



REPLY TO
ATTENTION OF

DEPARTMENT OF THE ARMY
OFFICE OF THE ASSISTANT SECRETARY OF THE ARMY
ACQUISITION LOGISTICS AND TECHNOLOGY
103 ARMY PENTAGON
WASHINGTON DC 20310-0103



18 JUL 2001

SAAL-RP

MEMORANDUM FOR SEE DISTRIBUTION

SUBJECT: Army Joint Program Policy

Joint Program Managers face additional management and operational challenges because of their program's unique acquisition structure. I am providing guidance that emphasizes the policy for managing joint programs. The procedures in the enclosure also outline key areas for inclusion in a joint program Memorandum of Agreement (MOA). This guidance will be incorporated in the next update of Army Regulation 70-1, Army Acquisition Policy, and Department of the Army Pamphlet 70-3, Army Acquisition Procedures.

Using the enclosure as a guide, I encourage joint program managers to develop an MOA with their participating program component. Also, the Joint Program Management Handbook, a Defense Systems Management College document, provides an excellent in-depth explanation of joint program memorandum of agreements.

The MOA will specify the relationship and respective responsibilities of the designated lead executive component and the other participating components. The MOA will address, at minimum, system requirements, funding, manpower, Operational Requirements Document approval process and other program documentation (per DoD 5000.2-R). Every joint program is different and each MOA will be tailored to allow maximum program operational flexibility.

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PAUL J. KERN
Lieutenant General, GS
Military Deputy to the
Assistant Secretary of the
Army (Acquisition, Logistics
and Technology)

Enclosure

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Army Joint Programs Policy

Joint Program Managers (JPM) must have maximum flexibility while organizing and managing their unique programs. Joint programs are managed through the lead Department of Defense (DoD) component's acquisition chain. Like service-unique programs, joint programs must have short, clear lines of authority. The lines of authority or reporting structure should be streamlined to best suit the needs of the program. Also, the lines of authority may change as the program transitions through life cycle phases.

The definition for a joint program can be found in DoD 5000.2-R, "a joint program is any acquisition system, subsystem, component, or technology program with an acquisition strategy that includes funding by more than one DoD Component during any phase of a system's life cycle. Although each joint program should be structured for optimum efficiency, we need to establish general parameters that are outlined in a memorandum of agreement (MOA) to ensure that our limited resources adequately support these critical programs. Every joint program is different and the MOA should be tailored to allow maximum program flexibility.

When an Army agency is designated as the Executive Agent for a joint program, the Army JPM will develop and staff an MOA that is approved by the Milestone Decision Authority (MDA). The MOA shall specify the relationship and respective responsibilities of the lead executive component and the other participating components. The MOA will address, at a minimum, the following topics: system requirements, funding, manpower, and the approval process for the Operational Requirements Document (ORD) and other program documentation. Funding guidance will include type of funds, means, and process for fund distribution. Terms will also be included in the MOA that addresses the topic of failure to resource the program and/or withdrawing resources by other services and how the program will be managed in those circumstances. The Executive Agent will provide for all Planning, Programming and Budgeting System (PPBS) functions. Individual components will budget for their unique requirements. Unless a statute, the MDA, or an MOA signed by all components directs otherwise, the lead executive component will budget for and manage the common research, development, test and evaluation funds for assigned joint programs. Procurement is funded by the component in proportion to the number of items being bought by each component.

The Executive Agent has the responsibility to assess, analyze, and obtain cooperation with other services for manpower support. The manpower support provided by each participating component will be assessed through analysis and certified by written agreements (MOA, or directive) early in the establishment of the program and reviewed annually. Military positions should be designated as a joint duty assignment to the maximum extent possible. The MOA will state firm acquisition qualification standards (certification, Acquisition Corps experience, etc.) for joint program acquisition professionals, regardless of component. Each service's personnel authorizations will be included in the MOA. The Army Acquisition Executive Support Agency (AAESA) will review the MOA with particular emphasis on the program personnel authorizations and the program's funding process.

A designated joint program has one quality assurance program, one program change control program, one integrated test program, and one set of documentation and reports (specifically: one joint program Operational Requirements Document (ORD) one Command, Control, Communications, Intelligence Support Plan (C4ISP), one Test and Evaluation Master Plan (TEMP), one Acquisition Program Baseline (APB) etc.). Documentation for decision points and periodic reports will flow only through the lead executive component acquisition chain, supported by the participating components. The MDA will designate a lead operational test agency (OTA) to coordinate all operational test and evaluation. The lead OTA will produce a single operational effectiveness and suitability report for the program.

Army Joint Program managers or their DoD Components will not terminate or substantially reduce participation in joint ACAT ID programs without Joint Requirements Oversight Council (JROC) review and Under Secretary of Defense for Acquisition, Technology and Logistics, USD(AT&L) approval, or, in the case of joint ACAT IA programs, Assistant Secretary of Defense for Command, Control Communications and Intelligence, ASD(C3I) approval. DOD 5000.2R states, "substantial reduction is defined as a funding or quantity decrease of 50% or more in the total funding or quantities in the latest President's Budget for that portion of the joint program funded by the component seeking the termination or reduced participation."

The USD(AT&L) or ASD(C3I) may require a component to continue some or all funding as necessary to sustain the joint program in an efficient manner, despite approving their request to terminate or reduce participation. Army lead joint programs, other than ID or IA, will not terminate without approval from the MDA. When the Army has a participant role in a joint program, other than ID or IA, that terminates, the

participant will adhere to the lead service termination policies and procedures.

Army agencies considering involvement in another service joint program that is past Milestone A, but pre-Milestone C, and having no formal previous involvement, will establish an MOA with the lead service, defining participation in the program. This operating agreement will include, at a minimum, funding, participation in joint milestone information preparation/endorsement and program reviews, joint program management, and joint logistics support. When an Army agency is considering involvement in another service program that is past Milestone C and there has been no previous formal involvement, the decision to forward funds to the lead service will be supported by AAE guidance and Milestone information.



Type Document: **General Correspondence**

Classification Code: U

Subject: **ZR - ARMY JOINT PROGRAMS POLICY**

Control ID: 10101617
Army Suspense: 24-JAN-2001

External ID:
External Suspense:
Received Date: 10-JAN-2001

Interim Date:
Original Doc Date: 10-JAN-2001
Document Originator and Address:

Forwarder or Congressional Office and Address:

LTG PAUL J. KERN
Military Deputy to the Assistant Secretary of the
Army (Research, Development and Acquisition)

Signature Authority:

Addressee: SAAL-ZAS
Original Task Office: SAAL-ZAS

<u>Action Office</u>	<u>Role</u>	<u>Suspense Date</u>	<u>Action Officer and Phone Number</u>	<u>Completed Date</u>
SAAL-ZRX	Action	24-JAN-2001	GULACC 703-697-0387	

Instructions:
Prepare Reply//

Coordinate reply with:

Tasking Office: SAAL-ZAS SPC Stephanie Knuth 703-695-0851
Entered By: KNUTHS

Owner Code Special Item

Remarks: The attached listing, subject as above, is forwarded for action. Review Army participation in joint programs and prepare response to MILDEP comment: "Need a policy on how we handle and staff" NLT the suspense date.

Suspense extensions must be coordinated with SACO, SFC Gibbs-Hutcherson, 695-8476.

<u>Related Record ID</u>	<u>Originator</u>
Owner Code	Keyword
SAAL-ZAS	ARMY JOINT PROGRAMS
SAAL-ZAS	CHEMICAL DEMILITARIZATION
SAAL-ZAS	JCAIS
SAAL-ZAS	JLENSPO
SAAL-ZAS	JSLNBCRS

SACO

INTAKE A ASKER

REVIEW ARMY
PARTICIPATION IN
JINT PROGRAMS,
RESP TO LTG KERD'S
STATEMENT "NEED
A POLICY ON HOW WE
HANDLE AND STAFF

4 Dec 20

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Need to improve
on how we handle
staff

- Consider alternatives to any acquisition program that has been identified to meet military requirements by evaluating the cost, schedule, and performance criteria of the program and of the identified alternatives; and
- Ensure that the assignment of the priorities of joint military requirements conforms to and reflects resource levels projected by the Secretary of Defense through defense planning guidance.

The JROC shall be the initiation authority for Capstone Requirements Documents (CRDs). A CRD captures the overarching requirements for a mission area, forming a family-of-systems (e.g., space control, theater missile defense, etc.) or system-of-systems (e.g., national missile defense). CRDs, when required, shall guide DoD components in developing ORDs for future systems and upgrading existing systems (CJCSI 3170.01A⁴).

7.10 Joint Program Management

A joint program is any acquisition system, subsystem, component, or technology program with an acquisition strategy that includes funding by more than one DoD Component during any phase of a system's life cycle.

7.10.1 Designation

The JROC, or PSA for ACAT IA programs, shall review and validate ACAT I or ACAT IA MNSs and ORDs. They shall recommend forming joint programs based on joint potential, and recommend assignment of lead executive service to USD(AT&L)/ASD(C3I). DoD Component Heads shall also recommend forming joint programs, as appropriate. The MDA shall make the decision to establish a joint program, and designate the lead executive service, as early as possible in the acquisition process.

DoD Components shall periodically review their programs and requirements to determine the potential for cooperation. They shall structure mission needs, operational requirements, and program strategies to encourage and to provide an opportunity for multi-Component participation.

Joint programs shall include programs with a designated acquisition agent, considered the lead component, acting on behalf of one or more components, regardless of the source of the designation (i.e., mutual agreement, statute, DoD Directive, or USD(AT&L) or ASD(C3I)) decision.

7.10.2 Memorandum of Agreement (MOA)

→ An MOA shall specify the relationship and respective responsibilities of the lead executive component and the other participating components. The MOA shall address, at minimum, the following topics: system requirements, funding, manpower, and the approval process for the ORD and other program documentation.

7.10.3 Procedures

The following guidance applies to joint programs:

- The USD(AT&L)/ASD(C3I), with the advice and counsel of the military services and the JROC, shall make the decision to assign a lead executive component

for a joint program. The assignment of a lead executive component shall consider the following:

- o Demonstrated best business practices including a plan for effective, economical and efficient management of the joint program; and
- o Demonstrated DoD Component willingness to fund the core program, essential to meet joint program needs.
- The MDA shall consolidate and co-locate joint programs at the lead executive component's program office, to the maximum extent practicable.
- The CAE of a designated acquisition agent given acquisition responsibilities shall utilize the acquisition and test organizations and facilities of the military departments to the maximum extent practicable.
- • The designated lead executive component shall select a single qualified PM for the designated joint program. The selected joint PM is fully responsible and accountable for the cost, schedule, and performance of the development system.
- If the joint program is a consolidation of several programs with multiple component PMs, the joint PM retains responsibility for overall system development and integration.

A designated joint program shall have one quality assurance program, one program change control program, one integrated test program, and one set of documentation and reports (specifically: one joint program ORD, one C4ISP, one Test and Evaluation Master Plan (TEMP), one APB, etc.).

Documentation for decision points and periodic reports shall flow only through the lead executive component acquisition chain, supported by the participating components.

- The program shall use inter-Component logistics support to the maximum extent practicable, consistent with effective support to the operational forces and efficient use of DoD resources.
- The MDA shall designate a lead operational test agency (OTA) to coordinate all operational test and evaluation. The lead OTA shall produce a single operational effectiveness and suitability report for the program.

Unless statute, the MDA, or an MOA signed by all components, directs otherwise, the lead executive component shall budget for and manage the common research, development, test and evaluation funds for assigned joint programs.

Individual components shall budget for their unique requirements.

- DoD Components shall not terminate or substantially reduce participation in joint ACAT ID programs without JROC review and USD(AT&L) approval, or in joint ACAT IA programs without ASD(C3I) approval. The USD(AT&L) or ASD(C3I) may require a component to continue some or all funding, as necessary to sustain the joint program in an efficient manner, despite approving their request to terminate or reduce participation. Substantial reduction is defined as a funding or quantity decrease of 50% or more in the total funding or quantities in the latest President's Budget for that portion of the

joint program funded by the component seeking the termination or reduced participation.

7.11 International Cooperative Program Management

An international cooperative program is any acquisition system, subsystem, component, or technology program with an acquisition strategy that includes participation by one or more foreign nations, through an international agreement, during any phase of a system's life cycle.

7.11.1 Designation

MDAs shall recommend forming international cooperative programs based on the international program acquisition strategy considerations addressed in section 2.9.2. DoD Component Heads shall also recommend forming international cooperative programs, as appropriate. The MDA shall make a decision to attempt to establish an international cooperative program as early as possible in the acquisition process. DoD Components shall periodically review their programs to determine the potential for international cooperation.

7.11.2 International Agreement

The cooperative program international agreement shall, in accordance with DoDD 5530.3, specify the relationship and respective responsibilities of DoD and the participating nation(s).

7.11.3 Procedures

The following guidance applies to international cooperative programs:

- The USD(AT&L)/ASD(C3I) or the applicable DoD Component, with the advice and counsel of the military services and the JROC, shall make the decision to pursue an international cooperative program. The decision process shall consider the following:
 - Demonstrated best business practices including a plan for effective, economical and efficient management of the international cooperative program; and
 - Demonstrated DoD Component willingness to fully fund their share of international cooperative program needs.
 - The long-term interoperability and political-military benefits that may accrue from international cooperation.
- The DoD Component shall agree upon the international program's management structure and document this in the international agreement. The designated PM (U.S. or foreign) is fully responsible and accountable for the cost, schedule, and performance of the development system.
- The DoD Component shall remain responsible for preparation and approval of DoD-required documentation and reports (specifically: ORD, C4ISP, Test and Evaluation Master Plan (TEMP), APB, Delegation of Disclosure Authority Letter, (DDL), etc.).

Army Joint Programs

(* = Executive Agent Army)

PEO Air and Missile Defense/BMDO

Theater High Altitude Area Defense System (THAAD) (Army PM)

THAAD Launcher (Army PM)

THAAD BM/C3I (Army PM)

THAAD Radar (Army PM)

Medium Extended Air Defense System (MEADS) (Army PM)

PATRIOT (Army PM)

PATRIOT PAC-3 (Army PM)

Joint Tactical Ground Station (JTAGS)

PEO Command, Control, Communication Systems

Joint Tactical Information Distribution Systems/Multifunctional Information Distribution System (JTIDS/MIDS) (Army PM - Disestablish FY02)

Joint Tactical Radio System-Ground/Air (JTRS-G/A) (Army PM)

Joint Collection Management Tools (JCMT) (Army PM)

PEO Ground Combat and Support Systems

Joint Lightweight 155 MM Howitzer (JLW-155) (USMC PM)

Joint Lightweight 155MM Howitzer and Towed Artillery Digitization (JLW-155 TAD) (Army PM)

PEO Intelligence Electronic Warfare & Sensors

Ground Station Module (/GSM) (Army PM)

Joint Tactical Terminal/Common Integrated Broadcast Service Module (JTT/CIBSM) (Army PM, Disestablish FY02)

PEO Standard Army Management Information Systems

*Joint Computer Aided Acquisition and Logistics System (JCALS) (Army PM)

Transportation Coordinators-Automated Information for Movement System II (TC-AIMS II) (Army PM)

DSA AMCOM

DSA CECOM

*Mobile Electric Power (MEP) (Army PM)

Global Positioning System (GPS) (Army PM)

DSA TACOM

Light Armored Vehicles (LAV) (USMC PM)

Army Joint Programs

(* = Executive Agent Army)

Direct Reporting PMs

*Chemical Demilitarization (Chem Demil) (Army PM)

*Joint Simulation Systems (JSIMS) (Army PM)

Joint Program Office Biological Defense (JPO BIO DEF) (Army PM)

Joint Vaccine Acquisition Program (JVAP) (Army PM)

Joint Biological Point Detection Program (JBPDS) (Army PM)

Joint Program Office Joint Tactical Radio Systems (JPO JTRS)

(USAF PM, transfers to Army PM FY02)

Space & Missile Defense Command (SMDC)

*Joint Land Attack Cruise Missile Defense Elevated Netted Sensor System Project Office (JLENSPO) (Army PM)

Ballistic Missile Targets Joint Project Office (JBMT) (Army PM)

Aviation and Missile Command (AMCOM)

Unmanned Ground Vehicles (UGV) (USMC PM)

Nuclear, Biological and Chemical Programs

*Joint Service Lightweight NBC Reconnaissance System (JSLNBCRS)

*Joint Service Lightweight Standoff Chemical Agent Detector (JSLSCAD)

Joint Warning and Reporting Network (JWARN) (USMC Lead)

Joint Chemical Agent Detector (JCAD) (USAF Lead)

Joint Service Lightweight Integrated Suit Technology (JSLIST) (USMC Lead)

Ballistic Missile Defense Organization (BMDO)

National Missile Defense Joint Program Office (NMD JPO) (Army PM)

NMD In-Flight Interceptor Communications System/Communications (IFICS/COMM)
(Army PM)

NMD Ground Based Interceptor (NMD GBI) (Army PM)

(EKV) (Army PM)

NMD X-Band Radar (Army PM)

NMD Ground Based Radar-Prototype (NMD GBR-P) (Army PM)

MISC

Joint Transport Rotocraft (JTR) (S&T)

Joint Airborne SIGINT Architecture (JASA)