

**U.S. Department of Commerce  
U.S. Patent and Trademark Office**



**Privacy Threshold Analysis  
for the  
Consolidated Financial System (CFS)**

## U.S. Department of Commerce Privacy Threshold Analysis

### USPTO Consolidated Financial System (CFS)

**Unique Project Identifier: PTOC-001-00**

**Introduction:** This Privacy Threshold Analysis (PTA) is a questionnaire to assist with determining if a Privacy Impact Assessment (PIA) is necessary for this IT system. This PTA is primarily based from the Office of Management and Budget (OMB) privacy guidance and the Department of Commerce (DOC) IT security/privacy policy. If questions arise or further guidance is needed in order to complete this PTA, please contact your Bureau Chief Privacy Officer (BCPO).

**Description of the information system:** *Provide a brief description of the information system.*

The E-Government Act of 2002 defines "information system" by reference to the definition section of Title 44 of the United States Code. The following is a summary of the definition: "Information system" means a discrete set of information resources organized for the collection, processing, maintenance, use, sharing, dissemination, or disposition of information. See: 44 U.S.C. § 3502(8).

The Consolidated Financial System (CFS) provides financial management, procurement, and travel management in support of the USPTO mission. CFS communicates with other federal agencies as part of these activities and includes the following four subsystems:

**Momentum:** Momentum is a full-featured Commercial off-the-shelf (COTS) accounting software package that permits full integration of the processing of financial transactions with other normal business processes. The Momentum system empowers the USPTO program offices to tie together many financial accounting functions, including plans, purchasing transactions, fixed assets, travel accounting, accounts receivable, accounts payable, reporting, security and workflow processes, general ledger, external reports, budget, payroll, and automated disbursements through an integrated relational database.

**Concur Government Edition (CGE):** CGE is a web-based travel and planning management solution owned, hosted, maintained and operated by Concur, Inc. This is a general support application of the Federal Government's more broadly defined eTravel 2 (ETS2) program, including funds control, accounting and fiscal management of Agency travel, the USPTO was required to construct an interface between the CGE and Momentum. The CGE application falls within the security boundary of the General Services Administration (GSA) and is authorized to operate by GSA. The USPTO has a Memorandum of Understanding (MOU) and an Interconnection Security Agreement (ISA) in place with GSA for this integration.

**eAcquisition Tool (ACQ):** ACQ is a web-based COTS solution to support users in the acquisition community at the USPTO. This general support application allows procurement users to create acquisition plans and track the life of procurement actions and documents associating with the plan. ACQ integrates with Momentum, Vendor Portal, Enterprise Data Warehouse (EDW), and the Electronic Library for Financial Management Systems (EL4FMS).

**Vendor Portal:** Vendor Portal is a web-based COTS solution to provide a platform for interaction and information exchange between USPTO and the vendor community. This general support application provides the ability to publish notices, solicitations and award announcements; enables vendor offer, invoice and receipt submission, and provides vendors insight into awards, deliverables and invoice statuses.

Address the following elements:

*a) Whether it is a general support system, major application, or other type of system*

CFS is a major application.

*b) System location*

**Momentum:** Momentum is located in Alexandria, Virginia PTO Data Center; disaster recovery is located in Manassas, Virginia. Momentum will be hosted by Amazon Web Services (AWS) cloud services in 2023.

**Concur Government Edition (CGE):** The Concur application is an externally hosted SaaS offering and managed by GSA.

**eAcquisition Tool (ACQ):** ACQ is located in Alexandria, Virginia PTO Data Center; disaster recovery is located in Manassas, Virginia. ACQ will be hosted by Amazon Web Services (AWS) cloud services in 2023.

**VendorPortal:** VendorPortal is located in Alexandria, Virginia PTO Data Center; disaster recovery is located in Manassas, Virginia. VendorPortal will be hosted by Amazon Web Services (AWS) cloud services in 2023.

*c) Whether it is a standalone system or interconnects with other systems (identifying and describing any other systems to which it interconnects)*

**Momentum:** Momentum interconnects with:

- eAcquisition Tool (ACQ): ACQ is a web-based COTS solution to support users in the acquisition community at the USPTO.
- Enterprise Data Warehouse (EDW): EDW is an information system that provides access to integrated USPTO data to support the decision-making activities of managers and analysts to answer strategic and tactical business questions.
- Fee Processing Next Generation (FPNG): Fee Processing Next Generation is the USPTO “Next Gen” solution for fee process.
- Electronic Library for Financial Management Systems (EL4FMS) is an information system that provides access to USPTO financial-related documents to support the decision-making activities of managers and analysts. EL4FMS also supports users’ business operations by providing access via FPNG to various financial documents relating to their FPNG account.
- General Services Administration Concur Government Edition (CGE): CGE is a web-based travel and planning management solution owned, hosted, maintained and operated by Concur, Inc.
- General Services Administration System Award Management (SAM) GSA’s SAM is a combined system of nine federal procurement systems along with the Catalog of Federal

Domestic Assistance. SAM was designed to streamline the process of both obtaining and procuring federal contracts by integrating systems.

- Central Contractor Registration Connector (CCRC) application allows for the transfer, as well as daily updates, of vendor data from the SAM database into agency applications (i.e., the agency's financial, procurement, and/or travel applications).
- Department of Agriculture (USDA) National Finance Center (NFC) The USDA NFC is a shared service provider for financial management services and human resources management services. NFC's assists in achieving cost-effective, standardized, and interoperable solutions that provide functionality to support strategic financial management and human resource management direction.
- Department of Treasury Do Not Pay (DNP): The Department of Treasury operates DNP dedicated to preventing and detecting improper payments. DNP is authorized and governed by the [Payment Integrity Information Act of 2019 \(PIIA\)](#), and several Office of Management and Budget (OMB) memoranda and circulars. The authorities generally belong to OMB, which delegated the operational aspects to the Department of the Treasury.
- Department of Treasury Payment Application Modernization (PAM): The U.S. Government uses the Payment Automation Manager (PAM) to pay all bills, except payments in foreign currency.
- USPTO Amazon Cloud Services (UACS) – The UACS General Support System is a standard infrastructure platform that supports USPTO Application Information Systems (AIS) hosted in Amazon Web Services (AWS). This interconnection is expected in 2023.

**Concur Government Edition (CGE):** Concur interconnects with:

- Momentum: Momentum is a full-featured Commercial off-the-shelf (COTS) accounting software package that permits full integration of the processing of financial transactions with other normal business processes.
- Enterprise Data Warehouse (EDW): EDW is an information system that provides access to integrated USPTO data to support the decision-making activities of managers and analysts to answer strategic and tactical business questions.
- USPTO Amazon Cloud Services (UACS) – The UACS General Support System is a standard infrastructure platform that supports USPTO Application Information Systems (AIS) hosted in Amazon Web Services (AWS). This interconnection is expected in 2023.

**eAcquisition Tool (ACQ):** ACQ interconnects with:

- Momentum: Momentum is a full-featured Commercial off-the-shelf (COTS) accounting software package that permits full integration of the processing of financial transactions with other normal business processes.
- VendorPortal: VendorPortal is a web-based COTS solution to provide a platform for interaction and information exchange between USPTO and the vendor community.

- Enterprise Data Warehouse (EDW): EDW is an information system that provides access to integrated USPTO data to support the decision-making activities of managers and analysts to answer strategic and tactical business questions.
- Electronic Library for Financial Management Systems (EL4FMS): EL4FMS is an information system that provides access to USPTO financial-related documents to support the decision-making activities of managers and analysts. EL4FMS also supports users' business operations by providing access via FPNG to various financial documents relating to their FPNG account.
- USPTO Amazon Cloud Services (UACS): The UACS General Support System is a standard infrastructure platform that supports USPTO Application Information Systems (AIS) hosted in Amazon Web Services (AWS). This interconnection is expected in 2023.

**VendorPortal:** VendorPortal interconnects with ACQ (see descriptions above).

- USPTO Amazon Cloud Services (UACS) – The UACS General Support System is a standard infrastructure platform that supports USPTO Application Information Systems (AIS) hosted in Amazon Web Services (AWS). This interconnection is expected in 2023.

*d) The purpose that the system is designed to serve*

**Momentum:** Momentum serves as accounting software package that permits full integration of the processing of financial transactions with other normal business processes. The system empowers the USPTO program offices to tie together many financial accounting functions, including plans, purchasing transactions, fixed assets, travel accounting, accounts receivable, accounts payable, reporting, security and workflow processes, general ledger, external reports, budget, payroll and automated disbursements through an integrated relational database.

**Concur Government Edition (CGE):** CGE serves as a web-based travel and planning management solution owned, hosted, maintained and operated by Concur, Inc. In order to support the Federal Government's more broadly defined eTravel 2 (ETS2) program, including funds control, accounting and fiscal management of Agency travel, the USPTO was required to construct an interface between the CGE and Momentum. The CGE application falls within the security boundary of the General Services Administration (GSA) and is authorized to operate by GSA.

**eAcquisition Tool (ACQ):** ACQ serves as a web-based COTS solution to support users in the acquisition community at the USPTO. ACQ allows procurement users to create acquisition plans and track the life of procurement actions and documents associating with the plan. ACQ integrates with Momentum, Vendor Portal, Enterprise Data Warehouse (EDW), and the Electronic Library for Financial Management Systems (EL4FMS).



**VendorPortal:** VendorPortal serves as a web-based COTS solution to provide a platform for interaction and information exchange between USPTO and the vendor community.

VendorPortal provides the ability to publish notices, solicitations and award announcements; enables vendor offer, invoice and receipt submission, and provides vendors insight into awards, deliverables and invoice statuses.

*e) The way the system operates to achieve the purpose*

**Momentum:** Momentum operates as a full-featured Commercial off-the-shelf (COTS) accounting software package that permits full integration of the processing of financial transactions with other normal business processes. The system empowers the USPTO program offices to tie together many financial accounting functions, including plans, purchasing transactions, fixed assets, travel accounting, accounts receivable, accounts payable, reporting, security and workflow processes, general ledger, external reports, budget, payroll and automated disbursements through an integrated relational database.

**Concur Government Edition (CGE):** CGE operates as a web-based travel and planning management solution owned, hosted, maintained and operated by Concur, Inc. In order to support the Federal Government's more broadly defined eTravel 2 (ETS2) program, including funds control, accounting and fiscal management of Agency travel, the USPTO was required to construct an interface between the CGE and Momentum. The CGE application falls within the security boundary of the General Services Administration (GSA) and is authorized to operate by GSA.

**eAcquisition Tool (ACQ):** ACQ operates as a web-based COTS solution to support users in the acquisition community at the USPTO. ACQ allows procurement users to create acquisition plans and track the life of procurement actions and documents associating with the plan. ACQ integrates with Momentum, Vendor Portal, Enterprise Data Warehouse (EDW), and the Electronic Library for Financial Management Systems (EL4FMS).

**VendorPortal:** VendorPortal operates as a web-based COTS solution to provide a platform for interaction and information exchange between USPTO and the vendor community.

VendorPortal provides the ability to publish notices, solicitations and award announcements; enables vendor offer, invoice and receipt submission, and provides vendors insight into awards, deliverables and invoice statuses.

*f) A general description of the type of information collected, maintained, used, or disseminated by the system*

**Momentum:** Financial information is transmitted via various integrations and user data entry.

**Concur Government Edition (CGE):** Travel information is transmitted via various integrations and user data entry.

**eAcquisition Tool (ACQ):** Procurement information is transmitted via various integrations and user data entry.

**VendorPortal:** Vendor invoice information is transmitted via various integrations and user data entry.

*g) Identify individuals who have access to information on the system*

**Momentum:** Government Employees; Contractors.

Momentum processes payment activities and sends files to the Department of Treasury for disbursements. Momentum receives payroll data from the Department of Agriculture National Finance Center. A component of Momentum allows for integration with the General Services Administration (GSA) System for Award Management (SAM) database. The integration allows for scheduled updates from SAM to be updated in the Central Contractor Registration Connector before ultimately updating the Momentum vendor table. In addition, Momentum receives revenue accounting information from the Fee Processing Next Generation (FPNG).

**CGE:** Government Employees; Contractors.

CGE receives employee information from USPTO internal systems (Momentum and Enterprise Data Warehouse) for creating and maintaining travelers; and CGE shares both itinerary and credit card information with Momentum.

**ACQ:** Government Employees; Contractors.

ACQ shares acquisition documents with the Electronic Library for Financial Management Systems (EL4FMS) and procurement data with the Momentum and the Enterprise Data Warehouse (EDW).

**VendorPortal:** Government Employees; Contractors; General Public.

VendorPortal shares information and documents related to the submission of offers, invoices and eDeliverables with ACQ.

*h) How information in the system is retrieved by the user*

**Momentum** – Graphical User Interface (GUI)

**Concur** – Graphical User Interface (GUI)

**ACQ** – Graphical User Interface (GUI)

**VP – Graphical User Interface (GUI)***i) How information is transmitted to and from the system*

**Momentum:** Momentum information is transmitted via various integrations and user data entry, as explained in introduction (C).

**Concur Government Edition (CGE):** Concur - information is transmitted via various integrations and user data entry, as explained in introduction (C).

**eAcquisition Tool (ACQ):** ACQ information is transmitted via various integrations and user data entry, as explained in introduction (C).

**VendorPortal:** VendorPortal information is transmitted via various integrations and user data entry, as explained in introduction (C).

**Questionnaire:**

## 1. Status of the Information System

## 1a. What is the status of this information system?

- ☐ This is a new information system. *Continue to answer questions and complete certification.*
- ☐ This is an existing information system with changes that create new privacy risks. *Complete chart below, continue to answer questions, and complete certification.*

<b>Changes That Create New Privacy Risks (CTCNPR)</b>					
a. Conversions	<input type="checkbox"/>	d. Significant Merging	<input type="checkbox"/>	g. New Interagency Uses	<input type="checkbox"/>
b. Anonymous to Non-Anonymous	<input type="checkbox"/>	e. New Public Access	<input type="checkbox"/>	h. Internal Flow or Collection	<input type="checkbox"/>
c. Significant System Management Changes	<input type="checkbox"/>	f. Commercial Sources	<input type="checkbox"/>	i. Alteration in Character of Data	<input type="checkbox"/>
j. Other changes that create new privacy risks (specify):					

- ☐ This is an existing information system in which changes do not create new privacy risks, and there is not a SAOP approved Privacy Impact Assessment. *Continue to answer questions and complete certification.*
- ☒ This is an existing information system in which changes do not create new privacy risks, and there is a SAOP approved Privacy Impact Assessment. *Skip questions and complete certification.*



1b. Has an IT Compliance in Acquisitions Checklist been completed with the appropriate signatures?

- ☐ Yes. This is a new information system.
- ☐ Yes. This is an existing information system for which an amended contract is needed.
- ☐ No. The IT Compliance in Acquisitions Checklist is not required for the acquisition of equipment for specialized Research and Development or scientific purposes that are not a National Security System.
- ☒ No. This is not a new information system.

2. Is the IT system or its information used to support any activity which may raise privacy concerns?

NIST Special Publication 800-53 Revision 4, Appendix J, states "Organizations may also engage in activities that do not involve the collection and use of PII, but may nevertheless raise privacy concerns and associated risk. The privacy controls are equally applicable to those activities and can be used to analyze the privacy risk and mitigate such risk when necessary." Examples include, but are not limited to, audio recordings, video surveillance, building entry readers, and electronic purchase transactions.

- ☒ Yes. *(Check all that apply.)*

Activities			
Audio recordings	<input type="checkbox"/>	Building entry readers	<input type="checkbox"/>
Video surveillance	<input type="checkbox"/>	Electronic purchase transactions	<input checked="" type="checkbox"/>
Other(specify):			

- ☐ No.

3. Does the IT system collect, maintain, or disseminate business identifiable information (BII)?

As per DOC Privacy Policy: "For the purpose of this policy, business identifiable information consists of(a) information that is defined in the Freedom of Information Act (FOIA) as "trade secrets and commercial or financial information obtained from a person [that is] privileged or confidential." (5 U.S.C.552(b)(4)). This information is exempt from automatic release under the(b)(4) FOIA exemption. "Commercial" is not confined to records that reveal basic commercial operations" but includes any records [or information] in which the submitter has a commercial interest" and can include information submitted by a nonprofit entity, or (b) commercial or other information that, although it may not be exempt from release under FOIA, is exempt from disclosure by law (e.g., 13 U.S.C.)."

- ☒ Yes, the IT system collects, maintains, or disseminates BII.
- ☐ No, this IT system does not collect any BII.

4. Personally Identifiable Information (PII)

4a. Does the IT system collect, maintain, or disseminate PII?

As per OMB 17-12: "The term PII refers to information that can be used to distinguish or trace an individual's identity either alone or when combined with other information that is linked or linkable to a specific individual."

- ☒ Yes, the IT system collects, maintains, or disseminates PII about: *(Check all that apply.)*
- ☒ DOC employees
  - ☒ Contractors working on behalf of DOC
  - ☐ Other Federal Government personnel
  - ☒ Members of the public
- ☐ No, this IT system does not collect any PII.

*If the answer is “yes” to question 4a, please respond to the following questions.*

4b. Does the IT system collect, maintain, or disseminate Social Security numbers (SSNs), including truncated form?

- ☒ Yes, the IT system collects, maintains, or disseminates SSNs, including truncated form.

Provide an explanation for the business need requiring the collection of SSNs, including truncated form.

IDP maintains Social Security Numbers (SSNs) of USPTO employees for human resources reporting purposes. The source systems from which it receives SSNs are the U.S Department of Agriculture (USDA) National Finance Center (NFC) and the USPTO Patent Capture and Application Processing System – Examination Support (PCAPS-ES) Patent Application Location Monitoring (PALM) Infrastructure System (INFRA). Additionally, SSNs are required on vendor records for payments.

Provide the legal authority which permits the collection of SSNs, including truncated form. The authority for the USPTO employees’ PII in IDP is E.O. 9397.

31 USC 3325, 5 U.S.C. 301; 31 U.S.C. 3512, 3322; 44 U.S.C. 3101, 3309 5 U.S.C. 5701-09, 31 U.S.C. 3711, 31 CFR Part 901, Treasury Financial Manual Budget and Accounting Act of 1921; Accounting and Auditing Act of 1950 Federal Claim Collection Act of 1966; 35 U.S.C. 2 and 41 and 15 U.S.C. 1113.

- ☐ No, the IT system does not collect, maintain, or disseminate SSNs, including truncated form.

4c. Does the IT system collect, maintain, or disseminate PII other than user ID?

- ☒ Yes, the IT system collects, maintains, or disseminates PII other than user ID.

- ☐ No, the user ID is the only PII collected, maintained, or disseminated by the IT system.

4d. Will the purpose for which the PII is collected, stored, used, processed, disclosed, or disseminated (context of use) cause the assignment of a higher PII confidentiality impact level?

Examples of context of use include, but are not limited to, law enforcement investigations, administration of benefits, contagious disease treatments, etc.

- ☒ Yes, the context of use will cause the assignment of a higher PII confidentiality impact level.
- ☐ No, the context of use will not cause the assignment of a higher PII confidentiality impact level.

***If any of the answers to questions 2, 3, 4b, 4c, and/or 4d are “Yes,” a Privacy Impact Assessment (PIA) must be completed for the IT system. This PTA and the SAOP approved PIA must be a part of the IT system’s Assessment and Authorization Package.***

## CERTIFICATION

☒ The criteria implied by one or more of the questions above **apply** to the Consolidated Financial System (CFS) and as a consequence of this applicability, a PIA will be performed and documented for this IT system.

☐ The criteria implied by the questions above **do not apply** to the Consolidated Financial System (CFS) and as a consequence of this non-applicability, a PIA for this IT system is not necessary.

<p><b>System Owner</b>  Name: Marci Etzel  Office: Office of the Core Financial Management  Products Division -C/CFMD  Phone: (571) 272-5415  Email: Marci.Etzel@uspto.gov</p> <p style="text-align: right;">Digitally signed by Users, Etzel, Marci M.,  Date: 2023.03.14 10:35:51 -04'00'</p> <p>Signature: <u>Users, Etzel, Marci M.</u></p> <p>Date signed: _____</p>	<p><b>Chief Information Security Officer</b>  Name: Don Watson  Office: Office of the Chief Information Officer (OCIO)  Phone: (571) 272-8130  Email: Don.Watson@uspto.gov</p> <p style="text-align: right;">Digitally signed by Users, Watson, Don  Date: 2023.04.03 19:22:25 -04'00'</p> <p>Signature: <u>Users, Watson, Don</u></p> <p>Date signed: _____</p>
<p><b>Privacy Act Officer</b>  Name: Ezequiel Berdichevsky  Office: Office of General Law (O/GL)  Phone: (571) 270-1557  Email: Ezequiel.Berdichevsky@uspto.gov</p> <p style="text-align: right;">Digitally signed by Users, Berdichevsky, Ezequiel  Date: 2023.04.03 08:57:49 -04'00'</p> <p>Signature: <u>Users, Berdichevsky, Ezequiel</u></p> <p>Date signed: _____</p>	<p><b>Bureau Chief Privacy Officer and Co Authorizing Official</b>  Name: Henry J. Holcombe  Office: Office of the Chief Information Officer (OCIO)  Phone: (571) 272-9400  Email: Jamie.Holcombe@uspto.gov</p> <p style="text-align: right;">Digitally signed by Users, Holcombe, Henry  Date: 2023.04.04 09:21:39 -04'00'</p> <p>Signature: <u>Users, Holcombe, Henry</u></p> <p>Date signed: _____</p>
<p><b>Co-Authorizing Official</b>  Name: Jay Hoffman  Office: Office of the Chief Financial Officer-C/CFO  Phone: (571) 272-7262  Email: Jay.Hoffman@uspto.gov</p> <p>Signature: _____</p> <p>Date signed: _____</p>	