



**Naval Air Systems Command
Head of Contracting Activity and Program
Executive Officer Fiscal Years 2019-2020
Small Business Strategy**

October 2018

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1.0 Introduction

The Naval Air Systems Head of Contracting Activity (HCA) and Program Executive Officer (PEO) Fiscal Years 2019-2020 Small Business Strategy encompasses a multifaceted Command. The purpose of this document is to outline the salient strategic elements from each organization and present the information under a single document. The 2018 National Defense Strategy (NDS) states, “Today, we are emerging from a period of strategic atrophy, aware that our competitive military advantage has been eroding. We are facing increased global disorder, characterized by decline in the long-standing rules-based international order—creating a security environment more complex and volatile than any we have experienced in recent memory. Interstate strategic competition, not terrorism, is now the primary concern in U.S. national security.” In order to meet the NDS, Naval Air Systems Command (NAVAIR) will continue to include Small Businesses as part of the NAVAIR team. NAVAIR remains focused on adapting and integrating new and existing technologies to meet the fleet’s needs, quickly and affordably. As we continue to take on more rapid prototyping, reverse engineering, and additive manufacturing for in-service products and weapons systems, we are reaping the benefits of increased Small Business participation. Small Businesses are creative, innovative, adaptive and agile; and they deliver great quality and customer service. We will continue to work with Small Businesses to benefit from their pioneering technological achievements in Cyber Security, DevOps, Machine Learning, and Artificial Intelligence. A competitive, healthy Small Business industrial base is vital to the long-term success and affordability of Naval Aviation, as well as our national security.

As NAVAIR continues to adapt commercial practices for military use, we are interacting with additional tiers of the current and future defense industrial base. NAVAIR’s Commander’s Intent focuses NAVAIR’s workforce on increasing material readiness and increasing speed of capability delivery, initiatives that are increasing opportunities for Small Business participation in NAVAIR’s contracts as prime and subcontractors. In fiscal (FY) 2018, NAVAIR obligated over two billion dollars (\$2B) to small business prime contractors.

2.0 Defining NAVAIR’s Direction

This updated Small Business strategy aligns with existing guidance such as: DoDI 5000.02, Better Buying Power 3.0, NAVAIR Strategic Imperatives, and Assistant Secretary of the Navy (Research, Development & Acquisition) Memorandum of 6 August 2018, “Small Business Utilization for a Strategic Advantage.” The strategy addresses goals at all stages of the NAVAIR HCA and the PEO acquisition process, in addition to other Office of Small Business Programs (OSBP) program management objectives as outlined below:

Objectives:

- Strategic Resource Alignment
- Reduce Cost & Increase Speed of Products to the Fleet
- Acquisition Planning, Award, and Post Award
- Small Business Life Cycle Tool
- Communication and Engagement with Industry
- Communication and Education for the Acquisition Workforce

- Communicating with Leadership and Internal Stakeholders

Small Business Capabilities and Future Opportunities:

- Cyber Security and Cyber Risk Assessment
- Open Architecture
- Additive Manufacturing
- Business of Our Business
- Big Data Analytics
- Blockchain
- Rapid Response
- Dev/Ops
- Machine Learning
- Artificial Intelligence

Small Business Barriers:

- Intellectual Property/Data Rights
- Identifying Small Business Breakout Opportunities
- Acquisition Vehicles for Small Businesses
- Complex Government Acquisition Rules

This document is one composite HCA and PEO Small Business Strategy, consisting of a general section, and sections specific to PEO Air ASW, Assault, & Special Mission Programs (PEO (A)), PEO Tactical Aircraft Programs (PEO(T)) and PEO Unmanned Aviation & Strike Weapons (PEO(U&W)). Additionally, the F-35 Joint Program Office (F-35 JPO) Small Business Strategy of August 2018 is included as Addendum A-1. The general HCA section covers efforts and specific actions that are common across the NAVAIR enterprise. Each specific PEO section addresses the following mandatory elements from the ASN/RDA memorandum:

- 1) Specific PEO efforts to increase small business participation in each socio-economic category including utilizing Small Business Innovation Research (SBIR) and Small Business Technology Transfer (STTR) and Mentor Protégé Program (MPP) if applicable.
- 2) Specific actions to identify new requirements suitable for small business participation as prime contractors.
- 3) Efforts taken to streamline the acquisition process.
- 4) Specific actions to increase small business subcontracting opportunities to include evaluation small business participation in competitive source selections and incentivizing small business subcontracting when appropriate.
- 5) Efforts to communicate with industry (industry days, debriefings, websites, social media, etc.).
- 6) Efforts to publish and frequently update an accurate Long Range Acquisition Forecast (LRAF).

When applicable, the PEO sections also address the following elements from the ASN/RDA memorandum:

- 7) Plans to award direct Phase III SBIR/STTR awards.
- 8) Efforts to establish goals for applying SBIR and STTR technologies in programs of record and incentivize primes to meet those goals as required in 5 U.S.C. 638, Research and Development, Commerce and Trade, and Aid to Small Business.

General section:

Below is a list of ongoing best practices that are performed by more than one PEO within the NAVAIR enterprise.

- The LRAF information is now assembled directly via the Program Management Tool (PMT) by the Command, thus supporting a quarterly publishing of the data to industry on the NAVAIR public website.
- Include a realistic SB subcontract goal in the RFP based on market research and the requirement to identify their proposed percentage of SB subcontracts. Insert into solicitations and contracts FAR clause 52.219-10, "Incentive Subcontracting Program for Small and Small Disadvantaged Business Concerns" to incentivize the prime contractor monetarily to increase subcontracting opportunities to SBs. Allow offerors to include reasons for an inability to meet RFP goals with supporting documentation. Structure evaluation plans to include ratings based on SB subcontract participation. Throughout base and option performance periods, include SB participation level as Informal Performance Assessment Report (IPAR)/Contractor Performance Assessment Reporting System (CPARS) criteria. Include FAR clause 52.219-16, "Liquidation of Damages – Small Business Subcontracting Plan" in the solicitation and contract to ensure that the Government has the opportunity to have the prime contractor pay the Government liquidated damages in the amount stated.
- Participate in the annual Sea, Air, and Space Expo and the Navy Gold Coast Small Business Procurement Event.
- Participate in quarterly Naval Air Warfare Center Training Systems Division (NAWCTSD) Orlando Procurement Administrative Lead Time (PALT) meetings to give industry a status of ongoing acquisitions and to support small business participation. PALT industry meeting are formally announced via FedBizOpps, Navy Electronic Commerce Online, and the NAWCTSD Business Opportunities webpage.
- Participate in the yearly Training & Simulation Industry Symposium (TSIS) with government, academic, and industry members. TSIS promotes coordination, collaboration, and public awareness of upcoming and ongoing acquisitions.
- Send acquisition professionals to Defense Acquisition University, NAVAIR University, and OSBP training events for continuous learning on current/future policy changes, updates on new market research tools, and new methods to maximize small business breakout opportunities.
- Have a SB professional come in and shadow an IPT for training purposes for an agreed upon period of time.

3.0 PEO(A)

Specific efforts to increase small business participation in each socio-economic category including utilizing Small Business Innovation Research (SBIR) and Small Business Technology Transfer (STTR) and Mentor Protégé Program (MPP) if applicable.

- PMA-275 requires V-22 Prime Contractors to report on their Small Business performance at Quarterly Program Reviews, with particular focus on their efforts on each social-economic category including any success stories and innovative initiatives they have implemented to increase participation in certain categories.
- PMA-274 continues to explore opportunities for small business in areas of Government Software Support Activity (SSA).
- PMA-290 currently has several fully funded SBIRs (for a full list please reference the STAIRs database) and is currently proposing future SBIRs, such as MAC Battery Improvements. PMA-290 maintains a robust capability roadmap for Anti-Submarine Warfare (ASW) and is generating an equivalent roadmap for Intelligence Surveillance and Reconnaissance capabilities. When security classification allows, these roadmaps are shared with small businesses as part of on-going Market Research.
- PMA-290's Small Business Advocate has designated a Small Business Action Officer that reviews planned acquisitions during the Procurement Planning Conference phase to ensure that all contracting strategies are evaluated to identify if Small Businesses could perform some or all of the requirement. The Action Officer is also responsible for ensuring that acquisitions with large companies consider SB subcontracting opportunities to the fullest extent.
- PMA-271 program management services contract planned for June 2019 will use a contract vehicle with the following minimum specific targeted socio-economic category goals:
 - Three Service-Disabled Veteran-Owned Small Businesses (SDVOSB)
 - Three Women-Owned Small Businesses (WOSM)
 - Three 8(a) Small Businesses

Specific actions to identify new requirements suitable for small business participation as prime contractors.

- PMA-275 is exploring development of engineering data packages through reverse engineering in order to better facilitate future small business opportunities for FY19-20.
- PMA-290 will upgrade the P-8A Mission Systems Architecture, allowing for an even more open architecture than originally designed. This acquisition is known as P8A Increment 3, Block 2, aka "Engineering Change Proposal (ECP) 6". This will be accomplished using an Application Based Architecture (ABA) with capabilities and services and will allow the P-8A Program to acquire capabilities from both large and small business concerns without using the Original Equipment Manufacturer (OEM). Three near-term capability gaps within P-8A, that can be resolved by integrating into this Application Based Architecture software using interface standards, have been identified.

These P-8A requirements were the outcome of annually recurring joint capability gap analysis, engagements with the Naval Aviation Requirements Group, and fleet software trouble reports. These short term requirements are Data Management Visualization, Solid State Drive Health Monitoring Assessment Tool, and Motion Imagery Standards Board (MISB) Metadata Tool. These requirements are then assessed for the most effective acquisition strategy, including consideration of small businesses, to fulfill these requirements.

- PMA-274 developed and maintains control of the Mission Communications System (MCS) suite for the VH-92A. Since the government owns this design, as the MCS components face obsolescence issues or new requirements force capability growth, the program will coordinate with NAWCAD and NAVAIR OSBP to ensure that any future contracted support gives due consideration and prioritization to the use of small business, especially for any new hardware procurements.
- PMA-271 Small business is focused on Indefinite Delivery / Indefinite Quantity (IDIQ) Multiple Award Contracts (MAC) and will be pursued for future competitive program prime contract support services:
 - NAVAIR 1.0 Program Management Services IDIQ MAC competition for future program office contract support services. This effort will replace the current program office contract support services small business prime contract to Technology Security Associates, Inc.
 - NAVAIR 6.6 Logistics Management Integration Support Services IDIQ MAC for logistics team support services. Prime contract awardee is Vector CSP.
 - NAVAIR 6.7 Industrial and Logistics Maintenance Planning / Sustainment Support Services IDIQ MAC at E-6B Fleet Support Team sites in Jacksonville, FL and Tinker AFB, OK.
 - NAVAIR 6.8 Mod Kits, Aircraft Recovery, Augmentation, Components, & Engines (KRACEn) IDIQ MAC competition for future installing field modifications to aircraft and potentially O-level maintenance augmentation.
- PMA-276 will use KRACEn to provide aircraft maintenance and support worldwide to include mod kit build and installs, retrieval of downed aircraft, maintainer augmentation on Government maintenance and modification workforce, component level work, and aircraft engines maintenance. Other small business vehicles, such as those available from the US Army Prototype Integration Facility (PIF) to provide CMS, are also being researched.
- PMA-261 will pursue break out severable portions of major weapons systems to include capability upgrades, open systems architecture, and open interfaces.
- PMA-207 platform requirements will emphasize the desire to increase SB participation. To ensure informed contractor responses and adequate government decision-making data, risk-related program requirements will be identified in the Synopsis. Possible issues such

as expedited manning for aircraft recovery in a Third World country without a Status of Forces Agreement, and export/import license for parts delivery will be clearly stated.

Efforts taken to streamline the acquisition process.

- PMA-275 is pursuing opportunities for use of Other Transactional Authority (OTA) contracting processes. Potential example includes use of an OTA via the Marine Corps Systems Command (MARCORSYSCOM) for development of V-22 Virtual Maintenance Trainers.
- PMA-290 is initiating the utilization of the IMPAX process for some of its software contracts. This may result in a Prize Challenge via the Innovation and Modernization Pax River (IMPAX) to demonstrate and evaluate custom applications for the P-8 Application Based Architecture. IMPAX is a PEO (U&W) initiative that leverages a partnership intermediary agreement (PIA) between NAWCAD and Georgia Tech Research Institute (GTRI). We anticipate awarding up to 3 of these efforts by second quarter in FY19 and continue this process annually. IMPAX enables faster acquisition for final product delivered to the fleet within 21 months or less. The initial phase of the prize challenge which includes the market research/TechScan of candidate businesses takes 2-3 months. PMA-290 will consider using the Other Transaction Authority (OTA) to contract for additional requirements. The goal is to complete the capability within 12-18 Months from OTA award. This period will include PMA-290's prototyping of the capability, and maturing the software to TRL (6); followed by transitioning the software product to the PMA-290 Software Support Activity and maturing it to TRL (9), then fully integrating it for use in the P-8A, and preparing it for inclusion in the upcoming Fleet Release.
- PMA-275 will be utilizing the newly awarded NAVAIR PM CSS MAC (Small Business Set-Aside), which offers a streamlined process for award of CSS support, for two CSS re-compete efforts over the next 12 months:
 - PMA-275 PM CSS, estimated completion date (ECD) Aug 2019
 - PMA-275 Test Team CSS, ECD Dec 2019
- PMA-271 is a strong advocate of using IDIQ MACs to streamline the process for awarding competitive contracts and is pursuing multiple IDIQ MAC options as stated above. Additionally, the GSA Professional Engineering Services IDIQ MAC is being considered.

Specific actions to increase small business subcontracting opportunities to include evaluation small business participation in competitive source selections and incentivizing small business subcontracting when appropriate.

- PMA-271 will use Contractor Logistics Support contracts for repair and overhaul of E-6B parts, to include use of small business subcontracts.

- The VH-92A Acquisition Strategy depends on the continued use of an established production/customization process and established suppliers to maintain anonymous production and supply. Use of Small Business for much of the VH-92A effort could result in significant costs to the businesses for unique facilities and/or component handling due to the stringent security requirements associated with the Presidential Helicopter program. However, the program will continue to investigate ways to incentivize Sikorsky, prime contractor, to increase their overall use of small business participation across the entire aircraft production and customization process.
- PMA-275 is working with Bell and Boeing to evaluate trends from Multi-Year Procurement (MYP) II to MYP III on small business utilization and understanding the causes for losing small business entities over time. The purpose is to better understand barriers and reasons for small business deterioration in order to better improve overall small business utilization on the V-22 program.

Efforts to communicate with industry (industry days, etc.)

- PMA-275: A future Industry Day event to support the V-22 Technology Roadmap, with emphasis on Small Business, is planned for FY19-FY20.
- PMA-275 emphasizes the issuance of Requests for Information (RFI) and Sources Sought Notices via the Federal Business Opportunities website, not just for those efforts required by the FAR, but even for individual Basic Ordering Agreement (BOA) orders (which are not required) to provide opportunities and ensure consideration of all sources, including small businesses.
- Sea Air Space/Small Business Events – PMA-290 attends/presents at these forums to provide information to industry on future acquisitions. Small Business booths are visited to identify if small businesses can fulfill requirements.
- PMA-290 Industry Days – These large forums are conducted semi-annually in Lexington Park, MD. An open invitation is issued for all large and small businesses that are interested in PMA-290, PMA-262, PMA-264 programs, and future contracting opportunities.

4.0 PEO(T)

Specific efforts to increase small business participation in each socio-economic category including utilizing SBIR, STTR, and Mentor Protégé Program (MPP).

- Continue engagement in the contract post-award to gain insight into competency contracting efforts and prime subcontracting efforts to better identify small business participation
- Continue current and future efforts with SBIR/STTR as a method to utilize small business as part of research and development efforts and transition those efforts to program of record
- Develop and promulgate a list of available multiple award contracts and indefinite delivery indefinite quantity contracts that teams could leverage for small business awards
- Include small business goals in source selection criteria for all contracts
- Continue to consider Small Business for sustainment and obsolescence solutions
- Target market research to Small Business for new and emerging requirements

Specific actions to identify new requirements suitable for small business participation as prime contractors.

- Identify breakout tasks for small business annually by the 3rd quarter of the Fiscal Year
- Utilize Sources Sought to request industry feedback on Performance Work Statements (PWSs) in order to identify tasks that could be performed by small business
- Utilize Broad Agency Announcement (BAA) contracts to address readiness improvements, Speed to Fleet, integration and interoperability, and other technologies or capabilities
- Routinely conduct in-depth analyses and studies to identify equipment/system candidates for breakout or second sourcing, with special emphasis on providing opportunities to small businesses

Efforts taken to streamline the acquisition process.

- Use of FAR Part 12 Commercial contracting procedures and FAR Part 13 Simplified Acquisition Procedures

Specific actions to increase small business subcontracting opportunities to include evaluating small business participation in competitive source selections and incentivizing small business subcontracting when appropriate.

- Maximize use of draft documents/draft RFPs
- Incorporate Small Business Participation Commitment Documents (SBPCDs) into contracts and/or task orders issued to a prime contractor
- Provide monetary incentives to prime contractors who exceed small business subcontract award requirements in the SBPCD
- Provide opportunities for contractors to offer IR&D technologies developed with small businesses

Efforts to communicate with industry (industry days, debriefings, websites, social media, etc.).

- Conduct readiness recovery engagements
- Participate in PEO(T) Industry Collaborative Exchange (ICE) to collaborate between programs and industry

Efforts to publish and frequently update an accurate Long Range Acquisition Forecast.

- Provide monthly updates within Procurement Management Tool (PMT) and export data to support LRAF

Efforts to establish goals for applying SBIR and STTR technologies in programs of record and incentivize primes to meet those goals as required in 5 U.S.C. 638, Research and Development, Commerce and Trade, and Aid to Small Business.

- PMW-101 established a 75% goal for transition to support program of record (PoR) related activities on Modeling and Simulation (M&S) and Testing facilities to improve M&S capabilities and expedite Verification and Validation (V&V) related activities
- PMA-234 recently established a new Advanced Development team to identify and assist in transitioning SBIR and STTR technologies into their programs of record
- PMA-251 attends forums/meetings to secure funding for existing projects and meets with each IPT yearly to understand emerging requirements that can be fulfilled with SBIRs

5.0 PEO(U&W)

Specific efforts to increase small business participation in each socio-economic category including utilizing Small Business Innovation Research (SBIR) and Small Business Technology Transfer (STTR) and Mentor Protégé Program (MPP) if applicable.

- PMA-201 Industry Engagement Day. The purpose will be to discuss PMA-201 programs and prime contractor initiatives, exchange roadmaps to discuss opportunities for providing solutions to real and perceived capability gaps, explore possible improvements to existing weapons systems, and look for leaps in weapons capability technologies. The intent will be to gather support for potential Future Naval Capabilities (FNC) projects and other Science and Technology (S&T) investments – scheduled for 1st Quarter FY19.
- PMA-208 will continue to evaluate potential technologies for SBIR applications that have relevance to the PMA requirements and to identify maturing technologies that are suitable for incorporation in future capabilities. PMA-208 will work with government laboratories to assist in identifying opportunities with small businesses that have potential for enhanced capabilities. The Technical Program Office at NAWC Weapons Division (NAWCWD) Pt. Mugu continues to seek out Small Businesses, where possible, for procurements necessary to ensure Supersonic assets are operational.
- PMA-242 will develop new SBIR topics with input from Prime Contractors and release the SBIR topics for solicitation in 2019 and 2020.
- PMA-268 is monitoring numerous SBIR/STTR efforts but has not championed any specific efforts until the MQ-25 Engineering and Manufacturing Development (EMD) air system solution is understood now that the EMD contract has been awarded
- PMA-281 has a team specifically looking at acquiring new innovative technologies from the Small business sector via multiple different acquisition approaches. Most efforts begin with a SBIR and/or STTR topic which when matured is transitioned into a Program of Record either through a SBIR Phase II.5 or RIF effort.

Specific actions to identify new requirements suitable for small business participation as prime contractors.

- PMA-201 will utilize, as appropriate, the PEO(U&W) SB Set-Aside Indefinite Delivery/Indefinite-Quantity Multiple Award Contract (IDIQ/MAC) for Weapons Systems Program Management (PM) Support Services. PMA-201 is currently working toward a direct contract award to small business utilizing Navy AIRWorks. The award is for an Engineering Change Proposal for the LAU-127 planned for October 2019.
- In FY19, PMA-208 is planning to award a contract to a small business via a small business set-aside for the C-Band Transponder.
- PMA-262 works closely with SBIR/STTR program managers, DCMA, and the prime, NGC, to identify SB breakout opportunities. The PMA Product Support Manager collaborates with NAWCAD Lakehurst in reviewing opportunities for SB breakout, particularly for support equipment fabrication or modification. Additionally, the MQ-4C Production Team evaluates subcontractor and supply chain activity for SB breakout and economic order quantity savings opportunities including but not limited to Government Furnished Equipment (GFE) breakout, Diminishing Manufacturing Sources and Material Shortages (DMSMS) solutions, and

alternate/secondary sources to increase competitive pricing and eliminate single failure points within the acquisition chain.

- PMA-263 is directly engaged with and endorsing 12 SBIR/STTR efforts and actively watching nine efforts that are specifically targeted to the RQ-21A technology development strategy for intelligence payloads and system avionics components that can be considered as candidates for future incremental and block system improvement initiatives and impact the PoR acquisition planning.
- PMA-266 is looking for specific efforts under the MUX program for small business. The PMA conducted a MUX Industry Day in Jun 2018 and encouraged small business attendance.
 - PMA-268 continues to evaluate various avenues to increase SB utilization to include Automatic Identification Technology (AIT) utilization for ship installations and competency support. We will continue to utilize our PMA-268 SB CSS contract and migrate to either PEO MAC or the NAVAIR PM MAC contract for follow-on efforts.

Efforts taken to streamline the acquisition process.

- PMA-281 –
 - Has implemented an asynchronous release process to enable a more rapid release of new capabilities for the JMPS-M program. This initiative supports the program office's intent to be able to rapidly field a product developed under aggressive small business initiative timelines.
 - Is structuring future acquisition program approaches (e.g. Next Generation Naval Mission Planning System, Common Control System Increment II) around open systems architecture standards leveraging service-oriented architectures – with associated engineering and test process efficiencies – to provide a favorable environment for small business opportunities and permit rapid acquisition and fleet delivery of incrementally developed services.

Specific actions to increase small business subcontracting opportunities to include evaluating small business participation in competitive source selections and incentivizing small business subcontracting when appropriate.

- PMA-201 will continue to ensure that Small Business Subcontracting Plans are put in place when planning and awarding contracts with Prime Contractors, encouraging both IPTLs and Contracts personnel to utilize a SB threshold that is based on the most recent and applicable market research.
- PMA-242 will review small business utilization with Prime Contractors and identify small business utilization opportunities.
- PMA-262 aggressively searches for opportunities outside of Northrup Grumman Corporation's SB subcontracting plans, to identify and contract with SB and government entities for hardware, software, and training systems. This practice is not only to achieve the Department of the Navy's SB objectives, but to also aggressively reduce cost and schedule. The PMA has been successful in identifying SB innovative research contracts to advance technology in key areas of the MQ-4C platform which will transition into IFC 4 and future IFC capability updates.

Efforts to communicate with industry (industry days, debriefings, website, social media, etc.).

- PMA-262 intends to advance its communication strategy with small businesses via joint participation in PMA-290's Industry Day events as well as continued participation in PEO(U&W)'s Industry Day events.
- PMA-266 Principal Deputy Program Manager is meeting with small businesses that support current requirements within the program office to identify other opportunities. The PMA also entertains office visits and conversations with potential small business partners, concerning MUX, relating to the possibility of utilizing those small businesses for autonomy systems architecture, component market research, business case analysis, and independent assessments.
- PMA-281 recently held an industry day in support of the next competitive contracting effort for the Common Control Station Increment 2 program.

Efforts to publish and frequently update an accurate Long Range Acquisition Forecast.

- PMA-262 continues to work and refine roadmaps on an every other-year basis and they will be shared with industry to encourage small business participation.
- PMA-281 maintains an updated "Flight Plan" with long range S&T goals, which is released at the PEO(U&W) Industry Days that support the program office's public released Multi-Domain Mission Management Strategy.

6.0 AIR-1.0

Specific efforts to increase small business participation in each socio-economic category including utilizing SBIR, STTR, and Mentor Protégé Program (MPP).

- Ensure PMA's are trained on and aware of SBIR/STTR as a method to utilize small business for R&D efforts and how to transition those efforts to programs of record.
- Include small business goals in source selection criteria for all contracts.
- Target market research to Small Business for new and emerging requirements.

Specific actions to identify new requirements suitable for small business participation as prime contractors.

- Identify breakout tasks for small business annually.
- Utilize Industry Days to increase SB awareness.
- Utilize Sources Sought to request industry feedback on Performance Work Statements (PWSs) in order to identify tasks that could be performed by small business.
- Utilize Broad Agency Announcement (BAA) contracts to address readiness improvements, Speed to Fleet, integration and interoperability, and other technologies or capabilities.
- Ensure Acquisition Plans are reviewed with the goal to breakout subcomponent/system candidates for SB opportunities.

Efforts taken to streamline the acquisition process.

- Use of FAR Part 12 Commercial contracting procedures and FAR Part 13 Simplified Acquisition Procedures.
- Use of a qualified prime contractor who is International Organization for Standardization (ISO) 9001 Quality Standard compliant, uses single process initiatives and provides electronic delivery of all program documentation.
- Use of performance-based acquisition with minimal use of Military Specifications or Military Standards, and maximum use of national and international commercial specifications and standards.
- Creation of Program Management University (PMU) courses directed at increasing IPTL contracting methodologies knowledge and engagement of SB to execute activities in a more simplified manner.
- Creation of standardized SOO/SOW language that minimizes review timeframes and increases maturity and quality of resultant RFP language.

Specific actions to increase small business subcontracting opportunities to include evaluating small business participation in competitive source selections and incentivizing small business subcontracting when appropriate.

- Increase opportunities to award sole source to an 8(a) companies through identification of subcomponent/subsystem breakout opportunities.
- Incorporate Small Business Participation Commitment Documents (SBPCDs) into contracts and/or task orders issued to a prime contractor.
- Provide monetary incentivizes to prime contractors who exceed small business subcontract award requirements in the SBPCD.
- Prime contractors are evaluated on their utilization of small business annually in their CPARS.

Efforts to communicate with industry (industry days, debriefings, websites, social media, etc.).

- Conduct industry days continuously, not just in support of upcoming specific procurements.
- Annual AUTOTESTCON to provide Industry and Fleet partners insight into automated support equipment opportunities.
- Hold annual Small Business Industry Day at Toms River, NJ.
- Participate on panels for NAVAIR Small Business Industry engagements.

Plans to award direct Phase III SBIR/STTR awards.

- PMA-202 SBIRs (Full & Open Competition)
 - Phase I - Pocket Size Flotation Device
- PMA-209 SBIRs (Full & Open Competition)
 - Un-Augmented LPV Precision Approach
 - Ultra-Wideband Wireless ICS
 - High-Integrity Global Nav. System for Unmanned Aircraft (HI-GAINS)

Efforts to establish goals for applying SBIR and STTR technologies in programs of record and incentivize primes to meet those goals as required in 5 U.S.C. 638, Research and Development, Commerce and Trade, and Aid to Small Business.

- Utilization of FAR clause 52.219-10, "Incentive Subcontracting Program."
- Attends forums/meetings to secure funding for existing projects and meets with each PMA yearly to understand emerging requirements that can be fulfilled with SBIRs.

7.0 Point of Contact

The NAVAIR point of contact for this HCA Small Business Strategy is Mr. Shelby Butler, Associate Director, NAVAIR OSBP at shelby.butler@navy.mil

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Appendix A – F-35 JPO Small Business Strategy



F-35 Joint Program Office Small Business Strategy

August 2018

DISTRIBUTION STATEMENT A. Approved for public release: distribution unlimited.



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F-35 Lightning II Joint Program Office

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F-35 Joint Program Office Small Business Strategy

Purpose

U.S. Government policy encourages maximizing use of small business activities as a way to improve innovation, flexibility, and affordability in government acquisition. This document addresses the 2019 – 2020 Small Business Strategy for the F-35 Lightning II Program in response to a request for information received from the NAVAIR Office of Small Business Programs (OSBP).

F-35 Program Overview & Small Business Strategy

The F-35 Lightning II Joint Program Office (JPO) develops, produces, and sustains an affordable, highly common family of next-generation strike air systems for the United States (U.S.) Navy, Air Force, Marine Corps, and allies. The three variants are the Conventional Takeoff and Landing F-35A, the Short Takeoff and Vertical Landing F-35B, and the Aircraft Carrier capable F-35C. The F-35 will replace multiple legacy aircraft across the joint services' and partners' fleets.

The F-35 remains the DoD's largest cooperative acquisition program, with eight International Partners and three committed Foreign Military Sales (FMS) customers to date. The F-35 program is concluding its System Development and Demonstration phase, and is transitioning to a Modernization and Sustainment phase of Acquisition. The Program has delivered more than 300 operational aircraft to date, and is in the process of standing up operational sites across the country and around the world.

The JPO is committed to providing opportunities for small businesses to participate in the development, production, sustainment, and management of the F-35 Air System. It achieves this both through subcontracting and prime contracting. Lockheed Martin Aeronautics (LM Aero), a division of Lockheed Martin Corporation, and Pratt & Whitney (P&W) are the two, major, prime contractors for the F-35 Program. The Program Office ensures, through coordination with the Defense Contract Management Agency (DCMA), that the prime contractors' Small Business Comprehensive Subcontracting Plans contain appropriate subcontracting goals. The acquisition strategy for F-35 Air System development, production, and sustainment was approved during the early 2000's when assigning overall performance responsibility to prime contractors was a preferred DoD business strategy; as a result, the F-35 JPO has contractually allocated LM Aero and P&W system level responsibility of developing, acquiring, and sustaining their respective aspects of the program.

Beyond LM Aero and P&W, the remaining prime contractors are limited in scope, and include Contractor Support Services (CSS), consulting, and business services. CSS contracts, consulting, and business services are managed by the JPO's Services Acquisition Team (SAT). This has been the focus of recent efforts to expand the JPO small business participation, and those efforts have borne immediate successes. Additionally, the F-35 Science and Technology (S&T) team has had great success in fostering companies through their support of Small Business Innovation Research (SBIR) developed technologies and by transitioning SBIR technologies to F-35 applications.

Ongoing Steps to Improve Small Business Access and Participation:

As the program moves forward, the JPO is working to improve Small Business access and participation. The JPO is taking positive steps to improve the opportunities and involvement of Small Business communities in the following areas:

- Increase small business participation utilizing SBIR, Small Business Technology Transfer (STTR), and Mentor Protégé Program (MPP)
- Identify new requirements suitable for small business participation as prime contractors
- Streamline the acquisition process
- Increase small business subcontracting opportunities
- Communicate with industry
- Publish and update an accurate Long Range Acquisition Forecast

Each of the areas above aligns to several specific efforts and initiatives the JPO is managing to improve Small Business opportunities.

Increase small business participation utilizing SBIR, and STTR, and MPP:

Since program inception, the F-35 JPO has been actively engaged in the SBIR/STTR program, endorsing, monitoring, funding, and transitioning small-business developed technologies to the F-35 Enterprise. Today, the F-35 JPO endorses efforts, both Air Force and Navy-funded, throughout various phases of the SBIR/STTR program and in support of all F-35 lines of effort, development, production, and sustainment. In an effort to increase small business transitions to the Program, the F-35 JPO maps SBIR/STTR endorsements to capability gaps and program drivers and assesses maturation of each technology throughout development. As a result, many small business performers have been, and continue to be, integral to the development and integration of cutting-edge technologies across the F-35 Enterprise.

The DoD Pilot MPP was established under Section 831 of Public Law 101-510, the National Defense Authorization Act for Fiscal Year 1991 (10 U.S.C.2302 note). The purpose of the Program is to provide incentives for DoD contractors to assist small businesses in enhancing their capabilities and increasing their participation in government and commercial contracts.

The JPO is currently encouraging several vendors to utilize the DoD MPP. Once we establish this type of relationship, we will be better able to promote and encourage additional companies to participate in the program. We look forward to kicking off the first few mentor-protégé relationships in the coming months.

Identify new requirements suitable for small business participation as prime contractors

The F-35 JPO will continue to review previously restricted procurements to determine if there are opportunities for SB participation as prime contractors. Additionally, the JPO has several ongoing efforts to improve Small Business participation as primes, including:

Include Small Businesses in Follow-on Modernization Efforts - The Block 4 Modernization Team is actively exploring competitive Small Business options to fulfill a requirement for strategic reach-back product support with an estimated contract value of approximately \$2M. This has not been included in the rolled up estimates above as it is an unfunded requirement at this time.

Identify Small Business opportunities in Logistics and Sustainment - The APD for Logistics and Sustainment will review annual acquisition plans and industry sourcing strategy for small business planning to ensure proper attention to the small business demographic and that complete market research has been accomplished. The Product Support Manager (PSM) will continue fostering an environment to enable a more proactive approach to utilizing Small Business and leverage the following areas to pursue breaking out severable portions of major weapons systems support, such as:

- Training Delivery, ICS Flight Line Maintenance, Modification Kitting, and capability upgrades, open systems architecture, and open interfaces.
- Determine feasibility and pursue opportunities for small business to participate as prime contractors.
- Require, Negotiate, and Incentivize Prime Contractors for small business utilization.
- Assess small business utilization in the Contractor Performance Assessment Reporting System (CPARS).
- Analyze the elements of the Global Support Solution Performance Work Statement (PWS) and will search for opportunities to break out requirements for subcontracting to small business concerns.

Expand Contractor Support Services - The JPO Service Acquisition Team (SAT), responsible for contracting for CSS is increasing the use of multiple award, Indefinite Delivery, Indefinite Quantity contracts to encourage small business participation in more specialized task orders and promote competition. The acquisition strategy for service contracting utilizes "Fair Opportunity" procedures for the small business community. Market research, with proper NAICS codes, is conducted to ensure the acquisition approach is most suitable for identifying qualified small business concerns. Sources sought are posted on the Federal Business Opportunities website (FedBizOpps) to find sources and determine the possibility of small business participation. All solicitations from the SAT are coordinated with the NAVAIR OSBP to ensure maximum possible awareness of the Small Business community. Future opportunities to increase small business participation in CSS will include hosting and/or participating in more industry day events as well as small business symposiums.

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Execute the JPO's Strategic Sourcing Program - F-35 leadership has identified strategic sourcing as a key enabler as the F-35 program transitions from the System Development and Demonstration phase of Acquisition to long-term sustainment and modernization. Delivering, flying, sustaining, and modernizing a global fleet of more than 3,000 F-35 aircraft over the next 50+ years requires a strategic push for affordability. Additionally, the F-35 JPO must ensure sustained performance, on-time deliveries, and materiel availability throughout the lifecycle of the air system. As the JPO strategically identifies opportunities to find alternative sources for Air System products and support services, there will be additional competition, including many opportunities for Small Business participation as direct sources to the Government.

Implement a comprehensive Data Rights Strategy - The JPO is currently developing a comprehensive F-35 Data Rights Strategy to secure the data necessary to develop and sustain the Air System. Owning the correct level of data will provide future opportunities to compete (full-and-open or Small Business set-aside) future contracts including sustainment, follow-on development, and production.

Streamline the acquisition process

The F-35 JPO embraces efforts to streamline Acquisitions by improving business processes. The Strategic Initiatives team will be the focal point for coalescing small business strategy planning across the entire F-35 enterprise, working actively with program managers, contracts specialists, and contracting officers to improve the Acquisition process and increase small business participation.

The JPO Enterprise Planning (EP) Directorate is the JPO's long-range planning group, charged with developing long-term strategies (five to ten years) and developing executable plans (two to five years) for the organization and Air System. EP frequently utilizes consulting services to support long term planning and change management, and to streamline this effort, EP has issued a Consulting Services Blanket Purchase Agreement (BPA) with approximately 20 pre-selected consulting firms, including 5 small businesses. This BPA allows the JPO to compete work within scope to a small, well-qualified group of businesses, and award a competitive contract in ~90 days. EP intends to develop several other BPAs to support business needs, and will include small businesses where possible.

Increase small business subcontracting opportunities

The F-35 JPO plans to incorporate and promote small businesses as subcontractors in all areas of the program. Our Prime contractors will continue to use small businesses across the country, and the JPO is creating policies and processes that promote Small Business participation.

Both LM Aero and P&W use DoD approved Comprehensive Small Business Subcontracting Plans. As compliant participants in the DoD Comprehensive Subcontracting Plan Test Program, both set and track subcontracting goals and objectives for utilizing small business at the corporate level. The Program Office ensures, through coordination with the Defense Contract Management Agency (DCMA), that the prime contractors' Small Business Comprehensive Subcontracting Plans contain appropriate subcontracting goals. F-35 JPO has contractually allocated LM Aero and P&W system level responsibility of developing, acquiring, and sustaining their respective aspects of the program. This construct has forced the F-35 program to place the majority of small business outreach and incorporation responsibility on these prime contractors via their subcontracting efforts. As the program evolves over time, with more emphasis on the logistics and sustainment of the Air System, these sub-contracting plans will change accordingly. The JPO will continue to promote small business interests with these two large prime contractors.

LM Aero and P&W will continue to function as the two major prime contractors for Logistics and Sustainment on the F-35 Program. The JPO evaluates and reports on the contractors' efforts to maximize small business participation through CPARS. Specifically, the JPO assesses the contractors' compliance with annual small business goals and provides ratings in accordance with the Defense Contract Management Agency's annual report. In addition, the JPO is working with the Autonomic Logistics Information System (ALIS) Integrated Product Team (IPT) on a Business Case, involving market research, to support a small business set-aside for Commercial Off-the-Shelf (COTS) Software and Licensing. This Business Case indicates substantial cost savings for the program over its life cycle through small business set-asides and COTS and also will facilitate progress toward the JPO's small business goals.

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The JPO is making a concerted effort in Block 4 Modernization, the future of F-35 Development efforts, to secure the technical design data generated through the execution of these contracts. This data will support future efforts to organically support or competitively source alternate vendors of any system or sub-system identified for sourcing outside the F-35 prime contractor. This data includes the provision of design documentation for each of the capability improvements to the F-35 air system planned for incorporation into the Follow-on Modernization upgrades.

The F-35 JPO is in the process of developing its second phase of an affordability initiative to reduce F-35 unit recurring flyaway cost. As part of this effort, the Government will invest money on cost reduction initiatives that will allow the prime contractors and their sub-contractors to make investments that reduce overall cost. Such initiatives include design changes, process improvements and/or qualification of new suppliers to help drive down costs. The F-35 JPO intends to work with its prime contractor, Lockheed Martin, to ensure that at least 75% of the cost reduction funding is provided to its sub-tier suppliers to include small businesses. Details are in work and the strategy will be updated as the initiative is formalized.

Better communicate with industry

The JPO conducts multiple program reviews with individual small businesses performing SBIR work on behalf of the F-35 program. Multiple opportunities arise during the each year to brief small businesses on program usage and benefits through both the Navy and Air Force; based on these opportunities, F-35 S&T participates in these venues as the schedule dictates.

The JPO is encouraging its team to solicit input and participation to increase awareness of Small Business opportunities through discussions at the Pre-Procurement Strategy Meetings and Post Award Conferences. The JPO continuously reviews acquisition efforts for opportunities to break-out individual activities from large prime contracts, often through the pursuit of data rights. The JPO promotes small business training opportunities through DAU, USAF LCMC, NAVAIR, etc.

The F-35 Product Support Manager (PSM) will continue fostering an environment to enable a more proactive approach to communicating with Small Businesses including:

- Participate in Industry Days to gain awareness of vendor capabilities and encourage participation for small business to gain awareness of Sustainment procurement activities.
- Team with NAVAIR to leverage existing sources of small business market research to ensure maximum small business opportunities.
- Stay engaged with competency and field activities to gain insight into possible small business utilization.
- Encourage training participation offered by the NAVAIR Office of Small Business.

Publish and update an accurate Long Range Acquisition Forecast

The F-35 Air System is composed of a range of hardware and software elements that must come together seamlessly to deliver capability to the warfighter. This includes the air vehicle, off-board mission support software, the operational flight program, full-mission training simulators, and several other elements. The JPO recognizes the need to ensure programmatic alignment across these elements. To support this need, the JPO is developing a "Flight Plan" to coordinate development, delivery, upgrades, and support across organizational boundaries. The Enterprise Planning Flight Plan provides longer term planning, while combining capabilities, enablers, contracts, and cost. It also enables technology planning beyond the FYDP, based on needs from Fleet Users, providing multiple views for different audiences. The Enterprise Planning Flight Plan is a source of planning for the JPO and its suppliers, including small businesses. Beyond this, the F-35 production forecast is publically releasable, and well publicized.

Barriers to SB Participation

The largest barrier to small business participation facing the F-35 program stems from the early acquisition strategy of assigning overall performance responsibility to prime contractors, a preferred DoD business strategy at the time the F-35 program came to be. In keeping with the recommendations and guidelines of this approach, LM Aero and P&W were contractually allocated system level responsibility for developing, acquiring, and sustaining their respective products. This construct has limited the JPO's ability to directly contract with small businesses for Air System and Propulsion System development, production, and sustainment. Given that the overwhelming majority of program dollars are spent through the prime contractors, the F-35 program has pushed the majority of small business outreach and incorporation responsibilities to these contractors via subcontracting efforts. Plans for mitigating this barrier have been discussed above through subcontracting strategies, pursuit of data rights, and small business breakouts, where possible.

Also, as a part of the initial F-35 program acquisition strategy, the Government elected not to take delivery of technical data packages for the F-35 Air System or Propulsion System. The F-35 Program will assess the merits of acquiring current and future technical data that could support future competition through the lifecycle. This assessment will include the acquisition of operations, maintenance, installation, and training data that would support sustainment and operations efforts. Therefore, planning for follow-on procurements will include data rights/data management strategies compliant with current statute and policy that will support, to the extent practical, the options for competition through the remainder of the program lifecycle. Future competitions will be evaluated for possible small business participation.

Attaining F-35 specific, program level data from our large prime contractors has improved through informal communications. There are still no contractual mechanisms in place by which we receive this information, but requesting annual updates via a Joint Program Review may be the best means to codifying this recurring data call without adding contractual scope.

Summary

The F-35 JPO is committed to providing opportunities for small businesses to participate in every aspect of the program, across production, sustainment, follow-on modernization, and business operations. We have several efforts underway to increase small business participation, and there are many additional opportunities we will continue to work to incorporate small businesses into the F-35 Program. While the production and sustainment contracts do not contain specific small business subcontracting incentives, the program evaluates, through coordination with the Defense Contract Management Agency, that the prime contractors' performance against established goals in their Small Business Comprehensive Subcontracting Plans. The SAT and S&T teams have demonstrated numerous successes to date and plan to expand upon these in the coming years.

The Strategic Initiatives team has been stood-up and tasked to oversee program wide small business strategy development, maintenance, and dissemination to APDs for execution. This centralized management approach will enable cross-org collaboration, sharing of lessons learned, and consistency in messaging. Looking to the future of F-35 small business planning, opportunities within the area of CSS will continue to grow through various initiatives, including strategic sourcing and DoD's MPP. Additionally, the F-35 sustainment organization intends to increase small business participation by reviewing annual acquisition plans and the industry sourcing strategy for small business planning to ensure adequate incorporation of small businesses in F-35 sustainment. Follow-on Modernization, the future of F-35 development, is pursuing contractual efforts with the prime contractors to procure technical data packages to enable future small business growth in development, production, and sustainment. The F-35 S&T team will continue to nurture small business participation through technology development using multiple sources including continued fostering SBIR technology prospects and pursuit of potential transition opportunities.

The F-35 Program is at an exciting point in its lifecycle. It is concurrently developing new capability, manufacturing nearly 100 aircraft per year, and sustaining an operational fleet of over 300 air systems. The program is rapidly expanding and it will require a corresponding growth in the industrial base, including many small business partners. Building and

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maturing relationships with small businesses now will be critical to our ability to deliver the F-35 in the future. The F-35 JPO believes in the potential of small business, and will continue to support small businesses going forward.