation capabilities available. This ensures that limited assets and/or resources are directed against the most critical requirements.

f. As JISR operations must be coordinated between the different service components and intelligence and operations staffs, a JCMB is established for this purpose and consists of the respective intelligence and operations staff members. The JCMB, led by the TCM, produces and approves the CTL, resolves potential areas of conflict and assigns execution responsibilities to deconflict and synchronize collection activities. The JCMB issues priority guidance across the service components to ensure that the overall JISR effort is coordinated, prioritized, appropriately balanced, and focused on the commander's objectives.

g. Based on COM authority, JISR tasks are coordinated with the operations staff for mission integration, the issuance of orders to the ISR asset for execution of the collection mission and to ensure the collected data or information will be processed, exploited, and disseminated. The CM element needs to develop good working relationships with the originating requester to clearly understand the requirement to avoid any negative or delaying impacts on execution. The staff must determine the appropriate method of collection. For example, if IMINT is the appropriate capability to answer the requirement, the CR must be tailored for imagery collection. Likewise, SIGINT CRs must be tailored for the appropriate sensors. Additional information may be required from the requester in order to develop the CR to optimize collection and maximizing the chances of a successful first time collect.

h. The TCM, or CMA at other levels of command, requires visibility on all validated CRs generated by subordinate formations and units, to at least two levels below. Although subordinate formations and units may be able to fulfill their own requirements with their dedicated ISR assets, they must forward their declared CRs up the chain of command so that the higher headquarters can coordinate and optimize the use of all available ISR

assets and ensure that any unintentionally redundant collection requirements are de-conflicted.

i. CM element also develops synchronized planning for the PED of the collected data or information. The CTL and the associated PED plan provides details of the tasks to be assigned to dedicated and subordinate JISR collection and production units to meet the CRs. The plan must include details indicating where and how JISR results are to be conveyed to the requestor, including any release caveats. Contact information for the requestor and probable JISR collection and production units are also included in the plan. This plan should specify how JISR assets and capabilities amongst the coalition are best utilized where collected JISR data or information from one JISR asset and capability can be appropriately exploited using the PED resources from another JISR asset and capability either NATO-owned or Nations-owned. Generally, the CRM authority transitions to the COM authority when the CTL and the associated PED tasking are passed for mission integration and coordination with ongoing and planned missions and operations.

j. COM authority starts with mission integration, which corresponds to the timely collaboration of the intelligence-operations staffs to identify, plan and task ISR assets achieving the CRs and related JISR tasks. This is where the operations staff integrates the JISR tasks into mission planning,[33] taking in consideration other tactical activities, in particular addressing air, ground, or maritime battle space management, as well as force protection aspects associated with the execution details of the JISR task. This encompasses at the service component levels, mission planning (future plans), mission tasking (future operations and orders) and the preparation of the mission at the unit level.

k. Once tasked, mission planning is conducted. JISR capabilities/assets and tasked subordinate commands must work with the requestors/tasker to understand the requirement and its justification. Once collection has occurred, the information is processed, exploited and disseminated. These steps must be taken in consideration during the requirement development phase, because they may affect the ability to deliver the product to the requester in the required time.

l. The CM element, with the COM authority, manages the different needs of the subordinate commands, JISR capabilities and assets, completes the tasking step, conducts the collection step and manages the process, exploit and dissemination steps. In addition, the CM element also maintains SA on JISR missions being performed and responds to dynamically changing situations that may necessitate reallocating JISR assets. Each order must therefore contain detailed instructions sufficient to enable the successful accomplishment of the mission.

m. The key responsibilities within the COM authority are to manage the operation of JISR assets across the CPED steps. In addition, the CM staff will assess to what extent JISR assets have satisfied the CRs. This assessment is accomplished through a combination of measures of performance (MOP)[34] and measures of effectiveness (MOE)[35] to

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[33] Integration of JISR operations into the overall OPLAN.
[34] AJP-2 (A) (2014). Chapter 2.9.
[35] AJP-2 (A) (2014). Chapter 2.9.

provide sufficient feedback for follow-on actions e.g. completion of a JISR task or re-tasking. The CM staff also tracks the status of planned and ongoing JISR collection operations and results.

n. In deployed NATO missions, JISR operations conducted by the different service components need to be coordinated at the theatre or joint force level. To this purpose, the joint force headquarters (JFHQ) TCM and single service command (SSC) collection managers will usually be vested with the appropriate portion of CMA to collectively implement the JISR process.

5. **Ad hoc JISR tasking.** Ad hoc tasking occurs when urgent CRs emerge and there is still time to adjust an already issued order prior to scheduled execution. CM staff must quickly validate and prioritize ad hoc requirements to determine which original JISR task can be cancelled or modified with the least negative affect and then determine how to satisfy the affected requirements at a later stage. As changes are made to deliberate and planned tasking, the JISR original requesters must be notified of any modifications or cancellations due to ad hoc priorities. In addition, modifications to deliberate and planned tasking will result in the re-prioritization of PED resources.

6. The ad hoc tasking process is to be managed by the CM element holding CRM authority as they will have a greater perspective on the wider impact to the CTL and the most efficient way to collect the information. However, if timeliness is an issue, it is likely that the CM element holding COM authority will process the ad hoc tasking with the awareness that their available assets might not be the most efficient means of collection.

7. **Dynamic JISR tasking.** Dynamic tasking occurs when the importance and urgency of an emerging CR demands immediate attention and redirection of an already collecting JISR asset. After expeditiously validating the request, a dynamic JISR task is developed by the IRM&CM staff and next integrated and managed by the COM staff controlling the JISR assets. Together with the IRM&CM staff, the COM staff will decide which asset and collection task will be redirected to satisfy the dynamic request. The IRM&CM staff will later assess the implications of the redirection and determine how to best satisfy the requirements that were impacted by the tasking. As with ad hoc tasking, dynamic tasking will also result in the re-prioritization of PED resources.
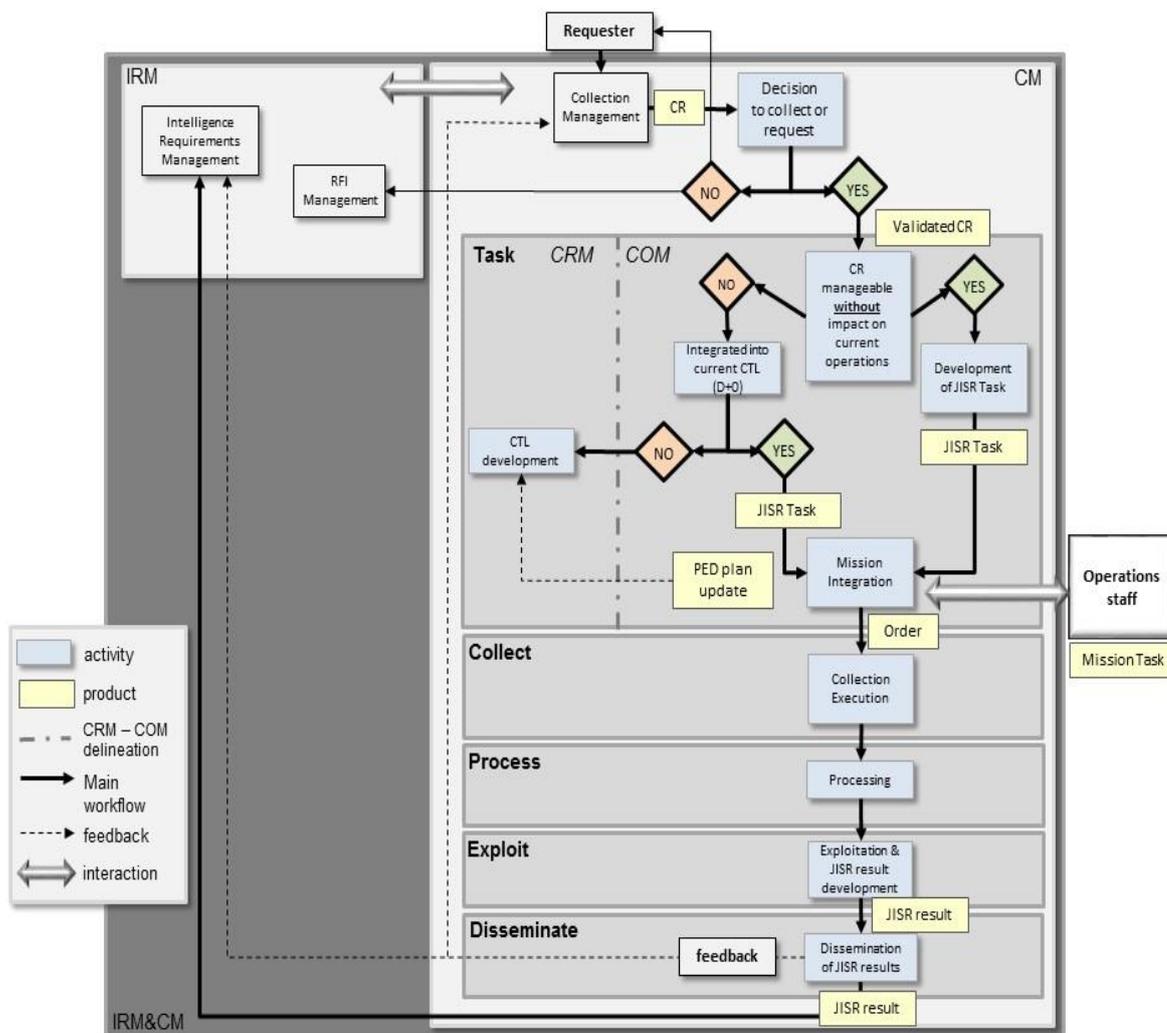
Figure 3.4 - The Ad hoc and Dynamic JISR Tasking Process

8.   Requesters submit ad hoc and dynamic tasking requests after the deliberate tasking process has occurred, in an emerging or changing situation and when the CTL is already produced and endorsed in the JCMB. The ad hoc and dynamic types of requests are validated and processed by the IRM element, given a higher priority and immediately forwarded directly to CM element, where the CRs are categorized as either ad hoc or dynamic taskings. Figure 3.4 illustrates the ad hoc and dynamic JISR tasking process

9.   When assets are available and can fulfill the prioritized CR, the ISR task will be developed by the CM element with CRM authority and forwarded directly to the operations staff to integrate it into mission planning or integrate it into already prepared and ongoing missions. For ad hoc JISR tasking, this is accomplished while the operation is being planned, but has not yet been executed. For dynamic JISR tasking, this is accomplished once the mission is executed, but with sufficient time to be integrated into the mission as an additional task.

3.4 JISR Results

1.   A JISR result is the outcome of the overall JISR process. They are disseminated in

the requested and appropriate format. JISR results can consist of various forms including, but are not limited to, real-time or NRT data links directly from a collection platform to requesters; broadcast transmissions from a collection platform to multiple agencies; or standard reporting procedures. JISR results are also instrumental in building the common operational picture (COP). Reports can be provided by all JISR capabilities. Reports can be verbal, textual, or visual and can be transmitted physically or electronically. Standard formats for reporting JISR results include:

a.   **Verbal reports**. Personnel verbally communicate what they have seen through visual observation, by screening imagery, or through the exploitation of collected and processed data.

b.   **Textual reports.** Personnel prepare written reports that are normally structured or formatted in accordance with NATO reporting standards and formats. Using pre-determined formats and templates enables users to quickly extract only the information requested or required.

c.   **Visual reports.** Typically transmitted together with textual reports, visual reports may be automatically produced by the sensor, by supporting computer systems, or by personnel.

    (1)   **Data-Linked or Networked NRT Data.** Some JISR assets can continuously distribute data via data-links or networks that automatically update linked systems and databases.

    (2)   **Data Analytics.** Data analytical techniques may be able to automatically generate JISR results.

3.5 JISR Assessment and Feedback

1.   To assess and optimize the JISR process, the CM element is to implement mechanisms to monitor CRs' achievement at the different stages of the JISR process and to receive requesters' feedback on requirements' satisfaction once the JISR result has been delivered. Timely assessments and feedback measure overall performance and effectiveness allowing JISR personnel to validate or consider ways to improve and adjust the JISR architecture, process, and operations. This enables commanders and staffs to address the effectiveness of JISR capabilities in support of operations and missions.

CHAPTER 4   OPERATIONAL PLANNING CONSIDERATIONS FOR JISR

4.1 Introduction

1.   JISR planning is an integral part of the operations planning process (OPP) and must be included at the onset of all planning activities. NATO missions often require a wide range of JISR capabilities to obtain optimal JISR results to support operations and missions. This necessitates having the capabilities, assets, skills, connectivity, tools, and interoperability to meet information and operational requirements, ensuring a federation of networked-enabled capabilities and collaborative processes. Having the right capabilities and number of assets coupled with a comprehensive JISR architecture will provide the commander with the agility to respond to a constantly evolving environment.

4.2 JISR Planning Considerations

1.   Ensuring the commander's access to the right set of JISR capabilities before and during mission execution is as vital as providing data, information, JISR results and intelligence during operations planning. Thus, it is essential to develop the necessary JISR strategies, operational design, tasks, plans, capabilities, and architecture required for mission execution during operations planning. These requirements will feed directly into the operations plans and detailed annexes, as well as the combined joint statement of requirements (CJSOR)[36] and the force generation task list.

2.   JISR planning is collaborative and occurs simultaneously across all levels of command to synchronize missions, tasks and capabilities. Understanding the operational environment, the assigned mission and the array of JISR capabilities facilitates effective coordination among all elements.

3.   NATO's adversaries will likely implement measures aimed at denying and defeating NATO JISR capabilities. Commanders should take into account during the planning process that NATO's JISR sources, methods, activities, and capabilities should be protected with effective operational security practices, information security measures, and robust counter-intelligence.

4.   When NATO becomes involved in any type of operation, staffs at all levels of command need to define, develop and articulate the requirements for JISR assets and capabilities, C2, personnel and the CIS required for data exchange.

4.3 JISR Asset Requirements for Operations

1.   Commanders require the right mix of capabilities and assets to respond effectively to

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[36] The CJSOR is the document/tool that contains the (generic) forces requirements of a commander for a specific operation. The CJSOR, including preliminary deployment information, must be developed in parallel with the operational CONOPS. For further information refer to the ACO Comprehensive Operations Planning Directive (COPD) V2.0, (2013).

changing situations. Because JISR assets have specific and unique capabilities with no single asset able to cover all CRs, commanders and staffs require a realistic appraisal of JISR collection and PED capabilities as well as an awareness of their limitations.

2.   For any operation, there will be a finite number of traditional intelligence collection and traditional reconnaissance and surveillance assets, but there are many more potential non-traditional JISR assets that could be used to fulfil the requirements. Non-traditional JISR assets are not assigned to a specific JISR task, but can contribute to the intelligence picture as part of their routine operation. Commanders and staffs need to consider asset availability in the early stages of planning operations.

3.   JISR aims for the integration and harmonization of NATO and national collection assets at all levels. The data and information collected from one asset may be complemented by outputs from other types of assets and other results or products to satisfy information and intelligence requirements. JISR collection capabilities and assets can operate in all domains and can be characterized as:

   a.   airborne collection and sensing capabilities,

   b.   land-based collection and sensing capabilities,

   c.   maritime collection and sensing capabilities,

   d.   space-based collection and sensing capabilities,

   e.   cyberspace collection capabilities,

   f.   environmental survey and reconnaissance capabilities or

   g.   non-traditional ISR (NTISR) resources.

4.   Commanders need to understand that their requirements will likely exceed the availability of JISR assets. Consequently, there is a need to prioritize the requirements based on mission objectives to optimize the use of available capabilities. Commanders must also weigh JISR capabilities and limitations and especially the time the information is of value against the mission objectives.

5.   During the OPP of a NATO operation, the IRM element develops and maintains operation-specific PIRs, specific intelligence requirements (SIRs) and essential elements of information (EEIs)[37] as the core elements of the ICP at all levels of command. The CM element then prioritizes, coordinates determines the scope and quantity of CRs expected for the operation. This estimate is used to identify the collection, processing and exploitation capabilities required to support the commander during the operation.

6.   JISR requirements contribute to the overall theatre CJSOR and force generation process. In response to the CJSOR, participating Nations may decide to provide JISR collection and/or PED capabilities to NATO operations while defining context, constraints and restrictions for their employment. The commander, with delegated COM authority, is usually given OPCON over the provided capabilities.

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[37] For more information on PIRs, SIRs, and EEIs refer to AJP-2 and AJP-2.1.

7.   Nations may support the operation with information or intelligence results or products rather than providing their own collection and exploitation capabilities. In this event, Nations retain direction and control of the assets used to provide this information or intelligence including their integration in the area of operations and the necessary coordination with NATO forces. This requires an established liaison between theatre commands and national organizations.

4.4 JISR Personnel and Training Requirements

1.   Personnel assigned to a NATO command or operational level headquarters must have the required core competencies (knowledge, skills and experience) identified in their assigned position descriptions. Because intelligence and JISR-related positions are essential to mission success, having appropriately trained and qualified personnel is of the utmost importance.

2.   To enhance capabilities and perform JISR-related activities within NATO, personnel require knowledge of management staff functions; specific staff processes; and specialized training on systems, tools and procedures designed for the JISR process across all staff functions in NATO commands. Crisis establishment personnel requirements, including the use of augmentees, need to be planned well in advance to ensure identified personnel will be fully trained and exercised.

3.   JISR education and training opportunities should be:

a.   **Integrated.** Realistic training must be developed and integrated into broader NATO training and exercises to ensure the effective contribution and integration of JISR processes to NATO operations. The JISR training curriculum must enable JISR personnel to sufficiently replicate actual conditions encountered across the full spectrum of NATO operations.

b.   **Performance–Oriented.** Extensive practical application in support of real-world intelligence and operational requirements (e.g. in support of actual contingency planning) is key to obtaining well-trained JISR personnel and units. Training must cover the full range of JISR processes employing a blend of traditional classroom instruction, communication and information systems (CIS) training and practical application.

c.   **Relevant.** JISR education and training opportunities must keep pace with changes that occur in doctrine, organization, equipment and current operational needs.

d.   **Shared.** JISR education and training opportunities are a shared responsibility within NATO. While education and training remain predominantly a national responsibility, the specialized nature of JISR education and training, as well as increasing interoperability demands, may require the combined effort of Nations, multinational centres and NATO as a whole.

4.5 JISR Architecture

1.   JISR architecture as part of the intelligence architecture consists of the systems connecting taskers, controllers, collectors, exploiters, databases, applications, and requesters of data, information and results as well as operational data in a joint environment. This architecture facilitates the management of JISR results, enables the JISR process including COM and CRM authorities and supports the harmonization of intelligence and operations functions at all levels. The JISR architecture is an essential part of the overall operational architecture. The JISR architecture must be integrated with command and control, intelligence and operational capabilities and comply with national and NATO legal restraints and security protocols.

2.   The design, establishment and management of JISR architectures for all NATO operations are based on the following principles and criteria:

    a.   **Flexible.** The JISR architecture will be:

        (1)   established, practiced, evaluated and designed to be capable of rapid transition to operations and

        (2)   capable of rapid reconfiguration to meet changing information needs throughout the operation.

    b.   **Mission Tailored.** The JISR architecture will be designed to support the planning and conduct of operations at all levels for a given operation.

    c.   **Interconnected/Discoverable.** The JISR architecture will connect Nations to networks allowing Nations to draw on shared information and intelligence including raw and/or processed data originating from both NATO and nationally-owned capabilities. The availability of JISR results shared via common agreed-upon networks and data portals will give requesters across the operation the ability to access both current and historical JISR results.

    d.   **Compatible.** The JISR architecture will be compatible with both current and future technical constraints and standards, notably for sufficient network connectivity and appropriate broadband links.

    e.   **Centralized Control.** The operational-level headquarters will normally direct the overall JISR effort through their delegated CRM and COM authority.

3.   An effective architecture must enable the best possible support to ensure adequate and timely decision making. Therefore, the architecture must allow JISR resources to be managed and employed in a collaborative manner. This requires federated relationships using networked capabilities and collaborative processes to effectively support operations and fulfil commanders' requirements by ensuring persistence and agility under changing conditions.

4.   Network-enabled JISR is characterized by hardware and software that can support the steps of the JISR process to include tasking, collection, processing, exploitation and

dissemination of results, to and from all JISR contributors and requesters. The JISR architecture needs to be designed to reflect communication networks and services available which have a particular focus on bandwidths, stability and quality to share data within a theatre (including headquarters, commands, units and requesters of JISR results) and beyond the theatre with reach-back locations in NATO and the Nations. This is crucial to sharing JISR results in NRT facilitating rapid decision making and dynamic tasking and allowing timely cueing, cross-cueing and enabling reach-back support including access to archives.

5.   In addition, effective JISR requires the capability to store, share and archive JISR results in compliance with technical and operational standards based on NATO-accepted formats and procedures. Information Exchange Requirements (IERs)[38] for national units and systems, IER interfaces and standards must be addressed early in the planning process.

6.   JISR activities are normally conducted on Alliance-common classified networks. When working with partner nations in a NATO operation, JISR activities will need to be conducted on the agreed mission-common classified network. Although there may be NATO and national caveats precluding the sharing of some information at the mission-common level, architectures, systems and processes must be interoperable between NATO, NATO Nations and partner nations. Operational planning should consider the currently available systems implemented in NATO and their respective capabilities and limitations and the resulting operational orders should reflect these considerations.

7.   There must be close communication between intelligence staffs and operations staffs at the initial stage of the OPP to ensure the JISR architecture is sufficient and optimally located to enable access to services, applications and databases.

8.   Each JISR capability or asset should be fully integrated into the JISR architecture. JISR assets must have the ability to be responsive to every level of joint C2 (tactical, operational and strategic) and contribute to the satisfaction of information requirements ranging from those of tactical commanders to strategic objectives. Assigned PED capabilities (NATO or national) must be enabled to process and exploit data from theatre JISR assets and share the results with intelligence elements and requesters at any level to allow for fusion and support decision-making processes.

9.   The respective portions of the OPLAN and concept of operations (CONOPS) will describe the JISR architecture and the CIS structure necessary for JISR operations. It will also explain interoperability between JISR-related data sources and the tools used by the relevant commanders, staffs, units and assets. The architecture will be heavily influenced by IERs across the operation and between NATO and national headquarters, units and JISR assets. Defining the JISR architecture in the appropriate planning documents will ensure visibility within the operations, planning and communications communities and will help identify and address potential shortfalls. JISR architecture will, at a minimum, include the following criteria:

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[38] IERs define the need for information exchange between two parties that support a given process. IERs are pivotal inputs to the CIS planning process ensuring that all relevant C2 services required in support of the mission are identified, and adequate planning and provision of C2 services can be achieved. For more information, refer to AJP-6 (2011) *Communication and Information Systems*.

a.   Geographical location and characteristics of JISR systems and networks.

b.   Asset capabilities, limitations and quantities to include processing, exploitation and dissemination requirements.

c.   Functional services, bandwidth, connectivity, databases and other CIS support requirements at all levels of commands.

d.   Applicable/available Standard Operating Procedures (SOPs), Standard Operating Instructions (SOIs) and reporting directives including report templates.

e.   Information security and information management provisions.

f.   Dissemination of JISR NRT inputs, raw JISR data, information and JISR results.

10.   Although the basic concept of the JISR architecture is represented in the OPLAN or CONOPS, further refinement of the architecture will continue for the duration of the operation.

LEXICON

PART I – ACRONYMS AND ABBREVIATIONS

AAP	allied administrative publication
AJP	allied joint publication
C2	command and control
CIS	communication and information systems
CJSOR	combined joint statement of requirements
CM	collection management
CMA	collection management authority
COM	collection operations management
CONOPS	concept of operations
COP	common operational picture
COPD	comprehensive operational planning directive
CR	collection requirement
CRL	collection requirements list
CRM	collection requirements management
CTL	collection task list
EEI	essential elements of information
ICP	intelligence collection plan
IER	information exchange requirement
IR	intelligence requirement
IRM	intelligence requirements management
IRM&CM	intelligence requirements management and collection management
ISR	intelligence, surveillance and reconnaissance
ISRR	intelligence, surveillance and reconnaissance request
JCMB	joint collection management board
JISR	joint intelligence, surveillance and reconnaissance
JOA	joint operations area
LO	liaison officer

MC	military committee
MOE	measures of effectiveness
MOP	measures of performance
NATO	North Atlantic Treaty Organization
NRT	near real-time
NTISR	non-traditional intelligence, surveillance and reconnaissance
OPCON	operational control
OPLAN	operation plan
OPP	operations planning process
PED	processing, exploitation and dissemination
PIR	priority intelligence requirement
RFI	request for information
SACEUR	Supreme Allied Commander Europe
TCM	theatre collection manager
TCPED	task, collect, process, exploit, disseminate

PART II - TERMS AND DEFINITIONS

actor
A person or organization, including state and non-state entities, within the international system with the capability or desire to influence others in pursuit of its interest and objectives.
[This term is a new term and definition and will be processed for NATO Agreed status]

analysis
In intelligence usage, a step in the processing phase of the intelligence cycle in which information is subjected to review in order to identify significant facts for subsequent interpretation.
[AAP-06, 2015]
NATO Agreed

assigned
To place units or personnel in an organization where such placement is relatively permanent, and/or where such organization controls and administers the units or personnel for the primary function, or greater portion of the functions, of the unit or personnel.
[AAP-06, 2015]
NATO Agreed

assigned asset
JISR assets that are under OPCON by the respective level of command, which conducts the JISR process and is able to task the organic asset. These assets form an integral part of a military organization and are listed in the unit's order of battle.
[This term and definition are only applicable in this publication]

collection management
In intelligence usage, the process of converting intelligence requirements into collection requirements, establishing, tasking or coordinating with appropriate collection sources or agencies, monitoring results and re- tasking, as required.
[AAP-06, 2015]
NATO Agreed

collection management authority
The authority to establish, validate and prioritize collection requirements, establish JISR asset tasking direction and guidance and develop collection plans.
[This term and definition are only applicable in this publication]

collection operations management
The authoritative direction, scheduling and control of specific collection operations and associated processing, exploitation, asset management and reporting resources.
[This term and definition are only applicable in this publication]

collection requirement
A validated information requirement, for which the requested information is not already

available in a repository and therefore requires collection through JISR asset tasking or will be forwarded as a request to higher or adjacent commands.
[This term and definition are only applicable in this publication]

collection requirement management
CRM is a function that receives all collection requirements and JISR Requests and then consolidates and prioritizes those requirements to produce the draft CTL as basis for all established collection management boards (e.g. JCMB).
[This term and definition are only applicable in this publication]
Not NATO Agreed

element
Personnel of the intelligence staff, responsible for conducting specific JISR related activities and functions.
[This term and definition are only applicable in this publication]
Not NATO Agreed

information
Unprocessed data of every description, which may be used in the production of intelligence.
[AAP-06, 2015]
NATO Agreed

integration
In intelligence usage, a step in the processing phase of the Intelligence cycle whereby analysed information and/or Intelligence is selected and combined into a pattern in the course of the production of further intelligence.
[AAP-06, 2015]
NATO Agreed

intelligence
The product resulting from the directed collection and processing of information regarding the environment and the capabilities and intentions of actors, in order to identify threats and offer opportunities for exploitation by decision-makers.
[AJP-2, 2015]
NATO Agreed

intelligence collection plan
The ICP is a detailed breakdown of how each intelligence requirement is to be satisfied. Normally in matrix or table form, it indicates by which means an intelligence requirement can be best satisfied, the frequency of coverage required and the type of product expected. It will indicate the general level of detail required and will list the organizations, agencies or assets best suited to the task.
[AJP-2]
NATO Agreed

intelligence cycle
The sequence of activities whereby information is obtained, assembled, converted into intelligence and made available to users. This sequence comprises the following four phases:

a. Direction - Determination of intelligence requirements, planning the collection effort, issuance of orders and requests to collection agencies and maintenance of a continuous check on the productivity of such agencies.

b. Collection - The exploitation of sources by collection agencies and the delivery of the information obtained to the appropriate processing unit for use in the production of intelligence.

c. Processing - The conversion of information into intelligence through collation, evaluation, analysis, integration and interpretation.

d. Dissemination - The timely conveyance of intelligence, in an appropriate form and by any suitable means, to those who need it.

[AAP-06, 2015]
NATO Agreed

intelligence requirements

Intelligence requirements provide the rationale and priority for any intelligence activity as well as providing the detail to allow the intelligence staff to answer the requirement in the most effective manner. Intelligence requirements should cover the broad scope of information on the political, military, economic, social, infrastructural and informational (PMESII) spectrum. The military spectrum will be covered by the commander's critical information requirement (CCIRs). Military types of intelligence requirements are: priority information requirements (PIR), specific intelligence requirement (SIR), essential elements of information (EEI).

[AJP-2]

intelligence requirements management

The complex management function which validates and prioritizes incoming intelligence requirements, coordinates the collection of associated information, quality controls processed outputs, and oversees dissemination of intelligence product.

[AJP-2.1]

Intelligence requirements management and collection management

IRM&CM is the combination of Intelligence requirements management and collection management , which provides a set of integrated management processes and services to satisfy the intelligence requirements, by making best use of the available collection capabilities.

[AJP-2.1]

intelligence staff

Those personnel who are involved in the direction, collection, production and dissemination of intelligence through the conduct of the intelligence process.

[AJP-2]

joint

Adjective used to describe activities, operations and organizations in which elements of at least two services participate.

[AAP-06, 2015]
NATO Agreed

joint intelligence, surveillance and reconnaissance

JISR is an integrated intelligence and operations set of capabilities, which synchronizes and integrates the planning and operations of all collection capabilities with processing, exploitation, and dissemination of the resulting information in direct support of planning, preparation, and execution of operations.
[This term and definition modifies an existing NATO Agreed term and/or definition and will be processed for NATO Agreed status]

non-traditional intelligence, surveillance and reconnaissance asset
Assets not primarily designed and equipped for ISR intelligence, surveillance and reconnaissance operations, but they can contribute vital data and information especially in operations. These platforms are usually equipped with significant surveillance and/or reconnaissance capabilities to perform their primary tasks.
[MC 0582/1, 2013]

reconnaissance
A mission undertaken to obtain, by visual observation or other detection methods, information about the activities and resources of an enemy or potential enemy, or to secure data concerning the meteorological, hydrographical or geographic characteristics of a particular area.
[AAP-06, 2015]
NATO Agreed

security
The condition achieved when designated information, materiel, personnel, activities and installations are protected against espionage, sabotage, subversion, terrorism and damage, as well as against loss or unauthorized disclosure.
[AAP-06, 2015]
NATO Agreed

sensor
An equipment which detects, and may indicate, and/or record objects and activities by means of energy or particles emitted, reflected, or modified by objects.
[AAP-06, 2015]
NATO Agreed

source
In intelligence usage, a person from whom or thing from which information can be obtained.
[AAP-06, 2015]
NATO Agreed

specific intelligence requirements
Specific intelligence requirements (SIRs)[39] support and complement each priority intelligence requirement and provide a more detailed description of the requirement.[40]
[This term is a new term and definition and will be processed for NATO Agreed status]

surveillance

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[39] AJP-2.
[40] This term is a new term and definition and will be processed for NATO Agreed status.

The systematic observation of aerospace, surface on subsurface areas, places, persons or things by visual, aural, electronic, photographic or other means.
[AAP-06, 2015]
NATO Agreed

traditional intelligence, surveillance and reconnaissance asset
Assets that are primarily designed, equipped, and used for ISR operations. These platforms are usually equipped with significant surveillance and/or reconnaissance capabilities to perform their primary tasks.
[This term and definition are only applicable in this publication]
Not NATO Agreed

AJP-2.7(A)(1)