

U.S. IMMIGRATION AND CUSTOMS ENFORCEMENT

ICE Directive 2016.1: Operational Requirements Development and Governance

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Superseded: None.

Federal Enterprise Architecture Number: 306-112-002b

1. **Purpose/Background.** This Directive establishes U.S. Immigration and Customs Enforcement (ICE) policy for the development and review of operational requirements documents in accordance with the U.S. Department of Homeland Security (DHS) Instruction Manual 107-01-001-01, *DHS Manual for Operation of the Joint Requirements Integration and Management System (JRIMS)*, dated September 20, 2018, or as updated. JRIMS is the process by which DHS identifies, documents, reviews, and validates capability gaps, non-materiel and materiel solution approaches to address mission needs, concepts of operation, and operational requirements. The JRIMS process also assesses solution approaches and operational requirements for unnecessary duplication and overlap across DHS Components.
2. **Policy.** All Level 1, 2, and 3 acquisition programs, programs that have DHS joint component applicability, Deputy's Management Action Group (DMAG) special interest, and all budget requests for program changes for materiel capability solutions that involve new acquisition, modernization, and/or recapitalization approaches require JRIMS documentation.¹ ICE-sponsored requirements documents will comply with JRIMS standards and templates, and all operational requirements documentation must be reviewed and signed by the ICE Component Requirements Executive (CRE) prior to submission to the Joint Requirements Council (JRC). The Assistant Director for the ICE Office of Policy and Planning (OPP) serves as the ICE CRE. ICE Directorates and Program Offices sponsoring documents for the JRIMS process will lead mission analyses to identify capability gaps, redundancies, and overlap; and develop materiel and non-materiel solution approaches to address mission needs, concepts of operation, and operational requirements.
3. **Definitions.** The following definitions apply for purposes of this directive only.
 - 3.1. **Capability.** The means to accomplish a mission, function, or objective.
 - 3.2. **Capability Gap.** Instance of an identified required capability that ICE does not currently possess for which there exists no current plan to provide that capability in the future.

¹ JRIMS documents include: Capability Analysis Study Plan (CASP), Capability Analysis Report (CAR), Non-Materiel Change Recommendation (NMCR), Mission Need Statement (MNS), Concept of Operations (CONOPS), Operational Requirements Document (ORD), Combined CONOPS and ORD (CORD), and Urgent Operational Need (UON).

- 3.3. **Component Requirements Executive (CRE).** The ICE Senior Executive Service official (Assistant Director for OPP) designated by the ICE Deputy Director to manage, administer, and oversee ICE's operational requirements policies and processes.
- 3.4. **Headquarters Responsible Officials (HROs).** Executive Associate Directors (EADs) for Enforcement and Removal Operations, Homeland Security Investigations, and Management and Administration (M&A); the Principal Legal Advisor; the Associate Director of the Office of Professional Responsibility; and the Assistant Directors, Officers, or equivalent positions who report directly to the Director, Deputy Director, Chief of Staff, or the EAD for M&A.
- 3.5. **ICE Gatekeeper.** ICE employee designated by the ICE CRE to coordinate the review of ICE-sponsored documents through the JRIMS process.
- 3.6. **ICE Sponsor.** ICE Directorate or Program Office leading the development of JRIMS documents.
- 3.7. **Joint Requirements Council (JRC).** DHS governing body comprising Component representatives to develop and lead the Department's joint requirements process.
- 3.8. **JRIMS Documentation.** The DHS Acquisition Life-cycle Framework documents (CASP, CAR, MNS, NMCR, CONOPS, and ORD)² which define the operational requirements of the component and how those requirements will be utilized to fulfill DHS missions.
- 3.9. **Level 1, 2, and 3 Acquisition Programs.** The three levels of acquisitions, other than services, that determine the extent and scope of required project and program management and reporting requirements. The levels are determined by the lifecycle cost of the program or special interest.³
- 3.10. **Mission Need.** Statement of necessary capabilities required by DHS stakeholders to close a capability gap and accomplish mission objectives.
- 3.11. **Materiel Solution.** Items necessary to equip, operate, maintain, and support Agency activities to fill a capability gap that are part of a new materiel development effort, including related spares, repair parts, and support equipment, but excluding real property, installations, and utilities.
- 3.12. **Non-Materiel Solution.** A change to doctrine, organization, training, materiel (supplies), leadership and education, personnel, facilities, policy, regulations, grants, and standards analysis to satisfy an identified capability gap.

² See definitions in DHS Instruction 107-01-001-01, Revision 01, *Department of Homeland Security Manual for the Operation of the Joint Requirements Integration and Management System*, September 20, 2018, or as updated.

³ See definitions in DHS Instruction 102-01-001, Revision 01, *Acquisition Management Instruction*, May 3, 2019, or as updated.

3.13. Operational Requirement. An attribute of a solution, defined at the user and operational/business level, necessary to produce an outcome(s) that satisfies a mission need.

4. Responsibilities.

4.1. The **HROs** are responsible for ensuring compliance with the provisions of this Directive and issuing necessary guidance within their Directorate or Program Office.

4.2. The **ICE CRE** is responsible for:

- 1) Serving as the ICE validation, approval, and signature authority for all ICE-sponsored JRIMS documents;
- 2) Designating the ICE Gatekeeper;
- 3) Ensuring that ICE-generated requirements documents comply with the JRIMS standards and templates;
- 4) Requesting JRC review and/or validation of ICE-sponsored JRIMS documents; and
- 5) Facilitating training for requirements development at ICE.

4.3. The **ICE Sponsor** is responsible for:

- 1) Documenting mission requirements, capability gaps, or redundancies, including conducting underlying analysis that is traceable and reliable;
- 2) Preparing requirements documents in accordance with the JRIMS standards and templates;
- 3) Coordinating with Office of Information Governance and Privacy, Office of Chief Financial Officer, and Office of Chief Information Officer, as appropriate, to ensure budgetary, privacy, records, and information technology security protocol compliance;
- 4) Driving, confirming the appropriateness of, and substantiating the performance of solutions; and
- 5) Notifying the CRE when a capability gap is filled.

4.4. The **ICE Gatekeeper** is responsible for:

- 1) Reporting to the ICE CRE and coordinating the ICE-level review of ICE-sponsored requirements documents;

- 2) Submitting and receiving ICE-generated requirements documents for JRC review or JRC validation, as appropriate;
- 3) Receiving and distributing JRC documents to ICE Sponsors for response;
- 4) Reviewing all ICE-generated requirements documents for compliance with JRIMS standards, formats, and for continuity with preceding requirements documents, if applicable; and
- 5) Serving as liaison between the ICE Sponsor, CRE, and JRC.

5. Procedures. None.

6. Recordkeeping. All relevant documents created or received by ICE must be maintained in accordance with the National Archives and Records Administration (NARA) General Records Schedule or an applicable DHS or ICE records schedule. If a schedule does not exist that covers the records, they are considered unscheduled. Unscheduled records cannot be destroyed or deleted until a schedule has been developed and approved by NARA.

7. Authorities/References.

- 7.1. *Charter for the Department of Homeland Security Joint Requirements Council*, November 16, 2014, or as updated.
- 7.2. DHS Directive 071-02, *The Joint Requirements Council (JRC)*, February 1, 2016, or as updated.
- 7.3. DHS Directive 107-01, *Joint Requirements Integration and Management System*, March 8, 2016, or as updated.
- 7.4. DHS Instruction 107-01-001-01, Revision 01, *Department of Homeland Security Manual for the Operation of the Joint Requirements Integration and Management System*, September 20, 2018, or as updated.
- 7.5. DHS Memorandum, *Component Requirements Executive*, July 17, 2017, or as updated.
- 7.6. DHS Delegation Order 00008, *Delegation to the Chair, Joint Requirements Council*, August 22, 2016, or as updated.
- 7.7. ICE Memorandum, *Designation of U.S. Immigration and Customs Enforcement (ICE) Component Requirements Executive*, April 5, 2017, or as updated.
- 7.8. DHS Policy Directive 107-03, *Components Requirements Policy Guidance*, April 22, 2020, or as updated.

8. **Attachments.** None.
9. **No Private Right.** This document provides only internal ICE policy guidance, which may be modified, rescinded, or superseded at any time without notice. It is not intended to, does not, and may not be relied upon to create any right or benefit, substantive or procedural, enforceable at law by any party in any administrative, civil, or criminal matter. Likewise, no limitations are placed by this guidance on the otherwise lawful enforcement or litigative prerogatives of ICE.



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