

The Effectiveness of Systems Engineering: on DoD System Development Programs

NDIA Systems Engineering Conference

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SE Effectiveness -

Overview



The SE Effectiveness Survey

Quantifies the relationship between the application of <u>Systems Engineering</u> best practices and the <u>performance</u> of system development projects



TODAY'S OUTLINE

- 1. Rationale and Background
- 2. The Challenge
- 3. The Rigor
- 4. The Results!
- 5. Conclusions & Caveats

NDIA SE Division – Org Chart



National Defense Industrial Association SYSTEMS ENGINEERING DIVISION





Survey Rationale and Background

Previous Studies - Summary



STUDY		APPLICABILITY			
Author & Background	Findings	SE Activities	Definition of Success	Characteristics of Project	
Gruhl (1992) 32 NASA Pgms	8-15% Upfront Best	First two of five development phases	Cost (Less cost overrun)	Large; Complex; all NASA	
Herbsleb (1994) 13 CMM Companies	Process Improvement ROI 4.0 – 8.8	CMM Process Areas	Cost (Cost reduction through SE investment)	Various; federal contracting	
Honour (2004) Survey INCOSE SEs	15-20% of project should be SE	Overall SE level of effort (Cost) & related SE quality	Cost & Schedule	Various sizes (measured by total project cost)	
Boehm & Valerdi (2006) COCOMO II	SE importance grows with project size	COCOMO II RESL (Architecture and Risk)	Cost	Various sizes, but software systems only	
Boehm & Valerdi (2004) COSYSMO	Estimate within 30% effort 50% - 70% of time	33 activities defined by EIA 632	Cost	Mostly successful projects from federal contractors	
Ancona & Caldwell (1990) Boundary Management	Managing team boundary 15%; more is better	Team boundary activities – interface between team and external	Product Performance (Successfully marketed products)	Technology products	
Frantz (1995) Boeing side-by- side projects	More SE yielded better quality & shorter duration	Defined by Frantz	Product Performance & Schedule (Quality of product and duration of project)	Three similar systems for manipulating airframes during assembly	

Does this sound familiar?

The SE efforts on my project are critical because they ...

- ... pay off in the end.
- ... ensure that stakeholder requirements are identified and addressed.
- ... provide a way to manage program risks.
- ... establish the foundation for all other aspects of the design.
- ... optimize the design through evaluation of alternate solutions.

We need to minimize the SE efforts on this project because ...

- ... including SE costs in our bid will make it non-competitive.
- ... we don't have time for '*paralysis* by analysis'. We need to get the design started.
- ... we don't have the budget or the people to support these efforts.
- ... SE doesn't produce deliverable outputs.
- ... our customer won't pay for them.

•These are the ASSERTIONS, but what are the FACTS?

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It is difficult to justify the costs of SE in terms that program managers and corporate managers can relate to.

- The costs of SE are evident
 - Cost of resources
 - Schedule time
- The benefits are less obvious and less tangible
 - Cost avoidance (e.g., reduction of rework from interface mismatches)
 - Risk avoidance (e.g., early risk identification and mitigation)
 - Improved efficiency (e.g., clearer organizational boundaries and interfaces)
 - Better products (e.g., better understanding and satisfaction of stakeholder needs)



- How can we quantify the effectiveness and value of SE?
- How does SE benefit program performance?



Obtain quantitative evidence of the costs and benefits of Systems Engineering

The Challenge – SE Effectiveness Survey

Hypothesis: The effective performance of SE best practices on a development program yields quantifiable improvements in the program execution (e.g., improved cost performance, schedule performance, technical performance).

Objectives:

- Characterize effective SE practices
- Correlate SE practices with measures
 of program performance

Approach:

- Distribute survey to NDIA companies
- SEI analysis and correlation of responses

Survey Areas:

Process definition Project planning Risk management Requirements development Requirements management Trade studies Interfaces Product structure Product integration Test and verification







The Rigor -Followed Planned Lifecycle





This study spanned three + years

The Rigor -Formally Selected Set of SE Activities





Survey was developed based on standards and recognized SE experts

Candidate Methods: Case Studies



- Method Establish collaboration with one (or a few) defense contractor(s)
 - Choose a few completed projects
 - Collect and analyze data to quantify the costs and benefits of the SE applied to the projects
- Pros In-depth, multi-faceted study
- **Cons** Reluctance of contractors to expose sensitive data
 - Lack of data
 - Consistency: No generally accepted definition of SE
 - Availability: 1) SE efforts not often budgeted and tracked
 - 2) Benefits of SE are difficult to quantify
 - Lack of generalization
 - "That doesn't apply to us; we do it differently."
 - "That's just one (or a few) project(s)."

Candidate Methods: Organizational Survey



- **Method** Survey defense contractor organizations
 - Collect and analyze data to quantify the costs and benefits of SE applied within the organization
- **Pros** Based on a representative sample of the industry
- **Cons** Reluctance of contractors to expose sensitive data
 - Lack of data
 - Consistency:
 - 1) No generally accepted definition of SE across organizations
 - 2) Uneven application of SE within organizations
 - Availability:
 - 1) SE efforts not often budgeted and tracked
 - 2) Benefits of SE are difficult to quantify

Candidate Methods: **Project Survey**





- Method Survey individual defense contractor projects
 - Collect data on the application of selected SE practices
 - Collect data on the overall performance of the project
 - Analyze results to identify relationships between SE application and project performance
- Pros Based on a representative sample of the industry
 - The survey provides a common definition of SE
 - Project performance data is widely available
- **Cons** Reluctance of contractors to expose sensitive data

Is the NRE percentage estimated, or is it a measured value? *(Please* © Estimated © Measured © Done

Implementation of the Systems Engineering Effectiveness Survey (SEES)

- 1. Define the goal
- 2. Choose the population
- 3. Define the means to assess usage of SE practices
- 4. Define the measured benefits to be studied
- 5. Define the 'other' factors to be studied
- 6. Develop the survey instrument
- 7. Execute the survey
- 8. Analyze the results
- 9. Report
- **10.Plan future studies**

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The Effectiveness of Systems Engineering: A Survey - Microsoft Internet Explorer

View Favorites Tools Help

Population and Sampling Method



Population

• DoD prime contractors and subcontractors who produce products (as opposed to services).

Sampling Method

- NDIA SE Division represents a reasonable cross section of the chosen population
- Invite all product-supplying organizations within the NDIA SE Division to participate.
- Random sampling within each organization



Question #1

•What SE activities do you apply to your project?

Challenge

- No generally accepted definition of what IS and what IS NOT a part of SE.
 - "How much SE do you do on your project?" <= No answer
- SE is often embedded in other tasks and not budgeted separately
 - "How much does your project spend on SE?" \leftarrow No answer

Solution

- Avoid a defining SE
 - Too much controversy
- Ask about the results of activities that are generally agreed to be SE



Based on CMMI-SE/SW v1.1

Focused on identifying tangible artifacts of SE activities

Work products

Work Products chosen by a panel of SE experts from government, industry, and academia

- First pass selected CMMI Work Products that were (in the judgment of the SE expert panel) related to SE
- Second pass selected SE-related Work Products that were (in the judgment of the SE expert panel) most significant

Assessment of SE Practices 3



•Survey content is based on a recognized standard (CMMI)

Assessment of SE Practices 4





Assessment of SE Practices 5



•SE Work Products chosen in the following CMMI Process Areas:

CMMI Process Area		# WP	
Organizational Process Definition	OPD	1	
 Project planning 	PP	10	
 Risk management 	RSKM	6	
 Requirements development 	RD	8	
 Integrated Project Management 	IPM	3	
 Requirements management 	RM	10	
 Configuration management 	CM	7 _	Trade studies
 Technical Solution 	TS	13	Interfaces
 Product Integration 	PI	1	Product architecture
Verification	VER	10	
Validation	VAL	2	

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Assessment of Project Performance

Question #2

How is your project going?

Address TOTAL Project Performance

- Project Cost
- Project Schedule
- Project Scope

Focus on commonly used measurements

- Earned Value Management (CPI, SPI, baseline management)
- Requirements satisfaction
- Budget re-baselining and growth
- Milestone and delivery satisfaction





Assessment of Other Factors



•Question #3

•What other factors affect project performance?

SE Capability is not the ONLY thing that can impact Project Performance. What about:

- **Project Challenge** some projects are more complex than others
 - Lifecycle scope, technology maturity, interoperability needs, precedence, size, duration, organizational complexity, quality of definition
- Acquirer Capability some acquirers are more capable than others
 - Requirements quality, acquirer engagement, consistency of direction
- Project Environment projects executed in and deployed to different environments have different needs
 - Acquiring organization, user organization, deployment environment, contract type, developer's experience, developer's process quality

Developing the Survey Instrument: **Requirements**



Target Respondent

- Program / Project Manager or designee for individual projects
 Deployment
 - Web based
 - Anonymous
 - No questions eliciting identification of respondent, project, or organization

Target Response Time

- Average: 30 minutes
- Maximum: 60 minutes



Section 1 - Project Characterization

- Project Challenge
- Acquirer Capability
- Project Environment

Section 2 - SE Capability Assessment

- Process Definition, Project Planning & Risk Management
- Requirements Development, Requirements Management & Trade Studies
- Interfaces, Product Structure & Integration
- Verification, Validation, & Configuration Management

Section 3 - Project Performance Assessment

- Earned Value Management
- Other Performance Indicators

Developing the Survey Instrument: Question Formats 1



Quantitative Questions

- Some questions require numeric answers
 - What is the current total contract value of this project?
- Other questions require an approximate numeric response
 - The schedule of this project's critical path when compared to the current IMS approved by the acquirer is:
 - □ Greater than 6 months late
 - □ Greater than 3 months late
 -
 - \Box Greater than 6 months early

Free Form Questions

- Provides an opportunity for the respondent to enter his thoughts
 - What performance indicators (beyond cost and schedule) have been particularly useful in managing your project?

Developing the Survey Instrument: Question Formats 2



Likert Items

- Many of the questions assessing SE Capabilities use a "Likert" format
 - a psychometric scale commonly often used in survey research
 - respondents specify their level of agreement to a statement "My project has a <work product> with <defined characteristics>"

□Strongly Disagree □Disagree □Agree □Strongly Agree

•Example

•This project has a top-level plan, such as an Integrated Master Plan (IMP) that is an event-driven plan (i.e., each accomplishment is tied to a key project event.

•□ Strongly Disagree

Disagree

🗆 Agree



Deployed to volunteers among the organizations participating in the development of the survey

Interviews with respondents addressing:

- Understanding of the questions
 - Nearly all questions interpreted without ambiguity
 - Some rewording to ensure consistent understanding
- Time required for completion
 - Typical 45 minutes. Maximum >2 hours
 - Issues with questions requiring quantitative inputs
- Suggestions for improvements

Developing the Survey Instrument: **Testing** 2



Questionnaire revised to address results of initial testing

- Elimination of questions
- Replacement of pure quantitative questions with approximate quantitative questions
 - Selection of ranges of values rather than the entry of numeric values
 - Provided cues for the level of detail desired

Redeployed for testing

- All questions interpreted without ambiguity
- Time required for completion
 - Typical 30 minutes. Maximum 60 minutes

Survey Deployment



Challenges	Solutions		
Ease of Participation •Method of response must be easy to encourage maximum participation	 Deployment and response via the internet 		
 Confidentiality Many NDIA members represent commercial defense contractors. Proprietary data cannot be exposed 	 Data collection and analysis done by the SEI. Only aggregated results provided 		
Anonymity •Further protection of proprietary data	 No questions soliciting respondent, project, or organization identification "blind" authentication for survey login 		
 Incentivization Respondents and their organizations need a reason (beyond altruism) to participate 	 Respondent solicitation through company management hierarchy Early access to survey results to support benchmarking and process improvement 		



Review the roster of "Active Members" of the NDIA Systems Engineering Division

Select organizations that develop and produce products (rather than services)

Identify "focal" person within each organization

- Involved with / interested in SE
- As high as possible within the organization's management hierarchy

Contact Focals

- Brief the survey and solicit their support within their organization
- Ask them to solicit respondents, and provide the tools to assist them
 - Respondent solicitation by proxy enhances anonymity

The Rigor – SEEC Survey Process





October 21, 2008



Survey Population	Organizations developing products in support of government contracts (prime or subcontractors).		
Sampling Method	Invitation to qualifying active members of NDIA Systems Engineering Division. Random sampling within organization.		
Survey Deployment	Web deployment (open August 10, 2006 - November 30, 2006). Anonymous response. Questions based on CMMI-SE/SW/IPPD v1.1		
Target Respondent	Program Manager or designee(s) from individual projects		
Questionnaire Structure	 Characterization of the project /program under consideration Evidence of Systems Engineering Best Practices Project / Program Performance Metrics 		
Target Response Time	30 – 60 minutes		
Responses	64 survey responses (46 complete; 18 partial, but usable)		
Analysis	Raw data analyzed by Software Engineering Institute. Analysis results reviewed by NDIA SE Effectiveness Committee.		
Reports	1. Public NDIA/SEI report released November 2007. 2. Restricted attachment, details provided to respondents only.		

The Rigor – Analysis

Perf = f (PC, PE, SEC, AC)

where:

Perf = Project Performance
PE = Project Environment

SEC = Systems Engineering Capability

SEC can be further decomposed as:

- Project Planning
- Project Monitoring and Control
- Risk Management
- Requirements Development and Management
- Technical Solution
 - Trade Studies
 - Product Architecture
- Product Integration
- Verification
- Validation
- Configuration Management
- IPT-Based Capability

SE capabilities and analyses are fully defined by mappings of associated survey question responses

NATIONAL DEFENSE INDUSTRIAL ASSOCIATION STRENGTH THROUGH INDUSTRY & TECHNOLO

PC = Project Challenge

AC = Acquirer Capability

The Rigor - *Terminology and Notation Distribution Graph*





The Rigor -Validation of Survey Responses





Analyzed distributions, variability, relationships... To ensure statistical rigor and relevance

Analysis MOSAIC Charts 1





The Results! - *Terminology and Notation Mosaic Chart*





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The Results! – *Total SE Capability* (SEC) vs. Project Performance (Perf)





Projects with better Systems Engineering Capabilities deliver better Project Performance (cost, schedule, functionality)

The Results! - *Higher SE Capabilities are Related to Better Program Performance*









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The Results! - Relating Project Performance to Project Challenge and SE Capability





Projects with better Systems Engineering Capabilities are better able to overcome challenging environments

The Results! -*Summary of Process Relationships*







Provide guidance for defense contractors in **planning** capability improvement efforts

Establish an SE Capability Benchmark for defense contractors

Provide justification and defense of defense contractor SE investments

Provide **guidance for acquirer evaluations** and source selections

Provide guidance for contract monitoring

Provide recommendations to OSD for areas to **prioritize SE** revitalization

Conclusions & Caveats -

Summary



SE Effectiveness

- Provides credible measured evidence about the value of disciplined Systems Engineering
- Affects success of systems-development projects

Specific Systems Engineering Best Practices

- Highest relationships to activities on the "left side of SE Vee"
- The environment (Project Challenge) affects performance too:

 Some projects are more challenging than others ... and higher challenge affects performance negatively in spite of better SE
 Yet good SE practices remain crucial for both high and low challenge projects

Conclusions & Caveats -Next Steps



- Correlate Report Findings with Other Sources
 - Correlate report findings with results of OSD systemic root cause analysis project (SEEC/OSD work group established)
- Pursue Specific Improvement Recommendations with OSD
 - Policy, Compliance, Education, Data Collection (specific recommendations submitted to OSD)

Conduct Additional Analysis of Collected Data

- Independent Verification & Validation
- Discover other relationships and correlations
- Expand the Survey to Gauge Improvements
 - Incorporate Lessons Learned from participants
- •Expand the Survey to Commercial Industries
 - Discussion with IEEE AEES Board of Governors
- Survey Acquirers



"A Survey of Systems Engineering Effectiveness--Initial Results" (CMU/SEI-2007-SR-014) available for download as a PDF file on the SEI web site at:

http://www.sei.cmu.edu/publications/documents/07.reports/07sr014.html

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Questions?

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DoD Systemic Root Cause Analysis - Why do projects fail?

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....We Don't <u>Start</u> Them Right

- Insufficient requirements analysis and definition at program initiation
 - Not tangible, measurable, testable, stable
 - User R&M requirements are not underpinned by sound rationale
- Acquisition strategies based on poor technical assumptions, competing budget priorities, and unrealistic expectations
- · Budget not properly phased
- Lack of rigorous systems engineering approach
- Schedule realism success oriented, concurrent, poor estimation and/or planning
- Inadequate test planning breadth, depth, resources
- Optimistic/realistic reliability growth not a priority during development
- Inadequate software architectures, design/development discipline, and organizational competencies
- · Sustainment/life-cycle costs not fully considered (short-sighted)

SYSTEMS & SOFTWARE ENGINEERING - Decement 6, 2007

Top 10 Emerging Systemic Issues (from 52 "Deep Dive" Program Reviews since Mar 04)

	10. Maintainability/Logistics	Stampyskill levels, organizational competency (process) Sustainment costs not fully considered (short-sighted) Supportability considerations traded
	9. Software	Architecture, design/development discipline
	8. Test Planning	Breadth, depth, resources
	7. Schedule	Realism, compression
	6. Acquisition Strategy	 Competing budget priorities, schedule-driven Contracting issues, poor technical assumptions
	5. Reliability	 Ambitious growth curves, unrealistic requirements Inadequate "test time" for statistical calculations
	4. Staffing	 Inadequate Government program office staff
	3. Systems Engineering	 Lack of a rigorous approach, technical expertise Process compliance
	2. Requirements	Creep/stability Tangible, measurable, testable
and the	1. Management	 IPT roles, responsibilities, authority, poor communication Inexperienced staff, lack of technical expertise

...We Don't <u>Manage</u> Them Right Insufficient trade space Resources, schedule, performance, requirements Insufficient risk management Inadequate IMP, IMS, EVMS Most programs lack quantifiable entrance/exit criteria

- · Maturing "suitability" (e.g., RAM) is not always a priority
- · Maturing "effectiveness" is not always a priority
- Concurrent test program; inadequate scope due to schedule and resource insufficiencies, etc.
- Inadequate OTRR process no strong DT&E gate prior to IOT&E
- Inadequate government staff; Inexperienced and/or limited contractor staffing
- Poorly defined IPT roles, responsibilities and authority
- Overall poor communications across government and industry staff

SYSTEMS & SOFTWARE ENGINEERING - Decement 8, 2007

Root causes from DoD analysis of program performance issues appear consistent with NDIA SE survey findings.

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Reference:

Systemic Root Cause Analysis, Dave Castellano, Deputy Director Assessments & Support, OUSD(A&T) NDIA Systems Engineering Conference, 2007

and NDIA SE Division Annual Planning Meeting

Recommendations



- 1. <u>Policy</u>: Develop policy requiring programs to apply SE practices known to contribute to improved project performance.
 - Contractual compliance to bidder's SE processes
- 2. <u>Compliance</u>: Ensure that SE practices and associated work products are applied to projects as promised and contracted.
 - Verification via evaluations, audits, milestones, reviews
- 3. <u>Education</u>: Train program staff in the value and importance of SE and in the application of SE policy.
 - Including SE value, policy, technical evaluation
- 4. <u>Data Collection</u>: Establish means to continue data collection on the effectiveness of SE to enable continuous process improvement.
 - Follow-on surveys, analysis, trending

Conclusions & Caveats -

Consistent with "Top 10 Reasons Projects Fail*"



- 1. Lack of user involvement
- 2. Changing requirements
- 3. Inadequate Specifications
- 4. Unrealistic project estimates
- 5. Poor project management
- 6. Management change control
- 7. Inexperienced personnel
- 8. Expectations not properly set
- 9. Subcontractor failure

10.Poor architectural design

* Project Management Institute

Matching items noted in RED

Above Items Can Cause Overall Program Cost and Schedule to Overrun

Conclusions & Caveats -

Consistent with "Top 5 SE Issues*" (2006)



• Key systems engineering practices known to be effective are not consistently applied across all phases of the program life cycle.

• Insufficient systems engineering is applied early in the program life cycle, compromising the foundation for initial requirements and architecture development.

• Requirements are not always well-managed, including the effective translation from capabilities statements into executable requirements to achieve successful acquisition programs.

• The quantity and quality of systems engineering expertise is insufficient to meet the demands of the government and the defense industry.

• Collaborative environments, including SE tools, are inadequate to effectively execute SE at the joint capability, system of systems, and system levels.

* OUSD AT&L Summit

Matching items noted in **RED**

The Results! -*Summary of Relationships*



Driving Factor	Relationship to Project Performance		Driving Factor	Relationship to Project Performance	
	Description	Γ		Description	Г
Requirements and Technical	Very strong positive	+0.63	Total Systems Engineering Capability	Moderately strong positive	+0.32
Solution Combined with Project Challenge			Project Challenge	Moderately strong negative	-0.31
Combined Requirements and Technical Solution	Strong positive	+0.49	Validation	Moderately strong positive	+0.28
Product Architecture	Moderately strong	+0.40	Risk Management	Moderately strong positive	+0.28
Trade Studies	Moderately strong	+0.37	Verification	Moderately strong positive	+0.25
IPT Polated Capability	Moderately strong	10.24	Product Integration	Weak positive	+0.21
IF I-Related Capability	positive	TU.34	Project Planning	Weak positive	+0.13
Technical Solution	Moderately strong positive	+0.36	Configuration Management	Weak positive	+0.13
Requirements	Moderately strong	+0.33	Process Improvement	Weak positive	+0.05
Development and Management	positive		Project Monitoring and Control	Weak negative	-0.13