

PARCA Update

NDIA IPMD MEETING January 28, 2015

Mr. Gordon Kranz
PARCA Deputy Director for EVM



PARCA EVM AGENDA

- Policy Update (Interpretation Guide, 5000.02, DFARS, Agile)
- ▶ EVM-CR Release Updates
- ▶ EVM Guidance and Interpretation
- ▶ Topics of Interest



PARCA EVM Organization

PARCA Earned Value Management Division Authorities

Policy and Guidance

EVM Competency

EVM Data Requirements

EVM Central Repository

Communications and Outreach

Develop, publish, and maintain DOD policy and guidance on EVM Serve as DoD EVM
Functional Lead to
influence EV
competency
requirements;
Coordinate with
Defense Acquisition
University (DAU)

Review and approve EVM data requirements for MDAP programs in coordination with Services and Defense Agencies; Resolve interpretive differences in EVM policy, practice, and requirements Be responsible for the Earned Value Central Repository (CR) and maintain CR data alignment with the Acquisition Visibility framework; Report EVM data compliance, integrity, and quality to AT&L

Maintain communications with Government and Industry on EVM policy



PARCA is responsible and accountable for EVM performance, oversight, and governance across the Department



POLICY UPDATE



Policy Update Initiatives

- ▶ DoD EVMS Interpretation Guide (EVMSIG)
- ▶ DoDI 5000.02
- DFARS Case
- Agile and EVM



Policy Updates - DoD EVMSIG Topics

- DoD EVMSIG Background
- Development of DoD EVMSIG
 - Adjudication team
 - Adjudication history
- December 2014 Adjudication Details
 - December 2014 adjudication/disposition status
 - Adjudication of global/key industry discussion points
- Implications of DoD EVMSIG
- Path forward
 - Publication
 - Agency-level procedures



Policy Updates - DoD EVMSIG Background

- Formal title: Department of Defense Earned Value Management System Interpretation Guide; abbreviated EVMSIG
- Purpose is to provide a single, authoritative DoD interpretation of the 32 Guidelines contained in the EIA-748 EVMS Standard for use in conducting DoD EVMS compliance reviews
- Each guideline is broken down into the following sections:
 - DoD Strategic Intent
 - Attributes
 - Typical Work Products
 - Where appropriate, acknowledges differences in guideline interpretation and application for development versus production type work



Policy Updates - Development of DoD EVMSIG

- Need to generate DoD policy-level EVMS interpretation guide determined in January 2014
 - Initial draft developed February through mid-May 2014
 - Adjudication Team formed to review initial draft document and adjudicate all comments.
 - Each DoD Component charged with conducting EVMS compliance activities provided representatives who had authority to act on behalf of that particular agency/organization
 - Team consists of representatives from DCMA, Intelligence Community (IC), Department of Navy (DON)/SUPSHIPS, and DCAA
- Initial draft provided to Adjudication Team May 2014. A total of four, in-person adjudication meetings held during 2014:
 - July (1 week), August (1 week), September (2 days), December (2 weeks)
 - First three meetings adjudicated 921 comments from Adjudication Team agencies/organizations.
 - December meeting adjudicated 1013 comments from wider distribution of stakeholders:
 - Government: Air Force, Army, PARCA, GAO, DAU, DCMA, IC, DCAA, DoN
 - Industry: NDIA (16 different companies), Shipbuilders (6 companies)
 - Included half day for industry to brief the Adjudication Team on comments/concerns



Policy Updates - EVMSIG Adjudication of Global/Key Industry Discussion Points

- Received 363 comments from Industry
- NDIA comments related to perceived "differences" between EVMSIG and EIA-748
 - WBS and control account definition (Guideline 1)
 - Objective completion criteria aligned with technical performance (Guideline 7)
 - Retroactive changes (Guideline 30)
- Overall, no "show stoppers" with the following global/key discussion points
 - Addition of new work product: Corrective Action Plan Summary (Guideline 7)
 - Prime contractor's "handling" of subcontractor management reserve (MR) (Guideline 14)
 - Material Earned Value (performance) addresses scenarios, suggest be more general (Guideline 21)
 - ETCs at Work Package Level (Guideline 27)
 - Definition of "freeze period" (Guideline 29)
 - Approval vs notification: Over Target Baseline/Over Target Schedule (OTB/OTS) (Guidelines 8 and 31)
 - Industry suggested delete and/or to supply several replacement figures (Guidelines 5, 6, 8, 9, 15)
 - Perceived differences in guideline interpretations will require multiple System Descriptions (SDs)



Policy Updates - EVMSIG Adjudication of Global/Key Industry Discussion Points

- Additional comments/key discussion points
 - WBS: Modular vs System oriented, different WBS level for labor and material (Guideline 1)
 - Network logic and interdependencies should be at level most practical for the program (Guideline 6)
 - Physical progressing should be allowed if Quantifiable Backup can be demonstrated (Guideline 7)
 - Work authorization is a process and may take many forms; make clear that labor hours is an acceptable budget unit (Guideline 9)
 - Flexibility for some level of actuals without budget for emergent work (Guideline 10)
 - Use of MR to offset a negotiating concession (Guideline 14)
 - Reconciliation of EVMS cost with the accounting system should be performed at the bottom line; use of estimated actuals should be optional for material (Guideline 16)
 - Progress payment milestones valid for claiming Material Earned Value (performance) (Guideline 21)
 - Overly prescribing level of variance analysis adds cost and results in redundancy (Guideline 23)
 - ETCs at Work Package Level (Guideline 27)
 - Retroactive changes allowable if sound rationale and documentation demonstrated (Guideline 30)
 - Foreword and Introduction: level of detail much greater than EIA-748; scalability



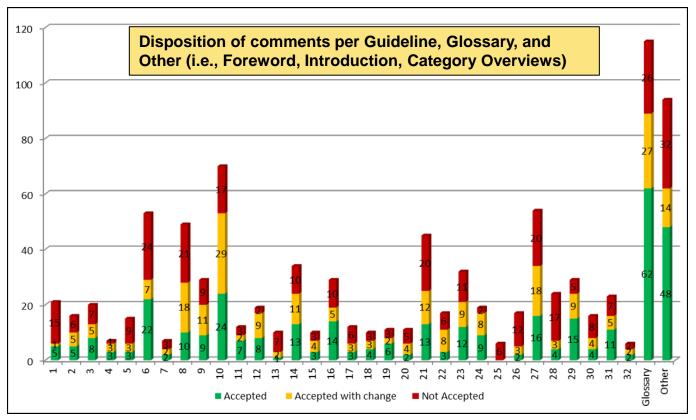
Policy Updates - December 2014 Adjudication Details

- December 2014 Adjudication/Disposition Status
 - Stakeholders provided comments/recommendations that addressed all areas of the document:
 Foreword, Introduction, Category Overviews, 32 Guidelines, and Glossary
 - Team adjudicated all 1,013 comments and reached consensus on final DoD EVMSIG

1,013 comments

- 64% Accepted or Accepted with change
- 36% Not accepted

(Disposition rationale for not accepted dependent on specifics of comment, e.g., work products not all inclusive; not using PMI terms; not actionable and/or no recommendation provided, handled in test steps, etc.)





Policy Updates - DoD EVMSIG Implications

- Implications of DoD EVMSIG
 - DoD EVMSIG clarifies the existing interpretations of the 32 Guidelines in EIA-748 for consistent application on high risk, high dollar and complex DoD cost type acquisitions
 - DoD EVMSIG clarifies how attributes are mapped to the 32 Guidelines. Each attribute appears only one time, associated with a particular Guideline, thus reducing/eliminating duplication of effort.
 - Example: Guideline 29 the DoD Strategic Intent section includes discussion on the importance of change control relative to the appropriate use of Management Reserve (MR) and also clearly defines a freeze period and which accounting periods are prior, current, and future
 - Previously, appropriate use of MR may have been associated with Guideline 14 (the identification and establishment of MR) and current period changes may have been associated with Guideline 30 (control retroactive changes)
 - DoD EVMSIG clarifies in both intent language and associated attributes which Guidelines are associated with these concepts
 - Current status of contractors' existing EVMS should be unchanged
 - Future deficiencies will reference the DoD EVMSIG



Policy Updates - Path Forward for EVMSIG

- Publication of DoD EVMSIG
 - Target date: Month-end January 2015
- Amplifying Agency-level procedures
 - DoD agencies/organizations (DCMA, IC, NAVSEA SUPSHIP, DCAA) charged with conducting initial and continuing EVMS compliance activities will establish amplifying agency-level procedures to clarify how the DoD EVMSIG is being implemented and provide guidance for attribute evaluation methods and tests
 - DoD agencies/organizations to brief PARCA on amplifying procedures and their consistency with the DoD EVMSIG



Policy Updates - DoDI 5000.02

- ▶ DoDI 5000.02 was signed out January 7, 2015
- Earned Value items Table 8 EVM Requirements
 - EVM is required for Fixed-Price Incentive Firm development and integration contracts with measurable and discrete work scope. In cases where the work scope is not measurable and discrete, program offices should follow the process to obtain a DFARS deviation.
 - If EVM is not required or a deviation is obtained, the IPMR should be used and tailored to obtain cost and/or schedule reporting when desired by the Government. For example, for full rate production contracts where EVM is not applicable, a tailored IPMR including a cost report showing actuals and a top-level schedule providing delivery dates of end products would be sufficient for Government management and oversight.
 - "Program Managers will employ EVM unless its use is <u>waived</u> by the CAE" and "Statutory requirements cannot be waived unless the statute permits."



Policy Updates - DFARS Case Intent

- Work scope should be considered in the application of EVM methodology and EVMS practices
- ▶ To be consistent with Federal regulations, consideration of application of EVM methodology and EVMS practices being differentiated between "major" and "non-major" acquisitions
- Thresholds for the applicability of EVM are being reviewed



Policy Updates - EVM Guidance for Agile Development Projects

- Goals
 - Provide high-level guidance on use of EVM and Agile Methodologies
 - Develop Agile/EVM Best Practices
 - Establishing a Baseline
 - Measuring Progress
 - Changes in Requirements
 - Standardization of Terminology
- Site-visits being conducted to identify successes, obstacles, and best practices
 - Government Agile Brainstorming Meeting August 2014
 - Leidos September 2014
 - Blue Cross Blue Shield October 2014
 - Raytheon October 2014
 - Hanscom AFB October 2014
 - DHS USCIS December 2014
 - Navy SPAWAR March 2015



Policy Updates - EVM Guidance for Agile Development Projects

- Ongoing initiatives
 - Participating in the NDIA Integrated Program Management Division's Agile and EVM Working Group
 - Holding Agile/EVM meeting on 19-20 February 2015, at the Institute for Defense Analyses
 - Open to Government and Industry
 - Presentation abstracts due February 6th
 - PARCA EVM office operations transitioned to Agile methodologies January
 2015 to gain Agile immersion experience
 - Publishing initial guidance or lessons learned April 2015



Policy Updates - EVM Guidance for Agile Development Projects

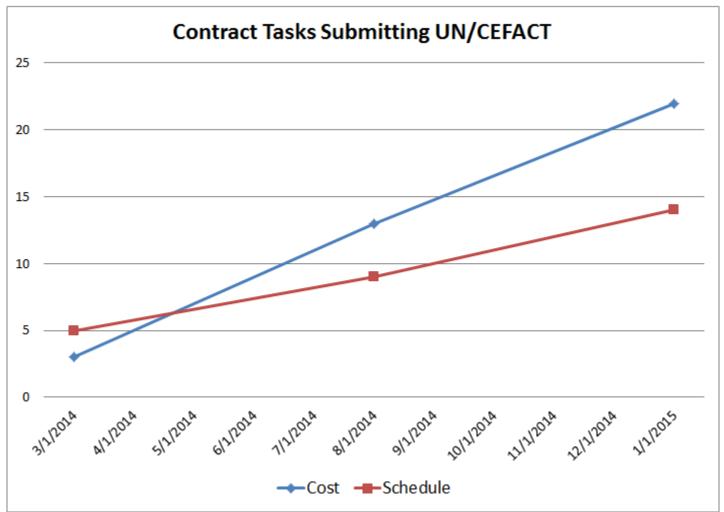
- What we have learned
 - Triple constraint (scope, cost, and schedule)
 - EVM Scope is fixed, cost and schedule are flexible
 - Agile Cost and schedule are fixed, scope is flexible
 - EVM data at the release level
 - Agile tools provide the discrete detail to calculate higher level EVM data
- ▶ Framework within which we are looking to provide guidance
 - Baselining
 - Level of detail
 - Rolling wave planning
 - Measuring progress
 - Identifying objective criteria for completion
 - Agile metrics to underpin progress
 - Standardization of nomenclature
 - Uniformity of Agile terminology across DoD



EVM-CR UPDATE

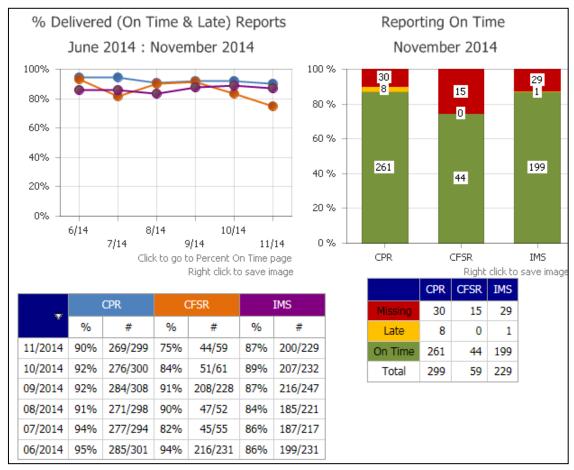


IPMR





EVM-CR Update – Submissions



Continued overall improvement in reporting submissions

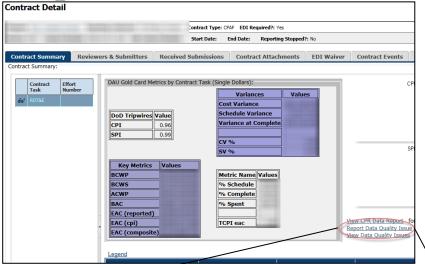


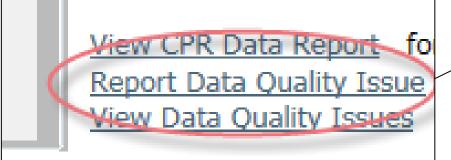
EVM-CR Update – Release Capabilities

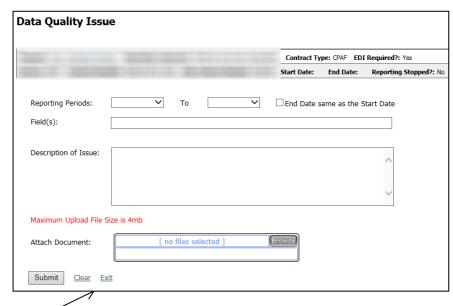
- New EVM-CR release January 2015
- Release Capabilities
 - Data Quality Issue Reporting Ability for all users to report data anomalies
 - Track Required Formats Reporting streams expanded to be able to identify specific formats required for IPMR Cost and Schedule submissions
 - Formats Delivered Report compares specific requirements with items received
 - EVM-CR to DAMIR Alignment Provides insight to DAMIR and allows comparisons of various contract tasks so that effort number alignment can be confirmed
 - Effort Numbers Prominently displayed for all users
 - Submitter Contract Access Request Submitters can request access to contract via the website. Automatic email alert sent to Lead Review team



EVM-CR Update – Data Quality Issue Reporting







The option to report a data quality issue is available for all users and is available from the EVM-CR Contract Detail page



EVM-CR Update – Track Formats Required vs. Formats Delivered

Report comparing requirements with formats delivered

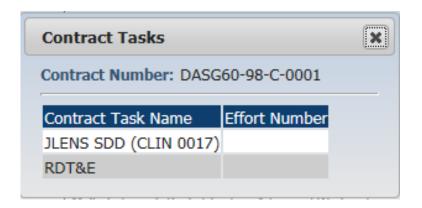
EVM-CR Format Reporting Performance											
Program	Contract Number	Contract Task	Effort Number	Fmt 1	Fmt 2	Fmt 3	Fmt 4	Fmt 6	Fmt 7	IPMR Cost	IPMR Sched
Program D	N00001-00-C-0000	LRIP I, II, III	1								
Program D	N00001-00-C-0000	LRIP 4	1								
Program A	FA0000-01-K-0000	RDT&E	1								
Program N	FA0000-02-K-0000	Production									

Legend				
Color	Format Requirement/Delivery Status			
	Required & Delivered			
	Not Required, but Delivered			
	Required & Not Delivered			
	Not Required & Not Delivered			
* IPMR requirements imply UN/CEFACT				



EVM-CR Update – DAMIR to EVM Alignment

Effort numbers are now displayed more prominently for all users in a few locations



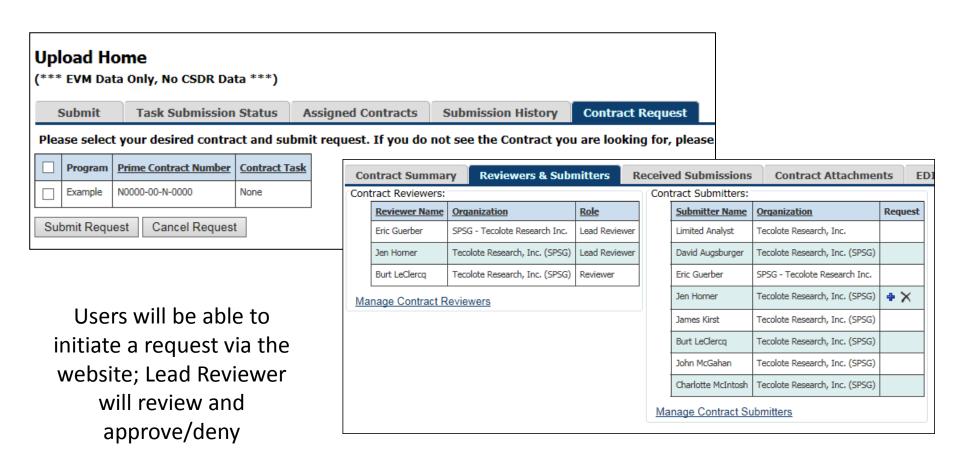


Additionally, interface allows Admins the ability to see effort number and PNO along with major metrics for a given contract number. They can then view comparisons between the EVM-CR and DAMIR to ensure data alignment.



EVM-CR Update – Submitter Contract Access Request

Submitters now have the ability to request contract access in the EVM-CR via the website





EVM GUIDANCE AND INTERPRETATION STATUS



Recent EVM Guidance Review Topics

- **FPIF**
- Subcontractor EVM CDRL Flow-down
- Schedule Margin
- SWO



EVM Guidance - FPIF

- There are three potential situations described below surrounding the use of EVM on FPIF contracts based on the scope of work
 - Development and integration contracts with measurable and discrete work scope: EVM methodology and system requirements apply as described in DFARS Subpart 234.2 Earned Value Management System
 - Low-Rate Initial Production (LRIP) contracts with remaining development or production risk: EVM methodology and system requirements are not required, but a tailored Integrated Program Management Report (IPMR) Format 1 and Format 6 should be used; Format 1 should address the entire program and include detail for the high risk WBS items
 - Full-Rate Production (FRP) contracts: EVM methodology and system requirements are not required, but Program management principles and tailored IPMR, including a cost report showing actuals and a top-level schedule providing delivery dates of end products, should be used

The DoD Instruction 5000.02 dated January 7, 2015, Table 8 EVM Requirements: "EVM is required for Fixed-Price Incentive Fee development and integration contracts with measurable and discrete work scope. In cases where the work scope is not measurable and discrete, program offices should follow the process to obtain a DFARS deviation."



EVM Guidance - Subcontractor EVM CDRL Flow-Down

- ▶ PARCA received a question asking if the prime contractor is required to flow-down the Contract Data Requirements List (CDRL) Reporting Data Item Descriptions (DID's) to subcontractors
- ▶ Although Table 8 of the Interim DoDI 5000.02 indicates that IPMR reporting is mandated for subcontracts that meet established thresholds, the flow-down of the IPMR CDRL is at the discretion of the Government Program Office
- ▶ DFARS Section 234.201 indicates that Earned Value Management System compliance is required for cost/incentive contracts and subcontracts that meet certain thresholds
- Subcontractors with an EVMS flow-down requirement must be able to demonstrate to Government agencies with EVM System compliance authority that they can generate timely, reliable, and verifiable data



EVM Guidance - Schedule Margin

- Policy Guidance Memo published by PARCA on December 17, 2014
- ▶ The Integrated Program Management Report (IPMR) DID and the associated IPMR Guide are considered policy
- ▶ The DoD definition of schedule margin allows for application at multiple points in a schedule, as long as each instance of schedule margin is properly identified, can be removed for critical path analysis, can be managed, can be explained, and is placed at strategic integration points in the IMS that benefits the contractor's ability to management the work

"Schedule margin is an optional management method for accommodating schedule contingencies. It is a designated buffer within the schedule and does not have any resources assigned to it. Schedule margin shall have a baseline and be under the control of the contractor's program manager. Schedule margin, if any, shall only be placed as the last task/activity/gap before a contract event or end item deliverable."



EVM Guidance - SWO

- Under a Stop Work Order (SWO) where remaining scope will be deleted and not resumed, the contract value must be adjusted to reflect value for scope completed and remove value for scope not completed
- Draft DFARS PGI language below:

"In situations where a stop work order has been issued and remaining work will be deleted, the contract value must be adjusted to remove work scope not completed. When determining the value of work remaining to be deleted, contracting officers should not rely solely on earned value management estimates. This method, in some cases, can significantly overstate or understate costs."



TOPICS OF INTEREST

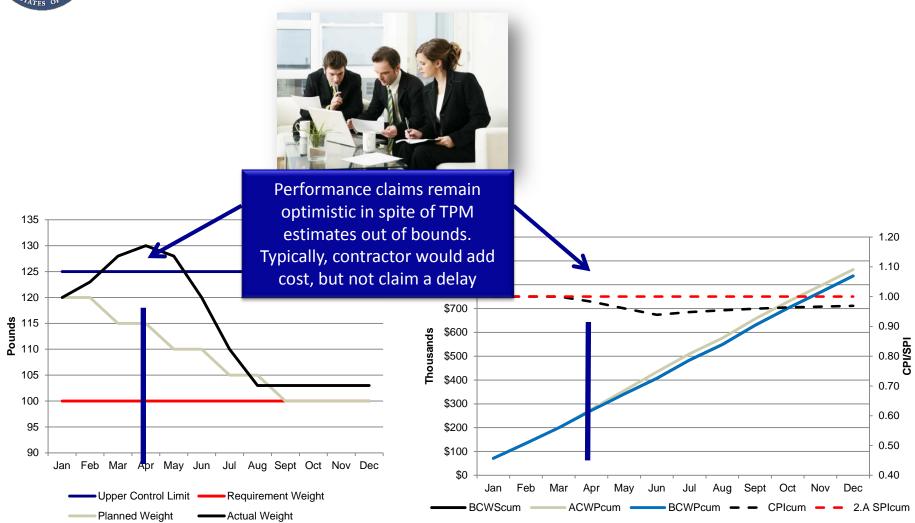


Topics of Interest

- ▶ Technical vs. Earned Value Performance
 - Continue previous work to identify, document, and recommend approaches to tie System Engineering work products and technical performance measures to the Earned Value mechanism for tracking progress
- Fssential Views
 - Identify leading indicators of program health by combining Cost Reporting (Format 1) and Schedule Reporting (Format 6) data into an analytical dashboard made available through the EVM-CR
- WBS Level of Detail
 - Assess and evaluate differences in the monthly Integrated Program
 Management Report (IPMR) performance at various levels of detail to
 provide insight into the optimal level of detail for the Cost Report (Format 1)
 and the Schedule Report (Format 6)



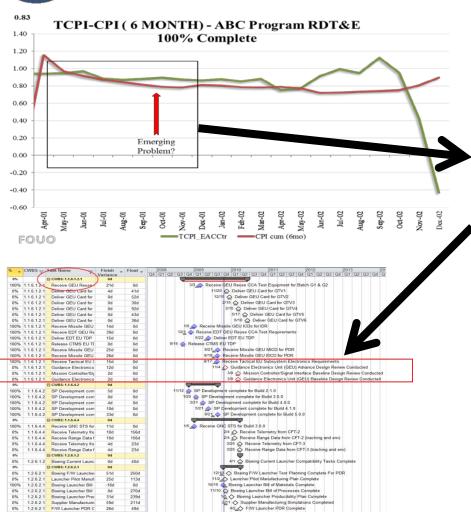
Topics of Interest – Example TPM Scenario –
Side-by-Side Comparison

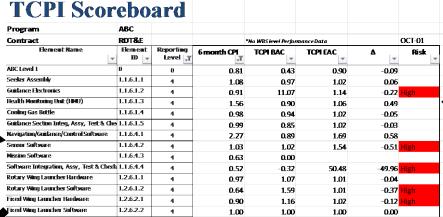


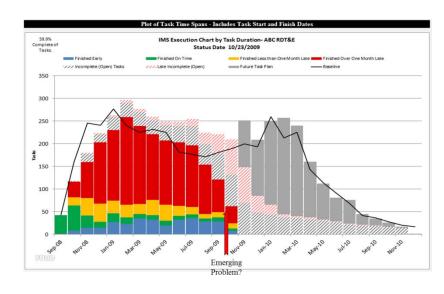


1.2.6.2.1 Launcher FW Non Fu

Topics of Interest – Integrated Cost and Schedule Analysis







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12/22 C Launcher FW Non Functional Available



Topics of Interest – WBS Allows for DataIntegration

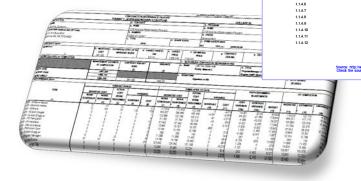
Technical

- TPMs
- Specifications
- Design docs
- Performance characteristics

Risk & Risk Assessment

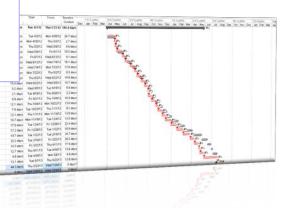
- Technical, Cost, Schedule
- Tied to work described in WBS dictionary

Earned ValueCost



Schedule

IMP / IMS



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WBS







BACK-UP



PARCA Organization

Director, Performance Assessments and Root Cause Analyses (PARCA)

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Mr. David S. Cadman

Deputy Director for Acquisition Policy Analysis Center

Dr. Philip S. Anton

OSD EVM Policy Holder Nunn McCurdy Breach Analysis Program
Assessments and
DAES Selection

Analysis Team

PARCA was brought into existence via the reforms called for by the Weapon Systems Acquisition Reform Act (WSARA) of 2009

As the central office for major defense authorization performance assessment, root cause analysis, and earned value management (EVM), PARCA advises AT&L on program execution status; and issues policies, procedures, and guidance to the Military Departments and the Defense Agencies to improve program management practices



PARCA EVM Vision

Performance Assessments and Root Cause Analyses

Foster cross functional situational awareness, visibility, and accountability through integrated program management at all levels of the acquisition community



Guiding Principles

- Increase the quality and utility of EVM data
- Increase the use of EVM across the acquisition chain
- Improve acquisition professionals ability to utilize EVM
- Reduce Contractor's administrative burden of inefficient use of EVM
- Ensure constructive 2-way communication between DoD and Industry
- EVMS is perceived by all stakeholders to be cost effective