

THE COMPUTERWORLD HONORS PROGRAM

CASE STUDY

LOCATION:
Arlington, Virginia, United States

YEAR:
2006

STATUS:
Laureate

CATEGORY:
Government and Non-Profit Organizations

NOMINATING COMPANY:
Booz Allen Hamilton Inc.

ORGANIZATION:

Dept of Defense Joint Requirements & Integration Office (JR&IO)

PROJECT NAME:

HR Management Transformation

Summary

The Department of Defense (DoD) is now undergoing an unparalleled and historic transformation to better shape a future military that leverages new concepts, capabilities, people, and organizations. Specifically, DoD is implementing an enterprise-wide, business management modernization effort to: develop, deliver, and sustain fewer and more integrated systems, reduce business operations costs, and, support better-informed decisions.

Inaccurate pay and benefits for Service members, lack of personnel visibility for military leaders, and the inability to make sound, defensible investment decisions are a just a few of the challenges facing Human Resources Management (HRM) in the Department of Defense. In response to these and other challenges, the Under Secretary of Defense (USD) for Personnel and Readiness (P&R), Dr. David S. C. Chu, requested that the Joint Requirements & Integration Office (JR&IO) lead business modernization implementation within HRM. JR&IO is working across DoD to transform human resources strategy, process and technology in an effort to address deficiencies in the human resources processes to include military personnel and pay management. JR&IO undertook a two-year effort to streamline and reengineer business processes and document the military personnel and pay business standards that now serve as the enterprise requirements for a single, streamlined, fully integrated personnel and pay system that will address the myriad of personnel and pay problems facing the DoD. JR&IO has also begun a concentrated effort at streamlining processes and developing common business standards for managing positions and the assignment process.

Introductory Overview

The Office of the Under Secretary of Defense (OUSD) for Personnel and Readiness (P&R) and JR&IO are transforming human resources strategy, processes, and technology across DoD. Specifically, JR&IO provides transformation life cycle support to Human Resources Management. JR&IO supports the USD (P&R) and the Human Resource community across a wide range of functions and activities. Examples include:



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•JR&IO was responsible for completely reengineering military personnel and pay management for the Department. The JR&IO team worked with the Services and the Defense Finance and Accounting Service (DFAS) over a two-year period to fully document and coordinate a set of streamlined, common business processes, business rules and information requirements that form the enterprise standards and requirements for the fully integrated, all Service, all component personnel and pay management system known as the Defense Military Human Resources System (Personnel and Pay) (DIMHRS (Pers/Pay)). JR&IO continues to be responsible for the maintenance of these enterprise standards and requirements.

•Within HRM, there were several stand-alone architectures developed over time to support specific HRM functions. JR&IO worked with the functional area leads throughout the HRM community to integrate this work into a single HRM architecture that is also fully compliant with and integrates into the DoD Business Enterprise Architecture (BEA).

•JR&IO implemented the HRM Investment Review Board (IRB) and Certification program to assess systems, identify functionality, and determine gaps or redundancy. This approach results in a formal, structured, repeatable process to certify HRM business systems and future investments. The Director, JR&IO chairs the HRM IRB and the JR&IO certification team provides direct support to the USD (P&R) in his role as the Certifying Authority for all HRM systems.

•As the Chief Information Officer (CIO) for the OSD (P&R) and the Defense Human Resources Activity (DHRA), JR&IO is the focal point for providing information management and technology guidance affecting the HRM community. In this role, JR&IO supports DoD in decisions related to Information Technology (IT) investments, system solutions, and requirements management.

•As the Chief Information Assurance Officer (CIAO) for the DoD Personnel Sector, JR&IO supports cyber, physical and personnel protection. JR&IO supports cyber protection by overseeing the Information Assurance Vulnerability Alert (IAVA) Reporting, providing DHRA system owners with security alerts, and managing risk avoidance measures. For the Critical Infrastructure Protection Program, JR&IO provides research and data analysis of Personnel Sector critical asset and system locations.

Benefits

JR&IO is supporting the DoD in its complete transformation of the operation of human resources systems with a goal to develop the kinds of forces and capabilities that can adapt quickly to new challenges. Significant challenges facing DoD and benefits of JR&IO's support to meeting these issues follow.

Military Personnel and Pay Management. There are numerous issues facing military personnel and pay management in DoD. In this critical and dangerous era in our country's history, many of those who take the most risks have found themselves unable to count on a simple paycheck. A January 28, 2004, Government Accountability Office (GAO) report noted that 94 percent of Army National Guard soldiers mobilized and deployed to Iraq had at least one pay problem. Similar issues exist in the active Army, Air Force, Navy, and Marine Corps. Additionally, stove-piped business processes in place frequently require deployed Service men and woman to place themselves in harms way to work HR or pay issues. Combatant commanders must also manage without accurate knowledge of where their people are located. Unresponsive, inadequate,



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and independent human resources legacy systems cannot, among other failures, determine how many Service members are in-theatre and who is stationed in an area exposed to toxic chemicals. Further, different interpretations of the law have resulted in system specific business rules and data that are not well documented or linked to laws and policies. Systems must be continuously changed to reflect new laws and policies, but poor documentation and inconsistent interpretations often lead to unintended results when a change in one part of a system has an unexpected impact to other processes.

DoD made a commitment to its war fighters not only to provide the utmost in weaponry, but also to build a human resources system that would operate at the speed of war. JR&IO is driving business and technology transformation within HRM to address deficiencies in the human resources systems and military personnel and pay systems. JR&IO has completed the effort of reengineering business processes and documenting the business standards and functional requirements to support a single, streamlined, fully integrated military personnel and pay system that will address the myriad of problems the Services and DFAS face. This system, DIMHRS (Pers/Pay), is designed and built upon an Enterprise Resource Planning (ERP) application solution. Once fully fielded, this system will support over 2.5 million Service members, full mobilization, and 869 military personnel and pay locations worldwide.

Due to JR&IO efforts, there are now clear, well-documented personnel and pay business rules and standards that will ensure that the DIMHRS (Pers/Pay) system will meet the functional community's needs in a joint environment. Further, the business rules and standards are fully integrated and linked so that when a policy or law is changed all of the related effects are clearly evident. This traceability allows JR&IO to maintain a core set of clear and consistent requirements that meet DoD mandates.

JR&IO's analysis focused on using the capabilities of the Commercial Off-The-Shelf (COTS) products whenever possible with minimum modification only when absolutely essential to meet mission requirements, to create an efficiency, or to avoid an adverse impact on the Service member. As a result, the resulting DIMHRS (Pers/Pay) software has very little modification (about 10 percent) and takes full advantage of the capabilities of the products rather than simply duplicating current processes.

Defense Business Transformation. DoD has undertaken a business management modernization effort to address the information technology challenges facing the Department. DoD management was having difficulty making sound decisions regarding system investments. According to the May 27, 2004, GAO report, "DoD does not have the ability to produce accurate, reliable, and timely information to make sound decisions and to accurately report on its billions of dollars of inventory and other assets. In addition, the DoD's stovepipe, duplicative systems contribute to its vulnerability to fraud, waste, and abuse."

Recently, Deputy Secretary of Defense, Gordon England, established the Defense Business Transformation Agency and chartered it to transform business operations to achieve improved warfighter support while enabling financial accountability across the DoD. The BTA is leading the DoD's transformation of its business process by developing and maintaining a DoD-wide BEA. DoD is using this framework to evaluate all future IT investments related to the business aspects of DoD's mission. The congressionally designated DoD business leaders have the authority, responsibility, and accountability for business transformation, implementation of the BEA, and portfolio management for their business systems. The OUSD (P&R) has been



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designated in law as “responsible and accountable for any defense business system, the primary purpose of which is to support human resources management activities of the Department of Defense.”

Within HRM, JR&IO is developing the strategy, blueprint, and processes for implementing the revolutionary change that is required to significantly transform over 50 years of performing similar human resources business activities independently within DoD. The magnitude of the singular processes, duplicative missions, and fractured communication is tremendous. JR&IO worked with the functional area leads throughout the HRM community to integrate several stand-alone architectures into a single HRM enterprise architecture that is fully compliant with and integrates into the DoD Business Enterprise Architecture (BEA). This architecture will provide a foundation for IT consolidation, investment management and transition planning in support of HRM transformation.

The Importance of Technology

JR&IO’s mission is founded in using information technology effectively to enable HRM transformation. IT enables JR&IO to leverage technology products and services to improve business process efficiency for its partners and customers, including its support to the HRM community, the DoD CIO Executive Board, the DoD Metadata Repository, the Defense-Wide Information Assurance Program (DIAP), and the Defense Critical Infrastructure Protection (DCIP). Specific examples of how JRIO leverages technology follow:

Personnel and Pay Transformation. JR&IO helped DoD recognize the need and benefit of pursuing a Commercial Off-The-Shelf (COTS) solutions. Specifically, Oracle’s PeopleSoft Enterprise®, a COTS application software targeted to meet business needs, is being used to build DIMHRS (Pers/Pay). As a result, DIMHRS (Pers/Pay) will be the largest, most complex COTS human resources system in the world. JR&IO used its expertise of Oracle’s PeopleSoft® Human Resources Management System (HRMS), Enterprise Performance Measurement (EPM), and PeopleSoft Portal environments to formulate a future technology foundation. JR&IO has used its Oracle PeopleSoft® knowledge coupled with the application to provide fit-gap analyses, analyze current “as-is” methods to develop efficient “to-be” reengineered processes, and configure pilot modules for real-time demonstrations. Ultimately, JR&IO has enabled DoD to navigate the power of the Oracle PeopleSoft® product to provide the greatest benefit to DoD by taking advantage of delivered capability, refining processes to create business process improvements, and identifying the few areas where the software must be modified to meet DoD unique needs. The flexibility and the delivered integrated capabilities of the product combined with the determination of the customer greatly limited modification of the software.

Business Standards and Requirements. Information Technology tools and methods play a vital role for JR&IO in the development of business standards and processes that drive DoD transformation. JR&IO takes advantage of many IT products including the IBM Rational® Tool Suite, Microsoft® suite and Oracle® databases and applications to facilitate the requirements definition and analysis efforts, perform configuration management activities, and compile information received from external sources. JR&IO uses a modified Rational® Unified Process (RUP) as the framework for capturing and managing requirements using Unified Modeling Language (UML) principles to ensure full traceability from requirements to the atomic level of data defined in an Enterprise Data Model. JR&IO derived an approach using RUP to conduct

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Fit Gap analysis on the business processes and the COTS products. The approach uses RUP-Evolutionary Process for Integrating COTS-Based Systems (EPIC) and the IBM Rational® tool Suite to document the Fit/Gap analysis providing full traceability between the requirements, processes and the COTS product. The result is a fully integrated set of requirements with full traceability among laws, regulations, business rules, and information requirements.

HRM Portion of the Business Enterprise Architecture. The integrated HRM architecture will enable the HRM community to build more effective systems that focus on enterprise needs of the Department. JR&IO used the Telelogic System Architect® tool to develop and deliver architecture products which consist of operational, system, and technical views. Using the architecture will facilitate the identification and weeding out of duplicative systems and help DoD streamline and reduce its IT footprint. The architecture supports the management of IT as a resource and an investment, enabling significant transformation of IT within HRM. In addition, the architecture and Investment Management (IM) will support HRM Electronic Government (eGov) initiatives. Additionally, the architecture products will serve as a blueprint to improve, re-engineer, and integrate HRM best practices to implement solutions in response to emerging business needs; provide a common lexicon of operational activities, capabilities, system functionality, and operational roles across DoD; and foster interoperability among JR&IO, DoD, other Federal Agencies and Business Partners.

Strategic Outreach. JR&IO performs extensive outreach activities to ensure that its activities address the needs of its many diverse stakeholders. To accomplish this goal and provide the stakeholders with current and complete information about, JR&IO relies heavily on the use of the web to communicate and collaborate with the HRM community. JR&IO established and maintains a web site, providing convenient access to delivered requirements, products, and other important information such as upcoming event dates and analysis activities. To facilitate and manage its outreach activities, JR&IO also developed a customized database application to capture and track stakeholder demographic information and outreach activity details. The tool is used to maintain a historical record of client sponsored outreach events and stakeholders that attend, and to evaluate and improve the effectiveness of outreach efforts.

Originality

To support business modernization, OUSD (P&R) and the JR&IO transform HRM strategy, processes, and technology, which supports DoD's ability to attract, retain, and motivate a high quality and diverse DoD workforce. To support this effort, JR&IO reengineers and improves business processes to better support the warfighter and our Service members, supports the development and delivery of fewer, more integrated systems, reduces business operation costs, and supports better-informed decision making.

For decades, DoD has operated in a manner where each individual Service separately provided for the capabilities required to meet mission requirements. JR&IO's mission and supporting goals and objectives are designed to implement an enterprise perspective on human resources management. The work performed by JR&IO is technically challenging and complex. The concerted scope of this effort and significant impact on a community of millions makes the JR&IO transformational mission truly unique. Key components of JR&IO's unique approach and capabilities include:

- Strategy/Business Process Reengineering. JR&IO leads efforts to foster innovative and adaptive

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information technology concepts for stakeholder organizations. JR&IO also ensures processes and practices are conducive to transformational goals and future operating concepts. JR&IO ensures that all reengineering is done to maximize the use of COTS products and to minimize modifications whenever feasible.

- Enterprise Architecture. JR&IO develops the foundation for managing business architecture to evaluate all future IT investments across HRM. JR&IO has a complete understanding of the processes, activities, data, and capabilities required to create a blueprint for future technology migration and transition efforts. Our compliance process ensures a detailed assessment of business investments aligned against the architecture.
- Portfolio Management. JR&IO develops and oversees methods and activities to assess current and future investments. JR&IO supports the development of an overarching HRM IT Portfolio Management process to assess technology investments and implement HRM governance decisions.
- Business and Data Standards Management. JR&IO manages requirements of new technology implementation in context of the architecture, strategic goals, and organizational vision. JR&IO develops a comprehensive methodology utilizing industry best practices, support tools, and subject matter expertise to develop and manage functional requirements, reengineer business processes, and implement organizational data.
- Change Management/Strategic Outreach. JR&IO provides strategic outreach and change management efforts to enhance stakeholder awareness and understanding of transformation efforts. JR&IO works across organizational boundaries to foster communication and collaboration within a functional community. JR&IO utilizes a wide variety of techniques to prepare individuals and organizations for change, including supporting fundamental change in behaviors, and engaging organizations to actively champion business changes.

Success

JR&IO's effort to drive, promote and implement HRM transformational efforts will take years to fully implement. Success in this politically charged environment is measured with each incremental achievement. JR&IO's efforts are resulting in solutions that will endure for all DoD employees, including Service members, their families, civilian DoD employees, law enforcement, and DoD military health employees. Successes to date include:

HRM Architecture. JR&IO is developing the processes, activities, data, and capabilities to create the BEA blueprint for future technology migration and transition efforts within HRM. The organization has integrated a set of disjointed architectures into a comprehensive suite of DoD Architecture Framework (DoDAF) Enterprise Architecture products that are fully compliant with and integrated into the BEA. JR&IO's efforts help the HRM community implement and apply the tenets of public law, which require compliance with an Enterprise Architecture as an integral part of decision-making for a program and/or initiative investment.

System Certification. JR&IO implemented the HRM Certification program to assess systems, identify functionality, and determine gaps or redundancy. This approach results in a formal, structured, repeatable process to certify HRM business systems and future investments. This approach ensures that JR&IO meets congressional mandate for the USD (P&R) certification for those business systems with development or modernization costs in excess of \$1 million. The



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Director, JR&IO, chairs the HRM IRB and the JR&IO certification team provides direct support to the USD (P&R) as the Certifying Authority for HRM systems. This process minimizes expenditures on redundant systems.

Personnel and Pay Transformation. To support business transformation, JR&IO is at the forefront to realize a fully-integrated personnel and pay system for all Services and their Active, Reserve, and National Guard components. This ERP solution is designed and is currently in the final development phase. DIMHRS (Pers/Pay) will implement many changes that will bring enduring benefits to Service members and their families. JR&IO defined reference-based processes, identified opportunities to develop common processes and data, and documented requirements for all Services and Components by facilitating workshops with Service members and representatives. JR&IO has delivered more than 20,000 pers/pay functional requirements and conducted over 200 events and PeopleSoft demonstrations reaching a wide range of stakeholders including civilian and military staff and executives. Because these requirements are well documented, integrated, and fully traceable, they will be easy to maintain in an ever-changing environment.

These efforts will ensure the integration of personnel and pay and that Service members are paid on time, every time; provide a single record of service for each member and integration across the Active Components, Reserve Components, and National Guard; support commanders in joint operations, allowing them to assign Service members to the right place as quickly as possible; track temporary duty assignments increasing the accuracy of special pays owed to Service members; ensure the accuracy and timeliness of unit and Service reporting; facilitate cross Service human resources customer service; and provide a self-service capability allowing Service members to view/update their personnel data and request specific actions.

Military Records. JR&IO helped the OUSD (P&R) achieve a major success in 2004 when the DoD and the National Archives and Records Administration (NARA) held a signing ceremony to designate Official Military Personnel Files (OMPF) as permanent records of the United States. Dr. David S. C. Chu, The Under Secretary of Defense for Personnel and Readiness, joined John W. Carlin, U.S. Archivist for the National Archives, in signing the document that authorized archival preservation of OMPFs for over 56 million veterans who have served the country since 1885. With the transfer of the OMPFs to the Archives of the United States, Dr. Chu is ensuring the continuous preservation, security, and availability of vital military personnel information of veterans. This information will assist veterans and their families when claiming benefits and entitlements based on military service. This agreement will also provide a rich source of historical information to the nation and to veterans' descendants. JR&IO was the primary DoD organization that worked with NARA to reach the underlying agreement.

Change and Communications Management. A focused approach to change and communications within the DoD community for HRM related issues was non-existent. JR&IO stood-up a Change Management Division with a blended staff who offered both functional change management expertise and HRM expertise. This division allows for a formalized, systematic method to address the tasks of managing the people and process aspects of change management. JR&IO has provided presentations and awareness training across DoD, reaching all levels of the Department, including the Deputy Secretary of Defense.

Difficulty

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The work performed by JR&IO is politically challenging, technically difficult, and incredibly complex. JR&IO's ability to perform is directly attributed to its approach to the work and blending of deep functional knowledge with technical expertise. By truly bringing the best to bear for their stakeholder's biggest problems, JR&IO has instituted a trusting relationship with a strategically critical DoD community.

One of the greatest obstacles that JR&IO faces on a daily basis is the resistance to change. DoD is a vast entity, comprised of a multitude of functional communities and organizational entities with, in many cases, hundreds of years of tradition and autonomy. While all of DoD is embracing transformation, introducing and implementing real change in this environment has been daunting.

The organizational structure of the DoD enterprise is in itself an obstacle when introducing functional transformation for a community across a vertical hierarchy. This challenge is pervasive across all departments and branches of the Services and DoD. DoD is not structured in a manner to facilitate communication, information sharing and collaboration. These challenges are inherent in the public sector and are currently most visible in the issues facing the Department of Homeland Security (DHS) and the Intelligence community.