6 Trust Business Way Forward

6.1 Introduction

There are many challenges ahead for the Department in its pursuit of Trust Reform and modernization. Integrated, coordinated change will need to touch all areas of the Indian Trust, including strategic planning, people and organization alignment, beneficiary communication, technology and data, and work processes. During this major transformation effort both cross-process change as well as detailed, process-specific reengineering will be required. DOI will need to go well beyond incrementally revising the existing eight core Trust processes. It should redefine its core processes consistent with the Service Delivery Model described in DOI's *Comprehensive Trust Management Plan*, and then develop new process flows and interactions that will be conducted with improved inter-related areas, such as the universal support functions. The change effort will have to be a massive, DOI-wide transformation encompassing all aspects of the Trust.

In any organization, implementing major change is not an easy undertaking and is usually met with varying degrees of resistance. Due to the Department's long history, the decentralized nature of the current trust management processes, and the lack of integrated systems and standardized processes, the implementation of the changes necessary to achieve Trust reform will have a tremendous impact on the working culture of the Department. The organizations and people associated with the Indian Trust will need to learn new ways of doing business, most significantly in their approach to providing service to beneficiaries. In planning the *Way Forward,* management and integration of change will be a critical element to address.

6.1.1 Purpose

The As-Is Model presented in this document establishes a comprehensive understanding of how Trust operations are currently conducted. With the completion of this modeling and analysis effort, DOI can begin to plan for the To-Be Trust Business Model (hereafter referred to as the To-Be), where real innovation and change should result. The purpose of this chapter is to discuss next steps, or, the "Way Forward".

DOI continues to develop the *Comprehensive Trust Management Plan* to guide the Department's trust modernization efforts and respond to the Cobell litigation. The focus of this chapter is to provide some specific, tactical recommendations on how to manage and implement such a large change plan. From EDS' experience working with DOI and other business transformation initiatives, the key elements of a successful project will be to:

a) Build the right team for developing and implementing the To-Be, to include DOI executive sponsorship and Indian Trust beneficiary participation
b) Engage Tribal representatives
c) Execute a focused internal and external communication program
d) Conduct a planned approach to managing change
e) Put into place robust project management techniques
f) Build an integrated plan for Trust-wide transformation
g) Launch a series of Quick Hits to achieve near-term improvements and build momentum
h) Secure adequate funding and resources

These topics will be addressed in the pages that follow.

6.1.2 What is the To-Be and Why is it Needed?

The To-Be is the new integrated design for Trust management within DOI. As discussed previously, the To-Be should not only encompass reengineered and new Trust business processes, but also include coordinated improvements in supporting systems, organizations, training, and personnel requirements, combined with an internal and external communication plan. Attaining the real change needed for the To-Be will not happen quickly and will require participation and buy-in from many people.

The need for the To-Be is clear, as evidenced through the findings presented in Chapter 5. In general, the To-Be is required in order to:

a) Increase satisfaction of individual and Tribal beneficiaries
b) Precisely track and distribute trust assets
c) Better position DOI to meet its fiduciary responsibilities
d) Respond to court rulings

Furthermore, the To-Be will need to address:

a) The inconsistency of processes, systems and data used across regions and agencies
b) The inability to adequately monitor and measure the performance of trust processes

6.1.3 Relationship to the *DOI Trust Reform Report and Roadmap*

In the January 2002 EDS report, *DOI Trust Reform Report and Roadmap*, a framework for Trust reform was presented. The As-Is Model was one of the proposed first steps in the roadmap, and the To-Be development phase represents one of the next critical steps. For the purposes of linking the previous EDS study to this As-Is Model, the Trust Reform Framework and corresponding steps are presented in **Table 6.1-1** and **Figure 6.1-1** that follow. Added to the framework steps are example accomplishments; however, the table is not an all-inclusive list of progress made over the past year.

Table 6.1- 1 Example Trust Reform Accomplishments and Planned Activities

Trust Reform Framework Process Steps	Descriptions	Example Accomplishments and Planned Activities
Establish Trust Management Framework	This step establishes the roles, responsibilities and organizations that are necessary to manage and oversee Trust Management. Trust leaders assume their fiduciary and legal responsibilities. The Executive Sponsor is appointed and, with collaboration of the Trust Board, will become intimately familiar with Tribal needs. The Trust Program Management Center (TPMC) is established to provide program management support.	After consultations with the Tribal Task Force on Trust organization, on December 4, 2002 the Department announced a revised organizational approach intended to establish clear accountability for fiduciary responsibilities and meet other short and long-term objectives.
Develop Trust Business Strategy	Based on their fiduciary responsibility and understanding of Tribes and individual needs, Trust leaders develop business objectives and strategies to direct and align enterprise improvement activity. Methods to measure and monitor business performance are established. Specific processes are targeted to achieve improvement goals.	OITT developed the first draft of the *Comprehensive Trust Management Plan* in June 2002, outlining a Trust mission, strategic goals and objectives for the management of the Trust. Specific performance measures for the goals and objectives will also be developed. In addition, the Department developed an action plan that was used as input to the court-required plan of January 6, 2003.
Improve Trust Performance	This step acts on the process improvement mandates set in the previous step. Process Owners are appointed to drive the definition of the process, establish process performance measure, assess current process performance and identify improvement opportunities. The assessments evaluate all of the components of the Enterprise Architecture: process design, Technology & Data and Organization & People.	As part of this As-Is Model study, DOI process sponsors have worked with the EDS team to identify and document eight core business process areas as well as performance measures and metrics. This As-Is report includes improvement recommendations for each of the process areas, cross-process areas, and performance measurement. Recommendations are primarily process-oriented, but also cover some Technology & Data, Organization & People issues.
Align Technology & Data	Process Owners, in their assessments, consider the quality of technology and data in support of process performance.	Through the Data Quality Analysis project, DOI is developing plans to verify and protect fiduciary data. Also as part of the project, DOI is identifying critical data elements, determining owners of the data elements, and establishing a data repository and warehouse.

Trust Reform Framework Process Steps	**Descriptions**	**Example Accomplishments and Planned Activities**
Enhance Resource Effectiveness	Process Owners, in their assessments, consider the effectiveness of the workforce to process performance.	DOI is continuing to: identify trust employees, develop individual development plans, develop FY 2003 staffing plans, and complete workforce plans for FY 2004 – 2008. A recent workforce planning workshop was conducted for Deputy Regional Directors, and other training sessions have been held for regional management teams.
Select Integrated Solution	Process Owners and Trust Leaders will evaluate assessment results that indicate the need to improve performance levels and decide how it can best be accomplished. Internal and external options (buying commercial software, outsourcing) will be considered. Applicable improvement approaches will be determined.	The To-Be development phase will begin following the completion of the As-Is Model. During the To-Be, the results of the As-Is will be assessed, and appropriate solutions for future process improvement will be identified. Implementation of the To-Be will be a multi-year undertaking.

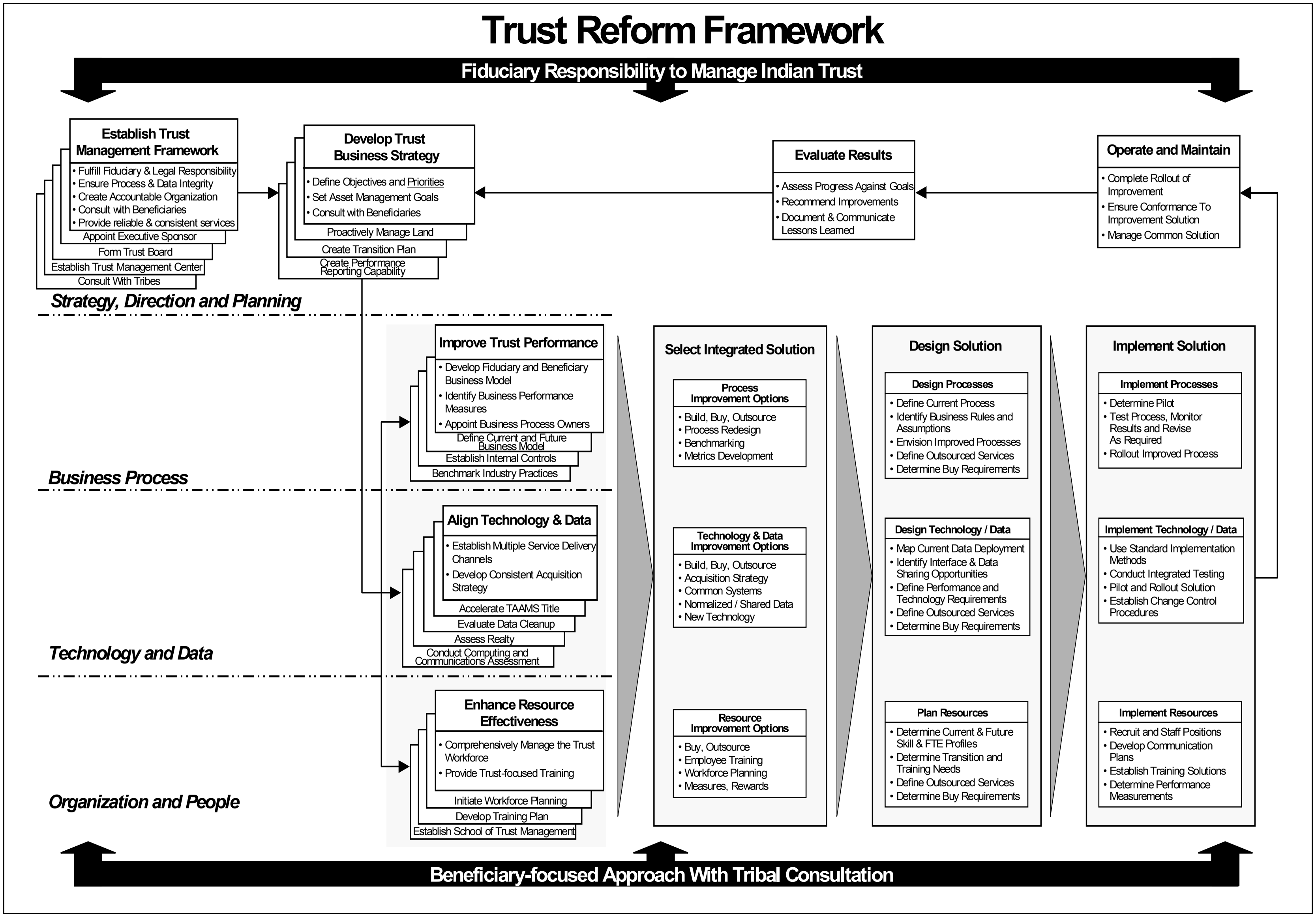

Figure 6.1 - 1 Trust Reform Framework

6.2 Bridge to the Future

This section highlights some key elements to consider in planning for and developing the To-Be, including suggestions for getting started on the To-Be, managing large-scale change, utilizing a project management office, and finally, major steps in designing and implementing the To-Be.

6.2.1 Creating Management Structures and Building Blocks

In the planning and early development of the To-Be, it will be important to emphasize and communicate the urgency of change, to build a "best and brightest" team with the right participants, skills and knowledge, and to secure senior management and Tribal involvement. It will be important to establish a solid framework so the teams can perform their responsibilities efficiently, and have an appropriate mechanism in place that will coordinate the To-Be phase with the other Trust-related initiatives. The activities illustrated in **Figure 6.2-1** should begin immediately following the completion of the As-Is phase. They are described in more detail in the next sections.

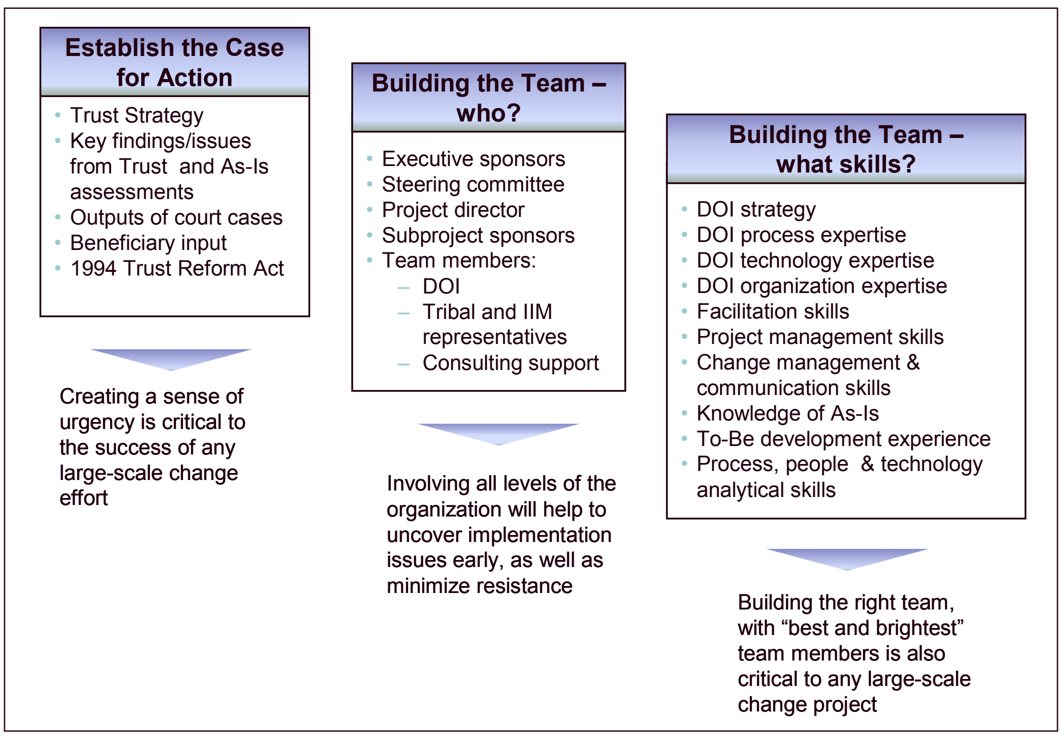

Figure 6.2- 1 Getting Started on the To-Be

6.2.1.1 Establishing the Case for Action and Communicating the Plan

At the onset of any large-scale change project, it is important to explain and communicate to the organization and external parties what is driving change and why it is required. Creating a sense of urgency will help mobilize people to become involved and support the program of change. For the most part, this sense of urgency has already been communicated to those involved with the Indian Trust. The Secretary has established Trust reform as a high priority and is committed to implementing major change and addressing problems within the management of the Trust. The Department has completed several studies and various projects are underway, all with the end goal of significant reform. While the urgency for change is evident, it will be important to keep the momentum going through regular briefings and other communications. Therefore, a communications plan should be developed which identifies milestones for accomplishment, specific audiences, messages and what means/media will be used to deliver the intended messages.

6.2.1.2 Building the Team

Building the right team is another critical element to any large-scale change project. Participation from all levels of DOI involved with Indian Trust functions and processes will help to uncover implementation issues early, as well as minimize future resistance. Executive sponsors must be visible, and remain active throughout the To-Be. DOI leaders from multiple organizations and bureaus should be involved and held responsible for tasks associated with the development and implementation of the To-Be. Team members will need to be communicators, with the ability and authority to resolve issues and promote ideas to their organizations. In addition, the To-Be phase will require dedicated team members; i.e., staff who are relieved of regular responsibilities for a period of time. The Department has made an important first step in building the team by identifying process sponsors for the functional areas studied in the As-Is phase. These sponsors have gained valuable knowledge through their participation in the extensive field interviews and assembly of information that was part of the As-Is Model development.

Table 6.2- 1 presents additional recommendations for building the To-Be team, including whom to involve, what roles should be established, and what skills and knowledge are required. Specialized training in reengineering analytics, approach and implementation may be required for the team members.

Participants Should Include…	Roles Should Include…	Knowledge/Skills Should Include…
• DOI leadership • DOI process sponsors and other DOI personnel who have been significantly involved in the As-Is, and who can champion each of the process areas • IIM and Tribal representatives • Other Indian Trust interested parties, such as representatives from BIA, MMS, BLM, OHA, OST/OTFM • 3rd party reengineering/ transformation expertise	• Executive sponsors • Cross agency steering committee • Subproject sponsors • Subject matter/process experts	• Knowledge of DOI strategy and the *Comprehensive Trust Management Plan* • Familiarity with Indian Trust As-Is Model and the core Trust processes • Knowledge of DOI's technology infrastructure and systems • Understanding of DOI's organizational structure • Project management skills • To-Be development experience • Change management and communication skills • Facilitation skills • Process, people, and technology analytical skills

Table 6.2- 1 Building the To-Be Team

6.2.1.3 Securing DOI Senior Management and Tribal Involvement

The changes inherent in Trust Reform must be accepted and adopted by all parties involved with Trust management, including individual and Tribal beneficiaries as well as governmental departments, agencies and bureaus. In order to gain the required acceptance, DOI senior management, including leaders from BIA, OST and Tribes must fully support and participate in direction-setting for the To-Be project and the subsequent implementation of the changes identified. This will ensure the To-Be Business Model reflects the objectives of all interested parties and the unique Trust characteristics imposed by federal and local statutes, treaties and Tribal needs.

6.2.2 Management of Change

Many business process reengineering and technology implementation projects fail to achieve their stated goals due to a failure to address the human aspect of organizational change. Top performing organizations recognize that change must be comprehensive and integrated, and, must focus on the people-related issues associated with managing the change program, mobilizing leadership, and creating the case for change.

As discussed previously, people, organizations, and culture at DOI will present some of the toughest hurdles in implementing Trust Reform. The challenge of getting people to accept changes in their roles and organizational alignments, and learn new or revised policies and procedures, will require a planned approach for breaking down resistance and barriers. In developing and implementing the To-Be, a change management/outreach plan, addressing the following four issues will help to bring about real, sustainable reform.

a) **Resistance**. To alleviate fears and minimize resistance, the To-Be team should include team members who currently work with each of the Trust processes and will probably be involved in implementing the results. Such key players can help create commitment and eliminate barriers to the reengineering effort.

b) **Communication**. Acceptance of significant change can be enhanced if everyone involved understands the need for the change, what is expected of him or her during and after the change and why their participation in the change process is so valuable. Thus, simple and concise communication of the project rationale is necessary both internally and externally. Communication includes involving Tribal representatives and DOI staff members, listening to and clarifying concerns, reporting progress, explaining the purpose of the changes, and creating motivation and confidence. Importantly, expected benefits of the To-Be should be communicated to all interested parties to explain "what's in it for me."

c) **Buy-in**. After the need for change has been communicated, the team needs to generate buy-in from the Beneficiaries as well as DOI staff. Although change can be mandated in an organization, it is most effective when all interested parties believe in the effort. Additionally, when people are not involved in the creation and implementation of new processes and technologies, the resulting resistance to change can cripple the most carefully thought-out implementation. Conversely, when people are involved in planning and implementing change, they deliberately work to support its success. In other words, people support what they help to create.

d) **Commitment**. Commitment to the change means that adequate resources are dedicated to the effort, and the needed education and training are provided for individuals who will be associated with the new environment.

The design and execution of specific activities that address the issues identified above can be coordinated and managed through the To-Be Project Management Office described in the following section.

6.2.3 The Project Management Office (PMO)

Development of the To-Be will be an exciting, yet complex undertaking for the Department. It will require significant coordination, collaboration, and communication among many participants, Tribal representatives, process areas, subject matter experts, leaders, and sponsors. Effective project planning and management will be critical to achieve the desired outcomes of this phase. The past organizational issues and decentralized nature of efforts to improve have hindered meaningful, widespread progress.

A critical element for managing the complex changes that will be launched will be creation of a Project Management Office, with associated personnel capabilities and technology tools that can highlight dependencies and linkages among many different initiatives. This Office should report to the senior leader who is championing the Trust To-Be phase and operate under the auspices of the Trust Program Management Center (TPMC) described in the EDS *DOI Trust Reform: TAAMS/BIA Data Cleanup Recommendations Report* dated October 31, 2001. (See **Table 6.1-1** "Establish Trust Management Framework" process step for a description of the TPMC). As stated in that report:

> "Consistent project management practices and artifacts need to be adopted by all reform-related sub-projects and initiatives. All sub-projects need to adopt consistent methods and artifacts for managing schedules, resources, risks, communications and other project management disciplines. These practices and artifacts will be developed and consolidated by the TPMC."

The PMO concept recommends a set of management tasks to be performed during the life of the project by a team of dedicated resources. A PMO charter should be developed that describes project metrics, progress reporting requirements, review processes and meetings, issue resolution processes and the monitoring tools and IT support that the project will need to be successful. When established, the To-Be PMO will be responsible for overall To-Be planning, as well as the coordination of the reengineering efforts of the many interconnecting projects to be initiated. The PMO also ensures the appropriate communication channels and actions are established and fulfilled.

The PMO should be responsible for managing the project team's interactions and coordinates the activities of different groups to make certain they perform effectively together. In directing the endeavor, the PMO should employ methodologies and tools that have proven to be successful in similar large-scale endeavors. A strong project management methodology is built on sound planning, control and monitoring functions comprised of the following disciplines:

a) Integration Management
b) Scope Management
c) Time Management
d) Cost Management

e) Quality Management
f) Human Resource Management
g) Communications Management
h) Risk Management
i) Procurement Management

6.2.3.1 Integration Management

Integration management includes the activities required to ensure the various elements of the transformation are properly coordinated. It involves making trade-offs among the competing objectives and alternatives in order to meet or exceed needs and expectations. The key functions are:

a) Plan development – taking the results of other planning processes and putting them into a consistent, coherent document.
b) Plan execution – carrying out the project plan by performing the activities included therein.
c) Project change control – coordinating change to the project plan across the entire organization.

6.2.3.2 Scope Management

Scope management includes the activities required to ensure that the project includes all the work efforts required and only the work required to complete the project successfully. The following are the key functions involved in scope management:

a) Initiation – committing the organization to begin the next phase of the project.
b) Scope planning – developing a written scope statement as the basis for future project decisions.
c) Scope definition – subdividing the major project deliverables into smaller, more manageable components.
d) Scope verification – formalizing acceptance of the project scope.
e) Scope change control – controlling the changes to project scope.

6.2.3.3 Time Management

Time management includes the activities required to ensure timely completion of the project, and is comprised of the following:

a) Activity definition – identifying the specific activities that must be performed to produce the various project deliverables.
b) Activity sequencing – identifying and documenting interactivity dependencies.
c) Activity estimating – estimating amount of effort which will be needed to complete individual activities.
d) Schedule development – analyzing activity sequences, activity durations, and resource requirements to create the project schedule.
e) Schedule control – controlling changes to the project schedule.

6.2.3.4 Cost Management

Cost management includes the activities required to ensure that the project is completed within the approved budget and is primarily concerned with the cost of the resources needed to complete project activities. The following are the key functions that make up this discipline:

a) Resource planning – determining what resources (people, equipment, and materials) and what quantities of each should be used to perform project activities.

b) Cost estimating – developing an approximation (estimate) of the costs of the resources needed to complete project activities.

c) Cost budgeting – allocating the overall cost estimate to individual work items.

6.2.3.5 Quality Management

Quality management includes the activities required to ensure that the project will satisfy the needs for which it was undertaken. The following are the key functions that make up this discipline:

a) Quality planning – identifying what standards are relevant to the project and determining how to satisfy them.

b) Quality assurance – evaluating overall project performance on a regular basis to provide confidence that the project will satisfy the relevant quality standards.

c) Quality control – monitoring specific project results to determine if they comply with relevant quality standards and identifying ways to eliminate causes of unsatisfactory performance.

One of the key responsibilities of a PMO is to regularly report on the progress made, and resources expended, toward overall project objectives. These reports also typically include estimates of the effort and time remaining to achieve sub-project milestones and objectives. A common means of enabling senior leaders to quickly identify areas requiring executive attention is to develop a dashboard that summarizes the status of individual initiatives and the relationship and dependencies between initiatives and with external organizations. Such a dashboard would enable leaders to identify and address issues before they impact overall progress towards Reform objectives.

6.2.3.6 Human Resource Management

Human resource management includes the activities required to make the most effective use of the people involved with the project. It includes all the project stakeholders – sponsors, clients, individual contributors, and any others that may be included in the project. The major segments that comprise this management function are:

a) Organizational planning – identifying, documenting, and assigning project roles, responsibilities, and reporting relationships.

b) Staff acquisition – getting the human resources needed assigned to and working on the project.

c) Team development – developing individual and group skills to enhance project performance.

6.2.3.7 Communications Management

Communications management includes the activities required to ensure timely and appropriate generation, collection, dissemination, storage, and ultimate disposition of project information. It provides the critical links among people, ideas and information that are necessary for success.

All involved in the project must be prepared to send and receive communications and must understand how the communications they are involved in as individuals affect the project as a whole. The major segments that comprise this management function are:

a) Communications planning – determining the information and communications needs of all interested parties. Who needs the information, when will they need it, and how will it be given to them.
b) Information distribution – making needed information available to everyone involved in the project in a timely manner.
c) Performance reporting – collecting and disseminating performance information. This includes status reporting, progress measurements, and forecasting.
d) Administrative closure – generating, gathering and disseminating information to a formalized phase or project completion.

6.2.3.8 Risk Management

Risk management includes the activities concerned with identifying, analyzing, and responding to project risk. It includes maximizing the results of positive events and minimizing the consequences of adverse events. This function is comprised of the following:

a) Risk identification – determining which risks are likely to affect the project and documenting the characteristics of each.
b) Risk quantification – evaluating risks and risks interactions to assess the range of possible project outcomes.
c) Risk response development - defining enhancement steps for opportunities and responses to threats.
d) Risk response control – responding to changes in risk over the course of the project.

6.2.3.9 Procurement Management

Procurement management includes the activities required to acquire goods and services from outside the organization that are needed to accomplish the task; e.g., hardware, software, office furniture and communications equipment. For simplicity, goods and services, whether one or many, generally are referred to as a product. This management function includes the following:

a) Procurement planning – determining what to procure and when.
b) Solicitation planning – documenting product requirements and identifying potential sources.
c) Source selection – choosing from among potential sellers.
d) Contract administration – managing the relationship with the seller.
e) Contract close-out – completion and settlement of the contract, including resolution of any open item.

6.2.4 Designing and Implementing the To-Be

Designing the To-Be will be the most innovative and creative part of the transformation, while implementation may pose some of the greatest challenges. The diagram below illustrates some of the key steps and activities that should be involved in the design and implementation process. Each of the major headings will be discussed in the pages that follow.

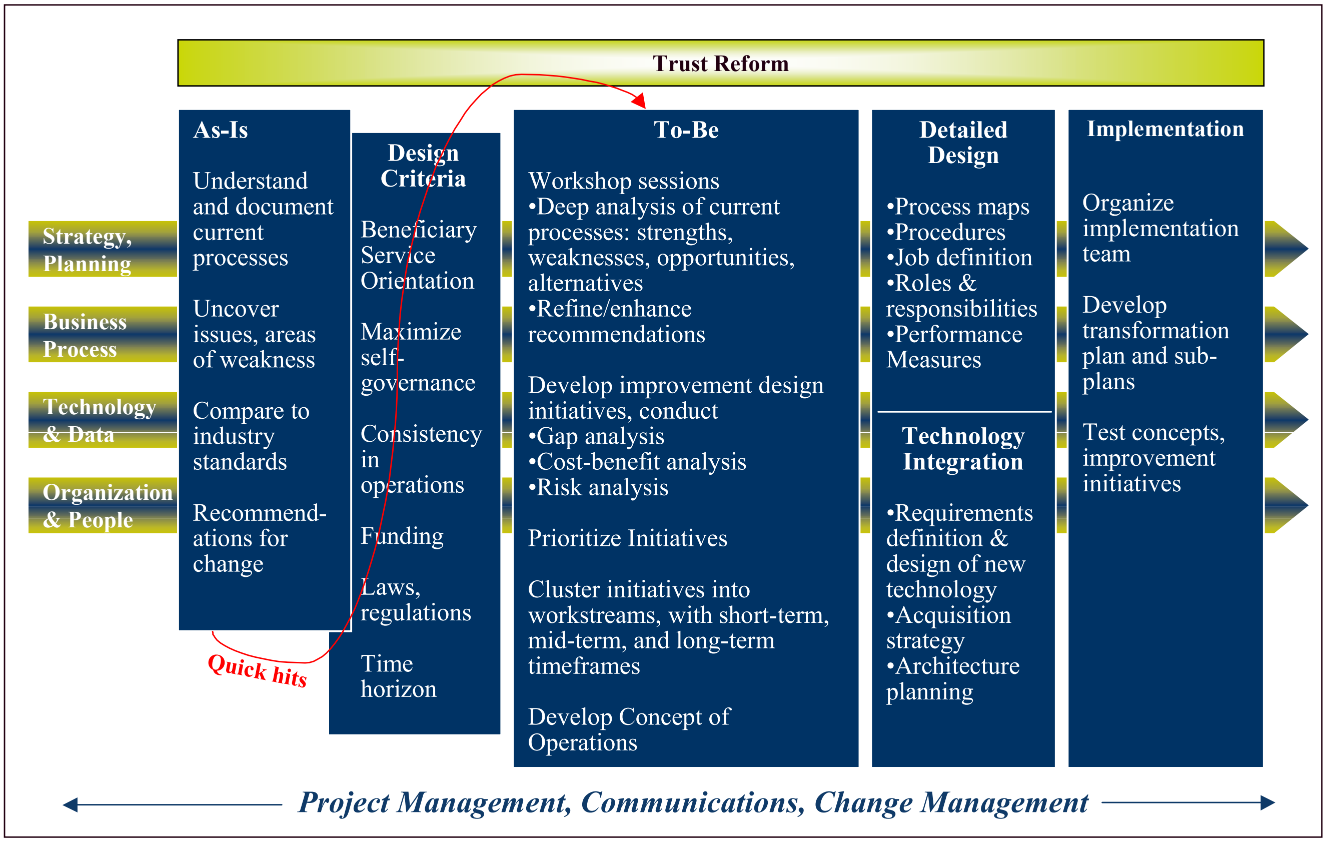

Figure 6.2- 2 Designing and Implementing the To-Be

6.2.4.1 Outcomes of the As-Is

Outcomes of the As-Is can be used to help build the case for change and jumpstart the To-Be. These outcomes are now available to DOI and other interested parties, and include:

a) Current processes documented and understood
b) Variances documented and understood
c) Performance measures and metrics identified
d) Opportunities for improvement identified
e) Industry standards described
f) Initial recommendations for change

Launching Quick Hits

Chapter 5 of this report details findings and offers recommendations for change in each process area, as well as across Trust operations. Some of these recommendations are categorized as "Quick Hits." In order to build momentum for the bigger changes to come, EDS recommends choosing a set of initiatives from these Quick Hits to implement that will be visible, can be completed quickly, and can make a real contribution in the near-term. (An example candidate could be selecting a tracking system for beneficiary inquiries from among the current set of those deployed now in individual locations, and implementing its use nationwide).

Successful implementation of Quick Hits provides some real improvement to operations and begins to build understanding and acceptance of the benefits that will be derived from larger scale changes. Experience with reengineering efforts elsewhere indicates that this is a crucial part of attaining widespread improvement—it gets all involved beyond the "study" stage, into making tangible improvements.

Action steps required to launch the Quick Hits should include:

a) Assess Quick Hit recommendations based on feasibility, time to achieve, business impact, cost and relationship to longer term objectives
b) Refine Quick Hit recommendations and develop a coordinated roll out plan, integrated with the PMO
c) Create a communication plan that includes messages for all interested audiences; emphasizing promotion of success
d) Recruit sites for pilot initiative roll outs
e) Launch Quick Hits within 45 days of team start

6.2.4.2 Design Criteria

Criteria for the To-Be is beginning to evolve. Criteria in this case refers to the anchors around which the To-Be Model should be developed – what must be part of the solution. DOI's recently completed *Comprehensive Trust Management Plan* will provide strategic direction and business objectives that should align with the criteria selected. Before kicking-off the To-Be, as much of the design criteria as possible should be defined, promoted, and agreed to throughout DOI and Indian Country. These criteria most likely will include:

a) Beneficiary focus
b) DOI-wide support of compacting and contracting
c) Consistency in operations, processes, data, and systems
d) Adequate funding
e) Parameters defined by treaties, laws, statutes, court cases
f) Time horizon

6.2.4.3 To-Be Development

Major activities during the development of the To-Be should include:

a) ***A series of workshop sessions***. Facilitated workshop sessions are often the best way to brainstorm solutions and maximize the diverse knowledge and skills of participants. Typically, sessions begin with a large group meeting, breaking up into smaller action teams as the session progresses, and ending with more large group sessions (similar to the workshops conducted at the beginning of the As-Is Model effort). During the workshops, strengths, weaknesses, and initial recommendations for change should be reviewed (outputs from the As-Is Model), with discussions around the feasibility and effectiveness of the recommendations. Alternative and/or additional recommendations should also be developed. The focus of the workshop sessions should include redefinition of core Trust processes consistent with the Service Delivery Model (described below as the CONOPS), at sufficient level of detail to clearly show how business will be conducted, with ties to other elements of the "chevron" (e.g. data, systems and organization), establishment of a high level Trust business process model and improvement of the high level performance measures. The results from the sessions should be agreed upon recommendations and corresponding high-level action plans.

b) ***Analysis of improvement initiatives/recommendations***. Either during or following the sessions, more detailed analysis of the recommendations will be necessary. This will involve a much broader audience. The level of analysis required may vary from one recommendation to the next; however, a gap analysis should be conducted for all recommendations to gain an understanding of the magnitude of change necessary for implementation. Also, especially for recommendations requiring larger investments, an analysis of the costs and benefits of the recommendation may be warranted. Finally, some consideration of the implementation risks should be undertaken.

c) ***Prioritization of initiatives***. As in any organization undergoing large-scale change, time constraints, funding, resources, and threshold for change will limit the number of initiatives that can be implemented during a fiscal year. It will be important to prioritize the initiatives to ensure that the right initiatives are implemented at the right time. In determining the prioritization, the Department will want to consider the criticality of the initiative, the expected impact of the initiative, the ease of implementation, the impact on the Indian trust beneficiaries and finally, the gap between the current and future state.

d) ***Clustering of initiatives into work streams.*** In order to plan the implementation, recommendations should be grouped together into work streams. This simplifies implementation and allows for work stream sponsors, managers, and team members to be designated. Often in large change efforts a project office is put into place to manage and track progress of the work streams, manage funding requirements and expenditures, ensure adequate staffing, and communicate work stream activities and success.

e) ***Development of a Concept of Operations (CONOPS)***. During the To-Be, a CONOPS should be developed and approved prior to implementation planning. The purpose of the CONOPS is to define and discuss at a high level the concepts that will make up the To-Be Model. The CONOPS incorporates the Design Criteria as well as identifies the gaps between the As-Is Model and the goals for the future. In addition, the CONOPS typically details specific initiatives critical to removing process deficiencies and improving existing strengths, such as concepts to improve business processes, speed, productivity, and beneficiary satisfaction. Through the CONOPS, guidance should be provided to staff, functional managers, systems administrators, senior management, and tribal representatives to assist them in understanding the basis of the To-Be Model.

f) ***Review of Universal Support Functions.*** The universal support functions should be reviewed to determine which, if any, might be revised or enhanced and then redeployed in concert with the To-Be Business Model implementation. These support functions include risk assessment, automated system requirements, records, internal controls/fiduciary security, policies and procedures, workforce planning, training and system user technical assistance center requirements.

6.2.4.4 Detailed Design and Technology Integration

Once the change initiatives have been clustered into work streams and the CONOPS has been approved, more detailed design activities can take place. This should include the development of:

a) Detailed process maps and diagrams, to include interface requirements

b) Revised or new policies and procedures
c) Revised or new roles and responsibilities
d) A training plan for new training requirements
e) Performance measures for the new processes

The above design activities should facilitate the implementation of a Trust Management Dashboard, in phases, allowing access to the appropriate performance measures data.

Additionally, the data and technology requirements will need to be identified. This should include:

f) Requirements definition and design of any new systems or technologies
g) Acquisition strategies for new software and/or systems
h) Architecture planning to support the To-Be environment
i) Security requirements
j) System interface requirements

6.2.4.5 Implementation

Implementation of the To-Be Model will not be a simple task and will presumably take place over a number of years. Implementation will require multiple efforts and phases, spanning across many DOI organizational entities. Planning for the implementation should begin early, around the time that the CONOPS is approved. Before the Detailed Design and Technology Integration steps above have been completed, an implementation team should be identified and organized. Preferably, team members and other involved parties responsible for developing the To-Be Model will be part of the implementation team. A project manager should be designated to run the implementation, with many subproject managers responsible for individual work streams. Active and visible participation of the executive sponsors should continue. Also prior to the implementation phase, detailed transformation plans should be developed and communicated. As part of the beginning steps of implementation, it may be prudent to test the concepts on a small segment of DOI before beginning a nationwide deployment. Finally, measures should be put into place that will help to monitor the success of implementation.

6.3 Expected Benefits of the To-Be

Through the development and implementation of the To-Be Model, trust employees who work with beneficiaries on a day-to-day basis should experience a real improvement in how they provide services to the beneficiaries. Beneficiaries should experience an improved and a more responsive level of service, with improved Trust asset financial and land use results. The Department's goal of providing beneficiary-focused services should result with more satisfied, informed beneficiaries.

Other benefits trust employees and staff will experience should include:

a) More efficient, reliable national trust systems from which to store and access trust and beneficiary information
b) An understanding of the Department's goals and objectives
c) Better understanding of the interrelationship of processes and organizational units, with more clearly defined trust roles and responsibilities
d) Better processes, technology, and organizations to support trust work

e) Reduction of some of the more tedious, paper-based work procedures
f) Reduction in the timeframes necessary to accomplish tasks
g) More standardized, up-to-date records that can be easily accessed from any location
h) Career advancement for some employees who may have the opportunity to apply for higher level positions
i) More professional and coordinated trust training (as opposed to on-the-job training)

As these benefits are realized, all parties involved in the Trust should be moving along a path which migrates from current dissatisfaction with service and an atmosphere of reacting to events, to one in which service levels are visibly improved and felt, and a forward looking set of improvements is steadily being designed and launched. If this condition is established, the Department should be well on its way toward achieving its Trust mission, and achieving a turning point in the Trust's history.