

www.dau.edu



Foundational Learning



Workflow Learning



Performance Learning

T.R. "Randy" Pilling

Center Director

Acquisition & Program Management

Randy.Pilling@dau.edu

Revised 19 Mar 2020 to Include
MTA Policy for T&E (DOT&E)
and Cost Analysis (DCAPE)



DoDI 5000.80, Operation of the Middle Tier of Acquisition (MTA)



DoDI 5000.80, *Operation of the Middle Tier of Acquisition (MTA)*

USD(A&S) Dec 30, 2019

Topics

- **Summary of Major Provisions**
- **NDAA 2016, Section 804, Middle Tier of Acquisition (MTA)**
- **Adaptive Acquisition Framework & MTA Pathway**
- **Terms and Definitions**
- **Rapid Prototyping & Rapid Fielding**
- **Responsibilities**
- **Rapid Prototyping Procedures**
- **Rapid Fielding Procedures**
- **Implementation**
- **Governance**
- **MTA Policy – Director of Cost Assessment & Program Evaluation (CAPE), and Director, Operational Test & Evaluation (DOT&E)**

Pre-Existing MTA Programs.

MTA programs designated prior to the effective date of DoDI 5000.80 (Dec 30, 2019) will maintain their MTA program start date of funds first obligated. No later than 60 calendar days after the effective date, pre-existing MTA programs will comply with DoDI 5000.80, to include documentation deliverables.



DoDI 5000.80, *Operation of the Middle Tier of Acquisition (MTA)*

USD(A&S) Dec 30, 2019

Contents of DoDI 5000.80, Summary

- **Implements the Middle Tier of Acquisition (MTA)**
- **Designates Responsibilities for:**
 - **Under Secretary of Defense (Acquisition and Sustainment) (USD(A&S))**
 - **Under Secretary of Defense (Research and Engineering) (USD(R&E))**
 - **Under Secretary of Defense (Comptroller)/Chief Financial Officer) (USD(C)/CFO)**
 - **Director, Operational Test and Evaluation (DOT&E)**
 - **Director of Cost Assessment and Program Evaluation (DCAPE)**
 - **DoD and Component Heads with MTA Programs**
 - **Vice Chairman, Joint Chiefs of Staff (VJCS)**
- **Describes Procedures for Rapid Prototyping**
- **Describes Procedures for Rapid Fielding**
- **Identifies Entrance Criteria Documentation Deliverables**
- **Describes Governance**
- **Identifies Program Completion Documentation Requirements**



DoDI 5000.80, *Operation of the Middle Tier of Acquisition (MTA)* USD(A&S) Dec 30, 2019

Implements Section 804 of NDAA 2016, Middle Tier of Acquisition, and the Adaptive Acquisition Framework's Middle Tier of Acquisition Pathway

2016 NDAA; Section 804 (Middle Tier of Acquisition)

- Acquisition programs intended to be completed in a period of 2-5 years
- Acquisition Pathways:
 - **Rapid Prototyping** – **Innovative technologies** to rapidly develop fieldable prototypes, demonstrate new capabilities and meet emerging needs; demonstrated in an operational environment and **provide residual capability within 5 years.**
 - **Rapid Fielding** – **Proven technologies** to field new or upgraded systems with minimal development; **begin production within 6 months and complete fielding within 5 years of an approved requirement.**
- **Not subject to CJCSI 5123.01H, *Charter of the JROC and Implementation of JCIDS*, or DoDD 5000.01, *The Defense Acquisition System***
- **Not exempt from statutory requirements, unless waived**

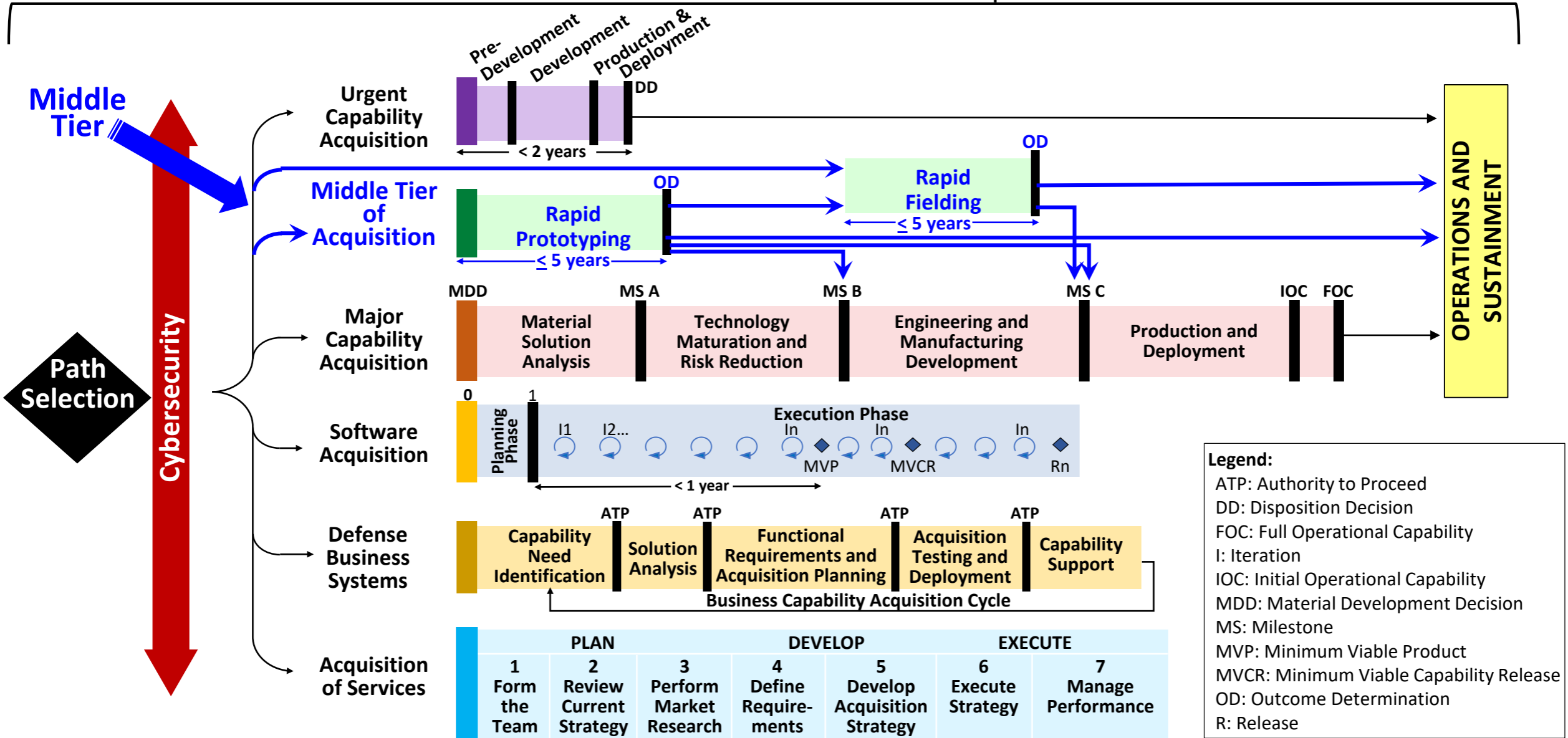
Adaptive Acquisition Framework

Tenets of the Defense Acquisition System

1. Simplify Acquisition Policy
2. Tailor Acquisition Approaches
3. Empower Program Managers
4. Data Driven Analysis
5. Active Risk Management
6. Emphasize Sustainment

DoDD 5000.01: *The Defense Acquisition System*

DoDI 5000.02: *Operation of the Adaptive Acquisition Framework*





The Middle Tier of Acquisition (MTA) Pathway

- The MTA pathway is intended to fill a gap in the Defense Acquisition System (DAS) for those capabilities that have a level of maturity to allow them to be rapidly prototyped within an acquisition program or fielded within 5 years of program start
- Components will develop a streamlined process that results in a succinct requirement document no later than 6 months from the time the operational needs process is initiated
 - Approval authorities for each capability requirement will be delegated to a level that promotes rapid action
- MTA programs may not be planned to exceed 5 years to completion and, in execution, will not exceed 5 years after MTA program start without Defense Acquisition Executive (DAE) waiver
- **Programs exceeding the MDAP dollar thresholds require written approval from USD(A&S) prior to using the MTA pathway**

MTA Companion Guide: Additional information will be available to expand upon the MTA Rapid Fielding policy established in this issuance at the Adaptive Acquisition Framework page on the Defense Acquisition University Website at: <https://aida.mitre.org/aaf/> (not yet operational). Note: current website, <https://www.dau.edu/aaf/> – still reflects prior policy.



MTA Related Terms Used in DoDI 5000.80

- **MTA program completion date.** The date of an outcome determination ADM signed by the Decision Authority (DA) stating that the rapid prototyping program has transitioned to an existing acquisition program, transitioned to a new acquisition program, transitioned to a different acquisition pathway, has residual operational capability sustained in the field, transitioned to rapid fielding, or terminated. For rapid fielding programs, the date of an outcome determination ADM stating that the minimum fielding plan criteria approved by the DA, have been met.
- **MTA program production start.** The date of funds first obligated to perform production activities.
- **MTA program start date.** The date an ADM is signed by the DA initiating the effort as an MTA rapid prototyping or MTA rapid fielding program, consistent with this issuance.
- **Operational environment.** A set of operational conditions, selected by the users in coordination with the appropriate independent operational testing agency that are representative of the desired spectrum of operational employments.
- **Prototype.** A model built to evaluate and inform its feasibility or usefulness. Non-physical models are acceptable if the non-physical model is the residual operational capability to be fielded.
- **Residual operational capability.** For rapid prototyping programs, residual operational capability will be considered any military utility for an operational user that can be fielded.



Rapid Prototyping & Rapid Fielding

- **Rapid Prototyping**

- **Provides for use of innovative technologies to rapidly develop fieldable prototypes** to demonstrate new capabilities and meet emerging military needs
- The objective of an acquisition program under this path will be to field a prototype meeting defined requirements that can be demonstrated in an operational environment and provide for a residual operational capability within 5 years of the MTA program start date
- Virtual prototyping models are acceptable if they result in a fieldable residual operational capability

- **Rapid Fielding**

- **Provides for use of proven technologies to field production quantities of new or upgraded systems with minimal development** required
- The objective of an acquisition program under this path will be to **begin production within 6 months** and **complete fielding within 5 years** of the MTA program start date
- Production start date will not exceed 6 months after MTA program start date without DAE waiver



OSD/Joint Staff Responsibilities

- **Under Secretary of Defense for Acquisition and Sustainment (USD(A&S)):**
 - Establishes policy and guidance for the MTA pathway
 - Determines when a program is not appropriate for the MTA pathway
 - Advises the DA's on their MTA programs
 - Advises DoD Components and makes recommendations to the SECDEF on use of rapid acquisition authority
 - Responsible for prototyping activities within the MTA pathway
 - Chairs MTA Advisory Board
- **Under Secretary of Defense for Research and Engineering (USD(R&E)):**
 - Consults with USD(A&S) on policies and guidance for the MTA pathway
 - Advises USD(A&S) on MTA program technologies, program protection, developmental testing, program risks, and other areas as appropriate
 - Advises USD(A&S) on MTA program performance and execution metrics.
 - Manages DoD rapid prototyping fund (*PE 0604331D8Z; not identified in DoDI 5000.81*).
 - Advises DoD Components on program planning that anticipates evolution of capabilities to meet changing threats, technology insertion, and interoperability
 - Member MTA Advisory Board



OSD/Joint Staff Responsibilities, continued..

- **Under Secretary of Defense (Comptroller)/Chief Financial Officer (USD(C)/CFO):**
 - Consults with USD(A&S) on policies and guidance for the MTA pathway
 - Reviews and advises on funding for MTA programs
 - Member MTA Advisory Board
- **Director, Operational Test and Evaluation (DOT&E):**
 - Advises USD(A&S) and DoD Components and monitors planning and execution of MTA program operational demonstrations
 - Selects MTA programs for DOT&E operational and/or live fire test and evaluation oversight
 - Reviews and coordinates tailored test strategies for operational demonstration plans and assessments for MTA programs designated for DOT&E oversight
 - Establishes operational demonstration planning and assessment guidelines for MTA programs.
 - Member MTA Advisory Board

For MTA programs selected for DOT&E Oversight, the Test Strategy must be reviewed and approved by DOT&E. See DOT&E Memo, [*Operational and Live-Fire Test and Evaluation Planning Guidelines for Middle Tier of Acquisition Programs, Oct 24, 2019*](#) (Unclas/FOUO)



OSD/Joint Staff Responsibilities, continued..

- **Director, Cost Assessment and Program Evaluation (DCAPE):**
 - Advises USD(A&S) on schedule, resource allocation, affordability, systems analysis, cost estimation and the performance implications of proposed MTA programs
 - Establishes policies and prescribes procedures for collection of cost data and cost estimates for MTA programs
 - Member MTA Advisory Board
- **Vice Chairman of the Joint Chiefs of Staff (VCJCS):**
 - Consults with USD(A&S) as appropriate on policies and guidance for the MTA pathway
 - Maintains a library of MTA requirement documents available to DoD Components
 - Advises DoD Components on interoperability across the joint force, cybersecurity of military networks, and alignment with future warfighting concepts
 - Member MTA Advisory Board



Component Responsibilities

- **Component Acquisition Executives (CAEs) will designate a Program Manager (PM) and a Product Support Manager (PSM) for each program**
- **CAEs will serve as the Decision Authority (DA) for MTA programs, unless delegated by the CAEs**
- PMs develop acquisition strategies, execute approved program plans, field capabilities, and report program status to the DA. **PMs will:**
 - **Employ an innovative and disciplined approach and will seek appropriate alternatives to regulatory requirements** that increase burden without adding value to their programs
 - **“Tailor-in” reviews, assessments, and relevant documentation** that results in an acquisition strategy customized to the unique characteristics and risk of their program
 - **Ensure risks are identified and reduced**
 - **Comply with statutory requirements unless waived**
 - **With support of the PSM, develop and implement sustainment programs that address each of the integrated product support elements** to deliver affordable readiness

DoD Components must develop procedures for rapid prototyping programs that include:

- **Operational Needs**
- **Acquisition and Funding Strategies**
- **Demonstrating and Evaluating Performance**
- **Transitioning to New or Existing Acquisition Programs**

Details on next two charts



Rapid Prototyping Procedures – Described

- **Components Will Develop:**
 - **For Operational Needs.**
 - **A merit-based process** for the consideration of products and proven technologies **to meet needs communicated by the Joint Chiefs of Staff and Combatant Commanders**
 - This process will result in an **approved requirement and a signed acquisition decision memorandum (ADM)**, that validates rationale for using MTA, and identifies the full funding required
 - **For Acquisition and Funding Strategies.**
 - **A process to implement acquisition and full funding strategies**
 - **This process will result in an acquisition strategy, which includes production and schedule risks, and a cost estimate**



Rapid Prototyping Procedures – Described, continued..

- **Components will develop:**
 - **For Demonstrating and Evaluating Performance.**
 - **A process for demonstrating performance** and evaluating for current operational purposes the proposed products and technologies
 - This process will result in a **test strategy** or **assessment of test results** that documents the evaluation of the demonstrated operational performance, to include validation of required cybersecurity and interoperability as applicable
 - Programs on the DOT&E oversight list will follow applicable procedures
 - **For Transitioning Rapid Prototyping Programs.**
 - **A process for transitioning successful prototypes to new or existing acquisition programs for production, fielding, and operations and sustainment under the rapid fielding pathway or other acquisition pathway**
 - **This process will result in a transition plan, included in the acquisition strategy, which provides a timeline for completion within 2 years of all necessary documentation required for transition, as determined by the DA, after MTA program start**



Rapid Fielding Procedures

DoD Components must develop procedures for rapid fielding programs than include:

- **Operational Needs**
- **Demonstrating and Evaluating Performance**
- **Acquisition and Funding Strategies**
- **Lifecycle Cost, Logistics Support, and Interoperability**
- **Reducing Total Ownership Cost**
- **Transitioning Rapid Fielding Programs**

Details on next three charts



Rapid Fielding Procedures - Described

- **Components will develop:**
 - **For Operational Needs**
 - **A merit-based process** for the consideration of existing **products and proven technologies to meet needs communicated by the Joint Chiefs of Staff and the Combatant Commanders**
 - This process will result in an **approved requirement and a signed ADM**, with minimum fielding plan criteria, identifying the full funding required
 - **For Demonstrating and Evaluating Performance**
 - **A process for demonstrating performance and evaluating for current operational purposes the proposed products and technologies**
 - **This process will result in a test strategy or an assessment of test results** that documents the evaluation of the demonstrated operational performance, to include validation of required cybersecurity and interoperability as applicable
 - Programs on the DOT&E oversight list will follow applicable procedures



Rapid Fielding Procedures – Described, continued..

- **Components will develop:**
 - **For Acquisition and Funding Strategies.**
 - An **acquisition strategy, which includes security, schedule and production risks, and a cost estimate.**
 - **For Lifecycle Cost, Logistics Support, and Interoperability.**
 - **A process for considering lifecycle costs and address issues of**
 - Logistics support and training
 - System, joint, and coalition interoperability
 - Planning for cooperative opportunities, to include foreign sales
 - This process will result in a **tailored lifecycle sustainment plan**



Rapid Fielding Procedures – Described, continued..

- **Components will develop:**
 - **For Reducing Total Ownership Cost.**
 - A process for identifying and exploiting opportunities to **use the rapid fielding pathway to reduce total ownership costs.**
 - This process **will result in a tailored lifecycle sustainment plan** that considers the integrated product support elements.
 - **For Transitioning Rapid Fielding Programs.**
 - **A process for transitioning successful programs to operations and sustainment.**
 - This process will result in a **transition plan**, included in the acquisition strategy, which provides a timeline for completion within 2 years of all necessary documentation required for transition, as determined by the DA, after MTA program start.



Implementation – MTA Entrance Criteria

Rapid Prototyping Programs (adaption of Table 1, DoDI 5000.80)

MTA Entrance Documentation Required for Rapid Prototyping Programs

Major System	Non-Major System
<ul style="list-style-type: none">• ADM signed by the DA• Approved Requirement posted to Joint Staff's Knowledge Management/ Decision Support System (KM/DS) <i>SIPRNET</i> - https://jrockmdsbpm.js.smil.mil• Acquisition Strategy<ul style="list-style-type: none">– Security, Schedule & Technical Risks– Test Strategy or Assessment of Test Results– Transition Plan• Cost Estimate	<ul style="list-style-type: none">• ADM signed by the DA

- **Major System**. Total expenditures for research, development, test, and evaluation are estimated to be more than \$115 million (FY 1990 constant dollars); or the eventual total expenditure for procurement is estimated to be more than \$540 million (FY 1990 constant dollars). *10 USC 2302d*
- **Non-Major System** (equal to or below Major System thresholds)



Implementation – MTA Entrance Criteria

Rapid Fielding Programs (adaption of Table 1, DoDI 5000.80)

MTA Entrance Documentation Required for Rapid Fielding Programs

Major System	Non-Major System
<ul style="list-style-type: none">• ADM signed by the DA• Approved Requirement posted to Joint Staff's Knowledge Management/ Decision Support System (KM/DS) <i>SIPRNET</i> - https://jrockmdsbpm.js.smil.mil• Acquisition Strategy<ul style="list-style-type: none">– Security, Schedule & Production Risks– Test Strategy or Assessment of Test Results– Transition Plan• Cost Estimate• Life Cycle Sustainment Plan	<ul style="list-style-type: none">• ADM signed by the DA

- **Major System**. Total expenditures for research, development, test, and evaluation are estimated to be more than \$115 million (FY 1990 constant dollars); or the eventual total expenditure for procurement is estimated to be more than \$540 million (FY 1990 constant dollars). *10 USC 2302d*
- **Non-Major System** (equal to or below Major System thresholds)



Posting Documents to the Defense Acquisition Visibility Environment (DAVE)

- For MTA programs expected to exceed major system thresholds, CAEs will ensure the entrance documentation (previous charts, and Table 1, DoDI 5000.80), is available via DAVE (<https://dave.acq.osd.mil>) at the time of the President's budget submission.
 - Full funding plans (to include year of execution), will be reflected in the documentation, consistent with the cost estimate.
- Documentation for non-major systems will be made available via DAVE interfaces at least 10 workdays prior to the desired obligation of funds to a performing activity.



Program Identification Data (PID)

- In addition to the required entrance documentation (previous charts, and Table 1, DoDI 5000.80), CAEs will ensure availability of the program identification data (PID) via DAVE interfaces.
- A description of PID requirements and connection to the submission portal, see the MTA pathway at the Adaptive Acquisition Framework page on the Defense Acquisition University Website at: <https://www.dau.edu/aaf/> (new site under construction by DAU and MITRE)
- CAEs will submit updated PID via DAVE interfaces with the President's Budget and Program Objective Memorandum (POM) submissions to OSD.



MTA Program Completion Requirements

No later than 60 calendar days after the MTA program completion date, CAEs will submit the following documentation via DAVE interfaces:

- Outcome determination ADM signed by the DA.
- An assessment of test results.
- Final PID capturing updated entries, to include the outcome, sustainment, and final budget of the MTA program.



MTA Program Governance

- **Advisory Board. Assesses the use of MTA authority** when a request is made by a CAE **for a program that exceeds the MDAP threshold** to use the MTA pathway
 - USD(A&S), chair
 - Members:
 - CAEs,
 - VCJCS
 - USD(R&E)
 - DCAPE,
 - DOT&E
 - USD(C)/CFO, and
 - others as requested by the USD(A&S)

In the event of a USD(A&S) decision that a program is not appropriate for the MTA pathway, the USD(A&S) will direct the program to use an alternate acquisition pathway



Director, Cost Assessment & Program Evaluation (DCAPE) MTA Policy

- **Rapid Prototyping (RP) Programs.**

- CAPE will conduct an estimate of life cycle costs for RP programs likely to exceed ACAT I threshold.
 - CAPE may delegate authority for conduct of the cost estimate to the Service Cost Agency (SCA)
- Estimates for RP programs that do not exceed ACAT I threshold must be conducted IAW guidance issued by the Service Cost Agency (SCA)

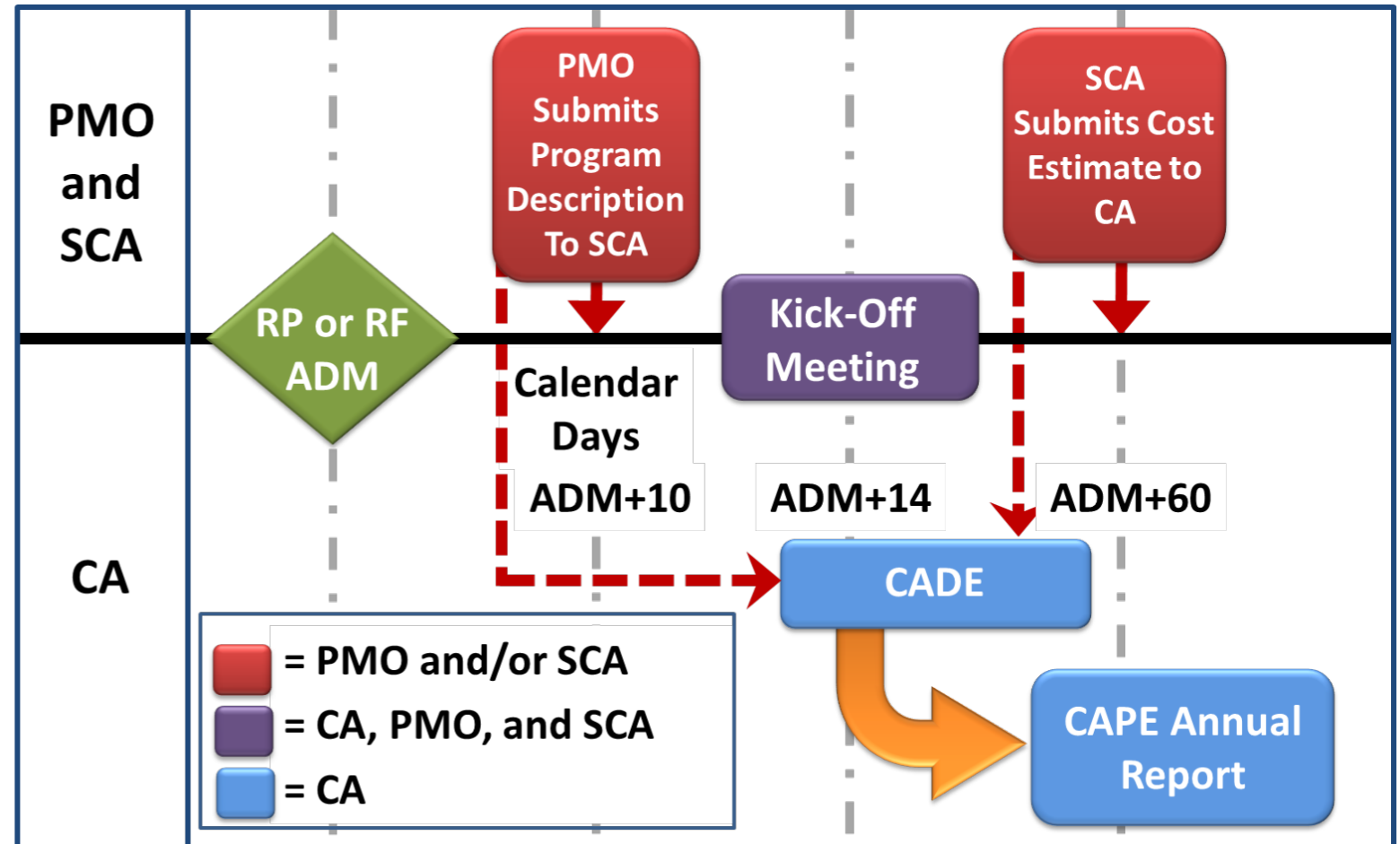
- **Rapid Fielding (RF) Programs.**

- CAPE will conduct an estimate of life cycle costs for RF programs likely to exceed ACAT I or ACAT II thresholds
 - CAPE may delegate the authority for conduct of the cost estimate to the SCA
- DoD Components must conduct life cycle cost estimates for RF programs that do not exceed the ACAT II threshold IAW guidance issued by the SCA



Timeline for Preparation of Rapid Prototyping & Rapid Fielding Cost Estimates

- PMO submits comprehensive program description to SCA, no later than 10 days after ADM is signed. PMO may submit a Cost Analysis Requirements Description (CARD); however, a CARD is not required.
- No later than 14 days after ADM is signed, director of SCA will meet with CAPE Deputy Director for Cost Assessment (DDCA). DDCA determines if CA prepares life-cycle cost estimate or responsibility delegated to SCA.
- Estimate of life-cycle costs should be completed no later than 60 days after ADM is signed. Summary of final cost estimate must be documented in memo signed by SCA Director or DDCA, as relevant, with copies delivered to relevant acquisition executive, PM, MTA governance board, and CAPE.



SCA – Service Cost Agency or Defense Agency equivalent
CA – Office of Cost Assessment, CAPE
CADE – Cost Assessment Data Enterprise

RP – Rapid Prototyping
RF – Rapid Fielding

Adapted from Figure 7, DoDI 5000.73



Director, Operational Test & Evaluation (DOT&E) MTA Policy

- **MTA programs are subject to DOT&E Oversight and other requirements, including:**
 - Live-Fire Test & Evaluation requirements in 10 USC 2366
 - Initial Operational T&E (IOT&E) requirements in 10 USC 2399
 - Low Rate Initial Production (LRIP) Quantity limits described in 10 USC 2400
 - Cybersecurity test requirements described in April 3, 2018 DOT&E memorandum "[Procedures for Operational Test and Evaluation of Cybersecurity in Acquisition Programs.](#)"
- **DOT&E will determine whether to oversee an MTA program** according to standards set in the July 13, 2018 DOT&E memorandum "[Designation of Programs for Director, Operational Test and Evaluation Oversight](#)"
 - **MTA programs selected for DOT&E Oversight must submit their Test Strategy, to include plans for operational testing and operational demos to DOT&E for approval**



Links to Other MTA Program Policy

(will be updated as DoDI 5000.80 is implemented)

- **Army**

- [Middle-Tier Acquisition Policy, 25 Sep 2018](#)
- [Policy Directive for T&E of MTA Programs, 29 Feb 2019](#)
- [Army Futures Command Abbreviated Capability Development Document, 7 Jun 2019](#)

- **Navy**

- [Middle Tier Acquisition and Acquisition Agility Guidance, 24 April 2018](#)
- [Middle Tier Acquisition and Acquisition Agility Interim Guidance Update, 10 Jan 2019](#)

- **Air Force**

- [Air Force Cost Assessments Supporting MTA Programs, 5 Mar, 2019](#)
- [Air Force Guidance Memorandum for Rapid Acquisition Activities, 27 Jun 2019](#)
- [Air Force Procedures: MTA Requirements Validation Process, 9 May 2019](#)

- **Special Operations Command:**

- [Middle Tier Acquisition Authorities and Guidance, 1 Aug 2018](#)
- [Procedure for Validation of Directed Requirement in Support of Middle Tier Acquisitions, 9 Aug 2018](#)

- **Director, CAPE:** [DoDI 5000.73, Cost Analysis Guide and Procedures, Mar 13, 2020](#)

- **Director, OT&E:** [Operational and Live-Fire Test and Evaluation Planning Guidelines for Middle Tier of Acquisition Programs, Oct 24, 2019](#) – **FOUO (requires CAC to access)**