



## Sharing Quality Services: Improving Efficiency and Effectiveness of Mission Support Services Across Government

### Goal Leaders:

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# CAP Goal Leadership

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## Implementation Officials

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### Financial & Grants Management

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**Key Personnel:**  
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**OMB Officials:**  
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**Key Personnel:**  
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### Assisted Acquisitions & Contract Writing

**OMB Official:**  
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**Key Personnel:**  
Lesley Field

### Cybersecurity

**OMB Officials:**  
Camilo Sandoval

**Key Personnel:**  
Steven McAndrews



President's Management Council (PMC)

Office of Management and Budget (OMB)

General Services Administration (GSA)

OMB and GSA define overall strategy and identify key priorities for the Sharing Quality Services CAP Goal.

The **Shared Services Governance Board (SSGB)** is comprised of representatives from the CXO councils and is responsible for making recommendations to OMB on potential sharing opportunities and advising on the implementation of the designated activities.

The **Business Standards Council (BSC)** is a cross-government team of practitioners and strategists, designing an integrated end-to-end future state of mission support standards in collaboration with each CXO council and, as applicable, authoritative governance bodies over the respective functional area.

**Senior Accountable Points of Contact (SAPOCs)** are agency executive leaders, responsible for coordinating and championing the adoption of existing and future shared services within their agency.

**FIBF Standards Leads** coordinate the development of inter-agency standards.

**QSMOs** manage a marketplace of shared services, technology, and integrated solutions.

**Existing Shared Services Leads** oversee the operations of government-wide offerings.





## Goal Statement

- Create a mission-driven government with modern technology and services that enables the workforce to better serve the American taxpayer.



## Challenge

- Outdated processes and technology, coupled with a culture of compliance, have created an inflexible mission-support environment.
  - Common mission support services such as processing hiring transactions, managing finances, closing contracts, and processing payroll cost more than \$25B annually.
  - Rather than economizing by sharing services across the Federal government, we duplicate contracts, people, and technology across hundreds of locations.
  - Thirty eight percent of Federal leaders report low satisfaction with mission support.



## Opportunity

- Improve the efficiency and effectiveness of the Federal government's mission support services in the short and long term, leading to improved performance, customer experience, and operational costs.



The strategies and actions of this CAP Goal are working toward a future in which:

## Outcomes

- QSMOs\* for Cybersecurity Services, Financial Management, Grants Management and Payroll are operational and agencies with modernization needs are adopting QSMO solutions
- Designated QSMOs are designated for at least 3 other core mission support functions after governmentwide standards have been established
- 75% of customers say they are satisfied with the quality of support and solutions received from QSMOs
- Where QSMOs are operating, continual improvements are made in mission support performance and operational cost savings/avoidance are achieved
- The gap between the Federal Government's performance in mission support services and industry best in class services is closed

## Operations

- Modern, customer -centric, secure marketplaces of quality solutions and services are available for functions where there are designated QSMOs. Services are delivered in a way that achieves both quality and cost expectations
- QSMOs have a customer engagement and feedback model that allows for continuous improvement and performance management of solutions
- QSMO service delivery performance can be quantitatively measured, tracked and reported transparently
- Legacy providers that are aligned with QSMO objectives are a part of QSMOs marketplace
- Agencies are not issuing new solicitations for new or modernized technology or services for QSMO functions unless they have a business case that demonstrates that a separate procurement for these services results in better value, considering price, timeline and other appropriate factors

\*Quality Service Management Office (QSMO): OMB is designating specific agencies to stand up QSMOs for select mission support functions. Designated QSMOs serve as governmentwide storefronts, offering multiple solutions for technology and services in their functional area. More information about Quality Service Management Offices can be found online: <https://ussm.gsa.gov/qsmo/> and M-19-16, Centralizing Mission Support Capabilities: <https://www.whitehouse.gov/wp-content/uploads/2019/04/M-19-16.pdf#page=3>





## Goal Structure

### STRATEGY 1:

Agree on what we can share



### STRATEGY 2:

Create centralized marketplace



### STRATEGY 3:

Increase use of existing shared services

Common business standards established through interagency working groups using the **Federal Integrated Business Framework (FIBF)** inform decision making needed to agree on what can be adopted and commonly shared.

**Quality Service Management Offices (QSMOs)** are designated by OMB to offer and manage a marketplace of services, technology, and integrated solutions, which meet FIBF standards.

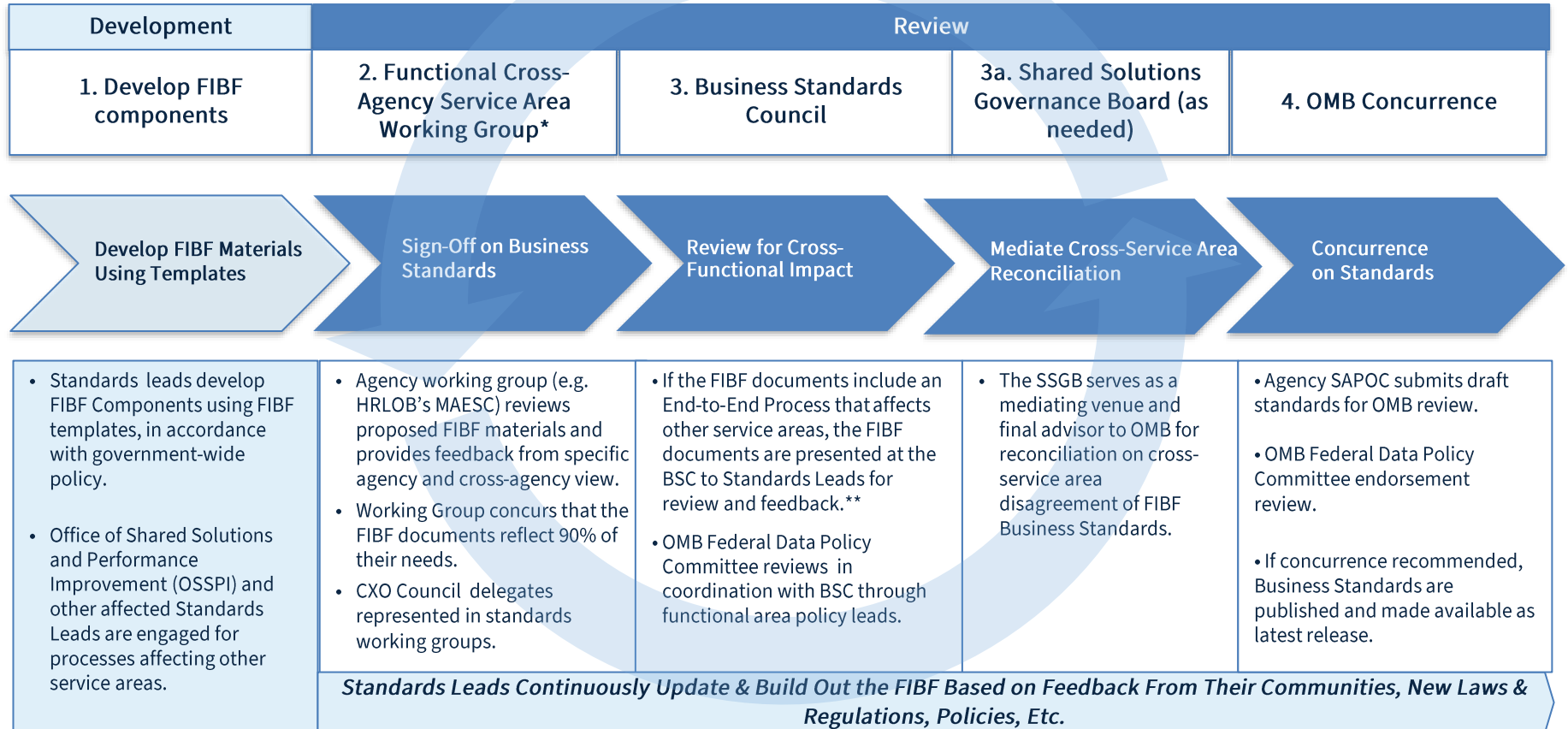
**Existing Shared Services** are viewed as mature, customer-centric, and provide demonstrated value to agency customers.



# Strategy 1: Agree on what we can share

## FIBF Business Standards Governance Process

Process for establishing and baselining FIBF components and governance for ongoing FIBF component updates. The governance process focuses on FIBF component updates that impact other service area processes or reflect policy / statute changes.



\*Cross-Agency Standards Working Group comprised of representatives from multiple agencies and may be titled differently across lines of business (e.g., Travel's Executive Steering Committee, HRLob's MAESC).

\*\*This process should be a quick review given that the affected BSC/Standards Leads will be working together during the development of the materials.





# Strategy 1: Agree on what we can share

## Progress on FIBF Development

An integrated FIBF leverages work that has been done to date, and will be completed for the following areas to help inform next steps. Cross-functional analysis is ongoing and updates to the FIBF will be made accordingly.

Functional Area	Designated Standards Lead	FIBF Component				
		Federal Business Lifecycle	Business Capabilities	Business Use Cases	Standard Data Elements	Performance Metrics
Core Financial Management	Treasury FIT	✓	✓	✓	✓	
Grants Management	OMB	✓	✓	✓	✓	
Electronic Records Management	NARA	✓	✓			
Travel	GSA	✓				
Contract Writing	DHS	✓				
HR Management Services*	OPM					
Cybersecurity Services**	DHS					
Real Property Management	GSA					
Regulation Management	GSA					

\*Payroll standards initially baselined. All other HR Management Services components remain under development.

\*\* Cybersecurity Services initially scoped to Security Operations Center lifecycle.

= Initiation

= Under Development

✓ = Complete







## Strategy 1: Agree on what we can share

### Key Milestones

Key Milestones	Milestone Due Date	Milestone Status	Change From Last Quarter	Standards Lead	Anticipated Barriers or Other Issues Related to Milestone Completion
<i>Complete Initial Travel FIBF</i>	FY 20 Q3	Delayed	No Change	GSA	Draft travel standards under review.
<i>Complete Initial Contract Writing FIBF</i>	FY 21 Q1	On Track	No Change	DHS	
<i>Complete Update of Financial Management FIBF</i>	FY 21 Q3	On Track	New	Treasury FIT	
<i>Complete Update of Grants Management FIBF</i>	FY 21 Q3	On Track	New	OMB	
<i>Complete Initial Electronic Records Management FIBF</i>	FY 21 Q3	On Track	No Change	NARA	
<i>Complete Initial HR Management Services FIBF*</i>	FY 21 Q4	On Track	Due Date	OPM	
<i>Complete Initial Real Property Management FIBF</i>	FY 21 Q4	On Track	No Change	GSA	
<i>Complete Initial Cybersecurity Services FIBF**</i>	FY22 Q3	On Track	Due Date	DHS	
<i>Complete Initial Regulation Management FIBF</i>	FY22 Q4	On Track	New	GSA	

\* HR Management includes all FIBF components except data elements.

\*\*Cybersecurity Services initially scoped to Security Operations Center (SOC) lifecycle.





## Strategy 2: Create Centralized Marketplace

### Progress towards QSMO Designations

Designated Quality Service Management Offices (QSMOs) offer and manage a marketplace of competitive technology and services, which drive standardization, integrate solutions, and respond to agency business needs.

	Phase	Description	Policy Office	Standards Lead <sup>1</sup>	QSMO	Functional Area
	Formal Designation	QSMO has been officially designated by OMB for select mission support functions.	OPPM	OPM	GSA	➤ <b>Civilian HR Transaction Services</b> Compensation Management, Work Schedule and Leave Management Services
			OFFM	Treasury FIT	Treasury	➤ <b>Core Financial Management</b> Accounts Payable, Accounts Receivable, General Ledger, and Reporting
			OFCIO	DHS	DHS	➤ <b>Cybersecurity Services</b> Security Operations Center (SOC), Vulnerability Management, and DNS Resolver Service
	Assessment & Pre-Designation	Initial research has been completed to identify the lead agencies, and assessment is underway. QSMOs receive Pre-designation status and prepare a 5-year plan in alignment with the designation criteria.	OPPM	OPM	GSA	➤ <b>Civilian HR Transaction Services</b> Operational Support for: Talent Acquisition, Talent Development, Employee Performance Management, and Benefits Management
			OFCIO	DHS	DHS	➤ <b>Cybersecurity Services</b> Network Defense, Incident Management, Threat Intelligence, Enterprise Intrusion Detection/Prevention, Cyber Supply Chain Risk Management, Hardware/Software Asset Management, Digital Identity and Access Management, Data Protection, Mobile Security Services
			OFFM	OMB	HHS	➤ <b>Grants Management</b> Grant Program Administration and Oversight, Management of Grant Pre-Award, Award, Post-Award & Closeout, Grant Recipient Oversight ( <i>initial focus may be a Single Audit Solution</i> )
	Initiation & Research	FIBF Standards and cross-functional analysis, which would shape future QSMO offerings, are underway. <sup>1</sup>	OFPP OFPP GSA OPPM USDS OFFM	TBD DHS GSA TBD GSA GSA	Post-Research Phase	➤ <b>Assisted Acquisition</b> ➤ <b>Contract Writing</b> ➤ <b>Travel</b> ➤ <b>FOIA</b> ➤ <b>Customer Experience</b> ➤ <b>Real Property Management</b>



<sup>1</sup>Standards not subject to formal designation process.



## Strategy 2: Create Centralized Marketplace How QSMOs Support Agencies



Agency A



Agency B



Agency C

### Quality Service Management Office

Quality Service Management Offices (QSMOs) are located in agencies with the mission and expertise to deliver standard capabilities for other agencies. QSMOs will offer and manage a **marketplace of competitive services** that **drive standardization, integrate solutions, and respond to agency business needs**. Each QSMO will offer choice as to what services or technology agencies can purchase and will provide a mix of Federal and commercial support.



Service = Technology		
Vendor A	Vendor B	Federal Solution



Service = Technology + Processing		
Vendor A	Vendor B	Federal Solution



Service = Processing + Subject Matter Experts		
Vendor A	Vendor B	Federal Solution

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



## Strategy 2: Create Centralized Marketplace

### Key Milestones

Key Milestones	Milestone Due Date	Milestone Status	Change From Last Quarter	Owner	Anticipated Barriers or Other Issues Related to Milestone Completion
Create Centralized Marketplace for HR Transaction Services					
<i>Contingent Designation of QSMO</i>	April 2019	Complete	No change	OMB	
<i>Contingent QSMO Delivers 5-Year Plan</i>	September 2019	Complete	No change	GSA	
<i>GSA OSSPI and SSGB Review QSMO 5-Year Plan and Make Recommendation on Approval to OMB</i>	Q1 FY 2020	Complete	No change	GSA OSSPI and SSGB	
<i>OMB Makes Final Designation Decision</i>	FY 2020	Complete	No change	OMB	
<i>QSMO Updates SSGB on Post-Designation Progress</i>	Q4 FY 2020	Complete	Completed	GSA	
Create Centralized Marketplace for Cybersecurity Services					
<i>Contingent Designation of QSMO</i>	April 2019	Complete	No change	OMB	
<i>Contingent QSMO Delivers 5-Year Plan</i>	September 2019	Complete	No change	DHS	
<i>GSA OSSPI and SSGB Review QSMO 5-Year Plan and Make Recommendation on Approval to OMB</i>	Q1 FY 2020	Complete	No change	GSA OSSPI and SSGB	
<i>OMB Makes Final Designation Decision</i>	FY 2020	Complete	No change	OMB	
<i>QSMO Updates SSGB on Post-Designation Progress</i>	Q4 FY 2020	Complete	Completed	DHS	





## Strategy 2: Create Centralized Marketplace

### Key Milestones

Key Milestones	Milestone Due Date	Milestone Status	Change From Last Quarter	Owner	Anticipated Barriers or Other Issues Related to Milestone Completion
Create Centralized Marketplace for Core Financial Management					
<i>Contingent Designation of QSMO</i>	April 2019	Complete	No change	OMB	
<i>Contingent QSMO Delivers 5-Year Plan</i>	September 2019	Complete	No change	Treasury	
<i>GSA OSSPI and SSGB Review QSMO 5-Year Plan and Make Recommendation on Approval to OMB</i>	Q1 FY 2020	Complete	No Change	GSA OSSPI and SSGB	
<i>OMB Makes Final Designation Decision</i>	FY 2020	Complete	No Change	OMB	
<i>QSMO Updates SSGB on Post Designation Progress</i>	Q4 FY 2020	Complete	Completed	Treasury	
Create Centralized Marketplace for Grants Management					
<i>Contingent Designation of QSMO</i>	April 2019	Complete	No change	OMB	
<i>Contingent QSMO Delivers 5-Year Plan</i>	June 2020	Complete	No change	HHS	
<i>GSA OSSPI and SSGB Review QSMO 5-Year Plan and Make Recommendation on Approval to OMB</i>	Q4 FY 2020	Complete	No change	GSA OSSPI and SSGB	
<i>OMB Makes Final Designation Decision</i>	FY 2021	On Track	No change	OMB	



## Strategy 3: Increase Use of Existing Shared Services

### *Established government-wide offerings*

Agencies submit rolling annual plans to identify the services prioritized for adoption.

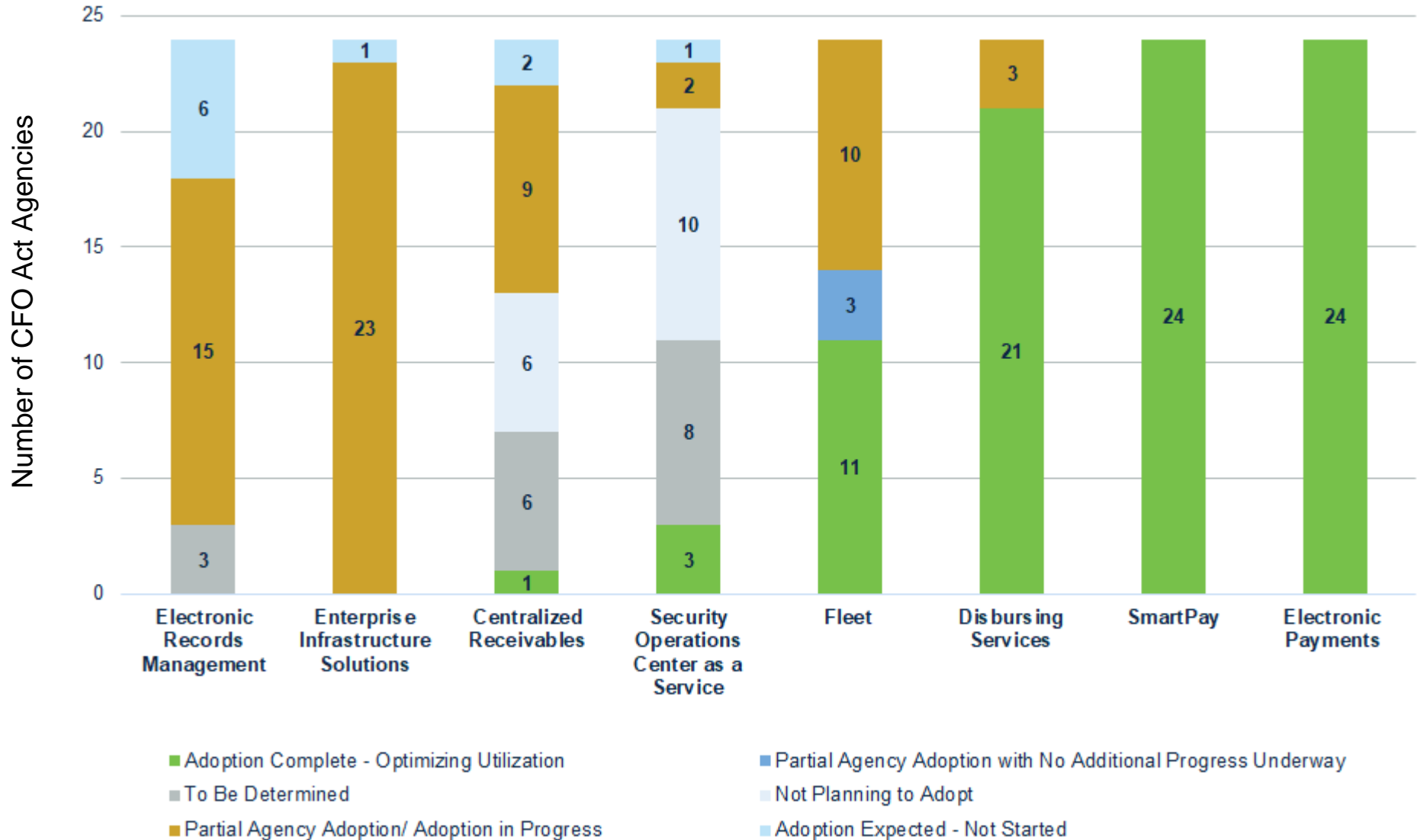
Service	Lead Agency	Goal	Key Performance Indicators
Security Operations Center (SOC) as a Service	DOJ	Enhance adoption of SOC as a Service for detection, analysis, and response activities, and contribute to government-wide cyber-situational awareness.	# of authorized systems monitored by the SOC
Enterprise Infrastructure Solutions	GSA	Centralize voice and data services ordering to reduce operational costs and improve government spending.	% of disconnected legacy services # of EIS solicitations released for modernization
Electronic Records Management	GSA	Increase adoption of electronic records management solutions under GSA Multiple Award Schedule SIN 51 600.	\$ increase in annual sales
Fleet	GSA	Consolidate Federal fleet management to reduce costs and increase efficiencies through purchasing power and centralized maintenance.	# of vehicles studied/ # of vehicles consolidated
GSA SmartPay®	GSA	Reduce administrative burden through central access to tools, processes, or other actions related to purchase card management.	\$ increase in annual refund to agencies
Federal Disbursing & Electronic Payments	Treasury	Increase electronic payments and Treasury-disbursed payments.	% of Treasury-disbursed payments % electronic payments processed
Centralized Receivables	Treasury	Centralize Federal Government non-tax, non-loan receivables.	# increase in receivables processed through CRS





## Strategy 3: Increase Use of Existing Shared Services

### Current Adoption Status





## Strategy 3: Increase Use of Existing Shared Services

### Key Milestones

Key Milestones	Milestone Due Date	Milestone Status	Change From Last Quarter	Owner	Anticipated Barriers or Other Issues Related to Milestone Completion
Electronic Records Management					
<i>Facilitate Industry and Government engagement through coordinated event focused on Electronic Records Management (ERM) solution.</i>	Q4 FY 20	Complete	Completed	GSA	
<i>Develop an "ERM Working Group", consisting of government and industry partners, that will meet on a quarterly basis to discuss directives related to records management memorandum M-19-21 and ERM implementation through GSA's ERM solution.</i>	Q1 FY 21	On Track	N/A	GSA	This milestone is dependent on a willingness of government and industry partners to participate, but based on existing relationships in this community, GSA is confident it can establish a group that will participate in meaningful discussions that will increase adoption of the ERM solution and work towards meeting the directives of records management memorandum M-19-21.
<i>Develop a repository of sample requirements documents for government agencies interested in adopting an ERM solution.</i>	Q4 FY 21	On Track	N/A	GSA	Each agency tends to have unique requirements related to their agency's critical mission, which makes it difficult to develop a one-size fits all sample document. For that reason, GSA will develop several samples and incorporate best practices from previous solutions to optimize future requirements.





## Strategy 3: Increase Use of Existing Shared Services

### Key Milestones

Key Milestones	Milestone Due Date	Milestone Status	Change From Last Quarter	Owner	Anticipated Barriers or Other Issues Related to Milestone Completion
Enterprise Infrastructure Solutions					
Enhance the Cybersecurity Posture of Federal Networks by Providing Modernized Security Services Through EIS	Q2 FY 21	On Track	No Change	GSA	
Limit the Use of the Extended Contracts for Agencies that have not made progress towards transition to EIS	Q4 FY 21	On Track	No Change	GSA	
Centralized Receivables					
925,000 Receivables Processed through CRS	Q4 FY 20	Delayed	No Change	Treasury	The pandemic, along with other agency constraints, has prompted the unexpected suspension of select collection activities and has delayed the planned program implementations causing CRS to revise its processing estimates down to 775K receivables this FY with an anticipated shortfall of the 925K target. Although CRS estimates a shortfall, the CRS program continues to partner with agencies, such as VA, DOL, USDA and DOD. With their anticipated volumes, this should continue to permit the program to realize the FY21 target of processing 1M invoices annually.
1M Receivables Processed through CRS	Q4 FY 21	On Track	No Change	Treasury	
Security Operations Center (SOC) as a Service					
Enhance the Cybersecurity Posture of Federal Agencies by Providing Security Operation Center (SOC) services from DOJ's SOC	FY 21	On Track	No change	DOJ	





## Strategy 3: Increase Use of Existing Shared Services

### Key Milestones

Key Milestones	Milestone Due Date	Milestone Status	Change From Last Quarter	Owner	Anticipated Barriers or Other Issues Related to Milestone Completion
<b>Fleet</b>					
<i>Second Round of Consolidation Studies distributed to agencies</i>	Q4 FY 20	Complete	Completed	GSA	
<i>Engagement Letters and Draft Consolidation plans provided to all agencies studied as part of ARP effort</i>	Q4 FY 20	Complete	Completed	GSA	
<i>Conduct follow up with agencies to initiate review and work toward a final agency consolidation plan</i>	Q1 FY 21	On Track	No Change	GSA	Ability to execute will depend on individual agency's receptivity to consolidation proposals
<b>Optimize Federal Disbursing</b>					
<b>Convert to Treasury-Disbursed Payments</b> <i>Increase Treasury-disbursed Payments to 89% of all Federal Payments</i>	FY 20	Delayed	No Change	Treasury	As of FY20 Q3, Treasury Disbursed 87.81% of Government payments. Treasury may miss the targets of the 89% goal in FY 20 and FY 21 goal of 95%. The DoD transition to Treasury-disbursed payments is continuing, but the implementation for larger components will be later than anticipated due to complexities identified during implementation.
<b>Increase Electronic Payments</b> <i>Maintain 96.1% EFT rate for Treasury-disbursed Payments; Print &amp; Mail Fewer than 49 Million Treasury-disbursed Checks</i>	FY21	On Track	No Change	Treasury	Additional CARES Act support could continue to shift IRS resources away from activities focused on reducing tax refund checks.





## Strategy 3: Increase Use of Existing Shared Services

### Key Milestones

Key Milestones	Milestone Due Date	Milestone Status	Change From Last Quarter	Owner	Anticipated Barriers or other Issues Related to Milestone Completion
<b>GSA SmartPay®</b>					
<i>Brief Agency HQ Card Managers on GSA Internal Purchase Card Expanded Use Project</i>	<i>Q1 FY 21</i>	Complete	New	GSA	
<i>GSA Internal Expanded Use Project Pilot Kick-Off</i>	<i>Q1 FY 21</i>	On Track	New	GSA	
<i>Provide mid-pilot status brief to agency HQ card managers</i>	<i>Q3 FY 21</i>	On Track	New	GSA	
<i>Document business case and best practices</i>	<i>Q4 FY 21</i>	On Track	New	GSA	
<i>Attempt to secure two additional agency pilots</i>	<i>Q2 FY 21</i>	Not Started	New	GSA	Given likely on-going COVID and potential Section 889 related impacts, agencies may not have the bandwidth to initiate their own pilots at this time.
<i>In addition to existing refund KPI, introduce new KPI focused on amount of CFO Act agency purchase card spend above the below the Micro-Purchase Threshold (MPT)</i>	<i>Q1 FY 21</i>	On Track	New	GSA	Data will need to be delayed 90 days due to security requirements. But this new KPI will give us insight into the amount or purchase card in excess of the MPT, most of which is likely contract payments.
<i>Brief CAOC and CFOC on GSA Expanded Use Project first year results</i>	<i>Q1 FY 22</i>	Not Started	New	GSA	Briefings contingent upon success of project.





For additional information on the Sharing Quality Services CAP Goal, please visit...

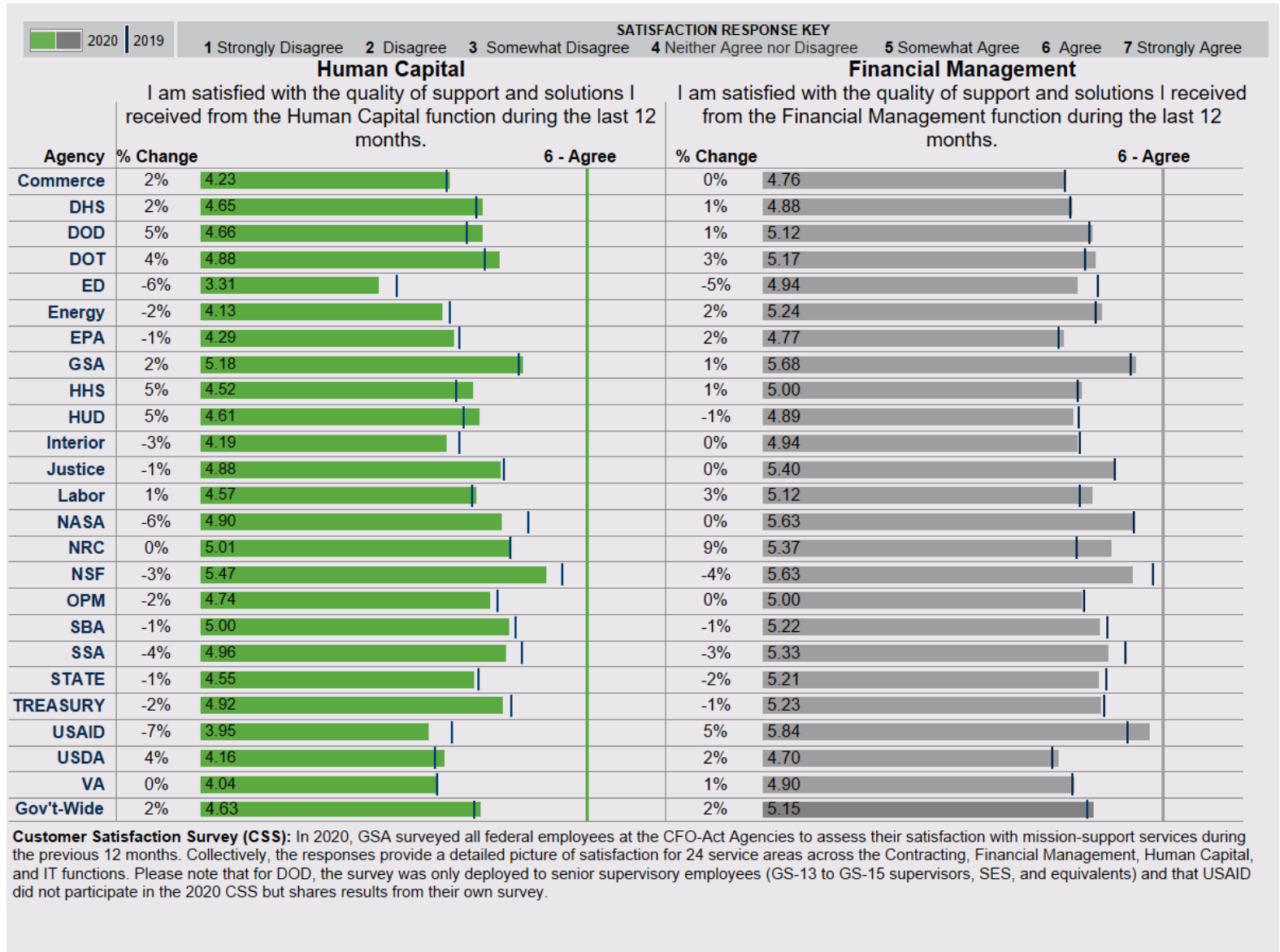
- [Memo 19-16](#)
- [Federal Integrated Business Framework](#)
- [Quality Service Management Offices](#)
- [Governance Ecosystem](#)
- [OMB MAX - Shared Services Community\\*](#)

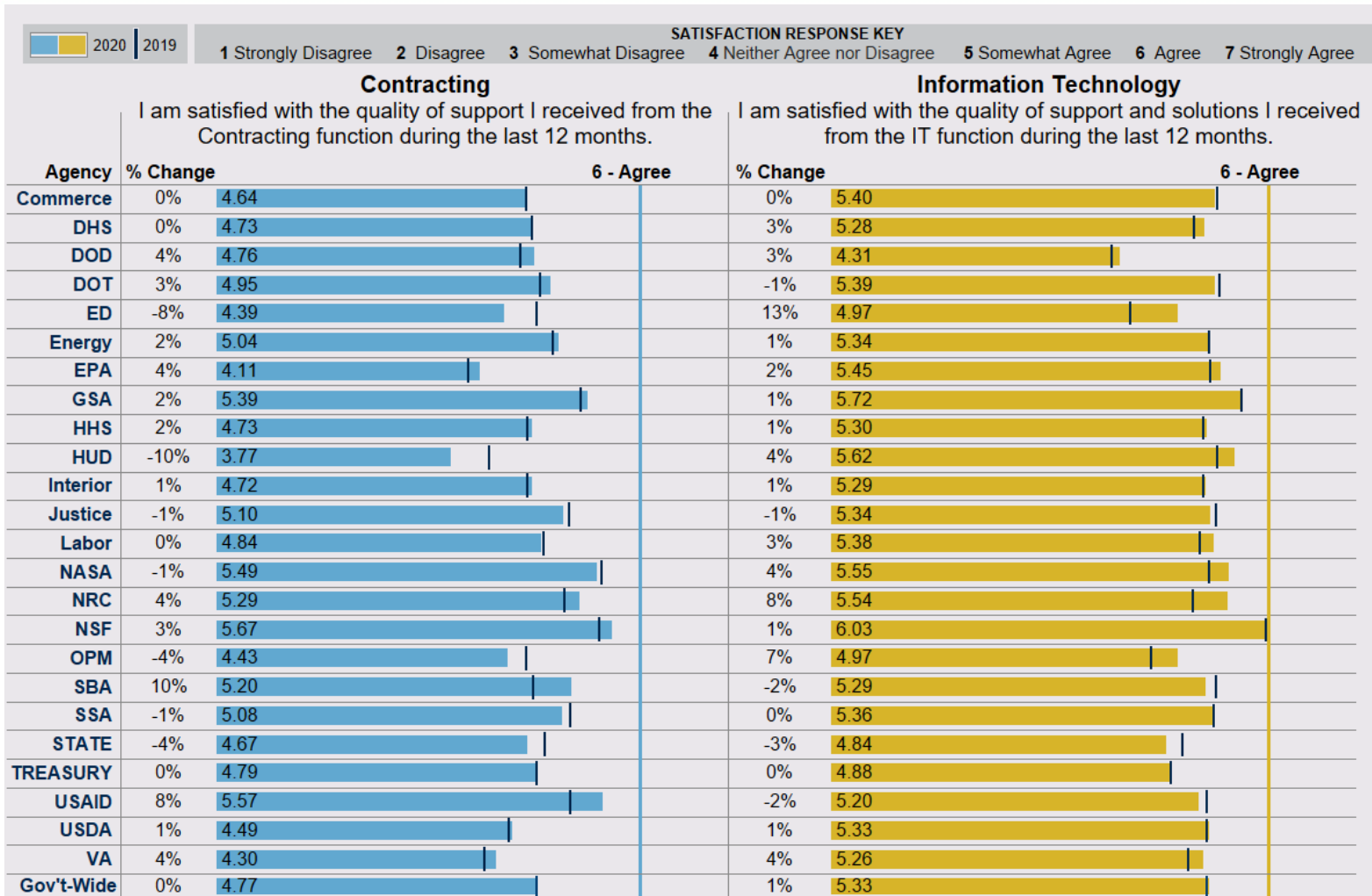
\*OMB MAX is only available to Federal employees and contractors





# Appendix: 2020 Customer Satisfaction Survey Results





**Customer Satisfaction Survey (CSS):** In 2020, GSA surveyed all federal employees at the CFO-Act Agencies to assess their satisfaction with mission-support 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 2020 CSS but shares results from their own survey.