

UNITED STATES OF AMERICA
FEDERAL LABOR RELATIONS AUTHORITY
OFFICE OF THE INSPECTOR GENERAL
WASHINGTON, D.C. 20424-0001

SUBJECT: Federal Labor Relations Authority Inspector General Internal Review of Information Resource Technology Contractors.

METHODOLOGY:

This Federal Labor Relations Authority Inspector General Internal Review of Information Resource Technology Contractors was conducted in accordance with the Inspector General Reform Act of 2008, the Inspector General Act of 1978, as amended, in compliance with the Inspector General Counsel of Integrity and Efficiency and the Federal Labor Relations Authority Inspector General's updated (2009) related policy.

This investigation related to the initial Bureau of Public Dept contract for the Federal Labor Relations Authority with Global Tech Inc, in 2007 and the September 2008 contract with the same company through the National Business Center. This Internal Review focused on reviewing the contracted Federal Labor Relations Authority Information Technology and Security program as well as the capability of current Information Resource Management employees in bringing the diminished system back to current requirements and future aspects.

REFERENCES:

- The Inspector General Act of 1978, as amended
- The Inspector General Reform Act of 2008
- Federal Information Security Management Act of 2002
- Office of Management and Budget Guidance for Freedom of Information Act Security Review
- National Institute for Standards and Technology
- Inspector General Counsel Freedom Information Security Act Framework
- National Institute of Standards and Technology SP 800-30 Risk Management Guide for Information Systems

- National Institute of Standards and Technology SP 800-34 Contingency Planning Technology Guide for Information Technology Systems;

FACTS:

- In December 2007, the former Executive Director directed the Director of Administrative Services Division to submit a Network Contract through the Health and Human Resource Contracting System. Two contractors from Global Tech Inc. a Supervisor and Network Administrator were hired to assess Information Technology Resources which were reusable and to determine what needed to be done to update the Federal Labor Relations Authority's Information technology. A major problem occurred with the first Global Tech Inc. contracted network administrator and Global Tech Inc. replaced the first individual with another network administrator who is still performing work at the Federal Labor Relations Authority properly.
- The former Acting Chief Information Officer interacted with the Federal Labor Relations Authority Inspector General and stated that the Global Tech Inc. contractors were good and he had no problem with them. He also hired 6 additional current contractors from Global Tech Inc. through the Department of Interior National Business Center before he left the Federal Labor Relations Authority in September 2008 because he was convinced that the current Information Resource Administration employees had no expertise in most of the necessary issues and all of them needed training to update their knowledge. The Federal Labor Relations Authority Inspector General affirmed this statement. The former Acting Chief Executive Officer definitely felt that the Federal Labor Relations Authority needed contractors until experienced employees were hired and/or the current employees were trained properly. However, the new Global Tech Inc. contract was quite expensive.
- The Global Tech Inc. contractors were individually responsible for the following roles for the Federal Labor Relations Authority:
 - Project Manager
 - Program Manager

- Senior Architect
 - Technical Analyst
 - Network Engineer/Help Desk Support
 - Technical Writer
- The Global Tech Inc. Network Administrator, who started working for the Federal Labor Relations Authority in March 2008 focused on reviewing the Information Security concerns with the Network Administrator. They looked at backup systems, images for lab tops network administrations and the reduction of spams. The Global Tech Inc. Network Administrator stated he continuously consulted with the FLRA and issued a monthly report to him. He was not aware if these reports were provided to the Acting Chief Information Officer/Acting Executive Director or Chairman of the Federal Labor Relations Authority.
 - The current Global Tech Inc. Project Manager affirmed that the group started the Federal Labor Relations Authority contract on September 22, 2008. He stated his group previously had information security jobs prior to this current assignment and all of his contractors had previous experience in conducting similar jobs. He also stated that implementation of actions can not occur until it is approved by management and the Federal Labor Relations Authority can not make these decisions, (which is proper because of his knowledge). The Global Tech Inc. Project Manager is currently upgrading and developing new Information Security policy in compliance with the Office of Management and Budget. The Global Tech Inc. Project Manager stated that the Federal Labor Relations Authority was not currently in compliance with Office of Management and Budget guidelines and Federal Information Technology laws.
 - The Global Tech Inc. Project Manager is currently working to get the Federal Labor Relations Authority software applications, electronic files, upgrade of infrastructure, and network security in compliance with current requirements. The Project manager also affirmed the Federal Labor Relations Authority Inspector General's previous findings including the fact that the current Federal Labor Relations Authority Information Technology System goes back to 2002, the amount of spams on the internet is extensive (although

the contractors are working on this and have reduced it somewhat), there is no proper information technology security and no Federal Labor Relations Authority Technology Security Officer.

- The Global Tech, Inc. contractors are currently looking at the philosophical and financial aspects of hiring out Federal Labor Relations Authority Information Technology to another Federal Agency, continuing to outsource Federal Labor Relations Authority Information Technology or hiring more Federal Labor Relations Authority Information Technology employees. It will probably take them one to two more months to finish this particular study and provide a recommendation to Federal Labor Relations Authority Management.
- The major problem the current Global Tech Inc. contractors initially had with working for the Federal Labor Relations Authority was the lack of prior information technology documentation and instructions which was not provided to them. When talking with the Federal Labor Relations Authority Inspector General, the Project Manager was not aware that information technology instructions did not exist. On December 10, 2008, the Director of the Administrative Services Division provided the Acting Information Technology Contracting Officer Technical Representative with three previous documents for the Global Tech Inc. contractors. On the same day the Global Tech Inc. Project Manager discussed the lack of previous information regarding information technology with the Federal Labor Relations Authority Inspector General who then provided him with information related to the Inspector General internet where he could go on and get information technology documentation from the Inspector General's Freedom of Information Security Act evaluations, semi-annual reports, audits and internal reviews relating to his subject matter.
- Another issue the current Global Tech Inc. contractors feel is a problem is the fact that there is no Chief Information Officer to interact with the contractors. The current Acting Executive Director/Acting Chief Information Officer affirmed that the paperwork is being submitted for the position for a Federal Labor Relations Authority Chief Information Officer. During the preliminary time of this Global Tech Inc. contract, several reports have been

issued by the Global Tech Inc. Project Manager to the Acting Executive Director/Acting Chief Information Officer regarding issues already looked at by the contractors. Management is currently involved in reviewing and making decisions on the submitted issues.

- During the first year of this Global Tech Inc. Contract, the contractors will focus on building foundation and will do research on case management for products, policies and the development of necessary requirements for the Electronic Case Management and Freedom of Information Act System. They also will look at new tools and recommend those that should be implemented during the 2nd year of the contract. They also plan to implement components starting in the 2nd year which will be carried over to the 3rd year. During the 3rd year, the Global Tech Inc. contractors plan to monitor all requirements and implementations.
- For the Infrastructure Support and Business Development Contract, during the 1st year, the Global Tech Inc contractors will review current Information Technology and Network Infrastructure, make recommendations to Management and create related policy.
- Currently, the Global Tech Inc. contractors are focusing on the inventory of Information Resource Management equipment, working on creating Information Technology and Security Policy, and trying to figure out how Federal Labor Relations Authority employees can work from home. They are also addressing issues related to Network Administration, Network Security and updating 2003 servers to the next generation of technology.
- Although the current contract is expensive and costs \$1.2 million, in order to reestablish a proper Government Information Technology system for the Federal Labor Relations Authority, the Agency needs to keep these contractors until they can hire at least one or two trained, experienced and professional information technology employees in addition to the Chief Information Officer. The Federal Labor Relations Authority has 3 employees with one acting as the Contracting Officer Technical Representative. None of these Federal Labor Relations Authority employees have sufficient training to conduct the same actions as the current Global Tech Inc.

contractors. The two other Federal Labor Relations Authority employees stated they were not provided information on the issues being handled and completed by the Global Tech Inc. contractors from the Contracting Officer Technical Representative or Project Manager Contractor.

- The current Federal Labor Relations Authority Information Resource Management Contracting Officer Technical Representatives stated he was not comfortable with the other two Information Resource Management employees and could not depend on them. He stated that if these two other Information Resource Management employees liked the directed job they would do it but if they didn't like it, it took forever for them to complete the job. The Information Resource Management Contracting Officer Technical Representatives also stated that he had no specific meetings with the Global Tech Inc. contractors to obtain information to keep the employees informed. However the Global Tech Inc. Project manager stated that he did provide the Information Resource Management Contracting Officer Technical Representative with reports and information. The Information Resource Management Contracting Officer Technical Representative also affirmed that he is a Database person who does not know a lot about information security and has had no training regarding other information technology systems.
- The current two Federal Labor Relations Authority Information Technology employees were significantly ignored by the former Federal Labor Relations Authority Executive Director and Chief information Officer, were rarely assigned any work and were not given proper training over the last 8 years. When initially hired before the last administration, both of these employees were considered good and capable. Both stated that the current Contracting Officer Technical Representative, Acting Chief Information Officer and Contractors rarely interact with them regarding current issues. Both have requested to the Contracting Officer Technical Representative that they be assigned information technology jobs and bring them back to their former information technology capabilities.
- The 6 Global Tech Inc. contractors were interviewed by the Federal Labor Relations Authority Inspector General. All of these contractors were

extremely experienced in information technology and were properly focusing on their assigned program. They began their work in September 2008 and were involved in jobs such as upgrading and identifying necessary Information Resource Management skills, upgrading the infrastructure, upgrading and developing policy, procedures and instructions related to Information Technology/Security in compliance with the Office of Management and Budget guidelines. They also are focusing on developing electronic files, the Federal Labor Relations Authority network, and electronic systems.

- The Global Tech, Inc. contractors interviewed by the Federal Labor Relations Authority Inspector General felt three years would be absolutely necessary to review the current information technology status, prepare corrections and necessary requirements, and implement their recommendations after the approval of the Federal Labor Relations Management.
- The Global Tech Inc. contractors are currently focusing on the following deliverables. So far only the first has been completed and submitted to management for approval.
 1. Functional Requirements
 2. Freedom of Information Act Requirements
 3. Cost Benefit Analysis
 4. Office of Management and Budget A-300 Circular 11 Requirements
 5. Physical Data Model
 6. Design Document
 7. Security Document
 8. Migration Plan
 9. Test Plan
 10. Tool Configuration
 11. Develop EA vision'
 12. 12-Update Office of Management and Budget A-300 Requirements
 13. Project and Program Management.

- The Global Tech Inc. contractors plan to create the following Federal Labor Relations Authority Infrastructure. The first three have been completed and submitted to management for approval.
 1. Information Security Strategic Plan
 2. Information Technology Business
 3. Systems Development Life Cycle Methodology
 4. Hosting Options
 5. Update Information Security Business Plan
 6. Update Information Security Strategic Plan
 7. Review documentation and report status
 8. Report Inventory
 9. Service Level Agreement Process Document
 10. Federal Labor Relations Authority 6920 update
 11. Information Technology Acquisition Technology
 12. Federal Labor Relations Authority Instruction 4410.1B
 13. Federal Labor Relations Authority Instruction 4200.1A
 14. Systems Development Life Cycle Management Policy
 15. Federal Labor Relations Authority Information Technology policies
 16. Graphics and Packaging for FLRA documentation.

- The current Federal Labor Relations Authority Acting Executive Director/Acting Chief Information Officer stated that in order to improve the Federal Labor Relations Authority's Information Technology Program, a good and experienced supervisor (Chief Information Officer) is definitely needed to move the Agency forward. Improving the Federal Labor Relations Authority's Information Security will involve a significant amount of money and security updates are definitely needed to be put into place. The Acting Executive Director also stated that the Federal Labor Relations Authority should not transfer the Information Resource Management to another Federal Agency and is aware that the Chief Information Officer Position is a very important role and that this new employee will make decisions on training and using current employees more effectively. The Federal Labor Relations Authority's computers,

Information technology systems and telephones all need immediate changes. Although all software will be expensive, so is using contractors instead of Federal Labor Relations Authority employees.

CONCLUSION:

Although the current Global Tech Inc. contract for 3 years is very expensive (2nd and 3rd year can be eliminated if Federal Labor Relations Authority Management wants to end the contract. Right now, without a Contracting Officer and properly trained Information Resource Management employees, contractors are needed to properly address the Federal Labor Relations Authority Information Technology, Information Security and Federal Information Technology requirements.

The Federal Labor Relations Authority Inspector General's interviews with the Global Tech Inc. contractors indicated that they were focusing on conducting a good job but were having a significant problem relating to not being able to obtain previous Information Technology documentation. Apparently, it was stated but not confirmed by the Inspector General that the previous Federal Labor Relation's Authority's Executive Director removed these files from the Agency before she left the Agency in February 2008.

The Federal Labor Relations Authority Inspector General had several Freedom Information Security Act Reports, an internal Administrative Review and a Survey on the Inspector General Internet which related to Federal Labor Relations Authority Information Technology and provided this public access to the contractors to help them be aware of some of the previous Information technology problems and findings/recommendations.

The current three Federal Labor Relations Authority employees do not have the proper training or assignments to properly maintain the Federal Labor Relations Authority's Information Technology and Security System. They definitely need a significant amount of new training before they can focus on what needs to be done to correct the Federal Labor Relations Authority's Information Technology.

Because of the current situation, the Federal Labor Relations Authority should hire a professional and experienced Chief Information Officer which will help the Agency, the current contractors and the Information Technology employees who should be focusing on improving the system.

Improving the Federal Labor Relations Authority's Information Technology System will take several years, require additional allocated Information Technology Budget and support all Federal Labor Relations Authority Employees in properly conducting their jobs at work and perhaps at home on computers. To move from 2003 computers to new computers (2009) could bring on another problem. The current contractors need to send a venue and need to ask Federal Labor Relations Authority employees questions regarding current practices. Management and employees need to be transparent. It would also be helpful for the Federal Labor Relations Authority Information Resource Management to develop a template system.

FINDINGS AND RECOMMENDATIONS:

Finding 1:

The Federal Labor Relations Authority Information Resource Management employees have not been trained during the past administration to properly conduct their jobs.

Recommendation 1:

The current Federal Labor Relations Authority Information Resource Management employees need specific training relating to the programs currently being addressed by the Contractors and Management.

Finding 2:

The current Global Tech Inc. contractors are extremely experienced and are devoted to conducting an extensive job for the Federal Labor Relations Authority.

Their current concern is that the Federal Labor Relations Authority does not have an experienced Chief Information Officer with whom they can properly interact with.

Recommendation 2:

The Federal Labor Relations Authority should focus on hiring an experienced and professional Chief Information Officer as soon as possible. The experienced new Chief Information Officer should determine whether the Federal Labor Relations Authority should “build, rent or buy” Information Technology requirements.

Finding 3:

The Global Tech Inc. contract is for 2 years with a 3rd year option which may be necessary to properly update the Federal Labor Relations Authority’s Information Technology until an experienced Chief Information Officer is hired and Federal Labor Relations Authority Information Technology employees are properly trained so that they can professionally conduct their jobs.

Recommendation 3:

Currently, the Global Tech Inc. contractors are needed by the Federal Labor Relations Authority. During the next year, the Federal Labor Relations Authority should hire one or two experienced and well trained information technology employees in addition to the current Federal Labor Relations Authority Information Technology employees and in addition to the Chief Information Officer. This will eliminate the necessity to hire contractors to research and consult in the Information Technology program in the future.

Finding 4:

Information technology concerns and requirements of Federal Labor Relations Authority Employees are not being addressed properly by the current situation.

Recommendation 4:

Federal Labor Relations Authority Management should re-create a Federal Labor Relations Authority Technology Committee including Headquarters and Regional Office employee's to discuss Federal Labor Relations Authority employee's Information Technology concerns and issues and provide management with their information relating to Information Technology.

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