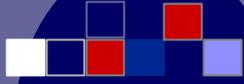# THE BUSINESS REFERENCE MODEL VERSION 2.0

A Foundation for Government-wide Improvement

FEAPMO | FEDERAL ENTERPRISE ARCHITECTURE PROGRAM MANAGEMENT OFFICE

2.0

The Federal Enterprise Architecture Program Management Office

FEAPMO

The Business Reference Model Version 2.0:

A Foundation for Government-wide Improvement

June 2003

INTRODUCTION

The Business Reference Model, Version 2.0: a Foundation for Government-wide Improvement accompanies the release of the Federal Enterprise Architecture (FEA) Business Reference Model (BRM), Version 2.0 for Federal Agency use during the Fiscal Year (FY) 2005 budget formulation process.

The FEA is a tool that enables the Federal Government to identify opportunities to leverage technology and alleviate redundancy, or to highlight where agency overlap limits the value of IT investments. The FEA will facilitate horizontal (cross-Federal) and vertical (Federal, State, and Local Governments) integration of IT resources, and establish the "line of sight" contribution of IT to mission and program performance. The outcome will be a more citizen-centered, customer-focused government that maximizes technology investments to better achieve mission outcomes.

The BRM serves as the foundation for the FEA. The model describes the Federal Government's Lines of Business, including operations and services for the citizen, independent of the Agencies, bureaus and offices that perform them. By describing the Federal Government around common business areas instead of the stovepiped, agency-by-agency view, the BRM promotes agency collaboration.

V*ersion 1.0* of the BRM was released to agencies on July 22, 2002 and supported the FY 2004 budget formulation process. For example, the BRM was used to assess agency investments for FY 2004 and identify potential redundancies in six business functions: Financial Management, Data and Statistics, Human Resources, Monetary Benefits, Criminal Investigations and Public Health Monitoring. These business functions are now undergoing a thorough assessment of potential redundancies. Based on these assessments, funding may be reassigned. A portion of the savings from eliminating redundant systems may be reallocated to higher priority activities, as appropriate, in coordination with the affected agency.

The Business Reference Model, Version 2.0: a Foundation for Government-wide Improvement provides high-level guidance on Federal agency use of the BRM within Federal agencies' Capital Planning and Investment Control (CPIC) processes. OMB expects agencies to use the tool to help identify opportunities to consolidate IT around their customers and within the Federal Government's Lines of Business. In order to maximize consolidation opportunities, agencies must continue to identify and inventory the proposed IT investments within their own organizations and across the Federal Government. The FEA Program Management Office is working closely with the Federal CIO Council to ensure that the processes associated with using the FEA are designed with input from all affected stakeholders, clearly communicated, and integrated appropriately into current agency-specific and Government-wide planning processes.

The pages that follow are intended to help Federal agencies incorporate the BRM into their CPIC processes. *Chapter 1* defines the Lines of Business, Internal Functions, Modes of Delivery, and Sub-functions of the BRM Version 2.0. *Chapter 2* describes a revised Federal budget formulation process that focuses on key BRM milestones. *Chapters 3 and 4* discuss the FEA Program Management Office's processes to continuously improve the BRM, including Federal Agency review and comment, procedures for responding to Federal Agency comments, and communication of the model to affected stakeholders. Finally, the *Appendix* summarizes the changes between Version 1.0 and 2.0 of the BRM.

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1. The Business Reference Model Version 2.0

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THE BUSINESS REFERENCE MODEL VERSION 2.0

OVERVIEW

The release of the Business Reference Model (BRM) Version 1.0 on July 22, 2002 was not a one-time event. The Office of Management and Budget's (OMB) Federal Enterprise Architecture Program Management Office (FEA-PMO) views the Federal Enterprise Architecture (FEA), and the BRM specifically, not as a static model, but as a program, built into the annual budget process to repeatedly and consistently improve all aspects of government service delivery. The BRM will be updated each year to improve its capability to identify and manage improvement efforts based on lessons learned and agency comments.

"As with any architecture effort, the development of an FEA is an iterative and continuous process. Since many agencies are still in the process of developing their EAs, OMB expects that the BRM will initially require more frequent revisions and the number and frequency of version changes will stabilize over time. The ... BRM ... will be modified periodically as conditions evolve and additional agency architecture information is provided. Changes to the FEA will continue to be verified through Federal Agencies and will be published to the FEAPMO Website."

Source: "The Business Reference Model Version 1.0; A Foundation of Government-wide Improvement"

There were two primary sources informing *Version 2.0* of the BRM. The first and most important were the wealth of comments submitted to the FEA-PMO by the Federal agencies. The second major collection of changes to the BRM resulted from efforts to align the BRM with several other government-wide management frameworks and improvement initiatives: (1) the Budget Function Classifications, (2) the President's Budget Performance Integration Initiative and the FEA Performance Reference Model, and (3) Cross-agency efforts to improve Federal financial management and financial management systems.

As a result of these efforts to update the BRM, *Version 2.0* now includes a new Mode of Delivery layer. This Business Area describes the mechanisms the government uses to achieve the purpose of government, or its Services for Citizens. It includes two main categories – Financial Vehicles and Government Service Delivery.

A detailed discussion of the differences between the first and second versions of the BRM may be found in the *Appendix: BRM Version 2.0 vs. 1.0: Overview of Changes.*

OMB's FEA-PMO looks forward to a process of consistent improvement to all aspects of the FEA, and will draw upon the expertise of the Federal agencies and others to drive this improvement. The BRM Version 2.0 presented in this release document stands as evidence of the FEA-PMO's commitment to consistent improvement of the FEA and to the development of reference models that provide the greatest utility to the greatest number of users.
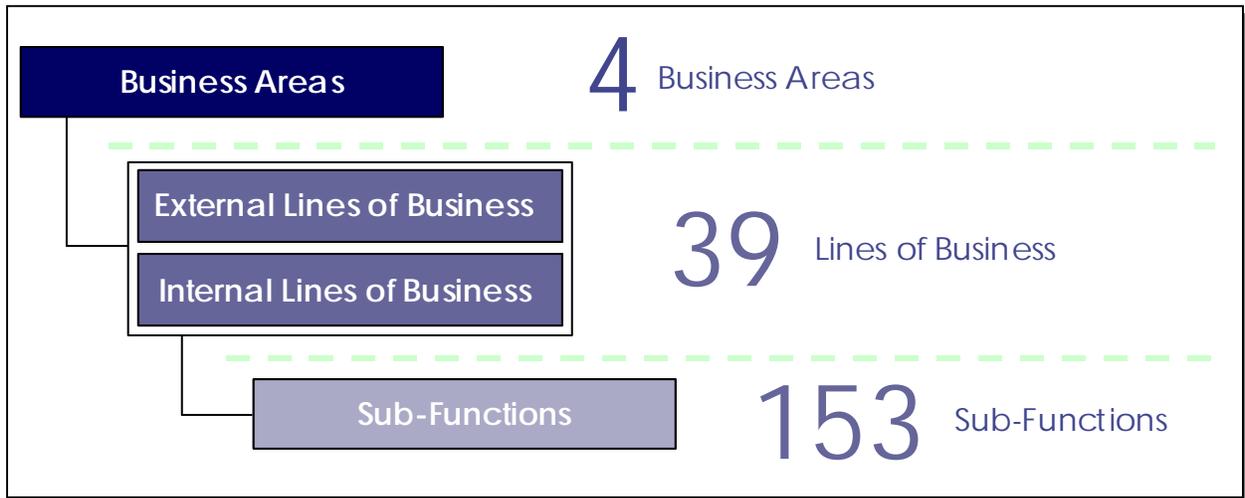
Figure 1: The Revised Business Reference Model (BRM) Version 2.0
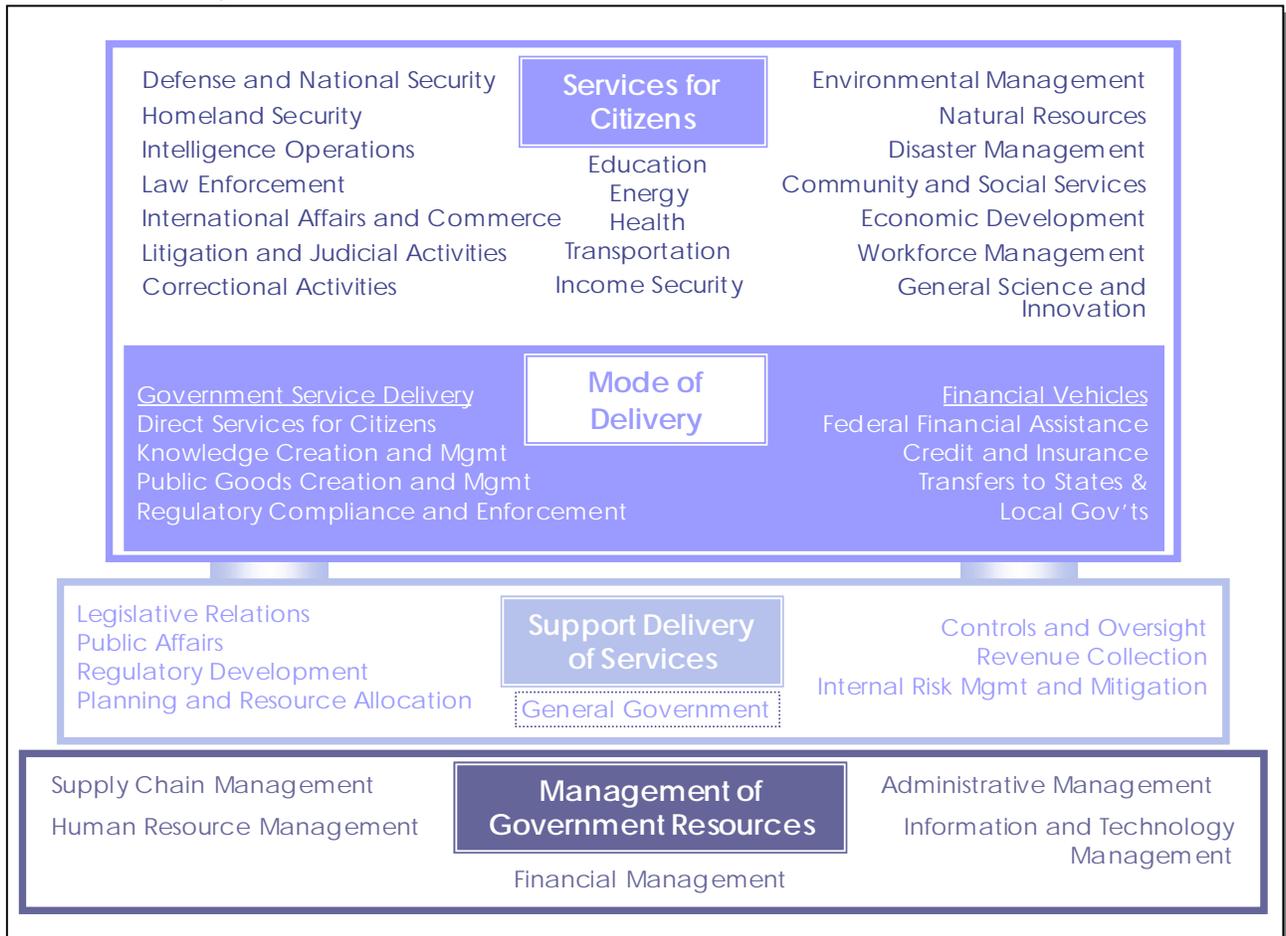
STRUCTURE OF THE BRM

The BRM Version 2.0 retains the three-tiered hierarchy of its predecessor (see Figure 2 below) with *Business Areas* at the highest level followed by *Internal/External Lines of Business* and Business *Sub-Functions*.

Figure 2: BRM Structure

In Version 2.0, **Four Business Areas** separate government operations into high-level categories relating to the purpose of government (Services for Citizens), the mechanisms the government uses to achieve its purpose (Mode of Delivery), the support functions necessary to conduct government operations (Support Delivery of Services), and the resource management functions that support all areas of the government's business (Management of Government Resources).

These four Business Areas are comprised of **39 Lines of Business**. Nineteen of these Lines of Business are found in the Services for Citizens layer and describe the *purpose* of government in functional terms. These Lines of Business are referred to as *External* Lines of Business. The remaining 20 *Internal* Lines of Business describe the support functions the government must conduct in order to effectively deliver services for citizens. For the sake of simplicity, the generic term "Line of Business" will be used to refer to both internal and external business lines.

Each Line of Business is comprised of a collection of Sub-Functions that represent the lowest level of granularity in the BRM. Version 2.0 contains **153 Sub-Functions**.

The following sections define the Lines of Business and Sub-Functions that comprise BRM Version 1.0. The list is ordered alphabetically by Line of Business and is presented as follows …

LINE OF BUSINESS – Definition of Line of Business

🟨 **SUB-FUNCTION 1 –** Definition of Sub-Function 1

🟨 **SUB-FUNCTION 2 –** Definition of Sub-Function 2

🟨 **ETC…**

SERVICES FOR CITIZENS

SERVICES FOR CITIZENS DEFINITION

THE **SERVICES FOR CITIZENS** BUSINESS AREA DESCRIBES THE MISSION AND PURPOSE OF THE UNITED STATES GOVERNMENT IN TERMS OF THE SERVICES IT PROVIDES BOTH TO AND ON BEHALF OF THE AMERICAN CITIZEN. IT INCLUDES THE DELIVERY OF CITIZEN-FOCUSED, PUBLIC, AND COLLECTIVE GOODS AND/OR BENEFITS AS A SERVICE AND/OR OBLIGATION OF THE FEDERAL GOVERNMENT TO THE BENEFIT AND PROTECTION OF THE NATION'S GENERAL POPULATION.
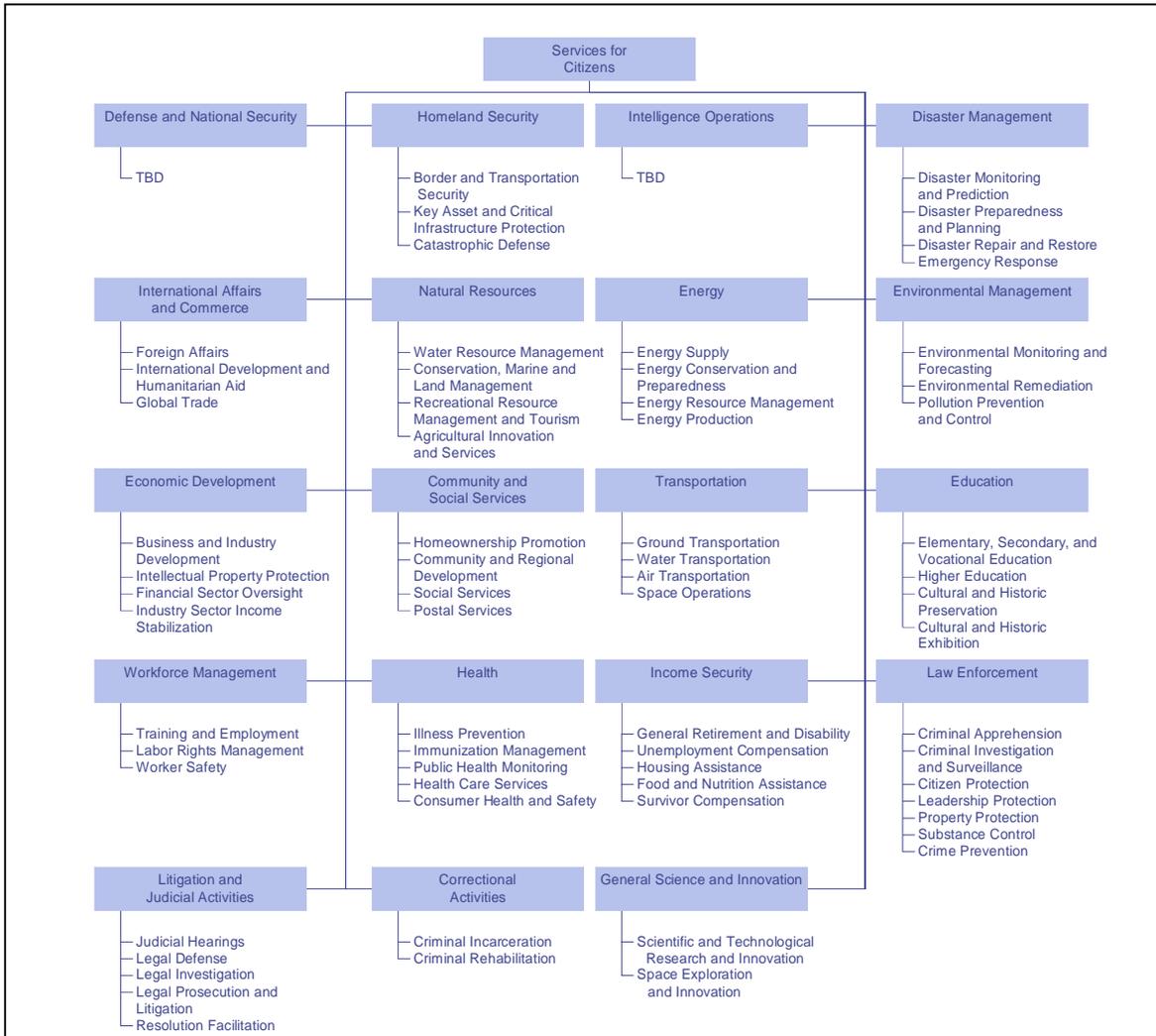

Figure 3: The "Services for Citizens" Business Area

COMMUNITY AND SOCIAL SERVICES- Community and Social Services includes all activities aimed at creating, expanding, or improving community and social development, social relationships, and social services in the United States. This includes all activities aimed at locality-specific or nationwide social development and general social services. This Line of Business includes general community development and social services programs, as well as earned and unearned benefit programs that promote these objectives.

■ **Homeownership Promotion-** Homeownership promotion includes activities devoted to assisting citizens interested in buying homes and educating the public as to the benefits of homeownership. NOTE: Activities devoted to the provision of housing to low-income members of the public are located in the Housing Assistance Sub-Function.

■ **Community and Regional Development -** Community and Regional Development involves activities designed to assist communities in preventing and eliminating blight and deterioration, assist economically distressed communities, and encourage and foster economic development through improved public facilities and resources.

■ **Social Services-** Social Services are designed to provide meaningful opportunities for social and economic growth of the disadvantaged sector of the population in order to develop individuals into productive and self-reliant citizens and promote social equity. Included in this category are social welfare services extended to children and adults with special needs, such as the orphaned, neglected, abandoned, disabled, etc. Such services include family life education and counseling, adoption, guardianship, foster family care, rehabilitation services, etc. Note: This Sub-Function does not include services that are primarily for income support (Income Security) or are an integral part of some other Line of Business (e.g., Health, Workforce Management, etc.). For mapping purposes, this category should only include IT systems that support programs mapped to the "Social Services" budget functional classification.

■ **Postal Services**- Postal Services provide for the timely and consistent exchange and delivery of mail and packages between businesses, organizations, and residents of the United States or between businesses, organizations, and residents of the United States and the rest of the world. It also includes the nation-wide retail infrastructure required to make Postal Services easily accessible to customers. (Note: The commercial function of mail is more closely aligned with the "Business and Industry Development" Sub-Function in the "Economic Development Line of Business." The international commercial function of mail is more closely aligned with the "Global Trade" Sub-Function in the "International Affairs" Line of Business).

DEFENSE AND NATIONAL SECURITY –TBD

DISASTER MANAGEMENT- Disaster Management involves the activities required to prepare for, mitigate, respond to, and repair the effects of all disasters whether natural or man-made.

■ **Disaster Monitoring and Prediction-** Disaster Monitoring and Prediction involves the actions taken to predict when and where a disaster may take place and communicate that information to affected parties. Note: Weather forecasting, while central to Disaster Monitoring and Prediction, is more closely aligned with the "Environmental Monitoring and Forecasting" Sub-Function in the Environmental Management Line of Business.

■ **Disaster Preparedness and Planning-** Disaster Preparedness and Planning involves the development of response programs to be used in case of a disaster as well as pre-disaster mitigation efforts to minimize the potential for loss of life and property. This involves the development of emergency management programs and activities as well as staffing and equipping regional response centers, and mitigation-focused construction and preparation.

■ **Disaster Repair and Restore-** Disaster Repair and Restore involves the cleanup and restoration activities that take place after a disaster. This involves the cleanup and rebuilding of homes, buildings, roads, environmental resources, or infrastructure that may be damaged due to a disaster.

■ **Emergency Response-** Emergency Response involves the immediate actions taken to respond to a disaster. These actions include, but are not limited to, providing mobile telecommunications, operational support, power generation, search and rescue, and medical life saving actions.

ECONOMIC DEVELOPMENT- Economic Development includes the activities required to promote commercial/industrial development and to regulate the American financial industry to protect investors. It also includes the management and control of the domestic economy and the money supply, and the protection of intellectual property and innovation.

■ **Business and Industry Development –** Business and Industry Development supports activities related to the creation of economic and business opportunities and stimulus, and the promotion of financial and economic stability for corporations and citizens involved in different types of business.

■ **Industry Sector Income Stabilization –** Industry Sector Income Stabilization involves all programs and activities devoted to assisting adversely impacted industrial sectors (farming, commercial transportation, etc.) to ensure the continued availability of their services for the American public and the long-term economic stability of these sectors.

■ **Intellectual Property Protection -** Intellectual Property Protection involves all activities to protect and promote the ownership of ideas and control over the tangible or virtual representation of those ideas, including inventions and discoveries; literary and artistic works; and symbols, names, images, and designs used in commerce.

■ **Financial Sector Oversight-** Financial Sector Oversight involves the regulation of private sector firms and markets (stock exchanges, corporations, etc.) to protect investors from fraud, monopolies, and illegal behavior. This also includes deposit protection.

EDUCATION – Education refers to those activities that impart knowledge or understanding of a particular subject to the public. Education can take place at a formal school, college, university or other training program. This Line of Business includes all government programs that promote the education of the public, including both earned and unearned benefit programs.

■ **Elementary, Secondary, and Vocational Education-** Elementary, secondary, and vocational education refers to the provision of education in elementary subjects (reading and writing and arithmetic); education provided by a high school or college preparatory school; and vocational and technical education and training.

■ **Higher Education-** Higher Education refers to education beyond the secondary level; specifically, education provided by a college or university.

■ **Cultural and Historic Preservation -** Cultural and Historic Preservation involves all activities performed by the Federal Government to collect and preserve information and artifacts important to the culture and history of the United States and its citizenry and the education of U.S. citizens and the world.

■ **Cultural and Historic Exhibition -** Cultural and Historic Exhibition includes all activities undertaken by the U.S. government to promote education through the exhibition of cultural, historical, and other information, archives, art, etc.

ENERGY - Energy refers to all actions performed by the government to ensure the procurement and management of energy resources, including the production, sale and distribution of energy, as well as the management of spent fuel resources. Energy management includes all types of mass-produced energy (e.g., hydroelectric, nuclear, wind, solar, or fossil fuels). Also included in this Line of Business is the oversight of private industry.

■ **Energy Supply-** Energy Supply involves all activities devoted to ensuring the availability of an adequate supply of energy for the United States and its citizens.

■ **Energy Conservation and Preparedness-** Energy Conservation and Preparedness involves protection of energy resources from over-consumption to ensure the continued availability of fuel resources and to promote environmental protection. This Line of Business also includes measures taken to ensure the provision of energy in the event of an emergency.

■ **Energy Resource Management -** Energy Resource Management involves the management and oversight of energy producing resources including facilities, dams, land, and offshore resources.

■ **Energy Production-** Energy Production involves the transformation of raw energy resources into useable, deliverable energy.

ENVIRONMENTAL MANAGEMENT - Environmental Management includes all functions required to monitor the environment and weather, determine proper environmental standards and ensure their compliance, and address environmental hazards and contamination.

■ **Environmental Monitoring and Forecasting -** Environmental Monitoring and Forecasting involves the observation and prediction of environmental conditions. This includes but is not limited to the monitoring and forecasting of water quality, water levels, ice sheets, air quality, regulated and non-regulated emissions, as well as the observation and prediction of weather patterns and conditions.

■ **Environmental Remediation -** Environmental Remediation supports the immediate and long-term activities associated with the correcting and offsetting of environmental deficiencies or imbalances, including restoration activities.

■ **Pollution Prevention and Control –** Pollution Prevention and Control includes activities associated with identifying appropriate pollution standards and controlling levels of harmful substances emitted into the soil, water and atmosphere from man-made sources. Environmental mitigation projects are also included in this business line.

LAW ENFORCEMENT - Law Enforcement involves activities to protect people, places, and things from criminal activity resulting from non-compliance with U.S. laws. This includes patrols, undercover operations, response to emergency calls, as well as arrests, raids, and seizures of property.

■ **Criminal Apprehension** - Criminal apprehension involves activities associated with the tracking, arrest, detention, and transportation of groups or individuals believed to be responsible for committing Federal crimes.

■ **Criminal Investigation and Surveillance** - Criminal Investigation and Surveillance includes collecting evidence required to determine responsibility for a crime and monitoring and questioning affected parties.

■ **Citizen Protection** - Citizen Protection involves all activities performed to protect the general population of the United States from criminal activity.

■ **Crime Prevention** - Crime Prevention entails all efforts designed to create safer communities through the control and reduction of crime by addressing the causes of crime and reducing opportunities for crimes to occur.

■ **Leadership Protection** - Leadership Protection involves all activities performed to protect the health and well being of the president, vice-president, their families, foreign leaders and dignitaries, and other high-level government officials.

■ **Property Protection** - Property Protection entails all activities performed to ensure the security of civilian and government property as well as foreign diplomatic missions.

■ **Substance Control** - Substance Control supports activities associated with the enforcement of laws regarding legal substances (i.e., alcohol and tobacco) and illegal narcotics including trafficking, possession, sale, distribution, and other related activities.

LITIGATION AND JUDICIAL ACTIVITIES- Litigation and Judicial Activities refers to those activities relating to the administration of justice.

■ **Judicial Hearings** – Judicial Hearings includes activities associated with proceedings (usually by a court of law) where evidence is taken for the purpose of determining an issue of fact and reaching a decision based on that evidence.

■ **Legal Defense-** Legal Defense includes those activities associated with the representation of a defendant in a criminal or civil proceeding.

■ **Legal Investigation**- Legal Investigation includes activities associated with gathering information about a given party (government agency, citizen, corporation) that would be admissible in a court of law in an attempt to determine a legal question or matter.

■ **Legal Prosecution and Litigation**- Legal Prosecution and Litigation includes all activities involved with presenting a case in a legal proceeding both in a criminal or civil court of law in an attempt to prove guilt/responsibility.

■ **Resolution Facilitation** – Resolution Facilitation refers to those activities outside a court of law, such as mediation and arbitration, that may be used in an attempt to settle a dispute between two or more parties (government agency, citizen, corporation).

CORRECTIONAL ACTIVITIES- Correctional Activities involves all Federal activities that ensure the effective incarceration and rehabilitation of convicted criminals.

■ **Criminal Incarceration** - Criminal Incarceration includes activities associated with the housing, custody and general care of criminals serving time in penitentiaries.

■ **Criminal Rehabilitation** - Criminal Rehabilitation includes all government activities devoted to providing convicted criminals with the educational resources and life skills necessary to rejoin society as responsible and contributing members.

HEALTH - Health involves Federal programs and activities to ensure and provide for the health and well being of the public. This includes the direct provision of health care services and immunizations as well as the monitoring and tracking of public health indicators for the detection of trends and identification of widespread illnesses/diseases. It also includes both earned and unearned health care benefit programs.

■ **Illness Prevention -** Illness Prevention supports activities associated with the prevention and mitigation of illness and disease.

■ **Immunization Management -** Immunization Management includes all activities associated with the preparation, storage, and use of inoculations and vaccinations.

■ **Public Health Monitoring -** Public Health Monitoring involves activities associated with monitoring the public health and tracking the spread of disease.

■ **Health Care Services -** Health Care Services involves programs and activities that directly provide health and medical care to the American public, including both earned and unearned health care benefit programs.

■ **Consumer Health and Safety**- Consumer Health and Safety supports activities associated with the inspection, education, and evaluation of consumer products to assess the potential risks and dangers they may present to the consumer (both humans and animals), (i.e. food, cosmetics, pharmaceuticals, and other consumer products).

HOMELAND SECURITY- Homeland Security involves protecting the nation against terrorist attacks. This includes analyzing threats and intelligence, guarding borders and airports, protecting critical infrastructure, and coordinating the response emergencies. The Homeland Security Line of Business is defined by the President's Strategy on Homeland Security. Note: Some of the Critical Mission Areas from the President's strategy have already been identified in other Lines of Business in the BRM.

■ **Border and Transportation Security** – Border and Transportation Security includes appropriately facilitating or deterring entry and exit of people, goods, and conveyances at and between U.S. ports of entry, as well as ensuring the security of transportation and infrastructure networks, facilities, vehicles, and personnel within the United States.

■ **Key Asset and Critical Infrastructure Protection** – Key Asset and Critical Infrastructure Protection involves assessing key asset and critical infrastructure vulnerabilities and taking direct action to mitigate vulnerabilities, enhance security, and ensure continuity and necessary redundancy in government operations and personnel.

■ **Catastrophic Defense** – Catastrophic Defense involves the development of technological countermeasures (chemical, biological, radiological and nuclear [CBRN]) to terrorist threats, conducting laboratory testing on new and promising devices, and conducting basic and applied science that can lead to the development of countermeasures.

INCOME SECURITY – Income Security includes activities designed to ensure that members of the public are provided with the necessary means – both financial and otherwise – to sustain an adequate level of existence. This includes all benefit programs, both earned and unearned, that promote these goals for members of the public.

- **General Retirement and Disability-** General Retirement and Disability involves the development and management of retirement benefits, pensions, and income security for those who are retired or disabled.

- **Unemployment Compensation -** Unemployment Compensation provides income security to those who are no longer employed, while they seek new employment.

- **Housing Assistance -** Housing Assistance involves the development and management programs that provide housing to those who are unable to provide housing for themselves including the rental of single-family or multifamily properties, and the management and operation of federally supported housing properties.

- **Food and Nutrition Assistance-** Food and Nutrition Assistance involves the development and management of programs that provide food and nutrition assistance to those members of the public who are unable to provide for these needs themselves.

- **Survivor Compensation**- Survivor Compensation provides compensation to the survivors of individuals currently receiving or eligible to receive benefits from the Federal Government. This includes, but is not limited to, survivors such as spouses or children of veterans or wage earners eligible for social security payments.

INTELLIGENCE OPERATIONS- TBD

INTERNATIONAL AFFAIRS AND COMMERCE- International Affairs and Commerce involves the non-military activities that promote U.S. policies and interests beyond our national borders, including the negotiation of conflict resolution, treaties, and agreements. In addition, this function includes: foreign economic development and social/political development; diplomatic relations with other Nations; humanitarian, technical and other developmental assistance to key Nations; and global trade.

- **Foreign Affairs** - Foreign Affairs refers to those activities associated with the implementation of foreign policy and diplomatic relations, including the operation of embassies, consulates, and other posts; ongoing membership in international organizations; the development of cooperative frameworks to improve relations with other Nations; and the development of treaties and agreements.

- **International Development and Humanitarian Aid** - International Development and Humanitarian Aid refers to those activities related to the implementation of development and humanitarian assistance programs to developing and transitioning countries throughout the world. Development and aid may include technical assistance (the transfer of knowledge and expertise), and the delivery of equipment, commodities and urgent humanitarian assistance including food aid.

- **Global Trade-** Global Trade refers to those activities the Federal Government undertakes to advance worldwide economic prosperity by increasing trade through the opening of overseas markets and freeing the flow of goods, services, and capital.

NATURAL RESOURCES - Natural Resources includes all activities involved in conservation planning, land management, and national park/monument tourism that affect the nation's natural and recreational resources, both private and federal. Note: Energy-related natural resources are covered in the Energy Management line of business.

■ **Water Resource Management-** Water Resource Management includes all activities that promote the effective use and management of the nation's water resources. Notes: Environmental protection of water resources is included in the Environmental Management Line of Business. Hydroelectric energy production is included in the Energy Production Sub-Function.

■ **Conservation, Marine and Land Management-** Conservation, Marine and Land Management involves the responsibilities of surveying, maintaining, and operating public lands and monuments, as well as activities devoted to ensuring the preservation of land, water, wildlife, and natural resources, both domestically and internationally. It also includes the sustainable stewardship of natural resources on federally owned/controlled lands for commercial use (mineral mining, grazing, forestry, fishing, etc.).

■ **Recreational Resource Management and Tourism-** Recreational Resource Management and Tourism involves the management of national parks, monuments, and tourist attractions as well as visitor centers, campsites, and park service facilities.

■ **Agricultural Innovation and Services-** Agricultural Innovation and Services involves the creation and dissemination of better methods for farming and the development of better and healthier crops.

TRANSPORTATION - Transportation involves all federally supported activities related to the safe passage, conveyance, or transportation of goods and/or people.

■ **Air transportation -** Air Transportation involves the activities related to the safe passage of passengers or goods through the air. It also includes command and control activities related to the safe movement of aircraft through all phases of flight for commercial and military operations. Note: The protection of air transportation from deliberate attack is included in the Transportation Security Sub-Function in the Homeland Security Line of Business.

■ **Ground Transportation -** Ground Transportation involves the activities related to ensuring the availability of transit and the safe passage of passengers and goods over land. Note: The protection of ground transportation from deliberate attack is included in the Transportation Security Sub-Function in the Homeland Security Line of Business.

■ **Water Transportation** - Water Transportation involves the activities related to ensuring the availability of transit and the safe passage of passengers and goods over sea and water. Note: The protection of maritime transportation from deliberate attack is included in the Transportation Security Sub-Function in the Homeland Security Line of Business.

■ **Space Operations** - Space Operations involves the activities related to the safe launches/missions of passengers or goods into aerospace and includes commercial, scientific, and military operations.

WORKFORCE MANAGEMENT – Workforce Management includes those activities that promote the welfare of the Nation's workforce by improving their working conditions, advancing opportunities for profitable employment, and strengthening free collective bargaining.

■ **Training and Employment** - Training and Employment includes programs of job or skill training, employment services and placement, and programs to promote the hiring of marginal, unemployed, or low-income workers.

■ **Labor Rights Management** - Labor Rights Management refers to those activities undertaken to ensure that employees and employers are aware of and comply with all statutes and regulations concerning labor rights, including those pertaining to wages, benefits, safety and health, whistleblower, and nondiscrimination policies.

■ **Worker Safety-** Worker Safety refers to those activities undertaken to save lives, prevent injuries, and protect the health of America's workers.

GENERAL SCIENCE AND INNOVATION - General Science and Innovation includes all Federal activities to meet the national need to advance knowledge in this area. This includes general research and technology programs, space exploration activities, and other research and technology programs that have diverse goals and cannot be readily classified into another Line of Business or Sub-function.

■ **Scientific and Technological Research and Innovation -** Scientific Innovation includes all federal activities whose goal is the creation of new scientific and/or technological knowledge as a goal in itself, without a specific link to the other Lines of Business or Sub-Functions of the BRM. NOTE: Research and development programs that directly support another Service for Citizen should not be included here.

■ **Space Exploration and Innovation**– Space Exploration and Innovation includes all activities devoted to innovations directed at human and robotic space flight and the development and operation of space launch and transportation systems, and the general research and exploration of outer space.

MODE OF DELIVERY

THE MODE OF DELIVERY DEFINITION

THE **MODE OF DELIVERY** BUSINESS AREA DESCRIBES THE MECHANISMS THE GOVERNMENT USES TO ACHIEVE THE PURPOSE OF GOVERNMENT, OR ITS SERVICES FOR CITIZENS. IT INCLUDES FINANCIAL VEHICLES, DIRECT GOVERNMENT DELIVERY, AND INDIRECT GOVERNMENT DELIVERY.
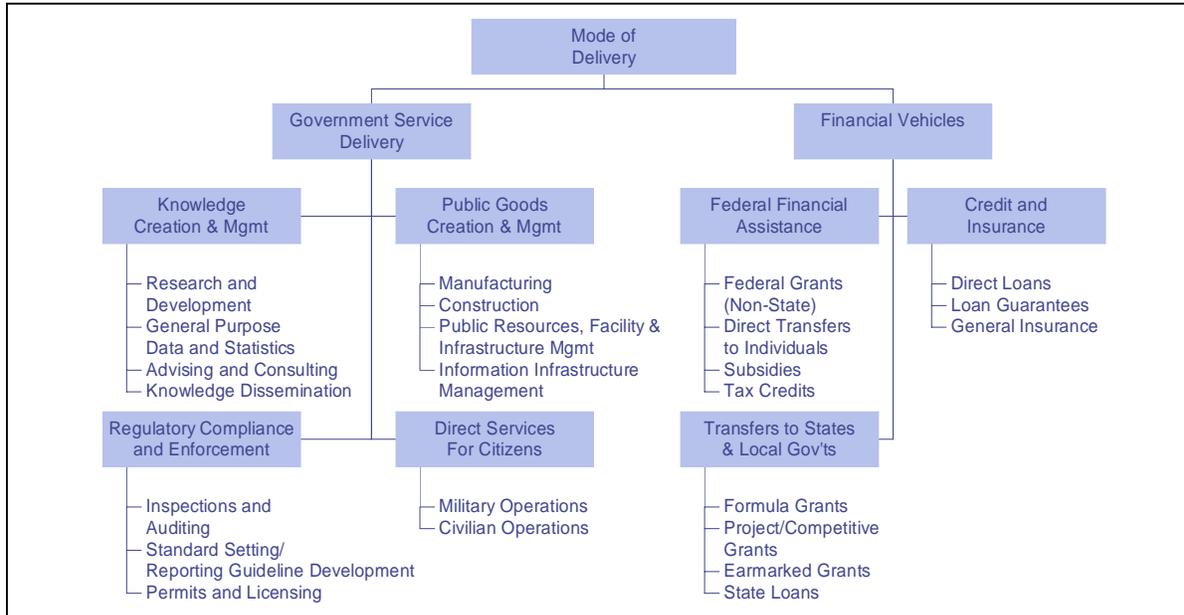
Figure 4: The "Mode of Delivery" Business Area

GOVERNMENT SERVICE DELIVERY

Government Service Delivery includes all modes of delivery in which government employees (or contracted employees) perform tasks that directly support the improvement of a Service for Citizen as defined in the BRM. This does not include the management of processes in which federal funds are distributed or federal credit and insurance programs are leveraged to promote Services for Citizens (these are included in the Financial Vehicles Mode of Delivery).

KNOWLEDGE CREATION AND MANAGEMENT – Knowledge Creation and Management involves the programs and activities in which the Federal Government creates or develops a body or set of knowledge, the manipulation and analysis of which can provide inherent benefits for both the Federal and private sector.

◾ **Research and Development-** Research and Development involves the gathering and analysis of data, dissemination of results, and development of new products, methodologies, and ideas.

◾ **General Purpose Data and Statistics –** General Purpose Data and Statistics includes activities performed in providing empirical, numerical, and related data and information pertaining to the current state of the nation in areas such as the economy, labor, weather, international trade, etc.

■ **Advising and Consulting-** Advising and Consulting involves the guidance and consultative services provided by the Federal Government to support the implementation of a specific Service for Citizen.

■ **Knowledge Dissemination –** Knowledge Dissemination addresses those instances where the primary method used in delivering a service is through the publishing or broadcasting of information, such as the Voice of America or web-based museums maintained by the Smithsonian. It is not intended to address circumstances where the publication of information is a by-product of the actual mode of delivery. For example, an agency might perform research (the mode of delivery) addressing a particular service for citizen (for example environmental management) and as a result publish a report on the findings. In this instance, the research would be the mode of delivery and publishing the report would be a Support Delivery of Service.

PUBLIC GOODS CREATION & MANAGEMENT – The construction, manufacturing, administration, and/or management of goods, structures, facilities, common resources, etc. used for the general well being of the American public or society at large.

■ **Manufacturing-** Manufacturing involves all programs and activities in which the Federal Government produces both marketable and non-marketable goods.

■ **Construction-** Construction involves all programs and activities in which the Federal Government builds or constructs facilities, roads, dams, etc.

■ **Public Resources, Facilities, & Infrastructure Management-** Public Resources, Facilities & Infrastructure Management involves the management and maintenance of Government-owned capital goods and resources (natural or otherwise) on behalf of the public, usually with benefits to the community at large as well as to the direct user. Examples of facilities and infrastructure include schools, roads, bridges, dams, harbors, and public buildings. Examples of resources include parks, cultural artifacts and art, endangered species, oil reserves, etc.

■ **Information Infrastructure Management-** Information Infrastructure Management involves the management and stewardship of a type of information by the Federal Government and/or the creation of physical communication infrastructures on behalf of the public in order to facilitate communication. This includes the management of large amounts of information (e.g., environmental and weather data, criminal records, etc.), the creation of information and data standards relating to a specific type of information (patient records), and the creation and management of physical communication infrastructures (networks) on behalf of the public. Note: Information infrastructures for government use are not included here.

REGULATORY COMPLIANCE AND ENFORCEMENT- Regulatory Compliance and Enforcement involves the direct monitoring and oversight of a specific individual, group, industry, or community participating in a regulated activity via market mechanisms, command and control features, or other means to control or govern conduct or behavior.

■ **Inspections & Auditing –** Inspections and Auditing involves the methodical examination and review of regulated activities to ensure compliance with standards for regulated activity.

■ **Standard Setting / Reporting Guideline Development –** Standard Setting/Reporting Guideline Development involves the establishment of allowable limits associated with a regulated activity and the development of reporting requirements necessary to monitor and control compliance with allowable limits. This includes the development of requirements for product sampling and testing, emissions monitoring and control, incident reporting, financial filings, etc.

■ **Permits and Licensing** – Permits and Licensing involves activities associated with granting, re-voking, and the overall management of the documented authority necessary to perform a regu-lated task or function.

DIRECT SERVICES FOR CITIZENS–The delivery of a good or service to (or on behalf of) the citizenry by the Federal Government with no other intervening persons, conditions, or organizations.

■ **Military Operations**- TBD

■ **Civilian Operations**- Civilian Operations describes the direct provision of a non-military service for the citizen by government employees.

FINANCIAL VEHICLES

Financial Vehicles involve those monetary exchanges or transactions between Federal Government enti-ties as well as between the Federal Government and non-Federal entities as a means to accomplishing a Federal goal or objective.

FEDERAL FINANCIAL ASSISTANCE- The provision of earned and unearned financial or monetary-like benefits to individuals, groups, or corporations

■ **Federal Grants (Non-State)**- Federal Grants involve the disbursement of funds by the Federal Government to a non-Federal entity to help fund projects or activities. This includes the processes associated with grant administration, including the publication of funds availability notices, de-velopment of the grant application guidance, determination of grantee eligibility, coordination of the peer review/evaluation process for competitive grants, the transfer of funds, and the moni-toring/oversight as appropriate.

■ **Direct Transfers to Individuals-** Direct Transfers to Individuals involves the disbursement of funds from the Federal Government directly to beneficiaries (individuals or organizations) who satisfy Federal eligibility requirements with no restrictions imposed on the recipient as to how the money is spent. Direct Transfers include both earned and unearned Federal Entitlement programs such as Medicare, Social Security, unemployment benefits, etc.

■ **Subsidies-** Subsidies involve Federal Government financial transfers that reduce costs and/or increase revenues of producers.

■ **Tax Credits -**Tax Credits allow a special exclusion, exemption, or deduction from gross income or which provide a special credit, a preferential rate of tax, or a deferral of tax liability designed to encourage certain kinds of activities or to aid taxpayers in special circumstances.

TRANSFERS TO STATES AND LOCAL GOVERNMENTS- Transfers to States and Local Governments involves the transfer of funds or financial assistance from the Federal government to State and Local governments and Indian tribes.

■ **Formula Grants -** Formula Grants involves the allocation of money to States or their subdivisions in accordance with distribution formulas prescribed by law or administrative regulation, for activi-ties of a continuing nature.

■ **Project/Competitive Grants -** Project/Competitive Grants involves the funding, for fixed or known periods, of projects. Project/Competitive grants can include fellowships, scholarships, research grants, training grants, traineeships, experimental and demonstration grants, evaluation grants, planning grants, technical assistance grants, survey grants, and construction grants.

■ **Earmarked Grants -** Earmarked Grants involves the distribution of money to State and Local Governments for a named purpose or service usually specifically noted by Congress in appropriations language, or other program authorizing language.

■ **State Loans-** State Loans involve all disbursement of funds by the Government to a State or Local Government (or Indian Tribe) entity under a contract that requires the repayment of such funds with or without interest.

CREDIT AND INSURANCE – Credit and Insurance involves the use of government funds to cover the subsidy cost of a direct loan or loan guarantee or to protect/indemnify members of the public from financial losses.

■ **General Insurance-** General Insurance involves providing protection to individuals or entities against specified risks. The specified protection generally involves risks that private sector entities are unable or unwilling to assume or subsidize and where the provision of insurance is necessary to achieve social objectives.

■ **Loan Guarantees-** Loan guarantees involve any guarantee, insurance, or other pledge with respect to the payment of all or a part of the principal or interest on any debt obligation of a non-Federal borrower to a non-Federal lender, but does not include the insurance of deposits, shares, or other withdrawable accounts in financial institutions.

■ **Direct Loans**- Direct loans involve a disbursement of funds by the Government to a non-Federal borrower under a contract that requires the repayment of such funds with or without interest.

SUPPORT DELIVERY OF SERVICES

SUPPORT DELIVERY OF SERVICES DEFINITION

SUPPORT DELIVERY OF SERVICES PROVIDES THE CRITICAL POLICY, PROGRAMMATIC AND MANAGERIAL FOUNDATION TO SUPPORT FEDERAL GOVERNMENT OPERATIONS.
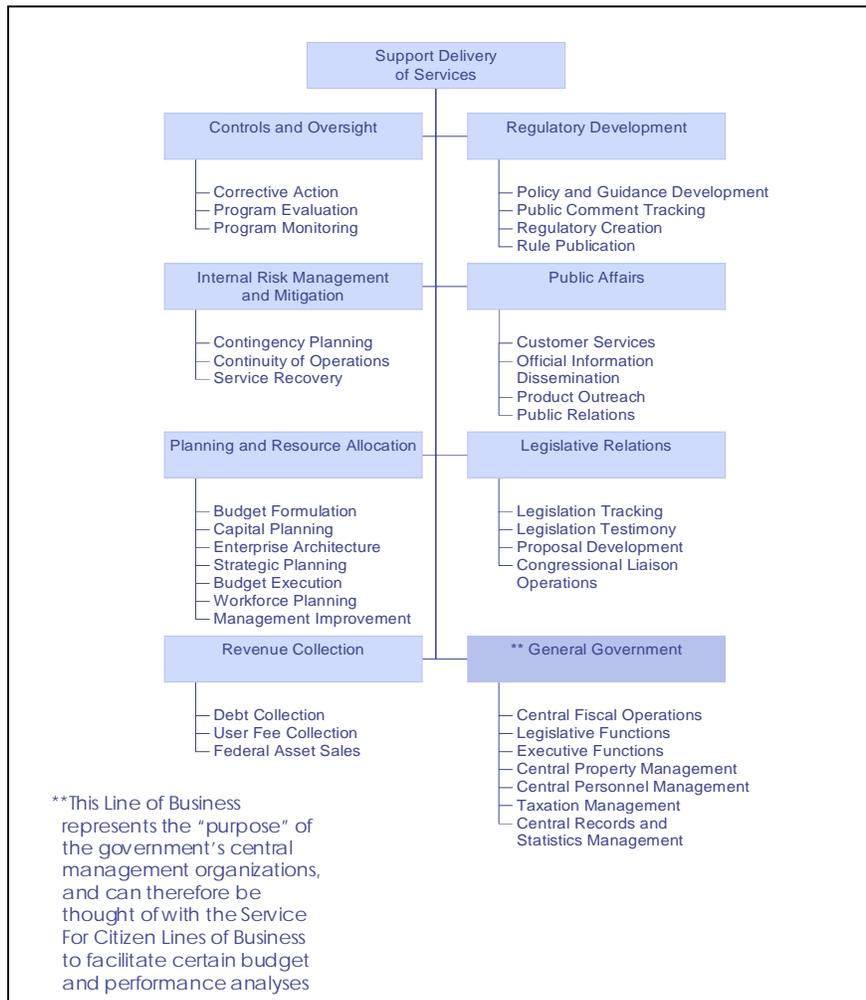
Figure 5: The "Support Delivery of Services" Business Area

CONTROLS AND OVERSIGHT - Controls and Oversight ensures that the operations and programs of the Federal Government and its external business partners comply with applicable laws and regulations and prevent waste, fraud, and abuse.

■ **Corrective Action** - Corrective Action involves the enforcement of activities to remedy internal or external programs that have been found non-compliant with a given law, regulation, or policy.

■ **Program Evaluation** – Program Evaluation involves the analysis of internal and external program effectiveness and the determination of corrective actions as appropriate.

■ **Program Monitoring** - Program Monitoring involves the data-gathering activities required to determine the effectiveness of internal and external programs and the extent to which they comply with related laws, regulations, and policies.

INTERNAL RISK MANAGEMENT AND MITIGATION - Internal Risk Management and Mitigation involves all activities relating to the processes of analyzing exposure to risk and determining appropriate counter-measures.

■ **Contingency Planning** - Contingency Planning involves the actions required to plan for, respond to, and mitigate damaging events.

■ **Continuity Of Operations** - Continuity of Operations involves the activities associated with the identification of critical systems and processes, and the planning and preparation required to ensure that these systems and processes will be available in the event of a catastrophic event.

■ **Service Recovery** - Service Recovery involves the internal actions necessary to develop a plan for resuming operations after a catastrophic event occurs.

LEGISLATIVE RELATIONS - Legislative Relations involves activities aimed at the development, tracking, and amendment of public laws through the legislative branch of the Federal Government.

■ **Legislation Tracking –** Legislation Tracking involves monitoring legislation from introduction to enactment.

■ **Legislation Testimony** - Legislation Testimony involves activities associated with providing testimony/evidence in support of, or opposition to, legislation.

■ **Proposal Development** – Proposal Development involves drafting proposed legislation that creates or amends laws subject to Congressional action.

■ **Congressional Liaison Operations-** Congressional Liaison Operations involves all activities associated with supporting the formal relationship between a Federal Agency and the U.S. Congress.

REGULATORY DEVELOPMENT - Regulatory Development involves activities associated developing regulations, policies, and guidance to implement laws.

■ **Policy and Guidance Development** - Policy and Guidance Development involves the creation and dissemination of guidelines to assist in the interpretation and implementation of regulations.

■ **Public Comment Tracking** - Public Comment Tracking involves the activities of soliciting, maintaining, and responding to public comments regarding proposed regulations.

■ **Regulatory Creation** - Regulatory Creation involves the activities of researching and drafting proposed and final regulations.

■ **Rule Publication** - Rule Publication includes all activities associated with the publication of a proposed or final rule in the Federal Register and Code of Federal Regulations.

PLANNING AND RESOURCE ALLOCATION - Planning and Resource Allocation involves the activities of determining strategic direction, identifying and establishing programs and processes, and allocating resources (capital and labor) among those programs and processes.

◼ **Budget Formulation** - Budget Formulation involves involves all activities undertaken to determine priorities for future spending and to develop an itemized forecast of future funding and expenditures during a targeted period of time. This includes the collection and use of performance information to assess the effectiveness of programs and develop budget priorities.

◼ **Capital Planning** - Capital Planning involves the processes for ensuring that appropriate investments are selected for capital expenditures.

◼ **Enterprise Architecture** - Enterprise Architecture is an established process for describing the current state and defining the target state and transition strategy for an organization's people, processes, and technology.

◼ **Strategic Planning** - Strategic Planning entails the determination of annual and long-term goals and the identification of the best approach for achieving those goals.

◼ **Budget Execution** – Budget Execution involves day-to-day requisitions and obligations for agency expenditures, invoices, billing dispute resolution, reconciliation, service level agreements, and distributions of shared expenses.

◼ **Workforce Planning-** Workforce Planning involves the processes for identifying the workforce competencies required to meet the agency's strategic goals and for developing the strategies to meet these requirements.

◼ **Management Improvement** - Management Improvement includes all efforts to gauge the ongoing efficiency of business processes and identify opportunities for reengineering or restructuring.

PUBLIC AFFAIRS - Public Affairs involves the exchange of information and communication between the Federal Government, citizens and stakeholders in direct support of citizen services, public policy, and/or national interest.

◼ **Customer Services** - Customer Services supports activities associated with providing an agency's customers with information regarding the agency's service offerings and managing the interactions and relationships with those customers.

◼ **Official Information Dissemination** – Official Information Dissemination includes all efforts to provide official government information to external stakeholders through the use of various types of media, such as video, paper, web, etc.

◼ **Product Outreach** - Product Outreach relates to the marketing of government services products, and programs to the general public in an attempt to promote awareness and increase the number of customers/beneficiaries of those services and programs.

◼ **Public Relations -** Public Relations involves the efforts to promote an organization's image through the effective handling of citizen concerns.

REVENUE COLLECTION - Revenue Collection includes the collection of Government income from all sources. Note: Tax collection is accounted for in Taxation Management Sub-Function in the General Government Line of Business.

■ **Debt Collection** - Debt Collection supports activities associated with the collection of money owed to the U.S. government from both foreign and domestic sources.

■ **User Fee Collection** -User fee collection involves the collection of fees assessed on individuals or organizations for the provision of Government services and for the use of Government goods or resources (i.e. National Parks).

■ **Federal Asset Sales** - Federal Asset Sales encompasses the activities associated with the acquisition, oversight, tracking, and sale of non-internal assets managed by the Federal Government with a commercial value and sold to the private sector.

GENERAL GOVERNMENT - General Government involves the general overhead costs of the Federal Government, including legislative and executive activities; provision of central fiscal, personnel, and property activities; and the provision of services that cannot reasonably be classified in any other Line of Business. As a normal rule, all activities reasonably or closely associated with other Lines of Business or Sub-Functions shall be included in those Lines of Business or Sub-Functions rather than listed as a part of general government. This Line of Business is reserved for central government management operations; agency-specific management activities would not be included here.

■ **Central Fiscal Operations** - Central Fiscal Operations includes the fiscal operations that the Department of Treasury performs on behalf of the Government. Note: Tax-related functions are included within the Taxation Management Sub-Function.

■ **Legislative Functions -** Legislative functions include the costs of the Legislative Branch except for the Tax Court, the Library of Congress, and the Government Printing Office revolving fund.

■ **Executive Functions -** Executive Functions involve the Executive Office of the President.

■ **Central Property Management -** General Property Management involves most of the operations of the General Services Administration.

■ **Central Personnel Management -** Central Personnel Management involves most of the operating costs of the Office of Personnel Management and related agencies.

■ **Taxation Management –** Taxation Management includes activities associated with the implementation of the Internal Revenue Code and the collection of taxes in the United States and abroad.

■ **Central Records and Statistics Management**- Central Records and Statistics Management involves the operations surrounding the management of official documents, statistics, and records for the entire Federal Government. This Sub-Function is intended to include the management of records and statistics for the Federal government as a whole, such as the records management performed by NARA or the statistics and data collection performed by the Bureau of the Census. Note: Many agencies perform records and statistics management for a particular business function and as such should be mapped to that line of business. The Central Records and Statistics Management is intended for functions performed on behalf of the entire Federal government.

MANAGEMENT OF GOVERNMENT RESOURCES

MANAGEMENT OF GOVERNMENT RESOURCES DEFINITION

MANAGEMENT OF GOVERNMENT RESOURCES REFERS TO THE BACK OFFICE SUPPORT ACTIVITIES THAT ENABLE THE GOVERNMENT TO OPERATE EFFECTIVELY
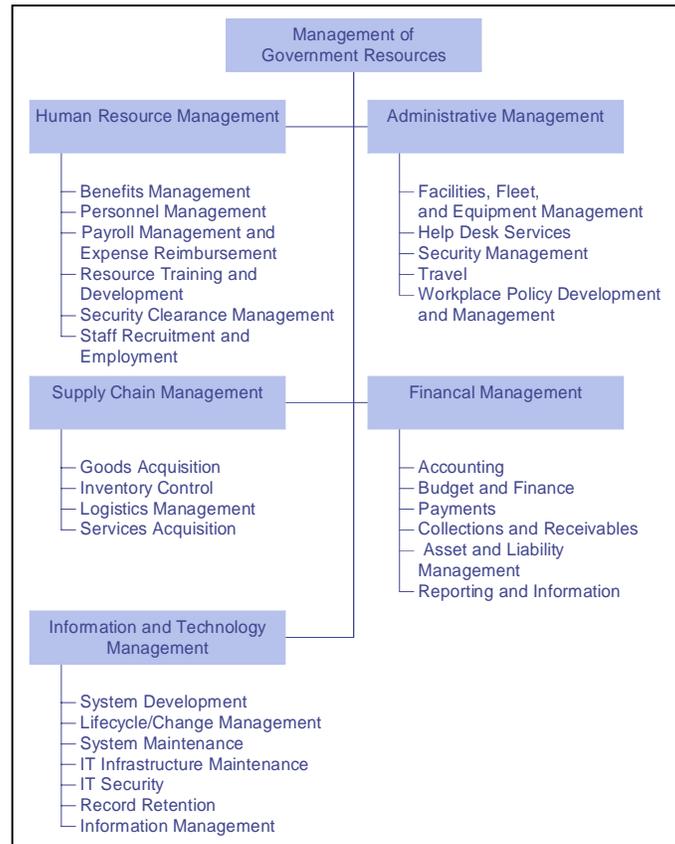
Figure 6: The "Management of Government Resources" Business Area

ADMINISTRATIVE MANAGEMENT – Administrative Management involves the day-to-day management and maintenance of the internal infrastructure.

■ **Facilities, Fleet, And Equipment Management** – Facilities, Fleet, and Equipment Management involves the maintenance, administration, and operation of office buildings, fleets, machinery, and other capital assets that are possessions of the Federal Government.

■ **Help Desk Services** - Help Desk Services involves the management of a service center to respond to government and contract employees' technical and administrative questions.

■ **Security Management** - Security Management involves the physical protection of an organization's personnel, assets, and facilities.

■ **Travel** - Travel involves the activities associated with planning, preparing, and monitoring of business related travel for an organization's employees.

■ **Workplace Policy Development And Management** - Workplace Policy Development and Management includes all activities required to develop and disseminate workplace policies such as dress codes, time reporting requirements, telecommuting, etc.

FINANCIAL MANAGEMENT – The use of financial information to measure, operate and predict the effectiveness and efficiency of an entity's activities in relation to its objectives. The ability to obtain and use such information is usually characterized by having in place policies, practices, standards, and a system of controls that reliably capture and report activity in a consistent manner.

■ **Accounting-** Accounting entails accounting for assets, liabilities, fund balances, revenues and expenses associated with the maintenance of Federal funds and expenditure of Federal appropriations (Salaries and Expenses, Operation and Maintenance, Procurement, Working Capital, Trust Funds, etc.), in accordance with applicable Federal standards (FASAB, Treasury, OMB, GAO, etc.).

■ **Budget and Finance -** Budget and Finance includes the management of the Federal budget process including the development of plans and programs, budgets, and performance outputs and outcomes as well as financing Federal programs and operations through appropriation and apportionment of direct and reimbursable spending authority, fund transfers, investments and other financing mechanisms.

■ **Payments** - Payments include disbursements of Federal funds, via a variety of mechanisms, to Federal and private individuals, Federal agencies, state, local and international Governments, and the private sector, to effect payment for goods and services, or distribute entitlements, benefits, grants, subsidies, loans, or claims.

■ **Collections and Receivables -** Collections and Receivables includes deposits, fund transfers, and receipts for sales or service.

■ **Asset and Liability Management -** Assets and Liability Management provide accounting support for the management of assets and liabilities of the Federal government.

■ **Reporting and Information-** Reporting and Information includes providing financial information, reporting and analysis of financial transactions.

HUMAN RESOURCE MANAGEMENT - Human Resource Management involves all activities associated with the recruitment and management of personnel.

■ **Benefits Management -** Benefits Management involves the administration of entitled benefits for Federal personnel such as retirement, medical, disability, and insurance.

■ **Personnel Management** –Personnel Management involves the general management of the federal workforce, including but not limited to functions such as personnel action processing, employee tracking, position classification and management, discipline/grievance, advancement and awards, labor relations, etc.

■ **Payroll Management and Expense Reimbursement** - Payroll Management and Expense Reimbursement involves the administration and determination of Federal employee compensation. Note: See Payments Sub-Function for the actual payment of salary and expenses.

■ **Resource Training And Development** - Resource Training and Development refers to the active building of competencies in staff members through formal, technical, or other means of education.

■ **Security Clearance Management** - Security Clearance Management refers to the processes associated with ensuring employees, contractors, and others have been approved to enter Federal buildings, utilize Federal services, and access sensitive information. This includes eligibility determination, badge issuance, clearance tracking, and security verification services.

■ **Staff Recruitment And Employment** - Staff Recruitment and Employment refers to the active marketing and hiring of personnel to capitalize on opportunities and fill vacancies within an organization as well as the activities focused on retaining staff.

INFORMATION AND TECHNOLOGY MANAGEMENT – Information and Technology Management involves the coordination of information technology resources and systems required to support or provide a citizen service.

■ **Lifecycle/Change Management** – Lifecycle/Change Management involves the processes that facilitate a smooth evolution, composition, and workforce transition of the design and implementation of changes to agency resources such as assets, methodologies, systems, or procedures.

■ **System Development** - System Development supports all activities associated with the in-house design and development of software applications.

■ **System Maintenance** - System Maintenance supports all activities associated with the maintenance of in-house designed software applications.

■ **IT Infrastructure Maintenance** - IT Infrastructure Maintenance involves the planning, design, and maintenance of an IT Infrastructure to effectively support automated needs (i.e. platforms, networks, servers, printers, etc.).

■ **IT Security**- IT Security involves all functions pertaining to the securing of Federal data and systems through the creation and definition of security policies, procedures and controls covering such services as identification, authentication, and non-repudiation.

■ **Record Retention** - Records Retention involves the operations surrounding the management of the official documents and records for an agency.

■ **Information Management** - Information Management involves the coordination of information collection, storage, and dissemination, and destruction as well as managing the policies, guidelines, and standards regarding information management.

SUPPLY CHAIN MANAGEMENT - Supply Chain Management involves the purchasing, tracking, and overall management of goods and services.

■ **Goods Acquisition -** Goods Acquisition involves the procurement of physical goods, products, and capital assets to be used by the Federal government.

■ **Inventory Control** - Inventory Control refers to the tracking of information related to procured assets and resources with regard to quantity, quality, and location.

■ **Logistics Management** - Logistics Management involves the planning and tracking of personnel and their resources in relation to their availability and location.

■ **Services Acquisition** - Services Acquisition involves the oversight and/or management of contractors and service providers from the private sector.

2. Using the BRM

FEAPMO

USING THE BRM

One of the key features of the President's 2003 E-Government Strategy is the integration of IT investments across agencies around common users of government services and technologies (i.e, individuals, businesses, other governments or federal employees). The Business Reference Model provides the underlying foundation to support this cross-agency integration of IT investment and service delivery. The "functional" (as opposed to organizational) framework that characterizes the BRM provides a new way of thinking about the government's services and the functional commonalities that exist across organizations.

While the BRM does provide an improved way of thinking about government operations, the BRM is only a model; its true utility can only be realized when it is effectively used. The functional approach promoted by the BRM will do little to help accomplish the goals of the E-Government Strategy if it is not incorporated into the management processes of the federal agencies and OMB. This chapter summarizes the processes associated with BRM management and use, describes how the BRM will be incorporated into the government's annual budget formulation process, and characterizes stakeholder roles and responsibilities.

STAKEHOLDERS

This section is devoted to describing, at a high level, the various uses of the BRM from the point of view of its key stakeholders. It is important to note that this chapter does not intend to serve as the only guidance that will be issued on the use of the model. FEA-PMO guidance documents, OMB Memorandum and Circulars, and other means will be used to provide specific guidance

on the use of the model at key times throughout the year. All official guidance will be posted to the OMB website, at www.omb.gov.

Office of Management and Budget

The BRM can significantly improve citizen services by highlighting opportunities that integrate agency operations and IT investments along common Lines of Business. The BRM illustrates where multiple agencies (and their IT investments) support common Lines of Business. OMB has a responsibility to ensure that agencies that play a role in the same Lines of Business are not creating duplicative technology investments to meet similar business needs.

OMB will use the FEA to analyze investments in information technology to identify:

- What agencies share common business functions, processes, and activities;

- What budget requests support duplicative business functions and information systems; and

- Where the government is investing money on redundant capabilities, including work under the human capital strategy;

- How IT investment is supporting the achievement of performance goals

Each year, OMB will analyze the BRM to identify areas of the BRM that are ripe for cross-agency collaboration and warrant the submission of joint (multi-agency) Exhibit 300s. Each September, once agencies have submitted their budget requests, OMB analysts will map all IT investment business cases (Exhibit 300s) against the BRM to identify possible redundancies and additional opportunities for collaboration. OMB budget examiners will leverage these mappings during the fall review process in order to facilitate their own cross-agency analyses and to determine the best way to invest funds to achieve performance outcomes. The result will be the identification of opportunities to save money by taking advantage of the economies of scale offered by cross-organizational collaboration and to improve and simplify the delivery of services to the citizen.

Agencies

Agencies should use the BRM to inform their own EA business architectures and to guide the development and submission of business cases. The result should be improved quality of service at a lower cost.

- Agencies first use the BRM to describe their operations and to describe the Lines of Business/Internal Functions and Sub-Functions supported by their IT investments.

- Agencies determine if other agencies play a role in their Lines of Business/Internal Functions and investigate opportunities for collaboration.

- ■ OMB will also use the BRM and business case information to identify opportunities for cross-agency collaboration.

- ■ Whether self-identified or OMB-led, Joint business cases are developed and described in terms of the BRM.

Further explanation of key processes is provided below.

Using the BRM to Submit Business Cases

Beginning with the President's FY 2005 Budget Preparation process, agencies must align their budget requests with the President's Management Agenda, Federal E-Government initiatives, and the Federal Enterprise Architecture. Specifically relating to architecture, agencies must map their major IT capital investments to the business lines identified in the BRM, and describe how their initiatives support the BRM Lines of Business and Sub-Functions.

As agency IT investment requests are being prepared, agencies should use the BRM to identify the lines of business that they support. CIOs, building on their Enterprise Architecture work, should then identify the key IT investments that contribute to these lines of business. CIOs should directly, or in conjunction with line of business personnel, review the BRM data as presented in the Federal Enterprise Architecture Management System (FEAMS) to identify other agencies that are performing similar lines of business and compare their investment requests to the current or planned IT capabilities of the overlapping agency. Where an opportunity may exist for collaboration, agencies should begin communication prior to the development and submission of their own, separate business cases.

Using the BRM to submit joint Business Cases

On August 6, 2002, OMB issued its first guidance on the submission of joint business cases in support of the FY'04 budget process. The guidance related to the revised OMB Circular A-11, signed by the Director on June 27th of that year, which required that agencies make every attempt to submit joint requests (using the Exhibit 300) that consolidate or align overlapping IT budget requests.

The managing partner (lead agency) will take the lead for the business case and capital asset plan to include managing it through the agency capital planning and budget process and submitting the business case to OMB. The partnering agencies' information on funding and milestones is reflected in the project and funding plan section of the Exhibit 300. The project and funding plan will identify all participating agencies, the milestones they are responsible for, and the appropriation/funding source information for the partner agencies.

Partnering agencies will reflect a line item on their Agency IT Investment Portfolio (Exhibit 53) indicating that the funds are part of a multi-agency business case. The description provided on their Agency IT Investment Portfolio will describe where to find the business case in the managing partner's budget submission. Partnering agencies should ensure that their collaboration is indicated in the appropriate sections of the business case before it is submitted to OMB.

Using the BRM to help define Agency Business Architectures

While OMB is not mandating that the FEA BRM serve as the foundation for every agency's EA business architecture, agencies should invest time in mapping their business architectures to the FEA model. This will serve two purposes. First, it simplifies the Exhibit 300 mappings required for budget submissions. Second, it helps agencies identify those areas of the Federal BRM that re-

quire modification. To clarify, if an agency cannot find a clean fit for some of its business processes in the Federal BRM, they should suggest changes to the model, following the procedure discussed in Chapter 3 of this document. In this respect, agencies will be improving the utility of the model for themselves, the FEA-PMO, and the larger architecture audience.

Using the BRM to Drive Business Line Architectures

As the business-line approach of the BRM begins to take hold in agencies' capital planning efforts, and as agencies begin to work together along business lines, the FEA-PMO hopes that agencies will begin to drive the direction of these areas of the BRM through the definition of Business Line Architectures. For example, if four agencies are involved in a certain line of business, they will work together to: (1) improve the BRM Sub-Functions; (2) define the desired performance outcomes for the Business Line; (3) design IT solutions that span across their own organizational boundaries; and (4) better serve the citizen.

Congress

The legislative framework for performance-based management, in particular the Government Performance Results Act (GPRA), is aimed in part at providing Congress with a clearer picture of what results agencies intend to achieve, how much they intend to spend to achieve those results, and whether those results were actually achieved. Consistent with this, the President's Management Agenda focuses on integrating budget and performance – an important driver to this end.

The FEA-PMO is developing a Performance Reference Model (PRM) to help agencies characterize the performance of their major IT initiatives. The PRM will be a tool agencies can use to articulate IT performance in terms of outputs and outcomes. This information can then be used in the existing budget process to more clearly articulate results and measurably demonstrate whether they have been achieved. The PRM will provide a means for measuring Federal outcomes and outputs within the framework of the FEA Business Reference Model. The alignment of BRM Version 2.0 with the Budget Function Classifications, which Congress and OMB use to describe the President's Budget, will simplify this process. This will provide the Congress with more robust and higher quality performance information it can use to enhance budget decision-making and oversight.

IT Vendors and Service Providers

The BRM will provide IT vendors with a better understanding of the work that the Federal government performs in support of its mission areas and programs. It will enable IT vendors and service providers to more quickly identify and leverage business-driven solutions to address agency specific, and cross-agency requirements for IT capabilities and components. And, in concert with the other reference models to be released in FY 2003, the BRM will help to promote and sustain interoperability and provide for unimpeded business transactions, transfers, and information exchanges.

Over time, the FEA-PMO expects IT vendors and service providers to develop products, services, and other offerings that will help the Federal government to achieve higher levels of operational performance and more citizen-focused outcomes along functional, as opposed to organizational, business lines. Indeed, the FEA-PMO hopes the BRM and other reference models will help to forge a stronger level of commitment and government–industry partnership to make government work better.

THE ANNUAL BUDGET PROCESS

The President's 2004 budget highlighted the importance of integrating enterprise architecture with the government's overall capital planning process:

> *"The Government will continue to incorporate enterprise architecture criteria into the regular process of developing joint IT investment proposals as well as to use the budget process to reduce duplicative spending."*
>
> Source: "Analytical Perspectives, Budget of the United States Government, Fiscal Year 2004"

The FEA-PMO recognizes the importance of institutionalizing the BRM into the annual budget formulation process, but it must be done correctly. This includes providing the BRM to all affected stakeholders in the right format and at the right time. The BRM will be of little use to the agencies if the model and OMB's related guidance are issued after the agencies have completed major phases of their own capital planning processes. The FEA-PMO will work to ensure that the true value of the BRM, and the FEA as a whole, is realized through early and clear communication of annual BRM updates and guidance.

Release of the Annual BRM Revision

The budget formulation process begins one-and-a-half to two years prior to the beginning of the fiscal year to which the planning activities are devoted. This means that in January (and in some cases even earlier), agencies are developing the strategic priorities for their budget submissions to OMB later that September, which will result in funding allocations for the following October.

The BRM must be released at the earliest stages of this process in order to provide its full utility. The FEA-PMO believes that mid-spring is a reasonable and useful deadline for the release of the annual revision to the BRM. This will give the FEA-PMO the time required to respond to the comments received on the previous year's model, while providing agencies with ample time to incorporate the new model's revisions into their own EA and capital planning processes and systems for the upcoming year. While mid-spring is the predicted time frame for BRM release, if the model is ready for release earlier in the year, the FEA-PMO will release it.

Annual Budget Timeline

The following pages provide a high-level timeline for the OMB/agency budget formulation process with special focus on key milestones for the annual release, use, and update of the BRM. The timeline covers three calendar years, each loosely corresponding to major phases of the budget process – formulation, congressional, and execution.

Key milestones specifically associated with the release of the BRM have been highlighted on the timeline. These milestones are further discussed in the tables that follow the timeline.

FY '05 Budget Process (Segment 1)

Formulation Phase.............. Formulation Phase.............. Formulation Phase.............. Formulation Phase.............. Formulation Phase.............. Formulation Phase..........

OMB

FY '05 budget formulation begins

OMB issues guidance on the submission of joint business cases for IT investments ③

OMB issues Spring planning guidance

OMB identifies LOBs for joint business cases ⑧

OMB analyzes Budget Exhibits ⑩

OMB and Agencies discuss budget issues and options

OMB issues A-11

Fiscal year '04 Begins

"Passback"

OMB releases draft revised BRM for next year's budget formulation process ⑫

OMB releases Revised Business Reference Model (BRM) ②

Fall Review

A-11 and FEA Training ⑥

Jan '03   Feb   Mar   Apr   May   Jun   Jul   Aug   Sep   Oct   Nov   Dec   Jan '04

Agencies determine budget priorities and performance issues for FY '05 ①

Agencies conduct internal investment reviews ④

Agencies finalize budget requests

Fiscal year '04 Begins

- All Agencies enter MAX data
- Agencies may appeal budget decisions to OMB & President
- Agencies resubmit approved Exhibit 300s and 53s

Exhibit 300s developed by Agencies ⑤

Agencies suggest projects for joint business cases using the BRM ⑦

- Agencies submit initial **budget exhibits (53* and 300)**
- Agencies submit joint business cases ⑨

Agencies submit GPRA Annual Performance Report

Deadline for Agency comments on BRM for next year's revision ⑪

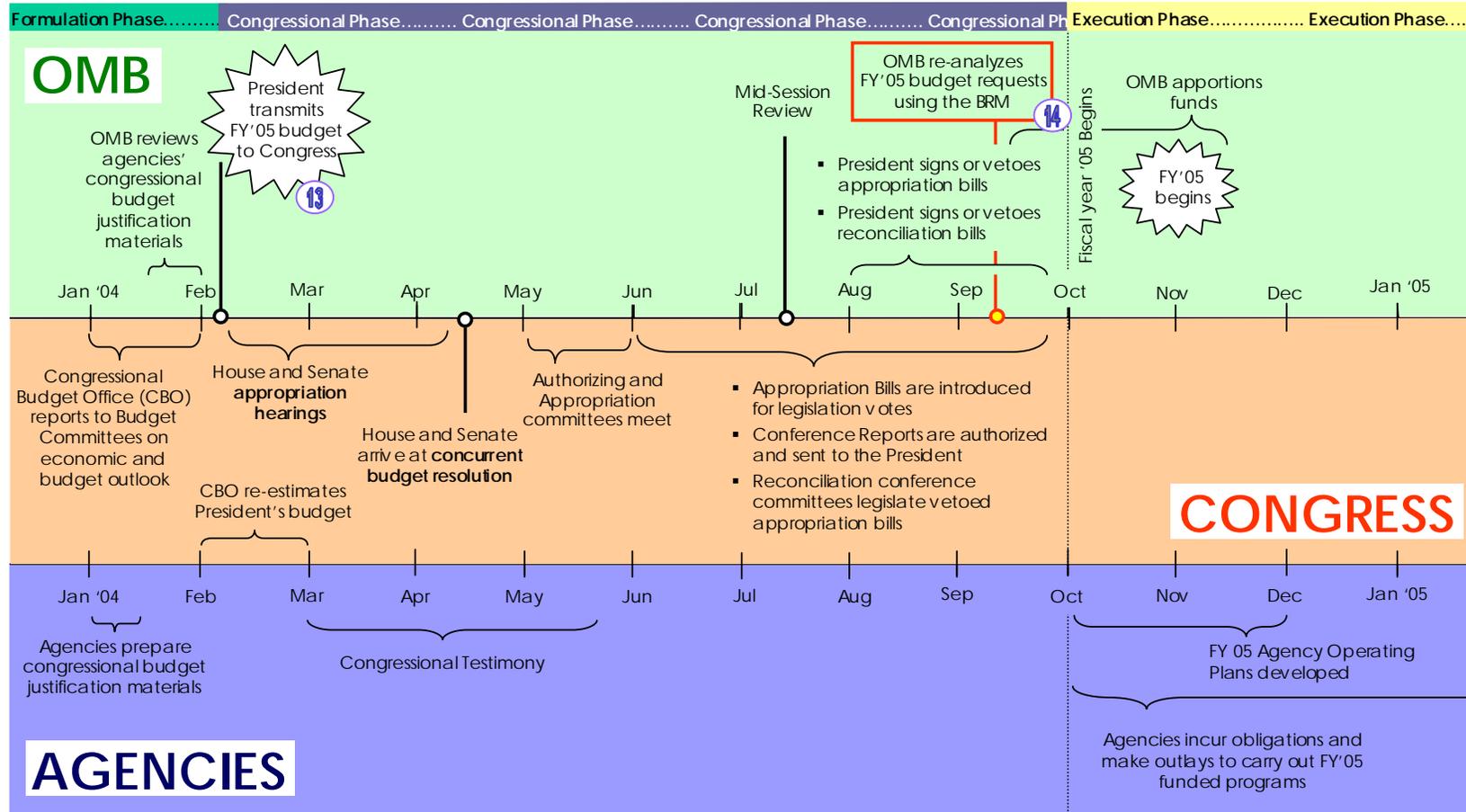## AGENCIES

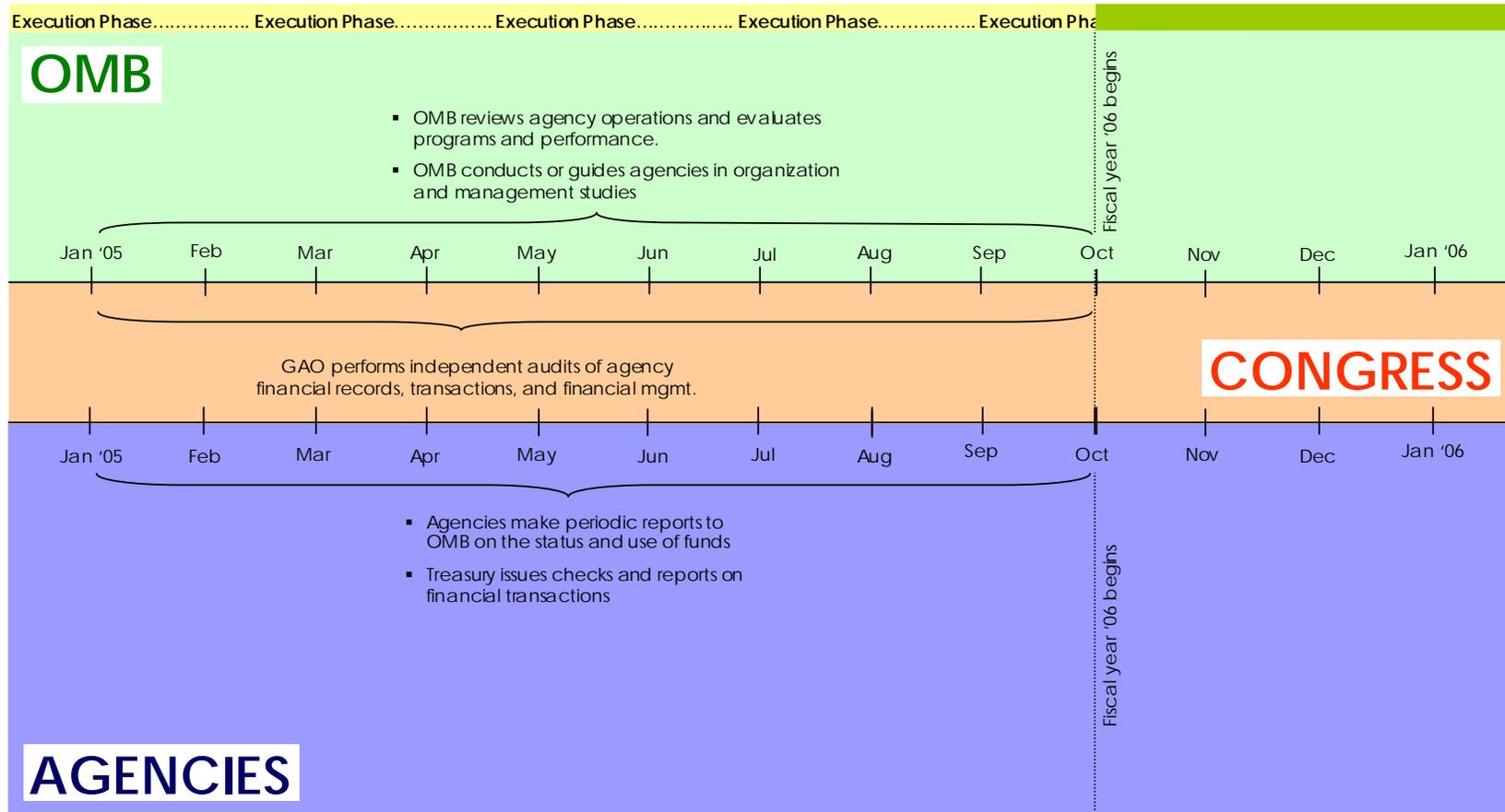* Exhibit 53 submission includes Agency IRM Plan, Documented CPIC process, and Agency Enterprise Architecture.

○ Points where the Business Reference Model intersects with and affects the budget formulation process

☐ Specific activities involving the release of the BRM

FY '05 Budget Process (Segment 2)

Formulation Phase………. Congressional Phase………. Congressional Phase………. Congressional Phase………. Congressional Ph Execution Phase…..….…….. Execution Phase…...

OMB

OMB reviews agencies' congressional budget justification materials

President transmits FY'05 budget to Congress

13

Mid-Session Review

OMB re-analyzes FY'05 budget requests using the BRM

14

Fiscal year '05 Begins

OMB apportions funds

FY'05 begins

- President signs or vetoes appropriation bills
- President signs or vetoes reconciliation bills

Jan '04   Feb   Mar   Apr   May   Jun   Jul   Aug   Sep   Oct   Nov   Dec   Jan '05

Congressional Budget Office (CBO) reports to Budget Committees on economic and budget outlook

House and Senate **appropriation hearings**

House and Senate arrive at **concurrent budget resolution**

CBO re-estimates President's budget

Authorizing and Appropriation committees meet

- Appropriation Bills are introduced for legislation votes
- Conference Reports are authorized and sent to the President
- Reconciliation conference committees legislate vetoed appropriation bills

CONGRESS

Jan '04   Feb   Mar   Apr   May   Jun   Jul   Aug   Sep   Oct   Nov   Dec   Jan '05

Agencies prepare congressional budget justification materials

Congressional Testimony

FY 05 Agency Operating Plans developed

Agencies incur obligations and make outlays to carry out FY'05 funded programs

AGENCIES

Points where the Business Reference Model intersects with and affects the budget formulation process

Specific activities involving the release of the BRM

FY '05 Budget Process (Segment 3)

Execution Phase...........…...... Execution Phase.........…....... Execution Phase..........…...... Execution Phase..........…...... Execution Pha

OMB

- OMB reviews agency operations and evaluates programs and performance.
- OMB conducts or guides agencies in organization and management studies

Fiscal year '06 begins

| Jan '05 | Feb | Mar | Apr | May | Jun | Jul | Aug | Sep | Oct | Nov | Dec | Jan '06 |

GAO performs independent audits of agency financial records, transactions, and financial mgmt.

CONGRESS

| Jan '05 | Feb | Mar | Apr | May | Jun | Jul | Aug | Sep | Oct | Nov | Dec | Jan '06 |

- Agencies make periodic reports to OMB on the status and use of funds
- Treasury issues checks and reports on financial transactions

Fiscal year '06 begins

AGENCIES

* Performance and accountability reports are prepared by the Cabinet departments and ten major agencies covered by the CFO Act.

Table 1: Summary of Key Milestones Related to the Release of the BRM

AGENCIES	1. Agencies determine budget priorities and performance issues for the upcoming fiscal year	Through the annual budget formulation process, agencies develop their budget submissions to OMB. Strategic planning and budget priority setting generally begins in the Fall and continues though the Winter months. Strategic planning culminates with the Agency GPRA Annual Performance Report submission by March 31. Internal agency budget data calls are generated by the agency budget office in the March/April timeframe.
OMB	2. OMB releases Revised Business Reference Model (BRM)	OMB will release the annual revision to the BRM in mid-spring each year. This should allow ample time for agencies to leverage the analytical capabilities of the model in the earliest phases of their capital planning processes.
OMB	3. OMB issues guidance on the submission of joint business cases for IT investments	Each spring, OMB releases general funding level and program performance guidance for the agencies to consider as they develop their investment initiatives. As part of this process OMB will issue guidance on the development of joint business cases to agencies. This will include the identification of areas well suited for cross-agency collaboration, as well as the protocol and timelines for joint business case submission.
AGENCIES	4. Agencies conduct internal investment reviews	As part of their Capital Planning and Investment Control Process, agencies review their portfolio of current capital investments and consider new investments. The selection phase concludes with a portfolio of investments approved by the agency's Investment Review Board. The BRM should support this process.
AGENCIES	5. Exhibit 300s developed by Agencies	Business cases (Exhibit 300s) are completed for all major capital assets approved by the Agency Investment Review Board. Agencies submit Exhibit 300s to OMB as part of the annual budget request in early September.
OMB	6. A-11 and BRM Training	OMB will provide training to agency representatives regarding new A-11 guidance. During this time OMB will also provide training as to how agencies will be expected to use and leverage the BRM during their budget process.
AGENCIES	7. Agencies suggest projects for joint business cases using the BRM	Agencies review the Federal Enterprise Architecture (through the automated FEAMS) and examine investments by line of business to investigate if other agencies have similar investments. If so, agencies initiate discussions to determine the feasibility of sharing components, functionality, costs, and related issues.
OMB	8. OMB identifies Lines of Business (LOBs) for which they expect to see joint business cases	By mid-summer, OMB will have received a collection of candidate initiatives for joint business case development. OMB will review these suggestions, select those initiatives with the highest impact and probability for success, and alert the affected agencies.
AGENCIES	9. Agencies submit initial budget exhibits; Agencies submit joint business cases	The Initial Budget Submission is the beginning of the OMB Presidential Budget decision-making process. All initial agency budget materials (including Exhibit 300s) are submitted to OMB in early September.

OMB	**10.** OMB Analyzes Budget Exhibits	During the fall review period, OMB staff analyze agency budget proposals in light of presidential priorities, program performance, and budget constraints. Alignment of agency investments against the BRM will play a part in this analysis. They raise issues and present options to the Director and other OMB policy officials for their decisions. In late November each year, OMB informs the Federal agencies of decisions on their budget requests.
AGENCIES	**11.** Deadline for Agency comments on BRM for next year's revision	Agencies validate their business functions within the BRM and ensure continued alignment and relevance. Comments and improvement suggestions, if necessary, are submitted to the FEA-PMO.
OMB	**12.** OMB releases draft revised BRM for next year's budget formulation process	A draft of the upcoming years' BRM will be released at the end of each year to capture BRM comments received throughout the year and introduce to the agencies the proposed changes to be included in the forthcoming BRM release. This draft will be open for agency comment and discussion for one month.
OMB	**13.** President transmits budget to Congress	On the first Monday in February, the President submits his budget to Congress. Occasionally, the President submits the budget at a later date (e.g., after a change in Administration).
OMB	**14.** OMB reanalyzes FY'05 budget requests using the BRM	Prior to the commencement of a fiscal year, OMB may reanalyze budget requests approved the previous November in light of the revised BRM or changes in direction for the upcoming year's budget.

3. BRM Comments and Revisions

FEAPMO

BRM COMMENTS AND REVISIONS

The development of the BRM was not a one-time event; OMB's FEA-PMO looks forward to a process of consistent improvement to all aspects of the FEA, and will draw upon the expertise of the Federal agencies and others to drive this improvement. The BRM Versions 1.0 and 2.0 were developed with significant stakeholder input, and future versions of the model will be no different. Continuous improvement of the BRM will help improve agencies' capital planning decision-making and further the tenets of the President's Management Agenda.

As the BRM user community continues to grow, and as certain groups take leadership roles in specific Lines of Business and Sub-Functions, opportunities to refine and improve the BRM will be identified. It is extremely important, therefore, that a forum exists for commenting on and improving the BRM. The FEA-PMO has implemented a set of procedures to ensure that all BRM comments from agencies and others are accurately captured, carefully tracked, and fully addressed. Above all, the management and maintenance of the FEA is intended to be as transparent as possible.

SUBMITTING COMMENTS

The FEA-PMO will track and respond to all comments on the BRM. Comments may be provided via e-mail, telephone, mail, fax or discussions with FEA-PMO representatives.

Those wishing to comment on the BRM are encouraged to first consult the FEA-PMO website (www.feapmo.gov). This site provides a detailed explanation of the FEA-PMO, summarizes each

of the FEA reference models, and contains downloadable versions of all documents that have been released through the office.

E-mail comments

E-mail is the FEA-PMO's preferred method of comment submission, since e-mail is most effective in terms of delivery time and for records management purposes. In addition, written comments will help ensure the FEA-PMO staff understands and accurately captures all comments.   If an interested party wishes to provide feedback on the BRM, or if they have questions about the FEA-PMO website or other information sources, the commenter should send a detailed e-mail to the address support@feapmo.gov

When submitting an e-mail comment, the commenter should include the contact name, agency/ organization name, e-mail address, and phone number of the person designated as the contact for that comment. The subject line of the comment e-mail should read *BRM Comment*. The comment should be as detailed as necessary and identify each Line of Business or Sub-Function that the comment addresses. The FEA-PMO will send a verification of receipt to the commenter to acknowledge that the comment has been received and is being addressed. This receipt acknowledgement will be sent within one business day of the receipt of the comment. In addition, FEA-PMO staff may contact the commenter by phone or e-mail to discuss the submission, as necessary.

> **Guidance for E-mail Comments**
>
> E-mails should be sent to the following address, which is available at **www.feapmo.gov**:
>
> support@feapmo.gov
>
> The subject line should contain the following:
>
> - Subject: BRM Comment
>
> The body of the email should include the following info:
>
> - Contact Name and email
> - Agency/organization name
> - Phone Number
> - Detailed Comment

Telephone Comments

While e-mail is the preferred method for comment submission, the FEA-PMO will also accept comments on the BRM via telephone. The general phone number for the FEA-PMO switchboard is (202) 395-0379 and is staffed during normal working hours. Your comment will be routed to the appropriate member of the FEA-PMO staff. In the event that no one is available to take your call, you may leave a message, and a member of the FEA-PMO staff will return your call as soon as possible, but no later than one business day from the time the message was placed. Once received, phone comments and email comments will be handled in the same manner.

Mail and Fax Comments

Written comments may be mailed or faxed to the FEA-PMO at the following address and fax number:

Please follow the instructions for e-mail submissions when documenting the subject of the comment and contact information.

> **E-Gov Program Management Office**
>
> Suite 4013
>
> 725 17th Street, N.W.
>
> Washington, D.C. 20503
>
> Fax: (202) 395-0342

Face-to-Face Comments

Members of the FEA-PMO staff will also accept comments during both formal and informal discussions, such as one-on-one meetings, periodic FEA-PMO briefings, and formal conferences.

COMMENT MANAGEMENT

All comments received by the FEA-PMO are stored in a database and indexed by subject area. The system provides a central tracking functionality that ensures all comments are addressed and that the proposed changes are accurately captured in each revision of the BRM. The FEA-PMO has the ability to sort and search through the comments when developing responses and future BRM releases. This allows the FEA-PMO staff to quickly address previously asked questions. In the upcoming months, the FEA-PMO will explore methods to further simplify the comment process.

RESPONDING TO COMMENTS

When the FEA-PMO receives a comment, a staff member will perform an initial assessment to determine the amount of research necessary and whether additional information is required from the commenting agency/organization. A verification of receipt will be sent to the commenter via email within 24 hours of comment submission. The staff member will then search the comment database to determine if similar comments have already been addressed. This will ensure consistency in the content of FEA-PMO responses and save time. Where previous responses do not address the current comment, the staff member will initiate the research required to address the comment.

The FEA-PMO staff and OMB will review comments received. The FEA-PMO staff will make necessary changes to the BRM and OMB will assist in obtaining consensus on those changes, as necessary.

Each spring, a new version of the BRM will be released based on all of the comments received from the previous year. In conjunction with the release of the BRM, a detailed Comment Response Document (CRD) will also be released. The CRD will address each comment made on the BRM over the past year as well as provide a general summary of all the changes made to the BRM. The CRD may be obtained through the Chief Information Officer of each department / agency.

As the BRM is continually revised, the comment database and the CRD will provide a detailed summary of all changes made and a useful knowledge management system for tracking the business lines and internal functions of the FEA and their progression over time.

REVISION PROTOCOLS AND SCHEDULE

All comments and suggestions collected throughout the year will be considered for inclusion in the annual BRM revision. This annual BRM revision will take place in December and mid-Spring in two steps.

> ### Schedule for Draft and Final BRM Release
>
> - **December**: Draft BRM released
>
>   (Interested parties will have approximately one month to submit comments on the draft model)
>
> - **Mid-Spring**: Final BRM released

The first step will be the release of a draft BRM by the FEA-PMO in early December. The draft will capture BRM comments received throughout the year and introduce to the public the proposed changes to be included in the forthcoming BRM release. This draft will be open for public comment and discussion for one month. All interested parties are encouraged to participate in this open discussion and review. This will be the final opportunity to suggest changes, forward comments, and/or approve modifications for the annual updated version of the BRM. The FEA-PMO will issue draft versions of all its reference models to ensure stakeholder comments are captured to the fullest extent possible.

The second step of the process centers on the release of the final BRM in early Spring. The FEA-PMO will consolidate and finalize all comments into this final version.   A detailed Comment Response Document will also be issued at this time. Each year's draft and final versions of the BRM will be communicated in a variety of ways, as outlined in the next Chapter of this document – *Communication of the BRM*.

TYPES OF REVISIONS

This section is intended to clarify the types of BRM changes that will be considered and how and when they will be included in BRM revisions. In order to better predict comment response times and ensure appropriate allocation of resources, the FEA-PMO has two general classifications of changes that will receive varying degrees of attention:

- Non-Substantive Changes

- Substantive Changes

    - Major

    - Minor

Generally speaking, these categories acknowledge that comments will differ in both the impact they might have on the BRM (degree of impact) and the level of effort they will require (response time). It is important that commenters recognize this distinction so that they can better gauge the amount of attention a change will require.

Non-Substantive Changes

Non-substantive changes are minor modifications within the BRM that do not require an open or public forum for debate or discussion. These changes are tailored towards facilitating the use

and navigability of the BRM and have no impact on its functional organization. The FEA-PMO will take action on all non-substantive changes within two business days.

Non-substantive examples include, but are not limited to, suggestions to help clarify the BRM's use, definitions, terms, and formatting. In addition, a non-substantive change will address website and/or technical problems, grammatical and/or spelling errors.

Substantive Changes

Substantive changes can be classified as either major or minor. Major changes are modifications within the BRM requiring open and public debate. These are changes that require the consent of as many stakeholders as possible due to the significant impact the change may have on the organizational structure of the BRM and how the BRM will be used. For this reason, any proposed substantive changes should be submitted in advance of the draft review period in December in order to allow the FEA-PMO adequate time to determine whether the change should be open to further debate and included in the draft revision of the forthcoming updated edition of the BRM.

Minor substantive changes are those that involve a change to the BRM but do not require the consent of many stakeholders. Examples include agency misalignments and points of clarification.

Many agency commenters have expressed concern over the number of substantive changes between versions of the BRM. If the BRM is going to change significantly from year to year, they argue, why should agencies invest time and resources incorporating the model into their own architecture and capital planning processes. Since its inception, the BRM has been described as a dynamic model, meaning that it will continue to be refined to improve its utility to the federal agencies. That being said, the FEA-PMO understands the concern of the commenter. With the second version of the model now released, the FEA-PMO expects to model to begin to stabilize. We think BRM v2.0 signifies a major advancement in the utility of the BRM, and we do not foresee the need for such a comprehensive change in the future. As far as the cost-effectiveness of BRM-alignment is concerned, the FEA-PMO does not have insight into the business architectures of every federal agency. This is, in fact, the reason for the BRM's existence – to develop a common vocabulary with which to describe the business of the federal agencies. Some agencies have found alignment very simple, while others have found it quite difficult. The FEA-PMO is working diligently to develop guidance that should simplify this process for all agencies and make the cost-effectiveness of BRM alignment much less of an issue for any specific agency. In addition, the potential for government-wide cost savings and improved government performance that could be realized from the BRM warrants its continued development and refinement.

Non-Substantive vs. Substantive Revisions

- **Non-Substantive:**

  "This Sub-Function is misspelled, please make the necessary changes."

- **Substantive**:

  Major:

  "The Energy Production Line of Business should be split in two: one side for production, and one side for sales. Sub-Functions should then be established for each of the new Lines of Business."

  "There is no difference between the Services to Citizens Lines of Business and the Support Delivery of Services Lines of Business. Please combine these categories."

  Minor:

  "My agency should have been mapped to the Energy Production Line of Business"

  "You need to add a clarifying phrase to your definition of the Environmental Remediation Sub-Function"

4. Communication of the BRM

FEAPMO

COMMUNICATION OF THE BRM

In order for the BRM to help improve the management of Government resources, it must be clearly communicated to all affected stakeholders. The FEA-PMO is aware of the necessity of effective communication of the BRM and all of the reference models associated with the FEA effort. While the FEA-PMO takes primary responsibility for the development and maintenance of the models, it's the Federal agencies that will be using them to improve their strategic and budgetary planning processes each year. This being the case, the FEA reference models must be effectively communicated to these stakeholders in a variety of ways and at multiple times throughout the key phases of their development. The FEA-PMO has designed a variety of communication channels for the BRM to ensure interested parties can access the model and related guidance in the format that best suits their functional needs:

- The Business Reference Model Release Document

- The FEA-PMO website (feapmo.gov)

- The Federal Enterprise Architecture Management System (FEAMS)

- Public/Agency Forums

- Extensible Markup Language (XML)

These communication channels are discussed in more detail in the following pages.
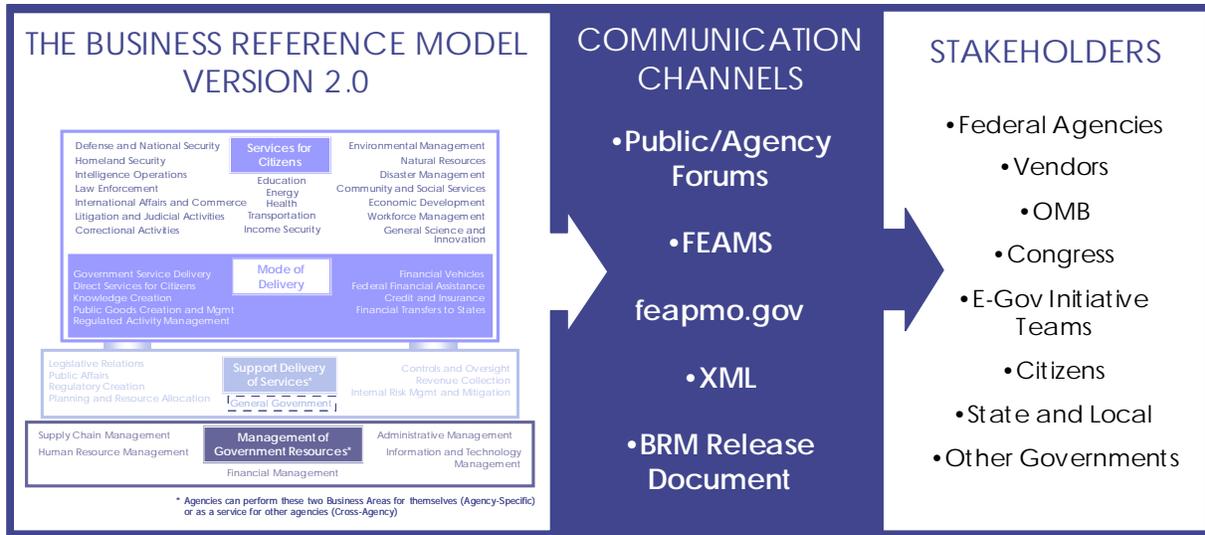
Figure 7: Communication channels for the BRM

RELEASE DOCUMENTS

On July 23, 2002, the FEA-PMO issued "The Business Reference Model Version 1.0; A Foundation for Government-wide Improvement." The document provided a comprehensive overview of the first iteration of the FEA BRM, the process used to develop the model, its relationship to the rest of the FEA, and the role of the FEA-PMO.

This document provides an overview of Version 2.0, and similar documents will be issued to announce future revisions to the model each year. Each release document will summarize the details of the model itself, highlight the changes from the previous release, and present high level guidance for using the model in the upcoming year. Copies of all release documents can be obtained from the FEA-PMO website, www.feapmo.gov.
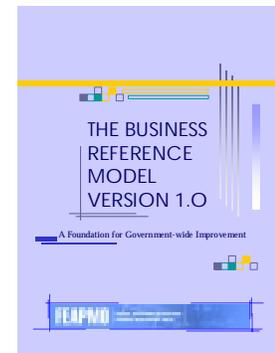
PUBLIC/AGENCY FORUMS

The FEA-PMO hosted a series of briefings when both the draft and final versions of the BRM Version 1.0 were released. Similar outreach presentations will be conducted to coincide with releases of future revisions to the BRM and other key dates in the annual budget formulation process. In keeping with the format of these presentations to date, the FEA-PMO will strive to create a "working session" environment during these briefings – questions and comments will be welcomed, and suggestions for model improvement will be accepted. The FEA-PMO will alert affected stakeholders of meeting times and locations through a variety of means – listserves, websites, email, etc. Since attendance at these briefings is often limited, the FEA-PMO will ensure that all briefing materials are made available online.

FEAMS

The FEA maintenance and upkeep process is greatly facilitated through the use of an Internet-based automated EA repository and analysis tool – the Federal Enterprise Architecture Man-

agement System (FEAMS). Agencies and OMB will be given access to FEAMS for use in both capital planning and architecture development efforts. FEAMS serves as the central repository for the Federal-wide Enterprise Architecture data. FEAMS allows users to navigate through the Federal Enterprise Architecture and view crosscutting relationships between the FEA Elements.

EXTENSIBLE MARKUP LANGUAGE (XML)

The FEA BRM is available for viewing and download in XML format at www.feapmo.gov. Currently, this document contains the Business Areas, Lines of Business/Internal Functions, and Sub-Functions. As new versions of the BRM and other Federal Reference Models become available, the FEA-PMO will update both the XML document and the XML Schema to reflect additional or revised content.   The availability of the Federal Enterprise Architecture in XML format begins to create the necessary bridges between OMB and agency Enterprise Architectures. Seamlessly, agencies and OMB may now exchange data using a common electronic vocabulary and begin to realize the benefits of interoperability and data exchange.

In a practical example, agencies can leverage the XML Schema to build adaptors within their IT Capital Planning and EA Systems to align IT investments across Business Lines, areas, and functions. Changes made to the XML Document and the XML Schema will coincide with the release of the updated Federal Reference Models.

FEAPMO.GOV

The PMO's website (http://www.feapmo.gov) was launched on July 22, 2002. This site (pictured below) includes content relating to the FEA, the Solution Architect's Working Group (SAWG), as well as additional information surrounding the mission of the FEA-PMO.

Figure 8: The website of the FEA-PMO: www.feapmo.gov
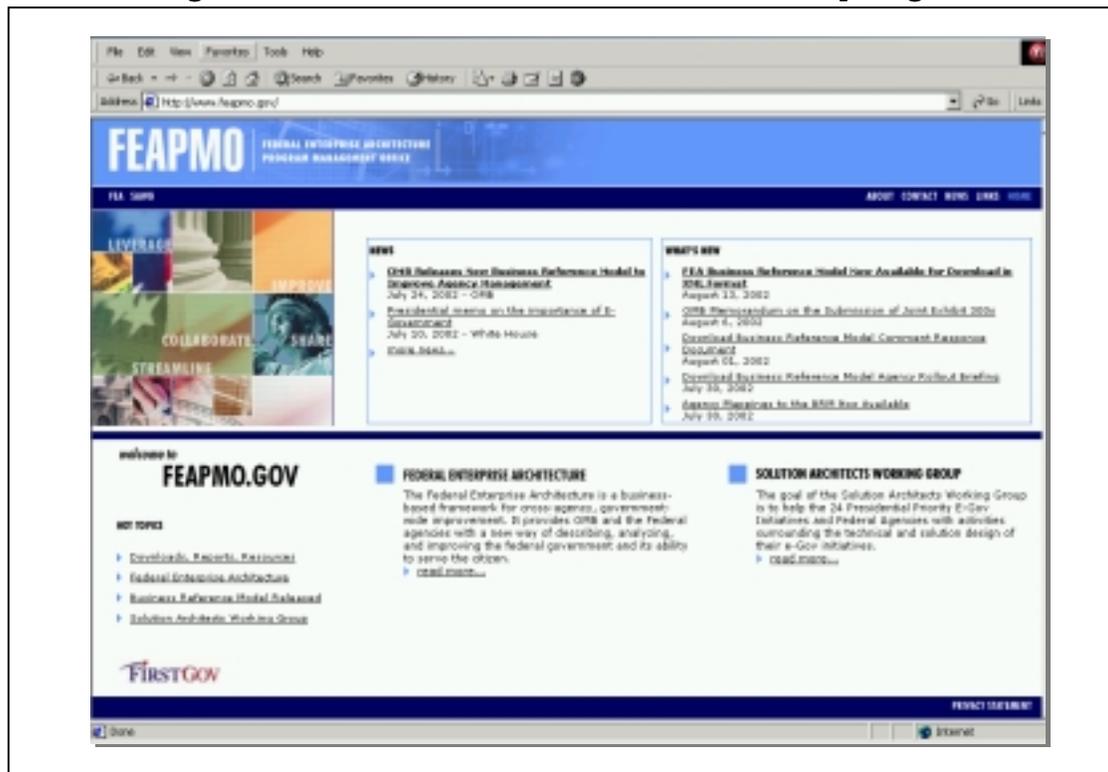
The FEA-PMO website will serve as the primary means of external communication for the PMO. All FEA-related work products will be "released" through feapmo.gov, and links to other re-sources – including FEAMS – will be available upon release.

A.

BRM Version 2.0 vs. 1.0: Overview of Changes

FEAPMO

APPENDIX: BRM VERSION 2.0 VS. 1.0

SOURCES OF CHANGES

Comments

There were two primary sources informing the changes to the BRM. The first, and most important in the mind of the FEA-PMO, were the wealth of comments submitted by the Federal agencies. Many of these comments were received during two designated comment periods, although comments can be submitted at any time (see Chapter 3 for guidance on comment submission). The two comment periods occurred during the months of December and February, with the first informing the development of the Draft version 2.0, and the latter informing the development of the final release described in this document.

The FEA-PMO has developed detailed responses to

Overview of Comments Received

During the December comment period ...

- 50 comments submitted by 10 agencies and OMB

During the February comment period ...

- >100 comments submitted by 20 agencies and OMB

every comment received. Edited versions of these comments (to protect anonymity) can be found in the Business Reference Model Version 2.0 Comment Response Document (CRD), which serves as a companion to this release document. The CRD may be obtained through the Chief Information Officer of each department / agency.

The second major collection of changes to the BRM resulted from efforts to align the BRM with several other government-wide management frameworks and improvement initiatives.

- The Budget Function Classifications

- The President's Budget Performance Integration Initiative and the PRM

- Cross-agency efforts to improve Federal financial management and financial management systems

The FEA-PMO believes alignment with these initiatives and frameworks is necessary because the promotion of cross-agency collaboration is one of the fundamental principles driving the FEA. It is important for the FEA-PMO to apply this principle to its own operations through alignment with other government-wide improvement efforts. This minimizes the potential for duplication of efforts and increases the effectiveness and applicability of each of the individual frameworks.

Detailed discussions of each of the frameworks and their effects on the BRM revision are found in the sections that follow.
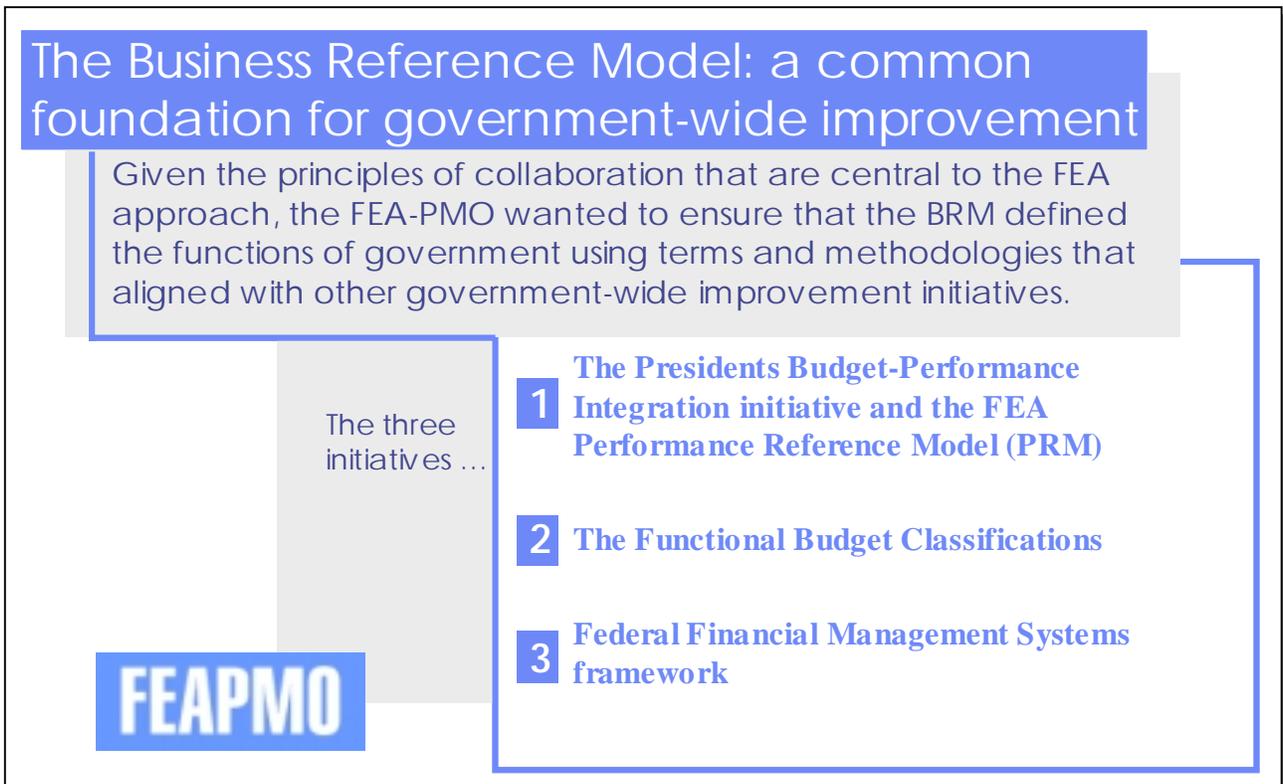

Figure 9: Once comments had been addressed, the BRM was aligned with three other major management frameworks and improvement initiatives

The Budget Function Codes

The Budget Function Codes were created to describe the budget of the United States in terms of the major purpose served. While initial efforts to develop a functional budget classification scheme date back over 200 years, the current budget function structure has remained largely unchanged since 1948. As stated in that year's budget,

> *"By grouping together items which are functionally related, regardless of the agency that is responsible, this type of classification provides for the Congress and the public a useful summary of what the Government is doing, or expects to do, and, in general, focuses upon the ultimate purpose which the Government programs are designed to solve."*
>
> Source: "The Budget of the United States Government for the Fiscal Year ending June 30, 1948"

The Budget System and Concepts and Glossary, included as Chapter 24 in the President's budget for FY2004, contains some additional information on the budget codes:

"The functional classification arrays budget authority, outlays, and other budget data according to the major purpose served, such as agriculture, income security, and national defense. There are nineteen major functions, most of which are divided into subfunctions. The functional classification is an integral part of the congressional budget process, and the functional array meets the Congressional Budget Act requirement for a presentation in the budget by national needs and agency missions and programs. The following criteria are used in establishing functional categories and assigning activities to them:

■ A function encompasses activities with similar purposes, emphasizing what the Federal Government seeks to accomplish rather than the means of accomplishment, the objects purchased, the clientele or geographic area served, or the Federal agency conducting the activity.

■ A function must be of continuing national importance, and the amounts attributable to it must be significant.

■ Each basic unit being classified (generally the appropriation or fund account) usually is classified according to its primary purpose and assigned to only one subfunction. However, some large accounts that serve more than one major purpose are subdivided into two or more subfunctions."

Clearly the Budget Function codes have much in common, from a theoretical perspective, with the BRM. Both attempt to describe the government from a functional (as opposed to organizational) perspective. Given the FEA-PMO's desire to reduce duplication across the government, coupled with the historical significance and widespread use of the functional

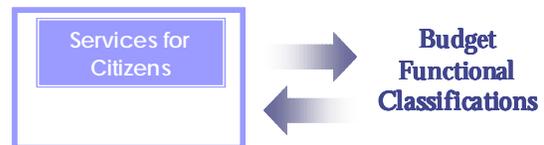**KEY DRIVERS FOR ALIGNING THE BRM WITH THE BUDGET FUNCTION CODES**

◈ In order for the BRM to provide its maximum utility as a management framework, it must be more closely aligned with the flow of government resources

◈ The budget function codes hold particular weight due to their historical value and their widespread use in budgetary systems across the government

◈ Finally, collaboration and the elimination of unnecessary redundancy is central to the FEA approach ... if one collection of functions is possible, it is preferred

Figure 10: The Functional Classifications of the United States Budget

National Defense
- Department of Defense-Military
- Atomic energy defense activities
- Defense-related Activities

International Affairs
- International security assistance
- Conduct of foreign affairs
- Foreign information and exchange activities
- International financial programs

General Science, Space and Technology
- General science and basic research
- Space flight, research, and supporting activities

Energy
- Energy supply
- Energy conservation
- Emergency energy preparedness
- Energy information, policy, and regulation

Natural Resources and Environment
- Water Resources
- Conservation and land management
- Recreational resources
- Pollution control and abatement
- Other natural resources

Agriculture
- Farm income stabilization
- Agricultural research and services

Commerce and Housing Credit
- Mortgage credit
- Postal service
- Deposit insurance
- Other advancement of commerce

Transportation
- Ground transportation
- Air transportation
- Water transportation
- Other transportation

Community and Regional Development
- Community development
- Area and regional development
- Disaster relief and insurance

Education, Training, Employment, and Social Services
- Elementary, secondary, and vocational education
- Research and general education aids
- Training and general education aids
- Training and employment
- Other labor services
- Social services

Health
- Health care services
- Health research and training
- Consumer and occupational health and safety

Medicare
- Medicare

Income Security
- General retirement and disability insurance (excluding social security)
- Federal employee retirement and disability
- Unemployment compensation
- Housing assistance
- Food and nutrition assistance
- Other income security

Social Security
- Social Security

Veterans Benefits and Services
- Income security for veterans
- Veterans educ., training and rehabilitation
- Hospital & medical care for veterans
- Veterans housing
- Other veterans benefits and services

Administration of Justice
- Federal law enforcement activities
- Federal litigative and judicial activities
- Federal correctional activities
- Criminal justice assistance

General Government
- Legislative functions
- Executive decision and management
- Central fiscal operations
- General property and records mgmt
- Central personnel management
- General purpose fiscal assistance
- Other general government
- Deductions for offsetting receipts

classifications, the FEA-PMO aligned the BRM's "Services for Citizens" layer as closely as possible with the budget functions. The Services for Citizens layer is where the "purpose" of government is called out in the BRM.

While the FEA-PMO decided to align the BRM with functional classifications as closely as possible, the retention of the BRM's utility as an FEA reference model was still the top priority. The two frameworks have much in common, but their intended uses are quite different. The budget codes are used primarily as a high-level functional accounting structure for the US budget. As a result, the level of granularity and the presentation of certain "functions" of government can be dictated by the level of government expenditures in a certain area. For example, high dollar expenditures like Medicare and Social Security have been called out as their own functions. On the other hand, groups of smaller programs with loosely related purposes have been combined into several "Other" categories (Other income security, Other transportation, Other advancement of commerce, etc.). While these functions may make sense from a budgetary perspective, they provide little value as functions for the FEA's business architecture.

The FEA-PMO wanted to modify the BRM to align with budget codes as closely as possible, without compromising the model's utility as an FEA reference model.

The FEA BRM is intended to meet the needs of a variety of audiences. As mentioned above, the FEA-PMO wanted to modify the BRM to align with budget codes as closely as possible, without

compromising the model's utility as an FEA reference model. The BRM's primary purpose is to serve as the foundation of the FEA, which dictates two fundamental design principles that guide its design:

- The BRM must provide a useful collection of functions for characterizing the major IT investments and E-Gov initiatives of the Federal agencies

- The BRM must provide a useful business construct to support the development and implementation of the remaining FEA reference models

With these design principles in mind, the FEA-PMO worked with budget analysis experts throughout OMB to develop a new, integrated model that captured the advantages of BRM Version 1.0 and the budget codes. OMB experts analyzed the budget codes for improvement opportunities as well, and will explore the possibility of changing the codes if deemed appropriate.

Summary Process for
BRM-budget code Alignment

1. Side-by-side analysis to determine scope and completeness of each model

- BRM experts analyzed budget codes to identify gaps in BRM

- Budget code experts analyzed BRM to identify gaps in budget codes

- Summary reports were shared

2. BRM and budget code experts conducted a series of meetings to discuss methods for bridging the gap between the two models

3. Each side proposed a new, integrated collection of functions

4. A revised "Services for Citizens" layer was developed that effectively aligns with the budget codes (Note: the budget codes will not be revised for some time, if at all).

The result of the effort was a vastly improved BRM in which the Lines of Business and Sub-Functions mapped cleanly to the "subfunctions" of the budget codes. The FEA-PMO is developing a detailed crosswalk between the two models that will be posted at www.feapmo.gov once completed.

The President's Budget Performance Integration Initiative and the PRM

Another important improvement from BRM Version 1.0 to 2.0 is that key performance initiatives are now incorporated. These include the Budget and Performance Integration tenet of the President's Management Agenda and the FEA Performance Reference Model (PRM).

One of the most prominent aspects of the Budget and Performance Integration effort is the production of more useful performance information for decision-makers. This information will char-

Budget-Performance Integration ... what is it?	Effect on BRM Version 2.0 ...
■ Initiative to support budget decision-making with better information on how inputs are used to produce outputs, which impact outcomes	■ The revised BRM should differentiate between: ■ The "**purpose**" of government—in other words the outcomes the government is seeking to achieve; and ■ The method of delivery or "**process**" the government uses to achieves its purposes— in other words, the outputs government produces.
FEA Performance Reference Model ... what is it?	Effect on BRM Version 2.0 ...
■ Framework to standardize performance for key inputs (People, Technology, Other Fixed Assets), outputs (Processes and Activities), and outcomes (Business Results and Customer Results) for each BRM Line of Business / Sub-function	■ Outcomes (Business and Customer Results) in the PRM should be applicable to the "purpose" Lines of Business in the BRM ■ Outputs (Processes and Activities) should be informed by "process" Lines of Business of the BRM

Figure 11: Effect of Budget Performance Integration and the PRM on the BRM Version 2.0

acterize progress towards both outcomes and outputs. BRM Version 2.0 had to reflect these two important types of performance information.

Furthermore, the Performance Reference Model (PRM) is also being developed to account for outcomes and outputs. The PRM will allow for performance to be characterized not only at the outcome level—which is a measurable articulation of the purpose of government—but also at the output level. Outputs are the direct result of processes or activities undertaken by government. In other words, performance will be characterized around both the purpose and process of government.

To facilitate this, BRM Version 2.0 makes a distinction between the purpose of government, or outcomes, and the process or "mode of delivery" the government uses, or outputs. This important distinction is now reflected in the Services for Citizens layer and new Mode of Delivery layer of the BRM.

The Services for Citizens layer, which now aligns with the budget functional classifications, describes the ultimate purpose of the US government and relates to the outcomes the government is hoping to achieve. Its link to the budget codes will begin to provide insight into how the expenditure of federal technology funds affects improved performance outcomes.

The Mode of Delivery layer describes the mechanisms

"Government should be results-oriented -guided not by process but guided by performance. There comes a time when every program must be judged either a success or a failure. Where we find success, we should repeat it, share it, and make it the standard. And where we find failure, we must call it by its name. Government action that fails in its purpose must be reformed or ended."

George W. Bush

the government employs to turn the taxpayers' dollars into a service for the citizen. Some modes of delivery are strictly financial in nature, such as grants and loans, while others involve government employees actually delivering services for the citizens, such as the government's direct delivery of law enforcement. The modes of delivery describe the processes the government uses to improve services, and therefore relate, on a macro scale, to performance outputs.

More on this important distinction can be found in the next section, "Change Summary by Business Area."

Federal Financial Management

The FEA-PMO received many comments from the financial management community stating that Version 1.0 of the BRM did not adequately account for the full scope of financial management activities within the Federal Government. To summarize, commenters stated:

■ Version 1.0 of the BRM did not adequately illustrate the role of financial management relative to the delivery of government Programs and services to the citizen.

■ Version 1.0 displayed financial management as strictly a "back office" activity ignoring its role in enabling effective decision-making.

■ Version 1.0 of the BRM did not illustrate the role of financial management in supporting other resource management functions (HR, Supply Chain, etc.).

The FEA-PMO developed a proposed solution in close collaboration with the Office of Management and Budget, Office of Federal Financial Management; and members of the Joint Financial Management Improvement Program's (JFMIP) Federal Financial Management Framework Working Group.

Summary Solution for Improved Presentation of Financial Management

1. Core financial management processes were defined; these processes will become the "Sub-Functions" of the Financial Management Line of Business.

The previous Financial Management Sub-Functions were replaced with the six core processes defined by the Federal Financial Management Framework Working Group (Accounting, Budget and Finance, Payments, Collections and Receivables, Asset and Liability Management, Reporting and Information). Definitions can be found in Chapter 1.

2. Financial Management was highlighted as a mechanism the government uses to achieve its mission.

A Mode of Delivery Business Area was added to describe the mechanisms the government employs, at a macro level, to accomplish its purpose on behalf of the citizen. The "Financial Vehicles" Mode of Delivery, which includes functions like grants, direct loans, and guaranteed loans, stresses the importance of these financially-focused delivery mechanisms.

3. A "financial management view" of the visual representation of the BRM was created to stress the fact that it is imbedded in all areas of the model

The FEA-PMO also wanted to improve the optical representation of financial management in the BRM. The FEA-PMO has created a new, financial management-specific view of the BRM (Figure 12) that highlights the fact the financial management is a component of all four areas of the BRM (This view does not replace the normal representation of BRM Version 2.0, which can be found in Chapter 1 of this document).

Figure 12: Financial Management spans across all areas of the BRM
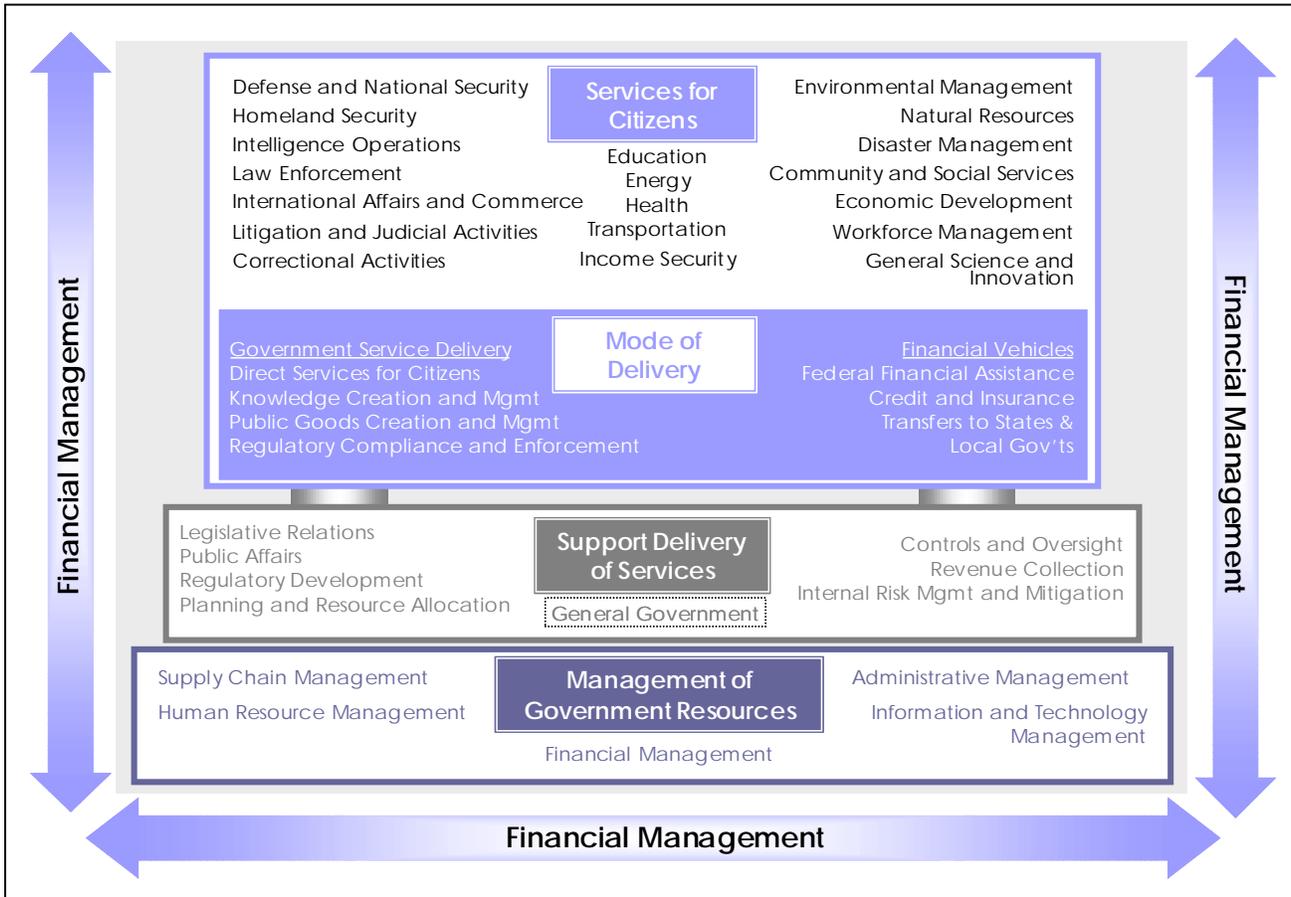
CHANGE SUMMARY BY BUSINESS AREA

The following sections provide guidance on each of the business areas of the BRM and describe, at a high level, the types of changes that were made to Version1.0.

Changes to the Renamed Services for Citizens Layer

What is the Services for Citizens Layer?

The Services for Citizens Business Area, which renames and replaces the Services *to* Citizens area in Version 1.0 of the BRM, describes the mission and purpose of the United States government in

terms of the services it provides both to and on behalf of the American citizen. It includes the delivery of citizen-focused, public, and collective goods and/or benefits as a service and/or obligation of the Federal Government to the benefit and protection of the nation's general population. This Business Area includes **19 Lines of Business** and **66 Sub-Functions**.

Why was it changed?

This Business Area was renamed to clarify that the layer was intended to include both the government's services to citizens (e.g., Housing Assistance) and services on behalf of citizens (e.g., Law Enforcement, National Defense). A fair number of comments expressed confusion over this important distinction, and the FEA-PMO feels this minor renaming has effectively addressed the majority of their concerns.

The definition of the Services for Citizens area was also changed, and this represents a major shift in the FEA-PMO's thinking on this layer. The following was added to the beginning of the Services for Citizens definition:

> *"The Services for Citizens Business Area describes the mission and purpose of the United States government..."*

The Services for Citizens is therefore reserved for those functions that describe the reason that the U.S. government exists. These are the services the taxpayer expects the government to deliver. This distinction caused some confusion with commenters who believed that any government function that had touchpoints with citizen should be included in the Services For Citizens layer. A website advertising government job openings, for example, is providing a service to the citizen, but it should not be included in the BRM Services for Citizens layer. This is because the government does not exist to employ people; that is not the government's ultimate purpose. As such, an IT initiative to develop or maintain such a Federal website would not be mapped to a Line of Business in the Services for Citizens layer, but to a recruitment Sub-Function in the Human Resources Line of Business.

Summary of Changes

The following section summarizes, at a high level, the changes made in the Services for Citizens layer.

The distinction between **Program Administration** and **Compliance** drawn in Version 1.0 was removed. Little was gained from this distinction, and the "Mode of Delivery" layer better addresses the issue.

The following Lines of Business (LoB) were moved to different Business Areas because they did not represent the purpose of government ...

- **Regulated Activity Approvals** was renamed **Regulatory Compliance and Enforcement** and moved to the Mode of Delivery Business Area
- **Insurance** was moved to the Mode of Delivery Business Area
- **Public Asset Management** was moved to Mode of Delivery and renamed **Public Resources, Facilities, & Infrastructure Management**
- **Research & Development and Science** was moved to the Mode of Delivery Business Area and renamed **Research & Development**
- **Marketable Asset Management** was renamed **Federal Asset Sales** and moved to the Support Delivery of Services Business Area

■ **Revenue Collection** was moved to the Support Delivery of Services Business Area

There were a collection of general changes resulting from the comments submitted by the Federal agencies and the alignment of the BRM with the Budget Function codes.

■ **Social Services** was renamed **Income Security** (Social Services is now a more accurately defined Sub-Function in the **Community Development** LOB)
■ **Community Development** was raised from a Sub-Function to a LOB
■ A **Survivor Compensation** Sub-Function was added to the Income Security Line of Business
■ **Public Health** was renamed **Health** and now accounts for health care services
■ A **Federal Correctional Activities** LOB was added to account for all forms of federal correctional activities
■ **Recreation and Natural Resources** has been renamed Natural Resources and Sub-Functions have been expanded and clarified
■ **Education** was revised and expanded to better account for the purpose and goals of all levels of education
■ The **Defense and National Security** LOB was replaced with 3 lines of business: **Homeland Security**, **Intelligence Operations**, and **Defense and National Security**
■ **Diplomacy & Foreign Relations** was renamed **International Affairs and Commerce**
■ The **Consumer Safety** LOB was renamed **Consumer Health and Safety** and lowered to the level of Sub-Function as a part of the **Health** Line of Business
■ **Domestic Economy** was renamed **Economic Development** and its Sub-functions were expanded.
■ A **General Science and Innovation** LOB was added to account for federal activities to promote general research and technology

Finally, a large number of Lines of Business and Sub-Functions in the Services for Citizens layer were redefined for clarity. See the *Business Reference Model v1.0 vs. v2.0 Crosswalk* document for a complete list of BRM changes.

The NEW Mode of Delivery Layer

What is the Mode of Delivery layer?

The Mode of Delivery Business Area is new to the BRM in Version 2.0. This Business Area describes the mechanisms the government uses to achieve the purpose of government, or its Services for Citizens. It includes two main categories – Financial Vehicles and Government Service Delivery.

Why is a new layer needed?

The FEA-PMO wants the BRM to provide the best possible foundation for the FEA and its primary objective of streamlining and improving the government's investment in and implementation of information technology. BRM Version 1.0 highlighted these opportunities in three high-level areas: the service the government was providing (the Services for Citizens layer), the support functions necessary to conduct those services (the Support Delivery of Services layer), and the resource management functions necessary to sustain operations (the Internal Operations/Infrastructure area). The addition of the Mode of Delivery provides a new area of government operations in which to identify improvement opportunities – the mechanisms the government employs to accomplish its services for the citizen. Agencies with very dissimilar mis-

sions may choose modes of delivery for their programs (e.g., grants, R&D, construction, etc.) that are very similar. The FEA must highlight opportunities in this area as well.

The Mode of Delivery layer provides a missing link between the allocation of government resources and the achievement of the government's mission. While the Services for Citizens layer describes what the government is hoping to accomplish on behalf of the citizen, the Mode of Delivery describes how it will be accomplished. This distinction better aligns the BRM with the President's budget and performance integration initiative and ties the BRM into the FEA Performance Reference Model (PRM). The addition of the Mode of Delivery allows the BRM to highlight some key relationships involved with the delivery of services on behalf of the citizen:

■   The Financial Vehicles LOB helps the BRM reflect the broader view of financial management suggested by many commenters

■   The role of the state and local government in the federal BRM is more clearly illustrated through the "Transfers to States and Local Governments" Line of Business.

It includes **7 Lines of Business** and **24 Sub-Functions**.

How will it be used?

The new Mode of Delivery layer and the revised and renamed "Services for Citizens" Business Areas should be thought of collectively.
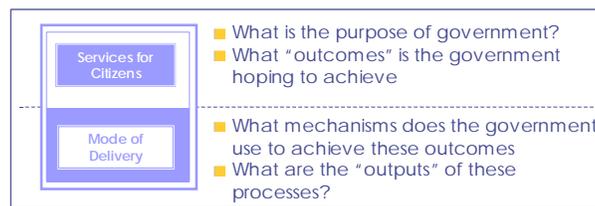
With this construct in place, all government programs and mission-related IT systems can be thought of in terms of "mapping" to both a Service for Citizens and a Mode of Delivery. The two examples below illustrate this important distinction.

<u>Mode of Delivery examples</u>

When agencies map their programs or IT initiatives to the BRM and to the Lines of Business in the Services for Citizens Business Area specifically, they should also map to a corresponding Line of Business and Sub-Function in the Mode of Delivery Business Area to account for the "method" in which the agency delivers the service to the citizen. These "methods" are still functions in and of themselves, but they are not the final purpose of the Federal government. As an example, an agency might provide grants to a specific community for some given purpose, like housing. The overall purpose or Service for the Citizen is not the giving of grants; it is the promotion of Community Development (a service for the citizen) through the use of grants (a mode of delivery). Since each of the Modes of Delivery can support many of the Services for Citizens, the Modes of Delivery have been defined in a separate Business area to reduce redundancy in the model.

Another example that should provide clarification involves the Research and Development Mode of Delivery. Research and Development is one way the government chooses to promote improvement of its Services for Citizens. By including R&D in the

Mode of Delivery layer, the BRM does not have to include R&D as a separate Sub-Function for each Line of Business in the Services for Citizens layer that may have R&D associated with it. Organizations that are responsible for an R&D program should map themselves to the appropriate Service for Citizen – (Environmental Remediation, Elementary Education, etc.) and to Research and Development in the Mode of Delivery area. The BRM can therefore be used to bring together these R&D agencies to identify common IT solutions, but it also highlights the fact that each of their R&D programs has a different purpose and is providing a different service for the citizen. It is also important to note that if the purpose of a program is just general research, with no direct contribution to a specific Service for Citizen in the BRM, the program should be mapped to the new General Science and Innovation Line of Business, which is considered a service for the citizen in and of itself.

Changes to the Support Delivery of Services Layer

What is the Support Delivery of Services Layer?

The Support Delivery of Services Business Area provides the critical policy, programmatic and managerial underpinnings that facilitate the Federal Government's delivery of services to citizens and other Federal, State and local agencies. These lines of business differ from the modes of delivery in that they do not directly enable the provision of a service for the citizen. This business area has remained fairly constant with the original version, with minor changes to more closely align the correct lines within the correct business area. This Business Area includes **8 Lines of Business** and **35 Sub- Functions**.

Why was it changed?

The majority of the changes to the Support Delivery of Services layer resulted from the refinement/redefinition of the Services for Citizens layer and the addition of the Mode of Delivery layer. Once changes had been made to those two layers, it became apparent that some functions would need to be added to or removed from the Support Delivery of Services Layer. Other changes resulted from specific agency comments.

Summary of Changes

Certain Lines of Business and Sub-Functions that did not describe "Support" functions were moved to the new Mode of Delivery business area and to the renamed Management of Government Resources (formerly Internal Operations/Infrastructure) business area as appropriate.

- **Federal Financial Assistance** and its associated Sub-Functions were moved to Mode of Delivery
- **IT Management** was moved to Management of Government Resources

Two Lines of Business from the old Services to Citizens Layer were incorporated:

- **Revenue Collection** and **Marketable Asset Management** (Marketable Asset Management was renamed "**Federal Asset Sales**" and is a Sub-Function of Revenue Collection)

Other changes were made within the Support Delivery of Services layer:

- Renamed **Communications and Outreach** in Public Affairs LOB **Official Information Dissemination** to clarify the intent of this Sub-Function as the appropriate place for annual financial reports, websites, annual data summaries, etc.
- Added a **Workforce Planning** Sub-Function to **Planning and Resource Allocation** and removed the **Project Planning** Sub-Function
- Renamed **Regulatory Creation** LOB **Regulatory Development**
- Renamed **Product Marketing** in the Public Affairs Line of Business **Product Outreach**
- Added a new Sub-Function for **Congressional Liaison Operations**
- Removed **Business Management of Information** and placed its key Sub-Functions under the renamed Information and Technology Management Line of Business

One change was related to the budget function codes and warrants special discussion:

- A **General Government** LOB was added to account for federal agencies that perform the central management operations for the government as a whole. It contains the following Sub-Functions: Central Fiscal Operations, Legislative Functions, Executive Functions, Central Property Management, Central Personnel Management, Taxation Management, Central Records and Statistics Management).

The reason behind the addition of the General Government category was two-fold. First, it ensures alignment with the budget function classification, which contains an almost identical category. The second reason is slightly more complex, and it's found in the answer to a comment raised by several federal agencies:

"How does the BRM, which is organized around Services for Citizens, account for those agencies that provide Services for Government (e.g., GSA, OPM, etc.)?"

The FEA-PMO has struggled with this issue since the first release of the model. At the time, it was decided that an "Inter- vs. Intra-agency" distinction would be added to each "non-service for citizen" business line to account for those agencies that were providing services for other agencies. The BRM has advanced greatly since then, most notably through the acknowledgement that the model should differentiate between the purpose of government and the methods the government uses to accomplish that purpose. With specific regard to the Services for Government organizations, the BRM must account for their unique purpose as well. In order to account for those organizations, a "General Government" Line of Business (which aligns with a similar budget function code), was added to the BRM. The LOB is located in the Support Delivery of Services layer of the BRM (which is the appropriate location), but since it represents the purpose of certain agencies, it has much in common with the Services for Citizens layer – where the "purpose" of government is generally called out. Organizations that map to the General Government line of business should also map to the appropriate Mode of Delivery that applies, just like any citizen-service organization. These agencies also need to describe the other "Support Delivery of Service" and "Management of Government Resources" that apply.

Cross Agency vs. Agency-Specific

The FEA-PMO has also decided to retain the distinction between "Inter-agency" and "Intra-agency" operations, although the terms have been changed to "Agency-Specific" and "Cross-Agency", and their scope has been broadened to include both the Management of Government Resources and Support Delivery of Services LOBs. The FEA-PMO recognizes that the addi-

tion of the new "General Government" LOB may make this distinction unnecessary in some instances, but we feel the additional level of granularity the distinction provides in other instances outweighs the potential redundancy. Furthermore, this distinction is of extreme importance when describing E-Gov and other cross-agency IT initiatives. For example, a cross-agency travel solution would be mapped to "Travel (cross-agency)." Without this distinction, this initiative would appear no different than an agency-specific travel system.

The FEA-PMO will revisit this issue in the future to determine if the "General Government" category needs to be broadened into its own Business Area. It is our current thinking, however, that this distinction is not a "functional" distinction (that belongs in the BRM), but rather a distinction in scope. To clarify, the fact that an organization is performing the payroll function for more than one agency does not mean that the payroll function is fundamentally different.

Finally, as with the other layers, certain definitions were revised for clarity. See the Crosswalk document for more on this topic.

Changes to the Renamed Management of Government Resources Layer

What is the Management of Government Resources layer?

The Management of Government Resources layer (formerly *Internal Operations and Infrastructure*) refers to the resource management activities that must be performed for the Federal Government to operate effectively on a day-to-day basis. This business area is further divided into two sub-areas: Agency-Specific and Cross-Agency operations. Whereas most agencies' resource management activities support their own citizen-focused Lines of Business (*Agency-Specific*), there are agencies that provide these services to other Federal Agencies. These activities are distinguished within the *Cross-Agency* Management of Government Resources Business Area. The Cross-Agency category can be differentiated from the newly created General Government line of business in that the former entails functions that an agency performs that are helpful or useable by one or more other agencies, whereas the latter applies to the central management operations that facilitate the management of the Federal Government as a whole, such as the central fiscal operations performed by the Department of the Treasury. This Business Area includes **5 Lines of Business** and **28 Sub-functions**.

Why was it changed?

The Internal Operations/Infrastructure Business Area was renamed Management of Government Resources. The words "internal" and "infrastructure" have been removed to stress the importance of these business lines to all aspects of government service delivery (both internal and external). The intent of the category is unchanged; the new name more accurately reflects the "resource management" focus of the business lines in this area.

Summary of Changes

- The **Financial Management** Sub-Functions were revised to align with the "Core Processes" of Financial Management as defined by JFMIP's Federal Framework for Financial Management
- **Administration** and **Human Resources** were renamed **Human Resource Management** and **Administrative Management** for consistency
- A new **Personnel Management** Sub-Function was added to the Human Resources Management LoB to account for **Advancements and Awards**, **Labor Management**, and all other general personnel management processes.

- **IT Management** was moved from Support Delivery of Services as a new Line of Business and renamed **Information and Technology Management**; it now includes the IT Infrastructure Maintenance Sub-Function from Administration and key Sub-Functions from the old Business Management of Information Line of Business
- Added an **IT Security** Sub-Function to the Information and Technology Management Line of Business
- The terms **Intra-agency** and **Inter-agency** have been replaced with **Cross-Agency** and **Agency-Specific** for clarity