

U.S. Army Aviation and Missile Command (AMCOM)  
and Program Executive Office (PEO), Aviation  
Master Action Plan (MAP)

1 October 1997

Revision B

**01 Oct 98**

I. EXECUTIVE OVERVIEW

A. BACKGROUND. On 1 October 1997, the U.S. Army Aviation and Troop Command and the U.S. Army Missile Command became AMCOM. The AMCOM MAP is a joint AMCOM and PEO, Aviation effort that provides the strategy for AMCOM to continue achieving acquisition reform as delineated in the Army Implementation Plan (AIP). In addition to addressing specifications and standards, the AMCOM MAP encompasses other essential acquisition initiatives. They are as follows:

1. Introduction - General Philosophy
2. Performance Based Acquisition
3. Specifications and Standards
4. Business Strategy Plan and Implementation
5. Management Tools
6. Related Initiative Interfaces
7. Training

The above areas detail topics such as secondary items, rebuys, services, teaming, certification, market research, commercial practices, simulation, electronic data interchange, pollution control, partnering, cost as an independent variable, performance requirements, and waivers.

B. SCOPE. This MAP applies to all AMCOM organizations (to include tenant organizations), PEO, Aviation, Corpus Christi Army Depot (CCAD), and Letterkenny Army Depot (LEAD). The PEO Tactical Missiles and the PEO Air and Missile Defense have their own MAPs. References to the "MAP" or "AMCOM MAP" within this document denote the AMCOM and PEO, Aviation Master Action Plan. Dr. Larry O. Daniel, Director, System Engineering and Production Directorate, Missile Research, Development, and Engineering Center (MRDEC), is designated as the Standards Executive (SE)

for  
AMCOM and PEO, Aviation.<sup>1</sup>

## II. INTRODUCTION - GENERAL PHILOSOPHY

A. The AMCOM MAP outlines specific procedures and responsibilities to effectively implement the directives set forth in the AIP for Blueprint for Change: Toward a National Production Base. The AMCOM MAP details the initiatives and recommendations outlined in the Process Action Team Blueprint For Change Report. In addition, the AMCOM MAP integrates reform initiatives from the Federal Acquisition Streamlining Act, The Federal Acquisition Reform Act, the Joint Aeronautical Commanders Group tri-service guide specification, the Federal Aviation Administration civil certification requirements, along with missile and aviation industry standard practices as applied to military requirements.

B. The MAP is a professional guide that represents and supports significant reforms in acquisition policies and procedures. "Business as Usual" is no longer the norm and education and training in all facets of the acquisition process are key to implementing those reforms. Everyone in the acquisition process is empowered to identify innovative and improved performance standards and acquisition techniques. The Department of Defense (DOD) objectives for reform are to gain access to commercial technology, facilitate world class business practices and foster the integration of commercial and military suppliers into a dual-use industrial base that can meet our needs at lower costs. The MAP provides guidelines for the use of Functional Support Templates (FST) and Integrated Product/Process Teams (IPTs) that are integral to achieving those objectives.

C. The AMCOM has the obligation to provide its customers (both internal and external), and ultimately the soldiers, with the best equipment in a timely manner. Since the needs of AMCOM's customers are diverse, the MAP identifies various approaches to implement acquisition reforms and strategies while maintaining readiness within budgetary guidelines.

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<sup>1</sup> The Standards Executive duties at CCAD and LEAD have been delegated in accordance with Appendix H.

### III. PERFORMANCE BASED ACQUISITION

#### A. Performance Requirements.

1. Acquisitions shall use performance based requirements except where a waiver has been granted as described in Section VI, Management Tools, a determination of exemption has been made as described in Appendix A, or if the item has been exempted per Appendix D. Performance based requirements implement the objectives of reducing unnecessary design solution constraints and serve to derive the maximum benefits from adoption of commercial items and practices reflecting the advances in technology from commercial research and development. Performance requirements are system or service requirements traceable to the customer's Operational Requirements Document or equivalent description of the customer's expectations.

2. Regarding the practice of tiering of requirements, the preferred practice is direct citation of all mandatory requirements, and the maximum is inclusion of first tier references. Drawing trees are considered transparent for the purpose of determining specification and other reference tiering.

3. All incorporation of requirements by reference shall state the extent of applicability of the reference to tailor it to the essential requirements.

4. For more information on performance specifications see MIL-STD-961, Department of Defense Standard Practice Defense Specifications, Appendix A, SD-15, Performance Specification Guide, Section 4 and Appendix B, 4120.3-M, Defense Standardization Program (DSP) Policies and Procedures, Appendix G, AMC-P 715-17, Guide for the Preparation and Use of Performance Specifications, and the AEB 96-1, Preparation and Use of Joint Services Guide Specification.

#### B. Performance Verification.

1. Performance specifications shall include verification requirements for support of acceptance of supplies or services. Verification details such as test methods will only be used when absolutely necessary for common measurement scales and military unique metrics required to verify the customer's requirements.

2. Statements of Work (SOWs) will define process requirements in results to be achieved and will not specify Government, Industry or Contractor specific management and manufacturing processes. The Six Sigma design method and maximum use of validated simulation to verify performance with minimum test cost and schedule are also encouraged. The contractor's proposed performance verification will be assessed through metrics and other proven techniques to simultaneously improve performance and quality, while reducing inspection/test costs.

3. The AMCOM will coordinate with the U.S. Army Test and Evaluation Command to determine test requirements for required contractor testing, i.e., facilitization requirements/availability of dual-use facilities to eliminate redundant testing, and to assure adequate verification of the customer's performance expectations. Simulation and hardware-in-the-loop testing will be used effectively to minimize test hardware costs and further reduce inspection/test costs. Contractors will be encouraged to use existing test facilities that provide adequate verification, rather than creating new testing capabilities.

4. Specific detailed quality systems shall not be required in solicitations or contracts. Contractors will not be required to detail Government, Industry or Contractor quality procedures. When a product or program requires detailed quality processes or procedures, an approved waiver will be required. When the risk requires government verification of contractor product performance and quality data, it will be analyzed onsite, and government personnel will witness such contractor controls/ inspections, as appropriate, to assure adequate verification and eliminate redundant inspections/tests.

5. The AMCOM will utilize its contractor performance certification program (CP)<sup>2</sup>, Performance Based Business Environment (PBBE) and contractor quality history to reduce oversight and contractor/government inspections and tests. The PBBE is available on-line at: <http://www.wpafb.af.mil/az/jacg/pbbe/pbbe.htm>.

6. Any Single Process Initiative (SPI) proposed by the contractor to reduce test costs will be evaluated and implemented when practicable. Testing will be accomplished at the highest levels possible. Primary test emphasis will be to verify system or end item performance parameters, to optimize manufacturing and test costs, and to facilitate DD250 acceptance. The Government's requirement for lower level redundant testing that is considered unnecessary may be eliminated or replaced through the use of effective contractor process control.

7. Warranties foster quality and delineate rights and obligations of the Government and contractor for defective items and services. Warranty requirements should be a consideration in all acquisitions.

#### IV. SPECIFICATIONS AND STANDARDS

##### A. Description.

Specifications and standards for which AMCOM is the preparing activity shall be prepared and maintained in accordance with (IAW) formal standardization procedures and acquisition reform guidelines. Performance based documents and/or non-government standards (NGS) are the preferred method of specifying requirements. Performance documents allow the contractor the flexibility to satisfy functional requirements in their own innovative way while providing the best value to the Government.

##### B. Implementation.

1. All AMCOM specification and standard actions shall be implemented using DOD 4120.3M and DOD and U.S. Army Policy Memorandums concerning acquisition reform. New documents shall be performance based and prepared in accordance with MIL-STD-961, MIL-STD-962, AMC-P-715-17, AEB 96-1, and SD-15. Definitions of the different type specifications and standards are at Appendix B. Market research will be done prior to the preparation of documents to determine commercial availability of required products or services, thereby aiding in determining the type document required. Integrated Product Teams will be established for the preparation and revision of specifications as deemed appropriate by the preparing office. The review of documents for validation or revision purposes will result in the development of a performance based document, except those

justified for retention as detail specifications or designated as inactive for new design.

2. The AMCOM will continue to use the AIP SE certification process to ensure the quality of documents. Previously certified AMCOM performance specifications have been reviewed and determined to follow all acquisition reform guidelines. Performance specifications will continue to be thoroughly reviewed prior to submission for certification. Request for certification will be submitted to the Technical Data Management Division (TDMD), MRDEC, for SE certification (exceptions are as specified in Appendices G and H). A Standing Operating Procedure will be prepared and made available to all AMCOM offices involved in the performance document preparation and certification process.

3. New specifications and standards shall be approved and certified by the SE prior to forwarding for printing, distribution, and listing in the DOD Index of Specifications and Standards (DODISS).

4. The AMCOM will participate with NGS bodies in the adoption of documents and the conversion process and preparation of new documents in areas with military/commercial application. The AMCOM will participate with the Air Force, Navy, and industry in the development of Joint Service Guide Specifications.

5. The AMCOM will assure current status of all AMCOM documents in the Acquisition Streamlining and Standardization Information System (ASSIST) database.

6. Program unique specifications shall be prepared IAW MIL-STD-961, AMC-P 715-17, AEB 96-1, and SD-15. These documents shall be certified as performance based by the SE prior to use in solicitations when used for other than information or guidance only. The certification process will be performed by the applicable Functional Requirements Authentication Board (FRAB) with a SE certification (see section VI.B).

7. The AMCOM will assure all funds received for specifications and standards actions are obligated to continue achieving acquisition reform as delineated in the AIP.

### C. Reporting:

As of first quarter FY 99, reporting of waivers and funding allocation to AMC is no longer required. However, the elimination of the requirement to report waivers, does not eliminate the need for obtaining waivers as specified in Section VI.

### D. Conversion actions:

As of 30 Sep 98, all actions relating to the disposition of AMCOM's preparing activity Military Specifications and Standards requirements have been completed. All actions were accomplished in accordance with subsequent policy memorandums and the Army Implementation Plan.

## V. BUSINESS STRATEGY PLAN AND IMPLEMENTATION

### A. New Items and Rebuys.

1. The acquisition strategy for acquiring new items/weapon systems, or the re-purchase/re-buy of items currently in the inventory, is to implement performance based requirements in every procurement with the maximum elimination of unnecessary military specifications and standards, and constraints on design, support, and manufacturing. Use of IPTs is the preferred practice for development of solicitations.

2. Solicitations for all ACAT programs/systems, major modifications, upgrades, rebuys, as well as new non-ACAT programs/systems not previously in inventory, shall state needs in terms of performance. The solicitations and contracts shall not impose management and manufacturing processes (Government, Industry or Contractor). This applies to the system specification, statement of work, airworthiness qualification plan, and any contract provision for administration, services, materiel, and data unless a proper waiver or exemption is obtained (see section VI.C). An Organizational FRAB shall be conducted for all ACAT and non-ACAT major item/weapon system acquisition with an anticipated acquisition cost greater than \$100,000 (see section VI.B).

3. A technical data acquisition strategy will be developed for each program which facilitates the necessary procurement of spares. The strategy will complement the acquisition strategy, individual item maintenance concepts, and total system life cycle support concept. Data acquired for spares may range from simple performance specifications to complete design data depending upon the needs of the program.

## B. Services.

The strategy for service contracts is to implement performance based requirements in every procurement where dictated by sound business analysis. Rebuy service contracts will also be subject to an economic decision process for conversion to performance based requirements. The assessment will be accomplished by the requiring organization and be reviewed by the FRAB. Mandatory application of military unique requirements, Management and Manufacturing processes, (Government, Industry or Contractor) in solicitations and/or contracts are subject to the same waiver process as all other acquisitions (see section VI.C). An Organizational FRAB shall be conducted for all services acquisitions with an anticipated acquisition cost greater than \$100,000 (see section VI.B).

## C. Spares Replenishment.

1. The strategy for spares replenishment shall be based upon sound business judgment. Each acquisition having an estimated item buy cost of \$100,000 will be subjected to an economic decision process to determine an appropriate strategy. Where it makes good business sense, performance based requirements shall be used.

2. Acquisition of spares and repair parts shall be procured IAW current acquisition reform objectives ensuring no compromise of critical elements such as safety, performance, durability, reliability, maintainability, interoperability, or readiness.

3. Accurate determination of which reprourement spares replenishment Technical Data Packages (TDPs) can be converted to a performance based requirement and provide the best opportunity for return on investment is critical, not only from a life cycle cost perspective, but also from a technological or performance enhancement perspective. Spares replenishment TDPs shall be evaluated to determine if the necessary physical, as well as functional requirements, can be stated in performance criteria. The decision shall consider all factors in determining the best approach for acquisition. (Some items, particularly Flight Safety Items and Ammunition historically procured by a TDP, may require re-qualification or flight safety certification, if not manufactured IAW an approved TDP.)

4. Spares acquisitions having an estimated item buy cost of \$100,000 or greater will be evaluated. The evaluation shall

be accomplished by an IPT, comprised of the following functional disciplines: Product Management, Engineering, Safety, Logistics, Item Management, Product Assurance, and Acquisition. The IPT shall be charged with the responsibility of determining the best method of acquisition for each item. This evaluation may also be accomplished using an automated decision model(s).

5. If the analysis determines that the best method of procuring the item is IAW a performance specification, a request for development of the performance specification shall be forwarded to the appropriate Engineering Center with the required suspense date to enable its completion within the scheduled acquisition milestones. If the performance specification cannot be completed without adversely impacting the acquisition milestones, the TDP can be utilized for the current acquisition. The performance specification shall be used for future acquisitions. Use of the TDP for the last time buy does not require an approved waiver.

6. If as a result of the analysis, a determination is made that the best method of acquisition would be IAW a performance specification, but critical physical, functional or qualification data are currently not available within the Government, a determination shall be made whether to procure the required performance data. If it is determined that the best method of acquisition is IAW the spares replenishment TDP, or that it is not feasible to procure the required performance data, the TDP shall be reviewed to determine adequacy for procurement by the Research, Development and Engineering Center.

7. Use of Technical Data Packages which include management and manufacturing processes for solicitations and/or contracts require a weapon system level waiver. Approval of a two year system/service waiver, enables the imposition of the technical data and all processes contained therein, on all subsequent procurements of the same system/service, for a period not to exceed two years. (see Section VI.C) Use of a spares replenishment TDP resulting from a good business analysis and decision shall not require a specific approved solicitation/contract waiver. Additionally, spares replenishment Contract Requirements Packages (CRPs) shall not require certification by a FRAB. The analysis documentation shall, however, be retained as a record of the analysis and decision.

8. All new performance specifications for acquisition of spares shall be approved/certified by the AMCOM SE (exceptions are as defined in Appendices G and H).

9. Acquisitions for Foreign Military Sales (FMS), one-time, or last time buys only, shall be exempt from the procedures defined in Section V of this MAP.

## VI. MANAGEMENT TOOLS

### A. Teaming.

1. Integrated Product/Process Development (IPPD) is a strategy that implements the simultaneous development of all life cycle requirements through the use of multi-disciplined teams. These teams are comprised of members from all major disciplines involved in planning, designing, developing, testing, producing, fielding, and supporting a system. For IPTs to be effective, a charter (and contractual definition of the partnering relationship if the IPT involves the Government and the contractor) must be established to define the responsibilities and assignments of the IPT. All IPT members should be trained in the methodology for accomplishing the IPT objectives, IPT awareness, individual IPT member roles and responsibilities, and team building.

2. Partnering is a process used to reduce adversarial attitudes, improve trust and communication, and build inter-organizational teamwork. Partnering is mandatory for consideration in all contracts valued at \$50M or more. This process is encouraged for any acquisition where there is a high chance of failure without strong coordination between the Government and contractor. Requiring elements will utilize IPTs to implement their partnering arrangements of both government and contractor personnel and be empowered to develop and implement solutions toward achieving system performance. The partnering process and philosophy does not in any way alter the legal rights and responsibilities under the contract. The contractor should not be encouraged to perform in a manner inconsistent with the contract.

### B. Functional Requirements Authentication Board.

1. The AMCOM and PEO, Aviation Senior FRAB's establishment memorandum is at Appendix C. The Senior FRAB will be convened to review all proposed AMCOM and PEO, Aviation solicitations requiring higher headquarters review and approval.

The Senior FRAB Chairman may also convene other FRABs when necessary. The AMCOM and PEO, Aviation Senior FRAB validates that acquisition reform concepts, principles, and initiatives have been applied; FST (when applicable) have been used; SOWs are performance based with value-added requirements; performance specifications are used; waivers, if needed, are included. The Senior FRAB has the authority to return a solicitation directing improvements. Board results are reported to the AMCOM and PEO, Aviation SE to certify the SOW is performance-based prior to forwarding to the responsible contracting activity.

2. An organizational IPT shall develop solicitations for new items, rebuys of ACAT and non-ACAT systems and rebuys of services for each procurement. In addition, an organizational FRAB is required for all solicitations over \$100,000. The requiring organization forms an IPT to imbed acquisition reform initiatives as the CRP is developed. In lieu of the data call, which stovepiped functional disciplines, the IPT/FRAB is the key to an acquisition streamlined CRP. Bringing the right people together at the right time to discuss the program's requirements reduces risks, data costs, and schedule time. The IPT/FRAB builds quality into the process rather than a time-consuming quality check at the end.

3. For spares replenishment, CRPs will not require a FRAB. The analysis documentation shall be retained as a record of the decision process. A FRAB is also not required for CRPs that are solely for FMS requirements.

4. The FRAB (both Senior and Organizational) reviews solicitations to:

a. Validate that acquisition reform concepts/principles and acquisition reform initiatives that have been applied to the solicitation are performance based, and the value added requirements concept has been applied, and that data requirements reflect task requirements.

b. Verify, when appropriate, that performance specifications have been applied.

c. Ensure that waivers to use military specifications, standards and management and manufacturing processes are approved and provided with each CRP.

d. That approved specifications, standards and processes have been applied as approved.

e. Provide control over management, functional discipline, and data requirements to ensure that no "how-to-manage" requirements are included in the CRP. The AMCOM Data Management Regulation 70-16 applies.

C. Waivers for use of Specifications, Standards, and management and manufacturing processes.

1. All requests for a waiver described in this section shall be developed and staffed IAW Army Standardization Improvement Policy, Memo 98-2, "Waivers for Use of Specifications and Standards" (Appendix D), or as described herein. When the form (Appendix E) is completed, it will be submitted to the appropriate approval authority (Appendices F, G and H). The Waiver Request Flow Charts are at Appendices G and H.

2. A waiver is not required if the specification or standard is used for reference and information only. A waiver is not required if the specification has been certified as performance-based by the SE or is annotated, as such, in the ASSIST/DODISS. If a standard is certified as an Interface Standard or as a Standard Practice, a waiver is not required (see Appendix D). A waiver is not required for the use of an NGS or a commercial item description (except as specified in paragraph 4, below). Waivers are not applicable if the contractor's proposal includes the proposed use of a military specification or standard (except as specified in paragraph 4, below).

3. Except as specified in paragraph 4, below a waiver must be obtained on a solicitation-by-solicitation basis. Waivers should be approved prior to release of a solicitation or award of a contract. Any specification or standard included in a CRP should be approved before being sent to the contracting office. For those cases where waivers are required, a single memorandum request will be submitted for each solicitation/contract and will include all detail specifications, test method standards, design criteria standards, or manufacturing process standards for which waivers are required. The memorandum shall be addressed to the appropriate waiver approval authority as defined in Appendices F, G and H of this MAP. Each request must be fully substantiated. The milestone decision authority will grant one waiver per solicitation with a list of all specifications and

standards and indication of approval/rejection of each. The solicitation specifications and standards waiver criteria are as follows:

a. Mission impact makes the use of a performance specification or NGS unacceptable.

b. Cost impacts make the use of a performance specification or NGS unacceptable.

4. A waiver must be obtained when citing management and manufacturing processes (Government, Industry or Contractor) in a solicitation and/or contract. A waiver must be approved when imposing any Government, Industry or Contractor management and manufacturing process in a contract, even if processes had not been included in the solicitation. Contractor processes proposed in the response to a Request for Proposal (RFP) or a Single Process Initiative (SPI), also require an approved waiver before contract award/contract modification.

a. Acquisition documents for major defense acquisition programs require approval of a solicitation/contract waiver when imposing any management and manufacturing process. Approval authority is defined at Appendices F, G and H.

b. For procurement of non-major defense acquisition programs, and rebuys of major and non-major systems, an individual solicitation/contract waiver or a single two-year weapon system level waiver may be requested. Approval of an individual waiver would be per solicitation/contract while approval of a two year system/service waiver, would exempt all subsequent procurements of the same system/service for a period not to exceed two years. Approval authority is defined at Appendices F, G and H.

c. For procurement/reprocurement of spares and services, a single two-year weapon system level waiver shall be requested. Approval of a two year system/service waiver, enables the imposition of the solicitation documents (including the technical data and all processes contained therein), on all subsequent procurements of the same system/service, for a period not to exceed two years. Approval authority is defined at Appendices F, G and H.

5. Specification, standard and process requirements from functional organizations will be screened and the waiver request

endorsed by the responsible center director or their designee at the director level before being forwarded to the waiver authority.

## VII. RELATED INITIATIVE INTERFACES

### A. Cost As an Independent Variable (CAIV).

The AMCOM should investigate the use of CAIV in the IPT environment. Specifically, the establishment of a cost performance IPT and other CAIV-related initiatives as applied by the services are being evaluated to determine their applicability to the AMCOM/PEO community.

### B. Market Research.

1. The Federal Acquisition Regulation, Part 10, requires federal agencies to conduct market research prior to developing new specifications for procurement and before soliciting bids or proposals for contract actions which exceed the simplified acquisition threshold. Market research is the collection and analysis of information about the capabilities within the marketplace to satisfy agency needs. It includes the determination of what is available in the commercial marketplace, and under what terms and conditions it is being acquired.

2. A study of market research techniques and practices will be performed in order to develop a methodology for conducting market research for aviation and missile unique repair parts and services. The study will include the conduct of test cases by accomplishing market research on aviation/missile repair parts. The study will determine the tools necessary, the amount of effort required, and what results might be expected for these unique commodities.

3. The experience gained during the market research effort for the candidate items will be used to draw conclusions, make recommendations for a market research methodology, and prepare an implementation plan to be used at AMCOM. Recommendations will be provided for the necessary tools, and where possible, usable tools such as data bases, will be established for future use in conducting market research.

### C. Single Process Initiative.

The AMCOM will move toward performance based contracting with industry using best practices in lieu of military standards and specifications. The idea is to establish common processes at a contractor's facility for all contracts. The focus of SPI is to apply acquisition reform to existing contracts by allowing contractors to use best commercial practices which would reduce non-value added tasks resulting in reduced costs. Although a SPI block change may have been implemented at a contractor's facility, an approved waiver is required before citing any management and manufacturing process within a new solicitation or contract.

### D. Pollution Prevention Program.

1. Thrust: Identify and reduce, or eliminate, the use of hazardous materials procured or generated through the use of standardized documents. The program manager (PM) is responsible for ensuring that pollution prevention efforts are instituted throughout the weapon system life cycle and required in all acquisition actions. The Directorate of Environmental Management and Planning (DEMP) is responsible for providing management and technical assistance to the PM in developing and evaluating environmental strategies, life cycle pollution prevention initiatives, and contractual requirements. The Program Executive Officer for PEO, Aviation PMs shall maintain environmental management control and responsibility of their environmental programs. The Program Executive Officer for PEO, Aviation shall continue to provide environmental support to PMs within PEO, Aviation. Assistance from the DEMP to the PEO, Aviation shall be on an as requested basis. This responsibility includes assisting in the development of environmental performance specifications, identifying suitable non-government standards and government specifications, modifying specifications to meet environmental requirements, identifying appropriate alternate materials, and assisting in the development of pollution prevention strategies.

2. All CRPs processed by the AMCOM Acquisition Center must be coordinated with the DEMP IAW Acquisition Center Policy and Guidance 97-06, dated 21 March 1997. The purpose of this coordination is to ensure that environmental considerations are included in each CRP and that ODC elimination provisions of Public Law 102-484 are maintained for each package. The DEMP, as routine business, will review each system's technical

documentation IAW Army procedures established for Executive Order 12856 and offer to the appropriate system manager proposed alternatives to identified hazardous materials. Upon approval by the system manager, the DEMP will pursue such changes to the technical documentation. The DEMP will, at PEO/PM discretion, provide complete support to assist the system manager in maintaining environmental compliance.

3. Exemption Authority. The designated Senior Acquisition Official (SAO) has the authority to allow the use of Class I ODCs in acquisition actions. The ODC business process, in conjunction with the MRDEC, provides for the review of CRPs, including performance contracts. All waivers for class I ODC usage within the PEO, Aviation shall be coordinated through the Office of the PEO, Aviation prior to final SAO approval. The SAO shall be designated in writing by the AMCOM Commanding General by a separate letter.

#### VIII. TRAINING

A. The AMCOM education and development opportunities incorporate the principles of acquisition reform and encourage government training and contractor participation in this training effort.

B. The AMCOM organizations and PEO, Aviation will:

1. Identify employees requiring specifications and standards training.
2. Research government sources for appropriate training and coordinate location, resources, schedules, and documentation of training.
3. Encourage training in acquisition reform to include specifications and standards reform and solicit training courses from industry.
4. Determine allocations to and facilitate contractor participation in government sponsored training in specifications and standards reform.
5. Conduct government/industry workshops as a means of apprising the acquisition workforce of the changing acquisition reform initiatives.

6. Arrange for an adequate cadre of key personnel to attend formal courses in "train the trainer" mode and then schedule in-house classes and team "trainers with trainees" for practical "learn-by-doing on-the-job training" to rapidly train the rest of the target workforce.

7. Sponsor a training course on writing performance based SOWs.

8. Publish/distribute a comprehensive library of reference books containing acquisition reform policies, guidebooks and related information.

9. Document and share lessons learned and best practices.

10. Provide training in IPPD.

11. Maintain a website to make information on tools readily available to all acquisition workforce and IPT members. Policy, guides, training materials, opportunities, success stories, and lessons learned are the types of information that will be provided on the site.

## Appendix A

A-1. This appendix describes the Conversion Decision Model. **This model is applicable to acquisitions that are not currently certified performance based or exempt by policy shown in Appendix D.** The Flow Diagram of the Conversion Decision Model is shown at Figure A-1.

A-2. Application of this model will be used to determine the business sense of converting existing detail technical data packages to performance based technical data. The model or similar process may also be incorporated into contracts with deliverable technical data to determine the type of technical data that should be delivered under the contract for configuration management and follow on procurement.

A-3. Implementation of this model will utilize an Integrated Product Team approach; see Teaming in Section VI, Management Tools. In this situation, teaming will ensure that all relevant best available information is considered in the decision process by including the disciplines of item management, acquisition strategy, engineering, logistics, and cost estimating.

A-3.1. Implementation will include consideration of the Joint Services agreements documented in the Performance Based Business Environment available on-line at: <http://www.wpafb.af.mil/az/jacg/pbbe/pbbe.htm>.

A-3.2. The process will be automated using process tools, e.g., Template Review and Analysis for Performance Specifications or similar tools, to minimize the resource impact of this addition to the acquisition process.

A-3.3. The U.S. Army Aviation and Missile Command (AMCOM) implementation of these models and decision processes will also be the basis for evaluation and approval of AMCOM exemption from the preferred practices as shown in Block 20 of the model.

A-3.4. All technical data exempted from the preferred practice will be generated or updated to remove unnecessary references, tailor references to the actual requirements, and remove any obsolete or canceled documents to the maximum practicable extent within customer constraints.

# Conversion Decision Model

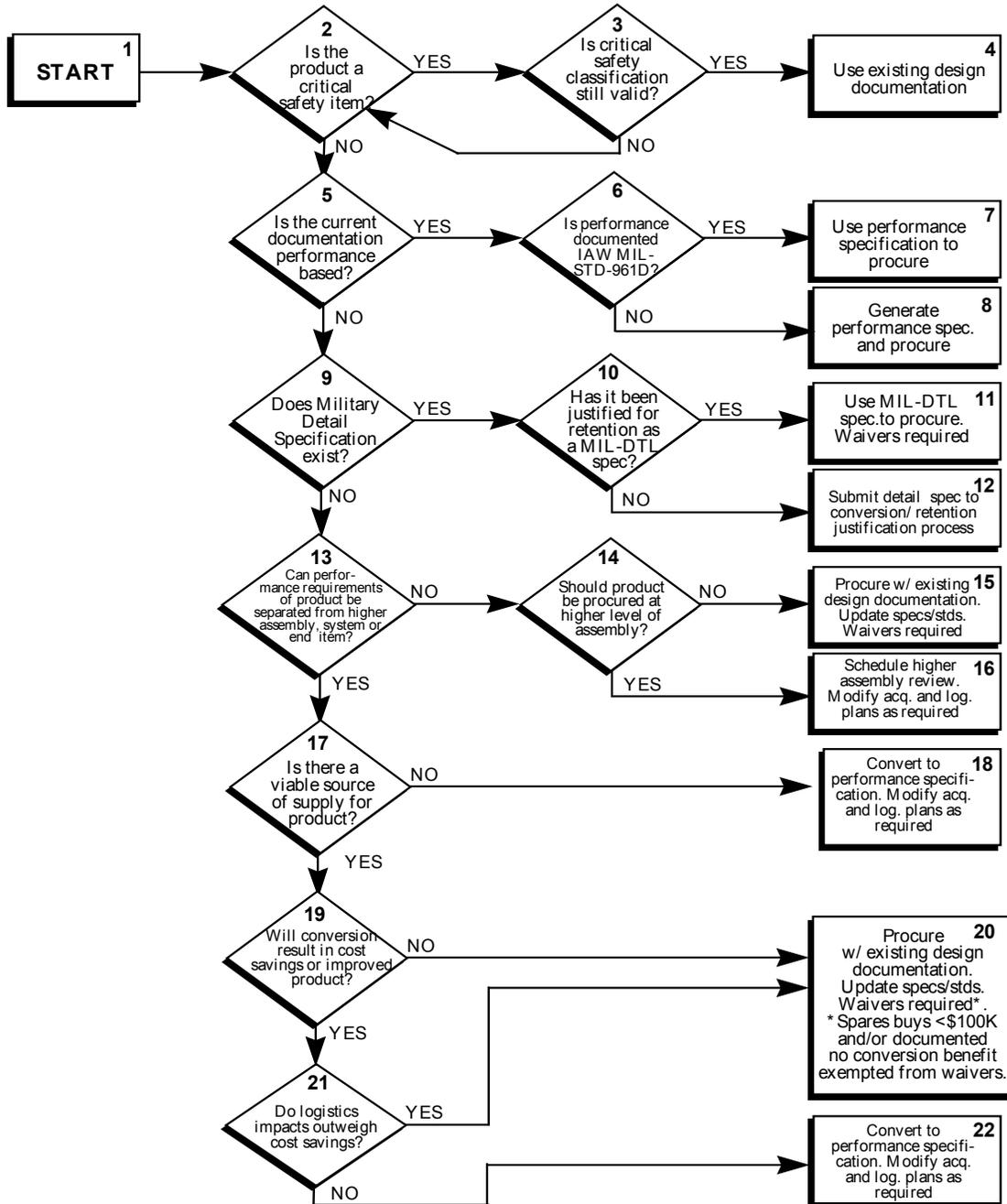


Figure A-1  
A-2

## Appendix B

### Certification Evaluation Worksheet

**Performance Specification** - states requirements in terms of the required results with criteria for verifying compliance, but not stating the methods for achieving the required results. Defines the functional requirements for the item, the environment in which it must operate, and interface and interchangeability characteristics (describe results [easily maintained] not design solution functions [removable covers] ) (Section 6 must have note - not mandatory, section 6 may then contain guidance) MIL-STD-961

**Detail Specification** - specifies design requirements, such as materials to be used, how a requirement is to be achieved, or how an item is to be fabricated or constructed. A specification that contains both performance and detail requirements is still considered a detail specification. A Waiver is required. MIL-STD-961

**Interface Standard** - specifies the physical, functional, or military operational environment (external) interface characteristics of systems, subsystems, equipment, assemblies, components, items, or parts to permit interchangeability, interconnection, interoperability, compatibility, or communications. MIL-STD-962

**Standard Practice** - specifies (in-house government) procedures on how to conduct certain non-manufacturing functions. Developed for functions that, at least some of the time, are obtained via contractor from private sector firms. MIL-STD-962

**Design Criteria Standard** - establishes military-unique design or functional criteria that must be adhered to in the development of systems, subsystems, equipment, assemblies, components, items, or parts. A Waiver is required. MIL-STD-962

**Test Method Standard** - specifies procedures or (how to ) criteria for measuring, identifying, or evaluating qualities, characteristics, and properties of a product or process. Test method standard can be called out in a performance specification for environment interface and interoperability detail requirements. A Waiver may be required MIL-STD-962

**Manufacturing Process** - states the desired outcome of manufacturing processes or specifies procedures or criteria on how to perform manufacturing processes. A Waiver is required. MIL-STD-962

**Handbook** - guidance document providing engineering information; lessons learned; possible options to address technical issues; classification of items, materials, or processes; interpretive direction and techniques; any other guidance information (must have disclaimer – not mandatory). MIL-STD-962

**Joint Service Guide Specification** - states characteristics, without specific values, of the required results and criteria for verifying compliance with attached handbook containing rationale for the characteristics, lessons learned, and guidance for establishing the value for the characteristics. AEB-96-XXA

**APPENDIX C**

AMSAM-RD

MEMORANDUM FOR SEE DISTRIBUTION

SUBJECT: U.S. Army Aviation and Missile Command (AMCOM) and program Executive Office (PEO), Aviation Senior Functional Requirements Authentication Board (FRAB)

1. The AMCOM and PEO, Aviation Senior FRAB is hereby established effective 1 Oct 97, subject to the call of the chairman. The FRAB will consist of the following members in positions indicated:

<u>ORGANIZATION</u>	<u>BOARD POSITION</u>
AMCOM and PEO, Aviation Standards Executive	Chairman
AMCOM Data Management Officer (DMO)	Vice-Chairman
AMCOM Legal Office (Principal Attorney)	Member
Aviation Program Executive Office (APEO) for Concurrent Engineering	Member
Director, Acquisition Center	Member
Director, Integrated Materiel Management Center (IMMC)	Member
Director, Aviation Research, Development, and Engineering Center	Member
Director, Missile Research Development, and Engineering Center	Member
Director, Directorate of Environmental Management and Planning (DEMP)	Member
Chief, Safety Office	Member
Requiring Office	Member



**APPENDIX D**

December 18, 1997

MEMORANDUM FOR ARMY STANDARDS IMPROVEMENT EXECUTIVE,  
MR. DALE ADAMS  
NAVY STANDARDS IMPROVEMENT EXECUTIVE,  
MR. DANIEL PORTER  
AIR FORCE STANDARDS IMPROVEMENT EXECUTIVE,  
MR. JAMES BAIR  
DEFENSE LOGISTICS AGENCY STANDARDS IMPROVEMENT  
EXECUTIVE, MR. THOMAS RIDGWAY

SUBJECT: Policy Memo 98-2, "Waivers for Use of Specifications  
and Standards"

The attached procedures for authorizing waivers for use of specifications and standards supersede those of Policy Memo 95-1 dated December 22, 1994. For convenience, a vertical bar in the left margin denotes changes or additions from Policy Memo 95-1. These procedures are effective immediately.

<Picture>/signed/

Walter B. Bergmann, II  
Chairman  
Defense Standards Improvement Council Attachment

cc: DUSD(IA&I)  
DepSOs

## Policy 98-2

### DEPARTMENT OF DEFENSE (DOD) POLICIES AND PROCEDURES ON WAIVERS FOR USE OF SPECIFICATIONS AND STANDARDS

1. General. Performance specifications and standards and non-government standards shall be used instead of detail government specifications and standards. For those cases when a detail government specification or standard is needed, for Acquisition Category (ACAT) Programs I-IV, to define an exact design solution, the DoD program office or buying command may use a government specification or standard, but only if a waiver is granted. The Director, Naval Nuclear Propulsion shall determine the specifications and standards to be used for naval nuclear propulsion plants in accordance with Public Law 98-525 (42 U.S.C., section 7158 note).

2. Applicability. A waiver is required only when the DoD program office or buying activity cites a detail government specification or standard as a requirement in a solicitation, or any type of specification or standard that mandates management or manufacturing processes in a Major Defense Acquisition Program (MDAP). (NOTE: Where a DoD activity intends to cite a management or manufacturing process standard in a MDAP contract, additional requirements in the USD(A&T) "Requiring Processes on Contract" memorandum of September 18, 1997, and related implementing Component instructions apply.)

3. Documents Requiring Waivers. DoD program offices and buying commands shall obtain waivers when citing as requirements in solicitations, the types of documents listed below:

- a. Military specifications and standards.
  - b. Program unique detail specifications and standards that define exact design solutions.
  - c. Federal specifications and standards.
  - d. Any type of government or non-government specification or standard that describes management or manufacturing processes in a MDAP.
4. Documents Not Requiring Waivers. The following types of documents do not require waivers:|

4. Documents Not Requiring Waivers. The following types of documents do not require waivers:

- a. Any document required by law, the Federal Acquisition Regulation, the Defense Federal Acquisition Regulation Supplement, DoDD 5000.1, or DoD 5000.2-R.
- b. Non-government standards (except those that mandate the use of management or manufacturing processes in a MDAP).
- c. Federal Information Processing Standards.
- d. Government specifications designated in the DoD Index of Specifications and Standards (DoDISS) as performance specifications.
- e. Commercial item descriptions listed in the DoDISS.
- f. Guide specifications listed in the DoDISS.
- g. Interface standards listed in the DoDISS.
- h. Standard Practices listed in the DoDISS.
- i. Handbooks listed in the DoDISS (not to be cited as a requirement).

5. Exemptions to Waivers. Except as specified by the Component Acquisition Executive, it is not mandatory to obtain a waiver to use the types of documents identified in paragraph 3 above, for the following conditions:

- a. For reprourement of an item not requiring major modification or upgrade, as defined in DoD 5000.2-R.
- b. If the offeror proposes the use of a specification or standard in response to a solicitation, except for management and manufacturing process specifications or standards in a MDAP, which do require a waiver to be cited in solicitations or contracts.
- c. For specifications and standards under Federal Supply Group 11 for Nuclear Ordnance, Federal Supply Class 4470 for Nuclear Reactors, and Technical Manual Specifications and Standards (TMSS).
- d. When a non-DoD customer requires the use of a specification or standard.
- e. For combined or joint acquisition programs where another

federal agency or another country has the lead in the design or acquisition of an item.

f. If the specification or standard is cited for guidance only.

**NOTE: It must be clearly stated in the solicitation what performance criteria will be used in evaluating proposals, and that the specification or standard represents only one possible acceptable solution. The waiver decision authority should challenge excessive listing of specifications and standards used for guidance only, since it may send the wrong message to potential contractors and does not promote acquisition cultural change.**

6. Department-Wide or Agency-Wide Exemptions From Waiver Process. The Standards Improvement Executives (SIEs) for the Military Departments and the Defense Logistics Agency may exempt any specification or standard from the waiver process for their use in the solicitation, as they deem necessary. DoD Components that do not have a SIE may request a similar exemption from the Chairman of the Defense Standards Improvement Council. These exemptions must be renewed at least every two years.

7. Waiver Approval Process. Program offices and buying commands shall submit waiver requests to the cognizant waiver decision authority. Waivers shall only be approved if:|

a. An exact design solution is required and a technically-acceptable non-government standard does not exist; or

b. The use of a performance specification or non-government standard would not meet user needs, be cost effective, or be practicable. 8. Tracking Waiver Approvals. The waiver decision authorities shall send a copy of waiver approvals to an office designated by the cognizant Department Standardization Office (DepSO). This designated office shall send copies of approved waivers to the DoD Single Stock Point for listing in the Acquisition Streamlining and Standardization Information System (ASSIST) data base. Only waiver approvals submitted by a DepSO designated office will be entered in the ASSIST data base.

**APPENDIX E**

**WAIVER REQUEST FORM**

**Type of Waiver:**

- Major Defense Acquisition Program (MDAP) Solicitation/Contract
  - MIL-STD/MIL-SPEC
  - Process
  - Re-buy/Remanufacture
  
- NON-MDAP Solicitation/Contract
  - MIL-STD/MIL-SPEC
  - Process
  - Re-buy/Remanufacture
  
- Management and Manufacturing Processes
  - Weapon System
    - Re-buy/Remanufacture
    - Spare
  - Service

1. Requester:

Program: \_\_\_\_\_ Date Submitted: \_\_\_\_\_  
POC: \_\_\_\_\_ Office Symbol: \_\_\_\_\_  
Phone: \_\_\_\_\_ DSN: \_\_\_\_\_  
Solicitation:   N/A   Contract: \_\_\_\_\_  
Part Number:   N/A   NSN: \_\_\_\_\_

2. MIL SPEC/STD/M&M PROCESS required. MIL SPEC/STD/M&M PROCESS number: \_\_\_\_\_

MIL SPEC/STD/M&M PROCESS title: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

3. Mission statement: Describe the mission the requested MIL SPEC/STD/PROCESS is to support:

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

4. Product/Process description: Describe in detail the product or process covered by the requested MIL SPEC/STD/M&M PROCESS.

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5. Commercial equivalents. **(N/A FOR M&M PROCESSES)** Describe one or more commercially available products which serve as the nearest equivalents to those described by the applicable MIL SPEC/STD.

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6. Differences between military and commercial products: Describe the differences, if any, between the product(s) or process(es) defined by the applicable MIL SPEC/STD and the nearest commercial equivalent(s). **(N/A FOR M&M PROCESSES)**

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7. Mission impact. **(N/A FOR M&M PROCESSES)** Describe the functional impacts of using the commercial equivalent product(s) in lieu of those specified by MIL SPEC/STD to mission accomplishment; if impacts make use unacceptable, provide supporting information.

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8. Conversion. Can the MIL SPEC/STD be converted to a MIL-PRF, Interface STD or Standard Practice? Describe the actions being taken or justification for non-conversion.

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9. Military-unique document requirement **(N/A FOR M&M PROCESSES)**. Describe, if applicable, how the differences between the product defined by the applicable MIL SPEC/STD and that of the commercial equivalent(s) are such that a clear requirement for a military-unique specification or standard is established.

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10. Economic analysis. **(N/A FOR M&M PROCESSES)** Provide a summary of economic/cost analysis showing the economic impact of using the commercially equivalent product(s) or MIL PRF, versus

those defined by the applicable MIL SPEC/STD. If impacts make use unacceptable, provide supporting information.

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_.

11. Follow-on Action: Describe the actions being taken to eliminate the need for citing the MIL SPEC/STD/Process in future acquisitions. \_\_\_\_\_

\_\_\_\_\_  
\_\_\_\_\_

12. REQUESTING OFFICIAL:

\_\_\_\_\_

Project Manager

\_\_\_\_\_

Date

13. WAIVER DISPOSITION

\_\_\_\_\_ Approved primarily for the following reason:

\_\_\_\_\_ Requirement for military-unique MIL SPEC/STD

\_\_\_\_\_ Unacceptable mission impact by using NGS or  
industrial-wide standard alternative

\_\_\_\_\_ No cost-effective NGS or industrial-wide standard  
alternative

\_\_\_\_\_ Based on the results of the best business approach  
decision process, it has been determined that the  
technical data package, and all processes contained  
therein, for the above listed weapon system, is hereby

approved for use in acquisition documents. This approval is effective for a period not to exceed two years from the signature date on this document. **(FOR M&M PROCESSES ONLY)**

\_\_\_\_\_ Disapproved

\_\_\_\_\_ Returned without action; following additional information requested:

- \_\_\_\_\_ Mission description
- \_\_\_\_\_ Process description
- \_\_\_\_\_ Description of NGS or industrial-wide standard alternatives
- \_\_\_\_\_ Description of differences between military process and NGS or industrial-wide standard alternatives
- \_\_\_\_\_ Military-unique document requirement description
- \_\_\_\_\_ Mission impact
- \_\_\_\_\_ Economic/Cost analysis of military and NGS or industrial-wide standard alternatives
- \_\_\_\_\_ MIL PRF, Interface or Standard Practice Standard

Other \_\_\_\_\_

WAIVER REQUESTED CONTROL NUMBER: \_\_\_\_\_

WAIVER APPROVAL OFFICIAL:

\_\_\_\_\_ Date \_\_\_\_\_  
AAE or Milestone Decision Authority

\_\_\_\_\_ Date \_\_\_\_\_  
TONY D. HODGENS  
AMCOM and PEO, Aviation,  
Standards Executive

**APPENDIX F**

WAIVER APPROVAL AUTHORITY\*

ACAT ID - ARMY ACQUISITION EXECUTIVE

ACAT IC - MILESTONE DECISION AUTHORITY - TO BE DETERMINED

ACAT II - MILESTONE DECISION AUTHORITY - TO BE DETERMINED

ACAT III - AMCOM AND AVIATION PEO STANDARD EXECUTIVE -  
TONY D. HODGENS

NON ACAT - AMCOM AND AVIATION PEO STANDARD EXECUTIVE -  
TONY D. HODGENS

REBUYS - " " "

REPLENISHMENTS - " " "

SPARES - " " "

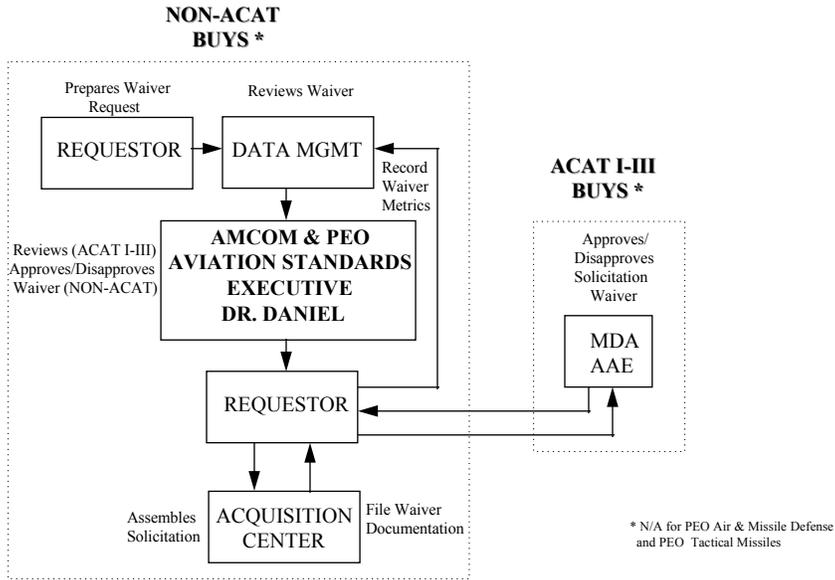
MAJOR MODS - " " "

TECHNOLOGY GENERATION  
CHANGES - " " "

- Waiver approval delegation for CCAD and LEAD is defined  
Appendix H

**APPENDIX G**

**SPECIFICATIONS/STANDARDS/PROCESSES  
WAIVER REQUEST FLOW CHART**



**APPENDIX H**

**AMCOM & PEO AVIATION STANDARDS EXECUTIVE  
DELEGATION OF DUTIES  
CCAD/LEAD**

<b>RESPONSIBILITIES</b>	<b>AMCOM SE</b>		<b>CCAD/LEAD SITE CMDR</b>
1. Disseminate Policy	RESPONSIBLE		
2. Provide Training	RESPONSIBLE		
3. Chair FRAB	DELEGATE	➡	RESPONSIBLE
4. Approve CRPs	DELEGATE	➡	RESPONSIBLE
5. Approve Waivers	DELEGATE	➡	RESPONSIBLE
6. Approve Program Unique Performance Specifications	DELEGATE	➡	RESPONSIBLE