DEPARTMENT OF DEFENSE

COMPLIANCE ROADMAP FOR EXISTING AND FUTURE CONTRACT WRITING AND ADMINISTRATION CAPABILITIES

VERSION 1.0.1, 15 JUNE 2011

The vision for DoD contract writing and administration is that this environment will be driven by data standards (and associated business rules), standard transactions, test criteria and internal controls. This contract writing and administration capability roadmap establishes the functional business requirements for the future and existing systems environment.

To achieve this vision any planned capability must:

- Be compliant with the DoD Business Enterprise Architecture;
- Produce contract actions that (1) support the types of contracts that are necessary to be awarded for component mission needs, and (2) are compliant with the Federal Acquisition Regulation (FAR), Defense FAR Supplement (DFARS), and Procedures, Guidance, and Information (PGI). Defense Procurement and Acquisition Policy (DPAP) maintains links to the current version of each on its website;
- Comply with the prescribed use of data and the interface requirements of federal and DoD enterprise systems (such as the Central Contractor Registration database, Federal Procurement Data System, and Electronic Document Access) prescribed in the FAR, DFARS, PGI, and guidance memoranda from the Office of Management and Budget and Office of the Secretary of Defense;
- Comply with the data standards at FAR Parts 4 and 53 and DFARS Parts 204 and 232.
- Be compatible with the Purchase Request Data Standard at http://www.acq.osd.mil/dpap/pdi/eb/prds_data_standard.html where purchase requests from outside the contract writing capability are planned;
- Comply with the established DoD Joint Internal Controls (reference (a))at http://www.acq.osd.mil/dpap/policy/policyvault/USA003224-09-DPAP.pdf;
- Apply the Contract Quality Lessons Learned at http://www.acq.osd.mil/dpap/pdi/pc/docs/Contract_Quality_Lessons_Learned.pdf;
- Distribute contract actions using the Procurement Data Standard (PDS) directed by reference (b). The standard may be found at www.acq.osd.mil/dpap/pdi/eb/procurement_data_standard.html. All existing and future contracting writing systems in DoD are expected to be compliant with the current version of this standard as of September 2012 and to be regularly updated within 6 months of publication of updated versions to keep in line with subsequent revisions. Army's Procurement Automated Data and Document System (PADDS), Air Force's Conwrite, the Standard Procurement System (SPS) and DLA's eProcurement systems are expected to be compliant with PDS V2.3 by October 2011. Components are encouraged to use the PDS and Electronic Document Access system as part of a data migration strategy in transitioning from legacy systems.
- Ensure interfaces via the GEX are maintained for the following critical mandatory future capabilities:
  - Distribution of contracts to Electronic Document Access (EDA) and Mechanization of Contract Administration Services (MOCAS), and;

- o Receipt of data on deliveries and invoices from Wide Area Workflow (WAWF), as needed
- Are able to rapidly adapt (i.e. in less than six months) to changes in the above requirements in order to ensure compliance with statutory changes, (e.g. being able to add a new data element or element value for reporting to the Federal Procurement Data System, such as the addition of Women-Owned Small Business as a category via FAR Case 2010-015).
- Apply the Operational Suitability Test Criteria for Contract Writing Systems in developing test plans. All existing and future contract writing capability development will ensure that each system can meet these test criteria successfully; if not, the services will establish a corrective action plan to achieve compliance within 12 months of notification of that need to improve.
- Contract clause logic enterprise services are being prototyped and will be addressed in a future update to this document .
- Following is specific information about required DoD and federal interfaces for any system performing contract writing, administration, or ordering actions in the Department:

Standardization Through the Global EXchange (GEX)

Our electronic business environment is only effective when acquisition and finance systems share data through the GEX. The GEX validations for the PDS enforce FAR- and DFARS-based business rules that have been documented as constraints and data values in the PDS schema. Monitoring tools and diagnostics have been set up to give digital feedback to system administrators as well as functional contracting staff at each contract writing instance in DoD. Using the GEX enables DFAS, DCMA, USD (Comptroller), USD (P&R) and the logistics community to capitalize on the efficiencies of standard transactions by eliminating the need to coordinate and create point to point interfaces. A list of standard transaction sets in broad use across the acquisition business environment can be found at http://www.bta.mil/FedeBiz/index.shtml/. The GEX is a critical capability for the current and future contract writing and administration environment to achieve and maintain efficiencies.

Electronic Document Access (EDA)

EDA is a joint repository used by the program management, finance, disbursing, contracting, industry trading partners, other federal agencies, and the logistics community to store and manage common documents. As directed by reference (b) EDA has been undergoing a transformation since 2008 to store and manage Procurement Data Standard (PDS) compliant contract data as well as historic PDF files and key elements of the Electronic Data Interchange transactions. This allows EDA to present contract data in a standard way for all of DoD regardless of which contract writing system generated the contract transaction. Today, contract writing systems using PDS can send and store contract awards, orders and modifications.

In January 2011, EDA implemented a Management Reporting System capability to enable greater search functionality of this data store and to facilitate down loads of contract data to industry, legacy and future contract writing systems, and any other system that consumes

contract award data in accordance with the direction in (d). Combined with data from the Federal Procurement Data System (FPDS), this integrated data environment will enable custom extracts of data to a myriad of other functional systems.

Therefore, EDA is a mandatory DoD system for the following:

- Master repository for unclassified DoD contracts, orders and modifications in accordance with DFARS PGI 204.201. Classified environments are encouraged to mirror the EDA data environment to ensure data integrity can be achieved across the department.
- In accordance with DFARS PGI 204.270, all contracting officers are required to have an EDA account. This ensures that all contracting officers have access to contract deficiency reports on their own contracts and access to ordering instruments and useful examples from other offices. DPAP is partnering with the EDA program office to explore search tools for identifying examples of contracts for similar efforts, in particular to support requests from CENTCOM Contracting Command.
- To ensure timely and accurate reporting, DPAP also uses EDA data to scorecard contract action reporting to the Federal Procurement Data System (FPDS).
- To enable data capture of the required contractor delivery dates in support of contractor performance measurements in PPIRS-SR at the DoD enterprise level.

EDA is a critical capability for the current and future contract writing and administration environment.

Wide Area WorkFlow (WAWF)

WAWF is a secure web based system for electronic invoicing, receipt, acceptance, property transfers, and miscellaneous payment. WAWF allows government vendors to submit and track invoices and receipt and acceptance documents over the web and allows government personnel to process those invoices in an on-line paperless environment. Likewise, it allows contractors and government personnel to create and track data on shipments of government property to and from vendors. As part of those capabilities, it is the point of capture for Item Unique Identification and Radio Frequency Identification. WAWF is the only reliable electronic means of capturing delivery data for the logistics and property processes of the department. WAWF meets the requirements of 2001 National Defense Authorization Act, which requires claims for payment under a Department of Defense contract to be submitted in electronic form. On March 03, 2008, DOD has issued a final rule amending the Defense Federal Acquisition Regulation Supplement (DFARS) to require use of the WAWF as the only acceptable electronic system for submitting invoices and receiving reports under DOD contracts.

WAWF is being enhanced to make use of the expansion in data available from EDA as a result of the PDS. This will further reduce data entry requirements, improving data quality. The newly redesigned WAWF Management Reporting System enables the department to measure and collate data on contractor deliveries across the department, as well as providing reports for immediate use in managing payment processes. WAWF is key to the future contract writing

environment due to its ability to support transparent operations and prepopulate data from EDA regardless of where a contract action is issued.

WAWF is a critical mandatory capability for the current and future contract writing and administration environment.

Mechanization of Contract Administration Services (MOCAS)

MOCAS is used for the management and payment of complex contracts. MOCAS supports the management and payment of contract financing payments, cost reimbursable contracts including management of funds and multi-funded contracts and line items. It provides capabilities for contract management including support to source acceptance on contracts requiring higher level or specialized quality assurance requirements, administration of Government property furnished to contractors, management of contractor business systems and contract closeout. MOCAS provides the Defense Contract Management Agency with an enterprise source of contract management data for all its Military Service and Defense Agency customers enabling them to be the single face to industry for Contract management. Payments from MOCAS account for approximately 60% of the dollars paid to vendors by the Department of Defense.

Contract Identification

The Contract Indexing Standard V1.0 was published July 2010 (see DFARS PGI 204.7006 and reference (c)) to ensure a common understanding of the interoperability of DoD contract numbering standards and reporting at the federal level in order to translate between contract writing systems and systems using data about contracts across DoD. All systems across DoD that use the contract number and associated data should migrate to this standard no later than September 2012.

Past Performance Information Retrieval System Statistical Reporting (PPIRS-SR)

PPIRS-SR assists contracting officials by providing objective, statistical performance information for competitive solicitations below the mandatory FAR reporting thresholds. PPIRS-SR collects quality and delivery data from numerous DoD databases, aggregates that data using algorithms, and provides the user with objective Quality and Delivery Ratings of a contractor's past performance. The use of the PPIRS-SR algorithms greatly simplifies the source selection process by making the large volume of quality and delivery data more manageable. PPIRS-SR is used to facilitate evaluation of vendor past performance for competitive acquisitions. PPIRS-SR was designated a mandatory system in 21 December 2007 (reference (d)).

Federal Integrated Acquisition Environment (IAE) Capabilities

In 2003, the General Services Administration (GSA) was named the managing partner for the IAE in accordance with its agency's mission. The IAE capabilities support common acquisition

functions and services that benefit all agencies, such as the maintenance of information about business-partner organizations (e.g., banking, certifications, business types, capabilities, performance) and are managed as a shared service. Use of the capabilities that are provided by IAE are required and include:

Central Contractor Registration (CCR): CCR is the primary database for business partners of the U.S. Federal Government. CCR collects, validates, stores and disseminates data in support of agency acquisition and vendor payment missions (including the Dun & Bradstreet Universal Numbering System (DUNS) number, Contractor and Government Entity (CAGE)* code, and Taxpayer Identification Number (TIN)). This data covers the size, type and category of business, as well as financial and tax reporting information.

Federal Business Opportunities (FBO): The purpose of FedBizOpps is to collect, maintain, and disseminate information on Federal procurement solicitations to the public. The system also collects voluntary contact information (e-mail address) on individuals and company information on vendors who use FedBizOpps to find and respond to Federal business opportunities for their products and/or services. This information is used to administer and manage Federal buyer access, maintain interested vendor lists, and keep vendors informed of Federal solicitations of business interest.

On-line Representations and Certifications Application (ORCA): ORCA is an eGovernment initiative that replaced the paper based Representations and Certifications (Reps and Certs) process. This eliminated the need for offerors to repeatedly write and submit, and the government to store, identical information for thousands of proposals from a given company.

Excluded Parties List System (EPLS): EPLS is the electronic version of the Lists of Parties Excluded from Federal Procurement and Nonprocurement Programs (Lists), which identifies those parties excluded throughout the U.S. Government (unless otherwise noted) from receiving Federal contracts or certain subcontracts and from certain types of Federal financial and nonfinancial assistance and benefits.

Electronic Subcontracting Reporting System (eSRS): eSRS provides the government with insight as to how its contracting dollars are being distributed among small and disadvantaged businesses. This authoritative source of subcontracting information provides government users the ability to generate reports and creates higher visibility and increased transparency into subcontracting accomplishments across the government.

Wage Determinations Online (WDOL): WDOL provides a single location for federal contracting officers to use in obtaining appropriate Service Contract Act (SCA) and Davis-Bacon Act (DBA) wage determinations (WDs) for each official contract action. The website is available to the general public as well.

Federal Procurement Data System (FPDS): FPDS provides the ability to look at data on contract actions awarded by the federal government. This is a key component in establishing trust in our government and credibility in the professionals who use these contracts. Further, it provides

opportunity for the government to better assess where its money is being spent, thereby offering opportunities to better determine how to most effectively and efficiently expend those resources. It is also relied upon to create recurring and special reports to the President, Congress, Government Accountability Office, federal executive agencies and the general public.

Contractor Performance Assessment Reporting System (CPARS): CPARS is a web-enabled application that collects and manages the library of automated Contractor Performance Assessment Reports (CPARs). A CPAR assesses a contractor's performance and provides a record, both positive and negative, on a given contractor during a specific period of time. CPARS collects contractor performance information and passes it to the PPIRS, where it can be retrieved by all Federal agencies.

Past Performance Information Retrieval Reporting System (PPIRS): PPIRS is a web-enabled, enterprise application that provides timely and pertinent contractor past performance information to the Department of Defense and Federal acquisition community for use in making source selection decisions.   PPIRS assists acquisition officials by serving as the single source for contractor past performance data. Confidence in a prospective contractor's ability to satisfactorily perform contract requirements is an important factor in making best value decisions in the acquisition of goods and services. PPIRS consists of two components, Report Card (RC) and Statistical Reporting (SR). (Note that PPIRS-SR is deployed only in DoD currently and is discussed separately earlier in this document.) Both components support the Federal Acquisition Regulation (FAR) requirement to consider past performance information prior to making a contract award (FAR Parts 15, 36 and 42).

Federal Awardee Performance and Integrity Information System (FAPIIS): Section 872 of National Defense Authorization Act of 2009 (Public Law 110-417) required the development and maintenance of an information system that contains specific information on the integrity and performance of covered Federal agency contractors and grantees. FAPIIS was developed to address these requirements. FAPIIS is a distinct application that is accessed through the Past Performance Information Retrieval System (PPIRS) and is available to federal acquisition professionals for their use in award and responsibility determinations. FAPIIS provides users access to integrity and performance information from the FAPIIS reporting module in the Contractor Performance Assessment Reporting System (CPARS), proceedings information from the Central Contractor Registration (CCR) database, and suspension/disbarment information from the Excluded Parties List system (EPLS).

Federal Subaward Reporting System (FSRS): FSRS is an addition to eSRS built to meet requirements of the Federal Funding Accountability and Transparency Act (FFATA). The intent of FFATA is to empower every American with the ability to hold the government accountable for each spending decision. The expected end result is to reduce wasteful spending in the government. The FFATA legislation requires information on federal awards (federal financial assistance and expenditures) be made available to the public via a single, searchable website, which is www.USASpending.gov. The FFATA Subaward Reporting System (FSRS) will collect data from Federal prime contractors on subcontracts they award and populate USASpending.gov.

GSA has also begun the process to transition all of the above capabilities to a new platform called the System for Award Management (SAM). SAM will be deployed in phases over the next four fiscal years; implementing sets of the above capabilities.

The IAE capabilities are critical mandatory capabilities for the current and future contract writing, administration, and ordering environment.

*Note – the CAGE code system that validates CAGE codes for entities in CCR is also a mandatory secondary system for obtaining authoritative CAGE data, as CAGE codes are required for all entities to whom the Department awards contract actions even if registration in CCR is not required. The CAGE code system within the United States is managed by the DLA Logistics Information Service under the auspices of NATO controls.

References

(a) USD (AT&L/DPAP) and USD(C/DCFO) Joint Memo dated May 25, 2011, Subject: Internal Controls for Procurement Systems
(b) USD (AT&L) memorandum dated July 5, 2007, Subject: Standard Procurement System Deployment Requirement and Initial DoD Procurement Data Strategy
(c) USD (AT&L/DPAP) Memo dated July 8, 2010, Subject: Contract Indexing Standard
(d) Deputy Undersecretary of Defense (DUSD) Acquisition and Technology (A&T) memorandum date 21 December 2007. Subject: DoD Deployment of Past Performance Information Retrieval System – Statistical Reporting (PPIRS-SR)