



EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF MANAGEMENT AND BUDGET
WASHINGTON, D.C. 20503

May 4, 2016

Supplemental Guidance on the Implementation of M-15-14 "Management and Oversight of Federal Information Technology"

FROM: Tony Scott
Federal Chief Information Officer 

Howard Shelanski 
Administrator, Office of Information and Regulatory Affairs

SUBJECT: Applying FITARA Common Baseline to Statistical Agencies and Units

Introduction

OMB Memorandum M-15-14, Management and Oversight of Federal Information Technology (June 10, 2015), requires Chief Financial Officer (CFO) Act agencies to implement the Federal Information Technology Acquisition Reform Act (FITARA), in part by using a Common Baseline for IT Management. At the same time, M-15-14 explains that agencies must implement the FITARA guidance in a manner that ensures that statistical data acquired under a pledge of confidentiality solely for statistical purposes are used exclusively for those purposes, consistent with Title V of the *E-Government Act of 2002*, the Confidential Information Protection and Statistical Efficiency Act (CIPSEA) (codified at 44 U.S.C. § 3501 note), OMB's CIPSEA Implementation Guidance (72 FR 33361, June 15, 2007), OMB Statistical Policy Directive No. 1, Fundamental Responsibilities of Federal Statistical Agencies and Recognized Statistical Units (79 FR 71609, December 2, 2014) (SPD No. 1), and provisions of the Paperwork Reduction Act of 1996 (PRA) (44 U.S.C. § 3506(e)).

The implementation questions provided below are designed to help CFO Act agencies develop mutually supportive business processes between the agency Chief Information Officer (CIO) and managers in statistical components of the agency. The agency CIO, other agency senior management officials, and statistical component managers together must consider and answer these implementation questions as part of a broader effort to develop a consensus response when producing FITARA Common Baseline materials such as the self-assessment, implementation plan, and CIO Assignment Plans that M-15-14 requires. Such a consensus response will ensure FITARA implementation across the CFO Act agency, including statistical components within the agency, and ensure appropriate protection of statistical confidentiality and statistical agency independence, while adopting practical management business processes.

Below are implementation questions in the M-15-14 Common Baseline matrix format for CFO Act agency CIOs, other agency senior management officials, and statistical component managers to consider and answer together when implementing FITARA. If there are additional questions after considering and answering the implementation questions below, please contact your assigned OMB desk officer.

Applying FITARA Common Baseline to Statistical Agencies and Units

	1. CIO Role and Responsibilities	2. CXO/Other Roles and Responsibilities	3. Implementation Questions
Budget Formulation and Planning	<p>A1. Visibility of IT resource plans/decisions to CIO. The CFO and CIO jointly shall define the level of detail with which IT resource levels are described distinctly from other resources throughout the planning, programming, and budgeting stages. This should serve as the primary input into the IT capital planning and investment control documents submitted with the budget (formerly Exhibits 53 and 300).</p>	<p>A2. Visibility of IT resource plans/decisions in budget materials. The CFO and CIO jointly shall define the level of detail with which IT resource levels are described as detailed in A1.</p>	
	<p>B1. CIO role in pre-budget submission for programs that include IT and overall portfolio. The agency head shall ensure the agency-wide budget development process includes the CFO, CAO, and CIO in the planning, programming, and budgeting stages for programs that include IT resources (not just programs that are primarily IT oriented).</p> <p>The agency head, in consultation with the CFO, CIO, and program leadership, shall define the processes by which program leadership works with the CIO to plan an overall portfolio of IT resources that achieve program and business objectives and to develop sound estimates of the necessary IT resources for accomplishing those objectives.</p>	<p>B2. CIO role in pre-budget submission for programs that include IT and overall portfolio. The agency head shall ensure the agency-wide budget development process includes the CFO, CAO, and CIO as described in B1 and that CIO guidelines are applied to the planning of all IT resources during budget formulation.</p> <p>The CFO and program leadership shall work jointly with the CIO to establish the processes and definitions described in B1.</p>	<p>Has the CFO Act agency ensured that the CFO and program leadership working jointly with the CIO have established processes and definitions that achieve program and business objectives and develop sound estimates of the necessary IT resources for implementing statistical agencies' CIPSEA responsibilities, PRA responsibilities, and SPD No. 1's enumerated responsibilities to: (1) produce and disseminate relevant and timely information; (2) conduct credible and accurate statistical activities; (3) conduct objective statistical activities; and (4) protect the trust of information providers by ensuring the confidentiality and exclusively statistical use of their responses?</p>
	<p>C1. CIO role in planning program management. The CIO shall be included in the internal planning processes for how the agency uses IT resources to achieve its objectives. The CIO shall approve the IT components of any plans, through a process defined by the agency head that balances IT investments with other uses of agency funding. This includes CIO involvement with planning for IT resources at all points in their lifecycle, including operations and disposition or migration.</p>	<p>C2. CIO role in program management. CIO, CFO, and program leadership shall define an agency-wide process by which the CIO shall advise on all planning described in C1.</p>	<p>Has the CFO Act agency ensured that the CFO and program leadership working jointly with the CIO have defined an agency-wide process that achieves agency program and business objectives, balances IT investments with other uses of agency funding, and develops sound plans for implementing the four statistical agency SPD No. 1 responsibilities?</p> <p>Does the CFO Act agency CIO's role in planning program management help ensure statistical activities are "innovative in applying new technologies in their methods for designing, collecting, processing, editing, compiling, storing, analyzing, releasing, and disseminating data to improve the accuracy and timeliness of their information and the efficiency of their operations"?</p> <p>(Responsibility 1 of SPD No. 1)</p> <p>Does the CFO Act agency CIO's role in planning program management help to identify and foster opportunities throughout the agency or in collaboration with other agencies to enable statistical activities to use administrative records collected and maintained by the agency, or other government agencies to accomplish their objectives? (PRA (44 U.S.C. 3506(e)(6), Responsibility 1 of SPD No. 1 and OMB Memorandum 14-06, Guidance for Providing and Using Administrative Data for Statistical Purposes)</p>

	1. CIO Role and Responsibilities	2. CXO/Other Roles and Responsibilities	3. Implementation Questions
	<p>D1. CIO reviews and approves major IT investment portion of budget request. Agency budget justification materials in their initial budget submission to OMB shall include a statement that affirms:</p> <ul style="list-style-type: none"> • the CIO has reviewed and approves the major IT investments portion of this budget request; • the CFO and CIO jointly affirm that the CIO had a significant role in reviewing planned IT support for major program objectives and significant increases and decreases in IT resources; and • the IT Portfolio (formerly Exhibit 53) includes appropriate estimates of all IT resources included in the budget request. 	<p>D2. CIO and CFO Certify IT Portfolio. The CFO shall work with the CIO to establish the affirmations in D1.</p>	
Acquisition and Execution	<p>E1. Ongoing CIO engagement with program managers. The CIO should establish and maintain a process to regularly engage with program managers to evaluate IT resources supporting each agency strategic objective. It should be the CIO and program managers' shared responsibility to ensure that legacy and on-going IT investments are appropriately delivering customer value and meeting the business objectives of programs.</p>	<p>E2. Ongoing CIO engagement with program managers. Program managers shall work with the CIO to define IT performance metrics and strategies to support fulfillment of agency strategic objectives defined in the agency's strategic plan.</p>	<p>Does the CFO Act agency use this ongoing engagement between the CFO Act agency CIO and statistical program managers to ensure implementation of the four statistical agency SPD No. 1 responsibilities? (SPD No. 1; <i>see</i> CIPSEA, PRA (44 U.S.C. 3506(e))</p> <p>Does this ongoing CIO engagement with program managers help programs plan for IT resources that enable statistical activities to “be vigilant in seeking new methods and adopting new technologies to ensure the quality and efficiency of the information they collect and produce”? (Responsibility 2 of SPD No. 1)</p> <p>Does the CFO Act agency use this ongoing engagement between the CFO Act agency CIO and program managers to ensure that its statistical agencies and recognized statistical units function in an environment that is clearly separate and autonomous—which should be understood as independent, but not isolated—from administrative, regulatory, law enforcement, or policy-making activities within their respective CFO Act agency when determining what information to collect and process, the physical security and information systems security employed to protect confidential data, which methods to apply in their estimation procedures and data analysis, when and how to store and disseminate their statistical products, and which staff to select to join their agencies? (Responsibility 3 of SPD No. 1)</p>
	<p>F1. Visibility of IT planned expenditure reporting to CIO. The CFO, CAO and CIO should define agency-wide policy for the level of detail of planned expenditure reporting for all transactions that include IT resources.</p>	<p>F2. Visibility of IT planned expenditure reporting to CIO. The CFO, CAO and CIO shall define agency-wide policy for the level of detail of planned expenditure reporting for all transactions that include IT resources.</p>	<p>Have the CFO, CAO, and CIO established an agency-wide policy for planned expenditure reporting that ensures implementation of the four statistical agency SPD No. 1 responsibilities, e.g., does not result in delays that prevent timely and punctual release of statistical data? (SPD No.1; <i>see</i> PRA (44 U.S.C. 3506(e))</p>

	1. CIO Role and Responsibilities	2. CXO/Other Roles and Responsibilities	3. Implementation Questions
	<p>G1. CIO defines IT processes and policies. The CIO defines the development processes, milestones, review gates, and the overall policies for all capital planning, enterprise architecture, and project management and reporting for IT resources. At a minimum, these processes shall ensure that the CIO certifies that IT resources are adequately implementing incremental development (as defined in the below definitions). The CIO should ensure that such processes and policies address each category of IT resources appropriately—for example, it may not be appropriate to apply the same process or policy to highly customized mission-specific applications and back office enterprise IT systems depending on the agency environment. These policies shall be posted publicly at agency.gov/digital strategy, included as a downloadable dataset in the agency’s Public Data Listing, and shared with OMB through the IDC. For more information, see OMB Circular A-130: Management of Information Resources.</p>		<p>Do CFO Act agency IT policies ensure a public-facing information and data environment that allows statistical agencies to “provide complete documentation of their dissemination policies and ensure that all users have equitable access to data disseminated to the public”? (Responsibility 2 of SPD No. 1)</p> <p>Do the CFO Act agency’s IT policies assist statistical agency managers to “periodically review the techniques and procedures used to implement their information quality guidelines to keep pace with changes in best practices and technology”? (Responsibility 2 of SPD No. 1)</p> <p>Does the CFO Act agency CIO ensure that IT policies allow statistical agency managers to “maintain a strong organizational climate that safeguards and protects the integrity and confidentiality of the data collected, processed, and analyzed to ensure that the information is secure against unauthorized access, editing, deletion, or use”? (Responsibility 4 of SPD No. 1)</p> <p>Do CFO Act agency IT policies allow statistical agency managers to “ensur[e] the physical and information system security of confidential information” and ensure that the statistical agency adhere to confidentiality pledges issued pursuant to CIPSEA? (Responsibility 4 of SPD No. 1; see OMB CIPSEA Implementation Guidance)</p> <p>Do CFO Act agency IT policies “protect the integrity of the information provided under a pledge of confidentiality” as this “is essential for the completeness and accuracy of statistical information as well as the efficiency and burden of its production”? (Responsibility 4 of SPD No. 1)</p>
	<p>H1. CIO role on program governance boards. In order to ensure early matching of appropriate IT with program objectives, the CIO shall be a member of governance boards that include IT resources (including “shadow IT” or “hidden IT”—see definitions), including bureau Investment Review Boards (IRB). The CIO shall notify OMB of all governance boards the CIO is a member of and at least annually update this notification.</p>	<p>H2. Participate with CIO on governance boards as appropriate.</p>	<p>Does the CFO Act agency CIO use this involvement on governance boards to assist the agency in identifying opportunities to ensure statistical agency managers’ “communication and coordination among agencies and within and across Departments when planning information collection and dissemination activities”? (Responsibility 1 of SPD No. 1)</p> <p>How can this CFO Act agency CIO engagement help programs to plan for IT resources that enable statistical agency managers to “be vigilant in seeking new methods and adopting new technologies to ensure the quality and efficiency of the information they collect and produce”? (Responsibility 2 of SPD No. 1)</p>

	1. CIO Role and Responsibilities	2. CXO/Other Roles and Responsibilities	3. Implementation Questions
	<p>I1. Shared acquisition and procurement responsibilities. The CIO reviews all cost estimates of IT related costs and ensures all acquisition strategies and acquisition plans that include IT apply adequate incremental development principles (see definitions).</p>	<p>I2. Shared acquisition and procurement responsibilities. The CAO, in consultation with the CIO and—where appropriate—CFO, shall ensure there is an agency-wide process to ensure all acquisitions that include any IT:</p> <ul style="list-style-type: none"> • are led by personnel with appropriate federal acquisition certifications (FACs)¹, including specialized IT certifications as appropriate; • are reviewed for opportunities to leverage acquisition initiatives such as shared services, category management, strategic sourcing, and incremental or modular contracting and use such approaches as appropriate; • are supported by cost estimates that have been reviewed by the CIO; and • adequately implement incremental development. 	<p>Do the CFO Act agency CIO’s shared acquisition and procurement responsibilities allow statistical agencies and recognized statistical units to conduct statistical activities autonomously—which should be understood as independently, but not in isolation—when determining what information to collect and process, the physical security and information systems security employed to protect confidential data, which methods to apply in their estimation procedures and data analysis, and when and how to store and disseminate their statistical products? (Responsibility 3 of SPD No. 1)</p>
	<p>J1. CIO role in recommending modification, termination, or pause of IT projects or initiatives. The CIO shall conduct TechStat reviews or use other applicable performance measurements to evaluate the use of the IT resources of the agency. The CIO may recommend to the agency head the modification, pause, or termination of any acquisition, investment, or activity that includes a significant IT component based on the CIO’s evaluation, within the terms of the relevant contracts and applicable regulations.</p>		<p>Does the CFO Act agency CIO’s recommendation to modify, terminate, or pause IT projects or initiatives take into account statistical agencies or recognized statistical units’ ability to conduct statistical activities autonomously—which should be understood as independently, but not in isolation—when determining what information to collect and process, the physical security and information systems security employed to protect confidential data, which methods to apply in their estimation procedures and data analysis, and when and how to store and disseminate their statistical products? (Responsibility 3 of SPD No. 1)</p>

¹ Federal acquisition certifications such as FAC-C (Contracting), FAC-P/PM (Project and Program Managers), and FAC-COR (Contracting Officer’s Representative).

	1. CIO Role and Responsibilities	2. CXO/Other Roles and Responsibilities	3. Implementation Questions
	<p>K1. CIO review and approval of acquisition strategy and acquisition plan. Agencies shall not approve an acquisition strategy or acquisition plan (as described in FAR Part 7²) or interagency agreement (such as those used to support purchases through another agency) that includes IT without review and approval by the agency CIO. For contract actions that contain IT without an approved acquisition strategy or acquisition plan, the CIO shall review and approve the action itself.</p> <p>The CIO shall primarily consider the following factors when reviewing acquisition strategies and acquisition plans:</p> <ul style="list-style-type: none"> • Appropriateness of contract type; • Appropriateness of IT related portions of statement of needs or statement of work; • Appropriateness of above with respect to the mission and business objectives supported by the IT strategic plan; and • Alignment with mission and program objectives in consultation with program leadership. 	<p>K2. CAO is responsible for ensuring contract actions that contain IT are consistent with CIO-approved acquisition strategies and plans. The CAO shall indicate to the CIO when planned acquisition strategies and acquisition plans include IT. The CAO shall ensure the agency shall initiate no contract actions or interagency agreements that include IT unless they are reviewed and approved by the CIO or are consistent with the acquisition strategy and acquisition plan previously approved by the CIO.</p> <p>Similar process for contract modifications. CAO shall also ensure that no modifications that make substantial changes to the scope of a significant contract are approved that are inconsistent with the acquisition strategy and acquisition plan previously approved by the CIO unless the modification is reviewed and approved by the CIO.</p>	<p>When establishing, reviewing, or approving acquisition strategies and acquisition plans or interagency agreements, does the CFO Act agency CIO ensure that they allow statistical agency managers to adhere to the four statistical agency SPD No. 1 responsibilities? (CIPSEA, PRA (44 U.S.C. 3506(e)), and SPD No. 1)</p>
	<p>L1. CIO approval of reprogramming. The CIO must approve any movement of funds for IT resources that requires Congressional notification.</p>	<p>L2. CIO approval of reprogramming. The CFO shall ensure any notifications under L1 are approved by the CIO prior to submission to OMB.</p>	<p>Does the CFO Act agency CIO understand the statistical requirements behind the statistical agency’s reprogramming request? Has the CFO Act agency CIO provided a prompt decision on the request? If the CIO does not approve the reprogramming request, has the CIO provided a complete explanation for the denial to the statistical agency?</p>
Organization and Workforce	<p>M1. CIO approves bureau CIOs. The CIO shall be involved in the recruitment and shall approve the selection of any new bureau CIO (includes bureau leadership with CIO duties but not title—see definitions). The title and responsibilities of current bureau CIOs may be designated or transferred to other agency personnel by the agency head or his or her designee as appropriate, and such decisions may take into consideration recommendations from the agency CIO.</p>		<p>Has the CFO Act agency CIO’s involvement and approval of the selection of any new bureau CIOs (including bureau leadership with CIO duties but not the title) supported and respected statistical agencies’ responsibility to “conduct statistical activities autonomously when determining ... which staff to select to join their agencies”? (Responsibility 3 of SPD No. 1)</p>

²Federal Acquisition Regulation: Part 7 available at <http://www.acquisition.gov/far/html/FARTOCP07.html>.

	<p style="text-align: center;">1. CIO Role and Responsibilities</p>	<p style="text-align: center;">2. CXO/Other Roles and Responsibilities</p>	<p style="text-align: center;">3. Implementation Questions</p>
	<p>N1. CIO role in ongoing bureau CIOs’ evaluations. The CHCO and CIO shall jointly establish an agency-wide critical element (or elements) included in all bureau CIOs’ performance evaluations. In cases where the bureau CIO is a member of the Senior Executive Service and the agency uses the Basic SES Appraisal System, this critical element(s) is an “agency-specific performance requirement” in the Executive Performance Plan. Each such agency may determine that critical element(s) (ECQs) contain these requirements. For agencies that do not use the Basic SES Appraisal System or for bureau CIOs who are not members of the SES, then these shall be critical elements in their evaluations.</p> <p>The [agency] CIO must identify “key bureau CIOs” and provide input to the rating official for this critical element(s) for at least all “key bureau CIOs” at the time of the initial summary rating and for any required progress reviews. The rating official will consider the input from the [agency] CIO when determining the initial summary rating and discusses it with the bureau CIO during progress reviews.</p>	<p>N2. CIO role in ongoing bureau CIOs’ evaluations. The CHCO and CIO shall jointly establish an agency-wide critical element (or elements) for the evaluation of bureau CIOs as described in N1.</p>	<p>Has the CFO Act agency ensured that the CHCO and CIO, when jointly establishing an agency-wide critical element (or elements) for the evaluation of bureau CIOs, have recognized and provided for implementation of the four statistical agency SPD No. 1 responsibilities?</p>
	<p>O1. Bureau IT Leadership Directory. CIO and CHCO will conduct a survey of all bureau CIOs and CIO and CHCO will jointly publish a dataset identifying all bureau officials with title of CIO or duties of a CIO. This shall be posted as a public dataset based on instructions in the IDC by August 15, 2015 and kept up-to-date thereafter. The report will identify for each:</p> <ul style="list-style-type: none"> • Employment type (e.g. GS, SES, SL, ST, etc.) • Type of appointment (e.g. career, appointed, etc.) • Other responsibilities (e.g. full-time CIO or combination CIO/CFO) • Evaluation “rating official” (e.g. bureau head, other official) • Evaluation “reviewing official” (if used) • Whether [agency] CIO identifies this bureau CIO as a “key bureau CIO” and thus requires the [agency] CIO to provide the rating official input into the agency-wide critical element(s) described in N1. 	<p>O2. Bureau IT Leadership Directory. CHCO will work with CIO to develop the Bureau IT Leadership Directory as described in O1.</p>	
	<p>P1. IT Workforce. The CIO and CHCO will develop a set of competency requirements for IT staff, including IT leadership positions, and develop and maintain a current workforce planning process to ensure the department/agency can (a) anticipate and respond to changing mission requirements, (b) maintain workforce skills in a rapidly developing IT environment, and (c) recruit and retain the IT talent needed to accomplish the mission.</p>	<p>P2. IT Workforce. CIO and CHCO—and CAO where relevant—shall develop a set of competency requirements for IT staff, including IT leadership positions, and develop and maintain a current workforce planning process to ensure the department/agency can (a) anticipate and respond to changing mission requirements, (b) maintain workforce skills in a rapidly developing IT environment, and (c) recruit and retain the IT talent needed to accomplish the mission.</p>	<p>Do the CFO Act agency CIO and CHCO ensure that their IT workforce planning allows Federal statistical agencies and recognized statistical units to “maintain and develop in-house staff who are trained in statistical methodology to properly plan, design, and implement core data collection operations and to accurately analyze their data”? (Responsibility 3 of SPD No. 1)</p> <p>Do the CFO Act agency CIO and CHCO ensure that their IT workforce planning allows statistical agencies and recognized statistical units to “train[] their staffs and agents” in “best practices for protecting the confidentiality of data”? (Responsibility 4 of SPD No. 1)</p>

	1. CIO Role and Responsibilities	2. CXO/Other Roles and Responsibilities	3. Implementation Questions
	<p>Q1. CIO reports to agency head (or deputy/COO). As required by the Clinger Cohen Act and left in place by FITARA, the CIO "shall report directly to such agency head to carry out the responsibilities of the agency under this subchapter."</p> <p>This provision remains unchanged, though certain agencies have since implemented legislation under which the CIO and other management officials report to a COO, Undersecretary for Management, Assistant Secretary for Administration, or similar management executive; in these cases, to remain consistent with the Clinger Cohen requirement as left unchanged by FITARA, the CIO shall have direct access to the agency head (i.e., the Secretary, or Deputy Secretary serving on the Secretary's behalf) regarding programs that include information technology.</p>		

Background Information for the *Paperwork Reduction Act*; the *Confidential Information Protection and Statistical Efficiency Act* (CIPSEA) and OMB’s CIPSEA Implementation Guidance; and OMB *Statistical Policy Directive No. 1*): The responsibilities delineated in parts of the Paperwork Reduction Act ([44 U.S.C. 3504\(e\)](#) and [3506\(e\)](#)); [CIPSEA \(codified at 44 U.S.C. 3501 note\)](#); [OMB’s CIPSEA Implementation Guidance \(72 FR 33361, June 15, 2007\)](#); and [OMB Statistical Policy Directive No. 1, *Fundamental Responsibilities of Federal Statistical Agencies and Recognized Statistical Units* \(79 FR 71609, December 2, 2014\)](#), provide a framework to support Federal statistical policy and serve as a foundation for Federal statistical activities, promoting trust among statistical agencies, data providers, and data users. Data users rely upon a statistical agency’s reputation as an objective source of relevant, accurate, and objective statistics, and data providers rely upon a statistical agency’s authority and reputation to honor its pledges to protect the confidentiality of data providers’ responses and to ensure those responses are used exclusively for statistical purposes. Federal statistical agencies and recognized statistical units must adhere to these responsibilities and adopt policies, best practices, and appropriate procedures to implement them. Federal CFO Act agencies must enable, support, and facilitate Federal statistical agencies and recognized statistical units as they implement FITARA in concert with the responsibilities noted above.