

Organizational Culture and Change for PBL

Throughout the PBL research, a recurring theme was the necessity for change to the culture of the implementing organization. In Table 3, examples of the “Old Culture” or beliefs are aligned with PBL examples of new ways of doing business.

The AMC HQ, from initial meetings with MSC representatives, identified 21 issues that must be addressed prior to PBL implementation (Issues Table is included in Appendix I). One third of these issues reflect a culture or belief that would not be supportive of PBL implementation.

For example:

- *Guidance is needed to provide the PM/PEO with **guidelines** on interface with the organic community, and*
- *AMC needs to address MSC **interfaces** as they will, potentially, be competing Product Support Providers.*
- *There is a need to select what to maximize—cost efficiency or capabilities, as maximization of **both** is not possible.*
- *The establishment of ground rules for **engaging** PMs to preclude conflicts of interest, contracting, and business challenges, since PMs are no longer under AMC oversight.*
- *There is a need for provisions to elevate **disputes** between the PEO/PM and the PSI/PSP “up the PBL chain of command.”*

From the examples and comments included with the issues, the AMC culture appears to be one of:

1. Waiting for HQs’ guidance before taking any action;
2. Viewing PM/PEO as combatants to be engaged (“force required engagement of PMs”) vs. customers to be served, and an expectation that
3. The chain of command will protect the existence of the MSCs rather than having the customer select the best value supplier.

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COMPARISON OF CULTURE EXAMPLES	
“New” Culture	“Old” Culture
<p>The C-17 aircraft is the focus of a Boeing – Air Force partnership. They do joint off sites and work specifically on their “relationship.” They have joint weekly, monthly, block, etc. meetings and reviews. Every employee who works on the C-17 wears a plastic card the size of their badge, imprinted with partnership agreement signed by Boeing and Air Force leaders.</p>	<ul style="list-style-type: none"> • Arms length, adversarial relationship between government and contractor • All communications in writing to create an audit trail • Interact as little as possible, conduct bi-annual performance reviews • Maintain objectivity don’t get too “close” to the contractor • Contractor driven by “profit motive” vs. nation’s defense • Government close holds information
<p>NAVSEA established an e-marketplace using a one-page flowchart showing what it wanted its electronic services procurement system to look like. The five steps represented the “full operating capability” (FOC) of the desired system, with the extensions and clouds being areas for future scalability in the eventual system. The Navy simply handed the flowchart to potential vendors and asked them, “How much of this picture can you deliver and at what price?” (IBM – Seaport Study p. 18)</p>	<ul style="list-style-type: none"> • Lengthy statement of work developed by government requiring office - with an attempt to document every possible situation, process, regulation, milspec, service, and government expectation for the bidders • Independent government estimates • Elaborate processing of SOW through technical data, system engineering, legal, etc., all with organization-specific word requirements
<p>Air Force Joint Surveillance Target Attack Radar System (JSTARS) Total System Support Responsibility (TSSR) Partnership has multiple agreements in place supporting the sustainment of JSTARS. In most cases, these agreements stand alone-they are not part of the contract between Northrop Grumman Corporation (NGC) and the Air Force. The Partnering Agreement (PA) between NGC and the WR-ALC has been incorporated into the prime TSSR contract as the guiding basis for the Air Force providing the depot-performed workloads to the contractor.</p>	<ul style="list-style-type: none"> • Finger pointing between government and suppliers over delays and cost increases • RFP describes services and scope of work in great detail • Numerous change orders as soon as work starts and RFP omissions are identified • Government defines service delivery means and process through inclusion of government regulations and directives • Contract administration role vs. partner role • Only acceptable relationship is a contractual one
<p>Sikorsky Aircraft Corporation (SAC) is working side-by-side with Corpus Christi Army Depot (CCAD) to reduce repair/overhaul turnaround time for the H-60. This joint collaboration has improved business processes, depot repair methodology, and more responsive product support, with only four contractor jobs directly attributable to the partnership.</p>	<ul style="list-style-type: none"> • ‘Expert’ role assigned to government employees • Use of design specifications where the government tells the contractor <i>how</i> to provide the service • Contractors in the government workplace viewed as personal service • Quality assurance processes defined by government specialists • Government employee relies on “guidance” from HQ
<p>The NAVICP has an F/A-18E/F Integrated Readiness Support Teaming (FIRST) prime contract with Boeing under which NADEP North Island performs depot repair services to Boeing as a <i>subcontractor</i>. Boeing provides funding, repairable units, repair parts, obsolescence management, and shipping. NADEP North Island provides touch labor, facilities, technical data, equipment, production engineering, and packaging. Fifty-seven government jobs were created or sustained by this partnership.</p>	<ul style="list-style-type: none"> • Contractors are taking jobs away from government workers • Government is buyer of services, not seller • All payments to government are deposited in the U.S. Treasury account • Private sector cannot use government facilities and equipment to perform work

TABLE 1: CULTURE EXAMPLES

NATURE AND CHARACTERISTICS OF ORGANIZATIONAL CULTURE

Organizational culture is “a pattern of beliefs and expectations shared by organizational members.”¹ Generally, the norms stemming from these shared beliefs, expectations and actions strongly shape the behaviors of individuals and groups within the organization. Figure 1 shows the relationships between the content of the culture, the manifestations of that culture, and employee’s perceptions and interpretations of that culture. For the most part, this culture is invisible to the employees and their interpretations are viewed as something unique to the individual—their personal opinions. People tend to surround themselves with others of like opinions and values, thus reinforcing their common beliefs and expectations.

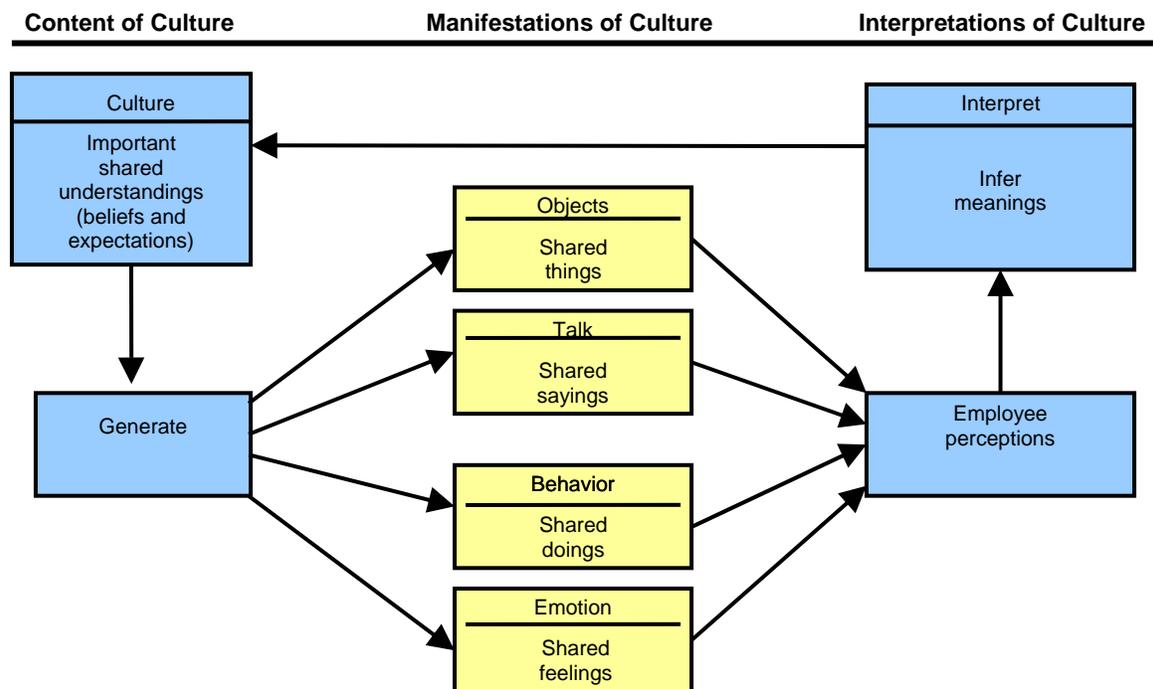


FIGURE 1: CULTURAL RELATIONSHIPS

MAINTAINING AND CHANGING ORGANIZATIONAL CULTURE

The primary mechanisms for both maintaining and changing an organization’s culture include:

1. What managers pay attention to, measure and control;
2. The ways managers (particularly top management) react to critical incidents and organizational crises;

3. Managerial role modeling, teaching, and coaching;
4. The criteria for allocating rewards and status; and
5. The criteria for recruitment, selection, promotion, and removal from the organization.ⁱⁱ

Managers should expect to encounter difficulty in clearly understanding situations that involve change. Analyzing a change problem can become quite complex because of the large number of variables that must be considered.ⁱⁱⁱ

MANAGING CHANGE

RAND, in a study on changing environment management policy, identified strategies for managing changes. We see them as lessons learned, and applicable to managing the changes necessary for PBL implementation.

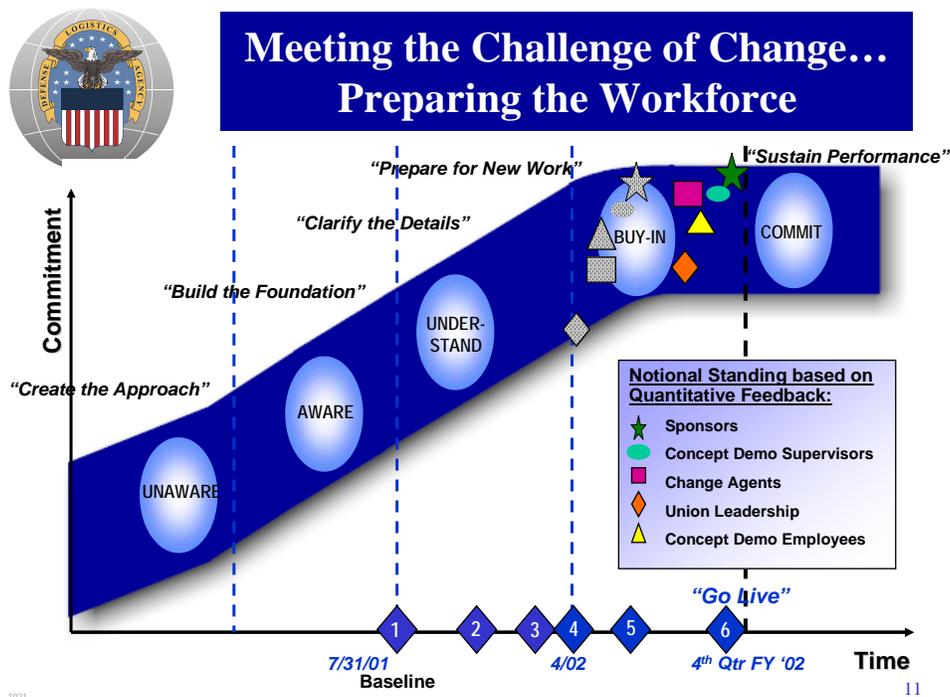


FIGURE 2: DLA PROCESS FOR CHANGE

When change efforts are successful, managers must make the required change an integral part of day-to-day management, with successful implementation no more or less than successful management.^{iv}

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The key components of a successful change management strategy include: the motivation of change agents, incentives for employees, empowerment of employees, and communication to employees.

1. Motivate creative and persistent change agents: “Any effort at change creates resistance. Alternatives to the status quo can threaten people with a vested interest in the current way of doing business, both inside and outside the organization. Alternatives to the status quo may take time and effort to work as well as the status quo does or to achieve as much acceptance among customers. Proactive firms seek ways to overcome these problems at the front line of change itself, one manager at a time. Creativity can provide cost-effective alternatives to the status quo; persistence and motivation are necessary to see the alternatives through to ultimate adoption.”^v

- The Department of the Navy published PBL guidance in 1998. The NAVSUP Command, along with NAVAIR and NAVSEA commanders pushed the PBL concept through the organization. Early on, the leadership recognized and verbalized the benefits of PBL. Managers were challenged to work with suppliers and Navy Depots to develop programs to increase readiness and efficiency in logistics support.
- Culture champions exist throughout DLA to devise transformation activities to close gaps in the culture between today’s baseline and its goal of becoming a truly customer-focused organization. (See DLA Best Practices Appendix II)

The former Air Force Material Command (AFMC) Commander, General Babbitt’s effort to lead an accounting revolution accomplished the same thing. By continually forcing his managers to re-think their efforts and by not allowing them to continue to perform in the same old manner, he instilled a level of managers that were devoted to cost management. Ultimately, the managers and the Air Force received many benefits from this change.

2. Use incentives to motivate the right behavior: “Metrics can motivate behavior only if linked to incentives. Depending on the culture, incentives target individuals, teams, or organizations.”^{vi} The incentives can be monetary or non-monetary. One effect of giving such awards often, even for small improvements, is to spread the importance of the action taken across the organization.

- One of the benefits of General Babbitt’s change management was that managers were now committed to a course of action that they themselves designed. The approach led to increased performance levels of their aircraft. An unintended consequence was that “many had come to value the benefits of the approach including the expanded scope of AFMC’s influence of resources within a financial performance framework acceptable to the Air Force.”^{vii} Subsequently, Babbitt’s approach was viewed positively by outside agencies. His successor, General Lyles, built on General Babbitt’s leadership and continued to support it.

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- The Navy's approach led to increased performance levels and a sense of accomplishment for the organization. One vendor commented that initially the warfighter was not convinced that the Navy PBL approach would work. However, as soon as the first promise was kept the skepticism started to abate. As additional promises were kept and performance metrics continued to be exceeded, the warfighter became more comfortable with the approach and the organization exhibited pride in its performance.

To successfully implement PBL, the government must have the ability to obtain goods and services while allowing partners to perform, without dictating the methods of performance. The same is required of employees. In order to achieve this, however, employees must be educated and have the ability to act.

3. Empower employees with formal training: To be successful, training must be designed to accomplish three independent goals. The first is the goal of elevating the perceived importance of what needs to be done, second is training on methods needed to enable the change (value streaming, decision-making, relationship building, metrics, etc.), and third is training to develop the employee to function effectively in the new multi-disciplinary role. Under PBL, the role of the item manager changes and new requirements develop for the decision-making processes. Knowledge of systems theory and behavior becomes a prerequisite for the new logistics manager.

- The GE Engine partnership with the Army is a prime example of how GE is helping depot workers implement new practices to work in process. This evolved from the CCAD partnership with GE. The challenges with getting CCAD up to industry standards are substantial. Changes have to occur in small increments and are still being implemented.
- The Army is using the AMC Fellows program to provide the multi-disciplinary skills needed for the future. The AMC Fellows program is designed for new entry-level employees. Employees complete an 18-month training program designed to give them a Master's degree level education. Upon successful completion of the degree, the employee is assigned a management level position with promotion potential to a GS-13 in the AMC organization.
- FY 2003 was designated as the year of "Logistics Reengineering" at DAU. It includes 1) re-energizing Acquisition Logistics training, and 2) increasing Systems Sustainment Management training. Successful PBL implementation requires training in different ways of doing business and developing true life cycle managers.^{viii}

The fourth component of successful change management is communication. Throughout our interviews, industry and government representatives stressed the importance of communications.

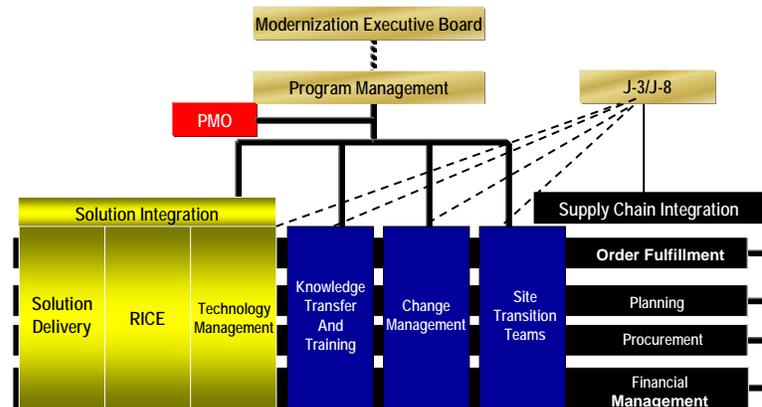
4. Communicate continuously in all directions: Information about the goals and status of the program is essential to implementing change. To be successful information must be designed to:

- Convey senior leadership’s commitment
- Convey knowledge about performance as a whole and assure it reflects strategic goals
- Convey information on successes and maintain the momentum of change
- Convey goals and status to key stakeholders
- Promote active exchange of information

The GE-Army partnership uses constant communication to improve work practices. This best practice is consistently noted in industry and government. Communications are critical and formal mechanisms such as co-location help in achieving common ends. Industry uses co-location to assist with its communications efforts as well. Several managers commented on how contractors were *always available* to discuss issues when they are physically located near them.



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OC 005b

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FIGURE 3: DLA ORGANIZATION STRUCTURE FOR IPT’S

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The Navy and Air Force employ various tactics to focus on communication channels. Specifically, the AF reorganized several offices in order to include the Chief Logistics Officer within the traditional program management office. The Navy has the Assistant Program Manager for Logistics (APML) position. Also, in the JSTARS program, the contractor is physically located with government employees and included in all business decisions. Likewise, since the contractor employs government personnel to perform touch labor, communication is an essential element to building team efforts. The co-location of support teams planned for the Soldier Focused Logistics Pilot is an example of shaping the organization structure to facilitate the work requirements. (See JSTARS in Appendix II.)

The Navy emphasizes the importance of communication channels. NAVSUP described the importance of early discussion and understanding by all parties involved with initiating a PBL contract.

In summary, culture creates the environment. Before the organization can move forward with change the culture must be developed to support the anticipated changes. By using a framework with the components to managing cultural change, and examples of how the culture changed at the Navy, AF and other organizations, AMCOM can create a platform for cultural change.

APPENDIX:

Study Documentation

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AMC PBL ISSUES		
	Subject	Problem Being Addressed
1	Identify and understand contracting enablers and barriers	PBL has surfaced a lack of knowledge of contracting impacts to PBL implementation
2	Understand Statement of Objectives (SOO) and Statement of Work (SOW) process	PBL surfaced lack of knowledge of how to develop SOWs and Performance Based Agreements (PBA)
3	Identify legal and/or contractual impediments to PBL implementation within AMC's (Army Material Command) business processes/practices	PBL requires buying results not resources; uses performance specifications not design specifications and assigns responsibility to supplier—what is impact on current processes?
4	Examine AMC business processes for PBL-driven revisions	Position AMC as a competitor for providing the “best value” to the PEO/PM community
5	Expand PEO/PM understanding of AMC business processes and practices	Since no longer in chain of command PEO/PM <i>may overlook key processes</i> that should be integrated into planning of Supportability strategies for their systems
6	Address known shortfalls in policy and guidance	PBL emphasis on spiral development and sustainment creates procurement cycle of 20+ years and impacts financial and requirements planning.
7	Establish <i>rules of engagement</i> among MSCs (Major Subordinate Command) for the Product Support Integrator (PSI)	PBL provides the PMs/PEOs wide latitude in seeking solutions to acquisition sustainment. It is vitally necessary to <i>establish rules and guidelines</i> to govern PM/PEO and MSCs interface to ensure DOD is provided optimum return on its investment that now can reach decades into the future.
8	Establish rules of engagement among MSCs for the Product Support Provider (PSP)	New regulations do not require a PSP to be a member of the DOD community. They can be from the private sector. Such an arrangement may preclude any interface with the AMC community. Under this scenario, MSCs, Depots and Arsenalns could find themselves in competition with each other, not only for designation as PSI but also as competing PSPs. In developing PBL guidance for the MSCs, AMC needs to address their interface as potentially competing PSPs.
9	Formulate PBL training plan	AMC command-wide lack of knowledge on how to implement an effective PBL program. Training at Army, MACOM (Major Command), and MSC levels is required.
10	Structure tracking mechanism	PBL requires a plan/process manage the implementation of PBL command-wide. Tracking Mechanism is required to track the various stages—tasks, actions, status, etc. of implementation.
11	Establish ground rules for engaging PMs	Under PBL, PMs are responsible for agreements with the warfighter and then with the PSI/PSP to deliver that performance. The complexity with collecting rules of engagement depends on the system involved and the war-fighter's capability requirements. It also depends on the PSI structure put in place by the PM. Since this issue involves multi-echelon oversight and involvement, participation in resolving it should come from the DA (Department of Army), AMC headquarters, and MSC level.

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AMC PBL ISSUES		
	Subject	Problem Being Addressed
12	Establish procedures for lessons learned scorecard feedback	While lessons learned and performance data has been collected on other programs, concepts and doctrine there is no set of standards to judge performance, develop balanced scorecard criteria or collect lessons learned as the PBL process grows and matures.
13	Establish rules for problem resolution	The move of PEOs/PMs from AMC to ASA (ALT) (Assistant Secretary of the Army for Acquisition Logistics and Technology). Cancellation of the DoD 5000 series, designation of the PEO/PM as Total Life Cycle Systems Manager (TLCSM), and the implementation of PBL throughout DoD have created the potential for conflict within the Army's acquisition and sustainment communities.
14	Focus on the core capability retention	Plan use of AMC core capabilities within the implementation of PBL using enterprise integration as a vehicle to promote partnership, capture the expertise and maximize and ensure use of the AMC organic MSCs, arsenals, depot, laboratories, and the RDECOM (Research, Development, and Engineering Command).
15	Exploit partnerships	AMC, as an enterprise organization, must position itself to not only ensure compliance with statutory regulations, but also with government/industry partnering and PBL. AMC can further leverage these partnership requirements to expand its core capabilities base through equipment modernization and workforce rejuvenation.
16	Establish reporting and monitoring structure and requirements	The range, depth and frequency of reporting and monitoring requirements for PBL initiatives and Performance Based Agreements (PBSs) within AMC must be established. Should be part of the balanced scorecard/feedback issue or vice versa.
17	Prioritize multi-Level metrics	Top level metrics to include asset visibility, inventory management, item identification, supply performance, and major end item management system are most visible within the AMC HQ, G3 Support Operations structure. Under PBL the PEOs/PM are responsible for agreements with the warfighter and then with the PSI/PSP to deliver that performance. Since this issue involves multi-echelon oversight and involvement, participation in resolving it should come from the DA, AMC Has, and MSC level.
18	Market AMC strengths	There appears to be no command marketing strategy or plan. AMC G5 focus seems to be on congressional liaison and some industrial spheres. Future participation and potential competition with the PBL framework necessitates AMC address this issue if it wishes to attract and convince potential customers to utilize its services. This should position AMC to fulfill its key PBL roles as part of overseeing, planning, and executing PBL within DA and DoD.
19	Compute Return on Investment (ROI)	The Depots ROI in terms of accepting work that is a "loss leader" needs to be addressed, as sustainment will now be performance-based. This is especially significant in light of the supportability strategy for FCS (Future Combat Systems) that questions what should the Army build vs. civilian industry; and the utilization of Army capability, particularly on those items that do not have great profitability for civilian firms.

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AMC PBL ISSUES		
	Subject	Problem Being Addressed
20	Examine impact on security cooperation processes	With PBL, possible AMC business process/practice revisions must be reviewed in light of and in conjunction with current AMC Security Cooperation processes to ensure that customer satisfaction and readiness will not be adversely impacted. Security cooperation customer requests are centrally processed through the Army security cooperation database at USASAC (US Army Security Assistance), ensuring integrity of the government-to-government sales agreements.
21	Establish procedure to enable PBL to function under the funding regulations.	Under PBL we are selling performance and services, rather than individual parts. There are many categories of funding, e.g., AWCF (Army Working Capital Funds), OMA, OPS29, SSTS. It is unclear how to handle these items in this new partnering environment. Each category of funding has a distinct budgetary process and these processes may not fit easily within this new environment.

TABLE A-1: AMC PBL ISSUES

BOEING C-17 CUSTOMER PROFILE PROCESS DOCUMENTATION

Know the Customer^{ix}

- *How well do you know your customer?*
- *Do you have a process for receiving customer feedback?*
- *Does your customer know how to find or give necessary information in your absence?*

Detailed information about the Department of Defense and military services can be found at <http://www.defenselink.mil>.

Before you can satisfy the customer, you must know the customer and his or her requirements and expectations. Often times, the customer's expectations are more specific or different from requirements. Needless to say, many of these things are unspoken or taken for granted and can result in misunderstandings or communication problems.

Customer Profile

The Customer Profile covers the basic information about the customer. It can be used as a standardized checklist when first meeting a new customer to ensure that all the appropriate information is known and recorded for future use. It is extremely valuable as a reference for the Alternate CCP and supervisor to use during a Primary CCP's absence or when training a new CCP.

Customer Contact Plan

The Customer Contact Plan describes a CCP's assigned customer interface. Included in the plan are the customer's principal interests, most important values, desired frequency of contact and areas of related interest in which the customer is expecting to be kept informed. Contact frequency may vary widely depending on the role the customer plays, individual customer preferences and the nature of the customer interaction activity.

The customer contact plan formally documents how customer interaction is to be implemented. The specific organization and content of a customer contact plan will reflect the size, needs and issues of the specific program, function or activity.

MSWord Templates

The Customer Satisfaction Team has prepared two MSWord files with a collection of potential items for the Customer Profile and Contact Plan. These files follow in this booklet, and can be downloaded from the Customer Satisfaction intranet website at <http://ams-socal.lgb.cal.boeing.com/main/cussat/>.

Customer Profile and Contact Plan Outline

The following describes suggested purpose and use:

	Customer Profile	Customer Contact Plan
Description	One-page Word document	One-page Word document
Purpose	Standardized format for gathering customer information	Standardized format for describing customer working relationship
Customer Satisfaction benefit	<ul style="list-style-type: none">• Gathers basic knowledge about the customer• Records information to transfer to next CCP or alternate	<ul style="list-style-type: none">• Ensures clear understanding of customer expectations of working relationship• Defines deliverables and schedule• Identifies opportunities to be proactive
Completed by	CCP	CCP
Frequency of update	<ul style="list-style-type: none">• As soon as possible for new contact• Annually or as required• Same form can be edited and dated	<ul style="list-style-type: none">• As soon as possible for new contact• Every six months or as required• Same form can be edited and dated
Management role	Review annually for manager awareness	Review every six months for: <ul style="list-style-type: none">• Manager awareness• Resource requirements• Assess CCP performance• Opportunities for improvement• Provide reinforcement and recognition
Copies to	<ul style="list-style-type: none">• Personal file• Immediate management• Alternate CCP	<ul style="list-style-type: none">• Personal file• Immediate management• Alternate CCP

TABLE A-2: CUSTOMER PROFILE AND CONTACT PLAN OUTLINE

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Customer Profile for (Customer Title/Rank FName MI LName):

Date of Report (mm/dd/yyyy):

Customer Data

Preferred Name:

Command (e.g., SPO, DCMC, etc.):

Location (e.g., WPAFB, Long Beach):

USAF Program (e.g., C-17, JSF):

Function/Position:

Other responsibilities:

Dept or IPT:

Office symbol (e.g., YCK):

Phone number (include area code):

Fax number (include area code):

E-mail address:

Mailing address:

City, State, ZIP:

Time in position (years, months):

Name of next level management:

Work hours and time zone:

Primary Customer Contact Person Data

Primary CCP Name (FName MI LName):

Phone number (include area code):

E-mail address:

Boeing Program (e.g., C-17, Phantom Works):

Location (e.g., Long Beach):

Function/Position:

Dept or IPT:

Boeing Mail Code:

Time in position (years, months):

Work hours and time zone:

Alternate Customer Contact Person Data

Alternate CCP Name: (FName MI LName):

Phone number (include area code):

Date of Report

Date of first report (mm/dd/yyyy):

Date of last update:

Date next update due:

Management Review

Date of management review:

Management name (FName MI LName):

Comments:

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Customer Contact Plan for (Customer Title/Rank, FName MI LName):

Date of Report (mm/dd/yyyy):

Primary CCP Name (FName MI LName):

Alternate CCP Name (FName MI LName):

Customer interface/function (e.g., Joint IPT Lead, CPAR monitor, Cog Engr-Wing, etc.):

Is there a documented process for receiving customer feedback? If yes, explain.

How often do you communicate/receive feedback?

Last date to confirm that frequency is adequate?

Relevant Boeing goals:

Relevant customer goals:

Shared processes (Process number & name):

Shared metrics:

Deliverables & schedule:

On what topics must the customer be kept informed?

Are expectations different than requirements? If yes, what are they?

What is the customer's definition of technical excellence?

What is the customer's definition of relationship excellence?

What are the customer's priorities?

-
-

What do you anticipate as future priorities?

-
-

In what other areas can improvement be made (ask the customer)?

1. Are there improvement actions currently underway?
2. Opportunities to be pro-active?

3. How would you assess/describe your customer relationship?
4. How would the customer assess/describe your customer relationship (ask the customer)?
5. Any other helpful notes?

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ⁱ Hellriegel, Don, John W. Slocum, and Richard W. Woodman, 1986, "Organizational Behavior," St. Paul: West Publishing Company, p. 340.

ⁱⁱ Schein E. H., 1981, "Organization Culture and Leadership," San Francisco: Jossey-Bass, p. 223-243.

ⁱⁱⁱ Hellriegel, Don, John W. Slocum, and Richard W. Woodman, 1986, "Organizational Behavior," St. Paul: West Publishing Company, p. 590.

^{iv} Camm, Frank, Jeffrey Drezner, Beth E. Lachman, and Susan A. Resetar, 2001, "Implementing Proactive Environmental Management," RAND, ISBN: 0-8330-3015-9, p. 30.

^v Camm, Frank, Jeffrey Drezner, Beth E. Lachman, and Susan A. Resetar, 2001, "Implementing Proactive Environmental Management," RAND, ISBN: 0-8330-3015-9, p. 30.

^{vi} Camm, Frank, Jeffrey Drezner, Beth E. Lachman, and Susan A. Resetar, 2001, "Implementing Proactive Environmental Management," RAND, ISBN: 0-8330-3015-9, p. 30.

^{vii} Barzelay, Michael and Fred Thompson, 2003, "Efficiency Counts: Developing the Capacity to Manage Costs at Air Force Materiel Command," Report, IBM Center for the Business of Government.

^{viii} Kratz, Louis A. , Randy T. Fowler, Jerry D. Cothran, September-October 2002, "PM Magazine," p. 48-54.

^{ix} This document describes the Boeing Customer Relationship Management Process used under the TSSR C-17 Contract.