

[DISCUSSION DRAFT]

115TH CONGRESS  
1ST SESSION

**H. R.** \_\_\_\_\_

To streamline the Government’s administrative services support structure, eliminate wasteful duplication, and create a competitive marketplace for delivery of common mission support functions throughout the Federal Government, and for other purposes.

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IN THE HOUSE OF REPRESENTATIVES

Mr. MEADOWS introduced the following bill; which was referred to the Committee on \_\_\_\_\_

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**A BILL**

To streamline the Government’s administrative services support structure, eliminate wasteful duplication, and create a competitive marketplace for delivery of common mission support functions throughout the Federal Government, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*  
2 *tives of the United States of America in Congress assembled,*

3 **SECTION 1. SHORT TITLE; TABLE OF CONTENTS.**

4 (a) SHORT TITLE.—This Act may be cited as the  
5 “Federal Administrative Streamlining and Trans-  
6 formation Act” or “The FAST Act of 2017”.

1 (b) TABLE OF CONTENTS.—The table of contents for  
2 this Act is as follows:

- Sec. 1. Short title; table of contents.
- Sec. 2. Definitions.
- Sec. 3. Federal Shared Services Marketplace.
- Sec. 4. Marketplace performance goals.
- Sec. 5. Governance roles and responsibilities.
- Sec. 6. Establishment of Federal shared services advisory committee.
- Sec. 7. Funding restrictions for agencies.
- Sec. 8. Reports on shared services.
- Sec. 9. Government accountability office reviews.

3 **SEC. 2. DEFINITIONS.**

4 In this Act:

5 (1) AGENCY.—The term “agency” means the  
6 agencies listed in section 901(b) of title 31, United  
7 States Code.

8 (2) DEPUTY DIRECTOR FOR MANAGEMENT.—  
9 The term “Deputy Director for Management”  
10 means the Deputy Director for Management of the  
11 Office of Management and Budget.

12 (3) DIRECTOR.—The term “Director” means  
13 the Director of the Office of Management and Budg-  
14 et.

15 (4) LINE OF BUSINESS.—The term “line of  
16 business” means a set of one or more highly related  
17 products or services that address a particular agency  
18 transaction or business need, such as financial man-  
19 agement, human resources management, acquisition,  
20 information technology, geospatial, property manage-  
21 ment, and other administrative services.

1           (5) SHARED SERVICE.—The term “shared serv-  
2           ice”—

3                   (A) means an administrative service or  
4                   other function that has been designed to meet  
5                   common, standardized requirements of multiple  
6                   agencies for delivery to multiple agencies by  
7                   third-party providers that specialize in the de-  
8                   livery of such services; and

9                   (B) may consist of any combination of in-  
10                  formation technology, business processes, or  
11                  labor components.

12           (6) STATE.—The term “State” means each  
13           State of the United States, the District of Columbia,  
14           each territory or possession of the United States,  
15           and each federally recognized Indian tribe.

16 **SEC. 3. FEDERAL SHARED SERVICES MARKETPLACE.**

17           (a) ESTABLISHMENT.—Not later than 1 year after  
18           the date of the enactment of this Act, the Deputy Director  
19           for Management, in consultation with the chief operating  
20           officer of each agency and other agency officials des-  
21           ignated by the chief operating officer, shall establish a  
22           marketplace consisting of acquisition vehicles and service  
23           providers to be accessed by agencies for purchases of  
24           shared services to be known as the Federal Shared Serv-  
25           ices Marketplace.

1 (b) REQUIREMENTS FOR FEDERAL SHARED SERV-  
2 ICES MARKETPLACE.—The Federal Shared Services Mar-  
3 ketplace shall meet the following requirements:

4 (1) Include a listing of shared services that are  
5 made available to an agency for procurement which  
6 shall include business process, information tech-  
7 nology, organization, and labor services.

8 (2) Employ consistent, transparent, standard-  
9 ized business processes and pricing in the definition  
10 of and delivery of services.

11 (3) Use industry-standard terms and definitions  
12 for services and requirements.

13 (4) Leverage commercial technologies and serv-  
14 ice platforms that meet standard Governmentwide  
15 requirements as determined by the Deputy Director  
16 for Management.

17 (5) Allow agencies to obtain custom  
18 functionality for non-standard requirements and  
19 other exceptions to this Act only upon review and  
20 approval of business case justifications as deter-  
21 mined or delegated by the Deputy Director for Man-  
22 agement.

23 (6) Use performance metrics reflecting industry  
24 standards and those reasonably expected by agencies  
25 using shared services.

1           (7) Be made available through highly secure  
2 modern technology transactional platforms (such as  
3 the cloud).

4           (8) Ensure that customer agencies can pur-  
5 chase shared services through outcome-based and  
6 “as-a-service” pricing eligible for funding from agen-  
7 cy operating budgets, as appropriate.

8 (c) AGENCY PARTICIPATION.—

9           (1) REQUIREMENT TO PURCHASE SHARED  
10 SERVICES.—The Administrator of General Services  
11 shall establish acquisition vehicles for served services  
12 to be used in the Federal Shared Services Market-  
13 place, from which agencies shall be required to pur-  
14 chase shared services that have been designated as  
15 market ready by the Deputy Director for Manage-  
16 ment. Any such services shall meet basic functional  
17 requirements common to all agencies using the serv-  
18 ices, as determined by the Director of the Unified  
19 Shared Services Management Office, in consultation  
20 with the chief operating officer of each agency and  
21 other agency officials designated by the chief oper-  
22 ating officer.

23           (2) TERMINATION OF LEGACY SYSTEMS.—As  
24 directed by the Deputy Director for Management,  
25 each agency shall initiate orderly termination of

1 predecessor legacy services and systems upon suc-  
2 cessfully completing migration to designated shared  
3 services.

4 (3) EXCEPTIONS.—The head of an agency may  
5 seek and obtain approval for purchases of non-stand-  
6 ard requirements not supported in the Federal  
7 Shared Services Marketplace as an exception de-  
8 scribed in subsection (f).

9 (d) FUNDING.—The Federal Shared Services Mar-  
10 ketplace may receive funding for development, transition,  
11 and implementation costs through—

12 (1) investment by commercial providers that  
13 offer solutions for the Federal Shared Services Mar-  
14 ketplace, with reasonable returns on their invest-  
15 ments enabled by long-term contracts or other  
16 means to be defined by the Director; and

17 (2) measurable cost savings realized from suc-  
18 cessful implementation of the Federal Shared Serv-  
19 ices Marketplace as defined in policy issued by the  
20 Director and subject to review and approval by the  
21 Director.

22 (e) MARKET FLEXIBILITY.—Open market competi-  
23 tion, commercial investment, and customer agency choice  
24 of providers may drive the Federal Shared Services Mar-  
25 ketplace towards increasingly higher states of innovation,

1 scale, utilization, security, accountability, cost-savings,  
2 and customer service.

3 (f) EXCEPTIONS.—Upon request by the head of an  
4 agency, the Deputy Director for Management may make  
5 exceptions to the requirements of the Federal Shared  
6 Services Marketplace and other requirements of this Act.

7 **SEC. 4. MARKETPLACE PERFORMANCE GOALS.**

8 (a) IMPLEMENTATION.—

9 (1) IN GENERAL.—The Federal Shared Services  
10 Marketplace shall be implemented at a pace to cap-  
11 ture 80 percent of Governmentwide activity in each  
12 shared service business line within 5 years after ini-  
13 tiation of each shared service.

14 (2) SELECTION OF LINES OF BUSINESS.—Not  
15 later than 90 days after the date of the enactment  
16 of this Act, the Deputy Director for Management  
17 shall select lines of business to be offered in the  
18 Federal Shared Services Marketplace and may up-  
19 date which lines of business are selected, as nec-  
20 essary.

21 (3) DEADLINE FOR MARKET-READY DESIGNA-  
22 TION.—The Deputy Director for Management shall  
23 set a deadline by which a line of business selected  
24 pursuant to paragraph (2) is designated as ready  
25 under paragraph (4).

1           (4) DESIGNATION AS MARKET READY.—The  
2           Deputy Director for Management shall designate  
3           those lines of business that are ready for inclusion  
4           in the Federal Shared Services Marketplace.

5           (b) SUBMISSION OF COMPLIANCE PLAN.—Not later  
6           than 120 days after a line of business is designated as  
7           ready under subsection (a)(4), the head of each agency  
8           shall submit to the Director an agency-wide plan to mi-  
9           grate the agency's service requirements to a shared service  
10          provider within 5 years after initiation of the shared serv-  
11          ices line of business, or by an earlier date determined by  
12          the Deputy Director for Management.

13       **SEC. 5. GOVERNANCE ROLES AND RESPONSIBILITIES.**

14          (a) SHARED SERVICES GUIDANCE.—The Deputy Di-  
15          rector for Management, in consultation with the chief op-  
16          erating officer of each agency, shall establish Government-  
17          wide policy to guide the use of shared services across agen-  
18          cies. The Director shall ensure that the Deputy Director  
19          for Management and other offices in the Office of Manage-  
20          ment and Budget have adequate staff and resources to  
21          properly fulfill the duties of the Deputy Director for Man-  
22          agement described in this Act.

23          (b) DUTIES.—The duties of the Deputy Director for  
24          Management include, in consultation with the head of each  
25          agency and the Unified Shared Services Management Of-

1 fice in the General Services Administration, as appro-  
2 priate, the following:

3 (1) Initiating and overseeing orderly expansion  
4 of the Federal Shared Services Marketplace that is  
5 operated and governed by sound, consistent, and  
6 transparent business rules and commercial best  
7 practices.

8 (2) Setting and tracking progress towards line  
9 of business, agency, and overall performance goals in  
10 the Federal Shared Services Marketplace, including  
11 those described in section 4 and other areas, as ap-  
12 propriate.

13 (3) Serving as the approving authority relative  
14 to the identification of new lines of business.

15 (4) Establishing Governmentwide acquisition  
16 vehicles and investment financing approaches that  
17 meet the requirements of the Federal Shared Serv-  
18 ices Marketplace that enable private and Federal  
19 shared services providers to compete fairly, including  
20 incentives that foster investments with measurably  
21 achievable positive return on investment across fiscal  
22 years and budget accounts.

23 (5) Making determinations on agency requests  
24 for exceptions to the Federal Shared Services Mar-

1 ketplace and other requirements of this Act, as ap-  
2 propriate.

3 (6) Serving as Chair of the Federal Shared  
4 Services Advisory Committee.

5 (c) THE UNIFIED SHARED SERVICES MANAGEMENT  
6 OFFICE.—

7 (1) ESTABLISHMENT.—There is established an  
8 office within the General Services Administration to  
9 be known as the Unified Shared Services Manage-  
10 ment Office.

11 (2) DIRECTOR.—The head of the Unified  
12 Shared Services Management Office is the Director  
13 of the Unified Shared Services Management Office,  
14 who shall execute the following duties in ongoing  
15 consultation with and subject to approval from the  
16 Deputy Director for Management:

17 (A) Assist the Deputy Director for Man-  
18 agement in the implementation and operation of  
19 the Federal Shared Services Marketplace.

20 (B) Establish and lead a Governmentwide  
21 process , in consultation with the chief oper-  
22 ating officer of each agency and other agency  
23 officials designated by the chief operating offi-  
24 cer, to establish standards and common per-

1 formance requirements for lines of business and  
2 shared service providers.

3 (C) Maintain and publish on a public  
4 website performance information about the  
5 Federal Shared Services Marketplace on a reg-  
6 ular basis, including—

7 (i) supply, cost, and performance data  
8 of the shared service providers offering  
9 services to agencies in the Federal Shared  
10 Services Marketplace; and

11 (ii) agency anticipated demand for  
12 and use of the Federal Shared Services  
13 Marketplace.

14 (D) Establish an acquisition strategy for  
15 shared services in accordance with this Act and  
16 the following requirements:

17 (i) Competition among qualified  
18 shared service providers for access to Gov-  
19 ernmentwide service acquisition vehicles  
20 providing qualified offerings for agency  
21 purchases in a commercially viable shared  
22 services marketplace.

23 (ii) Acquisition practices similar to  
24 those in the commercial sector to be ap-  
25 proved by the Deputy Director for Man-

1                   agement, including outcome-based and “as-  
2                   a-service” pricing and those that allow  
3                   agencies and contractors to recover up-  
4                   front investments in future years, where  
5                   appropriate.

6                   (iii) The creation of an environment  
7                   in the Federal Shared Services Market-  
8                   place that provides access to, participation  
9                   by, and a preference for minority-, veteran-  
10                  , and women-owned businesses.

11                  (iv) Performance metrics and service  
12                  level agreements addressing priority Gov-  
13                  ernmentwide objectives including the fol-  
14                  lowing:

15                               (I) Cybersecurity.

16                               (II) Customer service quality and  
17                               performance.

18                               (III) Transaction timeliness, ac-  
19                               curacy, and data transparency.

20                               (IV) Agency mission enhance-  
21                               ment.

22                               (V) Other areas to be identified  
23                               by the Deputy Director for Manage-  
24                               ment, the Director of the Unified  
25                               Shared Services Management Office,

1 and other agency officials from agen-  
2 cies that use the Federal Shared Serv-  
3 ices Marketplace.

4 (E) Develop and implement policies, proce-  
5 dures, and guidance to accomplish the fol-  
6 lowing:

7 (i) Enable commercial shared services  
8 providers to invest, build, and implement  
9 shared services in the Federal Shared  
10 Services Marketplace and realize reason-  
11 able returns over multi-year contracts or  
12 other financial arrangements.

13 (ii) Establish opportunities for public-  
14 private partnerships to participate in the  
15 Federal Shared Services Marketplace, as  
16 approved shared service providers;

17 (iii) Identify, measure, and realize re-  
18 turns on shared services investments for  
19 purposes of reducing costs and accruing  
20 savings to support future investments, in-  
21 cluding an identification of—

22 (I) baseline costs;

23 (II) cost savings;

24 (III) cost avoidance; and

1 (IV) other factors, as appro-  
2 priate.

3 (iv) Determine when lines of business  
4 and shared service providers are market  
5 ready, capable of meeting customer agency  
6 requirements, and authorized to begin ac-  
7 tively competing for contracts with agen-  
8 cies in the Federal Shared Services Mar-  
9 ketplace.

10 (v) Ensure that shared services are—

11 (I) commercially viable and self-  
12 sustaining in the Federal Shared  
13 Services Marketplace;

14 (II) operated in compliance with  
15 the policies of the Deputy Director for  
16 Management and the Unified Shared  
17 Services Management Office issued  
18 pursuant to this Act; and

19 (III) reviewed annually.

20 (vi) Ensure that agency purchases of  
21 shared services are executed in accordance  
22 with this Act and consistently across the  
23 Government.

24 (F) Serve on the Federal Shared Services  
25 Advisory Committee.

1 **SEC. 6. ESTABLISHMENT OF FEDERAL SHARED SERVICES**  
2 **ADVISORY COMMITTEE.**

3 (a) **ESTABLISHMENT.**—There is established a com-  
4 mittee to be known as the Federal Shared Services Advi-  
5 sory Committee (in this section, “Committee”).

6 (b) **DUTIES.**—The duties of the Committee are to  
7 provide expert advice on the use of best practices and  
8 strategies to overcome barriers to adoption and optimize  
9 performance of the Federal Shared Services Marketplace,  
10 consistent with the requirements and objectives of this  
11 Act.

12 (c) **MEETINGS.**—The Committee shall meet not less  
13 than four times annually.

14 (d) **MEMBERSHIP.**—

15 (1) **NUMBER AND APPOINTMENT.**—The Com-  
16 mittee shall be composed of 15 members appointed  
17 by the Deputy Director for Management with at  
18 least 1 member as follows:

19 (A) A senior executive (such as a Chief  
20 Executive Officer or a Director) of a Federal  
21 shared service provider.

22 (B) An executive-level representative of a  
23 Government-designated private shared services  
24 provider or a public-private partnership ap-  
25 proved by the Administrator of General Serv-  
26 ices.

1 (C) A chief operating officer from at least  
2 one large civilian agency and one small civilian  
3 agency (that is a member of the Small Agency  
4 Council) that uses shared services.

5 (D) The Deputy Chief Management Officer  
6 or successor official of the Department of De-  
7 fense.

8 (E) An executive from a State or local gov-  
9 ernment that has used shared services for deliv-  
10 ery of common administrative services for at  
11 least five years.

12 (F) An executive-level representative of a  
13 commercial sector shared service provider or a  
14 customer of such a provider that does not par-  
15 ticipate in the Federal Shared Services Market-  
16 place.

17 (G) An employee in the Senior Executive  
18 Service of the Small Business Administration.

19 (H) A shared services expert from the aca-  
20 demic community or the non-profit sector.

21 (I) The Director of the Unified Shared  
22 Services Management Office.

23 (J) The Deputy Director for Management.

24 (2) TERMS.—

1 (A) IN GENERAL.—Except as provided in  
2 subparagraphs (B) and (C), each member shall  
3 be appointed for a term of 2 years.

4 (B) INITIAL APPOINTMENT.—Notwith-  
5 standing subparagraph (A), of the members  
6 first appointed, the Deputy Director for Man-  
7 agement shall designate 6 of such members to  
8 serve a one-year appointment.

9 (C) PERMANENT MEMBERS.—Notwith-  
10 standing subparagraph (A), the Director of the  
11 Unified Shared Services Management Office  
12 and the Deputy Director for Management shall  
13 serve for the life of the Committee. serve on a  
14 rotating basis for single, staggered two-year  
15 terms

16 (3) CHAIRPERSON.—The Chairperson of the  
17 Committee shall be the Deputy Director for Manage-  
18 ment.

19 **SEC. 7. FUNDING RESTRICTIONS FOR AGENCIES.**

20 (a) RESTRICTIONS ON FUNDS.—An agency may not  
21 expend any appropriated funds to expand staffing of func-  
22 tions or development, modernization, and enhancement  
23 funds to replace or make major repairs or non-essential  
24 enhancements to extend the life of any agency systems  
25 supporting functions for which the Deputy Director for

1 Management has determined that sufficient shared service  
2 capacity is available in the Federal Shared Services Mar-  
3 ketplace, as determined by the Deputy Director for Man-  
4 agement.

5 (b) PURCHASE OF SHARED SERVICES.—Notwith-  
6 standing limitations in agency-specific appropriations law,  
7 the head of an agency may acquire shared services as es-  
8 tablished in accordance with this Act using purchasing  
9 flexibilities that allow for “as-a-service” pricing and cross-  
10 year funding, in accordance with guidance issued by the  
11 Deputy Director for Management and the Director of the  
12 Unified Shared Services Management Office.

13 (c) EXCEPTION.—Each agency that uses shared serv-  
14 ices providers just for that agency shall implement re-  
15 quirements issued by the Deputy Director for Manage-  
16 ment and the Director of the Unified Shared Services  
17 Management Office related to cyber security, performance  
18 measurement, and other areas determined to be necessary  
19 and appropriate by the Deputy Director for Management,  
20 unless the Deputy Director for Management makes an ex-  
21 ception for that agency from such requirements justified  
22 by sound business requirements.

23 (d) REPORT FOR BUDGET SUBMISSION.—In pre-  
24 paring migration plans to shared service providers, the  
25 head of each agency shall identify transition-related costs

1 and estimated savings to be realized over a 5-year report-  
2 ing period in agency budget submissions to the Director,  
3 and shall track and report on actual costs and savings  
4 throughout the reporting period.

5 **SEC. 8. REPORTS ON SHARED SERVICES.**

6 (a) **BASELINE AVAILABILITY, USE, AND COST SAV-**  
7 **INGS ESTIMATE.—**

8 (1) **AGENCY-BY-AGENCY BASELINE ASSESS-**  
9 **MENT.—**Not later than 6 months after the date of  
10 the enactment of this Act, the head of each agency  
11 shall submit to the Deputy Director for Management  
12 a report on that agency's current and future poten-  
13 tial use of administrative and mission-related shared  
14 services.

15 (2) **GOVERNMENTWIDE SUMMARY REPORT.—**  
16 Not later than 9 months after the date of the enact-  
17 ment of this Act, the Deputy Director for Manage-  
18 ment shall consolidate the results of the reports de-  
19 scribed in paragraph (1) into a Governmentwide  
20 summary that documents the state of shared serv-  
21 ices availability, use, and potential cost savings from  
22 fully optimizing the use of available shared services  
23 and identified future shared services and submit the  
24 reports and consolidated report to Congress.

1 (b) BIENNIAL SHARED SERVICES AVAILABILITY AND  
2 UTILIZATION REPORTS.—Not later than March 30 of the  
3 second year following the date of the enactment of this  
4 Act and biennially thereafter, the Deputy Director for  
5 Management, in consultation with the head of each agen-  
6 cy, shall submit to Congress a public report addressing  
7 the status of shared services availability, use, and cost sav-  
8 ings across the Federal Government.

9 **SEC. 9. GOVERNMENT ACCOUNTABILITY OFFICE REVIEWS.**

10 Not later than six months after the date on which  
11 the each report in section 8 is submitted by the Deputy  
12 Director for Management, the Comptroller General shall  
13 review each such report and issue recommendations about  
14 how the Deputy Director for Management could improve  
15 upon the methodology and content of the report and over-  
16 all shared services implementation in the future.