

COMMENTARY ON "TOWARDS A DOCTRINE OF PROGRAM DEVELOPMENT"

At the very heart of warfare lies doctrine.
-- Gen. Curtis LeMay

1. Opportunities are created by people who believe they have a solution to a deficiency. They discover mission area deficiencies through examination and analysis.

COMMENTS:

- A basic theme is that opportunities are created, not simply read about.
- For this reason, it is important for the organization to foster an environment that encourages creativity.

2. Do not spend limited resources chasing "programs" you did not help to create.

COMMENTS:

- Feel free to spend any unlimited resources.
- We all know people who won programs they discovered in the CBD. It does happen. We have also heard of people who won Publishers Clearing House.
- If you are one of N competitors for a program you did not help create, then either you are much smarter than the competition, or you get *at best* lottery odds, 1/N. If you are really so much smarter, why didn't you discover the need and help shape the program?
- It is a question of resources. Are you going to spend them chasing other people's programs or creating your own?
- Professional services companies--Beltway Bandits--have a rule: If you didn't write the statement of work, don't bid the RFP.

3. If you discovered your need in *Air Force* magazine, what you most likely found is somebody else's successful marketing.

COMMENTS:

- Or discovered in the CBD, or even on somebody's desk.
- Any identified requirement you just happened to find probably resulted from a competitor doing his homework.

4. It takes massive numbers of briefings, to about 500 defense community officials and staffers, to launch a successful program. Unsuccessful ones can be launched with considerably fewer.

5. Logic sells in Washington. Beware, however, that illogic may also sell.

6. No program is funded beyond the end of the current budget. Thus do not fear, or take comfort in, "funding windows."

COMMENTS:

- Any concept of "funding windows" implies a belief that planned programs and only these programs will actually occur and that nothing can be done to change the situation.
- There is always money. Since our primary customer is the government, they can, if they wish, print more of the stuff.

7. The idea is not to sell the customer what he wants but to help him understand what he really needs.

COMMENTS:

- Don't we sell the customer what he wants? Of course. But this is not the central idea. The "customer" wants many times more things than he can ever get funded. If you market by focusing on wants, you will spend a lifetime chasing apparitions.
- Once he understands his real needs, he will want them as well, he will stand some chance of funding them, and he will have you to thank.
- Who is the customer? The customer is that collection of people, from the foxhole to Capitol Hill, who can influence whether your need is recognized and funded and whether your solution is bought. The customer changes daily. Until you establish it as an entity and shape its thinking, the customer is best thought of as simply a collection of people, without focus, and speaking with many voices.

All warfare is based on deception.
-- Sun Tzu, *The Art of War*, I.17

8. A paradigm for successful program development:

COMMENT:

- Derived from experience with the A-10, F-16, F-18, Advanced Technology Bomber, Battleship Recommissioning, and Battle Surveillance Airship Programs and from the marketing principles of several professional services companies.

a. Study hell out of the mission area.

COMMENT:

- "You must do sufficient research . . . You must study hard," Miyamoto Musashi, "The Way of Strategy," *A Book of Five Rings*.

b. Discover a major, unrecognized problem/deficiency/need.

c. Is this need so major that you can motivate decision-makers and politicians in Washington to let other needs slide so they can solve yours? If not, go back to Step a.

COMMENT:

- Other needs are not just other pieces of military hardware. Congress, for example, is also concerned about the budget deficit, entitlement programs, and the foreign trade imbalance, among other things.

d. Codify a list of mission-related criteria for an optimal solution.

e. Create a comprehensive set of solution alternatives. Compare them to the criteria of Step d. Iterate. Pick the one that best matches the criteria.

f. Put together a story that lays out what the need is and why it is so important. Justify the mission-related criteria and illustrate how the selected one best meets them. Depict a program path to IOC.

g. Give the pitch a couple of hundred times at all levels. In the process, build and support a group of like-minded insiders (Services, CINCs, OSD, OMB, GAO, CBO, Congress, etc.).

h. Close. At the right time, force the issue.

i. Write the detailed Plan-to-IOC that includes all remaining political and administrative hurdles.

j. Work the system relentlessly.

COMMENT:

- One marketing executive noted that closes at Step h are a "dime a dozen" compared to signed procurement contracts.

k. Search out and convert or neutralize opponents.

COMMENT:

- For a variety of reasons, there are people out there who do not like you, your company, your program, or your solution. Like mines in the water, they must be found beforehand and not discovered by accident.

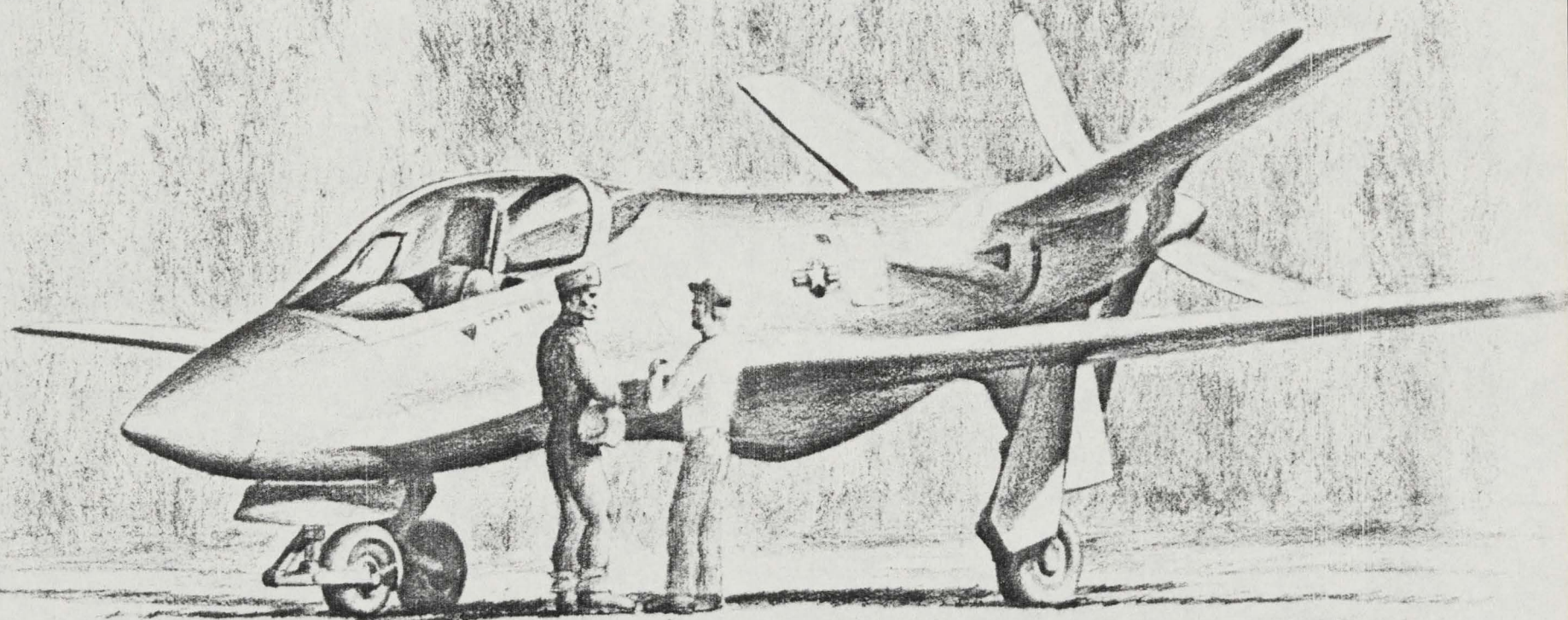
Life is conflict, survival, and conquest.
-- John Boyd, *Patterns of Conflict*

9. Need for Planning: Nothing good in this paradigm happens by accident. You will especially need to plan the close, because it sure isn't going to just happen.

10. Need for Management: If your organization cannot nurture a cell of committed fanatics, then you will probably lose to one that can.

COMMENTS:

- This is a key principle. If you can do this, then the teams you create will solve the rest of your problems.
- It is not known at present if cells of fanatics can be routinely grown within a larger hierarchical, bureaucratic structure. As one observer has noted, fanatics usually alienate non-believers.
- This principle explains why matrix management and other people-as-interchangeable-cogs theories do not work.



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8-20-80