

ACQ 405: Requirements Hot Topics & Updates



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- Describe DoD's capabilities identification & requirements generation process
 - Our Environment
 - The Process
 - Overview
 - Pre-MDD
 - Post-MDD
- Review changes to the process
 - 15 February 2015
 - 2016 NDAA

The Environment (Why Requirements Matter...)

The diagram is a large, intricate network of nodes and lines, representing a system architecture. It is divided into several horizontal sections. The top section contains a smaller, more detailed diagram. The main body of the diagram consists of numerous nodes, some of which are highlighted in yellow. Below the diagram, there are several rectangular boxes containing text, likely representing requirements or specifications. Overlaid on the diagram are four images: a satellite in space, a soldier in camouflage holding a rifle, a large ship at sea, and an aircraft carrier on a runway.

Our National Challenge

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- **The United States must:**
 - Prevail in current conflicts – and also:
 - Deter potential adversaries – yet continue to:
 - Prepare for future conflict – and:
 - Cooperate with allies and partners

- **U.S. Armed Forces must:**
 - Address a wide range of challenges yet:
 - Recognize not all challenges have equal priority

- **The DoD Must:**
 - Make difficult tradeoffs to manage risk in
 - Short-, Mid-, and Long-Term time frames but:
 - Identify areas of possible divestment



Our Military Challenge

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CCMD Missions &
Responsibilities
(Today)

Joint Systems

Changing Demands
& Proactive Action

Geographic
Specificity

Ambitious Mission
Sets & Evolving
Enemies

High Quantity
(Sufficiency)



Service Vision &
Investment
(Tomorrow)

Service Missions

Shrinking Budgets &
Unstable Funding

Worldwide
Applicability

Achievable
Acquisitions & Long-
Lasting Systems

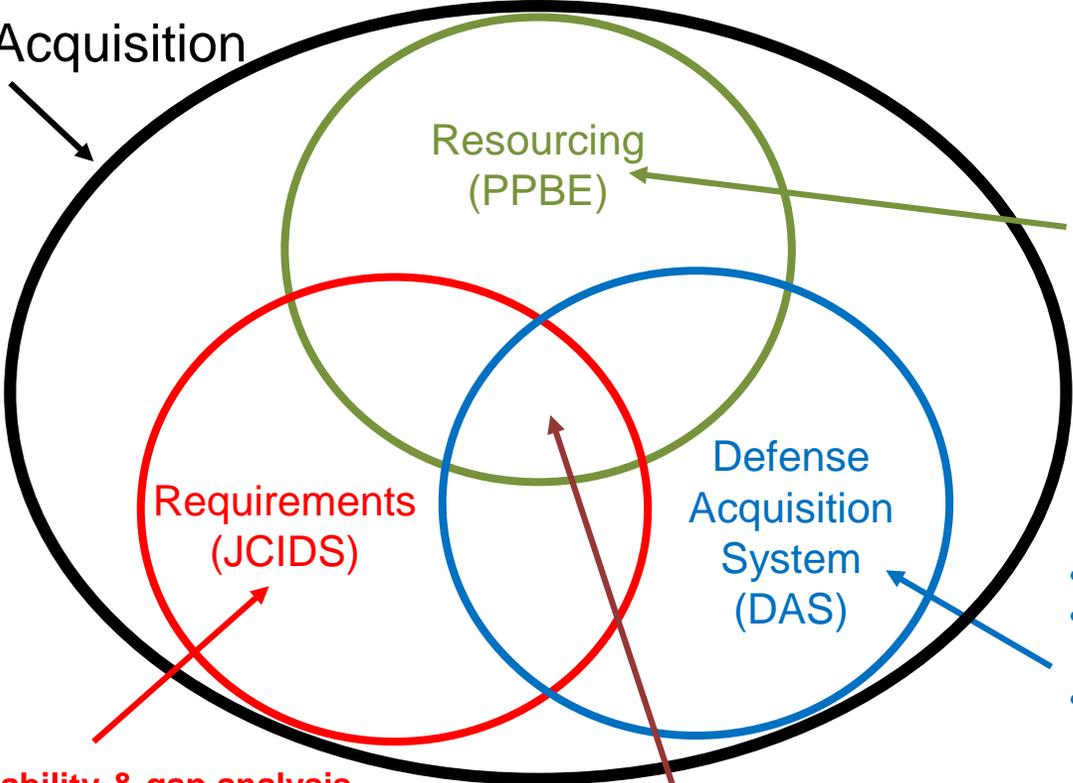
High Quality
(Capability)



Our Decision Support Challenge

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Big "A" Acquisition



- Unstable funding
- Insufficient resourcing & trade space
- Poorly-phased budget unable to support materiel development

- Incomplete systems engineering
- Rushed requirements decomposition
- Reactive testing – not enough time and assets

- Poor capability & gap analysis
- Poorly-written JCIDS documents (ICD, CDD, CPD, DCR)
- Top-down materiel solutions

- Non-existent inter- and intra-departmental stakeholder coordination and support

Synchronize JCIDS, DAS, and PPBE to deliver capabilities to Warfighters



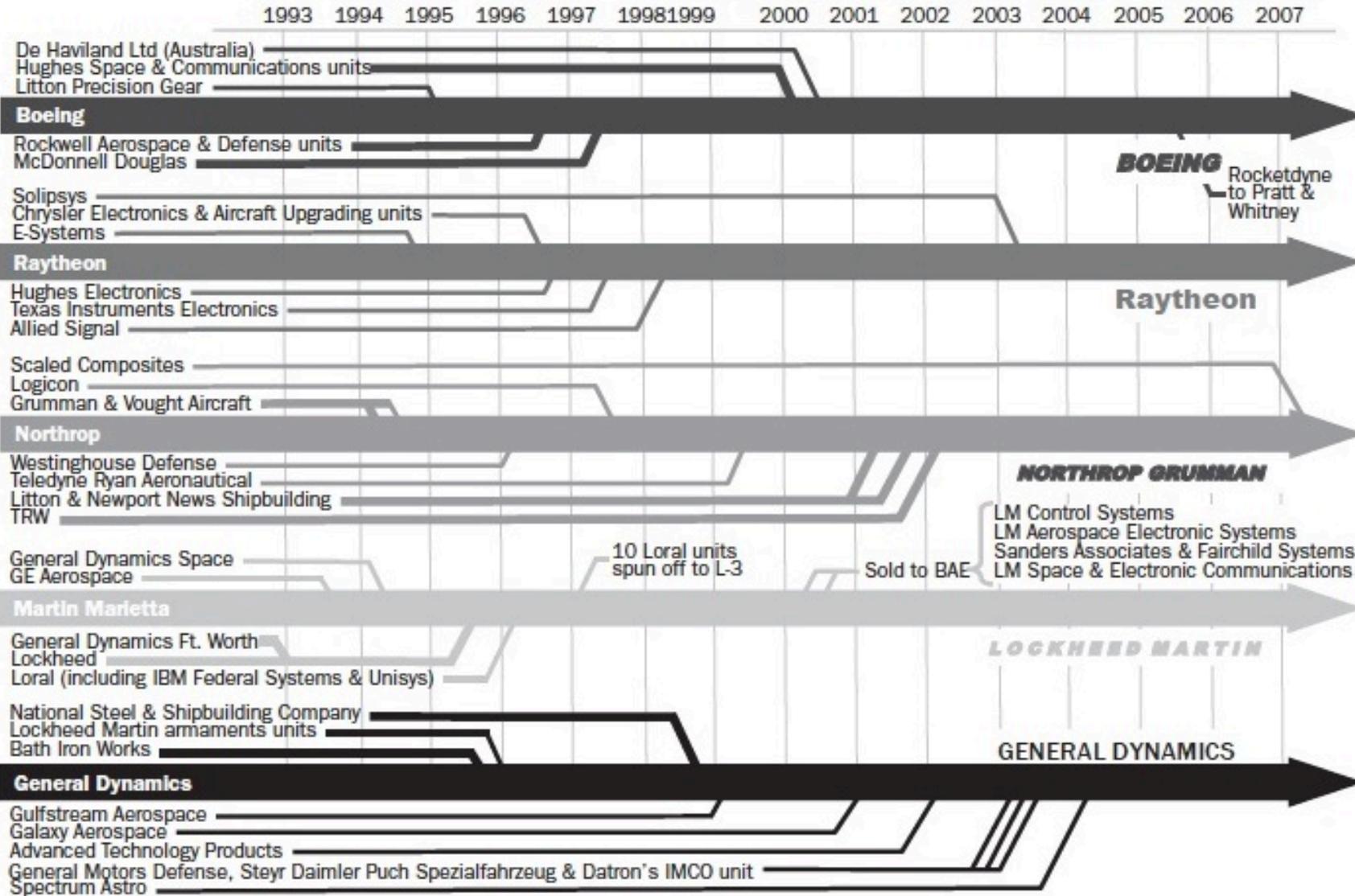
CDD: Capability Development Document
CPD: Capability Production Document

DCR: DOTmLPF-P Change Recommendation
ICD: Initial Capabilities Document
JROC: Joint Requirements Oversight Council

Our Sourcing Challenge

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**Top-Tier U.S.
Defense
Industrial
Consolidation,
1993-2007**



Source: Globalsecurity.org, accessed Jan 22, 2014

Our Requirements Challenge

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- **Gaming the system:**
 - Specifying the solution too early – misusing the Urgent process
 - “Good” leadership briefings that mask “Bad” JCIDS documents
- **Miscommunicating real warfighter needs:**
 - Inadequate capability analyses
 - Faulty capability translation & traceability into observable & testable requirements
- **Hindering acquisition programs:**
 - Confusing a “requirement” with a “specification”
 - No follow-up on DAS reviews & T&E results – operational & technical “creep”



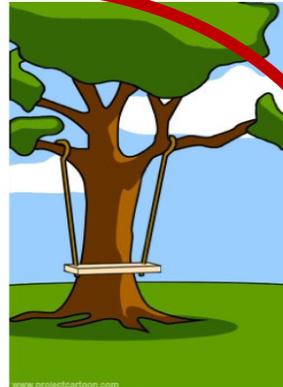
The Consequence

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How Projects Really Work



How the Warfighter explained it...



How the PM understood it...



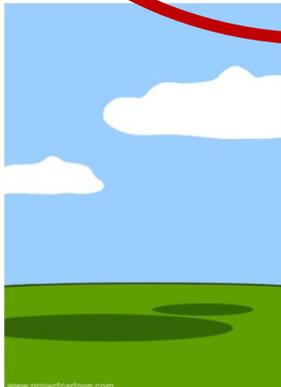
How the Contractor designed it...



How the Tester received it...



How the Consultant explained it...



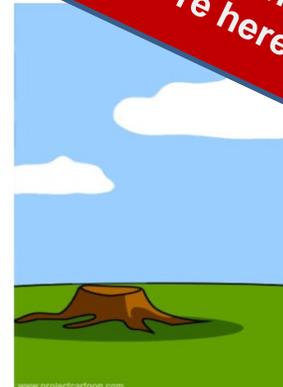
How it was documented...



How it was delivered...



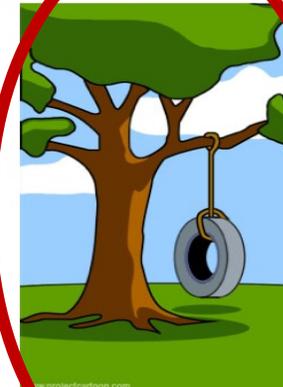
How DoD was funded & billed...



How the Loggie supported it...



What the Marketing Guru advertised...



Finally: What the Warfighter actually needed...

Fixing the delta between these three is why we're here...



http://www.businessinnovationinsider.com/2006/02/what_the_customer_really_needs.php

Accessed Sep 14, 2013

The Process (Overview...)



- *The Joint Requirements Oversight Council (JROC) shall assist the CJCS with...*
 - *Identifying, assessing, and approving military requirements to meet national military strategy*
 - *Ensuring tradeoffs among life cycle cost, schedule, performance, and procurement quantity*

- *Establishing and assigning priority levels for joint military requirements*
- *Reviewing the estimated total cost...and ensuring it is consistent with those priority levels*
- *Set an Initial Operational Capability (IOC) schedule objective for each requirement*

Requirements Decision Chain

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JROC DECISION CHAIN

VCJCS

JROC Chairman; Advises the CJCS

JROC

Owens JCIDS; Validates JROC Interest documents; final authority

JCB

Validates JCB Interest documents; assists JROC

FCB

Reviews documents; prioritizes within portfolio; makes validation recommendation to JCB/JROC

FCB WG

Reviews documents & prioritizes prior to FCB review

JROC MEMBERSHIP

Chair: VCJCS

Statutory Members:

- Vice Chief of Staff, Army
- Vice Chief of Naval Operations
- Vice Chief of Staff, Air Force
- Assistant Commandant of the Marine Corps
- Combatant Commands (Commander or Deputy Commander)

- More **Tank-like** (limit the audience...), promote **decisive** discussions & decisions...
 - JROC Principals+1; CCMD Principals+1
 - Statutory Advisors: **USD - AT&L, Policy, & Comptroller; DCAPE; DOT&E**
 - JS J7; FCB Chair; & minimal others (invitation only...)



JROC: Joint Requirements Oversight Council
JCB: Joint Capabilities Board

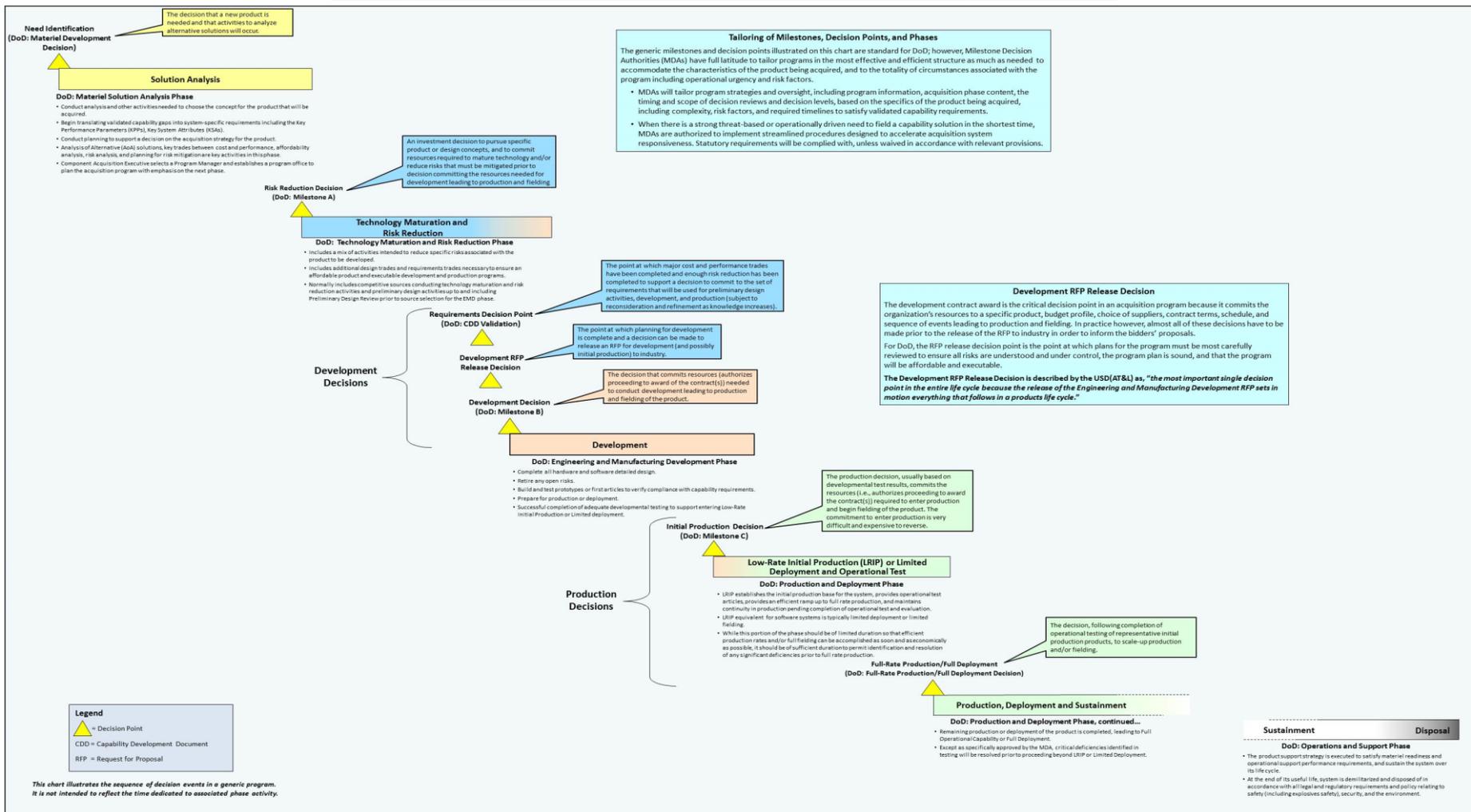
FCB: Functional Capabilities Board
FCB WG: FCB Working Group

DAS Worldview: Process Evolution

Generic Acquisition Process (Pre-Tailoring) Acquisition Decision Points and Phases

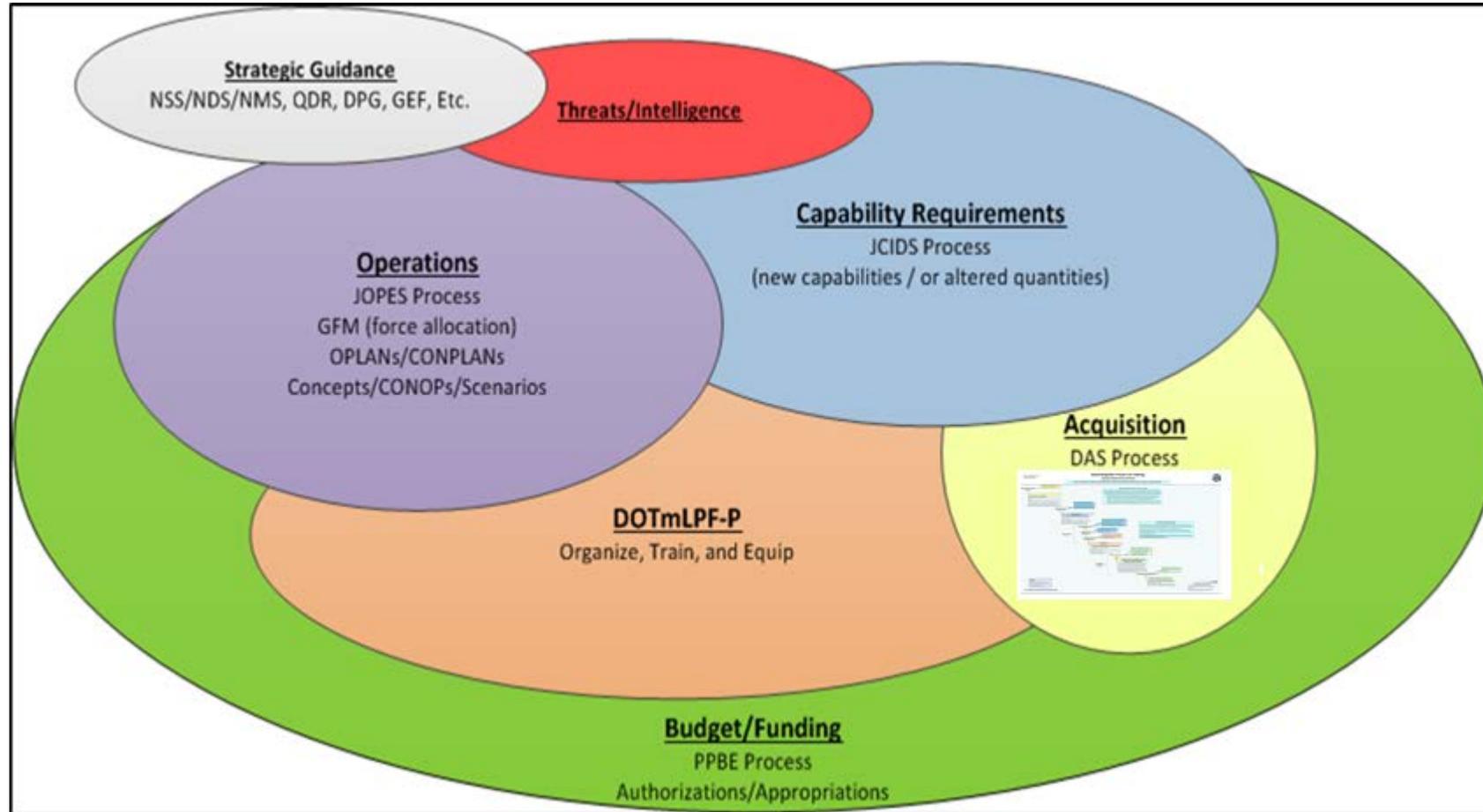


This chart illustrates the sequence of events in a generic program, which could be a Defense program or, except for the unique DoD terminology, a commercial product. DoD Instruction 5000.02 milestones, other decisions, phases and major phase activities are shown in relation to the generic sequence of events.



JCIDS Worldview: Community Interaction

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CONPLANs: Concept Plans
DPG: Defense Planning Guidance
GEF: Guidance on Employment of the Force
GFM: Global Force Management
JOPES: Joint Operational Planning & Execution System

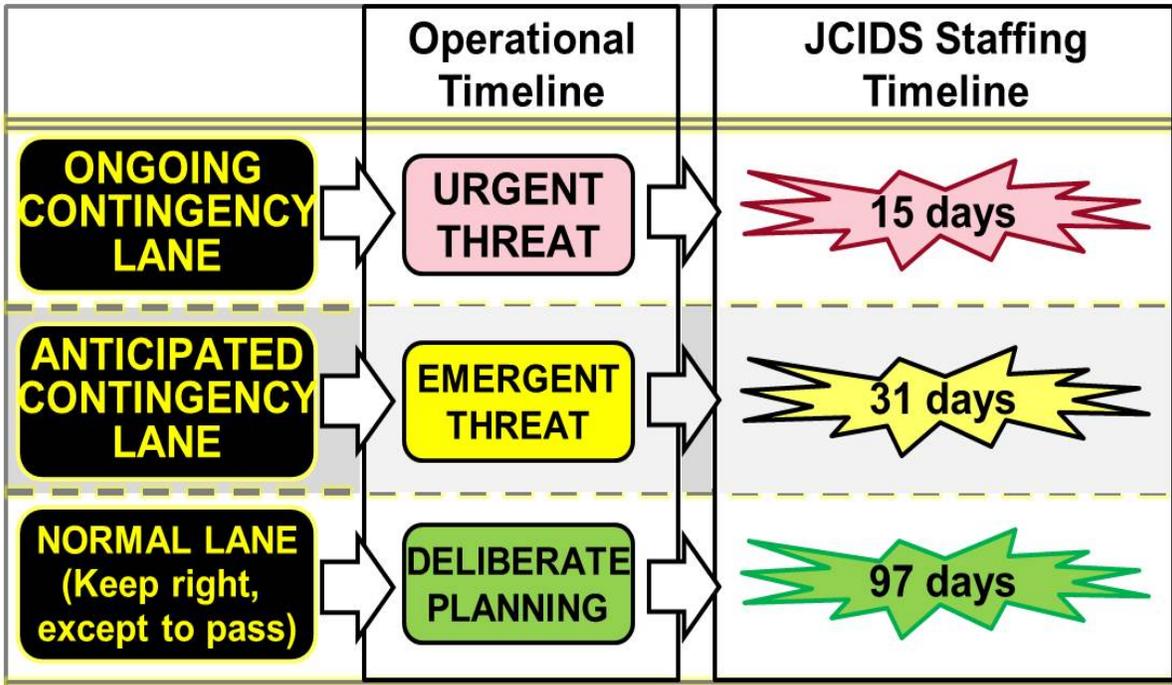
NDS: National Defense Strategy
NMS: National Military Strategy
NSS: National Security Strategy
OPLANs: Operations Plans
QDR: Quadrennial Defense Review (now DSR...)



Three JCIDS “Lanes”

Three Lanes:

- Created to address needed capabilities and capability gaps within **acceptable** timeframes and risks



- Urgent (JUON)**
 - CCMD or other DoD component driven
 - Urgent/compelling acquisition (0-2 yrs)
 - Current operations
 - JS J8 DDR validates JUONS; DoD components validate all other service-specific urgent needs

- Emergent (JEON)**
 - CCMD driven
 - Accelerated acquisition (0-5 yrs)
 - Anticipated or pending operations
 - VCJCS verifies, JCB or JROC validates

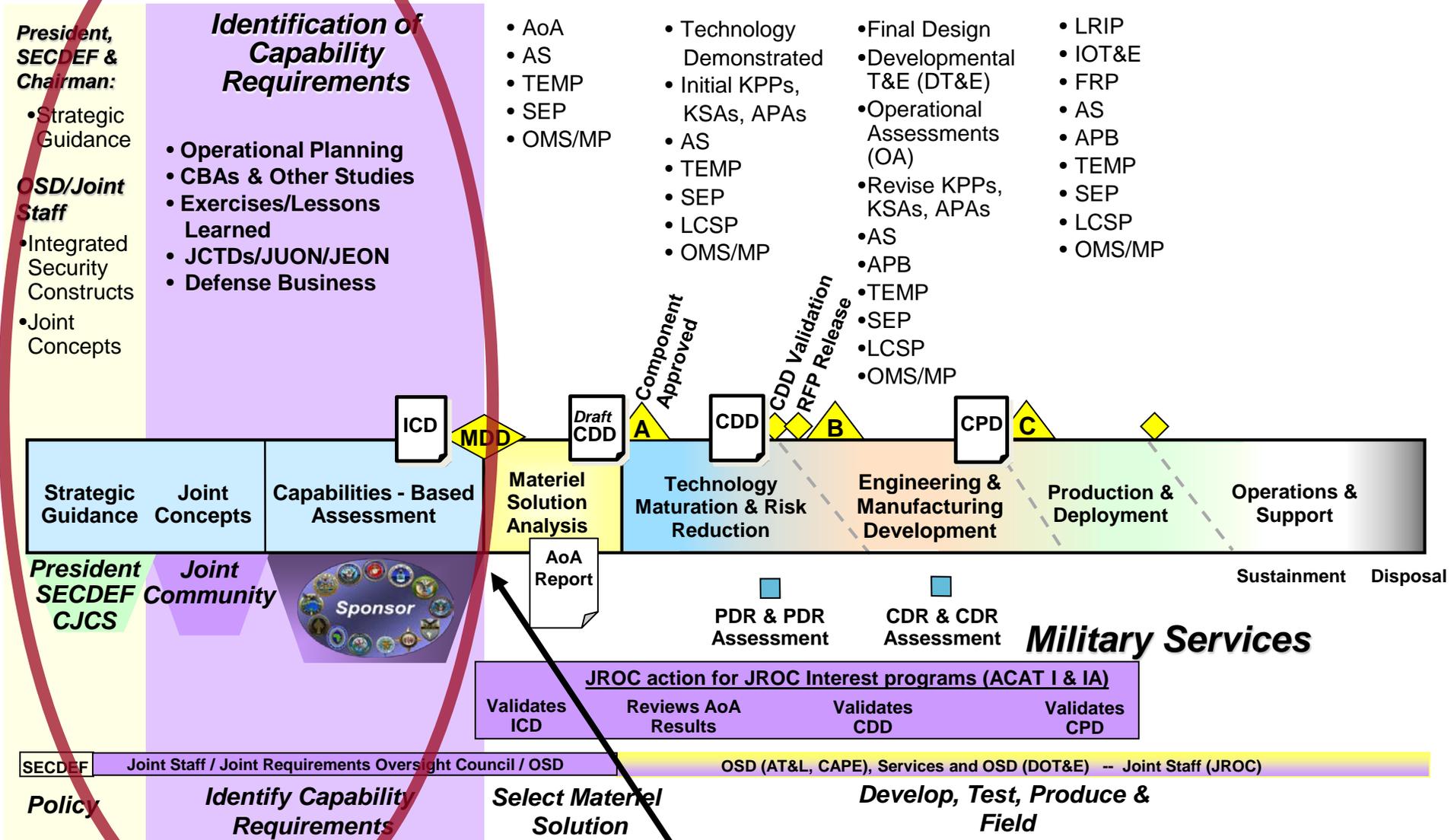
- Deliberate**
 - Service, CCMD, or Agency driven
 - Traditional acquisition (6+ yrs)
 - Future Force Structure
 - JROC/JCB/Component validates - depending on JSD



(Pre-MDD Capability Identification...)

JCIDS and Acquisition

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Getting The Front End Correct is Key

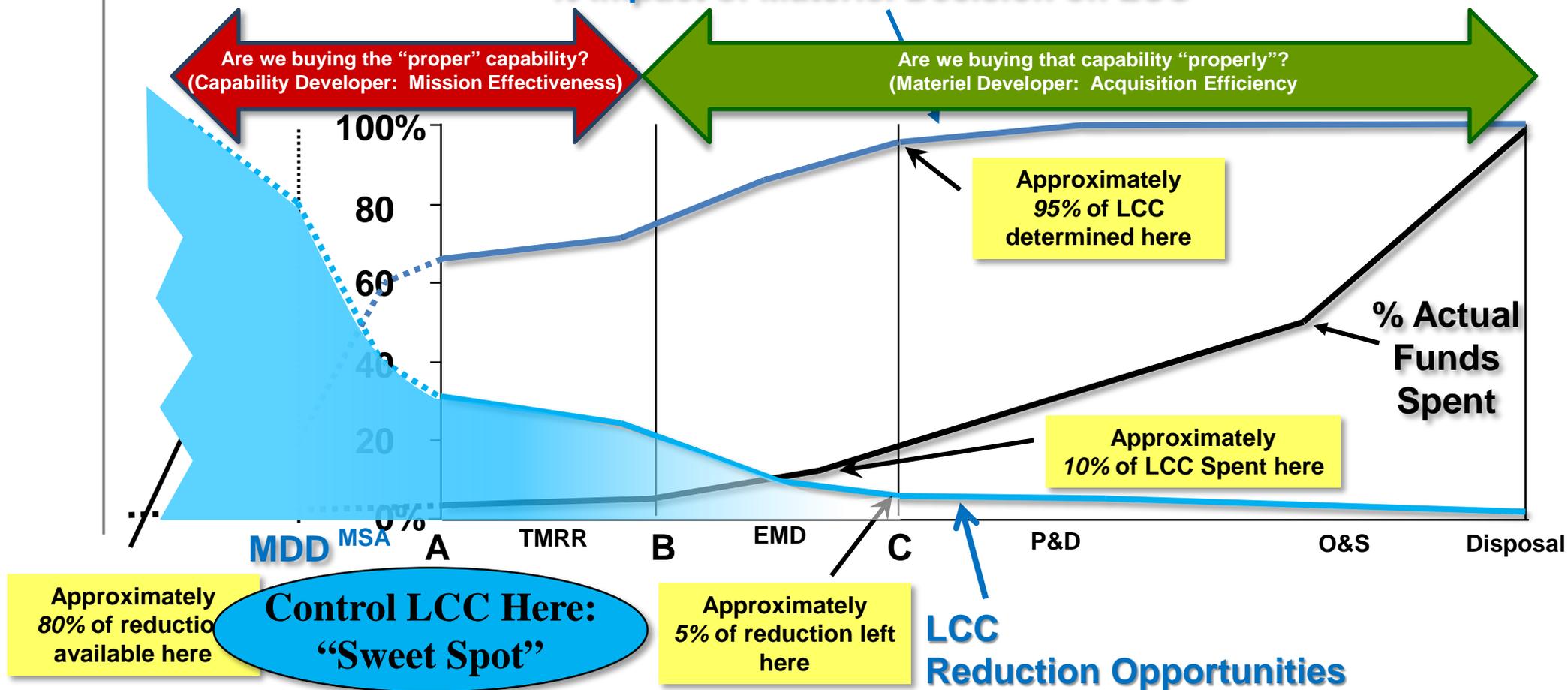


Why Care About Up-Front Capability Analyses?

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Life Cycle Cost (LCC) Determination*

% Impact of Materiel Decision on LCC



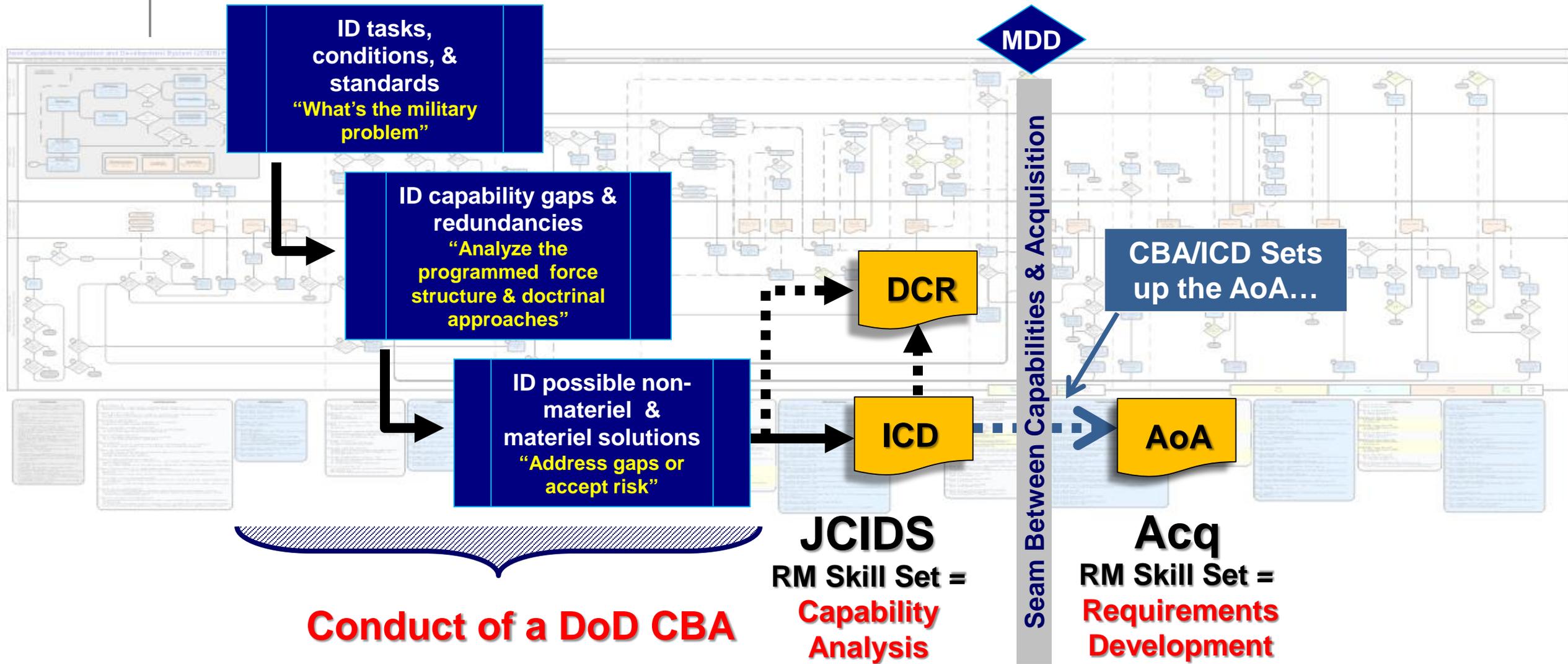
*Notional curves:

- Solid: averaged DAU, AFMC, & AMR Research Inc. data
- Dashed: extrapolated "S" curve (sigmoid function)



CBA to AoA & RM Skill Sets

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1st CBA Recommendation: Non-Materiel Approaches



- D**octrine: change how we fight
- O**rganization: change how we're organized to fight
- T**raining: change how we train our DoD personnel
- m**ateriel: acquire what we already have in the field – existing GOTS
- L**eadership: adjust the joint leader's professional development
- P**ersonnel: add or reassign people
- F**acilities: move or realign buildings & infrastructure
- P**olicy: change policy that impacts how we fight

2nd CBA Recommendation: Materiel Approaches

- ***Development & Fielding of Information Systems***
 - Or similar technologies with high obsolescence rates
 - Evolution of existing capabilities
- ***Evolution of Existing Systems***
 - Provide significant capability improvement
 - Replacing existing system with more capable system
 - Simple recapitalization
- ***Transformational Systems***
 - Differ significantly in form, function, operation & capabilities
 - Significant improvement over current capability
 - Transforms how we accomplish mission



www

Matériel proaches

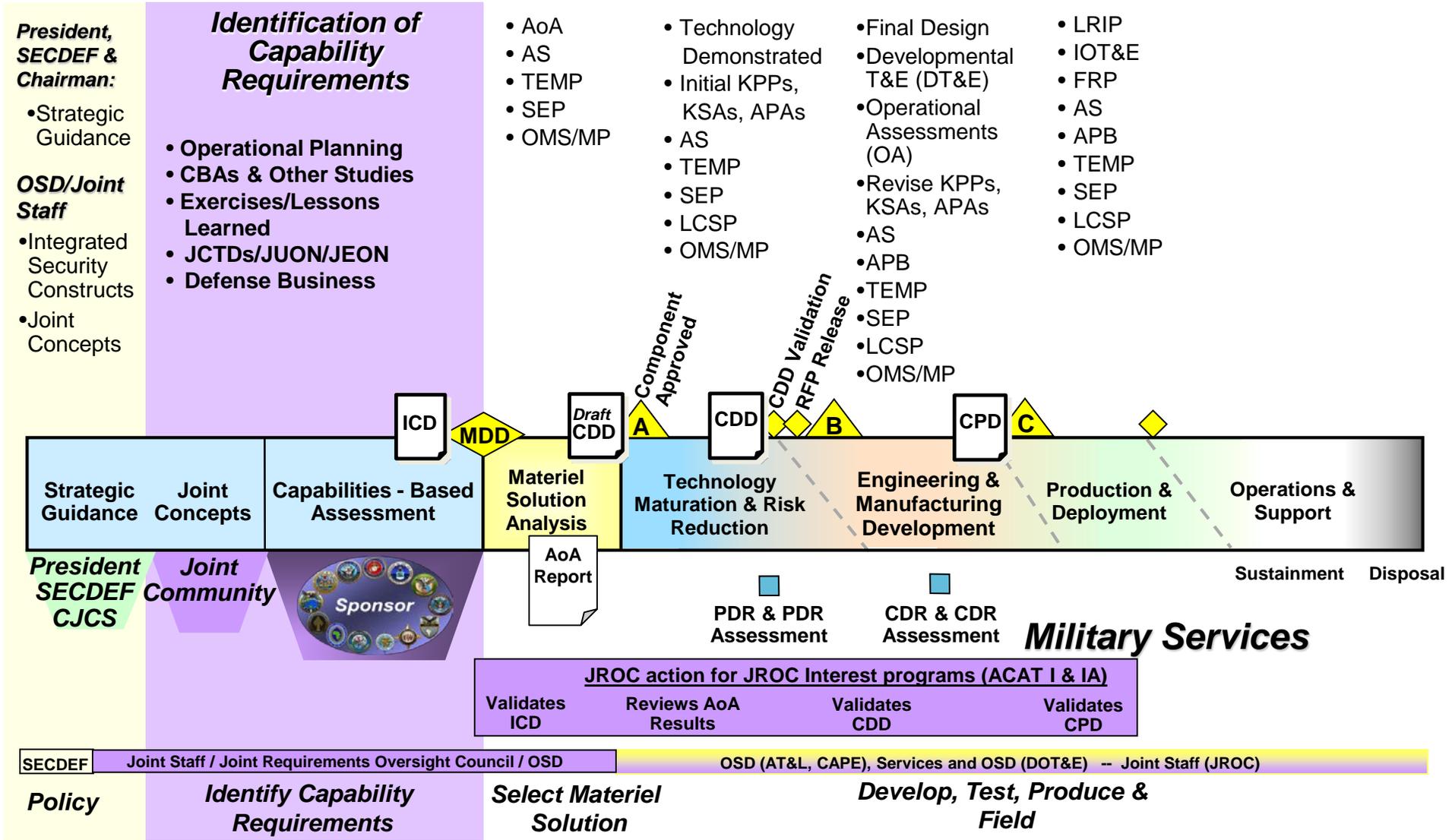


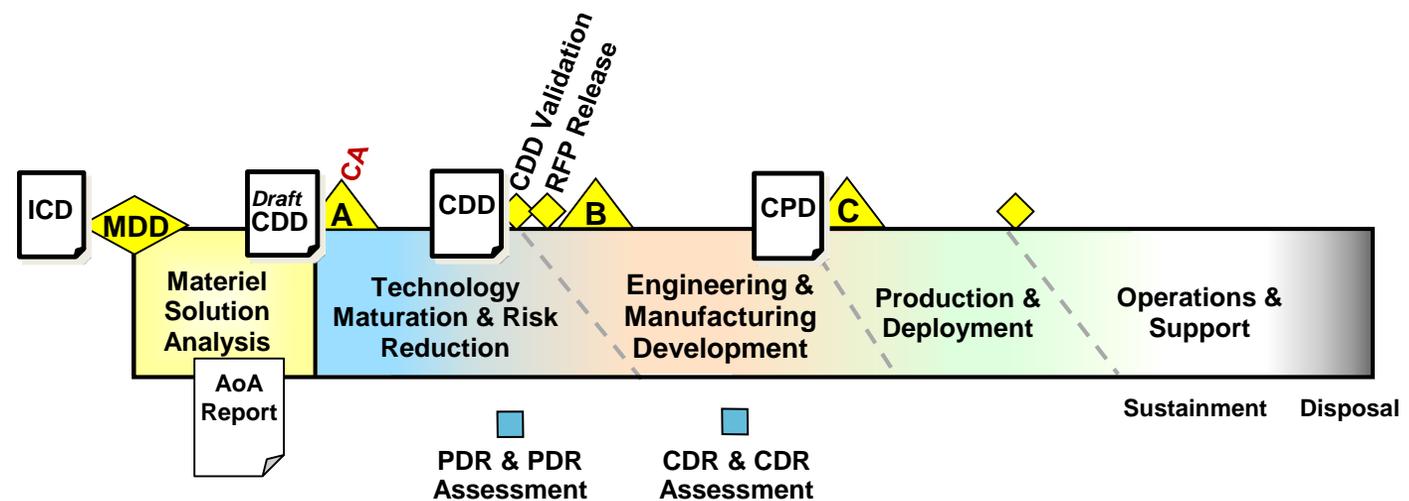
(Post-MDD Requirements Development...)

The diagram illustrates the CIDDS process flow, which is a complex system for capabilities integration and development. It features a main flowchart with multiple levels of detail, including decision points (diamonds) and process steps (rectangles). The process is supported by several key components and assets, as shown in the inset images: a military truck, a modern boat, a hypersonic missile, and a soldier. The flowchart also includes several smaller boxes at the bottom, which likely contain detailed descriptions or data related to the process steps.

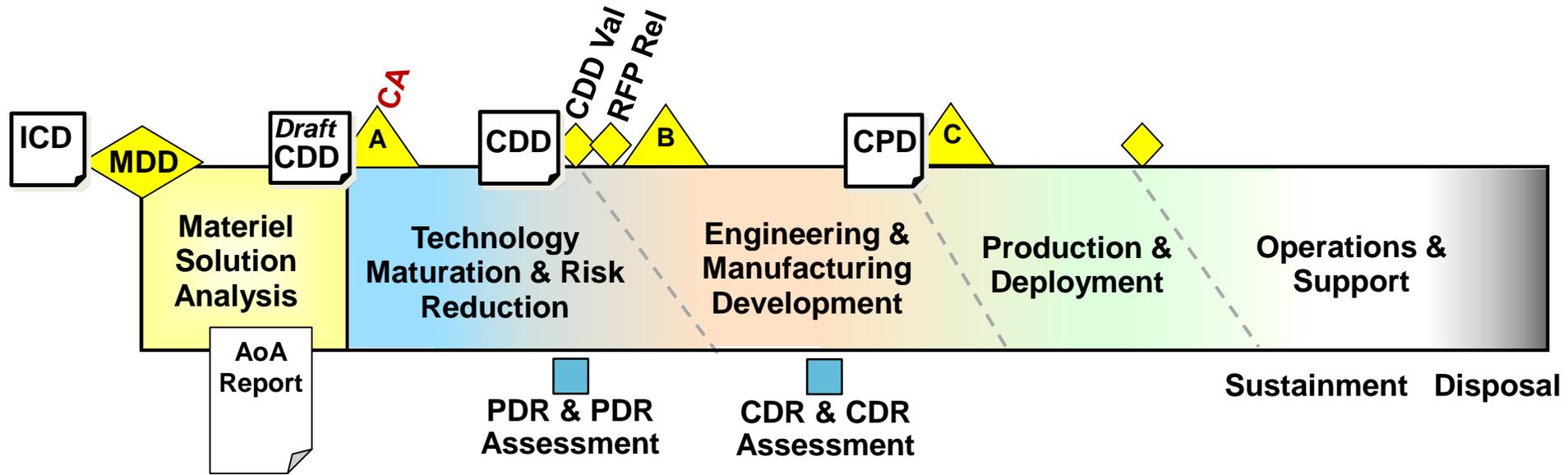
JCIDS & Acquisition

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Requirements Managers (RMs) & Acquisition



- Develop Draft **(Component-Approved) CDD**
- Assist AoA Study Team:
 - RAM-C Goals
 - Evolve MOEs/MOPs into KPPs, KSAs, & APAs

- Finalize CDD
- Assist PM:
 - RAM-C Report
 - AS, APB, TEMP, LCSP, OMS/MP, & other docs

- Finalize CPD
- T&E
 - DT/OT, LFT&E, Interop
- PMO Activities:
 - CDR, IPTs, Tech Reviews, & other

- T&E
 - IOT&E, LFT&E, Interop
- PMO Activities:
 - Update
 - RAM-C Report
 - IPTs, Tech Reviews, & FRPDR

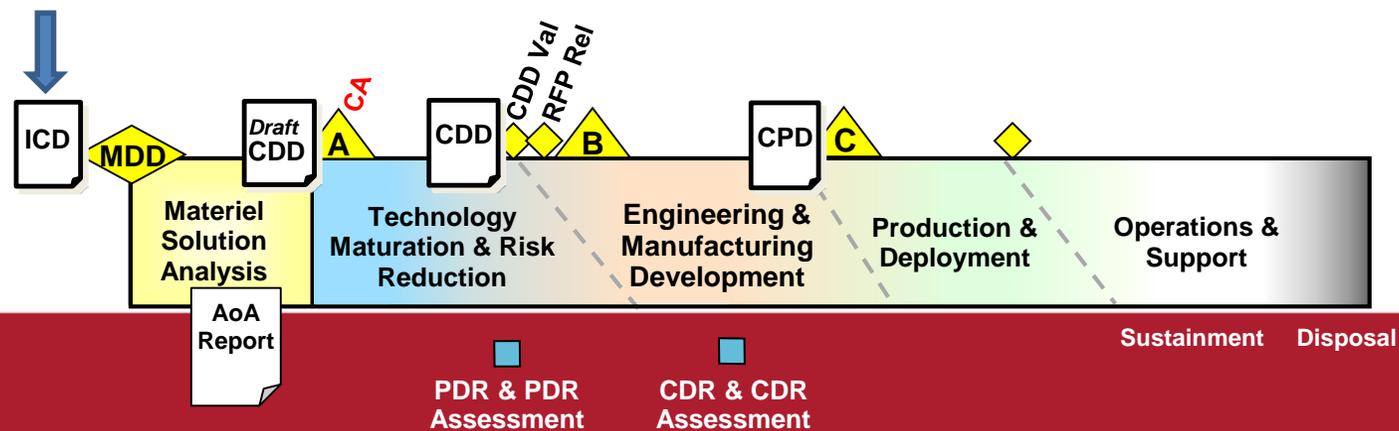
RAM-C: Reliability, Availability, Maintainability – Cost
 LCSP: Life Cycle Sustainment Plan
 FRPDR: Full Rate Production Decision Review

IOT&E: Initial Operational T&E
 LFT&E: Live Fire T&E
 DT: Developmental Test



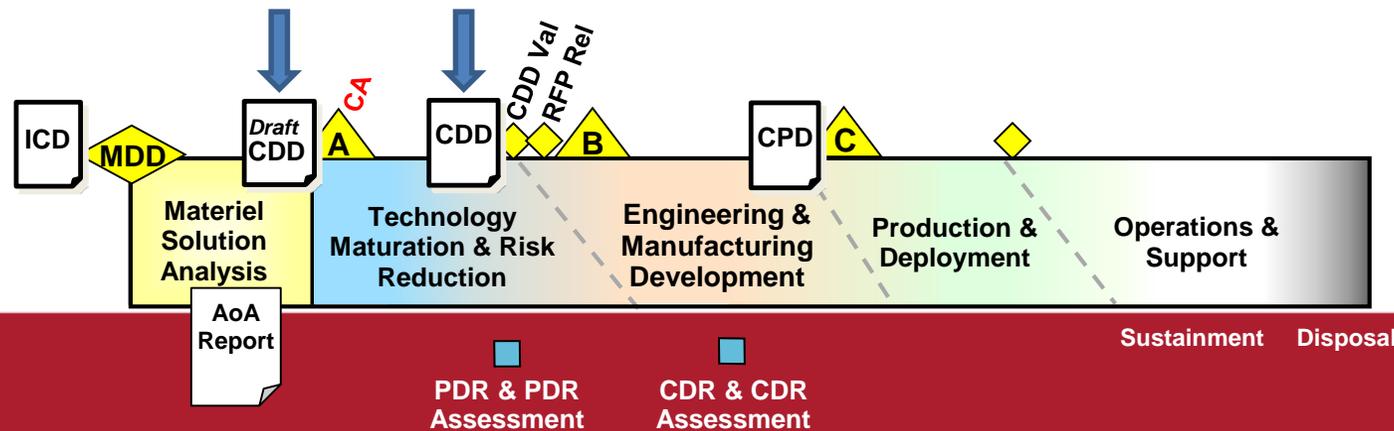
Initial Capabilities Document (ICD)

- Identifies needed **operational** capabilities, capability gaps, & recommendations for material solutions
- Informs an AoA of possible material solutions
- Sets the acquisition stage
- **10 page** limit...



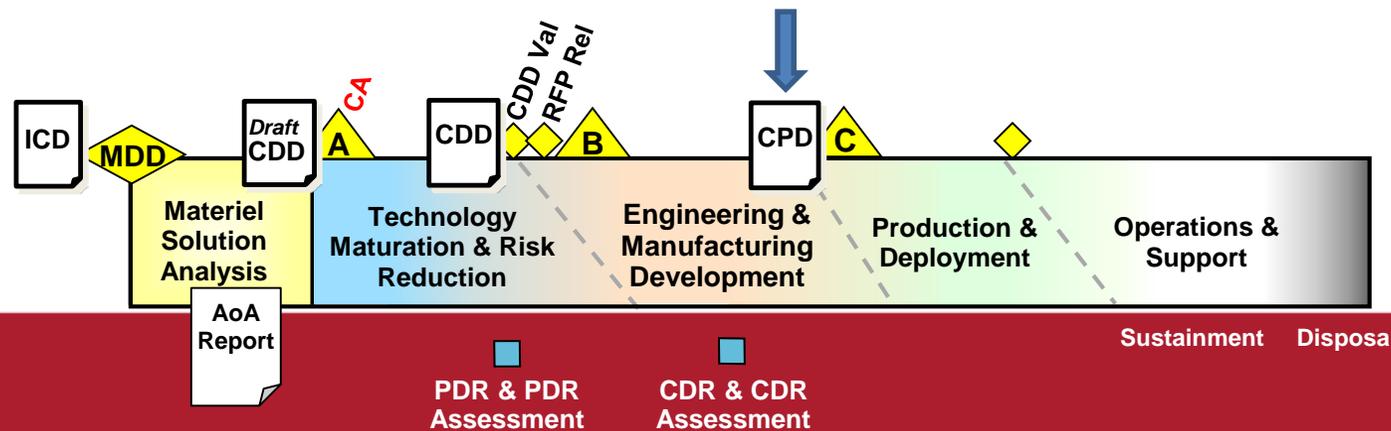
Capability Development Document (CDD)

- Draft (*Component-Approved*) CDD at or before MS A
- *Validated* CDD for Requirements Decision Point prior to MS B
- **Identifies KPPs, KSAs, & APAs**
 - Attributes should be Authoritative, Measureable, & Testable
- Describes DOTmLPF-P **constraints associated with the solution**
- Could describe multiple increments
- Supports AS & APB
 - Insert all CDD KPPs and Sustainment KSAs **verbatim** into the APB
- **45 page** limit...



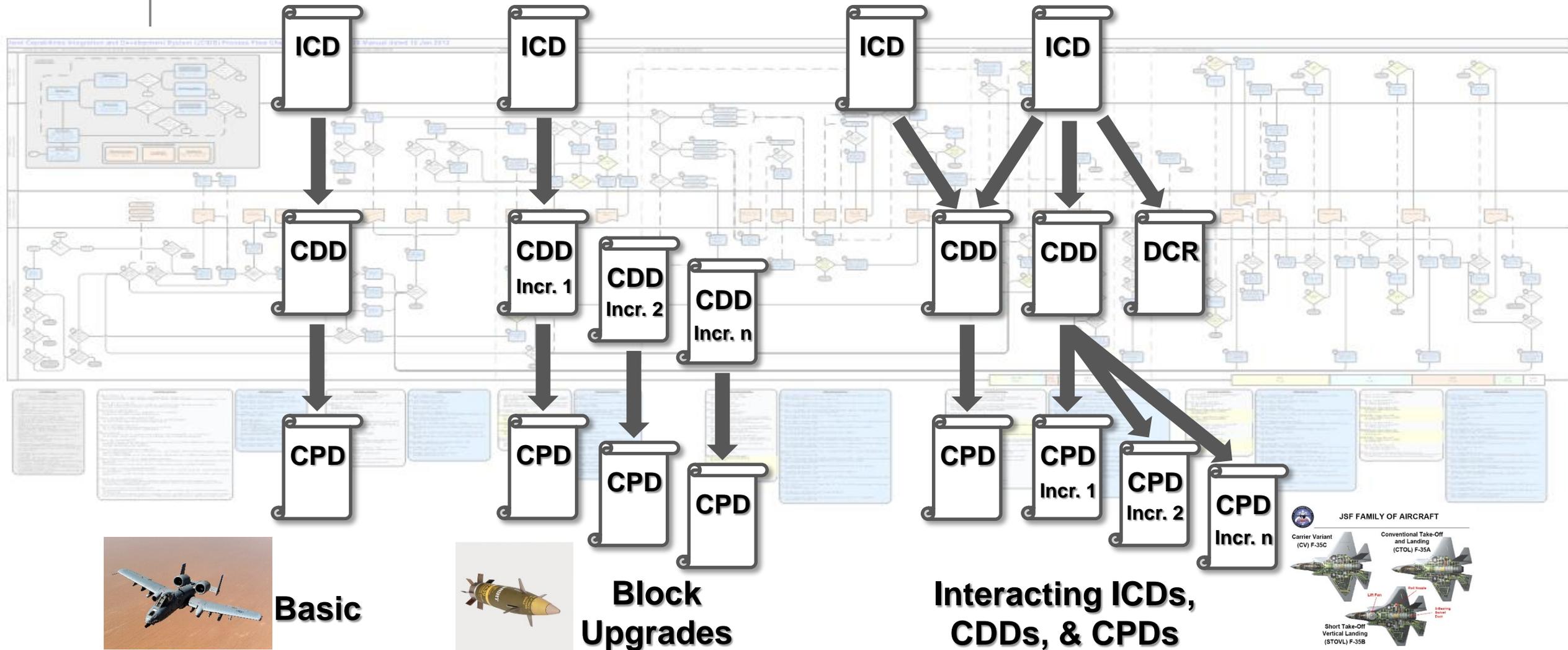
Capability Production Document (CPD)

- Supports one increment
 - Production, Development Testing, and Deployment
- Documents authoritative & testable capabilities
- **No new operational or technical requirements!**
- Must meet **operational** performance attributes
- **40 page** limit...



JCIDS Document Traceability

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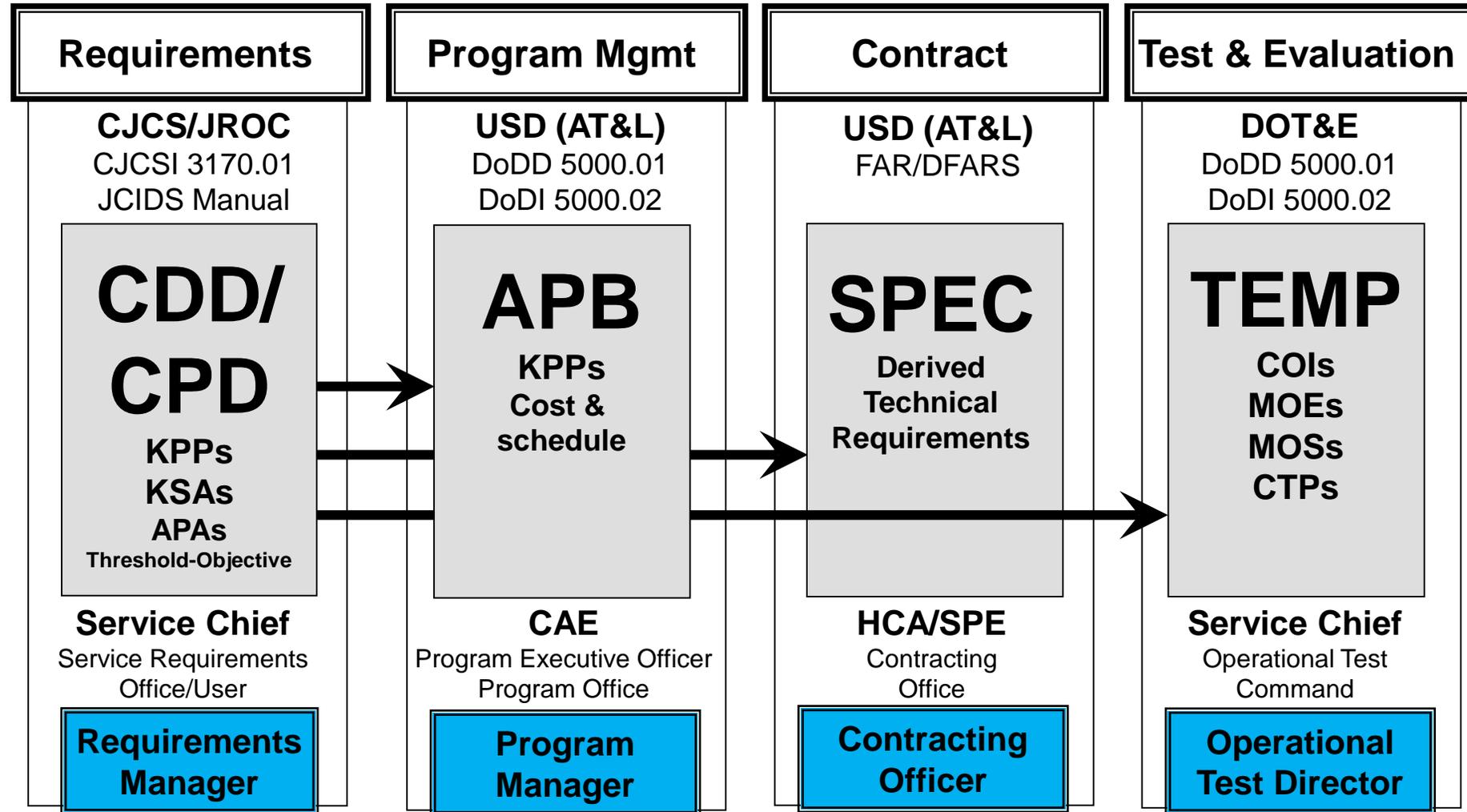


DCR: DOTmLPF-P Change Recommendation
ICD: Initial Capabilities Document

CDD: Capability Development Document
CPD: Capability Production Document

JCIDS & Acquisition Document Traceability

www.DAU.mil



APA: Additional Performance Attribute
 CDD: Capability Development Document
 CPD: Capability Production Document
 KPP: Key Performance Parameter
 KSA: Key System Attribute

HCA: Head of Contracting Activity
 SPE: Senior Procurement Executive
 COI: Critical Operational Issues
 MOE: Measure of Effectiveness
 MOS: Measure of Suitability

CAE: Component Acquisition Executive
 CTP: Critical Technical Parameter
 APB: Acquisition Program Baseline
 SPE: Senior Procurement Executive
 Spec: Technical Specification



Key Performance Parameter (KPP)

- **Critical** to develop an effective military capability
- Measurable, testable, & quantifiable
 - Enable feedback from T&E; support decision making
- Validated by the JROC for JROC Interest Documents
- **Failure** to meet a KPP **brings** operational utility of **the system into question**
 - May result in a reevaluation of the program or modification of production increments.

Key System Attribute (KSA)

- **Not critical enough** to be a KPP
- Measurable, testable, & quantifiable
 - Enable feedback from T&E; support decision making
- Identified by the Sponsor – should be kept to a minimum
 - Sponsor senior leadership can change a KSA
- Essential to achieving a balanced solution

Additional Performance Attribute (APA)

- **Not important enough** to be a KPP **or** KSA
 - **Yet** still appropriate to include in the CDD or CPD
- Post-validation change authority generally delegated to the Sponsor
- Essential to achieving a balanced solution

Changes to the Process (23 February 2015...)

The image displays a large, intricate process flow chart, likely a Capability Integration and Development System (CIDDS) Process Flow Chart, version 1.0.1 for JCS Manual dated 18 Jan 2013. The chart is composed of numerous interconnected nodes, including rectangular boxes representing tasks or activities, and diamond shapes representing decision points. The flow is organized into several vertical lanes, with dashed lines indicating cross-lane dependencies. Below the main flow, there are several large rectangular boxes containing detailed text, possibly representing specific process steps or data outputs. The chart is overlaid with several images: a green military transport aircraft (C-17 Globemaster III) flying over a forested area; a dark, stealthy aircraft (F-35) flying over a blue sky; two large grey naval ships (Littoral Combat Ships) on the ocean; and two fighter jets (F-35) on a runway at sunset.

- **Consolidated Guidance:**
 - Cancel: CJCSI 3312.01 (Intelligence Certification), CJCSI 6212.01 (Net-Ready KPP), and JWSTAP Charter (Weapon Safety Endorsement)
 - Content absorbed into the three core documents:
 - CJCSI 5123.01 (JROC Charter), CJCSI 3170.01 (JCIDS), and the JCIDS Manual
 - Significant revision of **Intelligence Certification** content
- **Capability Analysis & Developing Requirements:**
 - Use DODAF to improve development activities
 - Increase emphasis on attributes being **measurable and testable**
 - Refocus on using S&T to satisfy capability gaps (BBP 3.0...)
 - Introduce the Capability-Mission Lattice (CML) to improve requirements traceability to operational missions
- **Portfolio Management:**
 - Consolidate “post-validation processes” and “prioritization” guidance into the “portfolio management” guidance.

- Documents:
 - Streamline formats
 - Extend “IT Box” construct (IS ICD) to create IS **CDD**
 - Align **affordability** sections of ICD, CDD, & CPD with 5000.02
 - Add Content/Endorsement guides for Mandatory KPPs, Weapon Safety endorsement, DOTmLPPF-P endorsement, and Intelligence Certification
- Staffing:
 - Integrate gatekeeping with DCMO for Defense Business Systems (DBS)
 - Clarify guidance for submitting & reviewing higher classified documents including SAP, SAR, and ACCM)
- **2016 NDAA:**
 - Mandates Market Research training into RMCT (Sec 844)
 - Changes **all** 2366a (Sec 823) and **12 of 14** 2366b (Sec 824) “Certifications” to “Determinations”
 - Expand Rapid Acquisition Authority (Sec 803) & Rapid Prototyping & Fielding (Sec 804)
 - Delineates Cyber Command CC authority to develop & acquire cyber ops-peculiar capabilities (Sec 807)
 - Repeals separate Manpower Estimate Report & include in independent cost estimate (Sec 831)
 - Others we’re reviewing to understand requirements implications...



Takeaway: Requirements Guiding Principles

- Know **every** requirement and how it traces back to the needed Warfighter **operational** capability:
 - Balance achievable requirements with affordability constraints
- Question each requirement:
 - If it doesn't make sense, question it – the answer may be surprising
 - Is it physically possible? Can it be tested? **Is an 80% solution adequate?** Can we field the remaining 20% when technology is mature enough?
- Beware of the derived requirement:
 - A “derived” technical requirement can take on a life of it's own...
 - Stay focused on each Warfighter **operational** requirement
- Support PM Through **All** Tech Reviews & CSBs:
 - **Attend PDR & CDR as an absolute minimum** - answer operational requirements questions
 - At CSB, PM has the authority to recommend de-scoping options and to object to new requirements after MS B – **be there!**
 - Maintain focus on **technology maturity & life cycle cost reduction...**

Sources for More Information

www.DAU.mil

- JCIDS Intellipedia website (requires CAC login):
 - <https://www.intelink.gov/wiki/JCIDS>
- Defense Acquisition Mgmt Info Retrieval (DAMIR, requires CAC login):
 - <https://ebiz.acq.osd.mil/DAMIR/PortalMain/DamirPortal.aspx>
- Acquisition Info Repository (AIR, requires CAC login):
 - <https://www.dodtechipedia.mil/AIR>
- DASD/EC&P (Emerging Capability & Prototyping):
 - <http://www.acq.osd.mil/ecp/>
- DAU online course RQM 110 Resource page:
 - <https://acc.dau.mil/CommunityBrowser.aspx?id=715726&lang=en-US>
- DAU Requirements Management Community of Practice (RMCoP):
 - <https://acc.dau.mil/CommunityBrowser.aspx?id=204035>
- DISA Joint Capability Technology Demonstration (JCTD) Process Briefing:
 - http://www.disa.mil/Mission-Support/Enterprise-Engineering/~/_media/Files/DISA/Services/JCTD/JCTD_Process_Fundamentals.pdf
- DoD Issuances website:
 - <http://www.dtic.mil/whs/directives/index.html>

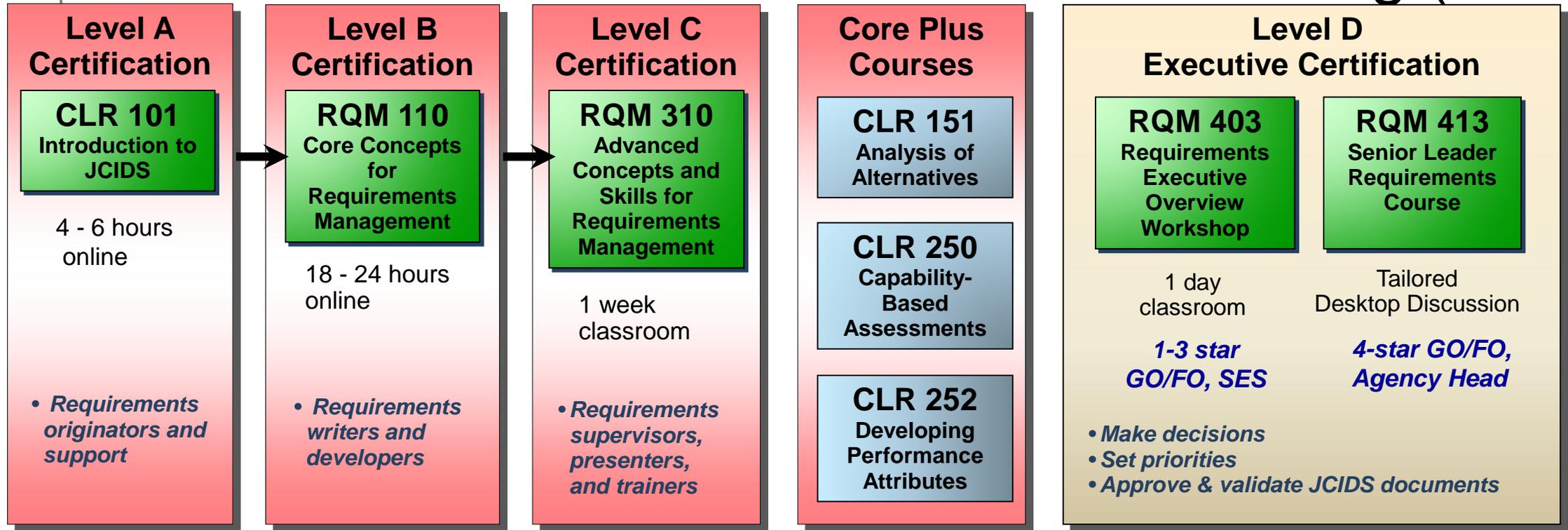


- **DSMC Requirements Department (DSMC-R)**
 - Mr. Tony Romano, Director: Anthony.romanot@dau.mil, 703-805-5196
 - Mr. Jack Mohny: jack.mohny@dau.mil, 703-805-4369
 - Mr. Greg Prothero: gregory.prothero@dau.mil, 703-805-4586



Requirements Management Certification Training (RMCT)

www.DAU.mil



 Core Courses
Mandatory for RM certification

 Core Plus Courses
Not Required for Cert Unless Directed by Component

Unlike DAW training, RMCT is Rank/Grade Agnostic.



FY07 NDAA, Section 801, states:

“The USD(AT&L), in consultation with DAU, shall develop a training program to certify military and civilian personnel of DoD with responsibility for generating requirements for MDAPs”.

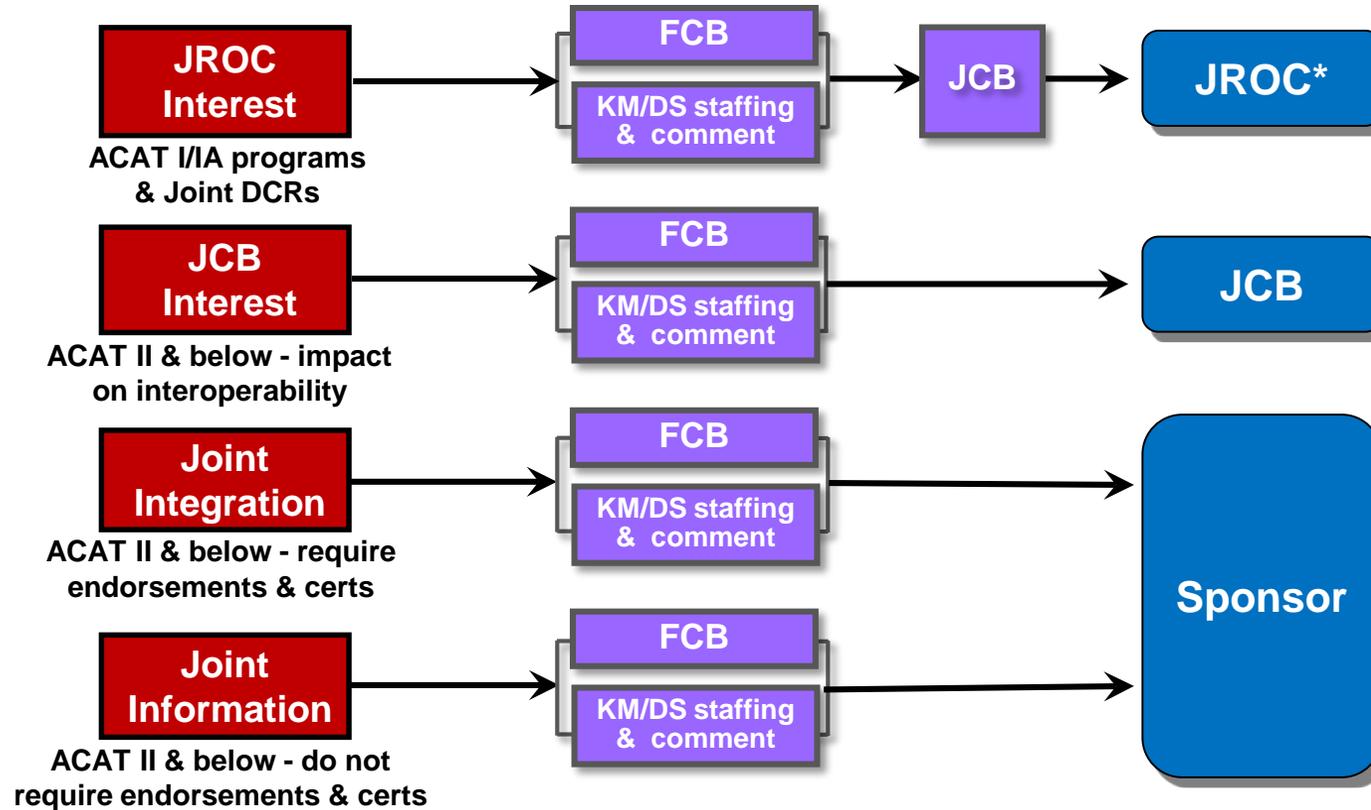
The Conference Report Indicates that the training program **should** address the:

1. Interrelationship between **requirements**, **budget**, and **acquisition** processes;
2. Importance of developing requirements that facilitate **joint operations**;
3. Need to ensure requirements are developed early in a program and the adverse effect of introducing new requirements after system development starts;
4. Linkage between **requirements** and **capability shortfalls** identified by combatant commanders;
5. Need for sound **analysis of alternatives**, realistic technical assessments based on technology readiness levels, and consultation with production engineers on the cost, schedule, and technical feasibility of requirements;
6. Need for engineering feasibility assessments that weigh technology readiness, integration, cost, and schedule impacts of proposed changes to requirements;
7. Importance of developing requirements that are technologically mature, feasible, and achievable; and
8. Importance of stable requirements to provide the baseline for successful program execution.

- Requirements Training:
 - Mandated Requirements Management Certification Training (RMCT)
- Documents:
 - Mandatory Page Limits: ICD (10), DCR (30), CDD (45), CPD (40)
 - Implemented “IT Box” construct: the IS ICD.
- Post-Validation:
 - More definitive Tripwire Process: cost, schedule, & quantity changes
 - 10% cost over current baseline or 25% original baseline, IOC/FOC slip of 12 months from initiating JROCM, 10% reduction in end items



- JCB/JROC Validation:
 - More Tank-like, with limited audience to facilitate determinative discussion
 - JROC Principals+1, COCOM Principals+1
 - Statutory advisors or their Deputy (AT&L, CAPE, OT&E, OSD(P), OSD(C), JS J7...)
 - Minimal others by invitation only...
 - FCB Chair briefs JCB/JROC, NOT the Sponsor or PM.
 - FCB Chair tees up the appropriate debate - Sponsor/SME available for discussion
 - Validation decision considers Cost, Schedule, Performance and Quantity Targets (as appropriate) in JROCMs



* JROC may assert itself as the validation authority for any document of any assigned JSD at ANY time by directing JS J8 Gatekeeper to set the JSD to "JROC Interest"

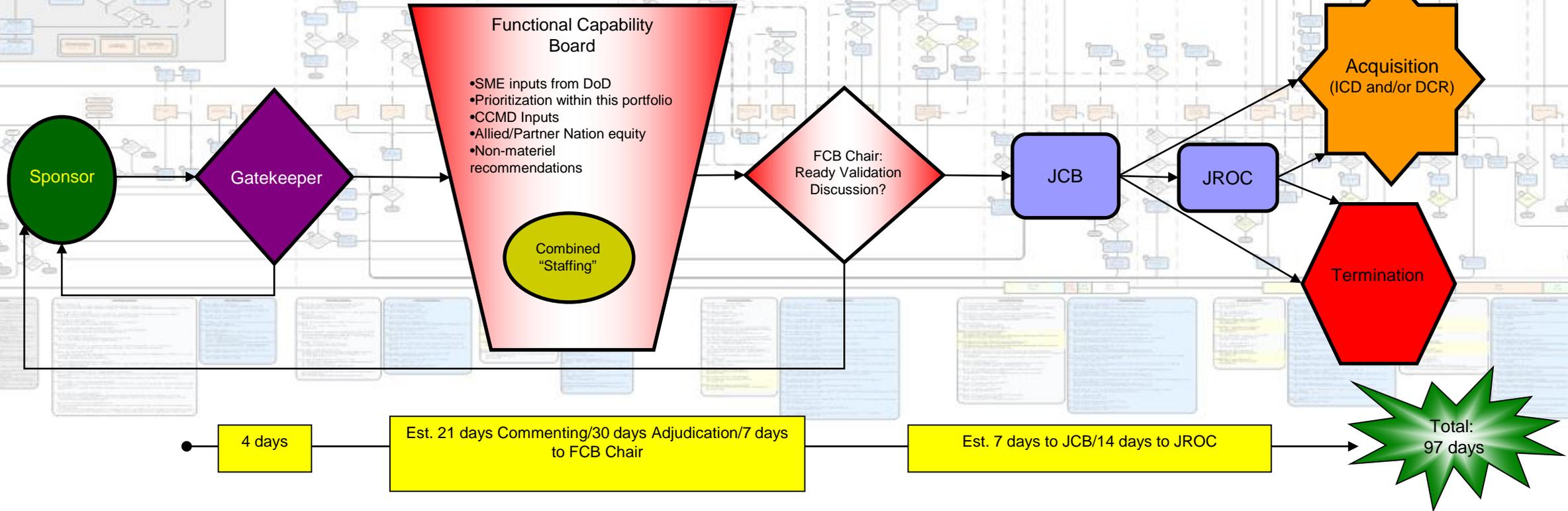
Joint Staffing Designator (JSD)

Staffing & Prioritizing Body

Validation Authority



JCIDS Document Staffing (Joint Staff Only – **NOT** Service...)



Theoretical ICD max (CBA start to JROC validation): 277 days



- Perform an initial review of all requirements proposals
 - Support provided by J7, J6, J8, & FCB WGs
- The Gatekeeper determines:
 - Joint Staffing Designator:
 - JROC Interest – potential ACAT I/IA
 - JCB Interest – potential ACAT II & below
 - Joint Integration – potential ACAT II & below, no joint force impact, no additional reviews necessary, staffing needed for applicable certs
 - Joint Information – potential ACAT II & below, may impact services or agencies but not joint force, no certs,
 - Lead and supporting FCBs
- Formal staffing begins after Gatekeeper decisions

- **Force Protection (FP) KPP**

- Applicable to: those CDDs & CPDs addressing manned systems or systems designed to enhance personnel survivability: (occupants, users, & other personnel)
- Ensures: protection of occupants, users, or other personnel (other than the adversary) who may be adversely affected by the system or threats to the system.

- **System Survivability (SS) KPP**

- Applicable to: all CDDs & CPDs
- Ensures: system maintains its critical capabilities under applicable threat environments: total system, to include applicable personnel

- **Sustainment KPP**

- Applicable to: all CDDs & CPDs
- Ensures: adequate quantity of the capability will be ready for tasking to support operational missions
 - Mandatory Supporting KSAs:
 - *Reliability KSA*
 - *Operation & Support (O&S) Cost KSA*

Mandatory KPPs and KSAs (continued)

- **Net Ready (NR) KPP**

- Applicable to **all**: IS-ICDs, CDDs, CPDs, JUONs, JEONs, and Component UONs, addressing IS, regardless of classification or sensitivity of the data handled by the IS, unless defined as non-DODIN IT
- Ensures new & modified IS fits into DoD architecture and infrastructure to the maximum extent practicable

- **Energy KPP**

- Applicable to: all CDDs and CPDs where the balance of energy performance of the system and the provision of energy to the system, including both fuel and electric power, impacts operational reach, or requires protection of energy infrastructure or energy resources in the logistics supply chain
- Ensures combat capability of the force

- **Training KPP**

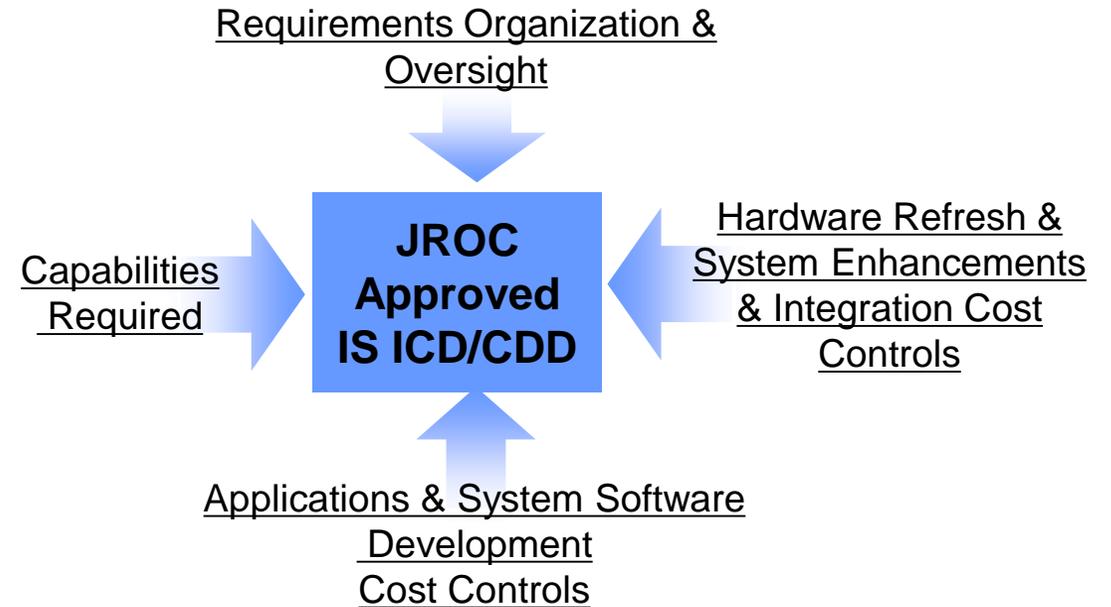
- Applicable to: all CDDs and CPDs with materiel training requirements which dictate specific operational performance characteristics of the capability solution.
- Ensures: the materiel aspects of training capabilities, when applicable, are addressed as part of the development of the capability solution outlined in the CDD or CPD



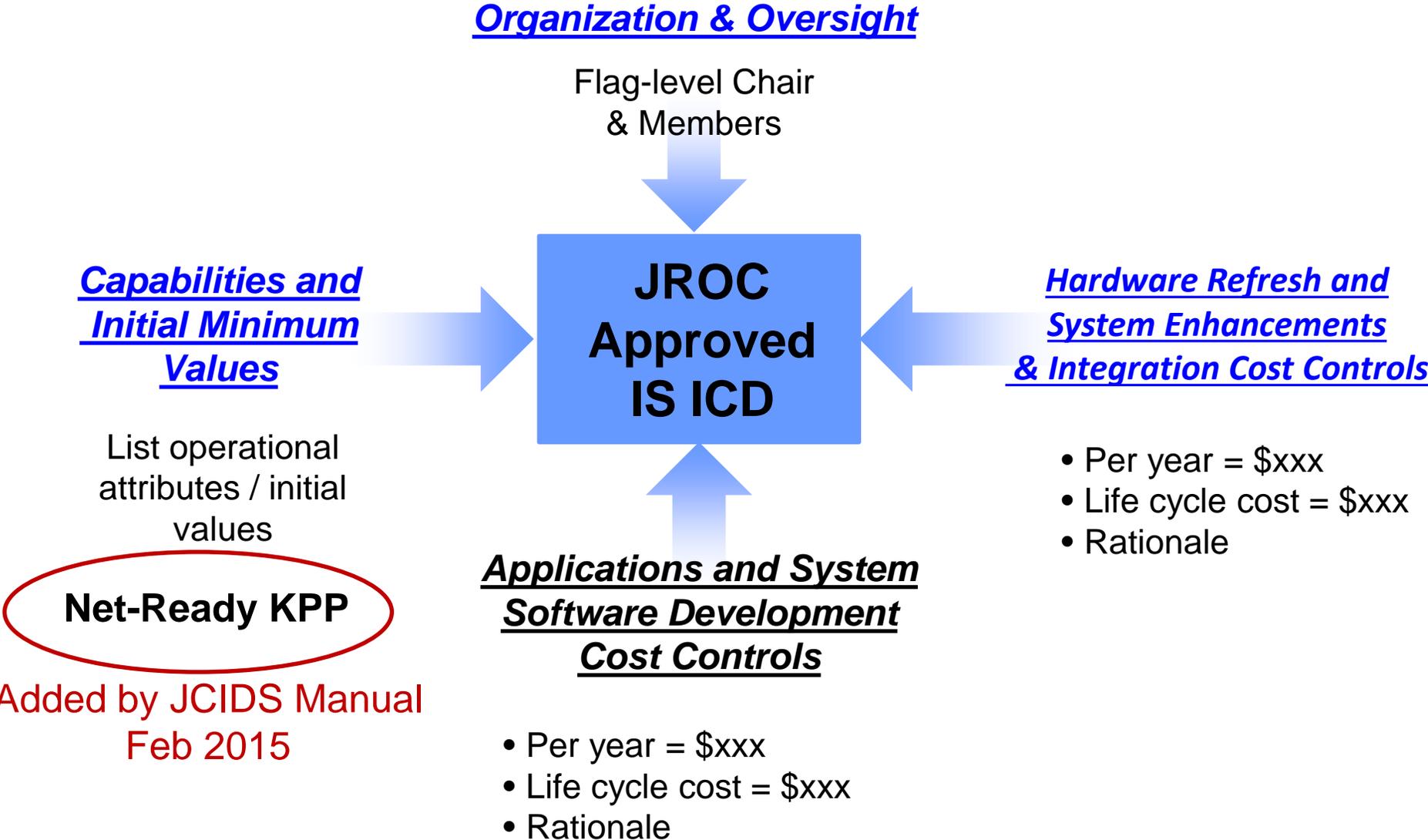
The “IT Box” (Information System ICD or CDD)

Key Points:

- Describe the overall bounds of an IS program in order to reduce return trips to the JROC for approval of improved capabilities.
- Provide to FCB/JCB/JROC as part of the approval process for an IS program’s ICD/CDD.
- Only applies to programs who do not need to develop hardware systems (leveraging COTS/GOTS hardware), and projected life-cycle costs exceed \$15 million.
- IS-ICD or IS-CDD provides Sponsors the flexibility to manage IS requirement with alternate successor documents and validation processes as long as the effort remains within IT-Box boundaries.



IT Box Components for IS-ICD



Added by JCIDS Manual
Feb 2015



IT Box Components for IS-CDD

Organization & Oversight

Flag-level Chair
& Members



Key Performance Parameters

List KPPs



**Major difference from
IS-ICD IT Box.**

Hardware Refresh and System Enhancements & Integration Cost Controls

- Per year = \$xxx
- Life cycle cost = \$xxx
- Rationale

Applications and System Software Development Cost Controls

- Per year = \$xxx
- Life cycle cost = \$xxx
- Rationale

KPPs may be quantified in terms of initial performance values rather than objective / threshold values. Same applies to KSAs and APAs used in the body of the IS-CDD

DBS – Business Case Documents

www.DAU.mil

- Information Systems (IS) that are
 - NOT part of a weapon system
 - NOT directly involved in military or intel missions
- Validated by DBSMC
 - Uses a business case document
 - Employs Business Capability Lifecycle (BCL) process in lieu of an ICD & CDD
 - Still uploaded to KM/DS
 - If joint oversight required, case document used for staffing & validation
 - Outlined in AT&L DTM, 11-009, Acquisition Policy for Defense Business Systems (DBS), 23 Jun 2011

Lesson Learned for all these approaches: good documentation vital when using these alternatives...

