1 5 SEP 1975

MEMORANDUM FOR: Acting Director of Logistics

SUBJECT

: Procurement of Common-Use Items

REFERENCE

: Ltr dtd March 24, 1975, to Heads of Civil Departments and Agencies fr Comptroller General of the United States, Subj: Possible Sayings in Procurement of Goods and Services

- 1. By means of a "Report to the Congress" dated 31 December 1974, the General Accounting Office (GAO) of the Comptroller General noted that:
 - a. General Services Administration (GSA), with minor exceptions, is responsible, under law, for procurement and supply of goods and services to federal agencies.
 - b. During FY 1973, GSA did, in fact, provide goods and services valued at \$1.7 billion to Executive Branch agencies. During this same period, however, agencies which should have procured most, if not all, of their requirements from GSA spent an additional \$1.4 billion with commercial sources for identical or similar goods and services available from GSA sources.
 - c. Average savings realized through use of GSA sources is figured to be 23 percent as compared to commercial prices.
- 2. By coincidence, an independent study prepared by Logistics Services Division (LSD) during March and April 1975 addressed the same subject, i.e., GSA versus commercial sources, but with some rather different conclusions. Based on a selected, but representative, list of 22 fast moving standard stock items, it appears that we could have saved \$71,000 last fiscal year had we purchased our requirements for those items in the commercial market (attachment A).
- 3. We have reviewed the entire subject in an effort to reconcile the apparent differences noted above and have established some key factors which appear to preclude any general Agency policy permitting commercial acquisition of common-use supplies normally obtained from GSA. The governing Federal Regulations are very explicit as to our responsibilities in this respect. For example, paragraph 101=25.101-5, chapter 101, of the Federal Property Management Regulations states:

SUBJECT: Procurement of Common Use Items

"The following criteria shall govern in determining whether an item should be supplied through local purchase:

- (a) Urgency of need requires local purchase to assure prompt deliveries;
- (b) The items are perishable or subject to rapid deterioration which will not permit delay incident to shipment from distant points;
- (c) The local purchase is within applicable limitation established by the Agency head; or
- (d) Local purchase will produce the greatest economy to the Government."
- 4. Heretofore, we have procured commercially only those items falling within the "urgency of need" category and the LSD proposal opens for discussion the possibility of greater economy through local purchase which is in direct contravention to the GAO findings and recommendations. Here again the controlling Federal Regulation is both explicit and limiting, permitting such action only when prior authority has been obtained from the Commissioner, Federal Supply Service, GSA. As can be seen (attachment B), such authority will not be granted easily, a fact confirmed by the Chief, Supply Division (SD).
- 5. On balance, the Office of Logistics is complying with both the letter and the intent of existing Federal Regulations. Following are summaries of how we obtain common-use items.
 - a. Interdepartmental Support Branch, SD The bulk of items procured (55 percent) come from Defense Supply Agency and not GSA. The balance of those items procured come from established GSA sources with the exception of rather insignificant demands on such other Government sources as the Departments of Army, Air Force, and Navy.
 - b. General Procurement Branch, Procurement Division Although 67 percent of this unit's workload reflects commercial procurement, this source is only used when requirements cannot be obtained through existing Federal Schedule contracts or other Government sources. Commercial acquisitions fall logically within the emergency concept.

SUBJECT: Procurement of Common-Use Items

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- d. Building Services Branch (BSB), LSD As a general rule, BSB either requisitions from or obtains items from GSA. Material is obtained from commercial sources only when not available, or some times when back ordered from GSA. It must be noted that lengthy GSA back orders are not uncommon. For example, in August an order was placed with GSA for ordinary staples, GSA notified us that staples would not be available before April 1976. Another typical item is dictionaries ordered last May but not to be delivered until April 1976. Quantities of both of these items might have to be procured commercially even though they are included in the list of things we must buy from GSA.
- One interesting fact developed during the course of this review concerns the almost cyclic variation of prices for specific commodities. It is evident that most of the time, and for most items. GSA is a less costly source of the material it provides. This is true even for the 22 specific items listed in attachment A even though at the time commercial quotations were obtained they were less than the GSA quoted prices. The probable cause of this phenomenon is the necessity for GSA to survey the market and to insure adequate supplies of those items they believe may be entering a shortage phase-even if it is necessary to pay premium prices to insure adequate inventories. The frequent, and obvious, end result of this approach, of course, is a situation in which a shortage or drastic price increase doesn't occur and GSA is caught with a high-price commodity which it must sell at a price higher than the current market price. This factor is discussed in the GAO report. It follows logically then that at any given time there will be some items stocked by GSA at a higher cost than the current market price. This is not adequate justification to procure commercially, however, as the next GSA buy will reflect the lower prices dictated by the supply and demand interplay involved. This fact is accepted by LSD.

7. To summarize:

- a. The bulk of our procurements of common-use items are made through proper channels within the intent of the governing Federal Regulations.
- b. There really is no overall saving inherent in commercial procurement of even selected items as GSA will normally provide the financial benefits of bulk buying at the best possible price.
- c. There will continue to be limited buys in the commercial market for those common-use items not immediately available through GSA.

SUBJECT: Procurement of Common-Use Items

- d. In any event, it would be extremely difficult, if not impossible, to obtain the necessary waiver to permit the Agency to have free access to the commercial market.
- 8. Based on the totality of the very complicated picture outlined above, it is our recommendation that we continue on with our current approach to procurement of common-use items. This approach has met the dual tests of time and performance throughout the Agency.

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| Chief. | Plans | and | Programs | Staff. | OL | |

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STAT OL/P&PS: (15 Sep 75)

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ADMINISTRATIVE - INTERNAL USE ONLY

17 APR 1975

Chief, Plans and Programs Staff, OL 🗸 MEMORANDUM FOR:

Chief, Procurement Division, OL

Chief, Supply Division, OL

SUBJECT

Cost Effectiveness of Present Requisitioning/

Procurement Procedures

This Division does on occasion make small emergency purchases of so-called standard stock items for special customer short leadtime requirements or to tide us over pending delivery of stock on order. This has led us to do some comparison shopping with what I feel are amazing results. Attachment A, the product of considerable research] reflects a possible annual savings of \$71,000 were we to obtain the items listed therein from commercial sources as opposed to requisitioning them from Attachment B represents quotations pro-GSA stores stock. vided by local merchants. As says, this is enough to cause us to wonder as to the relative values of the massive GSA centralized procurement system.

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It would seem to us that in this case adherence to long-established procedures may well win us the accolade of the year for being nice guys that follow the rules, but there are Pyrrhic implications in such an award, particularly in view of the \$71,000 and the current budget climate. Perhaps we should think about having PD establish a few BPA's with Stott, Ginn, et al., for LSD/BSB use provided we can have GSA provide the necessary waiver. We may just have sufficient justification for BSB as it has a minimal stock direct-use type of operation. For stocks, I am not at all sure. In any event, it will take good coordination and cooperation on the part of all divisions concerned, and if we can have those good things without committee meeting this problem to death we will all be ahead. is our representative. May we hear from you?

Chief

Logistics Services Division, OL

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cc: C/B&FB/OL OL 5 10.104 Approved For Release 2003/05/06: CIA-RDP87-01146R000100030004-6

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8 April 1975

MEMORANDUM FOR: Chief, Logistics Services Division, OL

THROUGH : Chief, Building Services Branch, LSD/OL

SUBJECT : GSA Schedule Prices vs. Open Market Prices

- 1. The items on the attached listing are currently being procured from General Services Administration. Also attached are current quotations from three commercial vendors for similar items.
- 2. The listing is self-explanatory and represents a savings of \$70,864.00 per year to the Agency if we could procure selected items on the open market.
- 3. As an additional savings idea, if 10,000 people in Headquarters Metropolitan Area saved one paper clip per working day (10,000 = 10 boxes X \$4.00/Bx X 252 days per year) we could save an additional \$10,080.00 per year.

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Chief,

Acquisition & Control Section Building Services Branch, LSD/OL

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RICHMOND WASHINGTON

THING FOR THE OFFICE

April 3, 1975

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| Central | Intelligence | Agency |
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This letter will confirm our conversation of two weeks ago in reference to pricing on items that you might purchase on the open market from the M. S. Ginn & Co.

Items and prices will be as follows:

| <pre>Item Number:</pre> | | Current Price: | | |
|-------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----|-----|
| 4020-241-8881 7210-205-1175 7220-457-6046 7220-457-6054 7220-205-3182 7510-285-5995 7510-223-6807 7510-282-8201 | Cushion Chair Mat Chair Mat Chair Mat Binder Clips Binder Clips Binder Clips | .71 per ball × 2.54 each × 19.90 each × 23.80 each × 31.30 each × 1.71 per doz × .72 per doz × .48 per doz × | | |
| 7510-161-4284 7510-223-6814 7510-223-6815 7510-254-9054 7510-254-9065 7510-991-1816 7510-162-6166 7510-281-5234 7510-286-5757 | Wite-Out Reinforcements Fasteners Fastener Bases Fastener Bases Finger Pads Finger Pads Finger Pads Ko-rec-type Paperweight Pencils Pencils Sheet Protectors Rubber Bands Rubber Bands Rubber Bands Rubber Bands Staples | 1.47 per M .39 per bottle .16 per 150 .78 per box of 50× .98 per box of 100× .87 per box of 100× .065 each × .065 each × .065 each × .23 per pkg86 each × .29 per doz99 per doz99 per doz06 each × .28 per box .29 per doz28 per box .29 per doz28 per box .28 per box .29 per doz29 per doz. | 33¢ | À2- |

Current Price: Item Number: 5.29 each 7520-285-3145 Wood Card Box 7520-285-3146 Wood Card Box 6.90 each / 1.38 each /85 65A 7520-283-6957 Card File 2.00 each 2,55 GSA 150/47 7520-286-6959 Card File .37 each .41 G5A 7520-281-5918 Clipboard .39 each . 40 G S A 7520-240-5503 Clipboard 18.00 each/ 7520-550-6501 Copyholder 7520-286-1726 Everyday File 2.12 each 7520-286-1724 Everyday File 2.70 each -7520-171-1120 List Finder 1.78 each \times 34.90 each × 7520-162-7109 Numbering Machine 3.60 each x 7520-281-5895 Stapler 7530-247-0318 Index Cards 1.73 per MX 1.73 per M7 3.88 per M× 7530-247-0325 Index Cards 7530-243-9436 Index Cards 7530-243-9437 Index Cards 3.88 per M× 7530-261-3801 Card Guides 1.05 per Cx 7530-574-7172 Card Guides .39 per set X .39 per set× 7530-249-5969 Card Guides 7530-261-3804 Card Guides 1.05 per C × 7530-861-1272 Card Guides .95 per setx .58 per set 7530-285-1689 Card Guides 7530-261-3819 Card Guides 1.98 per C x 7530-261-3818 Card Guides 1.98 per CX 7530-261-3813 Card Guides .73 per set 7530-223-7939 Steno Notebooks 2.90 per doz 7530-263-2782 Columnar Pads .62 each 7530-253-2537 Columnar Pads .62 each 7530-073-1131 Columnar Pads .62 each≺ 7530-880-2558 Columnar Pads 1.02 each< 7530-825-0234 Columnar Pads 1.11 each 2.17 per doz. 5.80 DA / 1800 ba/y& 7530-285-3083 Pads (50 sheet) 2.02 per doz. 6.30 DZ /80. DZ//R 7530-286-6173 Pads (50 sheet) .73 per doz. 1.50 Pkg/34X 2200 D2/44 7530-285-3090 Pads (100 sheet) 1.74 per doz. 2 / 1924 2800 02/9r 7530-239-8479 Pads (100 sheet) \$530-228-2096 Duplicating paper (10-1/2x8) 1.36 per reamx 7530-224-6754 Duplicating Paper (14x8-1/2) 1.76 per ream × 7610-527-2849 Dictionary (as per sample) 6.14 each × 8135-290-3407 Kraft Wrapping Paper (24") 15.04 per rollX 8135-160-7764 Kraft Wrapping Paper (36") 22.56 per roll 8305-205-3496 Cheesecloth (10 yds.) 1.56 per bolt

Please keep in mind that any orders placed for any of these items must conform to the manufacturers standard packaging and that in some instances there would be minimum orders involved.

Very truly yours

James D. Hish

IEMED

Sales Representative

Prices quoted by John J. Rutledge - Chas. G. Stott & Co. Inc. 4/1/75

| W | v | V | S. | v |
|---|---|-----|----|---|
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| T. D. Manage | Matchbook | - | \$2.16/Box of 12 books |
|--------------|-----------|---|------------------------|
| Ko-Rec-Type | Sheet | | .75/pkg of 5 sheets |

| Sponge Cups | #1GC | .22 e | acn |
|-------------|------|-------|-----|
| Steno Books | | .32 b | ook |

| Kraft Wrapping Paper , 50 1b. | 10.13 roll |
|---------------------------------------------------------------------------|-----------------------------|
| Shears, 7" #807 | 2.75 each |
| Paper Clips #1 Gem | 1.83 M |
| Sno Pake Correction fluid | 1.12 each |
| TD 909 gummed reinforcements . | .43 box of 175 |
| pencils #1 #1492 10 gross lots/9.00 gross #2 Stott Sterling 6.03 gross | .75 dz .50 dz |
| Sheet Protectors 50/Box | 6112 box |
| Waste Baskets #34 metal ** #2956 rubbermaid | 3.33 ea 2. 3 0 ea |
| Staper | 3.96 each |

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Cheesecloth

JOHN'J. RUTLEDGE

CHAS. G. STOTT & CO., INC. GOVERNMENT CONTRACT DIVISION 1680 WISCONSIN AVENUE, N.W. WASHINGTON, D. C. 20007

TELEPHONE: 202/333-5200

5 yds per pkg

.95 pkg

INTERSTATE OFFICE SUPPLY CO.

1116 N. FAIRFAX STREET ALEXANDRIA, VA. 22314 AREA CODE 703 683-5500

page 1

C. I. A. Procurement Division McLean, Virginia 4/1/75

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Gentlemen: Following are prices requested by your office for comparison with GSA prices.

| 7520-281-5895 | Stapler, paper fastening | 3.20 Each |
|---------------|--------------------------|-----------------------------------------------------------|
| 8135-160-7764 | Paper, Kraft, Untreated | 17.50 Roll |
| 8305-205-3496 | Cheesecloth, hyd Roll | |
| 7530-223-7939 | Notebook, Steno | 3.00 Dz /2/3.00 |
| 7530-263-2782 | Pad, Columnar | .75 Each |
| 7530-253-2537 | Pad, Volumnar | .75 Each |
| 7530-073-1131 | Pad, Columnar | .75 Each |
| 7530-880-2558 | Pad, Columnar | 1.20 Each |
| 7530-825-0234 | Pad. Columnar | 1.30 Each |
| 7520-264-5479 | Book Ends | .90 Each |
| 7520-285-3145 | Wood Card Files | 3.90 Each |
| 7520-285-3147 | Wood Card Files | |
| 7520-285-3146 | Wood Card Fikes | 5.40 Each |
| 7520-281-5918 | Clip Board File | 3.60 Each 5.40 Each 5.20 Dz /2/5.20 5.40 Dz /2/0 |
| 7520-240-5503 | Clip Board File | 5.40 Dz 4800 |
| 7520-550-6501 | Copy Holder | 17.00 Each |
| 7520-286-1726 | File, Work Organizer | 1.50 Each |
| 7520-286-1724 | File, Work Organizer | 1.95 Each |
| 7510-272-9662 | Staples, Paper Fastening | .65 Box |
| 7510-634-1358 | Paper, Correction | .55 Box |
| 7510-290-8036 | Tape, Pressure Sensitive | 3.10 Roll-/ |
| 7510-266-6710 | Tape, Pressure Sensitive | 3.00 Roll |
| 7510-266-6712 | Tape, Pressure Sensitive | 1.55 Roll |
| 7510-266-6707 | Tape, Pressure Sensitive | 4.25 Roll |
| 7510-551-9825 | Tape, Pressure Sensitive | .95 Roll |
| 7510-551-9823 | Tape, Pressure Sensitive | 1.98 Roll |
| 7520-281-5911 | Basket, Wastepaper | 2.20 Each |
| 7520-H02-9732 | Basket, Wastepaper | 2.05 Each-GloBE-Wernicke |
| 7510-286-1407 | Protector, Document | 2.50 Box |
| 7510-286-5789 | Ring, Looseleaf Binder | 2.50 Box/50 |
| 7510-286-5787 | Ring, Looseleaf Bimder | 2.79 Box 100 |
| | | 1 |

Continued on page two

INTERSTATE OFFICE SUPPLY CO.

1116 N. FAIRFAX STREET ALEXANDRIA, VA. 22314 AREA CODE 703 683-5500

page 2

Continuation of prices requested fy your office for copparison with GSA prices.

Thank you for the opportunity of quoting these items. If there is anything we can help with in the future please let us know.

Sincerely Yours

Charles F. Palmer Government Sales

Federal Property Management Regulations

Paragraph 101-26.100-2 Request for waivers.

When an agency required to use GSA stock or Federal Supply Schedule items determines that such items will not serve the required functional end-use purpose of the item proposed to be procured, requests to waive the requirement for use of GSA sources shall be submitted to GSA for consideration. (Personal preference and subjective evaluations are not acceptable as sufficient justification for a waiver.) However, a waiver is not required where a desired similar item will be procured at a lower cost from another GSA source in accordance with the policy set forth in paragraph 101.26.100-1 relating to the acquisition of the lowest cost item from GSA sources.

- (a) Requests for waivers shall be submitted to the Commissioner, Federal Supply Service, General Services Administration, Washington, DC 20406, and, if considered justified, will be approved. If disapproved, the requesting office will be so notified. Such requests shall contain:
- (1) Complete description of the item requested. (Descriptive literature such as cuts, illustrations, drawings, and brochures which show the characteristics or construction of the item or explain its operation should be furnished wherever possible in satisfaction of this requirement.)
- (2) Comparison of price and pertinent technical differences between the item requested and the GSA item:
 - (i) Inadequacies of the GSA item in performing required functions.
- (ii) Advantages of the item requested, such as technical, economic, or other.
- (3) Quantity required. (If demand is recurrent (estimate annual usage), nonrecurrent, or unpredictable, so state.)
 - (4) Other pertinent dates when applicable.
- (b) Agencies shall not initiate action to procure similar items from non-GSA sources until a request for a waiver has been requested from and approved by GSA. The fact that action to procure a similar item has been initiated will not influence GSA action on a request for waiver.

[36 F.R. 17423, Aug. 31, 1971]

LINE ITEMS

| (1) | Other | Government Agencies | JUNE 12 | JULY 3 | AUGUST 41 | TOTALS 56 |
|-----|-------|---------------------|------------|-----------|-----------|--------------|
| (2) | FSS/C | ther Contracts | 1067 | 135 | 261 | 1463 |
| (3) | Comme | ercial Sources | | | | 1:17 |
| | a. | Small Business | 1133 | 366 | 705 | 2204 |
| | b. | Large Business | 536 | 146 | 316 | 998 |
| TOT | ALS | | 2748 | 650 | 1323 | 4721 |

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|-----|---------------------------|------|------|--------|--------|
| | | JUNE | JULY | AUGUST | TOTALS |
| (1) | Other Government Agencies | 7 | 3 | 7 | 17 |
| (2) | FSS/Other Contracts | 320 | 66 | 163 | 549 |
| (3) | Commercial Sources | | | | |
| | a. Small Business | 503 | 182 | 372 | 1057 🕹 |
| | b. Large Business | 258 | 97 | 171 | 526 |
| | | | | | |
| | TOTALS | 1088 | 348 | 713 | 2149 |

Judy

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DSA - 3955 line items
822 line items vender orders

Fed - 2385 line items Them

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Kathy

Approved For Re e 2003/05/06 : CIA-RDP87-01146R00000000004-6 of the other Comment Chapter I Autro. The most significant for the last paragraph on page I is the possibility cassed in the statement " when 65 # 9 delermines that such procurement well produce The greatest soonomy to 6 overnment. What is unstated and what would have the greatest potential value to us, is a determination as to what ilement in 6 SH has the authority to certify that a given action Unllproduce The greatest economy to the government Souther Justily a defange con The only other comment is that the report also most seports? thes kind give the instal impression Approved For Release 2003/96/06: CIA-RDP87-01146R000100030004-6

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nd profond policy & and recommendations. en fact contains is a statemen some amusle touth levious from the beginning. approach to respondely es to be Emphaisine concurrence to site the case of the 6 and centres gal out prense 66850-US-664-1403) as opposed to available equivalents at approunately 14,00 per gal and the great we in procurement are in acting as an apologists for System when will inequities spist in selected

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GENERAL SERVICES ADMINISTRATION WASHINGTON, D. C. 20405

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January 23, 1975

FEDERAL PROPERTY MANAGEMENT REGULATIONS TEMPORARY REGULATION E-37

TO

: Heads of Federal agencies

SUBJECT: Optional procurement of items available from GSA stock

- 1. Purpose. This regulation establishes the policy that GSA will not be a mandatory source of supply for domestic activities for items listed in the GSA Stock Catalog when the value of the requirement for the item is less than \$10.
- 2. Effective date. This regulation is effective on publication in the Federal Register.
- 3. Expiration date. This regulation expires June 30, 1975, unless sooner revised or superseded.
- 4. Applicability. The provisions of this regulation apply to all executive agencies except those subordinate elements which are located outside the conterminous United States, Hawaii, and Alaska.
- 5. Acquisition of GSA stock items.
- a. GSA is a non-mandatory source of supply for activities in the conterminous United States, Hawaii, and Alaska for items listed in Section 1, Volume 1, of the GSA Stock Catalog when the total value of the line item requirement is less than \$10.
- b. Executive agencies shall continue to requisition from GSA items listed in Section 1, Volume 1, of the GSA Supply Catalog when the total value of the line item requirement is \$10 or more.
- c. As in the past, GSA will process all requisitions for stock items. regardless of value, from activities electing not to exercise the option provided by this regulation.

(Published in the Federal Register January 30, 1975)

FPMR Temp. Reg. E-37

January 23, 1975

6. Agency comments. Comments concerning the effect or the impact of J' this regulation on agency operations or programs should be submitted to the General Services Administration (FF), Washington, DC 20406, no later than February 28, 1975, for possible inclusion in the permanent regulation.

ARTHUR F. SAMSON

Administrator of General Services

SUBPART 101-26.3

PROCUREMENT OF GSA STOCK ITEMS

101-26.305 (c)

101-26.303 Out-of-stock items.

Generally, it is more advantageous to agencies if GSA back orders out-of-stock items than it is to cancel the items, as an order priority is established which normally ensures shipment within 30 days. Unless otherwise notified by agencies not to back order items, through FEDSTRIP advice codes 2C or 2J, a back order will be established. The requisitioning agency will be notified of the approximate date that shipment will be made. Upon receipt of the status notice, the agency shall determine if the estimated shipping date will meet its needs and (a) accept the back order, (b) request a suitable substitute item, or (c) request cancellation. Upon receipt of the request, GSA will inform the agency that a cancellation action has been taken.

§ 101-26.304 Substitution policy.

In supplying items requisitioned from GSA depot stock, GSA regional offices will substitute both regular and excess property without prior notification, unless the proposed substitute is used, reconditioned, or differs in some substan-

tial characteristic from the Item requisitioned. Notice of intent to substitute will be given in all cases and, if desired, an opportunity will be provided to inspect the substitute prior to shipment.

§ 101-26.305 Submission of orders to GSA.

- (a) Orders in FEDSTRIP format shall be submitted as prescribed in Subpart 101-26.2.
- (b) Orders in other than FEDSTRIP format shall be submitted:
- (1) In original only when for shipment to destinations in the United States, including Hawaii but excluding Alaska.
- (2) In accordance with applicable GSA/agency agreements when for shipment to Alaska or for export to destinations outside the United States.
- (c) Sufficient funds should be reserved by the requisitioner to cover expenses incurred by GSA in export packing, marking, documentation, etc. GSA will assess a surcharge on all material ordered and delivered to overseas customers. The surcharge is a percentage factor of the value of the material shipped. Information on the current percentage of surcharge may be obtained from the GSA regional office to which orders are submitted.

(NEXT-PAGE IS 2611)