

COPY

# Copy of Mr. England's Memo

Tab A



DEPUTY SECRETARY OF DEFENSE  
1010 DEFENSE PENTAGON  
WASHINGTON, DC 20301-1010

JUN - 7 2005

MEMORANDUM FOR SECRETARIES OF THE MILITARY DEPARTMENTS  
CHAIRMAN OF THE JOINT CHIEFS OF STAFF  
UNDER SECRETARIES OF DEFENSE  
COMMANDERS OF THE COMBATANT COMMANDS  
ASSISTANT SECRETARIES OF DEFENSE  
GENERAL COUNSEL OF THE DEPARTMENT OF DEFENSE  
DIRECTOR, OPERATIONAL TEST AND EVALUATION  
INSPECTOR GENERAL OF THE DEPARTMENT OF DEFENSE  
ASSISTANTS TO THE SECRETARY OF DEFENSE  
DIRECTOR, ADMINISTRATION AND MANAGEMENT  
DIRECTOR, PROGRAM ANALYSIS AND EVALUATION  
DIRECTOR, NET ASSESSMENT  
DIRECTOR, FORCE TRANSFORMATION  
DIRECTORS OF THE DEFENSE AGENCIES  
DIRECTORS OF THE DOD FIELD ACTIVITIES

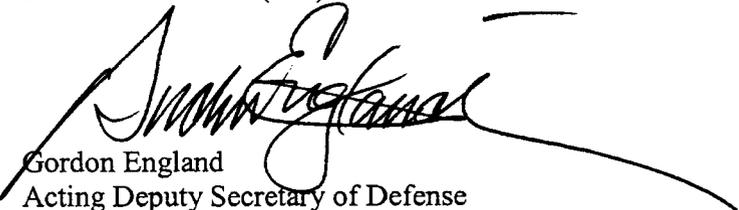
SUBJECT: Acquisition Action Plan

There is a growing and deep concern within the Congress and within the Department of Defense (DoD) Leadership Team about the DoD acquisition processes. Many programs continue to increase in cost and schedule even after multiple studies and recommendations that span the past 15 years. In addition, the DoD Inspector General has recently raised various acquisition management shortcomings.

By this memo, I am authorizing an integrated acquisition assessment to consider every aspect of acquisition, including requirements, organization, legal foundations (like Goldwater-Nichols), decision methodology, oversight, checks and balances – every aspect. The output of this effort, provided to me through the Under Secretary of Defense (Acquisition, Technology and Logistics), will be a recommended acquisition structure and processes with clear alignment of responsibility, authority and accountability. Simplicity is desirable.

This effort will be sponsored by the USAF with Dave Patterson as lead. The first action will be to establish a baseline of recommendations from earlier studies and to integrate all other acquisition reform activities into a single coordinated roadmap. This roadmap will determine the schedule to implementation and will be delivered to the DoD Leadership team within 30 days.

Restructuring acquisition is critical and essential. Accordingly, kindly cooperate fully with Dave in this assignment. Dave Patterson can be reached at (703) 695-8777. Thanks.

  
Gordon England  
Acting Deputy Secretary of Defense



OSD 10870-05

Script to help you start  
the interview process

Tab B

DAPA Project: "Getting Started" Interview Script

Hello \_\_\_\_\_. My name is \_\_\_\_\_ and our scribe is \_\_\_\_\_.

Why are we here ...

We are here as a result of Acting Deputy Secretary of Defense Gordon England's authorization of an integrated acquisition assessment – the so-called Defense Acquisition Performance Assessment or DAPA project – as outlined in the June 7, 2005 memorandum. We are interviewing senior executives from government and industry -- on a non-attribution basis -- to gather inputs and insights for recommendations on how the Department of Defense generally and the Services specifically can improve the performance of the Defense Acquisition System. These recommendations will inform the 2006 Quadrennial Defense Review (QDR) and form the basis of an implementation action plan covering both acquisition structure and processes.

Why you were selected ...

You are a program manager, business executive, or subject matter expert within the defense acquisition community with insights to both what's working and what's not working within the defense acquisition environment. We are interviewing others like you – program managers, senior acquisition executives, experts from select defense programs, industries, trade associations and labor unions.

Why your inputs are important ...

The primary objective of these one-on-one interviews is to assess what needs attention today. You have been identified as someone with extensive experience who has been involved in one or more aspects of the defense acquisition process. Clearly your thoughts and suggestions may have a major influence on the direction of this overall effort.

After all the interviews have been completed a summary of the findings will be delivered to DoD. Individual responses will be kept confidential and such comments, remarks, or suggestions will not be attributed or assigned to a specific person or organization. That said should we need to get back to you to double-check on our data, how would you like for us to contact you? Is there another on your staff who we might speak with should you be not available?

Name: \_\_\_\_\_ Title: \_\_\_\_\_  
Phone: \_\_\_\_\_ E-mail: \_\_\_\_\_

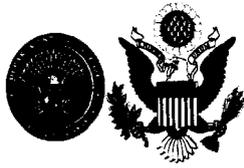
Was this the "targeted" official or their back-up? \_\_\_\_\_

Would you mind if we tape-recorded this interview?

If "yes" ... Turn on the tape and indicate with whom you are speaking. State your name, the interviewee's name, date, time, and place of the interview. Mention again that the interview will not be attributed directly to any individual or organization. If "no" is the answer you receive ... precede none-the-less without the tape recorder and slow down the pace of your conversation.

# Copy of PPT-slides with notes

Tab D



# DAPA Project Interviewer & Scribe Training

July 13 – 15, 2005  
1560 Wilson Blvd , Suite 400  
Arlington, Virginia 22209

Welcome to the SAFTAS / A-Team Conference and Innovation Center.

If you're here for the Defense Acquisition Performance Assessment project interviewer and scribe training, then you're in the right place.

My name is John Lesko. I'm a Certified Professional Facilitator and I have a little experience designing surveys and conducting interviews.

We're here today ... for the next couple of hours ... to prepare you for your face-to-face interviews with government and industry acquisition executives, program managers, representatives of trade associations and/or labor unions.

This training is not intended to make you an expert. However, I'm assuming that you've conducted an interview or two before and that you're comfortable talking to others within the defense acquisition community. I know you bring a lot of talent and experience to this assignment.

Let's get started, okay?

## Training Overview

- **Who**
  - Interviewers
  - Recorders/Scribes
- **Where**
  - SAFTAS / A-Team Conference & Innovation Center
- **What**
  - Orient teams on overall project
  - Inventory notebooks
  - Describe interview flow
  - Cover "Do's & Don't's"
  - Practice Interview
- **When**
  - July 13-15, 2005
  - Multiple offerings
- **Why**
  - Standard approach leads to a quality effort
  - Just-in-time

A few days ago you received an e-mail inviting you to this training.

In this e-mail we outlined the WHO, WHAT, WHERE, WHEN, and WHY.

I trust this invitation wasn't a surprise to you and that you're looking forward to helping with the DAPA project.

# “Do’s and Dont’s”

Tab E

# Interview “Do’s and Don’ts”

## Do try to follow ...

- Introduce yourself by name, shake hands, and establish rapport as best you can. This is – first and foremost – an information gathering exercise. So do what you can to appear as if you’ve “suspended all judgment.”
- Ask if the interviewees have had time to work through the “read-ahead” material. Knowing this will help you set the pace for the interview process.
- Encourage the interviewee to use their notes they may have taken while working through the “read-ahead” material. Similarly the use of a checklist or a map of your interview can be helpful.
- Allow the interviewee to talk freely on the subject at hand. If they are enthusiastic about their “top three” subjects, then allow for enough time for all three subjects to be adequately addressed.
- Ask the question “why?” at least once whenever a strongly held opinion or response is given. This simple question can take several forms ... “Why do you think so?” ... “What lead you to believe this is so?” ... “Please tell me more.”
- Do the best you can with the time and energy provided by the interviewee. Being organized and well rehearsed as an interview team will pay dividends ten-fold.
- Say “Thank you.” And also explain how you or another person intends to get back to the interviewee should we need to clarify an answer during the data analysis phase and/or to provide feedback in the form of a preliminary report.

## Try to avoid ...

- Showing that you have any pre-conceived notions as to what the “correct” or “proper” answer might be.
- Showing any dissatisfaction with the interviewer being otherwise occupied with other things.
- Rushing through the process capturing or recording only the first impressions or responses that seem to be created on-the-fly.
- Leaving an interviewee’s “top three” topic area prematurely. Nine times out of ten they will circle back to share what’s most important.
- Cutting off the discussion pre-maturely.
- Showing any appearance of being rushed for time.

## References:

- Floyd Fowler. *Survey Research Methods* (Sage Publications, Beverly Hills, CA, 1984)
- Patricia Labaw. *Advanced Questionnaire Design* (Abt Books, Cambridge, MA, 1980)
- *Advanced Skills Course – GroupSystems Workgroup Edition. Lesson Seven: Surveys* (GroupSystems Corporation, Tucson, AZ, 1999)

# Probing or Follow-Up Questions

Tab F

## Probing questions or follow-up questions

Conducting an interview is as much an art as it is a science.

One of your goals is to ask questions in such a way as to discover the rationale that is behind the participant's answer(s). You must do this without leading the interviewee to any conclusion other than his or hers own.

Another goal is to uncover the cause-and-effect and/or the interrelationships between ideas.

Here are some commonly used questions that can help you uncover such insights:

Please tell me more.

Use this technique when you sense there's more to be told.

What exactly do you mean by \_\_\_\_\_?

Use this to gain an increased understanding to any subject where there's even a hint of confusion or doubt.

What led you to that conclusion?

Self-explanatory.

Why do you think that's so?

Well crafted words to use when you may not follow the logic of a remark.

And the root cause of this is \_\_\_\_\_?

A good question to use to establish cause-and-effect.

I'm not exactly sure I understand. Can you give me an example?

Self-explanatory.

Do you think this is a trend or a single data point?

A good question to use when anecdotal evidence has been offered and you'd like another example or two to confirm the observation or conclusion.

Have you discussed this with your peers?

Use this question to seek out what's common wisdom or the general thinking on the street.

And ...

When used with a "pregnant pause" the work "and" is a powerful technique to encourage the interviewee to say more.

Actual Copies of  
“Questionnaire and  
Interview Guide”

Tab G

# **Defense Acquisition Performance Assessment Project**

## **Questionnaire & Interview Guide**

The rights to this questionnaire belong exclusively to the United States Department of Defense. Reproduction or use of this questionnaire in its entirety or in part by any persons other than those authorized by the Department of Defense without written permission is prohibited.

## Questionnaire & Interview Guide

---

Purpose: In a memorandum dated June 7, 2005 (Subject: Acquisition Action Plan), the Acting Deputy Secretary of Defense “authorized an integrated assessment to consider every aspect of acquisition, including requirements, organization, legal foundations ... decision methodology, oversight, checks and balances [and] every aspect” related to defense acquisition performance. “The output of this effort ... will be a recommended acquisition structure and processes with clear alignment of responsibility, authority and accountability.”

Strategic Approach: This assessment will be done in three phases:

1. A complete review of the literature is on-going by Monitor Group (affiliated with the Harvard Business School). They will catalog all major past acquisition reform studies and initiatives, review the work by the Department of Defense (DoD), Government Accounting Office (GAO), Congressional Budget Office (CBO), etc. They will summarize lessons learned and report to the Deputy Secretary their recommendations.
2. In parallel will be a government-led effort focused on face-to-face interviews and analysis. Completing this questionnaire represents the first part of the interview process. Questionnaires and interviews will be conducted with government and industry acquisition officials, government and industry program managers, trade associations and labor unions.
3. An implementation plan will be crafted from the findings and recommendations developed from the literature search and interviews. Recommendations will be vetted through a Service Acquisition Executive Working Group (SAEWG) and several working panels before the implementation plan is final.

What We Need From You:

1. Please complete this questionnaire before you meet face-to-face with the interview team.
2. After you have completed this questionnaire, make a copy for yourself and please treat this document and your copy as “for official use only” material. Please give the original document to the interviewer for interview facilitation and analysis.
3. Individual responses will be held in the strictest confidence and will not be attributed to you or your organization. The final report will be presented as a summary of all the interviews. Demographic information will be collected but only to assist with the data analysis.
4. An interview team will meet with you soon after you’ve completed this questionnaire. They will focus primarily on what you – based on your experience – identify as the most important changes or enhancements to the acquisition community’s organization and processes.
5. This is not an assessment of your individual program, responsibilities, or job. We are looking for ways to improve the overall acquisition organizational structure and processes. This is your opportunity to identify areas that need to be improved and also share your ideas on how best to improve them.

**DAPA Questionnaire & Interview Guide (Survey Control No# \_\_\_\_\_)**

**Participant Instructions**

This questionnaire takes between 60 - 90 minutes to complete. Please answer the close-ended / multiple choice questions to the best of your ability. Skip questions that are not applicable. Take notes on the open-ended / essay questions in the space provided. Responses will not be attributed to you or to your organization; so speak freely.

**SECTION I: YOUR ASSESSMENT OF WHERE TO FOCUS**

**1. Of the 12 Study Areas – derived from Mr. England’s memo and listed below -- please identify, in rank order the top three, areas to reflect where you believe restructuring/changing would have the most positive influence on the overall acquisition process?**

The Study Areas (definitions used for this effort are as noted in parentheses).

- Organization (The charters of and relationships between various organizations that have some role in acquisition of weapon systems within DoD)
- Regulatory Policy / Legislative Impacts (The collection of statutes and regulations applicable to the acquisition of weapon systems)
- DoD-Industry Relationship (The rules that govern the relationship (including decision rights) between DoD and Industry on a weapon system acquisition program)
- Acquisition Program Management (The empowerment provided the program manager in acquisitions and the relationship of the program manager to other elements of DoD)
- Requirements Management (All of the events, and the sequence in which they emerge, that make up the establishment of an understandable operational need that will drive the development of capabilities)
- Acquisition Strategy Development (The thinking through of the key issues, events and activities, including pre-solicitation, associated with plan of action to acquire a new capability or modernize an old capability for each phase of weapon system development)
- Pre-Acquisition Planning (The activities and events associated with implementing the Acquisition Strategy starting with Concept Refinement through Technology Development includes program management, contracting, and technical activities)
- Acquisition Planning Processes (The activities and events associated with implementing the Acquisition Strategy starting with System Development through Production and Deployment includes program management, contracting, and technical activities)
- Program Manager Training and Certification Processes (The specifications, processes and standards used to train and certify program managers and acquisition professionals in DoD)
- Oversight (Checks and Balances) (System of checks and balances within DoD, and between DoD, Industry and Congress to ensure that acquisition activities are

## Questionnaire & Interview Guide

---

being conducted to achieve overall program objectives in an ethical and compliant manner)

- [ ] Decision Making (The partitioning of decision rights and transfer of specific knowledge within DoD to ensure high quality decisions are made)
- [ ] Organization Responsibility, Authority, Accountability (The control systems that align and enforce responsibility, authority and accountability at the individual and organizational levels within DoD)

### 2. With regards to question #1, why did you make the rankings you did?

Record your rationale / notes here. We will explore this question further during your interview.

**SECTION II: OTHER CONSIDERATIONS**

3. Are there Study Areas not listed in question #1 that should be addressed?

Record your rationale / notes here. We will explore this question further during your interview.

3A. In your view, what are the top three specific problems with DoD's acquisition system and performance that, if corrected/addressed, would result in a significant improvement?

Record your rationale / notes here. We will explore this question further during your interview.

3B. Recent reporting (GAO is one example) suggests significant program cost growth (50% average program unit cost growth) and schedule extensions (20% average schedule increase to nearly 15 years). Why do you think this is?

Record your rationale / notes here. We will explore this question further during your interview.

4. Do you believe there are factors within the DoD processes / systems that are beyond DoD's control that drive or constrain DoD's ability to execute acquisition programs? If so, what are they?

Record your rationale / notes here. We will explore this question further during your interview.

---

**SECTION III: YOUR ASSESSMENT OF VARIOUS ACQUISITION STUDY AREAS**

For each statement in this section (# 5 – 72), circle the best response.

Note: Values range from Strongly Agree (SA = 7) to Strongly Disagree (SD = 1) or Not Applicable (NA) = 0

Therefore a “4” would be Neither Agree nor Disagree or Neutral

5. An effective and well-defined acquisition structure/organization exists.

SA = 7 --- 6 --- 5 --- 4 --- 3 --- 2 --- 1 = SD 0 = NA

6. Program Managers have appropriate levels of responsibility, authority and accountability.

SA = 7 --- 6 --- 5 --- 4 --- 3 --- 2 --- 1 = SD 0 = NA

7. Acquisition workforce career development meets present and future requirements.

SA = 7 --- 6 --- 5 --- 4 --- 3 --- 2 --- 1 = SD 0 = NA

8. Regulatory policy hinders efficient program execution.

SA = 7 --- 6 --- 5 --- 4 --- 3 --- 2 --- 1 = SD 0 = NA

9. Legislative changes (e.g., in program funding or order quantities) greatly impact program execution.

SA = 7 --- 6 --- 5 --- 4 --- 3 --- 2 --- 1 = SD 0 = NA

10. Internal (including “informal”) DoD/Service policy and guidance hinders efficient program execution.

SA = 7 --- 6 --- 5 --- 4 --- 3 --- 2 --- 1 = SD 0 = NA

11. The current legislative basis (e.g., Goldwater-Nichols and subsequent legislation) is adequate for effective defense acquisition.

SA = 7 --- 6 --- 5 --- 4 --- 3 --- 2 --- 1 = SD 0 = NA

12. The current legislative basis (e.g., Goldwater-Nichols and subsequent legislation) actually hampers effective defense acquisition.

SA = 7 --- 6 --- 5 --- 4 --- 3 --- 2 --- 1 = SD 0 = NA

13. Current legislative and regulatory requirements governing profit fail to create the right performance incentives for industry.

SA = 7 --- 6 --- 5 --- 4 --- 3 --- 2 --- 1 = SD 0 = NA

14. Current legislative and regulatory requirements governing profit ensue the best value and outcomes for the taxpayer.

SA = 7 --- 6 --- 5 --- 4 --- 3 --- 2 --- 1 = SD 0 = NA

15. Socio-economic legislation (e.g., Buy-America, Small Business) enhances program execution.

SA = 7 --- 6 --- 5 --- 4 --- 3 --- 2 --- 1 = SD 0 = NA

16. The DoD Acquisition Program Management policies and guidelines are clear, consistent, and if followed provide a solid foundation for successful program execution.

SA = 7 --- 6 --- 5 --- 4 --- 3 --- 2 --- 1 = SD 0 = NA

17. The DoD Acquisition Program Management policies are difficult to implement.

SA = 7 --- 6 --- 5 --- 4 --- 3 --- 2 --- 1 = SD 0 = NA

18. An effective and well-defined requirements management process exists.

SA = 7 --- 6 --- 5 --- 4 --- 3 --- 2 --- 1 = SD 0 = NA

19. The Requirements Management Process is consistently implemented.

SA = 7 --- 6 --- 5 --- 4 --- 3 --- 2 --- 1 = SD 0 = NA

20. The requirements are well defined, communicated, and understood at program initiation.

SA = 7 --- 6 --- 5 --- 4 --- 3 --- 2 --- 1 = SD 0 = NA

21. Changes in requirements do not usually adversely impact programs.

SA = 7 --- 6 --- 5 --- 4 --- 3 --- 2 --- 1 = SD 0 = NA

22. Changes to requirements are mostly driven by advances in technology after contract award.

SA = 7 --- 6 --- 5 --- 4 --- 3 --- 2 --- 1 = SD 0 = NA

23. Changes to requirements are mostly driven by changes in the threat.

SA = 7 --- 6 --- 5 --- 4 --- 3 --- 2 --- 1 = SD 0 = NA

24. Changes to requirements are mostly driven by budget or other funding issues.

SA = 7 --- 6 --- 5 --- 4 --- 3 --- 2 --- 1 = SD 0 = NA

25. The current Requirements Management Process impedes efficient program execution.

SA = 7 --- 6 --- 5 --- 4 --- 3 --- 2 --- 1 = SD 0 = NA

26. The "stakeholders," and their roles, in the requirements process are well understood by all.

SA = 7 --- 6 --- 5 --- 4 --- 3 --- 2 --- 1 = SD 0 = NA

27. The time it takes to generate and validate requirements is too long given the need to deliver results more quickly in today's environment.

SA = 7 --- 6 --- 5 --- 4 --- 3 --- 2 --- 1 = SD 0 = NA

28. There is an effective linkage between the requirements and acquisition management processes.

SA = 7 --- 6 --- 5 --- 4 --- 3 --- 2 --- 1 = SD 0 = NA

29. There is sufficient training for personnel involved in the requirements process.

SA = 7 --- 6 --- 5 --- 4 --- 3 --- 2 --- 1 = SD 0 = NA

30. Industry is not involved enough in the Requirements Process.

SA = 7 --- 6 --- 5 --- 4 --- 3 --- 2 --- 1 = SD 0 = NA

31. Industry's involvement in Acquisition Strategy development is about right.

SA = 7 --- 6 --- 5 --- 4 --- 3 --- 2 --- 1 = SD 0 = NA

**Questionnaire & Interview Guide**

---

32. Industry's participation in Pre-Acquisition Planning is what it should be.

SA = 7 --- 6 --- 5 --- 4 --- 3 --- 2 --- 1 = SD 0 = NA

33. Industry's role in the Acquisition Planning Process is not what it should be.

SA = 7 --- 6 --- 5 --- 4 --- 3 --- 2 --- 1 = SD 0 = NA

34. Primary and secondary subcontractors are involved at the appropriate level in all phases of the acquisition process.

SA = 7 --- 6 --- 5 --- 4 --- 3 --- 2 --- 1 = SD 0 = NA

35. The current relationship between DoD and Industry in acquisitions does not reflect an appropriate balance of risk and reward.

SA = 7 --- 6 --- 5 --- 4 --- 3 --- 2 --- 1 = SD 0 = NA

36. DoD has shifted (delegated) too much program management authority to industry for most effective program execution.

SA = 7 --- 6 --- 5 --- 4 --- 3 --- 2 --- 1 = SD 0 = NA

37. There is not enough clarity as to where program management responsibility lies between DoD and Industry.

SA = 7 --- 6 --- 5 --- 4 --- 3 --- 2 --- 1 = SD 0 = NA

38. Acquisition Strategy development is consistently well done.

SA = 7 --- 6 --- 5 --- 4 --- 3 --- 2 --- 1 = SD 0 = NA

39. Our Source Selection processes give us Best Value results.

SA = 7 --- 6 --- 5 --- 4 --- 3 --- 2 --- 1 = SD 0 = NA

40. The Acquisition Planning Process is well documented.

SA = 7 --- 6 --- 5 --- 4 --- 3 --- 2 --- 1 = SD 0 = NA

41. The Acquisition Planning Process is easy to implement.

SA = 7 --- 6 --- 5 --- 4 --- 3 --- 2 --- 1 = SD 0 = NA

42. The Acquisition Planning Process is not implemented consistently.

SA = 7 --- 6 --- 5 --- 4 --- 3 --- 2 --- 1 = SD 0 = NA

43. Acquisition workforce (e.g., Program Management, Engineering, Test & Evaluation, Contracts, etc.) training and certification are adequate.

SA = 7 --- 6 --- 5 --- 4 --- 3 --- 2 --- 1 = SD 0 = NA

44. Based on your experience, program managers for the government and the contractor are not usually evenly matched in management experience, management skills and technical competence.

SA = 7 --- 6 --- 5 --- 4 --- 3 --- 2 --- 1 = SD 0 = NA

45. DoD has enough trained and qualified personnel.

SA = 7 --- 6 --- 5 --- 4 --- 3 --- 2 --- 1 = SD 0 = NA

46. Industry does not have enough trained and qualified personnel.

SA = 7 --- 6 --- 5 --- 4 --- 3 --- 2 --- 1 = SD 0 = NA

---

**Questionnaire & Interview Guide**

---

**SECTION IV: CLEAN-SHEET-OF-PAPER REDESIGN AND WRAP-UP**

73. If you had a "clean sheet of paper" what three changes would you make to restructure the acquisition process?

Record your rationale / notes here. We will explore this question further during your interview.