Department of Defense

Strategic Plan

For

Defense Wide Procurement Capabilities

(A Functional Strategy)

Version 3.0

March 10, 2020

Table of Contents

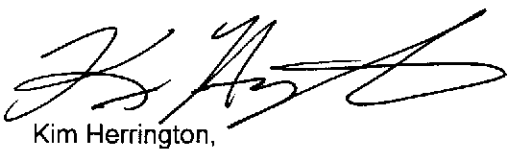
Table of Figures

VISION

In order to minimize variation in contracting and simplify the design and development process for the next generation of systems, the Department of Defense (DoD) has developed and is maturing common services to enable data and business rule validation, provide clause logic, and distribute data between contract writing systems and the associated accounting and logistics systems. Employing this modular plug and play approach simplifies system development and enables agencies to choose the best technical solution to their individual needs and business environments.

This vision, developed in collaboration with the Department of Defense Senior Procurement Executives is endorsed by the Principal Director of Defense Pricing and Contracting and establishes a strategic plan for the procurement community that defines an enterprise data driven environment to be achieved by 2025. Use of information technology (IT) synergies will enable components to effectively deliver equipment and services that meet the needs of the warfighter through innovative policy, guidance, and oversight while being good stewards of the taxpayers' money. This approach leverages common enterprise wide services and data standards to promote consistent interpretation of legislation, policy, and regulation across DoD, minimize duplicative investment and facilitate rapid implementation of policy and process change within a flexible technology baseline that acknowledges the existence of component unique processes and interoperability requirements.

The information technology environment and DoD Contract Writing Systems used for defense wide procurement capabilities must meet functional and electronic exchange data standards (and associated business rules) and use enterprise services, common test criteria, and internal controls for validation. Seamless use of data from authoritative sources is critical. Metrics, business intelligence, and scorecards shall be used to ensure progress and inform governance of existing and future systems environment.



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EXECUTIVE SUMMARY

This strategic plan articulates requirements for Defense wide procurement capabilities to use established data standards, enterprise services, internal controls, and business intelligence. In recognition of the unique procurement needs of the federal government, and Defense Department, DoD is pursuing a mixed technology solution enabling the use of commercial applications where such applications fully meet specific business needs. These solutions are combined with government developed capabilities built with commercial tools to meet the documented DoD and component unique requirements in order to ensure interoperability and End-to-End (E2E) process integrity within the department.

DoD established in 2018 a shared operating environment driven and governed by data standards with shared governance over core capabilities, data standards, and business rules, along with shared technical architecture and development tools, in which Components will develop and share capabilities to support specific business needs and deploy and integrate commercial applications. This environment is comprised of commercial databases and both commercial and custom applications integrated through the use of single sign on, common hierarchy and role-based appointments as well as an integrated data environment. DoD is maximizing the use of commercial components and tools to develop this environment, optimized to enable fast responses to policy changes, precise compliance with applicable law and regulation, and easy integration with other portions of the Defense business enterprise.

Governance of this environment follows a federated model. Data standards, business rules, and capabilities used by all parties are subject to central governance through a Procurement Business Operations Requirements Group (PBORG) chaired by the office of the Director of Defense Pricing & Contracting (DPC). Development and operation of the enterprise capabilities will be the responsibility of specifically designated program offices (e.g. Defense Logistics Agency (DLA) for the Procurement Integrated Enterprise Environment (PIEE)). Functional training of operational deployments will be a shared responsibility of the components and an enterprise program office, as designated. Components must ensure new or legacy commercial contract writing systems are interoperable with established DoD enterprise services and standards. DoD may develop, or contract for development of capabilities built using development tools of a common environment, with testing and deployment support provided by a central program office. To the extent that a Component has deployed a capability, other Components are invited to reuse or further develop that capability by reusing the design or an application.

This plan was developed within the framework of the National Defense Strategy and targets the reform line of effort to change the way we do business to maximize DoD enterprise solutions, leverage standards and acquire equipment and services more efficiently. Initiatives achieved to date are summarized at https://www.acq.osd.mil/dpap/pdi/p2p/p2p_capability_summaries.html. Target initiatives for FY20-FY2025 are identified in Appendix 5.1. Most initiatives target improvements to achieve efficiencies, implement legislation, and address audit findings and sustainment of internal controls.

SECTION 1: Procurement Enterprise Capability Need

Statutory Direction

DoD needs the ability to write, distribute, and manage contract actions using electronic systems. Section 862 of the National Defense Authorization Act (NDAA) for Fiscal year 2013 directed the Department to:

> (1) establish uniform data standards, internal control requirements, independent verification and validation requirements, and business process rules for processing procurement requests, contracts, receipts, and invoices …
> (2) establish and maintain one or more approved electronic contract writing systems that conform with the standards, requirements, and rules established pursuant to paragraph (1); and
> (3) require the use of electronic contract writing systems approved in accordance with paragraph (2) for all contracts entered into by the Department of Defense …

As stated in the report to Congress on implementation of section 862, dated 31 July 2013, DoD has established and published the required standards and business rules. Using these standards and rules as a base, DoD manages a set of enterprise systems outlined in this document.

Transparency

This strategic plan is broader than the statutory direction and addresses processes and procedures across the entire procurement lifecycle from acquisition strategy and planning to contract closeout. A particular area of legislative focus, beginning with the Federal Funding Accountability and Transparency Act (FFATA) of 2006 and continuing through the Digital Accountability and Transparency Act (DATA) of 2014, is making information about contracting actions available to the general public. In December 2018, DoD implemented the data standards for DATA Act compliance across all DoD finance and contracting systems.

Procurement Scenarios

Contracting occurs worldwide, most occurring in an office environment with customary office automation. Capabilities will also be required for the contingency contracting environment, which is characterized by minimal or limited network connectivity, austere operating conditions, and mobile operations. The solution set may employ differing configurations for the contingency environment.

Contracting is also guided by strategic sourcing goals. Over time the contracting community has been organized into commodity specific buying commands (e.g. Naval Sea Systems Command (NAVSEA)). If other organizations need procurement assistance from those buying commands for what is termed “assisted acquisition”, then funds are sent for either intra or intergovernmental requirements by a requiring activity. Contracting organizations across DoD perform strategic procurement assisting others on an as required basis but this means they must configure their procurement systems to accept requirements that do not originate from their primary organization.

Beyond contingency environments, the DoD contracting environment consists of three major scenarios (operational/base level, major systems, and logistics/inventory control point). Within these scenarios, a complicating factor is the required integration with legacy, new, and emerging component systems within the requirements development, logistics and accounting areas.

The most complex scenarios are for major weapon systems procurement, currently supported by Air Force's ConWrite, Army's PADDS, and the Navy's and Defense Agencies' use of the Standard Procurement System (SPS). The size and complexity of these contracts has historically made it difficult to find a commercially developed government contracting tool that could accommodate the needs of our diverse weapons and major systems communities without extensive customization or modification.

The second most complex type of contract writing environment is general contracting. This environment includes a full range of contract types, products, services, and construction, but involves less complex contracts of shorter duration than the major weapons system environment. These offices most commonly use SPS and other systems.

The third contracting environment is the inventory control point, where the workload consists of high volume simple contract actions for supplies. Some of the current systems used are ACPS, ITIMP, eProcurement, and various legacy DLA systems. These environments are characterized by a high degree of integration between the contract writing system and the requiring systems, along with the automation of simple decision-making processes to the point of making certain contract actions essentially hands off. While this more closely resembles a commercial contracting environment than the others, the requirements of federal contracting coupled to the highly automated environment result in a different set of priorities across the DoD contracting community.

Current State of the Procurement Electronic Business Environment

Over the last twenty years the procurement community, federal-wide and DoD, has identified, developed, and deployed a set of procurement enterprise services and capabilities. These capabilities have automated manual processes, reduced numerous redundant systems, provided central interaction points for industry partners, and achieved efficiencies with better internal controls for both the pre-award and post-award contract processes. As an example, DoD successfully turned off 10 of 11 previous past performance systems in DoD and achieved a similar accomplishment with the Contractor Performance Assessment Reports System (CPARS) being declared the single source for past performance information across the federal government in January 2019. Appendix 5.4 contains a list of the current federal-wide enterprise capabilities.

Of the original Federal Integrated Award Environment (IAE) suite's portfolio of capabilities established in 2002, four were collapsed into a common architecture known as the System for Award Management (SAM) in 2012. Since then, the General Services Administration (GSA) has established a cloud-hosted enterprise environment, beta.SAM.gov, to which the suite of IAE capabilities are transitioning. This modernized environment will centralize operational support and provide common hierarchy and role management for these functional capabilities. The legacy applications will transition their functionality to beta.SAM.gov during FY20-FY22 and will then be retired. The resulting environment will encompass the following functional domains supporting common procurement and financial assistance processes across the federal government:

1. Entity Management
2. Business Opportunities
3. Federal Assistance Listings
4. Wage Determinations
5. Performance and Integrity Information
6. Contract Data

In 2018, DLA, supported by the joint functional leadership of contracting, finance, intelligence, and logistics, established the PIEE. This cloud-hosted enterprise platform now leverages enterprise services utilizing a role based single sign on (SSO) capability. PIEE is architected in 4 parts:

1. Account Management and Access
2. Applications/Capabilities
3. Operations Support
4. Data Reporting and Document Retrieval

In 2018, DoD decommissioned a suite of systems supporting DoD purchase card, making the decision to outsource datamining. To preserve existing role-based appointment management that functionality moved to the Joint Appointment Module (JAM) in PIEE; initial operational capability deployed in 2018. DoD will use the PIEE hierarchy and single sign on capability for purchase card as well; migration planned for 2020-21.

DoD deployed a Government Furnished Property (GFP) Module in PIEE in 2018 to consolidate the existing GFP processes, the GFP Attachment to the solicitation and contract and the electronic shipment, receipt, and transfer notifications for GFP. It was also designed to create a platform for new or enhanced capabilities to support the full end-to-end traceability of GFP from requirements generation to disposal and property book updates.

Doctrine, Organization, Training, Materiel, Leadership and Education, Personnel, and Facilities (DOTMLPF)

Appendix 5.2 captures a snapshot of the current state of our procurement environment against the DOTMLPF framework. DoD process re-engineering and audit readiness initiatives have prioritized efforts to improve internal controls and data standardization to improve current operations.

Target State of the Procurement Electronic Business Environment

Despite the procurement environment's maturation, the focus in the target environment will be driven by data standards and enterprise services. The expectation is that the maturity and deployment of data standards will continue, as will emergent enterprise capabilities for defined procurement functions (e.g. automated closeout). With the goal of enabling data driven decisions across the Department, the ability for continuous growth and improvement of processes, data standards, and systems is critical in bolstering accuracy and accessibility of data that can provide key insights. The Office of the Secretary of Defense (OSD) leadership, in coordination with PBORG membership, has established a set of initiatives which will lay the foundation for the enhancement and proliferation of such enterprise services and standards. Those initiatives are exhibited in appendix 5.1.

Components face increasing demands from users who expect that business be conducted more efficiently and from policy makers who require increasing visibility into how the Department of Defense spends its money. The need to enable implementation of interoperable Defense business system solutions and ensure that IT investments are aligned with strategic business capabilities compounds these challenges. The DoD Procurement E2E Capability (i.e. PIEE) is essential to meet P2P objectives of interoperability, usability, and traceability through the adoption and enforcement of data standards and the ability to streamline and improve business processes within DoD systems. The ability to more effectively enforce existing and future internal controls, business rules, and authoritative sources of data will ultimately improve the quality, auditability, and transparency of DoD contracting and enable data driven decision-making aimed at efficiently supporting procurement processes in a dynamic and evolving regulatory environment.

With over a dozen contract writing systems built on outdated technology, the future needs of the DoD procurement community go well beyond what a commercial CWS[1] can do without tailored configuration. The Services have identified their next-generation CWS solutions and plan to incrementally migrate their current contract writing volume from their legacy systems based on the CWS migration timeline listed in Table 1. Any product acquired requires significant customization first to ensure integration with enterprise finance, logistics, and procurement systems and second to address specific functional areas like major weapons systems. According to Federal Procurement Data System (FPDS) data, in FY2019 almost 70% of total obligations were considered fixed price. This 70% included airplanes, tanks and complex purchases that commercial tools cannot handle without customization or additional services, particularly when those business arrangements include mixed contract types.

[1] Commercially available contract writing systems are designed to comply with the FAR for government use and are not intended for commercial use.

Legacy Contract Writing System	Timeline to Migration →	Next-Gen Contract Writing System
PADDS SNAP SPS (JOINT)	FY2023 - FY2025	ACWS (Army)
eCommerce ITIMP NEST ONR PRISM SeaPort SPS (JOINT)	FY2020 - FY2025	ePS (Navy)
ACPS ConWrite oContrax	FY2019 - FY2025*	CON-IT (Air Force)
COINS (USTC) DHA PRISM (DHA) EBS - eProcurement & ECC (DLA)** FedMall (DLA) IDEAS (DISA)** MDO (DCMA) SPS (JOINT)	TBD	4th Estate

Table 1: Planned Contract Writing System Migration

*Note that the Air force has suspended the use of SPS and plans to sunset oContrax by Q2FY20.
** IDEAS and eProcurement may integrate with the 4th Estate Next-Gen Contract Writing System once fully deployed

The DoD intends to keep commercial customization to a minimum, rely on continued maturity of enterprise systems and to use Business Process Management tools to fill in the balance of needed functionality for contract writing. This approach may be combined with new or existing Government Off-the-Shelf (GOTS) or plug and play commercial software. This same approach will be adapted for other functions across the life cycle of contracting enterprise.

To ensure future and existing contract writing capabilities meet the requirements of the Federal Acquisition Regulation (FAR) and Defense Federal Acquisition Regulation Supplement (DFARS), Operational Suitability Test Criteria for Contract Writing Systems should be used to tailor a test plan to the scope of actions covered by the system. This criterion is available at: http://www.acq.osd.mil/dpap/pdi/eb/docs/CWS_Develop_and_Test_coord_version.pdf. Note that this documentation was published in 2011 and will be refreshed to reflect current state capabilities and terminology.

SECTION 2: Procurement Mission

The mission of the procurement community is to support the warfighter through acquisition of supplies and services and successful contract administration. In support of this mission, contracting workforce must rely on contract writing systems to generate and distribute contract actions, including awards of new procurement instruments, orders, modifications, and closeouts that meet the requirements of established standards and regulations. Successful contract administration is also critical to ensure appropriate oversight and management of contract performance. Contract administration is measured by a variety of tools including audits, data validation/generation for reports and scorecards.

Primary users will consist of the contracting community. The contracting process must also support secondary user review, editing and management of documents as well as approval and/or signature of the contract and all supporting documentation. These secondary users are individuals on the acquisition team outside the contracting community, such as program managers (including requirements generators), technical experts, financial and logistics functional operators, and legal advisors.

Other stakeholders are potential and existing contractors. They are affected by the integrity of the contracting process and the skillsets of the contracting community. The contracting process requires architecture configuration to support interaction with accounting requirements, logistics, cyber and intelligence and audit systems to name a few.

The flow of data generated from the contracting process will touch many other systems, both internal to the government and external (i.e. the contractor). Thus, the stakeholder list grows exponentially as the data moves further away from contract initiation. Contract writing and administration occurs in a near real time transactional environment. Systems should be available during operating hours for the organizations involved, which may extend to close to 24/7 operation at times and under certain circumstances. Of key importance is development and deployment of upgrades and integrations.

SECTION 3: Laws, Regulations, and Policies (LRPs)

Defense contracting is governed by the FAR, DFARS, and component regulatory supplements. Further guidance is provided by DoD Directives and Instructions, most notably the 5000 series acquisition guidance, the 4000 series logistics guidance, and the 8000 series information technology guidance which are incorporated by reference at various portions of the DFARS. Integration with other disciplines is the key to successful contract execution.

Contracting continues to experience changes to the regulations as a result of both statutory and policy direction/instruction. The contracting environment is dynamic and always evolving as a result of these regulatory changes. Many past changes, have had to be implemented on a short timeline. There is no foreseeable expectation for that timeline to lengthen. The change response cycle is normally less than 18 months.

The systems interacting with contracting can also be expected to change. Contract writing systems will need to be configurable to stay current with this ever-changing environment. The DoD is addressing this by focusing interfaces on standard data sets using the Global EXchange Service (GEX) as a common point of exchange. The eGovernment (eGov) Act of 2002 establishes a requirement to achieve efficiencies in systems interacting with industry. The DoD community has established a priority to create and maintain systems that ensure a single face to industry to reduce regulatory burden and achieve efficiencies.

In an effort to help the agencies and components maintain visibility to the evolving standards and services with which they must be compliant and interoperate, DPC has established a publicly available online resource called the DoD Procurement Toolbox at http://www.dodprocurementtoolbox.com/ that comprehensively documents and describes the standards, services, and applications that govern and enable the DoD's procurement processes and data. The focus of the DoD Procurement Toolbox is improving the ability to understand and comply with the standards and services that govern the DoD procurement processes and improving the timeliness of updates as standards and processes evolve.

In accordance with the requirements of Title 10 U.S.C. section 2222, DPC collaborates with other functional sponsors to ensure the Business Enterprise Architecture is documented as laws, regulations, or policies are issued.

SECTION 4: Business Enterprise Architecture

Within the Business Enterprise Architecture (BEA), and in collaboration with the DoD Comptroller, the E2E process for Procure-to-Pay (P2P) activities has been documented. The BEA is used to ensure compliance with enterprise systems, standards, and processes, built on existing laws, regulations, and policies. Once documented, the Department is required to meet the requirements established in the architecture as organizations request certification of funds for business systems investment and modernization. This includes any future procurement system. Functional decisions made by the contracting community need to be balanced with those made by other functional disciplines to ensure the E2E process is effective and efficient.

Figure 1 displays the level one (L1) processes for the P2P E2E. In order to support the primary and secondary missions, contract writing systems need to be capable of both directly and indirectly supporting the P2P related activities and processes displayed in Figure 2. While there are activities and processes within P2P that are beyond the scope of the procurement processes covered by this document (e.g. financial disbursement), they provide the context in which procurement capabilities need to be developed and integrated in order to efficiently conduct transactions from E2E without introducing manual human intervention.

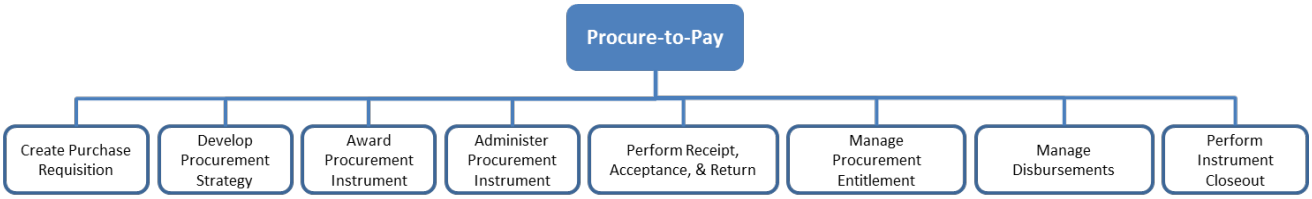

Figure 1: Procure-to-Pay Level 1 Processes

The following is a brief description of each Level 1 BEA P2P process:

Create Purchase Requisition

Create Purchase Requisition relates to the initiation and management of requests for the purchase of goods and/or services. A sub-component of this process step includes, but is not limited to, validating that funds are available and reserving the funds necessary for the purchase requisition via a financial commitment transaction.

Develop Procurement Strategy

Develop Procurement Strategy is initiated as a review of sourcing alternatives for the goods and/or services requested to determine the products and services from vendor sources that will best meet the requirement. Activities include determining: appropriate contractual vehicles, terms and conditions, opportunities for strategic sourcing, and the independent government estimate for performance. This activity determines the strategy to acquire supplier provided goods and services that satisfy the approved requirement.

In addition to contract writing, there are a variety of other processes involving the contract specialist that should be provided through an integrated environment. Among these are the development and approval of pre-solicitation documents such as Acquisition Plans, Justifications and Approvals for Other Than Full and Open Competition, various types of Determinations and Findings, market research results, small business coordination reviews (DD2579), and others. Similar requirements are present in the source selection phase and after award. Most of these efforts are document centric, with little common data. Nevertheless, DoD is working to simplify and share capabilities in this area wherever reasonable and practicable, both to enhance visibility of the health of the contracting enterprise and to facilitate sharing of lessons learned across the Department. DoD anticipates continuing the federated approach to capability development to enable localized development of solutions to specific processes, with the intent of then expanding and sharing those with the broader procurement community at the enterprise level.

Award Procurement Instrument

Within the BEA Procure-to-Pay process, the primary role of the contract writing system is depicted within the Award Procurement Instrument process. The contract writing system is not limited to just the Award Procurement Instrument process.

Administer Procurement Instrument

Administer Procurement Instrument is composed of monitoring the contract, agreement, or order to ensure that a supplier is meeting requirements in accordance with the terms and conditions of the procurement instrument for providing goods/services and performing the administration activities from award to physical completion including change request management and vendor performance evaluation.

Perform Receipt, Acceptance, and Return

"Perform Receipt, Acceptance and Return involves confirming that goods and/or services were delivered as ordered, any errors were resolved, and formal acceptance was rendered by the government."

Manage Procurement Entitlement

"Manage Procurement Entitlement includes the approval of the request for payment from the commercial vendor for goods or services rendered."

Manage Disbursements

"Manage Disbursements supports all activities necessary to execute the payment process for transactions that have been authorized for payment."

Perform Instrument Closeout

"Closeout of the procurement instrument includes those processes that execute contract closeout procedures from physical completion confirmation to archiving contracts in accordance with statutory regulations.

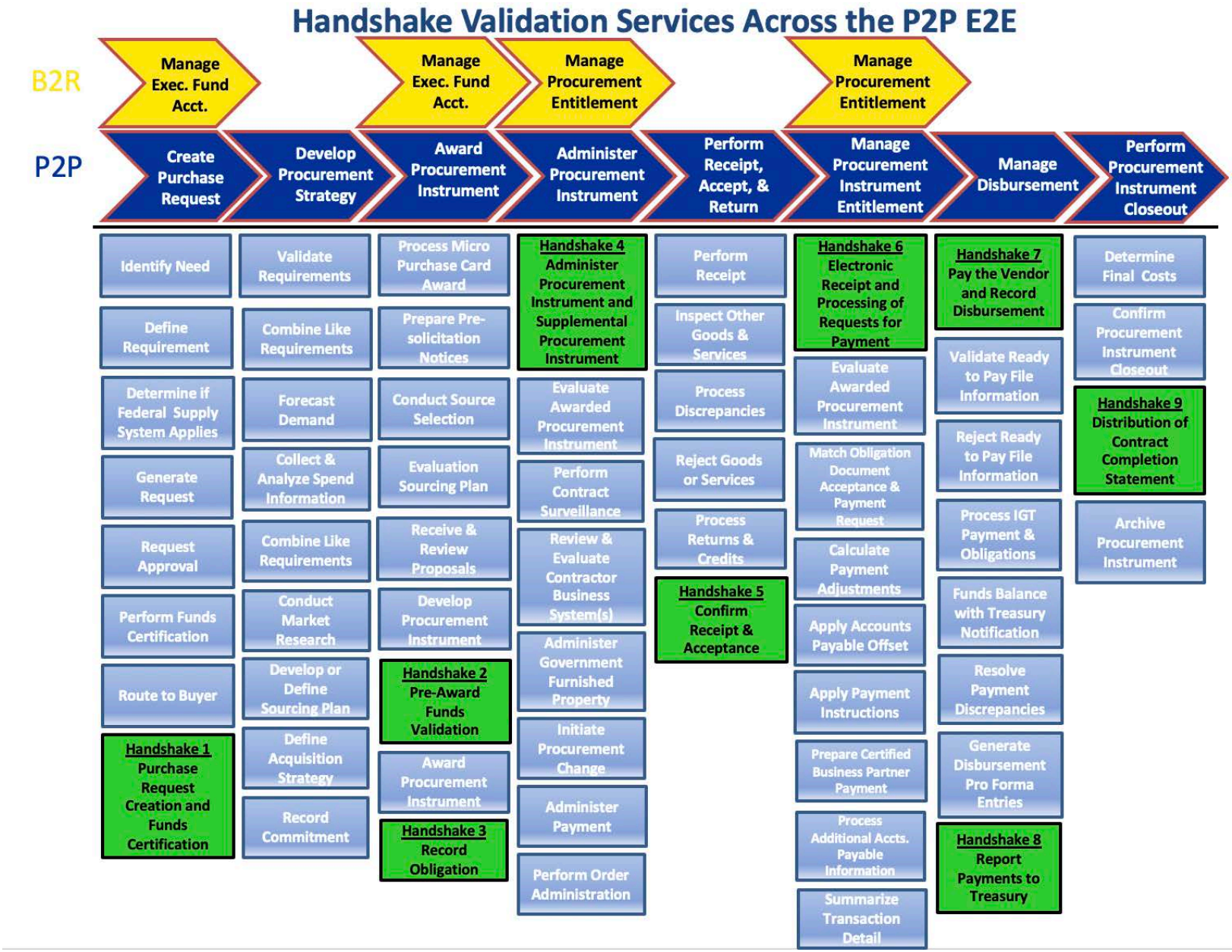

Figure 2: Procure-to-Pay End-to-End

Handshakes

The term "handshake" referenced in the figure on the previous page refers to electronic information exchanges that take place either within or between two processes related to procuring goods or services. There are nine handshakes within the P2P E2E process. For each handshake, the procurement, logistics, and finance communities are collaborating to ensure that standards are created or maintained to ensure efficiencies are achieved or maintained. As these standards mature or are deployed at the enterprise level, changes to accounting, logistics, contracting, and other payment systems may occur. These handshakes are listed below:

Handshake 1: "Purchase Request Creation and Funds Certification" – The development of and receipt by the Contract Writing System of an appropriately formatted electronic Purchase Request (PR). This process includes the performance of a commitment and certification of funds against a PR in the Accounting system and all data needed for a Procurement ready requirement.

Handshake 2: "Pre-Award Funds Validation" – Standard Operating Procedures (SOP) were issued on March 20, 2019 at https://www.acq.osd.mil/dpap/pdi/p2p/docs/P2P_SOP_for_Pre-Award_Funds_Validation_(Handshake%202)_20190228.pdf.

Handshake 3: "Record Obligation" –Standard Operating Procedures were issued on February 9, 2016 at https://www.acq.osd.mil/dpap/policy/policyvault/USA005175-15-DPAP.pdf.

Handshake 4: "Administer Procurement Instrument and Supplemental Procurement Instrument" – Standard Operating Procedures were issued on February 9, 2016 at https://www.acq.osd.mil/dpap/policy/policyvault/USA005175-15-DPAP.pdf.

Handshake 5: "Distribute Receipt and Acceptance" – The electronic receipt and acceptance of goods or services and the distribution of the acceptance to Financial systems.

Handshake 6: "Electronic Receipt and Processing of Requests for Payment" – The electronic submittal and routing of payment requests to financial systems, including any required Government processing, reviews, or approvals of the payment request and prevalidation of the availability of funding.

Handshake 7: "Pay the Vendor and Record Disbursement" – The submittal of a ready to pay file from Entitlement to the designated Disbursing Office to enable transmission of a payment to the vendor.

Handshake 8: "Report Payments to Treasury" – Receipt of confirmation of disbursement by financial systems, the sharing of that data with procurement, and reporting of disbursements to or by Treasury.

Handshake 9: "Distribution of Contract Completion Statement" – Standard Operation Procedures were posted on January 9, 2020 at https://www.acq.osd.mil/dpap/pdi/p2p/docs/Handshake_9_SOP_20200109.pdf.

SECTION 5: Appendices

The following appendices detail the roadmap to achieve defense wide procurement capabilities, metrics and measures of success, enterprise systems and services, data standards, and governance.

5.1 Roadmap for Defense-wide Procurement Capability

The Federal-wide and DoD procurement community will continue to be managed through the regulatory process and leverage a standards-driven architecture using common services. Across the Federal-wide procurement community there are planned improvements to the Integrated Award Environment (IAE) services that were approved by the Award Committee for eBusiness.

The investment necessary for these improvements will come from pass-backs levied by the Office of Management and Budget (OMB) as well as from resources allocated by the General Services Administration (GSA). The phases of these planned improvements are summarized below:

- FY19-Q2FY20 – GSA will deploy the new modernized environment to which the capabilities of all the existing legacy applications within the IAE portfolio will transition. This environment is hosted in the cloud and provides common operating services such as single sign-on, common user roles, search, and standard Application Programming Interfaces (APIs) with which agency systems can interface. Legacy systems that have already or will be shut down during this initial period include the Catalog for Federal Domestic Assistance (CFDA), Wage Determinations OnLine (WDOL), Federal Business Opportunities (FBO), and the Standard/Ad Hoc reporting capabilities of the Federal Procurement Data System (FPDS). Additionally, the processes for government and vendor access to the System for Award Management (SAM) will also transition during this period to the new environment.

- Q3FY20-FY21 – This period will include the deployment of the Unique Entity Identifier (UEI) across the federal government for identification of industry partners, replacing the Dun & Bradstreet (D&B) Unique Numbering System (DUNS) number. This significant effort will affect all agency contract writing systems and supporting systems that track vendor identity; as well as related financial management and logistics systems. GSA will also transition the capabilities of reporting contract actions to FPDS, and vendor registration and exclusions processes in SAM to the new environment. Additionally, DoD plans to require its vendors to complete their service contract inventory reporting in SAM beginning in FY21 for the FY20 reporting period; providing a common reporting location for industry (as civilian agencies already use SAM for this purpose), as well as allowing the Department to retire its Enterprise Contractor Manpower Reporting Application (eCMRA) system for this purpose.

- FY22-FY23 – It is anticipated that GSA will complete the migration of legacy system capabilities to the new environment during this period. These legacy systems include the Electronic Subcontract Reporting System (eSRS), FFATA Subaward Reporting System (FSRS), Federal Awardee Performance and Integrity Information System (FAPIIS), and the Contractor Performance Assessment Reporting System (CPARS).

The DoD procurement community will continue to rely on enterprise services managed by the Defense Logistics Agency. The resources for these services are provided through a service level bill applied by DLA that funds the operational costs for the PIEE. Investments in functionality in these systems are provided by the user community as required and managed through established requirements boards. Additionally, DoD will continually explore opportunities to use artificial intelligence and/or robotic process automation to address improvements to the procurement processes.

The DoD Procurement leadership works closely with the senior members of the Procure-to-Pay Process Advocates Working Group (P2PPAWG) and partners with the Deputy Chief Financial Officer (DCFO) to develop Standard Operating Procedures across the E2E environment. This group is charged with

developing interface standards and data exchange rules for purchase requests, accounting, procurement, entitlement, receiving/acceptance, and disbursement.

The DoD Procurement leadership has been engaged in Business Process Reengineering within the procurement community. Functional strategies were developed and presented to the Defense Business Council for investment decisions. These functional strategies are available for viewing on a Common Access Card (CAC) enabled site: https://dcmo.osd.mil/coi/ibf/SitePages/AllFunctionalStrategies.aspx.

As all of these capabilities expand and improve, the DoD procurement community will also continue to improve the capabilities for management to retrieve information from PIEE and from the Procurement Business Intelligence Service (PBIS). PBIS will expand its existing suite of reports that support the Combatant Commanders, Services, and Agencies to include additional reports reflecting the 'health' of the contracting environment, as well as compliance with data standards.

The following Procure-to-Pay Capability Summaries document the implementation of initiatives accomplished through publication of this plan update. Some of these initiatives will continue forward and the P2P summaries will be updated as needed. P2P Capability Summaries in addition to the list below will continue to be published and can be accessed on the DPC website at the link below: https://www.acq.osd.mil/dpap/pdi/p2p/p2p_capability_summaries.html.

P2P Capability Summaries

P2P Summary	Title	Accomplishment Date	Initiative or Data Standard Reference
1	Order of Application of Contract Modifications	FY12	Procurement Data Standard rules - implementing DFARS 204.7007
2	Contract Deficiency Report (CDR) Module	FY16 to date	Standardize policy and procedures for Contract Deficiency Reports (CDRs)
3	PIEE Automated Closeout	FY15 to date	Develop an enterprise capability to notify DoD regarding physically complete and closed contracts
4	PSC-to-OCC Crosswalk and PSC Code Selection Tool	FY16	Establish a Product Service Code to Object Class crosswalk
5	Procurement Office Department of Defense Activity Address Code (DoDAAC) Flag	FY17	Standardizing Procurement Identification Numbers
6	CAGE Standard Operating Procedure	FY16	Establish ability to efficiently determine vendor corporate family tree structure
7	Contract Line Item	FY17	Standardize Line Item Contracting for the Federal Government
8	CAGE Request	FY16	Establish ability to efficiently determine vendor corporate family tree structure
9	CAGE Ownership of Offeror (OoO)	FY16	Establish ability to efficiently determine vendor corporate family tree structure
10	CAGE Search and Inquiry	FY16	Establish ability to efficiently determine vendor corporate family tree structure
11	Procurement Data Standard	2008 to date	Data Standard
12	PIEE Single Sign On	FY18 to date	Determine common role designators for access to procurement systems
13	Clause Logic Service	FY15 to date	Reengineer contract clause management
14	Payment Instructions	FY18	Standardize procurement and financial management electronic exchanges across the P2P transaction lifecycle
15	EDA Tech Refresh	FY19	Develop an enterprise capability to notify DoD regarding physically complete and closed contracts
16	Purchase Request Data Standard (PRDS)	FY10- to date	Establish and implement a data standard for Purchase Requests
17	myInvoice	FY14-15	Standardize procurement and financial management electronic exchanges across the P2P transaction lifecycle
18	Procurement Instrument Identifier (PIID) Rule	FY15-19	-Standardize procurement and financial management electronic exchanges across the P2P transaction lifecycle -Standardizing Procurement Identification Numbers
19	Procurement Business Intelligence Service (PBIS)	FY13-to date	Determine a Business Intelligence method to measure the Health of Contracting Offices

20	Procurement Integrated Enterprise Environment Manual Closeout Capability	FY18 to date	Develop an enterprise capability to notify DoD regarding physically complete and closed contracts
21	Capturing Contract Closeout in Electronic Document Access	FY14- to date	Develop an enterprise capability to notify DoD regarding physically complete and closed contracts
22	Procurement Hierarchy	FY18- to date	-Standardize procurement and financial management electronic exchanges across the P2P transaction lifecycle -Clarify rules for DoDAAC use across the Procure-to-Pay E2E process
23	Procurement Administrative Lead Time (PALT)	FY19 to date	Track Procurement Administrative Lead Time
24	Requiring Representations and Certifications in the System for Award Management	FY12-19	Improve collection of vendor data (including annual representations)
25	Contract Closeout Information in Federal Procurement Data System	FY17-18	Develop an enterprise capability to notify DoD regarding physically complete and closed contracts
26	PIEE Joint Appointment Module	FY18- to date	-Standardize procurement and financial management electronic exchanges across the P2P transaction lifecycle -Clarify rules for DoDAAC use across the Procure-to-Pay E2E process
27	All Government Contract Spend for Combatant Commands	FY15- to date	Determine a Business Intelligence method to measure the Health of Contracting Offices
28	FEDMALL	FY18 to date	Develop an effective and efficient method to present buying instruments to a large community
29	PIEE	FY18- to date	Establish an information technology platform of enterprise services, capabilities, and systems supporting the E2E DoD Procure-to-Pay (P2P) business processes.
30	3-in-1 Tool	FY12-18	Establish policy and deploy digital SF-44 capability
31	Surveillance and Performance Monitoring (SPM) Module (CORT)	FY12 to date	Establish enterprise capability to track appointment and training of Contracting Officer Representatives
32	Virtual Contract File Management/Electronic Contract File Folder	FY17 to date	Define and establish a virtual contract file management/electronic contract file folder
33	Miscellaneous Payments	FY12-17	Establish standards and procedures for Miscellaneous Pay
34	Quick Closeout	FY17 to date	Utilize quick closeout procedures to accelerate contract closeout
35	Government Furnished Property (GFP) Module: GFP Attachment	FY18 to date	Improve management of Government Furnished Property
36	Electronic Data Interchange (EDI) in DoD	FY1990 to date	Leverage existing data standards
37	Unique Entity Identifier (UEI) for Awardees	FY2020 to date	Established a new federal-wide UEI for awardee identify
38	Global Exchange (GEX)	FY99 to date	Leverage an enterprise-wide mediating and messaging transaction broker

39	Beta.SAM.gov	FY2012 to date	Develop a technology refresh of the SAM portfolio
40	Procurement Data Standards Validation Service	FY2013 to date	Develop system agnostic validations for the Procurement Data Standard
41	FedBizOpps Transition to beta.SAM.gov	FY20	Update and replace the federal-wide legacy System for Award Management
42	Federal Procurement Data System (Transition to Beta.SAM.gov	FY20	Update and replace the federal-wide legacy System for Award Management
43	Supplier Performance Risk System (SPRS)	FY16 to date	Improve the management of high-risk procurement
44	Electronic Invoicing and Acceptance though Wide Area WorkFlow	FY03 to date	Reduces cost and creates efficiencies for processing invoices
45	Pre-Award Funds Validation Results Schema	FY18 to date	Improves the ability to electronically post contracts and contract obligations to accounting systems
46	Contract Administration Office Management	FY19 to date	Enables Contracting Officers to identify the appropriate Contract Administration Office
47	Procurement Process Model Library (PPML)	FY19 to date	Develop a Procurement Library of Process Models to leverage Business Process Management Capabilities
48	DoD Contractor Manpower Reporting P2P summary add	FY20 to date	Requires contractors to report manpower data into the System for Award Management instead of eCMRA in a system consolidation effort
49	Commercial Item Determination	FY19 to date	Develop a DoD-wide capability to store and share Commercial Item Determinations

Table 2: P2P Capability Summaries

The following initiatives were not completed as enterprise capabilities:

Initiative	Action	Outcome
Demonstrate efficiencies for E2E electronic CWS and Clause Logic in a contingency environment	- Successfully piloted oContrax in AFCENT and HOA PBORG determined oContrax will not be a joint interim solution	Application was transitioned to AF in FY16
Establish a standard process and formats to facilitate requirements development and workflow for contingency environments	- Successfully piloted cASM in joint exercises and in Army - PBORG determined cASM will not be a joint interim solution	Application was transition to Army in FY19
CLIN Service	- Training aid (CLIN Wizard) developed to enable better compliance with the Uniform Contract Format (UCF)	Requirement superseded by PDS validation service in FY18
Improve ability to identify contractor personnel going to theater locations	- Determined and deployed a capability to manage and workflow Theater Business Clearance process to meet Commander's intent to manage a specific Area of Operation in FY14	Application transitioned to DLA in FY16 (both governance and modernization)

Table 3: Initiatives Not Completed as Enterprise Capabilities

The following table lists initiative objectives to be accomplished in FY20 through FY25:

FY	Initiative	Supporting Policy	Accomplishments	Objectives
FY20-FY25	Determine requirements for capturing and managing Contracting Officer warrants	DFARS 201.603 (Policy Target: FY20)	- Developed ability to store warrants in EDA - Defined requirements for purchase card officials in FY18 - Deployed the Joint Appointment Module (JAM) in PIEE in Sept 2018	- PBORG determined that warrants will be issued by the Services in a contract writing system, data about warrants will be provided to PIEE to facilitate system access requirements - Purchase Card appointments will be made in JAM/PIEE
FY20-FY25	Vendor Portal for Solicitations	TBD (Policy Target: FY21)	- Published the Procurement Data Standard V2.5 to include the required data structure for solicitations - Established requirement for initial Solicitation Module in PIEE – IOC achieved in FY19	- Establish capability for an enterprise-wide posting and response - Continue requirements building, testing, and deploying the Solicitation Module in PIEE -Focus on Controlled Unclassified Access
FY20-FY25	Standardize processes and procedures for Intragovernmental Transactions	FAR 17.5 / DFARS 217.5, 208.70 / DODI 4000.19 (Policy Target: Iterative/Ongoing)	- Piloted electronic direct cite Military Interdepartmental Purchase Request (MIPR) capability using PRDS DATA standard in WAWF between Defense Logistics Agency (DLA) and Washington Headquarters Services (WHS) - Supported Navy pilot with Invoice Processing Platform (IPP) and Treasury to record General Terms & Conditions	- Support pilot with G-Invoicing and Treasury for reimbursable MIPRs - Initiate pilot for Intragovernmental Receiving Reports in PIEE
FY20-FY25	Standardize procurement and financial management electronic exchanges across the P2P transaction lifecycle	Numerous References (Policy Target: Iterative/Ongoing)	- Established working group to monitor and measure the effectiveness of Handshakes 3/4 business rules and requirements - Defense Agencies Initiative (DAI) and Defense Enterprise Accounting and Management System (DEAMS) implemented use of updated data standards and enterprise data sources - Published with the Comptroller Standard Operating Procedure (SOP) for Distribution of Contract Actions to Financial Systems (i.e. Handshake 3/4 SOP) and P2P Requirements Overview for Data Exchanges 1-4 (FY16) - Published SOP for Handshake 2 with Comptroller in FY19	- Improve efficiency and effectiveness of data exchanges across Procurement and Finance - Measure the effectiveness of procedures for data sharing across functional areas - Publish with the Comptroller procedures to address additional financial and procurement transactions

FY	Initiative	Supporting Policy	Accomplishments	Objectives
FY20-FY25	Improve management of Government Furnished Property	FAR 52.245-1; DFARS 252.245-7001 through 7004 and 252.245-7007; PGI 245.402-70 and 245.402-71 (Policy Target: Iterative/Ongoing)	- FIAR Governance Board made GFP a priority in FY17 - OSD facilitates several working groups to refine policy and audit expectations - Revised Contractor Acquired Property (CAP) policy - Identified key GFP events for the E2E Roadmap - Deployed Phases 1 and 2 (Attachments and Property Transfers) in WAWF (now PIEE) in 2018 - Conducted outreach and training sessions to ensure workforce understands policy and requirements to track GFP (60 in FY18) - GFP scorecards issued quarterly	- Update DODI 4161.01 - Revise DFARS property clauses to address business process improvements and audit findings (starting FY20) - Deploy GFP tools in PIEE: Phase 3 Disposition - PCARSS (targeted for FY21), Phase 4 Item Update (targeted for FY22), Phase 5 Integration with Accountable Property Systems of Record (APSRs) and DLA (targeted for FY23)
FY20-FY25	Re-engineer Contract Clause Management	DFARS PGI 201.301 and 201.304 (Policy Target: Complete)	-Established enterprise Clause Logic Service (CLS) webservice (FY15) - Established and matured scorecards and validation strategies to measure clause compliance - Expanded operational implementation and integration of CLS by conducting detailed design sessions with DLA - Operational implementation and use through website for all of DoD 2nd Qtr FY17 - Single Sign On through WAWF implemented 3rd Qtr FY18 - Developed Auto-Answer (2nd Qtr FY18), which allows CWSs to send data to CLS to answer some questions prior to the user completing the Q&A session	- Expand operational implementation and integration of Clause Logic Service (CLS) through all new CWSs - Expand use of CLS to other Federal Agencies - Test Auto Answer using AF CON-IT CWS - Continue to streamline and update as technology dictates - Operational implementation through Air Force new CWS, CON-IT
FY20-FY25	Improve the management of high-risk procurement	FAR 9.1 and 9.2, DFARS 209.1 and 209.2, FAR 13.106, FAR 15.304, FAR 42.15 and DFARS 215.304 (Policy Target: Iterative/Ongoing)	- Developed and deployed increment 2 of PPIRS-SR (now SPRS) to improve quality and usability of data on contractor performance to improve source selections, especially simplified acquisitions - Incorporated 2339A decisions (NDAA 2019) - Incorporated NIST SP 800-171 Assessments	- Enhance the management of unclassified performance risk information to ensure enterprise-wide information is available

FY	Initiative	Supporting Policy	Accomplishments	Objectives
FY20-FY25	Establish enterprise archive for purchase card transactions and data mining results	FAR 4.805 (Policy Target: FY20)	-Established daily feed from banks (FY18) - Used SP2 legacy data format for submission of data mining sources (FY18)	-Ensure data from Smart Pay 2 &3 transactions is complete and available for queries, scorecards and audit sampling (targeting FY20)
FY20-FY25	Clarify rules for DoDAAC use across the Procure to Pay end to end process	Numerous References (Policy Target: Iterative/Ongoing)	- Clarified use of DoDAAC for contractor requisition authority with logistics in DoD M 4140 - Ensured use of procurement hierarchy in DoDAAD (Clarified procedures for federal-wide deployment of contract numbers; developed user guides) - Requirement for use of procurement DoDAACs for DATA Act implemented across the Federal government - March 2016 - Developed 3 Capabilities for PIEE (DoDAAC Search, Contract Administration and Contractors) deployed Q1FY19 - Contract Administration DoDAAC Selection - Contractor DoDAAC Request Tool - Purpose Code Management	- Establish rules and develop capabilities for managing DoDAACs leveraging Procurement, Finance, and Logistics governance and vision
FY20-FY25	Re-engineer the Contracting Officer Representatives Tracking Tool to integrate with voucher reviews, improve surveillance requirements and reporting	Currently DFARS 201.602-2 -directs users to follow policy at PGI 201.602-2 for use of CORT Tool; DPC submitting document to update current policy (Policy Target for SPM and JAM: FY20)	-Defined requirements for 2 separate enterprise modules to 1) manage Contracting Officer Representative (COR) Appointments and 2) Improve Surveillance Requirements: updated applications deployed Q3FY19 - Deployed JAM COR Appointment and SPM Contract File across DoD	- Publish and update policy guide and instructions - Update DFARS coverage

FY	Initiative	Supporting Policy	Accomplishments	Objectives
FY20-FY25	Develop an enterprise capability to archive closed contract records in PIEE (Pending records retention)	FAR 4.805	-Defined and funded enterprise capability - Supported by PBORG March 2018 - Enabled enterprise capture of contract closeout in order to support timely disposal of records	- PIEE will implement the records retention on all records in PIEE (target Q2 FY21) - Create a repository to enable drawdown of legacy contract writing systems and facilitate closeout as an enterprise service
FY20-FY25	Commercial Item Determination Database	PGI 212.102 (PGI Case 2019-P007 In Progress)	- Defense Contract Management Agency (DCMA) set up interim database - Completed preliminary design review for permanent database and deployed Q1FY20 to PIEE	- Establish a capability for searching and sharing Commercial Item Determination Database information - Achieve statutory compliance
FY20-FY25	Provide a procurement business intelligence service for DoD-wide contracts, grants, and other transaction data using DoD enterprise procurement data from authoritative sources	N/A	- Deployed initial database and interface with FPDS for federal award data (FY14) - Developed initial reports to examine the health of contracting offices, contract data/reporting scorecards, and support Better Buying Power initiatives (FY15) - Deployed the interface capability (PBIS MRS) for Component systems to use to integrate with the service (FY16) - Deployed All of Government Contract Spend (AGCS) reports/interfaces for the Joint Staff and COCOMs (FY15-FY18) - Deployed Procurement Data Standard (PDS) compliance reports (FY17-FY18) - Deployed Smart Pay 2 DoD purchase card archives (FY18) - Deployed DoD financial assistance and other transactions archives using Defense Assistance Awards Data System (DAADS) and FPDS data (Q2FY19) - Developed and are deploying database of PDS data from the GEX and PIEE (FY17-FY19) (will allow for pre-population of some PIEE processes)	- Develop and deploy Other Transactions reports (Q4FY19) - Develop and deploy Financial Assistance reports (FY20) - Develop and deploy Clause Compliance reports (FY20) - Develop and deploy interface with GSA for subcontract data from FFATA Subaward Reporting System (FSRS) (FY20) - Complete development of Smart Pay 3 DoD purchase card archives using US Bank provided data (FY20) - Develop and deploy category management spend reports based on PDS data (FY20-FY21)

FY	Initiative	Supporting Policy	Accomplishments	Objectives
FY20-FY25	Improving Contract Quality		- Implemented PDS validations (FY12-19)	- Develop a guide on how to create a quality contract - Enhance PDS validations - Create contract line item training
FY20-FY25	Improving Efficiency of Contract Closeout	DFARS PGI 204.804 and 204.805; FMR Volume 3, Chapter 8, 081611; Section 836 NDAA	- Developed and deployed quick closeout training (FY19) - Quick Closeout Deviation (2019-O0009) - Publish Contract Closeout Guidebook (FY19)	- Publish Handshake 9 SOP - Track Handshake 9 Metrics - Engage Contract Closeout Working Group to make improvements to the Contract Closeout process as needed
FY20-FY25	Ensure efficient capability to engage industry on commercial catalogs	TBD	- Developed commercial catalog draft schema (Q1FY20) - Socializing the draft with various industry sectors (underway)	- Develop a data standard for commercial catalogs that relies on industry item/service identification standards
FY20-FY25	Improve measurement of PALT	2018 NDAA Section 886, DPC Memo (Feb 2019)	- Deployed collection of Solicitation Date in FPDS (Q3FY18) - Deployed PALT module in PIEE to collect discreet milestones for sole source procurements >$250M (Q2FY19) - Developed API for systems to send data to PALT module (Q2FY19) - Deployed initial PALT report in PBIS based on FPDS data (Q3FY19) - Deployed phase 2 PBIS report updates for PALT	- Deploy phase 3 PBIS report updates for PALT (Q2FY20) - Extend PALT module in PIEE to competitive procurements >$250M (Q1FY20)
FY20-FY25	Government Purchase Card (GPC) Oversight Module (new module in PIEE)	TBD	- GPC Component Program Managers were briefed and concurred with initial PCOM operational concept and high-level requirements	- Develop an electronic tool to facilitate and document results of independent validation of closed GPC data mining cases (i.e., Confirm / Question case closure status).
FY20-FY25	Improve DoD ability to index contract prices to item descriptions	TBD		- Expand PDS to support the catalog standard - Leverage Item Unique Identification (IUID) data (catalogs, solicitations)

FY	Initiative	Supporting Policy	Accomplishments	Objectives
FY20-FY25	Explore opportunities to introduce Robotic Process Automation to improve efficiency	N/A (at this time)		- Develop pilot robotic operation applications to assist in data improvement and accessibility efforts (FY20) - Offer a platform at the enterprise level for the incubation of new bot ideas to determine whether they will A) be used and B) be valuable to the procurement community
FY20-FY25	Develop the capability to develop corporate business hierarchy	TBD	- Developed draft methodology (FY19) - Shared with industry in the cyber pilot efforts for feedback	- Define functional requirements for capturing and vetting corporate business hierarchy
FY20-FY25	Develop the capability to share information about industry cyber security across the DoD	TBD	- Engage/identify industry partner “pathfinders” to pilot strategic assessment pilot - Pilot (National Institute of Standards and Technology) NIST SP 800-171 DoD Assessments with "pathfinder" industry partners - Published “Procedures to Strategically Assess NIST SP 800-171 Implementation” and incorporate feedback/lessons learned from pilot assessments (Q1FY20)	- Develop/implement standard DoD methodology to strategically assess (at a corporate level) contractor implementation of cybersecurity requirements for contractor-owned unclassified information systems/networks - Develop rule set for access/sharing assessment results across DoD. - Revise DoD policies/regulations as required - Publish methodology/procedures
FY20-FY25	Explore technologies data standards for support of OTs and assistance			- Determine scope and impact of a data standard and business rules (FY21)
FY20-FY25	Consolidate and standardize the instances of eCMRA	Pending regulatory coverage (Policy Target: Iterative/Ongoing)		- With USD (P&R) achieve efficiencies for eCMRA reporting - Implement Contractor Manpower Reporting capability in SAM (FY20)
FY20-FY25	Replace the existing FAR Site capability			- Partner with GSA to improve usability and accessibility to the authoritative FAR site

FY	Initiative	Supporting Policy	Accomplishments	Objectives
FY20-FY25	Weighted Guidelines tool re-engineering			- Implement an enterprise capability that creates visibility into profit determinations as a Department and enables reporting
FY20-FY25	Establish a standard pre-award file format		- Conducted initial analysis of contract file formats	- Promote effective indexing and storage of award files - Explore storage, access, indexing, and archiving of pre-award activities
FY20-FY25	Explore enterprise wide workflow/ collaboration capability			- Explore the use of an enterprise wide workflow and collaboration capability to integrate various applications within PIEE to support the end-to-end Acquisition process

Table 4: Initiative Objectives for FY20-FY25

5.2 DOTMLPF-P Constraints, "As-Is" State

The table below captures the current state of our procurement environment against the DOTMLPF framework. DOD process re-engineering and audit readiness initiatives have prioritized efforts to improve internal controls and data standardization to improve current operations.

Category	Impact
Doctrine:	• Federal Acquisition Regulation • Defense Federal Acquisition Regulation Supplement (DFARS) • DFARS Procedures, Guidance, and Information • DoD Directives and Instructions • USD (Acquisition and Sustainment) (formerly USD Acquisition, Technology and Logistics) memorandums • Component FAR Supplements • DPC (formerly DPAP) policy memorandums available on the DPC website: https://www.acq.osd.mil/dpap/ops/policy_vault.html • PDS artifacts available on the DoD Procurement Toolbox: https://dodprocurementtoolbox.com/site-pages/standard-procurement-data-standard-pds • PRDS artifacts available on the DoD Procurement Toolbox: https://dodprocurementtoolbox.com/site-pages/standard-purchase-request-data-standard-prds
Organization:	• Local administration of contracting processes in legacy contract writing systems contribute to inconsistent interpretation of guidance and regulatory non-compliance. • Headquarters organizations lack the ability to quickly assess the 'health' of the contracting process due to difficulty in rolling up and analyzing data from hundreds of contracting sites. • Local control contributes to proliferation of local ancillary applications and workarounds leading to issues with data quality
Training:	• Functional training is fairly structured and taken in discrete steps during the career. • "As Is" environment lacks on-demand training (particularly in the use of IT tools) limiting productivity and drives inconsistent application of rules and controls. • The inability for contract specialists to move from one contracting organization to another without significant "retraining" due to the use of different contract writing systems and business processes at the gaining location. • Training in basics of contract writing, historically provided as on the job training has suffered through lack of emphasis, workforce shortages, lack of training materials, and doctrinal gaps. • Limited or no refresher training offered or required for legacy CWS • Training material and business processes are created around existing system gaps and constraints resulting in the establishment of processes specific to each legacy system as work-a-rounds • Numerous manual data entry points for same data field throughout multiple databases contributing to data integrity issue, transactional errors and poor documentation.
Materiel:	• The "As Is" environment is characterized by multiple legacy systems supporting portions of the contracting enterprise with limited interoperability, data integrity, and flexibility. • Legacy contracting systems are technically fragile, will not support the user base, and have capabilities that are non-functional or lag the latest regulatory guidance given their posture of 'bare bones sustainment' for many years. • Operational contracting mission will be adversely affected with SPS retirement (the only DoD enterprise CWS) given lack of suitable replacement in current systems environment thus characterizing the "As Is" as High Risk after SPS retirement. • In addition to SPS, legacy contract writing systems include: Contract Writing System (ConWrite), and Automated Contract Preparation System (ACPS) within the Air Force and for a limited set of DLA ACPS users in organizations formerly under the Air Force; SEAPORT, PRISM and ITIMP within the Navy; PADDS and SNAP within the Army, with DLA having a few PADDS users at formerly Army offices and SPS users at former Navy offices; several legacy DLA systems that are being replaced by eProcurement.

Table 5: DOTMLPF Framework for the Procurement Environment

5.3 Metrics and Measures of Success

Under the leadership of the P2PPAWG metrics and measures of success have been defined for the Procure-to-Pay process. DPC will continue to monitor compliance with established enterprise services and standards through use of regular scorecards as well as compliance assessments Details regarding the activity measures will be published with each handshake document.

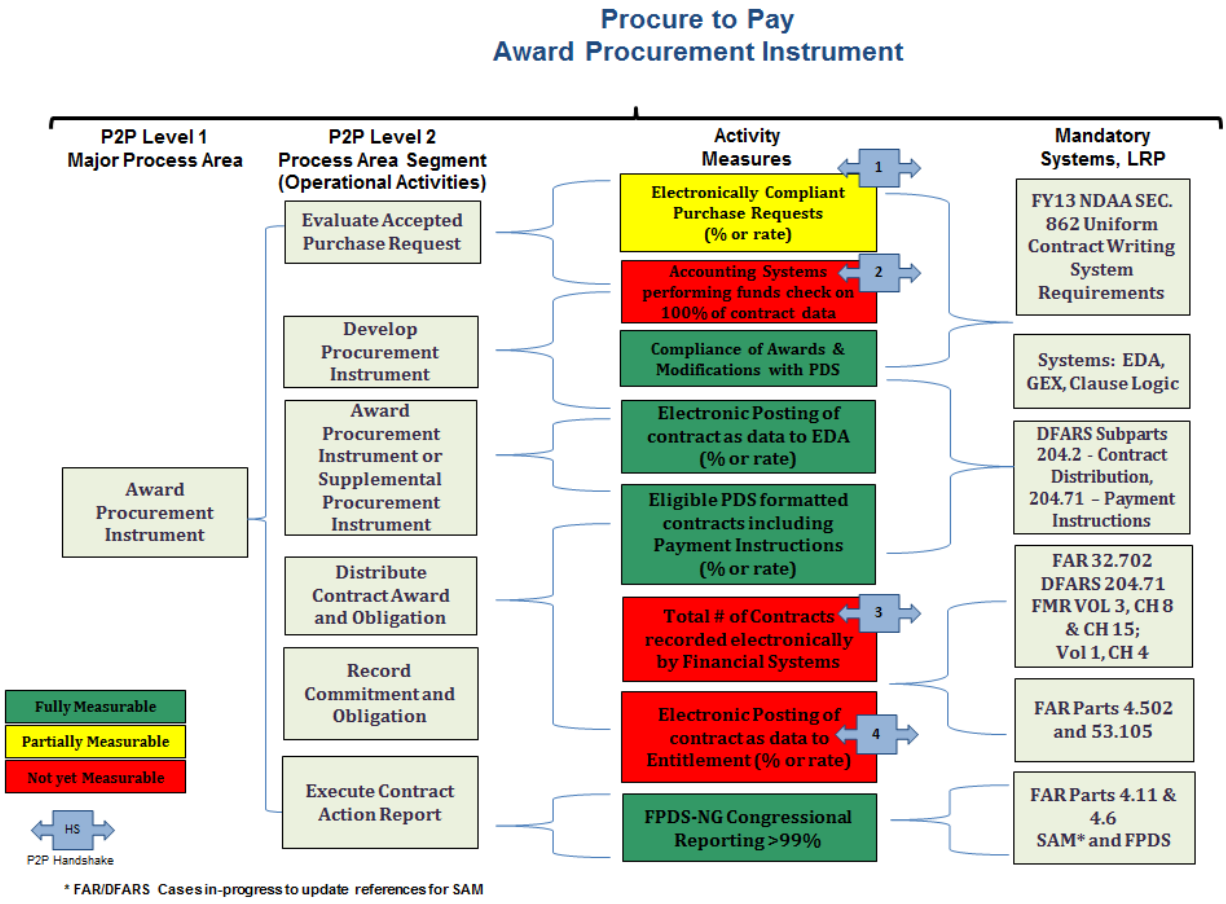

Figure 3: Procure-to-Pay Award Procurement Instrument

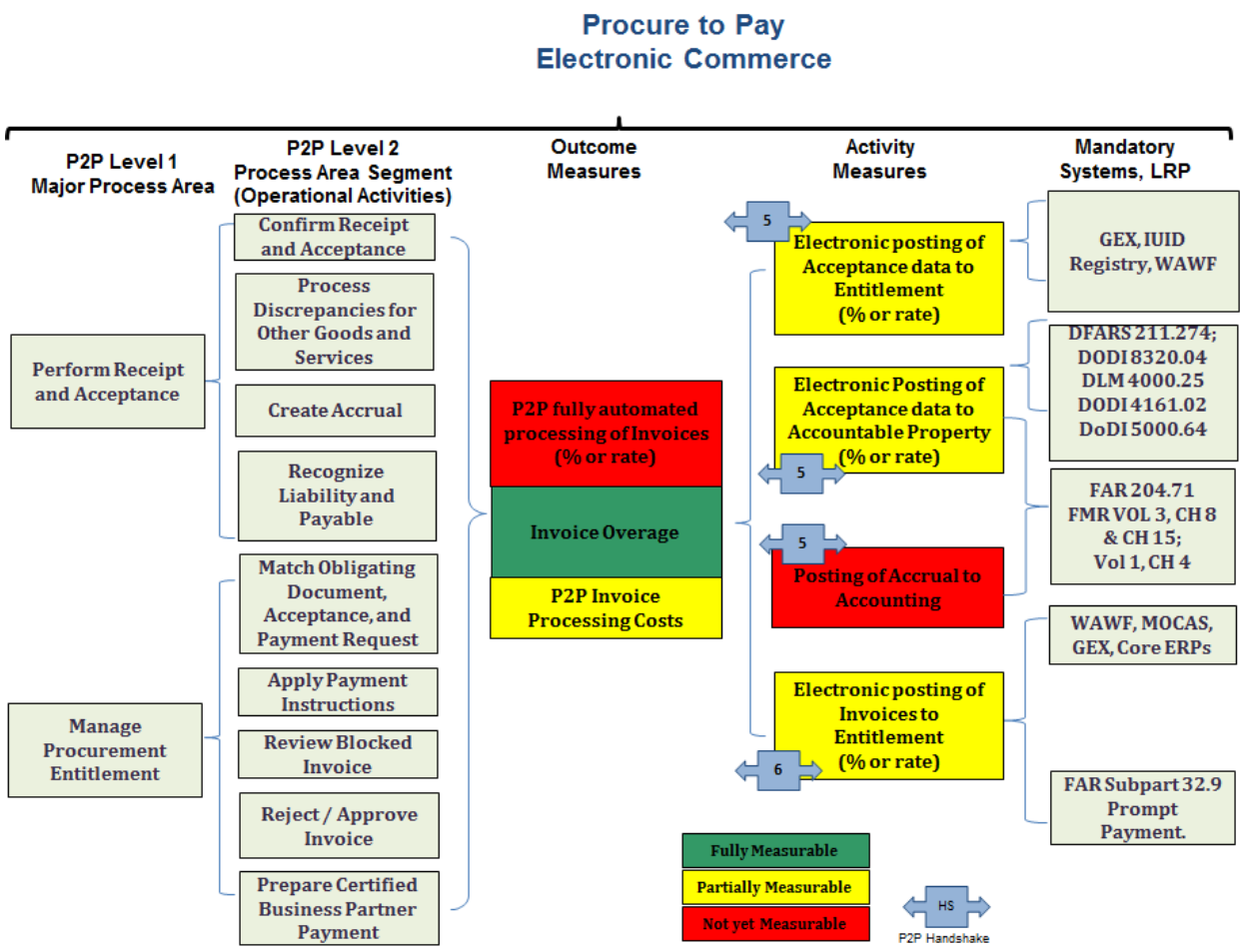

Figure 4: Procure-to-Pay Electronic Commerce

5.4 Enterprise Systems and Services

There are a number of enterprise systems and services within the DoD that are critical to the Procure-to-Pay End-to-End process, many of which are predominately funded at the DoD level. The goal is to mandate use of authoritative sources and enterprise services, reduce redundancy and encourage compatibility with the other aspects of the architecture, while also acknowledging the existence of component unique processes and interoperability requirement. Therefore, careful consideration of this architecture must be taken when designing or incorporating new information systems to assist with procurement needs.

The P2P Capability Summary below reflects the current state P2P architecture of DoD Enterprise Systems and Services: https://www.acq.osd.mil/dpap/pdi/p2p/p2p_capability_summaries.html.

5.5 Data Standards

Procure-to-Pay data quality and transparency rely on standard, accessible, and accurate data, and the DoD is able to accomplish these goals by enforcing the use of electronic standard data formats to effectively transmit procurement data.

Federal Acquisition Regulations Section 53.105 requires that contract forms be computer generated in either Electronic Data Interchange (EDI) based on the American National Standards Institute/Accredited Standards Committee X12 (ANSI ASC X12) or a format that can be translated to EDI.

Section 862 of the 2013 National Defense Authorization Act (NDAA) required DoD to establish enterprise-level standards for contract data. DPC developed direction in the Defense Federal Acquisition Regulation Supplement (DFARS) Procedures, Guidance, and Instruction (PGI) 204.201 requiring DoD procurement organizations to distribute awards electronically to the Electronic Data Access (EDA) repository and accounting systems in EDI (ANSI X12), Procurement Data Standard (PDS), or Purchase Request Data Standard (PRDS) format.

The Procurement and Logistics communities also actively collaborate to keep the Defense Logistics Modernization Standard (DLMS) updated and in sync.

The above data standards improve visibility of contract-related data and enable system owners to improve data integrity within deployed systems. The data has enabled senior DoD leadership to make better informed business decisions. Additionally, using data standards enables improves the reconciliation of contracts, the reduction of manual intervention when performing contract administration processes, and the ability to generate more accurate and comprehensive business intelligence on contract data.

Additional Information on these data standards can be found on the DPC website: https://www.acq.osd.mil/dpap/pdi/eb/index.html and the DoD Procurement Toolbox: https://dodprocurementtoolbox.com/site-pages/procure-to-pay-p2p.

5.6 Enterprise Functional Contracting eBusiness Governance

Governance of enterprise functional contracting requirements follows a federated model, beginning with requirements established in statute or regulation, which are thereby vetted, prioritized, and approved for implementation by the Office of Federal Procurement Policy (Office of Management and Budget), the Federal Acquisition Regulation Council, and the Acquisition Committee for eGov (ACE). Requirements are then filtered by those that impact Federal Assistance (Grants & Cooperative Agreements) and Federal contract award procedures. As a voting member and co-chair, the Director, Contracting eBusiness then addresses new Federal contract requirements through the Procurement Committee for eGov (PCE), prior to determining a Department level approach to implementation.

At the Department level, the Principal Director, DPC chairs and provides enterprise governance over data standards, business rules, and capabilities through the Procurement Business Operations Requirements Group, a Senior Executive led steering committee made up of key representatives of the Military

Departments and select Other Defense Agencies (ODA). Its primary goal is to create efficient and effective business operations through use of data standards, internal controls, enterprise business systems and services, and electronic interfaces promoting systems interoperability, data accuracy, data visibility, and transparency of contracting data. The PBORG also solicits recommendations from the Procurement Data Management Team (all Components), to make smart, effective information technology decisions impacting the DoD procurement environment.

For cross functional requirements two governance boards were established: the Procure-to-Pay Process Advocates Working Group and the Joint Business Management Services.

This tiered governance structure is depicted below:

Enterprise Functional Strategy
Contracting eBusiness Governance

- DPC works with the Services and other stakeholders (e.g. OSD Comptroller and ASD (Sustainment)) to develop and implement enterprise standards and capabilities
- Strong tiered, multi-faceted strategic governance ensures implementation and monitoring

Federal Systems Governance	DoD Systems Governance
Acquisition Committee for eGov (2013)	Procure to Pay Process Advocates Working Group (Procurement/Comptroller) (2011)
Procurement Committee for eGov (2014)	Procurement Business Operations Requirement Group (Procurement) (2014)
Integrated Acquisition Environment Change Control Board	Joint Business Management Services (Procurement/Comptroller/Logistics) (2017)
	Procurement Integrated Enterprise Environment (Procurement/Comptroller/Logistics) (2019)
	Change Control and Enterprise Governance by application/capability

Figure 5: Enterprise Functional Strategy Contracting eBusiness Governance

Governance Board Charters are available at the links below, and forthcoming charters will be posted on the DPC website.

- Procurement Business Operations Requirement Group Charter: https://www.acq.osd.mil/dpap/policy/policyvault/USA002208-14-DPAP.pdf
- Procure-to-Pay Process Advocates Working Group Charter: https://www.acq.osd.mil/dpap/pdi/p2p/docs/P2PPAWG_Charter.pdf
- Procurement Integrated Enterprise Environment Governance Charter: https://www.acq.osd.mil/dpap/pdi/eb/docs/PIEE/PIEE_Governance_Charter.pdf
- Joint Business Management Services Charter (JBMSC) GEX, CAGE:
- https://extranet.acq.osd.mil/dpap/pdi/eb/docs/GEX_Charter-Final_4-13-17.pdf
- Standard Procurement System Charter: https://extranet.acq.osd.mil/dpap/pdi/eb/docs/SPS_CCWG_Charter_2018_v4.0.pdf
- Government Purchase Card IST: https://extranet.acq.osd.mil/dpap/pdi/pc/docs/IST_Governance_Document-signed_8_28_19_MINUS_Attach_1_Roster_&_Roles.pdf CBE/3-in-1
- Acquisition Committee for eGov and Procurement Committee for eGov Charters: *Available on OMB Max.gov*

5.7 Acronym and System Listing

3 in 1 – Digital SF-44 capability
ACE – Award Committee for eGovernment
ACPS – Automated Contract Preparation System
ADVANA – DoD platform for advanced analytics
AF – Air Force
AFCENT – Air Force Central
ANSI ASC X12 – American National Standard Institute/Accredited Standards Committee (maintains X12 standard)
APIs – Application Programming Interfaces
APSRs – Accountable Property Systems of Record
ASD(A) – Office of the Assistant Secretary of Defense for Acquisition
A&S – Acquisition and Sustainment
ATOM – FPDS ATOM feed is an industry standard for transferring data between computer systems
BEA – Business Enterprise Architecture
BI – Business Intelligence
BPR – Business Process Re-engineering
CAC – Common Access Card
CAP – Contractor Acquired Property
CAGE – Commercial and Government Entity Code
CBAR – Contract Business Analysis Repository
CCM – Contract Communication Module
CDR – Contract Deficiency Report
CEDMS – Corporate Electronic Document Management System
CFDA – Catalog of Federal Domestic Assistance
CLIN – Contract Line Number
CLS – Clause Logic Service
COINS – USTRANSCOM Commercial Operations Integration System
CON-IT – Air Force Contracting Information Technology
ConWrite – Air Force's Contract Writing System
COR – Contracting Officer Representative
COTS – Commercial Off-the-Shelf
CPARS – Contractor Performance Assessment Reports System
CWS – Contract Writing Systems
D&B – Dun & Bradstreet
DAADS – Defense Assistance Awards Data System
DAI – Defense Agencies Initiative
DATA Act – Digital Accountability and Transparency Act
DAVE – Defense Acquisition Visibility Environment
DCFO – Deputy Chief Financial Officer
DCMA – Defense Contract Management Agency
DCMO – Office of the Deputy Chief Management Officer
DEAMS – Defense Enterprise Accounting and Management System
DEERS – Defense Enrollment Eligibility Reporting System
DFARS – Defense Federal Acquisition Regulation Supplement
DFAS – Defense Finance and Accounting Services
DLA – Defense Logistics Agency
DLA Legacy – Legacy contract writing system(s) to be sunset by eProcurement/EBS
DLMS – Defense Logistics Modernization Standard
DoD – Department of Defense
DoDAAC – Department of Defense Activity Address Code
DoDAAD – Department of Defense Activity Address Directory
DoDI – Department of Defense Instruction
DOTMLPF – Doctrine, Organization, Training, Materiel, Leadership and Education. Personnel and Facilities.
DPC – Defense Pricing & Contracting
E2E – End-to-End
EBS – DLA Enterprise Business System
eCMRA – Enterprise Contractor Manpower Reporting Application

ECP – Engineering Change Proposal
eCOMMERCE – Navy electronic Commerce contract writing system
EDA – Electronic Data Access
EDI – Electronic Data Interchange
ELINS – Exhibit Line Item Numbers
eGOV – eGovernment
eMIPR – Electronic Military Interdepartmental Purchase Request
eProcurement – DLA contract writing capability within Enterprise Business System (EBS)
eSRS – Electronic Subcontracting Reporting System
FAPIIS – Federal Awardee Performance and Integrity Information System
FAR – Federal Acquisition Regulation
FBO or FedBizOpps – Federal Business Opportunities
FedMall – DoD e-Commerce ordering system provided by DLA
FFATA – Federal Funding Accountability and Transparency Act
FMR – Financial Management Regulation
FPDS – Federal Procurement Data System
FSRS – Federal Sub-award Reporting System
GAO – Government Accountability Office
GEX – Global EXchange Service
GFP – Government Furnished Property
GOTS – Government Off-the-Shelf
GPC – Government Purchase Card
GSA – General Services Administration
GUI – Graphical User Interface
IAE – Integrated Award Environment
IDEAS – Integrated Defense Enterprise Acquisition System
IOC – Initial Operational Capability
IPP – Invoice Processing Platform
IT – Information Technology
ITIMP – Integrated Technical Item Management
IUID – Item Unique Identification
IWMS – Integrated Workflow Management System
JAM – Joint Appointment Module
JCCS – Joint Contracting and Contingency Services
LRP – Laws, Regulations, and Policies
MDO – DCMA Modification and Delivery Order system
MIPR – Military Interdepartmental Purchase Request
MOCAS – Mechanization of Contract Administration Services
MRS – Management Reporting System
myInvoice – DFAS software application which allows vendors to track invoice payment status
NATO – North Atlantic Treaty Organization
SeaPort – the Navy's electronic platform for acquiring support services
NAVSEA – Naval Sea Systems Command
NCCS – NISP Security Contract Classification System (DD 254 Workflow)
NIST – National Institute of Standards and Technology
NDAA – National Defense Authorization Act
NISP - National Industrial Security Program
OBIEE – Oracle Business Intelligence Enterprise Edition
oContrax – Contingency Contract Writing
OCSSD – OCS and Services Division
ODA – Other Defense Agencies
OMB – Office of Management and Budget
OSD – Office of the Secretary of Defense
P2P – Procure-to-Pay
P2PPAWG – Procure-to-Pay Process Advocates Working Group
PADDS – Procurement Automated Data and Document System
PALT – Procurement Administrative Lead Time
PBIS – Procurement Business Intelligence Service
PBORG - Procurement Business Operations Requirements Group
PCARSS – Plant Clearance Automated Reutilization Screening System

PCE – Procurement Committee for eGovernment
PCM – Purpose Code Management
PDF – Portable Document Format
PDREP – Product Data Reporting and Evaluating Program
PDS – Procurement Data Standard
PGI – Procedures, Guidance, and Information
PI – Procurement Instrument
PIEE – Procurement Integrated Enterprise Environment
PIID – Procurement Instrument Identifier
PPML – Procurement Process Model Library
PR – Purchase Request
PRDS – Purchase Request Data Standard
PRISM – Office of Naval Research & Defense Health Agency contract writing system
PSC – Product and Service Codes
SAM/Beta.SAM – System for Award Management
SEAPORT - the Navy's electronic platform for acquiring support services
SNAP – Simplified Non-Standard Acquisition Program
SOP – Standard Operating Procedures
SPM – Surveillance and Performance Monitoring
SPRS – Supplier Performance Risk System
SPS – Standard Procurement System
SF-44 – Standard Form 44
SSO – Single Sign On
TBC – Theater Business Clearance
UCF – Uniform Contract Format
UEI – Unique Entity Identifier
USASpending – official source for spending data for the US Government provided by Department of the Treasury
USD – Under Secretary of Defense
WAWF – Wide Area WorkFlow
WHS – Washington Headquarters Services
WPAFB – Wright-Patterson Air Force Base