



CAP Goal Action Plan



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

Goal Leaders:

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

Emily Murphy, Administrator, General Services Administration

July 2020



Office of Management and Budget (OMB): Suzette Kent
General Services Administration (GSA): Emily Murphy

Implementation Officials

OMB: Tim Wang

GSA: Earl Pinto

Financial & Grants Management

OMB Officials:
Tim Soltis

Key Personnel:
Regina Kearney
Victoria Collin

Human Resources Transactions

OMB Officials:
Peter Warren

Key Personnel:
Dustin Brown

Assisted Acquisitions & Contract Writing

OMB Official:
Michael Wooten

Key Personnel:
Lesley Field

Cybersecurity

OMB Officials:
Grant Schneider

Key Personnel:
TBD



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- Outdated processes and technology, coupled with a culture of compliance, have created an inflexible mission-support environment.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.

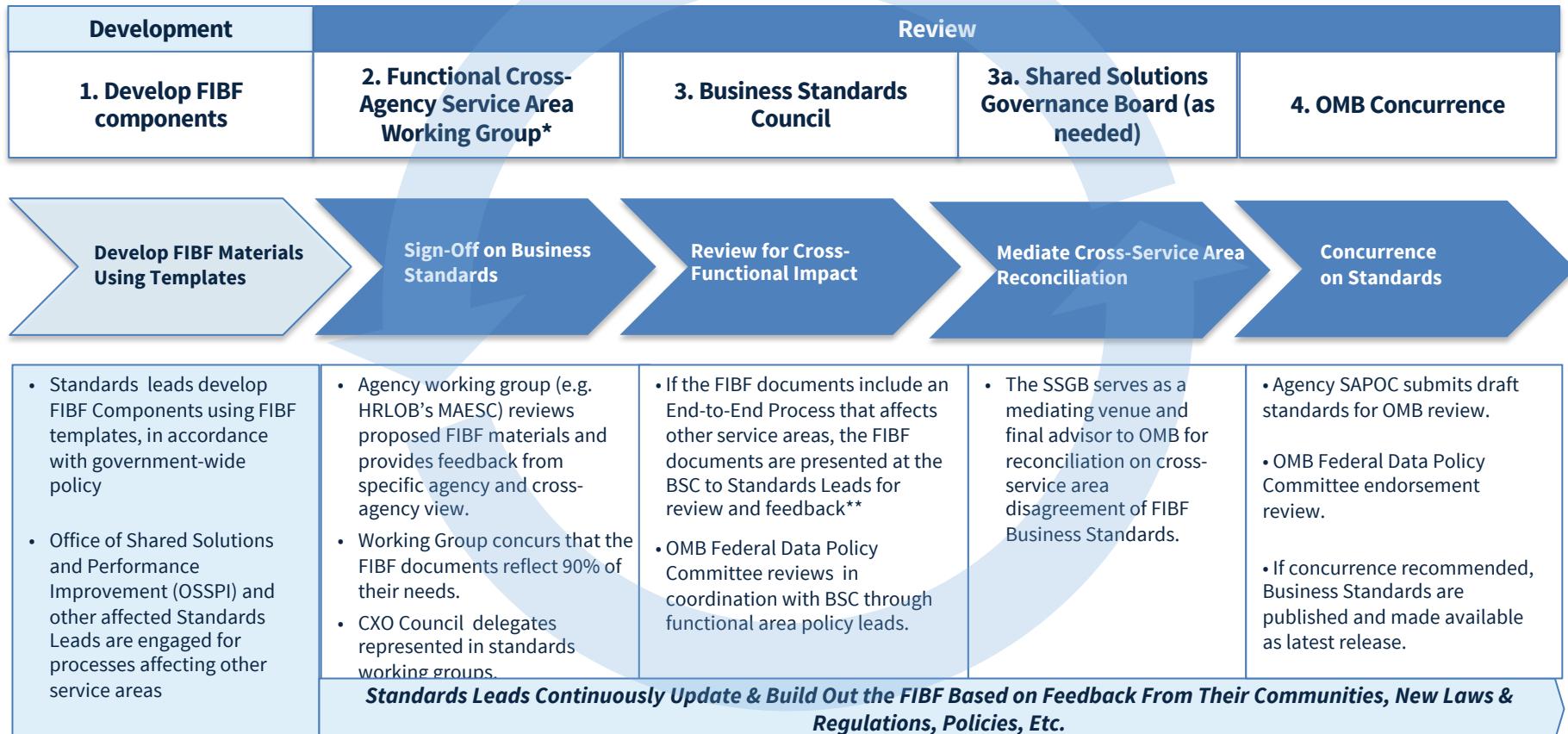
Quality Service Management Offices (QSMOs) are designated by OMB to offer and manage a marketplace of services, technology, and integrated solutions, which meet FIBF standards.

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	✓	✓	✓	✓	
Contract Writing	DHS	✓				
Travel	GSA	✓				
HR Management Services*	OPM					
Cybersecurity Services**	DHS					
Grants Management	OMB	✓	✓	✓	✓	
Electronic Records Management	NARA	✓	✓			
Real Property Management	GSA					

*Payroll baselined. All other HR Management Svcs 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
Complete Initial FIBF for Core Financial Management	FY 20 Q1	B	Baselined	Treasury FIT	Baseline completed Q2 2020.
Complete Initial Contract Writing Standards FIBF	FY 21 Q1	G	Due Date	DHS	Re-prioritization resulting from COVID response activities.
Complete Initial Travel FIBF	FY 20 Q3	G	No change	GSA	Draft travel standards submitted to OMB Q3 2020 for concurrence.
Complete Initial HR Management Services FIBF	FY 20 Q1	Y	Delayed	OPM	70% complete. Targeting FY20 Q4, pending content alignment to FIBF template for BSC review.
Complete Initial Cybersecurity Services FIBF*	TBD	G	No change	DHS	Draft Security Operations Center lifecycle standards and capabilities in BSC review Q3 2020.
Complete Initial Grants Management FIBF	FY 19 Q4	B	No Change	OMB	
Complete Initial Electronic Records Management FIBF	FY 20 Q3	G	No change	NARA	Functions/Activities and Capabilities have received OMB concurrence.
Complete Initial Real Property Management FIBF	FY 21 Q4	G	Initial	GSA	Draft Real Property lifecycle standards and capabilities in BSC review Q3 2020.

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



Status: Completed: B

On Track: G

Late non-critical path task: Y

Late critical path task OR late non-critical path task at high risk: R

Upcoming: P



Strategy 2: Create Centralized Marketplace Progress towards QSMO Designations

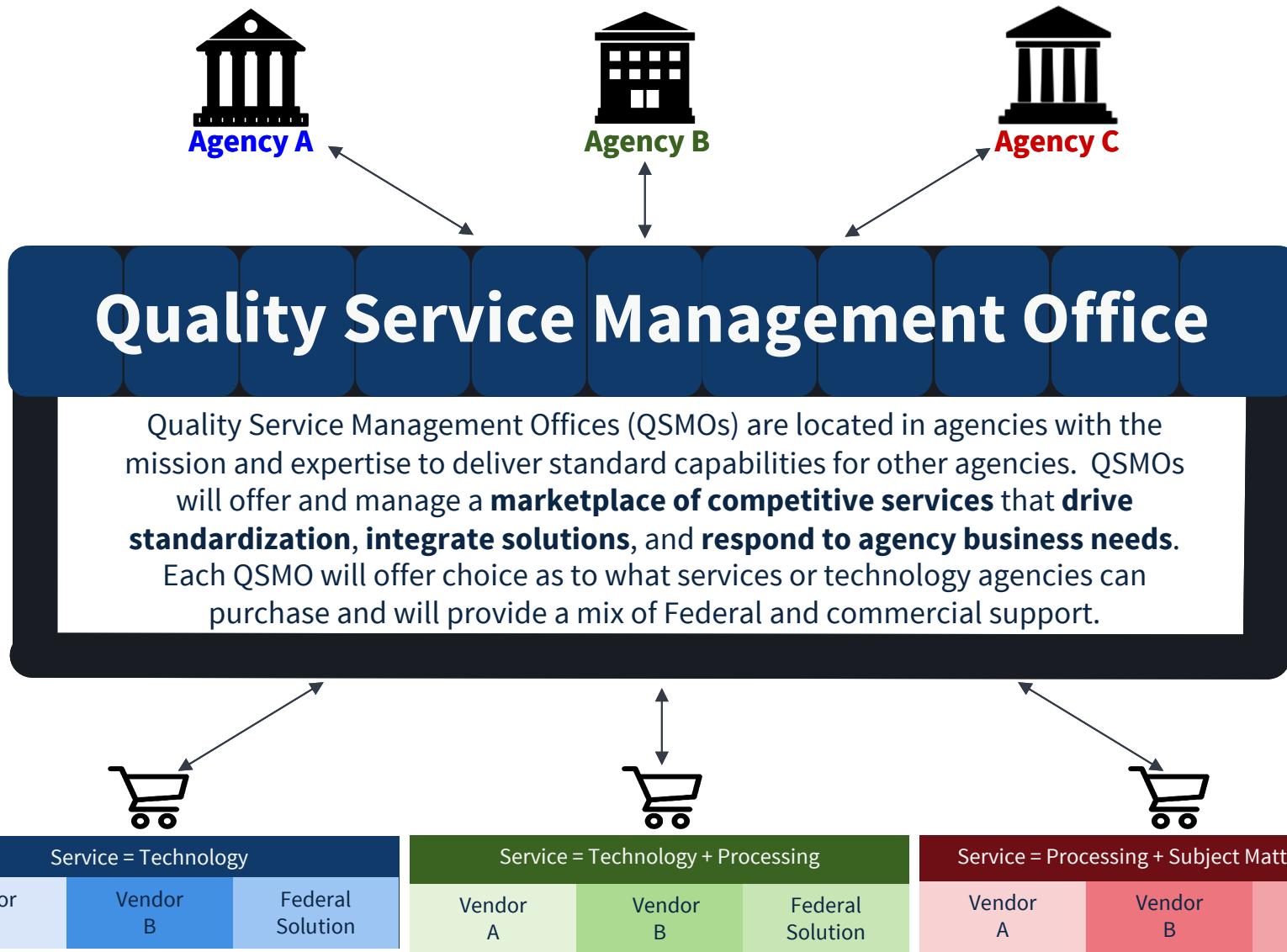
Designated Quality Service Management Offices (QSMOs) offer and manage a marketplace of competitive technology and services, which drive standardization, integrate solutions, and respond to agency business needs.

Phase	Description	Policy Office	Standards Lead ¹	QSMO	Functional Area
	Formal Designation QSMO has been officially designated by OMB for select mission support functions.	OFCIO	DHS	DHS	 Cybersecurity Services Security Operations Center (SOC), Vulnerability Management, and DNS Resolver Services
	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	 Civilian HR Transaction Services Operational Support for: Talent Acquisition, Talent Development, Employee Performance Management, and Compensation and Benefits Management
		OFFM	Treasury FIT	Treasury	 Core Financial Management Accounts Payable, Accounts Receivable, General Ledger, Reporting
		OFFM	OMB	HHS	 Grants Management 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>)
		OFCIO	DHS	DHS	 Cybersecurity Services 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
	Initiation & Research FIBF Standards and cross-functional analysis, which would shape future QSMO offerings, are underway. ¹	OFPP OFPP GSA OPPM USDS OFFM	TBD DHS GSA TBD GSA GSA	Post-Research Phase	 Assisted Acquisition  Contract Writing  Travel  FOIA  Customer Experience  Real Property Management

¹Standards not subject to formal designation process.



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



*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	B	No change	OMB	
<i>Contingent QSMO Delivers 5-Year Plan</i>	September 2019	B	No change	GSA	
<i>GSA OSSPI and SSGB Review QSMO 5-Year Plan and Make Recommendation on Approval to OMB</i>	Q1 FY 2020	B	Completed	GSA OSSPI and SSGB	
<i>OMB Makes Final Designation Decision</i>	FY 2020	G	No change	OMB	
Create Centralized Marketplace for Cybersecurity Services					
<i>Contingent Designation of QSMO</i>	April 2019	B	No change	OMB	
<i>Contingent QSMO Delivers 5-Year Plan</i>	September 2019	B	No change	DHS	
<i>GSA OSSPI and SSGB Review QSMO 5-Year Plan and Make Recommendation on Approval to OMB</i>	Q1 FY 2020	B	Completed	GSA OSSPI and SSGB	
<i>OMB Makes Final Designation Decision</i>	FY 2020	B	Completed	OMB	

Status:

Completed: B

On Track: G

Late non-critical path task: Y

Late critical path OR late non-critical path task at high risk: R

Upcoming: P





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	B	No change	OMB	
<i>Contingent QSMO Delivers 5-Year Plan</i>	September 2019	B	No change	Treasury	
<i>GSA OSSPI and SSGB Review QSMO 5-Year Plan and Make Recommendation on Approval to OMB</i>	Q1 FY 2020	B	Completed	GSA OSSPI and SSGB	
<i>OMB Makes Final Designation Decision</i>	FY 2020	G	No change	OMB	
Create Centralized Marketplace for Grants Management					
<i>Contingent Designation of QSMO</i>	April 2019	B	No change	OMB	
<i>Contingent QSMO Delivers 5-Year Plan</i>	June 2020	G	On Track	HHS	<i>HHS' 5-year plan is under steering committee review in preparation for submission to OMB.</i>
<i>GSA OSSPI and SSGB Review QSMO 5-Year Plan and Make Recommendation on Approval to OMB</i>	Q4 FY 2020	G	On track	GSA OSSPI and SSGB	
<i>OMB Makes Final Designation Decision</i>	FY 2021	G	On track	OMB	

Status:

Completed: BOn Track: GLate non-critical path task: YLate critical path task OR late non-critical path task at high risk: RUpcoming: P



Strategy 3: Increase Use of Existing Shared Services

Established government-wide offerings

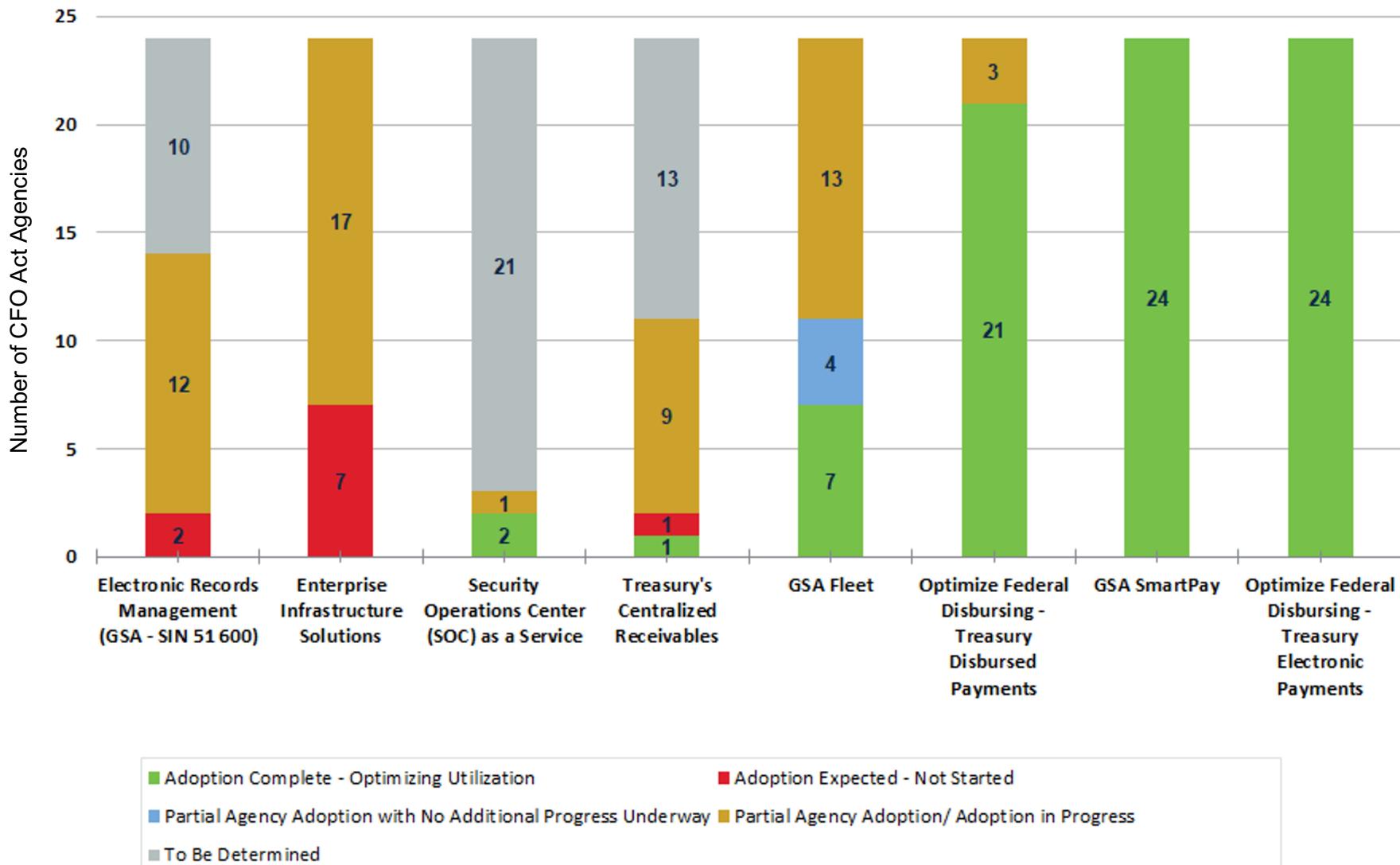
Agencies submit rolling annual plans to identify the services prioritized for adoption.

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
Security Operations Center (SOC) as a Service					
<i>Enhance the Cybersecurity Posture of Federal Agencies by Providing Security Operation Center (SOC) services from DOJ's SOC</i>	FY 2020	G	No change	DOJ	
Enterprise Infrastructure Solutions					
<i>Enhance the Cybersecurity Posture of Federal Networks by Providing Modernized Security Services Through EIS</i>	Q3 FY 2019	B	Change	GSA	Three components: 1. Cybersecurity offerings already defined on EIS, especially managed security. 2. All 9 EIS vendors have received Authorities to Operate (ATOs) (as of 12/2019).
	Ongoing	G	No Change	GSA	3. Defined use cases for Trusted Internet Connections (TIC) 3.0 Policy should accelerate the use of EIS services. The Cybersecurity and Infrastructure Security Agency (CISA) released two draft use cases as of 3/31/2020. This is an ongoing process and GSA continues to work with CISA to help agencies to develop their requirements and incorporate viable outcomes into EIS solution sets.

Status:

Completed:

B

On Track:

G

Late non-critical path task: Y

Late critical path task OR late non-critical path task at high risk:

R

Upcoming:

P



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					
Create stakeholder engagement plan to increase government awareness of Records Management offerings.	Q1 FY 20	B	Change	GSA	Briefed GSA CASE network on new ERM offerings, requesting their assistance in marketing this solution. Attended conferences, in partnership with NARA, to engage with agencies face to face and assist with their requirements. Conducted an email marketing campaign to increase awareness and will continue to disseminate.
Strategically target key RM vendors to strengthen current offerings under the schedules program and support customer requirements.	Q2 FY 20	B	No change	GSA	MAS Transformation will have a major impact on the addition of new vendors to the existing records management offerings. Existing schedule contractors are reluctant to submit new offers under schedule 36, knowing that MAS transformation will soon consolidate their contracts.
Utilizing new PSC Codes, capture and share transactional data, analyze federal spend, and implement initiatives to improve federal buying behavior.	Q3 FY 20	G	No change	GSA	New PSC codes should offer data that will inform decisions related to government records management. GSA expects this data will identify potential gaps in schedule coverage, as well as highlight opportunities for customers to better utilize the schedule.
GSA SmartPay®					
Complete Briefings with CAOC and CFOC Representatives	Q4 FY 2020	G	Shifted to Q4	GSA	Milestone undergoing further review.
Release Results of Cardless Payment Use Survey	Q4 FY 2020	G	Shifted to Q4	GSA	Milestone undergoing further review.



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
Fleet					
Completed both first and second rounds of consolidation study.	Q2 FY 2019	B	Completed	GSA	Completed studies for all 11 agencies: Army, Air Force, Army Corps of Engineers, VA, DOE, DHS, Navy, Marine Corps, Agriculture, Justice, & Interior.
Determine Motor Vehicles to consolidate from first study	Q2 FY 2019	B	Completed	GSA	Follow up meetings have occurred with VA, NAVY, DHS, and DOE. DHS and DOE have both entered into MOAs with GSA to consolidate as many vehicles as possible, the logistics and magnitude of the consolidations will be worked out as soon as COVID response subsides. Engagements between GSA and Marine Corps and DHS are also planned once COVID response has subsided.
Finalize First Round of Motor Vehicle Consolidations	Q1 FY 2020	Y	Delayed	GSA	In total 643 vehicles have been consolidated through Q2, the largest consolidation being 400 DOE vehicles in Q1 FY 2020. GSA is working with the Secret Service to consolidate approximately 900 vehicles, likely in Q3. GSA is continuing to work with all studied agencies to implement report recommendations and has developed engagement letters and targeted action plans to address study findings. Consolidation efforts have been slower than anticipated due to the COVID-19 pandemic, however many agencies are interested in resuming consolidation efforts once the crisis is over.
Second Round of Vehicle Consolidation Studies Completed	Q1 FY 2020	B	Changed	GSA	Agriculture, Interior, Marine Corps, Justice, and Navy studies were completed in December of 2019. Final studies and engagement letters will be provided to agencies once COVID response allows a pivot to this priority. GSA and Navy met to discuss consolidation efforts and Navy is currently working internally to determine an approach, once this is complete GSA will have follow up meeting. Engagements with Marine Corps and DHS are also being coordinated at this time.

Status:

Completed: BOn Track: GLate non-critical path task: YLate critical path task OR late non-critical path task at high risk: RUpcoming: P



Strategy 3: Increase Use of Existing Shared Services

Key Milestones

Key Milestones					
Key Milestones	Milestone Due Date	Milestone Status	Change From Last Quarter	Owner	Anticipated Barriers or other Issues Related to Milestone Completion
Centralized Receivables					
1M Receivables Processed through CRS	Q4 FY 2021	G	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, and with their anticipated volumes, this should continue to permit the program to realize the FY21 target of processing 1M invoices annually.
925,000 Receivables Processed through CRS	Q4 FY 2020	Y	Delayed	Treasury	In FY 2019, CRS processed 751,407 receivables and reduced its shortfall by 28%.
831,000 Receivables Processed through CRS	Q4 FY 2019	Y	Delayed	Treasury	In FY 2019, CRS processed 751,407 receivables and reduced its shortfall by 28%.

Status:

Completed: BOn Track: GLate non-critical path task: YLate critical path OR late non-critical path task at high risk: RUpcoming: P



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
Optimize Federal Disbursing					
<p>Convert to Treasury-Disbursed Payments Increase Treasury-disbursed Payments to 89% of all Federal Payments</p>	FY 2020	Y	Delayed	Treasury	As of FY 2019, Q3, Treasury disbursed 87.31% of Government payments, an increase from 86.86% in FY 2018. Treasury may miss the targets of the 89% goal in FY 2020 and FY 2021 goal of 95%. The Department of Defense transition to Treasury-disbursed payments is continuing, but the implementation for larger components will be later than anticipated due to complexities identified during implementation.
<p>Increase Electronic Payments Maintain 95% EFT rate for Treasury-disbursed Payments; Print & Mail Fewer than 51.3 Million Treasury-disbursed Checks</p>	FY 2020	Y	Delayed	Treasury	Disbursed 54.2 million in FY 2019, down from FY 2018, 56.2 million. Fiscal Service and IRS have paused collaboration activities to develop strategies for tax refund checks as a result of the need to address priorities presented by the COVID-19 pandemic.

Status:

Completed: BOn Track: GLate non-critical path task: YLate critical path OR late non-critical path task at high risk: RUpcoming: P



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

[Memo 19-16](#)

[Federal Integrated Business Framework](#)

[Quality Service Management Offices](#)

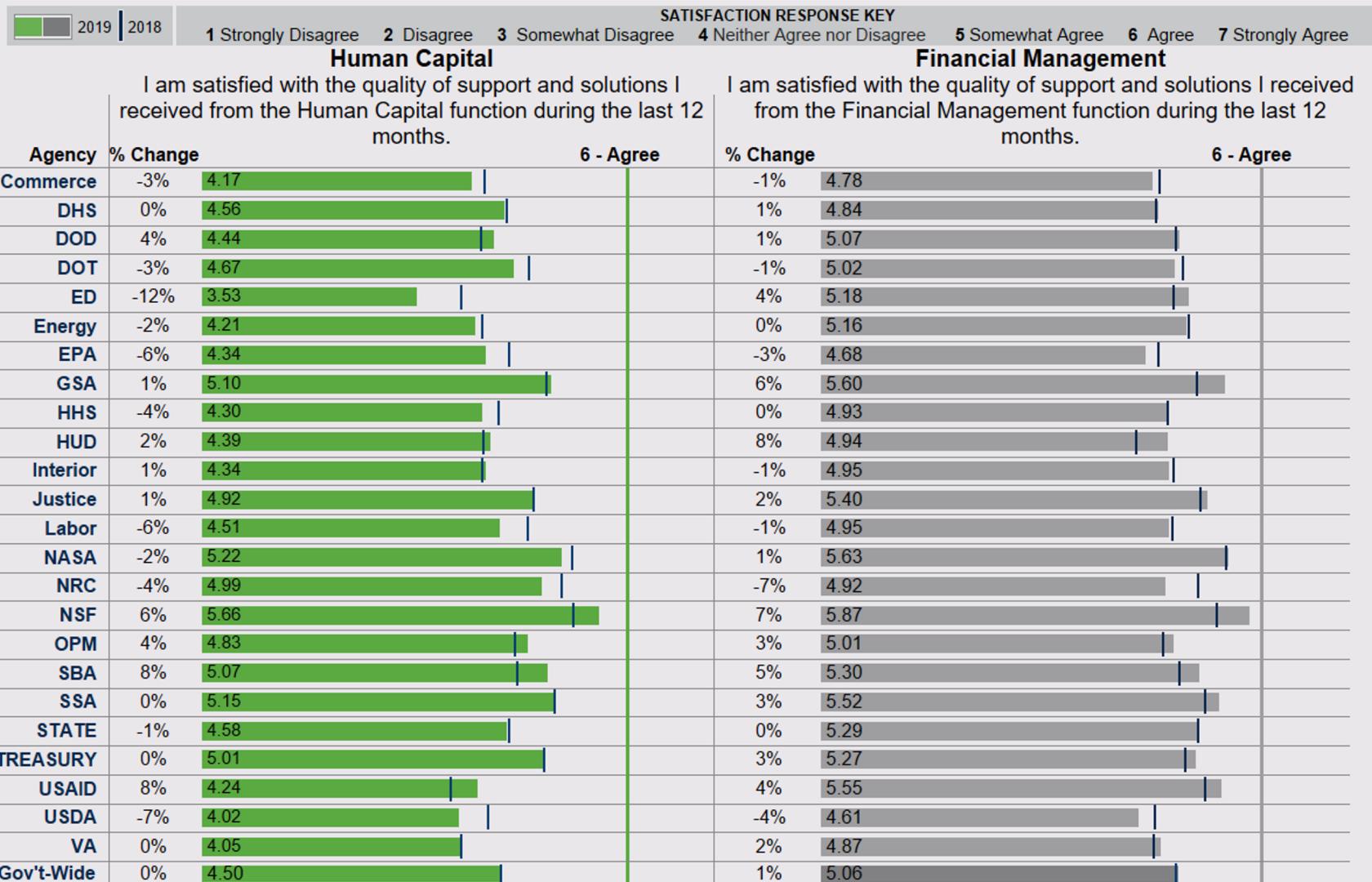
[Governance Ecosystem](#)

[OMB MAX - Shared Services Community*](#)

*OMB MAX is only available to Federal employees and contractors



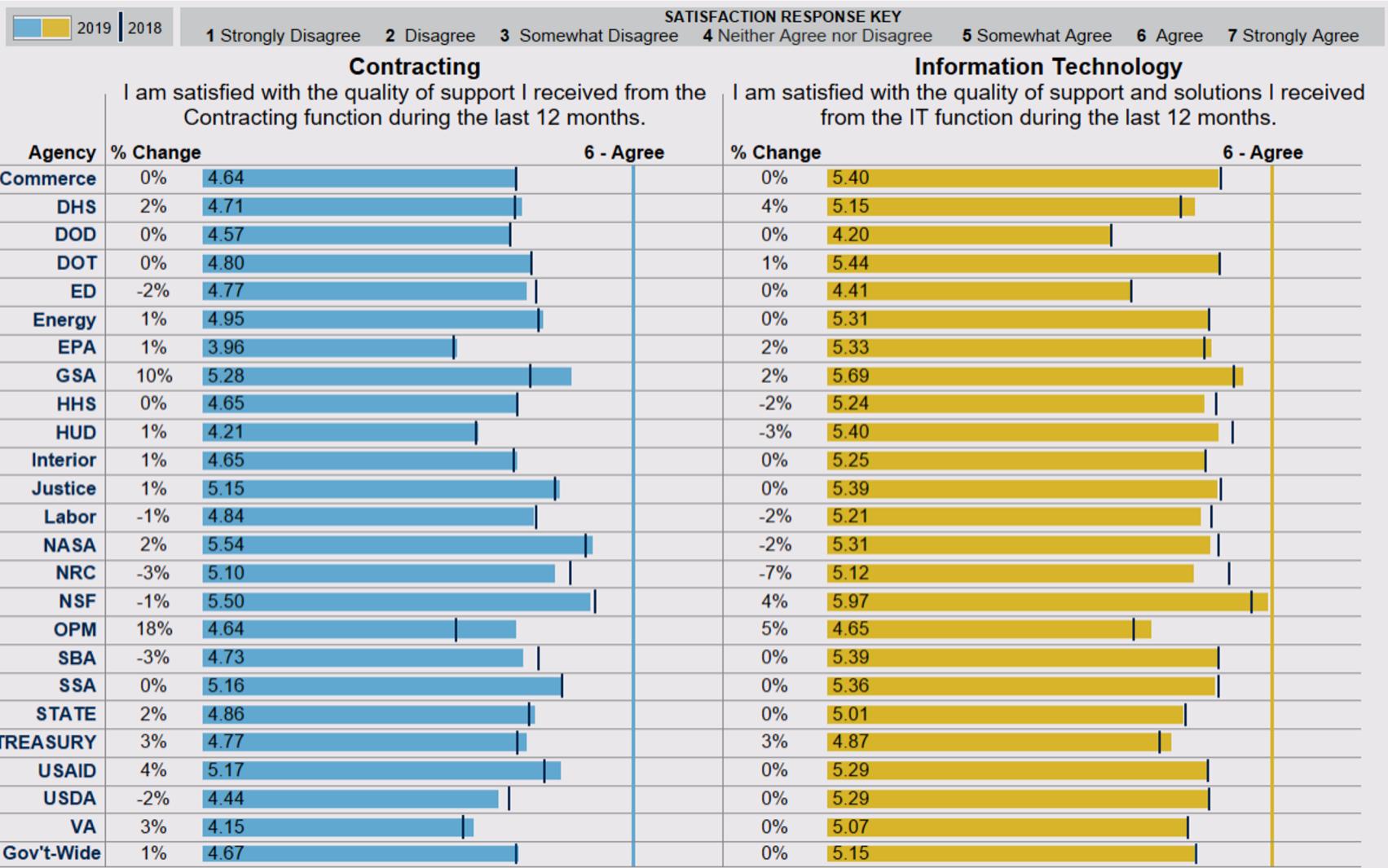
Appendix: 2019 Customer Satisfaction Survey Results



Customer Satisfaction Survey (CSS): In 2019, 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 2019 CSS but shares results from their own survey.



Appendix: 2019 Customer Satisfaction Survey Results, cont.



Customer Satisfaction Survey (CSS): In 2019, 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 2019 CSS but shares results from their own survey.