



Urgent and Emergent Operational Needs and Their Fulfillment

Presented by
JS / J8, Joint Capabilities Division
and
OSD - Joint Rapid Acquisition Cell

Operation RED WINGS CC-0278, Netted Iridium

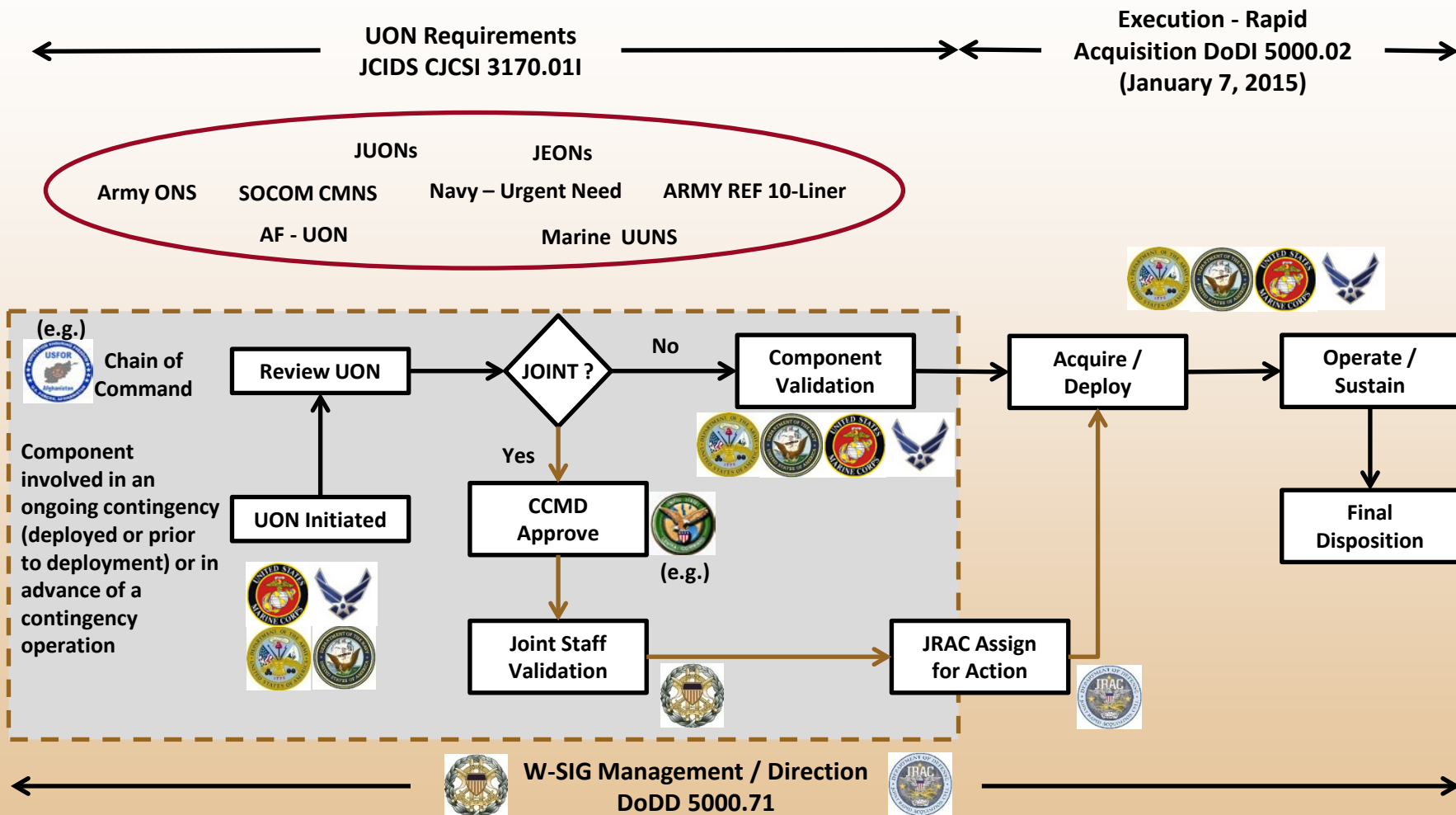


- Requirement: Theater communications for disadvantaged users
- Challenging terrain limits satellite communications
- MCWL initiated work on “netted iridium” capability
- Matching seedling technology development efforts to relevant operational problems is essential

Describe Urgent and Emergent Operational Need situations, procedures, and lessons learned

- Recognize situations that call for a Rapid Response
- List the differences between urgent/emergent requirements and the deliberate “lane” of JCIDS
- Describe actions to transition from an urgent/emergent requirement to an enduring capability requirement
- Discuss the funding, process and oversight of Rapid Acquisition

UON High Level Process



Many steps are done in parallel



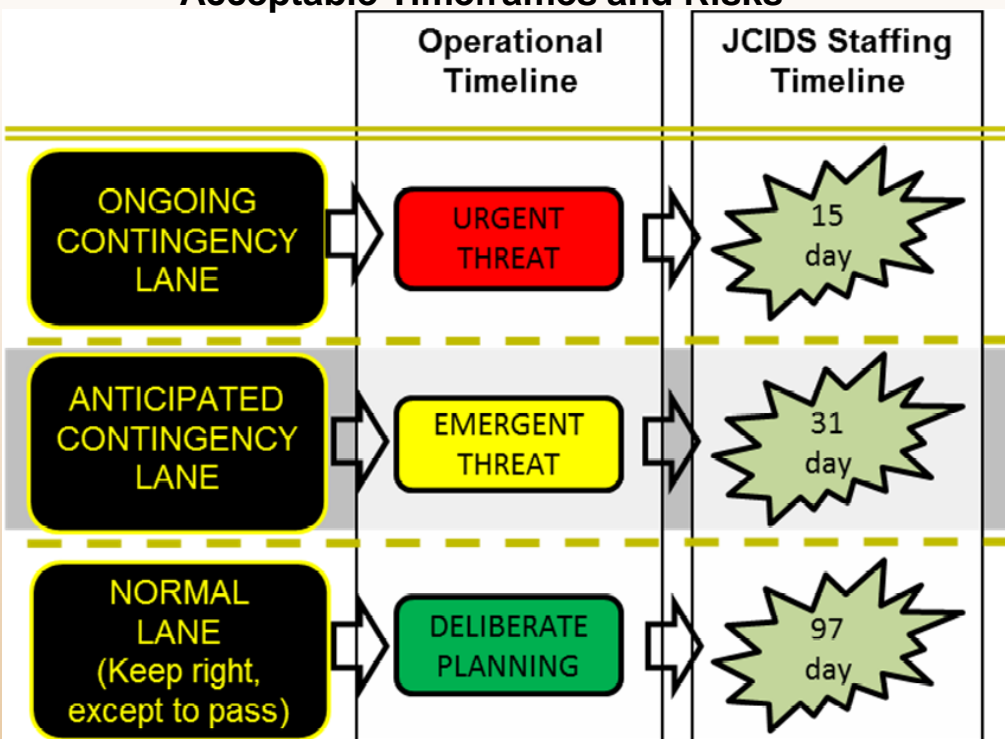
Urgent Operational Needs

- **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**.
- **Requirements Managers and Program Managers must work together to ensure success**



CJCSI 3170.01I Three JCIDS Process “Lanes”

Established Three Lanes to Requirements Development to Respond to Capability Gaps within Acceptable Timeframes and Risks



• Deliberate Requirements

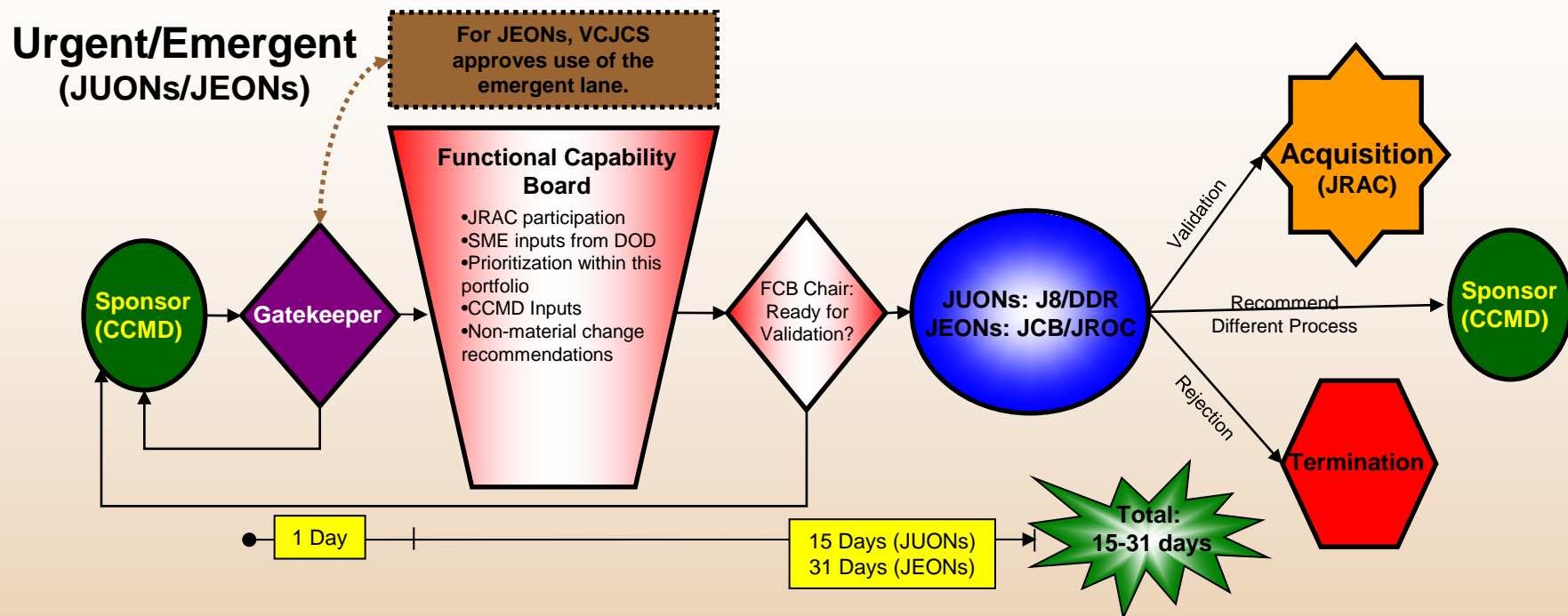
- Service, CCMD, or Agency Driven
- Traditional route for capabilities that require significant tech development or are not urgent or compelling

• Urgent Requirements

- Combatant Command (CCMD) (JUON) or Other DoD Component Driven
- Urgent and compelling to prevent loss of life and/or mission failure during current operations
- Joint Staff J8 Deputy Director for Requirements (DDR) validates Joint Needs; DoD Components assess/validate other urgent needs

• Emergent Requirements

- CCMD Driven
- Supports accelerated acquisition of capabilities needed for an anticipated or pending contingency operation
- VCJCS verifies, JCB or JROC validates



- Time is of the essence: 15 days staffing for JUONs, 31 days for JEONs
- Gatekeeper reviews CCMD submission
- Functional Capabilities Boards conduct triage in conjunction with the Joint Rapid Acquisition Cell (JRAC) from OSD (AT&L)
- Validation authority decides: proceed to solution, redirect, or reject
- Knowledge Management / Decision Support (KM/DS) System
 - JUON/JEON – Monitor All Tab

1. Administrative Data:

- a. Title: (Unclassified version);
- b. Submitted by: (e.g. CENTCOM);
- c. Authorized by: CCMD Commander, Deputy/Vice, or Chief of Staff;
- d. Primary and secondary POCs: RMCT trained POCs;
- e. Date submitted: Timing is essential

2. Operational Context and Threat Analysis

Describe the nature of the urgency and operational impact – loss of life / critical mission failure

3. Required Capability

Describe the capability required – not a specific solution – as well as duration of need

4. Flexibility

Is a partial solution on time acceptable?

5. Potential Non-Materiel Solutions

Were non-materiel options considered and instituted?

6. Potential Materiel Solutions

Identify/discuss any known viable capability solutions

7. Required Quantities

Identify quantity and distribution requirements

8. Constraints

Identify logistics, maintenance, training, manpower issues that could inhibit closing the gap

- Duty: Memoirs of a Secretary at War, Robert Gates, Secretary of Defense
- Running the Pentagon Right: How to Get the Troops What They Need, Dr. Ash Carter, Deputy Secretary of Defense
 - <http://www.foreignaffairs.com/articles/140346/ashton-b-carter/running-the-pentagon-right>
- MV Cape Ray Deploys on Syrian Chemical Weapons Disposal Mission
 - <http://news.usni.org/2014/01/28/mv-cape-ray-deploys-syrian-chemical-weapons-disposal-mission>
- US Transcom Unveils Ebola Isolation Units for Cargo Planes
 - <http://www.military.com/daily-news/2015/01/23/us-transcom-unveils-ebola-isolation-units-for-cargo-planes.html>
- U.S. Air Force Faces Capability Decision On Urgent F-16 AESA Upgrade
 - <http://aviationweek.com/defense/us-air-force-faces-capability-decision-urgent-f-16-aesa-upgrade>



Rapid Acquisition and Actions to Fulfill Urgent Operational Needs

When wars end, leaders are often eager to move on to the next challenge. That is why it is crucial to make permanent the institutional innovations resulting from the hard-earned lessons of Afghanistan and Iraq, while the experiences are still fresh. Too many lives were lost in the early years of those wars because the Pentagon failed to keep up with a changing battlefield. Never again should it make the same mistake.

Ashton Carter, *Foreign Affairs*. January 2014



What does it take to “field” a capability quickly?

- **Know what it is that you’re trying to field**
 - “Requirements” – but, may be incomplete as submitted by requester
- **Know how it’s going to be used and who’s going to use it**
 - DOTMLPF, force management (e.g., boots on the ground) considerations, contractor operated, contractor owned
- **Have mature technology in the bank, rapid integration, rapid development, focused and rapid science & technology**
 - Non-material solutions. Interim solutions. Multiple simultaneous approaches
- **Have a responsive and accountable “acquisition” structure**
 - Analysis, program management, contracts, industrial base, supply chain, logistics, etc... **“Rapid Fielding of Capabilities” policy issued in Encl. 13 to DoDI 5000.02, Operation of the Defense Acquisition System, January 7, 2015.**
- **Have access to money to execute when you need it**
 - “Budgets” - current execution year, future year, color
- **Training, logistic, and operational support**
- **Know capability delivered meets user needs (operational & other assessments)**

A sense of urgency and clear authorities



Transition to Normal Acquisition System

- **Who decides if a solution to an Urgent Operational Need should enter the formal acquisition process?**
 - ACAT I – Defense Acquisition Executive (DAE) makes the decision
 - ACAT II or below – Component Acquisition Executive (CAE) / Service Acquisition Executive (SAE), or component established process makes the decision (in accordance with Enclosure 13, DoDI 5000.02, section 4.e.(5))
- **Funding for additional quantities and sustainment are generally a Service responsibility as part of the normal budgeting process.**
- **Within one year of entering operation and sustainment phase a “disposition analysis” is required for all UONs – Terminate, Sustain, or Transition to normal acquisition system (program of record (POR)).**
 - **Disposition Decision** must be documented (acquisition decision memorandum (ADM)) for all UONs
 - **Disposition Decision ADM** should specify point of entry into the Defense Acquisition System, required acquisition and JCIDs documentation, as well as funding required to transition to POR.

- **Solution Failure** – rapid fielding may result in a solution that does not perform as planned
- **Short-term success** may not meet longer-term needs
- **Inadequate sustainment planning:**
 - May result in requirements for multiple upgrades or for more costly improvements
 - Creates issues if we must transition to a new sustainer other than the initial provider - Steep learning curve
- **Transition to Normal Acquisition Program** may require backward development of required DoDI 5000.02 and JCIDS documentation.



DoD Directive 5000.71 “Rapid Fulfillment of Combatant Commander Urgent Operational Needs”

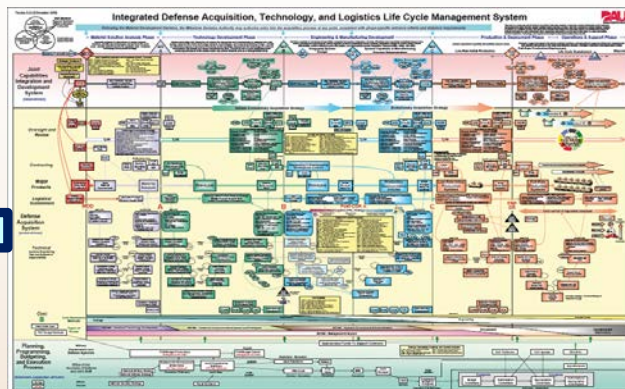
- **Deputy Secretary of Defense issued Directive August 24, 2012.**
- **Establishes**
 - **Warfighter Senior Integration Group (SIG)** to lead and facilitate agile and rapid response to Combatant Commander (CCMD) UONs and to recognize, respond to, and mitigate the risk of operational surprise associated with ongoing or anticipated near-term contingency operations
 - **DoD’s highest priority** 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
- **Solution must be capable of being fielded within 2 years of the validation of the urgent need**
 - Requirements, acquisition, and budgeting processes and decisions will be linked to support a timeline appropriate to the need
 - Actions to resolve UONs will be accomplished by using parallel, rather than sequential, processes. Communication of UONs to the acquisition community will not be unduly delayed to resolve information shortcomings that could be addressed by direct interaction between the requestor and the responsible acquisition organization
- **Assigns Responsibilities for implementation**
 - DoD Components will establish supporting policies and procedures, for the expeditious identification, submission, evaluation, validation, and resolution of UONs and provide visibility to the Warfighter SIG of their efforts to resolve UONs.



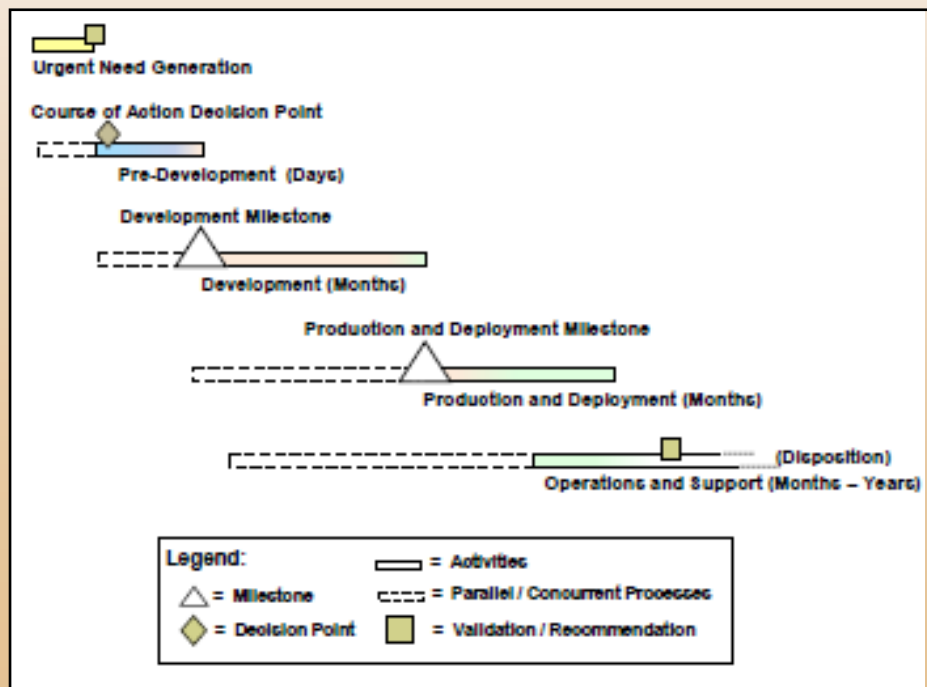
Warfighter SIG Responsibilities

- **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**
- **NOTE: On May 8, 2014, Deputy Secretary of Defense Work delegated the responsibilities of the Deputy Secretary of Defense listed and described in Department of Defense Directive 5000.71, to the Under Secretary of Defense for Acquisition, Technology, and Logistics (USD(AT&L)). This delegation includes the Principal Deputy USD(AT&L).**

Rapid Fielding of Capabilities



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, as described in DoD Directive 5000.71



DoDI 5000.02, January 7, 2015

ENCLOSURE 13

RAPID FIELDING OF CAPABILITIES

1. **PURPOSE.** This enclosure provides policy and procedure for acquisition programs that provide capabilities to fulfill urgent operational needs and other quick reaction capabilities that can be fielded in less than 2 years and are below the cost thresholds of Acquisition Category (ACAT) I and IA programs.

2. URGENT OPERATIONAL NEEDS AND OTHER QUICK REACTION CAPABILITIES

a. 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, as described in DoD Directive 5000.71 (Reference (cc)). The objective is to deliver capability quickly, within days or months. DoD Components will use all available authorities to expeditiously fund, develop, assess, produce, deploy, and sustain these capabilities for the duration of the urgent need, as determined by the requesting DoD Component. Approval authorities for each acquisition program covered by this enclosure will be delegated to a level that promotes rapid action.

b. This enclosure applies to acquisition programs for the following types of quick reaction capabilities:

(1) A validated Urgent Operational Need (UON). UONs include:

(a) Joint Urgent Operational Needs (JUONs) and Joint Emergent Operational Needs (JEONs). These are either an urgent need identified by a Combatant Commander, the Chairman of the Joint Chiefs of Staff (CJCS), or the Vice Chairman of the Joint Chiefs of Staff (VCJCS) involved in an ongoing contingency operation (i.e. a JUON) or an emergent need identified by a Combatant Commander, CJCS, or VCJCS for an anticipated or pending contingency operation (i.e. a JEON). For JUONs and JEONs, the validation approval will be by the Joint Staff in accordance with the Joint Capability Integration Development System (JCIDS) detailed in the Chairman of the Joint Chiefs of Staff Instruction (CJCSI) 3170.01H (Reference (d)). Program execution for JUONs and JEONs will be assigned in accordance with DoD Directive 5000.71. The Milestone Decision Authority (MDA) for JUONs and JEONs will be determined at the DoD Component level except in very rare cases when the MDA will be designated in an Acquisition Decision Memorandum (ADM) by the Defense Acquisition Executive (DAE).

(b) DoD Component-specific UON. These are defined in CJCSI 3170.01H and further discussed in DoD Directive 5000.71. Approval authorities for DoD Component UONs, including their validation, program execution, and the designation of the MDA, will be at the DoD Component level.

- Joint Staff J8/JCD
 - COL Shane “BOXCAR” Conrad, USMC, Joint Capabilities Division Chief, JS J8
 - Email Address: shane.b.conrad2.mil@mail.mil
shane.b.conrad2.mil@mail.smil.mil
 - Telephone: 703-695-2705
 - JCIDS on Intellipedia at <https://intellipedia.intelink.gov/wiki/JCIDS>
 - Knowledge Management and Decision Support System (KM/DS) on SIPRNET:
<https://jrockmdsbpm.js.smil.mil/bizflow/bizindex.jsp> -- SIPR token required for registration & login
- Joint Rapid Acquisition Cell
 - Email Address: OSD.Pentagon.OUSD-ATL.List.JRAC@mail.mil for NIPRNET
OSD.Pentagon.OUSD-ATL.mbx.JRAC@mail.smil.mil for SIPRNET
 - Telephone: 703-693-8227 / 703-695-8044
 - NIPRNET Site: <https://intelshare.intelink.gov/sites/juontrack/default.aspx>
 - Note: Need Intelink Passport user name and password; User name and password can be requested through: <https://passport.intelink.gov/passport/Welcome>
 - SIPRNET IntelShare Site: <https://intelshare.intelink.sgov.gov/sites/juon/default.aspx>
 - Note: Need Intelink Passport user name and password; User name and password can be requested through: <https://passport.csp.sgov.gov/passport/Welcome>

Questions

Backup Slides

- **Title:** (Unclassified version)
- **CCMD Submitted by:** (e.g., CENTCOM)
- **Date** submitted by the CCMD
- **CONOPS Summary.** Provide a CONOPS for which the capabilities requested in the JUON/JEON contribute, including information regarding the coalition environment within which the capability solution will need to operate.
- **Required Capability:** Describe in detail the nature of the urgency and the operational impact, if not immediately resolved, in terms of critical mission failure or loss of life. Identify where the operational deficiency exists. Describe what capabilities are required, and whether they support a discrete operation, must be sustained for an extended period of time, or must be sustained until the end of the conflict. What is the target, threat or operational deficiency? What cannot be done without new or improved equipment or materiel? Include threshold/objective performance requirements for any key attributes. This description must also specify the latest acceptable date to address the capability requirements and capability gaps.

JUON Section Descriptions (cont)

- **Flexibility.** In the event of technological or other challenges, indicate whether receiving a partial solution on schedule is preferred to a delayed solution which satisfies a greater portion of the capability requirement. Estimate acceptable percentages of reduced performance and/or acceptable delay timeframes.
- **Mission and Threat Analysis:** Describe the mission deficiency or capability gap. Indicate the initial operational capability requirement, desired date and any impacts to safety, survivability, personnel, training, logistics, communications, etc.
- **Potential Non-Materiel Solutions:** Describe any non-materiel options and alternatives that were considered. If applicable, discuss any market survey or similar related information developed by document Sponsor or during the validation process. If market research details are available, provide along with the JUON or JEON to facilitate reuse during rapid acquisition activities.
- **Potential Materiel Solutions:** If known, identify and discuss viable solutions – from US or Allied/Partner nation sources – that could improve operational capabilities or system performance.



JUON Section Descriptions (cont)

- **Required Quantities.** For viable solutions, identify quantities required and distribution among applicable DoD Components. Include expected quantities required for spares and/or training activities.
- **Constraints:** Identify any known constraints that could inhibit satisfying the need -- such as arms control treaties, logistics support, transportation, manpower, training or non-military barriers.
- **Primary and secondary POCs** for the document Sponsor: Include name, title/rank, phone, and both NIPRNET and SIPRNET email addresses. POCs must have completed the appropriate level of RMCT in accordance with Enclosure H.
- **Authorized by:** Release authority's name, rank and title. New JUONs and JEONs, and modifications to the capability requirements in previously validated JUONs and JEONs, must be endorsed by the CCMD Commander, Deputy Commander, or Chief of Staff. Administrative modifications to previously validated JUONs or JEONs may be endorsed by the CCMD J8.



Military Service Rapid Response Procedures

- **Army: Operational Needs Statement (ONS).** Initiated thru operational commander's chain-of-command, endorsed by O6 or higher, submitted via SIPRNET to HQDA (DCS G-3/5/7) (AR 71-9)
- **Navy & Marine Corps: Urgent Need Process (UNP) / Rapid Deployment Capability (RDC) / Rapid Development and Deployment (RDD).** Initiated via Service chain-of-command. Certified by Naval Component Commander or Marine Corps component commander of supported COCOM. DON UNP encompasses Navy urgent operational need (UON) and Marine Corps urgent universal need statement (UUNS), and processes joint urgent operational needs (JUONs) that are assigned to the Department of the Navy. (SECNAVINST 5000.2E).
- **Air Force: Urgent Operational Need (UON)** from warfighting commander to lead command and HQAF. Validated by AFROC (AFI 10-601) .



U.S. Special Operations Command Rapid Response Process

- **USSOCOM Combat Mission Need Statement (C-MNS)** supports urgent new or existing materiel needs
 - Operational unit prepares the C-MNS
 - C-MNS endorsed by Theater Special Operations Command (TSOC) Commander and USSOCOM component
 - HQ USSCOM forms rapid response team to rapidly identify, validate, approve and field a solution.
 - Normally fields new or existing materiel within 180 days of C-MNS approval.

- **Validation** - The review and approval of capability requirement documents by a designated validation authority. The JROC is the ultimate validation authority for capability requirements unless otherwise delegated to a subordinate board or to a designated validation authority in a Service, Combatant Command, or other DOD Component.

From CJCSI 3170.01H



Contingency Operation Defined

Title 10 United States Code (USC) 100 a (13) The term “contingency operation” means a military operation that—

(A) is designated by the Secretary of Defense as an operation in which members of the armed forces are or may become involved in military actions, operations, or hostilities against an enemy of the United States or against an opposing military force; or

(B) results in the call or order to, or retention on, active duty of members of the uniformed services under section 688, 12301 (a), 12302, 12304, 12305, or 12406 of this title, chapter 15 of this title, section 712 of title 14, or any other provision of law during a war or during a national emergency declared by the President or Congress.



Contingency Operation Defined (cont.)

10 USC § 688 - Retired members: authority to order to active duty

10 USC 12301 (a) In time of war or of national emergency declared by Congress, or when otherwise authorized by law, an authority designated by the Secretary concerned may, without the consent of the persons affected, order any unit, and any member not assigned to a unit organized to serve as a unit, of a reserve component under the jurisdiction of that Secretary to active duty for the duration of the war or emergency and for six months thereafter.

10 USC 12302 (a) In time of national emergency declared by the President after January 1, 1953, or when otherwise authorized by law, an authority designated by the Secretary concerned may, without the consent of the persons concerned, order any unit, and any member not assigned to a unit organized to serve as a unit, in the Ready Reserve under the jurisdiction of that Secretary to active duty for not more than 24 consecutive months.

10 USC § 12304 - Selected Reserve and certain Individual Ready Reserve members; order to active duty other than during war or national emergency. Notwithstanding the provisions of section 12302 (a) or any other provision of law, when the President determines that it is necessary to augment the active forces for any operational mission or that it is necessary to provide assistance referred to in subsection (b), he may authorize the Secretary of Defense and the Secretary of Homeland Security with respect to the Coast Guard when it is not operating as a service in the Navy, without the consent of the members concerned, to order any unit, and any member not assigned to a unit organized to serve as a unit of the Selected Reserve (as defined in section 10143 (a) of this title), or any member in the Individual Ready Reserve mobilization category and designated as essential under regulations prescribed by the Secretary concerned, under their respective jurisdictions, to active duty for not more than 365 days

10 USC § 12305 - Authority of President to suspend certain laws relating to promotion, retirement, and separation. Notwithstanding any other provision of law, during any period members of a reserve component are serving on active duty pursuant to an order to active duty under authority of section 12301, 12302, or 12304 of this title, the President may suspend any provision of law relating to promotion, retirement, or separation applicable to any member of the armed forces who the President determines is essential to the national security of the United States.

10 USC § 12406 - National Guard in Federal service: call. Whenever—

- (1) the United States, or any of the Commonwealths or possessions, is invaded or is in danger of invasion by a foreign nation;
- (2) there is a rebellion or danger of a rebellion against the authority of the Government of the United States; or
- (3) the President is unable with the regular forces to execute the laws of the United States;
- the President may call into Federal service members and units of the National Guard of any State in such numbers as he considers necessary to repel the invasion, suppress the rebellion, or execute those laws. Orders for these purposes shall be issued through the governors of the States or, in the case of the District of Columbia, through the commanding general of the National Guard of the District of Columbia

10 USC Chapter 15 – INSURRECTION

14 USC Section 712 – Active duty for emergency augmentation of regular forces by United States Coast Guard (NEW)