06
SECTION

POLICIES & INITIATIVES

6. Policies & Initiatives

6.1 President's Management Agenda (PMA)

The PMA lays out a long-term vision for modernizing the Federal Government in key areas that will improve the ability of agencies to deliver mission outcomes, provide excellent service, and effectively steward taxpayer dollars on behalf of the American people.

- **Mission:** The American people count on the Federal Government every day, from national security to infrastructure to food and water safety. Public servants must be accountable for mission-driven results but must also have the necessary tools and resources to deliver.
- **Service:** Federal customers range from small businesses seeking loans, to families receiving disaster support, to veterans owed proper benefits and medical care. They deserve a customer experience that compares to—or exceeds—that of leading private sector organizations, yet most Federal services lag behind the private sector.
- **Stewardship:** Effective stewardship of taxpayer funds is a crucial responsibility of Government, from preventing fraud to maximizing impact. Taxpayer dollars must go to effective programs that produce results efficiently.

Cross Agency Priority (CAP) Goals[291]

CAP Goals [are] established to drive implementation of the PMA and tackle critical government-wide challenges that cut across agencies. The CAP Goals provide the components of the Federal Government Performance Plan required by the GPRA Modernization Act of 2010. CAP Goals are a tool used by leadership to accelerate progress on a limited number of Presidential priority areas where implementation requires active collaboration among multiple agencies. Long-term in nature, CAP Goals drive cross-government collaboration to tackle government-wide management challenges affecting most agencies.

CAP Goals fall into four categories: key drivers of transformation, cross-cutting priority areas, functional priority areas and mission priority areas.

6.2 PortfolioStat

PortfolioStat is a tool for agencies to use to assess the current maturity of their [IT portfolio] and make decisions on eliminating duplication across their organizations.[292] Launched by OMB in March of 2012, PortfolioStat has yielded over $2.57 billion[293] in savings or cost avoidance.

PortfolioStat consists of a yearly review of agency portfolio management between the Federal CIO and senior agency officials. In addition to helping agencies achieve financial savings through reform efforts, PortfolioStat analyzes agency progress using a variety of performance metrics designed to measure

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[291] The White House. Cross-Agency Priority Goals Overview. https://www.performance.gov/CAP/overview/

[292] OMB. PortfolioStat. https://itdashboard.gov/#analyze-pstat

[293] OMB M-12-10. Implementing PortfolioStat. 3/30/2012. https://www.whitehouse.gov/sites/whitehouse.gov/files/omb/memoranda/2012/m-12-10_1.pdf

whether agencies are delivering their IT investments on budget and on schedule, driving innovation to meet customer needs, and adequately protecting Federal IT Assets and Information.[294]

To support this process, OMB is requiring that each agency take the following actions:

- Designate Lead for Initiative
- Complete a High-Level IT Portfolio Survey
- Establish a Commodity IT Investment Baseline
- Submit a Draft Plan to Consolidate Commodity IT
- Hold PortfolioStat Session
- Submit a Final Plan to Consolidate Commodity IT
- Migrate at Least Two Duplicative Commodities IT Services
- Document Lessons Learned

PortfolioStat is a data-driven tool that agencies use to assess the current maturity of their IT portfolio management processes and select PortfolioStat action items to strengthen their IT portfolio. Covered agencies shall hold PortfolioStat sessions on a quarterly basis with OMB, the agency CIO, and other attendees. These sessions were previously annual and required the attendance of the agency deputy secretary (see Implementing PortfolioStat (M-12-10), Fiscal Year 2013 PortfolioStat Guidance: Strengthening Federal IT Portfolio Management (M-13-09), and Fiscal Year 2014 PortfolioStat (M-14-08).[295]

6.3 TechStat

A TechStat is a face-to-face, evidence-based accountability review between OMB and a covered agency of an IT program with that agency's leadership. TechStat sessions are a tool for getting ahead of critical problems in an investment, turning around underperforming investments, or terminating investments if appropriate. Agencies report the outcomes of all TechStat sessions through the quarterly IDC process.[296]

6.4 Capital Planning and Investment Control (CPIC)

The Clinger Cohen Act of 1996 requires OMB to establish a budget process of analyzing, tracking, and evaluating the risks and results of IT projects. The law requires federal executive departments and agencies use the CPIC process outlined by OMB Circular A-130.[297]

CPIC is a systematic approach to selecting, managing, and evaluating information technology investments. Every year, agencies report IT investments to OMB to inform the President's Budget.[298]

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[294] OMB. PortfolioSTAT. https://itdashboard.gov/#analyze-pstat
[295] OMB M-15-14. Management and Oversight of Federal Information Technology. 6/10/2015. https://obamawhitehouse.archives.gov/sites/default/files/omb/memoranda/2015/m-15-14.pdf
[296] OMB. Implementation Guide - FITARA. https://management.cio.gov/implementation/
[297] OMB Circular A-130. Managing Information as a Strategic Resource. Policy. July 2016. https://obamawhitehouse.archives.gov/sites/default/files/omb/assets/OMB/circulars/a130/a130revised.pdf
[298] USDA. Capital Planning and Investment Control. https://www.ocio.usda.gov/about-ocio/information-resource-management/capital-planning-and-investment-control

OMB requires agency CIOs, SAOPs, CFOs, and budget officers coordinate to ensure that IT budget data is consistent with the agency's budget submission.

6.5 [Technology Business Management (TBM)](#)

TBM is an IT management framework that implements a standard way to categorize IT costs, technologies, resources, applications, and services in order to disaggregate IT spending into consistent categories to provide CIOs with a detailed understanding of their organization's IT costs. These categories include the Finance View, IT View, and the Business View. Additionally, TBM further enables FITARA implementation and helps to benchmark IT spending, improve acquisitions, and enhance understanding of IT investment costs. Full realization of TBM is intended to connect IT to business value, support partnerships between IT and mission teams throughout agencies, and break down data silos across organizations.[299]

GSA worked with the Department of Education (ED) to develop the TBM Playbook which is designed to assist federal agencies as they begin TBM implementation by offering guidance and lessons learned.[300] The seven plays to improve chances of beginning a successful TBM implementation include:

- Identify key players and stakeholders
- Determine current state
- Identify measurable desired outcome
- Start aligning data
- Look for insights
- Rollout and adoption
- Keep maturing the TBM implementation

6.6 Data Center and Cloud Optimization Initiative (DCCOI)

M-19-19, enacted in June 2019, established the DCCOI which replaced the previous DCOI from M-16-19. Compared to M-16-19, key features of M-19-19 include:

- Continuation of the development freeze for new and current data centers;
- Continuation of consolidation and closure of existing data centers;
- Alignment of consolidation and closure of existing data centers with the Cloud Smart[301] strategy;
- Continuation of the DCCOI PMO;
- Increased alignment with the PMA;[302]
- Broadening of the exemptions for some data centers from closures that did not fit the definition set forth in M-16-19 (e.g. unique examples from embassy file servers to dam floodgate controls, federal labs and research facilities) with provisional exemptions applied by OMB after justified agency requests;
- Updated closures and cost savings targets; and

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[299] CIO Council. Technology Business Management. https://www.cio.gov/policies-and-priorities/tbm/
[300] GSA. Technology Business Management Playbook. https://tech.gsa.gov/playbooks/tbm/
[301] OMB. Federal Cloud Computing Strategy. https://cloud.cio.gov/strategy/
[302] The White House. President's Management Agenda. https://www.performance.gov/PMA/PMA.html

- Updated performance metrics to focus less on averages and more on continuous improvement.

In terms of specific performance metrics, M-19-19 adds a metric for planned hours of availability for each data center, updates the advanced energy metering, virtualization, and server utilization metrics, and removes the energy efficiency and facility utilization metrics.

6.7 Federal Data Strategy

The Federal Data Strategy, conceptualized in the 2018 PMA[303] and issued by OMB as M-19-18 in June 2019, provides a framework of operational principles and best practices to help agencies leverage consistent data infrastructure and strong data governance over the next ten years.[304] The Federal Data Strategy is complementary to current statutory requirements and OMB information policy and guidance. Included in the Federal Data Strategy is a set of principles including Ethical Governance, Conscious Design, and Learning Culture, as well as a set of 40 practices to guide agency data management activities.

To assist with implementing the Federal Data Strategy, OMB provided the 2020 Federal Data Strategy Action Plan[305] which identifies six Agency Actions, four Community of Practice Actions, and ten Shared Solution Actions to be completed in 2020, the initial implementing year. The 2020 Action Plan can be found at strategy.data.gov. The 2021 Federal Data Strategy Action Plan is in final review as of this publication.

6.8 High Value Assets (HVAs)

The HVA initiative was created in 2015 by OMB and DHS and established the capability for CFO Act agencies to assess agency HVAs, identify critical areas of weakness, and develop plans to remediate those weaknesses. HVAs are those assets, Federal information systems, information, and data for which an unauthorized access, use, disclosure, disruption, modification or destruction could cause significant impact to the United States' nations security interests, foreign relations, economy, or to the public confidence, civil liberties, or public health and safety of the American people. Guidance and policies germane to HVAs include: the Cybersecurity Strategy and Implementation Plan (CSIP) which was issued as OMB Memorandum M-16-04 in October 2015,[306] the initial implementing guidance for management of Federal HVAs which was issued by OMB as Memorandum M-17-09[307] in December 2016, and

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[303] The White House. President's Management Agenda. April 2018. https://www.whitehouse.gov/wp-content/uploads/2018/03/Presidents-Management-Agenda.pdf

[304] OMB M-19-18. Federal Data Strategy - A Framework for Consistency. 6/4/2019. https://www.whitehouse.gov/wp-content/uploads/2019/06/M-19-18.pdf

[305] PMA. Federal Data Strategy 2020 Action Plan. https://strategy.data.gov/assets/docs/2020-federal-data-strategy-action-plan.pdf

[306] OMB M-16-04. Cybersecurity Strategy and Implementation Plan (CSIP) for the Federal Civilian Government. 10/30/2015. https://www.whitehouse.gov/sites/whitehouse.gov/files/omb/memoranda/2016/m-16-04.pdf

[307] OMB M-17-09. Management of Federal High Value Assets. 12/9/2016. https://www.whitehouse.gov/sites/whitehouse.gov/files/omb/memoranda/2017/m-17-09.pdf

Executive Order 13800, Strengthening the Cybersecurity of Federal Networks and Critical Infrastructure[308] which was issued in May 2017.

New guidance for the HVA program was issued by OMB as Memorandum M-19-03 in December 2018.[309] This guidance consolidates and updates the previous requirements and rescinds the prior OMB memoranda, while also expanding the applicability of the HVA program from CFO Act agencies to all agencies. Agencies must take a strategic, enterprise-wide view of cyber risk to unify the protection of HVAs against evolving cyber threats. Specifically, agencies must:

- Designate an integrated agency-level office, team, or other governance structure to enable the incorporation of HVA activities (e.g. assessment, remediation, incident response) into broader agency planning activities for information system security and privacy management, and COOs must regularly coordinate with these governance structures to ensure HVA activities are executed in a timely manner.
- Establish, evaluate, and update HVA information sharing agreements with OMB, DHS, and other agencies to promote cross-agency sharing, coordination, and cooperation.

The M-19-03 guidance also establishes a new categorization system for the designation of HVAs by agencies. Agencies may designate Federal information or a Federal information system as an HVA if it relates to one or more of the following categories: Informational Value, Mission Essential, or Federal Civilian Enterprise Essential. Additionally, while agencies are principally responsible for their HVA designation, OMB and DHS reserve the right to designate HVAs at agencies based on potential impact to national security.

6.9 Budget Line of Business (LoB)

The Budget LoB on MAX.gov[310] is a partnership between the PMO housed at the Department of Education, the Budget Systems Branch at OMB, and 27 partner agencies.[311] The goal of the Budget LoB is working together in order to build budget offices for the future by sharing information and best practices across the Federal Government. The focus of the Budget LoB is centered around three categories: processes, technology, and training and career development. Specific products include a solutions catalog which includes a comprehensive list of products, use cases, and training developed by the community, a budget systems inventory which reviews the systems agencies are using for various budget processes, project management for ongoing projects, as well as hosting training and events. The Budget LoB offers a monthly newsletter, monthly Task Force meetings, workgroup meetings once every few months, as well as a federal detailee program for emerging leaders.

Budget Process

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[308] Executive Order 13800. Strengthening the Cybersecurity of Federal Networks and Critical Infrastructure. 5/11/2017. https://www.whitehouse.gov/presidential-actions/presidential-executive-order-strengthening-cybersecurity-federal-networks-critical-infrastructure/
[309] OMB M-19-03. Strengthening the Cybersecurity of Federal Agencies by enhancing the High Value Asset Program. 12/10/2018. https://www.whitehouse.gov/wp-content/uploads/2018/12/M-19-03.pdf
[310] The website MAX.GOV is only accessible to federal employees.
[311] OMB. About the Budget LOB. https://community.max.gov/display/Budget/About+the+Budget+LoB

Each year, Congress works on a federal budget for the next fiscal year. The government's fiscal year runs from October 1 of one year to September 30 of the next.[312] Planning begins two years in advance; the work actually begins in the executive branch the year before the budget is to go into effect. First, federal agencies create budget requests and submit them to OMB. OMB will refer to the agency requests as it develops the president's budget proposal. The president submits his budget proposal to Congress early the next year. Then Congress, which the Constitution puts in charge of spending and borrowing, starts its work.

Find the detailed budget timeline on the Budget LOB's page on MAX.gov[313] and in the annual OMB Circular A-11.

6.10 Federal Acquisition Regulation (FAR)

The FAR is the set of rules governing the federal government's purchasing process, it is jointly issued by DoD, GSA, and NASA and applies to most agencies in the Executive Branch. A few of the exceptions include agencies which use the DoD: Defense Federal Acquisition Regulations Supplement (DFARS) or the Navy Marine Corps Acquisition Regulation Supplement (NMCARS) or exempt agencies such as the USPS and FDIC.[314] The FAR includes 53 parts which each address a component of the acquisition process, the first twelve parts address general government acquisition matters and acquisition planning, while the remaining parts include other topics such as contracts, contracting, labor laws, taxes, and small businesses.[315] Of note, information technology is Part 39 of the FAR. Overall, the FAR defines the process for sealed bidding, competitive negotiation, cost principles contracts, social-economic obligations, commercial items acquisitions, as well as relevant terms and conditions.

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[312] GSA. The Federal Government's Budget Process. https://www.usa.gov/budget#item-213709

[313] The website MAX.gov is only accessible to federal employees.

[314] Federal Deposit Insurance Corporation. Introduction to the Federal Acquisition Regulation (FAR). https://www.fdic.gov/about/diversity/sbrp/45.pdf

[315] Federal Acquisition Regulation (FAR). FY 2019. https://www.acquisition.gov/sites/default/files/current/far/pdf/FAR.pdf