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Description of document: General Services Administration (GSA) Savings and Public Policy Regional Breakdowns, FY2015-FY2017 and Competition Advocates Reports, FY2009-FY2014

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April 26, 2018

This letter is in response to your U.S. General Services Administration (GSA) Freedom of Information Act (FOIA) request (GSA-2018-000978), dated March 27, 2018, in which you requested the following:

“Copies of the GSA's competition advocate's annual reports from 2007 to 2017.”

Please find the following nine (9) enclosed documents responsive to your request (Total 260 pages). As explained below, GSA competition advocate reports go back nine (9) fiscal years, FY 2009 through FY 2017.

- (1) FY2017 Savings and Public Policy Regional Breakdown
- (2) FY2016 Savings and Public Policy Regional Breakdown
- (3) FY2015 Savings and Public Policy Regional Breakdown
- (4) FY2014 Competition Advocates Report
- (5) FY2013 Competition Advocates Report
- (6) FY2012 Competition Advocates Report
- (7) FY2011 Competition Advocates Report
- (8) FY2010 Competition Advocates Report
- (9) FY2009 Competition Advocates Report

As stated in Federal Acquisition Regulation (FAR) section 6.502, paragraph (b)(2), agencies shall “Prepare and submit an annual report to the agency senior procurement executive and the chief acquisition officer in accordance with agency procedures”. GSA’s agency procedures have changed over the years, as described below.

FAR Case 2007-007, published September, 17, 2008, established the current requirement in FAR 6.502 for the annual competition advocate report. Accordingly, GSA’s competition advocate issued reports to the Senior Procurement Executive (SPE) and Chief Acquisition Officer (CAO) from FY 2009 to FY2014 (attachments 4 - 9).

Just prior to FY 2015, GSA's Office of Acquisition Policy implemented a "Savings and Public Policy" internal dashboard that calculated and displayed competition performance on a monthly basis based on publicly available data on the Federal Procurement Data System (FPDS). This internal dashboard replaced the previous competition advocate reports, last submitted in FY2014.

The new dashboard makes competition performance available agency-wide, including to the SPE and CAO. At the end of FY2015, FY2016 and FY2017, the internal dashboard displays a "Savings and Public Policy" breakdown table that showed each head of contracting activity their annual competition numbers. Images of the breakdown tables (attachments 1 – 3) serve as the competition advocate reports for those specific fiscal years.

This completes our action on this FOIA request. Should you have any questions, please feel free to contact Mr. David Frye, Program Analyst at 817-723-3704 or by email at david.frye@gsa.gov. You may also contact the GSA FOIA Public Liaison, Ms. Audrey Brooks at 202-205-5912 or by email at audrey.brooks@gsa.gov for any additional assistance and to discuss any aspect of your FOIA request.

Sincerely,

Travis S. Lewis

Director
Office of FOIA and Records Management
Office of Administrative Services
General Services Administration

Enclosure

MONTHLY SAVINGS AND PUBLIC POLICY BREAKDOWN

Update Frequency		Monthly										
Service	Data Thru	Total Obligations YTD (Millions)	Small Business: Total Rate	Small Business: SDB Rate	Small Business: WOSB Rate	Small Business: SDVOSB Rate	Small Business: HUBZone Rate	Competition Rate	OneBid Rate	High Risk CR Rate	High Risk TMLH Rate	Perf-Based Acq Rate
FAS	9/29/2017	\$7,255M	23.1%	8.1%	3.9%	5.3%	1.7%	85.4%	15.5%	28.1%	14.9%	90.3%
PBS	9/29/2017	\$3,374M	55.3%	32.8%	12.2%	7.2%	7.5%	72.3%	13.4%	0.0%	0.2%	65.9%
OAS	9/29/2017	\$103M	52.4%	27.4%	15.8%	5.9%	4.7%	93.1%	18.9%	0.5%	13.5%	65.5%
GSA-Wide		\$10,731M	42.3%	22.8%	8.9%	6.4%	5.1%	81.4%	14.9%	19.0%	10.3%	84.5%

Service	Region	Data Thru	Total Obligations YTD (Millions)	Small Business: Total Rate	Small Business: SDB Rate	Small Business: WOSB Rate	Small Business: SDVOSB Rate	Small Business: HUBZone Rate	Competition Rate	OneBid Rate	High Risk CR Rate	High Risk TMLH Rate	Perf-Based Acq Rate
FAS	0	9/29/2017	\$3,715M	19.3%	5.5%	2.6%	4.9%	1.4%	93.9%	5.8%	45.0%	6.3%	82.7%
	1	9/29/2017	\$360M	99.2%	16.5%	2.2%	16.5%	0.0%	77.7%	60.4%	54.1%	7.3%	96.1%
	2	9/29/2017	\$247M	99.8%	90.7%	91.5%	30.5%	0.1%	98.9%	7.1%	0.0%	42.0%	100.0%
	3	9/29/2017	\$646M	20.0%	7.2%	3.4%	1.4%	5.7%	63.0%	7.5%	17.9%	11.6%	99.6%
	4	9/29/2017	\$554M	94.0%	34.5%	10.2%	2.6%	14.5%	68.0%	21.8%	6.1%	22.3%	95.0%
	5	9/29/2017	\$503M	33.8%	17.0%	9.6%	11.1%	0.1%	79.0%	48.6%	2.4%	53.5%	95.0%
	6	9/29/2017	\$84M	4.1%	0.8%	1.9%	1.0%	0.0%	89.2%	1.8%	0.0%	0.0%	97.3%
	7	9/29/2017	\$464M	16.8%	0.4%	3.1%	10.3%	0.0%	86.3%	32.8%	0.0%	39.2%	97.8%
	8	9/29/2017	\$301M	100.0%	96.3%	85.8%	12.7%	74.4%	80.4%	26.0%	0.0%	1.2%	87.1%
	9	9/29/2017	\$186M	108.1%	52.0%	14.7%	1.6%	9.6%	73.7%	22.4%	0.0%	9.0%	99.2%
	10	9/29/2017	\$38M	100.0%	96.6%	11.0%	5.8%	0.0%	87.2%	18.2%	0.0%	22.8%	96.9%
	11	9/28/2017	\$155M	64.7%	25.8%	5.8%	13.8%	4.8%	73.1%	29.1%	8.0%	25.8%	74.7%
FAS-Wide			\$7,255M	23.1%	8.1%	3.9%	5.3%	1.7%	85.4%	15.5%	28.1%	14.9%	90.3%

Service	Region	Data Thru	Total Obligations YTD (Millions)	Small Business: Total Rate	Small Business: SDB Rate	Small Business: WOSB Rate	Small Business: SDVOSB Rate	Small Business: HUBZone Rate	Competition Rate	OneBid Rate	High Risk CR Rate	High Risk TMLH Rate	Perf-Based Acq Rate
PBS	0	9/29/2017	\$139M	47.6%	16.4%	10.0%	3.1%	7.2%	76.9%	39.5%	0.0%	1.2%	11.1%
	1	9/29/2017	\$81M	67.8%	23.2%	13.6%	10.3%	5.8%	81.0%	11.3%	0.0%	1.1%	74.7%
	2	9/29/2017	\$331M	38.2%	8.8%	10.3%	1.1%	4.7%	76.2%	40.4%	0.0%	0.5%	76.8%
	3	9/29/2017	\$628M	36.4%	25.9%	3.3%	2.2%	4.2%	87.8%	1.0%	0.0%	0.0%	45.6%
	4	9/29/2017	\$232M	81.8%	50.9%	15.6%	18.3%	4.4%	69.9%	2.0%	0.0%	0.0%	84.4%
	5	9/29/2017	\$262M	62.7%	27.6%	21.4%	9.6%	4.1%	80.1%	7.1%	0.0%	0.0%	84.8%
	6	9/29/2017	\$141M	58.5%	29.7%	7.0%	7.3%	5.6%	76.8%	4.3%	0.0%	0.0%	85.6%
	7	9/29/2017	\$265M	53.6%	33.8%	12.2%	8.9%	17.3%	85.3%	7.2%	0.2%	0.0%	72.8%
	8	9/29/2017	\$149M	79.1%	41.2%	17.3%	16.0%	6.8%	67.4%	18.5%	0.0%	0.2%	72.7%
	9	9/29/2017	\$321M	65.6%	51.2%	17.3%	3.5%	8.7%	65.1%	4.4%	0.0%	0.0%	74.4%
	10	9/29/2017	\$74M	84.2%	23.2%	8.6%	14.0%	13.9%	64.9%	14.8%	0.0%	0.0%	79.9%
	11	9/29/2017	\$750M	49.6%	37.1%	11.5%	6.9%	8.5%	53.3%	23.6%	0.0%	0.1%	59.0%
PBS-Wide			\$3,374M	55.3%	32.8%	12.2%	7.2%	7.5%	72.3%	13.4%	0.0%	0.2%	65.9%

SUSTAINABLE ACQUISITION

Update Frequency		Semi-Annually
Service	Data Thru	Sustainable Acq Rate
FAS	9/30/2017	100.0%
PBS	9/30/2017	100.0%
OAS	9/30/2017	100.0%
GSA-Wide		100.0%

Service	Region	Data Thru	Sustainable Acq Rate
FAS	0	9/30/2017	
	1	9/30/2017	
	2	9/30/2017	100.0%
	3	9/30/2017	
	4	9/30/2017	
	5	9/30/2017	
	6	9/30/2017	100.0%
	7	9/30/2017	
	8	9/30/2017	
	9	9/30/2017	
	10	9/30/2017	
	11	9/30/2017	
FAS-Wide			100.0%

Service	Region	Data Thru	Sustainable Acq Rate
PBS	0	9/30/2017	100.0%
	1	9/30/2017	100.0%
	2	9/30/2017	100.0%
	3	9/30/2017	100.0%
	4	9/30/2017	100.0%
	5	9/30/2017	100.0%
	6	9/30/2017	100.0%
	7	9/30/2017	100.0%
	8	9/30/2017	100.0%
	9	9/30/2017	100.0%
	10	9/30/2017	100.0%
	11	9/30/2017	100.0%
PBS-Wide			100.0%

Attachment 02 - FOIA GSA Number 2018-000935 GSA Targets				Small Business: Total Rate	Small Business: SDB Rate	Small Business: WOSB Rate	Small Business: SDVOSB Rate	Small Business: HUBZone Rate	Competitio n Rate	One Bid Rate	High Risk CR Rate	High Risk TMLH Rate	Perf-Based Acq Rate	GSA Targets	Sustainable Acq Rate	GSA Targets	FAS Customer Savings (Millions)				
				36.5%	5.0%	5.0%	3.0%	3.0%	79.5%	15.0%							\$3,600M				
Update Frequency				Monthly										Update Frequency		Semi-Annually		Update Frequency		Annually	
Service	Data Thru	Total Obligations YTD (Millions)	Small Business: Total Rate	Small Business: SDB Rate	Small Business: WOSB Rate	Small Business: SDVOSB Rate	Small Business: HUBZone Rate	Competitio n Rate	OneBid Rate	High Risk CR Rate	High Risk TMLH Rate	Perf-Based Acq Rate	Service	Data Thru	Sustainable Acq Rate	Service	Data Thru	FAS Customer Savings (Millions)			
FAS	9/30/2016	\$6,144M	22.0%	8.4%	3.6%	3.1%	0.6%	85.4%	14.5%	25.0%	17.7%	81.8%	FAS	9/30/2015	100.0%	FAS	9/30/2014	\$4,700M			
PBS	9/30/2016	\$3,127M	50.4%	31.4%	12.9%	6.6%	6.4%	70.0%	12.9%	0.0%	0.3%	61.9%	PBS	9/30/2015	95.9%	PBS	9/30/2014				
IAD	9/30/2016	\$116M	60.2%	27.9%	18.3%	8.7%	1.0%	85.7%	28.9%	0.6%	13.2%	57.2%	IAD	9/30/2015		IAD	9/30/2014				
GSA-Wide		\$9,388M	39.1%	21.9%	9.3%	5.2%	3.9%	80.3%	14.3%	16.4%	11.8%	76.7%	GSA-Wide		96.5%	GSA-Wide		\$4,700M			
Service	Region	Data Thru	Total Obligations YTD (Millions)	Small Business: Total Rate	Small Business: SDB Rate	Small Business: WOSB Rate	Small Business: SDVOSB Rate	Small Business: HUBZone Rate	Competitio n Rate	OneBid Rate	High Risk CR Rate	High Risk TMLH Rate	Perf-Based Acq Rate	Service	Region	Data Thru	Sustainable Acq Rate	Service	Region	Data Thru	FAS Customer Savings (Millions)
FAS	0	9/30/2016	\$3,100M	17.9%	6.0%	1.8%	2.0%	0.4%	92.5%	6.9%	40.9%	8.0%	63.7%	FAS	0	9/30/2015		FAS	0	9/30/2014	\$4,700M
	1	9/29/2016	\$273M	74.3%	19.1%	0.0%	19.1%	19.1%	83.3%	37.6%	35.0%	6.4%	97.2%		1	9/30/2015			1	9/30/2014	
	2	9/30/2016	\$266M	83.0%	57.3%	37.9%	21.6%	34.6%	96.3%	6.6%	-0.1%	50.0%	99.8%		2	9/30/2015	100.0%		2	9/30/2014	
	3	9/30/2016	\$506M	86.4%	58.2%	10.0%	7.5%	22.3%	74.2%	9.1%	23.7%	11.5%	97.4%		3	9/30/2015	100.0%		3	9/30/2014	
	4	9/30/2016	\$569M	78.5%	78.4%	61.8%	0.7%	0.7%	67.6%	15.5%	5.0%	20.2%	98.9%		4	9/30/2015			4	9/30/2014	
	5	9/30/2016	\$468M	44.4%	20.0%	20.9%	18.4%	1.1%	69.0%	46.4%	4.3%	55.0%	95.5%		5	9/30/2015			5	9/30/2014	
	6	9/30/2016	\$73M	4.4%	5.1%	2.0%	0.1%	0.0%	93.6%	3.3%		0.4%	41.0%		6	9/30/2015			6	9/30/2014	
	7	9/30/2016	\$397M	79.8%	2.2%	2.2%	7.3%	0.0%	90.7%	32.5%		48.5%	93.0%		7	9/30/2015			7	9/30/2014	
	8	9/30/2016	\$193M	46.0%	27.0%	17.4%	33.6%	4.6%	91.6%	15.3%	0.1%	-1.1%	81.5%		8	9/30/2015			8	9/30/2014	
	9	9/30/2016	\$144M	50.1%	24.6%	3.6%	0.0%	0.0%	73.5%	21.9%		3.1%	101.4%		9	9/30/2015			9	9/30/2014	
	10	9/30/2016	\$16M	65.0%	32.1%	0.1%	16.3%	0.0%	78.2%	37.6%	0.0%	11.4%	75.4%		10	9/30/2015			10	9/30/2014	
	11	9/30/2016	\$140M	98.6%	15.8%	5.2%	9.5%	5.9%	65.6%	48.9%	3.7%	41.5%	59.3%		11	9/30/2015			11	9/30/2014	
FAS-Wide			\$6,144M	22.0%	8.4%	3.6%	3.1%	0.6%	85.4%	14.5%	25.0%	17.7%	81.8%	FAS-Wide			100.0%	FAS-Wide			\$4,700M
Service	Region	Data Thru	Total Obligations YTD (Millions)	Small Business: Total Rate	Small Business: SDB Rate	Small Business: WOSB Rate	Small Business: SDVOSB Rate	Small Business: HUBZone Rate	Competitio n Rate	OneBid Rate	High Risk CR Rate	High Risk TMLH Rate	Perf-Based Acq Rate	Service	Region	Data Thru	Sustainable Acq Rate	Service	Region	Data Thru	FAS Customer Savings (Millions)
PBS	0	9/30/2016	\$158M	46.5%	13.3%	16.5%	1.1%	10.0%	86.1%	31.0%		2.1%	19.3%	PBS	0	9/30/2015		PBS	0	9/30/2014	
	1	9/30/2016	\$106M	63.9%	21.7%	18.4%	15.0%	5.3%	86.8%	9.1%		1.6%	85.6%		1	9/30/2015	100.0%		1	9/30/2014	
	2	9/30/2016	\$343M	30.5%	12.9%	7.8%	0.4%	3.2%	62.7%	3.4%		0.1%	49.4%		2	9/30/2015	100.0%		2	9/30/2014	
	3	9/30/2016	\$360M	76.0%	40.4%	12.3%	6.8%	11.0%	79.1%	4.7%		0.0%	63.4%		3	9/30/2015	100.0%		3	9/30/2014	
	4	9/30/2016	\$154M	90.5%	54.5%	15.3%	27.3%	5.3%	61.9%	10.8%			69.9%		4	9/30/2015	64.0%		4	9/30/2014	
	5	9/30/2016	\$302M	41.3%	18.7%	16.6%	5.2%	4.2%	82.0%	4.6%			77.7%		5	9/30/2015	100.0%		5	9/30/2014	
	6	9/30/2016	\$101M	66.2%	35.8%	9.8%	9.1%	5.4%	75.2%	4.1%			88.7%		6	9/30/2015	100.0%		6	9/30/2014	
	7	9/30/2016	\$205M	57.7%	36.6%	12.0%	11.0%	14.4%	79.7%	6.9%		0.0%	68.9%		7	9/30/2015	100.0%		7	9/30/2014	
	8	9/30/2016	\$134M	67.8%	43.5%	17.3%	16.0%	6.6%	62.6%	7.8%		0.3%	66.5%		8	9/30/2015	100.0%		8	9/30/2014	
	9	9/30/2016	\$464M	45.3%	36.0%	10.7%	1.7%	3.5%	77.9%	9.3%	0.0%	0.8%	75.0%		9	9/30/2015	100.0%		9	9/30/2014	
	10	9/30/2016	\$72M	80.4%	32.8%	10.9%	13.2%	13.6%	66.0%	15.4%		-0.1%	83.5%		10	9/30/2015	100.0%		10	9/30/2014	
	11	9/30/2016	\$729M	43.7%	36.8%	13.4%	5.2%	7.4%	52.9%	33.1%	0.0%	0.0%	55.0%		11	9/30/2015	91.0%		11	9/30/2014	

Attachment 03 - FOIA GSA Number 2018-000935

Office	Total Obligations, YTD (millions)*	Small Business: Total Rate	Small Business: SDB Rate	Small Business: WOSB Rate	Small Business: SDVOSB Rate	Small Business: HUBzone Rate	Office	Total Obligations, YTD (millions)*	Competition Rate	Competitive One-Bid Rate** (based on total dollars)	High-Risk Contracts: T/M/LH	High-Risk Contracts: CR	Office	Total Obligations, YTD (millions)*	Sustainable Acq Rate	Perf-Based Acq Rate	FAS Customer Savings (billions)
GSA Targets		32%	5%	5%	3%	3%	GSA Targets		79.5%	15%	-	-	GSA Targets		-	-	\$ 3.6
Data Timeframe	9/30/15	9/30/15	9/30/15	9/30/15	9/30/15	9/30/15	Data Timeframe	9/30/15	9/30/15	9/30/15	9/30/15	9/30/15	Data Timeframe	9/30/15	FY15 Q1-Q2	9/30/15	FY15 Q3
GSA-wide	\$ 8,765	43.6%	21.5%	9.3%	4.7%	4.4%	GSA-wide	\$ 8,765	82.5%	13.2%	13.8%	12.9%	GSA-wide	\$ 8,765	93.2%	78.2%	-
FAS-wide	\$ 5,643	30.4%	6.6%	4.0%	2.0%	0.9%	FAS-wide	\$ 5,643	89.0%	14.2%	20.8%	20.1%	FAS-wide	\$ 5,643	100.0%	83.8%	\$ 3.5
PBS-wide	\$ 2,918	53.7%	30.5%	13.4%	6.3%	6.9%	PBS-wide	\$ 2,918	69.8%	9.3%	0.7%	0.1%	PBS-wide	\$ 2,918	91.5%	59.2%	-
OAS / IAD	\$ 204	32.3%	20.7%	4.8%	4.7%	2.0%	OAS / IAD	\$ 204	85.0%	26.2%	5.5%	0.0%	OAS / IAD	\$ 204	-	64.0%	-
FAS Regions	Total Obligations, YTD (millions)*	Small Business: Total Rate	Small Business: SDB Rate	Small Business: WOSB Rate	Small Business: SDVOSB Rate	Small Business: HUBzone Rate	FAS Regions	Total Obligations, YTD (millions)*	Competition Rate	Competitive One-Bid Rate** (based on total dollars)	High-Risk Contracts: T/M/LH	High-Risk Contracts: CR	FAS Regions	Total Obligations, YTD (millions)*	Sustainable Acq Rate	Perf-Based Acq Rate	FAS Customer Savings (billions)
FAS-wide	\$ 5,643	30.4%	6.6%	4.0%	2.0%	0.9%	FAS-wide	\$ 5,643	89.0%	14.2%	20.8%	20.1%	FAS-wide	\$ 5,643	100.0%	83.8%	\$ 3.5
FAS R00	\$ 2,609	35.8%	18.3%	26.9%	-7.5%	0.0%	FAS R00	\$ 2,609	90.9%	8.3%	9.7%	36.9%	FAS R00	\$ 2,609	-	67.0%	-
FAS R01	\$ 213	-	-	-	-	-	FAS R01	\$ 213	85.8%	14.1%	1.0%	18.8%	FAS R01	\$ 213	-	89.6%	-
FAS R02	\$ 278	46.0%	8.8%	33.4%	4.5%	2.3%	FAS R02	\$ 278	98.8%	14.9%	56.1%	0.0%	FAS R02	\$ 278	100.0%	96.6%	-
FAS R03	\$ 380	65.3%	52.2%	20.7%	1.9%	4.4%	FAS R03	\$ 380	90.7%	5.0%	11.6%	25.1%	FAS R03	\$ 380	100.0%	95.0%	-
FAS R04	\$ 644	33.2%	17.4%	14.5%	11.2%	2.9%	FAS R04	\$ 644	81.2%	20.7%	18.3%	3.1%	FAS R04	\$ 644	-	98.9%	-
FAS R05	\$ 481	5.8%	17.2%	5.4%	0.0%	0.8%	FAS R05	\$ 481	87.4%	41.4%	60.6%	2.7%	FAS R05	\$ 481	-	99.5%	-
FAS R06	\$ 83	39.4%	3.2%	9.5%	14.1%	0.0%	FAS R06	\$ 83	91.4%	3.2%	0.0%	0.0%	FAS R06	\$ 83	-	134.2%	-
FAS R07	\$ 522	37.6%	12.9%	2.2%	24.6%	0.0%	FAS R07	\$ 522	96.0%	20.5%	49.7%	0.1%	FAS R07	\$ 522	-	96.8%	-
FAS R08	\$ 160	95.5%	7.7%	-0.3%	0.0%	0.0%	FAS R08	\$ 160	92.3%	12.2%	-3.1%	0.0%	FAS R08	\$ 160	-	77.6%	-
FAS R09	\$ 140	45.4%	35.3%	1.5%	2.9%	0.0%	FAS R09	\$ 140	67.7%	15.2%	-1.1%	0.0%	FAS R09	\$ 140	-	97.2%	-
FAS R10	\$ 11	97.3%	58.2%	32.4%	-0.2%	3.8%	FAS R10	\$ 11	99.4%	40.1%	25.5%	10.2%	FAS R10	\$ 11	-	95.0%	-
FAS R11	\$ 102	87.8%	83.9%	3.3%	0.0%	0.0%	FAS R11	\$ 102	57.2%	36.1%	51.4%	0.0%	FAS R11	\$ 102	-	35.5%	-
PBS Regions	Total Obligations, YTD (millions)*	Small Business: Total Rate	Small Business: SDB Rate	Small Business: WOSB Rate	Small Business: SDVOSB Rate	Small Business: HUBzone Rate	PBS Regions	Total Obligations, YTD (millions)*	Competition Rate	Competitive One-Bid Rate** (based on total dollars)	High-Risk Contracts: T/M/LH	High-Risk Contracts: CR	PBS Regions	Total Obligations, YTD (millions)*	Sustainable Acq Rate	Perf-Based Acq Rate	FAS Customer Savings (billions)
PBS-wide	\$ 2,918	53.7%	30.5%	13.4%	6.3%	6.9%	PBS-wide	\$ 2,918	69.8%	9.3%	0.7%	0.1%	PBS-wide	\$ 2,918	91.5%	59.2%	-
PBS R00	\$ 142	67.6%	19.4%	10.0%	10.3%	13.5%	PBS R00	\$ 142	91.3%	23.6%	11.0%	0.0%	PBS R00	\$ 142	-	29.7%	-
PBS R01	\$ 67	69.3%	35.2%	13.4%	2.4%	12.6%	PBS R01	\$ 67	79.3%	7.8%	0.7%	0.0%	PBS R01	\$ 67	100.0%	72.1%	-
PBS R02	\$ 164	78.4%	34.3%	11.0%	9.5%	14.2%	PBS R02	\$ 164	61.4%	10.3%	0.3%	0.0%	PBS R02	\$ 164	100.0%	59.0%	-
PBS R03	\$ 267	41.2%	20.7%	6.3%	8.2%	3.0%	PBS R03	\$ 267	69.5%	4.1%	0.1%	0.0%	PBS R03	\$ 267	100.0%	57.8%	-
PBS R04	\$ 311	63.1%	25.0%	21.9%	9.0%	3.5%	PBS R04	\$ 311	68.9%	3.1%	0.0%	0.0%	PBS R04	\$ 311	100.0%	53.3%	-
PBS R05	\$ 205	32.4%	20.1%	6.1%	4.2%	4.9%	PBS R05	\$ 205	67.0%	10.1%	0.0%	0.0%	PBS R05	\$ 205	80.0%	77.1%	-
PBS R06	\$ 193	48.0%	25.0%	14.7%	4.8%	8.9%	PBS R06	\$ 193	85.1%	3.4%	0.0%	0.0%	PBS R06	\$ 193	100.0%	85.8%	-
PBS R07	\$ 306	67.3%	52.0%	15.1%	12.0%	6.0%	PBS R07	\$ 306	84.2%	2.6%	0.0%	0.0%	PBS R07	\$ 306	83.3%	84.7%	-
PBS R08	\$ 148	35.2%	26.0%	9.3%	2.0%	1.5%	PBS R08	\$ 148	60.1%	6.6%	0.2%	0.0%	PBS R08	\$ 148	100.0%	54.0%	-
PBS R09	\$ 439	85.9%	36.8%	12.2%	14.6%	12.1%	PBS R09	\$ 439	73.2%	3.5%	0.0%	0.0%	PBS R09	\$ 439	91.7%	72.7%	-
PBS R10	\$ 77	63.1%	46.8%	20.1%	6.0%	10.7%	PBS R10	\$ 77	63.1%	10.8%	-0.1%	0.0%	PBS R10	\$ 77	83.3%	58.9%	-
PBS R11	\$ 600	91.4%	0.0%	0.0%	61.1%	0.0%	PBS R11	\$ 600	56.1%	24.6%	0.4%	0.3%	PBS R11	\$ 600	75.0%	44.1%	-

GSA's FY14 Competition Advocate Survey and Report

Office of General Services Acquisition, Policy, Integrity, and Workforce
Office of Government-wide Policy

June 2015



Purpose and Contents of this Presentation



PURPOSE

To report FY14 competition performance in accordance with FAR 6.502 and highlight initiatives and make recommendations to meet FY15 competition goals and commitments.



CONTENTS

- Overview of Competition Advocate Survey and Report
- FY14 Competition Data
- FY14 Competition Advocate Survey Results
- Barriers to Competition
- Emphasizing Competition
- Emphasizing Acquisition of Commercial Items and Competition
 - Outreach
 - Training
 - Market Research
- Recommendations
- Appendix
 - Map to FAR Subpart 6.502(b)

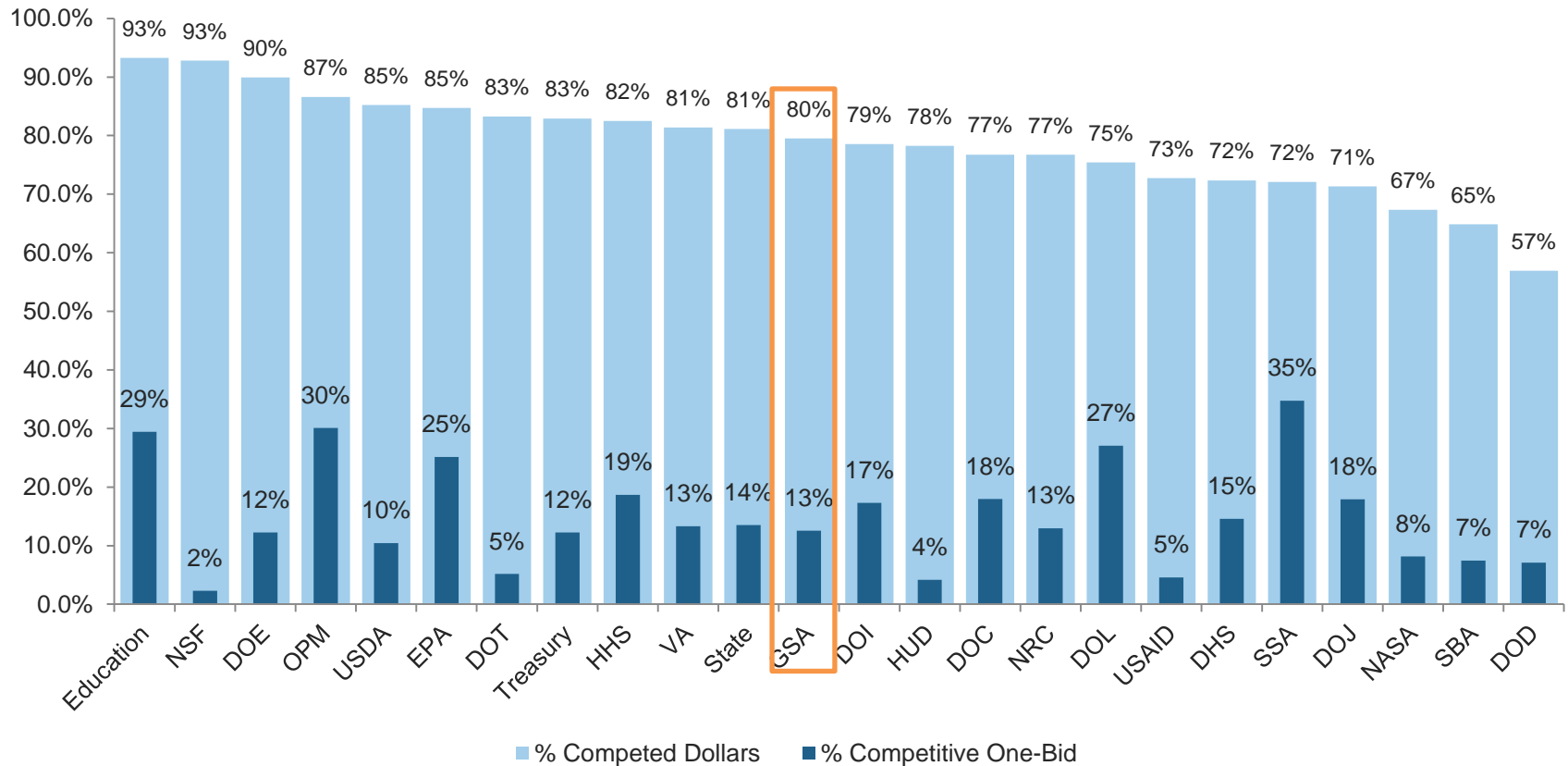
Competition Advocate Report Overview

- Provides an annual assessment of GSA's competition performance
- Prepared for the Senior Procurement Executive (SPE) and the Chief Acquisition Officer per FAR subpart 6.5.
- Information from the Competition Advocate Report is shared with the Office of Federal Procurement Policy
- This year, began rolling out data visualization resources like the Competitive One Bid Tool to support competition management

FY14 GSA DATA ANALYSIS OF COMPETITION AND COMPETITIVE ONE- BID PERFORMANCE

GSA's competition and competitive one-bid rates fell in the middle of CFO Act agencies in FY14.

Comparison of Contract Competition and Competitive One-Bid Rates*, Government-wide
FY14 through 9/30/2014

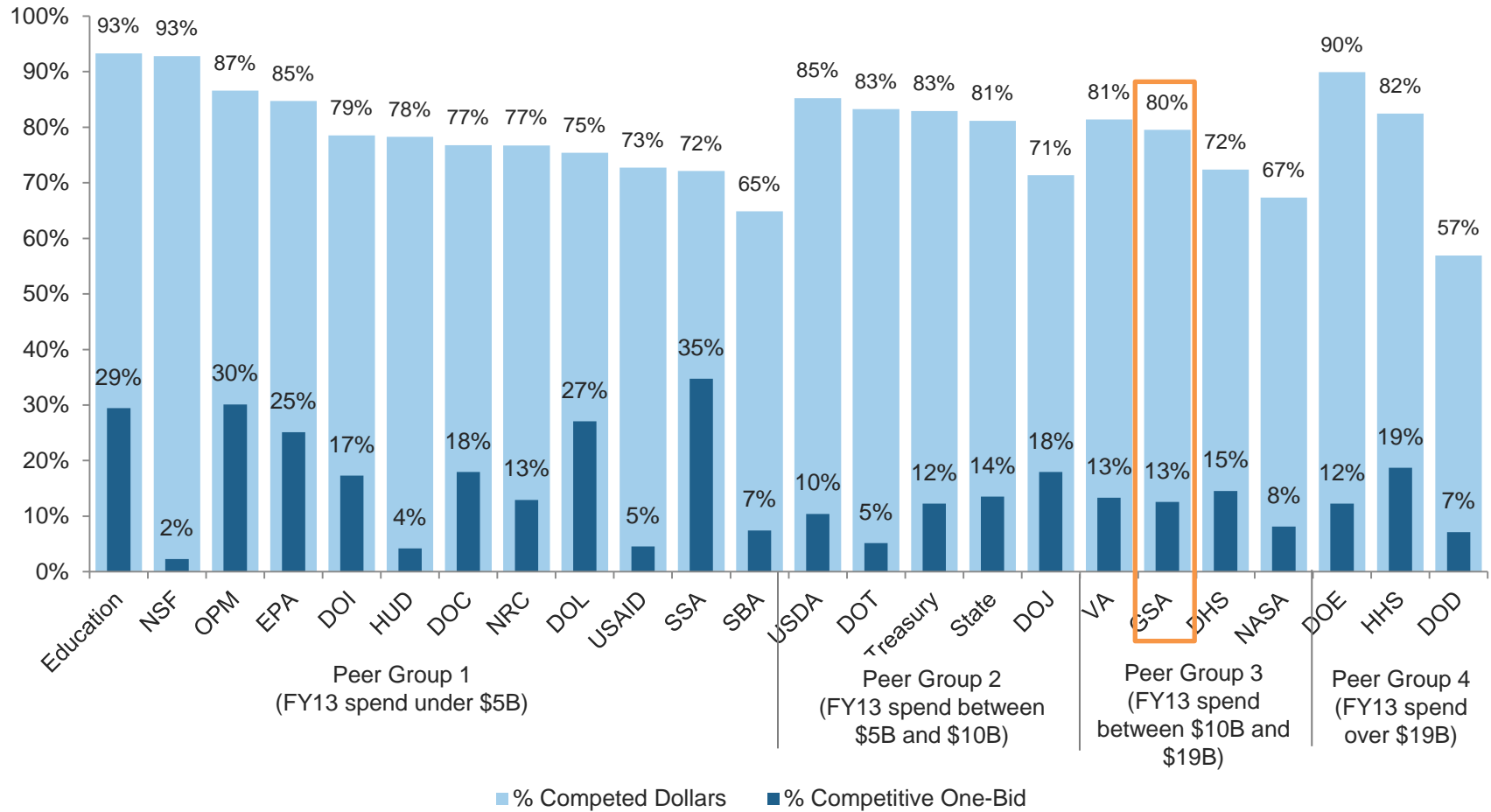


*Competitive one-bid rates are based on total dollars (old methodology)

Competition and Competitive One-Bid Benchmarking by PMA

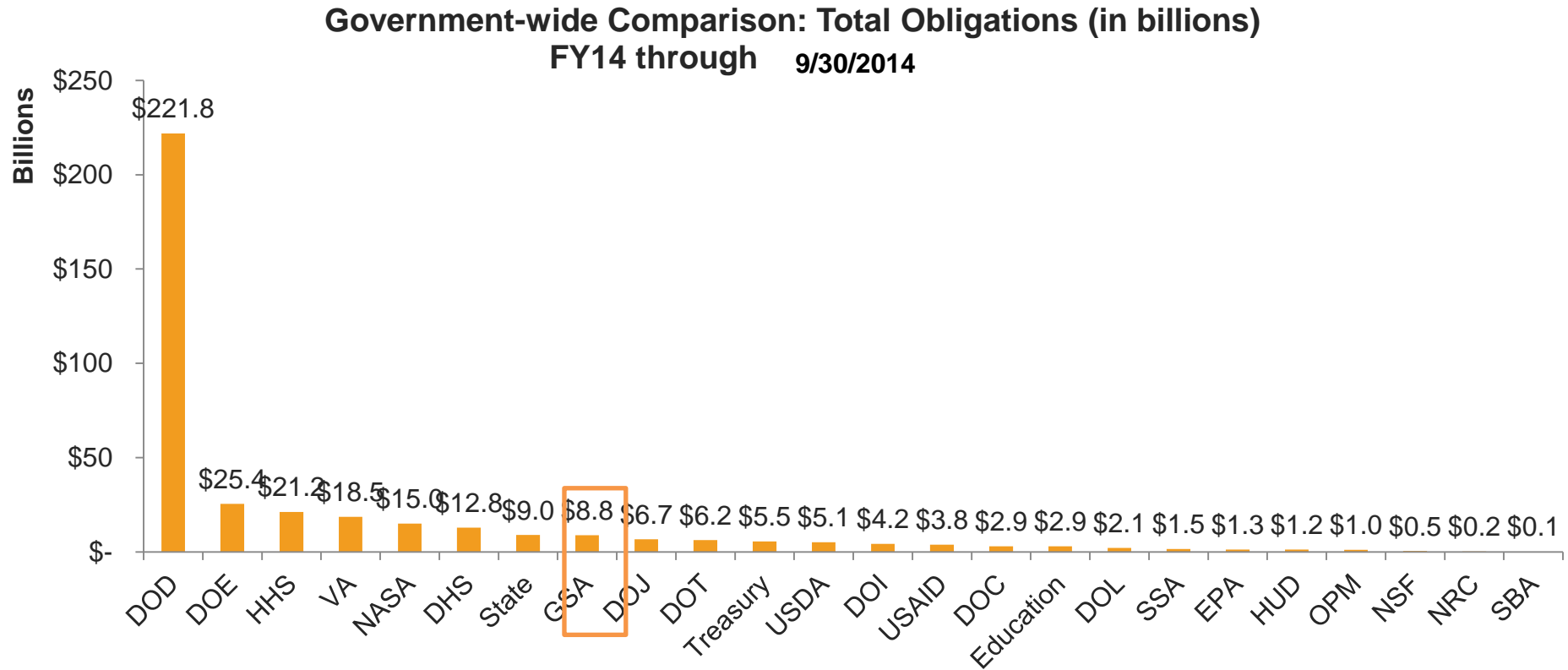
Peer Group: FY14 Year End

Comparison of Contract Competition and Competitive One-Bid Rates*, by PMA Peer Group
FY14 through 9/30/2014



*Competitive one-bid rates are based on total dollars (old methodology)

In terms of total obligations, GSA fell in the top third of CFO Act agencies in FY14.



Summary of FY14 Competition Performance

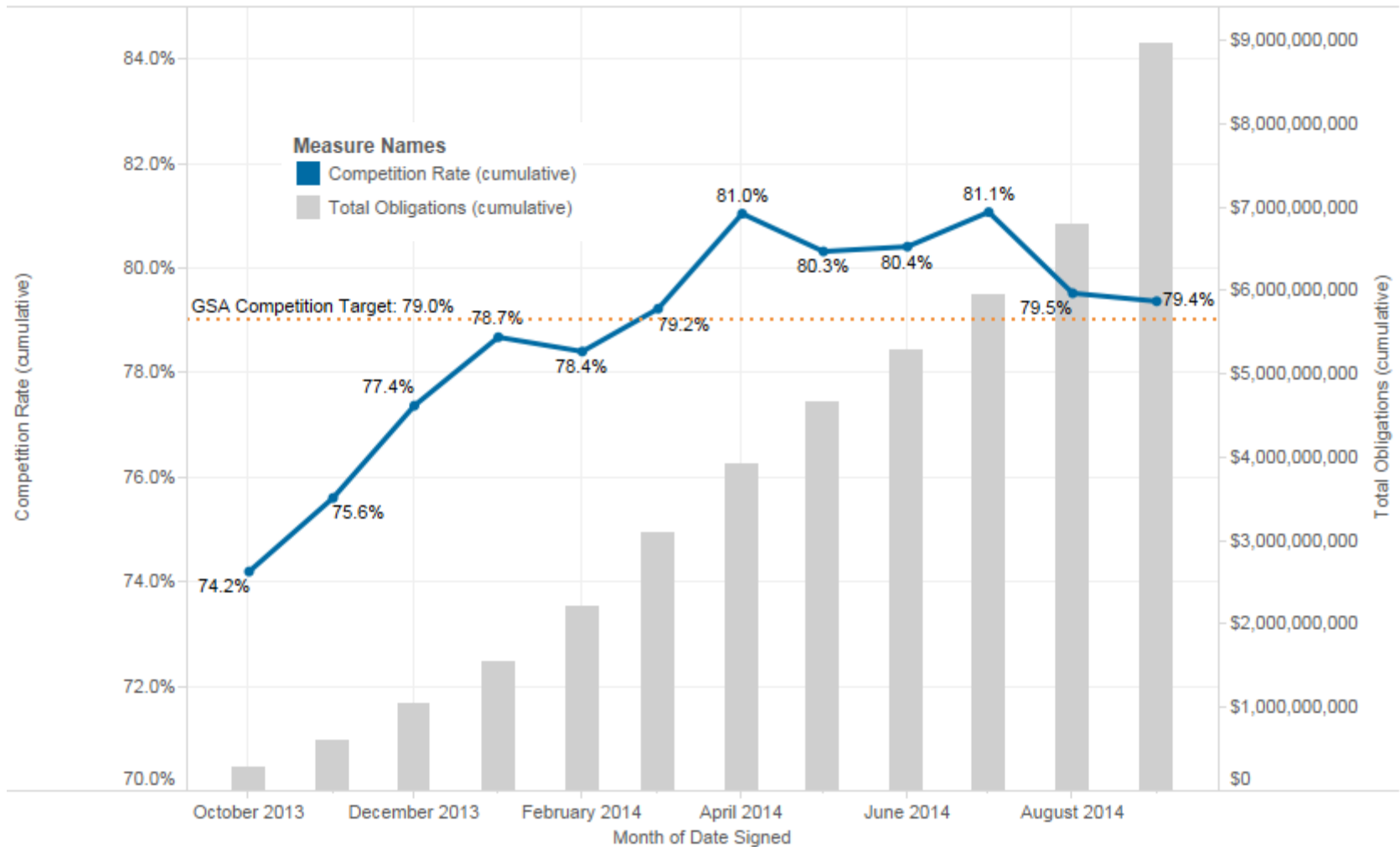
Service/ Office	Total Obligations, millions (% of Total GSA Spend)	Competition Rate	Competitive One-Bid Rate (based on total dollars)	<i>Small Business Rate*</i>
FAS	\$6,126M (68%)	85.1%	14.5%	27.2%
PBS	\$2,561M (29%)	65.7%	7.3%	52.8%
IAD	\$265M (3%)	81.8%	18.4%	31.0%
OIG	\$5M (<1%)	94.1%	1.0%	35.7%
GSA Total	\$8,956M (100%)	79.4%	12.6%	39.0%

*Small business rates are determined by the funding agency (i.e., not contracting agency) and based on small business-eligible spend (i.e., internal GSA spend, which is a subset of total obligations).

COMPETITION ANALYSIS

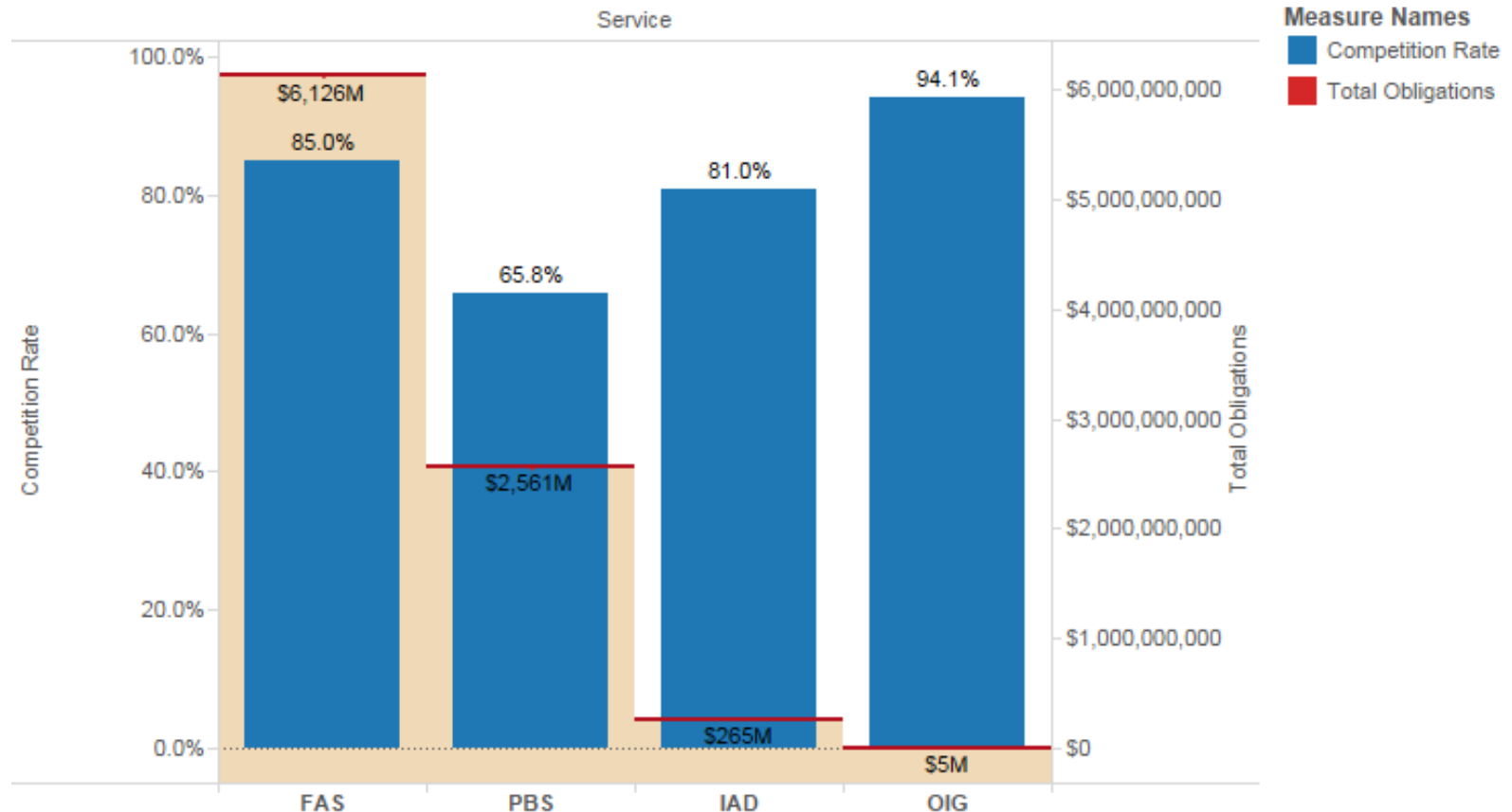
GSA's competition rate rose for much of FY14 and met the established target of 79%.

Competition Rate throughout FY14



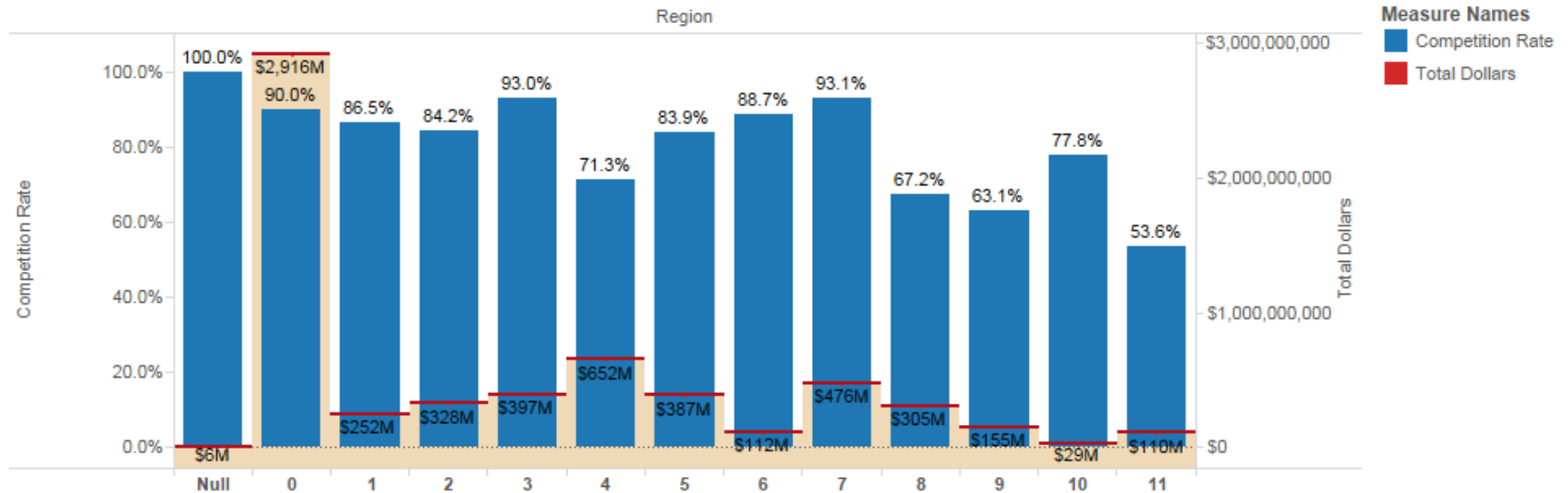
GSA's overall competition rate is driven by FAS, with some variation among the other bureaus.

Competition Rates by Service

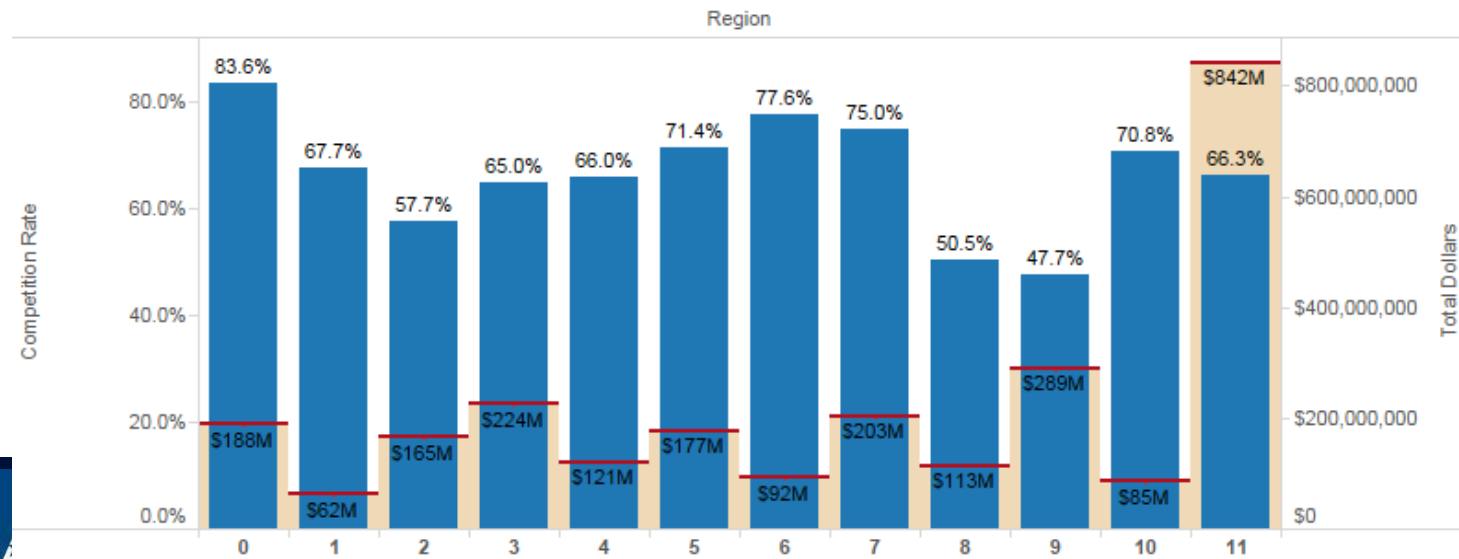


FAS's and PBS's competition rates are each driven by regions with the most total spend: FAS CO and PBS NCR.

Competition Rates by Region: FAS

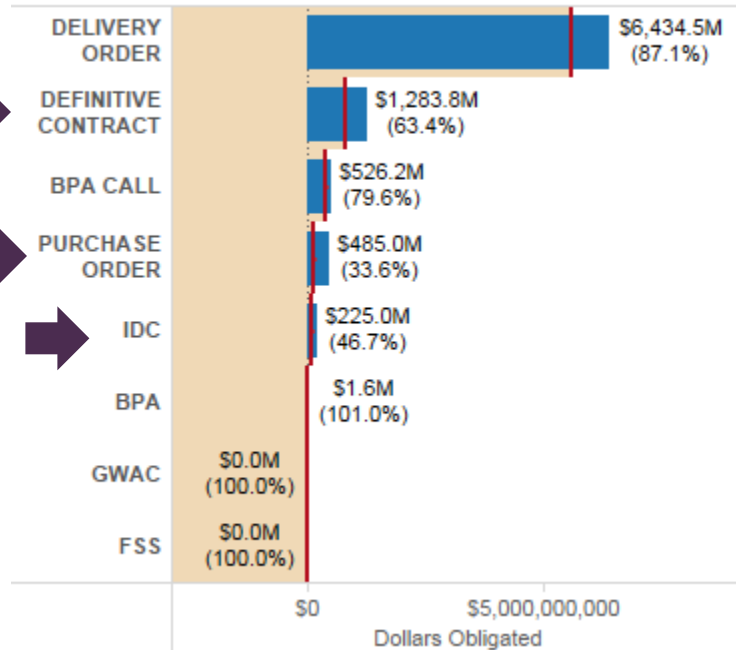


Competition Rates by Region: PBS

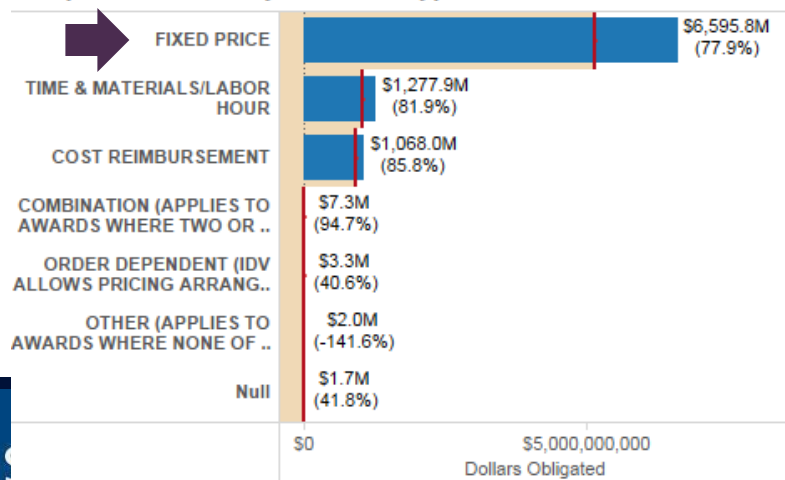


Lower competition rates are seen within open market contracts and fixed price contract types.

Competition Rates by Award Type

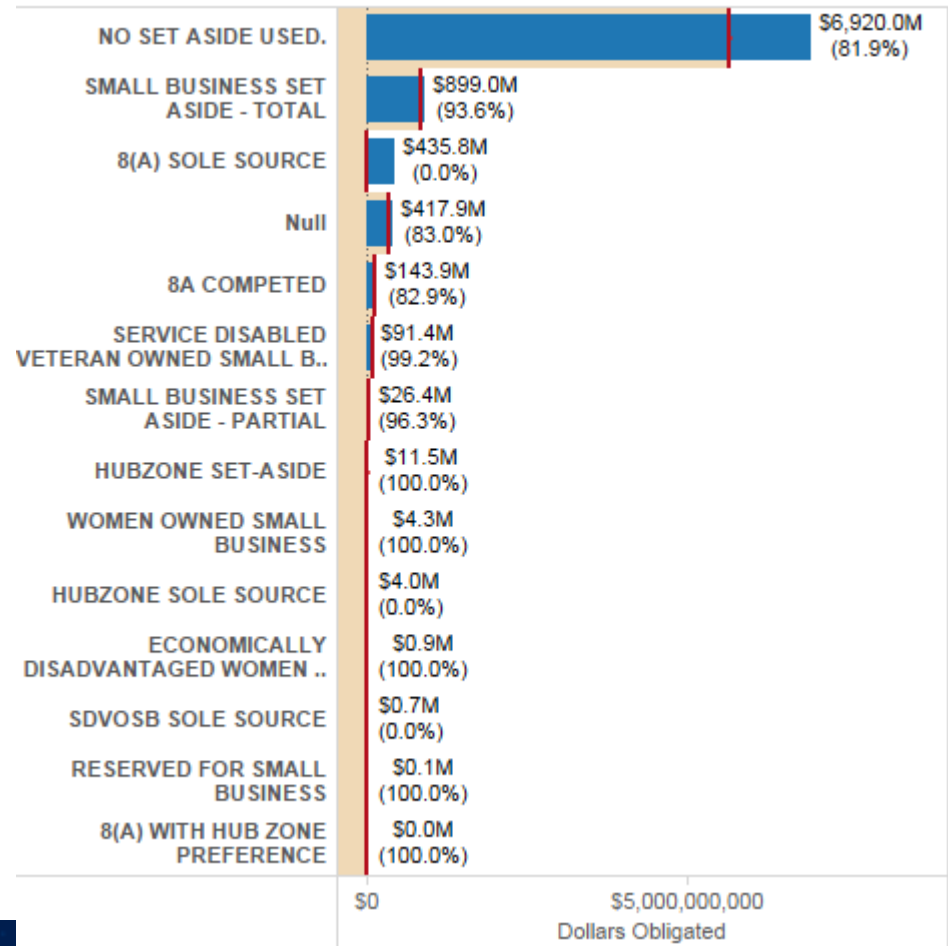


Competition Rates by Contract Type



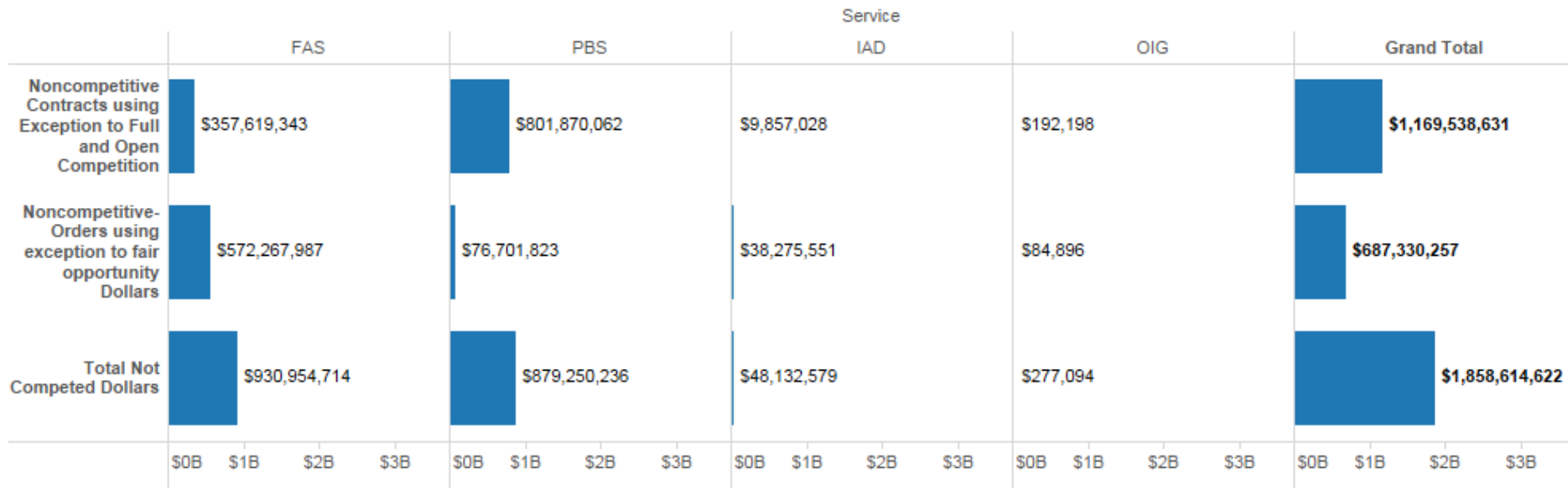
Measure Names
■ Competed Dollars
■ Total Obligations

Competition Rates by Set Aside Type



Usage of non-competitive authorities varied based on the contract vehicles used (e.g., open market contracts vs. orders on IDVs).

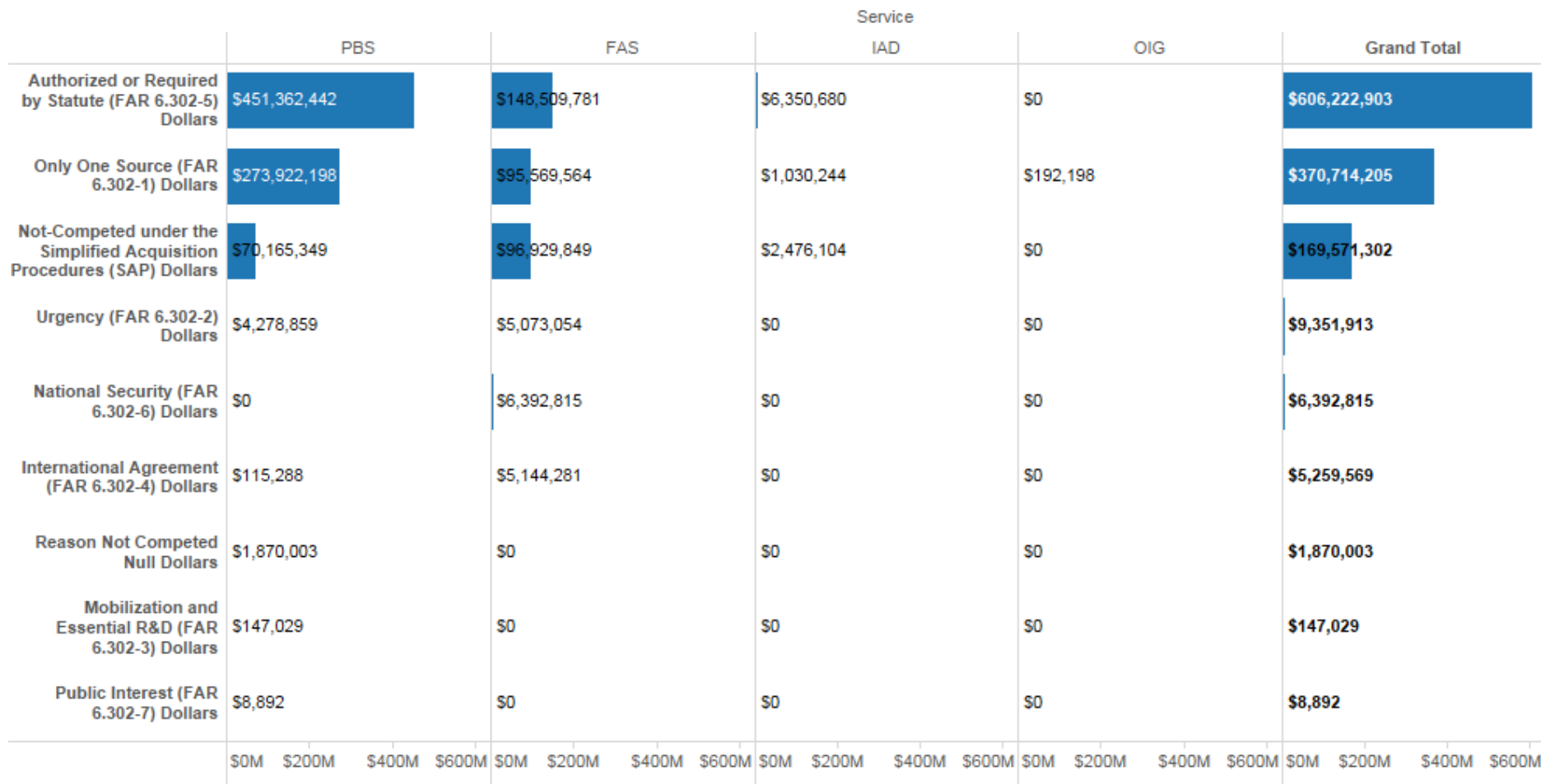
Procedures used for Non-Competed Awards



- PBS non-competed awards tend not to be subject to fair opportunity due to PBS's use of definitive contracts.
- Non-competed awards in FAS and IAD use exceptions to fair opportunity due to the use of orders on IDVs.

Exceptions to full and open competition tend to be made due to statute, one source, and award amount (under SAT).

Breakdown of Non-competed Awards: Contracts using Exception to Full and Open Competition



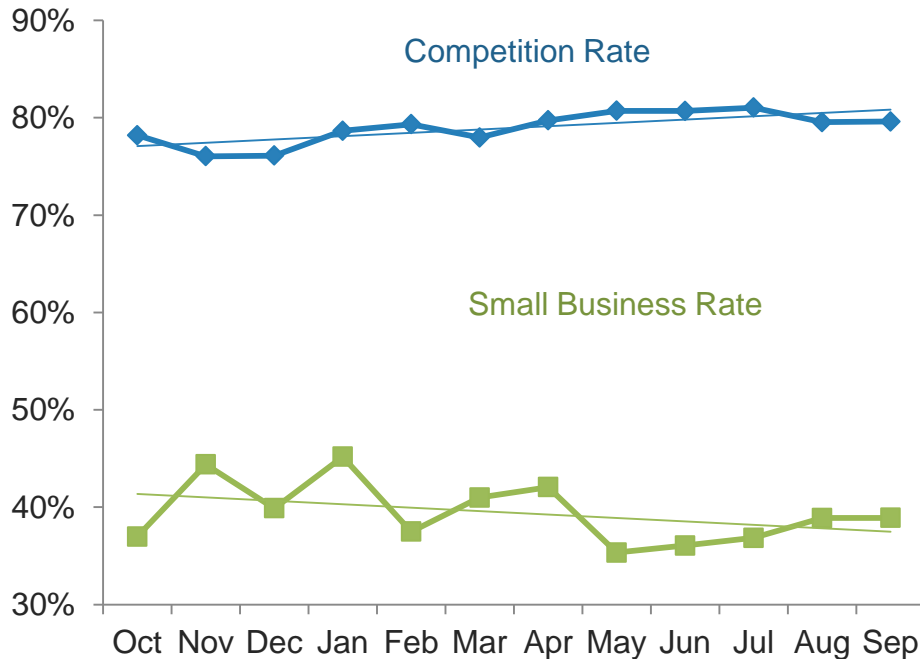
Among orders on IDVs, the bulk of non-competitive awards use one-source and follow-on authorities, among other bases for non-competition.

Breakdown of Non-competed Awards: Orders on IDVs Using Exception to Fair Opportunity

	FAS	PBS	Service IAD	OIG	Grand Total
Only One Source Other (FAR 8.405 6(b)(1) or 16.505(b)(2)(ii) Dollars	\$291,939,938	\$18,321,436	\$13,867,478	\$84,896	\$324,213,748
Follow on Action Following Competitive Initial Action(FAR 8.405(b)(2) or 16..	\$193,440,542	\$39,409,577	\$22,436,754	\$0	\$255,286,874
Other Statutory Authority (DFARS 208.405-70(b)(1)) Dollars	\$42,595,036	\$15,875,601	\$1,775,520	\$0	\$60,246,158
Urgency (FAR 8.405-6(b)(3) or 16.505(b)(2)(i))Dollars	\$38,288,684	\$1,290,720	\$20,004	\$0	\$39,599,408
Sole Source for 8(a) Dollars	\$5,984,725	\$1,489,573	\$175,794	\$0	\$7,650,092
Sole Source Dollars	\$5,984,725	\$1,489,573	\$175,794	\$0	\$7,650,092
Exception to Fair Opportunity is Null Dollars	\$0	\$707,532	\$0	\$0	\$707,532
Minimum Guarantee (FAR 16.505(b)(2)(iv)) Dollars	\$19,063	\$314,915	\$0	\$0	\$333,978
Sole Source for SDVOSB Dollars	\$0	\$0	\$0	\$0	\$0
Sole Source for HUBZone Dollars	\$0	\$0	\$0	\$0	\$0
	\$0B \$0B \$0B \$1B Value	\$0B \$0B \$0B \$1B Value	\$0B \$0B \$0B \$1B Value	\$0B \$0B \$0B \$1B Value	\$0B \$0B \$0B \$1B Value

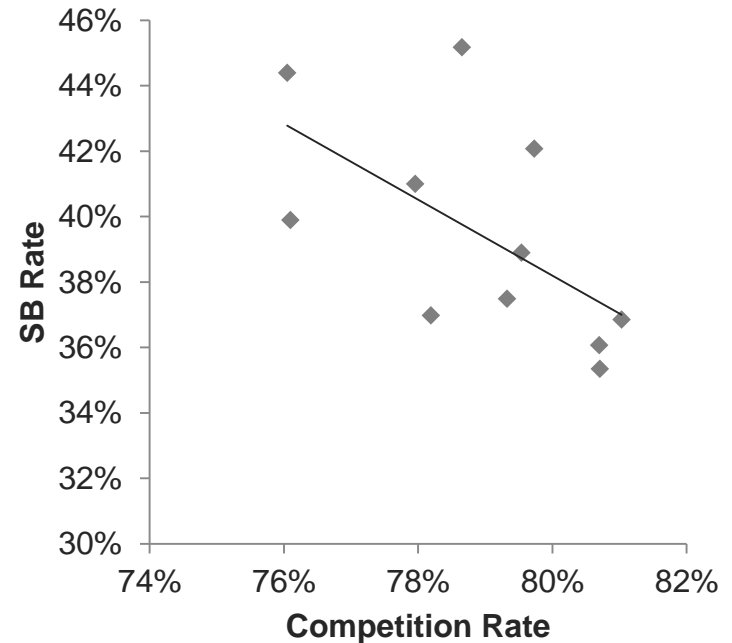
GSA has historically seen a tradeoff between competition and small business rates due to the use of non-competitive set-asides.

Competition and SB Rates through FY14
(cumulative, as measured during FY14)



As competition improved during FY14, small business performance dropped.

Scatterplot of Competition and SB Rates, FY14



During FY14, GSA's competition rate dropped 1 percentage point for each 1 percentage point increase in the small business rate.

GSA-wide competition rates are comparable between internal spend and assisted acquisitions, though rates differ within FAS and PBS.

Competition Rates by Service, Assisted Acquisition vs. Internal GSA Spend*

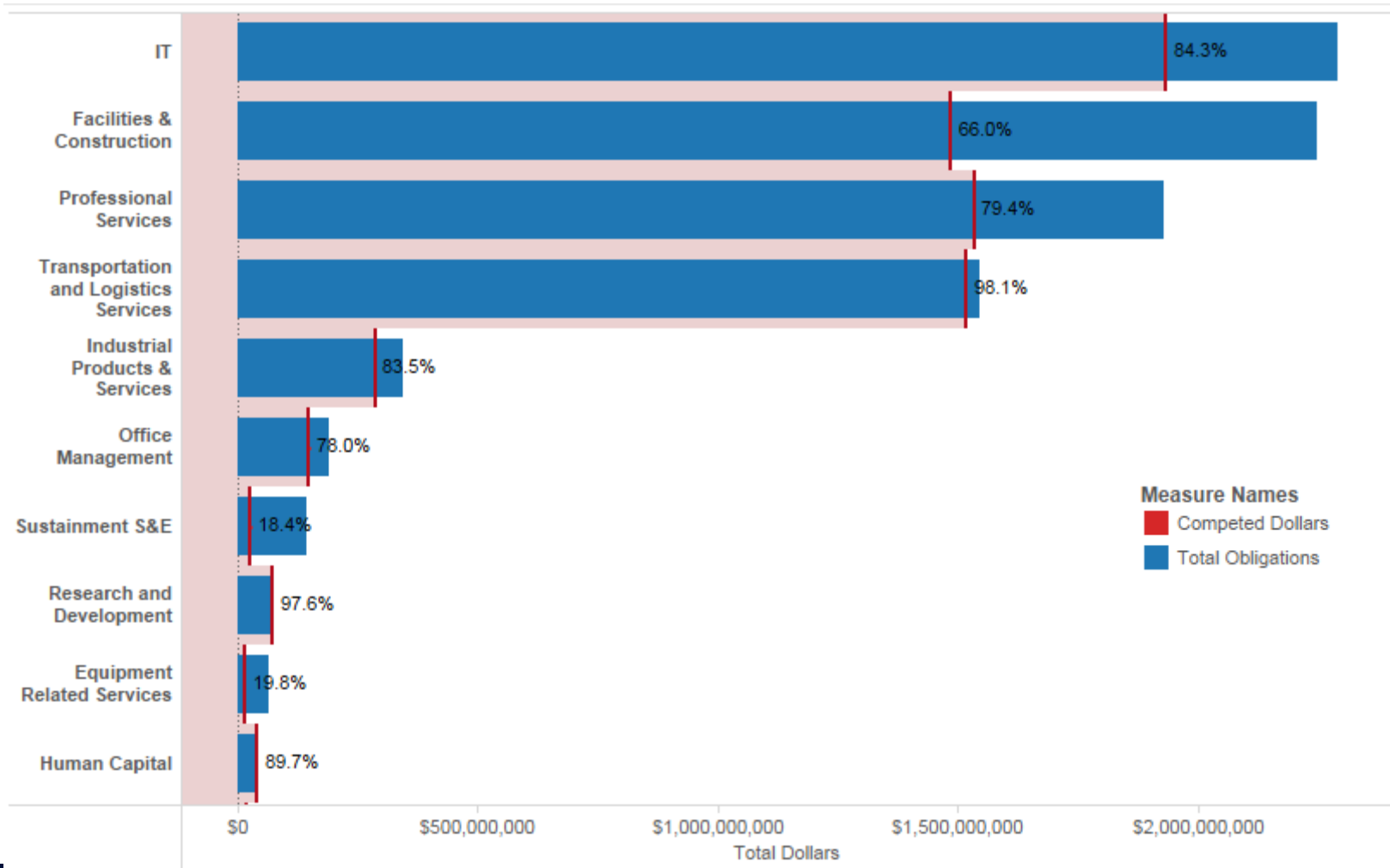
Service/ Office	Assisted Acquisitions		Internal GSA Spend		Total Spend	
	Total Dollars (millions)	Competition Rate	Total Dollars (millions)	Competition Rate	Total Dollars (millions)	Competition Rate
FAS	4,138	80.9%	1,987	93.5%	6,126	85.0%
PBS	516	73.3%	2,045	63.8%	2,561	65.8%
IAD	0	--	265	81.0%	265	81.0%
OIG			5	94.1%	5	94.1%
GSA-wide	4,654	80.0%	4,302	78.7%	8,956	79.4%

GSA had a slightly higher competition rate (1.3 percentage points) among assisted acquisitions in FY14.

*Internal spend is determined based on the funding agency of each action, but does include goods and services GSA buys as a wholesale provider to government, e.g., motor vehicles.

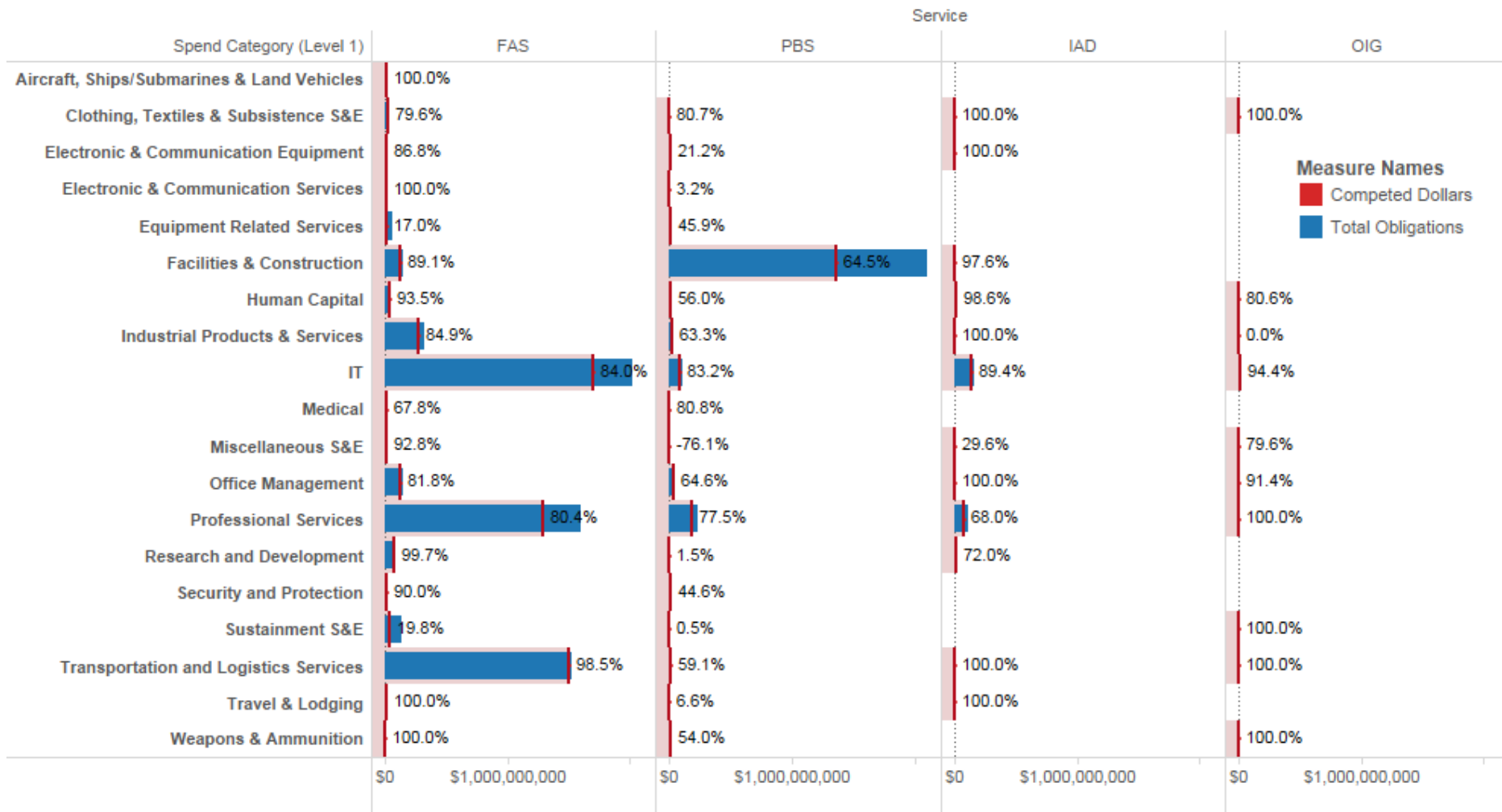
GSA's overall competition rate is driven by IT, facilities, professional services, and transportation categories of spend.

Competition Rates by Spend Category, GSA-wide



Competition within each service/office is driven by different spend categories.

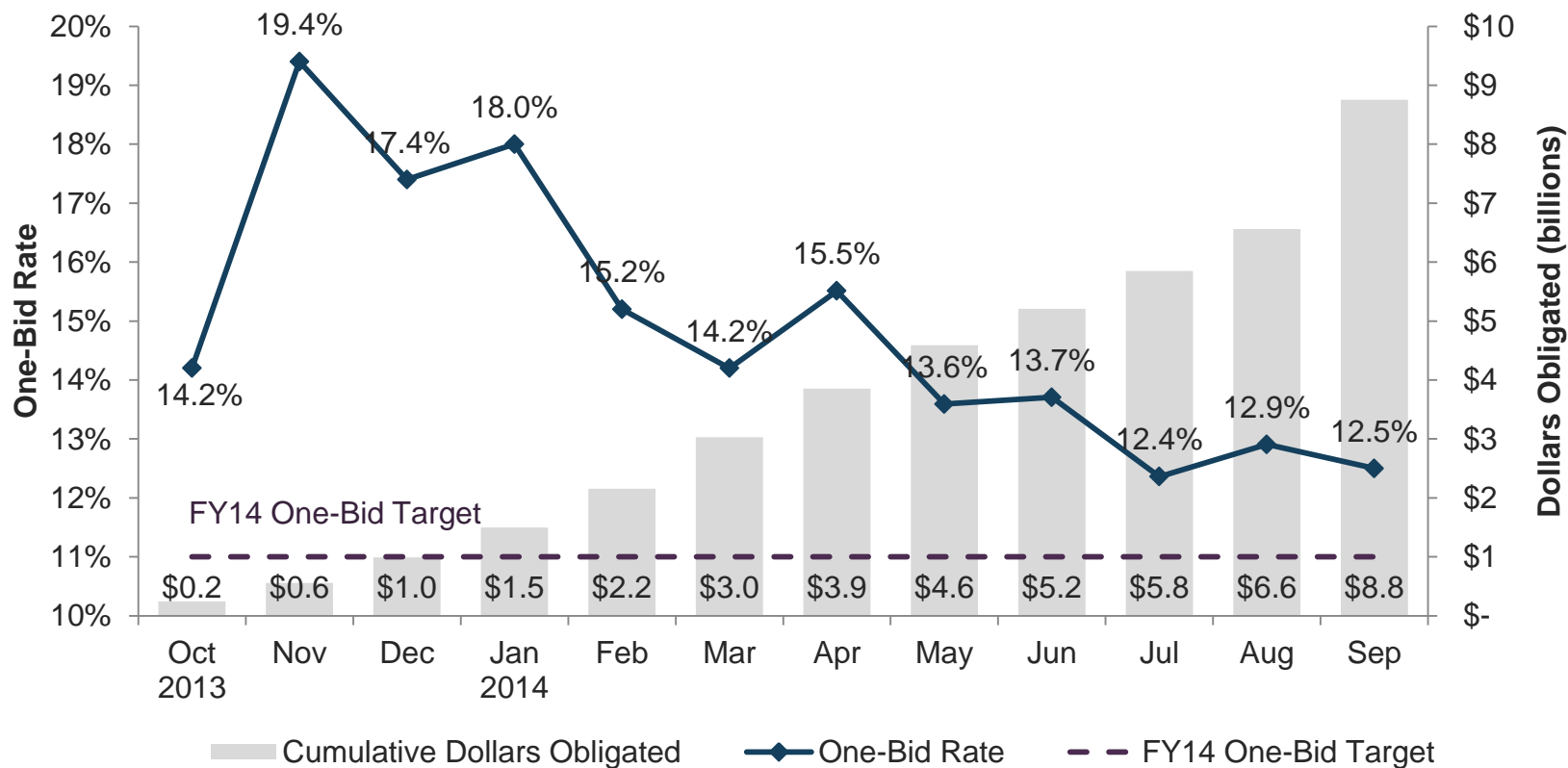
Competition Rates by Spend Category, GSA-wide



COMPETITIVE ONE-BID ANALYSIS

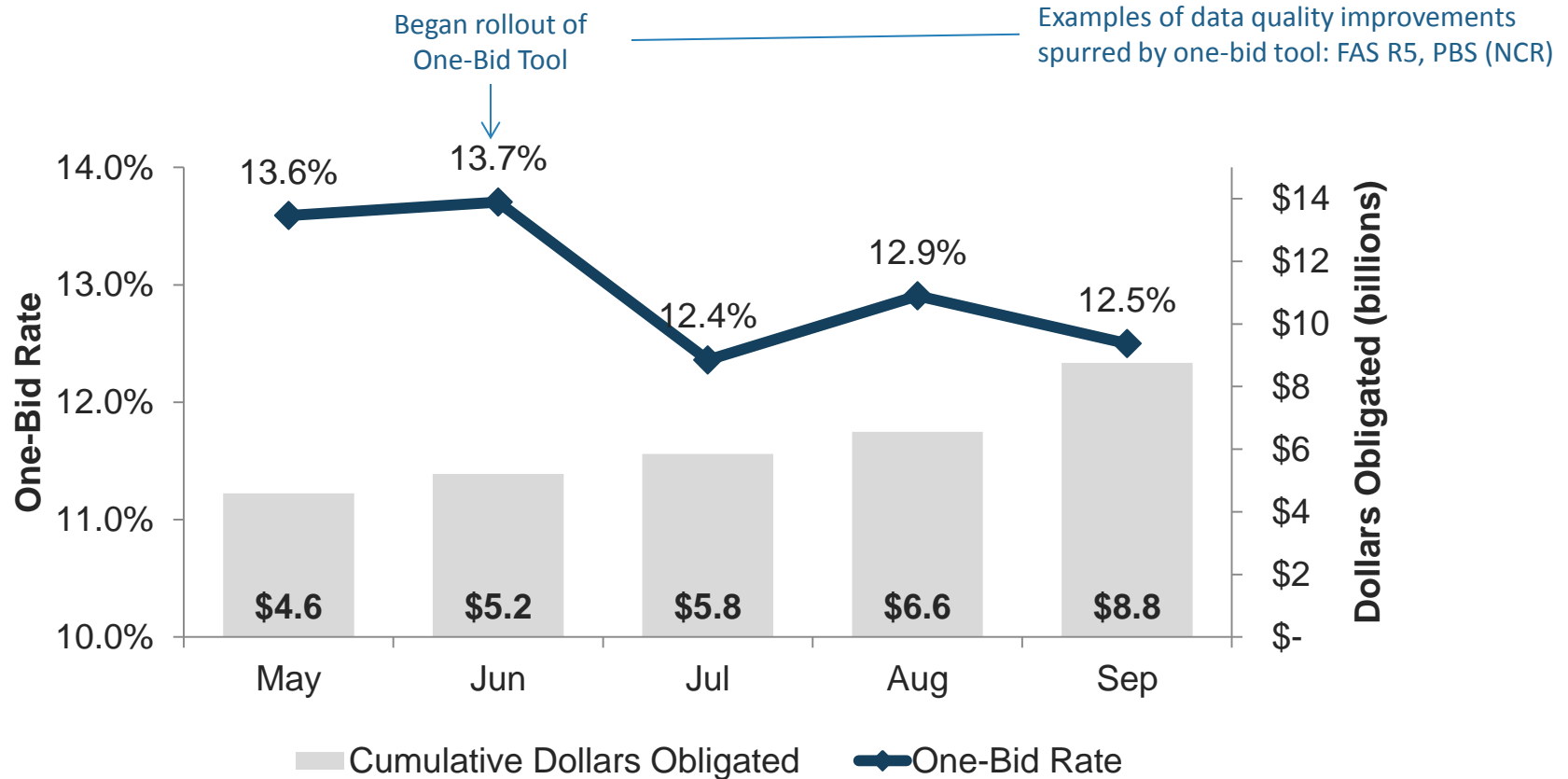
GSA's competitive one-bid rate improved for much of FY14, though it did not reach the established target of 11%.

GSA Competitive One-Bid during FY14 (cumulative, as observed throughout FY14)



GSA's competitive one-bid rate improved 1 percentage point during FY14 due to new data analytics capabilities focused on minimizing one-bid awards.

GSA Competitive One-Bid Rate* during FY14 (cumulative)*



*Competitive one-bid rates based on total dollars

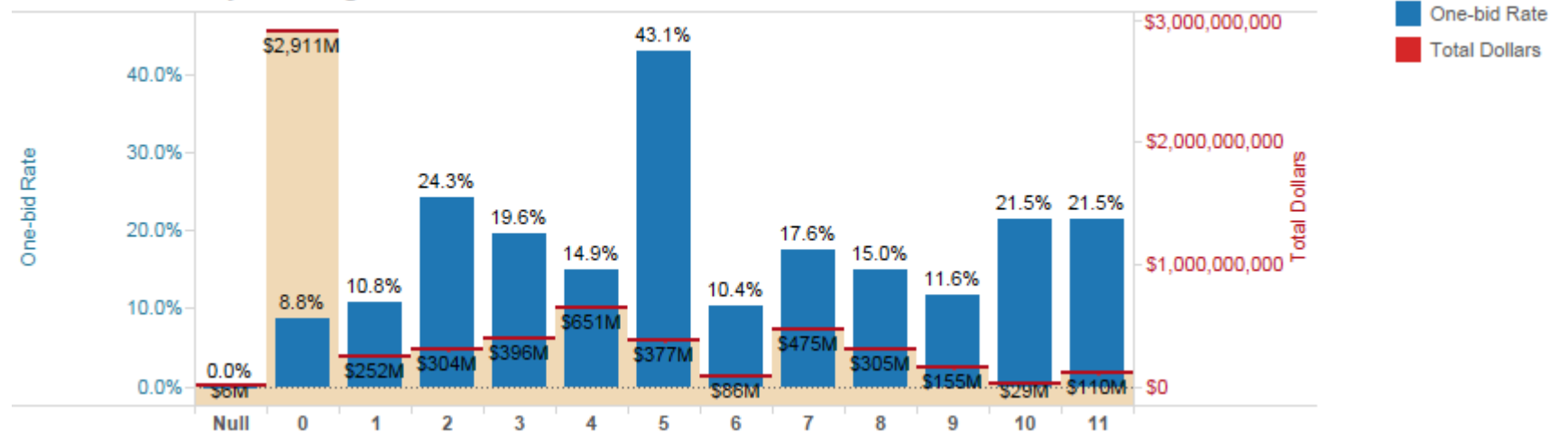
**One-bid rates are based on data pulled at the end of each month. These figures may differ from one-bid rates calculated in retrospect for these months.

GSA's one-bid rate is primarily driven by FAS, with more than 2/3 of total dollars in FY14.

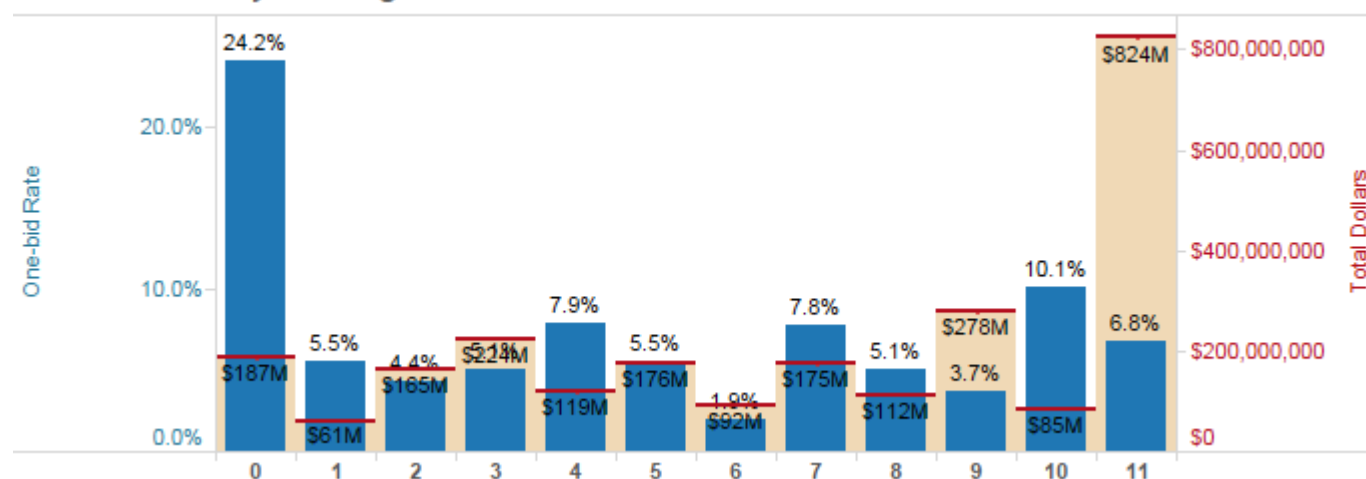
Service	Total Dollars in FY14 (millions)	Dollars as % of Total GSA Spend	One-Bid Rate
FAS	\$6,126	69%	14.4%
PBS	\$2,561	28%	7.3%
IAD	\$265	3%	18.4%
OIG	\$5	<1%	1.0%
GSA-wide	\$8,956	100%	12.6%

Similar to competition, one-bid rates in FAS and PBS are driven by the regions with the most spend (FAS CO and PBS NCR).

One-Bid Rates by FAS Region



One-Bid Rates by PBS Region



GSA's one-bid rate is primarily driven by assisted acquisitions (i.e., funding agencies outside of GSA) rather than internal GSA spend.

Competitive One-Bid Rates by Service, Assisted Acquisition vs. Internal GSA Spend*

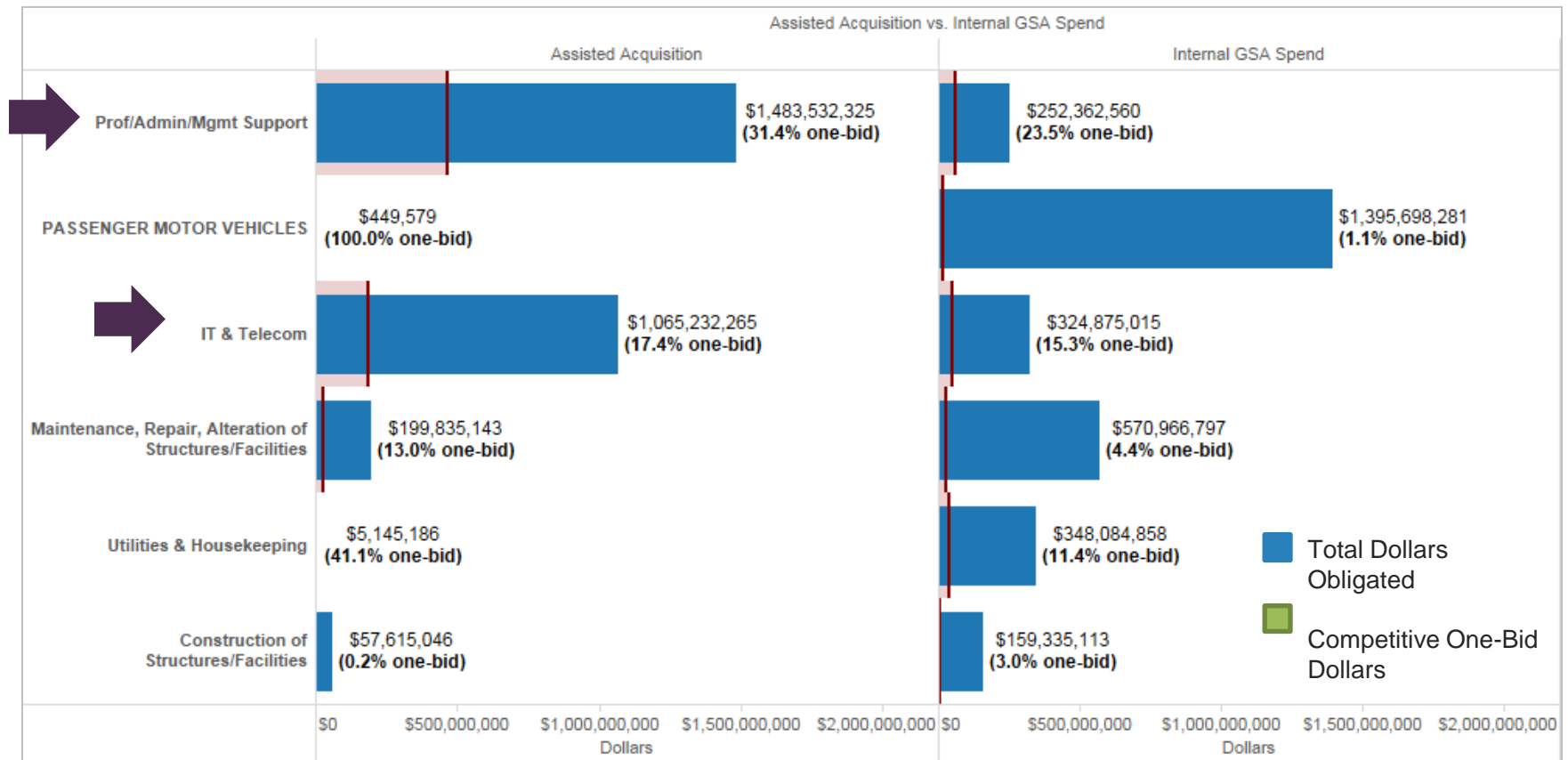
Service/ Office	Assisted Acquisitions		Internal GSA Spend		Total Spend	
	Total Dollars (millions)	One-Bid Rate	Total Dollars (millions)	One-Bid Rate	Total Dollars (millions)	Total One- Bid Rate
FAS	\$4,076	19.9%	\$1,981	3.5%	\$6,058	14.5%
PBS	\$502	9.7%	\$1,996	6.7%	\$2,499	7.3%
IAD	\$0	0%	\$248	18.4%	\$248	18.4%
OIG	\$0	0%	\$4	1.0%	\$4	1.0%
GSA- wide	\$4,579	18.8%	\$4,231	5.9%	\$8,811	12.6%

18.8% one-bid rate among
assisted acquisitions, vs. 5.9%
one-bid rate within internal
spend

*Internal spend is determined based on the funding agency of each action, but does include goods and services GSA buys as a wholesale provider to government, e.g., motor vehicles.

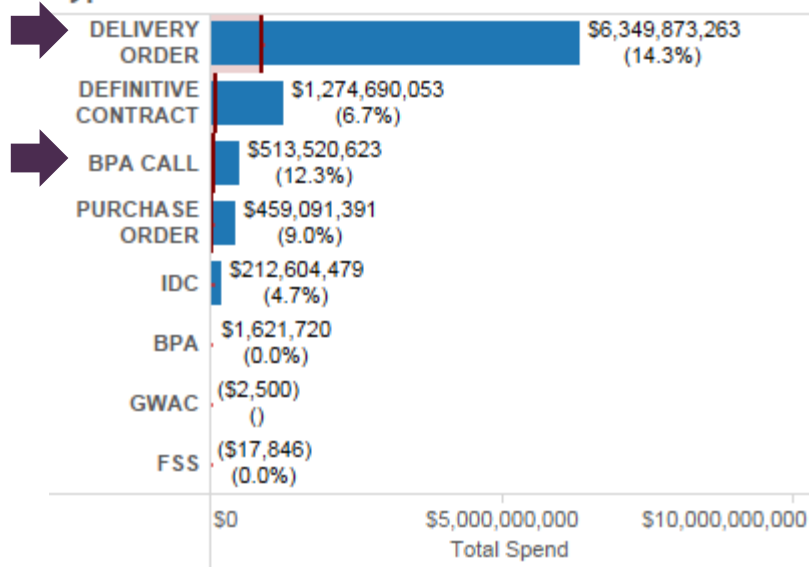
Within procurements for external agencies, one-bid awards tend to occur in professional and IT services.

Comparison of Spend Profile and Competitive One-Bid Rates in GSA Assisted Acquisitions vs. GSA Internal Spend, Top 6 PSCs by Spend

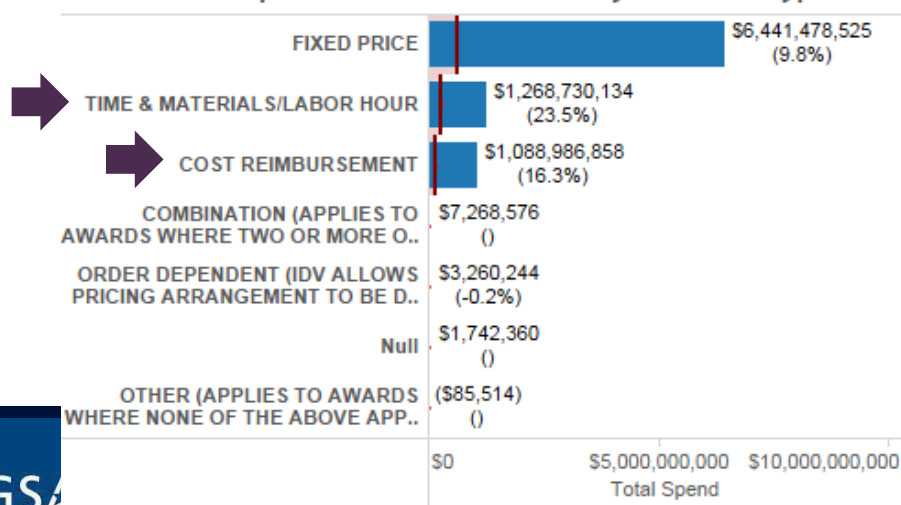


Higher one-bid rates are seen among T&M/labor hour contract types and some types of small business set-asides.

Total and Competitive One-Bid Dollars by Award Type

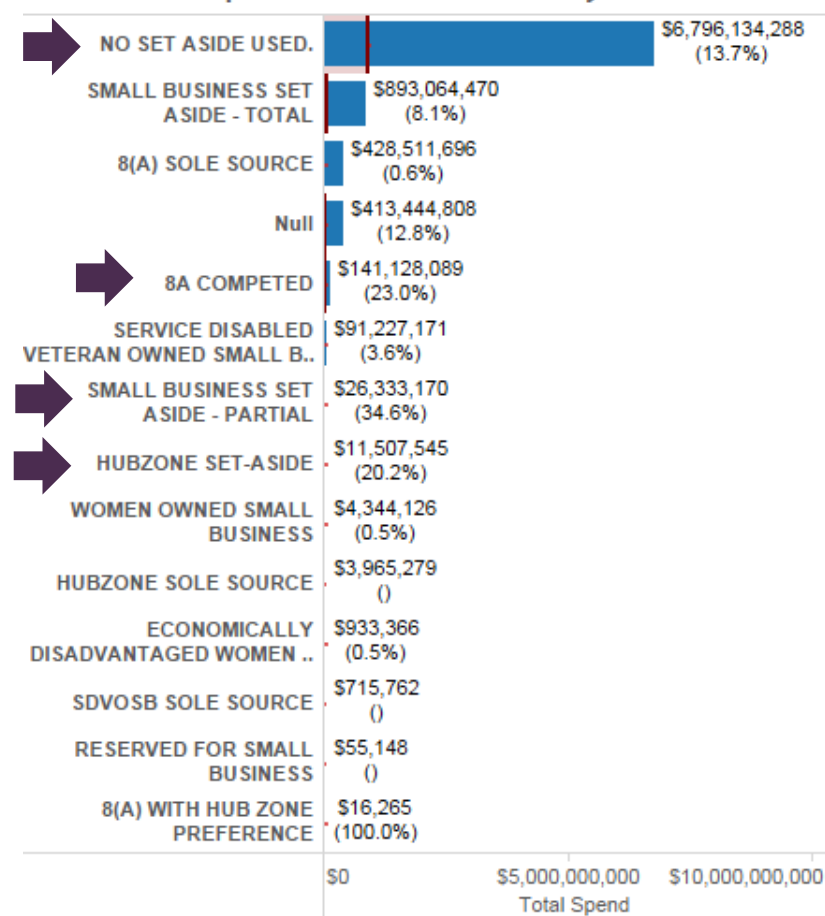


Total and Competitive One-Bid Dollars by Contract Type



Measure Names
 One-Bid Dollars
 Total Dollars

Total and Competitive One-Bid Dollars by Set Aside Used



ANALYSIS BY SPEND CATEGORIES

FAS Competition Profile by Spend Category

Spend Category	Total Obligations, millions (% of total spend)	Competition Rate	One-Bid Rate	<i>Small Business Rate*</i>
IT	\$2,032 (33%)	84.0%	13.5%	47.3%
Professional Services	\$1,598 (26%)	80.4%	29.2%	84.2%
Transportation and Logistics Services	\$1,530 (25%)	98.5%	2.5%	19.8%
Industrial Products & Services	\$322 (5%)	84.9%	7.8%	66.1%
Office Management	\$146 (2%)	81.8%	3.2%	58.2%
Facilities & Construction	\$140 (2%)	89.1%	22.1%	68.3%
Sustainment S&E	\$132 (2%)	19.8%	10.7%	100.0%
All other spend categories (12)	\$225 (4%)	72.3%	11.8%	82.0%
Total	6,126 (100%)	85.0%	14.4%	27.2%

*Small business rates are determined by the funding agency (i.e., not contracting agency) and based on small business-eligible spend (i.e., internal GSA spend, which is a subset of total obligations).

PBS Competition Profile by Spend Category

Spend Category	Total Obligations, millions (% of total spend)	Competition Rate	One-Bid Rate	<i>Small Business Rate*</i>
Facilities & Construction	\$2,107 (82%)	64.5%	5.5%	52.5%
Professional Services	\$229 (9%)	77.5%	12.7%	62.8%
IT	\$104 (4%)	83.2%	30.8%	43.8%
Office Management	\$43 (2%)	64.6%	8.8%	59.3%
Industrial Products & Services	\$22 (1%)	63.3%	9.5%	45.3%
Transportation and Logistics Services	\$16 (1%)	59.1%	13.2%	91.1%
All other spend categories (12)	\$40 (2%)	25.1%	1.1%	36.4%
Total	\$1,561 (100%)	65.8%	7.3%	52.8%

*Small business rates are determined by the funding agency (i.e., not contracting agency) and based on small business-eligible spend (i.e., internal GSA spend, which is a subset of total obligations).

IAD Competition Profile by Spend Category

Spend Category	Total Obligations, millions (% of total spend)	Competition Rate	One-Bid Rate	<i>Small Business Rate*</i>
IT	\$152 (58%)	89.4%	12.7%	28.1%
Professional Services	\$401 (39%)	68.0%	28.1%	38.2%
Human Capital	\$3 (1%)	98.6%	0%	18.5%
Research and Development	\$3 (1%)	72.0%	4.3%	10.0%
Remaining spend categories (8)	\$2 (1%)	98.8%	33.2%	54.0%
Total	\$265 (100%)	81.0%	18.4%	31.0%

*Small business rates are determined by the funding agency (i.e., not contracting agency) and based on small business-eligible spend (i.e., internal GSA spend, which is a subset of total obligations).

FY14 COMPETITION ADVOCATE SURVEY FINDINGS

EMPHASIZING COMPETITION

Barriers to Competition

Top barriers to acquisition of commercial items or competition

Unique or specialized products and services for system or security requirements.

Authorized or required by statute.

Use of proprietary technology, particularly in custom-built software and license renewals.

There is a limited pool of available contractors.

Customers have come to rely on existing services.

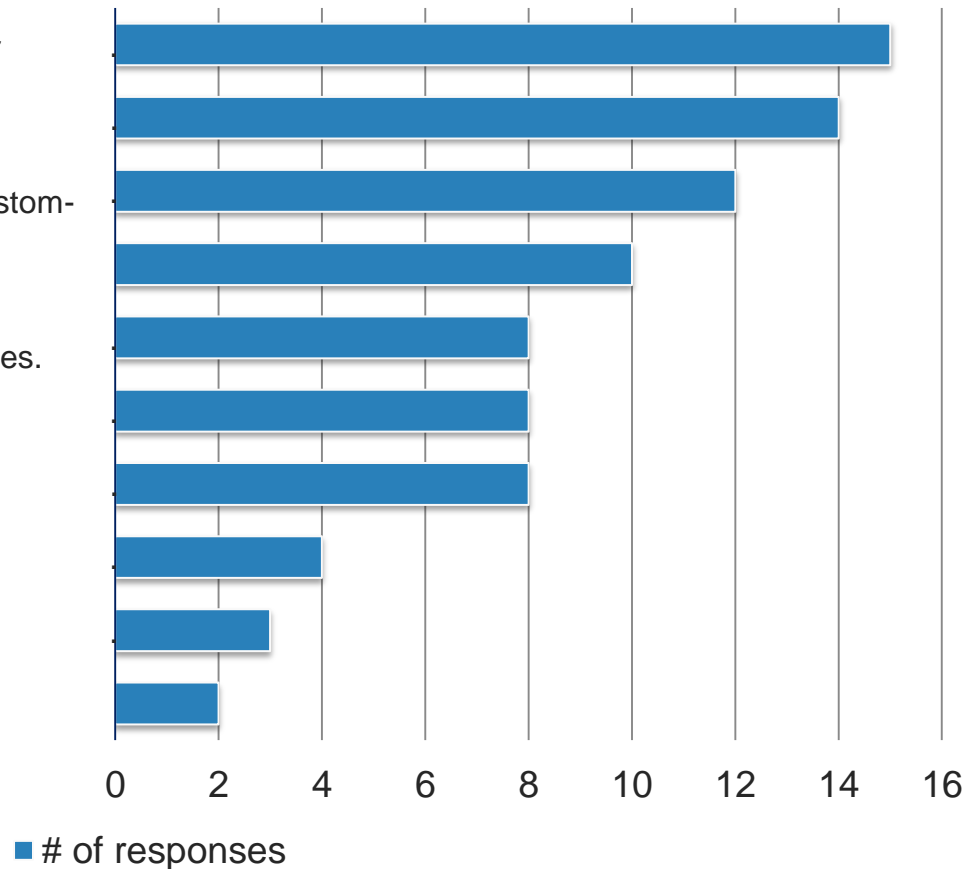
Overly burdensome contract requirements.

Prescriptive customer scopes of work.

Insufficient PALT.

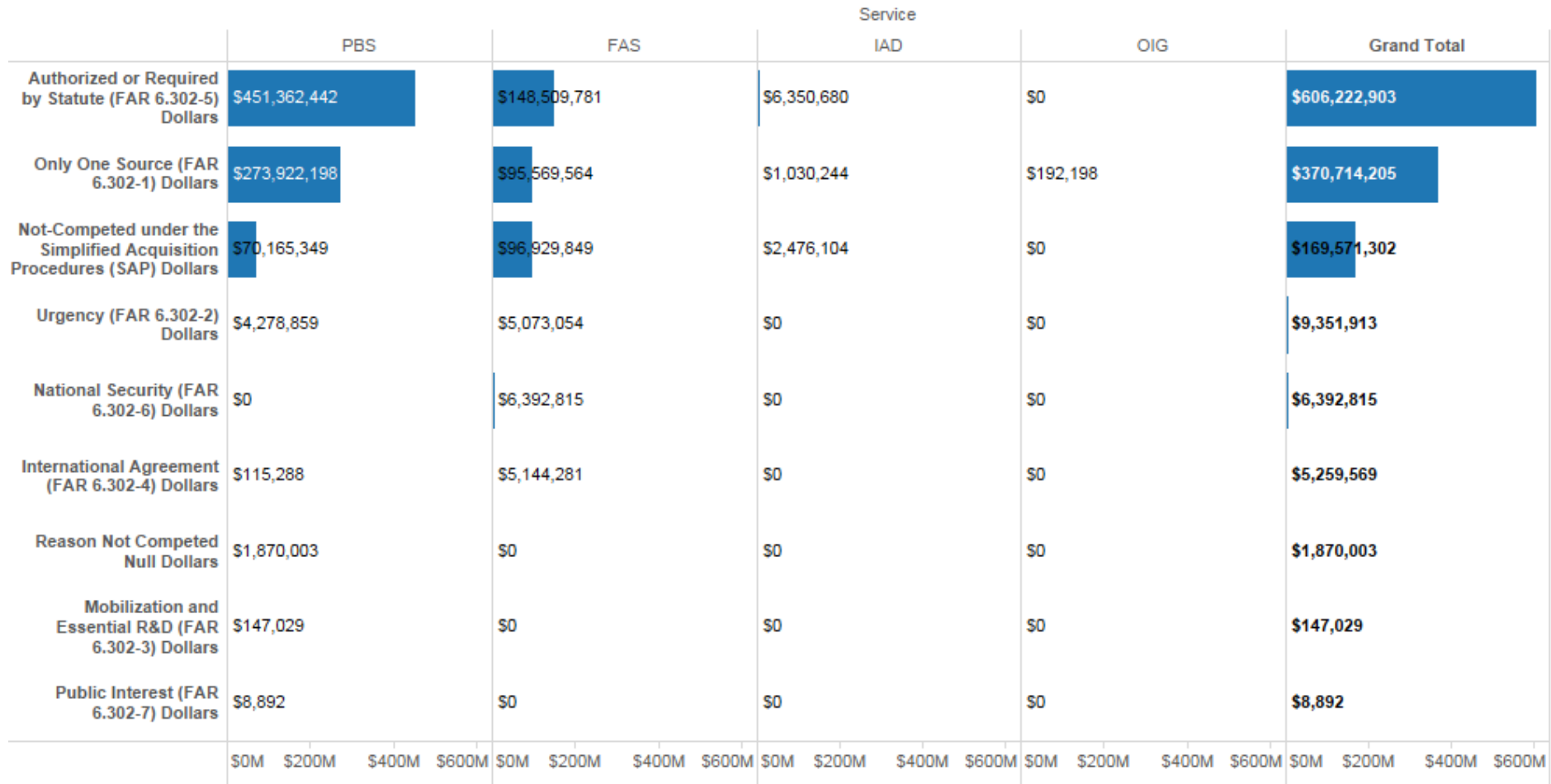
Vague statements of work for firm fixed price contracts deter bidders.

Budget uncertainty.



Both the Competition Advocate Survey results and FY14 competition data point to statute and one source as key barriers to competition.

Breakdown of Non-competed Awards: Contracts using Exception to Full and Open Competition



For orders on IDVs, one-source and follow-on authorities were also identified as barriers by the competition advocates.

Breakdown of Non-competed Awards: Orders on IDVs Using Exception to Fair Opportunity

	FAS	PBS	Service IAD	OIG	Grand Total
Only One Source Other (FAR 8.405 6(b)(1) or 16.505(b)(2)(ii) Dollars	\$291,939,938	\$18,321,436	\$13,867,478	\$84,896	\$324,213,748
Follow on Action Following Competitive Initial Action(FAR 8.405(b)(2) or 16..	\$193,440,542	\$39,409,577	\$22,436,754	\$0	\$255,286,874
Other Statutory Authority (DFARS 208.405-70(b)(1)) Dollars	\$42,595,036	\$15,875,601	\$1,775,520	\$0	\$60,246,158
Urgency (FAR 8.405-6(b)(3) or 16.505(b)(2)(i))Dollars	\$38,288,684	\$1,290,720	\$20,004	\$0	\$39,599,408
Sole Source for 8(a) Dollars	\$5,984,725	\$1,489,573	\$175,794	\$0	\$7,650,092
Sole Source Dollars	\$5,984,725	\$1,489,573	\$175,794	\$0	\$7,650,092
Exception to Fair Opportunity is Null Dollars	\$0	\$707,532	\$0	\$0	\$707,532
Minimum Guarantee (FAR 16.505(b)(2)(iv)) Dollars	\$19,063	\$314,915	\$0	\$0	\$333,978
Sole Source for SDVOSB Dollars	\$0	\$0	\$0	\$0	\$0
Sole Source for HUBZone Dollars	\$0	\$0	\$0	\$0	\$0
	\$0B \$0B \$0B \$1B Value	\$0B \$0B \$0B \$1B Value	\$0B \$0B \$0B \$1B Value	\$0B \$0B \$0B \$1B Value	\$0B \$0B \$0B \$1B Value

New Initiatives: Promote Acquisition of Commercial Items

- While there are barriers to competition, Competition Advocates identified successful ways in which they promote commercial items:
 - Market Research
 - Follow FAS Schedule/FAR Guidelines
 - Training

New Initiatives: Improve Competition

Data Analytic Tools

- reach out to vendors
- work together based on more accurate data

6 out of 24 regional respondents noted the use of Acquisition Dashboard

Acquisition Dashboard

- identify opportunities, understand requirements, or track key metrics



New Initiatives: Performance Based Acquisitions

- Regions are turning inward to:
 - train the acquisition workforce on performance based acquisitions
 - standardize or update current templates to draw out those requirements
 - critically review acquisition documents
- They are also taking an external approach to:
 - educate vendors on requirements and expectations
 - increase transparency to engage the industry at the pre-award stage

EMPHASIZING ACQUISITION OF COMMERCIAL ITEMS AND COMPETITION

Outreach: Vendor Communication

Requests for Information and Sources Sought were the most-cited vendor communications tools by the Competition Advocates. The chart below shows other effective communications tools Competition Advocates are using to engage industry. Note that while only a third of the Competition Advocates cited social media as one of their most useful tools, usage has more than quadrupled over the previous year.

Most Useful Vendor Communication Tools



Outreach: Successful Initiatives

Contract activities are leading outreach campaigns and participating in industry events to raise awareness for local organizations, including small business, and discuss opportunities/solicitations.

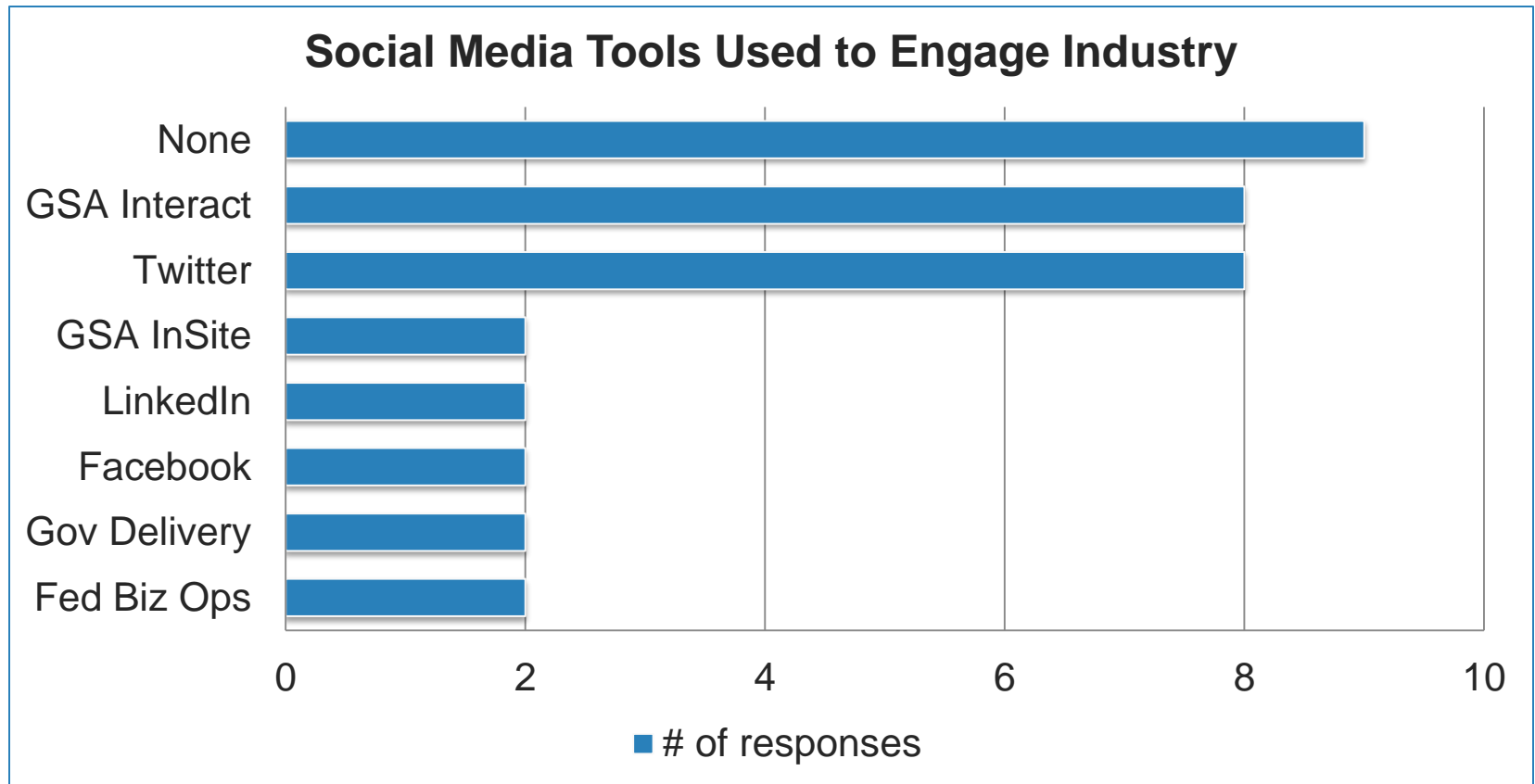
PBS Region 2

The regional Office of Small Business Utilization, in partnership with GSA's Regional PBS office held two Industry Days; one at 26 Federal Plaza and the other in Newark, NJ in SBA's space

As result of these Industry Days, PBS was able to award a contract to a SDVOSB firm for the Martin Luther King CH Cooling Tower located in Newark, NJ.

Outreach: Social Media

62% of the Competition Advocates reported using social media (up from only 8% in FY13). Competition Advocates use social media to engage industry, announce upcoming procurements and industry days, and promote GSA products, services, and trainings.



Examples of How Regions are Using Social Media

FAS Region 1

- Posts dates/times of matchmaker events to Twitter and to GSA.gov to help connect industry to GSA and other agencies.
- Uses YouTube to promote different GSA Contracts and build awareness.

FAS Region 8

- Uses Twitter to announce upcoming procurements and industry days.

PBS Region 2

- Uses LinkedIn to post documents helpful to industry. (i.e., “How to do Business with R2 PBS” presentation)
- Uses Twitter to draw attention to fbo.gov solicitations.

PBS Region 5

- National office publicizes their regional opportunities via their Twitter page.
- Publishes regional small business outreach events on the OSBU National Office Twitter page.

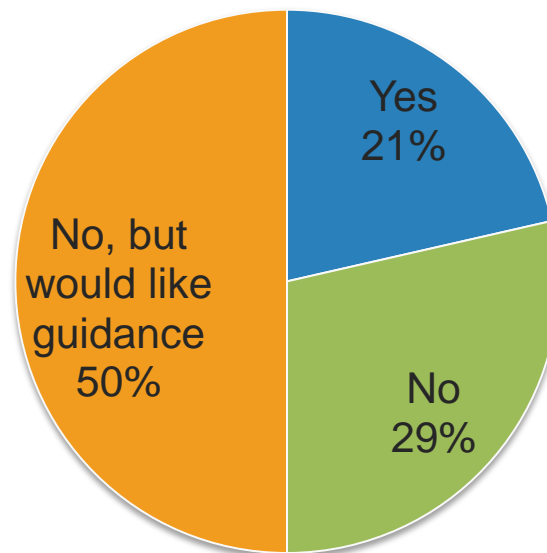
PBS Region 9

- Uses Facebook to communicate to the public and industry on how to do business with GSA.

Outreach: Effectiveness of Social Media Tools

More than half of the Competition Advocates do not quantify or evaluate the effectiveness of the social media tools used. However, most of them expressed an interest in receiving guidance or training on how to measure social media ROI.

Do you quantify or evaluate the effectiveness of the social media tools used?



Training Audience (FAS)

Region	Supervisors	Regional OSBU Representative	Contracting Officer Representatives	Contracting Officers/ Specialists	Program and Project Managers	Other
FAS Region 0			X	X	X	X
FAS Region 1	X	X	X	X	X	X
FAS Region 2	X		X	X		
FAS Region 3	X		X	X	X	
FAS Region 4	X	X	X	X	X	
FAS Region 5	X	X	X	X	X	
FAS Region 6	X		X	X		
FAS Region 7	X	X	X	X	X	
FAS Region 8	X		X	X	X	
FAS Region 9	X	X	X	X	X	
FAS Region 10	X		X	X	X	
FAS Region 11	X	X	X	X	X	

Training Audience (PBS)

Region	Supervisors	Regional OSBU Representative	Contracting Officer Representatives	Contracting Officers/ Specialists	Program and Project Managers	Other
PBS Region 0	X					
PBS Region 1		X		X		
PBS Region 2						
PBS Region 3	X	X	X	X	X	
PBS Region 4	X	X	X	X	X	
PBS Region 5	X	X	X		X	
PBS Region 6	X			X		
PBS Region 7	X	X	X	X	X	X
PBS Region 8	X	X	X	X	X	
PBS Region 9	X		X	X	X	X
PBS Region 10	X	X	X	X	X	
PBS Region 11	X	X	X	X	X	

Training

The most popular trainings currently offered include:

- Market research
- Acquisition planning
- Engagement and competitive elements

Desired Training

Available Resources

Market Research

- The Market Research Zone (Contracting Officer Podcasts on iTunes)
- FQN 110 – Market Research and Commercial Item (VA Acquisition Academy)
- FPM 259 – Market Intelligence (VA Acquisition Academy)

Brand Name

- GSA SOW Guidance (www.gsa.gov/sowlibrary)
- FQN PBA3 – Performance-based Acquisition (FAI)
- FQN 116 – Writing Performance Based Work Statements (VA Academy)
- ACQI8002D – Performance-based Acquisition (Graduate School)

Social Media

- GSA Social Media Center (<https://insite.gsa.gov/portal/content/603346>)
- GSA Social Media Awareness Training (OLU)
- Digital Gov (digitalgov.gov)
- Chatter (<https://insite.gsa.gov/portal/content/639370>)

Additional training requested on high risk contracts, fair opportunity process, and exception to fair opportunity.

Market Research (FAS)

Region	GSA eLibrary	GSA Advantage	Dynamic Small Business Search	Requests for Information	Social media	Procurement Technical Assistance Centers	Other Websites
FAS Region 0	X	X	X	X			
FAS Region 1	X	X	X	X	X		X
FAS Region 2	X	X	X	X			X
FAS Region 3	X	X	X	X	X		X
FAS Region 4		X		X			X
FAS Region 5	X	X	X	X		X	X
FAS Region 6	X		X	X			
FAS Region 7	X	X	X	X		X	X
FAS Region 8	X	X	X	X	X		
FAS Region 9	X	X	X	X	X	X	X
FAS Region 10	X			X			X
FAS Region 11	X	X	X	X			X

Regions are utilizing resources and could make more use of social media and procurement technical assessment.

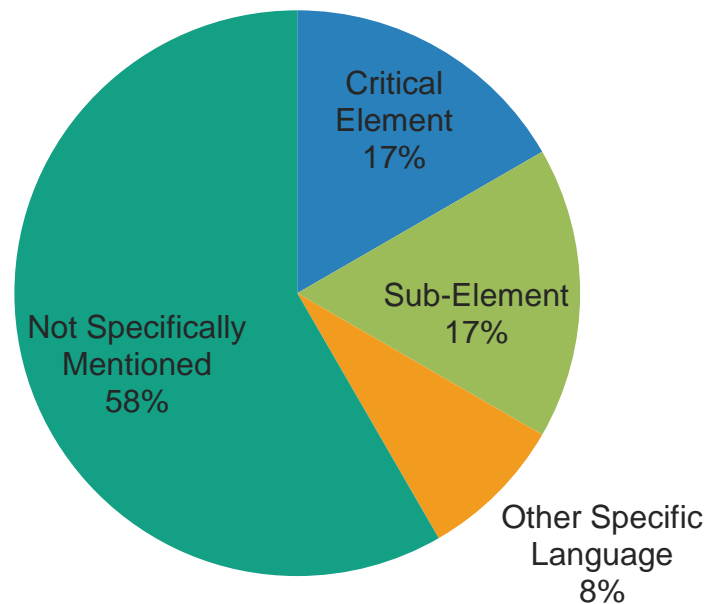
Market Research (PBS)

Region	GSA eLibrary	GSA Advantage	Dynamic Small Business Search	Requests for Information	Social media	Procurement Technical Assistance Centers	Other Websites
PBS Region 0	X	X	X				
PBS Region 1	X	X		X			X
PBS Region 2	X	X	X		X		X
PBS Region 3	X	X	X	X		X	X
PBS Region 4	X	X	X	X	X		X
PBS Region 5	X	X	X	X		X	
PBS Region 6	X	X	X	X			X
PBS Region 7	X	X	X	X			X
PBS Region 8	X	X	X	X		X	X
PBS Region 9	X	X	X				
PBS Region 10	X	X	X	X	X		X
PBS Region 11	X	X	X	X			X

Internal Controls: Promoting Accountability

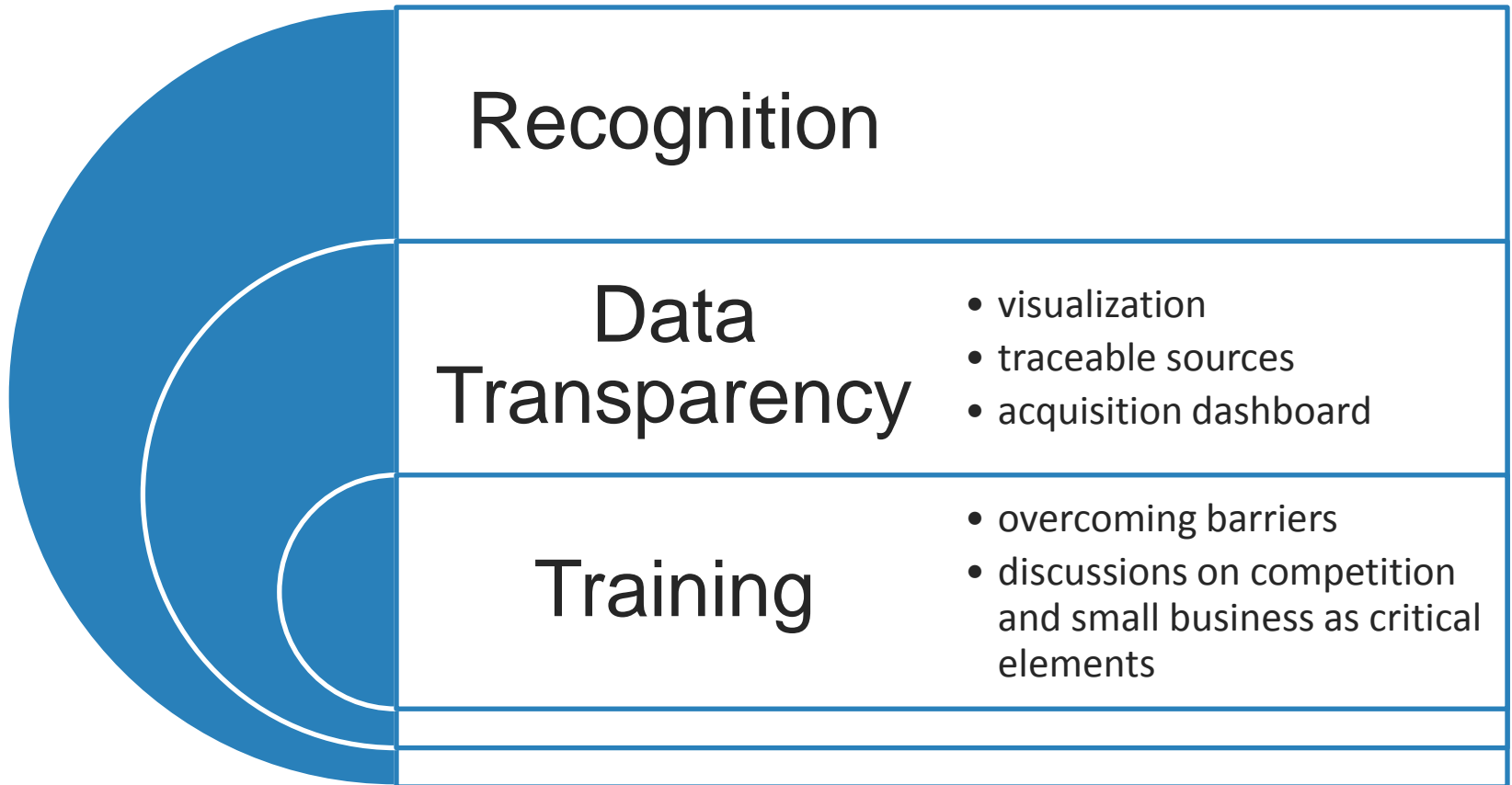
42% of the Competition Advocates reported that their role as a Competition Advocate is mentioned in their performance plans.

How is the role of competition advocate reflected in your APPAS performance plan?



Recommendations for Accountability

Top Recommendations for encouraging a system of personal and organizational accountability for competition:



Internal Controls: Task and Delivery Orders

Initiatives that ensure task and delivery orders over \$1,000,000 issued under multiple award contracts are properly planned, issued, and comply with FAR 8.405 and FAR 16.505.

Internal Review

- elevate to higher level
- peer review
- committee review
- pre- and post-award
- policy for oversight

Tools and Templates

- use of checklist
- standardized documentations

Fair and Open Competition Best Practices

- Industry Exchanges & Outreach
- Contract Review Board
- Early Involvement in Acquisition Planning
- High Awareness of Competition measures and indicators



Recommendations

	Recommendation	Description	Impact
1.	Increase use of data visualization tools.	<ul style="list-style-type: none"> MVA will increase awareness of new data visualization tools including Competitive One Bid, Small Business, Competition, and Operational Efficiency Transactions. Issue Transactional data reporting rule. 	<ul style="list-style-type: none"> Improved awareness of acquisition trends to take proactive steps to increase competition. Promote more competitive pricing.
2.	Support the development of GSA's Acquisition Workforce.	MVA will implement revised FAC-P/PM and FAC-COR policies.	Better value, savings, and service for GSA and its customers.
3.	Leverage social media tools to enhance outreach and market research.	Share best practices with competition advocates on how to support competition using social media tools.	Increased access to information for GSA and vendors to improve competition.
4.	Increase accountability.	Include role of competition advocate in APPAS Performance Plans.	Increased recognition for competition advocates.

APPENDIX

Map to FAR Subpart 6.502(b)

	FAR Subpart 6.5	Reference
i.	Such advocate's activities under this subpart;	Slides 34-57 Survey
ii.	New initiatives required to increase the acquisition of commercial items;	Slide 38 & Survey
iii.	New initiatives required to increase competition;	Slide 39 & Survey
iv.	New initiatives to ensure requirements are stated in terms of functions to be performed, performance required or essential physical characteristics;	Slide 40 & Survey
v.	Any barriers to the acquisition of commercial items or competition that remain;	Slides 35- 37 & Survey
vi.	Other ways in which the agency has emphasized the acquisition of commercial items and competition in areas such as acquisition training and research; and	Slides 41-53 & Survey
vii.	Initiatives that ensure task and delivery orders over \$1,000,000 issued under multiple award contracts are properly planned, issued, and comply with 8.405 and 16.505.	Slide 55 & Survey
3.	Recommend goals and plans for increasing competition on a fiscal year basis to the agency senior procurement executive and the chief acquisition officer; and	Slide 57
4.	Recommend to the agency senior procurement executive and the chief acquisition officer a system of personal and organizational accountability for competition, which may include the use of recognition and awards to motivate program managers, contracting officers, and others in authority to promote competition in acquisition.	Slides 53- 57 & Survey

GSA's FY13 Competition Advocate Report

Office of General Services Acquisition, Policy, Integrity, and Workforce
Office of Government-wide Policy

July 2014

Purpose & Outcomes

- **Purpose:** To report FY13 competition performance in accordance with FAR 6.502 and highlight initiatives and make recommendations to meet FY14 competition goals and commitments.

Outcomes:

- Understanding of the FY13 competition data analysis
- Awareness of recommendations to meet FY14 competition goals and commitments

Report Includes

1. Overview of Competition Advocate Survey and Report
2. FY13 Competition Data
3. FY13 Competition Advocate Survey Results
 1. Barriers to Competition
 2. Exceptions to Competition
 3. Competition & Competitive One Bid: Success Factors & Stories
4. FY14 Competition Goals & Commitments
5. Key Takeaways
6. Appendix
 1. Map to FAR Subpart 6.502(b)
 2. FAS & PBS Competition Advocates
 3. FY13 Regional Performance Summary

- Provides an annual assessment of GSA's competition performance
- Prepared for the Senior Procurement Executive (SPE) and the Chief Acquisition Officer per FAR subpart 6.5.
- Information from the Competition Advocate Report and the annual Small Business Report is shared with the Office of Federal Procurement Policy
- This year, put a greater focus on data analysis to inform the survey and ultimately the Competition Advocate Report

FY13 Competition Advocate Report Timeline

100% of the Competition Advocates submitted their surveys on time

Analyze Competition
Data and Develop
FY13 Competition
Advocate Survey
(11/1/13-1/13/14)

Survey Competition
Advocates
(1/14/14-1/30/14)

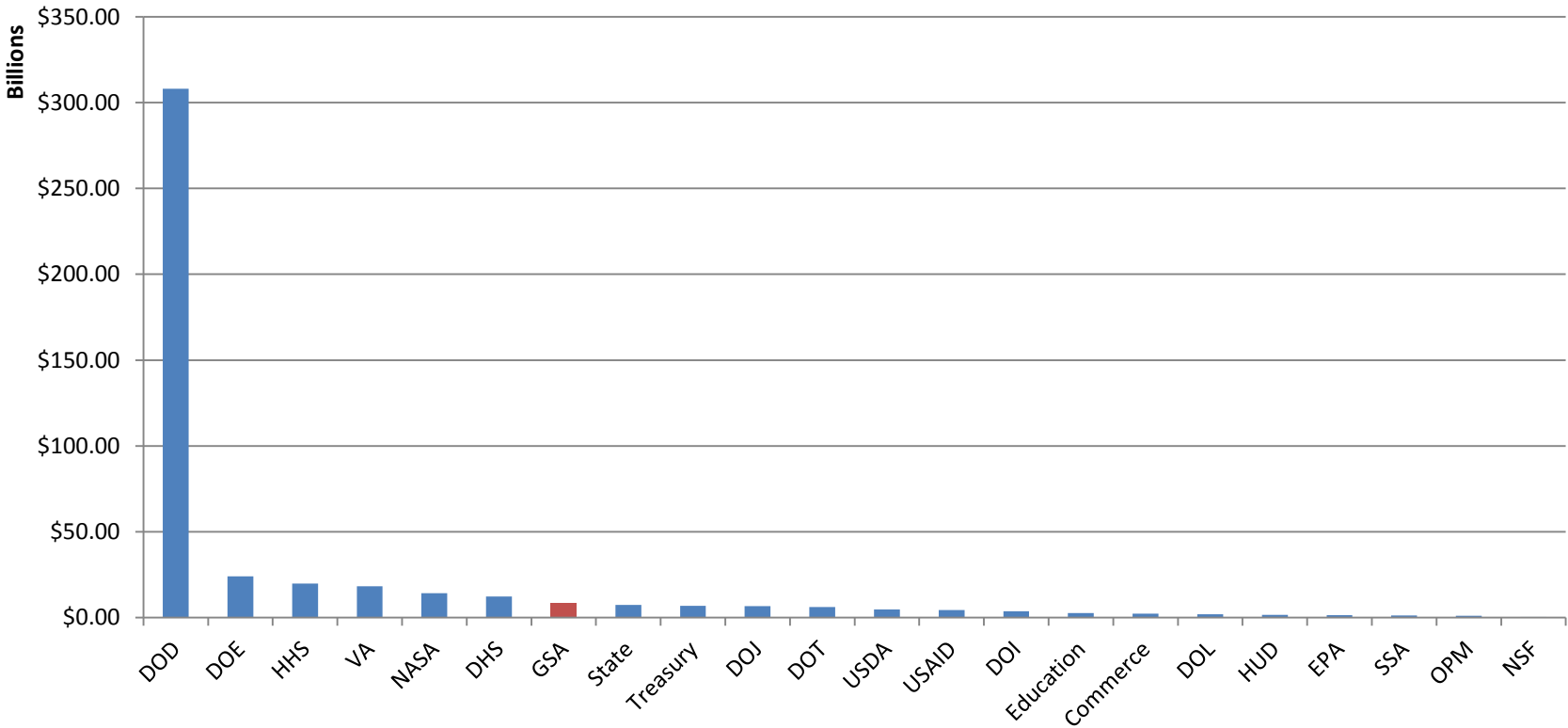
Draft and Publish
FY13 Competition
Advocate Report
(1/31/14-4/14/14)

FY13 GSA COMPETITION DATA



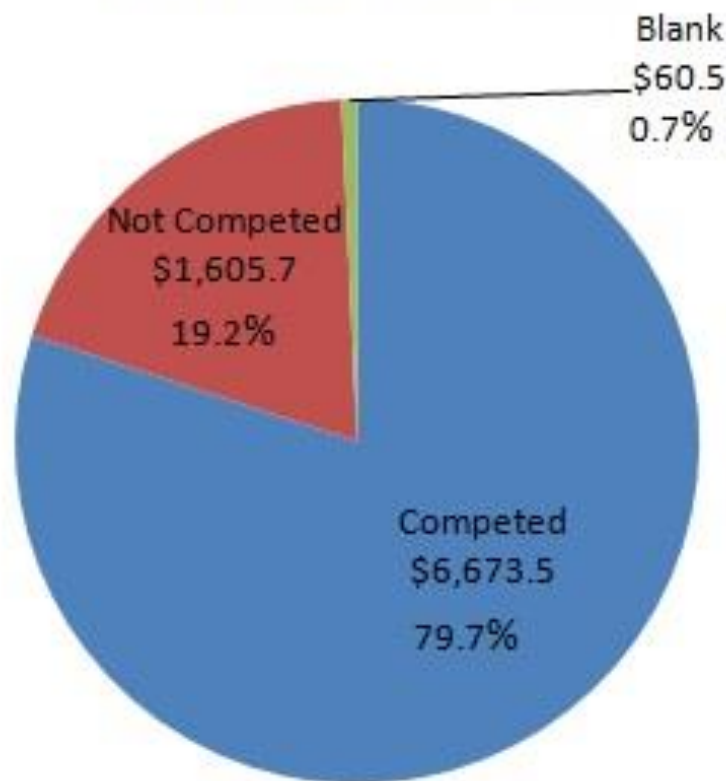
Government-wide Comparison: Total Dollars

Government-wide Comparison: Obligated Dollars
FY13 through September 30, 2013
(Dollars expressed in Billions)



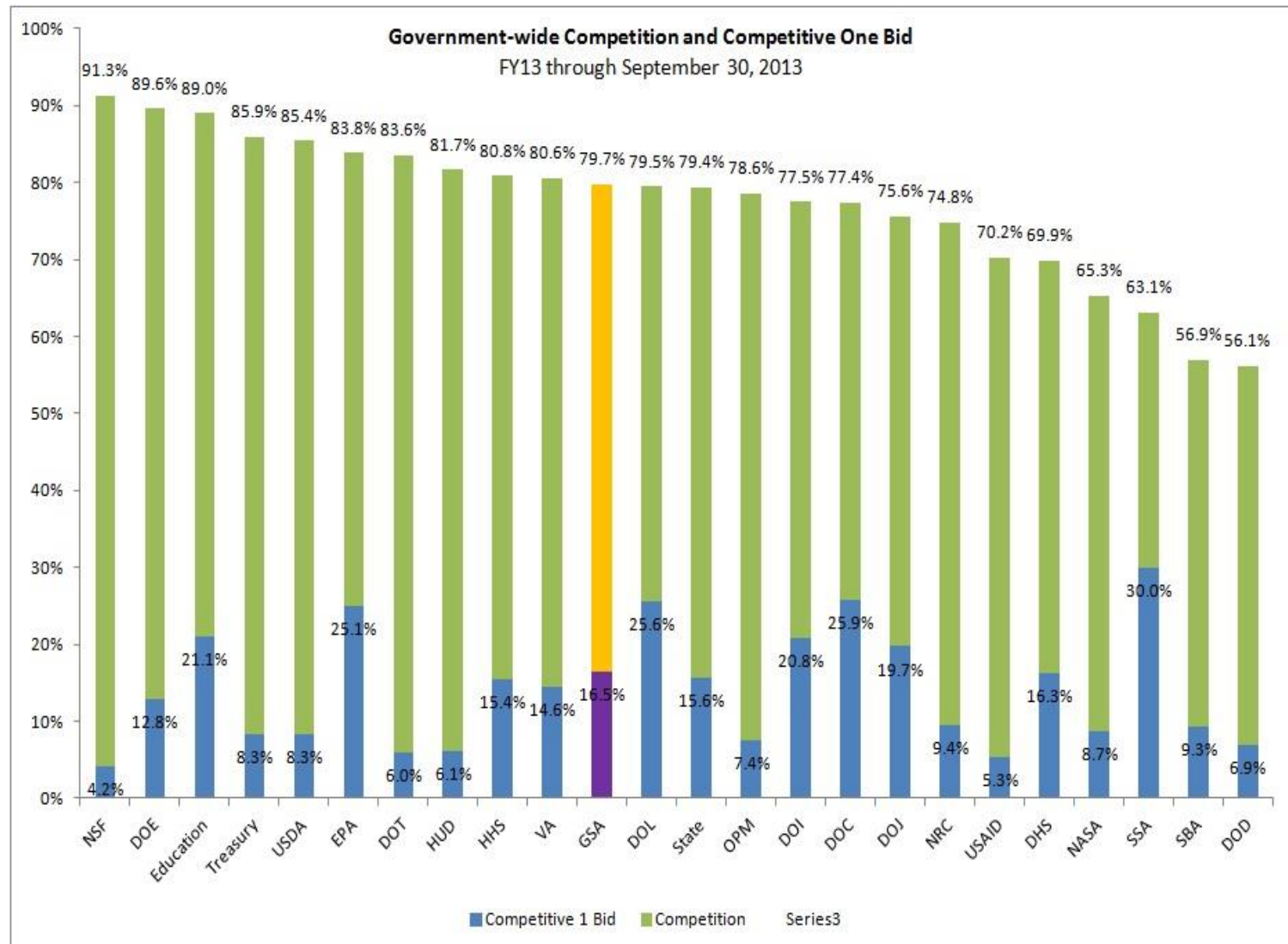
GSA Competition

GSA Competition
FY13 through September 30, 2013
(Dollars expressed in Millions)



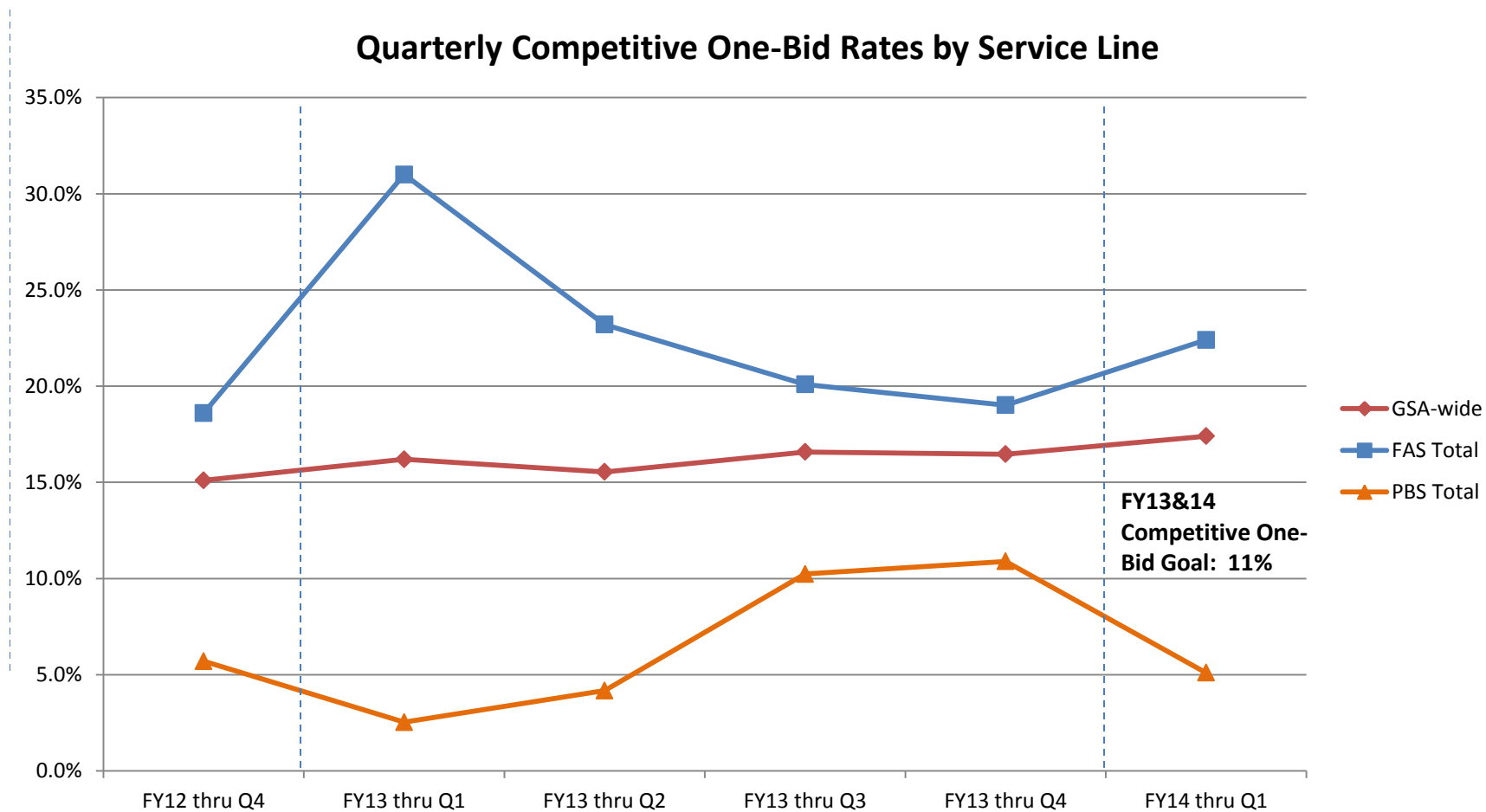
GSA Total Dollars: \$8,339.7 Million

Competition/Competitive One Bid

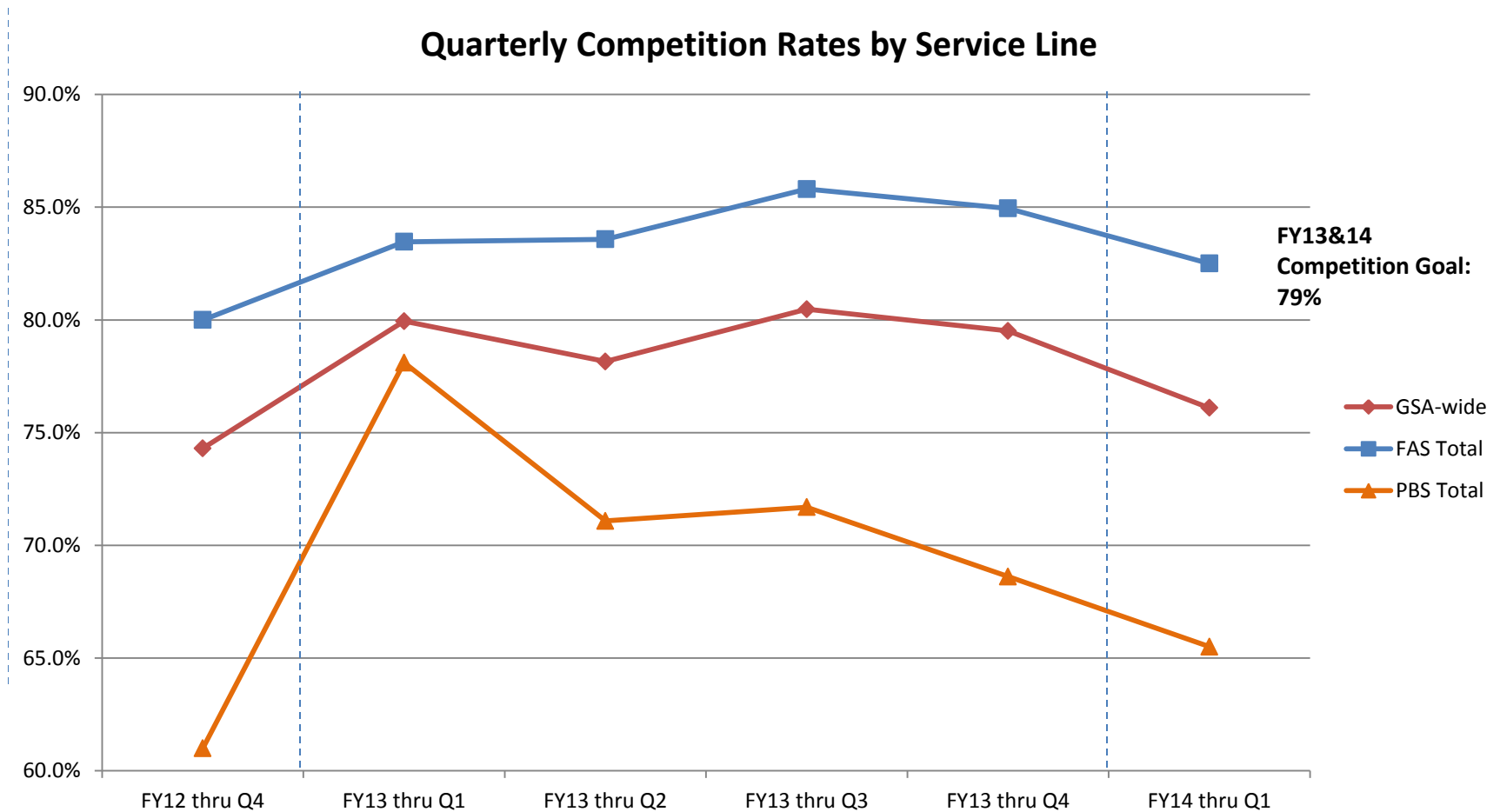




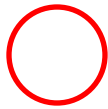
Competitive One-Bid Rate: Year-over-Year (FY12-FY14)



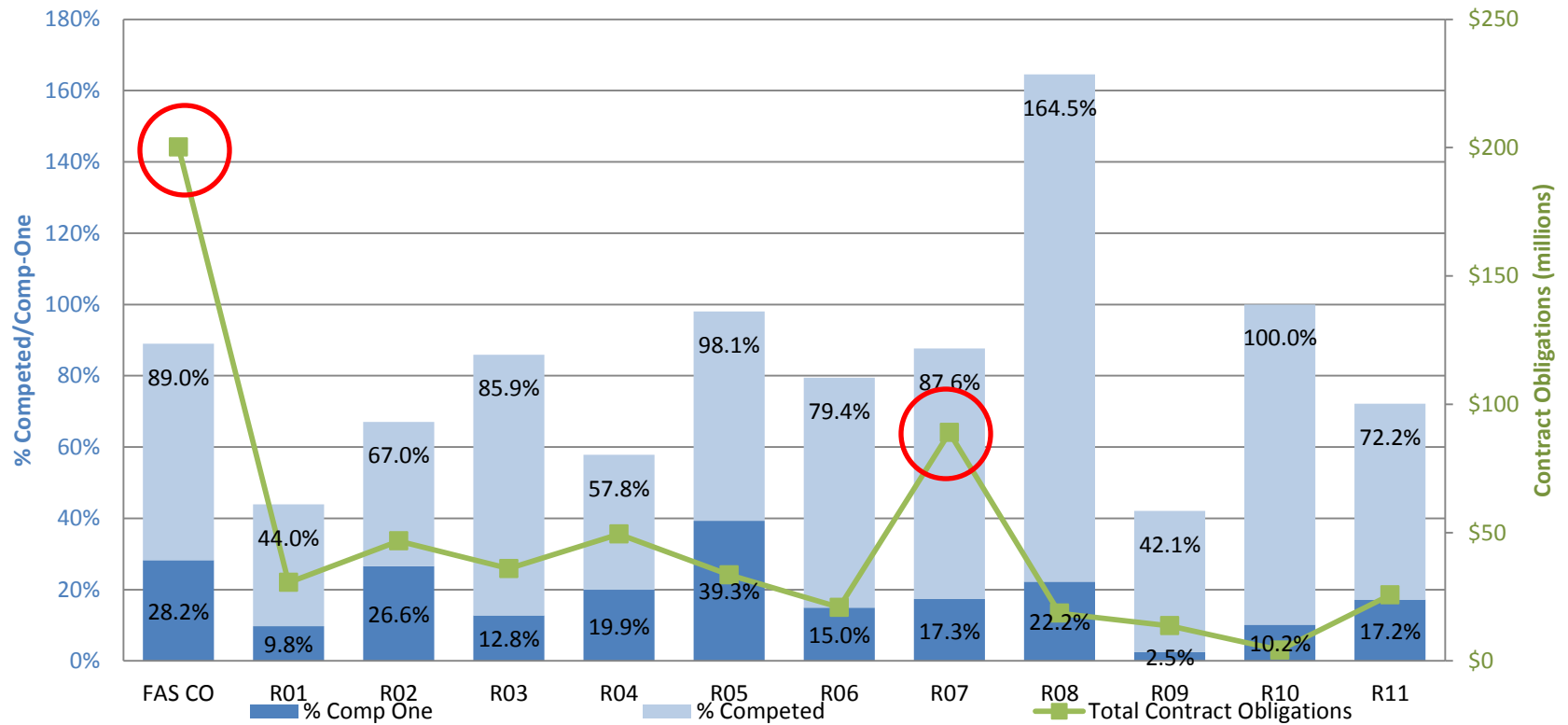
Competition Rate: Year-over-Year (FY12-FY14)



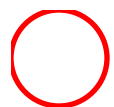
FY14 Q1: FAS Competition/Comp One Bid



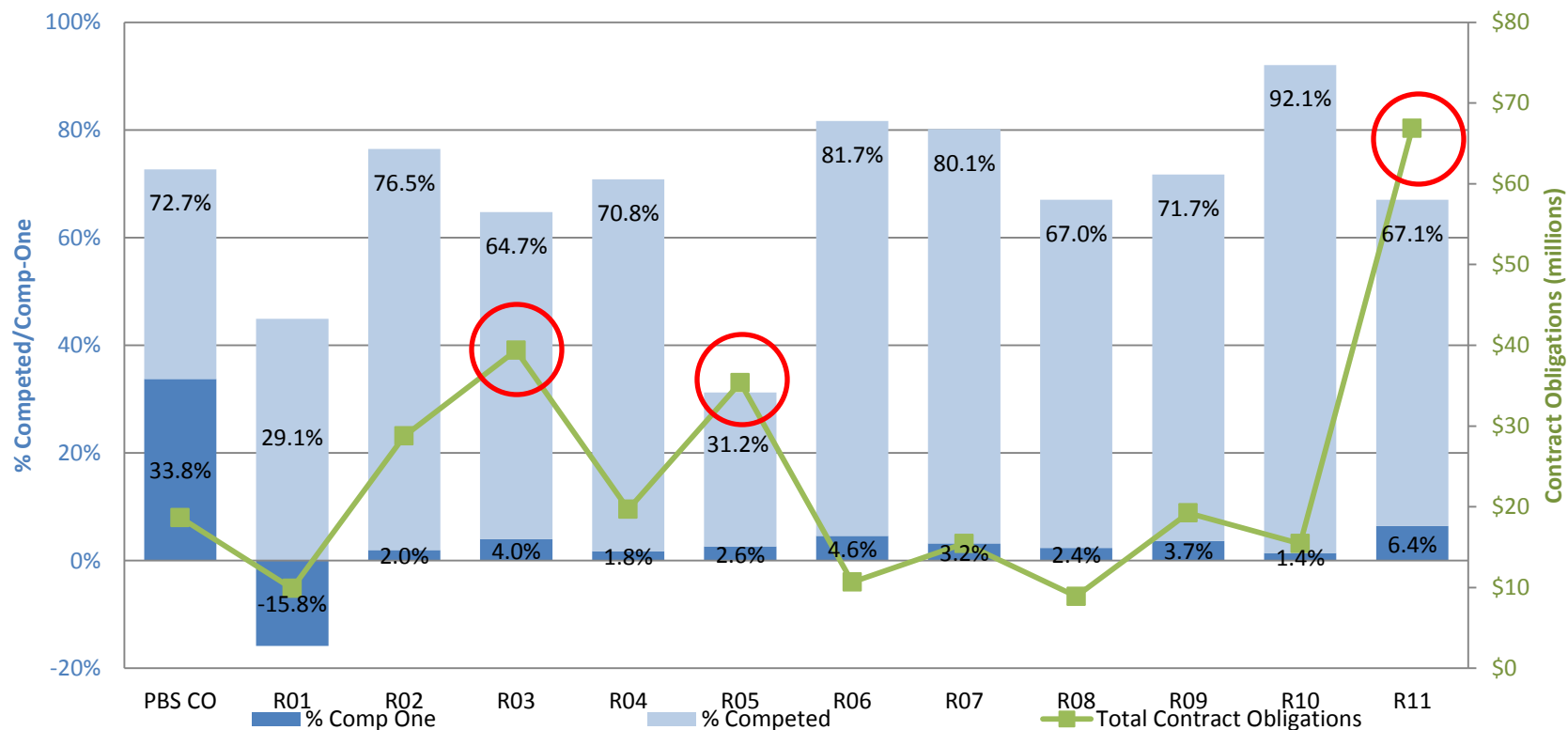
Highest Total Obligations Competition and Competitive One-Bid Rate by FAS Region
FY14 through 12/31/13



FY14 Q1: PBS Competition/Comp One Bid

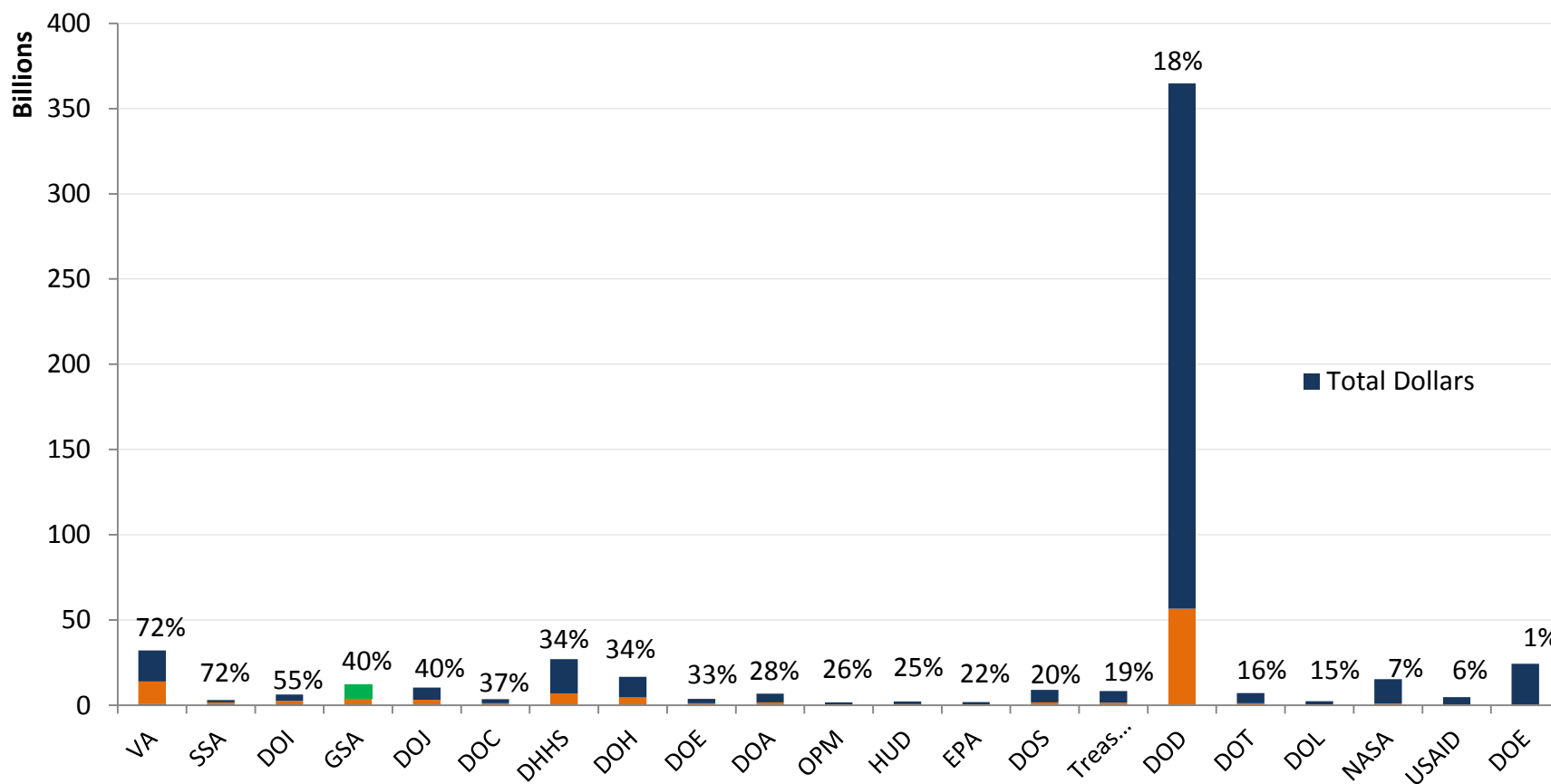


Highest Total Obligations

Competition and Competitive One-Bid Rate by PBS Region
FY14 through 12/31/13

Use of Commercial Products & Services

At 40%, GSA is ranks 4th in its use of Commercial Products and Services compared to other agencies.

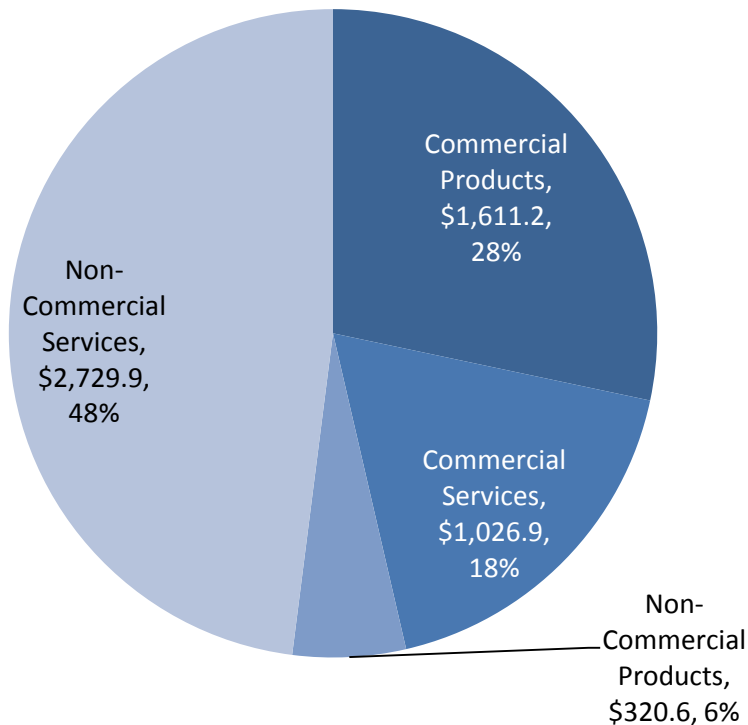




PBS and FAS Commercial Products and Services

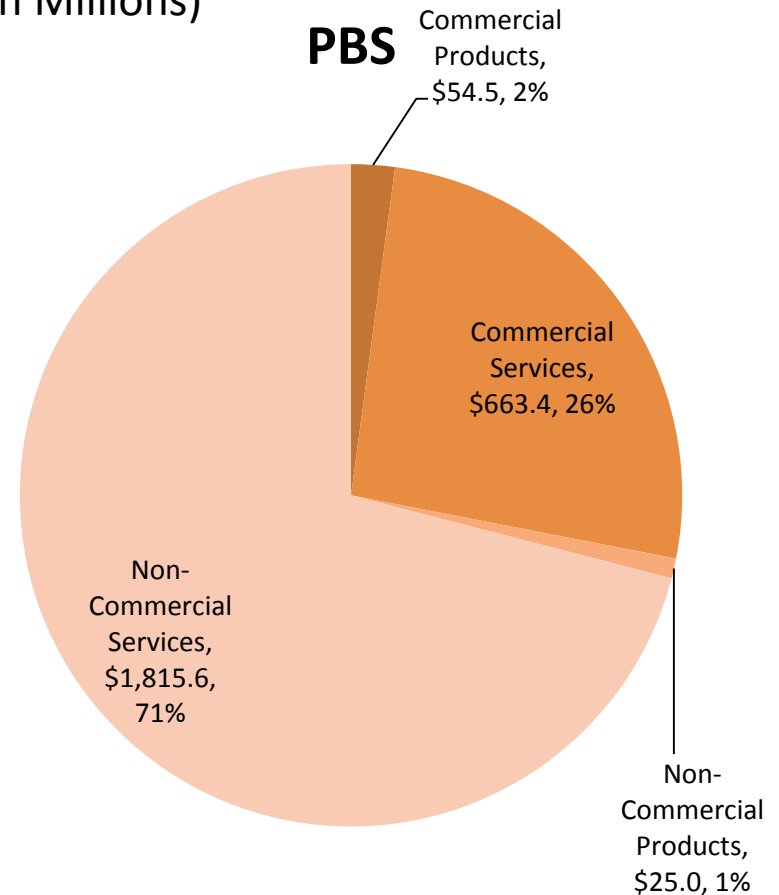
GSA-wide Commercial and Non-Commercial Products and Services FY13 through September 30, 2013 (Dollars expressed in Millions)

FAS



FAS Total: \$5,688.6 M

PBS

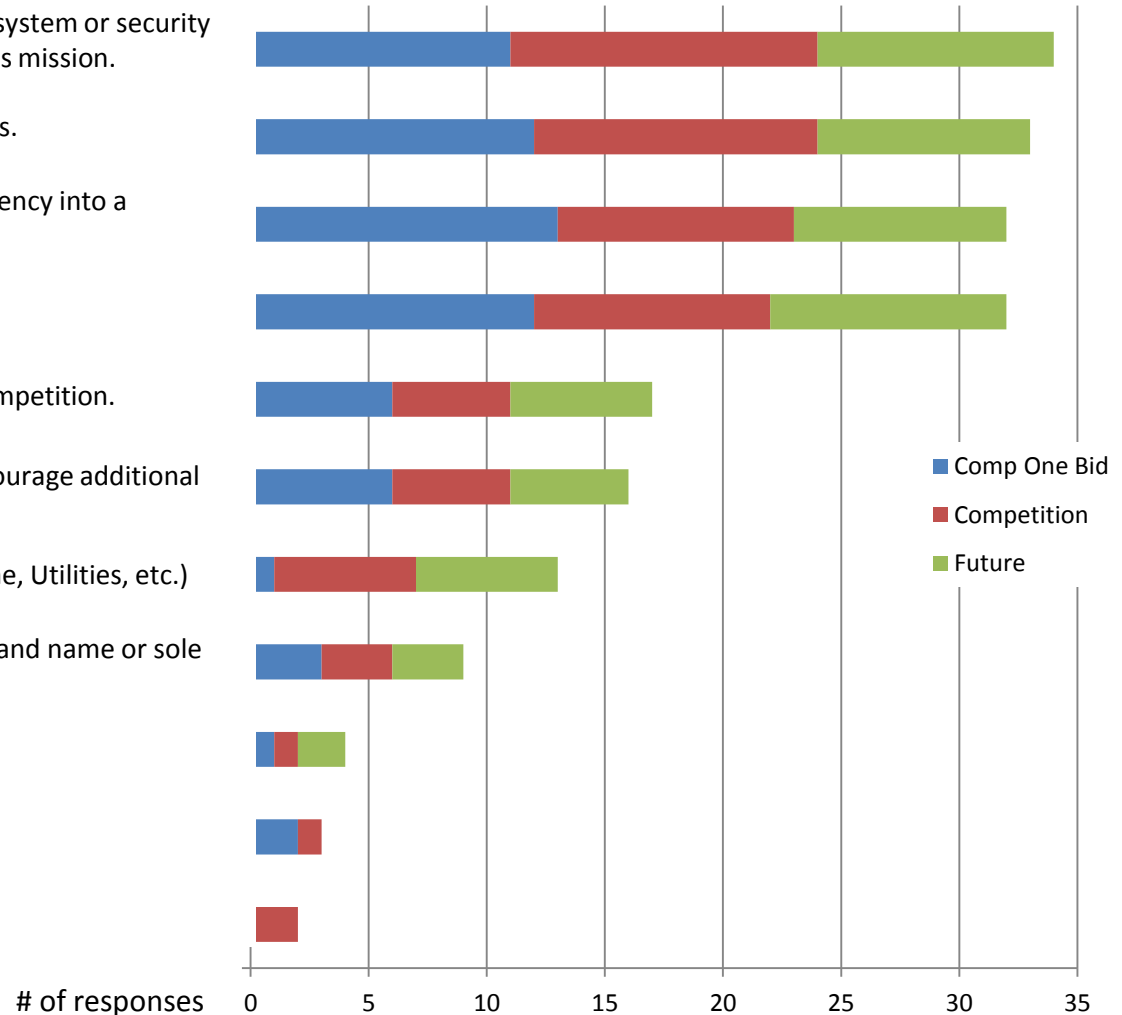


PBS Total: \$2,558.4 M

FY13 COMPETITION ADVOCATE SURVEY FINDINGS

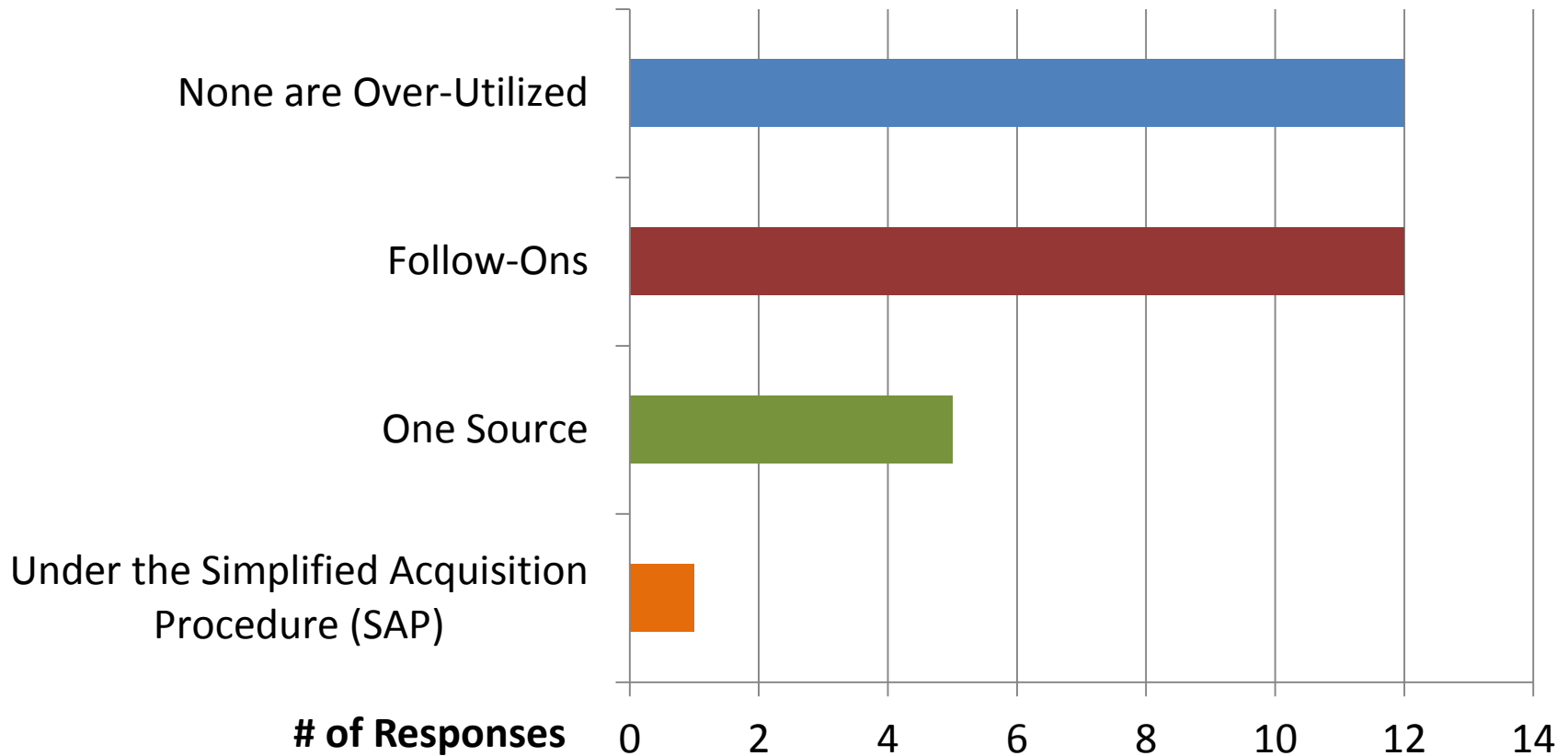
Barriers to Competition

1. Unique or specialized products and services for system or security requirements are directly related to a customer's mission.
2. Customers have come to rely on existing services.
3. Use of proprietary technology, often locks an agency into a particular solution for many years.
4. There is a limited pool of available contractors.
5. Prescriptive customer scopes of work hinder competition.
6. Overly burdensome contract requirements discourage additional bidders.
7. Authorized or required by statute (8a, Ability One, Utilities, etc.)
8. DoD legacy weapon systems typically require brand name or sole source actions.
9. Insufficient PALT
10. Data Accuracy
11. Urgent and Compelling



Exceptions to Competition

Half of the competition advocates surveyed believe that exceptions to competition are adequately used. The other half think follow-ons are over-utilized, followed by one source and under the SAP. Of the \$1.6 Billion not competed in FY13 in GSA, \$257.2 Million (16%) were follow on contracts.



Competition & Competitive One Bid

Competition Advocates identified key success factors and shared examples of how they are meeting Competition and Competitive One-Bid goals. The success factors are listed below in order of how often they were cited in the survey responses.

	Factors	Success Stories
1.	Market Research: <ul style="list-style-type: none"> •Before using a vehicle, conduct market research to determine that the solicitation will result in at least two bids. •Where there is a pattern of one-bids, reconsider the contract vehicle, break down the requirements into multiple acquisitions, or justify as sole source. •Require brand name or equal requirements whenever circumstances support it. 	<ul style="list-style-type: none"> •PBS R05 uses the Dynamic Small Business Search tool. Based on their search results, they visit the vendors' websites to gather additional data on the vendors' capabilities to do the work. •FAS R06 uses other agencies that have purchased similar products or services as part of their market research. •FAS R10 uses LinkedIn and industry association websites to conduct market research.
2.	Communications/Outreach with customers, vendors, and the Federal acquisition workforce: <ul style="list-style-type: none"> •Use communications tools (e.g., sources sought, Fed BizOps, industry days, etc.) to educate vendors on requirements. •Work closely with customers to develop requirements that consider the long-term work and how other sources can be developed to provide the support. •Engage customers and vendors to identify overly burdensome contract requirements. •Communicate competition goals to the Federal Acquisition Workforce and monitor progress against goals. 	<ul style="list-style-type: none"> •FAS R07 awarded a multiple award Indefinite Delivery/Indefinite Quantity (IDIQ) contract to two contractors. When the contracting authority noticed a pattern of one-bids, they sat down with both contractors and the contracting officer to explain the government's desire for competition and to seek input from the vendors on areas where there was undue or restrictive requirements in the statements of work for the IDIQ orders. • PBS R05 hosted an outreach event with a Federal Facilities Networking group. This self-organized group includes a cross-section of industry with representation from furniture vendors, construction service providers, architecture-engineering firms, interior design firms, and others.

Competition & Competitive One Bid (cont.)

	Factors	Success Stories
3.	Procurement Administrative Lead Time (PALT): <ul style="list-style-type: none"> •Set PALT goals to allow sufficient time for solicitation period. •When possible, consider using Federal Supply Schedules rather than competitively negotiated open market procurements to acquire services requiring a statement of work and to save time. (See FAS research on PALT across agencies.) •Negotiate award dates with customers in order to allow more time in the process to engage industry. 	FAS R03 instituted a 30-day minimum bid opening for all Department of Defense (DoD) contracting actions and increased time to quote/respond for civilian agencies to at least 14 days.
4.	Data Accuracy: <ul style="list-style-type: none"> •Regularly review the Acquisition Dashboard and conduct regional data analyses to ensure Federal Procurement Data System (FPDS) data accuracy and to proactively identify areas for improvement. •Have 1102s review and correct FPDS data errors; taking a balanced approach that corrects data regardless of how it impacts a region's overall numbers. •Establish an internal data quality review process. 	<ul style="list-style-type: none"> •FAS R04 conducts quarterly electronic contract file reviews and is developing an annual review process of its procurement quality controls. •PBS R09 uses Google groups to communicate with the acquisition workforce on quarterly performance against competition goals, results from Management Administrative Review System (MARS) reviews, and best practices. •Several contracting activities cited instances of auditing FPDS data and correcting errors to improve competition metrics.

Competition & Competitive One Bid (cont.)

	Factors	Success Stories
5.	<p>Acquisition Planning:</p> <ul style="list-style-type: none">•Engage the customer as early as possible to develop requirements that take into consideration the long-term work.•Negotiate award dates with customers to increase PALT and allow for more engagement with industry.•When considering the lifecycle of a project, especially one involving complicated system upgrades and implementations, consider including option years to mitigate the impact of system delays to competition. Including contract options may reduce the need to issue sole source bridge contracts if unexpected delays occur.•Look for opportunities for flexibility in areas that are authorized. For example, if operating in a deregulated state, rather than bundling utility transmission and delivery, consider competing utility supply.•Challenge unnecessary restrictions. If it's necessarily restrictive, then make it sole source.	<ul style="list-style-type: none">•PBS R01 reduced operation and maintenance contract costs by removing snow plowing from the contract scope and writing separate contracts. In rural areas for snowplowing, there were a number of one bid award actions.•FAS R08 hosted an industry day for a building monitoring system that will be utilized in 265 commissaries. This procurement is not scheduled for award until FY15, yet the acquisition team worked with the customer to host an industry day at their headquarters which is adjacent to one of the commissaries. Industry was invited to provide input on the acquisition strategy and to identify requirements.

Competition & Competitive One Bid (cont.)

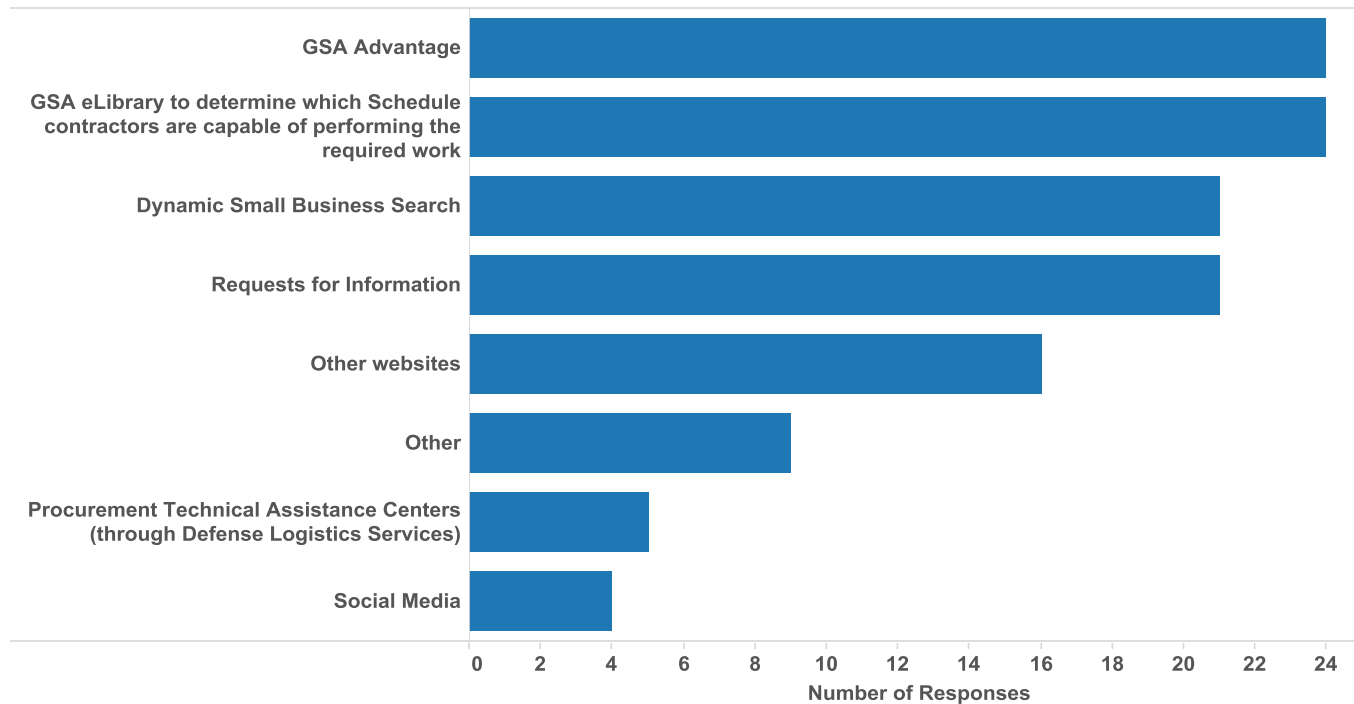
	Factors	Success Stories
6.	<p>Training: Take a proactive, systematic approach to training to improve competition (e.g., Developing Performance Based Acquisition Work statements, market research, etc.)</p>	<ul style="list-style-type: none"> •The Services have a formal cross-training program where employees are able to spend 90 days in another business line both in FAS and PBS. •FAS R04 offers regular (monthly and/or quarterly) training to 1102s on topical items such as small business rules, justifications, organizational conflict of interest, past performance questionnaires, lowest price technical evaluation methodology, etc. FAS has also collaborated with the regional Legal Office and OSBU to provide training to the workforce. These training opportunities are provided on a quarterly basis. Additionally, during the monthly Senior Contracting Officer (SCO) meetings, SCOs are offered the opportunity to provide training to their respective peers on an approved topic. Finally, ad hoc training is provided in triage situations (e.g., the HCA providing ratification training to PBS and FAS leadership team).
7.	<p>Performance Based Acquisitions: Encourage the use of PBA scopes of work to mitigate prescriptive work statements that unnecessarily limit competition.</p>	<ul style="list-style-type: none"> •Several contracting activities cited the use of PBAs in their region and promote training for their staff to develop PBA statements of work.

Competition & Competitive One Bid (cont.)

	Factors	Success Stories
8.	Process Improvement: <ul style="list-style-type: none">•Identify opportunities to simplify the quote process.•Maintain a central repository for tools and templates to support the acquisition workforce to provide consistent and more efficient service to customers and vendors. Acquisition portal will provide resources to support the acquisition workforce.	<ul style="list-style-type: none">•FAS R03 works with their customers to streamline evaluation criteria, reduce page limitations for technical submissions, and encourage interview-style oral presentations to complement technical submissions. Industry feedback indicates this makes it easier to respond and reduces overall proposal costs.•FAS R04 established an electronic Quick Library database that contains all the approved acquisition workforce templates, samples, and training materials. FAS R04 partnered with OSBU to provide the competition advocate with capability statements and information on small business concerns that can be utilized as market research information for the acquisition community.•FAS R05 conducted a process improvement exercise focused on the pre-award acquisition process. It included discussion on all facets of acquisition planning from requirements initiation to award. During the process improvement exercises, there was an emphasis on identifying potential barriers to competition early on, eliminating barriers through market research, and the proper documentation and approvals required in the event barriers cannot be removed.
9.	Internal Controls: <ul style="list-style-type: none">•Use Contract Management Review Boards to review solicitations prior to posting to ensure contract documents don't unnecessarily limit competition.•Conduct post-award reviews.	<ul style="list-style-type: none">•FAS R04 uses its regional Bi-Annual Review Team (BART) to evaluate randomly selected contract files . Any corrective action plan resulting from the findings is implemented and specific training is provided.•Several contracting activities cited the use of Contract Management Review Boards to promote competition.

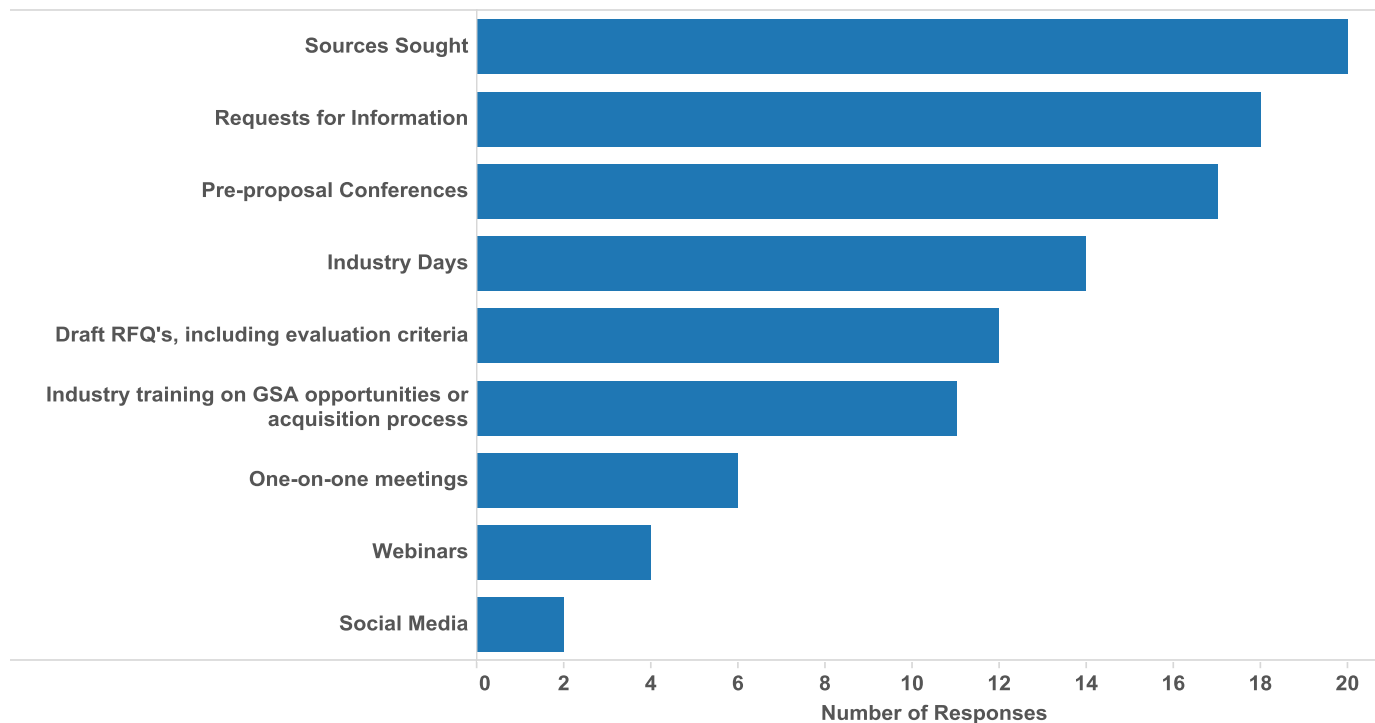
Market Research

All of the Competition Advocates cited GSA Advantage and the GSA eLibrary as market research resources they use to evaluate competition.



Communications/Outreach

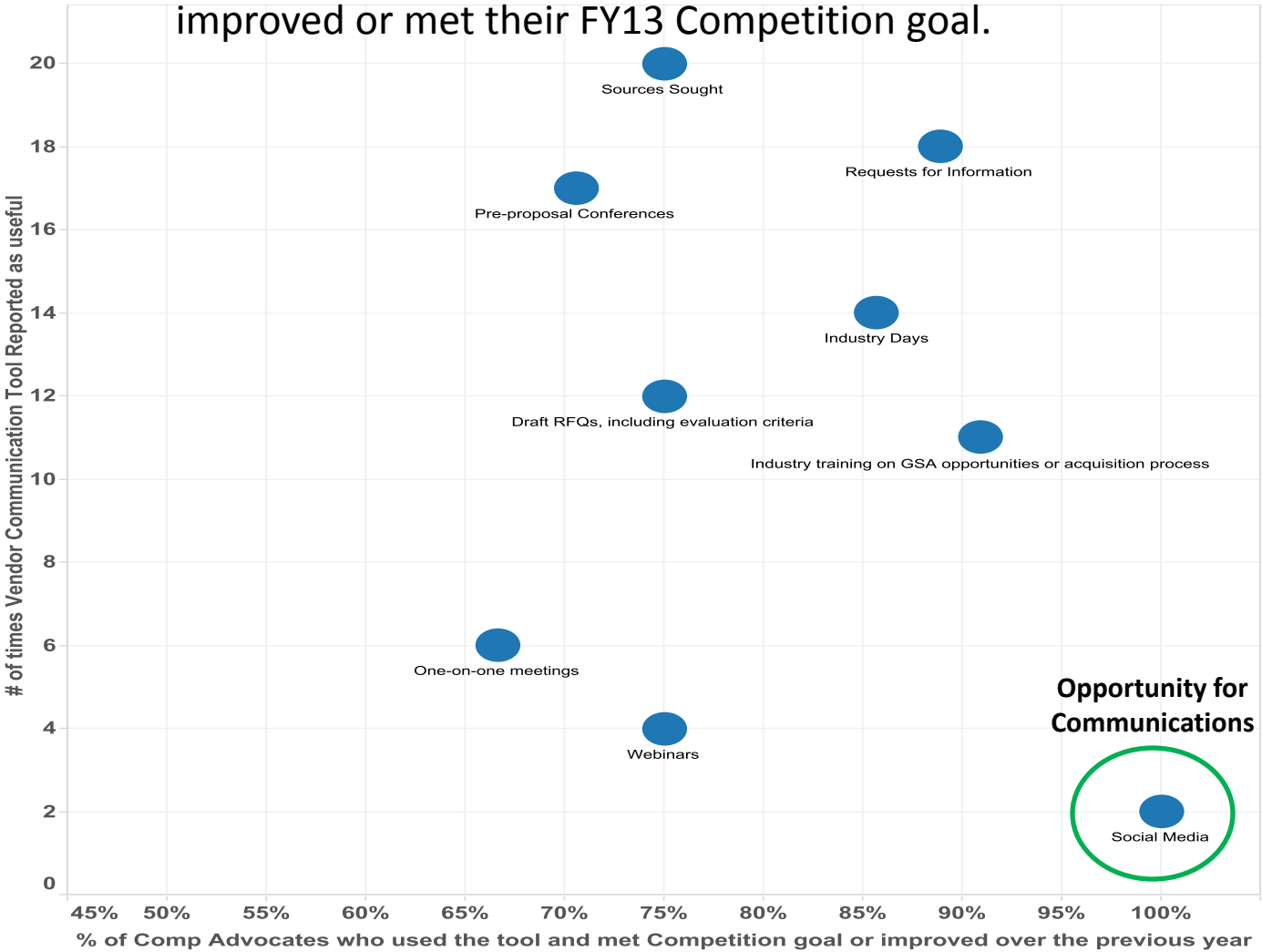
Sources Sought was the most-cited communications tool by the Competition Advocates. The chart below shows other effective communications tools Competition Advocates are using to engage industry. Social media was the least utilized tool, but it presents an opportunity for GSA.





Relationship between Competition Rate and Communications Tools

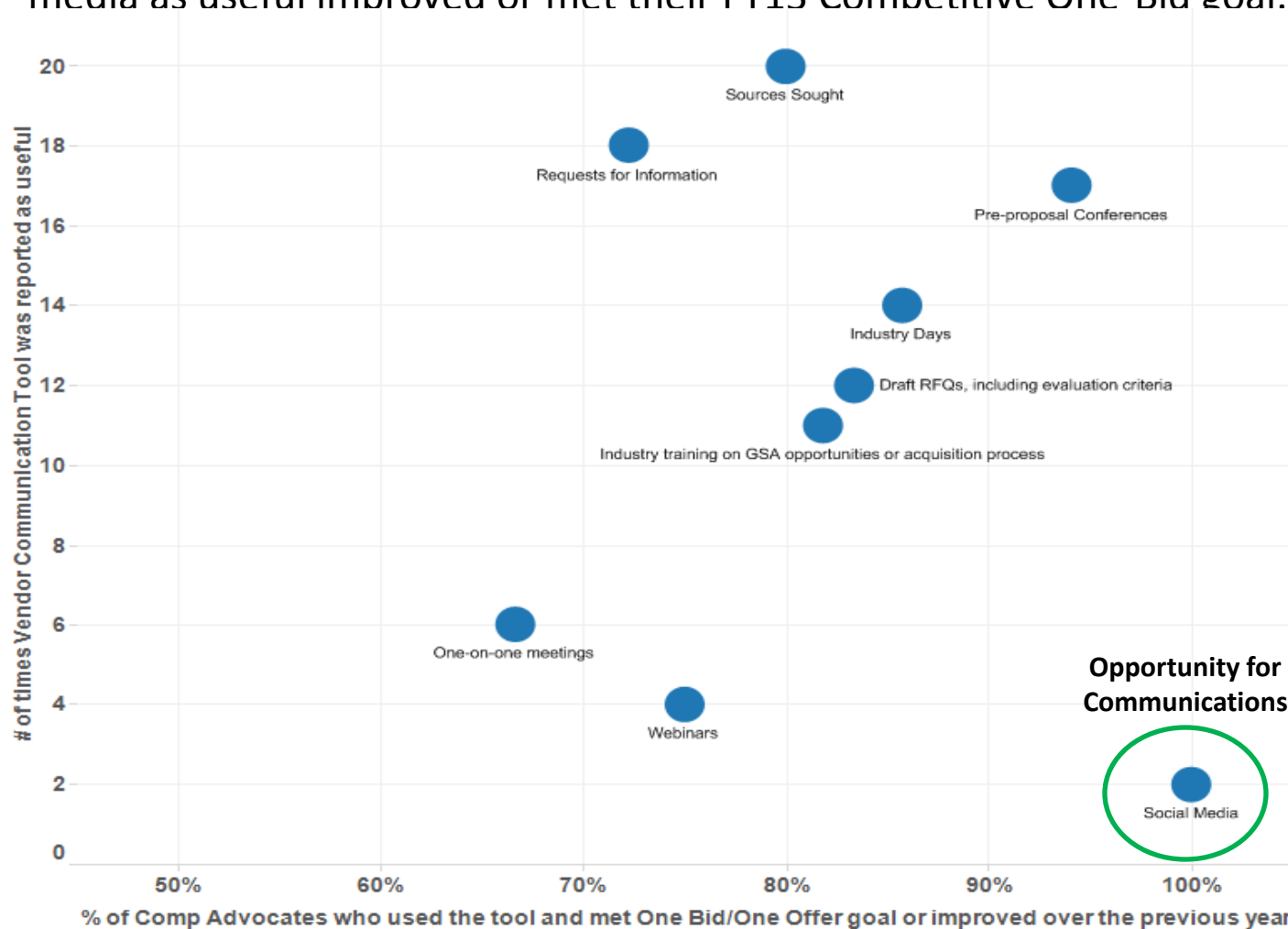
While social media is a rarely used tool, 100% of those who cited it as useful improved or met their FY13 Competition goal.



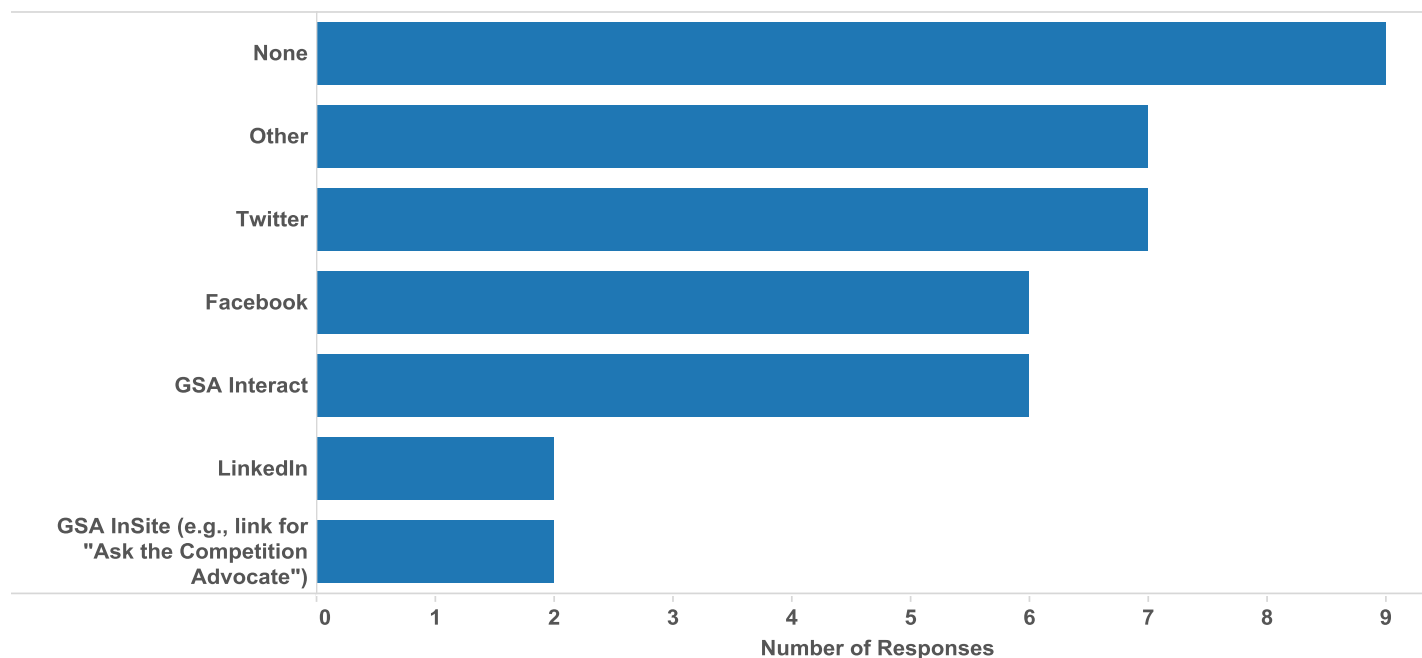


Relationship between Competitive One-Bid Rate and Communications Tools

The same applied to Competitive One Bids. 100% of those who cited social media as useful improved or met their FY13 Competitive One-Bid goal.



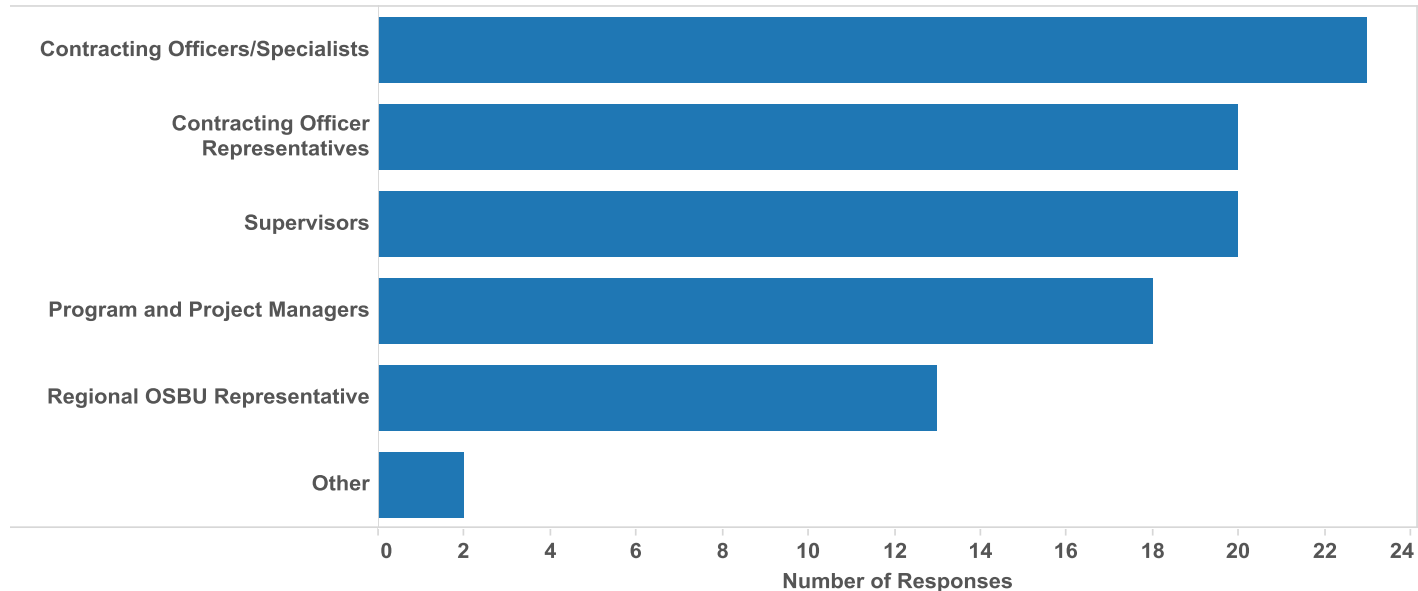
Nearly half of the Competition Advocates do not currently use social media, while the rest use it to engage industry by gathering requirements and promoting funding opportunities.



GSA guidance on social media is available at <https://insite.gsa.gov/portal/category/528198>

Training

Training is offered to a variety of acquisition workforce staff.



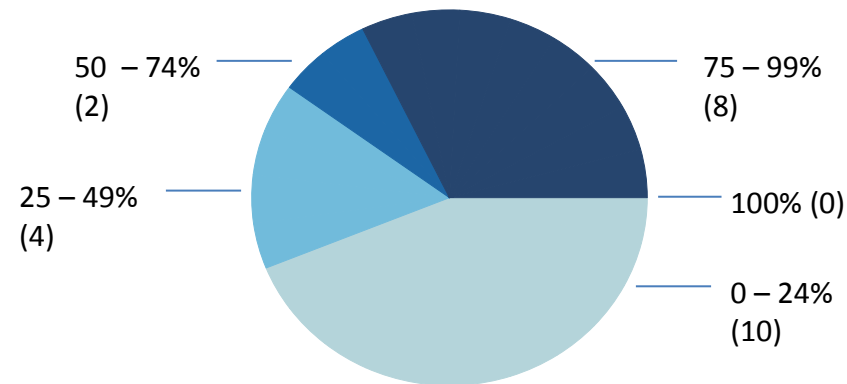
The most-popular trainings currently offered include:

1. Market Research
2. Small Business
3. Justifications for Exceptions to Fair Opportunity
4. Acquisition Planning
5. Performance Based Acquisitions often cited trainings included

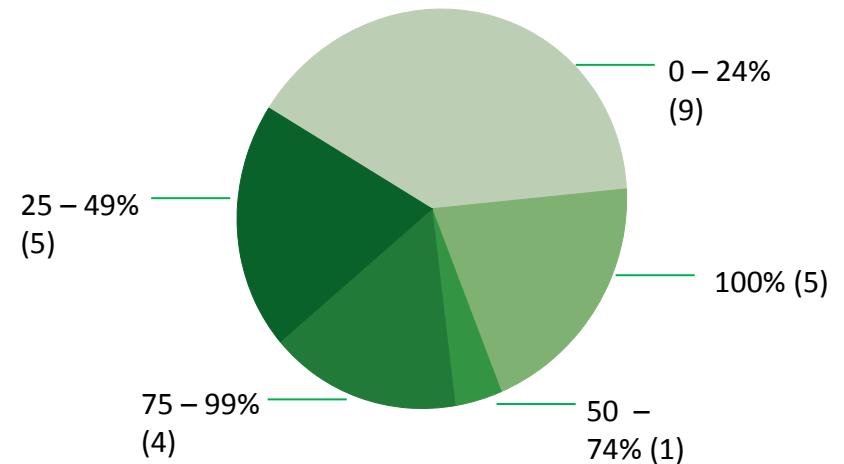
Training (cont.)

100% of the Contracting Authorities provide training in-person and via WebEx.
Some take advantage of online courses.

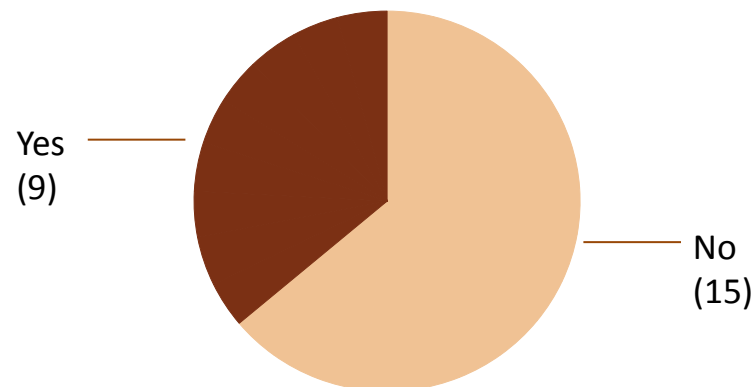
% of Training Offered via WebEx



% of Training Offered In Person



Offer Online Training



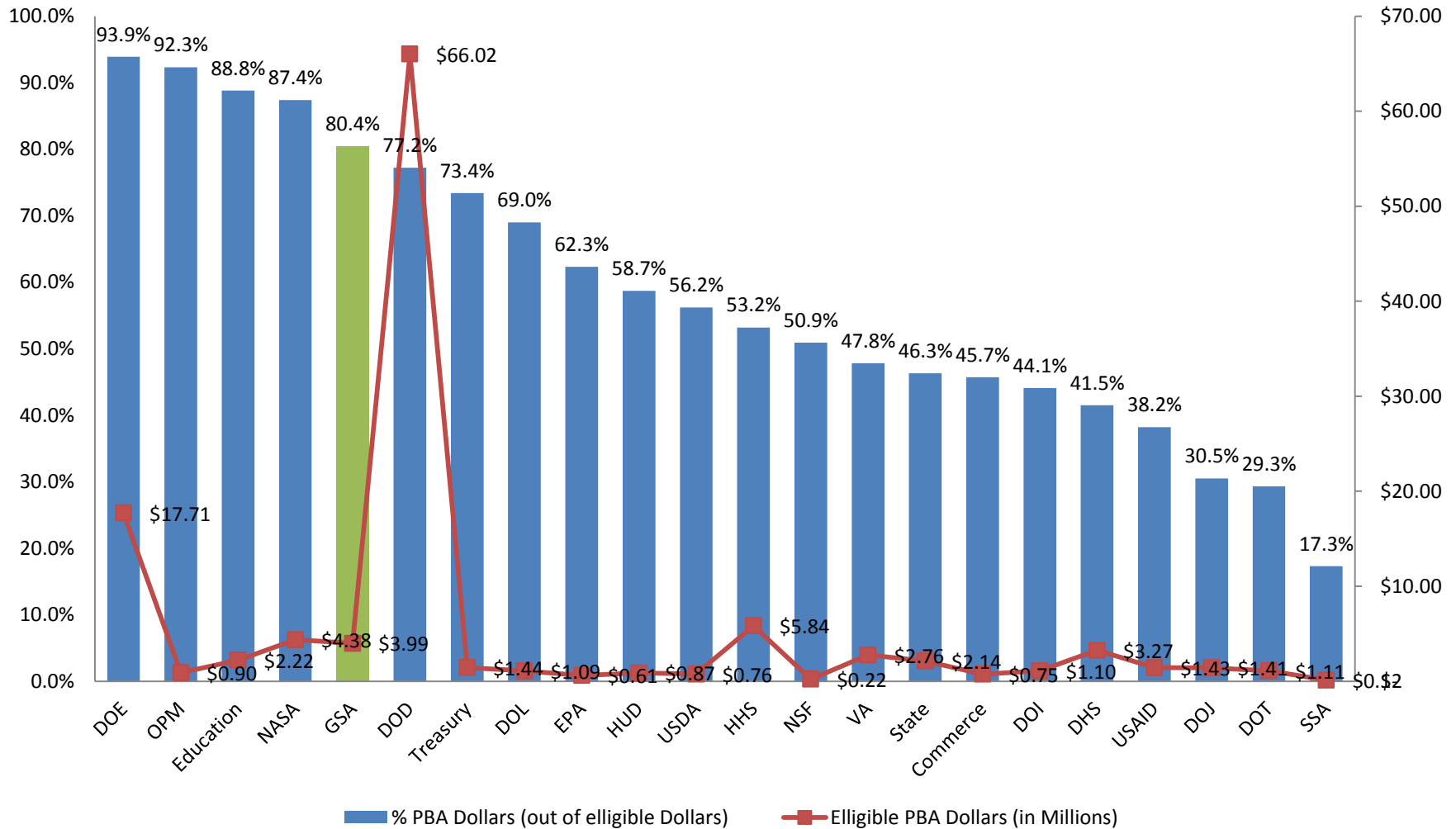
Desired Training

1. Market Research
2. Small Business
3. Acquisition of Commercial Items
4. Using Social Media to Engage Industry

Additional training requested in New Policy, Justifications for Exceptions to Fair Opportunity, Acquisition Planning, Developing SOWs, PBAs, FPDS, Competition, Contract Administration, and a CICA Refresher

Performance Based Acquisitions

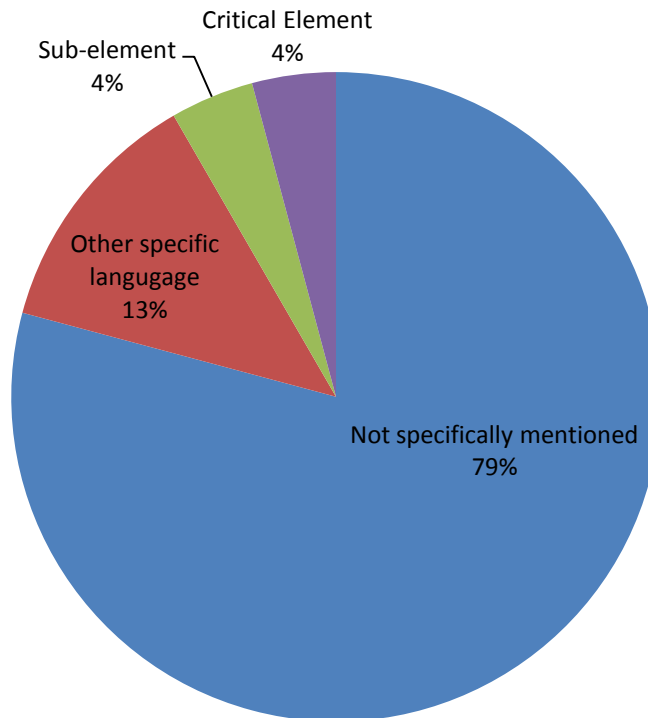
Government-wide Comparison: Eligible PBA Dollars FY13



Promoting Accountability

79% of the Competition Advocates reported that their role as a Competition Advocate is not specifically mentioned in their performance plans.

How role as a Competition Advocate is reflected in GSA's Associate Performance Plan and Appraisal System (APPAS)



Promoting Accountability

The GSA Acquisition Dashboard is updated monthly with new competition-related data.

← → ↻ 🏠 <https://sites.google.com/a/gsa.gov/gsa-acquisition-dashboard/?pli=1> ★ ☰

GSA **GSA Acquisition Dashboard** Search this site

Acquisition Dashboard

- AcqStat Presentations
- Acquisition Workforce
- Competition
 - Agency Comparison
 - Service Detail
 - Service Detail: FAS
 - Service Detail: PBS
- High-Risk Contracting
 - Cost Reimbursement
 - Time & Material/Labor Hour
- Management Audits
- Past Performance (PPIRS)
- Performance-based Acquisition
- Small Business

Acquisition Dashboard

Data timeframe: FY14 through February 2014
Data source: FPDS, CHRIS, PPIRS, FAITAS

Regional Breakdown of GSA Performance on Key Metrics

Office	HCA Authority	Competition		High-Risk		Performance-based Acq.	Small Business					PPIRS Compliance	FAC-C Certification
		Competition Rate	Competitive One-Bid	TM/LH	CR		Small Business	SDB	WOSB	HUBZone	SDVOSB		
	FY14 GSA Goal	79%	11%	N/A	N/A	80%	40.52%	5%	5%	3%	3%	80%	85%
GSA-wide	SPE (Staff Offices)	79.3%	15.2%	16.5%	8.8%	74.6%	37.5%	15.5%	7.4%	1.6%	2.6%	81.4%	84.4%
FAS-wide		84.1%	17.9%	23.4%	12.5%	79.6%	29.6%	3.9%	3.5%	0.0%	1.1%	84.7%	84.7%
PBS-wide		67.1%	6.6%	0.6%	0.0%	58.1%	52.6%	34.5%	12.8%	4.4%	4.4%	82.4%	85.1%
OAS / IAD	SPE (changing to Head of OAS)	-	-	-	-	-	26.4%	5.7%	6.2%	6.2%	2.6%	33.3%	75.0%
FAS R00	FAS Commissioner	87.9%	11.8%	17.5%	12.1%	58.3%	22.7%	1.4%	0.9%	0.0%	0.2%	N/A	84.4%
PBS R00	PBS Deputy Commissioner	75.6%	24.8%	8.6%	0.0%	40.3%	50.2%	14.8%	32.8%	7.1%	1.1%	78.2%	94.7%
FAS R01	RA	69.1%	11.5%	1.6%	29.7%	80.1%	100.0%	0.0%	0.0%	0.0%	0.0%	N/A	100.0%
PBS R01	RA	56.8%	-6.8%	-0.2%	0.0%	93.3%	39.0%	15.8%	11.6%	0.6%	4.5%	62.6%	75.0%
FAS R02	RA	74.0%	23.4%	69.8%	0.0%	98.4%	84.3%	25.7%	33.9%	0.0%	12.3%	N/A	74.4%
PBS R02	RA	70.4%	1.7%	-0.5%	0.0%	76.1%	42.1%	23.5%	5.7%	5.5%	0.4%	74.6%	72.2%
FAS R03	RA	93.4%	47.5%	32.0%	33.1%	99.3%	100.0%	90.2%	25.8%	0.0%	64.3%	N/A	90.1%
PBS R03	RA	75.3%	7.9%	0.0%	0.0%	72.7%	76.4%	34.6%	12.5%	6.6%	0.2%	79.5%	98.1%
FAS R04	FAS RC	56.8%	15.5%	19.7%	32.4%	99.0%	43.0%	41.9%	39.5%	0.0%	0.9%	N/A	91.2%
PBS R04	FAS RC	68.7%	2.0%	0.0%	0.0%	49.5%	49.1%	33.1%	13.0%	3.5%	3.1%	67.2%	84.6%
FAS R05	FAS RC	98.4%	46.3%	41.5%	0.0%	98.9%	100.0%	100.0%	0.0%	0.0%	100.0%	N/A	100.0%

Link to the GSA Acquisition Dashboard: <https://sites.google.com/a/gsa.gov/gsa-acquisition-dashboard/?pli=1>

FY14 COMPETITION GOALS & COMMITMENTS

FY14 Competition Goals & Commitments

Office	HCA Authority	Competition		High-Risk		Performance-based Acq.	Small Business					PPIRS Compliance	FAC-C Certification
		Competition Rate	Competitive One-Bid	TM/LH	CF		Small Business	SDB	WOSB	HUBZone	SDVOSB		
	FY14 GSA Goal	79%	11%	N/A	N/A	80%	40.52%	5%	5%	3%	3%	80%	85%
GSA-wide	SPE (Staff Offices)	79.3%	15.2%	16.5%	8.8%	74.6%	37.5%	15.5%	7.4%	1.6%	2.6%	81.4%	84.4%
FAS-wide		84.1%	17.9%	23.4%	12.5%	79.6%	29.6%	3.9%	3.5%	0.0%	1.1%	84.7%	84.7%
PBS-wide		67.1%	6.6%	0.6%	0.0%	58.1%	52.6%	34.5%	12.8%	4.4%	4.4%	82.4%	85.1%
OAS / IAD	SPE (changing to Head of OAS)	-	-	-	-	-	26.4%	5.7%	6.2%	6.2%	2.6%	33.3%	75.0%
FAS R00	FAS Commissioner	87.9%	11.8%	17.5%	12.1%	58.3%	22.7%	1.4%	0.9%	0.0%	0.2%	N/A	84.4%
PBS R00	PBS Deputy Commissioner	75.6%	24.8%	8.6%	0.0%	40.3%	50.2%	14.8%	32.8%	7.1%	1.1%	78.2%	94.7%
FAS R01	RA	69.1%	11.5%	1.6%	29.7%	80.1%	100.0%	0.0%	0.0%	0.0%	0.0%	N/A	100.0%
PBS R01		56.8%	-6.8%	-0.2%	0.0%	93.3%	39.0%	15.8%	11.6%	0.6%	4.5%	62.6%	75.0%
FAS R02	RA	74.0%	23.4%	69.8%	0.0%	98.4%	84.3%	25.7%	33.9%	0.0%	12.3%	N/A	74.4%
PBS R02		70.4%	1.7%	-0.5%	0.0%	76.1%	42.1%	23.5%	5.7%	5.5%	0.4%	74.6%	72.2%
FAS R03	RA	93.4%	47.5%	32.0%	33.1%	99.3%	100.0%	90.2%	25.8%	0.0%	64.3%	N/A	90.1%
PBS R03		75.3%	7.9%	0.0%	0.0%	72.7%	76.4%	34.6%	12.5%	6.6%	0.2%	79.5%	98.1%
FAS R04	FAS RC	56.8%	15.5%	19.7%	32.4%	99.0%	43.0%	41.9%	39.5%	0.0%	0.9%	N/A	91.2%
PBS R04		68.7%	2.0%	0.0%	0.0%	49.5%	49.1%	33.1%	13.0%	3.5%	3.1%	67.2%	84.6%
FAS R05	FAS RC	98.4%	46.3%	41.5%	0.0%	98.9%	100.0%	100.0%	0.0%	0.0%	100.0%	N/A	100.0%
PBS R05		72.0%	5.5%	0.0%	0.0%	40.6%	48.4%	22.6%	27.9%	2.9%	4.4%	87.3%	89.4%
FAS R06	RA	81.2%	11.7%	0.0%	0.0%	53.9%	62.4%	5.0%	12.8%	0.7%	9.5%	N/A	84.2%
PBS R06		73.7%	5.4%	0.0%	0.0%	86.1%	64.4%	50.2%	1.8%	3.0%	25.5%	92.8%	90.2%
FAS R07	RA	88.5%	12.7%	39.8%	0.0%	91.4%	78.3%	13.7%	25.5%	0.9%	0.8%	N/A	84.5%
PBS R07		80.2%	6.4%	0.4%	0.0%	58.8%	78.4%	47.4%	15.4%	1.6%	1.1%	92.0%	90.7%
FAS R08	FAS RC	156.0%	20.1%	31.5%	0.0%	45.7%	83.7%	21.1%	19.5%	0.0%	63.4%	N/A	71.4%
PBS R08	PBS RC	50.0%	1.8%	0.0%	0.0%	95.7%	83.4%	75.2%	19.3%	0.2%	11.9%	89.1%	84.4%
FAS R09	RA	46.5%	7.2%	-2.4%	0.0%	84.6%	88.8%	6.8%	4.1%	0.0%	-0.4%	N/A	56.3%
PBS R09		60.8%	6.4%	0.0%	0.0%	53.2%	60.0%	43.9%	4.5%	4.1%	4.5%	87.0%	65.6%
FAS R10	FAS RC	100.0%	48.6%	1.7%	0.0%	100.0%	44.4%	0.0%	0.0%	0.0%	0.0%	N/A	92.5%
PBS R10	PBS RC	84.3%	2.9%	0.1%	0.0%	43.3%	27.5%	15.3%	4.9%	2.6%	1.3%	72.3%	74.2%
FAS R11	FAS RC	76.6%	20.8%	7.0%	0.0%	57.3%	100.0%	100.0%	0.0%	0.0%	0.0%	N/A	76.2%
PBS R11	PBS RC	55.8%	8.1%	0.0%	0.0%	38.7%	51.7%	45.6%	13.4%	7.2%	6.9%	83.9%	86.4%
Data as of		2/28/14		2/28/14		2/28/14	2/28/14					2/28/14	3/7/14

*Data reflects progress as of 2/28/14

OGP & OAP Commitments

New in FY14: Acquisition Portal

Link to Acquisition Portal: <https://insite.gsa.gov/acquisitionportal>

The screenshot shows the GSA Acquisition Portal website. The browser address bar displays <https://insite.gsa.gov/portal/category/534162>. The navigation menu includes: ABOUT GSA, HR, PAY, & LEAVE, INFORMATION TECHNOLOGY, NEWS, PROCUREMENT & PAYMENTS (selected), REFERENCE & RESOURCES, SAFETY & SECURITY, TRAINING, and TRAVEL. The breadcrumb trail is: Agency Topics > Procurement & Payments > Acquisition Portal >. The main heading is "Acquisition Portal" with the tagline "A one-stop-shop for your day-to-day acquisition needs." The left sidebar contains "In the News" (GAO Protest Decisions, GAO Reports, Federal Register), "Policy & Regulations", "Reports & Publications", "Templates & Samples", "Website Resources", "Professional Development", and "Frequently Asked Questions (FAQ)". The "Contacts" section lists: Chief Acquisition Officer (CAO), Senior Procurement Executive (SPE), Office of Acquisition Policy (OAP), GSA Heads of Contracting Activities, GSA Competition Advocates, GSA Small Business Advisors, FAS Acquisition Career Managers, and PBS Acquisition Career Managers. The main content area features a "Policy" graphic with the text "A policy described government, private 'Statement of Intent' important organization" and a section titled "Acquisition Letter MV-13-01 Supplement 1 Issued" with a summary of the letter's purpose and a "Read More" link. The right sidebar includes "Quick Links" (APM, Comprizon, DAU, DPAP, FAITAS, FAR, FBO, FMR, FSS, G-REX, GSAM, NAICS, Pegasys, SAM, SWS, WDOL, CPARS | PPIRS | FAPIIS, GSA Advantage, SBA Dynamic Search, SBA Size Standards) and a "Small Business FY2014" table.

	Q1 Actual	Goals
Small Business	39.9%	40.52%
SDB	16.6%	5%
WOSB	8.4%	5%

At the bottom of the page, there are icons for ACQ STATS, Strategic Sourcing, Green Purchasing, OAP Policy Library, and GSA FAITAS Community of Practice.

Key Takeaways

	Summary	Recommendations	Owners
1.	Address barriers to competition where GSA has influence.	A. Work with customers to develop requirements that consider the long-term work and how other sources can be developed to provide the support.	Services and Regions
		B. Engage customers and vendors to identify overly burdensome contract requirements.	Services and Regions
2.	Focus on contracting activities that drive GSA's ability to meet its goals.	A. Meet quarterly with the Competition Advocates. (Ongoing)	OGP
		B. Provide improved access to data to help identify target opportunities for improvement through a Data Visualization Tool. (Complete)	OGP
3.	Increase accountability to improve metrics.	A. Ensure the Competition Advocate's role is reflected in APPAS.	Services, Regions, OHRM
4.	Engage industry to foster a dialogue that improves innovation and savings for the government.	A. Develop training for contracting officers that provides industry's perspective on barriers.	OGP
		B. Issue guidance on how to better use social media and other tools to strengthen communication with industry.	OGP

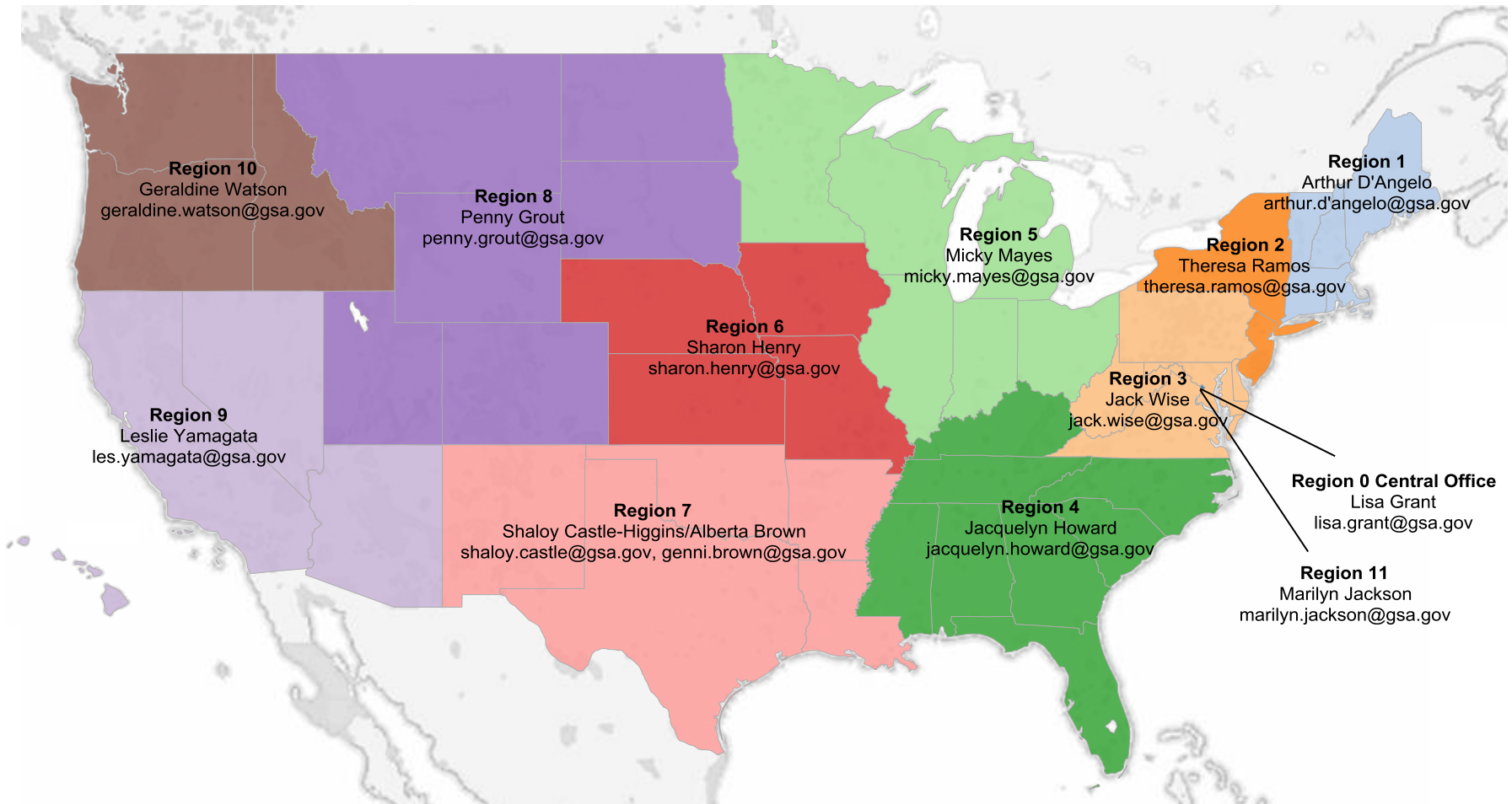
Appendix

Map to FAR Subpart 6.502(b)

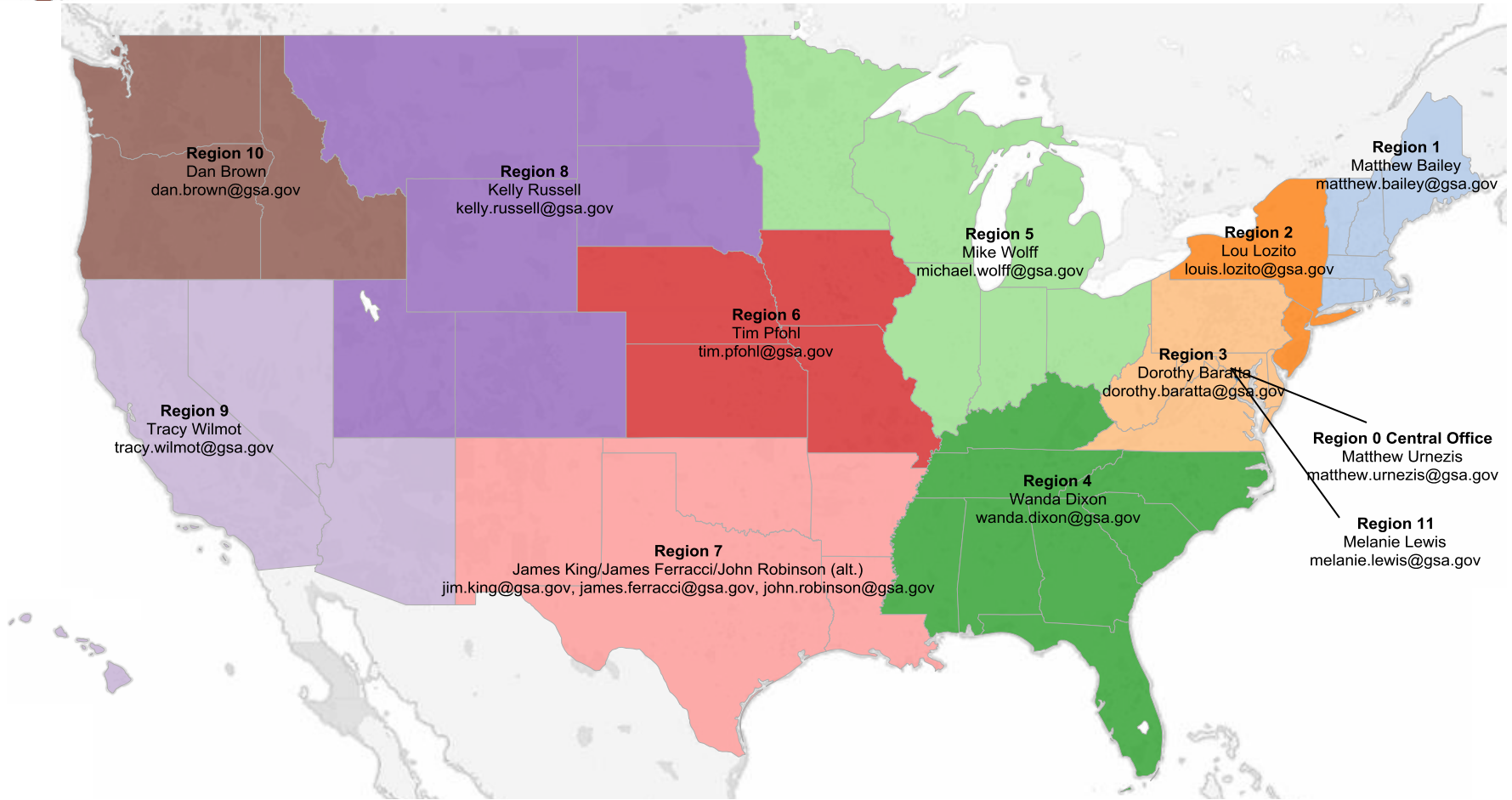
(2) Prepare and submit an annual report to the agency senior procurement executive and the chief acquisition officer in accordance with agency procedures, describing—

	FAR Subpart 6.5	Reference
i.	Such advocate's activities under this subpart;	Slides 7-36 & Survey
ii.	New initiatives required to increase the acquisition of commercial items;	Slides 14-15 & Survey
iii.	New initiatives required to increase competition;	Slides 19-23, 38 & Survey
iv.	New initiatives to ensure requirements are stated in terms of functions to be performed, performance required or essential physical characteristics;	Slides 22, 32 & Survey
v.	Any barriers to the acquisition of commercial items or competition that remain;	Slide 17 & Survey
vi.	Other ways in which the agency has emphasized the acquisition of commercial items and competition in areas such as acquisition training and research; and	Slides 19-34 & Survey
vii.	Initiatives that ensure task and delivery orders over \$1,000,000 issued under multiple award contracts are properly planned, issued, and comply with 8.405 and 16.505.	Slide 17 & Survey
3.	Recommend goals and plans for increasing competition on a fiscal year basis to the agency senior procurement executive and the chief acquisition officer; and	Slides 36 & 38
4.	Recommend to the agency senior procurement executive and the chief acquisition officer a system of personal and organizational accountability for competition, which may include the use of recognition and awards to motivate program managers, contracting officers, and others in authority to promote competition in acquisition.	Slides 33-34, 38 & Survey

FAS Competition Advocates



PBS Competition Advocates



FY 13 Regional Performance Summary

HCA	HCA Authority	Competition	TM/LH	CR	Competitive One-Bid	PIIRS	Small Business	SDB	WOSB	HUBZone	SDVOSB	FAC-C Certification
Data as of		30-Sept	30-Sept	30-Sept	30-Sept	30-Sept	30-Sept					30-Sept
FY13 GSA Goal		79%	15%		11%	65%	30%	5%	5%	3%	3%	80%
GSA-wide	SPE (Staff Offices)	79.7%	16.9%	11.1%	16.5%*	76%	36.98%	17.57%	7.71%	2.57%	3.31%	84%
PBS-wide		69.1%	1.4%	0.1%	10.5%	78%	45.56%	28.24%	11.17%	4.50%	5.16%	83%
FAS-wide		84.8%	24.3%	16.3%	19.1%	78%	24.72%	4.05%	3.09%	0.41%	0.85%	86%
OAS / IAD	SPE (changing to Head of OAS)	-	-	-	-	19%	-	-	-	-	-	64%
Region 00 FAS	FAS Commissioner	88.9%	14.9%	27.9%	14.8%	-	19.60%	2.10%	1.26%	0.31%	0.17%	119%
Region 00 PBS	PBS Deputy Commissioner	77.2%	12.9%	-	19.2%	62%	28.10%	6.99%	11.03%	0.60%	0.96%	95%
Region 01 FAS	RA	76.3%	9.8%	17.9%	14.4%	-	100.00%	100.00%	0.00%	0.00%	0.00%	24%
Region 01 PBS		57.2%	1.8%	-	5.9%	66%	50.54%	16.61%	15.54%	6.99%	3.27%	76%
Region 02 FAS	RA	78%	48%	-	31.6%	-	61.23%	25.53%	30.08%	0.00%	-0.13%	66%
Region 02 PBS		50.1%	0.2%	-	4.1%	74%	50.04%	21.05%	12.85%	5.07%	2.14%	70%
Region 03 FAS	RA	85.1%	28.8%	23.5%	18.2%	-	67.95%	51.96%	22.74%	1.34%	25.39%	90%
Region 03 PBS		59%	-0.6%	0.01%	0.9%	74%	57.19%	26.77%	7.10%	10.49%	5.67%	96%
Region 04 FAS	FAS RC	82.5%	28.3%	16.4%	14.4%	-	58.63%	35.52%	33.33%	0.00%	0.00%	54%
Region 04 PBS		46.8%	-0.1%	-	3.1%	45%	84.16%	65.83%	15.69%	7.73%	5.24%	97%
Region 05 FAS	FAS RC	84.6%	52.9%	-	46.6%	-	27.88%	11.89%	0.00%	0.00%	11.89%	100%
Region 05 PBS		53%	0%	-	7.7%	86%	62.19%	22.76%	24.46%	9.80%	5.75%	82%
Region 06 FAS	RA	89.3%	0.3%	-	10.6%	-	50.42%	5.67%	10.49%	1.32%	2.82%	66%
Region 06 PBS		67%	0%	-	6.1%	93%	60.77%	33.94%	7.88%	2.98%	12.15%	93%
Region 07 FAS	RA	83.2%	48.9%	0.002%	18.2%	-	50.78%	9.96%	11.54%	1.01%	1.79%	75%
Region 07 PBS		75.1%	0.3%	-	3.7%	90%	74.72%	24.17%	10.65%	9.21%	4.86%	96%
Region 08 FAS	FAS RC	80.8%	13.5%	-	34.1%	-	72.23%	64.47%	63.42%	0.00%	3.57%	100%
Region 08 PBS	PBS RC	62%	0.4%	-	4.6%	72%	62.20%	38.58%	11.53%	4.44%	16.02%	67%
Region 09 FAS	RA	80.1%	15.1%	-	8.9%	-	100.82%	19.51%	4.53%	0.00%	31.51%	53%
Region 09 PBS		88.1%	0%	-	1.3%	90%	21.57%	15.75%	5.34%	1.16%	1.24%	42%
Region 10 FAS	FAS RC	95.7%	6.0%	-	1.9%	-	100.17%	24.53%	0.00%	0.00%	4.00%	91%
Region 10 PBS	PBS RC	57.9%	0.4%	-	10.6%	67%	74.88%	35.55%	23.39%	16.74%	4.29%	77%
Region 11 FAS	FAS RC	85.2%	60.4%	-	23.7%	-	159.61%	159.61%	0.00%	37.74%	79.03%	83%
Region 11 PBS	PBS RC	71.2%	1.2%	0.2%	22.2%	88%	45.54%	38.68%	11.97%	3.90%	7.60%	82%



COMPETITION ADVOCATE'S REPORT – FY 2012

Submitted by:

Virginia Huth

General Services Administration Competition Advocate,
Director of the General Services Acquisition Policy,
Integrity and Workforce,
Office of Governmentwide Policy

March 2013

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Fiscal Year 2012 Competition Advocate Report

I. Executive Summary

Background

Federal Acquisition Regulation (FAR) 6.502 requires the Agency's Competition Advocate¹ to submit an annual report to the Chief Acquisition Officer (CAO) and the Senior Procurement Executive (SPE). The FAR requires the Report to address actions and initiatives the Competition Advocate has taken to promote commercial, competitive and performance based acquisitions². FAR 6.502 also requires the Report to address any barriers to competition, recommends a goal for the following fiscal year, and identifies plans to promote competition principles in the next fiscal year.

Fiscal Year (FY) 2012 Competition Goal and Results

Each agency establishes competition goals for the upcoming fiscal year as part of the annual Competition Advocate report expressed as a percentage of total agency spend. The Report measures total GSA spend³, both internal and external awards against the established goal. Delays until mid-April in the passing of the FY 2012 budget influenced setting the FY 2012 goal at 76 percent, lower than the 79 percent goal of FY 2011. The goal assumed budget expenditures would remain unchanged from FY 2011 at approximately \$12 billion in total spend and that late budgets and other fiscal constraints would continue.

The 2012 Federal Procurement Data System (FPDS) data indicates that GSA did not achieve the 76 percent goal, but instead awarded 71 percent of total dollars through full and open competition. This is attributed to the following factors:

1. **Reduction in total spend.** A significant drop from approximately \$12 billion in FY 2011 to only \$8 billion in FY 2012 impacted GSA's ability to meet the goal. A large portion of the reduction was due to reduction in large competitive PBS capital construction projects which drove the high competition dollars in the past.
2. **Removal of leasing data from FPDS reporting for a full fiscal year.** Leasing positively contributed to GSA's competitive dollars awarded in years past, yet leasing data was pulled from FPDS reporting in the last quarter of FY 2011. FY

¹ The GSA Competition Advocate is the Director of the Office of General Services Acquisition Policy, Integrity and Workforce within the Office of Governmentwide Policy.

² Performance-based acquisitions focus on the desired outcomes rather than prescribing the manner in which the outcome is achieved. The emphasis on desired outcomes increases competition as contractors are free to offer their solutions.

³ Data from the Federal Procurement Data System (FPDS) is used to measure competition dollars. FPDS reports run in January, 2013 were used to measure FY 2012 progress.

2012 marked a full fiscal year without the inclusion of leasing data in FPDS reporting. The removal of leasing from FPDS reporting was not considered in setting the FY 2012 goal.

3. **“Other than Full and Open Competition” actions.** These actions, particularly those authorized by statute and utility costs⁴, remained unchanged in FY 2012 and because of the lower overall spending levels, consequently constitute a higher proportion of GSA spending. Those actions authorized by statute include purchases under small business set-asides or those under Section 8(a) of the Small Business Act⁵, from the Federal Prison Industries⁶ (also known as UNICOR or FPI) and those made under the AbilityOne⁷ Program. GSA has consistently performed well in these acquisitions which account for approximately \$1 billion in annual spend.

While GSA did not meet its goal of 76 percent of total dollars awarded in FY 2012, it did improve its level of competitive *actions* from 73 percent in FY 2011 to 75 percent in FY 2012. FY 2012 also showed a reduction in the competitive “one bid” actions⁸ and continued to increase its use of commercial and performance-based contracts. The data supports the positive impact of the initiatives taken by GSA’s contracting activities, as reported in their individual reports.

Barriers to Competition

GSA’s mission is to deliver best value in acquisition and real estate to the customer agencies we serve. Budget delays negatively impact competition by reducing the amount of acquisition lead times afforded by customer agencies. This also impacts the time GSA needs to review customer requirements and often re-write customer statements of work to make them less restrictive of competition.

⁴ As the federal landlord, the utility contracts for lighting, heating, water and sewer are often non-competitive by nature.

⁵ Under Section 8(a) of the Small Business Act, purchases may be made from “8(a) contractors.” These are firms that the Small Business Administration (SBA) has identified as needing business development support. Most 8(a) acquisitions are sole source and the resulting contract is with the SBA. Competitive 8(a) awards may be executed above \$6.5 million provided there are at least 2 responsible 8(a) firms and the likelihood of a fair and reasonable price.

⁶ Federal Prison Industries (also known as UNICOR) is a government-wide corporation providing training and employment of prisoners in federal penal institutions who sell products and services to government agencies. UNICOR is one of the listed priorities of supply per FAR part 8.

⁷ AbilityOne refers to the non-profit organizations that employ the blind or severely disabled pursuant to the Javits-Wagner-O’Day Act. Many of the AbilityOne workshops hold FAS Multiple Award Schedule contracts. Once an acquisition has been identified as AbilityOne, it remains in the program unless there are performance issues and is dropped from the Procurement List maintained by the AbilityOne Program.

⁸ Competitive “one bid” actions refers to acquisitions that are solicited competitively but only one offer (or “bid”) is received. These are targeted for reduction as these awards tend to point to a problem with the solicitation or the requirement. For example, the requirement may be worded in such a way that only one contractor can provide the solution. Competitive “one bid” actions are tracked as part of OFPP’s AcqStat sessions.

While leasing was removed from FPDS reporting in the last quarter of FY 2011, leasing is still required to follow the requirements of FAR Part 6 for competition. Budget constraints impacted the competition figures in leasing during FY 2012 as many agencies decided to stay in place through succeeding leases rather than seeking competitive leasing actions.

Recommended Goal for FY 2013

The recommended goal for FY 2013 is 75 percent of awarded dollars. This recommendation is assuming continuing resolutions and budget constraints will continue in FY 2013 resulting in GSA's total spend remaining unchanged or slightly reduced at approximately \$8 billion. The goal also assumes expenditures remaining unchanged for those actions authorized by statute, such as the 8(a), Federal Prison Industries and AbilityOne, and utilities which then remain either constant or a slight increase as a percentage of GSA's acquisition portfolio. While 75 percent is aggressive, it is expected that the actions identified in Section III of the Report on the part of the Agency Competition Advocate and individual contracting activities will enable GSA to meet the goal.

Promotion of Competition Principles in FY 2013

As detailed in Section III of this year's Report, the Agency Competition Advocate identified the steps that will be taken to support GSA's efforts in meeting the FY 2013 goal across GSA's competition advocate network⁹. Initiatives that contracting activity competition advocates proposed for action in FY 2013 are also included in Section III.

Competition Advocate Recommendations

In addition to establishing a goal of 75 percent for competition for FY 2013, the Competition Advocate provides the following recommendations through the Senior Procurement Officer to the Chief Acquisition Officer.

1. Review and reconsider the organizational location of the contracting activities' Competition Advocates with respect to the Head of Contracting Activity position and Regional Administrator to ensure interests are balanced and avoid potential conflicts of interest, and amend the General Service Acquisition Manual as appropriate.

⁹ The Agency Competition Advocate is supported by a network of individual contracting activity competition advocates (CAs). The CAs are appointed by Heads of Contracting Activities to promote competition within their respective organizations. A listing of the CAs is in Attachment 1.

2. Expand the FY 2013 Report to include annual Small Business Reporting. Develop a consistent reporting mechanism to analyze the competitive health of leasing in the absence of FPDS reporting.
3. Ensure the performance plans for requirements officials, program managers and contracting officer's representatives include competition as a measure.
4. GSA should strive to reduce its OFOC actions where practicable for follow-on contracts¹⁰ and only one source.
5. GSA should continue to work to increase competition for acquisitions under the Simplified Acquisition Procedures¹¹ (typically acquisitions below \$150,000).

¹⁰ It should be noted that logical follow-on contracting actions are permissible under FAR parts 8 and 16 provided certain requirements are met. For orders under FAR part 8, the original order must have been placed under the Federal Supply Schedule (part 8) procedures and the original order must not have been issued under sole source or limited source procedures. Under FAR subpart 16.5, logical follow-on orders are an authorized exception to the fair opportunity process provided all contract holders were given fair opportunity to be considered for the initial award. This exception to full and open competition was built into the FAR, recognizing that logical follow-ons can save the government the costs to reprocure.

¹¹ While required to promote competition under FAR part 13, contracting officers may award single source under Simplified Acquisition Procedures provided certain conditions are met.

II. Fiscal Year 2012 Report

Network of Competition Advocates

Individual contracting activity competition advocates (CAs) (Attachment 1) are appointed by the Heads of Contracting Activities (HCAs) to promote commercial, performance-based and competitive acquisitions within their respective organizations. There are 24 individual CAs within GSA in addition to the Agency Competition Advocate:

- Two at the Service-level, the Public Building Service (PBS) and the Federal Acquisition Service (FAS). The Service-level CAs oversee their respective central office contracting operations.
- 22 CAs within each of the 11 Regions, one for each Service.

Each CA submits annual reports to the Agency Competition Advocate in accordance with the requirements in FAR 6.502. FAR requires the Annual Report to include:

- initiatives and actions taken to promote commercial, performance-based and competitive acquisitions;
- identification of remaining barriers to competition;
- recommended goals for the coming fiscal year.

In FY 2012, OGP expanded its methodology (Attachment 2), asking for additional information to assist GSA in its Acquisition Statistics (“AcqStat”) reporting to the Office of Federal Procurement Policy (OFPP), such as:

- Information concerning how FY 2012 compared with FY 2011; data concerning “competitive one bid” actions; success stories; and, best practices.¹²
- Utilization of GSA Vendor Communication Plan¹³ tools.

Individual CA reports are in the Appendix to the Report.

¹² The OGP-prepared template utilized competition-related questions from the September, 2012 OFPP AcqStat session.

¹³ GSA’s Vendor Communication Plan was issued on October 31, 2011. The tools outlined in the Plan foster competition by engaging industry early in the acquisition process by issuing Sources Sought notices in the government-wide FedBizOps portal or eBuy; draft requests for quotation or solicitations providing industry a chance to craft the acquisition; and holding direct vendor outreach programs such as Industry days, allowing contractors a chance to query government officials.

Competition Results

GSA fell short of the 76 percent goal (in total dollars) using full and open competition, but instead achieved 71 percent. Analysis reveals the 76 percent goal set for FY 2012 was aggressive given the following factors:

- Sharp reductions in total GSA spend in FY 2012, including reduction in capital construction projects that positively drove GSA competition numbers in the past.
- Removal of leasing data from FPDS reporting
- Steady state in “other than full and open competition” actions, particularly those authorized by statute and utility costs.

While the 76 percent goal assumed the spending levels for utilities and acquisitions authorized by statute would remain unchanged, there was no expectation that spending would drop significantly from \$12 billion in FY 2011 to \$8 billion in FY 2012, particularly in capital construction projects. It should be noted the assumptions were reasonable at the time, given the government was operating under Continuing Resolution until mid-April. Nor did the 76 percent goal consider the possible effect of removing leasing from FPDS reporting initiated in the last quarter of FY 2011. Both capital construction projects and leasing drove GSA’s high competition numbers in the past.

Budget cuts. Historical data illustrates the impact on actual dollars awarded under full and open competition. As shown in the table below, GSA consistently increased competitive awards from 2007 to FY 2010 while dollars decreased in FYs 2011 and 2012.

Year	Goal	Total Spend	Percent Awarded Competitively
FY 2012	76%	\$ 8 billion	71 %
FY 2011	79 %	\$12 billion	73 %
FY 2010	76 %	\$16 billion	82 %
FY 2009	75 %	\$12 billion	76 %
FY 2008	Past reports not available		73 %
FY 2007			71 %
FY 2006			71 %
FY 2005			75 %

A number of PBS CAs reported the negative impact that cuts in capital projects had on their total competed dollars in FY 2012. Examination of the total dollars expended by FAS and PBS in both FYs supports the PBS CA statements in comparing their FY 2012 competition rates with those of FY 2011. As shown in the following table, PBS was hit hard with significant drops in capital projects in FY 2012. In the past, capital

construction projects lifted an entire Region's competition dollars as well as the Agency's as shown beginning in 2008.

The positive impact capital projects play is clearly illustrated by the effect the American Recovery and Reinvestment Act (ARRA) had in FY 2010. The \$4 billion ARRA funding drove GSA's 82 percent competition rate in FY 2010. Once the ARRA disbursements ended in FY 2011, GSA's competition numbers began to fall.

As shown below, PBS expenditures decreased by over 50 percent in 9 of the 11 Regions, most notably in PBS National Capital Region (NCR) which saw a decrease exceeding \$1 billion in FY 2012. Conversely, FAS experienced increases in 7 of their organizations. However, the increases in FAS were insufficient to overcome the significant reductions in PBS needed to lift the Agency's percentage of total dollars awarded under full and open competition:

Region	PBS FY 11	PBS FY 12	FAS FY 11	FAS FY 12
Central Office	\$139 million	\$133 million	\$1.6 billion	\$1.7 billion
1	\$170 million	\$69 million	\$97 million	\$296 million
2	\$468 million	\$200 million	\$596 million	\$421 million
3	\$498 million	\$414 million	\$569 million	\$409 million
4	\$554 million	\$286 million	\$767 million	\$885 million
5	\$484 million	\$171 million	\$229 million	\$275 million
6	\$270 million	\$121 million	\$240 million	\$221 million
7	\$496 million	\$226 million	\$485 million	\$492 million
8	\$488 million	\$204 million	\$297 million	\$416 million
9	\$744 million	\$222 million	\$443 million	\$400 million
10	\$203 million	\$82 million	\$1.5 million	\$16 million
NCR	\$1.8 billion	\$640 million	\$180 million	\$91 million
Totals	\$6.3 billion	\$2.8 billion	\$5.5 billion	\$5.6 billion

Total Dollar Comparison by Service and FY

Leasing. This is another positive driver of competition in past years up until the last quarter of FY 2011 when leasing data was removed from FPDS reporting. Leasing actions historically ranged to \$3 billion to \$4 billion per year. Therefore, removal of leasing from FPDS for a full year (FY 2012) had the same negative effect on the competitive dollars awarded as the reduction in capital construction projects.

Setting aside the FPDS issue, budget constraints in FY 2012 affected many agencies' cost-benefit analyses in FY 2012. These analyses supported staying in place through

succeeding leases rather than soliciting competitive lease actions. The Office of Management and Budget's (OMB) "No New Square Footage" policy issued in May 2012 also reduced the competitive leasing actions. In the Memorandum, OMB stated that agencies cannot add square footage to existing space without first removing square footage. As the Region 5 PBS CA noted in his Report, this required agencies to reduce their current inventory or stay in place. As a result, most agencies chose to stay in place with succeeding leases resulting in lower competition numbers.

"Other than Full and Open Competition" (OFOC). While GSA's total spending significantly decreased, total OFOC actions dropped from \$2.7 billion to \$1.5 billion in FY 2012. However, GSA spending for utilities and "authorized by statute" OFOC actions remained steady in FY 2012 and, as a higher proportion of a smaller spending pool, negatively impacted the full and open competition percentage. Analysis of the OFOC actions revealed these key drivers remained almost the same from FY 2011 through FY 2012, further supporting the statement that the drop in capital projects was the primary factor that negatively impacted GSA's percentage of total competed dollars.

Statutory authorities, such as the 8(a), Federal Prison Industries (FPI) and AbilityOne programs amounted to almost \$1 billion in both FY 2011 and FY 2012¹⁴. Utilities authorized under FAR subpart 41.2 also contributed to the non-competition dollars in FY 2012. The following table compares the exceptions to competition between the FY 2011 report and FY 2012 and shows these top drivers remaining close to FY 2011 levels, while most of the remaining categories of OFOC decreased or stayed approximately to FY 2012 levels. Because these remaining categories of OFOC comprise a relatively small proportion of dollars, the dollars spent on utilities, 8(a), FPI and AbilityOne programs drove the increase in non-competitive actions as a percentage of a smaller spending pool.

¹⁴ These dollars with these OFOC actions were also consistent with those in FY 2010.

Other Than Full and Open Competition	FY11 Obligation	FY12 Obligation
AUTHORIZED BY STATUTE¹⁵	\$966,730,641	\$925,133,449
BRAND NAME DESCRIPTION	\$6,001,894	\$2,712,043
FOLLOW-ON CONTRACT	\$125,236,837	\$57,398,182
INTERNATIONAL AGREEMENT	-\$2,753,207	\$77,323,310
MICRO PURCHASE THRESHOLD	\$280,451	\$87,684
MOBILIZATION, ESSENTIAL R&D	\$135,000	\$8,700
NATIONAL SECURITY	\$7,060,397	\$3,709,099
ONLY ONE SOURCE – OTHER	\$77,292,360	\$99,864,358
PATENT/DATA RIGHTS	\$23,400	\$327,600
PUBLIC INTEREST	\$672,698,459	\$5,799 ¹⁶
SAP NON-COMPETITION	\$209,247,946	\$142,159,484
STANDARDIZATION	\$1,081,289	\$107,855
UNIQUE SOURCE	\$62,187,901	\$10,644
URGENCY	\$61,088,034	\$87,102,018
UTILITIES FAR 41.2	\$148,817,137	\$135,662,969

In sum, GSA should strive to reduce its OFOC actions where practicable for follow-on contracts¹⁷ and only one source. GSA should continue to work to increase competition for acquisitions under the Simplified Acquisition Procedures¹⁸ (typically acquisitions below \$150,000). GSA has already taken steps to continue to encourage competing these awards.

OFOC actions for brand-name requirements is an area for further study, as anecdotal evidence indicates that this is driven by requirements associated with proprietary information technology (IT) systems for which there are no alternatives outside of acquiring entirely new systems. To bring this number down, GSA must reconsider its overall strategy for acquisition of IT. Consolidation of the CIO functions across the agency are a necessary first step in reconsidering the agency's IT acquisition strategy.

¹⁵ Authorized by statute include acquisitions under the Small Business Administration's 8(a) program, those with Federal Prison Industries and under the Javits-Wagner-O'Day Act (AbilityOne).

¹⁶ The Public Interest exception to full and open competition is rarely used. FAR requires the head of the agency to make a written determination that no other authority applies. Public Interest determinations require Congressional notification 30 days prior to award. The high numbers in FY 2011 were linked to miscoding of leasing contracts. The removal of leasing actions from FPDS reporting is responsible for the reduction in this OFOC category in FY 2012.

¹⁷ It should be noted that logical follow-on contracting actions are permissible under FAR parts 8 and 16 provided certain requirements are met. For orders under FAR part 8, the original order must have been placed under the Federal Supply Schedule (part 8) procedures and the original order must not have been issued under sole source or limited source procedures. Under FAR subpart 16.5, logical follow-on orders are an authorized exception to the fair opportunity process provided all contract holders were given fair opportunity to be considered for the initial award. This exception to full and open competition was built into the FAR, recognizing that logical follow-ons can save the government the costs to repurchase.

¹⁸ While required to promote competition under FAR part 13, contracting officers may award single source under Simplified Acquisition Procedures provided certain conditions are met.

The obligations for “authorized by statute” OFOC actions continue to be reasonable given GSA’s strong performance in awarding contracts to small business entities through the 8(a) or set-aside authorities, resulting in GSA’s ability to exceed all small business goals in FY 2012. GSA’s responsibility for maintaining federal properties makes it necessary to contract for utilities such as heating, electricity, water and sewer, and these actions impact competition as they are often non-competitive actions.

Competitive dollars versus competitive actions. As shown in the following table, only five highlighted GSA contracting activities met or exceeded the goals for both FY 2011 (79 percent) and FY 2012 (76 percent). In addition, 80 percent (20 out of 27 listed below) of GSA organizations experienced a reduction in the percentage of competitive dollars from FY 11 to FY12.

FY 2011 and FY 2012 Competitive Dollars and Actions				
Region & Service	FY 2011 Competitive Dollars	FY 2012 Competitive Dollars	FY 2011 Competitive Actions	FY 2012 Competitive Actions
FAS Central Office	69 %	76 %	97.9 %	98 %
PBS Central Office	55 %	66.9 %	64 %	70.2 %
Office of the CAO	90.4 %	85.6 %	77.4 %	86.1 %
Office of Administrator*	75.2 %	67.4 %	66.2 %	60.2 %
Office of Public Affairs*	80.3 % (\$79,000 in non- competed dollars)	0 (\$12,455 total in non- competed dollars)	84.6 % (13 actions, 2 non-competed)	0 (only 2 non- competed actions in FY12)
Region 1 FAS*	91 %	66.1 %	72.5 %	75.2 %
Region 1 PBS	78.1 %	79 %	78.9 %	73.7 %
Region 2 FAS*	74.9 %	72.9 %	61.3 %	66.5 %
Region 2 PBS*	56.7 %	42.4 %	54 %	42.8 %
Region 3 FAS*	78.8 %	76.3 %	55 %	50.6 %
Region 3 PBS	65.1 %	81 %	66.2 %	60.4 %
Region 4 FAS*	80.6 %	74 %	59.3 %	68.1 %
Region 4 PBS	56.1 %	70.7 %	56.1 %	41.8 %
Region 5 FAS	86.4 %	87.8 %	79.2 %	87.6 %
Region 5 PBS*	69.1 %	53.5 %	63.6 %	60.7 %
Region 6 FAS*	85.9 %	83 %	83.2 %	85 %
Region 6 PBS*	72 %	69.7 %	66.7 %	76.8 %
Region 7 FAS	71 %	78.2 %	72.7 %	73.9 %
Region 7 PBS*	77.6 %	68.5 %	69.6 %	75.7 %

FY 2011 and FY 2012 Competitive Dollars and Actions				
Region & Service	FY 2011 Competitive Dollars	FY 2012 Competitive Dollars	FY 2011 Competitive Actions FY 2012 Competitive Actions	
Region 8 FAS	89.3 %	78.3 %	91.2 %	86.3 %
Region 8 PBS	81.7 %	47 %	57.4 %	46.6 %
Region 9 FAS	69.4 %	78.5 %	57.3 %	68.4 %
Region 9 PBS	75.7 %	46.3 %	65.6 %	59.3 %
Region 10 FAS	99.7 %	58.1 %	99.7 %	99.8 %
Region 10 PBS*	59.4 %	57.3 %	59.1 %	58.9 %
NCR FAS*	79.5 %	64.8 %	67.8 %	80.4 %
NCR PBS*	71 %	53.3 %	58.4 %	44.9 %

Many of the Regions not meeting the goal in competed dollars examined the number of contract actions as another indicator of competition in their FY 2012 Report. The table shows that of the 23 contracting activities that did not meet the goal for competed dollars, 15 contracting activities showed an increase in competed actions. GSA's overall performance in competed actions shows a rise from FY 2011 levels:

Fiscal Year	Total Actions	Percentage of Total Actions Competed
FY 2012	452,620	75 %
FY 2011	530,620	73 %
FY 2010	650,753	78 %

Competitive “one bid” acquisitions .

As reported in the FY 2012 AcqStat session, GSA's competitive “one-bid”¹⁹ acquisitions are beginning to trend downward: Similar to other findings in this report, this number is suppressed due to the reduction of total dollars reported in FPDS. In other words, Leasing and other activities previously drove this number higher. The fact that this number is not significantly lower as a percentage of total spend reflects GSA's efforts commitments in this area. Nevertheless, GSA can and should do better.

¹⁹ Competitive “one bid” refers to acquisitions that are solicited competitively but only one offer (or “bid”) is received. These are targeted for reduction as these awards tend to point to a problem with the solicitation or the requirement. For example, the requirement may be worded in such a way that only one contractor can provide the solution. Competitive “one bid” actions are tracked as part of OFPP's AcqStat sessions.

Fiscal Year	Dollars	Percentage of Total Dollars Spent
FY 2012	\$1,330,484,971	15.5%
FY 2011	\$1,970,544,202	15.9%
FY 2010	\$2,244,200,227	12.4%

Steps have been initiated to improve GSA's performance in "one bid" situations. More CAs recognized in FY 2012 than in FY 2011²⁰ that insufficient time for a company to put its quotation together accounted for many of the "one bid" situations. To mitigate this, most of the contracting activities in FY 2012 followed a Department of Defense rule²¹ that potential offerors or "bidders" be given 30 days to submit a quotation. This fostered competition by giving companies, particularly small businesses, adequate time to prepare their quotations and proposals. Most of the CAs also reported in their FY 2012 individual reports that they followed up with "non-bidders" as to why they did not compete for a requirement, or indicated their commitment to follow up in FY 2013. Those that did not committed to doing so in FY 2013. Further, OGP took steps by issuing a Memorandum on February 12, 2013 to the acquisition workforce listing competitive "one bid" acquisitions as high risk. The Memorandum reminded the workforce that receiving only one bid or offer still results in a lack of actual price competition, raising the risk of accepting an unreasonable price and/or utilizing a low-quality vendor.

Some CAs recognized that errors in FPDS may be responsible for issues with competition figures and have taken steps to correct the actions.²² For example:

- FAS Central Office found that the significant increase in competitive actions receiving "one bid" was due to orders placed against BPAs that were miscoded at the base award level and then flowed down to the individual orders placed against the BPAs.

²⁰ In FY 2011, one CA reported expanding the amount of time for quote submission to 30 days, whereas in FY 2012 11 CAs reported standardizing response time to 30 days even for non-Department of Defense customers.

²¹ The Defense Acquisition Regulation recognizes sufficient time for contractors to respond to requirements by requiring a 30-day minimum for contractors to respond. If only "one bid" is received in response to a competitive solicitation, DoD requires an examination and revision of the requirement, if necessary, and re-solicitation for another 30 days. FAS follows DoD' requirements when conducting acquisitions on their behalf as required under FAR subpart 17.7, but only 6 of the FAS organizations reported in FY 2012 of expanding the 30 day response time to include non-DoD requirements.

²² Correction of the FPDS errors also occurs through the annual FPDS Validation and Verification process as required by Acquisition Letter V-07-03.

- The FPDS data of Region 9 PBS recorded three high risk contracts for FY12; however analysis revealed these were miscoded. Region 10 PBS found errors in coding Orders under multiple award task order contracts (MATOC) as non-competitive.

Commercial Products and Services²³

GSA continued to excel in commercial contracting, utilizing the commercially-awarded GSA Multiple Award Schedules (MAS) contracts or the Governmentwide Acquisition Contracts (GWACs). Highlights of the initiatives taken in FY 2012 to promote commercial acquisition include:

- PBS expanded the use of commercial contract vehicles in FY 2012, exploring the use of MAS for possible Federal Strategic Sourcing Initiative (FSSI) acquisitions for its top internal spend.²⁴ PBS required PBS CA approval for all non-commercial scopes of work in addition to any proposed non-competitive acquisition. This resulted in \$81 million procured commercially in FY 2012. This is expected to rise in FY 2013.
- FAS Central office procured \$606 million in commercial products and services in FY 2012 using the MAS and GWAC contracts. FAS noted its Office of Integrated Technology Services solicited a commercial service acquisition under FAR part 12²⁵ for federal relay service when MAS and GWAC vehicles were unsuitable. The value of the 8 year contract is \$80 million.
- FAS organizations conducted numerous training sessions in FY 2012, targeting both government and industry. Highlights include the Region 2 FAS webinars on its FSSI²⁶ contract vehicles to various customer agencies (1,000 attendees for over 20 webinars). Noteworthy, too, is the direct role the FAS CA played in MAS and GWAC training.

²³ A basic FAR principle is to maximize the use of commercial products and services. FAR 1.102-2 requires the Government to maximize the use of commercial products and services, recognizing that the nature of the commercial marketplace increases competition and results in best value for the government in terms of quality, timeliness and price.

²⁴ PBS' mission is heavily concentrated in architect-engineering and construction contracts. However, both A/E and construction are excluded from commercial acquisition, thereby limiting commercial opportunities for PBS. PBS is examining its internal highest spend in non-construction and non-A/E services for possible FSSI opportunities

²⁵ FAR part 12 provides instructions on how to procure commercially provided products and services. Part 12 saves the government money through streamlined procedures over the more expensive formal source selection procedures in FAR part 15.

²⁶ FSSI vehicles are open to all government agencies, leveraging the government's buying power across agency lines. GSA is a leader in establishing FSSI vehicles.

Performance Based Acquisitions

GSA continued to excel in performance based acquisitions (PBA) in FY 2012. Initiatives taken to promote PBA in FY 2012 include:

- FAS CA challenged the physical characteristics in a \$72 million proposed NASA acquisition under the agency's Solutions for Enterprise Wide Procurement (SEWP) contract. NASA's SEWP provides commercial hardware products and is often used instead of GSA's MAS Schedule 70 contract. The CA's challenge resulted in enhanced market research which led to a GSA MAS Schedule BPA award.
- Region 5 FAS defined over 905 of its information technology and professional services contracts in terms of functions to be performed instead of prescriptive language used in the past.
- Region 6 FAS converted two large, high risk, time and materials (T&M) service contracts (\$33.5 million for the Western Distribution Center and another \$7.8 million for Hawaii) to firm fixed price (FFP), performance-based contracts.
- Region 8 FAS conducted training in FY 12 to acquisition staff on developing Performance Work Statements (PWS).
- A number of PBS Regions utilized standardized performance based language developed on a national basis. For example, Region 7 PBS utilized the performance based Lease Reform "RLP/Lease documents." Region 9 PBS utilized two national PWS documents for Operations & Maintenance and Custodial service contracts.
- NCR PBS created a performance-based contract for the realty division. The 8(a) competitive award is expected to generate \$2.8 million in savings over the 5 year period of performance.

Best Practices

In spite of the fiscal challenges experienced in FY 2012, best practices abound in the CA Reports:

- GSA continued to excel in outreach events with small business entities, partnering with OSBU colleagues.
- GSA continued to increase the levels of commercial and performance based contracting.
- Increased competitive actions with more than half of the contracting activities reporting an increase in total competitive actions in FY 2012.
- Downward trend of competitive "one bid" action.

- Greater emphasis on internal controls in FY 2012, giving the local CAs a more visible role in acquisition processes.
- Acquisition teams and their leadership in the CA community scrutinized requirements to ensure they were not restrictive.
- Market research is a common theme throughout the individual CA reports, indicating GSA is doing making strides in enhancing competition.
- More routine use of techniques to engage industry early in the acquisition process, evidence that the GSA workforce is aware of and utilizes the GSA Vendor Communication Plan.²⁷
- More widespread use of technology tools than in FY 2011, such as webinars, to engage industry prior to contract award, reflecting an understanding of how these tools foster competition by ensuring non-restrictive specifications and reducing bid and proposal costs to industry partners.

FAR 6.502 requires the annual Competition Report to contain a description of the initiatives taken by the CA to promote competition. Some of the FY 2012 initiatives include:

- Contract awards with small business entities, exceeding all small business goals in FY 2012, including those awarded to small, service-disabled, women-owned and veteran-owned small businesses. For example, Region 4 FAS spent considerable effort in FY 2012 awarding 43 BPAs under MAS Schedule 70 supplying Information Technology products, such as tablets, headsets, and laptops, at deeply discounted levels. All 43 of the BPAs were awarded to small businesses in December 2012. Drivers for GSA's success in small business awards included long established partnerships between acquisition teams and Regional OSBU reps and overall commitment by acquisition personnel to actively participate in OSBU outreach events. Attached to many of the CA Reports is a listing of the FY 2012 outreach events held with the small business community.
- Regions 2 and 8 of FAS reported the results of tracking quarterly competition and small business data to both leadership and staff. Region 2's total competed dollars exceeded 70 percent while Region 8 FAS competition numbers exceeded the 76 percent goal for FY 2012.
- A number of contracting activities strengthened internal controls such as giving the Competition Advocate a greater role or reducing the threshold for review.

²⁷ GSA issued the Vendor Communication Plan in response to OFPP's "Mythbusters" memoranda. OFPP issued two "Mythbusters" memoranda on utilizing communication tools to engage industry early in the acquisition process: the first issued in February, 2011 was directed at government, increasing awareness of the use of the communication tools described in FAR part 15. The second Mythbusters memorandum in May, 2012 was directed at industry, breaking down many myths industry had with respect to communication with government during the procurement process.

For example, Region 2 FAS lowered the review threshold for sole source justifications and contract actions in “Networx” division from \$1 million to \$500,000 due to the number of sole source actions in the telecom arena.

- File reviews are conducted routinely among a number of Regions and training is developed when warranted. Some reviews are being performed by management officials and some are peer reviews.
- Region 3 FAS and Region 8 FAS conducted reviews of statements of work upon receipt from the customer. The reviews were conducted by all key stakeholders including Contracting Officers, Project Managers, Contracting Officers Representatives, and Information Technology Managers.²⁸ These reviews were conducted at the outset of the acquisition and enhanced competition in the long run as shown by the strong competition numbers for both Regions.
- Regions examined historical non-competitive actions and developed strategies to promote competition. To illustrate, telecom services in Region 2 have historically been sole source actions. Rather than continue with sole source processes, Region 2 FAS conducted market research in FY12, finding several companies interested in new telecom services under multiple award Blanket Purchase Agreements (BPAs).²⁹ The BPAs are expected to be awarded in FY 2013 and should reduce the number of sole source telecom services acquisitions.
- One of the Regions identified cost savings associated with re-competing an existing contract. Region 7 PBS saved \$27 million by competing the construction of the Tornillo Land Port of Entry in El Paso, TX, instead of exercising the construction option (valued at \$77 million) under the Construction Manager as Contractor (CmC) contract.
- More contracting activities in FY 2012 reported an increase in the amount of time given offerors to prepare their quotations to 30 days. This encouraged competition and benefited small businesses by giving them enough time to prepare their quotations.
- GSA’s new Acquisition Planning Module (APM) system requires CA approval for all non-competitive acquisition plans. This allows the CA to engage planners early in the process to ensure competition is promoted to the maximum extent practicable.
- The FAS CA instituted the “Ask the Competition Advocate” link on its GSA InSite pages to foster competition.
- Industry engagement tools outlined in GSA’s Vendor Communication Plan were more widely used in FY 2012 than in FY 2011. These tools include conducting

²⁸ The ITM is essentially the GSA Contracting Officer’s Representative in the FAS Assisted Acquisition Services (AAS). AAS provides primarily information technology acquisition services on behalf of many customer agencies.

²⁹ BPAs allow agencies to order recurring goods and services on an as-needed basis. Multiple award BPAs allow for further discounts by competing requirements among all BPA contract-holders.

industry forums, and posting requests for information, sources sought notices and draft requests for quotation documents on the government portal FedBizOps or through the MAS eBuy system. These postings allowed industry partners to actively participate in the early stages of an acquisition. A noteworthy example is the set of three webcasts FAS FEDSIM portfolio held before the receipt of proposals outlining the technical requirements of the Department of Homeland Security's (DHS) Continuous Diagnostics and Mitigation (Continuous Monitoring) and Cloud Boundary Defense. Senior-level DHS network security experts actively participated in the question and answer portions of the webinars.

- FAS Office of General Supplies Services (GSS) used social media (www.interact.gsa.gov) to continuously engage industry and provide feedback.³⁰ GSS used Interact for the "One Acquisition Solution for Integrated Services" (OASIS) Request for Proposals (RFP).³¹ Interact allowed prospective OASIS vendors to arrange one-on-one meetings with the government and provided a venue to give feedback on the draft RFP.
- Acquisition processes were updated in a number of contracting activities to ensure multiple award contract-holders were afforded fair opportunity to compete for individual requirements in accordance with the requirements of FAR parts 8 and 16.
- Regularly scheduled training promoting commercial, performance-based and competition was routinely held among a number of contracting activities. Region 1 and NCR held acquisition training days for the entire acquisition workforce in FY 2012 reinforcing fundamental acquisition principles.
- A number of contracting activities reported collaboration with customer agencies to develop strategies to foster competitive principles. For example, NCR FAS collaborated with DoD to convert non-commercial specifications into commercially based solutions. Region 4 FAS developed its "Total Support Initiative" (TSI) in FY 2012, providing an analysis of a customer agency's spending to determine the level of support that could be provided through GSA contract vehicles, both MAS and GWACs. GSA provided the analysis to the customer agency, identifying savings opportunities by using GSA contracts. The TSI was launched first with Warner-Robins Air Logistics Complex, resulting in substantial savings and demonstrating real partnership with agencies in solving time, cost, and resource issues.
- Many of the CAs personally promoted competition, such as:

³⁰ Interact is a tool available to all government and vendor community.

³¹ OASIS is a new governmentwide vehicle initiated by FAS in FY 2012. Once awarded, OASIS will provide customer agencies with a one stop shop for complex, professional services.

- FAS Service level CA coordinated with Office of General Counsel in reviewing protests of task and delivery orders (FAR parts 8 and 16) to see if there were any systemic issues within a FAS contracting activity. FAS developed training to mitigate future protests.
- The CAs for Region 5 PBS and Region 10 FAS routinely participated in industry forums where new requirements or terms and conditions were vetted and discussed, personifying GSA's commitment to competition.
- NCR FAS CA routinely met with industry to discuss the role of the CA. Approximately five industry outreach meetings were held each week.

Barriers to Competition

FAR 6.502 gives Competition Advocates the opportunity to identify barriers to competition in their annual reports. For GSA, this includes:

- Prescriptive customer scopes of work and overly burdensome contract requirements. These tend to preclude a range of contractors from submitting offers and often require time consuming rewrites on the part of GSA to make the solicitation more competitive.
- Lack of acquisition lead time afforded by the customer agency results in limited time to explore competitive opportunities. This leads to sole source bridging actions or 8(a) acquisitions until a competitive action is pursued.³² Congressional delays in passing agency budgets and operating under continuing resolutions restrict GSA lead times.³³
- Department of Defense (DoD) legacy weapon systems typically require brand name or sole source actions, because these older systems have been custom-developed with proprietary solutions. Non-commercial specifications in national defense requirements limit competition. Moreover, the loss of DoD corporate knowledge due to turnover in DoD personnel negatively affects the determination if the integrity of a DoD weapon system will be compromised by using another manufacturer's product or a variation of the product.
- Unique or specialized products and services for system or security requirements directly related to a customer's mission. In leasing, for example, the customer agency's building shell and security requirements are often more stringent than

³² Once an acquisition is identified as an 8(a) action, future needs must be fulfilled through the SBA 8(a) program, unless removal from the program is authorized by SBA.

³³ Restrictive lead times often force contracting activities to conduct sole source bridging actions with the existing contractor until competitive awards can be made.

those in the commercial marketplace. In those situations, competition is maximized to the greatest extent practicable to meet customer requirements.

- Remote areas of PBS field offices in New England, North and South Dakota, Wyoming, and Montana limit the pools of available contractors in these markets, and geographic limitations such as those in Alaska limit competition. To address geographic limitations, Region 1 utilized the contractor information in CCR and other resources and sent potential contractors links to the specific FedBizOps announcements. Region 1 also cold-called potential vendors located in remote areas for building services, such as snow plowing, since these small companies may not be familiar with or use FedBizOps for contracting opportunities.
- Resistance to using vendor communication tools that promote early engagement in the acquisition process still exists in some contracting activities despite training on the use of these tools.
- Use of proprietary technology, particularly in custom- built software and license renewals, often locks in an agency to a particular solution for decades.
- Customer familiarity and reliance on existing services results in a reluctance to pursue changes in both the requirements and vendor. Early engagement with the customer can allay those fears.

III. Moving Forward in FY 2013

Given the budget challenges continuing in FY 2013, GSA must again expand its efforts in evaluating competition as the competition dollars alone no longer tell the whole story. While the percentage of dollars awarded under full and open competition decreased in FY 2012, the practices noted in the Regional reports reveal GSA's CA community's commitment to competition principles. Many availed themselves of engaging industry through the techniques outlined in GSA's Vendor Communication Plan, expanded market research and increased the timeframe for contractors to submit quotations. Many CAs took measures to create or strengthen internal controls to ensure commercial, competitive, and performance-based contracting were promoted to the maximum extent practicable. These actions contributed to the increase in competitive actions from 73 to 75 percent.

In the context of this shifting acquisition profile, the CA Reports clearly show that the CAs' understand the need to increase their efforts to maximize commercial contracting, performance-based contracting, and competition. Both the Agency Competition Advocate and many CAs recognized the need for stronger actions in FY 2013 to ensure successes within some activities become the standard across GSA.

This section provides information on the Goal for FY 2013, Office of Acquisition Policy planned activities, other recommendations for GSA as a whole, and Regional plans to support agency efforts to exceed the goal.

Goal for FY 2013 – 75 percent

The recommended goal for FY 2013 is 75 percent of total awarded dollars. The figure is based upon the expectation that the following will continue in FY 2013:

- (1) Assumption that total spend will remain at approximately \$8 billion;
- (2) No new capital construction projects will occur in FY 2013;
- (3) Congressional Continuing Resolutions and other fiscal constraints will exist in FY 2013; and
- (4) Spending levels will remain unchanged in both OFOC statutory authority and utilities' spending.

While an aggressive goal, it is expected that the following collaborative actions on the part of the Agency Competition Advocate and the contracting activity advocates will drive efforts to meet the goal.

Office of Acquisition Policy (MV) Initiatives

The Agency Competition Advocate initiated dialogue with the Competition Advocate community. Several briefings were held in the fall of 2012 with the CA network. The results of GSA's September AcqStat session with OFPP were shared at these sessions, establishing the framework for the FY2012 CA report submissions and the focus for FY 2013. The Agency Competition Advocate will track both Service and Regional competition data from FPDS and hold additional regularly scheduled meetings with the CAs. OGP-provided FPDS data should ensure consistent reporting across the GSA organization in FY 2013. The CA community will be required to measure and analyze their individual progress against the GSA goal in order to drive GSA to meet or exceed the goal.

The Agency Competition Advocate will explore collaboration with the Office of Small Business Utilization (OSBU) for the FY 2013 Report. Annual competition advocate reporting requires analysis of FPDS data which includes small business accomplishments. Combining OSBU and MV efforts will allow greater context and understanding as small business awards and set-asides comprise a significant portion of GSA's non-competitive actions. Combining these efforts will provide a more comprehensive perspective of the overall health of acquisition within GSA.

Regional Initiatives for FY 2013

A number of CA Regional Reports identified their plans for promotion of commercial, performance-based, and competitive acquisitions in FY 2013. These include:

- Region 4 FAS will build on the success of its TSI pilot in FY 2012 (working with Warner Robbins Air Force Base to streamline and identify cost savings in utilizing GSA contracts). Region 4 FAS has decided to expand the TSI initiative in FY 2013, working with three additional customer agencies to analyze their individual agency spends and to identify the appropriate GSA contract vehicle to meet their needs
- Region 4 FAS will conduct a pilot program in FY 2013 providing training to the acquisition workforce on small business initiatives. These sessions will also include time for small business MAS and GWAC contract holders to present their capabilities to the government acquisition workforce.
- Region 5 FAS and Region 7 FAS noted a need to follow up with prospective contractors who did not submit an offer/quotation in competitive acquisitions where only "one bid" was received.
- Region 6 FAS and Region 7 PBS will increase the use of sources sought notices, requests for information and draft requests for quotations. Region 6 FAS also noted they will work to validate customer requirements to ensure that only the minimum needs of the government are required.

- Region 6 PBS will conduct training on market research, price analysis, competition and commercial contracting.
- Region 8 FAS has scheduled market research training for FY 2013.
- Region 8 PBS will conduct performance-based acquisition training at their monthly contract associates meeting. The training will focus on using performance work statements when issuing orders under GSA MAS contracts.
- Region 9 PBS will update Regional preaward policy to require reviews of task/delivery orders exceeding the \$1 million threshold. Region 9 noted they will utilize social media to promote acquisition opportunities.
- NCR FAS will host webinar sessions and distribute communications within the CO/CS community to promote the use of competition to achieve best value.
- NCR FAS will conduct meetings with the NCR Directors that have the highest value of non-competitive purchase requests in order to understand the Directors' issues and to challenge the barriers for competition.
- NCR FAS will encourage requesting organizations to communicate early and often with the contracting officer, and develop an agreed-upon preliminary sourcing strategy.

Regional Recommendations for GSA Agency-wide

Many of the Regions provided recommendations for increasing competition. The Agency Competition Advocate reviewed these recommendations and responds accordingly:

- *Establish quarterly measures to track acquisition data and monitor procurement data by contracting office on a quarterly basis, identifying those industries/NAICS with low competitive procurement rates. Then develop a plan for improvement.* Response: The Agency Competition Advocate will provide the quarterly measures by Service and Region and monitor progress. OGP will also ensure the findings of the FY 2012 Report and OFPP AcqStat data are shared with the Competition Advocates. Monitoring by industry NAICS code and developing an action plan is best left to the contracting activity.
- *Ensure the performance plans of GSA requirements officials include competition as a measure.* Response: The Agency Competition Advocate agrees. Clear targets for competitive practices in the performance plans of senior leaders, Project Managers and Contracting Officer's Representatives would ensure all members of the acquisition team are held accountable for this fundamental FAR principle.

- *Use Procurement Management Reviews (PMRs) to identify and address barriers to competition.* Response: The PMR process does help to increase competition by identifying internal weaknesses, including barriers to competition. The PMR team has also been successful in fostering competition by reviewing high risk acquisition plans and making suggestions on ways to mitigate risk or turn such acquisitions into more competitive firm fixed price contracts.
- *Ensure the acquisition workforce understands they should:*
 - *Engage OSBU representatives early and often.* Response: The Office of Acquisition Policy issued two Alerts in November and December 2012, on coordination with the Small Business Technical Advisors during Acquisition Planning; and on the use of the GSA Form 2698, Small Business Analysis Record. Engagement with OSBU on outreach to the acquisition workforce will continue.
 - *Utilize tools such as RFIs, draft RFQs, sources and sought notices to ensure receipt of three quotations.* Response: These tools are outlined in GSA's Vendor Communication Plan issued in the first quarter of FY 2012. While most contracting activities are utilizing these tools, the Competition Advocate will work to encourage all activities to embrace them.
 - *Discuss acquisition strategies among the entire acquisition team earlier in the acquisition process, increasing opportunities for small businesses.* Response: The Competition Advocate will continue to collaborate with OSBU to promote this best practice across GSA.
- *Ensure internal controls within each Region are up-to-date with current policy.* Response: The PMR team does review internal controls within each Region in accordance with the Office of Management and Budget Circular A-123 and provides recommendations to HCAs based on their findings. HCAs are responsible for implementing internal controls for their respective organizations as well as preparing Corrective Action Plans for all high risk findings.
- *Lower the review thresholds for presolicitation and award review boards to ensure lower dollar values are subject to full and open competition.* Response: The Competition Advocate will collaborate with the Services to develop standardized review thresholds for GSA.

Competition Advocate Recommendations

In addition to establishing a goal of 75 percent for competition for FY 2013, The Competition Advocate provides the following recommendations to foster competition principles through the SPE for consideration by the CAO:

1. **Review and reconsider the organizational location of the contracting activities' competition advocates with respect to the Head of Contracting Activity position and Regional Administrator to ensure interests are balanced and avoid potential conflicts of interest.** FAR requires the CAs not hold any duties or responsibilities that may be inconsistent with their role as CA. However, the local CA role is held by officials within each Service who report to Regional Service Commissioners. The location within the Service may place the Competition Advocate in a position that is inconsistent with the CAs' responsibilities under the FAR to foster competition principles.
2. **Expand the FY 2013 Competition Advocate Report to include annual Small Business Reporting.** FPDS reporting provides both competition and small business data. OGP and OSBU already collaborate in the annual AcqStat reporting to OFPP. Including the annual small business report will give a full perspective of the overall health of acquisition within GSA.
3. **Develop a consistent reporting mechanism to analyze the competitive health of leasing in the absence of FPDS reporting.** Although leasing was removed from FPDS reporting in the latter part of FY 2011, the leasing community is required under GSAM part 570 to follow the requirements of FAR Part 6 and is included in the CA reporting requirements. GSA will need to consider how leasing competition will be measured in the absence of FPDS as the reporting mechanism. Region 3 PBS CA used REXUS data for the leasing portion of the FY 2012 Report, and this could serve as an indicator for analyzing leasing competition in future years. This is a new paradigm for the PBS' Competition Advocate community and requires further dialogue to determine a consistent reporting approach across GSA.
4. **Ensure the performance plans for requirements officials, program managers and contracting officer's representatives include competition as a measure.** This will further support contract specialists' efforts to promote competition to the maximum extent practicable if the entire acquisition team is fully engaged.

- 5. GSA should strive to reduce its OFOC actions where practicable for follow-on contracts³⁴ and only one source.**
- 6. GSA should continue to work to increase competition for acquisitions under the Simplified Acquisition Procedures³⁵ (typically acquisitions below \$150,000).**

³⁴ It should be noted that logical follow-on contracting actions are permissible under FAR parts 8 and 16 provided certain requirements are met. For orders under FAR part 8, the original order must have been placed under the Federal Supply Schedule (part 8) procedures and the original order must not have been issued under sole source or limited source procedures. Under FAR subpart 16.5, logical follow-on orders are an authorized exception to the fair opportunity process provided all contract holders were given fair opportunity to be considered for the initial award. This exception to full and open competition was built into the FAR, recognizing that logical follow-ons can save the government the costs to reprocure.

³⁵ While required to promote competition under FAR part 13, contracting officers may award single source under Simplified Acquisition Procedures provided certain conditions are met.

IV. Attachments

Attachment 1 - Network of GSA Competition Advocates

Attachment 2 – Methodology and Templates for the FY 2012 Competition Advocate Report

Appendix- Individual Competition Advocate Reports

Attachment 1

Network of 2012 GSA Competition Advocates

GSA Competition Advocate (National Level):

Virginia Huth
Director, Office of General Services Acquisition Policy, Integrity & Workforce
Office of Governmentwide Policy

Service Level:

FAS – Lisa Grant
PBS – Jennifer Smith

Regional Competition Advocates:

New England Region (1), Boston, MA

FAS – Arthur D'Angelo
PBS – Matthew Bailey

Northeast and Caribbean Region (2), New York, NY

FAS – Theresa Ramos
PBS – Warren Hall

Mid-Atlantic Region (3), Philadelphia, PA

FAS – Jack Wise
PBS – Dorothy Baratta

Southeast Region (4), Atlanta, GA

FAS – Jacquelyn Howard
PBS – John Smith, PBS Commissioner, interim

Great Lakes Region (5), Chicago, IL

FAS – Micky Mayes
PBS – Mike Wolff

Attachment 1 (Continued)
Network of 2012 GSA Competition Advocates

Heartland Region (6), Kansas City, MO

FAS – Sharon Henry

PBS – Tim Pfohl

Greater Southwest Region (7), Fort Worth, TX

FAS – Shaloy Castle-Higgins

PBS – James King/James Ferracci

Rocky Mountain Region (8), Denver, CO

FAS – Penny Grout

PBS – Kelly Russell

Pacific Rim Region (9), San Francisco, CA

FAS – Leslie Yamagata

PBS – Tracy Wilmot

Northwest/Arctic Region (10), Auburn, WA

FAS – Geraldine Watson

PBS – Catherine Kualii

National Capital Region (11), Washington DC

FAS – Stacy R. Williams

PBS – Melanie Lewis

Attachment 2

Methodology

OGP provided templates to the CA community to:

- Facilitate annual competition reporting requirements
- Ensure all requirements of FAR 6.502 were addressed (Table 1)
- Ensure consistency in reporting across the CA community
- Provide additional information to support the Agency's reporting to OFPP under AcqStat (Table 2)
- Ensure GSA's Vendor Communication Plan (Checklist) issued in early FY 2012 was being utilized.

The Tables and Vendor Communication Plan checklist are attached.

Lessons learned:

- Templates were successful as the CAs provided the necessary information required under FAR 6.502 that was missing in past annual reporting. All contracting activities reported in FY 2012 vs. only 22 out of 24 reported in FY 2011 (Missing were the Service Level Reports).
- OGP will provide data for Competition Advocates as there were discrepancies from the CA reports and the data OGP pulled from standard FPDS reports. Some reported exceeding the competition goal whereas FPDS indicated the contracting activity had not.
- Quarterly monitoring and working collaboratively with the CA network should overcome any internal barriers to competition

Templates

Competition Advocate Annual Report

Fiscal Year 2012

Purpose: This information will be included in the annual GSA Competition Advocate Report submitted to the Senior Procurement Executive (SPE) and the Chief Acquisition Officer as required under FAR Subpart 6.5. The Report is due the SPE and CAO by February 1. More analysis is required from the competition advocate community as this information forms the foundation for the SPE's Report to the Office of Federal Procurement Policy (OFPP) through the AcqStat sessions.

Submitted by (Competition Advocate Name): _____
Region: _____
Service: _____

Instructions: Using the format below, please complete Tables 1 and 2, providing a narrative on activities and procedures implemented during the fiscal year in support of competition. Table 1 lists the information required by [FAR 6.502](#). Table 2 provides information needed to support GSA's AcqStat reporting to OFPP.

A checklist is provided to assist in completing the tables, involving utilizing vendor communication tools to increase competition. The Checklist is based upon GSA's Vendor Communication Plan.

Where necessary, please provide documentation to support efforts made in executing these activities. An example is a listing of outreach events supporting OSBU. These can be provided as attachments. Be sure to highlight major acquisitions that demonstrate competition principles.

To avoid unnecessary duplication, one listing of OSBU events jointly supported by both PBS and FAS can be provided for each Region.

Note: Be sure to quantify any statements made. For example, instead of "we significantly reduced the number of sole source actions", quantify the reduction by adding the percentage and be sure to explain how this was achieved. For challenges, be sure to provide an explanation as to "why".

Competition Advocate Report FY 2012

Table 1 of 2

FAR 6.502 Requirements	Response
Competition Advocate's actions to promote acquisition of commercial items and services	
Competition Advocate's actions to promote full and open competition in contracting operations	
Competition Advocate's actions to challenge requirements not stated in terms of functions to be performed, performance required or essential physical characteristics	
New initiatives to increase commercial contracting	
New initiatives to increase competition	
New initiatives to foster performance based contracting	
Identification of barriers to commercial item acquisition or competition	
Other ways commercial contracting and competition have been emphasized (ex. training and research)	
Initiatives to ensure task and delivery orders over \$1,000,000 are properly planned, issued and comply with FAR 8.405 and 16.505	
Recommendation of goals and plans for increasing competition on a fiscal year basis	
Recommendations for a system of personal and organizational accountability for competition for the acquisition workforce, including PMs, CORs as well as contracting officers.	

Note: any outreach events, or interface efforts, including those supporting Office of Small Business Utilization efforts, should be listed as an attachment to Table 3.

Competition Advocate Report FY 2012
Table 2 of 2

ACQSTAT Requirements	Response
1. Identify actual overall competition numbers for your organization in comparison with the goal	
<ul style="list-style-type: none"> • Compare the FY12 data with the FY11 data 	
<ul style="list-style-type: none"> • Identify the success stories and best practices related to improvement 	
<ul style="list-style-type: none"> • Identify the reasons behind failing to meet the goal established, or for slippage from FY11. 	
<ul style="list-style-type: none"> • Include a discussion of whether industry engagement tools were utilized in accordance with OFPP “Myth Busters”. If not, why not. (see attached checklist to assist completion of this bullet 	
2. Identify percentage of competitive actions receiving only 1 “bid” and analyze the data in comparison with FY11.	
3. Identify successful practices that can be incorporated into the GSA Vendor Communication Plan. (see attached checklist for suggested practices)	
4. Identify actions moving forward in FY13 to increase competition, level of industry engagement, commercial and performance based contracting.	
5. Percentage of single awards versus multiple awards	

GSA Vendor Communication Plan Checklist

Vendor Communication Opportunities	Response
Engaged industry, especially for: <ul style="list-style-type: none"> • New requirements • Procurements that received limited responses to previous solicitations • High risk acquisitions (CR/T&M/LH) • Complex and large scale procurements • Recompétitions 	
Extent the following tools were utilized: <ul style="list-style-type: none"> • Industry days • Presolicitation notices • Sources sought notices • Requests for Information • Preproposal conferences • Draft RFQs/RFPs/SOOs • One on one meetings 	
Sufficient time given for industry preparation of responses/quotations/proposals	
Venues used to publicize engagement events such as FedBizOps, eBuy	
Use of other social media such as Twitter, LinkedIn, Facebook	
Use of webinars	
Participation or initiation of training for industry	
Engage OSBU for assistance in arranging specific vendor communication events	
Supported OSBU at OSBU sponsored outreach events (attach list)	
Provided training on vendor communication tools to COs, PMs, CORs	
Obtained feedback from industry on effectiveness of outreach events	



Competition Advocate Report

Fiscal Year 2011

The Competition Advocate's Report to the Chief Acquisition Officer and the Senior Procurement Executive of the findings and accomplishments in Fiscal Year 2011 accordance with FAR 6.502.

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I. GSA's Mission Statement and Strategic Goals

The mission of the United States General Services Administration (GSA) is to provide innovative solutions for our customers in support of their missions, and by so doing, foster an effective, sustainable, and transparent government for the American people.

GSA's Strategic Goals

Innovation, customer intimacy and operational excellence are GSA's strategic goals. Transparency envelops these goals by utilizing collective intelligence to design creative solutions and foster continuous improvement in our acquisition operations, including partnerships with industry.

Innovation

GSA continues to be the innovations engine for the Government, seeking opportunities to drive excellence and support smart risk-taking. The Federal Strategic Sourcing Initiatives (FSSI) support GSA's leadership in devising solutions for all government, regardless of agency line.

Customer Intimacy

GSA seeks an intimate understanding of customer needs and their missions, particularly in times of difficult resource constraints in order to develop sound, responsible and creative solutions to agency needs.

Operational Excellence

By working with our customers, industry partners, and the acquisition workforce, GSA exemplifies continuous improvement in its acquisition operations, reducing inefficiencies in government operations.

II. GSA's Network of Competition Advocates

GSA is a matrix organization divided functionally (strategically) and geographically (operationally). The functional division consists of the Public Building Service (PBS), the Federal Acquisition Service (FAS) and the Office of Governmentwide Policy (OGP). The Director of the Office of General Services Acquisition Policy, Integrity and Workforce (MVA) within OGP serves as the Agency's Competition Advocate at the highest strategic level. A national competition advocate for each Service supports FAS and PBS, respectively and works with the MVA Director in fostering competition.

Each Regional Office has its own local Competition Advocate, generally one for each Service. The only exception is the New England Region which continues to have one Advocate for both FAS and PBS. Each advocate supports the acquisition workforce, including contracting officers, managers, acquisition teams and small business utilization specialists. The list of the Competition Advocates is in Appendix A.

These competition advocates are responsible for promoting the acquisition of commercial items; promoting full and open competition; ensuring requirements are stated in terms of functions to be performed; and, challenging unnecessarily restrictive requirements, specifications or burdensome contract clauses.

III. GSA's FY 2011, Commercial, Competitive and Performance Based Data

A. Commercial

FAS maximized the use of commercial contracts such as the Federal Supply Schedules (FSS) or the Governmentwide Acquisition Contracts (GWACs) in acquiring goods and services for GSA customers. A number of PBS regions noted in their individual Competition Advocate Reports continued increase in their use of commercial vehicles in 2011, often utilizing the FSS contracts.

B. Competition

The goal for FY 2011 was 79%, derived from an analysis of historical trends in comparison with FY 2010 dollars. Historically, GSA performed as follows:

Year	% Awarded Competitively
FY 2010	82%
FY 2009	76%
FY 2008	73%
FY 2007	71%
FY 2006	71%
FY 2005	75%

The FY 2010 Report noted that a large part of the remarkable increase in competitive dollars (82%) was due to the American Recovery and Reinvestment Act (ARRA), accounting for \$4 billion of the total \$16 billion expended. As ARRA dollars were not expected to continue in FY 2011, a realistic 79% was chosen for the goal.

However, GSA did not meet the 79% goal as only 73% of the \$12 billion expenditures were competitively awarded. This was not discovered until the end of December when reports were pulled from the Federal Procurement Data System (FPDS) system. Initial FPDS reports run in early November indicated GSA competition dollars amounted to 80% of the \$11.2 billion dollars spent. FPDS reports were run again at the end of December to account for the data dump into FPDS that normally occurs before the end of the calendar year. The December numbers indicate the competition dollar percentage was only 72.5% while the total dollars increased to \$12 billion. It should be noted that such discrepancies did not happen in past fiscal years. In years past, initial FPDS reports and end of the calendar year reports were found to be consistent with each other.

Challenges occurred in FY 2011 which could explain the lower competed dollars, particularly in the 4th quarter of FY 2011. Most notably, the Government operated under multiple continuing resolutions for much of FY 2011 until the Budget was finally passed mid-April. Coupled with the \$34 billion in spending cuts, this impacted acquisition operations by delaying requirements submissions to GSA until almost the last quarter of FY 2011.

In late December, the Services were asked to examine the possible reasons for the reduction in competitive dollars. However, while both Services acknowledged the impact of the budget delays and reduction, no justification was readily found. FAS Acquisition Management examined the number of justification documents for other than full and open competition, but found the numbers to be similar to years past. PBS indicated that the last 6 months probably did not include leasing figures, impacting the figures.

An ad hoc FPDS Report was run January 26, listing dollars associated with other than full and open competition (OFOC) actions in FY 2011:

Other Than Full and Open Competition	Action Obligation
AUTHORIZED BY STATUTE	\$966,730,640.58
BRAND NAME DESCRIPTION	\$6,001,893.80
FOLLOW-ON CONTRACT	\$125,236,837.42
INTERNATIONAL AGREEMENT	-\$2,753,207.19
MICRO PURCHASE THRESHOLD	\$280,451.07
MOBILIZATION, ESSENTIAL R&D	\$135,000.00
NATIONAL SECURITY	\$7,060,397.21
ONLY ONE SOURCE - OTHER	\$77,292,359.59
PATENT/DATA RIGHTS	\$23,400.00
PUBLIC INTEREST	\$672,698,458.77
SAP NON-COMPETITION	\$209,247,946.31
STANDARDIZATION	\$1,081,288.84
UNIQUE SOURCE	\$62,187,901.07
URGENCY	\$61,088,033.90
UTILITIES FAR 41.2	\$148,817,137.27

Because of the budget impasses and cuts, there was an expectation that most of the OFOC dollars in FY 2011 could be due to an increase in using the “authorized by statute” acquisition authority, specifically the 8(a), UNICOR or Javits-Wagner-O’Day Programs (JWOD). However, this was not the case. Comparing FY 2011 to FY 2009 where total dollars expended were essentially the same (\$12 billion in 2011 total dollars to \$12.3 billion in total dollars in 2009) reveals there was not as much 8(a)/UNICOR/JWOD activity as compared with FY 2009:

Fiscal Year	Total Dollars	Total UNICOR,8(a), JWOD	Total Competed Dollars/percentage
FY 2011	\$12 Billion	\$.967 Billion	\$ 8.8 Billion /\$11.2Billion = 80%
FY 2010	\$16 Billion	\$1.019 Billion	\$13.2 Billion/\$15Billion = 88%
FY 2009	\$12.3 Billion	\$.986 Billion	\$ 9.4 Billion/\$11.3 Billion = 83%

Of note in the OFOC Report is the \$673 million expended citing the Public Interest exemption, a rarely used authority. This authority requires a determination approved by the head of the agency and congressional notification 30 days prior to award. The OFOC data will be further drilled down to see where these actions occurred, and discussions will take place with both Services to identify the reasons and possible corrective actions associated with this exemption. A supplement to this Report will be issued should it become necessary to address these concerns.

Although there were budget challenges in FY 2011, the regions' actions showed commitment to fostering commercial practices, competition and performance based methods. The regions engaged industry more than in years past, utilizing a number of acquisition tools, such as Industry days, Requests for Information (RFI), Sources Sought, draft Request for Quotes (RFQ)/Proposals, and preproposal/quote conferences. These actions illustrate GSA's commitment to working with its industry partners early in the acquisition process as advocated by Office of Federal Procurement Policy Memorandum, *Myth Busting: Addressing Misconceptions to Improve Communication with Industry during the Acquisition Process*.

Some of the best practices from the individual Reports detailed in Section VII include:

- Region 5 PBS used webinar tools for preproposal conference which resulted in four times the amount of quotes received from 10 to 41.
- Regions 1 and 9 recognized the importance of acquisition planning in increasing competitive opportunities.
- Region 3 FAS utilized industry days, RFIs, draft RFQs and PreQuote conferences in awarding two major furniture acquisitions for the Department of Homeland Security. Vendors' comments on the evaluation criteria during the preaward stage were taken into consideration in crafting the RFQ. During the award process, greater credit was given those firms who entered into contractor teaming arrangements with small business FSS contractholders.
- Multiple award vehicles continued to be awarded in FY 2011. Region 1 awarded multiple award BPAs for moving services, even though the value was less than the threshold for multiple awards. Region 5 FAS competed 100% of all orders under its BPAs and IDIQ contracts. Region 5 PBS established BPAs for services supporting maintenance of its buildings and orders are routinely competed. Region 2 awarded multiple telecom contracts in FY 2011, including one to small business.
- Regions, such as Regions 2, 3 and 4, FAS included educating industry on government expectations, such as training on contractor teaming arrangements under Schedules

and other information needed for an acceptable quote. These efforts not only increased the quality of quotes, but also resulted in partnering, sharing direct acquisition dollars with small business FSS contractholders. Likewise, Region 10 PBS held Industry days for subcontracting opportunities under its capital projects.

- Region 2 FAS Assisted Acquisitions held an Industry Day where vendors presented their perspective on the government’s solicitation process. Vendors highlighted the information they needed from government in order to properly respond to requests for proposals or quotes.
- Region 6 FAS held an on-site prequote conference for the \$40 million logistics and supply chain support contract for GSA’s Eastern Distribution Center.
- Region 7 FAS posted all requirements for 30 days on eBuy to ensure contractors have sufficient time to assemble their quote.
- Region 10 FAS held a “Pre-Offer” seminar for industry resulting in improved packages submitted for consideration of FSS contract award.

C. Performance Based Acquisitions (PBA)

FY 2011 showed a marked rise in the number of PBA actions.

Year	Awards Using Performance Based Procedures
2011	68.6%
2010	57.0%
2009	48.6%
2008	41.7%
2007	33.2%

This may be attributed to increased training efforts noted by several regions and the following initiatives:

- The Assisted Acquisition Services in Region 3 FAS reviewed client agency statements of work (SOWs) in order to drive these requirements to be more performance based. Information Technology Managers, Contracting Specialists and Contracting Officers worked together at the acquisition planning phase to craft approaches to increase performance based service techniques.
- Several regions noted conversions of SOWs into performance based SOWs. Region 6 FAS, for example, transitioned a \$33M labor-hour contract into a performance-based contract, thus avoiding a large dollar “high risk” contract while observing the preference for performance-based contracting.

IV. Other Practices Impacting Competition

A. Collaboration with the Office of Small Business Utilization (OSBU)

Collaboration between contract and OSBU specialists is strongly evident across all of the regional reports. Such collaboration enables GSA to reach out to industry via established OSBU forums providing notification of upcoming acquisitions and educating prospective contractors on government expectations. These forums also increase the likelihood that GSA will meet its small business goals through active participation in these forums. Appendix B lists the OSBU activities across many regions in FY 2011.

B. High Risk Contracts (HRC)

Several regions indicated reducing time and material (T&M) and Labor Hour (LH) contracts was a priority in FY 2011:

- Region 5 FAS regularly examined requirements to see if some elements of the SOWs could be fixed price. An estimated \$40 million was converted from T&M to fixed price.
- Region 6 PBS converted its consultation and facilitation services contract from a LH to a firm fixed price contract.
- Several regions instituted internal controls with respect to HRC. For example, both Region 7 FAS and PBS/FAS Region 9 required senior management review and approval for T&M/LH contracts. This internal control resulted in a 30% reduction in the number of HRC for Region 7 FAS. Region 9 PBS noted an 82% reduction in the HRC dollars obligated in FY 2011 versus in FY 2010.

C. Internal Controls

In addition to the internal controls developed by Region 7 FAS and Region 9 FAS with respect to HRC contracts, several regions noted their respective internal controls that foster competition:

- Region 1 Competition Advocate serves as a member of the Contract Management Review Panel.
- Regions 5 and 6 FAS have formalized Contract Review Boards for preaward and post award actions.
- Regions 3 PBS, 5 PBS and 10 PBS conduct compliance reviews within their respective organizations. As part of a corrective action measure, each organization creates training modules for the acquisition workforce covering findings from the reviews.
- Internal reviews conducted by Regions 7 FAS and 9 Acquisition Management ensured the fair opportunity requirements under FAR 8.4 and 16.5 were met.

D. Streamlining initiatives

The regions continued to look for ways to streamline acquisition processes, recognizing that doing so increases the number of vendors interested in competing. Some of the highlights in FY 2011 include:

- Region 2 PBS utilized World Energy reverse auction platform in acquiring energy contracts. The resulting contracts ended up saving GSA's customer agencies approximately 4 cents per kWh while at the same time using renewable energy sources.
- Region 2 FAS under the Office Supplies Federal Strategic Sourcing Initiative added toner cartridges and copy paper to the list of FSSI office supplies. FSSI saved an average of \$1.6 million a month in FY 2011 for agencies using these vehicles.
- Region 6 FAS and Region 9 PBS reduced the number of evaluation criteria used in acquisition, limiting the criteria to those that discriminate one vendor from another.
- Region 7 FAS Acquisition Operations Division initiated a 30-30-30 goal to streamline and improve procurement leadtime. The 30-30-30 represents 30 days for solicitation preparation, 30 days for solicitation of offers, and 30 days for evaluation and award. A tiger team developed a new Evaluation Plan, reducing the time for the Project Manager, Contracting Officer, AOD Branch Chief and Regional Counsel to review the pre-solicitation documents and approve the individual evaluation plans. This has allowed the CO/PM to stay within the 30 days from receipt of a package to posting the solicitation.

E. Training

Internal training for the acquisition workforce reinforces commercial, competitive and performance based practices:

- Region 3 PBS conducts monthly training with the acquisition workforce, and posts "questions from the floor." In FY 2011, a number of questions were answered regarding the proper use of the Schedules contracts.
- FAS at the national level instituted training modules for the Office of General Supplies and Services (GSS) Portfolio and included this training as part of their performance measures. A training team was instituted across Regions 2, 3, 6, 7 and 10 presenting consistent training modules each month to the 1102 community within the GSS portfolio of FAS.

F. Contractor Performance Assessments

The Competition Advocate in Region 1 serves as the reviewing official for all PBS initiated Contractor Performing Assessment Reports. This review includes the ability to scan contractor comments to reports. Region 1 recognizes a quality performance evaluation enhances a contractor's ability to compete successfully for other requirements.

V. Barriers to Competition

In addition to the budget delays and \$38 billion in spending cuts, several regions noted barriers to competition in their annual report:

- Region 5 PBS expressed further guidance could be provided on construction as a commercial activity, including a definition of when it is an appropriate acquisition strategy. This area of commercial item acquisition may not be used to its fullest potential as it is still vague for many contracting officers.
- Region 9 PBS expanded on Region 5's barrier by stating that in order to increase the use of FAR Part 8 in Region 9 PBS acquisitions, the FSS needs to include sources that can provide construction related turn-key services, such as the installation of purchased supplies. The ancillary services provided on several Schedules need to be expanded to provide an integrated solution for GSA customers. For example, FSS sources for the electrical/lighting supplies require fairly complex installation and project management services. However, these ancillary services are not currently available under the Schedules program. Acquisition in PBS has evolved in recent years towards turn-key solutions. Therefore, expanding FSS sources for such requirements would assist PBS in increasing commercial acquisition activity.
- Region 9 FAS noted the ongoing challenge of receiving customer funding and requirements in sufficient time to maximize competition.

VI. Recommended Goal for FY 2012

The FY 2010 Competition Advocate Report recognized that the 82% competition achieved in FY2010 was due primarily to ARRA funding, accounting for approximately \$4 billion of the \$16 billion expended. The Competition Advocate recognized ARRA funding would drop off in FY2011 and set a more realistic 79% goal for FY 2011. However, in establishing the goal, no one expected the series of continuing resolutions or \$38 billion in budget cuts that characterized FY 2011. GSA's funding is directly related to the operational budgets of the clients it serves as only 1% of the GSA budget is through direct Congressional appropriation. The delay in executing the federal budget until April 15 and cuts to budgets most likely impacted GSA's ability to attain the 79% goal. This may have resulted in delayed requirements forwarded to GSA, or the scope of projects being significantly scaled back. Also in years past, there was not a marked change in the FPDS reporting for the percentage of competitive dollars expended from the time the draft FPDS report was first run (early November) until the FPDS was re-run end of December. The drop from 80% in early November, 2011, to 72.5% at the end of December supports the hypothesis that budget challenges impacted competition during the last quarter of FY 2011.

Delays in establishing FY 2012 budgets and further reductions may continue to impact GSA's ability to attain a higher goal. Since the dollars competed in FY 2011 amounted to almost 73% of awards, and expecting some improvement, 76% appears to be a more reasonable goal for FY 2012. Moreover, the 76% goal is equivalent to the actual competed dollars for

FY 2009, when the total dollars expended were essentially equal to those expended in FY 2011 (\$12.3 billion in FY 2009 versus \$12 billion in FY 2011).

In order to achieve this goal, measures will be implemented to support Competition Advocates. In the past, the Competition Advocate Report listing best practices has been shared across the Competition Advocate community. Given the challenges facing the community, more action will be needed moving forward in FY 2012. The Chief Acquisition Officer has held exploratory discussions with FAS and PBS Policy leadership to establish a regularly scheduled Competition Advocate Forum targeted for FY 2012. This Forum would enable best practices to be shared and provide an open dialogue across all regions for mitigation of competition barriers.

VII. Consolidated Regional FY 2011 Reports

A. Region 1, New England (PBS and FAS)

The Competition Advocate in Region 1 services both PBS and FAS.

1. Acquisition Planning:

New England Region's FAS office emphasized the importance of acquisition planning and the role all members of the acquisition team play in the high dollar, high profile assisted acquisition actions successfully awarded and administered during FY 2011. Acquisition planning properly conducted by the team gives due consideration to risk to the Government, regardless of contract type. The identified risks can then be avoided and often mitigated during the solicitation phase and certainly during contract performance.

FAS moved towards more fixed pricing arrangements in FY 2011. Shifting existing T&M requirements to firm fixed price were done when recurring requirements were found.

2. Market Research Tools and other Outreach Efforts:

PBS published 25 sources sought announcements in FedBizOpps during FY 2011 for a variety of requirements: the replacement of spandrel beam; commercial contract for single-stream recycling and waste hauling services for 5 Boston metropolitan federal buildings; design-build of solar photovoltaic and wind turbine system at the Burlington Federal Office Building in Vermont; and the Houlton, Maine Land Port of Entry paving project. In some cases, the sources sought announcement was used to identify whether a small business set-aside was appropriate, and if so, what type of set-aside. In other cases, the sources sought notice was used as a market research tool to identify potential sources where there were initial indications that competition was limited. Both FAS and PBS offices posted numerous RFIs in eBUY to identify potential sources for orders placed under the FSS program.

Appendix B lists over 40 specific outreach efforts in the New England Region this past fiscal year, particularly focusing on improving competitive opportunities for small business entities.

3. Performance Evaluations

The Competition Advocate helped contractors improve the quality of the product or service so that the company could be more competitive. This was accomplished by serving as the reviewing official on all performance reports compiled by PBS in the Contractor Performance Assessment Reporting System (CPARS). The Competition Advocate saw all the reports and any comments generated by the contractor, providing feedback, where warranted, to the PBS evaluators to ensure contractors are given meaningful information that could affect future performance. Region 1 found this to be a best practice given past performance is a significant factor in all source selections.

4. Task and Delivery Orders

FAS ensured that all staff were trained in accordance with the latest requirements under FAR Parts 8 and 16. Latest developments were discussed at Contract Review Management Panel meetings of which the Competition Advocate is a member. PBS established a multiple award BPA under GSA schedules for moving services. Although the total value of the acquisition was below the dollar threshold established in FAR 8.405-3, it has proven effective in terms of both efficiency and cost.

5. Training

Training of the FAS 1102 community on changes in the Schedules program was conducted in FY 2011. PBS continued to hold monthly 1102 training sessions, focusing on acquisition fundamentals of fairness, transparency and best value from preaward through post award.

6. Barriers to Competition

The biggest barrier is the frequent problem of the contracting officer receiving incomplete procurement packages without well-defined requirements. Often, the program contact has not fully or clearly defined what the contracting officer is expected to acquire. As a result, potential offerors may be less likely to place offers because they are concerned about the risk in delivering the product or service. This is compounded by the problem that funds are received late and must be obligated quickly. The result may be less competition and/or the failure to identify commercial items that could meet the needs. Although there has been more collaboration among all members of the acquisition team on the FAS side of the

Region, there still remains a lack of understanding that a successful acquisition requires team work from all parties, not just the contracting officer.

B. Region 2, Northeast and Caribbean

1. PBS

a) Market Outreach

Fiscal Year 2011 brought changes to the way PBS Region 2 normally conducts business. The year was marked by an increase in the number of Sources Sought to maximize competition.

Region 2 PBS supported OSBU efforts at the events listed in Appendix B.

PBS took advantage of the savings under the FSSI for office supplies, although the purchases under FSSI have been at the micropurchase threshold.

b) Initiatives to Enhance Competition

PBS Central Office Facilities Management and Services Program, in conjunction with Region 2 PBS, awarded contracts to Integrys Energy Services, the Hess Corp, and Constellation New Energy utilizing the World Energy's reverse auction platform. The three contract awards represent an estimated annual value of \$1,661,034 or 32,106,583 kWh. The customers in this New York State procurement include the Department of Veterans Affairs, United Nations International School, and the Social Security Administration. Prior to contract award the above customers were paying on average 11.26 cents/kWh (commodity only). Beginning on May 1, 2011, SSA, UNIS, the VA, GSA's customers in New York State, began paying on average 7.3 cents/kWh (Commodity only). This translates into an overall average savings of 3.96 cents per kWh to the taxpayer; moreover nearly 6.5% of the energy used will be generated from renewable energy sources.

The World Energy reverse auction platform was also used to award a utility contract for the US Coast Guard facilities in New York City, resulting in similar savings.

2. FAS

a) Market Outreach

FAS participated in many small business outreach efforts with OSBU as listed in Appendix B.

b) Engaging Industry

FAS Global Supply Northeast Supply Operations Center hosted a Pre-Quote Conference with the Office Supplies Federal Strategic Sourcing Initiative (OS2-FSSI) BPA holders to share information regarding an acquisition for copy paper estimated at \$20 million. Ten of the OS2-FSSI BPA holders participated.

FAS' Assisted Acquisition Services Division hosted an industry presentation day. The Industry partner gave a presentation regarding the solicitation preparation process from the vendors' perspective. In addition to outlining the process, the presentation discussed what information vendors need from the Government in order to properly respond to RFPs/RFQs. Also discussed was ensuring that sufficient time is provided for industry to submit offers/quotes.

c) Office Supplies Strategic Sourcing Initiative BPAs

FAS is the Program Office for the OS2-FSSI BPAs. The Region's Global Supply Northeast Supply Operations Center made several awards under the OS2-FSSI. They consisted of the following:

- An award for HP Toner Cartridges valued at \$25.7 million was awarded to WECsys LLC (Small Business).
- Awards were made for Non HP Toner Cartridges to Imaging System (SDVOSB), NY InkJet (WOSB) and Document Imaging Dimension (WOSB), with an estimated value of \$4.9 million.
- An award for copy paper, estimated at \$20.5 million for one year was made to Document Imaging Dimensions, Inc. (WOSB).

Some of the highlights for the OS2- FSSI in FY 2011 are:

- Sales for FY 2011 were just over \$199 million with over \$230 million in sales from inception through October 2011.
- The top three users of OS2 (VA, DON and DHS) have a combined total of nearly \$84 million (48% of total OS2 sales through August 2011).
- The percent of small business spend totaled over 73% with 15% to SDVOSB.
- Monthly savings averaged nearly \$1.6 million in FY 2011 and total \$16 million since inception.

d) Multiple Awards

FAS Networks Services Division awarded a multiple award indefinite delivery/indefinite quantity (IDIQ) Region 2 Local Telecom Contract (RLTC) to five vendors. This contract provides telecom services to Federal agencies within the New York and New Jersey areas. It includes both legacy and emerging technology offerings. The contract dollar value for the RLTC is \$43 million.

Highlight: Because of the high entry cost that prevents small businesses from historically entering the Telecom industry, it is dominated by large businesses such as PRT, TCS, AT&T and Verizon. Therefore, it is a great success for the Region 2 Network Services Division to have awarded one of the contracts to a small business concern, Cavalier Telephone. The award will not only help expand the base for

small business growth, but will also save taxpayer dollars by increasing competition among carriers.

e) Initiatives to Enhance Competition

The Region's Global Supply Northeast Operations Center undertook a major initiative to review, update, and create Item Purchase Descriptions (IPDs) for approximately 2000 products that are managed by the Center. Over 800 IPDs were developed in FY 2011 for products managed in the Special Order Program (SOP). The IPDs will enhance competition by ensuring that vendors can provide the most current and widely available products available in the marketplace. The IPDs have also been developed to comply with all environmental mandates and requirements.

f) Streamlining

FAS Office Supplies and Administrative Services Acquisition Center spearheaded a pilot to develop a refined and accelerated process for exercising options for Multiple Award Schedules contracts. The process reduced the lead time for exercising options, leading to an increase in the number of options that are exercised in a timely basis. The process is being implemented throughout all the Multiple Award Schedules Acquisition Centers.

C. Region 3, Mid-Atlantic

1. PBS

a) Market Outreach

The Region continued its networking and partnering with all market outreach events sponsored by the Small Business Administration, the GSA Regional Small Business Office and locally sponsored event providing training, forecast of contracting opportunities and meeting one on one with firms wanting to do business with PBS.

PBS maintained its Access database of contractor qualifications from firms who have responded, and continue to respond, to an open sources sought FedBizOpps announcement. In FY 2011, an additional 108 firms were added to the 53 existing firms in the database. The database is accessible to all acquisition personnel for consideration in market research.

b) Engaging Industry

PBS held a roundtable discussion with its construction contractors in June, 2011, discussing industry trends, identifying obstacles in doing business with GSA, and structuring evaluation criteria to be less restrictive. Based on the success of this initiative, PBS will hold a similar roundtable for the architect/engineering (A/E) community in FY 2012.

c) Commercial acquisitions

The majority of R3 PBS actions for commercial items are through the use of GSA's Schedules Program. PBS fostered commercial acquisitions in FY11 by entertaining "questions from the floor", several of which involved the proper use of Schedules. The questions and answers were published for the staff on the Procurement Implementation Committee (PIC) website. PBS will continue to conduct commercial acquisition training in FY 2012 to ensure opportunities outside of the Schedules are thoroughly analyzed and to ensure compliance with the multiple award procedures under FAR 8.405 and FAR 16.505 for orders over \$1 million.

d) Training

PBS has emphasized competition and commercial acquisition through training developed and presented by PIC members. Some of the FY 2011 training includes:

- Source Selection Procedures. In an effort to attract competition, PBS has done extensive training in FY 2011 on the proper use of source selection to project managers and executives as well as the contracting community, ensuring evaluation factors are not restrictive or burdensome. Similar training was also conducted for actions governed by FAR Part 16 and FAR Part 8.
- A/E training was conducted in FY 2011. A lunch and learn for the 1102 community was held. Also, an initiative to define the A/E task order processes was jointly developed between technical and contracting staffs in FY11 with expected release in FY 2012.
- Woman-Owned Small Business Program.
- Federal Supply Schedules.
- The findings of preaward compliance reviews conducted by PBS Policy and Compliance Branch are compiled quarterly and shared with the PBS contracts community at monthly contract specialist meetings. More formal training is generated should patterns arise from the compliance reviews.

e) Internal Controls

All acquisitions over the Simplified Acquisition threshold are reviewed by a supervisor and the Region's Small Business Office to ensure adequate market research was conducted and to ensure competition is maximized.

Two Directives were issued in FY 2011. PIC Directive 11-02, *Acquisition Planning*, was issued early in FY2011, demonstrating PBS commitment to fostering competition early in the process. Under the Directive, PBS requires acquisition plans be accompanied by the SOW and evaluation criteria. Concurring and approving officials review the package to ensure the language in the SOW and evaluation factors maximize competition. Requirements are challenged should they be found to be restrictive. PIC Directive 11-06, *Posting of Justifications to Limit Competition*, reminds contracting officers of the need to post certain preaward and postaward justifications in order to allow industry to challenge requirements.

2. FAS

a) Performance Based Service Contracting -

The FAS office of Assisted Acquisition Services (AAS) thoroughly reviewed client agency SOWs in order to drive these requirements to be more performance based. Information Technology Managers, Contracting Specialists and Contracting Officers worked together at the acquisition planning phase to craft approaches to not only increase AAS' use of performance based service techniques, but also reduce the number of T&M contracts. FAS has seen a steady increase in the number of follow-on acquisitions that have been converted to performance based service contracts.

b) Marketplace Outreach-

All three business lines of the FAS Office of Regional Acquisition Operations, consisting of the AAS, Network Services and the Integrated Workplace Acquisition Center (IWAC), participated in various methods of marketplace outreach such as quarterly conferences with firms working under the various GSA contracting programs such as Governmentwide Acquisition Contracts (GWACs) and the Multiple Award Schedule (MAS) Program. Additionally, the contracting staff attended industry days, trade shows and the IWAC's Quality Partnership Council. The QPC is an industry-government forum for Schedule contract-holders in Region 3. These group sessions provided a forum, addressing upcoming requirements, contracting techniques, and various contract issues.

FAS Region 3 was a major contributor to the FSSI for Managed Print Services (MPS) led by Region 6. The IWAC's Schedule 36 offerings are the basis for the services being offered under the MPS FSSI Blanket Purchase Agreement (BPA).

c) Engaging Industry

Region 3 IWAC reached out to industry to develop the requirements and evaluation criteria to increase competition for the FSSI MPS BPA written against Schedule 36. Industry meetings were held with Contractors including the Copier Committee of the Coalition for Government Procurement. The objective of these meetings was to understand the various commercial offerings, capabilities and best practices for designing, implementing and pricing MPS for the federal government and to better understand contractor solutions. Conference calls were held with Schedule 36 contractors to encourage their participation in FSSI and with managed print providers to encourage them to become a Schedule 36 contractor, increasing the industrial base.

d) Streamlining Acquisition Processes

FAS, Mid-Atlantic Region continued the process of fine-tuning streamlining techniques that were successfully adopted by the AAS business line. AAS continued to use oral presentation techniques as described by FAR 15.102. Similar

streamlining techniques are being adopted by the IWAC to ensure consistent practices between these two separate and distinct business lines.

e) Ensuring Specification Requirements do not Restrict Competition and the Expanded Use of Commercial Practices

The IWAC and AAS business lines took advantage of the RFI and Draft RFQ processes. Utilizing these tools provided FAS with the opportunity to ensure requirements were not restricting competition or misunderstood. During FY 2011, the IWAC awarded two extremely large acquisitions for the Department of Homeland Security (DHS) for systems and non-systems furniture. Each acquisition exceeded \$200 million dollars in value over a projected five year term. Use of the RFI and draft RFQ tools ensured the requirements were not restrictive of competition.

f) Achieving Competition under Blanket Purchase Agreements (BPAs)

IWAC made greater use of BPAs under the MAS during FY 2011 with the award of three major furniture acquisitions, two of which were conducted on behalf of DHS and another was conducted on behalf of the Drug Enforcement Agency. All three furniture BPA acquisitions illustrated R3 commitment to major competition principles: engaging industry, promoting opportunities for a broad base of industry, and making more than one award per RFQ.

The results were nothing short of spectacular considering that IWAC achieved significantly deeper discounts from already discounted FSS pricing. The three major acquisitions resulted in 13 individual BPAs. Of the 13 BPAs, six of the BPAs were awarded to small business concerns. All three acquisitions achieved unprecedented levels of small business engagement either through subcontracting or through contractor teaming arrangements among Schedule contractholders. In the case of the two DHS acquisitions, FAS R3 used a socio-economic participation evaluation factor which had the potential to increase the merits of the prime contractor's overall technical solution should they include small business MAS holders as part of their team which resulted in more direct contracting dollars for small businesses.

D. Region 4, Southeast

1. PBS

a) Industry Outreach

PBS jointly participated with FAS in a number of OSBU sponsored events listed in Appendix B.

PBS also conducted industry-specific seminars with partnering activities for construction. Events included discussions by Contracting Officers regarding

requirements of their construction acquisitions. Events were well attended by small business owners offering a variety of construction-related services.

PBS sponsored other vendor outreach events where firms were given the opportunity to partner and present their capabilities to acquisition and technical staff. PBS and the Regional OSBU coordinated these events and focused on particular industry group. The events have made it more convenient for PBS Contracting Officers and Program Managers to meet with small businesses while giving small businesses an easier way to introduce their capabilities to PBS personnel.

b) Increasing competition

PBS is beginning to increase competition among its 8(a) acquisitions.

PBS' Acquisition Division partnered with the Real Estate Acquisition Division (READ) in all vendor events. This provided a forum for building owners, agents, developers, and owner's representatives interested in learning how to conduct leasing business with GSA, thus improving communication with the private sector community. Presentations provided attendees with overviews of the READ organization; statistics on our lease inventory; information on our Broker partners; basics of federal lease procurements; how to submit an offer and associated lease forms; and, how the Solicitation for Offers sets forth the Government's requirements.

2. FAS

a) Marketplace outreach:

Marketplace outreach activities included Industry Days, collaboration with industry and customer agencies, and outreach activities with the small business community (Appendix B).

The National Information Technology Commodity Program (NITCP) team effort was featured in three commercial media articles about the draft BPA RFQs, i.e., *Washington Technology's* article entitled, "GSA Plans Huge BPAs for Laptops, Desktops and other Devices", *Federal Computer Weekly's* article entitled, "GSA Aims to Consolidate Federal IT Commodity Buys", and *Today Acquisition News* article entitled, "GSA Considers Establishing BPAs for Commodity IT".

Highlighting the use of marketplace outreach tools was the Air Force Civil Engineer Support Agency (AFCESA) requirement in June, 2011, consisting of a suite of BPAs valued at \$350 million. Requirements preparation began earlier in the year and included an "Industry Day" event in March, 2011 with over 12,500 Schedule contractors invited. During the Industry Day, partnerships were enforced, new teams were made, and small businesses were encouraged to establish Contractor Teaming Relationships. R4 Small Business Team held workshops and training on

contractor teaming arrangements under the Schedules program and the Mentor-Protégé Program. One-on-one round table pairing of Schedule holders with small business entities was a large part of the Day's events. This resulted in a success for the customer, the new BPA holders, small business subcontractor partnerships, and the GSA Mission.

b) Collaboration with Industry

1. Industry days:

FAS Integrated Technology Services' NITCP held a Customer Collaboration and Industry day on September, 2011 in Arlington, VA via a nationwide webinar connection. The NITCP team discussed the upcoming multi-agency BPAs for IT commodities (laptops, notebooks, netbooks, supercomputers, mainframes, video teleconferencing, mobile products, monitors, peripherals, routers, switches, servers, racks, data storage, and enhanced direct delivery-IT products). The event provided approximately 150 GSA, customer, and industry participants an opportunity for questions, insight, and collaboration on the NITCP and the upcoming BPAs.

2. Requests for Information (RFIs) and Draft Request for Quotes (RFQs):

Various social media tools were utilized, such as Salesforce, LinkedIn, Wiki, Better Buy, Interact, and Twitter, etc., for the upcoming NITCP multiple agency BPAs, the RFI on TAA compliant tablets, the EDD BPA, and the supercomputers and mainframes BPA.

- The NITCP team issued a draft RFQ for three multiple award BPAs in August, 2011, specifically: Video Teleconferencing Equipment with an estimated value of \$44 million; Laptops, Desktops, Notebooks and Netbooks with an estimated value of \$275 million; and Mobile Solutions (Voice over Internet Protocol, headsets and video cameras) with an estimated value of \$13 million.
- In September, 2011, the NITCP team released a RFI to seek potential sources of Trade Agreements Act (TAA) compliant tablet computers offered on GSA Schedule 70. Independent estimates project over \$157 million federal dollars for tablets in FY 2012 and up to \$774 million by 2017.
- A draft RFQ for computer monitors was issued in July, 2011. The estimated value is \$18 million over a one year base period and four, one year options.
- In September, 2011, the NITCP team released a RFI to notify industry of the recompetes for Expanded Direct Delivery (EDD). The EDD IT Computer BPA will supply the following IT products: laptops, netbooks, tablet computers, desktop computer, all-in-one desktops, and specialty computers, such as rugged computers for military purpose. The end

goal is to provide federal agencies a contracting vehicle to purchase a variety of computers that are competitively priced, TAA compliant, consistent with the federal government's security requirements, and FIPS 140-2 certified.

- In September, 2011, a RFI was issued to seek industry feedback on the formation of a multiple-award BPAs for Supercomputers and Mainframes. The RFI asked for industry collaboration on the development of the essential salient characteristics and potential evaluation factors, utilizing the latest technology in the commercial market.

3. Other Forums

FAS Region 4 participated in a number of public forums, identifying trends in the commercial marketplace. These forums also allowed GSA to market its program to industry to yield greater participation:

- The IT Commodity Team members participated in the governmentwide Green IT Summit, marketing the national IT Commodity Program for the 100+ public and private sector participants through a session, "How GSA is using technology to meet our sustainability goals by prompting behavior modification, such as telework, our telepresence centers, building related technologies (smart meters) that make the building sustainable both without human intervention and by making building tenants more aware of their impact."
- The IT Commodity Team members attended GSA IRMCO's 50th Anniversary conference held March 15-16 in Northeast Washington, DC on the campus of Gallaudet University. IRMCO is the agency's preeminent annual executive forum, stimulating innovation, transparency and collaboration among thought-leaders, government executives, and industry leaders. Over 400 attended two days of high-caliber discussions and presentations on the following topics: *Information Technology--Implementing the 25 Point Plan; Data Center Consolidation; Sustainability Business Case; Performance Management; Acquisition Management and Workforce Training*. Sessions and Keynote speakers included Vivek Kundra, Chief Information Officer, U.S. Government, and agency CIO panelists; and panelists from Fortune 500 firms, OMB, NASA, VA, and Education
- The NITCP team represented the Program at the DoD Procurement Conference in Orlando, Florida, in early May, 2011. The team collaborated with DoD customers and worked the Conference to increase awareness of the IT Commodity Program by working booths and meeting with customers.

c) Educating Industry on how the government operates increases the chances for greater competition:

The NITCP Team and the ITS Deputy Director, Schedules 70, participated on a panel for the Technology Association of Georgia (TAG). The theme of the event was “How Technology Companies Can Maximize Profitability through Federal Contracting.” The panel discussed: (1) How to grow in the federal Government space, (2) Pros and Cons of working with the Federal Government, (3) Turning competitors into teaming partners and (4) How to build a successful track record with the government. The event was held in June, 2011 and was opened to the public.

d) Small business outreach events

In addition to the events listed in Appendix B, Region 4 OSBU assisted FAS by conducting vendor searches utilizing CCR and coordinating with the SBA, Minority Business Development Agency, and other business advocacy organizations. In 4th quarter FY 2011, OSBU began using its customer management system to enter all business contacts for the purpose of tracking sources to support FAS and PBS requirements.

e) Commercial acquisitions

Acquisition requirements were reviewed to ensure they were not unreasonably restrictive against commercial marketplace practices. The review process was used for the multiple BPAs for IT/computer equipment and peripherals described above. These BPAs will have a combined estimated value of \$651 million.

E. Region 5, Great Lakes

1. PBS

a) Fostering Competition and Reducing Risk

Competition, the use of performance based contracts, and a preference for commercial goods and services are stressed at monthly Acquisition Council meetings led by the Competition Advocate, weekly region-wide disseminated Acquisition Tips of the Week, and regional training sessions. In FY 2011, PBS R5 teamed with the Regional Inspector General’s office to provide risk mitigation training in the area of fraud detection and responding to risk on construction and architect-engineering contracts. The office of the Competition Advocate provided training on how to accurately code contract actions in FPDS to ensure competition was reported correctly.

b) Training

PBS continued its focus on contracting officer training in FY 2011, developing tools to assist both experienced and incoming contracting professionals. For example, the R5 Contract Specialist Handbook provides supplemental instruction on the required steps in the acquisition process, with chapters highlighting topics such as: Market Research, Commercial items, e-Buy, and establishing Blanket Purchase Agreements. In addition to

being a valuable training tool, this guidance helps reinforce CICA requirements and promote performance-based and commercial item procedures. In FY 2012, the region will continue its emphasis on training and launch a Contracting Simulation Program that will expand on these topics and offer an interactive tool for acquisition professionals to experience 'real-life' acquisition scenarios.

c) Outreach Efforts

The Great Lakes Region OSBU has an active calendar of small business fairs and outreach events, averaging 50 events per year. In FY 2011, PBS attended 55 small business events. PBS R5 supported these events with updated acquisition information sheets, PBS representation, or both.

PBS R5 also has a Vendor Alliance Manager that serves as a liaison to the regional OSBU office and small and large businesses. This role is unique to R5 and has helped the region manage communication with vendors interested in doing business with GSA.

PBS has utilized sources sought notices to help determine acquisition strategies and set-aside potential for several acquisitions this past year, including general construction projects and service contracts such as snow removal services.

d) Vendor Communication

PBS took several steps to improve vendor communication and competition in FY 2011. Webinar tools such as Sametime and WebEx were utilized with greater frequency for preproposal conferences. The Region often has contract opportunities that cover multi-state geographic areas and therefore draws interest from vendors nationwide. Hosting virtual pre-proposal conferences attracted greater competition, particularly from small businesses who were not in the position to absorb travel costs if the conference were held in-person. In FY 2011, a virtual pre-proposal conference was held for a nationwide Appraisal Services IDIQ contract. The Appraisal Services ultimately received 41 offers, or four times the amount of the previous procurement in 2006 which only received 10 offers.

In July 2011, PBS Region 5 teamed with the Northern District of Ohio's U.S. Attorney's Office to plan and host a Federal Integrity Symposium in Cleveland, OH. The symposium highlighted federal ethics and compliance rules in the construction and service/supply industries as well as offered training on the new FAPIIS system including why it was established, its use in source selection decisions, and how a vendor responds to information in their record. GSA representatives emphasized the 'best value, firm-fixed-price' approach as the preferred acquisition strategy. The event attracted approximately 50 attendees.

e) Use of Performance Evaluations

PBS successfully transitioned to CPARS as the official contractor performance evaluation system in January, 2011. As of August, 2011, R5 currently boasts the greatest number of

evaluations in the system among PBS regions. PBS discusses the importance of contractor evaluations during post-award/pre-construction conferences and during contract administration, to remind our contractors that both poor and excellent performance will be documented. Thorough performance evaluations drive the selection of the best firms in future competitive solicitations and assist in weeding out the poor ones.

f) Performance Based

R5 has a cost-savings team who will, among other efforts, focus on service specifications in FY 2012. The goal is to ensure that specifications are written to identify actual requirements and that the requirements do not limit competition.

g) Other initiatives to foster competition

Helping to ensure a successful acquisition, including strong competition, starts first with acquisition planning and developing an acquisition strategy. This fundamental was reinforced through regional Global Project Management (gPM) training this year for all acquisition professionals.

h) Orders under multiple award contracts

PBS performed post-award contract reviews, checking to ensure fair opportunity processes were followed. Additionally, the individual contracting offices within PBS have internal management procedures in place to ensure that fair opportunity was provided to the IDIQ contractors. In FY 2011, PBS Region 5 was praised by the GSA IG's office for its efforts to maximize competition on an ARRA task order for work at the Patrick McNamara Federal Building. The project team came up with an aggressive contracting solution to address an additional \$27 million project need that was identified after the initial \$19 million construction task order was already awarded. An examination of the facts revealed that modifying the existing order would potentially violate the Competition in Contracting Act and that a new task order was needed. With strong management support and excellent staff work, the team worked with the major tenants to create a scope, solicit, evaluate and award a task order under an existing IDIQ within 30 days, meeting the ARRA obligation deadlines.

PBS regularly establishes competitive BPAs against the Schedules Program, for a variety of services relevant to our management of our buildings: Air Monitoring; Fire and Life Safety Support Services; Market Analysis; and services required under the National Environmental Policy Act (NEPA). Under a multi-award, competitive BPA, contractors have an incentive to offer further price discounts through competition of orders.

i) Barriers to Competition

Further guidance could be provided on construction as a commercial item including defining when it is an appropriate acquisition strategy. This area of commercial item acquisition is still ambiguous, especially as to its real or perceived benefits, so this authority may not be currently used to its fullest potential.

j) Recommendation to the SPE and CAO for increasing competition

Designating a regional Vendor Alliance Manager to serve as a liaison for PBS has helped manage vendor communication and interaction and helped vendors interested in doing business with PBS. This role could be duplicated in other regions.

k) Recognition and award system to motivate the acquisition workforce to promote competition

PBS Region 5 hosts an annual Acquisition Excellence Awards program that recognizes and celebrates acquisition professionals' annual accomplishments. The program highlighted acquisition success stories where competition was maximized. In FY 2011, while 'competition' was not an official factor in the awards program, it was a common theme among the nominations. In FY 2012, competition will be an official sub-factor in the program. This program could be duplicated in other regions.

2. FAS

a) Fostering Competition and Reducing Risk

Continuing the efforts noted in the Competition Advocate Report for FY09 and FY10, FAS Region 5 converted Time and Materials (T&M) contracts that were previously awarded by other Federal agencies to either Firm Fixed-Price or combination contracts issued by GSA. The combination contracts took requirements for which a portion of the work had little fluctuation and converted that portion to Firm Fixed-Price. The most important element of this change was the open dialogue with client agency representatives to educate them on the benefits of making the conversion and assuring them that they will still get the quality goods and services required. An estimated \$40 million T&M was converted to Firm Fixed-Price.

In addition, FAS workforce received the PBS Acquisition Tips of the Week which has regular topics regarding competition, the use of performance based and commercial acquisitions.

b) Increasing Use of Commercial Contracts

FAS solely procures commercial items using mainly FAR Part 8 and occasionally FAR Part 12.

c) Outreach Efforts

The Region's OSBU is the local arm for GSA's small business programs, utilizing outreach events, small business fairs, procurement conferences and training seminars. In FY 2011, the Region participated in 55 outreach/procurement conferences, six of which were sponsored by Senate and Congressional representatives. OSBU also provided training on the Multiple Award Schedules program and provided marketing tips and information on subcontracting opportunities for small business owners. Finally, the Region conducted training on the Women Owned Small Business Act and the Small Business Jobs Act of 2010. These events included a panel discussion of Contracting Officers from GSA and other Federal agencies who discussed the various requirements for the new laws and

how they affect their agencies. The OSBU in Region 5 also hosted four quarterly meetings with the Great Lakes Region Federal Agency Small Business Forum and three round table discussions with the Regional Administrator, Illinois Chamber of Black Commerce in Peoria, Illinois and the Jewish B2B Networking Event in Evanston, IL and the Hispanic Illinois Chamber of Commerce in Chicago, IL.

d) Multiple award contracts

In FY 2011, FAS established multiple award IDIQ contracts on behalf of the National Air and Space Intelligence Center to support recurring Signals Intelligence Engineering Support services requirements. Discounts were negotiated on all the contracts at the time of the award with the potential for additional discounts once individual orders are completed. The IDIQs represent approximately \$40 million over the life of the contracts. This is an example of GSA support for a recommendation made by OFPP's Memorandum of December 22, 2009, "Achieving Better Value from Our Acquisitions," which strongly encourages agencies to establish competitive BPAs.

In FY2011, FAS competed 100% of all orders under existing multiple award BPAs and/or multiple award IDIQs. This translates to fair opportunity on 141 of 141 orders on multiple award BPAs/IDIQs for AAS and NSD.

For some of the larger acquisitions, FAS utilized RFIs and/or Sources Sought Notices to garner input and interest from industry. While time lines do not always allows for this best practice, feedback from industry has been positive when the agency is able to share more information regarding potential acquisitions up front.

e) Use of Performance Evaluations

FAS stressed the importance of performance evaluations in FY 2011, transitioning to CPARs as the official contractor performance evaluation system. Past performance was an evaluation factor in all procurements, and the importance of successful performance was reinforced during post award meetings with contractors.

f) Other Initiatives to Foster Competition

FAS utilized its formal Contract Review Board to review high dollar value acquisitions to ensure acquisition planning, award, and contract administration are carried out in accordance with the rules and regulations.

F. Region 6, Heartland

1. PBS

a) Market Outreach

1. A number of pre-proposal conferences were held for specific requirements:
 - Operations and Maintenance (O&M) services in Davenport and Iowa City, IA.
 - Kansas City O&M, a total small business set aside.
 - Multiple Award Construction IDIQ

2. Also assisted 8(a) contractors in self marketing or open market solicitations.
3. Prepared the PBS Forecast of Contracting Opportunities report. The report provided information on upcoming contracting opportunities within the Region.

b) Competitive BPAs

The Region is in year 2 for the previously established competitive BPAs for energy services providing such services:

- Building Energy Audits
- Existing building commissioning & implementation services
- Review of new and renovation designs for energy elements
- Building energy simulations using EnergyPlus (US DOE)
- Building energy usage data analyses, monitoring, and associated recommendations
- Training and/or marketing of GSA energy program elements
- Energy project analysis, scope preparation, evaluation
- Building benchmarking & engineering certification through Energy Star Portfolio.

2. FAS

a) Performance-based contracting and reduction of HRC:

In Fiscal Year 2011, Region 6 FAS successfully transitioned a \$33million labor-hour contract into a performance-based contract, thus avoiding a large dollar HRC while observing the preference for performance-based contracting. Additionally during FY 2011, Region 6 FAS began to transition a \$3 million time and materials contract to a performance-based contract as the contracting officer further defined the contract requirements with the customer. FAS expects this trend will continue as these types of contracts are highly scrutinized and discouraged during the regional review process.

b) Streamlining

Simplifying, where possible, evaluation factors and sub-factors is a general practice in Region 6. By limiting the establishment of overly complex evaluation schemes and number of selection factors, FAS reduced the administrative burden for offerors generating proposals and errors in the government's evaluation. The benefits of this simplified approach was evident during the 4th quarter of FY 2011, where the solicitation phase of a major procurement had to be greatly accelerated in order to maintain the schedule to deliver mission-critical services to the customer. Without the streamlined approach, the evaluation team would not have been able to evaluate the large volume of proposals in the time allotted.

c) FAS outreach efforts

In March, 2011, the Facilities Maintenance and Hardware Acquisition Center held its 12th Annual Industry Day for its MAS contract holders. The event included presentations from GSA leadership, the latest in Government acquisition news, breakout training sessions, and opportunities for vendors to meet their Schedule Contracting Officer, Business Development Specialist and Supply Operation Center representative.

d) Improve communication with industry:

The Federal Strategic Sourcing Initiative is part of the President's Executive Order "Promoting Efficient Spending" dated November 9th, 2011. In September, 2011, the Region 6 FSSI Print Management team executed the first government-wide print-management contract vehicles that leverage the total cost of ownership of network printers and multi-function devices, saving an estimated \$600 million over four years. Several comprehensive exchanges with industry were essential in the requirements development and execution phases. Three formal industry sessions were held to obtain industry feedback and insight. Several individual equipment manufacturers and small businesses were interviewed to determine business and costing models, best practices, and to solicit targeted feedback.

Region 6 FAS conducted an on-site pre-proposal conference and site visit on one of its larger acquisitions, a \$40 million logistics and supply chain support contract for GSA's Eastern Distribution Center. The contracting officer and contract specialist presented as much information up front and answered as many questions as possible to enable offerors to determine if the acquisition would be a good fit for their respective firm. Positive feedback was received from industry in response.

e) Joint PBS/FAS/OSBU Market Outreach Events are listed in Appendix B.

f) Joint PBS/FAS Training Supporting Competition:

1/19/11-1/20/2011,	Task Order and Delivery Order Contracting PBS/FAS
2/7/11-2/14/11	Performance Based Contracting PBS/FAS
4/5/11-4/7/11	Subcontracting Plans & eSRS- PBS/FAS

G. Region 7, Greater Southwest

1. PBS

a) Marketplace Outreach

PBS continued to work closely with its OSBU to sponsor periodic PBS Vendor Days which gave businesses the opportunity to present their capabilities to acquisition and technical staff. In FY 2011, the PBS Vendor Days were revamped into a bi-

annual “Access Forum” to include FAS and the Army Corps of Engineers – Fort Worth District (ACOE). Instead of each vendor presenting their capabilities to PBS, PBS Acquisition Management, Real Estate Acquisition, and Design & Construction Divisions, FAS and the ACOE presented information on their organization and upcoming contracting opportunities and then vendors were given an opportunity to meet and greet contract or realty specialists and technical staff on a one-on-one basis.

Five representatives from PBS Acquisition Management and Real Estate Acquisition Divisions were speakers during the National Government Procurement Conference in Midwest City, Oklahoma in April, 2011. Presentations were on Repair & Alterations Projects, Real Estate, Building Services Contracting and IDIQ Contracting. PBS representatives also participated in one-on-one sessions with vendors.

PBS Region 7 met its Small Business Service Disabled Veteran Owned Small Business (SDVOSB) goal in FY 2011. A concerted effort was made to seek out Service Disabled Veteran Owned Small Businesses by using Sources Sought and SBA’s Dynamic Small Business search tool. As a result of this market research, PBS was able to set-aside some procurements for SDVOSBs and increased participation by SDVOSBs in procurements that were not SDVOSB Set-Aside.

PBS also identified an opportunity for an Economically Disadvantaged Women-Owned Small Business (EDWOSB) set-aside procurement for custodial services in Oklahoma and was able to successfully make an award to an EDWOSB firm.

b) Improve communication with industry.

A series of small business subcontracting outreach events were held for the American Recovery and Reinvestment Act Leland Federal Building Project in Houston, TX between the Design/Build (D/B) contractor, Gilbane Building Company, and prospective small business subcontractors and suppliers. In October, 2010, a meeting was held between the D/B contractor and local firms to discuss the project and explain how contracts were to be awarded. Representatives from GSA including the CO and Project Manager were present. Two additional Small Business Outreach meetings were held in December, 2010 and April, 2011 for the project.

In June, 2011, a small business subcontracting outreach was held with construction general contractor, Turner Construction, and local El Paso small business contractors on a construction project for a new Land Port of Entry at Tornillo, Texas. Over 99 contractors attended the event to meet with Turner Construction concerning subcontracting opportunities on the project.

c) Performance evaluations

In an effort to increase timeliness of reporting contractor performance in CPARS, the PBS Acquisition Management Division branch offices worked jointly with their program offices through regular meetings. The importance of meaningful and timely performance evaluations was emphasized. Monthly reports of overdue evaluations were sent to the Directors and supervisors of those on the list to encourage users to complete their portion of the evaluation. The Contracting Officers reminded and worked with the CORs individually to encourage timely completion. Regional training on the importance of performance evaluations and the CPARS process was also given.

d) Recognition or award system to motivate the acquisition workforce to promote competition

PBS Acquisition Management Division has an Employee of the Quarter Program which recognizes divisional employees who provide exceptional contributions to the division or a branch. Selection criteria to be considered include accomplishments to increase small business participation or significant subcontracting with small business.

2. FAS

a) Performance Based Acquisitions

FAS continued to focus on the increased use of Performance Based contracts. As requirements were developed, Contracting Officers and Project Managers worked together to determine if a requirement could be performance based. In Region 7 FAS, all procurements are required to be Performance Based or a justification must be submitted to the Acquisition Director. This past year, progress was made in converting the FBI cable and wiring tasks to performance based task orders.

b) High Risk Contracts

Acquisition Operation Division conducted training to the acquisition workforce, emphasizing the need to increase competition and reduce sole source competitions. As a result sole sources/limited source procurements were reduced by approximately 20% from FY 2010.

Internal training was provided to acquisition workforce to encourage them to move away from T&M task orders and use more fixed price task orders. Reviews were conducted on all new requirements for the potential to award a fixed price task order. If a requirement could not be awarded on a fixed price basis, awards were reviewed for award based on a hybrid model with a portion being firm fixed price.

c) Commercial contracting

Acquisition Workforce utilized existing Multiple Award Schedules and other commercial contract vehicles as a priority for sourcing commercial item/service procurements. Multiple Award Schedule procurements followed the ordering

guidelines for FAR Part 8. Requirements were posted on Ebuy and contractors given adequate time for submission of offers. All requirements were posted for 30 days to give contractors an opportunity to prepare a quality proposal and to encourage competition.

d) Streamlining

Acquisition Operations Division initiated a 30-30-30 goal to streamline and improve their procurement leadtime. The 30-30-30 represents 30 days for solicitation preparation, 30 days for solicitation of offers, and 30 days for evaluation and award. A tiger team was established to evaluate the procurement process. The team developed a new Evaluation Plan that shortened the time for the Project Manager, Contracting Officer, AOD Branch Chief and Regional Counsel to review the pre-solicitation documents and approve the individual evaluation plans. This has allowed the CO/PM to stay within the 30 days from receipt of a package to posting the solicitation. The team also developed CO/PM responsibilities matrix that clarified and defined the roles and responsibilities of the CO and PM.

e) Internal Controls

Senior management review and approval is required for all time and material or labor hour (T&M/LH) contracts/task orders exceeding a three year contract period. These reviews resulted in reducing the number of T&M/LH vehicles by 30%.

Internal reviews were conducted by the Acquisition Managers on task and delivery orders to ensure compliance with FAR 8.405 and 16.505 and no incidents of noncompliance were identified. All task and delivery order requirements were posted either in EBuy or in the case of GWACs, all sources were solicited to increase opportunities for competition.

f) Marketplace Outreach

FAS worked with OSBU at a number of outreach events listed in Appendix B.

g) Improve Communication with Industry

A Sources Sought was used on many FAS procurements to increase competition. If needed, a Request for Information was posted on Ebuy to solicit comments from contractors on any perceived barriers to competition prior to issuing a Request for Proposal.

Over the last year, Region 7 FAS has made a coordinated effort to communicate specific agency priorities to the small business community. For example, the Region 7 OSBU was involved in efforts concerning environmental programs, women-owned small businesses, service-disabled veteran-owned businesses, sub-contracting compliance, and marketing of GSA Schedule contracts.

H. Region 8, Rocky Mountain

1. PBS

PBS competes contracting requirements to the maximum extent possible. FY 2011 competitive awards represented 82% of the total contract award dollars equating to nearly \$400 million. The majority of the non-competitive awards were made under the 8(a) small business program.

PBS continued to award as many contracts as appropriate as commercial items/services. During FY 2011, 58 PBS commercial awards were made with a value of over \$72 million.

Region 8 PBS continued to award a considerable number of contracts using performance based specifications. During FY 2011, 140 actions were awarded as performance based contracts equating to \$41.6 million.

2. FAS

a) Expanded Use of Performance Based Acquisition

FAS focused on performance based service contracts throughout FY 2011. One effort that reflected this commitment was an IDIQ awarded to support the Air Force Medical Service Agency. This requirement supports continental United States hospital service facilities and ensures that facilities, ensuring they are well maintained and in superior condition. This contract includes incentives to ensure that quality objectives are met and also had a portion set aside for small business.

b) Engaging Industry

The region utilized RFIs and held pre-solicitation conferences to inform businesses of upcoming large procurements. These tools were utilized for two large facility maintenance procurements for the Air Force. This was highly successful in both cases with over 30 industry partners attending each event.

FAS Region 8 has also continued to utilize RFIs and pre-solicitation meetings to involve industry early in the procurement cycle for the purpose of improving the performance work statements, refining the requirements. This allowed industry partners to be prepared and ensured that the solicitation was clear and understandable to all parties who wished to compete.

The Regional Commissioner and his staff participated in the monthly meeting of the American Council for Technology –Industry Advisory Council (ACT-IAC) and conducted numerous in person meetings with many small businesses and industry leaders. Currently, the Regional Director for Customer Accounts and Research is the president of the local ACT-IAC chapter.

3. Joint PBS/FAS Outreach Efforts with OSBU

The Region participated in over 20 events in FY 2011 related to enhancing competition and supporting small business. Highlights are listed in Appendix B.

I. Region 9, Pacific Rim Joint Report Issued by PBS and FAS

a) Fostering competition, use of performance based and commercial solutions.

PBS awarded construction contracts on a fixed price, competitive basis. To enhance competition further, PBS consolidated requirements for a single construction trade, such as electrical requirements at various facilities, into one procurement and broke out a requirement at one facility for multiple construction trades (such as HVAC & plumbing) into separate procurements. In the case of a single construction trade requirement at multiple facilities, firms were allowed to propose on some, or all, of the Government's requirement so as not to exclude small businesses due to the size of the procurement, with the Government retaining the right to make multiple awards from the one procurement.

PBS awarded facility service contracts on a fixed price, competitive basis. Performance based contracting methods were used via commercial services practices.

In FY 2011, PBS started conducting Design Intent Drawing (DID) workshops in its leasing program with the original intent to reduce the amount of time before the Government tenant agency moved in and took occupancy from the commercial owner/manager. This actually fostered competition as the number of lessors responding to Solicitations for Offers increased when DID workshops were held. Lessors were more likely to quote because they understood all of the work and risk involved. The added benefit of shortening the amount of time before the Government began paying rent to the commercial owner/manager (in some cases from 10 months to a matter of days), coupled with reduced costs as a result of increased competition, helped GSA Region 9 be more timely and cost effective in serving its customer, the Government tenant agency.

FAS fostered competition through the fair opportunity process. FAS acquisition professionals in coordination with project managers also performed robust market research to determine if requirements were commercially available.

b) Commercial solutions

PBS teamed with FAS to focus on the use of FAR Part 8 for the renovation of the Environmental Protection Agency's (EPA) San Francisco headquarters. The team addressed "enterprise requirements" for EPA's strategic goals, committed to accountability and delivery dates, and maximized the use of FSS for the renovation. The use of the Schedules to fulfill the EPA's requirement streamlined the acquisition process, providing pre-negotiated rates as established under the umbrella contract.

c) Streamlining

PBS streamlined the source selection process by limiting the number of non-price factors to two or three depending upon the nature of the requirement (experience, past performance, and management approach, if the requirement was complex).

FAS assisted acquisition services utilized fair opportunity procedures for Schedules and GWAC buys. FAS employees received comprehensive training by Regional Counsel on the evaluation process for Schedules and GWACs. Like PBS, FAS reduced the number of evaluation criteria/factors to only those which serve as true “discriminators” which offer the best value for GSA and the customer.

d) High Risk Contracts

PBS did not award any cost reimbursement, time and material (T&M), or labor hour (LH) contracts.

In FAS, the proposed use of T&M or LH contract must be concurred by FAS management, and, based on the threshold level, the Competition Advocate and/or the Regional Commissioner. The implementation of this level of review and internal control resulted in a significant curtailing of high risk contracting vehicles.

In addition, FAS developed a risk mitigation strategy for those contracts which were originally typed as T&M or LH. Historical data and pricing information was used to determine if restructuring of the contract/order from a HRC to a FFP vehicle was feasible.

The FAS Competition Advocate ensured that all actions which required other than full and open competition were fully documented. It should be noted that these situations were rare as most sole source actions were issued under the 8(a) Program. The Competition Advocate apprised senior leadership, including the Head of Contracting Activity, regarding high risk and other than full and open competition actions.

e) Engaging Industry

PBS issued a sources sought announcement seeking small business architect-engineering firms to be the lead designer on a federal prospectus level project for the repair and alteration of the Frank Hagel Federal Building in Richmond, California. PBS and FAS together conducted a site visit for a cabling requirement at 50 United Nations Plaza, which is being renovated to become GSA’s new regional headquarters. FAS also conducted a pre-proposal conference for their Value Engineering at Sourcing Support Tool requirement with 19 firms attending.

In an effort to increase interest and awareness in GSA real estate leasing, Region 9 PBS used marketing flyers and contacted brokers directly to announce upcoming

opportunities instead of relying solely on FedBizOpps. On the islands and in other more remote continental locations, the use of newspaper advertisements helped generate increased interest in real estate leasing.

FAS used the RFI publication process in FedBizOpps or through a “sources sought” advertisement in E-Buy. In addition, competition was fostered through the fair opportunity process enunciated in FAR Part 16 and FAR Part 8, particularly for Information Technology and Network Services. FAS ensured that there is sufficient time for offerors to submit proposals, allowing a minimum of 30 days and/or the receipt of three offers to comply with FAR 8.405.

f) Marketplace Outreach

As part of its outreach efforts, PBS conducted 100 small business outreach events that over 17,700 people attended, conducted monthly Vendor days to afford firms an opportunity to showcase their capabilities, conducted periodic “Opening Doors Conferences” promoting prime contractor and subcontractor opportunities, and participated in GSA Business Workshops. PBS participated in local associations such as the American Subcontractor Association’s monthly meeting to develop better relations with industry.

g) Performance Evaluations

PBS provided contractors with feedback on their performance throughout the course of a project. Areas of deficiencies were brought to their immediate attention and addressed accordingly. In case of unresolved problems or recurring issues, the Contracting officer and Project Manager met with the contractor, noting the areas that required improvement. During the closeout process, final performance evaluations were performed by the Project Manager and Contracting Officer. These evaluations were entered into the CPARS system.

In addition, PBS Asset Managers routinely conducted site inspections and provided progress reports to management. Follow-up sessions with the contractors helped improve their current and/or future performance on the project.

Another PBS practice established for all major ARRA projects measurement and verification task orders to independently evaluate the success of project work. This will enable GSA to conduct post-installation data trending analysis allowing GSA to compare results to expectations.

In FAS, in order to drive behaviors in ensuring timely submission of CPARS evaluations, contracting officers’ performance plans require that the submissions be performed within prescribed timeframes. This has made Region 9 first in all the Regions of having the highest percentage of completed CPARS actions. Lastly, FAS, routinely evaluates past performance through PPIRS or through conducting surveys prior to contract award.

h) Performance Based

In PBS, all scopes of work were drafted for management's review and approval to alleviate uncertainties and minimize risk. Design-build construction versus traditional design-bid-build methods were used extensively with use of design-build criteria (bridging documents) that include basic concepts and technical standards tailored to the project. To improve or maintain high quality performance, monthly Field Office meetings were conducted with the customer, procurement personnel, the Field Office Manager and the contractor as warranted.

FAS monitored the use of performance-based contracts through acquisition planning, oversight reviews, and information inputted into contract databases. This resulted in almost 100% compliance in the use of performance-based statements of work (PBSOWs). Project Managers within the Assisted Acquisition Services Division proactively assisted their clients in translating requirements into a PBSOW. The Service also required contractor-prepared Quality Assurance Surveillance Plans (QASPs), specified as a deliverable during the stages of the project. The use of this method mitigated Government risk and placed the responsibility on the contractor.

i) Training

PBS conducted an Acquisition Community Day training each month for procurement personnel who attend in-person or remotely.

FAS provided six individual training courses during FY 2011, conducted by members of the Acquisition Operations Division or by the Regional Acquisition Policy Executive. These sessions covered such topics as acquisition risk mitigation, preparation of government estimates, the placement of task orders utilizing appropriate selection criteria, acquisition planning and market analysis, and advanced COR/COTR training. In addition, the FAS Commissioner and senior leadership were committed to cross training in all types of contract vehicles, as a long-term performance goal, and the completion of an online Green Purchasing course by the end of calendar year 2011. Due to budget constraints, the vast majority of training was conducted via teleconference within the Region.

j) Multiple awards

PBS records indicate that the percentage of delivery order dollars competed has consistently increased for the past four years from 26.4% in FY 2008 to 88.4% in FY 2011. Part of the success is due to proper planning by the acquisition team and the subsequent review and approval of the acquisition plan by the RPO. Any task/delivery FSS order (except utilities) exceeding \$5 million requires RPO review and approval prior to award. Finally, as an initiative noted in our FY 2010 report, PBS implemented the Acquisition Tool to assist Contracting Officers in managing fair opportunity among multiple-award Indefinite Delivery/Indefinite Quantity contracts.

FAS possesses internal controls, including oversight reviews, “spot” checks, program evaluations, peer to peer and management reviews to ensure that all required documentation is present in the file and proper acquisition processes are followed. Full compliance was found in FY 2011 with fair opportunity for task and delivery orders, pursuant to the Interim Rule and the more restrictive policy articulated by Department of Defense. Any restriction of fair opportunity or receipt of less than three offers was appropriately documented.

k) Barriers to commercial or competition

PBS has several NISH contracts for Janitorial and Grounds Maintenance that were negotiated at rates higher than our other non-NISH contracts. PBS is working diligently with NISH to develop a better strategy to become more efficient, more productive, and to improve quality through our quarterly Program Success Team meetings.

Despite Region 9 PBS’ best efforts in Lease Reform, the lengthy GSA leasing process may always remain a deterrent to some potential offerors. In some cases, green requirements prevent competition from lessors that are unable or unwilling to make the investment in their entire building for GSA to occupy only a small portion. There are times where other clauses or regulations regarding building codes, accessibility, or fire/life safety are more restrictive than the same local regulations. As a result, some building owners are similarly unwilling or unable to make the investment required to bring the building up to the higher standard required by GSA.

There have been situations within the assisted acquisition services side of FAS wherein contracting officers experience delays in obtaining customers’ requirements in a timely manner. This may be due to changing requirements and budgetary constraints. These scenarios generally require the continuity of mission-critical services. Consequently, the resultant action may require a restricted competition, logical follow on, or a sole source solution.

To increase the use of FAR Part 8 in Region 9 PBS procurements, PBS believes that the Federal Supply Schedule needs to include sources that can provide construction related turn-key services for the purchase and installation of supplies. The ancillary construction services currently provided on several Schedules need to be expanded to provide an integrated solution for our customers. For example, FSS sources for the electrical/lighting requirement, which includes fairly complex installation and project management issues with purchase of the hardware. However, these related services were not available under FSS. As government procurement for construction and services has evolved towards turn-key solutions, an increase in the number of FSS sources for such requirements would be helpful in the acquisition of commercial items.

I) Recommended FY2012 Goal

Region 9 proposes the competition goals for FY 2012 be 75% based upon our results for the past three years, the expected decline and uncertainty in the amount of acquisition dollars due to budget constraints, and for FAS, the requirements from Assisted Acquisition and the Network Service Divisions. With AAS, there is a significant initiative to have single award 8(a) contracts; for IT, a streamlined method to utilize the STARS 8(a) GWAC. For Network Services, the pool of available contractors to perform telecommunications services is severely limited due to the number of large businesses (e.g. AT&T, Verizon) competing in this area.

FAS continues to foster maximum competition for our acquisitions, with limited use of restricted competitions or other high risk contracts. The Competition Advocate works closely with the Head of Contracting Activity and the cadre of other Competition Advocates to look at best practices for fostering and promoting competition, particularly within this economic environment.

PBS plans to increase awareness of our competition goals and results, assist Division Directors and their Contracting Officers that are struggling, and recognize those that are top performers. One proposed method to increase awareness is the development of a Best Practices/Lessons Learned Bulletin on competition advocacy and socioeconomic programs.

J. Region 10, Northwest/Arctic

1. PBS

a) Marketplace Outreach

For construction acquisitions, subcontracting opportunities were posted on the Federal Business Opportunities website. This ensured wide dissemination of the requirement in an effort to maximize competition at the subcontract level and provide opportunities for small business firms (especially in specific construction trades) to participate in multi-trade projects for which they were unable to compete as a general contractor. Additionally, Subcontracting Industry Days were conducted throughout the year for Capitol Construction Projects for the Edith Green-Wendell Wyatt and Federal Center South buildings. Market Research was aggressively expanded to include all Small Business Set-Asides, especially SDVOSBs and WOSBs, to increase the pool of available contractors for acquisitions.

b) Expanded Use of Commercial Practices:

PBS converted, and will continue to convert, many of their Operations & Maintenance/Janitorial (O&M/Jan) contracts to commercial performance based contracts. These contracts will be procured using the FAS Facilities and Maintenance Management Schedule. Acquiring more operation and maintenance services for GSA buildings through the use of the Schedule Program significantly

reduces the time and level of effort needed to place these contracts and attracts a greater level of competition from the marketplace. In addition to the O&M/Jan contracts, PBS increased the amount of commercial contracts by awarding several Professional Services contracts using the FAS Schedule contracts.

c) Fair Opportunity Practices for Multiple Award Indefinite Delivery/Indefinite Quantity (IDIQ) Contracts

PBS has several multiple award IDIQ contracts in place for Construction and Architect and Engineering (A/E) services in each of its regional geographic locations (Washington; Puget Sound area/eastern Washington; Oregon; and Alaska). The majority of task orders were competed using the fair opportunity process. The A/E Task Orders were competed using "Mini Brooks Act" ordering procedures to meet the fair opportunity requirements. The Acquisition Management Division and Design & Construction Branch Chief conducted contract reviews of the orders for compliance.

d) Competition after Exclusion of Sources

Competition was encouraged even when set-asides were used. The Design & Construction Branch awarded the majority of awards competitively with a limited amount of 8(a) Sole Source contracts. For general construction services, the Service Centers awarded the majority of orders competitively under the existing multiple award task order IDIQ contracts. R10 is embracing the global Project Management program (gPM) rolled out by central office PBS. The gPM program applies project management skills to all PBS field office transactions, balancing the customer needs with those of GSA and the PBS portfolio. The gPM methodology requires more advanced planning resulting in better acquisition strategies which in turn fosters competition.

2. FAS

a) Industry Days, Seattle, Washington.

One hundred and fifty current Schedule contractors attended this event held in September. Topics covered included Long-Term Strategic Plans, Federal Market Outlook (by the Washington Management Group), e-Tools, Consolidated Schedule issues, Blanket Purchase Agreements, Contract Teaming Arrangements, Industrial Operations, and other acquisition management topics. Additionally, contractors could choose between attending sessions on Small Business Subcontracting Plans, Reporting and Obligations, or a Marketing Session. The second day also included an opportunity to visit with the Schedule Contracting Officer Supervisors. During this event, a new initiative was rolled out, presenting a Pre-Offer Seminar for those contractors considering participation in the Mission Oriented Business Integrated Services Schedule. Thirty companies attended the seminar for an overview of not

only the key elements to make a successful offer, but also about responsibilities in becoming a Schedule holder and the competition they will face.

b) Training to Government Personnel:

The Management Services Center provided 177 hours of training to 2,063 government contracting personnel at 42 different locations. The length of the courses ran from two to eight hours, and they covered detailed instruction on how to order professional services from GSA Multiple Award Schedules. A significant portion of the training is dedicated to educating these contracting officials on meeting small business goals when using the Schedules. Sub-contracting, teaming, and the use of blanket purchase agreements as a means to increase competition are discussed in detail.

The training of DOD and other Federal agencies throughout the year included approximately 2063 attendees in training sessions on the Multiple Award Schedule program for a total of 78 hours. The Division Director, Mr. Bradley Powers, along with Mr. Dan Briest, conducted nationwide training to countless individuals on processes and procedures on using the Schedules program. Contractor Teaming Agreements and Blanket Purchase Agreements were among the training topics received by federal personnel. The bulk of the training was given to acquisition professionals in the 1102 series.

K. Region 11, National Capital Region

The National Capital Region (NCR) again served as the host and coordinator for the “Access to Success” Small Business Conference. This attracted over 450 small businesses and 55 representatives from both PBS and FAS. This year NCR included a new platform designed to give small businesses the opportunity to showcase their service offerings to individuals involved in the purchasing process for NCR and to expose NCR buyers to the most innovative small businesses available to meet their procurement needs. The “Access Forums” allowed over 20 firms to present marketing presentations to NCR staff involved in the purchasing process. Several of the firms received contracts with NCR following the Forum. Based upon the favorable reviews received, this will continue to be an annual event for the NCR.

1. PBS

a) Marketplace Outreach

NCR continued to offer 8(a) Certification Training Labs at the St. Elizabeth’s Opportunity Center and at the Computer Lab at the District of Columbia Library. This outreach action has been a major success in the Ward 8 business community and has been an integral part of success in maintaining good community relations during the St. Elizabeth’s project.

2. FAS

a) Marketplace Outreach:

- NCR Assisted Acquisition Service (AAS) conducted Industry Days in an effort to increase competition by providing an opportunity for the Industry Partners to have open exchanges with Government regarding upcoming requirements.
- NCR's Small Business Utilization Center (SBUC) supported the Information Technology and the Financial and Business Solutions Acquisition Centers by conducting marketing presentations during their respective Industry Days. The training provides information on eTools and strategies that can assist small businesses in marketing their GSA multiply award contract to customer agencies. The success of the presentations has prompted the IT Center to record the presentation for posting to their vendor assistance website.
- NCR SBUC collaborated with the Property Management Community of Practice Guild to include small business presenters during their quarterly meeting. Small businesses provided company introductions to the building managers, leasing specialist and other NCR staff in attendance at the Guild. The exposure has been beneficial in helping our buyers identify small businesses that can meet their property management service needs.

b) Coordinated outreach with OSBU. See Appendix B for additional outreach activities.

L. FAS Central Office

A standardized training program was developed across the Office of General Supplies and Services (GSS) portfolio in FY11. Training coordinators representing each Center in Regions 2, 3, 6, 7 and 10 met with GSS central office in October, 2010, and drafted a charter to document the goals of the program, roles and responsibilities, and the process for creating consistent training modules across the Portfolio. The team developed standardized training tools, such as ordering under FAR Part 8, to be given at monthly training sessions held in each GSS Region. The team met every two weeks, reviewed recent changes in acquisition, shared already developed training modules and determined the need for drafting new training modules. The initial training sessions conducted in FY 2011 emphasized the principles of competition, transparency and fair opportunity. Each Center is required to report monthly on the attendance by the 1102 community.

APPENDIX A:
List of Fiscal Year 2011 GSA Competition Advocates

GSA Competition Advocate (National Level):

Virginia Huth
Director, Office of General Services Acquisition Policy, Integrity & Workforce

Service Level:

FAS – Lisa Grant
PBS – Jennifer Smith

Regional Competition Advocates:

New England Region (1), Boston, MA
FAS & PBS – Ed Wirtanen

Northeast and Caribbean Region (2), New York, NY
FAS – Theresa Ramos
PBS – Warren Hall

Mid-Atlantic Region (3), Philadelphia, PA
FAS – Jack Wise
PBS – Dale Anderson

Southeast Region (4), Atlanta, GA
FAS – Mona Neal
PBS – Jack Odom

Great Lakes Region (5), Chicago, IL
FAS – Kim Brown
PBS – Mike Wolff

Heartland Region (6), Kansas City, MO
FAS – Gary Scibona
PBS – Tim Pfohl

Greater Southwest Region (7), Fort Worth, TX
FAS – Kathy Colomo
PBS – James King/James Ferracci

Rocky Mountain Region (8), Denver, CO
FAS – Penny Grout
PBS – Kelly Russell

APPENDIX A:
List of FY 2011 GSA Competition Advocates (continued)

Pacific Rim Region (9), San Francisco, CA

FAS – Leslie Yamagata

PBS – Robert Shepard

Northwest/Arctic Region (10), Auburn, WA

FAS – Geraldine Watson

PBS – Catherine Kualii

National Capital Region (11), Washington DC

FAS – Iris Faltz

PBS – Melanie Lewis

APPENDIX B
Outreach Efforts Conducted with Office of Small Business Utilization (OSBU)

Region 1 Outreach Approach	Date of the Outreach	City	State
Greater New England Minority Supplier Development Council Business Opportunity Expo	September 29, 2010 – October 1, 2010	Mashantucket	CT
New England DOD Northeast Regional Council Matchmaker	October 5 -6, 2010	Portland	ME
National Minority Business Forum	October 14, 2010	Norwich	CT
GSA Schedules and Federal Contracting Opportunities Workshop	October 20, 2010	Boston	MA
18 th Annual U.S. - Canada Energy Trade and Technology Conference	November 4, 2010	Boston	MA
Service Disabled Veteran Owned Business Forum	November 9, 2010	Newport	RI
Top 100 Women Led Business Awards	December 8, 2011	Boston	MA
CT DOT Pre-Bid and DBE Meet and Greet Conference	January 10, 2011	New Britain	CT
CIO Magazine and HP Breakthrough to the Cloud	January 11, 2011	Boston	MA
Mass Technology Leadership Council	January 11, 2011	Cambridge	MA
Entrepreneurship Technology Forum	January 18, 2011	Waltham	MA
Federal Contracting Opportunities Training Workshop	January 19, 2011	Boston	MA
Hispanic Chamber of Commerce Small Business Forum	January 28, 2011	Boston	MA

Woman Owned Business and Economically Disadvantaged Woman Owned Business	February 4, 2011	Boston	MA
RI Small Business Matchmaker	February 8, 2011	Warwick	RI
Federal Contracting Opportunities Training Workshop	February 16, 2011	Boston	MA
Senator Patrick Leahy, Vermont Small Business Conference.	February 24, 2011	Burlington	VT
Federal Contracting Opportunities Training Workshop	March 16, 2011	Boston	MA
Women and Minority Business Forum	March 24, 2011	Warwick	RI
GSA's utilization of Project Labor Agreements (PLA) with the Maine Builders; Consortium	March 25, 2011	Augusta	ME
Introduction to Government Contracting	March 29, 2011	Rockland	ME
5th Annual Rhode Island Economic Summit Follow-up Breakfast	March 30, 2011	Cranston	RI
SBA Small Business Jobs Act Listening Tour in Boston, MA	April 1, 2011	Boston	MA
Small Business Forum	April 12, 2011	Portland	ME
Federal Contracting Opportunities Training Workshop	April 13, 2011	Boston	MA
2011 Graybar Technology Showcase	April 14, 2011	Burlington	MA
GSA Mentor Protégé Conference	April 22, 2011	Washington	DC
Annual Conference	April 28, 2011	Plantsville	CT
Small Business Matchmaker	May 9, 2011	Nashua	NH

Federal Contracting Opportunities Training Workshop	May 11, 2011	Boston	MA
3 rd Annual Business XPO	May 25, 2011	Boston	MA
GSA Small Business Training “Winning the Future: Small Business Innovation & Public Sector Contracting”	June 1, 2011	Bangor	ME
2011 Network World IT Road Show	June 7, 2011	Boston	MA
Federal Contracting Opportunities Training Workshop	June 15, 2011	Boston	MA
Reverse 8A and Hubzone Matchmaker	June 17, 2011	Boston	MA
Open for Business: Contracting Opportunities for Connecticut Small Businesses	June 23, 2011	Hartford	CT
Business Summit	June 27-28, 2011	Hyannis	MA
CT AIA Business Conference	June 29, 2011	New Haven	CT
Sustainable Business Leadership and Management Conference	July 11-15, 2011	Burlington	VT
Federal Contracting Opportunities Training Workshop	July 13, 2011	Boston	MA
Clean Economy Network of Boston	July 29, 2011	Boston	MA
Federal Contracting Opportunities Training Workshop	August 17, 2011	Boston	MA
Federal Contracting Opportunities Training Workshop	September 14, 2011	Boston	MA

Region 2 PBS/OSBU Outreach Events

- MTA's Annual Minority, Women, and Small Business Enterprise Conference, New York, New York
- Society of American Military Engineers Annual Conference, Newark, NJ
- Minority Business Enterprise Annual Meeting, Federal Reserve Bank of New York, New York, NY
- New Jersey Association of Women Business Owners, Rutgers University, Newark, NJ
- March 30, 2011; SBA Jobs Act Tour, New York, NY
- Northeastern American Indian Economic Development and Procurement Conference, Verona, NY
- Women in Business Leadership Roundtable, New York, NY
- SBA Government Procurement and Match Making Event, St. Croix, U.S.V.I.
- Asian Women in Business, New York, NY
- U.S. DOC Business to Buyers Procurement Matchmaker
- Puerto Rico Federal Contracting Week Conference Expo, San Juan, PR

Region 4, Southeast OSBU Events

- April 6, 2011, the NITCP team participated in the Alliance Small Business Conference located at the Georgia International Convention Center.
- April 13, 2011, the NITCP Team represented two programs, both the ITCP and AASD, at the Procurement Fair located at the MLK Bldg.
- GSA EXPO, May, 2011- The NITCP team represented the Program at the GSA Expo and Network Services Conference. The team collaborated and worked the Expo and Network Services Conference to increase awareness of the IT Commodity Program by working booths and meeting with customers. The team held meetings with several industry partners (over 10) at the EXPO to discuss the RFI and future developments with IT buys under schedule 70; the FSSI Office Supply initiative; communication with clients and industry partners. The team followed-up with customer agencies to get information from their program managers, Chief Information Technology Officers and Contracting Officers for their Strategic Sourcing Initiatives for the Office Supply BPA and IT buys: Dept of Navy, Dept of Interiors, Dept of Homeland Security, and Dept of Veteran Affairs
- GSA/AAS/Region 4 participated in the NASA Stennis Space Center Industry Day on September 27th, 2011 hosted by the Small Business Administration (SBA) to promote the use of small business to fulfill agency requirements. Guests included numerous Mississippi small businesses, NASA contracting professionals, the South Mississippi Contract Procurement Center, the Mississippi Technology Alliance, the Service Corps of Retired Executives (SCORE) and GSA. GSA/AAS/Region 4 associates were able to direct multiple capable vendors to open GSA Request for Information (RFIs) and Proposals (RFPs) to spur increased competition.
- Other small business outreach efforts between the Regional Office of Small Business Utilization (ROSBU) and FAS, particularly targeting IT, MOBIS and GSA Multiple Award Schedule Contractors with low and no sales:

1. GSA/ROSBU Seventh Annual Veterans Business Conference Atlanta, GA 11/10/10
2. Alliance South Conference Atlanta, GA 12/7/10
3. Women's Set-Aside Contracting Program Atlanta, GA 2/9/11
4. EPA Conference Atlanta, GA 4/27/11
5. GSA Expo San Diego, CA 5/9/11
6. Univ. of Central FL PTAC/SBDC Matchmaking Forum Orlando, FL 5/19/11
7. IRS SB Forum Charlotte, NC 5/24/11
8. SBA Matchmaking For Georgia 8(a) Certified Companies Athens, GA 7/18/11

Region 6, Heartland Region OSBU Events:

Activities included:

- Monthly-Kansas City Networking Business Meeting, Kansas City, MO
Local entrepreneurs are offered the opportunity to introduce their business to small and large businesses, school districts and universities, as well as local, state and federal agencies.
- Monthly- St. Louis Networking Business Meeting, St. Louis, MO
Local entrepreneurs are offered the opportunity to introduce their business to small and large businesses, school districts and universities, as well as local, state and federal agencies.
- Monthly- SBA Hosted Contracting Webinar - Various Small Business Topics, Teleconference, Kansas City, MO A different small business topic relating to contracting is discussed each month.
- Monthly- KCSOURCELINK Partner Meeting, Kansas City, MO
Learn more about their programs that support small business growth and development.
- 10/4-7/2010: Minority Enterprise Development Week, Kansas City, MO
The event is a city-wide celebration of the small businesses within the community. Activities include networking, a bus tour to small businesses in the area, and awards.
- 10/19/2010: Doing Business with Public Entities—Omaha, Omaha, NE
Nebraska Business Development Center, Procurement Technical Assistance Program, University of Nebraska Omaha
- 10/26-29/2010: Access to Success Conference, Washington, DC
- 11/18/2010: GovFest 2010, Overland Park, KS GovFest 2010 for Entrepreneurs: What Government Information Can Do For Your Business
- 12/1/2010: Sustainability Conference, Overland Park, KS
- 1/24/2011: "Doing Business with the Government"—Senator McCaskill, St. Louis, MO

The Saint Louis office of U.S. Senator Claire McCaskill hosts a small business seminar to connect small businesses with resources to help companies learn how they can better compete for and win government contracts.

- 2/1-2/2011: Society of American Military Engineers (SAME) Greater Kansas City Post Industry Day, Kansas City, MO .
- 3/16/2011: St. Louis Small Business Expo, St. Louis, MO The St. Louis Business Expo provides an environment for businesses to enhance their relationships, research the market for the leading products and services, and learn about the latest best business practices.
- 3/21/2011: Annual Sixth Congressional District Small Business Expo- Sam Graves, Kansas City, MO

The Expo will have several different panel topics for attendees to choose from including: Access to Capital; Getting the most out of your Social Media; The Healthcare Law and What it Means for You; Best Business Practices; Growing Your Business with the USDA and Missouri Economic Development.

- 3/22-24/2011: FMHAC 2011 Industry Day, St. Louis, MO
GSA's Facilities Maintenance and Hardware Acquisition Center (formally known as the Center for Facilities Maintenance and Hardware) hosts the 12th annual industry event at the Hilton St. Louis at the Ballpark hotel. This event is for current O3FAC and 51V contract holders.
- 3/20-24/2011: APTAC Training Conference, Ft. Lauderdale, FL
The APTAC represents 94 Procurement Technical Assistance Centers around the country, including Guam and Puerto Rico, and more than 500 procurement professionals who work for them assisting businesses seeking to compete successfully in Federal, State, and Local government contracting. The PTACs are valuable partners with GSA in that one of the services they provide is helping companies' complete GSA Schedule solicitations.
- 4/21/2011: OSDDBU Conference, Chantilly, VA
The OSDDBU Procurement Conference is a national conference fostering business partnerships between the Federal Government, its Prime Contractors, and small, minority, service-disabled veteran-owned, veteran-owned, HUBZone, and women-owned businesses.
- 4/29/2011: The Latino Coalition and Hispanic Chamber of Greater Kansas City Small Business Executive Briefing, Kansas City, MO
The event features information on procurement and business trends. Speakers and panelists include leaders from the KC Southern, KCP&L, K.C. Business Journal, Hector Barreto, the former SBA Administrator as well as other Government and Corporate officials.
- 5/10-12/2011: GSA Expo, San Diego, CA

The conference provides a wide spectrum of training to enhance job performance and enrich personal knowledge as acquisition professionals and program managers from federal, state and local government, and the military.

- 5/10-12/2011: 12th Annual DOE Small Business Conference & Expo, Kansas City, MO
The event feature educational workshops, an Exhibit Hall with over 200 exhibitors/sponsors, as well as business matchmaking sessions.
- 5/18/2011: Congresswoman Lynn Jenkins Government Contracting Fair, Topeka, KS
The fair assists businesses interested in doing business with the government.
- 5/19/2011: Veterans Business Resource Center Vet Summit, St. Louis, MO
Veterans, National Guard, Reservist, Active Duty and their family members learn the best practices for operating a business from local and national business leaders.
- 5/19/2011: MidAmerica Minority Business Development Council Business Opportunity Fair, Kansas City, MO
The MAMBDC's Business Opportunity Fair is the largest supplier diversity fair in the Kansas-Greater KC/Western Missouri area, the event provides a valuable opportunity for corporate executives, buyers from local state & federal government agencies and minority business owners to embrace the new and exciting events taking place within our council.
- 6/2/2011: Senator McCaskill's Procurement Conference, Warrensburg, MO
The Office of U.S. Senator Claire McCaskill hosts a small business expo to connect small businesses with resources to help companies learn how they can better compete for and win government contracts.
- 6/28/2011: USDA/DOC Procurement Conference, Sheraton Overland Park Hotel – Overland Park, Kansas

Region 7, Greater Southwest OSBU Events:

- Greater Southwest Acquisition Center conducted an Alliance meeting with Multiple Award Schedule Contractors in February 2011. We had 247 contractors attend and receive training on how to market their company to federal agencies, how to monitor FedBizOpps and Ebuy for business opportunities and how to submit a quality offer.
- Our Regional Office of Small Business Utilization (OSBU) partnered with Procurement Technical Assistance Centers (PTACs), SBA Offices, Chambers of Commerce, Business Groups, Minority Business Development Agency Offices, and Federal Agency OSDBUs. The partner organization was asked to host and promote the outreach event while our OSBU provided the GSA representative(s) to talk about GSA opportunities. By letting our partners be the "meeting planners" for our outreach activities, OSBU resources were used to concentrate on counseling business people, which is the true purpose of OSBUs outreach initiatives. A prime example of how this partnership arrangement works is OSBUs regular office hours program in cities located throughout the region. OSBU has scheduled regular office hours in Dallas, Arlington, San Antonio, El Paso, Houston, Albuquerque and Alexandria to meet with small businesses. OSBU also has office hours on an "as-

needed” basis in Edinburg, Oklahoma City, Tulsa, New Orleans and Las Cruces. The OSBU office continues to look for these type of partnership opportunities.

- OSBU coordinated a Vendor Day on July 2011, in Fort Worth to bring in potential vendors to meet with GSA and learn more about contracting opportunities with GSA.
- Customer Service Director and the Schedule 84 Branch Chief attended the Department of Homeland Security, Immigrations and Customs Enforcement (DHS ICE) Industry Day in Dallas, TX with GSA Schedule 84 contractors to discuss the challenges and brainstorm possible procurement approaches for an upcoming security requirement valued at \$27-30M over 3 years.
- ROSBU provided six sessions on GSA Schedules 1-on1 training for small businesses in Arlington, and Irving, TX
- ROSBU conducted twenty GSA Seminars in various locations throughout the region to provide small businesses training on federal business opportunities and how to do business with GSA.
- ROSBU participate in the “Building Towards the Future” Industry Day being sponsored by the El Paso Chamber of Commerce on August 11.
- ROSBU participated in the Procurement Tuesday events at the Dallas Business Assistance Center. This monthly event gives small businesses a place to meet with local and federal agencies to discuss procurement opportunities.
- Regional Commissioner was the Morning Session Keynote Speaker at the Government Procurement Conference in Arlington, TX. This annual event attracts about 1,000 business people and government buyers from Texas and the surrounding states. The one-day conference features 18 workshops and more than 100 booths in the exhibit hall.
- Schedule 541 AIMS was requested to add a new Special Item Number (SIN) to Schedule 541 for Challenges and Competitions. Once the new SIN was added to the schedule, the Center aggressively worked to add new contractors to the Schedule to provide completion within this SIN. To date, ten vendors were awarded contracts since this summer which provides more than adequate competition for our customers.

Region 8 OSBU Events	
Fiscal Year 2011 YTD Events	
<u>Event</u>	<u>Time of Year</u>
NASB - Colorado Supplier Council/Fall Meeting	10/13/10-10/14/10
Gov't To Business PTAC Outreach, Colorado Springs, CO	10/19/2010
SADBOC Monthly Board Meeting	10/22/2010
Access to Success Central Office Event	10/26/10 - 10/29/10
SADBOC Holiday Luncheon, R8	12/8/2010
SBUC Marketing Workshop	1/11/2011

SBA First Annual Small Business Programs Users Conference Bismarck, ND	01/21/11 - 01/22/11
Growing Your Business w/ Gov't Contracting Jamestown, ND	2/1/11 - 2/2/11
Contract Opportunities Fair SDBC, Boulder, CO	2/17/2011
Gro-Biz Conference Evanston, WY	2/22/11 - 2/24/11
PTAC Government to Business Outreach Event, Aurora, CO	3/10/2011
GSA Small Business GWAC DFC, Lakewood, CO	3/16/2011
SADBOC Economic Empowerment Breakfast	3/17/2011
Central Office Subcontract Training	4/4 - 4/7/11
Rocky Mountain Indian Business Expo	4/11/2011
DOD Seminar, Colorado Springs, CO	4/25-4/26/11
PTAC Event Aurora, CO	4/14/2011
GSA Expo	5/9 - 5/13/11
Monthly PTAC training	5/17/2011
Small Business Jobs Act Listening Tour in Denver, CO	5/24/2011
SADBOC Board Meeting, Golden, CO	5/26/2011
Small Business Development Center Training, Longmont, CO	6/7/2011
SAME Annual 8 on 8 and Small Business Industry Day	6/8/2011
PTAC Training, Colorado Springs, CO	6/9/2011
Monthly PTAC training	6/14/2011
SBA Surveillance Review	6/20 - 6/22/11
SADBOC Trade Fair in Denver, CO	6/16/2011
Congresswoman DeGette Outreach Event in Denver, CO	6/28/2011

Region 11, National Capital Region OSBU Events:

- NCR conducted a Woman-owned Small Business Summit to introduce small, woman-owned businesses to the GSA and discuss opportunities. The summit included speakers from the woman-owned business community, NCR acquisition professionals and SBA representatives.
- For the eighth consecutive year we successfully served as the host and coordinator, for the “Access to Success” Small Business Conference. This attracted over 450 small businesses and 55 representatives from PBS and FAS. Nearly 70 Federal, large and small business exhibitors participated as exhibitors and 5 training workshops were included. The event received very favorable reviews and formed business relationships that should help small businesses market more effectively for contracts and subcontracts on GSA projects.
- FAS SBUC hosts a bi-monthly Small Business Workshop “GSA-NCR Marketing to the Federal Government” which is designed to encourage and support small businesses interested in marketing their services and supplies to the GSA NCR and our federal government customer agencies. This workshop has provided practical marketing tips and success strategies to over 500 businesses.
- NCR continued to offer 8(a) Certification Training Labs at the St. Elizabeth’s Opportunity Center. This lab has been a major success in the Ward 8 business community, and has been an integral part of success in maintaining good community relationships during the St. Elizabeth’s project.
- In addition to the bi-monthly workshop hosted on-site at NCR ROB, NCR representatives conduct “Marketing to the Federal Government” at the DC Enhanced Business Information Center (eBIC). NCR’s support at the eBIC was instrumental in training approximately 100 local small businesses at the DC Martin Luther King Library.



COMPETITION ADVOCATE REPORT

FY 2010

February 1, 2011

Prepared by:

U.S. General Services Administration

Office of Governmentwide Policy

Office of Acquisition Policy

Office of General Services Acquisition Policy, Integrity, and Workforce

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I. GSA's Mission Statement and Strategic Goals

The mission of the U.S. General Services Administration (GSA) is to use its expertise to provide innovative solutions for our customers in support of their missions, and by so doing foster an effective, sustainable, and transparent government for the American people.

GSA's Strategic Goals

Innovation, customer intimacy and operational excellence are GSA's strategic goals:

Innovation

We are an innovations engine for the Government. We seek opportunities to drive excellence through innovation and support smart risk-taking.

Customer Intimacy

We seek an intimate understanding of and resonance with our customers and their missions so as to serve with full integrity, creativity, and responsibility.

Operational Excellence

We will lead with our expertise to deliver meaningful and useful solutions for our customers, our industry partners, and our employees. We will strive for performance excellence and seek continuous improvement in our operations.

II. The Value of Competition

To fulfill our mission and achieve our strategic goals, GSA promotes competition to acquire the best value in our acquisitions. Best value is based on truly competitive prices, higher quality delivery and services, and enhanced solutions for our customers. GSA has continuously strived for, and achieved success in awarding contracts competitively, whether they are open market acquisitions awarded under the Competition in Contracting Act (CICA), orders placed under the Multiple Award Schedules (MAS) Program, or orders placed under GSA Indefinite Delivery/Indefinite Quantity contracts.

III. GSA's Network of Competition Advocates

One of GSA's key staff offices is the Office of Governmentwide Policy (OGP), where the agency's Senior Procurement Executive (SPE) works. The Office of General Services Acquisition Policy, Integrity and Workforce (MVAB) reports to the SPE, and the Director of MVAB functions as the agency's Competition Advocate at the highest strategic level. Two national competition advocates work with the MVAB director, one for the Federal Acquisition Service (FAS) and one for the Public Buildings Service (PBS).

Each Regional Office also has its own local Competition Advocates, generally one for each Service. The only exception is the New England Region, which continues to have one advocate for both FAS and PBS. Competition advocates work with managers, Contracting Officers, acquisition teams and GSA's Small Business Utilization specialists. The network ensures that regional offices use competitive procedures to the greatest extent; adhere to CICA requirements; and adequately discharge the duties of competition advocates as described in Federal Acquisition Regulation (FAR) Part 6.2. A list of the current GSA Competition Advocates is included as Appendix A at the end of this document.

This report is prepared by the agency's Competition Advocate in accordance with FAR 6.502(b)(2), for review by the SPE and the Chief Acquisition Officer (CAO). It details national competition data pulled from the Federal Procurement Data System-Next Generation (FPDS-NG), and describes extensive efforts to support competition in each Service and Region.

IV. GSA's FY 2010 Competitive and Performance-Based Data

Competition Data. During Fiscal Year 2010, GSA awarded \$16.0 Billion in acquisitions. Of this, \$13.2 Billion, or 82%, was awarded competitively. This exceeds the goal for FY 2010 (76%) established in last year's competition advocate report. Table 1 shows a comparison of FY2010 competition data to previous years.

Year	% Awarded Competitively
2010	82%
2009	76%
2008	73%
2007	71%
2006	71%
2005	75%

Table 1. Comparison of Competitively Awarded Acquisitions

All final data in this report was pulled from FPDS-NG on January 14, 2011. Historical FY 2008 data and the Utility Contracts data were pulled on November 2, 2010.

The high level of competition achieved in FY 2010 reflects the extensive activities outlined in the Competition Advocate report for FY 2009, especially in regard to marketplace outreach. However, it is important to recognize that the American Recovery and Reinvestment Act (ARRA) had a great influence on GSA's competitive percentage in FY 2010. ARRA required exceptionally quick obligations of funds through awards, and GSA's Public Buildings Service (PBS) alone was required to obligate \$5 Billion in late FY2009 and throughout FY2010).

GSA met this objective in FY 2010 by awarding \$3.8 Billion in Recovery dollars, which accounted for the increase in total obligations from \$12.3 Billion in 2009 to \$16.0 Billion in 2010. In order to meet the strict statutory objective of making these ARRA awards by the end of FY 2010, and still benefit from competitive procedures, many ARRA awards were made under existing Indefinite Delivery/Indefinite Quantity (IDIQ) or Multiple Award Schedule (MAS) contracts. This extreme “bulge” in the use of these existing vehicles, due to ARRA, will not continue into the future.

Reduction in High-Risk Activities. Office of Management and Budget (OMB) Memorandum M-09-25, “Improving Government Acquisition”, dated July 29, 2009, placed an additional goal on Federal executive agencies: to reduce by 10% in FY 2010 those dollars awarded utilizing high-risk contracting authorities (using 2008 as the baseline for comparison). Those high-risk authorities include noncompetitive contracting; competitive acquisitions in which only one offer was received; Cost Reimbursement contracts; and Time-and-Materials/Labor Hour contracts. For GSA, the main focus of the reduction goal relates to non-competitive contracting.

Table 2 shows a comparison of GSA’s non-competitive spending from FY 2008 and FY 2010. Note that the final figures for non-competitive spending exclude acquisitions from Federal Prison Industries (UNICOR), Ability One, and the Small Business Administration’s sole-source 8(a) program.

Award Type	FY 2008	FY 2010
Not Competed	\$2.783 Billion	\$2.822 Billion
Less UNICOR, Ability One, 8(a)	(<u>.732 Billion</u>)	(<u>1.019 Billion</u>)
Remainder Not Competed	\$2.051 Billion	\$1.803 Billion

Table 2. FY08 and FY10 Non-Competitive Spending Comparison

The “Remainder Not Competed” for FY 2010 represents a 12% reduction over the 2008 baseline. Again, while the ARRA influence is evident here, GSA has supported a substantial reduction in non-competitive contracting through its ongoing activities.

Performance-Based Acquisition (PBA). GSA has been increasing its percentage of performance-based acquisition. The use of this procedure tends to attract more firms into the Federal marketplace (thus increasing the level of competition), since performance-based acquisition frees contractors from unduly restrictive Government specifications. Instead, contractors may compete based on their own qualifications and “know how.” In Fiscal Year 2010, out of \$4.85 Billion in eligible PBA dollars, GSA awarded \$2.77 Billion in performance-based contracts, or 57%. Table 3 shows the growth in the use of performance-based procedures compared to previous fiscal years.

Year	Awards Using Performance-Based Procedures
2010	57.0%
2009	48.6%
2008	41.7%
2007	33.2%

Table 3. Performance Based Awards Comparison

Summary of Regional Activities. The following pages draw from GSA’s various procurement activities and provide operational examples of our regional activities. The examples include ways GSA has maximized competition, utilized performance-based and commercial acquisition practices, and maintained a strong level of outreach to the entire contractor marketplace, including the small business community. This overall marketplace outreach represents a major investment of time and resources from “the ground up,” and continues FY 2009’s efforts, which in turn dovetailed with recommendations made in a memorandum from the Office of Federal Procurement Policy (OFPP) dated October 27, 2009, entitled “Increasing Competition and Structuring Competition for Best Results.”

This year, our report also includes information about our use of Blanket Purchase Agreements (BPAs) with a focus on the establishment of competitive BPAs and aggressively negotiating discounts under all such acquisitions. GSA is using BPAs in support of OFPP’s December 22, 2009 memorandum, “Achieving Better Value from Our Acquisitions.”

We believe all of these efforts have combined to improve our performance related to competitive and performance-based acquisition.

V. Regional Practices During Fiscal Year 2010

These are examples drawn from many GSA offices, and are not intended to represent every effort in every Region. Also, in most cases there are separate discussions for the activities of FAS and PBS in each Region, and for the overall efforts of each Region’s Small Business Utilization Center (SBUC). Region 1 (New England) and Region 11 (National Capital Region) are exceptions where the efforts of the entire Region are discussed in the same section.

In regard to Marketplace Outreach, the various Competition Advocates also noted wide-ranging participation in the GSA Training Conference and Expo, held in Orlando, Florida on May 4, 2010. The GSA Expo is an annual event and provides opportunities for training for acquisition professionals and a major outreach effort to contractors and suppliers who showcase their products, technologies and systems.

A. NEW ENGLAND REGION

1. PBS Region 1, Boston

a) Marketplace Outreach

PBS held a pre-proposal conference for the construction solicitation covering modernization of the Margaret Chase Smith Federal Building in Bangor, ME. This session was held on February 10, 2010, and attracted over 60 potential prime contractors and subcontractors. This effort was specially coordinated with the Procurement Technical Assistance Center of Bangor, ME, which sent notices to its list of firms.

In addition, during Fiscal Year 2010, the Region's Office of Small Business Utilization (OSBU) hosted 12 workshops on how to do business with the Federal Government and participated in 43 workshops and/or conferences held throughout the Region. Examples of these workshops and/or conferences follow. In most cases, GSA's participation included providing a listing of contract opportunities for the Region, and a Question & Answer session on Federal contracting. Other types of participation are noted in the descriptions below. The range of events covers all types of small businesses, including minority firms, women-owned firms, veteran-owned firms and firms owned by Native Americans.

- On November 4, 2009, the OSBU participated in the Massachusetts Minority Contracting Association monthly meeting at Roxbury College in Roxbury, MA. Over 50 small minority businesses attended this event.
- On November 18-20, 2009, the OSBU participated in the Department of Defense Northeast Regional Council's Small Business Matchmaker and conference in Tarrytown, NY. Over 500 people attended this event.
- On November 24, 2009, the OSBU participated in a Business forum with the Penobscot Indian Nation in Old Town, ME. There was also a discussion on the American Recovery and Reinvestment Act (ARRA) and ways that Native American companies could participate. The event was hosted by the Tribal Chief of the Penobscot Nation and attended by the Nations Executive Leadership and the tribe's Business Development Team.
- On December 11, 2009, the OSBU participated in the New Hampshire Procurement Technical Assistance Center's (PTAC) Small Business Matchmaker and conference in Portsmouth, NH. The conference was Co-sponsored by the NH Department of Resources and Economic Development. Over 250 people attended this event.
- On March 25, 2010, the OSBU presented a Seminar on federal contracting and GSA's move toward sustainable procurements at the Boston Technology Business Networking Roundtable in Boston, MA. The roundtable presents different seminars for emerging and startup tech companies. Over 100 people attended this event.

- On May 14, 2010, the OSBU participated in a small business development forum, held in Augusta, ME. This conference was hosted by Congressman Michael Michaud (2nd district-ME). Over 120 people attended this event.
- On May 15, 2010, the OSBU participated in a small business development forum targeting Woman Owned Small Businesses (WOSB) held in Randolph, VT. This conference was hosted by Senator Patrick Leahy of VT. Over 100 WOSBs attended this event.
- On May 18, 2010, the OSBU participated in the 2010 New England XPO for Business at the Boston Convention Center. The annual event is the largest business XPO in New England and provides business development training, networking and marketing opportunities to small and large businesses. GSA's OSBU is in its second year as a member of the planning and steering committee for this event. GSA presented a seminar on the federal contracting process. Over 10,000 people attended this event.
- On June 22, 2010, the OSBU participated in the North East American Indian Economic and Procurement Conference in Boston, MA. GSA provided an informational booth, met with Native American companies and provided information on federal contracting opportunities in the New England region. The event drew over 100 attendees.
- On June 23, 2010, the OSBU participated in a small business development forum, targeting Veteran Owned Small Businesses (VOSB) held in Augusta, ME. This conference was hosted by Senators Olympia Snowe and Susan Collins of ME. Over 200 Veterans attended this event.
- On August 9, 2010, the OSBU participated in a small business development forum in Manchester, NH. This conference was hosted by Congresswoman Carol Shea-Porter (1st District NH). Over 300 people attended this event.
- On August 18-20, 2010, the OSBU participated in a small business development forum, targeting Service Disabled Veteran Owned Small Businesses (SDVOSB) held in Mashantucket, CT. GSA provided an informational booth, met with SDVOSB companies and provided information on federal contracting opportunities in the New England region. Over 500 Veterans attended this event.
- On September 23, 2010, the OSBU presented a Seminar on federal contracting and economic empowerment at the 2010 Veteran Entrepreneurship Conference held at New London naval Station, CT. The seminar was focused at Veterans, Military Spouses and Federal Workers that might be interested in starting their own business and/or pursuing federal contracts. The seminar was sponsored by the command staff and the New London Naval Family Support Center. Over 250 people attended this event.
- On September 29-30, 2010, the OSBU participated in the 2010 Greater New England Minority Supplier Development Council (GNEMSDC) business Opportunity Expo held in Mashantucket, CT. GSA provided an informational booth, met with minority and

disadvantaged companies and provided information on federal contracting opportunities in the New England region. Over 1500 people attended this event.

b) Managing the Risks Inherent in Cost Reimbursement Contracts

FAS recently awarded two cost-plus-award-fee type contracts for the National Oceanic and Atmospheric Administration (NOAA). The contracts are valued at over \$100 million dollars and provide contractor support for the mission-critical NOAA Office of Satellite Operations. Both contracts were competitively solicited against Governmentwide Acquisition Contracts (GWACs) supported by small business concerns. In both instances, the GSA Contracting Officer Representative (COR) reviewed the first invoices submitted, and found that they sought reimbursement for costs that exceeded the estimates set forth in the award schedule.

Working together, the GSA COR and the requiring agency COR were able to make the case that under a cost reimbursable contract, the government is obligated to pay allowable costs only. One component of allowability (FAR 31.201-2) is that a cost has to be reasonable, but no cost may be **presumed** to be so (FAR 31.201-3). The Contracting Officer (CO) explained to each contractor that its costs as originally proposed and evaluated were determined to be reasonable; but that no presumption of reasonableness attached to any invoiced cost that was greater. Accordingly, the higher costs were rightfully questioned by the government, which then shifted the burden of proving the reasonableness of the costs to the contractor. (FAR 31.201-3).

The same level of analysis and oversight is accomplished with the review of the monthly reports supporting the contractors' invoices. Each monthly report is customized to meet the specific requirements of the requiring agency (tied to the performance metrics of the statement of work). Additionally, quarterly Progress Reviews are conducted to discuss anomalies in performance and to address the upcoming quarter. This practice maintains oversight, details opportunities to "ramp up or ramp down" as requirements fluctuate, and continually streamlines performance.

Although not directly related to competition, these activities are examples of GSA's recognition of an issue noted in OFPP's Memorandum of October 27, 2009 ("Increasing Competition and Structuring Contracts for the Best Results"), regarding the importance of choosing the correct contract type, and administering the contract accordingly.

B. NORTHEAST AND CARIBBEAN REGION

1. PBS Region 2, New York City

a) Streamlining Acquisition Processes and the Expanded Use of Performance-Based Acquisition

For the operation and maintenance of Federal building systems, PBS continues to utilize performance-based service contracts awarded under the FAS Multiple Award Schedule program. Selection factors are kept to a minimum. The Region also conducted training for Contracting Officer's Representatives (CORs) on the proper administration of performance-based contracts.

b) Competition after Exclusion of Sources

Competition was encouraged even when set-asides (excluding sources otherwise available in the marketplace) were used. Two major projects were awarded as Historically Underutilized Business Zone (HUBZone) set asides in accordance with FAR Part 19.13: the Renovation of the Customhouse, Ogdensburg, NY; and the Initial Space Alteration for the United States Attorney's Office, Rochester, NY.

2. FAS and PBS Region 2, New York City

a) Marketplace Outreach

During Fiscal Year 2010, the Region conducted or participated in the following outreach events to small businesses and to other stakeholders:

- March 9, 2010; National Contract Management Association – Leatherstocking Chapter; Rome, NY; American Recovery and Reinvestment Act; 30 attendees.
- April 7, 2010; Society for Marketing Professional Services; Long Island, NY; Buildings related services; 125 attendees.
- June 10, 2010; Small Business Development Center; Rutgers in Newark, NJ; General Small Business; 300 attendees.
- June 18, 2010; Greater Newark Business Development Consortium; Newark, NJ; General Small Business; 100 attendees.
- August 10, 2010 Small Business Administration; VA Hospital Batavia, NY Woman-Owned small Business Match Making; 92 Attendees.
- August 18, 2010; Congressman Pierluisi's Small Business Conference; San Juan, PR; General Small Business; 225 attendees.
- November 18, 2010; The Society of American Military Engineers; Newark, NJ; Architecture/Engineer and Construction services; 200 attendees.

C. MID-ATLANTIC REGION

1. FAS Region 3, Philadelphia

a) Marketplace Outreach

- The FAS office of Assisted Acquisition Services (AAS) participates in quarterly conferences with firms working under its Governmentwide Acquisition Contracts (GWACs). These group sessions address upcoming requirements, contracting techniques, and various contract issues.
- The AAS also uses Industry Days to reach out to contractors for those potential procurements that have a larger dollar value and more complicated requirements.
- The FAS Integrated Workplace Acquisition Center (IWAC) manages a booth at the annual NEOCON (International Furniture Exposition) to promote the opportunities available to the furniture industry under the GSA Schedules Program.

b) Streamlining Acquisition Processes

The Assisted Acquisition Services (AAS) continues to use oral presentation techniques as described by FAR 15.102. This approach eliminates the extensive written responses to solicitations, and in most instances, the only written information submitted by offerors is their past performance experience on similar projects. The oral presentations include an interview-style format that enables the Government's technical team to formulate questions that increase the focus on meaningful evaluation of offers. Oral presentations are limited to 90 minutes and are recorded. The contractors are not provided the set of questions in advance, but do attend Pre-Quote Conferences that prepare them for the competition.

The results of this change in technique have been:

- Clear, concise and well-written solicitation documents, especially in relation to Evaluation Criteria and Instructions to Offerors.
- Fewer Technical Factors, limited to those that truly discriminate.
- Significantly lower competition costs for both large and small businesses.
 - In post award de-briefings with both successful and unsuccessful firms, large businesses have reported a 60% to 70% procurement cost savings, and small businesses have reported an 80% to 90% procurement cost savings.
 - Small business contractors have provided feedback that the streamlined procedure has significantly leveled the playing field, giving small businesses the opportunity to successfully compete with large businesses.
- Fewer contractor errors in proposals, by fixing errors that do occur with simple clarifications rather than discussions/negotiations.

- The Evaluators receive “real” responses to their questions, not the “canned” written responses many firms use in every written proposal.
- All tasks awarded on initial Quotes or Proposals (eliminating multiple rounds of negotiation, and avoiding mistakes on both sides during discussions).
- Clarity in debriefings, with the result that firms new to Government contracting do feel that they have learned how to compete more efficiently in the future, even if they do not receive the current award.
- Zero protests have been reported for procurements where 100% interview style oral techniques were utilized. For the few protests that were received in FY2010 against procurements using written streamlining techniques, all of them were won by FAS AAS.

c) Ensuring Specification Requirements do not Restrict Competition and the Expanded Use of Commercial Practices

The Integrated Workplace Acquisition Center (IWAC) reviewed the specification package for a \$185 Million acquisition for the Department of Homeland Security, Immigration and Customs Enforcement (ICE). IWAC found that the spec package, prepared by an ICE contractor, contained restrictive requirements. The Engineering and Contract staffs of the IWAC met with ICE, and arranged tours of furniture manufacturers holding GSA Schedule contracts. As a result, the changes recommended by IWAC were incorporated into the specifications.

IWAC also hired an additional Commodity Specialist for furniture acquisitions during Fiscal Year 2010. This Specialist reviews furniture packages, and often suggests revisions, or “redoes” the spec.

d) Achieving Competition under Blanket Purchase Agreements (BPAs)

Two major furniture projects were initiated during Fiscal Year 2010 that will result in BPAs to be awarded under the Furniture Schedules. One of these is the \$185 Million acquisition for the ICE location discussed above; the other is a \$200 Million DHS acquisition for the St. Elizabeth’s Campus Consolidation and Mission Support in Washington, D.C. Toward the end of the fiscal year, both contracting teams worked jointly to develop an acquisition strategy that would allow more than one award to be made to support each project. This would provide an incentive for excellent performance from each BPA holder. It also is an example of GSA support for a recommendation made by OFPP’s Memorandum of December 22, 2009 (“Achieving Better Value from Our Acquisitions”), which strongly encourages agencies to establish competitive BPAs on the GSA Schedules.

2. PBS Region 3, Philadelphia

a) Marketplace Outreach

PBS has posted a “sources sought notice” on the Federal Business Opportunities website asking small businesses in the Region to submit information about their qualifications for construction

contracts. PBS plans to organize this information into a spreadsheet that can be used to locate interested small firms when planning projects. The sources sought notice also requests that firms indicate their interest in attending a Small Business Industry Day that PBS plans to organize in 2011.

A sources sought notice was similarly published on the FBO for contractors interested in projects relating to environmental sustainability. At the closing date of this notice, 20 firms had responded.

b) Market Research

PBS has developed an Access database to store contractor information. When contractors submit qualifications, information and marketing brochures to members of our acquisition community, the information is uploaded into the database. The database stores the contractor's contact information, size status, and brief description of the services provided, along with any attachments the contractor provided. There are currently 53 contractors in the database. Contracting Officers can utilize this database to assist them in their market research efforts during the acquisition planning stage of a project.

c) Streamlining Acquisition Processes

We have also continued to streamline our source selection procedures in an effort to attract more firms to our competitions. All Acquisition Plans, which include source selection procedures and factors, are reviewed by managers to ensure that the proposed evaluation scheme is not overly extensive or harmful to meaningful competition.

3. FAS and PBS Region 3, Philadelphia

a) Marketplace Outreach

The Mid-Atlantic Small Business Utilization Center participated in approximately 30 small business events in Fiscal Year 2010. During these events, information was provided on the FAS Schedules Program, PBS Contracting Opportunities, GSA Subcontracting Opportunities and Contract Teaming Arrangements, and the GSA Supplier Greenhouse Gas Emissions Inventory Pilot Program. The activity generally included giving presentations, participating in panels with other agency representatives, providing workshops, staffing information booths, and participating in Matchmaking or Networking sessions for contractors.

D. SOUTHEAST REGION

1. FAS Region 4, Atlanta, GA

a) Marketplace Outreach

For many of our larger acquisitions, FAS utilizes industry days and/or pre-proposal conferences. On occasion, these events are extended to include oral presentations from vendors. During Fiscal Year 2010, our industry partners lauded this as a best practice that encouraged more industry involvement and reduced the overall bid and proposal cost.

FAS also participated in the Annual Air Force Civil Engineering Support Agency (AFCESA) Industry Day in Panama City, FL (May 2010). AFCESA is a large client agency of FAS' Assisted Acquisitions Service, and we partnered with them in hosting this event to promote planned AFCESA requirements and opportunities.

b) Managing the Risks Inherent in Time and Materials (T&M) and Labor Hour Contracts

We manage the risks of T&M contracts by involving stakeholders at the customer level. For example, we place Senior Contracting Officers and Customer Account Managers at the customer's field location. This provides extended day-to-day oversight and management of contract performance. It also provides a GSA liaison to our customers, who can encourage problem resolution and quality control, prior to entering critical stages during the acquisition lifecycle. Based on recent policy guidance from the Department of Defense (DOD), we also continue to migrate Task Orders from a T&M basis to firm fixed-price, where substantial historical data can support this change.

c) Ensuring Specification Requirements do not Restrict Competition and the Expanded Use of Commercial Practices

On an ongoing basis, we review acquisition requirements to ensure that they are not unreasonably restrictive in terms of marketplace realities. For example, during Fiscal Year 2010, a client agency submitted a sole source request. After extensive market research, FAS was able to compete the requirement and save an estimated 20% from the original budget figure.

2. PBS Region 4, Atlanta, GA

a) Marketplace Outreach

- The General Services Administration's Public Buildings Service, in conjunction with the Georgia Tech Procurement Technical Assistance Center, hosted a procurement outreach educational and matchmaking event for Small Business Owners at the Georgia Institute

of Technology Research Institute (GTRI) Conference Center in Atlanta on August 31, 2010. This event was designed to educate the business community about GSA/PBS and upcoming procurement opportunities. Over 200 vendors participated in the event.

- The region also hosted Industry Day outreach events in support of major construction projects including the new Federal Building-Courthouse in Mobile, AL and the new Federal Office Building in Miramar, FL. These events allowed networking/outreach for the small business community interested in subcontracting opportunities for these projects.
- PBS also participated in and/or served on panels for numerous small business outreach events during 2010 (in conjunction with the regional Small Business Utilization Staff) including the North Florida Reverse Trade Show, the University of Florida SB Conference and Trade Show, the Kennedy Space Center SB Trade Show, the Tampa Service-Disabled Veterans Trade Show, the Jacksonville State Workshop, and the GSA Service-Disabled Veteran-Owned Small Business Conference.

3. FAS and PBS (Region 4, Atlanta)

a) Marketplace Outreach

The U.S. Small Business Administration (SBA) hosted an Economic Recovery Opportunity Forum, on April 12, 2010 at the Atlanta Technical College, Atlanta, GA. The forum was one of several being held across the country by the SBA. The purpose of the forum was to connect small businesses, including minority, women, and service-disabled veteran-owned small businesses, with Federal, state, and local governments as well as with private sector developers. Brief presentations were given by senior level Federal officials. Shyam Reddy, the Regional Administrator, participated in the panel discussions and reiterated GSA's commitment to the small business community. The Regional Office of Small Business Utilization (OSBU) was on hand to answer "how to" questions on doing business with GSA, the Schedules program, and ARRA funded projects. Over 300 vendors attended this networking session.

The Region also participated in the following outreach events:

- Minority Business Development Agency, Business to Business Forum in Atlanta, GA (January 2010).
- Congressman Burr's Small Business Conference in Fayetteville, NC (March 2010).
- Congressman John Barrow's Small Business Symposium in Savannah, GA (March 2010).
- Troy University Small Business Opportunity Conference and Matchmaker in Troy, AL (May 2010).

- 4th Annual East Tennessee Veterans' Business Conference partnered with the University of Tennessee Center for Industrial Services, Procurement Technical Assistance Center, in Oak Ridge, TN (August 2010).

E. GREAT LAKES REGION

1. FAS Region 5, Chicago

a) Managing the Risks Inherent in Time-and-Materials and Labor Hour Contracts

Continuing the efforts noted in last year's Competition Advocate Report (FY 2009), Region 5 FAS has converted Time-and-Materials contracts awarded by other Federal agencies, to either Fixed Price or combination contracts issued by GSA. The combination contracts have taken requirements that formerly had little fluctuation in need, and converted them, in the new acquisition, to a set of services with the larger percentage being firm fixed price. Although not directly related to competition, this is an example of our recognition of an issue noted in OFPP's Memorandum of October 27, 2009 ("Increasing Competition and Structuring Contracts for the Best Results"), regarding the importance of choosing the correct contract type, and administering the contract accordingly.

b) Achieving Competition under Blanket Purchase Agreements (BPAs)

The Region also established strategic BPAs for the National Air and Space Intelligence Center (NASIC) to support recurring professional services requirements. Discounts were negotiated on all of these BPAs at the time of award. In addition, these are multiple award BPAs, allowing Task Orders to be competed (with the potential for further discounts at this pricing level). These strategic BPAs are estimated to represent \$35 - \$40 Million in procurements for Fiscal Year 2011. This is an example of GSA support for a recommendation made by OFPP's Memorandum of December 22, 2009 ("Achieving Better Value from Our Acquisitions"), which strongly encourages agencies to establish competitive BPAs on the GSA Schedules.

2. PBS Region 5, Chicago

a) Marketplace Outreach

PBS regularly makes use of "sources sought" notices while conducting Market Research, and we additionally send out targeted emails to the various categories of small businesses, to make them aware of those procurements that are not set aside.

b) Fair Opportunity Practices for Multiple Award Indefinite Delivery/Indefinite Quantity (IDIQ) Contracts

PBS performs post-award contract reviews of a sampling of acquisitions over the fiscal year, and checks to ensure that appropriate fair opportunity processes were followed. Additionally, the individual contracting offices within PBS have internal management procedures in place to ensure that fair opportunity is provided to the IDIQ contractors.

c) Achieving Competition under Blanket Purchase Agreements (BPAs)

We regularly establish competitive BPAs against the Schedules Program, for a variety of services relevant to our management of our buildings: Air Monitoring; Fire and Life Safety Support Services; Market Analysis; and services required under the National Environmental Policy Act (NEPA). This is an example of GSA support for a recommendation later made by OFPP's Memorandum of December 22, 2009 ("Achieving Better Value from Our Acquisitions"), which strongly encourages agencies to establish competitive BPAs on the GSA Schedules.

d) Importance of Contractor Performance Evaluations

PBS discusses the importance of contractor evaluations during post-award/pre-construction conferences, and all during the period of contract administration, to remind our contractors that both poor and excellent performance will be documented, and that it is to the benefit of both sides that firms perform at a high level. Thorough performance evaluations drive the selection of the best firms in future competitive solicitations, and assist in weeding out the poor ones.

3. FAS and PBS Region 5, Chicago

a) Marketplace Outreach

The Region's Small Business Utilization Center is the local arm for GSA's small business programs, utilizing outreach events, small business fairs, procurement conferences and training seminars. In FY 2010, the Region participated in 61 outreach/procurement conferences, 14 of which were sponsored by Senate and Congressional representatives. The OSBU also provided training on the Multiple Award Schedules program, and provided marketing tips and information on subcontracting opportunities for small business owners. Finally, the Region conducted an industry-specific seminar for the acquisition of construction; this event included a panel discussion of Contracting Officers from GSA and other Federal agencies who discussed the requirements of their construction acquisitions. This event was well attended by small business owners that provided a variety of differing construction-related services.

F. HEARTLAND REGION

1. FAS Region 6, Kansas City

a) Market Research

In March of 2010, the Center for Facilities Maintenance and Hardware (CFMH) held its 11th Annual Industry Day for its MAS contract holders. This event included updates from GSA leadership, the latest in Government acquisition news, breakout training sessions, and chances to meet the Schedule Contracting Officer, Business Development Specialist and Supply Operation Center representative.

FAS also participated in a Business Opportunity Fair for the MidAmerica Minority Business Development Council (MAMBDC) in May of 2010. Representatives from the Environmental Protection Agency (EPA), Department of Labor (DOL), and Department of Transportation (DOT) also attended. This event allowed corporate executives, minority business owners, and buyers from Federal, State and local governments, to develop ideas and form relationships. Many firms received one-on-one counseling from business development specialists. The MAMBDC's fair is the largest such diversity event in the Kansas-Greater KC/Western Missouri area.

b) Streamlining Acquisition Processes

During Fiscal Year 2010, our Facilities Maintenance and Hardware Acquisition Center served as one of only two such Centers in a pilot program for the GSA eOffer system. This is a web-based system that allows companies to quickly prepare and submit MAS contract proposals on-line, eliminating paper documentation. Since this eliminates the need to prepare and send hardcopies, this significantly reduces costs for prospective offerors and thus encourages more firms to compete.

2. PBS Region 6, Kansas City

a) Marketplace Outreach

PBS provides its potential contractors, subcontractors and suppliers with solicitation-specific opportunities to gain information on projects, and network with one another. Examples include three activities (Sources Sought Notice; Industry Forum; and Pre-Proposal conference) for a new Design-Build Indefinite Delivery/Indefinite Quantity contract, solicited in Fiscal Year 2010.

b) Fair Opportunity Practices for Multiple Award Indefinite Delivery/Indefinite Quantity (IDIQ) Contracts

As previously described in the FY 2009 Competition Advocate Report, Region 6 PBS supports the full use of FAR Part 16's Fair Opportunity practices when acquiring services under Multiple-

Award IDIQ contracts. For example, many small construction awards funded by the ARRA were made in both FY 2009 and FY 2010 under a multiple-award IDIQ contract. The contractors who received awards were large, small, 8(a) and women-owned. This is an example of GSA's support for a recommendation later made in OFPP's Memorandum of October 27, 2009 ("Increasing Competition and Structuring Contracts for the Best Results"), which strongly encourages consistent maximization of competition at the task and delivery order level.

c) Achieving Competition under Blanket Purchase Agreements (BPAs)

We also awarded competitive BPAs in late FY 2009 for Energy Services and for Training under the FAS Schedules Program. There are two contractors for each BPA, and the Orders are competed based on the terms in each Request for Quote. In both cases, performance is now in the first annual Option period. The BPA for Energy Services includes the provision of building energy audits; existing building commissioning and implementation services; review of new and renovation designs for energy elements; building energy simulations using EnergyPlus (U.S. Department of Energy); building energy usage data analysis and monitoring, with associated recommendations; training and marketing of GSA Energy Program elements; energy project analysis, scope preparation and evaluation; and assistance in benchmarking and Energy Star engineering certification. The training BPA covers the provision of acquisition classes equivalent to those established by the Defense Acquisition University (DAU). Orders are competed between the two vendors approved to provide this equivalency training. This is an example of GSA support for a recommendation later made by OFPP's Memorandum of December 22, 2009 ("Achieving Better Value from Our Acquisitions"), which strongly encourages agencies to establish competitive BPAs on the GSA Schedules.

3. FAS and PBS Region 6, Kansas City

a) Marketplace Outreach

This Region participated in over 25 activities during Fiscal Year 2010, to enhance competition and support small business access to contracting opportunities. These activities included:

- October 2009: Minority Enterprise Development Week, Kansas City, MO
- October 2009: St. Louis Business Expo, St. Louis, MO
- February 2010: 2nd Annual Sixth Congressional District Small Business Expo, Kansas City, MO
- February 2010: Minority and Women Coalition. This special outreach effort related to a "Build to Suit" lease project for the National Nuclear Security Agency (NNSA). The prime contractors hosted the event, which was also attended by the PBS Project Manager for the lease, and the Director of FAS. In this instance, small, women-owned and minority firms requested guidance, and received information on the project and possible subcontracting opportunities. FAS Schedule holders were also notified that purchases might be made directly by the NNSA when construction completes in 2013.
- February 2010: Large Business Sponsored Outreach to Small Businesses,

Kansas City, MO

- February 2010: Society of American Military Engineers (SAME), Greater Kansas City Post, Industry Day, Kansas City, MO. At this event, attended by 350 participants, the Director of our Office of Small Business presented Information on GSA business opportunities, including remaining ARRA projects
- February 2010: Small Business Resource Conference & Expo, Omaha, NE
- March 2010: St. Louis Small Business Expo, St. Louis, MO
- March 2010: Iowa Veterans Procurement Conference, Ames, IA
- March 2010: “Doing Business with the Government” Workshop, hosted by Senator Claire McCaskill from Lee’s Summit, MO. Six GSA representatives attended this event, including Small Business Specialists, Program Managers and Contracting Officers.
- April 2010: Association of Procurement Technical Assistance Centers (APTAC) Training Conference. Representatives from the OSBU regional office attended this event. The APTAC represents 94 Procurement Technical Assistance Centers throughout the country, who assist their members in learning to compete for Federal, State and local contracts, with a specific focus on the GSA Schedule Program.
- May 2010: Des Moines Small Business Expo, Des Moines, IA
- June 2010: Procurement Conference hosted by U.S. Representative Ike Skelton, Sedalia, MO. This annual event, attended by several hundred participants, allows GSA to promote our socio-economic programs and provide specific information on its requirements. This event also draws some of the top Defense and civilian agency contractors from across the nation, where they can expand their small and disadvantaged subcontractor base.
- June 2010: Entrepreneurial & Minority Business Development Conference, Topeka, KS
- June 2010: St. Louis Minority Business Council, Business Opportunity Fair, Columbia, MO
- July 2010: Annual Veterans Conference, Las Vegas, NV
- August 2010: GSA Opening Doors for Small Business Conference, Los Angeles, CA. (This event is discussed in detail in the section on Region 9, San Francisco, starting on page 25)
- August 2010: Veteran’s Business Resource and SBA Matchmaking Event, Overland, MO
- August 2010: Minority Enterprise Development Week, Washington, DC. This Department of Commerce event is the largest federally sponsored conference on minority enterprise development, and boasts attendance of 1,500 annually. The focus is education, training and business-to-business networking events.
- September 2010: Nebraska Business Development Center: “Doing Business with GSA” (Webinar)

G. GREATER SOUTHWEST REGION

1. FAS Region 7, Fort Worth

a) Fair Opportunity Practices for Multiple Award Indefinite Delivery/Indefinite Quantity (IDIQ) Contracts

Region 7 FAS utilizes a multiple-award GWAC for 8(a) firms, for total solution/network cabling requirements. This vehicle supports the Streamlined Technology Acquisition Resources for Services (STARS) Program. Fair opportunity is required for Orders exceeding the appropriate Small Business Administration threshold (formerly \$3.5 Million for non-manufacturing, and now \$4 Million as of October 2, 2010), and may be utilized for Orders below that level. The STARS contract (now in its last option period) is used by many Regions, and is an example of GSA's support for a recommendation later made in OFPP's Memorandum of October 27, 2009 ("Increasing Competition and Structuring Contracts for the Best Results"). This Memo strongly encourages consistent maximization of competition at the Task and Delivery Order level.

We also conduct training with our Government customers and industry partners on the proper use of Schedules and GWACs, including the need to properly compete Orders.

b) Streamlining Acquisition Processes and the Expanded Use of Commercial Practices

As noted above, the use of the STARS vehicle does streamline the acquisition process for network cabling requirements. In addition, as part of a Continuous Process Improvement initiative, we have streamlined our overall source selection/evaluation process to require only one or two meaningful selection factors. This is a means of attracting greater competition from the marketplace. We also seek to attract competition by utilizing performance-based service contracts to the fullest possible extent. When developing statements of work, we look for requirements that are outside typical commercial standards or practices, and change those requirements appropriately.

c) Expanding Product Choices

The Greater Southwest Acquisition Center has continued to add more green and energy efficient products and services to the FAS Schedules in order to maximize overall competition.

d) Managing the risks inherent in Time-and-Materials/Labor Hour Contracts

We mitigate the risk in using these types of contracts, looking to convert them to Firm Fixed Price when we can. For example, we examine the historical level of effort to see if there is a stable or consistent level that could be solicited on a Firm Fixed Price basis. We also section requirements into separate Contract Line Item Numbers (CLINs), allowing us to award any portion of the overall task on a fixed price basis where this is feasible. In addition, our Project Managers monitor the "burn rate" of our T&M Task Orders to ensure that requirements stay below the appropriate contract ceiling price. Although not directly related to competition, this is an example of our recognition of an issue noted in OFPP's Memorandum of October 27, 2009 ("Increasing Competition and Structuring Contracts for the Best Results"), regarding the importance of choosing the correct contract type, and administering the contract accordingly.

2. PBS Region 7, Fort Worth

a) Marketplace Outreach

- Our Contracting Officers often issue Sources Sought notices to find additional experienced vendors, and expand the pool of potential competitors. For example, one such Sources Sought notice found six companies with experience in Operations/Maintenance and Landscaping. Of these six, three were 8(a) firms, two were HUBZone firms, and one was a women-owned firm.
- Contracting Officers proactively perform market research through SBA's Dynamic Small Business search engine. After reviewing profiles, they contact several firms to determine their interest. As a result of this market research, Region 7 has executed several Service-Disabled Veteran-Owned and 8a awards. These awards include:
 - *Provide and Install a Security System for Department of Homeland Security, Immigration and Customs Enforcement.* This was awarded to Genesis Concepts and Solutions, a Service-Disabled Veteran Owned Small Business (SDVOSB).
 - *Provide and Install a PBX Phone System for the Department of Homeland Security, Immigration and Customs Enforcement.* This was awarded to X-EETO Inc, an 8a firm.
 - *Provide a Fire Alarm System Upgrade at the Federal Building, San Antonio TX.* This was awarded to Jamco Ventures, an 8a firm.
- The Region sponsors a monthly "PBS Vendor Day" during which firms are given the opportunity to present their capabilities to the acquisition and technical staff. Due to the popularity of the program (the events are normally booked six months in advance), PBS and the Regional SBU Office have spearheaded efforts to re-vamp the program to feature a particular industry group. For example, one month might feature A&E firms, and then the next month will feature firms involved in Energy, Sustainability and Environmental issues. The PBS Vendor Day has made it easier for PBS Contracting Officers and Program Managers to meet with small businesses and, in turn, have given small businesses an easier way to introduce their capabilities to the people who play a key role in PBS procurements.
- The Region's Real Estate Acquisition Division hosted a Vendor Day Event in Fort Worth on March 30, 2010 (97 attendees), and December 16, 2010 (34 attendees), providing a forum for building owners, agents, developers, and owner's representatives interested in learning how to conduct leasing business with GSA. The event supported the Lease Reengineering initiative to improve communication with the private sector leasing community and was publicized through newspaper advertisements in our major geographic markets; a notice on the Electronic Posting System; and a flyer outlining the event, which was distributed to commercial vendor affiliations and CoStar subscribers. Presentations provided attendees with an overview of the Real Estate Acquisition Division's organizational structure and statistics on our lease inventory; information regarding our Broker partners; training on the basics of federal lease procurements, including the purpose of market surveys; how to submit an offer and associated lease forms; how the Solicitation for Offers sets forth the Government's requirements; lease

negotiations; and the post award process through occupancy. A live demonstration on how to search, monitor, create profiles, and retrieve opportunities solicited by the Federal contracting community through the Federal Business Opportunities website provided the private sector leasing community with tools to identify leasing opportunities.

- On January 7, 2010, the Leland Design/Build Project Team held a small business networking session at the Leland Federal Building in Houston. The four firms short listed for the two-step Design/Build competition, networked with the mostly local, small businesses that attended. In addition, on December 14, 2010, the D/B contractor for the project, Gilbane Building Company, held another outreach session for local small businesses interested in subcontracting opportunities.
- Similarly, the prime contractor (White Construction) for the new Land Port of Entry at Tornillo, TX, held a small business meeting in El Paso, TX on June 16, 2010, attended by various small firms.
- Contracting Officers specify the importance of good performance during pre-construction conferences, ensuring that contractors understand how evaluations may affect their ability to do business with the Government in the future.

3. FAS and PBS Region 7, Fort Worth

a) Marketplace Outreach

FAS and PBS worked closely with its Small Business Utilization Center (SBUC) in Fiscal Year 2010, including activities such as:

- *Conferences to increase utilization rates for Service Disabled Veteran-Owned Small Businesses.* The SBUC played a key role on the planning committee for these special outreach events: the Dallas Fort Worth Veterans Summit in March, and the Government Procurement Conference in August. Both were held in the Dallas-Fort Worth Metroplex.
- *The "Office Hours" Program.* The Regional SBUC continued to provide its Office Hours Program during FY 2010, throughout the Greater Southwest Region (several locations in the Dallas-Fort Worth Metroplex, Oklahoma City, Tulsa, San Antonio, Edinburg and El Paso). This Program allows small businesses located across the Region to meet someone from GSA who is physically located nearby and can answer "How to do business with GSA?" questions. This is an excellent way to establish a helpful presence, and attract competition in communities across the territory.

H. ROCKY MOUNTAIN REGION

1. FAS Region 8, Denver

a) Marketplace Outreach

FAS conducted a pre-proposal conference in May 2010 for a large facilities maintenance Indefinite Delivery/Indefinite Quantity contract. The event was attended by 35 industry partners, both large and small, who were interested in competing for the awards.

The Regional Commissioner's staff has participated in the monthly meetings of the American Council for Technology - Industry Advisory Council (ACT-IAC), and conducts in person meet-and-greets with industry leaders.

b) Expanded Use of Performance Based Acquisition

FAS continued to focus on performance based service contracts. One effort that shows this commitment is the regional Defense Commissary Agency (DeCA) enterprise contract that provides services to all of the DeCA Commissaries located outside the continental United States. This contract includes incentives addressing quality and the use of small business subcontractors. Incentives attract more highly qualified firms to compete at the outset, and make successfully performing firms more competitive in the future. The contract administration for this effort includes monthly auditing of work being performed to monitor performance.

We have also been utilizing Requests For Information (RFIs) and pre-solicitation meetings involving industry early in the procurement process, to improve our Performance Work Statements and to allow for the maximum number of offerors.

2. PBS Region 8, Denver

a) Marketplace Outreach

The PBS Regional Procurement Officer (RPO) participated in small business workshops sponsored by Colorado Senators Bennet and Udall, seeking to advertise the Service's needs and encourage small business competition.

3. FAS and PBS Region 8, Denver

a) Marketplace Outreach

During FY 2010, four Small Business workshops were conducted in conjunction with the Region's Small Business Utilization Specialist. These encouraged small business contractors to compete for GSA requirements, and helped them understand Region 8's needs and the

potential for future contracting possibilities. In addition, twelve GSA Schedule Workshops were held, geared specifically to small businesses.

The Region's SBUC also worked with a variety of external organizations, such as those listed below. The SBUC shared information on upcoming requirements, and provided training which should stimulate competition.

- The Grow-Biz Conference (Wyoming Entrepreneur), Laramie, WY (Feb 2010)
- Small Business Development Center Conference, Pueblo, CO (March 2010)
- Turtle Mountain Procurement Conference, Belcourt, ND (March 2010)
- Rocky Mountain Chamber of Commerce, Annual Indian Conference, Denver, CO (April 2010)
- Yearly Small Business Outreach Event, Colorado Springs, CO (April 2010)
- Annual Veterans Conference, Small Business Development Center (May 2010)
- Native American Development Center Conference, Billings, MT (May 2010)
- Small Business Liaison Office conference, Denver, CO (August 2010)

b) Training which Supports Competitive Practices

In June of 2010, representatives from the Small Business Administration provided training to the Region's acquisition staff, reviewing the agency's various small business programs. This included a discussion of the role of the SBA as it works with Federal agencies in promoting opportunities for small business firms.

Training was also provided to the Region's staff by the Colorado Procurement Technical Assistance Center (PTAC). This non-profit independent organization assists firms not yet experienced with Government procurement, helping them become competent competitors. The PTAC's website can be viewed at <http://www.coloradoptac.org>.

I. PACIFIC RIM REGION

1. FAS Region 9, San Francisco

a) Marketplace Outreach

FAS continues to perform industry outreach and networking through recurring attendance at professional development seminars, including those sponsored by the Armed Forces Communications and Electronics Association (AFCEA) and the American Council for Technology – Industry Advisory Council (ACT-IAC). We also use in-person “meet and greets” with industry leaders.

Due to our focus on sustainability and GSA's goal of a Zero Environmental Footprint (ZEF), we also have participated in the Green Summit in Long Beach, CA; combined client visits to

Palmdale, CA and March Air Force Base, CA; and participated in the Client eTools and Resources Support Training in San Diego, CA.

2. PBS Region 9, San Francisco

a) Marketplace Outreach

To take full advantage of the competitive marketplace, PBS conducted 40 individual outreach efforts for capital and programmatic projects throughout California, Nevada, Arizona and Hawaii. These included pre-proposal conferences, industry conferences and matchmaking sessions for potential offerors.

The most recent specific example related to the renovation of the Federal Building at 50 United Nations Plaza in San Francisco, CA. Constructed in 1936, this building has served for 74 years without a major renovation, and has survived an earthquake. However, the facility requires a number of improvements in order to create a safer, healthier, and more accessible working environment for Federal employees. Four separate outreach efforts were conducted with Architect-Engineering firms and construction firms in differing trade groups. These outreach events had a combined attendance of over 250 people and included pre-proposal conferences, small business conferences, and industry conferences for the small business community. This massive effort culminated in a successful ground breaking ceremony on December 2, 2010.

At the other end of the scale, PBS was also able to increase competition in the small project arena. For example, the Phoenix Field Office increased the number of vendor days held on its projects, and thus attracted more competition. In 2009, the office awarded \$2.9 Million in total actions, of which only \$246,000 were competed. In 2010, the office awarded \$3.0 Million in total actions, with \$2.0 million of these competed.

b) Fair Opportunity Practices for Multiple Award Indefinite Delivery/Indefinite Quantity (IDIQ) Contracts

As noted in the FY 2009 Competition Advocate Report, the Region was in the process of developing an application that would assist Contracting Officers in managing fair opportunity requirements under multiple-award IDIQ contracts. For example, COs would be able to review Maximum Ordering Limitations; see the specifics of each Order; and generate various reports to determine if fair opportunity requirements were met (i.e., to see the number of Orders placed with each firm.) At the time, beta testing was planned for February 2010. Currently, training has been conducted as of October 2010, with the complete roll-out of the tool scheduled for January 2011. This is a forward-looking example of GSA's support for a recommendation made in OFPP's Memorandum of October 27, 2009 ("Increasing Competition and Structuring Contracts for Best Results"), which strongly encourages consistent maximization of competition at the Task and Delivery Order level.

c) Training which Supports Competitive Practices

We have provided an increased level of training during FY 2010 to our acquisition team members at the Regional offices, Service Center offices, and Field offices. The training covered the development of acquisition strategies, strategic and tactical market research, and the use of appropriate source selection evaluation criteria during negotiations.

3. FAS and PBS Region 9, San Francisco

a) Marketplace Outreach

Since 2005, the Region's Office of Small Business Utilization (OSBU) has hosted an annual "Opening Doors for Small Business" conference. In August of 2010, this three-day conference focused on contracting and subcontracting opportunities and on marketing to the Federal government. Over 1200 people attended. Individual activities included:

- The Small Business Certification Corner: this allowed for one-on-one assistance with city, state, county and Federal certifications.
- GSA Schedules Assistance Corner: this allowed for one-on-one assistance with filling out a Schedules Contract Offer.
- Large Business Panel: This panel included prime contractors with awards made under the American Recovery and Investment Act, who discussed subcontracting opportunities for small businesses.
- Exhibitors Hall: This is a place where Government agencies and prime contractors networked with small businesses regarding subcontracts and teaming arrangements.
- Two Day Matchmaking Forum: This forum allowed procurement officials and prime contractors to meet one-on-one with small businesses to discuss marketing approaches and "how to do business."

Other outreach events included:

- January 21, 2010: Annual Sacramento Valley 8(a) Association Event in Sacramento, CA (150 attendees). On Sept 23, 2010 an 8(a) member of the Sacramento Valley 8(a) Association was awarded a GSA contract for \$348,812.00 - Project Location: Property Manager Office, 450 Golden Gate Ave., San Francisco, CA.
- March 1, 2010: Oakland ARRA Procurement Summit in Oakland, CA (300 attendees)
- March 19, 2010: Minority Enterprise Development Week, "The Path to Recovery," in Los Angeles, CA. (200 attendees)
- March 26, 2010: Southern Arizona Procurement Event, Tucson, AZ (300 attendees)
- June 15, 2010: National Organization of Minority Architects (San Francisco Chapter). OSBU and PBS coordinated efforts to provide information on how to do business with GSA and to increase A/E Small Business participation. (25 attendees)
- August 17, 2010: Small Business Matchmaking Event, San Jose, CA (500 attendees)

- August 23, 2010: Congressional Small Business Event (Congresswoman Jackie Speier), Millbrae, CA (125 attendees)
- September 30, 2010: Small Business Outreach Event, Bakersfield, CA. The cities of Bakersfield and Gilbane, and GSA's OSBU coordinated efforts and resources to reach small businesses within Bakersfield. The Economic Development Office hosted the event at their City Hall Council Chambers.

J. NORTHWEST/ARCTIC REGION

1. FAS Region 10, Auburn, WA

a) Marketplace Outreach

The FAS Management Services Center (MSC) has conducted the following events:

- **May 2010, Industry Days, Washington DC.** One hundred and fifty-nine current Schedule contractors attended these events. Topics covered included Long-Term Strategic Plans; Federal Market Outlook (by the Washington Management Group); e-Tools; Consolidated Schedule issues; Blanket Purchase Agreements; Contract Teaming Arrangements; Industrial Operations; and other Acquisition Management Topics. Additionally, contractors could choose between attending sessions on Small Business Subcontracting Plans; Reporting and Obligations; or a Marketing Session. The second day also included an opportunity to visit with the Schedule Contracting Officer Supervisors. During this event, the MSC also experimented with hosting a Pre-Offer Seminar for those contractors considering participation in the Mission Oriented Business Integrated Services (MOBIS) Schedule. Thirty companies attended the seminar to get an overview of not only the key elements to make a successful offer, but also about responsibilities in becoming a Schedule holder and the competition they will face.
- **August 2010, Industry Days, Seattle.** The MSC conducted these events for contractors holding MOBIS, Professional Engineering Services (PES), Logistics Worldwide (LOGWORLD), and Environmental, Language and Consolidated Schedules. The MSC Staff met with 48 contractors to share information, provide training and discuss contracting issues. The event included presentations on the modification and option processes; the importance of digital certificates; marketing; agency tools (such as blanket purchase agreements, and teaming arrangements) and Schedule Input Processing.

For the future, the MSC is leading an effort to develop an on-demand Webinar targeted toward current Schedule contractors who have little or no sales credited to their contracts. This training, to be entitled "How to Market to the Federal Government" will give these firms (many of which are small) assistance with targeting their markets; refining their outreach efforts; creating a business development strategy; using references and resources effectively; and

representing their offerings in an effective manner. There will also be follow-on conference calls with any interested party to discuss specific questions or concerns. The Webinar is scheduled to be available in April 2011, with the first conference call in May. This should encourage more competitive offers from these low-sales firms.

b) Achieving Competition under Blanket Purchase Agreements (BPAs)

In late 2009, FAS awarded a series of nationwide BPAs for PBS, covering Construction Management services. These 31 BPAs are multiple award, and at least ten teams are available to compete in each designated area, encouraging maximum competition at the ordering level. This is an example of GSA support for a recommendation later made in OFPP's Memorandum of December 22, 2009 ("Achieving Better Value from Our Acquisitions"), which strongly encourages agencies to establish competitive BPAs on the GSA Schedules.

c) Training which Supports Competitive Practices

The MSC has dedicated senior contracting officials who directly assist Federal agencies with their MAS procurements for professional services. In FY 2010, they provided training to over 1,600 acquisition personnel from a myriad of agencies in all areas of the country (and even around the world) including various components of the Departments of Defense, Energy, Homeland Security, and Interior, as well as the Veterans Administration and the National Oceanic and Atmospheric Administration. In addition to training, the MSC also provides consulting services for these agencies, covering Statement of Work reviews and acquisition planning/source selection advice. One of the key objectives of these efforts is to help agencies correctly and effectively order services with an emphasis on maximizing competition. The sessions also include topics such as ensuring 'fair opportunity' and mitigating risk in the type of contracts the agencies use, if not using the GSA Schedules.

2. PBS Region 10, Auburn, WA

a) Marketplace Outreach

For large construction acquisitions, subcontracting opportunities are posted on the Federal Business Opportunities website. This ensures wide dissemination of the requirement in an effort to maximize competition at the subcontract level, and provides opportunities for small business firms (especially in specific construction trades), to participate in large multi-trade projects for which they could not compete as a general contractor.

b) Expanded Use of Commercial Practices:

Our Services Branch reviews all of their requirements to determine which ones could be acquired more efficiently, and commercially, by using the FAS Facilities and Maintenance Management Schedule. Acquiring more operation and maintenance services for our buildings

through the use of the FAS Schedule Program will significantly reduce the time and level of effort needed to place these contracts, and will attract a greater level of competition from the marketplace.

c) Fair Opportunity Practices for Multiple Award Indefinite Delivery/Indefinite Quantity (IDIQ) Contracts

PBS has several multiple award IDIQ contracts in place for construction in each of our geographic locations (Washington; Puget Sound area/eastern Washington; Oregon; and Alaska). These were all awarded to small business firms, some of which were 8(a) firms. The majority of task orders are competed using the fair opportunity process, since we recognize the requirement to solicit competitively as well as the inherent benefits. This is an example of GSA support for a recommendation later made in OFPP's Memorandum of October 27, 2009 ("Increasing Competition and Structuring Contracts for the Best Results"), which strongly encourages consistent maximization of competition at the task and delivery order level.

d) Achieving Competition under Blanket Purchase Agreements (BPAs) and Streamlining Acquisition Processes

PBS has increased its use of BPAs placed under FAS Schedules. This allows for a much more efficient use of our contracting resources as placing a call against an existing BPA takes much less time than a task order, a standalone contract, or a purchase order. For example, PBS has a BPA against an FFS Schedule for training classes. With input from our Workplace Planning group and other managers, a list of our most commonly provided classes was developed and a BPA was placed which included them. Now, when a manager wants to provide a specific class, they can submit a procurement request to the group handling calls against the BPA and it is merely a matter of contacting the vendor which won that class and arranging the performance dates. This has significantly improved our ability to offer classes that develop our associates in a timely manner, while still obtaining good prices through a competitive process. It is also an example of GSA support for a recommendation later made by OFPP's Memorandum of December 22, 2009 ("Achieving Better Value from Our Acquisitions"), which strongly encourages agencies to establish competitive BPAs on the GSA Schedules.

K. NATIONAL CAPITAL REGION

1. Region 11, Washington, DC

a) Marketplace Outreach

- FAS continues to host the monthly GSA "Schedules" Workshops which have helped approximately 600 small business owners understand the MAS program and prepare a quality offer. Businesses also learn what to expect when the offer is submitted, and strategies for successfully marketing once the contract is received.

- In addition, GSA “MOBIS” eLabs continue to be a huge success, representing a tremendous cost savings to area businesses. We hope to add other Schedules to the eLab curriculum.
- The Region successfully executed the largest Industry Day held to date for the Saint Elizabeth Campus project in Washington, DC. This project will consolidate the headquarters for the Department of Homeland Security, from more than 40 buildings in the Washington DC area, to one National Historical Landmark. To accomplish this event, the Small Business Utilization Center (SBUC) collaborated with stakeholders from the client agency and the with Saint Elizabeth Community Development manager. This resulted in over 1,200 metro areas business owners (both large and small) attending this event.
- The National Capital Region (NCR) continued to offer 8(a) Certification Training Labs at the St. Elizabeth’s Opportunity Center and at the Computer Lab at the DC Library. This outreach idea has been a major success in the Ward 8 business community, and has been an integral part of success in maintaining good community relationships during the St. Elizabeth’s project.
- NCR conceived and conducted Woman-owned Small Business Roundtable forums. Issues addressed included the pending Woman-owned Small Business Federal Contract Program; security clearances; marketing strategies; and a presentation by the Special Occupations for Women Project (a private organization). Each Small Business was given the opportunity to participate in a marketing session.
- We also successfully served as the host and coordinator for the sixth consecutive year, for the “Access to Success” Small Business conference (October 2009). This attracted over 350 small businesses and 55 representatives from PBS and FAS. A total of 70 Federal, large and small business exhibitors participated, and 7 breakout workshops were included. The favorable reviews received resulted in the decision for this to be an annual event for the NCR Small Business Utilization Center.

VI. GSA National Initiatives and Central Office Acquisition Efforts

This section contains information on strategic efforts implemented across the country, as well as more specific actions taken by acquisition activities within the GSA Central Office.

Expanded Competition at the Task or Delivery Order Level and the Use of Performance

Metrics. The FAS Center for Innovative Acquisition Development has established BPAs under the Comprehensive Professional Energy Services (CPES) Program, in support of the ARRA legislation. Originally, 18 BPAs were awarded in December of 2009; that number has risen to 21 as of December 2010. The BPA holders include numerous small businesses. These firms will provide technical consultation services to improve energy-reduction initiatives in Federal buildings, and assist GSA in achieving a Leadership in Energy and Environmental Design (LEED) “Silver” rating certification for its facilities. The various BPAs were established on a Regional basis to allow maximum competition from small businesses, and the established ordering procedures require additional competition at the Task Order level for purchases above the micro-purchase threshold. Quantifiable performance based metrics are included for use at the

Task Order level, and this in turn could lead to high performers receiving the final two years of the overall four year contract period. This is an example of GSA support for a recommendation made by OFPP's Memorandum of December 22, 2009 ("Achieving Better Value from Our Acquisitions"), which strongly encourages establishing competitive BPAs on the GSA Schedules.

Use of Performance-Based Practices Authorized at the National Level and Implemented by the Regions. PBS continues to utilize national performance-based specifications for Custodial Services and Operations and Maintenance Services (Mechanical Maintenance) for its Federal Buildings. The use of these mandatory specifications has helped increase our national percentage of performance-based acquisition. We believe this supports recommendations later made in OFPP's Memo of October 27, 2009, in which OFPP strongly advised against the use of unduly restrictive or vague specifications, in lieu of well-developed performance-based specifications. (Where possible, these types of procurements are also placed under the MAS program, again following commercial practices.)

Nationally Available Training which Supports Competitive Acquisition Practices. FAS conducts training sessions with GSA's customer agencies and industry partners, to ensure that there is an understanding of the competition requirements for Task and Delivery Orders under GSA's Schedules and GWACs. Mandatory training for FAS offerors includes the "Pathway to Success" training module which assists prospective contractors in making informed business decisions about joining the Schedules program.

Centralized Procurements Awarded by the PBS Division of Physical Capital Assets and Management (Central Office). This office has:

- Increased its use of pre-proposal conferences. As an example a pre-proposal conference for the "ePM" acquisition (electronic Project Management tool) resulted in attendance from 66 potential offerors.
- Increased its market research for Service-Disabled Veteran-Owned Small Businesses (SDVOSBs), resulting in an upswing in its use of SDVOSB set-asides by 50% in Fiscal Year 2010.
- Moved forward with its use of hybrid proposals, with firm fixed pricing applied to the maximum possible extent, supplemented by fixed labor rates used for additional services that are subsequently fully negotiated when required.
- Continued moving away from Single-Award IDIQ contracts, utilizing Multiple-Award vehicles more often.
- Increased its usage of BPAs by 30% in Fiscal Year 2010, maximizing the use of multiple-award vehicles.
- Increased its usage of oral presentations and electronic submission of more streamlined proposals (25 pages or less).

Streamlining Acquisition Processes. On November 1st, 2010, FAS launched an electronic library of Statements of Work (SOWs) that lend themselves to a Schedules solution. These SOWs were vetted by various GSA/Industry Partnership Groups. The library will assist acquisition personnel across the Government to easily transform their own customer requirements and

objectives into a SOW, match the scope to a Schedule contract, and shorten the time required to issue a Request for Quote (RFQ). This should **encourage** greater competition from Schedule holders in the future.

VII. Competition Goal for FY 2011

Based on the information in this report, GSA is enthusiastic about its ability to maximize competition in 2011. However, we also need to take a pragmatic look at other programs GSA supports (UNICOR, AbilityOne and the SBA's sole-source 8(a) procedures). These initiatives, which account for a substantial portion of FY 2010's non-competitive spending (\$1.0 Billion out of \$2.8 Billion overall) work against further substantial increases in our competition percentage.

We must also recognize that certain utility purchases for lighting, heating and water/sewer purchases are non-competitive by nature.

Finally, we need to consider that the large ARRA "bulge" in Task/Delivery Orders that helped propel our high competitive percentage in 2010, will not continue in 2011. (For example, where PBS received \$5.5 Billion in ARRA funds authorized for use in FY 2009 and 2010, it will receive \$0.5 Billion for use in 2011, with no further disbursements scheduled after that year.)

Federal Prison Industries (UNICOR). Per FAR 8.002, UNICOR ranks highly as a priority source for supplies, and is also a significant source for services. FAR Part 8.601(e) states that agencies are encouraged to purchase supplies and services from UNICOR to the maximum extent possible. The regulations regarding these purchases have changed in recent years, and Contracting Officers conduct market research and compare goods and services available from the private sector to determine whether UNICOR products meet the Government's needs. Contracting Officers do not need to purchase from UNICOR if the products do not meet the Government's needs in terms of price, quality or time of delivery when compared to goods and services available from the private sector. Nevertheless, where UNICOR can provide goods and services that are comparable to those of the private sector, agencies are encouraged to purchase from UNICOR on a sole-source basis.

Acquisitions from Non-Profit Agencies Employing Persons Who are Blind or Severely Disabled (under the "Ability One" Program). These acquisitions are statutorily based in the Javits-Wagner-O'Day Act (commonly referred to as JWOD). Purchases made in this program support non-profit workshops that employ the blind or disabled, and which are represented by the National Institute for the Blind (NIB) and the National Institute for the Severely Handicapped (NISH). Many Ability One workshops provide supplies and services through the GSA MAS Program managed by FAS. In addition, PBS seeks to contract most of its custodial services via NISH workshops under an ongoing GSA/JWOD Strategic Alliance. Per FAR 8.704, Ability One participating workshops are to be used, for supplies and services established as being available, prior to the use of suppliers from the commercial marketplace. Once supplies or services are procured in this manner, they will remain with the Ability One program unless performance is

established as subpar and the requirement is dropped from the Ability One Procurement List. Sole-source awards made under this Program do not require a written CICA Justification and Authorization.

The Small Business Administration 8(a) Program. Under Section 8(a) of the Small Business Act, purchases may be made from “8(a) contractors.” These are firms that the SBA has identified as needing business development support. Most 8(a) acquisitions are sole source (and do not require a CICA Justification and Authorization in order to limit competition in this manner). Per FAR 19.805, only acquisitions exceeding \$6.5 Million in the manufacturing sphere, and acquisitions otherwise exceeding \$4.0 Million may be considered for competitive 8(a) acquisition¹. (Note: In June of 2009, close to the end of the Fiscal Year, GSA obtained a blanket waiver from the SBA, for construction and IT acquisitions funded by the Recovery Act, to conduct competitive 8(a) procurements under these dollar thresholds. GSA may also request individual waivers for Recovery Act acquisitions that are not for construction or IT. However, most 8(a) procurements will remain sole-source). Table 4 shows obligations in support of these programs in FY 2009.

Program	Amount
UNICOR	\$ 22 Million
Ability One	\$480 Million
Sole Source 8(a)	\$517 Million
TOTAL	\$1,019 Billion

Table 4. 2009 Program Obligations

Based on these figures, over a third of GSA’s \$2.8 Billion in noncompetitive obligations support these programs. GSA’s marketplaces (in goods, white and blue collar services, and construction) are excellent sources for this type of procurement activity.

Other Non-Competitive Actions: Utility Acquisitions. It is also important to consider that the remainder of non-competitive actions cover situations that reflect the need to reduce the level of competition due to urgent and compelling reasons, or the availability of only a single source. One important example of the latter relates back to the role of PBS as the nation’s landlord: utility contracts for the lighting, heating and water/sewer service for buildings (as described in FAR Part 41). Although some geographic areas within the United States do allow for competition among utility suppliers, many utility dollars are spent in sole-source contracts with entities that are (1) electric monopolies regulated by their state’s Public Utility Commission (PUC); (2) lessors of Government-rented space that provide utility services as part of a fully serviced lease; or (3) municipalities that provide such services within their geographic borders. GSA does not have the power to make these contracts competitive. In Fiscal Year 2010, FPDS reports that \$138 Million was spent in actions against such contracts. Taken together with the

¹ The dollar thresholds cited here increased to these levels as of October 1, 2010. For Fiscal Year 2010, the previous thresholds of \$5.5 Million and \$3.5 Million, respectively, would have applied.

UNICOR, AbilityOne and Sole Source 8(a) actions cited above, roughly 40% of all non-competitive contracts (\$1.1 Billion out of \$2.8 Billion) fall into these special categories.

The Impact of the Recovery Act. A final factor is that GSA fully supported the ARRA in FY 2010, awarding \$3.828 Billion in contract actions. This is the prime year for GSA in relation to ARRA funding; considerably less dollars will be available in FY 2011 (\$0.5 Billion for PBS), and none thereafter. Because of the strict statutory obligation to award so much of GSA's ARRA funding by September 30, 2010, GSA's Regions often took advantage of established IDIQ and Schedule contracts, allowing them to make quick (and yet often competitively competed) awards of Orders to known contractors. This heavy additional layer of competitive actions, and the unusual funding/award situation, will not continue in the future. However, many of the lessons learned from ARRA are now being reviewed to determine how to increase the overall efficiency of the agency.

The Goal for Fiscal Year 2011 – 79%. In light of these factors, GSA recognizes that maintaining the high level of competition achieved in Fiscal Year 2010 (82%) is not tenable. However, we do wish to establish an aggressive goal. We note that there has been a steady progression in recent years as depicted in Table 1 on page 2 of this report.

In reviewing these numbers, we feel that **79%** is a reasonable goal for Fiscal Year 2011. This allows for an increase similar to that shown in 2008 and 2009, and also allows for a slight "bulge" from remaining ARRA awards scheduled to be made in 2011. Finally, and most importantly, it relies upon the continued efforts of our Regions/Services, as described throughout this report. It is their operational activities that have led to our improved competition results over the past several years, and which will support similar achievement in Fiscal Year 2011.

APPENDIX A - Current List of GSA Competition Advocates

GSA Competition Advocate (National Level):

David Kimbro

Director, Office of General Services Acquisition Policy, Integrity and Workforce

GSA Competition Advocate (Service Level):

FAS – Lisa Grant

PBS – Jennifer Smith

GSA Regional Competition Advocates:

New England Region (1), Boston, MA

FAS & PBS – Ed Wirtanen

Northeast and Caribbean Region (2), New York, NY

FAS – Theresa Ramos

PBS – Warren Hall

Mid-Atlantic Region (3), Philadelphia, PA

FAS – Jack Wise

PBS – Dale Anderson

Southeast Region (4), Atlanta, GA

FAS – Teri Osabutey

PBS – Jack Odom

Great Lakes Region (5), Chicago, IL

FAS – Mike Tyllas

PBS – Mike Wolff

Heartland Region (6), Kansas City, MO

FAS – Sharon Henry

PBS – Brian McDevitt

Greater Southwest Region (7), Fort Worth, TX

FAS – Kathy Colomo

PBS – James King/James Ferracci

Rocky Mountain Region (8), Denver, CO

FAS – Penny Grout

PBS – Kelly Russell

Pacific Rim Region (9), San Francisco, CA
FAS – Leslie Yamagata
PBS – Robert Shepard

Northwest/Arctic Region (10), Auburn, WA
FAS – Geraldine Watson
PBS – Robin Graf

National Capital Region (11), Washington DC
FAS – Iris Faltz
PBS – Melanie Lewis

APPENDIX B - Acronyms

<u>Acronym</u>	<u>Definition</u>
AAS	Assisted Acquisition Services
ACT-IAC	American Council for Technology – Industry Advisory Council
AFCEA	Armed Forces Communications and Electronics Association
AFCESA	Air Force Civil Engineering Support Agency
APTAC	Association of Procurement Technical Assistance
ARRA	American Reinvestment and Recovery Act
BPA	Blanket Purchase Agreement
CAO	Chief Acquisition Officer
CFMH	Center for Facilities Management and Hardware
CICA	Competition in Contracting Act
CLIN	Contract Line Item Numbers
CO	Contracting Officer
COR	Contracting Officers Representative
CPES	Comprehensive Professional Energy Services
DAU	Defense Acquisition University
DeCA	Defense Advisory Council
DOD	Department of Defense
DOL	Department of Labor
DOT	Department of Transportation
EPA	Environmental Protection Agency
FAR	Federal Acquisition Regulation
FAS	Federal Acquisition Services
FBO	Federal Business Opportunities
FPDS-NG	Federal Procurement Data System – Next Generation
GNEMSDC	Greater New England Minority Supplier Development Council
GSA	General Services Administration
GTRI	Georgia Tech Research Institute

GWACs	Government-wide Acquisition Contracts
HUBZone	Historically Underutilized Business Zone
ICE	Immigration and Customs Enforcement
IDIQ	Indefinite Delivery/Indefinite Quantity
IWAC	Integrated Workplace Acquisition Center
JWOD	Javits Wagner-O'Day Act
LEED	Leadership in Energy and Environmental Design
LOGWORLD	Logistics Worldwide
MAMBDC	Mid-America Minority Business Development Council
MAS	Multiple Award Schedule
MAS	Multiple Award Schedules
MOBIS	Mission Oriented Business Integrated Services
MSC	Management Services Center
MSC	Management Services Center
NASIC	National Air and Space Intelligence Center
NCR	National Capital Region
NEPA	National Environmental Policy Act
NIB	National Institute for the Blind
NISH	National Institute for the Severely Handicapped
NNSA	National Nuclear Security Agency
NOAA	National Oceanic and Atmospheric Administration
OFPP	Office of Federal Procurement Policy
OGP	Office of Governmentwide Policy
OMB	Office of Management and Budget
OSBU	Office of Small Business Utilization
PBA	Performance-Based Acquisition
PBS	Public Buildings Service
PES	Professional Engineering Services
PTAC	Procurement Technical Assistance Center

PUC	Public Utility Commission
RFI	Request for Information
RFQ	Request for Quotation
RPO	Regional Procurement Officer
SAME	Society of American Military Engineers
SBA	Small Business Administration
SBUC	Small Business Utilization Center
SDVOSB	Service-Disabled Veteran Owned Small Business
SOW	Statement of Work
SPE	Senior Procurement Executive
STARS	Streamlined Technology Acquisition Resources for Services
T&M	Time and Materials
UNICOR	Federal Prison Industries
VOSB	Veteran Owned Small Business
WOSB	Woman Owned Small Business
ZEF	Zero Environmental Footprint

U.S. GENERAL SERVICES ADMINISTRATION



COMPETITION ADVOCATE REPORT FY 2009 February 4, 2010

Prepared By:
U.S. General Services Administration
Office of Acquisition Policy
Office of Acquisition Integrity

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I. GSA's Mission Statement

The U.S. General Services Administration leverages the buying power of the Federal government to acquire best value for taxpayers and our federal customers. We exercise responsible asset management. We deliver superior workspaces, quality acquisition services, and expert business solutions. We develop innovative and effective management policies.

II. The Value of Competition

In order to fully support our mission statement, we promote competition in support of achieving the best value in our acquisitions, based on truly competitive prices, higher quality services and delivery, and enhanced solutions for our customers. GSA has continuously strived for and achieved success in awarding contracts competitively.

III. GSA's Organizational Structure

GSA is primarily composed of two Services: the Federal Acquisition Service (FAS) and the Public Buildings Service (PBS). FAS is the Federal government's supplier of telecommunications support, information technology, a vast array of goods (including an extensive fleet of Government vehicles; office equipment and furniture; and security, fire and law enforcement equipment), and a wide variety of other services (including professional and technical services; travel and transportation; and environmental services). FAS manages the GSA Multiple Award Schedules Program, and Government-wide Acquisition Contracts (GWACs) for information technology. PBS acts as the landlord of much of the Federal government's space, whether it is Government-owned (as in the case of Federal Office Buildings, Border Stations and Courthouses) or leased from the private sector. For its Government-owned property, PBS manages contracts for construction, architect-engineer services, building services (such as for janitorial and mechanical maintenance support) and utility services. For rented space, PBS awards and administers leases with the private sector, which often involve renovations to the space acquired.

GSA has eleven Regional offices (and various staff offices). GSA's Regional Offices are located in Boston, New York, Philadelphia, Atlanta, Chicago, Kansas City, Fort Worth, Denver, San Francisco, Auburn WA and Washington, DC.

One of GSA's key staff offices is the Office of Government-wide Policy. The agency's Senior Procurement Executive (SPE) resides here. The Office of Acquisition Integrity reports to the SPE, and the Director of Acquisition Integrity functions as the agency's Competition Advocate at the highest strategic level. Working with him are two national competition advocates, one for FAS and one for PBS. In addition, each Regional Office has its own local Competition Advocates, generally one for FAS and one for PBS. (Historically, the Regions

have had only one Advocate apiece, but due to organizational changes in FY 2009, each Region now has two, with the exception of the New England Region, which continues to have one advocate for both Services.) This team works with Contracting Officers to ensure that competitive procedures are used to the greatest extent; that the requirements of the Competition in Contracting Act (CICA) are met; and that the duties of competition advocates as described in Federal Acquisition Regulation (FAR) Part 6.2 are responsibly discharged. A listing of the current GSA Competition Advocates is provided as an Appendix A at the end of this document.

IV. GSA's Competitive and Performance-Based Data during FY 2009

During Fiscal Year 2009, GSA awarded \$12.3 Billion in acquisitions. Of this, \$9.4 billion, or 76.4%, were awarded competitively. This exceeds the goal for FY 2009 (75%) established in last year's competition advocate report, and compares to recent history as follows:

2009 – 76%
2008 – 73%
2007 – 71%
2006 – 71%
2005 – 75%

The data is drawn from the Federal Procurement Data System (FPDS). For FY 2009, the national competition report was run on December 14, 2009.

On a related matter, GSA has been increasing its percentage of performance-based acquisition. The use of this procedure tends to attract more firms into the Federal marketplace (thus increasing the level of competition), since performance-based acquisition frees contractors from unduly restrictive Government specifications. Instead, they may compete based on their own qualifications and "know how." In Fiscal Year 2009, out of \$4.19 Billion in eligible PBA dollars, GSA awarded \$2.04 Billion in performance-based contracts, or 48.6%. Compared to previous fiscal years, this shows the following growth in use of performance-based procedures:

2009 – 48.6%
2008 – 41.7%
2007 – 33.2%

The data is again drawn from FPDS. For FY 2009, the data on performance-based acquisition was run on December 16, 2009.

The following pages provide examples, drawn from GSA's various Regions, of the way in which we have maximized competition, utilized performance-based and commercial acquisition practices, and maintained a strong level of outreach

to the small business community and indeed, the entire contractor marketplace. (The latter represents a major investment of time and resources from “the ground up,” and supports recommendations later made in OFPP’s Memorandum of October 27, 2009, “Increasing Competition and Structuring Competition for Best Results,” regarding the importance of outreach to potential vendors.) We believe all of these efforts have combined to improve our performance in regard to competitive and performance-based acquisition.

V. Regional Practices During Fiscal Year 2009

Please note that these are examples drawn from many GSA offices, and are not meant to be a list of every effort in every Region. Also, in most cases (excluding Regions 1 and 11) there are separate discussions for the activities of FAS and PBS, based upon the input of each Service’s competition advocates.

The New England Region (Region 1, Boston)

In regard to marketplace outreach:

During Fiscal Year 2009, the New England Region hosted or participated in 32 workshops and conferences. Examples follow:

- On October 28, 2008, the New England Region hosted a one-day Customer Conference in Norwood, MA entitled “One GSA – Your One Stop Under the Big Top.” The Regional Administrator delivered opening remarks to customers, industry vendors, and state and local government officials. FAS and PBS employees were on hand at the “One GSA” booth to educate the 250 attendees about the services the agency offers (and the contracts it awards).
- On March 6, 2009, the New England Region participated in an American Recovery and Reinvestment Act (ARRA) conference in Burlington, VT hosted by Senator Patrick Leahy and Governor James Douglas. Over 700 people attended this event.
- On March 30, 2009, the New England Region participated in another ARRA conference, held in Brattleboro, VT. This conference was hosted by Senator Leahy, his colleague Senator Peter Shumlin, and Governor Douglas. Approximately 500 people attended this event.
- On May 1, 2009, the New England Region participated in a conference held in Burlington, VT entitled “Stimulating Green – Navigating the Economic Stimulus and Winning Government Contracts,” hosted by Congressman Peter Welch. Over 160 people attended this event.
- On June 3 2009, the New England Region participated in the National Defense Industrial Association (NDIA) Small Business Conference held in Providence, RI.

In regard to fair opportunity practices for Multiple Award Indefinite Delivery/Indefinite Quantity contracts:

The Public Buildings Service in Region 1 has set in place a multiple award IDIQ contract for construction, awarded to five small business firms in December of 2008. Since that time, the Government has received competitively priced offers from these businesses, who were initially selected primarily due to their ability to handle orders at a volume usually relegated to larger firms. This is an example of GSA's support for a recommendation later made in OFPP's Memorandum of October 27, 2009 ("Increasing Competition and Structuring Contracts for the Best Results"), which strongly encourages consistent maximization of competition at the task and delivery order level.

In regard to the management of the risks inherent in Time-and-Material and Labor Hour contracts:

The Federal Acquisition Service took steps in Fiscal Year 2009 to better manage the administration of these types of contracts, which place a greater level of cost and performance risk on the Government. The responsibilities of GSA and the client agency are now specified in the interagency agreement between the parties, reducing confusion over each player's role. In addition, FAS updated its contractor performance evaluation processes to ensure that the work efforts of the Time-and-Material or Labor Hour contractors were properly documented. Although not directly related to the issue of competition, this is an example of GSA's recognition of an issue noted in OFPP's Memorandum of October 27, 2009, regarding the importance of choosing the correct contract type, and administering the contract accordingly.

**The Northeast & Caribbean Federal Acquisition Service
(Region 2, New York City)**

In regard to marketplace outreach:

In November of 2009, we held an Industry Day with Schedule contractors, in order to identify any concerns they had in regard to their participation in the Multiple Award Schedule (MAS)Program. Solving these concerns would make them better industry partners, and would encourage them to respond to solicitations for quotes or offers. We discovered that these vendors wished to know more about GSA resources available to them post-award (such as GSA's Vendor Support Center, and GSA sponsored events). They also desired more support in terms of Schedule-specific tactical issues (for example, how to put together the best response to a Request for Quote/Proposal). Most importantly, these firms wanted sufficient time to network with GSA employees who affect their Schedules, and with fellow Schedule holders to share "war stories" and

exchange ideas. They supported the idea of open panel “Q&A” style conferences with GSA decision makers. This type of industry communication is a first step in making Schedule holders more proactive and competitive members of our acquisition marketplace.

The Northeast & Caribbean Public Buildings Service (Region 2, New York City)

In regard to marketplace outreach:

In partnership with our Regional Office of Small Business Utilization and PBS' Industry Relations Division, we hosted a small business event, “Together Buildings Change,” in May of 2009 in New York City. This unprecedented nationally-oriented conference attracted more than 300 participants, and focused solely on the marketplace sectors that provide construction and building services to PBS.

In addition we also participated in the following outreach events throughout Fiscal Year 2009:

- Newark Municipal Council's “Growing Your Newark Business” seminar (January 2009)
- Regional Alliance Contractors' Clearinghouse Procurement Fair (March 2009)
- Metropolitan Transit Authority's Procurement Fair (March 2009)
- New York Daily News' “Small Biz/Big Impact” conference (March 2009)
- Internal Revenue Service, Procurement Matchmaking event (April 2009)
- U.S. Small Business Administration, Matchmaking event at the SBA Building, Newark, NJ (May 2009)
- Union County Economic Development Corporation (UCEDC), GSA Schedules Workshop, Union, NJ (May 2009)
- Asian Women in Business Annual Procurement Fair, Bank of New York (May 2009)
- Ninth Annual Women & Small Business Conference, Kean University, Union, NJ (May 2009)
- Rockland County Procurement Technical Assistance Center, GSA Schedules Workshop (May 2009)
- U.S. Pan-Asian American Chamber of Commerce, Education Foundation – Celebrate Asian Business Opportunity Conference (May 2009)
- New Jersey Small Business Development Center – 18th Annual Procurement Expo, Rutgers Center for Law and Justice, Newark, NJ (June 2009)
- 7th Annual Queens Business and Procurement Expo, La Guardia Community College, Long Island City, NY (June 2009)

- Business Matchmaking 2009, Meadowlands Exposition Center, Secaucus, NJ (June 2009)
 - New York City, Department of Small Business Services' 3rd Annual Procurement Fair, Lower Manhattan (July 2009)
 - U.S. Department of Commerce, conference of the Minority Business Development Agency, Manhattan, NY (July 2009)
 - U.S. Small Business Administration's Small Business Matchmaking Event, Albany, NY (September 2009)
-

The Mid-Atlantic Federal Acquisition Service (Region 3, Philadelphia)

In regard to streamlining acquisition processes:

Our Office of Assisted Acquisition Services (AAS) has extensively used oral presentation techniques (see FAR 15.102) in lieu of requiring extensive written responses to solicitations. (In most instances, the only written information submitted by offerors is in regard to their past performance on similar projects.) The oral presentations include an interview-style format that enables the Government's technical team to formulate questions that increase the focus on meaningful evaluation of offers. The contractors are not provided the set of questions in advance, but do attend Pre-Quote Conferences that prepare them for the competition. The oral presentations have specific time limits (i.e., 90 minutes) and are recorded.

The results of this change in technique have been:

- Clear, concise and well-written solicitation documents, especially in relation to Evaluation Criteria and Instructions to Offerors.
 - Fewer Technical Factors, limiting them to those that truly discriminate.
 - Significantly lower competition costs for both large and small businesses (encouraging more small firms to compete).
 - Fewer contractor errors in proposals, with those that do occur fixed by simple clarifications rather than discussions/negotiations.
 - The Evaluators receive "real" responses to their questions, not the "canned" written responses many firms use in every written proposal.
 - All tasks awarded on initial Quotes or Proposals (eliminating multiple rounds of negotiation, and avoiding mistakes on both sides during discussions).
 - Clarity in debriefings, with the result that firms new to Government contracting do feel that they have learned how to compete more efficiently in the future, even if they do not receive the current award.
 - Zero protests.
-

The Mid-Atlantic Public Buildings Service (Region 3, Philadelphia)

In regard to marketplace outreach:

For larger acquisitions, the pre-proposal conference includes a small business partnering session, allowing small businesses to network, as potential subcontractors, with the large business firms which are interested in submitting prime contract offers. This maximizes competition at the subcontract level, and provides opportunities to small business firms, especially in specific construction trades, to participate in large multi-trade projects for which they could not compete as a general contractor.

We also participate in Small Business Fairs conducted by GSA's Office of Small Business Utilization (OSBU). These fairs are generally not restricted to any particular line of business, but are open to producers of goods, professional and blue collar services, and construction. The Mid-Atlantic Region (including both PBS and FAS) participated in such fairs in Baltimore, MD (November 2008), and Atlantic City, NJ (March 2009). PBS also participated in a fair specifically designed to attract small business construction firms interested in work at the Social Security Administration facility in Windsor Mills, MD (June 2009).

In regard to streamlining acquisition processes:

The Mid-Atlantic PBS has also sought to streamline its source selection procedures, thus attracting more firms to our competitions. All Acquisition Plans, which include source selection procedures and factors, are reviewed by the Acquisition Management Team to ensure that the evaluation procedures are not overly extensive or harmful to meaningful competition. Lessons learned in this regard are routinely shared through monthly meetings with our Contracting Officers and CO Technical Representatives.

The Southeast Region Federal Acquisition Service (Region 4, Atlanta, GA)

In regard to marketplace outreach:

We host Industry Days and "Pre-Request for Quote" conferences for many of our larger acquisitions, in order to maximize visibility and competition. The Region 4 FAS also participated in events such as these during Fiscal Year 2009:

- Congressman David Scott's Economic Recovery Exposition in Atlanta (May 2009). Here we were able to provide guidance on opportunities with the Federal Government.

- The Annual Air Force Civil Engineering Support Agency (AFCESA) Industry Day in Panama City, FL (May 2009). AFCESA is a large Assisted Acquisitions Services client agency, and we partnered with them in hosting this event to promote planned AFCESA requirements and opportunities.
-

The Southeast Region Public Buildings Service (Region 4, Atlanta, GA)

In regard to marketplace outreach:

With respect to the American Recovery and Reinvestment Act (ARRA), the Southeast Sunbelt PBS hosted a one-day forum in Atlanta (August 2009) for local firms who were interested in learning about GSA and PBS, the Recovery Act, and specific Recovery opportunities within our eight-state Region. Over 100 companies attended this event.

The Region also hosted Industry Day outreach events in support of three ARRA-funded projects for the modernization of Federal buildings (the George C. Young U.S. Courthouse in Orlando, FL; the Robert Vance Federal Building/Courthouse in Birmingham, AL; and the Dr. A. H. McCoy Federal Building in Jackson, MS). In addition to stimulating interest at the prime contract level, these events allowed networking and outreach for the small business community interested in subcontracting opportunities with potential General Contractors.

In conjunction with the Regional Small Business Utilization staff, we also participated in various small business outreach events and panels, such as:

- The Georgia Minority Supplier Development Council's Business Opportunity Forum.
 - The Office of Federal Contract Compliance Program (OFCCP) Forum, hosted by the Department of Labor.
 - The GSA Service-Disabled Veteran-Owned Small Business Conference.
 - The U.S. Department of Labor's Women's Bureau Forum.
-

The Great Lakes Federal Acquisition Service (Region 5, Chicago)

In regard to marketplace outreach:

The Great Lakes FAS participated in an Information Technology Small Business Seminar in April of 2009, explaining the products and services GSA is seeking to procure, and the requirements of participating as an industry partner. In

addition, FAS provided “Schedules Training” to veteran-owned businesses that might be interested in joining the Multiple Award Schedule program at three separate events: (1) at the Veteran’s Resource Fair in Sterling Heights, MI (October 2008); (2) at the SBA Service Disabled Veterans Event in Milwaukee, WI (October 2008); and (3) at the EPA Veterans Small Business Conference in Chicago, IL (November 2008).

In regard to the management of the risks inherent in Time-and-Material and Labor Hour contracts:

We have also been successful in replacing Time-and-Material contracts placed by the contracting staffs of customer agencies, with Fixed Price or combination (part Time-and-Material, part Fixed) contracts awarded by our Region. For the latter, the majority of the combined contract tended to be firm fixed-price, since much of the contract effort involved little fluctuation in actual requirements. Although not directly related to the issue of competition, this is an example of GSA’s recognition of an issue noted in OFPP’s Memorandum of October 27, 2009, regarding the importance of choosing the correct contract type, and administering the contract accordingly.

The Great Lakes Public Buildings Service (Region 5, Chicago)

In regard to marketplace outreach:

In Fiscal Year 2009, the Great Lakes PBS co-sponsored an education and outreach event with the Chicago Builders Association in downtown Chicago. “Make GSA Work For You” attracted over sixty construction industry representatives who learned about GSA’s building program and the opportunities it affords to the construction industry. GSA representatives discussed the agency’s organization, its vision, and its challenges and strategies for the future. After a question-and-answer session, a panel of contractors who have previously worked with GSA gave the audience a first-hand view of what we are like as a business partner. At the conclusion, the group was given a forecast of contracting opportunities and instructions on how to compete for work.

Also during FY 2009, the Region’s Small Business Utilization Office represented both PBS and FAS at several conferences focusing on upcoming projects to be funded by the American Recovery and Reinvestment Act (ARRA). Individual seminars for particular industries were conducted, a practice that will continue throughout FY 2010.

In regard to streamlining acquisition processes:

The Great Lakes PBS uses oral presentations (see the discussion under Region 3, above) for many of its capital projects, including Recovery Act acquisitions. This continues to be a valuable supplement to written proposals. This approach has also been used for the recent “Central Support Services” file management contract (where a vendor was selected to manage the various PBS file systems). The Region is continuing to look for further opportunities to use this practice.

The Heartland Federal Acquisition Service (Region 6, Kansas City)

In regard to expanded use of performance-based contracting and outreach to small businesses:

Our Heartland Supply Operations (HSO) office has awarded a performance-based contract for logistical support of warehouse operations for the Eastern Distribution Center in Burlington, NJ. This was also competed as a set-aside for small firms located in Historically Underutilized Business Zones (HUBZones) in accordance with FAR Part 19.13. Current estimates indicate that this competitive, performance-based approach will reduce historical costs by approximately \$35 Million over the five year period of this contract.

In regard to the avoidance of unduly restrictive specifications and the use of commercial item practices:

On an ongoing basis, the HSO also works with industry and professional organizations in developing and enhancing descriptions for National Stock-numbered supplies available through the Multiple Awards Schedule (MAS) program. For example, the American Society for Testing and Materials (ASTM) is an international organization that develops and publishes standards for materials, products, systems and services used in construction, manufacturing and transportation. The Society of Aerospace Engineers (SAE) is an international organization that focuses on components of aerospace products. Both committees have representatives from business and Government who ensure product performance standards are established industry-wide, and both provide technical information that can be used by all suppliers. The HSO actively participates in the meetings of these committees to ensure that the relevant National Stock items reflect current commercial standards and allow for maximum competition.

In regard to the expansion of product choices:

GSA's "Information Technology (IT) Schedule 70" has over 5,000 contracts providing products and services to government customers. We saw a steady inflow (over the past year) of new offers from the marketplace. This has led to a breakout within the Schedule, so that users can more easily navigate sections for new IT products, and refurbished ones. The expansion of product choices in this manner supports a greater level of competition at the Order level.

We believe all of these efforts support recommendations later made in OFPP's Memo of October 27, 2009 ("Increasing Competition and Structuring Contracts for Best Results"), in which OFPP strongly advised against the use of unduly restrictive or vague specifications, in lieu of well-developed performance-based, commercially driven specifications. In addition, please note that GSA is leading the effort to further expand Schedule 70 in regard to the "Software as a Service (SaaS)" initiative for cloud computing services. A Request for Information (RFI) has already been issued to current Schedule 70 contractors during Fiscal Year 2009, and has led to approved firms becoming part of GSA's "Cloud Computing Storefront." In time this could lead to a new Standard Item Number (SIN) on Schedule 70.

The Heartland Public Buildings Service (Region 6, Kansas City)

In regard to fair opportunity practices for Multiple Award Indefinite Delivery/Indefinite Quantity contracts:

The Region supports the full use of FAR Part 16's Fair Opportunity practices when acquiring services under Multiple-Award IDIQ contracts. As an example, many small construction awards funded by the American Recovery and Reinvestment Act (ARRA) were made in Fiscal Year 2009 under an Indefinite Delivery/Indefinite Quantity contract awarded to various "Construction Manager as Constructor" (CMC) firms. (A CMC firm provides both preliminary support in the development of the design of a structure, and is then responsible for the construction phase of the work as well.) The contractors who received awards were large, small, 8(a) and women-owned. This is an example of GSA's support for a recommendation later made in OFPP's Memorandum of October 27, 2009 ("Increasing Competition and Structuring Contracts for the Best Results"), which strongly encourages consistent maximization of competition at the task and delivery order level.

For Both Services, Heartland Region (Region 6, Kansas City):

In regard to marketplace outreach:

This Region conducted or participated in over twenty activities during Fiscal Years 2009 and 2010 to enhance competition and support small business access to contracting opportunities. This included:

- Two “Contacts to Contracts” Trade Shows in March and October of 2009, both held in Saint Louis, MO. (The latter was specifically targeted to small businesses.)
 - The Small Business Expo hosted by U.S. Congressman Sam Graves (March 2009), in Kansas City, MO.
 - The Procurement Conference hosted by U.S. Representative Ike Skelton (May 2009), in Warrensburg, MO.
 - The Procurement Conference hosted by U.S. Representative Dennis Moore (August 2009), in Overland Park, KS.
 - 8(a) Diversity Town Hall Summit (September 2009) at the University of Missouri, St. Louis, MO.
 - Minority Enterprise Development Week (October 2009), held throughout the Kansas City metropolitan region
 - The Facilities Maintenance and Hardware Acquisition Center of FAS has hosted successful Industry Days for the past nine years, educating small businesses in doing business with GSA, and allowing them to network with potential large business partners.
 - Monthly Regional Small Business Network Breakfast Meetings.
-

The Greater Southwest Federal Acquisition Service (Region 7, Fort Worth)

In regard to marketplace outreach and the expansion of product choices:

In cooperation with the Small Business Administration, we participate in one-on-one meetings with small businesses looking for work from GSA. In addition, FAS in Region 7 has worked with its sister service, PBS, to add more “Green” and energy efficient products and services to the Schedules Program in order to provide for greater competition in this marketplace arena.

The Greater Southwest Public Buildings Service (Region 7, Fort Worth)

In regard to marketplace outreach:

Our Region sponsors a monthly “PBS Vendor Day” in which firms are given the opportunity to present their capabilities to the acquisition and technical staff. In Fiscal Year 2009, sixty vendors participated in these events.

In addition, in June of 2009, we hosted a one-day forum on the American Recovery and Reinvestment Act. The 240 contractor representatives learned about GSA itself, the Recovery Act, proposed Recovery projects for the Region, and contract and subcontract opportunities.

The Rocky Mountain Federal Acquisition Service (Region 8, Denver)

In regard to the use of incentives to stimulate performance:

This Region manages a contract supporting the Defense Information Systems Agency (DISA). The contractor provides all management, tools, supplies, equipment and labor necessary to operate a comprehensive operations and maintenance program for DISA Computing Services facilities, including support programs for Roof Asset Management, Building Automation Systems, Battery Monitoring Systems, Diesel Fuel Filtering, Enterprise Underfloor Cleaning, and other such related programs. This contract includes incentives addressing quality and the use of small business subcontractors. Incentives attract more highly qualified firms to compete at the outset, and make successfully performing firms more competitive in the future.

The Rocky Mountain Public Buildings Service (Region 8, Denver)

In regard to marketplace outreach:

Our small business specialist takes the lead in conducting monthly outreach presentations, which provides detailed information on doing business with GSA to small business firms. She also responds on a daily basis to queries from small businesses interested in gaining Government work.

The Pacific Rim Federal Acquisition Service (Region 9, San Francisco)

In regard to marketplace outreach:

In Fiscal Year 2009, we hosted or participated in outreach activities to both the contractor and Federal communities. For example, we hosted an Industry Day in August of 2009 to encourage maximum offeror participation in a new Indefinite Delivery/Indefinite Quantity solicitation for Manpower Training and Analysis in support of the Defense Manpower Data Center (DMDC). In addition, we participated in the Armed Forces Communications and Electronics Association (AFCEA) conference in San Diego in February of 2009, so that we could make contact with potential GSA clients and educate them on the competitive assisted services that our acquisition vehicles can provide.

In regard to training which supports competitive acquisition practices:

We have provided training to our client agencies throughout 2008 and 2009, on the use of performance-based scopes of work, encouraging their use of this positive competitive practice when placing orders under FAS vehicles. We have also provided training to our own staff regarding the use of appropriate source selection evaluation criteria (successful “discriminators”) during negotiations, and to ensure that our acquisition team members are aware of the differences outlined in the FAR regarding competition under Schedules, under Indefinite Quantity contracts, and under full source selection procedures (FAR Part 15).

The Pacific Rim Public Buildings Service (Region 9, San Francisco)

In regard to marketplace outreach:

The Region’s Office of Small Business Utilization (SBU) has hosted an annual conference since 2005, entitled “Opening Doors for Small Business.” Historically, this event has attracted over 1,000 small, veteran, disabled veteran, minority and women owned businesses located throughout the country. The next such event will be in June 2010, in Phoenix, Arizona. The goal for that event is simple: to bring the Region’s major purchasing organizations and their leading decision makers together under one roof with the small business community. (NOTE: SBU events such as this one support both PBS and FAS in the Pacific Rim Region.)

The SBU office has also hosted a number of events in Fiscal Year 2009 to help bolster specific segments of the small business community as follows:

- National American Indian Reservation Economic Summit (2500 attendees).
- Women's Small Business Conference (500 attendees).
- National Veteran's Small Business Conference (2300 attendees).
- Veteran's Economic & Small Business Development Workshop (350 attendees).

The Region's PBS has aggressively promoted early exchange of information with our industry partners in regard to capital projects funded by the American Recovery and Reinvestment Act (ARRA). These efforts have improved industry understanding of our procurement requirements, enhancing our ability to obtain quality services at best value prices. Overall, we have increased the use of Industry Day meetings and Pre-Proposal conferences in Fiscal Year 2009. An example follows:

- **U.S. Federal Courthouse, Bakersfield, CA:** Three industry days/pre-proposal conferences were held for this project, involving the construction of a new courthouse. Over 328 large, small and minority firms attended the conferences, held on May 14, 2009, June 24, 2009 and September 15, 2009. Attendance jumped from 61 firms at the first meeting, to 192 at the last, due to continued efforts of the Acquisition Team to promote competition. Successful contract award was made on November 20, 2009.

In regard to streamlining acquisition processes:

PBS also seeks to streamline the source selection process by reducing the number of evaluation factors in our solicitations for performance-based services. We also use oral presentations for our Concessions (cafeteria/vending) contracts, greatly simplifying the source selection process for both the Government and the firms providing the services.

In regard to fair opportunity practices for Multiple Award Indefinite Delivery/Indefinite Quantity contracts:

We are developing a computer application that will assist Contracting Officers in tracking the number of Orders awarded to each firm working under an IDIQ contract, in order to assist the fair opportunity process. We plan to beta-test the program in February 2010, and if it is successful, to expand its use. This is another example of GSA's support for a recommendation later made in OFPP's Memorandum of October 27, 2009 ("Increasing Competition and Structuring Contracts for the Best Results"), which strongly encourages consistent maximization of competition at the task and delivery order level.

The Northwest/Arctic Federal Acquisition Service (Region 10, Auburn, WA)

In regard to marketplace outreach:

Each year we conduct two Industry Training Days, one in Seattle and one in Arlington, VA. They are open to all the contractors for the Schedules we manage. The attendance generally falls between 80 to 100 contractors at each event.

In regard to the use of performance-based practices:

Our contracts for professional services (available under the Schedules program) can all be utilized with a performance-based acquisition strategy. Accordingly, we conduct regular training sessions for our client agencies who may place orders under our vehicles, to encourage them to use performance-based specifications. (We also train our customers on using business size as an evaluation factor in making a best value decision for each Order.)

The Northwest/Arctic Public Buildings Service (Region 10, Auburn, WA):

In regard to marketplace outreach:

The Northwest/Arctic Region partnered with Oles Morrison Rinker & Baker (a Seattle law firm) and other local government agencies in order to present a seminar on "Winning Federal Stimulus Contracts" in April of 2009. The seminar addressed tips on doing business with the Federal government, and identified potential Recovery Act projects in the Region. Topics included "Ten Tips to Improve Your Proposal," "Insurance and Bonding for Federal Contracts," "GSA and the Stimulus Package," and "Ten Things You Should Know About Federal Contracting." The audience was comprised of local construction firms, some currently operating under Government contracts and others looking to pursue new opportunities. This seminar was so well received that we were asked to participate in a similar seminar for the Associated General Contractors of Washington (Southern District) in June of 2009.

The National Capital Federal Acquisition and Public Buildings Services (Region 11, Washington, DC)

In regard to marketplace outreach:

We have hosted or participated in several events during Fiscal Year 2009 in order to promote competition and improve small business access to GSA contracting opportunities. (Many of these events were facilitated by the Region's Small Business Technical Advisor). Examples follow:

- During the summer of 2009, several conferences attracted potential industry partners interested in meeting the needs of DOD's National Defense University (NDU); Defense Acquisition University (DAU); the Air Force (in regard to its Contracting Strategic Plan); and the Training and Doctrine Command. All of these requirements fell under the FAS Mission Oriented Business and Integrated Services (MOBIS) Schedule, and the Alliant Government-Wide Acquisition Contract for IT Services.
- 8(a) Certification Training Labs. These were held in February, April and June of 2009. 131 small business firms attended these labs.
- Commercial Real Estate Women (CREW) Conference. This conference focused on Recovery acquisitions, and attracted 250 industry partners (mostly small businesses).
- Recovery Small Business Showcase (June 2009). This meeting targeted experienced, qualified small businesses interested in Recovery Act acquisitions.
- Access to Success/Annual Small Business Conference (October 2009). This event attracted 350 small businesses and included several breakout workshops for specific industries.

VI. GSA Efforts Nationwide.

In regard to training which supports competitive acquisition practices:

FAS conducts training sessions with GSA's customer agencies and industry partners, to ensure that there is an understanding of the proper use of GSA's Schedules and Governmentwide Area Contracts, in regard to competition of task and delivery orders. Mandatory training for FAS offerors includes the "Pathway to Success" training module which assists prospective contractors in making informed business decisions about joining the Schedules program.

In regard to the use of performance-based practices:

PBS has implemented the use of national performance-based specifications for Custodial Services and Operations and Maintenance Services (Mechanical

Maintenance) for its Federal Buildings. The use of these mandatory specifications has helped increase our national percentage of performance-based acquisition. We believe this supports recommendations later made in OFPP's Memo of October 27, 2009, in which OFPP strongly advised against the use of unduly restrictive or vague specifications, in lieu of well-developed performance-based specifications. (Where possible, these types of procurements are also placed under the FAS Schedules Program, which also follows Commercial Item practices.)

In regard to expanded competition at the Task or Delivery Order Level and the use of performance metrics:

FAS has established Blanket Purchase Agreements (BPAs) under the Comprehensive Professional Energy Services (CPES) Program, in support of the American Recovery and Reinvestment Act. The 18 BPA holders include six small businesses. These firms will provide technical consultation services to improve energy-reduction initiatives in Federal buildings, and assist GSA in achieving a Leadership in Energy and Environmental Design (LEED) "Silver" rating certification for its facilities. The various BPAs were established on a Regional basis to allow maximum competition from small businesses, and the established ordering procedures require additional competition at the Task Order level for purchases above the micro-purchase threshold. Quantifiable performance based metrics are included for use at the Task Order level, and this in turn could lead to high performers receiving the final two years of the overall four year contract period.

In regard to the documentation and use of performance evaluations:

At both the national and Regional levels, there has been greater attention to the documentation and use of contractor past performance information. For example, PBS issued a Procurement Instructional Bulletin (PIB) in 2009, addressing the evaluation and reporting of contractor performance information (with specific focus on prospectus-level construction projects). FAS similarly issued a Procurement Information Notice (PIN) to guide its workforce in the use of contractor past performance data in evaluating proposals during source selection, and in documenting completed performance. The broader and better use of performance information will lead to better contractor selections in the future.

VII. The Competition Goal for FY 2010

Based on the foregoing, GSA is enthusiastic about its ability to maximize competition in 2010. However, at the same time, we need to take a pragmatic look at other programs which we support, that nevertheless work against further substantial increases in our competition percentage. This is important, since

these programs account for a substantial part of FY 2009's non-competitive spending (\$2.9 Billion).

Federal Prison Industries (UNICOR). Per FAR 8.002, UNICOR ranks highly as a priority source for supplies, and is also a significant source for services. Per FAR Part 8.601(e), agencies are encouraged to purchase supplies and services from UNICOR to the maximum extent possible. The regulations regarding purchases from UNICOR have changed in recent years, so that Contracting Officers need not purchase from UNICOR if they can, on the basis of market research, determine that UNICOR products do not meet the Government's needs in terms of price, quality or time of delivery when compared to goods and services available from the private sector. Nevertheless, where UNICOR can provide goods and services that are comparable to those of the private sector, agencies are to purchase from UNICOR on a sole-source basis.

Acquisitions from Non-Profit Agencies Employing People Who are Blind or Severely Disabled (under the "Ability One" Program). These acquisitions are statutorily based in the Javits-Wagner-O'Day Act (commonly referred to as JWOD). Purchases made in this program support non-profit workshops that employ the blind or disabled, and which are represented by the National Institute for the Blind (NIB) and the National Institute for the Severely Handicapped (NISH). Many Ability One workshops provide supplies and services through the GSA Multiple Awards Schedule Program managed by FAS. In addition, PBS seeks to contract most of its custodial services via NISH workshops under an ongoing GSA/JWOD Strategic Alliance. Per FAR 8.704, Ability One participating workshops are to be used, for supplies and services established as being available, prior to the use of suppliers from the commercial marketplace. Sole-source awards made under this Program do not require a written CICA Justification and Authorization.

The Small Business Administration 8(a) Program. Under Section 8(a) of the Small Business Act, purchases may be made from "8(a) contractors." These are firms that the SBA has identified as needing business development support. Most 8(a) acquisitions are sole source (and do not require a CICA Justification and Authorization in order to limit competition in this manner). Per FAR 19.805, only acquisitions exceeding \$5.5 Million in the manufacturing sphere, and acquisitions otherwise exceeding \$3.5 Million, may be considered for competitive 8(a) acquisition. (Note: In June of 2009, close to the end of the Fiscal Year, GSA obtained from the SBA a blanket waiver, for construction and IT acquisitions funded by the Recovery Act, to conduct competitive 8(a) procurements under these dollar thresholds. GSA may also request individual waivers for Recovery Act acquisitions that are not for construction or IT. However, most 8(a) procurements will remain sole-source).

Obligations in support of these programs in FY 2009 were as follows:

UNICOR	\$ 24 Million
Ability One	\$476 Million
Sole Source 8(a)	<u>\$386 Million</u>
	\$986 Million

This data was also drawn from FPDS on December 14th (for UNICOR and Ability One) and December 16th (for Sole-Source 8(a)).

Based on these figures nearly a third of GSA's noncompetitive obligations support these programs. GSA's marketplaces (in goods, white and blue collar services, and construction) are excellent sources for this type of procurement activity.

Other Non-Competitive Actions. It is also important to consider that the remainder of non-competitive actions cover situations that do reflect the need to reduce the level of competition due to urgent and compelling reasons, or the availability of only a single source. One important example of the latter relates back to the role of PBS as the nation's landlord: utility contracts for the lighting, heating and water/sewer service of buildings (as described in FAR Part 41). Although some geographic areas within the United States do allow for competition among utility suppliers, many utility dollars are spent in sole-source contracts with entities that are (1) electric monopolies regulated by their state's Public Utility Commission (PUC); (2) lessors of Government-rented space that provide utility services as part of a fully serviced lease; or (3) municipalities that provide such services within their geographic borders. GSA does not have the power to make these contracts competitive. In Fiscal Year 2009, FPDS reports that \$483 Million was spent in actions against such contracts. Taken together with the UNICOR, AbilityOne and Sole Source 8(a) actions cited above, roughly half of all non-competitive contracts (\$1,469 Billion out of \$2.9 Billion) fall in these special categories

The Impact of the Recovery Act. A final factor is that GSA will continue to fully support the American Recovery and Reinvestment Act (ARRA), which requires that, out of \$5.5 Billion in Recovery funds transferred to the Public Buildings Service, \$5.0 Billion must be awarded by September of 2010. However, that date is deceptive since the amount of work is so great (placed atop "normal" business), and the burden on resources so significant, that many awards must be "spread out" during the period before the September due date in order for acquisition teams to perform effectively, and to continue the ongoing economic stimulation that is the core purpose of the statute. (PBS has an obligation plan that charts this challenging course.) These tight timeframes (which often must allow for design development prior to construction) may increase our reliance on our qualified and experienced 8(a) contractors, who can be brought on board very quickly. This in turn could increase the percentage of sole source 8(a)

dollars awarded. (These constraints also drive us toward the greater use of existing IDIQ contracts, although the vast majority of these are of the multiple-award type.)

The Goal for Fiscal Year 2010. Because of these factors, GSA's recognizes that significant continued upward movement in increasing the competitive percentage is constrained, and we have established 76% (the same level at which we operated in 2009) as our goal for FY 2010. The work we have done in recent years (especially the intense efforts in marketplace outreach) have enabled us to achieve the highest level of competition seen over the period of FY 2005 to FY 2009.

Nevertheless, GSA remains committed to using and expanding the procedures described in the preceding pages in order to achieve the highest possible level of competition in its marketplaces. As an example of our continuing education program (for our internal acquisition workforce), and as a kickoff point for Fiscal Year 2010, training presentations on the requirements of the Competition in Contracting Act (CICA) were given during the GSA Acquisition Conference (open to all contracting professionals) in Las Vegas in October of 2009. Over 200 GSA employees attended this training. This presentation, entitled "Competition is King", is attached as Appendix B to this report. The presentation is also available to our various Regions/Offices for further internal use, and to educate client agencies who may utilize our Schedules and Governmentwide Acquisition Contracts.

From the point of view of policy development, GSA has also revised the General Services Acquisition Manual (GSAM) to include a section addressing the new GSA Mentor-Protégé Program (GSAM 519.70). This new Program, instituted in September of 2009, is designed to: encourage and motivate GSA prime contractors to assist small businesses, and enhance their capability of performing successfully on GSA contracts and subcontracts; foster the establishment of long-term business relationships between small firms and GSA prime contractors; and increase the overall number of small businesses that receive GSA prime and subcontract awards.

We intend to continue such efforts in the future, in order to maximize competition and expand GSA's Federal marketplace.

**APPENDIX A:
Current List of GSA Competition Advocates**

GSA Competition Advocate (National Level):

Joseph Neurauter
Director, Office of Acquisition Integrity

Service Level:

FAS – Houston Taylor
PBS – Bobby Davis

Regional Competition Advocates:

New England Region (1), Boston, MA
FAS & PBS – Ed Wirtanen

Northeast and Caribbean Region (2), New York, NY
FAS – Jo Ann Lee
PBS – Warren Hall

Mid-Atlantic Region (3), Philadelphia, PA
FAS – Jack Wise
PBS – Dale Anderson

Southeast Region (4), Atlanta, GA
FAS – Joel Rogero
PBS – Jim Weller

Great Lakes Region (5), Chicago, IL
FAS – Frank Hoeft
PBS – Mike Wolff

Heartland Region (6), Kansas City, MO
FAS – Sharon Henry
PBS – Brian McDevitt

Greater Southwest Region (7), Fort Worth, TX
FAS – Kathy Colomo
PBS – James King

Rocky Mountain Region (8), Denver, CO
FAS – Victoria Deal
PBS – Kelly Russell

APPENDIX A:
Current List of GSA Competition Advocates

Pacific Rim Region (9), San Francisco, CA
FAS – Leslie Yamagata
PBS – Gregory Porter

Northwest/Arctic Region (10), Auburn, WA
FAS – Geraldine Watson
PBS – Cathy Kualii

National Capital Region (11), Washington DC
FAS – Iris Faltz
PBS – Mona-Lisa Dunn