



Guidance for the Implementation of Section 1072 – Business Process Reengineering

Version History

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1. Overview

1.1. Background and Statutory Requirements

Section 1072 of the National Defense Authorization Act (NDAA) for Fiscal Year 2010¹ introduced new requirements into the Department's investment review process stipulating defense business system modernizations may not be certified to obligate funds in excess of \$1 million without a determination having been made on whether or not appropriate Business Process Reengineering (BPR) had been completed. Section 1072 integrated this requirement into the Department's Investment Review Board (IRB) and Defense Business System Management Committee (DBSMC) governance framework and required BPR determinations be made by the Department of Defense (DoD) Deputy Chief Management Officer (DCMO) or one of the Military Department Chief Management Officers (CMO) depending on which Component's business processes the defense business system modernization supports.

Conducting appropriate BPR throughout a defense business system's acquisition or modernization lifecycle, starting upfront and early, is critical to improving the performance of our defense business systems. The BPR assessment process outlined in this guidance is an important step toward ensuring our programs are given the greatest chance of success and are fielded in a quickly and consistent with industry best practices. Conducting appropriate BPR will also help the Department rationalize its defense business systems portfolio, improve its use of performance management, control scope changes, and reduce the cost of fielding business capability.

While, the Clinger-Cohen Act (CCA), formally the Information Technology Management Reform Act of 1996, has included a BPR-like requirement for some time, Section 1072 placed a renewed emphasis on BPR and integrated it into the IRB and DBSMC governance framework. Going forward, the DoD CIO will use the BPR determinations made in compliance with this guidance for the purpose of its own CCA BPR determinations. More information can be found in Chapter 4.3 of this guidance.

To comply with Section 1072, on February 12, 2010, the Department issued a memo, "Implementation of Section 1072 of the Fiscal Year (FY) 2010 National Defense Authorization Act (NDAA) - Business Process Reengineering (BPR)," and an interim BPR Assessment Form, to be completed by the Functional Sponsor and Program Manager. Clarifying guidance, detailing the interim assessment process was issued on April 1, 2010. Compliance with this interim guidance was mandatory for defense business system modernizations coming to the IRBs beginning in June 2010.

1.2. Purpose, Scope and Audience

The purpose of this document is to provide long-term guidance to Functional Sponsors, Program Managers, non-Military Department Pre-Certification Authorities (PCA), Military Department CMOs and the IRBs on implementation of Section 1072.

Compliance with this guidance is required for all defense business system modernization certifications and recertifications in accordance with 10 U.S.C. 2222.² As defense business systems

¹ Public Law 111-84

² In some cases, IRB actions are labeled as decertifications if the defense business system is asking the IRB and DBSMC to both certify and decertify funds but the dollar value of the decertification exceeds the dollar value of the certification.

progress through their development or modernization efforts and return to the IRBs more than once, the BPR assessment process will seek to avoid redundancy with previous reviews. More information can be found in Chapter 3.

This document supersedes the memorandum and interim assessment form issued on February 12, 2010 and interim guidance issued on April 1, 2010.

1.3. Effective Date

This guidance is effective July 1, 2011. This document will be reviewed annually.

2. DoD Approach to Business Process Reengineering

The Department developed this long-term guidance to implement a useful and tailored approach to BPR incorporating industry and Defense best practices and lessons learned from use of the interim guidance. The Department also sought to align its BPR approach with other, existing oversight processes. Based on this work, and for the purpose of this guidance, the Department defined BPR as a “logical methodology for assessing process weaknesses, identifying gaps, and implementing opportunities to streamline and improve these processes to create a solid foundation for success in changes to the full spectrum of operations.”

While the Department is not mandating a specific BPR methodology, within the context of defense business systems, the Department identified a number of key tenets of BPR that programs must be able to demonstrate adherence to as part of the assessment process. For the purpose of this guidance and associated BPR reviews, “appropriate BPR” consists of:

- Outlining a clear and reasonable problem statement
- Demonstrating alignment between the investment and broader Departmental, Component and/or Service goals
- Completing analysis of the as-is environment in sufficient detail to illuminate the problem statement and root causes and justify the need for a particular materiel investment
- Considering and implementing changes across the full spectrum of operations or DOTMLPF³, in addition to developing a materiel solution
- Completing analysis of the to-be environment in sufficient detail to be translated into clear requirements linked to the selected materiel solution’s capabilities. This analysis must illustrate the investment’s underlying business processes are as streamlined and efficient as possible
- Eliminating or reducing unique requirements and associated Reports, Interfaces, Conversions, Extensions (RICE) objects in Commercial-Off-the-Shelf (COTS)/Government-Off-the-Shelf (GOTS) implementations to the greatest extent possible through appropriate use of Analysis of Alternatives and Fit-Gap analysis
- Eliminating or reducing unique interfaces to the greatest extent possible and designing necessary information exchanges logically and efficiently

Compliance with this guidance is required in these cases, because they include a certification or recertification component.

³ *Doctrine, Organization, Training, Materiel, Leadership and education, Personnel and Facilities (DOTMLPF)*

- Identifying appropriate outcome-based business performance measures that are consistent and linked to intended benefits of investment
- Designing a reasonable implementation/change management approach
- Detailing actual results vs. targets

To ensure compliance with the key tenets above, the BPR assessment process will utilize both a specific questionnaire (the BPR Assessment Form) and supplemental objective evidence to demonstrate a program's BPR. The BPR Assessment Form, provided at Appendix A, asks a series of questions addressing each of the key tenets. Additionally, each program should supplement their answers to the BPR Assessment Form with existing program documentation to serve as objective evidence. Examples of objective evidence may include, but are not be limited to:

- Architectural diagrams (e.g., OV-5, OV-6c, SV-1, SV-8, etc.)
- Other as-is and to-be process maps or analysis at a level sufficient to demonstrate the business problem the program is trying to address
- Business Capability Lifecycle Problem Statement or Business Case Documents
- DoD or Component Strategic Plans
- Baseline Performance Information
- DOTMLPF Analysis
- Business Case Analysis
- Requirements List
- RICE Object List and Level of Effort Analysis
- Governance or Configuration Control Board Documentation
- Analysis of Alternatives⁴
- Fit-Gap Analysis
- Interface Documentation
- Data Standards Documentation
- Implementation and Training Plans

Providing clear and comprehensive answers on the BPR Assessment Form and augmenting answers with relevant objective evidence will enable the BPR Assessment Review Teams to more efficiently determine BPR compliance. When objective evidence is provided, it should be referenced in the BPR Assessment Form, it should be clear what assertion the objective evidence is being used to support and it should be clear what part of the objective evidence is relevant to the assertion (particularly in the case of longer program documents of which only a certain section might be relevant).

By utilizing the BPR key tenets outlined above, the Department will ensure enabling technologies are developed based on well-defined requirements and that they start with a clear business need and position the program for successful implementation.

⁴ For Major Automated Information Systems, the Analysis of Alternatives is developed pursuant to Study Guidance developed by the Director, Cost Assessment and Program Evaluation.

3. Process

Implementation of Section 1072 has been integrally tied to the IRB/DBSMC process. As part of that process, each program coming into the IRB/DBSMC is required to submit a “certification package” including a Military Department CMO/PCA memorandum, a system dashboard, certain architectural diagrams, etc. These documents are required to be submitted prior to the IRB/DBSMC considering a program’s certification or recertification request. As part of the implementation of Section 1072, the BPR Assessment Form, Appendix A, is now also part of this required documentation. Failure to include the BPR Assessment Form as part of the program’s “certification package” will prevent a program’s certification or recertification request from being considered.

Subsequent paragraphs provide a description of the BPR Assessment process (including how to complete and submit the BPR Assessment Form) as well as the BPR Assessment Form review, issue resolution and approval processes. Please note while all programs will complete the same BPR Assessment Form and be held to the same rigorous BPR standards, the BPR Assessment process for defense business systems supporting business processes of one of the Military Departments is statutorily somewhat different than the BPR Assessment process for defense business systems supporting business processes of one of the non-Military Department Components.

3.1. Completing the BPR Assessment Form and Objective Evidence

The BPR Assessment Form, for all programs, should be accessed at the following link:
www.dcmo.defense.gov/bpr.html.

Each program should supplement answers to the BPR Assessment Form with objective evidence produced through their BPR or acquisition processes. Examples of objective evidence are provided in Section 2.1 of this guidance.

Because BPR looks at underlying business processes associated with any potential materiel solution, it is important that completion of the BPR Assessment Form be a joint effort between the Functional Sponsor and Program Manager. Responsibility for BPR will, in many cases, primarily fall to the Functional Sponsor because the BPR process should have started prior to the decision that a materiel solution was needed and a Program Manager assigned. When completing the BPR Assessment Form, the following best practices should be considered:

- Answers on the BPR Assessment Form should provide necessary context and background to be understood by individuals who are not familiar with the specifics of a particular program or functional area. Acronyms should be spelled out.
- Responses on the BPR Assessment Form should answer all parts of each question. Some questions require a multi-part answer and they will not be considered complete if all parts are not answered.
- If a program is conducting a modernization on an existing defense business system, the BPR activities described in the BPR Assessment Form should be related to the specific modernization occurring. However, the necessary context and background about the overall defense business system should be provided to make the modernization effort and its associated BPR activities easily understood.
- Programs in the beginning stages of their development or modernization lifecycles that have not completed all of the key BPR tenets described in Chapter 2 should fully explain, in the

relevant BPR Assessment Form questions, why specific BPR tenets have yet to be completed and plans to complete them. The Assessment process will be sensitive and responsive to these situations, but it is important for programs to be able to demonstrate they have begun BPR upfront and early in their lifecycle and have plans to complete the remaining tenets of BPR.

- Programs that, due to their particular circumstances, do not believe it is appropriate for them to conduct certain aspects of BPR, must fully explain their rationale for such a conclusion in the relevant questions of the BPR Assessment Form. While the Department's presumption is that BPR should be conducted for all programs, there may be isolated exceptions and the Assessment process will be sensitive and responsive to these situations.
- As programs progress through their development or modernization efforts and return to the IRBs more than once, the BPR Assessment process will seek to avoid redundancy with previous reviews. If a program, using the BPR Assessment Form at Appendix A, has previously been determined to have undertaken appropriate BPR efforts, the program may use the previous BPR Assessment Form as the basis for their next submission. However, the BPR Assessment Form should be updated to reflect any issues raised and resolved since the previous assessment and any new developments that occurred between the time of the prior determination and the current request. Specific certification or recertification request information should also be updated.
- All documentation submitted as objective evidence should be clearly labeled. Answers on the BPR Assessment Form should clearly specify which part of the objective evidence directly supports any assertions.

3.2. Submitting the BPR Assessment Form and Objective Evidence

Once the Functional Sponsor and Program Manager complete the BPR Assessment Form as described above, the form and objective evidence should be saved and submitted as part of the IRB/DBSMC certification or recertification package, utilizing normal submittal procedures. Additional information regarding the overall IRB process can be found at www.bta.mil/products/irb.html.

3.3. Reviewing and Approving the BPR Submission

As noted above, while all programs will complete the same BPR Assessment Form and held to the same rigorous BPR standards, the BPR Assessment process for defense business systems supporting business processes of one of the Military Departments is somewhat different than the BPR Assessment process for defense business systems supporting business processes of one of the non-Military Department Components.

3.3.1. Non-Military Department Programs

For non-Military Department programs and programs supporting business processes of more than one Military Department or Defense Agency, the DoD DCMO is responsible for evaluating each BPR Assessment Form and objective evidence package. This review takes place subsequent to the Component submitting their IRB/DBSMC certification package but prior to the IRB meeting itself. Cross-functional, matrixed BPR Assessment Review Teams have been formed to support this review process. Each team is comprised of BPR, functional and IRB process experts from multiple organizations. If the team has questions during its initial review of the BPR submission, it will document those questions in the form of an Issue Paper and return it to the Component for resolution. If the BPR Assessment Review Team believes additional pieces of objective evidence are

required, it will request them at this time. Upon completion of their review, the Team will recommend one of the following BPR determinations to the DoD DCMO:

- Pass: Fully compliant
- Pass: With conditions
- Pass: With a waiver due to extraordinary circumstances
- Fail

A process map depicting this process is included as Appendix B.

Upon receipt of the BPR Assessment Review Team's recommendation, the DoD DCMO will determine the sufficiency of the program's BPR effort. If the DCMO finds that BPR efforts were insufficient, the certification or recertification will not proceed to the IRB/DBSMC. If the DCMO makes a determination that appropriate BPR was conducted, but levies one or more conditions on a program, those conditions will be documented and tracked through the same process that other IRB conditions are tracked. The DCMO's determination will be communicated to the IRBs through memorandum.

3.3.2. Military Department Programs

For Military Department programs, the Military Department CMO of the respective Military Department is responsible for evaluating each BPR Assessment Form and objective evidence package. Therefore, specific elements of their review processes may vary between Military Departments. The review by the Military Department CMO takes place prior to submitting the program's IRB/DBSMC certification package to the IRB. Despite utilizing this system of tiered accountability, each Military Department will follow this guidance, utilize the BPR Assessment Form at Appendix A, and maintain at least the same level of rigor in the review process as the DCMO.

Upon receipt of the BPR Assessment Form and objective evidence package, the respective Military Department CMO will determine the sufficiency of the BPR effort. If the CMO of the respective Military Department finds that BPR efforts were insufficient, the certification request will not be submitted into the IRB/DBSMC process. If the Military Department CMO makes a determination that sufficient BPR was conducted, but levies one or more conditions on a program, those conditions should be communicated through the CMO Determination Memo to the IRB.

The DBSMC and the Under Secretaries of Defense, serving as Certification Authorities in their respective business areas, retain the authority to review all aspects of a defense business system as required to make a certification decision. The DCMO, or individual IRBs in conjunction with the DCMO, may also perform reviews of select Military Department BPR determinations to ensure the appropriate level of rigor is being maintained in the Military Departments' BPR process.

4. Integration with Other Requirements

4.1. DoD Instruction (DoDI) 5000.02 – Operation of the Defense Acquisition System

Many of the tenets of BPR discussed above are considered good program management/implementation – and in some cases, are already part of DoDI 5000.02. As defense business systems move through the acquisition process outlined in this Instruction, we encourage use of documentation already routinely

produced to objectively demonstrate what is asserted in the BPR Assessment Form. As stated earlier, however, answers on the BPR Assessment Form should also specify which part of the objective evidence directly supports any assertions.

Additionally, BPR is, in many respects, continuous and ongoing throughout a development/modernization’s lifecycle. It is not the intent of this process to ask programs to complete work out of cycle of their acquisition approach. However, if a program asserts certain elements of the BPR Assessment Form are not applicable to its efforts, it must fully explain its reasoning and indicate how those elements will otherwise be addressed.

4.2. Business Capability Lifecycle (BCL)

Many of the tenets of BPR described in this guidance are also present in the Interim Acquisition Guidance for Defense Business Systems, which was issued by the Under Secretary of Defense for Acquisition, Technology and Logistics on November 15, 2010. In many cases, documentation produced as part of this process, such as the Problem Statement Document and the Business Case Document, will contain many of the same requirements as this BPR Guidance and could serve as objective evidence to the BPR Assessment Form. As BCL is further institutionalized within the Department, this BPR Guidance will be modified as necessary.

4.3. Clinger-Cohen Act

The Clinger-Cohen Act (CCA), formally the Information Technology Management Reform Act of 1996, was enacted by Congress to improve the way that Federal Agencies acquire and manage IT resources. CCA established the DoD Chief Information Officer’s (CIO) role in helping ensure IT acquisition programs were being appropriately managed. CCA explicitly requires Functional Sponsors to analyze their missions and assess their business processes and based on this analysis redesign their mission-related and administrative processes (as appropriate) before making significant investments in IT. The Office of the DoD CIO has been an integral part of the team that designed this BPR guidance and Assessment process. Going forward, the DoD CIO will use the BPR determinations made in compliance with this guidance for the purpose of its own CCA BPR determinations.

5. Training Opportunities

Two training modules have been developed to inform and educate DoD personnel on the BPR process. If you would like to take advantage of training opportunities, please contact the BPR Team at bpr@osd.mil.

Module	Topics	Potential Audience	Duration
1	<u>BPR Overview Training</u> This module is designed to educate those involved with development/ modernization programs about the connection between strategy, enterprise architecture, the acquisition process, and how BPR results are realized throughout a program’s lifecycle, as well as to teach users of the BPR Assessment process how to successfully navigate a program from the beginning of the certification process to a successful BPR determination.	All	1-2 hours
2	<u>BPR – Process Mapping, Materiel Solution Analysis,</u>	Functional and	6 hours

	<p><u>Business Case and Requirements Training</u> This module is designed to teach those involved with development/modernization programs to arm their programs for success early in the process – by effectively mapping their program’s underlying business processes, designing a rigorous Materiel Solution Analysis that looks across the DOTMLPF spectrum, writing a successful Business Case and defining executable requirements. It will also teach those involved with development/modernization programs fundamentals of managing a BPR effort and designing effective communications, change management and operations/implementation plans.</p>	Program Staff Officers	
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Appendix A – BPR Assessment Form

Business Process Reengineering Assessment Form

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Please fully answer all questions, providing appropriate context and spelling out acronyms where appropriate. When providing reference material or objective evidence to answer a question, please ensure that the materials are submitted with this form and that it is readily apparent which parts of the materials are relevant to which questions on this form.

Program Information

Program Name:	Click here to enter text.	Acronym:	Click here to enter text.
DITPR Number:	Click here to enter text.	Component:	Click here to enter text.
Program Manager:	Click here to enter text.	Phone Number:	Click here to enter text.
Organization:	Click here to enter text.	Email:	Click here to enter text.
Functional Sponsor:	Click here to enter text.	Phone Number:	Click here to enter text.
Organization:	Click here to enter text.	Email:	Click here to enter text.
CMO/PCA Name:	Click here to enter text.	Phone Number:	Click here to enter text.
Organization:	Click here to enter text.	Email:	Click here to enter text.
BPR POC:	Click here to enter text.	Phone Number:	Click here to enter text.
Organization:	Click here to enter text.	Email:	Click here to enter text.

IRB Information

Primary IRB:

IRB Meeting Date: [Click here to enter a date.](#) System Tier Level:

Current Certification Request (\$M): [Click here to enter text.](#)

Acquisition Information

1. Is this a (*check one*):

New development effort Modernization Completed development/modernization

a. Where in the acquisition lifecycle is this development/modernization?

b. When is the development/modernization approaching its next milestone? What is it? For ACAT acquisition programs, if you are pre-delivery, please indicate the next standard acquisition milestone or Operational Test & Evaluation event. If you are already delivering capability, please indicate when the next increment of capability will be delivered. For non-ACAT acquisition programs, please indicate the next major program event or acquisition decision. For modernizations, please indicate when the modernization is scheduled to be complete or if capability will be delivered in increments, when the next increment of capability will be delivered.

[Click here to enter text.](#)

c. If applicable, which legacy systems are being sunset because of this development/modernization (Include DITPR #s)? When are they being sunset? Is it full or partial sunseting?

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[Click here to enter text.](#)

d. If applicable, when is this program going to be sunset? Is it full or partial sunsetting? (If you are listed as a legacy system, you must answer this question. If you don't know, indicate as such.)

[Click here to enter text.](#)

Problem Statement

2. What business problem are you trying to solve through this development/modernization?

[Click here to enter text.](#)

Strategic Alignment

3. Which goals or objectives of the QDR, SMP, Performance Budget, HPPGs, and/or Component Strategic Plan does this development/modernization align with? How does it align?

[Click here to enter text.](#)

4. Which of the 15 BEA End-to-End Processes does this system support? Additional information is at: http://www.bta.mil/products/bea_7_0/BEA/html_files/end2end.html. (Check all that apply)

- None
- Acquire-to-Retire
- Budget-to-Report
- Concept-to-Product
- Cost Management
- Deployment-to-Redeployment/Retrograde
- Environmental Liabilities
- Hire-to-Retire
- Market-to-Prospect
- Order-to-Cash
- Plan-to-Stock...Inventory Management
- Procure-to-Pay
- Proposal-to-Reward
- Prospect-to-Order
- Service Request-to-Resolution
- Service-to-Satisfaction

As-Is Analysis

5. What are the root causes of the business problem identified above?

[Click here to enter text.](#)

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6. Have you completed an As-Is map of the current process that illustrates the specific problem that requires change? If yes, include objective evidence.

Yes No

7. What non-material solutions are you implementing across the full spectrum of operations to address the business problem? For example, process, organizational, or training changes. Why are non-material solutions alone insufficient to solve the business problem?

[Click here to enter text.](#)

8. What other existing material solutions (internal and external to DoD) did you consider to meet your business need? Why were these other solutions unable to meet the business need?

[Click here to enter text.](#)

To-Be Analysis

9. Have you completed a To-Be map of the target process that illustrates the improvements to the As-Is process that this effort will generate? If yes, include objective evidence.

Yes No

10. Explain how the business process to be supported by the development/modernization is as streamlined and efficient as possible? For example, have you reduced the number of process steps or the number of people involved in the process or have you increased throughput, etc?

[Click here to enter text.](#)

11. Which industry best practices/benchmarks were leveraged to develop and evaluate potential to-be processes and solutions? For example, did you consult with industry leaders, use the SCOR model or an equivalent, incorporate written government best practices, incorporate industry leading performance measures, etc?

[Click here to enter text.](#)

12. How have you engaged key stakeholders in your BPR process to ensure that they are willing to change their processes/operations as needed?

[Click here to enter text.](#)

13. What are the laws, regulations, and/or policies that constrain your To-Be process design and prevent it from being as streamlined and efficient as possible? How do they constrain you?

[Click here to enter text.](#)

14. How have you eliminated or reduced the need for unique requirements and unique interfaces? How many RICE objects are planned as part of this development/modernization? Break them down by Reports, Interfaces, etc. What is the justification for the key RICE objects?

[Click here to enter text.](#)

Business Performance Measures

15. What are your operational/business measures, linked to your problem statement, that you will use to gauge the business success of the development/modernization? For example, cost savings measures, cycle time measures, etc. For each measure, identify the baseline/current performance, target performance, and data source.

[Click here to enter text.](#)

Implementation/Change Management

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16. Have you developed an implementation/change management plan that includes: operating procedures, organization, training, interoperability, personnel, governance, infrastructure, etc? How have your stakeholders and solution providers been involved in the creation of this plan?

[Click here to enter text.](#)

17. Have the users/customers provided confirmation that they are prepared for system turn-on? If yes, in what form?

[Click here to enter text.](#)

Results

18. Briefly describe the results you have obtained using BPR.

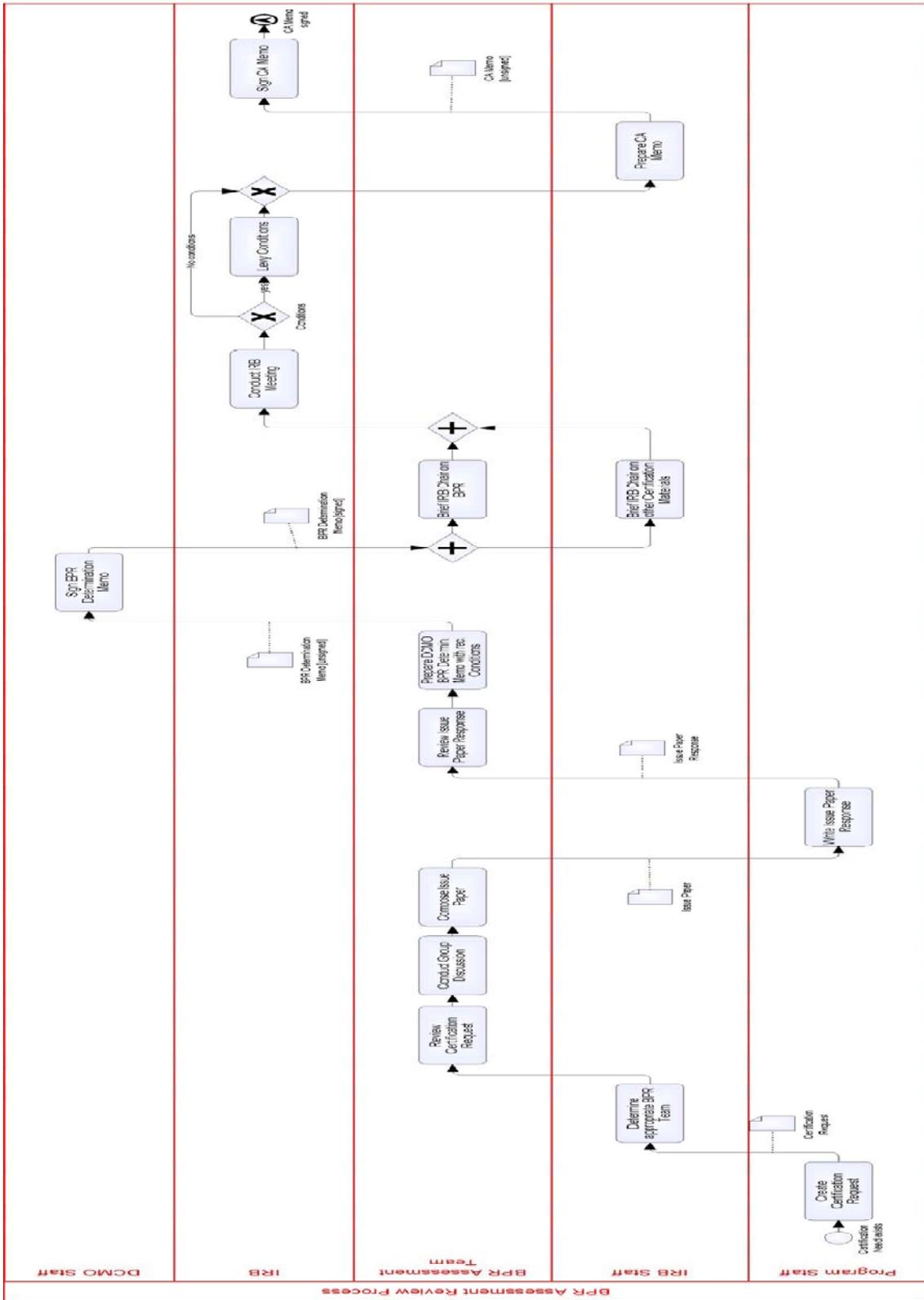
[Click here to enter text.](#)

Business Process Reengineering

19. Briefly include any additional comments on your BPR process? If you have not conducted BPR or do not believe you need to conduct BPR, explain why? If you have a plan to conduct BPR, explain what that plan consists of?

[Click here to enter text.](#)

Appendix B – BPR Review Process Map (Non-MilDep Systems)



Appendix C – Acronym List

Acronym	Definition
BCL	Business Capability Lifecycle
BPR	Business Process Reengineering
CCA	Clinger-Cohen Act
CIO	Chief Information Officer
CMO	Chief Management Officer
COTS	Commercial-off-the-shelf
DBSMC	Defense Business Systems Management Committee
DCMO	Deputy Chief Management Officer
DITPR	Defense Information Technology Portfolio Registry
DKO/AKO	Defense Knowledge Online/Army Knowledge Online
DoD	Department of Defense
DoDI	Department of Defense Instruction
DOTMLPF	Doctrine, Organization, Training, Materiel, Leadership and education, Personnel, and Facilities
FY	Fiscal Year
GOTS	Government-off-the-shelf
HPPG	High Priority Performance Goals
IRB	Investment Review Board
IT	Information Technology
NDAA	National Defense Authorization Act
PCA	Pre-Certification Authority
QDR	Quadrennial Defense Review
RICE	Reports, Interfaces, Conversions, Extensions
SCOR	Supply Chain Operations Reference
SMP	Strategic Management Plan