



**GAUGE**  
**2021 REPORT**

Creating a Winning Proposal





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5TH EDITION | August 2021

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## NEW THIS YEAR!

**Take note** of our “Focus on Winning” callouts on factors that can make or break your proposal award.



**Watch for** deep dives of data by company size and NAICS codes plus our new Do’s and Don’ts at the end of each section.



**G** Government Contract Compliance

**A** Accounting

**U** Utilization

**G** Growth

**E** Efficiencies

## Pressures Impacting the GovCon Industry

COVID-19 Vaccine Protocols

Diversity, Equity & Inclusion

Virtual/Hybrid Working

Large Procurements & Government Spending

Infrastructure Spending

Supply Chain Disruptions

CMMC

Looming Inflation

American Made

Cyber Attacks

M&A

● New in 2021



# EXECUTIVE SUMMARY

The fifth annual GAUGE is a tool for the government contracting community to gain valuable insights into industry best practices and key performance indicators. It is a valuable tool for contractors at every phase of evolution who are striving to improve and learn from others' success. The report consolidates survey responses and provides key insights to address current challenges and identify key metrics to benchmark your organization against competitors—a key offering, as the main concern for executives this year is **competition**. In 2021, competition was the number one issue causing sleepless nights for executives and managers. You can use this report to help your organization rise above your peers and win more business.

The COVID-19 paradigm shift has been over-discussed, so we will not belabor that point. Instead, we're looking at the present state of the industry and what we think the future holds. Funding for government contractors is not decreasing, so there is continued reason for optimism. Though new COVID-19 spikes could lead to shifts backwards, reopening has been happening in stages, and companies are deciding what best fits their business strategy: some workers are fully remote now

while others have a hybrid remote/office option, and in some places in-person networking is on the table again. As we discussed in the 2020 report, a reopening strategy is a must, and contractors have largely stepped up to the plate.

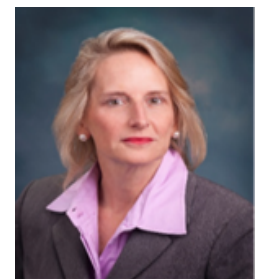
Remote interactions have brought cybersecurity to the forefront of everyone's mind, so this report contains a road map for CMMC compliance. The CMMC road has yet to be paved, but increased security for national defense data will certainly be a part of that. You will hear from two companies and CISO experts about their CMMC journeys. (See [CMMC Journey and Voice of the Customer](#).)

It is nice to be able to say that for yet another year the federal government is a very stable customer. A likely passing of an infrastructure bill will provide contracts and jobs to many contractors and Americans. We hope that the information and insights we provide in the 2021 GAUGE will help you prepare and thrive as you move forward to meet the challenges ahead.

*Kim Koster*     *Christine B. Williamson*



Kim Koster  
VP of GovCon Strategy  
Unanet



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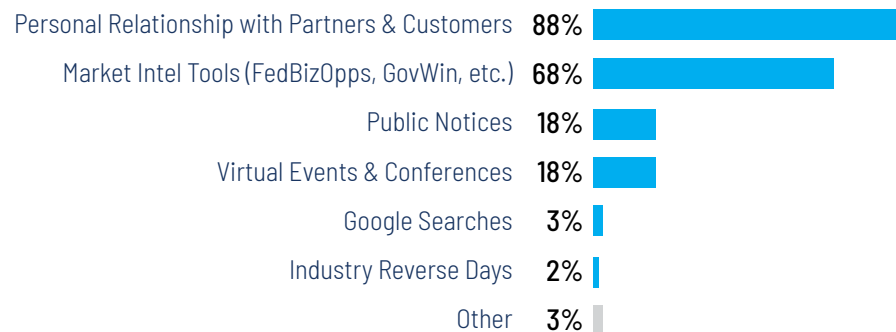
# REPORT HIGHLIGHTS

We have learned so many things from the COVID-19 pandemic. We pivoted in ways we never thought we could, weathering the global shutdown, work and school from home, and adaption to video everything. It was a challenge for everyone — whether you're technology savvy or not. One thing that became abundantly clear is that people are social. 88% of our respondents say they use personal relationships over other approaches to finding new opportunities. Therefore, it is not surprising that being unable to foster those relationships in person has pushed competition to the forefront of government contractors' minds. Pivoting to fist bumping and sharing a cup of coffee when possible will go a long way to fueling the capture process.

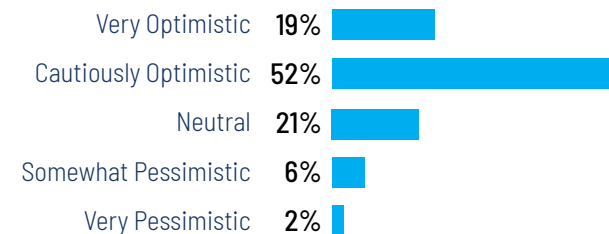
The increase in federal budget spending is a huge factor in the continued optimism we have seen over the year, with 71% of government contractors being overall optimistic. Notably, there is more pessimism in the <\$25M in annual revenue group, likely because they need new awards to grow, and the competition is out swinging.

Competition for government contracts in 2021 displaced resource recruiting/retention to become the biggest concern for what's keeping executives up at night. We attribute that at least partially to the dramatic change in recruiting practices, as companies moved to hiring anywhere across the globe to obtain the best people to fill jobs.

## What are the top two approaches you are currently using to find new opportunities?



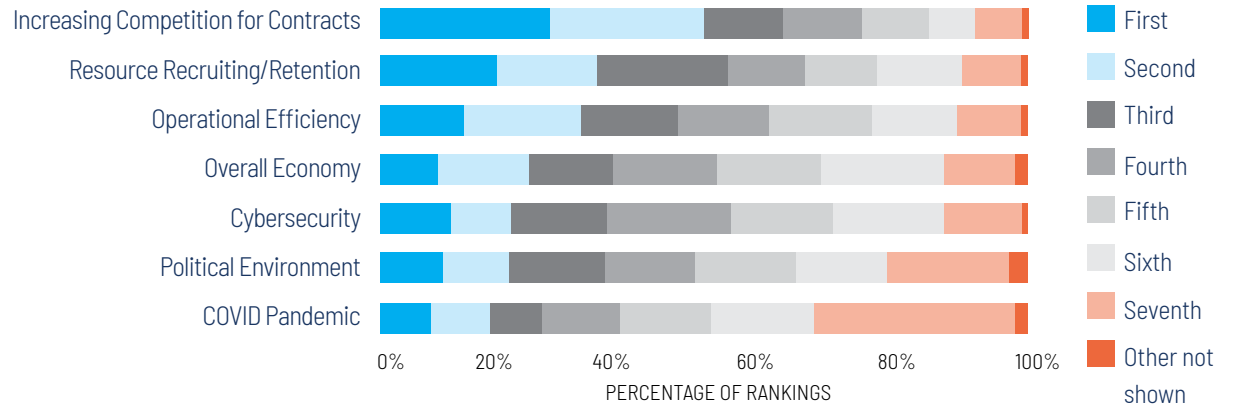
## How would you characterize the current business environment for government contracting?



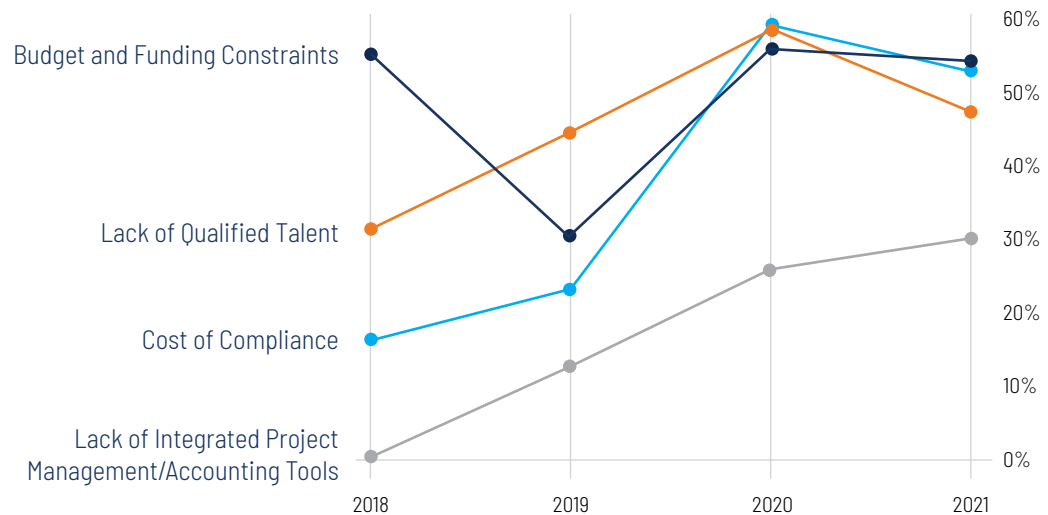
Our respondents said the political environment and cybersecurity are now equally battling in the rankings at approximately 20%, while operational efficiency dropped dramatically from the 2020 rankings as a concern, from 55% to 37%. With the presidential election over, the political environment is no longer top of mind in 2021, but the COVID-19 pandemic made it to the list of concerns this year.

The 40% of finance (CFO, Controller, Accounting and Finance) respondents will be pleased to read that there is a clearer focus on growth and profitability this year. Despite optimism in the government contracting environment, there is also a realistic understanding that neither is ever guaranteed. In fact, organic growth (particularly for the higher revenue bands) and uncertain federal spending are top financial concerns, found in our [Accounting Section](#), for many organizations. Forecasting is increasingly a project management challenge, found in our [Utilization Section](#), that makes it difficult to manage profit margins. Budget and funding constraints, cost of compliance, and lack of qualified talent are also all significant concerns to organizations, although lack of qualified talent has dropped from 58% to 48% in 2021. The cost of compliance reduced from 60% to 53%, and, not surprisingly, is more of a challenge for the smaller companies.

Rank what issues “keep you up at night” regarding your organization today.



What issues are of the most concern to your GovCon organization today? (Select all that apply)



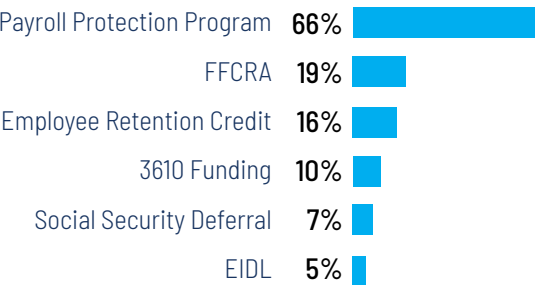


Sometimes an indirect measure is all that's available, and that's where having benchmark data from a report like the GAUGE can be invaluable to winning – even if it's just a comparison of perceptions, opinions, and challenges. Our GAUGE report includes:

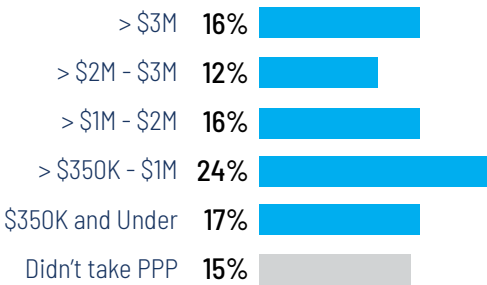
- Business outlook, performance and operational metrics
- Top overall organizational challenges and opportunities
- Project management approach, performance, opportunities and challenges
- Workforce / talent needs, composition, costs, strategy and policies, challenges, etc.
- Compliance / audit experiences, challenges, costs and key metrics
- Technology usage and needs
- An annual theme

We would be remiss if we did not discuss the CARES Act relief received during the pandemic. Two-thirds of respondent companies received funding from the Payroll Protection Program (PPP). Loan amounts varied, with \$350K - \$1M being the most common by respondent, however, more than a quarter of respondents received more than \$2M in relief. Most were surprised by the DCAA guidance issued in January 2021 to the DCAA audit teams, stating that FAR Part 31 was theoretically broadened to consider PPP forgiveness as a credit to current or future indirect rates, and possibly a direct credit on cost-type contracts. Based on the uncertainty of keeping employees employed, many government contractors took the PPP loan intending to apply for (or having already applied for and obtained) forgiveness. Round one of 2020 PPP volume totaled an unprecedented approximately 5.2 million loans, lending out \$521.2 billion dollars of aid.

**What sort of CARES Act funding did your company receive? (Select all that apply)**



**What was the amount of your Company's PPP loan?**





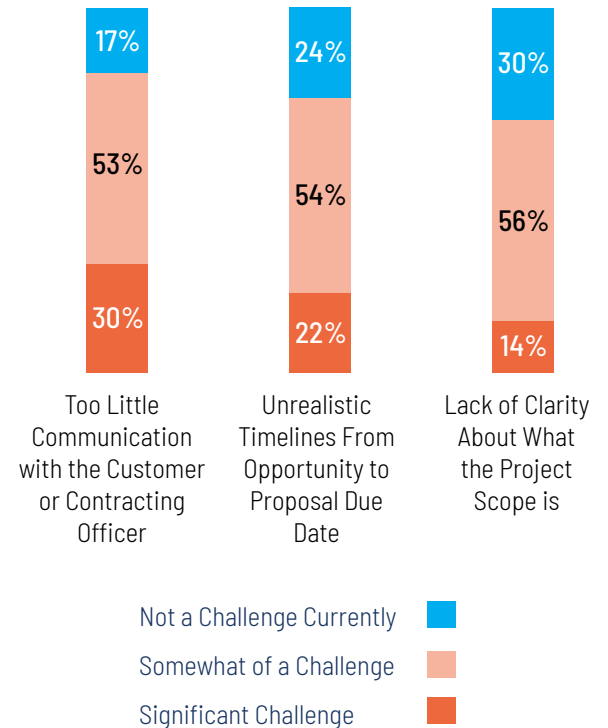
# USING THE GAUGE

## Creating a Winning Proposal

Creating a winning proposal is the theme of the 2021 GAUGE — a focus tailored to the enormous federal government appropriations in 2020 and the upcoming possibility of a massive infrastructure spending bill. It’s proposal season all day, every day. In government contracting, organizations grow or shrink — none stand still, changes happen fast, and winning is the key to it all. Looking for an exit in a few years? Winning is essential. Looking for a capital infusion? Winning is essential. Negotiating a better deal on a line of credit? Winning is essential.

Whether you’re answering a request for proposal (RFP) from the federal government or a commercial entity, there are specific do’s and don’ts for the proposal process. Follow the **seven key components of proposal success** and take note of our **“Do’s and Don’ts”** at the end of each section. We hope this year’s theme helps bring to light the importance of your company’s proposal process, reminds you of tried and true advice, and gives you the tools to win.

### Challenges Preparing Proposals





## SWOT Analysis

 <b>Strengths</b> <ul style="list-style-type: none"><li>• What do we do well?</li><li>• What is our competitive advantage?</li><li>• What do we do that no one else does?</li><li>• What resources do we have at our disposal?</li></ul>	 <b>Weaknesses</b> <ul style="list-style-type: none"><li>• What are we bad at? What needs improvement?</li><li>• What do our competitors do better?</li><li>• What do our clients complain about?</li><li>• What disadvantages does our team carry?</li><li>• What resources are we lacking?</li></ul>
 <b>Opportunities</b> <ul style="list-style-type: none"><li>• How can we leverage our strengths into opportunities?</li><li>• What new trends exist that we can take advantage of?</li><li>• How can we increase profitability?</li></ul>	 <b>Threats</b> <ul style="list-style-type: none"><li>• What is our existing competition doing to unseat us/increase their PWin?</li><li>• What other obstacles or threats exist that can harm or hurt our PWin chances?</li><li>• What are our competitors doing to ghost us and our chances?</li></ul>

## Better Proposals

Proposals are always important, and usually difficult to manage. Despite that, the quality of an RFP response is the difference between getting an award or not. Many contractors lack the processes required to consistently write a winning proposal. The problem is not just the technical volume. Showcasing your subject matter expertise and experience is just the start. Today, you also have to price to win. That means knowing how your rates will be impacted by a win, what resources will be available to do the work, and how using those resources will affect existing work. Guessing, even informed guessing, often isn't sufficient because even if your proposal is selected, a wrong guess could make your hard-won contract a losing proposition. Successful proposals leverage not only what you know, but also how you use that information to pick the right targets and properly price the proposal to be profitable when you win.

## 7 Key Proposal Steps

### 1. Make Effective Bid/No-Bid Decisions

Companies need to have an adequate process in place to make effective bid/no-bid decisions. Scoring systems, goal setting and adequate review can help focus efforts on the best opportunities. Don't be afraid of a no-bid decision if the opportunity isn't right.

*Perform a SWOT analysis to make a sound decision (see our SWOT table).*

### 2. Research and Influence the Opportunity

Research your customer and understand expectations. Use comments and questions to influence the opportunity. Ensure that your questions demonstrate a thorough understanding and review of the RFP. *If certain requirements in an RFP are not acceptable to your company, consider requesting a change.*

### 3. Develop a Sound Win Strategy

Understand how your solution best meets the needs of the customer and why you're the right company to win. *Review the solicitation with multiple teams—Green, Red and Gold—to ensure you have covered all the RFP areas (see our Proposal Review Process suggestions).*

### 4. Conduct a Competitive Analysis

Conduct a competitive analysis to understand the likelihood of winning the opportunity and size up the competition. Use the analysis to identify any areas where you can offer something unique. *Make your company part of the 12% of respondents who said they are excellent at assessing the competition.*

## Proposal Review Process

### Green Team

- Typically does a review of the initial rough draft of both the Technical and Cost Proposals.
- Includes Basis of Estimate (BOE) and pricing methodologies used.

### Red Team

- Typically reviews the refined draft to ensure all aspects of the solicitation are included in the proposal (compliance matrix).
- Reviews corrections made from Green Team review.

### Gold Team

- Typically performs final review just prior to submission (upper management).
- Can include “TINA Sweep” if required.

## More Responsive Proposals

Proposals often aren't “one and done.” Of course, the initial proposal submission should be absolutely the best it can be — sometimes there's no second chance, especially if the evaluation is Low Price Technically Acceptable (LPTA). But just as often, a revised proposal is required. Revisions may simply address a clarification or a change in the terms and conditions (T&Cs); with the federal government, there's a very real likelihood of change in the agency's requirements. Often, at least one round of Best and Final Offers (BAFOs) is common, and on larger, more complex procurements, multiple rounds are possible. All of which substantiates that refining the estimate, confirming resource availability, and keeping the contingency plan up-to-date should continue even after the proposal is in the hands of the contracting officer.

## 7 Key Proposal Steps

### 5. Assemble a Winning Team

Understand RFP requirements for selecting both subcontractors and teaming partners. Consider teaming with a new company that may bring unique approaches to the table. *Avoid selecting subcontractors and partners that fail to add anything significant to your offer.*

### 6. Perform Price to Win Analysis

Consider your competition, solutions to the RFP and their related costs, and how the award will be made (LPTA, best value, technical, etc.). *Determine what price you expect to win the award.*

### 7. Support the Proposal Team

Define the proposal team members and structure. Everyone needs to understand their responsibilities and have bandwidth to complete their tasks. If the proposal team will need information from other individuals in the company — such as an HR or subject matter expert — ensure that the other individuals are aware and ready to provide the needed information. *Get buy-in from management on the timeline for reviews.*

*Steps adapted from Red Team Consulting.*

This significant level of effort is a must for major procurements, new customers, or must-win recompetes, but it is fraught with difficulty. When it's time to reprice, restaff, or update the technical volume, most organizations can only hope that the time allowed will be at least half what it should be — and that takes preparation. Using tools that streamline the proposal process is key. Manually updating proposals for changes, whether it's a minor time shift or a major change in technical approach, can be time-consuming and error prone.

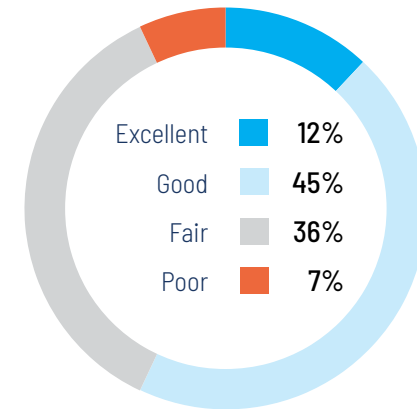
### Proposal Automation Tools

Buyers, investors and lenders are all becoming more sophisticated, and they are always risk averse. They want to see that you can leverage proposal data to produce information that fuels growth and wins work. Organizations need to have tools and processes that are scalable and capable; tools that use all the information at your disposal to pick the right targets, and keep the cost of your internal processes low. Our respondents struggled with sub-optimal tools for CRM and pipeline: 24% are still stuck in manual processes using Excel, 10% use some other tool, and 30% use no CRM tool at all. A staggering 44% report using Excel as their pipeline tool, and this helps to explain why win rates are low and business development funding is always in short supply. Process efficiencies improve outcomes, and government contractors need to make investments here to improve efficiency.

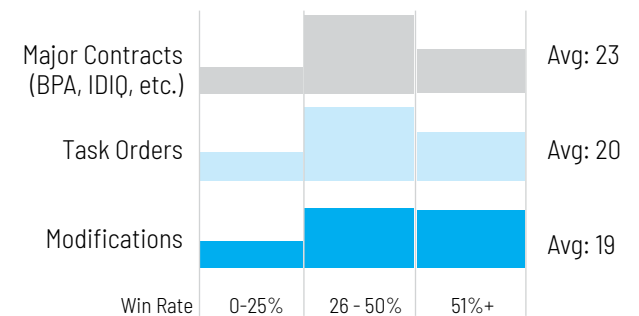
### Volume of Proposals

In general, our respondents over a 12-month period are preparing a combined total of 62 proposals across major contracts, task orders and modifications. Proposal teams are constantly navigating communication and deadline challenges. Most say too little communication with the customer/contracting office (83%), unrealistic timelines (76%), and lack of clarity about project scope (70%) are at least somewhat of a challenge when preparing proposals.

How well do you think your organization assesses the competition during the bid process?



Average Number of Proposals Prepared in 12-Month Period

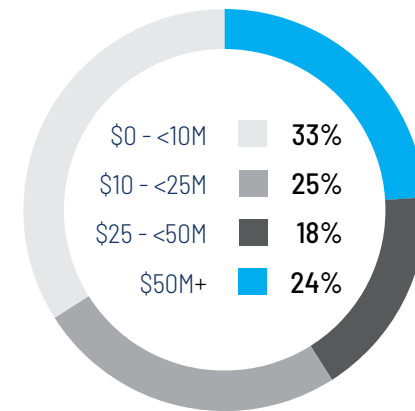




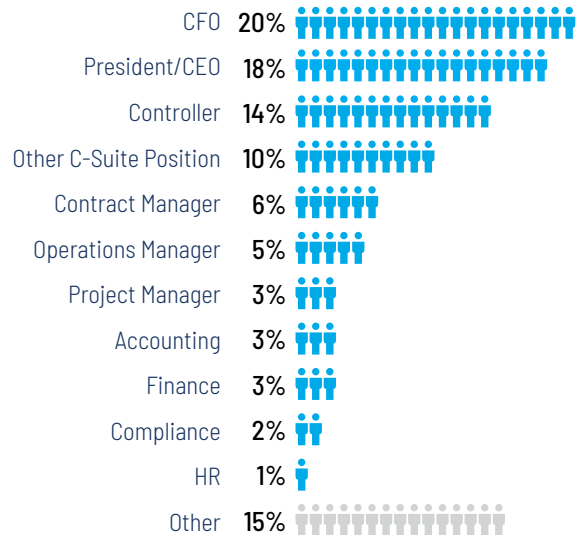
# SURVEY RESPONDENTS, OBJECTIVES, & BACKGROUND

Since 2017, Unanet and CohnReznick LLP (CohnReznick) have collaborated to conduct an annual study of government contractors, which we use to develop the GAUGE report – a benchmarking tool with insights into industry practices and metrics. The study includes input from government contractors, with the goal of providing timely data to help government contractors address important challenges, identify key performance indicators, and benchmark themselves against the competition. The 2021 GAUGE report reflects more than 1,400 contributors between January and May 2021. The diversity of responses this year is exceptional, with an even spread across revenue bands, job titles, NAICS, entity types and revenue sources.

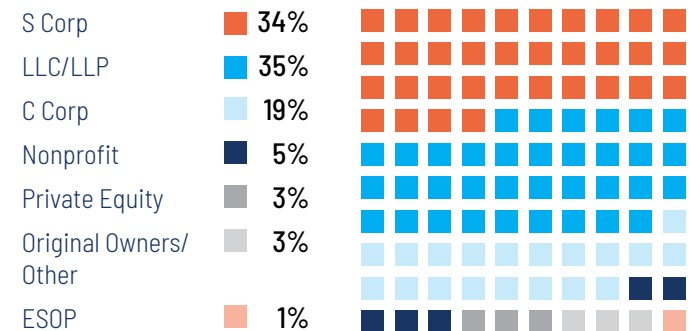
Respondents by Annual Revenue



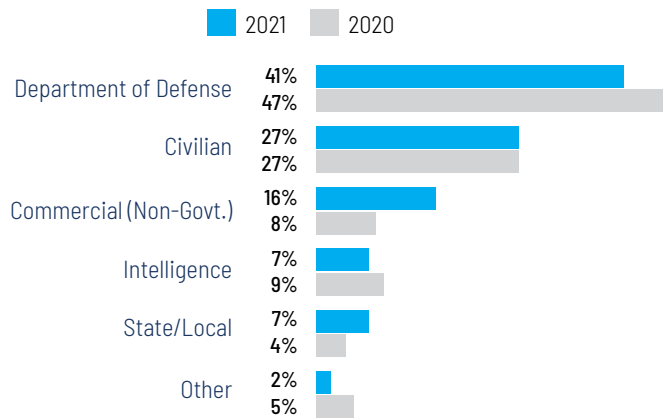
Respondents by Job Title



Respondents by Entity Structure

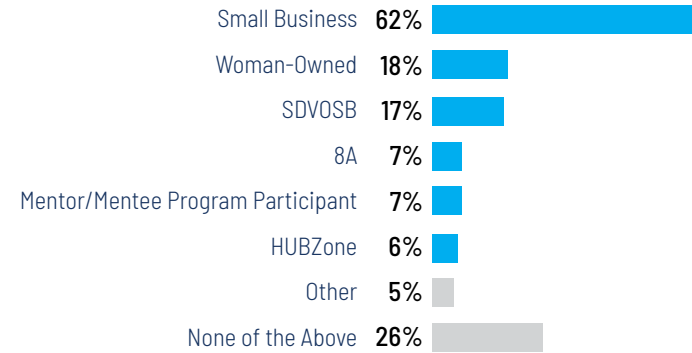


### Respondents % of Revenue Sources

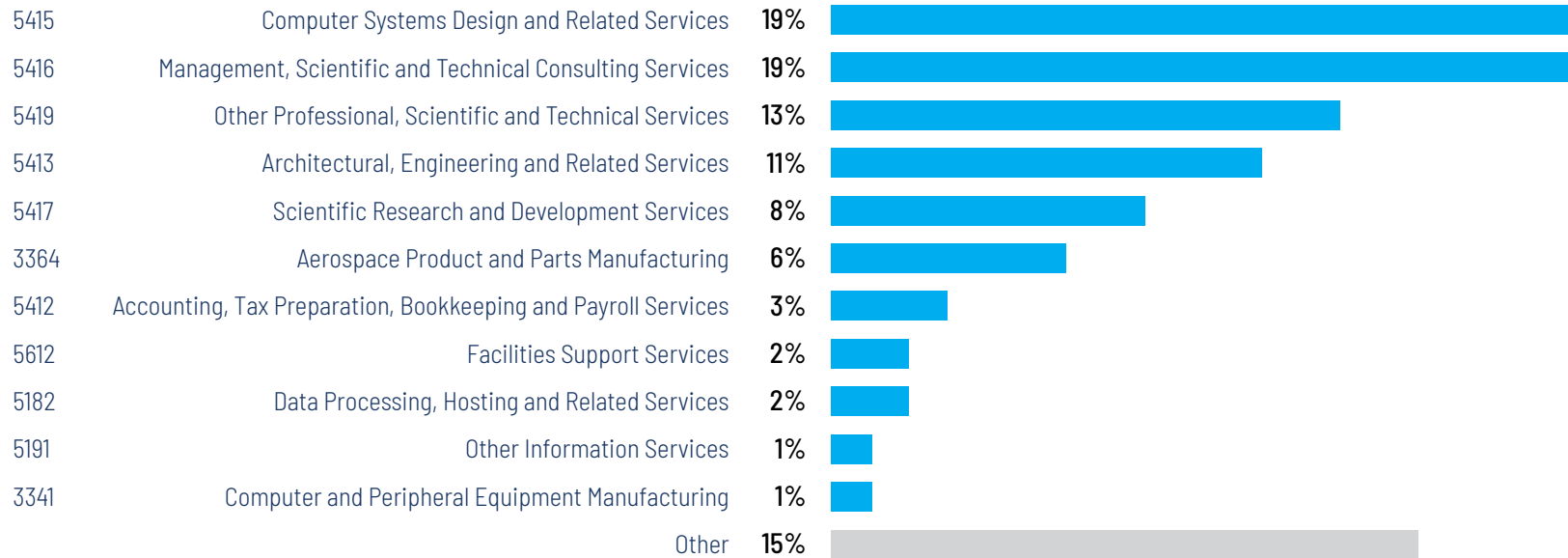


### Respondents by Set-Aside Designations

(Select all that apply)



### Respondents by NAICS Industry Group Code



# G.

## GOVERNMENT CONTRACT COMPLIANCE

This section of the GAUGE is all about understanding what it's like to be a compliant government contractor. We cover government audit types, the effects of incurred costs on cost structure, and trends that delay or challenge contractors in areas such as timekeeping, executive compensation, unallowables and CAS compliance.

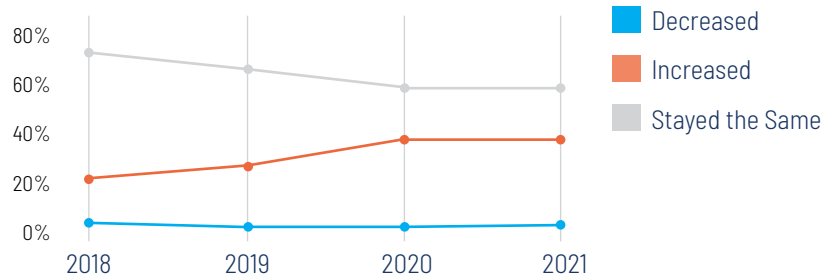
### Key Takeaways

- Most respondents' companies fall into CMMC Level 3, with very few in Level 4 or 5.
- Accounting System-Post Award is the most commonly chosen business system anticipated as being a point winner on recent and upcoming RFPs, followed by Pre-Award Accounting/SF1408.
- The majority of companies provide annual trainings for Code of Conduct, followed by Conflict of Interest (which has diminished since previous years), and Diversity and Inclusion.
- 40% indicate they know which of their contracts are subject to defective pricing.
- Very few (5%) have decreased; one-third experienced an increase and 60% stayed the same in government oversight.
- Rates, followed by timekeeping, are the top audit challenges respondents' companies faced last year.
- The majority of companies report having less than \$10K of questioned costs in their last Incurred Cost Submission, an increase from last year.
- There is a fairly even split between those who are aware of performing TINA sweeps prior to final contract negotiations and those who are not.



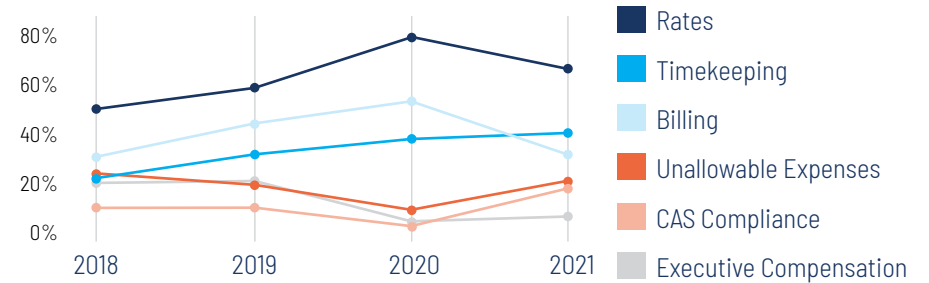
Only about one in five government contractors (22%) are "very confident" in their ability to use proposal records to support their position on pricing. With the increase in defective pricing and business system audits, make sure your documentation is airtight. DCAA reported sustaining 65% in questioned costs on Defective Pricing (TINA), CAS and Business System audits in their report dated March 2021 to Congress.

### How would you describe the change in government oversight for your company over the past year?



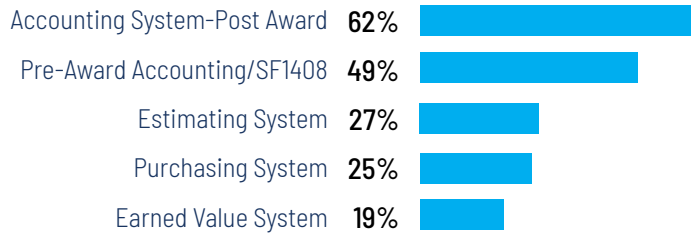
### Government Audit challenges ranked year over year.

(Year Over Year Data, % Ranked 1st or 2nd Shown)

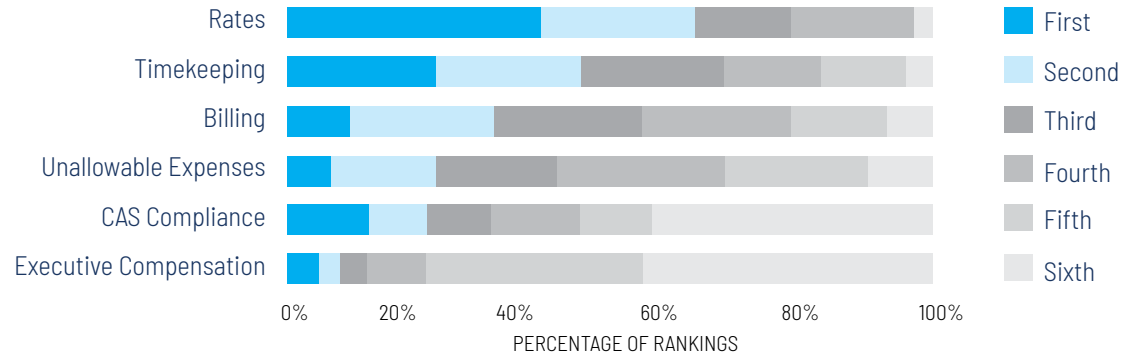


### Business Systems Anticipated as Point Winners for Recent/Upcoming RFPs

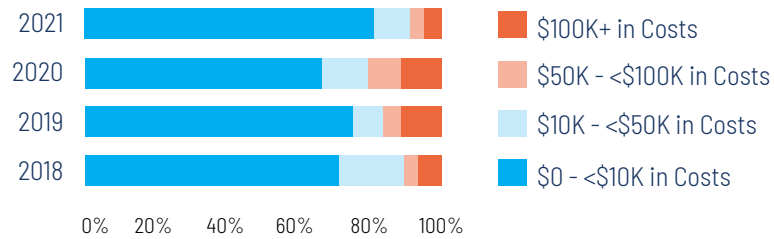
(Select All That Apply)



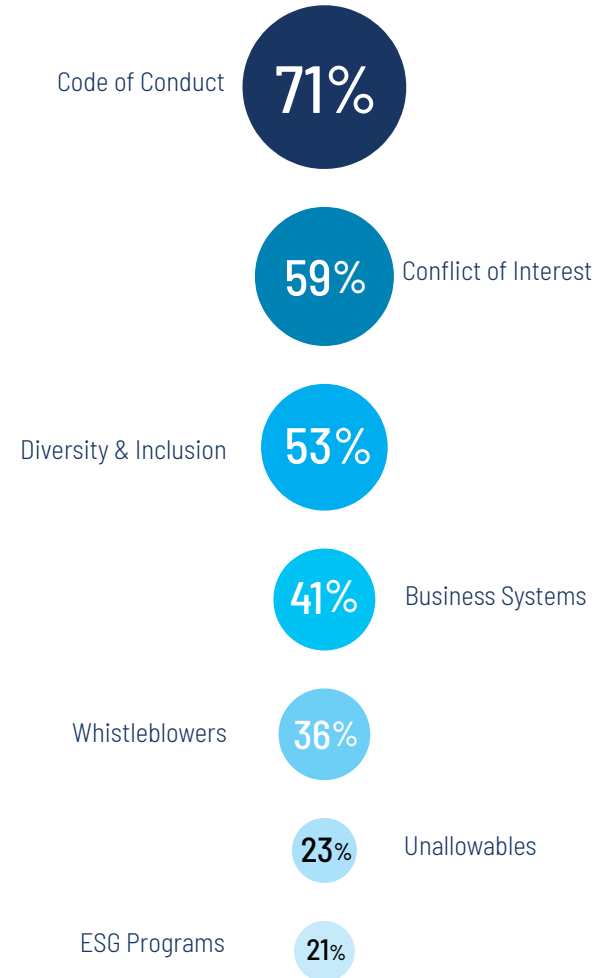
### Rank the Government Audit challenges your company faced last year.



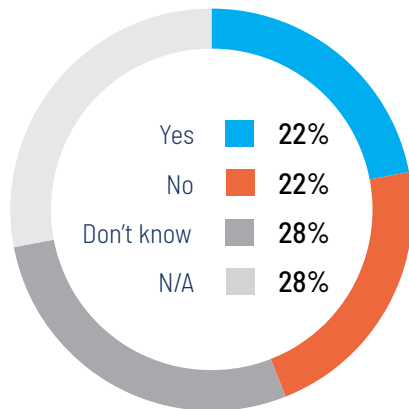
### What was the amount of questioned costs from your company's last Incurred Cost Submission?



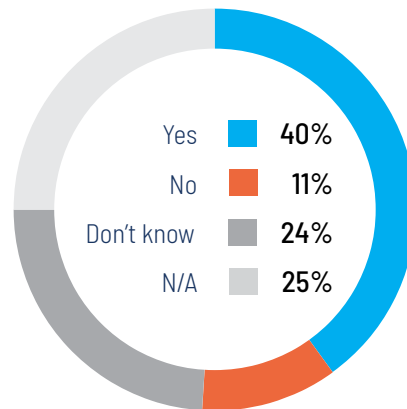
### For which of the following does your company provide annual training? (Select all that apply)



### Did your company perform TINA sweeps prior to final negotiations?



### Do you know which of your company's contracts are subject to defective pricing?

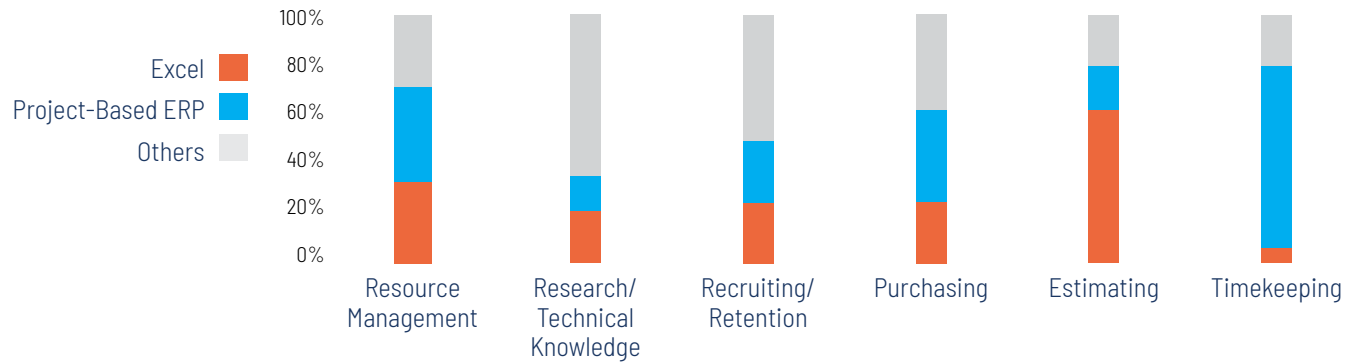




Which of the following DCAA Audits did your company endure last year?  
(Select all that apply)

Audit Type	Total	By Annual Revenue			
		\$0 - <\$10M	\$10 - <\$25M	\$25 - <\$50M	\$50M+
Incurring Cost Submission	26%	21%	27%	18%	39%
Accounting System-Post Award	17%	15%	17%	15%	22%
Pre-Award Accounting/SF1408	16%	14%	17%	9%	24%
Proposal	14%	10%	5%	15%	29%
Forward Pricing	9%	4%	8%	3%	22%
Labor Floor Check	9%	3%	3%	9%	25%
CAS	5%	4%	2%	3%	14%
Property System	5%	1%	0%	15%	12%
Purchasing System	5%	1%	2%	6%	14%
Estimating System	5%	3%	3%	0%	12%
MMAS	2%	1%	0%	3%	6%
Defective Pricing	2%	3%	2%	0%	4%
Earned Value System	1%	1%	0%	3%	2%
N/A for the Year	52%	63%	54%	44%	39%

What specific technology tools do you use in each of the following areas?  
(select one for each area)



## Proposal Do's and Don'ts: Proposal Team Intelligence

### DO

- Meet with the client and acquisition team. Find out what they want as well as what the hot button issues and concerns are.
- Find out who is the incumbent and who is the competition. Perform SWOT analysis on all.
- Perform background research on the Source Selection Committee, the acquisition strategy and the influencers. Meet with them.

### DON'T

- Wait until the last minute to see if all gaps are filled.
- Proceed without enough intelligence to properly assess whether you should be bidding on this opportunity and can produce a supportable PWin.

# A. ACCOUNTING

Government contractors account for cost in a detailed and specific manner. Here, we dive into how size and processes affect gross margin, invoice cycles, and Days Sales Outstanding (DSO). Use this section to review how you allocate your cost by location, function, customer or product/service, and what your largest indirect cost is (other than labor) affecting your earnings for a potential sale.

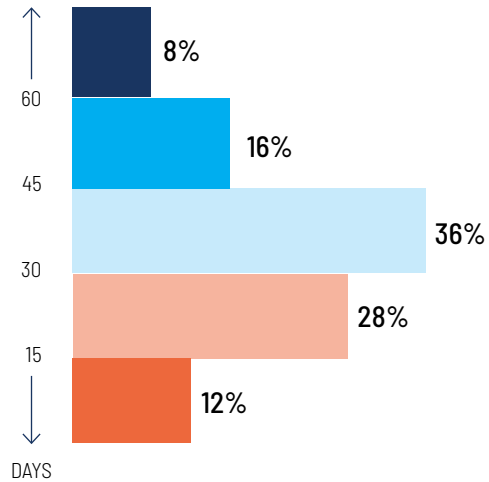
## Key Takeaways

- Approximately one-third of respondents have DSO between 31 and 45.
- Very few respondents merged in the past year, however, about a quarter state that buying is a priority for next year (similar to last year).
- Gross margin remains a key deal element in M&A as buyers focus on direct cost margins much more than indirect cost.
- Revenue is earned mostly from the top three: FP, T&M and CP, but OTAs climbed to 3% this year.
- Over the past three years, 1-3 and 4-10 times are the most common frequencies of requests for certified cost or pricing data.
- A third of respondents have an average invoice cycle of between six and 10 days.
- Just over one-quarter of respondents report a gross profit margin of over 45% in 2021.
- Location leads as the most common basis used for overhead rates, followed by Function and then Product/Service, used commonly in companies with revenue primarily from commercial sources.
- Respondents rank healthcare as the most substantial indirect cost, however, IT cost doubled in the rankings from 10% to 20% from the prior year, while facilities dropped from 50% to 40%.

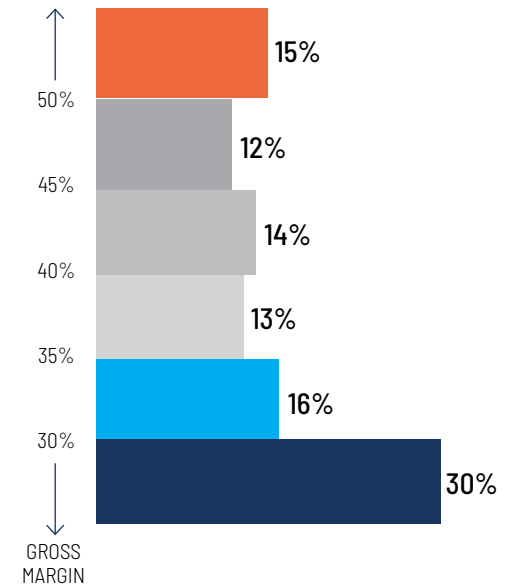


Compliant business system implementations are paramount for large RFP requirements, yet 26% of respondents said they either cannot afford to implement them, or will have to wait until an RFP requires a particular system. Whether you need one today or tomorrow, we suggest you start building an understanding now of what a federally compliant business system entails.

### What is your approximate Days Sales Outstanding (DSO)?



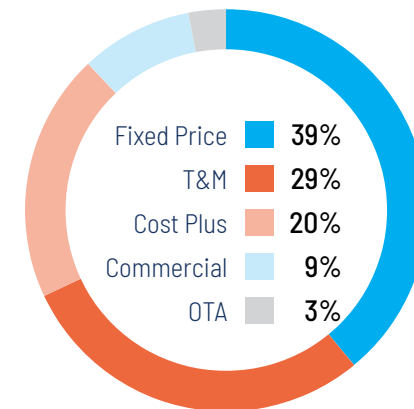
### What is your Gross Margin as a percent of revenue? (Direct Contract Cost/Revenue)



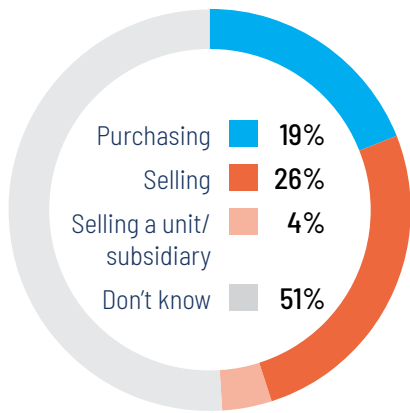
### Which of the following do you use as a basis for your overhead rates?

Basis	Total	By Annual Revenue			
		\$0 - <\$10M	\$10 - <\$25M	\$25 - <\$50M	\$50M+
Location	34%	33%	37%	35%	33%
Function	29%	23%	28%	35%	33%
Product/Service	22%	28%	23%	8%	22%
Customer	8%	3%	10%	16%	8%
Standard Costing (Manufacturers)	7%	13%	2%	6%	4%

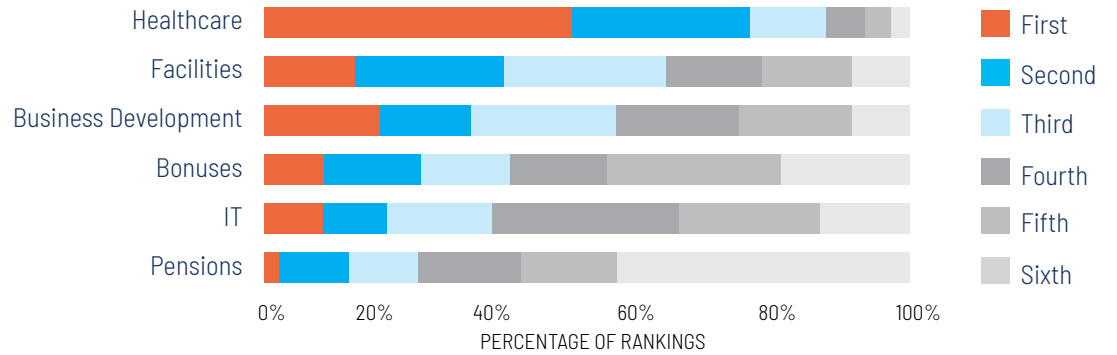
### What percent of your revenue came from the following types of contracts?



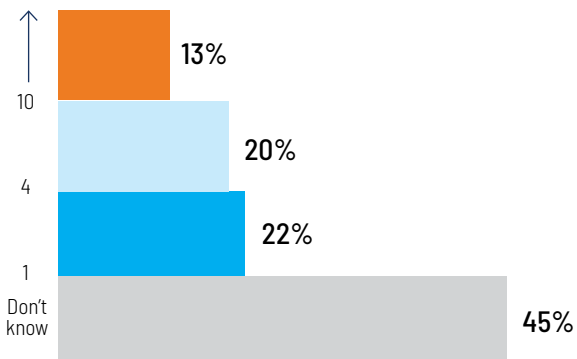
Are you thinking of selling or purchasing a business (or business unit/subsidiary) in the next 12 months?



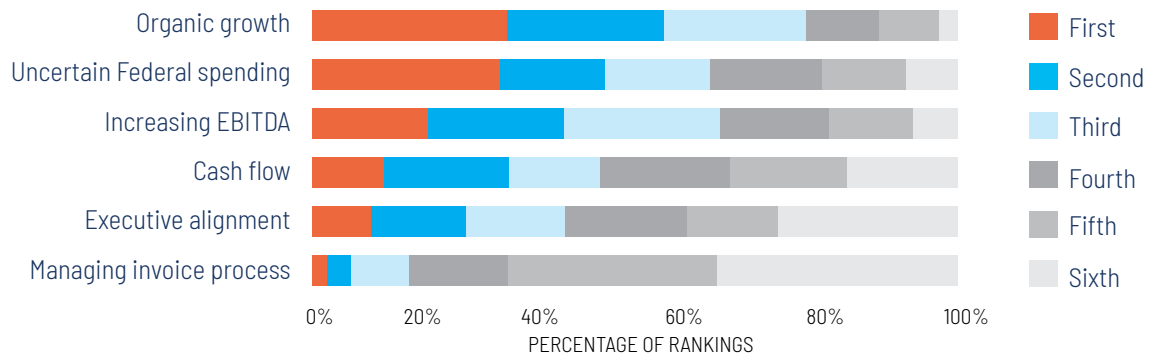
Rank the following indirect costs other than labor from highest to lowest expense.



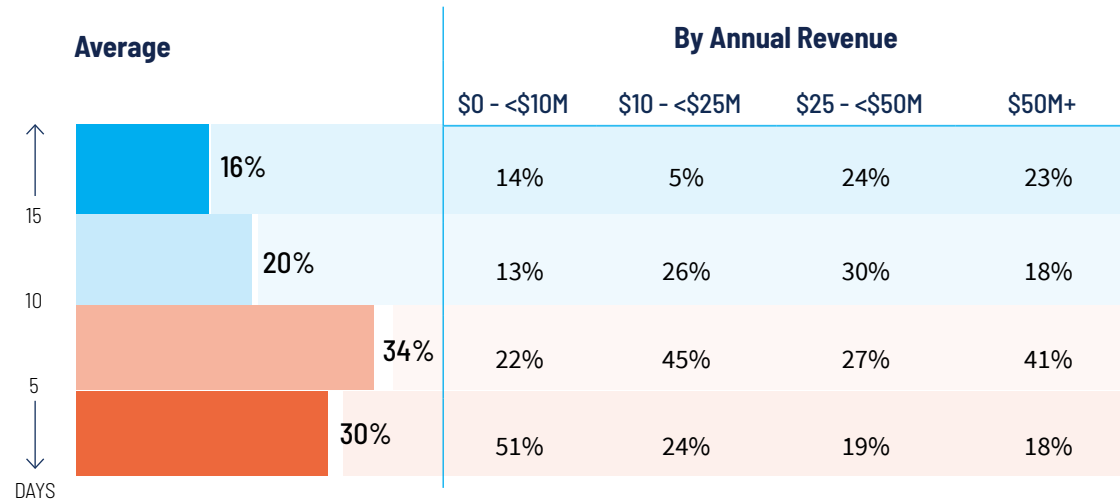
Over the past three years, how many times has your company been requested to submit certified cost or pricing data?



Rank the following financial challenges from most to least significant.



## What is your company's average Invoice cycle in days?



## Proposal Do's and Don'ts: Structure & Governance

### DO

- Conduct standing pre-RFP capture meetings 6, 12 or 18 months out, depending on the size and acquisition lifecycle timeframe.
- Assign a pre-RFP capture lead to drive the process.
- Ensure you are prepared for gate review before RFP hits: Make a go/no-go decision.

### DON'T

- Shut out less experienced staff. Assign them action items, have them take notes, and promote learning within the organization.
- Operate without a standing agenda. Leads should be reporting on action item status regularly.
- Rely on individuals to take their own notes. Email meeting summaries and updated action items immediately after meetings.

# U. UTILIZATION

Although winning contracts is key, to effectively follow through on a profitable proposal, a government contractor's management team must successfully manage people, subcontractors and consultants. This most popular section focuses on utilization of people and the efficiency of the contractor's project management practice. We also review workforce expectations and what full-time equivalents look like by functional back-office area.

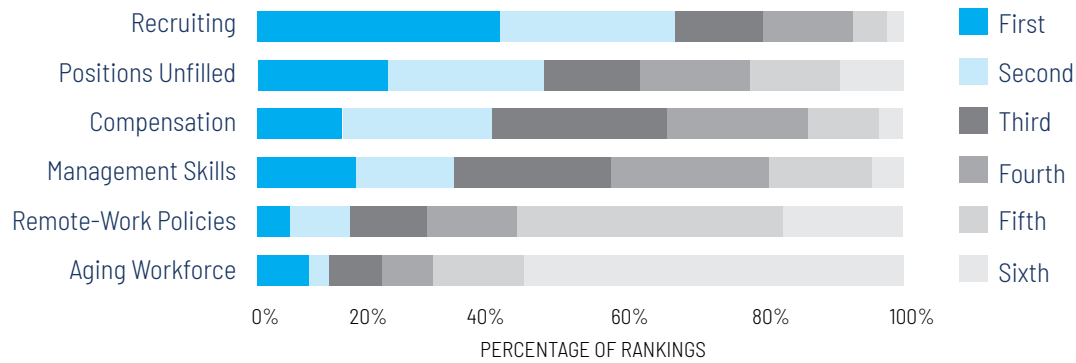
## Key Takeaways

- Over half of respondents indicate that more than 75% of their firm's projects are on or under budget, or delivered on time or sooner—similar to last year.
- Recruiting is seen as the most significant human resource challenge, followed by unfilled positions. Not surprisingly, with the COVID-19 pandemic, remote-work policies moved up in the rankings above aging workforce.
- Business development and accounting have the largest FTE headcount on average.
- Many respondents rank their project and resource management maturity as high.
- Three-quarters of organizations project their company's workforce size will grow in the upcoming year.
- Forecasting and inexperienced project managers are the top project management challenges among respondents.

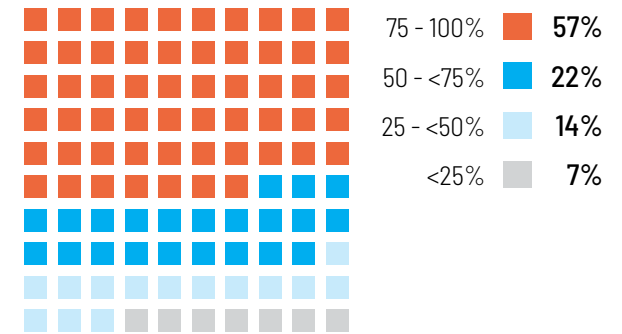


63% of respondents "sometimes adhere" to their company's business development cycle. As your business grows, so does the size and the complexity of your proposal team, therefore making processes and strategies for winning and capturing an increasingly important part of your business' culture.

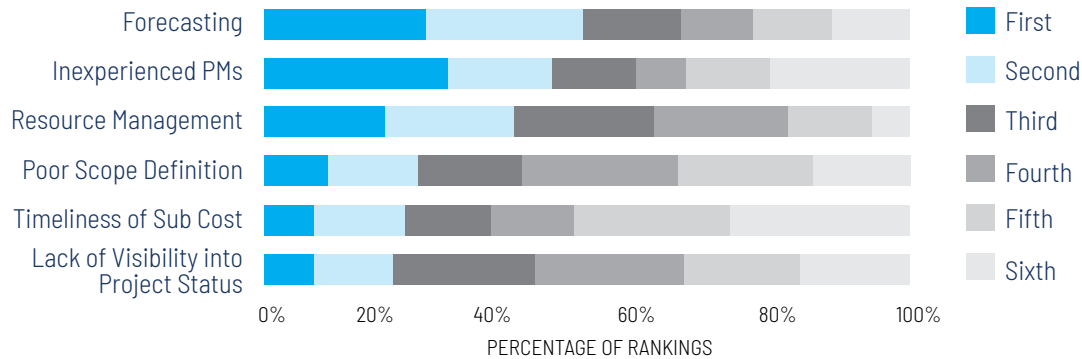
### Rank the following human resources challenges in order.



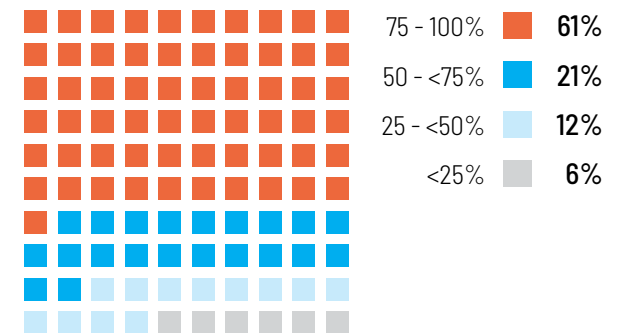
### What percent of your company's projects are reported as on or under budget?



### Rank the following project management challenges in order.



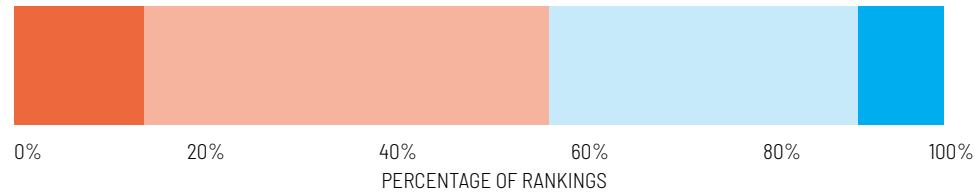
### What percent of your company's projects are reported as on time or sooner?





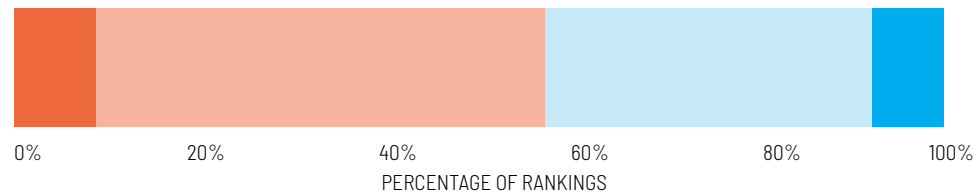
### How would you rate your company's project management practice?

- Very Mature 14%
- Somewhat Mature 44%
- Somewhat Immature 33%
- Very Immature 9%

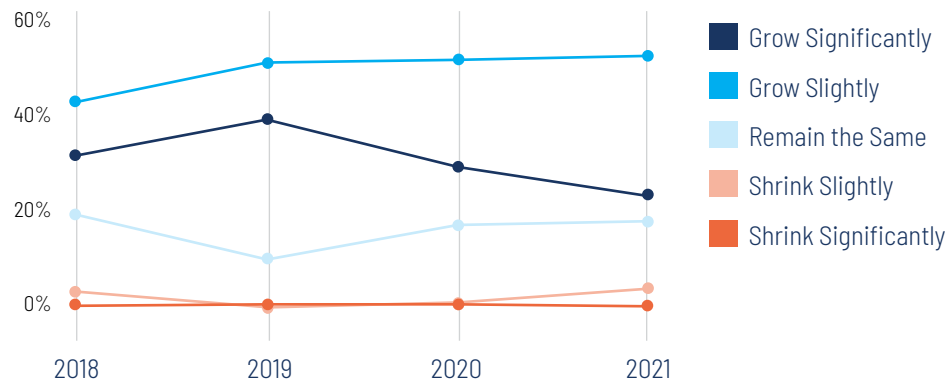


### How would you rate your company's resource management practice?

- Very Mature 9%
- Somewhat Mature 48%
- Somewhat Immature 35%
- Very Immature 8%



### What change in your company's workforce size do you expect in the upcoming year?



For each of the following functions, list the full-time equivalent (FTE) headcount at your company.

FTE	Average	By Annual Revenue				NAICS Code					
		\$0 - <\$10M	\$10 - <\$25M	\$25 - <\$50M	\$50M+	Aerospace Mfg (3364)	Arch & Engr (5413)	Comp. Systems Design (5415)	Mgmt/ Sci/Tech Consult. (5416)	Scientific Research & Dev (5417)	Other Prof/Sci/Tech Svcs. (5419)
<b>Business Development</b>	4.4	1.6	2.9	5.5	9.2	7.7	3.3	4.1	4.2	3.2	3.4
<b>Accounting</b>	4.3	1.7	2.5	4.2	9.9	6.7	4.5	2.9	3.6	3.2	2.9
<b>IT</b>	3.7	1.2	1.9	4.5	8.5	6.3	2.8	3.3	3.0	2.6	2.6
<b>Project Controls</b>	3.3	1.0	2.0	4.4	7.3	5.5	2.6	2.4	3.2	1.5	2.4
<b>Human Resources</b>	2.9	0.8	1.7	2.6	7.4	5.2	2.6	2.0	2.2	2.2	1.9
<b>Contracts</b>	2.8	1.0	1.6	2.2	7.1	7.4	2.3	1.5	2.4	2.1	2.0
<b>Recruiting</b>	2.3	0.5	1.4	2.3	5.8	3.9	1.3	2.0	2.2	1.2	2.0
<b>Compliance</b>	1.8	0.8	0.7	1.7	4.5	4.5	0.9	0.8	1.5	1.0	0.9
<b>Legal</b>	1.3	0.2	0.2	1.0	4.4	3.3	0.3	0.4	1.3	0.2	0.7
<b>Internal Audit</b>	1.1	0.3	0.3	0.6	3.5	3.1	0.1	0.3	0.9	0.3	0.6

## Proposal Do's and Don'ts: Meaningful Content Development

### DO

- Use simple wording and clear sentence structures. Use a professional proofreader, and ensure the content is easy to read.
- Use similar formatting — fonts, sizes and styles — throughout the entire proposal, including resumes.

### DON'T

- Parrot back the solicitation requirement. Explain how you are going to accomplish the feat!
- Adjust the customer's problems. Provide a solution as requested in the solicitation.
- Make the reader hunt. State your solution early in the paragraph.

# G. GROWTH



During the life-cycle of government contracting, the business needs good data on growth rates, profit expectations, and business development challenges and opportunities. A key to winning proposals is knowing how, what and why to bid on contracts which requires an understanding of which bids will be evaluated as either Low Price Technically Acceptable (LPTA) or Best Value.

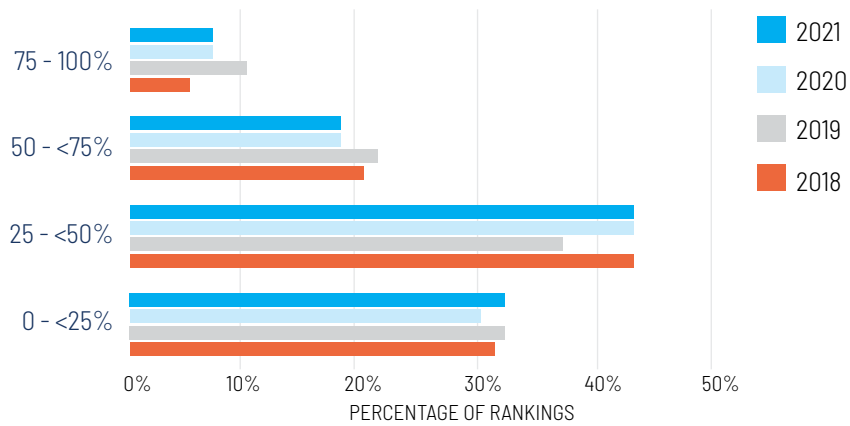
## Key Takeaways

- Over half of respondents report that individual awards make up the greatest share of their government revenue; IDIQ vehicles are the largest source of revenue for another quarter of respondents.
- One-third of respondents won 25% or fewer of the contracts they bid in the past 12 months, though some are optimistic their win rate will climb over the next year.
- There was no change in win rate for about half of the respondents.
- A focus on key differentiators is considered the most important pre-RFP activity from a business development standpoint.
- Respondents plan to address multiple business development challenges in the coming year; primarily smart targeting of opportunities and looking for partners.
- Almost half of the respondents don't have, or don't know if they have, a formalized capture or gate process for federal proposals.
- Lack of funds and personnel for business development is the single most significant challenge for companies, but the absence of past performance information, teaming partners, and reporting tools remain significant challenges.

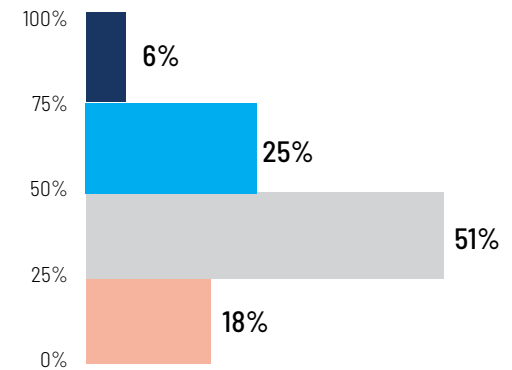


The vast majority of proposal writing, 78% among respondents, occurs in-house. Companies are bidding on Best Value vs. LPTA procurements at a ratio of 3:1. For the first time in years, growth may be possible without having to take a contract away from an incumbent. Federal opportunities are flourishing in the areas of cyber-services, new IT initiatives, and (maybe) infrastructure.

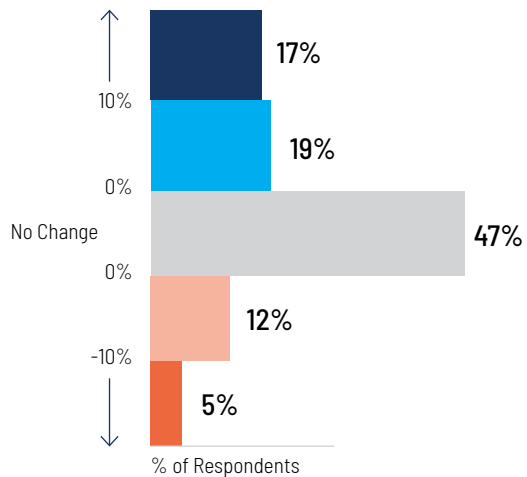
### Actual Win Rate Year Over Year



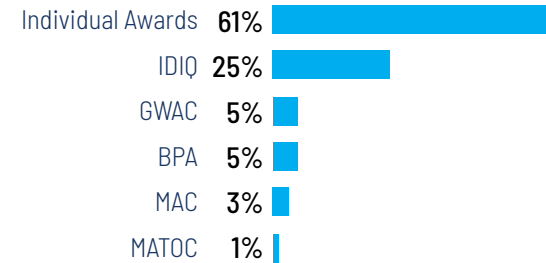
### Projected Win Rate Over Next 12 Months



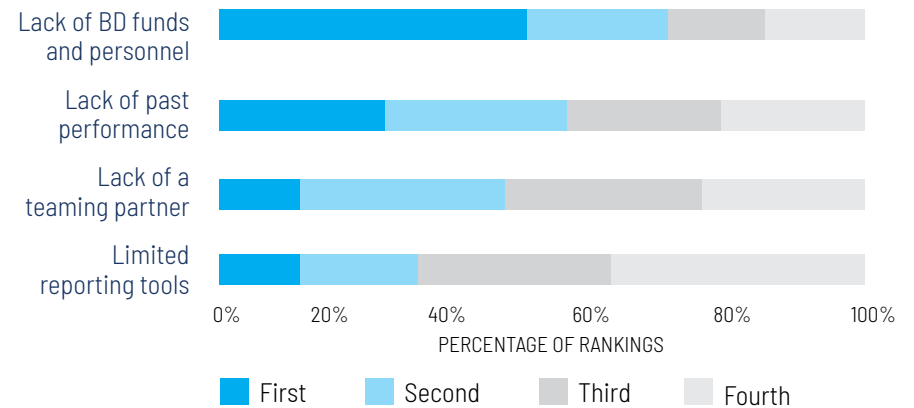
From last year to this year, indicate the change in your company's growth rate.



### Contract/Vehicle Type Comprising Greatest Proportion of Company Revenue

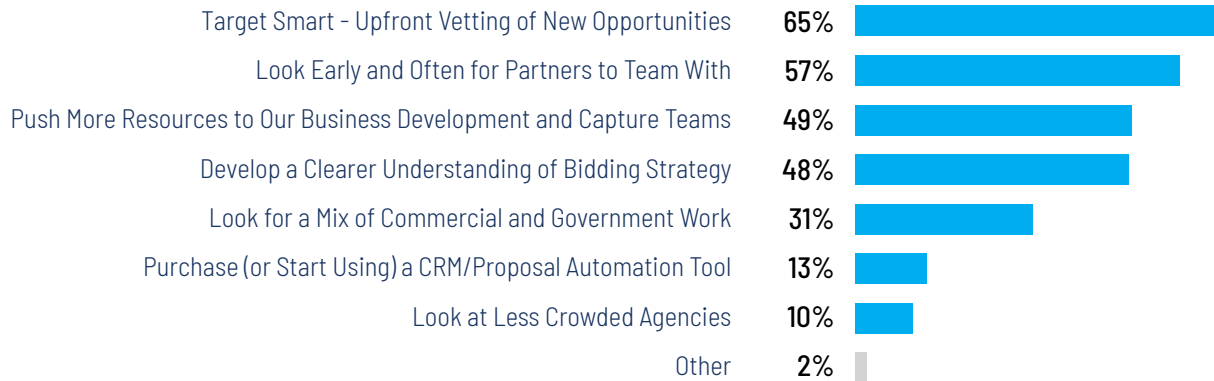


### Rank the following business development challenges for your company.

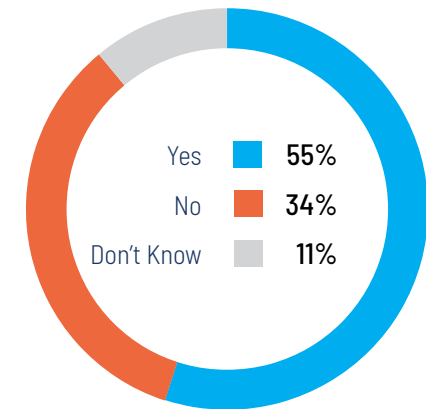


### Which of the following capture challenges plan to be addressed this coming year?

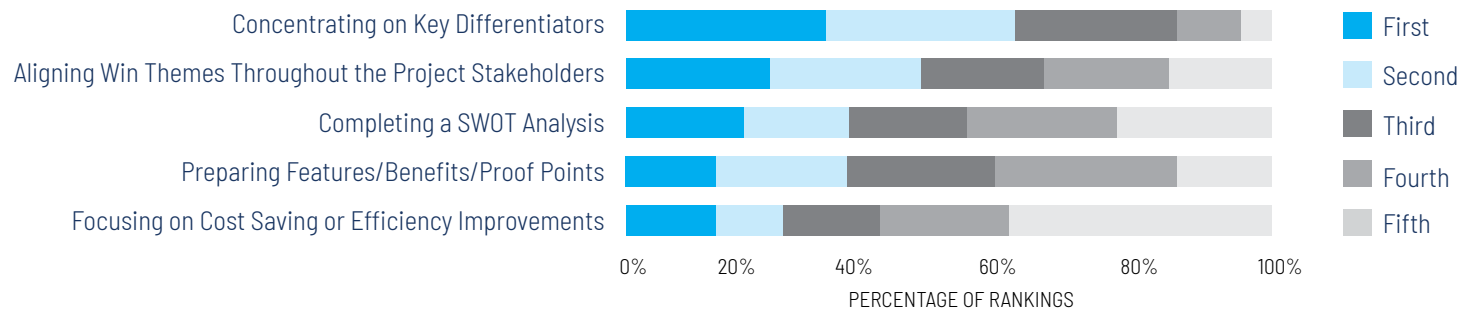
(Select All That Apply)



### Do you have a formalized capture or gate process for federal proposals that is followed within your organization?



### Rank the most important pre-RFP activities from a business development standpoint.



## How many proposals does your company prepare in a 12-month period?

Proposal Type	Average	By Annual Revenue				NAICS Code					
		\$0 - <\$10M	\$10 - <\$25M	\$25 - <\$50M	\$50M+	Aerospace Mfg (3364)	Archit & Engr (5413)	Comp. Systems Design (5415)	Mgmt/ Sci/ Tech Consult. (5416)	Scientific Research & Dev (5417)	Other Prof/Sci/ Tech Svcs. (5419)
<b>Major Contracts</b>	23	20	12	48	22	16	51	30	10	10	22
<b>Task Orders</b>	20	17	13	22	30	11	40	16	19	8	21
<b>Modifications</b>	19	8	14	19	39	15	23	17	16	16	14

## Proposal Do's and Don'ts: Solicitation Compliance

### DO

- Read the ENTIRE solicitation.
- Start the Compliance Matrix with Sections L & M requirements, then fill in with Section C Statement of Work.

### DON'T

- Overlook other sections: Packages and Marking, Inspection and Acceptance, Deliveries or Performance, Contract Administration, Special Contract Requirements and the Clauses.

# E. EFFICIENCIES

Our second most popular section, Efficiencies, addresses indirect rates/wrap rates, how efficient contractors are with their rate composition, and remaining competitive while providing the proper benefits to their workforce. Here we dive into Fringe, Overhead (onsite and offsite), Material/Subcontractor Handling, and General & Administrative rates by all sizes and types. The goal is to help contractors at every level be as strategic as possible when gaining new work and attracting the right workforce.

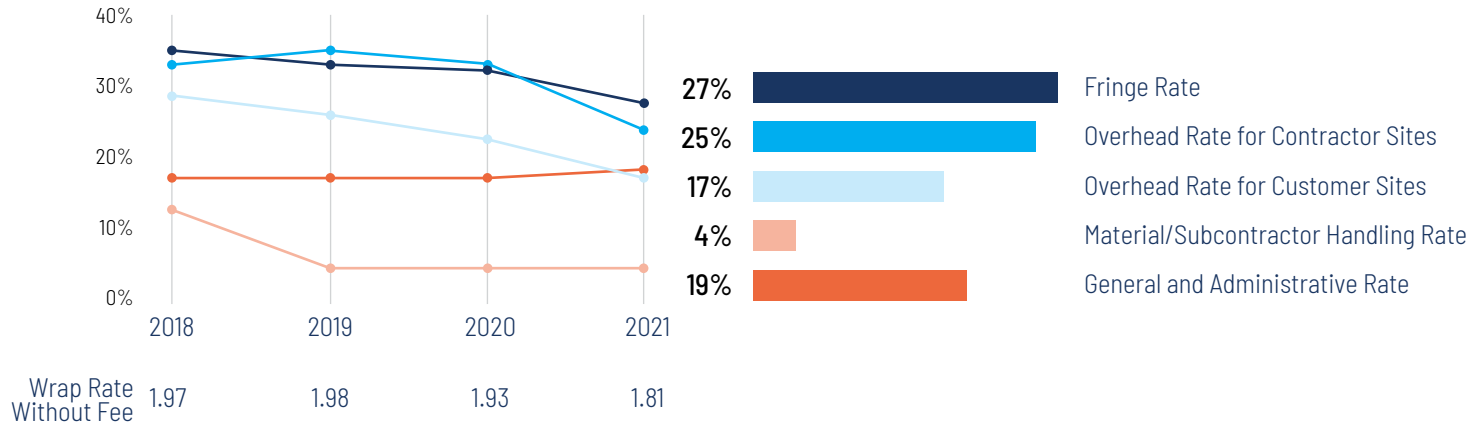
## Key Takeaways

- Customer and Contractor Overhead Rates are reducing the gap in numbers, and may be non-existent in the future.
- Over a third of respondents indicate that their indirect rate structure was changed within the past year.
- Half of all respondents have a centralized PMO model, while almost a third do not have a PMO at all.
- Companies are facing multiple issues with indirect costs. Rate Composition and Allocations, as well as Consultant Costs, are the most common indirect cost issues, followed by Timekeeping.
- About two-thirds of respondents plan well in advance for their federally-compliant business system implementations (the exceptions are smaller revenue companies).
- Most respondents have a G&A based on Total Cost Input, while a quarter utilize Value Added.
- Fringe and Overhead Rates remain higher across most verticals, followed by G&A and Overhead for Customer Sites.
- Size doesn't matter; all company sizes can be a Mentor or a Protégé or both. While these relationships are critical for contract vehicle awards, half of respondents are not considering them at all.

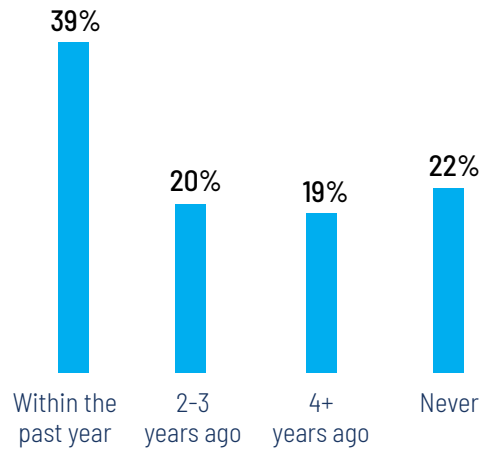


Companies with lower win rates (0-25%) more often report they have no Project Management Office (PMO). Organizations need an efficient, structured, repeatable capture process to ensure consistent quality proposals are priced to win. Effective PMOs across the entire portfolio can help create a track record of existing projects, yielding CPARS ratings to support both winning recompetes and expansions within existing customers.

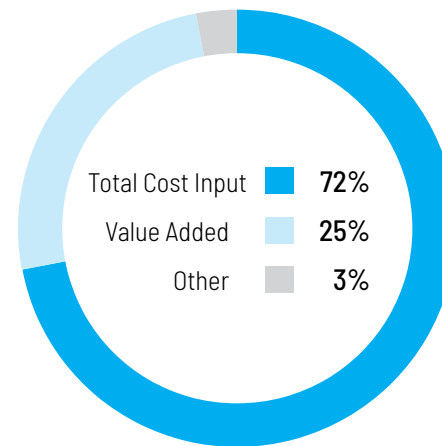
### What are your organization's average indirect rate and overall wrap rate year over year?



### When was the last time you changed your company's indirect rate structure?

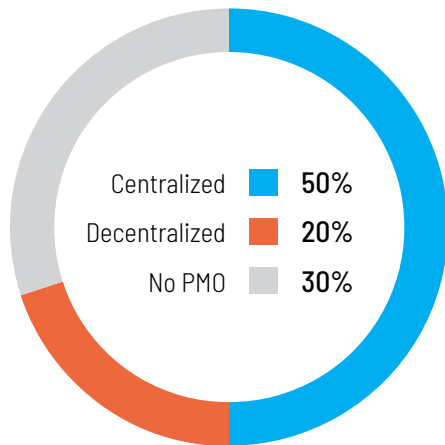


### Is your company's G&A base Total Cost Input (TCI) or Value Added?



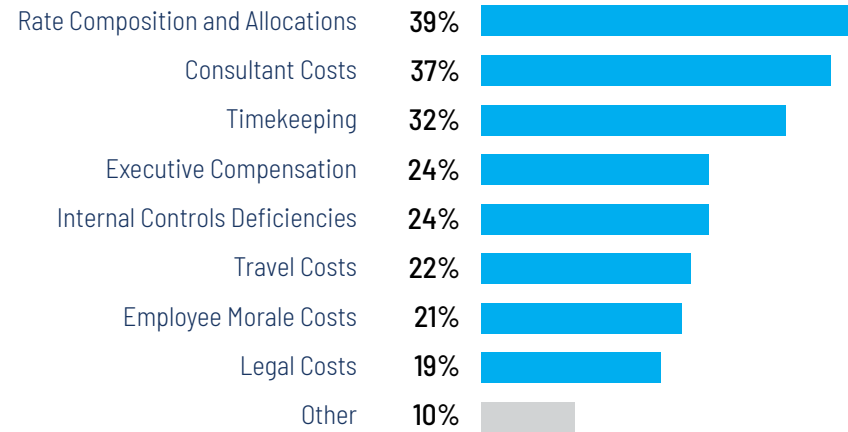


Select the option that best describes your Project Management Office (PMO) model.

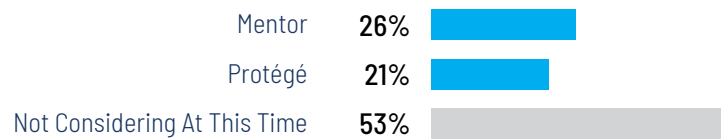


What are the most common indirect cost issues and deficiencies for your organization?

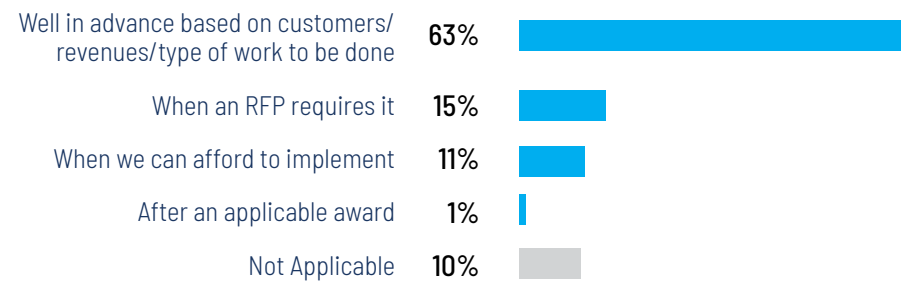
(Select All That Apply)



Is your company part of a Mentor/Protégé?



When do you plan to implement a Federally-Compliant Business System?



## Indirect Rates – By Revenue and NAICS

Indirect Rate Type	Average	By Annual Revenue				NAICS Code					
		\$0 - <\$10M	\$10 - <\$25M	\$25 - <\$50M	\$50M+	Aerospace Mfg (3364)	Archt & Engr (5413)	Comp. Systems Design (5415)	Mgmt/ Sci/ Tech Consult. (5416)	Scientific Research & Dev (5417)	Other Prof/Sci/ Tech Svcs. (5419)
<b>Fringe Rate</b>	27%	26%	28%	24%	29%	25%	22%	26%	30%	31%	28%
<b>Overhead Rate for Contractor Sites</b>	25%	18%	30%	37%	20%	23%	43%	16%	23%	33%	31%
<b>Overhead Rate for Customer Sites</b>	17%	13%	21%	21%	16%	14%	33%	12%	17%	20%	15%
<b>Material/Subcontractor Handling Rate</b>	4%	5%	3%	3%	3%	5%	2%	3%	3%	2%	3%
<b>General and Administrative Rate</b>	19%	21%	22%	20%	11%	15%	23%	19%	21%	19%	19%
<b>Wrap Rate Without Fee</b>	1.81	1.74	1.93	1.93	1.65	1.70	2.03	1.69	1.85	1.95	1.89

## Proposal Do's and Don'ts: Protest

### DO

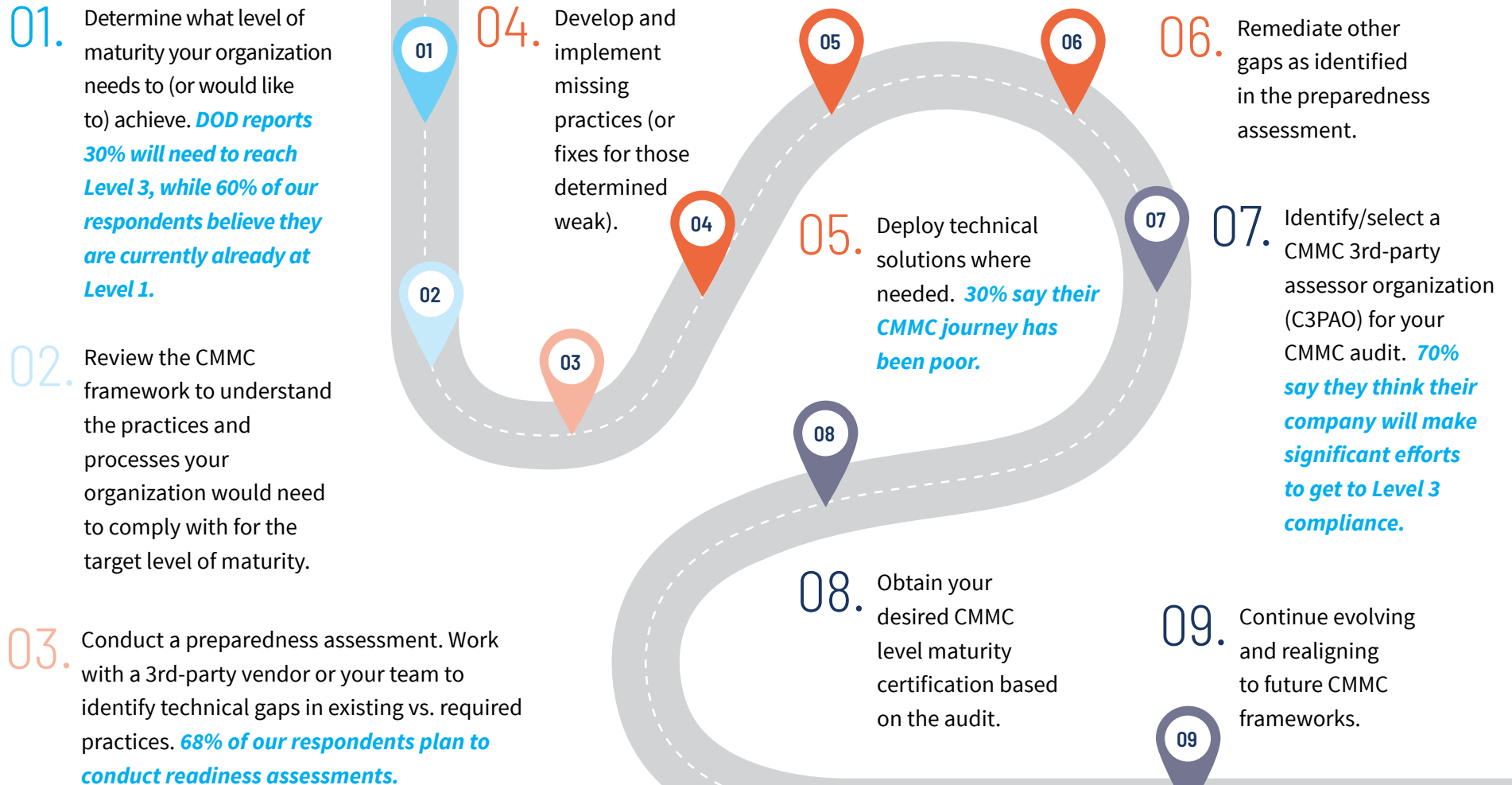
- Familiarize yourself with FAR Part 33.
- File with an appropriate organization: the procuring agency, the GAO, and/or the U.S. Court of Federal Claims.
- Know the possible outcomes. Pre-award protests may preclude an award announcement. Post-award protests may stay an award already made.

### DON'T

- Wait too long: Protests generally must be filed within 10 days of an award.
- Protest just because you didn't win. A protest is a challenge of alleged impropriety in a solicitation, or other procurement error, that could result in prejudice against the protester.



# CMMC JOURNEY



## Voice of the Customer: A Q&A on CMMC

In this day and age of cybersecurity threats and attacks, the federal government is counting on government contractors and the government contracting community at large to protect IT environments from hackers; and so, CMMC, a Cyber Maturity Model Certification, was born. CMMC came to be after previous attempts at similar, yet less invasive, frameworks and requirements. Beginning in 2021, DOD contractors may have to comply with some level of CMMC; between levels one and five. This could be a game changer for go/no-go decisions. Our **CMMC journey map** will help you figure out your own organization's plan and level that fits your needs.

Our GAUGE moderator interviewed CISO's from two major Fortune 500 companies who perform as both a prime and subcontractor to the federal government. Our interviews occurred in May of 2021 and since then the U.S. cybersecurity landscape has expanded and continued to change. Cybersecurity has been front and center in the political arena in Q2 of 2021 with the White House's creation of a new public office and appointment of a Cyber Czar to coordinate cybersecurity efforts, the issuance of the National Security Memo calling for DHS to set cybersecurity goals by September 2021, and the appointment of an acting CISO for acquisition and sustainment for the DOD. The previous CISO was the mastermind behind the CMMC level modeling. It's an understatement to say there were a lot of cyber updates in the first half of 2021. **In order to provide "real-world examples and perspectives" on cybersecurity and CMMC, the Voice of the Customer was added to the GAUGE as a Q&A on CMMC.**

Q1

**At this point, what are the biggest questions you have about the CMMC?**

A

**Major Contractor 1 Answer:**

Here's my biggest question: "Is the CMMC model even achievable and realistic in a company as big as we are or as small as some of our subcontracting partners, where the sub is just a couple of people?"

There's a dichotomy going on of a balance between pure compliance for compliance's sake and doing the right thing to achieve the mission. Achieving the mission is the U.S. priority, and that means information needs to be controlled. Unclassified information is being siphoned off to wherever and being used by our adversaries to gain a competitive advantage. On the other side of the coin, we have a model that's based on pure compliance. When you do compliance for compliance's sake, it doesn't always bring the outcomes that you want.

I believe there needs to be some middle ground in terms of the validation of fixing over time and performing risk management decisions. Risk management is built into NIST 800-171, which CMMC is based on, yet risk management didn't make it to the CMMC model. NIST 800-171 says you can make a risk-based decision, however, you have to justify it and track concerns. The problem with CMMC is that you can't pass with deviations, so the other question is how will that really work?



### Major Contractor 2 Answer:

I think about and listen to the questions that come up at the CMMC advisory board town halls every month.

They have been meeting once a month and they'll put questions to the floor. A lot of the questions are, "How long will it take me to actually be able to get an assessment once there are assessors that are certified to conduct these? What's the cost? How long do I have to wait if I fail? How easy is it to get a waiver for certain things that we don't feel apply?" There are a number of outstanding items about the program, but overall I think that the government and the advisory board are doing a very good job in managing this.

I think what we're consistently seeing is the complexity of this being so big. I don't think that anybody fully understood exactly what was going to be involved in pulling something like this off. But what we have seen is the schedule sliding to the right. So now companies are asking, "When's this really going to be a requirement? How's this going to affect me? How soon am I going to need to be certified? How is this going to affect existing contracts that I have? Am I going to be grandfathered in, or am I going to have to retroactively have this requirement put on me in order to maintain my incumbent work?"



### How do you think your journey to CMMC certification has been thus far?



### Major Contractor 1 Answer:

We have a cyber policy and cyber requirements that passed all 10 of our business units. Our policy since

2007 has been based on NIST 800-53 Controls. And once you get the NIST 800-53 base, you can go to NIST 171. So generally, we implemented the 800-53 controls. It's roughly what would be FISMA moderate. We've been operating under this context of NIST 800-53 controls for the better part of 13 years before CMMC. The first event was when DFARS 252.204-7012 came out. The ground work was in 2013, 2015 is when the rubber hit the road, and 2017 was when we had to comply.

So when CMMC came out, I am glad that they didn't reinvent the wheel and they used NIST 171 as a base. If they had not, that would have been a challenge. NIST is the guide for all federal organizations; not only just federal agencies, but federal contractors. And so we were already in a position for the better part of 13 years to roll into this thing. But not everyone benefits from that. That foresight, that was a benefit of our cyber program and the rigor we put into it for a long time.



### Major Contractor 2 Answer:

I'll give you an answer from my personal perspective; from trying this in a couple of places, or being responsible for helping to bring this about in a couple of places. There's been an awful lot of questions and I think that the release of answers to questions hasn't necessarily been as consistent or as rapid as I think the industry would've liked. I still have teammates on some of our existing work that don't fully understand the imminent nature of the CMMC requirement. I think there's some people that are still debating about whether or not this is actually going to come about.

From that standpoint, I think broader, more open, more comprehensive communication is needed around, “Hey, here’s what’s happening,” and a schedule. Of course, you can’t always do that with something like this. When you’re building something, schedules will invariably slip. I think that the availability of information and an easier path to getting answers to questions might make the journey easier.

Q3

**What is the highest level of CMMC you think your company will require to compete for DOD business you are interested in – Level 1, 2, 3, 4 or 5? And Why?**

A

**Major Contractor 1 Answer:**

Level 3 is what we need to do. We could do four right now, but I don’t even know if they’re letting the assessors go to four. My target date is as soon as possible.

A

**Major Contractor 2 Answer:**

When we voted on what makes the most business sense for us in terms of where we want to go and the contracts we want to bid on, five people voted Level 1, I voted for Level 3, just because I’d rather be more secure than less. But, I also made the statement that I didn’t disagree with anybody’s decision or anybody’s opinion or vote to go for Level 1, just because of the nature of what we do. We’re not working on the Joint Strike Fighter. We’re not working on any nuclear submarines or anything of that nature. I don’t believe the complexity of our network requires us to have all of those controls in place at this point.

Q4

**What is the biggest impediment/challenge you are concerned about in not reaching CMMC?**

A

**Major Contractor 1 Answer:**

A part of the CMMC model is continuous monitoring. To do this, we are going to have to use open source intelligence tools that make assumptions about our network based on external information.

So my biggest concern is no matter how good we are in the three-year audit cycle, at some point in time, we are going to have to update monitoring tools. Open source intelligence tools are riddled with false positives and there are certain things, for instance outdated web browsers, that have a long patching cycle. These could negatively impact our score. What is going to cause my customer, DOD specifically, to come knock on my door and say, “Hey, we’re concerned with what we’ve seen in your continuous monitoring.” That’s my number one concern.

And the number two concern is breaches happen. I think in our community of CISOs, over the last five or plus years, have been going to our executives and saying, “Hey, look this is going to happen.” This is a resiliency thing. This isn’t a defensive mode thing. This is applying investments where we can, responding appropriately and in a quick and transparent fashion, and making sure the businesses are resilient to some sort of cyber breach or attack.

And if a cyber break or attack occurs, what is going to be the effect on this whole CMMC model? Because DOD can’t just say, “Oh, because you had an attack, we’re going to revoke your CMMC model and you can’t bid on contracts.” The challenges are when a large RFP hits and the small business partners will have to figure out what it’s going to take to get them to the necessary level.

A

### Major Contractor 2 Answer:

I think in some cases, the interpretation of the actual requirements and fully understanding what an assessor's going to be looking for in an assessment is the biggest challenge. I hope it's going to be consistent across companies. They're going to need someone on the assessor side that knows what the assessor's going to be looking for to help interpret. We will need assistance in defining exactly what the implementation of a certain requirement or control needs to look like. And I think that's been a big challenge for us; not in every one of the control areas, but in many.

05

### Has your company performed CMMC readiness or gap assessments to determine what you will need to reach a certain level? Why or why not? What's your largest expenditure?

A

#### Major Contractor 1 Answer:

From our perspective, we are 100% ready. We have no gaps to get to Level 3. We have two weak points currently and there's a little bit more of a significant expense from a capability perspective.

A

#### Major Contractor 2 Answer:

We basically captured all the requirements we thought we were going to have to meet, anticipating we were going to go to Level 3. We did a first pass at what we had in terms of trying to document the environment. Then, we basically went down the list, seeing what we had and what we needed to have, and classify requirements as being N/A, being met, or need to work on.

Our largest expenditure is labor hours for us, internally. Scoping our environment to determine what's within scope that should be looked at as part of CMMC: documenting what we have in place, doing our

own internal assessment of what's missing or what we need to have or what we should have, reading the reviews internally and doing the implementation of those things that we need to have in place.

06

### To what extent do you think your company has the right skills and training to establish, maintain, monitor and improve CMMC requirements and maturity? Are you looking at assessors?

A

#### Major Contractor 1 Answer:

I wonder how the heck assessors are going to staff audits?

There are nearly 300,000 companies by DOD's own account in the ecosystem that need an assessor at some point. Assessors have four years to perform, and we already have a significant shortage of cyber talent. We have an even bigger shortage of cyber literate people who can audit and assess, and this is an equal opportunity to introduce risk within our supply chain from a delivery standpoint.

A

#### Major Contractor 2 Answer:

I do think we're in good shape; and that will or will not be unveiled when CohnReznick performs the gap assessment for us. We will need to maintain compliance with Level 3 controls and requirements. With a certified assessor, especially someone whose business has been and continues to be looking, auditing and verifying, we should be in good shape.

We did a search and a review of the businesses that were identified as being a third party assessor. We've narrowed it to who will be our trusted partner who also needs to give us that tough love to get us ready for the assessment. I think anybody that goes through that program is going to be able to do an honest look and say you pass, or you don't pass.



# BENCHMARKING TOOL

## Our Benchmarking Tool

We are proud to bring back our GAUGE Benchmarking Tool. Plot your business performance against hundreds of your peers in the government contracting industry.

For the past five years, the GAUGE has been a critical asset for government contractors to understand where the industry is going and how similar companies are performing. Intelligence gathered over the years — spanning business development metrics, audit & compliance trends and program management best practices — has been offered through the GAUGE to guide decisions on how to invest resources and tackle tough challenges. Our GAUGE Benchmarking Tool brings this intelligence to life. Simply enter some basic information about your organization and hit “Submit” to receive the visualization of how your company stacks up against others in the industry.

Start the journey toward a better understanding of how you rank among your government contracting peers, and dive into suggestions for how to reach the next level! Join in at [www.gaugebenchmarking.com](http://www.gaugebenchmarking.com).







# AFTERWORD

## A Word of Thanks

A very special thank you to our respondents and contributors for participating in our fifth annual survey and providing valuable insights and suggestions. We continue to listen to our readership, incorporate feedback and stay up-to-date with current events for the report. We hope that you find it a useful benchmark and source of insights.

## About CohnReznick

As a leading advisory, assurance and tax firm CohnReznick helps forward-thinking organizations achieve their vision by optimizing performance, maximizing value and managing risk. Clients benefit from the right team with the right capabilities; proven processes customized to their individual needs; and leaders with vital industry knowledge and relationships. Headquartered in New York, NY, with offices nationwide, the firm serves organizations around the world through its global subsidiaries and membership in Nexia International. For more information, visit [www.cohnreznick.com](http://www.cohnreznick.com).

## About Unanet

Unanet is a leading provider of project-based ERP and CRM solutions purpose-built for government contractors, architecture, engineering, construction and professional services. More than 3,200 project-driven organizations depend on Unanet to turn their information into actionable insights, drive better decision-making and accelerate business growth. All backed by a people-centered team invested in the success of your projects, people and financials. For more information, visit [www.unanet.com](http://www.unanet.com).

## Contacting Us

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# GAUGE

## 2021 REPORT

CohnReznick & Unanet used information gathered from the government contracting industry survey participants referenced in the “Respondents” section of the 2021 GAUGE. The information provided to us has not been independently tested or verified. Thus, we have relied exclusively on the 2017-2021 GAUGE survey participants for the accuracy and completeness of the data. No survey can be guaranteed to be 100% accurate, and errors may occur. CohnReznick & Unanet do not guarantee the completeness or the accuracy of the data submitted by GAUGE survey participants and thus do not accept responsibility for your reliance on this Report or any of the information contained herein. The information contained in the 2021 GAUGE includes estimations, approximations, and assumptions and is not intended to be legal, accounting, or tax advice. Please consult a lawyer, accountant, or tax advisor before relying on any information contained in this Report. CohnReznick & Unanet disclaim any liability associated with your reliance on any information contained herein.

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