Blurring The Line Between R&D And Operations: The Missile Defense Agency’s Acquisition Approach

Timothy Biggs
SPARTA, Inc.
March, 2005
“Create An Acquisition Policy That Fosters Efficiency, Flexibility, Creativity, And Innovation”

DEPSECDEF Paul Wolfowitz,
30 October, 2003
MEMORANDUM FOR DEPUTY SECRETARY OF DEFENSE
SECRETARIES OF THE MILITARY DEPARTMENTS
CHAIRMAN OF THE JOINT CHIEFS OF STAFF
UNDER SECRETARIES OF DEFENSE
ASSISTANT SECRETARIES OF DEFENSE
GENERAL COUNSEL OF THE DEPARTMENT OF
DEFENSE
DIRECTOR, OPERATIONAL TEST AND
EVALUATION
COMMANDERS OF THE COMBATANT
COMMANDS
ASSISTANTS TO THE SECRETARY OF DEFENSE
DIRECTOR, ADMINISTRATION & MANAGEMENT
DIRECTORS OF THE DEFENSE AGENCIES

SUBJECT: Missile Defense Program Direction

The Department last year conducted extensive and rigorous missile defense
evaluations to determine how best to meet the Nation's need to defend the U.S., deployed forces, allies and friends. The findings underscore the importance of
layered defenses as well as the need for new approaches to acquire and deploy
missile defenses.

The attached provides my key priorities and specific direction to execute
the Missile Defense Program. My objectives are:

a. Establish a single program to develop an integrated system under a newly
tested Missile Defense Agency (MDA).

b. Assign the best and brightest people to this work.

c. Apply a capability-based requirements process for missile defense.

d. Direct the MDA to develop the missile defense system and baseline the
capability and configuration of its elements and the Military Departments
to procure and provide for operation and support.

The full and cooperative efforts of the Services, Joint Staff, and defense
agencies are essential to this goal. I ask that you give your full support to this
national priority. I will look to the Senior Executive Council for oversight and
recommendations for decision-making in this area.

Point of contact for this matter is Lieutenant General Ronald Kadish,
Director, Missile Defense Agency, (703) 695-6350.

Attachment:
As stated.

Capabilities Based Approach

Ballistic Missile Defense System As Single Major
Defense Acquisition Program

Cancellation Of Service ORDs

Layered Defense: Boost, Midcourse, Terminal
Engagements Against All Ranges Of Threats
MDA’s Acquisition Approach

- Large Scale R&D Program With A Capability For Operational Use
- Concurrently Test And Operate The System, Program Management Remaining With MDA
- Wide Use Of Contractor Logistics Support
- No Formal Turnover Of BMDS Elements to the Services
Transition of BMDS Elements To The Services

- Well Established Procedures For Transitioning An R&D Program To Operational Use

- These Processes Are Not Suitable To Address The Nature Of the BMD Battle
  - BMDS Elements To Be Fielded In Very Small Numbers
  - Missile Defense Is Entirely New Defense Capability
  - Integration Effort Required
BMDS Transition and Transfer Spectrum Ranges

Little or No Transition
Collaborative
Heavy Transition

MDA
Services/COCOMs

FBX-T SBX C2BMC

Time, Maturity
ABL KEI STSS THAAD

GMD

PAC-3 Cobra Dane UEWRs
Aegis

Transition “events” occur across this spectrum

Relative amount of BMDS DOTMLPF responsibilities transitioned
Little or No Transition

Notes:
1) Includes: Maintenance Labor & Parts (Class II), computer resources support, Packaging, Handling, Storage, & Transportation (PHS & T), peculiar support equipment
2) Includes: Base operations, installation support, including security & utilities
# "Collaborative" Transition

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<th>Current</th>
<th>Future</th>
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<td>Capability Definition</td>
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<td>CONOPs</td>
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**Notes:**

1) MDA to fund 2nd firing unit
2) With Technical assistance from MDA
3) Army develops/conducts training. MDA provides technical assistance and above-element training
Service/Agency Ownership

D,T,O
Capability Definition
Materiel - R / D / T / E
Materiel - Production
Modernization: In-Service Engineering
Configuration Control
Sustainment - CLS
Sustainment - ISSA
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CONOPs
Organization
Training
Personnel - Operators
Personnel - "O" - Level Maintainers
Personnel - "D" - Level Maintainers

Historical  Current  Future

MDA -  Army -  Both -  COCOM -
Implications Of MDA Approach

- Concurrent Test and Operations
- Contractor Logistics Support
- Financial System ("Color of Money")
CONCLUSION

• Missile Defense Is On Cutting Edge Of Acquisition Reform And In Concert With Flexible Nature of DOD Acquisition Reform Initiatives

• Capabilities Based Approach, Using NCW As Systems Framework, Is Only Path To Full Success