



Improve Management of Major Acquisitions

Goal Leaders

Barry Berkowitz, Senior Procurement Executive Department of Commerce,
Department of Commerce

Mathew Blum, Associate Administrator Office of Federal Procurement Policy,
Office of Management and Budget



Goal Statement

Federal agencies will ensure that contracts supporting transformative and other priority projects will meet or beat delivery schedules, provide exceptional customer service, and achieve savings or cost avoidance for the taxpayer.



Challenge

Major acquisitions, which are often over \$50 million, account for approximately one-third of annual contract spend and often support transformative, high risk or other mission critical priorities -- from providing timely action on veterans health benefits to securing government infrastructure and verifying employment eligibility.

Too often, initiatives to transform government are unnecessarily put at risk of failures because:

- Many Federal program managers lack the skills to successfully manage large and complex acquisitions.
- Acquisition processes remain captive to a risk adverse culture that rewards compliance over creativity.
- Program management is undervalued and applied inconsistently across agencies.



Opportunity

Ensure every agency is on track in successfully achieving at least 2 transformational or other priority program goals through well managed major acquisitions.

Work with early adopters on pilot efforts which could include upgrade hospitals for better veterans care, modernize an integrated and efficient census, and improve loan program operations for borrowers.





Goal Structure

Federal agencies will ensure contracts supporting transformative and other priority projects will meet or beat delivery schedules, provide exceptional customer service, and achieve savings or cost avoidance for the taxpayer.



STRATEGY 1:
Strengthen Talent Capabilities

Train and develop the workforce and foster critical thinking.

STRATEGY 2:
Use Modern and Innovative Acquisition Flexibilities

Strengthen acquisition lifecycle reviews and use innovative practices and resources.

STRATEGY 3:
Track Investments Using Portfolio Management Principles (Implement PMIAA)

Develop program/project management capabilities and a Federal dashboard.



INTEGRATION OF STRATEGIES

Apply the above strategies to transformational and other priority projects supported by major acquisitions.





Strategy 1: Strengthen Talent Capabilities

- **60** acquisition professionals certified in digital IT.
- Program management certifications made available for both DoD and civilian agency program managers.
- IT specialization available for civilian agency program managers.

Strategy 2: Use Modern and Innovative Acquisition Flexibilities

- **Five** agency priority goals achieved per year using innovative acquisition strategies.
- **96%** of CFO Act Agencies have designated Acquisition Innovation Advocates (AIAs).
- **50** practices and use cases posted on the Acquisition Innovation Hub and interactive discussion board.

Strategy 3: Track Investments Using Program Management Principles

- PMIAA (Program Management Improvement and Accountability Act) guidance drafted with emphasis on major acquisitions representing one-third of annual Federal spending.





Competencies/Skill Gaps

Job Series: OPM to issue regulations and guidance on PM job series and/or job series identifier

Competency Survey: OPM develops PM competencies based on earlier work in this area. OPM performs a competency survey to identify gaps and recommends government-wide training to close gaps.

Align Competencies: FAI and PM Functional Advisory Board (FAB) look at DoD and civilian agency acquisition PM competencies and recommend how to better align them.

Training and Development

Career Path: OPM to issue regulations, guidance and policy on PM career path.

Training: FAI to pilot a cross-functional training class on critical thinking in the acquisition process. Develop more experiential learning and simulation coursework for critical skills, such as hard bargaining.

Agency PM Development Strategies: PMIOs will identify strategies to develop agency PMs to their fullest potential and ensure a strong, competitive pool of PMs are ready to assume senior PM positions.

Mentoring: PMIOs will work with agency CHCOs to develop and implement a mentoring strategy for agency PMs.

Recognition: The CAO Council will establish an annual award to recognize federal PM excellence.

Job Aids

One-Stop PM Toolkit: FAI, in conjunction with the FedPM Community of Practice and PM FAB, shall gather existing PM resources into a one-stop PM toolkit.

Agency Specific Resources: Each PMIO will establish a website with agency-specific tools and resources for PMs.





Key Milestones

Strategy 1- Strengthen Talent Capabilities

Key Milestones	Milestone Due Date	Milestone Status	Change from last quarter	Owner	Anticipated Barriers or other Issues Related to Milestone Completion
Competencies/Skill Gaps					
Better align civilian agency and DoD PM competencies.	June 2018			FAI and FAB	
Issue regulations and guidance on PM job series and/or job series identifier.	June 2018			OPM	
Training and Development					
Establish an annual PM award.	October 2018			CAOC	
Develop PM competencies and perform a competency survey.	March 2019			OPM	
Develop a cross-functional training class in critical thinking for acquisition professionals.	October 2019			FAI	
Job Aids					
Update existing sites to include both government-wide and agency specific PM tools and resources.	October 2019			FAI and PMIOs	
Review agency strategy and progress toward strengthening PMs at portfolio review.	March 2020			OFPP and PMIOs	





Strategy 2: Use Modern and Innovative Acquisition Practices

Strengthen acquisition lifecycle review protocols

- **Major Acquisition Reviews:** Establish, refresh, or confirm process for assessing high priority, critical, or high interest acquisitions supporting transformational projects.
- **Integrated Project Teams:** Identify process for engaging stakeholders to achieve (i) common understanding of program/project goals and measurements, (ii) requirements that reflect needs of stakeholders, and (iii) a suitable acquisition strategy to meet agreed upon stakeholder goals (with AIA advisory input as appropriate).

Maximize use of innovation practices

- **Internal support structure**
 - Promote internal information sharing.
 - Recognize achievements.
 - Develop and use in-house digital strategists.
 - Conduct outreach and acquire industry expertise.
- **External support structure**
 - Post use cases on the Acquisition Innovation Hub.
 - Ask for or offer expertise on Open Opportunities.
 - Establish or support innovative communities of practice.
 - As appropriate, consult with USDS and TTS/18F.





Key Milestones Strategy 2- Use Modern and Innovative Acquisition Practices

Key Milestones	Milestone Due Date	Milestone Status	Change from last quarter	Owner	Anticipated Barriers or other Issues Related to Milestone Completion
Acquisition lifecycle review					
Establish, refine, or confirm process to assess high priority, critical, or high interest acquisition.	December 2018			Agency	
Establish, refine, or confirm process to engage stakeholders for integrated project teams.	December 2018			Agency	
Innovation practices and resources utilization					
Internal: a) Promote internal information sharing b) Sponsor or co-sponsor agency learning events c) Recognize achievements.	April & December 2018 - 2020			Agency	
External: a) Sponsor or co-sponsor interagency learning events b) Post on Open Opportunities c) Post narrated stories and use cases on the Acquisition Innovation Hub.	April & December 2018 - 2020			Agency	





Strengthen governance

- Provide direction for agency implementation of government-wide PMIAA guidance.
- Establish organizational structure required by PMIAA.
 - Appoint PMIO.
 - Establish new Program Management Policy Council.
- Execute policy to track performance of meeting strategic goals, conduct portfolio reviews, and collect performance data.

Increase transparency and accountability for results

- Routinely monitor Federal program management progress.
- Manage portfolio reviews of agency investments.
- Improve behavior and prevent cost overruns, schedule delays, and performance shortfalls.
- Develop portfolio management dashboard.





Key Milestones	Milestone Due Date	Milestone Status	Change from last quarter	Owner	Anticipated Barriers or other Issues Related to Milestone Completion
Government wide guidance					
Issue Federal implementation guidance	2018			OMB	
Organizational Structure					
Appoint agency PMIOs	2018			Agency	
Convene PMP Council	2018			Agency	
Establish/confirm acquisition PM office/functionality	December 2018			Agency	
Identify PM standards and ensure alignment of agency guidance with Federal policy	January 2019			Agency	
Policy Execution					
Portfolio management dashboard prototype	December 2018			Agency	
Create first portfolio and align with strategic goals	February 2019			Agency	
Conduct acquisition portfolio reviews with OFPP	June 2019			Agency	





Pilot - FY 18

(Examples are illustrative and may change)

VA

Upgrade hospitals
for better veteran care

Commerce

Modernize
an integrated and
efficient census

Education

Improve loan program
operations
for borrowers





Agency by Agency Indicators: Sample Major Acquisition Dashboard

Agency Performance Metrics	Contract(or) Performance Metrics
Integrated Project Strategy	Cost Variance
Innovation Approach	Schedule Variance
Major Acquisition Review Results	Performance Results & Customer Satisfaction

Initially for use by agency and OMB and other authorized agencies





Key Milestones: Strategy Integration to Achieve Transformation

Key Milestones	Milestone Due Date	Milestone Status	Change from last quarter	Owner	Anticipated Barriers or other Issues Related to Milestone Completion
Identify first transformational or other priority program mission objective tied to major acquisition	July 2018			Agency	
Identify second mission objective tied to major acquisition	September 2018			Agency	
PM Dashboard MVP	December 2018			OMB	
Initial dashboard reporting	December 2018			Pilot agencies	
Acquisition portfolio review	February 2019 & 2020			OMB	
Dashboard reporting	June & December 2019			Agency	
Conduct videos and host Ted Talks on transformative activities impacting the public	January & July 2019 >			Agency	





Federal Agencies:

- CFO Act Agencies

Organizations:

- Chief Acquisition Officers, Chief Information Officers, Chief Performance Officers
- Acquisition Innovation Advocates, Innovation Communities, Procurement Attorneys
- Federal Acquisition Institute, Defense Acquisition University

Program Activities:

- US Digital Services, GSA Technology Transformation Service (TTS), digital services' offices
- Digital Information Technology Acquisition Professional Training (DITAP) graduates

Policy:

- Program Management Improvement Accountability Act Implementation Guidance
- OMB Memo on acquisition innovation, March 2016
- OMB Memo on 8(a) digital initiative, January 2017
- President's Reorganization Executive Order, April 2017

Statutes:

- Program Management Improvement Accountability Act, December 2016
- Federal Information Technology Acquisition Reform Act, December 2014





Appendix





Major Acquisitions

Federal Acquisition Institute and Defense Acquisition University

- Federal Acquisition Institute Board of Directors
- Chief Human Capital Officers Council
- Chief Learning Officers Council
- CIO Council Workforce Committee



Catalysts for strengthening workforce capabilities.

Chief Acquisition Officers Council

- OFPP Administrator
- Acquisition Innovation Advocates Council
- COs certified in IT (DITAP)
- USDS, 18F, Agency Digital Strategists
- Innovation Communities of Practice
- Procurement Attorneys Roundtable



Catalysts for using modern and innovative acquisition flexibilities.

Program Management Policy Council

- OMB DDM
- OMB Management Office Administrators and Resource Management Officers
- Agency Program Management Information Officers
- Federal Program/Project Manager Community of Practice



Catalysts for leveraging portfolio, program and project management principles.



Agency documents use case on Acquisition Innovation Hub and promotes rapid information sharing.



Acquisition Planning

- ✓ Industry Liaisons & Reverse Industry Days & Strategic Conversation Days
- ✓ Vendor Prequalification
- ✓ Digital Services Trained Contracting Officers
- ✓ Agile Methodology
- ✓ TechFAR & Professional Services Hubs
- ✓ Facilitated Requirements Development Workshops & Structured Peer Reviews
- ✓ Challenge-based & share-in-savings contracts

Purchase Request & Solicitation

- ✓ Leverage Best-in-Class Contracts
- ✓ Scenarios in Solicitations
- ✓ Include Government Estimated Price
- ✓ Two-Phase Acquisitions &/or Proposal Page Limits
- ✓ Simplified Procedures for Commercial Item Buys
- ✓ 8(a) Digital Initiative
- ✓ Broad Agency Announcements & Other Transactions

Proposal Evaluation & Award

- ✓ Oral Proposals & Presentations
- ✓ Thorough Offeror Debriefings
- ✓ Same Day Challenges & Evaluations
- ✓ Non-Monetary Incentives (e.g., award term)
- ✓ Simplified Best Value Analysis
- ✓ Human Centered Design Evaluations
- ✓ Prototypes

May be particularly helpful for ■ IT

■ Services

■ R&D/Emerging Technologies

■ General





- Shortened time to delivery, such as through incremental delivery of new functionality for major software products.
- Increased stakeholder satisfaction, both internal and external, demonstrated through higher contractor average past performance for major acquisitions in portfolio and delivery of improved service/technology.
- Eliminated duplicative contracts.
- Achieved savings/cost avoidance for major acquisitions in portfolio.
- Decreased percentage of change orders.
- Completed number of backlog items.





- Strengthen talent management, leverage innovative approaches, conduct major acquisition reviews.
- Perform portfolio management preparation activities required of all CFO Act agencies.
- Identify first portfolio of major acquisitions.
- Align portfolio with agency strategic goals.
- Collect performance data for each item in the portfolio.
- Identify obstacles to full implementation of portfolio, program, and project management.
- Establish data feeds from original sources to federal performance management dashboard to minimize agency reporting burden.
- Conduct acquisition portfolio reviews with OFPP.