IT Acquisition Advisory Council (IT-AAC)

Roadmap for Sustainable Defense IT Acquisition Reform 2.0
An update to the 2009 IT-AAC Wynne Report to Congress

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Honorable Jack Gansler PhD, former DUSD, ATL, UofMD
Honorable Dov Zakheim, former DUSD, Comptroller
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ADM Dave Oliver, former EADS COO
LtGen Bill Campbell, former Army CIO
LtGen Ted Bowlds USAF Ret, former AF ESC Commander
LtGen Rhett Hernandez, former Army ARCYBER Commander
LtGen Trey Obering, former Director, Missile Defense Agency
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Think Tank Purpose
Reforming Federal IT Acquisition

To provide the Leadership in Congress, White House and Executive Branch with an elastic public/private conduit to commercial IT standards of practice, innovations, and lessons learned emanating from $3.8 Trillion Global IT Market.

IT-AAC’s Public Service Partners can provide DoD PMs;

◆ Agile Acquisition Frameworks – fully operational suite already vetted by BTA and AF, tuned for the fast paced IT Market, and conform to the rule of law; CCA, NDAA Section 804 and FITARA

◆ Risk Management Framework – directed towards COTS integration and Cloud solutions that advances the state of the practice around software quality, IT security and risk based decision analytics.

◆ Technology Clearinghouse – that transparently exposes emerging IT standards of practice, commercial innovations, and lessons learned outside the confines of the Defense Industrial Complex

◆ IT Acquisition Training and Mentoring – access to Just-in-Time SMEs already embraced by DAU needed to close the knowledge and experience gaps

"You can’t solve today’s problems with the same thinking that got you there” Albert Einstein
## Standards of Practice & Innovation Research

derived from a $3.8T Global IT Market

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IT-AAC Summary Recommendations for Sustainable Defense IT Acquisition Reform 2.0

☑ Re-Enforce Rule of Law: new laws may not be needed if congress directs DOD to implement; Clinger Cohen Act, NDAA Sec804, OMB 25 Point Plan & Key Provisions in FITARA. GAO oversight may be needed.

☑ Clarify Lines of Authority: Realign DoD CIO and CMO functions as suggested in NDAA Sec 901, align accountability and incentives that drive mission outcomes vs compliance.

☑ Agile IT Acquisition: Adopt a suite of existing agile frameworks (vs modification of DoD5000 processes) that has already proven to meet challenges of the fast paced IT market (ie, AF ASAP, BTA’s Capability Assessment Framework, Acquisition Assurance Method)

☑ Innovation Barriers: Re-establish Technology Clearinghouse chartered by OSD in 2000 and redirected in 2007 NDAA that exposes emerging commercial innovations, implementation best practices and lessons learned (CCA directives)

☑ Acquisition Workforce: Train, mentor and equip IT Acquisition Workforce leveraging resources of public/private partnerships, think tanks and NGOs with proven access to commercial best practices. Fund IT-AAC MOU with DAU to establish IT Acquisition Training curriculum.

“There is a lot of talk about agility, speed, acq reform, etc, but, in general, no one seems to be willing to take the actions needed. They would rather just talk about it. When you look at the chart that shows the DoD acquisition model (you know the one I'm talking about that looks so byzantine), every would agree that it doesn't make sense. And from the point of SEI or IT-AAC, even if we have built a better mousetrap, it won't matter if no one listens. Right now, I see DoD increasingly moving away from good practices, to just giving up.” — Former DOD 3 Star Acquisition Exec on DOD’s struggle with IT Acquisition Reforms

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DAU Body of Evidence
Defense IT Acquisition Ecosystem is Broken

Acquisition
• Long acquisition cycle-times
• Successive layers … built over years
• Limited flexibility and agility
• Risk Management is Deficient

Requirements
• Understanding and prioritizing requirements
• Ineffective role and communications in acquisitions

Test/Evaluation
• Testing is integrated too late and serially
• Lack of automated testing

Funding & Governance
• Program-centric, not capability-centric
• Overlapping decision layers (e.g., multiple review processes)
• Lack of customer-driven metrics
• Funding inflexibility & negative incentives

“The inability to effectively acquire information technology systems is critical to national security. Thus, the many challenges surrounding information technology must be addressed if DOD is to remain a military leader in the future. The development of a new acquisition process, coupled with clear roles and responsibilities of key decision makers, and an experienced leadership and workforce, are important elements of the solution.” Defense Science Board Report to Congress
OMB’s View of Federal IT
not getting promised value of commercial IT!

MEMORANDUM FOR THE HEADS OF EXECUTIVE DEPARTMENTS AND AGENCIES

FROM:
Peter R. Orszag
Director, Office of Management and Budget
Rafael Emanuel
Chief of Staff

SUBJECT: Reforming the Federal Government’s Efforts to Manage Information Technology Projects

Information technology (IT) has transformed how the private sector operates and revolutionized the efficiency, convenience, and effectiveness with which it serves its customers. The Federal Government has not taken full advantage of this transformation due to poor management of its technology investments. Too many Government IT projects cost hundreds of millions of dollars more than they should, take years longer than necessary to deploy, and deliver technologies that are obsolete by the time they are completed.

This Administration has begun to address these problems, and our early efforts—such as the IT Dashboard—are off to a good start. However, more remains to be done. The Administration is committed to fundamentally reforming the way the Federal Government manages IT projects so that we can lower costs and improve government performance. Accordingly, we direct the following actions:

• First, effective immediately, the Federal Chief Information Officer (CIO) will undertake detailed reviews of the highest-risk IT projects across the Federal Government. Agencies will be required to present improvement plans to the CIO for projects that are behind schedule or over budget. Where serious problems are identified and cannot be corrected, further actions should be taken, including potential adjustments to Fiscal Year 2012 agency budgets. Within 30 days, the CIO shall issue guidance on how this review process will be conducted.

• Second, concurrent with this memorandum, the Director of the Office of Management and Budget (OMB) is directing executive departments and agencies to refrain from awarding new task orders or contracts for financial system modernization projects—an area of persistent problems—pending review and approval by OMB. This guidance specifies the timing and parameters of the review process, including specific rules designed to significantly reduce the size, cost, and complexity of financial system modernization projects.
Review of Defense IT Programs that fully complied with DoD’s acquisition and oversight processes, yet achieved unacceptable outcomes;

- Only 16% of IT projects are completed on time and on budget *
- 31% are cancelled before completion.
- The remaining 53% are late and over budget, with the typical cost growth exceeding the original budget more than 89%.

* Of the IT projects that are completed, the final product contains only 61% of the originally specified features.

As was pointed out in testimony before the Panel, the traditional defense acquisition process is “ill-suited for information technology systems. Phase A is intended to mature technology; yet information technologies are now largely matured in the commercial sector”. Weapon system acquisition processes are often applied to IT systems acquisition, without addressing unique aspects of IT. “the weapon systems acquisition process is optimized to manage production risk and does not really fit information technology acquisition that does not lead to significant production quantities.”

Defense Acquisition Panel, HASC
Congressional IT Acquisition Reforms: Good Laws, poor execution

Clinger Cohen Act of 1996 Required Agencies to:
(1) Streamline the IT Acquisition Process
(2) Change business processes (BPR), not COTS
(3) Favor COTS/OSS over custom development.
(4) Build business case and acquire based objective assessment criteria
(5) Use architecture for driving investment decisions
(6) Favor standards and best practices over MilSpec approaches

OMB 25 Point Plan of 2009: Align the Acquisition Process with the Technology Cycle;
Point 13. Design and develop a cadre of specialized IT acquisition professionals.
Point 15. Issue contracting guidance and templates to support modular development
Point 16. Reduce barriers to entry for small innovative technology companies"

"Weapons systems depend on stable requirements, but with IT, technology changes faster than the requirements process can keep up," he said. "It changes faster than the budget process and it changes faster than the acquisition milestone process. For all these reasons, the normal acquisition process does not work for information technology.” DepSec Bill Lynn statement at the 2009 Defense IT Acquisition Summit hosted by IT-AAC and Defense Daily
Congressional IT Acquisition Reforms: Good Laws, poor execution

2008 NDAA Sec 881 to establish Information Technology Clearinghouse which intended to force DOD to utilize the Interop. Clearinghouse established by the DOD CIO in 2000 based on recommendations out of the Electronic Commerce Conference Working Group (ECCWG) chaired by the OSD Defense Reform Office, Honorable Stan Soloway and approved by Dr. John Hamre.

2010 NDAA Sec 804 The Secretary of Defense shall develop and implement a new acquisition process for information technology systems. The acquisition process developed and implemented pursuant to this subsection shall, to the extent determined appropriate by the Secretary-- be based on the recommendations in chapter 6 of the March 2009 report of the Defense Science Board Task Force on Department of Defense Policies and Procedures for the Acquisition of Information Technology.

2011 NDAA Sec 933: “The Secretary of Defense, in consultation with the Secretaries of the military departments, shall develop a strategy to provide for the rapid acquisition of tools, applications, and other capabilities for cyber warfare for the United States Cyber Command and the cyber operations components of the military departments.

2011 NDAA HR 5136: “Implementing Management for Performance and Related Reforms to Obtain Value in Every Acquisition”:
(1) Determine clear performance metrics for specific programs from the start; 
(2) Foster an ongoing dialogue during the technology development process between the system developers and the warfighters; 
(3) Promote an open architecture approach that allows for more modularization of hardware and software; 
(4) Develop a plan for how to strengthen the IT acquisition workforce; 
(5) Implement alternative milestone decision points that are more consistent with commercial product development for IT; 
(6) Develop a process for competitive prototyping in the IT environment; 
(7) Develop a new test and evaluation approach that merges developmental and operational testing in a parallel fashion; 
(8) Place greater emphasis on the up-front market analysis; and 
(9) Conduct a rigorous analysis of contracting mechanisms and contract incentive.

2012 NDAA "Migration of Defense data and government-provided services from Department-owned and operated data centers to cloud computing services generally available within the private sector that provide a better capability at a lower cost with the same or greater degree of security."
Defense IT Reform Affects All Aspects of the Acquisition Ecosystem

Federal IT Acquisition Lifecycle Building Blocks:

- **Governance and Oversight**: how an enterprise supports, oversees and manages IT programs and on-going portfolio. SOA as defined in the commercial market is governance tool not technology. DoD5000 and BCL represent the current approaches.

- **Requirements Development**: The fast paced IT market has driven industry away from pre-70s waterfall design models and towards capability based, service orient approach that enable embrace of Cloud, SaaS, IaaS, and PaaS business models. With pressures to do more with less, Government must embrace mechanisms that force a relative valuation/impact of the gap/capability, with clearly defined outcomes.

- **Risk Based Decision Analytics**: enables effective Program Management and Risk Based decision making. As most of these sub-processes are designed to improve decision making, a relative new discipline has evolved (since 86), that addresses the human and cultural challenges in decision making. Decision Analytics is the discipline of framing the essence and success criteria of each gate in the acquisition lifecycle. It brings focus to the high risk areas of a program, and reduces analysis/paralysis.

- **Architecture**: This is one of the most critical elements of the acquisition lifecycle, as it should represent all stakeholder agreements. The market embrace of SOA is not about technology, but a refocusing of the EA on service level management and data. A good architecture is a lexicon that links requirements, technologies and acquisition strategy. A SEI review of the DODAF found that it does not incorporate industry best practices.

- **Technology Assessment**: Understanding the limitation of technology early in the process is key. Without a clear view of the “realm of the possible” validated by real world results, we often find ourselves in high risk areas and over specification. Market research must be done early to help users constrain requirements and embrace the inherent business practices that codify. Recognizing that 70% make up of every IT application is vested in IT infrastructure (netcentric, cloud, SOA), it is critical to establish a common infrastructure/infrastructure standard by which all applications can share. The most prolific is ITIL to date.

- **Business Case Analysis**: Demonstrating the business value of technology investments, based on evidenced based research and lifecycle cost. This is a core requirement of Clinger Cohen Act. AF and BTA embraced an alternative approached that measures the tradeoffs of value and risk.

- **Performance Based Acquisition and Metrics**: Software as a Service and SOA portent a new dynamic for acquisition of IT (health IT, cyber, business systems), that brings focus to Service Level Agreements (SLAs), Software as a Service (SaaS) and SL Management. If the previous activities do not directly feed the acquisition strategy or provide mechanisms for contractor accountability, all is lost.

“IT Reform is about Operational Efficiency and Innovation”
“Achieving Effective Acquisition of Information Technology in the Department of Defense”

FINDINGS AND RECOMMENDATIONS
Chaired by LTG William Campbell, former Army CIO
Major Findings

1. DoD systems acquisition policies, expertise, practice and culture reflect the norms associated with large weapon systems programs

2. Weapon system acquisition processes are often applied to IT systems acquisition, without addressing unique aspects of IT

3. Dollar thresholds for assigning oversight levels on IT programs are much lower than for weapons system oversight -- a disparity which subjects too many IT programs to OSD-level oversight rather than delegation to lower levels that are more agile

4. DOD acquisition, budgeting, and requirements processes are being inappropriately applied to relatively low-dollar IT programs

5. IT program requirements are often written with overly detailed specifications that are inconsistent with the pace of technological change and need for rapid delivery of end-user capabilities
Major Findings (continued)

6. The “waterfall” process used for large IT programs is too document-intensive, time-consuming and process-bound to respond effectively to end user needs.

7. Although program tailoring is an option, DoD has no established best practice for tailoring and it is seldom used.

8. The DoD acquisition training curriculum does not adequately address IT system acquisition or facilitate adoption of applicable commercial methods, processes, products, and services.

9. DOD is unable to keep pace with the rate of IT innovation in the commercial marketplace, cannot fully capitalize on IT-based opportunities, seldom delivers IT-based capabilities rapidly.

10. With the exception of IT purchased via vehicles like Enterprise Software Initiative contracts, COTS technologies are insufficiently leveraged, excessively tailored, inefficiently tested, and delayed.
Major Findings (continued)

11. Absent discipline and end-user advocacy, large acquisition oversight bodies can give undue leverage to low value added process requirements or “corner case” desires of any participant which disproportionately impacts on program cost and schedule.

12. Testing is integrated too late and serially in current DoD IT systems acquisition practices with testing in realistic operational environments deferred until the mandated operational test.

13. Without regular feedback from a user perspective on IT system development, insight necessary to manage and oversee such programs is inadequate.

14. The acquisition community has been reluctant to embrace virtualized testing or overtly precluded from re-using or accessing operationally-relevant test data and environments.
Major Findings (continued)

15. To more rapidly deliver software capability, the commercial world has widely embraced the iterative, incremental, development (IID) approach which deals with complexity and features:

- The prominence of the end user’s voice
- A focus on big R requirements—a concise description of the purpose, mission, and expected outcome of an IT systems acquisition—during early planning
- Close integration of developmental and operational test and evaluation into the development cycle
- Breaking down a project into incrementally deliverable increments
NAS Recommendations

1. Adopt a new acquisition process tailored for IT systems

1-1 Emphasize timeliness and end user mission success in IT systems acquisition, not rigid oversight and process compliance

1-2 State IT systems requirements as top-level mission expectations (“big R”) rather than as detailed technical solutions; develop details (“little r”) by iterative refinement with end users

1-3 Leverage flexibilities within IT acquisition funding to achieve speed and agility in the new acquisition process

1-4 Provide IT systems acquisition professionals with education in modern IT systems and establish minimum competency standards
Recommendations (continued)

1-5 Use pilot programs to rapidly implement and ratify these recommendations

1-6 Propose legislative and regulatory changes to: (1) codify a new agile process for acquiring IT systems and (2) revise dollar thresholds for IT system oversight to foster decentralization

2. Adopt an iterative, incremental development (IID) approach for acquiring IT systems

2-1 Make iterative, incremental development, based on agile software systems engineering approaches, the default

2-2 Allocate top-level mission expectations (i.e., big R requirements) across increments and use each increment to define and satisfy detailed expectations (i.e., little r requirements)
2-3 Establish separate and distinct strategies and processes for acquiring custom versus off-the-shelf IT systems

2-4 Establish, employ, and report measures of success that emphasize the end user experience, including timeliness to field

2-5 Provide a stable budget profile for IID IT programs across multiple increments

3. Perform continuous testing, with early end user involvement, in acquiring IT systems

3-1 Adopt continuous testing in IT systems development, and insist on the use of metrics, especially emphasizing satisfaction of end-user measures of success
Recommendations (continued)

3-2 Give the Acceptance Team (which includes end users) a lead role in recommending deployment decisions

3-3 Test with users in their actual work or field environment (sometimes referred to as a Beta deployment)

3-4 Accept certification and functional IT system component test results across organizational boundaries

3-5 Leverage virtual test environments with pragmatic degrees of operational realism to support both continuous feedback and certification of operationally suitable and effective solution increments
Recommended Agile Approach for IT System Acquisition

- Mission expectations – big-R requirements – allocated to time-boxed increments (12-18 mos)
- Associated small-r detailed requirements developed through iterative refinement with users during increments (4 – 8 wks) – governance by the Program Management Team (PMT)
- Every iteration integrated and tested – the Acceptance Team (AT)
Dr. Marv Langston’s IT Acquisition Dilemma

Wave 3 Solutions can’t be acquired using MilSpec processes...

- We are in early stages of Wave 3 information technology
- Mainframe and Client-Server waves remain in place
- Waves represent many co-dependent technologies, matured over time
- Adding functional capability has become easier with each new wave
- But enterprise infrastructure gaps & vulnerabilities have become more critical

1. Centralized - Mainframe
   - Central computer center, slow turn around
   - One size fits all
   - Limited reuse of application modules

2. Client/Server - Decentralized
   - PC enabled and network
   - Software distributed in both server and client computers
   - Heavy focus on software development and point to point integration

3. Internet - Cloud
   - Virtualized compute; global network enabled, plug & play
   - IT Infrastructure decoupled from Applications
   - COTS & OSS Integration, Software as a Service

DoD is using 1970s acquisition processes; to acquire Wave 3 IT capability...

Dr. Marv Langston’s IT Acquisition Dilemma

Wave 3 Solutions can’t be acquired using MilSpec processes...
Resource Optimization Considerations

you cannot outsource risk or critical thinking

1. FFRDCs: Best suited for govt unique R&D and Weapon Systems Source Selection.


3. Research Institutes, Labs & Academia: Excellent source of low cost research, piloting of emerging technologies not yet proven in the market. Effective in IT & acquisition training.


5. Innovators, ISVs, Open Source: The engine of innovation. Most effective and efficient way of filling common industry IT gaps. Great source of customer case studies and best practices.

6. System Integrators: Optimized for large scale implementation and outsourcing. Have significant economies of scale and technology usability insights.
## Resource Guide for Effective IT Acquisition
**Based on Clinger Cohen Act and FAR Guidance**

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<th>Standards development orgs, trade associations</th>
<th>Research Institutes, Labs &amp; Academia</th>
<th>Consultants, IV&amp;V, A&amp;AS Firms</th>
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<td>OMB Lines of Business offers Critical Role (6,7)</td>
<td>SDOs = Primary driver for open systems. Conflict free structures (2,3)</td>
<td>Provide Conflict free structure and economies of scale (2,6)</td>
<td>Limited access to industry lessons learned.</td>
<td>Great source for customer use cases, lessons learned.</td>
<td>FAR OCI Rules limit participation</td>
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<td>Agency CxOs provides critical guidance (2, 3)</td>
<td>Provide standards of practice, not support</td>
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<td>Primary source of expertise</td>
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<td>Financial Mgt System consolidation using AAM.</td>
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<td>Moved FMS from OMB “red” to “green”. Eliminated duplicative investments that saved $200M</td>
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<td>BTA:</td>
<td>Assessment of External DoD Hosting Options using AAM</td>
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<td>$300 million in potential savings with minimal investment</td>
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<td>BTA:</td>
<td>Apply AAM to complete AoA and BCA for DoD SOA Project</td>
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<td>Reduced pre-acquisition cycle time and cost of Analysis by 80% (4 months vs 18)</td>
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<td>GPO:</td>
<td>Developed Acquisition Strategy for Future Digital System</td>
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<td>Led to successful acquisition and implementation on time, on budget and 80% cheaper than NARA RMS</td>
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<td>JFCOM:</td>
<td>MNIS Evaluation of Alternatives for Cross Domain Solutions</td>
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<td>Evaluated 100’s of Options in 90 days, enabling stake holder buy in and source selection.</td>
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“The concept of the Interoperability Clearinghouse is sound and vital. Its developing role as an honest broker of all interoperability technologies, no matter what the source, is especially needed. Such efforts should be supported by any organization that wants to stop putting all of its money into maintaining archaic software and obtuse data formats, and instead start focusing on bottom-line issues of productivity and cost-effective use of information technology.” OSD Commissioned Assessment of Interop. Clearinghouse (Mitre 2000)
ICH and IT-AAC Structure

ICH
- John Brennan

OPS & ADMIN
- John Weiler

Board of Advisors
- Adm Dave Oliver

CFO
- Kim Knipe

AAM Methods
- Robert Babiskin

Program Management
- David Bither

CIO & Solution Architecture
- Kevin Jackson

System Engineering
- Dennis Nadler

Best Practices, Design Patterns, SLAs

Capability Gaps, Mission MOEs

IT-AAC
- John Weiler

Advisory Councils
- Kevin Carroll

Just-in-Time SMEs
- Bill Demaso

Standards Coordination
- Robert Babiskin

Communities of Practice
- David Bither

Innovation Research
- Kevin Jackson

Cloud Standards
- CSA

Financial Services
- FSTC

Academia
- UofMD

Security Standards
- ISC2

Transportation
- Ecostar

Research Labs
- UL

Comms Standards
- TIA

Aerospace & Defense
- AIA

Think Tanks
- AIE, CAP

Process Standards
- CISO, OMG

Health IT
- HIMMS
Partner with DAU to create a Mentoring and Training Curriculum

MEMORANDUM OF UNDERSTANDING between the
Defense Acquisition University (DAU) and the
Information Technology Acquisition Advisory Council (IT-AAC) 1.

Whereas
The Defense Acquisition University (DAU) and the Information Technology Acquisition Advisory Council (IT-AAC) share mutual commitments to excellence in Information Technology (IT) program management and acquisition; and

Whereas
The goals of the DAU and the IT-AAC are complementary, with respect to providing Department of Defense (DoD) IT program managers and their staffs exemplary training, mentoring and support tools for IT acquisition process improvements, adoption of IT acquisition “best practices”, and supporting collaborative mechanisms; and

Whereas
Both organizations desire to collaborate on fostering DoD IT acquisition reforms effectiveness with this educational resources of understanding (MOUs), through work officers on enhanced IT acquisition training, mentoring programs and other efforts which improve the capabilities of the Defense Acquisition Workforce.

Therefore Be It Resolved:

That the DAU and the IT-AAC will pursue opportunities that are mutually beneficial to advance the DoD’s goals of improving IT acquisition effectiveness. DAU and the IT-AAC will each expect personnel to further explore these opportunities and pursue the specific goals on what each party will pursue and how the details associated with each area should be handled. Examples of such opportunities identified for this partnering could include, but are not limited to:

- Senior IT-AAC members serving as guest distinguished guest lecturers in selected DAU executive-level courses and seminars to provide the latest IT acquisition perspectives for the Defense Acquisition Workforce;
- Attendance by IT-AAC members at mutually selected/ approved DAU courses to gain a better understanding of DoD perspectives on IT acquisition management;
- Exploration of joint research ventures in such areas as “best practices” and innovative techniques for improving IT acquisition outcomes.

1 The IT-AAC is a division of the Interoperability Clearinghouse (ICG). The ICG is a not-for-profit organization devoted to establishing standard of practice for improving IT architecture and acquisition effectiveness, as well as a clearinghouse of solution architectures and reference models.