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BUREAU OF LAND MANAGEMENT

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Subject

MS 1265- Information Technology Investment Management (ITIM) [Public]

1. Explanation of Material Transmitted: This release transmits Information Technology Investment Management (ITIM) policy, a new Manual Section, that describes the roles and responsibilities related to the ITIM processes.

2. Reports Required: None.

3. Material Superseded: CPIC Manual dated 8/27/2009, Release 1-1718

4. Filing Instructions:

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1.1 <u>Purpose</u>

This Manual Section establishes policy, assigns responsibilities, and addresses standards and procedures for complying with the Bureau of Land Management's (BLM) Information Technology Investment Management (ITIM) and Capital Planning and Investment Control (CPIC) processes. The ITIM is a structured and integrated approach for managing IT investments. ITIM ensures that all IT investments (or projects) align with the BLM's mission and support its business needs while minimizing risks and maximizing returns throughout the investment's life cycle. The ITIM relies on systematic selection, control, and on-going evaluation processes to ensure that the investment's objectives are met efficiently and effectively. The CPIC outlines a framework for managing the BLM IT investment portfolio. It enables BLM to address strategic needs, optimize the allocation of limited IT resources, and comply with applicable regulations and guidance.

1.2 <u>Objective</u>

The objectives of this Manual Section are to describe executive decision making, staffing and coordination, and process documentation. This is necessary in order to ensure BLM's IT investments address supportability within its prescribed technical operating environment, mitigate risk, and present a cohesive, cost effective approach to meeting the missions and business goals of the organization.

1.3 <u>Authority</u>

    A.   The Clinger-Cohen Act of 1996 (CCA), also known as the Information Technology Reform Act (ITMRA), provides that the government IT shop be operated exactly as an efficient and profitable business would be operated. Acquisition, planning, and management of technology must be treated as a "capital investment." The CCA emphasizes an integrated framework of technology aimed at efficiently performing the business of Federal Agencies. The CCA attempts to eliminate impulse purchases of hardware and software. Additionally, the CCA provides specific direction to Agencies in the review and approval of their IT investments.

    B.   The Chief Financial Officers (CFO) Act of 1990 is a comprehensive piece of legislation enacted by Congress to reform federal financial management. The CFO Act establishes a leadership structure, provides for long-range planning, requires audited financial statements, and strengthens accountability reporting. The CFO Act impacts federal financial managers at all levels of government.

    C.   The Government Performance and Results Act (GPRA) of 1993 provides for the establishment of strategic planning and performance measurement in the Federal Government. The purpose of the GPRA is to improve the effectiveness and accountability of federal programs by focusing on program results, quality, and customer satisfaction.

    D.   The Federal Acquisition Streamlining Act (FASA) of 1994 simplifies and streamlines the federal procurement process by reducing paperwork, facilitating the acquisition of commercial products, enhancing the use of simplified procedures for small purchases, transforming the

acquisition process to electronic commerce, and improving the efficiency of the laws governing the procurement of goods and services.

E.   The Paperwork Reduction Act (PRA) of 1995 significantly changes many aspects of information collection by the Federal Government. The PRA requires Agencies to plan for the development of new collections of information and the extension of ongoing collections well in advance of sending proposals to the Office of Management and Budget (OMB). The PRA requires Agencies to seek public comment on proposed collections, certify to OMB that efforts have been made to reduce the burden of the collection, and have in place a process for independent review of information collection requests prior to submission to OMB.

F.   The Government Paperwork Elimination Act (GPEA) of 1998 requires Federal Agencies to allow individuals or entities that deal with the Agencies the option to submit information or transact with the Agencies electronically, when practicable, and to maintain records electronically, when practical. The Act specifically states that electronic records and their related electronic signatures are not to be denied legal effect, validity, or enforceability merely because they are in electronic form and encourages Federal Government use of a range of electronic signature alternatives.

G.   The Federal Information Security Management Act (FISMA) requires that each Federal agency shall develop, document, and implement a single information security program to provide information security for the information and information systems that support the operations and assets of the agency.

H.   The E-Gov Act of 2002 requires all Executive Branch Agencies conduct a Privacy Impact Assessment (PIA) before developing or procuring IT systems or projects that collect, maintain, or disseminate information in identifiable form from or about members of the public; or initiating, consistent with the PRA, a new electronic collection of information in identifiable form for 10 or more persons.

I.   Federal Information Technology Acquisition Reform Act (FITARA) of 2014 modified the framework governing the management of IT within the Federal government to require presidential appointment or designation of the CIO in 16 specified federal agencies, designate the Chief Information Officers Council as the lead interagency forum for improving agency coordination information resources investment, and require the Comptroller General to examine the effectiveness of the Council. The FITARA outlines specific requirements related to the Agency CIO authority Enhancements, enhanced transparency and improved risk management in IT Investments, portfolio review, Federal Data Center Consolidation Initiative (FDCCI), expansion of training and use of IT Cadres, maximizing the benefit of the Federal Strategic Sourcing Initiative, and Government wide Software Purchasing Program.

This document implements specific information technology (IT) requirements of these laws. The BLM ITIM process is authorized and maintained by the Assistant Director, Business, Fiscal and Information Resources Management (AD-BFIRM) and is consistent with the Office of Management and Budget (OMB), the Government Accountability Office (GAO), and the Department of the Interior (DOI) guidance.

1.4 Responsibility

A.   The Assistant Director, BFIRM is responsible for approving all IT expenditures to ensure that adequate resources are available to support the functions required by OMB Circular A-130 and the DOI and to ensure that those expenditures are in accord with the BLM's enterprise architecture and capital planning policies and procedures.   The AD-BFIRM oversees the BLM's compliance with Federal and Departmental policies, guidelines, and regulations governing the management of IT investments and assets. The AD-BFIRM develops and institutes a structured IT CPIC process for BLM.

B.   Assistant Directors (AD's) are officially designated as the owners of information systems and data supporting the program areas within their jurisdictions. AD's are responsible for ensuring that CPIC process objectives are carried out within their areas of responsibility and that skilled IRM advisors and project managers are assigned to oversee and manage all IT investments under their span of control.

C.   State Directors (SD's) and Center Directors (CD's) are responsible for ensuring that the CPIC process objectives are carried out within their organizations for those IT assets and investments within their areas of responsibility. Additionally, they ensure that qualified project managers are assigned for all formal IT activities designated as projects. SD's and CD's are the system owners for IT assets and information unique to their organizations.

D.   Organizations responsible for ensuring that proposed investments meet the BLM's strategic, business, and technical objectives are:

1.   Information Technology Investment Board (ITIB) – Roles and responsibilities are outlined in the ITIB Charter that can be found at the BLM CPIC Website. The ITIB is responsible for selecting, controlling, and evaluating all IT enterprise and national level IT investments. The ITIB is the governing board which reviews executive input and recommendations in order to make effective decisions on IT investments across the BLM. Additionally, the ITIB serves as a forum for executive level evaluation and control of the use and cost of BLM information systems (software) and technology (hardware and infrastructure) investments.

2.   BLM State, Center, and Washington Offices (WO) – States, Centers, and the WO are responsible for selecting, controlling, and evaluating all IT investments unique to those Offices which do not exceed $500K in total life-cycle costs. The States, Centers, and the WO are not required to have individual ITIBs. However, each Office is required to review IT investments through a documented process, utilize decision criteria, document deliberations, track outcomes, and evaluate results.

3.   Field Committee (FC): The BLM's FC serves as a senior leadership forum for the operational decision makers to assure the uniform implementation of the BLM operations and the BLM Strategic Plan; to act as a BLM sounding board for national and state policy matters, as well as provide insight and advice on sensitive issues; to develop, share and exchange best practices to improve operational efficiency; to advise and make recommendations to foster mentoring,

training, and leadership development; and to serve as a nexus between field operations and the ELT. Membership to the FC consists of the BLM Deputy Director of Operations, Associate State Directors, Deputy ADs of WO, Associate National Operations Center (NOC) Director, and Deputy Director, Office of Fire and Aviation.

4. <u>Business Management Council (BMC)</u>: The BLM's BMC is responsible for administering the business and support functions of the BLM. The purpose of the BMC is to strategically set goals, standards, and make recommendations to guide future BLM business and support functions; to cooperatively resolve current issues of major significance that will impact the business and support programs of the BLM; to develop consistent frameworks to enhance the implementation of business and support programs among completing priorities while maintaining flexibility for using best practices; to exchange information for program development and skills building; and to foster trust and consensus among the BMC and internal partners. Membership to the BMC consists of the Deputy State Directors (DSDs) for Support Services (or Business Resources); Division Chief, Support Services, National Interagency Fire Center; Director of the National Training Center; and Director of the NOC.

5. <u>Geospatial Steering Committee (GSC)</u>: The BLM's GSC is responsible for providing strategic direction and oversight to the Geospatial program for the BLM. The focus of the GSC is on providing strategic direction and oversight for the ELT's vision of One GIS, setting priorities for the Geospatial program, and providing executive level coordination. Membership to the GSC consists of the ADs of WO; SDs, Director of the NOC and the Senior Geospatial Program Manager.

6. <u>Rating and Ranking Committee (RRC)</u>: The role of the RRC is to review and assess the health of all BLM IT Investments, and to make recommendations for further improvement. The RRC will rate and rank the BLM IT Investments in accordance with the rating and ranking criteria established by the ITIB. Membership to the RRC is determined by the ITIB.

E.   Offices and Personnel - The following support staff, offices, officially sanctioned national teams, and/or functionally designated personnel are responsible for implementing and executing the ITIM and CPIC processes:

1. <u>System Owner</u> – A system owner may be an AD, SD, or CD having assigned responsibilities to ensures that all IT assets and information which comprise an automated system are evaluated on an annual basis and receive an appropriate level of funding for operations and maintenance. The system owner is also responsible for identifying and assigning project sponsors, project managers, system managers and/or user representatives.

2. <u>Project Sponsor</u> – A project sponsor may be a WO, State, Center, or Field Office

manager who authorizes the development of a business case. The project sponsor is responsible for providing programmatic oversight and support to a project manager throughout the life cycle of the investment which includes approving all budget planning, funding, accounting, adjusting, and auditing activities in order to ensure fiscal integrity through the implementation and exercise of adequate financial controls. The project sponsor's role diminishes and may be terminated or re-assigned to the system manager/user representative by the system owner when the project reaches operational status.

3. Project Manager – The project manager is responsible for development of all proposals, plans, budgets, documentation, contractual and organizational/staffing requirements, and briefing materials associated with a formally designated IRM project. The project manager reports directly to the project sponsor and reports on all applicable matters to the ITIB. Ultimately, the project manager is responsible for the successful management and completion of one or more projects approved by the ITIB.

4. System Manager/User Representative – User representatives provide program oversight of operationally deployed systems. Generally, the system manager and the user representative are the same official unless the scope, size, or complexity of the system warrants multiple user representatives. The user representative is the focal point of contact for mission/program personnel who use the application system in carrying out their work and that of BLM. User representatives collect information on system performance, errors, improvement requests, training needs, and policy changes which affect system operational requirements. The user representative follows established procedures for communicating these matters to the project manager or designated IRM personnel who maintain the application or who conduct development work.

5. Division of Investment Management Washington Office-860 (WO-860): The Investment Management Division is responsible for planning, budgeting, acquisition, compliance and oversight of the BLM IT capital assets. The role of the WO-860 is to ensure that the BLM is maximizing the value and highest use of IT funds; achieve strategic performance goals and objectives of the BLM investment portfolio at the lowest life-cycle costs and least risk; provide oversight of the BLM capital plan and business case and the IT investment portfolio; ensure policy oversight and monitor compliance for the national acquisition of IT contractual goods and services; and support the ITIB.

1.5 <u>References</u>

MS-1220 Records and Information Management
MS-1264 Information Technology Security
MS-1268 Information Technology Configuration Management

1.6 <u>Policy</u>

It is the policy of BLM that all IT investments are monitored, tracked, documented, maintained, validated, controlled, and released under the BLM ITIM and CPIC processes. The corresponding BLM Handbook, H-1265-1, Capital Planning and Investment Control, documents the processes and activities necessary to ensure BLM's IT investments address supportability within prescribed technical operating environments, mitigate risk and present a cohesive, cost effective approach to meeting OMB, GAO, and DOI objectives.

The scope of the policy contained in this document applies to all BLM resources at all levels. This policy is mandatory for all organizational units, employees, contractors, and others having access to and/or using the IRM resources of the BLM. This Manual will be applied to all existing and future IT investments. It will also be applied to all internal Service Level Agreements (SLAs) between organizational units and external interagency agreements and contracts made between BLM and other public and private organizations.

1.7 <u>File and Records Maintenance</u>

Maintain and dispose of all files in accordance with BLM/General Records Schedule (GRS), 27, item 3.

1.8 <u>Process Overview</u>

At the highest level, the ITIM and CPIC processes can be represented as a circular flow of BLM's IT investments through four sequential phases. The key goal is to align mission and program technical requirements with budget formulation and execution for all significant IT investments. These phases are shown in Figure 1 on the following page:
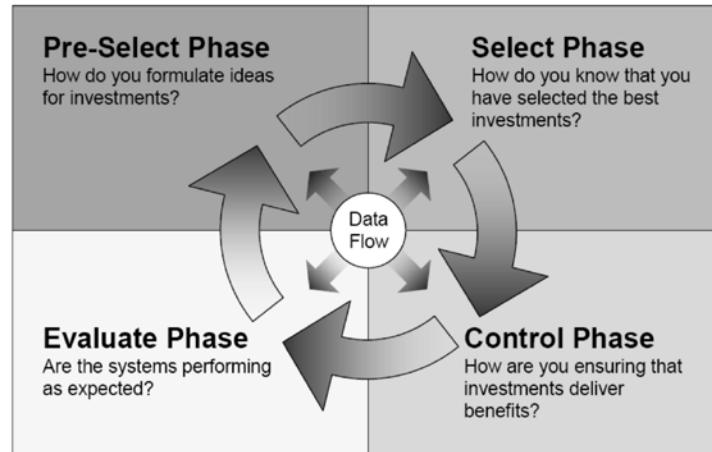
Figure 1: CPIC Phases

    A.   Pre-Select Phase: This is an initial screening process. When IT investments are proposed, executive decision makers assess each proposed investment's support of BLM's strategic and mission needs and potential for business improvement. If sufficient benefit potential has been demonstrated, further analysis is carried out to prepare the investment for more detailed review in the Select Phase

    B.   Select Phase: During this phase, IT investment comparison, evaluation, and prioritization are performed. An analysis is conducted with the ITIB selecting and prioritizing IT investments that best support the BLM's mission. Prior to selection, details of how the application can be integrated into the current BLM technical operating environment and architecture will also be addressed.   Once approved, the project will officially transition to the OMB's prescribed portfolio management process.

    C.   Control Phase: This phase consists of governance, oversight, and follow up to insure cost effective management occurs. Through timely oversight, quality control, and executive review, BLM ensures that IT initiatives are executed and developed according to pre-approved schedule and milestones in a disciplined, well-managed, and consistent manner.

    D.   Evaluate Phase: During evaluation, investments are assessed to determine how well they are meeting planned objectives. Actual results of the implemented projects are compared to expectations to assess the investment's performance. This is done to measure and document the investment's impact on mission performance, identify any investment changes or modifications that may be needed, and revise the investment management process based upon lessons learned.