

Draft

**United States Government Printing Office
(GPO)**

STATEMENT OF OBJECTIVES

DRAFT

for the

**United States Government Printing Office
Future Digital System (fdSYS)**

Issued

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1.0 Summary of Master Integrator Responsibilities

The U.S. Government Printing Office (GPO) requires the services of a contractor that will serve as Master Integrator (MI) for building GPO's Future Digital System (FDsys). The ultimate objective for the MI will be to integrate various components, technology, and applications of FDsys functional clusters, and subsequently deliver a world-class Information Lifecycle Management System that meets the requirements as outlined in FDsys documentation (http://www.gpo.gov/projects/fdsys_documents.htm). In general, the MI will be required to:

- Work within GPO's Technology Management structure to select the components of technology that meet or exceed defined requirements.
- Work with the FDsys Program Management Office (PMO), Chief Technical Officer and Chief Information Officer (and their staff) to perform concept selection as well as reliability and robustness testing of the solution sets for clusters identified by GPO.
- Once the selection of technology is accomplished, acquire and then integrate solution sets into the subsequent working releases of FDsys.
- Assist GPO with system testing and training, and provide initial operating capability through beta testing.
- Develop a work plan for completing the integration of the system to meet the requirements.

1.1 Contract Objectives

The objective of this contract is to obtain services for a multi-year, multi-release integration effort; the purpose of which is to procure, integrate, and deploy selected technologies and components of FDsys in compliance with the most current versions of the *Concept of Operations for the Future Digital System (ConOps)*, *Requirements Document for the Future Digital System (RD)*, and the *Future Digital System: System Releases and Capabilities*.

1.2 Contract Scope

After GPO and the MI select the appropriate Commercial Off-the-Shelf (COTS) or Commercial and Non-Developmental Items (CaNDI) components, and GPO approves the selection, the MI will acquire the selected COTS technologies and applications of FDsys using sub-contracting methods. This contract encompasses services required to meet the objectives of the multi-year, multi-release integration effort. The initial scope is the series of releases that comprise Release 1 with options for subsequent releases. The contractor will provide services meeting all objectives described in Section 3.0: Statement of Objectives.

During the concept selection process, the contractor is expected to suggest technologies and present a rationale supporting the suggestion. Some legacy applications will need to be integrated into FDsys.

2.0 GPO Background Information

2.1 Mission

GPO's mission includes both printing government documents and disseminating them to the public. Under the public printing and documents statutes of Title 44 of the U.S. Code, GPO's mission is to fulfill the printing needs of the Federal Government and to distribute those printed products to the public. All printing for the Congress, the executive branch and the judiciary—except for the Supreme Court—is to be done or contracted by GPO except for authorized exemptions. The Superintendent of Documents, who heads GPO's Information Dissemination Department, disseminates these government products to the public through a variety of channels: a system of nearly 1,250 depository libraries nationwide (the Federal Depository Library Program), GPO's Web site (*GPO Access*), and the Sales of Publications Program, which sells Federal government information products to the public through an on-line ordering site and its bookstore in Washington, D.C. The Superintendent of Documents is also responsible for classification and bibliographic control of tangible and electronic government publications.

2.2 Technology Management Process

In order to implement the goals and objectives outlined in GPO's Strategic Vision (available at: <http://www.gpo.gov/congressional/pdfs/04strategicplan.pdf>), GPO has established a Technology Management Program. Under the direction of the Chief Technical Officer, the Program will interact with GPO's business units and is responsible for the implementation of FDsys. The Technology Management Program also works closely with GPO's Information Technology & Systems (IT&S) department.

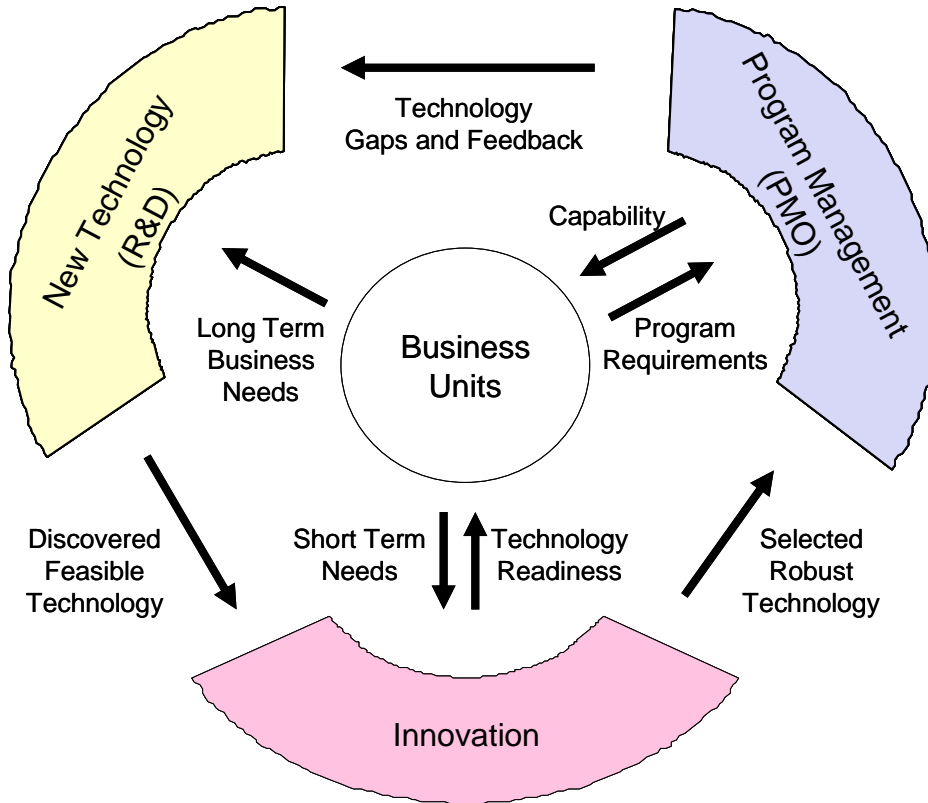
The Technology Management Program is comprised of three offices, the New Technology Office, the Innovation Office, and the Program Management Office. The Office of the Chief Technical Officer administers the Technology Management Program. Figure 1 describes the INT/PMO role as a technology management office.

- The **New Technology Office** uses business requirements from GPO's business units to discover emerging technology. The New Technology Office is responsible for developing a 3 to 5 year emerging technology outlook and strategy, discovering new technology, and recommending emerging technology for inclusion into FDsys.
- The **Innovation Office** is responsible for determining if, how, and when emerging technology is mature enough for inclusion into FDsys and other GPO activities. The Innovation Office then recommends technology to the Program Management Office for implementation.
- The **Program Management Office (PMO)** is in place at GPO to facilitate the effective development and deployment of systems to meet agency business needs. In the process, the PMO takes robust technology and applies it to the business units needs and structures programs to deliver business solutions. In terms of FDsys, the PMO is responsible for program management responsibilities of all programs and projects related to FDsys. The PMO will serve as the primary line of communication between GPO and the Master Integrator.
- **Information Technology & Systems (IT&S):** GPO's Information Technology & Systems (IT&S) department provides computing, telecommunications and networking services to the agency's various departments. Their primary focus is to manage and maintain the various

computing systems that assist the GPO's core mission of keeping America informed. IT&S is administered by GPO's Chief Information Officer. While the current role of IT&S in FDsys development is related directly to integration, security and infrastructure, IT&S expects to operate and maintain FDsys once the system is implemented.

The cycle is completed with the PMO identifying business solution gaps that require new technology, These gaps are communicated to the New Technology Office to focus technology discovery efforts.

Figure 1. Technology Management Program



2.3 FDsys Background

FDsys will ingest, preserve, provide access to, and deliver content of all three branches of the U.S. Government. The proposed future system is envisioned as a comprehensive, systematic, and dynamic means for preserving electronic content free from dependence on specific hardware and/or software. The system should automate many of the electronic content lifecycle processes and make it easier to deliver content in formats suited to customers' needs.

FDsys is described in detail by the *ConOps* and *RD* (available at: http://www.gpo.gov/projects/fdsys_documents.htm).

In general, FDsys will be a comprehensive Information Lifecycle Management System composed of approximately 6 solution clusters (Content Management, Content Preservation, Content Access, Content Delivery, Content Submission, Infrastructure) which are comprised of 20 to 25 functional areas. FDsys will be developed by a joint GPO and Contractor team. FDsys will also represent a modification to the existing GPO business structure.

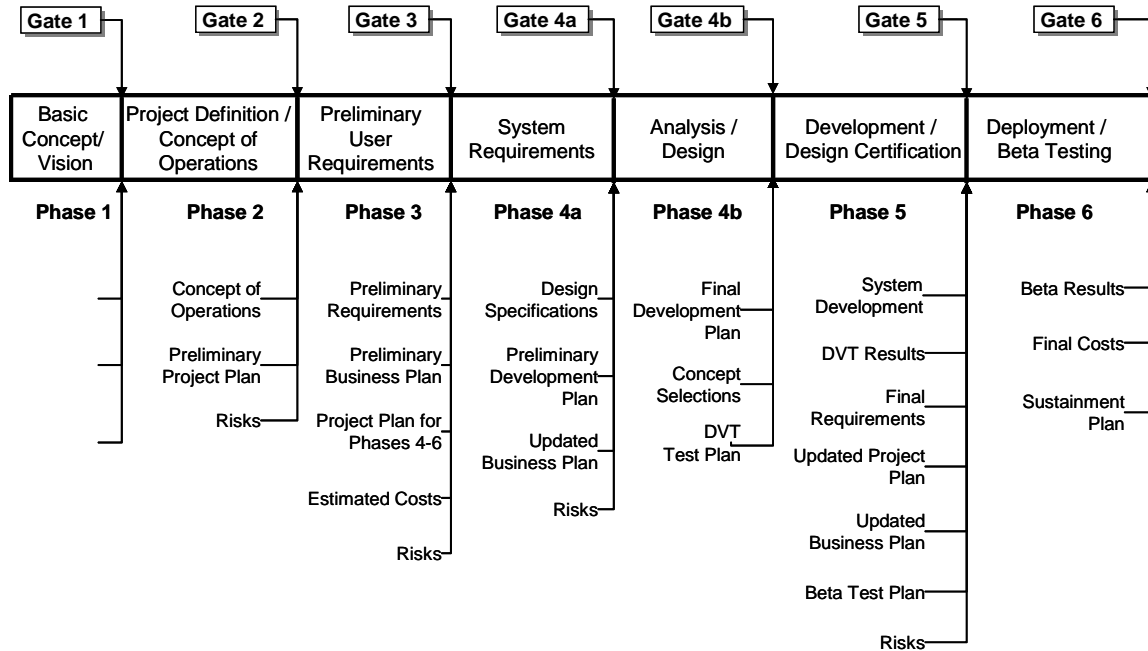
GPO has adopted the use of the Open Archival Information System (OAIS) reference model for an archival system that is dedicated to preserving and maintaining access to digital information. OAIS is a domain neutral reference model with characteristics broadly applicable to the management of any information over time. The OAIS model has been adapted and used in other research collaborations and provides the scalability, extensibility, and interoperability required for a system of this magnitude. Please consult the *ConOps* for more information on OAIS.

GPO intends to hire a prime contractor who will serve as Master Integrator to acquire and integrate suitable COTS and CaNDI components which meet FDsys requirements. The suitable COTS and CaNDI components will be selected by GPO and the MI. GPO will make the final approval of all COTS and CaNDI components. GPO is seeking a qualified contractor for the selection, acquisition, and subsequent integration of technologies and applications.

2.4 Phases & Gates Approach

GPO has implemented a phases and gates approach to implement FDsys, which is described in Figure 2. Work is performed in phases and deliverables are reviewed at gates. In order for subsequent work in the phase to begin, gate approval must be granted for the preceding phase. GPO has completed phases 1-3 and is now in the process of completing Phase 4. The Master Integrator will be responsible for completing all remaining phases in conjunction with the Program Management Office.

Figure 2. Phases and Gates 1-6



2.5 Technical Environment

The current GPO environment consists of legacy applications and infrastructure which will form portions of FDsys. Legacy applications and infrastructure will be mapped against FDsys requirements and GPO's emerging Enterprise Architecture.

3.0 Statement of Objectives

3.1 Overall Objectives

The overall objective of the FDsys program is to produce a world class Information Life Cycle Management System that will preserve, authenticate, version and provide access to the content within scope of the system. This information access must be preserved in perpetuity. The system must be designed and deployed in a modular fashion using COTS and **CaNDI** applications where possible, and be policy and technology neutral. The system must be designed with GPO, including the selection of technology products. The system must be designed in conformance with the most current versions of FDsys documentation, including but not limited to *ConOps*, *RD*, *Future Digital System: System Releases and Capabilities*, and *System Specifications and Characteristics*. Additionally, the system development activities must conform to GPO's designated phases and gates approach.

3.2 System Performance Objectives

1. Design a system which:
 - 1.1. Demonstrates reliability and maintainability characteristics that support system availability of 24 hrs/day, 7 days/week, 365 days/year at an acceptable service level to meet the agency's mission.
 - 1.2. Supports information ingest needs of the three branches of Government
 - 1.3. Provides enhanced tools that integrate into customer applications for content creation.
 - 1.4. Provides appropriate electronic access times to content in order to meet customer need.
 - 1.5. Is scalable and extensible to meet ongoing capacity needs as well as evolving features and allows for new technology insertion.
 - 1.6. Is rules-based and policy neutral.
 - 1.7. Can provide timely permanent public access to content within the system.
 - 1.8. Has low life-cycle support costs.
 - 1.9. Provides a level of security (physical, information systems, etc.) appropriate to the level of information that will be managed by the system.
2. Develop, integrate, test, deliver, and install a comprehensive information management system that fully meets GPO's mission and objectives.
3. Leverage the existing technical infrastructure and systems and hardware/software baselines as a means to control initial development cost and maintain current operating capacity.
4. Use open computer architectures, standards, and high-level software languages for all computational and data processing computer systems to the maximum extent feasible.
5. Develop and document procedures for managing system engineering, software and hardware development. Manage the FDsys program in accordance with these procedures and coordinate with GPO until operational transition.
6. Provide the most current versions of robust technology available when the system is delivered. Ensure hardware/software technology advances can be easily incorporated throughout the delivery schedule.

3.3 Program Management Objectives

1. Establish a government/contractor Integrated Product Team (IPT) partnership that is beneficial to achieving program goals and reduces the overall risk for the program.
2. Through the IPT structure, select compatible and robust technologies for the system.
3. Obtain, at the best value for the government, the appropriate products and services that will comprise the system.
4. Through the overall process, create a world class Information Lifecycle Management System. The system will allow GPO to provide preservation, version control, authentication, and access in perpetuity to content within GPO's scope.
5. Through the IPT structure provide programmatic schedule and performance information to the Government throughout the FDsys procurement and development process.
6. Obtain sufficient rights in technical data, both software and hardware, such that the Government can maintain and modify the system using Government personnel and third party contractors.
7. Demonstrate sound risk management processes. Mitigate risk to the maximum extent possible, especially on software development efforts through integration of metrics to monitor program status.
8. Through the IPT structure, adhere to a comprehensive configuration management policy.
9. Adopt and effectively comply with GPO's phases and gates approach to development.

3.4 Logistics Objectives

1. Establish contractor Logistics Support plan to allow for the operation and maintenance of the system to a guaranteed reliability and availability level, including spares, associated user documentation, support data, test equipment, and maintenance training.
2. Train GPO personnel in the operation and use of FDsys and train GPO IT support staff in the configuration management responsibilities of the FDsys product baseline.

3.5 System Security Objectives

1. Develop and maintain a security plan for FDsys, in accordance with the *ConOps* and *RD*.
2. Develop and maintain a recommended system acquisition list for security system hardware, software and services required for FDsys, in accordance with the *ConOps* and *RD*, and in accordance with the GPO Enterprise Architecture and *GPO IT Security Program Statement of Policy (GPO Publication 825.33)*.
3. Recommend hardware and software for an Identity Management system so that there is one interface for administrator personnel to use to provision access of users to FDsys resources.
4. Develop and maintain a *Continuity of Operations Plan (COOP)* and a *Contingency Plan (CP)* for FDsys.
5. Conduct and document a comprehensive Security Risk Assessment of FDsys.
6. Support evaluation of the security of individual and integrated FDsys systems. Such support includes, but is not limited to the following activities:
 - Prepare a detailed System Security Plan (SSP) in accordance with GPO SSP template (to be provided by GPO) such that FDsys will comply with the GPO IT Security Program Statement of Policy (GPO Publication 825.33).
 - Conduct and document Certification and Accreditation (C&A) of the FDsys, using GPO C&A document templates (to be provided by GPO).
7. Perform the following security compliance activities:
 - Perform periodic management and operational audits of FDsys operations.
 - Support periodic audits conducted by the GPO or its designated auditor of FDsys operations, planning, and security implementation. The contractor shall take immediate action to resolve identified findings or shortcomings, and implement changes required by the GPO based on the audit results.
8. Perform and document a Privacy Impact Assessment (PIA). The contractor will deliver a PIA in accordance with OMB guidance, Privacy Act and GPO privacy requirements.

3.6 Contract Constraints

- The FDsys is to be delivered to the main GPO facility in Washington, DC.
- GPO intends to operate the system.
- While not expected to be required, an option to perform operations and maintenance (O&M) for both short and long-term needs will form part of the contract.
- The vendor may choose to present a pre-configured system to GPO. Any technologies presented to GPO as a solution will be entered into inventory and will then be selected by GPO and the vendor.
- Other than required legacy infrastructure, GPO does not have pre-selected applications identified which will form the system.
- The Government will establish and maintain preliminary requirements and specifications. This documentation is the full extent of Government Furnished Information (GFI). All other required data shall be the contractor's responsibility. Government Furnished Equipment

(GFE) will consist of adequate work space and furniture All required equipment shall be the contractor's responsibility.

6.0 Government Furnished Property

6.1 Facilities, Supplies, and Services

GPO will provide office and lab space with serviceable chairs and desks.

6.2 Data Use, Disclosure of Information and Handling of Sensitive Information

The Contractor shall maintain, transmit, retain in strictest confidence, and prevent the unauthorized duplication, use, and disclosure of information. The Contractor shall provide information only to employees, Contractors and subcontractors having a need to know such information in the performance of their duties for this project.

Information made available to the contractor by the Government for the performance or administration of this effort shall be used only for those purposes and shall not be used in any other way without the written agreement of the Contracting Officer.

If public information is provided to the contractor for use in performance or administration of this effort, the contractor except with the written permission of the Contracting Officer may not use such information for any other purpose. If the contractor is uncertain about the availability or proposed use of information provided for the performance or administration, the contractor will consult with the COTR regarding use of that information for other purposes.

The contractor agrees to assume responsibility for protecting the confidentiality of Government records which are not public information. Each offeror or employee of the contractor to whom information may be made available or disclosed shall be notified in writing by the contractor that such information may be disclosed only for a purpose and to the extent authorized herein.

Performance of this effort may require the Contractor to access and use data and information proprietary to a Government agency or Government Contractor which is of such a nature that its dissemination or use, other than in performance of this effort, would be adverse to the interests of the Government and/or others.

Contractor and/or Contractor personnel shall not divulge or release data or information developed or obtained in performance of this effort, until made public by the Government, except to authorize Government personnel or upon written approval of the CO. The Contractor shall not use, disclose, or reproduce proprietary data that bears a restrictive legend, other than as required in the performance of this effort. Nothing herein shall preclude the use of any data independently acquired by the Contractor without such limitations or prohibit an agreement at not cost to the Government between the Contractor and the data owner that provides for greater rights to the Contractor.

All data received, processed, evaluated, loaded, and/or created as a result of this delivery order shall remain the sole property of the Government unless specific exception is granted by the Contracting Officer.

7.0 Place of Performance

Work may be performed at GPO or at the vendor's place of business. It will be the contractor's responsibility to document work and provide documentation to GPO each week. A test environment and prototype will be located at main GPO. The contractor will be required to attend all meetings at GPO that are considered mandatory.

8.0 Period of Performance

The desired start date is no later than 10 days after contract award with performance complete with the delivery Release 1.

Refer to the release schedule for FDsys in *Future Digital System: System Releases and Capabilities*.

9.0 Referenced Documents

Concept of Operations for the Future Digital System (ConOps)
Requirements Document for the Future Digital System (RD)
Future Digital System: System Releases and Capabilities
System Specifications and Characteristics

The FDsys Documents described above are available at:
http://www.gpo.gov/projects/fdsys_documents.htm

A Strategic Vision for the 21st Century:
<http://www.gpo.gov/congressional/pdfs/04strategicplan.pdf>

Section L – Preparation of Offers

Proposals should include the following items:

1. Description of Company
Each Offeror must provide a brief description of the company including the history, the organization, and staffing. The organization and staffing must clearly demonstrate the ability to handle all requirements defined in the SOO.
2. Past Experience
Each Offeror must provide a statement detailing experience with contracts or relevant business experience of similar size, scope, and complexity.
3. Statement of Financial Stability
Each Offeror must submit a complete copy of audited financial statements or comparable data covering the last two (2) years. All audited materials must have been completed by an independent outside auditor.
4. References
Each Offeror should provide references that have knowledge of prior experience and financial standing. The name, address, telephone number, and e-mail address should be provided for each contact as well as a short statement detailing the relationship.
5. Statement of Work (SOW)
Each Offeror should provide a SOW describing the proposed methodology and structure for meeting the objectives, expectations, and requirements. The SOW should specify in clear, understandable terms the work to be done or services to be performed, including specific tasks and deliverables.
6. Contracting Mechanisms
Each Offeror should provide proposed contracting mechanisms and estimates for the procurement of Master Integrator services. These include both integration and acquisition services of the FDsys technologies and components.
7. Risk Analysis
Each Offeror must include an analysis that identifies any of the anticipated risks for each component, the sources, and the steps taken to eliminate and reduce each risk. Any pending or expected litigation as well as any other situation that could affect the Offeror's ability to perform required functions should be included.
8. Proposed Schedule
Each Offeror must submit a proposed schedule of key phases for each component extending from the award of the contract to operation at a full performance level. The schedule should be presented in general timeframes (i.e. week #1, week #2,) rather than specified dates.

SECTION M – EVALUATION FACTORS

General

GPO reserves the right to consider as acceptable only those proposals submitted in accordance with all the requirements set forth or referenced in the Request for Proposal (RFP). In order to fully assess and evaluate the merits of the submitted proposals, written clarification or explanation requests may be issued by GPO's Contracting Officer after the initial technical evaluation has been completed.

Offerors are advised that the GPO may utilize outside Contractors and/or Consultants to assist in the evaluation of proposals. These outside Contractors will have access to any and all information contained in the Offeror's proposals, and will be subject to appropriate conflict of interest, standards of conduct, and confidentiality restrictions.

Selection of an Offeror for contract award will be based on an evaluation of proposals against three factors. The factors in order of importance are technical, past performance and experience on similar system. Although the technical factors are of paramount consideration in the award of the contract, performance and experience are important to the overall contract award decision. All evaluation factors other than cost or price, when combined, are significantly more important than cost or price. In any case, the Government reserves the right to make an award to that offeror whose proposal provides the best overall value to the Government.

Merits of each proposal will be evaluated carefully. Each proposal must document the feasibility of successful implementation of the requirements of the RFP. Offeror's must submit information sufficient to evaluate their proposals based on the detailed criteria listed below.

The estimated cost of an offer must be reasonable for the tasks to be performed and be subject to a cost realism analysis by the Government.

Basis for Award

GPO's source evaluation will be based on the quality and comprehensiveness of services being performed, the structure defined, and the adherence to GPO's phases and gates model. Accordingly, award will be made to the responsible and technically acceptable Offeror whose proposal provides the greatest overall value to the Government regarding cost, service, and other factors. This best-value determination will be accomplished by comparing the technical factors outlined by each Offeror regarding the strengths, weaknesses, and risks. Any impact these factors have on the projected revenue or cost will be important in the evaluation. GPO is seeking the proposal that will meet the objectives outlined in the SOO while at the same time providing superior service for the public.

GPO is seeking one successful Offeror to perform integration and acquisition services; however, GPO reserves the right to not make an award if proposals are deemed unacceptable.

Evaluation Criteria

Evaluation of all offers will be made in accordance with the criteria outlined in this section. The proposals will be evaluated using the following factors, listed in order of precedence:

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Factor 1	Technical Capability Project Understanding Personnel
Factor 2	Past Experience and Performance Similar Systems Experience Similar System Performance Facilities/Equipment/Resources
Factor 3	Controls Program Management Structure Risk Mitigation Compliance with GPO Phases & Gates

The evaluation criteria are used by a Source Selection Evaluation Board (SSEB) comprised of key GPO personnel when reviewing the technical proposals. The criteria below are listed in the order of relative importance.

Technical Capability

Factors:

A. Understanding of the purpose and need for this project, completeness of the plan presented to indicate understanding of the Statement of Work, and feasibility of the approach and methods proposed.

1. Understanding of the FDsys clusters and functional elements, GPO's mission and the interactions between the system clusters and mission.
2. Approach to system design and COTS integration as outlined in the RFP including proposed systems architecture. This design and architecture approach should address how the vendor will meet GPO's requirements. This would also include a simple layout diagram which demonstrates the configuration of the system clusters. This should include the base OAIS model and how the FDsys is similar and or different from the base OAIS model. The purpose is to demonstrate to the Source Selection Group at GPO the overall architecture of the proposed systems in a manner which may help GPO understand performance, reliability, initial/life cycle costs and other important aspects of the proposed systems.

B. Plan for qualifications and availability of key personnel, and relevance of background in terms of professional credentials and expertise. This plan should include phase-in and continuity of key staff.

1. The Primary Resource should have a relevant, professional degree and must have prior experience and demonstrated ability in integrating components to form large scale digital repositories dedicated to preservation of information as defined in the *RD 1.0*. This would include expert knowledge of the OAIS model as well as the Federal Enterprise Architecture (FEA)
2. Additional resources must have prior experience and demonstrated experience with 50% or more of the system functional elements as described in the *RD 1.0*. These resources must have the necessary capabilities to integrate COTS applications as selected.

Past Experience and Performance

Factors:

- A. Successful technical development of similar systems.
 1. Demonstrated experience developing or implementing OASIS based information lifecycle management systems or systems designed to fulfill requirements similar to those described in the RFP.

- B. Overall performance on similar systems.
 2. Verifiable and successful performance on systems of similar scope and complexity. This will include adherence to budget and contract pricing, not-excessive change orders. This will also include references. The contractor must provide GPO with a minimum of two references and verification of comparable work. MI candidates must demonstrate an overall CMMI level of 3 or higher and a Software CMM level 4 or higher - for the divisions working with GPO. In lieu of demonstrated CMM levels, vendors may show documented plans to achieve levels 3 and 4 respectively within 12 months of award.

- C. Facilities/Equipment/Resources
 1. Adequacy of physical facilities, including computer systems for the development, testing and operation of any beta systems or applications. The offeror must provide evidence that the appropriate facilities, equipment and resources are available for performance of the work. Standard, compatible computer equipment with the capability of communicating electronically with GPO staff should be made available for this project. Software utilized by GPO includes Microsoft Office Suite as well as Microsoft Sharepoint and Adobe Acrobat. In addition, the offeror should demonstrate the capability of providing backup personnel with equal or better skills and experience.
 2. Independent assessment of a company's financial stability. This will include such things as assets and liabilities, payment history and credit rating and risk.

Controls

Factors:

A. Program Management Structure

1. Approach to developing the system with GPO.

B. Risk Mitigation

1. GPO will evaluate Offeror's proposals to identify any aspect that could potentially create a significant risk to the Government. GPO will be looking at an Offeror's ability to identify and deal with program risk, both in proactive and reactive (emergency) situations. Trade-offs and risks should be clear throughout proposals and mitigation strategies presented proactively.

C. Compliance with GPO's Phases & Gates Structure.

Verifiable and successful performance on systems of similar scope and complexity. This will include adherence to budget and contract pricing, not-excessive change orders. This will also include references. The contractor must provide GPO with a minimum of two references and verification of comparable work.