FBI
Federal Bureau of Investigation

Office of the Chief Information Officer
Office of IT Policy & Planning

Kenneth Boyd

Enterprise Business Architect

FBI
Federal Bureau of Investigation

Bureau Process Reengineering

at the FBI

Brainstorm Conference

September 20, 2006

Objectives

- **What is BPR at the FBI**

- **Why BPR at the FBI**

- **The BPR Initiative**

- **Business Process Management Office (BPMO)**

- **Past and Present BPR activities**

- **Challenges & Opportunities**

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What Is BPR at the FBI ?

Bureau
Process
Reengineering

BPR Defined

Bureau Process Reengineering (BPR) at the FBI is a systematic approach that critically examines, rethinks and redesigns business processes and organizational structures to maximize process efficiency and effectiveness.

Successful BPR activities advance the mission of the Bureau towards becoming a world class law enforcement and intelligence agency.

Why BPR at the FBI ?

September 11, 2001

Headlines

Database Project Has Cost Nearly $170 Million

By Jonathan Krim
Washington Post Staff Writer
Friday, January 14, 2005; Page A05

The FBI said yesterday that a nearly $170 million computer system intended to help agents share data about terrorist threats and other criminal cases is seriously deficient and will be largely abandoned before it is launched.

The computer systems was known as Virtual Case File, also known as VCF.

More Headlines

**Report: FBI wasted millions on 'Virtual Case File'
Mueller says he'll decide on software within two months**

From Terry Frieden
CNN Washington Bureau
Thursday, February 3, 2005

WASHINGTON (CNN) -- FBI Director Robert Mueller promised a Senate panel late Thursday that he will decide within two months whether to scrap special computer software for FBI agents after a report sharply criticized the program.

BPR – External Drivers

- 9/11 and Weapons of Mass Destruction (WMD) Commissions
- Political debate regarding creation of a domestic counterterrorism agency (e.g., *MI-5 agency model)*
- National Intelligence Reform and Terrorism Prevention Act
- President's Management Agenda
- Office of Management and Budget (OMB) Scorecard Metrics
- Federal Information Security Management Act
- Information Sharing Exchange (ISE) initiative *(imperative for information sharing and collaboration with law enforcement and intelligence partners)*
- Clinger-Cohen Act of 1996
- OMB Circular A-130
- Oversight, oversight and yet more oversight *(e.g., GAO, DOJ OIG, NAPA, Congressional committees, papers, magazines, and public opinion)*

BPR – Internal Drivers

- New, expanded counterterrorism mission for the FBI
- Evolution from a post-crime investigative posture to a pre-crime prevention posture
- Increased need for information sharing
- Hopelessly obsolete legacy systems
- Business processes that directly support the mission of the Bureau
- Bureau-wide recognition of inefficient, low-value, resource-intensive business processes
- Current Divisional initiatives for process improvement and system integration *(e.g., Lab, CJIS, SecD, DI)*
- Vision for an IT capability second-to-none, providing the very best in secure services and support to field offices for carrying out FBI mission
- SENTINEL (the Bureau's next generation case management system) must succeed; project needs business transformation inputs

The BPR Initiative
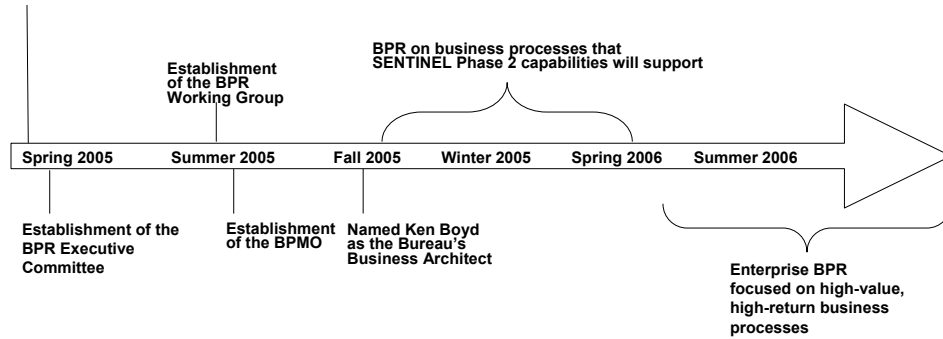

Director's Remarks to Congress

*"The new expectations facing the FBI in terms of its mission and priorities made it clear that the FBI must not only rethink its organizational structure, but also its basic business practices and processes." ***

* Testimony before the House Appropriations Committee, June 18, 2003

The BPR Initiative

Director Mueller named the Deputy Chief Information Office, Robert Garrity, as the BPR Executive responsible for the BPR Initiative

Establishment of the BPR Working Group

BPR on business processes that SENTINEL Phase 2 capabilities will support

| Spring 2005 | Summer 2005 | Fall 2005 | Winter 2005 | Spring 2006 | Summer 2006 |

Establishment of the BPR Executive Committee

Establishment of the BPMO

Named Ken Boyd as the Bureau's Business Architect

Enterprise BPR focused on high-value, high-return business processes

The Business Process Management Office

Who We Are

- **The Business Process Management Office (BPMO) initiates, coordinates & oversees BPR activities at the FBI.**
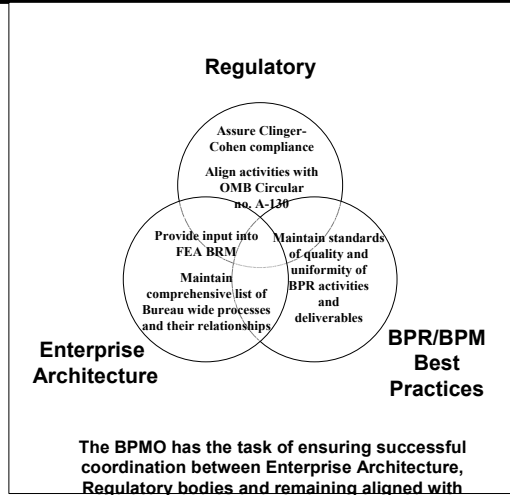 - The BPMO operates under the guidance of the Deputy Chief Information Officer
- **Mission:**
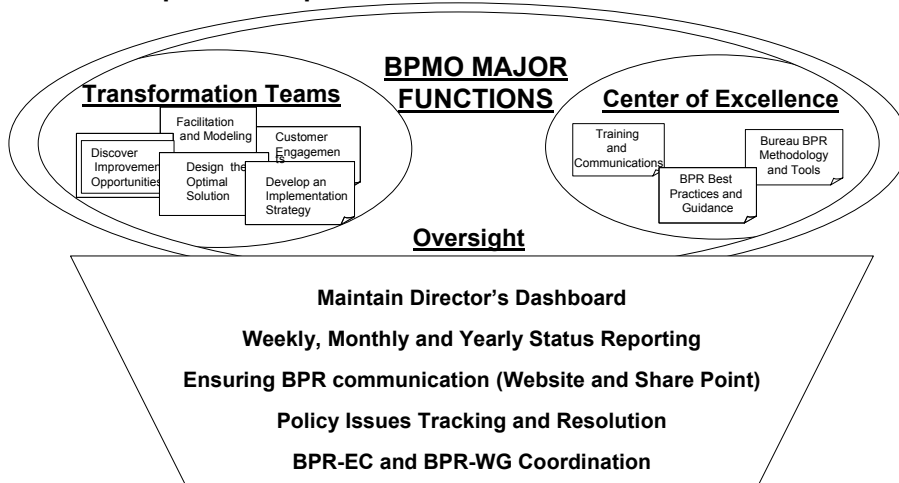 - To optimize process and improve performance
- **Goals:**
  - Improve investigations and intelligence analysis processes
  - Improve data sharing
  - Align Information Systems and Technology Standards with the business
  - Focused on proactive activities
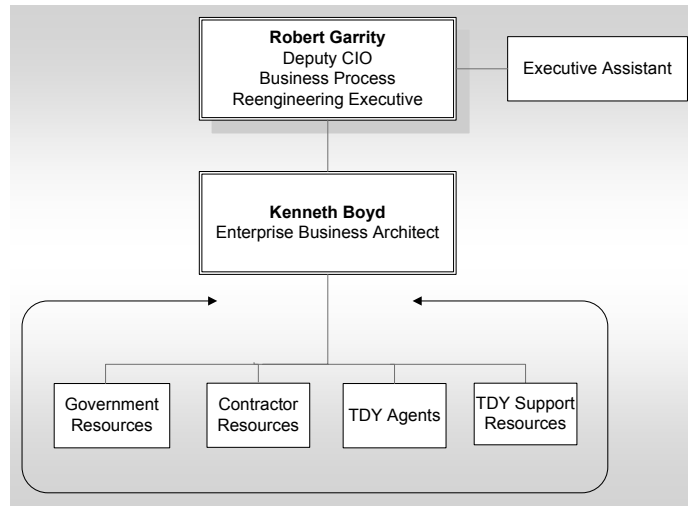 - Culturally transform the workplace

Regulatory

Assure Clinger-Cohen compliance

Align activities with OMB Circular no. A-130

Provide input into FEA BRM

Maintain comprehensive list of Bureau wide processes and their relationships

Maintain standards of quality and uniformity of BPR activities and deliverables

Enterprise Architecture

BPR/BPM Best Practices

The BPMO has the task of ensuring successful coordination between Enterprise Architecture, Regulatory bodies and remaining aligned with best practices, among other duties.

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What We Do

- **The BPMO is responsible for supporting the sustainable model for continuous process improvement at the FBI.**

BPMO MAJOR FUNCTIONS

Transformation Teams

Facilitation and Modeling

Customer Engagement

Discover Improvement Opportunities

Design the Optimal Solution

Develop an Implementation Strategy

Center of Excellence

Training and Communications

Bureau BPR Methodology and Tools

BPR Best Practices and Guidance

Oversight

Maintain Director's Dashboard

Weekly, Monthly and Yearly Status Reporting

Ensuring BPR communication (Website and Share Point)

Policy Issues Tracking and Resolution

BPR-EC and BPR-WG Coordination

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BPMO Structure

- **Robert Garrity** — Deputy CIO, Business Process Reengineering Executive
- Executive Assistant
- **Kenneth Boyd** — Enterprise Business Architect
  - Government Resources
  - Contractor Resources
  - TDY Agents
  - TDY Support Resources

BPMO Toolbox

Bureau's Business Process Portfolio (BBPP)
The BBPP is the repository of business processes and related information. This repository is used to document process ownership and prioritize processes for transformation. Currently, the Business Architect has captured a total of 329 processes.

Business Process Modeling Notation (BPMN)
BPMN is the standard modeling language used by the BPMO.
Advantages of BPMN are:
1. Easily understood by business users (basic set of core elements utilized).
2. Can model complex business processes (by showing activities accomplished by individual roles—"Who does what").
3. Because of its strong mathematical foundation, can be mapped directly to business execution languages such as Business Process Execution Language for Web Services (BPEL4WS).
Essentially, our diagrams help system implementers develop corresponding system functions.

System Architect (SA)
SA is an Enterprise Architecture tool that models business processes, information, systems and technology, also provides linkages to OMB's Federal Enterprise Architecture Framework (FEAF). Currently, 144 processes are modeled within the SA repository, to include 275 ('As-Is' and 'To-Be') Business Processes Diagrams (BPD's) and associated metadata.

BPMO Toolbox cont.

The Business Process Modeling "Toolbox" con.

Bizflow
Offers a fully integrated solution that supports the complete, roundtrip process management and improvement lifecycle using robust, best of breed applications. It allows you to define, automate, manage, analyze and improve your critical business processes. Supports both human based and system based processes across the BPM lifecycle, including the design, automation, and management of multiple processes across an organization.
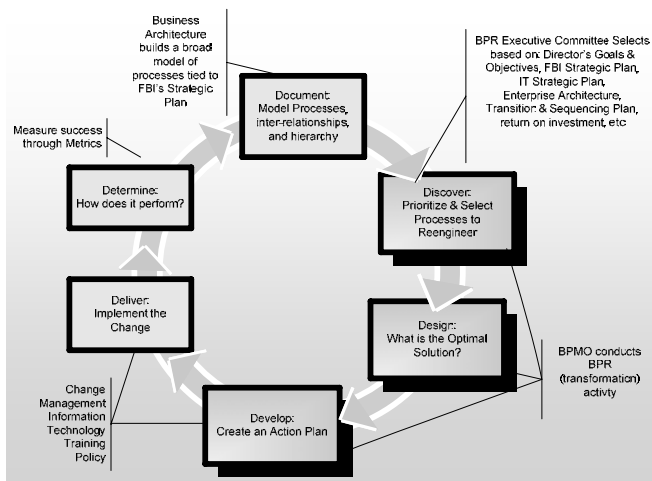
Metastorm
Offers single solution for all process domains: document, human, decision, and services centric processes. Presents information to end users in a web-based area that provides at-a-glance access to pending work and reports through the Internet, network, existing portals, and mobile devices. Provides personalized views for all executives, managers, end users, analysts, IT, and other departments, vendors and customers.

BPMO Methodology

- **BPR Lifecycle**

Business Architecture builds a broad model of processes tied to FBI's Strategic Plan

Measure success through Metrics

Document: Model Processes, inter-relationships, and hierarchy

BPR Executive Committee Selects based on: Director's Goals & Objectives, FBI Strategic Plan, IT Strategic Plan, Enterprise Architecture, Transition & Sequencing Plan, return on investment, etc

Determine: How does it perform?

Discover: Prioritize & Select Processes to Reengineer

Deliver: Implement the Change

Design: What is the Optimal Solution?

BPMO conducts BPR (transformation) activty

Change Management Information Technology Training Policy

Develop: Create an Action Plan

What We Do

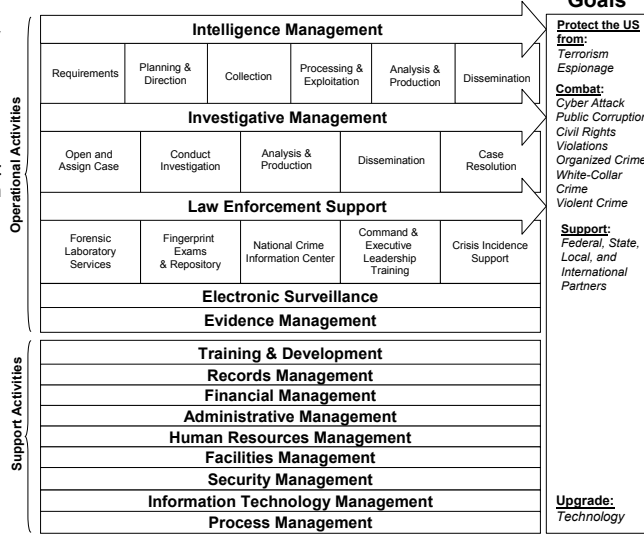| PHASES	OBJECTIVES	OUTCOMES
I. Discovery **Where are the Improvement Opportunities?**	▪ Review existing documentation ▪ Validate client specific best practices ▪ Create initial hypothesis of opportunity areas ▪ Define/document the current business processes ▪ Establish baseline processing metrics ▪ Identify bottlenecks	▪ Current process flows and metrics ▪ Current organizational issues ▪ Identification of "Quick Hit" Projects

II. Design
What is the Optimal Solution?
	▪ Prepare to collaboratively develop the "To-Be" environment
	▪ Design the integrated way of doing business
	  ✓Conduct process design sessions with SME's
	  ✓Conduct organizational design sessions with executives to validate design components
	▪ Identify new "Quick Hits"
		• Future operating environment
		• New roles and responsibilities
		• Expected performance measures and benchmarks
		•Additional "Quick Hit" Projects

III. Develop **Create an Action Plan: Which Way Forward?**	• Define the integrated implementation strategy • Identify the implementation projects • Develop the cost/benefit Analysis • Continue implementing quick hit improvement opportunities	• Implementation Action Plan • Project Plan • Change Management Plan

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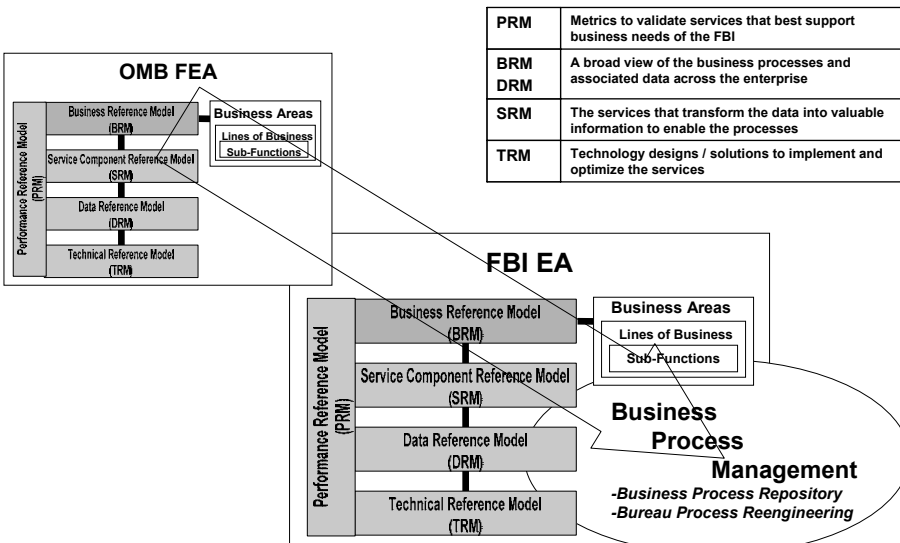# BPR Entity Relationship Diagram

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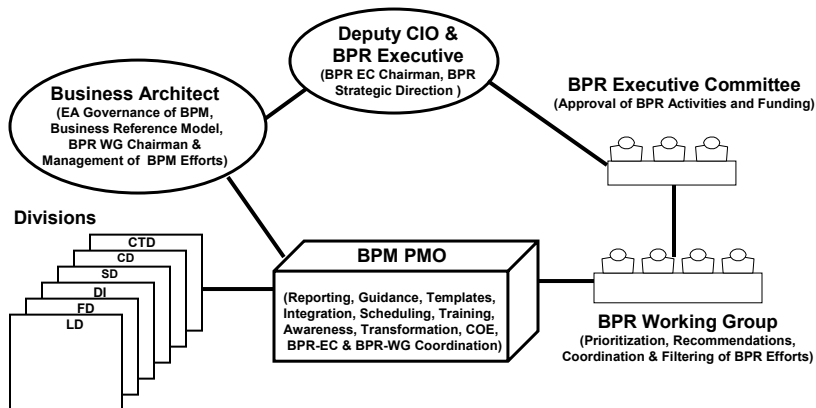
FBI Value Chain

- **Identifies both the FBI's mission & support primary business activities**

- **The Value Chain's activities directly link to the business processes that enable the FBI to meet the goals and objectives in support of the mission**

- **The Value Chain provides the structure for the FBI's BPR Initiative to identify and prioritize its business processes for transformation**
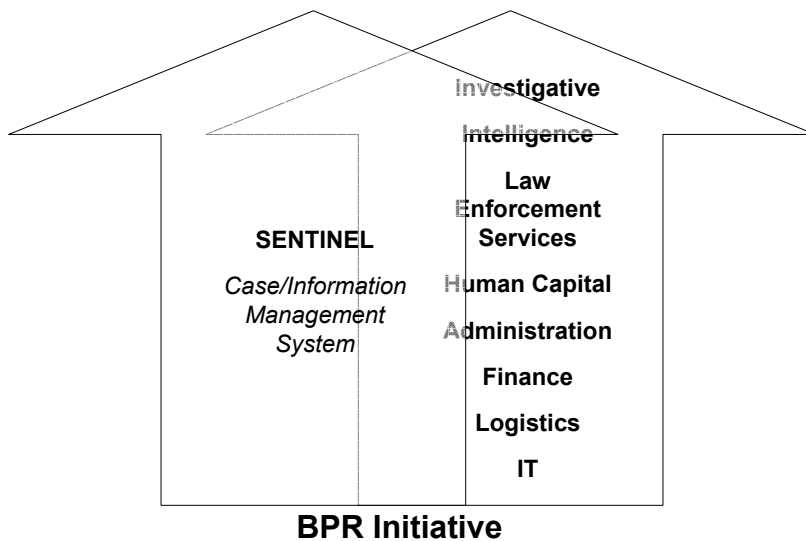
Goals

Operational Activities

Intelligence Management

| Requirements | Planning & Direction | Collection | Processing & Exploitation | Analysis & Production | Dissemination |

Investigative Management

| Open and Assign Case | Conduct Investigation | Analysis & Production | Dissemination | Case Resolution |

Law Enforcement Support

| Forensic Laboratory Services | Fingerprint Exams & Repository | National Crime Information Center | Command & Executive Leadership Training | Crisis Incidence Support |

Electronic Surveillance

Evidence Management

Support Activities

Training & Development

Records Management

Financial Management

Administrative Management

Human Resources Management

Facilities Management

Security Management

Information Technology Management

Process Management

Goals

Protect the US from:
Terrorism
Espionage

Combat:
Cyber Attack
Public Corruption
Civil Rights Violations
Organized Crime
White-Collar Crime
Violent Crime

Support:
Federal, State, Local, and International Partners

Upgrade:
Technology

Mapping Framework to Process

OMB FEA

Performance Reference Model (PRM)
- Business Reference Model (BRM)
- Service Component Reference Model (SRM)
- Data Reference Model (DRM)
- Technical Reference Model (TRM)

Business Areas
- Lines of Business
- Sub-Functions

FBI EA

Performance Reference Model (PRM)
- Business Reference Model (BRM)
- Service Component Reference Model (SRM)
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Business Areas
- Lines of Business
- Sub-Functions

Business Process Management
-Business Process Repository
-Bureau Process Reengineering

PRM	Metrics to validate services that best support business needs of the FBI
BRM DRM	A broad view of the business processes and associated data across the enterprise
SRM	The services that transform the data into valuable information to enable the processes
TRM	Technology designs / solutions to implement and optimize the services

Past and Present BPR Activities

BPR Initiative - Dual Focus

Investigative

Intelligence

Law
Enforcement
Services

SENTINEL

Human Capital

*Case/Information
Management
System*

Administration

Finance

Logistics

IT

BPR Initiative

*BPR activity focused exclusively on business processes
that SENTINEL Phase II capabilities will support*

System will subsume and/or interface with many of the Bureau's legacy systems

Thirteen Process Teams modeled and reengineered processes for the following areas:

- **1-Investigative Process and Sub-processes**

- **2-Intelligence Process and Sub-processes**

- **3-Records Management Process and Sub-processes**

- **4-Systems Security and Systems Administration Processes**

- Modeled ('As-Is') and transformed ('To-Be') 115 processes in 9 months

- Discovered many processes were dictated by policies; currently in the process of changing both internal and external policies to optimize the efficiency and effectiveness of 'To-Be' processes

  - Some policies are derived from Executive Order, Attorney General Guidelines, Regulations, etc., which constricts ability to change the policy or the processes.

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Where We Are Going

We have many BPR activities in work and on the horizon that will enable us to continue to improve processes and be a positive force for change at the Bureau

- **HRD (Human Resources Division)**
  - Improving employee services
  - (i.e., Student Loan Repayment Process, Transfer Agent On-boarding Process, Health Services Process)

- **OPA (Office of Public Affairs)**
  - Re-engineering internal employee communications

- **Statistical Accomplishments**
  - Overhauling performance and accomplishment metrics

- **Policy Management Process**
  - Developing a standardized process for proposing, de-conflicting, and disseminating new and existing Bureau policy

- **IPAC (Inter-agency Payment and Collection)**
  - Facilitating the introduction of workflow to eliminate errors caused by manual processing of invoices generated by the IPAC process

- **Evidence Tracking (Laboratory Division)**
  - Automating the initiation, tracking and analysis of evidence processed by the FBI's Laboratory

- **BPR Issues Tracking and Resolution**
  - Coordinating the resolution of issues that arise during the course of reengineering activities

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Challenges and Opportunities

Challenges and Opportunities

Opportunities

- Approximately 479 "stovepiped" legacy systems supporting operations today
- Reputation of FBI's IT capability of being "Yesterday's Technology Tomorrow"
- Broadening of FBI mission to include intelligence activities and information sharing
- Countless number of cumbersome manual processes

Despite overwhelming evidence as to why we need better processes, there are still organizational challenges we must overcome…

Challenges

- Cynicism regarding previous failures, e.g., Virtual Case File
- Mistrust of IT security, e.g., Robert Hanssen
- Mounting stress and lowering morale for evolving changes in the post 9/11 FBI, e.g., changing mission, changing skill sets, changing employee demographics
- Diversity of the enterprise:
  - 32 Headquarter Divisions/Offices and 56 Field Office Divisions
  - Hybrid of Agent, Analyst, Support and Contractor resources
- Innate, human resistance to change
- Funding to support the mission and transformation activities

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Organizational Acceptance Strategy

**We have implemented an organizational acceptance strategy
to help facilitate the move from resistance to acceptance**

- Weekly reporting to the Director

- Integrated Process Teams composed of field and headquarters "subject matter experts" who worked on BPR projects within their areas of expertise

- BPR Information/Communications to Headquarters and the Field Offices

- Intranet and SharePoint sites with BPR status, goals & objectives

- Presentations to Executive Management, as well as Advisory Groups and Oversight organizations

- Presentations at "All Hands" meetings

- Division/Office representation on the BPR Executive Committee and BPR Working Group

**Without buy-in, dramatic improvements would be
an accident, and culture cannot be changed**

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