GUIDE TO THE FM QSMO MARKETPLACE

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Prepared by:
Financial Management Quality Service Management Office
Bureau of the Fiscal Service
U.S. Department of the Treasury







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SUMMARY OF UPDATES

Version	Section Updated	Summary of Update
November 2023	2.0 Background	Reflect current state of the FM QSMO Marketplace
	3.0 FM QSMO Marketplace Scope; 5.0 FM Capability Framework Overview; 5.1 FFM FIBF Business Standards; 5.2 FM Solution/Service Technology Design and Operation Standards; 5.3 FM Solution/Service Evaluation Criteria; 5.4 FM Provider Service Measures; 5.5 FM Solution/Service Definition Template	Incorporated changes to reflect FIBF updates: - Inclusion of Business Reports and Business Information Exchanges (BIEs) as two of the FIBF components - Publishing of Cybersecurity (CYB), Information Technology Services (ITS), and Federal Real Property Management (RPM) business standards
November 2022	5.4 FM Technology Design and Operation Capabilities	Modified language pertaining to FedRAMP at the FM QSMO Marketplace level.
June 2022	5.2 Core FS Pre-Built Business Reports	Clarification added that only Schedule P data will be required for Schedule X reports.



1.0 INTRODUCTION

The purpose of the Guide to the Financial Management Quality Service Management Office (FM QSMO) Marketplace is to provide an overview of how the FM QSMO operates and how common financial management standards and capabilities apply to offerings in the FM QSMO Marketplace.

2.0 BACKGROUND

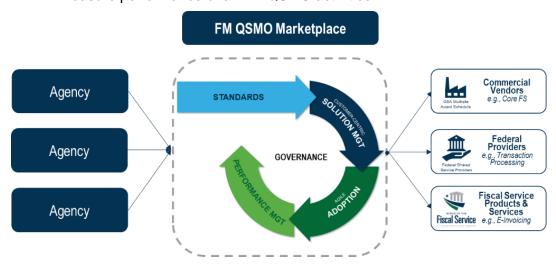
On April 26, 2019, the Office of Management and Budget (OMB) issued Memorandum 19-16, <u>Centralized Mission Support Capabilities for the Federal Government</u>. The memorandum introduced a new approach to Federal Government Shared Services by establishing Quality Service Management Offices (QSMOs). On June 29, 2020, the U.S. Department of the Treasury (Treasury) was designated as the QSMO for Core Financial Management by OMB.

The FM QSMO has established and manages a marketplace of modern, standards-based solutions that enable agencies to move away from outdated systems, improve government operations and performance, and advance government-wide financial management goals, including improved transparency and better use of data for decision making. The FM QSMO Marketplace drives innovation and compliance with Federal policies and financial management standards. Through the Marketplace, agencies have choice and flexibility in obtaining Financial Management (FM) solutions/services from both commercial vendors and Federal providers.

The FM QSMO Marketplace is the first stop for agencies looking to acquire FM solutions and services. <u>OMB Memorandum 19-16</u>, OMB Circular A-123 Appendix D Management Systems - Risk and Compliance, OMB Circular A-11 Preparation, Submission, and Execution of the Budget, and Investment Planning Guidance released by GSA's Office of Government-wide Policy directs agencies to consult with the FM QSMO prior to developing plans and issuing solicitations for FM technology or services.

The FM QSMO manages the FM QSMO Marketplace using the following approach:

- 1. Leverage established standards;
- Engage in customer-centered solution management;
- 3. Promote its Marketplace through agile adoption; and
- 4. Measure performance of all FM QSMO activities.





The FM QSMO acts as the broker between agencies, commercial vendors, and Federal providers. Solutions are centrally coordinated, standards are embedded in solutions, and there is a unified effort to achieve goals. Through this approach, agency customers, vendors, providers, and the FM QSMO will continue to refine and evolve the Marketplace over time.

3.0 FM QSMO MARKETPLACE SCOPE

The scope of the FM QSMO Marketplace is limited to the Federal Financial Management (FFM) mission-support functional area. Standardized business processes and data have been defined for each Federal government mission-support functional area using the Federal Integrated Business Framework (FIBF).¹

Other mission-support functional areas, e.g., Acquisition (ACQ), Budget Formulation (BFM), Grants Management (GRM), Human Capital Management (HCM), Real Property Management (RPM), Travel and Transportation Management (TRT), are *not* within scope of the FM QSMO Marketplace.

Although other functional areas are not within scope of the FM QSMO Marketplace, the FM QSMO Marketplace solutions and services exchange information with business functions and activities of other mission-support ("vertical") functional areas. The highest priority business information exchanges are with the ACQ, GRM, HCM, RPM, and TRT functional areas. Defining additional business information exchanges with other functional areas such as Personal Property Management (PPM) is dependent on availability of their business standards. See Section 5.1.3 Core FS Pre-Built Business Information Exchanges (BIEs) for additional information.

Segmentation of functional areas is intended to enable a modular approach to the Federal shared services marketplace. If providers offer solutions or services in the FM QSMO Marketplace that include functions, activities, or capabilities from other functional areas, the FM QSMO will evaluate and include in the FM QSMO Marketplace Catalog only those components of the offering that are within the scope of the FFM functional area. Federal agency customers are not prohibited from obtaining additional non-FFM functions, activities, capabilities, and/or solutions or solutions in conjunction with FM QSMO Marketplace solutions and services; however, those seeking to do so are encouraged to engage with the appropriate QSMO before acquisition or implementation.

The FM QSMO Marketplace solutions and services adhere to technology design and operation standards defined by other functional areas that span all mission-support functional areas ("horizontal"), such as Cybersecurity (CYB), Electronic Records Management (ERM), Privacy (PRV), and Information Technology Services (ITS). See Section 5.2 FM Solution/Service Technology Design and Operation Standards for additional information.

¹ https://ussm.gsa.gov/fibf/



4.0 FM QSMO MARKETPLACE OVERVIEW

The FM QSMO Marketplace is comprised of three (3) offering categories; Core Financial System (Core FS) Solutions, Financial Management (FM) Services and Solutions, and Treasury Centralized Services.



4.1 Core FS

The FM QSMO Marketplace offers standards-based Core FS solutions in a cloud environment, available through Software-as-a-Service (SaaS) or Platform-as-a-Service (PaaS) delivery models. Commercial Service Providers (CSPs) will bring their commercial software solutions to the FM QSMO Marketplace for adoption by Federal agencies, including Federal Shared Service Providers (FSSPs)².

4.1.1 Core FS Functionality Scope

The scope of Core FS functionality is defined using the FIBF FFM Functions and Activities³ listed below. Only those offerings that address all the FFM functions and activities listed below are included in the FM QSMO Marketplace category of "Core FS." See the FFM Business Functions and Activities document for additional information on required FFM functions and activities and descriptions. If a provider offers a service or solution that enables a specific FFM function or activity (e.g., Cost Management, Financial Performance and Operational Reporting) and the offering can be integrated with a Core FS solution, the offering may be included in the "FM Services and Solutions" FM QSMO Marketplace category (see Section 4.2.1 Additional FM Solutions).

FFM.010 Budget Execution

FFM.020 Financial Asset Information Management

FFM.030 Payable Management

² During initial availability of the FM QSMO Marketplace, FSSPs may be utilizing legacy core financial systems, and offering FM services to agencies based on such. Such offerings do not meet the definition of Core FS solutions and are included under the "FM Services and Solutions" FM QSMO Marketplace category.

³ The "FFM Business Functions and Activities" document is provided on the FM QSMO website and contains descriptions for each of the FFM Business Activities.



FFM.040 Revenue Management

FFM.050 Reimbursable Management

FFM.060 Receivable and Collection Management

FFM.070 Delinquent Debt Management

FFM.080 Cost Management

FFM.090 General Ledger Management

FFM.100 Financial Reconciliation

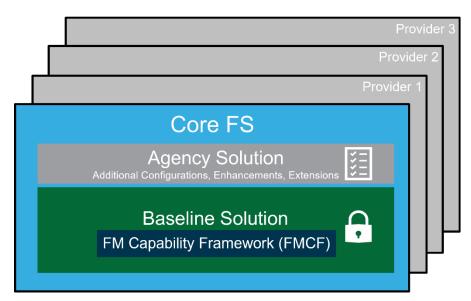
FFM.110 Financial / Performance Reporting

4.1.2 Core FS Baseline Solution

Commercial software products are the foundation for the Core FS. All Core FS solutions in the FM QSMO Marketplace are required to meet or exceed a set of Financial Management Capability Framework (FMCF) standards provided by the FM QSMO. Core FS CSPs (software vendors, integrators, and/or implementers) determine the specific combination of software configuration, enhancements, and/or extensions needed to meet the FMCF Standards.

If needed to address agency-specific business needs, Federal agency customers are able to define additional requirements during their acquisition of Core FS. CSPs, FSSPs, or Federal agency customers themselves can determine the specific combination of software configuration, enhancements, and/or extensions that are added to the Core FS Baseline Solution to provide the Core FS Agency Solution. The FM QSMO Marketplace Task Order Review Board (TORB) evaluates agency-specific configurations, enhancements, and extensions for conflicts with and potential additions to the Core FS Baseline Solution and/or FMCF Standards.

The concept of the Core FS Agency Solution consisting of the Core FS Baseline Solution and Agency Additional Configurations, Enhancements and/or Extensions is depicted in the graphic below.



More detailed information on the FMCF standards is provided in Section 5.0 FM Capability Framework Overview.



4.2 FM Services and Solutions

The FM Services and Solutions FM QSMO Marketplace offering category includes both services and solutions that are complementary to Core FS. Services may assist Federal agency customers in the adoption of and transition to FM QSMO Marketplace solutions and the ongoing maintenance, operation, and transactional support of financial management functions. Solutions may include technology or tools that augment and enhance the Core FS offerings and/or support agencies in performing one or more FFM Functions or Activities. FM Services and Solutions include the following sub-categories and are described in further detail below.

- Additional FM Solutions
- FM Business Operations, Functional, and Analytical Support Services
- FM Workforce Development Services
- FM Technology Operations Support Services
- FM Solution/Service Adoption and Transition Services

Federal agency customers can acquire from the FM QSMO Marketplace these additional FM Services or Solutions independent of acquiring a Core FS solution, provided that it is used in support of the Federal agency's financial management function. Provider offerings of a general nature (i.e., an offering that is not applied, adapted, or tailored for a specific FFM Function or Activity) are not included in the FM QSMO Marketplace.

4.2.1 Additional FM Solutions

"Additional FM Solutions" have a correlation to FFM Functions or Activities and provide business capabilities that augment those provided by the Core FS Baseline Solution. Additional FM Solutions can be operated separately from a Core FS Baseline Solution and are often interoperable with a Core FS Baseline Solution. Federal agency customers acquire the Additional FM Solutions from either CSPs or FSSPs. Providers may deliver these services using technology resources only or may also include associated workforce resources (e.g., only a financial data visualization tool or a financial data visualization tool and financial data preparation support).

The Additional FM Solutions marketplace category does not include delivering centralized solutions or services such as a government-wide Core FS solution, data warehouse of all agencies' FM data, or government-wide data transformation/translation and transport services. If additional centralized solutions or services are needed, they will be addressed through Treasury Centralized Services (see Section 4.3 Treasury Centralized Services), rather than through the FM QSMO Marketplace Additional FM Solutions category.

Examples of business capabilities provided by offerings in the FM QSMO Marketplace category of Additional FM Solutions include, but are not limited to:

- Expanded capabilities for specific FFM Functions or Activities (e.g., Cost Management, Financial Performance and Operational Reporting)
- Interactive selection, sorting, and placement of FFM Business Data Elements to create user-defined reports
- Collection, integration, consolidation, analysis, and visualization of financial information originating from multiple data sources
- Statistical analysis of financial information to confirm hypothesized or reveal previously unknown data patterns



- Automated analysis, machine learning, and/or artificial intelligence that executes trained/tested business logic (rules) and initiates alerts (e.g., emails) when targeted data patterns are detected in financial information
- Automation of routine FM business processes (e.g., pre-processing of incoming FM data entry requests, FM general ledger reconciliations)
- FM data quality analysis and cleansing
- FM governance, risk management, and compliance (GRC) assessment

4.2.2 FM Business Operations, Functional, and Analytical Support Services

To enable Federal agencies' financial management resources to spend more time on analysis and provide better service to their customers and less time on traditional transaction processing and system maintenance, the FM QSMO Marketplace includes offerings for "FM Business Operations, Functional, and Analytical Support Services." Any of the FFM business functions and activities can be executed using these support services offered by either CSPs or FSSPs in the FM QSMO Marketplace. Providers may deliver these services using workforce resources only or may also include associated technology resources (e.g., only FM audit specialists or FM audit specialists and audit planning and tracking software).

Examples of the types of offerings in the FM QSMO Marketplace category of FM Business Operations, Functional, and Analytical Support Services include, but are not limited to:

- Financial accounting operations support and transaction processing
- Financial management compliance, risk, and internal control reviews
- Financial statement preparation
- Financial audit support and remediation (e.g., for DATA Act issues and financial statement notices of findings and recommendations [NFRs] and material weaknesses)
- Financial, costing, and improper payment analyses
- Financial reconciliation and reporting

4.2.3 FM Workforce Development Services

To ensure the Federal agencies' workforce has the knowledge and skills needed to improve Federal agency financial management operations, the FM QSMO Marketplace includes offerings for "FM Workforce Development Services." The content of workforce development offerings align with the FM business standards defined in Section 5.0 FM Capability Framework Overview. These services may be acquired from either CSPs or FSSPs in the FM QSMO Marketplace. Providers may deliver these services using workforce resources only or may also include associated technology resources (e.g., only FM training specialists or FM training specialists and training software).

Examples of the offerings in the FM QSMO Marketplace category of FM Workforce Development Services include, but are not limited to:

- Federal financial management training (e.g., self-service, instructor led, synchronous virtual training)
- FM workforce skills assessment and development planning
- Federal financial management knowledge management and guidance



4.2.4 FM Technology Operations Support Services

Separate from the Core FS, some Federal agency customers may elect to acquire assistance from CSPs or FSSPs with technology implementation and operations. Providers may deliver these services using workforce resources only or may also include associated technology resources (e.g., only batch job monitoring operators or operators and monitoring tools).

Examples of the offerings in the FM QSMO Marketplace category of FM Technology Operations Support Services include, but are not limited to:

- Defining, developing, testing, implementing, and maintaining additional FM configurations, enhancements, and/or extensions to the Core FS Baseline Solution required to address agency-specific FM business needs (see Section 4.1.2 Core FS Baseline Solution)
- Developing, implementing, and maintaining business information exchanges between the FM solutions/services and Federal agency mission systems (e.g., sales and ordering systems)
- Support to obtain FM solution Authority-to-Operate (ATO)
- Support for legacy core financial systems (e.g., infrastructure, operations/maintenance, and legacy software license maintenance)
- Delivering FM solution service desk support (e.g., initial contact/Tier 1, human assistance with resolving problem or issue/Tier 2)
- Monitoring and managing FM solution/service daily or periodic offline processes (e.g., nightly batch jobs, monthly report generation)
- Delivering FM solution user and administrator training and automated assistance (e.g., implementing FM solution assistance chatbots or intelligent search)
- Executing FM data management (e.g., data ingestion preparation, data quality, master reference data management)
- Executing FM solution user identity, credential, and access management (ICAM)

4.2.5 FM Solution/Service Adoption and Transition Services

Many Federal agency customers need assistance to identify, select, acquire, migrate to, and use FM QSMO Marketplace offerings effectively and efficiently. A subset of the adoption and transition services may also be needed when extensive or complex FM solution/service changes are released or significant functionality removed. In addition to the advice, guidance, and assistance provided by the FM QSMO, Federal agency customers may acquire "FM Solution/Service Adoption and Transition Services" from CSPs or FSSPs. Providers may deliver these services using workforce resources only or may also include associated technology resources (e.g., only project schedule managers or schedule managers and project schedule management software).

Examples of the offerings in the FM QSMO Marketplace category of FM Solution/Service Adoption and Transition Services include, but are not limited to:

- FM strategic planning and investment business case development
- FM shared/managed service adoption readiness assessments
- FM acquisition plan development
- FM program/project, performance, and risk management
- FM user experience and business process analyses and reengineering



- FM organizational design, operating model design, change management, training planning, labor relations management, and stakeholder engagement/communications
- FM solution/service technical and operational integration with agency-specific systems and user environments
- FM data conversion and migration
- FM solution/service testing
- FM solution pre- and post-deployment user assistance planning and execution
- FM legacy system retirement planning and execution
- FM business continuity planning

4.3 Treasury Centralized Services

The Treasury Centralized Services FM QSMO Marketplace offering category represents the existing programs and services provided by Treasury's Bureau of the Fiscal Service (Fiscal Service) to support Federal agencies with a variety of financial management functions including, but not limited to:

- Disbursing
 - Vendor electronic invoice processing
 - o "Do Not Pay" verification
 - Federal funds payment request processing and disbursement
 - Federal intra-governmental electronic invoice processing
- Collections
 - o Public receipt collection and deposit
 - Federal intra-governmental invoicing, performance transactions, and funds transfer
 - Delinquent debt management
- Reporting
 - Treasury reporting
 - Federal government-wide reporting

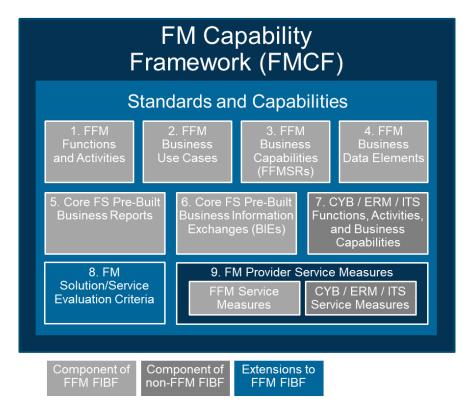
Many of the systems that support Treasury Centralized Services exchange business information with Core FS. See Section 5.1.3 Core FS Pre-Built Business Information Exchanges (BIEs) for additional information on required exchanges. The FM QSMO coordinates with the business areas within Fiscal Service to facilitate transparency around upcoming system modernization initiatives that will impact Core FS BIEs.

5.0 FM CAPABILITY FRAMEWORK OVERVIEW

The FM QSMO has defined a common set of FM standards and capabilities referred to as the "FM Capability Framework (FMCF)." The FMCF contains FFM FIBF components, components defined by other FIBF Functional Areas ("non-FFM FIBF components"), and extensions to the FIBF developed by the FM QSMO. Together, the nine (9) components provide the foundation for and apply to all offerings in the Core FS and FM Services and Solutions FM QSMO Marketplace categories. The FM QSMO partnered with other FIBF Functional Area Lead Agencies, customer agencies, and the vendor community to develop the FMCF. The FM QSMO will periodically update FMCF components to incorporate changes impacting the FM community.



The graphic below depicts the components of the FMCF. Individual components of the FMCF are further described below and supporting documentation is available at https://www.fiscal.treasury.gov/fmgsmo/financial-management-capability-framework.html.



5.1 FFM FIBF Business Standards

The FFM FIBF business standards define the FM future state business processes and data to be implemented by Federal agencies and FM solution/service providers. The FFM FIBF business standards that apply to all FM QSMO Marketplace solutions and services are:

- FFM Functions and Activities
- FFM Business Use Cases (user stories or journeys based on various FM business scenarios)
- FFM Business Capabilities (Federal Financial Management System Requirements [FFMSRs])
- FFM Business Data Elements (includes DATA Act data elements)
- Core FS Pre-Built Business Reports
- Core FS Pre-Built Business Information Exchanges (BIEs)
- FFM Service Measures (business operations activity and performance measures)



5.1.1 FFM Business Data Elements

Within the FFM Business Data Elements, a list of "domain values" provides the valid values for specific data elements. In other cases, the list provides a reference to an authoritative source for the domain values managed by an industry standards-setting organization, a Treasury Centralized Service, or another Federal agency. Federal agency customers may have additional business data elements with domain values the agency elects to manage itself or through the services of a CSP/FSSP (see Section 4.2.4 FM Technology Operations Support Services).

To improve the quality and consistency of FM master reference data used by Federal agencies and submitted to Treasury Centralized Services and to reduce the Core FS implementation effort for each Federal agency, the FM QSMO designated a subset of FFM Business Data Elements as requiring "Core FS Pre-Loaded Master Reference Data".

Examples of master reference data pre-loaded into the Core FS Baseline Solution include:

- Geographical location reference information (e.g., country, state, and territory codes and names)
- Federal organization reference information (e.g., Federal agency codes)
- Federal financial transaction classification information (e.g., Budget Object Codes, Treasury Account Symbols)
- Foreign currency codes

The column labeled "Core FS Pre-Loaded Master Reference Data" in the "FFM Business Data Elements" document identifies the subset of data elements that require pre-loaded domain values in the Core FS Baseline Solution.

5.1.2 Core FS Pre-Built Business Reports

To reduce the Core FS implementation effort for each Federal agency, the FM QSMO identified a set of "Core FS Pre-Built Business Reports" to be pre-built into the Core FS Baseline Solution. Federal agency customers may have additional business reports the agency elects to build itself or through the services of a CSP/FSSP (see Section 4.2.4 FM Technology Operations Support Services).

Examples of Core FS Pre-Built Business Reports included in the Core FS Baseline Solution include:

- Funding Status
- Schedule X (budgetary resources, obligations, and outlays) Note: Only Schedule P
 data will be required to be produced from the Core FS Baseline Solution.
- Accounts Payable (AP) Invoice Status
- Treasury Report on Accounts Receivable (TROR)
- Dunning Notice

The Core FS Pre-Built Business Reports were derived from FFM Functions and Activities and FFM Business Use Cases. In some cases, the Core FS Pre-Built Business Report specification has been provided in the document and includes references to specific FFM Business Data Elements. In other cases, a reference has been provided to the report specification managed by OMB or a Treasury Centralized Service. The full list of reports to be included in the Core FS Baseline Solution is provided in the "Core FS Pre-Built Business Reports" document.



5.1.3 Core FS Pre-Built Business Information Exchanges (BIEs)

To improve the quality and consistency of business information exchanged between the Core FS solutions/services, other functional areas' solutions/services, and government-wide centralized services, and to reduce the Core FS implementation effort for each Federal agency, the FM QSMO, in coordination with other FIBF Functional Area Lead Agencies and QSMOs, has documented an initial set of business information exchange specifications in the document "Core FS Pre-Built Business Information Exchanges (BIEs)." These specifications are technology-agnostic, but CSPs and FSSPs may use them to design the integrations, interfaces, or Web-service oriented architecture of the Core FS Baseline Solution to enable the exchange of data.

Federal agency customers may have additional FM business information exchanges the agency elects to define and develop itself or through the services of a CSP/FSSP (see Section 4.2.4 FM Technology Operations Support Services).

Examples of the Core FS Pre-Built Business Information Exchanges included in the Core FS Baseline Solution include:

- Other functional areas
 - o Acquisition (ACQ) award management
 - Grants Management (GRM)
 - Human Capital Management (HCM) payroll
 - Real Property Management (RPM)
 - o Travel and Transportation (TRT) travel and expense management
- Treasury Centralized Services
 - Central Accounting Reporting System (CARS)
 - Collections Information Repository (CIR)
 - G-Invoicing
 - DATA Act Broker
- Other Government-wide Centralized Systems
 - GSA System for Award Management (SAM)
 - GSA SmartPay

Where possible, BIE specifications reference FFM Business Data Elements and document agreed-upon information exchange business logic (information transformation rules) between FFM, the other functional areas, and government-wide centralized services. Where an existing business system does not yet have a FIBF standards-based interface specification (e.g., legacy payroll systems, some Treasury Centralized Services) the FM QSMO will work with the respective Functional Area Lead Agencies and other QSMOs to evolve BIE specifications to take full advantage of standards-based BIE specifications. The full list of FFM business information exchanges and their associated BIE specifications are provided in the "Core FS Pre-Built Business Information Exchanges (BIEs)" document.



5.2 FM Solution/Service Technology Design and Operation Standards

The CYB, ERM, and ITS Functions, Activities, and Business Capabilities provide the technology design and operation capabilities required of FM solutions/services. FM solutions/services also exchange information with Federal government CYB, ERM, and ITS solutions and services based on the CYB, ERM, and ITS FIBF business standards. Examples include, but are not limited to:

- CYB Security Operations Center (SOC) services
- ERM Federal records archiving service
- ITS Identity, Control, and Access Management services (e.g., login.gov)

The CYB and ITS FIBF business standards documents are available at <u>Information Technology Services | Federal Shared Services (gsa.gov)</u>. The ERM business standards documents are available at <u>Electronic Records Management | Federal Shared Services (gsa.gov)</u>.

In addition to adhering to the CYB, ERM, and ITS business standards, FM solutions/services are also expected to adhere to the technology design and operation principles documented below.

To enable solution portability and cost reduction, the technology used for FM solutions/services wherever possible leverages commercial off-the-shelf (COTS) software products and open-source tools and technologies vetted for Federal government use. Proprietary technology components are not permitted in FM solutions/services if they impede the Federal government's ability to:

- Access and retrieve FM information
- Exchange FM information among FM solutions/services, Treasury Centralized Services, other Federal mission-support functional areas' solutions/services, or Federal agency customer mission solutions/services
- Follow easy upgrade paths, adopt new capabilities, and allow for rapid security patching without additional changes
- Migrate a Federal agency customer's information to a different FM solution/service

The Federal government owns all information entered, generated by, or stored in FM solutions/services, including files, text, images, graphics, illustrations, data, audio, video, photographs, and other content and material in any format provided by the government that resides in, or runs on or through, FM solutions/services. FM solutions/services comply with Federal government cybersecurity, Federal records management, and IT standards and specifications.

The government's models for <u>acquiring</u> Core FS solutions <u>from industry</u> are Software-as-a-Service (SaaS) or Platform-as-a-Service (PaaS). Use of SaaS vs. PaaS depends on the availability of SaaS vs. PaaS offerings and the ability of the FSSP or Federal agency customer to provide the service delivery components not included in a PaaS offering but included in a SaaS offering.

The government's models for <u>delivering</u> Core FS solutions <u>to Federal agency customers</u> are also SaaS or PaaS. Use of SaaS vs. PaaS depends on the ability of the Federal agency customer to manage the service delivery components not included in a PaaS offering but included in a SaaS offering and whether the Federal agency has a business case for providing the additional service delivery components using internal agency support services or an existing agency integrator. Core FS SaaS or PaaS solutions are delivered to FSSPs or Federal agency customers by CSPs (e.g., commercial software vendors or solution integrators).



To truly obtain the benefits of commercial SaaS and PaaS offerings, the Federal government intends to no longer have the licensed ability to change the commercial Core FS Baseline Solution. Therefore, rehosting existing government licensed software solutions to a Federal or commercial cloud does not meet the intent of adopting Core FS SaaS or PaaS solutions.

Because Federal agency customers are not able to separately acquire Infrastructure-as-a-Service (IaaS) in the FM QSMO Marketplace, and may have already selected one of the commonly used commercial cloud environments or a Federal government classified information cloud environment for their other non-FFM solutions/services, providers of Core FS SaaS and PaaS are encouraged to offer solution/service packages that bundle their software solution (or provide a quick deploy containerized version of the software) with a choice of Federal government-approved cloud infrastructure services. This is also encouraged because the option for Federal agency customers to acquire only the software solution is not offered in the FM QSMO Marketplace as it does not align with the Federal government objectives of reducing the number of government-managed data centers and adoption of managed and shared services.

To support agency utilization of the Federal Risk and Authorization Management Program (FedRAMP), providers of Core FS solutions are encouraged to pursue, achieve, and maintain either FedRAMP Ready, FedRAMP In Process, or FedRAMP Authorized designation in the FedRAMP Marketplace, based on boundaries and capabilities that encompass both the Core FS Baseline Solution and the ability to provide Agency Additional Configurations, Enhancements and/or Extensions (see Section 4.1.2 Core FS Baseline Solution). Federal agency customers are encouraged to support providers of Core FS solutions in achieving and maintaining FedRAMP authorization by adhering to the Core FS Baseline Solution standards and implementing agency-specific enhancements and/or extensions using only tools that are or would be covered by a provider's FedRAMP authorization (e.g., report creation and data transform/transfer tools).

Depending on the FFM functions and activities supported, the technologies employed, and the level of integration with the Core FS solutions, technology offerings under the FM Services and Solutions category may also be acquired/delivered through SaaS or PaaS models and adherence to applicable Federal cybersecurity policy and IT standards and specifications through FedRAMP is encouraged. For technology offerings under the FM Services and Solutions category involving software products being acquired/delivered under laaS or PaaS models, agencies will conduct appropriate risk acceptance in accordance with Federal law, policy, and regulations.

Solution implementations will be optimized for the overall Federal government's benefit and support multiple Federal agency customers sharing a single software solution version/release and environment (i.e., multi-tenancy solution instances) unless there are factors that warrant single tenancy. The business, technical, security, and operational factors considered include:

- Minimizing IT cost, management, and maintenance efforts
- Efficiency and uniformity of compliance with business, technical, and operational regulations, guidance, standards, and requirements
- Separation and segmentation of production, development, testing, training, and business continuity/disaster recovery environments



- Diversity of Federal agency customer (tenant) needs
 - Differing information security requirements (e.g., classified/unclassified, depth of access control)
 - Unique mission-critical business process functionality
 - Differing business cycles, which will affect maintenance windows and business volumes (e.g., calendar periods when system maintenance cannot be performed due to critical business operation events)
 - o Differing availability, performance/capacity, and business continuity needs
- Limiting impact of adverse incidents or events across tenants
- Ability to incrementally pilot and adapt to evolving business needs or advances in technologies and execute change management across multiple tenants
- Degree to which the FM solution/service is able to expose or limit functionality and data to different tenants within the same solution instance/environment
 - Ability to expose or limit certain functionality to specific tenants and meet tenantunique mission-critical business needs without adding burden/complexity for all tenants
 - Ability to share data between tenants or partition data from other tenants
 - o Provisioning and security capabilities and limitations across multiple tenants

If a Federal agency has unique business, technical, security, or operational needs such as those described above, these needs should be documented as requirements in the Federal agency solicitation and these requirements will be evaluated and approved or disapproved by the FM QSMO Marketplace TORB. If a provider proposes in response to a Federal agency solicitation an implementation approach that does not include multi-tenancy, the FM QSMO Marketplace TORB will evaluate and approve or disapprove the proposed implementation approach.

To ensure FM solutions/services can be maintained and operated effectively and efficiently, CSPs, FSSPs, Treasury Fiscal Service, and Federal agency customers that manage components of FM solutions/services themselves are expected to use industry proven technology management practices such as Information Technology Infrastructure Library (ITIL) Practices.

5.3 FM Solution/Service Evaluation Criteria

The FM QSMO-developed "FM Solution/Service Evaluation Criteria" is used when evaluating potential offerings for initial entry into the FM QSMO Marketplace, during Federal agency acquisitions, and FM QSMO periodic evaluation.

The "FM Solution/Service Evaluation Criteria" includes business, technology design, and technology operation criteria for evaluating FM solutions/services and programmatic, economic, and organizational criteria for evaluating the providers of FM solutions/services. The purpose of each evaluation criteria category is defined below:

- Business evaluates the ability to achieve FM business outputs and outcomes using the FM solution/service; also evaluates conformance with FMCF business standards and usability of an FM solution
- Technology Design evaluates the FM solution/service technical architecture and design for servicing customers; also evaluates conformance with FMCF technical standards and capabilities



- Technology Operation evaluates the FM solution/service's ability to respond to user demand and changes needed in the FM solution/service; also evaluates conformance with FMCF operational standards and capabilities
- Programmatic evaluates a provider's strategy and management of FM solution/service offerings and delivery
- Economic evaluates a provider's pricing model and sustainability
- Organizational evaluates a provider's organizational ability to deliver quality FM solutions/services and ensure customer satisfaction.

For each of the above evaluation criteria categories, the FM QSMO developed evaluation criteria, indicators, and specifications/standards references. The FM QSMO also developed for each of the FM QSMO Marketplace categories (see Section 4.0 FM QSMO Marketplace Overview) descriptions of the type of evidence that would enable the Government to determine if its needs or constraints have been met. These criteria, indicators, specifications/standards references, and descriptions of evidence are provided in the "FM Solution/Service Evaluation Criteria" document available on the FM QSMO website.

5.4 FM Provider Service Measures

The FM Provider Service Measures are used by the FM QSMO and Federal agencies when periodically evaluating implemented offerings of the FM QSMO Marketplace. Separately, the FM QSMO defined a set of FM QSMO Marketplace performance measures that evaluate meeting the goals of the FM QSMO program and overall marketplace operation.

The FM Provider Service Measures:

- Evaluate FFM activities as well as CYB, ERM, and ITS activities that support the FFM activities
- Were compiled based on Federal government regulations and standards, industry best practices (e.g., ITIL, Technology Business Management [TBM]), and previous evaluations of existing FM solution/service providers
- Include both activity (e.g., resource utilization, workload volume) measures and performance (e.g., timeliness, quality, compliance) measures
- Include both provider measures (e.g., processing timeliness) and service customer measures (e.g., approval timeliness)
- Establish measure targets, reporting frequencies, and measurement methods/sources/formulas applicable to all Federal agency implementations (e.g., where mandated by Federal legislation, regulation, or standard)
- Defer establishing measure targets, reporting frequencies, and measurement
 methods/sources/formulas where it is more appropriate for each Federal agency to do
 so (e.g., workload volume) or for the Federal agency customer to discuss with its FM
 solution/service provider during the Federal agency acquisition process (e.g., service
 desk response time)

The results of FM Provider Service Measures will periodically be reported to the government based on their "Measure Category":

- Results for measures indicated as "Oversight Reporting" will be reported to the Federal agency customer, FM QSMO, and FM QSMO Marketplace oversight organizations.
- Results for measures indicated as "Customer Facing" will be reported to the Federal agency customer and FM QSMO.



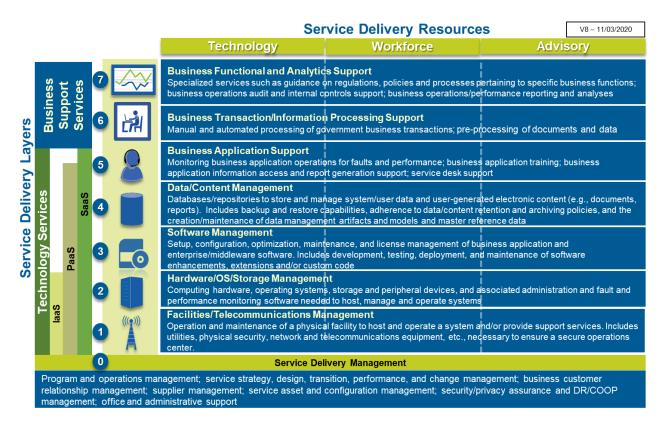
- Results for measures indicated as "QSMO Monitoring" will be reported only to the FM QSMO.
- Results for measures indicated as "Provider Operations" should be monitored by the
 provider and results made available to the Federal agency customer and/or FM QSMO if
 requested to address an issue.

The "FM Provider Service Measures" document available on the FM QSMO website contains the FFM Service Measures and links to the CYB, ERM, and ITS Service Measures documents available on the GSA.gov FIBF website.

5.5 FM Solution/Service Definition Template

To support application of the FMCF, and to assist both providers and the FM QSMO in determining which of the FM Solution/Service Evaluation Criteria and FM Provider Service Measures apply to a specific offering, the FM QSMO developed an "FM Solution/Service Definition Template." Providers will use the FM Solution/Service Definition Template to document their FM solution/service offerings.

The FM Solution/Service Definition Template documents the provider offering using the FFM FIBF Functions and Activities (see Section 5.1 FFM FIBF Business Standards) and the "Federal Service Delivery Layers and Resources" depicted below.



Offerings in each of the FM QSMO Marketplace categories may include one or more of the following types of Service Delivery Resources:

- Technology the physical assets needed to deliver to FM solution/service.
- Workforce the personnel that plan, build, implement, operate, and/or deliver the FM solution/service on an ongoing basis.



 Advisory – the personnel that advise, guide, consult, and/or perform Independent Verification and Validation on an as-needed basis.

Offerings in each of the FM QSMO Marketplace categories may also include one or more of the following types of Service Delivery Layers:

- Service Delivery Layer 0 components supporting the overall management of the FM solution/service and cross-Service Layer functions such as asset and configuration management, security and privacy assurance and audit, and Disaster Recovery (DR) and Continuity of Operations (COOP) management.
- Service Layers 1 and 2 components such as hardware, operating system software, and storage, as well as the facilities they are housed in and the networks needed to connect these technologies (all together commonly referred to as the "infrastructure").
- Service Layers 3, 4, and 5 components providing enterprise, middleware, or business application software, managing content and data, and providing technical support for the business applications.
- Service Layers 6 and 7 components supporting business operations such as transaction processing, document or data pre-processing, business function guidance, data reporting, and data analyses.

In addition to the Federal Delivery Service Layers and Resources, the FM Solution/Service Definition Template documents the provider offering using TBM Tower and Cost Pool categories within each Service Delivery Layer to enable FM QSMO and Federal agencies to have a thorough understanding of providers' offering informed by knowledge of the components that are included, partially included, or not included in the provider offering. The FM Solution/Service Definition Template also provides a section based on ITIL for providers to document key responsibilities of the Service Customer relative to the responsibilities of the Service Provider. This section is intended to fully inform Federal agencies as to what is needed from them to ensure successful use of the FM solution/service.

In addition to being used when evaluating FM solution/service offerings, completed FM Solution/Service Definitions are used by the FM QSMO to populate the FM QSMO Marketplace Service Catalog and, for those FM solutions/services acquired by Federal agencies, FM Solution/Service Definitions should be included in their Federal agency Customer Service Agreement (CSA). Examples of FM Solution/Service Definitions for Core FS SaaS and PaaS as well as other FM QSMO Marketplace categories are provided in the "FM Solution/Service Definition Template".

6.0 CONCLUSION

The FM QSMO is committed to the responsibilities identified for QSMOs in OMB Memorandum 19-16, to:

- Manage a marketplace of solutions for common technology, services, or fully managed services to respond to agency needs;
- Guide and govern the long-term sustainability of the services and solutions;
- Work with agencies on alternative strategies to help them build a business case if a marketplace for a particular solution is not yet available;
- Institute a customer engagement and feedback model that allows for continuous improvement and performance management of solutions; and
- Drive the implementation of standards that produce efficiencies in process and scale and that are established through the collaborative governance process.



The FM QSMO will continue to work collaboratively across the Federal financial management community and industry to ensure the ongoing evolution, quality, and performance of its Marketplace.

For additional information and resources, please visit www.fiscal.treasury.gov/fmqsmo or email fmqsmo@fiscal.treasury.gov.



GLOSSARY OF TERMS

This glossary provides a description for terms referenced in the Guide to the FM QSMO Marketplace herein, and/or within sections or components of the FMCF.

Term	Description
Activity	A set of processes within a Federal Integrated Business
	Framework (FIBF) Function that provide identifiable
	outcomes/outputs to service customers.
Business Capabilities	Outcome-based business needs mapped to Federal Government
	authoritative references, forms, and data standards.
Business Data	Identification of the minimum set of business data elements
Elements	required to support the inputs and outputs identified in the
	business use cases and capabilities.
Business Information	Business rules for common exchanges of business information
Exchanges (BIE)	between two Functional Areas or between a Functional Area and
5	a Centralized Service/Solution.
Business Scenarios	Differing situations or conditions under which FIBF Functional
	Area business processes are executed that reflect the scope and
Business Use Cases	complexity of Federal business operations.
Business Use Cases	Set of agency "stories" that document the key activities, inputs,
	outputs, and other Functional Area intersections to describe how the Federal Government operates.
Business Reports	Common business reports needed to execute core Functional Area
busiliess Reports	business processes.
Cloud Environment	A technology environment not located on agency premises ("off
Gloda Elivii Glillicii.	prem") and not managed by the agency that enables ubiquitous,
	convenient, on-demand network access to a shared pool of
	configurable computing resources (e.g., networks, servers,
	storage, applications, and services) that can be rapidly
	provisioned and released with minimal management effort or
	service provider interaction. A cloud environment itself is not
	equivalent to an "-as-a-Service" delivery model, but does make "-
	as-a-Service" models possible.
Commercial Service	A commercial entity that manages and provides service customers
Provider (CSP)	access to shared solutions/services.
Configuration	Options available in the vendor-provided software product that
	allow customers to tailor certain features, functions, or capabilities
	to meet specific needs without adding or changing software code.
Core Financial System	The solutions in the FM QSMO Marketplace that provide the core
(Core FS) Solution	set of capabilities defined by the FFM Functions/Activities and
	FFM Business Capabilities.
Core FS Agency	The agency-specific software configuration, enhancements, and/or
Solution	extensions added to the Core FS Baseline Solution to meet a
0 F0 D !'	Federal agency's specific financial management business needs.
Core FS Baseline	The software product plus associated configurations,
Solution	enhancements, and extensions that meet the common set of
	financial management business needs across Federal agencies
	and is designated as the starting point for all FM implementations
	of the Core FS.



Term	Description
Core FS Pre-Built	·
Business Information Exchanges (BIEs)	Core FS solutions need to exchange data with other systems. Business rules provide the common exchanges of business information between two Functional Areas or between a Functional Area and a Centralized Service/Solution.
Core FS Pre-Built Business Reports	Core FS providers are expected to have these reports pre-built and in their Core FS solution offering. These reports support FFM Functions and Activities and FFM Business Use Cases.
Custom Code	Changes or additions to the software baseline solution that require additional development, testing, and integration in order to deploy the customized software baseline solution; these put upgrades at risk by increasing the level of effort to integrate with the Core FS Baseline Solution and deploy them and the customer must assess their impact on each upgrade.
Customer Service Agreement (CSA)	A document that establishes a shared understanding between the service provider and service customer by defining the FIBF Functions/Activities supported by the solution/service, the assets (Service Delivery Layers) and resources (Service Delivery Resources) provided by the service provider and required from the service customer, the respective responsibilities when providing and using the solution/service, and the Service Measures that will be used to evaluate the solution/service.
CYB Service Measures	The subset of FIBF Service Measures (activity and performance measures) used to evaluate Cybersecurity (CYB) FIBF Functions/Activities provided to service customers.
Enhancement	An incremental improvement in business function capability or technology not included in the "out of the box" version of the vendor-provided software product, using vendor-recommended and supported tools. Enhancements may consist of custom code or non-Core FS COTS products that interact with the Core FS Baseline Solution.
Environment	A specific combination of hardware, operating system, and storage management components that support a Software Solution.
ERM Service Measures	The subset of FIBF Service Measures (activity and performance measures) used to evaluate Federal Electronic Records Management (ERM) FIBF Functions/Activities provided to service customers.
Extension	A component that adds capabilities such as reports and interfaces, using vendor-recommended and supported tools.
Federal Financial	The designated FIBF Functional Areas that defines standardized
Management (FFM)	Federal financial management business processes and data.
Federal Financial Management System Requirements (FFMSR)	The Federal government unique financial management business needs (Business Capabilities) to be satisfied by a Core FS.
Federal Integrated Business Framework (FIBF)	A methodology and collection of artifacts used to define standardized business processes and data for each Federal government mission-support Functional Area.



Term	Description
Federal Risk and	A government-wide program that provides a standardized
Authorization	approach to security assessment, authorization, and continuous
Management Program	monitoring for cloud products and services.
(FedRAMP)	·
Federal Shared	A Federal government department/agency that manages and
Service Provider	provides other Federal organizations outside of their
(FSSP)	department/agency access to shared solutions/services.
FFM Business	FFM Business Capabilities reflect the federal financial
Capabilities	management system requirements (FFMSRs) that agency
	financial management systems must substantially comply with.
	These outcome-based business needs are mapped to Federal
	government authoritative references, forms, and data standards.
FFM Business Data	This minimum set of business data elements reflects what is
Elements	required to support the inputs and outputs identified in the
	business use cases, business capabilities, business information
EEN D	exchanges and business reports.
FFM Business Use	These agency "stories" document the key activities, inputs,
Cases	outputs and other intersections to describe how the Federal
	government operates. They are organized into 11 end-to-end
	business processes that have a federal financial management
FFM FIDE Desirons	impact.
FFM FIBF Business	The financial management business processes and data elements
Standards	to be implemented by Federal agencies and FM solution/service providers as defined by the FFM subset of FIBF artifacts.
FFM Functions and	Common financial management functions and activities serve as
Activities	the basis for understanding what services agencies need and
Activities	solutions that should be offered. This list of 11 functions and 54
	activities defines the financial management functions performed
	by a federal agency.
FFM Service Measures	The subset of FIBF Service Measures (activity and performance
	measures) used to evaluate FFM Functions/Activities provided to
	service customers.
Financial Management	The standards and capabilities that define baseline needs for
Capability Framework	solutions and services in the FM QSMO Marketplace Catalog,
(FMCF)	including cloud-based core financial systems (Core FS).
Financial Management	The organization that brokers Federal agency access to the
Quality Service	marketplace of modern, standards-based FM solutions and
Management Office	services and enables agencies to move away from outdated
(FM QSMO)	systems, improve government operations and performance, and
	advance government-wide financial management goals, including
	improved transparency and better use of data for decision making.
FM QSMO Marketplace	The collection of providers and FM solutions/services that have
	been vetted by the FM QSMO as meeting the FMCF standards
=11.00110.11	and capabilities.
FM QSMO Marketplace	The inventory of providers and FM solutions/services available to
Catalog	Federal agencies through the FM QSMO Marketplace.



Term	Description
FM Business	A category of FM QSMO Marketplace services and ancillary
Operations,	solutions that assist Federal agencies with financial management
Functional, and	business functions and operations such as guidance, reviews,
Analytical Support	transaction processing, reporting, and analytics.
Services	
FM Provider Service	Define how the government measures successful delivery based
Measures	on timelines, efficiency, and accuracy targets for FFM outcomes
	and successful delivery of CYB, ERM and ITS activities that
	support FFM activities.
FM Services and	Additional financial management solutions and services that are
Solutions	complementary to the Core FS offerings in the FM QSMO
	Marketplace.
FM Solutions/Services	Term used to refer generally to financial management solutions and services in the FM QSMO Marketplace from commercial and Federal providers (i.e., Core FS solutions and offerings in the FM Services and Solutions category may all be referred to as "FM solutions/services").
FM Solution/Service	A category of FM QSMO Marketplace services and ancillary
Adoption and	solutions that assist Federal agencies in identifying, selecting,
Transition Services	acquiring, migrating to, and using FM solutions/services effectively
	and efficiently.
FM Solution/Service	A consistent format for defining the FFM Functions/Activities
Definition Template	supported by an FM solution/service, the assets (Service Delivery Layers) and resources (Service Delivery Resources) provided by the service provider and required from the service customer, and the respective responsibilities when providing and using the FM solution/service.
FM Solution/Service Evaluation Criteria	These criteria are used by the FM QSMO when evaluating potential offerings for the FM QSMO Marketplace and during Federal agency acquisition. The criteria include business, technology design, and technology operation criteria for evaluating FM solutions/services and programmatic, economic, and organizational criteria for evaluating the providers of FM solutions/services.
FM Technology Operations Support Services	A category of FM QSMO Marketplace services and ancillary solutions that assist Federal agencies with financial management technology implementation and operations.
FM Workforce	A category of FM QSMO Marketplace services and ancillary
Development Services	solutions that assist Federal agencies in developing their
	workforce's knowledge and skills needed to execute and improve
	financial management operations.
Function	A breakdown of an administrative or mission-support domain (FIBF Functional Area) into categories of processes that provide identifiable outcomes/outputs to service customers.
Functional Area	An administrative or mission-support domain defined in the FIBF that provides outcomes/outputs which enable service customers (e.g., program offices) to deliver on their missions and accomplish their Federal business operations.



Term	Description
Horizontal Functional	An FIBF Functional Area that executes FIBF Functions/Activities
Area	providing outcomes/outputs across all of the Vertical Functional
	Areas throughout execution of their business lifecycle (e.g., CYB-
	Cybersecurity, ITS-Information Technology Services).
Infrastructure-as-a-	A technology service delivery model that provides customers the
Service (laaS)	use of processing, storage, networks and other fundamental
	computing resources where the customer is able to deploy and
	operate their own software, which can include operating systems
	and applications. The customer does not manage or control the
	underlying infrastructure, but has control over guest operating
	systems, storage, and deployed applications; and possibly limited
Information	control of select networking components (e.g., host firewalls). ⁴ A framework designed to standardize the selection, planning,
Technology	delivery, maintenance, and overall lifecycle of information
Infrastructure Library	technology services.
(ITIL)	toormology sorvices.
ITS Service Measures	The subset of FIBF Service Measures (activity and performance
	measures) used to evaluate Information Technology Services
	(ITS) FIBF Functions/Activities provided to service customers.
Line of Business	An OMB designated domain of Federal business operations.
Multi-tenancy	The ability to support multiple user organizations and their specific
	configuration/enhancements/extensions within a single Solution
	Instance.
Platform-as-a-Service	A technology service delivery model that provides customers the
(PaaS)	ability to develop in and deploy onto the provider's infrastructure
	acquired applications or applications created using programming languages, libraries, services, and tools supported by the provider.
	The customer does not manage or control the underlying
	infrastructure but has control over the deployed applications and
	possibly configuration settings for the application-hosting
	environment. ⁵
Service Delivery	Categories of assets and processes used to deliver a
Layers	solution/service to service customers (e.g., facilities, hardware,
	software, data, application support).
Service Delivery	Categories of resources used to deliver a solution/service to
Resources	service customers (e.g., technology, workforce, advisory).
Service Measures	Define how the government measures successful delivery of
Software Baseline	outcomes based on timelines, efficiency, and accuracy targets. A specific combination of configuration, enhancements,
Solution	extensions, and/or custom code that is designated as the starting
Colution	point for all implementations of the software solution (may be
	referred to as "common code base").
Software Solution	A vendor software product plus associated configurations,
	enhancements, extensions, and/or custom code that enables
	business capabilities.
	Dushicss capabilities.

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 https://csrc.nist.gov/glossary/term/platform_as_a_service



Term	Description
Software Solution Version	A specific iteration of the vendor software product's configuration items that includes defined functionality; versions typically use a naming convention that enables the sequence or date of each iteration to be identified.
Software Solution Release	A collection of new, upgraded, or updated vendor software product configuration items identified by their particular Version; typically, a Release (also referred to as a "Release Package") includes new features and capabilities and incorporates previous changes to business functions and capabilities developed through patches or fixes. A Release may necessitate related process or technology changes; a new Version always implies a new Release will be issued at some point in time.
Solution Instance	A single copy of a specific Software Solution Version/Release running in a specifically assigned Environment.
Software-as-a-Service (SaaS)	A technology service delivery model that provides customers the use of the provider's applications running on the provider's infrastructure (network, servers, operating systems, storage). The customer does not manage or control the infrastructure or application capabilities, with the possible exception of limited user-specific application configuration settings. ⁶
Task Order Review Board (TORB)	A group of FM QSMO Marketplace business and technology representatives that evaluate agency-specific configurations, enhancements, and extensions for conflicts with and potential additions to the FMCF Standards.
Technology Business Management (TBM)	An IT management framework that implements a standard IT spend taxonomy; it implements a standard way to categorize IT costs, technologies, resources, applications and services. ⁷
Treasury Centralized Services	Solutions/services offered by the Treasury Fiscal Service to meet a range of financial management needs.
Vertical Functional Area	An FIBF Functional Area that executes a full business lifecycle of FIBF Functions/Activities providing outcomes/outputs for a specific domain of Federal business operations (e.g., FFM-Federal Financial Management, GRM-Grants Management).

https://csrc.nist.gov/glossary/term/software as a service
 https://www.cio.gov/policies-and-priorities/tbm/