

Reclamation Manual

Policy

Subject:	Bureau of Reclamation's Business Model for Managing Technical Services
Purpose:	To ensure Reclamation maintains adequate expertise in mission-essential technical services by establishing appropriate agency-wide business practices. Benefits include improvement of key business practices related to technical services, and enhanced ability to maintain mission-critical technical capabilities.
Authority:	Reclamation Act, June 17, 1902 (ch. 1093; 32 Stat. 388; 43 U.S.C. 391 <i>et seq.</i>), as amended and supplemented
Approving Official:	Commissioner
Contact:	Deputy Commissioner – Operations, (DCO) 96-00000

1. **Introduction.** As a result of the *Managing for Excellence* initiative, Reclamation developed a business model to provide agency-wide processes and procedures for obtaining and managing technical services. This Policy outlines the major components of the business model (see Appendix A for a graphic illustration of the business model process), and defines responsibilities and requirements for implementation. The following Reclamation Manual Directives and Standards (D&S) provide more specific requirements regarding the accomplishment of these objectives: *Advance Planning for Technical Services Work* (CMP 10-01); *Fee-For-Service Business Practices for Technical Services Work* (CMP 10-02); and *Workload Distribution Practices for Technical Services Work* (CMP 10-03). The information gathered from the processes outlined in this Policy and the referenced D&S will be used to report on and analyze project cost, quality and timeliness of performance, and staff utilization, as well as to ensure these business practices achieve their intended purposes.

2. **Applicability.**
 - A. This Policy applies to Reclamation employees involved in technical services work performed by program offices and service providers for all Reclamation project and resources program activities, other than routine project operation and maintenance. It is, therefore, applicable to technical services work required: for construction of new projects or project features and safety of dams modifications, additions, modernizations, and replacements; for rehabilitation of project features; for extraordinary maintenance; for special, appraisal, and feasibility planning studies; and for the environmental and cultural resources compliance (including regulatory permitting) associated with construction activities, project operations, and land management activities.

Reclamation Manual

Policy

- B. The practices set forth in this Policy are typically not required when Reclamation receives non-discretionary “pass-through” funding. See CMP 10-02 for further information on applicability in these instances.
3. **Definitions.** See the D&S referenced in Paragraph 1 for other definitions associated with specific components of the business model.
- A. **Program Office.** Any Reclamation organizational unit that has been delegated the authority and allocated the budget necessary to operate and maintain projects and to conduct the programs for which it is responsible. Area offices; Security, Safety, and Law Enforcement; and certain offices within the regional offices are examples of “program offices.”
- B. **Pass-through Funding.** Appropriations expended by passing funds through Reclamation to state, local, or tribal entities to accomplish either construction or non-construction activities. Grants and cooperative agreements are typically, though not always, the mechanisms used for pass-through expenditures. Congress often targets such funds to a particular entity, leaving little discretion for Reclamation to exercise in awarding the funds.
- C. **Service Provider.**
- (1) An organizational unit within Reclamation that predominantly provides technical services to a program office or a non-Reclamation entity, the costs of which are paid by the program office or entity from their budget. While many offices within Reclamation provide technical services, the principal Reclamation service providers are:
 - (a) the Technical Service Center;
 - (b) certain organizational units within each regional office, as defined by each regional director;
 - (c) all regional drill crews; and
 - (d) the Mid-Pacific Construction Office, Four Corners Construction Office, and certain organizational units within the Provo Area Office.
 - (2) Non-Reclamation entities that perform technical services for program offices, typically funded by Reclamation through a separate business instrument. Such entities may include those who provide services to Reclamation on a reimbursable basis, including Reclamation customers.
- D. **Technical Services Work.** Technical services work means engineering and other services including, but not limited to, concept engineering; data collection and analysis;

Reclamation Manual

Policy

formulation of alternatives; value engineering/analysis studies; engineering designs, drawings, and specifications; cost estimating; hydrologic, geologic, seismic, environmental, social, economic, and cultural analyses; construction management (i.e., technical support for procurement of construction services, construction contract administration, inspection, engineering support, and completion of final construction reports, including as-built drawings); and commissioning/post-construction monitoring.

4. **Responsibilities.**

- A. **Commissioner.** The Commissioner is ultimately responsible for ensuring that Reclamation maintains adequate expertise in mission-essential technical services.
 - B. **DCO.** The DCO is responsible for ensuring that the business practices articulated in this Policy and associated D&S are implemented, and for making necessary adjustments to ensure they achieve their intended purposes. This responsibility includes rendering decisions on appeals by service providers and customers, as well as recommendations by the Coordination and Oversight Group (COG).
 - C. **Directors.** Directors are responsible for determining how to obtain the technical services work they need to accomplish the objectives of their assigned projects and programs. They are also responsible to the DCO for ensuring compliance with this Policy and associated D&S by program offices and service providers in their directorates. Each Director will collaborate with other Directors to optimize maintenance of technical capabilities from a Reclamation-wide perspective, and is responsible for designating which organizations within their directorate will function as service providers.
 - D. **COG.** The COG is responsible for monitoring and reporting on Reclamation's corporate and business processes for technical services work by gathering data to track workload distribution, maintenance of technical capability, and project accomplishments.
 - E. **Other Working Groups.** Subject matter expert groups, such as the Reclamation Design and Construction Coordination Team, Reclamation Planning Group, and others have advisory responsibilities and shall be consulted by the COG as appropriate for planning, workload distribution, and maintenance of technical capabilities pursuant to their respective represented communities and activities.
5. **Provision of Technical Services Work and Maintenance of Technical Capability.** Technical services work for which Reclamation is responsible will be performed in accordance with the business model and related practices articulated in this Policy. Specifically:

Reclamation Manual

Policy

- A. Program offices will retain only those technical services staff in numbers and expertise as can be fully utilized in accomplishing the programs and projects for which their office is responsible.
- B. The objectives of cost-effectiveness, transparency, and accountability will be addressed through the use of consistent fee-for-service practices for provision of technical services work throughout Reclamation, as more specifically directed in CMP 10-02.
- C. Program offices will plan and schedule in advance the technical services work they will require from service providers. Program offices will also coordinate with service providers and customers to make adjustments to these plans and schedules as necessary, as more specifically directed in CMP 10-01; and in CMP 10-04, *Collaboration with Customers Regarding Technical Services Required for Work on Existing Bureau of Reclamation Facilities*.
- D. In making decisions about where and how to obtain the necessary technical services work, program offices shall give consideration to Reclamation service providers as the resource of choice. This is more specifically described in CMP 10-03. Reclamation service providers may appeal decisions they deem contrary to this Policy and CMP 10-03 to the DCO. This practice shall be implemented in a way that contributes to:
 - (1) cost-effective development and maintenance of the technical capability necessary to accomplish the agency's mission; and
 - (2) the ability to effectively oversee the outsourcing of specialized technical services.
- E. The COG will gather appropriate information on staff utilization and will periodically report on the subject to the DCO. These reports will include any recommendations regarding organization and staffing issues that the COG determines to be appropriate based on the data gathered.
- F. The COG will prepare and submit periodic reports to the DCO summarizing and analyzing cost, quality, and timeliness data for technical services work. These reports will be made available, as appropriate, to both internal and external stakeholders. The reports and any accompanying recommendations will be tailored to specifically address the objectives and requirements articulated in this Policy.