EAGLEII

Preview Guide



INSIDE:

EAGLE II Builds on Success, s3 • EAGLE II Aims to Boost Small Business Participation, s6 Contractors Gear Up for EAGLE II Competition, s8 • EAGLE II: A \$22 Billion Bull's-Eye, s9 EAGLE II to Offer More Guidance to DHS Contracting Officers, s10

DHS Official: Expect a Follow-on to FirstSource, s10 • Industry Partnership Strengthens EAGLE Program, s11



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EAGLE II Builds on Success

Key changes in DHS's new agency-wide contract for IT services offers more value to users, more opportunities for industry

he Department of Homeland Security's (DHS) new \$22-billion EAGLE II contract incorporates lessons learned and innovations that will enable agency components to procure even more expeditiously IT services from contractors who are attuned to their individual cultures and emerging requirements.

"The contract is set up to make sure that these contractors fully understand DHS policies and procedures," said Soraya Correa, director of the DHS Office of Procurement Operations, which oversees the EAGLE program. "Once the contractors come on board, they have the advantage of understanding our CIO community, and can bring an agency-wide perspective of the department's IT infrastructure and how it's set up."



"People really wanted to use this vehicle and we've been able to put through some very important and critical work for the DHS infrastructure using [the EAGLE] contract."

Soraya Correa, director, Office of Procurement Operations, DHS

The Enterprise Acquisition Gateway for Leading Edge Solutions II (EAGLE II) is an Indefinite Delivery/Indefinite Quantity (IDIQ) contracting vehicle that all DHS component agencies can use to purchase information technology services and solutions. EAGLE officials have announced that the follow-on contract to EAGLE I will have a \$22 billion ceiling and consist of two tracks: EAGLE II Unrestricted for large businesses and EAGLE II Small Business.

EAGLE officials released the draft Request for Proposal (RFP) for EAGLE II on May 21; they expect to issue the final RFP in the fourth quarter of fiscal 2010. The contract award will be made before EAGLE I for large businesses expires in June 2011.

DHS officials could have exercised options to extend EAGLE I until 2013, but moving to EAGLE II now enables them to strengthen the contract in a number of ways. First, they can replenish the shrinking pool of EAGLE small businesses; of the original 28 EAGLE small businesses, nine have been purchased by larger companies. In addition, EAGLE II will make it easier for DHS organizations to

DHS Enterprise Acquisition Gateway for Leading Edge Solutions II (EAGLE II)

- \$22 million ceiling
- Agency-wide IDIQ contract for IT services and solutions.
- 5 years, plus one two-year option
- Task orders types available are fixed-price, cost reimbursement, time and materials, and labor-hour.
- Contains two separate contracts: EAGLE II Unrestricted (large businesses) and EAGLE II Small Businesses
- EAGLE II Small Business will include 8(a), HUBZone, Service-Disabled Veteran-Owned, and Small Business

Contractors compete in three functional categories:

- Service Delivery (including integration, software design and development, operations and maintenance)
- Program Support Services
- Independent Verification & Validation (IV&V)

Contractors can bid on any or all functional categories, but contract award is limited to one category to avoid potential organizational conflicts of interest.

Source: DHS Pre-Solicitation Conference Presentations

achieve their small-business contracting goals. Moving to EAGLE II also will enable DHS officials to refresh contractor labor rates and structure the rates to accommodate the different levels of security clearances. Overall, EAGLE officials will apply lessons learned to make the new contract more flexible and easier for component agencies to use, giving them ready access to the latest technologies and solutions. "The technology and the marketplace are continually evolving, and we want to ensure that our RFP

reflects those changes and improvements for our customers to reap the benefits," Purnell Drew, the EAGLE II Contracting Officer, told industry officials at a March 30 pre-solicitation conference.

EAGLE I sets the stage

The first EAGLE contract was created to serve the needs of the newly formed DHS, which combined 22 departments and agencies. EAGLE I was awarded to 25 large businesses and 28 small businesses in 2006 with a ceiling of \$45 billion over a five-year base and two one-year options. The contract was divided into five functional areas, and contractors were awarded spots on one or several of the categories. To date, DHS organizations have used EAGLE I to generate more than 400 orders totaling \$8.2 billion. Although this amount falls well short of the \$45 billion ceiling, government and industry officials consider the program a great success.

"We've given work to small businesses and large businesses. People really wanted to use this vehicle and we've been able to put through some very important and critical work for the DHS infrastructure using this contract," Correa said.

Among the major task orders issued through EAGLE are the U.S. Citizenship and Immigration Services' Transformation Solutions Architect Acquisition, a \$491 million contract awarded to IBM; Primary Data Center Managed Services, a \$391 million contract awarded to CSC; and the Homeland Security Information Network –

Next Generation, a \$62 million contract awarded to General Dynamics.

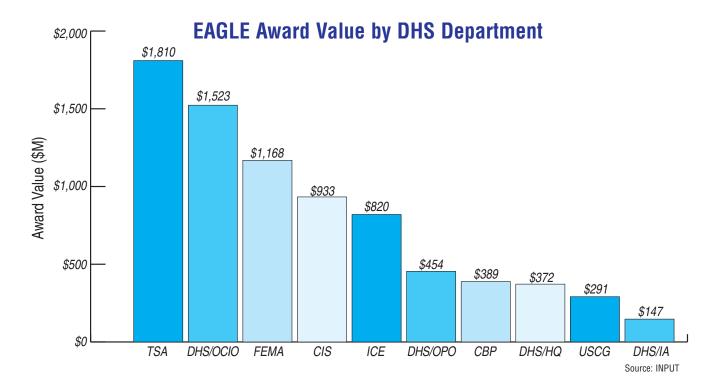
"People vote with their dollars," said Kevin Plexico, senior vice president of research and analysis services with INPUT, who estimated that about 25 percent of DHS's annual spending on IT services goes through EAGLE. "DHS components are showing a strong preference for EAGLE."

Ray Bjorklund, senior vice president and chief knowledge officer at FedSources, agrees. "I give DHS a lot of credit for taking an orderly, disciplined approach to building out a contract vehicle that is relatively flexible for both agency customers and contractors," he said.

Bjorklund said EAGLE I helped to standardize procurement practices and processes across the agency's disparate components. He also praised the EAGLE program for adhering to the intent as well as the letter of procurement regulations, such as those requiring contractors to have a fair opportunity for consideration on contracts. "They have put in place a rigorous set of processes and procedures for managing programs through EAGLE and FirstSource," Bjorklund said. FirstSource is a companion-contracting vehicle for purchasing IT hardware and software. [For more on FirstSource, see page s10.]

EAGLE II Emerges

The draft RFP for EAGLE II incorporates many lessons learned from the first EAGLE procurement. Among the most significant, EAGLE II has reduced the number of functional categories from five to three:



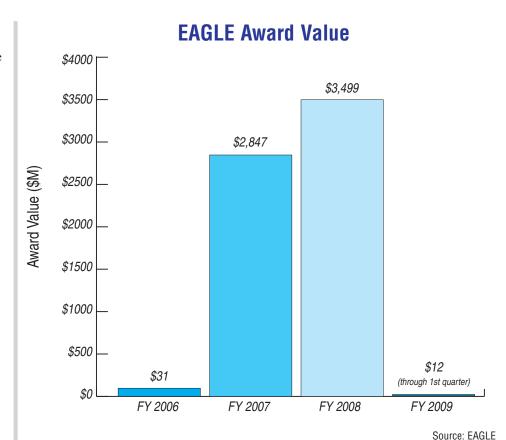
- Functional Category 1: Service Delivery, which includes integration, software design and development, and operations and maintenance
- Functional Category 2: Program Support Services
- Functional Category 3: Independent Verification and Validation (IV&V)

Contractors can bid on any or all three functional categories; but unlike EAGLE I, they can win a spot on only one functional category. This will help avoid potential organizational conflicts of interest. But given that the largest portion of work likely will go through Functional Category 1, contractors will have to plan carefully how they bid. "It sets up some interesting gaming strategies for companies who have to decide which category they want to win, and which category they would accept as a win," Plexico said.

In addition to eliminating organizational conflicts of

interest, consolidating the functional categories will make it easier for component agencies to use EAGLE, Correa said. Under EAGLE I, contracting officials were sometimes uncertain which functional area addressed their requirements. The restructured categories in EAGLE II should eliminate this confusion. "We think this change will simplify EAGLE, making it easier to manage and easier for our folks who are placing the orders," Correa said.

EAGLE II also includes a number of changes to help agencies find capable small businesses in each of the small business socioeconomic categories. "We want to see EAGLE II contribute to our small-business program by identifying task orders that can be set aside by category and by encouraging large businesses to have meaningful subcontracting participation," said Kevin Boshears, director of the DHS Office of Small and Disadvantaged Business Utilization. As with EAGLE I, EAGLE II will not charge DHS organizations a fee to use the vehicle. The EAGLE program office awards and manages the contract, but each individual component is responsible for placing and managing its own orders. Similarly, EAGLE II, like EAGLE I, will be "mandatory for consideration" within DHS. This means that DHS procurement officials must



consider using EAGLE, but they are not required to use it. "We don't believe that one size fits all, and so we don't require that the components use EAGLE," Correa said. "We just ask that they consider EAGLE first; and if it doesn't work for them, just document the file."

Correa's office also oversees other agency-wide contracts such as FirstSource, an IT products contract for small businesses, and the Program Management, Administrative, Clerical and Technical Services (PACTS) contract, a non-IT professional support services contract for service-disabled veteran-owned small businesses. Correa and her staff will continue educating DHS program and procurement executives about the advantages of using EAGLE II, but their experience managing EAGLE I also has given them greater insight into the types of programs and requirements for which the contract is best suited. Consequently, they do not balk at sending components in a different direction if another type of contract would better fit their needs.

"We're a lot smarter than when we first started EAGLE. We have a more disciplined requirements management process," Correa said. "I want EAGLE to be the vehicle of choice, but I want our components to use the vehicle correctly."

EAGLE II Aims to Boost Small Busi

New provisions will help agencies achieve small-business goals

In some respects, the Department of Homeland Security's EAGLE contract was too successful in helping small businesses grow and prosper. Of the original 28 companies on the agency-wide contracting vehicle, nine have been purchased by larger companies.

But the good news for DHS component agencies is that EAGLE II will offer an even stronger pool of small businesses to address their requirements for IT services. The draft solicitation for EAGLE II contains several new provisions enabling more small-business participation in EAGLE. These planned changes also will enable DHS components to target more effectively small businesses in the different socioeconomic categories, thus helping them achieve their small-business goals, while obtaining needed IT services and solutions.

Kevin Boshears, director of the DHS Office of Small and Disadvantaged Business Utilization, expects EAGLE officials to conduct a rigorous competition to identify first-rate small businesses. "We will be able to say with confidence that this is a fine group of firms that can compete on task orders and support the IT needs of the department and, by extension, support the DHS mission," he said.



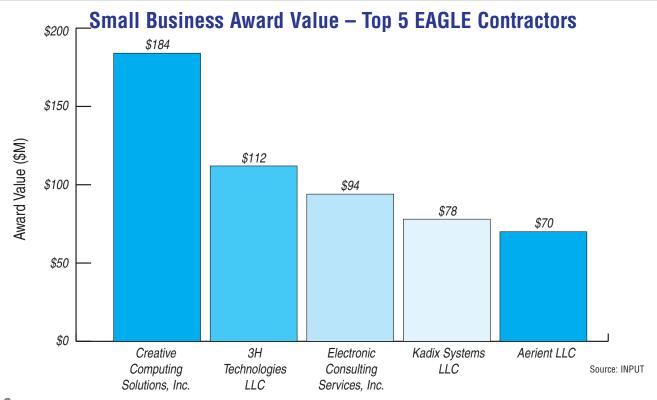
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Strengthening Small Business

EAGLE I provided the small business community with numerous subcontracting as well as prime contracting opportunities, Boshears said. For example, each prime contractor was required to designate a Teaming Coordinator to provide outreach to other businesses that wanted to partner as subcontractors on task orders issued through EAGLE. Large businesses were asked to participate in the DHS mentor-protégé program to assist small businesses. And DHS tracked the performance of the large business primes



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ness Participation

to ensure that they met the goals established in their subcontracting plans.

EAGLE II will continue these practices while also adding these new features:

- All of the small business socioeconomic categories for which DHS has set-aside authority will be represented on the contract – 8(a), HUBZone, and service-disabled veteran-owned – as well as regular small businesses, with the possibility that EAGLE also may add a womanowned category.
- Small businesses in each socioeconomic category will compete only against other small businesses in that same category. This will "level the playing field" for the small businesses competing for task orders. In addition, this will help agencies target specific socioeconomic categories to meet their small-business contracting requirements.
- Because some small businesses may not have the capabilities to cover all the requirements in EAGLE II's functional areas, particularly Functional Category 1, they will be allowed to partner with up to four other small businesses in EAGLE II. This will enable the small-business teams to provide the full range of required services.
- In their proposals, large EAGLE II prime contractors will be required to name three small businesses in their subcontracting plans. DHS officials will track how well the prime contractors are using these small businesses to

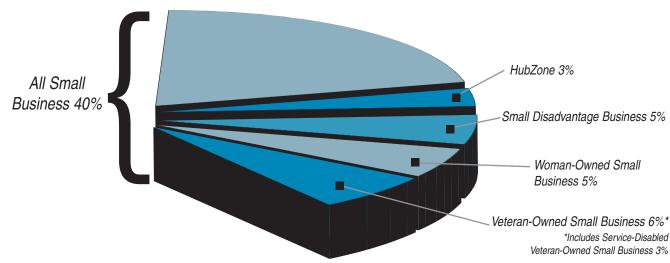
ensure that they are given meaningful opportunities.

 As part of the evaluation criteria for large primes competing for EAGLE II, DHS officials will consider their participation in the department's mentor-protégé program.

DHS officials said they will monitor the performance of EAGLE II contractors in meeting their small business subcontracting goals. "If you do not achieve those goals, you will be required to explain to us why you are not achieving the goals and what your plans are for improvement," Soraya Correa, director of the DHS Office of Procurement Operations, told industry representatives at a March 30 pre-solicitation conference. Industry analysts praised EAGLE II plans to promote stronger small business participation, saying they will help address complaints from the small business community. "Prime contractors love to hang on to their money, and this can be frustrating to subcontractors," said Ray Bjorklund, senior vice president and chief knowledge officer for FedSources. The EAGLE II initiatives, he said, "will put more pressure on contractors to ensure that they are, in fact, helping to grow small businesses."

The plan to have all socioeconomic groups represented under Functional Category 1 (Service Delivery) has led to speculation that as many as 40-to-60 small businesses could win spots on EAGLE II. However, Correa said that too many awards could make the program unattractive to both the government user community and the awardees. "The number of awards will be determined by the evaluation results. We want top-notch firms," Correa said.

Subcontracting Goals for EAGLE II Unrestricted Prime Contractors



Source: EAGLE II Unrestricted Pre-Solicitation Conference, March 30, 2010.

Contractors Gear Up for EAGLE II C

Then the Department of Homeland Security (DHS) announced its intention to create the first EAGLE contract, Kadix Systems officials immediately began preparing to compete for a spot on the agency-wide vehicle for IT services. Founded in 2001, Kadix specializes in organizational transformation, IT, and program management solutions — capabilities that a newly formed organization such as DHS would greatly need.

"We viewed DHS as a game-changing opportunity for Kadix. As a new department, it had fewer barriers to entry and fewer established players," said Chuck Schefer, current president of the then-small business. "We saw EAGLE as the vehicle that would drive the agency's IT spending, and so we viewed it as a must-win for us."

Kadix won a spot on EAGLE and became one of its most successful small businesses as measured by revenue generation, garnering about \$80 million thus far. In fact, the company won the majority of its task orders through unrestricted competitions with larger businesses. The company was purchased by Dynamics Research Corp. (DRC) in 2008, and is now a wholly owned subsidiary of the company. Kadix intends to compete aggressively for the EAGLE II Unrestricted contract as a DRC company.

"We continue to see good growth opportunities in DHS, and want to continue supporting the agency," Schefer said.

"EAGLE II is probably even more of a must-win for us than EAGLE I."

Kadix's experience illustrates why so many companies are eager to be part of EAGLE II. Altogether, DHS components have issued more than 400 EAGLE task orders worth \$8.2 billion – about 25 percent of the agency's spending on IT services. And those numbers are expected to grow. As a result, the level of interest among contractors in EAGLE II is much higher than in EAGLE I, say program officials, who report that 1,751 industry representatives crowded into the EAGLE II pre-solicitation conferences to gain insight into the contract and bidding process. Many companies are expected to compete as teams rather than individual companies in order to improve their chances of success.

"EAGLE is the premier IDIQ contract vehicle for DHS," said Paul Bize, vice president of sales for homeland security and intelligence business for HP Enterprise Services, which has generated more than \$1 billion in EAGLE task orders. HP Enterprise Services, which originally won a spot on EAGLE as EDS before its acquisition by HP, will compete for EAGLE II. "Vendors who are not contract holders lose out on supporting the majority of DHS initiatives," Bize said.

Another company, defense giant General Dynamics, also recognizes EAGLE's importance. When EAGLE I was competed, the company already was performing a significant

Unrestricted Award Value – Top 5 EAGLE Contractors \$2000 \$1500 \$1,330 \$1,084 \$1000 \$694 \$567 \$500 \$0 **IBM** CSC **EDS** General SAIC **Dynamics** Source: INPUT

amount of work for DHS components, such as the Coast Guard, headquarters and intelligence organizations. But with some DHS officials saying they eventually wanted up to 80 percent of the agency's IT services spending to pass through EAGLE, General Dynamics' officials wanted to make sure they hung onto their business. "We expected that a lot of our work would migrate to EAGLE and we wanted to continue to compete on those programs," said Hank Di Nunzio, the company's EAGLE Program Manager. Although EAGLE did not absorb 80 percent of DHS's IT services, a lot of

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ompetition

General Dynamics' work migrated quickly to EAGLE. And thanks to winning a spot on the contract, the company retained its work. In fact, the company has won nearly \$700 million in EAGLE task orders.

"The program office and the procurement office have really been focused toward continuous improvement in the use of the vehicle," said Tony Sacco, EAGLE Program Manager for SAIC, which has won more than \$560 million through EAGLE. Over time, their efforts to educate and work with DHS components have led to "widespread acceptance of the EAGLE program over all the agencies within DHS," he said.

SAIC, General Dynamics, HP, Kadix, and other incumbents bidding on EAGLE II will be joined by scores of new companies vying for a spot on the follow-on contract. The fact that nine of the top 10 IT contractors at DHS are

EAGLE contractors underscores the contract's importance to industry hopefuls. "Clearly, EAGLE has shown to be the preferred mechanism within DHS for procuring IT services. If contractors have an ambition of doing a meaningful amount of business in DHS, it's very important to win a spot on EAGLE II," said Kevin Plexico, senior vice president of research and analysis services with INPUT.

EAGLE Task	Orders for	or Large	and Small	Businesses

EAGLE	Number of Task Order Awards	Award Value
Small Business	133	\$ 759,153,436
Large Business	292	\$ 7,429,537,169
Totals	425	\$8,188,690,605.00

^{*}As of March 27, 2010

Source: EAGLE Program

EAGLE II: A \$22 Billion Bull's-Eye

Will EAGLE II reach its \$22 billion ceiling?

Although the first EAGLE contract will not come close to its ambitious ceiling of \$45 billion, analysts see many reasons to believe that EAGLE II will be more widely used than its predecessor. When DHS officials began planning EAGLE I in late 2004, the Department of Homeland Security was still coming together as an agency, so not all components were ready to embrace an agency-wide, indefinite quantity/ indefinite delivery (IDIQ) contract.

But use of EAGLE has grown steadily since its 2006 debut. Over the past three years, EAGLE has averaged about \$2.6 billion in annual awards and today EAGLE accounts for approximately 25 percent of DHS spending on IT services and solutions, according to market analysts. EAGLE contractors hope to build on that momentum with EAGLE II, especially as older, pre-EAGLE contracts start to expire. "In the first years of an IDIQ vehicle like EAGLE, it's going to take some time to ramp up," said Ray Bjorklund, senior vice president and chief knowledge officer of the market research firm FedSources. "But as legacy contracts within DHS wind down, agency

components may be persuaded to move to EAGLE II."

Kevin Plexico, senior vice president for research and analysis services at INPUT, said EAGLE II has an opportunity to expand into some of DHS's larger component agencies. For example, Customs and Border Protection spent about \$1.2 billion on IT products and services in fiscal year 2009, but only \$103 million went through EAGLE. "There's a lot of room for expansion within Customs and Border Protection," he said.

EAGLE officials have been pleased with the contract's growth. They will continue talking with component agencies and educating them about EAGLE II, encouraging them to use the contract when it meets their requirements. But they also expect contractors to play a strong role in helping expand EAGLE's reach within DHS. "We expect the awardees under the EAGLE II contract to actively participate in the task order process by bidding on all projects or giving the rationale for why they chose not to submit an offer on a particular project," said Soraya Correa, director of the DHS Office of Procurement Operations.

EAGLE II to Offer More Guidance to DHS Contracting Officers

Then Soraya Correa and other Department of Homeland Security (DHS) officials were creating the ordering guide for the first EAGLE contract, they tried to give agency contracting officers as much flexibility as possible in putting together task orders for the new agency-wide contract. As a former contracting officer and head of contracting, Correa didn't want to be overly prescriptive in the guidance provided to her counterparts. And while EAGLE was generally successful in introducing standardized procurement processes to disparate DHS components, those processes were not as consistent across the agency as she would have liked.

"A lesson learned was we should provide a little more detailed guidance" to contracting officials, said Correa, who is director of the DHS Office of Procurement Operations. "In EAGLE II, we're trying to introduce more templates and formats for consistency."

As examples, Correa said the EAGLE office likely would provide more guidance on how to create a task order request for proposal and how to conduct market research under EAGLE.

Another change that already has occurred is that the Enterprise Solutions Office (ESO), which previously managed the EAGLE program, has been renamed the Acquisition Management & Support Division. In addition,

the division now oversees all agency-wide purchasing within DHS, including EAGLE, FirstSource, PACTS (a non-IT services contract), and strategic sourcing initiatives. Within the division, the Acquisition Program Management Branch has direct responsibility for EAGLE program management.

"We took ESO, capitalized on it, and expanded its role to support all agency-wide buys," Correa said.

The Acquisition Program Management Branch, which is staffed primarily with program management professionals, will continue developing the EAGLE ordering guide, training users, running best practices forums, and conducting outreach to DHS components, Correa said. The outreach is more than just educating potential users about EAGLE. "We not only want to make sure that people know the vehicle is available and how to use it, but we also want feedback on how well the vehicle is working for them and to help people walk through any problems," Correa said.

DHS does not require EAGLE users to undergo training. EAGLE materials, including the ordering guide, are available online and provide guidance for using the vehicle. However, EAGLE officials will provide training and additional support at no charge to component agencies. "The Acquisition Program Management Branch will do hands-on training for contracting officers and offer assistance to help them work through the process," Correa said. \square

DHS Official: Expect a Follow-on to FirstSource

The Department of Homeland Security will create a successor contract to FirstSource to replace that contracting vehicle before it expires, said Soraya Correa, director of the DHS Office of Procurement Operations. "FirstSource has been an extremely successful program. You can definitely expect there will be a follow-on to FirstSource." she said.

FirstSource is a DHS agency-wide contracting vehicle for commercial IT hardware and software. The contract thus serves as a companion vehicle to EAGLE, which provides IT services and solutions. To date, DHS components have issued 9,500 delivery orders totaling about \$1.3 billion through FirstSource.

The contract, which began in 2007, will expire in February 2012. Currently, 11 small businesses participate in FirstSource. As with EAGLE, FirstSource does not charge a fee to use the contract.

"It's been very widely used across the department, and we've been able to process orders in as little as a few hours when we've needed to," Correa said, adding that, because of FirstSource's fast turnaround, "some components have even gotten themselves out of trouble using it."

DHS organizations using FirstSource have the option of using reverse auctions to get the best prices for the products they purchase. In reverse auctions, companies compete for a task order by progressively bidding lower prices. Components can place orders directly if they want, but most use the reverse-auction process. Since reverse auctioning was implemented in the program, DHS has realized cost savings of \$131.8 million on awards totaling \$814 million.

Correa said her office is focused on EAGLE II right now, but is poised to begin the FirstSource follow-on effort.

Industry Partnership Strengthens EAGLE Program

ne of the chief successes of the EAGLE program has been its ability to forge a strong partnership with contractors to better serve the IT needs of the Department of Homeland Security (DHS).

To maintain communication with the 53 participating companies, EAGLE program officials hold quarterly EAGLE Alliance meetings that bring together the contractors with EAGLE and DHS officials, including chief information officers and contracting officers from the component agencies. They discuss forecasts, get feedback from vendors about agency plans, and provide recommendations to vendors to help with proposal preparation, reporting and other issues.

"It consists of a lot of open dialogue with both EAGLE officials and your industry peers on the contract vehicle, so we can share ideas trials and tribulations, and resolve things in an open forum," said Paul Bize, vice president of sales for homeland security and intelligence business for HP Enterprise Services, formerly EDS before its acquisition by HP. "These meetings provide a very good framework for both small and large businesses to work together to resolve issues."

Contractors and DHS officials also have created Integrated Product Teams to address specific topics and problems, which, together with the EAGLE Alliance meetings, have helped industry gain insight into DHS plans for future IT projects. "The government brought in some of the chief information officers to talk about their vision for their components, where they were going, their major opportunities, and how they intended to use EAGLE," said Hank Di Nunzio, General Dynamics' EAGLE Program Manager.

The improved visibility into planned DHS procurements helps agency users as well as EAGLE contractors. "The government gets more competition and the contractors are more responsive to the agency's needs" because they are better prepared, said Tony Sacco, SAIC's EAGLE Program Manager.

In addition to the Alliance Meetings and IPT Groups, EAGLE contracting officials are available for informal discussions and ad hoc meetings. "We try to keep an open-door policy," said Soraya Correa, director of the Office of Procurement Operations, which oversees the EAGLE program. Correa said the team of contracting officers that manages EAGLE is always available. Industry officials also can speak with Correa, her deputy, and Kevin Boshears, director of the DHS Office of Small and Disadvantaged Business Utilization. "I've had vendors come to me about issues and questions, such as how decisions were made or procurements were won. We can only make the program better if we listen to each other," Correa said

Industry officials agree. "The EAGLE office has done a very good job in communicating to the contract holders about activities and changes to the vehicle," Bize said.

"The government has provided a great benefit by providing greater visibility into planned procurements and by providing a forum for industry to make suggestions for improving the operations of the contract," Di Nunzio added.

For DHS components, the payoff is IT services and solutions that support their mission needs. "We've been able to come together as a team to improve our operations across the department," Correa said.



To get more details about EAGLE I and EAGLE II, and view a copy of the EAGLE Ordering Guide, go to www.dhs.gov/openforbusiness and follow the link to "IT Acquisitions (EAGLE, EAGLE II, FirstSource)."

To view the EAGLE II draft RFP go FedBizOpps at

www.fbo.gov/index?s=opportunity&mode=form&id=7faee9534abead3b2e5b5239b77f7c17&tab=core&_cview=0

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