

#### **CAP Goal Action Plan**



# Category Management Leveraging Common Contracts and Best Practices to Drive Savings and Efficiencies

#### **Goal Leaders**

**Lisa Hershman,** Chief Management Officer, Department of Defense

**Michael Wooten,** Administrator, Office of Federal Procurement Policy, OMB

**Julie Dunne,** Commissioner, Federal Acquisition Service, General Services Administration

January 2021





#### **Goal Statement**

- The Federal government will buy common goods and services as an enterprise to eliminate redundancies, increase efficiency, and deliver more value and savings from the government's acquisition programs.
- By the end of FY 2020, the Government will have achieved \$40 billion in savings for taxpayers in five years by applying category management principles—or smart decision-making where agencies buy the same kinds of goods and services through best-value contract solutions—to 60% of common spend. The Government also will reduce duplicative contracts by 50,000, potentially reducing administrative costs by hundreds of millions of dollars.
- In addition, by the end of FY2025, 75% of common spend will be through managed solutions while continuing to meet small business objectives.



#### Challenge

- The Federal Government spends over \$350 billion on common goods and services each year. However, agencies buy in a fragmented manner and taxpayers often do not get the benefit of the Government's position as the largest buyer in the world.
- Hundreds and in some cases thousands of duplicative contracts are awarded to the same vendors for similar requirements. This fragmentation leads agencies to pay significantly different prices sometimes varying by over 300% - for the same items.



### Opportunity

The Government will not only save taxpayer dollars, but this effort also will improve mission outcomes. For example, this will allow our law enforcement personnel to have easier access to equipment, such as ammunition and body armor, to ensure their safety; medical professionals can order medical supplies through electronic catalogues to save time and focus more on patients; and agencies can buy standardized computers to reduce cyber risk by having greater control over infrastructure and access points.



## PRESIDENT'S MANAGEMENT A G E N D A

### **Results Achieved since 2017\***

- Saving money: Saved taxpayers over \$42 billion through better pricing, reduced demand, and administrative savings
- Spending smarter: Moved over \$205 billion in spending to bettermanaged solutions
- Reducing waste & inefficiency: Eliminated over 150,000 or 35% of duplicative or sub-optimized contracts not aligned to category management
- Sharing solutions: Spend through highest-performing contracts for common solutions exceeded \$40 billion
- Small business participation: The government's contract spend going to small businesses reached 28.2%
- Trained the workforce: Trained over 11,900 individuals on category management



<sup>\*</sup> Data for FY20 are not final; availability of DoD data entered into FPDS-NG is subject to a 90-day delay.



## **Summary of Progress in the Last Quarter**

#### **Highlights of Successes**

- Supporting COVID-19 Response: Despite global supply chain issues created by the COVID-19 pandemic, the Defense Logistics Agency (DLA) was able to broaden its manufacturing base to acquire medical supplies through global and domestic sources. As of October, DLA has conducted over 21,700 contract actions providing over \$2.1B (80% to Small Business) of government-wide support for COVID-19. DLA's procurements included over 6 million N95 respirator masks, 19.7 million non-medical and surgical masks, 195.2 million exam gloves, 1.4 million hand sanitizers, 5.4 million test components, 5.8 thousand ventilators, and 3.5 million isolation and surgical gowns for military and federal agencies. Additional information and resources available on the <u>Acquisition Gateway.</u>
- Category Management Training: The FY20 training target was exceeded by more than 100%! Through September FY'20, 8,247 federal employees have been trained against a target of 4,000. Training modules are available via the Federal Acquisition Institute (FAI)'s website, covering important topics related to the program, category management dashboards, and the Acquisition Playbook. These modules, along with new informational one-pagers, are posted on the Acquisition Gateway.
- Streamlining and Improving Acquisitions: In FY20, the IT Government-wide Category partnered with agency Offices of Small, Disadvantaged Business Utilization (OSDBUs), IT BIC vehicle holders, and other key stakeholder groups, to stand up the IT Vendor Management Office (ITVMO), a new office that will advance the goals of Category Management and optimize government wide IT acquisition. The team was able to identify several use cases that the ITVMO will support once operational in FY21. The program officially launched on October 1, 2020 and will assist customer agencies in streamlining and enhancing their IT acquisition strategies. Additional information and resources available on the Acquisition Gateway.
- **Demand Management:** The Air Force is developing an agency-wide contract solution for furniture procurement that streamlines ordering, reduces cost, and gains efficiency. In partnership with the Office Management category, the Air Force began developing their contract solution using established demand management strategies. While the Air Force is still in the process of developing their long-term strategy, the conversations with agency experts are positioning the team to incorporate demand management principles into their procurement. Furthermore, as the Air Force executes their new furniture contract, GSA will establish lessons learned related to demand management and share these best practices government-wide. Additional information and resources available on the <u>Acquisition Gateway</u>.
- Innovation through BIC Solutions: The OPM and GSA team supported the Veterans Health Administration, Innovations Ecosystem (VHA IE) program by awarding a Human Capital and Training Solutions (HCaTS) contract to enable the discovery and spread of innovative healthcare practices. The VHA IE assembled a network of the nation's foremost quality improvement experts and innovators, both inside and outside VA, to source and refine new ideas. As a result, the VHA IE has become a catalyst for the advancement of healthcare delivery and services through mission-driven innovation. Additional information and resources available on the <u>Acquisition Gateway</u>.





#### Governance



Lisa Hershman, Chief
Management Officer, Department
of Defense – Category
Management CAP Goal Co-Lead



Michael Wooten, OMB, Administrator of Office of Federal Procurement Policy (OFPP) – Category Management CAP Goal Co-Lead



Julie Dunne, Commissioner, Federal Acquisition Service, General Services Administration Category Management CAP Goal Co-Lead



Category Management Leadership Council



#### **Category Managers**

Government experts in the 10 categories - develop the government-wide strategy to drive improved performance and act as change agents for the category.



#### **Category Team**

Responsible for the development and execution of category strategies for a specific category (e.g., IT)



#### **Sub-Category Team**

Responsible for the development and execution of category-specific sub-strategies (e.g., IT software within the IT category).



#### **Commodity Team**

Traditional strategic sourcing working group formed when the category management process identifies the need for a new acquisition solution.

#### Teams are supported by close to 400 representatives across all agencies

#### Category Management PMO (GSA)



Provides overall program management support to category managers, including development of guidance, data analytics, agency engagement and learning opportunities, build-out of dashboards and tools.

#### **Acquisition Gateway**



A single portal to support smarter buying for federal employees, including best practices, prices paid, contract terms and conditions, transactional information (such as prices paid data), white papers, market research, and information on procurement alternatives.





## Leadership

Category Managers: Government-wide experts for each of the 10 common categories of spend responsible for developing category strategies, with support of interagency team members.







## **Category Management Government-wide Categories**

## Total FY19 Spend - \$579.7B | FY19 common spend\* - \$353.9B

#### Facilities & Construction≈\$98.9B Led by GSA

- Construction Related Materials
- Construction Related Services
- Facilities Purchase & Lease
- Facility Related Materials
- Facility Related Services

#### Professional Services ≈\$83.1B Led by GSA

- Business Admin Services
- Financial Services
- Legal Services
- Management & Advisory Services
- Marketing & Public Relations
- Research & Development
- Social Services
- Technical & Engineering Services

#### IT≈\$68.1B Led by GSA

- IT Software
- IT Hardware
- IT Consulting
- IT Security
- IT Outsourcing
- Telecomms

#### Medical ≈\$44.8B Co-Led by DoD and VA

- Drugs & Pharmaceutical Products
- Healthcare Services
- Medical Equipment, Accessories, & Supplies

#### Transportation & Logistics ≈\$31.9B Led by DoD

- Fuels
- Logistics Support Services
- Motor Vehicles (non-combat)
- Package Delivery & Packaging
- Transportation Equipment
- Transportation of Things

#### Industrial Products & Services ≈\$12.1B Led by GSA

- Basic Materials
- Fire/Rescue/Safety/ Environmental Protection Equipment
- Hardware & Tools
- Industrial Products Install/ Maintenance/Repair
- Machinery & Components
- Oils, Lubricants, & Waxes
- Test & Measurement Supplies

#### Travel ≈\$1.5B Led by GSA

- Employee Relocation
- Lodging
- Passenger Travel
- Travel Agent & Misc. Services

#### Security & Protection ≈\$5.9B Led by DHS

- Ammunition
- Protective Apparel & Equipment
- Security Animals & Related Services
- Security Services
- Security Systems
- Weapons

#### Human Capital ≈\$5.5B Led by OPM

- Compensation & Benefits
- Employee Relations
- Human Capital Evaluation
- Strategy, Policies, & Ops Planning
- Talent Acquisition
- Talent Development

#### Office Management ≈\$2.3B Led by GSA

- Furniture
- Office Management Products
- Office Management Services

\*In FY18, Federal agencies spent \$330.5B on common goods and services; the government spent about \$540B procuring goods and services generally. (The spending not counted as common is defense-centric.) Data source is FPDS only.



#### **Goal Structure**

# Strategies are being developed at the government-wide and agency-wide level to accomplish the Goal.

Government-wide Strategies: Category Managers have developed strategies to:

- 1. Save taxpayer dollars and improve mission outcomes. Through a rigorous interagency process designate Best-In-Class solutions for each category that offer best value for the Government. Evaluate the performance of these solutions quarterly and reevaluate annually.
- 2. Develop best practices, including, but not limited to, tools to understand a range of acceptable pricing; how to best bid to industry; tips for removing barriers and burdens when acquiring commercial items, such as through the identification of customary commercial practices.
- 3. Maintain small business utilization goals.
- 4. Train government employees on category management, including use of tools and application of best practices.

### **Agency-Specific Strategies:** Agencies are required to implement five key management actions:

- 1. Establish annual goals to increase the use of BICs and align spend to category management principles, consistent with statutory socio-economic responsibilities.
- 2. Develop effective supplier management strategies to improve communication with industry partners, especially those that support mission-critical functions, and/or have multiple relationships for similar requirements across the enterprise.
- 3. Implement strategies that eliminate inefficient purchasing and consumption behaviors, and adopt standardized business practices, such as buying standard equipment for firefighters.
- 4. Share buying data, such as prices offered, prices paid, terms and conditions, performance across the government, to differentiate quality and value of products and services purchased.
- 5. Train employees in category management principles and practices.





# **Key Performance Indicators**

CAP Goal Metric	FY 2016	FY 2017 Actuals	FY 2018 Actuals	FY 2019 Goal	FY 2019 Actuals	FY 2020 Goal	FY 2021 Goal
Cumulative Cost Avoidance.	\$5.8B	\$13.5B	\$22.8B	\$30.0B	\$33.1	\$40B	\$45B
Common spend that is under management, aligned to category management principles.	\$117B	\$147B	\$145B	\$157B	\$181B	\$190B	\$205B
Cumulative spend through Best In Class solutions.	\$21B	\$26B	\$32B	\$34.5B	\$37.6B	\$44B	\$48.4B
Cumulative percent reduction number in unique contracts.	420k	-3%	-7%	-10%	-35.5%	-18%	-20%
Meet or exceed category management small businesses goals.	30%	30%	31%	30%	30.4%	30%	30%
Cumulative number of individuals trained on category management.	0	776	2,279	1,800	3,721	7,721	17,968

Definition Details can be found on the <u>Acquisition Gateway</u>.





% of SUM

104%

94%

97%

102%

134%

217%

173%

133%

132%

113%

119%

99%

96%

96%

73%

151%

170%

302%

121%

99%

178%

97%

257%

87%

133%

271%

96%

143%

Target

Department

DOD

VA

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NAVY

ARMY

USAF

DHS

HHS

NASA

USAID

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GSA

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OPM

EPA

HUD

NSF

SBA

NRC

USDA

STATE

TREASURY

# **Key Indicators – Spend Under Management and Best in Class – Final FY19 Results Compared to Target**

FY Selector FY19 (EOY data)

SUM-Target

Delta

\$861M

(\$1,299M)

(\$634M)

\$286M

\$3,523M

\$10,175M

\$6,239M

\$2,242M

\$1,639M

\$561M

\$695M

(\$43M)

(\$109M)

(\$89M)

(\$492M)

\$1,179M

\$2,932M

\$273M

(\$7M)

\$627M

(\$18M)

\$771M

(\$61M)

\$83M

\$309M

(\$4M)

\$36M

\$870M

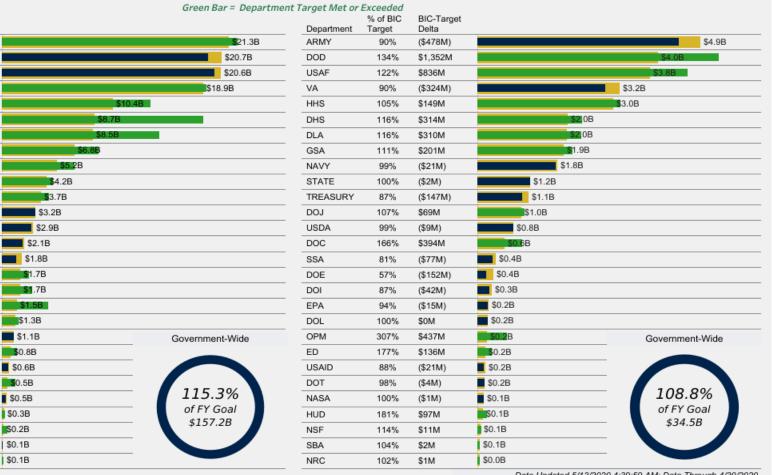
#### Spend Under Management (SUM)

Obligation (in millions) on contracts that meet defined criteria for management maturity and data sharing. SUM is defined by a tiered maturity model, which includes three tiers that address five attributes: leadership, strategy, data, tools, and metrics.

#### Best In Class (BIC)

OMB Target Actual

Best in Class is a designation by the Office of Management and Budget (OMB) for a preferred government-wide solution that: Allows acquisition experts to take advantage of pre-vetted, government-wide contract solutions; Supports a government-wide migration to solutions that are mature and market-proven; Assists in the optimization of spend, within the government-wide category management framework; and increases the transactional data available for agency level and government-wide analysis of buying behavior.



Data Updated 5/13/2020 4:39:59 AM; Data Through 4/30/2020





## **Key Performance Indicators, as of December 4, 2020**

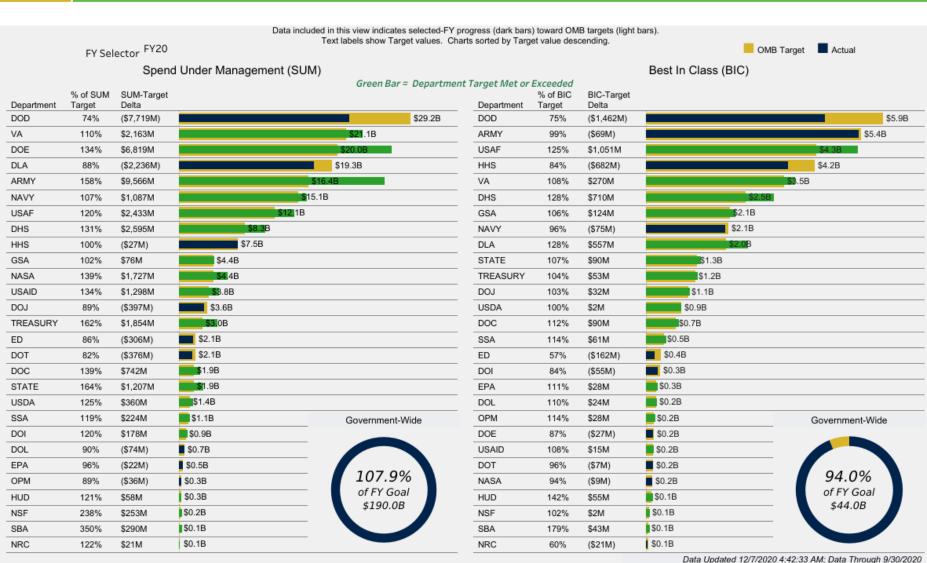


Updated 12/4/2020 4:44:10 AM; Data Thru 'Date Signed' 9/30/2020





# **Key Indicators – Spend Under Management and Best in Class – year-to-date FY20 Results Compared to Target**

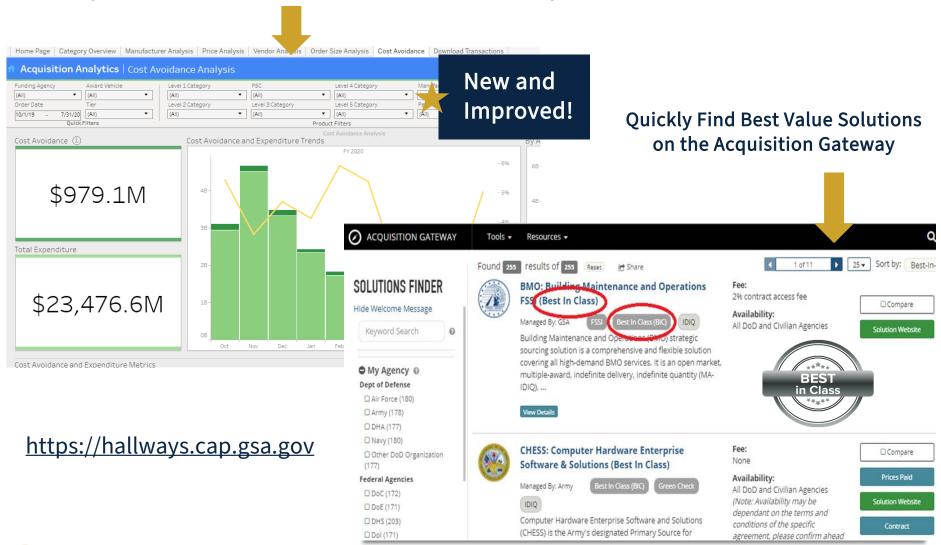






# **Tools That Help Agencies Buy Smarter**

Use the Agency Acquisition Spend Analysis Tool to Find Savings Opportunities

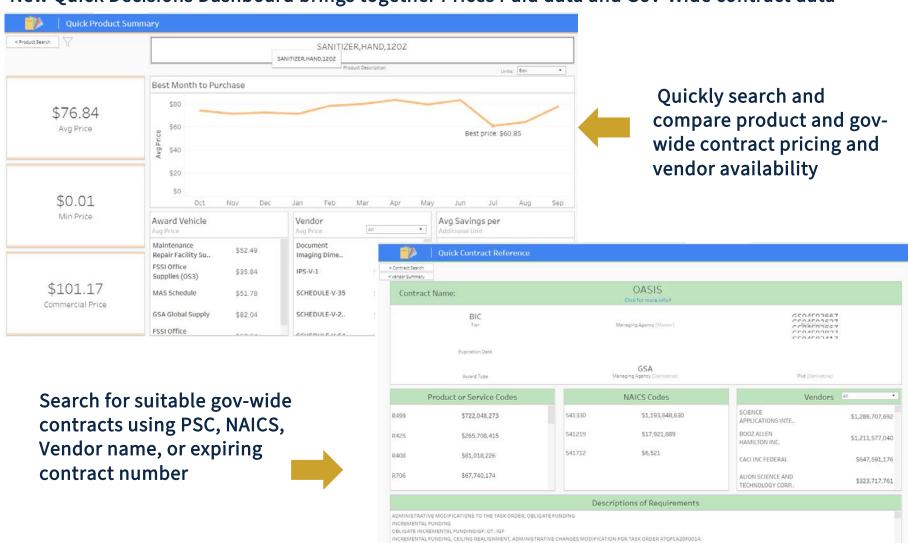






# **Tools That Help Agencies Buy Smarter**

New Quick Decisions Dashboard brings together Prices Paid data and Gov-Wide contract data



ADMINISTRATIVE CHANGES CEILING CHANGE EXERCISE OPTION INCREMENTAL FUNDING





# **Key Milestones – Government-wide**

Government-wide milestones focus on the development of additional tools and resources to help agencies buy smarter. In addition, Category Managers develop strategies specific to their category, such as standardizing laptop and desktop buys, adding new small businesses to Best In Class contracts, and developing best practices based on market research and industry intelligence.

Key Milestones	Milestone Due Date	Milestone Status	Change from last quarter	Owner	Anticipated Barriers
Automate category management training offerings - first, CM101 and then a multi-segment dashboard demo.	Q2 FY20	CM 101 Complete/ Dashboard Demos on- going monthly	Developed automated training for use of the Small Business Dashboard, expanding on the current training inventory, which includes: CM101, CM Goals, CM Implementation, Updating Contract Details, AA/Demand Management) Dashboard demonstrations continue to be provided, monthly.	GW CM PMO	N/A
Engage with industry to showcase dashboards and increase transparency of category management data, tools and priorities.	Q2 FY20 and semi-annually	On Track	Participated in a Small Business Alliance event (June), and an AbilityOne Commission event (July)	GW CM PMO	Logistics to schedule and industry participation required.
Conduct one agency engagement training session each month through FY20 to the maximum extent practicable. Topics as follows: June – AbilityOne Spotlight July – Vendor Management August – Agency dashboard utilization for business intelligence September – Agency-specific category management training	Various, as noted	On Track	Conducted agency engagement sessions on the following topics: Vendor Management (July), CM Training (August), Agency CM Plan Template Training (August-September)	GW CM PMO and Agencies	Agency participation is required.





# **Key Milestones – Government-wide**

Key Milestones	Milestone Due Date	Milestone Status	Change from last quarter	Owner	Anticipated Barriers
Refine dashboards to easily capture current spend under management. (Ongoing monthly deployments).	Various, as noted	On Track	Released Quick Decisions Dashboard, Agency Profile Report v2.0, Agency CM Planning Workbench, and the Best in Class Dashboard and enhanced the Awards Exploration Tool.	GW CM PMO	N/A
Assess BICs semi-annually to ensure compliance.	On-going	On-going	Semi-annual reviews completed; progress tracked against action items identified in midyear reviews in advance of October year-end reviews.	GW CM PMO, CMs and agencies	N/A





# **Key Milestones – Information Technology Category**

Key Milestones	Milestone Due Date	Milestone Status	Change from Last Quarter	Owner	Anticipated Barriers
Modernize IT Product Service Codes (PSC) to identify how much the Federal Government is spending in terms of government owned products (hardware, software), capability delivered "as a service" (cloud computing), and support services in each of the 10 major IT Categories, as identified by a commonly used IT taxonomy in the commercial sector.	Q4FY20	Closed	Milestone Completed The Procurement Committee for E-government (PCE) approved the new IT PSCs in June 2020.	IT Category Manager, Agencies, GW CM PMO	N/A
Develop IT acquisition intelligence capability, focusing on IT vendor relationship management to standardize technical requirements, mitigate cyber-risk, improve data quality, and leverage the government's buying power.	Q4FY20	Closed	Milestone Completed The ITVMO was launched on October 1, 2020 and the Executive Steering Committee convened on October 19, 2020 where the Concept of Operations were determined.	IT Category Manager	N/A
Enhance IT spend transparency using benchmarks, data analytics, and other strategies that inform agency IT acquisitions and improve IT cost reporting. Draft cross agency draft IT Management benchmarks and provide recommendations on maturing benchmark.	Q4FY21	On track	Scope expanded: CIO Council's Federal Technology Investment Management (FTIM) Community of Practice agreed to establish an interagency working group focused on benchmarking IT Spend.	IT Category Manager, GSA Office of Government- wide policy	Collaboration among various stakeholders required.



# **Key Milestones – Information Technology Category**

Key Milestones	Milestone Due Date	Change from Last Quart		Owner	Anticipated Barriers
Develop a common baseline/strategy for IT services to better support cost avoidance calculations.	Q4 FY21	New	N/A	IT Category Manager, Agencies, GW CM PMO	N/A
Develop the process to support research and development of Vendor Profiles	Q4 FY21	New	N/A	IT Category Manager, VMO, Agencies	<del>N/A</del>





# **Key Milestones – Facilities and Construction Category**

Key Milestones	Milestone Due Date	Milestone Status	Change from last quarter	Owner	Anticipated Barriers
Improve Facilities, Maintenance, and Management Schedule (03FAC).	Finalizing Q4FY20	Complete	New language developed for 03FAC offerings. Language had been posted on GSA eLibrary and in the solicitation.	F&C Category	N/A
A tri-service working group, led by the Air Force, will develop a Statement of Work (SOW) template for Base Operations Support Services (BOSS). BOSS contracts provide the resources to operate the bases, installations, camps, posts, and stations of the Military Departments; approximate spend for BOSS contracts is \$8B. A standard SOW template with common terms/conditions/objectives will reduce administrative time and help standardize requirements across the Department of Defense. Milestones: Q1 – Develop draft SOW; Q2 – Collect interagency feedback on draft SOW collected; Q3 – Finalize SOW template; Q4 – Implement SOW.	Q1FY21 and Ongoing Through Q4	On Track	Draft SOW template developed. Template being shared with other DoD Services. Template presented to Facilities and Construction Leadership Team.	F&C Team lead by U.S. Air Force	None





# **Key Milestones – Professional Services Category**

Key Milestones	Milestone Due Date	Milestone Status	Change from last quarter	Owner	Anticipated Barriers
Phased on-ramp additional 485 contractors to OASIS Best in Class Solution for both small business (SB) and unrestricted (UR) pools (1,3,4). Add 8(a) sub-pools to OASIS BIC with additional 80 contractors.	Q2 FY20	Awards Complete	All small business and unrestricted awards issued, working through notices to proceed and protest resolutions.	Category Team	N/A
Work closely with vendors on government-wide contracts to increase adoption, by sharing agency spend analysis data, conducting intense education sessions and developing marketing materials as part of the part of the Supplier Success Strategy. Industry Exchange Forums and association briefings held.	Ongoing	FY20 Delivery Complete	Established working groups with vendors on BIC OASIS organized by civilian agencies, work outside United States and specific scope areas.	I Cuiii	N/A
Design a unified services catalog to connect buyers and suppliers on a solution level within the services categories/sub-categories.	Q4 FY20	Design Phase Complete	Services catalog design delivered to systems team for development activities.	Cross- Services Integrated Program Team	N/A
Complete market research for the development of a next generation services contract.	Q3 FY21	Activities underway; draft research plan developed		Cross- Category Team	Discovering additional scope area constraints as part of the research may require additional time to complete.





# **Key Milestones – Security & Protection Category**

Key Milestones	Milestone Due Date	Milestone Status	Change from last quarter	Owner	Anticipated Barriers
Ongoing working dog category team efforts to identify opportunities for more effective/efficient multi-agency sourcing strategies and ways to close gaps between current practices and best practices.	Q4FY20	Complete	Moving into Phase 2 for implementation	Category Team	Requires engagement by law enforcement agencies.
Establishment of a Handheld Illicit Drug Explosives Trace Detector (HID-ETD), as well as an Explosives Trace Detector (ETD) Consumables Qualified Products List (QPL) to be shared across the federal landscape.	Q1FY21	On Track	New Initiative	Category Team	None
Develop market intelligence and identify potential opportunities for CM goals related to Unmanned Aircraft System (UAS) and counter-unmanned Aircraft System (cUAS) requirements within the S&P Category.	Q4FY20	On Track/ Ongoing	Continuing research and implementation opportunities. Blue sUAS Awarded (GSA)	Category Team	Requires multi-agency cooperation as well as identifying appropriate team members.
Create a Center of Excellence for the working dog community, standardize requirements where appropriate, implement best practices and collaborative opportunities between agencies.	Q4FY20	Delayed due to COVID	Evaluation of Category Intelligence Report and standup of Implementation Teams	Category Team	Requires engagement by law enforcement agencies.



## **Contributing Programs**

#### **Federal Agencies:**

- The CMLC Principals, who play an important role in shaping the direction of the effort, consist of representatives from the Department of Defense (DoD), Department of Energy (DoE), Department of Health and Human Services (HHS), Department of Homeland Security (DHS), Department of Veterans Affairs (VA), General Services Administration (GSA), and the National Aeronautics and Space Administration (NASA).
- Federal Category Managers were assigned from the following agencies: Office of Management and Budget (OMB), DoD, GSA, DHS, VA, and Office of Personnel Management (OPM).
- The head of each of the 24 Chief Financial Officer Act departments and agencies has designated a CMLC Lead, who coordinates their agency's participation in government-wide category management efforts.
- The Category Management Program Management Office, which resides in GSA, provides overall program management support to Federal Category Managers and their teams, and facilitates the development and implementation of business rules and processes.

#### Regulation:

Federal Acquisition Regulations, Part 8.

#### **Policies:**

• OMB Category Management Memorandums 16-02, 16-12, 16-20, 17-22, 17-26, 17-29, 19-13.





## **Stakeholders (other than Executive Branch Agencies)**

- Oversight and Small Business Groups Community, Government Accountability Office, Senate Committee on Oversight and Government Reform, and the House and Senate Small Business Committee. Small business advocates are concerned that while dollars going to small business under this initiative may be increasing – due to much more concerted efforts to provide opportunities and better supplier engagement – the number of small businesses receiving awards may decrease. Change in the metric for small business will require monitoring of this dynamic to ensure goals are met.
- Industry Associations Contractor association groups, such as the American Council for Technology and Industry Advisory Council, Professional Services Council, IT Alliance for Public Sector. These organizations cite contract duplication as a significant burden and cost driver for Federal contractors, especially small businesses, who must devote significant resources to competing and (if they win) then managing multiple Federal contracts across different procurement offices for the same products and services. However, while category management can reduce contract duplication, compliance burden, and promote adoption of greater use of commercial practices, industry is concerned that they will have reduced opportunity and that category management will disrupt their relationships with agencies.

