



**Privacy and Civil Liberties Impact Assessment (PCLIA)
for the
DocuSign Federal**

Publication Date: 01-30-2025

Reviewing Official

Bureau Privacy and Civil Library Officer

BUREAU OF ENGRAVING AND PRINTING

Risk Level

This PCLIA is for an information system or IT rated "Moderate" or "High" impact for confidentiality under Federal Information Processing Standard 199, at least in part because of its PII content.

The estimated number of individuals whose PII is maintained in the system is 1,000 - 9,999

Section 1: Introduction

PCLIAs are required for all systems and projects that collect, maintain, or disseminate [personally identifiable information](#) (PII). The system owner completed this assessment pursuant to Section 208 of the E-Government Act of 2002 ("E-Gov Act"), 44 U.S.C. § 3501, Office of the Management and Budget (OMB) Memorandum 03-22, "OMB Guidance for Implementing the Privacy Provisions of the E-Government Act of 2002," and Treasury Directive 25-07, "Privacy and Civil Liberties Impact Assessment (PCLIA)," which requires Treasury Offices and Bureaus to conduct a PCLIA before: (1) developing or procuring information technology (IT) systems or projects that collect, maintain or disseminate [PII](#) from or about members of the public, or (2) initiating a new collection of information that: (a) will be collected, maintained, or disseminated using [IT](#); and (b) includes any [PII](#) permitting the physical or online contacting of a specific individual, if identical questions have been posed to, or identical reporting requirements imposed on, 10 or more persons (not including agencies, instrumentalities, or employees of the federal government).

It is the policy of the Department of the Treasury ("Treasury" or "Department") and its Bureaus to conduct a PCLIA when PII is maintained in a system or by a project. This PCLIA provides the following information regarding the system or project: (1) an overview of its purpose and functions; (2) a description of the information collected; (3) a description of the how information is maintained, used, and shared; (4) an assessment of whether the system or project is in compliance with federal requirements that support information privacy; and (5) an overview of the redress/complaint procedures available to individuals who may be affected by the use or sharing of information by the system or project.

Section 2: Artificial Intelligence (AI)

Pursuant to the Executive Order on the Safe, Secure, and Trustworthy Development and Use of Artificial Intelligence:

1. The term "artificial intelligence" or "AI" has the meaning set forth in 15 U.S.C. 9401(3): a machine-based system that can, for a given set of human-defined objectives, make predictions, recommendations, or decisions influencing real or virtual environments. Artificial intelligence systems use machine- and human-based inputs to perceive real and virtual environments; abstract such perceptions into models through analysis in an automated manner; and use model inference to formulate options for information or action.

2.The term “AI model” means a component of an information system that implements AI technology and uses computational, statistical, or machine-learning techniques to produce outputs from a given set of inputs.

3.The term “AI red-teaming” means a structured testing effort to find flaws and vulnerabilities in an AI system, often in a controlled environment and in collaboration with developers of AI. Artificial Intelligence red-teaming is most often performed by dedicated “red teams” that adopt adversarial methods to identify flaws and vulnerabilities, such as harmful or discriminatory outputs from an AI system, unforeseen or undesirable system behaviors, limitations, or potential risks associated with the misuse of the system.

4.The term “AI system” means any data system, software, hardware, application, tool, or utility that operates in whole or in part using AI.

5.The term “crime forecasting” means the use of analytical techniques to attempt to predict future crimes or crime-related information. It can include machine-generated predictions that use algorithms to analyze large volumes of data, as well as other forecasts that are generated without machines and based on statistics, such as historical crime statistics.

The Department of the Treasury is leveraging AI to better serve the public across a wide array of use cases and benefits delivery. Treasury is also establishing strong guardrails to ensure its use of AI keeps individual safe and doesn't violate their rights.

This PCLIA is being conducted on:

[Section 3: System Overview](#)

Section 3.1: System Description and Purpose

1. The *Office of Enterprise Solutions (OES)* that own(s) or is funding the system, technology, pilot, rule, program, or other collection (hereinafter referred to as the “system”) is conducting this PCLIA for the *DocuSign Federal* The program is conducting a PCLIA for this system for the first time.
2. The main purpose of this *DocuSign Federal* is to help the program meet its mission by *DocuSign is a San Francisco and Seattle-based company that provides electronic signature technology and Digital Transaction Management services to facilitate electronic exchanges of contracts and signed documents. DocuSign's features include authentication services, user identity management, and workflow*

automation. Signatures processed by DocuSign are comparable to traditional signatures based on the product's compliance with the E-SIGN Act as well as the European Union's Directive 1999/93/EC on electronic signatures. DocuSign Federal is a collection of SaaS applications oriented towards federal government entities. Operated and managed as a government community cloud, DocuSign Federal provides government customers with an enterprise agreement cloud to facilitate paperless workflow management. Agencies can complete approvals, agreements, and transactions faster by building end-to-end online processes. Additionally, DocuSign Federal can be leveraged to embed electronic signing into existing websites, portals, and applications. DocuSign is built to work 'out-of-box', easily integrating with the systems and applications commonly used in federal government agencies so they can accelerate providing service to citizens, businesses, and internal stakeholders. DocuSign maintains an extensive network of partners and partner applications, plus a full API for customization, which ensures DocuSign will work with existing tools and processes.. This system also allows the program to DocuSign is a San Francisco and Seattle-based company that provides electronic signature technology and Digital Transaction Management services to facilitate electronic exchanges of contracts and signed documents. DocuSign's features include authentication services, user identity management, and workflow automation. Signatures processed by DocuSign are comparable to traditional signatures based on the product's compliance with the E-SIGN Act as well as the European Union's Directive 1999/93/EC on electronic signatures. DocuSign Federal is a collection of SaaS applications oriented towards federal government entities. Operated and managed as a government community cloud, DocuSign Federal provides government customers with an enterprise agreement cloud to facilitate paperless workflow management. Agencies can complete approvals, agreements, and transactions faster by building end-to-end online processes. Additionally, DocuSign Federal can be leveraged to embed electronic signing into existing websites, portals, and applications. DocuSign is built to work 'out-of-box', easily integrating with the systems and applications commonly used in federal government agencies so they can accelerate providing service to citizens, businesses, and internal stakeholders. DocuSign maintains an extensive network of partners and partner applications, plus a full API for customization, which ensures DocuSign will work with existing tools and processes

3. The system is comprised of the following components: *BEP DocuSign Cloud App*.
4. The *Office of Enterprise Solutions (OES)* maintains personally identifiable information (PII) in the following system components: *BEP DocuSign Cloud App*
5. The *Office of Enterprise Solutions (OES)* collects/receives PII maintained in the system from:
 - a. DocuSign collects information from the individual BEP employees who fill out the BEP forms sent from DocuSign.
 - b. DocuSign collects information from only internal sources: the individual BEP employees who fill out the BEP forms sent from DocuSign. No PII is being pulled from Active Directory. It is all manually input by signers.
6. The *Office of Enterprise Solutions (OES)* uses the information in the system to: DocuSign is a signing software system that is used to legally and securely collect approvals, data, and signatures on documents (i.e.. BEP forms). Also, BEP DocuSign utilizes user information to generate reports for administrators and auditors that help provide insight into training completion and user performance and help BEP meet compliance requirements.
7. The *Office of Enterprise Solutions (OES)* discloses the information in the system to the extent required by the Freedom of Information Act and as allowed by the Privacy Act of 1974 (including the routine uses in the applicable SORN: Treasury .015 - General Information Technology Access Account Records - 85 FR 73353 (Nov. 17, 2020))
8. The *Office of Enterprise Solutions (OES)* identified the following privacy risks during collection, use, and disclosure: The program office did not identify any privacy risks for the PII in the system.
9. The *Office of Enterprise Solutions (OES)* has taken the following steps/implemented the following controls to protect the PII in the system during the collection, use, and disclosure: BEP DocuSign collects PII that is necessary for the intended purpose in order to minimize the data collected. The system encrypts PII at rest and in transit to protect it from unauthorized access. Any disclosure of information in the

system is in line with legal requirements or other relevant data protection laws.

Section 3.2: Authority to Collect

Federal agencies must have proper authority before initiating a collection of information. The authority is sometimes granted by a specific statute, by Executive order (EO) of the President or other authority. The following specific authorities authorize Docusign Federal to collect information:

- Public Law No. 113-283 (Federal Information Security Modernization Act of 2014) 44 USC 3101 - Records management by agency heads SUBCHAPTER II - INFORMATION SECURITY 44 U.S.C. 3534 - Federal agency responsibilities

The information may also be collected pursuant to a more general requirement or authority. All Treasury systems and projects derive general authority to collect information from:

- 31 U.S.C. 321 – General authorities of the Secretary establish the mission of the Department of the Treasury
- 5 U.S.C. 301 – Department regulations for the operations of the department, conduct of employees, distribution and performance of its business, the custody, use, and preservation of its records, papers, and property.

Section 3.3: Privacy Act Applicability; SORN Requirement

Under certain circumstances, federal agencies are allowed to exempt a system of records from certain provisions in the Privacy Act. This means that, with respect to information systems and papers files that maintain records in that system of records, the agency will not be required to comply with the requirements in Privacy Act provisions that are properly exempted. If this system or project contains records covered by the Privacy Act, the applicable Privacy Act system of records notice(s) (SORNs) (there may be more than one) that cover the records in this system or project must list the exemptions claimed for the system of records (it will typically say: “*Exemptions Claimed for the System*” or words to that effect).

Section 3.3.1 - 3.3.4

- The system does retrieve records about an individual using an identifying number, symbol, or other identifying particular assigned to the individual. A SORN is required with respect to the records in this system.

Section 4: Information Collection

Section 4.1: Relevant and Necessary

The Privacy Act requires “each agency that maintains a system of records [to] maintain in its [records](#) only such information about an individual as is relevant and necessary to accomplish a purpose of the agency required to be accomplished by statute or by executive order of the President.” 5 U.S.C. § 552a (e)(1). It allows federal agencies to exempt records from certain requirements (including the relevant and necessary requirement) under certain conditions. 5 U.S.C. §552a (k). The proposed exemption must be described in a Notice of Proposed Rulemaking (“NPRM”). In the context of the Privacy Act, the purpose of the NPRM is to give the public notice of a Privacy Act exemption claimed for a system of records and solicit public opinion on the proposed exemption. After addressing any public concerns raised in response to the NPRM, the agency must issue a Final Rule. It is possible for some, but not all, of the records maintained in the system or by the project to be exempted from the Privacy Act through the NPRM/Final Rule process.

Section 4.1.1 Exemption Claimed from this Requirement?

- The PII maintained in this system or by this project is not exempt from 5 U.S.C. § 552a(e)(1), the Privacy Act's requirement that an agency maintain in its records only such information about an individual as is relevant and necessary to accomplish a purpose of the agency required to be accomplished by statute or by executive order of the President.

Section 4.1.2 Continuously Assessing Relevance and Necessity

Section 4.2: PII and/or information types or groupings

The list below represent the types of information maintained in the system or by the project that are relevant and necessary for the information system or project to fulfill its mission. PII identified below is used by the system or project to fulfill the purpose stated in Section 2.2 above– Authority to Collect.

Biographical/general information

☒ Birth Date	☒ Business Cell Number	☒ Business Email Address
☒ Business Phone or Fax Number	☒ Business Physical/Postal Mailing Address	☒ City or County of Birth
☒ Contact Lists and Directories	☒ Country of Birth	☒ Gender
☒ Group/Organization Membership	☒ Home Physical Mailing Address	☒ Name

☒ Personal Cell Number	☒ Personal Email Address	☒ User Names, Avatars, etc.
N/A		

Identifying numbers assigned to individuals

☒ Internet Protocol (IP) address
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Specific Information/File Types

N/A

Audit Log and Security Monitoring Information

☒ Date and time individual accesses IT
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Medical/Emergency Information Regarding Individuals

N/A

Biometrics/Distinguishing Features/Characteristics of Individuals

N/A

Identifying numbers for sole proprietors (including business information)

N/A

[Section 4.3: Sources from which PII is obtained](#)

Focusing on the context in which the data was collected and used (i.e., why it is collected and how it is used), list **ALL** sources from which PII is collected/received and stored in the system or used in the project

Members of the Public

Federal contractors, grantees, interns, detailees etc: Federal contractors, grantees, interns, and detailees with

appropriate credential access are considered members of the public. ;

Current Federal Employees, Interns, and Detailees

Current Federal employees providing information in their capacity as federal employees;

Section 4.4: Privacy and/or civil liberties risks related to collection

When Federal agencies request information from an individual that will be maintained in a [system of records](#), they must inform the individual of the following: “(A) the authority (whether granted by statute, or by executive order of the President) which authorizes the solicitation of the information and whether disclosure of such information is mandatory or voluntary; (B) the principal purpose or purposes for which the information is intended to be used; (C) the [routine uses](#) which may be made of the information, as published pursuant to paragraph (4)(D) of this subsection; and (D) the effects on [the individual], if any, of not providing all or any part of the requested information.” 5 U.S.C § 522a(e)(3). This is commonly called a Privacy Act Statement. The OMB Guidelines also note that subsection (e)(3) is applicable to both written and oral (i.e., interview) solicitations of personal information. Therefore, even if a federal employee or contractor has a fixed list of questions that they orally ask the individual in order to collect their information, this requirement applies.

Section 4.4.1 Collection Directly from the Individual to whom the PII pertains

- All of the information in this system was collected directly from an individual to whom it pertains.

4.4.2 Privacy Act Statements

- All of the PII in the system was collected directly from the individual to whom it pertains. Therefore, a Privacy Act Statement was posted at the point where the PII was collected directly from the individual. That Privacy Act Statement was provided to the individual on the form in which the PII was collected;
- The Privacy Act Statement contained the following:
 - The authority (whether granted by statute, or by Executive order of the President) which authorizes the solicitation of the information.
 - Whether disclosure of such information is mandatory or voluntary.
 - The principal purpose or purposes for which the information is intended to be used.
 - The individuals or organizations outside of BEP with whom the information may be/will be shared.
 - The effects on the individual, if any, if they decide not to provide all or any part of the requested information.

Section 4.4.3 Use of Full Social Security Numbers

Treasury is committed to eliminating unnecessary collection, use, and display of full Social Security numbers ('SSN') and redacting, truncating, and anonymizing SSNs in systems and documents to limit their accessibility to individuals who do not have a need to access the full SSN in order to perform their official duties. Moreover, the Privacy Act provides that: 'It shall be unlawful for any Federal, State or local government agency to deny to

any individual any right, benefit, or privilege provided by law because of such individual's refusal to disclose his social security account number.' Pub. L. No. 93-579, § 7. This provision does not apply to: (1) any disclosure which is required by federal statute; or (2) any disclosure of an SSN to any federal, state, or local agency maintaining a system of records in existence and operating before January 1, 1975, if such disclosure was required under statute or regulation adopted prior to such date to verify the identity of an individual. Id. at § 7(a)(2)(A)-(B).

Section 4.4.4 Justification for collection and use of full Social Security Numbers

- Full SSNs are maintained in the system and the following approved Treasury uses of SSNs apply:
 - a legal/statutory basis (e.g. where collection is expressly required by statute);
 - as a unique identifier for identity verification purposes;

Section 4.4.5 Controls implemented to limit access to and or improper disclosure of full Social Security Numbers

- Full SSNs are maintained in the system and the following controls are put in place to reduce the risk that the SSN will be seen or used by someone who does not have a need to use the SSN in order to perform their official duties:
 - The SSN is truncated (i.e., shortened to the last 4 digits of the SSN) when displayed to all system users for whom the last four digits (but not the full) SSN are necessary to perform their official duties.

Section 4.4.7 Denial of rights, benefits, or privileges for refusing to disclose Social Security Number

- Full SSNs are collected, and the individual will be denied the following right, benefit, or privilege provided by law if they refuse to disclose their SSN: If a form requires a full SSN, the individual cannot submit the envelope without filling that field out. Denial of this right, benefit or privilege does not violate the law because:
 - SSN disclosure is required by the following Federal statute or Executive Order;

Section 4.4.8 Records describing how individuals exercise First Amendment rights

The Privacy Act requires that Federal agencies "maintain no record describing how any individual exercises rights guaranteed by the First Amendment unless expressly authorized by statute or by the individual about whom the record is maintained or unless pertinent to and within the scope of an authorized law enforcement activity." 5 U.S.C. § 552a(e)(7).

- N/A. The system *does not* maintain information describing how an individual exercises their rights guaranteed by the First Amendment.

Section 5: Maintenance, use, and sharing of the information

Ensuring accuracy, completeness, and timeliness of information collected, maintained, and shared when it is used to make determinations about individuals

The Privacy Act and Treasury policy require that Treasury bureaus and offices take additional care when collecting and maintaining information about individuals when it will be used to make determinations about those individuals (e.g., whether they will receive a federal benefit). This includes collecting information directly from the individual where practicable and ensuring that the information is accurate, relevant, timely and complete to assure fairness to the individual when making a determination about them. This section addresses the controls/protections put in place to address these issues.

The [Privacy Act](#) requires that Federal agencies “maintain all records which are used by the agency in making any determination about any individual with such accuracy, relevance, timeliness, and completeness as is reasonably necessary to assure fairness to the individual in the determination.” 5 U.S.C § 552a(e)(5). If a particular [system of records](#) meets certain requirements (including the [NPRM](#) process defined in Section 3.1 above), an agency may exempt the [system of records](#) (or a portion of the records) from this requirement. Exemptions may be found at the bottom of the relevant SORN next to the heading: “*Exemptions Claimed for this System.*”

Section 5.1 Exemption from the accuracy, relevance, timeliness, and completeness requirements in section (e)(5) of the Privacy Act

- *None* of the information maintained in the system that is part of a system of records is exempt from the accuracy, relevance, timeliness, and completeness requirements in section (e)(5) of the Privacy Act.

Section 5.2 Protections in place despite exemption from the accuracy, relevance, timeliness, and completeness requirements

- *None* of the information maintained in the system that is part of a system of records is exempt.

Section 5.3 Collecting information directly from the individual when using it to make adverse determinations about them.

Section 552a(e)(2) of the Privacy Act requires that Federal agencies that maintain records in a system of records are required to collect information to the greatest extent practicable directly from the individual when the information about them may result in adverse determinations about their rights, benefits, and privileges under Federal programs. Agencies may exempt a system of records from this requirement under certain circumstances and if certain conditions are met.

Section 5.4 Additional controls designed to ensure accuracy, completeness, timeliness and fairness to individuals in making adverse determinations

1. Administrative Controls

Individuals about whom information is collected are given the following opportunities to amend/correct/update their information to ensure it is accurate, timely and complete to the extent reasonably necessary to assure fairness when it is used to make a determination about them:

- The PII collected for use in the system is NOT used to make adverse determinations about an individual's rights, benefits, and privileges under federal programs.

2. Technical Controls

- No additional technical controls are available to ensure accuracy, relevance, timeliness and completeness.

Data-Mining

As required by Section 804 of the [Implementing Recommendation of the 9/11 Commission Act of 2007](#) (“9-11 Commission Act”), Treasury reports annually to Congress on its data mining activities. For a comprehensive overview of Treasury’s data mining activities, please review the Department’s Annual Privacy Act and Data Mining reports available at: <http://www.treasury.gov/privacy/annual-reports>.

Section 5.7 Is the PII maintained in the system used to conduct data-mining

- The information maintained in this system or by this project *is not* used to conduct "data-mining" activities as that term is defined in the 9-11 Commission Act. Therefore, no privacy or civil liberties issues were identified in responding to this question.

Computer Matching

The Computer Matching and Privacy Protection Act (CMPPA) of 1988 amended the [Privacy Act](#) by imposing additional requirements when Privacy Act systems of records are used in computer matching programs.

Pursuant to the CMPPA, there are two distinct types of matching programs. The first type of matching program involves the computerized comparison of two or more automated federal personnel or payroll [systems of records](#) or a system of federal personnel or payroll records with non-federal records. This type of matching program may be conducted for any purpose. The second type of matching program involves the computerized comparison of two or more automated [systems of records](#) or a [system of records](#) with non-federal records. The purpose of this type of matching program must be for the purpose of eligibility determinations or compliance requirements for applicants, recipients, beneficiaries, participants, or providers of services for payments or in-kind assistance under federal benefit programs, or recouping payments or delinquent debts under such federal benefit programs. See 5 U.S.C. § 522a(a)(8). Matching programs must be conducted pursuant to a matching agreement between the source (the agency providing the records) and recipient agency (the agency that receives and uses the records to make determinations). The matching agreement describes the purpose and procedures of the matching **and** establishes protections for matching records.

Section 5.8 Records in the system used in a computer matching program

- The information maintained in the system *is* part of a Privacy Act system of records, but *is not* used as part of a matching program.

Section 5.9 Is there a matching agreement?

- N/A

Section 5.10 What procedures are followed before adverse action is taken against an individual who is the subject of a matching agreement search?

- N/A

Information sharing with external (i.e., outside BEP) organizations and individuals

Section 5.11 PII shared with/disclosed to agencies, organizations or individuals outside BEP

- PII maintained in the system is *not* shared with agencies, organizations, or individuals external to Treasury.

Section 5.12 Accounting of Disclosures

An accounting of disclosures is a log of all external (outside Treasury) disclosures of records made from a system of records that has *not* been exempted from this accounting requirement. This log must either be maintained regularly or be capable of assembly in a reasonable amount of time after an individual makes a request. Certain system of records may be exempted from releasing an accounting of disclosures (e.g., in law enforcement investigations).

Section 4.4(c) Making the Accounting of Disclosures Available

- The records are not maintained in a system of records subject to the Privacy Act so an accounting is *not* required.

Section 5.13 Obtaining Consent Prior to New Disclosures Not Authorized by the Privacy Act

Records in a system of records subject to the Privacy Act may not be disclosed by 'any means of communication to any person or to another agency' without the prior written request or consent of the individuals to whom the records pertain. 5 U.S.C. Sec. 552a(b). However, the Act also sets forth twelve exceptions to this general restriction. These 12 exceptions may be viewed at: <https://www.justice.gov/usam/eousa-resource-manual-139-routine-uses-and-exemptions>. Unless one of these 12 exceptions applies, the individual to whom a record pertains must provide their consent, where feasible and appropriate, before their records may be disclosed to anyone who is not listed in one of the 12 exceptions. One of these 12 exceptions also allows agencies to include in a notice published in the Federal Register, a list of routine uses. Routine uses are disclosures outside the agency that are compatible with the purpose for which the records were collected.

Section 4.4(e) Obtaining Prior Written Consent

- If a situation arises where disclosure (written, oral, electronic, or mechanical) must be made to anyone

outside of the BEP who is not listed in one of the 12 exceptions in the Privacy Act (including the published routine uses), the individual's prior written consent will be obtained where feasible and appropriate.

Section 6: Compliance with federal information management requirements

The Paperwork Reduction act

The [PRA](#) requires OMB approval before a Federal agency may collect standardized data from 10 or more respondents within a 12-month period. OMB also requires agencies to conduct a PIA (a Treasury PCLIA) when initiating, consistent with the [PRA](#), a new electronic collection of PII for 10 or more persons (excluding agencies, instrumentalities, or employees of the federal government).

Section 6.1

- The system involves a new collection of information in identifiable form for 10 or more persons from outside the federal government.
- The system completed an Information Collection Request ("ICR") and received OMB approval.

Records Management - NARA/Federal Records Act Requirements

Records retention schedules determine the maximum amount of time necessary to retain information in order to meet the needs of the project or system. Information is generally either disposed of or sent to the National Archives and Records Administration (NARA) for permanent retention upon expiration of this period. If the system has an applicable SORN(s), check the "Policies and Practices for Retention and Disposal of Records" section.

Section 6.2

- The system owner is still in the process of developing a new records schedule to submit to NARA.

E-Government Act/NIST Compliance

The completion of Federal Information Security Management Act (FISMA) Security Assessment &

Authorization (SA&A) process is required before a federal information system may receive Authority to Operate (ATO).

Section 6.3

- This is a new system has not yet been authorized to operate. The expected to date for receiving ATO is: 10-25-2024

Section 6.4: Section 508 of the Rehabilitation Act of 1973

When Federal agencies develop, procure, maintain, or use Electronic and Information Technology (EIT), Section 508 of the Rehabilitation Act of 1973 (as amended in 1998) requires that individuals with disabilities (including federal employees) must have access and use (including privacy policies and directives as well as redress opportunities) that is comparable to that which is available to individuals who do not have disabilities.

Section 7: Responsible Official Certification

I reviewed all PCLIA responses, confirming the system's current, accurate status:

Approval Signature

Bureau Privacy and Civil Library Officer

Date signed: 01-30-2025