



**UNITED STATES DEPARTMENT OF COMMERCE**  
**Chief Financial Officer**  
**Assistant Secretary for Administration**  
Washington, D.C. 20230

May 13, 2005

**PROCUREMENT MEMORANDUM 2005-01**

**INFORMATION**

MEMORANDUM FOR Senior Bureau Procurement Officials (BPOs)  
/signed/  
FROM: Leslie A. Andrecs  
Director Commerce Acquisition Performance,  
Policy & Support  
SUBJECT: Increasing the Use of Performance-Based Service  
Acquisition

As you know, in September 2003, the Office of Acquisition Management (OAM) obtained contractor support for the creation and execution of a comprehensive strategy for achieving performance-based service acquisition (PBSA) goals. In support of this effort, Acquisition Solutions Inc. (ASI), met with each SBPO and reviewed key contracts in addition to conducting a study, performing analysis and providing recommendations for implementing PBSA best practices within the Department. ASI has completed its DOC PBSA assessment and has provided recommendations for improvement in five areas: program office commitment, training, acquisition resources, shared performance goals, and communication of PBSA best practices.

The PBSA Assessment Report (Attachment A) outlines the DOC study findings as well as the recommendations for improving and increasing the use of PBSA within DOC. OAM will incorporate the recommendations into as many Department-wide acquisition initiatives as appropriate. For example, PBSA principles will be promoted in OAM's acquisition workforce training program through OAM sponsored training as well as other aspects of OAM's acquisition career management programs.

The PBSA Assessment Report may be used by BPOs to: (a) enhance and strengthen program office commitment to PBSA, (b) further extend the benefits of PBSA to their customers through the institution of best practices and (c) continue to implement PBSA with their respective contracting offices in order to achieve targeted goals. The report may also serve as a reference and tool for the contracting professionals, as they serve as the Department's business brokers for program success.

While OAM was spearheading this Department-wide effort to promote increased use of PBSA, the Office of Federal Procurement Policy (OFPP) issued a memorandum dated September 7, 2004 with the subject of increasing the use of performance-based service acquisition. The memorandum (Attachment B) addresses the following four (4) areas:

### **Reporting Requirements**

The guidance provided in the memorandum does not require any modification to how eligible PBSA actions are currently being reported; however, it does permit the use of PBSA for any contracting action, if a performance based approach best meets the government's needs.

### **Recognizing the Use of PBSA**

The memorandum encourages agencies to recognize employees and teams that successfully develop and implement PBSAs. You are encouraged to nominate for the Procurement Executive (PE) Award an individual or a team that effectively used PBSA methods or techniques in acquisition. Instructions and deadlines for nominations can be obtained from the PE Award Coordinator, Virna Evans at [vevans@doc.gov](mailto:vevans@doc.gov).

### **Guidance**

Please be aware that the memorandum rescinds the 1998 Guide to Best Practices for Performance-Based Service Contracting and encourages agencies to use the Seven Steps to Performance-Based Service Acquisition Guide, available at [www.acqunet.gov](http://www.acqunet.gov).

### **Target Achievement Levels**

The memorandum advises advising agencies that the government-wide PBSA goal for FY'05 will be 40% for eligible service actions, as measured in dollars.

Although the OFPP memorandum set the government-wide goal/target achievement level at 40%, OAM has chosen to keep its targeted goal of 50% for eligible service actions, as measured in dollars. Maintaining a 50% target level demonstrates DOC's commitment to PBSA which implements the principles embodied in the National Performance Review, the President's Management Agenda and the Government Performance and Results Act.

DOC's actual achievement level for fiscal year (FY) 2004 was 46%, which is outstanding when compared to the established target of 40%. Fiscal year 2005 is also starting out strong with a first quarter actual achievement level of 26.9%. I am confident that with your continued support we will achieve our 50% target for FY 2005.

As DOC strives to meet targeted achievement levels, all contracting officials are reminded that COMMERCE Information Technology Solutions Next Generation (COMMITTS NexGen) program is a government-wide acquisition contract (GWAC) that provides information technology services and solutions through the issuance of performance based task orders. All task orders issued under COMMITTS NexGen for DOC count as credit toward DOC's PBSA goals. Remember, COMMITTS NexGen is a preferred source for consideration and all Commerce program managers must include COMMITTS NexGen among the potential sources considered for acquisition of IT service requirements. If it is not used, the basis of this decision must be documented.

Questions regarding this memorandum may be directed to Curtina Smith in the Commerce Acquisition Performance, Policy, and Support Division at [csmith2@doc.gov](mailto:csmith2@doc.gov) or 202-482-4186.

**Attachments**

Attachment A: PBSA Assessment Report

Attachment B: OFPP Memorandum dated September 7, 2004

cc: Acquisition Council  
Heads of Contracting Offices  
Acquisition Community



EXECUTIVE OFFICE OF THE PRESIDENT  
OFFICE OF MANAGEMENT AND BUDGET  
WASHINGTON, D. C. 20503

OFFICE OF FEDERAL  
PROCUREMENT POLICY

September 7, 2004

MEMORANDUM FOR CHIEF ACQUISITION OFFICERS  
SENIOR PROCUREMENT EXECUTIVES

FROM:

Robert A. Burton

Handwritten signature of Robert A. Burton in cursive.

Associate Administrator

SUBJECT:

Increasing the Use of Performance-Based Service Acquisition

In July 2003, the Office of Federal Procurement Policy (OFPP) issued a report, "Performance-Based Service Acquisition: Contracting for the Future," outlining recommendations to improve the quality and increase the use of performance-based service acquisition (PBSA). An interagency task force representing agencies that award a significant dollar amount of service contracts and task orders developed these recommendations. The purpose of this memorandum is to implement several of the task force's suggestions, including new instructions for reporting and querying the Federal Procurement Data System (FPDS). Unless otherwise stated in this memorandum, these changes are effective October 1, 2004.

### Target Achievement Levels

Agencies should apply PBSA methods on 40 percent of eligible service actions over \$25,000, to include contracts, task orders, modifications, and options, awarded in fiscal year (FY) 2005, as measured in dollars. OFPP, in consultation with the Chief Acquisition Officers Council, will re-evaluate the target achievement levels for future years based on agencies' FY 2005 performance.

### Reporting Requirements

*Eligible services:* The Federal Acquisition Regulation (FAR) encourages use of PBSA to the maximum extent practicable except for the exclusions identified in FAR 37.102 (the product service codes are included for your convenience):

- (i) Architect-engineer services acquired in accordance with 40 U.S.C. 541-544 (see Part 36) - C\*\*\*;
- (ii) Construction (see Part 36) - Y\*\*\*;
- (iii) Utility services (see Part 41) - S1\*\*; or
- (iv) Services that are incidental to supply purchases.

Additionally, other types of services may not lend themselves to outcome-oriented requirements. For reporting purposes only, the following service areas will be excluded from the list of eligible

service contracts used to determine how many PBSA actions agencies are awarding. However, agencies are not precluded from using PBSA when contracting for these types of services if a performance-based approach best meets the government's needs.

- Research and development (R&D) to include Basic Research, Applied Research, Advanced Technology Development, Demonstration and Validation, and Engineering and Manufacturing Development - A\*\*1 through A\*\*5
- Professional Medical Services (not facility-related) - Q501 through Q527
- Tuition, Registration & Membership Fees - U005

This change should not require a modification to agency reporting systems, but will be used to query FPDS to assess agency use of PBSA. The FPDS instructions will be revised to incorporate these exclusions.

*Percentage of the requirement:* If more than 50 percent of the requirement is performance-based, as measured in dollars, the service action may be coded as a PBSA. With the increase in multi-purpose and hybrid service actions, agencies are encouraged to apply PBSA methods to more of their eligible service actions and should be recognized for these efforts. The FPDS instructions will be changed accordingly. As PBSA use increases and performance goals improve, this percentage may change.

*Additional reporting guidance:* OFPP uses the FPDS to assess agency PBSA performance. However, some agencies are not required to submit all contract data to FPDS and some PBSA efforts may go unreported. Agencies interested in supplementing their FPDS information may report additional PBSA data directly to OFPP. These supplemental reports will assist OFPP in accurately assessing all agency efforts to achieve PBSA performance goals. The first report, which will reflect FY 2005 activity and is due January 31, 2006, shall include the total dollars obligated in the following categories:

- 1) PBSAs funded by the agency but awarded by another agency;
- 2) PBSAs awarded by the agency but funded by another agency;
- 3) PBSAs awarded by and funded by the agency; and
- 4) all eligible service acquisitions awarded by the agency.

Agencies are encouraged to consider using FPDS as a supplemental reporting tool for contracts that are not required to be reported. Please visit <https://www.fpds.gov> for more information.

### **Recognizing the Use of PBSA**

Agencies are encouraged to recognize employees and teams that successfully develop and implement PBSAs. To promote the use of PBSA techniques on eligible service actions, the General Services Administration (GSA) established two awards to acknowledge the PBSA efforts of acquisition professionals: 1) the GSA Excellence in Performance-Based Service Acquisition Award, and 2) the Government-wide Award for Excellence in Performance-Based Service Acquisition. The awards recognize the PBSA efforts of acquisition professionals, and

other agencies may consider using these awards as a model. More information on the awards can be found at [www.acqnet.gov](http://www.acqnet.gov).

### **Guidance**

OFPP rescinds its 1998 Guide to Best Practices for Performance-Based Service Contracting. Agencies are encouraged to use the Seven Steps to Performance-Based Service Acquisition Guide, available at [www.acqnet.gov](http://www.acqnet.gov), in their development of PBSAs. The guide is updated regularly, by an interagency team led by GSA, to reflect new policies and best practices, and includes samples of PBSAs that have been reviewed and selected by the team.

Additionally, a FAR case was published in the *Federal Register* for public comment on July 21, 2004, to implement the general recommendations of the PBSA interagency task force. A copy of the task force's report can be found at [www.whitehouse.gov/omb/procurement/0703pbsat.pdf](http://www.whitehouse.gov/omb/procurement/0703pbsat.pdf).

### **Agency Point of Contact**

Agencies are gaining a wealth of PBSA experience and knowledge and OFPP encourages the sharing of this information throughout the acquisition community. To build a strong PBSA subject matter expert network and database of successful PBSA examples, and to facilitate communication regarding PBSA, OFPP requests that agencies identify a knowledgeable and experienced individual as their PBSA point of contact. These individuals may be asked to contribute PBSA examples and best practices to interagency working groups established to promote PBSA or to assist in outreach and awareness efforts. Please submit the person's name, title, telephone number, and e-mail address to Lesley Field in OFPP by November 1, 2004.

### **Management Plan**

OMB is considering asking agencies to submit PBSA management plans outlining the agency's approach to increasing the use of PBSA techniques on eligible service contracts and developing core PBSA skills and experience within the acquisition workforce. Later this fiscal year, OFPP may convene a working group that includes the agency PBSA points of contact to further define the scope and content of this plan.

For further information, please contact Lesley Field at (202) 395-4761 or [lfield@omb.eop.gov](mailto:lfield@omb.eop.gov).