Deliberate Requirements vs. Urgent / Rapid Requirements Lanes

**Deliberate Requirements**
- Formal Documentation (ICD, CDD, CDD Updates, CPD, DCR)
- Future Focused, ACAT Programs
- Very Structured Process
- Evolved Requirements (Key Performance Parameters, Key System Attributes)
- Capabilities Based Assessments
- Analysis of Alternatives
- Lengthy Development
- High Visibility on Program
- Large Investment
- Risk averse and failure-intolerant

**Urgent / Rapid Requirements**
- JCIDS / Non-JCIDS / Service Unique
- Loss of life
- Critical mission failure
- Contingency operations
- Near-term action
- Streamlined process
- Quick assessment of alternatives
- Limited development if feasible
- High visibility on results
- <100% solution acceptable
- Risks taken – schedule more important than cost

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Rapid Acquisition
Elements and Characteristics in Developing a Definition of Rapid Acquisition

**Elements**

- **Requirement is generated by:**
  - By the warfighter – Rapid Acquisition (RA) is reactive?
  - By a stakeholder (e.g., Lab, Industry) – RA is proactive?
  - Both?
- **Requirement is validated by:**
  - The requirement generator?
  - An independent organization outside the requirement organization’s chain of command?
- **Delivers to the warfighter:**
  - Current contingency ops?
  - Current and imminent contingency ops?
- **Time frame is:**
  - 0 – 2 years – Urgent?
  - 2 – 5 years – Rapid?
- **Funding is:**
  - Unprogrammed, year of execution?
  - Programmed?
  - Both?
- **Solution is facilitated by or delivered by:**
  - An organization whose primary mission is overseeing rapid development, rapid production, rapid purchase of warfighter weapon systems or equipment?
  - Any organization involved in any aspect of RA?
- **Solutions are:**
  - Currently under development by DoD or available from the commercial sector (Contractor / Government Off The Shelf)
  - Requires only minor modifications?
  - Involves R&DTE?

**General Characteristics of RA Processes:**

- Accepts greater risk than deliberate process
- Includes rapid development, rapid prototyping and / or rapid procurement and rapid fielding
- Synchronizes abbreviated requirements, resourcing and tailored processes and eliminates approval layers
- Streamlined acquisition and/or streamlined acquisition oversight
- Deviation and/or waiver authorities
- RA Delivery includes a “CONOP refinement” effort after equipment delivery. RA organization assists with operationalizing solutions
- Operational assessment
- Iterative process leads to spiral development
- Solution includes a training element and initial sustainment generally includes Field Service Representatives
- Services responsible for sustainment
Joint Staff Definition of Rapid Acquisition *

- A streamlined and tightly integrated iterative approach, acting upon validated urgent or emergent capability requirements, to:
  - Conduct analysis and evaluate alternatives and identify preferred solutions
  - Develop and approve acquisition documents
  - Contract using all available statutory and regulatory authorities and waivers and deviations of such, appropriate to the situation
  - Identify and minimize technical development, integration, and manufacturing risks, and
  - Rapidly produce and deliver required capabilities

* Page GL-11, JCIDS Manual Glossary, 12 February 2015 (Proposed for Joint Publication 1-02. SOURCE: Chairman of the Joint Chiefs of Staff Instruction (CJCSI) 5123.01/3170.01
“Rapid” Can Mean Many Things

• **Rapid In support of urgent needs**
  – Useable capability provided to warfighter in shortest possible time (days – upper limit of ~2 years)

• **Rapid to address new or unacceptable operational risk**
  – Must begin addressing risk now, in current year (~year to multi-year effort)
  – May or may not result in capability for use by warfighters (field, demonstrate, hold on the shelf, etc.)

• **Rapidly mature technology**
  – Planned or initiated through collaborative process (JCTDs, CTTSO initiatives) or in support of ongoing programs of record (months to ~2 years)
  – May or may not result in capability for use by warfighters

• **Rapid major program**
  – Focused effort to achieve delivery of capability for warfighter use in purposely compressed timelines

• **Rapid to address potential future risks**
  – Prioritized short term innovation
Continuum of Rapid Acquisition Organizations with Existing FY 17 Funding*

Relative Speed of Response
- Urgent Process
- Rapid Process
- Deliberate Process

Organizations:
- DARPA – Adaptive Execution Office
- JIDO
- CTTSO
- SOCOM AT&L
- Air Force RCO
- DASD EC&P
- Army REF

* These organizations have Rapid Acquisition budgets – FY17
Continuum of Organizations without Dedicated Rapid Acquisition FY 17 Budgets*

* These organizations do not have a FY 17 budget for rapid acquisitions but facilitate RA processes, as shown
QRC / RA CoI Purposes*

• Understand the missions of individual Departmental QRC / RA organizations

• Determine how to collectively best support Combatant Commands

• Develop a strawman to focus and scope Congressional “Rapid Acquisition / Acquisition Reform” briefing. Provide Congress and the media with:
  – A complete, coherent, and compelling concept of how Departmental Rapid Acquisition Organizations operate and interoperate to quickly and effectively provide solutions to Warfighter urgent requirements.
  – The Department’s strategy to ensure that unnecessary overlap and duplication are minimized and necessary overlap and duplication is understood and authorized

* From October 8, 2015 QRC / RA Col Principal’s Meeting
Joint Urgent Operational Needs
&
Joint Emergent Operational Needs
“The purpose of the Joint Rapid Acquisition Cell is to assist in resolving issues impending the urgent materiel and logistics requirements that the Combatant Commands...certify as operationally critical.”

Dr. Paul Wolfowitz, Deputy Secretary of Defense, November 15, 2004

“DoD’s highest priority is to provide warfighters involved in conflict or preparing for imminent contingency operations with the capabilities urgently needed to overcome unforeseen threats, achieve mission success, and reduce risk of casualties.”

“Rapid Fulfillment of Combatant Commander Urgent Operational Needs”, DoDD 5000.71, August 24, 2012
Urgent Operational Need Process Fully Documented, Currently Implemented

“Rapid Fulfillment of Combatant Command Urgent Operational Needs”
DoDD 5000.71
August 24, 2012

“Rapid Fielding of Capabilities”
Encl. 13, DoDI 5000.02
February 02, 2017

“Joint Capabilities Integration and Development System”
CJCSI 3170.01I
January 23, 2015
“Rapid Fulfillment of Combatant Commander Urgent Operational Needs”, DoDD 5000.71

- Establishes policy for rapid execution, parallel processes, additional (but acceptable) risk

- Requires Components to establish supporting policies and procedures

- Requires JRAC to maintain visibility of Component efforts to satisfy UONs and monitor progress and completion of actions to ensure rapid fielding

- Requires CJCS to establish procedures for CCMDs to assess the sufficiency of rapidly fielded solutions to mitigate UONs
“Rapid Fielding of Capabilities”, Enclosure 13, DoDI 5000.02

- Urgent Capability Acquisition Policy promulgated via DoD 5000.02
- Applies to capabilities fielded in less than 2 years and below ACAT I/IA
- Contains Statutory and Regulatory Requirements
  - Table 11
  - Additive to the rest of DoDI 5000.02, as appropriate and tailored (note 3, table 11)
- Establishes a tailorable process with decision points and parallel activities
- An empowered Acquisition Professional (Milestone Decision Authority) makes decisions
While fielding a capability solution in less than two years is the typical goal, JUONs and JEONs may also be validated to support near-term resourcing and initiation of efforts to field capability solutions in greater than two years.

Assessment of operational utility on a JUON or JEON is to occur not later than six months after the solution's initial delivery to facilitate transition, sustainment, or alternate approaches.

The validation authority will review validated JUONs and JEONs two years after the validation to ensure the need remains valid.
Quick Reaction Capabilities

- **Urgent Operational Need (UON)** – capability requirements identified by a DOD Component as impacting an ongoing or anticipated contingency operation. If left unfulfilled, UONs result in capability gaps potentially resulting in loss of life or critical mission failure. DoD Components, in their own terminology, may use a different name for a UON.
  - **Joint Urgent Operational Need (JUON)** – UONs that are identified by a Combatant Command as inherently joint and impacting an ongoing contingency operation.
  - **Joint Emergent Operational Need (JEON)** – UONs that are identified by a Combatant Command as inherently joint and impacting an anticipated or pending contingency operation.

- **Warfighter Senior Integration Group (SIG) Identified Urgent Issue** – A critical warfighter issue, e.g. materiel support to a coalition partner, identified by the Co-Chairs of the Warfighter SIG in accordance with DoDD 5000.71.

- **A Secretary of Defense Rapid Acquisition Authorities (RAA) Determination** – A Secretary of Defense signed determination that is made in response to a documented deficiency following consultation with the Joint Staff. Purpose is to eliminate a deficiency that has resulted in combat casualties or is likely to result in combat casualties.
Warfighter SIG
(3-4 Star Level DoD-Wide Forum)

- Lead and facilitate agile and rapid response to CCMD UONs
- Recognize, respond to, and mitigate the risk of operational surprise associated with ongoing or anticipated near-term contingency operation.
- Facilitates the resolution of other urgent warfighter issues
- Prioritize and direct actions to meet urgent requirements and to integrate department wide efforts to manage the institutional response to operational surprise.
- Overarching entity through which OSD’s previously established urgent needs organizations and task forces and any future OSD level urgent needs task forces will report to the Secretary of Defense regarding the status of UON related actions.
JUONs & JEONs Submitted
(JUONs since 2005 & JEONS since 2012 to Present)

As of 16 May 2017

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Annual JUON & JEON Submission Analysis

Unanticipated threats in combat require agile and rapid responses.

Deadliest Year for US (IRQ)
End of Combat Mission (IRQ)
ISIS Declares Caliphate (IRQ)
Full Transition to Afghan Security Forces (AFG)
Quick Reaction Capabilities High-Level Process

Many steps are done in parallel
Transport Isolation System
an Example of the JUON Process

- DTRA: Funds, Procures and provides Initial Operating Capability (5 months)
- Warfighter SIG: Leads and facilitates Rapid Response
- JRAC: Assigns & Oversight (5 days)
- Joint Staff: Validates (10 days)
- USTRANSCOM: requests Ebola patient transport capability

Full Operational Capability 25 Systems Delivered to 4 USAF Bases (15 Months)
JUON & JEON
Acquisition Process
Expectation is that UONs develop / tailor / document an acquisition approach

Key Points:
- Milestones and Decision Points with MDA approval
- Document decisions in ADMs
- Highly tailored
- Parallel processes
### Requirements from Enclosure 13

DoDI 5000.02, Enclosure 13, Table 11 calls out:

- 2 statutory requirements,
- 1 optional (but statutory if used)
- 1 regulatory document in addition

These requirements are additive to those identified in Enclosure 1, Tables 2 and 6

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**Table 11: Information Requirements Unique to the Urgent Needs-Based Capability Acquisition Process**

<table>
<thead>
<tr>
<th>INFORMATION REQUIREMENT</th>
<th>RAPID URGENT CAPABILITY ACQUISITION DECISION EVENTS</th>
<th>SOURCE</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Development</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Production</td>
<td></td>
</tr>
</tbody>
</table>

**STATUTORY REQUIREMENTS**

- 2 statutory requirements,
- 1 optional (but statutory if used)
- 1 regulatory document in addition

These requirements are additive to those identified in Enclosure 1, Tables 2 and 6
Statutory Requirements

• **Unique to Urgent Capability Acquisition (Encl. 13, Table 11)**
  - Assessment Approach
  - Course of Action Analysis
  - Rapid Acquisition Authority (RAA) Recommendation, if used
  - Documentation of exception to fixed-price contract requirement, if used

• **Applicable Milestone and Phase Information Requirements (Encl. 1, Table 2)**
  - Core Logistics Determination / Core Logistics and Sustaining Workloads Estimate
  - DD1494 – for systems that use the electromagnetic spectrum while operating in the US and possessions
  - PESHE and NEPA / E.O. 12114 Compliance Schedule

• **Additional Requirements for IT Programs (Encl. 1, Table 2)**
  - Modular Open Systems Approach (from Acquisition Strategy requirement)
  - Clinger-Cohen Act Compliance
  - Cyber Security Strategy, for mission critical or mission essential IT systems

• **Additional Requirements if Under DOT&E Oversight (Encl. 1, Table 2)**
  - DOT&E approval of combined operational and live fire test plan
  - DOT&E approval of the post-deployment assessment
Regulatory Requirements

- Applicable Milestone and Phase Information Requirements (Encl. 1, Table 2)
  - Disposition Authority’s Report to the DoD Component Head
  - Acquisition Decision Memorandum
  - Acquisition Program Baseline
  - Acquisition Strategy (with many sub-requirements)
  - Affordability Analysis
  - Bandwidth Requirements Review
  - CDD, CPD, etc. – replaced by approved JUON or JEON
  - Clinger-Cohen Act Compliance – regulatory for all programs that do not acquire IT
  - CONOPS
  - Cyber Security Strategy – regulatory for all programs containing IT including NSS but NOT mission critical or mission essential IT systems
  - Defense Intelligence Threat Library
  - Exit Criteria
  - Information Support Plan
  - IT and NSS Interoperability Certification
Regulatory Requirements Cont’d

• Applicable Milestone and Phase Information Requirements (Encl. 1, Table 2)
  – Item Unique Identification Implementation Plan
  – Life-Cycle Mission Data Plan
  – Life-Cycle Sustainment Plan
  – LRIP Quantities (ACAT II)
  – Operational Test Agency Report of OT&E Results
  – Operational Test Plan
  – Program Protection Plan
  – Request for Proposal
  – Should Cost Target
  – Spectum Supportability Risk Assessment
  – Systems Engineering Plan
  – Technology Targeting Risk Assessment
  – Test and Evaluation Master Plan
  – Validated On-line Life-Cycle Threat Report
  – Waveform Assessment Application
Other Requirements

• **Not Documented in DoDI 5000.02 Tables**
  – Authority to Operate
  – Component Brief – plan for resolving the JUON or JEON, due within 30 days of assignment
  – Identify MDA and PM
# JUON & JEON Acquisition Plan

## Enclosure 13 Requirement

<table>
<thead>
<tr>
<th>Requirements</th>
<th>To Be Filled Out by Component</th>
</tr>
</thead>
<tbody>
<tr>
<td>JEON/JUON #</td>
<td>Number</td>
</tr>
<tr>
<td>Milestone Decision Authority</td>
<td>Name/org</td>
</tr>
<tr>
<td>Program Manager</td>
<td>Name/org</td>
</tr>
<tr>
<td>RAA required?</td>
<td>Yes/No. If yes, note status</td>
</tr>
<tr>
<td>Assessment Approach Complete?</td>
<td>Yes – met by this briefing or other doc</td>
</tr>
<tr>
<td>(Statutory requirement IAW Enclosure 13)</td>
<td>No – planned for completion on date</td>
</tr>
<tr>
<td>Course of Action Analysis Complete?</td>
<td>Yes – met by this briefing or other doc (copy to JRAC?)</td>
</tr>
<tr>
<td>(Statutory requirement IAW Enclosure 13)</td>
<td>No – planned for completion on date</td>
</tr>
<tr>
<td>Where is it documented if taking exception to fixed price contract statutory requirement?</td>
<td>Identify the document</td>
</tr>
<tr>
<td>Acquisition Decision Memorandum</td>
<td>Date, copy to JRAC</td>
</tr>
<tr>
<td>Testing approach approved by MDA</td>
<td>Yes – date/no-TBD</td>
</tr>
<tr>
<td>Disposition Official</td>
<td>Name/org</td>
</tr>
<tr>
<td>Expected disposition and timeframe</td>
<td>terminate, sustain or transition date (~1 year after entry to O&amp;S)</td>
</tr>
<tr>
<td>MDA completed requirements in Encl. 13</td>
<td>Yes/no</td>
</tr>
</tbody>
</table>
Examples of Urgent Operational Need Solutions