





**National Defense Industrial Association** 

# Implementing Continuous Iterative Development and Acquisition

## **Executive Summary**

NDIA Systems Engineering Division in partnership with INCOSE and PSM

31-Mar-2019

## **Background**







Defense Science Board (DSB) released a report in Feb-2018 containing seven recommendations regarding software design and acquisition. Section 868 of NDAA 2019 mandates implementation of these recommendations within 18 months.

The Defense Innovation Board (DIB) Software Acquisition and Practices (SWAP) study group has also provided many insightful and largely compatible recommendations.

NDIA, INCOSE and PSM support the DSB and DIB concepts and the opportunities they offer to DoD and the defense industry.

- NDIA offers the recommendations herein to ASD(A&S) and ASD(R&E) representing an "industry perspective" on path forward.
- NDIA appreciates the opportunity to partner with DoD on implementation.

## **DSB SW Task Force Recommendations**





- **Software Factory** A key evaluation criteria in the source selection process should be efficacy of the offeror's software factory.
- **Continuous Iterative Development** DoD and defense industrial base partners should adopt continuous iterative development best practices for software, including through sustainment.
- **Risk Reduction and Metrics for New Programs** For all new programs, starting immediately, implement best practices in formal program acquisition strategies (multiple vendors and down-selects, modernized cost and schedule measures, status estimation framework)
- 4. <u>Current and Legacy Programs in Development, Production, and Sustainment</u> for ongoing development programs, PMs/PEOs should plan transition to a software factory and continuous iterative development.
- **Workforce** The U.S. Government does not have modern software development expertise in its program offices or the broader functional acquisition workforce. This requires Congressional engagement and significant investment immediately.
- **Software is Immortal: Software Sustainment** RFPs should specify the basic elements of the software framework supporting the software factory... reflected in source selection criteria
- 7. <u>IV&V for Machine Learning</u> Machine learning is an increasingly important component of a broad range of defense systems, including autonomous systems, and will further complicate the challenges of software acquisition.

The NDIA working group developed consensus recommendations responding to each of the 7 DSB findings:

- Assumptions
- Picture of Success (End State)
- Current State
- Description
- Obstacles
- Path Forward

This briefing is an executive summary of those recommendations. Detailed report provided separately.

## **Framing Assumptions**







Continuous iterative development (CID) methods have cross-functional implications. The scope includes not just SOFTWARE but also SYSTEMS ENGINEERING and supporting disciplines.

Software Factories include people, processes, and tools – not just a tool chain.

Funding and contracts must be aligned to support implementation and/or migration to SW factories with life cycle sustainment.

A collaborative approach to Intellectual Property (IP) across the entire acquisition life cycle will be developed that meets both Government and Supplier needs.

A business case can be made for the effective deployment and maintenance of integrated tool chains to build capability throughout the life of the system.

Traditional waterfall-based processes, tools, and measures are generally not well suited to CID.

A skilled SW-informed workforce cadre is available or can be developed across functions (e.g., software, acquisition, PMs, sustainment).

Cross-cutting assumptions. Refer to the separate detailed report with assumptions specific to each DSB recommendation area.

## **DSB #1: Software Factory**

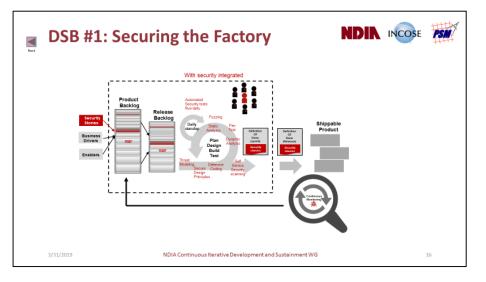






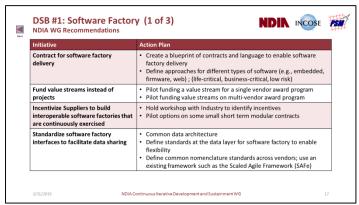
## **NDIA WG Recommendations**

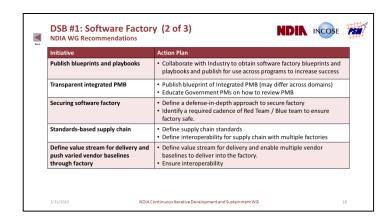
Picture of Success (end state)		
People	Qualified factory workforce	<ul> <li>Continuous learning (relentless improvement, pipeline feedback)</li> </ul>
Process	<ul><li>Integrated PMB</li><li>Metrics</li><li>Predictability</li></ul>	<ul> <li>Digital Blueprint / Play Book</li> <li>Ontology, Nomenclature</li> <li>Secure Supply Chain</li> <li>Relentless Improvement</li> </ul>
Tools	<ul> <li>Platform agnostic tool chain</li> <li>Adaptable to change</li> <li>Test automation at all levels</li> </ul>	<ul> <li>Model-based SW validation vs.</li> <li>architecture</li> <li>Red team / Blue team factory</li> </ul>



### Security integrated into factory workflows (DevSecOps)

#### **Recommendations for Path Forward:**





nitiative	Action Plan
Measure practices and process for results	Document program practices and processes being used     Measure success of programs by practice and environment to analyze which practices are demonstrating the best results based on customer criteria of value. (not methodology, but individual practice)
DoD-run retrospectives for a sampling of programs	Select a sampling of programs once a quarter and run a retrospective jointly between Industry and Government to identify root causes and improvements     Publish best practices identified in retrospectives for all vendors
Open source	Research approach to instantiate Government-based open-sourced ways of working to leverage common modules across vendors and programs
Teams as a service (CID Cells)	Research approach to leverage cross-functional teams as a service in work areas were there is higher availability of workforce.
ATO for infrastructure	Research opportunity to obtain IATO on Infrastructure of software Factory.     bare metal / cloud / database (DB) are the longest lead-time items to approve     If we could secure a common architecture, the application layer would be     cheaper and faster to approve, reducing cycle time for capabilities

Click thumbnails to zoom

PMB: Performance Measurement Baseline

## DSB #2: Continuous Iterative Development (MVP)

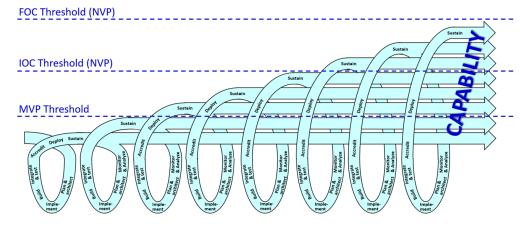






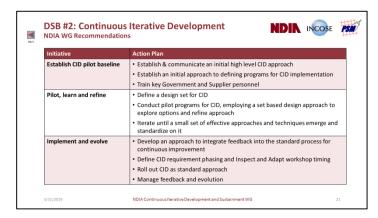
### **NDIA WG Recommendations**

Picture of Success (end state)		
Government / Contractor Interface		
Contracting	<ul> <li>New programs defined by solution intent (CV-1)</li> <li>Contracts defined by evolutionary viability products (MVP/NVP)</li> </ul>	
Funding	Contract funding structure supports seamless capability evolution	
Stakeholders	Active engagement in CID lifecycle	
Design	Guided by MOSA	
IP	Government access to source code with negotiated IP protections	
Program Execution		
People	<ul> <li>Multi-discipline agile execution includes aligned milestones</li> <li>Direct user/developer interaction informs design (product owner)</li> </ul>	
Process	• Early SE ➤ SW sequencing, refactoring, tools, environments	
Tools	Test automation accelerates delivery (rapid release, deployment)	



Procurements based on iterative development of releases according to product capability thresholds

#### **Recommendations for Path Forward:**



## DSB #3a: Risk Reduction (Competitive Prototyping)

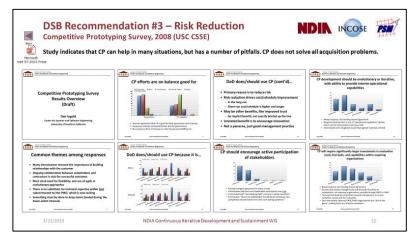






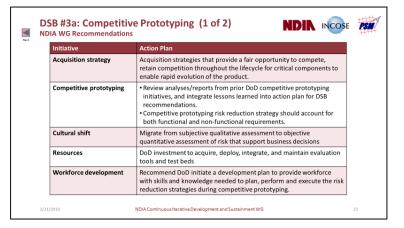
## **NDIA WG Recommendations**

Picture of Success (end state)		
Competition	<ul> <li>Business case: win-win partnership, common goals, acquisition/support strategy</li> <li>Objective downselect evaluation criteria (RFP L&amp;M) and feedback</li> <li>Open architecture on critical components</li> </ul>	
Contracts	<ul> <li>IP agreement negotiated, sustained across the life cycle</li> <li>Funding and contracts aligned to support factory migration</li> </ul>	
Metrics	<ul> <li>Continuous improvement, SMART measures against objectives</li> <li>Risk-based decision making</li> </ul>	
Resources	Funding, staffing, tools, environments to support multiple teams	



Competitive prototyping can help in many situations, but does not solve all acquisition problems.

### **Recommendations for Path Forward:**





IP: Intellectual Property
RFP: Request for Proposal
SMART: Specific, Measurable, Achievable, Relevant, Time bound

## **DSB #3b: Measures for CID**

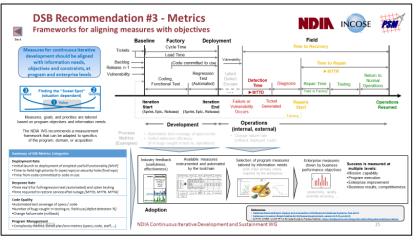
### **NDIA WG Recommendations**

Picture of Success (end state)		
Consensus frameworks	Objectives first - measures aligned and tailored from information needs, goals and constraints, at program and enterprise levels	
Modernized measures	<ul> <li>Migration toward consensus alternatives to traditional waterfall and phase-based SW measures (LOC, EVM, milestones,)</li> <li>Derived from SW factory processes, automated by toolchain</li> <li>Basis for measuring cost and schedule vs. plan</li> </ul>	
History- based estimates	Repositories collect performance-based measures (e.g., WBS, staff, cost, productivity) supporting future comparisons, basis of estimates, proposals, and program monitoring	



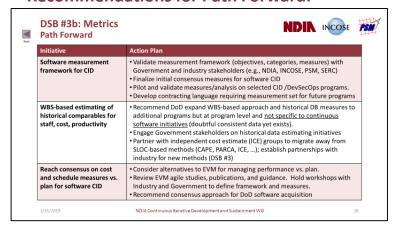






Measures for CID should be aligned with information needs and constraints, at program and enterprise levels

#### **Recommendations for Path Forward:**



## **DSB #4: Transition for Current and Legacy Programs**







### **NDIA WG Recommendations**

Picture of Success (end state)			
People	Skill assessment for gap analysis	Skilled capable workforce for transition on legacy programs	
Process	<ul> <li>Business case for transition</li> <li>Playbooks and Blue Prints for legacy code transition</li> <li>Assessment of supply chain and SW pedigree (FOSS, COTS, GOTS)</li> </ul>	<ul> <li>Risk adjusted product backlog</li> <li>Strategies for incrementally building up test automation</li> </ul>	
Tools	Tools to generate legacy 'as- built' documentation and models for legacy code base		

Box 6: Example of Legacy Program Moving to Iterative Development:

Tomahawk



Tomahawk is currently executing a streamlined, hybrid-Agile approach, with good results. The development approach for Tomahawk add-on, however, is still Waterfall. The program is conducting two-week long sprints over a defined period of time (i.e., the Waterfall spiral time) with the goal of discovering defects earlier, not necessarily shortening the time to completion. The benefit of this process is that shorter sprints allow for periodic deliveries for early integration and testing, as well as cyber scans. This approach will be implemented in full in the next baseline (Tactical Tomahawk Weapons Control System v5.6.1).

Defense Science Board, Design and Acquisition of Software for Defense Systems, Feb 2018

See also: Defense Innovation Board SWAP Study Report: <u>Supplementary Documents, Appendix B.6</u>
<u>Sustainment / Modernization Subgroup Report</u>

#### **Recommendations for Path Forward:**

Initiative	Action Plan
Program assessment for categories of legacy software programs.	Collaborate with industry building program categorization table for varied types of software and products being built Define common list of program readiness attributes Define metrics for how to measure transition success Develop common risk categories to evaluate Prototype process for iteratively and incrementally transitioning programs
Supply chain pedigree evaluation tool	Investigate methods for evaluating software pedigree     Prototype process and tools to evaluate supply chain pedigree     Validate pedigree on FOSS/COTS/GOTS/Supplier components
Blueprints and playbooks for low risk transition	Collaborate with Industry to build repository of blueprints , playbooks, and strategies for different types of programs.
Visualization tools for varied code bases.	Investigate Visualization tools for different types of code bases
Auto generate "As-Built" and Models to evaluate system and develop transition plans	Investigate standardized set of tools to auto-generate models and "As-Built" of the varied legacy systems     Define a prioritization strategy for migrating program components to the software factory

COTS: Commercial Off the Shelf FOSS: Free Open Source Software GOTS: Government Off the Shelf

## DSB #5: Workforce NDIA WG Recommendations



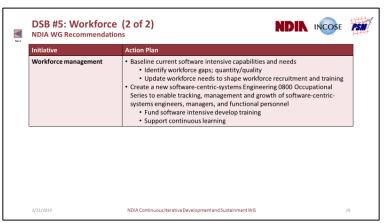


Picture of Success (end state)		
Education and Training	<ul> <li>DAU curriculum for DevSecOps and modern SW-centric systems</li> <li>Community of practice platforms</li> </ul>	<ul> <li>Training across career fields (PM, sustainment, acquisition)</li> <li>Aligned with current/future development and recruiting needs</li> </ul>
Stakeholder Engagement	<ul> <li>Collaborative government / industry partnerships</li> <li>Trained experienced industry partners and supply chain</li> </ul>	<ul> <li>Consensus measurement framework</li> <li>Multi-discipline CID support teams (CDRLs, events, milestones)</li> </ul>
Staffing	<ul> <li>Increased hiring, retention, training for acquisition experts</li> <li>Recruiting pipeline for SW experts</li> </ul>	<ul> <li>Dedicated workforce funding and coaches across services</li> <li>PMO IPTs for modern SW practices</li> </ul>

DSB #5: Workforce NDIA WG Recommendatio	
Initiative	Action Plan
Modern software-intensive- systems engineering competency model development	DAU/INCOSE/NDIA/ISO collaboration to add software-centric systems engineering roles and proficiencies to INCOSE SE competency model and identify / develop workforce development content to improve proficiency     Create ability to ID/code software-intensive-systems engineering in current/future software-centric systems skillsets
Informed PMs and software SMEs Training	Development and deploy training at Defense Acquisition University on iterative software development for all acquisition communities (PM, Systems Engineering, Software, Financial Management, Cost Estimating,) Develop a consensus government/industry measurement framework and common measures applied across defense software acquisition programs Supply chain integration - Deploy supply chain pedigree evaluation tools and techniques Develop blueprints and playbooks for low risk transition Develop RFP guide for acquiring and transitioning to software factories



#### **Recommendations for Path Forward:**



Click thumbnails to zoom

CDRL: Contract Data Requirements List CID: Continuous Iterative Development DAU: Defense Acquisition University IPT: Integrated Product Team PM: Program Manager PMO: Program Management Office

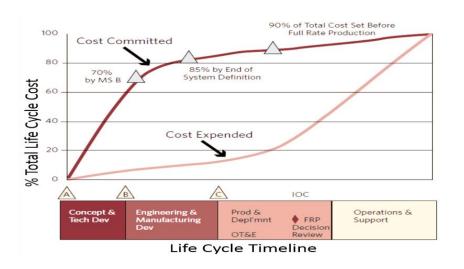
## DSB #6: Sustainment (Software Is Immortal) NDIA WG Recommendations



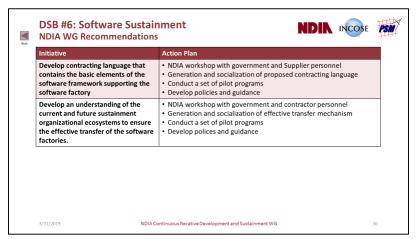




Picture of Success (end state)		
Resources	<ul> <li>Availability and support of a trained proficient workforce</li> <li>Organic DoD software infrastructure, incentives, funding</li> <li>Collaborative IP strategy throughout the life cycle, using a "work shared sustainment" approach</li> </ul>	
Contracting Language	<ul> <li>Contracts specify elements of framework supporting SW factory</li> <li>Policies and guidance validated by workshops, pilots</li> </ul>	
Sustainment Ecosystems	Understanding of current and future organizational ecosystems to ensure effective transfer of SW factories	



### **Recommendations for Path Forward:**



## **DSB #7: IV&V for Machine Learning**

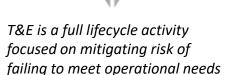
### **NDIA WG Recommendations**

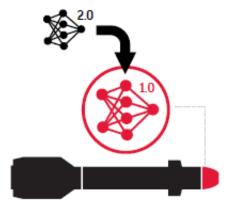




Picture of Success (end state)		
Consensus ML IV&V Framework	<ul> <li>Model-based inference engine considering full system context</li> <li>Risk-based methodology supporting T&amp;E needs, linked to ML model failures early in system development process</li> <li>Mitigation throughout system design, development, sustainment</li> </ul>	
Open Data Sets	<ul> <li>High data quality, quantity, availability, and traceability</li> <li>Data repository accessible to government and industry</li> <li>Governance model for availability, level playing field, innovation</li> <li>New repository data continuously collected and published</li> </ul>	
Perpetual Updates	<ul> <li>Continuous ML model updates – evolution at speed of relevance</li> <li>Continuous V&amp;V methods sensing changes from models, environment</li> <li>Performance/accuracy aligned with changing environment, threats</li> </ul>	



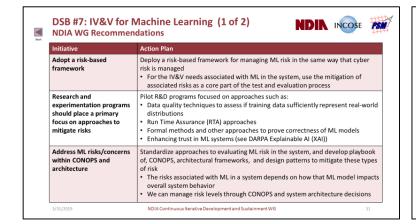




Perpetual Upgrades

#### **Recommendations for Path Forward:**

DSB #7: IV&V for Machine Learning (2 of 2)



NDIA WG Recommendations nitiative Ensure data availability Establish a data exchange that is not just a simple repository/dumping ground for and traceability across data... Instead espousing a governance model and necessary security controls DIB: "All data generated by DoD systems - in development and deployment should be stored, mined, and made available for machine learning (ML)" To allow for greater innovation, make all this data available to industry via a secure data repository/exchange Include requirements for maintaining history, provenance and pedigree of data sets and ML models, and maintain data/model traceability Continuous V&V methods tied to sensing of changes from models & environment Software factory Ensure that evaluation criteria for a "Software Factory" considers the special needs considerations for ML of ML systems Evaluation criteria for Software Factories must consider the special needs of development and deployment for ML (models need to be rapidly re-trained, retested, re-deployed) Software factory considerations include: abundant storage for training/validation data, ample compute (e.g., Graphics Processing Units (GPUs), Tensor Processing Units (TPUs)) to support training runs, etc.

Click thumbnails to zoom

IV&V: Independent Verification & Validation ML: Machine Learning T&E: Test and Evaluation

## Summary







## The NDIA WG provides an industry perspective on picture of success, current state, obstacles and path forward for each DSB recommendation

DSB Recommendation	NDIA "Path Forward" recommendations	
#1 – Software Factory	14	Contracting, funding, incentives, methods, security, supply chain, and measures
#2 – Continuous Iterative Development	3	Pilots and continuous improvement
#3 – Risk Reduction & Metrics	10	Acquisition strategy, competitive prototyping, culture, workforce, IP, and measures
#4 – Legacy Systems	5	Assessments, supply chain, methods, tools, and modeling
#5 – Workforce Development	3	Competency models, workforce assessment, workforce management, and training
#6 – Sustainment	2	Contracting and industry-government transfer of sustainment responsibilities
#7 – Machine Learning	5	Risk, research, CONOPs, ML data, and Software Factory interactions

Details of each topic and recommendation are provided in the separate report.

## Acknowledgments







The NDIA Systems Engineering Division and its partners, INCOSE and PSM, appreciate the opportunity to provide an industry perspective for advancing the use of iterative methods in defense software acquisition.

The defense industrial base embraces the opportunities offered by the DSB and DIB recommendations and looks forward to supporting the Department of Defense with implementation.

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## Backup

# Supporting Content (Hidden Slides) Excerpts of NDIA Recommendations by DSB Finding

(see separate briefing package for full details)