



AEROSPACE ACQUISITION 2000

May/June 2000
Volume 3, Number 4

ALL ABOARD! The Performance-Based Service Acquisition (PBSA) Express Is Full Speed Ahead!

Maj Skip Solis, SAF/AQCO

On April 1, 1999, Mrs. Darleen A. Druyun, Principal Deputy Assistant Secretary of the Air Force (Acquisition and Management), issued Air Force Instruction (AFI) 63-124, Performance-Based Service Contracts. The new instruction marks the beginning of a dramatic cultural change in the way the Air Force procures services. AFI 63-124 acts as a steam engine providing the contracting community with a powerful vehicle for facilitating performance-based acquisition. Only one year has passed since the instruction's issuance, and passengers are already climbing aboard the PBSA Express carrying the expertise required to fuel the train into the new millennium.

AFI 63-124 implements the requirements of Federal Acquisition Regulation (FAR) 37.6 for the following functions: perform-

ing acquisition planning, describing agency needs, acquiring services, developing performance-based service requirements, and establishing quality assurance. Compliance is mandatory for all service contracts over \$100,000 annually, except for those exempted by Attachment 2 of the AFI.

There are two key components of AFI 63-124. The first is an output-oriented Statement of Work (SOW) that focuses on what is required rather than how the contractor plans to meet the requirements. Documenting requirements using an output-oriented SOW allows the contractor to use commercial standards, best practices, and management innovation to meet customer needs. The second key component is performance management, sometimes referred to as quality assurance. Performance

management emphasizes insight and partnering with the contractor, a change from the past use of Quality Assurance Personnel (QAP) who provided oversight and control of contractor processes. Performance management focuses on the end results and not on how the contractor delivers them. AFI 63-124 also encourages the use of performance-based incentives to maximize contractor performance.



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Leading and Embracing Change — A New Millennium!

Leadership Corner



Timothy A. Beyland
Acting DAS (Contracting)

Now that we've entered the 21st century, we recently decided to revise SAF/AQC's mission statement to accurately depict how we intend to support the Air Force mission. Based on inputs from the SAF/AQC staff, as well as senior AQ and other Air Force leadership, we selected a new mission statement: "Assuring Air Force mission success through innovative business solutions by providing contracting leaders, policy, tools and business advice."

Air Force Contracting-Turning Dollars and Desires into Dominant Aerospace Power! This statement puts the Air Force mission up front, emphasizes innovation as a way of life, and makes clear that SAF/AQC provides strong leaders for the Air Force acquisition community. It emphasizes that contracting isn't a goal, it's a means to acquire and provide aerospace power.

To effectively carry out that mission, we are working hard to develop our professional contracting workforce. We're making training a top priority, taking an integrated military/civilian focus, and encouraging innovation and creativity so our staff is empowered to "think outside of the box."

Over the next several years, performance-based contracting, electronic commerce, and increased use of automated systems will continue to reshape contracting for the Air Force. With our new mission statement to guide us, I feel confident that SAF/AQC will be prepared to effectively meet these challenges.

ALL ABOARD! The PBSA Express Is Full Speed Ahead!

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The PBSA Express has steamed its way to Air Force installations throughout the U.S. and overseas with resounding success. Air Force Contracting Squadrons have reported phenomenal reductions in the number of pages needed for the SOW by using performance-based requirements. Competition has dramatically increased due to the use of commercial standards to meet customer requirements. Now that restrictive Government standards, regulations, and publications have been eliminated from requirements documents, Air Force contracts have become more attractive to a broader spectrum of private industry contractors. In addition, the level and intensity of quality assurance and surveillance has been reduced, freeing up valuable resources to perform other duties. As a result of

PBSA and AFI 63-124, the Air Force has realized significant savings, increased contractor performance, enhanced customer satisfaction, and streamlined acquisition cycle times.

As we enter the second year under AFI 63-124, the future looks bright. Don't delay any further! Pack your acquisition toolkit with performance-based strategies and ride the railroad to success. The PBSA Express is traveling at full speed and will soon be arriving at an Air Force base near you!

Business tools and related links can be found on the Air Force Contracting Web Page, <http://www.safaq.hq.af.mil/contracting/>. Functional training is also available upon request. For more information, contact Maj Skip Solis, SAF/AQCO, DSN 425-7024, COMM (703) 588-7024, skip.solis@pentagon.af.mil.

Aerospace Acquisition 2000 is the free bi-monthly newsletter published by the Office of the Assistant Secretary of the Air Force (Acquisition) for members of the acquisition community.

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The SAF/AQ Vision

"Innovative professionals partnered with industry and our customers to lead the acquisition of aerospace capabilities."

The SAF/AQ Mission

"Assuring dominant aerospace power."

- World-class technology
 - Streamlined acquisition
 - Affordable, timely, and effective integrated systems, supplies, and services
- ... for the warfighter."

The opinions expressed in this newsletter are not necessarily those of the United States Air Force, its employees, or subcontractors.

In The Next Issue: The July/August issue will highlight the successes of Acquisition and Logistics Reform Week 2000. If you would like to contribute articles, contact us at arnews@pentagon.af.mil.

The New Source Of Repair Assignment Process

By Maj Dudley Wireman, SAF/AQCS and Mr. Dan Gotwald, HQ USAF/ILMM

On January 31, 2000, Headquarters Air Force, DCS Installations and Logistics (HQ USAF/IL) and Assistant Secretary of the Air Force for Acquisition (SAF/AQ) jointly issued revised Source of Repair Assignment Process (SORAP) guidance to all Air Force Product and Air Logistics Centers and Program Executive Officers. This guidance implements procedures for accomplishing depot maintenance source of repair assignments for Air Force weapon systems, pending the revision of AFI 63-107, Integrated Product Support Planning and Assessment. The SORAP guidance contains two major statutory requirements: 10 USC § 2464, which provides guidance on core logistics capabilities, and 10 USC § 2466, which provides legislative guidance on the performance of depot-level maintenance.

Due to changes in the global defense environment over the past decade, the Air Force has reduced the number of depots

from five to three and has consolidated workloads at the remaining depots. Prior to fiscal year 1998, 10 USC § 2466 stipulated that "Not more than 40 percent of the funds made available...for depot-level maintenance and repair workload may be used to contract for the performance by non-Federal Government personnel..." Later that same year, Congress amended 10 USC § 2466 to change the limit from 40 to 50 percent and to add an additional annual reporting requirement mandated by the Secretary of Defense.

The second statute, 10 USC § 2464, mandates that DoD retain the organic core depot maintenance capability needed to meet essential wartime surge demands, promote competition, and sustain institutional expertise. In other words, 10 USC § 2464 requires core workloads to be performed at military facilities with the use of government equipment and personnel. The law also requires core logistics capabilities to

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Real World Successes With Performance-Based Service Acquisition

Maj Skip Solis, SAF/AQCO

There are many Performance-Based Service Acquisition (PBSA) successes within Air Force Contracting. Here are a few examples from the field:

At Mountain Home AFB, Idaho, the 366th Contracting Squadron (CONS) received the Air Force Outstanding Strategic Acquisition Reform (STAR) Team award for implementation of PBSA for Military Family Housing (MFH) maintenance contracts. The multi-functional acquisition team conducted extensive market research to identify commercial practices that met Government requirements. The team then developed a performance-based Statement of Work (SOW) in accordance with Air Force Instruction (AFI) 63-124. The revamped SOW consists of 38 pages, an 88% reduction from the previous 319-page SOW. Competitors for the acquisition doubled from eight to 16 and the Air Force will benefit from yearly savings of \$49,000, despite increased customer requirements.

At McConnell AFB, Kansas, the 22nd CONS recently awarded a performance-based contract for base custodial service with a 16-page SOW. In doing so, the 22nd CONS was able to combine the custodial services for all base facilities into one solicitation.

This resulted in a contract award value that was 23.6% less than the Government estimate and an expected reduction in the amount of Government surveillance required.

At Fairchild AFB, Washington, the 92nd CONS converted a 148-page Performance Work Statement for MFH maintenance into a 28-page SOW. Using innovative approaches to meet customer requirements, the contractor is now performing change-of-occupancy maintenance faster than ever. Service call response and completion times have improved, and customer satisfaction is at an all time high.

At McChord AFB, Washington, the 62nd CONS reduced the SOW for base custodial service from 180 pages to 20 pages. The resulting contract will save the Government an estimated \$60,000 annually. The contractor's outstanding performance produced a 98% reduction in customer complaints.

At Altus AFB, Oklahoma, the 97th CONS recently awarded a contract for refuse collection service. The requirements were captured in a 10-page document that resulted in a reduction of Government surveillance by 33%.

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Exploiting Emerging Technologies In Air Force Contracting

By Col Lyndi Balven, Chief SAF/AQCI

The potential for emerging technologies in the Air Force contracting business environment continues to expand. Throughout the past year, the Air Force has deployed new capabilities, such as the replacement of the base-level legacy contract writing system and DoD-wide initiatives to reduce reliance on paper, thus improving business processes, and increasing efficiency.



TSgt Cheryl Martin checks a laptop in a Standard Procurement System kit.

In doing so, the Air Force achieved a 66% paperless contracting environment in March 2000. Not only did we meet the 90% Deputy Secretary of Defense goal in electronic solicitations, but we also achieved a remarkable 83% rate in electronic contract requirements. The Air Force accomplished these successes using the following E-Commerce initiatives.

Operational Architecture

The goal of paperless acquisition programs within DoD is to use E-Commerce concepts to replace paper-based transactions and non-automated information systems within the acquisition process. In doing so, the Air Force will implement electronic systems that generate, manipulate, access, exchange, and share acquisition-related informa-

tion and data. However, these systems will need to be integrated to provide interoperability and connectivity to all functions involved in the contracting process. To integrate these requirements, the Air Force must develop an enterprise-wide operational architecture. The first step will be to develop an approach to the integration and refinement of existing automated systems, the identification of processes that can be automated, and the development of tools to assist contracting offices in performing their mission.

Automated Business Services System (ABSS)

Due to a SAF/FM initiative to send purchase requests/funding documents (PR/FDs) electronically to the contracting office, PR/FDs are no longer hand-carried through the coordination and certification process. The biggest benefit of ABSS is the reduction of human error because the data only needs to be entered once. Errors, especially accounting data, can cause the rejection of Form 9s, resulting in a delay in the receipt of goods and/or services to our customers. ABSS deployment is under way and should be completed throughout the Air Force and Air Force Reserves by FY01.

Electronic Posting System (EPS)

The EPS is truly our FY99 success story! In only four months, EPS went from conception to full implementation, thanks to a partnership with the General Services Administration and the National Aeronautics and Space Administration on a tool that offered the Air Force great flexibility—yet a needed capability! EPS enabled us to give our operational sites a posting capability and at the same

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Real World Successes With PBSA

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At Tyndall AFB, Florida, the 325th CONS converted the base custodial contract to a performance-based contract and saved \$225,000. The contractor's ability to implement commercial best practices has resulted in innovative methods of accomplishing work, thereby improving customer satisfaction.

At Sheppard AFB, Texas, the 82nd CONS achieved improvements in contractor performance and customer satisfaction by utilizing performance-based requirements for base operations. Contractor-generated metrics were used for surveillance, which reduced the manpower needed for quality assurance. In addition, the SOWs were shortened by 66%, on average.

The 48th CONS at Royal AFB, Lakenheath, England, and the 100th CONS at Royal AFB, Mildenhall, England, awarded six PBSA contracts covering the following services: laundry/dry cleaning, Department of Defense dependant school security, and custodial services. On average, the SOWs were streamlined by 82%. PBSA also increased competition, reduced Quality Assurance Personnel (QAP), and achieved substantial savings.

At Andrews AFB, Maryland, the 89th CONS reduced the SOW for one of the Air Force's largest service contracts for MFH from 223 pages to 28 pages. The dollar value of the new contract is \$4 million less than the previous contract.

Exploiting Emerging Technologies In Air Force Contracting

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time to send index data from our existing weapon system and logistics posting systems to EPS. Our vendor community embraced EPS because they no longer had to navigate infrastructure firewalls to view our webpages. Vendors now receive e-mail notifications of business opportunities in areas of interest. With this success in hand, the Air Force is moving toward Secure Vendor Upload to allow vendors to submit secure bid proposals through EPS.

Electronic Document Access (EDA)

EDA is a Defense Finance and Accounting Service (DFAS) initiative for transmittal of contract award documents. EDA greatly improves the ability to match contract documents with receipts and invoices, thereby reducing the possibility of unmatched disbursements and penalty payments. With EDA, distribution of AF weapon systems and base contracting awards/mods became paperless in April and October of 1999, respectively. To provide distribution capability for contract attachments, the Air Force partnered with the Navy to develop the Navy/Air Force Interface (NAFI) to EDA. NAFI is a web-based tool. The NAFI to EDA tool notifies customers when a contract is posted so they can view the document with attachments or print it if they so desire. Vendors also receive e-mail notification. EDA and NAFI together eliminate paper distribution. Full-fielding of the NAFI to EDA tool should be complete by December 2000.

Wide Area Workflow-Receipt and Acceptance (WAWF-RA)

WAWF-RA is a web-enabled tool that facilitates submis-

sion of invoices by vendors and receipts/acceptances (DD250s) via the web. When used with EDA, WAWF-RA gives DFAS the complete file, including the contract and modifications, invoices, and receipt/acceptance documentation. Electronic funds transfer payment is made once these documents are available to DFAS. In FY99, the Air Force piloted WAWF-RA in operational, systems, and logistics contracting environments. Since WAWF-RA is a Public Key Infrastructure (PKI) enabled application, Contracting is working closely with AF/SC to ensure the rollout is synchronized with the AF PKI deployment.

Standard Procurement System (SPS)

FY99 was a year of preparation, as operational contracting activities looked to implement a standard DoD system. With hardware and infrastructure in place, our SPS efforts focused on data migration, interfaces, and standard Air Force implementation. The hard work paid off in October of 1999 when SAF/AQ announced a decision to deploy SPS to base operational contracting activities Air Force-wide. To date, the Air Force has deployed SPS to 37 sites and expects to deploy to 13 more sites by the end of the fiscal year. At a Contingency SPS Procurement Force Experiment this spring, contingency contracting NCOs from all the Services assessed SPS's ability to support their mission requirements. This event was extremely successful, and plans are underway to develop a contingency Concept of Operations to facilitate use of SPS by contingency contracting professionals.

AF WAWF-RA Team Wins EC Day 2000 Award

The Air Force Wide Area Work Flow-Receipts and Acceptance (WAWF-RA) Team won the EC Day 2000 award for the best electronic commerce small business team consisting of Air Force and Space Mark members. The award recognizes outstanding achievement in the advancement of EC principles or applications within DoD. The Air Force WAWF-RA team took a pilot application, proved the viability of the process, and then achieved the first successful operational use of WAWF-RA in DoD. With the help of the Air Force WAWF-RA team, the vendor was able to submit an electronic receipt, have it accepted by the government, and receive electronic payment via Electronic Funds Transfer.

EDA Receives DoD Financial Management Award

Air Force's EDA effort recently received the DoD Financial Management Award for Financial Management Initiative—one of three DoD financial awards for 1999.



L to R: Mr. Paul Brubaker, Deputy Assistant Secretary of Defense and Deputy Chief Information Officer (Acting); Ms. Carrie Cardwell, Project Manager, AF WAWF, SAF/AQCI; Mr. Stan Z. Soloway, Deputy Under Secretary of Defense (Acquisition Reform); and Mr. William Watson, Project Manager, Space Mark Inc.

Small Business, Big Results: Air Force Contracting Makes Great Strides With Small Businesses

By Vera S. Callaway
Director for Small Business, ASC/BC

Some say that Acquisition Reform and small business are mutually exclusive, but that's not really true. This article shows how Aeronautical Systems Center (ASC) successfully combined Acquisition Reform initiatives with significant small business participation on two programs.

GSA Blanket Purchase Agreements

ASC has partnered with General Services Administration (GSA) to develop a strategy using Blanket Purchase Agreements (BPAs) limited to small businesses to acquire critical Advisory & Assistance Services (A&AS) support for the System Program Offices (SPOs). This partnership permits ASC to use the streamlined method while maintaining small business involvement in the Air Force's acquisition pro-

grams. The strategy will also permit awarding up to three BPAs with 8(a) contractors. Small business and 8(a) contractors have historically provided excellent support to SPO activities. ASC will use the new Professional Engineering Services (PES) federal supply schedule to execute these agreements.

Training Systems Acquisition Program

The Training Systems Program Office at ASC developed an omnibus contract strategy to meet customer requirements faster and cheaper with the Training Systems Acquisition (TSA) program. The TSA program consolidated training requirements for their Air Force customers into five Indefinite Delivery/Indefinite Quantity (ID/IQ) contracts. All training requirements were then competed among the awardees.

ASC approached this effort with the desire to include small businesses that had performed successfully on previous contracts.

The resultant solicitation provided for three full-and-open competitions and two small business awards. The small businesses compete for work with either the three large businesses, or when appropriate requirements can be set aside for limited competition, between the small business awardees. The small businesses in this program were successful in the full-and-open competitions. One firm won a B-1 logistics support contract with a performance period of 10 years and a potential total value of \$66 million. The actual awards were \$7.5 million in FY99 and \$17.7 million thus far in FY00.

The New Source Of Repair Assignment Process

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be established not later than four years after achieving initial operational capability. In order to meet that deadline, Single Managers (SMs) need to initiate actions on their programs upon receipt of reasonable estimates of data requirements, while leaving enough time to obtain an Engineering Manufacturing and Development decision.

In order to meet the challenges of these environmental dynamics, the Air Force revised its procedures to integrate the SORAP and Acquisition Planning Process. A team of HQ USAF/IL, SAF/AQ, and HQ AFMC representatives were tasked to resolve the source of repair issues. Four policy letters were issued to promulgate Air Force direction and ensure compliance with legal statutes. These policy letters indicated a paradigm shift in developing strategy for future

source of repair decisions. This drives significant change in the processes used to obtain sources of repair for Air Force weapon systems. This also reaffirmed that maintenance is an Air Force core competency, a key combat enabler, and a critical element of our overall warfighting capability.

The new SORAP focuses on making decisions from a corporate perspective and makes subtle but important changes to the previous process. HQ AFMC continues to make source of repair recommendations at the request of the SM, but it is the SM's responsibility to ensure adequate planning to allow for HQ AFMC's core and 50/50 assessments and to later provide coordination on the final recommendation. SMs will also need to understand any shortfalls in the core requirements in

order to prevent a potential conflict in the SORAP approval.

Dynamic environmental changes continue to drive changes in the way depot maintenance is allocated in the acquisition and sustainment process. The revised SORAP process is being implemented and will be published in an upcoming revision to AFI 63-107. Once published, legislative boundaries inherent in the SORAP allocation process will affect sustainment strategies for all new and future weapon systems and modifications. These parameters need to be fully understood by the acquisition and sustainment communities to ensure successful integration and program execution. The best method to ensure successful acquisition strategy execution is early integration of 50/50 and core guidance into program acquisition planning.

Success Stories

Expediting The Architect-Engineer Acquisition Process—8(a) Program

By Linda Johnson

12 CONS

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The 12th Contracting Squadron (12 CONS) at Randolph AFB, Texas has initiated a new and innovative approach to meet the needs of their customer, the 12th Civil Engineer Squadron (12 CES). Due to the many budgetary constraints and uncertainty of project funding, contracting personnel decided that something needed to be done in order to continue to meet the customers' requirements. The 12 CONS made a determination that it was in the best interest of the government to allow the selected 8(a) contractor to come on board during the design phase of the project. This provided the 8(a) contractor with an awareness of the project requirements prior to beginning the on-site construction work. It also nearly eliminated potential modifications during the construction work by allowing all the ambiguities to be addressed during the design phase.

The 12 CONS has used this new approach on two projects, and the short design/award time has allowed them to better support their customer. The first project was the Revitalization of Building 399. In this case, a contract was awarded within 27 days after receipt of a 100-percent design submittal that included two amendments issued after the closing date. The second project was the Repair/Alteration of Duplex Housing Units on Randolph AFB. In this case, a contract was awarded within 14 days after receipt of the 100-percent design submittal. The 8(a) contractor was involved in the design conferences and was able to ensure the specifications and drawings contained no ambiguities. This process also allowed the contractor to obtain a more thorough understanding of the requirements. On both projects, the contractors began building their proposals with each submittal. Therefore, when the solicitations/amendments were issued, only seven days elapsed before the proposal on Building 399 was received and only one day before the proposal on the Repair/Alter Duplex Housing Units was received.

Although you may encounter some "bumps in the road" from compressing the design of a project, the 12 CONS found the benefits to the government of having the 8(a) construction contractor involved during the early design phases outweigh those "bumps". Early 8(a) involvement has resulted in a win-win situation for the customer, the contractor, and the 12 CONS.

Using Communication Technologies To Simplify Contract Administration

By Rosa Mueller

16 CONS

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Many of you share our concerns over ensuring we receive the services we pay for under our base service contracts. The folks at Hurlburt Field are tackling this issue via partnering efforts with their contractors using web and e-mail technologies to assist contract administration. Examples of these efforts involve Hurlburt's custodial and nationwide pager contracts.

Under our custodial contract, contractor and Government personnel developed a web site that displays the contract's current SOW and includes a pull down menu by building number of the Service Delivery Schedule (SDS). Facility managers can get answers to questions and learn what services are required for each of their buildings. The site also allows facility managers to submit customer complaints directly to the contractor. Once the complaint is logged, the contractor's Quality Control personnel are automatically notified, through their pager service, that a complaint has been posted. This procedure reduces duplicative calls and miscommunication of complaints.

If a facility manager is not satisfied via the automated customer complaint system, or if a service cannot be re-performed, the facility manager submits AF Form 714 "Customer Complaint Record" to Quality Assurance Personnel for formal documentation and resolution by the contracting officer. The automated complaint system allows us to accomplish our ultimate goal of receiving the service, rather than penalizing the contractor for service not received. Each month, the contractor submits a chronological complaint log with their associated metrics. The log and metrics are stored in a database, which is accessible to the Government in a user-friendly push button format. The entire contract period is kept in one electronic document that is updated monthly, eliminating the cataloging of paper copies and electronic logs.

Under our nationwide pager contract, we applied similar technology by establishing a contract web site (available to .mil addresses) to allow our customers to:

- Review the available contract information
- Obtain contract pricing information
- Submit requirements on-line to the Government Land Mobile Radio (LMR) office for coordination and inventory control

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Using Communication Technologies To Simplify Contract Administration

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To complete the ordering process and initiate service, the LMR office receives a customer request via e-mail from the web site, assigns a control number, and forwards the information to the contractor. The contractor confirms the customer requirement, delivers the pager(s), obtains credit card authorization, and initiates service—all without the customer ever having to leave the office.

Once the transaction is complete, the LMR office has an electronic record of the current, approved services on base. The contractor provides a detailed inventory at the end of each month. The contract is set up for payment by the individual unit's Government-wide purchase card, resulting in faster,

hassle-free payments. The amount of paperwork required has been reduced tremendously, numerous man-hours have been saved, equipment inventory is automated and accurate, and customers have a user-friendly process to obtain their required pager services.

We are incorporating similar processes for most of our new service contracts coming on-line. For more information, visit our web site at <http://www.kqservices.com> (for our base custodial contract) or <http://www.hurlburt.af.mil/contract/pagers> (for our nationwide pager contract). You may also contact MSgt(sel) Donald Bailey, DSN 579-3271 regarding our custodial contract, or Ms. Twila Beasley, DSN 579-1269 regarding our nationwide pager contract.

Upcoming Events

PEO/SYSCOM Commanders' Conference and Technology Expo

"Continuous Improvement and Innovation—Everyone's Responsibility" is scheduled for October 11 through 13, 2000 at Ft. Belvoir, VA. The Conference and Technology Expo is hosted by the Defense Systems Affordability Council (DSAC) to enhance long-term connectivity between the Acquisition, S&T, and operational communities and to make DoD acquisition managers aware of maturing technologies.

For details and updates, check the DSAC PEO/SYSCOM Commanders' Conferences website at <http://www.acq.osd.mil/dsac/confern.htm>.