

Part I, Sec C: Statement of Objectives

Food Aid Information System for the US Department of Agriculture, Foreign Agriculture Service Statement of Objectives 03 April 2009

1. Purpose

The Foreign Agricultural Service (FAS) of the U.S. Department of Agriculture (USDA) seeks a qualified contractor to develop and implement the Food Aid Information System (FAIS). The purpose of this Statement of Objectives (SOO) is to obtain a fully functioning system that meets the functionality described in the FAIS Functional Design and To-Be Process documents.

2. Scope

The FAIS project is divided into two phases, the first of which is complete. In Phase I, FAS contracted to conduct a needs assessment, document the As-Is and To-Be environments, and document the functionality of FAIS. Section 8 of this SOO includes those documents and other deliverables from Phase I and are available for Offerors to review. These documents provide a comprehensive description of the planned FAIS and should be sufficient for Offerors to develop their technical approaches and cost estimates to meet the requirements of the SOO.

Phase II will require review of the required and desired functionality, design, development, testing, deployment, and maintenance of FAIS in the FAS Information Technology Environment, including creating user and system documentation, conducting user training and preparing the FAS organization for the business process changes FAIS will create. This SOO addresses the objectives for Phase II. Offerors' proposals must supply their detailed response.

FAS is seeking the best fully operational Web-based solution that meets the requirements of the supporting documents in Section 8. The solution must be developed in Microsoft.Net utilizing the most recent version of VisualStudio (currently 2008). USDA will award a performance-based Firm-Fixed-Price (FFP) contract to the Offeror that demonstrates the best ability to develop and implement FAIS, meets the functionality described in the FAIS Functional Design and To-Be Process documents and provides the best value to the Government.

A high-level overview of the functionality within each of FAIS' main operational areas follows. The following description is intended as a system overview and does not replace the functionality described in the FAIS Functional Design and To-Be Process documents.

Budgeting and Planning: FAIS will provide important new capabilities in the Budgeting and Planning operational area, including full funds management and reconciliation. The

new system will automate many of the calculations required for the creation of new budgets each fiscal year, and will include carried-over budgets from previous years where applicable. FAIS will detect whether sufficient funds exist to support proposals and existing obligations; and when sufficient funds do not exist, the system will enable the simplified creation of ad-hoc apportionments. During budget planning cycles, the system will determine priority countries based on user input and automatically assess commodity availability against proposals and obligations within the system.

Proposal Management: The new system will greatly reduce the administrative burden currently associated with the Proposal Management operational area. FAIS will allow CS' to manage and execute their proposal submission process through an online interface. Error detection will enable real-time validation, allowing for easier, more accurate proposals from FAS' partners. Once submitted, FAIS will provide a variety of information for FAS Analysts, Branch Chiefs, and executive leadership to more accurately, consistently, and efficiently score, grade, and recommend proposals all proposals received.

Agreement Generation: FAIS will provide new tools to assist with the agreement negotiation and generation processes, including templates for each of the proposal types, online budget entry, and workflow support to take users through the negotiation and internal clearance process. Bellmon analysis will be requested and created within the system, and once cleared and approved Agreements will be executed online via eSignature.

Procurement: FAIS will provide numerous tools and templates to ease the Procurement operational area. The system will process call forwards created by Freight Forwarders through an online interface. FAIS will interface with USDA supply chain operations in Kansas City to send the call forward and receive the Commodity Procurement Policy and Analysis Division's (CPPAD) approval. Once the call forward has been approved, the freight tender will be created within the system, while the Kansas City Commodity Office (KCCO) will create the commodity tender. Once the offers are received and evaluated in Kansas City, the lowest landed solution will be sent to FAIS where the subject award, and eventually the firm award contract (for freight) will be determined.

Payments and Receivables: The new system will validate all data within the Payments and Receivables operational area, increasing data surety. FAIS will automate the process of creating invoices as well as cash requests; and all payments will be validated and certified within the system. Refunds will be detected automatically within FAIS, and requests for refunds can be created within the system. Confirmation of payments and refunds will be conducted within the system. In addition, MARAD reimbursements will be calculated and approved within the system off of the Ocean Freight Differential.

Amendments: FAIS will make the process of making modifications to existing agreements will become less burdensome for both CS and FAS users. An amendment questionnaire will be used so that users can request the type of modification. FAIS will in

turn highlight all portions of the Agreement that require modification, and once those changes are created and agreed upon by both CS and FAS, will automatically generate the Agreement Amendment.

Claims: Within the Claims operational area, initiating a claim, the partner's potential filing of an appeal, and the agency's process for responding to and eventually closing out a claim will all be handled by the system. FAIS will provide numerous templates and workflow capabilities to assist with the management of this process.

Compliance Evaluation: FAIS will greatly ease the administrative burden associated with the Compliance Evaluation operational area. The submission of partner progress reports will now be handled entirely within the system – it will automatically prompt the partner when a report is due, error-check the report prior to submission, automatically route it to the proper Agency staff member, and then file the report in the repository. FAIS will also compile data collected and present Monitoring and Evaluation Analysts with a dashboard of reporting information on agreements to allow them to more accurately and quickly take appropriate action (as well as suggest some of those actions).

Closeout: The Closeout operational area will be made significantly easier by the adoption of FAIS – it will automate the process of confirming that no outstanding action items exist on an agreement prior to its final closeout.

Offerors are encouraged to team with other businesses to ensure they present the comprehensive set of products, skills and experience necessary to meet the objectives of this SOO and all FAIS functionality.

FAS will require schedule performance reporting throughout the life of the contract that also incorporates subcontractor personnel for reporting purposes. The Offeror must use an Earned Value Management System (EVMS) or other systematic performance measures. FAS will expect the contractor to use an Integrated Master Plan and Schedule in the performance and management of this contract. An Integrated Baseline Review will be conducted with the Contractor PM and the Government PM within 60 days of contract start date.

3. Period and Place of Performance

The period of performance shall begin upon contract award (anticipated to be approximately May 2009) and shall continue until completion and acceptance of all tasks and deliverables. Four (4) one (1) year options for Operations and Maintenance support are available. Exercising of the option years is dependent upon satisfactory performance, continuing need, and the availability of funding.

The Offeror shall perform all activities at designated Government offices located in the Washington, D.C. metropolitan area. The Government will furnish the required space and standard FAS office equipment for the selected Offeror to perform the contracted

work.

The Government expects FAIS to interface with the USDA's Web-Based Supply Chain Management (WBSCM) system which will be hosted at the USDA's National Information Technology Center (NITC) in Kansas City, MO.

4. Background

FAS, and the U.S. Agency for International Development (USAID), have the responsibility of managing food aid programs that provide agricultural commodities to food deficit countries and populations. Providing food aid is a collaborative effort requiring the participation of many stakeholders, both within and outside the U.S. Government. This responsibility encompasses many tasks, including establishing program budgets based on commodity and freight forecast estimates; soliciting, receiving, and analyzing food aid proposals; negotiating, awarding, and monitoring food aid development activities within the contracts; contracting for the procurement of commodities and the transportation of commodities; ensuring the delivery of donated food; performing program oversight; and reporting the outputs and outcomes of food aid program performance against established criteria to Congress, Office of Management and Budget, and other stakeholders.

FAS currently administers at least \$250 million annually in new food aid programs; it also administers the ongoing implementation of more than 450 agreements and activities globally, currently valued at over \$2.25 billion. FAS contributes to the annual compilation and budget requests for all U. S. Government international food aid programs valued at over \$2 billion, and reports on the activities of all U. S. Government food aid programs.

FAS does not currently have an integrated information technology (IT) system to help manage its food aid activities. Information related to food aid programs is found in a collection of spreadsheets, custom-developed application software, software from other organizations, e-mails, faxes, and other mostly manual processes. With so many non-integrated tools in use, data must be duplicated and re-entered leading to redundant data entry and data errors. These myriad tools, coupled with the complexity of food aid programs, highlight the need for FAS to consolidate information into one central location, which is the primary goal of FAIS. FAIS will be the new integrated information system through which FAS will manage and administer its food aid programs and interact with its strategic food aid partners, both within and outside the U.S. Government.

5. Performance Objectives

Offerors submitting proposals should fully describe their approach to implementing all the functional requirements of FAIS, including the submission of a Performance Work Statement for accomplishing all Objectives of this SOO, including a project plan (including delivery schedule), tasks and deliverables with descriptions, acceptability standards for the deliverables, the price of each deliverable and/or task, and a Quality

Assurance Surveillance Plan. The sum of the price of all deliverables and tasks equals the total proposed price. Proposals should also include the Offeror's proposed System Development Lifecycle (SDLC) processes and procedures, including quality and program management processes.

This SOO includes five objectives to achieve the desired outcome of products and services covered by this acquisition. Objective 1 requires the selected Offeror to review the FAIS To-Be- and Functional Design Documents and present its understanding to FAS. Objective 2 includes the tasks that the selected Offeror defines to effectively develop and implement its proposed solution for FAIS within the FAS Information Technology Environment described in Section 7 of this SOO. Objective 3 requires the selected Offeror to provide transition support to FAIS. Objective 4 is composed of up to four 1-year optional tasks to provide post-implementation Operations and Maintenance (O&M) support for FAIS. Objective 5 is a project closeout to provide project turnover documentation and training to FAS and/or another contractor upon completion of the contract or in the event of termination. The five objectives for FAIS are described below.

Objective 1: Review FAIS Documentation

The Offeror shall conduct a thorough review of the FAIS To-Be Process Documents, the Functional Design Documents, and other current documentation. During this task, the Offeror shall update the FAIS To-Be Process Documents and the Functional Design Documents with any approved clarifications which shall be considered the baseline System Requirements Specification. The Offeror shall develop use-case scenarios (or equivalent) to describe the functionality of the system.

Objective 2: Complete Design, Development, and Implementation of FAIS

Objective 2 requires the Offeror to be responsible for delivering sound, quality deliverables to fully implement its proposed technical solution for FAIS on schedule. The solution must be developed in Microsoft.Net utilizing the most recent version of VisualStudio (currently 2008). FAS will procure and hold ownership rights to the developed application.

FAS believes that developing and implementing FAIS using a phased approach will reduce project risk. The commencement of each phase is contingent upon the successful completion of the previous phase. Phase I shall include the design documents (including database design) of the FAIS. Phase II shall include all functionality for Proposal Management, Agreement Generation, and Amendments. Phase III shall include all functionality for Procurement and Payments & Receivables. Phase IV shall include functionality for Budgeting & Planning, Claims, Compliance Evaluation, and Closeout. Each release shall include all security and reporting capabilities appropriate for that release. Phase III and IV functionalities may be exchanged if FAS, in consultation with the contractor prior to the start of work on Phase III, determines that it would be in the best interest of the Agency's mandate to do so.

The Offeror shall describe its proposed methodology, processes, and procedures for developing the application using a phased approach including its processes, procedures and standards for tracking, managing, and communicating project status.

The Offeror should provide FAS with clear visibility into the program schedule, performance, and risk. FAS expects the Offeror to use a proven, repeatable project management process with clear milestones that provide accurate and timely schedule and performance information throughout the life cycle of the program. In addition, the Offeror should:

- ◆ Establish a sound risk management methodology that mitigates program risks.
- ◆ Use metrics to monitor program status.
- ◆ Establish communications processes to effectively keep FAS informed of the project's status.
- ◆ Establish and maintain a configuration management process to control the FAIS System Requirements Specification baseline.
- ◆ Establish and maintain a configuration management process to control the FAIS application during Operation and Maintenance phase.
- ◆ Develop and maintain a quality management program to ensure that it implements FAIS in accordance with the documented requirements and standards, and constraints.
- ◆ Develop procedures to measure system effectiveness and to ensure appropriate corrective action for system failures.
- ◆ Define, develop and deliver all reports and data necessary to support FAIS maintainability throughout its life-cycle.
- ◆ Deliver Certification and Accreditation (C & A) Phase I documents in time for the C & A vendor to complete the certification before FAIS implementation.
- ◆ Adhere to the techniques, tools and technologies provided by the FAS Enterprise Architecture (EA). At each stage of the System Development Life Cycle (SDLC), the FAIS Project Manager will review the project deliverables to ensure adherence to the FAS EA and will provide an assessment, recommend changes, and, if approved, provide sign-off.

At the end of Objective 2, FAS expects a fully developed, operable, innovative, and deployed system that completely complies with the System Requirements Specification. FAS expects the contractor to populate FAIS with data from existing systems and

spreadsheets. Section 8 contains links to existing system database structures and existing spreadsheets. The Offeror shall describe its proposed data migration plan.

Objective 3: Support Transition to FAIS

The implementation of FAIS is the basis for improving food aid operations within FAS. It represents a significant change to the organization and culture of FAS. The Offeror shall assist FAS to prepare end-users to use FAIS effectively to achieve FAS' mission as it relates to food aid. The Offeror shall propose processes, procedures and techniques to prepare FAS employees for the changes to operations that FAIS will create. The Offeror shall assist FAS in defining appropriate roles and responsibilities for FAIS users. The Offeror shall assist FAS in implementing and scheduling training for end-users and shall conduct the training. Training shall occur at FAS headquarters. The Offeror shall describe how it will integrate these activities into the FAIS implementation schedule.

Objective 4: Provide Operations and Maintenance (O & M) Support (Optional)

FAS may seek O & M support for FAIS beginning in the fiscal year of system implementation. If exercised, FAS will exercise the option for O & M support on an annual basis. The Period of Performance including O & M support will not exceed five years. The Offeror shall describe its approach to providing O & M for FAS. The Offeror should base its proposal on its experience providing O & M services. Offeror should submit the total annual O & M price, labor categories and corresponding hours. The Offeror shall also provide the parameters associated with system failure (response time) and anticipated downtime for routine upgrades/maintenance. FAS intends to host the FAIS application at the Foreign Agricultural Service Computer Facility (FASCF) located in the USDA South Building, 1400 Independence Avenue SW, Washington, DC, or other approved site.

Objective 5: Project Closeout

Upon notification by FAS, the Offeror should submit all documentation, software, data, and other project material to FAS and train FAS and/or another contractor on all aspects of the FAIS implementation. The FAS' notification may come at the successful completion of all non-optional tasks or FAS could require the Offeror to execute this task at any time during contract execution in the event of termination.

6. Constraints

FAIS must comply with at least the following constraints:

Federal Government

- Adhere to The Federal Information Security Management Act of 2002

- Receive proposal entries from USDA Grants Interface Module (GIM) and comply with all applicable e-grants.gov requirements as described within the system integration documentation found at http://www.grants.gov/agencies/agency_system_integration.jsp
- Interact with the external information systems as described in the To-Be and Functional Design documents (Section 8 contains the links to these documents).
- Conform to Section 508 of the Rehabilitation Act of 1973, as amended (29 U.S.C. 794d) for system accessibility requirements, www.section508.gov
- Adhere to OMB Federal Enterprise Architecture Program Management Office (FEAPMO) reference Models <http://www.whitehouse.gov/omb/egov/a-1-fea.html> and Circular A-11 Guidance, <http://www.whitehouse.gov/omb/circulars/a11/02toc.html>
- Federal Enterprise Architecture described at: <http://www.whitehouse.gov/omb/egov/a-1-fea.html>

USDA

- Conform to all USDA e-Authorization security policies and other security requirements:
<http://www.ocio.usda.gov/directives/doc/DR3610-001.pdf>
<https://eauthsvcs.sc.egov.usda.gov/eiss/>
- “USDA Enterprise Architecture Plan” and associated other material on the USDA EA Web site: http://www.ocio.usda.gov/e_arch/index.html.
- USDA Custom Development Web Style Guide Version 2.0:
www.fas.usda.gov/excredits/FoodAid/USDA_Web_StyleGuide_v2.0.pdf
- Use Service Oriented Architecture to conform to the USDA Grants Management Line of Business (GMLOB)

Applicable Laws and Regulations:

Food Aid agreements are processed and managed according to the following laws and regulations:

- Program regulations: P.L. 480, Title I:
www.fas.usda.gov/excredits/FoodAid/pl480/pl480reg.html
- Food for Progress: www.fas.usda.gov/excredits/FoodAid/regs.html
- McGovern-Dole International Food for Education and Child Nutrition Program:
www.fas.usda.gov/info/fr/2003/062003mcgovdole.pdf
- Section 416(b): www.fas.usda.gov/excredits/FoodAid/regs.html

7. FAS Information Technology Environment

FAS employs client-server systems and web-based systems over a world-wide, distributed network environment (DNE) to perform necessary tasks in support of the FAS Mission.

FAS headquarters in Washington has approximately 750 employees located in the USDA South Building, Portals Building, and Reporters Building. Approximately 75 USDA employees will utilize FAIS. FAS anticipates that approximately 250 partner organizations will utilize FAIS (roughly 220 cooperating sponsors, roughly 15 freight forwarders, and roughly 20 freight companies). The FAS Continuity of Operations (COOP) site is located in the National Information Technology Center (NITC) in Kansas City.

The agency's workload is distributed across a LAN/WAN using a Client/Server and web-based environment. Office Automation software includes Microsoft Outlook/Exchange, Microsoft Office Suite.

Proposed solution must include, but not be limited to, the following characteristics:

- Must be web-based
- Operate on a Windows operating system environment. The operating system for the FAS server is Windows 2003. The operating system for the user PC is Windows XP.
- Run on SQL Server 2005
- Must be developed in Microsoft.Net utilizing the most recent version of VisualStudio (currently 2008)
- Be modular and object-oriented
- Adhere to Service Oriented Architecture (SOA)
- Utilize web services (or current FAS technology) to manage data access through the FAS/USDA firewall.
- Rapid modification capabilities (business rules engine software, etc.)
- Internet and intranet capabilities
- Must be able to interface with the USDA's eAuthentication solution and allow for role based security
- Interface electronically with food aid partner systems as described in the To-Be and Functional Design documents
- Must comply with USDA's Web Standard development standards
- Must function without errors and continue functioning if it encounters faults

8. Supporting Documents

FAS has made available all documents from Phase I, and other supporting documents, to ensure the offeror has the information needed to prepare a proposal and for the winning Offeror to begin work and implement a high-quality product and associated services. These documents are listed below.

- FAIS High Level Activity Diagram:
www.fas.usda.gov/excredits/FAIS_Activity_Diagram.PDF
- FAIS Functional Design Document:
www.fas.usda.gov/excredits/FAIS_FDD_v1.2.pdf
- FAIS To-Be Process Document:
www.fas.usda.gov/excredits/FAIS_To-Be_v1.3.pdf
www.fas.usda.gov/excredits/Diagrams.pdf
- FAIS As-Is Analysis:
www.fas.usda.gov/excredits/FAIS_As-Is_Analysis.pdf
- FAIS Needs Assessment:
www.fas.usda.gov/excredits/FAIS_Needs_Assessment.pdf
(Note: Total Costs refers to expected Life-Cycle Costs, not implementation costs.)
- FAIS Benefits Analysis:
www.fas.usda.gov/excredits/FAIS_Benefits_Analysis.pdf
- The FY08 OMB Exhibit 300 for the FAIS:
www.fas.usda.gov/excredits/FAISOMB300.html
- U.S Food Aid Resource Management System (USFARMS), Inter-agency Protocols for Electronic Communications and Computer Application Requirements Analysis:
www.fas.usda.gov/excredits/usfarms.pdf
- Legacy Database Designs:
www.fas.usda.gov/excredits/foodaid/FoodAidTablesPhysicalDiagram.pdf
www.fas.usda.gov/excredits/foodaid/FADSPhysicalDiagram.pdf