Analysis of Section 303: Exemptions for Nontraditional Defense Contractors

Key Points:

- Section 303 of the Forged Act provides exemptions from ten specific statutory and regulatory requirements for Nontraditional Defense Contractors (NDCs).
- These exemptions are the latest in a series of legislative and regulatory efforts aimed at lowering barriers to entry for innovative commercial companies into the defense market.
- The intended effects of these exemptions include reduced administrative burden, increased contracting speed, greater participation of innovative companies, potential cost savings, and enhanced supply chain resilience.
- Potential negative impacts include increased risk of inadequate oversight, potential for cost overruns, challenges in ensuring fair competition, difficulties in assessing contractor performance, and the potential for misuse of exemptions.
- Effective implementation will require enhanced due diligence, clear guidance and training for contracting officers, phased implementation, performance-based contracting, and mechanisms to ensure NDC eligibility.
- Contracting officers, program managers, auditors, and personnel involved in technology scouting will be most affected by this provision.
- Established traditional defense contractors and government oversight agencies are likely to oppose the exemptions due to concerns about unfair competition and reduced oversight.
- Successful implementation will require additional resources, including training programs, revised guidance, and potentially specialized personnel.
- Success can be measured by the increased number and value of contracts awarded to NDCs, reduced procurement cycle time, adoption of innovative technologies, potential cost savings, and feedback from stakeholders.
- Alternative approaches include expanding OTAs, enhancing CSOs, targeted waivers, establishing a dedicated support system for NDCs, and increasing the use of prize challenges and innovation accelerators.
- The specific exemptions under Section 303 will significantly impact how contracting officers structure solicitations and manage contracts with NDCs, requiring them to adapt their traditional approaches.

History of Exemptions for Nontraditional Defense Contractors:

Early Recognition of the Need for Commercial Integration: The United
 States military has a long history of relying on the commercial sector to

support its needs, dating back to the Revolutionary War where civilian shipbuilders and gunsmiths played a crucial role ¹. Recognizing the limitations of a specialized defense industrial base, policymakers in the late 20th century sought to lower barriers for firms that did not traditionally conduct business with the military ¹. The 1986 Packard Commission emphasized the importance of adopting commercial practices and technologies to enhance the efficiency of defense procurement ¹. This recognition led to legislative reforms such as the Federal Acquisition Streamlining Act (FASA) of 1994 and the Federal Acquisition Reform Act (FARA) of 1996, which prioritized the acquisition of commercial items and aimed to simplify contracting processes ¹. These reforms signaled a growing understanding of the value that commercial innovation could bring to the defense sector. This historical context illustrates a sustained effort to integrate commercial capabilities into the defense ecosystem, with Section 303 representing a continuation of this long-term policy objective.

- Defining the "Nontraditional Defense Contractor": The term "nontraditional defense contractor" generally refers to an entity that is not currently performing and has not performed any contract or subcontract for the Department of Defense (DoD) that is subject to full coverage under the Cost Accounting Standards (CAS) for at least the one-year period preceding the solicitation of sources by the DoD 1. This definition serves as a key criterion for determining which entities are eligible for the exemptions provided in Section 303. Small businesses are often exempt from CAS requirements, and therefore frequently qualify as nontraditional defense contractors ¹. Additionally, the definition can encompass entities that perform contracts exclusively under commercial procedures or operate solely under firm-fixed-price (FFP) contracts with adequate price competition ¹. This broad definition reflects an intent to include a wide range of innovative companies that may not have a history of traditional defense contracting. The emphasis on CAS exemption as a primary element of the definition underscores the recognition that the administrative burden and complexity associated with CAS compliance can be a significant deterrent for new entrants to the defense market.
- Evolution Through Recent Legislation and Initiatives: The Federal Acquisition Streamlining Act (FASA) of 1994 was an early legislative effort to lower procurement barriers by giving preference to commercial firms, products, and services, a definition that the DoD incorporates into its understanding of nontraditional contractors ². The Fiscal Year (FY) 2016 National Defense Authorization Act (NDAA) furthered this goal by allowing the

transition of DoD programs from research and development and successful prototypes to production using Other Transaction Authority (OTA) on a non-competitive basis ². More recent NDAAs have continued this trend, including provisions aimed at simplifying DoD contracting with nontraditional defense contractors ⁶. For instance, Section 815 of a recent NDAA permits nontraditional defense contractors to submit recent price history instead of certified cost and pricing data for subcontracts not expected to exceed \$5 million ⁶. Furthermore, DFARS 252.215-7013, issued in January 2023, advises that supplies and services provided to the DoD by an NDC may be treated as commercial products or services, thereby easing regulatory burdens ⁹. These ongoing legislative and regulatory actions demonstrate a sustained and increasing focus on facilitating the participation of nontraditional defense contractors in the defense industrial base, reflecting a strategic imperative to leverage their innovation and agility.

• Desired Effects of Section 303 Exemptions:

- Reduced Administrative Burden: A primary goal of exempting NDCs from specific DFARS clauses and FAR Part 31 is to significantly decrease the administrative and compliance burden that is typically associated with defense contracting ². This reduction in complexity and paperwork can make it more appealing for companies accustomed to the less regulated commercial sector to engage with the DoD. By alleviating this administrative overhead, Section 303 intends to lower the barrier to entry for innovative companies, particularly smaller, technology-focused firms and startups, that may have been previously discouraged by the intricate web of defense regulations ¹.
- o Increased Speed and Efficiency in Contracting: The streamlined processes resulting from these exemptions are expected to lead to a faster and more efficient contracting experience ⁹. By waiving requirements related to complex accounting systems, earned value management, and material management (as indicated by the exempted DFARS clauses), the time required for contractor qualification and proposal evaluation can potentially be reduced. This aligns with the DoD's objective to operate "at the speed of relevance" when acquiring critical technologies and capabilities, allowing for a more rapid response to evolving threats ².
- Greater Participation of Innovative Companies: By making it easier and less burdensome for NDCs to conduct business with the DoD, Section 303 aims to incentivize a broader range of non-traditional companies, especially those with cutting-edge technologies and innovative solutions, to enter the defense market ¹. This increased participation can bring fresh perspectives and capabilities to the defense sector, particularly in areas where commercial

- innovation is rapidly advancing, such as artificial intelligence, robotics, and advanced materials ¹. The provision seeks to tap into the dynamism and agility of the commercial innovation ecosystem.
- Potential Cost Savings: While not the primary focus of Section 303, the expected increase in competition resulting from greater participation of NDCs could potentially lead to cost savings for the DoD in the long term ¹. By expanding the pool of potential suppliers to include more commercially focused and potentially more cost-efficient firms, the DoD may be able to negotiate more competitive prices. Additionally, the reduction in administrative burden for both the contractor and the government can contribute to lower overall transaction costs.
- Enhanced Supply Chain Resilience: Expanding the base of suppliers to include a greater number of NDCs can contribute to a more diverse and resilient defense supply chain ⁹. By reducing the DoD's reliance on a limited number of traditional defense contractors, these exemptions can help mitigate risks associated with single points of failure and enhance the overall robustness and adaptability of the defense industrial base in the face of disruptions.

Potential Negative Impacts of Section 303 Exemptions:

- Increased Risk of Inadequate Oversight: Exempting NDCs from regulations concerning accounting systems, earned value management, material management, and contractor business systems (DFARS 252.242-7006, -7002, -7002, -7004, -7003, -7001, -7005) could potentially lead to reduced government visibility into contractor operations and financial management ¹¹. Similarly, the exemption from FAR Part 31 (Contract Cost Principles and Procedures) might make it more challenging for the government to ensure that costs claimed by NDCs are reasonable, allowable, and allocable. This relaxation of oversight mechanisms could increase the risk of inefficient spending and potential financial irregularities.
- Potential for Cost Overruns: The exemption from DFARS 215.407 (Forward Pricing Rate Agreements) and FAR Part 31 could make it more difficult for contracting officers to negotiate fair and reasonable prices with NDCs, particularly if these companies lack experience with government pricing expectations ⁶. Without established forward pricing rates or adherence to standard cost principles, the government may have less leverage in price negotiations and could be more susceptible to potential cost overruns.
- Challenges in Ensuring Fair Competition: While the intent of Section 303 is to encourage new entrants, the exemptions provided could be perceived by established traditional defense contractors as creating an unfair competitive

- advantage ⁶. These traditional contractors are typically required to comply with the full suite of these regulations, and they might argue that NDCs are being held to a lower standard, potentially leading to resentment or legal challenges.
- Difficulties in Assessing Contractor Performance and Technical Capabilities: The exemption from DFARS 252.242-7003 ("Technical Capabilities") and other related clauses could limit the amount of formal documentation and demonstration required from NDCs regarding their technical abilities. This could make it more challenging for the DoD to thoroughly assess an NDC's suitability for specific projects and to effectively monitor their performance against contractual requirements throughout the project lifecycle.
- Potential for Misuse of Exemptions: There is a potential risk that companies that do not genuinely meet the definition of a nontraditional defense contractor might attempt to claim this status to avoid the regulatory requirements from which they would otherwise be subject ⁶. This could undermine the intended benefits of Section 303 and create unintended loopholes in the defense acquisition process.

• Mitigations for Potential Negative Impacts:

- Enhanced Due Diligence and Market Research: To mitigate the risks associated with reduced regulatory oversight, contracting officers will need to conduct thorough market research to gain a comprehensive understanding of the capabilities, experience, and pricing of NDCs, especially in the absence of detailed cost and accounting data ². This should include a careful assessment of their technical expertise and past performance in relevant commercial sectors. Additionally, a greater emphasis on technical evaluations and demonstrations can help validate the capabilities of NDCs.
- Clear Guidance and Training for Contracting Officers: The Department of Defense must provide clear and comprehensive guidance and training to contracting officers on the proper application of the exemptions under Section 303 and the alternative procedures to follow when contracting with NDCs ¹². This training should cover topics such as risk assessment, price analysis techniques suitable for commercial items, and strategies for ensuring adequate oversight in the absence of standard regulatory compliance.
- Phased Implementation and Pilot Programs: A cautious approach to implementation, potentially involving a phased rollout or pilot programs focused on specific types of NDCs or technologies, could allow the DoD to gather valuable data, identify potential issues, and refine the approach before broader adoption ⁸. This iterative process would enable adjustments based on

- real-world experience and minimize the risk of widespread negative impacts.
- Performance-Based Contracting and Metrics: Emphasizing the use of performance-based contracting approaches with clearly defined, measurable outcomes and deliverables will be crucial when working with NDCs. This can help ensure accountability and value for money even with reduced regulatory oversight. Establishing specific metrics to track the performance of NDCs and the success of projects undertaken under these exemptions will be essential for evaluating the effectiveness of Section 303.
- Mechanisms for Addressing Misrepresentation and Ensuring NDC Eligibility: To prevent the misuse of these exemptions, the DoD should develop clear and specific criteria for defining an NDC and implement robust verification processes to ensure that companies claiming this status genuinely meet the requirements ⁶. This could involve requiring formal certifications or conducting independent reviews. Furthermore, establishing penalties for companies that misrepresent their status to gain access to these exemptions could serve as a deterrent.

• Department of Defense Personnel Most Affected:

- Contracting Officers: These individuals will be directly responsible for implementing Section 303, requiring them to understand precisely which regulations are waived and how to structure solicitations and contracts accordingly. This will necessitate adapting their standard contracting procedures and potentially employing new evaluation techniques for proposals from NDCs. They will need to exercise greater judgment, particularly in areas where standard regulatory guidance is reduced, such as making determinations of price reasonableness and assessing contract risk. Comprehensive training and readily available support will be essential for contracting officers to effectively navigate the new flexibilities and potential risks associated with these exemptions ¹².
- Program Managers: Program managers will be working closely with NDCs on the execution of programs and will need a clear understanding of how these exemptions might affect contract management, performance monitoring, and reporting requirements. They may need to adjust their expectations and management approaches when working with companies that have less experience with traditional defense contracting processes. Program managers might find themselves more involved in areas such as technical oversight and risk management to ensure successful program outcomes.
- Auditors and Oversight Personnel: Personnel involved in auditing and oversight functions within the DoD will need to develop new audit procedures and oversight strategies to account for the exemptions provided under

Section 303. Their focus might shift towards evaluating the outcomes and performance of contracts with NDCs rather than solely assessing compliance with standard regulatory processes. They will need to ensure that government interests are protected and that accountability is maintained in the absence of some traditional regulatory controls.

Personnel Involved in Technology Scouting and Innovation Outreach: Individuals and teams within the DoD responsible for identifying and engaging with innovative companies, such as those within the Defense Innovation Unit (DIU) or service-specific innovation offices, will likely see increased engagement with NDCs. They will need to effectively communicate the opportunities presented by these exemptions to potential NDCs and provide guidance and support to help these companies navigate the defense acquisition landscape. The success of Section 303 in attracting new and innovative companies will depend in part on the effectiveness of these outreach efforts.

• Stakeholders Opposed to Section 303 and Rationale:

- Established Traditional Defense Contractors: These companies may oppose the exemptions outlined in Section 303, arguing that they create an uneven playing field where NDCs are not held to the same rigorous standards of regulatory compliance ⁶. They might express concerns about the potential for NDCs to win contracts based on lower bids that do not account for the costs associated with the regulations that traditional contractors are required to meet. Furthermore, they may raise concerns about potential quality issues or performance risks if NDCs lack the experience or infrastructure of established defense firms. This opposition could stem from a fear of increased competition and a perceived threat to their existing market share.
- Of Government Oversight Agencies (e.g., GAO, DoD Inspector General):
 Agencies responsible for government oversight are likely to express concerns about the potential for increased risks of fraud, waste, and abuse due to the reduced regulatory oversight associated with these exemptions ². They may argue that the relaxation of requirements related to accounting systems, cost principles, and business systems could make it more difficult to ensure the responsible use of taxpayer funds and to hold contractors accountable for their performance. These agencies have a mandate to ensure transparency and accountability in government contracting and may view these exemptions with skepticism.
- Unions and Labor Organizations: Depending on the specific regulations waived under the exempted DFARS clauses and U.S. Code section (which requires further detailed analysis of each specific exemption), unions and

labor organizations might be concerned about potential negative impacts on labor standards, worker protections, or prevailing wage requirements if NDCs are not subject to the same rules as traditional contractors. If these exemptions inadvertently lead to a reduction in labor standards or worker protections in contracts awarded to NDCs, opposition from labor advocates is probable.

Some Members of Congress: Individual members or committees within Congress who are particularly focused on fiscal responsibility and government accountability may express concerns about the potential for increased financial risks and reduced oversight associated with the exemptions provided in Section 303. They might demand rigorous evaluations and reporting on the effectiveness of these exemptions and any potential negative consequences, such as cost overruns or performance issues. Their primary concern would likely be ensuring that taxpayer dollars are being used effectively and responsibly.

Additional Resources Required for Implementation:

- Training Programs: The successful implementation of Section 303 will necessitate the development and delivery of comprehensive training programs for contracting officers, program managers, auditors, and other relevant DoD personnel ¹². This training should focus on the specifics of the new exemptions, the implications of these exemptions for their respective roles, and best practices for working effectively with NDCs. Training should include practical guidance on conducting market research for innovative technologies, employing alternative price analysis techniques, and implementing risk management strategies tailored to working with non-traditional contractors.
- Revised Guidance and Policies: The Department of Defense will need to update its existing regulations and policies, particularly the Defense Federal Acquisition Regulation Supplement (DFARS) and the DoD Financial Management Regulation, to clearly articulate the implementation of Section 303. This revised guidance should provide detailed instructions on the alternative procedures to be followed for price analysis, risk assessment, and oversight when contracting with NDCs under these exemptions. The development of standardized templates and checklists for solicitations and contracts involving NDCs could also be beneficial.
- Specialized Personnel: The DoD might require additional personnel with specialized expertise in areas such as commercial technology markets, intellectual property, and alternative contracting methods to effectively implement Section 303. This could involve hiring individuals with experience in

- venture capital, technology transfer, or commercial product development, or establishing centers of expertise within the existing acquisition workforce.
- Funding: Dedicated funding will likely be required to develop and deliver the necessary training programs for the acquisition workforce, to update policy documents and regulations, and potentially to support pilot programs or other initiatives aimed at facilitating the integration of NDCs into the defense industrial base. Resources may also be needed for enhanced market research efforts focused on identifying and engaging with companies in the non-traditional defense sector.

• Measures of Success for Section 303 Implementation:

- Increased Number of NDCs Awarded Contracts: A key indicator of success would be a measurable increase in the number of unique entities meeting the definition of an NDC that are awarded prime contracts or significant subcontracts by the DoD following the implementation of Section 303.
- Increase in the Value of Contracts Awarded to NDCs: Tracking the total dollar value of contracts awarded to NDCs over time will provide insight into the extent to which these companies are becoming more significant players in the defense market.
- Reduction in Procurement Cycle Time: Measuring the average time taken from the release of a solicitation to the award of a contract for acquisitions involving NDCs under these exemptions, and comparing it to historical data for similar acquisitions with traditional contractors, can indicate whether the exemptions are contributing to greater efficiency.
- Adoption of Innovative Technologies: Assessing the rate at which new and innovative technologies developed by NDCs are being adopted and fielded by the DoD will be a crucial measure of the effectiveness of Section 303 in achieving its primary goal of fostering innovation. This could be tracked through metrics such as the number of new technologies transitioned to operational use or the impact of these technologies on military capabilities.
- Cost Savings Analysis: Conducting analyses to determine if the use of these
 exemptions has resulted in demonstrable cost savings for the DoD, without
 compromising the quality or performance of the acquired goods and services,
 would be an important measure of efficiency.
- Feedback from NDCs: Regularly soliciting feedback from NDCs regarding their experiences contracting with the DoD under these exemptions, through surveys, interviews, or other mechanisms, can provide valuable qualitative data on the ease of the process and any remaining barriers to entry.
- Feedback from DoD Personnel: Gathering feedback from contracting officers, program managers, and other relevant DoD personnel on their

experiences implementing Section 303, including any challenges encountered and their perceptions of its impact on workload and mission outcomes, will be essential for identifying areas for improvement.

- Alternative Approaches to Achieve Similar Outcomes:
 - Expand and Streamline Other Transaction Authority (OTA): Other Transaction Authority already provides significant flexibility in contracting with non-traditional entities and offers a less regulated pathway for acquiring innovative technologies ². Further expanding the use of OTAs and streamlining the associated administrative processes could achieve similar goals to Section 303.
 - Enhance the Commercial Solutions Opening (CSO) Process: Commercial Solutions Openings are specifically designed to encourage innovative commercial solutions to defense needs ¹⁵. Improving the efficiency, outreach, and accessibility of CSO programs for NDCs could serve as another effective alternative.
 - Targeted Regulatory Waivers and Pilot Programs: Instead of broad exemptions, the DoD could implement more focused and targeted waivers for specific regulations that have been identified as the most significant barriers for NDCs. These waivers could be coupled with well-defined pilot programs to test streamlined procedures in controlled environments before wider adoption
 - Establish a Dedicated "Front Door" and Support System for Nontraditional Vendors: Creating a specialized office or program within the DoD to serve as a central point of contact and provide guidance and support to NDCs navigating the defense acquisition process, as recommended by the Defense Innovation Board ¹¹, could be a more effective approach than broad regulatory changes alone. This would address the reported lack of access and responsiveness from the DoD as a major barrier for NDCs ¹.
 - Increase the Use of Prize Challenges and Innovation Accelerators: These mechanisms can attract innovative solutions from a wide range of participants, including NDCs, without necessarily requiring them to navigate the full complexity of traditional contracting regulations. These approaches can be particularly effective for early-stage technology development and proof-of-concept projects.
- Section Specific Question 1: What specific statutory or regulatory requirements are Nontraditional Defense Contractors (NDCs) exempted from under Section 303, and how does this impact Contracting Officers when structuring solicitations or contracts involving NDCs?
 - Specific Exemptions and Impact on Contracting Officers:

- (1) Defense Federal Acquisition Regulation Supplement (DFARS)
 252.242-7006, "Accounting System Administration." This clause
 typically requires contractors to maintain an adequate accounting system
 and allows the government to review and approve the system. Exemption
 means NDCs may not be subject to this level of scrutiny or requirement for
 formal accounting system approval. Impact on Contracting Officers:
 They may have less formal assurance about the robustness and reliability
 of the NDC's accounting system for cost tracking and payment purposes,
 potentially increasing the need for careful monitoring of invoices and
 expenditures.
- (2) DFARS 252.234-7002, "Earned Value Management System." This clause requires contractors to implement and maintain an Earned Value Management System (EVMS) to track project performance. Exemption means NDCs may not be required to use this sophisticated project management tool. Impact on Contracting Officers: They may need to rely on alternative, potentially less detailed, methods for monitoring project progress and performance, possibly requiring more direct engagement with the contractor and different reporting mechanisms.
- (3) DFARS 252.242-7002, "Material Management and Accounting System." This clause pertains to the requirements for a contractor's system for managing and accounting for materials. Exemption means NDCs may not have to meet these specific requirements. Impact on Contracting Officers: They may have less insight into the NDC's processes for managing government property and materials, potentially increasing the risk of loss or misuse and requiring more stringent contract terms related to property control.
- (4) DFARS 252.242-7004, "Contractor Business Systems." This is a broad clause covering various contractor business systems, including accounting, estimating, purchasing, material management, and property management. Exemption signifies that NDCs may not be subject to government review and approval of these systems. Impact on Contracting Officers: They will have less formal assurance that the NDC's business systems meet specific government standards, potentially increasing the need for greater scrutiny during contract performance and possibly requiring additional contract clauses to address specific areas of concern.
- (5) DFARS 252.242-7003, "Technical Capabilities." This clause usually requires contractors to demonstrate and maintain specific technical capabilities. Exemption implies NDCs may not need to formally

- demonstrate these capabilities to the same extent. **Impact on Contracting Officers:** They will need to rely more heavily on their technical evaluations of proposals, potentially requiring more detailed technical information or demonstrations to assess the NDC's ability to meet the contract requirements.
- (6) DFARS 252.242-7001, "Contractor Business Systems Compliance." This clause outlines the requirements for compliance with contractor business system requirements. Exemption means NDCs are not subject to these compliance requirements. Impact on Contracting Officers: They will not be able to rely on formal compliance with these DFARS business system clauses as an assurance of the NDC's operational capabilities, potentially necessitating a more hands-on approach to contract management.
- (7) DFARS 252.242-7005, "Contractor Material Management and Accounting System." This is similar to 252.242-7002 and details specific requirements for material management. The impact on contracting officers would be similar, as noted above, requiring careful attention to material tracking and accountability.
- (8) DFARS 215.407, "Forward Pricing Rate Agreements." This regulation covers the establishment of forward pricing rate agreements between the contractor and the government. Exemption means NDCs will not be required to establish these agreements. Impact on Contracting Officers: They will need to negotiate prices for each contract action with NDCs without the benefit of pre-established rates, potentially requiring more in-depth price analysis for every procurement and relying more on techniques like comparison to commercial pricing.
- (9) Section 3702 of Title 10, United States Code. This section pertains to the requirement for cost or pricing data in certain defense contracts. The exemption likely means NDCs may not be required to submit certified cost or pricing data under the same circumstances as traditional contractors ⁶. Impact on Contracting Officers: They may need to rely on alternative methods for determining price reasonableness, such as commercial pricing data, market research, or the "alternative capability-based analysis" mentioned in other recent legislation.
- (10) Part 31 of the Federal Acquisition Regulation (FAR), "Contract Cost Principles and Procedures." This part outlines the principles for determining the allowability, allocability, and reasonableness of contract costs. Exemption means NDCs will not be subject to these standard cost accounting principles. Impact on Contracting Officers: They will need to

take a different approach to evaluating the costs claimed by NDCs, potentially focusing more on commercial norms and market prices rather than traditional government cost accounting standards.

- Section Specific Question 2: (To be addressed based on further information).
- Summary: Section 303 of the Forged Act represents a significant step in the ongoing effort to integrate nontraditional defense contractors into the defense industrial base. By providing exemptions from ten specific regulatory requirements, the provision aims to lower barriers to entry, accelerate contracting processes, and foster innovation within the Department of Defense. While these exemptions offer the potential for numerous benefits, including increased participation from cutting-edge technology companies and potential cost savings, they also introduce potential risks related to oversight, cost control, and fair competition. Effective implementation of Section 303 will require a proactive and adaptive approach from the DoD, including the development of comprehensive training for the acquisition workforce, the issuance of clear and updated guidance, and the establishment of robust mechanisms for oversight and accountability. Furthermore, continuous monitoring of the impact of these exemptions through well-defined measures of success will be crucial for ensuring that the intended benefits are realized and any unintended negative consequences are effectively addressed. Ultimately, the success of Section 303 will depend on the DoD's ability to strike a balance between reducing regulatory burdens for innovative newcomers and maintaining the necessary safeguards to protect government interests and ensure the effective and efficient acquisition of critical capabilities.

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