

Defense Logistics Agency Instruction



DLAI 6608
Effective December 2, 2011
Modified April 5, 2012
J621

Information Technology (IT) Requirements Analysis

References: Refer to Enclosure 1.

1. PURPOSE.

a. Defense Logistics Agency (DLA) leadership requires a disciplined, streamlined, and Enterprise-oriented approach for the life cycle management of the Agency's IT investments. The purpose of this DLA Instruction (DLAI) is to document the steps involved in translating new functional requirements into Enterprise IT capabilities by conducting a rigorous analysis prior to approval, implementation, and identification as an investment in the IT portfolio. It describes mandatory and discretionary steps, and management controls for analyzing proposed IT investments and requirements. An IT investment includes any system, support service, or infrastructure solution capability funded or sustained by DLA Information Operations (J6). The scope of this Instruction applies to requirements to be satisfied through the delivery of a new capability. These capabilities may be in the form of Commercial Off-the-Shelf (COTS) or Government Off-the-Shelf (GOTS) products regardless of the platform utilized (i.e., mainframe, mid-tier, Web based, etc.). Further, the requirement may be Enterprise or local in nature.

Note: This Instruction is not intended to replace existing J6 system-level requirements management processes that support enhancements or sustainment activities for contemporary or legacy systems (e.g., System Change Requests, and infrastructure requirements). DLAI 6601, Automated Information System (AIS) Life Cycle Management (LCM) Oversight/Guidance Contemporary/Legacy Systems details the life cycle management of existing (contemporary/legacy) systems. DLAI 6703, Life Cycle Management Oversight/Guidance Emerging Systems details the life cycle management of new and emerging systems.

b. It is expected that once a functional proponent creates an IT Capability Request (ITCR) it should take no more than 80 days to conduct the needed analysis, assemble an approval package for the Chief Technical Officer (CTO), and obtain the CTO decision. Timeframes for the expected duration of these core activities within this process (those activities that are consistent among virtually all investments) are included at step 7 of Enclosure 4 of this document. Note that in order to achieve these goals, support is needed from the functional proponent, IT site, and Program Executive Officer (PEO) Plans Policy and Assessments (J621) communities. Any requirement which exceeds these timeframes (whether individually or cumulatively) by 200 percent may be subject to closure.

c. J6 develops and maintains IT investments to support customer requirements. In order to maximize the effectiveness of available resources and avoid duplication of capabilities, there must be a defined set of procedures for submitting, selecting, and managing IT requirements. The purpose of this Instruction is to:

(1) Facilitate the submission of IT requirements to obtain timely approval in preparation for the initiation of development and/or implementation efforts.

(2) Define an Enterprise standard process for IT requirements analysis.

(3) Ensure communication and coordination between the customer (the final user of the capability) and J6.

d. To help supplement this instruction and provide additional detail, refer to the [IT Requirements Analysis Abbreviated Standard Operating Procedures](#) located in eWorkplace. It is also intended to serve as an abbreviated process to this instruction (Front Door Process) for capability requests of existing software and executive-directed high priority capabilities.

2. **APPLICABILITY**. This process applies to all DLA Headquarters (HQ) and DLA Primary Level Field Activities (PLFA).

3. **POLICY**.

a. It is DLA policy that J621 facilitate the review of all requests for new or enhanced business capabilities against the DLA Enterprise IT Investment Portfolio to determine whether the request can be satisfied by: a non-material solution; the development of a new IT investment; an enhancement to an existing IT investment; a planned IT capability to be delivered under an ongoing or planned project or program; use of a COTS product that is already in Agency inventory; or purchase of a new COTS product. The requirements analysis process will consist of three phases: 1) requirements definition in which the customer defines their requirement and obtains functional approval; 2) research and analysis, during which alternatives are identified, reviewed for compliance with applicable standards and compared via a business case analysis; and 3) decision and implementation, in which management provides direction and a program is initiated or the solution is implemented as appropriate.

(1) Tracking of IT investments, solutions, and capabilities is conducted through an IT Investment Portfolio tool. The Chief Information Officer (CIO) owns the IT investments documented within the Portfolio tool and the PEO, through J621, manages the portfolio process. The Enterprise IT Portfolio Manager in J621 is responsible for day-to-day management of the IT Investment Portfolio process.

(2) IT requirements must be clearly identified and prioritized, and corporately reviewed and approved through this process.

(3) IT investment decisions must be directly linked to DLA mission and functional goals and outcomes.

(4) IT investments must result in measurable improvements to specific mission-related and administrative processes.

(5) The customer must submit all applicable IT requirements through this process to be vetted and approved prior to implementation.

(6) J6 and its customers will review IT requirements and solutions for Enterprise-wide applicability.

b. It is DLA policy that IT investments must be compliant with the Clinger-Cohen Act and related reform legislation and implementing guidance.

c. In accordance with Department of Defense (DOD) Financial Management Regulation (FMR), Volume 11B, Chapter 58, Capital Assets, it is imperative that expenditure of funds for investments be justified based on sound analytical evaluation to ensure competitive operations are reflected in a structure supporting the best value to the customer. Project funding requests shall be justified and supported by a formal, pre-investment analysis. The scope of analysis shall be tailored depending on dollar value of the project and significance of potential impacts.

4. **RESPONSIBILITIES**. Refer to Enclosure 2

5. **PROCEDURES**. Refer to Enclosure 2. Refer to the [IT Requirements Analysis Abbreviated Standard Operating Procedure](#) for supplemental guidance to this instruction and additional details.

6. **ADDITIONAL INFORMATION**. Refer to Enclosure 3.

7. **EFFECTIVE DATE**. This Instruction is effective immediately.

Director, DLA Strategic Plans and Policy
December 2, 2011

3 Enclosures

Enclosure 1 – References

Enclosure 2 – Responsibilities and Procedures

Enclosure 3 – Additional Information

Enclosure 1
References

1. Public Law 104-106 Clinger-Cohen Act of 1996, http://www.cio.gov/documents/it_management_reform_act_feb_1996.html.
2. Office of Management and Budget (OMB) Circular A-94 "Guidelines and Discount Rates for Benefit-Cost Analysis of Federal Programs" <http://www.whitehouse.gov/omb/circulars/a094/a094.html>.
3. DOD Instruction 5000.02, Operation of the Defense Acquisition System, December 8, 2008, <http://www.dtic.mil/whs/directives/corres/pdf/500002p.pdf>
4. DOD Investment Review Board (IRB) Guidance, https://headquarters.dla.mil/j-6/j-62/j-62a/management_process.asp#IT5.
5. The DOD IT Standards Registry, <https://disronline.csd.disa.mil/a>.
6. Various DLA Instructions relate to this process. All Instructions can be found at: <http://www.dla.mil/dlaps>. Pertinent instructions include:
 - a. DLAI 6703, Life Cycle Management Oversight/Guidance Emerging Systems
 - b. DLAI 6601, Automated Information Systems (AIS) Life Cycle Management (LCM) Oversight/Guidance Contemporary/Legacy Systems
 - c. DLAI 6503, Collaborative Configuration Management Process
 - d. IT Requirements Analysis Abbreviated Standard Operating Procedure
7. DLA IT Solutions Document, <https://eworkplace.dla.mil/sites/org/j6/Shared%20Documents/dla%20IT%20Solutions%20Document.pdf>.
8. Chairman of the Joint Chiefs of Staff Instruction (CJCSI) 3170.01G, Joint Capabilities Integrations and Development Systems, March 1, 2009, http://www.dtic.mil/cjcs_directives/cdata/unlimit/3170_01.pdf.
9. DOD FMR, <http://www.defenselink.mil/comptroller/fmr/>.
10. Section 508 of the Rehabilitation Act, <http://www.section508.gov>. Section 508 mandates that Federal Agencies make their Electronic and Information Technology (E&IT) accessible to people with disabilities. E&IT includes IT and any equipment or interconnected system or subsystem of equipment that is used in the creation, conversion, or duplication of data or

information. It also includes, but is not limited to, telecommunications products, information kiosks and transaction machines, World Wide Web sites, multimedia, and office equipment such as copiers and fax machines.

11. DLA Fiscal Years (FY) 10-17 Strategic Plan:

https://today.dla.mil/Shared%20Documents/DLA_StrategicPlan-print.pdf

12. Per the Federal Acquisition Regulation (FAR) and the Defense Federal Acquisition Regulation Supplement (DFARS), IT requirements analysis must include Market Research (which includes an Analysis of Alternatives, Business Case Analysis (BCA), or Economic Analysis (EA)).

- a. FAR Web site: <http://acquisition.gov/far/loadmainre.html>
- b. DFARS Web site: <http://www.acq.osd.mil/dpap/dars/dfarspgi/current/index.html>
- c. FAR 10.001, Market Research:
<http://acquisition.gov/far/current/html/FARTOCP10.html#wp266706>
- d. FAR 11, Selecting and Developing Requirements Documents:
http://acquisition.gov/far/current/html/Subpart%2011_1.html#wp1086821
- e. DLAD Parts 10 and 11: <http://www.dla.mil/j-3/j-3311/DLAD/DLADrev5.doc>

Enclosure 2 Responsibilities and Procedures

1. Requirements Definition:

a. The first step in the requirements analysis process is for the customer or functional proponent to identify a requirement. A requirement describes a capability gap that, if left unmet, will negatively impact the ability to support the DLA mission. It is the responsibility of the customer or functional proponent to:

(1) Prioritize requirements internal to their organization prior to review by J6.

(2) Conduct an analysis to determine if a non-material Doctrine, Organization, Training, Materiel, Leadership and education, Personnel and Facilities (DOTMLPF) solution can satisfy part of or all of the requirement. This analysis will directly support the development of the status quo alternative in the subsequent BCA. Additional guidance pertaining to this analysis can be found in the CJCSI 3170.01 located at http://www.dtic.mil/cjcs_directives/cdata/unlimit/3170_01.pdf. If a non-material solution is identified to satisfy the entire requirement, then it should be implemented and no further involvement with the IT requirements analysis process will be necessary. If there is no non-material solution or if it satisfies only part of the requirement, then the requirement should be modified to reflect the remaining capability gap and the IT requirements analysis process engaged to identify a solution.

(3) Obtain Functional Approval: Local functional management and functional executive management approvals (GS-15 or designee) of the requirement must be obtained by the customer prior to the submission of an ITCR. For requirements with costs over \$250K, the functional community should also obtain process owner approval. These approvals ensure that the requirement is valid from a local and Enterprise perspective prior to J6 analysis.

b. A template to guide the development of a comprehensive functional requirements document can be found on the J621 Web site at <https://eworkplace.dla.mil/sites/org/j6/j62/PortfolioManagement/Pages/FrontDoor.aspx>.

c. When the requirement has been approved and requisite approvals have been obtained, the customer must open an ITCR by filling out an ITCR Form located at https://eatools.dla.mil/Propose/Portfolios/View.htm?window=form&formName=IT_Capability_Request_Propose&tabName=Description/Justification&itemID=-2&newItemType=1. The IT Investment Portfolio tool located at <https://eatools.dla.mil/ProSight> can also be used. User support for the Portfolio tool and this process is available by contacting itportfolio@dlamail. To establish a user account for the Portfolio tool, complete the access request at <https://eworkplace.dla.mil/sites/org/j6/j62/PortfolioManagement/Lists/J62A%20Enterprise%20Architecture%20Access%20Request/NewForm.aspx>. Once access to the tool has been obtained, the completion of the ITCR can be facilitated via the DLA IT Investment Portfolio: User's Guide at <https://eworkplace.dla.mil/sites/org/j6/j62/PortfolioManagement/Pages/FrontDoor.aspx>.

When initiating the ITCR, the customer will need to, at a minimum, completely fill out the Description tab. The other tabs will be completed as information is gathered.

d. After a functionally supported ITCR is submitted by the customer, J621 will review the ITCR and assume the role of the Office of Primary Responsibility (OPR) for vetting the requirement through the process. The OPR (J621) will work closely with a functional representative and a point of contact from the J6 activity most closely associated with the technical implementation of the requirement. The functional representative should have knowledge of the capability gap at issue. The J6 technical representative should have an understanding of the technical environment in which the investment would be implemented, and may be drawn from J6 Headquarters organizations, program management teams or the IT sites. Both representatives should have a general knowledge of the requirements analysis process and the DLA funding/budget processes. DLA funding/budget processes are maintained by DLA Finance, information on this office is located at <https://eworkplace.dla.mil/sites/org/J8/Pages/default.aspx>. The OPR Review Group (Electronic Information Access Counsel (EIAC), J62, and J64) will support the requirement through the IT Requirements Analysis process and, if approved, implementation.

2. Research and Analysis:

a. The OPR Review Group will perform the required analysis research. The purpose of this research is twofold:

(1) Alternative Identification: The initial steps include research to identify alternative solutions by reviewing the IT portfolio, IT solutions document, and leveraging outside sources such as technical magazines, vendor Web sites, and research assets such as Burton Group.

(2) Alternative Compliance: Once alternatives have been identified, a subsequent series of research steps are performed to ensure that they comply with applicable standards identified in the OPR checklist. These include, but are not exclusive to, Section 508, Information Assurance and Configuration Control Board reviews. This research is detailed in the OPR checklist which is included as a tab on the ITCR and is posted on the J621 Web site at <https://eworkplace.dla.mil/sites/org/j6/j62/PortfolioManagement/Pages/FrontDoor.aspx>. When each segment of the OPR checklist is completed, it is so noted on the ITCR OPR research tab in the IT investment tool and any pertinent documentation is added to the upload tab. The "IT Requirements Analysis Abbreviated Standard Operating" procedure in enclosure 3 and the OPR will assist with the completion of the OPR checklist.

b. At this stage of the process, all investment candidates have a requirement to develop a BCA. This analysis is essential in determining a recommended alternative which balances capability, risk, and cost when considering new IT investments or significant changes to existing investments. BCAs are analytical tools that enable the methodical identification and comparison of the costs, benefits, risks, and impacts, among other factors, when considering a change to the status quo. BCA templates and examples are available at: <https://eworkplace.dla.mil/sites/org/j6/j62/PortfolioManagement/Pages/FrontDoor.aspx>. A BCA I, formerly known as Rough Order of Magnitude (ROM) BCA, outlines and compares the status

quo method of business with three alternatives. This type of BCA uses the best data available at the time of the document's development. The BCA I uses the same format and contains the same type of information as the BCA II and BCA III, but in much less detail. The BCA I template is used when the estimated life cycle cost of the investment will not exceed \$250K. The BCA I template is located at <https://eworkplace.dla.mil/sites/org/j6/j62/PortfolioManagement/Pages/FrontDoor.aspx>

(1) If the estimated cost of the investment is between \$250K and \$1M, the customer will develop a BCA II. A BCA II is a detailed comparison of the expected costs, benefits, impacts, and risks that would result from implementing alternative IT investments. The BCA II must address at least three viable alternatives as well as the status quo. If fewer than three alternatives are examined, then a justification explaining why, must be included in the document. The comparison includes a cost benefit or cost effectiveness analysis of the alternatives and compares them in a methodical manner. The analysis considers the long-term and short-term impacts, both quantitative and qualitative, and risks to the whole organization or business area. The BCA II considers the broad implications of implementing each alternative, including local and Enterprise implications as well as immediate and future costs and savings. The BCA II template is located at <https://eworkplace.dla.mil/sites/org/j6/j62/PortfolioManagement/Pages/FrontDoor.aspx> .

(2) If the estimated cost of the investment exceeds \$1M, the customer will develop a BCA III. The BCA III must address at least three viable alternatives, as well as the status quo. Because of the high dollar value associated with the BCA III, it is much more detailed, rigorous, and quantified than the BCA II and must follow OMB and DOD guidance. The BCA III requires an analysis of the impact on DLA as a whole, as well as the quantitative and qualitative ramifications of the alternatives described within the investment. The BCA considers the broad implications of the implementation of each alternative, including local and global implications, as well as immediate and future costs and savings. The BCA III template is located at <https://eworkplace.dla.mil/sites/org/j6/j62/PortfolioManagement/Pages/FrontDoor.aspx> .

c. Once the BCA has been completed by the customer and a recommendation has been identified, it is uploaded to the ITCR and the funding tab is completed. Then a recommendation package is assembled by the customer or functional proponent and submitted to J621 at itportfolio@dlamail.mil. The recommendation package includes the completed BCA, a completed IT OPR Research Checklist, a link to the ITCR, and an IT recommendation overview slide. The IT recommendation slide provides a brief summary of the functional capabilities required, the alternatives compared, cost for each alternative, functional management approvals received to date, and satisfaction of the alternatives against the customer's schedule and functional requirements. The slide also details any offsets which can be used to fund part or all of the investment costs. The customer must concur with this recommendation package. A template and example IT recommendation slide is posted on the J621 Web site at <https://eworkplace.dla.mil/sites/org/j6/j62/PortfolioManagement/Pages/default.aspx>. When it is determined that the recommendation package is ready for CTO review, J621 will schedule a review of the package with the CTO.

3. Decision and Implementation: The CTO will review the ITCR and recommendation package, and make a decision to approve, disapprove, or amend the recommendation. The CTO will also provide direction regarding a funding strategy. The CTO may delegate ITCR approval authority.

a. If the recommendation is disapproved by the CTO, but is still deemed a valid requirement, the OPR will notify the functional proponent to return to the requirements identification step and proceed back through the process to resubmit the requirement and recommend an alternative solution to the CTO. The CTO must approve the resubmission and continued analysis of the requirement. If the customer decides not to pursue additional research and resubmit the requirement within 30 days, J621 will close the ITCR and the process ends.

b. If the CTO disapproves the ITCR and determines that it is not a valid requirement, J621 will notify the customer, close the ITCR, and the process will end.

c. If the ITCR is approved by the CTO, and funding is to be provided either via a customer provided offset or J6 financial resources, the IT requirement will have been considered to have transitioned to an investment, and OPR (J621) and functional proponent must:

(1) Coordinate with Financial IT and Investment Operations (J86) to finalize funding actions to include the addition of new budget lines and transfer of funds between budget lines as necessary.

(2) Coordinate with J64 to update the solutions document.

(3) J621 will modify the ITCR to record approved status, identify the appropriate portfolio and sub-portfolio to hold the investment and finally open an investment record for the requirement. Guidance for completing this action can be found in the DLA IT Investment Portfolio: User's Guide at <https://eworkplace.dla.mil/sites/org/j6/j62/PortfolioManagement/Pages/FrontDoor.aspx> .

(4) Coordinate with J8, J621, J61/Information Assurance Managers, J64, and the project/program manager to complete the Investment Scoring Criteria Process (ISCP) scoring. The ISCP is a dynamic process that uses automated methods and standards that give measurable business values for IT investments. The ISCP ensures IT investments are aligned with DLA's strategic goals and objectives and that the Agency IT portfolio supports the DLA mission. Business values enable the Agency to perform portfolio management practices such as trade-off analysis and prioritization for all IT requirements and investments. ISCP guidance is available at <https://eworkplace.dla.mil/sites/org/j6/j62/PortfolioManagement/Pages/FrontDoor.aspx> .

(5) Coordinate with J621 to determine the appropriate portfolio to house the investment. For investments meeting the appropriate thresholds, J621 will coordinate with the appropriate parties to obtain PEO determination of Acquisition Category (ACAT) status.

(6) Notify J86 funding point of contact (POC); Information Operations IT Strategy, Policy, and Licensing, Enterprise Licensing (J654) POC; DLA Records Management Office POC; Information Operations Integrated Data Environment Program POC; Information

Operations Enterprise Architecture POC; and the Information Operations Information Assurance POC of the approved request.

4. The CTO will direct the OPR team to enter the J8-led Program Budget Review (PBR) process for funding. Current-year requirements must be vetted through the mid-year review process to obtain funding. Out-year requirements may be required to be vetted through the Sales and Operations Planning (S&OP) process. The S&OP process includes reviews of funding alternatives and results in funding recommendations that are briefed to DLA Senior Leaders and Director through the Agency's PBR process. DLA-approved requirements are included in the Agency's final PBR submission that is forwarded to the Office of Secretary of Defense for final approval.

a. If the S&OP/mid-year process results in the identification of funding for the investment, the OPR team shall proceed to step 3.a.(3)(a) above and complete the appropriate steps culminating in implementation.

b. If the result of the PBR/mid-year process does not result in the identification of funding, the requirement may be deferred, closed, or it may return to the initial "Identify requirement..." step at 1a. The OPR team maintains the responsibility to keep the investment record in the DLA IT Investment Portfolio tool current, complete, and consistent throughout its life cycle.

Enclosure 3
Additional Information

1. All investments must be maintained in the IT Investment Portfolio tool by the OPR team or designee.
2. The J6 OPR shall notify J621 if reporting for the DOD Information Technology Portfolio Repository (DITPR) is required. DITPR guidance is located at:
<https://eworkplace.dla.mil/sites/org/j6/j62/PortfolioManagement/Pages/FrontDoor.aspx>
3. J621 shall coordinate with the J6 OPR if compliance with and reporting in the DOD Enterprise Transition Plan (ETP) is required. The ETP is available at:
<https://eworkplace.dla.mil/sites/org/j6/j62/PortfolioManagement/Pages/default.aspx>
4. J621 will coordinate with the J6 OPR if funding meets thresholds for DOD IRB certification, as described in the DOD IRB guidance document.
5. The inputs of this process are:
 - a. Identification of prioritized functional requirements to mitigate mission deficiencies. Functional requirements for technology may include new software/hardware or upgrades/updates to existing software/hardware, technical advancements or breakthroughs, new or revised legislative, regulatory, or command guidance or direction that impacts the Agency.
 - b. Functional sponsorship and approval of clearly defined IT requirements.
 - c. The IT requirement is documented in the form of an ITCR, which serves as an abbreviated form of an Initial Capabilities Document (ICD). The ICD replaced the Mission Needs Statement, per CJCSI 3170.01G, dated March 1, 2009. The ITCR documents the requirement for a materiel or non-materiel solution, or a solution that is a combination of materiel and non-materiel, to satisfy specific capability gap(s). It defines the capability gap(s) in terms of the functional area, desired effects, time and DOTMLPF, and policy implications and constraints. This process summarizes the results of the DOTMLPF analysis and the recommended approaches (materiel and non-materiel) that will deliver the required solution.
 - d. Mission and strategic value score of ITCR determined by the ISCP
 - e. J6 OPR team assignment
 - f. OPR research results
 - g. BCA documentation
 - h. IT Investment Portfolio assignment for solution
 - i. Approved investment funding, if available

6. The outputs of this process are:
 - a. Efficient and effective IT investments that fulfill Agency functional requirements
 - b. Updates to the IT Solutions Document
 - c. Approved emerging development and modernization efforts
 - d. Documented cost and benefit analysis to support Agency IT requirements
 - e. Business value scores for IT portfolio investments determined by the ISCP

7. Expected timeframes for the completion of core process steps are as follows:

Instruction Reference	Core Activity	Expected Duration (Business Days)	Process Owner
1.d.	J621 assignment of the OPR Team	5	J621
2.a.(1)	Conduct OPR Research: Alternative Identification	15	OPR/Customer
2.a.(2)	Conduct OPR Research: Alternative Compliance	15	OPR/Customer
2.b.	Develop Appropriate BCA	30	Customer
2.c.	Prepare CTO Package	5	OPR / Customer
2.d.	Schedule CTO Review	5	J621
3.a.	CTO provides Decision	5	CTO
Total		80	

8. Requirements Analysis Flow Chart:

