



Procurement Times

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GOVERNMENTWIDE ACQUISITION CONTRACT (GWAC) CENTERS

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Directors' Corner

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Change. The word *change* has been very prominent with respect to the recent presidential primaries and upcoming presidential election this coming November. The word, *change*, also measures prominently in this, our 4th and final Procurement Times issue for fiscal year 2008.

Beginning with this issue, Procurement Times will now incorporate our sister organization, the Enterprise GWAC Center Southwest and its team with our Enterprise GWAC Center West, as our two centers continue the trend of working more closely with one another, supporting our customers and managing the GWAC Program's Enterprise GWAC contract vehicles. Likely unbeknownst by many, the two centers have been working very closely with one another the past two years, having completely renovated the Delegation of Procurement Authority (DPA) training that now enables warranted contracting officers to issue new task order awards against all three current Enterprise GWACs: ANSWER, Millennia, and Millennia Lite.

My good friend and counterpart, Ms. Patricia Renfro, is the Director of the Enterprise GWAC Center Southwest, which is located in Fort Worth, Texas. Patricia has been with GSA for 20 years and is very experienced in contracting, having an unlimited warrant, serving as "division" director for 2 years when the division became a center, and then serving as the acting "center" director for another 2 years. Page 8 of this issue provides our readers with the profile of the Enterprise GWAC Center Southwest, its key team members and contact information. Procurement Times will now begin featuring articles of interest for our customers from respective team members of both centers, continuing to focus on acquisition policy news, issues, and guidance that provide value to our customers in support of their large IT service acquisitions. In closing, I want to extend a very warm welcome to my counterpart, Patricia and her team to our newsletter and thank you, our customers for providing us the opportunity to serve you.



Casey Kelley
Director
Enterprise GWAC
Center—West



Patricia Renfro
Director
Enterprise GWAC
Center—Southwest

Our only security is our ability to change. - John Lilly

Managing Risks with T&M Contracts

The ANSWER GWAC, currently in its 9th year, has been very successful with the inception of 3,500+ Task Order awards issued under this GWAC. For clients using ANSWER, the ANSWER GWAC offers both Time & Material and Fixed Price contract types to meet their various IT requirements. However, with ANSWER's popularity is the reality that performance risk is still being borne by the Government through the heavy reliance of Time & Material contracts. It has been said that a T&M contract is one of the riskiest contracts in Federal Government because it places relatively little cost or performance risk on the contractor. Therefore the big question is, "How will you manage performance risk on your projects?"

In March 2008, Shay Assad, the Director for Defense Procurement, Acquisition Policy, and Strategic Sourcing issued a memo requiring the DoD establish procedures for analyzing why T&M contracts are being used when other contract types are suitable. To reduce the reliance on T&M contracting, we offer some suggestions. First, ensure that all aspects of the con-

tract are taken into consideration before deciding on a contract type such as size, scope, and complexity of the services to be performed. Second, consider writing a Statement of Objectives instead of a Statement of Work, and establish contract line items (CLIN) to recognize an effort or work with its associated labor rates. For existing T&M work, an actively utilized Quality Assurance Surveillance Plan may provide clues as to which tasks are candidates for converting to a Fixed Price contract. Review measurements and metrics used to determine if high quality work is being produced. Ultimately a well defined requirement will save time, get better results and reduce cost to the taxpayer.



- Dan Vidal

Increasing Competition Under the Millennia GWAC – A Best Practice

The number of Millennia Industry Partners submitting proposals on Millennia Task Order Requests (TORs) averages two proposals per requirement. In order to ensure that we meet Congressional mandates for more competition as referenced in the Section 803 of the 2002 Defense Authorization bill, this article suggests one way to increase meaningful competition.

A best practice for improved competition under the Millennia GWAC is to hold a pre-proposal conference or what others have called Industry Day. A Pre-proposal conference allows Industry to come together to thoroughly review a requirement before it becomes formalized. By active participation at the Pre-proposal phase, Industry Partners can learn and obtain as much information as possible on a Task Order requirement and provide valuable feedback on appropriate Contract Type, assist in the establishment of performance metrics, and address Out-of-Scope issues prior to the RFP being released. Importantly, the agency benefits from the constructive feed-

back to better fine tune its requirements.

A good exercise in holding a pre-proposal conference was recently demonstrated by the Environmental Protection Agency (EPA) requirement. The EPA utilized the Millennia website "e-mail to all" feature to send out their pre-proposal notice to all the Millennia Industry Partners. The pre-proposal notice gave the date and time of the conference along with a snapshot summary of their requirement, the contract type, and expected period of performance. It also provided a link to the draft Statement of Work and request for the Millennia Partners to submit questions in advance of the scheduled conference. As a result of the pre-proposal conference, this EPA requirement received a higher than average response rate and obtained a quality proposal.

- Jason Schmitt

Millennia Lite

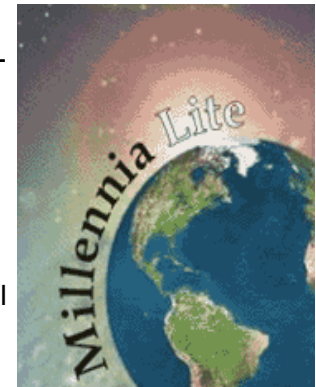
Millennia Lite is a Governmentwide Acquisition Contract vehicle with a worldwide information technology scope and allows task orders to be awarded up to year 2010. The Millennia Lite program ceiling is \$20 billion and can easily accommodate our clients' largest complex IT orders. Our federal and Department of Defense clients have the option of selecting from several contract types under Millennia Lite: fixed price, cost reimbursement, or labor hour/time and material task orders. A distinguishing factor of the Millennia Lite contract is that the scope is strategically segmented into four functional areas based on the life cycle of information technology: IT capital planning, studies, and assessments; high-end information technology services; mission support services; and legacy systems migration and new enterprise systems development.

Typical projects under the Millennia Lite GWAC include, but are not limited to: biometrics; nanotechnology; capital planning and investment control; information assurance and security; critical infrastructure protection; knowledge management; systems engi-

neering; application development; software development, Computer Aided Design, Engineering, and Management (CAD, CAE, and CAM); and business and systems analysis. Our clients include the Law Library of Congress Global Legal Information Network (www.glin.gov).

GSA's Assisted Acquisition Services chose the Millennia Lite contract to support GLIN's mission of making legal documents from jurisdictions spanning the globe available to the general public. Over 16,000 legal documents have been posted to date and most are available to the general public through this database. For further information on the Millennia Lite Contract Terms and Conditions and how to reach Client Support, please go to www.gsa.gov/millennialite.

- Shan Clark



The Federal Procurement Data System - Next Generation (FPDS-NG)

The FPDS-NG is a computer-based Federal Procurement Data System used for the collection, development, and dissemination of procurement data for management, congressional, and public use. Executive departments, agencies, and contracting professionals are responsible for collecting and accurately reporting information in FPDS-NG as required by Federal Acquisition Regulations (FAR).

After a task order is awarded on any GSA GWAC; such as ANSWER, Millennia and Millennia Lite, the awarding contracting officials must enter their task order award data into the FPDS-NG. The GWAC specific websites; such as, www.gsa.gov/answer and www.gsa.gov/millennia contain much of the background information that may be needed for the FPDS-NG entries (contract numbers, DUNS numbers, contractor names, etc.). The Government uses this reported data for many reasons: to assist contracting officials with market research, to determine

which awards are made to businesses in the various socio-economic categories, to structure strategic procurements, to determine the use of full and open competition on the acquisition process, and other important procurement policy purposes.

It is extremely important that data contained in FPDS-NG is accurate, complete, and submitted in a timely manner. It is essential for contracting officers and agencies to assure the accuracy of all information submitted. The Office of Federal Procurement Policy (OFPP) requires that each Agency certify annually that all data is valid and complete. The Enterprise GWAC Center client support is available to provide any needed information to assist task order contracting officials with this important procurement duty.

- Chris Andrade

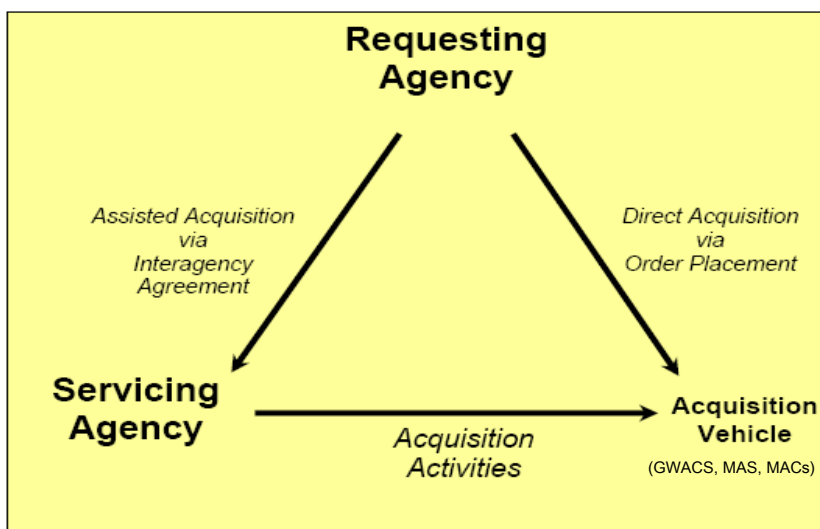
Improving the Management and Use of Interagency Acquisitions

After extensive cross governmental input, the June 6, 2008, Office of Management and Budget's (OMB) Office of Federal Procurement Policy memo on interagency acquisitions ([OMB Memo](#)) was issued. It is designed to assist agencies in making sound business decisions regarding use of interagency acquisitions and to strengthen the management of assisted acquisitions by clearly defining the roles and responsibilities of the parties involved.

Interagency acquisition is the process by which an agency needing supplies or services obtains them using another agency's contract, the acquisition assistance of another agency, or both. Interagency acquisitions typically involve two government agencies: *the requesting agency*, which is the agency with the requirement, and *the servicing agency* which provides acquisition support, administers contracts for other agencies' direct use, or both. In some cases, more than one servicing agency may be involved in an assisted acquisition.

There are two types of interagency acquisitions – direct and assisted. In a direct acquisition, the requesting agency can directly issue a task or delivery order against the servicing agency's indefinite delivery vehicle (i.e. governmentwide acquisition contract (GWAC) or multiple award schedules (MAS) or multi-agency contracts (MACs)). In an assisted acquisition the requesting agency contracts (via an interagency agreement) with the servicing agency to perform acquisition activities on its behalf.

Contract authority is a key aspect in the use of interagency acquisitions. The Economy Act, 31 U.S.C. 1535 provides general authority to undertake interagency acquisitions. It requires the Contracting Officer to make a written Determination and Findings (D&F) per FAR 17.5 that justifies the interagency acquisition as being in the best interest of the government. GSA's MAS and GWAC contract vehicles are governed by more specific statutes that are distinct from the "Economy Act" and are therefore not subject to the D&F requirement that applies to Economy Act acquisitions. However, both assisted and direct acquisitions require some form of "Best Interest Determination" by the requesting agency as explained in the matrices below.



Of significant note is the fact that for direct acquisitions, agencies **may presume** that a direct acquisition made by a qualified individual is in the best **interest of the government** if the vehicle was established under the Federal Strategic Sourcing Initiative (FSSI), the SmartBuy program, the Federal Supply Schedules Program or a governmentwide acquisition contract (GWAC) operating pursuant to Executive agency designation granted by OMB under the Clinger Cohen Act.

Assisted acquisitions also require an Interagency Agreement. The purpose of this document is to establish clear roles and responsibilities for the servicing and requesting agency. The OMB Memorandum provides guidance and sample documents (see appendices) for drafting Interagency Agreements. These guidelines are to be implemented by November 3, 2008 for new interagency agreements. Agencies are also encouraged to amend existing agreements to incorporate any necessary changes.

Interagency Acquisitions—Continued

Requesting Agency Responsibility for:

Direct Acquisitions

Issue	Performed By: Contracting Office	Performed By: Requirements Office	Timeline
Best Interest Determination – Economy Act (Pages 3, 7, & 11 of the OMB Memorandum)	D&F Required & serves as Best Interest Determination; CO or official designated by Agency Head		In Effect per FAR 17.5
Best Interest Determination – Non-Economy Act (Page 5)	No D&F – Just Best Interest Determination -agencies may presume that acquisitions against GWACs, MAS, FSSI and SmartBuy are in the best interest of the government. -document file that the acquisition vehicle is suitable for the agency's needs.		Effective October 1, 2008

Assisted Acquisitions

Issue	Performed By: Contracting Office	Performed By: Requirements Office	Timeline
Best Interest Determination – Economy Act (Page 3, 7, & 11)	D&F Required & serves as Best Interest determination; CO or official designated by Agency Head		In Effect per FAR 17.5
Best Interest Determination – Non-Economy Act (Page 7)	No D&F – Just Best Interest Determination*	No D&F – Just Best Interest Determination*	Effective October 1, 2008
Over \$200K (Page 7)		Notifies head of internal acquisition office of plan for assisted acquisition – request a response	Allow 1 week for response before proceeding
Over \$500K (Page 7)		Same as \$200K but requires a concur / non-concur from internal acquisition office	Request response within 1 week – Non-concurs must be resolved by Agency SPE within 1 week of Acquisition office non-concur

*Individual with necessary expertise to make Assisted Acquisition **Best Interest Determination** can be from any office (i.e. contracting, program office....) however, appropriate coordination with internal acquisition office is required (see over \$200K, over \$500K)

- Rebecca Eden and Mimi Bruce

Training

The Enterprise GWAC Centers (West and Southwest), represented by Mimi Bruce and Shan Clark, provide Delegation of Procurement Authority (DPA) training to warranted federal Contracting Officers who need to award or administer task orders under GSA's GWACs. The ANSWER, Millennium, and Millennium Lite GWACs will be available for continued use through June 30, 2009, Oct 30, 2009 and July, 2010 respectively. Task orders awarded prior to contract expiration may be

awarded for up to five years or longer depending on the terms and conditions specified in each GWAC. DPA webinars are offered each Wednesday, or upon request. To schedule DPA training, please contact either Mimi Bruce (mimi.bruce@gsa.gov) or Shan Clark (shan.clark@gsa.gov).



DISA Won't Renew Three Key Technology Contracts

In a presentation given to industry on August 8, 2008, Tony Montemarano, Component Acquisition Executive for Defense Information Systems Agency (DISA), advised that DISA has chosen not to renew its Global Enterprise Management Support (GEMS), Nex-Gen and I-Assure information technology contracts, instead opting to use existing **Interagency Contracts** to the maximum extent possible.

GSA's Enterprise GWACs (ANSWER, Millennium and Millennium Lite) offer solutions-based contracts to provide all of the services formerly available under DISA's GEMS, I-Assure and NexGen contracts. Procurement lead time is reduced because the competed contracts are in place and available to all federal Contracting Officers by receiving a Delegation of Procurement Authority (DPA), and

a streamlined ordering process is available by using FAR 16.505 ordering procedures. Contract coverage is worldwide, and all types of task orders are available, depending upon the contract vehicle: Cost Reimbursement (all types), Fixed Price (all types), Time and Material and Labor Hour.

To learn more about requesting a DPA, please contact Mimi Bruce (mimi.bruce@gsa.gov) or Shan Clark (shan.clark@gsa.gov).

Information on Enterprise GWAC contract periods of performance and ordering dates is available at www.gsa.gov/gwacs.

- Shan Clark

Diemle Phan Joins the EGC-W Team!

Ms. Diemle Phan joined the EGC-West as the GWAC Center Contracting Officer. She brings to the EGC-W her 10+ years of contracting experience and knowledge of the various federal agencies to our organization that is renowned in customer support.

Le previously worked for GSA FTS as a Contracting Officer supporting the Los Angeles area federal client base. Her experience also includes a short

stint at the Department of Homeland Security in Customs and Border Protection procuring goods and services. However, most of her experience came from the Department of Labor in Washington, D.C., where she began her career as an intern about ten years ago.



Diemle Phan

Enterprise GWAC Centers

The EGC-W contracting staff is located in San Diego, CA and the EGC-SW contracting staff is located in Fort Worth, TX. Both centers offer responsive, efficient, professional support in assisting our customer agencies in laying the groundwork for successful technology acquisitions, while also providing a variety of program support functions including contractual and advisory assistance throughout the Task Order lifecycle. Our GWAC Center staff is committed to:

- Understanding the missions, goals, objectives, and requirements of federal clients
- Providing timely procurement assistance and related ongoing educational initiatives on GWACs
- Possessing a full complement of technical, acquisition, and cost pricing expertise

For access to GSA's comprehensive IT services contracting vehicles, current and potential clients are invited to work directly with our Client Support Directors' Mimi Bruce and Shan Clark as well as our EGC-W and EGC-SW Contracting Team to:

- Understand the GWAC value proposition and how these comprehensive IT vehicles can support your agency's IT mission;
- Access our GWACs through our Delegated Procurement Process;
- Receive GWAC Training; and
- Obtain valuable contractual advice and assistance at both the Basic Contract level and at the Order level.

Source Selection Tip: Plan for Protests

Request for proposals for large dollar GWAC Task Orders that do not require extremely unique and uncommon specialization will inevitably attract higher number of proposals from both highly interested and capable parties. To differentiate proposals based on best value rather than price alone takes careful planning. Offerors invest substantial resources in an attempt to win one of these GWAC Task Orders and some will not take losing lightly. In fact there is a pretty good chance that multiple protests will be filed after the award decision is made. Though some may be filed frivolously, most protests will be made in earnest where the applicable protesters truly believe their proposals offered best value but were rejected because of some kind of unfair treatment beyond their control. In order to defend against protests being sustained two key postulates should be fol-

lowed absolutely; (1) Do what you say you are going to do, and (2) Treat all Offerors fairly!

- Bob Sheehan



Answers to last Quarter Newsletter Crossword Puzzle: 1—Magante; 2—Ojeda; 3—Andrade; 4—Eden; 5—Bruce; 6—Schmitt; 6a—Sheehan; 7—Rivera; 8—Martin; 9—Kelley; 10—EGWAC; 11—Vidal

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ANSWER Millennia ITOP II

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Millennia Lite

www.gsa.gov/millennialite

We're on the web
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Enterprise GWAC Center— West

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Upcoming Events

**NOAA GWAC
Industry Day
Silver Spring, MD**
October 9, 2008

**AFCEA,
Wright Patterson**
October 21—23, 2008

**Dept of Interior
National Business
Center, DC**
October 27, 2008

**Region 9,
San Francisco /
San Diego, CA**
December 8, 2008

Enterprise GWAC Center— Southwest

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