

Procurement & Contract Administration April 21-22, 2021 Day 2 Part 2



INDIAN PREFERENCE REQUIREMENTS



The Indian Self-Determination and Education Assistance Act

The Indian Self-Determination and Education Assistance Act of 1975 (Public Law 93-638) authorized the Secretary of the Interior, the Secretary of Health, Education, and Welfare, and some other government agencies to enter into contracts with, and make grants directly to, federally recognized Indian tribes. The tribes would have authority for how they administered the funds, which gave them greater control over their welfare.

Section 7(b) of The Indian Self-Determination and Education Assistance Act



Preference in the award of subcontracts and subgrants in connection with the administration of such contracts or grants shall be given to Indian organizations and to Indian-owned economic enterprises as defined in Section 3 of the Indian Financing Act of 1974.

Indian Preference Final Rule

The Final Rule amended 24 CFR Sections 1000.48, 1000.50, and 1000.52 to provide for tribal preference in employment and contracting.

Program Guidance 2013-07 (R) dated July 11, 2013, provides additional information on administering these revisions.



Tribal Action

- Tribe passes adopts law, code, or regulations regarding Tribal Preference.
- IHA adopts policies (personnel, procurement, etc.) regarding preference.
- Such law or policy may provide preferential treatment
 - Over other Indians that are not members of the tribe in employment and Contracting.
 - In reductions in workforce and layoffs.

Implementing Indian Preference

Certify policies and procedures (§1000.52)
Preference clauses must be incorporated into

contracts

Include Indian Preference reference in notices and advertisements



Importance of Indian Preference

Provides special opportunities for Indian contractors in selection

Mandates additional preference that contractors must offer Indian laborers, subcontractors, and suppliers

Economic opportunities for Indians, tribes, recipients, and your communities

NOT required to hire an Indian individual / firm

Preference in Solicitation Process



Required by Federal (and often tribal) law

Clarify preference standards in your procurement policy

Clarify preference standards from the outset



Indian Preference is Different From Other Preferences

- Not racially or affirmative action based
- Political Status of Recipients, Tribes and Tribal Members
- Arises under different Federal Law

Where Indian Preference Is Applied

In selection of contractors or vendors

In the contractor's selection of subcontractors and suppliers

During employment and training by contractors

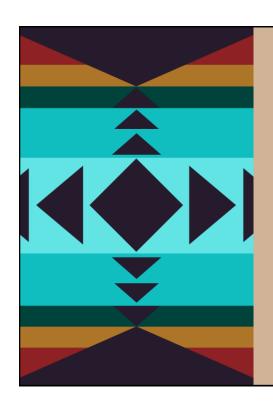


Qualifying Bidders, Proposers, Vendors



Specifically determine if the individuals and entities are qualified to receive Indian preference.

Do not rely on determinations and certifications made by others.



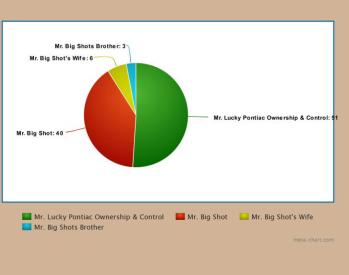
Who is Eligible for Indian Preference?

- · Members of federally recognized tribes
- Federally recognized tribes
- Entities at least 51% owned AND controlled by such members or tribes

51% Ownership AND 51% Control

Control includes voting rights, management, decision making, and allocation of profits.

Entity owned by a tribe, or a tribal member must show evidence of 51% ownership AND 51% control.



Preference Must Be Requested



Advise all bidders, proposers, and vendors Indian preference is required in contract awards

Parties seeking preference must request preference

When feasible, provide interested parties with an Indian Preference Qualification Application

Various Ways to Determine Eligibility

There is a variety of approaches based on the size, regularity, and nature of the procurement

The more thorough the process, the better

On large procurements, make the determination prior to the submission of the bid or proposal (pre-qualify firms)

Shall include a determination that bidder is a responsible contractor



When Feasible...

- Use Indian Preference Qualification Application and require supporting documentation
- Establish panel of at least three staff or Board members to evaluate and decide eligibility
- Make independent verification and inquiry



Common "Fronting" Practices



Disguise how little profit tribe or member receives

Indian tribe or member appears on paper as 51% owner, but management/control are with non-Indian

Less than truthful in explaining resources that each owner brings to entity

Document, Document

Carefully record decision in writing

Make a brief decision in writing

Be prepared to provide further explanation to anyone you disqualify

Explain to any disqualified party that they may still submit a bid or proposal



Reserve the Right to Reconsider

Reserve the right to disqualify anyone (even if you have already qualified them) right up until the award of the contract in case you become aware of new information and/or the entity's structure changes

Add contract provisions for termination if the entity loses its Indian ownership or control during the contract period

Applying Indian Preference

24 CFR 1000.52(a)

TDHE certifies that they have policy that will afford Indian preference that is consistent with ISDEA 25 USC 450e(b) (The Indian Self-Determination and Education Assistance Act)

OR solicit bids from Indian owned & controlled entities only

OR use two-stage method (more...)

The Two-Stage Method

- 1 Solicit **statements of intent** from Indian owned & controlled entities
- 2 If two or more are received from qualified entities, then solicit bids/proposals from Indian owned & controlled entities only
 - Otherwise, solicit bids/proposals from all entities using your established method of applying Indian preference

Applying Indian Preference

If any method of Indian preference results in only one bid or proposal being received, then

Re-advertise using any approved method of Indian preference under (a), OR

Re-advertise to all entities using X-factor or other points for preference, OR

Ask HUD-ONAP for approval (remember, you must justify in writing)

Using the X-Factor

Attachment A

Using the X-Factor for Indian Preference (Optional)

The following is an optional method that may be utilized in implementing the Native Preference requirements of 24 CFR 1000.52. Under this method, award shall be made under unrestricted solicitations to the lowest responsive bid from a qualified Indian owned economic enterprise or organization within the maximum total contract price established for the specific project or activity being solicited, if the bid is no more than "X" higher than the total bid price of the lowest responsive bid from any qualified bidder. The factor "X" is determined as follows:

When the lowest responsive, responsible bid is:	X = lesser of:	
Less than \$100,000	10% of that bid, or \$9,000	
At least \$100,000, but less than \$200,000	9% of that bid, or \$16,000	
At least \$200,000, but less than \$300,000	8% of that bid, or \$21,000	
At least \$300,000, but less than \$400,000	7% of that bid, or \$24,000	
At least \$400,000, but less than \$500,000	6% of that bid, or \$32,000	
At least \$500,000, but less than \$1,000,000	5% of that bid, or \$40,000	
At least \$1,000,000, but less than \$2,000,000	4% of that bid, or \$60,000	
At least \$2,000,000, but less than \$4,000,000	3% of that bid, or \$80,000	

X-Factor Exercise

1. Bids received:

Firm A (Non-Indian) \$70,000 Firm B (Indian-owned) \$80,000

Using the X-Factor, who gets the contract?

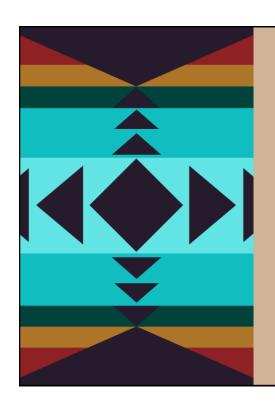
2. Bids received:

Firm A (Non-Indian) \$200,000 Firm B (Indian-owned) \$210,000

Using the X-Factor, who gets the contract?

Card Management/Internal Controls.





Petty Cash Purchases

General. Petty cash funds are to be used for very small, one-time purchases. If utilized, petty cash funds should be established in the IHA's Procurement Policy and should be sufficient to cover very small purchases over a reasonable period (for instance, one month).

Petty Cash Policy.

Petty Cash Policy must:

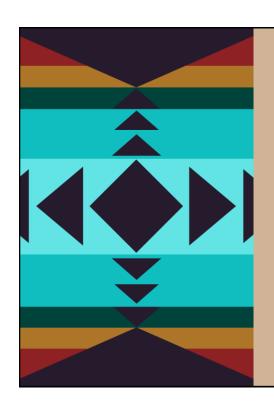
- (1) establish the overall amount of the fund,
- (2) establish the maximum amount for each purchase,
- (3) either establish the appointment of one or more individuals as Petty Cash Administrators or the procedures for appointing such individuals.

Purchasing Cards

General.

Purchasing cards (including debit or credit cards) are a payment method and not necessarily a method of procurement, purchasing cards can be helpful in reducing transaction costs. Purchasing card usage, however, should follow the rules for all other small purchases. For example, the Contracting Officer may use a purchasing card for Micro Purchases without obtaining additional quotes provided the price is considered reasonable. However, for amounts above the Micro Purchase level, the Contracting Officer would generally need to have obtained a reasonable number of quotes before purchasing via a purchasing card.

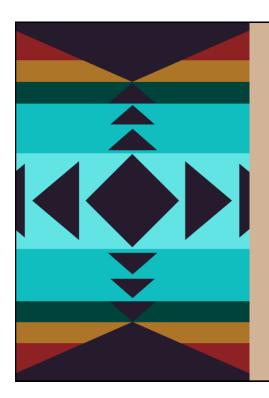




Purchasing Cards

Card Management/Internal Controls.

When using purchasing cards, IHAs should adopt reasonable safeguards and procedures to assure that they are used only for intended purposes (for instance, limiting the types of purchases or the amount of purchases that are permitted with credit cards). IHAs should also make sure that they have guidelines for selecting merchants/vendors, tracking purchases, and card payment/settlement procedures.



Purchase Orders

Form. Purchase Orders are usually issued on a standard IHA form. While HUD does not prescribe any specific form, the Purchase Order will generally contain information regarding scope of work/service to be provided, price, delivery, method of payment, inspection, and acceptance. However, additional terms and conditions may be added depending on the nature and complexity of the work requested.

Purchase Orders

General. Most purchases under the small purchase method will be done via a Purchase Order sent or given to the contractor to initiate delivery of the item(s) or performance of the service(s). The issuance of a Purchase Order by the IHA and its acceptance by the contractor (either through performance or signature on the purchase order) constitute a contract. It is crucial, therefore, that the Purchase Order clearly specify the item(s) or service(s) being purchased and the terms and conditions of the purchase.



Receiving Goods/Services and Approving Payments

IHAs should establish systems for ensuring that the items required by contract are received in accordance with contract terms. Payments should also be processed promptly to allow for prompt payment discounts, where applicable, and to otherwise maintain good relations with contractors.



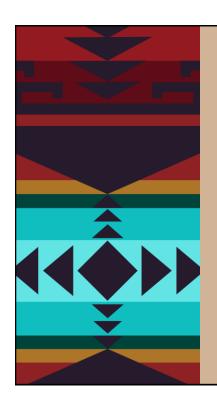


What Is A Conflict Of Interest

When someone in a position of trust has competing professional and personal interests

When someone makes a decision in an official capacity, and they stand to profit personally

When your interests have the potential to conflict with the best interest of the organization or those you represent



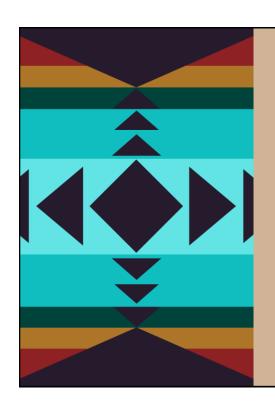
2 CFR 200.318 (C) (1)

The non-Federal entity must maintain written standards of conduct covering conflicts of interest and governing the performance of its employees engaged in the selection, award and administration of contracts. No employee, officer, or agent must participate in the selection, award, or administration of a contract supported by a Federal award if he or she has a real or apparent conflict of interest.

2 CFR 200.318 (C) (1)

Such a conflict of interest would arise when the employee, officer, or agent, any member of his or her immediate family, his or her partner, or an organization which employs or is about to employ any of the parties indicated herein, has a financial or other interest in or a tangible personal benefit from a firm considered for a contract. The officers, employees, and agents of the non-Federal entity must neither solicit nor accept gratuities, favors, or anything of monetary value from contractors or parties to subcontracts.





2 CFR 200.318 (C) (1)

However, non-Federal entities may set standards for situations in which the financial interest is not substantial, or the gift is an unsolicited item of nominal value. The standards of conduct must provide for disciplinary actions to be applied for violations of such standards by officers, employees, or agents of the non-Federal entity.

Gifts, Entertainment and Gratuities

An employee may accept food or refreshments of nominal value on infrequent occasions in the ordinary course of a breakfast, luncheon or dinner meeting, or other meeting where an employee may properly be in attendance; or may accept unsolicited advertising materials such as pens, calendars or other items of a nominal value.



Gifts, Entertainment and Gratuities

An employee shall not solicit or accept directly or indirectly any gift exceeding \$100.00 value, gratuity, favor, loan or any other thing of monetary value from a person or organization who has (in the past, or tends to seek to obtain) a contractual, business or financial relation with ATHA or who has interests which may be affected by the performance or nonperformance of the employee's official duty.

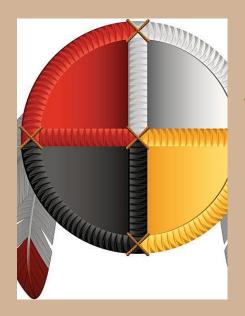


200.318(c)(1): General Standards

Written standards of conduct required

- No employee, officer, or agent may participate in the selection, award, or administration of a contract if there is a real or apparent conflict of interest.
- Conflict of interest: when the employee, officer, or agent, or a member of his/her immediate family, has a financial or other interest in, or a tangible personal benefit from a firm considered for a contract. [Also §1000.30 (a) for IHBG]
- Must maintain written standards of conduct with respect to <u>organizational conflict of interest.</u>





CODE OF CONDUCT

· Conflict of Interest

- The Any Tribal Indian Housing Authority prohibits its officers, employees, and agents from participating directly or indirectly in the selection or in the award or administration of any contract if a conflict, real or apparent, would be involved. Such conflict would arise when a financial or other interest in a firm selected for award is held by:
- An officer, employee, or agent involved in making the award;
- His/her relative, including father, mother, son, daughter, brother, sister, uncle, aunt, first cousin, nephew, niece, husband, wife, father-in-law, mother-in-law, son-in-law, daughter-in-law, brother-in-law, sister-in-law, stepfather, stepmother, stepson, stepdaughter, stepbrother, stepsister, half-brother, and half-sister;
- · His/her partner; or,
- An organization which employs, is negotiating to employ, or has an arrangement concerning prospective employment of any of the above.

<u>Gifts, Gratuities, and Use of</u> <u>Confidential Information</u>

The Any Tribal Indian Housing Authority prohibits its officers, employees, and agents from soliciting or accepting gratuities, favors, or anything of monetary value (other than unsolicited items of nominal intrinsic value) from contractors, potential contractors, or parties to subcontracts, and the knowing use of confidential information for actual or anticipated personal gain.



Violations

Disciplinary action will be taken to remedy violations of this code and may include verbal or written warning, formal reprimand, suspension, or dismissal. The level of disciplinary action will depend on the severity of the violation, the individual's prior behavior, and the nature of the individual's position. Notice the Any Tribal Indian Housing Authority communicates the requirements of this code during orientation, at trainings, in the bylaws of the Board of Commissioners, and in its personnel and procurement policies.



Conflict Of Interest and One Year Prohibition

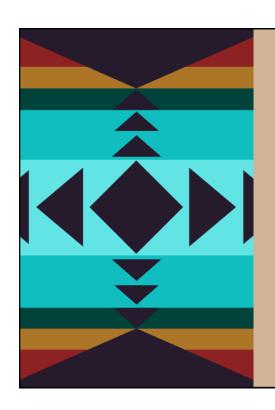
During his tenure and for one year thereafter, no commissioner, officer or employee of the Authority, or any member of any governing body of the Tribe, or any other public official who exercises any responsibilities or functions with regard to the project, shall voluntarily acquire any interest, direct or indirect, in any project or in any property included or planned to be included in any project, or in any contract or proposed contract relating to any project, unless prior to such acquisition, he disclosed his interest in writing to the Authority and such disclosure is entered upon the minutes of the Authority, and the commissioner, officer or employee shall not participate in any action by the Authority relating to the property or contract in which he has any such interest.

Conflict Of Interest and One Year Prohibition

If any commissioner, office or employee of the Authority involuntarily acquires any such interest, or voluntarily or involuntarily acquired any such interest prior to appointment or employment as a commissioner, officer of employee, the commissioner, officer or employee, in any such event, shall immediately disclose his interest in writing to the Authority; and such disclosure shall be entered upon the minutes of the Authority, and the commissioner, officer or employee shall not participate in any action by the Authority relating to the property or contract in which he has any such interest.

Conflict Of Interest and One Year Prohibition

Any violation of the foregoing provisions of this section shall constitute misconduct in office. This section shall not be applicable to the acquisition of any interest in obligations of the Authority issued in connection with any project, or to the execution of agreements by banking institutions for the deposit or handling of funds in connection with a project or to act as trustee under any trust indenture, or to utility services the rates for which are fixed or controlled by a governmental agency, or to membership on the Board .



Use of Confidential Information.

Disclosure of confidential information to any person not authorized by the Contracting Officer to receive such information shall be a breach of the ethical standards.

Confidential information includes but is not necessarily limited to the contents of a bid (prior to bid opening) or proposal (prior to contract award using competitive proposals), names of individuals or firms that submitted bids (prior to bid opening) or proposals (prior to contract award);

Use of Confidential Information

IHA generated information related to a procurement (including IHA cost estimates, contractor selection and evaluation plans, specifications [before solicitation is issued]); and any other information the disclosure of which would have a direct bearing upon the contract award or the competitive process.

It is a breach of ethical conduct for any current or former employee, officer, or agent to knowingly use confidential information for actual or anticipated personal gain or for actual or anticipated personal gain of any other person



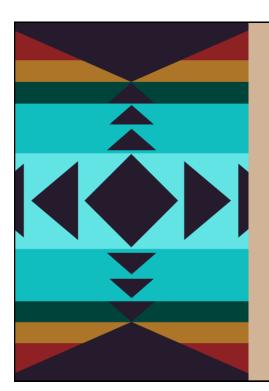




Price Reasonableness. Before making an award, the Contracting Officer must determine that the proposed price is fair and reasonable.

For most small purchases, price analysis is sufficient to make that determination. In cases where the IHA purchases services or items of a non-commercial nature (e.g., a special training course designed for the IHA's employees), submission of cost details and a cost analysis may be needed.





Quotation Evaluations

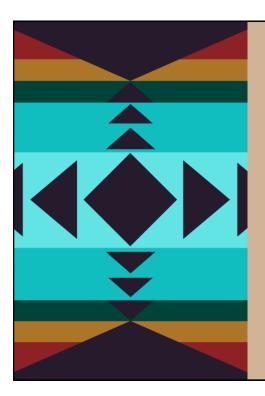
Micro-Purchases. Price analysis normally consists of comparing the quoted price to prices recently paid for the same or similar items, price lists, or catalog prices. The signature of the Contracting Officer on the Purchase Order or contract signifies the Contracting Officer's determination that the price is reasonable, based on prior purchases of a similar nature or other sources of information.

Other Small Purchases above the Micro Purchase Level.

Generally, price analysis will consist of a comparison of quotations to each other and to other sources of pricing information (e.g., past prices paid, catalog prices, etc.).

If only one response is received, the Contracting Officer should include a statement of reasonableness in the contract file. This statement may be based on market research, comparison of the proposed price with prices found reasonable on previous purchases, current price lists, catalogs, or advertisements, a comparison with similar items in a related industry, the Contracting Officer's personal knowledge at the time of purchase, comparison to the ICE, or any other reasonable basis. Only in rare cases would the Contracting Officer conduct a cost analysis (a non-commercial type purchase unique to the IHA's needs, such as a training course for IHA accounting personnel).



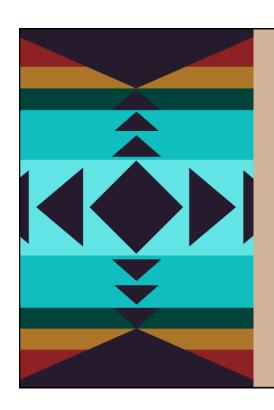


Quotation Evaluations

Other Factors. If using "price and other factors" to determine award, the Contracting Officer has broad discretion in fashioning suitable evaluation procedures.

In these situations, the Contracting Officer should ensure that quotations can be evaluated in an efficient and minimally burdensome fashion. Competitive proposal type procedures (e.g., formal evaluations, determining competitive ranges, conducting detailed negotiations, or requesting best and final offers) should not be used for small purchases.

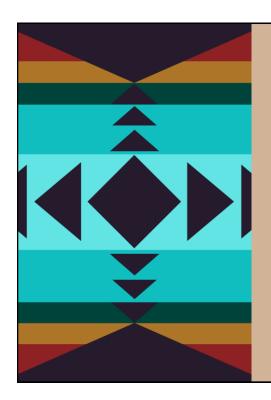
Contracting Officers may use information such as their knowledge of, and previous experience, with the supply or service being purchased, the vendor's past performance for the IHA, or customer surveys to evaluate the quotation.



Evaluating Contractor Responsibility. Housing Entities must make awards only to responsible contractors possessing the ability to perform successfully under the terms and conditions of the proposed procurement.

For small purchases, where payment is generally made only after full delivery/completion of the job, the Contracting Officer has broad latitude in evaluating contractor responsibility, including the Contractor's personal knowledge of, or past experience with, the vendor.

The signature of the Contracting Officer on the Purchase Order or contract signifies the Contracting Officer's determination of responsibility is satisfactory.



Documentation-Purchases Above the Micro Purchase Threshold.

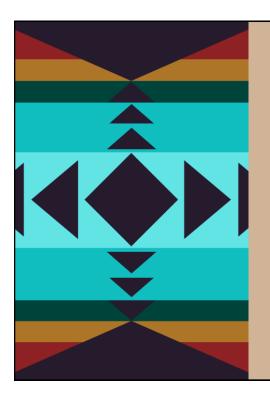
Documentation should be kept to a minimum. IHAs should retain information supporting their purchases (paper or electronic) to the minimum extent and duration needed for management review purposes (tracking purchasing activity, etc.). The following illustrate the extent to which quotation information should be recorded:

- a. Oral solicitations. The contracting office should establish and maintain records of oral price quotations sufficient to reflect clearly the propriety of placing the orders at the price paid with the particular vendor. In most cases, this effort will consist merely of showing the names of the vendors contacted and the prices and other terms and conditions quoted by each.
- b. Written solicitations. Limit written records of solicitations or offers to notes or abstracts that show prices, delivery, references to printed price lists used, the vendors contacted, and any other pertinent information.
- c. Special situations. Include additional statements—
- i. Explaining the absence of competition if only one source is solicited; or
- ii. Supporting the award decision if other than price-related factors were considered in selecting the vendor.

Documentation Micro Purchases

Micro Purchases. If competitive quotations are solicited and award is made to other than the low quote, documentation to support the purchase may be limited to identification of the solicited vendors and a brief explanation for the award decision.





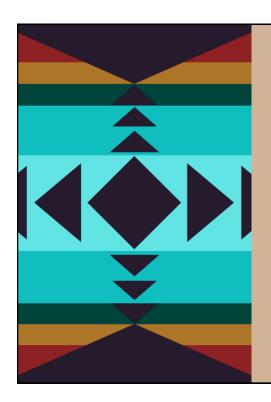
Method of Solicitation-Summary

Quotations for small purchases may be obtained in writing (hard copy or email), orally, by fax, via catalogs, by letter, through electronic means, e.g., the Internet, through paid advertisement, or by displaying the solicitation in a public place. The method should be appropriate to the purchase (e.g., obtaining price quotes by phone for a commercially available supply item)

IHAs may establish in their Procurement Policies dollar thresholds or other requirements for the use of written and oral solicitations. Written solicitations are used when it is necessary to provide vendors with detailed information that cannot be conveyed orally (e.g., by phone), or with detailed quotation evaluation information. The Contracting Officer should determine the best method, given the situation.

PROCUREMENT AUTHORITY AND ADMINISTRATION OF THE PROCUREMENT FUNCTION

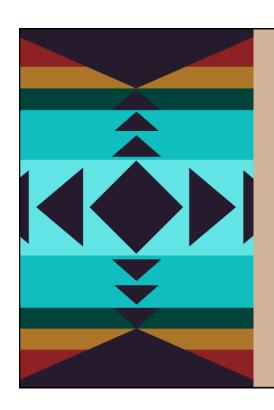




The Procurement Policy

IHAs are required to establish and follow a written procurement policy. The policy need not contain detailed working-level procedures but should require establishment of such procedures to carry out the policy. Some IHAs prefer to combine the policy and procedures into a single publication for the convenience of staff.

*Please make sure your policy is reviewed & updated, with proof of adoption by Board.



Staffing and Training

Your Housing Entity should ensure that their procurement employees have training and experience commensurate with the requirements of their duties. Your Housing Entity should develop training and experience standards for their procurement positions and periodically review their procurement operations to ensure that procurement personnel meet those standards. IHAs should consider any changes in the procurement environment (e.g., new laws, regulations, market conditions, or buying needs and practices of the IHA) when assessing the qualifications of personnel and the need for additional training.

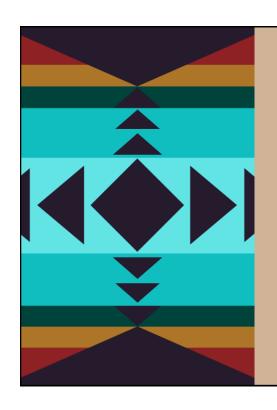
Delegation of Authority

Generally, the procurement policy delegates responsibility for procurement functions to the Executive Director, with authority to assign all or a portion of that responsibility to positions or individuals based on the organization and staffing of the IHA.

A person with authority for procurement activities is referred to as the Contracting Officer when he/she performs that function, regardless of any other job or position title he/she may have.

IHAs shall establish policies for the delegations of procurement authority (e.g., to the Executive Director). These policies should be included in the IHAs' written procurement policy. Delegations of procurement authority should clearly state the limits of the authority delegated in terms of dollar value of individual obligations the person may make and any other limits (e.g., types of contracts the individual may award such as small purchases). Delegations should also state whether the recipient may further re-delegate any of the authority and, if so, how much.





Responsibility of the Contracting Officer

Regardless of the authority delegated, it is the responsibility of the Contracting Officer to:

- A. Use sound judgment in accomplishing the procurement activities of the IHA;
- B. Ensure that bidders and contractors receive fair, impartial, and equitable treatment;
- C. Ensure that contract actions comply with all applicable Federal, State and Tribal laws and rules and with the IHA's approved procurement policy; and
- D. Seek the best value and greatest overall benefit for the IHA in response to the needs desired.

Contracting Officer Signature/Obligation of Funds



Contracting Officer Signature/Obligation of Funds

Each contract or purchase action (e.g., new contract, modification, interagency agreement, purchase order, etc.) that obligates the IHA to pay a contractor or vendor must be signed or otherwise authorized by an individual to whom the IHA has expressly delegated the authority to make such an obligation.

The signature of the Contracting Officer on IHA contracts is a legal commitment and requires continuing performance by the IHA under the terms and conditions of the contract. Performance includes such duties as monitoring contractor performance and acceptance or rejection of contractors' requests for changes in performance, specifications, or price.



Contracting Officer Signature/Obligation of Funds

Caution: If an individual is not an authorized Contracting Officer, that individual must not bind the IHA by making an implied contract such as by making a promise or stating an intent to purchase, either orally or in writing.

Under the laws of agency and apparent authority, the IHA may be liable for, or bound by, the acts of a IHA employee, if such person (who is not a Contracting Office) appears to an offeror to have been given authority by the IHA. Therefore, all actions that could be misinterpreted as committing the IHA to purchase should be clarified with a statement such as, "this request for price quotation is not an offer to buy and should not be assumed as such."



CONTRACT ADMINISTRATION



Award or Purchase Leads to a Contract



Contract is...

- Always in writing
- The contract form may be made part of the solicitation
- Level of detail depends on circumstances



Contracts

Can use conventional contract forms and invoices

Use Recipient approved contract form or get legal advice before signing

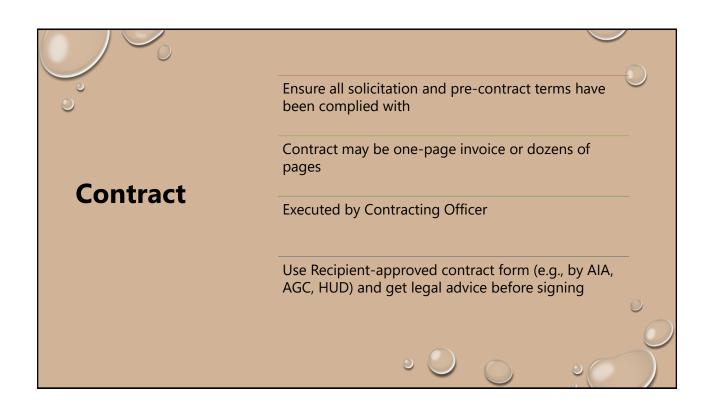
Procurement Officer transfers administration to contract manager



Purpose and Importance of Contracts

- Clearly define expectations for all parties of the contract
- Incorporates terms that protect your right to get goods or services delivered promptly and properly
- Dispute avoidance
- Dispute resolution provisions



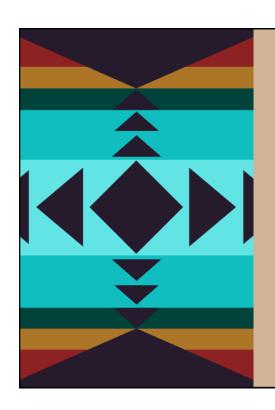


Award and Contract for Competitive Sealed-Bids:

- Award and Contract
 - -Only to responsive and responsible bidder
 - -Reasonable price
 - _May not be the lowest bidder
- Use appropriate contract forms and methods after obtaining legal advice







Competitive Proposal Contracts

- Professional services contracts often based on hourly rate
- § 200.318 (j)(1-2): Time and Materials Contracts:
 - Provides no positive profit incentive to the contractor for cost control or labor efficiency, therefore each contract must set a ceiling price that the contractor exceeds at its own risk.
 - Requires a high degree of oversight by non-Federal Entity.

Contract & Project Management



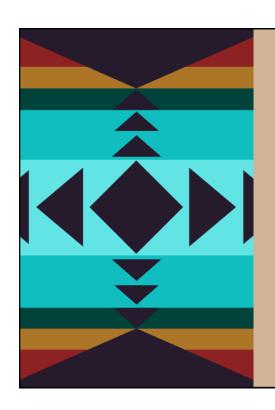
After Execution of Contract

In some cases, issue a
Notice to Proceed
Ensure contractor
compliance with start-up
obligations
Administration transferred
from procurement officer
to contract manager



Importance of Follow-Up

- Compliance during performance
- Enforcement during performance
- · Procurement evolves into contracting and contract administration
- Coordination between procurement and program staff



Overlap of Contract Management and Project Management

- Contract management ensures fulfillment of contract requirements of all contractor obligations and payment for work or services delivered
- Project Management is the process of completing the project by the contractor and meeting the Recipients objectives and assuring work being done accordingly and within the contracted amount & timeline
- Contract Manager or Contract Officer works in coordination with the Project Manager throughout contract to closeout

Post – Award Procedures



Pos	st-Award Procedu	res	
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9			

Post – Award Procedures Hold Post-award conference Issue notice to proceed, if applicable Monitor contractor performance/compliance Receipt of supplies, services, or construction Monitoring Inspection of supplies, services, or construction Acceptance of supplies, services, or construction Payment of work completed and accepted Exercise any applicable options for additional quantity or time period Project and Contract completion Project and Contract closeout



QUESTIONS

MIIGWECH

Thank You for your commitment and service to providing Housing for your Community and our people.



If you should need anything Else!

