



Department of Defense **DIRECTIVE**

NUMBER 5000.71

August 24, 2012

Incorporating Change 2, Effective May 29, 2020

USD(A&S)

SUBJECT: Rapid Fulfillment of Combatant Commander Urgent Operational Needs

References: See Enclosure 1

1. PURPOSE. This directive:

a. Establishes the Warfighter Senior Integration Group (SIG) as a standing DoD-wide forum to:

(1) Lead and facilitate agile and rapid responses to combatant commander urgent operational needs (UONs), and to recognize, respond to, and mitigate the risk of operational surprise associated with ongoing or anticipated near-term contingency operations. These UONs include joint urgent operational needs (JUONs), and joint emergent operational needs (JEONs) identified by combatant command (CCMDs).

(2) Facilitate the resolution of other urgent warfighter issues as identified by the Co-Chairs of the Warfighter SIG.

b. Establishes policy, assigns responsibilities, and provides direction to facilitate the rapid delivery of capabilities in response to UONs, consistent with all applicable laws and governing regulations.

c. Incorporates and cancels Deputy Secretary of Defense Memorandums (References (a), (b), and (c)), Directive-type Memorandum 11-006 (Reference (d)), and Secretary of Defense Memorandum (Reference (e)).

2. APPLICABILITY. This directive applies to:

a. OSD, the Military Departments, the Office of the Chairman of the Joint Chiefs of Staff (CJCS) and the Joint Staff, the CCMDs, the Office of the Inspector General of the Department of Defense, the Defense Agencies, the DoD Field Activities, and all other organizational entities within the DoD (referred to collectively in this directive as the “DoD Components”).

b. The requirements, resources, acquisition, fielding, operation, support and disposition of capabilities that fulfill UONs.

3. POLICY. It is DoD policy that:

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. An agile U.S. defense is essential in a world of rapid change. Responding to an urgent operational need occurs in three steps. The Warfighter SIG oversees, prioritizes, and facilitates these steps.

(1) First, the need or requirement is validated.

(2) Second, a valid solution, consisting of a combination of materiel solution and tactics, techniques, and procedures, is identified. To be valid for purposes of execution through the Warfighter SIG, the solution must be capable of being fielded within 2 years of the validation of the urgent need, in a manner that resolves or substantially mitigates the underlying need.

(3) Third, the solution must be rapidly executed, including completing any development (necessarily minimal, given the timeline), acquisition, identification and prioritization of funding, training, and fielding.

b. Combatant commanders will use the UON processes to identify operational vulnerabilities that require resources and/or capabilities beyond those available through the global force management process and more rapidly than the traditional Planning, Programming, Budgeting and Execution System (PPBES) and Defense Acquisition System (DAS) allow.

c. The Co-Chairs of the Warfighter SIG will prioritize and direct actions to meet urgent requirements and to integrate department wide efforts to manage the institutional response to operational surprise. The Warfighter SIG is the 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.

d. DoD Components will use all available authorities to fund, develop, assess, produce, deploy, operate, and sustain UON capabilities expeditiously. Fielding of an interim solution, even if it provides less than full capability, will not be delayed to enable extended development of immature technology. In those cases where technology is not sufficiently mature to resolve or substantially mitigate the identified need within 2 years from the date of UON validation, the requirement should be considered in the normal budget review process.

e. Requirements, acquisition, and budgeting processes and decisions will be linked to support a timeline appropriate to the need.

(1) To the extent possible, actions to resolve UONs will be accomplished by using parallel, rather than sequential, processes to refine and prioritize requirements, execute rapid acquisition actions, and allocate resources on a more expedited timetable than the deliberate PPBES process. These processes will be transparent to Congress to ensure disciplined use of enabling authorities.

(2) Subject to statutes and regulation, UON processes will be optimized for speed and accept reasonable risk with regard to cost, performance and other doctrine, organization, training, materiel, leadership and education, personnel, and facilities considerations. Actions will be taken swiftly and senior leaders will ensure that staffing processes do not inordinately delay the fielding of critical capabilities.

(3) 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.

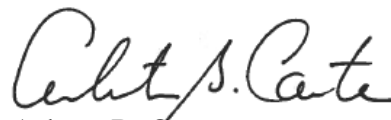
f. DoD Components will establish supporting policies and procedures, in accordance with Enclosure 2, for the expeditious identification, submission, evaluation, validation, and resolution of UONs and provide visibility to the Warfighter SIG of their efforts to resolve UONs.

4. RESPONSIBILITIES. See Enclosure 2.

5. RELEASABILITY. **Cleared for public release.** This directive is available on the Directives Division Website at <https://www.esd.whs.mil/DD/>.

6. SUMMARY OF CHANGE 2. The change to this issuance updates references and organizational titles and removes expiration language in accordance with current Chief Management Officer of the Department of Defense direction.

7. EFFECTIVE DATE. This directive is effective August 24, 2012.



Ashton B. Carter
Deputy Secretary of Defense

Enclosures

1. References
2. Responsibilities
3. DoD Warfighter SIG

Glossary

ENCLOSURE 1

REFERENCES

- (a) Deputy Secretary of Defense Memorandum, "Meeting Immediate Warfighter Needs (IWNs)," September 3, 2004 (hereby cancelled)
- (b) Deputy Secretary of Defense Memorandum, "Meeting Immediate Warfighter Needs (IWNs)," November 15, 2004 (hereby cancelled)
- (c) Deputy Secretary of Defense Memorandum, "Rapidly Fulfilling Combatant Commander Urgent Operational Needs," June 14, 2012 (hereby cancelled)
- (d) Directive-Type Memorandum (DTM) 11-006, "Establishment of the Senior Integration Group (SIG) for the Resolution of Joint Urgent Operational Needs (JUONs)," June 14, 2011 (hereby cancelled)
- (e) Secretary of Defense Memorandum, "Establishment of Mine Resistant Ambush Protected Vehicle Task Force," May 30, 2007 (hereby cancelled)
- (f) Section 806 of Public Law 107-314, "The Bob Stump National Defense Authorization Act for Fiscal Year 2003," December 2, 2002
- (g) Title 10, United States Code
- (h) Under Secretary of Defense for Acquisition, Technology, and Logistics Memorandum, "Acquisition Actions in Support of Joint Urgent Operational Needs (JUONs)," March 29, 2010
- (i) Chairman of the Joint Chiefs of Staff Instruction 3170.01H, "Joint Capabilities Integration and Development System," January 10, 2012

ENCLOSURE 2

RESPONSIBILITIES

1. DEPUTY SECRETARY OF DEFENSE (DepSecDef). The DepSecDef serves as the Chair of the Warfighter SIG.

2. DIRECTOR, JOINT RAPID ACQUISITION CELL (JRAC). Under the authority, direction, and operational control of the DepSecDef, the Director, JRAC:
 - a. Serves as Executive Secretary to the Warfighter SIG.

 - b. Convenes Warfighter SIG meetings at the request of the Warfighter SIG Chair or Co-Chair.

 - c. Develops implementing policies and procedures for the operation of the Warfighter SIG and the JRAC.

 - d. Establishes, chairs or assigns working groups subordinate to the Warfighter SIG as required to integrate DoD Component efforts to facilitate agile and rapid response to urgent needs, and to respond to and mitigate the risk of operational surprise associated with ongoing or anticipated near-term contingency operations.

 - e. Receives and evaluates validated JUONs/JEONs, and other critical warfighter issues that the Warfighter SIG designates for action; designates DoD Components to be responsible for the fulfillment of urgent needs. Monitors the progress and completion of the actions to ensure rapid fielding of needed capabilities.

 - f. Maintains visibility of DoD Component efforts to satisfy UONs and informs the Warfighter SIG of the status of JUON/JEON funding, contracting, delivery, performance, training, fielding, sustainment, and/or other issues affecting timely fulfillment.

 - g. Facilitates, generates, and/or sponsors legislative and policy actions that promote the effectiveness, efficiency, and timeliness of satisfying validated UONs across DoD.

 - h. Serves as the senior official within OSD with primary responsibility for making recommendations to the Secretary of Defense on the use of rapid acquisition authority (RAA) as provided for in subsections (c) and (d) of section 806 of Public Law 107-314 (Reference (f)).

 - i. Advises the Under Secretary of Defense (Comptroller)/Chief Financial Officer, Department of Defense (USD(C)/CFO) of resources required to facilitate the timely resolution of urgent warfighter needs and assist in the resolution of funding issues as required.

3. UNDER SECRETARY OF DEFENSE FOR ACQUISITION, TECHNOLOGY, AND LOGISTICS (USD(AT&L)). The USD(AT&L):

- a. Designates general or flag officer (G/FO) or Senior Executive Service (SES) representatives to the Warfighter SIG in accordance with Enclosure 3 of this directive.
- b. In consultation with the DepSecDef, designates a G/FO or SES as Executive Secretary to the Warfighter SIG and Director, JRAC and provides resources, including administrative, logistic, and personnel support to enable the Warfighter Secretariat and the JRAC to effectively function.
- c. Establishes policies and procedures to facilitate DoD rapid acquisition of capabilities to resolve UONs and to operate and sustain UON solutions.
- d. Provides proactive and continuous analyses of emerging technical threats and supports research and development, prototyping, and experimentation efforts to develop and demonstrate mitigating capabilities. Maintains flexibility within DoD research, development, test, and evaluation accounts to enable a quick reaction capability to prototype and demonstrate mature technologies that will mitigate the risk of operational surprise.
- e. Assesses the adequacy of DoD Component science and technology programs and investments to provide those technical capabilities required for near-term contingency operations, as defined in section 100a(13) of Title 10, United States Code (Reference (g)). Makes recommendations to the Warfighter SIG for modification or initiation of programs needed in anticipation of emerging urgent needs or areas of technical surprise.

4. USD(C)/CFO. The USD(C)/CFO:

- a. Designates a G/FO or SES representative to the Warfighter SIG in accordance with Enclosure 3 of this directive.
- b. Develops policies and procedures to ensure that UON initiatives are rapidly funded and that any use of execution year transfer authority is well disciplined and fully transparent to Congress.
- c. Assesses DoD Component funding strategies to support UON solutions and identifies and recommends current execution year offsets when required.
- d. Supports and manages, in coordination with the Director, JRAC, the Joint Urgent Operational Need Fund as established by section 2216a of Reference (g).

5. UNDER SECRETARY OF DEFENSE FOR POLICY (USD (P)). The USD(P):

a. Designates a G/FO or SES representative to the Warfighter SIG in accordance with Enclosure 3 of this directive.

b. Supports the rapid development and demonstration of a broad range of DoD capabilities supporting the warfighter to mitigate the risk of emerging transnational threats and operational surprise.

c. Facilitates and coordinates interagency actions and issues in support of Warfighter SIG actions and in response to UONs.

6. UNDER SECRETARY OF DEFENSE FOR PERSONNEL AND READINESS (USD(P&R)). The USD(P&R):

a. Designates a G/FO or SES representative to the Warfighter SIG in accordance with Enclosure 3 of this directive.

b. Provides oversight of training, exercises, and readiness policies to ensure that DoD Components are fully prepared to field and operate UON solutions.

7. UNDER SECRETARY OF DEFENSE FOR INTELLIGENCE AND SECURITY (USD(I&S)). The USD(I&S):

a. Designates a G/FO or SES representative to the Warfighter SIG in accordance with Enclosure 3 of this directive.

b. Facilitates action by the Defense Intelligence Enterprise to expedite resolution of UONs. Coordinates with the Director of National Intelligence the timely resolution of DoD national intelligence shortfalls presented by UONs and other SIG designated items.

c. Identifies and recommends solutions to resource, program, and resolve other challenges associated with deploying and optimizing intelligence, surveillance, and reconnaissance capability for contingency operations.

8. DIRECTOR, OPERATIONAL TEST AND EVALUATION (DOT&E). The DOT&E:

a. Designates a G/FO or SES representative to the Warfighter SIG in accordance with Enclosure 3 of this directive.

b. Establishes policy for the rapid conduct of JUON/JEON related evaluations to assess demonstrated performance and safety.

9. DIRECTOR, COST ASSESSMENT AND PROGRAM EVALUATION (DCAPE). The DCAPE:

- a. Designates a G/FO or SES representative to the Warfighter SIG in accordance with Enclosure 3 of this directive.
- b. Assesses the programmatic implications of DoD Component funding strategies to support UONs.

10. SECRETARIES OF THE MILITARY DEPARTMENTS. The Secretaries of the Military Departments:

- a. Designate a G/FO or SES representative to the Warfighter SIG in accordance with Enclosure 3 of this directive. The Secretary of the Navy designates two representatives.
- b. Establish policies and procedures consistent with this directive and CJCS and USD(AT&L) instructions for the expeditious identification, submission, evaluation, validation, and resolution of UONs and the development, resourcing, acquisition, fielding, training, sustainment, and disposition of solutions responding to these capability gaps. Periodically review and update policies and procedures as appropriate to ensure organizational readiness to identify and respond to UONs is effectively maintained.
- c. Provide visibility to the Warfighter SIG of all strategies developed and actions taken in response to validated UONs.
- d. Ensure adequate training and sustainment for non-standard equipment fielded in response to UONs is provided to enable rapid and effective integration into the supported commander's operations.
- e. Request RAA when certain waivers of law, regulation, or policy are required to enable a quick response to UONs in accordance with procedures in the March 29, 2010 USD(AT&L) Memorandum (Reference (h)).

11. CJCS. The CJCS:

- a. Designates the Vice Chairman of the Joint Chiefs of Staff as Co-Chair of the Warfighter SIG in accordance with Enclosure 3 of this directive.
- b. Establishes policies and procedures through which CCMDs may quickly identify, prioritize, and communicate urgent capability gaps that represent significant near-term risk to mission success or safety of U.S. forces. Gaps may be associated with an ongoing contingency operation, or may represent such significant risk to future missions that the CCMD believes urgent out-of-cycle resourcing and acquisition actions are justified.
- c. Establishes procedures for the CCMDs, Military Services, and Combat Support Agencies to identify indications of operational surprise associated with ongoing or imminent contingency

operations and promptly notifies the Warfighter SIG Executive Secretary of instances where urgent action may mitigate the risk to tactical and operational level forces.

d. Serves as the validation authority for JUONs and JEONs and establishes procedures to ensure the timely validation of needs. In validating such requirements, the CJCS should consider both the operational risk and the likely impact of not addressing the capability gap on mission success or the safety of U.S. forces.

e. Establishes procedures for the CCMDs to assess the sufficiency of rapidly fielded solutions to mitigate UONs.

12. COMBATANT COMMANDERS. The combatant commanders:

a. Designate a G/FO or SES representative to the Warfighter SIG as requested by the Warfighter SIG Chair and in accordance with Enclosure 3 of this directive.

b. Identify, assess, and prioritize JUONs/JEONs and submit them to the Joint Staff for validation in compliance with CJCS instructions.

13. DIRECTOR, JOINT IMPROVISED EXPLOSIVE DEVICE DEFEAT ORGANIZATION (JIEDDO). The Director, JIEDDO:

a. Designates a G/FO or SES representative to the Warfighter SIG in accordance with Enclosure 3 of this directive.

b. Provides proactive and continuous analyses of emerging improvised explosive device (IED) threats and supports research and development prototyping and experimentation efforts to develop and demonstrate mitigating capabilities.

c. Assesses the adequacy of DoD component counter improvised explosive device (C-IED) related science and technology programs and investments to provide those technical capabilities required for near term contingency operations.

d. Provides visibility to the Warfighter SIG of all strategies developed and actions taken in response to UONs and other JIEDDO initiatives.

e. Provides guidance for the appropriate transition of C-IED capabilities acquired through rapid fielding into the traditional budget, requirements, and acquisition process for purposes of contracts for follow-on production, sustainment, and logistics support.

f. Manages the Joint IED Defeat Fund to maintain flexibility to conduct a rapid requirements process, rapid analysis of solutions, rapid research and development, production and fielding of C-IED capabilities.

g. Requests RAA when certain waivers of law, regulation or policy are required to enable a quick response to UONs in accordance with the procedures in Reference (h).

14. OTHER DoD COMPONENT HEADS. The other DoD Component heads not individually assigned responsibility in this enclosure:

a. Designate a G/FO or SES representative to the Warfighter SIG as requested by the Warfighter SIG Chair and in accordance with Enclosure 3 of this directive.

b. Provide visibility to the Warfighter SIG of all strategies developed and actions taken in response to UONs.

ENCLOSURE 3

DoD WARFIGHTER SIG

1. PURPOSE. The Warfighter SIG is established to provide a standing DoD-wide forum with the mission of leading and facilitating agile and rapid response to UONs and recognizing, responding to, and mitigating the risk of operational surprise associated with ongoing or anticipated near-term contingencies.

2. MEMBERSHIP

- a. Deputy Secretary of Defense, Chair
- b. Vice Chairman of the Joint Chiefs of Staff, Co-Chair
- c. Members include G/FO or SES level representatives from:
 - (1) Department of the Army
 - (2) Department of the Navy (2 members)
 - (3) Department of the Air Force
 - (4) USD(AT&L)
 - (5) USD(P)
 - (6) USD(C)/CFO
 - (7) USD(P&R)
 - (8) USD(I&S)
 - (9) Assistant Secretary of Defense for Research and Engineering
 - (10) Assistant Secretary of Defense for Logistics and Materiel Readiness
 - (11) Director, Defense Procurement and Acquisition Policy
 - (12) DOT&E
 - (13) DCAPE
 - (14) Director, JIEDDO

(15) Director, JRAC

(16) Combatant commanders, as identified by the Warfighter SIG Chair

(17) Other members, as identified by the Warfighter SIG Chair

d. The Director, JRAC, will serve as Executive Secretary.

3. RESPONSIBILITIES. The Warfighter SIG:

a. Ensures that all efforts across the DoD are synchronized, streamlined, and tightly integrated to recognize, respond to, and mitigate the risk of operational surprise associated with ongoing or anticipated near-term contingency operations.

b. Has the authority to prioritize and direct actions to meet urgent requirements and directs action to identify, develop, fund, acquire, field and sustain solutions to those needs.

c. To the extent possible, works with and through established organizations and structures to facilitate rapid acquisition support to current or anticipated contingency operations.

d. Reviews, assesses, and monitors critical warfighter requirements and identifies those requiring rapid response, joint management, oversight, and resolution by the Warfighter SIG.

e. Adjudicates issues concerning the fulfillment of validated UONs and reviews, monitors, and oversees efforts to provide rapid acquisition support to current or anticipated contingency operations.

f. Ensures reporting mechanisms are effectively communicating the highest priority warfighter needs to the requirements, resourcing, and acquisition communities as well as providing timely feedback on the performance of fielded solutions.

g. Continually assesses the actions taken by the DoD Components in resolving UONs and implements any changes necessary to expeditiously satisfy urgent needs.

h. Establishes DoD-level task forces, as required, to focus DoD efforts to resolve UONs or address capability surprises within specified capability domains.

GLOSSARY

PART I. ABBREVIATIONS AND ACRONYMS

CCMD	combatant command
C-IED	counter-improvised explosive device
CJCS	Chairman of the Joint Chiefs of Staff
DAS	Defense Acquisition System
DCAPE	Director, Cost Assessment and Program Evaluation
DepSecDef	Deputy Secretary of Defense
DOT&E	Director, Operational Test And Evaluation
G/FO	general or flag officer
IED	improvised explosive device
JEON	joint emergent operational need
JIEDDO	Joint Improvised Explosive Device Defeat Organization
JRAC	Joint Rapid Acquisition Cell
JUON	joint urgent operational need
PPBES	Planning, Programming, Budgeting and Execution System
RAA	rapid acquisition authority
SIG	Senior Integration Group
SES	Senior Executive Service
UON	urgent operational need
USD(AT&L)	Under Secretary of Defense for Acquisition, Technology, and Logistics
USD(C)/CFO	Under Secretary of Defense (Comptroller)/Chief Financial Officer, Department of Defense
USD(I&S)	Under Secretary of Defense for Intelligence and Security
USD(P)	Under Secretary of Defense for Policy
USD(P&R)	Under Secretary of Defense for Personnel and Readiness

PART II. DEFINITIONS

JEON. Defined in CJCS Instruction 3170.01H (Reference (i)).

JUON. Defined in Reference (i).

UON. Defined in Reference (i).