

AF/A5R REQUIREMENTS DEVELOPMENT GUIDEBOOK



Volume 1

Policies & Guidelines

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Air Force Requirements Integration Division

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PREFACE

This guidebook explains the framework for Air Force oversight and implementation of *operational capability requirements development* in support of overarching Capability Development efforts and in compliance with the main processes for “Requirements” via the Joint Capabilities Integration and Development System (JCIDS), for “Acquisition” via the Defense Acquisition System (DAS), and for “Resourcing” via the Air Force Strategy, Planning, Programming, Budgeting and Execution (SPPBE).

There are no restrictions on release or distribution of this guidebook.

NOTE: Although the AF/A5R Requirements Development Guidebooks are generally non-directive in nature, they represent official guidance and procedures developed to ensure compliance with and implementation of overarching JCIDS and Acquisition policies. Per AF/A5R direction and authority under HAF Mission Directive 1-56, to the maximum extent practical, Air Force Sponsors are expected to comply with the guidance and procedures described in the A5R Guidebooks.

If you have questions regarding specific information in the guidebook(s), or if you have suggestions for improvements, please contact the OPR:

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AF/A5RP Portal Page. Additional guidance and information to supplement this Guidebook is located on the AF Portal:

- To access the A5RP Requirements Portal Page: go to <https://www.my.af.mil>
- Navigate to “Organizations A-Z”, then type in “A5RP Requirements”

CHANGE SUMMARY

Change Summary	Date
Initial Release: Revised the Guidebook Volumes to align policy and guidance under new Vol 1, as the “Capstone Guidebook” and separate the procedural guidance and other best practices in subsequent guidebook volumes and handbooks <ul style="list-style-type: none"> - Vol 1, Policy and Guidelines (revised previous Vol 1, refined all policy info) - Vol 2, Urgent Needs (major updates, revised the transition review portion) - Vol 3, JCIDS Deliberate Process (split out from Vol 1, reorganized layout) - Vol 4, Modification Proposals (split out from Vol 1, minor edits) 	3 OCT 2017
<ul style="list-style-type: none"> • Admin changes to reflect AF/A5RP (without the dash) and integration with A5RJ • Admin changes to reflect the distinction between AFWIC (and oversight of CDWG and CDC governance) which is no longer part of AF/A5R • Deleted references to CFSP • Deleted References to AFRD 90-11 and AFRD 10-6 (until revised & republished) • Added a new table of key requirements stakeholder and areas of responsibility 	20 Mar 2018
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<ul style="list-style-type: none"> • <u>Admin changes and edits, updated graphics</u> 	<u>9 May 2019</u>

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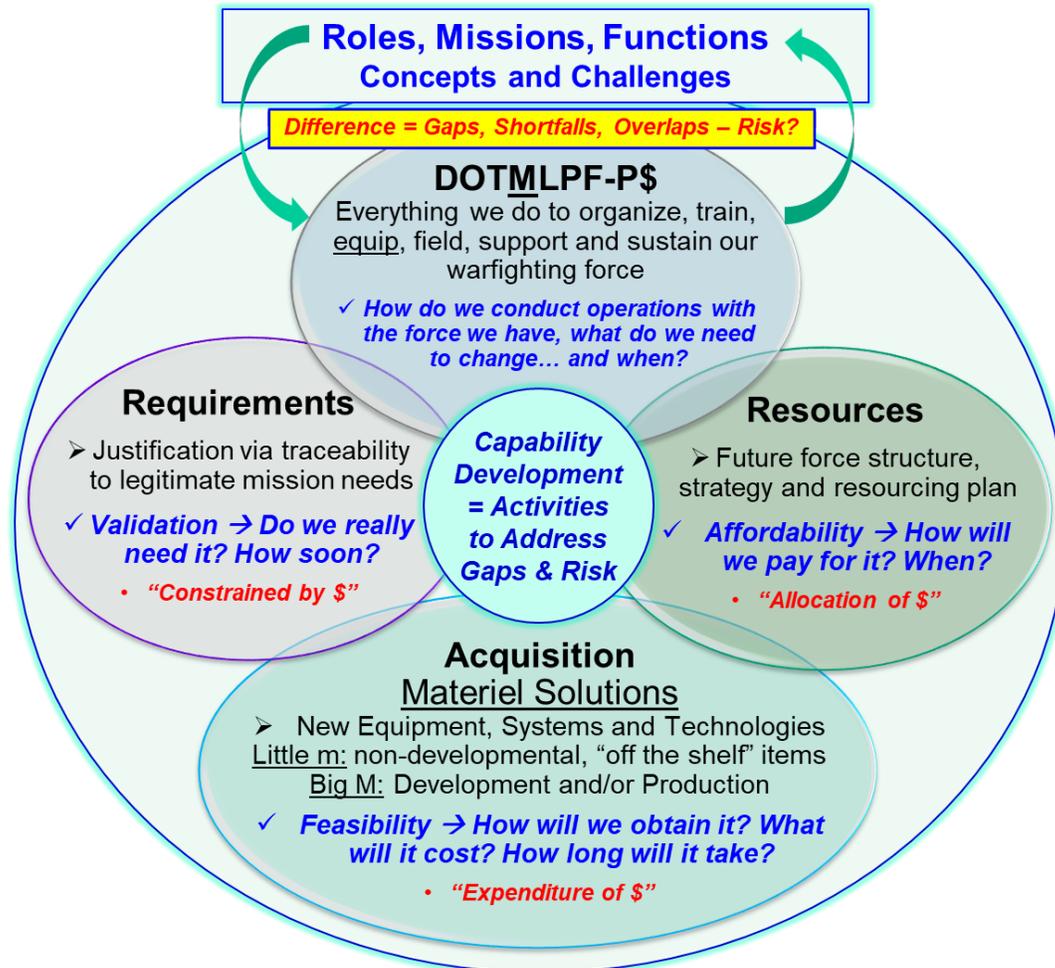
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SECTION 1. OVERVIEW

Figure 1.1 Capability Development - Overview



Capability Development. This guidebook explains the framework for Air Force oversight and implementation of *operational capability requirements development* in support of overarching Capability Development efforts and in compliance with the main processes for “Requirements” via the Joint Capabilities Integration and Development System (JCIDS), for “Acquisition” via the Defense Acquisition System (DAS), and for “Resourcing” via the Air Force Strategy, Planning, Programming, Budgeting and Execution (SPPBE).

- *NOTE: “Capability” is more than just equipment... it is the combination of People, Training, Equipment, across the entire spectrum of DOTMLPF-P... that is, Doctrine, Organizations, Training, Materiel (equipment), Leadership & Education, Personnel, Facilities and Policy. For example, equipment without properly trained people to operate and maintain it, is not a capability...*
- *When we talk about Materiel Solutions, we use “little m” to indicate previously fielded or non-developmental, “off the shelf” items... the type of materiel that can be obtained without going through formal JCIDS and DAS. The “Big M” is used to indicate new development or new production of equipment via formal acquisition process.*

1.1. “Capability Requirements” Defined. Capability requirements development activities are conducted in response to formal assessments of the AF’s ability (in both capability and capacity) to accomplish assigned roles, missions, functions and operations and associated risks. First we have to underscore the proper terminology used to describe capability requirements, capability gaps, and capability solutions.

Capability Requirement (Need). A capability requirement reflects a need to be able to accomplish or perform a certain task, set of tasks, or mission(s), under a specific set of conditions or constraints, and to a minimum level of performance in order to be considered effective and/or acceptable.

- **Capability** - The ability to complete a task or execute a course of action under specified conditions and level of performance through combinations of means and ways across the entire DOTMLPF-P spectrum to perform a set of tasks to execute a specified course of action.
- *Note: Requirements “Validation”: In order to be considered valid, a capability requirement (need) must be established by, derived from and traceable to assigned roles, missions, functions and operations. When referring to the “requirement”, it is important to distinguish between the capability requirement (e.g. the task, the thing that needs to be done), from the conditions or constraints under which it will be done, and the standards or degree to which it must be done.*
- *Note: A capability requirement can only be fully understood in the context of a Concept of Operations (CONOPs) and how the capability will need to be integrated and supported in the intended operating environment. Well-written requirements have appropriately detailed descriptions of the task(s), conditions, standards, measures and a CONOPs.*

Attributes and Measures. *Attributes* describe the mission level and system level performance and suitability characteristics (e.g. speed, distance, range, payload, survivability, etc.) necessary to provide the required capability, under the given conditions, meeting at least the minimum acceptable (threshold) level of performance and at an acceptable or manageable level of operational risk. *Measures* of capability are related to both the quality of capability (also called proficiency; is it good enough?) and to the quantity or capacity/amount of the capability (also called sufficiency; do we have enough?)

- *Note: In JCIDS, system level attributes are expressed in terms of Key Performance Parameters (KPPs), Key System Attributes (KSAs), Additional Performance Attributes (APAs), Other System Attributes, and similar terms. Measures are expressed in terms of threshold (minimum acceptable) values and objective values (desired but still justifiable as being necessary, but associated with higher cost or technical risk, etc.)*

Capability Gaps and Risk Assessments. The difference (if any) between the capability requirement (i.e. what we need to be able to do, or how much we need) and the currently fielded capability as represented by our organizations, training, equipment, etc. (i.e. what we are actually able to do, or not able to do), represents the *capability gap*, if any exists. The *risk* of not addressing the gap illustrates the severity and/or level of urgency in developing a capability to mitigate the gap, either in part or in total.

- *Note: Gaps are expressed in terms of not being able to achieve the minimum threshold value of acceptable performance or suitability. Risk may be expressed as risk to mission, or risk to the force and is an integral part of decision making about addressing capability gaps.*

Capability Solutions. Our ability to provide a needed capability comes in the form of all materiel and non-materiel approaches we take to provide a fielded solution that meets warfighting needs. This includes a complementary mix of doctrine (and concepts), organizations, training, materiel (equipment), leadership

(professional) education, people (manpower), facilities (infrastructure) and policy, also known as the DOTmLPF-P areas.

- *Note: When we examine our ability or inability to provide the necessary capability, we must examine this entire DOTmLPF-P spectrum to assess our potential gaps and risk, and identify possible solutions for each of the appropriate DOTmLPF-P areas.*
 - Non-Materiel Solution - Changes to doctrine, organization, training, (previously fielded) materiel, leadership and education, personnel, facilities, or policy implemented to satisfy one or more capability requirements (or needs) and reduce or eliminate one or more gaps, without the need to develop or purchase new materiel capability solutions. The “little m” materiel portion is restricted to existing equipment, by use of existing materiel in alternate applications as an adaptation or repurposing not originally envisioned. [CJCSI 5123]
 - Materiel Capability Solution - Correction of a deficiency, satisfaction of a capability gap, or incorporation of new technology that results in the development, acquisition, procurement, or fielding of a new item (including ships, tanks, self-propelled weapons, aircraft, and related software & data, spares, repair parts, and support equipment, but excluding real property, installations, and utilities). In the case of family of systems and system of systems approaches, an individual materiel solution may not fully satisfy a necessary capability gap on its own. [CJCSI 5123]
- Capability Opportunity: recognized opportunities for capability development that are not necessarily associated with a specific capability gap, but are aligned with valid mission requirements (or needs).

1.2. AF Implementation of JCIDS (“Requirements” Process). The AF utilizes tailored variations of JCIDS (again, JCIDS is the Joint Capability Integration and Development System) for the development of operational warfighting capability requirements documentation as described in Chairman of Joint Chiefs of Staff Instruction (CJCSI) 5123, the associated *Manual for the Operation of JCIDS* (the JCIDS Manual) and DoD Instruction 5000.02, *Operation of the Defense Acquisition System*.

- *Note: It is important for all stakeholders in the requirements process to have a solid understanding of the overarching Joint and Defense level policies and guidance. Additional information is also available via requirements manager training as described in section 3.3 of this Guidebook*

The Chief of Staff of the Air Force (CSAF) is designated as the Chief Requirements Officer for the Air Force. The Deputy Chief of Staff, Strategy, Integration and Requirements, AF/A5 (through AF/A5R) is the OPR for implementation of AF operational capability requirements development, as described in HAF Mission Directive 1-56 (*in revision*).

MAJCOM/Agency Requirements Sponsors. Sponsorship is assigned to a MAJCOM/Agency to lead the development of capability requirements and associated documentation for their assigned systems, programs, functions and/or missions. Sponsorship includes, but is not limited to advocating for resourcing, manpower, and any other support necessary for the conduct of requirements development activities.

- *NOTE: Specific Sponsor responsibilities are addressed in Section 3 of this Guidebook.*

1.3 Scope of AF/A5R Requirements Oversight. The particular characterization of solution categories determines the process oversight and decision authority for the decisions to be made about capability solutions – the process and procedures described in the AF/A5R Requirements Development Guidebooks (hereafter referred to simply as the A5R Guidebooks) are the main processes used to develop and field new weapon systems, information systems and other operational systems with direct impact on Joint

warfighting (what we refer to as operational warfighting capabilities). [Special Access Programs follow the Guidebook procedures to the greatest extent practical \(contact the AF/A5RP Special Project branch for more information.\)](#)

Exceptions: There are many other processes and governance for development of capabilities and AF systems that do not utilize [the requirements process as governed by AF/A5R](#); examples include, but are not limited to business system capability, medical support, manpower and education requirements, facilities and infrastructure, etc. Unless otherwise required to obtain Joint review and/or validation of requirements documents via the [AF/A5R requirements](#) process, the following authorities apply:

- Business capabilities are managed under the governance of the Business Capability Acquisition Cycle (BCAC) and described in Air Force Manual 63-133 and under the Defense Business Council, as governed by DoD Instruction 5000.75. The AF lead is the Office of the Deputy Under Secretary of the Air Force for Management (SAF/MG).
- Medical Support capabilities which are primarily medical or medical support are managed under the authority of the Surgeon General Requirements Oversight Council (SGROC) under the governance and funding authority of the Defense Health Agency. The AF lead is the Medical Support Agency (AFMSA/SG5).
- Intelligence capabilities which are primarily or wholly funded with National Intelligence Program (NIP) funds are developed, reviewed and validated in accordance with the Intelligence Community Capability Requirements (ICCR) process. The AF lead is the Deputy Chief of Staff for Intelligence, Surveillance and Reconnaissance (AF/A2).
- The Nuclear Weapons Council has oversight of nuclear weapons activities per DOD Instruction 5030.55. Note. Sponsors comply with [JCIDS/AF/A5R policy and process](#), as applicable, when developing DoD or military-specific components or subcomponents to a nuclear weapon. The AF lead is Deputy Chief of Staff for Strategic Deterrence and Nuclear Integration (AF/A10).
- [Special Operations Command \(SOCOM\) has validation authority for Special Operations-Peculiar \(SO-P\) capabilities including SO-P urgent operational needs. The AF lead is HQ Air Force Special Operations Command \(AFSOC/A5R\).](#)
- [Cyber Command \(CYBERCOM\) has been given validation authority for Cyber-Operations Peculiar \(CO-P\) capabilities. To some extent, they are just starting to exercise those authorities and to some extent they are still using the AF/A5R process. The AF OPR is HQ Air Combat Command \(ACC/A5/8/9\). For more information, contact the HAF lead for Cyber Requirements, AF/A5RK.](#)
- Functional requirements primarily related to [Security Forces \(SF\)](#) are managed under the authority of the authority of the Air Force Security Forces Center (AFSFC). HQ Air Force Materiel Command (AFMC/A5R) is the command OPR for [SF](#) capability requirements.
- Functional requirements primarily related to [Civil Engineering \(CE\)](#) functional issues are managed under the authority of the Air Force Civil Engineer Center (AFCEC). HQ Air Force Materiel Command (AFMC/A5R) is the command OPR for [CE](#) capability requirements.
- [Review and approval for capability requirements and modification proposals related to Common Support Equipment \(CSE\) is delegated to AFMC/A5R.](#)

1.4. Key Tenets of AF Capability Requirements Development. Capability requirements [validation and development](#) and [fielding of both materiel and non-materiel capability solutions](#) are accomplished consistent with AF direction and priorities in [alignment](#) with the AF's Capability Development Guidance

(CDG), resourcing policies, and with acquisition policies. Operational capability requirements development must operate simultaneously with full cooperation and close coordination of all stakeholders and enablers, especially the resourcing, and acquisition communities.

- *NOTE: Validated capability requirements and system level performance attributes provide the basis for defining the products that will be acquired through the acquisition system; and the SPPBE process determines resource allocations and provides the funds necessary to execute planned programs as well as constraining the entire process to seek affordable solutions.*
- *NOTE: Throughout a product's life cycle, adjustments may have to be made to keep the requirements, acquisition and resourcing processes aligned. Capability requirements and system performance attributes may have to be adjusted to conform to technical and fiscal reality. Acquisition programs may have to adjust to changing requirements and funding availability. Programmed and budgeted funds may have to be adjusted to make programs executable or to adapt to evolving validated capability requirements and priorities.*

KEY TENET -- STABILITY. Stable support for capability requirements and resourcing are important for successful program execution. Stakeholders and process owners must work closely together to adapt to changing circumstances as needed, and to identify and resolve issues as early as possible.

- Program stability necessitates effective and ongoing communication between resourcing, acquisition and user functional leads including but not limited to direct involvement in the SPPBE review process, and participation in program reviews conducted under the governance of the acquisition and requirements processes.

KEY TENET -- AFFORDABILITY. Analysis and investment review is necessary to avoid starting or continuing solution approaches or acquisition programs that cannot be executed or supported within reasonable expectations for future budgets. Assessing affordability is crucial for establishing fiscal feasibility of the program, informing Analyses of Alternatives (AoAs), guiding capability requirements and engineering tradeoffs, and setting realistic program baselines to control life-cycle costs or other implementation and support expenses.

- Affordability management necessitates effective and ongoing communication between acquisition and the user/functional leads on the cost and risk implications associated with capability attributes and design parameters. For materiel acquisition approaches, the Program Manager (PM) is responsible for the systems engineering trade analysis showing how cost and capability vary with major design parameters in materiel acquisition programs. For more detail, refer to DoDI 5000.02, Enclosure 8.

KEY TENET -- TIMELINESS. Timing relates to both the timeframe in which the capability is needed and the schedule for which we should realistically expect to be able to achieve implementation or initial/full capability fielding. Timing provides the framework for determining how long we have to accomplish development and fielding of a solution. A program or initiative doesn't necessarily have to go fast to provide a solution that is "on time."

- Timeliness depends on when the capability is needed. Timing is expressed in terms of the expected or desired timeframe for completion of actions necessary to achieve Initial Operational Capability (IOC), also known as initial fielding or initial/limited deployment in some cases. Timing and schedule are also expressed in terms of the final or "Full" Operational Capability (FOC) which is when we need or expect delivery of the final full capability (or when the final production and fielding will be completed).

- Urgent/Rapid Process: When time is the most important factor, when we need something right away because of the risk to the force, or risk to the mission – we utilize what is known as the urgent or rapid process. With this approach, we may need to “take what we can get” and trade off some performance by accepting a less than full capability in order to field a capability as soon as possible.
- Normal/Deliberate (or deliberative) Process: When we don’t need the capability right way, when we are required to take our time and find an optimal approach, we utilize what is known as the deliberate process. This involves balancing the trades between finding best performance, at the right price, and which meets our timeline. We may choose to take more time, to get a better price or a better product.
- Agile/Streamlined Process: When necessary, in order to expedite the fielding of capability to the warfighter and addressing capability gaps, requirements sponsors and solution developers must seek out and utilize courses of action that provide the best option to minimize the time it takes to develop and field solutions:
 - *NOTE: Preferred options include selecting approaches that utilize “off the shelf” or commercially available items, existing designs with mature technology and proven concepts, etc. while avoiding options that require lengthy development, use of immature technology or complex software or other integration challenges.*
- In the interest of further expediting requirements and solution implementation timelines, decision making should utilize the most expeditious means available; electronic staffing and/or direct communication is the preferred method of review whenever practical.
 - *NOTE: Decision/approval authorities should be delegated to the lowest level commensurate with the activity and in a manner that promotes timely action.*
 - *NOTE: The MAJCOM/Agency Sponsor, in conjunction with the Program Office/PM and resourcing/budgeting community should seek and use all available authorities and/or waivers to expeditiously provide an acceptable level of information sufficient to support the decision being made, consistent with governing policies and statutes*

KEY TENET -- FEASIBILITY. Feasibility is the measure of whether or not the solution approach is considered to be in the “realm of the possible.” The solution approach is considered feasible when we expect it is something we will actually be able to accomplish given the amount of time, technology and resources we have available to develop and field or implement the solution.

- Non-Materiel Approaches: For non-materiel approaches, this means we need to seek out and utilize solution approaches that can actually be implemented, within the available resource and time constraints, and will have the desired impact to provide the capability or address the gap. There needs to be solid and coordinated support for taking the action, mainly by an identifying the functional process owner(s) who acknowledge their role and agree to take the necessary action, including any allocation of resources in the form of funding, manpower, etc.
- Materiel Approaches: For materiel solution approaches, per acquisition policy, the acquisition program leadership and specifically, the Milestone Decision Authority (MDA) will participate in the validation review of capability requirements documents to ensure feasibility. This feasibility review must take place prior to final requirements document validation (by the requirements validation authority) in order to ensure compliance with the intent of this policy, and statutory requirements of 10 USC section 2547(b).

- Feasibility Attestation. For AF-sponsored capability development documents (CDDs) and CDD Annexes, the Implementing Command (AF Materiel Command (AFMC) or AF Space Command (AFSPC), as appropriate), provides written attestation that the capability requirements and performance attributes as described in the document have been reviewed and determined to be feasible (i.e. technically achievable and executable with respect to program cost and fielding targets, at low to moderate program risk). The feasibility determination includes a PM assessment and is coordinated with the Program Executive Officer (PEO); dissenting viewpoints of the PM and/or PEO will be included and explained in the attestation memo. The attestation memo is provided to AF/A5R in conjunction with document review prior to final validation staffing.
- Testability Attestation. For all AF programs, AFOTEC attests (via official memo to AF/A5R) that capability requirements as described in the CDD or CPD-CDD Annex have been reviewed and determined to be testable and measurable (i.e. for determining suitability and effectiveness). EXCEPTION: For Air Force programs where a Lead Command is the lead operational test organization (OTO), the OTO/CC submits the attestation.

1.5. IRSS (AF) and KM/DS (Joint) Staffing Tools

Information & Resource Support System (IRSS). IRSS (pronounced "iris") is a web-based tool on the SIPRNet AF Portal designed to facilitate processing and tasking of AF and non-AF sponsored capability requirements documents, assessments and analysis for AF review. IRSS is also used for archiving AF-sponsored capability requirements documents and all associated decision/validation memo's.

- *NOTE: Each AF organization/office responsible for reviewing capability-requirements documents (including CBA/study and AoA) designates an IRSS POC responsible for receiving and responding to taskings, and uploading sponsored documents and supporting materials into IRSS (if applicable).*
- *NOTE: For documents and related data classified above the secret level or protected by SAP/SAR or ACCM designations, contact AF/A5RP, Special Projects Branch. Documents will be processed and tasked in IRSS by providing pointers to the systems where the documents can be found.*
- *NOTE: Access to the IRSS system requires users to first obtain a SIPRNet AF Portal account.*

Knowledge Management/Decision Support (KM/DS). KM/DS is the Joint Staff electronic staffing and repository system on SIPRNet. The Joint Staff Gatekeeper manages the organization of requirements data on the KM/DS system and ensures Sponsors provide studies or other data supporting their capability requirement documents prior to initiation of formal JCIDS-joint staffing, when required.

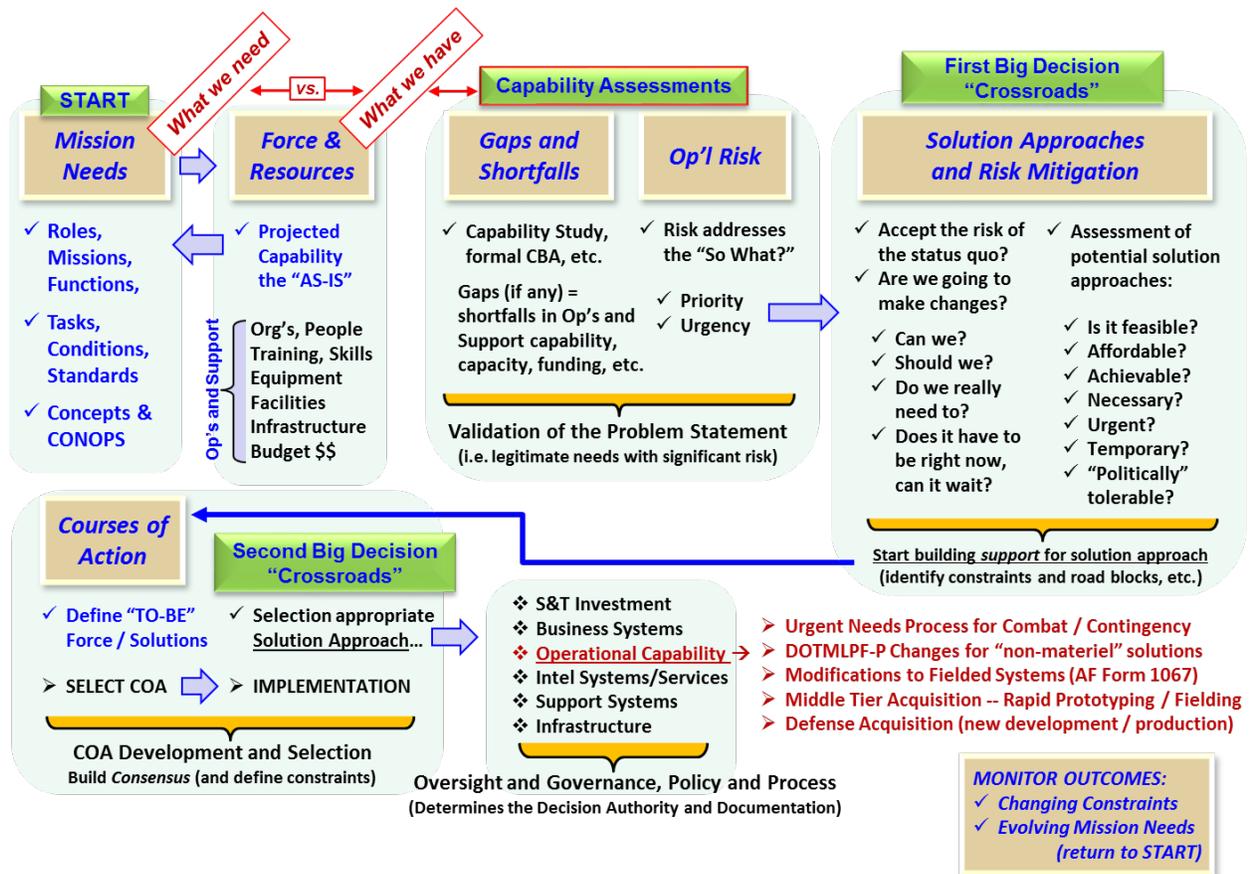
- *NOTE: AF/A5RP ensures copies of AF-sponsored documents are archived in both IRSS and KM/DS.*

Classification and Releasability. Document Sponsors are reminded to follow classification marking guidance to include direction that the use of "Not Releasable to Foreign Nationals" (NOFORN) caveat on Department of Defense (DoD) Information, to include contract documents, shall not be applied to non-intelligence information except for Naval Nuclear Propulsion Information and the National Disclosure Policy document (NDP-1).

Figure 1.6. Capability Requirements Process Overview.

START - Before any action can be taken, Requirements Managers and Requirements Sponsors must first:

- Identify Capability Requirements (Mission Needs) related to assigned roles, missions, and functions
- Then determine if there are any associated Capability Gaps which present an Unacceptable Risk
- Assess and propose potential solution approaches to address gaps and mitigate risk



- **NOTE:** Sponsors considering potential courses of action (COAs) to address gaps should start small (with non-materiel approaches, modifications to existing systems, etc.) and work their way up (to more complex materiel approaches, larger programs) and new development (especially for immature technology, software intensive projects, etc.) should be seen as a last resort when all other options have been explored and exhausted and deemed not suitable to address the gap(s).

Figure 1.7 Scope of AF/A5R Solution Approaches.

Solution Approaches	Requirements Documentation	Requirements Guidance	Implementation Guidance
Urgent Needs Process: for urgent acquisition of materiel solutions for Combat / Contingency Ops; Initial fielding within 2 years	Urgent Operational Need (UON) or Joint Urgent/Emergent Operational Need (JUON/JEON)	AF/A5R Guidebook, Volume 2	DoDI 5000.02, Encl. 13 and AFPAM 63-128
* Non-materiel solutions including Non-developmental (off the shelf) equipment purchase ("little m")	DOTmLPP-P Change Recommendation (DCR), only as needed i.e. change implementation across multiple agencies, MAJCOMs, Services, etc.	AF/A5R Guidebook, Volume 3	DOTmLPP-P Functional Area; Other Transaction Authority (OTA) to procure commodity/stock items
Modifications: for upgrades and enhancement of fielded systems	AF Form 1067, and Modification Proposal Addendum (as required)	AF/A5R Guidebook, Volume 4	AFI 63-101
Middle Tier of Acquisition (MTA): for materiel solutions via <u>Rapid Prototyping</u> or <u>Rapid Fielding</u> ; completed within 5 years	Rapid Prototyping Requirement Document (RFRD) or Rapid Fielding Requirement Document (RFRD)	AF/A5R Guidebook, Volume 5	NDA FY 2016, Sec 804 (Public Law 114-92) and AFI 63-146
New Solution Development: the normal (deliberate) process for new warfighting system development and/or production and fielding	Initial Capability Document (ICD), and Capability Development Document (CDD) and CDD Annex (for increments)	AF/A5R Guidebook, Volume 3	DODI 5000.02 and AFI 63-101/20-101
Information Systems (IT-Box) for software system development	IS-ICD or IS-CDD (IS variants of regular ICD and CDD, i.e. IT Box)	AF/A5R Guidebook, Volume 3	DODI 5000.02 and AFI 63-101/20-101

* Most "non-materiel" solutions do need to come thru the AF/A5R process -- each DOTMLPP-P areas has it's own process for coordination and approval of changes. "Little m", equipment purchases can be done without formal acquisition governance

In the requirements process governed by AF/A5R, the selection of the appropriate requirements pathway is addressed by what we call a *Requirements Strategy Review* – where our goal is to determine if you are in the right process, for the right document, at the right time, with the right people involved (before wasting time only to be told you did it wrong).

Each approach option has distinct procedures and documentation and sources of detailed and specific guidance are listed in this table – refer to the appropriate Guidebook volume for further detail.

- *NOTE: The scope of Operational Capability Requirements and the AF/A5R process is for warfighting mission areas, weapon systems, warfighting command and control, and similar areas (think A3, A5 and A8) – our process and documentation is for warfighting mission needs and is not intended to address or the entire realm of support functions (e.g.. base-level comms, CE, Security, Medical, etc.)*
- *Bottom Line: do not assume that all "requirements" have to come thru AF/A5R and/or utilize the process and documentation strategies we utilize – first, figure out which mission area might be likely to provide solution implementation and contact them – before you end up on the wrong path, and have to start over...*

SECTION 2. REQUIREMENTS OVERSIGHT and GOVERNANCE

Purpose. This section describes the various levels of oversight and decision authority for review, processing, validation and decision making regarding AF-sponsored capability requirements.

- *NOTE: Per HAF Mission Directive 1-56, AF/A5 (through the Director, AF/A5R) is responsible for all aspects of AF Capability Requirements Development. The Requirements Integration Division (AF/A5RP) is the policy-process owner for AF requirements process and implementation of JCIDS.*
- *Formal HAF-level approval/validation decisions are captured in writing (e.g. Requirements Decision Memo, meeting minutes, email, staff summary, decision chart, etc.) and archived in IRSS.*

Section 2A – Headquarters Air Force (HAF)-Level Oversight

2.1. HAF Subject Matter Expert (SME). An AF/A5R appointed SME is assigned for each operational capability topic to support HAF-level review and decision making. When a functional SME does not reside within an AF/A5R division, the designated AF/A5R Division Chief identifies an appropriate HAF SME to support the topic (e.g. AF/A3, A4, etc.) The AF/A5R SME facilitates communication between the MAJCOM/Agency Sponsor and the various HAF and Joint requirements process owners and stakeholders. AF/A5R SME Division Chiefs provide O-6 level endorsement of the topic as part of AF Gatekeeper reviews (described below).

2.2. AF Gatekeeper (AFGK). The Division Chief, AF/A5RP (O-6/GS-15 level) serves as the AFGK; day to day functions are handled at the Process Integration branch level (and/or the Special Projects branch, for topics classified higher than Collateral Secret). The AFGK is the entry point for formal review of requirements documents and topics at the HAF level.

- An AFGK Review is conducted by AF/A5RP along with an appropriate AF/A5R division Subject Matter Expert (A5R SME) including other stakeholders as appropriate (e.g. A5R-OAS, AFMC/A5R, etc.) to assess a Sponsor's readiness to meet the entry criteria for the next step in the process. AFGK Reviews may be conducted via various communication methods including (but not limited to) face-to-face meetings, email, phone call, teleconference, etc.
- *NOTE: Regarding the Air Force Requirements Review Group (AFRRG). The AFRRG was a formerly chartered group that met monthly (in person/VTC) to review requirements issues, documents and related topics. The AFRRG has been stood down as a formal organization. The term "AFRRG" as used in HAF MD 1-56, represents the functions now covered by the AFGK Review process in support of decisions made by the AFGK (Chief, AF/A5RP). The AFGK serves as the equivalent of an AFRRG "chairman" as the approval authority regarding decisions during the AFGK Review process.*

2.3. AF Capability Development (CD) Governance. The AF CD governance bodies (Working Group and Council) serve to prioritize, integrate, and verify new and ongoing capability development efforts across the enterprise to ensure key strategic questions related to operational capability have AF senior leadership direction. The CD governance is part of the newly established Air Force Warfighting Integration Capability (AFWIC, or AF/A5A) which operates under the authority of AF/A5, but is separate and distinct from AF/A5R.

- CD Governance interaction with JCIDSAF/A5R Requirements Development. The CD governance bodies provide oversight for initiation of AF-sponsored operational capability studies and analysis (i.e. CBA or similar study and AoA) and associated documentation intended or expected to result in, or support the development of an appropriate JCIDS capability requirements document(s).

- Special Instructions.
 - The CD governance bodies do not have authority to direct a Sponsor to initiate an AoA. The AoA is a formal part of the Materiel Solution Analysis (MSA) Phase of acquisition, therefore, an Acquisition Decision Memorandum (ADM) signed by the Milestone Decision Authority (MDA) for the program, authorizing or directing the AF/Sponsor to begin an AoA, is required prior to initiation of AoA analysis.
 - The CD governance bodies do not have authority to validate/approve the JCIDS capability requirements document(s) nor do they direct or approve development of specific JCIDS documents or other requirements documentation.
- *NOTE: The review of CBA or AoA results by the CD Governance bodies is not a “validation” in the JCIDS sense, but rather serves to establish the AF position on the results, and/or a decision on recommended alternative(s), and preferred course(s) of action. The CDC may recommend alternative(s) different from those suggested in the study when such a decision would better serve the management and prioritization of AF Capability Development and Strategic Planning.*
- *NOTE: The JCIDS and DAS processes may exercise additional Joint and OSD oversight of AoA documents as described below, and per CJCSI 5123 and DoD Instruction 5000.02.*

2.4. AF Requirements Oversight Council (AFROC). The AFROC consists of the group of AF operational capability requirements stakeholders and organizations (as reflected in the IRSS distribution list, with principal GO/SES level representation from key stakeholders from HAF 3-letters and MAJCOM/Agency 5/8/9 equivalent offices) who may be tasked to review and make recommendations on AF-sponsored documents as part of JCIDS validation and approval. The Director, AF/A5R serves as the AFROC Chairman and decision authority regarding recommendations made during AFROC review.

- *NOTE: AFROC review may be conducted in-person, virtually (e.g. VTC) or via electronic staffing (as an “eAFROC”) utilizing IRSS. Note. In the interest of expediting JCIDS and DAS timelines, eAFROC will be the preferred method of review whenever practical. Stakeholders are expected to fully participate in AFROC activities when tasked, and provide representatives who can speak on behalf of their organization.*

2.5. Air Force Requirements Decision Authority (RDA). To comply with statutory guidelines, the Chief of Staff of the Air Force (CSAF) is the AF decision authority for requirements documents associated with any program designated as a Major Defense Acquisition Program (MDAP). Unless otherwise specified, the AF decision authority for all other requirements decisions may be delegated.

2.5.1. The CSAF has delegated RDA designation responsibility to AF/A5R, per 31 Aug 2018 AFRDM. The RDA hierarchy/AF/A5R adopted construct for designation of AF RDA is outlined in the table below.

- NOTE: Per JCIDS, the final validation authority for requirements that have significant impact to the joint force or otherwise require higher level joint review and validation (as determined by the Joint Staff Gatekeeper or statutory mandates) will also require joint requirements oversight and validation, typically after review and approval by the AF RDA.*

AF Requirements Decision Authority (RDA)	Criteria for Designation (by law, by logic, by similar level to the acquisition and resourcing decision authority)
CSAF	<ul style="list-style-type: none"> • Programs Designated as MDAP • Programs where SECAF, OUSD/AT&L is MDA • “Top Down Directed” requirements from CSAF or higher • Specifically designated as such by CSAF or higher
VCSAF	<ul style="list-style-type: none"> • JROC Interest (non-MDAP) • Specifically designated as such by VCSAF or higher
AF/A5	<ul style="list-style-type: none"> • JCB Interest (including AF sponsored Joint DCRs) • Programs where SAF/AQ is MDA
AF/A5R	<ul style="list-style-type: none"> • JCB Interest (as delegated by AF/A5) • UON validation (and designation of sponsor for UONs) • Programs with AF cross-functional/domain impact • AF-only DCRs (cross MAJCOM or cross functional actions) • Programs requiring HAF-level resourcing action
MAJCOM/Agency (GO/SES Level)	<ul style="list-style-type: none"> • MAJCOM-only programs where an AFPEO is MDA (including modification proposals below \$100M) • Actions within MAJCOM resourcing/budget authority • Direct Fielding to Ops & Sustainment (direct coordination with AFPEO for <u>product support strategy</u>) following AF-level approval of fielding/transition decision
MAJCOM/Agency (O-6 Level)	<ul style="list-style-type: none"> • MAJCOM-only programs where a PM is MDA (including modification proposals below \$100M) • Actions within program office resourcing/budget authority

Section 2B - Joint Requirements Oversight

2.6. Functional Capabilities Boards (FCBs). The FCBs are the first level of joint oversight and advise the Joint Capabilities Board (JCB) and Joint Requirements Oversight Council (JROC) on issues within their Joint Capability Area (JCA) portfolio(s). The FCBs are O-6 level forums chaired by a Joint Staff General or Flag Officer, or civilian equivalent. Refer to *CJCSI 5123 (JROC Charter and Implementation of JCIDS)*.

- *NOTE: AF/A5RP provides an O-6 AF FCB Lead and Action Officer(s) to each FCB to ensure AF interests are represented throughout the Joint process.*
- *NOTE: The Division Chief, AF/A5RP provides the formal coordination and approval of AF FCB Lead recommendations for the official AF position on non-AF sponsored documents (designated as JCB or JROC Interest) submitted to AF for coordination via IRSS and KM/DS.*

2.7. Joint Integration Forums. The Joint Staff J8 leads periodic integration meetings at the O-6 level and at the General Officer/Flag Officer level for deliberation of cross-cutting JCIDS issues.

- *NOTE: The Division Chief, AF/A5RP is designated as the AF representative to the Joint Integration forums and oversees the activities of the AF FCB Leads and Action Officers on behalf of AF/A5R.*

2.8. Joint Capabilities Board (JCB). The JCB is one level above the FCBs and advises the JROC on issues within and across the JCA portfolios. The JCB is a 2-star level forum chaired by the Director, J8. Refer to *CJCSI 5123 (JROC Charter and Implementation of JCIDS)* for further detail.

- *NOTE: The Director, AF/A5R serves as AF Principal to the JCB and the Division Chief, AF/A5RP serves as the “plus one”.*

2.9. Joint Requirements Oversight Council (JROC). The JROC is the highest level oversight and the JCIDS process owner. The JROC is a 4-star level forum chaired by the Vice Chairman of the Joint Chiefs of Staff (VCJCS). Refer to *CJCSI 5123 (JROC Charter and Implementation of JCIDS)*.

- *NOTE: VCSAF serves as AF Principal to the JROC and the Director, AF/A5R serves as the “plus one”.*

Section 2C - Additional Oversight

2.10. Director, OSD Cost Assessment and Program Evaluation (CAPE). For ACAT ID programs (programs with Department of Defense level acquisition oversight), the Director, CAPE is the approval authority for study guidance for [Analysis of Alternatives \(AoA\)](#) and for AoA Study Plans. CAPE also provides the “sufficiency” assessment/approval of the associated AoA Final Report.

- *NOTE: For those AoAs where Director, CAPE elects not to provide oversight, the Capability Development Council (CDC) Chair may serve as the decision authority (may be delegated, but no lower than the GO/SES level).*

Study Advisory Group (SAG). Normally, a SAG is convened to oversee the execution of studies and AoAs where the Director, CAPE has oversight of the study.

- *NOTE: In situations where the AoA Study Lead and/or SAG elects to significantly revise the conditions, assumptions, mission tasks, or alternatives after the Capability Development Working Group (CDWG) and/or CDC review, the AF Sponsor must notify the CDWG chair. In such cases, the CDWG may request the Sponsor provide an interim progress briefing to the CDWG or CDC.*

2.11. (Acquisition) Milestone Decision Authority (MDA). The MDA is the designated individual with overall responsibility for an acquisition program. The MDA has the authority to approve entry of an acquisition

program into the next phase of the acquisition process and is accountable for cost, schedule, and performance reporting to higher authority, including Congressional reporting.

- *NOTE: Acquisition processes and procedures are governed by appropriate DoD 5000-series and AF 63-series publications, the details of which are outside the scope of this Guidebook.*

Section 2D - JCIDS Document Validation, Updates and Program Reviews

2.12. JCIDS ~~Capability Requirements~~ Document Validation. Per JCIDS, the validation of a ~~capability~~ requirement document does not expire unless specifically withdrawn by the validation authority or the document sponsor, and as long as the strategic guidance, operational plans, Service and Joint concepts, CONOPs, and other guidance justifying the validation of the original capability requirement document are still valid. Significant changes to the strategic guidance, threats or available funding may require reassessment, update, and/or revalidation of previously validated capability requirement documents by an appropriate validation authority.

- *NOTE: Procedural guidance for JCIDS document review and validation may be found in the A5R Guidebook Volume 3 and in the JCIDS Manual.*

2.13. JCIDS Document Change/Update and Re-validation. Capability requirements are not expected to be static during the product life cycle. As knowledge and circumstances change, consideration of adjustments or changes may be requested by acquisition, budgeting, or requirements officials. Any requested changes relating directly to the substance of the document (i.e. performance attributes, cost, schedule and/or quantity), render the document invalid for the purpose of follow-on process (e.g. milestone decision review, contract award, etc.) until the requirements document is reviewed and revalidated by the appropriate JCIDS validation authority.

- *NOTE: For any proposed JCIDS document change/update, the Sponsor, working through their MAJCOM/Agency requirements policy and process office must contact AF/A5RP to determine the appropriate level of AF and Joint review and approval. Proposed changes must be accompanied by a funding strategy and schedule that have been coordinated with the appropriate program office and Program Executive Officer (PEO).*
- *Formal AF decisions regarding document change/update or revalidation are documented in an official memorandum. Note: AF/A5RP provides a copy of the decision memo and updated document (as required) to the Joint Staff Gatekeeper for archiving.*

2.14. Joint Program Reviews. Sponsors must coordinate with the appropriate HAF FCB Lead and obtain AF/A5RP O-6/GS-15 level approval (as a minimum) prior to submitting any presentation(s) to the JCB/JROC for Joint review. This includes any JCIDS change/update or revalidation, Tripwire Review, Critical Intelligence Parameter (CIP) Breach, or Nunn-McCurdy Breach/Critical Change Review, etc. For more detail on the JCB/JROC review procedures, refer to the *JCIDS Manual*.

Section 3 – ROLES and RESPONSIBILITIES

3.1. Sponsoring Major Command (MAJCOM)/Agency Responsibilities.

- Ensure collaboration with ~~JCIDS, DAS~~ requirements, acquisition and SPPBE stakeholders to identify, evaluate, develop, field and sustain operational/warfighting capabilities. The intent is to facilitate timely development of affordable and sustainable operational systems needed by warfighters.
- Follow ~~JCIDS~~ AF/A5R Requirements Development guidelines for document content and format ~~as described in the JCIDS Manual~~, to the maximum extent practical or request waiver or exception to policy from the appropriate authority. Submit waivers requests ~~for JCIDS~~, via the AF Gatekeeper (AF/A5RP). Ensure each document POC or HPT Lead is properly trained and certified via the guidelines in [Section 3.3](#).
- Utilize the Air Force Comprehensive Core Risk Assessment Framework (C3RAF) when developing requirements risk assessments for programs within their portfolio. Provide risk assessment data in support of CD Governance, ~~JCIDS~~ and SPPBE decision bodies, and others as required.
- Ensure the proper development and documentation of DoD Architecture Framework (DoDAF) products, CONOPs (including Operational Mission Profile/Mode Summary as described by JCIDS and DoDI 5000.02) and concepts relevant to the mission context and required to support capability requirements analysis, acquisition, test, training, operations and sustainment.
- Maintain close coordination with the acquisition Program Office and PEO beginning with the requirements strategy development and throughout the ~~JCIDS and DAS~~ requirements and acquisition process to ensure the development and documentation of affordable and feasible capability attributes and measures (consistent with available funding, time and technology).
- Ensure systems engineering considerations, as identified by the acquisition program office, program manager, PEO or MDA (including, but not limited to operational safety, suitability, and effectiveness; environmental, safety, and occupational health; human systems integration; maintenance and sustainment engineering; product and system integrity; and software engineering) are addressed in capability requirements documents.
- For intelligence-sensitive programs/initiatives, coordinate with the supporting intelligence representatives to detail the future threat environment and assess the extent of intelligence supportability, mission data, and infrastructure support that is necessary for the capability to be fully fielded, supported and sustained.
- In conjunction with the acquisition Program Office/PM, produce cost capability analysis, to inform cost-capability tradeoffs and support presentation of results to CD governance, JCIDS and DAS forums.
- Ensure life cycle sustainment requirements and considerations are addressed in AF-sponsored capability requirements documents.
- Ensure derived/technical requirements and specifications contained in System Requirements Documents (or equivalent) are accurately translated from the parent capability requirements document(s) and avoid unintended/unnecessary cost growth or schedule delays. Provide coordination as described in AFI 63-101/20-101.
- Coordinate with the AF/A5R Functional Division and/or AF FCB Lead before interacting with the Joint Staff and/or OSD on requirements matters. Obtain AF/A5R approval (as a minimum) prior to submitting any presentation(s) for ~~JCB/JROC~~ review or decision.

- Establish effective dialog with key stakeholders to fully develop study teams for studies and analysis intended to or likely to result in development of [JCIDS requirements](#) documents. Conduct studies and analysis and develop associated documentation with direct assistance from AF/A5R-OAS. Follow the guidance described in the A5R-OAS CBA and AoA Handbooks.
- Submit a Study Initiation Notification memo for CD Governance approval prior to initiating any CBA (or similar study) or AoA and obtain CD Governance approval for all associated CBA and AoA activity and associated documentation.
- Notify AF/A5R before initiation or participation in any study or analysis activities, regardless of AF or non-AF sponsorship or leadership. Provide AF/A5R courtesy copies of any study guidance, study plan, and final report for any studies and analyses in which AF MAJCOM/Agency members are participating.
- Maintain a 12-month forecast of upcoming requirements development events for all programs in their portfolio, including estimated dates for upcoming document development events. Submit topic forecasts AF/A5RP for planning purposes.
- Comply with procedural guidance as described in the A5R Guidebooks, or submit a waiver or exception to policy request to AF/A5RP.

3.2. Key Stakeholder Roles and Responsibilities. Responsibilities for organizations and individuals participating in the AF capability requirements development process are described in this section. This list is not exhaustive; other organizations not specified in this document may provide expertise in certain situations to assist in the production of AF-sponsored capability requirements documents. Similar stakeholders are also located at the MAJCOM level. Sponsors must engage these stakeholders when working on a new capability.

Table 3.1. Summary of Key Requirements Stakeholders

Office Symbol	Functional Area of Responsibility
SAF/AQ	Acquisition Policy, AFI 63-101, AFI 63-146 and AFPAM 63-128: OPR is SAF/AQX
SAF/A6	SME for Architecting and products (DoDAF viewpoints) Liaison with Joint Staff J6 for Interoperability Certification and Net-Ready KPP
SAF/IE	SME for Energy Supportability Analysis (ESA) Liaison with Joint Staff J4 for Energy KPP: OPR is SAF/IEN
AF/A2	Integration and Oversight of AF ISR Mission Area Capabilities SME for Intel Supportability, Intel Mission Data, Critical Intel Parameters (CIPs) Liaison with Joint Staff J2 and DIA for Threat and Intel Certifications
AF/A3	Operations and Readiness, Global Force Management (GFM) Air Force Flight Standards Agency (AFFSA): Air Traffic Control and NAVAIDs Air Force Agency for Modeling and Simulation (AFAMS): Live-Virtual-Constructive

	<p>SME for Operational Training Infrastructure (OTI): OPR is AF/A3TI</p> <p>SME for Air Force Weather capabilities: OPR is AF/A3W</p> <p>Requirements Authority for Aircrew Flight Equipment (AFE) programs</p>
AF/A4	<p>Agile Combat Support for systems, installation and mission support needs</p> <p>SME for Civil Engineering, Security Forces and Base Defense capabilities</p>
AF/A5	<p>AF Warfighting Integration Capability (AFWIC): OPR is AF/A5A (CDWG)</p> <p>Secretariat for Capability Development Council (CDC): AF/A5A</p> <p>AF implementation of JCIDS (requirements process): OPR is AF/A5RP</p> <p>Secretariat for AF Requirements Oversight Council (AFROC): OPR is AF/A5RP</p>
AF/A8	<p>Strategic Planning and Programming (resourcing process): OPR is AF/A8X and A8P</p>
AF/A9	<p>SME for the Comprehensive Core Capability Risk Assessment Framework (C3RAF)</p>
AF/A10	<p>Strategic Deterrence and Nuclear Integration</p> <p>SME for Chem-Bio Radiological and Nuclear (CBRN) issues: OPR is AF/A10S</p>
AF/TE	<p>Test and Evaluation policy</p>
AFOTEC	<p>Operational Test & Evaluation and Testability Attestation memo for CDDs/CPDs</p>
HQ AFMC	<p>SME for Life Cycle Management Center (LCMC) acquisition management issues and feasibility attestation for programs under LCMC management</p> <p>Oversight of Installation and Mission Support Center (IMSC)</p> <p>-- Oversight of AF Security Forces Center (AFSFC)</p> <p>-- Oversight of AF Civil Engineering Center (AFCEC)</p> <p>Requirements Authority for Common Support Equipment (CSE)</p>
HQ AFSPC	<p>SME for Space and Mission Center (SMC) acquisition management issues and feasibility attestation for programs under SMC management</p>
HQ AETC	<p>SME for Force Development Training and Education issues</p>

3.3. Requirements Manager Certification Training (RMCT). The following guidance outlines the implementation of the AF RMCT Program.

Accountability. ~~IAW JCIDS Manual guidance, all DoDAI~~ AF organizations are accountable for ensuring responsibility for JCIDS documents rests only with fully trained personnel, especially document content POCs and validation authorities. AF organizations identify and update the status of their RMCT positions to AF/A5RP annually.

NOTE: The following are considered AF key positions for RMCT certification:

- Requirements Strategy Development (Sponsors).
- Requirements Strategy Review/Approval (HAF).
- Study leads, HPT leads, facilitators, and document content POCs (Sponsors), OAS Advisors.
- Signature/approval decision authority for requirements endorsement, certification, attestation or validation/approval.
- FCB Working Group, FCB, JCB, JROC representatives (principals and alternates).

AF RMCT Levels: All AF organizations determine RMCT certification levels for their assigned positions/personnel using the following guidance:

Level A. Positions in which duties involve contributing to the ~~JCIDS-requirements~~ process by reviewing and commenting on documents, providing technical, domain or subject matter expertise, or support to staffing and coordination of ~~JCIDS-requirements~~ documents.

- Training Required: AF Requirements Orientation Briefing and the Defense Acquisition University (DAU) CLR 101 online course. Note: CLR 101 is optional for GO/SES positions.
- AF Examples: IRSS POC, executive officer for a requirements senior leader, admin support for JCIDS packages and/or actions.

Level B. Positions in which duties include “significant” and direct involvement with ~~JCIDS~~, requirements generation and document development.

- Training Required: AF Requirements Orientation Briefing, and the DAU CLR 101 and RQM 110 online courses.
- AF Examples: Study/Analysis (e.g. CBA or AoA) Lead, HPT Lead, document “Content POC”, Requirements Team Lead, Requirements AO/Analyst, FCB Working Group action officer, Requirements Branch Chief or Deputy Division Chief.

Level B+. Same criteria as Level B, plus positions designated by organization as requiring additional expertise in Requirements Policy and Process (e.g. HAF/Sponsor Policy & Process personnel, Requirements Team Leads, etc.) Training for Level B+ is the same as Level B, plus the AFIT REQ 211 classroom course.

- *NOTE: beginning in FY17 the REQ 111 course was re-designated as REQ 211, AF Capability Requirements Development. Members who previously completed REQ 111 are encouraged, but not required to compete REQ 211 (it is essentially the same course with a new name.)*

Level C. Positions in which duties are primarily providing leadership and supervision in requirements generation and document development; and organizational representatives to JCIDS forums to include FCB Working Groups, FCB, JCB and JROC.

- Training Required: AF Requirements Orientation Briefing, the DAU CLR 101 and RQM 110 online courses, and the RQM 310 resident course taught at Fort Belvoir, VA.
- AF Examples: AF representative to FCB or Integration forums, JCB/JROC alternate or “plus one” (below GO/SES level), Requirements Division Chief or Deputy Director (below GO/SES level).

Level C+. Same criteria as Level C, plus positions designated by organization as requiring additional expertise in Requirements Policy and Process (e.g. HAF/Sponsor Policy & Process personnel, Requirements Team Leads, etc.) Training for Level C+ is the same as Level C, plus the AFIT REQ 211 classroom course.

- *Note: beginning in FY17 the REQ 111 course was re-designated as REQ 211, AF Capability Requirements Development. Members who previously completed REQ 111 are not required to complete REQ 211 (it is essentially the same course with a new name.)*

Level D. (GO/SES positions only) Positions in which include approving draft documents for submittal into JCIDS, providing senior leadership and oversight of analysis/assessments, requirements generation, document development, coordination, and validation/approval.

- Training Required: AF Requirements Orientation (tailored, as required), and either RQM 403 (3-star/below) or RQM 413 (4-star).
- AF Examples: Commander, Director of Requirements, JCB/JROC principal.

Training and Certification Timeline. Failure to complete the certification training by the applicable suspense date(s), or earlier as directed, may preclude individuals from participating in the requirements process until training is completed. Specific circumstances may apply (i.e. document POC must be certified prior to submitting document for staffing.)

- AF Requirements Orientation Briefing: completed within first 30 days (standard briefing developed and maintained by AF/A5RP to be used by all AF organizations). Tailored briefings are suitable for GO/SES level orientation, as required.
- DAU CLR 101 and RQM 110 (or RQM 403/413, for GO/SES members) course(s), IAW JCIDS Manual: completed within first 90 days.
- RQM 310 course (level C): completed after being in the position for approximately 4-6 months, but no later than 12 months.
 - *NOTE: DAU metrics indicate the optimum time to attend RQM 310 is when personnel have attained 4-6 months of experience working in their associated requirements positions/duties.*
- REQ 211 course (select positions): should be completed after being in the position for approximately 4-6 months, but no later than 12 months, as available.
 - *Note: beginning in FY 17 the REQ 111 course was re-designated as REQ 211, AF Capability Requirements Development. Members who previously completed REQ 111 are not required to complete REQ 211 (it is essentially the same course with a new name.)*

APPENDIX 1 - GLOSSARY OF REFERENCES AND SUPPORTING INFORMATION

References

Charter for Air Force Capability Development

HAF MD 1-56, *Deputy Chief of Staff for Strategic Plans and Requirements (AF/A5/8)*

AFI 63-101/20-101, *Integrated Life Cycle Management [Acquisition and Sustainment]*

[AFI 63-146, Middle Tier of Acquisition](#)

AFI 99-103, *Test and Evaluation*

AFPD 10-9, *Lead Command Designation and Responsibilities for Weapon Systems*

[JCIDS 3170.01, Joint Capabilities Integration and Development System \[JCIDS\]](#)

JCIDS 5123, *Charter of the Joint Requirements Oversight Council (JROC) and Implementation of JCIDS*

Manual for the Operation of Joint Capabilities Integration and Development System

DoDD 5000.01, *Defense Acquisition System*

DoDI 5000.02, *Operation of the Defense Acquisition System (DAS)*

AF/A5R-OAS CBA Handbook

AF/A5R-OAS Measures Handbook

AF/A5R-OAS AoA Handbook

A5RP Requirements Page on the AF Portal (*requires AF Portal sign-on to gain access*):

<https://www.my.af.mil>; navigate via “Organizations”, then type in “A5RP Requirements”.

JCIDS Manual (requires CAC for access): [https://www.intelink.gov/wiki/JCIDS Manual](https://www.intelink.gov/wiki/JCIDS_Manual)

Requirements Process Key Terms

NOTE: The purpose of this glossary is to help the reader understand the terms listed as used in this publication and throughout the requirements process. It is not intended to encompass all terms. See pertinent Joint and AF specific publications for standardized terms and definitions for DoD and AF use.

Affordability – The degree to which the life-cycle cost of an acquisition program is in consonance with the long-range modernization, force structure, and manpower plans of the individual DoD Components (military departments and defense agencies), as well as for the Department as a whole. Affordability constraints force prioritization of requirements, drive performance and cost trades, and ensure that unaffordable programs do not enter the acquisition process.

Air Force Warfighter Integration Capability (AFWIC) – In this Guidebook, AF/A5A performs all “AFWIC” duties: The AFWIC concept is to centralize the Air Force’s focus on innovation, concept development, capability development and future force design. The AFWIC will explore and wargame innovative solutions, develop an integrated Family of Concepts, and lead capability development efforts across the Air Force. Through those efforts, AFWIC will develop a single, multi-domain future force blueprint that will identify, guide, and prioritize future force development and resource alignment improving Air Force agility, readiness, and lethality in the joint fight

Capability - The ability to complete a task or execute a course of action under specified conditions and level of performance through combinations of means and ways across the doctrine, organization, training, materiel, leadership and education, personnel, facilities, and policy (DOTmLPP-P) to perform a set of tasks to execute a specified course of action.

Capability (Business): Defense Business Systems and processes, involving routine admin functions (not NSS), IT infrastructure and cybersecurity [Governed by DoDI 5000.75]

Capability (Operational/Warfighting): Weapon Systems and NSS, and associated DOTmLPP-P involving direct accomplishment of military missions [JCIDS Manual]

Capability Gap - The inability to meet or exceed a capability requirement, resulting in an associated operational risk until closed or mitigated. The gap may be the result of no fielded capability, lack of proficiency or sufficiency in a fielded capability solution, or the need to replace a fielded capability solution to prevent a future gap. [CJCSI 5123/~~CJCSI 3170~~]

Capability Requirement (or Requirement, Need) - A capability which is required to meet an organization's roles, functions, and missions in current or future operations. To the greatest extent possible, capability requirements are described in relation to tasks, standards and conditions in accordance with the Universal Joint Task List or equivalent DoD Component Task List. [CJCSI 5123/~~CJCSI 3170~~]

Capability Solution - A materiel solution or non-materiel solution to satisfy one or more capability requirements (or needs) and reduce or eliminate one or more capability gaps. [CJCSI 5123/~~CJCSI 3170~~]

Cost-Capability Analysis (CCA) – A process that helps define the tradespace between cost, schedule/technology risk and performance and how it relates to the “value to the warfighter.”

DOTmLPP-P – Doctrine, Organization, Training, materiel, Leadership and Education, Personnel, Facilities, and Policy (Where the little “m” is non-developmental materiel) [JCIDS Manual]

Feasible - A requirement that is technically achievable and executable within the estimated schedule and budgeted life cycle cost.

Full Operational Capability (FOC) - Full attainment of the capability to effectively employ a weapon, item of equipment or system of approved specific characteristics, which is manned and operated by a trained, equipped and supported military force or unit. The specifics for any particular system FOC are defined in that system's Capability Development Document and Capability Production Document.

Initial Operational Capability (IOC) - That first attainment of the capability to employ effectively a weapon, item of equipment, or system of approved specific characteristics with the appropriate number, type, and mix of trained and equipped personnel necessary to operate, maintain, and support the system. It is normally defined in the CDD and CPD

Lead Command - Lead command designation establishes advocacy for weapon systems during their life cycle and clarifies responsibilities for all using and supporting organizations. The designated lead command provides a primary input into the process of developing and maintaining a force structure with a balance of complementary capabilities. Lead command designation is not exclusive to major commands (MAJCOMs); Field Operating Agencies (FOAs) and Direct Reporting Unites (DRUs) may also be designated as Lead Commands. [Governed by AFRP 10-9]

Materiel Development Decision (MDD) - The MDD review is the formal entry point into the acquisition management system and is mandatory for all programs. The MDD is based on a validated requirements document (an ICD or equivalent requirements document) and the completion of the Analysis of Alternatives (AoA) Study Guidance and the AoA Study Plan. This decision directs execution of the AoA, and authorizes entry into the Materiel Solution Analysis Phase of acquisition.

Material Capability Solution - Correction of a deficiency, satisfaction of a capability gap, or incorporation of new technology that results in the development, acquisition, procurement, or fielding of a new item (including ships, tanks, self-propelled weapons, aircraft, and related software & data, spares, repair parts, and support equipment, but excluding real property, installations, and utilities). In the case of family of systems and system of systems approaches, an individual materiel solution may not fully satisfy a necessary capability gap on its own. [CJCSI 5123/~~CJCSI 3170~~]

Non-Materiel Solution - Changes to doctrine, organization, training, (previously fielded) materiel, leadership and education, personnel, facilities, or policy implemented to satisfy one or more capability requirements (or needs) and reduce or eliminate one or more gaps, without the need to develop or purchase new materiel capability solutions. The “little m” materiel portion is restricted to existing equipment, by use of existing materiel in alternate applications as an adaptation or repurposing not originally envisioned. [CJCSI 5123/~~CJCSI 3170~~]

Objective Value - The objective value is only applicable when a higher level of performance (above the threshold value) represents a significant increase in operational utility. Context must be provided to articulate what specific operational impact or risk is further mitigated if the performance were to reach the objective value. If applicable, the objective value must be feasible and achievable but may involve higher risk in life cycle cost, schedule or technology. Performance above the objective value does not warrant additional expenditure. [JCIDS Manual]

Threshold Value - A minimum acceptable operationally effective or suitable value below which the utility of the system becomes questionable. The threshold value for a performance attribute (KPP, KSA or APA) must also be considered achievable within the projected life cycle cost, schedule and technology at low to moderate risk. [JCIDS Manual]

Validation – The review and approval of capability requirement documents by a designated validation authority. The JROC is the ultimate validation authority for capability requirements unless otherwise delegated to a subordinate board or to a designated validation authority in a Service, CCMD, or other DOD Component. [CJCSI 5123/~~CJCSI 3170~~]

Requirements Process Abbreviations and Acronyms

ACAT —Acquisition Category	CIP – Critical Intelligence Parameter
ADM —Acquisition Decision Memorandum	COTS —Commercial off the Shelf
AFGK —AF Gatekeeper	CPD —Capability Production Document
AoA —Analysis of Alternatives	CRM —Comment Resolution Matrix
APA —Additional Performance Attribute	CTE – Critical Technology Element
CBA —Capabilities-Based Assessment	DCR —DOTmLPF-P Change Recommendation
CDC —Capability Development Council	DP – Development Planning
CDD —Capability Development Document	EMD —Engineering & Manufacturing Development
CDM – Capability Decision Memo	FCB —Functional Capabilities Board
CDWG —Capability Development Working Group	FOC –Full Operational Capability
CI —Configuration Item	GOTS —Government off the Shelf

HPT —High Performance Team	MDD —Materiel Development Decision
ICD —Initial Capabilities Document	MOE —Measure of Effectiveness
IOC —Initial Operational Capability	MOP —Measure of Performance
IRSS —Information & Resource Support System	MOS —Measure of Suitability
IS —Information System	MTA – Middle Tier of Acquisition (aka “804”) “804” is a reference to 10 USC, section 804
JCA —Joint Capability Area	OAS —AF/A5R Office of Aerospace Studies
JCB —Joint Capabilities Board	OT&E —Operational Test and Evaluation
JROC —Joint Requirements Oversight Council	PM —Program Manager
JROCM —JROC Memorandum	RDM – Requirments Decision Memo
JSD —Joint Staffing Designator	RFP —Request for Proposal
KM/DS —Knowledge Management & Decision Support (system)	RSR —Requirements Strategy Review
KPP —Key Performance Parameter	SME —Subject Matter Expert
KSA —Key System Attribute	S&T – Science & Technology
LRIP —Low-Rate Initial Production	SoS – System of Systems
MDA —Milestone Decision Authority	T&E —Test and Evaluation
