Sharing Quality Services: Improving Efficiency and Effectiveness of Administrative Services Across Government

Goal Leaders:

Emily Murphy, Administrator, General Services Administration

Lesley Field, Deputy Administrator for Federal Procurement Policy and Shared Services Policy Officer, Office of Management and Budget

Suzette Kent, Federal Chief Information Officer, Office of Management and Budget

FY18 Q3 Quarterly Update
September 2018
Establish a strategic government-wide framework for improving the effectiveness and efficiency of administrative services by 2020 that leads to continual improvements in performance, operational cost savings of 20% annually once at scale or an estimated $2B over 10 years, and improved customer experience.

**Enhance Mission Effectiveness**
by creating a shared government where the tools and expertise for administrative services are available/pooled across agencies. Sharing administrative capabilities will reduce taxpayer costs by 20% annually once implemented or an estimated over $2B over 10 years while also increasing satisfaction with those services. Changing how we manage administrative activities will reduce the resources needed and result in faster hiring to secure the border, faster payments to small businesses so the economy can continue to grow and thrive, and simplifying grants applications so more resources are directed to results rather than compliance.

**Establish a Strategic Foundation**
that creates a flexible, competitive environment for shared government-wide capabilities. Setting and adopting government-wide standards will allow better partnerships with the private sector and supports long-term innovation. Identifying targeted functions and capabilities over a 10 year period creates stability for agency and industry planning.
Goal Statement

Establish a strategic government-wide framework for improving the effectiveness and efficiency of administrative services by 2020 that leads to continual improvements in performance, operational cost savings of 20% annually once at scale or an estimated $2B over 10 years, and improved customer experience.

Challenges

- Outdated processes, old technology, and a culture of compliance have created a complicated and inflexible administrative environment.
- Common administrative services such as processing hiring transactions, managing Federal finances, contracts, and payroll costs taxpayers an estimated $28.6B annually. Rather than economizing by sharing across the Federal government, we duplicate contracts, people, and technology across hundreds of locations.
- 38% of Federal leaders report low satisfaction with administrative support.
- Industry innovation has outpaced Federal capabilities.
- Past efforts have focused on the short-term rather than a strategic vision that creates an architecture for an innovative, flexible, and competitive environment.
Opportunities for transformation include converging around common standards for administrative activities to reduce “unique” requirements and duplicate contracts and:

1. Leveraging commercial solutions and innovative practices, to include separating technology from services in order to maintain innovation and competition (see Modernizing IT to Increase Productivity and Security).

1. Providing the Federal workforce with modern tools and access to experts that will improve delivery of services for citizens (see Shifting from Low-Value to High-Value Work and Developing a Workforce for the 21st Century).

1. Establishing a 10-year plan for continuous improvement and delivery of quality services and technology for administrative services by:

   a) Expanding the number and use of common solutions to reduce duplication and costs. This includes common technology or contracts that increase choices that can be shared by multiple agencies (see Increase Adoption of Category Management Solutions).

   b) Improving the quality and delivery of shared services by using common solutions, standard administrative operations, and core performance metrics.

   c) Increasing availability and use of centralized services for highly standardized processes or outcomes to eliminate redundancy and reduce risks.
Overview – Sharing Quality Services

The Executive Branch will reduce the performance and innovation gap between commercial and government administrative services by (1) expanding the number and use of common solutions; (2) improving the quality and delivery of shared services; and (3) increasing the availability and use of centralized services.

<table>
<thead>
<tr>
<th>Common Solutions</th>
<th>Shared Services</th>
<th>Centralized Services</th>
</tr>
</thead>
<tbody>
<tr>
<td>Technology and/or contracts that can be used by more than one Federal agency. May be government-to-government or citizen-to-government.</td>
<td>Consolidating routine or standard operations to a limited number of organizations. Uses common solutions (technology and contracts) and sharing of human resource expertise either within an agency or across agencies.</td>
<td>Creating a single Federal-wide location for highly standardized activities, allowing organizations and users to benefit from consistent and uniform processes.</td>
</tr>
</tbody>
</table>

**Why a common solution?**
- ✔ When replicable and repetitive outcomes are expected across multiple agencies.
- ✔ When commercial solutions or services are available and leveraging the government’s buying power will save taxpayer dollars.
- ➤ Examples include shared contracts that leverage Federal purchases of IT, professional services, and other common spending.

**Why a shared service?**
- ✔ When replicable and repetitive outcomes are expected across multiple agencies.
- ✔ When the primary outcome is transaction processing or expertise in Federal unique practices.
- ✔ When it is in the best interest of the taxpayer to have more than one location for expert services
- ➤ Example: managing Federal payroll.

**Why a centralized service?**
- ✔ When the expected outcome is driven primarily by Federal statute, regulation, or policy that is the same across the Federal government.
- ✔ When lack of a central location will increase burden or costs.
- ➤ Examples include medical certification for commercial pilots and USAjobs for federal job announcements.
Overview – Sharing Quality Services

(1) Summer 2017 President’s Management Council answered a set of questions to identify sharing opportunities.

- How Standard is this Process?
- How Likely is it to be Performed Elsewhere?
- How Significant for Cost or Duplication Reduction?
- What is the Single Factor that is the Greatest Barrier to Standardization?
- How Standard is this Process vs. How Likely to be Performed Elsewhere?
- How Standard is this Process vs. How Significant for Cost Reduction?

(2) The answers from the PMC were added to a list of activities already in process such as:

- Researching what is available
- Identifying what agencies need
- Reviewing Existing Policies

(3) Several agencies then offered to do more sharing in certain areas.

- Initiatives aligned with agency mission and reform efforts

Opportunities

- Contract Writing
- Purchase Cards
- Electronic Payments
- Grants
- Employee Lifecycle Management

- E-Invoicing
- Payroll/Employee Lifecycle management
- “Core” Financial Management

- Fleet
- IT Data Exchange
- Employee Digital Record
- Travel
- Financial management
- Grants
## Goal Structure – Sharing Quality Services

### - Aligning ideas with strategies

<table>
<thead>
<tr>
<th>Mission Support Service</th>
<th>a. Expanding the number and use of common solutions.</th>
<th>b. Improving the quality and delivery of shared services.</th>
<th>c. Increasing availability and use of centralized services.</th>
</tr>
</thead>
</table>
| **Human Resources transactions** | 1. Increase use of common solutions *(Increase Adoption of Category Management Solutions)*  
2. Establish and begin implementing modern commercial technology for processing HR transactions for payroll, time and attendance, and employee lifecycle management. | 7. Designate Federal organization(s) responsible for payroll.  
Increase satisfaction with human resource transactions.  
Transition to common solutions. | 8. Eliminate paper employee records by creating a standard employee digital record.  
9. Designate Federal organization responsible for HR transactions and storefront. |
| **Financial Management** | 3. Establish and begin implementing modern commercial technology solutions for core financial management.  
4. Increase use of purchase cards as payments and rebates. | Increase satisfaction with financial management.  
Transition to common solutions. | 10. Designate Federal organization responsible for financial management storefront.  
11. Increase Federal electronic payments. |
| **Procurement** | 5. Implement common solutions for contract closeout.  
Adopt common solutions. | 12. Centralize aspects of management of Federal purchase cards to reduce burden and costs.  
| **Grants Management** | See Results-Oriented Accountability for Grants | Adopt centralized services. | 15. Centralize certifications and representations for those interested in Federal grant awards.  
| **Operations Support** | | Transition to centralized services. | 17. Consolidate Federal fleet management to reduce costs. |
| **Information Technology** | See Modernizing IT to Increase Productivity and Security and Improving Business, Financial and Acquisition Outcomes through Federal IT Cost Transparency | Transition to common solutions.  
Increase satisfaction with IT. | 18. Designate Federal agency to provide IT infrastructure for administrative support services.  
See IT Modernization CAP goal for embracing cloud email, single log-in for citizens and CDM. |
Leadership – Sharing Quality Services

**GSA:** Emily Murphy  
**OMB:** Lesley Field & Suzette Kent

**Implementation Officials**  
**GSA:** Beth Angerman  
**OMB:** Karen Pica

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**Financial & Grants Management**

**OMB Official:** Fred Nutt  
**Key Personnel:** Regina Kearney, Victoria Collin

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**Human Resources transactions**

**OMB Officials:** Peter Warren, Dustin Brown  
**Key Personnel:** Kristy Daphnis

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**Procurement & Operations Support**

**OMB Official:** Karen Pica  
**Key Personnel:** Susan Minson
Summary of Progress

- Proposed final Service Management Office Designation Criteria to OMB
- Briefed OMB and SSGB on PMC Readiness Assessment results and analysis
- Issued Request for Quote (RFQ) for Payroll and Work Schedule Leave Management solutions. Response period closed on 7/20
- Finalized results of annual Administrative Services Customer Satisfaction Survey and shared with Agencies
## Key Milestones

### Expand the Number and Use of Common Solutions

<table>
<thead>
<tr>
<th>Key Milestones</th>
<th>Milestone Due Date</th>
<th>Milestone Status</th>
<th>Change from last quarter</th>
<th>Owner</th>
<th>Anticipated Barriers or other Issues Related to Milestone Completion</th>
</tr>
</thead>
<tbody>
<tr>
<td>Benchmark industry performance to identify gap with Federal performance</td>
<td>3Q2018</td>
<td>Complete</td>
<td>Change</td>
<td>GSA</td>
<td>Data is directional but not an exact comparison</td>
</tr>
<tr>
<td>Establish common contract for modern commercial technology for payroll and time &amp; attendance solutions</td>
<td>1Q2019</td>
<td>On track</td>
<td>Change</td>
<td>GSA</td>
<td></td>
</tr>
<tr>
<td>Establish common solutions to enable data capabilities for advanced data analytics</td>
<td>3Q2019</td>
<td>On track</td>
<td>No change</td>
<td>GSA</td>
<td>See CAP goal for <em>Improving Business, Financial and Acquisition Outcomes through Federal IT Cost Transparency</em></td>
</tr>
<tr>
<td>Establish common solution for multiple contract closeout services</td>
<td>2Q2020</td>
<td>On track</td>
<td>No change</td>
<td>GSA</td>
<td>Completion of standards, timely contract award, contractor access to Federal systems</td>
</tr>
<tr>
<td>Establish common contract for modern commercial technology for financial management solutions (accounts payable, accounts receivable, general ledger, and reporting)</td>
<td>2Q2020</td>
<td>At risk</td>
<td>Change</td>
<td>GSA</td>
<td>Market research may lead to change in strategy</td>
</tr>
<tr>
<td>Establish common solution(s) for contract writing technology</td>
<td>3Q2020</td>
<td>On track</td>
<td>No change</td>
<td>GSA</td>
<td>Completion of standards, availability of commercial technology, common IT platform</td>
</tr>
<tr>
<td>Increase use of purchase cards for contract payments and rebates</td>
<td>4Q2020</td>
<td>On track</td>
<td>No change</td>
<td>PMC</td>
<td>Identify and overcome barriers to use of purchase cards, IT interfaces may need to be developed/changed, contract identifier implementation in financial management systems</td>
</tr>
<tr>
<td>Key Milestones</td>
<td>Milestone Due Date</td>
<td>Milestone Status</td>
<td>Change from last quarter</td>
<td>Owner</td>
<td>Anticipated Barriers or other Issues Related to Milestone Completion</td>
</tr>
<tr>
<td>--------------------------------------------------------------------------------</td>
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<td>---------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Increase satisfaction of Federal officials with administrative support services</td>
<td>2Q2019 - 4Q2020</td>
<td>On track</td>
<td>No change</td>
<td>Service &amp; solution Managers</td>
<td>Adoption of standards, availability and adoption of solutions</td>
</tr>
<tr>
<td>Increase Federal electronic/digital payments</td>
<td>4Q2020</td>
<td>On track</td>
<td>No change</td>
<td>Treasury, GSA, DoD, PMC Agencies</td>
<td>Analysis of appropriate scope, completion of high-level architecture, adoption of standardized processes</td>
</tr>
<tr>
<td>Transition HR transaction processing for payroll and time &amp; attendance to modern commercial technology</td>
<td>4Q2020 (phase 1)</td>
<td>At risk</td>
<td>Change</td>
<td>USDA, GSA, Interior, DOD</td>
<td>Resources and expertise for agencies to transition, strategy for modular implementation</td>
</tr>
</tbody>
</table>
## Key Milestones – Increase Availability and Use of Centralized Solutions

<table>
<thead>
<tr>
<th>Key Milestones</th>
<th>Milestone Due Date</th>
<th>Milestone Status</th>
<th>Change from last quarter</th>
<th>Owner</th>
<th>Anticipated Barriers or other Issues Related to Milestone Completion</th>
</tr>
</thead>
<tbody>
<tr>
<td>Identify central capabilities that support Federal agencies transitioning to modern solutions</td>
<td>1Q2019</td>
<td>On track</td>
<td>No change</td>
<td>GSA</td>
<td></td>
</tr>
<tr>
<td>Create a single location for Federal grantees to provide required representations and certifications</td>
<td>2Q2019</td>
<td>On track</td>
<td>No change</td>
<td>GSA</td>
<td>Adoption of policy and workforce changes</td>
</tr>
<tr>
<td>Centralize defined aspects of managing Federal purchase cards to reduce burden and costs</td>
<td>4Q2020</td>
<td>On track</td>
<td>No change</td>
<td>GSA</td>
<td>Adoption of standard processes, data sharing, completion of analysis of opportunities, implementation of Smartpay3</td>
</tr>
<tr>
<td>Eliminate paper employee records by creating a standard employee digital record</td>
<td>4Q2020</td>
<td>At risk</td>
<td>Change</td>
<td>OPM &amp; Lead Tech Agency</td>
<td>Scope and schedule still being finalized</td>
</tr>
<tr>
<td>Implement electronic invoicing for Federal contracts</td>
<td>4Q2020</td>
<td>On track</td>
<td>No change</td>
<td>Treasury, DOD, PMC Agencies</td>
<td>Standards for certain Federal contract invoices, interoperability of IT, data sharing across Federal agencies</td>
</tr>
<tr>
<td>Consolidate Federal fleet management to reduce costs</td>
<td>2Q2019 - 4Q2020</td>
<td>On track</td>
<td>No change</td>
<td>GSA, PMC Agencies</td>
<td>Data and resources available for transitioning management of fleet</td>
</tr>
</tbody>
</table>
## Key Indicators – Improve Efficiency and Effectiveness of Administrative Services across Government

<table>
<thead>
<tr>
<th>Capability</th>
<th>Milestone</th>
<th>Scope of Measure</th>
<th>Metric</th>
</tr>
</thead>
<tbody>
<tr>
<td>Overall measure</td>
<td>Increase satisfactions scores for administrative services</td>
<td>PMC Agency</td>
<td>Annual customer service satisfaction benchmark</td>
</tr>
<tr>
<td>Human Resource Transactions</td>
<td>Faster hiring time • Develop and deploy an automated hiring assistant for managers. • Enable paperless transfers through a standard employee digital record</td>
<td>PMC Agency</td>
<td>• % of hires supported by automated assistant • % of standard digital employee records in Federal government</td>
</tr>
<tr>
<td>Grants management</td>
<td>Use digital tools to modernize compliance processes</td>
<td>Federal-wide</td>
<td>% grantee certifications through central solution</td>
</tr>
<tr>
<td>Financial Management</td>
<td>Increase Federal electronic payments</td>
<td>PMC Agency</td>
<td>• % invoices through electronic solutions • % increase use of and rebates for card and cardless payments</td>
</tr>
<tr>
<td>Procurement</td>
<td>Increase Adoption of Category Management Solutions</td>
<td>PMC Agency</td>
<td>Spend under management by agency</td>
</tr>
</tbody>
</table>
Customer Satisfaction Scores (2017-2018)

### Function Area Scores among 24 CFO Act Agencies

<table>
<thead>
<tr>
<th>Agency</th>
<th>Human Capital % Change</th>
<th>Financial Management % Change</th>
<th>Contracting % Change</th>
<th>Information Technology % Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>Commerce</td>
<td>12%</td>
<td>5%</td>
<td>5%</td>
<td>3%</td>
</tr>
<tr>
<td>DHS</td>
<td>7%</td>
<td>-4%</td>
<td>0%</td>
<td>0%</td>
</tr>
<tr>
<td>DOD</td>
<td>-3%</td>
<td>-7%</td>
<td>-7%</td>
<td>1%</td>
</tr>
<tr>
<td>DOT</td>
<td>7%</td>
<td>0%</td>
<td>1%</td>
<td>3%</td>
</tr>
<tr>
<td>ED</td>
<td>-3%</td>
<td>2%</td>
<td>-7%</td>
<td>3%</td>
</tr>
<tr>
<td>Energy</td>
<td>7%</td>
<td>-2%</td>
<td>-4%</td>
<td>2%</td>
</tr>
<tr>
<td>EPA</td>
<td>11%</td>
<td>0%</td>
<td>0%</td>
<td>0%</td>
</tr>
<tr>
<td>GSA</td>
<td>4%</td>
<td>2%</td>
<td>-5%</td>
<td>0%</td>
</tr>
<tr>
<td>HHS</td>
<td>13%</td>
<td>0%</td>
<td>0%</td>
<td>0%</td>
</tr>
<tr>
<td>HUD</td>
<td>0%</td>
<td>0%</td>
<td>0%</td>
<td>0%</td>
</tr>
<tr>
<td>Interior</td>
<td>-5%</td>
<td>0%</td>
<td>0%</td>
<td>0%</td>
</tr>
<tr>
<td>Justice</td>
<td>5%</td>
<td>2%</td>
<td>2%</td>
<td>3%</td>
</tr>
<tr>
<td>Labor</td>
<td>3%</td>
<td>-2%</td>
<td>1%</td>
<td>3%</td>
</tr>
<tr>
<td>NASA</td>
<td>1%</td>
<td>-1%</td>
<td>-1%</td>
<td>2%</td>
</tr>
<tr>
<td>NRC</td>
<td>2%</td>
<td>2%</td>
<td>-1%</td>
<td>2%</td>
</tr>
<tr>
<td>NSF</td>
<td>-5%</td>
<td>0%</td>
<td>0%</td>
<td>1%</td>
</tr>
<tr>
<td>OPM</td>
<td>-8%</td>
<td>0%</td>
<td>0%</td>
<td>1%</td>
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<tr>
<td>SBA</td>
<td>7%</td>
<td>1%</td>
<td>0%</td>
<td>10%</td>
</tr>
<tr>
<td>SSA</td>
<td>1%</td>
<td>-1%</td>
<td>0%</td>
<td>0%</td>
</tr>
<tr>
<td>STATE</td>
<td>-2%</td>
<td>0%</td>
<td>-3%</td>
<td>3%</td>
</tr>
<tr>
<td>U.S. Treasury</td>
<td>1%</td>
<td>-1%</td>
<td>-1%</td>
<td>1%</td>
</tr>
<tr>
<td>USAID</td>
<td>-6%</td>
<td>-7%</td>
<td>-10%</td>
<td>3%</td>
</tr>
<tr>
<td>USDA</td>
<td>4%</td>
<td>0%</td>
<td>-3%</td>
<td>1%</td>
</tr>
<tr>
<td>VA</td>
<td>4%</td>
<td>0%</td>
<td>2%</td>
<td>2%</td>
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Customer Satisfaction Survey (CSS): In 2018, GSA surveyed all federal employees at the CFO-Act Agencies to assess their satisfaction with administrative services during the previous 12 months. Collectively, the responses provide a detailed picture of satisfaction for 24 Service Areas across the Contracting, Financial Management, Human Capital, and IT Functions. Please note that for DOD, the survey was only deployed to senior supervisory employees (GS-13 to GS-15 supervisors, SES, and equivalents) and that USAID did not participate in the 2018 CSS but shares results from their own survey.
<table>
<thead>
<tr>
<th>Agency</th>
<th>FY 2018*</th>
<th>FY 2019</th>
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</thead>
<tbody>
<tr>
<td>Commerce</td>
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<tr>
<td>DHS</td>
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<td>DoD</td>
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<td>GSA</td>
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<td>SBA</td>
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<td>SSA</td>
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<tr>
<td>State</td>
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<tr>
<td>Treasury</td>
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<td>USAID</td>
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<td>VA</td>
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<tr>
<td>Federal-wide</td>
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</tbody>
</table>

* Results for FY 2018 will be published in FY 2019.
Contributing Programs

Agencies

General Services Administration
United States Department of the Treasury
United States Office of Personnel Management

Cross-Agency Councils

Cross-Agency Executive Councils - Chief Executives, Deputy Chief Executives and Senior Leaders from various government agencies make up the following councils:
- Chief Acquisition Officers Council
- Chief Financial Officers Council
- Chief Human Capital Officers Council
- Chief Information Officers Council
- Performance Improvement Council

Shared Solutions Governance Board - The executive body responsible for advising the Shared Service Policy Officer on the development of shared solutions policies.

Business Standards Council - Provides subject matter expertise for their respective service areas to drive continued improvement within and across the landscape of administrative services. Service Area Leads play a crucial role to the success of this effort by leading the definition of common business capabilities, data standards, performance metrics and user stories through the Federal Integrated Business Framework.
Appendix – Strategic Vision Governance & Operating Model

President’s Management Council (PMC):
OMB and GSA serve as the Mission Support CAP Goal Leaders

Governance Objectives
- Define overall strategy for mission support services and identify key priorities.
- Set Council goals specific to community of practice (FM, HR, etc.) and in alignment with PMC goals and CAP goal leaders.
- Advise on cross-functional implementation of mission support services goals, includes GSA for implementation strategies.
- Provide subject matter expertise and cross-functional integration of standards
- Define and coordinate government-wide standards through the management of Change Control Boards
- Identify ongoing and emerging operational needs via the working groups and change control boards

Service Area Leads
GSA OGP (USSM & Exec Councils)

Business Standards Council
- PIC Council
- CFO Council
- CHCO Council
- CAO Council
- CIO Council

Service Area Leads run Cross-Agency Working Groups and Change Control Boards to establish and manage standards following a common framework

Federal Agencies
- Provide expert representatives to Service Area specific Working Groups and Change Control Boards (as designated by CXO Councils)

Appendix – Strategic Vision Governance & Operating Model

OMB

Shared Solutions Governance Board (SSGB)

Governance Objectives
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Federal Agencies
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Appendix – Strategic Vision Governance & Operating Model

USSM/SSGB/PMC/OMB Governance (see above slide)

Roles and Responsibilities

Define overall strategy for mission support services and identify key priorities.

Purchase mission support services through the Service Management Office. Adopt and implement standards.

Review all task orders for compliance with standards, approve any Federal-unique requirement, and coordinate with SMO.

Federal storefront to the commercial service providers. Subject Matter Experts drive standardization (per FIBF), respond to user concerns, manage the creation of Federal unique micro-services, and manage the integration of commercial suppliers. Accountable for overall performance of service.

COMMON SOLUTIONS: Deliver services to the Federal government that enable the SMO to scale, innovate, and help drive standardization and cost reductions in mission support functions.

* Number of vendors is notional; however competition is necessary.

Federal Agency Users

Task Order Review Board

Service Management Office (SMO)

SMO Services

- Customer Service
- IAAs
- Vendor Mgmt
- Service Integration
- Subject Matter Expertise
- Standardization
- Demand Mgmt
- Develop Microservices
- Software Auth Official
- PMO
- Configuration Manager

Technology Contracts*

Vendor A
Vendor B
Vendor C

Implementation & Integration Support Contracts*

Vendor D
Vendor E
Vendor F

Help Desk and Transaction Support Contracts*

Vendor G
Vendor H
Vendor I

USSM oversight, Resource Center, and Implementation Teams