

**Issue Paper**  
**Requirements Development and Management**

**Assessment:**

Department of Defense capability requirements development and management is frequently independent of budget, acquisition and technology development processes. Requirements grow or change without regard to the turbulence caused in the budget and acquisition areas and the instability that results. Consequently, this instability diminishes confidence that the acquisition process will provide the Combatant Commanders with the optimum joint capability in a timely manner.

**Panel Reasoning**

Of the over 1000 observations the Panel evaluated, requirements management was the third most frequently raised as an area of concern with 15 percent of the observations making some comment about how requirements are developed and managed. Concerns centered on doubt whether the required capability of record was in fact the capability the Combatant Commanders need to win.

After the Panel's aggregation analysis the requirements management process observations fit into one of the following six issue areas:

1. Requirements process and program cost, schedule and performance.
2. Defense Department's capability to develop Joint Requirements or execute Joint Programs.
3. Complexity of the JCIDS process.
4. Requirements process ability to buy the right things in the right quantities.
5. Absence of a rigorous logic in the Joint analytic framework using proven tools.

6. Key Performance Parameters correlation and relevance to program contributions and testing.

From the six issue areas, the Panel selected three of the six where improvement would leverage the most beneficial results for the big "A" acquisition system. Addressing the JCIDS organization and purpose presented an opportunity to combine the Defense Department's capability to develop Joint Requirements or execute Joint Programs; the requirements process ability to buy the right things in the right quantities, and absence of a rigorous logic in the Joint analytic framework using proven tools into a discussion of the JCIDS contribution to the requirements development and management. An element of the requirements process that drives program cost, schedule and performance is discussed separately from JCIDS and covers the impact the vagaries of testing and evaluation have on requirements stability.

The issue area of Key Performance Parameters is a focused area that can be managed from within the requirements and capabilities assessment process. Simply put the Panel believes that a Key Performance Parameter is a criterion of a chosen material solution that if it is not met, the failure to meet the criterion would drive selection of an alternative material solution. In other words Key Performance Parameter selection is definitional and not systemic. Key Performance Parameters are not addressed here.

The Panel had the opportunity to hear the Joint Staff, Force Structure, Resources and Assessment Directorate (J-8) present the rationale, structure and operation of the Joint Capabilities Integration and Development