



1. **PURPOSE:** This directive identifies procurement lead-times that impact the ability to make sound business decisions for the effective acquisition of goods and services, and for the award of assistance. The procurement lead-times, as well as other useful acquisition information, policy guidance, and tools can be found on the TSA intranet at: <http://tsaweb.tsa.dot.gov/tsaweb/display?theme=76>

2. **SCOPE:** This directive applies to all TSA organizational elements.

3. **AUTHORITIES:** Aviation and Transportation Security Act and the Transportation Security Administration's Acquisition Management System.

4. **DEFINITIONS:**

A. Procurement Lead-time: "Procurement Lead-Time" is the estimated amount of time required to effectively award a contract or assistance agreement once a complete requirements package has been provided to the Office of Acquisition.

B. Complete Requirements Package: The size, scope, and complexity of the requirements, as well as, the general market for the goods or services will determine the amount and type of information that is needed for the requirements package. Generally, a "complete requirements package" will be solidly based on market research and shall include:

1. Clearly Written Description of Technical Requirements - Work Statement, Specifications or Statement of Objectives;
2. Cost Estimate - an itemized breakout of the estimated cost of a contract that is based on information from a thorough requirements development effort;
3. Approved Procurement Request Form - funding approval with funding data and required approvals;
4. Acquisition Plan – The Acquisition Plan is based on and refines the acquisition strategy objectives of the approved Mission Need Statement (MNS); it describes the program's plans for primary and support procurements, inter-agency agreements, competition, and source selection.
 - a. Suggested Source List - developed from market research with required sources or waivers when appropriate;
 - b. Draft Source Selection Plan - consult with a Contracting Officer to determine appropriate content, generally the plan will identify participants, roles and responsibilities, method selection, evaluation factors, rating/scoring system, and rating criteria;

- c. Vendor Submission Requirements – information needed to evaluate the competing vendors, which might include concept of operation, project management plan, résumés, samples, etc.

- C. Investment Review Process: The Investment Review Process (IRP) is a process where capital planning and investment control (CPIC), budgeting, acquisition, and management of investments (both Information Technology (IT) and non-IT) are integrated to ensure scarce public resources are wisely invested and the requirements of the authorities listed below are achieved. For more information on the Investment Review Process see DHS MD 1400, “Investment Review Process”; <https://dhsonline.dhs.gov/portal/jhtml/tracking/viewdoc2.jhtml?doid=3550001>; TSA’s Information Technology Management Council (ITMC) Charter; TSA’s Business Management Council (BMC) Charter; and TSA’s Investment Review Board (IRB) Charter.

- D. Integrated Project Team (IPT): Team composed of representatives from appropriate functional disciplines working together to build successful programs, identify and resolve issues, and make sound and timely recommendations to facilitate decision-making. IPTs may have various levels of authorities. (This term is defined further in DHS MD 1400, “Investment Review Process”.)

- E. Program Manager: The Program Manager is the single accountable individual provided authority and responsibility to accomplish program objectives for development, production and sustainment. (This term is defined further in DHS MD 1400, “Investment Review Process”.)

5. RESPONSIBILITIES:

- A. Program Managers & IPTs: Program managers and Integrated Project Teams (IPTs) shall work with the Contracting Officer to determine reasonable procurement lead-times and associated activities necessary to complete the acquisition of goods and services. (Some of the procurement activities that might be associated with an acquisition are provided in the “Procurement Milestones” attachment.) Reasonable procurement lead-times will enable participants in the acquisition process to conduct essential research, evaluation, communication and documentation. Program managers and IPTs shall plan for the procurement lead-times provided in the “Procurement Lead-Times” table unless they and the Contracting Officer have established different lead-times. Program managers and IPTs shall include performance periods and delivery dates in requirements documents that account for reasonable procurement lead-times.

Normally, Program Managers and IPTs shall plan for the acquisition of goods and services as part of their overall program planning. Procurement lead-times will be addressed in “Acquisition Plans”, which are part of the documentation provided by the program office to the investment review board(s) for program approval. In addition to planning for the procurement lead-times, Program Managers should also plan for a

reasonable amount of time for completion of the investment review process. [For more information on the investment review process and investment review boards see DHS MD 1400, "Investment Review Process; TSA's Information Technology Management Council (ITMC) Charter; and TSA's Investment Review Board (IRB) Charter.]

Reasonable procurement lead-times shall be provided for all acquisitions, even for smaller and less complex goods and services, which may not go to an investment review board for approval and may not have a formal written "Acquisition Plan". These smaller and less complex goods and services can still be critical to a program; and therefore, Program Managers should also account for procurement lead-times when acquiring them.

- B. Contracting Officers: Contracting officers are integral members of IPTs providing business judgment and experience to technical personnel. Contracting Officers shall advise Program Managers and IPTs on reasonable procurement lead-times, and will make concerted efforts to make awards within the agreed to lead-times. In general, lead-times will be based on the attached "Procurement Lead-Times" table, but may vary according to the size, scope, and complexity of the requirements, as well as, the general market for the required goods and services. When advising on procurement lead-time, Contracting Officers will consider market conditions, the steps and milestones needed for efficient and effective procurement, and the time to complete them. Contracting officers shall strive to utilize the most efficient means of acquiring goods and services.

6. POLICY & PROCEDURES:

- A. Policy: When developing program plans, Program Managers shall consult with the Contracting Officer that has been assigned to their program area, or that is part of their Integrated Project Team (IPT), in order to establish reasonable procurement lead-times. The amount of procurement lead-time will vary with the size, scope and complexity of the required goods and services. Unless the Program Manager and Contracting Officer have agreed to a different lead-time, the procurement lead-time for an acquisition shall be equal to or longer than the time provided in the attached "Established Procurement Lead-Times" table.
- B. Emergencies: When emergencies occur, the Contracting Officer and Program Manager or IPT will work together to expeditiously acquire the goods and services required to alleviate or mitigate the impacts of the emergency. The times provided in the "Procurement Lead-Times" table may not apply to genuine emergency situations. Genuine emergencies are not the result of a lack of program planning, but of unforeseen and unpredictable events.
- C. Established Procurement Lead-Times: The attached "Procurement Lead-Times" table provides the established procurement lead-times for TSA. (See attached table.)

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D. Procurement Milestones: The attached "Procurement Milestones" attachment provides some of the steps that could be involved in an acquisition.

7. EFFECTIVE DATE AND IMPLEMENTATION:

This directive is effective immediately upon signature.

APPROVAL



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and Administration

1/14/04
Date

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Attachments:

- 1 – Procurement Lead-Times Table
- 2 – Procurement Milestones

Attachment 1

PROCUREMENT LEAD-TIMES

Procurement Lead-Time is the estimated time required from submission of completed requirements documents to the Office of Acquisition to the date of contract, order or assistance award. This time period does not include delivery time. The Office of Acquisition is committed to meeting these procurement lead-times to the maximum extent practicable.

The lead-times assume that all necessary approvals have been obtained prior to submission of the complete acquisition package. The estimated lead-time may vary based on dollar value and complexity.

Purchase Orders/Delivery Orders/Task Orders/ Inter-agency Agreements (IAA)	<u>Days</u>
Less Than \$2,500	10
\$2,500 - \$25,000	15
\$25,000 - \$100,000	30
Any amount <\$100K with medium or high complexity	45
<u>Contracts/Delivery Orders/Task Orders</u>	
Over \$100K, Low Complexity; or non-competitive buy; or Inter-agency Agreements	30-60
Over \$100K, Medium Complexity	60-90
Over \$100K, High Complexity	90-120
<u>Commercial/Off-The-Shelf Contracts/Orders</u>	
Over \$100K, Non-Competitive	30
Over \$100K, Competitive	60
<u>Modifications</u>	
Administrative (<i>Incremental Funding, Option Exercise, Other Admin Type Mods</i>)	15
Change Order & Definitization	120
Supplemental Agreement (<i>All bilateral actions with the exception of Change Orders</i>)	60
Claim/Overrun	90
<u>Grants/Cooperative Agreements</u>	
All Values	60

- Number of days represents **business** days.
- The Program Manager and Contracting Officer determines the complexity of a requirement, using the following factors:
 - **High**-complex technical requirements and negotiations, first-time buy, unique inspection/testing standards, complex licensing or data rights issues, large project magnitude;

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- Medium – technical proposals that require evaluation, negotiations required, bilateral action;
 - Low – simple requirements, no negotiation required, repetitive buy, award based primarily on price, unilateral action.
- The number of days is measured using the start date as the date a complete requirements/procurement request package is received by the Office of Acquisition. The end date is the date the procurement action was executed. (Contact the Office of Acquisition for contents of a complete requirements/procurement package)

ACTIONS TO REDUCE LEAD-TIME

During the acquisition-planning phase the Program Office should consider ways to reduce or minimize lead-time. Several considerations are:

- Identify requirements early and discuss them with the Office of Acquisition;
- Ensure that the contents of the procurement request package are complete;
- Use of Government Wide Agency or Multi-Agency Contracts;
- Use of General Services Administration (GSA) Federal Supply Schedules;
- Use of existing or new Interagency Agreements;
- Use of other TSA Contracts.

Attachment 2

PROCUREMENT MILESTONES

This is a list of some of the activities that might be required in order to award a contract for goods or services after investment board/s (IRB, ITMC, etc...) have approved.

1. Review of Requirements Documentation
2. Requirements Revisions
3. Small Business Program Office Approval of Sources (TSA Form 200)
4. Acquisition Plan
5. Review and Edit of Source Selection Plan
6. Request & Receipt of Wage Determinations (Services & Construction)
7. Execution of Required Determination & Findings
8. Pre-Solicitation Conference
9. Establishment of a Qualified Vendor List
10. Public Announcement
11. Source Selection Plan (including Business & Technical Evaluation Plans)
12. Award Fee/Incentive Plan
13. Solicitation Drafted
14. Solicitation Review
15. Solicitation Finalized and Issued
16. Solicitation Amendments
17. Oral Presentations
18. Past Performance Review and Reference Checks
19. Technical Proposal Evaluation
20. Business Proposal Evaluation
21. Cost/Price Analysis
22. Pre-Award Audit
23. Negotiation Strategy & Objectives
24. Negotiation With Vendors
25. Source Selection
26. Verification of Insurance, Bonds & Sureties
27. Subcontracting Plan Review and Acceptance
28. Security Clearances
29. Contract Administration Plan
30. Negotiation/Award Memorandum
31. Draft Contract
32. Contract Review & Approval
33. Congressional Notification of Award
34. Press Release
35. Public Notification of Award
36. EEO Pre-Award Compliance Review
37. Contract Award