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Research, Development, and Acquisition

TEMPLATES FOR STREAMLINING ACQUISITIONS

GUIDE FOR DETERMINING STREAMLINED FUNCTIONAL REQUIREMENTS FOR ARMY ACQUISITION PROGRAMS

HEADQUARTERS, UNITED STATES ARMY MATERIEL COMMAND, 1 JULY 1997

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CHAPTER 1

INTRODUCTION

1.1 PURPOSE

This guide is to assist Program Executive Officers (PEO), Project managers (PM) and Army Materiel Command (AMC) Commanders in determining the minimum essential functional requirements for a streamlined acquisition program. Users should think about specific functional requirements and to question perceived solutions to those requirements, particularly those that create needs for functional oversight and add contract costs, but result in little or no value to the acquisition program.

1.2 CONCEPT

The Functional Templates are used to consider, at the earliest stages of an acquisition program, as streamlined approaches compared to the traditional methods of specifying all functional requirements. The streamlined approaches focus on improved methods of describing functional requirements, resulting in reduced oversight, inspections, and cost.

1.3 OBJECTIVES

This guide describes the Functional Template application process. The templates can be used to evaluate program requirements in an organized manner and minimize functional oversight work load.

1.4 TEMPLATE APPLICATION

The templates should be applied in the initial stages of a program to structure the framework for the acquisition strategy. The templates may be tailored to adjust program needs and management structures. This application will establish initial functional requirements.

For programs with established acquisition strategies, the templates can be applied when a solicitation is prepared. Examples of how to apply the templates to develop language for streamlining solicitations are presented in Chapter 5, Applications of Templates in Solicitations.

CHAPTER 2

BACKGROUND

2.1 FUNCTIONAL SPECIALIZATION

Both the government and defense industry have organizations which are functionally specialized. Each acquisition program requires a wide variety of functional support for its execution. Government functional specialists, through experience, continue to evolve more rules and practices for applying their functional areas to acquisition programs.

Through iterative applications of lessons learned, the functional practices tend to become more detailed and restrictive on the contractors. As these more stringent practices evolve, the boundaries between functional areas become more distinct, often leading to the functions being described as stovepipes. Although they may have assured the delivery of quality products at one time, these functional specialization practices significantly increase defense acquisition costs, make it very difficult for defense industry to adopt commercial practices, create barriers to commercial firms participating in defense work, and obstruct the flow of advanced technology between the defense and commercial industrial sectors.

2.2 ARMY ACQUISITION GOALS

The U.S. Army is pursuing the following goals:

a. Integrate the U.S. defense and commercial industrial sectors to achieve an efficient industrial base.

b. Remove barriers that prevent defense industry from making full use of commercial markets to support the industrial base.

c. Produce the highest quality solicitations and reduce unnecessary, non-value-added, government-imposed requirements.

d. Select and award contracts to the highest quality, best value contractors.

2.3 ACQUISITION REFORM INITIATIVES

In acknowledgment of the above goals, the Department of Defense initiated major acquisition reforms. Acquisition reform encourages the use of integrated product teams to manage risks in lieu of an independent functional approach to risk avoidance. Risk management uses such techniques as teaming, functional integration, performance specifications, contractor flexibility, commercial practices, process controls, best value contracting and past performance.

CHAPTER 3

FUNCTIONAL SUPPORT CATEGORIES

3.1 INTRODUCTION

Functional requirements for acquisition programs can be classified into four primary categories. These are **engineering management, specialty engineering, integrated logistics support, and risk management.** Each of these categories can be further subdivided, as indicated in the paragraphs below. All of these functional areas were categorized from analysis of the statements of work in several solicitations prepared by the subordinate commands of the Army Materiel Command. These categories and subcategories normally describe the minimum essential functional requirements.

3.1.1 ENGINEERING MANAGEMENT

Engineering management areas include systems engineering, engineering data and specifications, configuration management, and life cycle software engineering.

3.1.2 SPECIALITY ENGINEERING

Specialty engineering includes reliability, availability and maintainability; safety; environmental/pollution prevention; packaging and transportability; manufacturing and producibility; MANPRINT and human factors; value engineering; parts control; electromagnetic environmental effects; and special support and test equipment.

3.1.3 INTEGRATED LOGISTICS SUPPORT

Integrated logistics support includes integrated support planning, logistics support analysis, technical publications, provisioning, and training.

3.1.4 RISK MANAGEMENT

Risk management includes program management, system test and evaluation, and quality assurance.

3.2 PROGRAM APPLICATION

The application of the functional specialties will vary by the type of commodity, life cycle phase, type of contract, extent of competition and acquisition strategy. For each application, there may also be tailoring of the many specific requirements found within each functional area to fit the characteristics of the acquisition program. Requirements for these functional areas will invariably be included in advanced development, engineering and manufacturing development, and production contracts in some form.

CHAPTER 4

TEMPLATES AND THEIR RATIONALE

4.1 INTRODUCTION

All rationales are predicated on using the concept of best value in executing programs. Emphasis is placed on assessing the value added to the accomplishment of the program goals when data requirements are included in solicitations and contracts.

4.2 ENGINEERING MANAGEMENT

Success can be achieved in these functional areas if the contract specifies "what" is required and relies on performance specifications which provide a contractor more responsibility and flexibility to meet the government's needs.

4.2.1 INTEGRATED PROGRAM MASTER PLAN

a. A contractor's systems engineering ability and his/her past performance are evaluated during source selection. If the contractor is deemed capable of satisfying the requirements at this point, government oversight and review requirements can be minimized. Thus, the contractor is required to demonstrate his/her capability and past performance in the response to the request for proposal.

b. The contractor is required to incorporate his/her approach to accomplish functional requirements into an Integrated Program Master Plan. The contractor is no longer required to submit his/her program plans for government approval. Also, great care is used to not compromise the contractor's responsibility for design through government approval of incremental design review results. Government participation in design reviews focuses on determining that the contractor is demonstrating satisfactory accomplishment of the process.

c. Integrated Product and Process Management are used to achieve integration of all functional requirements and to prepare an "integrated" request for proposal. This type of proposal motivates the contractor to use multidisciplinary management techniques in preparing his/her response. We also establish an Integrated

Project Team (IPT) led by a program manager. The IPT conducts integrated program reviews where the whole team participates as a body. This greatly minimizes separate functional-only reviews.

d. The contractor is required to employ maximum use of simulation and modeling in the design process. The government is willing to accept results of simulation and modeling for continuing use in subsequent design iterations and in lieu of, or to compliment, hardware test and demonstrations. This reduces risk and cost by providing for more rapid design iteration and alternatives for accelerating testing.

e. Performance specifications are used instead of detailed technical specifications. A properly constructed performance specification can assure the government a quality product at reduced cost and greatly reduce government oversight and contract administration. In addition, the use of performance specifications allows the contractor to become more efficient in manufacturing operations; to incorporate product enhancements; and to reduce both direct and indirect costs associated with product manufacture.

f. Utilizing the principles of Cost as an Independent Variable (CAIV), Acquisition strategies must set aggressive, achievable cost constraints. Only key critical performance parameters will be established. Other system performance parameters must be defined in terms of "Thresholds" and "Objectives." Acquisition requirements packages need to provide contractors the flexibility to propose an optimum combination of system performance requirements while not exceeding the cost constraints.

INTEGRATED PROGRAM MASTER PLAN TEMPLATE

• Government Integrated Product Teams are used to prepare integrated system performance specification and contract statement of work.

• System performance specifications are utilized. Interface control requirements are included in specification.

• Contractor required to describe his approach to integrated program management and all relevant previous experiences in response to request for proposal. Government does not require submission of post award Systems Engineering Management plan. Progress assessed at periodic integrated reviews.

• Contractor retains design responsibility throughout contract. Government does not "approve" design status at design reviews, but reviews IPMP process.

• Design to cost considerations are integrated with design engineering efforts. No program plans are required.

• Functional reviews are integrated and scheduled concurrently with prime contractor management reviews.

• Acquisition requirements packages need to provide contractors maximum flexibility to achieve system performance specification requirements without exceeding cost constraints.

4.2.2 ENGINEERING DATA AND SPECIFICATIONS

a. Buying "build-to-print" technical data packages and avoiding expending large in-house resources on their upkeep is to be avoided. Detailed product drawings and specifications are replaced by the use of performance specifications, supplemented by drawings and specifications, only if needed. Further, only that data needed for competition is acquired. In all cases, commercial drawing formats are encouraged and the contractor maintains all the technical data throughout the contract.

ENGINEERING DATA AND SPECIFICATIONS TEMPLATE

• Government's essential requirements are defined on the basis of performance characteristics. Performance specifications take precedence over drawing packages, generally provided as advisory only.

• Performance specifications are supplemented with drawings and process control specifications, if needed to fully define item.

• Performance specifications are required to the lowest work breakdown structure selected for breakout. Breakout decision is integrated part of design process.

• Commercial drawings are used to the maximum possible extent.

• The contractor is required to maintain the Technical Data Package (TDP) for the life of the contract.

• The Government only requires delivery of the portions of the TDP required to support breakout and spares procurement. Has option to take delivery of contractor's drawing package, if required.

4.2.3 CONFIGURATION MANAGEMENT (CM)

a. Coupled with use of the performance specification, the contractor retains control of the system configuration throughout the development and production of the system. The government retains control of those changes that affect form, fit, function and interchangeability requirements of the performance specification.

b. Another aspect of control is for the government to protect against the possibility of having to procure spare parts from a sole-source contractor if there were no technical data available. To counter this situation, there may be a contractual requirement that the contractor deliver a current drawing package to the government at the Government's option with the right to procure the parts in the competitive market, using the same performance requirements as the prime contractor does with his/her subcontractors. The alternative to buying this data is to develop

performance specifications for each spare part. These performance specifications may then be used to competitively process the parts.

c. Yet another aspect of configuration control is that the government must ensure any contractor’s changes made to improve the system do not negate support for systems produced earlier or render obsolete the spares and repair parts already in the support system. To ensure satisfaction of this requirement, the government must use interchangeability and interoperability criteria as key elements of its control, and these must be clearly spelled out as part of the contractual requirements.

d. Under a performance specification approach, the government's primary requirement becomes the performance of the system, i.e., does it meet the requirements of the specification. The "appearance" of the system is less important, since the contractor is free to make changes, as long as the changes do not breach the performance requirements of the specification. As a result, requirements for a Physical Configuration Audit may no longer apply, whereas the results of a Functional Configuration Audit become a key measure of contractor compliance with the requirements of the performance specification.

e. The burden of configuration status accounting will rest with the contractor. The government would not, as a matter of course, have visibility below the level of the configuration item, unless there are changes to the performance specification. As a result, the contractor will be operating under a system that provides for approved configuration item documentation, the status of proposed and approved changes to that documentation, the status of waivers and deviations, and the configuration of all end items produced under the configuration items. Automated data transfer systems shall be used by both contractor and government in lieu of "paper" systems.

CONFIGURATION MANAGEMENT TEMPLATE

• Prime contractor maintains configuration control and status accounting by using commercial practices throughout the contract.

• Government maintains control of system performance specifications.

• Prime contractor describes CM system in response to Request For Proposal (RFP).

• Interchangeability and interoperability criteria are clearly spelled out as contractual requirements to be controlled by the government.

• Functional Configuration Audit key measure of contractor compliance with performance specification requirements.

• CM status included in integrated reviews.

4.2.4 LIFE CYCLE SOFTWARE ENGINEERING

a. In today's global economy, industry standardization efforts are driven primarily by market demands. In view of this trend, the Army needs to take advantage of existing and emerging industry software standards and processes. This approach will enable the Army to maintain a technical edge by broadening the supplier base and capitalizing on the latest industry technologies. Thus, the use of commercial standards, products, industry software processes, Contractor Off The Shelf/Non-Developmental Item (COTS/NDI) software and intensified software reuse for development and support of computer resources for Army systems is emphasized.

b. Software development is streamlined consistent with the complexity and program risk. Contractors are required to utilize a disciplined software development approach which minimizes the need for extensive documentation.

c. The extent of government oversight on the software development effort is based on the maturity level of the contractor's software development capability. If the contractor has

experience in software development and knows how to comply with the government's requirements, then reduced oversight is acceptable.

d. The contractor is held completely responsible for the design effort. The government now reviews the software development processes and their results and advises the contractor on deficiencies.

e. In line with total contractor responsibility, a separate software quality assurance program is not required. Quality is an integral requirement for design and methods of assuring software quality are a matter for the contractor to decide. Government risk is managed by observing and reviewing the contractor's software testing and verification and validation activities.

f. To achieve affordable postdeployment software support, the design requirement for facilitation of software reengineering and fielding of new versions to make software support more efficient should be considered. In addition, transition of postdeployment software support to the government should be scheduled at the latest possible time. However, planning for software support should be initiated during the formulation of the acquisition strategy.

LIFE CYCLE SOFTWARE ENGINEERING TEMPLATE

• Utilize commercial standards for software development management tasks and processes as guidance.

• Apply only minimum essential requirements consistent with the complexity of the software development effort.

• Place software development responsibility on the contractor. Government does not "approve" software designs during incremental reviews.

• Government oversight and documentation requirements are tailored to maturity level of contractor's software development capability.

• Contractor is required to perform software verification and quality assurance functions. Government does not perform independent verification and validation of software.

• Contractor provides software support for duration of development and production contracts. Support is transitioned to government upon completion of production.

• Software development and support status is included in periodic integrated reviews.

4.3 FUNCTIONAL ENGINEERING

In the functional engineering specialties, the contractor is provided the maximum flexibility to achieve system performance specification requirements. Government review and oversight has traditionally been excessive and not really necessary for accomplishing the requirements.

4.3.1 RELIABILITY, AVAILABILITY, MAINTAINABILITY

Best value source selection focuses on technical capabilities of contractors. The government's risk of nonperformance of reliability, availability, and maintainability with a technically capable contractor will be reduced. The government, rather than specifying in detail, requires the contractors to describe how they would meet the requirements in responses to the request for

proposals. This gives the government the opportunity to assess technical capability and tailor program tasks and oversight accordingly. Also, past performance evaluations during the source selection process can look at areas of relevant contractor past experience and be used to reduce requirements and oversight.

RELIABILITY, AVAILABILITY AND MAINTAINABILITY TEMPLATE

• Tailor RAM program tasks to characteristics of acquisition (commercial, NDI, development, production, sole source, competitive).

• Require contractor to describe the tasks needed to meet RAM requirements in response to RFP. Do not require a post award RAM plan.

• Analyze during past performance evaluation reliability test data on similar systems manufactured by contractor to reduce testing on system being procured.

• Hold contractor responsible for meeting RAM requirements. Do not approve plans and reports. Do not hold separate RAM reviews.

• Make RAM demonstration an option. If the contractor has a history of exceeding RAM requirements and if RAM growth has consistently exceeded the planned growth during development, a RAM demonstration should not normally be required.

• Include RAM status in periodic integrated reviews.

4.3.2 SAFETY

Safety activities (i.e., plans, audits, reports, etc.) are the IPT safety issues and analysis results are included in the comprehensive program/design reviews.

SAFETY TEMPLATE

• Specific safety engineering requirements are included in the system performance specification, along with methods to determine.

• Specific radiological requirements and constraints are included in the system performance specification, including methods to determine compliance.

• Results of safety hazard analyses and assessments are presented at periodic integrated functional reviews.

• Comprehensive data associated with the hazard analyses and assessments are available for on-site review by government to facilitate review.

4.3.3 ENVIRONMENTAL

a. Environmental considerations (hazardous materials, pollution prevention, noise reduction, etc.) are an integral part of the IPT activities. Environmental considerations are tending to evolve more and more into a separate functional specialty.

b. The preferred approach to achieving environmental requirements is to place the responsibility firmly on the contractor. This can be done by including those requirements in the system performance specification. The risk of contractor nonperformance is managed by having environmental considerations addressed at integrated program reviews, not by a separate program plan and status reports.

ENVIRONMENTAL TEMPLATE

• Contractor is required to describe approach to preventing generation of, or controlling environmental hazards in system development and production in response to RFP. Do not require post award program plan.

• Specific environmental requirements are in system performance specification, including methods of determining compliance.

• Status of environmental engineering is addressed at periodic integrated functional reviews.

4.3.4 PACKAGING AND TRANSPORTABILITY

a. Unless carefully specified, packaging requirements can easily become excessive. For example, the situation where elaborately packaged parts are shipped to a depot, opened, and the parts stored in supply bins should be avoided. Packaging requirements should be carefully tailored to the intended environment which the package will incur. The contractor should use best commercial packaging practices when they meet military needs.

b. Excessive oversight is avoided by giving the contractor flexibility to meet the packaging requirements of the system performance specification. Monitoring progress can be reviewed through the IPT process.

c. Overspecification of transportability requirements should be avoided. The contractor’s progress in meeting transportability requirements can be reviewed by the IPT.

PACKAGING AND TRANSPORTABILITY TEMPLATE

• Specific transportability requirements are in system performance specification, including methods of determining compliance. Do not require program plan.

• Specific packaging requirements are in system performance specification, including methods of determining compliance. Do not require program plan.

• Packaging requirements are tailored to end use of package.

• Best commercial packaging processes that meet needs are permitted.

• Packaging and Transportability Engineering status is included in periodic integrated functional reviews.

4.3.5 MANUFACTURING AND PRODUCIBILITY

a. Commercial industries have clearly demonstrated the benefits of integrating manufacturing and producibility considerations into the design process. More robust designs can be achieved by developing the product and its manufacturing processes concurrently.

b. Integrated product and process development will not occur if all functional engineering requirements are not integrated. As with other specialty engineering areas, the practice of specifying detailed management plans, reviews and reports sends the wrong signal to the contractor. It is sufficient to require the contractor to develop products and processes concurrently, and then assess his/her process in doing so in periodic integrated reviews.

MANUFACTURING AND PRODUCIBILITY TEMPLATE

• Integrate manufacturing and producibility design considerations during development through concurrent engineering concepts.

• Do not require post award Producibility Engineering Planning or Manufacturing program plans.

• Independent assessments of Production Readiness Reviews eliminated. PEO approves PRR results.

• Producibility and manufacturing planning status included in integrated functional reviews.

4.3.6 MANPRINT AND HUMAN FACTORS

a. The inclusion of MANPRINT and human engineering requirements in the system performance specification and the tailored application of these requirements in the contract should be sufficient guidance for a reputable contractor to accomplish these requirements. The generation of program plans, reviews and reports by the contractor add little value to his/her ability to achieve the specification requirements.

b. The contractor's progress toward meeting the specification requirements for human factors can be assessed by the IPT using the results of contractor tests and demonstrations.

MANPRINT AND HUMAN FACTORS TEMPLATE

• Specific MANPRINT/Human Factors Engineering requirements are included in the system performance specification, along with methods of determining compliance.

• MANPRINT/Human Factors Engineering status is presented at periodic integrated functional reviews.

4.3.7 VALUE ENGINEERING (VE)

a. Value Engineering (VE) is the principal process to incentivize the contractor to upgrade the government's legacy technical data packages. The VE concept should be aggressively used to insert modern technology into these legacy technical data packages to reduce the production and operating and support costs. Contractor value engineering efforts (VECP) can also be assessed during program reviews.

VALUE ENGINEERING TEMPLATE
Standard VECP clause is included in prime contracts.

4.3.8 PARTS CONTROL

a. When a parts control program is desirable, it should be tailored to the acquisition characteristics. For example, when buying a commercial item, it is not realistic to expect the contractor to use standard parts when the system has already been designed. In these cases, the contractor is required to recommend which of the existing parts to accept as standard parts. The government then uses the contractor drawings and specifications to review these parts.

b. In cases where the contractor is in the process of designing a system and parts control, the use of standard parts are required whenever possible. If it is not possible, the nonstandard parts must be documented and approved by the government. The government should accept the contractor's drawings and specifications to accomplish this review.

PARTS CONTROL TEMPLATE
• Contractor drawings and specifications are used for reviewing nonstandard parts requested.

4.3.9 ELECTROMAGNETIC ENVIRONMENTAL EFFECTS

Since system specifications usually contain requirements and compliance methods for electromagnetic effects, oversight is tailored to

provide the contractor flexibility. This effort is also integrated by the IPT to ensure proper design consideration and to optimize testing. Review of these activities is accomplished during the IPT reviews.

ELECTROMAGNETIC ENVIRONMENTAL EFFECTS TEMPLATE

• Requirements are included in system performance specification, including methods of determining compliance.

• Testing is integrated within the overall contractor testing program.

• Status is addressed at periodic integrated functional reviews.

4.3.10 SPECIAL SUPPORT AND TEST EQUIPMENT

a. Emphasis is placed on using commercial support and test equipment or existing government-owned equipment and facilities to avoid proliferation of different makes and models in the inventory. Design of any special support or diagnostic equipment is fully integrated with the design effort of the system. The use of build-in test capabilities is considered for potential costs saving.

b. The use of performance specifications places the responsibility for special support and test equipment on the contractor. All requirements and limitations are included in the performance specification. The government could then limit its oversight to reviewing status at periodic integrated reviews.

SPECIAL SUPPORT AND TEST EQUIPMENT TEMPLATE

• Requirements are integrated in systems engineering effort. Same design and documentation processes are used.

• Commercial equipment is used to maximum possible extent.

• Requirements are included in system performance specifications. Contractor given total responsibility for design, documentation, testing and control.

• Government reviews status at periodic integrated functional reviews.

4.4 INTEGRATED LOGISTICS SUPPORT

a. For integrated logistics support requirements, the templates are based on the premise that a best value contractor will be capable of meeting these requirements without the traditional levels of government review and approval. Contractor capability to perform integrated logistics support requirements can be evaluated through consideration of past performance evaluations in source selection. Government risk management efforts can then be tailored based on the contractor's assessed capability.

b. The selection of a support concept will drive all subsequent government and contractor activities in the areas of integrated support planning, logistics support analysis, technical publications, provisioning and maintenance training. The support concept may call for organic support, contractor logistics support, or a combination of both. In addition to the actual support concept chosen, government and contractor integrated logistics support efforts will also be influenced by whether the strategy is to acquire existing commercial or nondevelopmental items, or to undertake a new development. Government risk management efforts must also be tailored to account for these aspects.

INTEGRATED SUPPORT PLANNING TEMPLATE

• Require contractor to describe his past performance of integrated support planning in response to request for proposal. Tailor requirements for plans, reviews and reports to contractors' capability.

• Tailor planning requirements to the support concept specified in acquisition strategy.

• Minimize separate functional planning conferences by including progress reporting in periodic integrated functional reviews.

LOGISTICS SUPPORT ANALYSIS TEMPLATE

• Tailor the requirements for delivery of Logistics Support Analysis Records documentation based on contractor's demonstrated capability to perform analysis.

• Minimize guidance conferences and reviews by including progress reporting in periodic integrated functional reviews.
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TECHNICAL PUBLICATIONS TEMPLATE

• Utilize commercial off-the shelf manuals to maximum extent.

• Utilize joint contractor/government validation.

• Minimize guidance conferences and reviews by including progress reporting in periodic integrated functional reviews.

PROVISIONING TEMPLATE

• Require contractor to describe past performance of provisioning in response to request for proposal. Tailor requirements for plans, reviews and reports to contractor's capability.

• Minimize provisioning conferences by including progress reporting in periodic integrated functional reviews.

MAINTENANCE TRAINING TEMPLATE

• Require contractor to describe past performance of maintenance training course development. Tailor requirements for plans, reviews and reports to contractor's capability.

• Government participate in contractor validation and verification activities to avoid separate government inspections.

• Minimize training conference by including progress reporting in periodic integrated functional reviews.

4.5 RISK MANAGEMENT

a. Risk management includes those activities required to assure efficient management of the acquisition program, determine the degree to which system specification and operational requirements have been met, assess risks in proceeding to the next phase of the program (including mission impact of any requirements not met), and verifying that all contract tasks have been accomplished satisfactorily.

b. Each of the risk management activities contribute to assuring that specified requirements are addressed by the contractor. However, each adds cost to the resulting product for some degree of risk reduction that the requirements will not be satisfied. While recognizing the need for program management, systems test and evaluation and quality assurance, the acquisition strategy and the quality assurance provisions of the specification is structured to minimize the added cost.

4.5.1 PROGRAM MANAGEMENT

a. It is reasonable to believe that a best value contractor has an acceptable capability to manage the contract effort. This capability is assessed to decide on how much control the government needs on the contractor. This is done in the source selection process to structure the program management tasks in the resulting contract.

b. Integrated reviews are critical to influencing how the contractor integrates the design effort. Separate government

routine functional reviews should be minimized. Reviews are scheduled for the government's IPT as a body. Existing data from government auditors and contract administration sources on contract status is used. Further, the use of the IPT performing periodic integrated reviews may produce adequate information to obviate the need for some status reports.

PROGRAM MANAGEMENT TEMPLATE

• Government degree of control determined through evaluation of overall contractor management capabilities through past performance evaluation in source selection.

• Type of reviews, reports, management structure tailored to contract purpose, type and value.

• Management information from government auditors and contract administers is not duplicated by other government support.

• Government Integrated Product teams are formed and are required to conduct integrated functional reviews of contractor's progress as a body.

4.5.2 SYSTEMS TEST AND EVALUATION (T&E)

a. Test and evaluation is conducted to determine the degree to which the system meets the requirements, to evaluate the impact of shortfalls, to determine the risk of proceeding to the next program phase, to assess system safety, and to evaluate system performance throughout the operating environments. Also, the system must be tested in an operational environment prior to full rate production to verify operational effectiveness and suitability. The continuous feedback and communication between test and evaluation community and developer and producer will improve design and performance of the system. Risk is reduced through integrated evaluation and communication.

b. In addition, it is the responsibility of the contractor to control the manufacturing processes and verify conformance to the technical requirements. Either the contractor, the government, or a combination of both may be responsible for performing those tests required to verify compliance with contractual performance requirements. The government may witness these tests or verify the results by conducting an operational test or having them performed by an independent testing or inspection organization.

c. The test and evaluation process, for both contractor and government conducted tests, is continuous; and large amounts of data and analysis are accumulated to substantiate performance. This large body of evidence is the foundation of the evaluation process and should be kept in mind when establishing requirements for evaluations. Early involvement of the T&E community in the IPT, particularly in the development of the request for proposal, can help to identify the most advantageous source for any given set of test requirements.

d. Contracting officers may reduce all or some of the government or contractor conducted tests required by the contract, under the following conditions (these conditions apply to Army customers and other customers as well):

(1) The contractor has previously supplied the identical item(s) to the government and the government has accepted it(them), or

(2) The government has commercial test reports, performance data, analytical data, and/or vendor reports demonstrating that the item meets the contract requirements. The data have recently been obtained and there have been no changes to the end item design and/or configuration since collecting the data. The government may accept the results of equivalent tests from identical production processes which have been approved for other customers in determining whether the contract requirements have been met.

e. Before contract award, the contractor can submit equivalent test data along with the bid or proposal. This bid or proposal must also include an alternate price that reflects how the bid or proposal price would change if the government approved the test data. However, the contractor must also propose to meet all required tests, and propose a price for those tests, in the event the contracting officer denies the request.

f. After contract award, the contractor can submit requests to delete a certain test before the delivery of the affected end item. If the government agrees to delete a test after contract award, a downward adjustment in the contract price may be negotiated. All requests for test deletion must contain:

(1) the specific identity of the prospective test deletion;

(2) demonstration of the condition in d (1) and d (2) above;

(3) a certificate of completion per DI-MISC-80678.

g. The technical data contained in this contract may provide direction as to the frequency or sample size for specified tests and inspections of the items supplied under this contract. In following this guidance, you may combine the total quantity of the equivalent product supplied to the Army, or any other customer, during the contract period in question in determining the amount of test or inspection required.

In making this determination you should consider product produced on all Army contracts, as well as that which is being supplied to other customers, and those items being provided to system or subsystem manufactures who are also supplying the subject end items to the Army or other customers as well.

h. Some manufacturing processes required by this contract may require government approval. Approval, once received, will be valid for all future contracts containing a requirement for approval of the same process, unless specifically stated otherwise.

I. Simulation and continuous evaluation can be effective techniques for reducing developmental testing. Involving both the government developmental tester and evaluator as a member of the program's integrated product team can improve communications and assist in tailoring requirements to minimize risk reduction costs.

SYSTEMS TEST AND EVALUATION TEMPLATE

• Utilize continuous evaluation to integrate and reduce testing.

• Involve the government development tester and evaluator up front in the preparation of the acquisition strategy and on the concurrent engineering team.

• Utilize simulation in development to combine and reduce testing.

• Utilize statistical process control to reduce in-process inspections and tests.

• Utilize available test facilities rather than construction of new facilities.

• Test integration is accomplished within the boundaries of the periodic integrated functional reviews.

4.5.3 QUALITY ASSURANCE

a. It is appropriate that the contractor develop the testing regime and conduct the testing program based on factory equipment and processes. Specifying specific inspection equipment and the amount of inspection will limit the efficiency of the manufacturing facility, add cost and limit competition.

b. Many companies have quality systems which comply with commercial standards, such as ANSI Standard Q90-94 or ISO Standard 9000-9004, for product design, production, installation, servicing and inspection.

c. Since the quality of every product is determined primarily by the product design and the manufacturing process, the past performance of a contractor and the quality of his/her product are evaluated in source selection.

QUALITY ASSURANCE TEMPLATE

• Have contractor describe quality approach in response to RFP.

• Evaluate contractor past quality performance in source selection.

• Provide for contractors' use of commercial and international standards and practices for assuring product quality.

• Do not specify inspection equipment and sampling plans as contract or specification requirements.

CHAPTER 5

APPLICATION OF TEMPLATES IN SOLICITATIONS

5.1 SETTING THE STAGE FOR SOLICITATION STREAMLINING

5.1.1 Make sure the acquisition strategy facilitates streamlining. The acquisition strategy should be developed by a team representing all the required disciplines and should use risk management versus risk avoidance concepts. We cannot afford to try to eradicate all risk any more. Use risk management techniques such as teaming, functional integration, performance specifications, contractor flexibility, commercial practices, process controls, and best value. Don't require specific functional "programs" in the acquisition strategy. Don't specify any constraints on design and development.

5.1.2 There are several obvious pitfalls to avoid in writing an RFP: unnecessary boilerplate; goldplating; disconnects between RFP sections; and an evaluation scheme which doesn't match what the offeror is asked to submit. Using a team which represents all the disciplines and starting with a blank sheet of paper can help avoid these pitfalls. The RFP also has to match the acquisition strategy so using the same team to do both is probably the best approach. At the very least, the RFP drafting team has to be very familiar with the strategy.

5.1.3 The team should develop, and challenge, the requirements. The team should have the sponsors of requirements justify their value. We should target for elimination any overspecification, excessive paperwork, detailed military specifications and standards and detailed oversight. A Functional Requirements Authentication Board, chaired by the Project Manager, can decide if the remaining requirements meet the value-added test. Again, the objective should be to use the concept of risk management, not risk avoidance, for deciding which requirements have value. The amount of risk that we should be willing to accept has to be determined on a case-by-case basis.

5.1.4 Your source selection plan has to state what is important for the evaluation and its relative importance. It also describes how the proposals will be evaluated, designates who does the evaluation, sets security requirements, states how negotiations will be conducted, and includes a timetable for contract execution.

Keep the plan simple, but make sure that it covers all elements of the evaluation process.

5.2 CONTENTS OF THE SOLICITATION

5.2.1 The **Solicitation** has a standard format with 13 sections:

A Solicitation/Contract Form and Executive Summary
B Supplies or Services and Prices/Costs
C Description/Specifications/Work Statement
D Packaging and Marking
E Inspection and Acceptance
F Deliveries or Performance
G Contract Administration Data
H Special Contract Requirements
I Contract Clauses
J List of Attachments
K Offerors Representations and Certifications
L Instructions, Conditions and Notices to Offerors
M Evaluation Factors for Award

Section J attachments are the System Specification, Contract Data Requirements List (CDRL), and the Document Summary List (DSL), among others.

5.2.2 The most important thing about the RFP is that it has to contain all the necessary information for the offeror to be able to respond to our requirements. The sections of the RFP should not conflict with or duplicate each other and it should be written in plain English.

5.2.3 We should use the tools we have available to make sure our RFPs meet these requirements. Use draft RFPs and presolicitation and preproposal conferences to get feedback, questions, and suggestions for improving the RFP and making our requirements clear and concise.

5.3 STREAMLINING LANGUAGE FOR THE STATEMENT OF WORK

5.3.1 Section C, Description/Specifications/Work Statement, contains the technical requirements that the offeror has to respond to. We need to emphasize the use of performance and commercial specifications as much as possible. We also need to work hard to

reduce the occasions when military specifications or build-to-print drawings are referenced.

5.3.2 There are a few basic principles to keep in mind as you develop your Section C:

a. Tell what has to be done in simple and direct terms.

b. Provide an integrated approach which gives contractors maximum flexibility to determine structure and content.

c. You should not have any functional "programs" as separate contract requirements.

d. Integrate the testing requirements and hold them to the minimum essential. Use modeling and simulation to reduce overall testing requirements, and streamline test planning, data collection, and analysis and reporting.

e. Use the following statement whenever appropriate in both Section C and in the Executive Summary in Section A.

"You shall use commercial products, processes and practices to reduce development, production and operational support costs."

5.3.3 There are some statements that we have typically seen in the truly streamlined Section C SOW during our review of RFPs. These examples reflect an engineering and manufacturing development effort but they can be used on other program types through tailoring and modification.

a. As a capstone requirement statement which might also be included in the Executive Summary:

You shall develop, fabricate, integrate, test, document, deliver and support the XYZ System to meet the requirements of the XYZ System Performance Specification at Attachment A and this SOW.

b. As an integrated approach giving offerors maximum flexibility to determine structure and content and with no functional "programs" as separate contract requirements:

You shall integrate all the functional disciplines required to do the work.

a. Use Integrated Product and Process Development (IPPD) to incorporate the functional areas of systems engineering, engineering data and specifications, software engineering, configuration management, product assurance, integrated logistics support and specialty engineering into a single Integrated Program Master Plan (IPMP) and Master Program Schedule (MPS).

b. Use Integrated Product Teams (IPT) in the design, test, production and management processes. Include Government and subcontractor participation on the IPTs.

c. This example establishes the requirements for technical documentation and configuration control throughout the contract. The contractor controls the product baseline which avoids the cost for our control:

Configuration identification for the XYZ System shall be the Functional Baseline (FBL), the Allocated Baseline (ABL) and the Product Baseline (PBL).

a. We shall control the FBL and the ABL, defined by the System Performance Specification, Prime Item Development Specifications, Interface Control Documents, and Software Requirements Specifications. You shall conduct a functional configuration audit to verify that the FBL and ABL adequately reflect system performance requirements.

b. You shall control the PBL using your change control and engineering release processes. The PBL is the product performance specifications for replacement assemblies and spare parts, engineering drawings, parts lists, process specifications and computer software configuration items. Your PBL shall support interchangeability and interoperability to the replaceable part level. All baselines shall be documented in your configuration status accounting data base.

d. This example makes software engineering integral to the IPPD process but doesn't specify design techniques for software development.

You shall develop the software required to meet the performance requirements of the XYZ System Performance Specification. Integrate your software engineering tasks in the IPPD process. Accomplish these tasks with IPTs. Document and control the

software configuration items. Utilize our integration facilities "ABC" and use simulation for the development and prove out of software configuration items.

e. In this example, testing is integrated and held to the minimum essential. Modeling and simulation could be used to reduce overall testing requirements. Streamlined test planning, data collection, analysis and reporting will avoid duplication and excessive documentation.

Your test effort shall consist of a logical sequence of component, subsystem and system level hardware and software tests and simulations.

a. You have maximum flexibility in the development and conduct of your test effort in meeting system performance and safety requirements. Make your "test, analyze, fix, test" approach integral to the IPPD process.

b. Conduct tests on the dates established by the Master Program Schedule. Use your existing or leased facilities to the maximum possible extent. You may use alternate test procedures instead of the methods required in the System XYZ Performance Specification if these alternatives will work and avoid acquisition of new facilities and equipment.

c. Use IPTs to do test planning. Use your format for planning. Cover the status of test planning and execution in Integrated Program Reviews.

f. Here, product assurance considerations are integral to the IPPD process. Unique product assurance programs, plans, reviews and audits aren't required and requalifying a defense-unique offeror to MIL-Q-9858A isn't done. This example eliminates barriers to the use of commercial products, processes and practices.

You have the option of selecting a quality process. Use process controls to assure the product meets the requirements of the system performance specification. Use the latest technologies and commercial products in selecting and controlling parts. Use recognized industry standards for calibration processes and design of automated process control equipment. Integrate quality in the IPPD process. Cover status at the Integrated Program Reviews.

g. This example reduces meetings and paper submissions of data and data is in digital format:

You shall develop, implement and maintain a Contractor Integrated Technical Information Service (CITIS) to generate, integrate, store, view and retrieve digital data on-line. All CDRLs and your technical documentation shall be available for our on-line review. Index and control the version of all documentation. Have the IPTs use the CITIS for data interchange and review. Archive CITIS data.

h. These examples don't establish separate "programs" for the specialty engineering areas. Notice that no detail "how-to" program management requirements appear in the SOW.

Your IPPD process shall address MANPRINT and human engineering design criteria, principles and practices to achieve system performance requirements for safe and reliable use by operator, maintainer and support personnel.

Design the system to achieve the level of safety required in the ZYX System Performance Specification. Conduct safety analyses, hazard identification and classification and hazards tracking integral to the system design effort.

Don't generate industrial pollution or hazardous wastes in the XYZ System design, development, test, and production and operation activities under this contract. You may use NAS-411 as guidance.

Design the system to be free of electromagnetic interference (EMI). The design effort shall concentrate on: ...

Design the system to prevent damage from inadvertent electrostatic discharge by users.

Design the system to economically achieve its reliability and maintainability requirements.

Design the system to make it producible.

Use the recognized industry standards in the development of packaging and preservation.

i. This example integrates design reviews to include participation of relevant functional disciplines and limits reviews to the minimum essential:

Use technical reviews to assess completion of major scheduled technical efforts before you proceed with further technical effort. Conduct the following technical reviews:

a. You shall participate in quarterly Integrated Program Reviews, beginning 90 days after contract award. These reviews shall be held at _____. Report the status of the IPT activities and address progress on performance, cost, schedule, support and risk assessment of all aspects of the program.

b. Hold a post award conference not later than 15 days after contract award at your facility. Allow 3 days to develop a common understanding of all contract requirements.

c. Hold Test Readiness Reviews prior to each test series. Support our Test Readiness Reviews. IPTs shall conduct these reviews.

d. Use design reviews as necessary to review the plans and progress towards meeting all specification requirements to assure all success criteria have been met. The IPTs shall conduct these reviews.

j. This example tailors logistic support analysis to fit the acquisition requirements and integrates logistics technical documentation requirements with the design and engineering data. It also causes contractor logistics support and use of commercial off-the-shelf manuals to be considered.

You shall accomplish integrated logistics support.

a. Use only the form, fit, function and interface requirements in the military specifications and standards for provisioning, training and maintenance planning, as specified on the Document Summary List at Attachment B. You may use a combination of your support and our organic support.

b. Conduct a level of repair analysis. Perform trade studies and optimize the total operation and maintenance concept and procedures for each configuration of the system. Develop diagnostic, preventative maintenance and repair procedures and identify repair parts and special tools required to perform tasks. Use commercial-off-the-shelf manuals when feasible. Make all manuals in the interactive electronic format.

5.4 HOW MUCH DATA IS ENOUGH?

5.4.1 One of the difficult areas to contend with in streamlining the RFP is scrubbing the data items in order to buy only what data is really necessary. Types of data that probably add value are test plans, test reports, cost reports, specifications, technical data, manuals, provisioning documentation, schedule reports, and safety assessments. Some things that don't add much value are the functional plans and status reports. You can remove these, since the IPTs will be operating in an integrated fashion.

5.4.2 In the final analysis, it's all a matter of good judgment for cost versus value received. There should be, however, a sound value-added justification for ordering data and as with anything else in the RFP, the requirement should be challenged if it seems questionable. The functional area that requests questionable data should be required to justify the need before it is included in the RFP.

5.4.3 Use a common sense approach to ordering data: Does having this data contribute anything of value to our ability to manage the contractor effort?

5.5 SOME WORDS ABOUT MILITARY SPECIFICATIONS AND STANDARDS

5.5.1 The policies related to the use of military specifications and standards in solicitations are in the Army Implementation Plan: Implementing the Report of the DOD Process Action Team on Military Specifications and Standards, 23 November 1994. Army Acquisition Organizations also have individual Master Action Plans for implementing the Army plan.

5.5.2 You now need a waiver to use a military specification or standard in a solicitation. Exceptions to this requirement occur when any of the following conditions apply:

a. You use military specifications and standards "for guidance only."

b. The contractor unilaterally proposes the use of a military specification or standard.

c. The military specification or standard is exempt from the waiver process.

5.5.3 The term, "For Guidance Only," doesn't mean business as usual and it isn't a work around to the waiver process. It doesn't mean citing a military specification or standard in a solicitation with the unspoken understanding that if someone wants a contract, they'd better comply with the military specification or standard. You should use clear performance requirements in your solicitations. You'll face a challenge if your use of military specifications and standards cited as guidance documents appears unnecessary or there is a potential for abuse.

5.5.4 Only the Army Acquisition Executive or the Milestone Decision Authority may approve a waiver. You should contact your Departmental Standardization Office (AMCRD-IEE) or local Standards Improvement Executive to get a copy of the waiver request format and any specific instructions for submission.

5.5.5 You don't need waivers to use the following: Any document required by law, the Federal Acquisition Regulation, or the Defense Federal Acquisition Regulation Supplement; nongovernment standards; Federal Information Processing Standards; Government specifications shown in the DOD Index of Specifications (DODISS) as performance specifications; and documents in the DODISS that are either commercial item descriptions, guide specifications, interface standards, standard practices, acquisition guides, or handbooks.

5.5.6 The Army Standards Improvement Executive exempts from the waiver process the use of Paragraph 1, Scope and Paragraph 3, Requirements, of the set of Technical Manual Specifications and Standards (TMSS). This exemption is good for a 2-year period from 17 March 1995; then they must be revised and justified as unique military specifications.

5.5.7 Include the following statement in Section L to instruct offerors on the voluntary use of military specifications and standards:

You shall use the best available technology to comply with the system performance requirements. You shall propose performance solutions in lieu of military specifications or standards. When no available performance solutions exist, use recognized industry standards in lieu of military specifications or standards. When you decide that, as a last resort, no other cost effective solution other than the military specification or standard is available,

then you may use the approach contained in the military specification or standard for contract compliance.

5.6 INSTRUCTIONS, CONDITIONS AND NOTICES TO OFFERORS

5.6.1 One of the more important considerations in writing an RFP is making sure that the Sections C, L, and M work together. Don't ask the contractor to propose something or provide information (Section L) that doesn't have a requirement (Section C) or won't be evaluated (Section M).

5.6.2 Ask offerors to describe their approaches to the critical requirements in the system performance specification and the SOW. Evaluate the offerors **capability** to meet the requirements so that the best value source can be determined. Apply the concept of risk management versus risk avoidance.

5.6.3 We have some examples of language that would be in Section L that instructs offerors on how to describe their capabilities to achieve the critical requirements that are in Section C. As usual, you should tailor these examples to fit the circumstances of your solicitation:

a. These statements get the offerors to discuss their abilities to accomplish the technical and engineering work necessary to meet the requirements of the system performance specification:

Describe your systematic approach to meeting the specifications of the XYZ System. Discuss the following topics:

a. System design and performance, considering subsystem selection and integration and how the complete system will achieve specification requirements.

b. Subsystem interfaces.

c. Technical trades.

d. Plans to evolve the system, including use of risk reduction, evaluations of man-machine interfaces, and development and validation of operation and maintenance procedures for the system crew and maintainers.

This is another example that does the same thing:

Your proposed system shall integrate subsystems utilizing 'off-the-shelf' technology wherever possible. Explain the following for each requirement and subsystem:

a. Current status of subsystem and system integration.

b. A detail scheme for integration of all outstanding requirements, subsystems and software into the proposed system.

c. The time line for integration of capabilities and subsystems, with detail of factors affecting those time lines, providing convincing evidence that responsive integration of capabilities and subsystems shall take place.

b. In this example, offerors are required to submit their Integrated Program Master Plan with the proposal:

You shall provide an initial Integrated Program Master Plan (IPMP). It shall detail the IPPD methodology to align all functional disciplines toward the accomplishments of the RFP requirements. The IPMP shall also provide sufficient evidence that the proposal activities, processes and procedures shall accomplish the SOW and specification requirements.

c. This is language that has been used to tell offerors how to explain the proposed schedule:

You shall propose an Integrated Program Master Schedule (IPMS) for all activities down to a level corresponding to your contract work breakdown structure.

a. Make the milestones, stages, and activities in the IPMS consistent with the proposed Integrated Program Master Plan (IPMP). Cross reference the IPMS to the contract line item number structure, the contract work breakdown structure and the appropriate SOW and system specification paragraph.

b. Show task interdependencies by identifying the task sequencing relationships and the duration of all tasks. Indicate the critical path for the most likely duration of the IPMS. Provide the ground rules and assumptions used in estimating task

durations. Explain the tasks which involve critical risk, technologies, and any unusual aspects of the proposed approach.

d. Here we tell the offeror how to discuss its capability to perform IPPD:

Describe your approach to Integrated Product and Process Development (IPPD). Provide sufficient detail to enable the evaluation of the approach and how it will accomplish the requirements of the RFP. Place emphasis on the establishment of Integrated Product Teams (IPT) to execute the IPPD process. Address the overall IPT commitment, the use of multidisciplinary decision teams, metrics used to measure IPT effectiveness, and IPT lessons learned. Explain the integration and interdependency of all the functional disciplines required to execute the effort.

e. This example describes testing separately from the IPMP to obtain detailed knowledge of the offeror's capabilities and scope of the testing effort. You may need to expand this for more information on specific tests or approaches to testing for individual specification requirements:

Provide descriptions and results of equipment performance testing, detailing test methodologies and their relationship to the requirements of the specification. Propose your initial Test Scenario. Detail the test support requirements from our test activities. Describe how IPTs will execute the test and qualification efforts. Describe the testing environment and facilities, and their certification to meet specification requirements. Provide estimates of resources to perform the testing tasks.

f. If software is a critical element of your requirement, you'll need this information:

Describe your effort to develop and field system software for the XYZ System.

a. Submit sufficient technical information to describe the software's life cycle supportability. Include descriptions of the computer and software architecture and the practices used for software development, integration, testing and subsequent support.

b. For nondevelopmental software, describe selection and integration methodology, functionality, verification and supportability provisions, and license rights. For software you develop, describe the development and integration methodology, architecture and any supportability considerations. Also describe the current software condition and characterize any remaining software development requirements to permit technical and cost assessments.

g. This example tells offeror's to describe their capability to accomplish ILS activities:

Describe how you will accomplish all integrated logistics support elements. Cover the elements for maintenance and maintenance planning; supply support; interim contractor support; support and test equipment; MANPRINT facilities; packaging, handling and shipping; training; and fielding support. Describe how you will integrate ILS activities one to another and the engineering design through the IPT and IPPD processes. Describe how you will integrate the ILS task elements in the Integrated Master Program Schedule.

h. Managing risk is becoming an important concept. In this example the offerors are to describe how they will control the work and manage information, and thus manage risk:

Describe how you will use your management information systems to control the schedule, risk and program costs. Show management responsibilities, data collection and reporting processes, IPT relationship to and use of information systems, control review process, corrective action processes and a time line relationship of these. Describe the CITIS and how it will be implemented. Show relationship to the MPS and the work breakdown structure. Describe management control systems to be used by key subcontractors.

This additional language provides insights on the offeror's capability to identify and mitigate risks:

Discuss your risk management approach. Address how you will integrate risk management effort within the overall IPPD process. Discuss all aspects which entail a level of risk that could disrupt the effort, describing the severity of the risk and approaches to reduce the identified risk.

5.7 IS THE SOLICITATION REALLY STREAMLINED?

5.7.1 Once you've finished writing the RFP, the drafting team can take one last hard look at the complete document. Now the team can look for the pitfalls that we are trying to avoid: unnecessary boilerplate; goldplating; disconnects in RFP sections; overspecification; excessive paperwork; detailed oversight; and risk management versus risk avoidance.

5.7.2 Here are some final thoughts and telltale signs that the RFP needs more streamlining work:

a. The Executive Summary is a cut and paste job using extracts from the Statement of Work (SOW). It isn't a succinct, executive level statement of the acquisition's objectives.

b. The RFP requirements are inconsistent with a risk management approach. Examples are excessive management reviews and quality assurance/testing requirements. Such excessive requirements indicate risk avoidance instead of risk management.

c. Section C and the CDRL aren't integrated. Data is being ordered for work not required in Section C. Section C discusses requirements for data delivery and report formats. Data Item Descriptions contain work statements that should be in Section C.

d. Section C requires functional "programs" or "systems." The CDRL requires plans and status reports for these functional "programs." Contractor told how to organize and staff a functional "program." Requires separate functional reviews on a regularly scheduled basis. Government approves functional processes or results.

e. The unique System Specification is not a performance specification. It contains requirements from, or references to, military specifications and standards. Includes requirements for parts, materials, processes, fabrication and construction. Also includes requirements for functional "programs." To be truly performance, the system specification should include only those requirements which define performance, form, fit, function and interoperability.

f. Section C, D and E require mandatory use of management and manufacturing military standards. Use of "for guidance only" is excessive. No flexibility to use commercial processes and practices. Waivers haven't been obtained to use essential military specifications and standards.

g. The delivery schedule isn't clear. Program planning isn't mature.

h. Equipment/material that is expendable or has low residual value is provided as Government Furnished Material (GFM) and Government Furnished Equipment (GFE). Detailed accounting procedures control this GFM and GFE. No evidence of alternatives to avoid this cost.

I. Clauses included by reference aren't relevant, such as, specifying the use of anchor chain in an ammunition program. Such clauses may be automatically included in the RFP.

j. Local special clauses are used. This means an old format was used for the RFP. Justify the local clauses.

k. Section L does not have appropriate limits on the number of pages and copies of proposals to be submitted by offerors. Limit proposal length based on requirements being solicited and evaluation criteria being used.

l. Section L requires proposal data that doesn't relate to the evaluation factors of Section M. This wastes bid and proposal costs.

m. The work breakdown structure (WBS) is to the lowest level as a contract requirement. Contractor has no flexibility to develop an optimum WBS, or tailor the existing WBS. The contract line item number (CLIN) structure of Section B is different from the WBS, which results in more costs for aggregating cost data.

n. The cost performance reporting isn't tailored to fit the acquisition. Cost reports should be for management of the program, rather than for historical cost collection purposes. Be wary of such reports on firm fixed-price contracts. For cost data that is really needed, make sure it is relevant and real time data.

o. Certified cost and pricing data is being required although competition is anticipated and price is an evaluation factor greater than 20 percent. Don't use the SF 1411 when only limited data is required by the contracting officer.

p. Section C, Section L and Section M aren't integrated with each other or the source selection plan. The Sections C and L requirements don't relate to the Section M evaluation factors for award. If it doesn't count in the evaluation for award, challenge the requirement.

q. Section M doesn't clearly convey how proposals will be evaluated or the basis for the source selection decision. Evaluation factors, subfactors and elements should be limited to true discriminators that have value. Large numbers of factors will dilute the importance of those that are most significant to making the best value decision.

r. Past performance isn't given enough weight to assure that it will be a valid discriminator among the offers received.

s. Section J contains attachments with instructions on how to do things. This may reinstate the functional requirements streamlined out of the Section C SOW.

The proponent of this pamphlet is the United States Army Materiel Command. Users are invited to send comments and suggested improvements on DA Form 2028 (Recommended Changes to Publications and Blank Forms) to the Commander, HQ AMC, ATTN: AMCRDA-TE, 5001 Eisenhower Avenue, Alexandria, VA 22333-0001.

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