

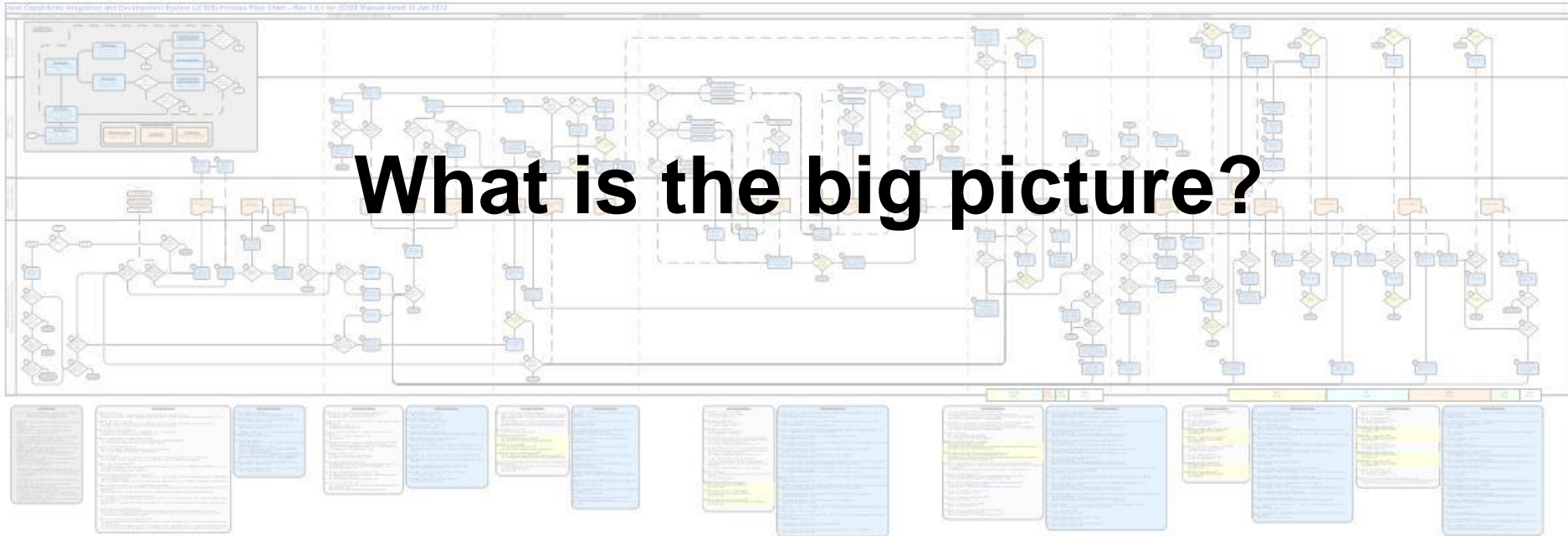
Dr. Scott Maley
Force Support Division
Joint Staff, J-8
scott.maley@js.pentagon.mil



- **Part 1:**
 - **What is the big picture?** *Why we have requirements...*
 - **Where have we been?** *A brief history of JCIDS...*

- **Part 2:**
 - **How did we set out to improve JCIDS?** *JCDPR efforts...*
 - **What did we change?** *Highlights of the new JCIDS process...*

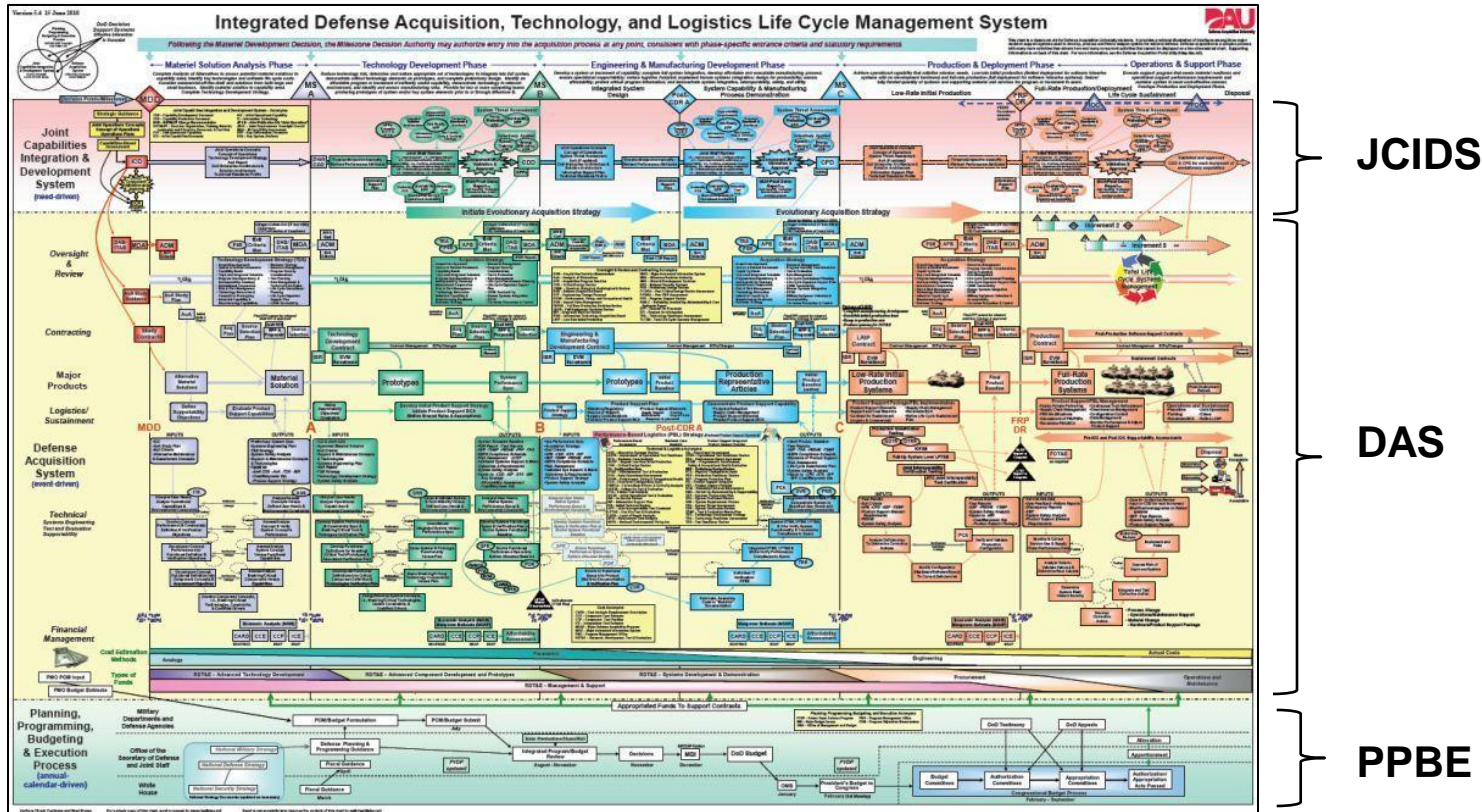
- **Part 3:**
 - **What does it mean to you?** *Bottom line...*
 - **Where are we going now?** *More change is coming...*





Why do we have JROC and JCIDS?

- One reason: acquisition of materiel capabilities for the warfighter



- But supporting acquisition is only part of the picture...



Title 10 – CJCS and JROC

- **CJCS Responsibilities** (10 USC Section 153)

- **Contingency Planning** (*Including assessment of deficiencies in force capabilities*)
- **Advice on Requirements, Programs, and Budget** (*Assessing and prioritizing requirements across the Joint force, providing advice on extent to which DoD Component programs/budgets align with priorities, providing alternative program/budget recommendations*)
- **Assessing Risks under National Military Strategy** (*Influenced by the extent to which the department is addressing validated requirements*)

- **JROC Responsibilities** (10 USC Section 181)

- **Assists the CJCS in**
 - Assessing, prioritizing, and approving joint military requirements
 - Considering cost, schedule (IOC), and performance trades, and ensuring resources (costs) are consistent with the level of priority assigned.
 - Ensuring input from Combatant Commanders (and JROC advisors) is considered

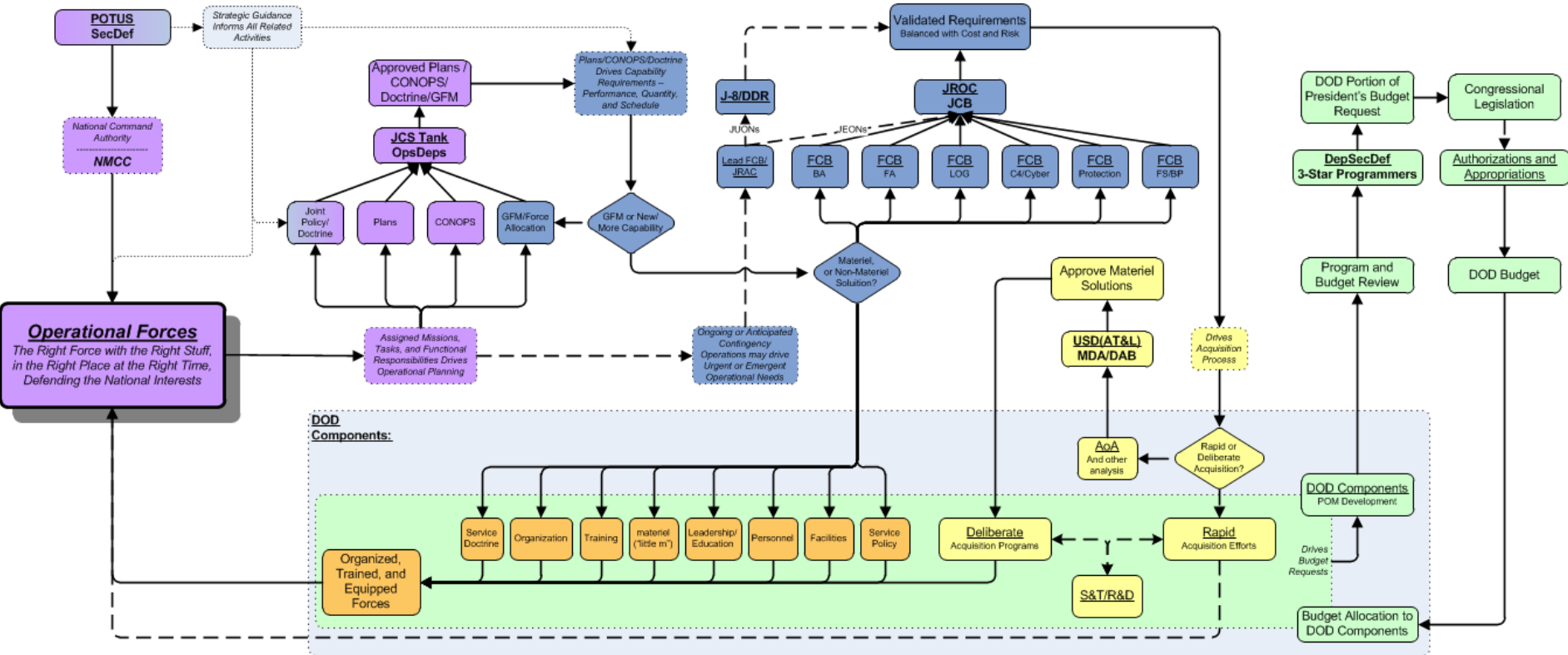
- **More than any other body...**

...the JROC is charged with shaping the force



Where do requirements fit?

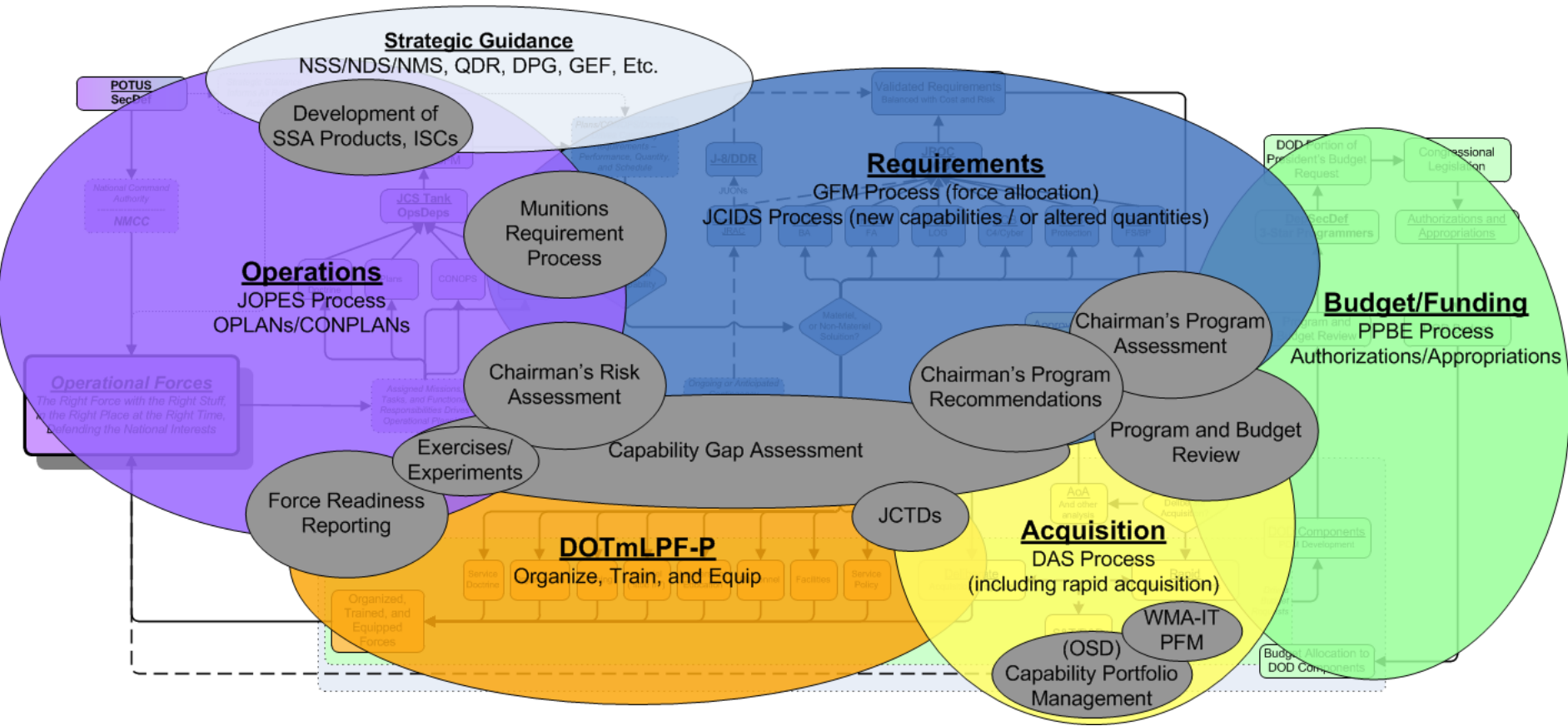
Relationship of Joint Oversight/Decision Bodies to Development of Capabilities for the Joint Force

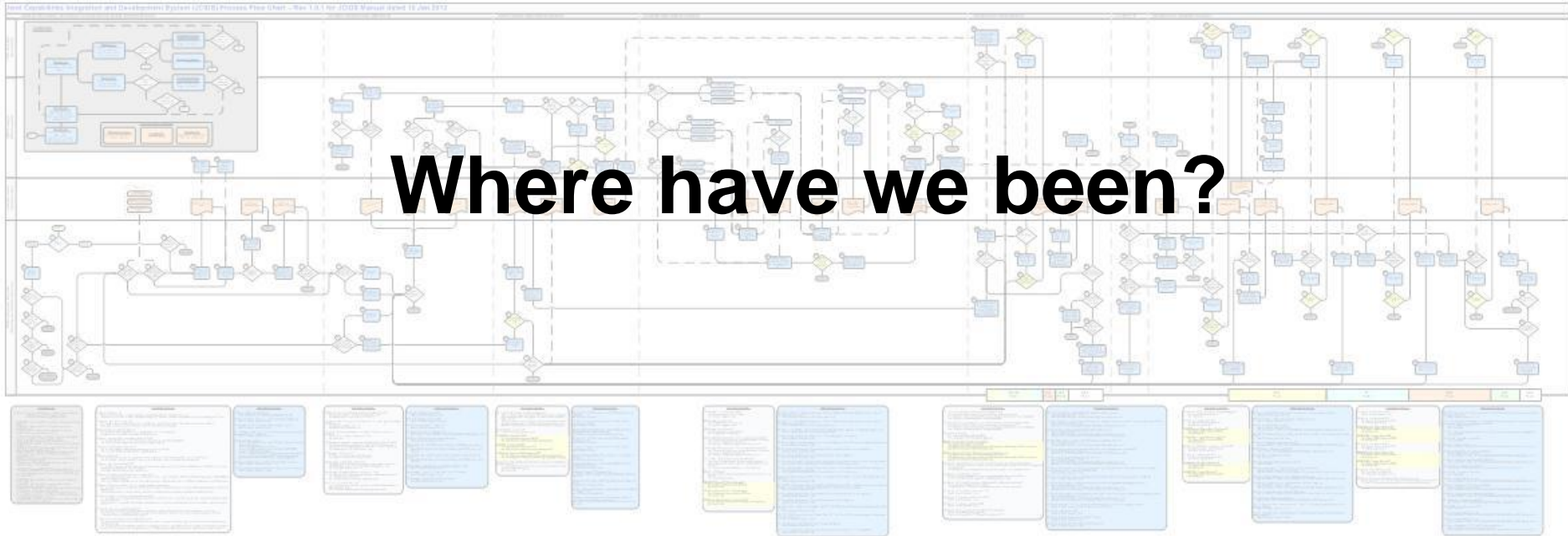




Process Interactions

Activity/Process Overlaps and Interactions







- **JCIDS was established over 10 years ago to facilitate a Joint-focused validation of deliberate requirements.**
 - Theoretically OK (see criticisms...) and was tailorable for speed, but not designed to be as agile as some would like...
 - Was also introduced as “...an 80% solution...” intended to be evolved over time...
- **In 2005, the Joint Urgent Operational Needs (JUONs) process was developed as a work-around to JCIDS for urgent requirements...**
 - Better for the here and now, but shortchanges sustainment or transition to get that agility...
- **In addition, there are also:**
 - Criticisms
 - Financial Pressures



- **Internal: JCIDS Construct was ineffective; did not encourage/promote incisive questions/discussions**
 - Document and process intensive -- bureaucratic and time consuming
 - Consensus driven, leading to lowest common denominator
 - Little consideration of cost/schedule/performance tradeoffs
 - No prioritization within or across portfolios
 - Little impact on shaping the force
- **External: JROC Criticisms (Defense Science Board, Defense Business Board, Government Accountability Office,...)**
 - Was not making the hard decisions regarding cost/schedule/performance
 - Perceived as not timely and too document centric
- **Congressional: Question for the Record during GEN Dempsey Confirmation Hearing)**
 - “General Dempsey, what’s the remedy for Admiral Mullen’s belief that DoD has ‘lost the ability to prioritize, to make hard decisions, to do tough analysis, to make trades’?”



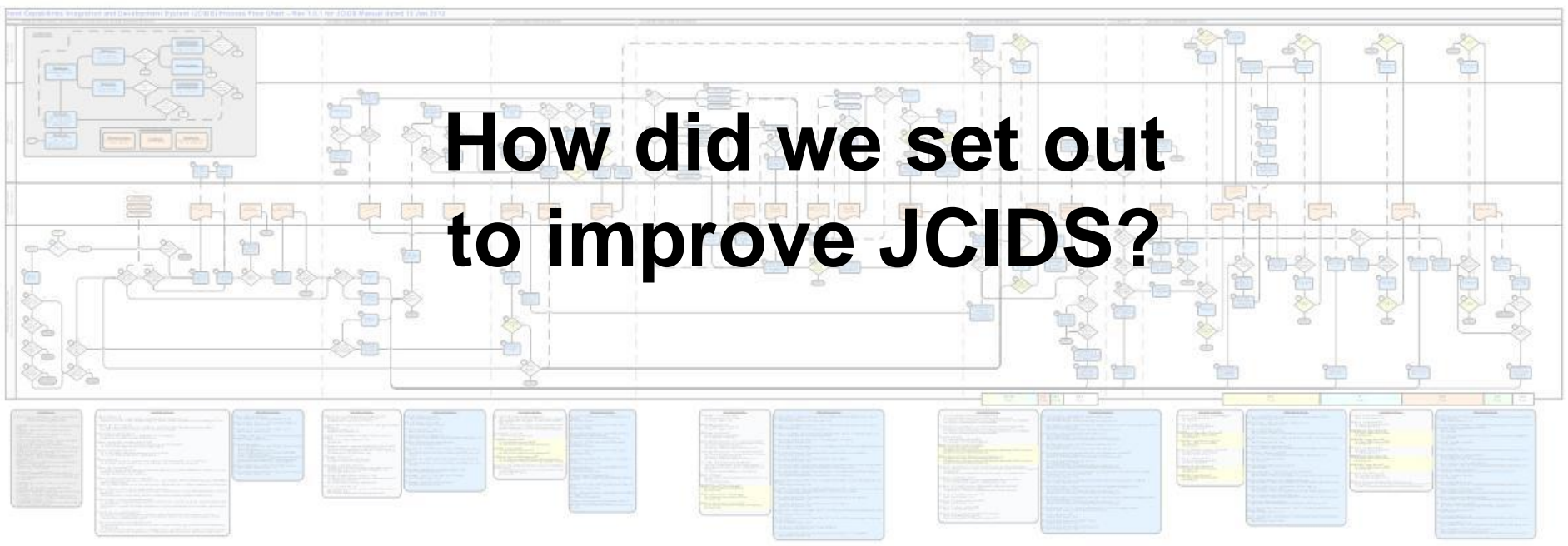
Financial Pressure

“The Department will be required, over the next ten years, to reduce its projected spending by more than \$450 billion.”

“I promised that we would not have to choose between National Security and fiscal security. What I cannot promise is that this can be achieved without making some very difficult choices.”

– Secretary Panetta (11 OCT 2011)

- **Decisions on spending reductions will be driven by strategy.**
- **The Department is looking at all areas to achieve savings.**
- **Major reduction elements include:**
 - **Efficiencies** – Eliminate overhead infrastructure, waste, and duplication.
 - **Personnel Costs** – Compensation and health care are major drivers of unsustainable cost growth.
 - **Force Structure** – Highly capable force is preferable to a hollow force.
 - **Modernization and Procurement** – Scrutinize every program, contract, and facility.
- **Operational Availability 2012 (OA-12) will analyze impacts.**



How did we set out to improve JCIDS?



Conducting the JCDPR

- **Joint Capabilities Development Process Review (JCDPR)**
 - Initiated by Gen Cartwright (former VCJCS) in late 2010 to review JCIDS end-to-end and “...provide recommendations to improve the process’ responsiveness and decision support to the JROC.”
 - Four tiger teams (Entry/Exit/Prioritization, Process, Content, Allied/Partner) evaluated JCIDS from Oct 2010 through Feb 2011.
 - Included representations from across the Department, including JCS, OSD, Services, CCMDs, and other DoD Components
 - Integration tiger team consolidated recommendations and briefed leadership in spring/summer 2011.
 - Change of leadership (CJCS, VCJCS, and others) led to some delay, churn, and revision of path forward.
 - Revised CJCSIs and JCIDS Manual put through staffing in late 2011 for coordination/comment.
 - Revised JCIDS process put into effect in 19 Jan 2012.
 - CJCSI 5123.01 (JROC Charter) and CJCSI 3170.01 (JCIDS) signed 10 Jan 2012.
 - JCIDS Manual released 19 Jan 2012.

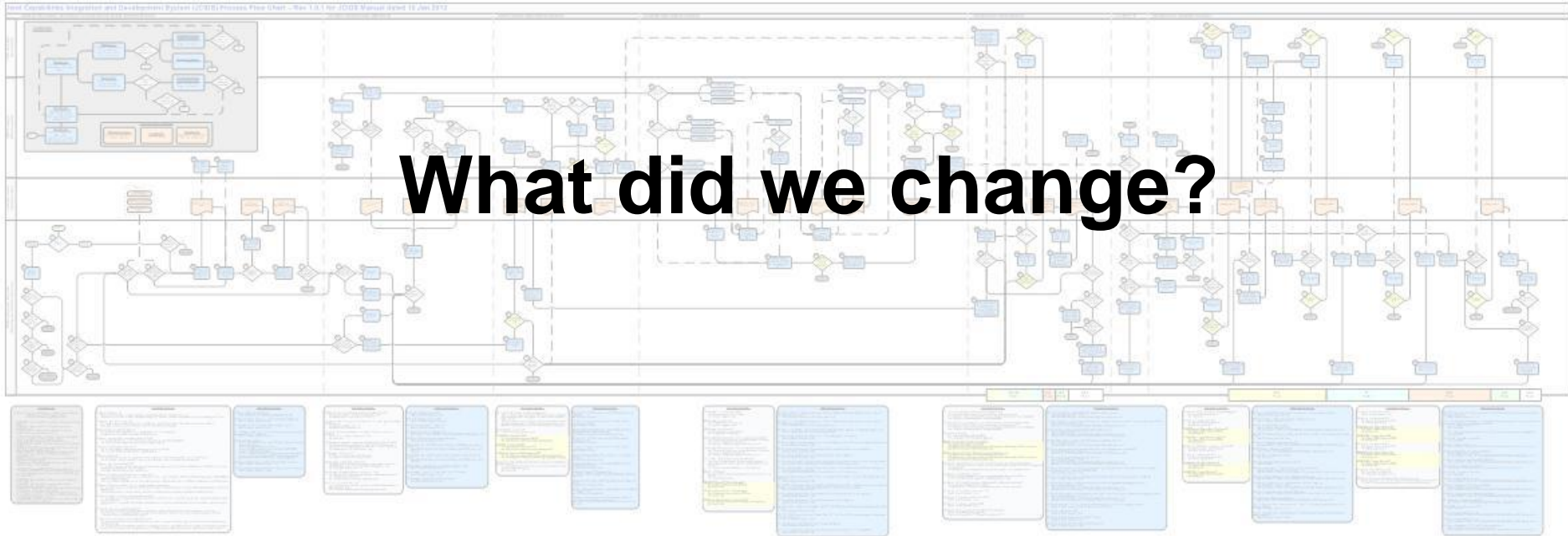


Desired End-State

Take the Lead in Shaping the Force – *Back to JROC and CJCS Title 10*

- Debate the difficult issues and make difficult choices earlier
- Better upfront fidelity on cost/schedule/performance tradeoffs
- More analytic rigor and risk/portfolio analysis
- Stronger emphasis on prioritizing capability requirements
- More dynamic/iterative process throughout a program's lifecycle. (Revisit as necessary...strategy shifts, threat changes, etc.)

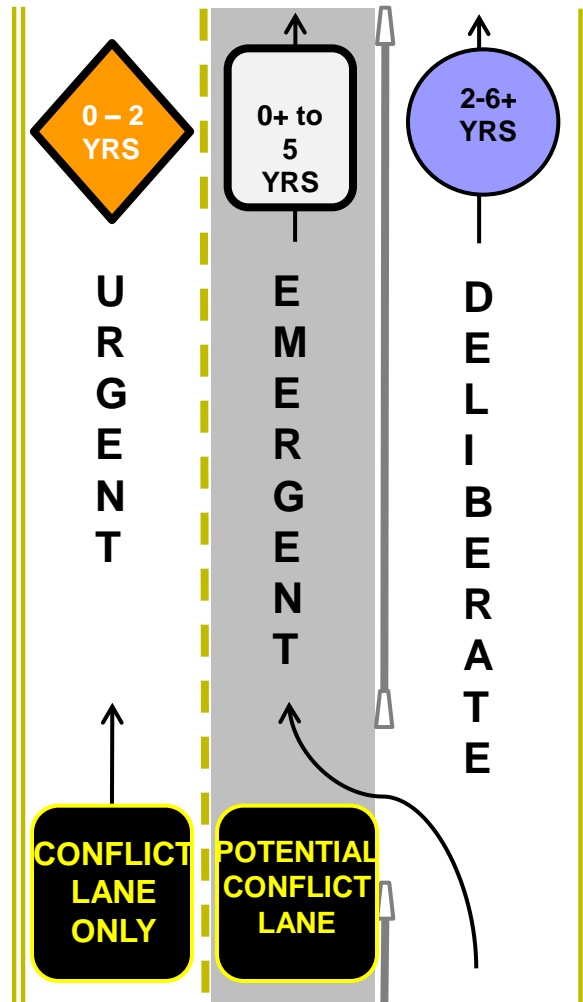
Make the difficult choices throughout the requirements continuum...





Integrated Requirements Process

“Keep right, except to pass”

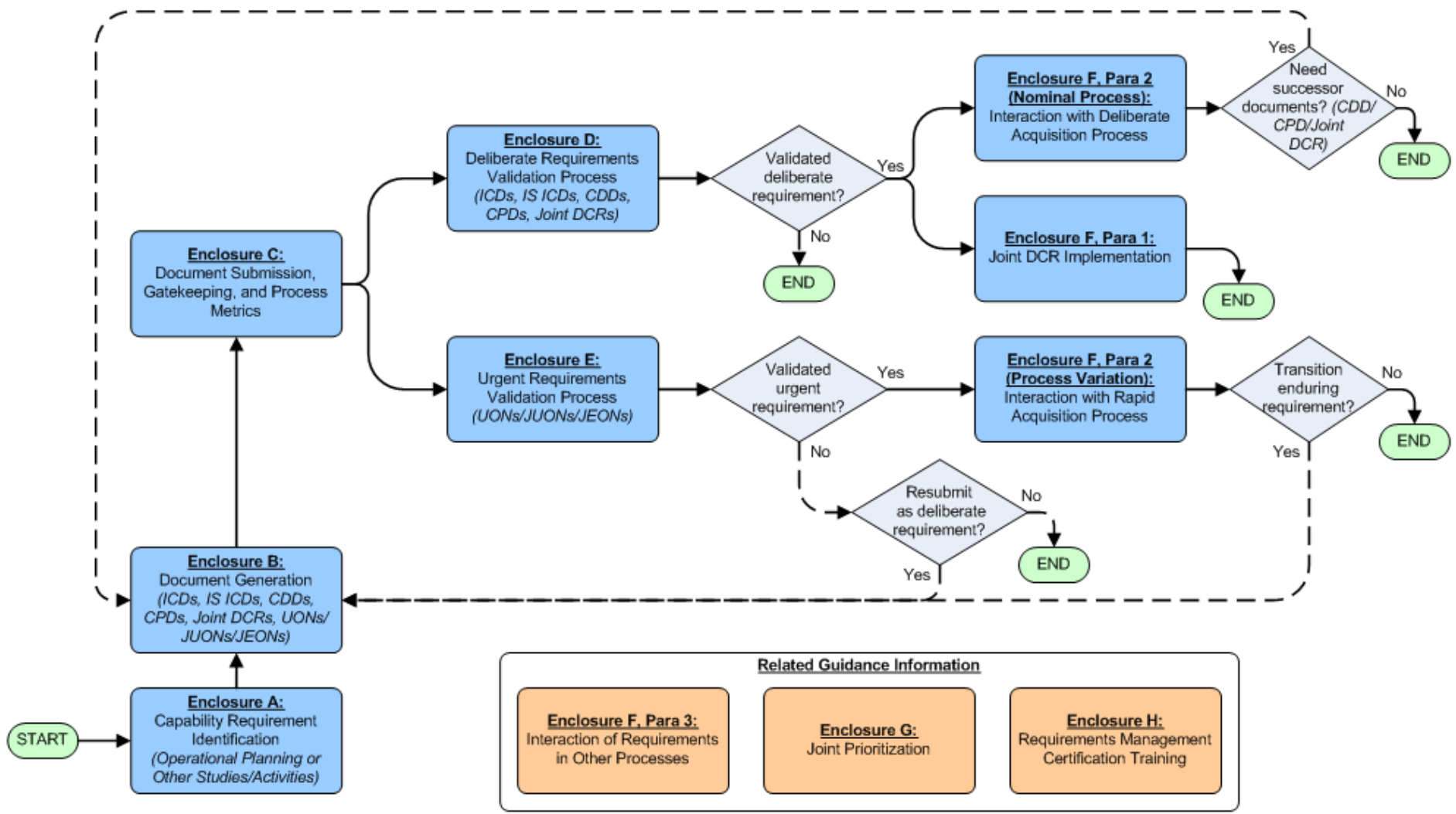


Three “Lanes”:

- **Deliberate Requirements**
 - Sponsor Driven (CCMD/Service/Other Component)
 - ICDs, CDDs, CPDs, Joint DCRs
 - Traditional route for capability requirements that require significant tech development for solutions and/or are not urgent in nature
 - JCB/JROC validates, or delegated to Sponsor
- **(new) Emergent Requirements**
 - CCMD Driven (JEONs / “Fast Lane”)
 - Supports rapid acquisition of capability solutions needed for an anticipated or pending contingency operation
 - VCJCS verifies, JCB or JROC validates
- **(institutionalized) Urgent Requirements**
 - CCMD Driven (JUONs), Sponsor Driven (UONs)
 - Urgent and compelling to prevent loss of life and/or mission failure during current operations
 - Require little tech development and can be resolved in less than two years
 - J-8/DDR validates JUONs, Sponsor validates UONs



Reorganized JCIDS Manual





Changes (part 1 of 7)

• Guidance - Consolidated CJCSIs and JCIDS Manual

- CJCSI 5123.01F – JROC Charter – 10 Jan 2012
- CJCSI 3170.01H – JCIDS – 10 Jan 2012
- JCIDS Manual – 19 Jan 2012
- Cancelled:
 - CJCSI 3137.01 – FCBs (Merged with CJCSI 5123.01)
 - CJCSI 3470.01 – JUONs (Merged with CJCSI 3170.01 and JCIDS Manual)

• Training:

- Mandated Requirements Management Certification Training (RMCT)
- Online and/or in person depending upon billet responsibilities

• Studies Repository:

- Centralized repository for CBAs and other studies/analyses supporting JCIDS documents
- Requires study notification for visibility and potential collaboration
- Facilitates leverage/re-use of prior efforts across the Department



Changes (part 2 of 7)

• Documents:

- Limited page length to force concise documents. Use studies repository for bulk of supporting data
- Revised "mandatory" KPPs for CDD/CPD - Force protection, survivability, sustainment, net-ready, training, and energy. If not used, must justify
- Cost/Resource Tables in most documents. Cost will be considered in document review and validation processes
- Information Systems (IS) ICD variant. Institutionalizes the "IT Box" construct and delegates follow-on documents (no CDD/CPD required)
- Draft/Partial CDD (not validated) required for MS A and support of TD phase. (Later updated and validated in support of MS B)
- Capability Development Tracking & Management (CDTM) Tool. Available/Optional for document generation. Will be mandated again for most documents when updates completed



Changes (part 3 of 7)

• Gatekeeping / Staffing path determination:

- Clarified visibility requirements for all documents, even when validation authority has been delegated
 - All deliberate documents go initially to Gatekeeper for JSD assignment
 - JSD of JCB Interest or JROC Interest staffed and validated by JCB or JROC – already visible.
 - JSD of Independent, Joint Information, and Joint Integration can then be validated by Sponsor, *BUT final/validated docs submitted after validation for visibility*
 - JUONs validated by J-8/DDR – already visible.
 - JEONs validated by JCB or JROC – already visible.
 - Sponsor UONs validated by Sponsor, *BUT submitted after validation for visibility.*

• Clarified submission of higher classification documents/issues.

- SECRET and below: Submit via KM/DS.
- Above SECRET (non-SAP): Submit via placeholder record in KM/DS, and provide document to Gatekeeper via JWICS or Hard-copy.
- SAP: Submit via JS SAPCO. Coordinated with Gatekeeper and (new) SAP Integration Group for requirements review.



Changes (part 4 of 7)

• Organizations:

- Added CCMDs as full members of JROC
 - Title 10 allows participation at VCJCS discretion - VCJCS issued open invitation.
 - Addresses previous issue of ensuring CCMD voice is heard.
- Disestablished the Building Partnerships FCB
 - Associated issues now coordinated through Force Support FCB with Joint Staff J-5 participation
- Established SAP Integration Group:
 - Improves vetting of requirements by properly cleared individuals
 - Involves FCB Chair/AO, J-8/DDR, and SAP cleared reps from stakeholder organizations
- Established Joint Staff Analysis Cell (JSAC)
 - Augments analytical capability of FCBs
 - Performs cross portfolio assessments as directed by J-8/DDR, DJ-8, or VCJCS
- Clarified Joint Staff J-7 Role
 - Emphasizes Non-Materiel Solutions
 - Provides DOTmLPF-P Endorsement for all documents



Changes (part 5 of 7)

• Staffing:

- **Streamlined staffing by ~50% to increase effectiveness/responsiveness**
 - Deliberate process: 83 days
 - Urgent/Emergent process: 15-31 days
- **Post-AoA review of results/recommendations**
 - Key to supporting advice to MDA.
 - Not a new “document” but final report or other materials provided for review.
- **Role of FCB strengthened**
 - **Portfolio Focused Assessment**
 - Better upfront analysis of alternatives – Cost vs. Capability vs. Risk
 - Augment with JSAC as needed
 - Tougher deliberations on the 80% solution (i.e. knee in the curve)
 - **Prioritize capability requirements within portfolios**
 - **Deliberative vice consensus based process**
 - FCB Chair drives process.
 - Consensus ideal but not required. Minority opinions noted for higher level consideration.



• JCB/JROC Validation:

- **More Tank-like, with limited audience to facilitate determinative discussion**
 - JROC Principals+1, COCOM Principals+1
 - Statutory advisors or their Deputy (AT&L, CAPE, OT&E, OSD(P), OSD(C), JS J7...)
 - Minimal others by invitation only...
- **FCB Chair briefs JCB/JROC, not the Sponsor/PM.**
 - FCB Chair tees up the appropriate debate
 - Sponsor/SME available for discussion
- **Incorporate SAP aspects into the discussion, as required.**
- **Validation decision considers Cost, Schedule, Performance and Quantity Targets (as appropriate) in JROCMs**
 - Facilitates expanded tripwire process

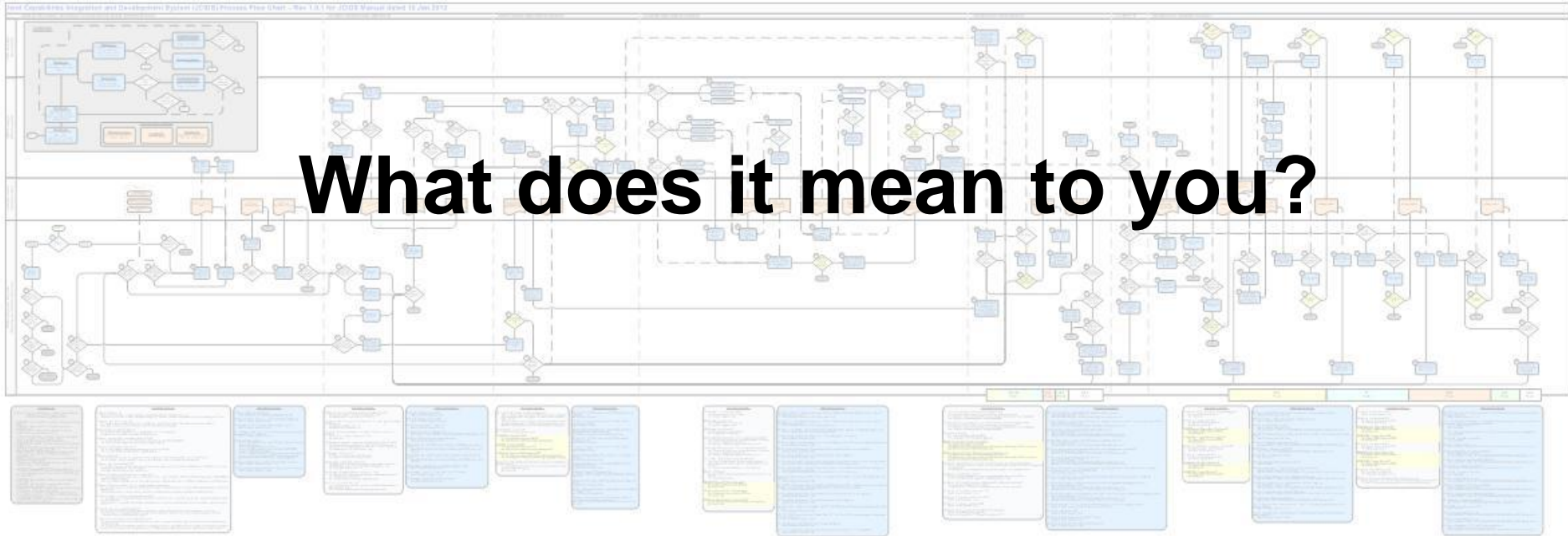


• Post-Validation:

- **More robust Tripwire Process - Return to JROC or JCB for:**
 - Cost growth over 10% (current APB) or 25% (original APB)
 - IOC or FOC slips of 12 months or greater
 - Quantity reductions greater than 10%
- **Institutionalized Capability Gap Assessment (CGA) Process**
 - Review and assessment of CCMD IPLs by FCBs/JCB/JROC
 - Better aligned with ongoing FCB portfolio assessments
- **JROC “Summons”**
 - Clarified the process for the JROC to review of previously validated Requirements independent of Tripwire process
 - Supports better decision support in dynamically changing environment



What does it mean to you?





- **Fiscal Reality: Prepare for significant reductions in military spending.**
 - Revised JCIDS process facilitates the discussions required to adapt to the new fiscal realities.
- **Sponsors must make tough choices up front.**
 - Can't generate new capability requirements and expect "the system" to produce capability solutions without tradeoffs.
 - Solutions to validated requirements can't be unconstrained in a fiscally constrained environment.
 - Can't throw money at troubled programs without breaking something else.
 - Need to prioritize. *i.e. - What are you (the Joint force) going to give up in exchange for the new capability you want?*



Bottom Line

- Expectation for greater leverage/collaboration in studies and pursuit of capabilities.
 - Use the studies repository as a resource and engage potential collaborators early.
- Must be able to articulate how a new capability requirement fits into an FCBs portfolio
 - Advocate both from Service perspective and the overall Joint portfolio.
 - Identify “knee in curve” for capability tradeoffs
 - Identify replaced/retired capabilities being traded off.
- Short document formats and compressed staffing timelines mean documents need to be in good shape prior to submitting for staffing.
 - Capture top level requirements and defer lower level details to studies repository or follow-on acquisition documentation
 - Engage with FCBs (and certifying/endorsing organizations) early to facilitate documents that will survive contact with the staffing process.
- Ensure training of requirements personnel.





Continuing to Refine JCIDS (part 1)

- **Next revision of JCIDS planned for late 2012 / early 2013.**
 - Changes will likely be smaller in scope than the recent update
 - Revisions will be staffed for coordination before release
 - Suggestions/Corrections being captured on JCIDS Wiki
 - Submit your ideas at: <https://www.intelink.gov/wiki/JCIDS>
- **Concepts under consideration or already in work:**
 - Streamlined document formats with better alignment of content:
 - ICDs to 5 sections (from 7)
 - CDDs/CPDs to 12 sections (from 16)
 - Joint DCRs to 5 sections (from 9)
 - More guidance consolidation:
 - CJCSI 3312.01 (Intelligence Certification)
 - CJCSI 6212.01 (Net Ready KPP)
 - JWSTAP Charter (and related weapon safety content)
 - Clarify means of revalidating quantity changes for capability solutions.
 - Clarify Tripwire process activities



Continuing to Refine JCIDS (part 2)

- **DoD 5000 Series (DAS) Update.**
 - Currently under revision by OUSD(AT&L)
 - May require conforming updates to JCIDS Manual where JCIDS and DAS processes interact
 - Includes alignment of Requirements and Acquisition for Rapid Acquisition (UONs) and for Defense Business Systems (BCL process)
- **Longer Term Improvement Opportunities:**
 - Improve alignment with other departmental processes for more consistent assessments and lower overhead burden:
 - Drive quantity/demand signal in a coordinated manner from the GFM process to the JCIDS/DAS processes?
 - Align/refine Integrated Priority Lists and Capability Gap Assessment (IPL/CGA), Munitions Requirements Process (MRP), and Program/Budget Review (PBR) with coordinated GFM and JCIDS processes?
 - Revisit cross-portfolio prioritization of capability requirements
 - Other opportunities TBD...



Questions?

Now...

Or find me at the reception to follow...

Or:

Online at <https://www.intelink.gov/wiki/JCIDS>

J-8/RMD (Requirements Management Division)

Col(s) Clay Stackhouse, USMC (clay.stackhouse@js.pentagon.mil)

Mr. Randy Wood (randolph.wood@js.pentagon.mil)