

**MEMO TO: Secretary Rumsfeld**

**DATE: November 16, 2004**

**FROM: Paul Wolfowitz**

**SUBJECT: Joint Rapid Acquisition Cell Initiative**

Don,

Sharing your concern about our often painfully long process for acquiring critically needed items for the warfighters, I authorized Mike Wynne and Tina Jonas in September to set up a Joint Rapid Acquisition Cell (JRAC) to use existing authorities to speed up the movement of urgent materiel and logistics needs through the bureaucracy. The enabling document which I just signed empowers the JRAC to "break down institutional barriers that currently prevent timely and effective Warfighting support" and track the timeliness of actions in support of urgent warfighter needs.

Dr. Bob Buhrkuhl from AT&L is leading the effort with a very small five-person core group made up of representatives from Comptroller, General Counsel, Joint Staff and AT&L Contracting. In addition, there is an advisory group with participants from the COCOMs, the Joint Staff, OSD Staff, the Services and the test community. In a short period the JRAC has already:

- Opened links between the Joint E D Task Force and the Services to apply best Service procurement and acquisition capabilities to the challenges of defeating IEDs.
- Contacted all COCOMs and key stakeholders to establish a process for identifying and vetting potential urgent procurement/acquisition candidates and pushing them through existing processes.
- Facilitated the rapid development of an Air Force contract vehicle for providing Iraqi translators critical to the support of MNF-I.

On 15 December I will receive an update on progress being made and will keep you informed.

Attachment: Joint Rapid Acquisition Cell Enabling Guidance



**OSD 2212'**



DEPUTY SECRETARY OF DEFENSE  
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WASHINGTON, DC 20301-1010

MEMORANDUM FOR SECRETARIES OF THE MILITARY DEPARTMENTS  
CHAIRMAN OF THE JOINT CHIEFS OF STAFF  
UNDER SECRETARIES OF DEFENSE  
COMMANDERS OF COMBATANT COMMANDS  
ASSISTANT SECRETARIES OF DEFENSE  
**GENERAL** COUNSEL OF THE DEPARTMENT OF DEFENSE  
DIRECTOR, OPERATIONAL TEST AND EVALUATION  
INSPECTOR GENERAL OF THE DEPARTMENT OF DEFENSE  
ASSISTANTS TO THE SECRETARY OF DEFENSE  
DIRECTOR, ADMINISTRATION AND MANAGEMENT  
DIRECTOR, PROGRAM ANALYSIS AND EVALUATION  
DIRECTOR, NET ASSESSMENT  
DIRECTOR, FORCE TRANSFORMATION  
DIRECTORS OF THE DEFENSE AGENCIES  
DIRECTORS OF THE DOD FIELD ACTIVITIES

SUBJECT Meeting Immediate Warfighter Needs (IWNs)

The attached document outlines the procedures, roles and responsibilities for the functioning of the Joint Rapid Acquisition Cell (JRAC) process. The Department's recent experience in the Global War on Terrorism, and specifically Operations Iraqi Freedom and Enduring Freedom, has demonstrated a need for this type of process enhancement.

I am confident that the JRAC, with your assistance and cooperation, can facilitate meeting the urgent materiel and logistics requirements which the Combatant Commands certify as operationally critical. The JRAC will report to me on a periodic basis regarding its success in enhancing the rapid flow of materiel to address IWNs.

Points of contact are Dr. Robert Buhrkuhl, 703-692-5867, or Ms. Ann Reese, 703-697-1445, extension 124.

Attachments:  
As stated



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Department of Defense

SUBJECT: Joint Rapid Acquisition Cell (JRAC)

Reference: Deputy Secretary of Defense Memorandum, subject: Meeting the Immediate Warfighter Needs (IWNs), dated September 3, 2004.

### 1. PURPOSE

*This* document:

1.1. Consistent with the reference, establishes procedures and defines roles and responsibilities for the management of the JRAC.

1.2. Provides fundamental guidance for addressing IWN requests that focus on addressing urgent Warfighter requirements.

### 2. ORGANIZATION AND MEMBERSHIP

2.1. The purpose of the JRAC is to assist in resolving issues impeding the urgent materiel and logistics requirements that the Combatant Commanders (COCOMs) certify as operationally critical. The JRAC provides regular reports to the Secretary of Defense (SecDef) and the Deputy Secretary of Defense (DepSecDef) on how well the Department of Defense (DoD) Components are meeting IWNs where issues have arisen. JRAC tracking and reporting provides critical visibility enabling senior leadership to provide appropriate direction.

2.2. The JRAC, established pursuant to the reference, consists of a Core Group and an Advisory Group. The Core Group is supported by the Advisory Group based on the specific IWN request, and functions in a manner similar to an Overarching Integrated Product Team. For example, the Under Secretary of Defense (USD) Intelligence (I) will be included on intelligence needs, USD Personnel and Readiness (P&R) will be included on materiel and/or logistics training needs, the USD (policy) will be included on policy needs, the Assistant Secretary of Defense (ASD) Networks and Information Integration (NII) will be included on inter-theater communications support needs, etc.

### 3. APPLICABILITY

This document applies to the Office of the Secretary of Defense (OSD), the Military Departments, the Chairman, Joint Chiefs of Staff (CJCS), the Combatant Commands (COCOMs), the Office of the Inspector General of the DoD, the Defense Agencies, the DoD Field Activities, and all other organizational entities in the DoD (hereafter referred to collectively as the "DoD Components"). The term "Military Departments," as used herein, refers to the Army, the Navy, the Air Force, and the Marine Corps—including National Guard and Reserve Units.

### 4. DEFINITIONS



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4.1. **Urgent Operational Need (UON)** - an urgent COCOM-prioritized operational need requiring a Doctrine, Organization, Training, Materiel, Leadership, Personnel, or Facilities (DOTMLPF) solution that, if left **unfilled**, could result in the **loss** of life and/or prevent the successful completion of a near-term military mission. The Military Departments, in their own vernacular, may use a different name for an UON—such as a Combat-Mission Needs Statement (C-MNS).

4.2. **IWN** - an UON requiring a timely (120 days **or** less) **materiel** or **logistics** solution that, if left unfulfilled, could result in the loss of life and/or prevent the successful completion of a near-term military mission.

4.3. **Resolved IWN** - the delivery of the required capability has commenced and the expected completion date is within the time required by the originating COCOM.

## 5. BACKGROUND

5.1. The Global War on Terrorism, and recent experiences with Operations **Iraqi Freedom** and **Enduring Freedom**, have highlighted the institutional challenges the DoD faces in satisfying urgent needs of **Warfighters**. Solutions that are delivered **through** traditional processes may arrive too late to be effective. Congress has given the Department authority and flexibility to address these urgent requirements.

5.2. To break down institutional barriers that prevent timely and effective Warfighting support, the DepSecDef directed the Under Secretary of Defense (USD) Acquisition, Technology and Logistics (AT&L) and the USD Comptroller (C) to establish a JRAC. The JRAC is responsible for assisting in the resolution of issues in response to COCOM-certified/prioritized and CJCS validated IWNs. The JRAC provides a single point of contact on the OSD staff for tracking the timeliness of actions for the senior leadership on IWNs and facilitates coordination with other government agencies.

## 6. PROCEDURES

6.1. An UON that cannot be satisfied in an appropriate time-frame by an existing Military Service/Defense Agency process (e.g., Air Force Instruction 63-114, Rapid Response Process; Navy Instruction 5000.2B, Rapid Deployment Capability; United States Special Operations Command (USSOCOM) C-MNS Process; etc.) is first identified (or coordinated with a Military Department **or** Defense Agency), certified, and prioritized by a COCOM, **or** his designated representative. The UON is then forwarded to the CJCS for validation and recommendation as an IWN. Copies are simultaneously provided to the Military Departments, Defense Agencies, and to the JRAC within seven days of submission. **This** process is not intended to replicate or to replace current Military Services' rapid certification and resourcing processes; instead, it is intended to complement the existing processes.



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6.2. The JRAC will monitor progress of a UON throughout the analysis and resolution process and, if the criteria are met, designate an urgent need **as** an IWN within 14 days.

6.3. Designation as **an** IWN must require resolution well short of the time frame planned or possible with the normal acquisition and Planning, Programming, Budgeting, and Execution (PPBE) processes. Lack of sufficient funding for a proposed UON does not confer an automatic "IWN" designation.

6.4. IWNs will typically originate ~~from~~ the following situations, and are designated **as** such, to increase visibility to Senior DoD staff to ensure timely resolution and follow through:

6.4.1. A COCOM, or a COCOM delegated authority such **as a** Component, identifies an urgent materiel and/or logistics requirement, certifies and prioritizes it, and submits the UON to the CJCS and JRAC for resolution. An analysis submitted **in** concert with the UON projects **an** acquisition, logistics, or science and technology solution.

6.4.2. The CJCS requests the addition of **an** urgent need that fits the IWN criteria. In this case, the CJCS would coordinate with the appropriate COCOM(s) for validation, certification, and COCOM submission of the critical, time-sensitive urgent need.

6.4.3. A Military Department or Defense Agency, coordinating **through** and submitted by the appropriate COCOM(s), requests the designation of a Service-specific UON as **an** IWN. Requests should go directly to **the** appropriate COCOM(s) who will review and, as appropriate, certify and submit to the JRAC with a coordination copy **to** the CJCS. The CJCS will then provide the JRAC his position on need and validity of the proposed IWN.

6.4.4. Directed by Senior Defense officials via the USD(AT&L), in coordination with the USD(C).

6.5. The format for IWN submission is attached **as** APPENDIX A.

## 7. COMPOSITION

The JRAC is responsible to the SecDef, through the USD(AT&L) and the USD(C), to identify issues and potential solutions for satisfying urgent operation needs of the Warfighter that have been designated **as** IWNs.

7.1. The JRAC Core Group consists of two full-time professional staff members ~~from~~ USD(AT&L) and one administrative assistant. Additionally, the JRAC Core Group consists of part-time SES or Flag level members from the Office of the USD(AT&L— Defense Procurement and Defense Policy), USD(C), DoD General Counsel, and a CJCS member.



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**7.2.** The JRAC Advisory Group consists of representatives from USD(AT&L—Defense Systems and Logistics and Materiel Readiness), USD (I), USD(P&R), USD Policy (P), ASD(NII), Director, Program Analysis and Evaluation (D,PA&E), COCOMs, Military Departments, and Director, Operational Test and Evaluation (D,OT&E).

**7.3.** The COCOMs, the CJCS, the Military Departments, the Defense Agencies and/or the OSD Staff will designate to the USD(AT&L) senior level coordinators with appropriate authority to be members of a JRAC Advisory Group. These officials serve as the principal interface with the JRAC and are empowered to effect rapid decisions for their respective organizations within the scope of this effort.

**7.4.** JRAC Core and Advisory Group members may be requested to work overtime, weekends, or holidays to fulfill their responsibilities.

## **8. ROLES AND RESPONSIBILITIES**

### **8.1. The JRAC:**

**8.1.1.** Monitors, tracks, and, when necessary, determines final designation of **all** IWNs.

**8.1.2.** Facilitates the identification and resolution of issues. **This** facilitation could involve identification of the many authorities available to the DoD that might be used to assist fulfilling an IWN when fulfilling that need is stalled for procedural reasons within the OSD, COCOM, Military Department, or Defense Agency.

**8.1.3.** Assists in the resolution of issues between Military Departments and with other Federal agencies that may delay the successful satisfaction of **an** IWN.

**8.1.4.** Provides regular **status** reports to the SecDef and DepSecDef on the progress of meeting IWNs. Copies of these reports are also provided to the CJCS, other OSD Principal Staff Assistants (PSAs) where appropriate (e.g., USD(I), USD(P), USD(P&R), ASD(NII), D,PA&E), COCOMs, and the Military Departments.

**8.1.5.** Provides additional recommendations for DoD, COCOM, Military Department, or Defense Agency process improvement. Identifies legislative initiatives that may be necessary to facilitate these processes.

**8.1.6.** The JRAC does not allocate funding for satisfying an IWN. The Military Departments, Defense Agencies, COCOMs, and USSOCOM fund IWN solutions.

### **8.2.. The Office of the USD(AT&L):**

**8.2.1.** Chairs the JRAC and serves as the Director.



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8.2.2. Provides, in concert with the OUSD(C), regular status reports to the SecDef and DepSecDef. Copies of these reports are also provided to the CJCS, other OSD PSAs where appropriate (e.g., USD(I), USD(P), USD(P&R), ASD(NII), D,PA&E), COCOMs, and the Military Departments.

8.2.3. Serves as the day-to-day JRAC lead.

8.2.4. Creates the information technology system and/or software necessary to track IWNs.

8.2.5. Provides necessary acquisition policy, procurement and contracting advice, assistance and coordination.

8.3. The Office of the USD(C):

8.3.1. Co-Chairs the JRAC and serves as Deputy Director.

8.3.2. Provides, in concert with the OUSD(AT&L), regular status reports to the SecDef and DepSecDef. Copies of these reports are also provided to the CJCS, other OSD elements where appropriate (e.g., USD(I), USD(P), USD(P&R), ASD(NII), D,PA&E), COCOMs, and the Military Departments.

8.3.3. Provides advice on budgetary and fiscal aspects of validated IWNs.

8.3.4. Provides technical advice and assistance on budget and financial analysis matters.

8.4. The Office of the USD(P):

8.4.1. Provides advice on policy, interagency, and multi-national aspects of proposed IWN solutions.

8.5. The D,OT&E:

8.5.1. Provides advice to the Defense Acquisition Executive and requesting COCOM regarding system performance capabilities and limitations demonstrated in test, and the appropriate test and evaluation.

8.6. The Office of the DoD General Counsel:

8.6.1. Provides legal support to the JRAC for timely IWN resolution.

8.7. The CJCS:





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8.7.1. Provides advice and assistance to the JRAC on the rapid **validation** and resourcing **of UONs**. And, provides recommendations to the JRAC on which **UONs** should be designated IWNs.

8.7.2. Provides recommendations on the relative priority, in the case of multiple active IWNs, within an individual COCOM and across multiple COCOMs for those **UONs** designated **as** IWNs.

8.7.3. Provides advice on areas where operational risk can be taken in the near term to meet a more immediate and urgent Capability gap.

### **8.8. The Military Departments, Defense Agencies, and USSOCOM:**

8.8.1. Recommend proposed Doctrine, Organization, Training, Materiel, Leadership, Personnel, and Facilities (DOTMLPF)-based solutions to satisfy IWNs.

8.8.2. Resource and develop procurement, fielding, and sustainment plans for IWN solutions in which a Military Department, Defense Agency, or USSOCOM is designated **as** the executing authority.

8.8.3. Provide IWN solutions to requesting COCOMs.

### **8.9. The COCOMs:**

8.9.1. Identify or, as appropriate, coordinate with the requesting Military Department or Defense Agency, certify, and prioritize UONs to the CJCS and the Joint Staff. **This** process is not intended to replace the current Military Services' processes, but rather to complement them by addressing those urgent needs that fall **outside** of current processes or those that cannot be satisfied **within** the timeline of existing processes. These **UONs** are forwarded to the CJCS and/or **JRAC** for action.

8.9.2. Provide feedback to the submitter within **30** days on the suitability and timeline of a proposed solution in meeting an IWN.

8.9.3. Provide advice on areas where operational risk *can* be taken in the near term to meet a more immediate and urgent capability gap.

8.9.4. Employ IWN solution(s).

## **9. EFFECTIVE DATE**

**This** document is effective immediately, and remains in effect for three years **after** approval, at which time a determination will be made as to the continued existence of the JRAC.





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APPENDIX A

**IWN REQUEST FORMAT**

IWN Title: (Unclassified version)

Submitted by: (Originator of IWN request)

Certified/Prioritized by COCOM: (Date certified)

Relative Priority: 1, 2, 3

Priority 1: most pressing priority in COCOM theater; resources previously targeted to other IWNs, but not committed, should be diverted to meet **this** need.

Priority 2: next ~~most~~ pressing priority in COCOM theater; resources previously targeted but not committed to meet priority 3 IWNs 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. 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 (IOC), 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 IWN.

Constraints: Identify any known constraints that could inhibit satisfying **the** IWN, 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.

