



DEPARTMENT OF THE NAVY
OFFICE OF THE CHIEF OF NAVAL OPERATIONS
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WASHINGTON, DC 20350-2000

OPNAVINST 3811.1F
N2N6
16 May 2016

OPNAV INSTRUCTION 3811.1F

From: Chief of Naval Operations

Subj: THREAT SUPPORT TO THE DEFENSE ACQUISITION SYSTEM

Ref: (a) SECNAVINST 5000.2E
(b) DoD Instruction 5000.02 of 7 January 2015
(c) CJCSI 3312.01B
(d) DoD Directive 5000.01 of 12 May 2003
(e) JCIDS Manual of 23 Jan 2015
(f) DoD Instruction 5200.39 of 28 May 2015
(g) DoD Instruction 8260.2 of 21 January 2003
(h) OPNAVINST 3880.6A
(i) DoD Directive 5250.01 of 22 January 2013
(j) DoD Instruction 5000.61 of 9 December 2009
(k) SECNAVINST 5200.40
(l) SECNAVINST 5200.38A
(m) DoD Directive 5000.59 of 8 August 2007

1. Purpose. To issue mandatory procedures for Department of the Navy (DON) implementation of references (a) through (m) for intelligence threat support to DON and DON-led Joint Defense Acquisition System efforts. Major changes to this revision include clarification of roles and responsibilities for validating data used in threat models. Changes are found in subparagraphs 5c and 7a(4), to include the use of threat models as data to be validated by or through Deputy Chief of Naval Operations for Information Warfare (N2N6). This instruction is a complete revision and should be reviewed in its entirety.

2. Cancellation. OPNAVINST 3811.1E.

3. Background. Intelligence is key to understanding the potential current and future threat posed by foreign weapon and information technology system capabilities, and must be an integral part in U.S. system development and acquisition decisions. The provision of threat support to system selection and planning is vital to ensure the Navy and joint forces remain capable of carrying out assigned missions. For systems to

achieve their intended capabilities, consideration of the threat must be continual throughout the life-cycle of each system. Threat considerations are inherent in all decisions from defining requirements and capabilities, through initial concept phases, planning, research, full-scale development, production, test and evaluation, deployment, and system upgrade. In concert with documentation and procedural requirements in references (a) through (h), a close relationship between the intelligence and system development communities is critical to ensure consideration of the threat throughout the system selection and planning process.

4. Applicability and Precedence. Per reference (a), this instruction applies to DON organizations, and all DON and DON-led Joint Defense acquisition category (ACAT) programs, including: naval intelligence and cryptologic ACAT programs; information technology programs; rapid deployment capability programs; and non-ACAT science, technology, and engineering programs and studies. References (a) through (g) and this instruction take precedence over any issuances conflicting with them, except for policy, direction, or guidance embodied in current statute; regulation; the Defense Federal Acquisition Regulation Supplement; or the Navy-Marine Corps Acquisition Regulation Supplement.

5. Policy

a. Early consideration must be given to threat information in all system planning initiatives; research, development, test and evaluation (RDT&E); and acquisition activities. Navy requirements officers and project officials will ensure the capabilities of systems are specified sufficiently to counter and defeat projected foreign threats. Program managers (PM) are directed to work through their scientific and technical intelligence liaison officer(s) (STILO), or in the absence of a STILO, the Office of the Deputy Director of Naval Intelligence (OPNAV N2N6I), to acquire, use, and remain cognizant of changes to the threat which could have cost, schedule, performance, or operational impact on their systems or programs.

b. For all system development and acquisition programs, specific planning should be included for obtaining, updating, and using threat support throughout the life-cycle of the program.

c. Reference (a) specifies that the only threat data and threat assessments (to include threat models) authorized to support Navy system development and acquisition programs are those validated by or through OPNAV N2N6I. Neither PMs nor their designated contractors must develop or produce threat assessments. No threat support information should be used in acquisition documents, studies, or analyses that has not been specifically validated by or through OPNAV N2N6I.

d. The Office of Naval Intelligence (ONI) produces Capstone System Threat Assessment Report (CSTAR), System Threat Assessment Report (STAR), or system threat documentation supporting all Navy ACAT programs and non-acquisition science, technology, and engineering programs and studies.

(1) ACAT 1D programs requiring intelligence support will also be validated by the Defense Intelligence Agency (DIA).

(2) Non-ACAT 1D programs that are designated by the Office of the Secretary of Defense, Office of the Director, Operational Test and Evaluation Working Oversight List requiring a STAR, or programs requiring system specific threat information, will be validated by or through OPNAV N2N6I.

6. Responsibilities

a. DON Intelligence Component Commands

(1) As the Director of Naval Intelligence, Deputy Chief of Naval Operations for Information Warfare (OPNAV N2N6) is responsible to the Chief of Naval Operations (CNO) for managing and resourcing all aspects of intelligence throughout the Navy, and has the responsibility for implementing procedures contained in reference (a) and this instruction.

(a) Director Warfare Integration (OPNAV N2N6F) and Deputy Director for Program Integration (OPNAV N2N6FP) are responsible for coordinating and ensuring intelligence certification of the acquisition programs' information support plan is complete prior to submission to non-Navy entities (Intelligence Requirements Certification Office, Joint Staff, DIA, etc.).

(b) OPNAV N2N6I is responsible for validating threat priorities for Navy research, development, and acquisition programs for the Office of the Chief of Naval Operations (OPNAV) components and responsibilities as captured in subparagraph 5c.

(2) Commander, ONI is responsible for life-cycle threat production and supporting validated and prioritized intelligence threat and intelligence collection requirements as directed by reference (a). ONI is responsible for the development of threat support material and provision of those products and information. This responsibility includes:

(a) Providing or facilitating the provision of current and future, non-U.S., intelligence and threat forecast products, data, and force information, per references (a) through (h).

(b) Producing threat data, CSTAR, STAR, or system threat assessments to support specific development and acquisition programs. The threat assessments provide the basic threat documentation for all Navy or Navy-led joint programs (this includes support to Marine Corps aviation as required by reference (a)). ONI must update program threat assessments biennially (every 24 months).

(c) Producing and identifying the appropriate STAR or system threat assessment product(s) to support Navy or Navy-led joint programs that fall within Defense Acquisition Board (DAB) or Joint Requirements Oversight Council (JROC) review authority, as required by references (a) through (d).

b. DON Acquisition Component Commands. Systems commands (SYSCOMs), program executive officers, PMs, product directors, technology directors or initiative leads, and research and development activities must ensure the threat assessment and threat data used for developmental test and evaluation and support to live-fire test and evaluation of a program is correct and current. Acquisition and research and development activities must coordinate and maintain dialogue with OPNAV N2N6I (as appropriate) to establish the proper intelligence support for each program. Specifically, PMs or project leads must:

(1) Coordinate program intelligence support requirements through the STILO Program within reference (i).

(2) Work with OPNAV N2N6FP to conduct, document, and populate the multiple intelligence, surveillance, and reconnaissance supportability and sustainability analyses identified in references (a) through (e), (g), and this instruction. The PM and OPNAV N2N6FP must jointly determine the intelligence content, and include intelligence costs within life-cycle program costs. Intelligence costs must include intelligence infrastructure analysis, creation of intelligence content of the intelligence support package (ISP), and support for operations and sustainment of an ISP.

(3) In conjunction with OPNAV N2N6I, ensure the threat capabilities information in the test and evaluation master plan (TEMP) is prepared using the current CSTAR, STAR, and system threat assessment, if it exists, and other approved threat information in support of fulfilling reference (a) requirements.

c. Navy Operational Test and Evaluation (OTE) Commands. Director, Test and Evaluation and Technology Requirements; and Commander, Operational Test and Evaluation Force (COMOPTEVFOR) in coordination with OPNAV N2N6I, must ensure the threat assessment and threat data used for OTE of a program is correct and current as directed by references (a), and (b), and (j) through (l). Necessary time and resources must be planned and budgeted to ensure adequate testing is conducted to support the decision makers and the users throughout the life-cycle of the acquisition program.

d. DON Requirements Sponsors. Per references (b) through (f) and (h), Joint Capabilities Integration and Development System (JCIDS) analyses and documents must consider future adversarial threat capabilities and scientific and technical developments. OPNAV and other Navy commands acting as requirements sponsors must ensure JCIDS products utilize the most current and applicable threat assessment. The "Threat and Operational Environment" section of the initial capabilities document (ICD), the capability development document (CDD), and the capability production document (CPD) will be per references (d) through (f).

7. Intelligence Threat Support to Navy Requirements, Acquisition and RDT&E Communities

a. ONI. Per the responsibilities articulated in subparagraph 6a(2), ONI must:

(1) Review all Navy ICDs, CDDs, and CPDs (and joint ICDs, CDDs and CPDs which involve the Navy) for OPNAV N2N6 during the JCIDS document staffing process to ensure threat information meets Department of Defense (DoD) and Chairman, Joint Chiefs of Staff requirements.

(2) Review and approve the threat-related sections of the TEMP. Evaluate the requirements for threat representations with available and projected assets and their capabilities and highlight major shortfalls in the ability to provide adequate characterization or accurate representation of specific threats listed in the CSTAR, STAR, or system threat assessment (or other DIA and Navy-approved products) within the test environment.

(3) Review all documents and studies for OPNAV N2N6 prior to milestone reviews, ensuring the threat information meets DoD and Navy standards.

(4) Undertake the development, and production of models and simulations of foreign threat weapon systems and tactics.

(5) Have an intelligence representative on test planning working group.

b. Working Groups. Capabilities-based assessments (CBA), analyses of alternatives (AoA), test planning working groups, working integrated product teams, and overarching integrated product teams will be supported by an ONI representative to the appropriate oversight board or study team. ONI threats validated by OPNAV N2N6I will be provided for all Navy studies. OPNAV N2N6I or ONI will obtain DIA validations of threat material supporting DAB or JROC-level programs, as required by references (b) through (d).

(1) When requested or required, OPNAV N2N6I (or ONI, when directed) will assist the PMs in obtaining DIA approval of

defense planning scenario and multi-Service force deployment (MSFD) threat scenarios and other threat data in the CBA or AoA to ensure that:

(a) All scenarios and threats are validated and reference materials meet DoD and Navy requirements.

(b) Baseline scenarios used in the CBA or AoA will be per references (d), (f), and (h), and should be based on the Quadrennial Defense Review, Strategic Planning Guidance (SPG), and Defense Planning Scenario. The CBA may consider excursions from the SPG Defense Planning Scenario when they would contribute to the analysis. To the greatest extent possible, the CBA will use Defense Planning Scenario and or MSFD scenario products to support scenario needs. In cases where no appropriate MSFD scenarios exist, the CBA study team must work closely with OPNAV N2N6I or ONI to develop other scenarios or excursions to meet analytical needs.

(c) When requested or required, OPNAV N2N6I or ONI will formally review and evaluate the threat and scenario portions of non-Navy-led and Navy-interest CBAs.

(2) Program offices or SYSCOMs may formally request a threat integrated product team. ONI may assemble a dedicated threat integrated product team to meet this request. If formed, the threat integrated product team determines the nature and level of documentation and other required activities to ensure consistent, efficient cradle-to-grave threat support. ONI normally chairs the threat integrated product team.

(3) Test working groups are working-level integrated product teams, with similar membership as that of threat integrated product teams, that are held as required to discuss threat issues and ensure consistent threat support to acquisition programs throughout their life-cycle.

c. CSTAR, STAR, and System Threat Assessment. Commander, ONI produces CSTARs, STARs, or system threat assessments for Navy ACAT programs. CSTAR, STAR, and system threat assessment supplements follow the same review and approval procedures as CSTAR, STAR, or system threat assessment.

d. Threat Models and Capabilities. All threat models and capabilities assessments must be maintained in a current and approved or validated status throughout the acquisition process. ONI must serve as the authoritative DoD and Navy source for data and assessments concerning foreign maritime forces (organizations, units, entities, systems, processes, and behaviors).

e. Liaison. Liaison between the requesting organization, OPNAV N2N6I, and ONI, via the organization's STILO, is required until the requirement is satisfied. This dialogue is particularly useful when intelligence collection action is initiated to fill information gaps, or when alternative means of satisfaction, e.g., modeling or simulation, must be employed. The requestor should submit changes, additions, or deletions to previously submitted requirements as soon as they become known.

f. Waiver to Mandated Threat Support Requirement. Determination that threat support is not required for a weapon development program is the responsibility of the OPNAV requirements sponsor in coordination with the program office, OPNAV N2N6I, and ONI (as appropriate), and, in the case of ACAT 1D programs, DIA. If the threat is determined not to be a factor, a statement to that effect will be included in appropriate program documentation, with a copy forwarded to COMOPTEVFOR.

8. Action

a. Activities must ensure that the policies, procedures, documentation, and reports as required by this instruction and the references thereof are followed.

b. Activities must review existing guidance and instructions and cancel or update to conform to this instruction and the references thereof.

c. Activities must distribute this instruction to appropriate command personnel.

9. Records Management. Records created as a result of this instruction, regardless of media and format, must be managed per Secretary of the Navy Manual 5210.1 of January 2012.

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10. Information Management Control. Reporting requirements contained within this instruction are exempt information management control per Secretary of the Navy Manual 5214.1 of December 2005, part IV, subparagraph 7i.



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