



DEPARTMENT OF THE AIR FORCE
WASHINGTON, DC

MAY 28 2008

Office of the Assistant Secretary

Policy Memo 08-C-04

MEMORANDUM FOR ALMAJCOM-FOA-DRU (Contracting)

From: SAF/AQC
1060 Air Force Pentagon
Washington DC 20003-1060

Subject: Limitation on Single Award Task or Delivery Order Contracts Greater than \$100 million

The subject AT&L/DPAP memo directs the Services to implement the Fiscal Year 2008 National Defense Authorization Act, Section 843 "Enhanced Competition for Task and Delivery Order Contracts." Section 843 stipulates that no task or delivery order contract in an amount estimated to exceed \$100 million (including all options) may be awarded to a single source unless the Head of the Agency makes a determination that one of four conditions are met. SAF/AQC has been delegated the authority to make this determination with one exception. The SPE must make the written determination if, because of exceptional circumstances, it is necessary in the public interest to award the contract to a single source.

Attached is the draft Mandatory Procedure (MP) that can be used as guidance when processing the D&Fs to SAF/AQCK. This Policy memo is effective immediately and an Air Force Acquisition Circular will be issued to incorporate the MP into the AFFARS upon completion of FAR Case 2008-006.

Questions regarding this issue may be directed to Mr. Greg Snyder, SAF/AQCP, at gregory.snyder@pentagon.af.mil or 703-588-7007.

A handwritten signature in blue ink, appearing to read "RSC", written over a horizontal line.

ROGER S. CORRELL
Deputy Assistant Secretary (Contracting)
Assistant Secretary (Acquisition)

Attachments:

1. AT&L memo dated 23 May 08
2. Draft Mandatory Procedure (FAR Case Pending)



OFFICE OF THE UNDER SECRETARY OF DEFENSE

3000 DEFENSE PENTAGON
WASHINGTON DC 20301-3000

MAY 23 2008

ACQUISITION
TECHNOLOGY
AND LOGISTICS

MEMORANDUM FOR COMMANDER, UNITED STATES SPECIAL OPERATIONS
COMMAND (ATTN: ACQUISITION EXECUTIVE)
COMMANDER, UNITED STATES TRANSPORTATION
COMMAND (ATTN: ACQUISITION EXECUTIVE)
DEPUTY ASSISTANT SECRETARY OF THE ARMY
(POLICY AND PROCUREMENT), ASA (ALT)
DEPUTY ASSISTANT SECRETARY OF THE NAVY
(ACQUISITION & LOGISTICS MANAGEMENT),
ASN (RDA)
DEPUTY ASSISTANT SECRETARY OF THE AIR FORCE
(CONTRACTING), SAF/AQC
DIRECTORS, DEFENSE AGENCIES
DIRECTORS, DOD FIELD ACTIVITIES

SUBJECT: Enhanced Competition for Task and Delivery Order Contracts

Section 843 of the National Defense Authorization Act for Fiscal Year 2008, Public Law 110-181, "Enhanced Competition Requirements for Task and Delivery Order Contracts" is effective May 27, 2008 (attached). It includes several requirements enhancing competition. Section 843 specifies procedures for the placement of orders in excess of \$5 million under a multiple award task or delivery order contract and provides for post-award debriefings with respect to such orders. Orders in excess of \$10 million issued under a multiple award task or delivery order contract may be protested to the Government Accountability Office exclusively. These provisions apply to orders issued on or after May 27, 2008 under existing contracts as well as under new contracts.

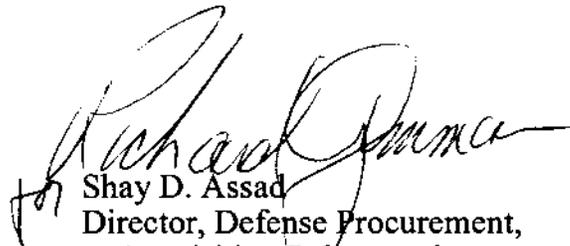
Section 843 also stipulates that no task or delivery order contract in an amount estimated to exceed \$100 million (including all options) may be awarded to a single source unless the Head of the Agency determines in writing that –

- (i) the task or delivery orders expected under the contract are so integrally related that only a single source can reasonably perform the work;
- (ii) the contract provides only for firm, fixed price task or delivery orders for products for which unit prices are established in the contract or services for which prices are established in the contract for the specific tasks to be performed;
- (iii) only one source is qualified and capable of performing the work at a reasonable price to the government; or
- (iv) because of exceptional circumstances, it is necessary in the public interest to award the contract to a single source.

When a determination is based on public interest, the Head of the Agency must notify Congress within 30 days after making the determination.

The law pertaining to any single award task or delivery order contract is effective for contracts awarded on or after May 27, 2008. A change to the Federal Acquisition Regulation (FAR) is in process (FAR Case 2008-006). However, DoD Components must implement this change on May 27, 2008 regardless of whether the FAR rule has been issued. The Head of the Agency may delegate the authority to make the required determinations. However, the authority to make the determination authorized in (iv) above may be delegated no lower than to the Senior Procurement Executive (as defined in Part 202 of the Defense FAR Supplement). The Defense FAR Supplement will be changed to incorporate this limitation on delegation of authority.

My staff point of contact for this subject is Ms. Teresa Brooks at (703) 697-6710 or teresa.brooks@osd.mil.


Shay D. Assad
Director, Defense Procurement,
Acquisition Policy, and
Strategic Sourcing

Attachment
As stated

Pub. L. 110-181 (NDAA-08)

SEC. 843. ENHANCED COMPETITION REQUIREMENTS FOR TASK AND DELIVERY ORDER CONTRACTS.

1 (a) **Defense Contracts-**

2 (1) **LIMITATION ON SINGLE AWARD CONTRACTS-** Section 2304a(d) of title 10,
3 United States Code, is amended--

4 (A) by redesignating paragraph (3) as paragraph (4); and

5 (B) by inserting after paragraph (2) the following new paragraph (3):

6 (3)(A) No task or delivery order contract in an amount estimated to exceed
7 \$100,000,000 (including all options) may be awarded to a single source unless the
8 head of the agency determines in writing that--

9 (i) the task or delivery orders expected under the contract are so integrally
10 related that only a single source can reasonably perform the work;

11 (ii) the contract provides only for firm, fixed price task orders or delivery
12 orders for--

13 (I) products for which unit prices are established in the contract; or

14 (II) services for which prices are established in the contract for the
15 specific tasks to be performed;

16 (iii) only one source is qualified and capable of performing the work at a
17 reasonable price to the government; or

18 (iv) because of exceptional circumstances, it is necessary in the public
19 interest to award the contract to a single source.

20 (B) The head of the agency shall notify Congress within 30 days after any
21 determination under subparagraph (A)(iv).'

22 (2) **ENHANCED COMPETITION FOR ORDERS IN EXCESS OF \$5,000,000-** Section
23 2304c of such title is amended--

24 (A) by redesignating subsections (d), (e), and (f) as subsections (e), (f), and (g),
25 respectively;

26 (B) by inserting after subsection (c) the following new subsection (d):

27 (d) **Enhanced Competition for Orders in Excess of \$5,000,000-** In the case of a task
28 or delivery order in excess of \$5,000,000, the requirement to provide all contractors a
29 fair opportunity to be considered under subsection (b) is not met unless all such
30 contractors are provided, at a minimum--

31 (1) a notice of the task or delivery order that includes a clear statement of the
32 agency's requirements;

33 (2) a reasonable period of time to provide a proposal in response to the notice;

1 ` (3) disclosure of the significant factors and subfactors, including cost or price,
2 that the agency expects to consider in evaluating such proposals, and their relative
3 importance;

4 ` (4) in the case of an award that is to be made on a best value basis, a written
5 statement documenting the basis for the award and the relative importance of
6 quality and price or cost factors; and

7 ` (5) an opportunity for a post-award debriefing consistent with the requirements
8 of section 2305(b)(5) of this title.'; and

9 (C) by striking subsection (e), as redesignated by paragraph (1), and inserting the
10 following new subsection (e):

11 ` (e) Protests- (1) A protest is not authorized in connection with the issuance or
12 proposed issuance of a task or delivery order except for--

13 ` (A) a protest on the ground that the order increases the scope, period, or
14 maximum value of the contract under which the order is issued; or

15 ` (B) a protest of an order valued in excess of \$10,000,000.

16 ` (2) Notwithstanding section 3556 of title 31, the Comptroller General of the
17 United States shall have exclusive jurisdiction of a protest authorized under
18 paragraph (1)(B).

19 ` (3) This subsection shall be in effect for three years, beginning on the date that is
20 120 days after the date of the enactment of the National Defense Authorization
21 Act for Fiscal Year 2008.'

22 **(3) EFFECTIVE DATES-**

23 **(A) SINGLE AWARD CONTRACTS-** The amendments made by paragraph (1) shall
24 take effect on the date that is 120 days after the date of the enactment of this Act, and
25 shall apply with respect to any contract awarded on or after such date.

26 **(B) ORDERS IN EXCESS OF \$5,000,000-** The amendments made by paragraph (2) shall
27 take effect on the date that is 120 days after the date of the enactment of this Act, and
28 shall apply with respect to any task or delivery order awarded on or after such date.

29 **(b) Civilian Agency Contracts-**

30 **(1) LIMITATION ON SINGLE AWARD CONTRACTS-** Section 303H(d) of the Federal
31 Property and Administrative Services Act of 1949 (41 U.S.C. 253h(d)) is amended--

32 (A) by redesignating paragraph (3) as paragraph (4); and

33 (B) by inserting after paragraph (2) the following new paragraph (3):

34 ` (3)(A) No task or delivery order contract in an amount estimated to exceed
35 \$100,000,000 (including all options) may be awarded to a single source unless the
36 head of the executive agency determines in writing that--

37 ` (i) the task or delivery orders expected under the contract are so integrally
38 related that only a single source can reasonably perform the work;

1 (ii) the contract provides only for firm, fixed price task orders or delivery
2 orders for--

3 (I) products for which unit prices are established in the contract; or

4 (II) services for which prices are established in the contract for the
5 specific tasks to be performed;

6 (iii) only one source is qualified and capable of performing the work at a
7 reasonable price to the government; or

8 (iv) because of exceptional circumstances, it is necessary in the public
9 interest to award the contract to a single source.

10 (B) The head of the executive agency shall notify Congress within 30 days after
11 any determination under subparagraph (A)(iv).'

12 (2) ENHANCED COMPETITION FOR ORDERS IN EXCESS OF \$5,000,000- Section
13 303J of such Act (41 U.S.C. 253j) is amended--

14 (A) by redesignating subsections (d), (e), and (f) as subsections (e), (f), and (g),
15 respectively;

16 (B) by inserting after subsection (c) the following new subsection (d):

17 (d) Enhanced Competition for Orders in Excess of \$5,000,000- In the case of a task
18 or delivery order in excess of \$5,000,000, the requirement to provide all contractors a
19 fair opportunity to be considered under subsection (b) is not met unless all such
20 contractors are provided, at a minimum--

21 (1) a notice of the task or delivery order that includes a clear statement of the
22 executive agency's requirements;

23 (2) a reasonable period of time to provide a proposal in response to the notice;

24 (3) disclosure of the significant factors and subfactors, including cost or price,
25 that the executive agency expects to consider in evaluating such proposals, and
26 their relative importance;

27 (4) in the case of an award that is to be made on a best value basis, a written
28 statement documenting the basis for the award and the relative importance of
29 quality and price or cost factors; and

30 (5) an opportunity for a post-award debriefing consistent with the requirements
31 of section 303B(e).'; and

32 (C) by striking subsection (e), as redesignated by paragraph (1), and inserting the
33 following new subsection (e):

34 (e) Protests- (1) A protest is not authorized in connection with the issuance or
35 proposed issuance of a task or delivery order except for--

36 (A) a protest on the ground that the order increases the scope, period, or
37 maximum value of the contract under which the order is issued; or

38 (B) a protest of an order valued in excess of \$10,000,000.

1 “(2) Notwithstanding section 3556 of title 31, United States Code, the Comptroller
2 General of the United States shall have exclusive jurisdiction of a protest
3 authorized under paragraph (1)(B).

4 “(3) This subsection shall be in effect for three years, beginning on the date that is
5 120 days after the date of the enactment of the National Defense Authorization
6 Act for Fiscal Year 2008.”.

7 **(3) EFFECTIVE DATES-**

8 **(A) SINGLE AWARD CONTRACTS-** The amendments made by paragraph (1) shall
9 take effect on the date that is 120 days after the date of the enactment of this Act, and
10 shall apply with respect to any contract awarded on or after such date.

11 **(B) ORDERS IN EXCESS OF \$5,000,000-** The amendments made by paragraph (2) shall
12 take effect on the date that is 120 days after the date of the enactment of this Act, and
13 shall apply with respect to any task or delivery order awarded on or after such date.

Conf. Rpt. 110-477

Enhanced competition requirements for task and delivery order contracts (sec. 843)

The House bill contained a provision (sec. 821) that would address the issue of competition in contracting on a government-wide basis.

The Senate amendment contained a provision (sec. 821) that would encourage the use of multiple-award task and delivery order contracts in lieu of single-award contracts, enhance requirements for the competition of task orders and delivery orders under multiple-award contracts, and authorize bid protests for task or delivery orders in excess of \$5.0 million under such contracts.

The House bill contained no similar provision.

The House recedes with an amendment that would address the competition issues in the Senate provision on a government-wide basis. The provision would raise the threshold for bid protests to \$10.0 million and sunset the authorization for bid protests after 3 years. The conferees expect that the sunset date will provide Congress with an opportunity to review the implementation of the provision and make any necessary adjustments.

MP5316.501-2

Indefinite-Quantity Contracts

XXXX 2008

MP5316.501-2 Approval of Determination and Finding (D&F) for Single-Award Task or Delivery Order Contracts that Exceed \$100M (including all options)

1. The contracting officer must submit D&Fs to SAF/AQCK via e-mail to SAFAQCK.Workflow@pentagon.af.mil. In the circumstances where the delegation may be delegated no lower than to the Senior Procurement Executive (SPE) (public interest due to exceptional circumstances), the D&F will be staffed by SAF/AQCK for approval by the SPE. In D&Fs that cite public interest due to exceptional circumstances, SAF/AQCK will also staff the required notification to Congress. Questions or concerns with regard to processing the D&F should be referred to SAF/AQCK.

2. Minimum D&F Contents:

(a) Clear identification of one of the exceptions listed at FAR 16.504(c)(1)(ii) (D)(1).

(b) Circumstances that justify the use of a task or delivery order contract. This should include alternate contract types considered.

(c) Detailed discussion that precludes the award of a multiple-award task or delivery order contract. At a minimum, this should include alternative acquisition strategies considered, the impact on the program's delivery or performance schedule, program costs, and mission impact if not allowed to make single award.

(d) D&Fs using the exception that only one source is qualified and capable of performing the work at a reasonable price to the Government should cite and attach as part of the staffing package the Justification and Approval (J&A).

ADDENDUM — Sample D&F

DETERMINATION AND FINDINGS
AWARD OF SINGLE-AWARD TASK ORDER CONTRACT EXCEEDING
\$100 MILLION FOR [*Insert appropriate program identification or name*]

FINDINGS:

1. FAR 16.504 prohibits single award contracts for task or delivery order contracts estimated to exceed \$100 million unless the head of agency, if no delegation of authority

is made, determines in writing that the contract meets one of four exceptions listed in FAR 16.504 (c)(1)(ii)(D)(1).

2. The [*insert contracting activity*] proposes to purchase [*insert description of the item(s)*] under a single award task or delivery award contract [*insert contract number*].
3. The contract will be awarded based on the [*clearly identify which exception the program is the basis for the approval*].
 - a. [*Describe the circumstance that justifies the use of a Delivery/Task Order contract and alternate contract types that were considered. Discuss why these other contract types were not as appropriate*]
 - b. [*Describe the circumstances that preclude the award of a multiple-award Delivery/Task order contract. This should be appropriately tailored to the exception being used, but at a minimum, should include alternative acquisition strategies considered, the impact on the program's delivery or performance schedule, program costs, and mission impact if not allowed to make single award.*]
 - c. The sole source Justification and Approval (J&A) for the [*insert program name*] was approved on [*insert date*]. (*if applicable*)

DETERMINATION:

Based on the findings above, I hereby determine that the proposed contract meets exception [*identify which exception*] of FAR 16.504 (c)(1)(ii)(D)(1) and a single award task or delivery order contract estimated to exceed \$100 million is authorized.

[NAME] DATE

[*Insert appropriate signature block*]