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NAVAL AIR SYSTEMS COMMAND
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IN REPLY REFER TO

NAVAIRINST 4215.1
AIR-1.1
DRAFT 12APR01

NAVAIR INSTRUCTION 4215.1

From: Commander, Naval Air Systems Command

Subj: PARTNERING PROCESS FOR ACQUISITION

Ref: (a) NAVAIR Partnering Advantage Guide
(b) NAVAIRINST 4200.36B, Acquisition Plans

Encl: (1) Partnering Advantage Deployment Flow Chart

1. Purpose. To provide policy and guidance for the use of partnering between Naval Aviation Acquisition Teams and those corporate entities involved in the development, production, maintenance and support of products and services on behalf of the Naval Aviation Systems Team (TEAM).
2. Scope. This instruction applies to all TEAM members involved in the acquisition of aviation related products and services, including Advanced Development Projects, Program Manager Air (PMA) Integrated Program Teams (IPT) (including logistics and systems engineering projects), automated information systems, and projects conducted under the auspices of Externally Directed Teams (EDT). For clarity, the TEAM includes all elements of the Naval Air Systems Command (NAVAIR), and the Naval Aviation Program Executive Officers (PEO); PEO for Air Anti-Submarine Warfare, Assault, and Special Mission Programs (PEO (A)); PEO for Tactical Aircraft Programs (PEO (T)); and PEO for Strike Weapons and Unmanned Aviation (PEO (W)).
3. Background and Definition. As part of the Fiscal Year (FY) 1998 Business Process Reengineering (BPR) effort, the TEAM embraced the partnering process. This process was benchmarked against the Government and Industry best practices as a proven strategy to improve the quality of our acquisition programs, reduce our cost of operations, and gain greater insight into our acquisition programs through improved team interactions.

Partnering, a collaborative leadership process, establishes a business alliance between the Government and Industry by crossing organizational boundaries for the purpose of achieving open communications, information sharing, trust, and a shared vision. Partnering enhances business relationships, develops efficient and effective team communication, and builds and documents team processes.

The partnering process constitutes a mutual commitment, by two or more parties, on how they will interact during the course of the contract. The primary objective of partnering is to increase team productivity to achieve successful and timely contract performance. When employed properly, it can reduce program costs, cycle time, and will serve as a workforce multiplier.

Partnering differs from teaming in one significant aspect. The partnering process has been designed for dissimilar organizations where organizational objectives and members may have different and sometimes conflicting goals. This is most obvious when the team consists of both Government and Industry personnel where the Government's goal of more efficient higher quality goods and services may impact a principal Industry goal of profitability. Partnering allows the team to formulate a shared set of mutually agreeable goals and actions for all members.

4. Policy. To the greatest extent practical, the TEAM will use the partnering process to plan and execute acquisition programs and procurements, including service and support contracts. The use of this process is not limited to new start contract efforts, and can be employed at any time during a program or contract life cycle. Partnering can be used to maintain or improve program stability or to better facilitate performance in the face of change. The process is designed with flexibility in mind, and as such it can meet the specific needs of various types of programs and acquisitions.

a. The partnering process and its products shall not alter, supplement, or deviate from the terms of a contract, nor can it affect the legal responsibilities or relationship of the contracting parties. If prospective changes to the contract are identified as a result of the partnering dialogue, the parties shall effectuate each change by a formal contract modification.

b. It should be noted that the definition of partnering and the partnering process described within this instruction should not be confused with or equated to the "Public-Private Partnerships" as defined in U.S. Code Title 10, Section 2474. This statute addresses forming public-private partnerships for the purpose of increasing the use of underutilized industrial capacity and therefore, it does not restrict a NAVAIR activity from using the partnering process described in this instruction.

5. Procedures. The following steps define the main elements of the partnering process. The complete process and other useful material is contained in the NAVAIR Partnering Advantage Guide, reference (a). It can be viewed or downloaded from the NAVAIR Partnering Advantage Web Site at <http://www.lakehurst.navy.mil/partnering/>. The Partnering Advantage Deployment Flow Chart, which graphically depicts the process, can be found in enclosure (1).

As the use of the partnering process becomes more widespread across the TEAM, members with partnering experience will be asked to volunteer as partnering advocates. Collectively, the partnering advocates will constitute a source of knowledge, experience and lessons learned available to others across the TEAM who are undertaking partnering. Access to these advocates will be through the NAVAIR Partnering Advantage Web Site.

a. Planning.

(1) The Government team leader, in conjunction with their team, will develop a partnering approach, which complements the acquisition strategy. Strong competency involvement in this phase will help ensure that the partnering approach brings adequate technical talent to the

program and satisfies corporate needs for technical insight. Partnering training, available at the aforementioned web site for all team members, provides a general understanding of partnering.

(2) In accordance with reference (b), the partnering strategy should be considered and included in a program's acquisition plan as appropriate.

b. Communication.

(1) Each solicitation should state the Government's intent to partner. In addition, a solicitation may include a requirement for the offeror to submit a draft partnering charter as part of the proposal. Samples can be found on the NAVAIR Partnering Advantage Web Site.

(2) The Government team leader, in conjunction with their team, will support the contracting officer during pre-award activities to address any aspect of partnering, such as reviewing proposed partnering charters.

c. Execution.

(1) The primary component of the execution phase is a facilitated workshop between the Government and Industry program personnel. Immediately after contract award, the Government and Industry team leaders will select a facilitator (based on the facilitator's background and availability) to conduct the workshop. The Command Career Development Office (CCDO), AIR-7.3.3, will provide a facilitator at no cost to the program. The Government and Industry team leaders will hold a preliminary discussion with the facilitator for the purpose of providing program background and strategy.

(2) The Government and Industry team leaders will designate workshop participants from their teams (including major subcontractors). Key stakeholders outside the immediate team may also be invited. Prior to the workshop all attendees should have completed the partnering training, which is available at the NAVAIR Partnering Advantage Web Site.

(3) Prior to the workshop, the facilitator will conduct a survey to assess the team's knowledge of partnering and willingness to partner. This assessment will assist the facilitator in tailoring the workshop agenda. If the workshop is a follow-on workshop or for an established program implementing partnering mid-course in the project life cycle, the facilitator will administer a survey to measure the team's success at partnering and will focus attention on issues or problem areas within the team.

(4) The team leader will conduct a preliminary internal government workshop coordination meeting with all designated government workshop participants and stakeholders. This meeting focuses on team preparation for the workshop and discussion of issues for the workshop agenda.

(5) The Government and Industry Team Leaders will conduct a management level workshop planning meeting with the facilitator to finalize all details of the workshop. This will include a review of the survey data, completing the agenda and time and place for the workshop. The workshop should occur within 30 to 60 days after contract award.

(6) The principal product of the workshop will be the agreements derived from the workshop, documented in a signed partnering agreement.

d. Sustainment.

(1) After the workshop, the team members will rely on their partnering charter as they conduct their program. The team leaders and members will foster their business alliance throughout this phase.

(2) The team leaders will conduct periodic reviews to assess and reaffirm the business alliance. These reviews should be conducted in conjunction with other ongoing program activities, such as program or design reviews.

(3) It is recommended that follow-on workshops be conducted annually unless the team leader's assessment dictates sooner.

6. Responsibility. The success of the partnering process depends on the participation of all Government and Industry team members and as such, all share in the responsibilities defined below.

a. Deputy Commander for Acquisition and Operations (AIR 1.0) will:

(1) Serve as overall process owner for the partnering process with the Program Support Department, AIR 1.1;

(2) Maintain process usage data collected from the Command Career Development Office (AIR-7.3.3); and

(3) Sort usage data by Program Executive Office (PEO) and forward to each PEO.

b. Program Executive Officers and AIR-1.0 Acquisition Staff will encourage the use of partnering in their programs through their review of the partnering strategies in acquisition plans and related documents.

c. Competency Leaders and Managers (Contracts (AIR-2.0), Logistics (AIR-3.0), Research and Engineering (AIR-4.0), Test and Evaluation (AIR-5.0), Industrial Operations (AIR-6.0), Corporate Operations (AIR-7.0), and Shore Station Management (AIR-8.0)) will:

(1) Encourage the use of partnering in competency managed acquisitions; and

(2) Provide guidance to competency IPT members in determining appropriate partnering strategies.

d. Command Career Development Office (AIR-7.3.3) will:

(1) Provide and fund the facilitator workshop contract annually and update as necessary;

- (2) Monitor feedback on facilitator performance and adjust as necessary; and
 - (3) Provide Process Owner with quarterly usage data on the number of workshops conducted.
- e. Team Leaders will serve as lead partnering advocate for the team and ensure that the process is followed.
- f. Team Members (Program Management (AIR-1.0), Contracts (AIR-2.0), Logistics (AIR-3.0), Research and Engineering (AIR- 4.0), Test and Evaluation (AIR-5.0), Industrial Operations (AIR-6.0), Corporate Operations (AIR-7.0), and Shore Station Management (AIR-8.0) will:
- (1) Take the on-line partnering training to gain knowledge and understanding of partnering; and
 - (2) Actively participate in the process by attending the workshop(s) and developing and using the teams' partnering charters and processes.
7. Review. This instruction will be reviewed annually and updated as required by process owner (AIR-1.1).

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