

CHAIRMAN OF THE JOINT CHIEFS OF STAFF INSTRUCTION

J-8
DISTRIBUTION: A, B, C, J, S

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15 July 2005
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RAPID VALIDATION AND RESOURCING OF JOINT URGENT OPERATIONAL NEEDS (JUONS) IN THE YEAR OF EXECUTION

References: See Enclosure C.

1. Purpose. This instruction:

a. Establishes policy and procedures to facilitate assessment, validation, sourcing, resourcing (in accordance with DOD 7000.14-R, "DOD Financial Management Regulations (FMRs)") and fielding of operationally driven urgent, execution-year combatant commander needs. Generally, these needs can be considered as life- or combat-mission-threatening needs, based on unforeseen military requirements that must be resolved in days, weeks or months. This process is not intended to replace the Joint Capabilities Integration and Development System (JCIDS) process but rather to accelerate the process of fielding readily available systems to satisfy joint urgent wartime needs.

b. Delegates shared oversight responsibility of the process to validate and resource combatant commander urgent needs in the year of execution to the Director for Force Structure, Resources and Assessment, Joint Staff/J-8; Deputy Comptroller (Program/Budget) Office of the Under Secretary of Defense (Comptroller); and the Joint Rapid Acquisition Cell (JRAC), Office of the Secretary of Defense for Acquisition, Technology and Logistics (OSD(AT&L)).

c. Provides policies and procedures for initiation, review, evaluation, approval and followup of combatant commander urgent operational needs requests.

2. Cancellation. None.

3. Applicability. This instruction applies to combatant commands with a JUON and the Joint Staff, Services, combat support agencies and combatant commands in support of the JUON process. It can only be used to field Acquisition Category (ACAT) II, III or IV equivalent programs. In addition, this instruction applies to supporting combatant commands deployed or already operationally employed in support of SecDef-directed missions. Requests should be classified in accordance with DOD Directive (DODD) 5200-1, DODD 5200.1-R and DODD 7000-14R. Because support from other DOD offices and agencies will be critical to effectively address validation of JUONs, this instruction encourages their participation and provides these offices and agencies with necessary process information to enable their participation.

4. Policy

a. The purpose of this instruction is to document the process to rapidly validate and resource deployed and/or employed combatant commander's JUONs. This need must be quickly addressed in order to prevent combat-related loss of life and/or mission failure. It must also be considered inherently joint in nature (e.g., theater-wide combatant commander need spanning multiple Services) and outside of the scope of existing DOD 5000 series and Service processes; i.e., Air Force's combat capability document (CCD), Army's operational need statement (ONS), Marine's urgent universal need statement (UNS), Navy's rapid deployment capability (RDC) and USSOCOM's combat-mission need statement (CMNS). This process is not intended to compete with any of the current Service processes but rather to complement them. It is also not intended to replace any other Joint Staff process; e.g., the combating terrorism, rapid initiative fund (Cbt, RIF), combatant commander initiative fund (CCIF) or the command and control initiative program (C2IP) but rather potentially leverage off these processes and focus them when necessary in support of combatant commander JUONs.

b. CJCS Role. The Chairman of the Joint Chiefs of Staff establishes and publishes policies and procedures governing the combatant commander operational needs validation and resourcing process.

c. Combatant Commander Role. The combatant commander role is to identify, validate and prioritize JUONs that are not being met within their AOR and forward those that are "urgent and compelling"

to the Joint Staff for action via the process noted herein (and simultaneously to the JRAC). The combatant commander assists in the sourcing and resourcing of the need in conjunction with this Joint Staff process and directs urgent operational needs more appropriately satisfied through a Service process to the already existing Service process.

d. Services' Role. Lead Services will recommend proposed solutions and funding strategies as requested by the gatekeeper (the Vice Director/J-8 (VDJ-8)) or directed by the Senior Comptroller Financial and Budget Officer Director's (BOD) Board or JRAC.

e. Joint Staff Role. The Joint Staff/J-8 will provide the primary direct communications with the combatant commands for receipt of JUONs. Communication will be done via the SIPRNET. The VDJ-8, in his role as the gatekeeper, will follow the procedures in Enclosure A. The Joint Staff will also provide subject matter expertise, to include intelligence, operational, etc., within the Functional Capabilities Board (FCB) Working Group (WG), as required.

f. FCB Role. The FCB chair (or his or her designee) will provide a JUON validation recommendation to the JCB and/or JRAC and advise on the funding strategy the designated Service/agency (DS/A) proposes to the JCB.

g. JCB Role. The JCB will validate the JUON recommendation in support of a decision by the OSD-Comptroller-chaired BOD Board.

h. BOD Board Role. The BODs will render resourcing decisions on JUONs. (Refer to page GL-2, subparagraph h, for the BOD Board composition and responsibility.)

i. Linkages. The JUON process acts as the incubator for the identification of combat capability that later informs the USJFCOM Lessons Learned Program, Joint Quarterly Readiness Review (JQRR) and the combatant commander integrated priority list process. As critical gaps are identified via a JUON, they should be captured as lessons learned for subsequent, similar future or ongoing conflicts and identified as shortfalls in readiness for deploying and/or employed units. The gaps should be categorized into longer-term integrated priority lists if the JUON solution is temporary and a broader, more complete capability must be fielded through the standard acquisition process.

j. Implementation and Supplementation. This instruction will not be supplemented without the prior approval of the Vice Chairman of the Joint Chiefs of Staff or a delegated representative.

k. Funding. No stand-alone funds will be programmed to support Joint Staff validation and resourcing of urgent combatant commander operational needs coordination efforts. DS/A will propose JOUN resourcing, which the FCB or JRAC (in the case of immediate warfighter needs (IWNs)) will evaluate, and the BOD Board or Secretary of Defense and/or Deputy Secretary of Defense will approve.

5. Definitions. See Glossary.

6. Responsibilities. See Enclosure A.

7. Summary of Changes. None.

8. Releasability. This directive is approved for public release; distribution is unlimited. DOD components (to include the combatant commands), other federal agencies and the public may obtain copies of this directive through the Internet from the CJCS Directives Electronic Library at http://www.dtic.mil/cjcs_directives. Copies are also available from the Government Printing Office on the Joint Electronic Library CD-ROM.

9. Effective Date. This instruction is effective upon receipt.

For the Chairman of the Joint Chiefs of Staff:



NORTON A. SCHWARTZ
Lieutenant General, USAF
Director, Joint Staff

Enclosures:

- A – Joint Staff Rapid Validation and Resourcing Process
- B – Joint Staff Rapid Validation and Resourcing Request Format
- C – References
- GL – Glossary

DISTRIBUTION

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ENCLOSURE A

JOINT STAFF RAPID VALIDATION AND RESOURCING PROCESS

1. Background

a. Current Capabilities. The DOD 5000 series of instructions regulate government acquisition for ACAT I programs in a very deliberate and programmed manner. Services use various methods to shorten the acquisition timelines for less than ACAT I programs to meet urgent and compelling needs during crisis and conflict.

(1) Air Force. The USAF CCD is unique to the Air Force and used in lieu of an initial capability document, capability development document and capability production document to support an interim solution to a warfighter's urgent capability needs. When combatant commanders have recognized a capability gap and/or shortfall that could result in loss of life and/or prevent mission accomplishment, they submit an urgent need to the lead major command (MAJCOM) for requirements identification and approval. An urgent need does not become a CCD until the lead MAJCOM has approved the requirement and has submitted it to HQ USAF for action. In most cases, the lead MAJCOM satisfies the combatant commander's urgent need through means other than the CCD process (non-materiel solution, internal programming authority, off-the-shelf purchase, etc.). This is the preferred method as it provides the quickest support to the warfighter. Currently, there is no requirement for a combatant commander to write or endorse the CCD in AFI 63-114, "Rapid Response Process;" however, combatant commander endorsement is usually requested.

(2) Army. HQ Department of the Army (DAMO/RQ) uses the ONS, described in AR 71-9, "Materiel Requirements," para 3 and 4 and Appendix B. The required 120-day action time has been replaced with a "do it now" approach. The combatant commander may ask the Army component commander to initiate, but endorsement of component initiatives is not required unless HQ DA specifically requests an endorsement. The first general officer in the chain of command is all DAMO/RQ needs to start the process.

(3) Marine Corps. The Marine Corps follows the DOD 5000 series and uses the process for commercial off-the-shelf (COTS) procurement. The Marine component within the combatant command initiates the urgent universal need statement requests using the combat development universal need statement format. Criteria for submission is that the

request is an “urgent and compelling” requirement that if not filled would impact the operator’s ability to complete his or her mission. Intent is to fill the requirement within 60 days of Marine Requirements Oversight Council approval.

(4) Navy. The US Navy follows the DOD 5000 series and uses the process for COTS procurement. The Navy also has established a Rapid Deployment Capability program, defined in SECNAVINST 5000.2B, to field capability notionally in 4 to 6 months. All requests originate from the combatant commander through the supporting service component and take about 6 months to complete the process.

(5) United States Special Operations Command (USSOCOM). The USSOCOM Combat Mission Need Statement (C-MNS) process, documented in USSOCOM Directive 71-4, “Combat Mission Need Statement (CMNS) Process,” supports urgent and compelling new or existing materiel needs identified during preparation for or active special operations force (SOF) combat and/or contingency operations. A C-MNS must satisfy at least one of two criteria: (1) critical shortfall on the overall success of the mission (**mission failure**); or (2) critical combat survivability deficiency (**loss of life**). The C-MNS process supports expeditious acquisition of new or existing materials, normally fielded within 180 days of C-MNS approval. The solution must be sustainable through duration of combat or contingency operations. C-MNS materials are no longer maintained or sustained after the operation unless a capability document is approved in accordance with Directive 71-4. C-MNS approval includes resourcing to finance a rapid capability solution affordably. A C-MNS is prepared by the operational unit in the field, endorsed by the theater special operation command (TSOC) commander and endorsed by the USSOCOM component for USSOCOM validation and approval. Although the process parallels the JCIDS process in format, the C-MNS does not substitute for this process. Upon C-MNS receipt, a HQ USSOCOM rapid response team is formed from subject matter experts in each USSOCOM staff directorate and applicable components to identify, validate, approve and field a solution rapidly.

b. Shortfall. Service policies and procedures, established to provide an avenue to validate and resource urgent Service-unique needs, do not provide an opportunity to address theater-wide multi-Service combatant commander joint urgent operational needs.

c. Scope. The rapid validation and resourcing of JUONs is a time-sensitive process in support of a combatant commander involved in a combat-related ongoing operation. The main purpose of the process is to rapidly validate, resource and field, as necessary, urgent operational solutions that fall outside of the established Service processes, e.g., force protection in a joint rear area or theater-wide communications, in order to

prevent combat loss of life or combat-mission failure. They should not involve the development of a new technology or capability; however, the acceleration of an Advanced Concept Technology Demonstration (ACTD) or minor modification of an existing system to adapt to a new or similar mission is within the scope of the JUON validation and resourcing process. Options are to be considered across the realm of doctrine, organization, training, materiel, leadership, personnel and facilities (DOTMLPF) possibilities.

2. Process. The JUON process (see Figure 1) begins when a combatant commander submits a JUON using the format in Enclosure B (similar in format to the IWN Request Form found at the “Documents” link on the JRAC SIPRNET IWN portal: <http://www.acqs.osd.pentagon.smil.mil/jrac/> to eliminate duplicity). The JUON will be submitted to the Joint Staff/J-8 via the SIPRNET and simultaneously submitted to the JRAC. Copies will be furnished to other Joint Staff directorates as appropriate.

Notional Timeline
Per Phase / Cum

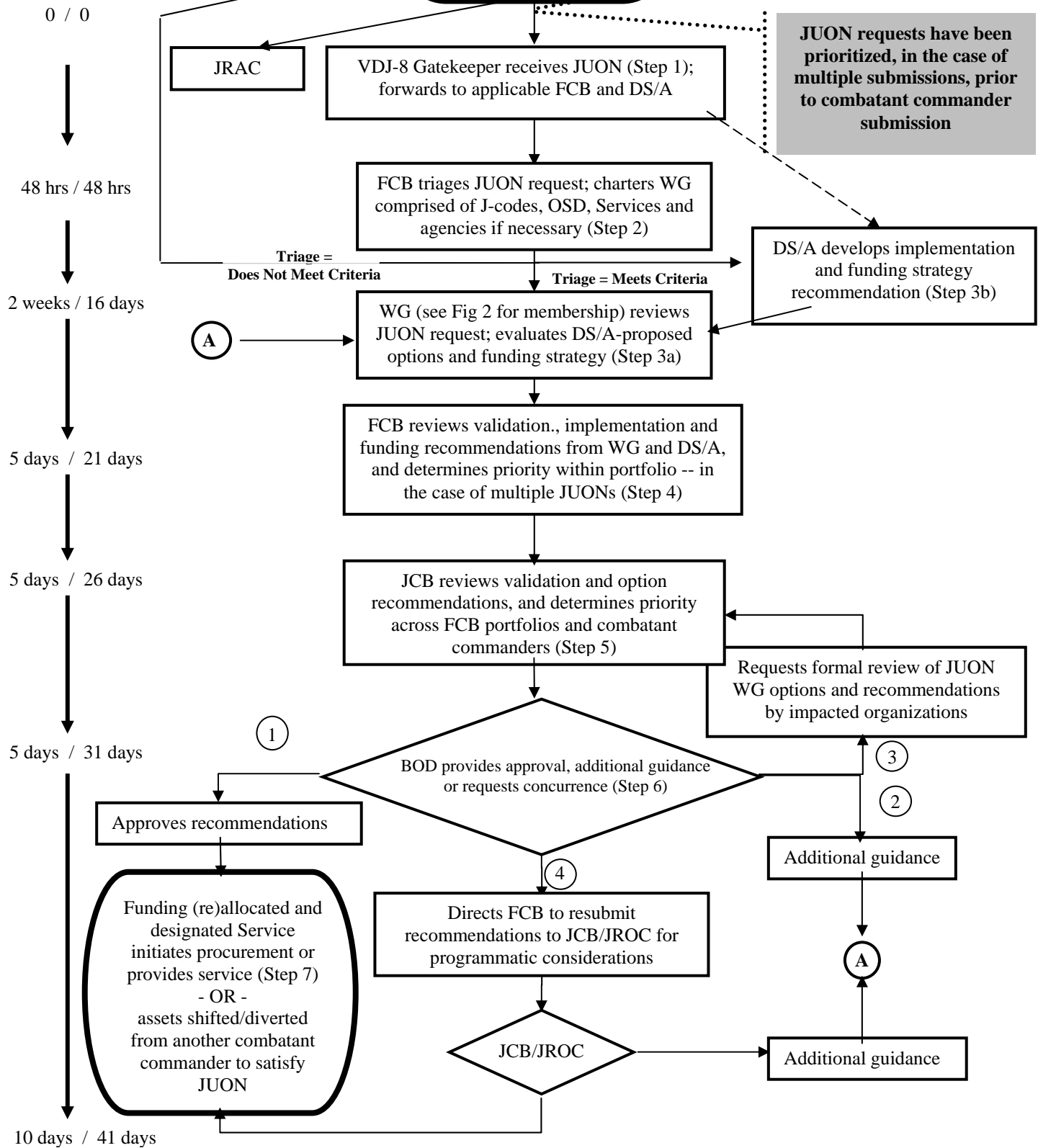


Figure 1. The JUON Validation & Resourcing Process

WG membership will usually include representatives from the following organizations:

- Requesting combatant commander
- Services (both operations, technical, budget and programming experts)
- Joint Staff (J-3, J-8 and other J-codes as necessary)
- OSD(Comptroller)
- OSD(Program Analysis and Evaluation)
- Applicable combatant commanders (particularly USJFCOM)
- ASD(NII) as required
- JRAC as required

Figure 2. Typical WG Membership

3. Responsibilities

a. Combatant Commanders. Combatant commanders will submit JUONs using the format in Enclosure B and must support the FCB WGs addressing JUON with additional information or coordination as necessary. Submittal will be via their combatant command J-8 or a single and consistent combatant commander-designated point of contact.

b. BOD Board. Approve course(s) of action(s) and direct implementation of funding strategies as assigned.

c. JRAC. The JRAC will be responsible for resolution of combatant commander-validated IWNs within the Department of Defense and for providing a single point of contact and accountability on the OSD staff for tracking the timeliness of actions. IWNs are specific hi-visibility JUONs that require resolution and capability fielding within 120 days or less. The JRAC consists of a core group and an advisory group. The core group is supported by the advisory group based on the specific IWN, and functions in a manner similar to an overarching integrated product team. The JRAC will take into the account the advice, assistance and validation by the Joint Staff in the designation and resolution of IWNs, their relative priorities and recommendations on operational risk. This cell will provide regular status reports to the Deputy Secretary of Defense on the Departments' progress (see references i and j).

d. JCB/JROC. The JCB (or JROC when required) will review and validate FCB JUON recommendations and prioritize multiple JUONs prior to the BODs review and approval.

e. FCB. The designated FCB will conduct an "in-house" triage of the JUON to determine whether it should continue through the process. If the analysis concludes that the JUON is urgent and compelling, the FCB will convene a working group in accordance with Enclosure A comprised of

Joint Staff, Service, OSD and agency subject matter experts. The working group will review the request, evaluate proposed options and resource DS/A recommendations, and provide validation and resourcing recommendations to the FCB for review and forwarding to the JCB. In the case of an IWN, it will become a JRAC-led action and the FCB chair will provide to the Joint Staff JRAC POC an IWN designation recommendation. Analysts from within the FCB will then act in an advisory role to the JRAC through IWN resolution. Additionally, the solutions the JRAC endorses will be used to inform the JCB as required. (See Figure 2 for a listing of organizations that will typically participate as working group members.)

f. Joint Staff. The Joint Staff will implement and support the JUON process by providing oversight and guidance to the JUON process, coordinating and hosting WG meetings and supporting FCB efforts to coordinate decisions through the BOD Board and JCB/JROC as necessary. Additionally, DJ-8, through his or her designated Gatekeeper representative, will allocate JUONs to their appropriate FCBs and recommend DS/A (lead Service) responsibility. The Joint Staff will also perform necessary reviews, within the established timelines herein, of information technology and/or national security systems to ensure applicable interoperability, supportability, testing, information assurance and information support plan requirements are implemented. The Joint Staff will also coordinate and/or advocate with outside agencies, when required, in support of the FCB WGs. Finally, the Joint Staff will advise the process when C2IP or the CCIF is recommended as a resourcing option and provide the necessary staffing support if that option is selected.

g. DS/A. The DS/A will provide the initial recommended course of action(s) and funding strategy to the FCB WG/JRAC and subsequently execute the approved JUON effort.

4. JUON Funding. Funding options that exist for supporting approved JUON efforts include: (1) using reprogrammed funds from existing Service/agency/Joint Staff funding lines; (2) an annual supplemental appropriation; or (3) using some other authority; e.g., CbtRIF, CCIF, C2IP. All validated JUON recommendations forwarded to the BODs will include a recommended funding strategy.

ENCLOSURE B

JOINT STAFF RAPID VALIDATION AND RESOURCING REQUEST
FORMAT

Title: (Unclassified version)

Submitted by: (Originator's organization; e.g., USCENTCOM/J-3)

Date Certified/Prioritized by Combatant Commander: (Date certified)

Relative Priority: 1, 2, 3

Priority 1: Most pressing priority in combatant commander theater; resources previously targeted to other urgent operational needs, but not committed, should be diverted to meet this need.

Priority 2: Next most pressing priority in combatant commander theater; resources previously targeted, but not committed to meet priority 3 urgent operational needs, should be diverted to meet this need.

Priority 3: Pressing priority.)

General Description: Describe in detail the nature of the urgency and impact to operations. Clearly state the operational impact, if not immediately resolved, in terms of mission failure or loss of life. Identify where the operational deficiency exists. Describe what is needed. What is the target, threat or operational deficiency? What cannot be done without new or improved equipment or materiel?

Mission and Threat Analysis: Describe the mission deficiency. Indicate the initial operational capability, desired date and any impacts to safety, survivability, personnel, training, logistics, communications, etc.

Non-Materiel Alternatives: Describe any non-materiel options and alternatives that were considered.

Potential Materiel Alternatives: If known, identify and discuss viable solutions that could improve operational capabilities or system performance.

Potential Resource Tradeoffs: If known, identify any less urgent programs that could be deferred or down scoped to resource the requirement.

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.

Points of Contact (POCs): Provide name, rank, office, telephone numbers and e-mail addresses (unclassified and SIPRNET). Two POCs are desired.

Authorized by: Release authority's name, rank and title.

ENCLOSURE C

REFERENCES

- a. CJCSI 3170.01 Series, "Joint Capabilities Integration and Development System"
- b. CJCSM 3170.01 Series, "Operations of the Joint Capabilities Integration and Development System"
- c. CJCSI 6212 Series, "Interoperability and Supportability of Information Technology and National Security Systems"
- d. DOD Directive 4630.5, 5 May 2004, "Interoperability and Supportability of Information Technology and National Security Systems"
- e. DOD Directive 5200.1, 13 December 1996, "DoD Information Security Program"
- f. DOD Directive 5200.1-R, January 1997, "DoD Information Security Program Regulation"
- g. DOD Instruction 4630.8, 2 May 2002, "Procedures for Interoperability and Supportability of Information Technology and National Security Systems"
- h. DOD 7000.14-R, Volumes 1-15, "DoD Financial Management Regulations (FMRs)"
- i. DepSecDef memorandum, 3 September 2004, "Meeting the Immediate Warfighter Needs"
- j. DepSecDef memorandum, 15 November 2004, "Meeting Immediate Warfighter Needs"

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GLOSSARY

joint urgent operational need (JUON) – An urgent operation need identified by a combatant commander involved in an ongoing named operation. A JUON’s main purpose is to identify and subsequently gain Joint Staff validation and resourcing of a solution, usually within days or weeks, to meet a specific high-priority combatant commander need. The scope of a combatant commander JUON will be limited to addressing urgent operational needs that: (1) fall outside of the established Service processes; and (2) most importantly, if not addressed immediately, will seriously endanger personnel or pose a major threat to ongoing operations. They should not involve the development of a new technology or capability; however, the acceleration of an Advanced Concept Technology Demonstration or minor modification of an existing system to adapt to a new or similar mission is within the scope of the JUON validation and resourcing process.

immediate warfighter need (IWN) – A subset of JUONs, so designated as IWNs by the Joint Rapid Acquisition Cell, and have a **materiel** or **logistics** solution that must be resolved within 120 days or less. This special category will confirm an added emphasis on the timely resolution of this urgent operation need and enhanced visibility to OSD and the Deputy Secretary of Defense.

“Urgent and Compelling” – Must be addressed immediately in order to prevent either **mission failure** or combat-related **loss of life**.

Joint Rapid Acquisition Cell (JRAC) – Consists of a core group (to include representatives from USD(AT&L), USD(Comptroller), DOD General Council and the Joint Staff) and an advisory group (which includes representatives from USD(I), USD(P&R), USD(P), ASD(NII), Director, Program Analysis and Evaluation (PA &E), combatant commanders, Military Services and the Director, Operational Test and Evaluation). The advisory group supports the core group based on the specific immediate warfighter need request and functions in a manner similar to an overarching integrated product team.

Functional Capabilities Board (FCB) Joint Urgent Operational Need (JUON) Working Group (WG) - An action officer-level group tasked to review a specific JUON request, develop technical and resourcing options and provide recommendations on validation and options. Membership on the WG will include representation from the requesting combatant commander and will usually include operation, technical and financial

representation from the following organizations, but may be tailored by the Director, J-8, or his or her representative to meet time and security sensitivities: Services, Joint Staff, OUSD(C), OSD(PA &E), applicable combatant commanders (particularly USJFCOM) and ASD(NII).

Functional Capabilities Board (FCB) – A G/FO-chaired, permanently established body that is responsible for the organization, analysis and prioritization of joint warfighting capabilities within an assigned functional area. Tasked to review recommendations of the FCB working group and provide recommendations on the priority of the JUON within their designated portfolio.

Joint Capabilities Board (JCB) – The JCB functions to assist the Joint Requirements Oversight Council in carrying out its duties and responsibilities. The JCB reviews and validates the recommendations prior to submission to the BOD Board for JUON action. The Joint Staff/J-8 chairs the JCB, which is comprised of flag officer/general officer representatives of the Services.

Budget Office Director's (BOD) Board – A newly formed board established to adjudicate execution-year resourcing issues in support of fulfilling JUONs. A Deputy OUSD(Comptroller)/J-8, Deputy for Resources and Acquisition (DDRA) co-chaired group, comprised of Service HQs' G/FO-level comptrollers. The BODs are responsible for reviewing and approving the Joint Capabilities Board recommendations to satisfy and resource a combatant commander JUON. Through this board, direction to reprogram funding within existing Service/Agency budgets will also occur.

designated Service/agency (DS/A) - The Service or agency identified to develop an initial course of action(s) and approved to be responsible for the overall management and execution of a JUON.