

GSA ORDER

1. Purpose. This order transmits a revision to the General Services Administration Acquisition Manual.
2. Background. The Office of Acquisition Policy issued GSA Order OGP 2800.1, Acquisition Planning, on January 1, 2004. This change revises Part 507 of the GSAM to reflect the contents of the GSA Order and to remove duplicate language.
3. Effective date. Immediately.
4. Explanation of changes.
 - a. Corrects the Table of Contents to reflect changes to Part 507 and Appendix 507A.
 - b. Deletes the contents of 507.101, 507.102, 507.104, 507.105, 507.106 and 507.107.
 - c. Replaces GSA Order APD 2800.13B, Comprehensive Acquisition Planning, in Appendix 507A with GSA Order OGP 2800.1, Acquisition Planning.
5. Filing instructions. Remove and insert the following pages to the GSAM:

Remove pages

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Insert pages

same

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/s/

David A. Drabkin
Deputy Associate Administrator
for Acquisition Policy

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- (a) Proposing a class justification. If you determine that the facts supporting other than full and open competition would be present in other GSA contracting activities, you should propose a class justification. Recommend through appropriate channels that the Senior Procurement Executive approve a class justification for all GSA contracting activities. This does not apply to justifications based on the authority of 41 U.S.C. 253(c)(7), which does not permit class justifications.
- (b) Justifications based on 41 U.S.C. 253(c)(7). For a justification based on the authority of 41 U.S.C. 253(c)(7) (see FAR 6.302-7), submit the justification for the Administrator's approval through the Senior Procurement Executive.
- (c) Justifications for contract actions subject to the Agreement on Government Procurement. When you acquire eligible products without full and open competition using the authority in FAR 6.302-3(a)(2)(i) or 6.302-7, furnish a copy of the approved justification to the Senior Procurement Executive. The Senior Procurement Executive will transmit the justification to the U.S. Trade Representative.

PART 507 ACQUISITION PLANNING

SUBPART 507.1 ACQUISITION PLANS

507.103 Agency-head responsibilities.

(a) The HCA must ensure that requirements personnel:

- (1) Promote and provide for full and open competition by following the procedures in:
 - (i) FAR part 10 for conducting market research.
 - (ii) FAR part 11 and GSAM part 511 for describing agency needs.
- (2) Through market research and description of agency needs as described in FAR parts 10 and 11 and GSAM part 511, encourage offers of commercial items or, if suitable commercial items are not available, nondevelopmental items, to meet agency needs.
- (3) Follow the principles in FAR part 7, GSAM part 507 and GSA Order, Acquisition Planning (OGP 2800.1) (see Appendix 507A), as appropriate, for each acquisition that requires either a limited or comprehensive acquisition plan.
- (4) Consider using metric measures consistent with 15 U.S.C. 205 et seq. during the acquisition planning phase. See GSAM 511.002 and GSA Order, GSA Metric Program (ADM 8000.1C).
- (5) Follow the procedures in FAR part 23, GSAM part 523, and GSA Order, GSA Affirmative Procurement Program (OGP 2851.1)(see Appendix 523A) to specify needs and develop plans, drawings, work statements, specifications, or other product descriptions that promote use of environmentally preferable and energy-efficient products and services.
- (6) Do not initiate any purchase request for performance of an inherently governmental function by a contractor (See FAR 7.5 and GSAM 507.5).

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- (7) Use knowledge gained from prior acquisitions to further refine requirements and acquisition strategies. Seek increased use of performance-based contracting methods and fixed-price contracts in follow-on acquisitions for services.
- (8) To the maximum extent practicable, both:
 - (i) Structure contract requirements to facilitate competition by and among small business concerns.
 - (ii) Avoid unnecessary and unjustified bundling that precludes small business participation as contractors (FAR 7.107.)
- (9) Coordinate with the contracting officer in performance of these responsibilities.
- (b) The HCA may designate an official to make the determination required by FAR 37.204 and GSAM 537.2 prior to issuance of a solicitation for advisory and assistance services involving the analysis and evaluation of proposals submitted in response to a solicitation.
- (c) You have responsibility for:
 - (1) Coordinating with requirements personnel to ensure effective market research and description of agency needs that meet the objectives in paragraph (a) above.
 - (2) Promoting and providing for full and open competition or, as provided in FAR part 6, maximum practicable competition.
 - (3) Following the principles in FAR part 7, GSAM part 507 and GSA Order, Acquisition Planning (OGP 2800.1) (see Appendix 507A), as appropriate, for each acquisition that requires either a limited or comprehensive acquisition plan.
 - (4) Reviewing, prior to contracting, both:
 - (i) The acquisition history of the supplies and services.
 - (ii) The description of the supplies, including, when necessary for adequate description, a picture, drawing, diagram, or other graphic representation.
 - (5) Unless the HCA designates another official, making the determination required by FAR 37.204 and GSAM 537.2 prior to issuing to issuing a solicitation for advisory and assistance services involving the analysis and evaluation of proposals submitted in response to a solicitation.
 - (6) Not entering into any contract for performance of an inherently governmental function by a contractor.

- (7) Using knowledge gained from prior acquisitions to further refine requirements and acquisition strategies. Seek to enable increased use of performance-based contracting methods and fixed-price contracts in follow-on acquisitions for services.

SUBPART 507.3 CONTRACTOR VERSUS GOVERNMENT PERFORMANCE

507.307 Appeals.

GSA Order, Implementation of the OMB Circular A-76 Productivity Improvement Program (ADM P. 5400.40) contains appeal procedures.

SUBPART 507.5 INHERENTLY GOVERNMENTAL FUNCTIONS

507.503 Policy.

- (a) Concurrent with the transmittal of each statement of work or any modification to a statement of work, the requirements official must provide you a written determination that none of the functions to be performed are inherently governmental. The determination must address the degree to which conditions and facts restrict the discretionary authority, decision-making responsibility, or accountability of Government officials using the contractor services or work products.
- (b) The HCA resolves any disagreement regarding the requirements official's determination, following the guidelines in FAR 7.5. The HCA may delegate this authority to a level not lower than the contracting director.

PART 508 REQUIRED SOURCES OF SUPPLIES AND SERVICES

SUBPART 508.6 ACQUISITION FROM FEDERAL PRISON INDUSTRIES, INC.

508.604 Ordering procedures.

508.604-70 Delinquent delivery orders.

- (a) Establish delivery schedules based on the lead time required by Federal Prison Industries (FPI).
- (b) You may use delinquent orders as the reason for requesting clearance to procure from other sources until FPI can make deliveries.

508.605 Clearances.

Cite FPI clearance numbers in solicitations and award documents.

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(4) 552.212-73, Evaluation-Commercial Items (Multiple Award Schedule), in multiple award schedule solicitations. Use this provision instead of FAR 52.212-2.

- (b) Use of required provisions and clauses. Use only those provisions and clauses prescribed in this part. Unless the use of a provision or clause prescribed elsewhere in the GSAR is consistent with customary commercial practice for the item being acquired, disregard contrary instructions. Provisions and clauses prescribed in this part will be revised to reflect the applicability of new statutes and executive orders.
- (c) Discretionary use of GSAR provisions and clauses. Consistent with the limitations contained in FAR 12.302(c), include in solicitations and contracts by addendum other GSAR provisions and clauses.
- (d) Use of additional provisions and clauses. The Senior Procurement Executive must approve the use of a provision or clause that is either not:
 - (1) Prescribed in the FAR or GSAR for use in contracts for commercial items.
 - (2) Consistent with customary commercial practice.

512.302 Tailoring of provisions and clauses for the acquisition of commercial items.

Waivers under FAR 12.302(c).

- (a) Individual contract. The contracting officer's supervisor approves the request.
- (b) Class of contracts. The contracting director approves the request.

**APPENDIX 507A
ACQUISITION PLANNING
GSA ORDER OGP 2800.1**

GENERAL SERVICES ADMINISTRATION
Washington, DC 20405

OGP 2800.1
January 1, 2004

GSA ORDER

SUBJECT: Acquisition planning

1. Purpose. This order establishes operating procedures and assigns responsibilities for acquisition planning for the General Services Administration (GSA).
2. Cancellation and Replacement. APD 2800.13B is canceled on the effective date of this order. This order also replaces GSAM sections 507.101, 507.102, and 507.104 - 507.107 as well as GSAM Appendix 507A on the effective date of this order.
3. Effective Date. This order applies to all applicable acquisitions (see paragraph 7) where the solicitation is issued on or after January 31, 2004.
4. Background.
 - a. Successful program management delivers the right solutions at best value, on time and within budget. Acquisition planning is critical to successful program management. By improving our acquisition planning process and discipline we will improve the value delivered for the taxpayer's dollar. Adequate planning at the time the requirement becomes known can eliminate problems at the time of award and during contract administration, thereby shortening procurement lead-time and improving customer satisfaction.
 - b. Federal Acquisition Regulation (FAR) Part 7 implements the statutory requirement for acquisition planning.
 - c. Although this order and the requirement for *written* acquisition plans apply to acquisitions that exceed the simplified acquisition threshold (SAT) as defined at FAR section 2.101, FAR section 7.102 requires planning on all acquisitions. Each contracting activity is responsible for ensuring compliance with this requirement.
 - d. The FAR may be found online at <http://www.acqnet.gov/far>. The General Services Administration Acquisition Manual (GSAM) is available at <http://www.gsa.gov> under the Office of Governmentwide Policy's Acquisition Policy link.

GSAM

5. Explanation of changes.

This revision:

- a. Establishes additional coordination and concurrence requirements for acquisitions estimated to exceed the SAT.
- b. Requires a comprehensive acquisition plan for an information technology (IT) services or supply action estimated to exceed \$20 million, including options.
- c. Clarifies that, with the advice and assistance of the contracting officer and, when appropriate, a planning team, the requiring office (see paragraph 6f) is responsible for preparing acquisition plans when GSA is the funding agency.
- d. Draws more attention to the IT Capital Planning requirements of the Clinger-Cohen Act (40 U.S.C. 1422).
- e. Requires more deliberation by acquisition planners prior to placing an order against a Federal Supply Schedule contract or a single or multiple award indefinite delivery-indefinite quantity contract.
- f. Authorizes the Head of the Contracting Activity (HCA) to delegate certain approval authorities to an appropriate level below the Assistant Commissioner or Assistant Regional Administrator after coordination with the Senior Procurement Executive (SPE).

6. Definitions.

- a. Competition Advocate, per GSAM subpart 502.1, means the GSA Competition Advocate in the Office of Acquisition Policy or the contracting activity competition advocate with the duties and responsibilities outlined in FAR section 6.502.
- b. Contracting Director means -
 - (1) Except for the Federal Supply Service (FSS), a Director of a Central Office or Regional Office Division responsible for performing contracting or contract administration.
 - (2) In FSS, a Director of a Contracting Division or FSS Bureau.
- c. Head of Contracting Activity (HCA) means -
 - (1) For GSA Central Office Staff Offices - the Deputy Associate Administrator for Acquisition Policy (MV).
 - (2) For the Federal Technology Service (FTS), Federal Supply Service (FSS), or Public Buildings Service (PBS) Central Office functions – the respective service Commissioner.

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(3) For Regional Offices – the respective Regional Administrators.

d. Planner, at GSA, means the person residing in the requiring office (see paragraph f below) that initiates, coordinates and prepares the written acquisition plan. The person may be in an individual program office or have responsibility for a number of such offices.

e. Planning team means a team of individuals formed to prepare the individual elements of a comprehensive acquisition plan. The team must be composed of representatives from contracting, budget, legal, appropriate technical offices (including requiring office or customer), and small business technical advisors. The team may include representatives from other areas as well. The planning team may be pre-selected or formed on an ad hoc basis.

f. Requiring Office or Requirement(s) Office means the internal GSA office that establishes and funds the agency need. If an organization outside GSA establishes and funds the need, then the requiring office will be the GSA office that is managing the acquisition for that outside organization.

g. Senior Procurement Executive (SPE) means the Deputy Associate Administrator for Acquisition Policy (MV).

h. Senior Program Official (SPO) means a person reporting to, and designated by, the HCA to have overall program responsibility for determining how the agency will meet its needs. The official should have a position of authority over the offices participating in the planning. Some examples are:

(1) Regions - the Assistant Regional Administrators for the Federal Technology Service, Public Buildings Service, and Federal Supply Service.

(2) Central Office - the Assistant Commissioners for the Federal Technology Service, Public Buildings Service, and Federal Supply Service.

7. Applicability.

This order applies to all acquisitions exceeding the SAT, including the following:

a. New definitive contracts (including contracts for supplies, services, construction, repair and alteration, and deregulated utilities.)

b. Letter contracts.

c. An award exercising an un-priced or unevaluated option.

d. Task or delivery order against:

- (1) Federal Supply Schedule contracts.
- (2) Blanket purchase agreements (BPA).
- (3) Single or multiple award indefinite delivery indefinite quantity contracts.

e. Establishing a Federal Supply Schedule program (such as Schedule 70), but not to individual contracts awarded under such a schedule.

f. Leaseshold interests in real property.

8. Policy and the kinds of plans GSA requires.

a. All acquisitions, regardless of dollar value, require acquisition planning. Acquisitions over the SAT must have a written acquisition plan before a solicitation is issued, unless the requirement for a written plan is waived (see paragraphs 8d and 11). Failure to do acquisition planning or concerns about funding availability are not justification for entering into a contract without full and open competition.

b. Contracting officers must submit an electronic copy of each written acquisition plan or summary of an oral plan to the Office of Acquisition Policy, Office of Governmentwide Policy at: acquisitionplans@gsa.gov within 7 days of its approval.

c. Written plans.

(1) Comprehensive acquisition plan. This plan covers the acquisition process from the identification of the need or advance notice of need, through contract or order closeout. It is the most detailed plan and required for:

- (a) IT acquisitions in excess of \$20 million, including options.
- (b) All other types of acquisitions in excess of \$50 million, including options.
- (c) Any dollar value acquisition that meets one or more of the following:

(i) Complex, critical to agency strategic objectives and mission, highly visible or politically sensitive.

(ii) An acquisition with which GSA has little or no experience that may result in a need for greater oversight or risk management.

(iii) Actions using significantly changed methods (e.g., methods of procurement such as lease versus purchase, or methods of performance such as contractor versus Government personnel).

- (iv) New construction, or repair and alteration prospectus budget line items.
- (v) Any acquisition that requires contract bundling (See FAR section 7.107).

(2) Limited acquisition plan. If the acquisition is in excess of the SAT¹ including options, and does not meet any of the criteria for a comprehensive acquisition plan, a written limited acquisition plan is required. The plan covers the acquisition from purchase request or advance notice of need through contract award or order placement.

d. Oral plan. Even if the requirement for a written plan is waived, the planner must still obtain approval for the plan. The planner also must write a summary of the oral plan, including the name of the approver, and the nature of the urgency if that was the reason for the waiver. The summary must be included in any justification for using other than full and open competition required by FAR 6.302-2(c), or in the basis for using an exception to the fair opportunity process required by FAR 16.505(b)(4). The summary may be prepared after award if preparation before award would unreasonably delay the acquisition.

9. Responsibilities. In addition to the responsibilities identified in paragraphs 10 and 11, the following applies:

a. Senior Procurement Executive (SPE). The SPE has overall responsibility for the GSA acquisition system, including prescribing agency-wide procedures for acquisition planning. The SPE:

(1) Coordinates with the HCA when the HCA proposes to delegate approval authority under this order to a level lower than the SPO defined in paragraph 6h.

(2) Has the authority to waive the requirements of this order for IT supplies and services that exceed \$20 million.

(3) Coordinates with the HCA on waivers described in paragraph 9b(2).

b. Head of the Contracting Activity (HCA). The HCA has overall responsibility for implementing and maintaining acquisition planning to ensure adherence to this order and GSAM 507.103(a). In addition, the HCA:

(1) May require higher-level review and approval or additional concurrences within their organization for either limited or comprehensive acquisition plans.

(2) May waive the requirements of this order, except for IT supplies and services that exceed \$20 million, for programs and classes of contracts or orders if the HCA determines that the service or staff office already has a detailed system in place that addresses the elements of the written acquisition plan. All waivers must be coordinated in advance with the SPE.

¹ For leases, the threshold is the Simplified Lease Acquisition Threshold (SLAT) as defined in GSAM section 570.102.

(3) May issue guidance to identify types of acquisitions (programs, classes of contracts or orders) appropriate, within the requirements and thresholds of this order, for either limited or comprehensive acquisition plans.

(4) May re-delegate the authority to make the determination that bundling is necessary and justified in FAR 7.107(b). If the results of a market survey support a determination that bundling is necessary and justified, the contracting officer may approve the justification. If the contracting officer assisted in the market survey, the justification must be approved at least one level above the contracting officer.

(5) May authorize the development of standard outlines for use in programs or classes of contracts or orders that are repetitive and noncomplex.

(6) May delegate approval authority (paragraph 10) under this order to the SPO or may redelegate to a level lower than the SPO after coordination with the SPE.

(7) Determines, on either an individual contract, program, or class basis, appropriate coordinations and concurrences for acquisition plans when an organization outside GSA establishes and funds the need (see paragraph 9c(1)).

c. Planner.

(1) Duties. The planner, with the advice and assistance of the contracting officer, is responsible for the preparation and maintenance of plans, and for obtaining and documenting all necessary concurrences and coordinations. For comprehensive acquisition plans, the planner must also have the advice and assistance of a planning team. If an organization outside GSA establishes and funds the need, the HCA determines appropriate coordinations and concurrences and the planner will reside in the GSA office that is managing the acquisition for that outside organization; if there is no such GSA office, then the contracting officer will perform the planner duties.

(2) The planner must:

(a) Comply with the requirements at GSAM 507.103(a).

(b) Coordinate with the Small Business Technical Advisor (SBTA). When substantial bundling is contemplated (see FAR 7.107(e)), coordination with the Office of Small Business Utilization is also required.

(c) Coordinate with local representatives of the Chief Financial Office/Budget Officer. (Not required for establishing a Federal Supply Schedule program.)

(d) Coordinate with local representatives of the Chief Information Officer if the action involves IT services or supplies for use by GSA to ensure compliance with the requirements of GSA Order CIO 2135.1, GSA Information Technology (IT) Capital Planning and Investment Control. (Not required for establishing a Federal Supply Schedule program.)

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(e) Obtain concurrence of contracting director. For limited acquisition plans, concurrence is required only when the requirement is received in the last month of the fiscal year and award is anticipated before the end of the current fiscal year.

(f) Obtain concurrence of contracting officer.

(g) Coordinate with the Office of General Counsel (for comprehensive acquisition plans).

(3) The planner must review the plan at least annually as well as update the plan for major changes, both before and after contract award, obtaining new coordinations, concurrences, and approval. Examples of major changes are those that affect competition or the ability of small businesses to effectively compete, significant changes to the acquisition strategy, budget, milestones, contract administration, or scope of the contract.

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10. Approvals.

All calculations include options. The HCA may require higher-level approvals than those shown. If the acquisition plan calls for an exception to the fair opportunity process required by FAR 16.505(b)(1), the acquisition plan must be approved at a level no lower than the SPO.

	Non-commercial item acquisition (over SAT)	Leases, and Commercial item acquisition (SAT to \$5 million)	Leases, and Commercial item acquisition (over \$5 million)	Construction (SAT to \$5 million)	Construction (over \$5 million)
Limited acquisition plan	HCA Note 1 & 3	Senior manager in the requirements office Note 2 & 4	HCA Note 1 & 3	Senior manager in the requirements office Note 2 & 4	HCA Note 1 & 3
Oral limited acquisition plan	Contracting director	Contracting director	Contracting director	Contracting director	Contracting director
Comprehensive acquisition plan	HCA Note 1	HCA Note 1	HCA Note 1	HCA Note 1	HCA Note 1
Oral comprehensive acquisition plan	SPO	SPO	SPO	SPO	SPO

Note 1. May be delegated to the SPO. May be delegated to an appropriate level below the SPO after coordination with the SPE.

Note 2. Unless designated at a higher level by the HCA.

Note 3. When GSA is not the funding agency, the contracting director may approve.

Note 4. When GSA is not the funding agency, the contracting officer may approve.

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11. Waivers.

a. When the requirement for a written acquisition plan is waived, an oral acquisition plan is still required. See paragraph 8d for oral plan requirements.

b. Except for HCA authority under paragraph 9b, only the following may be waived:

	Recurring annual acquisitions	Cases of unusual and compelling urgency	IT over \$20 million (including options)
Limited acquisition plan	Contracting director Note 1 & 2	Contracting director Note 1 & 3	(Not applicable)
Comprehensive acquisition plan		SPO Note 4	SPE

Note 1. For acquisitions funded by other agencies this also applies. In either case, the HCA may designate a higher level than the contracting director.

Note 2. Does not apply to acquisitions of IT supplies and services over \$20 million, including options.

Note 3. If the acquisition plan calls for an exception to the fair opportunity process required by FAR 16.505(b)(1), only the SPO may waive.

Note 4. Except for acquisitions of IT supplies and services over \$20 million, including options.

12. Plan content.

a. FAR Part 7 prescribes the content of the comprehensive acquisition plan. The plan shall cover each item in FAR section 7.105 (and 7.106 and 7.107 if applicable). Where a particular element is not applicable, state so. See also paragraph 12c.

b. Limited Acquisition Plans. The following is prescribed:

(1) Acquisition background and objectives, including a statement of need, applicable conditions, cost, capability or performance, and delivery or performance-period requirements. (See FAR 7.105(a)(1) - (5).

(2) Plan of action, including sources, competition, source selection procedures, contracting considerations, budgeting and funding, product or service descriptions, environmental and energy conservation objectives, contract administration, acquisition milestones, and individuals preparing the plan. (See FAR 7.105(b)(1) - (6), (16), (18), (20) and (21)).

c. In addition, GSA prescribes the following for both limited and comprehensive acquisition plans:

(1) For performance based contracting methods when using a services contract, as defined at FAR section 37.101. The plan must include:

(a) A discussion of the performance based contracting elements that will be used and whether these will be sufficient to report the award as performance based in the Federal Procurement Data System (FPDS).

(b) Identification of the office (and individual(s) if known at the time of acquisition planning) responsible for quality assurance surveillance (e.g., monitoring the contractor's compliance with the quality assurance plan).

(c) If performance based contracting methods will not be used, discuss the rationale for why such methods are not suitable (not required if GSA is not the funding agency).

(2) The basis for the Justification for Other Than Full and Open Competition, if applicable and reference the following:

(a) Justification document.

(b) Synopsis requirements or the exception to synopsis that applies.

(c) Approving official (see FAR section 6.304).

(d) Date of approval.

(3) For orders proposing an exception to fair opportunity procedures required by FAR 16.505(b)(2), state the basis for the exception and reference the contracting officer's justification required by FAR 16.505(b)(4).

David A. Drabkin
Deputy Associate Administrator
for Acquisition Policy

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