



DEPARTMENT OF THE NAVY  
OFFICE OF THE ASSISTANT SECRETARY  
(RESEARCH, DEVELOPMENT AND ACQUISITION)  
1000 NAVY PENTAGON  
WASHINGTON DC 20350-1000

14 Dec 2010

MEMORANDUM FOR DISTRIBUTION

Subject: Improving Department of Defense Acquisition Requirements Development

The Panel on Contracting Integrity was established in response to Section 813 of the John Warner National Defense Authorization Act for Fiscal Year 2007, to review progress to reduce areas of vulnerability in the Defense contracting system that could allow fraud, waste, or abuse to occur.

The Panel identified requirements development as an area of vulnerability. Proper requirements development is vital to successful acquisition. Well defined requirements can enhance competition, support a realistic Government estimate, and enable DoD to meet critical mission needs. The Panel found that there are requirements development and related courses available, but that these training opportunities are not well promoted.

The Principal Deputy Under Secretary of Defense (Acquisition, Technology and Logistics) memorandum of November 19, 2010 (copy attached), includes a matrix of available training recommended for individuals participating in requirements development. Many of the opportunities offered by the Defense Acquisition University (DAU) are continuous learning modules offered on-line. As indicated in the memorandum, DAU continually expands and updates its offerings. Current information on continuous learning modules is available at <https://learn.dau.mil/html/clc/Clc1.jsp?cl>. These modules are available for everyone participating in requirements development, not just members of the Defense Acquisition Workforce. Also attached is a listing of additional modules recommended for consideration by DoN requirement developers.

I request that you share this information with everyone participating in requirements development and encourage them to take advantage of these training opportunities. My point of contact for this matter is Bob Johnson at [Robert.F.Johnson@Navy.Mil](mailto:Robert.F.Johnson@Navy.Mil) or 703-693-2936.

A handwritten signature in black ink, appearing to read "David F. Baucom", is positioned above the typed name.

David F. Baucom  
RDML, SC, US Navy  
DASN(A&LM)

Attachment:  
As noted

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Subject: Improving Department of Defense Acquisition Requirements Development

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**NOV 19 2010**

**ACQUISITION,  
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**MEMORANDUM FOR SECRETARIES OF THE MILITARY DEPARTMENTS  
(ATTN: ACQUISITION EXECUTIVES)  
COMMANDER, UNITED STATES SPECIAL OPERATIONS  
COMMAND (ATTN: ACQUISITION EXECUTIVE)  
COMMANDER, UNITED STATES TRANSPORTATION  
COMMAND (ATTN: ACQUISITION EXECUTIVE)  
DIRECTORS OF THE DEFENSE AGENCIES**

**SUBJECT: Improving Department of Defense Acquisition Requirements Development**

Section 813 of the John Warner National Defense Authorization Act for Fiscal Year 2007 directed the Secretary of Defense to establish a "Panel on Contracting Integrity" to conduct reviews of the progress made by the Department of Defense (DoD) to eliminate areas of vulnerability of the defense contracting system that allow fraud, waste, and abuse to occur.

As part of these reviews, the Panel determined the need to address requirements development, which has been identified as a weakness in the Department and has led to cost and schedule overruns on many programs. Requirements development is paramount to successful acquisition outcomes. Properly developed requirements enhance competition, ensure sound business strategies, provide the basis for realistic Government estimates, mitigate requirements creep, and help enable the Department meet critical acquisition timelines.

The Panel on Contracting Integrity has reviewed available requirements development training and related courses, which are compiled in the attached matrix of training offered by the Defense Acquisition University (DAU). Of special note is the Service Acquisition Workshop that is tailored to address performance-based requirements for services. Additionally, the matrix provides Agency-unique training and guides. Since DAU is continually updating its course offerings, I strongly recommend regularly reviewing their website for additions to the requirements curriculum and associated courses.

I ask that all acquisition professionals take advantage of these training opportunities and am confident this additional training will help our programs to ensure more successful acquisition outcomes in the future.

**Frank Kendall**

**Attachment:  
As stated**

DAU	Contracting Officer's Representative Course	CLC 222	This course is specifically designed for Contracting Officer's Representatives (CORs) who are responsible for assuring that contractors are performing the technical portion of their job. Provides CORs the breadth of knowledge required to perform their role, including knowledge related to COR roles and responsibilities, as well as fundamentals of contracting regulations, types, phases, and other elements; awareness of ethical, legal, and cultural factors that impact COR responsibilities.	On Line	32 hours	COR	None
DAU	Contracting for the Rest of Us	CLC011	Provides those who do not work in the Contracting field, with a basic knowledge of some of the essential processes and considerations that DoD Contracting professionals encounter to satisfy mission requirements. It is not meant to be all-inclusive treatment of the subject.	On Line	2 hours	Anyone	None
DAU	Contracting Overview	CLM 024	An overview of the market research process, the process for developing criteria or factors that teams will use to evaluate contractors during source selection, and the use of the uniform contract format.	On Line	8 hours	Anyone	None
DAU	Developing Requirements	CLR 252	Explains how to develop Key Performance Parameters (KPPs) and Key System Attributes (KSAs). CLR 252 examines the relationship of KPPs and KSAs to technical requirements.	On Line	5 hours	Anyone	None
DAU	Contracting Officer's Representatives in a Contingency Environment	COR 206	Contracting Officer's Representatives (CORs) course designed specifically for CORs who are deployed in a contingency environment. It covers the basics of contracting, along with the ethical situations and cultural differences a COR may experience while deployed in a contingency operation.	Classroom	3 hours	COR	None
DAU	Contracting Officer's Representative Course	COR 222	This course is specifically designed for Contracting Officer's Representatives (CORs) who are responsible for assuring that contractors are performing the technical portion of their job. Provides CORs the breadth of knowledge required to perform their role, including knowledge related to COR roles and responsibilities, as well as fundamentals of contracting regulations, types, phases, and other elements; awareness of ethical, legal, and cultural factors that impact COR responsibilities; and information necessary to effectively evaluate situations, apply knowledge gained, and make correct decisions to carry out COR responsibilities.	Classroom	32 hours	COR	None

### DoD Requirements Training Asset Matrix

<u>Agency</u>	<u>Course Title</u>	<u>Course #</u>	<u>Course Description</u>	<u>Format: Classroom or On-line</u>	<u>Duration of Course</u>	<u>Target Audience</u>	<u>Pre- Requisites</u>
DAU	Mission Focused Services	ACQ 265	This multifunctional intermediate course provides acquisition team members with the tools needed to analyze and apply performance-based principles when developing performance requirements documents.	Classroom	4 Days	Requirements developers, Contracting, etc.	CLM 13, CLC 13
DAU	Contracting Officer Representative Overview	CLC 012	Provides students with a general knowledge of each member's roles and responsibilities involved in the contracting process. This course is broken down into three major parts: (1) Acquisition Basics, (2) Performance Based Service Contracting, and (3) The Contracting Process.	On Line	4 hours	COR	None
DAU	Performance-Based Services Acquisition	CLC 013	Various organizations need performance based services acquisition. Currently, increasing use of performance based services acquisitions is one of the Administration's top management initiatives, which have been reinforced at several levels throughout the Federal Government.	On Line	6 hours	Anyone	None
DAU	Competition Requirements for DoD Acquisition	CLC 055	Addresses responsibilities, policies, and procedures critical for ensuring that DoD funds are properly spent to obtain the right equipment, supplies, and services at the right price and on time. Maximizing competition is vital for delivering value to the warfighter and the American taxpayer.	On Line	2 hours	Appropriate to all personnel involved in the requirements and acquisition process.	None
DAU	Contracting Officer Representative With a Mission Focus	CLC 106	Basic skill set needed to be a Contracting Officer's Representative (COR). It will provide an overview of the acquisition process, teaming, ethics and integrity, authorities, contract classification, contract types, proper file documentation, performance assessment methods, remedies for poor performance, invoice requirements, contract modifications, and contract management.	On Line	8 hours	COR	None
DAU	Contracting Officer's Representatives in a Contingency Environment	CLC 206	Contracting Officer's Representatives (CORs) course designed specifically for CORs who are deployed in a contingency environment. It covers the basics of contracting, along with the ethical situations and cultural differences a COR may experience while deployed in a contingency operation.	On Line	3 hours	COR	None

DAU	Core Concepts For Requirements Management	RQM 110	Allows professionals to study the role of both the requirements manager and requirements management within the "Big A" acquisition construct.	On Line	60 days	ACAT requirements developers	CLM 041
DAU	Requirements Management Executive Overview	RQM 403	This course provides general officers, flag officers, and members of the Senior Executive Service with an executive-level understanding of the role of the requirements manager and of requirements management within the "Big A" acquisition construct.	Resident	1 day	Senior Leadership for ACAT programs and requirements development	None
DAU	Service Acquisition Workshop	SAW	Assists in developing the a performance-based requirements document for Services	Workshop	4 Days	Service requirements developers	None
SPAWAR Policy (POC: Space and Naval Warfare Command 4301 Pacific Highway Attn: Contracts 2.0 San Diego, CA 92110-3127 619-524-7014)	Contract Management Process Guide (CMPG)	N/A	Provides guidance on all aspects of Acquisition Planning, Solicitation, Evaluation, Award, Post Award. Guide is written in a style suitable for other than acquisition personnel and speaks to requirement development. This guide is used for JIT training to orientate new personnel, interns and contract specialists.	On Line	Unknown	For PMs to use in developing their contracting documents.	None
NAVSUP2, Code 216 (POC: NAVAL Supply Systems Command Contracting Management Directorate 5450 Carlisle Pike P.O. Box 2050 Mechanicsburg, PA 17055-0791 717-605-7293)	In-House Course in Performance-Based Acquisition	Combination of AGU Course 551, 553, and 534	In-house course was prepared by the American Graduate University for FISC DET, Singapore, U.S. Navy. Course (modular design) can be tailored usually at no additional charge. <b>NOTE: This vendor provided training is an example of the numerous sources available.</b>	Classroom	5 days	Anyone involved in performance-based acquisitions.	None

DPAPI/AF	Contingency Acquisition Support Model	N/A	cASM is a web based, simple to use, application designed to assist those individuals responsible for initiating contracting requirements in an expeditionary environment. The application will identify the documents required to initiate a contract, provide templates for the documents, prompt the user for the information required to complete the documents, and will route the documents to the appropriate reviewers and approvers. cASM will also alert individuals when it is their responsibility to take action on the requirements package. cASM's output will be a completed, approved contract requirements package for a forward deployed contracting office to take action	On Line	N/A	Contingency Requirement Generators	None
JKDDC	Operational Contract Support (OCS) Flag Officer/General Officer (FOGO) Essentials Course	J4ST-US429	The purpose of this course is to provide commanders and their staffs with an overview of the principles and concepts of OCS. This course presents a high-level overview on OCS planning, OCS oversight, and fraud, waste, and abuse.	On Line	1 hour	Contingency Commanders	None

## DoN Recommended Requirements Training Matrix

The following DAU training opportunities are recommended for DoN requirements development personnel in addition to the DoD Requirements Training Asset Matrix

Agency	Course Title	Course Number	Course Description	Format	Duration	Targeted Audience	Pre-requisites
DAU	Commercial Item Determination	CLC020	Application of the Commercial Item Determination Handbook	On line	3 1/2 hours	Requirements developers	None
DAU	Commercial Item Determination - Executive Overview	CLC023	An overview of the Commercial Item Determination Handbook.	On line	30 min	Requirements developers	None
DAU	COTS Acquisition for Program Managers	CLM025	Provides an overview of the challenges faced when integrating commercial items to form a system, issues involved when buying from the commercial marketplace, and summarizes lessons learned from	On line	3 hours	Requirements developers	None
DAU	Green Procurement	CLC046	Identifies the objectives and background of DoD's Green Procurement Program.	On line	1 hour	Requirements developers	None
DAU	Improved Statement of Work	CLM031	The purpose, preparation, evaluation and "lessons learned" for Statements of Objectives (SOOs)/Statements of Work (SOWs)/Performance Work Statements are presented emphasize the critical role of requirements development in the acquisition process.	On line	4 hours	Requirements developers	None
DAU	Market Research	CLC004	An overview of how market research can lead to reduced acquisition costs, reduced cycle times, and greater access to advanced technologies.	On line	3 hours	Contracting, Requirements Developers	None
DAU	Market Research for Technical Personnel	CLE028	Provides training for requirements developers on how to conduct market research that leads to the acquisition of commercial items or services.	On line	4 hours	Requirements developers	None
DAU	Past Performance Information	CLC028	Addresses the rationales behind collecting past performance information, why it should be used, and how its use may improve contractor performance.	On line	3 hours	All	None
DAU	Small Business: A Requirements Approach	FAC 032	provides an overview of how requirements personnel can make effective use of small businesses.	On line	3 hours	Requirements developers	None
DAU	Work Breakdown Structure	CLM013	Addresses similarities/differences between Program WBS and Contract WBS so project manager and contractor can identify necessary changes to assure desired cost/schedule/performance.	On line	6 hours	Requirements developers	None