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1ST SESSION

H. R. 5457

IN THE SENATE OF THE UNITED STATES

DECEMBER 16, 2025

Received; read twice and referred to the Committee on Homeland Security and
Governmental Affairs

AN ACT

To improve the visibility, accountability, and oversight of
agency software asset management practices, and for
other purposes.

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

1 **SECTION 1. SHORT TITLE.**

2 This Act may be cited as the “Strengthening Agency
3 Management and Oversight of Software Assets Act”.

4 **SEC. 2. DEFINITIONS.**

5 In this Act:

6 (1) **ADMINISTRATOR.**—The term “Adminis-
7 trator” means the Administrator of General Serv-
8 ices.

9 (2) **AGENCY.**—The term “agency” has the
10 meaning given that term in section 3502 of title 44,
11 United States Code, except that such term does not
12 include an element of the intelligence community.

13 (3) **CLOUD COMPUTING.**—The term “cloud
14 computing” has the meaning given the term in Spe-
15 cial Publication 800–145 of the National Institute of
16 Standards and Technology, or any successor docu-
17 ment.

18 (4) **CLOUD SERVICE PROVIDER.**—The term
19 “cloud service provider” has the meaning given the
20 term in section 3607(b) of title 44, United States
21 Code.

22 (5) **COMPREHENSIVE ASSESSMENT.**—The term
23 “comprehensive assessment” means a comprehensive
24 assessment conducted pursuant to section 3(a).

1 (6) DIRECTOR.—The term “Director” means
2 the Director of the Office of Management and Budg-
3 et.

4 (7) INTELLIGENCE COMMUNITY.—The term
5 “intelligence community” has the meaning given the
6 term in section 3 of the National Security Act of
7 1947 (50 U.S.C. 3003).

8 (8) PLAN.—The term “plan” means the plan
9 developed by a Chief Information Officer, or equiva-
10 lent official, pursuant to section 4(a).

11 (9) SOFTWARE ENTITLEMENT.—The term
12 “software entitlement” means any software that—

13 (A) has been purchased, leased, or licensed
14 by or billed to an agency under any contract or
15 other business arrangement; and

16 (B) is subject to use limitations.

17 (10) SOFTWARE INVENTORY.—The term “soft-
18 ware inventory” means the software inventory of an
19 agency required pursuant to—

20 (A) section 2(b)(2)(A) of the Making Elec-
21 tronic Government Accountable By Yielding
22 Tangible Efficiencies Act of 2016 (40 U.S.C.
23 11302 note; Public Law 114–210); or

24 (B) subsequent guidance issued by the Di-
25 rector pursuant to that Act.

1 **SEC. 3. SOFTWARE INVENTORY UPDATE AND EXPANSION.**

2 (a) IN GENERAL.—As soon as practicable, and not
3 later than 18 months after the date of enactment of this
4 Act, the Chief Information Officer of each agency, in con-
5 sultation with the Chief Financial Officer, the Chief Ac-
6 quisition Officer, the Chief Data Officer, and General
7 Counsel of the agency, or the equivalent officials of the
8 agency, shall complete a comprehensive assessment of the
9 software paid for by, in use at, or deployed throughout
10 the agency, which shall include—

11 (1) the current software inventory of the agen-
12 cy, including software entitlements, contracts and
13 other agreements or arrangements of the agency,
14 and a list of the largest software entitlements of the
15 agency separated by provider and category of soft-
16 ware;

17 (2) a comprehensive, detailed accounting of—

18 (A) any software used by or deployed with-
19 in the agency, including software developed or
20 built by the agency, or by another agency for
21 use by the agency, including shared services, as
22 of the date of the comprehensive assessment,
23 including, to the extent identifiable, the con-
24 tracts and other agreements or arrangements
25 used by the agency to acquire, build, deploy, or
26 use such software;

1 (B) information and data on software enti-
2 tlements, which shall include information on
3 any additional fees or costs, including fees or
4 costs for the use of cloud services, that are not
5 included in the initial costs of the contract,
6 agreement, or arrangement—

7 (i) for which the agency pays;

8 (ii) that are not deployed or in use by
9 the agency; and

10 (iii) that are billed to the agency
11 under any contract or business arrange-
12 ment that creates duplication, or are other-
13 wise determined to be unnecessary by the
14 Chief Information Officer of the agency, or
15 the equivalent official, in the deployment
16 or use by the agency; and

17 (C) the extent—

18 (i) to which any software paid for, in
19 use, or deployed throughout the agency is
20 interoperable; and

21 (ii) of the efforts of the agency to im-
22 prove interoperability of software assets
23 throughout the agency enterprise;

24 (3) a categorization of software entitlements of
25 the agency by cost, volume, and type of software;

1 (4) a list of any provisions in the software enti-
2 tlements of the agency that may restrict how the
3 software can be deployed, accessed, or used, includ-
4 ing any such restrictions on desktop or server hard-
5 ware, through a cloud service provider, or on data
6 ownership or access; and

7 (5) an analysis addressing—

8 (A) the accuracy and completeness of the
9 comprehensive assessment;

10 (B) agency management of and compliance
11 with all contracts or other agreements or ar-
12 rangements that include or reference software
13 entitlements or software management within
14 the agency;

15 (C) the extent to which the agency accu-
16 rately captures the total cost of software enti-
17 tlements and related costs, including the total
18 cost of upgrades over the life of a contract,
19 cloud usage costs, and any other cost associated
20 with the maintenance or servicing of contracts;
21 and

22 (D) compliance with software license man-
23 agement policies of the agency.

24 (b) CONTRACT SUPPORT.—

1 (1) AUTHORITY.—The head of an agency may
2 enter into 1 or more contracts to support the re-
3 quirements of subsection (a).

4 (2) NO CONFLICT OF INTEREST.—Contracts
5 under paragraph (1) shall not include contractors
6 with organizational conflicts of interest, within the
7 meaning given that term under subpart 9.5 of the
8 Federal Acquisition Regulation.

9 (3) OPERATIONAL INDEPENDENCE.—Over the
10 course of a comprehensive assessment, contractors
11 hired pursuant to paragraph (1) shall maintain oper-
12 ational independence from the integration, manage-
13 ment, and operations of the software inventory and
14 software entitlements of the agency.

15 (c) SUBMISSION.—On the date on which the Chief In-
16 formation Officer, Chief Financial Officer, Chief Acquisi-
17 tion Officer, the Chief Data Officer, and General Counsel
18 of an agency, or the equivalent officials of the agency,
19 complete the comprehensive assessment, the Chief Infor-
20 mation Officer shall submit the comprehensive assessment
21 to the head of the agency.

22 (d) SUBSEQUENT SUBMISSION.—Not later than 30
23 days after the date on which the head of an agency re-
24 ceives the comprehensive assessment under subsection (c),

1 the head of the agency shall submit the comprehensive as-
2 sessment to—

3 (1) the Director;

4 (2) the Administrator;

5 (3) the Comptroller General of the United
6 States;

7 (4) the Committee on Homeland Security and
8 Governmental Affairs of the Senate; and

9 (5) the Committee on Oversight and Govern-
10 ment Reform of the House of Representatives.

11 (e) CONSULTATION.—In order to ensure the utility
12 and standardization of the comprehensive assessment of
13 each agency, including to support the development of each
14 plan and the report required under section 4(e)(2), the
15 Director, in consultation with the Administrator, shall
16 share information, best practices, and recommendations
17 relating to the activities performed in the course of a com-
18 prehensive assessment of an agency.

19 (f) INTELLIGENCE COMMUNITY.—For each element
20 of the intelligence community, a comprehensive assess-
21 ment described under subsection (a) shall be—

22 (1) conducted separately;

23 (2) performed only by an entity designated by
24 the head of the element of the intelligence commu-
25 nity, in accordance with appropriate applicable laws;

1 (3) performed in such a manner as to ensure
2 appropriate protection of information which, if dis-
3 closed, may adversely affect national security; and

4 (4) submitted in summary form, not later than
5 30 days after the date on which the head of the ele-
6 ment of the intelligence community receives the as-
7 sessment, by the head of the element of the intel-
8 ligence community to—

9 (A) the Director;

10 (B) the Select Committee on Intelligence
11 of the Senate; and

12 (C) the Permanent Select Committee on
13 Intelligence of the House of Representatives.

14 **SEC. 4. SOFTWARE MODERNIZATION PLANNING AT AGEN-**
15 **CIES.**

16 (a) IN GENERAL.—The Chief Information Officer of
17 each agency, in consultation with the Chief Financial Offi-
18 cer, the Chief Acquisition Officer, the Chief Data Officer,
19 and the General Counsel of the agency, or the equivalent
20 officials of the agency, shall use the information developed
21 pursuant to the comprehensive assessment of the agency
22 to develop a plan for the agency—

23 (1) to consolidate software entitlements of the
24 agency;

1 (2) to ensure that, in order to improve the per-
2 formance of, and reduce unnecessary costs to, the
3 agency, the Chief Information Officer, Chief Data
4 Officer, and Chief Acquisition Officer of the agency,
5 or the equivalent officers, develop criteria and proce-
6 dures for how the agency will adopt cost-effective ac-
7 quisition strategies, including enterprise licensing,
8 across the agency that reduce costs, eliminate excess
9 licenses, and improve performance; and

10 (3) to restrict the ability of a bureau, program,
11 component, or operational entity within the agency
12 to acquire, use, develop, or otherwise leverage any
13 software entitlement (or portion thereof) without the
14 approval of the Chief Information Officer of the
15 agency, in consultation with the Chief Acquisition
16 Officer of the agency, or the equivalent officers of
17 the agency.

18 (b) PLAN REQUIREMENTS.—The plan of an agency
19 shall—

20 (1) include a detailed strategy for—

21 (A) the remediation of any software asset
22 management deficiencies found during the com-
23 prehensive assessment of the agency;

1 (B) the ongoing maintenance of software
2 asset management upon the completion of the
3 remediation;

4 (C) automation of software license man-
5 agement processes and incorporation of dis-
6 covery tools across the agency;

7 (D) ensuring that officers and employees
8 of the agency are adequately trained in the poli-
9 cies, procedures, rules, regulations, and guid-
10 ance relating to the software acquisition and
11 development of the agency before entering into
12 any agreement relating to any software entitle-
13 ment (or portion thereof) for the agency, in-
14 cluding training on—

15 (i) negotiating options within con-
16 tracts to address and minimize provisions
17 that restrict how the agency may deploy,
18 access, or use the software, including re-
19 strictions on deployment, access, or use on
20 desktop or server hardware and restric-
21 tions on data ownership or access;

22 (ii) the differences between acquiring
23 commercial software products and services
24 and acquiring or building custom software;
25 and

1 (iii) determining the costs of different
2 types of licenses and options for adjusting
3 licenses to meet increasing or decreasing
4 demand; and

5 (E) maximizing the effectiveness of soft-
6 ware deployed by the agency, including, to the
7 extent practicable, leveraging technologies
8 that—

9 (i) measure actual software usage via
10 analytics that can identify inefficiencies to
11 assist in rationalizing software spending;

12 (ii) allow for segmentation of the user
13 base;

14 (iii) support effective governance and
15 compliance in the use of software; and

16 (iv) support interoperable capabilities
17 between software;

18 (2) identify categories of software the agency
19 could prioritize for conversion to more cost-effective
20 software licenses, including enterprise licenses, as
21 the software entitlements, contracts, and other
22 agreements or arrangements come up for renewal or
23 renegotiation;

24 (3) provide an estimate of the costs to move to-
25 ward more enterprise, open-source, or other licenses

1 that do not restrict the use of software by the agen-
2 cy, and the projected cost savings, efficiency meas-
3 ures, and improvements to agency performance
4 throughout the total software lifecycle;

5 (4) identify potential mitigations to minimize
6 software license restrictions on how such software
7 can be deployed, accessed, or used, including any
8 mitigations that would minimize any such restric-
9 tions on desktop or server hardware, through a cloud
10 service provider, or on data ownership or access;

11 (5) ensure that the purchase by the agency of
12 any software is based on publicly available criteria
13 that are not unduly structured to favor any specific
14 vendor, unless prohibited by law (including regula-
15 tion);

16 (6) include any estimates for additional re-
17 sources, services, or support the agency may need to
18 implement the plan;

19 (7) provide information on the prevalence of
20 software products in use across multiple software
21 categories; and

22 (8) include any additional information, data, or
23 analysis determined necessary by the Chief Informa-
24 tion Officer, or other equivalent official, of the agen-
25 cy.

1 (c) SUPPORT.—The Chief Information Officer, or
2 other equivalent official, of an agency may request support
3 from the Director and the Administrator for any analysis
4 or developmental needs to create the plan of the agency.

5 (d) AGENCY SUBMISSION.—

6 (1) IN GENERAL.—Not later than 1 year after
7 the date on which the head of an agency submits the
8 comprehensive assessment pursuant to section 3(d),
9 the head of the agency shall submit to the Director,
10 the Committee on Homeland Security and Govern-
11 mental Affairs of the Senate, and the Committee on
12 Oversight and Government Reform of the House of
13 Representatives the plan of the agency.

14 (2) INTELLIGENCE COMMUNITY.—Not later
15 than 1 year after the date on which the head of an
16 element of the intelligence community submits the
17 summary assessment pursuant to section 3(f)(4), the
18 head of the element shall separately submit the plan
19 of the element to the Director, the Select Committee
20 on Intelligence of the Senate, and the Permanent
21 Select Committee on Intelligence of the House of
22 Representatives.

23 (e) CONSULTATION AND COORDINATION.—The Di-
24 rector—

(1) in coordination with the Administrator, the Chief Information Officers Council, the Chief Acquisition Officers Council, the Chief Data Officers Council, the Chief Financial Officers Council, and other government and industry representatives identified by the Director, shall establish processes, using existing reporting functions, as appropriate, to identify, define, and harmonize common definitions, terms and conditions, standardized requirements, and other information and criteria to support agency heads in developing and implementing the plans required by this section; and

(2) in coordination with the Administrator, and not later than 2 years after the date of enactment of this Act, submit to the Committee on Homeland Security and Governmental Affairs of the Senate and the Committee on Oversight and Government Reform of the House of Representatives a report detailing recommendations to leverage Government procurement policies and practices with respect to software acquired by, developed by, deployed within, or in use at 1 or more agencies to—

(A) increase the interoperability of software licenses, including software entitlements and software built by Government agencies;

- 1 (B) consolidate licenses, as appropriate;
- 2 (C) reduce costs;
- 3 (D) improve performance; and
- 4 (E) modernize the management and over-
- 5 sight of software entitlements and software
- 6 built by Government agencies, as identified
- 7 through an analysis of agency plans.

8 **SEC. 5. GAO REPORT.**

9 Not later than 3 years after the date of enactment
10 of this Act, the Comptroller General of the United States
11 shall submit to the Committee on Homeland Security and
12 Governmental Affairs of the Senate and the Committee
13 on Oversight and Government Reform of the House of
14 Representatives a report on—

- 15 (1) Government-wide trends in agency software
- 16 asset management practices;
- 17 (2) comparisons of software asset management
- 18 practices among agencies;
- 19 (3) the establishment by the Director of proc-
- 20 esses to identify, define, and harmonize common
- 21 definitions, terms, and conditions under section 4(e);
- 22 (4) agency compliance with the restrictions on
- 23 contract support under section 3(b); and

5 No additional funds are authorized to be appro-
6 priated for the purpose of carrying out this Act.

Attest: **KEVIN F. MCCUMBER,**
Clerk.