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JOINT COMMAND AND CONTROL (C2) CAPABILITY NEEDS/REQUIREMENTS MANAGEMENT PROCEDURES

Reference(s): See Enclosure E

1. Purpose. This manual describes the process for submitting C2 capability needs and the process by which these capability needs are managed. When approved, these capability needs become requirements for future doctrine, organization, training, materiel, leadership and education, personnel, facilities (DOTMLPF) and policy development and a means to complement existing joint requirements generation. This manual also defines various stakeholder responsibilities and describes procedures to submit, verify, assess, and prioritize capability needs and requirements.

2. Cancellation. This manual supersedes CJCSM 6721.01A, 1 October 2003, "Global Command and Control System Functional Requirements Evaluation Procedures."

3. Applicability. This manual applies to the Joint Staff, combatant commands, Services, and Agencies (JS/C/S/A). The procedures in this manual apply only to joint C2 capability needs and requirements.

4. Authority. The authority of the Chairman of the Joint Chiefs of Staff (CJCS) to promulgate this manual emanates from United States Code, Title 10, Section 153.

5. Definitions. See Glossary.

6. Procedures. Procedures for inputting capability needs and requirements are described in Enclosures C and D.

7. Summary of Changes. Entire manual was revised. Previous document focused on Global Command and Control System (GCCS) Requirements Identification Database (GRiD) and functional processes. This manual focuses on the processes for submitting and managing joint C2 capability needs via the Net-Enabled Requirements Identification Database (NRID), the replacement for the GRiD.

8. Releasability. This manual is approved for public release; distribution is unlimited. Department of Defense (DOD) components (to include the combatant commands), other Federal agencies, and the public may obtain copies of this manual through reference a.

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



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Enclosure(s):

- A -- GENERAL INFORMATION
- B -- JOINT COMMAND AND CONTROL (C2) CAPABILITY NEEDS
MANAGEMENT RESPONSIBILITIES
- C -- JOINT COMBAT CAPABILITY DEVELOPER (JCCD) EXECUTION OF
THE JOINT COMMAND AND CONTROL (C2) CAPABILITY NEEDS
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ENCLOSURE A

GENERAL INFORMATION

1. Background. Joint C2 supports users from the Services' headquarters, Components, National Military Command System (NMCS), combatant commands (COCOM), DOD agencies, Joint Staff (JS), and joint task forces. Joint user capability needs are met in joint C2 by identifying and integrating the best of existing JS/C/S/A services and systems or by showing the need to find or develop a service, application, or support system in response to a user functional capability need. This manual applies to joint C2 capability needs captured in reference b. Key considerations include:

a. Capability Needs Process Goal. The goal of this process is to provide an effective means to identify and manage warfighter capability needs by capturing, processing, and documenting those needs for approval and subsequent action. Doctrine, organization, training, leadership and education, personnel and facilities (DOT_LPF) shortfalls and recommended approaches will also be identified and provided to the appropriate organization(s) for action. The chief consideration is to define warfighter needs, find the best solutions from government or industry, and implement cost-effective and timely solutions. This necessitates a strong partnership between the United States Joint Forces Command (USJFCOM) Joint Combat Capability Developer (JCCD), the warfighter/user, and the materiel developer.

b. Capability Needs Process Overview. The C2 Joint Capabilities Board (JCB) serves as the oversight body for joint C2, as outlined in reference c. C2 Working Groups (WG) will meet quarterly to recommend requirements prioritization to the JCCD. Semi-annually, JCCD reviews plan build schedule, content, and prioritization and forwards it to the JCCD Council of Colonels (CoC) for review and endorsement. JCCD then submits the information to the C2 Functional Capabilities Board (FCB). The C2 FCB reviews the JCCD CoC-prioritized list and forwards it to the C2 JCB for approval and/or modification. As required, materiel developers conduct follow-on acquisition planning under Assistant Secretary of Defense, Networks and Information Integration (ASD(NII)) lead. The annual plan is briefed to the C2 Capabilities Integration Board (C2CIB) for endorsement, followed by presentation to the Milestone Decision Authority for approval.

c. Submitting Joint C2 Capability Needs. Warfighters should communicate their joint C2 capability needs to the JCCD through their appropriate JS/C/S/A NRID Manager. These needs must have O-6 level approval/endorsement. The NRID is located on the Secure Internet Protocol Router Network (SIPRNET) (reference d). If a C2 Working Group (WG) identifies a capability need, the WG may have it entered into the NRID via a JS/C/S/A NRID Manager.

d. Service or Agency Capability Needs. Only validated joint C2 capability needs are addressed by this manual. Service and/or agency capability needs and requirements are considered if they address a joint need (e.g., Joint Interest Program of Record (POR)). Service-specific needs or requirements should be addressed by the appropriate Service POR.

ENCLOSURE B

JOINT COMMAND AND CONTROL (C2) CAPABILITY NEEDS MANAGEMENT
RESPONSIBILITIES

1. Joint Command and Control (C2) Capability Needs. This enclosure defines responsibilities regarding the processing of joint C2 capability needs. The C2 governance and management structure, including specific responsibilities as it pertains to C2, is found within reference e, reference f, and reference g.
2. Authority. The joint C2 capability requirements governance structure fulfills the requirement for oversight, direction, and management of the validated Joint C2 Capability requirements as directed by references h and i. It also ensures joint C2 capability requirements are addressed in the Information Technology (IT) Box framework, ensuring agility and flexibility to incorporate evolving technology and address changing mission priorities during the requirements' lifecycle, per references c, j, and k. Specifically, reference c mandates the need for a, "...Flag-level body that holds authority over, and provides governance for requirements, for this IT program," and "...determines schedule and content of the releases of capability based on collaboration between users and the program manager." The C2 JCB is the general officer/flag officer-level oversight body that will provide capability needs and requirements governance for joint C2 capability.
3. Office of Primary Responsibility. The executive agent for joint C2 is the Commander, United States Joint Forces Command (CDRUSJFCOM). CDRUSJFCOM has designated the Director, USJFCOM J8, as the Joint Capability Developer (JCD). The JCD is responsible for oversight of the joint C2 capability needs process. The JCD has delegated authority to manage the joint capability needs process to the JCCD. JCCD will:
 - a. Serve as the DOD organization responsible for managing joint C2 capability needs and integration across the DOTMLPF and policy spectrum.
 - b. Manage development and sustainment of the NRID and the capability needs process outlined in Enclosure C.
 - c. Couple warfighter capability needs and requirements to the materiel developer(s) via plan-build conferences.
 - d. Couple warfighter capability needs and requirements to ensure sustainment and synchronization across current joint C2 capability.
 - e. Make recommendations to the C2 JCB or Joint Requirements Oversight Council (JROC), as appropriate, when changes or tradeoffs involving Key Performance Parameters (KPP) or Key System Attributes (KSA) are necessary.

f. Perform additional responsibilities outlined in Enclosure C.

4. Responsibilities. Responsibilities of other key organizations within the joint C2 capability needs process are outlined below.

a. JCCD CoC Responsibilities.

(1) Review JCCD and C2 WG recommendations on C2 capability needs/requirements prioritization, resolve any outstanding issues and, via the JCCD, forward a final prioritized list to the C2 FCB for review and the C2 JCB for approval/ modification. The JCCD-led CoC may reprioritize the consolidated JCCD prioritized list, as necessary, before forwarding its final recommendation to the C2 JCB.

(2) Meet monthly to address joint C2 capability issues.

(3) Provide a forum for non-member participants. Other participants, as designated by the CoC chairpersons, may attend CoC meetings to provide technical support and assistance.

b. JS J3, Deputy Director Global Operations Command Systems Operations Division Responsibilities.

(1) Provide guidance to the Defense Information Systems Agency JSSC Help Desk, and other systems support organizations as required, for current operations technical support.

(2) Refer issues that may impact capability needs/ requirements to the JCCD.

c. JS/C/S/A Responsibilities. Organizations submitting joint C2 capability needs must provide points of contact who can regularly participate in the capability need submission, ranking and prioritization process. This includes NRID Managers and representatives to the CoC, C2 WGs, and subject matter expert support to the JCCD.

d. C2 WG Responsibilities. Various C2 WGs exist as part of the C2 governance and management structure. A C2 WG can recommend submission of capability needs into the NRID by coordinating with a JS/C/S/A NRID Manager. Specific responsibilities for each C2 WG are outlined in reference f and in each C2 WG's approved charter.

e. NRID Manager Responsibilities. Only NRID Managers can enter joint C2 capability needs into the NRID. Submission authority must be at the O-6 level or above. Each JS/C/S/A can designate up to five NRID Managers.

Exceptions to increase this number can be made by the JCCD on a case-by-case basis.

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ENCLOSURE C

JOINT COMBAT CAPABILITY DEVELOPER (JCCD) EXECUTION OF THE JOINT
COMMAND AND CONTROL (C2) CAPABILITY NEEDS MANAGEMENT
PROCESS

1. Purpose. Provide a process for USJFCOM to manage validated joint command and control (C2) capability needs and requirements in collaboration with JS/C/S/A, Program Managers, and/or material developers. The JCCD enables USJFCOM to execute its mission to ensure warfighter needs are met by providing a defined, credible and repeatable capability needs process for joint C2 capability development.

2. JCCD Responsibilities. JCCD will:

a. Exercise operational sponsorship of joint C2 capability. This includes providing a direct coupling of warfighter joint C2 capability needs (as expressed in actionable requirements by JCCD) to Program Managers and/or materiel developers to achieve dedicated and continuous, end-to-end warfighter engagement.

b. Track the status of all joint C2 capability needs and requirements from submission through fielding and provide C2 WGs a quarterly update of this status. Capability needs/requirements traceability is facilitated through interaction with Program Managers and/or materiel developers.

c. Continually review the prioritized requirements list, ensuring pending items are not overcome by technology or mission changes. Previous recommendations of priorities will be used as a starting point for developing a consolidated prioritized requirements list.

d. Manage, via the JCCD CoC and C2 WGs, the prioritized ranking process for joint C2 requirements.

e. Coordinate with ASD(NII) in the development, documentation, and promulgation of joint standards for migration of joint C2/GCCS FoS functionalities to an agile joint C2 environment.

f. Promote and facilitate the synchronization of joint C2 capability fielding timelines to ensure cross-Service integration.

3. Methodology.

a. Joint C2 Capability Needs Management Process. The Joint C2 capability needs management process (Figure 1) consists of the NRID and plan-build processes. These processes provide prioritized requirements for joint C2 capability development efforts. Additional detail is provided in reference c, Enclosure E.

b. NRID Process. The NRID capability needs management process, which indicates each checkpoint within the NRID, is outlined in Figure 1. The NRID process supports the Joint C2 capability needs management process by capturing capability needs and providing prioritized requirements for consideration during annual plan-build modernization efforts. With appropriate decision-maker involvement, NRID capability needs and requirements can also be allocated to other programs and/or identify priorities for sustainment efforts.



Figure 1. NRID Capability Needs Management Process

(1) The following paragraphs outline the NRID phases from submission of the warfighter's capability need to the closing of a requirement. While each step is dependent on the completion of previous steps and associated results, there are circumstances where some capability needs may be accelerated due to ongoing capability development or solution possibilities that provide an opportunity for rapid fielding. The "Submit" through "Prioritize" phases are critical as they focus on the warfighter's direct NRID inputs. Once a requirement has been prioritized according to its mission impact by the C2 WGs, it becomes one of the inputs for consideration as part of a larger process (e.g., plan-build process or joint C2 sustainment/synchronization). It is through these larger processes that a requirement is funded, developed, and fielded. The JCCD then monitors and tracks the requirement via the NRID until it has been satisfied and closed. NRID process phases are listed below.

(a) "Submit" Phase: NRID Managers submit capability needs into the NRID.

(b) "Verify" Phase: JCCD conducts an initial quick look analysis to ensure the warfighter's capability need is clearly understood, fits within the joint C2 mission space, and can be traced to a JROC validated requirement. If the submission is determined not to be a joint C2 capability need and/or should be handled via other channels, JCCD will contact the submitter for resolution (e.g., submit as a lesson learned versus a joint C2 capability need). JCCD will then determine if the capability need is new, already exists, or is an update.

(c) “Assess” Phase: JCCD decomposes the capability need into actionable requirements with sufficient detail to inform prioritization, development, and fielding decisions. The appropriate program manager assesses feasibility/difficulty, sustainment/synchronization, or modernization alignment, potential targeted release opportunity and if a change request (CR) is appropriate. The JCCD, in collaboration with the program manager, identifies a potential solution path. Joint C2 capability needs that can be met with DOT_LPF and policy solutions or aspects can be submitted in the NRID to identify the need. However, resolution of the need, in some cases, may be outside the responsibility and authority of the JCCD. In those cases, the JCCD will identify an organization to address the need.

(d) “Prioritize” Phase: JCCD provides the appropriate C2 WG the “Assess” phase output. Members score each capability need and associated requirements on a 1-5 scale based on mission impact, with 1 the highest priority and 5 the lowest.

1. Priority 1: Mission Critical
2. Priority 2: Mission Essential
3. Priority 3: Major Mission Improvement
4. Priority 4: Minor Mission Improvement
5. Priority 5: Mission Enhancement

The resultant content and prioritization list from each C2 WG is forwarded, via the JCCD, to the JCCD CoC for sustainment/synchronization or modernization review and endorsement. JCCD forwards the prioritized requirements to the C2 FCB and C2 JCB for review and approval. After the “Prioritize” Phase is complete, the warfighter’s requirements will compete for funding against other associated joint C2 programs and requirements. Additional detail is provided in reference c, Enclosure E.

(e) “Development” Phase: Materiel developers use the prioritized requirements to develop C2 capability. The materiel developer will provide periodic updates on the status of requirements in development and seek JCCD CoC approval on non-KPP and non-KSA tradeoff decisions affecting joint C2 capability needs and capability fielding.

(f) “Fielding” Phase: Capabilities are delivered to the warfighter once the selected material solutions have been formally tested and evaluated to ensure operational effectiveness and suitability. Fielding culminates with a

post implementation review to gain warfighter validation that the applicable requirements have been fully satisfied.

(g) “Closed” Phase: A capability is closed when it has been satisfied, as determined by the operational community; withdrawn by the submitter; or cannot be funded and/or developed (i.e. prohibitive costs involved) within three years of its submission date. (Note: In the latter case, the submitter has the option of reviewing the requirement and resubmitting it for future consideration.) If a requirement is partially met, the unmet portion of the requirement remains open.

c. plan-build Process. The JCCD conducts semi-annual plan-build conferences with JS, Office of the Secretary of Defense and materiel developers (in collaboration with users and the program managers). plan-build conferences are used to collaboratively plan for capability development and fielding schedule, cost and technical feasibility, and authoritative data source accessibility and visibility for tradespace collaboration and negotiation. The conferences result in the optimum integrated mix of capabilities based upon a consideration of prioritized modernization needs (capabilities to adopt/adapt/integrate or new capabilities that require development) for the next planned release in accordance with established warfighter priorities and executable within programmed resources with due consideration of sustainment/ synchronization efforts. plan-build conferences project capability releases for multiple fiscal years that can be used to inform Services and Agencies and, thereby, facilitate their planning, programming, budgeting, and execution activities. The schedule/content and prioritization list products from the plan-build conference are coordinated, via Joint Staff Action Package (JSAP) 136 staffing, with the C/S/As and then forwarded to the JCCD CoC. C2 WG prioritization recommendations that differ from the JSAP 136-staffing results are submitted to the JCCD CoC as “Views of Others.”

ENCLOSURE D

NET-ENABLED REQUIREMENTS IDENTIFICATION DATABASE (NRID) SYSTEM
OPERATIONS

1. General.

a. The NRID is the JS/C/S/A primary collection mechanism for joint C2 capability needs (reference d).

b. Joint C2 capability needs are identified and approved for input to the NRID by JS/C/S/A NRID Managers designated by/acting at the direction of the respective O-6 level NRID Manager. NRID Managers should be limited to five per JS/C/S/A and may be nominated by contacting the NRID Help Desk, located on the NRID homepage.

2. NRID Data Entry.

a. Proper NRID use is dependent upon familiarity with the capability needs management process detailed in Enclosure C.

b. Required data elements for submitting a capability need can be found on the NRID "Add New Capability Need" screen. Submissions should contain as much information as possible to expedite assessment and prioritization.

c. Problem reports (PRs) are worked as described in Enclosure A, paragraph 2.g. The phone number for the JSSC Help Desk is 703-223-0671 or DSN 225-0671.

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ENCLOSURE E

REFERENCES

- a. "CJCS Directives Electronic Library," Information Management Division, 4 May 2010, <http://www.dtic.mil/cjcs_directives> (accessed: September 29, 2010).
- b. "NECC Capability Development Document (CDD)," 07 June 2007.
- c. "Joint Capabilities Integration and Development System (JCIDS) Manual," 31 July 2009.
- d. "Net Enabled Requirements Identification Database," 5 October 2010, <<https://nrid.jfcom.smil.mil>> (accessed: October 5, 2010).
- e. "Charter for Joint Command and Control (C2) Requirements Governance," 25 June 2010.
- f. CJCSI 3265.01 Series, "Command and Control Governance and Management Structure."
- g. JROCM 209-08, "Delegation of Authority for Command and Control Capability to United States Joint Forces Command (USJFCOM)."
- h. JROCM 173-07, "Net-Enabled Command Capability Increment 1 Capability Development Document," 16 July 2007.
- i. JROCM 146-08, "Net-Enabled Command Capability Increment 1 Capability Development Document Change I Annex," 18 July 2008.
- j. CJCSI 3170.01 Series, "Joint Capabilities Integration and Development System."
- k. JROCM 008-08, "Leveraging Technology Evolution for Information Technology Systems."

SUPPORTING DOCUMENTS

- "ASD (NII) Memo to the Services on JC2 Capability," 02 September 2005.
- "Charter for Command and Control Capability Integration Board (C2CIB)," 02 October 2006.
- DODI 5000.02, "Operation of the Defense Acquisition System," 8 December 2008.

Joint Publication 1-02, "DOD Dictionary of Military and Associated Terms," as amended April 2010.

"NECC (originally named Joint Command and Control [JC2] Capability) Acquisition Decision Memorandum (ADM)," 07 March 2006.

"Net-Enabled Command Capability (NECC) Joint Combat Capability Developer (JCCD) Management Plan," Version 1.0, 16 July 2007.

GLOSSARY

PART I – ABBREVIATIONS AND ACRONYMS

ASD(NII)	Assistant Secretary of Defense, Networks and Information Integration
C2	Command and Control
C2CIB	Command and Control Capability Integration Board
CDRUSJFCOM	Commander, United States Joint Forces Command
CJCS	Chairman Joint Chiefs of Staff
CJCSI	Chairman Joint Chiefs of Staff Instruction
CJCSM	Chairman Joint Chiefs of Staff Manual
CoC	Council of Colonels
COCOM	Combatant Command
CR	Change Request
DOD	Department of Defense
DOTMLPF	Doctrine, Organization, Training, Materiel, Leadership and Education, Personnel and Facilities
DOT_LPF	Doctrine, Organization, Training, Leadership and Education, Personnel, Facilities
FCB	Functional Capabilities Board
FoS	Family of Systems
GCCS	Global Command and Control System
JCB	Joint Capabilities Board
JCCD	Joint Combat Capability Developer
JCD	Joint Capability Developer
JCIDS	Joint Capabilities Integration and Development System
JROC	Joint Requirements Oversight Council
JROCM	Joint Requirements Oversight Council Memorandum
JS	Joint Staff
JSAP	Joint Staff Action Package
JS/C/S/A	Joint Staff/Combatant Command/Service/Agency
JSSC	Joint Staff Support Center
KPP	Key Performance Parameter
KSA	Key System Attribute
NECC	Net-Enabled Command Capability
NMCS	National Military Command System
NRID	Net-Enabled Requirements Identification Database

POR	Program of Record
PR	Problem Report
SIPRNET	Secure Internet Protocol Router Network
USJFCOM	United States Joint Forces Command
WG	Working Group

PART II – TERMS AND DEFINITIONS

capability needs -- Warfighter-identified missions, tasks, and/or functions that cannot be performed or are unacceptably limited. Joint C2 capability needs are assessed and processed via the NRID.

change requests (CR) -- CRs address changes to existing functions to enhance or provide additional capability. CRs are assessed and processed via the NRID.

joint C2 capability -- Joint C2 capability is the ability to achieve a desired C2 effect under specified standards and conditions and through combinations of ways and means to perform a set of tasks. A joint C2 capability need comes from the warfighter and expresses a shortfall, work around, or enhancement required to perform the mission. The capability need is then refined and decomposed into requirement statements for further action. A new C2 capability need may require a non-materiel solution or policy change and, in some cases, result in a new materiel solution. Joint C2 capability needs are submitted to JCCD through the NRID as described in Enclosures C and D.

joint C2 mission space -- The joint C2 mission space includes the area supporting command capability and C2 activities from the NMCS through the Joint Force Commander and Service/functional components to unit level commanders.

joint C2 submission authority -- Each JS/C/S/A has submission authority. They will appoint an O-6 level or above representative to approve/endorse joint C2 capability needs and an NRID Manager to enter them into the NRID.

modernization -- The migration of the GCCS Family of Systems (FoS) to an agile, joint C2 environment.

NRID -- The NRID is the primary means for the warfighter to identify joint C2 capability needs. The NRID is a classified (SIPRNET) web application that collects capability needs and aids in the process of aggregating, prioritizing, and managing joint C2 capabilities and requirements. It allows the warfighter to track the status of a submitted capability need and its association with other capability needs, requirements, or solutions throughout its lifecycle. The application will evolve to ensure congruency with other JS/C/S/A requirements management systems to the maximum extent feasible.

problem report (PR) -- A PR addresses problems with existing functionality that may or may not meet the capability needs for which they were designed. Generally, PRs are not entered into the NRID but processed via the JS Support Center (JSSC) Help Desk for issue correction. When a PR represents a capability need or correction of an issue that requires additional unique

development beyond the current program scope, a CR should be entered into the NRID.

requirement -- Per reference c, a requirement is, “An established need justifying the timely allocation of resources to achieve a capability to accomplish approved military objectives, missions, or tasks.” A requirement provides a level of detail that facilitates solution development.

sustainment -- This includes the process, procedures, people, materiel, and information required to operate, support, and maintain currently deployed C2 systems.

synchronization -- The process of modifying currently deployed C2 systems to adapt to a changed environment (e.g., hardware/software compatibility, interoperability) or correct deficiencies.

warfighters -- Warfighters are organizations or individuals who use Joint C2 to oversee, conduct, and support warfighting activities. In the context of this manual, principal users are the JS/C/S/As.