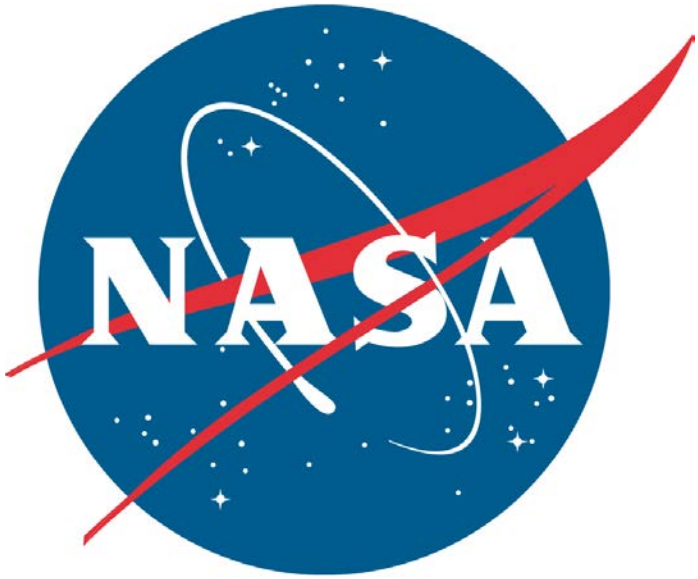
NATIONAL AERONAUTICS AND SPACE ADMINISTRATION



NASA STRATEGIC SOURCING PLAN (NSSP)

Office of Procurement
NASA Headquarters
Washington, DC 20546
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Record or Approval

Revision History

Date	Version	Revision Description
9/22/14	1.0	Revised Plan Approved

NASA Strategic Sourcing Plan (NSSP)

1.0 Executive Summary

Pursuant to the intent of the Office of Management and Budget (OMB) Memorandum dated, May 20, 2005 to Improve Government Acquisition, the National Aeronautics and Space Administration (NASA) established the NASA Strategic Sourcing Plan (NSSP) under the auspices of the NSAA Headquarter (HQ) Office of Procurement (OP), Procurement Operations Division. OMB has directed federal agencies to leverage spending to the maximum extent possible through strategic sourcing. Strategic sourcing is a collaborative and structured process of analyzing an organization's spending and using the information to make business decisions about acquiring commodities and services more effectively and efficiently[1]. This strategic sourcing plan formalizes the entire process for Agency-Wide Strategic Sourcing Initiatives and meets OMB's priority of providing maximum value to the taxpayer.

On July 29, 2009[2], OMB called for federal agencies to increase contract efficiency and expand their use of enterprise-wide strategic acquisition initiatives that offer opportunities for significant savings from business process improvements and access to lower product and service costs.

To this end, the Assistant Administrator (AA) for procurement established a Strategic Sourcing Working Group (SSWG) in coordination with the NASA Centers, which is tasked with identifying opportunities to increase savings and enhance mission performance through strategic sourcing initiatives. The NSSP describes the framework and processes currently in place to effectively collaborate with NASA's various stakeholders. The SSWG is also responsible for collaborating with various stakeholders in the development, deployment, and maintenance of Agency-wide sourcing strategies initiatives to enhance mission performance and optimize acquisition excellence. In carrying out this mission, the goals include:

1. Enhance mission performance through the maximum use of Agency-wide Strategic Sourcing Initiatives and Federal Strategic Sourcing Initiatives (FSSI) [3];
2. Increase efficiency in acquisition and mission support capabilities; and
3. Support the fulfillment of socio-economic acquisition goals.

While many NASA Centers currently have strategic sourcing initiatives, the SSWG will collaboratively focus on efforts that primarily concentrate on requirements common across the Agency. Once strategic sourcing initiatives are identified and awarded, the SSWG will provide awareness of existing procurement vehicles and/or initiate new or follow-on procurements, which unify all of the Center's efforts. On behalf of the NASA HQ OP and all the Center procurement offices, OP will also lead, collaborate, and participate in the Performance Community of Practice to develop and modify the Performance Goals (PG) and Annual Performance Indicators (API) as well as collect and maintain the data to support the PG, APIs, as well as OMB reporting requests and various, Office of the Inspector General (OIG), and Government Accountability Office (GAO) strategic sourcing audits and reporting requests related to strategic sourcing.

This plan was developed and will be maintained in a collaborative manner with the SSWG. The plan is intended to support a fully integrated set of processes used to achieve all of the preceding goals, and serves as a guide, communications tool, and valuable resource for stakeholders across NASA. Moreover, this plan is a living document that will be coordinated in conjunction with senior leadership to ensure the viability of the concepts represented. The plan reflects the latest NASA strategic sourcing decision-making process and will be updated as these concepts mature and/or change.

[1] Office of Management and Budget: "Implementing Strategic Sourcing". Memorandum, May 20, 2005
[2] Office of Management and Budget: " Implementing Strategic Sourcing", Memorandum, M-09-25, July 29, 2009
[3] Federal Strategic Sourcing Initiative (FSSI): An intra-federal agency commodity working group chartered under the purview of the Federal Government's Chief Acquisition Council, led by the General Services Administration, to encourage cross-government collaboration, identification of commodities and services common to all agencies, and adaptation of industry best practices for strategic sourcing initiatives.

2.0 Introduction

Approximately 80% of NASA's budget is expended through procurement of goods and services from private firms, educational institutions, non-profit organizations, government agencies or foreign sources. NASA has traditionally employed an acquisition planning philosophy that fosters collaboration of key stakeholders. The general purpose of acquisition planning as described by the Federal Acquisition Regulation "is to ensure that the Government meets its needs in the most effective, economical, and timely manner." NASA recognizes there are various methods, which can identify opportunities to improve its mission responsiveness by transitioning its acquisition processes to a strategically driven function that presents a systematic and collaborative approach for maximizing each dollar spent. This plan specifically:

1. Defines the NASA strategic sourcing process for identifying, analyzing, developing, implementing, managing, and monitoring the NASA-wide strategic sourcing initiatives;
2. Describes the overarching process and framework for collaboration and sourcing strategy implementation and monitoring;
3. Outlines the roles and responsibilities of key stakeholders involved in the various stages of the strategic sourcing process; and,
4. Identifies the methodology that will be employed to outline the key success factors, internal and external stakeholders, and the potential benefits that may be realized for the Agency strategic sourcing initiatives.

This document should be viewed as the tactical roadmap for the operation, management, and successful delivery of mission-critical supplies and services in the most efficient manner that accomplishes the goals of strategic sourcing.

3.0 Key Definitions

Acquisition planning process – integrated process where all personnel responsible for an acquisition develop a comprehensive plan for acquiring goods and/or services to support the mission of the Agency. The process includes the development of an overall strategy for managing the acquisition.

Commodity – goods and/or services acquired by the Agency in support of its mission.

Procurement organization - an organizational unit within the Agency (Center and/or Headquarters) with prime responsibility for establishing contracting policy and procedures and conducting Agency procurement functions.

Requirements organization – an organizational unit within the Agency (Center and/or Headquarters) with prime responsibility for defining the requirement/scope and managing the acquired commodities.

Spend Analysis – A tool that provides knowledge about how much is being spent for what commodities, who are the buyers, and who are the suppliers, thereby identifying opportunities to leverage buying, save money, and improve performance.

Strategic Sourcing - OMB defines strategic sourcing as a "collaborative and structured process of critically analyzing an organization's spending and using this information to make business decisions about acquiring and managing commodities and services more effectively and efficiently. This process helps agencies optimize performance, minimize price, increase achievement of socio-economic acquisition goals, evaluate total lifecycle management costs, improve vendor access to business opportunities, and otherwise increase the value of each dollar spent."

4.0 NASA Acquisition Planning Philosophy

The NASA Space Flight Program and Project Management Requirements (NPR 7120.5) are an integral part of acquisition planning. NPR 7120.5 defines the management requirements for formulating, approving, implementing, and evaluating NASA programs and projects. Its purpose is to build a cohesive management approach, while retaining the creative freedom to innovate techniques that improve safety and quality, and reduce the cost of expanded knowledge and of delivered products and services. In Federal Acquisition Regulation (FAR) 7.104, program and project managers are encouraged to form a team consisting of all those who will be responsible for significant aspects of the acquisition, such as contracting, fiscal, legal, and technical personnel. In other words, experts from key functional organizations including procurement should be used in requirements formulation and implementation. This relationship is critical to successful acquisition planning.

In addition to the relationship between the procurement organization and the program and project offices, the FAR and NASA Federal Acquisition Regulation Supplement (NFS) 1807.104 require contracting officers to obtain input from organizations responsible for safety and mission assurance, occupational health, environmental protection, information technology, export control and security during the acquisition planning process. Participation by all key stakeholders in the acquisition planning process ensures that the wide range of requirements, issues, concerns, etc. are addressed well in advance of and during solicitation development, evaluation and contract award.

The NSSP will build on the existing acquisition planning philosophy and establish guidelines for the implementation of a strategic sourcing effort that will assist in the accomplishment of the Agency's mission in a more efficient and effective manner. This effort will coordinate activities to search for opportunities to create efficiencies and enhance the value of acquisitions across the Agency, Centers and/or organizations with similar requirements.

5.0 Goals and Objectives

Collaborate with stakeholders across NASA to develop, implement, and maintain strategic sourcing solutions that enhance acquisition efficiency. This includes the following specific goals:

☐ **Goal 1: Enhance mission performance through the maximum use of existing and future Agency-wide Strategic Sourcing Initiatives.**
The NSSP outlines and establishes how the Agency will examine the traditional organization and current approaches to purchasing supplies and services and, where appropriate, facilitates the collaborative development of Agency-wide or multiple-Center wide sourcing strategies.

Objective 1: Increase visibility and awareness of strategic sourcing opportunities across the Agency.

Objective 2: Evaluate effectiveness of existing contracts to eliminate stove-piped acquisitions.

Objective 3: Identify commodities appropriate for strategic sourcing

Objective 4: Support OMB's Efficiency Review Initiative to optimize acquisition excellence.

Objective 5: Maintain a repository for all NASA Strategic Sourcing Activities to minimize the data calls and increase Agency efficiency.

☐ **Goal 2: Increase efficiency in acquisition and mission support capabilities.**
NASA aims to continue improving the efficiency and consistency of NASA procurements by implementing standardized collaborative acquisition business processes throughout the NASA organization. NASA emphasizes the importance of being a Business Manager for acquisition professionals through such activities as training and mentoring which broadens the current focus on compliance with regulations (i.e., FAR, NFS, etc.) and incorporate collaborative and strategic business management practices into the acquisition process.

Objective 1: Institutionalize standards of practice for a consistent Agency-wide Strategic Sourcing Process.

Objective 2: Reduce the total cost of ownership for purchased goods and services through improved acquisition efficiencies and repeatable business process.

Objective 3: Improve collaboration, coordination, and acquisition practices across the Agency.

Objective 4: Achieve reductions in the price of goods and services and operational cost.

☐ **Goal 3: Support the fulfillment of NASA's socio-economic acquisition goals through strategic sourcing.**
NASA will continue to ensure the utilization of small and disadvantaged businesses and fulfillment of socioeconomic programs by matching small business capabilities to NASA requirements.

Objective 1: Support utilization of small and disadvantaged businesses and fulfillment of socio-economic program goals. In accordance with (IAW) OMB memo[1] each proposed strategic sourcing opportunity will baseline small and disadvantaged business use and fulfillment of socioeconomic programs and set goals to meet or exceed baselines.

☐ **Goal 4: Increase cost savings by participating in Federal Strategic Sourcing Initiatives (FSSI)[4] that collectively achieves NASA's and FSSI goals.**
NASA will continue to search for opportunities to maximize savings through FSSI.

Objective 1: Increase yearly adoption rate of FSSI through the increase the use of FSSI vehicles.

6.0 Strategic Sourcing Benefits to NASA

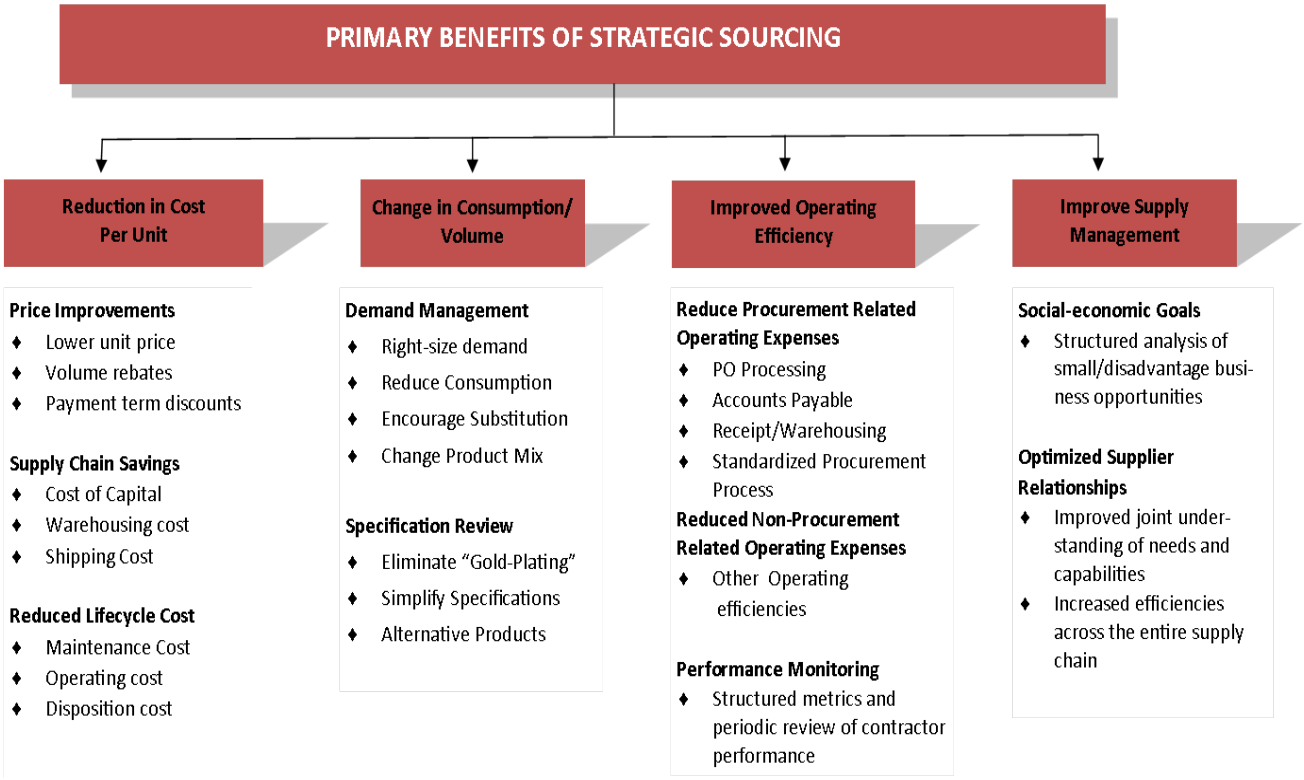
Strategic sourcing is more than simply reducing the number of contracts, leveraging buying, or saving money. It also seeks to maximize enterprise-level benefits by achieving for the Agency's Mission the right balance between service levels, quality, innovation, delivery time, price, competition, costs to purchase and administer, and attainment of socio-economic goals.

Analyzing strategic sourcing opportunities must be performed on a continuous basis to understand the constant changes in organizational spending. It not only addresses actions leading to contract award, but actions and spend taking place after contract award. Most importantly, strategic sourcing activities need to be accomplished early in the acquisition process to shape and influence the development and approval of the individual contract acquisition strategy – especially as it relates to the sourcing decision.

Strategic sourcing offers far-reaching and numerous benefits to NASA's: customers (i.e., requesting offices), buyers (i.e., contracting offices and purchase card holders), and external community (i.e., prime contractors). Benefits of strategic sourcing include (see Figure 1).

[4] Federal Strategic Sourcing Initiative (FSSI): An intra-federal agency commodity working group chartered under the purview of the Federal Government's Chief Acquisition Council, led by the General Services Administration, to encourage cross-government collaboration, identification of commodities and services common to all agencies, and adaptation of industry best practices for strategic sourcing initiatives.

Figure 1: Benefits of Strategic Sourcing



These benefits provide needed improvements in capabilities for setting strategic direction, defining requirements, executing purchases, and encouraging participation from essential customers, buyers, and industry.

7.0 Strategic Sourcing Initiative(s) Critical Success Factors

The key to realizing the maximum benefits of the NSSP is in the success factors that drive organizational transformation and execution of a well-grounded program providing near-terms benefits that contribute to the overarching mission of the Agency. The key success factors include:

1. **Governance** – Basis for execution, defined in policy and process, that is consistently understood and followed by NASA stakeholders;
2. **Senior Leadership Support** – Senior leadership support and advocacy is critical to buy-in among NASA stakeholders;
3. **Center Commitment** – Center & mission directorates leadership must embrace the underlying business concept and commit to working in a collaborative manner to develop and execute effective sourcing strategies;
4. **Communication** – A comprehensive and on-going communication process that engages all stakeholders is critical to ensure a complete understanding of roles and strategic sourcing; and,
5. **Spend Visibility and Supporting Analysis** – Utilizes new or existing tools for greater visibility into NASA and its Centers & mission directorates spend and mission alignment activities, along with data analysis to enable better business decisions.

8.0 Framework

The NSSP governance structure adopts NASA's existing acquisition framework (i.e. Acquisition Strategy Meeting (ASM) and Procurement Strategy Meeting (PSM) processes) in accordance with NASA Policy Directive (NPD) 1000.5B titled Policy for NASA Acquisition and the NFS. The NSSP outlines the regulations and process in the Strategic Sourcing Framework (Figure 2); the Strategic Sourcing Governance Model (Figure 3); and the Strategic Sourcing Process Key Activities (Figure 4). The Strategic Sourcing Framework incorporates innovative thinking and compliance with the FAR in the process. The follow-on sections will provide the content that explains the Strategic Sourcing Framework outlined in Figure 2.

Figure 2: Strategic Sourcing Framework

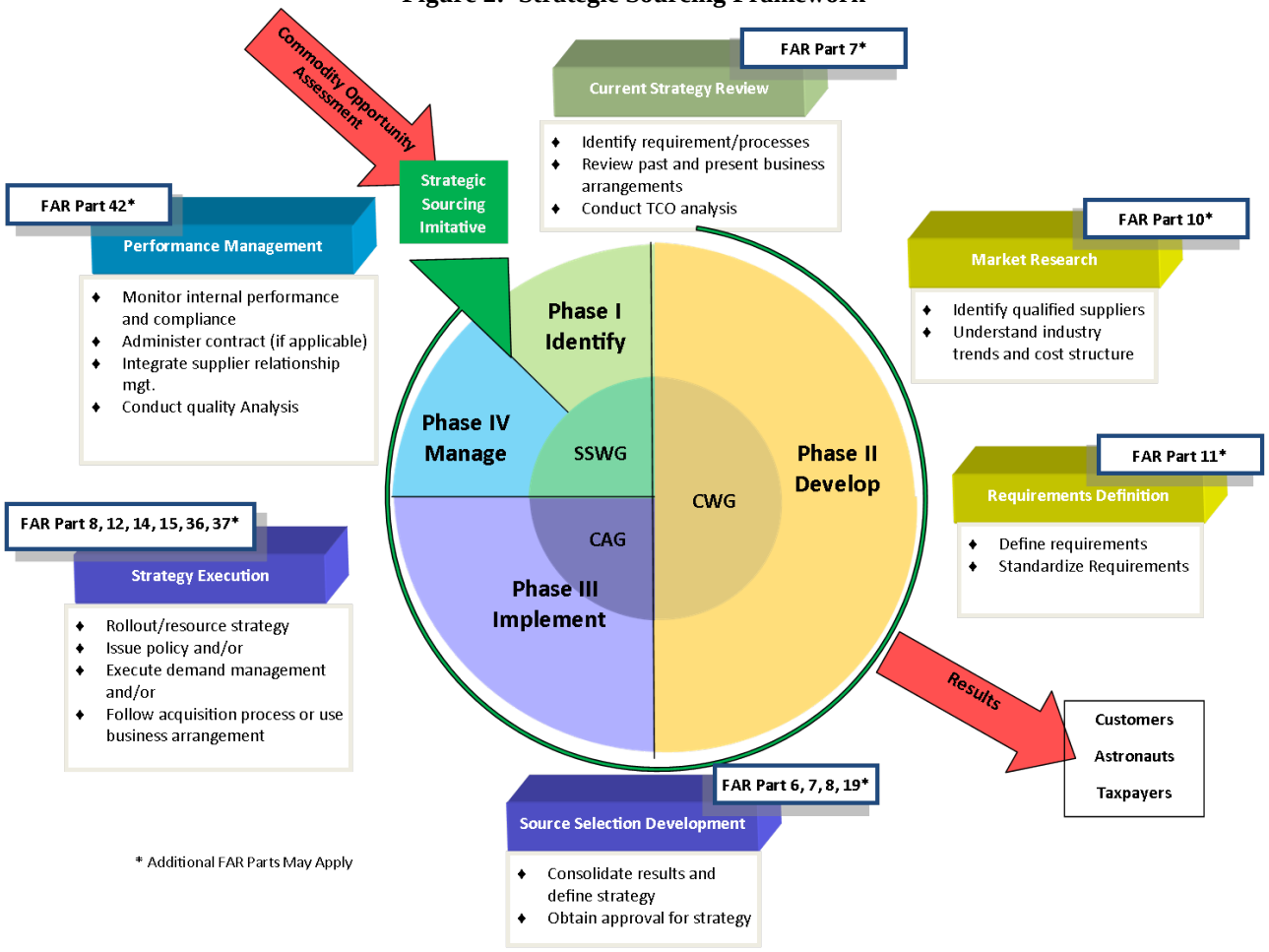
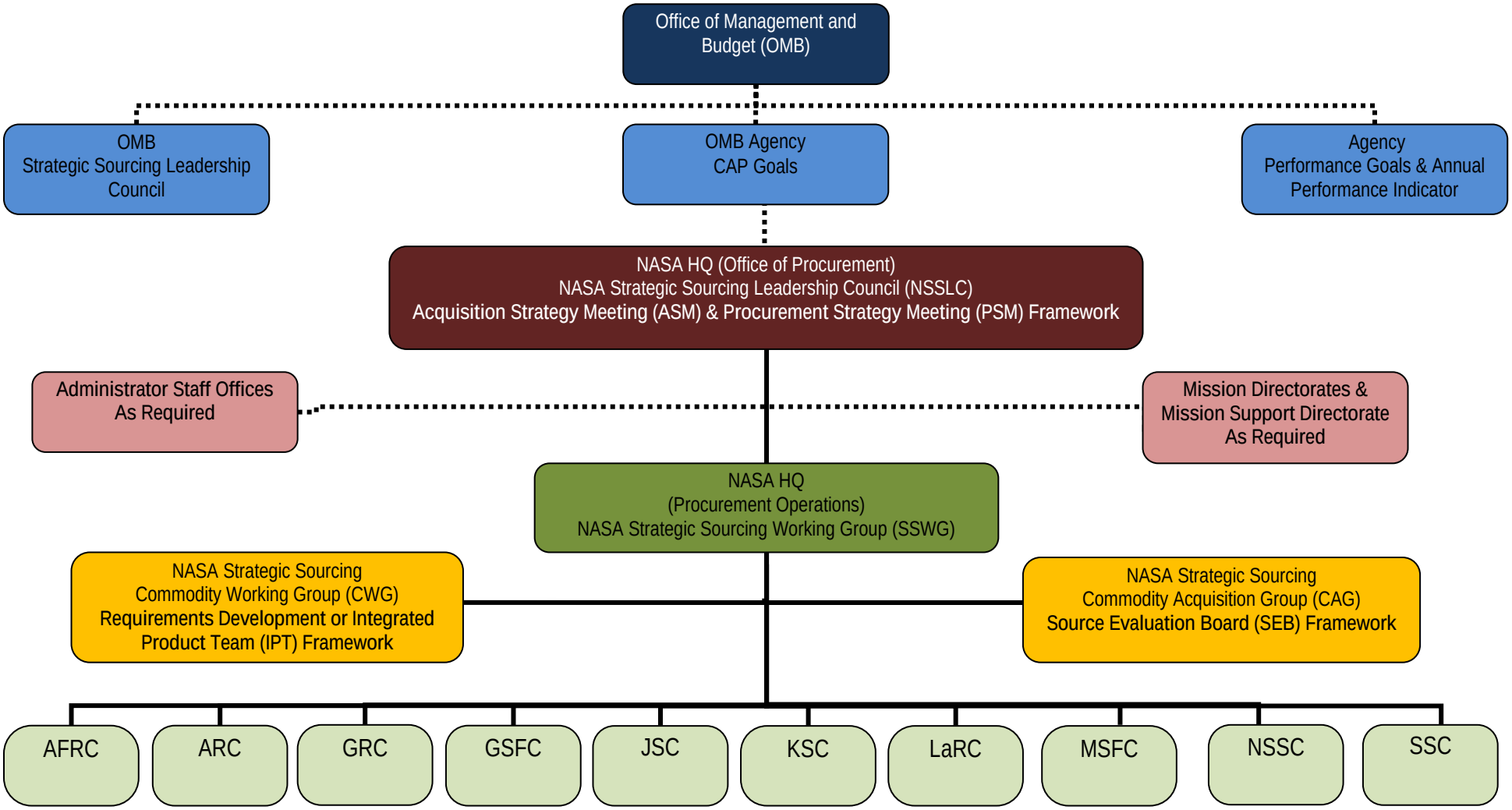


Figure 3: Strategic Sourcing Governance Model



9.0 Governance Structure

This section describes the roles and responsibilities of the Strategic Sourcing Governance Model (Figure 3 above) and identifies other key stakeholder roles integral to strategic sourcing. The strategic sourcing governance structure provides NASA with both a centralized leadership forum for vetting requirements and a mechanism for executing Agency-wide strategic sourcing strategies. Figure 3, identifies the governance model and the key stakeholders pivotal to successful execution of this strategic sourcing plan.

The NSSP governance structure supports OMB requirements, fiscal accountability, and achievement of the NASA's mission. It represents a multi-tiered framework intended to establish oversight, optimize sourcing strategies and provide venues for collaboration among NASA HQ, Centers, Administrative Organizations, Mission Support and Mission Support Directorates to accomplish the goals of strategic sourcing to:

1. Improve coordination and communication across the Agency;
2. Ensure key stakeholders are involved in the development and operational execution of strategic sourcing initiatives;
3. Increase the visibility of on-going and future initiatives; and,
4. Streamline and standardize strategic sourcing best practices.

9.1 Roles and Responsibilities

NASA Headquarters and individual NASA Centers have implemented strategic sourcing processes; the NSSP incorporates strategic sourcing Agency-wide. All NASA Stakeholders can conduct opportunity assessments to identify strategic sourcing initiatives. An opportunity assessment is a portfolio analysis, but the actual process varies by stakeholder. After identifying a possible strategic sourcing initiative, this strategic sourcing initiative will be worked within NASA's acquisition framework. The members of the strategic sourcing governance structure have the following roles and responsibilities:

9.2 NASA Strategic Sourcing Leadership Council (NSSLC)

The NSSLC adopts and utilizes the existing governance framework of an ASM and PSM and consist of the existing principal members for each strategy meeting. The strategic sourcing governance structure includes the NASA HQ OP, which provides acquisition oversight and establishes strategic sourcing policies to ensure efficiencies and economies of scale in the Agency's strategic sourcing initiatives and acquisition programs.

9.2.2 NSSLC Roles & Responsibilities:

1. Review and approve commodity recommendations identified by the SSWG.
2. Appoint or recommend Center representatives for the SSWG, CWG, CAG, and other IPTs to represent the Agency, as required.

9.3 NASA Strategic Sourcing Working Group (SSWG)

The NASA Strategic Sourcing Working Group (SSWG) is charted by the NSSLC to institutionalize strategic sourcing across NASA. The SSWG provides a collaborative forum for Center representatives to assist with shaping the future direction of strategic sourcing and gain an understanding of Agency-wide acquisitions. The SSWG consist of one NASA Center representative from each Procurement Office, as outlined in (Figure 3). The SSWG meets on a monthly basis to conduct the activities, as outlined in 9.3.2 SSWG Center Representative Responsibilities.

9.3.1 SSWG Center Representative Responsibilities: Serve as NASA's Business Managers and responsible for all activities described in Phases I and IV, described in Section 10.

1. Share strategic sourcing best practices and lessons learned.
2. Establish mechanisms to increase savings, value, and participation in strategic sourcing acquisitions.
3. Provide input to strategic sourcing requirements for their Center.
4. Drive savings, process improvement, and eliminate cross-organizational duplication of effort.
5. Identify possible strategic sourcing opportunities across NASA
    - Ensure an appropriate Center Representative is identified and notified, as required
    - Analyze Agency Spend Analysis, as described in Section 12.1
    - Gain Approval to move forward from the NSSLC
    - Share and Communicate Center Strategic Sourcing Efforts or Concerns
6. Track, Measure and Report on implemented Strategic Sourcing Initiatives, IAW Section 10.1.4
7. Ensure the NSSP, Process and all Strategic Sourcing Initiatives are communicated to stakeholders, IAW Section 11
8. Develop and support Agency wide communications, outreach strategies and implementation of strategic sourcing initiatives.

9.4 Commodity Working Group (CWG)

The Commodity Working Group (CWG) is a cross-organizational working group that conducts a detailed assessment of each commodity identified by the SSWG. The CWG adopts and utilizes the existing principles of requirements development (e.g. IPT) and consist of subject matter experts based on the strategic sourcing initiative. The CWG assessment provides the support required to determine the acquisition approach for the potential Strategic Sourcing Initiative. The CWG provides a collaborative forum for Center representatives to assist with shaping the future direction for identified commodities. The CWG consists of Center representatives (as appropriate) from the requirements offices. In addition, a minimum of one representative from the Office of Procurement, Office of Small Business Programs, Office of General Council, and Office of Chief Financial Officer will be members of the CWG (as appropriate). The meeting frequency for each CWG will be determined by the lead and may be different based on the commodity.

9.4.1 CWG Roles & Responsibilities: Serve as NASA's Program Managers and Business Managers responsible for all activities described in Phase II, of Section 10 including developing a feasibility study or business case relating to the scope by conducting activities such as: Market research and historical contracts review. Other activities include the development of requirements, acquisition strategy documentation, and strategic sourcing measures required to implement that specific strategic sourcing initiative.

The CWG shall also:

1. Investigate, analyze and formulate commodity strategies to continuously improve Agency operations and reduce total cost of ownership.
2. Identify groupings of similar commodity IPTs to improve acquisition efficiency and generate greater economies of scale of like commodities across the Agency.
3. Provide market intelligence and subject matter expertise in specific areas of professional disciplines.
4. Evaluate and drive commonality and standardization of cross-organizational requirements.
5. Perform spend analytics and data collection activities to identify historical spend and forecasted savings opportunities.

6. Provide acquisition assistance, from requirements development to contract award.
7. Assist in the development and support of Agency wide communications, outreach strategies and implementation of strategic sourcing initiatives.
8. Appoint or recommend Center representatives for the IPTs to represent the Agency.

9.5 Commodity Acquisition Group (CAG)

The Commodity Acquisition Group (CAG) may be a different group than the CWG or the CWG team may remain intact with the responsibilities of the CAG. The CAG adopts and utilizes the existing principles of a Source Evaluation Board (SEB) governance framework and consist of subject matter experts based on the strategic sourcing initiative. The CAG is a cross-organizational working group that develops the acquisition strategy documentation and communication plan to implement strategic sourcing initiatives. Lower-level IPTs may be formed to focus on development of requirements and acquisition strategies for specific strategically sourced commodities.

The CAG may be comprised of commodity experts with knowledge in procurement, technology, market analysis, project management, business processes, acquisition strategy, and analysis.

9.5.1 **CAG Responsibilities:** Serve as NASA's Acquisition and Project Managers and responsible for all activities described in Phase III of section 10 (see Figure 4).

The CAG shall also:

1. Investigate, analyze and formulate commodity strategies to continuously improve Agency operations and reduce total cost of ownership.
2. Identify groupings of similar commodity IPTs to improve acquisition efficiency and generate greater economies of scale of like commodities across the Agency.
3. Provide market intelligence and subject matter expertise in specific areas of professional disciplines.
4. Evaluate and drive commonality and standardization of cross-organizational requirements.
5. Provide acquisition assistance, from requirements development to contract award.
6. Assist in the development and support of Agency wide communications, outreach strategies and implementation of strategic sourcing initiatives.
7. Appoint or recommend Center representatives for the IPTs to represent their Agency.

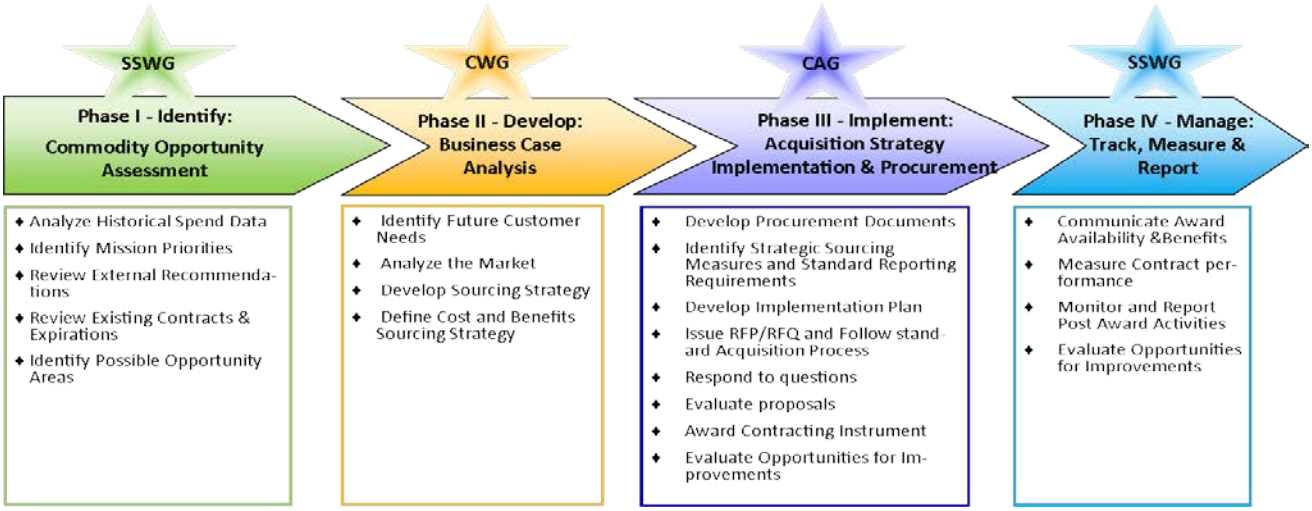
10.0 Methodology and Operational Concept

A strategic sourcing initiative can involve multiple contracts, multiple Centers and/or multiple requirements organization at a Center. The strategic sourcing process begins with the spend analysis, which assists in the identification of possible commodities appropriate for an Agency strategic sourcing initiative. Once a product or service is selected for strategic sourcing, a general process is followed that includes steps such as developing, implementing, and managing the sourcing strategy for that product or service. The process continues through the management of that commodity over time. The process is comprised of four key phases that include strategic sourcing methodology and the sequence of activities:

Phase I:	**Identify**:	Commodity Opportunity Assessment
Phase II:	**Develop**:	Feasibility Study/Business Case Analysis
Phase III:	**Implement**:	Acquisition Strategy Development, Procurement, and Award
Phase IV:	**Manage**:	Performance Measurement, Monitoring and Tracking

Phases I – IV represent the repeatable strategic sourcing processes applied to each strategic sourcing initiative and the various stakeholders involved. These processes allow flexibility in a Commodity's point of entry to accommodate requirements and program initiatives in various stages of their maturity. A commodity's point of entry may occur with Opportunity Identification (See 10.1.1), but may also occur throughout the various Phases. Regardless of the point of entry, an initiative is either vetted with the NSSLC or SSWG. In addition the scope, acquisition strategy, procurement baseline, timeline, designation as mandatory for use, and savings methodology (Appendix A) will be established. Figure 4 below identifies high-level key activities of the strategic sourcing process while the next section, Operational Concept serves to explain each in greater detail.

Figure 4: Strategic Sourcing Process Key Activities



10.1 Operational Concept

The operational concept describes each phase in the strategic sourcing process and the relationships of the stakeholders and how they function in practice.

10.1.1 Phase I - Identify: Commodity Opportunity Assessment

Opportunity Identification is the process by which an opportunity is identified that may lead to a strategic sourcing initiative. It is within this step that the SSWG conducts an assessment of business opportunities across the Agency by developing a profile of NASA's spending pattern. The Commodity Category Structure (Appendix B) is used by SSWG to assist with the spend analysis and commodity profiling. Opportunities may also be identified by stakeholders outside of procurement, such as Center requirements organizations, Efficiency Review Team, Congress, OMB, OIG, GAO, etc. Once an opportunity is identified, the formal strategic sourcing process begins, consisting of the 4 phases illustrated in Figure 4.

During Phase I, the SSWG conducts a preliminary assessment of historical spend (i.e., spend analysis, see Section 12.1), evaluates current contracts and their period of performance, and reviews customer demand and market conditions to determine if requirements meet the goals and objectives of a strategic sourcing initiative.

This phase relies on information gathered during Opportunity Identification and requires that the SSWG receives approval from the NSSLC, prior to initiation.

10.1.2 Phase II - Develop: Feasibility Study/Business Case Analysis

Building upon the preliminary assessment, the Feasibility Study/Business Case Analysis Phase incorporates additional rigorous business analysis that captures acquisition baseline, potential benefits and risks, critical success factors, performance indicators, and recommendations for consideration by NASA Centers.

A Feasibility Study/Business Case is mandatory for all strategic sourcing initiatives and cites the intent to pursue an Agency-wide, strategically sourced solution. This is a crucial step in the process and Centers or other stakeholders who would benefit from the solution will have to "show cause' as to why they intend to forego participation.

Acquisition Strategy Development: With approval of the Feasibility Study/Business Case, the acquisition strategy can now be developed. During this phase, the CWG coordinates with procurement and other stakeholders to ensure all facets of compliance, investment review, requirements, and project documentation are met.

The CWG assumes the responsibility of developing the Feasibility Study/Business Case in coordination with representatives of the SSWG. Prior to proceeding to Phase III, as required by NASA's PSM process, the NSSLC must review and approve the Acquisition Strategy.

10.1.3 Phase III - Implement: Acquisition Strategy Implementation & Award

During this phase an acquisition strategy will be implemented. The CAG will conduct all activities required to solicit, evaluate, and award a contract(s) as outlined in the approved acquisition strategy or PSM.

The CAG coordinates with procurement and other stakeholders to ensure all facets of compliance, investment review, requirements, and project documentation are met. It is also during this phase that operational needs, timing, quality standards, alternative approaches, and improvements to be achieved through the initiative are fully defined. These activities may result in preliminary procurement documentation, as required, to proceed with Procurement activities, some of which are identified in Phase IV: Manage: Track Measure & Report.

Procurement: Following approval of the acquisition strategy, the CAG develops and refines procurement documentation to move forward with the strategy. Procurement documentation usually includes the Statement of Work (SOW), Independent Government Cost Estimate (IGCE), Acquisition Plan (AP)/PSM, Solicitation documents, Source Selection Plan, etc.

Because Strategic Sourcing Initiatives are implemented with the intent of Agency-wide utilization, a formal PSM may be required. PSMs are acquisition plans (See FAR 7.105 and NFS 1807.105) conducted through a meeting attended by all interested NASA offices. Since an approved PSM substitutes for a formal written acquisition plan, the PSM should cover all the items that would normally be included in a written acquisition plan. This includes a comprehensive review of the requirement, overall funding situation, anticipated competitive environment, special situation (i.e., Strategic Sourcing) or issue that could affect the acquisition, risk management, and planned RFP/contracting provision that will serve to protect the Government's interest.

Award: Once a contract(s) is awarded, contract administration and performance become critical aspects of the initiatives. Performance and Savings data is collected and reviewed to ensure the strategy is providing the expected benefits. Continuous improvements and performance management ensure objectives are met, metrics are captured, and the commodity performance is monitored.

The SSWG and NSSLC may provide support to procurement during this phase as a part of continuous collaboration and ensuring that sourcing strategies achieve the goals of strategic sourcing. In addition, the CAG in coordination with the SSWG, CWG or IPT ensures the best practices in Agency spend (outlined in the spend analysis), acquisition baseline, and savings methodologies are incorporated and Agency-wide reporting requirements are defined for the contractual effort.

10.1.4 Phase IV - Manage: Track, Measure & Report

During this phase, the SSWG lead will receive post award assistance from the CAG to: communicate the strategic sourcing award, measure contract performance (spend & savings), report the activities of the ongoing strategic sourcing initiatives and the performance of the awarded initiatives, as well as evaluate opportunities for improvements. These activities may include developing ordering guidance and acquisition alerts, posting contract documentation to the Agency-wide strategic sourcing website, marketing the initiative, and reporting.

The designated requirements organization shall be responsible for commodity program management after contract award. The corresponding procurement organization shall have contract administration responsibilities, as appropriate.

Performance measurement provides critical information to the end users, requirements organizations, programs, and the agency regarding the success of the strategic sourcing effort. Commodity level metrics vary by commodity and are highly dependent on the type of data available for measurement. The specific method of measuring performance, savings and success is determined by the SSWG/CWG or CAG and documented in the sourcing strategy. The responsible organization shall report performance metrics to the SSWG on an annual basis. This information will be included in the Agency's report to OMB on overall strategic sourcing efforts.

In addition, the CAG in coordination with the SSWG, CWG or IPT ensures acquisition baseline, savings methodologies and outlined benefits are captured in accordance with the defined criteria for each commodity as required in Phase III.

11.0 Communications Strategy

This document provides a high level outline for internal and external communication of the NSSP that clearly conveys and identifies organizational elements. The target audience includes the NSSLC, SSWG, CWG representatives and representatives from cognizant programs/projects and procurement organizations.

11.1 Communication Objectives

Key objectives of the communications strategy include:

1. Managing expectations regarding the NSSP
2. Maintaining appropriate levels of communication with NSSP stakeholders
3. Providing relevant, accurate, and consistent information
4. Generating and sustaining support for the NSSP and
5. Establishing regular communications vehicles to support NSSP reporting requirements.

11.2 Communications Strategy

q General Distribution

Basic NSSP information contained in this plan shall be disseminated throughout the Agency, to senior management at both Headquarters and the Centers, the procurement community as well as to program/project managers.

q Commodity Specific Audiences

A detailed NSSP will be developed, maintained and distributed by the SSWG to key stakeholders as commodities are identified for strategic sourcing opportunities. Further, the SSWG will establish a common and easily accessible communications vehicle (i.e., website, discussion board, etc.) for utilization by the SSWG, CWG and CAG. This communications vehicle will allow participants to view the progress and status of the various strategic sourcing efforts, keep abreast of action items, meeting schedules, provide input on lessons learned and best practices, etc.

12.0 Performance Measures

To ensure goals are met each year, performance measures for each commodity will be established upon award. The measures will be reviewed semi-annually by the SSWG lead. The review will evaluate progress, as well as determine if new measures or adjustments to the existing measures are required. The evaluation of strategic sourcing initiatives will be assessed based on the documented expected benefits, saving, and/or small business baseline, as appropriate. All newly established strategic sourcing initiatives will document the initiatives expected performance.

12.1 Spend Analysis

In general, a strategic sourcing effort begins with an opportunity assessment, an analysis of spending (spend analysis) and the identification of products and services for which strategic sourcing should be implemented. Spend analysis provides knowledge about: (1) how much is being spent for which products and services, (2) who the buyers are, (3) who the suppliers are, and (4) where the opportunities are for leveraged buying and other tactics to save money and improve performance.

Data on spending are analyzed on a continual basis to support decisions on strategic sourcing and procurement management in areas such as cutting costs and streamlining operations. Based on this analysis, organizations evaluate and prioritize commodities to create a list of top products or services to target for strategic sourcing. This list typically includes the products or services on which most of the organization's spending is focused. In addition to spending, criteria such as potential savings and relative ease of implementation are considered.

12.2 Baseline Small Business

The OMB 2005 memorandum[1] not only outlined the general framework for establishing and implementing strategic sourcing Agency-wide, but also called for the establishment and measurement of small business goals as it relates to the Agency's implemented strategic sourcing initiatives.

For all newly implemented NASA strategic sourcing initiatives, the impact to small business will be included as part of the business case/feasibility study. The business case/feasibility study will establish the small business baseline and provide the expected impacts the envisioned strategic sourcing initiative will have on small businesses. Small business impacts shall be conducted in accordance with the FAR and NFS. When establishing a strategic sourcing initiative reporting requirements will be required.

12.3 Strategic Sourcing Initiative Performance Baseline & Analysis

Initial assessment of strategic sourcing initiatives will include the baseline of current contracts to include the contract prices, contract types, business sizes, prices per commodities. Based on this analyses conducted by the CWG & CAG the CAG will develop the commodity performance baseline. The baseline will be presented to the NSSLC to include the expected results/outcome for each strategic sourcing initiative.

12.3.3.1 **Examples.** of expected results/outcomes that could be established are:

1. Reduction in cost per unit due to lower unit price;
2. Reduced "gold plating" and use standardized Statements of Work (SOWs) for services or supplies;
3. Improved operating efficiencies through increase emphasis on Return on Investment (ROI) measures;
4. Reduced administration by ease of task ordering process;
5. Standardized surveillance of contractor performance;
6. Increased service quality through focus on customer satisfaction;
7. On-time delivery of services;
8. Reduced dependence on external agencies for procurement; and;
9. Positively impact small business
    1. Increase the amount to small businesses by _____percent
    2. Increase the total number of awards to a small business concerns

NASA Strategic Sourcing Initiatives	Current Status	Expected Results/Benefits
EXAMPLES		
Saving: Achieve Saving by: *1. Previous price Paid* *2. Reduce Admin Cost*	*Current Contract(s) total $1.5M* *Total of 10 Contracts*	*$1M* *1 Agency Contract*
Benefit: Reduce Unit Pricing	*$15 per unit*	*$10 per unit*

121.3.3.2 **Measure of expected results/ and saving calculation.** The metrics located in Appendix A, outlines a standard for how to establish performance measures for Strategic Sourcing Initiatives. The metrics located in Appendix D represent the Agency's established metrics for the period of performance, calendar Year 2014:

13.0 Reporting Requirements

On May 29th, 2013 OMB released a budget guidance memo for FY15…...

"…updated performance plan with specific strategies and performance goals through the end of f2015."

"ambitious yet realistic expectation of the impact achievable as a result of proposed budget policy."

"In addition to the mission-focused strategic goals and objectives in the strategic plan, OMB has asked agencies to establish management-focused objectives…critical to advancing the Agency's mission results and increasing effectiveness and efficiency."

The Annual Performance Indicators (API) Submission should include:

1. Management Objectives – strategies and performance goals for each management objective
2. Innovation and Customer Service Priorities – Priority areas for innovation
3. Critical mission support areas – Identification of operational processes, human capital, training, skills, technology etc. critical to achievement of management objectives
4. Other management improvement efforts – Contribution to government-wide management initiatives not identified as a management objective in the strategic plan.

APPENDIX A: Acronyms

AA	Assistant Administrator
AP	Acquisition Plan
API	Annual Performance Indicators
ASM	Acquisition Strategy Meeting
CAG	Commodity Acquisition Group
CWG	Commodity Working Group
FAR	Federal Acquisition Regulation
FSSI	Federal Strategic Sourcing Initiative
GAO	Government Accountability Office
HQ	Headquarters
IAW	In Accordance With
IGCE	Independent Government Cost Estimate
IPT	Integrated Project Team
NASA	National Aeronautics and Space Administration
NFS	NASA FAR Supplement
NPD	NASA Policy Directive
NSSLC	NASA Strategic Sourcing Leadership Council
NSSP	NASA Strategic Sourcing Plan
OIG	Office of the Inspector General
OMB	Office of Management and Budget
OP	Office of Procurement
PG	Performance Goals
PSM	Procurement Strategy Meeting
RFP	Request For Proposal
ROI	Return on Investment
SEB	Source Evaluation Board
SOW	Statement of Work
SSWG	Strategic Sourcing Working Group

APPENDIX B: NASA Strategic Sourcing Savings Methodology

NASA STRATEGIC SOURCING SAVINGS METHODOLOGY

STRATEGIC SOURCING BEST PRACTICES FOR ESTABLISHING SAVINGS CALCULATIONS

- ☐ **GOVERNMENT/CONTRACT LABOR CATEGORY COMPARATIVE ANALYSIS (Service Contracts Only)**
  - o Evaluate Pre-Award Pricing Structure to Map Contractor Proposed Labor Categories to Government Provided Labor Categories
- ☐ **INITIAL/PERIODIC MEETINGS W/ PROGRAM OFFICE**
  - o Establish/Confirm Current Quarter or Annual Spend and Savings Calculations
- ☐ **CONTRACT LEVEL MONTHLY VENDOR REPORTING OF TASK ORDERS**
  - o Establish contractor vendor reporting as a part of contract deliverables
- ☐ **OBTAIN/RECONCILE VENDOR PROVIDED REPORTS**
  - o Reconcile Against FPDS-NG Data, P-Card and/or Contract Writing System Data

SAVINGS METHODOLOGY	TECHNIQUE	CONTRACT LEVEL CALCULATION
Savings Below GSA Schedule Pricing *.NOTE – Discount Rate May Vary by Vendor Contract Based on a combination of one or more of the following: Volume Discount, Labor Category Discount, or Product Discount. In this instance, an average or conservative estimate should be used to calculate the Contract Discount Rate.*	Negotiated Contract Discount Rate or Range Off of a Published GSA Schedule (Typically GSA Schedule used as a baseline; however, depending on the contract and program office, other methods may be used)	Data Source Spend = FPDS-NG, Contract Writing System, P-Card, and/or Vendor Provided Data Savings Calculation Savings = (Spend/(1-Discount Rate)) * Discount Rate
GSA Fee Avoidance	Cost Avoidance thru Non-Use of GSA Schedule Vehicle – Up to 3% + 1% Acquisition Savings Efficiency	Data Source Spend = FPDS-NG, Contract Writing System, P-Card, and/or Vendor Provided Data Savings Calculation Savings = (Spend/(1-Cost Avoidance Rate)) * Cost Avoidance Rate
Contract Savings Off of Commercial Pricing	Savings Based on Vendor Provided Discounts off of Commercially Available Pricing	Data Source Spend = Vendor Provided Discount Savings Calculation Savings = (Commercial Price – Government Price)* Quantity

ASSUMPTIONS

- ☐ **Accuracy in FPDS-NG, P-Card, Contract Writing System, or Vendor Provided Data**
- ☐ **Timely Extrapolations of Applicable Records from Required Data Source(s)**

**SSPO Savings Methodology Independently Assessed and Validated by Censeo Consulting and OMB in 2011.*

APPENDIX C: Commodity Category Structure

The NASA Commodity Category Structure depicted in Table 1 and 2 are composed of eight commodity categories which are broken down into categories and sub-categories of commodities. This structure is aligned with industry categorizations of the commodity Category structure.

Table 2 presents the primary commodity category structure (IT & Telecom, Professional Services, and Security). The primary commodity categories represent the majority of NASA spend and are the first formally initiated CFCs.

Table 1 – Primary Commodity Category Structure

CATEGORY (LEVEL 1)		CATEGORY (LEVEL 2)	SUB-CATEGORY (LEVEL 3)
1	IT & Telecom	Telecom & Communications	Wireless telecom svcs & devices
			Wireline voice telecom svcs
			Data communications svcs
			Telecom systems eq, handsets & devices
			Maintenance/Repair/Install Comm eq
			Radar/Navigation equipment
			Other-Communications equipment
		IT Hardware, Software & Support Svcs	Servers & mainframes
			Network equipment
			Desktops & laptops
			IT peripherals & misc hardware
			Commercial off the shelf software
			Custom developed software
			Software support svcs-related to purchased software
			IT maintenance, operations, support
2	Professional & Office Area Support Svcs	Management Support Svcs	Financial & accounting svcs
			Legal svcs
			Management advisory & analytic svcs
			HR & employee benefits svcs
			Education & training svcs & supplies
			Advertising, marketing & PR svcs
			Other-Management support svcs
		Technical Svcs	R&D
			Engineering
			IT svcs
			Other-Technical svc
		Health Related Svcs	Medical svcs
			Dental svcs
			Other-health related svcs
		Clerical & Administrative Svcs	Clerical support svcs
			Light industrial svcs
3	Security	Security Animals & Related Svcs	Security animals
			Security animal related svcs
			Security animal food & supplies

CATEGORY (LEVEL 1)		CATEGORY (LEVEL 2)	SUB-CATEGORY (LEVEL 3)
		Security Systems & Services	Security svcs
			Security systems svcs
			Security products and systems
		Weapons	Guns
			Other-Weapons
		Ammunition & Explosives	Ammunition
			Explosives
			Other-Ammunition & explosives
		Protective Apparel & Equipment	Body armor
			Safety & rescue equipment
			Other-Protective apparel & equipment

Table 2 presents the remaining commodity category structure. Strategic sourcing opportunities from the commodity categories will be initially activated by individual Center and ad-hoc initiatives. Future CFCs may be formed from the remaining categories as an addition to the first three CFCs as the program and process mature.

Table 2 – Remaining Commodity Category Structure

CATEGORY (LEVEL 1)		CATEGORY (LEVEL 2)	SUB-CATEGORY (LEVEL 3)
4	Facilities & Construction	Construction Related Materials	Construction machinery & centers
			Building materials
			Pre-fab building centers
		Construction Related Services	Architectural/design/engineering services
			Construction services
		Facility Related Materials	HVAC materials
			Electrical materials
			Plumbing materials
			Cleaning equipment & supplies
			Roofing materials
			Surface paving materials
			Landscaping materials
			Utilities Related Capital Equipment
			Other-Facility maintenance materials
		Facility Related Services	HVAC services
			Plumbing services
			Electrical services
			Food services
			Cleaning/janitorial services
			Roofing services
			Landscaping services
			Surface paving, repair, maintenance svcs
			Energy/utilities/water
			Maintenance/Repair/Alt of buildings, structures

CATEGORY (LEVEL 1)		CATEGORY (LEVEL 2)	SUB-CATEGORY (LEVEL 3)
			Full facilities mgmt svc
			Other-Facility related services
		Facilities Purchase & Lease	Facilities rent/lease
			Facilities purchases
5	Industrial Products & Svcs	Transportation Equipment	Air vehicles & equipment
			Ground vehicles & equipment
			Marine vehicles & equipment
			Material handling equipment
			Trailers-vehicles & equipment
			Other-Transportation equipment
		Machinery & Centers	Special industry machinery
			Metal working machinery
			Pumps & compressors
			Centers & parts
			Other-Machinery & centers
		Fire/ Rescue/ Safety/ Environmental Protection Equipment	Fire control equipment
			Environmental protection equipment
			Other-Fire/ environmental protection equipment
		Hardware & Tools	Hardware
			Hand & measuring tools
			Abrasives
			Other-Hardware & tools
		Test & Measurement Supplies	Instruments & laboratory equipment
			Other-Test & measurement supplies
		Industrial Products Install/ Maintenance/ Repair/ Rebuild	Installation of industrial products
			Maintenance/ repair/ rebuild of industrial products
		Basic Materials	Raw ores & minerals
			Primary products of ores and minerals
			Chemicals & chemical products
			Other-Basic materials
		Fuels & Related Materials	Petroleum products
			Lubricants, oils & waxes
			Other-Fuels & materials
6	Office Mgmt. & Misc. Products	Office Management Products & related svcs	Office Supplies
			Office Equipment
			Furniture & Furnishings
			Office management products related svcs
			Other-Office management products
		Non-protective Apparel	Clothing/Uniforms/Footwear
			Textiles/Leather/Furs/Etc
			Other-Non-protective apparel
		Misc. Products	Recreation

CATEGORY (LEVEL 1)		CATEGORY (LEVEL 2)	SUB-CATEGORY (LEVEL 3)
			Toiletries
			Other-Misc products
7	Logistics Operations & Package Delivery Svcs	Package Delivery & Packaging	Mail courier/ small package
			Packaging & packing supplies
		Logistics Svcs	Cargo/ freight
			Warehouse/storage operations
			3PL/4PL svcs
8	Travel & Lodging	Passenger Travel	Air
			Rail
			Ground
			Sea
		Lodging	Lodging
		Travel Agent & Misc. Services	Travel Agent services
			Other-Travel agent & misc services

APPENDIX D: Feasibility Study/Business Case Elements

Below are some of the elements that should be considered and discussed as part of a Strategic Sourcing Feasibility Study/Business Case:

Commodity Overview:

- Background
- Scope
- Purpose
- NASA Centers Included
- Spend Analysis
  - FPDS-NG
  - Purchase Cards
  - Other
- Commodity Historical Contracting at NASA
  - Method (i.e., GSA, Full and Open, Sole Source, etc.)
  - Contract types
  - Contract Expiration Dates
  - Contractor Social Economic Status
  - Dollar Value
  - Unit Prices
- Purchase Card Overview

Strategic Sourcing Overview:

- Spend Analysis Overview
- Issues & Concerns
  - Potential Roadblock
    - Contract Considerations
  - Socio Economic Impact
  - Regulations
  - Center Impacts
- Risk Assessment
- Benefits Assessment
- Summary & Conclusions
- Recommendations
  - Potential Impacts
- Independent Government Cost Estimate (IGCE)

APPENDIX E: CAP Goals, PG & API

1. Cross-Agency Priority (CAP) Goals

Cross-Agency Priority goals address the longstanding challenge of tackling horizontal problems across vertical organizational silos. 15 Cross-Agency Priority Goals were announced in the 2015 Budget, these include 7 mission-oriented and 8 management-focused goals with a 4-year time horizon. To establish these goals, OMB solicited nominations from Federal agencies and several congressional committees.

Established by the Government Performance and Results Ac (GPRA) Modernization Act of 2010, these Cross-Agency Priority Goals are a tool used by leadership to accelerate progress on a limited number of Presidential priority areas where implementation requires active collaboration between multiple agencies.

To ensure effective leadership and accountability across Federal Government, goals have a named senior leader both within the Executive Office of the President and within key delivery agencies. For example, the National Economic Council, together with the Deputy Secretaries from the Department of Commerce and the U.S. Department of State are leading efforts to encourage foreign direct investment and spur job growth by improving Federal investment tools and resources while increasing interagency coordination. In another example, the Presidential Personnel Office and Office of Personnel Management are teaming up to strengthen our Federal workforce through data-driven efforts to improve employee engagement, hiring reform, and improving our management cadre.

Later this spring, the Goal Leaders will release more detailed action plans for each of their goals including specific metrics and milestones that will be used to gauge progress. To maintain the focus on implementation, each quarter, OMB will review progress on these goals and will update Performance.gov with the latest results.

1. Federal Strategic Sourcing Initiative (FSSI) Goal

    a. Agencies shall increase their use of FSSI vehicles by at least 10 percent in both fiscal years 2013 and 2014, unless they can establish that their current spending patterns on such products are more cost-effective.

2. Agency Strategic Sourcing Initiative Goal

    a. Reduce the costs of acquiring common products and services by agencies' strategic sourcing of at least two new commodities or services in both 2013 and 2014 that yield at least a 10% savings.

    b. Agencies shall increase their use of FSSI vehicles by at least 10 percent in both fiscal years 2013 and 2014, unless they can establish that their current spending patterns on such products are more cost-effective.

3. FSSI Goal and Adoption Status

    a. Express and Ground Domestic Delivery Services (DDS2)

    b. Office Supplies (OS2)

Domestic Delivery Services (DDS2)

	Total FY12	Total FY13	FY13 Goal	FY14 Goal
FSSI Dollars Spent:	$160,866	$141,604		
Total Commodity Spend:	$1,840,668	$1,668,272		
FSSI Adoption Rate:	8.7%	8.5%	***9.9***	***10.9%***

Office Supplies (OS2)				
	Total FY12	Total FY13	FY13 Goal	FY14 Goal
FSSI Dollars Spent:	$1,117,741	$1,081,792		
Total Commodity Spend:	$4,989,372	$4,953,423		
FSSI Adoption Rate:	22.4%	21.8%	*24.2%*	*26.6%*

* reported at BPR

* FY 13	** FY 14
Enterprise License Management Team (ELMT)	Solutions for Enterprise-Wide Procurement (SEWP V)
Web Enterprise Solutions and Technology (WEST)	Synergy Achieving Consolidated Operations and Maintenance Contract (SACOM)
Agency Closeout and Procurement Support Services Contract	NASA Shared Services Center Support Services Contract (NSSC)

*** Awarded in FY 13 & Expect at least 10% saving in out years**
**** Anticipated Award in FY14 & 15, Expect at least 10% savings in out years**

2. Performance Goals (PG) & Annual Performance Indicators (API)

1. APIs represent near term statement of performance (two years), expressed as a tangible, measurable objective or as a quantitative standard;

2. APIs are characterized as deliverable, milestone or targeted performance that indicates progress toward a multi-year performance goal

I. <u>Principles</u>

a. Communicate what is most important to be performed by NASA in the fiscal year of development, key areas for improvement or areas of interest to our stakeholders

b. Have specific quantifiable targets that are assessed quarterly throughout the year

c. Reflect key internal management and external priorities by OMB and the Congress (such as Strategic Sourcing) and align to internal tactical or operational plans

II. <u>Procurement has two APIs :</u>

a. Achieve savings through increased contract efficiencies and reduced transaction costs in NASA procurements.

b. Achieve savings through increased use of both Federal-level and Agency-level strategic sourcing vehicles.