



## DoD DIRECTIVE 5000.71

# RAPID FULFILLMENT OF COMBATANT COMMANDER URGENT OPERATIONAL NEEDS AND OTHER QUICK ACTION REQUIREMENTS

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<b>Approved by:</b>	Kathleen H. Hicks, Deputy Secretary of Defense

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**Purpose:** This issuance:

- Establishes policy, assigns responsibilities, and provides direction to facilitate the urgent delivery of capabilities in response to quick action requirements (QARs), consistent with all applicable laws and governing regulations.
- Establishes the Warfighter Senior Integration Group (SIG) as a standing DoD-wide forum chaired by the Deputy Secretary of Defense (DepSecDef) and co-chaired by the Vice Chairman of the Joint Chiefs of Staff. The purpose of the Warfighter SIG is to lead and facilitate agile and rapid responses to Combatant Commander QARs and other urgent and emergent operational needs. The Warfighter SIG will recognize, respond to, and develop solutions to mitigate the risk of unforeseen threats to ongoing or anticipated near-term operations.
  - QARs include, but are not limited to, joint urgent operational needs (JUONs), joint emergent operational needs (JEONs), and DoD Component-specific urgent operational needs.
  - QARs may also include other Warfighter SIG-identified urgent issues; Secretary of Defense (SecDef)- or DepSecDef-identified urgent issues; or SecDef or DepSecDef rapid acquisition authority (RAA) actions.

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## SECTION 1: GENERAL ISSUANCE INFORMATION

### 1.1. APPLICABILITY.

This issuance applies to:

a. OSD, the Military Departments, the Office of the Chairman of the Joint Chiefs of Staff (CJCS) and the Joint Staff, the Combatant Commands (CCMDs), the Office of 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 issuance as the “DoD Components”).

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

### 1.2. POLICY.

a. The DoD’s highest priority is to provide warfighters involved in conflict or preparing for imminent 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 with QARs occurs in 3 steps. The Warfighter SIG oversees, prioritizes, and facilitates these steps:

(1) The need or requirement is validated.

(2) The appropriate DoD Component(s) identifies a valid solution, consisting of a materiel solution and tactics, techniques, and procedures. To be valid for purposes of execution through the Warfighter SIG, DoD Components must be capable of fielding the solution within 2 years of validation of the urgent need, in a manner that resolves or substantially mitigates the underlying need.

(3) DoD Components must rapidly execute the solution, including completing its development, acquisition, identification, and prioritization of funding, training, and fielding. Given the required timelines, development efforts will necessarily be minimal.

b. DoD Components will use QAR processes to identify operational vulnerabilities that require resources and capabilities:

(1) Beyond those available through the global force management process.

(2) More urgently than the traditional Planning, Programming, Budgeting and Execution System and the deliberate lane of the Defense Acquisition System allow.

c. The co-chairs of the Warfighter SIG will direct and prioritize actions and integrate DoD-wide efforts with other stakeholders to resolve urgent requirements and manage the DoD response to unforeseen threats. The Warfighter SIG is the overarching entity through which

OSD's previous and future urgent needs organizations and task forces will report to the SecDef regarding the status of QAR-related actions.

d. DoD Components will consider all available authorities to fund, develop, assess, produce, deploy, operate, and sustain solutions to QARs quickly. DoD Components will not delay the fielding of an interim solution, even if it provides less than full capability, to further develop another full technology solution. In those cases where technology is not sufficiently mature to resolve or substantially mitigate the identified need within 2 years from the date of validation, the requirement should be considered in the normal budget review process.

e. DoD Components will link requirements, acquisition, budgeting processes, and decisions to support a timeline appropriate to the need.

(1) To the extent possible, DoD Components will accomplish actions to resolve QARs by using parallel, rather than sequential, processes to refine and prioritize requirements, execute urgent acquisition actions, and allocate resources on a more expedited timetable than the deliberate Planning, Programming, Budgeting, and Execution System process. DoD Components will maximize transparency for congressional oversight, ensuring the disciplined use of enabling authorities.

(2) Subject to statutes and regulations, the DoD will optimize QAR solutions for speed and accept reasonable risk with regard to cost; performance; and other doctrine, organization, training, materiel, leadership and education, personnel, and facilities considerations. DoD Components will take swift actions, and senior leaders will ensure that staffing processes do not unnecessarily delay the fielding of critical capabilities.

(3) DoD Components will not unduly delay communication of QARs to the acquisition community to resolve information shortcomings that could be addressed by direct interaction between the requestor and the responsible acquisition organization.

## SECTION 2: RESPONSIBILITIES

### 2.1. JOINT RAPID ACQUISITION CELL (JRAC) EXECUTIVE DIRECTOR.

Under the authority, direction, and operational control of the DepSecDef, the JRAC Executive Director:

- 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:
  - (1) Integrate DoD Component efforts to facilitate agile and rapid responses to urgent needs.
  - (2) Respond to and mitigate the risk to ongoing or anticipated near-term operations from unforeseen threats or, from SecDef- or DepSecDef-identified urgent issues.
- e. Receives and evaluates validated JUONs, JEONs, and Warfighter SIG-identified urgent issues, SecDef - or DepSecDef-identified urgent issues. Designates DoD Components to be responsible for the fulfillment of urgent requirements, except for RAA actions. Monitors the progress and completion of the actions to ensure urgent fielding of needed capabilities.
- f. Maintains visibility of DoD Component efforts to satisfy QARs and informs the Warfighter SIG of the funding, contracting, delivery, performance, training, fielding, sustainment, and other issues affecting timely satisfaction of QARs.
- g. Facilitates, generates, and sponsors legislative and policy actions that promote the effective, efficient, and timely satisfaction of validated QARs.
- h. Serves as the senior official within OSD, with primary responsibility for making recommendations to the SecDef on the use of RAA, pursuant to Subsections (c) and (d) of Section 806 of Public Law 107-314, as amended.
- 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 needs, and assist in the resolution of funding issues as required.

## **2.2. UNDER SECRETARY OF DEFENSE FOR ACQUISITION AND SUSTAINMENT (USD(A&S)).**

The USD(A&S):

- a. In the absence of the DepSecDef, serves as the chair of the Warfighter SIG.
- b. In coordination with the DepSecDef, designates a general or flag officer (GO/FO) or Senior Executive Service (SES) member as the Warfighter SIG Executive Secretary and JRAC Executive Director.
- c. Provides fiscal, administrative, logistic, and human capital resources to enable the Warfighter SIG and the JRAC to effectively function.
- d. Establishes policy and prescribes procedures to facilitate DoD acquisition of urgent capabilities to resolve QARs and to operate and sustain QAR solutions.

## **2.3. DIRECTOR, DEFENSE THREAT REDUCTION AGENCY (DTRA).**

Under the authority, direction, and control of the USD(A&S), the Director, DTRA:

- a. Designates a GO/FO or SES representative to the Warfighter SIG in accordance with Section 3 of this issuance.
- b. Provides visibility to the Warfighter SIG of all strategies developed and actions taken in response to QARs and other relevant DTRA initiatives.

## **2.4. USD(C)/CFO.**

The USD(C)/CFO:

- a. Designates a GO/FO or SES representative to the Warfighter SIG in accordance with Section 3 of this issuance.
- b. Establishes policy and prescribes procedures to ensure that QARs 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 QAR solutions and identifies and recommends current execution year offsets when required.
- d. Supports and manages, in coordination with the JRAC Executive Director, the JUON Fund as established by Section 2216a of Title 10, United States Code.

## **2.5. UNDER SECRETARY OF DEFENSE FOR POLICY.**

The Under Secretary of Defense for Policy:

- a. Designates a GO/FO or SES representative to the Warfighter SIG in accordance with Section 3 of this issuance.
- b. Supports the urgent development and demonstration of a broad range of DoD capabilities to mitigate the risk of emerging threats.
- c. Facilitates and coordinates interagency and intergovernmental actions and issues in support of Warfighter SIG actions, and in response to QARs.

## **2.6. UNDER SECRETARY OF DEFENSE FOR PERSONNEL AND READINESS.**

The Under Secretary of Defense for Personnel and Readiness:

- a. Designates a GO/FO or SES representative to the Warfighter SIG in accordance with Section 3 of this issuance.
- b. Provides oversight of training, exercises, and readiness policies to ensure that DoD Components are fully prepared to field and implement QAR solutions.

## **2.7. UNDER SECRETARY OF DEFENSE FOR INTELLIGENCE AND SECURITY.**

The Under Secretary of Defense for Intelligence and Security:

- a. Designates a GO/FO or SES representative to the Warfighter SIG in accordance with Section 3 of this issuance.
- b. Facilitates action by the Defense Intelligence Enterprise to expedite resolution of QARs and coordinates the timely resolution of DoD national intelligence shortfalls presented by QARs, and other SIG designated items with the Director of National Intelligence.
- c. Facilitates action by the Defense Security Enterprise to expedite resolution of DoD security requirements and shortfalls impacting QARs.
- d. Identifies and recommends solutions to resource, program, and other challenges associated with deploying and optimizing intelligence, surveillance, and reconnaissance capabilities.

## **2.8. UNDER SECRETARY OF DEFENSE FOR RESEARCH AND ENGINEERING.**

The Under Secretary of Defense for Research and Engineering:

- a. Designates a GO/FO or SES representative to the Warfighter SIG in accordance with Section 3 of this issuance.
- b. Provides proactive and continuous analyses of emerging technical threats.
- c. 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 develop prototype QAR solutions that incorporate mature technologies to mitigate the risk from emerging threats.
- d. Assesses the adequacy of DoD Component science and technology programs and investments to provide those technical capabilities required for near-term operations, as defined in CJCS Instruction 5123.01I Series. Makes recommendations to the Warfighter SIG to initiate or modify programs needed in anticipation of emerging urgent needs or areas of technical surprise.

## **2.9. DIRECTOR, OPERATIONAL TEST AND EVALUATION.**

The Director, Operational Test and Evaluation:

- a. Designates a GO/FO or SES representative to the Warfighter SIG in accordance with Section 3 of this issuance.
- b. Establishes policy for the rapid conduct of QAR solution-related operational and live fire testing and evaluation to assess the program's operational effectiveness, suitability, survivability, and lethality.

## **2.10. DIRECTOR, COST ASSESSMENT AND PROGRAM EVALUATION.**

The Director, Cost Assessment and Program Evaluation:

- a. Designates a GO/FO or SES representative to the Warfighter SIG in accordance with Section 3 of this issuance.
- b. Assesses the programmatic implications of DoD Component funding strategies to support QARs.

## **2.11. OTHER DOD COMPONENT HEADS.**

The other DoD Component heads not individually assigned responsibility in this section:

- a. Designate a GO/FO or SES representative to the Warfighter SIG when requested by one of the Warfighter SIG Chairs and in accordance with Section 3 of this issuance.



b. Establish supporting policies and procedures for the quick identification, submission, evaluation, validation, and resolution of QARs and provides visibility to the Warfighter SIG of all strategies developed and actions taken in response to QARs.

## **2.12. SECRETARIES OF THE MILITARY DEPARTMENTS.**

The Secretaries of the Military Departments:

a. Designate a GO/FO or SES representative to the Warfighter SIG in accordance with Section 3 of this issuance. The Secretary of the Navy and the Secretary of the Air Force will designate two representatives each from each Military Service branch under their authority, direction, and control.

b. Establish policies and procedures consistent with this issuance and CJCS and USD(A&S) instructions for the expeditious identification, submission, evaluation, validation, and resolution of QARs. These policies and procedures should also cover the development, resourcing, acquisition, fielding, training, sustainment, and disposition of solutions to these capability gaps. The Secretaries of the Military Departments will periodically review and update policies and procedures, as appropriate, effectively maintaining guidance that ensures organizational readiness to identify and respond to QARs.

c. Provide visibility to the Warfighter SIG of all strategies developed and actions taken in response to validated QARs.

d. Ensure adequate training and sustainment for non-standard equipment fielded in response to QARs, is provided to enable rapid and effective integration into operations.

e. Request RAAs when appropriate, including when waivers of law, regulation, or policy are required to enable a quick response to certain QARs in accordance with the procedures in DoD Manual 5000.78.

f. Identify new legislative or authorities that could rapidly fill capability gaps and recommend them to the JRAC Executive Director for action.

## **2.13. ASSISTANT SECRETARY OF DEFENSE FOR SPECIAL OPERATIONS AND LOW-INTENSITY CONFLICT (ASD(SO/LIC)).**

The ASD(SO/LIC):

a. Designates a GO/FO or SES representative to the Warfighter SIG in accordance with Section 3 of this issuance for special operations-peculiar matters consistent with DoD Directive 5111.10.

b. Establishes policies and procedures consistent with this issuance and CJCS and USD(A&S) instructions for the expeditious identification, submission, evaluation, validation, and resolution of QARs. These policies and procedures should also cover the development,

resourcing, acquisition, fielding, training, sustainment, and disposition of solutions responding to these capability gaps. The ASD(SO/LIC) will periodically review and update policies and procedures, as appropriate, effectively maintaining guidance that ensures organizational readiness to identify and respond to QARs.

c. Provides visibility to the Warfighter SIG of all strategies developed and actions taken in response to validated QARs.

d. Ensures adequate training and sustainment for non-standard equipment fielded in response to QARs are provided to enable rapid and effective integration into operations.

e. Requests RAAs when certain waivers of law, regulation, or policy are required to enable a quick response to certain QARs, in accordance with the procedures in DoD Manual 5000.78.

f. Identifies new legislative or authorities that could rapidly fill capability gaps and recommend them to the JRAC Executive Director for action.

## **2.14. CJCS.**

The CJCS:

a. Designates the Vice CJCS as co-chair of the Warfighter SIG in accordance with Section 3 of this issuance.

b. Establishes policies and prescribes procedures through which CCMDs may quickly identify, prioritize, and communicate urgent capability gaps that represent a significant near-term risk to mission success, or safety of personnel of the Military Services. Gaps may be associated with an ongoing operation or represent such significant risk to future missions that the CCMD believes urgent year of execution resourcing and acquisition actions are justified.

c. Establishes procedures for the CCMDs, Military Services, ASD(SO/LIC) and combat support agencies to identify emerging threats to ongoing or imminent operations, and promptly notify 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 Combatant Commanders to assess the sufficiency of rapidly fielded solutions to mitigate QARs.

## **2.15. COMBATANT COMMANDERS.**

The Combatant Commanders:

- a. Designate a GO/FO or SES representative to the Warfighter SIG as requested by one of the Warfighter SIG chairs and in accordance with Section 3 of this issuance.
- b. Identify, assess, and prioritize JUONs and JEONs, and submit them to the Joint Staff for validation in compliance with CJCS Instruction 5123.01I.

## SECTION 3: DOD WARFIGHTER SIG

### 3.1. 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 QARs and also recognizing, responding to, and mitigating the risk of emerging threats to ongoing or anticipated near-term operations, and SecDef- or DepSecDef-identified urgent issues.

### 3.2. MEMBERSHIP.

- a. DepSecDef, Chair
- b. Vice CJCS, Co-Chair
- c. Members include GO/FO or SES level representatives from:
  - (1) Department of the Army.
  - (2) Department of the Navy (two members, Navy and United States Marine Corps).
  - (3) Department of the Air Force (two members, Air Force and Space Force).
  - (4) USD(A&S).
  - (5) Under Secretary of Defense for Policy.
  - (6) USD(C)/CFO.
  - (7) Under Secretary of Defense for Personnel and Readiness.
  - (8) Under Secretary of Defense for Intelligence Security.
  - (9) Under Secretary of Defense for Research and Engineering.
  - (10) ASD(SO/LIC)
  - (11) Director, Operational Test and Evaluation.
  - (12) Director, Cost Assessment and Program Evaluation.
  - (13) Director, DTRA.
  - (14) JRAC Executive Director.
  - (15) Combatant Commanders, as identified by one of the Warfighter SIG chairs.

(16) Other members, as identified by one of the Warfighter SIG chairs.

d. The JRAC Executive Director will serve as executive secretary.

### **3.3. 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 from emerging threats to ongoing or anticipated near-term operations and SecDef- or DepSecDef-identified urgent issues.

b. Prioritizes and directs actions to meet urgent requirements and directs action to identify, develop, fund, acquire, field, and sustain solutions to those needs.

c. Works with and through established organizations and structures to facilitate rapid acquisition support.

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

e. Adjudicates issues concerning the fulfillment of validated QARs and reviews, monitors, and oversees efforts to provide urgent acquisition support.

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 solutions.

g. Continuously assesses the actions taken by DoD Components in resolving QARs, and directs the Components' implementation of any changes necessary to satisfy urgent needs quickly.

h. Establishes DoD-level task forces, as required, to focus DoD efforts to resolve QARs or address capability surprises.

## GLOSSARY

### G.1. ACRONYMS.

ACRONYM	MEANING
ASD(SO/LIC)	Assistant Secretary of Defense for Special Operations and Low-Intensity Conflict
CCMD	Combatant Command
CJCS	Chairman of the Joint Chiefs of Staff
DepSecDef	Deputy Secretary of Defense
DTRA	Defense Threat Reduction Agency
GO/FO	general or flag officer
JEON	joint emergent operational need
JRAC	joint rapid acquisition cell
JUON	joint urgent operational need
QAR	quick action requirement
RAA	rapid acquisition authority
SecDef	Secretary of Defense
SIG	senior integration group
SES	Senior Executive Service
USD(A&S)	Under Secretary of Defense for Acquisition and Sustainment
USD(C)/CFO	Under Secretary of Defense (Comptroller)/Chief Financial Officer, Department of Defense

### G.2. DEFINITIONS.

Unless otherwise noted, these terms and their definitions are for the purpose of this issuance.

TERM	DEFINITION
<b>combat support agencies</b>	Defined in the DoD Dictionary of Military and Associated Terms.
<b>JEON</b>	Defined in CJCS Instruction 5123.01I.
<b>JUON</b>	Defined in CJCS Instruction 5123.01I.

<b>TERM</b>	<b>DEFINITION</b>
<b>operation</b>	Defined in the DoD Dictionary of Military and Associated Terms.
<b>QAR</b>	Requirements identified in response to urgent capability gaps requiring rapid responses and effective solutions to resolve or mitigate these critical needs. QARs include, but are not limited to JUONs, JEONs, and DoD Component-specific urgent operational needs. Other QARs include Warfighter SIG-identified urgent issues, SecDef- or DepSecDef-identified urgent issues, or SecDef or DepSecDef RAA actions.
<b>RAA</b>	Defined in DoD Manual 5000.78.
<b>urgent operational need</b>	Defined in CJCS Instruction 5123.01I.

## **REFERENCES**

- Chairman of the Joint Chiefs of Staff Instruction 5123.01I, “Charter of the Joint Requirements Oversight Council (JROC) and the Implementation of the Joint Capabilities Integration and Development System,” current edition.
- DoD Directive 5111.10, “Assistant Secretary of Defense for Special Operations and Low-Intensity Conflict,” May 5, 2021
- DoD Manual 5000.78, “Rapid Acquisition Authority (RAA),” March 20, 2019
- Office of the Chairman of the Joint Chiefs of Staff, “DoD Dictionary of Military and Associated Terms,” current edition
- Public Law 107-314, Section 806, “Bob Stump National Defense Authorization Act for Fiscal Year 2003,” December 2, 2002
- United States Code, Title 10, Section 2216a