Charter
for the
Interagency Resource Ordering Capability (IROC)

U.S. DEPARTMENT OF AGRICULTURE

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Interagency Resource Ordering Capability (IROC)

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1 Introduction

This Charter justifies the business need for the Interagency Resource Ordering Capability (IROC) software application, including high level requirement definition and description of the work; high level risks associated with implementing the solution; summary schedule and budget information; critical success factors; and pre-assigned resources. This Charter serves as authorization for work to proceed.

The Interagency Resource Ordering Capability (IROC) will replace the Resource Ordering and Status System (ROSS). IROC is an Information Technology application, a WFIT endorsed project, and an US Forest Service (USFS) sponsored project.

The Resource Ordering and Status System (ROSS) has been in use since 2003. ROSS will be retired and replaced with a new web-based system, the Interagency Resource Ordering Capability (IROC), which will transform how the U.S. Forest Service and the interagency wildland fire community order, track and manage resources to fight wildland fires and respond to all-hazard incidents. Through this Statement of Objectives (SOO), the U.S. Forest Service seeks information technology (IT) expertise to develop the IROC

2 Document Revision History

This document is subject to change to reflect new information that becomes available. Periodic minor changes (funding changes, changes in personnel, etc.) may be made by memorandum from the investment sponsor to the IROC manager; such memoranda will be attached to this Charter. The following table describes the revision history of this document

Table 1: Document Revision History

Version No.	Version Date	Modified By	Description of Changes
1.2.2	Jan 6, 2016	Richard Del Hierro	Final edits and signature page up front.
1.2.1	Jan 4, 2016	Richard Bahr	Document Review, Suggested Edits with Comments
1.2	Oct 15, 2015	Laura L. Hill	Review of Document & Comments
1.1	Oct. 12,2015	Richard Del Hierro	Responses to review comments
1.0	Aug 18, 2015	Annette Box	Document Creation

3 Business Need and Justification

Until IROC is developed, ROSS continues to be the main interagency application for placing and tracking orders of resources and supplies. The core business of ROSS remains valid and integral to the successful support of incidents. However, business workflows and technologies currently in place are nearly two decades old, which make them inefficient during times of high-fire activity. The IROC Project will build upon lessons learned from the current ROSS project, inputs

gathered from a recent contractor conducted "ROSS Next Gen discovery" study, and business requirements identified during the WFIT ITAB Line of Business project effort. This new IROC capability will continue to serve the interagency wildland fire community at the Federal, state, and local levels. For further information about the current ROSS system, see http://ross.nwcg.gov/.

IROC will be a mechanism to status, activate, and deploy a multitude of resources, which includes placing requests/orders for qualified individuals, teams, supplies, services and equipment to fight wildland fires and respond to all-hazard incidents. The application will be used to ensure that regulated aviation assets are efficiently deployed for the protection of people and property.

IROC, like ROSS, will provide a vital application capability for the interagency wildland fire community. During the 2014 fire season, ROSS supported 12,717 incidents with 548,000 requests for resources. Currently ROSS serves 342 nationwide interagency dispatch offices and includes 10,000 users in state, and local agencies and from five Federal land management agencies including the US Forest Service; Department of Interior's (DOI) Bureau of Land Management (BLM), Bureau of Indian Affairs (BIA), Fish and Wildlife Service (USFWS), and National Park Service (NPS). In addition, state, county, and local land management organizations and other cooperators utilize ROSS for incident ordering. ROSS data is employed at the Regional and National level to respond to Presidential, Congressional and Office of Management and Budget (OMB) inquiries.

4 Description and Scope

Implementing IROC will achieve increased operational effectiveness and efficiencies in business processes using modern supply chain practices. As our government is actively mandating agencies to increase efficiencies it is vital to develop business processes and implement modern technologies that facilitate interconnectivity between government agencies and other applications.

To address business needs, IROC will have two investment segments:

1. Application Development: The envisioned IROC application will leverage best in class technologies to support critical and desired new business functions and services. IROC will be fully interoperable with other existing and emerging new applications and associated technologies. In addition, IROC will provide a 508-compliant user interface that supports "standardized methods to identify, order, mobilize, and track the resources required to support incident management activities"..

2. IROC Incident Information Database and Management: IROC will require a supporting data management capability to enable the consumption of static information resources (e.g. catalogs of supplies and equipment, agreements, contracts, compacts, organizational information, etc.). IROC will collaborate with the interagency Wildland Fire IT support team to identify the best sources and or capabilities needed to fulfill this critical data requirement from an enterprise support level, leveraging available government capabilities and existing data warehouse resources.

Note: CAD, Resource Credentialing and the Interagency Enterprise Data Warehouse are not included in the scope of this document. These are identified only as outside dependencies that must be addressed in parallel with this project effort.

IROC will support current business needs and allow for long-term future growth for the agencies by:

- Aligning strategic issues such as the integration of internal and external business processes, the development of close linkages between partners, and the management of resources and information as they move across organizational and enterprise boundaries.
- Providing an application capability focused on the development of automated toolsets for management of ongoing IROC operational activities. These activities may include customer service, control of inbound and outbound flows of resources and information, and elimination of inefficiencies, costs, and redundancies.
- Promoting situational awareness to provide "real-time" availability of resources throughout the nation with the ability to search for all available resources regardless of city, county, state, federal, or tribal organizations. Expediting service delivery of required resources to incidents considering both timeliness and cost effectiveness.
- Improving the ability to efficiently manage dispatch mobilization tracking and demobilization.
- Reducing and eliminating paperwork and redundant manual processes.
- Increasing accountability and transparency in the use of public funds.
- Improving usability through a reduction of the training burden and the user communities' reliance on the Customer Help Desk and/or Subject Matter Experts (SME) for performing normal operations, since it is both time consuming and costly.
- Providing accurate resource data for decision makers and stakeholders at all levels.
- Enhancing the capability for organizations' data stewards in managing their resources for contracted resource catalogs including: crews, compacts, agreements, and non-cataloged contracts.

5 Requirements

The IROC will be a dynamic, modernized, flexible, and scalable application that aligns with interagency business needs of resource ordering for fire and all-hazard incidents.

The IROC vision includes the following key elements:

- Accurate, reliable, and timely data for enhanced decision making and planning.
- Decision-support capability including resource recommendations based on time to delivery, location, cost effectiveness and other factors.

- A capability that leverages new and innovative technologies and provides visualization tools to aide in decision making.
- An easy-to-navigate and intuitive user interface that includes compliance to Section 508 requirements.
- Support for the full life cycle of incidents – from initial response and resource mobilization through resource demobilization.
- Alignment of business processes to current user needs.
- Provision of plug-and-play interfaces (through standards) to other applications.
- Reduced duplication and increased efficiency and effectiveness of ordering, managing, tracking, and reporting on resources.
- A technical environment that is always available, secure, and responsive to incident mobilization demands.
- An application that is easy to maintain and update.
- A data analysis functionality and capability that easily provides answers to questions and necessary information to stakeholders using real-time and historical resource information.
- Incorporation of modern supply chain practices to facilitate enhanced collaboration across federal, state and local agencies as well as between dispatchers and resources.
- Providing accurate data for decision makers.

Detailed business requirements from the Discovery Study are available at the Wildland Fire Information and Technology (WFIT) page on Forest and Rangelands. (Insert link to page).

6 Objectives

IROC will benefit the interagency wildland fire and all-hazard community by providing a modern incident resource management system and safe and effective management of incident resources needed throughout the incident lifecycle. Providing an application that improves, not hinders the operational tasks required to mobilize and demobilize emergency responders is the main focus. Benefits include:

- Providing the community with the ability to expedite and efficiently manage the execution of incident ordering.
- Providing suggestive ordering and replenishing recommendations for the procurement and mobilization of crucial resources including aircraft, personnel, crews, supplies, services and equipment.
- Providing a single user interface regardless of organizational membership or platform used.
- Providing the ability to enter resource orders and electronically disseminate them across the business including dispatch centers and incidents.
- Providing "real-time" availability and tracking of resources throughout the nation.
- Providing a complete view of a resource throughout its complete incident response lifecycle; set-up, status, mobilization through returning "home."
- Providing system integration to eliminate the need to manually enter initial attack or redundant information.
- Providing flexibility and user accountability through override and logging of transactions.
- Providing a technology that has the scalability and flexibility to operate during peak periods of use.
- Providing an intuitive user interface that reduces training requirements and increases efficiency.
- Providing mobile accessibility, via smart phones and tablets, to accurate, reliable, timely data and availability.
- Providing consistent and accurate real time reporting to produce a complete and accurate view of events associated with an incident for strategic decision making and resource management. Supporting processes include the following:
    - Algorithms for mobilization recommendations based on qualifications, delivery time, cost efficiencies and contractual obligations (best value).
    - Warnings for when significant numbers of Overhead and Equipment are nearing de-mobilization at the same time (safety).

- Ability to support "what if" scenarios and to establish pre-orders (analytics and planning).
- Flexibility to override system-generated recommendations based on user level, under certain circumstances (e.g., drawdown levels are being approached) and logging these activities for user accountability.

- Providing visualization and geospatial capabilities (include further investigation of Enterprise Geospatial Portal (EGP) capability) as needed to allow end users and leaders to more effectively track, manage, analyze and report on resource capability.
- Data Integrity and quality assurance through WFIT-provided capabilities.
- Access portal and authentication through the NESS National Application Portal (NAP), or future interagency application portal capability.

7 Assumptions

Assumptions on which this charter is based include the following:

- This will be a Major Program within the USDA Capital Planning and Investment Control Portfolio. The Project Manager must adhere to this policy and must be FAC P/PM III certified.
- The Project Manager shall investigate alternatives that include government off- the-shelf software (GOTS) and commercial off-the-shelf software (COTS) to find a solution that is cost effective and meets the needs of stakeholders.
- The IROC will use an interagency "plug and play" integration strategy.
- An Enterprise Service Bus, Web Service, or like integration service is also needed by IROC. Legacy systems that could potentially provide or update resources, include: VIPR, IQS, IQCS, ICBS, Altaris CAD, EQS, e-ISuite, and WildCAD or an entirely new capability could be identified during this development process.

8 Constraints

Constraints on which this charter was based include the following:

- The IROC will meet National Institute of Standards and Technology (NIST) and FS IT Security requirements.
- The IROC will adhere to Section 508 Standards.
- The IROC will adhere to FITARA requirements.
- The IROC will adhere to NARA requirements.
- The General Support System (GSS) for the application, Fire National Enterprise Support System (Fire NESS), along with any associated interagency WFIT application support

environments will collaborate with the IROC team to ensure that needs for hardware, software, and connectivity are met in a completely and timely manner.

- The IROC will require a unique key for each resource. Applications wishing to interface with IROC must use this standard. IROC will not maintain a clearing house capability.
- The IROC will need to be able to "subscribe" to reference data from interagency systems including fiscal account codes, resource locations and geospatial layers. The IROC will also need to be able to easily retrieve historical copies of the reference information for reporting purposes.
- The IROC will only accept validated and standardized information. For instance, if data is sent to the IROC, checking for business rules such as making sure that a Federal entity does not initiate an incident on State owned land is the responsibility of the integration capability or CAD system.
- The IROC will evaluate continued to support legacy CAD systems needing a repository capability currently hosted by ROSS (e.g Altaris CAD).

9 Risks

The identification of project risks, details, triggers, thresholds, and mitigation strategies are critical to the success of any IT project. IROC will develop and implement a Risk Management Plan (RMP). Anticipated risks for the Phase II project include:

- Major changes in requirements will affect schedule and potentially cause cost overruns.
- The potential of limited availability of government Subject Matter Experts during fire season could complicate the quick response needed when using contracted agile practices to develop the capability.
- Stakeholders' adversity to change may affect willingness to accept new processes that gain efficiencies, especially those that may reduce the number of positions necessary to conduct expanded dispatch operations.
- Potential difficulty in obtaining stakeholder buy-in to support a hybrid solution that includes both commercial off-the-shelf systems (COTS) and government off-the-shelf systems (GOTS).
- The availability of a unique identifier or key for overhead personnel and users. While not all overhead resources are required to log in to the application, all must possess this unique key. Without this, security and data integrity are at risk and the management of potential duplicates results in increased labor hours, which historically exceed $200K annually.
- Availability of responsive development and production GSS environments.
- Changes in policy that affect the approach and causes rework of the requirements could extend costs and delivery dates.

- Storage/repository capability for locally dispatched resources, assets and services.

10 Schedule

The system should be developed and fielded within 24 months of contract award. Current issues regarding the legacy system ROSS, necessitates the need for leveraging agile development processes and a timely delivery date.

Leveraging requirements for IROC continue to be gathered, reviewed and refined for inclusion into a final SOW. A detailed schedule and list of those finalized business and technical requirements will be included in the Project Management Plan.

11 Budget

The software budget combined DME and O&M is estimated to be $17,278,680 for FY 2017-FY2019. Estimation details are contained in the table below.

Table 2: IROC Budget Estimations

	FY 2017	FY 2018**	FY 2019	FY 2020	Total:
App DME	$3,062,851	$3,139,422	$3,217,908		$9,420,181
SME(Contractor)	$ 300 K	$300 K	$150 K*	$150 K*	$ 1.5 M
App O&M		$940,436	$1,822,130	$1,865,933	$ 4,628,499
FTE (Gov)	$ 200 K	$ 200 K	$ 200 K	$ 130 K	$ 730 K
GSS	$ 250 K	$ 250 K	$ 250 K	$ 250 K	$ 1 M
					$17,278,680

*The SME Cost for FY 2020 Would Use O&M Funding

**Based on 24 month timeline to operational fielding – "Go Live" is April 1st, 2018.

12 Approval Requirements (Success Measurements)

The purpose of this section is to describe who decides the investment is successful and how the determination will be made. It is helpful to include the evaluation and order of importance of cost, schedule, scope, and quality in this determination.

The overall measure of success on which this charter was based on the following:

- Positive feedback from users and stakeholders during and after development and implementation.
- Efficient and efficient mobilization of resources in terms of the actual cost associated with resource deployment including moving resources to and from incidents and maximizing the amount of time a resource can be assigned to any individual incident during deployment.
- Reduced support costs associated with decreased reliance on SME personnel.
- Reduced costs associated with user training (initial and on-going). Increase proficiency in using the new system with less training and greater retention of the skills without retraining.

13 Pre-assigned Resources

The purpose of this section is to describe any human resources known at charter creation, including the roles and responsibilities of current, pre-assigned resources.

Table 3: Pre-assigned Resources (Members of the Integrated Project Team)

Position	Name	Title/Role
Business Process Owners	James Hubbard	Deputy Chief, State and Private Forestry, USDA Forest Service
Business Lead	Susie Stingley-Russell	Center Manager, National Interagency Coordination Center, USDA Forest Service
IT Program Manager	Richard del Hierro	Branch Chief, Fire and Aviation Management – Information Technology, USDA Forest Service
Contract Specialist	Ivory Carr	Contracting Officer
Program Specialist	Annette Box	Project Manager
Program Specialist	Tina Vorbeck	Contracting Officer Representative
Security Specialist	Darin Crisp	IT Security Manager

15 Authorization

The Forest Service will be the sponsoring agency and resources will be requested through the USDA FS Information Resources Direction Board (IRDB), Capital Planning Investment Control (CPIC), and Advanced Acquisition Request (AAR) processes.

By signing this document, the sponsor authorizes work to be initiated on this investment with the resources identified in the Charter that he controls.

Approved by:

Harry Humbert

Deputy Assistant Secretary – Public Safety
Resource Protection and Emergency Services
Department of Interior

Jim Hubbard

Deputy Chief
State and Private Forestry
USDA Forest Service

January 6, 2016