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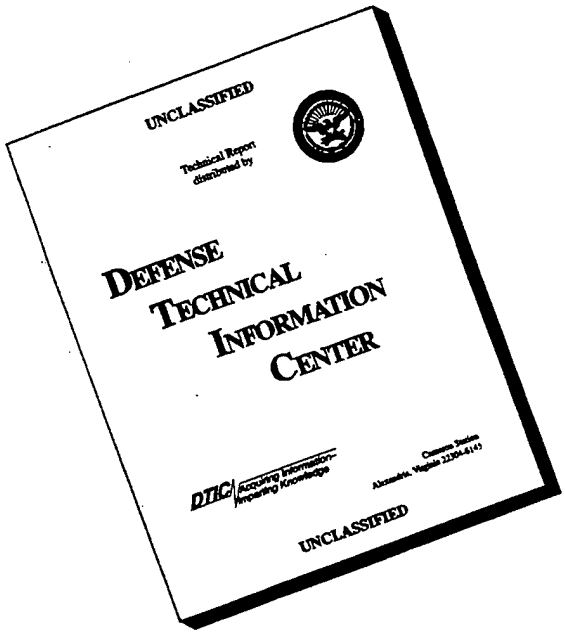

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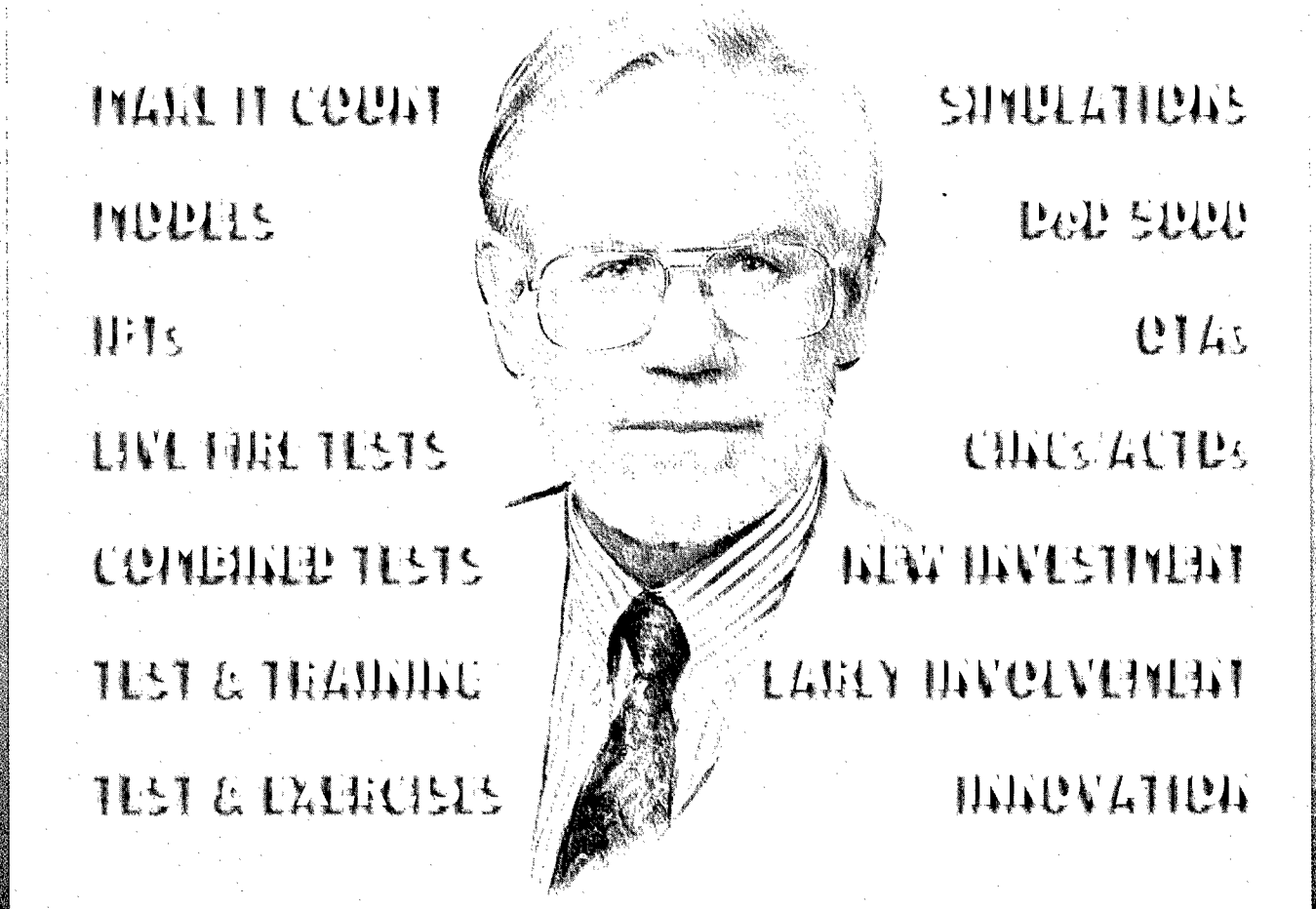

Philip Coyle - It's Time for Some New Investments in Test and Evaluation

A BIMONTHLY MAGAZINE OF THE DEFENSE

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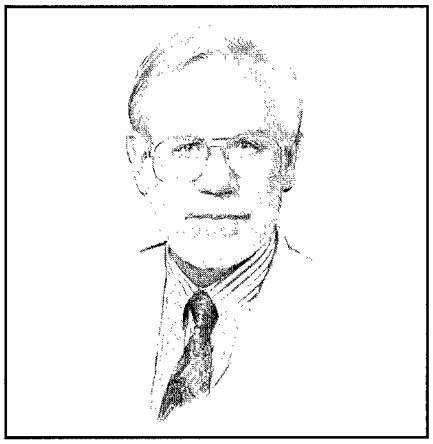
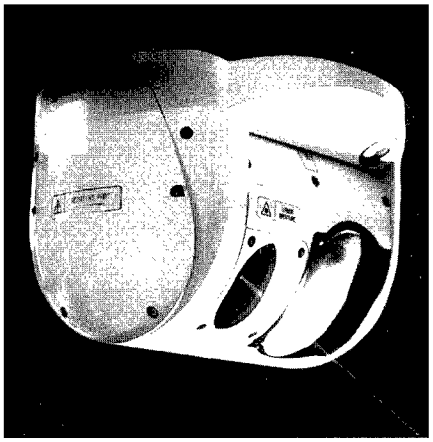
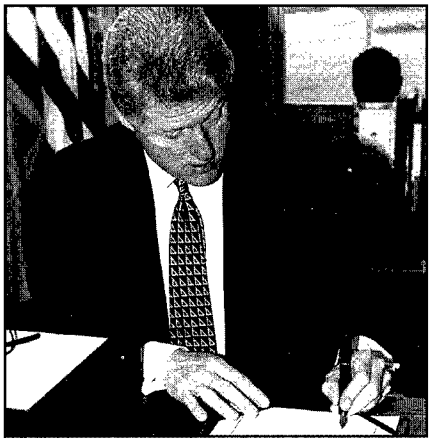
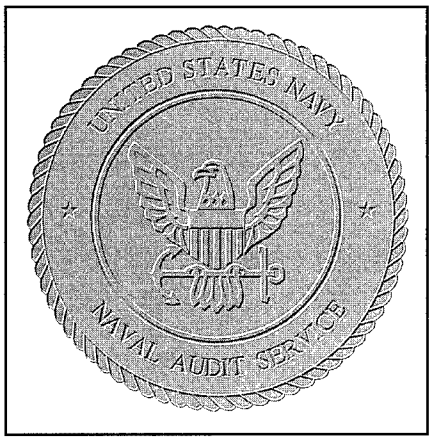
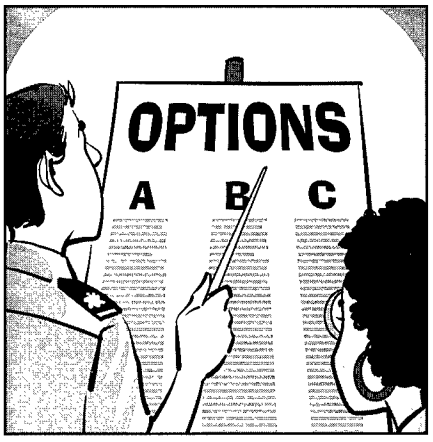
Vol XXV, No. 3, DSMC 132











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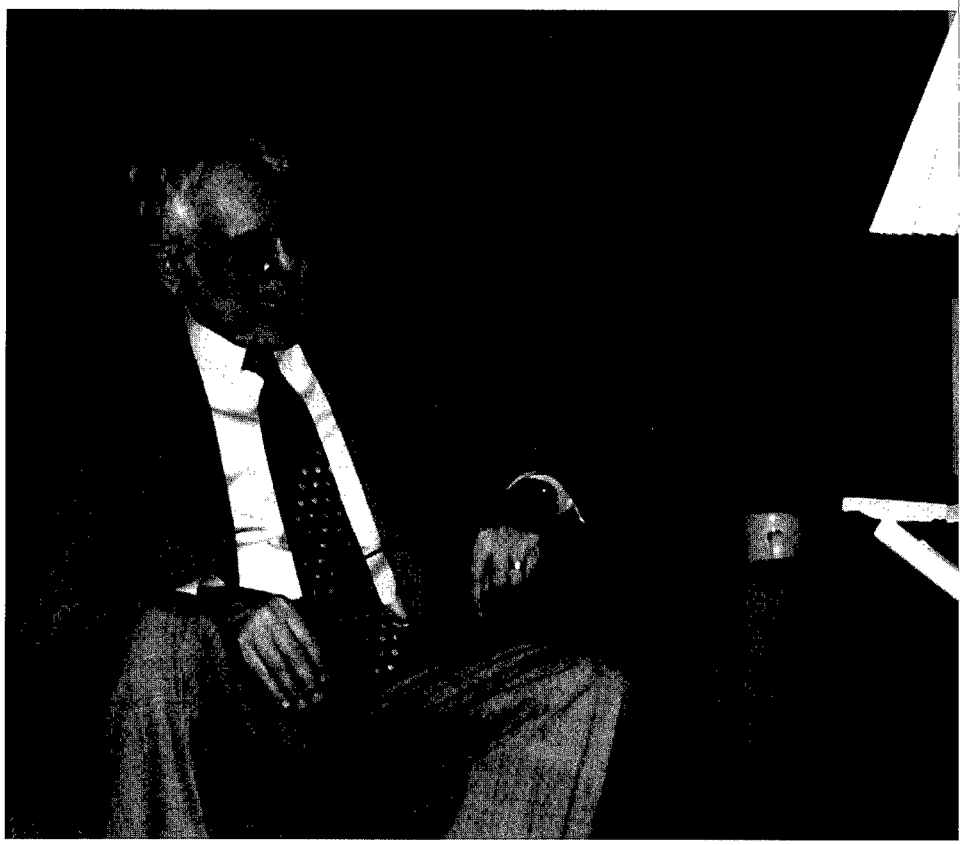
Program Manager Interviews Philip Coyle

Meet DoD's Top Advisor on Operational Test and Evaluation

In May 1995 William Perry became the first Secretary of Defense to personally address the commanders of the military operational test agencies. In five separate themes, Secretary Perry laid out his vision for operational testing and evaluation in the new, more integrated world of acquisition. Assisting him in developing and now implementing those themes is the Director of Operational Test and Evaluation for the Department, Philip E. Coyle, III.

Coyle assumed his present duties in September 1994, having previously served in government as a deputy assistant secretary for defense programs in the Carter Department of Energy. In a separate career with Lawrence Livermore National Laboratory spanning more than 30 years, Coyle directed underground tests in Nevada and the Aleutians, served as the deputy director for the laboratory's laser program, and retired, in November 1993, as Laboratory Associate Director.

In the following interview, conducted at the Pentagon on March 5, 1996, *Program Manager* sought to elicit what it is that weapons developers, buyers, and users might expect from their other partner on the integrated acquisition team, the weapons tester. Coyle also took the opportunity to suggest how early involvement, modeling and simulation, and innovative combinations of tests and training may help to reduce costs and further streamline the acquisition process.



FROM LEFT: HON. PHILIP E. COYLE III, DIRECTOR, OPERATIONAL TEST AND EVALUATION, OFFICE OF THE SECRETARY OF DEFENSE, FIELDS QUESTIONS FROM *PROGRAM MANAGER'S* REPRESENTATIVE, MR. JAMES WITTMEYER, EDITOR, *ACQUISITION REVIEW QUARTERLY*, DSMC PRESS, ON MARCH 5, 1996.

Program Manager: How do you see the Director of Operational Test and Evaluation (DOT&E), and OT&E in general, fitting into the process of integration?

Coyle: The operational test community attempts to determine if a weapon system is operationally effective and suitable in combat – that is, does it fulfill its mission. The community wants to make that determination in the most efficient manner possible, in a way that supports the acquisition process and gets good weapon systems into the hands of the users as quickly as possible. To accomplish that objective, operational testers, including our office, need to be involved early to ensure that requirements can be evaluated appropriately in the operational test process and that the program structure and acquisition strategy include all opportunities to

Mr. James Wittmeyer, Editor, Acquisition Review Quarterly, *conducted the interview with Hon. Philip E. Coyle III, Director, Operational Test and Evaluation, Office of the Secretary of Defense, on behalf of the DSMC Press.*

Photos by Greg Caruth

provide early assessments or to take advantage of all test activities. By early I mean before the Request for Proposal (RFP) first goes out on the street and during the development of the Operational Requirements Document. With early involvement my office and the Service operational test agencies can integrate operational testing into programs in the most effective way.

Program Manager: Is DOT&E being considered in the integration process? Do you sense that you are welcomed by the developers, users?

Coyle: DOT&E is very much being considered in the integration process. We have been involved in Integrated Product Teams (IPT) long before they were called IPTs. In the testing arena we have had test planning and test integration working groups that have included DOT&E for many years. The IPTs are a perfect vehicle for early tester involvement, and I support them fully. Our action officers bring a lot of DOT&E corporate experience to these IPTs. Our folks have always been wel-

PHILIP E. COYLE III

Director, Operational Test and Evaluation
Department of Defense

Mr. Philip E. Coyle III was confirmed by the Senate as the Director, Operational Test and Evaluation, in the Department of Defense (DoD) on September 29, 1994. In this capacity, he is the principal advisor to the Secretary of Defense and the Under Secretary of Defense for Acquisition and Technology on operational test and evaluation in the DoD. Coyle is the principal operational test official within the senior management of the DoD.

Coyle has 20 years' experience in testing and test-related projects. From 1959 to 1979, and again from 1981 to 1993, Coyle worked at the Lawrence Livermore National Laboratory in Livermore, California. From 1981 to 1984, he served as the Laboratory's Associate Director for Test. Later, from 1987 to 1993, he worked as Laboratory Associate Director and a Deputy to the Laboratory Director. More recently, he served as an Associate Director of the Laboratory. In November 1993, Coyle retired from the Laboratory. In recognition of his 33 years' service to the Laboratory and to the University of California, President Jack Peltason recently named Coyle Laboratory Associate Director Emeritus.

During the Carter Administration, Coyle served as Principal Deputy Assistant Secretary for Defense Programs in the Department of Energy (DOE). In this capacity he had oversight responsibility for the nuclear weapons testing programs of the Department.

Earlier in his career while at Lawrence Livermore, Coyle was directly responsible for many of the testing programs of the DOE and its predecessor agencies. He served as a Scientific Advisor on testing matters to the Nevada Operations Office. For many years he was a Test Director at the Nevada Test Site and at other testing locations. In 1971 he was the Test Director of the full-scale underground test of the Spartan warhead on Amchitka Island in the Aleutians. In the mid-1970s, Coyle also served as a Deputy in the Laboratory' s laser program, developing high power lasers for fusion, isotope separation, and other applications.

Coyle has been active in community and educational programs. In 1991 he was named as a Commissioner of the East Bay Conversion and Reinvestment Commission, which has developed defense conversion plans for Alameda Naval Air Station and the East Bay. He was a member of the Alameda County Economic Development Advisory Board. He also served on the boards of several educational organizations.

During his last six years at the Laboratory, Coyle also held the position of Equal Opportunity Officer. This included responsibility for affirmative action and diversity programs. Coyle helped the Laboratory achieve substantial gains in diversity employment. Because of this work, the Laboratory received an Exemplary Voluntary Effort (EVE) Award from the Department of Labor. Coyle received personal commendation from the Office of Federal Contract Compliance Programs, and upon his retirement, the Laboratory established a new award for excellence in diversity in his name.

Coyle graduated from Dartmouth College with a B.A. (1956), followed by an M.S. in Mechanical Engineering (1957). His wife, Martha Krebs, currently serves as Director of Energy Research in the DOE. They have four grown children and live in Washington, D.C.

come, and they try to attend each and every meeting, though that's not always possible or even necessary. Test issues might come up in an IPT that was on budget or schedule, or performance or, of course, in the test working groups, the test planning groups themselves; but there are other IPTs where test issues might not come up at all. And it's not necessary to attend every single one.

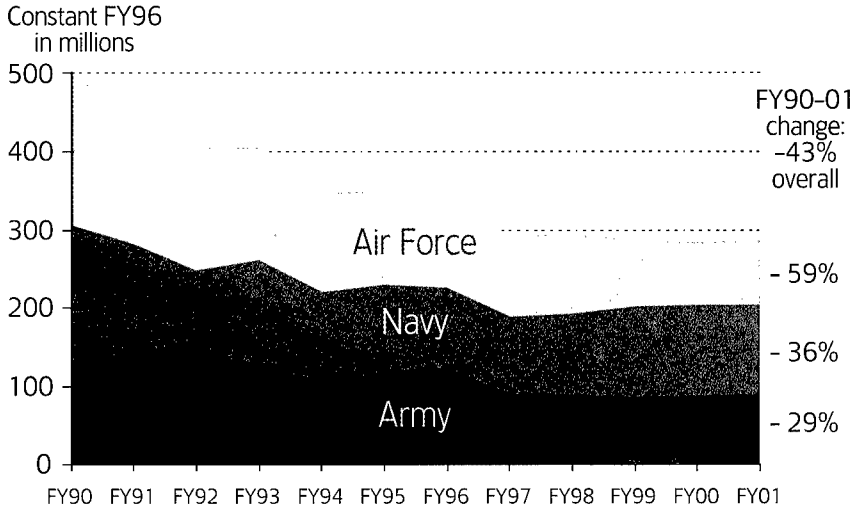
We are encouraging more discipline in the IPT process. By that I mean better advanced planning. If you find out that the IPT is in California tomorrow, sometimes it's a little bit of a problem. Those kinds of things do happen. We're trying to encourage just a little bit more planning, having an agenda, some kind of minutes that indicate what decisions were made.

An important issue for IPTs is empowerment. Sometimes empowerment can sound a little trendy or corny. I think it's real. I tell my action officers that they are, indeed, empowered to represent this office. And I think that the people that are running the IPTs recognize that our action officers are empowered and value that. That's part of the reason why they're effective on these IPTs.

Program Manager: We're looking again at a further reduction in the defense budget. Do you foresee any specific impacts from this reduction?

Coyle: Well, there's tremendous pressure on the defense budget in general. But we've seen strong support from both the Administration here in the Department of Defense, and from the Congress for the testing side of the budget. For the last year now, I've been speaking at national meetings, conferences, and so forth, advocating that it's time for some new investment in test and evaluation. People remember how in the mid-80s, spending for defense went up; it never did go up in T&E. It just went down and continued down. So it never enjoyed that boom of the mid-80s that the other parts of the budget did. The test and evaluation infrastructure has steadily declined. That's also true for so-called T&E investment funding. Research, Development, Test and Evaluation (RDT&E) investment funding in the three Services is down by a very large percentage. For these reasons, I've been arguing that it's time for some new investments in test and evaluation. I believe we can already see signs of support for this. A big issue, often ignored, is that adequate testing actually reduces the cost of ownership for weapon systems. We need modern T&E equipment and facilities which keep pace with the modern weapons being tested.

T&E Funding History - RDT&E Investment



Program Manager: Can you give us a sense of how you feel about where you are now versus where you were on coming into this job in terms of the training and people that you have; do you have enough?

Coyle: We're having both funding problems and personnel problems in testing. Not only have the budgets been going down, but there are strong pressures on the people, too. For example, in the Army, they have soldier-operator-maintainer-tester-evaluators – these are military officers who support test work. The decline in the numbers of these soldiers who are available for testing has been very dramatic. Personnel cuts in the Operational Test Agencies (OTA) is another area to which I'm trying to call attention.

Program Manager: Are you involved with the various Services in establishing that as a critical career field or specialty for those military personnel?

Coyle: Yes, I think testing is an important career field, and I've devoted most of my career to it. But I don't feel that you need to devote your entire life to it if you don't want to. In operational testing, operational experience is essential at all levels. You can go in and out of testing, you can be on the testing side for awhile, then you can work on the acquisition side. Everybody's trying to knock down stovepipes, not build them up.

Program Manager: You're now exercising direct responsibility for live-fire testing which, in years past, was managed elsewhere. How did this come about?

Coyle: The reason that live-fire testing has moved to our office is that the Congress passed a law which said that it should. My understanding is that they felt that not enough attention was being paid to live-fire testing, and they wanted to put all independent testing in one office. Live-fire testing is very closely linked to operational testing in that platform vulnerability and munitions lethality determinations from

live-fire testing are critical inputs to the platform survivability and munitions effectiveness determinations made in operational test and evaluation. Some of the links between live fire and operational testing, such as fuzing, are very close and fit in quite well with our other work. While live-fire testing is technical in nature, it is an important part of our mission.

Program Manager: There has been some discussion of whether the position of DOT&E should continue as a presidential appointment. Could you tell us why that is important?

Coyle: That issue was dealt with by the Congress with the passage of the FY 1996 Defense Authorization Act. The statutory requirement for DOT&E was sustained in the new law. This came about because a number of senators, both Republican and Democrat, supported the office quite strongly during the debate on the authorization bill. Support for the office was included in both Secretary Perry and Sen. Nunn's "veto" messages on the first version of the bill; and it was included in the White House's official statement in response to that version. DOT&E is really the first product of acquisition reform. We intend to stay at the cutting edge.

Program Manager: What input have you had to the acquisition reform movement in general?

Coyle: I was one of the approving authorities for the 5000 series along with Paul Kaminski and Emmett Paige. I don't know if you've seen it, but the new regulation has shrunk considerably compared to its predecessor, so it's apparent even at a glance that there's been progress toward streamlining. I participate in a number of acquisition reform activities, but my most important responsibility is to make testing as effective and efficient as possible.

Program Manager: That is the key for OT&E, as for everything else: to make it more efficient?

Research, Development, Test and Evaluation (RDT&E) investment funding in the three Services is down by a very large percentage. For these reasons, I've been arguing that it's time for some new investments in test and evaluation.

Coyle: Yes. I just came back from a very interesting trip in conjunction with the deployment of Joint Surveillance Target Attack Radar System (JSTARS) to Europe in support of Operation Joint Endeavor. We had originally planned a classical operational test at Fort Huachuca, but the deployment raised an opportunity: Couldn't we make the deployment count, in the sense of using experience from it in place of some, or all, of the planned operational test? What we had was a way to save money as well as to take advantage of an opportunity to learn in a fairly realistic situation.

Program Manager: It sounds as if you're really out there seeking such opportunities...

Coyle: That's right. And in some cases, the environment may be better than what we could create in an operational test. With JSTARS, there were 13 ground stations deployed in Europe at different places; if we would have done the tests at Fort Huachuca we would have had only two. At Fort Huachuca aircraft tasking would have had to be contrived by the constraints of the territory available, where the two ground stations were, etc. That takes out a degree of the uncertainty and surprise that you might have in a real situation. In Bosnia, the tasking often was hour-by-hour, and the operators often didn't know what they were going to be asked to do next.

Program Manager: Of course the assumption is that by involving real operators in a real situation you'll have high credibility...

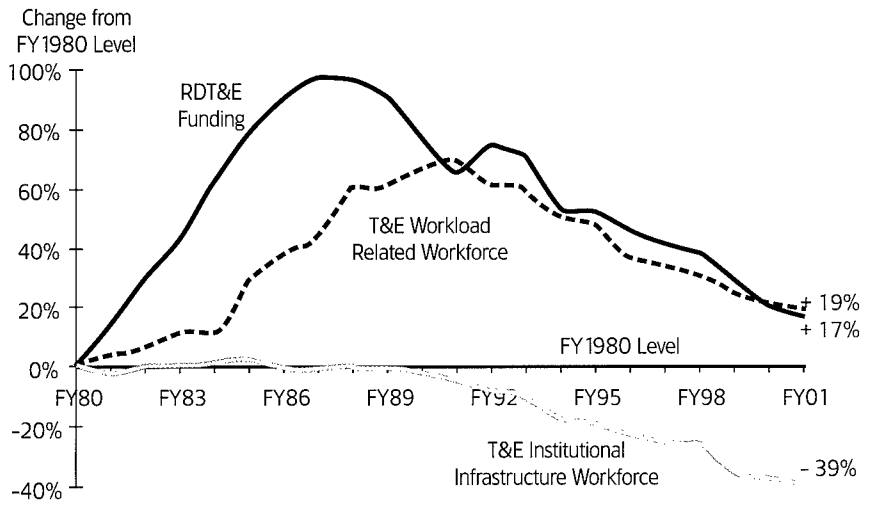
Coyle: Yes. This is not without an effect on the testers. Access is difficult in a truly operational situation. You have to do it on a noninterference basis. Also the field commanders have concerns that somehow they're going to get graded along with the system. Despite all the challenges, it's a great opportunity, and I think we're trying to make the most of it.

Program Manager: How would you describe the relationships between your office, the OTAs, and the Joint Interoperability Test Center (JITC)?

Coyle: We depend very heavily on the OTAs. They're our partners in all of this. They're the people who actually do the operational testing. Our little office doesn't conduct tests; the OTAs do that.

We get together regularly for meetings on particular systems and for more general discussions. We have a formal meeting with the commanders of all the OTAs every six months. The Director of JITC came to our last meeting, and I'm encouraging him to come to others in the future. So whether OTAs are large or small, I see them as part of

T&E Center Infrastructure - Budget - Workload Trends



the family, and I'm doing everything I can to have all of us work as a team.

Program Manager: What is the role of JITC?

Coyle: With all of the complex command, control, communications, and information aspects of modern military systems, you need an organization that is trained and has special expertise in those areas, and JITC provides that kind of service. They really supplement the capabilities of the Service-specific OTAs in a specialty area.

Program Manager: What are some of the initiatives you have undertaken?

Coyle: You may know that Secretary Perry came to one of these regular OTA meetings and gave a talk. This was, I believe, the first time in history that a Secretary of Defense met with the leadership of the operational test community, so it was truly a historic event from a test point of view, and evidence of his support for testing.

At that meeting he emphasized five themes. The first one we've already talked about a little bit...that's early involvement. It sounds easy. But it takes a lot of work. The idea is that operational testers will not be sitting back and just simply waiting for a production representative article to test, but that they're going to be involved way before there are production representative articles.

The reason we test is for insight and understanding. Often people talk about testing being a pass or fail kind of thing. Nobody likes to get graded. Obviously, if the system does fail, we're not going to hesitate to report that, but the real motivation behind all testing is for insight and understanding and to try to get involved early enough to fix problems when it is relatively less expensive and complicated to do so. I am reminded of the commercial on television where the mechanic says, "You can pay me now or you can pay me later..." That's really our situation. If we can get involved earlier it's going to be much less expensive and easier to fix problems. Waiting will only add to the misery and increase cost.

Another thing that the Secretary emphasized is making better use of modeling and simulation. What that means to me, and to the Secretary, and to Paul Kaminski, is that we need models that are more predictive; that, if you will, have a high probability of giving the right answer. We use a lot of models in this Department; many of them are not highly predictive. The way that being highly predictive is often characterized is as being "physics-based." Some people object to that characterization, but the point is that there must be some real science behind the models. It's got to be more than just geometry, which is all that's in a lot of models that we use.

Program Manager: To what extent have statutory restrictions affected your ability to develop and use models and simulations?

Coyle: Modeling and simulation is no substitute for real tests. Yet you can't possibly test every single aspect of how a system is going to be used. So the question is how to model the parts of a problem that are the most straightforward and tractable, and save precious test dollars for those areas where understanding is least. Paul Kaminski has said that with such models you can actually eliminate certain tests and focus test resources on areas where our understanding is less. There's nothing in the law that would restrict that. All of the Secretary's themes involve more modeling and simulation.

Program Manager: Two other themes set by Secretary Perry concern combining tests and combining tests and training...

Coyle: Combining tests where possible. That means doing developmental testing and operational testing together when appropriate. Some of this was happening before Secretary Perry gave his speech. About two-thirds of the couple hundred programs we have on oversight involve a combined development and operational test period. The degree varies according to the nature of the program; for example, it tends to happen more with strategic programs. You also can find ways to combine operational tests of two different systems. For example, you could test the Bradley at the same time you were testing the M-1 upgrades. So there are many opportunities for putting tests together. Early involvement comes in here too. If you're a developmental tester and I'm an operational tester, we need to be talking together early on. This interchange will enable both of us to do our jobs more effectively. It can also save time and money, for

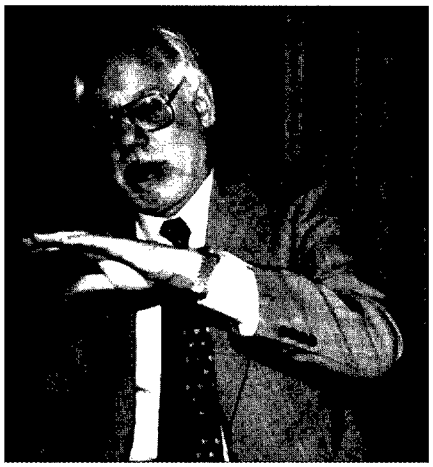
example, by making the best use of data gathered in Developmental Testing to provide operational insight.

Combined testing and training is another theme for which there are lots of examples, including many in recent years. Again, from the same survey, about a third of the systems we have under oversight involve some degree of testing and training together. We're well aware of the concerns of the trainers regarding interference and negative training. But as operational testers we want realism ourselves, and so I think there's actually not the gulf between testing and training that many people assume. We see more and more examples of opportunities to do testing in training scenarios. For example, the Commanders in Chief (CINC) are using training exercises extensively to test Advanced Concept Technology Demonstration (ACTD) projects.

Program Manager: So you respect the integrity of the training?

Coyle: Of course. Some training exercises are very realistic. That's what operational testers want. We're looking for a realistic situation. In terms of the richness of the forces involved, the jointness, and the complexity of the scenario, training exercises will often produce operational situations that we'd have to spend a great deal of money to reproduce otherwise.

Remember, the Secretary asked us to do all the things we've just been talking about for ACTDs as well. His point is that they need operational testing just as much as the big ACAT ID programs do. We need to get in early, work out the problems, and develop every insight we can so that these programs can be successful also. ACTDs are highly variable in nature, ranging from simple software upgrades to things like Predator, which is a big system. The All Service Combat Identification Evaluation Team (ASCIET '95) exercises that I observed in the summer of 1995 were an excellent example.



I participate in a number of acquisition reform activities, but my most important responsibility is to make testing as effective and efficient as possible.

This is not a one-size-fits-all task. What you might do for a small ACTD program might be quite different from what you would do for a larger system. As I said before, the CINCs are already evaluating ACTDs in training exercises.

Program Manager: What criteria are used to place a program on the DOT&E oversight list?

Coyle: All ACAT ID programs go on the list by law and regulation. We also will put on oversight a system which, while not an ACAT ID, is central to several other systems. In the Army's Battlefield Digitization Program, for example, there are a lot of pieces that all have to play together. So we might put on oversight one of those pieces, because if it doesn't work, the overall system isn't going to work. We do not put systems on oversight just for the sake of it.

Program Manager: Has the DoD T&E mission presented new challenges to you?

Coyle: Yes it has. I came from the Department of Energy family which uses modeling and simulation extensively. Those experiences gave me a background into what was possible, and that's been very helpful. Of course, the DoD system is much more complex, much more hierarchical. By contrast, the Department of Energy and its laboratories operate in a much more informal way. Getting things done in a larger bureaucracy isn't always easy, but generally I think the principles, the basic ideas of how you do testing, are pretty much the same in either Department.

Program Manager: Do you have a vision for where you'd like to see DOT&E in five years?

Coyle: One of the things that operational testers need to do is develop much closer ties with CINCs, with the warfighters. It's going to be important, I believe, for us to develop closer ties with the operating commands. For example, the ACTDs which we've just been talking about are, in effect, products of the CINCs; ACTDs represent things CINCs say they need. To be working on those kinds of projects, we're going to need to be working more closely with CINCs. A different example will be upgrades of various kinds, some of which will be major programs in their own right, some of which will be quite modest; but the initiative for those upgrades, the motivation for those upgrades, will be coming from the warfighters. So we need to develop closer ties to the CINCs, and I'm trying to do that. That will mean that the OTAs also will all need to develop closer ties to the operating commands.

Program Manager: This is a different thing than interfacing with a military department...

Coyle: Yes, and my recent trip to Bosnia and Hungary demonstrated that very clearly. In the case of the CINC we were dealing with there, not only does he have the responsibility for coordinating the joint operations of

different U.S. military Services, but his responsibilities also extend to combined military operations involving the forces of other countries.

Program Manager: In your vision, do you foresee more people, more testing facilities?

Coyle: We are testing modern high-technology equipment which embed digital computers and microprocessors. In many cases we are using test hardware that is very old and badly in need of upgrade or replacement to test these most modern of systems. The average age of test equipment is worse than that for bridges and transportation infrastructure in the United States. I was out at Fort Bliss and they're still using old Nike radars for range radars. Serial number 001 is still in use, as is a prototype Nike radar, which is also still in service. Of course those are very good radars or else we couldn't still be relying on them. But eventually, we'll need new equipment.

We also need new investment to make the test ranges interoperable. We have to make it so that the test ranges can talk to each other. It's definitely needed. Given unavoidable test limitations, you have various kinds of synthetic situations, where people are mixing real tests with models on a computer. Various kinds of virtual situations are being mixed with real. All of the test ranges are doing this to one degree or another at their own location. But more and more we don't have the ability to complete a test at a single location. So we have to make it so that the data taken at Test Range A can be used at Test Range B; in some cases, in real time. So Fort Bliss and White Sands have got to be able to talk to each other and perhaps the Yuma Proving Ground as well. There needs to be common range instrumentation. Obviously, these ranges have different missions, but in those areas where they need to be able to share data and talk back and forth, they've got to be joint and interoperable. That's not going to happen without some new investment.

Program Manager: Is there something we've not asked that you would like to say to the acquisition workforce?

Coyle: All of these things are about making it count, making what we do count the first time, and only having to do things once. All of Secretary Perry's themes are really directed at the same objective. Apply what you've learned from classical operational testing; get in earlier so you make everybody's work count; do Developmental Testing/Operational Testing; do Operational Testing with training. Other examples are the JSTARS deployment, piggy-backing Oper-ational Testing on joint exercises (which we are doing more and more), and the partnerships with CINCs. All of these things are, I think, examples of making it count.

In the future operational testers will also use information from a broader set of sources. We will take information from production lot testing, which we currently don't do, from stockpile returns, and stockpile reliability testing. I think you'll find that we will use information from a broader variety of sources than has been the tradition in the past.

Program Manager: Finally, can you tell us what is the best advice that you've ever received?

Coyle: The first thing that comes to mind is "Give it Away." What that means is, human nature being what it is, often our tendency is to hoard everything to our chest. This advice, from a boss of many years ago, was that, if you give it away, you can actually leverage your resources and get more things done. Of course, in a funny kind of way it comes back around.

We really have to do that in this office. I've got 40 people, not a big office by DoD standards. So we basically have to leverage the efforts of the OTAs, of the programs, and of the Services themselves. The only way we can do that is by "Giving it Away."

DSMC & Royal Military College of Science to Conduct International Seminar

The Eighth Annual Acquisition/Procurement Seminar focuses on international acquisition practices and cooperative programs. The seminar is sponsored by the International Defense Educational Arrangement (IDEA), an arrangement between defense acquisition educational institutions in the United Kingdom, Germany, France, and the United States.

Those eligible to attend are Defense Department/Ministry and defense industry employees from the four IDEA nations who are actively engaged in international defense acquisition programs. Other nations may participate by invitation. Nations participating in past seminars were Australia, Belgium, Canada, Denmark, Italy, The Netherlands, Norway, Portugal, Spain, and Switzerland.

This year the seminar will be held July 8-12, 1996, at the Royal Military College of Science (RMCS), Shrivenham, Wiltshire, United Kingdom (1.5 hours west of London or Heathrow Airport by train). The last day of the seminar, July 12, will be an optional day for those interested in the educational aspects of international acquisition.

The IDEA Seminar is by invitation only. Those who have not attended past IDEA Seminars desiring an invitation should contact the IDEA team at DSMC. Those U.S. DoD personnel receiving an invitation should submit an approved DD Form 1556 with a copy to DSMC by telefax. Industry representatives should submit letterhead requests by telefax. Invitations and confirmations will be issued after May 1, 1996.

For more information, contact: IDEA Team Members
Prof. Richard Kwatnoski
Director, International Acquisition Courses or Lisa Hicks
Comm: (703)805-2549/4592 DSN: 655-2549/4592
Telefax: (703)805-3175

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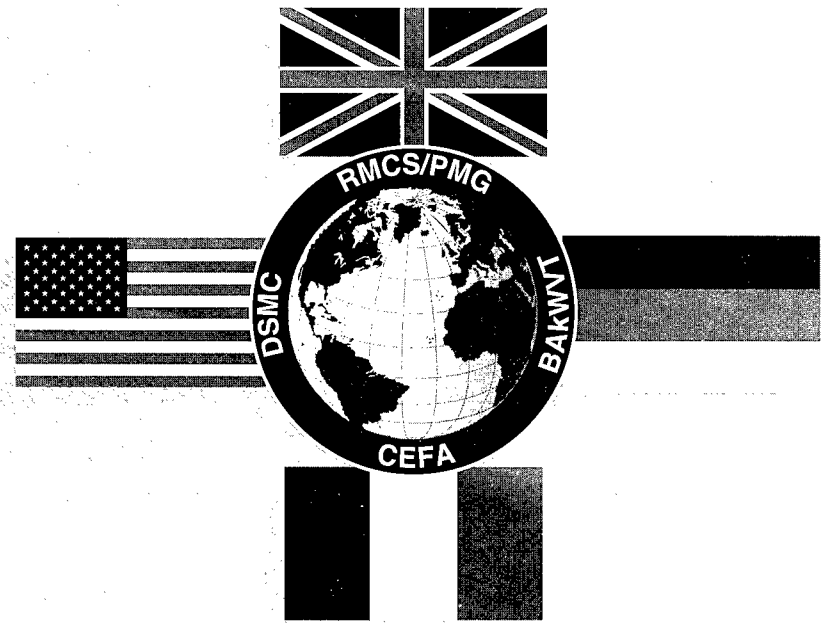

JULY 8-12 1996

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U.S. Special Operations Command — A "Customer-led" IPT Success Story

People Are the Center of the IPT — Recognize Their Professionalism and Empower Them to Do the Job

CHIEF WARRANT OFFICER ALAN CHILDRESS, USA

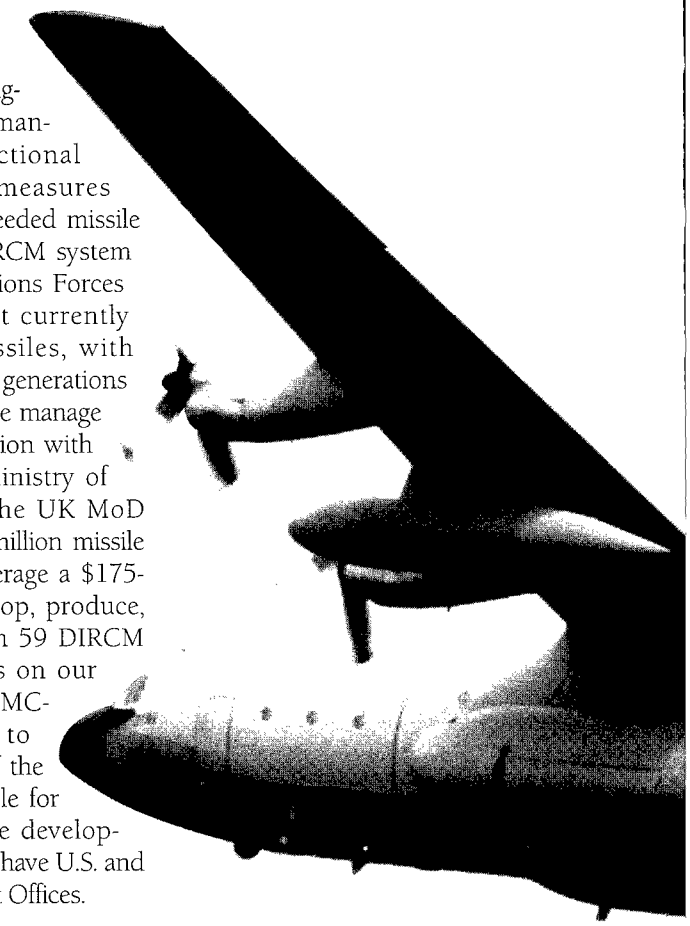
The U.S. Special Operations Command (USSOCOM), a unified command, is singular among combatant commands. Our unique operating environment, varied missions, and small inventory requirements led Congress to give us acquisition authority equal to the Services. Indicative of this authority is the appointment of USSOCOM's own Special Operations Acquisition Executive, Mr. Gary Smith. Smith charters four Program Executive Officers (PEO) – Fixed Wing; Maritime and Rotary; Command, Control, Communications, Computers, and Intelligence (C^4I); and Special Programs – with a combined staff of fewer than 100 people to manage all the Special Operations-peculiar acquisition systems.

We are generally responsible for 56 acquisition systems; 13 are managed in-house, and 43 are managed by an outside agency – usually one of the Services – but monitored and funded by us. Despite our numbers, we must still meet all the legal and DoD-directed requirements for acquisition systems. Obviously, we adopt all the creativity and streamlining we can find!

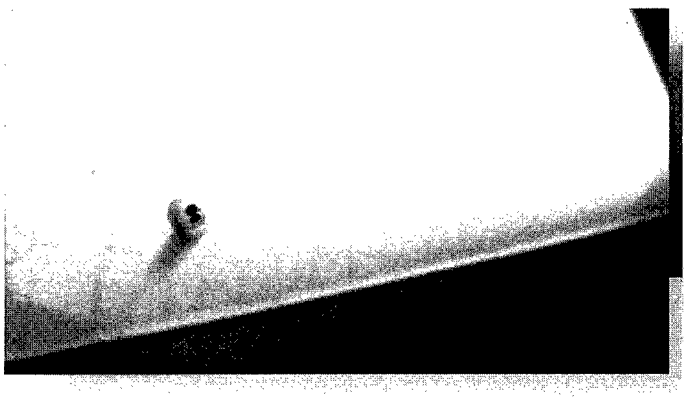
Childress is the Deputy Program Manager, Directional Infrared Countermeasures, U.S. Special Operations Command, MacDill Air Force Base, Florida, and a 25-year Special Forces soldier. A graduate of the DSMC Advanced International Management Workshop, he earned his Doctor of Business Administration (D.B.A.) at Nova Southeastern University. *Childress acknowledges Lt. Col. Jim Pennock, USAF, for his vision in suggesting the Group A Integrated Product Team.*

Managing Our Critical Missile Defense System

One of the more challenging of the USSOCOM-managed systems is Directional Infrared Countermeasures (DIRCM), an urgently needed missile defense system. The DIRCM system enhances Special Operations Forces aircraft survival against currently deployed infrared missiles, with growth to handle future generations of anti-aircraft missiles. We manage the program in cooperation with the United Kingdom Ministry of Defence (UK MoD). The UK MoD owns the DIRCM $300-million missile defense contract; we leverage a $175-million portion to develop, produce, install, field, and sustain 59 DIRCM missile defense systems on our Special Operations AC/MC-130 fleet. In addition to managing our portion of the contract, we're responsible for managing program-wide developmental testing. Hence, we have U.S. and UK Program Management Offices.



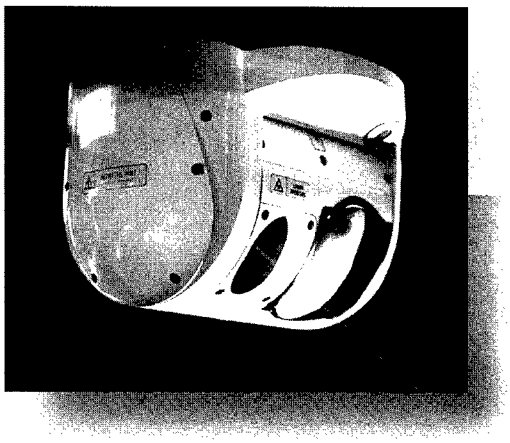
Our MacDill Air Force Base, Florida, Program Management Office is staffed by a handful of military and civilian managers, augmented by a management support contract with Booz•Allen & Hamilton, Inc. We are in the engineering and manufacturing development



Photos courtesy Northrup-Grumman Corporation

phase of the program; Northrop Electronics Systems, International, is the prime contractor. Chrysler Technologies Airborne Systems is Northrop's subcontractor for integration engineering design, analyses, test, and installation of the DIRCM Group B equipment onto U.S. Air Force Special Operations aircraft – called Group A aircraft integration. Group B is the prime system hardware and software.

In July 1995, we contemplated the Integrated Product Team (IPT) concept as a management process to help us integrate and control our extended acquisition organization. The nature of our organization – a program office with support staff scattered across the globe – presented some challenges to planning and organizing an IPT. Ours was also the first Program IPT established at USSOCOM. For this reason, we wanted to do our homework and get some real benefits for the organization before going to the Acquisition Executive with a proposal.



◀ CLOSE-UP OF THE USSOCOM-MANAGED DIRECTIONAL INFRARED COUNTERMEASURES (DIRCM) TURRET. THE DIRCM TURRET HOUSES AN URGENTLY NEEDED MISSILE DEFENSE SYSTEM, WHICH ENHANCES SPECIAL OPERATIONS FORCES AIRCRAFT SURVIVAL AGAINST CURRENTLY DEPLOYED INFRARED MISSILES, WITH GROWTH TO HANDLE FUTURE GENERATIONS OF ANTI-AIRCRAFT MISSILES.

◀ DIRCM TURRET MOUNTED ON A U.S. AIR FORCE C-130. INSET DEPICTS CLOSE-UP OF THE TURRET.

Foundational Elements

We derived the concept of a customer-led acquisition IPT from Barkley and Saylor's "Customerizing Project Management."[1] They claim projects fail more from the lack of a mechanism to maintain customer involvement than from a lack of resources. Further, projects fail – in terms of quality, schedule, and cost – because they often suffer from bad customer relations, shabby process management, and inadequate team member empowerment.

While Barkley and Saylor don't address IPT, we applied their thesis of customerized project management – emphasizing Total Quality Leadership (TQL) fundamentals of process improvement, customer involvement, and teaming – and added the IPT concept to yield "customer-led IPT." The acquisition customer (who may or may not be the program manager), with acquisition knowledge, purse string authority, and imbued with process improvement, leads the IPT. In our case, the deputy program manager chairs the Group A IPT. We define IPT operationally as an acquisition management process team committed to:

- building plans and executable strategies; and
- identifying and resolving issues as they arise (rather than during programmatic decision reviews).

Selling the Customer-led IPT

Recognizing the value of centrally managing our aircraft integration project through an IPT, our first step was to brief (sell) our customer-led IPT concept, seek comments of our process stakeholders, and ask them to "buy in." We did this at a September 1995 aircraft integration technical interchange meeting held at Chrysler Technologies. Figure 1 illustrates the customer-led IPT vision we briefed. A highlight of the brief was our somewhat contro-

versial assumption that we could accomplish more with less; i.e., with only one empowered representative from each of the DIRCM stakeholder organizations, we could get more work done.

Some organization managers demanded two to four slots each on the IPT to have functional specialists at the meetings. Doing so would have increased the group's size to well over 30 versus the 15 or so we planned. We countered with the argument that if we developed agendas in consultation with members and provided them well in advance of meetings, one person could adequately represent each stakeholder organization. Further, the one-member limitation would result in more disciplined and focused meetings, fewer resources required from IPT member organizations, and significant Temporary Duty (TDY) savings. Keeping the group small and focused also reduced the risk that the government would take over responsibility for contractor-required tasks.

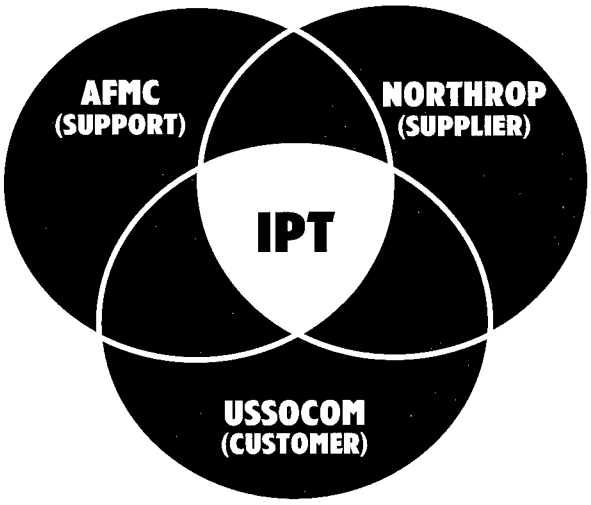
We also discussed our goals, operating principles, and the IPT environment. Our brief was received with some reservations, notably that managers should have engineering and logistical functional support at the meetings.

Step 1 - Group A Aircraft Integration IPT

We started in August/September 1995 by focusing first on a critical element of our program, the Group A aircraft integration project (Group A IPT). Our Group A IPT is concerned with facilitating contractor aircraft integration performance. We're committed to support our contractor's success; if they're on schedule, within cost, and meet quality standards, we both win.

Group A IPT members were selected from stakeholder organizations: Secretary of the Air Force Acquisition Office (SAF/AQQU); Air Force Materiel Command (AFMC) Aeronautical Systems Center and Air Logistics Center; developmental and operational test organizations; the using command, Air Force Special Operations Command; and the contractors, Northrop Grumman and Chrysler (Figure 2).

Figure 1. **USSOCOM Customer-led DIRCM IPT**



The Group A IPT Charter. Although tempted to write a detailed IPT charter, we kept it simple, convinced that giving the team flexibility and empowerment would be more effective. At our first Group A IPT meeting in October, we briefed our proposed IPT Charter to the members.

Goals. Our IPT goals are:

- to achieve, through teamwork, the timely fielding of DIRCM-equipped AC/MC-130s;
- to create and maintain a Group A IPT in which the program office assumes management responsibilities and meets monthly or, as necessary;
- to establish an issue initiation and resolution process, where all member organizations encourage issues from one another, and discuss and assign issues as action items at meetings;
- to ensure Government Furnished Equipment/Government Furnished Information (GFE/GFI) and aircraft are delivered to the contractor on schedule;
- to facilitate configuration control by identifying proper modification documentation, and scheduling and supporting Configuration Control Boards (CCB);
- to conduct coordinated, disciplined meetings, rotated to achieve site familiarity; and
- to facilitate contractor performance.

Operating Principles. We strongly emphasized operating principles as the glue to hold the team together and asked members to adopt each principle. There were no reservations to the principles; the team members "bought in" at the first meeting.

- Strive for team and platform-common solutions.
- Achieve candor and trust through teamwork behavior.
- Members explore all alternatives to develop workable solutions.
- Keep promises and speak with one voice on settled issues.
- Horizontal communications/development; not "stovepipes."
- Members are empowered by their parent organization; delegated decision authority.
- Members committed for duration; same members attend meetings.

Authority. The DIRCM Group A IPT is chartered by the USSOCOM Acquisition Executive with direction and guidance flowing from August 1995 memoranda generated by Dr. Paul Kaminski, Under Secretary of Defense

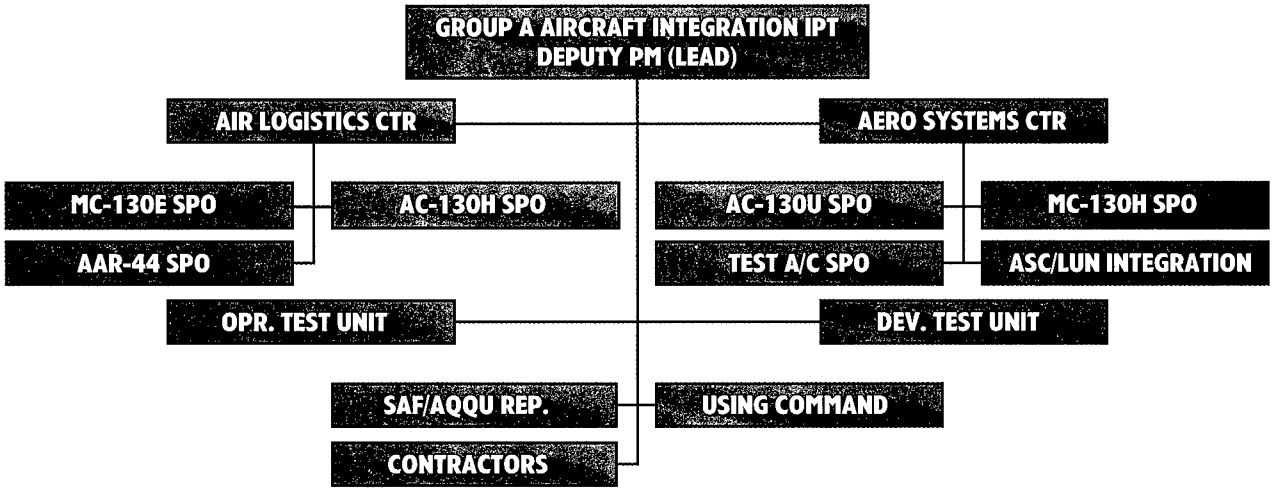
(Acquisition and Technology), and Gen. Wayne Downing, Commander in Chief, U.S. Special Operations Command. Our IPT fundamentals and results, follow:

- DIRCM IPT Priority. We established that the number one priority of our IPT is developing plans and strategies as well as early identification and reconciliation of issues. This is accomplished through teamwork at disciplined monthly meetings.
- Delegated Authority. We insisted that DIRCM IPT members have the authority to represent their organization's positions. The IPT enables the four aircraft System Program Office (SPO) representatives to discuss/resolve commonality issues at meetings.
- Contractor Role. We recognized early on that supporting our contractor's performance was fundamental to the IPT's success. Toward that end Northrop's Group A manager and Chrysler's manager for Group A installation are IPT members. Both managers play an active and significant role in the IPT process.
- Streamline Review Process. Whenever feasible, we hold our IPT meetings in conjunction with scheduled programmatic reviews. This allows us to combine meetings, saving time and TDY expense. Additionally, we take issues raised at the programmatic reviews for action. For example, the IPT attended a Chrysler Preliminary Engineering Review (PER) in November. The team's contributions to the PER were significant, plus we assumed action on 13 issues applicable to us.
- IPT Discipline. Rules for conducting DIRCM IPTs speak to commonsense activities; advanced and coordinated agenda and schedule development; and publication of meeting minutes. The one-person limitation pays dividends in disciplined meetings; much work is accomplished. We covered 16 issues in three to four hours.
- Cost Reduction. The DIRCM IPT identifies nonvalue and redundant work, helping guide infrastructure reduction efforts. By developing an integration plan that contains a common-to-all configuration control flow chart, GFE/GFI documentation procedures, and a modification production schedule, we monitor or control all government Group A aircraft integration work. Also, by keeping the team small, we save approximately $20,000 per meeting in travel and TDY costs. Whenever feasible, we schedule meetings concurrent with other program events.
- Support PM. The DIRCM IPTs are advisory bodies to the PM, the decision maker. IPT correspondence flows through the PM.
- Strengthen TQL. Embracing the DIRCM IPT determines how well the IPT process contributes to the success of the program, vice finding fault late in the program. Two examples highlight TQL process and product improvement. By centralizing documentation standards and flow, we better achieve systems commonality across the four aircraft models. This is important to quality control, maintainability, and sustainability. Second, we conceived the idea of integrating the four operational aircraft SPOs in the test aircraft CCB events, contributing to design commonality. I'm fairly certain the customer-led IPT management process was responsible for these significant events.

IPT Environment. We clarified what member organizations could expect from IPT participation:

- Issue nomination and resolution process expedited.
- Program office-led and funded.
- Members nominate issues anytime to the program office.
- Program office respects busy team member schedules.
- Action items focused and controlled.
- Draft agendas and schedules discussed and distributed before meet-

Figure 2. **Group A IPT Organization Chart**



ings; meeting minutes provided soon after.
- Including travel, should require five working days monthly.
- Initially monthly meetings, later bimonthly as necessary; location rotated among member organizations.

Additionally, upon request we said we would document performance.

Step 2 — U.S. Program Office Integration IPT

In November/December 1995, after assessing the success of our first IPT, we decided to establish an IPT to integrate the program functional elements. While the Group A IPT concentrates on controlling aircraft integration schedule, quality, and cost risk, the U.S. DIRCM Program Office IPT manages the U.S. DIRCM acquisition phases by controlling program cost, schedule, system performance, quality, risk, and sustainment factors.

The U.S. DIRCM Program Office IPT (Program IPT) comprises one representative from each of the functional elements plus an advisor from selected external stakeholder organizations. As an international cooperative program, we include the UK in our Program IPT. Like the Group A IPT, the one-member limit is designed to keep the team size small and to ensure maximum focus on issues resolution while maintaining cost-conscious management. Not including advisors, the Program IPT has 11 members (Figure 3) with a primary purpose to eliminate functional fiefdoms.

Initial Results:

- To date, we have held two Group A and two Program IPTs.
- The creation of the Group A IPT caused us to write a comprehensive Aircraft Integration Plan that addresses the organizations, responsibilities, activities, and schedules required to integrate the Group B equipment onto USSOCOM aircraft. Additionally, we have documented no less than 35 issues, with many resolved or in a working status.
- Equally important, the Group A IPT brings our many program stakeholders to a table with no agenda other than to help each other build plans and executable strategies, and to identify and resolve issues as they arise.
- During the Program IPT just implemented, we effectively conducted detailed reviews of 30 issues raised by the program functional heads. Additionally, we kept our critical external organizations apprised of detailed program status on a periodic basis. Their enhanced effectiveness continues to pay dividends both now and in the future. By empowering both the IPT members and the advisors, the Program IPT consistently proves that it is indeed possible (and smart!!) to do more with less.

What's Important?

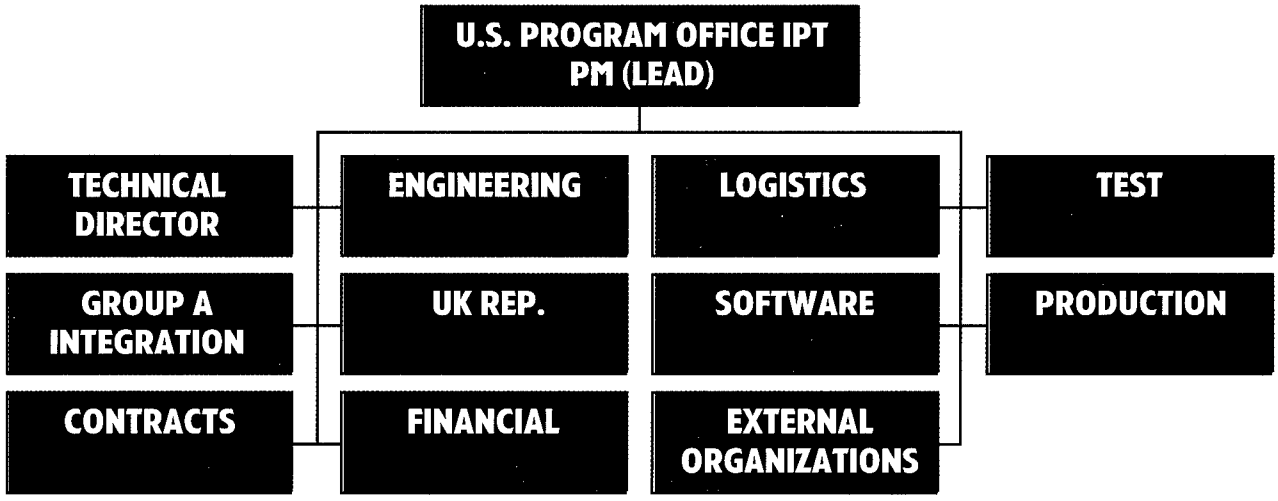
Finally, in our opinion, operating principles, derived from values, hold teams together; values are the IPT's foundation. We have learned these values from our IPTs:

- *People are the center of the IPT – recognize their professionalism and empower them to do their jobs*
- *Focused work ethic – strive for solutions that minimize the risk of system failure.*
- *Collaboration – foster candor and trust through teamwork.*
- *Research – encourage team members to explore all alternatives to systemic solutions.*
- *Covenants – speak with one voice on settled issues; keep promises.*
- *Technical Interchange – develop cross-functional communication to achieve systems solutions; not functional "stovepipes."*
- *Empowerment – member organizations must delegate decision authority.*
- *Continuity – team members are committed for duration.*

REFERENCE

Barkley, Bruce T. and James H. Saylor, "Customerizing Project Management," *Project Management Journal* (September 1995).

Figure 3. **U.S. Program Office IPT**



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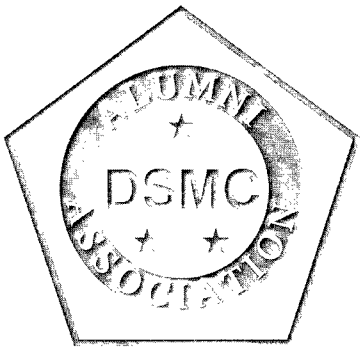

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FY96 Defense Authorization Bill Hailed As Victory for Acquisition Reform

TERRY SQUILLACOTE

Secretary of Defense William Perry, on February 1, 1996, issued a strong endorsement of the acquisition reform legislation contained in the FY 96 National Defense Authorization Act. The bill was signed into law on February 10, 1996. "We are greatly encouraged by the important acquisition reform measures contained in this year's National Defense Authorization Act. They are a critical follow-on to last year's legislative success in acquisition reform, moving us much further along to the reengineered acquisition system that we must have to meet our 21st Century defense needs," said Secretary Perry. Under Secretary of Defense for Acquisition and Technology Paul Kaminski believes that the new provisions contained in the Act will greatly simplify the government's buying practices for computer purchases and commercial items, will improve competition, and help guarantee fast and cost-effective resolution of protests. The bill's provisions include:

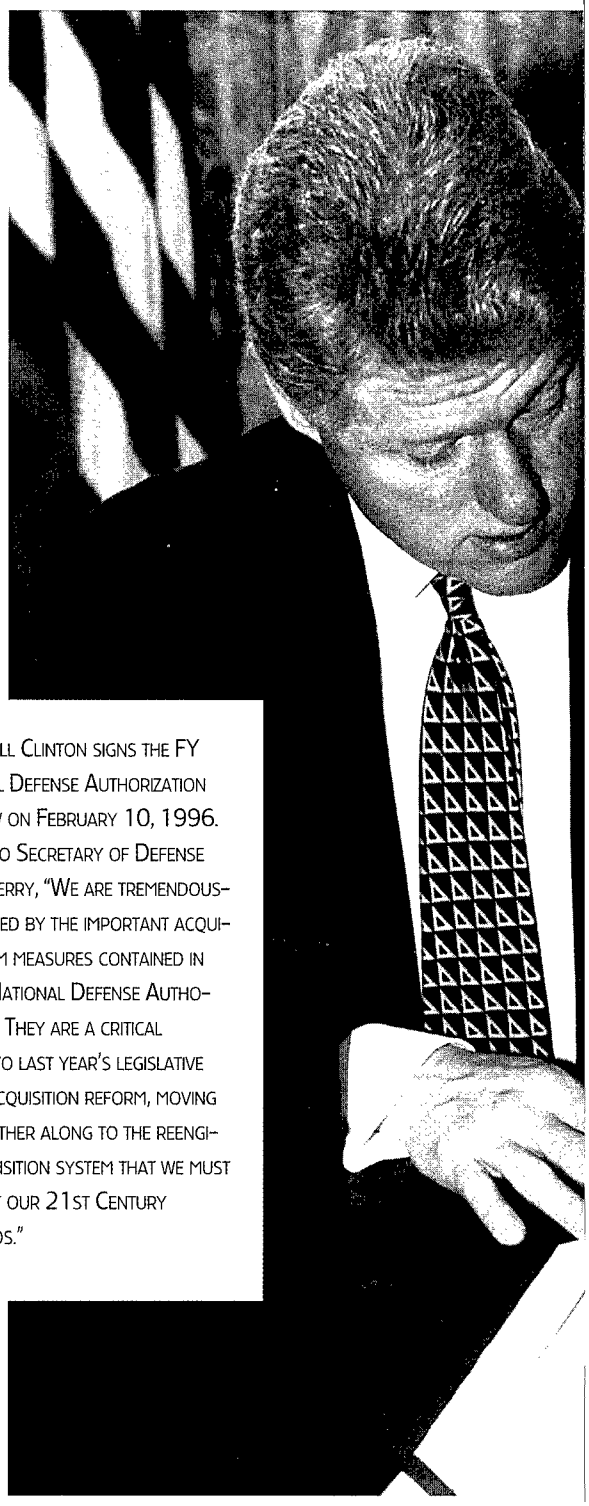
Repeal of the Brooks Automatic Data Processing Equipment Act, a major stumbling block to buying computers and related items.

The 1965 Brooks Act gave all federal information technology (IT) acquisition and management authority to the General Services Administration (GSA). This anachronistic law is antiquated in today's commercial microcomputer environment. It produced a cumbersome bureaucracy that often impeded the quick, efficient purchase of IT, and meant that many DoD computers were obsolete by the time they were delivered.

The Brooks Act repeal also eliminates the exclusive authority of the General Services Administration Board of Contract Appeals (GSBCA) to consider contractor objections (bid protests) to IT procurements. Nearly half of all major IT procurements are protested to the GSBCA, extending the procurement time line by 30-40 percent. Now, all protests will be handled at the General Accounting Office (GAO), which provides a cheaper, and more streamlined protest procedure for federal contractors.

Establishment of cutting-edge IT management policies that empower agencies directly, while ensuring that central coordination occurs precisely when needed to enhance governmentwide efficiency.

The Act requires the Office of Management and Budget to establish agency guidance for governmentwide institution of capital investment planning

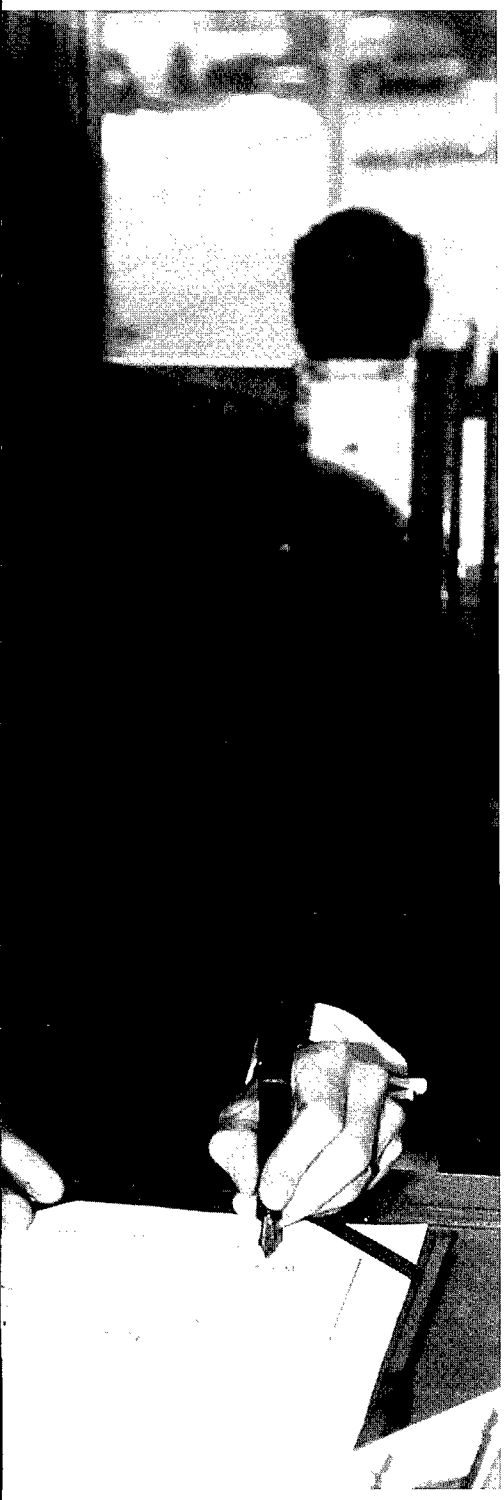


PRESIDENT BILL CLINTON SIGNS THE FY 96 NATIONAL DEFENSE AUTHORIZATION ACT INTO LAW ON FEBRUARY 10, 1996. ACCORDING TO SECRETARY OF DEFENSE WILLIAM J. PERRY, "WE ARE TREMENDOUSLY ENCOURAGED BY THE IMPORTANT ACQUISITION REFORM MEASURES CONTAINED IN THIS YEAR'S NATIONAL DEFENSE AUTHORIZATION ACT. THEY ARE A CRITICAL FOLLOW-ON TO LAST YEAR'S LEGISLATIVE SUCCESS IN ACQUISITION REFORM, MOVING US MUCH FURTHER ALONG TO THE REENGINEERED ACQUISITION SYSTEM THAT WE MUST HAVE TO MEET OUR 21ST CENTURY DEFENSE NEEDS."

Official White House Photo

Squillacote is a Senior Procurement Analyst, Acquisition Process and Policy, Office of the Deputy Under Secretary of Defense (Acquisition Reform).

and performance measures for virtually all federal IT programs. The Act also establishes a Chief Information Officer (CIO) in each federal agency, who has oversight responsibility for agency information technology program or projects to ensure these policies are appropriately implemented in each program.



In anticipation of this bill, the Assistant Secretary of Defense for Command, Control, Communications, and Intelligence has developed a performance and results-based information resources management (IRM) capital planning and investment model. This model will require an IRM Strategic Plan from each Defense Component, tied to budget plans, from which a DoD IRM Strategic Plan will be generated. DoD will implement Performance Measures in its IRM processes. In support of this effort, the Office of the Deputy Assistant Secretary of Defense (C^3I Acquisition) will publish a DoD IRM Performance Measures Guide in the third quarter of Fiscal Year 1996. It will contain a minimum mandatory set of performance measures for nine IRM areas.

Simplification of competition requirements to enhance efficiency in award process while maintaining full competition.

The bill permits contracting officers to limit the number of bidders in the competitive range to three when it will promote efficiency. Under the existing law, a contracting officer had to look for the "natural break or grouping" to determine the competitive range; those who should be considered further for award. If there was any question whether a bidder should be included, the bidder was kept in, in order to avoid a protest. Many contractors would continue to incur bid and proposal costs, and DoD was forced to expend precious resources evaluating bids that had no realistic chance of winning. This new authority enables agencies to expedite the procurement process, and allows bidders who do not have a chance of receiving the award, to save time and money by being removed sooner rather than later in the process. The bill also raises the approval levels for contract awards made using other than full and open competition methods from $10 million to $50 million.

Rationalization of procurement integrity law and post-employment restrictions.

The procurement integrity law is amended to focus on the improper disclosure or obtaining of contract award information. Post-employment restrictions are simpler and clearer, applying across the government to employees or officials in specific positions, or making certain decisions, in procurements above $10 million. The new law is much more understandable, and will enhance the attractiveness of federal service because individuals can be more certain of their legal, ethical obligations in follow-on, private sector employment.

Simplification of commercial item buys.

For a three-year period, commercial items up to $5 million in contract value can now be purchased using greatly simplified procedures. Further, burdensome cost or pricing data requirements are lifted from all competitive commercial item procurements. The government will be able to buy most commercial items just like any other customer, without imposing virtually all government-unique procurement requirements.

Deputy Under Secretary of Defense for Acquisition Reform Colleen A. Preston said, "The bill contains revolutionary breakthroughs. The first big step for legislative reform was the Federal Acquisition Streamlining Act of 1994. Now this bill shows that the spirit of acquisition reform is still going strong in the Congress. This legislation will allow DoD to fully reform the acquisition process and become the *smartest*, most *efficient*, and most *responsive* buyer of best-value goods and services that meet our warfighters' needs."

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A Pilot Program's Legacy

Lessons Learned In Applying Commercial-like Practices to a Large, Sophisticated Program

DOMINIQUE B. MYERS • D. COLLEEN GRIFFITH

With less than 22 months' lead time, the Non-Developmental Airlift Aircraft (NDAA) System Program Office (SPO) developed and implemented a viable acquisition strategy for the procurement of a non-developmental airlifter. The aircraft would serve as a supplement to, or alternative for, the C-17, using commercial practices to the maximum extent practicable. They orchestrated the development and release of a streamlined, "commercial-like" Request for Proposal (RFP). Then they negotiated a $13.9 billion contract, which would have allowed the government to procure up to 75 minimally modified Boeing 747/400Fs over a 10-year ordering period. And finally, they developed a detailed cost estimate to restart production of C-5s, and provided the U.S. Air Force (USAF) and Department of Defense (DoD) decision makers with the information needed to make a "best value" airlift decision.

We Lost...But We Won

The Defense Acquisition Board (DAB) ultimately elected to authorize continued production of C-17s in lieu of procuring an NDAA. However, because of the NDAA SPO's intensive efforts, the DoD senior leadership now recognizes that the creation of viable alternatives contributed materially to substantive improvements in performance and a significant reduction in unit fly-away cost (reflected in the C-17 negotiated buy-out agreement). Dr. John White, Deputy Secretary of

U.S. ARMY 1ST ARMORED DIVISION COMMAND AND CONTROL VEHICLE, FLOWN IN FROM RHEIN-MAIN AIR BASE, GERMANY, IS OFF-LOADED FROM A USAF C-17 GLOBEMASTER III AT TUZLA AIR BASE, BOSNIA. C-17S FLEW MORE PASSENGERS AND CARGO INTO BOSNIA THAN ANY OTHER AIRLIFTER.

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Photo courtesy McDonnell Douglas

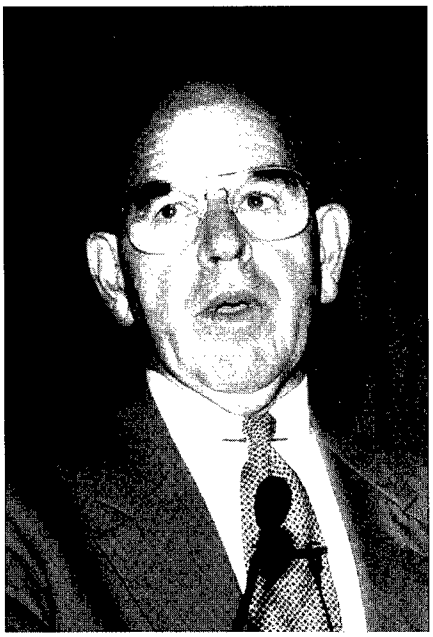
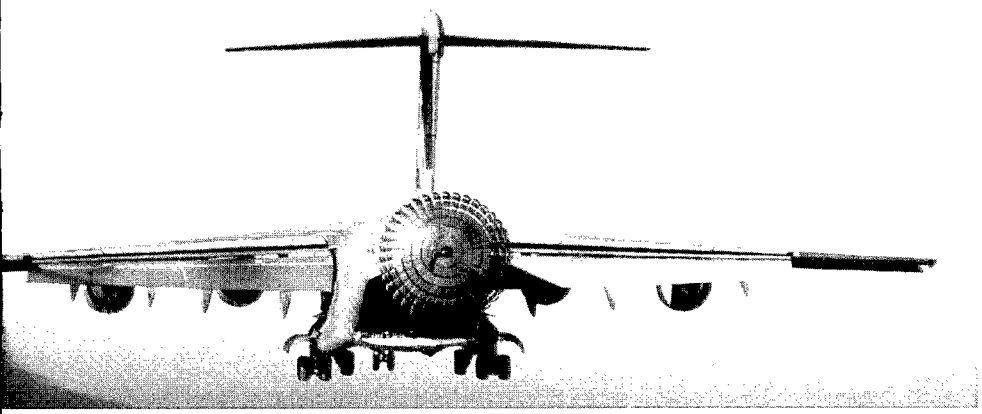


Photo by Richard Mattox

"I commend the Air Force, particularly the acquisition staff and field acquisition personnel, for creating strong airlift options for the Department, options which we did not have two years ago."

—Deputy Secretary of Defense John White



U.S. AIR FORCE C-17 AIRCRAFT. THE C-17 HAS THE CAPACITY TO AIRLIFT BULK AND OVERSIZE CARGO. PREPARING FOR LOW-ALTITUDE PARACHUTE EXTRACTION SYSTEM (LAPES) DROPS OF SUPPLIES AND EQUIPMENT, A U.S. AIR FORCE/MCDONNELL DOUGLAS C-17 GLOBEMASTER III TRANSPORT MAKES LOW PASS OVER RUNWAY AT EDWARDS AIR FORCE BASE, CALIF.

Department of Defense photo

Defense, confirmed this at the press conference following the DAB, stating:

> I commend the Air Force, particularly the acquisition staff and field acquisition personnel, for creating strong airlift options for the Department, options which we did not have two years ago.

The NDAA SPO was established in February 1994 in response to the National Defense Authorization Act of 1994, which directed the Secretary of Defense to develop an acquisition plan leading to procurement of an NDAA. A subsequent Acquisition Decision Memorandum provided further clarification, stating:

- that the SPO was to prepare a plan for the competitive acquisition of a non-developmental airlift aircraft as a supplement to, or alternative for, C-17 procurement over a range of quantities equivalent in capacity up to a maximum of 14 million ton-miles per day; and
- that an integrated C-17/NDAA Milestone III DAB review would be conducted prior to proceeding with any NDAA procurement.

For oversight purposes, the program was designated Acquisition Category 1D (ACAT 1D) and assigned to the USAF Program Executive Officer for Tactical and Airlift Systems. Finally, the Federal Acquisition Streamlining Act of 1994 (FASA) designated NDAA a Defense Acquisition Pilot Program, directing the application of judicious acquisition streamlining to the maximum extent permitted by law.

From the beginning, the SPO recognized that, depending on the mobility requirements being defined in the Mobility Requirements Study Bottom Up Review Update and the results of the Milestone III DAB review, possible outcomes for the NDAA program ranged from not procuring any NDAA to procuring both a commercial- and a military-derivative aircraft. As such, it became imperative that any resultant

contracts have enough flexibility to accommodate any decision within this range.

In developing the NDAA acquisition strategy, the USAF sought to both support the warfighter's needs and determine the extent to which a SPO could accommodate commercial practices within a government RFP. This process was facilitated by the passage of FASA, as it authorized DoD Pilot Programs to implement immediately, "any amendment or repeal of a provision of law made in this Act" that would promote acquisition reform.

Signed into law on October 13, 1994, FASA clarified the extent to which Congress intended pilot programs to adopt innovative practices as seen in the following:

- It designated DoD's Pilot Programs and granted them selected statutory waivers, e.g., the Competition in Contracting Act and the Truth in Negotiations Act.
- The Act directed the Secretary of Defense to "take any additional actions that the Secretary considers necessary to waive regulations not required by statute that affect the efficiency of the contracting process..."
- It authorized pilot programs to implement FASA prior to the publication of implementing instructions.
- Finally, it stated that any non-developmental aircraft offered as a supplement to, or alternative for, the C-17 would be considered a commercial-derivative aircraft.

Background

As a supplement (C-XX requirement) for the C-17, candidate aircraft were required to have the capacity to carry bulk and oversize cargo up to and including the Army's 5/4-ton truck and the high mobility multipurpose wheeled vehicle; however, additional capability to transport 2.5- and 5.0-ton trucks was desirable. As an alternative (C-XY requirement) to the C-17, candidate aircraft were required to have the capacity to carry bulk, oversize, and outsize cargo and perform military-unique missions such as troop and equipment airdrop. Candidate aircraft also had to be either Federal Aviation Agency (FAA) certified or U.S. military qualified. Extensive market research confirmed that both requirements could be satisfied through the acquisition of modified commercial-derivative and/or non-developmental military aircraft.

Potential offerors initially included foreign and domestic, new and used, commercial- and military-derivative aircraft. It was envisioned that procurement of both requirements could be effected through one RFP, using formal source selection procedures. However, when only one potential offer (C-5D) was determined to meet the C-XY operational requirements, this strategy was amended to defer procurement of a C-XY alternative until after the DAB. As such, the C-XY requirement was removed from the NDAA RFP prior to its release in final form on March 31, 1995.

Innovations and Challenges

The goal of the NDAA program was to provide the DAB with viable, executable airlift options in record time. The SPO recognized that this could be accomplished only through the use of innovative and streamlined acquisition practices. Therefore, to assure that the solution would meet the requirement, the NDAA SPO spent a considerable amount of time with both industry and government stakeholders defining and negotiating significant issues prior to finalizing the acquisition strategy. Not surprisingly, their findings mirrored those identified by DoD's 800 Panel, i.e., industry believes that "mandatory, government-unique business methods and systems in four areas create the greatest barriers: accounting systems, specifications and standards, rights in technical data, and government-specific statutes that mandate fundamental changes in business practices.[1]"

The NDAA RFP, therefore, sought to balance industry's concerns with the government's need to protect the public interest through the pursuit of streamlining initiatives at three levels:

- Actions Requiring Statutory Relief
- Actions Requiring Regulatory or Policy Relief
- Actions Within the Framework of the Existing Acquisition System

Actions Requiring Statutory Relief

Statutory relief was originally requested via the DoD Acquisition Reform Pilot Program, under the auspices of the Commercial Derivative Aircraft Phase II Program. Approval was directed to this program, however, as NDAA was subsequently identified as a DoD Acquisition Reform Pilot Program. Final language also delineated approved statutory waivers and mandated that pilot programs immediately implement FASA. The NDAA RFP incorporated all applicable statutory relief contained therein.

Actions Requiring Regulatory or Policy Relief

In response to relief requested from selected DoD and USAF policy and procedures, the program benefited from 30 waivers (unilateral government changes clause, milestone payments, government-approved inspection and acceptance system, etc.). The NDAA RFP reflected application of all such waivers.

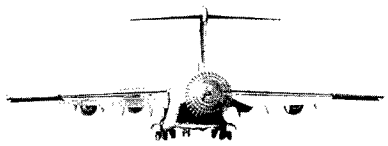
Actions Within the Framework of the Existing Acquisition System

The NDAA SPO questioned every applicable regulatory and policy requirement to ascertain its basis, the degree to which it conformed to standard commercial practice and, if required, whether it could be satisfied less obtrusively. They reviewed selected government and industry studies and lessons learned from previous commercial aircraft acquisitions, and completed an extensive market investigation and various research activities. The following initiatives were implemented:

Program Management. The SPO was tasked to prepare for procurement of a C-XX aircraft and to provide documentation (including detailed performance and cost information) on a potential C-XY alternative in support of the C-17/NDAA Milestone III DAB with a minimum number of contracting, engineering, finance, logistics, and program management personnel. Ultimately, SPO size peaked at 32 individuals, 29 government personnel, and three contractor support personnel. Perhaps because the team was small, team members communicated informally, shared a common vision, and exercised autonomy in decision making – traits not unlike those identified in small, high-performing Special Access Required program offices of the 1980s, e.g., B-2, Advanced Cruise Missile, and F-117A.

Government-Industry Interface. Following a June 1, 1994 Pre-Solicitation Conference, the NDAA SPO hosted a series of RFP working group sessions with industry (represented by 15 aerospace firms), Air Mobility Command (AMC), Oklahoma Air Logistics Center (OC-ALC), the Federal Aviation Administration (FAA), Defense Contract Management Command (DCMC), Air Force Operational Test and Evaluation Command (AFOTEC), and other government support activities. Nine such meetings were conducted, representing over 90 contact hours.

The SPO also communicated via the Wright-Patterson Electronic Bulletin Board, releasing relevant public documents, i.e., meeting notices, the Operational Requirements Document (ORD), requests for information, responses to industry queries, full-text clauses and provisions, and both draft and final RFPs. This interactive exchange continued until final RFP release. Early industry involvement proved essential as a means of identifying commercial products that could fill government needs, familiarizing the SPO with commercial practices, and clarifying operational requirements to industry.



Considerable effort was expended in identifying, researching, and reconciling commercial and government clauses for application to this acquisition.

Contract Clauses. The NDAA RFP represents a significant departure from traditional government RFPs in that maximum discretionary authority was used to balance the needs of government and industry. To the extent practicable, applicable Federal Acquisition Regulation (FAR) clauses, which were in conflict with the commercial nature of this acquisition, were addressed as follows:

- Selected Defense Federal Acquisition Regulation Supplement (DFARS) – 211 clauses were substituted.
- Mutually-beneficial one-time-use clauses were substituted.
- Offerors were afforded the opportunity to propose commercial terms and conditions.

Considerable effort was expended in identifying, researching, and reconciling commercial and government clauses for application to this acquisition. Once a decision was made on disposition, the file was documented and, when necessary, waiver documentation submitted. Finally, to both document the waiver process and facilitate post-award program continuity, a matrix was developed depicting disposition and rationale for inclusion/non-inclusion of each clause evaluated.

Contract Financing. As is customary in the commercial aircraft sector, the NDAA RFP authorized government financing in the form of calendar milestone payments. This form of financing is based on calendar dates and set percentages of price, versus relying on cost data and audits (progress payments) or events (production milestones).

Contract Changes. In DoD contracts, the government retains the right to unilaterally direct limited changes to the contract. In private sector transactions, the seller often retains this right. As neither position proved to be acceptable within the context of this acquisition, the changes clause embedded in the NDAA RFP specifically mandated that all contract changes be effected bilaterally.

Military Specifications and Standards. No military specifications or standards were included as candidate commercial aircraft were expected to retain their original design heritage; i.e., FAA Type Certification. Government-unique requirements were described in terms of performance criteria.

Quality Standards. The RFP cited industry-developed ANSI 0-90/150 9000 quality assurance standards. As an FAA-approved production facility, the contractor was expected to comply with FAA standards. An FAA-certified commercial aircraft receives a Production Certificate, which includes quality assurance, process, and materials. As such, duplication of inspection by invoking MIL-Q-9858/MIL-I-45208, would have been a waste of time and money.

Contractor Data. In lieu of requiring delivery of engineering data, the RFP required only that the contractor allow the government access to existing data. Access instead of delivery reduces the burden of administrative reviews, eliminates government engineering data repository management, and reduces the costs associated with procuring a partial license or unlimited

rights to the data. Additionally, as manufacturers must continually improve their products through routine updates and revisions, access ensures that the data reflecting the aircraft configuration remain current.

Warranties. In place of a weapons system warranty, offerors were provided the opportunity to propose a standard commercial warranty. As is common within the commercial marketplace, it was required to cover defects in design, materials, and workmanship in the aircraft, subsystems and components, support equipment, and spares as well as assure conformance to the specification at delivery.

Ground and Flight Risk. The government refrained from indemnifying aircraft in possession of the contractor; rather, the contractor was expected to assume all ground and flight risk pending initial aircraft acceptance as well as whenever the aircraft was in their possession. The contractor was also expected to use existing commercial practices for all ground and flight operations in lieu of invoking traditional government risk of loss processes. This was done to preclude costly changes to the contractor's commercial practices, e.g., through the incorporation of government-mandated safety procedures that conflict with those mandated by pre-existing insurance coverage.

Operations and Maintenance Concept. Although the RFP was structured to accommodate a traditional contractor logistics support concept, it clearly encouraged offerors to propose a commercial approach.

Flight and Maintenance Manuals. In lieu of stipulating the use of standard military format, the RFP requested commercial technical manuals and supplements. The original equipment manufacturer was charged with simply tailoring these documents to meet the government's needs and then managing and maintaining them for the USAF. Had an award been made, the government would have benefitted from the experience of other commercial operators through customer-driven updates – an option previously unrealized due to separate flight manual management systems and separately baselined configurations.

Logistics Support Analysis (LSA). In concert with the deletion of all military standards, MIL-STD-1388 was not cited in the NDAA RFP. As a non-developmental aircraft, only a few LSA tasks were relevant. These were considered, but ultimately deemed unnecessary.

Test and Evaluation. Test and evaluation requirements were minimized due to the non-developmental nature of this program. To the extent possible, the USAF planned to determine operational suitability through reliance on FAA certifications and previous operational histories of candidate aircraft. Test and evaluation requirements were, therefore, limited to modifications and operational effectiveness beyond the scope of FAA certification.

Two Steps Forward

The NDAA RFP was not business as usual! Due to relief afforded through passage of FASA, regulatory waivers approved by DoD and USAF, and discretionary authority exercised by the contracting officer, 63 clauses were deleted from the original RFP baseline.

Clauses. Government-unique clauses were minimized. To the extent practicable, applicable FAR clauses that conflicted with the commercial nature of this acquisition were addressed in one of the following ways:

- Selected DFARS 211 clauses were substituted, e.g., DFARS 211-7000, Termination - Commercial Items.
- Mutually beneficial one-time-clauses were incorporated, e.g., H-010, Changes (Specification and/or Contract).
- Offerors were given the opportunity to propose commercial clauses; i.e., aircraft options, warranties, title and risk of loss, data rights, inspection and flight test, delivery and acceptance, Economic Price Adjustment formula, payments, and training.

Contract Data Requirements Lists (CDRL). The number of CDRLs was well below the average for a major system acquisition. The aircraft contract contained 10 CDRLs, while only seven were included in the Contractor Logistics Support (CLS) contract. All CDRLs were to be submitted in contractor format.

Page Count. Page count was reduced significantly from the norm. Had a traditional acquisition strategy been pursued for this acquisition, RFP page count could have easily exceeded 1,000 pages, not including referenced documents, e.g., military standards and specifications. As it is, the 175 page count for the NDAA RFP was all inclusive. This number encompassed the basic RFP; two model contracts, one for the aircraft acquisition and one for associated CLS; two Contract Security Classification Specifications; all applicable CDRLs; one system requirements document; and two statements of work. Furthermore, each resulting contract (excluding the contractor's aircraft specifications) numbered less than 50 pages.

Cost Data Management/Reporting Requirements. Because certified cost and pricing data, a government-approved accounting system, and a government-approved purchasing system were not needed, expensive cost data management/reporting requirements were not required. This applied not only to the basic award but also to future contract modifications, provided the changes cited therein fell within the commercial definition of FASA.

Changes. The RFP did not include the traditional government-unilateral Changes clause, but rather a one-time clause that stipulated that all changes be made through mutual agreement of the parties, with but one exception:

FAA-approved production and design changes that did not impact form/fit/function/price could be made unilaterally by the contractor.

Government-approved Accountability System. As the RFP cited no government-furnished property, the requirement for a government-approved accountability system was not included.

Military Specifications. No military specifications were included.

Structural Testing And Analysis. Structural testing and analysis provisions were minimized.

Military Inspection/Military Quality Requirements. There were no military inspection or military quality requirements; rather, the RFP cited FAA inspection and commercial certification. Quality oversight requirements mirrored those in the commercial marketplace.

Configuration Control. Configuration control was retained by the contractor, without restriction.

Military Processes. Most non-commercial processes were either eliminated or streamlined; e.g., Systems Engineering, Work Breakdown Structure, and Functional Configuration Audit/Physical Configuration Audit.

Operations and Support Concepts. Commercial operations and support concepts were encouraged.

Support Equipment Recommendation Data. None were requested. Offerors retained responsibility for determining and designing support equipment.

Control of Spares. The requirement to maintain serialized control of spares was limited to high-value items such as engines.

CLS. The RFP allowed offerors to both define and propose an appropriate logistical support package.

It should be noted that in this process, buyers do not have to assure that all firms, nationwide, are afforded an equal opportunity to participate, nor are they required to defend their selection in a court of law.

Technical Orders. The contractor retained total responsibility for producing and maintaining technical orders. The RFP limited government requirements to reflect essential content only.

One Step Back

Even so, the SPO did not fully implement commercial practices in the NDAA RFP. Commercial aircraft purchases, as described by industry representatives who participated in the development of the NDAA RFP, are generally conducted as follows:

- The buyer pre-selects the company or companies with whom they want to do business.
- Numerous face-to-face discussions are conducted with the seller to refine the requirement.
- The buyer defines the requirement and selects the airframe, subsystems, etc., from the seller's catalogue.
- The seller provides a 10- to 15-page letter proposal that forms the basis for a contract.
- The parties negotiate terms and conditions, and definitize the contract (often through a series of side-letters).

It should be noted that in this process, buyers do not have to assure that all firms, nationwide, are afforded an equal opportunity to participate, nor are they required to defend their selection in a court of law.

While it is true that there are numerous things that could have been done to further streamline this effort, little more could have been achieved on this acquisition, given existing constraints. For example, NDAA could not be de-coupled from the C-17 procurement decision. As such, responding to the NDAA RFP was made more difficult for potential offerors because proposals had to be structured to provide for the acquisition of as-yet undefined quantity requirements over a 10-year ordering period. The RFP was further complicated by the need to accommodate both new and used aircraft. Additionally, because statutory relief was limited to that provided through FASA, many mandatory clauses (e.g., flowdown clauses, subcontractor plans) could not be deleted even though they conflicted with the commercial nature of this program. Finally, USAF could not relinquish restrictions designed to assure that it remained a responsible steward of the taxpayer's money.

Unprecedented Strides

Despite such constraints, the NDAA SPO made unprecedented strides toward acquisition reform. Even though the success of this program is, in part, attributable to regulatory waivers granted due to its Acquisition Reform Pilot Program status, one cannot discount the impact of early, effective industry/government integration. As stated earlier, industry expended considerable resources in educating the SPO on commercial practices and working with them to develop the NDAA RFP. This, in concert with the SPO's willingness to work with industry and pursue appropriate waivers and deviations, is the major reason the NDAA RFP so closely balanced the

needs of the commercial marketplace with those of the government.

Finally, fundamental process changes noted herein could not have been effected had both industry and the program office not intentionally assigned to the task individuals who were willing to challenge traditional policies and procedures. Participants did not simply support the program but rather hoped that their actions would prove instrumental in reforming the acquisition process.

Proposed Metrics

In 1994, a Coopers and Lybrand/TASC (The Analytic Sciences Corporation) Project Team, at the request of [then] Deputy Secretary of Defense, Dr. William J. Perry, studied the cost impact of DoD regulation and oversight. After surveying 10 defense contractors, their conclusion was that the cost of doing "business as usual" is an average of 18 percent of the contract price, plus or minus four percent.[2]

To quantify the impact of commercializing the procurement process in this manner, the SPO developed metrics to measure the impact within eight distinct arenas:

- Proposal Preparation And Contract Price
- Cost Of Government-Unique Requirements
- Government Cost Avoidance Due to Commercialization
- The Impact of Commercial Financing/Payment
- The Effect of Contract Changes
- Operational Performance
- Cost-Effectiveness of Government Test Program Analyses
- The Impact Of Program Instability

Proposal Preparation and Contract Price. Prior to release of the final RFP, the 11 known potential NDAA offerors were asked, via Request for Information (RFI), the cost deltas ("would-costs") between NDAA proposal preparation cost and offered price, and the same cost/price for:

- a DoD "business as usual" solicitation/contract; and
- a fully commercial acquisition.

Three firms responded, advising that they expected proposal preparation for the NDAA RFP to be 25- to 50-percent cheaper than for a traditional DoD proposal of similar dollar size. However, when proposal preparation in support of the NDAA RFP was compared to that for a truly commercial acquisition, they cited costs upward to 90 percent more expensive. The primary reason for this is that within the commercial marketplace, sellers know the exact number of aircraft desired.

Such was not the case in this procurement. The NDAA RFP needed the flexibility to accommodate an award based on any one of eight potential C-17 procurement quantity decisions ("breakpoints"). It further had to allow for fluctuations from the proposed baseline NDAA fleet at any time during the 10-year ordering period. As a result, potential offerors had to separately price not only their proposed fleet at each breakpoint, but also provide individual aircraft prices to accommodate exercise of unilateral government options.

These same respondents projected NDAA contract administration cost avoidance due to the reduced number of government-unique clauses over traditional DoD practices to be 18 to 30 percent of the projected contract price. When compared to a commercial acquisition, they estimated the price of administering the remaining government-unique clauses to be 5 to 10 percent of the projected contract price.

Cost of Government-unique Requirements. Had award been made, the contractor would have been tasked to evaluate would-costs for a stated group of requirements, in terms of either cost avoidance or potential savings. The Coopers & Lybrand/TASC study cited earlier analyzed common DoD requirements in terms of program costs. This metric focused on those requirements shown to have the greatest potential for cost avoidance, whether or not waived for the NDAA program.

Government Cost Avoidance Due to Commercialization. Award would have also impacted at least five separate federal government organizations (ASC, OC-ALC, DCMC, FAA, and AMC). Of paramount importance in assessing the success of commercialization is determination of both the degree of savings, primarily in reduced manpower, and the degree to which effort may simply have been shifted from one entity to another. Examination of the latter, specifically in regard to inspection and acceptance, was intended to determine whether the requirement to maintain FAA certification in lieu of government inspection and acceptance procedures saved money or merely transferred costs.

The Impact of Commercial Financing/Payment. To measure the impact of commercial financing/payment, two factors were considered:

- a comparison of government and contractor man-hour costs; and
- the cost of financing progress payments versus milestone payments.

The first was a one-time measure based on would-cost data. Assistance would have been requested from DCMC to obtain an estimate of man-hours avoided by both the Defense Plant Representatives Office and the Defense Finance and Accounting Service using award data as the baseline. The second was a metric designed to measure cost-avoidance independent of the effort of tracking/auditing cost data. The value of money paid (progress versus milestone payments) would have been tracked and compared over the life of the contract.

The Effect of Contract Changes. Aircraft procured in support of the NDAA program would have been minimally modified commercial systems. As such, future changes to the design were limited to those available in the commercial

marketplace. This metric was designed to look at all contract changes, to determine who generated them, why they were needed, and the cost to USAF.

Operational Performance. Reliability, Maintainability, and Availability (RM&A) measure both the aircraft's performance and the functioning of the support system. The CLS contract would have contained three guarantees of RM&A: mission reliability rate, mission capable rate, and fully mission-capable rate. These guarantees would have served as the baseline. Actual RM&A performance then has been measured against the baseline to assess operational effectiveness.

Cost Effectiveness of Government Test Program. As stated earlier, test and evaluation requirements were minimized. Remaining government-unique tests were, in large part, statutory requirements, e.g., Low Rate Initial Production. These test procedures would have been compared to commercial practices and evaluated to assess cost effectiveness.

Impact of Program Funding Instability. A key difference between commercial and government contracting is the absence of stable government funding. No government program can presume that the projected funding profile will endure even to the end of the current milestone, yet funding stability can have a greater impact on program baselines and metrics than the statutory and regulatory effects being measured. This metric would have measured actual versus projected costs using the initial contract buy profile as a baseline.

As an Acquisition Reform Pilot Program, the NDAA SPO would have been required to submit metric reports to Congress on a quarterly basis through the Deputy Under Secretary of Defense for Acquisition Reform. It was expected that documented savings would have resulted in regulatory and policy changes as well as further streamlining initiatives. Although development of these metrics proved to be of little use to the NDAA program, it is hoped that they might yet prove to be of value to other programs.

Lessons Learned

Lessons learned in applying commercial-like practices to this procurement can and should be applied universally.

Integrated Acquisition Strategy Process. Get senior USAF/DoD leadership involved early-on; try to keep the same membership throughout, then rely on these "team members" to respond to questions generated at their level. Document lessons learned as they occur; trying to recall them later may cause an inadvertent omission that could be critical to future programs. Keep all work; often, due to the creative nature of acquisition reform, what was originally proposed but not initially accepted by senior leadership ends up becoming the solution. Recognize that linkage of the program to another action outside the purview of the program office complicates the process significantly; the acquisition strategy must be extremely flexible as must the contractual vehicle. This ultimately adds complexity to the RFP, which is then reflected in the cost offerors must bear in responding thereto. The acquisition cycle is also affected as decisions must accommodate this broader context.

Integrated Defense Acquisition Board. Avoid undefined future quantities and ambiguous budget profiles; they significantly increase the complexity of both the RFP and proposals. Support and improve the Overarching Integrated Product Team process; it assures accountability across USAF/DoD, saving both time and effort, and significantly decreasing the burden on both the System Program Director and the SPO.

Cost and Operational Effectiveness Assessment (COEA). Emphasize use of "tailored" COEAs; they streamline both development and coordination activities. Increase management discipline when using a complex analysis tool; stakeholders must "buy in" to any subsequent changes, yet this effort must be accomplished effectively to mitigate schedule slippages. To minimize rework, conduct full validation/verification before relying on complex models.

Joint Industry/Government RFP Development. Assure user's critical requirements are stable before beginning any interface with industry; have them prioritize their requirements so that industry can perform cost benefit analyses. Seek early industry involvement; allow for one-on-one discussions with each firm represented; many companies will not discuss their processes and/or procedures in an open forum. Recognize that there often is no such thing as "standard commercial practice." Don't overdefine the problem; allow industry the flexibility to propose a solution.

Pilot Program/Acquisition Reform. Considerable resistance to change still resides at all levels of the USAF and DoD; get to key decision makers early, and allow them to challenge the bureaucracy within their organizations. Understand that acquisition reform and particularly downsizing means the risk avoidance paradigm must be changed to one of risk mitigation; to the extent practicable, focus on maximizing contractor responsibility while minimizing government oversight. Significant paradigm shifts can be effected given adequate knowledge gleaned from industry and government counterparts; however, don't expect the process to be easy. Ask for every waiver that makes sense; every time a waiver is approved, the process gets easier for the next program. Recognize that individuals assigned to small organizations with defined missions and shared values will assume a great deal of responsibility for the success of the program. Don't reinvent the wheel; push the envelope even further – there is still much opportunity to reform the acquisition process; pilot program successes to-date are but a line in the sand from which to embark.

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DSMC's New Home Page

JAMES H. DOBBINS

Many of you have called about accessing our DSMC home page on the Internet. We went online officially on September 11, 1995, and are providing you with a tool for acquisition research as well as a source of information about DSMC. Look for us at **http://www.dsmc.dsm.mil.**

When you enter our home page, you will see a graphic of the College and an entry to our table of contents. In the table of contents, you will find the riches you need for your acquisition tasks. You will find the complete *Program Managers Notebook* to browse through. You will also find the schedule of classes and, soon the DSMC 1996 Catalog. You will also find links to the DoD Deskbook and the Acquisition Reform Network.

As you continue to browse through the contents, you will see other items we are preparing to offer and their proposed availability. These include the DSMC Guidebooks that have been so popular, the *Program Manager (PM)* Magazine, and the *Acquisition Review Quarterly (ARQ)*. The *PM* Magazine will initially offer the current issue at the time it goes online, but our plan is to provide back issues to January 1994. We will do the same for the *ARQ*, but will add all back issues since the journal is relatively new.

In coming months we will be making the entries on our home page as usable as possible by establishing hot-links between them. For example, we plan to have hot-links placed within our *PM Notebook* so the user can link directly to chapters or sections of the DSMC Guidebooks that address the same topic. As we add or discover them, we will also provide additional links to other sources within DSMC as well as in DoD, other federal agencies, and industry.

Future plans include a place for accessing Best Practices and Lessons Learned. These and other useful items will be added over time, and the objective is to make this home page a useful tool for you, our user community. It is really your home page. If you have comments, suggestions, or become aware of features or other sites we should have, or have links to on the DSMC home page, please let me know. I can be reached via E-mail at **dobbinsj@dsmc.dsm.mil.** We are here to serve you. We look forward to doing so, and we hope you find your new home page useful in your assignments.

Editor's Note: Dobbins is the Associate Dean for Information Dissemination, Research, Consulting, and Information Division, DSMC.

DSMC Change Of Command

Deputy Under Secy Preston Passes DSMC Colors to New Commandant, Brig. Gen. Richard A. Black, USA

NORENE L. BLANCH

Brig. Gen. Richard A. Black, USA, became the 13th Commandant of the Defense Systems Management College (DSMC) on March 28, 1996, in a ceremony conducted at Howell Auditorium, DSMC's Fort Belvoir campus. He succeeds Brig. Gen. Claude M. Bolton, Jr., USAF, Commandant since March 25, 1993.

Mrs. Colleen Preston, Deputy Under Secretary of Defense for Acquisition Reform, provided the opening remarks and officiated at the change of command. Also in attendance were Mr. Thomas M. Crean, President of the Defense Acquisition University; and Dr. James McMichael, Director of Acquisition, Education, Training, and Career Development.

Preston's Opening Remarks

Reflecting on the challenges he confronted and met, and the many accomplishments he instituted during his three years of leadership at DSMC, Preston emphasized his leadership qualities by stating, "General Bolton has been here presiding over the school during a period of intense revolutionary change through the acquisition process. General Black," she continued, "comes in behind him to carry on that tradition and to deal with a lot of additional initiatives that will be coming his way. DSMC is crucial in that role in the sense that it is our center of excellence, not only within DoD, but within the federal government, as well – a fact that has become increasingly more obvious throughout the world. This institution is looked to as the center of excellence for program management education, training and research..."

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FROM LEFT: DSMC COMMANDANT, BRIG. GEN. CLAUDE M. BOLTON, JR., USAF, STANDS AT ATTENTION AS DEPUTY UNDER SECRETARY OF DEFENSE FOR ACQUISITION REFORM, COLLEEN PRESTON, PASSES THE DSMC COLORS TO INCOMING COMMANDANT, BRIG. GEN. RICHARD A. BLACK, USA.

Photos by Richard Mattox

DSMC CHANGE OF COMM

A PICTORIAL

▼ In keeping with military tradition, outgoing commandant Brig. Gen. Claude M. Bolton, Jr., USAF, symbolically relinquishes his command by passing the Defense Systems Management College colors to Mrs. Colleen Preston, Deputy Under Secretary of Defense (Acquisition Reform).

◀ After posting of the colors, Professor Paul McIlvaine, Faculty Division, DSMC, began the Change of Command with a stirring rendition of our national anthem.

▲ Mrs. Preston, in turn, passes the colors to incoming commandant, Brig. Gen. Richard A. Black, USA, who by his acceptance, symbolically accepts command of the College.

◀ Family members attending the Change of Command were from left: Col. (Sel) Jose Bolton, USAF; Mrs. Linda Bolton; and Mrs. Mary Black.

Photos by Richard Mattox

AND – MARCH 28, 1996

REVIEW

▶ CAPT. RICHARD CLEVELAND, USA, EXECUTIVE OFFICER, DIVISION OF COLLEGE ADMINISTRATION AND SERVICES, PRESENTS FLOWERS TO BRIG. GEN. BLACK'S WIFE, MARY, AS HE WELCOMES HER TO THE CHANGE OF COMMAND.

▼ PICTURED AT THE RECEPTION FOLLOWING THE CHANGE OF COMMAND, THE BOLTONS POSE WITH LONG-TIME FRIENDS, BRIG. GEN. AND MRS. JOHN CALDWELL. FROM LEFT: MRS. LINDA BOLTON; BRIG. GEN. BOLTON; MRS. JUDY CALDWELL; AND BRIG. GEN. JOHN CALDWELL, USA.

▶ MRS. PRESTON GREETS MR. WAYNE GLASS, PRESIDENT, DSMC ALUMNI ASSOCIATION.

▲ THE ENTIRE CHANGE OF COMMAND PARTY STANDS AT ATTENTION AS MCILVAINE SINGS THE NATIONAL ANTHEM. THE COLOR GUARD WAS COMPOSED OF SERVICE MEMBERS FROM THE MILITARY DISTRICT OF WASHINGTON.

◀ BRIG. GEN. BLACK GREETS MR. THOMAS CREAN, PRESIDENT, DEFENSE ACQUISITION UNIVERSITY, AS HE GOES THROUGH THE RECEIVING LINE.

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At the conclusion of her remarks, Lt. Col. John Mahony, USA, Executive Officer to the new Commandant, called the audience to order, at which time Preston presented Bolton with the Defense Distinguished Service Medal.

Bolton Challenges DSMC

Speaking to the DSMC audience for the last time in his position as DSMC Commandant, Bolton presented two challenges to DSMC's faculty and staff. He first challenged the College to provide Black with the same dedicated support that he had received over the past three years. As his second challenge he stated, "This challenge is for each of you to pledge to make yourself personally responsible and accountable to provide the best quality education for the men and women of our acquisition workforce so that they, in turn, can perform their jobs with the utmost precision and dexterity."

Change of Command

In accordance with military tradition, Bolton passed the colors, the DSMC flag, to Preston representing the relinquishment of Command. She, in turn, passed the colors to Black representing the assumption of Command of the College.

In his new capacity as DSMC Commandant, Black then addressed the audience, focusing on change and preparation of the acquisition professional. He referred to DSMC as the premier school in the world for defense acquisition. In addition, he emphasized the importance of internal flexibility by stating, "When external changes occur at such a rapid pace, the challenge to any academic institution is not to keep up, but to be the proponent for the necessary internal changes that will make the institution better...The College has been doing this and must continue to do this. We at DSMC must be prepared, leaning forward, not knowing which young acquisition manager is going to be putting the critical weapon system in the hands of soldiers just in time, be it an airplane, be it a ship, a missile, a radio, or a rifle."

Reception

At the culmination of the ceremony, Black and Bolton received former Commandants, family, and friends at a reception held at Building 184, DSMC campus.

Bolton departed the campus on March 28, 1996, and Black reported for his first full day as Commandant on March 29, 1996.

IT TAKES A BIG SWORD TO CUT A BIG CAKE! CUTTING THE CAKE AT A RECEPTION FOLLOWING THE CHANGE OF COMMAND WERE FROM LEFT: MRS. BLACK; BRIG. GEN. BLACK; MRS. PRESTON; BRIG. GEN. BOLTON; AND MRS. BOLTON.

New Air Force Acquisition Model Software Released

SUE BAKER

Acquiring Air Force weapon systems will soon be easier, thanks to the newest version of the Air Force Acquisition Model (AFAM) – a software program originally designed in July 1992 to help new, inexperienced Air Force acquisition program managers, engineers, and scientists find their way through a jargon jungle of defense acquisition acronyms, regulations, and guidelines.

Recently released, the third generation of AFAM – organized by such functional areas as engineering and contracting – will offer users significant improvements, including updates on acquisition reform, according to the Program Director, Col. Mike Ferrell, USAF, "This model is the 'white knight' that members of the acquisition community have been seeking to steer them through the acquisition reengineering process," he said. "In the 3.0 version, and all subsequent AFAM generations, the model's reference library will have the latest changes in acquisition policy and guidance."

Successfully merging AFAM 2.0 with the AFAM supplement into a single application, AFAM 3.0 will enable users to access more than 6,250 acquisition tasks and 223 regulations, policies, and manuals. The newest version also will offer a streamlined user interface, the ability to open multiple windows, and global-search capability.

According to Maj. Ken Hughes, USAF, Chief, Technical Support Division, AFAM is more user friendly than ever before. "The merger with the reference library material eliminated a separate software application, and now gives AFAM users a much-requested global search capability," he said.

Using AFAM 3.0, acquisition professionals will be able to view specific acquisition steps while references – source locations for regulations, guidelines, and lessons learned – are displayed on the same screen, according to Major Hughes. They also will be able to navigate the wealth of AFAM processes and information using three, easy-to-understand windows, versus many screens of menu options. "AFAM continues to evolve as the primary source of information to the defense acquisition corps," concluded Ferrell. "Tomorrow's acquisition professionals will have to be even more efficient, by reducing scrap, rework, and repair. Now is the time to access and add the collective, 'expert wisdom' of current workers by incorporating their 'lessons learned' into AFAM's next-generation database

Recently the AFAM office at Wright-Patterson became a Department of Defense (DoD) organization: the DoD Deskbook/AFAM Joint Program Office. Its staff now also is working on the DoD Deskbook, which is similar to AFAM, but will definitize acquisition tasks and instructions for all Services.

Located in Bldg. 17, Area B. the joint office can provide complete installation support, with a help desk and after-hours message recorder. For more information or assistance about the newest version of AFAM, call the Customer Support Division at (513) 255-0423.

Editor's Note: This is an official U.S. Air Force Press Release. Baker may be reached at (513) 255-2725.

Baker is a Public Affairs Specialist, Office of Public Affairs, Aeronautical Systems Center, Wright-Patterson Air Force Base, Ohio.

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Conclusions

Although the DAB ultimately elected to authorize continued production of C-17s in lieu of procuring an NDAA, all who supported this effort have much to be proud of:

- *With less than 22 months' lead time, the integrated C-17/NDAA Milestone III DAB principals were provided with executable, cost-effective options*
- *Because the program was viewed as a viable contender for limited strategic airlift dollars, it prompted substantive performance improvement in the C-17 (it now meets or exceeds all operational requirements) as well as a substantial reduction in unit cost (estimated savings due to competition is $4.1 billion.)*
- *The SPO's effectiveness in "pushing the acquisition reform envelope" established a contemporary baseline for the future.*

As illustrated by the success attained by the NDAA team in commercializing the acquisition process, substantive reform can be effected at the local level; however, the process could be simplified if but a greater number of participants at higher levels embraced the concept and actively supported such initiatives within their spheres of influence.

Although the SPO made considerable headway, much work remains. Details of this procurement, to include the NDAA RFP, clause matrix, and draft pilot program metrics plan may be accessed on-line: (http://www.wpafb.af.mil/www.htm). Further information regarding the initiatives addressed in this article may be obtained by contacting the NDAA SPO at (513) 255-5189.

Endnotes

1. *Streamlining Defense Acquisition Laws*, Executive Summary, "Report of the DoD Acquisition Law Advisory Panel" (Department of Defense, Defense Systems Management College, March 1993).

2. "The DoD Regulatory Cost Premium: A Quantitative Assessment," DoD Annotated Briefing Prepared for Dr. William J. Perry, Secretary of Defense. (Findings of a March-October 1994 study conducted by Coopers & Lybrand/TASC, December 1994.)

SERIOUS FUN IN THE SNOW!

EVEN THOUGH THE EAST COAST WAS INUNDATED WITH MORE THAN ITS SHARE OF SNOW THIS YEAR, THAT DIDN'T KEEP ABOUT 20 HARDY DSMC STAFFERS, SPOUSES, AND SIGNIFICANT OTHERS FROM ENJOYING A DAY ON THE SLOPES. AS PART OF ITS TEAMBUILDING ACTIVITIES, THE DIVISION OF COLLEGE ADMINISTRATION AND SERVICES SPONSORED A ONE-DAY SKI TRIP TO WHITE TAIL, PENNSYLVANIA, ON FEBRUARY 15, 1996. THE COLLEGE'S SAFETY OFFICER, U.S. ARMY CAPT. DIGGS CLEVELAND, REPORTS THAT THE TRIP WAS CASUALTY-FREE, WITH NO BROKEN BONES OR BRUISES — NOT EVEN A MILD CASE OF FROSTBITE. AS FOR THOSE OF US WHO STAYED BEHIND, THE "WHITE" WE MOST WANT TO SEE IS SANDY WHITE BEACHES...

Photo by Richard Mattox

Defense Acquisition University Convenes Board of Visitors

On November 6, 1995, the Defense Acquisition University Board of Visitors convened at the Radisson Hotel, Alexandria, Virginia. As an official Department of Defense Federal Advisory Committee, the Board meets annually or at the call of the Chairman, to advise the Under Secretary of Defense (Acquisition and Technology) and the President, Defense Acquisition University, on "organization management, curricula, methods of instruction, facilities, and other matters of interest," as directed by Title 10, U.S.C. 1746. The Defense Acquisition University Board of Visitors serves as the Board of Visitors for DSMC, and is responsive to requests to address specific issues, unique to the College.

STANDING FROM LEFT: DR. GERTRUDE MCBRIDE EATON, ASSOCIATE VICE CHANCELLOR FOR ACADEMIC AFFAIRS, UNIVERSITY OF MARYLAND; JEANNE CARNEY, STAFF SPECIALIST, OFFICE OF THE DIRECTOR, ACQUISITION EDUCATION, TRAINING, AND CAREER DEVELOPMENT, DUSD(AR); LT. GEN. THOMAS R. FERGUSON JR., USAF (RET), SENIOR PARTNER AND AEROSPACE CONSULTANT, DAYTON AEROSPACE INC.; DR. JACQUES S. GANSLER, EXECUTIVE VICE PRESIDENT AND DIRECTOR, THE ANALYTICAL SCIENCES CORPORATION, AND NEWLY ELECTED CHAIRMAN, BOARD OF VISITORS; JOSEPH WARGO, DIRECTOR, RESOURCE MANAGEMENT, DEFENSE ACQUISITION UNIVERSITY; DONALD LEWIS CAMPBELL, PRESIDENT AND CHIEF EXECUTIVE OFFICER, CENTURY TECHNOLOGIES, INC.; PETER DEMAYO, VICE PRESIDENT, CONTRACT POLICY, LOCKHEED MARTIN CORPORATION; DR. LENORE E. SACK, DIRECTOR FOR ACADEMIC AFFAIRS, DEFENSE ACQUISITION UNIVERSITY; FRANK SOBIESZCZYK, DIRECTOR FOR UNIVERSITY OPERATIONS, DEFENSE ACQUISITION UNIVERSITY.

SEATED FROM LEFT: DR. LIONEL V. BALDWIN, PRESIDENT, NATIONAL TECHNOLOGICAL UNIVERSITY; CHARLES E. "PETE" ADOLPH, SENIOR VICE PRESIDENT, SCIENCE APPLICATIONS INTERNATIONAL CORPORATION; DR. JAMES S. MCMICHAEL, DIRECTOR FOR ACQUISITION EDUCATION, TRAINING, AND CAREER DEVELOPMENT, DUSD(AR); THOMAS M. CREAN, PRESIDENT, DEFENSE ACQUISITION UNIVERSITY; BRIG. GEN. CLAUDE M. BOLTON, JR., USAF, COMMANDANT, DEFENSE SYSTEMS MANAGEMENT COLLEGE; ERIC M. LEVI, CONSULTANT, RAYTHEON COMPANY; JAMES M. GALLAGHER, DIRECTOR, THE DAYTON GROUP.

Photo by Richard Mattox

Naval Audit Service — An Acquisition Reform Update

The Auditor General of the Navy Recounts Efforts to Reengineer the Acquisition Auditing Process

RICHARD L. SHAFFER

Studies made to reform the Department of Defense (DoD) acquisition process have criticized the way DoD internal audit and inspection organizations evaluate acquisition programs and processes. Common criticisms are that:

- too many audit/inspection organizations oversee acquisition programs and processes;
- audit/inspection efforts could be better planned and coordinated;
- auditors/inspectors are inflexible and compliance-oriented;
- auditors/inspectors need program office experience and additional acquisition training; and
- audits/inspections disrupt program office operations.

In response to those criticisms, and through separate total quality initiatives, the DoD internal audit and inspection community as a whole, have begun reengineering processes for planning and conducting acquisition audits and inspections. This article focuses on changes impacting on Naval Audit Service operations presently and in the near future.

Naval Audit Service Initiatives

We "right-sized" our level of effort and revised our auditing strategy in the acquisition area, increased our client focus and responsiveness, and expanded our inventory of products and services to meet client needs. We have also begun assigning auditors to Program Executive Offices (PEO) to facilitate our effectiveness while overcoming acquisition managers' concerns that auditors need program office experience.

Shaffer is the Auditor General of the United States Navy.

Right-sized Level of Effort and Revised Auditing Strategy

In June 1994, the Naval Audit Service began to right-size its level of effort in the acquisition arena. We revised our strategy to focus on high-risk acquisition areas and programs not already receiving sufficient audit coverage from other sources. Our revised strategy addresses the relative need for audit coverage of programs within each Acquisition Category (ACAT).

Beginning this fiscal year, we no longer schedule audits of ACAT I programs. Our analysis convinced us that sufficient coverage from the General Accounting Office (GAO) and the Department of Defense Inspector General (DODIG) was already being applied. We do address special-interest items on ACAT I programs, if requested by a key Navy client. For example, we are reviewing several contracting issues on one acquisition program at the request of the responsible PEO. We have retained the option to audit ACAT II programs if Navy clients desire specific audit services.

For ACAT III and IV programs, we serve as the internal control agent for the Assistant Secretary of the Navy (Research, Development, and Acquisition) [ASN(RD&A)]. Our level of effort is consistent with the number of, management interest in, and level of oversight being provided to such programs. Our audits of ACAT III and IV programs evaluate overall program management, data supporting milestone decisions, and acquisition process controls. We are limiting our annual level of effort in the overall acquisition arena to no more than 40 work years. This is significantly below previous resource levels. Direct involvement and support from the acquisition management side of the equation is anticipated as the key ingredient for maintaining a high level of effectiveness while expending less energy. I view the change in the process to tie directly to the integrated acquisition process team concept being espoused by the acquisition communities.

Increased Client Focus and Responsiveness

We identified several strategies to increase our focus on and responsiveness to our clients:

Single Face to Management. To increase interaction with and the involvement of key Navy acquisition managers in audit selection, planning, and execution, we established audit liaisons for specific Navy and Marine Corps communities and functions. These liaisons, including the liaison for the Navy acquisition community, serve as our single face to key senior managers in the Navy Secretariat and in the offices of the Chief of Naval Opera-

tions and Commandant of the Marine Corps. The liaisons meet frequently with these managers to provide general updates on planned and ongoing audits, exchange views on identified problems, and identify areas of management interest. They also oversee all Naval audits conducted in their assigned areas. We have found that this type of client-focused auditing reduces friction while bringing continuity and a broader perspective to associated Naval Audit Service efforts.

Interim Briefings and Reports. Our Directors of Production (DP), the managers of our individual audits, are also more client-focused. The DPs provide frequent detailed audit briefings, discussion papers, and interim progress/quick-reaction reports to keep Navy and Marine Corps managers abreast of audit progress and facilitate prompt corrective action. Through this process, we obtain the client feedback needed to continuously improve our services, products, and processes.

Variety of Products and Services. We have expanded our products and services to be more flexible and responsive to client needs. In addition to audits, we perform capacity evaluations and provide technical assistance to clients. Capacity evaluations are performed in response to client requests. They quickly provide solutions to known or perceived problems, and the client determines report distribution. Technical assistance, also performed in response to management requests, manifests itself in a variety of ways. For example, we provide auditors to serve on Navy Process Action/Integrated Process Teams that address a variety of subjects.

Assignment of Auditors to Program Executive Offices. We began assigning auditors to PEOs in a 1995 pilot effort to react to severe resource reductions and to acquisition managers' concerns that we need acquisition program office experience to be effective at auditing their programs. In the pilot effort, the auditor serves as the PEO's liaison for all GAO, DODIG, and Naval Audit Service audits and participates in oversight of the PEO's acquisition programs. The auditor attends all acquisition strategy sessions, planning meetings, and executive board reviews of PEO programs, and advises the PEO on potential program weaknesses. The Naval Audit Service Audit Liaison for Acquisition ensures the auditor's independence through a direct supervisory and reporting relationship.

For ACAT III and IV programs, we serve as the internal control agent for the Assistant Secretary of the Navy (Research, Development, and Acquisition) [ASN(RD&A)].

The ASN(RD&A) and the Auditor General of the Navy recently agreed that expanding this initiative would benefit both the Department of the Navy and the Naval Audit Service. Accordingly, we are providing full-time auditors to additional Navy PEOs on two-year rotational assignments. We believe the PEOs will benefit from having auditors on their staffs to provide advice and counsel on the management of assigned acquisition programs; and serve as liaisons between the PEOs and other auditors from the GAO, DODIG, and the Naval Audit Service.

In their liaison roles, the auditors will attempt to: minimize duplication of audit effort; and facilitate providing access and requested information to external auditors in a manner that minimizes disruption to program office operations. As auditors, we should benefit from the training and experience and the enhanced credibility that will result from working in the program office environment. Additionally, the PEO assignments should provide the audit and acquisition communities an opportunity to dismantle barriers and build more productive relationships.

DoD Audit/Inspection Community Initiatives

We have further reengineered our acquisition auditing process through efforts initiated by the overall DoD internal audit community, which is made up of the DODIG, Naval Audit Service, Army Audit Agency, and the Air Force Audit Agency.

Joint Planning. In June 1993, the DODIG and the Military Department Audit Chiefs chartered 10 joint planning groups for important issue areas, including one on Acquisition Program and Contractor Oversight, to jointly research, plan, and prioritize proposed audit and inspection coverage. The joint planning groups facilitate better coordination and cooperation, set priorities, balance audit coverage, and ensure that audits and inspections complement rather than duplicate each other. The Naval Audit Service actively participates in these planning groups.

The Acquisition Program and Contractor Oversight planning group meets

RICHARD LYLE SHAFFER

Auditor General of the Navy

Richard Lyle Shaffer, a native of Fairmont, West Virginia, received his undergraduate degree from Fairmont State College. He later received his Masters Degree in Public Administration and Financial Management from George Washington University.

His career has varied from teaching in the Maryland Public School System, to working in a major bank in Washington, D.C., to holding various financial management positions within the Defense establishment. He served in the United States Army during the Vietnam conflict. After being honorably discharged from active duty with the rank of First Lieutenant, he served in the United States Army Reserve.

During his tenure with the Department of the Navy, Shaffer has functioned as the lead budget analyst in several program areas, including stock funds, military personnel accounts, and the operations area. Prior to serving as Deputy Director of the Operations Division within OP-92, he was employed by the Defense Intelligence Agency as the Head of their Office of Program Appraisal. He became a charter member of the Senior Executive Service in 1979 while functioning as the Director of the Management Policy/Budget Policy and Procedures Division within the Office of Budget and Reports (NCB). On January 6, 1986, the Under Secretary of the Navy directed that he assume the duties of Auditor General of the Navy.

Shaffer is married to the former Shirley Mikez of Worthington, West Virginia. They have a son, Christopher, who is a graduate of William and Mary College and currently employed as a chemist with Whitehall-Robins in Richmond, Virginia.

quarterly to review audit and inspection plans; coordinate ongoing, planned, and emerging projects; and address emerging acquisition and auditing issues. The group also publishes an annual Joint Audit Plan.

One significant goal of this group is to ensure audit and inspection coverage is balanced and not targeted to any particular acquisition program management office or function. Another goal is to obtain greater participation from the acquisition community in the audit and inspection planning process. At the group's February 1996 meeting, key members of the Office of the Secretary of Defense (OSD) and Military Department acquisition communities participated in a panel discussion addressing the acquisition auditing and inspection process. The participants included Mr. Blickstein, Director, Acquisition Program Integration, Office of the Under Secretary of Defense (Acquisition and Technology) [USD(A&T)]; Vice Adm. Bowes, Principal Deputy ASN(RD&A); Dr. Oscar, Assistant Secretary of the Army (RD&A), Procurement; Col. Sovey, Deputy Assistant Secretary of the Air Force (Acquisition), Management Policy and Program Integration; and Mr. Scott, Associate Director for Acquisition (Program Integration), Defense Contract Management Command.

One of the planning group's significant accomplishments was convincing GAO and the Military Departments' Inspectors General to become active participants in the group's efforts. Having all responsible audit/inspection organizations in the group will greatly facilitate audit planning and coordination and reduce overlap.

Acquisition Reform Initiatives. In April 1995, the USD(A&T) implemented the acquisition reform recommendations of the OSD Process Action Team (PAT) on Reengineering the Acquisition Oversight and Review Process. With regard to the audit process, the USD(A&T) tasked the DODIG, in conjunction with DoD component audit and inspection organizations with:

- enhancing the qualifications of acquisition management auditors and inspectors;
- centrally scheduling acquisition audits and inspections in coordination with the acquisition community; and
- studying the feasibility of consolidating all acquisition management audits and inspections at the OSD level.

We and the other Military Department audit and inspection organizations worked with the DODIG to resolve each of these issues.

Acquisition Auditor Training and Certification. The Naval Audit Service has been sending auditors to DoD acquisition courses for many years. For example, we have sent two auditors per year to the Program Management Course at the Defense Acquisi-

tion University since the early 1980s. Additionally, in 1995, the Joint Planning Group on Acquisition Program and Contractor Oversight developed an Acquisition Auditor Career Development and Certification program in response to the USD(A&T) directives on acquisition reform. The PAT developed a three-level certification program modeled after the program established for the Defense Acquisition Workforce. The Audit Chiefs approved the implementation plan on February 2, 1996, and the program will soon be operating throughout the DoD audit community.

Centralized Database of Acquisition Audits/Inspections. In July 1995, the Joint Planning Group on Acquisition Program and Contractor Oversight formed another PAT to develop a consolidated database of acquisition audits and inspections within DoD. The completed database provides a consolidated source of data for use in planning acquisition audits and inspections and identifies such things as the responsible audit or inspection organization; project titles, objectives, and milestone dates; the specific acquisition programs and organizations visited; and points of contact for further information. The database is currently available to the DoD audit and inspection communities and to GAO. The planning group is now exploring ways of making the information readily available to acquisition managers.

The database will be used to ensure that high-priority acquisition issues receive appropriate and balanced coverage; audit/inspection resources are used effectively; and the burden on program management offices is minimized. The database will also facilitate interaction with acquisition managers about ongoing audits and inspections and, hopefully, foster management participation in audit planning.

Presently, the central database resides on the DODIG local area network. In the future, however, the database will be incorporated into the Defense Audit Management Information System (DAMIS), being jointly developed by members of the DoD audit community. A representative of the Naval Audit Service is leading the DAMIS effort.

Consolidation of Audits/Inspections at the OSD Level. The DODIG and the Military Department audit and inspection organizations formed a third PAT in 1995 in response to the USD(A&T) directive to study the advisability of consolidation. The PAT concluded that consolidation was not advisable because ongoing initiatives to improve the DoD audit community's acquisition auditing/inspection processes are addressing concerns raised by the OSD Reengineering PAT. Nevertheless, DODIG is evaluating additional alternatives for improving the audit process.

As part of the PAT effort, each Military Department audit and inspection organization interviewed PEOs and program managers. During these interviews, Navy PEOs and program managers recommended a number of improvements to the acquisition auditing process. Our DPs have already begun implementing the recommendations.

Summary

We are working jointly with Navy acquisition managers and within the DoD internal audit community to reform our acquisition auditing process. We believe that many of the initiatives already implemented address the real and perceived concerns of the Defense acquisition community. Nevertheless, we are continuing to look for ways to improve our processes and service to our clients.

DSMC NAMES ENLISTED PERSON OF THE YEAR

On February 14, 1996, in a ceremony conducted in Howell Auditorium at DSMC's main Fort Belvoir campus, the College named Staff Sgt. David Stone, USAF, its Enlisted Person of the Year. "Stoney" was chosen from among five nominees out of 18 possible DSMC junior enlisted personnel. Besides the Joint Service Commendation Medal, Stoney received a $200 savings bond and $100 gift certificate to the Post Exchange; a 92-hour pass; and a reserved parking space. Also presenting Stoney with a plaque and coin in recognition of his active involvement in the Fairfax County Chapter of the Noncommissioned Officers Association was Matthew H. Dailey. During his DSMC tenure, Stoney also garnered an award as the Distinguished Graduate, Airman Leadership School, Bolling Air Force Base, D.C. Recently notified of a pending reassignment to Kirtland Air Force Base, N.M., with a reporting date of April 1996, Stoney will be sorely missed around the DSMC campus. Good Luck... and one last "Hoorah!" for a fine airman and friend. From left: Staff Sgt. David Stone, USAF; Matthew H. Dailey, Noncommissioned Officers Association.

Photo by Richard Mattox

DSMC Participates in Quest for Excellence VIII National Conference

College's Participation in Malcolm Baldrige Education Pilot Program Marks Milestone in DSMC's "Quality Journey"

MARY-JO HALL • COLLIE J. JOHNSON

The Defense Systems Management College (DSMC) was recognized for its participation in the Education Pilot Program of the Malcolm Baldrige National Quality Award by an invitation to participate in "Quest for Excellence VIII," the national official conference of the Malcolm Baldrige National Quality Award. The national conference, held February 5-7, 1996, in the Washington Hilton and Towers Hotel, Washington, D.C., was convened for the purpose of:

- meeting leaders from the 1995 winning companies;
- learning how these companies developed and implemented their quality improvement processes;
- exploring each of the Baldrige Award criteria in detail with the people who have been through the process;
- hearing about their challenges, the improvements they made, and the results;
- learning how quality pays from past winners of the Baldrige Award, who discussed Service process quality and continuous improvement;
- making key contacts with executives from across the country who are transforming their organizations through quality improvement;
- discussing experiences and lessons learned from the Education and Health Care Pilot Programs with 1995 participants; and
- returning to work with comprehensive conference proceedings to share with colleagues.

Hall is the Special Assistant for Quality, Office of the Commandant, DSMC.
Johnson is Managing Editor, Program Manager, DSMC Press.

The 1995 winners – Armstrong World Industries Building Products Operations and Corning Telecommunications Products Division – received their awards and described their organization in terms of each of the seven major Baldrige categories or criteria.

- Leadership
- Information and Analysis
- Strategic and Quality Planning
- Human Resource Development and Management
- Educational and Business Process Management
- School Performance Results
- Student Focus and Student and Stakeholder Satisfaction

Keynote Speaker

The U.S. Secretary of Commerce, Ronald H. Brown, and the National Institute of Standards and Technology (NIST) are given joint responsibilities to develop and manage the Baldrige Award Program. Currently, NIST is also working with the American Society of Quality Control (ASQC) to administer the Education Pilot Program. Brown, as the keynote speaker, convened the conference with a message that focused on quality, partnerships, management, and business excellence:

> This is a very special event. Our focus today is on quality, on management, on business excellence, on partnerships, and on success – the right themes to stress as America prepares to compete in the 21st Century. Our focus today also is on the companies and practices that are keeping America – and America's goods and services – on the leading edge of a world in dramatic economic transition...I firmly believe that the 21st Century will belong to the American people because we share a commitment to excellence. And because America has always faced challenges to our future together, on common ground.

Brown also spoke of America's advantages in the battle for global economic competitiveness: our open and diverse culture, our undisputed leadership in many of the key industries of the future, our talented, adaptable workforce, our innovative, dynamic firms, our desire to work in partnership to get done what none of us can do alone. Noting that these advantages are enabling us to command new economic opportunities and regain our competitive edge in international markets, Brown stated that "America tops

the list of the world's most competitive economies, ahead of both Japan and Germany, according to the Geneva-based World Economic Forum. Our economic growth has been strong and steady."

Brown stated that the 1995 Baldrige Award winners and Pilot Program participants exemplify just how important it is to stretch for lofty goals. He believes they also illuminate for the rest of us the pathways to success in the 21st Century – investments in people, in innovation, and in public-private partnerships.

Fully supportive of the Pilot Programs to determine whether to expand the Baldrige National Quality Award to the health care and educational communities, Brown acknowledged that his Department and the NIST were very pleasantly surprised that 46 health care and 19 educational institutions submitted applications for the Pilot Programs in health care and education. But according to Brown, "Unfortunately, Congress did not agree with the President's request for the minimal funding that would have allowed the Pilot Programs to continue." He went on to say, however, that the President and the Congress remain committed to a formal quality awards program. Speaking to all the assembled conferees, Brown said that he "looks forward to the day when we have health care and education winners sharing the stage with their business counterparts."

Brown noted that more than a million copies of the Baldrige Award criteria are now widely circulated and accepted as the standard for quality excellence in business performance. By almost any measure, the Baldrige program has had a profound effect on shaping how people and organizations operate and work, with "work" being the operative word. And in spite of reduced funding for the Baldrige Award Program in Fiscal Year 1996, Brown believes the award will continue into the future because its benefits spread throughout our economy – in safer products, increased productivity, new job creation, and higher profitability.

Secretary of Commerce Ronald H. Brown

"I look forward to the day when we have health care and education winners sharing this stage with their business counterparts."

In some respects, Brown believes the reduced funding for Baldrige ignores the realities of the marketplace. "We cannot take aim at partnerships with the private sector that stimulate risk-taking and innovation, including the Quality Program. We cannot afford to cut federal investments in civilian research and development by one-third over the next seven years."

According to Brown, President Clinton's plan – and vision – for a strong and prosperous future builds on America's advantages. It does so, in part, by maintaining investments in science and technology, "the seed corn of tomorrow's industries and jobs." This is a message that Brown is confident the President will reinforce when he meets with the 1995 Baldrige winners at the White House in February 1996.

Self-assessment and Application Preparation

As one of three Education site visit organizations selected from a field of 19 applicants, DSMC, in October 1995, became the first government agency, based on the score given to its application, to receive a site visit by a team of Malcolm Baldrige National Quality Award examiners. The purpose of the three-day examination was to verify and clarify issues in the application. Because there were no "winners" in the Education category, the site visit was recognition in and of itself.

The Education Pilot was highlighted in a concurrent session of the conference on February 7. Each of the three site visit organizations participated on panels covering:

- lessons learned from the Baldrige self-assessments and applications process;
- lessons learned from the site visits; and
- using the Feedback Report.

Professor Jesse E. Cox, Assessment Coordinator for DSMC, presented lessons learned from the self-assessment and the application process. In an in-depth review of the arduous planning, researching, and writing of the College's application, Cox laid out the details of how the College discussed, planned, and organized for its resulting 70-page application, which addressed 63 areas in the seven categories. A key action in the application process, according to Cox, "was appointing a project manager, Professor Jack McGovern, and category teams – each with its own leader. We also established an 'Operations Room' where storyboards were posted for

Department of Defense photo

each category. This enhanced communications, because anyone could review any category at anytime. We also developed a library of all documents and interviews."

Another key strategy Cox highlighted was the "Open House," in which one of the category teams hosted the Open House for interviewing and researching their specific area. Public announcements were posted, which listed topics to be covered, questions, and issues. Personal contact was made with key people. Suggested documentation was brought to the session. The Open House concept was effective in bringing people and information together.

A "Lessons Learned" documentation file was also developed during the application process. Comdr. Brian Kelmar, USN, emerged as the authority on this part of the assessment. In putting together the application, DSMC learned about the criteria themselves, but most importantly, how the criteria are interrelated and how extensively processes and activities are cross-referenced.

Additionally, DSMC learned that many aspects of its educational system were not captured in writing, but were anecdotal and passed on verbally from worker to worker. The application research took an extensive amount of time. The team members prepared the application in conjunction with their regular work. Starting in late January 1995, they worked toward a May 8, 1995 submission date. Proofing, editing, and printing time were factored in.

According to Cox, an overarching purpose in participating in the Pilot was to get objective feedback on the College's initiatives to change to an organization that is more customer-focused, process-oriented, uses data to make decisions, and has the total involvement of everyone in the organization.

Concluding his presentation, Cox reiterated that the Baldrige assessment process uses common standards and

DSMC REPRESENTATIVES AND THE SENIOR SCIENTIST EMERITUS OF THE NATIONAL INSTITUTE OF STANDARDS AND TECHNOLOGY, CURT REIMANN, ATTENDED THE QUEST FOR EXCELLENCE VIII NATIONAL CONFERENCE, FEBRUARY 5–7, 1996, AT THE WASHINGTON HILTON AND TOWERS HOTEL, WASHINGTON, D.C. REIMANN, ALONG WITH FORMER SECRETARY OF COMMERCE MALCOLM BALDRIGE, IS CONSIDERED A "FOUNDING FATHER" OF THE MALCOLM BALDRIGE NATIONAL QUALITY AWARD. PICTURED FROM LEFT: DR. MARY-JO HALL, SPECIAL ASSISTANT FOR QUALITY, DSMC; PROFESSOR JESSE COX, ASSESSMENT COORDINATOR FOR DSMC; REIMANN; BRIG. GEN. CLAUDE M. BOLTON, JR., DSMC COMMANDANT.

language. It uses a *systems* approach to focus on results and outcomes. "Assessing ourselves in this manner enhanced our ability to discuss our progress with others. Besides learning about ourselves we learned about the criteria. It soon became clear that our approach to continual improvement was more mature than our deployment and results. For example, we did not have a systematic way to collect, analyze, and use data to improve our processes. We didn't benchmark our processes against other organizations to an appropriate extent. While we are moving forward to remove division stovepipes through work with our Strategic Processes, the criteria helped us to see a much higher level of systems integration."

The Site Visit Experience

The College's Special Assistant for Quality, Mary-jo Hall, shared the College's experiences in preparing for the site visit phase of the evaluation. Like the application process, there were many lessons learned from the site visit. According to Hall, "To say the least we were elated to be selected as one of three to get to the site visit level. While we are pleased with our journey and the progress we have made, we know that there is much work to be done. However, the site visit was an opportunity to celebrate. As the Commandant, Brig. Gen. Claude M. Bolton, Jr., USAF, stated, participating in a site visit was a 'win.'"

The purpose of site visits is to verify the application and clarify any issues raised during the reading phase. Six evaluators certified in the Baldrige Criteria were on the team. To prepare for the site visit, DSMC relied on the Plan-Do-Study-Act cycle and the use of project management tools such as Gantt and milestone charts. The primary responsibility for planning the site visit was given to Hall and Cox. The planning included brainstorming ideas, affinitizing the ideas, drafting a Plan of Action, and developing checklists with milestones and people. Once this was presented to the leadership and changes made, everyone involved convened to discuss, change, and begin implementing the Plan of Action.

Category team leaders were key. They reviewed the application and developed a point of contact list for every item in the application. Additionally, a notebook was developed for each category. These books contained all backup data for every item in case the team

Photo by Collie Johnson

leader became unavailable during the actual site visit. The notebooks were added to the Baldrige Library.

In accordance with the site visit directions, notebooks were also put together for each of the evaluators. Short briefings were prepared for the opening and the closing sessions. The opening session was designed with a 15-minute reception to allow evaluators and DSMC members to get to know each other. Col. Sam Brown, USAF, Dean, Academic Programs Division, gave the opening remarks; and Col. Bill Knight, USA, Dean, Division of College Administration and Services, conducted an overview tour of the eight buildings on the Belvoir campus.

A vital aspect of the site visit was continual communication to all members. Information was briefed via electronic bulletin board and the local area television network. The information related primarily to purpose (clarify and verify) and status (dates, etc.). However, there was not preparation in the form of practice interviews for employees. The DSMC aim was to get the most accurate assessment possible. The College did not want to put words together for those members who would possibly be interviewed. "We were fortunate enough to have a former Baldrige winner discuss a site visit with the leadership and the Baldrige team," Hall stated. "This was most valuable in terms of describing the site visit process.

We talked with NIST and the Evaluator Team leader, Edward Gore, Jr., of Sacred Heart University, frequently. We had reviews and made adjustments. We did a short final and continually reviewed the milestone chart. Even with all of the planning, doing, studying, and re-doing, there were some surprises.

- We anticipated "stovepipe" questions by category, when in fact the questions are integrated across categories.
- We expected more requests for documentation.
- We thought the evaluators would talk to 150 people in sound bites rather than 30-plus folks in detail.
- More DSMC employees than anticipated wanted to tell their story to the evaluators."

As a military organization, DSMC is used to planning and executing a specific defined task. The College does contingency planning as a normal part of business. As a senior military college, DSMC continually hosts dignitaries and provides facilities for other agencies to hold meetings. So having the evaluators on campus was not a unique experience. Nor one in which DSMC had to do activities different from their daily practice. However, one hiccup that the College had to deal with midstream was tracking "who" was "where" on the interview schedule. (The evaluators were independently booking the same employee at the same time.) This change was effected by the operations officer in charge, who proved invaluable in real-time coordination.

Again, flexibility was the key. Because of scheduling conflicts, the evaluators met with the Commandant on Sunday at their hotel. With the purpose of a "real assessment," this fit the DSMC way, where rarely is everyone in one place at one time.

The assessment and completing the application were a tremendous resource drain. The benefits came with using the feedback to make those midstream corrections to the organizational improvement strategies. Using the strengths and the areas for improvement is critical to get a return on the project. According to Bolton, "our primary aim is to maintain those efforts that resulted in our strengths in the seven categories and figure out the areas for improvement that we will be able to achieve (by process of analysis, categorization, prioritization, and implementation), which will optimize the overall system and use the full capabilities of every employee."

In implementing quality management at DSMC, Hall stated that, "We use a three-pronged approach. We must apply the theory to our administrative processes, we must teach the concepts in our curriculum, and we must operationalize the theory in the learning process. Therefore, unlike a manufacturing organization, we must approach changing methodologies and value added to the learning process, which is not easily measured."

The site visit phase of the evaluation gave DSMC an unprecedented opportunity to recognize that its approach to changing the way the College operates is on target, and it offered the College an opportunity to celebrate. Participating in the site visit also provided DSMC an opportunity to communicate its efforts both internally and externally.

Hall went on to speak of DSMC's efforts to "model" the College's strategic direction. "We have spent almost three years building, developing, and refining our strategic direction. We have even built a 'model' in the form of a pyramid so that we can 'see' our direction more clearly. This is a strength, and we must continue to work on our strategic direction. We must use this model to help align all people, processes, and measures to better serve our customers. We can build on this model to help separate the strategic from the tactical. We can see how every person contributes to the vision. Additionally, we can use this strength to enhance and refine our measurement system – to be able to easily define operational, financial, and quality goals. The Baldrige Criteria along with the Government Performance and Results Act serve as standards to achieving this capacity.

Our Areas for Improvement can serve as guideposts to shape a systematic approach to continual improvement. We are at a critical stage in our Quality Journey. We've accomplished enough to be on the Journey – but not enough to have the change strategy deployed throughout the organization.

Now we must prioritize what is going to leverage past efforts and push us to the higher levels where noticeable trends and results are achievable.

We can't do all of the improvements. We must determine priority by analysis of both impact and urgency. And then we must move forward. We must reinvent our behaviors by continually enhancing each individual's ability to consistently meet the customers needs and exceed their expectations. Like other customer data feedback, we will consider the Baldrige when we do our gap analysis for our Strategic Planning. This then, will impact our strategic goals, objectives, and measures."

Summarizing her presentation, Hall said that, "Participating in the Baldrige Education Pilot has been an asset to accomplishing our vision of being the academy of distinction promoting systems management excellence. It has required discipline to embark on a change effort that will take years. It has involved thinking and behaving in a way that focuses on customer requirements, managing processes rather than fighting fires, using data to make decisions, and creating an environment where everyone is involved in continual improvement.

The results of the Pilot confirm that our efforts over the past three years are effective. However, the difficult part is just beginning. Making the leap from activities that are checked off, to learning from every process is a major behavioral change. Everyone will have to commit head, hands, and heart. This is now both an organizational and a personal journey. Clearly, everyone must be engaged to meet our daily challenges in a quality manner."

DSMC, The Feedback Report, And Its Use

Brig. Gen. Claude M. Bolton, Jr., USAF, DSMC Commandant, represented the College during the session on "The Feedback Report and Its Use." He began by outlining what he considers three of the most important questions to be answered in soliciting feedback:

- What do our customers want? He defined "customers" as our acquisition workforce in the field, the men and women that DSMC trains and educates (about 10 thousand students a year).
- Do our organization and our organizational structure support what our customers want from us? In 1995 DSMC, with the cooperation and involvement of the entire College, realigned its organizational structure and redid a number of courses – all in support of what the DSMC customers said they wanted.
- How do we know from year to year that we're still doing the right thing? The answer which surfaced most often was that DSMC needed to do a Baldrige assessment each year. "I consider this [Baldrige assessment] very important because now we take this feedback back to our College, and we try to figure out how we can do things better. This is a process that I would like to see continued." In the interim, Professor Jesse Cox, Academic Programs Division, will oversee the College's yearly assessment using the Baldrige criteria.

Bolton next spoke of the strengths DSMC gained from participating in the Baldrige Education Pilot. First, it gave DSMC a chance to celebrate. "We thought we'd get a little feedback, and then we'd go and work on that. We never thought that we would be here today as one of the finalists talking to all of you. All we really anticipated was the feedback and to be compared against great institutions throughout the United States. So again, celebration was a decided strength."

The second strength, according to Bolton, was an objective confirmation. "The Baldrige criteria, the assessment process, is a standard – and you're going up against academic institutions across the country. It's a great benchmark for us."

The last strength he mentioned was in the area of communication. "Going through the application process," said Bolton, "was a learning experience for all of us, and we're finding out how well we're doing. The approach that we're on says we're on the right track or at least in the ballpark – not off doing something that we ought not to be doing." Bolton went on to say that the College has begun work on several initiatives that promise great results, not just smoke and mirrors, and they're going to work on achieving those initiatives.

Referring to a College-wide mindset that has worked well in the past, Bolton commented, "Down at our school [DSMC], we have a saying that if anything goes *right*, it's *your* fault; if anything goes *wrong*, it's *my* fault." And it works out very well. Bolton believes this mindset, coupled with the College's vision, mission, and strategic goals keeps DSMC constantly focused on its customers.

Bolton noted that although DSMC is not accredited, they do have a Board of Visitors from the Defense Acquisition University and its Consortium Schools, which meets every six months to take a look at the College and offer their outside view. The College also surveys customers on a regular basis. Every six months Bolton goes out to field commanders as well as the Department of Defense Acquisition Secretaries in the various Military Departments to solicit feedback on whether the College is doing the right thing for each of their respective Services.

Summarizing his presentation, Bolton said that "we're going to maintain doing what we do now very well. We're going to see what we're going to have to do to improve in the future, and then be ready for the next offering of the Baldrige assessment."

Editor's Note: Bolton's presentation was followed by a question-and-answer session, which appears following this article.

DSMC Commandant Responds to Questions at Baldrige National Quality Award Conference

Editor's Note: Following the February 7, 1996 Concurrent Session on the Education Pilot Program of the Malcolm Baldrige National Quality Award Conference, Brig. Gen. Claude M. Bolton Jr., USAF, responded to questions following his presentation on "The Feedback Report and Its Use." The questions and Bolton's responses appear below in their entirety.

Q

How will you secure support from your Board of Visitors to implement suggestions in the Feedback Report?

A

That should be relatively easy. The reason it's easy is that the Board of Visitors for the Defense Systems Management College has always had educators and members from both the private sector in terms of the defense industry, government industry, and of course folks from the Department of Defense. Many of the members of the Board are both practitioners and students of quality. In fact, one of the current Board members is a former boss of mine who I learned a lot from in terms of a quality journey. So, when they see us they expect to see: What's the vision? What's the mission? How do you deploy this? How does it work? Where's your feedback? And so forth.

I say it's relatively easy because while the Board of Visitors is very important to the institution, we have some other very key stakeholders, including the Secretary of Defense, Dr. Perry; then my two immediate bosses right below him; and he, in turn, with Vice President Gore and the President. And everybody's on board to do this, so for me it's great because I get a lot of support.

Q

If the Baldrige Award is eliminated, what if any effect will it have on higher education? If it is not eliminated and your institution uses it, what effect will it have on higher education?

A

In spite of reduced funding for the Baldrige Award Program in FY 1996, the bottom line really is that we're trying to improve education and the quality of education for students in private sector institutions of higher learning or students attending our institution [DSMC]. As I looked at the award winners at this particular conference, I thought to myself: Where will we be in 20 years, another generation? How do we go about continuing to have award winners if we don't do a really good job in educating the men and women, boys and girls who are coming up today?

I think education is extremely important, and we need to look at the quality of the education, and we need to push to make sure this type of award stays because it has a tremendous impact on where this country will be in the next century.

We'll do all we can to support the continuance of the Baldrige Education Pilot from our end, and I'm sure you all will do the same thing. Quality is the name of the game, and education is the only way we're going to get ahead.

Q

Comment please on your philosophy of students as workers.

A

At DSMC we call it guided self-directed learning. In one of the courses, we actually review the students' academic requirements before they arrive and determine what they need to know, what they know, and what they don't know. And then over the duration of the course, between that particular workshop and the course actually starting, which is four weeks long, we work with them to build an individual course, an individualized course; then they're ready to go into the actual education phase for four weeks.

When they finish – and these are all senior members of the professional acquisition workforce – they go back to their particular work areas, and then we measure the impact of that education on their job performance. We do that by inviting them back six months later into an ongoing class to debrief what the "value-added" was to them on their job, and the impact on their job performance. They debrief that to the assembled students, to the provost, and to the course director. We're now trying to find ways that we can get this type of learning to all the other 8,000 students or so that we have going through the other courses.

Our aim is to educate and encourage and facilitate students into a lifelong learning environment, and that's what we're all about. In that respect they are

definitely part of the learning process, and they work very hard.

Q

Where does the Feedback Report fit into your overall strategic planning process? In other words, if you have a planning process how do you fit that feedback report into the process?

A

We have a corporate plan which is a combination of the strategic plan and the quality plan. We have an off site in the early summer, June time frame, and this time of the year is when we start gathering the inputs for that off site and for the planning. We have a group from the College who set the process, own the process; then take the input, not only from this assessment but from the Board of Visitors and from the meetings that we have with our stakeholders and customers in the field every six months. From that input, they then start driving the process. Initially, it gets kicked off with strategic guidance that I put out, and then goes from there throughout the year. So, it fits right into the process. In fact, we're looking at that process right now to see how we can improve upon it based upon the feedback we get from this assessment.

Q

How do the Baldrige criteria help your system fulfill its civic member role? For example, schools are more than just classrooms, teaching, and meeting places.

A

I think this was an area that we can always improve, but we were pleased with some of the results in terms of stewardship, particularly of public funds. We've had an accounting system at the school that has allowed us to measure the growth in the school: upward of 82 percent over the last six years, with a corresponding decrease in the cost per student week by 42 percent.

And when it comes to working with the community, we have a partnership with a local alternative adult high school and a special educational school. We've been working with both for over three years. For example, some of the students have received mentoring and actual work experience and have gone on to be productive members of society. We continue to trade expertise with both the schools and administrative staff and faculty. We also offer most of our courses during the daytime, so in the evening we have partnerships with local colleges and universities who make use of our campus facilities.

And we just recently partnered with the University of Texas at Austin who brought in a brand new Master's program to the College which benefits them, benefits the folks in the local area because of the type of degree that is being offered, and also our faculty members who have a chance to look at how technology can be used in that course. And, of course, the University of Texas enjoys being on the campus.

So we've had a chance to take the criteria of Baldrige and now use that as: How well are we doing? Are we in the ballpark? Are we moving in the right direction? And then who's doing this better, and who can we benchmark against?

DAVID D. ACKER LIBRARY

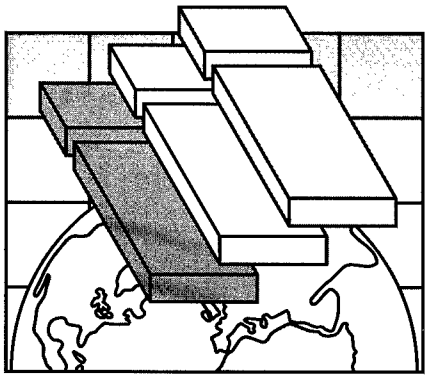
Recipient of Memorial Portrait

ON FEBRUARY 14, 1996, THE DAVID D. ACKER LIBRARY, DEFENSE SYSTEMS MANAGEMENT COLLEGE, ACCEPTED A VERY SPECIAL POSTHUMOUS REMEMBRANCE IN HONOR OF ITS NAMESAKE. SUZY ACKER GEMBAROWICZ PRESENTED THE LIBRARY WITH A PERSONAL PENCIL ETCHING IN TRIBUTE TO HER FATHER, AND ACCOMPANIED THE PRESENTATION WITH A RECITATION OF A POEM WRITTEN BY HER SISTER, MARITTA ACKER, WHO WAS UNABLE TO ATTEND. ACKER'S TIES TO DSMC PREDATE ITS OPENING IN 1971. HE BECAME DSMC'S MOST PROLIFIC WRITER WITH OVER 100 ARTICLES, BOOKS, AND REPORTS DURING HIS TENURE AS A PROFESSOR AND RESEARCHER AT THE COLLEGE, UNTIL THE TIME OF HIS DEATH IN JANUARY 1992. THE DSMC DAVID D. ACKER AWARD FOR SKILL IN COMMUNICATION ALSO BEARS HIS NAME. SUZY'S ETCHING WILL BE A PERMANENT FIXTURE IN THE LIBRARY. PICTURED FROM LEFT: DSMC COMMANDANT BRIG. GEN. CLAUDE M. BOLTON, JR., USAF; PROFESSOR ACKER'S WIFE, LILLIAN; AND DAUGHTER, SUZY.

Photo by Richard Mattox

CALL FOR ABSTRACTS

1997 ACQUISITION RESEARCH SYMPOSIUM



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Submit a one-page abstract no later than ***July 26, 1996***. Send your abstract via E-mail, postal service, or facsimile. Contact information and the mailing address are listed below. To be fairly considered, all abstracts should include the **Title, Proposed Topic Area, Author(s)' Name(s), Business Address(es), Telephone Number(s), and E-mail Address(es)** (if available). If more than one author is listed, please provide the name of the contact author, and we will address all future communications with that person. You will be notified by ***September 30, 1996***, whether your abstract is selected.

Send abstracts to:

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First Annual Army MANPRINT Practitioners of the Year Named

CAPT. STEPHEN H. LEE, USA

Maj. Alfred A. Coppola, USA, Chief of the Logistics Management Division, Crusader Project Office, PEO Field Artillery Systems, was recently named the Army's Military Manpower Personnel Integration (MANPRINT) Practitioner at the first annual award presentation held at the Pentagon on February 1, 1996. Presenting the award was Lt. Gen. Theodore G. Stroup, Jr., USA, the Army's Deputy Chief of Staff for Personnel (DCSPER). The purpose of the award is to recognize selected MANPRINT practitioners whose outstanding achievements, accomplishments, and contributions in MANPRINT merit special recognition.

As the Army's premier program for integrating the soldier and human systems throughout the acquisition process, MANPRINT is the program that ensures soldier considerations are included in the materiel development process. New systems are more than just hardware and software; MANPRINT recognizes that the soldier is an integral part, too. There are seven MANPRINT domains: Manpower, Personnel, Training, Health Hazards, Human Factors Engineering, System Safety, and Soldier Survivability. The DCSPER is the proponent for MANPRINT; and within ODCSPER, the responsible agency is the Directorate for MANPRINT.

Winners were selected from three different categories: Military MANPRINT Practitioner, Materiel Developer, and Combat Developer. Two runners-up were selected – one from each of the Materiel Developer and Combat Developer categories.

Coppola led his division in the highly successful integration of MANPRINT considerations throughout the $21 billion Crusader advanced field artillery system, the Army's highest-priority acquisition program. Coppola successfully developed and demonstrated the Crusader Crew Module. The Crew Module aided immeasurably in the development of effective crew stations, task allocation functions, electronics architecture, and integrated screen displays. It has been hailed as the state-of-the-art for the 21st Century and the model for Force XXI. The Army's ODCSPER identified the Crusader MANPRINT program as "a leader in the Army" and has chosen it to be "a case study for lessons learned."

A board of seven General Officer and Senior Executive Service officials who have an interest in, or direct affiliation with MANPRINT and systems acquisition, selected the winners based on packets submitted by the nominee's chain of command. Areas of evaluation were: MANPRINT innovations; overall program complexity; personal qualities (community service, actions above and beyond the call of duty, etc.); personal involvement (in MANPRINT aspects of their program); and meeting or

Photo by Don Parker

Lee is the Assistant Project Manager for Test and Evaluation, Office of the Project Manager, Crusader, Picatinny Arsenal, N.J

exceeding established MANPRINT objectives. Other award recipients included the following:

Material Developer Category.
Winner - Mr. Richard McMahon, Physical Scientist, Human Research and Engineering Directorate, U.S. Army Research Laboratory, Aberdeen Proving Ground, Md.

Runner-up - Mr. Richard Ziegler, Senior Planner for Soldier Survivability, Survivability/Lethality Analysis Directorate, U.S. Army Research Laboratory, Aberdeen Proving Ground, Md.

Combat Developer Category.
Winner - Ms. Elizabeth Redden, Chief, Human Research and Engineering Directorate Field Element, U.S. Army Research Laboratory, U.S. Army Infantry Center, Fort Benning, Ga. Runner-up - Mr. Dennis Lipscomb, Directorate for Combat Developments, U.S. Army Armor Center and School, Fort Knox, Ky.

Winners were presented an engraved plaque, a DCSPER Certificate, and a Letter of Commendation from Stroup.

Runners-up were presented a DCSPER Certificate and a Letter of Commendation from the DCSPER.

FROM LEFT: LT. GEN. THEODORE G. STROUP, JR., USA, DEPUTY CHIEF OF STAFF FOR PERSONNEL, PRESENTS THE MANPRINT AWARD TO MAJ. ALFRED A. COPPOLA, JR., USA, CHIEF OF THE LOGISTICS MANAGEMENT DIVISION, CRUSADER PROJECT OFFICE, PEO FIELD ARTILLERY SYSTEMS. WITH THEM ARE COPPOLA'S WIFE, LAURA, AND COL. WILLIAM B. SHEAVES III, USA, PROJECT MANAGER FOR CRUSADER, PEO FIELD ARTILLERY SYSTEMS.

PROGRAM MANAGER READERSHIP SURVEY RESULTS

Norene L. Blanch

In November 1995 *Program Manager* randomly selected 300 subscribers to respond to a Readership Questionnaire. Ninety-three participants filled out the survey and provided comments. This survey is an important tool for determining if *Program Manager* is living up to our commitment to keep readers updated on issues of defense acquisition.

What did we do right? Most respondents agreed that they found the overall content of *Program Manager* to be appealing. In 1995 one-quarter of our readers read five or more articles per issue on average. Twenty-two percent said that they would like to author an article; 10 percent could recommend an associate or colleague as an author; and 43 percent would submit their work to Defense Systems Management College (DSMC) publications before other related publications.

More than 60 percent of our readers agreed that *Program Manager* has provided a learning environment that reflects how others are conducting acquisition program management, and that the articles are useful tools for staying current with acquisition policy. Nearly 50 percent believe that *Program Manager* has been successful in the increase of awareness on what senior DoD leadership is thinking.

Eighty-two percent of *Program Manager* readers expressed that reports on real-world experiences are useful. More than 50 percent felt that *Program Manager* has given adequate attention to issues on acquisition reform.

Many respondents cite *Program Manager* articles in briefings, memos, reports, and research projects. *Program Manager* articles have generated discussions among colleagues according to 38 percent of our readers. Eighty percent consider *Program Manager* to be a useful learning tool for new policies that directly impact their jobs. Scholarly based research articles proved useful to over 56 percent of our readers. In addition, 44 percent feel that *Program Manager* articles have encouraged them to seek new ways to perform their duties.

What can we add to serve you better? We at *Program Manager* are always looking for ways to improve our publication for the acquisition professional. Some of our respondents suggested that we add more editorials, controversial topics, emphasis on management and supervisory skills, and information on upcoming seminars.

Many of our readers requested to see more articles on the following subject matter in future publications: lessons learned, real-world experiences, integrated logistics support, contract management, cost analysis, acquisition reform, downsizing, test and evaluation, and changes to DoDD/DoDI 5000 series.

What do we need from you? Keep your articles coming so that we can share what you are thinking, accomplishing, and experiencing with the rest of the acquisition community. *Program Manager* is listening, and the DSMC Press welcomes the challenge to continue to find ways to improve our publications.

Editor's Note: Look for readership survey results on the *Acquisition Review Quarterly* in the Winter 96 Edition.

The Program Manager as a Coordinator

Program Managers Either Win or Lose Respect as They "Walk the Talk"

COMDR. L. M. MAYORAL, USN

Books have been written on this subject, and this article will not be one. However, it is important to touch on the many activities *the program manager, as a coordinator,* must or should coordinate to facilitate the smooth planning that precedes successful source selection planning and subsequent development of the solicitation.

Range of Activities

Once the decision has been made to conduct a source selection, program managers or the lucky people in charge are faced with not only completing the required activities specified in DoD 5000.1/2, but also with many other coordinating activities they were probably not aware of. These activities range from personnel problems to redirecting the acquisition strategy. How program managers develop a vision and manage these activities will set the tenor and the ambiance for the program office. As a result, the staff will either love or hate coming to work.

The figure captures some of the areas I thought were important in the preparation of a recent major space systems source selection. I'll discuss each, addressing them in the order they occurred in our program office, suggesting alternatives that could provide for a smoother preparation process.

Mayoral is the Assistant for Inspection Policy, Office of the Naval Inspector General. He is a graduate of APMC 95-2 and the Industrial College of the Armed Forces, 1992.

Objectives

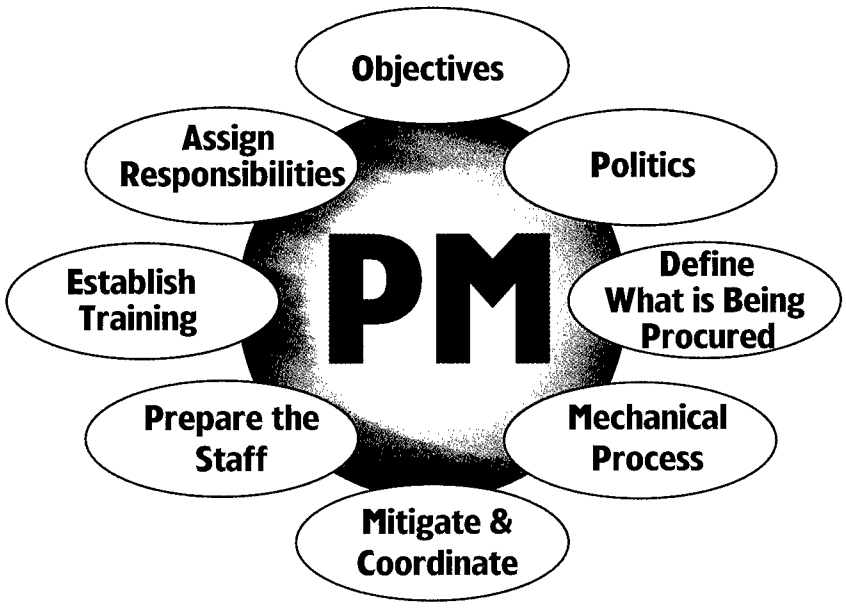
Program managers must address both the long- and short-term objectives. By virtue of their positions, program managers are the ones with the "Big Picture." They must convey to their staff the policies under which they are working, end goals, timeline, what is being procured, and a general idea of how they would like to proceed with the preparations. Major milestone reviews and the supporting activities must be conveyed to their staffs.

Frequently, they interact with other organizations that potentially may affect the source selection. The staff needs to be aware of these external offices and programs that they may be coordinating or interfacing with. Issues like how far one of their staff members can negotiate on Interface Control Document (ICD) specifications are important – one dB can translate into millions of dollars for a program. The program managers set the tone for how much technical margin (we call these Program Pearls) they are willing to bargain with.

Finally, the source selection process is a process of rules and procedures, established, developed, and refined by the program office. The program managers' challenge is how to convey to their staffs the philosophy of the rules they want developed (such as a "Best Value" strategy, or lowest cost, or best technical, etc.) and how to abide by those rules during the actual source selection.

Program managers are the pacers for short-term goals. Progress in the preparations for source selection can only be measured by meeting short-

Figure. **The PM, A Coordinator**



term goals. Completing sub-elements for documents such as system specifications, source selection plan, and Memoranda of Agreement (to name a few) serve as excellent short-term inchstones.

How program managers intend to manage the inchstones is important. Will they hold periodic status meetings? Is coordination by electronic mail sufficient? How will decisions be made? By delegation, consensus, or consultation? How will program managers coordinate roles and responsibilities? We found that periodic meetings were very important. The fact is that too many activities are occurring all at once, and that weekly status meetings were often the only time people really communicated. Perhaps, communication occurred because it *was* face-to-face. Coordination by electronic mail is *not* sufficient. It seemed that everyone was getting everything! Perhaps hierarchical control of electronic mail using shared folders and address groups is necessary. *From the start, program managers must make it clear how decisions are to be made. If they choose to delegate, then the entire staff needs to know who has what decision authority.*

By virtue of their positions, program managers are the ones with the "Big Picture." They must convey to their staff the policies under which they are working, end goals, timeline, what is being procured, and a general idea of how they would like to proceed with the preparations.

Politics

There is even source selection politics within the program office! Who the Source Selection Authority, Source Selection Advisory Council, and Source Selection Evaluation Panel leads and members will be, can be a sticky subject. These are positions that, if held, look very appealing on any resumé. The source selection structure is also contentious from the point of view of who reports to whom and who has review authority over another. The unstated fear is that subordinates' technical and management credentials as well as their judgment may come under scrutiny.

To avoid many of these pitfalls I would recommend a selection process that includes qualified candidates from outside the program office. In all but a few cases, the counter to the argument that the best qualified reside in the program office is that there is almost always another program office with a very similar program. A formal and competitive selection process for these positions provides a sense of fairness within the program office with the added benefit that the selected individuals are now visibly vested with the authority to proceed with much of the source selection planning that clearly requires activity leaders. Politics external to the program office also come into play, but I'll not discuss them here. Suffice it to say, it is important that program managers keep their staffs abreast of the external political environment.

Define What is Being Procured

So you think you know what you are buying? If the answer is yes, check again. Most often a program office knows they are procuring an Engineering Development Widget. But, when it comes to actually writing the Statement of Work, we find that there are Systems Engineering, ICDs, reports, reviews, that also need to be bought. Further, the hardware that is being bought may have fuzzy interfaces that no one had thought of yet...and probably had no reason to think of yet.

The program manager needs to be available to clear up misunderstandings of what is actually being bought. The program office's understanding of what is being bought *can not* take a back seat. This is a crucial ingredient to a smooth-running planning process. Program managers need to answer these questions as soon as possible. If program managers delay, their staffs may inadvertently proceed in a direction exceeding the program managers' authority. Or worse, the staffs will coalesce into camps complete with studies and presentations supporting their viewpoint of "what is being bought." How much more gentlemanly/ladylike than for the bosses to charter a study to look at different options from

which they can choose and make a decision.

Assign Responsibilities

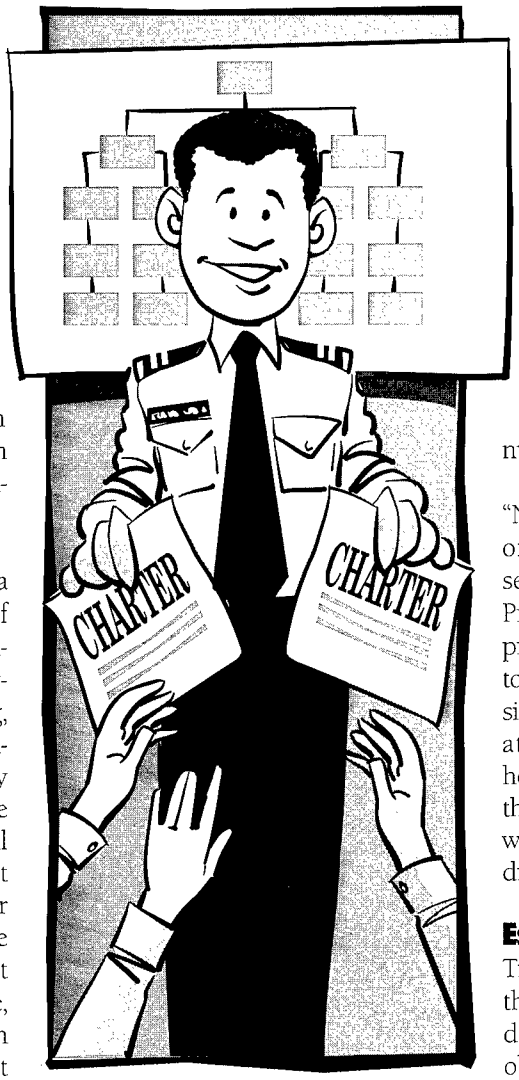
"Who's in charge?" will be asked and heard often if roles and responsibilities are not defined early in the source selection planning process. In this regard program offices need program managers with backbone. Most everyone in government (especially military personnel) understands authority when it is delegated. Program managers are expected to make tough decisions. Problems arise when authority is perceived as unduly assumed.

The program manager's role as a leader, must clearly delineate lines of authority, accountability, and responsibility. A letter of designation, and perhaps an introduction at a staff meeting, are management tools program managers can use to convey the trust they place in selected individuals who serve in their stead. Program managers will be true to their words if they support the management decisions their selectees make in the same way the program managers' bosses support them. Once the assignments are made, the rest falls in place: documentation seems to get coordinated, ICDs get written, and Memoranda of Agreement get negotiated.

Prepare the Staff

Source selection ethics, conflicts of interest, interactions with industry, interactions with other program offices, and acquisition training are also key elements of the source selection planning process. Can we talk with a long-time friend and retired officer who now works for Loral? Does a member of the program manager's staff have a wife who works for a potential bidder? What kind of questions should/could we answer if a conversation with a contractor makes a turn and places that contractor as a potential bidder?

Experienced program managers will recognize the need to "normalize" their staffs; i.e., running a lecture syllabus or forum where every individual receives a refresher on source selection fundamentals specifically tailored to the source selection and the needs of the program office. This is especially beneficial in a Joint program office where the staff acquisition professionals came from the different Services. Though DSMC is beginning to be the common acquisition denominator throughout DoD, there are still some major differences – to name one, the U.S. Air Force's color coding versus the U.S. Navy's numerical evaluations.



The program manager needs to be available to clear up misunderstandings of what is actually being bought. The program office's understanding of what is being bought *can not* take a back seat.

"Normalizing" a program office as part of the planning pursuant to source selection will help in the Request for Proposal (RFP) evaluation process as program managers take the added step to provide their entire evaluation staffs a similar perspective from which to evaluate the proposals. Potentially, one hopes that it minimizes the "We do it this way in my Service" arguments that will surely occur during the consensus discussions in a source selection.

Establish Training

Training is such an important part of the staff normalization process that it deserves a few words. The training objective is not to train individuals to be acquisition professionals, but to develop a common understanding of the source selection process that has been established for the acquisition they will be a part of. Additionally, the team will have the opportunity to begin working together in an unpressured seminar environment where they can discuss questions among themselves that may arise during the source selection RFP evaluation.

The Source Selection Evaluator's Guide is the key document from which the training is conducted. Consensus tools and team training are a must. Running a mock source selection with the individuals that will be on the source selection evaluation panel couldn't hurt.

Industry

Industry will smell source selection blood in the water early on. Program

managers need to be aware of the teamings that will occur and the impacts to the number of potential offerors. Some teamings may require a change in acquisition strategy if, for instance the field of potential offerors is decreased to two where once there were six. Their roles in keeping their staffs appraised of any changes in strategy are crucial lest they lose their momentum and motivation. There is nothing more detrimental to motivation than to redirect an energetic staff in a direction that at best appears tentative. Wise is the program manager who establishes policies and procedures when interacting with industry while under "lock-down" for source selection.

Mechanical Process

Okay, what about those silly source selection badges, and the sign-in log, and the blaze orange cones in the hallway, and the electronic mail rules, and the crazy colored source selection document cover sheets, and the ...? Is this really important? You betcha'. The only person that can highlight their importance is the program manager. The goal is to take every precaution to ensure that the source selection rules and procedures were fairly applied to all potential offerors. I have observed that when the program manager sets the tone in this regard, everyone else harmonizes to it.

Conclusion

Mitigate and Coordinate. Successful program managers set the pace, delegate, support, advocate, listen, direct, encourage, coordinate, arbitrate, and mitigate issues at every step of the source selection yellow brick road. They deal with issues both internal and external to the program office. They are decisive and keep their staffs informed. They are ethical and fair. Finally, when it comes to source selection planning, they follow, to the best of their ability, the rules they and their staffs developed for the source selection. It is at this point that program managers either win or lose respect as they must now *"walk the talk."*

How much more gentlemanly/lady-like than for the bosses to charter a study to look at different options from which they can choose and make a decision.

INSIDE DSMC

Lt. Col. Michael S. Ennis, USAF, departed the College on March 29, 1996, for his new assignment as Program Manager for the North Atlantic Treaty Organization (NATO) Air Warning and Control System (AWACS), Electronic Systems Center, Hanscom Air Force Base, Massachusetts. Mike initially came to DSMC as a Research Fellow in the Research, Consulting and Information Division in August 1994, followed by his selection as Executive Officer to the Commandant in July 1995.

His Air Force career spans nearly 18 years of service and includes several key assignments at Mather Air Force Base, California; Yokota Air Base, Japan; Rhein-Main Air Base, Germany; and Hanscom Air Force Base, Massachusetts. His military awards include the Defense Meritorious Service Medal (1st Oak Leaf Cluster); Meritorious Service Medal (2nd Oak Leaf Cluster); Air Force Commendation Medal; and the Army Commendation Medal.

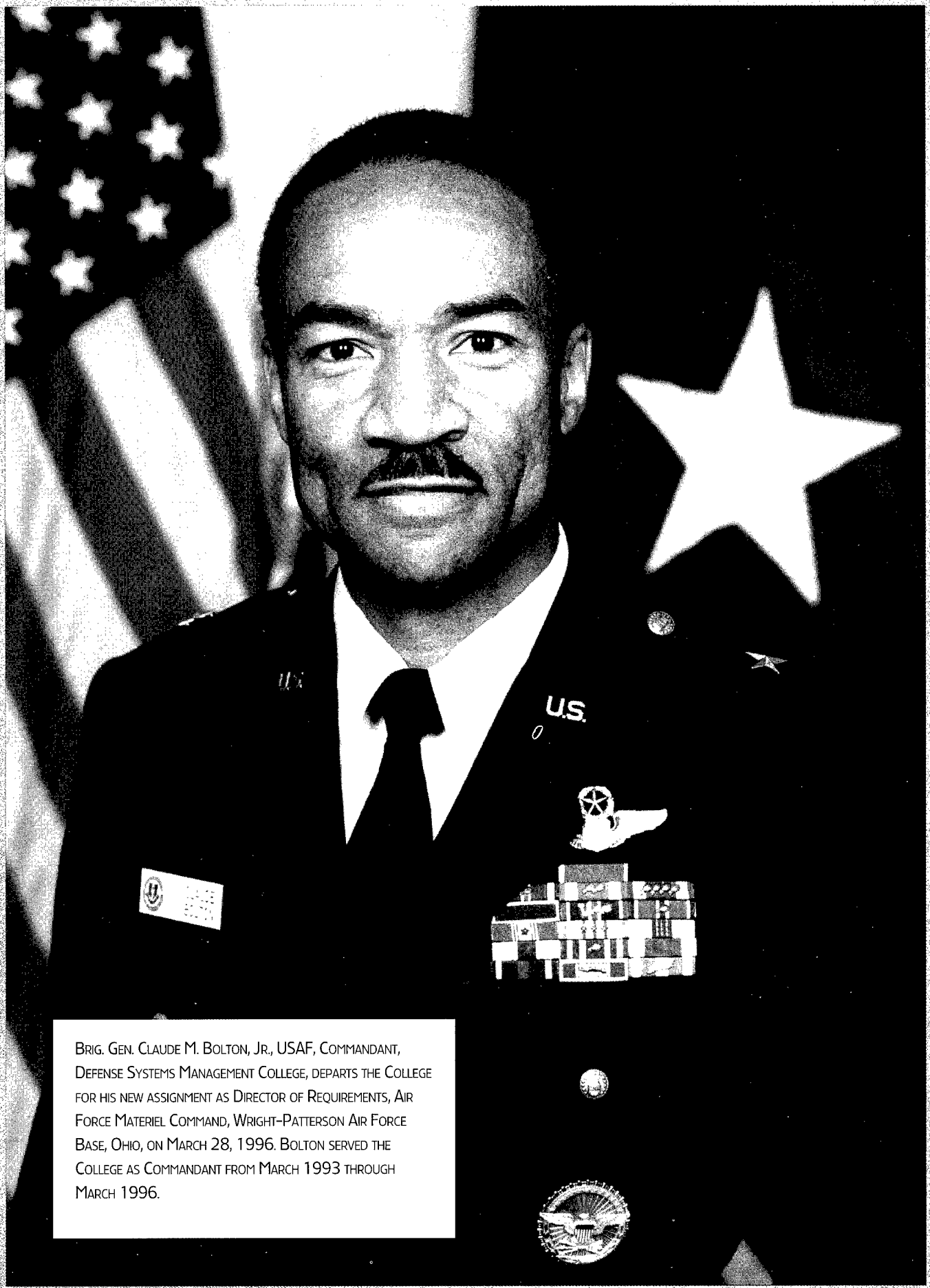
OOPS!

The March-April 1996 issue of *Program Manager* (p. 21) contained an article entitled "About Your Subscription," in which we inadvertently listed an incorrect Internet address for Carrie Simpson. The correct address should read:

simpsonc@dsmc.dsm.mil

Moving along to p. 45, please note the following correction to the paragraph entitled "ISO 9000, Quality Management and Quality Assurance Standards — Guidelines for Selection and Use." The 1987 ISO 9000 document was superseded by ISO 9000-1 in 1994. Similarly, ISO 9004 was superseded by ISO 9004-1.

On p. 56 of the same issue, under "Editor's Note," the correct phone number for the University of Texas at Austin is 1-800-218-6782.



BRIG. GEN. CLAUDE M. BOLTON, JR., USAF, COMMANDANT, DEFENSE SYSTEMS MANAGEMENT COLLEGE, DEPARTS THE COLLEGE FOR HIS NEW ASSIGNMENT AS DIRECTOR OF REQUIREMENTS, AIR FORCE MATERIEL COMMAND, WRIGHT-PATTERSON AIR FORCE BASE, OHIO, ON MARCH 28, 1996. BOLTON SERVED THE COLLEGE AS COMMANDANT FROM MARCH 1993 THROUGH MARCH 1996.

Department of Defense photo

A Last Word From Our Commandant

Editor's Note: As always, our Commandant gets the last word in *Program Manager*...but this time, it's for real. Our friend as well as our Commandant, Brig. Gen. Claude M. Bolton, Jr., USAF, departs on March 28, 1996, for his new assignment as Director of Requirements, Air Force Materiel Command, Wright-Patterson Air Force Base, Ohio. Look for details of the change of command on pp. 27-30 of this issue.

Thirty-six months ago, I joined the Defense Systems Management College. During my time as Commandant, I have been most impressed with the acquisition professionals who have been a part of the college system. Foremost, of course, are the staff, faculty, and students who live and work in the system everyday. We also have customers and stakeholders in the four Services, including the Service Acquisition Executives, Program Executive Officers, Program Managers and servicemembers who use the results of our work; the Office of the Secretary of Defense staff; Defense Acquisition University; private industry; Congress; and of course, the American people.

Changes, Challenges

I have been honored to be a part of a long and proud history of acquisition education, research, consulting, and information dissemination. As I leave, DSMC celebrates its 25th Anniversary. During this quarter of a century, the College has successfully met innumerable challenges associated with acquisition and with education – from the Carlucci Initiatives; to the Packard Commission; the Section 800 Panel in Acquisition Reform; the Defense Acquisition Workforce Improvement Act; and finally, the establishment of the Defense Acquisition University. These challenges will not stop. I envision even more challenges...and at a faster pace. To be a viable force in the 21st Century, the College must continue to accomplish our mission but be even more flexible in responding quickly to the changing requirements of our customers.

The DSMC "Quality Journey"

In light of this tradition and the increased challenges, I focused on several key areas during my tenure. I would like to elaborate on some of these.

My No. 1 priority at DSMC was to *change the way we operate, to increase our marketplace success, and lower operating costs simultaneously.* In order to do this, I put renewed energy into the DSMC "Quality Journey." The journey emphasizes knowing customer requirements and managing processes with data to effectively add value and satisfy customers. Though we have a long way to go, the journey is creating an organizational environment that enables all employees to empower themselves. This environment encourages innovation and creativity to solve problems, and is not risk-averse. Simply put – the Quality Journey focuses on customers, processes, data, and empowerment.

At DSMC we spent my first year building a framework to support the Quality Journey. This Strategic Direction is symbolized by a pyramid, which encompasses the vision, mission, values, strategic goals with specific objectives, and measurements. This framework provides staff and faculty the parameters needed to operate in a manner that increases effectiveness and lowers operating costs. While we started out with a Corporate Plan and a Quality Improvement Plan, we have merged the two. Our strategic planning process is now aligned with the Government Performance and Results Act, with a goal of achieving outcomes or results that are consistent with the needs of the customer and also linked to the budget process. Quarterly Reviews focus on corporate goals that are cross-functional.

College Infrastructure

To accommodate rapidly changing customer needs, I have placed special emphasis on building and maintaining a supportive college infrastructure. One major aspect of this strategy was an "electronic campus" that mirrors the acquisition workforce environment – technology advancements in computers, telephones, communications, and data collection. This includes automating the publishing system to allow a just-in-time printing capability, which is essential to keep student material current in acquisition reform. This also includes the creation of the Management Deliberation Center for group decision making, which is in constant demand by senior government personnel.

DSMC '95

Another effort to improve service to customers was completion of DSMC '95, a study to investigate how to improve the education program to better meet the need for skilled acquisition managers in a downsized, budget-constrained environment. The study resulted in restructuring the curriculum to encompass required competencies, reorganization of the College, and a recommendation to use the Malcolm Baldrige Criteria to assess our progress.

During my time at DSMC, student throughput increased 24 percent, while cost-per-graduate decreased 23 percent. Quality, as perceived by the students, was maintained. Several new courses were added, and major curriculum changes were made to existing courses. This increase in students and courses allowed Military Departments to meet the formal education requirements set by public law for all major system program managers.

Communications and Marketing

I have advocated communicating the acquisition reform message to industry and military alike. The College's Press has spotlighted issues of critical importance to the Department of Defense. These flagship publications, both the *Program Manager* and the *Acquisition Review Quarterly*, reach an audience of 32,800 quarterly. In addition, we offer over 60 special guidebooks and reports. We have held the highly successful Acquisition Research Symposia in both '93 and '95. Acquisition Reform was spotlighted at these conferences. Additionally we have participated in every major Department of Defense Process Action Team on acquisition reform. This ensured reform measures were reflected in courses and also helped to maintain faculty currency.

In the last few years we have changed our instructional delivery methods to use more adult learning methods. We have added courses and made major curriculum changes to others. This includes the addition of the Executive Program Managers Course.

Increasing the involvement of all employees was a strategy I used to improve effectiveness and efficiencies of processes. One aspect of this was increased communications and sharing of information. Some vehicles we've started were the Roundtable discussions, Fireside Chat, Commandant's Call, entrance/exit interviews, the DSMC Annual Report, and a DSMC process improvement guide. Another strategy was establishment of charters to provide parameters for process improvement teams.

Reward and recognition of the excellent efforts of those who work at the Defense Systems Management College has been foremost as a strategy to support the Quality Journey. We've changed the format and frequency of the Commandant's Calls to publicly acknowledge people and process improvement. The number of awards – both individual and team-based – has increased manyfold. Teams, individuals, and deans are provided the opportunity to tell their improvement stories and share best practices. Additionally, a Staff Development handbook was recently implemented, and the faculty ranking system changed to reflect collective learning and mentoring, with a focus on improving the overall strategic direction of the College.

Quality Assessment

As part of assessing our progress, we undertook a survey in 1995 to determine the value of major Quality Journey initiatives. The results were fed into the strategic planning process and helped solidify the efforts to simplify and develop measures for the strategic goals. Still another assessment was the participation in the Pilot Program in Education for the Malcolm Baldrige National Quality Award during 1995. The College was one of 19 schools nationwide that participated and one of three finalists to receive a site visit. As a result of this, DSMC was invited to participate in Quest for Excellence VIII, the national conference to recognize Baldrige winners. This participation validates our Quality Journey, and the feedback will help us as we move forward.

Until the Next Time...

As I depart DSMC, I know that we have had many successes – and I am very proud of these. I also know that we have much work to continue. I have faith that DSMC, under the leadership of Brig. Gen. Richard A. Black, USA, will continue to improve all processes and uphold the tradition of meeting the challenges of our fine customers – with an ultimate goal of providing weapon systems that perform to an excellent standard, that meet proposed time schedules, and are within the anticipated budget.

I look forward to working with you in my next assignment as Director of Requirements, Headquarters, Air Force Materiel Command. Thank you for your superb support of DSMC. I wish you the very best, and for now let me simply end by saying, until the next time...

–Brig. Gen. Claude M. Bolton, Jr., USAF
Commandant

RICHARD A. BLACK

Brigadier General, USA
Commandant

Defense Systems Management College

On March 28, 1996, Brig. Gen. Richard A. Black, USA, assumed command of the Defense Systems Management College, Fort Belvoir, Virginia, becoming the 13th Commandant of the College since its founding in the summer of 1971. Eminently qualified to lead the College into the 21st Century, Black comes to the College from his assignment as Program Executive Officer for Missile Defense, with offices located in Arlington, Virginia, and Huntsville, Alabama – a position he has held since January 1994.

Black was born in Wenatchee, Washington. Upon graduation from the United States Military Academy, he was commissioned a Second Lieutenant and awarded a Bachelor of Science Degree. He holds a Master of Science Degree from the University of California at Davis in Physics and a Masters in Business Administration from Boston University. His military education includes completion of the Basic and Advanced courses at the Air Defense Artillery School; the United States Army Command and General Staff College; Defense Systems Management College, Program Management Course; and Industrial College of the Armed Forces.

Other key assignments during his 30-year military career include: Project Manager, Corps Surface-to-Air Missile, Program Executive Office for Missile Defense, Huntsville, Alabama; Project Manager, Follow-on to Lance, Program Executive Office for Fire Support; and also Product Manager, Patriot Anti-Tactical Missile, Program Executive Office for Air Defense, United States Army Missile Command, Redstone Arsenal, Alabama. Black served as Commander, 4th Training Battalion, United States Army Training Center; and as Commander, Battery C, 4th Battalion, 1st Air Defense Artillery Training Brigade, Fort Bliss, Texas. Black also served as an instructor and course director, Physics Department, U.S. Military Academy, West Point, New York. He has also held a number of Joint and Overseas assignments in Vietnam and Germany.

Black's military awards and decorations include: Legion of Merit; Bronze Star Medal; Meritorious Service Medal (2nd Oak Leaf Cluster); Army Commendation Medal (1st Oak Leaf Cluster); Vietnam Service Medal; Combat Infantryman Badge; Ranger Tab; and Army Staff Identification Badge.

He and his wife, Mary, have three children: Heather, Katherine, and Daniel.

David Packard
1913 – 1996

Former Deputy Secretary of Defense
Founder, Defense Systems Management College

This issue is dedicated to the memory of David Packard, former Deputy Secretary of Defense and one of the original founders of the Defense Systems Management College.

The staff and faculty of the Defense Systems Management College were deeply saddened to learn of the death of David Packard, on Tuesday, March 26, 1996. Packard enjoyed a long and distinguished career in both the public and private sectors, highlighted by his appointment as Deputy Secretary of Defense during the first three years of the Nixon Administration, a role in which he developed a reputation for candor and independent thinking, and a tendency to challenge political influence on defense decisions.

It was during his tenure as Deputy Secretary of Defense in 1971 that he approved the start of a multi-Service institution, the Defense Systems Management School (DSMS), now known as the Defense Systems Management College (DSMC). This institution, an element of the Office of the Secretary of Defense, was given a mission to conduct advanced courses of study to prepare selected military officers and civilians for assignments in program management career fields. Also, it would conduct research in program management, and assemble and disseminate information about defense systems acquisition. In the brief span of 25 years since its founding, the College has become a nationally as well as internationally recognized center of excellence. By the end of FY 95, the College had graduated over 77,000 students from numerous companies/industries, Government Agencies, Military Departments, and foreign nations.

DSMC Celebrates Its 25th Anniversary

June 25, 1996

The Defense Systems Management College cordially invites alumni, former employees, and friends of DSMC to join us in celebrating our 25th Anniversary.

Tuesday, June 25, 1996, 10:00 a.m.

Scott Hall, Building 226, Fort Belvoir, Virginia

Reception to follow:
Building 184

R.S.V.P.
DSMC Protocol Office: 703-805-5133
Acceptance Only: 1-800-845-7606

SPECIAL FEATURE - DSMC CHANGE OF COMMAND

Deputy Under Secretary of Defense for Acquisition Reform, Colleen Preston, passes the Defense Systems Management College colors to Brig. Gen. Richard A. Black, USA, in a Change of Command Ceremony held at DSMC's main Fort Belvoir campus on March 28, 1996.