

## GSA ORDER

Subject: General Services Administration Acquisition Manual; GSAM Case 2024-G508, Use of the AbilityOne Program

1. Purpose. This order transmits a revision to the General Services Administration Acquisition Manual (GSAM) to provide updated guidance related to the AbilityOne Program.
2. Background. On October 30, 2020, the Office of Federal Procurement Policy (OFPP) issued OFPP memorandum, *Increasing the Participation of Americans with Disabilities in Federal Contracting*. The memorandum outlines several actions to expand the reach and impact of the AbilityOne Program. One of the actions was for each Chief Financial Officers Act agency to designate an agency-level AbilityOne Representative (ABOR). To support GSA's agency-level ABOR, FAS and PBS have designated Service-level ABORs.  

The GSAM is being updated to capture the requirement for designation of agency-level and service-level ABORs, including describing some of their responsibilities. Lastly, the GSAM is being amended to clarify existing requirements surrounding use of the AbilityOne Program as well as to remove out-of-date requirements related to the AbilityOne Program.
3. Effective date. October 24, 2024
4. Explanation of changes. This amendment includes only non-regulatory changes as summarized below. For full text changes of the amendment see Attachment A, GSAM Text Line-In/Line-Out.

This amendment revises the language in the following GSAM parts/subparts as summarized below:

### Subpart 502.1 - Definitions

- Revised section 502.101 to add in alphabetical order a definition for AbilityOne Representative (ABOR).

### Subpart 507.1 - Acquisition Plans

- Revised section 507.104(a) to add paragraph (13) for purposes of identifying the ability for the planner to coordinate with the ABOR, as

appropriate. For example, coordinating with the ABOR may be appropriate when adding an item to the Procurement list, providing subcontracting opportunities to AbilityOne nonprofit agencies; and including FAR 52.208-9 in a procurement.

#### Part 508 - Required Sources of Supplies And Services

- Revised part 508 to—
  - Add section 508.005, Contract clause, for purposes of providing guidance on the inclusion of FAR clause 52.208-9, Contractor Use of Mandatory Sources of Supply and Service; and
  - Make various revisions to subpart 508.7, Acquisition from Nonprofit Agencies Employing People Who Are Blind or Severely Disabled. These revisions include—
    - Adding sections 508.700 Scope of subpart, 508.702 General, and 508.703 Procurement list. Each of these new sections supplement FAR subpart 8.7;
    - Adding section 508.770 AbilityOne Representative (ABOR) responsibilities, to provide the responsibilities of the Agency-level ABOR and Service-level ABOR; and
    - Deleting sections 508.705 Procedures, 508-705-4 Compliance with orders, 508.705-70 Adding items to the Procurement List, 508.705-71 Central non-profit agency performance capability, and 508.706 Purchase exceptions, in their entirety. These sections have been determined to be out-of-date and no longer necessary (e.g. 508.705-71 is replaced by 508.703).

#### Part 510 - Market Research

- Revised section 510.001 to clarify market research requirements regarding use of existing sources of supply, small businesses, and the AbilityOne Program.

#### Subpart 528.1 - Bonds and Other Financial Protections

- Revised section 528.103-2(c) to update the language referring to AbilityOne nonprofit agencies (41 U.S.C. chapter 85).

5. Point of contact. For clarification of content, contact the GSA Acquisition Policy Division, at [gsarpolicy@gsa.gov](mailto:gsarpolicy@gsa.gov). For information about the AbilityOne

Program refer to the AbilityOne Program page available on the GSA Acquisition Portal at <https://insite.gsa.gov/acquisitionportal>. For assistance with the AbilityOne Program, contact the GSA ABOR Team, at [GSAABOR@gsa.gov](mailto:GSAABOR@gsa.gov).

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**ATTACHMENT A**  
**GSAM Case 2024-G508**  
**GSAM Text, Line-In/Line-Out**

**GSAM Baseline: Change 190 effective 10/08/2024**

- Additions to baseline made by rule are indicated by **[bold text in brackets]**
- Deletions to baseline made by rule are indicated by ~~strikethroughs~~
- Five asterisks (\* \* \* \* \*) indicate that there are no revisions between the preceding and following sections
- Three asterisks (\* \* \*) indicate that there are no revisions between the material shown within a subsection
- Regulatory GSAR language is indicated by shaded text
- Non-regulatory GSAM language is indicated by unshaded text

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Part 502 - Definitions of Words and Terms

Subpart 502.1 - Definitions

502.101 Definitions.

**[*AbilityOne Representative (ABOR)* means a designated individual within the agency who is the lead advocate for federal buying in accordance with mandatory source contracting procedures, engages with the workforce to build use of the AbilityOne Program, and offers feedback to the U.S. AbilityOne Commission to improve the value of the AbilityOne Program. GSA has an Agency level ABOR and each Service (i.e., FAS and PBS) has a Service level ABOR. Information about the GSA ABORs is available on the AbilityOne Program page on the GSA Acquisition Portal at <https://insite.gsa.gov/acquisitionportal>.]**

“Acquisition Career Manager (ACM)” means the GSA agency official within the Office of Acquisition Policy that has been appointed by the CAO, or designee, to lead the agency's acquisition career management programs.

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Part 507 - Acquisition Planning

Subpart 507.1 - Acquisition Plans

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507.104 General procedures.

(a) The planner shall:

(1) \* \* \*

**[(13) Coordinate with the designated AbilityOne Representative (ABOR), as appropriate. The GSA ABOR team may be contacted at [GSAABOR@gsa.gov](mailto:GSAABOR@gsa.gov). Coordination may be appropriate, but is not limited to, when —**

**(i) Adding a product or service to the AbilityOne Procurement List (see FAR subpart 8.7, and 508.7). The planner shall ensure the requirement is clearly defined and sufficient time is included in the acquisition schedule to allow for addition to the AbilityOne Procurement List;**

**(ii) Providing subcontracting opportunities to AbilityOne nonprofit agencies; and**

**(iii) Including FAR 52.208-9 in a procurement (see FAR 8.005 and 508.005).]**

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Part 508 - Required Sources of Supplies And Services

**[508.005 Contract clause.**

**FAR 8.005 requires contracting officers to include FAR 52.208-9 in solicitations and contracts that require a contractor to provide supplies or services for Government use that are on the Procurement List. Contracting officers shall review requirement documents to determine if the inclusion of this clause is appropriate (see 507.104(a)(13)).**

**(a) For assistance, the GSA ABOR team may be contacted at [GSAABOR@gsa.gov](mailto:GSAABOR@gsa.gov). Information about the AbilityOne Program, including use of this clause is available on the GSA AbilityOne Program page on the GSA Acquisition Portal at <https://insite.gsa.gov/acquisitionportal>.]**

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Subpart 508.7 - Acquisition from Nonprofit Agencies Employing People Who Are Blind or Severely Disabled

**[508.700 Scope of subpart.**

This subpart prescribes supplemental policies and procedures to support acquisition from AbilityOne Nonprofit Agencies (NPAs) (see FAR subpart 8.7).

#### 508.702 General.

The AbilityOne Program is administered by the U.S. AbilityOne Commission (Commission), the operating name of the Commission is the Committee For Purchase From People Who Are Blind Or Severely Disabled. The Commission has designated the National Industries for the Blind and SourceAmerica as Central Nonprofit Agencies (CNAs). CNAs work closely with Federal contracting activities and AbilityOne NPAs to match Government requirements with AbilityOne NPA capabilities. Information about the AbilityOne Program is available on the GSA AbilityOne Program page on the GSA Acquisition Portal at <https://insite.gsa.gov/acquisitionportal>.

#### 508.703 Procurement List.

(a) *Requests.* Requests to add a requirement to the Procurement List shall be submitted to the AbilityOne CNAs at [opportunity@abilityone.org](mailto:opportunity@abilityone.org). Contracting officers may request assistance from the GSA ABOR team at [GSAABOR@gsa.gov](mailto:GSAABOR@gsa.gov). The request shall include the following information:

- (1) Start date/delivery date.
- (2) Place of performance/delivery address.
- (3) Estimated annual dollar value of the acquisition.
- (4) Contracting office agency ID code.
- (5) A copy of the requirements document (e.g., Performance Work Statement).
- (6) If there is an incumbent contractor, the following information shall also be included:
  - (i) Contract number.
  - (ii) Name of the contractor.
  - (iii) Contractor's unique entity identifier.
  - (iv) Contract period of performance.
  - (v) If applicable, indication that a collective bargaining agreement applies.

(b) *Preliminary impact assessment.* The CNAs will perform a preliminary impact assessment to determine if the requirement can be added to the Procurement List. The CNAs will notify the contracting officer of the results of their preliminary impact assessment. The contracting officer shall inform the ABOR of the results provided by the CNAs.]

~~508.705 Procedures.~~

~~508.705-4 Compliance with orders.~~

~~(a) Until all deliveries are made on a delinquent order, take one of the following actions:~~

~~(1) For an excusable delay, extend the contract delivery schedule without obtaining consideration.~~

~~(2) For an inexcusable delay, review and adjust contract prices following normal procedures.~~

~~(b) If the central non-profit agency (CNA) delays acting on a request for, or refuses to grant, a purchase exception, refer the matter to the contracting director for resolution.~~

~~508.705-70 Adding items to the Procurement List.~~

~~(a) If a CNA expresses interest in adding an item to the Procurement List, provide the CNA with both:~~

~~(1) The most recent solicitations issued for the commodity or service.~~

~~(2) The award price(s) for the commodity or service.~~

~~(b) The Committee for Purchase from People Who Are Blind or Severely Disabled (the Committee), at the CNA's request may assign the supply or service to the CNA for development by a workshop.~~

~~(c) Before issuing a solicitation, ask the CNA about the status of any item in which the Committee has expressed interest.~~

~~(d) The Committee may request that a procurement be delayed pending Committee action. The contracting activity must consult with the Office of Small Business Utilization (E) before rejecting such a request.~~

~~508.705-71 Central non-profit agency performance capability.~~

~~(a) Include on the purchase document both the annual requirement and the estimated monthly requirement.~~

~~(b) With the permission of the Committee, you may verify the workshop's ability to satisfy the Government's estimated monthly requirement by requesting a preaward survey. If the CNA cannot satisfy the Government's requirement, you may request a purchase exception only for those quantities the CNA cannot provide in a timely manner.~~

~~508.706 Purchase exceptions.~~

~~Cite CNA purchase exception numbers in solicitations and award documents.~~

**[508.770 AbilityOne Representative (ABOR) responsibilities.**

The Office of Federal Procurement Policy memorandum, Increasing the Participation of Americans with Disabilities in Federal Contracting, requires each Chief Financial Officers Act agency to designate an agency-level ABOR. Each Service (i.e., FAS and PBS) shall designate a Service-level ABOR.

(a) *Agency-level ABOR responsibilities.* Responsibilities of the Agency-level ABOR include, but not limited to—

(1) Developing and maintaining an agency action plan for increasing the use of the AbilityOne Program and meeting with the SPE on a regular basis to discuss progress made against the action plan;

(2) Conducting in-reach and training activities with the GSA acquisition workforce to bring greater attention to the AbilityOne Program;

(3) Identifying contract performance mitigation measures;

(4) Collaborating with the AbilityOne Commission, GSA Acquisition Innovation Advocates, GSA Industry Liaisons, and other stakeholders regarding acquisition strategies that promote increased participation of people with disabilities in the workforce through use of AbilityOne nonprofit agencies or other private sector contractors;

(5) Consulting with the Office of Small Disadvantaged Business Utilization to coordinate actions that may simultaneously promote the achievement of small business goals and increase purchases from AbilityOne nonprofit agencies (e.g., use of distributors of AbilityOne products and subcontracting possibilities); and

(6) In coordination with the SPE, establishing a pledge to award a percentage of the agency's total contract spend on AbilityOne products and services each year. Monitoring progress towards the pledge and working with management and the workforce to adjust practices as necessary and appropriate to ensure the pledge is met.

(b) *Service-level ABORs responsibilities.* Responsibilities of Service-level ABORs include, but not limited to—

(1) Supporting the Agency-level ABOR, as necessary, to increase the use of the AbilityOne Program across GSA (e.g., developing training and program utilization strategies; promoting program participation within their respective Service(s); and identifying potential opportunities that may be suitable for addition to the Procurement List);

(3) As applicable, participating in acquisition reviews (see 504.71); and

(4) Assisting the acquisition workforce on the use of the AbilityOne Program (e.g., acquisition planning (see 507.104), market research, subcontracting considerations, and inclusion of FAR clause 52.208-9).]



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## Part 510 - Market Research

### 510.001 Policy.

~~Requiring activities and contracting officers shall use the results of market research to identify if there are existing tiered solutions (i.e., Tier 3, Tier 2, or Tier 1 solutions) that can meet the need prior to proceeding with establishing a Tier 0 solution (see subpart 507.71).~~

**[Consistent with the requirements of FAR part 10 and part 510, requiring activities and contracting officers shall use the results of market research to—**

**(a) Determine if existing sources (see FAR part 8 and part 508) can meet the requirement. The use of existing sources shall include consideration of category management requirements (see subpart 507.71).**

**(1) Contracting officers may contact the GSA AbilityOne Representative (ABOR) team at GSAABOR@gsa.gov for assistance with determining whether the acquisition should use the AbilityOne program (see FAR subpart 8.7 and subpart 508.7) or include FAR clause 52.208-9 (see FAR 8.005 and 508.005).**

**(b) Determine if subcontracting possibilities exist. Subcontracting opportunities may include the use of AbilityOne Nonprofit Agencies (NPAs) (see FAR subpart 8.7 and subpart 508.7). Contracting officers may contact the GSA ABOR team at GSAABOR@gsa.gov for assistance with identifying subcontracting opportunities for NPAs.]**

**(c) Determine the use of any of the small businesses programs in accordance with FAR part 19 or use of any strategies to provide opportunities to small businesses.]**

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## Part 528 - Bonds and Insurance

### Subpart 528.1 - Bonds and Other Financial Protections

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#### 528.103 Performance and payment bonds for other than construction contracts.

##### 528.103-2 Performance bonds.

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**(c) The contracting officer shall not require a performance bond for building service contracts awarded to workshops for the blind or other severely handicapped under the Javits-Wagner-O'Day Act, as amended (41 U.S.C. 8501-8506)[AbilityOne nonprofit agencies (41 U.S.C. chapter 85).]**

(d) Consider the circumstances and determine the penal amount of the performance bond on a case-by-case basis.

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