

April 12, 2011

FAS INSTRUCTIONAL LETTER 2011-08

MEMORANDUM FOR ALL FAS ACQUISITION ACTIVITIES

FROM: HOUSTON W. TAYLOR 
ASSISTANT COMMISSIONER
OFFICE OF ACQUISITION MANAGEMENT (QV)

SUBJECT: Submission of Change Request for a Federal Supply Schedule
(FSS) – The 1649 Process

1. Purpose. This Instructional Letter (IL) updates the procedures for submitting a change request to a Federal Supply Schedule.
2. Background. The 1649 process enables the submission, evaluation, and implementation of a change request initiated by FAS Portfolios and the Department of Veteran Affairs (VA) National Acquisition Center with the intent of improving a Federal Supply Schedule. Improvements include updates to Schedule offerings to address changing customer needs and updates in federal procurement policy. The FAS Office of Acquisition Management (QV) is responsible for reviewing change requests to ensure the submission adheres to the Federal Acquisition Regulation (FAR), the General Services Acquisition Manual (GSAM), and other Federal acquisition and executive directives.
3. Effective Date. This IL is effective upon the date of signature.
4. Termination Date. This IL expires one year from the effective date unless cancelled, extended, or incorporated into a handbook.
5. Applicability. This IL applies to all GSA/FAS and VA acquisition activities awarding and administering Federal Supply Schedule contracts.
6. Reference to Regulations. Federal Acquisition Regulation Parts 5.1, 7.1, 10, 19.5, and 52. General Services Acquisition

Regulations (GSAR) Clauses 507.1 and 519.502-70, and FSS 639 Contract Sales Criteria.

7. Instructions and Procedures.

Process Overview

- 1.) Portfolio or Acquisition Center completes GSA Form 1649 (1649) and supporting documentation, then emails the request (GSA Form 1649 and associated documentation) to the QV Process coordinator (QV PC). QV PC logs in the request.
- 2.) QV PC reviews the request for completeness and, if applicable, asks the submitter of the 1649 for further clarifications.
- 3.) QV PC will circulate complex change requests to other Multiple Award Schedule (MAS) portfolios, the Consolidated Contract Point of Contact (POC), and the VA, to provide comments.
- 4.) QV PC will disseminate the complete and accurate 1649 request to the 1649 MAS approving authority, MAS policy chief, and MAS division director to render a concurrence or rejection.
- 5.) The FAS Competition Advocate shall serve to reconcile any conflict regarding 1649 requests and to adjudicate disagreements, should they arise between Portfolios or Centers regarding requests.
- 6.) If the request is approved by all QV MAS reviewers, the QV PC will issue an email providing official final concurrence to the requesting Acquisition Center and all system POCs, authorizing the updating of appropriate internal and external systems.

Reminders:

- a. **No changes to a solicitation may be made through either the Solicitation Writing System (SWS) notes functionality or an attachment to the solicitation such as "Read Me First" without the update being reviewed by QV. Separate from the 1649 process, submit all Solicitation SWS notes functionality or an attachment such as "Read Me First" update to the QV PC for AM review.**
- b. **All environmental, green, and sustainability information for a solicitation made through either SWS or an attachment to the solicitation, such as the "Read Me First", must be approved by all QV MAS reviewers including QV's environmental approving authority and implemented through the 1649 process.**
- c. **When submitting a request, requestors should refer to Attachment B – *Questions and Answers to Consider***

When Initiating the 1649 Request.

Types of Change Requests

There are two types of change requests, simple and complex:

I. Simple Change Request:

A simple change request does not alter the scope of the contract vehicle, clauses, provisions, or associated ordering procedures. A simple change request requires submission of an MS Word formatted GSA Form 1649, signed by the director of the submitting office. A sample GSA Form 1649 is provided in Attachment A. All 1649 Process attachments, including an MS Word formatted GSA Form 1649 can be downloaded from eCAT. Go to eCAT and click on the "FAS" tab, on the "FAS Links" page, click on 1649 Process – GSA Forms, Tools, and Templates. Examples of simple change requests include, but are not limited to the following:

- Request to retain a Schedule Special Item Number (SIN) although the sales threshold established for retention is not met (i.e. small business set-asides.);
- Updating descriptions or titles of SINs that do not alter the scope of the SINs. Indicate on the GSA Form 1649 if the updated descriptions apply to both SWS and eLibrary, or list them separately if they need to be different.
- Updating the title of a Federal Supply Schedule;
- Updating an existing SINs minimum order or maximum order threshold; and
- Changing the title of an Acquisition Center.

II. Complex Change Requests

A complex change request may alter the scope of the contract vehicle, clauses, provisions, or associated ordering procedures. A complex change request requires additional analysis and supporting documentation such as a Business Case Analysis (BCA). Key elements of a BCA include a risk management plan and market research. A Checklist is provided to complete a 1649 request and ensure accuracy for all system data updates. Also, a Schedule update may require multiple SIN changes that would be best presented on a SIN crosswalk spreadsheet. All attachments, such as the MS Word formatted GSA Form 1649, BCAs, Market Research, and systems related templates can be downloaded from eCAT. Go to eCAT and click on the "FAS" tab, on the "FAS Links" page, click on 1649 Process – GSA Forms, Tools, and Templates. Examples of complex change requests include, but are not limited to the following:

- Creating a new Schedule;
- Adding a new SIN;
- Terminating an existing SIN;
- Terminating an existing Schedule;
- Merging SINS;
- Merging Schedules;
- Proposing an Innovative SIN Solution that crosses Schedule offerings;
- Transfer of SINS between Schedules or Report Offices;
- Transfer of contracts among Report Offices or to new Acquisition Centers;
- Transfer of Schedules between Acquisition Centers; and
- Updating a Schedule's SIN numbers and descriptions that alter the scope of the SINS.

III. Instructions for completing a GSA Form 1649 request for a complex change:

1. Complete a BCA for the proposed change, to include market research and a risk management plan, and other supporting documentation.
2. Submit the original signed Memorandum of Understanding (MOU) or Memorandum of Agreement (MOA), if one is developed for the proposed change. An official concurrence on a 1649 request will not be issued without submission of either agreement, if applicable.
3. If adding a new SIN, a small business set-aside determination must include a GSA Form 2689 – Small Business Analysis Record. The GSA Form 2689 must include all approval signatures as defined on the form. If applicable, submit the GSA Form 2689 when you submit your BCA and GSA Form 1649. See FAR Subpart 19.5 Set-Asides for Small Business and GSAR 519.502-70 Review of non-set-aside determinations. The GSA Form 2689 may be downloaded from the eCAT. Go to eCAT and click on the "FAS" tab, on the "FAS Links" page, click on 1649 Process – GSA Forms, Tools, and Templates. Provide a dollar value estimate, as applicable for:

- o Each SIN proposed for addition to Schedule;
 - o Each Schedule proposed for creation, retention, or cancellation; and
 - o The Minimum Order and The Maximum Order Threshold for each new SIN being proposed.
4. Include the Service/Supply Code for each SIN being proposed using the codes listed below:

Service/Supply Code	Description
C	Commodity (Supplies)
P	Professional Service
S	Services – Other
B	Both Service and Commodity (Solution)

5. Include proposed or required provisions or clauses. Also, include any proposed deviation to a provision or clause. All deviations must be approved by the MAS Program Division Director. The requesting Portfolio must submit to the QV PC the original signed approval for a deviation.
6. Include relevant NAICS code(s) and size standards for each SIN being proposed.
7. Additional information to be included when the change involves services:
- o If Special Ordering Procedures are developed for a new SIN they must be submitted with the 1649 package so they can be reviewed and approved;
 - o Describe the evaluation procedures that will be used in the solicitation;
 - o Identify how the services will be priced (i.e. hourly rate, fixed price);
 - o Reporting Requirements;
 - o Statutes or Laws; and
 - o Congressional Interest, if applicable.

IV. Implementation Schedule for Processing 1649 Requests

- Complete and accurate "Simple Change Requests" should be processed in 30 days.
- Complete and accurate "Complex Change Requests" should be processed in 60 days.
- The following table defines the submission deadlines and effective dates for Schedule/SIN Mergers and Schedule/SIN Terminations.

- The following implementation table applies to:

- *Merging Schedules
- *Merging SINs
- *Schedule Terminations
- *SIN Terminations

Submission Deadline	<i>Effective Date</i>
August 1	October 1
November 1	January 1
February 1	April 1
May 1	July 1

- **1649 Requests that are received after a quarter's deadline has passed, or a 1649 request that is incomplete at the time of the quarter deadline, will not take effect on that quarter's effective date. For example, a request received on August 2nd, will take effect on January 1st, NOT on October 1st.**
- Note 1. SIN terminations resulting from a Schedule and/or SIN merger require that the SIN terminations be processed on the last day of each quarter - September 30, December 31, March 30, and June 30. The effective date of the New SIN(s) would be as referenced in the table above.
- Note 2: The Supplier Management mass Modification (MOD) team requires 60 day notification that a mass mod will need to be issued to support proposed change(s). Therefore, if required, notify the Supplier Management POC that you need to schedule a mass MOD at the same time you submit your Complex 1649 request to the QV POC.

Author: Rose Matthews

Attachments

Attachment A	Notification of Federal Supply Schedule Improvement MAS and VA GSA Form 1649
Attachment B	Questions and Answers to consider when initiating a 1649 request
Attachment C	Information and Tools for Conducting Market Research
Attachment D	Business Case Analysis Template – Proposing a Special Item Number (SIN)
Attachment E	Business Case Analysis Template Proposing a New Schedule. Proposing a Unique Innovative SIN Solution for an Existing or Multiple Schedules, or Proposing a Complex Change to an Existing or Multiple Schedules
Attachment F	GSA Form 1649 Systems Data Checklist
Attachment G	SIN Crosswalk Spreadsheet

Attachment A

NOTIFICATION OF FEDERAL SUPPLY SCHEDULE IMPROVEMENT		
SCHEDULE (FSG/FSC, PART, SECTION) / PRODUCT LINE IDENTIFICATION		PROPOSED EFFECTIVE DATE
CONTRACTING OFFICER	TELEPHONE NUMBER	OFFICE SYMBOL
ADDITIONAL INFO:	EST. AWARD DATE	EST. NO. OF CONTRACTS
EST. NO. OF NSNs REQUIRED	FSC	EST. ANNUAL SALES @ COST
SINs / PRODUCT LINES CONVERTING		EST. VALUE CONVERTING
IMPACT ON CURRENT SCHEDULE:		
SCHEDULE \$ VALUE	TOTAL \$ VALUE CONVERTING	REMAINING SCHEDULE \$ VALUE
ACTION / BACKGROUND (Include Brief Description)		

Attachment B

Questions and Answers to consider when initiating the 1649 Request

1. What dollar criterion should I follow in establishing or continuing a Schedule?

- Schedules shall not be established or retained unless sales for a one-year period are anticipated to exceed \$1,000,000.
- A SIN shall not be retained in a future Schedule when the anticipated sales will be less than \$25,000 for a one-year period.

Note: If the contracting office believes that a schedule or Special Item Number should be established or retained even though the anticipated sales will not exceed the above threshold, it must submit a GSA Form 1649 providing a justification and requesting approval.

2. What circumstances will help me determine whether services and/or supplies can be supplied through the Schedules Program in an advantageous manner?

- Agency needs can be satisfied among several functionally similar supplies/services with significant variances in prices and features.
- Technology is rapidly changing.
- Services/supplies are in substantial and general use by more than one executive agency.
- Supplies/Services are commercial.
- Supplies/Services are available from more than three sources.
- Historically, which contract types were used to procure the offerings—fixed price contract or cost contract?.
- Are the offerings Buy American Act (BAA) or Trade Agreement Act (TAA) compliant?
- How are the offerings priced in the market place—commercial price list, market based, solution based, or hybrid methodology?

3. What steps should be followed when a contracting officer receives an offer for the Introduction of New Services/Supplies

(INSP)?

- Review the offer and make a determination that the new service/supply falls within the scope of the solicitation under which it was submitted. The contracting officer (CO) should inquire about viable substitutes, complements, competitors, etc. to the proposed offerings. If the vendor is not the Original Equipment Manufacturer (OEM), ask for the OEM original product number.
- If the new service/supply does not fall within the scope of the solicitation under which it was submitted, the contracting officer shall reject the offer, and include in the rejection letter the appropriate schedule and solicitation number.
- If the new service/supply can be formally placed under an existing SIN and the Contractor has an existing Schedule contract, the contracting officer shall modify the existing contract with the new service/supply.
- If the offer represents a New Service or Supply, a request to add the new INSP SIN into a Multiple Award Schedule solicitation must be submitted and approved in accordance with the 1649 request process.

4. What planning procedures should contracting officers follow prior to the preparation of a solicitation for a new Schedule?

- Review FAR 7.105 Contents of Written Acquisition Plans and GSAM 507.1 Acquisition Plans.
- Determine if any supplies and/or services should be set aside for small businesses. FAS Personnel must prepare GSA Form 2689 - Procurement Not Set Aside, and coordinate with the Small Business Technical Advisor (SBTA) and the Small Business Administration's (SBA) Procurement Center Representative (PCR). For VA acquisitions, use form VA 2268 (or latest update).
- Determine the appropriate provisions and clauses in accordance with the FAR, GSAM and "Commercial Clause Matrix" in eCAT. The Solicitation Writing System (SWS) shall be used to create the solicitation document.
- Determine the applicable minimum order and maximum order threshold for the solicitation. Annotate the minimum order and maximum order thresholds per clause 52.216-19.
- Each Schedule solicitation must include estimated sales (reference GSAM Part 538). When new items are added, the figures must be augmented by the best possible estimates, based upon anticipated volume.
- Schedule Acquisition Plans must be updated annually, and whenever the schedule's solicitation is refreshed.
- There are to be two regularly scheduled FSS Solicitation refreshes to be performed during the following windows for each

year.

- * December 1 through December 10; and
- * June 1 through June 10

Note: A refresh will not be required if there have been no changes to solicitation.

5. What procedures should contracting officers follow in regards to small business non-set-aside determinations (i.e., 519.502-70 review)?

All acquisition vehicles that exceed or are expected to exceed the Simplified Acquisition Threshold (SAT) must be evaluated to determine if a proposed SIN can be set aside for small businesses and include your analysis in the BCA. Follow instructions in FAR 19.5 and GSAM 519.5. If you wish to have a waiver from offering a SIN as a small business set-aside SIN, you must submit GSA Form 2689.

Note: GSA Form 2689, Procurement Not Set Aside. Record your decision on Form 2689 if you decide that an acquisition expected to exceed the SAT cannot be set aside for small business. Submit the form to the SBTA for review.

6. What systems are updated from the information submitted in the 1649 request?

- Updates of changes requested by the Acquisition Centers and VA will be accomplished via an automated processing after the 1649 request is approved by QV officials.

FSS-19/FSS On-Line

Schedule/SIN Table – QV will update the Schedule/SIN Table and will provide confirmation to the Acquisition Center by email. Updates to the Schedule/SIN Table may be viewed using FSS On-Line.

SIN Description Table – The Office of Chief Information Officer (CIO) will update the SIN Description Table that populates SWS and will provide confirmation to the Acquisition Center by email.

Offer Registration System (ORS)

ORS will automatically be updated by retrieving information from the Schedule/SIN Table and when a solicitation is refreshed.

Solicitation Writing System (SWS)

SWS will be automatically updated by retrieving information from the Schedule/SIN Table and the SIN Description Table and when a solicitation is refreshed.

GSA eLibrary

QV will update GSA eLibrary to reflect the approved changes and will send confirmation by email to the Acquisition Center. The approved changes may be viewed in GSA eLibrary.

Note: SINs that have no contracts awarded will not appear in GSA eLibrary until contracts have been awarded and loaded in FSS On-Line. Requestor must double check that changes in the solicitation and GSA eLibrary are exactly as submitted in the GSA Form 1649.

Requestor must double check that changes in the solicitation and GSA eLibrary are exactly as submitted in the GSA Form 1649.

GSA Advantage®

The CIO Office will update information displayed in GSA Advantage® from the approved GSA Form 1649.

e-Buy

e-Buy will be automatically updated by retrieving information from GSA eLibrary and GSA Advantage®

Attachment C
Information and Tools for Conducting
MARKET RESEARCH

Market research is the foundation of a Business Case Analysis (BCA), and is the core around which a business plan eventually is formed. It represents the collection of industry-pertinent data based upon which analysis can be performed. The following template is provided as an example of how to supplement the procedures outlined in FAR Part 10 for conducting market research.

Determine the viability and long-term potential of a current schedule, collect the following data:

- Review the original estimated e-Schedule dollar values by Special Item Number (SIN). Answer the question, “What were the total estimated dollar values for each SIN when the schedule was established, or when the last business case analysis was completed?”
- Compare the current sales by SIN to the original expectations to determine the positive or negative differences between expectations and actual sales.
- Stratify the number of contract awards made by socio-economic classification (e.g. large business, small business, small/disadvantaged, women owned, etc).
- Identify the sales by contractor and socio-economic classification.
- Review total annual sales under schedule for the most recent three to five years by using 72A data.
- Using Federal Procurement Data, identify the sales for relevant NAICS/SIC/Product Service Code(s) purchased through other contract vehicles, other than the Federal Supply Schedules.
 - Identify the customers purchasing similar products/services through other contract vehicles.
 - Calculate for each customer, the dollar value of the non-schedule sales and list them in descending order.
 - Identify the firms from whom these non-schedule purchases are made.
 - Search CCR for the number of businesses listed under proposed NAICS.

- Using Federal Procurement Data, identify the sales for relevant NAICS/SIC/Product Service Code(s) purchased from the Federal Supply Schedules.
 - Identify the customers purchasing under these circumstances.
 - Calculate for each customer, the dollar value of the schedule sales and list them in descending order.
 - Identify the firms from whom these schedule purchases are made.
 - Calculate the total dollars for these purchases from all Federal Agencies for the most recent year.
- Using Federal Procurement Data, calculate the total dollars spent by all Federal Agencies (both purchased through the schedules and not through the schedules) for relevant NAICS/SIC/Product Service Code(s) for most recent year.
- Using Federal Procurement Data for relevant NAICS/SIC/Product Service Code(s), calculate the schedule's current market share by dividing the total annual schedules sales by the total sum of the annual schedule & non-schedule sales.
- Identify actual and budget data or appropriation bills for all available years for schedule relevant requirements.
- If a request for information (RFI) was issued or a pre-solicitation conference was held, provide copy of the RFI and a summary of the results to include; dates, names of responders or attendees, industry comments or concerns, input from federal agencies, etc.

Attachment D

BUSINESS CASE ANALYSIS TEMPLATE Proposing a Special Item Number (SIN)

Executive Summary

Purpose

What are the opportunities and value of adding the proposed SIN?

Background

Define your schedule's current mission and how the addition of the proposed SIN will improve your opportunities to serve customers.

Request for Information (RFI)

Provide a copy of the draft SIN description issued to industry for comment, and include any substantial feedback gained from industry responses to the proposed new SIN.

Proposed SIN

Provide proposed SIN number, solicitation SIN description, and eLibrary SIN description, if different.

Risk Management Plan

A risk management plan is another required element that must be included in a BCA. If there are risks associated with a proposed change, submit a risk control plan that discusses how risks will be prevented or mitigated. (FAR 7.105) The risk management plan should include a risk analysis and a risk control plan designed to eliminate or mitigate the risks identified in the risk analysis. Information concerning the risk management plan and special contract requirements and legislative acts or executive orders that govern the procurement of the proposed products and services which need to be incorporated into Solicitation requirements should be included in this section of the BCA.

Note: A risk management plan is also required, and can be directly inserted into the GSA Form 1649, when proposing to delete a SIN or Schedule as either action impacts the mission of the FSS program.

Market Research

Market research is a required element that must be included in a BCA. FAR Part 10 outlines this requirement. At a minimum, the market research, should answer the following questions:

- How does the proposed SIN fit in with your existing business lines, or how is it a natural outgrowth of your acquisition activity's mission?
- What political considerations are there?
- Who are the potential (Federal, State, or Others) customers?
- Who are the potential industry partners?
- Is there true competition, an oligopoly, or monopoly?
- Who is dominating in the industry?
- Are there dealers and resellers?
- Is there subcontracting or small business subcontracting?
- What are the entry barriers for existing or future sources?
- What are the advantages of having this supply or service procured by your acquisition activity?
- Does the acquisition activity have the resources available? If not, what is needed?
- What are the current market needs, market forecast, market trends, potential growth, and market share?
- Are there any issues regarding commercial pricing models?
- Are there statutory price controls for the industry?
- Are customers required to "pay in advance"?
- Does the new offering require additional Clauses or Provisions?
- Does the new offering require a Deviation to existing Clauses or Provisions?
- Does the new offering require licensing, warranties, delivery, supply chain information?

Note: If proposing a services SIN, which includes Special Ordering Procedures – the proposed procedures will need to be submitted along with your 1649 request, so they can be reviewed and approved by QV. Recommended sources for market research are as follows:

- The issuance of a Request for Information (RFI) to solicit industry response to the proposed change - to include providing them a draft SIN description for comment
- GSA eLibrary to ensure that proposed new supplies and services are not currently covered by another schedule
- Federal Procurement Data System (FPDS)
- 72A data system
- The Customer Accounts and Research Tool (CART)
- Central Contractor Registration (CCR)
- Better Business Bureau (BBB)

- Trade Association, Magazines, US Chamber of Commerce
- State Chamber of Commerce or business development office

Information and tools are provided to assist with conducting Market Research. (See Attachment C).

Set-Aside for Small Business

Attach a complete and signed GSA Form 2689, Small Business Analysis Record with your 1649 request. This is the official document used to record that the procuring contracting officer conferred with the Small Business Technical Advisor (SBTA) and Small Business Administration (SBA) prior to making a Set-Aside for Small Business decision. The original, signed, GSA Form 2689 should be kept with the Schedule's Acquisition Plan.

Consolidated Schedule Consideration

Provide research conducted and information regarding decision to add or not add the proposed SIN to the Consolidated Schedule.

Vendor Pricing Methodology

What will be the commercial pricing methodologies for this SIN?

Identify Special Contract Requirements that need to be incorporated into Solicitation Requirements – for example:

- List special provisions, clauses, and regulations necessary to support the new SIN
- List deviation(s) necessary to support the new SIN
- List any Acts that govern the procurement of the proposed supplies and/or services

Implementation Plan

- Business Case Analysis/Acquisition Plan finalized
- Initiate 1649 Process
- Solicitation estimated update date
- Evaluation/ Award of first Contracts

Justification

The justification used on GSA Form 1649 can be used here.

Attachment E

BUSINESS CASE ANALYSIS TEMPLATE

Proposing a New Schedule,
Proposing a Unique Innovative SIN Solution for an Existing or Multiple Schedules, or
Proposing a Complex Change to an Existing or Multiple Schedules

Business Case Analysis is conducted after data resulting from market research is collected. The data is analyzed and business decisions are supported during this phase. For example, assessing risk, developing alternatives, selecting the best alternative and creating a plan of action all require the full universe of data to be collected in order for effective and efficient analysis to be conducted. The Business Case Analysis contains documentation of all market research, analysis conducted and conclusions drawn.

A. Situational Assessment

Identify, analyze, and discuss the circumstances that caused you to begin market research (e.g., new schedule, schedule merger, new business line, or routine review of an existing schedule). What is the hypothesis, what are your assumptions, and what source generated the interest?

B. Risk Management Plan

A risk management plan is another required element that must be included in a BCA. If there are risks associated with a proposed change, submit a risk control plan that discusses how risks will be prevented or mitigated. (FAR 7.105) The risk management plan should include a risk analysis and a risk control plan designed to eliminate or mitigate the risks identified in the risk analysis. Information concerning the risk management plan and special contract requirements and legislative acts or executive orders that govern the procurement of the proposed products and services which need to be incorporated into Solicitation requirements should be inserted in Section B of the BCA.

Note: A risk management plan is also required, and can be directly inserted into the GSA Form 1649, when proposing to delete a SIN or Schedule as either action impacts the mission of the FSS program.

C. Market Research

Market research is a required element that must be included in a BCA. FAR Part 10 outlines this requirement. The market research should, at a minimum answer the following questions:

- How does the proposed SIN fit in with your existing business lines, or how is it a natural outgrowth of your acquisition activity's mission?
- What political considerations are there?
- Who are the potential (Federal, State, or Others) customers?
- Who are the potential industry partners?
- Is there true competition, an oligopoly, or monopoly?
- Who is dominating in the industry?
- Are there dealers and resellers?
- Is there subcontracting or small business subcontracting?
- What are the entry barriers for existing or future sources?
- What are the advantages of having this supply or service procured by your acquisition activity?
- Does the acquisition activity have the resources available? If not, what is needed?
- What are the current market needs, market forecast, market trends, potential growth, and market share?
- Are there any issues regarding commercial pricing models?
- Are there statutory price controls for the industry?
- Are customers required to 'pay in advance'?
- Does the new offering require additional Clauses or Provisions?
- Does the new offering require a Deviation to existing Clauses or Provisions?
- Does the new offering require Licensing, warranties, delivery, supply chain information?

Note: If proposing a services SIN, which includes Special Ordering Procedures – the proposed procedures will need to be submitted along with your 1649 request, so they can be reviewed and approved by QV.

Recommended sources for market research are as follows:

- The issuance of a Request for Information (RFI) to solicit industry response to the proposed change - to include providing them a draft SIN description for comment
- GSA eLibrary to ensure that proposed new supplies and services are not currently covered by another schedule
- Federal Procurement Data System (FPDS)
- 72A data system
- The Customer Accounts and Research Tool (CART)
- Central Contractor Registration (CCR)
- Better Business Bureau (BBB)
- Trade Association, Magazines, US Chamber of Commerce
- State Chamber of Commerce or business development office

Attachment C provides information and tools for conducting Market Research.

D. Set-Aside for Small Business

Adding a new SIN requires that a signed by all required signatories, copy of a GSA Form 2689, Small Business Analysis Record, be submitted with your 1649 request. This is the official document used to record that the procuring officer conferred with the Small Business Technical Advisor (SBTA) and Small Business Administration (SBA) prior to making a Set-Aside for Small Business decision. The original, signed, GSA Form 2689 should be kept with the Schedule's Acquisition Plan.

E. Consolidated Schedule Consideration

Provide research conducted and information regarding decision to add or not add the proposed SIN(s) to the Consolidated Schedule.

F. Technological Analysis

- Discuss the technological trends within the industry.
- Determine whether the Government has the resources available to keep up with technological requirements.
- Identify a plan of action to proactively address future technology updates to the schedule.
- Is the industry hyper-competitive?

G. Select "Best" Alternative

- Identify how the customer would be best served and make recommendations based on those criteria.
- Identify, justify and support the recommended "best" alternative.
- Include potential opportunity costs Discuss the technological trends within the industry.
- Include potential opportunity costs.
- Identify methods of support for socioeconomic preference programs.

H. Budget Analysis

- Perform a financial and non-financial analysis of cost in time and man-hours to cover an initial start-up or a change to the schedule.
- Identify optional costs or a choice of budget plans based on the level of recommended risk.

I. Financial Analysis

- Analyze and discuss the:
 - Payback,
 - Return on Investment,
 - Break Even Point.
- Analyze the length of time and cost anticipated to capture the target share of the current Federal market.
- Create milestones.
- Develop a contingency plan in case milestone projections slip.
- Identify go/no-go values.
- Consider and discuss applicable financial costs of training personnel, skills assessment, etc.

J. Develop your strategic plan of action. Consider the following:

- Lead/support roles - individuals or offices,
- Level of effort and the resources available,
- Timetable to accomplish,
- Teaming with other FAS offices/business lines,
- Methods of Transition,
- Marketing Plan including target customers, advertising media (e.g., Marketips; workshops/seminars, trade shows, direct mail, Office of Marketing (FM) staff, Customer Service seminars, GSA websites, etc), performance matrices, review

timeline.

- E-business considerations such as how the business line or schedule will adapt to E-business,
- A good overview of the mix (product, price, place and promotion).

K. Analyze and select measurements of success.

L. Document appendices/references such as memos, sources of data, titles of reference articles, Executive Orders, Public Laws, etc to support the conclusions reached in the Business Case Analysis.

M. Determine new growth opportunities under existing schedules or entirely new business lines.

- Information from industry, potential external customers and internal personnel regarding the viability and the need to expand the MAS Program.
 - Agency Requests – An agency may request that GSA establish a new schedule or SIN. In these cases, the agency should be able to supply an estimate of potential sales.
 - Vendor Requests – A vendor may suggest that GSA establish a new schedule or SIN. In these cases, the vendor should be able to supply an estimate of potential sales.
 - An industry association may request that GSA establish a new schedule or SIN.
 - IOA MAS site visit information – Industrial Operation Analysts (IOAs) identify on the Contractor Assistance Visit reports products and services, not currently on schedule, but sold in substantial quantities. This information may indicate emerging needs.
- Identify relevant industry or commodity codes (e.g., NAICS, Product Service Codes).
- Identify overall commercial sales and trends for the relevant industry.
 - Are overall industry sales increasing, decreasing or remaining stagnant?
 - What are the industry trends?
 - Identify new markets and their buying patterns.
 - Identify which firms are currently providing the services/products to Federal agencies.
 - What potential service/product providers are currently listed on the DoD CCR?
 - What are the commercial market pricing models?
- Identify the technological trends within the industry.

- Identify the potential market.
 - Using Federal Procurement Data, identify customer agencies currently procuring the products/services using other contract vehicles.
 - Check customer websites and contact agency specialists.
 - Survey contractors and mine the FedBizOpps Web site to identify specific agency requirements.
 - Collect agency budget information and agency procurement forecasts for relevant requirements.
- Identify any special circumstances under which customers order the product/service.
 - Conduct customer surveys and focus groups.
 - Discuss their critical evaluation factors in determining acceptability.
 - Investigate how a customer normally orders this product/service?
 - Do customers typically order a related product or service during the same transaction?
 - Do customers purposely purchase related products or services separately?
- Identify critical components and market drivers within the industry.
 - Review trade publications.
 - Conduct industry surveys and focus groups.
 - Identify source(s) of past performance information within the industry.
 - Identify influential industry associations.
 - Explore whether partnerships exist within the industry. What are the elements of these partnerships?
 - If there is an overseas market, what does it indicate?
 - Are markets fragmented?
 - How are the markets organized to sell?
 - What are the distribution channels, national vs. local?
 - What are the other customary industry practices?
 - What are the market share and growth prospects?
 - Identify the best practices within industry and government.
- Perform queries in Schedules eLibrary and GSA Advantage® to identify areas of concern between FAS Acquisition Centers.
 - Identify areas of overlap, conflict or duplication with other schedules.
 - Identify the resources required to effectively procure the products/services through the MAS Program.
 - List the benefits to placing the business line within your Acquisition Activity.

- Identify Federal competition or partnership opportunities such as:
 - Existing acquisition vehicles; e.g., Government-wide Acquisition Contracts, Multiple Agency Contracts, Indefinite Delivery/Indefinite Quantity contracts, Requests for Quote, other Multiple Award Schedules, open market, and mandatory sources like NIB/NISH.
 - Related Federal programs, internal and external to GSA including:
 - Public Building Service, Federal Technology Service, and Office of Government-wide Policy
 - Other agency programs, e.g. Department of Transportation, National Institute of Health and other programs and partnerships.
- Identify the following constraints:
 - Political – external to GSA,
 - Legislative – such as the Davis-Bacon Act,
 - Regulatory – such as special guidelines within the FAR for acquiring the service/product.

Attachment F

GSA Form 1649 Systems Data Checklist

Use this checklist to complete your 1649 package to ensure accuracy for all Systems Data

Requested 1649 ACTION	Provide in Action/Background Section of 1649										Provide Crosswalk in Excel Spreadsheet						NOTES:		
	Effective Date	Schedule/SIN Number(s)	1) Schedule/OWAC/SIN/FA Descriptions	Annual Estimated Sales (B) Per SIN/FA	Maximum Order (MO) Per SIN/FA	Relevant NAICS Codes	2) Service Commodity Codes	Set Aside (Y/N) Per SIN	New POC for eLibrary	4) Provide List of Open Offers in ORS	5) Provide List of Open Mods	6) New (Ballining) FPDS Contracting Office Code	Report Office (Current & New)	Buyer Code (Current & New)	Current Contract No.	Current SIN(s)		New Contract No.	New SIN(s)
Creating a New Schedule	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓									Include any additional fee information ie, BPA ACT fees.
Create/Add New SIN(s)	✓	✓	✓	✓	✓	✓	✓		✓	✓									a) New SINs/FA(s) can be added anytime during the quarter b) Provide SIN descriptions for BOTH E-Library and SWS, if they are the same, state this in the 1649 c) Include any additional fee information ie, BPA ACT fees d) Acquisition Centers are responsible for Contract Modifications in FSS Online to add SINs. e) SINs that have no contracts awarded will not appear in e-Library until contracts have been awarded & loaded in FSS Online.
Revising Current SIN Descriptions	✓	✓	✓	✓	✓														If revising current SIN/FA descriptions, provide SIN descriptions for BOTH E-Library and SWS, if they are the same, please state this in the 1649.
Terminating Contracts and/or SIN(s)	✓	✓							✓	✓									Must be effective on the 1st day of the business qtr. Acquisition Centers are responsible Contract Modifications in FSS Online to terminate Contracts and/or SINs.
Merging SINs	✓	✓	✓	✓	✓			✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	Must be effective on the 1st day of a business qtr. Acquisition Centers are responsible Contract Modifications in FSS Online to terminate SINs.
Merging Schedules	✓	✓	✓	✓	✓			✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	Must be effective on the 1st day of a business qtr. Acquisition Centers are responsible for Contract Modifications in FSS Online for terminating Contracts and/or SINs.
Transfer Schedules between Acquisition Centers	✓		✓					✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	a) CID Office will not transfer Schedules and/or Contracts until an Approved 1649 is provided b) Any eOffers/Mods waiting for contractor/PCO signature must be completed Prior to the mov c) Provide Contracting Office ID to update FPDS.

¹⁾ Used in Solicitation (SWS), e-Library, e-Buy

²⁾ Service Commodity Codes are as follows: C=Commodity (Supplies), P=Professional Service, S=Services - other, B=Both Service & Commodity (Solution) NOTE: This is **not** the Product Service Code (PSC Code)

³⁾ Refresh Solicitation in ORS/SWS when: Creating/Adding a New SIN, Terminating SINs, Merging SINs, Merging Schedules and the Transfer of Schedules between Acquisition Centers.

⁴⁾ Provide List of Open Offers and/or Open Mods to ensure the ORS/SWS team moves them to the New refreshed Solicitation.

