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# Evaluation of Acquisition Project Management (Agile Acquisition, Innovation and GBA Plus)



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# Acronyms

<b>ADM(Fin)</b>	Assistant Deputy Minister (Finance)	<b>ISED</b>	Innovation, Science and Economic Development Canada
<b>ADM(IE)</b>	Assistant Deputy Minister (Infrastructure and Environment)	<b>ISSP</b>	Integrated Soldier System Project
<b>ADM(IM)</b>	Assistant Deputy Minister (Information Management)	<b>IT</b>	Information Technology
<b>ADM(Mat)</b>	Assistant Deputy Minister (Materiel)	<b>KPI</b>	Key Performance Indicator
<b>ADM(RS)</b>	Assistant Deputy Minister (Review Services)	<b>MAP</b>	Management Action Plan
<b>AI</b>	Artificial Intelligence	<b>MPD</b>	Major Projects Division
<b>AOPS</b>	Arctic and Offshore Patrol Ship	<b>NATO</b>	North Atlantic Treaty Organization
<b>C Prog</b>	Chief of Programme	<b>OCI</b>	Office of Collateral Interest
<b>CAF</b>	Canadian Armed Forces	<b>OGD</b>	Other Government Department
<b>CFD</b>	Chief of Force Development	<b>OPI</b>	Office of Primary Interest
<b>CPCC</b>	Chief Professional Conduct and Culture	<b>PAD</b>	Project Approval Directive
<b>DGAEPM</b>	Director General Aerospace Equipment Program Manager	<b>PAM</b>	Procurement Administration Manual
<b>DGEIA</b>	Director Gender Equality and Intersectional Analysis	<b>PCRA</b>	Project Complexity and Risk Assessment
<b>DGLEPM</b>	Director General Land Equipment Program Management	<b>PMEC</b>	Performance Measurement and Evaluation Committee
<b>DGMEPM</b>	Director General Maritime Equipment Program Management	<b>PRICIEG</b>	Personnel, Research & Development, Infrastructure, Concepts and Doctrine, Information Technology, Equipment Support & Sustainability, Gender-Based Analysis Plus Policy Suite DG Steering Committee
<b>DGMPD</b>	Director General, Major Projects Division	<b>PSDGSC</b>	Public Service and Procurement Canada
<b>DLLS</b>	Defence Lessons Learned System	<b>PSPC</b>	Request For Proposal
<b>DND</b>	Department of National Defence	<b>RFP</b>	Senior Review Board
<b>FY</b>	Fiscal Year	<b>SRB</b>	<i>Strong, Secured, Engaged</i>
<b>GBA Plus</b>	Gender-based Analysis Plus	<b>SSE</b>	Treasury Board
<b>IDEaS</b>	Innovation for Defence Excellence and Security	<b>TB</b>	Treasury Board of Canada Secretariat
<b>IM</b>	Information Management	<b>TBS</b>	United Nations Security Council Resolution
		<b>UNSCR</b>	Vice Chief of the Defence Staff
		<b>VCDS</b>	

# Report Guide

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## Here are some guidelines for navigating the document:



This document is best viewed on a device such as a laptop, desktop or tablet, as opposed to printing.



This document, if printed, should be done so in colour to maintain the integrity and intent of the graphical components.



This icon indicates a recommendation made by ADM(RS), for which the Management Action Plan can be found in Annex B.

# Executive Summary

This report presents the results of the evaluation of Acquisition Project Management (Agile Acquisition, Innovation and GBA Plus), conducted during fiscal year (FY) 2021/2022 by Assistant Deputy Minister (Review Services) (ADM(RS)). The evaluation was conducted in compliance with the Departmental Evaluation Plan, approved by the Performance Measurement and Evaluation Committee (PMEC), and with the Treasury Board of Canada Secretariat (TBS) [Policy on Results](#) (2016).

Maintaining and regularly renewing the Canadian Armed Forces (CAF) military equipment to ensure it has the capacity to defend Canada's sovereignty and participate in missions abroad is a priority of the Department of National Defence (DND)/CAF. The safety, security and operational capability of the CAF also makes it imperative that our acquisition processes deliver the necessary capabilities using innovative and creative acquisition planning solutions as necessary. The objective of the evaluation is to examine the extent to which acquisition projects are implementing agile and innovative acquisition practices, as well as the application of Gender-based Analysis Plus (GBA Plus) in the acquisition project management.

## Key Findings

While a definition has been developed by Public Service and Procurement Canada (PSPC) and endorsed by the TBS, there is no common understanding and agreement on the definition of agility in relation to acquisition amongst the Defence Team. The Defence Team's current guidance and documentation lack specific advice, methodologies or examples to promote agility and innovation in acquisition, and there is no agile-specific training offered. It is not clear how or when to apply agility and innovation in acquisition. Additional internal and external barriers to agility and innovation were found, such as a culture of risk aversion, staffing shortfalls, requirements around acquisition from both DND and external stakeholders, lessons learned are not timely and elements of agility and innovation are not tracked. Canada's allies were found to have strategic commitments to agile acquisition, documentation and specific training.

GBA Plus is needed to ensure procured equipment and materiel critical for DND/CAF operations match the needs of a diverse and gender-balanced workforce. Although tools and resources are available, GBA Plus is not fully implemented or tracked throughout all phases of the acquisition process and project lifecycles. Although conducting GBA Plus assessments is required by *Strong, Secure, Engaged* (SSE) and the Project Approval Directive (PAD), GBA Plus is often only implemented in the early phases of the acquisition process and not present in other phases.

## Overall Conclusion

The evaluation concluded that a flexible and agile, rather than a "one size fits all", approach to acquisition is needed, and that accountability and capacity for GBA Plus should be integrated into all phases of Acquisition Project Management.



Photo credit: Corporal Braden Trudeau, Canadian Armed Forces photo 20220411RPA 002000002

## Recommendations

1. Explore and promote innovative acquisition practices and processes and decide how and when to apply agility and innovation.
2. Monitor, track, report and disseminate Key Performance Indicators (KPI) and Lessons Learned that are directly related to Agile and Innovative acquisition.
3. Ensure accountability for GBA Plus in acquisition project management.
4. Increase capability for GBA Plus within acquisition project management.

# Evaluation Context

## Evaluation Overview

Defence acquisition is vital to the operational effectiveness of the CAF. SSE sets enhancing the Defence acquisition process to be more streamlined, innovative and flexible as a strategic priority. To ensure that the CAF is ready to fulfill its critical mandate in this new era of Defence and Security, a transformation of the acquisition process is necessary.

## Evaluation Objectives and Importance

In accordance with the Treasury Board (TB) *Policy and Directive on Results*, and with the endorsement of the PMEC, this evaluation examined questions related to agile and innovative acquisition practices and approaches as well as the application of GBA Plus in the acquisition project management.

## Audit of Defence Project Management

The evaluation worked in conjunction with the audit of Defence Program Management. The objective of the audit is to determine if key internal controls are in place and functioning as intended, to support the successful delivery of major capital projects. The evaluation team worked closely with its Audit partners during the scoping, planning and conduct phases to ensure alignment of findings and cohesion amongst recommendations. The audit findings are presented under separate cover.

## Program Spending (FY 20/21)

Maritime Equipment Acquisition	\$1.95B
Aerospace Equipment Acquisition	\$1.08B
Land Equipment Acquisition	\$716.48M
IT Systems Acquisition, Design and Delivery	\$242.68M

## Evaluation Stakeholders

The following L1 responsibilities come from Defence Administrative Orders and Directives 3000-0 and the relevant Senior Designated Official letters.

### Assistant Deputy Minister (Materiel) ((ADM(Mat)))

- ADM(Mat) is responsible to ensure that the procurement of goods and services obtains the necessary assets and services that support the delivery of the Defence Services Program to Canadians. Additionally, ADM(Mat) is responsible for the management of Defence materiel.

### Assistant Deputy Minister (Information Management) ((ADM(IM)))

- ADM(IM) is responsible to ensure that IM/Information Technology (IT) projects and programs are effectively planned, implemented, monitored and controlled, and closed.

### Vice Chief of the Defence Staff (VCDS)

- VCDS is responsible to ensure that projects and programmes are effectively planned, implemented, monitored and controlled, and closed. Additionally, VCDS is responsible for the PAD.

### Director Gender Equality and Intersectional Analysis (DGEIA)

- DGEIA is responsible to support the Defence Team's implementation of GBA Plus when developing policies, directives and programs, and when planning and carrying out operations.

## Other Organizations Consulted

- Assistant Deputy Minister (Finance) ((ADM(Fin)))
- Canadian Army
- Corporate Secretariat
- Defence Women's Advisory Organization
- Public Service and Procurement Canada (PSPC)
- Treasury Board Secretariat (TBS)

## Organizations Not Consulted

The following organizations, while playing a role in DND/CAF acquisition, were excluded from the scope of this evaluation:

- Assistant Deputy Minister (Infrastructure and Environment) ((ADM(IE)))
- Defence Research and Development Canada<sup>1</sup>

# Evaluation Themes

## 1. Agile and Innovative Acquisition

**Agile Acquisition:** For the purposes of this evaluation, the following characteristics of agility were considered: having an iterative approach, focussing on outcomes, using cross-functional teams, and collaborating with other government departments (OGD) and suppliers. This is based on a definition developed by PSPC and endorsed by the TBS.

Agile acquisition is a new way of procuring goods and services that employs creative, iterative and collaborative approaches. This contrasts with the traditional “waterfall” method, which typically characterizes acquisition within DND. The traditional waterfall method tends to be less cooperative and flexible, has planning only at the beginning of the acquisition process, and relies on highly detailed technical requirements.

**Innovation in Acquisition:** Innovation is described as the creation and application of new products, services and processes. It encompasses new technology as well as new ways of doing things. It can mean keeping pace with technology, leveraging digital technologies acquisition, and enabling creative solutions.

The themes of agility, innovation and GBA Plus within acquisition project management were assessed and analyzed using multiple lines of evidence. The employed methodologies included a document review, survey, interviews, international benchmarking and case studies. For a complete description of these methodologies, see [Annex C](#). The three case studies referenced throughout this report are: 1) The Arctic and Offshore Patrol Ship (AOPS) Project; 2) Information Technology Infrastructure in Support of Command and Control; and 3) The Integrated Soldier System Project (ISSP). Descriptions of these case studies can be found in [Annex D](#).

## 2. GBA Plus

GBA Plus is an analytical process used to assess systemic inequalities and understand how diverse groups of women, men and gender diverse people may experience policies, programs and initiatives. GBA Plus includes not only gender but also intersectional considerations.

SSE commits DND to integrating GBA Plus into every step of a program or project lifecycle, such as the findings, impact, design options, budgeting, risk assessment and evaluation of project success.

DND seeks to use GBA Plus as a tool to achieve greater equality within acquisition processes and projects.

### Evaluation Questions

- 1) To what extent were acquisition projects able to implement agile and innovative acquisition practices, and what are the challenges/barriers to effectively doing so?
- 2) To what extent is GBA Plus applied in acquisition program management and what are the challenges/barriers to effectively doing so?

# Agile and Innovative Acquisition

## FINDING 1: There is no common understanding and agreement on the definition of agility in relation to acquisition amongst the Defence Team

### Why it's Important

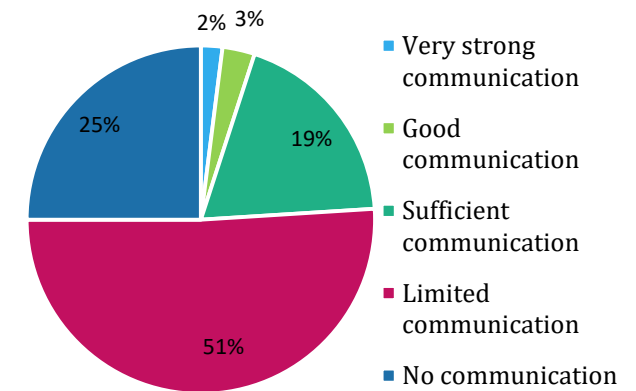
- The performance of Defence acquisition has been a major concern for decades, as it is often portrayed in the media as slow, obsolete and costly.
- SSE commits to “implementing flexible new procurement mechanisms that allow Defence to develop and test ideas and the ability to follow through on the most promising ones with procurement.”
- The Independent Review Panel for Defence Acquisition noted several projects struggled with the lack of agility in the acquisition process. The panel supports further exploration and experimentation in more innovative and agile acquisition approaches.<sup>2</sup>

### What We Found

- The evaluation found that there are no defining characteristics of Agile acquisition in Defence within any of the documentation reviewed (e.g., the PAD and documentation of the three case study projects) and no training specific to agile acquisition offered.
- While PSPC’s definition of Agile often refers only to procurement, they have expanded their guidance towards using Agile throughout the acquisition process and to a broader set of projects beyond just IM/IT.
- Agile acquisition guidance and training is available in the United States and provided by their [Defence Acquisition University](#) with courses such as the [Introduction to Agile Software Acquisition](#) offered. The United Kingdom and Australia make strategic level commitments to agile acquisition (see [Annex D](#) for more international context).

**“Agile Procurement is emerging globally as a best practice to optimize procurement outcomes while reducing the impact of failures through early and frequent course corrections. But, what is Agile? More than anything, Agile is a mindset. It originated as a Software Development Approach and has transformed into a project management approach used globally in many industries.”**  
(Agile Procurement Playbook, p.5)

Survey results suggest limited communication on agile acquisition



**Note:** This report adopts the definitions of *procurement* and *acquisition* as established in DND’s [Procurement Administration Manual](#) (2022): “The acquisition process includes all activities related to the introduction of a new equipment or system (for example: procurement, contracting, project management, engineering, etc.)... Procurement is a sub-process of acquisition.” This contrasts with the TB [Policy on the Planning and Management of Investments](#), which defines procurement as all activities related to acquiring goods, services or construction, from planning to completion, and for which acquisition is considered only one stage in the broader procurement life-cycle.



# Agile and Innovative Acquisition



## FINDING 2: Internal and external barriers continue to restrict the flexibility required for greater agility and innovation in acquisition

### Why it's Important

- A balanced approach to risk and flexibility is necessary when applying the principles of agility and innovation.
- Limited agility and innovation within acquisition poses risks to operational capabilities.
- Consistent and timely guidance and documentation is required for the successful implementation of agile and innovative acquisition practices.

### What We Found

- Limited evidence of agility was found in case studies and documents reviewed (e.g., ISSP did include elements of an iterative process, some team diversity and engagement with industry). This degree of agility was not found in the documentation reviewed for the other case study projects.
- Interviews and survey results also indicate limited agility and innovation in the acquisition process.
- The following five key barriers were identified as root causes for not widely applying agility and innovation: culture and risk aversion, lack of performance information and lessons learned, human resources and training, governance and oversight, and guidance and documentation.

#### A. Culture and Risk Aversion

- A strong aversion to risk taking was cited as a key barrier across multiple lines of evidence.
  - Public servants' natural risk aversion coupled with increasing public scrutiny of Defence acquisition, results in less risk-taking and use of flexible approaches.
- The extensive policies, procedures, governance and detailed Request For Proposals (RFP) may reinforce risk aversion.
- Small scale/low-risk (based on Project Complexity and Risk Assessment (PCRA) rating) projects present promising opportunities to test agile and innovative approaches.

#### B. Lack of Performance Information and Lessons Learned

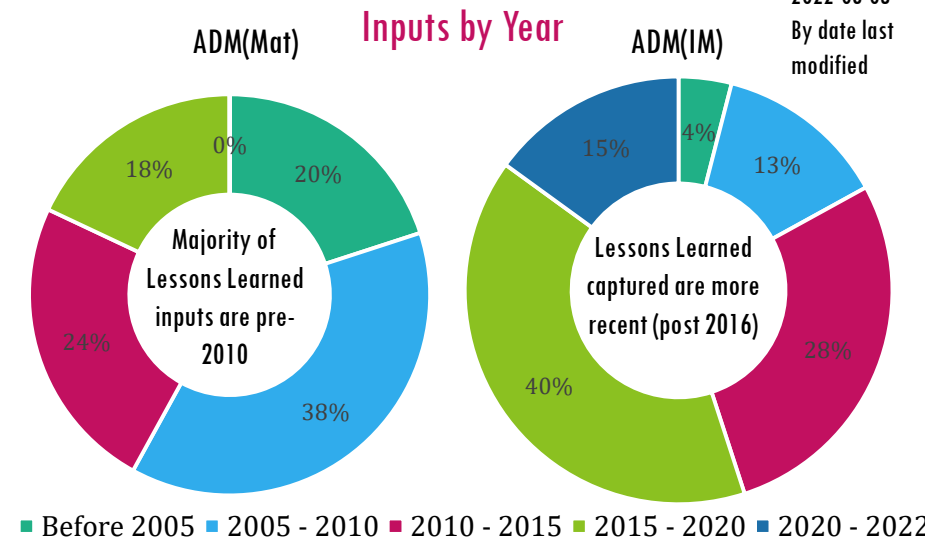
- Key performance measurement indicators do not exist for agile and/or innovation.
- Lessons Learned documentation is often outdated, inconsistent and only collected once in a project lifecycle.
- The Defence Lessons Learned System (DLLS) database is not set up in a way that is searchable by agile and innovation. Therefore, the dissemination of lessons learned and promising practices is limited.



Photo credit: Cpl Hugo Montpetit, Canadian Forces Combat Camera, Canadian Armed Forces Photo

### Distribution of DLLS Database

Current as of 2022-06-03  
By date last modified



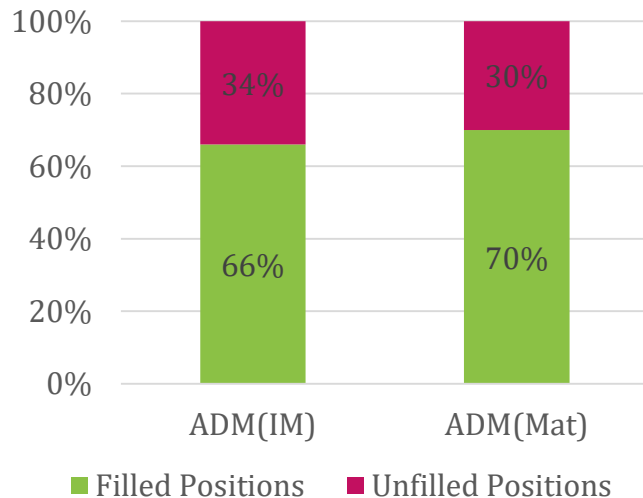
# Agile and Innovative Acquisition

## FINDING 2: Continued

### What We Found

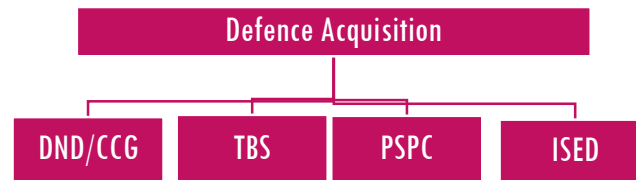
#### C. Human Resources and Training

- Interviews and survey responses noted that Human Resource Management is a key risk to ADM(Mat) and ADM(IM).
- A lack of trained resources puts the department at risk of failing to meet Defence Policy obligations.
- Staffing Data indicates a large proportion of vacant positions within both ADM(Mat) and ADM(IM).<sup>3</sup>
  - This was attributed to private sector competition for experienced acquisition experts.
- No specific training program on the use of agile and innovative methodologies exists.



#### D. Governance and Oversight

- Inter-departmental (e.g., PSPC) and financial oversight of major projects create layers of governance and additional requirements in project management.
- TBS guidance and contracting policy have been updated in recent years and now include elements of agile and flexibility (e.g., 4.1.2.9 of the Directive on Procurement includes the four key elements of Agile as described by PSPC), but DND has not fully embraced or endorsed these in its own documentation or processes.
- Pre-costing requirements pose a potential limitation to agile acquisition and innovative approaches as the pre-costing process is complex and the necessary expertise are not in place to ensure efficiency. Pre-costing refers to the requirement to create a full life cycle cost breakdown early on in the project. Such an early costing approach was not identified among ally countries.
- In some cases, such as in certain cases of technology enhancements, the type of expenditure required – e.g., capital or operating – may not be clear. Different expenditure types entail different degrees of governance and procedural requirements. As such, if the wrong expenditure type is identified, flexibility may be restricted. Once the type of funding has been approved by Parliament, it can be challenging and time-consuming to change it.



**Key elements of agile acquisition:** (1) Iterative approach (2) Cross-functional teams (3) Focused on outcomes (4) collaboration with OGDs and suppliers.

<sup>3</sup> MCS Personnel Dashboard [Last Accessed Jun 31, 2022]

# Agile and Innovative Acquisition

## FINDING 2: Continued

### What We Found

#### E. Guidance and Documentation

- Acquisition guidance and documentation do not include sufficient advice or methodologies to enable agility and innovation. Defence guidance still encourages procurement officials towards a more traditional/waterfall approach, and the PAD does not provide a definition or specific examples to encourage the application of the principles of agility.
- The PAD was updated in 2019 and the process was reduced from 100+ steps down to 50-60. While the PAD mentions four process paths, they are differentiated by cost and PCRA rating: Process A (Lower Risk: \$30K-\$10M), Process B (Lower Risk: \$10M-\$100M), Process C (Medium Risk: \$100M+), and Process D (Higher Risk: PCRA 4). (See [Annex F](#) for details on the process paths).
- Paths could be based on the type of acquisition instead of by cost or PCRA rating as is currently done. For example, the US Adaptive Acquisition Framework outlines paths based on acquisition type (e.g., Urgent Capability Acquisition, Major Capability Acquisition and Software Acquisition) and offers a breakdown of the different phases within each path.<sup>4</sup>
- Senior management at DND are considering levels of funding authority and “right size” of projects, which could enable more agility and innovation. Further study or experimentation would be required to determine viability of options.



Photo credit: Corporal Marc-André Leclerc, Valcartier Imaging Section, Canadian Armed Forces, 20220216VLE0058D005



Photo credit: <https://www.canada.ca/en/department-national-defence/services/procurement/canadian-surface-combatant.html>

**1. Explore and promote innovative acquisition practices and processes and decide how and when to apply agility and innovation.**

**2. Monitor, track, report and disseminate KPIs and Lessons Learned that are directly related to Agile and Innovative acquisition.**



KPI considerations:

- % of projects with cross functional teams
- % of projects that collaborate with OGDs and suppliers
- % of projects that are iterative

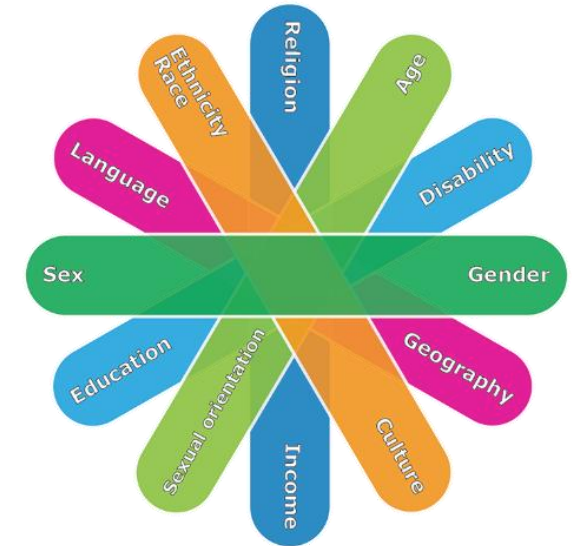
<sup>4</sup> [US Adaptive Acquisition Framework](#) [Last Accessed Jun 31, 2022]

# Gender-based Analysis Plus

## FINDING 3: GBA Plus is not fully implemented throughout the acquisition process

### Why it's Important

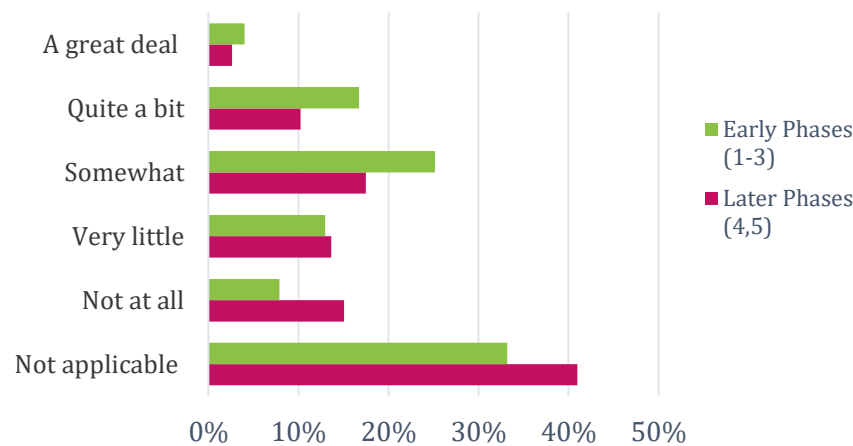
- GBA Plus is a priority of the Government of Canada. It is an important element of our international cooperation and interoperability with key partners and allies.
- The CAF is attempting to employ 25% women by 2026, as set out in SSE.
- Procured equipment and materiel need to match the needs of a diverse and gender-balanced CAF and workforce.
- Conducting GBA Plus assessments contributes to a more diverse, inclusive and operationally effective CAF and Defence Team.
- GBA Plus is part of our international commitments, such as United Nations Security Council Resolution (UNSCR) 1325 Women, Peace and Security, which states that women need to be equal participants in peacekeeping and conflict resolution.



### What We Found

- Documentation, interviews and survey results indicate limited GBA Plus implementation beyond the corporate submission and the initial Identification phase of acquisition. GBA Plus should not only be in early phases, but when assessed to be relevant, should be an ongoing and iterative process applied to inform every aspect of the project, from Identification to Closeout.
- No follow-up assessments or KPIs exist to track the level of GBA Plus implementation in project lifecycles.
- Lessons Learned do not include mandatory fields for GBA Plus, and this area is often not captured.

Degree of GBA Plus Implementation According to Survey Response



*“Equipment is not gender neutral. Very few things are devoid of GBA Plus considerations. Equipment is designed by humans and biases may be inherent particularly in a male dominated environment.”*

- Interviewee

**R** 3. Ensure accountability for GBA Plus in acquisition project management.

# Gender-based Analysis Plus



## FINDING 4: There is limited availability of GBA Plus tools and resources tailored to Defence acquisition

### Why it's Important

- As per the PAD, GBA Plus should be integrated throughout the acquisition process.
- Additional project and/or acquisition-specific GBA Plus expertise and resources will increase the knowledge of GBA Plus within teams and partners and increase the implementation of GBA Plus.

### What We Found

- General mandatory training for GBA Plus has been offered by Women and Gender Equality Canada, and non-mandatory tailored training has been offered in the past by DGEIA.
- Only a minority (16%) of survey respondents felt that the current mandatory GBA Plus training was effective or very effective for applying GBA Plus in Defence acquisition; this was corroborated through interviews. 65% of survey respondents reported not taking any additional courses related to GBA Plus.
- In addition to the tailored GBA Plus training, DGEIA also provides guidance and support for acquisition project teams. For example, DGEIA's work in collaboration with the Human Systems Integration team resulted in changes to an RFP that challenged companies to re-think anthropometric measurements in consideration of women.
- In all three of the case studies, no evidence of a GBA Plus expertise was identified among the project teams. As outlined in the PAD: "Project Teams should include a member with expertise in Gender-based Analysis Plus (GBA Plus)."



**4. Increase capability for GBA Plus within acquisition project management.**





**"GBA Plus analysis expertise is hard to come by, and guidance does not seem to be tailored well to early project phases."**

- Survey Respondent



Photo credit: Cpl Manuela Berger, 4 Wing Imaging CK01-2016-0510-104

## Promising Practices

	<b>Lessons learned trend analysis</b>	<ul style="list-style-type: none"><li>• The Knowledge Management Team is currently in the process of conducting trend analysis to identify key lessons learned and best practices in ADM(Mat).</li><li>• The goal is to raise these trends to senior management and potentially develop new strategic initiatives under the Transformation Campaign Plan.</li></ul>
	<b>Innovation units</b>	<ul style="list-style-type: none"><li>• The Director General Maritime Equipment Program Management (DGMEPM) has the DNPS 5 – Naval Material Technology Management unit within the Director Naval Platforms Systems which is dedicated to leveraging innovation and new technology to address emerging challenges.</li></ul>
	<b>Engagement with Canadian access to innovation programs</b>	<ul style="list-style-type: none"><li>• L1s are encouraged to engage with IDEaS, Innovation Solutions Canada, and Build in Canada Innovation Program to enhance Defence acquisition through innovation.</li><li>• Despite their procurement limitations, these programs provide insight into the Canadian innovation community and offer solutions to various complex Defence challenges.</li></ul>
	<b>Adding the “G” to “PRICIEG”</b>	<ul style="list-style-type: none"><li>• PRICIEG (Personnel, Research &amp; Development, Infrastructure, Concepts and Doctrine, Information Technology, Equipment Support &amp; Sustainability, Gender-Based Analysis Plus) is a capability development methodology that assists the Project Team in examining the impact of the capability on various aspects of the Defence Services Program. The G in PRICIEG stands for GBA Plus.</li><li>• All project briefs must include a PRICIEG annex that provides evidence that the PRICIEG concept has been followed as the capability is developed.</li><li>• The recent update of the PAD added the requirement of GBA Plus consideration in the PRICIEG annex required at the Options Analysis phase.</li></ul>



## Overall Conclusion

While there is a growing interest within DND/CAF Project Management to explore more flexible, agile and innovative approaches to acquisition, limitations and barriers exist. For example, the current culture is risk-averse. Project Management Teams focus on preventing failure and minimizing risk, which keeps the acquisition system rigid. Furthermore, there is a lack of tailored resources and specific training program on the use of agile and innovative methodologies in procurement processes. Some of the additional barriers to agile and innovative acquisition are attributed to the multiple layers of financial requirements and oversight, lack of performance metrics for agile and innovation, and the outdated and inconsistent existence and use of Lessons Learned.

While the Project Approval Process includes steps for incorporating GBA Plus in all phases of the acquisition process, the evaluation found that GBA Plus is only implemented in the early phases of the acquisition, and there is limited use of tools and resources tailored for conducting Defence-specific GBA Plus analysis.

The evaluation concluded that a flexible and agile, rather than a “one size fits all”, approach to acquisition is needed, and that accountability and capacity for GBA Plus should be integrated into all phases of Acquisition Project Management




Photo credit: LS Erica Seymour, 4 Wing Imaging RP26-2019-0002-014



Photo credit: MCpl Mathieu Gaudreault, Canadian Forces Combat Camera IS09-2016-0019-002


# Annex A – Management Action Plan

 <b>ADM(RS) Recommendation</b>	<b>Management Action</b>
<p><b>1. Explore and promote innovative acquisition practices and processes and decide how and when to apply agility and innovation.</b></p>	<p>This Management Action Plan (MAP) will require interim milestones in order to fully address the recommendation. The VCDS, through the Policy Suite DG Steering Committee (PSDGSC), will coordinate with key stakeholders to:</p> <ul style="list-style-type: none"> <li>Review PSPC’s definition of ‘agility’ as well as the findings from ADM(RS)’ Evaluation of the Innovation for Defence Excellence and Security (IDEaS) Program to facilitate a discussion and resulting in the Departmental definition of innovative acquisition.                             <ul style="list-style-type: none"> <li><b>Target</b> - December 2023 – coordination and liaison is required across key stakeholders at PSPC, TBS, ADM(IM), ADM(Mat), ADM(IE), ADM(Fin), C Prog and Chief of Force Development (CFD) and followed by formal approval by the Programme Management Board through the PSDGSC</li> </ul> </li> <li>Update applicable Departmental policy documents with definitions of ‘agility’ and ‘innovative acquisition’.                             <ul style="list-style-type: none"> <li><b>Target</b> - September 2024 – coordination and liaison is required across key stakeholders at PSPC, TBS, ADM(IM), ADM(Mat), ADM(IE), ADM(Fin), C Prog and CFD and followed by formal approval through the PSDGSC as a follow-on to the above bullet pertaining to the definition of agility.</li> </ul> </li> <li>Identify and minimize internal and external barriers to agility and innovation by leveraging the Departmental Organizational Project Management Capacity Assessment authorities through recently approved increases in Delegations of Authority.                             <ul style="list-style-type: none"> <li><b>Target</b> - September 2025 – coordination and liaison through the PSDGSC is required across key stakeholders internal and external to DND (PSPC, TBS, MNDO, DMO, CMP, ADM(HR-Civ) ADM(IM), ADM(Mat), ADM(IE), ADM(Fin), C Prog and CFD)</li> </ul> </li> </ul> <p><b>Closure Statement:</b> This MAP will be considered closed once each of the three interim milestones have been completed.</p> <p><b>Target Date:</b> September 2025</p> <p><b>OPIs:</b> VCDS (PSDGSC)  <b>OCIs:</b> ADM(Mat), ADM(IM), ADM(IE)</p>
<p><b>2. Monitor, track, report and disseminate KPIs and Lessons Learned that are directly related to Agile and Innovative acquisition.</b></p> <p><b>KPI considerations:</b></p> <ul style="list-style-type: none"> <li>% of projects with cross functional teams</li> <li>% of projects that collaborate with OGDs and suppliers</li> <li>% of projects that are iterative</li> </ul>	<p>This MAP has a specific interdependency with the successful implementation of MAP #1. The VCDS, through the PSDGSC, and in close collaboration with OCIs, will ensure that applicable Departmental policy documents include the following:</p> <ul style="list-style-type: none"> <li>There is a requirement to identify KPIs through an agreed upon definition of ‘Agile’ and ‘Innovative Acquisition’ and implementing a monitoring and reporting mechanism/tool.                             <ul style="list-style-type: none"> <li><b>Target</b> - June 2024 - Mechanisms for ensuring this task is completed will include the establishment of an agreed upon definition of ‘Agile’ and ‘Innovative Acquisition’ and the establishment of a monitoring and reporting tool. This requires consultation with CFD, C Prog, ADM(Mat), ADM(IM), ADM(IE) and other DND and OGD stakeholders as needed.</li> </ul> </li> <li>There is a requirement to provide an update of lessons learned and KPIs by the Project Sponsor and/or Implementer during their briefing to the Senior Review Board (SRB) - minimum annually.                             <ul style="list-style-type: none"> <li><b>Target</b> - September 2025 – Mechanisms for ensuring this task is completed will need to include amendments to the PAD and development of a template to gather and report on KPIs. In addition, this MAP has interdependencies with the successful implementation of MAP #1. This requires consultation with CFD, C Prog, ADM(Mat) [as the DND lessons learned authority], and other DND and OGD stakeholders as needed.</li> </ul> </li> </ul> <p><b>Closure Statement:</b> This MAP will be considered closed once Departmental policy documents have been updated and communicated to all L1s and the respective monitoring and reporting mechanisms are implemented.</p> <p><b>Target date:</b> September 2025</p> <p><b>OPIs:</b> VCDS (PSDGSC)  <b>OCIs:</b> ADM(Mat), ADM(IM), ADM(IE)</p>





## Annex A – Management Action Plan (continued)

 <b>ADM(RS) Recommendation</b>	<b>Management Action</b>
<b>3. Ensure accountability for GBA Plus in acquisition project management.</b>	<p>This MAP requires collaboration across multiple stakeholders, including Chief Professional Conduct and Culture (CPCC). The VCDS, through the PSDGSC, will coordinate with the OCIs to ensure that applicable Departmental policy document(s) include the following:</p> <ul style="list-style-type: none"> <li>• A requirement to provide an update on GBA Plus assessments including of lessons learned made by the Project Sponsor/Implementer during their briefing to the SRB - minimum annually.                             <ul style="list-style-type: none"> <li>• <b>Target</b> – June 2023 – Changes to the PAD and the Procurement Administration Manual (PAM) with the development of tools and tracking methods to support this requirement will require consultation with ADM(Mat), CFD, C Prog, CPCC (the DND GBA Plus authority), and other stakeholders as needed.</li> </ul> </li> </ul> <p><b>Closure Statement:</b> This MAP will be considered closed once Departmental policy document(s) have been updated and communicated to all L1s.</p> <p><b>Target date:</b> June 2023</p> <p><b>OPIs:</b> VCDS (PSDGSC)  <b>OCIs:</b> ADM(Mat), ADM(IM), ADM(IE), CPCC</p>
<b>4. Increase capability for GBA Plus within acquisition project management.</b>	<p>This MAP requires collaboration across multiple stakeholders, including CPCC. The VCDS, through the PSDGSC, will coordinate with the OCIs to ensure Project Sponsors/Implementers include the following:</p> <ul style="list-style-type: none"> <li>• Identify all critical requirements, including knowledge gaps, needed to increase capability for GBA Plus within project management.                             <ul style="list-style-type: none"> <li>• <b>Target</b> December 2022 - This requirement will require consultation with CFD, C Prog, CPCC (the DND GBA Plus authority), ADM(Mat), ADM(IE) and other stakeholders as needed.</li> </ul> </li> <li>• Resource (training and people), identify and establish KPIs and enable mechanisms (process) to increase capability and visibility for GBA Plus within project management.                             <ul style="list-style-type: none"> <li>• <b>Target</b> - September 2023 - This requirement will require consultation with CFD, C Prog, CPCC (the DND GBA Plus authority), ADM(Mat), ADM(IE) and other stakeholders as needed.</li> </ul> </li> <li>• Track and monitor GBA Plus lessons learned through annual briefing to SRB.                             <ul style="list-style-type: none"> <li>• <b>Target</b> - September 2024 - Changes to the PAD and the PAM with the development of tools and tracking methods to support this requirement will require consultation with ADM(Mat), CFD, C Prog, CPCC (the DND GBA Plus authority), ADM(IM), ADM(IE) and other stakeholders as needed.</li> </ul> </li> </ul> <p><b>Closure Statement:</b> This MAP will be considered closed when the training and mechanisms have been implemented within project sponsors/implementers.</p> <p><b>Target date:</b> September 2024</p> <p><b>OPIs:</b> VCDS (PSDGSC)  <b>OCIs:</b> ADM(Mat), ADM(IM), ADM(IE), CPCC</p>

## Annex B – Methodology

The findings and recommendations of this report were informed by multiple lines of evidence collected throughout the conduct phase of the project. These lines of evidence were triangulated with each other and verified with program officials to ensure their validity. The research methodology used in the scoping and conduct of the project were as follows:



### Document review

A preliminary review of federal, departmental and program policies, directives, plans, reports and other relevant documents was conducted to provide an in-depth understanding of the evaluation context. During the conduct phase, a detailed document review was undertaken with a broad approach given the unique nature of the evaluation. The evaluation team reviewed 282 documents, and 137 general and DND-specific documents were disaggregated by the following seven categories: internal defence, external domestic, previous evaluations and audits, literature review on agile acquisition, innovation, GBA Plus, and news report and media. The review also included 84 case-study specific and 60 international documents.



### Interviews

A total of 32 semi-structured interviews were conducted for this evaluation. This total represents a mix of informal/scoping interviews as well as more methodological interviews that followed a semi-structured format. In-depth key informant interviews with primary and secondary stakeholders of the Land, Air and Sea Program were conducted to gain insight from key leadership/senior management on the understanding and implementation of agile and innovative acquisition and also on the implementation of GBA Plus within the acquisition project management. This served as an important source of qualitative information and provided informed opinion and observations on evaluation questions and relevant indicators. Interviews were conducted using MS Teams or by telephone.



### Surveys

A survey was conducted to gain diverse insight from individuals who are involved in the Defence equipment acquisition process (e.g., technical expertise, project managers, procurement officers, etc.). The survey contained 19 questions and collected information and perspectives about Defence Acquisition Project Management and its focus on agile, innovative acquisition as well as consideration of GBA Plus throughout the project management cycle. The survey was administered across projects in ADM(Mat) or various L2 organizations within ADM(Mat), specific ally: DGLEPM, DGMEPM, DGAEPM, Air and Land DGMPD, Sea DGMPD and COS (Mat). Out of the 345 surveys returned, 235 were complete and 110 partially completed.



### Case studies

The evaluation employed a case study methodology by performing an in-depth examination of three example projects (two from ADM(Mat) and one from ADM(IM)) that met the following criteria: (1) Under Major Projects Division (MPD) and EPM as L2 Implementers; (2) Cover the three environments (Air, Land and Sea); (3) Are in level 3 and 4 Project Complexity and Risk Assessment (PCRA); (4) Are not under assessment by other Evaluation Teams or Audits; and (5) Have not been recently assessed. Document reviews and specific informal interviews were conducted for each of the three projects.



### International benchmarking

The evaluation consulted 60 documents from three other countries to assess how Canada performs on an international scale and to identify successful models to inform recommendations. International benchmarking provided an additional measure of how other countries are managing acquisition projects and using innovative and agile acquisition practices as well as taking GBA Plus into consideration. The international scan/benchmarking included documents from the United States, Australia, United Kingdom and NATO.

## Annex C – Case Studies

### 1) Arctic and Offshore Patrol Ship Project



Photo credit: Corporal David Veldman, Canadian Armed Forces Photo 20201015HSK0419D015

**L1 implementer:** ADM(Mat)

**L2 implementer:** MPD Sea

**Cost:** \$4.3 billion

**Phase:** Implementation

**Project description:** The AOPS project will deliver six armed, ice-capable offshore patrol ships to provide the Royal Canadian Navy with the capability to operate in all of Canada's waters, including Canada's Arctic. The vessels delivered under this project are the first to be acquired under the National Shipbuilding Strategy.

### 2) Information Technology Infrastructure in Support of Command and Control



Photo credit: Canadian Armed Forces Photo 20200406XCAA0001D004

**L1 implementer:** ADM(IM)

**L2 implementer:** DGIMPD

**Cost:** \$433.5 million

**Phase:** Option Analysis

**Project description:** The Information Technology Infrastructure in Support of Command and Control project will transform and enhance DND/CAF IT infrastructure to address identified deficiencies and address future challenges. It is a major capital project for the provision of Secret-level cloud capabilities.

### 3) Integrated Soldier System Project



Photo credit: <https://www.canada.ca/en/department-national-defence/services/procurement/integrated-soldier-system-project.html>

**L1 implementer:** ADM(Mat)

**L2 implementer:** DGLEPM

**Cost:** \$313 million

**Phase:** Implementation

**Project description:** The ISSP will deliver 4,000 wearable communications suites, complete with weapon accessories and electronics. The equipment will enhance a soldier's situational awareness, generate precise navigational information and provide greater command and control for army units.

## Annex D – International Context

### United States



#### Under Secretary of Defence Acquisition & Sustainment

- Adaptive Acquisition Framework outlines an acquisition structure for different types of acquisitions.
- High levels of flexibility and innovation within acquisition.
- Defence Acquisition University provides training and guidance on agile and innovation.
- Testing with Artificial Intelligence and Machine learning to better inform acquisition experts.

### United Kingdom



#### Ministry of Defence

- Agile acquisition is identified as a strategic commitment.
- Mechanism exists to enhance collaboration between the Ministry of Defence and industry, (e.g., Early Market Engagement Mechanism.)
- SME Searchlight Project: 25% of all procurement for Small and Medium Enterprises.
- Flagship Artificial Intelligence (AI) Lab to enhance acquisition. Testing AI in supply chain.
- KPIs to enhance gender balance across all of Defence.

### Australia



#### Capability Acquisition & Sustainment Group

- Defence Procurement Review identifies Agile acquisition as a strategic objective.
- Investing in innovation to enhance the acquisition process.
- No goods can be purchased from contractors who don't comply by the *Workplace Gender Equality Act* (2012).
- There is the Indigenous Procurement Policy, Defence's Indigenous Procurement Strategy and other guidance on engaging and supporting Indigenous vendors in Australia.

## Annex E – Examples Of Major Projects

**DGMPD (Air & Land) manages the acquisition of large-scale air and army equipment.**

DGMPD (Air & Land) Projects:

- **FWSAR**: Fixed Wing Search and Rescue Project
- **FFCP**: Future Fighter Capability Project
- **MSVS**: Medium Support Vehicles System Project
- **LVM**: Logistics Vehicle Modernization
- **STTC**: Strategic Tanker Transport Capability
- **ACSV**: Armoured Combat Support Vehicle
- **RPAS**: Remotely Piloted Aircraft System

**DGMPD (Sea) is responsible for the acquisition of major new sea equipment.**

DGMPD (Sea) Projects:

- **AOPS**: Arctic Offshore Patrol Ships
- **JSS**: Joint Support Ship Project
- **CSC**: Canadian Surface Combatant



Photo credit: <http://materiel.mil.ca/en/air-programs-projects/fixed-wing-search-and-rescue.page>



Photo credit: <http://materiel.mil.ca/en/land-programs-projects/armoured-combat-support-vehicle-project.page>



Photo Credit: ©Irving Shipbuilding Inc. 2018. <https://www.canada.ca/en/department-national-defence/services/procurement/arctic-offshore-patrol-ships.html>



Photo credit: <https://www.canada.ca/en/department-national-defence/services/procurement/joint-support-ship.html>

## Annex F – Process Paths

Project Paths		Documentation	Governance
<b>A</b>	<b>Lower Risk Projects</b> \$30k-\$10M	<ul style="list-style-type: none"> <li>Synopsis Sheet (ID)</li> <li>Other docs at L1/Imp discretion</li> </ul>	<ul style="list-style-type: none"> <li>Annual report to Programme Management Board</li> </ul>
<b>B</b>	<b>Lower Risk Projects</b> \$10M-\$100M PCRA 1,2,3	<ul style="list-style-type: none"> <li>Light Business Case Analysis</li> <li>Project Charter</li> <li>PCRA in Callipers</li> <li>Project Brief &amp; PRICIEG Annex</li> <li>Statement of Requirements</li> <li>Project Management Plan (light)</li> </ul>	<ul style="list-style-type: none"> <li>Defence Capabilities Board 1 &amp; 2</li> <li>Programme Management Board</li> <li>Defence Procurement Strategy for greater than \$20M</li> <li>Minister of National Defence Submission (for Definition); tailored approach for Implementation</li> </ul>
<b>C</b>	<b>Medium Risk Projects</b> Equal or great than \$100M PCRA 1,2,3	<ul style="list-style-type: none"> <li>Light Business Case Analysis</li> <li>Project Charter</li> <li>PCRA in Callipers</li> <li>Project Brief &amp; PRICIEG Annex</li> <li>Statement of Requirements</li> <li>Project Management Plan (Medium)</li> </ul>	<ul style="list-style-type: none"> <li>Defence Capabilities Board 1 &amp; 2</li> <li>Programme Management Board/Investment and Resources Management Committee</li> <li>Defence Procurement Strategy</li> <li>Independence Review Panel on Defence Acquisition</li> <li>Minister of National Defence Submission (for Definition); tailored approach for Implementation</li> </ul>
<b>D</b>	<b>Higher Risk Projects</b> PCRA 4	<ul style="list-style-type: none"> <li>Full Business Case Analysis</li> <li>Project Charter</li> <li>PCRA in Callipers</li> <li>Project Brief &amp; PRICIEG Annex</li> <li>Statement of Requirements</li> <li>Project Management Plan (Heavy)</li> </ul>	<ul style="list-style-type: none"> <li>Defence Capabilities Board 1 &amp; 2</li> <li>Programme Management Board/Investment and Resources Management Committee</li> <li>Defence Procurement Strategy</li> <li>Independence Review Panel on Defence Acquisition</li> <li>Treasury Board Submission</li> </ul>