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ASSISTANCE TO PPC/CDIE ON RECOMPETITION OF CONTRACTS

Final Report

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Prepared for

PPC, CDIE
Agency for International Development
Washington, DC 20523

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Assistance to PPC/CDIE
on Recompetition of Contracts

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RECOMPETITION OF PPC/CDIE CONTRACTS

Final Report

1.0 Summary

This report presents the final results of an analysis of the requirements of PPC/CDIE for contractual assistance in operating and managing AID's development information program.

This report encompasses a preliminary report (March 30) in its entirety. As shown on the contents page, several items in the preliminary report are also contained herein, notably at Attachments A, B, C, and D:

> Synopsis for Commerce Business Daily, publicizing the availability of the new RFPs (Attachments A and C).
>
> Scope and tasks of each contract (Attachment B and D).

The preliminary results were presented orally to PPC/ODIE on March 26, including a key recommendation to continue separate contracts for (a) the Document and Information Handling Facility and (b) Research and Reference Services, and to recompete each of these in Fiscal Year 1990 via new Requests for Proposals.

2.0 Background and Approach

AID PPC/CDIE manages the Development Information Program. Two contracts support the implementation and delivery of the program's services. One contract is for the operation of a Document and Information Handling Facility (DIHF); the other is for a Research and Reference Service (R&RS).

Both contracts expire on the same date (September 30, 1990), which gives AID an opportunity to reconsider its procurement plans for these services. The options available to AID as a result of the common expiration date are:

Consolidate the two current contracts into one.

Award separate contracts for the DHIF and the R&RS functions.

Award two separate contracts, but transfer operation of the AID library from the R&RS contract to the facility contract.

AID asked RFP Inc. to examine these options, in light of potential cost savings and projected contracting requirements. RFP Inc. was tasked with conducting a series of interviews, analyzing and reviewing the current scopes of work and other collateral material about the DIHF and R&RS contracts, and recommending a course of action for DI to consider in recompeting the two contracts.

Our approach to these tasks has been to schedule and conduct the interviews, develop preliminary findings, and submit a preliminary report for review and comment. Subsequent activities have focused on providing draft Statements of Work and related RFP sections for the two contracts.

3.0 Interviews

Between February 28, 1990 and March 21, 1990, we interviewed 12 persons personally and 1 by telephone. Several people were interviewed twice. Our interviewees were:

A. Bureau for Program and Policy Coordination

1. Development Information Division

Maury Brown, Director (Interviewed twice)
Lee White, Deputy Director (Interviewed twice)
Ruth Mara, Overseas Development Support Coordinator

2. Planning and Budgeting

Tom O'Keefe, CDIE Program Officer

B. Bureau for Management

1. Records Management

Melitta Yearwood, Manager, Agency Project Document Management System
Barbara Felton, Chief

C. Contractors

1. Academy of Educational Development (R&RS contract)

Linda Leonard, Director, Research and Reference Service (Interviewed twice)
Mark Bidus, Senior Researcher
Jeanne Tifft, Librarian

2. LTS, Inc. (DIHF contract)

Jim Booth, Director, Document and Information Handling Facility (Interviewed twice)
Virginia Van Brunt, Deputy Director
Paul Howard, Systems Manager
Scott Sherman, APDMS Manager (Interviewed by telephone)

4.0 Findings and Recommendations

4.1 One or Two Contracts?

At first brush, consolidation of the two existing contracts appeared to be a practical improvement for PPC/CDIE. An analysis of this option showed, however, that each contractor performs an intrinsically different type of work, employing different types of personnel skills. Consolidation of the existiang contracts would not produce cost savings for AID, which is the foremost consideration in this option.

The R&RS function requires personnel with intimate knowledge of the sources of development information and the tools that provide acceess to development information. The critical functions in the R&RS contract require personnel who can locate, evaluate, and select development information that will satisfy needs specified by users in AID bureaus and missioins.

The facility contract, by contrast, entails a high degree of repetitive processing in order to input new information into the AID database. Personnel who perform input processing steps in the facility are not qualified for the R&RS function.

There are no economic benefits to be gained by consolidating the two contracts. The unique personnel requirements of the contracts precludes the two major cost savings that would otherwide justify consolidation:

No economy of scale would be gained in the day-to-day operations under a consolidated contract.

A consolidated contract would not reduce the current level of supervisory or administrative personnel.

Thus, we have concluded that AID should award separate contracts, one for the DIHF and the other for the R&RS function.

It will prove more economical for AID if the R&RS contract continues to include operation of the AID library. The R&RS function is the foremost single user of the library. Moreover, the facility is ideally located at the present time to provide efficient library operation.

Even if it continues its current, dual-contract arrangement, AID can save contract funds and administrative funds by adjusting the scope of each contract. One such adjustment is to shift the following functions from the DIHF contract to the R&RS contract:

Select and acquire new non-AID materials

Perform original or OCLC cataloging for non-AID materials (books, monographs, etc.)

Provide system analysis assistance to the R&RS function

Provide on-site research, reference, and acquisition to AID institutions and bureaus

4.2 Strengthening the Information Technology Base

We found a strongly held, universal view among the interviewees that the information technology base of the development information program needed upgrading. The unity of this view shattered, however, once the high cost of upgrading was considered.

Given the range and variety of technology upgrade issues and their wide affect on PPC/CDIE, we conclude that the development information program needs a more coherent vision and functionally oriented strategy statement or blueprint describing, at a high-level, its information technology goals, objectives, agenda, and timetables.

In the short term, the two new contracts should be crafted to ensure that contractors are equipped in terms of technical experience and personnel to support the implementation and operation of technology upgrades. Failure to provide for this, functionally and financially, would consign the development information program to outmoded technology.

The facility contractor, especially, should have the capability to monitor emerging technologies and evaluate the economic advantages of applying these to the DIHF operations and the development information program. The new SOW for the AID Facility also now requires specific tasks designed to upgrade the inforamtion technology base used by AID.

4.3 Accommodating Buy-In Requirements

PPC/CDIE management has been successful in persuading AID Bureaus to financially support the development information program. The form of user "buy-in" precludes the need for drastic program contract cuts, at least for the moment.

To accommodate this development, we recommend that Statement of Work requirements for both contracts be written to provide CDIE with flexibility in focusing program resources on the needs of its contributing buy-in users. As contributors and their needs change, the contractors responsiveness will be critical to assure the success of the program.

CDIE would realize this flexibility if it could issue task orders to the contractors when the buy-in requires work on a special, short-term project.

Attachment E includes draft SOW text to facilitate contractual performance if buy-in situations arise during the five-year span of the contracts. (The text in Attachment E was written for the R&RS SOW, but comparable text also appears in the draft SOW for the facility contract).

5.0 RFPs, Statements of Work

Under separate cover, RFP, Inc. has submitted complete draft SOWs to DI (a) in hard copy and (b) on floppy diskette (ASCII files). Contents pages for the draft SOWs are attached to this report:

Attachment F, SOW for the DIHF Contract
Attachment G, SOW for the R&RS Contract

The draft SOWs include several resource estimates, in context, to facilitate cost estimating by potential offerors. Each draft also includes, as an attachment, a tabulation of workload measures and volumes of activity associated with each SOW.

RFP, Inc. also has submitted draft copy for other sections of the AID solicitations, including (a) proposal evaluation factors and proposal instructions for the R&RS contract and (b) proposal evaluation factors and detailed delivery schedule for the DIHF contract.

6.0 Implementation Plan

Attachment H provides a listing of key milestones and deadlines that need to be met in order to recompete the DIHF and R&RS contracts during Fiscal Year 1990, before September 30, 1990. The plan assumes that AID might receive three or four responses to each RFP and will, therefore, need ample time for proposal evaluation and contract negotiation.

Both schedules are workable under normal circumstance, although the schedule for the DIHF contract is tighter than that of the R&RS contract. Moreover, an amendment to the SOW/RFP might be necessary if the government decides to furnish space and facilities for the DIHF. (The draft SOW assumes that the contractor will provide space and facilities.)

The memorandum in Attachment I, anticipating a change regarding space and facilities, will help expedite an amendment, if any, to the DIHF solicitation.

SYNOPSIS FOR
COMMERCE BUSINESS DAILY

1. ACTION CODE: P

6. CLASSIFICATION CODE: X (Miscellaneous)

8. TITLE: Development Document and Information Handling Facility

17. DESCRIPTION:

AID's Bureau for Program and Policy Coordination, Center for Development Information and Evaluation (PPC/CDIE), intends to contract with an experienced firm for planning, operating, maintaining and promoting a Document and Information Handling Facility in the Washington, DC area. The Facility will obtain, store, abstract, index and catalog AID and AID-sponsored development materials, including official AID project records; microfilm and disseminate microfiche copies of development materials; manage PPC/CDIE's government-furnished information systems and technology base, including the Development Information System, in support of development information collection, maintenance, and distribution/access, and other tasks as assigned. See Note 4.

SCOPE OF CONTRACT:

AID Document and Information Handling Facility

The contractor will operate and maintain the AID/DIHF in the Washington, DC, area and maintain the linkage between this facility and its users.

Specific tasks in the SOW include the following work requirements:

a. provide the capability to design, implement, operate and maintain a large=scale computer-based information system to manage development information

b. provide the capability to design, implement, operate and maintain automated systems for supporting all facility services; integrate these systems with a, above

c. maintain a DIHF operations manual

d. provide the capability to acquire development information

e. provide indexing, abstracting, descriptive cataloging and other analyses of development information

f. provide a capability to continue development and maintenance of the AID Thesaurus

g. provide a capability for full-service microfilming operation

h. provide the capability for on-line database management, searching, retrieval, reporting and off-line database reporting and production of COM database indexes and CDROM products

i. maintain a customer/user database

j. provide a capability to generate, desktop publish, print and distribute AID secondary journals and other special pubs

k. assess user satisfaction; apply QC and QA to all processes and services

l. provide the capability to transfer and receive machine-readable datafiles in electronic or optical media

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m. apply technology improvements to the operation of the DIHF

n. provide the capability to aquire and procure development information

o. provide the capability to provide user support services

p. provide R&D support for continued development and maintenance of specialized information technologies and methodologies, including MicroDIS, the AID DIC manual, DIS COM indexes and optical technologies

q. provide technical assistance in library and records management organization and development

r. operate and maintain all DIHF service support systems for a-q, above, on a cental microcumputer system

s. MINISIS/HP 3000 is the prescribed system, with 4 enumerated exceptions

t. all DIHF services, other than microfilming, are to be located in a single facility

u. all professional staff must be experience in designated systems as enumerated here

v. on-site equipment is specified

w. provide two-hour priority document delivery services

x. enumerated services muct be performed with 50 mile radius of DC

y. data entry, verification and related services

LIST OF SIGNIFICANT WORK TASKS

AID Document and Information Handling Facility

The SOW will explain each of the following work tasks required by the contractor in operating the AID DIHF.

1. Maintain Operations Manual and Systems Manual

2. Document Acquisition and Selection

3. Document Analysis, Processing and Data Entry

   3.1 - Document Analysis and Descriptive Analysis

      3.2 - Abstracting
      3.3 - Indexing
      3.4 - Data Entry Services

4. Maintain a Thesaurus of AID Descriptors

5. Micofilming and Microfiche Production (AID Institutional Memory)

6. Micofilming and Microfiche Production (Agency Records Management)

   6.1 - Microfilming and Microfiche Production
   6.2 - Distribution of Microforms and Equipment
   6.3 - System Operation
   6.4 - Program and Operation Management
   6.5 - Compliance

7. Operate the Information System

   7.1 - Development Information Systems and Facility Support Systems
   7.2 - Project Managers Reference Guide

8. Respond to Requests for Information

9. Publications

10. Training and User Awareness

11. Service Evaluation and Quality Assurance

    11.1 - Service evaluation
    11.2 - quality assuarnce

12. Program and Operations Management

13. PPC/PB Budget System Support Services

14. PPC/WID Office Support Services

15. Computer System Upgrade Option

16. Transfer the Development Information Database

The contractor also shall be required to provide personnel for staffing of special projects ordered by AID on a task order basis.

SYNOPSIS FOR
COMMERCE BUSINESS DAILY

1. ACTION CODE: P

6. CLASSIFICATION CODE: X (Miscellaneous)

8. TITLE: Development Information Research and Reference Service

17. DESCRIPTION:

AID's Bureau for Program and Policy Coordination, Center for Development Information and Evaluation (PPC/CDIE), intends to contract with an experienced organization for the provision of development information research and reference services, including management of the AID Library/Development Information Facility. These services will be rendered to AID missions and LDC counterparts, AID/Washington personnel, AID-funded PVOs, and others. Contractor's expert development information personnel will work in AID offices, primarily in Arlington (Rosslyn), VA, and will utilize AID's extensive collection of development information resources, including the Development Information System, in performing their work. The contractor and its personnel will be knowledgable about the information needs of the development community and about the identification, assessment, selection and organization of information for actionable development purposes.

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SCOPE OF CONTRACT

Research and Reference Service to AID; Operation of the AID Library

The contractor will work closely with personnel of CDIE/DI to provide research, reference, training, and library services for the development information community.

Specific tasks for research and reference include the following.

a. receive/log/schedule requests; determine eligibility of requestor to receive service (GFE/GFI furnished).

b. analyze requests and prepare requests for fulfillment.

c. conduct searches in AID and non-AID computerized databases in connection with request fulfillment.

d. also conduct searches in non-compterized sources.

e. prepare responsive full-text and bibliographic information packages, including transmittals in accordance with CDIE/DI guidelines and appropriate analyses and syntheses.

f. recommend standardization of high-interest packages to CDIE/DI.

g. establish a strong network with other information sources

h. identify documents needed to fulfill requests and arrange for their transmittal to requestors, utilizing the Inter-Library Loan system, the AID Document and Information Handling Facility, and other resources, as necessary.

i. operate and maintain the AID Library.

j. recommend refinements in existing research, reference and library operating procedures.

k. develop, maintain and update CDIE/DI's services procedures manual.

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l. conduct a user-oriented outreach, education and promotion program.

m. establish and maintain a maintenance schedule for all GFE under its control.

n. upon request, assist other AID offices, projects or AID-asisted networks, missions and LDC institutions in the development of information programs.

o. participate in CDIE/DI standing committees that coordinate the work of CDIE/DI personnel and CDIE/DI contractors.

p. ensure that personnel are assigned to the contract are development information generalists.

q. provide systems analysis assistance to the R&RS function.

r. provide on-site research, reference, and acquisition to AID institutions and bureaus.

The contractor shall operate and maintain the AID Library, developing its document resource collection, and service library patron information needs according to procedures and guidielines provided by DCIE/DI. These tasks consis of the following.

1. Maintaining, weeding and developing the hardcopy and microfiche document resources collection.

2. Maintaining DI's retrieval card catalogues.

3. Maintaining DI's AID and non-AID serials collection resources.

4. Maintaining and developing the reference collection resources.

5. Maintaining library loan circulation and serials control cardex functions.

6. Making recommendations to the CDIE/DI Research and Reference Services Coordinator regarding acquisitions of specific tools, reports, serials, and other services and items that will enhance the quality of CDIE/DI's resources and services.

7. Providing library service and reference functions in response to walk-in and telephone information requests.

8. Coordinating and obtaining approval for all library operational and procedural changes with the CDIE/DI Research and Reference Services Coordinator.

9. Generating, maintaining and reporting library walk-in, reference, inter-library loan and other service statistics not maintained through the CDIE/DI service request system.

10. Receive and log-in all in-coming requests.

11. Serve walk-in users; respond to telephone inquiries.

12. select and acquire new, non-AID materials.

13. perform original or OCLC cataloging or OCLC cataloging for non-aid materials, such as new monographs, books, etc.

ATTACHMENT E

SPECIFICATIONS REGARDING "BUY-INS"

A.I.D. anticipates a significant expansion of its technical assistance requirements during the contract. The expanded technical assistance tasks may require the contractor to increase the project staffing, assigning additional personnel in each of the labor categories proposed for the contract.

Offerors should assume that this expansion could increase the basic cost of the contract by an additional 20% per year. Thus, offerors are instructed to include a 20% contract option allowance for "New Technical Assistance Projects" as a line item in their price proposals. The contractor will perform these new technical assistance tasks at cost rates negotiated in the basic contract. The priced-contract option will be exercised as technical assistance tasks are exercised by other CDIE/DI. Only the fixed fee amount associated with each with each new technical assistance task (exercised through this option) shall be ude the contractor by A.I.D.

Proposals from offerors are required to describe their capabilities to expand the technical assistance support to A.I.D., to perform work overseas, and to manage special projects within the contract.

This text was written for the draft SOW for the R&RS contract. Similar text was written for the DIHF SOW.

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Document Information and Handling Facility

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C. Statement of Work

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ATTACHMENT H

CDIE/DI Procurement Implementation Plan

Event or Activity	Target Completion Date	
	R&RS Contract	DIHF Contract
Scope of work established, outline of SOWs	03/23/90	03/23/90
Draft synopsis for CBD	03/30/90	03/30/90
Synopsis published in CBD	05/04/90	05/07/90
First draft SOW	05/09/90	05/17/90
Final draft SOW to contracts office	05/14/90	06/01/90
RFP issued, distributed to requestors, vendors	05/31/90	06/15/90
Proposals due	07/02/90 (30 days)	07/27/90 (45 days)
Exhibits available for inspection	06/04/90	06/18/90
Pre-proposal conference, if any	06/18/90	07/13/90
RFP Amendment (if government furnishes space for DHIF)		--
Facility tour		--
Proposal evaluation completed	07/20/90	08/10/90
Contract negotiations completed	08/03/90	08/24/90
Best-and-final offers	08/10/90	08/31/90
Pre-award survey, site visit	--	09/07/90
Final source selection, contract signing	08/17/90	09/14/90
Begin operations under new contract	10/01/90	10/01/90

May 29, 1990

Memorandum for the Record

Subject: Government-Furnished vs. Contractor-Furnished Space for the A.I.D. Facility (DIHF)

1. The draft version of the new RFP requires the contractor to provide space and facilities for the DIHF and to establish DIHF operations at the contractor's site. It also (a) requires offerors to describe the space they are proposing for the DIHF and (b) allots proposal evaluation points to the quality of their facilities.

2. If the government, instead of the contractor, provides space for the DIHF (i.e., in the renovated theater, North Kent Street), parts of the new RFP would be invalid. This memo identifies changes in the RFP that would be necessary if the government provides space for the DIHF. These changes could be made before the RFP is issued or by amendment after the RFP has been issued.

3. Changes in the draft RFP:

a. SOW para. C.10, "Facility Requirement." Replace the entire para. with the copy shown in Figure I-1.

b. SOW para. C.8.1, "Transition Plans to Relocate the DIHF." Replace entire para. with the copy shown in Figure I-2.

c. RFP section M. Evaluation subfactor 2.1 should be shortened as follows:

> Adequacy of the offeror's proposed facilities.
>
> [Delete "...for micrographics, user services, computer equipment, microform storage, and warehouse storage."]

d. RFP para. L. If a floor plan is required, it should indicate only areas for microfilming and warehouse functions.

e. Amendment to the RFP should invite offerors to a site inspection tour:

> "The government has scheduled a tour of the facility on ___(date/time)_____. The tour is limited to two persons per company. Companies interested in participating in this tour should contact _____(person/telephone_____.

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4. Changing to government-furnished space raises other issues that should be considered before the RFP is amended:

a. How many evaluation points should be allotted for the contractor's facility?

The evaluation factor for facilities currently has 10 points, which could remain, because this factor is still applicable to other facilities that must be provided by the contractor. At most, five (5) points could be taken away from this factor and allocated to, say, experience.

b. Should the closing date for proposals be extended when the RFP is amended?

This will depend on the timing of the amendment relative to the proposal due date. If there are three weeks left when the amendment is issued, it should be unnecessary to extend the due date.

Offerors might argue that an extension is warranted even though the amendment imposes very little additional work (i.e., facility site tour, revised cost estimating). A one-week extension would provide enough additional time in any instance.

c. Will the government-furnished facility be fully operational by October 1, 1990?

If not, it may be necessary for A.I.D. to extend the existing contract and to delay award of the new contract until the facility is ready.

Offerors should be apprised of the delay, if any, when the RFP is amended. Offeror's also should be asked to revise their start-up/transition plans to reflect the new dates.

d. Can the rental cost of the government-furnished facility be determined now for the life of the five-year contract?

If yes, the government should divulge these costs to offerors so that they can be included in price proposals. If not, price proposals should not attempt to estimate the rental costs of the government-provided facilities.

Figure I-1

NEW RFP PARA. C.10, FACILITY REQUIREMENT

The government will provide facilities for the DIHF in a privately owned building on North Kent Street, Arlington (Rosslyn), VA. This government-furnished facility includes areas for the following major DIHF functions:

Project management
Document processing
Warehouse and inventory control
User Services
Training (DIS, MINISIS, CDS/ISIS and MicroDIS)
Service evaluation and quality assurance
Technical Support (Wang Systems Administration, Local Area Network Administration, MINISIS, CDS/ISIS and MicroDIS Support)
Computer laboratory

The government-furnished facility accommodates all government-furnished equipment, including the hardware (and software, where applicable) listed in attachments to the SOW. The facility also provides a fire-safe vault, which is humidity- and temperature-controlled for the storage of master microfiche and publication negatives.

C.10.1 LEASE RESPONSIBILITIES

The contractor shall be required to enter into a five-year lease with the Charles E. Smith Company for rental of the DIHF facilities on North Kent Street. A.I.D. will reimburse the contractor for the rent cost monthly.

Price proposals should not include the cost of rent for this facility.

C.10.2 ADDITIONAL CONTRACTOR FACILITIES

The contractor shall provide other facilities at a location within a 50-mile radius of CDIE/DI offices in Arlington (Rosslyn), VA for (a) microfilming activities and (b) warehouse operation.

Price proposals must include the rental costs (or comparable costs) for these additional facilities. The contractor will absorb any site preparation costs for these additional facilities.

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Technical proposals shall include information describing the offeror's proposed facilities for these functions including, at a minimum, the facility location and a floor plan (to scale) showing areas allotted to specific tasks.

The government reserves the right to inspect the offeror's proposed facilities during a pre-award survey.

Figure I-2

NEW RFP PARA. C.8.1, "TRANSITION PLANS"

The contractor will work closely with the former A.I.D. Facility contractor during a transition period of up to two months after contract award. A.I.D. will pay the former A.I.D. Facility contractor to train the new A.I.D. Facility contractor on A.I.D./DIHF operations and procedures.

In their proposals, offerors are to provide detailed, time-phased plans for the transition period, to ensure a smooth start-up of the DIHF activities in both the government-furnished facility and the contractor's facility, without undue burden to CDIE/DI and without disruption in services. (After the DIHF start-up, the transition plan will be superceded by the implementation plan and schedule described in the SOW.)

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