



**Federal Acquisition Service (FAS)
Contract Acquisition Lifecycle
Management (CALM) System
Pilot Implementation**

Information Technology Category (ITC)

Office of IT (Non-MAS) Acquisition Operations(QT2A)

First Task Order Statement of Objectives

1.0 INTRODUCTION

The Information Technology Category (ITC), Office of Acquisition (QT2) oversees the government-wide IT Category's acquisition vehicles for products, services, and solutions. The Office of IT (Non-MAS) Acquisition Operations (QT2A) handles all non-Schedule 70 related procurements including Telecommunications contracts and Government-wide Acquisition Contracts (GWACs). QT2A is organized into five (5) divisions, which focus on specific types of contracting (major programs noted below):

- *Shared Services and IT Products (QT2A1A)*: Responsible for USAccess, Software Blanket Purchase Agreements (BPAs), Cybersecurity, Cloud and Federal Public Key Infrastructure (FPKI)/HSPD-12.
- *IT Services Contract Operations (QT2A1C)*: Responsible for GWACs including Alliant 2, Alliant 2 Small Business, VETS 2 and 8(a) STARS II and the upcoming 8(a) STARS III.
- *Telecom Services Division 1 (QT2A1E)*: Responsible for Enterprise Infrastructure Solutions (EIS) and Federal Relay (FedRelay)
- *Telecom Services Division 2 (QT2A1F)*: Responsible for Networx, Satellite Communications (SATCOM) and Connections II
- *Telecom Services Division 3 (QT2A1G)*: Responsible for EIS and Local Telecommunication Services.

QT2A does not have an integrated, self-contained sequential workflow environment. Instead, most of its contracting documents are stored on a network shared drive (T:Drive) and it processes acquisitions manually, with activities occurring in multiple disconnected applications which, when coupled with the disparate nature and volume of supported contracts, modifications and other actions, contributes to an environment characterized by inconsistency and rework due to the reliance on manual processes. Furthermore, lack of dashboard-level workflow visibility and system-based reporting hampers management's ability to readily and accurately monitor, visualize and assess staff workload, project status and drive acquisition projects to successful, efficient and timely completion.

Contractual actions conducted by QT2A often require activities in multiple systems including (but not limited to):

- Drafting an Acquisition Plan in the Acquisition Plan Module (APM)
- Acquiring a Purchase Request in Pegasys
- Drafting a Solicitation in Google Drive and/or Microsoft Word

- Posting a Solicitation via GSA eBuy, Federal Business Opportunities (FBO) or email
- Reviewing Offers in Google Drive and/or Microsoft Excel (or for larger projects a specific acquisition tool with the ability to analyze multiple contract line item numbers)
- Creating and Administering a Contract Award/Contract File on the Network Drive and/or Google Drive with documents created in PDF and/or Microsoft Word
- Obligating (de-obligating) funding in Pegasys
- Routing Award document for signatures via email or eSignLive (including necessary approvals and contractor party)
- Verifying eligibility via the System for Award Management (SAM.gov)
- Monitoring Contractor Performance through Assessments in the Contractor Performance Assessment Rating System (CPARS)

QT2A has previously translated its business requirements into system requirements under the premise of using a future Commercial off the Shelf (COTS) contract writing system (CWS). The Acquisition Lifecycle Capabilities with the highest priority for the QT2A pilot implementation include:

- Solicitation Development (including the ability to create a solicitation w/ CLINs, clause logic functionality and electronic posting to eBuy/FBO);
- Contract Award functionality (the ability to create a solicitation w/ CLINs and including the ability to create an award package from the solicitation document created in the first bullet above, executing the award, distributing the award, and reporting the award to FBO and FPDS);
- Contract Administration functionality (including creating, specifically a policy-compliant contract/award electronic filing system/repository, modifying contracts, reporting contract modifications to FPDS, closing contracts, and archiving them)receiving and reporting (FPDS, FBO, etc) through closeout/archiving functionality.
- Financial Management functionality (including an interfaceFuture requirements detail the link between Pegasys, the financial management system for GSA Federal Acquisition Service’s ITC (built on the Momentum platform) and the Contract Acquisition Lifecycle Management System (CALM)).

The GSA FAS Travel and Transportation Logistics (TTL), hereafter referred to as the “Servicing Agency,” is responsible for the award and management of the automated procurement and administration system, FAS CALM BPA.

2.0 SCOPE

The scope of this Statement of Objectives (SOO) includes objectives for configuring, implementing, training and deploying a pilot instance of the CALM solution for QT2A, thereby establishing the baseline CALM solution for implementation across the remaining FAS enterprise. This pilot implementation will be limited to 100 contracting users from across each of the five (5) QT2A Divisions, and will require the quoter to deliver a capability or functionality that demonstrates a quantifiable value or process improvement to QT2A no later than December 31, 2019.

3.0 OBJECTIVES

The Contractor shall address its quoted strategy and method for meeting the performance objectives described below in the CALM Pilot Performance Work Statement/ Pilot Implementation Plan (PWS/PIP)

The following subsections describe their performance objectives under the resulting task order.

BASELINE CALM IMPLEMENTATION

1. **Document Generation** - Capability to author documents in multiple formats (MSWord, .pdf, Google Docs), including:
 - 1.1. Creating from user entered information the following Standard Forms (SF) and GSA Forms (GSA)
 - 1.1.1. SF 1449 - Solicitation/Contract/Order for Commercial Items
 - 1.1.2. SF 30 - Amendment of Solicitation/Modification of Contract
 - 1.1.3. SF 33 - Solicitation, Offer, and Award
 - 1.1.4. GSA 300 - Order for Supplies and Services
 - 1.1.5. GSA 300A - Order for Supplies and Services Continuation Sheet
 - 1.1.6. GSA 49 - Requisition/Procurement Request for Equipment, Supplies or Services
 - 1.1.7. GSA 3025 - Receiving Report
 - 1.2. Create the following documents from templates
 - 1.2.1. Prenegotiation Objective (Pre-neg)
 - 1.2.2. Price Negotiation Memorandum (PNM)

- 1.2.3. Source selection evaluation rating documents, individual and consensus
- 1.2.4. Determinations of responsibility or non-responsibility
- 1.2.5. Source selection decision document, or other award determination or recommendation memorandum
- 1.2.6. Notice of award
- 1.2.7. Notice to unsuccessful offeror
- 1.3. Clause logic or other method of automating or simplifying solicitation provisions and contract clauses
- 1.4. Ability to specify contract format (Uniform Contract Format or Commercial)
- 1.5. Ability to create contract completion statements that conform to the elements described in FAR 4.804-5(b)
- 1.6. Ability to create acquisition plans that conform to the elements described in FAR 7.105 and GSAR 507.105
- 1.7. Ability to create evaluation criteria from a library of past examples/templates
- 1.8. Ability to produce a new award document from a previously executed award document or pre-filled template
- 2. Document Management - Capability to manage created and imported contract documents, including:**
 - 2.1. Filing documents in the appropriate tab of the Electronic Contract File in accordance with current FAS Slim Tag (add link, info here)
 - 2.2. Version tracking of draft documents
 - 2.3. Notify user if clause updates occur while contract documents are in draft status
 - 2.4. When creating contract amendments or modifications, use of the conformed (or most current) version of solicitation or modification for subsequent amendments or modifications.
 - 2.5. Delegate administration of contracts to user specified organizations and/or individuals
 - 2.6. Indicate status of non-disclosure agreements and organizational conflict of interest documents for user specified individuals

- 2.7. Track government furnished property (GFP) and contractor-acquired property
- 2.8. Record vendor past performance information in a format similar to that required by Contractor Performance Assessment Reporting System (CPARS)
3. **Error Checking** - Capability to run checks on draft documents to ensure accurate completion, including:
 - 3.1. Verify that adequate funding is available prior to executing any contract award or modification that increases the obligated value of the contract or order
 - 3.2. Notifying users attempting to release/finalize a draft document that fill-in clauses have not been filled in completely
 - 3.3. For received quote/proposal/offer documents, ensure structured data conforms to format and flag/indicate all missing/omitted information
4. **Document/Contract File Workflow** - Capability for users to specify workflow to route documents for review, concurrence and approval. Solution must allow users reviewing, concurring, approving or rejecting documents the following capabilities:
 - 4.1. Allow for transmission, receipt, and acceptance or rejection of internal customer requirements documents
 - 4.2. Apply electronic signature to contract documents
 - 4.3. Ability to coordinate source selection correspondence with specified individuals
 - 4.4. Ability to route documents by specifying individuals, office symbols or other method
 - 4.5. Ability to see where routed document is at present, and display status of routing history
5. **Website/System Interactions** - Capability to allow users to interact with external systems through the CALM solution, including:
 - 5.1. GSA Financial Management system, Pegasys (see Addendum A: Pegasys Information Sheet), to allow users to accomplish the following:
 - 5.1.1. Receive funds
 - 5.1.2. Obligate funds
 - 5.1.3. Track funding by assigned number/numbers
 - 5.1.4. Deobligate and return funding

- 5.1.5. Accomplish accruals
- 5.2. Ability to post user specified documents to the following systems:
 - 5.2.1. Federal Business Opportunities (<https://www.fbo.gov/>)
 - 5.2.2. GSA eBuy (<https://www.ebuy.gsa.gov/>)
- 5.3. Ability to report contract award or administrative actions to Federal Procurement Data System - Next Generation (FPDS-NG) without having to leave the CALM solution or provide additional login information
- 5.4. Ability to view information from the System for Award Management (SAM, <https://sam.gov/SAM>) without having to leave the CALM solution or provide additional login information
- 6. **Vendor Engagement** - Capability to provide a single point of entry or vendor portal for GSA vendors that allows for the following activities:
 - 6.1. Enable vendors to submit invoices for government user receipt, review, and acceptance or rejection.
 - 6.2. Accomplish mass modifications:
 - 6.2.1. Allow user to send a single amendment or modification to up to 18,000 separate vendors.
 - 6.2.2. Allow user to specify the recipients of mass solicitations and modifications (by name, NAICS, SIN, etc.)
 - 6.2.3. Allow user to track the status of mass mods (vendor acceptance, vendor signature, vendor completion of fill in clauses, etc.)
 - 6.3. Allow for and record communication with vendors regarding submitted quotes/proposals/offers
 - 6.4. Allow government users to access quote/proposal/offer sections (technical, price, management, etc.) separately
 - 6.5. Record vendor requests for debriefing and subsequent debriefing correspondence
 - 6.6. Record vendor protests to the agency and subsequent protest correspondence
 - 6.7. Government to accept or reject rendered supplies or services
 - 6.8. Allow user to authorize/approve payment in accordance with vendor invoice

- 6.9. Organize and report/display vendor information including progress reports, subcontracting reports, sales reports, and claims
- 7. Contracting Activity Management Tools** - Capability for Contracting Activities to monitor and manage workload and throughput metrics, including:
 - 7.1. Visual status tracking of contracting activities from receipt through execution
 - 7.2. Dashboard or other similar reporting tool that allows users to specify desired metrics for reporting
 - 7.3. Tag metadata from user entered information and allow users to perform searches on contracts in portfolio based on metadata tags
 - 7.4. Allow users to set reminders/notifications based on specified dates and times
 - 7.5. Track the progress of submitted quote/proposal/offer and report to both internal (GSA) and external (vendor) users
 - 7.6. Allow supervisors and contracting officers to assign quotes/proposals/offers to direct reports
 - 7.7. Track invoice payment details and report/display/track amount of funds remaining/residual balance with respect to funded contracts
- 8. Training** - Capability to provide training to end users in support of CALM system implementation, to support:
 - 8.1. Easy access to proposed training materials for both in-person and virtual employees
 - 8.2. All roles/users that will engage with CALM system solution, including vendors as applicable
- 9. Technical Support** - Capability to provide end user technical support, to include
 - 9.1. Help desk at all tier levels for end users (geographically dispersed from San Diego, CA to Washington, DC)
 - 9.2. Routine reporting on backlog and trend analysis of user issues to government team

4.0 SOO RESPONSE REQUIREMENTS

The objectives described in the First Task Order SOO are not separate from those required by the CALM BPA RFQ; rather, these objectives represent the basic functionality that the FAS

CALM acquisition team intends to represent the baseline version of the CALM solution. The First Task Order quoted solution must meet the requirements of the FAS CALM Requirements Traceability Matrix, and quoters should rely on the Requirements Traceability Matrix for specific solution requirements in addition to the objectives described in 3.0 Objectives.

Quoters are responsible for submitting a Performance Work Statement/Pilot Implementation Plan (PWS/PIP) that describes its approach to achieving each objective listed in section 3.0 Objectives. Additionally, quoter provided PWS/PIP should also discuss the following elements:

1. Proposed agile implementation strategy: quoters should discuss the agile meetings they intend to hold, how they intend to involve members of QT2A in both agile processes and in regular contract/order status meetings, and how communication will be managed with respect to government performance/status monitoring
2. Identification of the objective or objectives that the quoter intends to accomplish by December 31, 2019 and have fully implemented, tested and accepted no later than March 31, 2020
3. Identification of quoter Point of Contact (POC) for pilot implementation: quoter shall provide at the time of task order award a POC that will serve as the single focal point for all communications with the CALM acquisition team and QT2A team.

PWS/PIP must be submitted with CALM system quote, and must be no longer than 15 pages, legible font no smaller than 10 pt, and normal margins.

Pricing for the First Task Order SOO must be provided on the CALM system RFQ document in Figure 24. No pricing information need be provided in quoted PWS/PIP.

Addendum A: Pegasys Information Sheet

1.1 Pegasys Technical Overview

Pegasys is GSA's implementation of the CGI Federal Momentum Financials product. Momentum is a web-based, cloud hosted financial management solution that provides the tools needed to manage the financial and administrative operations of a federal agency.

The Momentum web services framework leverages open, XML-based standards, such as WSDL and SOAP, enabling open standards-based interoperability between Pegasys and other applications in a heterogeneous environment. The web services implementation provides invocation of the same application service whether by an external client through SOAP or by a front-end user accessing Pegasys through a browser. This approach means web services take advantage of the robust, mature, distributed power of existing core financial services.

1.2 Pegasys Purchasing Documents

A purchasing document is evidence of a financial transaction that functions as the source of information for the transaction as well as an audit trail. Pegasys classifies documents by category (i.e., order, invoice, receipt, payment, etc.) and then by types within a category that represent specific business uses. Pegasys documents are divided into document categories that are designated by two character identifiers. Document categories have a pre-defined purpose and associated business logic, as well as a common set of fields, validations and edits that Pegasys performs.

Within a document category, an agency may configure one or more document types that are designated by two, three or four character identifiers. These document types inherit the document category's pre-defined processing actions and fields, but allow the agency to configure various options to best fit the required behavior.

1.3 Form/Document Lifecycle

Purchasing accounting transactions can exist in two states, form and document. Pegasys forms are comprised of the raw data elements (submitted on-line or via an interface) that make up an accounting transaction. Forms can be saved, verified or submitted for processing, but until they are processed, the data does not constitute an accounting transaction – forms are simply a mechanism for placing information into the Pegasys database for later editing, verification or processing. Verifying a form evaluates the supplied values to determine whether they comprise a valid accounting transaction and returns the results to the user (including specific error, informational and warning messages). For online users, any form that is submitted for processing but fails to process becomes a rejected form (which can then be corrected and re-submitted for processing, or deleted). For integrations, GSA does not allow incoming data to be persisted in the form state. Therefore, if the submitted transaction fails to process

successfully, the error messages will be returned to the originating system for correction and resubmission (there are no held or rejected forms for integrations).

Once a form is processed, it becomes a document. Submitting a form for processing will perform the same steps as verification, but will also record the transaction and make requested accounting updates in a persistent fashion (as long as all provided data is valid).

Once a document has been processed, it must be amended or corrected to change previously recorded values. While amendments and corrections both change values on a document, corrections are generally used to fix data entry errors while amendments are intended to record official changes to documents (and are often prompted by external circumstances). Amendments maintain a documented audit trail of the changes made, along with their justifications, and therefore require that additional fields be supplied including the amendment number, amendment justification and amendment date. Amending or correcting a document requires that a new form be submitted to Pegasys containing the desired changes. Amendments and corrections will be submitted using a partial update service request that can alter a small number of values on the target document (e.g., the dollar amount on one accounting line), leaving the rest of the document's values untouched. This process is described in more detail in Section 6.3.2.2.

1.4 Pegasys Purchasing Chain

The Pegasys Purchasing subsystem enables an agency to record the accounting information associated with the purchase of individual items, goods or services. The steps performed in the procurement process follow a flow of events called a purchasing chain.

In Momentum, each step in the chain is optional and may or may not be required by 'FUTURE CWS', but the relative sequence of steps must be followed. The estimated accrual document is used to state an up-to-date liability for an agency by estimating goods or services that have been received and will be paid out in the near future (it is similar in appearance and functionality to the Itemized Receipt document). The Pegasys Accounts Payable and Automated Disbursements modules use data from the Purchasing module to automatically create vendor payments when spending chains are completed.

1.5 Pegasys Purchasing Chain Referencing

Referencing is a way for Pegasys to link documents together at the accounting line level to liquidate (or partially liquidate) the balance of a previous document in the chain. To liquidate a document means to close out, or reduce the outstanding portion of the amounts recorded on an accounting line. For example, if the user enters an order document that references a request, the request's outstanding amount is reduced by the amount on the order's referencing accounting line. Purchasing documents include itemized accounting line fields that 'FUTURE CWS' will populate with specific values to reference an itemized accounting line of a prior document in the chain.

'FUTURE CWS' document types in Pegasys can be configured with accounting consistency turned on to enforce the use of common accounting elements (and other reference data) between referenced and referencing lines. For the 'FUTURE CWS' integration, Pegasys may be configured such that referencing lines will not be allowed to exceed the current available amount on referenced lines.

1.6 Payment Generation via Automated Match

The Itemized Payment (IP) document is used to certify that specific goods or services ordered were received and that payment can be made to the vendor. Pegasys will automatically create vendor payments based on invoices received through IPP. Pegasys will use 3-way match chains that consist of an order, receipt and invoice. The invoice document (originating from IPP) must reference the same order as an existing receipt. The Pegasys Automated Match Manager (AMMGR) process will match the receipt and invoice that reference the same order (3-way match). The Pegasys Automated Match Itemized Payment Generation (AMIPGEN) C++ batch process is executed periodically to generate IP/payment documents from invoices that are fully matched.

Pegasys uses the following criteria for completing an automated match:

- The order, invoice and receipt document types must be configured to enable automated match.
- The documents must all be in the same chain. For three-way chains, the receipt and invoice must reference the same order (document and itemized line number).
- The receipt amount must be less than or equal to the invoice amount.

} If "Allow Partial Payments" is selected in the Pegasys document type maintenance table, Pegasys will create an automated match for each line of the invoice rather than requiring that the entire document be matched.

- The invoice number field on the receipt must either be blank or match the invoice number field on the invoice.
- The document total on the invoice and receipt must be the same.
- If a Period of Performance (PoP) is listed on the order, invoice or receipt, the same PoP must be listed **on all three** of the documents in order for a completed match to be made.

} The invoice with an entered period of performance can only be matched to the receipt if the receipt has period of performance specified and this period of performance is included within the time period covered by the invoice's period of performance.

- For example, an invoice with a PoP of 11/1/2016 - 12/31/2017 will never match with a receipt with a PoP of 10/1/2016 - 12/31/2017 because the receipt falls outside of the invoice PoP.

If any of the criteria listed above are not met, an automated match will not be completed automatically by Pegasys and no payment will be generated.

'FUTURE CWS' will not receive notifications that payments have been created and processed in Pegasys. Instead, 'FUTURE CWS' must retrieve that information via GSA-developed CIS query service if it is required.

1.7 FMESB

GSA's Financial Management Enterprise Service Bus (FMESB) is hosted and operated by GSA and provides a service-oriented conduit between GSA's integration partners and Pegasys for the submission of financial transactions and access to reference data.

The FMESB will act as a web service proxy between 'FUTURE CWS' and Pegasys, performing the following functions:

- Provide administrative support in the form of configuration, logging and alerts.
- Authentication for 'FUTURE CWS' service requests. The FMESB will replace 'FUTURE CWS' credentials with a valid Pegasys user ID and password designated for use by the 'FUTURE CWS' integration.
- Provide query services that use the Pegasys reporting database. Note: CIS query services are developed, tested and deployed by GSA.

2 Interface Processing

This section describes the use of Pegasys web services and explains how they will be consumed to support the creation and maintenance of 'FUTURE CWS' purchasing chains in Pegasys.

2.1 Purchasing Document Web Services in Pegasys

'FUTURE CWS' will consume Pegasys web services to accomplish the following tasks:

- Verify availability of funds prior to creating new Itemized Requests
- Create new Itemized Requests
- Amend existing Itemized Requests
- Cancel Itemized Requests

- Verify availability of funds check prior to creating new Itemized Orders
- Create new Itemized Orders
- Amend existing Itemized Orders
- Cancel Itemized Orders
- Create new Itemized Estimated Accruals
- Correct existing Itemized Estimated Accruals
- Cancel Itemized Estimated Accruals
- Create new Itemized Receipts
- Correct existing Itemized Receipts
- Cancel Itemized Receipts

A document in Pegasys is comprised of a header containing information that applies to the overall financial transaction plus one or more itemized lines and one or more itemized accounting lines containing more detailed information such as transaction amounts and accounting elements. In Pegasys, the association between a document's header and its itemized lines is hierarchical. A header is considered the parent of its itemized lines and lines are considered the children of the header. Subsequently, the itemized line is considered the parent of its itemized accounting lines. The hierarchical notion of a header plus some number of itemized lines and itemized accounting lines, as well as other child relations, is also reflected in the WSDL structure representing purchasing documents.

Pegasys documents also have relationships to other tables within the Pegasys database that are used to link related information to the document or to associate the document with pre-established accounting dimensions or reference data (such as fiscal years, fund codes, budgets, vendors, etc.). Most of these relationships are established by the Pegasys document processing framework on behalf of the web service call based on the values supplied by 'FUTURE CWS'.

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