

PROGRAM MANAGER'S ASSISTANCE GROUP

NAVY OIPT/WIPT PROCESS REVIEW



16 MAY, 1996

PRESENTED TO

MR. JOHN DOUGLASS

**Assistant Secretary of the Navy
(Research, Development, and Acquisition)**

OVERVIEW

- The task
- Our approach
- The bottom line
- The OIPT/WIPT Process
- Some observations
- Recommendations

THE TASK

- Determine whether Navy OIPT/WIPT process is achieving DoD policy objectives.
- Recommend ways of improving the OIPT/WIPT process.

THE PMAG GROUP

- Dave Bennet -- Dynamic Systems
- Tony DiTrapani -- CNA
- Captain Charlie Hamilton -- OSD(S&TS)
- Captain Gary Nelson -- PMS406
- Mike Safina -- NAVSEA 91AR

OUR APPROACH

- Read DoD and Navy directives, guidance, and studies.
- Interviewed OIPT/WIPT process participants.
- Attended IPT meetings.
- Organized and analyzed the interview results.
- Report out.

INTERVIEWS

- The Group met with the following members of OSD, DoN, PEOs, Program Managers and their staffs:

OSD Staff

Irv Blickstein	API
Donna Richbourg	AR
Col Everett Hawthorne	S&TS
Col Rick Engel	AR
Tom Gibson	PA&E
Lee Frame	DOT&E
Paris Genalis	ST&S
Ron Garant	C
John Burt	DTSE&E

OASN(RDA)

Bill Schaefer	DASN (Air)
Mike Hammes	DASN(Ships)

OPNAV

Capt Dave Meier	N85A
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Program Executive Office

John Kuesters	SC(Deputy)
Bill Stussie	T(Deputy)
Dan Czelusniak	A
RADM Robinson	CLA
Janie Nodeen	SUB(Dep Asst/Acq)

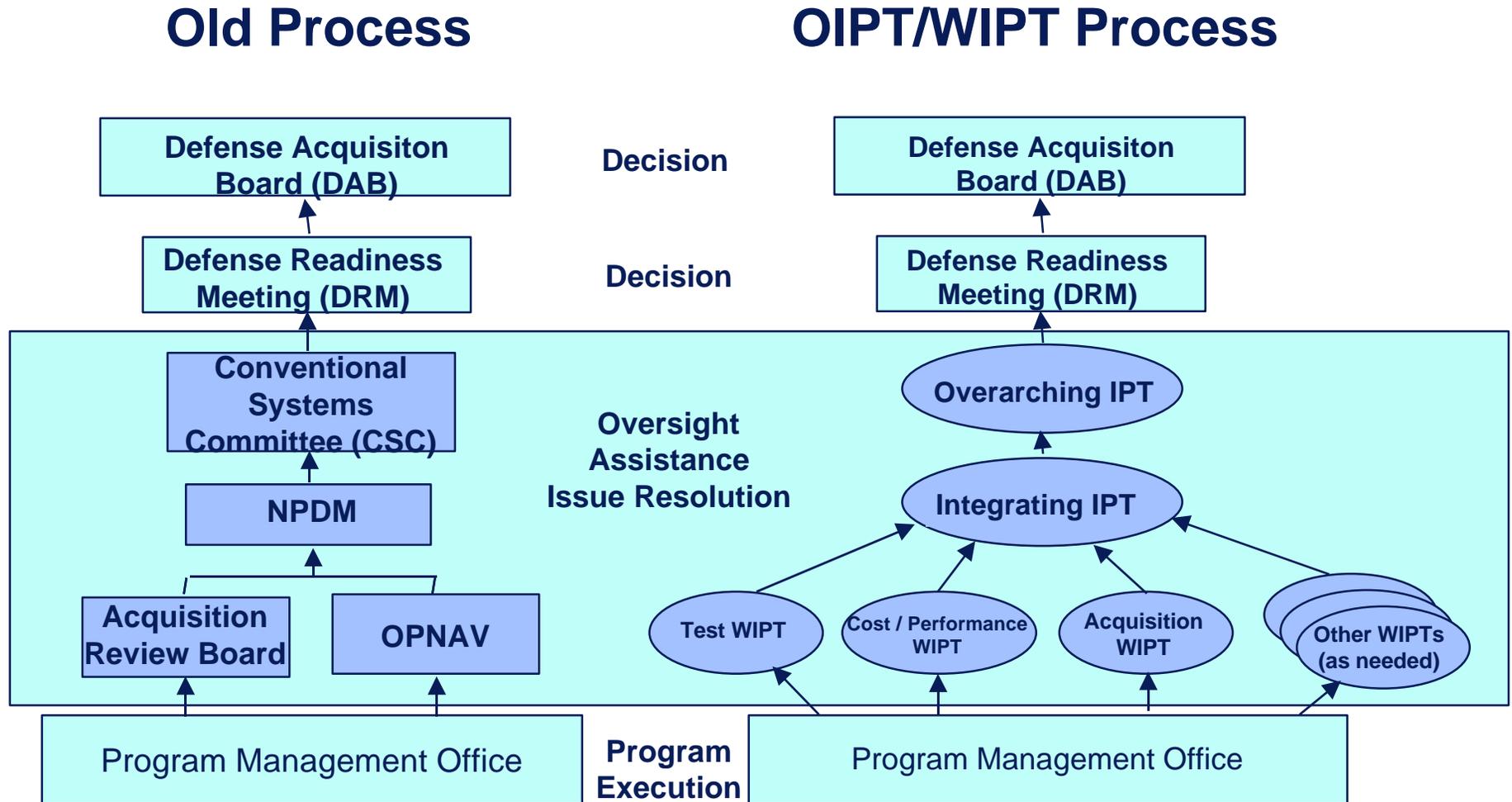
Program Managers

Captain Dave Burgess	PMS450 NSSN
Captain Mo Gauthier	PMS317 LPD-17
Capt Dennis Mahoney	PMS400R SC-21
Willie Smith	PMA 265F1 F/A-18E/F
Capt Tom McKenzie	PMA259 AIM-9X
Keith Sanders	PMA201B JSOW
Captain Steve Fahrenkrog	PMA276 AH/UH
Col Bob Garner	PMA275 V-22

THE BOTTOM LINE

- The OIPT/WIPT process is working better than the old process.
- And the learning curve is positive.
- We are not there yet!

COMPARISON OF OLD AND NEW PROCESSES



OIPT/WIPT PURPOSE

OIPT

Provide oversight and review of programs progressing through the acquisition cycle.

OSD Lead. Responsibilities:

- Resolving issues
- Elevating unresolved issues to higher levels
- Guiding program structure and documentation
- Planning
- Providing strategic guidance

IIPT

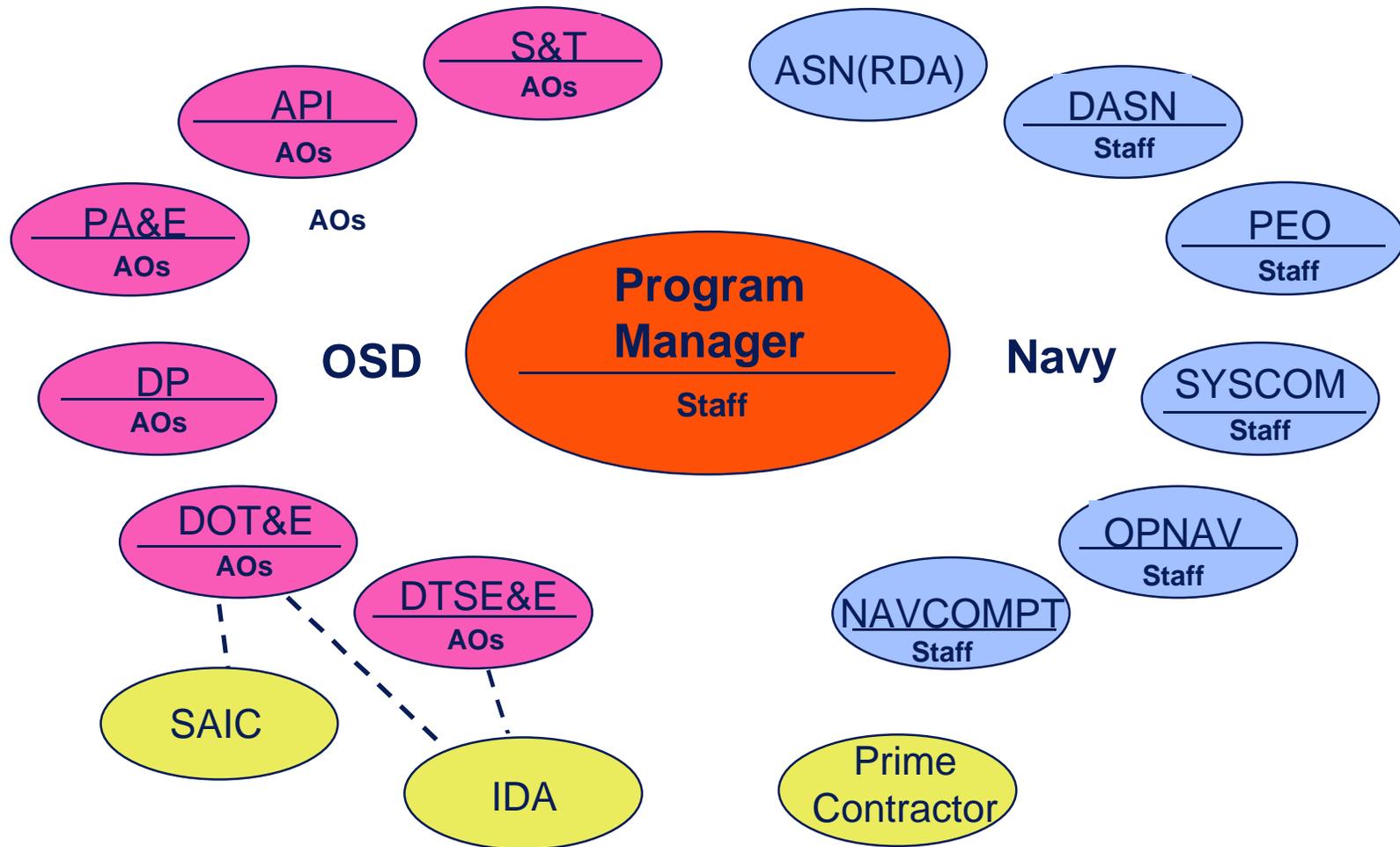
- **OSD Lead**
- Resolve issues not addressed by WIPTs
- Coordinate activities of WIPTs
- Assist PM in establishing WIPT structure to propose to OIPT
- Cover all topics not otherwise assigned to another IPT

WIPT

Provide advice and support to the PM, facilitate communications at all levels of acquisition oversight, and build trust among participants in the acquisition process. **PM Lead.** Responsibilities:

- Developing acquisition strategies
- Preparing cost estimates
- Evaluating alternatives
- Guiding development of logistic management
- Performing cost-performance tradeoffs
- Planning program structure and documentation
- Resolving issues

THE PROGRAM MANAGER'S ROLE



“RINGMASTER WITH MANY CUSTOMERS!!”

Observations

MEETING MECHANICS

- Charter, agendas, minutes, process facilitation, etc. dependent on team leader.
- “Inclusive” requirement makes team dynamics difficult.
- Team members have different levels of empowerment.
- Information Technology is critical to success.
- The WIPT is neither a meeting nor a team, but somewhere in between.

WIDE RANGE OF MEETING EFFECTIVENESS

Observations

COMMUNICATION AND NETWORKING

- New process very sensitive to communication quality.
- It is dependent on individual personalities and attitudes.
- Formal issue resolution process can work well.
- Informal process can also work well.
- Non-players cause frustration with the process.
- “Open Kimono” may have a high payoff but can be risky.
- Better overall communication within and across organizational boundaries.

Observations

STRUCTURE AND ORGANIZATION

- Workload heavier for all organizations.
- Personnel operate within two decision structures.
 - Hierarchical and Team
 - Each requires different processes and behaviors.
- OIPT/WIPT used for other than milestone preparation.
- Issues can be raised through the DAES and/or the OIPT/WIPT process.
- PM can get ahead of service position.

“CULTURE CHANGE TAKES TIME!!”

Observations

“NEW PROCESS” CHARACTERISTICS

- Many issues are identified and resolved earlier.
- Decision makers better informed.
- Some OSD staff offices very supportive.
- Enhanced participant ownership.
- Significantly fewer DABs.
- People learning how to make the process work.

Observations

UNINTENDED CONSEQUENCES

- Accelerated staff development by exposure to wider range of problems and disciplines.
- PMs/PEOs gaining lessons learned from other programs via OSD and ASN.
- IIPT/WIPTS are a forcing function for networking.

THE BOTTOM LINE (revisited)

- The OIPT/WIPT process is working better than the old process.
- And the learning curve is positive.

HOWEVER?

- There are some issues that need to be addressed.
- There are Navy actions that will provide quick payoff.

SELF-ASSESSMENT of interviewees

- Question, “On a scale of 1 to 10, (where 5 represents the old process) how is the process working now?”

<u>Average</u>	<u>OSD</u>	<u>PEOs/PMs</u>	<u>High</u>	<u>Low</u>	(13 responses)
6.88	6.33	7.36	8	5	

- “On a scale of 1 to 10, where is the process going?”

<u>Average</u>	<u>OSD</u>	<u>PEOs/PMs</u>	<u>High</u>	<u>Low</u>	(10 responses)
8.15	7.5	9.13	10	6	

- The PMAG agrees with the above estimates.

ISSUES

- Lack of training at all levels:
 - PMs, OSD/ASN action officers, resource sponsors.
 - Meeting mechanics, conflict management etc.
- OSD Comptroller et. al. IPT participation:
 - Manpower limited
 - goal differences
- Variable levels of empowerment.
- Use of IPTs for non-milestone related issues (PPBS, PBDs, QFRs, Congressional responses
- Potential disenfranchisement of some participants.

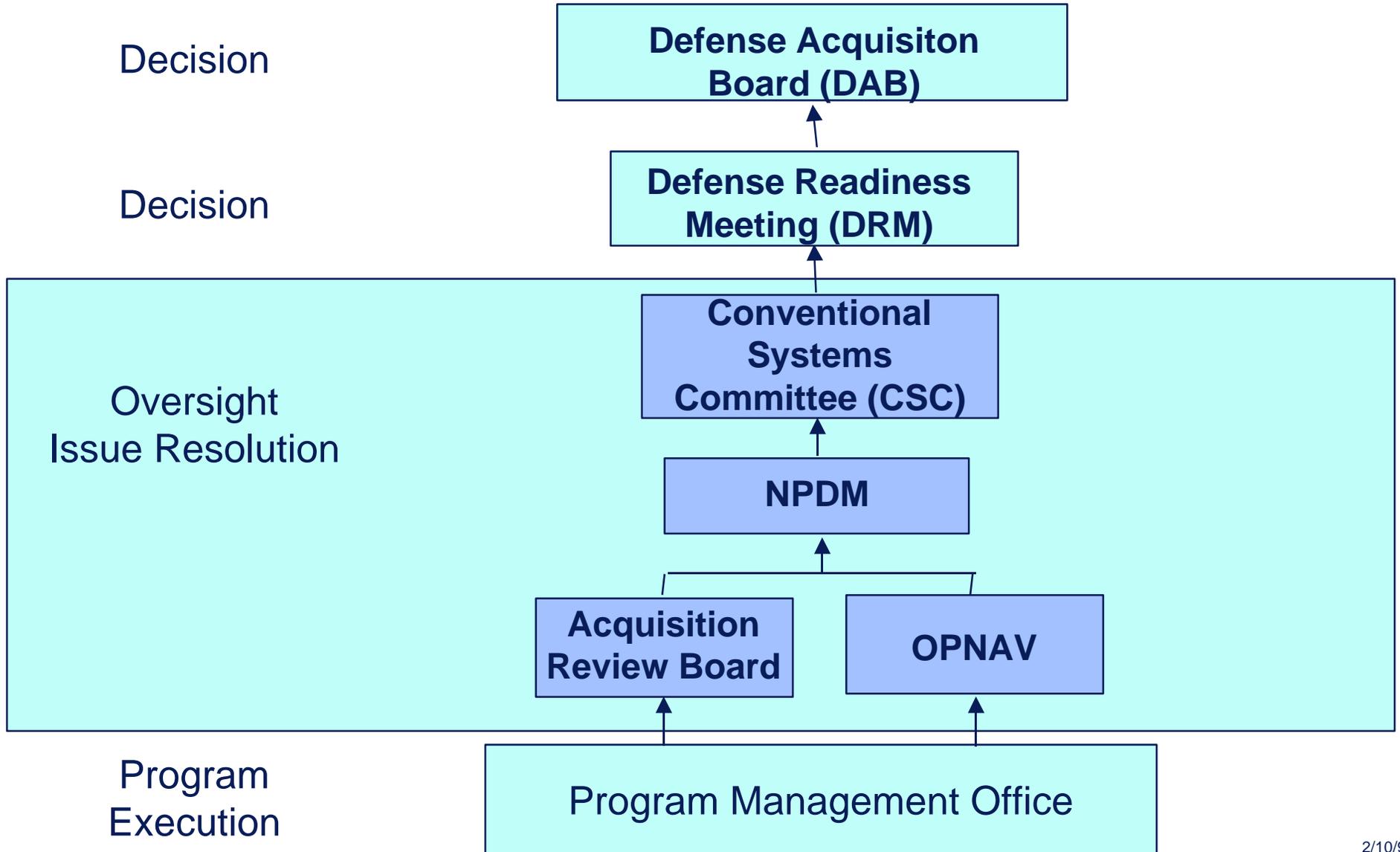
ISSUES (Continued)

- Progress slowed down due to:
 - Manpower & qualification problems.
 - Unclear expectations of Navy seniors.
 - Lack of process metrics.
 - Need for Navy “Best Practices” for team management.
 - Goal incongruence of some participants.
- Lack of ASN/OPNAV electronic connectivity.
- Navy PM attitudes toward IPT process:
 - Skeptics and proponents.
 - Highly dependent upon program situation and personality of the Program Manager.

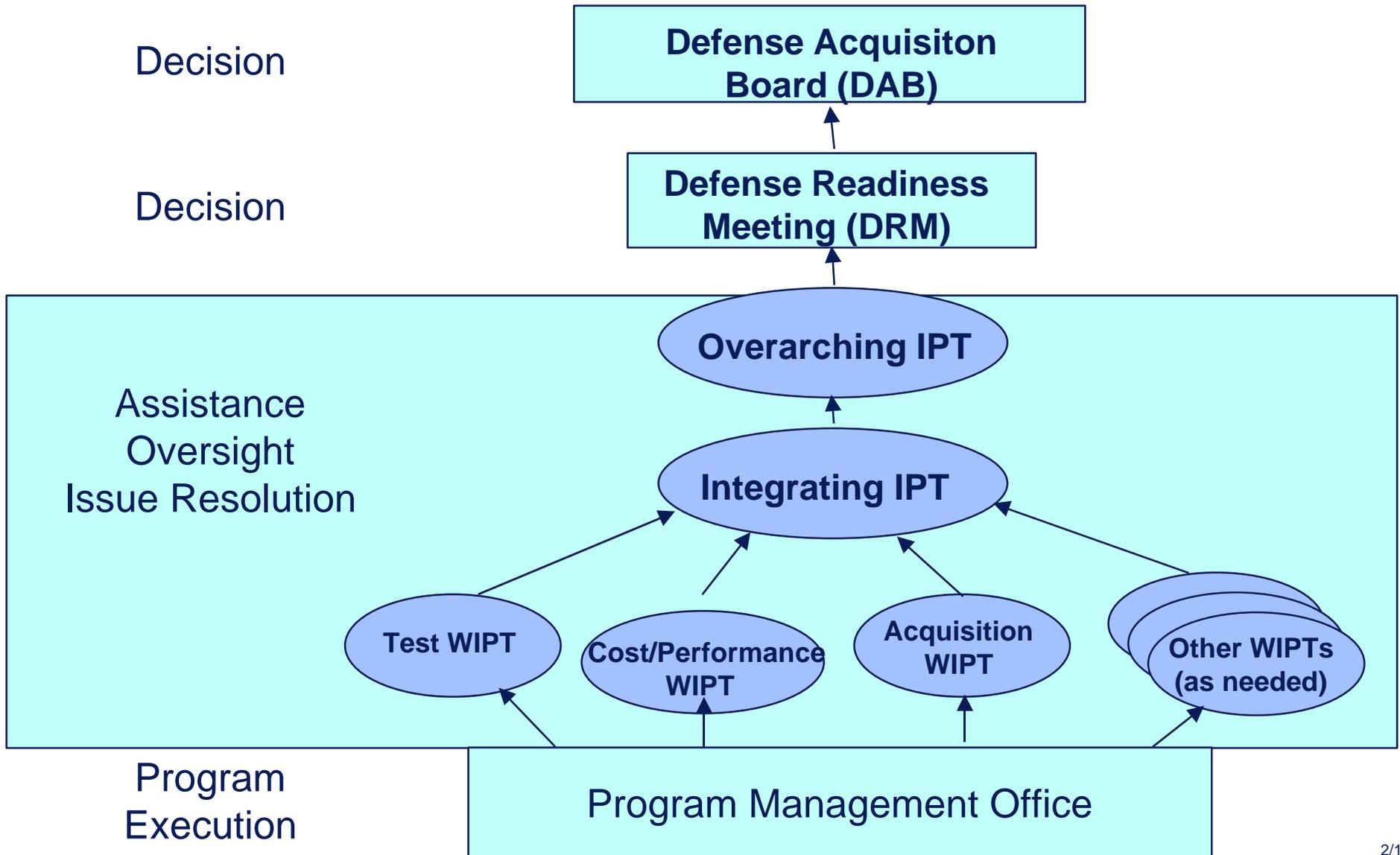
RECOMMENDATIONS

- Navy PMs hold their own IPT workshop.
- Correct ASN/OPNAV IT connectivity problems.
- Clarify ASN(RDA) expectations.
- Prepare and disseminate best practices and lessons learned.
- Influence changes in other organizations (OSD, OPNAV, NAVCOMPT, etc.)
- Strengthen infrastructure support for the process.

The Old Process



THE NEW PROCESS



REFERENCES

Policies and Guidance

- DoDD 5000.1 and DoD 5000.2-R
- OIPT - WIPT Information Guide (Road Map)
- DoD IPPD Guide
- F/A-18 Program Team Program Operating guide
- Overarching IPT Training Video

Studies and Reports

- IPT Customer survey
- Cycle Time Survey
- CNA Industry IPT Survey
- OIPT -WIPT Process: A Status Report
- DoN Acquisition Reform Success Stories

UNINTENDED CONSEQUENCES (Detail)

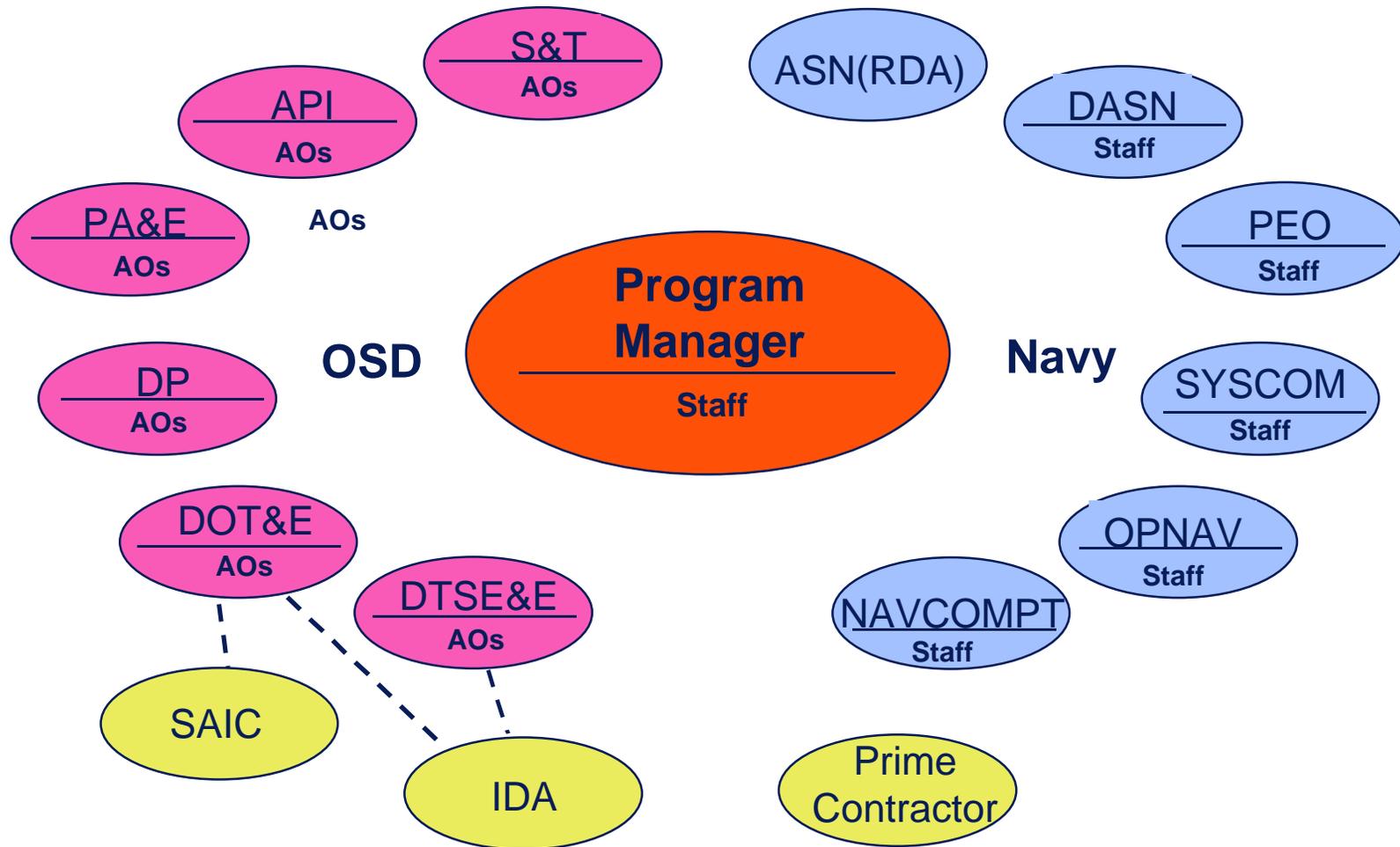
1. Compromise solutions may result.
2. Key contacts and network expansion for other issues and problem solving via hierarchical chain.
3. People development in the areas of teamwork and networking, which should improve performance in the future as technology advances and teams are used more.
4. Encourages a systems view of individual jobs and responsibilities.
5. Gives visibility to system breakdowns and past problems, e.g., AO to Principal lack of communication.
6. Opportunity to strategize and work the system in a planned way.
7. Young programs may be stressed more due to lack of resources and the need to get up on the learning curve.
8. Process sensitivity to trust and consistency.
9. Potential for helping stabilize the programs.
10. Process “peer pressure” may cause alignment and culture change.
11. OSD action officers may get trained faster and better.
12. All organizations will learn more about acquisition and other disciplines.
13. More pressure on all concerned to do their jobs. Harder to hide problems.
14. Increasing DASN workload may leave less time for less-than-ACAT IC and below programs.
15. The old hierarchical structure may have to change to match the new system.
16. More personality dependent than envisioned.
17. Accelerated staff development stimulated by improvement and exposure to wide variety of opinions and disciplines should improve future performance.
18. Inherent network for lessons learned.

Approach

PROGRAMS AND MILESTONE STATUS

Program	Program Manager	Code	MS0	MSI	MSII	MSIII
NAVSEA						
LPD-17	Capt Mo Gauthier	FMS317			X	
NSSN	Capt Dave Burgess	FMS450				X
SG21	Capt Denny Mahoney	FMS400R		X		
NAVAR						
F/A-18E/F	Capt Bill Shepherd	PMA265				X
V-22	Col Bob Garber	PMA275				X
AIM-9X	Capt Tom McKenzie	PMA259			X	
AH-1H	Capt Steve Fahrenkrog	PMA276				X
JSOW	Capt John Chenevey	PMA201				

THE PROGRAM MANAGER'S JOB



Keep the above organizations happy and “produce a product!!”