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# EAGLE BOA HOLDERS MEETING

24 May 2016



**Ms. Jody Fasko**  
**Chief, EAGLE Business Office**  
**Army Sustainment Command**



# Agenda



- Registration 7:00 a.m. – 8:00 a.m.
- Opening Remarks
- EAGLE Program Status & Updates
- Discussion Forum
- Questions & Answers
- Closing Remarks 11:45 a.m.
- End Meeting 12:00 p.m.\*



# Opening Remarks



**Mr. Jay Carr  
Executive Director,  
Acquisition Integration and Management  
Army Sustainment Command**



# Opening Remarks



**Ms. Melanie Johnson**  
**Executive Director**  
**Army Contracting Command – Rock Island**



**Ms. Jody Fasko**  
**Chief, EAGLE Business Office**  
**Army Sustainment Command**



# EAGLE Program Status



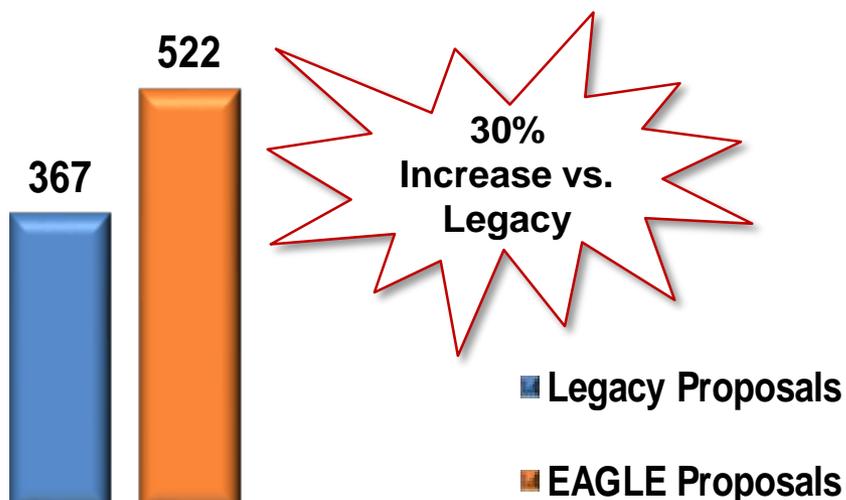
## Program Overview

- 28 EAGLE Task Orders (TO) Awarded
  - \$1.7B awarded
  - Small Business Set Asides: 12
  - 8(a) Set Asides: 9
  - Unrestricted/Large Business: 7
  - TOs FOC: 27

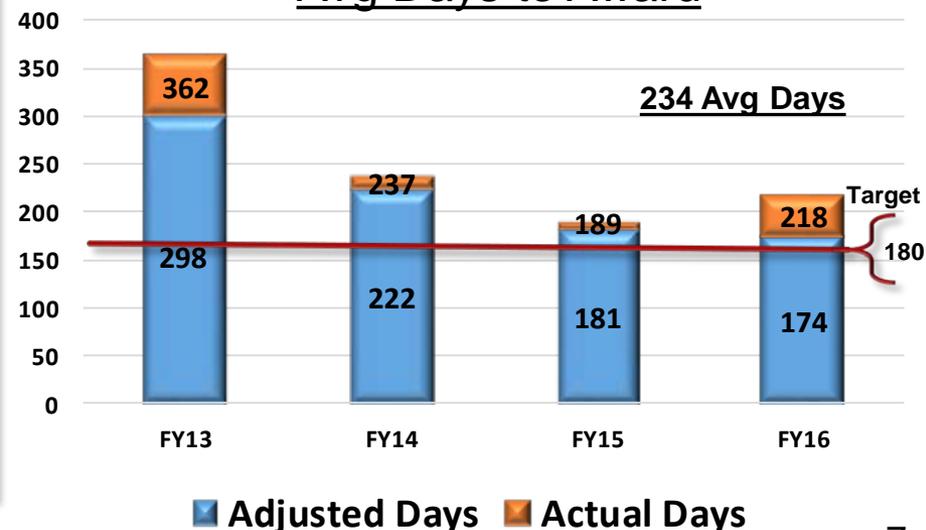
## Small Business (SB) Support

- 43% Awarded to Small Business
  - 24% (\$393.4M) to SB Set Asides
    - 3.6% (\$60.1M) to HUBZone
  - 19% (\$319M) to 8(a) Set Asides
- 57% (\$952M) to Large Business

## Legacy Comparison



## Avg Days to Award





# BOA Updates



- Currently there are 139 BOA Holders
  - 46 Large Business BOA Holders
  - 93 Small Business BOA Holders
  
- BOA 7 and Revisions/Additions submitted in March execution projected for July
  
- Upcoming Requirements
  - Fort Irwin, CA\*
  - Fort Leonard Wood, MO
  - Joint Base Lewis-McChord, WA
  - Fort Gordon, GA
  - Fort Campbell, KY
  - Redstone Arsenal, AL
  
- Follow On EAGLE Update – Awaiting HQDA approval



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# EAGLE Planning Schedule



## Projected Solicitations By FY (issued)

AFSB	2013	2014	2015	2016	2017	2018	2019	2020
401 <sup>st</sup>			<input checked="" type="checkbox"/> Afghanistan	<input checked="" type="checkbox"/> APS-5 KU/QA				APS-5 KU/QA
402 <sup>nd</sup>		<input checked="" type="checkbox"/> Schofield		<input checked="" type="checkbox"/> Wainwright				Schofield
403 <sup>rd</sup>		<input checked="" type="checkbox"/> APS-4 NEA <input checked="" type="checkbox"/> APS-4 YND					APS-4 NEA APS-4 YND	
404 <sup>th</sup>	<input checked="" type="checkbox"/> Presidio	<input checked="" type="checkbox"/> Irwin  <input checked="" type="checkbox"/> Huachuca	<input checked="" type="checkbox"/> Dugway <input checked="" type="checkbox"/> Yuma PG <input checked="" type="checkbox"/> Hunter-Liggett	<input checked="" type="checkbox"/> RIA	Irwin (re-competee) Lewis-McCord		Presidio Huachuca Detroit McCoy	Dugway  Yuma PG
405 <sup>th</sup>				<input checked="" type="checkbox"/> European Equip. Set (EAS)				
406 <sup>th</sup>	<input checked="" type="checkbox"/> Benning <input checked="" type="checkbox"/> Campbell <input checked="" type="checkbox"/> Gordon <input checked="" type="checkbox"/> Polk <input checked="" type="checkbox"/> Redstone	<input checked="" type="checkbox"/> Aberdeen <input checked="" type="checkbox"/> Lee/JBLE <input checked="" type="checkbox"/> Detroit <input checked="" type="checkbox"/> APS-3 ASLAC <input checked="" type="checkbox"/> West Point	<input checked="" type="checkbox"/> Rucker <input checked="" type="checkbox"/> Detrick <input checked="" type="checkbox"/> Stewart <input checked="" type="checkbox"/> Bragg	<input checked="" type="checkbox"/> Hamilton  <input checked="" type="checkbox"/> West Point		Gordon Campbell	Polk Aberdeen  Detrick	Benning Lee/JBLE Rucker Stewart APS-3 ASLAC Picatinny
407 <sup>th</sup>	<input checked="" type="checkbox"/> Hood	<input checked="" type="checkbox"/> Bliss <input checked="" type="checkbox"/> Knox <input checked="" type="checkbox"/> McCoy	<input checked="" type="checkbox"/> Riley	<input checked="" type="checkbox"/> Carson	Sill Leonard Wood	Redstone	Hood Knox	Bliss Riley
OTHER	<input checked="" type="checkbox"/> USARC - MMT	<input checked="" type="checkbox"/> BOA 5	<input checked="" type="checkbox"/> BOA 6 <input checked="" type="checkbox"/> JPPSO <input checked="" type="checkbox"/> HMSO	<input checked="" type="checkbox"/> BOA 7 <input checked="" type="checkbox"/> Materiel Management <input checked="" type="checkbox"/> FSE	BOA	BOA	BOA	BOA JPPSO HMSO

Solicitation Pending  Solicitation Issued/Open  Solicitation Closed  Task Order Awarded



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# Due Outs from October Meeting



Question	Government Response
<p>If a solicitation is set-aside for 8(a) small business, may the Agency award to a Small Business Concern (SBC) certified 8(a) at the issuance of the solicitation but no longer certified at time of award?</p>	<p>No, the Agency may not award an 8(a) set-aside if the Offeror loses its certification prior to award. Reference 13 CFR 126, Section 602(d)</p>
<p>Under any other full-and-open competition, if an 8(a) being proposed as a sub-contractor as part of it's Small Business Participation (SBP) Plan loses it's certification, may the Agency award the contract to the Offeror?</p>	<p>Yes, the Agency may make the award, but the Agency must ensure that it addresses any issues arising out of the Offeror's SBP Plan. Often, the Solicitation will state language similar to "at the time of issuing this Solicitation", therefore as long as the 8(a) being proposed was an 8(a) at the time of Solicitation, the plan could meet the requirements.</p>
<p>What is the Agency's obligation if the award is made and the awardee loses its certification?</p>	<p>Nothing, so long as the contractor makes an "attempt to maintain" its status. Section 103 of the regulation defines attempt to maintain. It means "making substantive and documented efforts such as written offers of employment, published advertisements seeking employees, and attendance at job fairs."</p>



# Contract Administration



- Task Orders awarded from this point forward will remain at ACC-RI for administration
  - ACC-RI is already familiar with the contract, contract structure, PWS and customer requirement, thus giving us continuity during the entire process
  - Ability to apply best practices learned across the enterprise to all task orders quickly
  - Ensures ability to coordinate closely with program offices in ASC and quickly adapt to evolving operational requirements
  - Maintains integrity of the multi-functional team throughout the service acquisition life cycle
  - Ensures consistency of contract execution and administration at a program level
  
- The EAGLE Business Office and ACC-RI are working the transfer schedule for Task Orders that have already been awarded
  
- Some awarded Task Orders may not transfer until the follow-on solicitation
  
- Official notification will be provided by current PCO



# How to Contact Us



## EAGLE Business Office Contact:

Send an Email to: [usarmy.ria.asc.list.lce@mail.mil](mailto:usarmy.ria.asc.list.lce@mail.mil)

- Requirements Related Questions
- PWS Questions
- CDRL Questions

## Army Contracting Command – Rock Island Contact:

Send an Email to: [usarmy.ria.acc.mbx.eagle@mail.mil](mailto:usarmy.ria.acc.mbx.eagle@mail.mil)

- BOA Questions
- RFP Questions



# L&M Updates



## ❑ Overarching L&M Changes

- Added that the Government reserves the right to waive the strict compliance review
  
- SECRET Facility Clearance
  - Clarified who is required to possess the Facility Clearance
    - ✓ Offeror
    - ✓ Any and all Teammates and/or Subcontractors who will be performing contract requirements which necessitate facility clearance
    - ✓ Joint Venture
  - Clarified when a Final Facility Clearance is required in lieu of an Interim Clearance
  
- Added that the Government reserves the right to simultaneously evaluate Technical, Past Performance (if applicable), Small Business Participation (if applicable) and Cost/Price proposals



# L&M Updates



## □ Technical Volume

### ➤ Removed redundant language

- Removed specific Staffing / Labor Mix evaluation of FLC2 supervisor to FLC1 employee and manager to supervisor ratios
  - Evaluation of management structure from general staff oversight by first line supervisors through its company headquarters management addresses the above
- Removed redundant language for Staffing / Labor Mix (specifically M.5.1.2(d)(iii))

### ➤ Added specificity on evaluation criteria

- Provided clarity on evaluation of Government Furnished Property (GFP) / Government Furnished Equipment (GFE) and reconciliation
- Identification of an “onsite” independent quality control organization



# Certificate of Competency (COC)



- The Contracting Officer must make a determination of responsibility for the apparent successful offeror in accordance with FAR 9.103.
  
- Upon determining that an apparent successful small business offeror lacks certain elements of responsibility, the Contracting Officer shall withhold award and refer the matter to the Small Business Administration (SBA) in accordance with FAR 19.6.
  
- EAGLE Execution Business Rule 1.c states:
  - If the SBA does not issue a COC in response to a responsibility determination request on any EAGLE task order award, the Government may make a determination to NOT renew the Contractors BOA during the Annual Review in accordance with FAR 16.703(C)(2).
  - The Government reserves the right to cancel the BOA prior to the Annual Review if doing so is considered to be in the Government's best interest.
  - Once the Contractor is able to demonstrate responsibility, the Contractor will be able to pursue a new BOA under a future BOA RFP opportunity.



**Mr. Dan Miller**  
**Chief, Contract Pricing Division**  
**Army Contracting Command – RI**



# Indirect Expense Rates



- ❑ The Government is required to perform a cost realism analysis in accordance with FAR 15.404-1(d). The Government needs to know how indirect rates are calculated and must receive historical and budgetary rate data in order to determine whether or not proposed indirect rates are realistic.
- ❑ The Government prefers not to cap rates. However, if the Offeror's or Teammate(s)/Subcontractor(s)' proposals include indirect expense rates that are not fully supported, those rates will be capped at the proposed rates for evaluation purposes and contract execution.
- ❑ Information to provide in order to support proposed indirect rates:
  - Explanation of why historical or budgetary rates are not available
  - Details and explanation of why budgetary rate differs from historical rate
  - Details and explanation of why proposed rate differs from budgetary rate



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# Break



**Mr. Jay Carr**  
**Executive Director,**  
**Acquisition Integration and Management**  
**Army Sustainment Command**



# Discussion Rules



- Purpose is to spark discussions
- Maximum participation encouraged



# Contract Data Requirements List



## Discussion Question:

- Since several sites have been awarded under EAGLE, what is some feedback on the Contract Data Requirements List (CDRLs)?

## Related Industry Feedback

- Too complex for the installations and contracts are being modified to remove them. Recommend CDRLs developed locally.

## Government Feedback

- Recommend feedback and specific CDRLs that are of issue. Please email the EBO mailbox at [usarmy.ria.asc.list.lce@mail.mil](mailto:usarmy.ria.asc.list.lce@mail.mil) with specifics to include the site name. Of note, some CDRLs are mandatory and cannot be removed. Additionally, bringing administration back to ACC-RI may help mitigate many of these issues.

## Discussion

- Positive/Negative Impact?



# Performance Work Statement



## Discussion Question:

- Since several sites have been awarded under EAGLE, what is some feedback on the Performance Work Statement (PWS)?

## Related Industry Feedback

- Open for Discussion

## Government Feedback

- Email the EBO mailbox at [usarmy.ria.asc.list.lce@mail.mil](mailto:usarmy.ria.asc.list.lce@mail.mil) if you have any feedback concerning the PWS.

## Discussion

- Positive/Negative Impact?



# Government Required Positions



## Industry Feedback

### FLC2 Positions

- Consider adding FLC2 Human Resources Generalist, Budget Analyst, Safety Manager and Quality Supervisor/Manager to all task orders that are above 100 FTE.

## Government Feedback

- The Government recognizes that some task orders may require these positions. During the draft RFP, if the contractor thinks these positions would be required, it would be best to bring it up at that time. Of note, if not specifically called out in the RFP, it is up to the Offeror to propose its own approach that meets the requirements of the PWS as well as support its company's practices and business decisions. Therefore, if the Offeror finds these positions necessary, they should propose them.

## Discussion

- Positive/Negative Impact?



# File Formats



## Industry Feedback

### FLC1 Hour Format

- Provide TE M-S-T-001 Functional Labor Category 1 Hours to Offerors in Excel. PDF is difficult to convert to Excel when analyzing for determining data for Attachment 0002 (Staffing & Labor Mix).

## Government Feedback

- Good feedback. We will implement.

## Discussion

- Positive/Negative Impact?



# Out-year Planning Data



## Industry Recommendation

### EAGLE Planning Schedule

- Would like to see the EAGLE Planning Schedule portray more granularity than the year of the expected RFP. Specifically, the coming year.
  - Since capture planning and support resource allocation for task order submission and preparation requires months of advance planning at a significant expense, we respectfully request that every effort be made to provide the most realistic schedules for task order Request for Proposal (RFP) release dates

## Government Feedback

- Good feedback. We will implement.

## Discussion

- Positive/Negative Impact?



# Re-compete Schedule Changes



## Industry Question

### EAGLE Planning Schedule

- In reviewing the latest updated EAGLE RFP Issue and Award Forecasts, dated 3 May 2016, we have noticed that there have been previously, and recently awarded EAGLE Task Orders that are being re-released for competition that have not executed a 5-year period of performance.
  - Question: As a Small Business Prime, is this an indication or should we expect that the 5 year task order periods of performance are being reduced to less than 5 years?

## Government Feedback

- The Government anticipates continued execution of Task Orders with one (1) Base Year with four (4) twelve-month Option Years which will be awarded at the Government's sole discretion. The Government considers contractor performance, available funding, and changes to the workload when determining whether it will exercise options.

## Discussion

- Positive/Negative Impact?



# Evaluation Criteria



## Discussion Question:

- What proposal requirements could be moved from the Task Order evaluations to the BOA?

## Related Industry Feedback

- Open for Discussion

## Government Feedback

- The Government is considering suggestions made during the October 2015 BOA Holder's meeting to include:
  - ✓ Common Access Cards (CACs) & Security Clearance process
  - ✓ Flexible staffing approach
  - ✓ Open Communication during Transition
- The Government is also considering:
  - ✓ Corporate Approach / Organizational Diagram
  - ✓ Management Approach
  - ✓ Notional Scenario

## Discussion

- Positive/Negative Impact?



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# Firm Fixed Price



## Discussion Question:

- Given the resource constrained environment, what are some of the approaches that could be used to implement Firm Fixed Price (FFP) into EAGLE Task Orders?

## Related Industry Feedback

- Open for Discussion

## Discussion

- Positive/Negative Impact?



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# Post Award Feedback



ON THE LINE



## Discussion Question: Since several sites have been awarded and transitioned to EAGLE, what are some lessons learned?

### Industry Feedback

Installations have not been properly trained on PADDs which causes delays in funding MODs.

Recommend a fixed fee billing schedule, including applicable fixed fee withhold amount, in awarded contracts.

CLIN schedule and billing levels need to be agreed upon before proposal release as they are being redefined upon start of work to provide installation required detail.

Recommend providing awardee funds for overtime and shift CLIN.

### Government Feedback

Installations have been trained. However, bringing administration back to ACC-RI will help mitigate this issue.

Contractor and Contracting Officer should coordinate to develop billing schedule at time of award. Recent RFPs and resultant awards include standardized language regarding Fixed Fee Withholds.

CLINs are detailed to maximum extent possible at the time of award. However, change in workload and funding streams may drive changes after award.

Why would we need a separate overtime CLIN? Should put this on established labor CLIN. Generally, overtime is unforecasted and would have to be treated as such. The Government cannot put unknown requirements on contract.



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# Meeting Frequency



## Industry Recommendation

### Annual BOA Holder's Meeting in lieu of Semi-Annual

- Recommendation is to keep this in line with the NDIA Symposium

## Government Feedback

- Poll time! Do the BOA Holders see a benefit in a semi-annual meeting?  
We have been seeing a decline in number of attendees since inception of these meetings.

## Discussion

- Positive/Negative Impact?



# Post Award Costs



## Industry Feedback

### Post Award Costs

- Based on the differences in our Technical Evaluation Proposal and that of winners we have lost to, we question whether the costs for running the project are being bid by all offerors, and further question why the Government would not place some level of scrutiny behind that. (i.e., PMO costs, CFE after award)

## Government Feedback

- Every proposal is assessed for technical acceptability & cost realism based on the data provided in the RFP. Since this is a requirements type contract, it would be logical for changes to occur based on current workload. Changes are addressed, if required. The COR and KO have the responsibilities to evaluate and monitor contractor proposed changes.

## Discussion

- Positive/Negative Impact?



# CBA Job Descriptions



## Industry Recommendation

### CBA Position Titles

- Add Job Descriptions with task orders that have a CBA incorporated. SCA task orders have the Wage Determination Position Titles and Job Description to cross walk to the task; however, the CBAs do not always provide a cross walk and some CBA position titles do not crosswalk to SCA.

### Government Feedback

- Recent task orders have included a cross walk between the CBA and SCA. If there isn't an SCA position that aligns with the CBA, the Government is issuing a job description for that position. It is the Government's intention to continue to perform this cross walk on every task order with a CBA.

### Discussion

- Positive/Negative Impact?



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# Past Performance as a Prime



## Industry Feedback

### Relevancy of Prime Contracts vs. Sub Contracts

- Recommends the Government develop and assign an objective equal value to relevancy of prime contracts vs. sub contracts. Many companies that have attained EAGLE BOA Holders status do not have prime contracts past performance; however, they have subcontractor status that is relevant in both scope and magnitude.
  - BOA Holders team with other entities for a myriad of reasons including Task Areas Capability approach, PP, Contract Value, etc. If the Government would change this policy, it would increase competition and teaming opportunities for the Task Orders.

## Government Feedback

- An Offeror's lack of recent and relevant references as a Prime Contractor negatively impacts the Government's confidence in the Offeror's ability to perform due to the many tasks a Prime Contractor must perform in a Government Cost Plus Fixed Fee contract.

## Discussion

- Positive/Negative Impact?



# Number of BOA Holders



## Industry Feedback

### Number of BOA Holders

- Recommend fewer Small Business BOA holders (such as cutting the number to the 25% range). By decreasing the slate of BOA holders, this will enhance competition which will in turn provide increased quality of proposals; and most importantly, increase the probability of assigning a high quality Contractor of Choice on the given site.

## Government Feedback

- The Government is not concerned with the number of BOA Holders but is continuously assessing alternatives to ensure quality of BOA Holders beyond 2017.

## Discussion

- Positive/Negative Impact?



# Compliance



## Industry Feedback

### Compliance

- Believes that being removed for compliance is unreasonable
- Forces companies to question whether to put forth resources to develop a proposal
- Recommends a more robust consideration of relevant experience, corporate financial standing and proven performance in making award decisions (in lieu of focusing too much on minor compliance issues)
- Requests that Government limit those strict compliance removals to only those areas where a material defect would significant impact the Government's ability to adequately evaluate the proposal for technical and/or price adequacy.

### Government Feedback

- The Government reviewed L&M to determine which requirements were required and would not necessitate opening discussions. If you would like to discuss a particular compliance requirement, please email the ACC-RI mailbox at [usarmy.ria.acc.mbx.eagle@mail.mil](mailto:usarmy.ria.acc.mbx.eagle@mail.mil).

### Discussion

- Positive/Negative Impact?



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- BOA Questions
- RFP Questions



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# Questions & Answers



# QUESTIONS?



# Closing Remarks



- A summarization of these discussions will be posted on the EAGLE website.
  
- Questions that were not answered in today's meeting will be provided in writing and posted on the EAGLE website.



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# BACK UP SLIDES