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ADMINISTRATIVE OFFICE OF THE UNITED STATES COURTS

WASHINGTON, D.C. 20544 Date: 12/01/2023

GUIDE TO JUDICIARY POLICY

TRANSMITTAL	14-021	VOLUME/PART	14	CHAPTER(S)	1, 4, 7
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- TO: Circuit Executives Federal Public/Community Defenders District Court Executives Clerks, United States Courts Chief Probation Officers Chief Pretrial Services Officers Circuit Librarians Bankruptcy Administrators Certified Contracting Officers
- FROM: Judge Roslynn R. Mauskopf Rolyn R. Mauchorf.
- RE: PROCUREMENT

This transmittal provides notice of changes to *Guide to Judiciary Policy*, Volume 14 (Procurement):

<u>Chapter 1 – Overview</u> <u>Appendix 1K – Required Training by Certification Level (Contracting Officers Certification Program)</u> <u>Chapter 4 – Types of Contracts and Analysis of Offers</u> <u>Chapter 7 – Contract Administration</u> <u>Glossary of Procurement Terms</u>

These updates revised procurement policy guidance to:

- require Contracting Officers Certification Program (COCP) Levels 5-7 contracting officers to obtain Federal Acquisition Certificate for Contracting (FAC-C) Professional certification in Chapter 1;
- reflect the updated training requirements for COCP Levels 5-7 in Appendix 1K;
- clarify the requirements for Contracting Officers' (COs) determination and finding for all multi-year contracts in Chapter 4;
- allow Contracting Officer Representatives (CORs) to accept or reject contractor products and services, clarify guidance for making a payment using an online payment platform, update references to the General Services Administration's (GSA) System for Award Management (SAM), and clarify that Clause 7-40 applies to all non-personal services in Chapter 7; and

Guide Transmittal 14-021 – Procurement

• add, clarify, and update entries in the Glossary of Procurement Terms.

The revision also reflects stylistic changes to improve readability. The significant changes are detailed in the Redline Comparison below.

Questions regarding this transmittal may be directed to the Procurement Management Division of the AO's Finance and Procurement Office, at 202-502-1330.

REDLINE COMPARISON REFLECTING CHANGES

[Significant changes in Chapter 1 (Overview) follow:]

§ 140 Contracting Officers Certification Program
[...]

§ 140.25 Level 2 Certification: Special Program Delegation

[...]

§ 140.25.40 Training Requirements

To be eligible for appointment as a Level 2 CO, individuals must complete:

the online Small Purchase Procedures

[...]

the online <u>Special Categories of Procurements</u>
 [...]

§ 140.40 Level 5 Certification: General Delegation

[...]

§ 140.40.40 Education and Training Requirements

- (a) To be eligible for appointment as a Level 5 CO, individuals must have either a baccalaureate degree OR at least 24 semester hours among these disciplines: accounting, law, business, finance, contracts, purchasing, economics, industrial management, marketing, quantitative methods, or organization and management. In addition, the <u>an</u> individual must-complete:
 - (1) Hold a Federal Acquisition Certificate for Contracting (FAC-C Professional), or be in the process of obtaining a FAC-C Professional, by:
 - (A) completing the required courses,
 - (B) passing the FAC-C Professional certification exam, and
 - (C) gaining the necessary experience; and
 - (2) Complete the mandatory judiciary training-plus one of the two elective courses, as indicated in Appx. 1K (Required Training by Certification Level (Contracting Officers Certification Program)).
- (b) Individuals appointed as Level 5 COs <u>also</u> must complete 80 hours of FAC-C Professional <u>continuing education</u> training <u>requirements</u> every two years.

REDLINE COMPARISON REFLECTING CHANGES					
-	vel 6 Certification: General Delegation				
[] § 140.45.40	Education and Training Requirements				
<u>(a)</u>	To be eligible for appointment as a Level 6 CO, individuals must-meet:				
	(1) complete the education requirements and training and have the experience for Level 5 Certificationa FAC-C Professional (see: § 140.40.40 (Education and Training Requirements)), and				
	(2) complete the additional mandatory <u>judiciary</u> training plus two electives, as shown in <u>Appx. 1K (Required Training by Certification Level (Contracting Officers Certification</u> <u>Program)</u>).				
<u>(b)</u>	Individuals appointed as Level 6 COs must complete 80 hours of the FAC-C Professional continuing education continuing education training requirements every two years.				
[]	vel 7 Certification: General Delegation Education and Training Requirements				
<u>(a)</u>	To be eligible for appointment as a Level 7 CO, individuals must-meet:				
	(1) complete the education requirements and training and fulfill the experience requirement for Level 6 certificationa FAC-C Professional (see: § 140.40.40 § 140.45.40-(Education and Training Requirements)), and				
	(2) complete the additional mandatory <u>judiciary</u> training-plus two electives, as shown in <u>Appx. 1K (Required Training by Certification Level (Contracting Officers Certification</u> <u>Program)</u>).				
<u>(b)</u>	Individuals appointed as Level 7 COs must complete 80 hours of the FAC-C Professional continuing education continuing education training requirements every two years.				
§ 140.55 Tra [] § 140.55.20	ining Training Availability				
(a)	Levels 1 Through 3				
	Training for appointment up to Level 3 is available only through the judiciary, because the classes are specific to the judiciary's unique requirements. Training includes: [] • Judiciary Basic Procurement SeminarSmall Purchase Procedures (online training),				
	Standard Competitive Contracting Procedures (online training), []				

REDLINE COMPARISON REFLECTING CHANGES									
§ 140.55.30 Training Alternatives									
[] (b)	[] (b) Credit for the Same or Similar Classes								
Credit for previously completing the same classes or similar ones is considered by the PE on a case-by-case basis, except for the following unique judiciary courses: [] <u>Judiciary Basic Procurement SeminarSmall Purchase Procedures (online training),</u>							on		
	 <u>Standard Competitive Contracting Procedures</u> (online training), [] 								
[Significant changes in Appendix 1K (Required Training by Certification Level (Contracting Officers Certification Program)) follow:]									
(Note: Certification Level 4 is reserved. All "CON" and "FCN" required courses are Federal Acquisition Institute (FAI) training courses or equivalent. All judiciary-specific courses are available on JNet Procurement Training page. See also: fai.gov. Procurement Training page. See also: fai.gov.)									
<u>(a)</u>									<u>ob</u>
	(1) complete four training courses (CON 1100, CON 1200, CON 1300, CON 1400),								
(2) have at least 12 months of full-time experience applying contracting technical competencies, and									
(3) pass the contracting professional certification exam.									
(b) Career procurement personnel in the 1102 job series (COCP levels 5-7) who were certified at the legacy Federal Acquisition Certification in Contracting (FAC-C) Levels I, II, or III, as of Feb. 1, 2023, were automatically certified as FAC-C (Professional) and are not required to complete the four training courses.									
Required Training [table] HrsAppr ox Hours Certification Leve						I			
Procurement	Liaison Officers		1	2	3	4	5	6	7
Contracting C	officers								
Judiciary Procurement Workshop (classroom<u>instructor led</u>)		16			х		E		
Appropriations Law for the U.S. Courts (online)		6		Х	х		х	Х	Х
Shaping Smart Business Arrangements (CON 100) (online)Contract Foundational Skills (CON 1100)		16<u>64</u>					х	х	х
Contract Planning<u>Pre-Award</u> (CON 121) (online<u>1200</u>)		23 80					х	х	х
Contract ExecutionAward (CON 124) (online 1300)							х	х	Х
Contract <u>ManagementPost-Award</u> (CON 127) (online 1400)							х	х	Х

REDLINE COMPARISON REFLECTING CHANGES								
Basic Contracting for GSA Schedules (FAC 023) (online)	4					×	×	×
Small Business Programs (FAC 031) (online)	2.5					×	×	×
Performance-Based Payment and Value of Cash Flow (CLC 057) (online)	4					×	×	×
Introduction to Contract Pricing (CLC 058) (online)	2					×	×	×
Fundamentals of Cost and Price Analysis (CON 170) (classroom)	80					×	¥	×
FAR Fundamentals (FCN 190) (classroom)	80					×	×	×
Business Decisions for Contracting (CON 200) (online)	19						×	×
Legal Considerations in Contracting (CON 216) (online)	23						×	×
Analyzing Contract Costs (CLC 056) (online)	47						×	×
Intermediate Contracting for Mission Support (CON 270) (classroom)	6 4						×	×
Managing Government Property in the Possession of Contractors (CLC 051) (online)	2						×	×
Negotiating (HBS 428) (online)	2						×	×
Source Selection and Administration of Service Contracts (CON 280) (classroom)	80						¥	×
Contract Administration and Negotiation Techniques in a Supply Environment (CON 290) (classroom)	40						×	×
Contracting for Decision Makers (CON 360) (classroom)	80							×
Writing Performance Work Statements (CON PWS) (classroom)	2 4							×
Customer Focus (HBS 408) or Ethics at Work (HBS 415) (both online)	<u>*</u>							×
Mission-Focused Services Acquisitions (ACQ 265) or Understanding Industry (ACQ 315) (both classroom)	Vary							×
[] X = Mandatory <u>E = Elective</u>								
(Note: Mandatory and elective training required <u>only</u> for COCP Level <u>s</u> 5, 6 and 7 may be obtained from FAI or various commercial and educational organizations and is subject to the <u>approval of the Procurement</u> Executive's <u>approval.</u> []								
[Significant changes in Chapter 4 (Types of Contracts and Analysis of Offers) follow:]								
§ 410 Contract Types [] § 410.75 Multi-Year Contracts []								

r							
REDLINE COMPARISON REFLECTING CHANGES							
§ 410.75.30 Limitations on Use of Multi-Year Contracts							
[] (b)	ermination and Finding						
	All multi-year contracts, including those meeting the criteria stated below in paragraph (c), must be supported by a determination and finding signed by the CO confirming:						
	(1) <u>funds are available and obligated for the contract for:</u>						
	(A) the full period of the contract or the first fiscal year in which the contract is in effect, and						
	(B) the estimated costs associated with a necessary termination of the contract;						
	(2) the need for the products or services is reasonably firm and is expected to continue over the entire period of the contract; and						
	(23) the use of a multi-year contract will result in a definite cost savings of at least 5% for <u>best serve</u> the judiciary over issuance of annual orders or of a contract with options to extend beyond a base period.						
[]	(Note: The specific pricing information demonstrating the savings must be included in the determination organization's interests by encouraging full and finding.)open competition or promoting economy in the organization's administration, performance, and operations.						
[Significant cl	hanges in Chapter 7 (Contract Administration) follow:]						
§ 710 Mainta	aining Records						
§ 710.10 Pro	§ 710.10 Procurement Files (Purchase/Delivery/Task Order or Contract Files)						
[] § 710.10.20 F []	Required Documentation						
(b)							
	 [] (6) Copies of the advertisement of the requirement and/or documentation that the requirement was advertised locally or on <u>beta.SAM.gov</u> (formerly FedBizOpps)SAM.gov (or the approved exception from advertising); [] 						

§ 715 Responsibilities

[...]

§ 715.25 Functions of the CO and COR

[. . .] § 715.25.25 Receipt, Inspection, and Acceptance of Performance

The COR recommends acceptance<u>accepts</u> or rejection of<u>rejects</u> performance<u>of services</u>, including any deliverables required. If applicable, the COR will normally provide this recommendation to the CO only after consultingconsult with customer organizations to confirm the contractor has performed consistent with the contract-<u>before accepting or rejecting performance</u>. The COR performs this function because the COR<u>he</u> or she is generally on-site and either observes the performance of services first-hand or is the delivery point for material deliveries. The COR has the final decision for acceptance or rejection after discussing the delivery or performance with the COR.

§ 715.25.40 Ensuring that the Contractor Is Paid

[...] If it is appropriate to refuse payment of an invoice, in whole or in part, the COR must notify the CO promptly of the reasons [...]

§ 715.55 Clauses/Provisions [table]						
Clause or Provision	Include in					
(i) <u>Clause 7-40, Judiciary-</u> <u>Contractor Relationships</u>	all solicitations and contracts that do not involve the use of judiciary information technology funds for non-personal services. (The CO will not include this clause in PE-authorized personal services contracts using judiciary information technology funds.)					

§ 735 Quality Assurance

§ 735.10 In General

The CO is responsible for ensuring that products and services received under each contract conform to the quality and quantity requirements of the contract, including inspection, acceptance, warranty, and any other measures associated with quality assurance. <u>The COR assists the CO by performing this function because</u> the COR is generally on-site and either observes the performance of services first-hand or is the delivery point for material deliveries.

§ 735.40 Responsibility for Acceptance

 [...]
 (c) In addition, the CO may not delegate authority to the COR to reject products or services. Only the authority to accept may be delegated.

§ 740 Payments

[. . .]

§ 740.30 Payment

§ 740.30.10 Means of Payment

- (a) Payment may be made by check or electronic funds transfer (EFT) (if available). Use of an on-line money transfer service, such asonline payment platform (e.g., PayPal, Venmo) for making contract payments is not authorized.
- (b) An exception may be made where there is only one source of a needed product or service that will not accept payment by any method except PayPal.the online payment platform. In such cases, the file shouldmust be thoroughly documented to show the efforts made to reach agreement with the contractor to pay by other methods before resorting to PayPalthe online payment platform. Payments made using this method may not exceed the purchase cardholder's single-purchase limit.

[Significant changes in Glossary of Procurement Terms follow:]

Computer A device capable of accepting data, performing prescribed operations on the data, and supplying the results of those operations. It includes any device that operates on (1) discrete data by performing arithmetic and logic processes on the data or (2) analog data by performing physical processes on the data.

Computer Data BaseDatabase – A collection of datarecorded information in a form capable of, and for the purpose of, being stored in, processed, and operated on by a computer.

Computer Program Instructions or statements including, but <u>The term does</u> not limited to, source code, object code, and algorithms, in<u>include</u> computer usable form, that cause a computer to perform specified operations. Computer programs may be machine dependent or machine independent, and may be general or specific in purposesoftware.

Computer Software – Computer programs, <u>computer data bases</u>, and their documentation.<u>that comprise a</u> series of instructions, rules, routines, or statements, regardless of the media in which recorded, that allow or cause a computer to perform a specific operation or series of operations; and recorded information comprising source code listings, design details, algorithms, processes, flow charts, formulas, and related material that would enable the computer program to be produced, created, or compiled. The term does not include computer databases or computer software documentation.

Court Unit – <u>A term used to refer to courts of appeals, circuit offices, district courts, bankruptcy courts, bankruptcy administrator offices, and probation and pretrial services offices, along with their constituent units. One of the following: Circuit Executive's Office, Court of Appeals Clerk's Office, Staff Attorney's Office, Bankruptcy Appellate Panel, Circuit Librarian Office, District Court Clerk's Office, District Executive's Office, Bankruptcy Administrator Office, Bankruptcy Court Clerk's Office, Probation Office, Pretrial Services Office, and Circuit Judicial Council.</u>

Discussion Any oral or written communication between the judiciary and an offeror (other than communications conducted for the purpose of verification) that is initiated by the judiciary and involves information essential for determining the acceptability of an offer or provides the offeror an opportunity to revise its offer.

Dunn and Bradstreet<u>DUNS</u> – Data</u> Universal Numbering System – A numbering system applied by Dunn and Bradstreet(<u>Note:</u> In April 2022, the federal government stopped using the DUNS number to <u>uniquely</u> identify business entities.

DUNS –.) See: <u>Dunn and Bradstreet Universal Numbering SystemUnique Entity Identifier</u>.

Electronic Funds Transfer (EFT) – Any transfer of funds, other than a transaction originated by cash, check, or similar paper instrument, that is initiated through an electronic terminal, telephone, computer, or magnetic tape, for the purpose of ordering, instructing, or authorizing a financial institution to debit or credit an account. The term includes Automated Clearing House transfers, Fedwire transfers, and transfers made at automatic teller machines and point-of-sale terminals. For purposes of compliance with 31 U.S.C. § 3332 and implementing regulations at 31 CFR part 208, the term "electronic funds transfer" includes a governmentwide commercial purchase card transaction.

Expert – A person with a high degree of attainment in a professional, scientific, technical, or other field who is specially qualified by education and with excellent qualifications, skills, experience to perform difficult and knowledge above those challenging tasks in a particular field beyond the usual range of achievement of the ordinary person in the field. An expert's knowledge and mastery of the practices, problems, methods and techniques of a field of activity or of a specialized field are clearly superior to those usually possessed by ordinarily competent persons in that activityfield. An expert usually-is regarded by other persons in the field as an authority or as a practitioner of unusual competence and skill by other persons in the profession, occupation, or activity. To qualify as an "expert," an individual or business entity must meet all the criteria in this definition in a professional, scientific, technical, or other activity.

FedBizOpps – <u>FBO has moved to SAM.gov and is known as Contract Opportunities</u>. **See:** SAM website.A daily publication that lists the government's proposed contract actions, contract awards, subcontracting leads, sales, surplus property and foreign business opportunities. **See also:** <u>Government-Wide Point of Entry (GPE)</u> and <u>FBO website</u>.

<u>Governmentwide Acquisition Contract (GWAC)</u> – A task order or delivery order contract for information technology established by one agency for governmentwide use that is operated:

- (a) by an executive agent designated by the Office of Management and Budget (OMB), or
- (b) under a delegation of authority issue by the General Services Administration (GSA).

The Economy Act does not apply to orders under a GWAC.

<u>Governmentwide</u>Government-Wide Point of Entry (GPE) – A daily publication that lists the government's proposed contract actions, contract awards, subcontracting leads, sales, surplus property, and foreign business opportunities. See also: <u>FedBizOppsSAM website</u>.

Information Technology – Any equipment, or interconnected system(s) or subsystems(s) of equipment, that is used in the automatic acquisition, storage, <u>analysis</u>, <u>evaluation</u>, manipulation, management, movement, control, display, switching, interchange, transmission, or reception of data or information by an entitythe agency. The term <u>"information technology"</u> includes computers, ancillary equipment <u>(including imaging peripherals, input, output, and storage devices necessary for security and surveillance), peripheral equipment designed to be controlled by the central processing unit of a computer, software, firmware and similar procedures, services (including support services), and related resources.</u>

JNet - The judiciary's intranet. Changes to procurement procedures will be posted on JNet.

Judiciary - The judicial branch of government. A system of courts of law and the judges of those courts.

Judiciary Organizations – <u>See:</u> Guide, Vol. 14, § 110.40(a) for a list of Judicial Branch organizations to which Guide, Vol. 14 (Procurement) applies.Judicial branch organizations to which Guide, Volume 14 (Procurement) applies, including: the United States courts and their court units, as defined above; the Administrative Office of U.S. Courts (AO); the Federal Judicial Center; the Judicial Panel on Multidistrict Litigation (JPML); the Federal Public Defender Organizations (FPDOs); U.S. Court of Federal Claims; U.S. Court of International Trade; and Foreign Intelligence Surveillance Court; and all other judiciary organizations and programs for which the Director of the AO has been granted statutory procurement authority. **Excludes:** United States Supreme Court, United States Sentencing Commission, and community defender organizations (unless specified by the terms of the individual grant agreement).

Judiciary's Small Purchase Threshold – A limitation specifying that open market purchases must not exceed. The limit is specified in the <u>Guide, Vol. 14, § 325.10</u>See: Guide, Vol. 14, § 325.10.

Justification for an Exception to Fair Opportunity (JEFO) – A document to justify and obtain approval for contract solicitations that limit competition for Delivery Order or Task Orders. See: Guide, Vol. 14, § 410.30.73.

Justification for Limited Open Market Competition (JLOC) – A document to justify and obtain approval for contract solicitations that use other than Full and Open Market Competition. See: Guide, Vol. 14, § 335.60.30.

Limited Source Justification (LSJ) – A document to justify and obtain approval for limiting sources in a procurement that exceeds the GSA's micro-purchase threshold at either the order or BPA level. See: Guide, Vol. 14, § 310.50.63 (Limiting Sources on Orders Placed Under Federal Supply Schedules) and § 310.50.66 (Limiting Sources Based on Item Particular to One Manufacturer (Brand Name)).

Lowest Price Technically Acceptable – An evaluation process that is appropriate when best value is expected to result from selection of the technically acceptable proposal with the lowest evaluated price.

Professional Services – <u>Services rendered by persons who are members of a particular profession or</u> possess a special skill and who are not officers or employees of the contractor. These services are generally acquired to obtain information, advice, opinions, alternatives, conclusions, recommendations, training, or direct assistance, such as studies, analyses, evaluations, liaison with government officials, or other forms of representation. Services provided by an individual whose position requires a license or certification, such as a doctor or a certified public accountant.

Service Contract Act – The Labor Standards – Formerly the Service Contract Act of 1965, as amended. It he Service Contract Labor Standards statute requires that service contracts over \$2,500 contain mandatory provisions regarding minimum wages and fringe benefits, safe and sanitary working conditions, notification to employees of the minimum allowable compensation, and equivalent federal employee classifications and wage rates.

Signature or Signed – The discrete, verifiable symbol of an individual which, when affixed to a writing with the knowledge and consent of the individual, indicates a present intention to authenticate the writing. This includes electronic symbols asand signatures including digital electronic signatures, via the Facility Access Card-Personal Identity Verification (FAC-PIV) used by Contracting Officers that meet the standards of the Judiciary Information Security Framework (JISF).

Small Purchase – A purchase made using less strict contract forms and procedures. Small purchases involve the use of a purchase order, rather than a contract. This procurement has a monetary restriction. **See:** <u>Guide, Vol. 14, § 325.10.3010</u> and <u>§ 140</u>.

Software As A Product – Software provided to the judiciary for use on its systems, such as term software licenses and perpetual software licenses. Once the initial software has been delivered, the contractor is deemed to have substantially fulfilled its contractual obligations, so there is no or minimal risk to the government of the vendor failing to perform. This is true even if the software is accompanied by agreements from the vendor to provide standard software support that includes such things as bug fixes, access to software updates, online help. Payment may be made in full at the time of purchase for software as a product and such payment is not considered an advance payment.

Software As A Service (SaaS) – Purchase of software with significant services from the vendor, such as developing and supporting customized software, or that relies on the vendor or manufacturer to maintain the software on its systems or the web and provide customer access via the vendor's software rather than the user's own system. This can also be referred to as a "software subscription." Purchases of software as a service are considered service contracts and are, therefore, subject to the restrictions on advance payments that generally apply to service contracts.

Statute – A law enacted by a legislature.

Statutory - Enacted, regulated, or authorized by statute.

Subcontract – Any contract<u>entered into by a subcontractor</u> to furnish products or services for the performance of a prime contract or higher-tier subcontract. It includes but is not limited to purchase orders, <u>and changes</u> and modifications <u>ofto</u> purchase orders.

Subcontractor – Any <u>supplier</u>, <u>distributor</u>, <u>vendor</u>, <u>or</u> firm that furnishes <u>products</u><u>supplies</u> or services to or for a prime contractor or <u>higher-tieranother</u> subcontractor. [...]

System Award Management (SAM) – The primary government repository for prospective federal awardee and federal awardee information and the centralized government system for certain contracting, grants, and other assistance-related processes. It includes:

- (a) Data collected from prospective federal awardees required for the conduct of business with the government;
- (b) Prospective contractor-submitted annual representations and certifications consistent with FAR subpart 4.12; and
- (c) Identification of those parties excluded from receiving federal contracts, certain subcontracts, and certain types of federal financial and non-financial assistance and benefits. **See:** SAM website.

Tax ID Number – <u>See: Taxpayer Identification Number (TIN)</u>. A business number or an individual's social security number to be used to identify the business or individual for tax purposes.

Technically Acceptable Lowest Price – Used when there is a cost or price competition between offers.

Unique Entity Identifier (UEI) Number – A 12-character alphanumeric field that is the official identifier for doing business with the U.S. government, replacing DUNS Number.

Wage Determination – A determination of minimum wages or fringe benefits made under the Service Contract <u>ActLabor Standards (formerly known as the Service Contract Act of 1965)</u> applicable to the employment in a given locality of one or more classes of service employees. [...]

Walsh-Healey Public Contracts Act – Requires that (unless exempted), all contracts subject to the Act and entered into by any instrumentality of the United States, or by the District of Columbia, for the manufacture or furnishing of materials, products, articles, and equipment in any amount exceeding over \$1015,000, must include or incorporate by reference the stipulations required by the Act pertaining to such matters as minimum wages, maximum hours, child labor, convict labor, and safe and sanitary working conditions.