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# Purpose

The purpose of this Statement of Objectives (SOO) document is to obtain a Software as a Service (SaaS) solution that includes functionality for Payroll and Work Schedule and Leave Management (WSLM). Moving to cloud-based technology (e.g., SaaS) will leverage the scale of the Federal Government and enable agencies to focus resources (human and fiscal) on core mission priorities, which will reduce costs, significantly improve security posture, increase user experience and service, and better manage budgets. The Federal Government anticipates the streamlining of employee time reporting and payroll processing using standard Application Program Interfaces (APIs) and data schemas to support data exchanges between legacy Human Resource and Financial Management systems and the SaaS solutions. This approach will allow the Federal Government’s Shared Services Providers (SSPs) to provide this Information Technology (IT) solution, along with IT professional services that support customer agencies within the Federal Government.

Employee time reporting and payroll processing includes calculating employees’ gross pay and determining eligibility for certain pay flexibilities and benefits (e.g., overtime, hazard pay, retirement plans), leave accruals and usage, pre-tax and post-tax deductions, and order of precedence for calculating gross-to-net pay. There are likely thousands of business rules associated with the various pay plans, employee types, leave codes, and other factors that impact Payroll and WSLM. The identification of all applicable business rules will be determined during the implementation phase when the fit-gap analysis is conducted between the core payroll processing application and customer-specific requirements/rules/needs.

The Federal Government intends to utilize the General Services Administration (GSA) IT Schedule 70 acquisition vehicle to establish a multiple award Blanket Purchase Agreement (BPA) in accordance with procedures found in FAR Subpart 8.4.

# Scope of Work

The scope of this multiple award BPA includes SaaS solutions and associated implementation support for Payroll, WSLM, or both. Awards will be made in three [pools]:

1. Payroll SaaS solutions and associated implementation support;
2. WSLM SaaS solutions and associated implementation support; and
3. A combined offering of Payroll and WSLM SaaS solutions and associated implementation support.

The implementation approach will be coordinated at the program level encompassing the executive agencies within the Federal Government. The Payroll approach will include phases that group agencies with similar workforce needs. It is expected that the first phase will require the most preparation and effort, and subsequent implementation phases will be expedited based on the existence of infrastructure and APIs. WSLM implementations will occur as needed by agencies.

Migration of Federal agencies to leading-edge solutions that reduce security risks and maximize agency focus on mission can be accomplished through leveraging commercial technology for common administrative functions. The vision for acquiring, implementing, and managing modern, sustainable, and innovative federal payroll systems is based on standards, modern technology, and optimized service delivery.

# Ordering Period and Place of Performance

The Ordering Period will be five years (no option periods). The services specified in this solicitation shall be performed at various locations across the continental United States and will be specified in the BPA calls. The BPAs for WSLM will be open to orders from all Federal agencies. BPA calls for Payroll processing and “Both” (Payroll and WSLM) processing will be limited to the current federal Payroll SSPs.

# Background

In the early 2000s, the Federal Government launched the e-Payroll initiative to streamline payroll processing government-wide. The initiative resulted in the establishment of four designated Federal Government Payroll SSPs: 1) Department of Defense (DoD), Finance and Accounting Service (DFAS); 2) United States Department of Agriculture (USDA), National Finance Center (NFC); 3) Department of the Interior (Interior), Interior Business Center (IBC); and 4) General Services Administration, Payroll Services Branch (GSA-PSB). Additionally, the Department of State (State) was permitted to continue independent payroll operations to support overseas civilian employees. The four SSPs and State serve approximately 2.3 million employees globally using a range of IT systems (See Table 1), including internally developed and maintained software and commercial-off-the-shelf (COTS) products. The SSPs operate independent systems in disparate environments and in centers located throughout the continental US.

At last count, the Federal Government was using over 108 WSLM systems. The Human Resources Line of Business (HRLOB) at the Office of Personnel Management (OPM) estimated that only 52 percent of Federal agencies obtained WSLM systems from a SSP. The anticipated basis of the future model is to drive scale and efficiency for customer agencies by providing standard business capabilities that the Federal Government has agreed on and will abide by. This will reduce the current 4 Payroll solutions and 108 WSLM systems to a smaller number of government-wide solutions.

***Table 1 - Technology Summary***

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
|  | **GSA -PSB** | **Interior, IBC** | **USDA, NFC** | **DoD, DFAS** |
| **Database(s)** | PAR - Oracle 12.1.0.2 | ADABAS | IDMS | IDMS |
| **Application Type** | Oracle Fusion Middleware 12c using Oracle Stored Procedures and PLSQL | ​Processing - AG Natural Application Development Platform  Inquiry - AG  Natural Application Development Platform | Processing - COBOL  Inquiry - DC COBOL | Processing - COBOL  Inquiry - ADS-A |
| **File System Type** | IBM e server p5 520 midrange server, running AIX operating system with Oracle 12.1.0.2 | ​IBM zSeries Enterprise Server  VSAM, Flat Files | IBM zOS  VSAM, Flat Files | IBM zOS  Flat Files |

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# Performance Objectives

Payroll and WSLM customers serviced by the SSPs desire Payroll and WSLM solutions that are low cost, flexible, configurable, end-user friendly, and current with statute and policy requirements. The HRLOB Strategic Framework has the goal of providing a common user experience across Federal agencies. The modernization of Payroll and WSLM solutions aligns with this goal. The modernization of Payroll and WSLM will also assist in achieving improved human capital outcomes (e.g., accurate and timely payments), enhanced human resources IT sustainability (e.g., current technology operating securely), and increased cost savings.

# Solution Objectives

The Government seeks Payroll and/or WSLM SaaS solutions that:

1. Provide the baseline business capabilities and accommodate the data standards identified in the Federal Integrated Business Framework (FIBF) for Payroll and/or WSLM as identified in **Attachment A - Business Capabilities and Data Standards.** (Additional information can be found in the HRLOB Business Reference Model)[[1]](#footnote-1);
2. Continuously operate within federal legislative and policy compliance;
3. Have a process that allows for implementation of new or additional capabilities federal agencies identify outside of specific requiring legislation (change request);
4. Is uniform across all Federal ordering agencies while still allowing for configuration at the individual agency level for administratively determined requirements. The solution shall consistently adhere to the statutory requirements defined in the authorizing title (e.g., Title 5), but allow agencies that have been granted authority to “administratively determine” certain components of compensation to have deviations from the standard outline (e.g., agencies may be required to compensate employees under Title 5, but be allowed to “administratively determine” rates of pay for hard to fill positions or authorize leave accruals that exceed title requirements for emergency personnel, etc. in the agency’s authorizing statute);
5. Enable interoperability between Federal agencies’ finance, payroll, WSLM and other supporting systems through modern interfaces, APIs and other technologies and strategies that comport to data standards agreed to by the federal community;
6. Provide for a Federal Government-wide Payroll and WSLM platform(s) with roadmaps and plans addressing next generation human capital management challenges and opportunities through technologies such as blockchain, data lakes, big data analytics, and artificial intelligence;
7. Deliver all maintenance upgrades, updates, and patches required to the product as part of the SaaS capability upon successful acceptance testing by the responsible Federal agency(s);
8. Satisfy Federal agencies desire to always be in the “Supported Configuration” of the supplier, including any integration(s) with aforementioned systems or technologies (e.g., Federal agencies are deployed on the most current version and not lagging behind supported software versions);
9. Comply with technology, security, data and interoperability, identity management, accessibility, service desk and support constraints and capabilities described in **Attachment B - Technical Capabilities**;
10. Comply with the roles identified in the draft RACI chart in **Attachment D - RACI Chart** when delivering the solution; and
11. Provide automated service management and monitoring tools for the Federal Government SSP’s to maintain operating awareness.

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# Services Objectives

The Federal Government also seeks the IT professional support services as follows:

**Business Support Services**

1. **Program Management (PM)**: Support services that include the creation of project management artifacts in accordance with the Unified Shared Services Management (USSM) M3 Framework[[2]](#footnote-2) and *Project Management Book of Knowledge* (PMBOK) best practices.
2. **Implementation:** Support services that include the management and implementation of the onboarding of customer agencies to the SaaS solution.
3. **Configuration**: Support services that include the cataloguing, design, and/or adjustment to inherently flexible parameters within software that meet one or more defined requirements. An ability to apply these configurations “out-of-the-box,” usually without coding and the configuration to be readily changeable throughout the lifecycle of the service.
4. **Data integration**: Data integration services involve the creation, design, and/or implementation of automated connections between the system of the supplier and agency’s databases and systems. These support services include the intake of human capital data necessary to compute pay (e.g., grade, post of duty location, special rate). The creation, design, and/or implementation of automated interfaces between a Quoter’s system and an ordering agency’s human resource databases and/or a government-wide implementation of employee master data are required. Data integration also involves data migration that includes the replication or movement of payroll data, which contains employee data, WSLM data, source files, audit trails, and/or other key fields and content. Payroll data also includes audit history data and reconstructed audit trails of existing records from existing agency systems to the Quoter’s system.
5. **Transition:** There are two types of transitions that will occur during the period of performance: Transition-In and Transition-Out. Transition-In includes Federal agencies migrating from one Service Management Organization (e.g., Federal SSP) to another where there will be a change of Payroll and/or WSLM SaaS solutions. The solution providers (losing and gaining) shall take all actions necessary to achieve a successful transition of the customer agency from the current solution set to the new solution set.

Transition-Out describes the end of the task ordering period. During Transition-Out, all contractors with active task orders shall coordinate their Phase-Out Transition Plan activities with the incoming contractor(s). Should the BPA or task orders be terminated prior to the end of the scheduled period of performance, or the follow on contract action is not awarded with enough time to allow a full transition, the contractors shall transfer all project materials to the Contracting Officer’s Representative (COR) within two weeks after the COR’s request. The Quoter shall identify how it will coordinate and communicate a seamless process to Transition-In and Transition-Out.

**Training Support Services**

1. **Training**: Services include the development of training materials and programs to ensure that all users can use the systems based on their assigned roles (e.g., current payroll providers and agencies obtaining WSLM systems).
2. **Help desk support**: Help desk support for technical and configuration issues within the SaaS solutions as defined in the Service Desk and Support tab of **Attachment B - Technical Capabilities**.
3. **User Support and Management**: The education, training, communication, tools, instructions, and active guidance provided to users of the contractor’s system during the migration and operating periods. Support and management include the communication plans and methods for communicating with end users when necessary.

# Constraints

# Security

1. As indicated in the Security tab in **Attachment B - Technical Capabilities**, the contractor shall obtain a Federal Risk and Authorization Management Program (FedRAMP) authorization for its solution within one year of BPA award date and it shall be maintained throughout the duration of the BPA.
2. The Quoter shall comply with the additional security capabilities listed in the Security tab in **Attachment B - Technical Capabilities**.
3. The Task Order Authorizing Official for a particular system or application has the authority to deny, terminate, or alter access to the Quoter’s system or application if the level of risk is increased by granting such access.

# Data Rights

1. **Unrestricted Rights to Data** - Federal agencies will retain unrestricted rights to all Government data and maintain the rights to request full copies in a format that is readily accessible through predominant industry and/or open data formats to which federal agencies agree at any time.
2. **Data Availability** – National Archives and Records Administration (NARA) official records must be available to federal agencies upon request no more than 30 days from initial request. Ad hoc requests for data must be available within 5 business days or within the timeframe negotiated on the task order and in a format to which the Federal agency agrees.
3. **Data Ownership** - All data collected in the system is the property of the United States Federal Government, but is not necessarily limited to Payroll and WSLM data, it may include account information, permissions, login activity, and other supporting data that enables the system to meet the objectives of this BPA. If the solution has unique data rights or ownership issues, special language may be authorized by the ordering Federal agency.

**Assumptions and Exceptions**

The Quoter shall state any assumptions and exceptions to the requirements, terms, and conditions contained in this Request for Quotation (RFQ). Please note that any exceptions to the requirements of this BPA may adversely affect the evaluation of the quote and the quote may be deemed unacceptable.

**508 Compliance Requirements**

Unless the Federal Government invokes an exemption, all Electronic and Information Technology (EIT) products and services provided shall fully comply with Section 508 of the Rehabilitation Act of 1973, per the 1998 Amendments, 29 U.S.C. 794d, and the Architectural and Transportation Barriers Compliance Board’s Electronic and Information Technology Accessibility Standards at 36 Code of Federal Regulations (CFR) 1194. The contractor shall identify all EIT products and services provided, identify the technical standards applicable to all products and services proposed, and state the degree of compliance with the applicable standards. Additionally, the contractor must clearly indicate where the information pertaining to Section 508 compliance can be found (e.g., Vendor’s or other exact web page location). The contractor must ensure that the list is easily accessible by typical users beginning at time of award.

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## Submission Instructions

Quotes shall be submitted through GSA eBuy at [www.eBuy.gsa.gov](http://www.ebuy.gsa.gov). Late quotes and quotes not submittedthrough GSA eBuy will not be accepted or evaluated, unless otherwise noted. The electronic time stamp on quotes submitted through GSA eBuy shall determine timeliness of quote submission. The contractor must submit quotes by the date and time established in the RFQ notice posted on GSA eBuy. If you are unable to attach your quote to GSA eBuy due to some type of technical difficulty, you must report the problem to raymond.mccollum@gsa.gov in sufficient time prior to closing to allow for the submission of the quote via an alternative method.

NOTE: Failure to register properly with GSA eBuy is not an acceptable excuse for the inability to submit a quote. If a contractor decides to submit a “No Bid” in response to the RFQ, GSA requests that it provide the reasons for opting not to participate.

The contractor must submit all industry questions concerning this RFQ to raymond.mccollum@gsa.gov by the questions suspense date identified on GSA eBuy for the RFQ. The Contracting Officer (CO) will compile all questions and responses and will publish questions and responses within a reasonable timeframe giving particular consideration to quote submission due date and time. The only method by which any term of the RFQ may be modified is by a formal amendment to the RFQ generated by the GSA CO. No other communication made, whether oral or in writing (e.g., at any Pre-Quote conference, Industry questions and responses prior to response closing date and time, clarifications, etc.), will modify or supersede the terms of the RFQ. The Government reserves the right to make a selection based upon initial quotes; therefore the Quoter should submit its best terms in its initial quote.

In posing questions, potential Quoters must cite the relevant section, paragraph, and page number. Questions should be written in a way that enables clear understanding of the potential Quoter’s issues or concerns. Statements expressing opinions, sentiments, or conjectures are not considered valid inquiries and will not receive a response. Further, potential Quoters are reminded that the CO will not address hypothetical questions aimed at receiving a potential “evaluation decision.” All questions and answers issued by the Government shall be disseminated to all potential Quoters in the form of a solicitation amendment.

Quoters are expected to examine this entire RFQ document. Failure to do so will be at the Quoter's own risk. By submitting a quote, each Quoter is representing that its firm will perform all the requirements specified in the RFQ and therefore it is not necessary or desirable that this be repeated in its quote. Quotes shall set forth full, accurate, and complete information as required by this solicitation package (including Attachments). The penalty for making false statements in quotations is prescribed in 18 U.S.C. 1001.

The Quoter must be a current GSA IT Schedule 70 Contract holder with Special Item Numbers (SINs) 132-40 (Cloud Computing Services) and SIN 132-51 (IT Professional Services) and have the proposed items awarded under its Schedule contract at the time of its quote submission. If a Contractor Teaming Arrangement (CTA) is proposed, all parties shall have current GSA IT Schedule 70 Contracts. All parties’ GSA IT Schedule 70 Contracts must cover the BPA’s estimated ordering period, which is five years from the date of the BPA award. If the Quoter’s contract does not currently include SIN 132-40, the GSA IT Schedule 70 Program will allow the Quoter to participate in the FASt Lane Program,[[3]](#footnote-3) provided that the Quoter meets one of the following criteria:

* New Offer Proposal; or
* Contract Modification (including options);

Only quotes which include products, services, or solutions on an underlying GSA IT Schedule 70 contract and the associated pricing will be considered for award. Any modifications to a GSA IT Schedule 70 contractor’s contract to incorporate quoted offerings must occur prior to the RFQ closing date. Quoters shall specify any proposed discounts (standard and/or non-standard), which shall remain in place for the life of the BPA.

This RFQ does not obligate the Government to pay any costs incurred in the submission of any proposal or in making necessary studies for the preparation thereof, nor does it obligate the Government to procure or contract for said services. Upon receipt, all quotes become Government property and shall not be returned.

The Quoter shall state any assumptions and exceptions to the requirements, terms, and conditions contained in this Request for Quotation (RFQ). Please note that any exceptions to the requirements of this BPA may adversely affect the evaluation of the quote and the quote may be deemed unacceptable.

Quotes should specifically address all of the following elements:

**Non-price Technical Factors:**

**Phase 1 - Acceptable/Unacceptable (All must be met)**

1. Solution Conformance:
2. Provides typical SaaS hosting and pricing models; and,
3. Quoter is software publisher or has preferred provider status with the software publisher such that the government is assured of software publisher’s support of the government’s implementation; and,
4. Solution maintains a single baseline and is scalable to 2.5+ million users; and
5. Solution provides flexible interface options for government use.

B. Corporate Experience: The Quoter shall provide Corporate Experience for three projects performed within the last five years by the business unit that will perform this effort. Each of the Corporate Experience references shall be the offeror’s direct experience as the prime contractor. These three projects must be similar in size, scope, and complexity to the requirements identified within this RFQ.The Corporate Experience shall describe the core capabilities and enable the CO to assess the breadth and depth of each Quoter’s relevant experience in performing work of the type, magnitude, and complexity of the services being procured.

**Phase 2 – Outstanding/Good/Satisfactory/Unacceptable**

1. Technical Approach
   1. Business Capabilities and Data Standards - Attachment A;
   2. Technical Capabilities - Attachment B;
   3. FedRAMP - Self-Assessment Moderate/High - Attachment C;
   4. Voluntary Product Accessibility Template (VPAT) Self Assessment **(**Section 508 Compliance) - Attachment F; and
   5. Security (Written Response)
2. Program Management Approach (includes Attachment D - RACI Chart)
3. Software Maintenance (Baseline updates, Change Request, Defect resolution)
4. Implementation Support (Configuration, Data integration, Migration, Training)
5. Past Performance (Attachment E - Corporate Experience and Past Performance Reference Sheet)
6. Small Business Subcontracting Plan (Attachment G - Small Business Subcontracting Plan)

**Phase 3 – Solution Capability Demonstration and Oral Presentation**

Solution Capability Demonstration and Oral Presentations includes demonstration of SaaS per Government defined solution capability and questions by the Government that will serve to clarify to the Government, for evaluation purposes, the offeror’s methodologies and approaches as proposed.

**Price**:

A price evaluation will only be done for offerors receiving an overall rating of ACCEPTABLE or higher in Phase 1, 2, and 3. All evaluation factors other than price, when combined, are significantly more important than price*.* Award may be made to the offeror whose quote is determined be the best value for the Government.

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## SUBMISSION REQUIREMENTS

Each phase shall be submitted based on Table 2 below. The page limitations shall be followed for each volume. Any additional material and pages submitted beyond the page limitations shall be removed and not evaluated. Any charts/graphics/tables embedded in the quote will count toward the page limitations. The quotes shall be submitted as follows:

***Table 2***

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| **Volume** | **Phase** | **Part/Tab Title** | **Evaluation Rating** | **Page Limit** |
| **Volume 1A** |  | Cover Letter | Not Rated | 1 page |
| **Volume 1A** | Phase 1 | Part A - Solution Conformance (A1 - A4 above) | Acceptable/ Unacceptable | Maximum 3 pages |
| **Volume 1A** | Phase 1 | Part B - Corporate Experience  Attachment E: Past Performance Questionnaire | Acceptable/  Unacceptable | No Limit |
| **Volume 1B** | Phase 2 | Part A – Attachment A: Business Capabilities and Data Standards | Outstanding/Good/Satisfactory/  Unacceptable | No Limit |
| **Volume 1B** | Phase 2 | Part A – Attachment B: Technical Capabilities | Outstanding/Good/Satisfactory/  Unacceptable | No Limit |
| **Volume 1B** | Phase 2 | Part A – Attachment C: FedRAMP Self-Assessment (RAR) | Outstanding/Good/Satisfactory/  Unacceptable | RAR - No Limit |
| **Volume 1B** | Phase 2 | Part A – Security | Outstanding/Good/Satisfactory/  Unacceptable | Maximum 2 pages |
| **Volume 1B** | Phase 2 | Part A – Attachment F: VPAT Self Assessment | Outstanding/Good/Satisfactory/  Unacceptable | No Limit |
| **Volume 1B** | Phase 2 | Part B – Program Management Approach | Outstanding/Good/Satisfactory/  Unacceptable | Maximum 6 pages |
| **Volume 1B** | Phase 2 | Part C – Software Maintenance – Continuous Improvement, Change Requests, and Defect Resolution | Outstanding/Good/Satisfactory/  Unacceptable | Maximum 3 page |
| **Volume 1B** | Phase 2 | Part D – Implementation – Implementation Support, Configuration Support, and Data Integration and Migration, and Training Support | Outstanding/Good/Satisfactory/  Unacceptable | Maximum 13 page |
| **Volume 1B** | Phase 2 | Part D – Implementation – Attachment D - RACI Matrix | Outstanding/Good/Satisfactory/  Unacceptable | No Limit |
| **Volume 1B** | Phase 2 | Part E – Attachment E – Past Performance Questionnaire | Outstanding/Good/Satisfactory/  Unacceptable | No Limit |
| **Volume 1B** | Phase 2 | Part F - Attachment G - Small Business Subcontracting Plan  (if applicable) | Outstanding/Good/Satisfactory  Unacceptable | No Limit |
| **None** | Phase 3 | Solution Capability Demonstration and Oral Presentation | Outstanding/Good/Satisfactory  Unacceptable | Maximum 2 and 1/2 hours per WSLM/Payroll solution |
| **Volume 3** | Phase 3 | Part 9 – Pricing  Attachment Y | Not Rated | No Limit |

## Submission Process

Written portions of each quote shall be submitted in two separate volumes: Non-Price and Price. For each separate bid, the Non-Price, Phase 2 Volume 1B shall abide by the page limitations for each Phase, outlining their firm's capabilities that are directly relevant to the solicitation instructions, as described belowThe Attachments are not included in the page limits.

Quoter shall submit a written proposal describing their Solution Conformance and Corporate Experience in Phase 1. The evaluation of the written proposal submission from Phase 1 will determine Quoters’ participation in Phase 2. Quoters participating in Phase 2 shall submit completed **Attachment A - Business Capabilities and Data Standards, Attachment B - Technical Capabilities**, **Attachment C - FedRAMP Self-Assessment (RAR)**, **Attachment F - VPAT Self Assessment,** and **Attachment G - Small Business Subcontracting Plan** (only large businesses shall provide a SubK plan) in their entirety, as well as all other requirements under Phase 2. Only those quotes receiving ratings of “outstanding” and “good” in Phase 2A and 2B and receive ratings of “satisfactory” or higher in Phase 2C, Phase 2E, and Phase 2F, shall participate in Phase 3 and will be able to participate in conducting a SaaS Solution Capability Demonstration and Oral Presentation for Phase 3. Only those Quoters meeting the above criteria will be assigned and provided relevant information (e.g., the exact location, seating capacity, etc.) for the demonstration and presentation.

Quoters meeting the above criteria shall prepare a Solution Capability Demonstration and Oral Presentation in response to the government provided evaluation scenarios to augment the written information submitted in Volume 1. The Solution Capability Demonstration and Oral Presentation shall be held in Washington, D.C., conducted in person, and address the demonstration case scenarios provided by the government. Each Quoter participating in the Solution Capability Demonstrations and Oral Presentation shall not exceed 2 and ½ hours for WSLM, or 2½ hours for Payroll, or 5 hours for an integrated solution). The Quoter shall identify up to six personnel (eight if presenting both Payroll and WSLM) by name and association that will conduct the Solution Capability Demonstration and Oral Presentation on the Quoter’s behalf, in their response confirming the time slot assigned. The Quoter’s personnel shall be able to answer questions on how the SaaS Solution functions, integrates with legacy systems, requirements for integration, and any other categories listed in the RFQ. Upon completion of the demonstration and presentation, the Government may caucus to formulate any additional questions regarding the demonstration and presentation.

The entire Solution Capability Demonstration and Oral Presentation will be documented via video by the Government.

**Phase 1, Part A – Solution Conformance**

The Government will evaluate each quote based on the Technical Approach under the Evaluation Section within this RFQ. This section shall not exceed three (3) pages. The Quoter must include an explanation or description of how its offering complies with the following:

1. A product solution through the standard SaaS subscription and delivery model;
2. A software publisher who creates and owns the source code and intellectual property that constitutes the solution, or an entity that has a contractual relationship/partnership with the software publisher such that the software publisher will work with the Quoter to meet the terms and conditions of the BPA and any resulting task orders awarded;
3. A solution supporting multiple tenants within a single code baseline and scales on-demand to accommodate between 30,000 and 2.5+ million users; and,
4. A solution that has mobile-friendly interface options and/or follows a responsive design methodology.

**Phase 1, Part B - Corporate Experience:**

The Quoter shall provide Corporate Experience for three projects performed within the last five years by the business unit that will perform this effort. Each of the Corporate Experience references shall be the offeror’s direct experience as the prime contractor. These three projects must be similar in size, scope, and complexity to the requirements identified within this RFQ. The Corporate Experience information must be submitted in the format provided in Attachment E - Corporate Experience Statement/Past Performance Questionnaire . Only Part 1, Part 2, and Part 3 of Attachment E shall be completed by the Quoter. The Quoter shall ensure that all of the points of contact (POCs) are aware that they may be contacted by the Government to respond to Part 4 of Attachment E.

All three projects shall be contracts or orders for the performance of actual technical requirements. Master contract vehicles (e.g., Blanket Purchase Agreements, multiple award Indefinite Delivery/Indefinite Quantity contracts) do not satisfy the Corporate Experience requirement unless submitted together with a Task Order (TO) similar in size, scope, and complexity to this requirement and awarded and performed under the vehicle. The Quoter shall also include any project challenges in implementation and strategies deployed to overcome those challenges.

**Phase 2, Part A - Technical Approach**

The Quoter shall complete in its entirety, **Attachment A - Business Capabilities and Data Standards, Attachment B – Technical Capabilities, Attachment C - FedRamp Self-Assessment and Attachment F – VPAT Self Assessment.** The Quoter shall provide a response for each question based on the instructions within each attachment. Each response in Attachment A, Attachment B, and Attachment C, will be evaluated to assess the readiness of the SaaS solution to meet the Government requirements. FedRamp Self-Assessment - Attachment C also includes the Quoter providing a written response to their history of data breaches. The Quoter shall identify any data breaches that have occurred in the previous 12 months, including effects of those breaches, and the Quoter’s reparation of the incident. The Quoter shall provide a description of its typical mechanisms for redress and credit monitoring or fraud protection services it offers. The Quoter should identify any data breaches that resulted in compromise of Government employee data (e.g., credit monitoring, financial recompense, service credits).

Attachment F - VPAT Self Assessmentshall be provided by each Quoter for each product that is a component of SaaS solution for Payroll and WSLM. The Quoter shall also include a statement indicating their capability to comply with Section 508 requirements throughout the period of performance within the BPA.

**Phase 2, Part B – Program Management Approach** - The Government will evaluate based on the Program Management Approach under the Evaluation Section within this RFQ. This section shall not exceed six (6) pages.

The Quoter shall provide a description of the proposed project management framework. The Quoter shall identify how their project management approach will support its solution and will handle the following eight disciplines of the project management framework:

* Risk
* Schedule
* Resources
* Change Management
* Communication
* Integration
* Cost
* Quality Assurance

**Phase 2 Part C – Software Maintenance**

The Quoter shall describe their approach to Software Maintenance, such as schedule for major updates/upgrades, change requests and defect resolution as identified below:

* Ability to process rolling government requested changes into product roadmap;
* How often does the software provider invest in their product (how often do they have a major version update);
* What is the process for identifying and fixing bugs; and
* The accuracy and timeliness of real-time or batch transactions.

**Phase 2, Part D – Implementation Support**

The Quoter shall describe its implementation strategy for the services with anticipated project deliverables and timelines. The implementation plan strategy shall include: identification of implementation activities; timelines for implementation; implementation milestones; deliverables to be provided to the Government; recommended interface solution(s) with Government systems; and any associated tasks necessary for the implementation and integration of data. The Quoter shall describe their approach to data integration (tools and methods for ingesting agency HR data and updating of FM data), migration support and services, configuration management and support, and training as identified below:

* Transition and Phase Out Plan/Approach;
* Flexibility in the number and level of partnerships for migration support;
* Migration support alternatives (Explain approach to managing multiple concurrent migration (orders); and
* Accessibility Gap Mitigation Plan to address features and functionality of the solution that are not accessible.

The Quoter shall describe its strategy for the configuration management and support, which would include Core (services for comprehensive set-up and management of configuration items to meet the government’s business capabilities) and any Optional Services.

The Quoter shall describe their strategy for data integration services support. This description shall include the strategy for the services, including the basic services provided with assignment and resolution time. The Quoter should also include the systems’ infrastructures (e.g., Oracle, UNIX, SQL) with which the Quoter’s system can and cannot integrate. The Quoter shall also identify the APIs available for Government use and the identified purpose of these APIs in their written proposal. The Quoter shall discuss their strategy for data migration services supported and/or recommended for Government implementation.

The Quoter shall present their strategy for providing Training Support Services. The Quoter shall describe the training materials and programs used to ensure that all users can use the systems based on their assigned roles (e.g., current payroll providers and agencies obtaining WSLM systems.) The Quoter shall also include the Help Desk support for technical and configuration support and User Support and Management.

The Quoter shall also review the Attachment D - RACI chart. In the column titled “Quoter’s Response”, the Quoter should respond in the "Capable of Fulfilling" and “Quoter’s comments” tabs, indicating whether they can fulfill the role identified in the "Technical Provider" column.

**Phase 2, Part E – Past Performance**

The past performance shall be 3 ongoing or completed projects with the federal/state/local government or private sector customers. These projects shall be ongoing or completed projects from the past three years and must be similar in size, scope, and complexity. The quoter shall complete the Past Performance Questionnaire in their entirety and provide the points of contact for each of the past performances listed. The Quoter shall ensure that all of the points of contact of each past projects are aware that they may be contacted. The Government will be evaluate based on the past performance under the Evaluation Section within this RFQ.

**Phase 2, Part G - Small Business Subcontracting Plan**

The Small Business Subcontracting Plan shall be submitted by Quoters that are large businesses and the estimated dollar value of the base contract and all option periods exceeds, or is expected to exceed, $700,000. Quoters that meet the criteria must establish a subcontracting plan with specific dollar and percent goals for subcontracting to small, HUBZone small, small disadvantaged, small women-owned, veteran-owned small, and service-disabled veteran-owned small business firms. This plan must be in place prior to contract award.The Small Business Subcontracting Plan must be compliant with FAR 52.219-9, Small Business Subcontracting Plan.

The requirement to submit a subcontracting plan does not apply to small businesses. Contractors are required to report all subcontracting achievements through the Electronic Subcontracting Reporting System ([eSRS)](http://www.esrs.gov/).

**Phase 3 – Solution Capability Demonstration and Oral Presentation**

The Solution Capability Demonstration and Oral Presentation will be used to assess the Quoter’s capability in satisfying the requirements set forth within this RFQ.

Each oral presentation will consist of the following timeline:

|  |  |
| --- | --- |
| **SaaS Solution** | **Solution Capability Demonstration & Oral Presentation** |
| WSLM | 2 hours plus 20 minutes for Questions |
| Payroll | 2 hours plus 20 minutes for Questions |
| Both: WSLM & Payroll | 4 hours plus 40 minutes for Questions |

**NOTE** – If Quoter is demonstrating both WSLM and Payroll a 10 minute break will be taken between demonstrations.

The Government will provide scenarios that allow Quoters to describe and/or demonstrate their SaaS Solutions configurability. The Quoter shall demonstrate their business capabilities through “out-of-the-box” configurations and how they meet the Government’s needs. The demonstration case scenarios may consist of the following elements:

* The flexibility of the product to meet Federal Integrated Business Framework (FIBF) capabilities through configuration;
* The flexibility of the product to be configured to accommodate changes in legislation, policy, and procedures;
* The extent the solution can be configured by the SSPs;
* How the solution adapts to changing requirements and looks at ways to continuously provide better customer service and quality;
* Payroll: Accuracy of the gross, net, allowances, differentials, premiums, pay caps, and deductions (order of precedence) as demonstrated by a leave and earnings statement for payroll;
* Payroll: Process for certification of payroll prior to submission to the Department of the Treasury (Treasury) for funds disbursement;
* Payroll: Accuracy of the computation of leave balances and application of business rules to include FMLA/FLSA, etc.
* WSLM: Accuracy of WSLM solution to appropriately categorize and capture hours worked, leave taken, and leave accrued; and
* WSLM: Process for certification of WSLM prior to submission to Payroll solution for computation of pay; and
* The demonstration shall describe process(es) for accessing the Payroll and WSLM data required to compute multi-year retro pay.

**Phase 4 - Pricing**

All prices proposed in response to this RFQ shall be in accordance with the instructions in this section. Quoters shall complete in its entirety all of the pricing tables in **Attachment H - Pricing**

**Evaluation Criteria**

**Basis for Award**

The basis for award for this BPA will be a best value determination considering both technical and price. When combined, all technical factors combined are significantly more important than price; however, as quotes become more equal in their technical merit, price becomes more important. The Government will perform a price/technical trade-off analysis in accordance with the above criteria and select the Quoters that provide the best value.

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A price evaluation will only be evaluated for Quoters with a Technical Approach (includes Attachment A - Business Capabilities and Data Standards, Attachment B - Technical Capabilities, Attachment C - FEDRamp Self-Assessment Moderate/High, and Attachment F - VPAT Self Assessment, Program Management Approach, Software Maintenance, Implementation Support, Past Performance and Project Experience (Attachment E - Corporate Experience and Past Performance Reference Sheet) receiving the appropriate ratings levels in each factor as specified below and have conducted a Solution Capability Demonstration and Oral Presentation. The Government intends to make an award without discussions, but reserves the right to conduct discussions if deemed necessary. Award may be made to other than the lowest-priced technically acceptable quote. This acquisition is being conducted under FAR Subpart 8.4. The policies and procedures of FAR Part 15 shall not apply.

Unless all quotes are rejected, the Government will establish a multiple award BPA to the responsible Quoters whose quote/submission conforming to the RFQ is determined to be a best value solution. The Government’s objective is to obtain the highest technical capability considered necessary to achieve the project objectives within a reasonable cost. The Government intends to award to at least two Quoters will be selected for each pool (a. Payroll, b. WSLM, and c. Both – Payroll and WSLM).

GSA will evaluate all quotes to determine the best value to the Federal Government. This RFQ will be conducted in accordance with FAR Subpart 8.4 ordering procedures as the BPA will be established against a Federal Supply Schedule (FSS) contract. Quotes shall be evaluated in accordance with the following factors, listed in descending order of importance:

* Phase 3: Solution Capability Demonstration and Oral Presentation
* Phase 2: Technical Approach
  + Phase 2, Part A –Technical Approach (includes Attachment A - Business Capabilities and Data Standards, Attachment B - Technical Capabilities, Attachment C - FEDRamp Self-Assessment Moderate/High), and Attachment F - VPAT)
  + Phase 2, Part B – Program Management Approach
  + Phase 2, Part C – Software Maintenance
  + Phase 2, Part D – Implementation Support
  + Phase 2, Part E - Past Performance (Attachment E - Corporate Experience and Past Performance Reference Sheet)
  + Phase 2, Part G - Small Business Subcontracting Plan (if applicable)
* Phase 1: Solution Conformance
* Phase 4: Price

If any of the evaluation factors receives a rating of less than satisfactory, the Quote shall not receive any further consideration and will not be considered for award.

**Phase 1: Solution Conformance**

The Government will evaluate all written quotes submitted. Written quotes submitted in Phase 1 factors are considered acceptable/unacceptable. All Quoters whose quotes are determined to be acceptable (pass) in Phase 1 for Solution Conformance and Corporate Experience will be evaluated in Phase 2.

**Phase 2: Outstanding/Good/Satisfactory/Unacceptable**

* Phase 2, Part A –Technical Approach (includes Attachment A - Business Capabilities and Data Standards, Attachment B - Technical Capabilities, Attachment C - FEDRamp Self-Assessment Moderate/High), and Attachment F - VPAT Self Assessment)
* Phase 2, Part B – Program Management Approach
* Phase 2, Part C – Software Maintenance
* Phase 2, Part D – Implementation Support
* Phase 2, Part E - Past Performance (Attachment E - Corporate Experience and Past Performance Reference Sheet)
* Phase 2, Part G - Small Business Subcontracting Plan (if applicable)

Phase 2, Part A - Technical Approach is of equal importance to Phase 2, Part B - Program Management Approach and are significantly more important than Phase 2, Part C - Software Maintenance, Phase 2, Part D - Implementation Support, and Phase 2, Part E - Corporate Experience and Past Performance Reference Sheet. Phase 2, Part G - Small Business Subcontracting Plan (if applicable) shall be evaluated on Pass/Fail): The Quoters will be evaluated on the ability to address the Government’s requirement listed in the Technical Approach section under Submission Requirements and Attachment A - Business Capabilities and Data Standards, Attachment B - Technical Capabilities, Attachment C - FEDRamp Self-Assessment Moderate/High, and Attachment F - VPAT Self Assessment within this RFQ. The Quoters shall be evaluated on the content of the Technical Approach components, which will serve as evidence of their understanding of the Government's requirements. The Quoters shall also be evaluated for compliance based on the response to each attachment listed under Phase 2, Part A - Technical Approach within this RFQ.

Phase 2, Part B - Program Management Approach: The Quoters will be evaluated on the content and completeness of their Program Management Approach, which will serve as evidence of their understanding of the Government's requirements. The Government is specifically interested in a clear and concise discussion of the Quoter’s methodology to achieve the BPA’s requirements rather than a restatement of the SOO. The evaluation will include an analysis of the Quoter’s capabilities and expertise relevant to deploying successfully the proposed management approach. The quote will be evaluated for effective lines of communication and authority, mechanisms to ensure that client concerns are addressed in a timely and responsive manner, and procedures in place to address disciplinary, ethical, or performance concerns. This section will be evaluated for compliance based on the Program Management Approach under Submission Requirements within this RFQ.

Phase 2 Part C - Software Maintenance, Phase 2, Part D - Implementation Support, and Phase 2, Part E - Past Performance and Project Experience are of equal importance.The Quoters will be evaluated on the following:

Phase 2, Part C - Software Maintenance: The Government shall evaluate the Quoter’s schedule for baseline upgrades, responsiveness to defect resolutions and ability to ensure requested changes benefit the greater user population. The Government shall evaluate the Quoter’s description of these services to ensure the procured solutions remain true to SaaS and do not become customized for government and reflect legacy technology, omitting the benefits to be derived from SaaS. The Government shall evaluate the Quoter’s ability to process rolling Government requested changes into product roadmap. The Government shall evaluate the Quoter’s investment in their product (how often do they have a major version update). The Government shall evaluate the Quoter’s process for identifying and fixing defects and responsiveness to customer reported defects.

Phase 2 Part D- Implementation Support: The Government will evaluate the Quoter’s implementation strategy based on their ability to demonstrate comprehensive identification of required activities for implementation strategy. The Government will evaluate strengths and weaknesses for those activities, timelines, milestones, deliverables, and interface solutions identified for comprehensiveness, realism, and value added to the Government’s requirement.

The Government shall evaluate the Quoter’s strategy for data integration services support. The Government will evaluate the supported and unsupported system infrastructures against the Government’s legacy applications for HR and FM. The Government shall evaluate the APIs available for Government use and the identified purpose of these APIs.

The Government will evaluate the Quoter’s core configuration support for comprehensive set-up and management of configuration items to meet the Government’s business capabilities. The Government shall evaluate the strategy for the configuration services support, which would include Core (services for comprehensive set-up and management of configuration items to meet the government’s business capabilities) and any Optional Services.

The Government shall evaluate the Quoter’s strategy for providing Training Support Services, training materials and programs used to ensure that all users can use the systems based on their assigned roles (e.g., current payroll providers and agencies obtaining WSLM systems.) The Government shall evaluate the Help Desk support for technical and configuration support and User Support and Management.

Phase 2 Part E: Past Performance and Project Experience: The Government shall evaluate the Quoter’s past performance for similarities in complexity, size, regulatory requirements, and security sensitivities. The Quoter shall be evaluated on their creativity, success, and strategies to overcome identified challenges in past performance implementations. Past performance shall be evaluated as a measure of the Government’s confidence in the Quoter’s ability to successfully perform to include effectively manage resources, meet performance requirements, and ensure customer satisfaction. The Quoter shall include a brief description and dollar value of similar projects completed similar to the scale of this procurement. Each project reference shall be able to confirm the type of work performed and level of performance for each project submitted.

Phase 2, Part G: Small Business Subcontracting Plan: Quoters that are large businesses must establish a subcontracting plan with specific dollar and percent goals for subcontracting to small, HUBZone small, small disadvantaged, small women-owned, veteran-owned small, and service-disabled veteran-owned small business firms. This plan must be in place prior to contract award. The Small Business Subcontracting Plan must be compliant with FAR 52.219-9.

**Phase 3: Solution Capability Demonstration and Oral Presentation**:

The Demonstration will be used to assess the Quoter’s capability in satisfying the requirements set forth within this RFQ. The Demonstration and Oral Presentation will be given at facilities designated by the federal government. The Demonstration and Oral Presentation shall include the following sub-factor components (listed in descending order of importance):

Business Demonstration Cases: The Quoter’s shall be able to describe and demonstrate the business capabilities through “out-of-the-box” configurations and how they meet the Government’s needs. The Government will evaluate based on the Quoter’s description and/or demonstration of the business capabilities and demonstration case scenarios. The Government will create and evaluate scenarios in the following elements:

* Accuracy of the gross, net, deductions (order of precedence) as demonstrated by a leave and earnings statement;
* The flexibility of the product to meet FIBF capabilities through configuration;
* The flexibility of the product to be configured to accommodate changes in legislation, policy, and procedures;
* The extent the solution can be configured by the SSPs;
* Process for certification of payroll prior to submission to Treasury for funds disbursement;
* Optional services that exist to support customer specific configuration items (ease with which the Government can request additional configuration items that might be identified).
* How the solution adapts to changing requirements and looks at ways to continuously provide better customer service and quality; and,
* The accuracy and timeliness of real-time or batch transactions.

**Price Evaluation**

Price will be evaluated in accordance with FAR 8.404(d). As such, GSA will verify that offered items are within the scope of the Quoter’s GSA IT Schedule 70 contract. Price quotes will be checked to verify current pricing, including any applicable discounts, and evaluated for price reasonableness in accordance with the requirements of FAR 8.405-2(d). Price will be evaluated separate from all non-price elements of the quote. The Government reserves the right to seek a price reduction from any or all Quoters in accordance with FAR 8.405-4.

A price evaluation will only be done for offerors receiving an overall rating of ACCEPTABLE or higher in Phase 1, 2, and 3. All evaluation factors other than price, when combined, are significantly more important than price*.* Award may be made to the offeror whose quote is determined be the best value for the Government.

**Open Season**

The Government reserves the right to conduct an open season, if it is it determined to be in the best interest of the government.

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1. https://www.opm.gov/services-for-agencies/hr-line-of-business/hc-business-reference-model/ [↑](#footnote-ref-1)
2. Introduction to Modernization and Migration Management (M3), <https://www.ussm.gov/m3/#.WbkmfLJ9670>. [↑](#footnote-ref-2)
3. GSA IT Schedule 70 FASt Lane <https://www.gsa.gov/technology/technology-purchasing-programs/it-schedule-70/sell-through-it-schedule-70/making-it-easier-fast-lane>. [↑](#footnote-ref-3)