Improve Management of Major Acquisitions

Goal Leaders

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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 remains 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.
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:**
Strengthen Agency Governance

*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.
- GSA led a multi-agency, cross-functional effort in developing Phase I of the critical thinking class.
- OPM issued a series of memorandums providing guidance to agencies which implement provisions of OMB Memo M-18-19 and the PMIAA designed to strengthen the Federal program and project management workforce.
  - Memo dated April 5, 2019 identifying the key skills and competencies needed by Program and Project Managers.
  - Memo dated May 2, 2019 updating the Program Management 0340 Series and providing interpretive guidance for project management positions.

Strategy 2: Strengthen Agency Governance

- Issued guidance for implementing the Program Management Improvement Accountability Act (PMIAA) in OMB Memo M-18-19.
- Each agency has designated a Program Management Improvement Officer (PMIO).
- CFO Act agencies submitted their PMIAA Implementation plans, establishing their framework and approach for strengthening program management capabilities and completing projects successfully.
- The Program Management Policy Council (PMPC) convened April 12.
  - OPM provided an update on the pending PM 0340 job series update and career path guidance.
  - OMB briefed a summary overview of agency PMIAA Implementation plans.
  - VA and NSF presented their approach to strengthening program management capabilities through PMIAA implementation.
Strategy 3: Track Investments Using Portfolio Management Principles

- One-on-one meetings were held with DHS, DOE, DOJ, DOT, NASA, NSF, SSA, USDA and VA to discuss their initial portfolio structure and transformative initiatives on which they are focused.
- An internal portfolio review was conducted with SSA which included discussion of the improper payments portfolio.
- OMB continued to develop and share resources and tools to help facilitate the agency meetings including the PMIAA portal, a program management maturity model survey developed by VA, a program management checklist and examples of a portfolio structure and an acquisition program management framework.
- Video posted discussing VA’s use of program management to support the successful completion of a new medical facility for Veterans in New Orleans.
- Completed a pilot for non-IT major acquisitions designed to facilitate internal decision-making and dialogue between OMB and agencies.
  - DOE, NSF and VA completed a portfolio management pilot which included a first draft of a portfolio structure for major construction projects.
  - GSA completed the development of the prototype of the Portfolio Management Dashboard with assistance from NSF and VA.
Strategy 1: Strengthen Talent Capabilities

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

<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>Competencies/Skill Gaps</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Better align civilian agency and DoD PM competencies.</td>
<td>October 2019</td>
<td>On Track</td>
<td>No Change</td>
<td>FAI and FAB</td>
<td></td>
</tr>
<tr>
<td>Issue regulations and guidance on PM job series and/or job series identifier.</td>
<td>Dec. 2019</td>
<td>Complete</td>
<td>Better</td>
<td>OPM</td>
<td>OPM work will now shift to exploring job series identifier</td>
</tr>
<tr>
<td>Training and Development</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Establish an annual PM award.</td>
<td>October 2018</td>
<td>Complete</td>
<td>No Change</td>
<td>CAOC</td>
<td></td>
</tr>
<tr>
<td>Develop PM competencies and perform a competency survey.</td>
<td>March 2019</td>
<td>Complete</td>
<td>No Change</td>
<td>OPM</td>
<td></td>
</tr>
<tr>
<td>Develop a cross-functional training class in critical thinking for acquisition professionals.</td>
<td>October 2019</td>
<td>On Track</td>
<td>No Change</td>
<td>FAI</td>
<td></td>
</tr>
<tr>
<td>Job Aids</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Update existing sites to include both government-wide and agency specific PM tools and resources.</td>
<td>October 2019</td>
<td>On Track</td>
<td>No Change</td>
<td>FAI and PMIOs</td>
<td></td>
</tr>
<tr>
<td>Review agency strategy and progress toward strengthening PMs at portfolio review.</td>
<td>March 2020</td>
<td>On Track</td>
<td>No Change</td>
<td>OFPP and PMIOs</td>
<td></td>
</tr>
</tbody>
</table>
Strategy 2: Strengthen Agency Governance

- **Program Management Policy Council (PMPC):** The PMPC will focus on improving agency practices, the workforce and high risk programs.

- **Program Management Improvement Officers (PMIOs):** Each agency will designate a senior executive to develop strategy and implement program management policy.

- **Enterprise Program Management Office (PMO):** Agencies will establish an enterprise PMO or equivalent functionality to establish standards and monitor the progress of major acquisitions.

- **Acquisition Review Boards:** Agencies should have review boards that help integrate program management and acquisition activities, manage to standards, help to ensure projects are well planned, monitor progress and, as appropriate, approve changes.

*Note:* Milestones were adjusted to allow for more tailored agency implementation reflecting the wide variation in program management maturity across agencies.
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</tr>
</thead>
<tbody>
<tr>
<td>Include governance in the Federal implementation guidance (OMB Memo M-18-19)</td>
<td>June 2018</td>
<td>Complete</td>
<td>No Change</td>
<td>OMB</td>
<td></td>
</tr>
<tr>
<td>Appoint agency PMIOs</td>
<td>June 2018</td>
<td>Complete</td>
<td>Better</td>
<td>Agency</td>
<td></td>
</tr>
<tr>
<td>Initial PMP Council Meeting</td>
<td>Sept 2018</td>
<td>Complete</td>
<td>Better</td>
<td>Agency</td>
<td></td>
</tr>
<tr>
<td>Agencies submit PMIAA implementation plans</td>
<td>Nov. 2018</td>
<td>Complete</td>
<td>No Change</td>
<td>Agency</td>
<td></td>
</tr>
<tr>
<td>Bi-annual PMP Council Meeting</td>
<td>April 2019</td>
<td>Complete</td>
<td>New</td>
<td>OMB</td>
<td></td>
</tr>
<tr>
<td>Annual Strategic Reviews</td>
<td>July 2019</td>
<td>On Track</td>
<td>No Change</td>
<td>OMB</td>
<td></td>
</tr>
</tbody>
</table>
PMIAA Implementation Plans and Maturity Assessments

Key Takeaways and Promising Practices

Governance

- Majority of agencies identified and discussed the organization and role of an established or planned enterprise PMO, Agency IRB, or equivalent with planning and review authorities for acquisitions

Portfolio Management / Reviews

- All but a handful of agencies were able to illustrate the logic model showing how program/project portfolios mapped to support the agency’s strategic goals or objectives

Talent Management

- Existing mentorship programs established in more functionally aligned-management fields (e.g., IT, acquisition) being expanded to include broader range of management career paths
- Centers of Excellence being planned to take on more central, coordinating role for the agency while surveys of skill assessments are being utilized to inventory current workforce competencies to inform needs and future development efforts
Strategy 3: Track Investments Using Program Management Principles

- **Terminology**: Key terms are defined (program, project, major).

- **Portfolio management**: Portfolios support strategic goals and objectives & major acquisitions are organized in portfolios.

- **Standards**: Program/project management standards are established.

- **Data**: Performance data is collected & progress is tracked on a dashboard.

- **Reviews**: Portfolio reviews are conducted at least annually.

*Note*: Milestones were adjusted to allow for more tailored agency implementation reflecting the wide variation in program management maturity across agencies.
## Key Milestones Strategy 3 – Track Investments Using Portfolio Management Principles

<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>Government wide guidance</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Include portfolio management in the Federal...</td>
<td>June 2018</td>
<td>Complete</td>
<td>No Change</td>
<td>OMB</td>
<td></td>
</tr>
<tr>
<td>Policy Execution</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Develop a portfolio management dashboard prototype</td>
<td>December 2018</td>
<td>Complete</td>
<td>Better</td>
<td>OMB and GSA</td>
<td></td>
</tr>
<tr>
<td>Pilot portfolio management for non-IT major...</td>
<td>Dec. 2018</td>
<td>Complete</td>
<td>Worse</td>
<td>Pilot agencies</td>
<td>Pilot completion was delayed due to shutdown</td>
</tr>
<tr>
<td>Create resources, tools and examples to assist...</td>
<td>Feb. 2019</td>
<td>Complete</td>
<td>New</td>
<td>OMB</td>
<td></td>
</tr>
<tr>
<td>Conduct one-on-one meetings with selected agencies</td>
<td>May 2019</td>
<td>Behind</td>
<td>New</td>
<td>OMB</td>
<td>Scheduling of reviews delayed due to shutdown</td>
</tr>
<tr>
<td>Conduct initial acquisition portfolio reviews with OFPP</td>
<td>June 2019</td>
<td>Behind</td>
<td>Worse</td>
<td>OMB</td>
<td>Scheduling of reviews delayed due to shutdown</td>
</tr>
</tbody>
</table>
Pilot for non-IT Major Acquisitions*
(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

*Additional information on the pilot is included in the appendix
### Agency Initiatives vs. Contract(or) Performance Metrics

<table>
<thead>
<tr>
<th>Agency Initiatives</th>
<th>Contract(or) Performance Metrics</th>
</tr>
</thead>
<tbody>
<tr>
<td>Integrated Project Strategy</td>
<td>Cost Variance</td>
</tr>
<tr>
<td>Innovation Approach</td>
<td>Schedule Variance</td>
</tr>
<tr>
<td>Major Acquisition Review Results</td>
<td>Performance Results &amp; Customer Satisfaction</td>
</tr>
</tbody>
</table>

Initially for use by agency and OMB and other authorized agencies.
Contributing Programs

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
### Leadership

#### Major Acquisitions

<table>
<thead>
<tr>
<th><strong>Federal Acquisition Institute and Defense Acquisition University</strong></th>
<th><strong>Chief Acquisition Officers Council</strong></th>
<th><strong>Program Management Policy Council</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td>- Federal Acquisition Institute Board of Directors</td>
<td>- OFPP Administrator</td>
<td>- OMB DDM</td>
</tr>
<tr>
<td>- Chief Human Capital Officers Council</td>
<td>- Acquisition Innovation Advocates Council</td>
<td>- OMB Management Office Administrators and Resource Management Officers</td>
</tr>
<tr>
<td>- Chief Learning Officers Council</td>
<td>- COs certified in IT (DITAP)</td>
<td>- Agency Program Management Information Officers</td>
</tr>
<tr>
<td>- CIO Council Workforce Committee</td>
<td>- USD, 18F, Agency Digital Strategists</td>
<td>- Federal Program/Project Manager Community of Practice</td>
</tr>
<tr>
<td></td>
<td>- Innovation Communities of Practice</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- Procurement Attorneys Roundtable</td>
<td></td>
</tr>
</tbody>
</table>

Catalysts for strengthening workforce capabilities.

Catalysts for using modern and innovative acquisition flexibilities.

Catalysts for leveraging portfolio, program and project management principles.
Acquisition Techniques

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

<table>
<thead>
<tr>
<th>Acquisition Planning</th>
<th>Purchase Request &amp; Solicitation</th>
<th>Proposal Evaluation &amp; Award</th>
</tr>
</thead>
<tbody>
<tr>
<td>✓ Industry Liaisons &amp; Reverse Industry Days &amp; Strategic Conversation Days</td>
<td>✓ Leverage Best-in-Class Contracts</td>
<td>✓ Oral Proposals &amp; Presentations</td>
</tr>
<tr>
<td>✓ Vendor Prequalification</td>
<td>✓ Scenarios in Solicitations</td>
<td>✓ Thorough Offeror Debriefings</td>
</tr>
<tr>
<td>✓ Digital Services Trained Contracting Officers</td>
<td>✓ Include Government Estimated Price</td>
<td>✓ Same Day Challenges &amp; Evaluations</td>
</tr>
<tr>
<td>✓ Agile Methodology</td>
<td>✓ Two-Phase Acquisitions &amp;/or Proposal Page Limits</td>
<td>✓ Non-Monetary Incentives (e.g., award term)</td>
</tr>
<tr>
<td>✓ TechFAR &amp; Professional Services Hubs</td>
<td>✓ Simplified Procedures for Commercial Item Buys</td>
<td>✓ Simplified Best Value Analysis</td>
</tr>
<tr>
<td>✓ Facilitated Requirements Development Workshops &amp; Structured Peer Reviews</td>
<td>✓ 8(a) Digital Initiative</td>
<td>✓ Human Centered Design Evaluations</td>
</tr>
<tr>
<td>✓ Challenge-based &amp; share-in-savings contracts</td>
<td>✓ Broad Agency Announcements &amp; Other Transactions</td>
<td>✓ Prototypes</td>
</tr>
</tbody>
</table>

May be particularly helpful for: Services, R&D/Emerging Technologies, General
Acquisition Outcomes

- 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.
Pilot Objectives – FY 19

- Perform portfolio management preparation activities.
- 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 portfolio management dashboard to minimize agency reporting burden.
- Conduct an acquisition portfolio review with OFPP.