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THE DEPUTY SECRETARY OF DEFENSE

WASHINGTON, D.C. 20301-1000

May 4, 1992

MEMORANDUM FOR: SECRETARIES OF THE MILITARY DEPARTMENTS
DIRECTOR OF THE STRATEGIC DEFENSE INITIATIVE ORGANIZATION

SUBJECT: Memorandum of Agreement among the Director of the Strategic Defense Initiative Organization and the Secretaries of the Military Departments

I have reviewed the "Memorandum of Agreement among the Strategic Defense Initiative Organization and the Department of the Army and Department of the Navy and Department of the Air Force" signed by the Director of the Strategic Defense Initiative Organization (SDIO) and the Secretary of the Army on April 29, 1992, the Secretary of the Air Force on April 30, 1992, and the Acting Secretary of the Navy on May 1, 1992. I understand that it will govern the relationships among you in implementing the programs for global protection against limited strikes and SDIO-funded technology programs for follow-on ballistic missile defense systems in a manner consistent with your existing authorities.

Nothing in the Memorandum of Agreement shall be construed to affect the authority delegated and duties assigned to the Under Secretary of Defense for Acquisition and the Director of Defense Research and Engineering under the Deputy Secretary of Defense memorandum of August 20, 1991 entitled "Strengthening Technology and Acquisition Functions" and under DOD Directives. Also, nothing in the Memorandum of Agreement shall be construed to affect the authorities and duties of the Secretaries of the Military Departments for their respective Military Departments under law and applicable DOD Directives, nor to affect the authorities and duties of the Director of the SDIO under DOD Directive 5141.5.

D J Atwood

cc: Under Secretary of Defense for Acquisition
Director of Defense Research and Engineering

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5/1/92

MEMORANDUM OF AGREEMENT
AMONG
THE STRATEGIC DEFENSE INITIATIVE ORGANIZATION
AND
DEPARTMENT OF THE ARMY
AND
DEPARTMENT OF THE NAVY
AND
DEPARTMENT OF THE AIR FORCE

A. PURPOSE

This memorandum of agreement (MOA) between the Director of the Strategic Defense Initiative Organization (SDIO) and the Secretaries of the Military Departments defines the management relationships for the Global Protection Against Limited Strikes (GPALS) program, as well as other SDIO-funded technology programs for follow-on ballistic missile defense (BMD) systems. It describes the agreement between the SDIO and Military Departments on how technology research and GPALS acquisition programs are to be managed--including authority, accountability, responsibility, direction, funding flow, reporting, and execution.

B. AUTHORITY

This agreement is carried out in accordance with and under (1) the authority granted the Director of the SDIO by the Secretary of Defense and (2) the authority for Service conducted programs. The Secretary of Defense has designated the SDIO Director as the SDI Acquisition Executive (SDIAE). The SDIAE has full authority and responsibility for programmatic decisions, acquisition strategy, and program budgeting for acquiring the GPALS system, and for directing the long term technology efforts to support subsequent GPALS technology infusion and/or new concept development for follow-on defensive systems.

Within the authority delegated by the Under Secretary of Defense for Acquisition and the Director of Defense Procurement, the SDIAE will perform those Senior Procurement Executive (SPE) functions that specifically apply to SDI acquisitions, including approval of justifications for proposed contracts over $10,000,000 awarded under other than full and open competition and receipt and approval of deviation reports from PMs for SDI programs. The SDIAE may delegate his authorities for GPALS and Technology projects to appropriate organizations, including the GPALS General Manager (GM) and the Services.

The SAEs are also SPEs and have authority and responsibility to execute acquisition programs and efforts including Service support for the GPALS program and its elements and associated technology efforts.

The SDIAE and SAEs will jointly develop systems, standards, procedures, and acquisition strategies for the administration and management of approved GPALS programs. The Military Departments will present their GPALS programmatic recommendations to the SDIAE for concurrence and/or resolution of any identified exceptions. These recommendations will be in consonance with DODD 5000.1 and DODI 5000.2, but with emphasis on streamlined acquisition strategies and under the oversight of the Defense Acquisition Executive. Every effort will be made to harmonize GPALS system integration considerations and the framework of the normal service procedures and regulations for the acquisition of GPALS system elements.

The Services, in keeping with their traditional roles, will execute their SDIAE-assigned GPALS responsibilities under the management approach described below.

C. SCOPE

This MOA describes the management approach that the SDIO and the Military Departments will use to fulfill their responsibilities for GPALS acquisition and technology development. This MOA does not cover those SDI projects managed and executed directly by SDIO or other Defense or Federal Agencies.

D. DEFINITIONS

The following definitions of important program positions and key documents are provided for clarity:

1. The GPALS Program currently consists of six Major Defense Acquisition Programs (MDAPS):

- GPALS System/BMC^3
- National Missile Defense (NMD)
- Global Missile Defense (GMD)
- Upper Tier Theater Missile Defense (UTTMD)
- Corps SAM
- Patriot

2. GPALS General Manager (GM). A senior military official (3-star) reporting to the SDIAE with delegated execution responsibility for overall GPALS system acquisition.

3. Service GPALS Program Executive Officer (PEO). A senior official responsible for execution of Service PMAs and for providing guidance and Service-related direction to subordinate Program Managers. The PEO will also serve as a deputy to the GPALS GM. (Consistent with PEO authorities and responsibilities documented in DODD 5000.1 and DODI 5000.2)

4. GPALS Element Program Manager (PM). A highly qualified individual responsible for day-to-day management and execution of a GPALS element program. (Consistent with PM authorities and responsibilities documented in DODD 5000.1 and DODI 5000.2)

5. GPALS ACQUISITION PROGRAM BASELINE (APB). The GPALS program contract between the SDIAE and the Defense Acquisition Executive (DAE) establishing the cost, schedule, and performance objectives and thresholds for the GPALS system. (See DODD 5000.1 and DODI 5000.2)

6. Program Management Agreement (PMA). The guiding agreement between the SDIAE and the SAEs covering the broad objectives, funding, and expectations of each Service with respect to a specific SDIO-funded activity.

7. GPALS Program Management Directive (GPMD). The primary document used by the GPALS GM to direct the Service GPALS PEO on the specific actions necessary to fulfill GPALS program requirements.

8. Program Management Direction (PMD). A Service document (title may vary) to provide program direction to the Service PEO and other Service organizations necessary to fulfill the requirements of the PMAs including specific direction on Service unique GPALS activities (organize, train, and equip).

E. GPALS ACQUISITION APPROACH

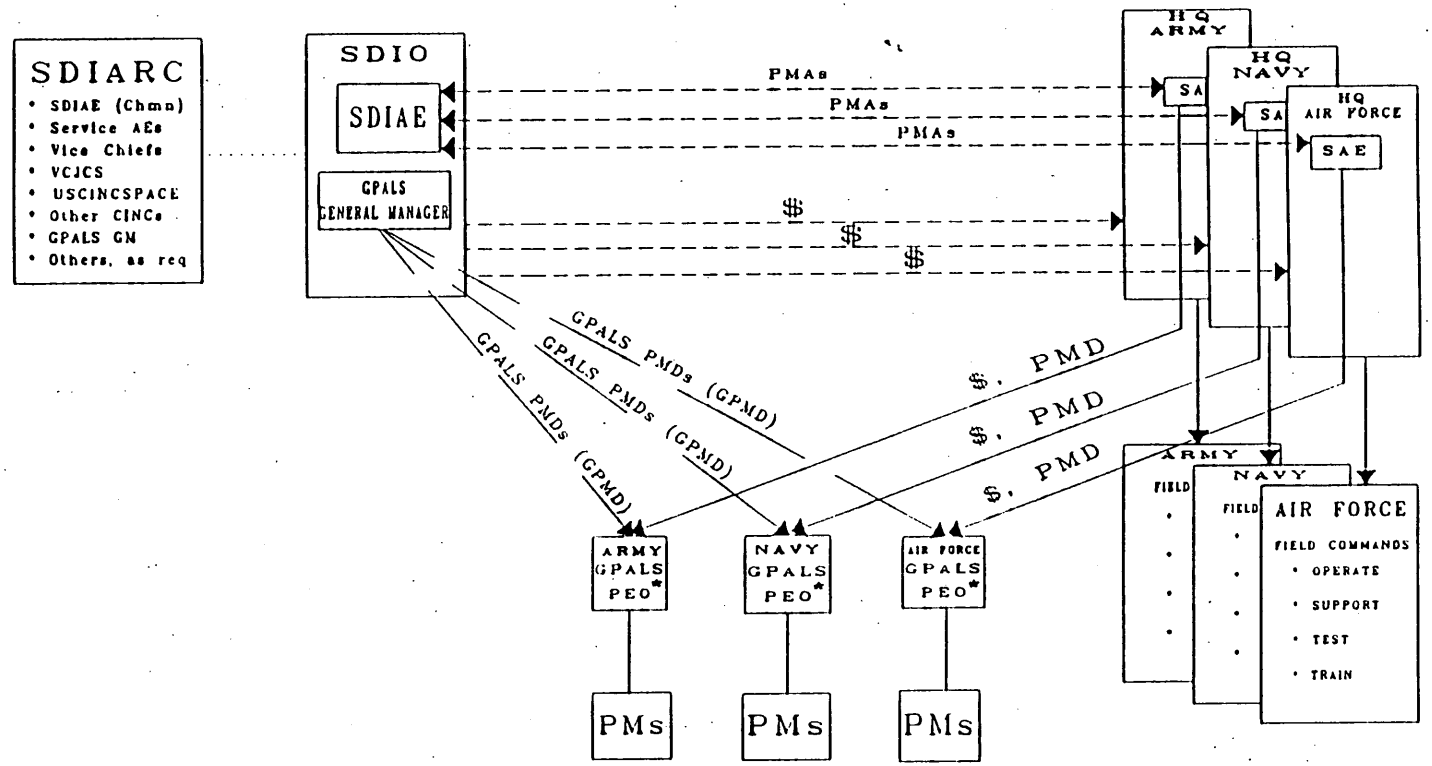
In order to achieve the objectives specified by the President and Congress, it is essential that SDIO and the Services operate as a cohesive team in acquiring the GPALS system. A continuing goal of the GPALS acquisition process is to use streamlined program management techniques to achieve program goals as promptly and efficiently as possible. Key elements of the GPALS acquisition process and management relationships are illustrated in Figure 1 and as follows:

1. Consolidated Responsibility:

a. The SDIAE is the individual in the DOD responsible and accountable for the development and fielding of the GPALS system. The SDIAE receives specific program guidance from the Secretary of Defense based on the near-term deployment objectives and the long-term ballistic missile defense capability goals set forth by the President and Congress. The SDIAE will coordinate actions that impact SDI projects having multiple missions with the SAE responsible for other related mission areas.

b. To ensure there is a person responsible and accountable for the GPALS acquisition program, a GPALS General Manager (GM), reporting directly to the SDIAE, will be appointed to serve in the SDIO and will have overall GPALS acquisition program

GPALS ACQUISITION MANAGEMENT PROCESS



LEGEND:

— — GPALS Pgm Mgmt Direction(GPMD) - day to day from GM to PEO/PMs to execute integrated system acquisition

——— Service Pgm Mgmt Direction(PMD) - to ensure PMA execution and development of operator/support roles

* PEOs also serve as deputies to the GPALS GM

Figure 1

responsibility. The GPALS GM is delegated responsibility by the SDIAE for integrating and executing the GPALS program. The GM will retain overall responsibility for GPALS system engineering and integration, configuration control, and BMC^3, which is essential to effective system operations. He is responsible for determining the funds to be allocated to the GPALS elements (to be identified in the PMA) and for directing the execution of efforts involving resources assigned to GPALS elements through a GPALS Program Executive Officer (PEO) from each Service. The GPALS GM will be selected by the SDIAE in coordination with the Service Secretaries.

c. A Service GPALS PEO will be appointed by each SAE, with SDIAE consultation, to manage and execute the Service-assigned GPALS element or related program. The PEOs will have no command responsibilities, as per DODI 5000.2, and will focus on execution of the GPALS program. PEOs will be accountable (1) to their SAE for ensuring best Service practices and procedures and (2) to the GPALS GM for accomplishing work defined in PMAs and GPMDs. PEO performance evaluations will be written by the respective SAEs with formal input from the GPALS GM. After coordination and concurrence with the GM, PEOs will have the authority to reallocate execution year funds among assigned programs provided all PMA and GPMD tasks are satisfactorily completed.

d. Element Program Managers (PMs) will be appointed by each SAE and will execute their programs and be rated in Service PEO channels with formal input from the GPALS GM. To ensure open and effective communication, in concert with the PEOs, the GPALS GM will have continuing day-to-day access to the PMs executing programs. The GM will also have this access to other Service PMs who manage GPALS-related activities. The Service will ensure that the PMs have adequate resources and support to accomplish their work efforts as defined by PMAs, GPMDs, and Service PMDs.

2. Program Direction: The Acquisition Program Baseline (APB) and the Program Management Agreement (PMA) will be the framework for execution of the GPALS program. The APBs focus on parameters resulting from the integration of elements into a military capability and will be prepared and submitted for approval by the SDIAE to the Defense Acquisition Board (DAB). These APBs are the contracts between the Defense Acquisition Executive (DAE) and the SDIAE. The PMA establishes the broad program and is the contract between the SDIAE and the SAE for execution of each GPALS element. It will include top-level tasks, specific responsibilities, planned funding, and deliverables expected from the Service and will be consistent with the APBs. As such, it defines the scope of the direction the GM can exercise directly with the PEO or PM.

a. The SDIO and Services will establish short, clear lines of authority and accountability extending from the SDIAE, to the GPALS GM, to the Service GPALS PEO (who also serves as a deputy to the GPALS GM), and to the GPALS PM. The

PEO will be accountable to the GPALS GM in accomplishing work defined in the PMA and GPMD, and will be accountable to the SAE in ensuring best Service practices and procedures are employed. The GPALS GM will have the authority to provide day-to-day programmatic direction to the Service PEOs consistent with existing PMAs.

b. The SDIAE will provide specific GPALS architecture, funding, and program direction to the GPALS GM consistent with the APBs, PMAs, and validated operational requirements. The GPALS GM will develop specific program direction and content and forward GPALS Program Management Directives (GPMDs) to the Service PEOs for execution. The GPMD is the official SDIO document used to direct the acquisition and execution of elements and other GPALS-related activities per existing PMAs.

(1) The GPMDs will be written to describe the capability each element will achieve as part of the GPALS System, convey SDIO direction, and identify planned funding profiles. The GPMD will specify program-unique requirements, performance requirements, objectives and thresholds, including those required for each element for DAB program milestone and reviews. The GPALS GM is responsible for preparing and signing the GPMDs and for making necessary changes.

(2) The GPMD will address reporting requirements, including financial, Selected Acquisition Reports (SAR), Defense Acquisition Executive Summary (DAES), and other reports/information required by SDIO as part of its integration and oversight responsibilities as well as in support of the DAB process. It is not a funding document; it does not constitute authority to commit, obligate, or expend funds. The Program Authorization (PA) and Budget Authorization (BA), through appropriate Service channels, are the only documents that may authorize the commitment and obligation of funds.

(3) The GPMD is a multi-year document. However, it will be reviewed annually and updated as necessary to respond to technology advances, architecture evolution, program redirection, budget changes, or Congressional direction. This review will be completed after the President's Budget is submitted to Congress. Subject to pertinent statutory limitations, the existing approved GPMD will remain the basis for program continuation under Continuing Resolution Authority (CRA).

(4) Services may provide additional direction via Service program management directives to their PEOs, consistent with existing PMAs, to ensure Service-wide support to the GPALS acquisition. This direction will not impede the ability of the GM to execute the GPALS program.

3. Funding: The SDIO will provide RDT&E, procurement, and MILCON funds necessary to acquire and deploy GPALS. The Services will provide military personnel and funds necessary for operations & support (O&S) of their assigned GPALS segments

and/or elements. SDIO-provided funds will be passed via PA and BA documents through appropriate Service channels to the PEO or other Service commands and agencies supporting the GPALS program per PMA guidance.

4. SDI Acquisition Review Council (SDIARC): An SDIARC will be established to review GPALS program progress primarily for acquisition milestones or otherwise as required. It will also be used as a senior forum to resolve issues as necessary.

a. The SDIARC, chaired by the SDIAE, will assist the SDIAE in determining program readiness for progressing through the acquisition milestones, in resolving critical programmatic and technical issues, and in determining specific program direction. Full membership of the SDIARC is shown in Figure-1. The SDIAE is responsible for GPALS presentations and interactions with the Defense Acquisition Board (DAB) process in accordance with DODD 5000.1 and DODI 5000.2.

b. The SAEs will ensure that the GPALS element programs are executed in accordance with the best Service acquisition procedures and practices and that they receive the necessary high quality manning and support from various Service organizations. They will work with the SDIAE and GM on issues related to their Service, and, as members of the SDIARC, they will provide top level program oversight and counsel and, with the Service HQ, ensure that the Service responsibilities to organize, train, and equip the forces are properly addressed.

F. APPROACH FOR RESEARCH AND FOLLOW-ON TECHNOLOGIES

The approach for management of SDI research and follow-on technologies will be very similar to the GPALS management approach. PMAs between the SDIAE and the SAEs, or their designated representative, will be used to define the scope of work to be executed by the Service. The SDIO Deputy for Technology is delegated the responsibility by the SDIAE for these PMAs. Each SAE will establish the management structure for Service execution.

G. ADDITIONAL MANAGEMENT RESPONSIBILITIES:

1. SDIO: The SDIAE has overall responsibility and authority for planning and acquisition of the GPALS system, as well as research and follow-on BMD technology programs--including the PPBS process for SDIO-funded programs, and for OSD and Congressional interactions.

2. Services:

a. The Service Secretaries will provide Service-wide support to the GPALS program as required to ensure its proper execution and transition to operation. The Services will ensure that operational, acquisition, supporting, and operational test commands and agencies support the SDIO as appropriate and consistent with the DOD

5000 series Directives, existing PMAs, and SDIO-provided acquisition funds.

b. Service headquarters staffs will ensure that operational commands develop Mission Need Statements (MNS), Operational Requirements Documents (ORDs), and concepts of operations for GPALS segments or elements that the Service will later operate and support. Service headquarters staffs will perform normal functions for SDIO-funded programs with some notable exceptions, e.g., they will not be the primary focal point for GPALS interactions with Congress, the PPBS, or DAB. The HQ staff will provide normal program direction to field commands and agencies consistent with PMAs.

3. Operational Military Commands: Operational commands within the Military Departments and Unified & Specified Commands define GPALS operational needs, requirements, and concepts for missile defense systems. After validation, these documents become the basis for system-level trade-offs, technical analyses, and development activities by the SDIO and Services. New weapon systems being developed under the SDIO-funded GPALS program must fit into and work within the established operational framework and Service & Joint doctrine. As new weapon systems based on advanced technologies are developed, changes to the existing operational framework and doctrine may be appropriate.

H. EFFECTIVE DATE AND IMPLEMENTATION

This MOA is effective until superseded, modified, or terminated by mutual agreement by all parties. Any party may elect to withdraw from this MOA, after six months notice, by providing formal written notification to the other parties. This MOA supersedes all existing MOAs between SDIO and the Military Departments.

Director of the SDIO	29 Apr 92 (Date)
Secretary of the Army	29 Apr 92 (Date)
Secretary of the Navy Acting	1 May 92 (Date)
Secretary of the Air Force	Apr 30, '92 (Date)