OPNAVINST 1551.11B
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OPNAV INSTRUCTION 1551.11B

From: Chief of Naval Operations

Subj: POLICIES AND PROCEDURES FOR FIELDED TRAINING SYSTEMS
       SUPPORT OF FIELDED AVIATION TRAINING SYSTEMS

Ref: (a) OMB Circular A-76 (2006)
       (b) OPNAVINST 1500.76B
       (c) MCO 3710.6A
       (d) SECNAVINST 5400.15C
       (e) SECNAVINST 5000.36A
       (f) DoD Instruction 8580.1 of 9 July 2004
       (g) DoD Instruction 8500.2 of 6 February 2003
       (h) DON CIO Memo 02-10 of 26 April 2010
       (i) DoD Instruction 8510.01 of 28 November 2007
       (j) NAVAIRINST 4200.28D (NOTAL)
       (k) DASN Memo of 07 August 2008, Management of Contractor
           Performance under Time & Material (T&M) and Labor Hour
           (LH) Contracts for Services
       (l) DASN Memo of 18 May 2010, DoD Standard for
           Certification of Contracting Officer's Representatives
           (COR) for Services Acquisition
       (m) OUSD Memo of 21 Mar 2011, Class Deviation –
           Contracting Officer's Representatives
       (n) OPNAVINST 10170.2A

1. Purpose. To update established policies, procedures, and
responsibilities for the establishment, procurement and or
management of various training system support services to
reflect updates in structure and organizational relationships
within the Naval Aviation Enterprise as outlined in references
(a) through (n).

2. Cancellation. OPNAVINST 1551.11A.

3. Information. Fielded training systems support (FTSS)
includes, but are not limited to: contractor operation and
maintenance services (COMS), instructional systems design (ISD)
revision and maintenance (R&M), contract instructional services

(CIS), organic support, and other training systems support services. This instruction provides coordination among the various commands which utilize and support aircrew training systems and devices to ensure that operational training and readiness requirements are met through the effective procurement and or other provisioning of FTSS. This instruction delineates roles and responsibilities when transitioning from the training support agency (TSA) to the training agency (TA). In certain acquisitions there is no transition to the TA. The Joint Strike Fighter is an example of a program which remains with the Joint Program Office (JPO) from acquisition through sustainment. Support and funding for all day to day training operations and services, including traditional TA responsibilities such as COMS, CIS, and ISD will remain with the JPO.

4. <u>Background</u>. References (a) through (c) establish the government and Department of the Navy (DON) policy to utilize private sector resources to provide products and services. Under this policy the private sector will normally be utilized, through open and fair competition, to provide FTSS for aircrew ground training devices and aircrew training systems when organic support is not available or warranted. A significant review of all operational and support programs and supporting infrastructure with an emphasis towards improving training, while reducing costs, is the over-arching goal. The competitive procurement of deliverables and services from the private sector are essential to assist in significantly reducing sustainment costs.

5. <u>Scope</u>. The provisions of this instruction are applicable to all Navy and Marine Corps aircrew specific simulators and training devices. These include flight simulators and training devices and other specific aircrew training systems and devices. These provisions are also applicable to the TSA responsible for delivering simulators, training devices, trainers or their modifications.

6. <u>Definitions</u>

    a. <u>Agencies</u>. The following reporting activities are defined in terms of their relationship to the FTSS management team:

(1) TA. An activity exercising command and oversight of and or providing sustaining support to the DON's formalized training efforts, such as: Chief, Naval Air Forces, on behalf of Commander, U.S. Fleet Forces Command; Commander, Naval Reserve Force, and type commanders (TYCOM); Commander, Naval Air Force Pacific (COMNAVAIRPAC); Commander, Naval Air Force Atlantic (COMNAVAIRLANT); Commander, Naval Air Forces Reserve (COMNAVAIRES); U.S. Marine Corps Forces Command; U.S. Marine Corps Forces, Pacific; and U.S. Marine Corps Forces Reserve.

(2) TSA. A TSA is an activity with responsibility for supporting a TA by providing material and fiscal services, and other forms of support within the cognizance of the office, command, or headquarters involved. If research, development, and acquisition are involved, the TSA will be the developing activity (DA) (i.e., systems command (SYSCOM), program executive officer or direct reporting program manager who, by the DON Financial Management Policy Manual, is assigned funding responsibility for all investments and expense costs (i.e., procurement, installation, removal and reinstallation, initial training, and manuals) required to turn over a useable end item and allow the TA to procure and sustain the capability to support training. All TSA responsibilities for acquisition programs accrue to either the DA or the SYSCOM supporting the DA.

(3) User Activity (UA). A UA is a command or activity utilizing training systems or devices. Normally the UA is the custodian of the training system or device and identifies or helps identify those requirements necessary for support and sustainment. UAs will periodically be requested to provide input on FTSS program effectiveness, including suggestions for process improvement. The UA is encouraged and permitted to participate in FTSS source selection efforts as subject matter experts.

b. FTSS Program. The aggregation of any or all of the elements required to support fielded training systems at UAs. This specifically includes contracted services such as COMS, CIS, ISD, and R&M, but may include other support services such as training device relocations, minor modifications, technical data verifications and other support and training support services. The TA typically funds FTSS.

(1) <u>COMS</u>. Provides support services and contractor personnel who possess requisite levels of skill to operate and maintain training systems and devices in direct support of user activities. COMS is generally provided after the expiration of interim contractor logistic support (CLS) or contractor field support (CFS) once a simulator, training device, trainer or its modification is completed and the training device is deemed both ready for training (RFT) and ready for field support (RFS).

(2) <u>CIS</u>. Provides support services and contractor personnel who possess requisite skill levels to instruct, or assist in the instruction of, students that utilize training systems, in direct support of user activities to facilitate training.

(3) <u>ISD</u>. Provides R&M support services, deliverables, and contractor personnel who possess requisite levels of skill to modify existing curricula, syllabi, and programs of instruction or other instructional systems delivery options associated with training systems in direct support of user activities to facilitate training.

c. <u>Interim CLS and CFS</u>. Support provided and funded by the TSA, typically through the original equipment manufacturer (OEM), furnishes the simulator, training device, or trainer or modification thereto. Also called "Interim Support" or "CLS," the intent is to ensure a stable and supportable trainer for the user community and to provide a transition to sustainment (usually COMS) support. This interim support encompasses all aspects of the simulator, training device, trainer delivery or modification and assures technical services to: operate, sustain, support, and maintain the trainer; identify deficiencies in technical performance, and correct and document the same; identify deficiencies in technical data, spares, repairables, and similar simulator, training device and trainer support elements, and develop plans and timetables to correct such deficiencies; provide training to organic or other contracted support; and provide any other tasks necessary to assure a simulator, training device, or trainer delivery meets its objectives and is smoothly transitioned to the TA.

(1) <u>CLS and CFS Timeline</u>. Interim support is normally 12 months for the first delivery of a new system or major modification to an existing system, but may extend for several

years to support the acquisition strategy of a program. When agreed upon by the TSA and TA the CLS and CFS period may be shortened.

(2) Interim CIS Program Support. In the CIS program, CLS consists of initial cadre training for CIS personnel for a new type/model/series (T/M/S), or for any aircraft or weapons system upgrade that requires additional training of existing CIS personnel.

(3) Interim ISD Program Support. Normally after initial delivery of curriculum and release by the OEM, FTSS sustainment for that portion of the curriculum begins immediately. In the case of aircraft or weapons systems upgrades that result in change to existing courseware curriculum content, the CLS and CFS support consists of funding the necessary changes and updates to the curriculum. As such, CLS support for ISD is not characterized by a timeline but by completion of all changes caused by an aircraft or weapon system change, or engineering change proposal, Navy tactics, techniques and procedures (NTTP), or Naval Air Training and Operating Procedures Standardization (NATOPS) change that is beyond the scope of the ISD R&M sustainment contract. For NATOPS or NTTP changes that are driven by the type wing rather than by changes to the aircraft or weapons system, the burden for incorporating courseware content updates are the responsibility of the TYCOM.

d. RFT. Per reference (a), RFT is the date a training system and its associated logistics, maintenance, syllabus, and instructors are certified to be available for training at the training site. Acceptance by the user community of training systems, or modifications thereto, is typically accomplished through fleet project teams (FPT) which certify the training systems as meeting the requisite criteria, subject to liens for items requiring correction or further deliveries. Conditionally accepted simulators and devices shall allow the UA to begin using the device, but shall not constitute an RFS condition (described below). Conditionally accepted devices shall not be transitioned to FTSS sustainment until all discrepancies have been resolved. Once discrepancies are resolved and the device becomes RFS, the normal CLS or CFS transition period may then begin.

e. <u>RFS</u>. A simulator, training device, trainer or major modification to said system, which has been and recommended for acceptance by the FPT and accepted by the TA and UA. Generally to be accepted as RFS, the simulator, training device, or trainer or modification must be or have:

(1) Accepted as RFT.

(2) Validated as meeting the performance criteria of the user community as defined by their curricula or syllabus, or training and readiness program manual or matrix.

(3) Established a stable and reliable operational baseline (hardware and software) as demonstrated under interim CLS.

(4) Sufficient and appropriate technical data, including data rights and operating manuals, delivered and accepted so that a knowledgeable, non-developer company can reasonably provide the requisite trainer operation, maintenance and support, and such has been demonstrated during interim CLS.

(5) Sufficient spares, repairables, trainer unique equipment, special tools, and test equipment delivered and accepted such that a knowledgeable, non-developer company can reasonably assure the requisite simulator, training device, and trainer availability for the users, and such assumption has reasonably been demonstrated during interim CLS.

(6) Sufficient data to permit reasonable estimates of supply support, preventive and corrective maintenance actions, and manning requirements.

(7) Established operational and logistics baselines, and any liens against those baselines have been agreed upon by the user community or UA, the TA, and the TSA, and include specific milestones for correcting same.

(8) Information assurance (IA) certifications in place, to include platform information technology designation and DON Applications and Database Management System (DADMS) registrations as a minimum requirement, and appropriate risk

assessment or Defense IA Certification Accreditation Process acquisition milestone requirements from references (d) through (i) are met.

f. <u>Naval Aviation FTSS Management Process (FMP)</u>. The purpose of the FMP is to review the policies and procedures for supporting FTSS requirements for aviation training systems and evaluate the effectiveness of the FTSS program. The process shall consist of bi-annual meetings to review the FTSS processes and procedures, assessing program effectiveness, and clarifying and or issuing program policy. These meeting outcomes shall be reviewed as part of the Training Systems Naval Aviation Readiness Group and United States Marine Corps Marine aviation training system site (MATSS) Training Management Team (TMT). Participants shall include representation from: Chief of Naval Operations (CNO); Headquarters, Marine Corps (HQMC), Aviation Training System and Simulator Requirements Officer (APW-71); Naval Air Systems Command, Naval Aviation Training Systems (PMA205); COMNAVAIRPAC; COMNAVAIRLANT; COMNAVAIRES; Naval Air Warfare Center Training Systems Division; and other aircrew training agencies and supporting contract agencies as necessary.

7. <u>Policy</u>. The following policies apply to the administration of the aviation FTSS program:

a. FTSS secured via contracts, typically as a result of competitive source selections, shall be the primary strategy for providing logistic support for all fielded training systems when organic support is not available or appropriate.

b. Fiscal requirements for contracted FTSS shall be identified and incorporated into planning, programming, and budgeting concurrent with programming for acquisition of the training system to be supported. This should ensure sufficient lead-time for resourcing.

c. The TSA is responsible for notifying the TA of proposed acquisitions and modifications in sufficient time to make FTSS budgetary inputs into the Planning, Programming, and Budgeting System (PPBS). Normally, this means a minimum of 2 years notice. Failure to provide this notice could require a longer CLS period by the TSA until the TA is ready to take over sustainment responsibility.

d. Organization and management of FTSS shall provide for minimizing costs consistent with the achievement of operational requirements, resulting in the highest possible training effectiveness, trainer availability, and training throughput.

(1) Contracting for FTSS shall be accomplished on a service-wide, weapon system, cross-service, T/M/S, mission, and or geographic basis to achieve cost efficiencies in material, labor, professional services, and other support costs. Variations are authorized where analysis indicates that an alternative contracting strategy may be more effective to achieve availability and affordability goals.

(2) Contracting for FTSS support shall be accomplished through the contracting agency which is best positioned and able to meet FTSS needs in terms of cost, capability, reliability, and responsiveness.

e. TSA-provided interim CLS typically commences at RFT, and extends until support responsibility shifts to the TA at RFS. TA-provided FTSS then succeeds interim CLS as the support mechanism at that time.

8. Action

a. Director, Air Warfare (OPNAV (N98)), Director, Intelligence, Surveillance and Reconnaissance Capabilities (OPNAV (N2/N6F2)) and HQMC (APW-71). OPNAV (N98), OPNAV (N2/N6F2) and HQMC (APW-71) are responsible and have approval and disapproval authority for Navy and Marine Corps aviation training systems resources respectively, per the PPBS. As part of these responsibilities, in supporting FTSS, OPNAV (N98), OPNAV (N2/N6F2) and HQMC (APW-71) shall:

(1) Initiate FTSS planning and programming cycle inputs in support of the TAs, TSAs, and other procuring authorities. Assure all FTSS program requirements are identified, justified, and included in the program objective memorandum or the program review process for funding.

(2) Co-chair, as necessary, the aviation FMP team meetings.

b. <u>Commander, Naval Air Systems Command (COMNAVAIRSYSCOM) (PMA205)</u>. As the TSA, PMA205, acting for the COMNAVAIRSYSCOM, shall:

(1) Determine, or recommend to the DA, the support concept for each new weapon system training requirement or major modification(s) to existing training systems. In consonance with the TA and contracting agency, determine initial operational support requirements, procure interim CLS ("interim support") and transition such support to FTSS as applicable.

(2) Communicate with the TA and intended user activities prior to and during the interim CLS procurement process to ensure resourcing and timely transition to FTSS.

(3) Plan, program, and budget for interim CLS support for all aircrew training devices, curriculum and or modifications until transition of support responsibilities to the cognizant TA. Interim CLS is for 12 months for the first delivery of a new system or major modification to existing systems. Proposed variances from the interim CLS requirement must be coordinated and agreed upon by the TA and TSA in sufficient time to permit appropriate resourcing.

(4) Provide for the orderly transition from TSA-provided interim CLS to TA-provided FTSS by ensuring the trainer or trainer modification is RFS, and that the date for transitioning support allows sufficient time to permit both the TSAs and TAs to budget for their respective support requirements. This will require close coordination with the TA.

c. <u>UA</u>. For all training systems and devices under their custody, each UA shall:

(1) Provide designated and approved contracting officer's representatives (CORs) to monitor FTSS contractor performance in support of the procuring contracting officer (PCO). Each COR must meet requirements as specified in references (j) through (m), including other requirements as appropriate through the contracting agency, and be designated by the PCO. Emphasis is to be placed closely on the coordination between user activities, the CORs, and the relevant contracting agency.

(2) Manage trainer utilization, monitor training device effectiveness, and provide inputs relative to trainer functions and configuration to the TMT and Naval Aviation Readiness Group. Collect utilization data for each device on a monthly basis, and furnish the data to the appropriate TA, OPNAV (N98), OPNAV (N2/N6F2) and HQMC (APW-71). Utilization reports shall be accomplished per reference (n).

(3) Provide inputs as to the effectiveness of the FTSS program, including suggestions for program, process, and policy improvement as appropriate and attend meetings and or participate in source selection efforts as subject matter experts.

d. <u>TA</u>. For all training systems and devices under their operational control, each TA shall:

(1) Validate performance-based operational requirements (quantities, availability, student throughput, etc.) for all training systems and training support equipment to be supported under FTSS.

(2) Plan, program, and budget within their budgeting responsibility for FTSS, including the orderly transition from the TSA-provided interim CLS to the TA-provided FTSS at the point the training system achieves RFS. This will require close coordination with the TSA.

(3) For contracted services, communicate with the FTSS contracting agency during the procurement process to ensure the incorporation of all operational support requirements in the relevant FTSS procurements.

(4) Annually review and validate user training requirements, including training system availability and usage, to reflect changing requirements. Ensure any major changes in requirements are reflected in the appropriate contracting vehicles, and are also included in budget models for out year planning purposes.

(5) Participate, as a team member, in the aviation FMP team for the purpose of continually improving the FTSS processes and procedures, and assessing program effectiveness.

(6) Designate the UA or custodian for each training device. Normally the UA or custodian will be at the type wing or MATSS.

e. Contracting Agency. In support of the TSA, TA and UA, the contracting agency shall:

(1) Designate PCO and alternate PCO to support the FTSS procurement program.

(2) Ensure UA and TA requirements are incorporated into the FTSS contract vehicles.

(3) Coordinate closely with the CORs to ensure compliance with the requirements of the contract vehicles and or modifications to those vehicles.

(4) Coordinate closely with the TA to ensure optimal programmatic execution within budget constraints and policy requirements.

(5) Develop a support plan for procuring and administering FTSS services. The support plan shall be coordinated with the TA and reflect the resources required to support FTSS program requirements to plan, program, and budget.

(6) Periodically conduct a review of the support plan governing FTSS. Submit comments and recommendations to OPNAV (N98), OPNAV (N2/N6F2), HQMC (APW-71) and appropriate TA and TSA.

f. Naval Aviation FMP Team. The team shall meet bi-annually for the purpose of continually improving the FTSS processes and procedures, assessing program effectiveness and clarifying and or issuing program policy.

9. Program Review. The TAs and contracting agencies will periodically review the FTSS program to assess policy and process effectiveness and make change recommendations to OPNAV (N98), OPNAV (N2/N6F2) and HQMC (APW-71).

10. <u>Records Management</u>. Records created as a result of this instruction, regardless of media and format, shall be managed per Secretary of the Navy Manual 5210.1 of January 2012.

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