

## Tailoring Acquisition to Deliver at the Speed of Commercial Industry

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### ABSTRACT

The Department of Defense (DoD) has received legislation and guidance from Congress in recent years to improve the speed and efficiency of the acquisition process. A significant challenge for DoD Project Managers (PM) has been working through the administrative and documentation burden associated with a new program to then deliver high quality end product that meets user requirements and expectations. Often times the documentation requirements are duplicative and exhaustive with little value added. The PM has to balance the compliance with regulatory directives with producing a quality system for the end user all the while ensuring adherence to statutory laws. In 2017 the Department of the Army, Office of the Assistant Secretary of the Army, Acquisition, Logistics, and Technology (ASA(ALT)) produced guidance on implementing acquisition streamlining and cultural change. The Product Manager Cyber Resiliency and Training (PdM CRT) has fully embraced the streamlining guidance as they progress towards Milestone B with their flagship ACAT II program, the Persistent Cyber Training Environment (PCTE). This includes the guidance for “buying down risk” through smart contracting and prototyping, and having flexibility in streamlining documentation by leveraging the use of a Simplified Acquisition Management Plan (SAMP). A challenge the PCTE team experienced as they began streamlining efforts was the lack of guidance, support, and proven processes and examples. This paper will share the best practices, challenges, and solutions the PCTE team discovered as they went through the acquisition streamlining process to better enable the greater community to leverage our experience. To conclude, we will provide guidelines to help the training and simulation community navigate through the acquisition documentation streamlining and tailoring process.

### ABOUT THE AUTHORS

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### INTRODUCTION

The Department of Defense (DOD)/Army Acquisition process has long been an onerous process to navigate. The voluminous amount of DOD 5000-series documentation requirements, both statutory and regulatory, required to get a program through the milestone review process is laborious, time-consuming, and takes significant resources away from the Program Manager (PM) staff, not to mention other stakeholders. The PM tries to satisfy the acquisition requirements concurrently with managing the development, production and fielding plus the cost, schedule and technical performance of the program. The acquisition process can vary depending on the program and the Acquisition Category (ACAT) designation, but it can take anywhere from 8 to 10 years and sometimes longer to reach a production decision.

Although the acquisition framework, DoDI 5000.02, encourages tailoring of each program's review approach and required milestone reviews to help streamline the acquisition process, it has not done much to eliminate the documentation requirements or briefings and reviews required to achieve success. However, through recommendations from the Congressionally-established Section 809 Panel, there are now new and improved ways of streamlining acquisition efforts that have helped the Persistent Cyber Training Environment (PCTE) Program achieve Milestone (MS) B in less than 9 months. This paper will describe how PCTE took advantage of key recommendations like "Buying Down Risk" through Smart Contracting, and alleviating documentation through the use of a Simplified Acquisition Management Plan (SAMP).

### PROGRAM OVERVIEW AND MISSION

The United States faces threats from cyber warfare, and needs a realistic, persistent training platform that enables personnel to develop the required skills to execute mission. The Army was tasked with developing a training platform to enable individual through force level training for the Joint Cyber Mission Force (CMF). The purpose of PCTE is to enable the CMF to conduct joint training, exercises, mission rehearsals, experimentation, certification, re-certification, and assessments of cyber capabilities in support of the National Security Strategy (NSS).

PCTE went through a successful Materiel Development Decision (MDD) milestone review in September 2016 as an ACAT I Special Interest program. In October 2016, the Army Acquisition Executive (AAE) designated Program Executive Office for Simulation, Training and Instrumentation (PEO STRI) as the Office of Primary Responsibility (OPR) with specific guidance to "procure, experiment and evaluate prototypes and technology to rapidly provide interim training capabilities to the Cyber Mission Forces in Fiscal Year 2017." The AAE further provided PEO STRI with specific recognition of the CMF as an urgent need that "justifies the use of innovative acquisition approaches to deliver capability as soon as possible." PCTE had already begun to develop the required statutory and regulatory documentation for an ACAT I Special Interest program. However, in November 2017, OUSD (AT&L) rescinded the Special Interest Designation for PCTE, and delegated the program to the Army for determination of the ACAT

designation and the Milestone Decision Authority (MDA). In May of 2018, the AAE reclassified PCTE as an ACAT II program and delegated MDA to the PEO STRI.

## **INTRODUCTION TO ACQUISITION STREAMLINING**

Although there have been many attempts at acquisition reform throughout the years, challenges within the defense acquisition system continue. Very few regulatory documents have been eliminated and even more added over time. In the procurement process there are too many redundant and confusing regulations making the contracting process time-consuming and limiting access to innovation and commercial products in an effective timeframe. In 2016, Congress established Section 809 as part of the National Defense Authorization Act (NDAA) to review the acquisition regulations applicable to DoD with a view towards streamlining the acquisition process and maintaining technology advantage. The Section 809 Panel issued multiple reports and a roadmap citing several recommendations on “how the DoD can consistently buy what it needs in a timely and cost-effective manner, specifically commercial items, information technology, services, weapon systems, or the full range of tools and equipment on which warfighters depend.”

Then, on 15 December 2017, the Office of the Assistant Secretary of the Army, Acquisition, Logistics and Technology ASA (ALT) issued guidance in a memorandum aligned with Congressional intent and leveraging the 809 Panel's streamlined acquisition recommendations to ultimately reduce constraints and provide tools for flexibility in acquisition. The guidance was focused on improving Army acquisition efforts by introducing the implementation of the following acquisition streamlining and cultural change initiatives:

- Buying Down Risk – leveraging recent legislative provisions enabling acquisition and rapid prototyping and fielding of innovative system component or technologies
- ACAT Agility – creating an ACAT Level IV which aligned authority with risk
- Empowerment – broadening delegation of Milestone Decision Authority for selected ACAT II, III and IV programs to PEOs
- Smart Contracting – leveraging commercial item procurement and Other Transaction Authority (OTA)
- Streamlining Documentation – incorporation of Simplified Acquisition Management Plans (SAMP).

PCTE had already adopted a tailored approach based similar to that outlined in DOD 5000.75 for business systems, i.e. a streamlined process using Industry Best Practices, rapid prototyping, cloud-based architecture with an Agile delivery approach to “Buy Down Risk”. With the change in the Acquisition Authority and with a Congressional and Army focus on innovative acquisition approaches to deliver capability quicker, PCTE decided to aggressively implement the ASA (ALT) Acquisition Streamlining guidance and recommendations.

## **RAPID PROTOTYPING THROUGH THE USE OF SMART CONTRACTING**

PCTE is leveraging rapid acquisition and prototyping efforts to develop capability efficiently and quickly. The current approach seeks to leverage a rapid prototyping effort to deliver a set of capabilities over time through a variety of contracts. The PCTE acquisition and integration strategy has been composed of procuring advanced prototypes that are able to efficiently integrate within the PCTE platform due to the fact that the capability is required quickly and the technology is readily available. For this, PCTE has leveraged the use of OTA's and other existing industry contracts. Currently, the program is running a series of Cyber Innovation Challenges (CICs) leveraging small companies to prototype the effort in order to inform the larger program more holistically. While the government is currently operating as the system integrator, the plan is to eventually hand that role off to a contractor.

The Program Office has integrated best of breed products and components from a number of vendors to create and establish a baseline PCTE platform. PCTE currently deploys system prototypes, which consist of capabilities to include event management, environment creation, and replication. With the continued evaluation of the CIC prototypes by CMF personnel, the PCTE platform will continue to evolve based on changes to technology, threat, and tactics, techniques and procedures. The Program Office is utilizing a SCRUM-like process to enable the rapid prototyping, and produce capability drops on a periodic basis (i.e., every 6 months) while encouraging CMF feedback throughout the process. Once the required authorizations are granted, the capability drops will be released to the CMF

users. The SCRUM-like approach will be utilized until the PCTE platform is fully operationally capable. PCTE has developed three prototypes in 12 months via OTA's accelerating the development and integration process.

### Other Transaction Authorities (OTA)

OTAs give DoD and the military services a work around for the traditional acquisition process. OTAs can take many forms, but are typically used to build prototypes of systems outside of the Federal Acquisition Regulations. Prototype contracts can be up to \$250 million and must use a nontraditional defense contractor, have all of its participants be small businesses or have at least a third of its total cost paid by parties other than the government. Industry typically creates consortia around certain acquisition areas. Each consortium is built of businesses of all sizes who want to participate. In the National Defense Authorization Act of 2016 Section 804 Congress granted the Department of Defense with the ability to conduct rapid prototyping and rapid fielding which is not subject to the traditional Joint Capabilities Integration Development System (JCIDS) and DOD Directive 5000.01 requirements, processes and timelines. The Office of the Secretary of Defense directed that the Army establish Other Transaction Authority (OTA) to address multiple technologies and domains. The C5 Consortium was formed to address Command, Control, Communications, Computer, Intelligence, Surveillance, and Reconnaissance (C4ISR) and cyber-technology requirements. The Training and Readiness Accelerator (TReX) was formed with a focus on modeling, simulation and training. Product Manager Cyber Resiliency Training (PdM CRT) utilized the TReX and C5 consortiums to solicit white papers, conduct demonstrations and ultimately award multiple contracts. These consortiums provide the product office with multiple benefits to include a simplified approach to rapidly identify, develop and transition technologies for PCTE.

Since PdM CRT was first activated in February 2018, PCTE has awarded four OTA agreements; three were awarded

<p style="text-align: center;"><b>Benefits of using OTAs include:</b></p> <ul style="list-style-type: none"><li>• Streamlines the contracting process timeline by simplifying the selection of sources for commercial products and services</li><li>• Accelerate capabilities development</li><li>• Enhance and facilitate on-going communications with Industry</li><li>• Get faster access to nontraditional companies</li><li>• Eliminate the FAR-based contract limitations</li></ul>
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under these consortiums that have provided multiple capabilities and technologies to the PCTE platform. One OTA was a targeted award to existing vendors. In less than two years PCTE has developed and will have delivered three prototype versions of the system (Version A, B, C) and is expected in 2QFY20 to deliver its first operational release of the PCTE Platform Version 1.0 for use by the CMF. In a traditional JCIDS process the typical timeline to award a new contract can average over 365 days for award and deliveries to the user can take an average of 5 years. PCTE has embraced the rapid prototyping and fielding granted by Congress and has delivered to the DoD CMF a training platform that provides users the ability to conduct joint training,

**Figure 1. Benefits of using OTAs**

experimentation, certification, assessments and development of cyber capabilities and tactics, techniques, and procedures (TTPs) for missions that cross boundaries and networks. The benefits of utilizing an OTA have been summarized in the Figure 1.

### Prototype Example

In mid-February 2019, PdM CRT gathered CMF users from all of the services to use the PCTE prototype version B platform for a concurrent, distributed collective and individual level training exercise from a command post at the Johns Hopkins University Applied Physics Laboratory (JHU APL) in Laurel, Maryland. Training exercise Cyber Anvil included elements of the CMF across the Navy, Air Force, Army and Marines as well as the Air Force National Guard and Air Force Reserves operationally aligned to support several combatant commands.

Collectively, these users—planners, operators, training managers, etc.—operated the prototype to provide operational feedback on the PCTE platform that enabled them to directly plan, prepare, execute and assess several cyber mission force training events across its lifecycle. Trainees accessed a cyber team hunt scenario and an elastic skills builder (ESB) individual threat hunting tool module, both developed by the Navy organically within the prototype, as well as capture-the-packet (CTP) external individual skills training content for forensics and traffic analysis. While one of the major PEO STRI objectives is to get cyber training conducted on this working prototype, another goal is to test how well the platform performs to support the individual and collective training. By using this process, the PCTE program

was able to take advantage of new technologies and solutions; present capabilities early to the users for feedback; and integrate these capabilities within the PCTE platform in a period of six months versus four years (or greater) using more traditional methods. Questions that can be answered in a faster fashion are for example:

- How well does the system perform?
- What is the utilization of the software?
- Are the compute and storage resources adequate for the use case?
- If I add three additional teams, what does that look like?
- Is the infrastructure operational?

## **STREAMLINING ACQUISITION DOCUMENTATION**

PCTE investigated the use of a SAMP to help alleviate some of the regulatory acquisition documentation requirements, and is now using a SAMP, along with other statutory documentation requirements, to get them to a Milestone B Decision. For PEO STRI, this was the first time ever developing a SAMP for use in acquisition documentation. The PCTE program was paving new ground for the local command with external stakeholders, Army Contracting Command – Orlando (ACC-O), and PEO STRI command staff elements to work in concert to accomplish the mission. In May 2019, PCTE received approval from PEO STRI, the designated MDA, to use the SAMP to achieve the Program's MS B.

The traditional DoDI 5000.02 acquisition process identifies multiple statutory and regulatory documentation requirements programs must meet in support of each milestone and other decision points during the acquisition process. Per the Defense Acquisition University (DAU) Milestone Documentation Identification tool (MDID) for an ACAT II program like PCTE, the current statutory requirements that apply consist of 19 acquisition documents to have been developed for MS B, and for regulatory requirements, the number is even higher at 32 acquisition documents. For information technology (IT)/software capabilities such as PCTE, “the process is overly complicated and out of synch with technology capabilities delivery fast pace limiting programs ability to innovate and maintain a competitive edge over near-peer adversaries and nonstate actors” (Section 809 Panel for DoD Acquisition Reform, February 2019). Therefore, PCTE decided to take advantage of the streamlined acquisition recommendations from the Section 809 Panel and ASA ALT guidance, and, like IT programs in the private sector, utilize modern, agile development methods that deliver solutions in a shorter timeframe. Among the streamlined recommendations implemented at PCTE, a major focus was streamlined Acquisition Documentation in the form of a Simplified Acquisition Management Plan (SAMP).

### **The Simplified Acquisition Management Plan (SAMP)**

Current DoD and Army acquisition policy allows the use of a SAMP as part of program acquisition documentation. Program SAMPs and the specific supporting documentation required in any program must be the result of a tailoring process between the Program Manager (PM) and the MDA. Army Regulation AR 70-1 states the minimum essential documentation for Army acquisition programs regardless of Acquisition Category (ACAT) level are:

- (1) A validated, approved, and documented capability requirement.
- (2) A documented Acquisition Strategy (AS) (includes SEP, Program Protection, cyber security).
- (3) A documented estimate of life cycle cost and affordability.
- (4) A documented plan for Test & Evaluation.
- (5) A documented plan for sustainment.
- (6) Documented program cost objectives.

Furthermore, it also states, "program documents may be combined to reduce the number of documents and to simplify document generation, management, and use." (United States Army, 2017) The PCTE program combined and simplified the above document requirements listed in numbers 2 through 6 into a single SAMP document to support MS B requirements.

The SAMP serves as the formal Acquisition Strategy for programs that do not require a separate Acquisition Strategy (AS) in accordance with the DFAR. PCTE already has an approved standalone AS, however, decided to provide updated acquisition strategy information within the SAMP. In addition to the AS, the Systems Engineering Plan (SEP), risk management, test strategy, life cycle sustainment plan and contract execution approaches are all integrated into the SAMP. The benefits of using a SAMP are listed in Figure 2.

- Benefits of using a SAMP include:**
- Streamlines concurrent staffing and foster an integrated review process without shortchanging reviewer time
  - Empowers the PM to use program documentation that makes sense for their program and that contributes to supporting the end product
  - Contains key program information in one place and allows stakeholders to review their functional areas in the right context while avoiding redundant sections spread across multiple documents and potential for conflicting descriptions and a configuration control nightmare, and
  - Shortens documentation development time and minimized both the financial and administrative burden.

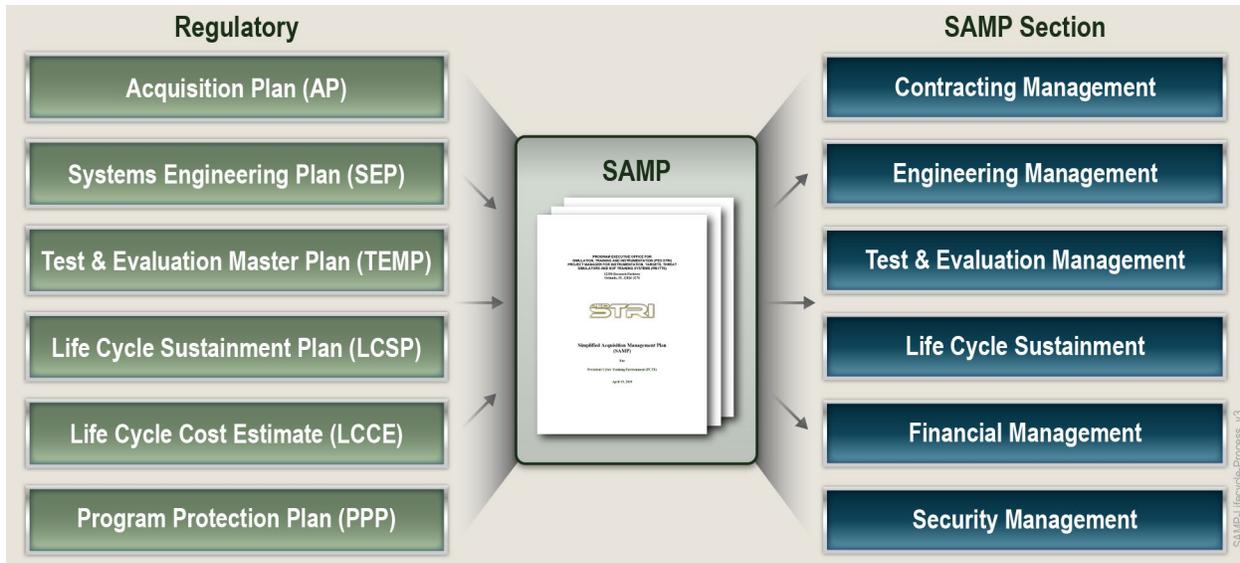
**Figure 2. Benefits of using a SAMP**

Some programs may require separate documents outside of the SAMP, particularly for statutory requirements. If so, these documents can then be referenced in the SAMP. For PCTE, the Programmatic Environment, Safety, and Occupational Health Evaluation (PESHE) and the Cyber Security Strategy (CSS) documents have been developed as separate documents with some high-level summaries and recommendations included in the appropriate SAMP sections. In addition, PCTE has a standalone requirements document in the form of an Information System – Initial Capability Development Document (IS-CDD). Some documentation is required by statute for IT systems and must be addressed as dictated by law regardless of ACAT designation. For example, PCTE has developed a Clinger-Cohen Assessment (CCA) Checklist, with much of the information contained in the checklist being derived from sections of the other PCTE statutory documents and the PCTE SAMP. However, the bulk of DoD and Army acquisition documentation is required by regulation and can be tailored at the MDA level, and that is exactly what PCTE did.

### **Streamlining PCTE’s Acquisition Documentation Using a SAMP**

Once PCTE decided to pursue streamlining acquisition documentation by leveraging the use of a SAMP, the team quickly researched other programs that had already developed SAMPs to try and determine the best examples to follow. Our team then organized for success following these guidelines that are based in sound program management principles and include:

*1) Determine the scope of the SAMP:* The first and probably key step to utilizing a SAMP is understanding which Program documents can be readily incorporated into a SAMP document. As discussed in the prior section, the SAMP cannot take the place the required (non-waivered) statutory acquisition documentation. However, many of the required regulatory documents can be consolidated into a SAMP by mapping those documents into the corresponding sections of the SAMP. As shown in Figure 3 below, key PCTE Program documents such as the System Engineering Plan (SEP) and the Test and Evaluation Master Plan (TEMP) were identified to be covered in their corresponding section of the SAMP: Engineering Management and Test & Evaluation Management, respectively.



**Figure 3. Incorporating Multiple Regulatory Documents into the SAMP**

The process we followed was:

1. Identified the documents to incorporate into the SAMP,
2. Proposed this document consolidation in a SAMP strategy briefing(s) to the necessary Stakeholders, Acquisition and Program Leadership, and then
3. Requested an Acquisition Decision Memorandum (ADM) from the Milestone Decision Authority (MDA) to document the agreement to proceed.

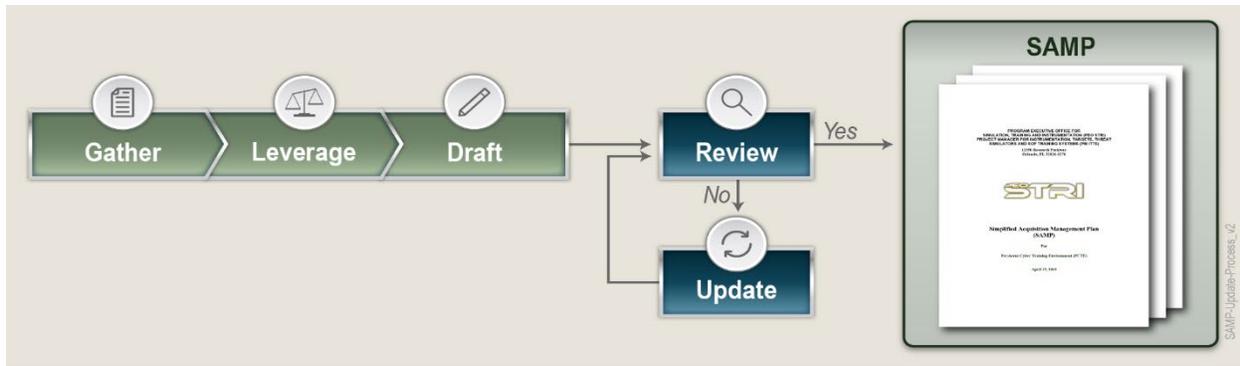
*2) Identify and Engage the People Needed to develop the SAMP:* In order to be successful in developing a SAMP document, PCTE established an integrated team approach identifying subject matter experts (SMEs) from each of the above areas in order to minimize information conflicts, streamline the development and review process, and be able to address required information. In some cases, it may be difficult for a program to have access to all SMEs when required, making the process more difficult in terms of cross-checking information accuracy.

*3) Build and Track to a Schedule for the SAMP:* In order to achieve a successful MS B decision, it was critical to build a high level schedule (timeline shown in Figure 5 below) that outlined the SAMP development efforts plus any required time for review, adjudication and approval by the acquisition authority in time to meet PCTE's MS B date. Once established, this schedule was used to communicate and track progress for the integrated team.

*4) Communicate Early and Often:* Because we were an integrated team that was not co-located, it was important to communicate regularly. Therefore, we established a regular meeting cadence to report on progress against schedule tasks and any issues or information needs still outstanding.

### **PCTE's Agile Approach to Develop the SAMP**

In developing the SAMP documentation, the PCTE team implemented a streamlined and agile framework to accelerate the development of the document in order to support the necessary review cycles and submission for approval. Depicted below in Figure 4, the PCTE approach was conducted in two key phases – the first phase which was the gathering of the information for the Program to draft the initial SAMP document sections, and the second phase which was the review and update phase with the Program Subject Matter Experts (SMEs) in preparation for submission and approval. This approach was conducted following agile methodology in an iterative fashion



**Figure 4. PCTE's Agile Approach for Developing the SAMP**

(by SAMP section) to facilitate progress. For example, the Engineering Management section was drafted in parallel with the Contract Management section and the Security Management section by different team members – much like multiple Scrum teams conducting their individual sprints. Once the individual sections were satisfactorily completed, they were then ultimately assembled into the PCTE SAMP document for formatting, and then final submission for acquisition approval.

To breakdown the PCTE approach in further detail, the first phase, that ends up in the initial draft version of the individual SAMP document sections, is focused on three key steps:

1. **Gather:** Samples of other PEO Program SAMP documents to use as models, SAMP template utilized by PEO, SME's and Points of Contact for each of the Program Areas covered in the SAMP, Approvers of SAMP document (for signature page).
2. **Leverage:** ADM's of other Programs outlining which documents could be consolidated into the SAMP, existing Program Acquisition Documentation, Briefs, and Requested inputs/program documents/presentations already developed by PCTE to leverage for the write up.
3. **Draft:** Following the SAMP template, cut and paste and consolidate the sections by bringing summary level information and key information from each of the major acquisition documents already in existence: IS-CDD, Acquisition Strategy, Acquisition Program Baseline, Affordability Analysis, Operational View -1 (OV-1), Concept of Operations, and Schedule, Milestone Briefs.

A key point to remember when drafting the sections is not to fully replicate the information from the contributing documents, but to capture the key summary information, when applicable, and provide the reader with a reference back to the originating document for further details. Once the initial draft is completed for a section, the second phase of the PCTE approach begins. This is much like agile sprints where products go out for review. This phase is accomplished in two key steps that may cycle back multiple times to arrive at a completed and fully vetted SAMP document section:

1. **Review:** Once drafted, send the drafted SAMP section to the appropriate Program SME(s) for their review and input.
2. **Update:** Once reviewed, incorporate feedback and updates from the SMEs into the section to further refine the information contained within that section.

Please note, the Review and Update steps of this phase most likely will occur in multiple iterations until the SAMP sections are complete and the SMEs are satisfied with the content of their sections. Once the SAMP is fully completed, all sections have been reviewed and signed off by the Program SMEs, the document is then consolidated and correctly formatted with approval sign off page, and the SAMP is ready for submission into the acquisition chain of approval required.

At PCTE, each of the SAMP sections were developed in parallel because there were multiple contributors. Figure 5 below depicts the SAMP Development Timeline followed at PCTE to maximize efficiency and deliver a consolidated SAMP by 30 April 2019.

The 30 April 2019 date was important to allow for 60 days for a review and approval time period for the signatory authorities, including time for any required adjudication or revision of the document based on their review, in preparation for the PCTE MS B event. This phased approach to developing the SAMP document proved very effective for the PCTE Program and successfully achieved the desired schedule.

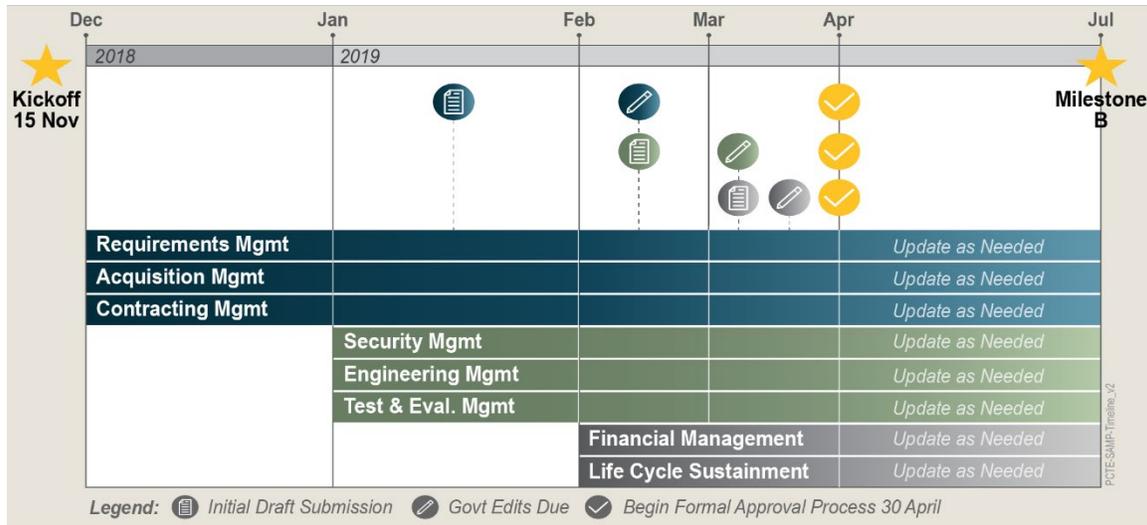


Figure 5. PCTE Timeline for SAMP Development

## RECOMMENDATIONS AND LESSONS LEARNED

Having gained some great experience with streamlining acquisition efforts at the PCTE Program, the PCTE team gathered many recommendations and lessons learned. In Table 1 below are a list of those Key Recommendations and Lessons Learned that can be applied as other Programs streamline their acquisition efforts. These are grouped under each of the two core areas previously discussed: (1) “Buying Down Risk with Smart Contracting, OTAs and Prototyping” and (2) “Streamlining Acquisition Documentation utilizing a SAMP”.

Table 1. Key Recommendations and Lessons Learned at PCTE

Key Recommendation(s) / Lesson(s) Learned
<b>BUYING DOWN RISK VIA SMART CONTRACTING, OTAs, and PROTOTYPING:</b>
1. Establish an Industry Standards Working Group (ISWG) providing an efficient and consistent means of ensuring industry is positioned to understand the process for technology insertion capability development/integration, and software development kit (SDK) standards and architectures within the PCTE ecosystem. <b>Benefit(s):</b> This forum provides PCTE with access to innovation from small and nontraditional companies that cannot, or will not, enter into a FAR-based contract with DoD.
2. Recommend using local dedicated personnel rather than a part time or remote personnel. Appoint a local Contracting Specialist on your team that is dedicated to work with the Army Contracting Command (preferably local, too) and OTA Consortium (e.g. TREX) personnel to focus on getting OTAs awarded and improving the process for subsequent OTAs. <b>Benefit(s):</b> Dedicated personnel can work to establish a “well oiled” OTA award process that allows for OTA contracts to be awarded within 2 to 4 months.

Key Recommendation(s) / Lesson(s) Learned
<p>3. Intellectual Property/Data Rights must be determined prior to signing the agreement: Ensure this discussion is early in the contract process and there is full transparency. All End User License Agreements (EULAs) should be obtained early and provided to Government Legal Counsel for review. These nontraditional contractor EULAs often contain terms the Government cannot accept and will need to be updated which can take time and negotiation with both side’s legal teams.</p> <p><b>Benefit(s):</b> Clear definitions and terms of Intellectual Property/Data Rights will avoid future disputes and cost increases.</p>
<p>4. Establish goals for contracting and prototyping effort(s) that are well defined and well understood. Most likely, nontraditional contractors will not be familiar with DoD’s typical way of business. Be prepared to help walk them through the challenges of doing business with the Government. Even in a streamlined process like an OTA, there is often more bureaucracy than what a nontraditional contractor is familiar with in the commercial world.</p> <p><b>Benefit(s):</b> The better defined the requirements are, the faster the contracting efforts can get underway and completed.</p>
<p>5. Conduct events like the “First Use Event” used at PCTE to incorporate early prototyping efforts with the end user community participation.</p> <p><b>Benefit(s):</b> Provides for user feedback, lessons learned, and supports testing efforts.</p>
<p>6. Agreement terms are negotiable. OTA terms are extremely flexible, and often limited only by the creativity of the Government team. Think outside the box, and as the Government PM, be prepared to get creative to accomplish the mission and delivery capability to the end user.</p> <p><b>Benefit(s):</b> The more collaboration the better to obtain better results and an efficient timeline. The Government PM should be collaborative with both the Contracting Command supporting the requirement and the nontraditional contractor.</p>
<p>7. Recommend not using a Consortium without evaluating the benefits vs costs when considering an OTA. Consortium’s can deliver significant value to the Government PM in some instances, and in others are merely administrative. The fee is often a percentage of the overall value of the agreement, and will need to be assessed to ensure the Consortium Management Firm (CMF) is delivering value in the same way as the nontraditional contractor. If the value is not there, then the Government PM should work directly with the Contracting Command to award the OTA without a middle man organization.</p> <p><b>Benefit(s):</b> If utilization of Consortium is not the answer then maximize the ability to shape and/or tailor a bid to your needs. Working through a consortium can limit ability to shape and/or tailor a bid to a customer.</p>
STREAMLINING ACQUISITION DOCUMENTATION UTILIZING A SAMP:
<p>8. Get examples of SAMPs where possible – particularly for your type of program (other programs in PEO, other PEOs) and keep a library within the PEO for future programs</p> <p><b>Benefit(s):</b> Always easier to start with an example and leverage it for your program.</p>
<p>9. Establish an integrated tiger team with required SMEs to address each section within the document. Create a timeline for development of the document.</p> <p><b>Benefit(s):</b> Minimize duplication of information and accelerates review process. Provides an integrated approach to all the information within the document. Define document completion and identify expectations for each writer.</p>
<p>10. Ensure key document write ups (e.g. Overview, Acquisition Approach, OV-1, Program Schedule, Financials) are consistently used (wording included) across the documentation</p> <p><b>Benefit(s):</b> Becomes a cut and paste exercise to accelerate SAMP and other required documentation development (e.g. CCA, PESHE, and CSS)</p>
<p>11. Recommend not replicating the full document in the SAMP – high level summary with reference to actual document for further details.</p> <p><b>Benefit(s):</b> Keeps the SAMP at a manageable length limiting configuration control challenges</p>
<p>12. Schedule one-on-one discussions with the key program SME(s) that address the particular area you are drafting (e.g. System Engineering, Test &amp; Evaluation, Cyber Security).</p> <ul style="list-style-type: none"> <li>○ Prepare list of questions/items needed prior to the one-on-one session to make most efficient use of time.</li> <li>○ Conduct in person if possible – if not, teleconference or VTC will work but then the pre-session preparation is even more important.</li> </ul> <p><b>Benefit(s):</b> Makes the best use of their time and yours. Also supports thoroughness of review, documentation of responses, and can be used to drive information requirements gathering and tracking.</p>

Key Recommendation(s) / Lesson(s) Learned
<p>13. Pictures are truly “worth a thousand words” – include graphics as much as possible to depict your processes or concepts.  <b>Benefit(s):</b> It is easier to document the process in the SAMP.</p>
<p>14. Identify at least one person to review the compiled SAMP document E2E.  <b>Benefit(s):</b> Creates a more integrated final document with readability.</p>
<p>15. SAMP’s are not to be used in replacement of statutory acquisition documentation requirements. For the PCTE Program (an ACAT II), the Cyber Security Strategy (CSS), PESHE, and Clinger Cohen Assessment Checklist (CCA) are still required. Be sure to check the DAU site for statutory documentation requirements (<a href="https://www.dau.mil/mdid/Pages/Default.aspx">https://www.dau.mil/mdid/Pages/Default.aspx</a>).  <b>Benefit(s):</b> However, in drafting the PESHE, CCA and CSS, the information you gather and consolidate in your SAMP can easily be cut and paste into the appropriate sections of those documents.</p>
<p>16. Socialize the use of the SAMP with your Milestone Decision Authority (MDA), Program Leadership, and Stakeholders early and often. Ensure IPT Leads/SME’s across the Program understand the alignment of the SEP, TEMP, PPP, and LCSP into the SAMP.  <b>Benefit(s):</b> Ensure alignment of expectations across the entire Acquisition and Program community.</p>

## CONCLUSION

Leveraging the Streamlined Acquisition guidance issued by the DoD and Army Acquisition communities has allowed PCTE to buy down risk by leveraging existing contracts and OTAs to prototype and, through agile development efforts, rapidly deliver early cyber training capabilities within the first 12 months of the Program’s initiation at PEO STRI. This included three successful prototype “First Use Events (FUEs)” launched in December 2018 with the US Navy Elastic Skills Builder Event, and followed by the CYBER ANVIL, a Joint Forces event, held in February 2019. These FUEs facilitate early end user feedback, platform performance testing, and adoption of these critical Cyber Mission Force capabilities. Moreover, PCTE, as an ACAT Level II Program, leveraged the use of the SAMP to streamline their acquisition documentation requirements. Utilizing agile methods, the team successfully developed a SAMP that consolidated more than six different Army regulatory documentation requirements into a single, cohesive document in less than six months that is easier to understand, easier to maintain, and meets all the intended informational requirements.

As quoted in the Army Acquisition Support Center Newsroom on April 25, 2019, “The future of cyber training is here, and the Army’s Product Manager for Cyber Resiliency and Training (PdM CRT) [Program Manager of PCTE] is delivering it faster than anyone expected.”

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