



EVALUATION OF FEDERAL AVIATION ADMINISTRATION ACQUISITION EXECUTIVE ADVISORY BOARD EFFECTIVENESS

NAS Configuration Management and Evaluation Staff
Program Evaluation Branch (ACM-10)

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Executive Summary

The Federal Aviation Administration (FAA) Acquisition Executive (FAE) Advisory Board (FAB) operates as an advisory body to the FAE, making recommendations about FAA acquisition programs. The group was chartered in August 1999 to “ensure that the appropriate steps are taken in the front-end of the acquisition process of programs to provide for the appropriate amount of information to the FAE for Mission Needs and Investment Analysis decisions.”

In October 2000, the FAB chairperson, Mike Harrison, requested that ACM-10 perform an evaluation of the FAB. Due to staffing constraints, the evaluation did not begin until July 2001. The objective for the FAB evaluation was to determine whether the FAB has operated effectively.

The evaluation was conducted using a combination of documentation review, interview data, and analysis. The evaluation team developed four criteria to measure FAB effectiveness, based on the FAB Charter, and on the document entitled “FAB Goals for 2000.” The criteria were:

1. Did the FAB provide appropriate information to the FAE for mission analysis and investment analysis decisions?
2. Did the FAB tailor Acquisition Management System (AMS) processes for specific programs?
3. Did the FAB institutionalize applicable FAB-developed processes and ensure proper planning and coordination
4. Did the FAB conserve resources?

The FAB was initially chartered to “ensure that the appropriate steps are taken in the front-end of the acquisition process of programs to provide for the appropriate amount of information to the FAE for Mission Needs and Investment Analysis decisions.” Since then, the FAB's role has evolved into one primary function: Tailoring AMS processes to fit the needs of specific acquisition programs. In addition, the FAB identifies trends in its tailoring actions, sponsors specific processes to standardize those actions where appropriate, and attempts to institutionalize those processes.

Conclusions

As a result of data gathering and analysis, the evaluation team developed the following conclusions:

Conclusion #1. Although programs that went through the FAB had slightly less complete, clear, and detailed documentation, the team determined that Criterion #1 was immaterial to the evaluation because the current FAB role is different from that stated in its original charter.

Conclusion #2. The FAB was effective in tailoring AMS processes for specific acquisition programs.

Conclusion #3. The FAB had only a marginal degree of success in institutionalizing processes.

Conclusion #4. The evaluation team was unable to determine if the FAB saved resources for specific programs.

Conclusion #5. The FAB has evolved into an effective coordination mechanism for interested lines of business.

Conclusion #6. While the FAB has effectively fulfilled its role, the resulting impact may have some potentially troubling implications for the FAA and the AMS.

Recommendations:

As a result of our analysis, the evaluation team offers the following recommendations:

1. The FAB should review and revise its charter to reflect its current purpose and responsibilities.
2. The FAB should continue to identify trends and recommend process changes when appropriate.
3. The FAB should follow through on the institutionalization of process changes already in progress.

Table of Contents

EXECUTIVE SUMMARY	2
INTRODUCTION	5
BACKGROUND, OBJECTIVES, SCOPE, METHODOLOGY	5
EVALUATION RESULTS SUMMARY	9
CONCLUSIONS.....	11
CONCLUSION #1.....	11
CONCLUSION #2.....	13
CONCLUSION #3.....	15
CONCLUSION #4.....	17
OTHER CONCLUSIONS.....	18
Conclusion #5.....	18
Conclusion #6.....	18
APPENDIX A. FAB EFFECTIVENESS CRITERIA, MEASURES, AND DATA COLLECTION PROCESS.....	A-1
APPENDIX B. ACRONYMS	B-1

Introduction

Background

The Federal Aviation Administration (FAA) Acquisition Executive (FAE) Advisory Board (FAB) operates as an advisory body to the FAE, making recommendations on FAA acquisition programs. The group was chartered in August 1999 to “ensure that the appropriate steps are taken in the front-end of the acquisition process of programs to provide for the appropriate amount of information to the FAE for Mission Needs and Investment Analysis decisions.”

The charter also directed the FAB to establish criteria to “measure the extent to which the FAB is successful in meeting its roles and responsibilities.” It stated that a report on the FAB’s success would be prepared at the end of one year and presented to the FAE.

The FAB prepared a draft annual report in October 2000. The report stated that the Program Evaluations Branch (ACM-10) would perform an evaluation of FAB effectiveness, and present it to the FAE. In October 2000, the FAB chairperson, Mike Harrison, requested that ACM-10 perform such an evaluation. Due to staffing constraints resulting from the need to complete other evaluation activities, the evaluation did not begin until July 2001.

Objective

The objective of the FAB evaluation was to determine whether the FAB operated effectively.

Scope/Constraints

The evaluation was limited to activities performed by the FAB from its inception in August 1999 through December 2000.

The evaluation was limited to assessing FAB effectiveness in performing its functions and meeting its goals. It did not look at the overall consequences of the FAB performing its role.

The team developed the criteria used to evaluate FAB effectiveness and the FAB Chairman reviewed the criteria. These criteria were based on the purpose, roles and responsibilities contained in the FAB Charter, and on the year 2000 goals the FAB had generated.

Methodology

The evaluation was conducted using a combination of documentation review, gathering interview data, and analysis. The team completed the following process:

Develop Criteria

Initially, the evaluation team developed four criteria to measure FAB effectiveness, based on the FAB Charter, and on the document entitled “FAB Goals for 2000.” The criteria were:

1. Did the FAB provide appropriate information to the FAE for mission analysis and investment analysis decisions?
2. Did the FAB tailor Acquisition Management System (AMS) processes for specific programs?
3. Did the FAB institutionalize applicable FAB-developed processes and ensure proper planning and coordination
4. Did the FAB conserve resources?

The criteria were reviewed by the FAE (ARA-1), the FY 2000 FAB Chairperson (ASD-100), and ACM-1.

For each of the criteria, the team identified measures and data sources. The measures for the criteria involved analyzing specific FAB decisions, trends, and actions taken by the FAB, the FAE and the JRC. Data sources included FAB minutes and recommendation summaries, Joint Resources Council (JRC) minutes and records of decision, AMS program documentation, and interviews with FAB participants and customers. For a complete list of the criteria, with their associated measures and data sources, see Appendix A.

Identify Universe

To evaluate FAB effectiveness using the criteria described above, the team identified an appropriate group of programs undergoing either mission need development or investment analysis during the evaluation timeframe. We first identified all programs reviewed during the period under investigation. For comparison purposes, we also identified those programs not under FAB review that appeared before the JRC for mission need or investment analysis approval. Table 1 below presents the resulting universes of FAB and non-FAB programs used in our evaluation.

	FAB Programs	Non-FAB Programs
1	Alaska Radar (MAR)	Automated Flight Services Station (AFSS)
2	Alaskan NAS Interfacility Communications System (ANICS Phase II)	ATOP - Oceanic Oakland, New York, and Anchorage ARTCCs (obtained waiver, but not through FAB)
3	Asset Supply Chain Management (ASCM)	Controller Pilot Data Link Communications (CPDLC)
4	Automatic Dependent Surveillance-Broadcast (ADS-B)	FAA Telecommunication Infrastructure (FTI)
5	Cable Loop (ACLS3)	Facilities Security Risk Management (FSRM)
6	En Route Communications Gateway (ECG)	Free Flight Phase 1 (FFP1)
7	Explosive Detection Systems (EDS)	Next Generation Communications (NEXCOM)
8	Free Flight Phase II (FFPII)	Next Generation Email Messaging (NEXGEN)
9	Ground-Based Navigation Aids (GBNA)	Seismic Security Risk Mitigation (SSRM)
10	Guam Combined Center Radar Approach Control (CERAP)	System Engineering and Technical Assistance Contract (SETA II)
11	Long Range Radar (LRR)	
12	Low Cost Airport Surface Detection Equipment (ASDE-X)	
13	Low Power Distance Measuring Equipment (LPDME)	
14	NAS Interference Detection and Locating Capability (NASID & L)	
15	National Information Management System (NIMS II)	
16	Power Systems	
17	Safer Skies (PAPI DME)	
18	Stand Alone Tower Display System (SATS)	
19	Sun Coast TRACON	
20	Technical Support Service Contract Program (TSSC)	
21	Terminal Doppler Weather Radar Product Improvement (TDWR PI)	
22	Terminal Doppler Weather Radar Service Life Extension Program (TDWR SLEP)	
23	Weather Message Switching Center Replacement (WMSCR)	

Table 1. FAB Effectiveness Evaluation Universe

Data Collection

The team collected the data required to measure each of the criteria—including program documentation, FAB minutes, and JRC minutes—and then reviewed the recommendations made by the FAB according to the criteria. Some measures involved comparing programs in

the universes that went through the FAB to those that did not. Other measures analyzed specific decisions, trends and outcomes.

Finally, the team interviewed selected FAB stakeholders, including key FAB members, customers, and program personnel familiar with the FAB. The interview results were also used as a part of the analysis. Table 2 below lists the organizations of the individuals the team interviewed.

Organizations Interviewed	
ARA-1	ATB
ASD-400	ARO-300
ASD-100	ASU-120
AOP-1000	ARN-2
ARO-1	AEZ-500
ARO-2	AAR-100

Table 2. Organizations Interviewed

Evaluation Results Summary

The team evaluated FAB effectiveness based on the four criteria already identified, and reached the following conclusions.

Although programs that went through the FAB had slightly less complete, clear, and detailed documentation, the team determined that this criterion was immaterial due to the current FAB role. The FAB was initially chartered to “ensure that the appropriate steps are taken in the front-end of the acquisition process of programs to provide for the appropriate amount of information to the FAE for Mission Needs and Investment Analysis decisions.” Since then, it appears from our evaluation that role has evolved into one primary function: Tailoring AMS processes to fit the needs of specific acquisition programs. In addition, it appears that the FAB identifies trends in its tailoring actions, sponsors specific processes to standardize where appropriate, and attempts to institutionalize those processes.

The FAB has been effective in tailoring AMS for specific acquisition programs. Of the eighteen waivers recommended by the FAB during the evaluation period, only one was disapproved by the FAE. All eight programs that have subsequently reached the JRC obtained approval decisions. Interview data also indicated widespread satisfaction with tailoring actions among customers and other stakeholders.

In comparison, the FAB has been somewhat effective in institutionalizing the standardized processes they developed. The FAB identified trends from programs that sought waivers and developed six different processes to institutionalize new ways of doing business. Of the six, one has been formally documented and approved. One was dropped by the FAB, another was adopted by another FAA group, two others have incomplete documentation, and one has not yet been authorized.

Although anecdotal evidence suggests that the FAB conserved resources in specific program areas, the evaluation team was unable to verify specific resource savings for several reasons. First, it was difficult to measure the time and resources spent on program documentation for each program. Many waivers allowed programs to substitute documentation already completed instead of new AMS-required documentation. It was unclear how much time had already been spent on the existing documentation. Also, the programs were not at the same point in their life cycles, at the same level of complexity, or at the same level of tailoring. It was impossible to establish an “average” time with any degree of certainty.

Table 3 contains a summary of each criterion and the conclusion the evaluation team reached.

Criterion	Conclusion
Did the FAB provide appropriate information to the FAE for MA and IA decisions?	FAB programs provided slightly less information than non-FAB programs. Because the FAB interpreted its role more narrowly than what was written in the Charter, the criteria was immaterial.
Did the FAB tailor AMS processes for specific programs?	The FAB was effective in tailoring AMS processes for specific programs.
Did the FAB institutionalize applicable FAB-developed processes and ensure proper planning and coordination?	The FAB was only marginally effective in institutionalizing applicable FAB-developed processes.
Did the FAB conserve resources?	The team was unable to determine if the FAB conserved resources.

Table 3. Evaluation Criteria and Conclusion Summary

In addition to conclusions based on our criteria, the evaluation team also concluded the following:

The FAB has been effective in serving as an informal coordination forum for programs entering the JRC process. FAB meetings have been well-attended by representatives from the lines of business that also make decisions at the JRC level. Programs that have obtained and followed FAB-recommended waivers have had universal success in obtaining JRC approval. Interview data indicated that most stakeholders recognize and appreciate this role.

Although the FAB has accomplished its mission, the results may have some disturbing implications for the FAA and AMS. First, more than half the programs that appeared before the JRC for JRC 1 and JRC 2 decisions sought waivers from AMS requirements. Most of these programs sought waivers from documentation requirements. Of the eighteen approved waivers, ten involved tailoring or eliminating the investment analysis process. The FAA is under intense scrutiny regarding program costs and baseline stability. One might expect the FAA to enforce investment analysis requirements for major acquisitions rather than to reduce them.

Conclusions

Conclusion #1. Although programs that went through the FAB had slightly less complete, clear, and detailed documentation, the team determined that this criterion was immaterial due to the current FAB role.

The first criterion for measuring FAB effectiveness (“is the FAB providing appropriate information to the FAE for mission analysis and investment analysis decisions”) was developed using the FAB charter as a primary reference.

To determine whether the FAB provided appropriate information to the FAE for mission analysis and investment analysis decisions, the team compared documentation from the programs that went through the FAB to documentation of those that went to the JRC but not through the FAB. The team determined that documentation from the non-FAB programs was slightly more complete, clear and detailed than documentation provided by programs receiving FAB waivers.

However, in subsequent investigations, the team determined that the FAB role has evolved significantly from that provided in the charter. The FAB charter states that the purpose of the group is to “ensure that the appropriate steps are taken in the front-end of the acquisition process of programs to provide the appropriate amount of information to the FAE for Mission Needs and Investment Analysis decisions.” To fulfill this mission, the FAB was to “assume both a leadership role and advisory role in providing:

- Innovative and documented pathways to expedite processes, as appropriate
- Early decisions on viability
- Guidance on developing Initial Requirements Documents (IRD), Draft Investment Analysis Plans (IAP) and proposed alternatives at JRC 1.
- Coordination between Architecture, CONOPS, Strategic Plan, and Mission Need Statement (MNS).
- Connectivity between operational requirements and system engineering.
- Consideration of the need to prototype and simulate systems/procedures prior to JRC 1.
- Links between the R&D, F&E, and Operations budgets.”

In the FAB’s First Annual Report (draft, dated October 9, 2000), the group stated that its purpose was “the tailoring of the acquisition process to more efficiently meet the needs of the NAS.” The FAE also stated that the FAB’s purpose was not to ensure that appropriate information reached the JRC, but simply to tailor AMS processes for specific programs, upon request.

There also appeared to be consensus among stakeholders about the current FAB role, regardless of what is contained in the Charter. Many of those interviewed were unaware of the FAB's role as delineated in the charter. Several expressed surprise at the documented purpose, and felt it was inaccurate. Most stakeholders also agreed that the FAB's primary purpose was tailoring.

In its review of the FAB's actions during the evaluation period, the evaluation team concluded that the FAB is performing three roles. The FAB's primary function is to recommend tailoring of AMS processes for acquisition programs that request such assistance, especially in the up-front portion of program life-cycles. The FAB also identifies trends in tailoring requests and recommends changes to policy where appropriate. Finally, the FAB serves as a coordination body for lines of business throughout the FAA, many of which also make decisions as part of the JRC.

Due to this contradictory information about FAB roles, criteria #1 in this evaluation (Did the FAB ensure appropriate information was provided to the FAE for Mission Analysis and Investment Analysis decisions) was not a useful measure of FAB effectiveness.

Although some of the FAB roles may be inferred from the roles and responsibilities in the Charter, the differences in the purpose and roles are severe enough to cause considerable confusion in the future, especially in the event of a change in key personnel.

Recommendation:

The FAB should review and revise its charter to reflect its current purpose and responsibilities.

Conclusion #2. The FAB was effective in tailoring AMS processes for specific acquisition programs.

The FAB’s primary function is to recommend tailoring of AMS processes for acquisition programs that request such assistance, especially in the up-front portion of program life-cycles. Such tailoring is warranted when acquisition programs need more flexibility than is provided in the AMS process. Tailoring serves two purposes. First, it provides guidance and assistance to programs in navigating the AMS planning processes. Second, it provides documentation of decisions that allow programs to deviate from the AMS policy.

During the evaluation period, the FAB recommended approval of waivers for a significant number of programs. Table 4 provides a summary of those waivers.

Program	Waiver Requested	Waiver Recommended	Waiver Approved	Comments
ADS-B	X	X	X	
MAR	X	X	X	
ANICS Phase II	X	X	X	
ASCM	X	X	X	
ASDE-X	X	X (2)	X (2)	
Cable Loop	X	X	X	
ECG	X	X	X	
EDS	X			Goals statement developed and signed by AOA-1
FFP2	X	X	X	
GBNA	X	X	X	
Guam CERAP	X			Program Office withdrew
LPDME	X	X	X	
LRR	X	X	X	
NASID	X			Program Office withdrew
NIMS	X			Program Office withdrew
Power Systems	X	X	X	
Safer Skies	X			Not ready for tailoring
SATS	X			Program Office withdrew
Sun Coast	X	X		
TDWR-PI	X	X	X	
TDWR-SLEP	X	X	X	
TSSC	X	X	X	
WMSCR	X	X	X	

Table 4. FAB Tailoring Actions

The FAB has been effective in tailoring AMS for specific acquisition programs. This success is evident based on several different measures.

First, the FAB appeared to have a great deal of influence on acquisition programs, affecting most FAA acquisition programs in the planning stages (i.e., those programs that had not yet obtained JRC 2b decisions). The FAB recommended approval of waivers for nearly half of all the programs in our evaluation universe that reached the JRC for JRC 1 or JRC 2 decisions during the evaluation period. During this time period, 23 different programs appeared before the FAB for discussion. Tailoring actions were recommended to the FAE for eighteen of these programs. Of the other six programs, four waivers were withdrawn by the program office, one program achieved issue resolution in a different manner, and one was sent back to do more work before tailoring proceeded.

The FAB was able to obtain approval for the vast majority of recommended tailoring actions. Of the eighteen waivers recommended by the FAB during the evaluation period, only one was disapproved by the FAE.

Additionally, the programs that obtained waivers and adhered to the guidelines therein were successful in obtaining JRC approval. Of the seventeen waivers approved by the FAE, eight of the programs affected have since gone to the JRC¹, and six more are planning to appear before the JRC in the near future. All eight of the programs that have reached the JRC to date have obtained approval decisions.

The FAB also successfully provided documentation for their recommendations, stakeholder involvement, and the rationale behind each recommendation. FAB waiver documentation was meticulously maintained. The evaluation team was able to access each waiver from a central repository now maintained by the JRC Secretariat (ACM-1).

Finally, interview data also indicated widespread satisfaction with tailoring actions among customers and other stakeholders. Most stakeholders believed that the FAB tailoring actions were appropriate for specific programs. Some pointed out the role tailoring played for specific programs in navigating them through the AMS process, and others praised the role the FAB plays in providing documentation of tailoring decisions as well as the rationale that was used as a basis for those decisions. The FAE expressed satisfaction with the waivers that he had approved.

¹ Please note that this includes ASDE-X, which had two signed waivers, and went to the JRC twice.

Conclusion #3. The FAB had been somewhat successful in institutionalizing processes.

According to the FAB’s First Annual Report, one of the group’s goals during the evaluation period was to “recommend modifications to AMS to streamline processes by institutionalizing tailoring lessons learned.” Institutionalization refers to the idea that a process was documented, signed, approved, and used to alter the current way of doing business. Members of the board believed that one of the group’s purposes was to address “holes” and broken elements in AMS-related processes. Board members predicted that if necessary changes were initiated and institutionalized, there might be fewer programs requesting tailoring actions.

The FAB decided there were two ways to institutionalize change. One was to modify AMS policy or tools. The other was for organizations represented at the FAB to accept changes within their own organization’s processes. Through analysis of their tailoring efforts and of the programs that were coming to them for assistance, the FAB identified several processes that could be improved or initiated. The group developed changes and recommended ways of institutionalizing these changes in the FAA.

The FAB has been somewhat successful in institutionalizing these proposed changes. To date, several changes have been initiated, and one has been formally institutionalized.

The evaluation team found six processes that were recommended for institutionalization by the FAB. Of the six processes, one has been institutionalized by a formal change to AMS. A second is in the process of being incorporated into AMS. Three others have been initiated and documentation drafted, but the documentation is unsigned. The sixth has partial documentation drafted. Table 5 contains a list of these proposed processes and their current status.

	Processes Recommended for Institutionalization	Institutionalization Status	Current Activities
1	Split JRC 2 into JRC 2a and JRC 2b	Completed. Documented in AMS	Process has been incorporated in AMS and is being used
2	Create NAS Sustainment Board (NSB)	Charter Drafted, not yet signed	NSB is being used by various programs for sustainment issues
3	Create Requirements Evaluation Plan Process	Partial Documentation drafted	Programs are currently using the REP
4	Facilities Consolidation Criteria	Documentation drafted, not signed	Awaiting documentation approval as the FAB looked to create facilities master plan for future work
5	Baselining Changes	Documentation drafted, not signed	Uncertain
6	Criteria for JRC 1 and JRC 2	FAB determined not to be the correct body to create JRC 1 and JRC 2 criteria	JRC Secretariat is working to incorporate into AMS FAST

Table 5. Processes recommended for Institutionalization by the FAB

It should be noted that although only one of these processes is formally institutionalized, there is evidence that some of the other processes are being used. The NAS Sustainment Board is currently operating, although its charter is not yet signed. The Requirements Evaluation Plan process has been used by two programs, with limited success, although only the first of three phases has been documented. Draft Criteria for JRC 1 and JRC 2 is now being used by programs, and is in the process of being incorporated into the AMS FAA Acquisition System Toolset (FAST).

The process that was institutionalized (JRC 2 split) and those that are in use appear to have had positive impacts to FAA acquisition management. Interviewees were enthusiastic about the benefits of some of these changes. However, the lack of institutionalization could lead to confusion and lack of continuity in the event of personnel changes or process changes. If processes are not documented and formally incorporated into policy, it is unclear how long the changes will endure. Without formal sanction, it is also unclear how programs or others wishing to use the processes will have access to needed information.

Recommendations:

The FAB should continue to identify trends and recommend process changes when appropriate.

The FAB should follow through on institutionalization of process changes already in progress.

Conclusion #4. The evaluation team was unable to determine if the FAB saved resources for specific programs

Criteria #4 for FAB effectiveness was “did the FAB conserve resources for programs?” The team derived this criterion from the FAB’s goals for the year 2000. The FAB attempted to measure its success in conserving resources. In its 2000 Annual Report, the group stated “the FAB has made recommendations that have reduced the time to an investment decision from 12 to 69 percent for nine programs.”

Although anecdotal evidence suggests the FAB may have conserved resources for specific programs, the evaluation team was unable to verify specific resource savings for several reasons. It was difficult to measure the time and resources spent on program documentation for each program. Many waivers permitted substitution of documentation already completed for documentation required by the AMS. This existing documentation contained some of the same information as that required by the AMS. It was unclear how much time had already been spent on developing the existing documentation.

Also, the programs were not at the same point in their life cycles, at the same level of complexity, or required the same level of tailoring. It was impossible to establish an “average” time from which to measure with any degree of accuracy.

Other Conclusions

During the course of the evaluation, the team discovered other information concerning FAB effectiveness. Although this information is outside the scope of our official criteria, ACM believes it is of sufficient importance to be included in the report.

Conclusion #5. The FAB has evolved into an effective coordination mechanism for interested lines of business

Most of the stakeholders we interviewed identified coordination as a role played by the FAB. Interviewees stated that many people came to the FAB to learn more about program issues, to understand AMS processes, and to prepare management for upcoming JRC meetings. Some expressed frustration about the number of people involved in the process; others recognized the importance of information sharing.

This role was also confirmed by a review of FAB minutes. The FAB met approximately twice per month within the evaluation period. During that time, the average attendance was 22. Many of the attendees had no item on the agenda. However, programs that were coordinated through the FAB almost always received approval from the JRC, so programs and attendees appeared to recognize the benefits of the FAB as a coordination body.

Like most large organizations, the FAA consists of varied lines of business with differing responsibilities and expertise. However, the AMS requires these groups to agree corporately on acquisition decisions. Many lines of business do not have acquisition expertise or responsibilities, but nonetheless wish to make intelligent corporate decisions. A group that provides information and insight into program issues can provide a valuable service to these lines of business.

Conclusion #6. While the FAB has effectively fulfilled its role, the results contain some potentially troubling implications for the FAA and AMS.

The objective of this evaluation was to determine if the FAB was effective during its first year, and the team determined that the FAB effectively performed its major role. However, in the course of the evaluation, the team conducted some analysis on the results of FAB decisions that could contain troubling implications for the FAA and AMS. These results do not imply lack of effectiveness by the FAB, and they are not, strictly speaking, within the scope of this evaluation. However, the evaluation team believed them to be of enough significance to list them below.

Documentation Waived. The team discovered that more than half of the programs that went before the JRC for JRC 1 or JRC 2 decisions sought waivers from AMS requirements. This is a troubling statistic, because AMS was designed to contain the flexibility that was not found in the Federal Acquisition Regulations (FAR). However, if most FAA programs cannot successfully follow the process, it appears that the process needs to be revised.

It is also significant that most of these waivers involved AMS-required documentation, and that programs that went through the FAB had somewhat less clear and complete documentation than those programs that did not use the FAB. Table 6 contains a summary of the FAB waivers involving program documentation.

Program	MNS	IA	IPP	FRD	APB	Other
Alaska Radar (MAR)		X	X		X	
ANICS Phase II		X				
ASDE-X					X	Released SIR before JRC2 Deferred APB until after JRC2
Cable Loop		X				Combine JRC1/2
GBNA	X	X				Service Life Extension Program (SLEP)
LPDME		X		X	X	Waiver signed but no further action taken
LRR	X*					*Waiver to tailor MNS process signed Waiver to forgo RD not signed
Power Systems				X		Waived FRD til JRC2
Sun Coast		X				Waiver disapproved
TDWR-PI		X				
TDWR-SLEP		X				
TSSC	X	Lim*		Lim		*Document Limited. Not as complete
WMSCR		X				

Table 6. FAB Waivers involving Program Documentation

It is assumed that documentation is required for a specific reason, and provides important information for decision-making purposes, as well as for program success. If so, the reduction of documentation and analysis requirements in so many programs should be of concern to decision-makers. If there is too much documentation required by AMS, perhaps the documentation requirements in AMS should be adjusted to make the process more efficient.

Investment Analysis. As shown in Table 5 above, more than half of approved waivers involved tailoring or eliminating the Investment Analysis process. In some cases, the reasons for this tailoring were apparent, while in others, the reasoning was not so clear. In any event, the large percentage of waivers for one process should be reason for concern.

There has been considerable discussion in the FAA about the length and complexity of the investment analysis process. Changes have been proposed to reduce the time and resources

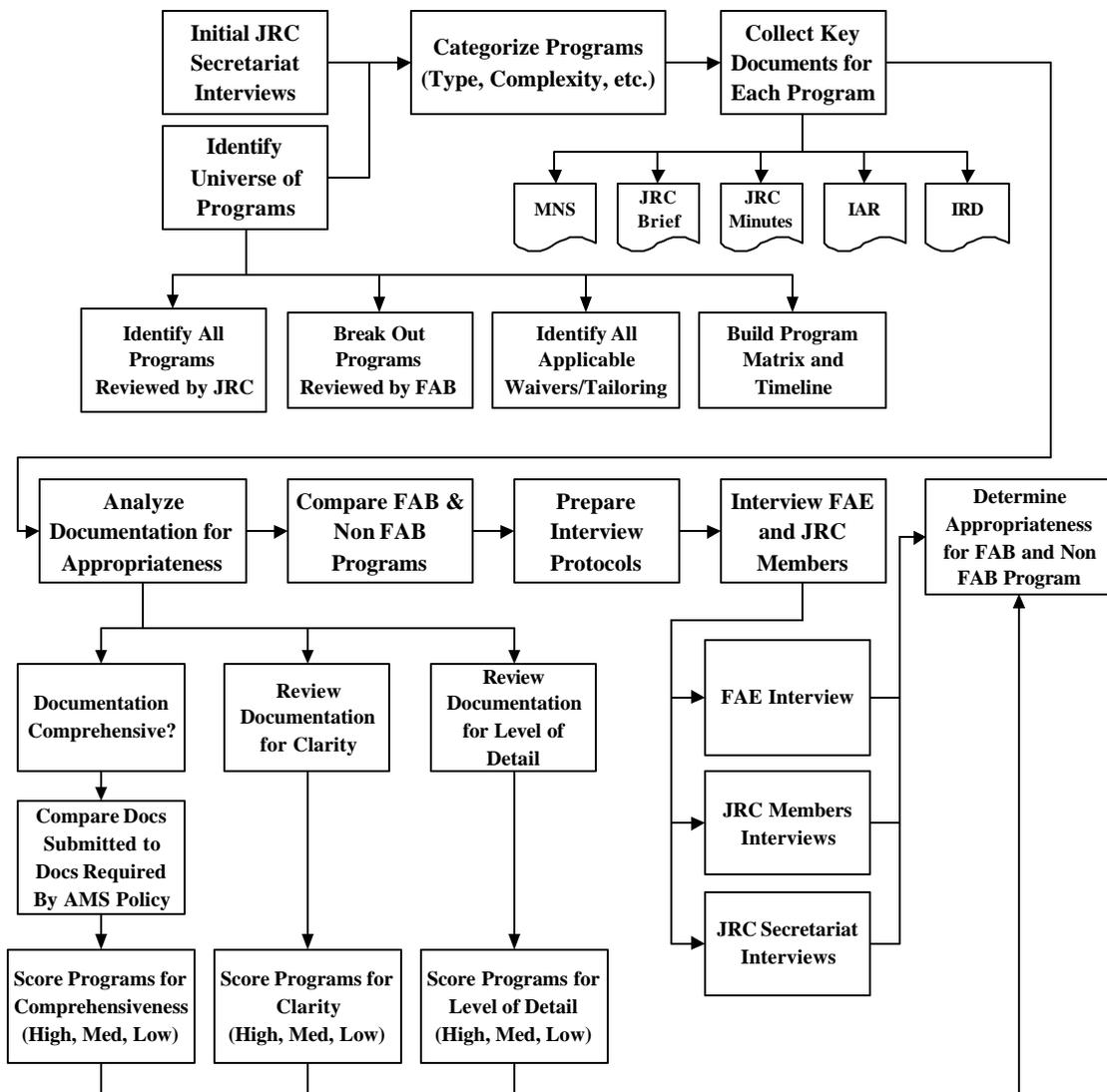
required to complete the process, perhaps resulting in fewer waiver requests in the future. If not, this trend should be investigated. Either the process should be changed or the majority of programs should follow the process. Otherwise, the process as it exists appears to be ineffective.

Appendix A. FAB Effectiveness Criteria, Measures, and Data Collection process

In defining criteria for FAB effectiveness, the evaluation team realized that the criteria could only be effective if each could be measured. Therefore, the team developed measures for each criterion and researched the data sources required to complete the criteria. For each, the team also added a data collection process to permit accurate measurements. The flow charts below illustrate the steps we followed to determine FAB effectiveness for each of our evaluation criterion.

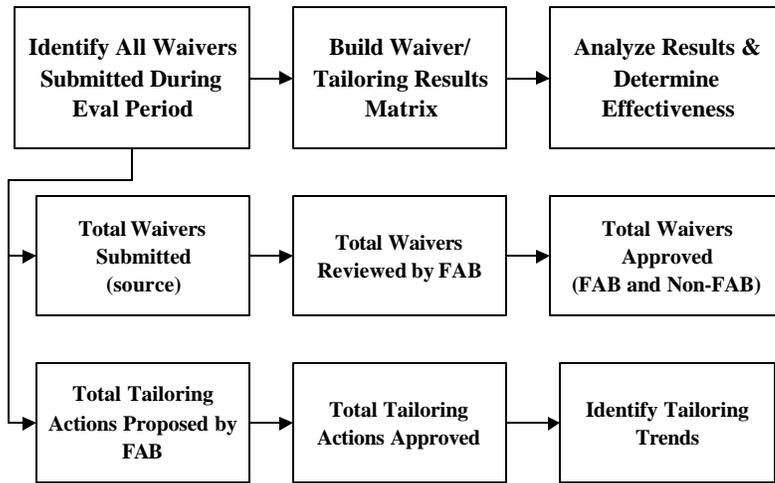
CRITERIA 1

Provide Appropriate Information to the FAE for MA and IA Decisions



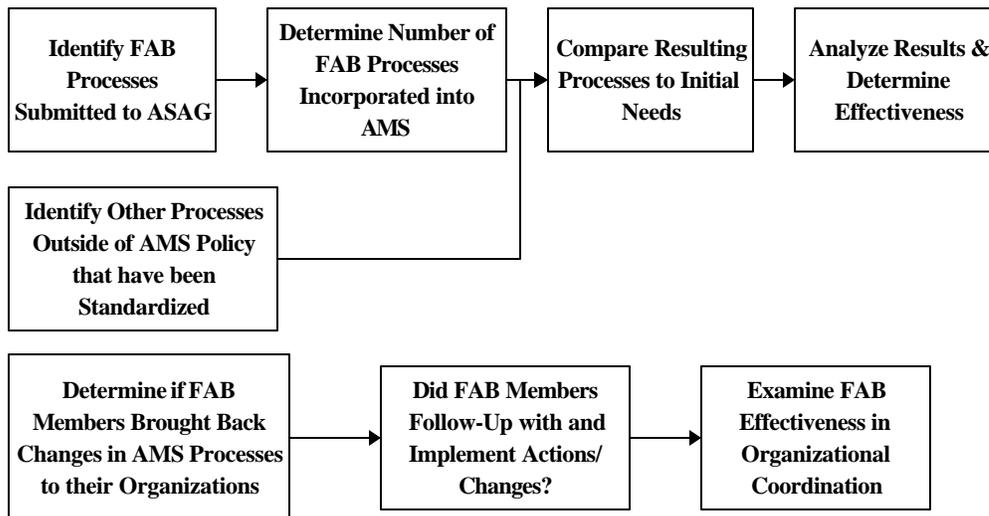
CRITERIA 2

Tailoring of AMS Processes for Specific Programs



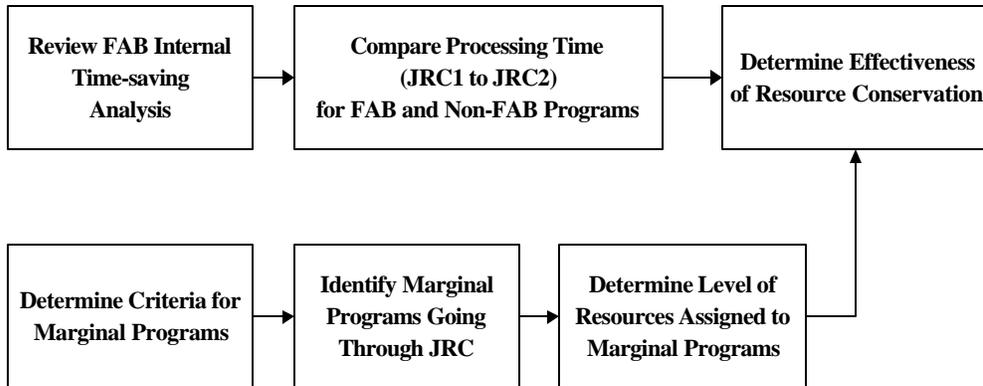
CRITERIA 3

Institutionalizing Applicable FAB-Developed Tailored Processes & Ensuring Proper Planning and Coordination



CRITERIA 4

Conserve Resources



Appendix B. Acronyms

Acquisition Management System (AMS)
Acquisition Program Baseline (APB)
Acquisition Strategy Paper (ASP)
Airport Surface Detection Equipment-Model X (ASDE-X)
Alaskan Minimally Attended Radar Facilities (MAR)
Alaskan NAS Interfacility Communications System (ANICS Phase II)
Asset Supply Chain Management Program (ASCM)
ATOP - Oceanic Oakland, New York, and Anchorage ARTCCs
Automated Flight Services Station (AFSS)
Automatic Dependent Surveillance-Broadcast (ADS-B)
Cable Loop (ACLS3)
Controller Pilot Data Link Communications (CPDLC)
En Route Communication Gateway (ECG)
Explosives Detection System (EDS)
FAA Acquisition System Toolset (FAST)
FAA Acquisition Executive (FAE)
FAA Acquisition Executive Advisory Board (FAB)
FAA Telecommunication Infrastructure (FTI)
Facilities and Equipment (F&E)
Facilities Security Risk Mitigation (FSRM)
Federal Aviation Administration (FAA)
Final Requirements Document (FRD)
Free Flight Phase 1 (FFP1)
Free Flight Phase 2 (FFP2)
Ground-Based Navigation Aids (GBNA)
Guam Combined Center Radar Approach Control (Guam CERAP)
Initial Requirements Document (IRD)
Integrated Program Plan (IPP)
Investment Analysis (IA)
Investment Analysis Plan (IAP)
Joint Resources Council (JRC)
Long Range Radar (LRR)
Low Power Distance Measuring Equipment (LPDME)
Mission Analysis (MA)
Mission Need Statement (MNS)
NAS Interference Detection and Locating Capability (NASID and L)
National Airspace System (NAS)
National Information Management System (NIMS II)
Next Generation Communications (NEXCOM)
Next Generation Email Messaging (NEXGEN)

Power Systems Sustainment and Support (PS3)
Requirements Evaluation Plan (REP)
Research and Development (R&D)
Safer Skies (PAPI DME)
Seismic Security Risk Mitigation (SSRM)
Service Life Extension Program (SLEP)
Stand Alone Tower Display System (SATS)
Sun Coast TRACON and Airspace Consolidation
System Engineering and Technical Assistance Contract (SETA II)
Technical Support Services Contract (TSSC)
Terminal Doppler Weather Radar Product Improvement (TDWR PI)
Terminal Doppler Weather Radar Service Life Extension Program (TDWR SLEP)
Weather Message Switching Center Replacement (WMSCR)