

# Appendix B

## Organization, Metrics, and Funding

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### INTRODUCTION

Performance measurement, funding levels, and the organization supporting the JTAV initiative are aspects of program management that particularly affect strategic plans. The organizational elements involved in a project and their relationships affect the strategies through roles and responsibilities. Financial resources serve as restraints that impact not only the implementation of a strategy, but also the selection of strategies. Finally, to determine if the strategies are successful, a means of measuring progress is needed.

### ORGANIZATION

The method in which an effort is organized is critical to its success or failure. JTAV is organized to provide centralized direction and support while allowing field units as much discretion in execution as possible.

#### JTAV Council

An effective JTAV program requires continued oversight and management to maintain constancy of purpose and achieve a fully integrated effort. The DUSD(L), through the JTAV executive agent, continues as the focal point for all JTAV activities and issues that require policy and guidance. The JTAV council provides a forum for senior defense leaders to discuss JTAV issues and approve recommendations that affect the DoD logistics community. The council provides broad program guidance, oversees programs as they are executed, allocates resources, and reviews JTAV implementation progress. Chaired by the DUSD(L), the council consists of the Deputy Chief of Staff (DCS) for Logistics (or equivalent) of each military service; Director, DLA; Director, DISA; Director for Personnel and Manpower (J-1) and Director for Logistics (J-4), The Joint Staff; and Deputy CINC, USTRANSCOM. The council should meet at least every 6 months.

#### Executive Agent and JTAV Office

The scope of the JTAV effort requires daily oversight. The JTAV Office was established to provide that oversight for the JTAV Executive Agent (EA).<sup>1</sup> The

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<sup>1</sup> The Department of the Army DCS for Logistics was the JTAV EA until 1 June 1998 when EA responsibility transferred to the Defense Logistics Agency.

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EA is also responsible for providing guidance and administrative support to the JTAV Office. The JTAV Office has the following recurring responsibilities:

- ◆ Monitor execution of this plan to include periodic reviews of progress
- ◆ Advise the JTAV Council on the status of the plan's implementation
- ◆ Program and budget for JTAV activities
- ◆ Identify and recommend JTAV priorities and provide major milestones for approval by the JTAV Council
- ◆ Facilitate the development, implementation, and integration of JTAV initiatives by DoD components, other federal agencies, commercial carriers, and vendors
- ◆ Promote integration of existing AISs and identify improvements in standard systems to share and exchange information
- ◆ Refine functional requirements and monitor the ability of logistics AISs to satisfy them.

The JTAV Office may solicit technical and functional assistance on a priority basis from DoD components. Every DoD component should designate a point of contact for coordinating JTAV activities and providing feedback to the JTAV Office. In addition, the Director, JTAV Office, has the authority to obtain technical and functional analysis from federally funded research and development centers as well as private-sector organizations. Additionally, the JTAV Office may form ad hoc working groups involving DoD component representatives.

## In-Process Reviews

The JTAV Office will conduct in-process reviews (IPRs) regularly. The reviews will be held quarterly or more frequently as determined by the JTAV Director. IPRs will include all members of the JTAV Office as well as all contractors supporting the JTAV effort. The JTAV Director may require separate IPRs with some contractors, but these IPRs will not replace the large IPRs. The IPRs will include the following topics:

- ◆ *High-level review of the project.* The review will include strategic changes, changes to future deliverables, or long-range issues that impact the program. The purpose is to establish the context for the future detailed briefings.
- ◆ *Deliverables due since the previous IPR.* Each contractor will provide a brief summary of the deliverable, problems encountered, and lessons learned.

- ◆ *Deliverables due in 3 months.* Each contractor will provide a briefing on deliverable contents, progress to date, problems encountered, and projected completion date.
- ◆ *Deliverables due later than 3 months.* Each contractor will provide a briefing on progress and projected completion date.

## JTAV Customers

Every organization and individual that participates in the JTAV initiative is considered a JTAV customer. Generally JTAV customers can be divided into data users and data providers. A customer can be both a data user and provider, depending on the function the customer is performing. In the JTAV concept, data users and providers have certain responsibilities. Data users are responsible for reviewing requirements, providing feedback, and budgeting for valid JTAV expenses. Data providers are responsible for ensuring the data are as accurate and current as possible and providing feedback.

## Other Organizations

Some organizations outside the JTAV Office who are neither data users nor data providers are critical to JTAV's success. These organizations usually provide a service that enables the JTAV capability to perform its mission successfully.

### DEFENSE INFORMATION SYSTEMS AGENCY

DISA's role is critical to JTAV success. The JTAV concept is predicated on the ability to share data over long distances. As the DoD agency responsible for long-haul communications DISA has the primary responsibility for ensuring that data lines are sufficiently robust to handle the volume of data generated by JTAV. Additionally, DISA is also responsible for resolving security issues revolving around the transfer of data. These security issues include access control and protection through the COE, and the movement of unclassified data from a classified to unclassified environment.

### AUTOMATIC INFORMATION TECHNOLOGY PROGRAM OFFICE

The first step in an asset visibility effort is to collect the data that need to be seen. Normally, the data are entered manually into a database. This method is not only very time consuming but is also susceptible to mistakes in data entry. AIT enables data collection and facilitates data aggregation, and transmission to AISs. The AIT Program Office provides the critical first step in achieving asset visibility, the automated capture of the data.

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## METRICS

Metrics are a standard of measurement. Metrics help organizations develop mission goals and objectives, quantify problems, evaluate alternatives, allocate resources, track progress, and learn from experience. Congress requires government executives to provide specific mission and program results. Program authorizations, resource decisions, and oversight requirements are increasingly determined by how well agencies meet expectations and improve performance.

The *DoD Strategic Logistics Plan* identifies capabilities to be measured and metrics for the implementation of JTAV.<sup>2</sup> The metrics, although adequate to measure JTAV implementation, do not address JTAV performance. Most information technology efforts are designed to support a business process (e.g., requisitioning, requirements determination, warehousing). JTAV, on the other hand, does not own a business processes, but is a tool to be used by many communities to improve their processes. Consequently, JTAV depends on the functional and business communities to use JTAV to improve their processes. As a result, only in very few cases is JTAV directly responsible for a measurable benefit. On the other hand, JTAV can cause a functional or business change that results in a measurable benefit. Reviewers of JTAV performance and performance measurement need to recognize that fact. As a result, JTAV has the following two types of performance measures:

- ◆ *Measures of how well JTAV provides access to data.* The measures consist of timeliness and accuracy of data as well as data elements provided. Because these measures are the essence of what JTAV is designed to do, they are referred to as core JTAV performance measures.
- ◆ *Measures of how well JTAV is used to improve processes to increase readiness and sustainment to the warfighters while reducing costs and the logistics footprint.* One of JTAV's primary purposes is to facilitate the "capability to act upon that information to improve the overall performance of DoD's logistics practices."<sup>3</sup> Consequently, many of these measures are the same as those in the *DoD Logistics Strategic Plan*. As these metrics often rely on other offices and systems, they are referred to as extended JTAV performance measures.

The core performance measures will rely on automated means to collect and measure data. The data should be primarily quantitative to measure technical performance. The extended performance measures may rely on automated means

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<sup>2</sup> U.S. Department of Defense, Deputy Under Secretary of Defense (Logistics), *DoD Logistics Strategic Plan*, 1998 edition.

<sup>3</sup> U.S. Department of Defense, Deputy Under Secretary of Defense (Logistics), *Defense Total Asset Visibility Implementation Plan*, November 1995, p. iii.

of data collection but will be more dependent on cooperative reporting and may be more qualitative in terms of data collection.

Although performance measures may be useful in evaluating performance, they may not be valid for a cost-benefit analysis for two reasons. First, linking the measures directly to tangible JTAV-related benefits is difficult and inexact. Second, JTAV capabilities alone provide marginal benefit; the visibility needs to be used in a functional or operational process to provide cost savings and operational benefits.

The JTAV Office will develop a performance management plan that addresses both types of JTAV performance measures. The plan will use as a framework the performance measurement model of the General Accounting Office (GAO). The GAO states that “there is not one ‘best’ approach to information technology performance management. How [information technology] performance management is designed, implemented, and sustained ... depends upon a multitude of contextual factors.”<sup>4</sup> Accordingly, the GAO model will be modified to suit JTAV needs and requirements. The model uses the following phased approach:

- ◆ *Use an information technology results chain.* Build and enforce a disciplined flow from goals and objectives to measures of individual accountability. Define goals, objectives, and measures; use a diversity of measure types; and develop an assessment as to how information technology outcomes affect operational customer and enterprise requirements. Match customer goals to unit objectives to strategic direction.
- ◆ *Follow a balanced scorecard approach.* Use an information technology goal, objective, and measurement approach that translates organizational strategy into a view of operational and strategic measures. Four generic goal areas include meeting the strategic needs of the enterprise, meeting the needs of operational customers, addressing internal information technology performance, and addressing information technology innovation and learning.
- ◆ *Target measures, results, and accountability at appropriate levels of the decision-making process.* Match measures and performance results to decision-making tiers. The tiers include executives, senior to mid-level managers, and low-level managers.
- ◆ *Build a data collection and analysis capability.* Emphasize benchmarking, baselining, and the collection and analysis of performance information to minimize the administrative burden on users. Periodically review performance measures for appropriateness.

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<sup>4</sup> U.S. General Accounting Office, *Measuring Performance and Demonstrating Results of Information Technology Investments*, September 1997, p. 9.

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- ◆ *Improve performance of information technology business processes.* Map information technology business processes to enterprise and operational customer goals to determine the processes that require improvement.

Performance is defined by requirements, and requirements are determined by users and linked to their business areas. The plan will also take into consideration other data-sharing initiatives, such as GCSS and the COP. Accordingly, the JTAV performance measurement plan will be evolutionary in nature and will be developed and coordinated with CINCs, services, agencies, and other users.

## PROGRAM FUNDING

The DoD components, JTAV executive agent, and JTAV Office have program funding responsibilities. The DoD components have the responsibility to fund their visibility systems. Funding of legacy system modernization is also the responsibility of the components. They are responsible for design, development, deployment, and sustainment costs of applications, infrastructure, and data conversions of these systems.

The JTAV EA has the funding responsibility for developing corporate JTAV systems. The EA has programming and budgeting responsibilities and conducts reviews to identify collaborative efforts and common resource opportunities. The EA prepares inputs to the program objective memorandum (POM) and budget for approved joint visibility systems. DoD components will be responsible for the infrastructure costs at their activities. The JTAV Office is developing funding support through the POM process. Several funding issues remain to be resolved. These issues will be resolved after consultation with appropriate CINCs, services, agencies, and other users.

The JTAV Office provides on-site contractors to perform system administration, database administration, and help desk functions. The JTAV Office and the contractor support team are responsible for all JTAV system maintenance during the initial JTAV fielding. Costs associated with operational fielding of JTAV beyond an initial fielding to a CINC is the responsibility of the CINC. Contractor personnel can assist in operational fieldings on a cost-reimbursement basis. The “to be” architecture should reduce the requirement for on-site contractor personnel. The JTAV Office will resolve that issue only after full consultation with the CINCs, services, agencies, and other users.

## SUMMARY

The DUSD(L) is the focal point for all JTAV activities and issues that require policy and guidance and chairs the JTAV Council consisting of the major JTAV stakeholders. The council, chaired by the DUSD(L), consists of the DCS for Logistics (or equivalent) of each military service; Director, DLA; Director, DISA;

Director for Personnel and Manpower (J-1) and Director for Logistics (J-4), The Joint Staff; and Deputy CINC, USTRANSCOM. The council provides a forum for senior defense leaders to provide broad JTAV program guidance. The JTAV Office provides daily oversight for the JTAV executive agent.

