

Preliminary Planning Guidebook



This document is a working draft for purposes of developing a DoD Preliminary Planning Course prior to DoD implementation of OMB Circular A-76, Performance of Commercial Activities, May 29, 2003. DoD implementation of OMB Circular A-76 will not occur until the report required by Section 335 of the FY 2004 National Defense Authorization Act, Public Law 108-136. As of January 5, 2004, this report is in coordination with the OSD staff for signature by the Under Secretary of Defense (Acquisition, technology, and Logistics). Furthermore, this document is a working draft that has not been coordinated within the OSD Staff or with DoD Components.

Preliminary Planning Guidebook

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Included as part of the Managing Preliminary Planning
Pilot Course Instructional Media Package

About this Book

Introduction

Office of Management and Budget Circular (OMBC) A-76 requires that organizations conduct preliminary planning prior to the announcement of competitive sourcing studies. Preliminary planning aids in preventing A-76 competitions from falling short of public and private sector expectations - especially in light of the time constraints under which competitions must be conducted - by identifying and addressing pitfalls early in the A-76 process.

The purpose of this guidebook is to present the methodologies and tools to conduct preliminary planning and determine whether or not competitive sourcing is the optimal methodology for sourcing an organization's commercial activities. Using an easy to understand format that focuses on "Who", "What", "When", "Why" and "How", the guidebook covers the basics of preliminary planning.

Introduction to Preliminary Planning provides an overview of preliminary planning process and its importance to the A-76 process.

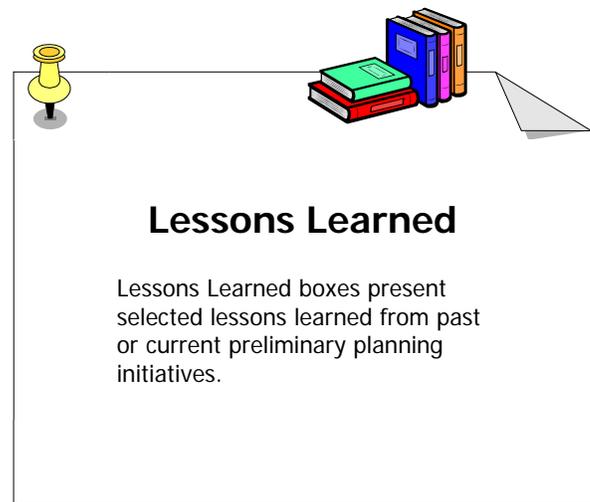
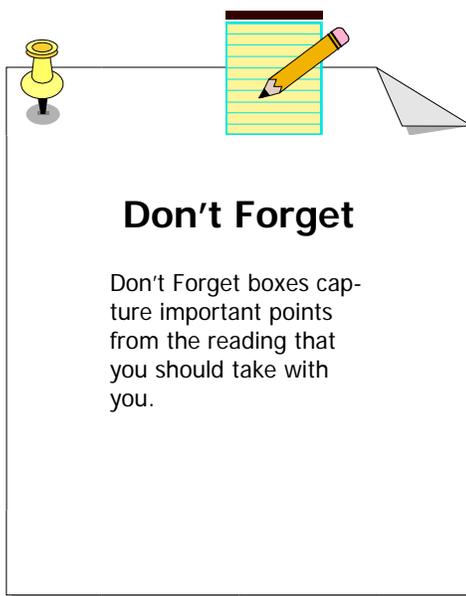
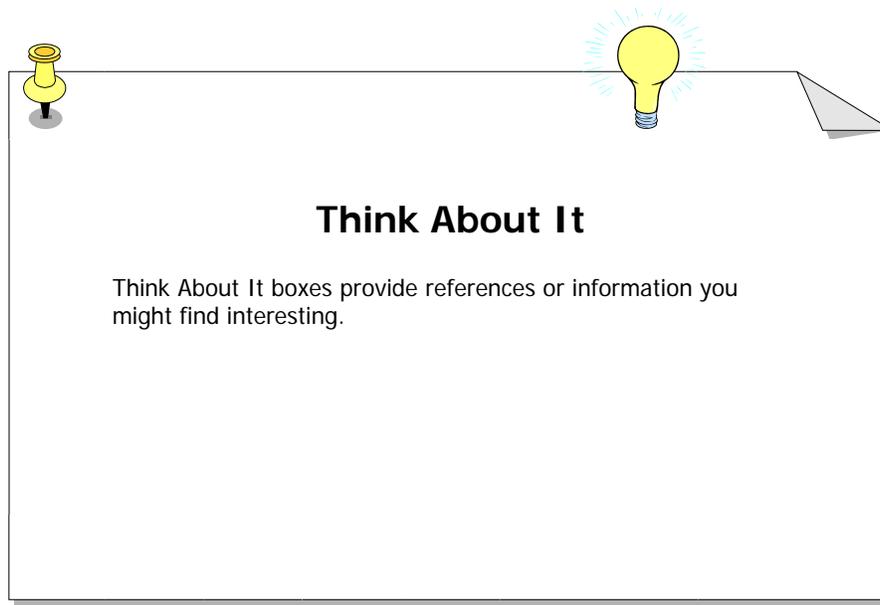
Phase I, Project Planning, looks at how to develop and execute a project plan, the key to preliminary planning success.

Phase II, Execution, provides an overview of the technical processes involved in preliminary planning.

Phase III Close Out, focuses on the packaging and delivery of the preliminary planning final report and sourcing recommendation decision.

Special Features

In addition to the regular text, this book contains three extra features designed to help you learn about preliminary planning.



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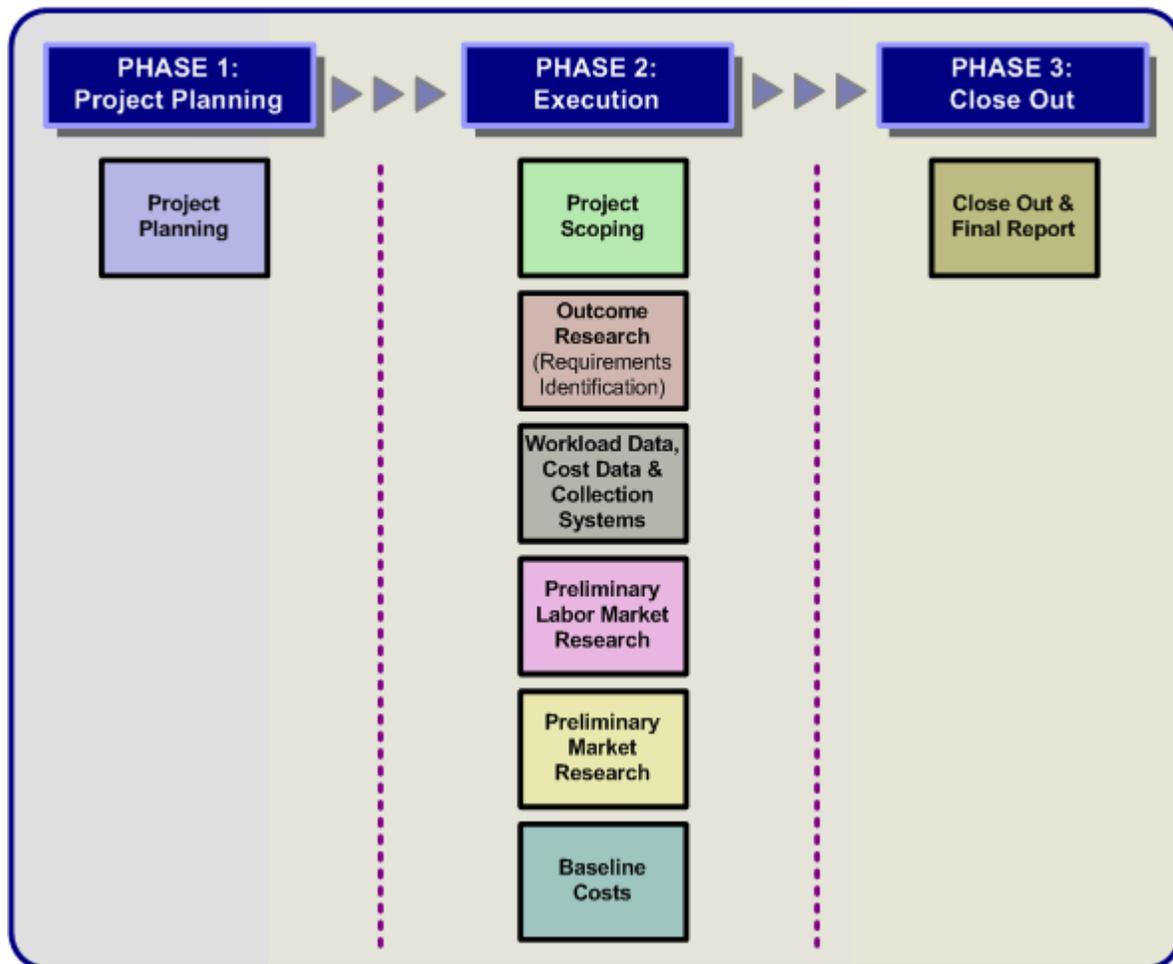
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Introduction to Preliminary Planning

Preliminary Planning Phases



In This Chapter

Preliminary planning is a multiphase, non-linear, service process resulting in a recommendation for a sourcing decision. Its implementation provides many benefits, including better enabling organizations to meet revised Office of Management and Budget Circular (OMBC) A-76 timelines.

What is Preliminary Planning?

Preliminary Planning is the process of determining if competitive sourcing (**standard competition** or **streamlined competition**) is the optimal methodology for sourcing an organization's commercial activities. While the OMB encourages agencies to use the deviation procedure found in OMB A-76 to explore innovative strategic sourcing alternatives such as public-private partnerships, public-public partnerships, and high performing organizations, they require organizations to perform the analysis necessary to support each strategic sourcing decision. Preliminary planning provides the research needed to support a strategic sourcing decision.

Phases of Preliminary Planning

There are three phases of preliminary planning.

Phase I, Project Planning

Identifies management structure and approaches recommended for managing the preliminary planning process, including the development of a sound project plan.

Phase II, Execution

Outlines how to perform the tasks described in the project plan. Stages include Project Scoping; Outcome Research (Requirements Identification); Workload Data, Cost Data and Collection Systems; Preliminary Labor Market Research; Preliminary Market Research; and Baseline Costs.

Phase III, Closeout

Completes or “closes-out” the preliminary planning phase, hands off the deliverables developed during the execution phase, and positions the organization to execute the preliminary planning decision.

Preliminary Planning Stages

Each phase of preliminary planning is made up of stages, in which deliverables are produced that support the competitive sourcing recommendation. Each stage is described in detail below.

Phase I, Project Planning

Project Planning

The project planning stage results in a formal project plan used to guide preliminary planning execution and control. The goals and initial scope of the preliminary planning initiative are identified during this stage.

Phase II, Execution

Project Scoping

The project scoping stage determines the activities, current contracts, and manpower positions to be included in the preliminary planning initiative. The initial project scope is refined during the Outcome Research (Requirements Identification) process.

Outcome Research (Requirement Identification)

The outcome research stage includes a review and update of the activity's mission statement, identification of services performed, and the identification of outputs and their related work units. Outcome research refines the initial project scope on which all other preliminary planning research is done. It identifies specific activities being performed by in-house and contract providers that should and should not be included in the scope of the effort (e.g., identifies inherently governmental activities and resources that may need to be realigned to another function outside the study scope).

Workload Data, Cost Data, and Collection Systems

The workload and cost data stage of preliminary planning establishes plans for collecting data and the necessary data collection systems that will provide a complete and accurate picture of the scope and volume of the workload associated with the service area under study. During this stage, analysts must assess the availability of workload data, work units, and quantifiable outputs of activities, military service or industry performance standards, and other similar data. Establishing a sound data collection system early in the process is critical to ensure the work statement data collected is accurate.

Preliminary Labor Market Research

Preliminary labor market research determines if civilian positions are available in the local labor market. This information will aid in determining where you can place employees displaced by the implementation of a sourcing decision or identify a source to staff a potential in-house activity (e.g., Agency Tender, formerly the Most Efficient Organization).

Preliminary Market Research

Preliminary market research determines the availability of contractor interest and the capability and potential of appropriately grouped activities as business units

(e.g., consistent with market and industry structures).

Baseline Costs

Baseline costs attempt to capture the current operating costs of an organization. During this stage, the baseline cost of the activity, as determined by the incumbent service provider (based on scope), is captured on the Standard Competition Form (SCL) or the Streamline Competition Form (SLCF) for comparison.

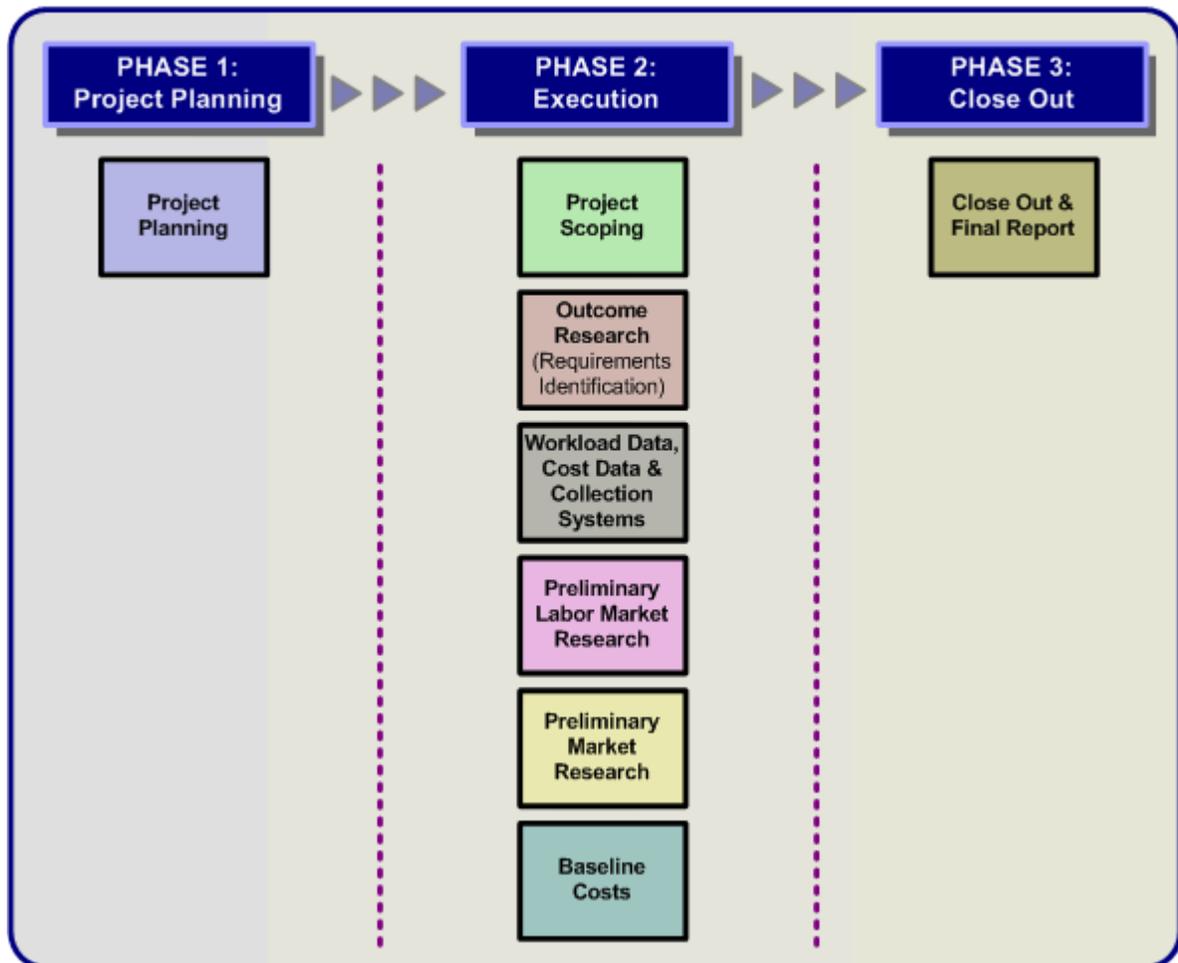
Phase III, Close Out

Close Out and Final Report

The close out and final report stage marks the end of the preliminary planning process and the handoff of preliminary planning deliverables to the appropriate parties. This “handoff” includes coordination with the appropriate personnel and the passing of a comprehensive final report, which captures preliminary planning deliverables along with a sourcing recommendation.

An overview of the preliminary planning process is shown in Figure 1-1.

Preliminary Planning Phases



Why Conduct Preliminary Planning?

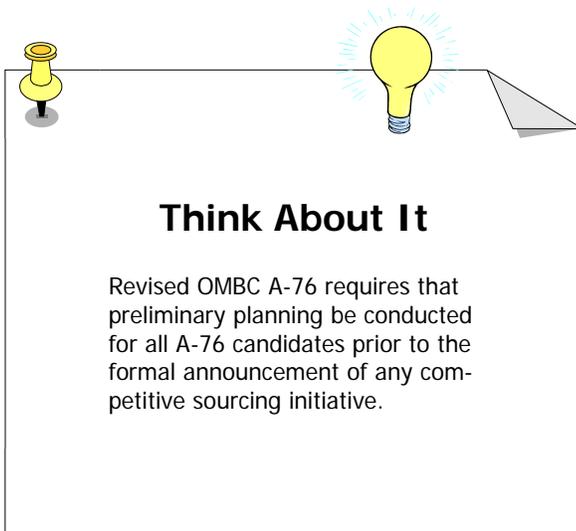
Various governmental policies have influenced the need for increased competitive sourcing (President’s Management Agenda, Federal Acquisitions Inventory Reform (FAIR) Act, and OMBC A-76). Yet historically, there have been systemic problems associated with competitive sourcing studies, the most common being lengthy timelines to complete studies, adversely affecting organizational resources. The use of preliminary planning provides practical benefits that inject significant value into the competitive sourcing process to include better enabling organizations to meet revised OMBC A-76 timelines; preventing the waste of organizational efforts and resources through the pursuit of non-viable alternatives; and effectively aligning resources with organizational focus.

Who Participates in Preliminary Planning?

Various teams and personnel participate in the preliminary planning process. Each play a specific role in ensuring the appropriate research is conducted to justify the eventual sourcing recommendation. Participants include:

- Project Management Team Members
- Manpower Office
- Contracting Office
- Civilian Personnel Office
- Function Office of Primary Responsibility (OPR)
- Financial Management Office
- Union Representatives

Specific teams, roles and responsibilities will be discussed in the proceeding chapters.



Think About It

Revised OMBC A-76 requires that preliminary planning be conducted for all A-76 candidates prior to the formal announcement of any competitive sourcing initiative.

When Does Preliminary Planning Take Place?

Preliminary Planning is conducted prior to the public announcement (start date) of an A-76 competition (or any deviation from the Circular). There is no mandated timeline for the preliminary process itself, and is dependent upon the complexity of the preliminary planning initiative. However, the OMB A-76 recommends the amount of time allotted should take no longer than six months.

How Do You Manage the Preliminary Planning Process?

Preliminary planning is a complex, cross-functional service process. Representatives from different functional areas are key to its success. In a service process, problems generally tend to occur when there is poor communication or a lack of understanding between the producer and the receiver of a service. Subsequently, successful management and quality control is achieved when you can improve communication and understanding between the producers and receives of work. Process blueprints are used to facilitate this process.

Use of Process Blueprints

Process blueprints graphically represent preliminary planning workflow requirements. This mapping technique allows us to:

- Flowchart the preliminary planning sub-processes
- Identify the potential fail points in those processes
- Defines requirements for the outputs
- Identify measures to mitigate and manage problems

A process blueprint consists of two parts:

Process flowchart (process map) - Essentially a workflow diagram that has been mapped against the OPRs (Office of Primary Responsibility) for each task. It lays out schematically, the various activities or steps that constitute a process, to include potential fail points which correspond to information on the narrative matrix (Figure 1-2). Potential service fail points are labeled on the flowchart with a capital letter, which corresponds to information on the narrative matrix (Figure 1-3).

Narrative matrix – Defines the receiver’s requirements for the output the producer is generating; identifies which requirements are **critical success attributes (CSAs)** of the output; and provides a measure for most of the fail points on the flowchart (Figure 1-4).

Many problems relating to the workflow in a service process are most likely to occur at the interface between functionals. To control the service process, mitigate process breakdowns, and improve communication and understanding, the project manager must focus their attention on the process interfaces or potential fail points, continuously communicating the process requirements to all project participants throughout the life of the project.

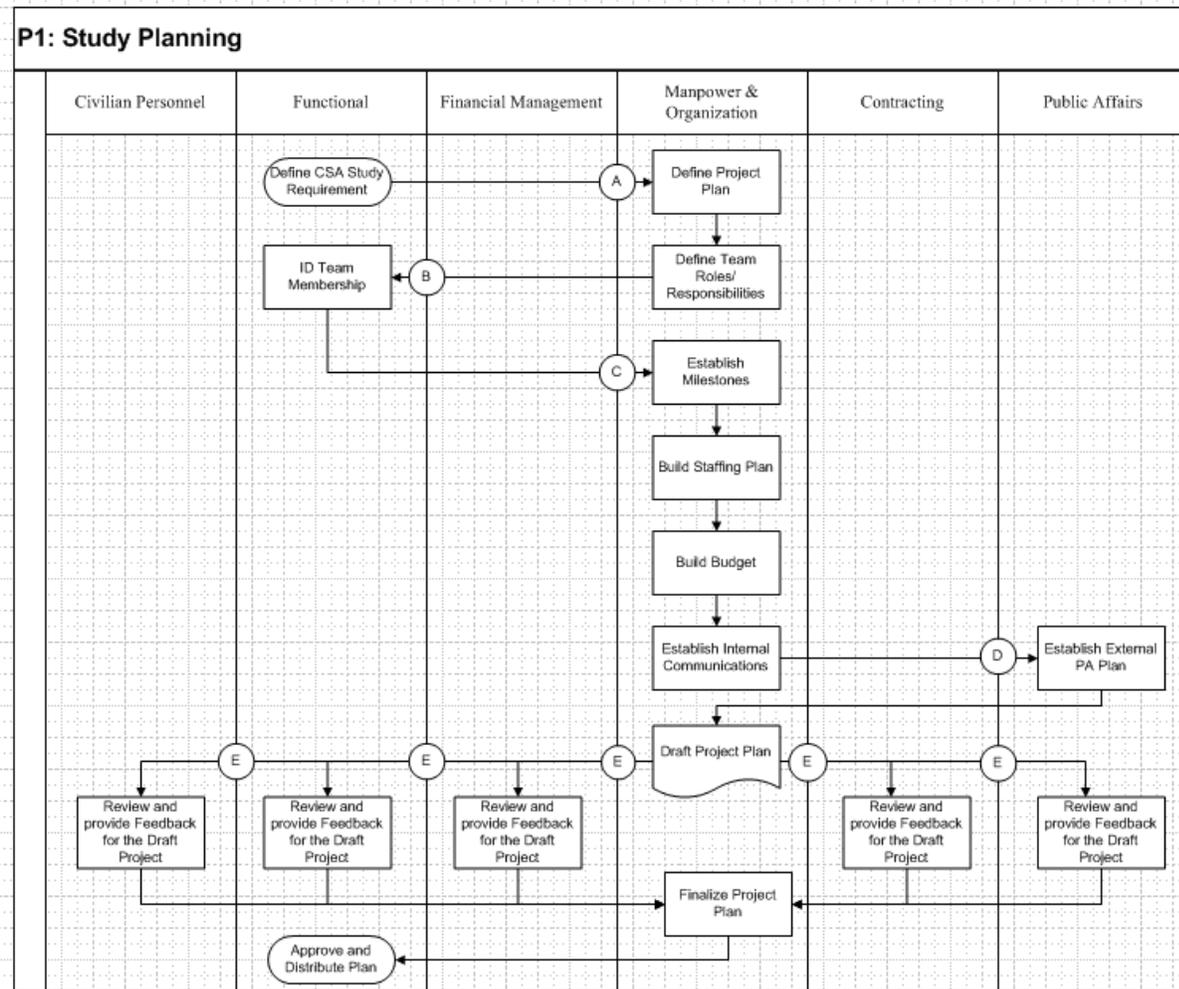


Figure 1.2

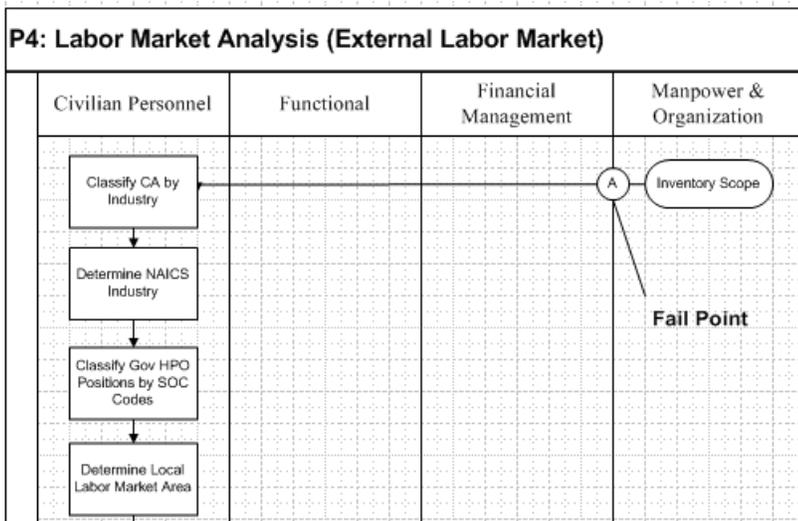


Figure 1.3
Fail Point

Sub Process	Fail Point	Requirements (Attributes, Objectives or Standards)	Critical Success Attributes (CSA)	Measures
Develop and complete PPMR Report	A B	Prepare a comprehensive PPMR Report	<ul style="list-style-type: none"> Comprehensive PPMR report that identifies commercial sources and their capabilities to satisfy Air Force's needs 	PPMR Report Document
Conduct Market Research to determine strategic sourcing decision	C D	<ul style="list-style-type: none"> Review and evaluate PPMR information Determine strategic sourcing type (i.e. A-76, reengineering, etc.) 	<ul style="list-style-type: none"> Finalization comprehensive review and evaluation of PPMR information 	

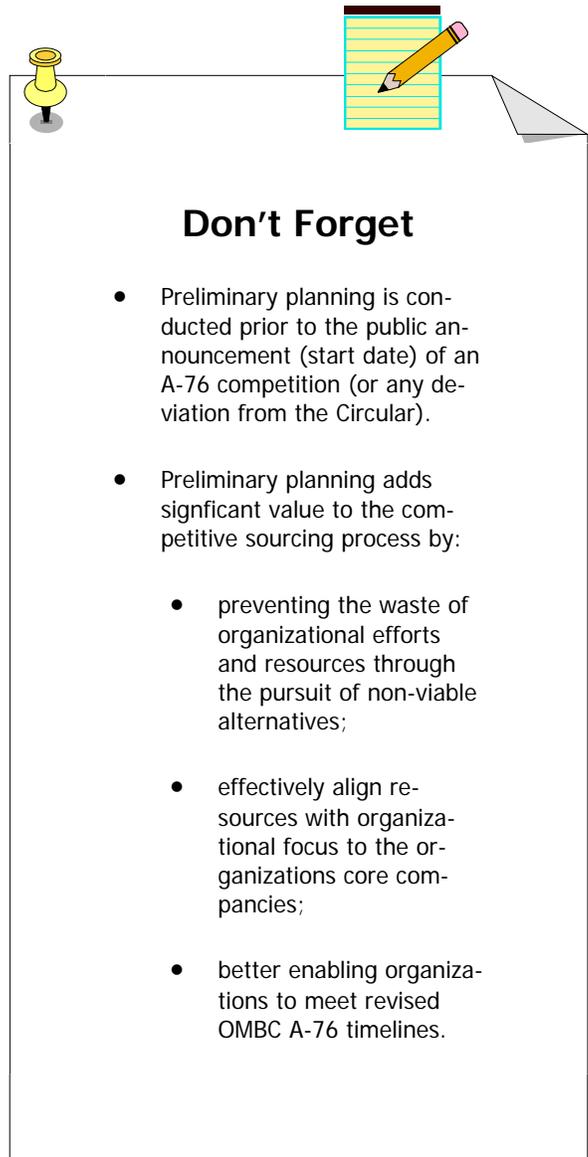
Figure 1.4
Narrative Matrix

Helpful Resources

Revised OMB Circular A-76

Appendices:

Appendix C, Process Maps



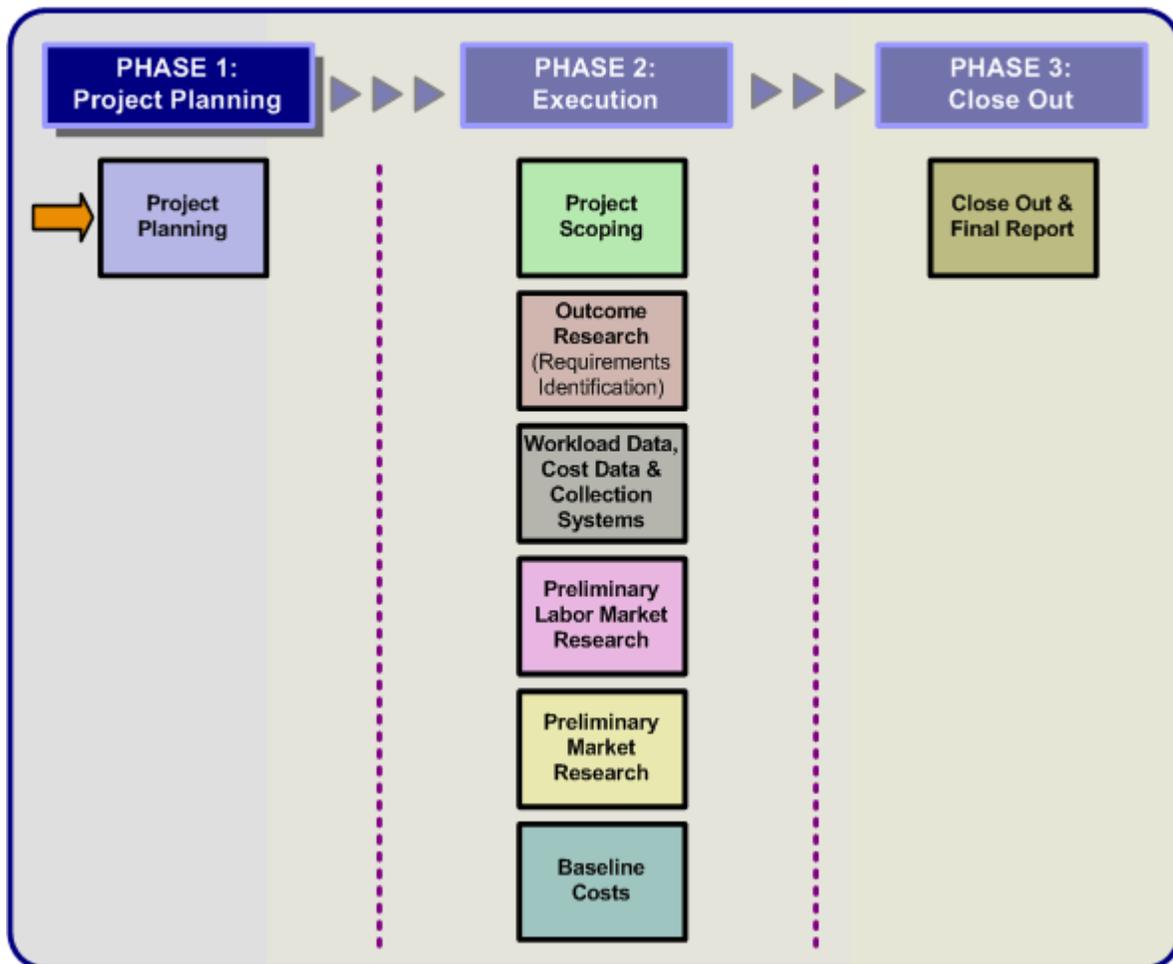
Don't Forget

- Preliminary planning is conducted prior to the public announcement (start date) of an A-76 competition (or any deviation from the Circular).
- Preliminary planning adds significant value to the competitive sourcing process by:
 - preventing the waste of organizational efforts and resources through the pursuit of non-viable alternatives;
 - effectively align resources with organizational focus to the organizations core competencies;
 - better enabling organizations to meet revised OMBC A-76 timelines.



Project Planning

Preliminary Planning Phases



In This Chapter

The project plan is the hinge on which a successful preliminary planning initiative hangs. The project plan determines the goals of the preliminary planning initiative and lays the foundation for the project scope. Deliverables from the project plan touch every phase of preliminary planning and the thorough development and deployment of a project plan will impact the effectiveness of the preliminary planning initiative.

What is a Project Plan?

A project plan is the project manager's and the preliminary planning team member's roadmap to successful project execution. It is a formal, approved document used to guide both project execution and project control. The primary uses of the project plan are to document planning assumptions and decisions; to facilitate communication among stakeholders; and to document approved scope, cost, resources and schedule baselines. Although project plans may differ depending on the type of preliminary planning initiative being conducted (e.g., single base, multi-function; multi-base, single function; etc.), in order to ensure an effective project plan, the following core sections are recommended:

- Project Goals and Initial Scope
- Preliminary Planning Team Members
- Roles/Responsibilities
- Deliverables
- Milestone schedule
- Responsibility Assignment Matrix
- Resource-staffing Plan
- Internal Communications Plan
- External Communications Plan

Why Conduct Project Planning?

Sound project planning lays the the foundation for a successful preliminary planning initiative by:

- Ensuring requirements are met
- Eliminating “reinventing the wheel” by standardizing routine project work

- Reducing the number of tasks that could be overlooked during project execution
- Eliminating duplication of effort
- Ensuring the project is kept in control
- Maximizing the use of resources

Who Participates in Project Planning?

The project planning team should be composed of representatives from the project management team; manpower office; civilian personnel; key functional and Office of Primary Responsibility (OPR) affected by preliminary planning; contracting; and public stakeholders.

What Are Project Planning Deliverables?

The completed project plan consisting of the core sections (deliverables) described below constitute the final deliverable for the project planning stage; however, there will be various internal, interim deliverables (logs, templates, matrices, etc.) which aid in developing each project plan section.

The following describes the the activities associated with each project plan deliverable. An example of each deliverable as well as a completed project plan can be found on the AF Competitive Sourcing Portal at <https://afmrsc.saic.com>.

- **Project Goals and Initial Scope.** Manpower will define the project scope in terms of project goals and project size (**full - time equivalents (FTEs & CMEs)**). The project size will be further refined by the project scoping team once preliminary planning is initiated since it is often impacted by outcome and contract analyses. The initial project scope includes a review of both the inherently governmental commercial activities (IGCA) inventory and current contracts within those activities.
- **Roles and Responsibilities.** Manpower will determine team roles and responsibilities for preliminary planning. At a minimum, the plan should identify roles and responsibilities for: project management team members, manpower office, contracting office, civilian personnel office, functional OPR, and financial management Office. Union representatives may be included as advisors.
- **Deliverables.** Manpower will develop a list of final and interim deliverables to be included in the project plan. All deliverables should be tied to a team or process and be assigned a primary and secondary POC. Interim deliverables should also be linked to final deliverables. A tree diagram is a good visual tool to use to map all deliverables in the project.
- **Preliminary Planning Milestone Schedule.** A milestone schedule provides team members with a means to coordinate their activities to meet deadlines. The milestone takes the goal of the project (creating the final deliverables), divides it into major sub-goals, and assigns deadlines and an OPR to each sub-goal. One

way of organizing a milestone schedule is based on a work breakdown structure of tasks needed to accomplish the project purpose. Working with representatives from other organizations, Manpower will establish the preliminary planning milestone schedule to accomplish the defined interim and final deliverables. Preliminary planning duration will depend on the proposed study size and complexity but should not exceed 6 months.

- **Responsibility Assignment Matrix.** The responsibility assignment matrix (RAM) shows the level of responsibility for groups or individuals in executing the major tasks on the milestone schedule. The RAM graphically links the tasks outlined in the milestone schedule to the individuals accomplishing them. An individual (or organization) can easily scan the RAM and locate tasks they are expected to have an active role in and can identify the level of responsibility they have for each.
- **External Communications Plan.** Public affairs may establish an external communications plan for the preliminary planning process. This plan, also known as the Public Affairs Communication Plan, establishes a coordinated effort to effectively communicate the design, conduct, and results of the project. The plan will help inform both affected personnel and outside audiences of efforts associated with the preliminary planning initiative. The external communications plan is developed and maintained by the public affairs office and is part of the project plan.
- **Internal Communications Plan.** Manpower will establish the internal communications plan. This plan, also known as the project management communication plan, mitigates communication breakdown among project participants and management by articulating how, what, when and to whom individuals will communicate, and where the information will be maintained. Effective communication will allow the managers to track the progress, identify items for action and issues for resolution, and ensure the project is on schedule and within budget. All participants in the project have communication requirements and responsibilities that will, if adhered to, enable timely project completion. These requirements should be fulfilled using a centralized knowledge repository facilitating document management in terms of version control and check-out/check-in processes. The use of this centralized repository will enable a collaborative approach as well as maintaining control over the final versions of the designated deliverables.

When Does Project Planning Begin?

Project planning kicks off the preliminary planning initiative. It is the first stage of preliminary planning and impacts every successive stage. Although the project sponsors should ap-

prove the project plan prior to commencement of phase II execution, it should remain a living document that is continuously updated throughout the project when needed. The project plan terminates when the preliminary planning research is complete and the sourcing recommendation is forwarded to the appropriate authority for approval. The approval authority will vary depending on specific military service policies.

How Do You Create a Project Plan?

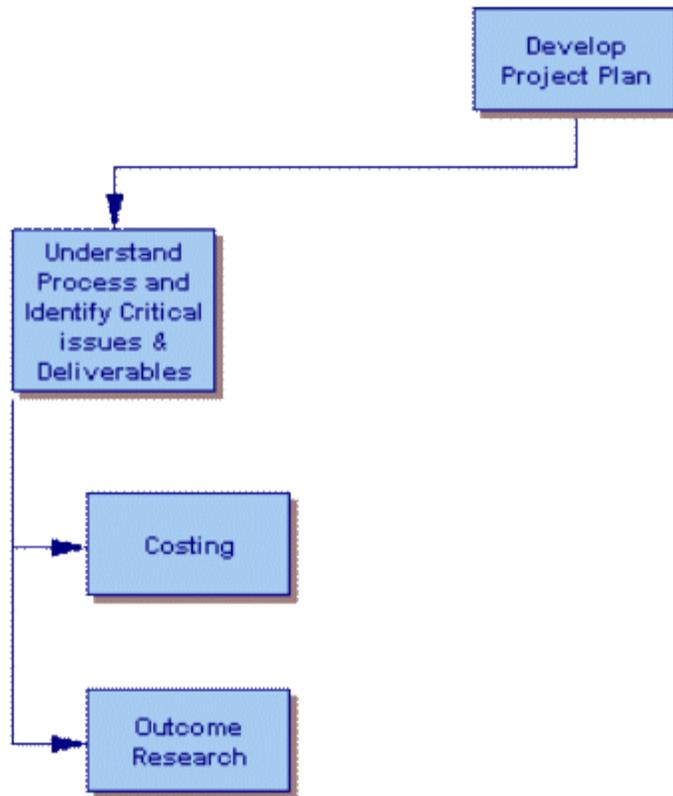


Figure 2.1
Develop the Plan

The creation of a project plan is a comprehensive process that can be divided into two parts: development and deployment. Each part involves various degrees of participation from manpower, functionals, civilian personnel, military personnel, and other stakeholders. An overview of development and deployment are outlined below.

Part I. Project Plan Development

Step 1. Understand Process, Identify Critical Issues and Deliverables. This step focuses on developing a “plan” for the project plan. Stakeholders meet to sort out what needs to be considered in order to develop and execute the project. Critical issues such as costing, outcome research, who will be involved and how will they plan are all identified

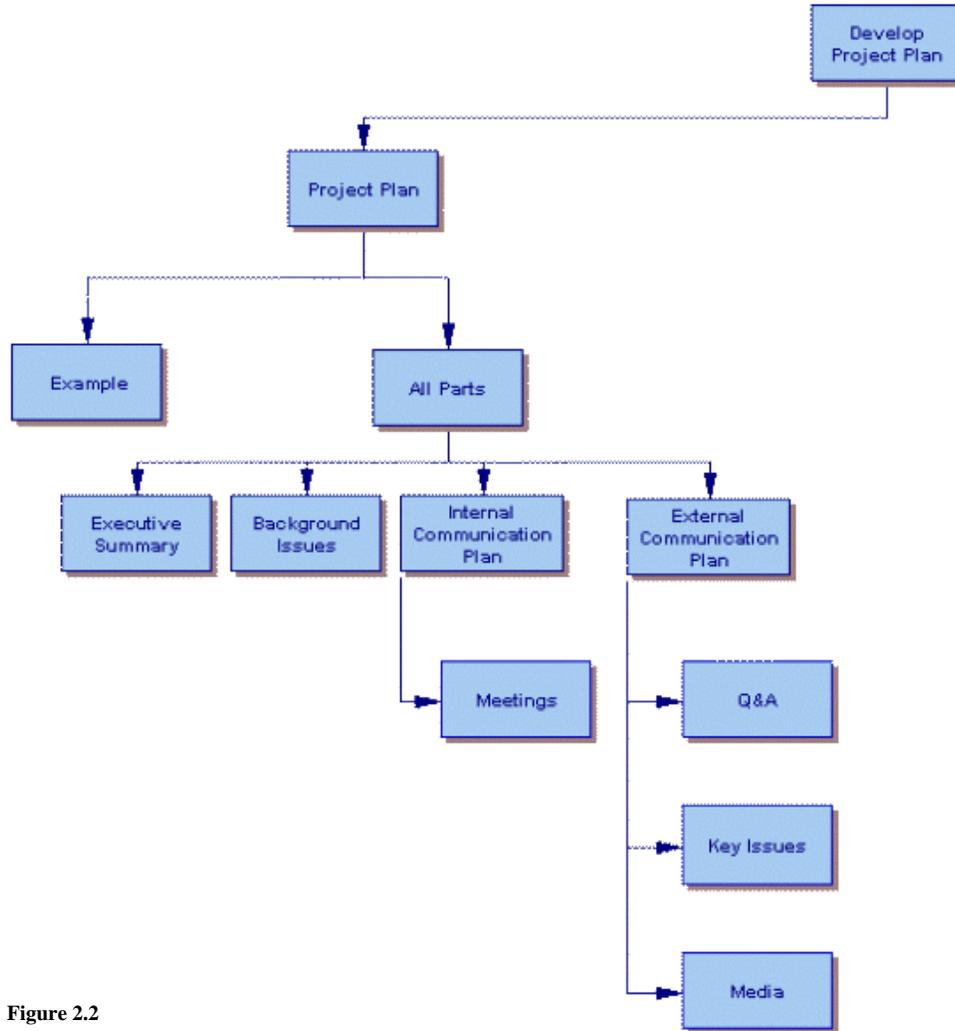


Figure 2.2
Understand the Project Plan

and

discussed in this step (Figure 2.1).

Step 2. Understand the Project Plan. Understanding the project plan involves taking an in depth look at what actually makes up the project plan and determining what deliverables are required based on the nature of the project. To do this, the project planning team should analyze existing project plans and their components. These plans can serve as a template to help align project issues with the corresponding deliverables (see Figure 2.2).

Step 3. Design and Build the Plan.

This is the final step of developing the project plan. Focus is on methodology (how to approach putting the plan together), roles and responsibilities, organizational structure of project team (who is it?), and assembling tasks, schedules, and deliverables associated with the plan. The end result of this step is a completed project plan (see Figure 2.3).

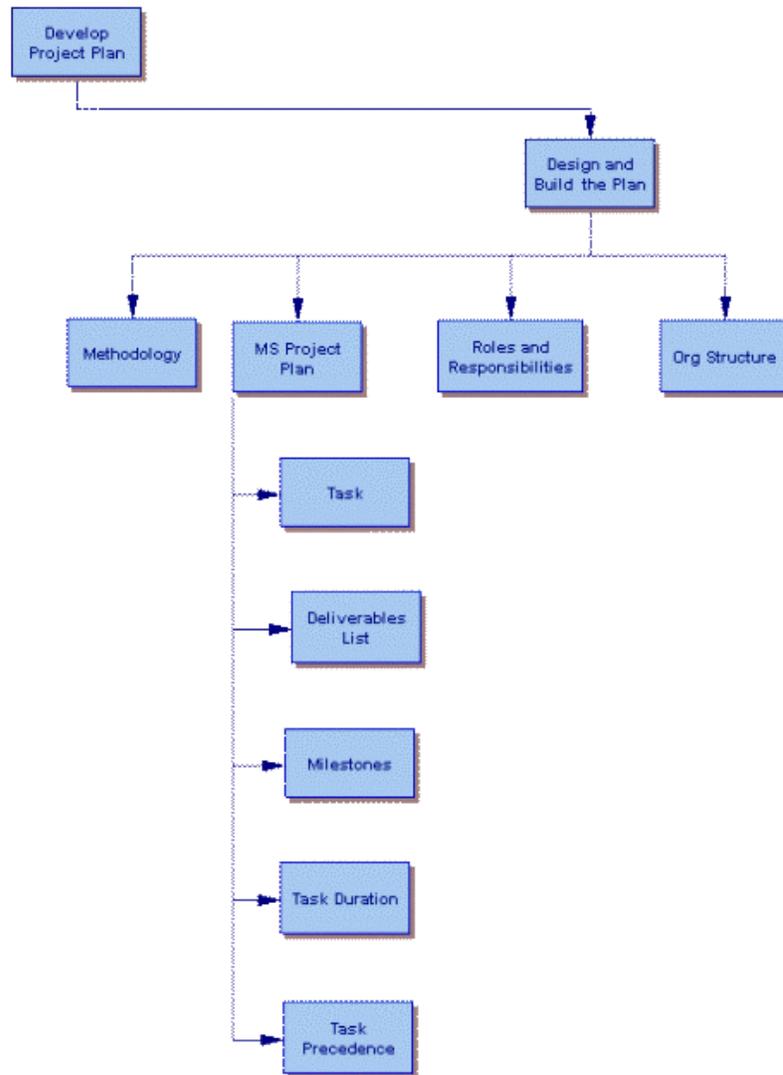


Figure 2.3
Design and Build the Plan

Part II. Project Plan Deployment

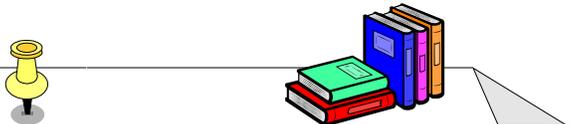
Project Plan deployment centers on custom execution of the project plan based on unique circumstances and policies. Some issues associated with project plan deployment include plan approval and process for updating plan. Project plan deployment is closely associated with the internal communications plan.

Helpful Resources

Competitive Sourcing Portal (<https://afmrcs.saic.com>)

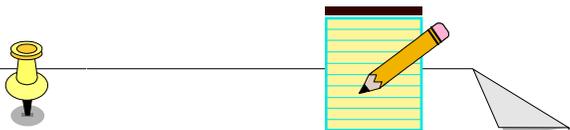
Appendices

Appendix A, Lessons Learned



Lessons Learned

- Develop configuration management systems and centralized data management using collaborative environments to provide shared access to data.
- Asses organizational readiness to undergo preliminary planning study and develop project milestones accordingly using a readiness tool.



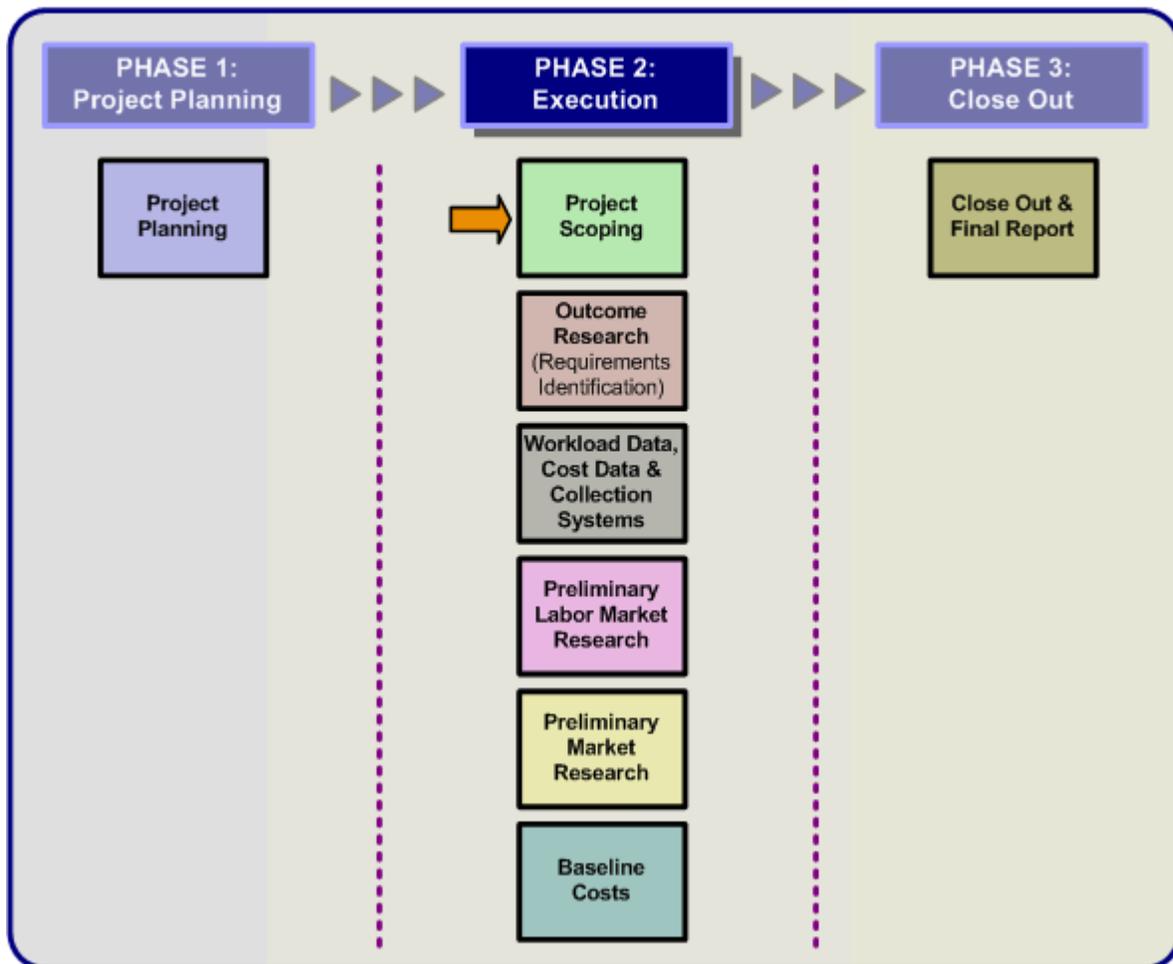
Don't Forget

- The project plan provides the why, what, how, who, how much, and when of the project.
- Manpower will define the project scope in terms of project goals and project size (full-time equivalents (FTEs) & CMEs).
- At a minimum, project management teams and study sub-teams should be established during preliminary planning phase.



Project Scoping

Preliminary Planning Phases



In This Chapter

Project scoping is a comprehensive activity that begins with initial scoping in Phase I (Project Planning) of preliminary planning and continues into Phase II (Execution). Its completion clearly defines potential sourcing candidates.

What is Project Scoping?

Project scoping is an effort to ensure all in-house and contract requirements supporting the identified activity are identified and analyzed. Project scoping includes:

- A thorough review of all in-house manpower resources/requirements.
- Research of current service contracts performing or supporting the activity.

Types of information needed to complete the scope include:

- **Unit manpower document (UMD)**
- Operational capability and wartime tasking letters/statements
- Position descriptions/core documents
- Unit mission statements
- Appropriate funding documents (e.g. Request for Purchase)
- Operational plans

Why Conduct Project Scoping?

Project scoping ensures that preliminary planning research encompass all requirements performed by in-house and contract resources for the activities under review. This refinement of the project scope establishes a stable baseline to conduct the remaining stages of preliminary planning and determine the optimal sourcing methodology.

Who Conducts Project Scoping?

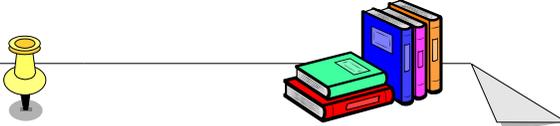
The project scoping team consists of a manpower analyst, functional area manager (FAM), contracting representative and finance representative. Responsibilities of members are outlined below.

Manpower Analyst

- Extract UMD data for authorizations under study
- Ensure impacted authorizations have been reviewed and validated

- Update UMD data as required, to include contract manpower equivalents (CME)
- Collect relevant contract data
- Review/validate service contracts with FAM and contracting
- Complete contact research matrix
- Complete workload requirements summary
- Periodically review manpower and contract data to ensure that no changes have occurred that could impact study

Functional Area Manager (FAM)



Lessons Learned

- During initial contract data collection, analysts should work closely with the functional and contracting personnel to ensure all contracts having any impact on the study, regardless of workload type, be reviewed
- Contract review team must identify the government furnished equipment (GFE) requirements contained in each contract for further discussion with the cost development team. This may be an issue when numerous contracts exist with various levels of GFE.

- Assist manpower analyst in reviewing and validating study authorizations
- Provide information for personnel assignments, position descriptions, unit type code (UTC) commitments, etc.
- Provide contract information applicable to the study
- Assist in contract review
- Contracting
- Provide all contract information related to function under study
- Assist in analyzing contracts as required
- Finance
- Provide actual contract expense data

When Does Project Scoping Occur?

Project scoping activities are not restricted to one stage of preliminary planning; scoping spans across project planning, project scoping and outcome research stages. As discussed in Chapter Two, initial project scoping begins during the project planning stage and is mostly based upon FTEs and CMEs found on the UMD. In the project scoping stage, scoping activities continue in the form of the manpower resources/requirements review and the current contract research activities. Project scoping is finalized during the outcome research stage.

How Do You Conduct Project Scoping?

Project Scoping occurs during the two major activities outlined below.

- **Manpower Resources/Requirements Review.** The manpower requirements review ensures that impacted authorizations have been properly identified for the preliminary planning initiative. During the review, proper coding of authorizations are verified and any questions about inclusion in the preliminary planning initiative are investigated. Inclusion may involve resolving conflicts between inherently governmental workload, UTC, and possible realignment.
- **Current Service Contract Research.** Contract research determines what, if any, service contracts would be impacted by a potential A-76 study. It involves the collection of all service contracts and a review of those contracts for:
 - Cost
 - Government-furnished property (GFP)
 - Performance periods
 - Other data (as outlined on the Contract Research Matrix)
 - And most importantly, the statements of work (SOW)

Ensure all contracts covered by the potential study are captured. Existing contract SOWs need to be assessed to determine what potential workload should be considered in the scope of the initiative. Coordination with the FAM is crucial for contract workload accountability.




Think About It

Some contracts indirectly impact the activity under study, but may not be obvious when collecting contract information. This can be the result of contracts that are “rolled-up” (large contracts containing many smaller ones) or contracts administered and funded by agencies outside of the parent command/service .




Don't Forget

- Project scoping ensures the preliminary planning research encompasses all requirements performed by in-house and contract resources for the activities under review.
- Initial project scoping is part of the project planning and is mostly based upon FTEs and CMEs found on the UMD.

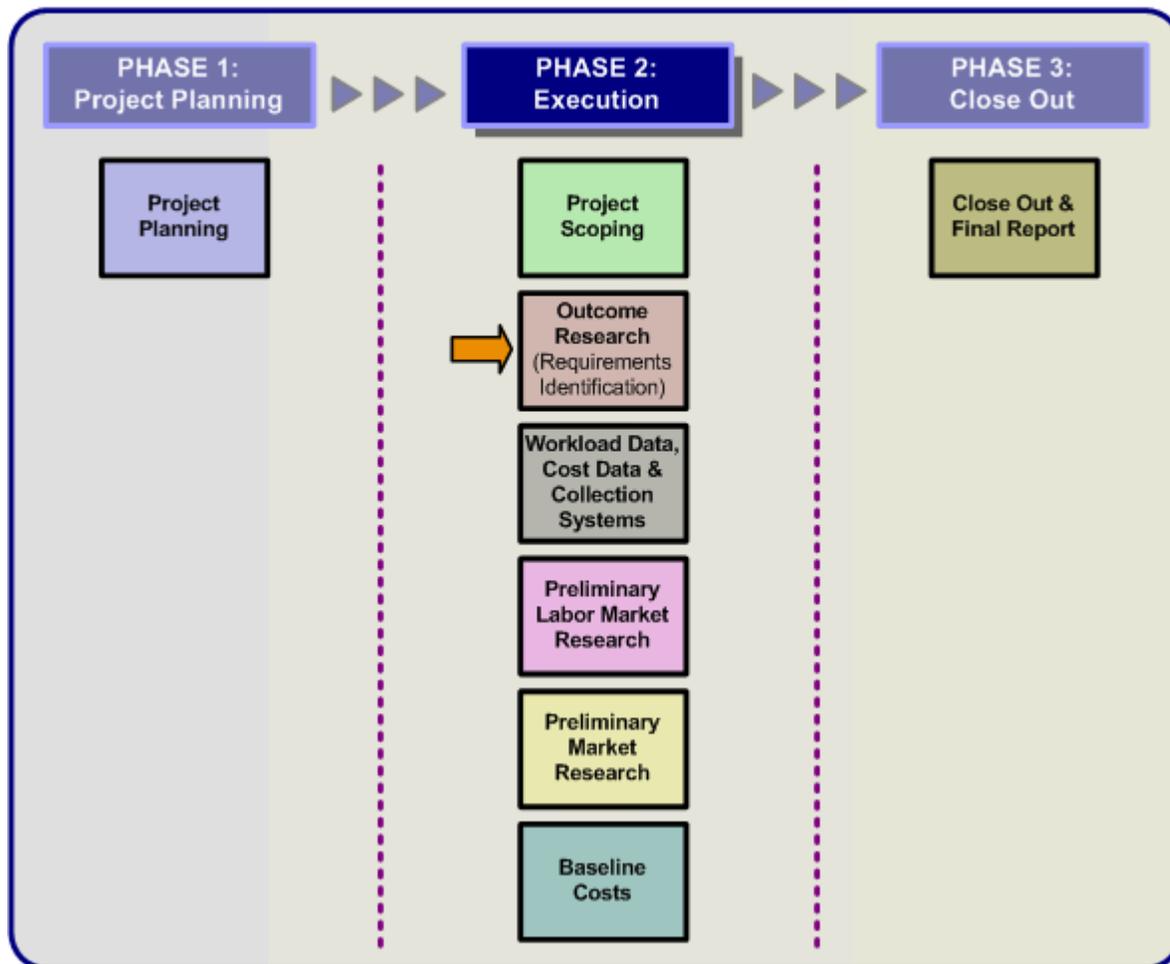
What Are Project Scoping Deliverables?

Project scoping results in the following deliverables:



Outcome Research

Preliminary Planning Phases



In This Chapter

The Outcome Research chapter outlines the process a study team uses to define study scope, establish data collection methods, and identify functional services with their related outputs.

What is Outcome Research?

Outcome Research; also known as Requirements Identification, helps a team identify specific activities being performed by in-house and contract providers that should or should not be included in the scope of a sourcing study i.e., it helps you identify inherently governmental activities and resources that may need to be realigned to another function outside the study scope. Outcome Research includes:

- reviewing the mission statement
- reviewing the Process Oriented Description (POD)
- identifying outputs and their related work units
- identifying data collection requirements for work units
- ensuring data is available for all potential appendices; and
- establishing references for Market Research, and Labor Market Research

Why Conduct Outcome Research?

Outcome Research allows you to review and update the activities mission statement, update or develop a **process-oriented description (POD)** and identify outputs and related work units. It is essential in refining the initial project scope for which all other preliminary planning research is conducted.

Who Conducts Outcome Research?

Outcome research is a collaborative team effort comprising of personnel from the functional area(s), Contracting Office, Manpower Office, and other organizations (as appropriate) for the specific function(s) being assessed. All personnel should be actively involved in the requirements development from beginning to end. The team should constitute a balance of skill levels, with a Manpower analyst as the team leader and an individual who may later lead any work unit data collection effort. Once the team has been established, the team leader should brief team members regarding the requirements development process.

When Do You Conduct Outcome Research?

Outcome Research begins as soon as you determine the initial scope. It is important to note that your research will impact the scope; therefore you must be prepared to make adjustments throughout the research process. Once your team has determined the final scope, the Outcome Research should be complete.

How Do You Conduct Outcome Research?

Outcome Research consists of the following steps: Functional and Mission Familiarization, Service Research, and Physical Resources Identification. Tree diagrams are commonly used in Outcome Research to aid in the identification and indexing of an organization’s services. They illustrate the organization’s functional processes, requirements, standards (when applicable), which further aid in the identification of business goals, services, and sub-services. Additionally, they aid in aligning those services and sub-services in a logical flow. The steps are described below.

Step 1 - Functional and Mission Familiarization

Functional and Mission Familiarization is the first step in Requirement Identification Development. During this step, Manpower and the functional **Offices of Primary Re-**

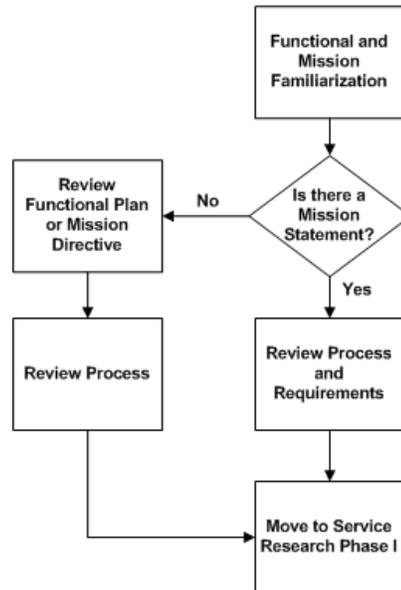


Figure 4.1
Functional and Mission Familiarization

sponsibility (OPR) will become familiar with the function and identify mission requirements and Manpower standards for the functions within the initial scope. Functional and Mission Familiarization provide a framework for determining what is required of the organization. It aids a strike team in the identification of services performed, which is critical since the services and outputs become the basis for writing the requirements

document, developing standards, defining performance indicators, and identifying performance requirements. A flow chart illustrating Functional and Mission Familiarization is shown at Figure 4-1.

Step 2 - Service Research

The first level of the tree diagram for Service Research contains the general headings of services developed during Mission Familiarization (see Figure 4-2). Begin by analyzing the first general heading of service. Determine what work must be performed to accomplish this general heading of service. Breakdown the general service into subordinate services until you reach the point where further breakdown represents the *how to* of the service (normally the third or fourth level). Next, number each block so that it shows the relationship to the higher level. E.g., block 4.1 relates and is subordinate to block 4. The numbers and boxes provide the starting point for phases I and II of the Service Research.

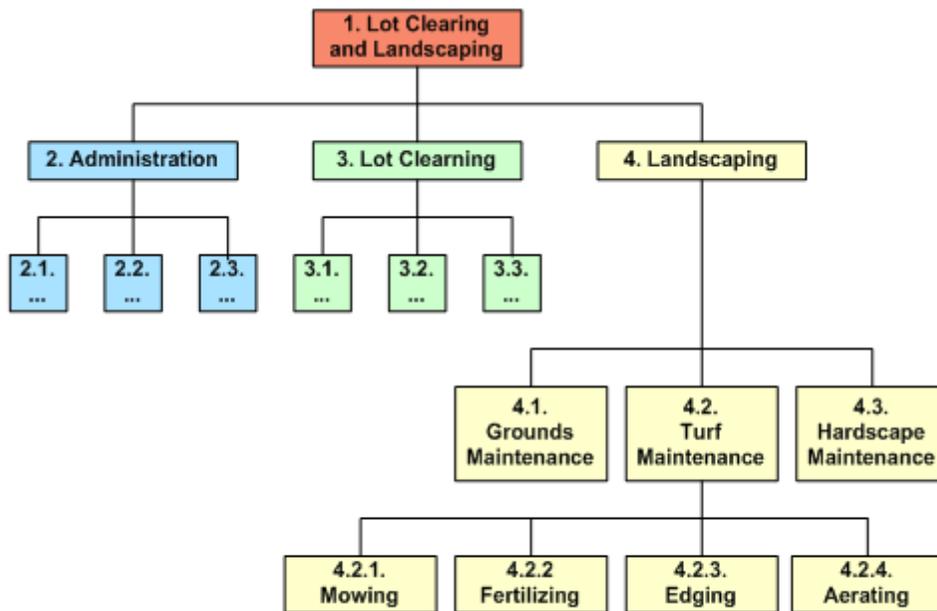


Figure 4.2
General Services Work Breakdown

Service Research Phase I

In service Research Phase I, you identify specific results (a.k.a. outputs) for each of the sub-services identified in Mission Familiarization. You accomplish this through a systematic sequence of evaluating work generators (drivers), work processes, and outputs and then defining their relationship to one other. Usually the lowest level of the tree diagram is depicted in this phase.

As shown in Figure 4-3 the lowest levels of the tree diagram are broken into inputs (work generators), work processes, and outputs. Inputs are what are needed to do the job, work processes are the steps needed to do the job, and outputs are what the work produces.

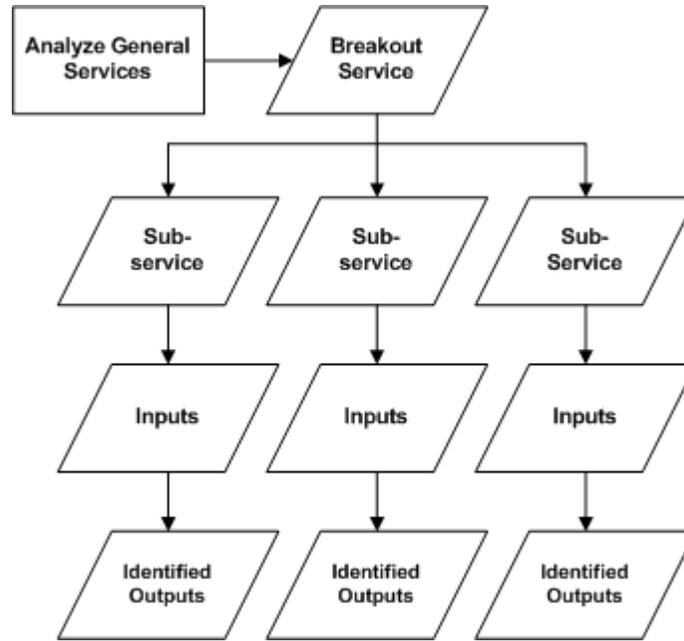


Figure 4.3
Output Identification

Identify Work Generators

Work generators are the items, requests, directions, or taskings that caused the work to be conducted; they initiate work processes. A work generator could be an item received that requires processing or repair, or it could be a tasking from higher headquarters or an outside agency. Follow the steps below to identify work generators:

	A	B	C	D
	(INPUT)DRIVER	TASK(S)	OUTPUT/RESULT	COMMENT(S)ISSUES
1				
2				
3				
4				
5				
6				
7				
8				
9				
10				
11				
12				
13				
14				
15				
16				
17				
18				

Figure 4.4
Service Research Phase I Worksheet

Begin with the work activity described in the lowest box of the tree diagram. This work activity should be the lowest “what” and not “how to” level of the work requirement. Enter the work activity and its box number at the top of the service research worksheet. It should answer the question: “What drives the requirement to perform this specific work?” Enter the work generator into the input column of the Service Research Phase I

worksheet Shown at Figure 4-4. Once you have identified work generators, you can identify your work processes.

Identify Work Processes

The purpose of identifying the work processes is to enable you to identify all outputs upon which the workload data will be based. In the work column of the Service Research Worksheet, describe the specific work processes necessary to perform the work activity. This is the “how-to” needed to accomplish the work. The “how-to” processes are not included in future requirements documents, but serve as an interim step used to identify the outputs associated with each work activity. Follow the steps below to identify work processes:

- describe the existing procedure
- ask those functional team members on the mission familiarization team to describe, in detail, the steps of work as they are currently being performed
- list each action separately

Be sure to align the work in its normal flow. It can be broken down using tree diagramming until you reach the *how to* of the work activity. Be sure to identify each step in the operation. It is not necessary to break the work down to the level of *pick up pencil*; however, it should be broken down to a level that will identify the outputs for the work activity.

Identify Outputs

After listing the steps in the work process for a single work activity, determine what outputs are produced. Outputs are the results of completed work. They can be tangible, such as widgets produced; or intangible, such as decisions made. A work activity may have several different outputs that you should carefully identify and specify.

In each work activity there should be a significant output. This significant output indicates when the work activity being assessed has been accomplished. The significant output should be the objective of the work activity, not one of the interim outputs. The significant output is the output that should be identified for inclusion into future requirements documents. This is critical, as there must be a workload data collection system in place for each output.

Service Research Phase II

Various activities occur during Service Research Phase II. Workload data collection systems for all work units are established in Service Research Phase II. During this phase, the Manpower Office will work with the functionals to ensure workload data collection systems are in place for each identified output.

Unresolved issues from previous research steps and things such as supporting contracts, Memorandum of Agreements (MOA), waiver requests, and mandatory and advisory di-

rectives are also identified and rectified during Service Phase II.

Identify Work Unit(s)

Follow the steps below to identify work units:

- Identify the work unit(s) associated with the outputs identified during phase I of the Service Research. The work unit title should briefly identify what is to be counted. Use the singular form, i.e., a passenger delivered; not passengers delivered. In some instances, there may be more than one work unit per output. Factors such as significant complexity levels can affect the number of work units associated with an output.
- Identify a source of count for each work unit identified. Include information regarding where the work unit can be obtained, e.g., source document (name it), from files, database (identify it), regulation, etc. Be as specific as possible.



Think About It

Baseline cost data is collected in this phase, including hours of operation, certification requirements, security issues, definitions, and publications.

- Identify the method to be used to obtain the work unit count (historical records or directed requirement). When workload data is not available, functional personnel must establish a system and begin tracking the work unit counts.

Research Directives

During this step, you decide what directives, if any, apply to the service. Each directive (or portion of the directive) must be identified as either mandatory or advisory. You should pay particular attention to regulations governing

records maintenance. If the service agency is required to setup or maintain official government records, it may be subject to surveillance by government records management personnel and may be required to turn over records to the government or a successive service provider.

Mandatory: The government is assuming responsibility and in actuality, providing the bid to all potential offerors, as they are telling them how to do it. This is only done when necessary by law, regulation, or other governing document.

Advisory: The service provider assumes responsibility for the output. The performance standard, usually extracted from the government document, is what potential offerors will use to establish methodology to conduct this work. This also enables potential offerors to streamline their costs while introducing new methodology.

Step 3 Identify Physical Resources

This data requirement addresses physical resources at the specific service output level. In other words, data must be collected about the facilities, equipment, and materials

needed to perform the service. For each physical resource identified, the outcome research team must determine whether or not the government will give the resource to the service provider for performance of the service. As a rule, the service provider should provide all resources required for performance; however, in some instances items to be

Pub/Form Title	Pub/Form #	Pub Reference Chapter/Para	Waiver? Y/N

Figure 4.5
Service Research Phase II Worksheet

furnished to the service provider may not be provided throughout the contract period, e.g., existing material provided to the service provider as initial inventory may not be furnished by the government when replenishment is required. You may use this information later to develop the listing of government-furnished property in the requirements document. In addition to providing a listing of government-furnished property to the service provider, this data is necessary to prepare the baseline cost, and therefore is collected during this phase.

What are Outcome Research Deliverables?

Outcome research results in a:

- Service Research Worksheet (Phase I)
- Service Research Documents List (Phase II)
- Listing of Physical Resources Required

Helpful Resources

Air Force :

- AFI 38-203, Commercial Activities Program
- AFI 38-201, Determining Manpower Requirements
- AFI 63-124, Performance Based Service Contracts

Don't Forget

- Outcome research is the first step in developing future performance work statements (competitive sourcing effort) or process oriented descriptions (other strategic sourcing effort) describing the specific requirements a service provider must achieve.
- Outcome research consists of the following steps: Functional Familiarization, Mission Research, Service Research, and Identification of Physical Resources.

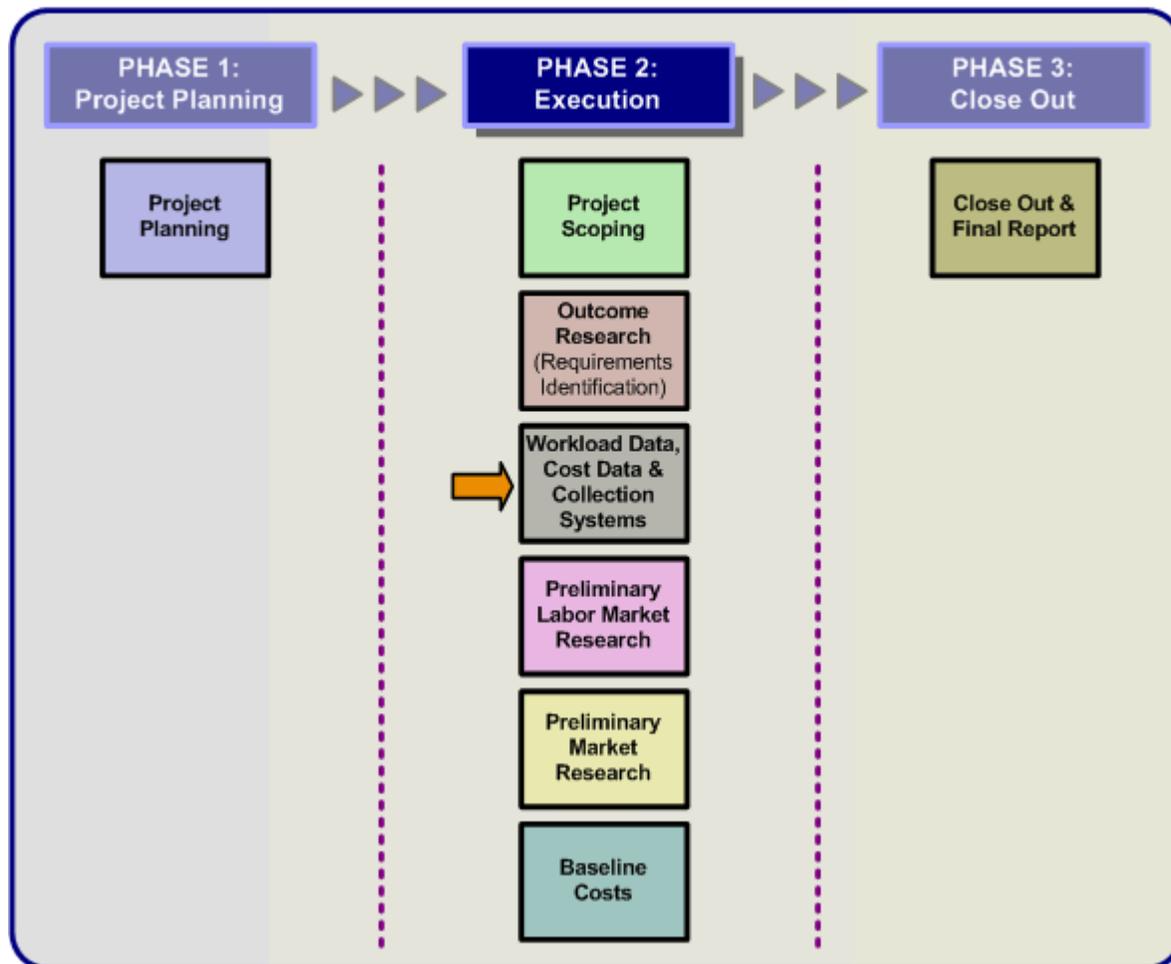
This document is a working draft that has not been coordinated within the OSD Staff or with DoD Components.

Appendices:



Workload Data, Cost Data and Collection Systems

Preliminary Planning Phases



In this Chapter

This chapter explores two types of data (workload and cost) and how study teams implement systems for their collection. As a team member, you will assess the availability of cost data and workload data, e.g., work units, quantifiable outputs of activities or processes, military or industry performance standards, and other similar data. You will establish the necessary data collection systems early in the Preliminary Planning Process to ensure that care is taken in the accurate data collection and data management.

What are Workload Data and Collection Systems?

Workload data and collection systems organize, coordinate, and assess the availability of workload data, work units, quantifiable outputs of activities or processes, performance standards, and other similar data needed for future work statement development. In particular, workload data collection systems are associated with developing a future work statement that focuses on outputs, work units, backlogs etc.

Why Collect Workload Data?

Workload data collection and collection systems establish plans for collecting data and the necessary data collection systems that will provide a complete and accurate picture of the scope and volume of the workload associated with the service area under study.

Who Participates in Workload Data Collection?

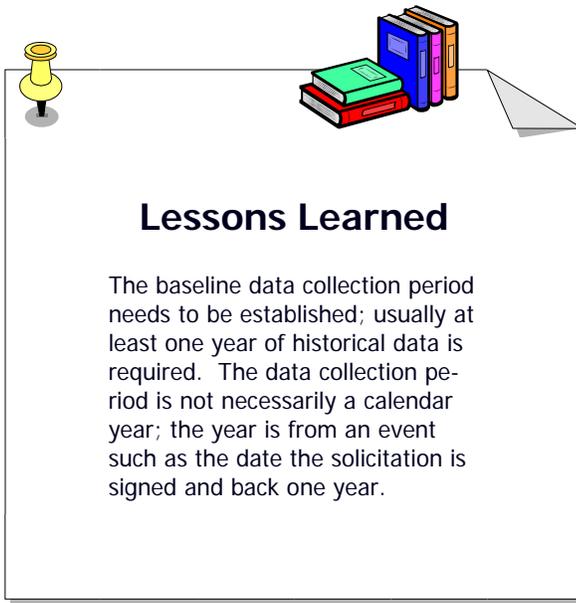
The Workload Data Collection team is made up of personnel from the Manpower Office and the functional area under study. The Workload Data Collection team leader should come from the Manpower Office or have a manpower/industrial engineering background. The team leader should be present when the Data Collection workshop begins to guide data collection. All personnel need to be actively involved in workload data collection from beginning to end to ensure workload is associated with the outputs.

When Do You Begin Workload Data Collection?

Workload data associated with a work statement cannot be collected during preliminary planning. Actual workload data collection and work statement writing must occur after a streamlined or standard competition is announced (All congressional and other required notifications have been made). Workload data is collected once all outputs have been identified during phase I of Service Research.

How Do You Assess Workload Data and Collection Systems?

To assess workload data availability and establish collection systems, begin by compar-



Lessons Learned

The baseline data collection period needs to be established; usually at least one year of historical data is required. The data collection period is not necessarily a calendar year; the year is from an event such as the date the solicitation is signed and back one year.

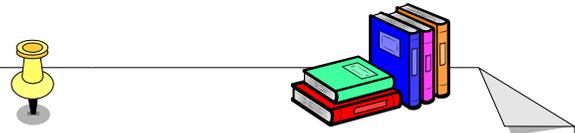
ing the service research outputs to a **Process Oriented Description (POD)** for the function being reviewed. A POD is a validated statement of requirements and may highlight additional data requirements not identified during the outcome research. Historical workload volume must be collected for the specific period: usually one-year. Since data must often times be revalidated or recollected, it is imperative to document a source for all workload data to be collected. The team shall establish a data collection system containing the following elements:

- **Outputs** - Outputs are identified during Service research workshop. They describe the work in terms of *what* the required service output is rather than *how* the work is to be performed. Outputs are the results of completed

work. In some instances, the team may need to collect data not identified during the service research workshop. In these instances, the team will need to interview the functional **Office of Primary Responsibility (OPR)** and identify the actual outputs, associated work unit(s), and source of count for the work unit(s). This data will be passed to the outcome research team for research and possible inclusion in the service research worksheet. If a work unit has not been identified for each output and the team is unable to readily identify one, the outcome research team will need to verify the validity of the output(s).

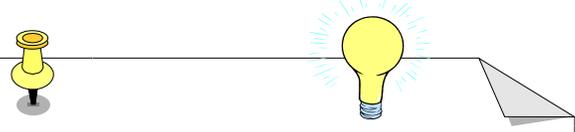
- **Work Unit(s)** – Work units define the workload associated with the output. They should briefly identify what is to be counted. Use singular form, i.e., a passenger delivered; not passengers delivered. In some instances there may be more than one work unit per output. Also, some work units may require the team to collect separate counts. E.g., if the work unit is cable installed, the team may have to collect the number of times cable was installed and the total linear feet installed. In this example, there may be more time associated with the initial cable installation start and finish, e.g., due to travel time than with the actual cable running.
- **Source of Count** - Include a specific reference to where the work unit was obtained, e.g., named source documents, files, specific databases, etc. Be as specific as possible. Also, indicate whether the method used to obtain the work unit count was from historical records or a directed requirement.
- **Historical Records** - Collect and verify historical data with the Functional OPR. Ensure all original data sheets and historical backup data is maintained for an audit trail. For audit trial purposes, you must make backup sheets available during subsequent reviews. Also, ensure work center personnel save all queries used to collect data.
- **Directed Requirement** - Work unit counts are predetermined or directed safety/security requirements, or policy: i.e., yearly inspections.

- **Workload Volume** - These measurements attempt to forecast known percentages of workload changes (both positive and negative). You must ensure you consider peaks and valleys in workload estimates when calculating your average, as well as document fluctuations e.g., 50% of yearly workload occurs during the summer months. Document any issues and comments on the workload collection spreadsheets (refer to Appendix 4).
- **Natural Frequency of Occurrence (Daily, Monthly, Yearly, etc.)** - This measurement determine the natural frequency of occurrence using the drop down list found on the MS Excel spreadsheet (tools).
- **Backlog** - Backlog is valid work that is in a wait status. This workload is sometimes included in the historical workload estimates; however, it is important to separate and clearly indicate how much is in a backlog status. For example, a function normally fixes computers at a rate of 30/per day. On any given day there are 150 computers awaiting repairs. The 150 would be the backlog.
- **Recurring Volume** - Use historical workload to compute the average natural occurrence rate. Determine the natural frequency of occurrence.
- **One-Time Volume** - This represents the workload the government expects the service provider to complete within a prescribed duration in order to erase significant backlog.



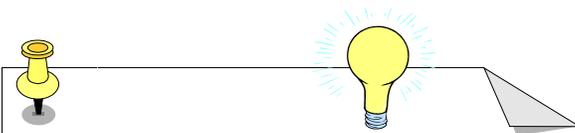
Lessons Learned

...Need to establish overall manpower and functional POC for data collection. These POCs need to be representatives from the study location. These POCs would be responsible for collecting any data not collected during the data collection augmentee Team's TDYs. They would also ensure that systems are in place and maintained for data collection sheet population, version control, and backups.



Think About It

When workload estimates are not available, the data collection team will need to establish a methodology for collecting the data in the future. A system may need to be put into place immediately to begin capturing the data to ensure accurate historical records.



Think About It

Do not use man-hours for workload volume.

What are Workload Data Collection Deliverables?

- Data collection systems for workload data collection
- Validated workload data for streamlined and standard competitions for work statement appendices (After study announcement)

A flowchart illustrating the workload data and collection systems processes are shown below at Figure 5-1. Please refer to Appendices A-C for additional information about

process

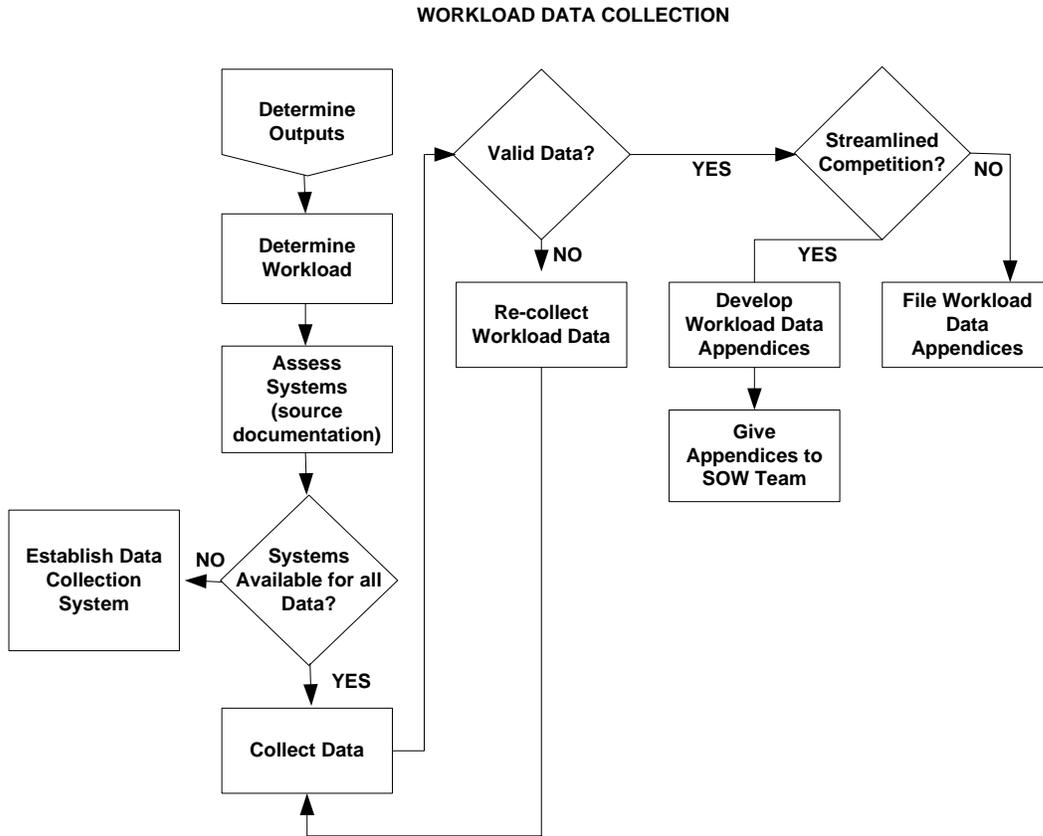


Figure 5.1
Workload Data Collection

maps, complete lessons learned and critical success attributes associated with workload data and collection systems.

Why Collect Cost Data?

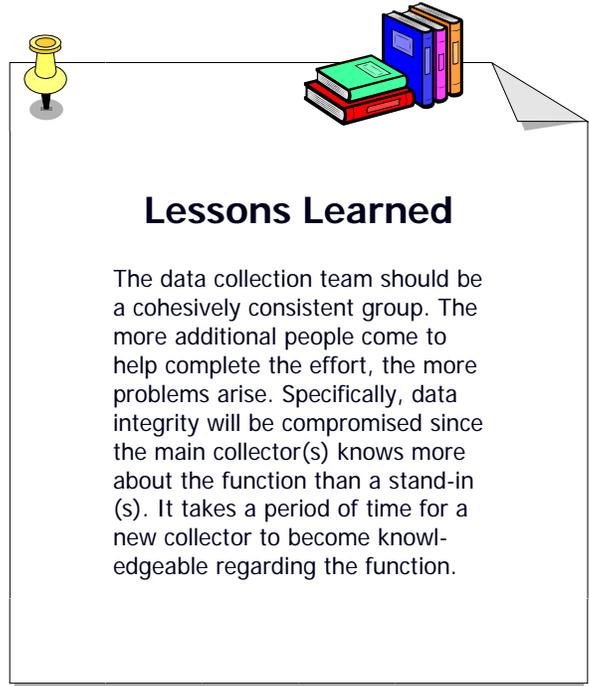
Collecting cost data is necessary to develop an organization’s baseline cost. It is also be used after study announcement as the basis for developing a Government bid.

Who Participates in Cost Data Collection?

The data collection team comprised of functional personnel.

When Do You Begin Cost Data Collection?

Data collection for baseline cost data is executed during the preliminary planning process for all reviews.



Lessons Learned

The data collection team should be a cohesively consistent group. The more additional people come to help complete the effort, the more problems arise. Specifically, data integrity will be compromised since the main collector(s) knows more about the function than a stand-in (s). It takes a period of time for a new collector to become knowledgeable regarding the function.

How Do You Assess Cost Data and Collection Systems?

The cost data collection team shall establish or obtain from the Manpower Office Data Collection Worksheets (refer to Appendix 4) that capture all costing elements for the following Compare lines:

Line 1: Personnel Costs (Military, GS & FWS, NAF, and FN)

Line 2: Material and Supply Costs

Line 3A: Capital Equipment and Facility Costs

Line 3B: Minor Item Costs

Line 3C: Rental Item Costs

Line 3D: Travel Costs

Line 3E: Subcontractor Costs

Line 3F: Utility Costs

Line 3G: Other Costs

Line 5: Additional Costs

The cost data collection team shall also establish a system (methodology) for obtaining this data. It is imperative there be a working relationship between the Manpower Office and the cost data collection team. Cost data must be maintained and refreshed as necessary.

What are Cost Data Collection Deliverables?

- Cost Data Collection
- Baseline cost data worksheets

- Validated cost data for input into COM PARE

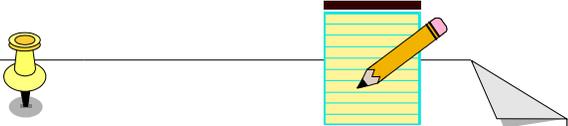
Helpful Resources:

Air Force:

AFM 38-208, Vol. II, Air Force Management Engineering Programming (MEP) - Quantification Tools”, Chapters 1, 2, and 9.

Appendices:

- Appendix A, Lessons Learned
- Appendix B, Critical Success Attributes
- Appendix C, Process Maps
- Appendix D, Sample Baseline Costing Data Collection Worksheets



Don't Forget

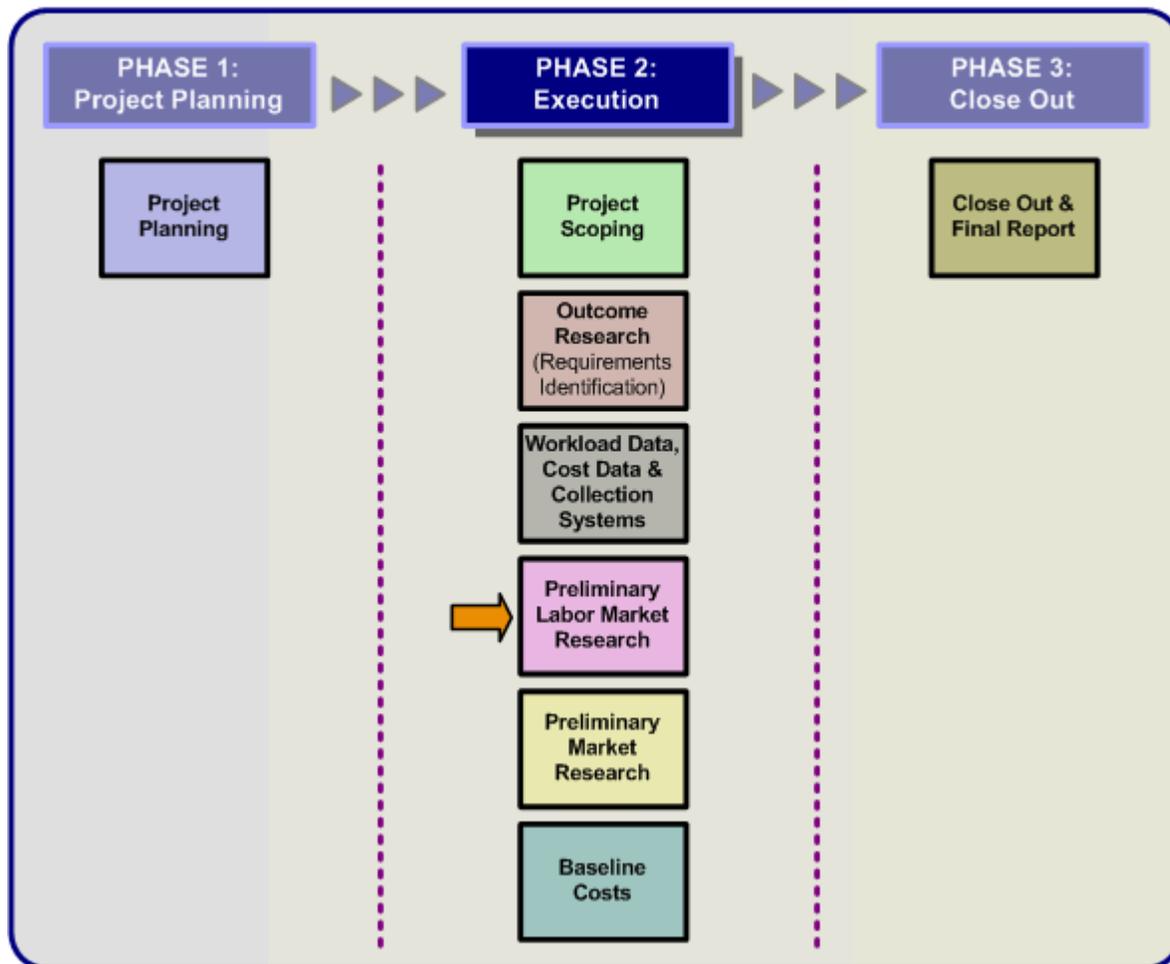
- Workload Data Collection is the methodology study teams use to assess the availability of workload data, work units, quantifiable outs of activities or processes, performance standards, and other similar data needed for future work statement development and system validation. It establishes the data collection systems necessary to collect the data.
- Workload data collection requirements are identified during the Service Research Phases I and II of Outcome Research.
- Cost Data Collection is necessary to establish a function's baseline cost. The cost data collection team must establish a comprehensive collection system to include worksheets and deployment methods.
- For all competitions, the data collection team can not collect actual workload data until after the public announcement of an A-76 study.

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Preliminary Labor Market Research

Preliminary Planning Phases



In This Chapter

Preliminary Labor Market Research (PLMR) is an important step in the Preliminary Planning process. It determines the availability of civilian skills in the labor market for potential hire for the service provider. PLMR also ensures that recommendations and projected costs will be available at the conclusion of the research phase to the preliminary planning team.

What is Preliminary Labor Market Research?

PLMR is conducted by The Civilian Personnel office on the civilian labor market to determine three issues, the availability of civilian skills for potential hire in the **Most Efficient Organization (MEO)**, the availability of civilian skills for the potential service provider, and the viability of placing potentially impacted civilians in other government positions within the designated commuting area. PLMR also helps identify the viability of an in-house or commercial provider's staffing plan supporting the needs of the services.

Why Conduct Preliminary Labor Market Research?

PLMR is conducted to help determine the availability of civilians in the labor market that may exist for hire in the MEO. This drives the following factors:

- considering an extended transition period
- funding to include personnel resources for recruitment/training and to form the basis of voluntary Separation Incentive pay/Voluntary Early Retirement Authority (VSIP/VERA) incentives if needed
- defending (not conducting) a competitive sourcing study and recording the FAIR Act and Inherently Governmental/Commercial Activities (IGCA) inventory reflecting the results of the preliminary research

Who Participates in Preliminary Labor Market Research?

PLMR is the responsibility of the Civilian Personnel Office. The primary point of contact will be identified during the Project Planning Phase. The study team must make sure that civilian personnel internally coordinate with the appropriate Employee Labor Relations Representative.

When Does Preliminary Labor Market Research Occur?

PLMR occurs during the Execution Phase of the preliminary planning process and takes place before the preparation of an announcement package.

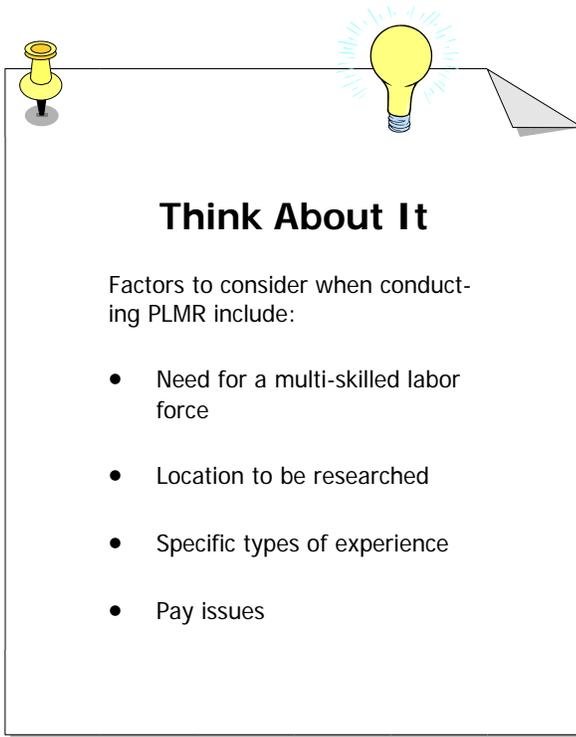
How Do You Conduct Preliminary Labor Market Research?

In order to conduct PLMR successfully study teams need to gather and review source documentation, develop a strategy for researching the labor market, and conduct research both on and off the military base. Each of these guidelines is explained in further detail below.

Gather and Review Source Documentation

PLMR begins with becoming familiar with military speciality designators and descriptions, Military Occupational Specialties (MOS), and civilian position descriptions. Unit manning documents will serve as your primary source of information along with applicable Service regulations that focus on officer and enlisted classification. One can also

obtain needed information from a variety of other sources on the web. Once you have familiarized yourself with the data, the research can be accomplished rather quickly.



Think About It

Factors to consider when conducting PLMR include:

- Need for a multi-skilled labor force
- Location to be researched
- Specific types of experience
- Pay issues

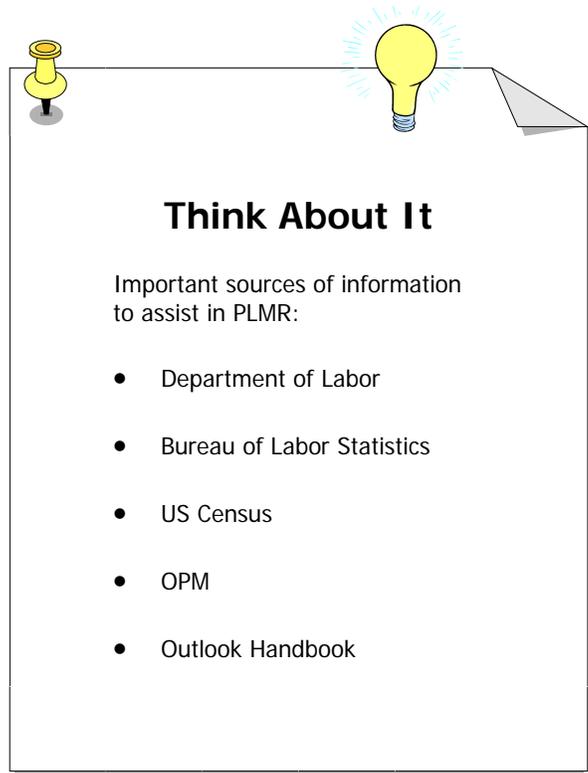
Develop Strategy for Researching the Labor Market

It is important to develop relevant questions or points of inquiry that will allow you to effectively evaluate potential recruitment sources and develop a strategy. Answers to these questions should guide you in:

- Identifying the current workforce
- Reviewing historical data
- Providing a preliminary determination
- Compiling statistical labor force data
- Developing a final PLMR Report

Conducting Research On and Off the Military Base

To get a more complete view of the labor market, you must conduct research both on and off the military base. The following are suggested questions to ask that may help in the research effort.

**Suggested on base research questions:**

- Number of civilian positions in the organization that are vacant today?
- Local base lapse rate?
- Any problems hiring civilians? What are they? How do they overcome these problems?
- Demographics/Average age? Eligible for VERA/VSP?
- Number of separating/retiring military possessing needed skills?
- Contact appropriate agencies to Identify separating/retiring personnel

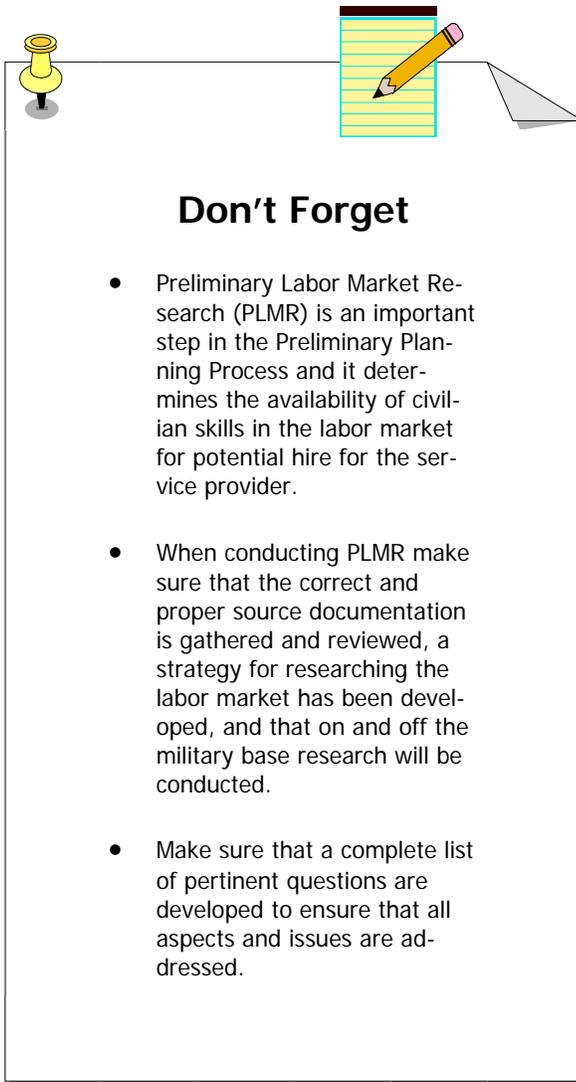
Suggested off base research questions:

- Number of personnel in the local area possessing the specific and similar skills in the local area?
- Local area unemployment rate based on labor category?
- Federal unemployment rate based on labor category?
- The Federal employees in the local area with same or similar skills?
- Compare salaries with the same or similar jobs. Will you have difficulty hiring and keep trained employees?
- Prior recruitment issues or problems?
- Will there be recruiting costs (ie. PCS/relocation costs)?
- Will you need to train new people? How?
- Are there any other MEOs with the same skills? What are their lessons learned?

Please refer to the “Helpful Resources” section for important documentation that will help you in conducting the research.

What are Preliminary Labor Market Research Deliverables?

A Preliminary Labor Market Research Report is the result of PLMR. The report will be added to the preliminary planning file repository and will be provided to the team responsible for conducting the preliminary research. They will use it, along with the other preliminary planning documents, to conduct strategic sourcing feasibility research and recommend a strategic sourcing decision to the Manpower Office for approval prior to developing any official announcement package.



Don't Forget

- Preliminary Labor Market Research (PLMR) is an important step in the Preliminary Planning Process and it determines the availability of civilian skills in the labor market for potential hire for the service provider.
- When conducting PLMR make sure that the correct and proper source documentation is gathered and reviewed, a strategy for researching the labor market has been developed, and that on and off the military base research will be conducted.
- Make sure that a complete list of pertinent questions are developed to ensure that all aspects and issues are addressed.

Helpful Resources

Please refer to these resources for important information that will help you in conducting your research:

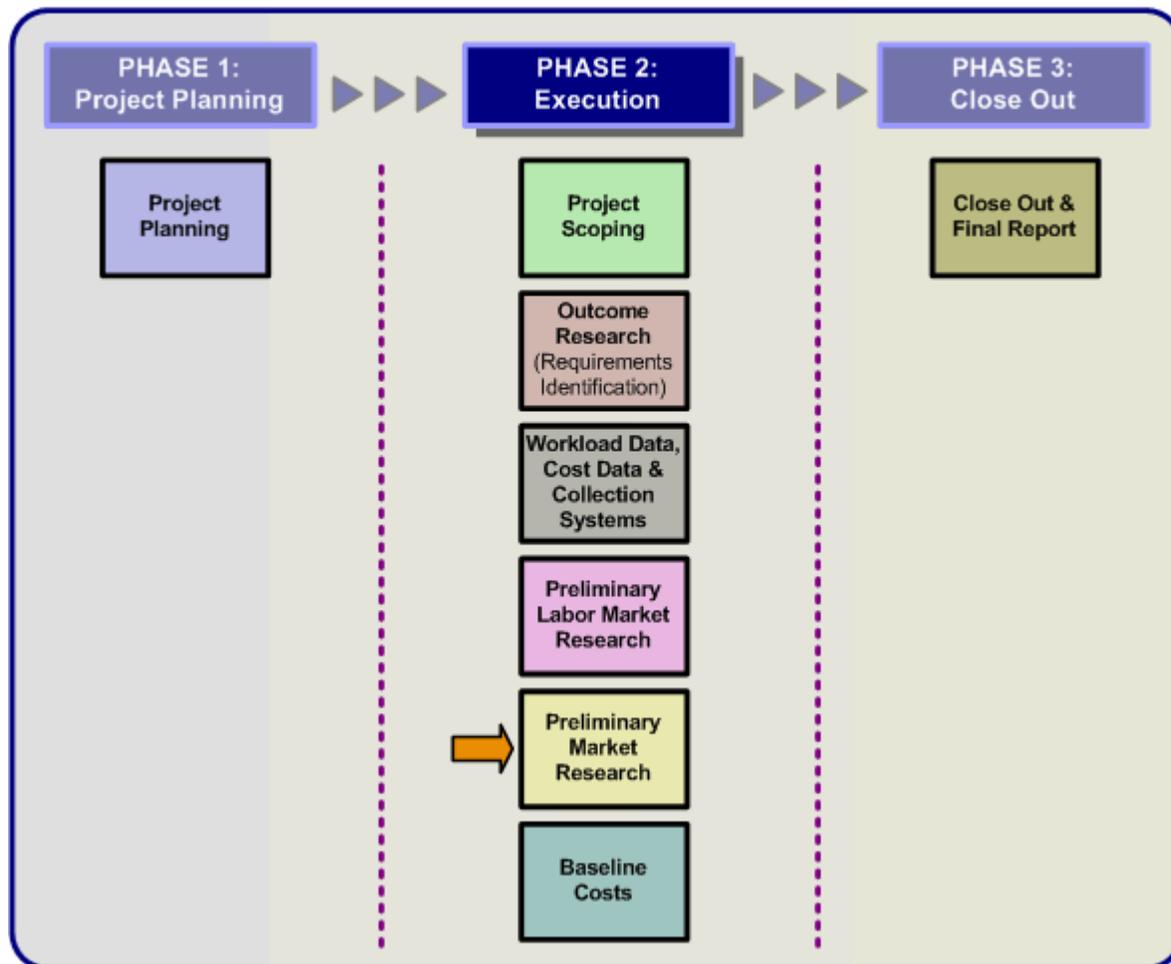
- Dept of Labor— <http://www.dol.gov> (this is the same web site contracting offices use when determining the DOL wage rates used in the RFP)
- Bureau of Labor Statistics— <http://www.bls.gov/data/home.htm> (may provide insight on similar job titles and utilization rates)
- U.S. Census—www.census.gov (provides information by region, state and nationally)
- OPM— <http://www.opm.gov> (provides statistics on full-time civil servants, including average salary by occupation, major geographical area, agency, etc.)
- Occupational Outlook Handbook— <http://www.bls.gov> (provides information about specific occupations)
- Local State Department of Labor, labor records and statistics
- Local Civilian Personnel Office, labor records and statistics

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Preliminary Market Research

Preliminary Planning Phases



In This Chapter

Preliminary Market Research (PMR) is an integral component of the Execution Phase in the Preliminary Planning process. PMR is the process of collecting and assessing data that provides information to support the development of acquisition requirements and strategies. PMR also facilitates acquisition documentation leading to acquisition decisions, and satisfies Federal mandates for assessing the commercial marketplace.

What is Preliminary Market Research?

As stated previously PMR is the process of collecting, organizing, and presenting data to determine whether there are capable commercial sources in the commercial market place to meet an agency's need. Understanding this definition in a requirement is the key to getting started with PMR. For new requirements, not yet defined in terms of performance parameters, good market research will aid in the follow-on market investigations and contribute to requirement definition with an eye toward capitalizing on the benefits available in the commercial market.

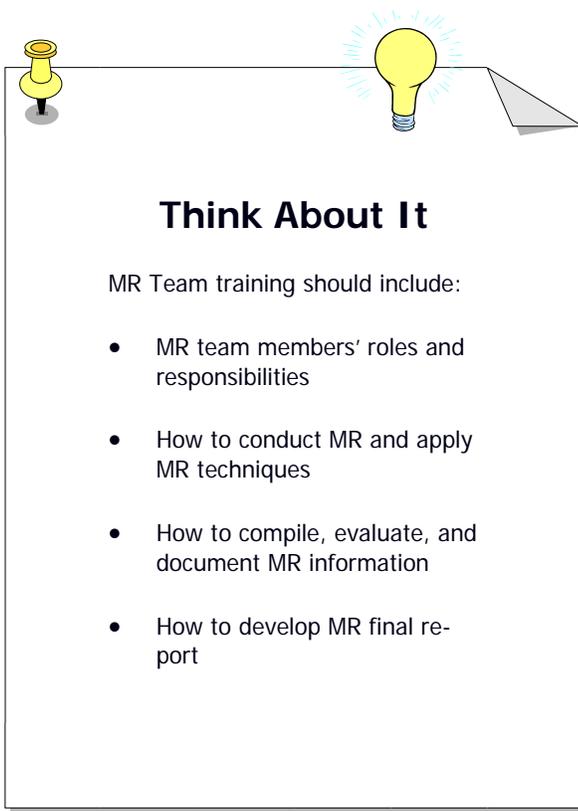
Why Conduct Preliminary Market Research?

The purpose of market research is to investigate and to determine, with a high degree of confidence, whether any services are available to satisfy the need or whether requirements can be modified or tailored to meet the need. The PMR process permits the PMR study team to determine the appropriate grouping of activities as business units (e.g., consistent with market and industry structures). The data collected will enable the PMR team to determine availability, technology, adaptation, integration, terms and conditions, competition, impact, and sustainability to support mission/system requirements.

Who Conducts Preliminary Market Research?

The Market Research (MR) team which should be identified during the Project Planning Phase is responsible for conducting PMR; it is made up of personnel from the functional and contracting areas. The market research team should also be tailored to the organization involved in the acquisition, the nature of the acquisition and the phase of the acquisition process. In other words, the composition of the team is determined by the information needed to successfully support the strategic sourcing decision.

There may be people in a wide range of functions required to assist in the MR effort. The functional commander is responsible for appointing qualified MR team members in writing. *Qualified* personnel are those knowledgeable in the functional areas. The Contracting office should train MR team members to develop a **Statement of Need (SON)** which will consist of general statements of the services' intended use in terms of the various functions to be performed.



Think About It

MR Team training should include:

- MR team members' roles and responsibilities
- How to conduct MR and apply MR techniques
- How to compile, evaluate, and document MR information
- How to develop MR final report

When is Preliminary Market Research Conducted?

PMR is conducted during the Execution Phase of the preliminary planning process. PMR follows the preparation of the Statement of Needs.

How Do You Conduct Preliminary Market Research?

PMR is done by collecting and analyzing capabilities that exist in the market place. Contracting will need to submit a Request for Information (RFI) to solicit market research from industry/commercial sources via FedBizOpps. The extent of the PMR will vary, depending on the complexity, urgency, past experience, and the amount of information already available. It is designed to gather data on market capabilities; the business practices associated with them, and provide an in-depth review of the current providers of the service.

The following are some of the tasks that need to be completed and techniques to be followed while conducting a MR effort:

- identify commercial sources, practices, and standards
- collect MR information from government and non-government agencies
- develop questionnaires for both industry and governmental agencies
- review available recent market research from similar acquisitions
- query government and commercial databases
- conduct information exchanges with industry
- review available marketing literature and brochures
- identify new technology in the market plan
- issue a RFI for planning purposes
- identify an industry panel of experts to communicate with
- conduct meetings with various commercial sources

What are Preliminary Market Research Deliverables?

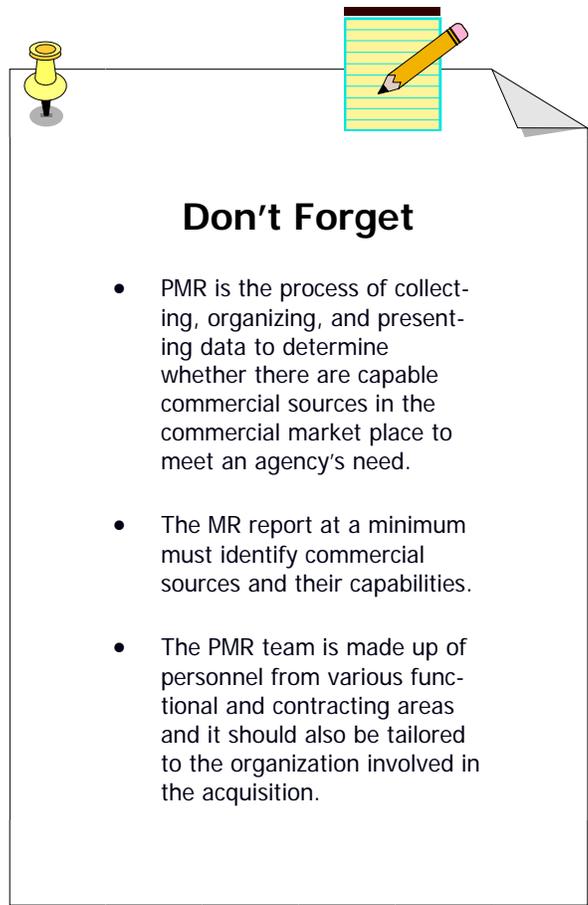
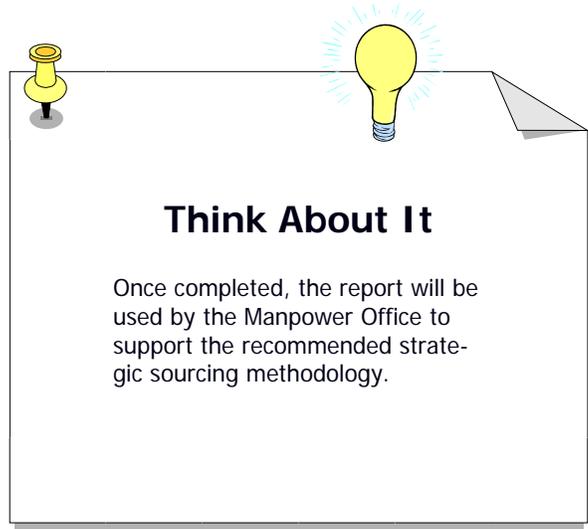
PMR results in a comprehensive MR report. Even though there is no particular format outlined for the MR report; at a minimum it must identify commercial sources and their capabilities, and it should also address the following items:

- identifies MR team members
- describes agency needs (e.g., SON)
- summarizes industry/commercial sources that were contacted and the types of information obtained from them
- identifies industry/commercial sources status and size (e.g., LB, SB, 8(a), etc.)
- describes the methodology used to conduct MR.
- describes information gathered during MR

Helpful Resources

Please refer to the following resources that will help in completing a MR report:

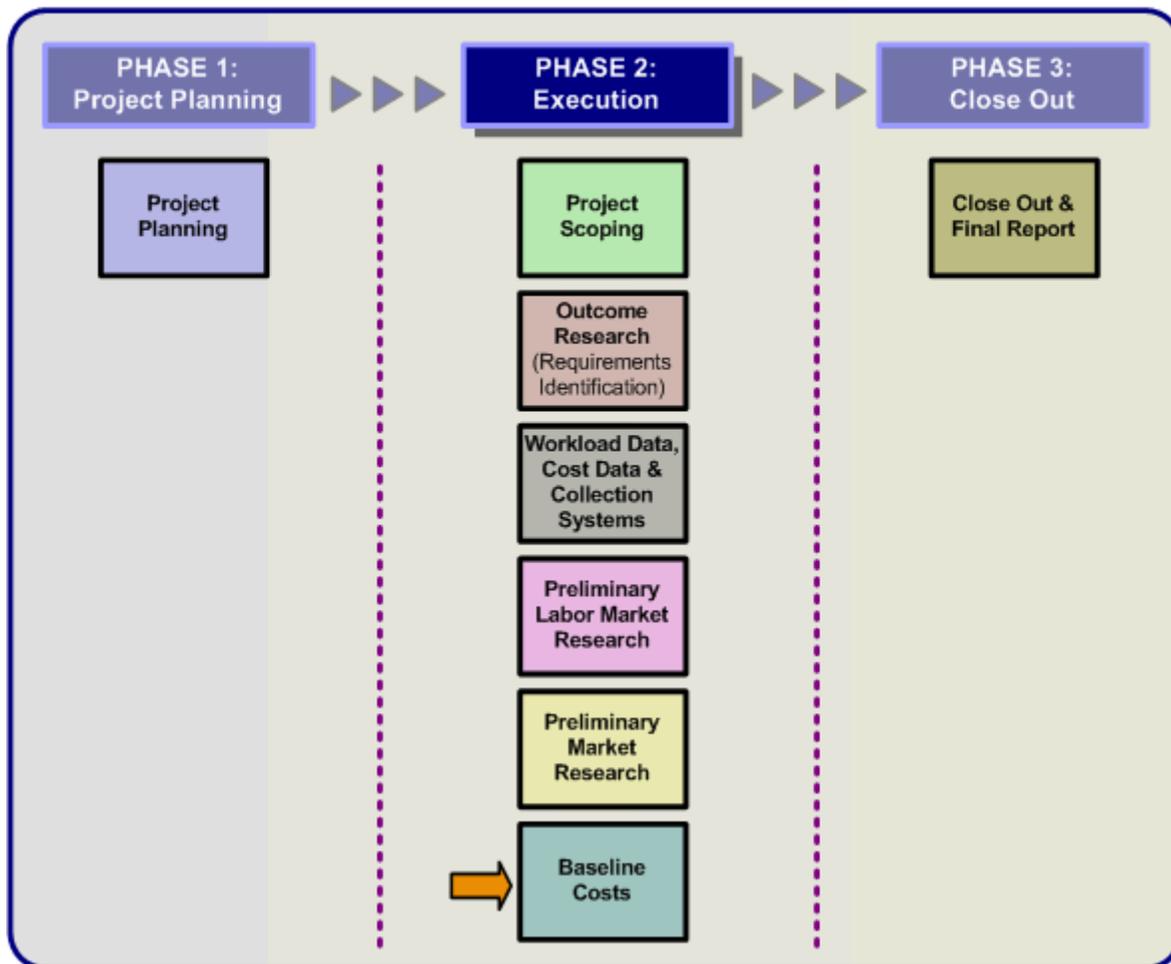
- Federal Acquisition Regulation (FAR) Part 7 (Acquisition Planning)
- FAR Part 10 (Market Research)
- FAR Part 11 (Describing Agency Needs)
- FAR Part 12 (Acquisition of Commercial Items)





Baseline Costs

Preliminary Planning Phases



In This Chapter

The primary focus of this chapter is to highlight the importance of Baseline Costing and the type of cost information that needs to be gathered and collected; Not only for preliminary planning, but for later use in further sourcing decisions.

What are Baseline Costs?

Baseline cost is the *as is* cost of an organization; in other words, it is the cost of the current organization as it functions in its current environment. The magnitude, in terms of cost, of an incumbent organization is a crucial factor in making a strategic sourcing decision.

Why Determine Baseline Cost?

Determination of baseline cost is an indicator as to whether or not the government is capable of competing with industry. Although cost is but one of many factors that ultimately determine sourcing decisions, it is arguably one of the most influential. Also, establishing the baseline costs will serve to expedite *after announcement* costing requirements in either a streamlined or standard competition.

Who Determines Baseline Costs?

Baseline costs are determined by a partnership between the COMPARE Manpower Analyst and the Data Collection Team. The Data Collection Team consists of functional representatives that augment the COMPARE Manpower Analyst during data collection.

The COMPARE Manpower Analyst is responsible for developing the baseline cost and produces a **Standard Cost Comparison Form (SCF)** or **Streamlined Competition Form (SLCF)** by entering all the required cost entries into the COMPARE program. The Manpower Analyst also instructs functional representatives on data collection methodologies, reporting systems and validates data prior to entering the cost data into the COMPARE software.



Lessons Learned

- Validate data before entering into COMPARE to ensure accuracy and currency.
- Use valid and complete data collection worksheets to capture all the required information.
- Make sure you keep track of and maintain all supporting documentation
- Use line rationale in COMPARE to explain costing methodologies and to reference other supporting documentation.

When are Baseline Costs Determined?

The actual entry of data into the COMPARE software cannot occur until all the necessary cost data has been collected using data collection spreadsheets or instruments. The baseline costs developed during this phase must be addressed in the formal announcement package to Manpower for standard comparisons and used in comparison to contractor costs in streamlined comparisons.

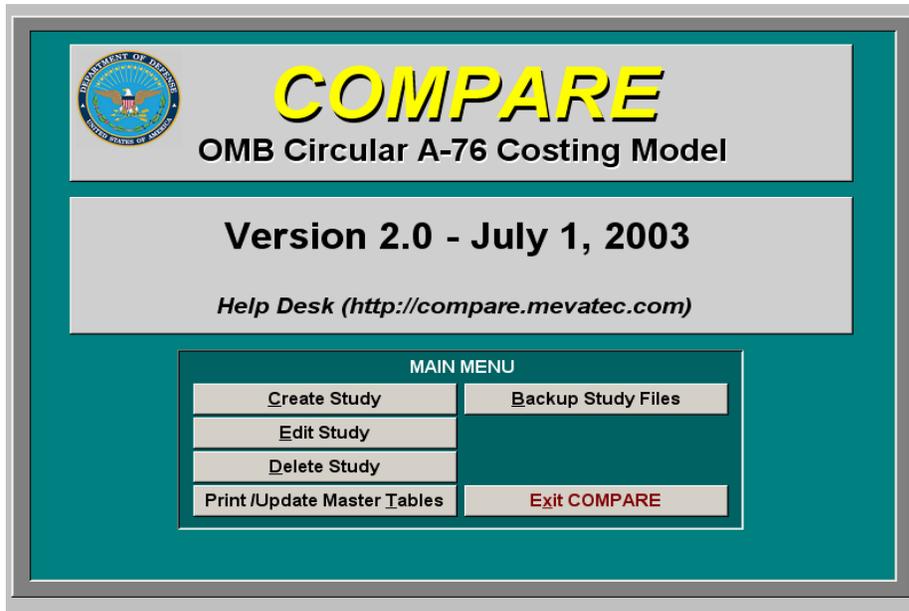


Figure 1 COMPARE Software

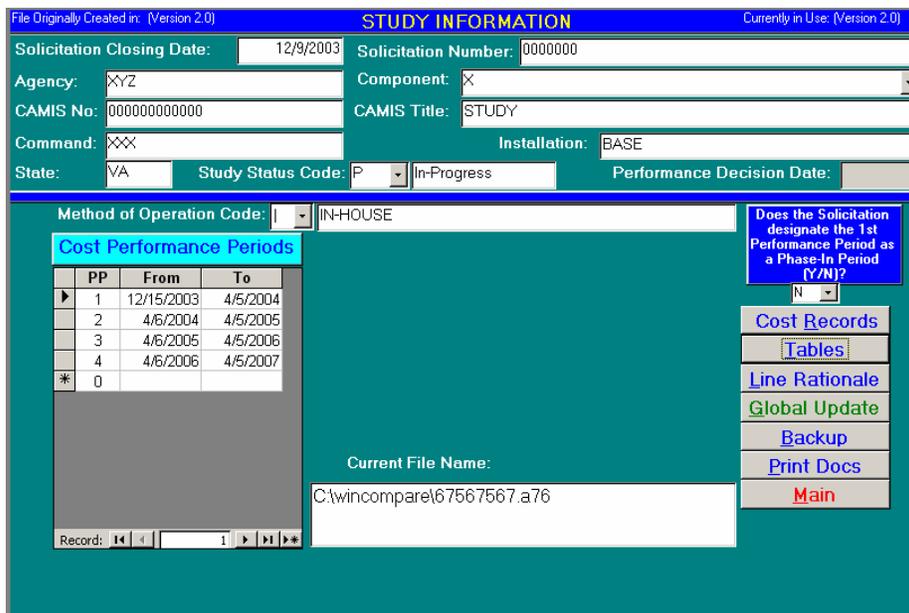


Figure 2 COMPARE Study Information

How Do You Conduct Baseline Costing?

Before entering cost data into the COMPARE software the most current version must be installed with updated tables and rates and all in-house costs must be captured and verified using data collection instruments (please see Appendix D for sample data collection sheets). One must also make sure that all instructional material, such as the DoD Costing Manual is on-hand for reference prior to entering data into COMPARE.

COMPARE STUDY TABLES

Print/View/Edit Study Tables

- 1) Announced Method of Operation
- 2) GS Annual Salaries
- 3) FWS Hourly Wages
- 4) NAF/Foreign National Hourly Wages/Annual Salaries
- 5) Military Composite Accelerated Rates
- 6) Position Type Codes
- 7) Fringe/Medicare Factors
- 8) Cost Factors/Rates
- 9) NAF/Foreign Country Unique Factors/Rates
- 10) RESERVED
- 11) FIE Available Work Hours/Pay Conversion Hours
- 12) Project Status Codes
- 13) Useful Life and Disposal Values
- 14) Tax Rates
- 15) Contract Administration Factors
- 16) Functional Areas

Table Dates Print All Continue Back

CAMIS Number: 000000000000
CAMIS Title: STUDY

Figure 3 COMPARE Study Tables

Determining baseline costs involves two processes:

1. For streamlined competitions, lines 1,2,3 (limited to awarded contracts), 4 and 6 will be used as the agency's in-house cost estimate.
2. For standard competitions, lines 1 - 6 will be used as the Agency's baseline costs.

All personnel, material & supply, capital assets & facilities (w/MX costs if applicable) subcontract costs, etc for the incumbent organization must be entered into COMPARE.

For lines 1, 2, 3, and 5 in the COMPARE software depending on the outcome of preliminary planning, if either the streamlined or standard competition is chosen, solicitation requirements will require changes to dates within the COMPARE file. Refreshing of data may also be required in order to use the COMPARE file after announcement.

Cost Comparison Study Documentation Report Generator

Report Title: 7567
 Installaton: RTY

References:

LINE RATIONALE

IN-HOUSE	CONTRACT
<input type="radio"/> Line 1: Personnel Cost	<input checked="" type="radio"/> Line 7: Contract Price
<input checked="" type="radio"/> Line 2: Material/Supply Cost	<input checked="" type="radio"/> Line 8: Contract Administration
<input type="radio"/> Line 3: Other Specifically Attributable Cost	<input checked="" type="radio"/> Line 9: Additional Cost
<input checked="" type="radio"/> Line 4: Overhead Cost	<input checked="" type="radio"/> Line 10: One Time Conversion Cost
<input checked="" type="radio"/> Line 5: Additional Cost	<input checked="" type="radio"/> Line 11: Gain on Assets
<input checked="" type="radio"/> Line 6: Total In-House Cost	<input checked="" type="radio"/> Line 12: Federal Income Tax
	<input checked="" type="radio"/> Line 13: Total Contract/ISSA
DECISION	
<input checked="" type="radio"/> Line 14: Minimum Conversion Differential	
<input checked="" type="radio"/> Line 15: Adjusted Total Cost of In-House Performance	
<input checked="" type="radio"/> Line 16: Adjusted Total Cost of Contract or ISSA Performance	
<input checked="" type="radio"/> Line 17: Decision Line	
<input checked="" type="radio"/> Line 18: Cost Comparison Decision	

Other Comments:

Print
Back

Figure 4 COMPARE line rationale

What are Baseline Costing Deliverables?

The key output of Baseline Costing is the completed SCF or SLCF. Additional outputs obtained from the data collection team must accompany and support all costing methodologies. For example, data collection sheets, PDs, pay and wage tables, IMPAC records, supply inventories, purchase records, acquisition costs and dates, maintenance costs where applicable, industry codes, etc. All supporting documentation should be maintained in the same order as the COMPARE lines and must be relevant, organized, and neat.

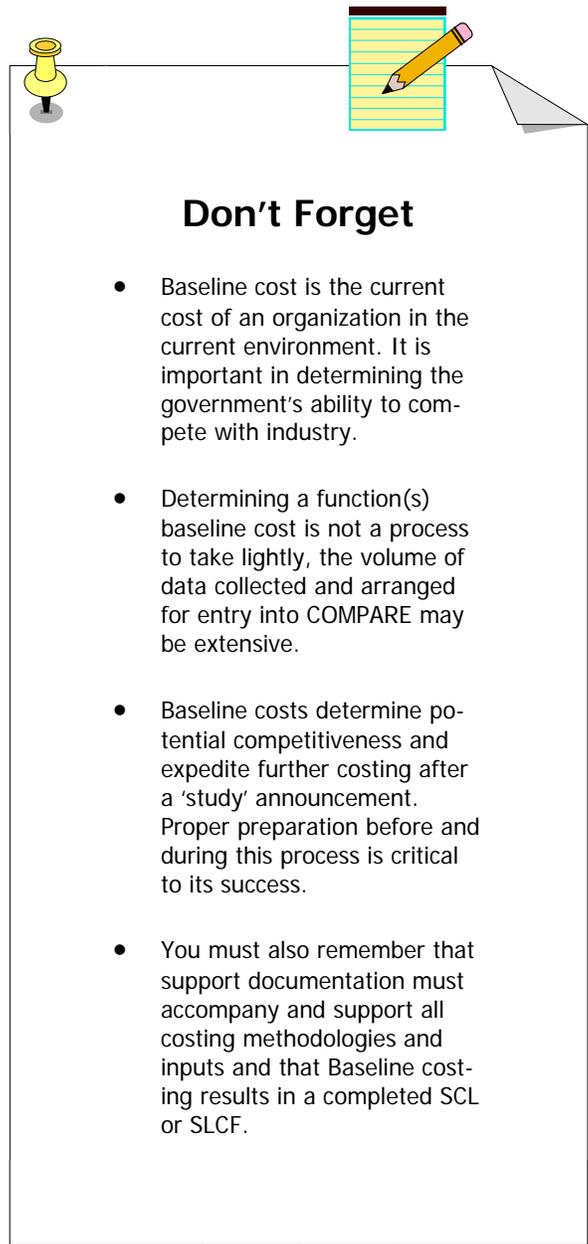
Think About It

The Audit Agency will require supporting documentation for all COMPARE inputs and costing methodologies.

Helpful Resources

Additional information relevant to baseline cost can be found in:

- COMPARE software download <http://COMPARE.mevatec.com>
- COMPARE User Manual http://COMPARE.mevatec.com/download/wc2_sw_manual.exe
- Additional Resources <http://COMPARE.mevatec.com/resources.html>
- AFI 38-203 Commercial Activities Program
- DoD Costing Manual
- Unit Manpower Document (UMD)
- Data Collection Worksheets
- Civilian Position Descriptions
- Local wage tables
- Supporting documentation checklist



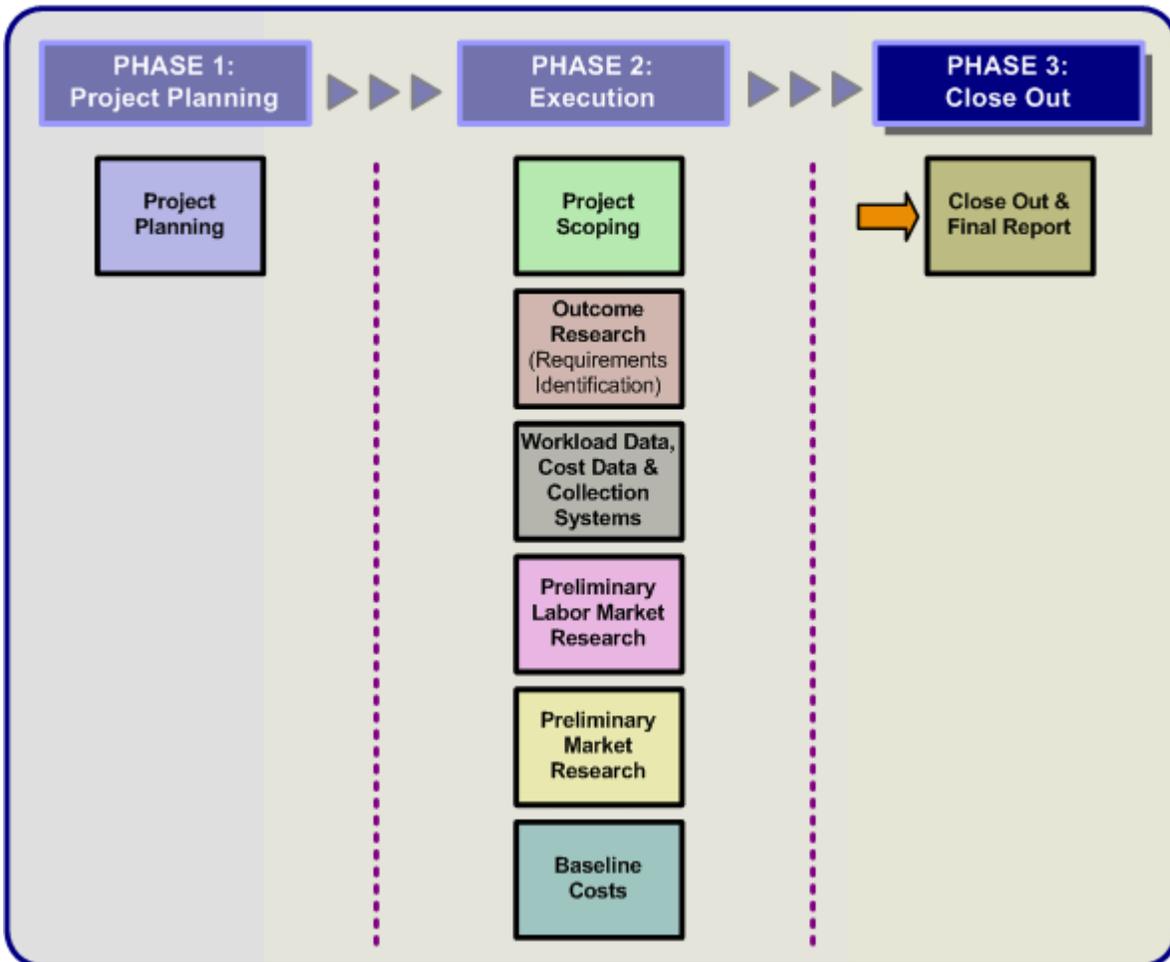
Don't Forget

- Baseline cost is the current cost of an organization in the current environment. It is important in determining the government's ability to compete with industry.
- Determining a function(s) baseline cost is not a process to take lightly, the volume of data collected and arranged for entry into COMPARE may be extensive.
- Baseline costs determine potential competitiveness and expedite further costing after a 'study' announcement. Proper preparation before and during this process is critical to its success.
- You must also remember that support documentation must accompany and support all costing methodologies and inputs and that Baseline costing results in a completed SCL or SLCF.



Close Out and Final Report

Preliminary Planning Phases



In this Chapter

The purpose of Close Out and Final Report is to produce a Preliminary Planning (PP) Final Report that aids the study team in ensuring all documents, data, tools, templates, and points of contact (POC) are turned over to the proper approval authorities who determine the A-76 study or other strategic sourcing effort.

What are Close Out and Final Report?

Close Out and Final Report facilitates the PP move to the sourcing decision phase by ensuring all documents, data, tools, templates, and POC lists of the PP study effort are turned over to the approval authorities who determine the A-76 study or other strategic sourcing effort.

Why Conduct Close Out and Final Report?

The purpose of Close Out and Final Report is to produce a Preliminary Planning (PP) Final Report that aids the study team in ensuring all documents, data, tools, templates, and points of contact are turned over to the proper approval authorities who determine the A-76 study or other strategic sourcing effort.

Who Conducts Close Out and Final Report?

The Close Out and Final Report Team Should, at a Minimum, Consist of:

- planning phase project manager
- planning phase management team
- all team leads (Outcome Research, Labor Market Analysis, Market Research, etc.)

During Pre-Close Out, the Team is Responsible for:

- collecting, organizing, and formatting all data, documents, and templates needed to accompany the final report and recommendations to the proper approval authority in a usable format
- submitting the recommendation package to The Proper Approval Authority, to include POC information
- archiving Recommendation Package and submitting copy to (O/L), or Knowledge Management (KM) Gatekeeper

During Post-Close Out, the Team is Responsible for:

- serving in an advisory capacity to ensure clarity of data submitted to THE PROPER APPROVAL AUTHORITY
- interacting with study team, upon their request, to give turnover and background relative to close out package
- archiving close out packaging and submitting copy to (O/L), or KM Gatekeeper

When Does Close Out and Final Report Occur?

Close out of the study files to the servicing Manpower Office begins with the output of the PP decision. The documentation will serve as the basis for the future competitive sourcing study or as justification to recode the inventory.

How to Conduct Close Out and Final Report

During the final report phase, Preliminary Planning team leader develops the final report based on the research of information from the previous eight steps. The final report will include the competitive sourcing recommendation and A-76 announcement package, if applicable.

Once leadership approves the competitive sourcing recommendation, the Close Out and Final Report team will do one the following:

- Change the coding in the **Inherently Governmental/Commercial Activities (IGCA)**, which could prepare the justification package for removing the activity from the FAIR inventory.
- Begin a competitive sourcing initiative by close outing the PP documentation and deliverables to the Servicing Wing Manpower Office and establish the appropriate study structure.

What are Close Out and Final Report Deliverables?

The Final Report Team will ensure that a recommendation package and the following documentation have been turned over to the appropriate Servicing Manpower Office. All documents, data, tools, templates, competitive sourcing recommendation, A-76 announcement package, and POC lists will be delivered for every PP phase:

- Preliminary Planning Project Plan
- Refined scope (inventory identification/contract analysis)
- Issue resolution log, change control log, action item log
- Requirements document

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Lessons Learned From AFPCA Study

Appendix A Tables:

Chapter 2 - Project Planning

Chapter 3 - Project Scoping

Chapter 4 - Outcome Research (Requirements Identification)

Chapter 5 - Workload Data, Cost Data and Data Collection Systems

Chapter 8 - Baseline Costs

Chapter 9 - Close Out and Final Report

Chapter 2 - Project Planning, Lessons Learned:

Description	Project Task	Recommendation
Develop Configuration Management systems and centralized data management	Project Planning	<ul style="list-style-type: none"> • Incorporate Technology—use collaborative environments to provide shared access to data
Assess Organizational Readiness to undergo preliminary planning study and develop project milestones accordingly	Project Planning	<ul style="list-style-type: none"> • Readiness Tool—assess the maturity state or readiness to undergo of the organization i.e., does the organization currently have up-to-date and accurate equipment inventories, established performance measures and performance improvement cycles, defined customer segments and critical success attributes, methods to diagnose quality related problems, well-defined processes, knowledge of existing contracts, knowledge of products and services provided to customers etc. Organizations ready for such an in-depth, comprehensive assessment can flow optimistically along the project plan while organizations less ready will flow pessimistically along the project plan. A tool to assess an organization's readiness to undergo such a study could help prepare project plans and resource estimates.

Chapter 3 - Project Scoping, Lessons Learned:

Description	Project Task	Recommendation
Initial contract data collection	Research Existing Contracts	<ul style="list-style-type: none"> Analyst should work closely with the functional and contracting personnel to ensure all contracts having any impact on the study, regardless of workload type, be reviewed. Perform contract line item number (CLIN) review of contracts potentially impacting study. Ensure any modifications and projected modifications are reviewed. For projected modifications, account for contract costs in the effective performance period. Ensure all possible contracting sources have been exhausted. (GSA, Local contracting, Army Corp of Eng, etc)
SOW Linkage	Research Existing Contracts	<ul style="list-style-type: none"> SOW development team will determine with the functional how work needs to be addressed--workload in/out of study.
GFE study impact/identification	Research Existing Contracts	<ul style="list-style-type: none"> Contract review team must identify the GFE requirements contained in each contract for further discussion with the cost development team. This may be an issue when numerous contracts exist with various levels of GFE. Indicate GFE on contract data Research worksheet.
Financial Research	Research Existing Contracts	<ul style="list-style-type: none"> Need to determine total contract cost by PEC, performance period, and total study impact cost. Use actual costs received from FM.
CME determination	Research Existing Contracts	<ul style="list-style-type: none"> Use input from functional to determine method for CME computation IAW AFI 38-201. Special consideration for contractor numbers, contractor costs, or other factors may dictate methodology used.
CME definition	Research Existing Contracts	<ul style="list-style-type: none"> Work with functional to ensure correct AFSCs, skill levels, PECs, OSCs etc. are captured.
Form Development	Research Existing Contract	<ul style="list-style-type: none"> Review existing forms currently used in the fields.
CAR info format	Research Existing Contracts	<ul style="list-style-type: none"> Develop CAR format. Ex. # of CME's, PEC, FAC, recommended charts etc
Checklist Development	Research Existing Contracts	<ul style="list-style-type: none"> Develop contract Research checklist, include contract type identification (i.e. service, construction, supply)
Develop a data matrix	Research Existing Contracts	<ul style="list-style-type: none"> Develop data matrix to facilitate contract data collection
Contract overlap	Research Existing Contracts	<ul style="list-style-type: none"> Identify "like" work being done by multiple contracts. Since work buckets have yet to be defined, contract workload comparisons are preliminary at best and will need to be revisited by SOW team
IMPAC purchases for services	Research Existing Contracts	<ul style="list-style-type: none"> Review all IMPAC purchases function made by all cardholders within activity under study.
Size of contract (Dollar amount)	Research Existing Contracts	<ul style="list-style-type: none"> Identify dollar threshold for all contracts applicable to study.

Chapter 4 - Outcome Research (Requirements Identification), Lessons Learned:

Description	Project Task	Recommendation
Account for government provided contracts	Baseline SOW/QASP	<ul style="list-style-type: none"> Ensure workload being performed by contract is included in the SOW if Contract Manpower Equivalents (CME) is included in the study. If this is the case be sure to cancel these support contracts (don't pay double for the service).
Support contracts	Baseline SOW/QASP	<ul style="list-style-type: none"> If support contracts are in place be sure to determine if these support contracts will be available to the MEO/contractor.
Develop Statement of Need from Outcome Research	Baseline SOW/QASP	<ul style="list-style-type: none"> Develop complete SON from outcome Research that reflects all service areas as a feed to market research.
Balance level of detail	Baseline SOW/QASP	<ul style="list-style-type: none"> Do not drive outcome Research tree diagram down more than 3 levels to avoid one, getting into the "how to" and two, taking outcome Research and moving prematurely into Service Research phase I.
Coordinate SOW milestones to minimize changes to Outcome Research	Baseline SOW/QASP	<ul style="list-style-type: none"> SOW/QASP development milestones need to be flexible as changes to IGCA and additional service areas are identified during the development process. These changes will add more time to the milestones or reduce time should services be removed. All critical paths in the SOW development process are completed on time and accurately e.g., IGCA decisions, data collection, CME etc.
Don't create unnecessary reviews	Baseline SOW/QASP	<ul style="list-style-type: none"> Suggest not forwarding draft SOW to MAJCOM for review until draft SOW is as complete as possible and tells the whole story.
Incorporate known changes	Baseline SOW/QASP	<ul style="list-style-type: none"> If there are known changes that will be implemented prior to standard competitions decision, there are three options. One, include the changes in the draft SOW if there is a high expectation that the change will happen when scheduled. Two issue an amendment to the solicitation to make the change, or three modify the SOW after award decision when uncertain.
	Baseline SOW/QASP	<ul style="list-style-type: none"> Functional team needs to identify a SOW team lead with the authority to make decisions, up-channel issues to the steering group, and facilitate logistical/personnel support.
Train SOW Team members	Baseline SOW/QASP	<ul style="list-style-type: none"> SOW team members trained in all aspects of SOW/QASP development.
Minimize SOW team turnover	Baseline SOW/QASP	<ul style="list-style-type: none"> Minimize SOW team turnover
Coordinate closely with SOW data Collection	Baseline SOW/QASP	<ul style="list-style-type: none"> Identify a "third person" to act as a liaison between the SOW, data collection, and functional teams.

Chapter 5 - Workload Data, Cost Data and Data Collection Systems, Lessons Learned:

Description	Project Task	Recommendation
SOW development and SOW Data Collection should be closely coordinated	Baseline Data Collection	<ul style="list-style-type: none"> After SOW Team completes the Phase II Research workshop, the data collection team coordinates with functional POCs to initiate SOW workload data collection. There should be at least one manpower data collection team member assigned to the SOW development workshop. The data collection teams schedule and visit the work centers to help/facilitate the collection efforts. The teams are given Excel spreadsheets for data input.
Ensure all participants understand baseline Data Collection Period	Baseline Data Collection	<ul style="list-style-type: none"> The baseline data collection period needs to be established; usually at least one year of historical data is required. The data collection period is not necessarily a calendar year; the year is from an event such as the date the solicitation is signed and back 1 year.
Functionals are not experience in data collection; that's why manpower experts are on the team!	Baseline Data Collection	<ul style="list-style-type: none"> Without assistance from manpower personnel, the functionals will experience problems with inputting 'normalized' data for SOW workload. Data collection in spreadsheets is facilitated by designing spreadsheets to incorporate data entry instructions, drop-down lists, error checking and other data validation techniques.
Maintain "version control" over data	Baseline Data Collection	<ul style="list-style-type: none"> Need to establish overall manpower and functional POC for data collection. These POCs need to be representatives from the study location. These POCs would be responsible for collecting any data not collected during the data collection augmentee Team's TDYs. They would also ensure "version control" is maintained, populated data collection sheets and backup data is maintained and analyzing/validating workload data.
Develop data collection instructions and training to ensure data consistency across data collection teams	Baseline Data Collection	<ul style="list-style-type: none"> Detailed data collection instructions need to be developed for collecting SOW workload. There should also be at least a one-day training session for all manpower personnel involved in data collection.
Linkage to contracts	Baseline Data Collection	<ul style="list-style-type: none"> Disposition of Contracts need to be resolved earlier in the process since this affects workload data collection.
Functionals must validate data	Baseline Data Collection	<ul style="list-style-type: none"> Once data is collected, it needs to be analyzed and validated by both manpower and functionals. Functional needs to help keep the data fresh. We have to continue holding the functionals hand. Important: Data depicts lasting picture of workload
Plan logistical needs carefully	Baseline SOW/QASP	<ul style="list-style-type: none"> Need to ensure a facility/room is properly setup for SOW development/Data collection teams. Facility requirements should include projectors, copy machine, printer, phone, and email capability.
Closely coordinate SOW writing with SOW data collection	Baseline Data Collection	<ul style="list-style-type: none"> Develop a master SOW data collection spreadsheet clearly showing what's been collected, who collected it (functional and manpower), what still needs to be collected, and any issues/comments.
Include Financial representative on team	Baseline Data Collection	<ul style="list-style-type: none"> Need to ensure someone from finance (Financial Analyst not military Pay type individual) is assigned to assist manpower and functionals with accurate cost data identification. Provide guidance for any cost issue. This way any problems are at the beginning of this process and not later which will cost us more time and man-hours.

Description	Project Task	Recommendation
Provide audit trail	Baseline Data Collection	<ul style="list-style-type: none"> Ensure cost data is kept on file/secured for audit trail and history purposes.
Maintain team integrity	Baseline Data Collection	<ul style="list-style-type: none"> The data collection team should be a cohesive consistent group. The more additional people come into help complete the effort, the more problems arise. Specifically, data integrity will be compromised because the main collector knows more about the function than a stand in. Data collection is further compromised because communication between the main collectors and stand-ins will experience communication obstacles making fully informed data collection a challenge. It takes a period of time for a new collector to get "spun up" on the function.
Train the functionals on data collection	Baseline Data Collection	<ul style="list-style-type: none"> The data collection team should ensure the functional POC's are fully knowledgeable on the data to be collected and collection instructions.
Use existing data sources as much as possible	Baseline Data Collection	<ul style="list-style-type: none"> Build in flexibility by having a standard data set that the functional is required to maintain the data collection team pulls from as opposed to develop
Build data collection to fit into COMPARE	Baseline Data Collection	<ul style="list-style-type: none"> Structure for compare auto files to be able to automate updates with autofeed -- expansions, new amounts, tracking tools etc.
Build flexibility into your collection system; ensure data can be sliced/diced in many ways later on	Baseline Data Collection	<ul style="list-style-type: none"> Need to map and index to data elements, sow paragraph, service buckets, vertical/horizontal index, access programming -- focus on tools and process improvement,
Pull data from existing legacy systems early on	Baseline Data Collection	<ul style="list-style-type: none"> Reference personnel (load UMD, DPC, FM validate) lets think about asking for that data up front. Be ready when we get there.
Use existing data sources as much as possible	Baseline Data Collection	<ul style="list-style-type: none"> Data collection assumptions--use manpower standards, by the way it is 38-208 Vol. 2
Account for backlogged workload	Baseline SOW/QASP	<ul style="list-style-type: none"> Ensure the SOW reflects workload backlogs, which may result due to such things as government employees finding new jobs, etc.
Only include work the organization is responsible for	Baseline SOW/QASP	<ul style="list-style-type: none"> Make sure the SOW does not include work that is being accomplished by the function under study that should be performed by another organization (assumed workload). For example, computer work being accomplished by the Mission Support Squadron that is the responsibility of the Communications Squadron.

Chapter 8 - Baseline Costs, Lessons Learned:

Description	Project Task	Recommendation
Wrong or missing Economic Price Adjustment (EPA) determination.	Baseline Costing	<ul style="list-style-type: none"> The cost analyst must consult with the contracting office to determine the applicability of EPA for both personnel and equipment. Ensure appropriate FAR clauses are part of the solicitation. EPA decisions should be made in writing.
Wrong or missing Industry Code	Baseline Costing	<ul style="list-style-type: none"> The cost analyst must work with contracting to determine the "best" industry code to use when contractor bid is entered into Line 7 of Compare. Note that the industry code is antiquated and has been replaced by the NAICS of SIC codes. Recommend putting both the NAICS/SIC and industry code in the solicitation.
No Government Furnished Equipment determination process.	Baseline Costing	<ul style="list-style-type: none"> Data collection team along with Manpower must ensure all data is collected first. Then a Cost Benefit Research accomplished by FM can be used to determine which assets should be GFE (Best interest of the Government). No guessing.
No Cost Benefit Research accomplished.	Baseline Costing	<ul style="list-style-type: none"> A Cost Benefit Research accomplished by FM can be used to determine which assets should be GFE (Best interest of the Government). No guessing.
Missing and or incorrect data	Baseline Costing	<ul style="list-style-type: none"> Ensure all data fields in Compare are complete. Validate data to ensure accuracy and currency. Use of a data collection worksheet can help in this area.
Missing, inaccurate, unorganized supporting documentation	Baseline Costing	<ul style="list-style-type: none"> Every piece of data entered into Compare must be supported either through line rationale (internal to Compare) and/or supporting documentation (external). Supporting documentation must stand-alone, be accurate, clear and concise, and organized. It must also be linked to the data with clear traceability. Also ensure supporting documentation is validated and meets the Air Force Audit Air Force requirements. Recommend using checklist in the collection of supporting documentation.
Lack of appropriate training	Baseline Costing	<ul style="list-style-type: none"> Ensure the analyst receives, as a minimum, Compare training (or equivalent).
Lack of understanding of Air Force Audit Agency (AFAA) requirements	Baseline Costing	<ul style="list-style-type: none"> The AFAA will be auditing the cost model. Ensure both the analyst and data collection teams are aware of AFAA requirements. All should know what they are looking for--if you don't know, ask. No secrets here, a lot of time and energy can be saved understanding what the AFAA is looking for.
Missing/wrong price current as-of dates	Baseline Costing	<ul style="list-style-type: none"> The price current as-of date should within one year of the first performance period date.
Use of data and supporting documentation collection/check sheets	Baseline Costing	<ul style="list-style-type: none"> To facilitate data and supporting documentation collection recommend the use of a worksheet and/or check sheet.
No linkage to SOW/PWS	Baseline Costing	<ul style="list-style-type: none"> All costing in the Compare project should be linked to the requirements of the SOW/PWS.

Description	Project Task	Recommendation
Missing line rationale	Baseline Costing	<ul style="list-style-type: none"> Recommend using line rationale in the Compare model to explain costing methodologies and to reference other supporting documentation.
Line 1--Management and oversight not costed.	Baseline Costing	<ul style="list-style-type: none"> Read DoD costing manual. Ensure all appropriate Line 1 costing is completed. This includes management and oversight activities above the first line of supervision (not included in the 12% overhead).
Line 1--Not all pay types captured.	Baseline Costing	<ul style="list-style-type: none"> Ensure all pay types/situations are captured in Line 1. This includes, but is not limited to, overtime and holiday pay.
Line 3--Missing GFE FAR clauses.	Baseline Costing	<ul style="list-style-type: none"> Consult with contracting to ensure all correct and applicable FAR clauses pertaining to costing rules/methodologies are included in the solicitation.
Line 3--No process for GFE determination.	Baseline Costing	<ul style="list-style-type: none"> A Cost Benefit Research accomplished by FM can be used to determine which assets should be GFE (Best interest of the Government). No guessing.
Numerous documentation problems--Vague terminology, missing dates, no validation, unorganized, does not stand-alone, lack of traceability	Baseline Costing	<ul style="list-style-type: none"> Supporting documentation must stand-alone, be accurate, clear and concise, and organized Additional Notes: Use the Mevatec Help Desk. Many program and costing QA's are on file. Setup costing team (analysts) for entire length of study. May need to develop parent/child files if study is large and/or multiple analysts are being utilized
Contractor Liability and Insurance	Baseline Costing	<ul style="list-style-type: none"> Contracting must clearly specify the degree of contractor liability. Solicitation may not require insurance, since facilities were GFP; however, the contractor may still be "liable" for damage to GFE (e.g. Test equipment, tools, facility, etc.).
Lack of guidance implementation	Baseline Costing	<ul style="list-style-type: none"> Enhance training program to include more on-hands training or teaming up with more experienced technicians.
Ambiguity regarding actual scope of the study	Baseline Costing	<ul style="list-style-type: none"> Good working knowledge of the DoD A-76 Costing Manual
Not identifying Cost Analysts in writing	Baseline Costing	<ul style="list-style-type: none"> All analysts should be appointed in writing.

Chapter 9 - Close Out and Final Report, Lessons Learned:

Description	Project Task	Recommendation
The SOW language must be clear, specific, concise, and objective	Baseline SOW/QASP	<ul style="list-style-type: none"> • The SOW needs to explain in enough detail the specific requirements needed. Performance-Based as defined in the FAR does not suggest being vague, in-fact FAR Parts 2 and 37 require clear, specific, concise, and objective terms that identify specific work to be accomplished. • Ensure the SOW answers all the dollar questions, e.g., workload, requirements, government furnished property/services, etc.
Writing SOW in a consistent voice requires functionals multiple reviews	Baseline SOW/QASP	<ul style="list-style-type: none"> • On multi-function studies all functional team members should come together regularly to ensure the SOW is written in one voice to industry and the MEO.
Tie workload to the SOW requirements—don't miss workload	Baseline SOW/QASP	<ul style="list-style-type: none"> • Ensure workload ties back to specific paragraph references in the SOW. Ensure workload is reflected for all outputs in Sections C-1 and C-4
All sections and appendices of a SOW should accurately correlate together (no disconnects). This concept is known as the "Four Corners Rule" of a contract.	Baseline SOW/QASP	
Ensure functional and contracting buy-in for SOW/QASP format, philosophy, and approach.	Baseline SOW/QASP	
Incorporate Industry Standards and Best Practices in SOW language	Baseline SOW/QASP	<ul style="list-style-type: none"> • Market Research needs to include all aspects of FAR Parts 10, 11, and 12 and is a partnering effort between contracting for contract type issues and the functional for technical type issues • Market research is required for A-76 standard competitions studies over \$100K IAW FAR Part 10. The government is to modify their requirement (SOW) to mirror commercial industry to the maximum extent possible and not vice versa.
Address government and service provider interfaces	Baseline SOW/QASP	<ul style="list-style-type: none"> • Sow Section C-1 reflects appropriate interfaces between the service provider and other government agencies and reflects what the service provider is responsible for versus what the government/contract/MOA support is responsible for (clearly articulate who is
Link SOW data collection to Appendix development	Baseline SOW/QASP	<ul style="list-style-type: none"> • Data collection team should be responsible for appendix development.

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Critical Success Attributes from AFPCA Study

Appendix B Tables:

Chapter 2 - Project Planning

Chapter 3- Project Scoping

Chapter 4 - Outcome Research (Requirements Identification)

Chapter 5- Workload Data , Cost Data and Data Collection Systems

Chapter 6- Preliminary Labor Market Research

Chapter 8 - Baseline Costs

Chapter 9 - Close Out and Final Report

Chapter 2- Project Planning, Critical Success Attributes:

Sub-Process	Fail Point	Requirements (Attributes, Objectives, or Standards)	Critical Success Attributes (CSA)	Measures
Pre-candidate Selection	A	<ul style="list-style-type: none"> • Positions and functions coded in Inventory • Stable Organization • Identification and scope (magnitude \$) of existing contracts • UTC, Critical Skills, AEF/EAF needs • UMD; have latest up-to-date file--baseline • Synopsize Candidate (9401 Elements) • Are the positions under consideration in any special accounts—e.g. DBOF (tariff rates, reimbursable) • Are there any support agreements that we need to negotiate with the receiver (e.g., Army doesn't want contract performance) - can impact manpower • What existing contracts will be included/ impacted? • Present mission statements (defines the mission) • Present doc statements (what there designed for if there is a wartime requirement) • Identify unfunded and vacant positions • Identify all other sources of workers (NAF, temp, over hires, volunteers, prison labor) • What are functional expectations for end result • What is the political environment • What are the current laws • Organizational chart • What is the functionals/MAJCOMs priority? • Submit to AF DMP for approval 	<ul style="list-style-type: none"> • No potential mission or organizational changes pending • No UTC/Critical Skills; no OPlan tasking • UMD; have latest up-to-date file for baseline • Leadership support—favorable political environment 	<ul style="list-style-type: none"> • No measures required
DPMS Approval	E	<ul style="list-style-type: none"> • AF approved Memo back to MAJCOM • Schedule, scope, and adjustment must be included • Coordinated between Strike Team, MAJCOM, Installation • For adjustments: codes must up-to-date and accurate— comply with IGCA instructions (AFI) 	<ul style="list-style-type: none"> • Fully coordinated schedule • Codes must up-to-date and accurate—comply with IGCA instructions 	<ul style="list-style-type: none"> • No measurement required
Define Deliverables	C	<ul style="list-style-type: none"> • Define Interim and Final Deliverables • CONOPS guidance (draft) • Documented, communicated, standardized deliverables—templates 	<ul style="list-style-type: none"> • Standardized deliverables 	<ul style="list-style-type: none"> • No measurement required

Chapter 2- Project Planning, Critical Success Attributes:

Sub-Process	Fail Point	Requirements (Attributes, Objectives, or Standards)	Critical Success Attributes (CSA)	Measures
Define Team Roles & Responsibilities	B	<ul style="list-style-type: none"> Clearly delineated roles & responsibilities—who’s responsible for what deliverables and clearly defined interaction for inter-team support (RAM) Project Mgt SOW, Data Collection, As-is Costing, Steering Group etc., Identify roles & responsibility for each level: Identify appropriate qualification, expertise, experience needed and what level (MAJCOM/Base) for functionals 	<ul style="list-style-type: none"> Understood and clearly communicated to team members Buy-in and acceptance by all participants for roles for creating deliverables (RAM) 	<ul style="list-style-type: none"> No measurement required
ID Team Members	B	<ul style="list-style-type: none"> ID Team Members by name Must be committed for duration of pre-study phase Meet qualifications This information sent to manpower and added to the project plan Team membership include contractor support (add to chart as part of team membership) Assign appropriately qualified team members based on role 	<ul style="list-style-type: none"> Must be committed for duration of pre-study phase The experience is available 	<ul style="list-style-type: none"> No measurement required
Establish Study Milestones	C	<ul style="list-style-type: none"> Include major phases milestones--sub milestones will also need to be developed and included as an appendix to the plan Overall schedule from DPMS Include steps in feasibility phase Resource availability Budget (funding) Staffing Equipment/facility availability Other ongoing project/priorities Mitigate resource conflicts 	<ul style="list-style-type: none"> Fit within overall DPMS schedule All players agree, commit resources and ensure resources are available 	<ul style="list-style-type: none"> No measurement required
Establish External Communication Plan	E	<ul style="list-style-type: none"> How are changes made/coordinated with Steering Group 	Communicating with those affected by study	<ul style="list-style-type: none"> No measurement required

Sub-Process	Fail Point	Requirements (Attributes, Objectives, or Standards)	Critical Success Attributes (CSA)	Measures
Establish Internal Communication Plan	E	<ul style="list-style-type: none"> ● Plan for intranet access or other method to facilitate communication ● Internal communication matrix ● What, How, When ● Process Integrator ● Follow-up on comm. in plan ● Organizes/captures data comm. ● Establish/use templates to communicate ● Team work from same set of documents (data communicated), e.g., ● SOW Weekly Activity Reports ● Open Action Items Log ● Docs communicated at right time to right person – use of integration ● All communications need to have POC 	<ul style="list-style-type: none"> ● Clearly articulated roles and responsibilities ● Reduce communications breakdown ● Communication channels available—technology ● Version control and document management 	<ul style="list-style-type: none"> ● No measurement required
Draft Project Plan	E		<ul style="list-style-type: none"> ● Includes all elements of the project to ensure success ● Fully staffed, understood, and clearly communicated to all participants Participants actually Read The Plan 	<ul style="list-style-type: none"> ● No measurement required

Chapter 3 - Project Scoping, Critical Success Attributes:

Sub-Process	Fail Point	Requirements (Attributes, Objectives, or Standards)	Critical Success Attributes (CSA)	Measures
Project Scope/ Inventory Scrub	A	<ul style="list-style-type: none"> • Risk Management • Ensure appropriate positions are included/excluded 	<ul style="list-style-type: none"> • Accurate project scope 	<ul style="list-style-type: none"> • No recommended measures
Project Scope/ Inventory Scrub	B	<ul style="list-style-type: none"> • Staffing Process • Timely staffing • Ensure complete/accurate nomination package 	<ul style="list-style-type: none"> • Accurate nomination package 	<ul style="list-style-type: none"> • No recommended measures
Project Scope/ Inventory Scrub	C	<ul style="list-style-type: none"> • Disclosure • Ensure there is no premature disclosure before official notification/public announcement to employees/labor union/works councils 	<ul style="list-style-type: none"> • No union grievances 	<ul style="list-style-type: none"> • No recommended measures

Chapter 4 - Outcome Research (Requirements Identification), Critical Success Attributes:

Sub-Process	Fail Point	Requirements (Attributes, Objectives, or Standards)	Critical Success Attributes (CSA)	Measures
Organization Familiarization	A	<ul style="list-style-type: none"> • Scope of effort • Stable Organization • Identification/Review of functional data sources and personnel (i.e. mission statements, org charts) 	<ul style="list-style-type: none"> • Types of functions • Number of positions • No org changes 	<ul style="list-style-type: none"> • No recommended measures
Determine Resources and Preliminary Milestone	B	<ul style="list-style-type: none"> • Resource/Personnel commitment • Funding • Timeline • Level of performance based document • Right mix and number of personnel • Dollars provided • Document decision (level of detail) 	<ul style="list-style-type: none"> • Commitment to timeline • Committed logistic, money, and personnel support • Type of doc (SOW, SOO, hybrid) 	<ul style="list-style-type: none"> • No recommended measures
ID Team Membership	C	<ul style="list-style-type: none"> • Establish cross functional team • Minimum team membership turnover 	<ul style="list-style-type: none"> • Proper number and mix of personnel includes management, workers, MO, Cons • Functional team lead identified 	<ul style="list-style-type: none"> • No recommended measures
Outcome Research	A	<ul style="list-style-type: none"> • Diagram based on service/sub-service and not organization structure • Right functional representation • Identify functional duplication –Talk to the service only once • Stop outcome Research at a level that does not express the specific tasks 	<ul style="list-style-type: none"> • Team facilitates outcome Research with appropriate functional to ensure break-outs based on service activities and not functional organization 	<ul style="list-style-type: none"> • No recommended measures
Statement of Need (SON)	B	<ul style="list-style-type: none"> • SON developed from outcome Research at a macro overview of services and sub-services- Used under FAR part 10 to initiate Market Research 	<ul style="list-style-type: none"> • Market research needs to be a partnering between functional and contracting-functional for the technical and contracting for contract type issues 	<ul style="list-style-type: none"> • No recommended measures
Finalize Team Membership and Milestones	C	<ul style="list-style-type: none"> • Service and sub-service functional identified and committed • Timeline/Milestones • Funding • Documented milestones • Team composition • Funding streams • Accurate outcome Research 	<ul style="list-style-type: none"> • Committed functional resources based on outcome Research • Right mix • Availability • Finalization of all resources see F2 • Scope of study determined from outcome Research 	<ul style="list-style-type: none"> • No recommended measures

Sub-Process	Fail Point	Requirements (Attributes, Objectives, or Standards)	Critical Success Attributes (CSA)	Measures
Service Research Phase I	A	<ul style="list-style-type: none"> Only perform service Research on functions in the study Review and adjust timeline if required Documented audit trail 	<ul style="list-style-type: none"> Finalized IGCA IGCA must be complete to prevent stoppage/delay 	<ul style="list-style-type: none"> No recommended measures
Service Research Phase I	B	<ul style="list-style-type: none"> Scope and Service Research are in sync 	<ul style="list-style-type: none"> IGCA must be complete to prevent stoppage/delay 	<ul style="list-style-type: none"> No recommended measures
Service Research Phase I	C	<ul style="list-style-type: none"> Explode the lowest level from the outcome Research to identify the outputs, issues, and supporting contracts/MOAs 	<ul style="list-style-type: none"> Link issues, contracts/MOAs to output 	<ul style="list-style-type: none"> No recommended measures
Service Research Phase II	A	<ul style="list-style-type: none"> Qualify and quantify outputs from Service Research phase I SOW develop additional as result of Service Research Phase I Begin waiver request for AFIs Commerciality and Performance Based SOW reflective of AFI waivers and market research 	<ul style="list-style-type: none"> AFI waivers approved 	<ul style="list-style-type: none"> No recommended measures
Service Research Phase II	C	<ul style="list-style-type: none"> Staff issues, contracts/MOAs to the proper functional process owner and Steering Group for decision resolution Contract decision matrix (IN or Out) POM/FYDP for GFP/Services 	<ul style="list-style-type: none"> Accurate contract/MOA decisions (contract/MOA stays or goes away) presented to SOW team to be reflected in the SOW If contract/MOA stays reflect in Section C3, if out decide if service is still need and begin Phase I 	<ul style="list-style-type: none"> No recommended measures
Service Research Phase II	D	<ul style="list-style-type: none"> Start data Research- link output to data collection Data collection team develop associated appendices Ensure FM programs funding in the out years for GFP/Service (support contracts/MOA) Completed data collection sheets and appendices 	<ul style="list-style-type: none"> SOW team and data collection team are in sync (third person coordinator/liaison between SOW and Data teams and functionals) Third person ensures functionals gather data effectively and timely AFI waivers approved 	<ul style="list-style-type: none"> No recommended measures

Chapter 5 –Workload Data, Cost Data and Data Collections Systems, Critical Success Attributes:

Sub-Process	Fail Point	Requirements (Attributes, Objectives, or Standards)	Critical Success Attributes (CSA)	Measures
Plan for Data Collection	A	<ul style="list-style-type: none"> • Perform Function Familiarization (SOW workshops, AFMS review, AFI review, etc.) • Data collection tools/templates developed/updated for study • Data collection plan/instructions developed/updated for study • Phase II SOW Research requirements identified (Requirement, Output, WUs) • {Title, Def, Source}) • Known projected workload documented • Workload counts represent SOW requirements • Data Collection effort does not delay study progress 	<ul style="list-style-type: none"> • Tools and templates provide no barrier to collection • Data Collection personnel understands topics they were trained on • Source data is readily available • All work units are accurately addressed 	<ul style="list-style-type: none"> • No Measures Identified
Execute Data Collection	B	<ul style="list-style-type: none"> • 100% data accuracy • Representative and normalized workload • Historical workload if at all possible • "Version Control" maintained • Subsequent collection efforts are minimized due to inaccuracy • Data can be validated if audited • There is confidence that the version of data being utilized is the correct version • Tools/templates facilitate seamless data collection 	<ul style="list-style-type: none"> • Tools/templates facilitate seamless data collection • All resources are able and ready to execute data collection • Data is collected accurately • Collection instructions provide no barrier to collection effort • The most up-to-date version is utilized 	<ul style="list-style-type: none"> • No Measures Identified
Plan for Data Collection	C	<ul style="list-style-type: none"> • Perform Function Familiarization (SOW workshops, AFMS review, AFI review, etc.) • Data collection tools/templates developed/updated for study • Data collection plan/instructions developed/updated for study • Source data maintained • Data is deemed valid during audit • Data Collection personnel understands topics they were trained on 	<ul style="list-style-type: none"> • Data is reliable and usable • All resources are able and ready to execute data collection • Data is collected accurately • Tools and templates provide no barrier to collection • Collection instructions provide no barrier to collection effort • Data is refreshed to maintain currency 	<ul style="list-style-type: none"> • No Measures Identified

Sub-Process	Fail Point	Requirements (Attributes, Objectives, or Standards)	Critical Success Attributes (CSA)	Measures
Execute Data Collection	D	<ul style="list-style-type: none"> • Completed on-time • Phase II SOW Research requirements identified (Requirement, Output, WUs • RFP reflects most up-to-date data • Workload counts represent SOW requirements • Service Provider has no issues with performing projected workload • Workload source data available and traceable to SOW requirements for audit 	<ul style="list-style-type: none"> • Data depicts lasting picture of workload • Data Collection effort does not hinder study timeline • Workload is reliable and tangible • Service Providers can reliably see future workload 	<ul style="list-style-type: none"> • No Measures Identified

Chapter 6 - Preliminary Labor Market Research, Critical Success Attributes:

Sub-Process	Fail Point	Requirements (Attributes, Objectives, or Standards)	Critical Success Attributes (CSA)	Measures
Develop and Complete PPMR Report	A B	<ul style="list-style-type: none"> Prepare a comprehensive PPMR Report 	<ul style="list-style-type: none"> Comprehensive PPMR report that identifies commercial sources and their capabilities to satisfy Air Force's needs 	<ul style="list-style-type: none"> PPMR Report Document
Conduct Market Research to Determine Strategic Sourcing Decision	C D	<ul style="list-style-type: none"> Review and evaluate PPMR information Determine strategic sourcing type (i.e., A-76, reengineering, etc) 	<ul style="list-style-type: none"> Finalization Comprehensive review and evaluation of PPMR information 	

Chapter 8 - Baseline Costs, Critical Success Attributes:

Sub-Process	Fail Point	Requirements (Attributes, Objectives, or Standards)	Critical Success Attributes (CSA)	Measures
Collect Applicable Guidance	A	<ul style="list-style-type: none"> Download Manuals Develop / Obtain checklist to collect supporting documentation DoD Costing Manual COMPARE Users Manual Support Document Check List 	<ul style="list-style-type: none"> Maintain Alignment 	
Initiate Project	B	<ul style="list-style-type: none"> Define Cost Analyst / Team Setup File (Parent / child file) Coordinate w/Data Collection Team Scope of Project Identify analyst and or team in writing Establish parent/child files (dependent on scope). Establish 5-full year performance periods w/no transition 	<ul style="list-style-type: none"> Proficiency 	
Obtain most current version of COMPARE	B	<ul style="list-style-type: none"> COMPARE Users Manual Download from MEVATEC website 		<ul style="list-style-type: none"> Yes / No
Receive and scrub data	A	<ul style="list-style-type: none"> Line Items Required by DoD Costing Manual Data Collection Spreadsheets Completeness WinCOMPARE Users Manual Review / Identify shortfalls in spreadsheets/data/ organize Prepare for entry into COMPARE Package line items (i.e. listings) 	<ul style="list-style-type: none"> Standard Data Collection Spreadsheets (Include in Data Collection Process) 	<ul style="list-style-type: none"> 100% Compliance with established requirements
Receive Supporting Documentation	A	<ul style="list-style-type: none"> Stand-Alone Traceable (source) Clear/Concise/Organized/Relevant Validated Supporting Documentation Checklist AFAA Requirements Package Review/Analyze for Requirements (attributes, objectives, or standards) 	<ul style="list-style-type: none"> Complete (Needs to support all line items in COMPARE) 	<ul style="list-style-type: none"> Meet AFAA Requirements Go-No-Go Pass/Fail

Sub-Process	Fail Point	Requirements (Attributes, Objectives, or Standards)	Critical Success Attributes (CSA)	Measures
Economic Price Adjustment (EPA)	B	<ul style="list-style-type: none"> • DBA/SCA/FAR 52.222 – 41/43/44 • DoL Wage Determination • Exemptions • DoD Costing Manual • Consult with cost analyst/ contracting/ human resources 	<ul style="list-style-type: none"> • In Writing 	
Liability Insurance	B	<ul style="list-style-type: none"> • DoD Costing Manual • FAR • Consult with cost analyst/ contracting/ functionals 	<ul style="list-style-type: none"> • Documented • 	<ul style="list-style-type: none"> • Go-No-Go (Needed in COMPARE)
Input Data into COMPARE	C	<ul style="list-style-type: none"> • COMPARE Users Manual • MEVATEC Site / Help Desk 	<ul style="list-style-type: none"> • Period Checks of line entries and CCF 	<ul style="list-style-type: none"> • 100% Compliance with established requirements
Enter Line Rationale	C	<ul style="list-style-type: none"> • Stand-Alone • Traceable (source) • Clear/Concise/Organized/Relevant • Validated • AFAA Requirements • Enter when necessary to explain costing methodology or show linkage to external source document(s). 	<ul style="list-style-type: none"> • Use line rationale, especially in cases where there is not external supporting documentation • External Costing Computations 	
Update Tables	C	<ul style="list-style-type: none"> • Wage Tables • Download current tables from MEVATEC • Manually update local tables 	<ul style="list-style-type: none"> • Table Date Cross-check 	
Internal Validation and Review	C	<ul style="list-style-type: none"> • AFAA Guidance • DoD Costing Manual • Review Input (maybe by other analyst) • Seek Clarification, if necessary 	<ul style="list-style-type: none"> • Completeness • Check/Verify Output • Stay within established timelines 	<ul style="list-style-type: none"> • 100% Compliance with established requirements • Error free

Chapter 9 - Close Out and Final Report, Critical Success Attributes:

Sub-Process	Fail Point	Requirements (Attributes, Objectives, or Standards)	Critical Success Attributes (CSA)	Measures
Obtain Market Research and Data	A	<ul style="list-style-type: none"> Commerciality for SOW identified through Market Research Merge Market Research into SOW (e.g. commercial terminology, commercial performance standards, etc.) 	<ul style="list-style-type: none"> SOW written to reflect commerciality to maximum extent possible Industry understands requirements 	
SOW Section 1 Writing (Description of Services)	B	<ul style="list-style-type: none"> Build paragraph structure from outcome Research Populate sub-paragraphs from Service Research Phase I Capture Description of Service 	<ul style="list-style-type: none"> Requirements identified Contractual expressed document All outputs reflected in section 1 (The “Shalls”) SOW written by a cross functional team of Manpower, Contracting, and functionals and other members as required for Section 4 Section 1 reflects all issues, IGCA, Contracts/ MOAs 	

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Process Maps

Appendix C Figures:

Chapter 1 - Competitive Sourcing Preliminary Planning Process Overview

Chapter 2 - Project Planning

Chapter 3 - Project Scoping
- Project Scoping (Contract & CME Analysis)

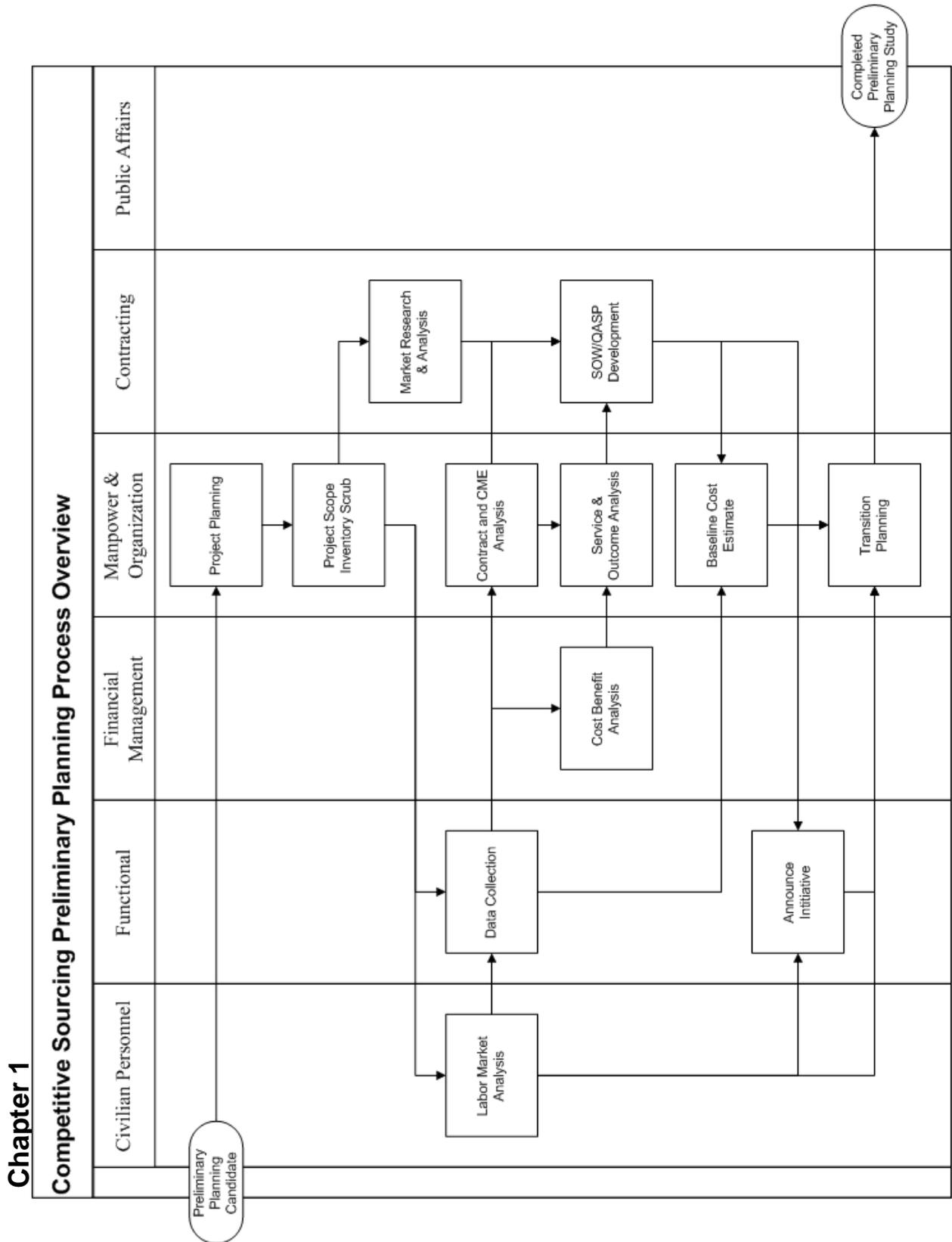
Chapter 4 - Outcome Research (Familiarization)
- Outcome Research (Outcome Analysis)
- Phase 2: Outcome Research (Service Analysis)

Chapter 5.- Workload Data, Cost Data and Collection Systems (Data Collection)
- Workload Data, Cost Data and Collection Systems (Data Collection
Baseline Costs)
- Workload Data, Cost Data and Collection Systems
(Data Collection)

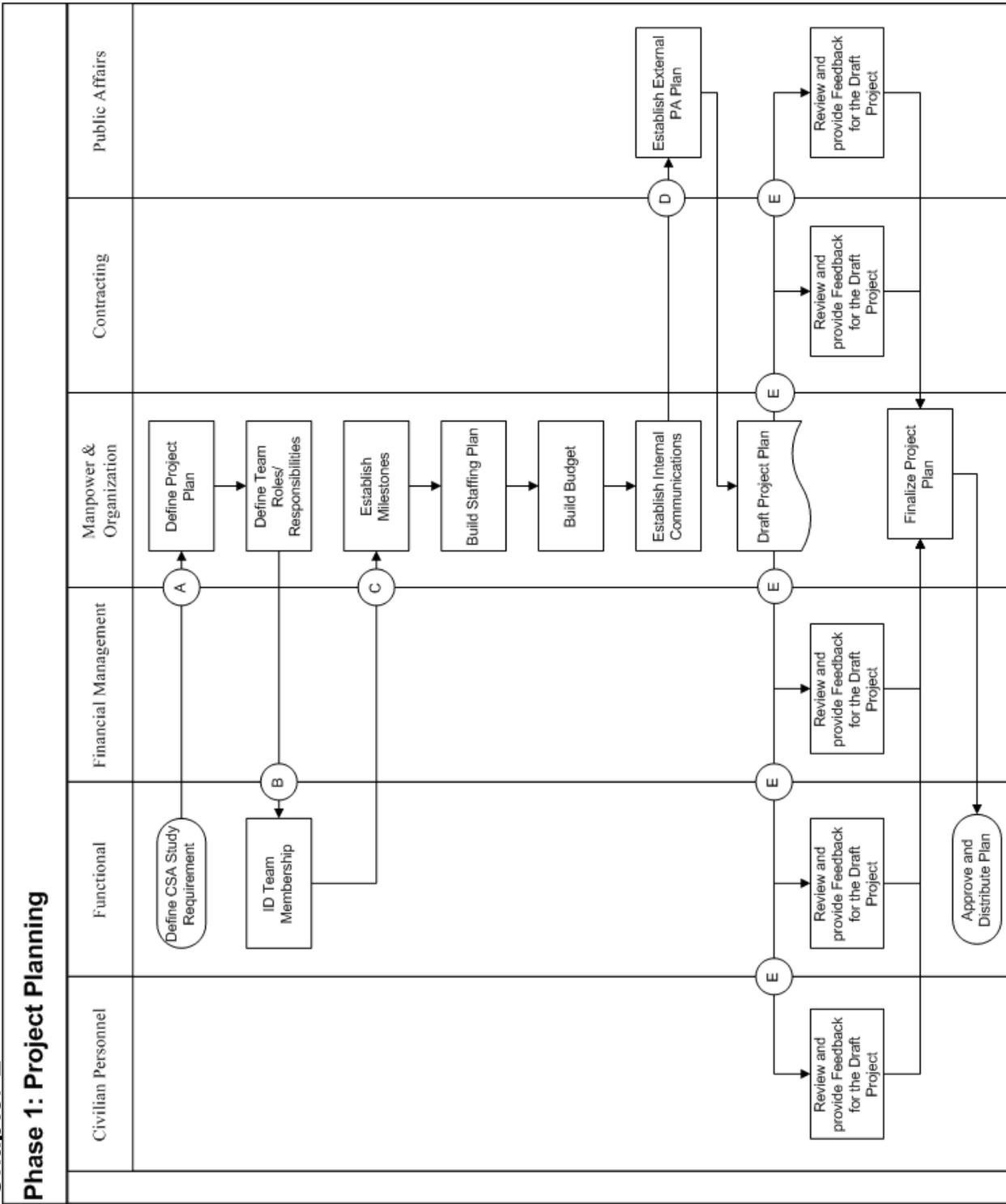
Chapter 6 - Labor Market Research (External Labor Market)

Chapter 7 - Preliminary Market Research

Chapter 8 - Baseline Costs

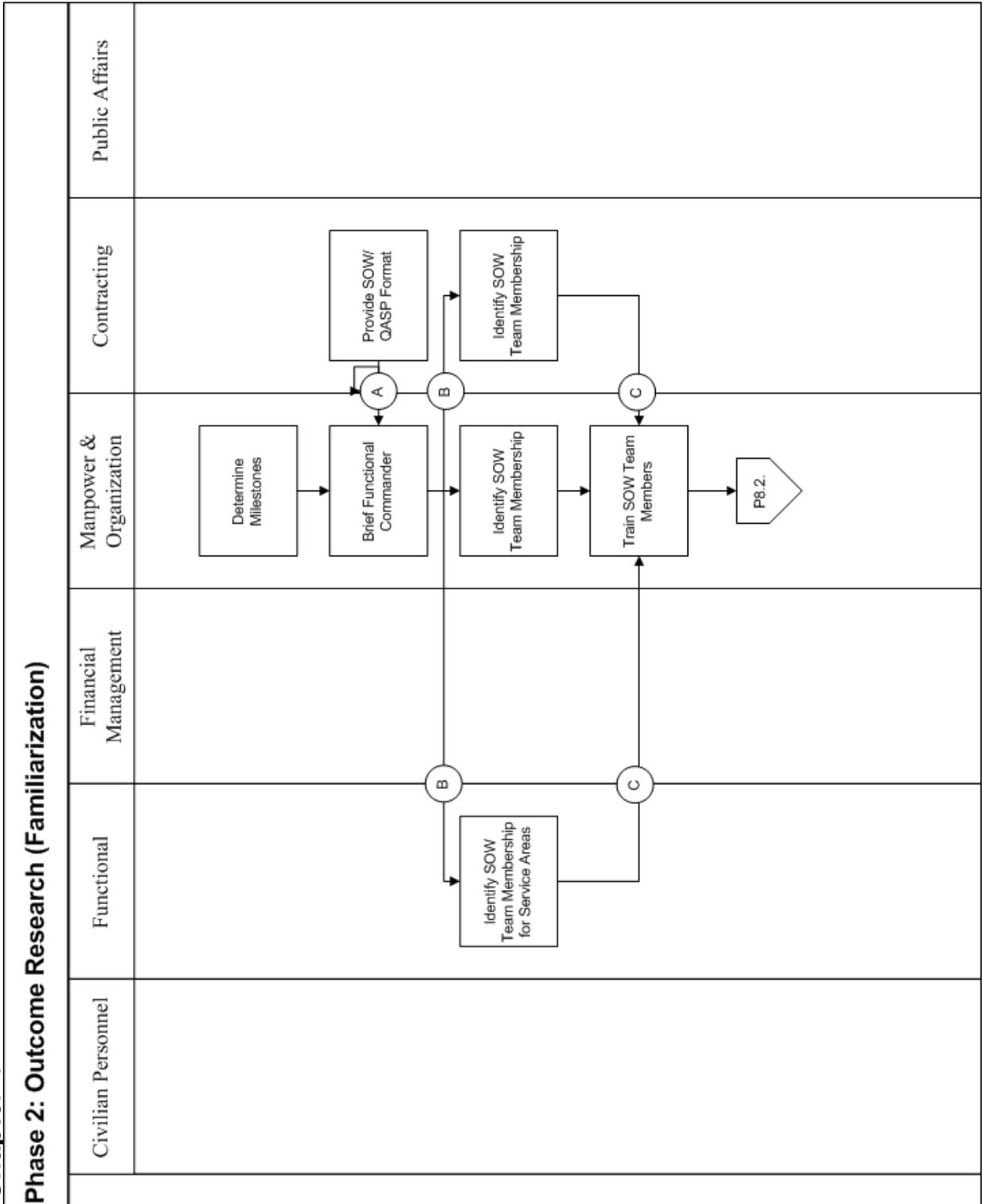


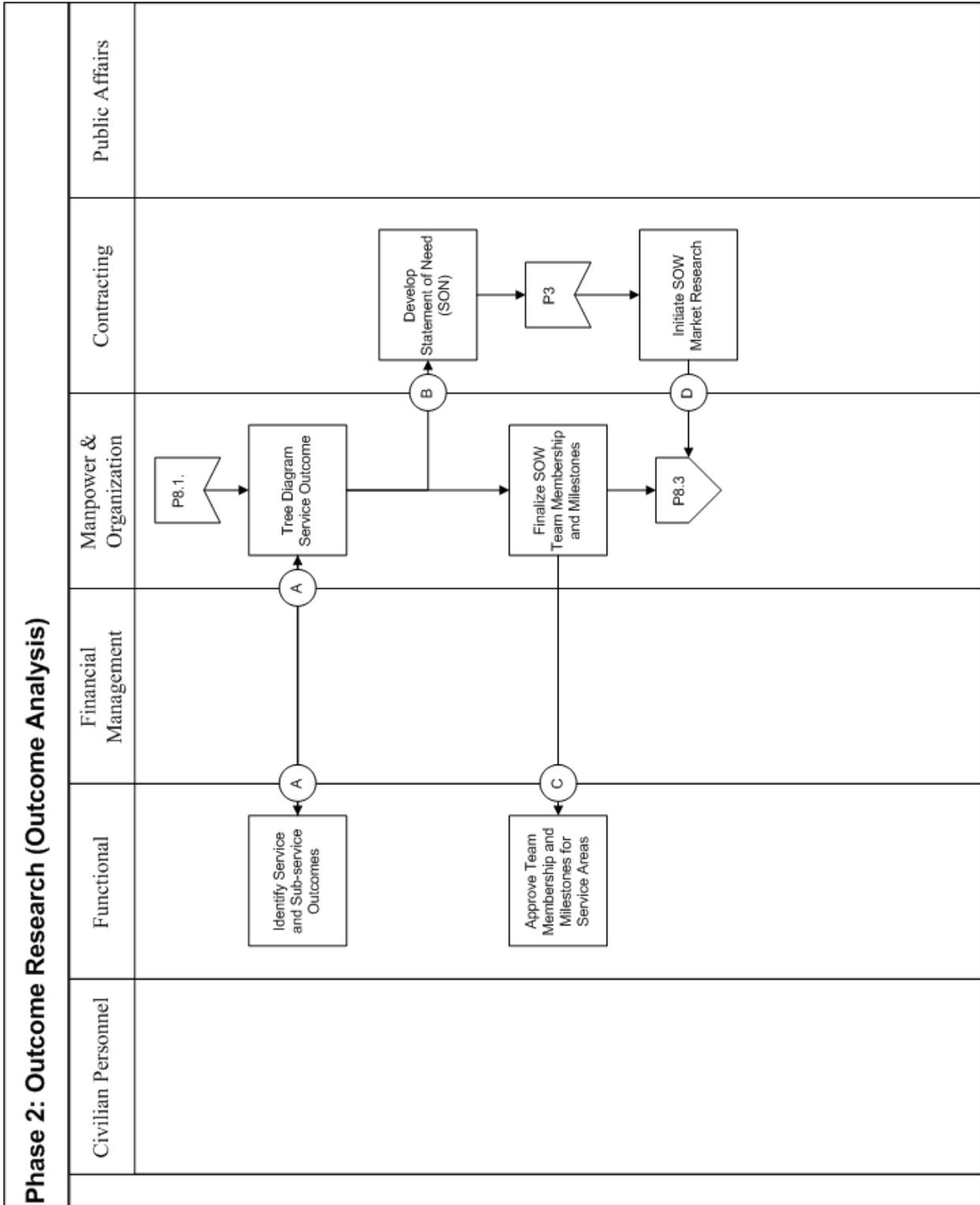
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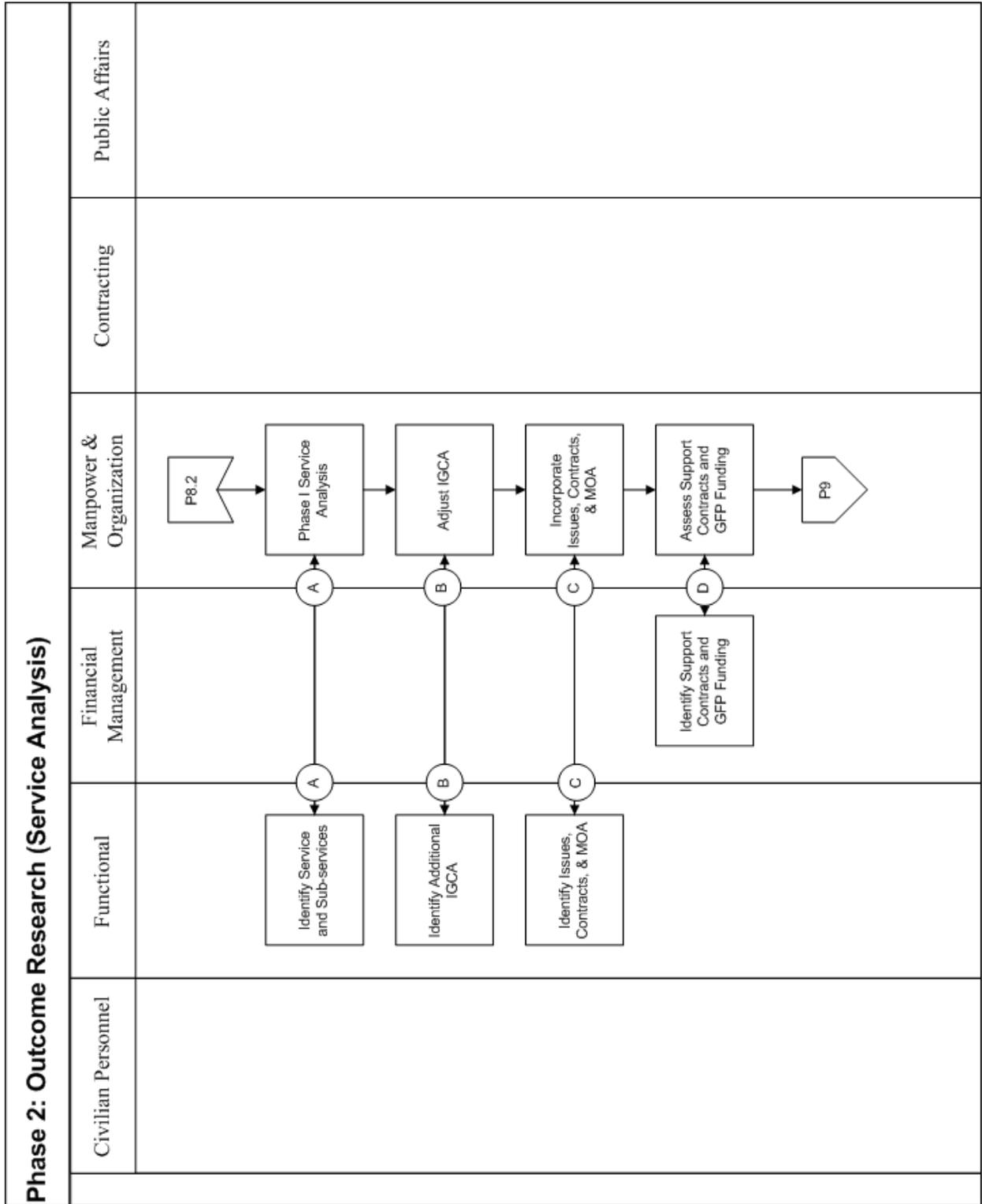


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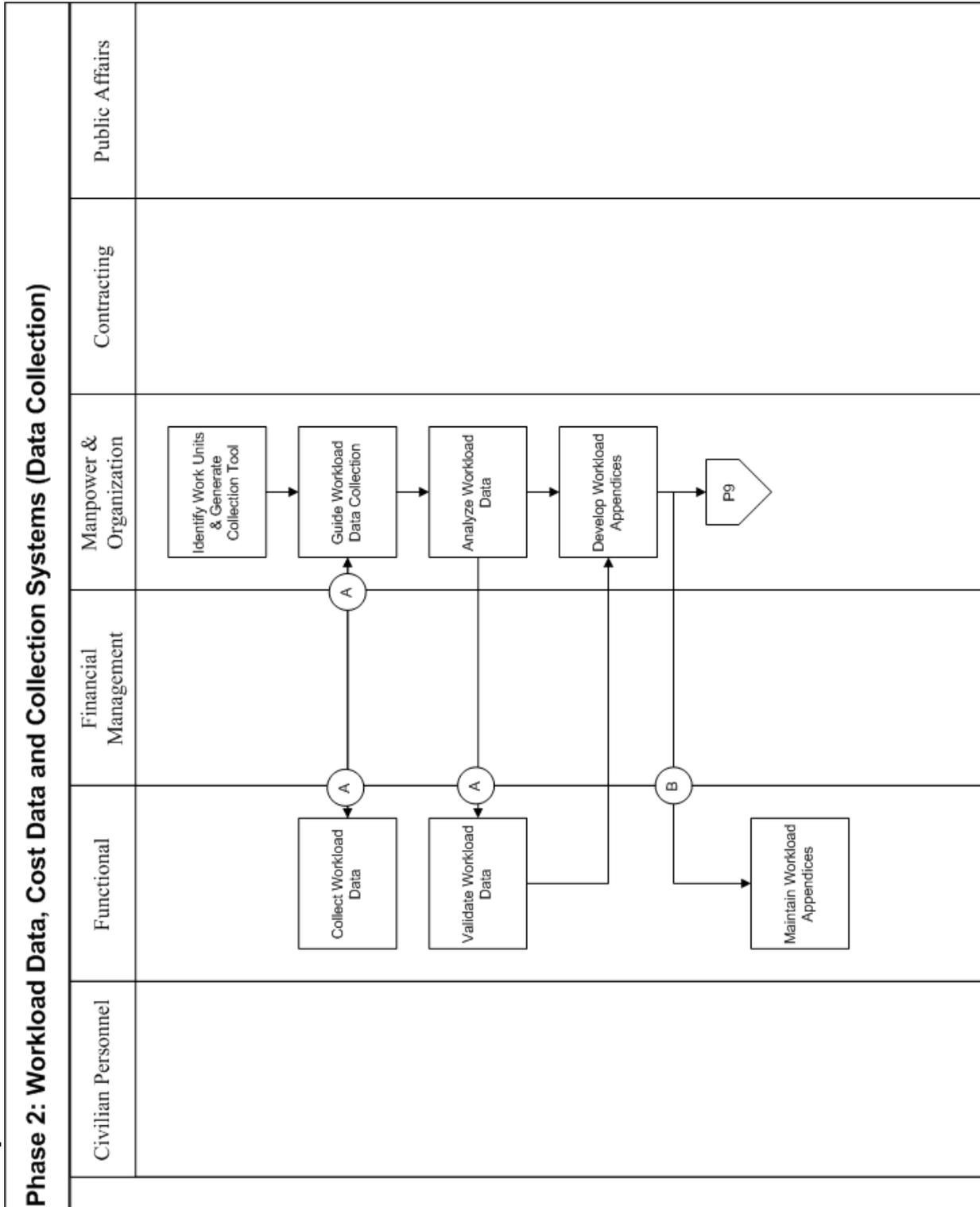
Phase 2: Outcome Research (Familiarization)

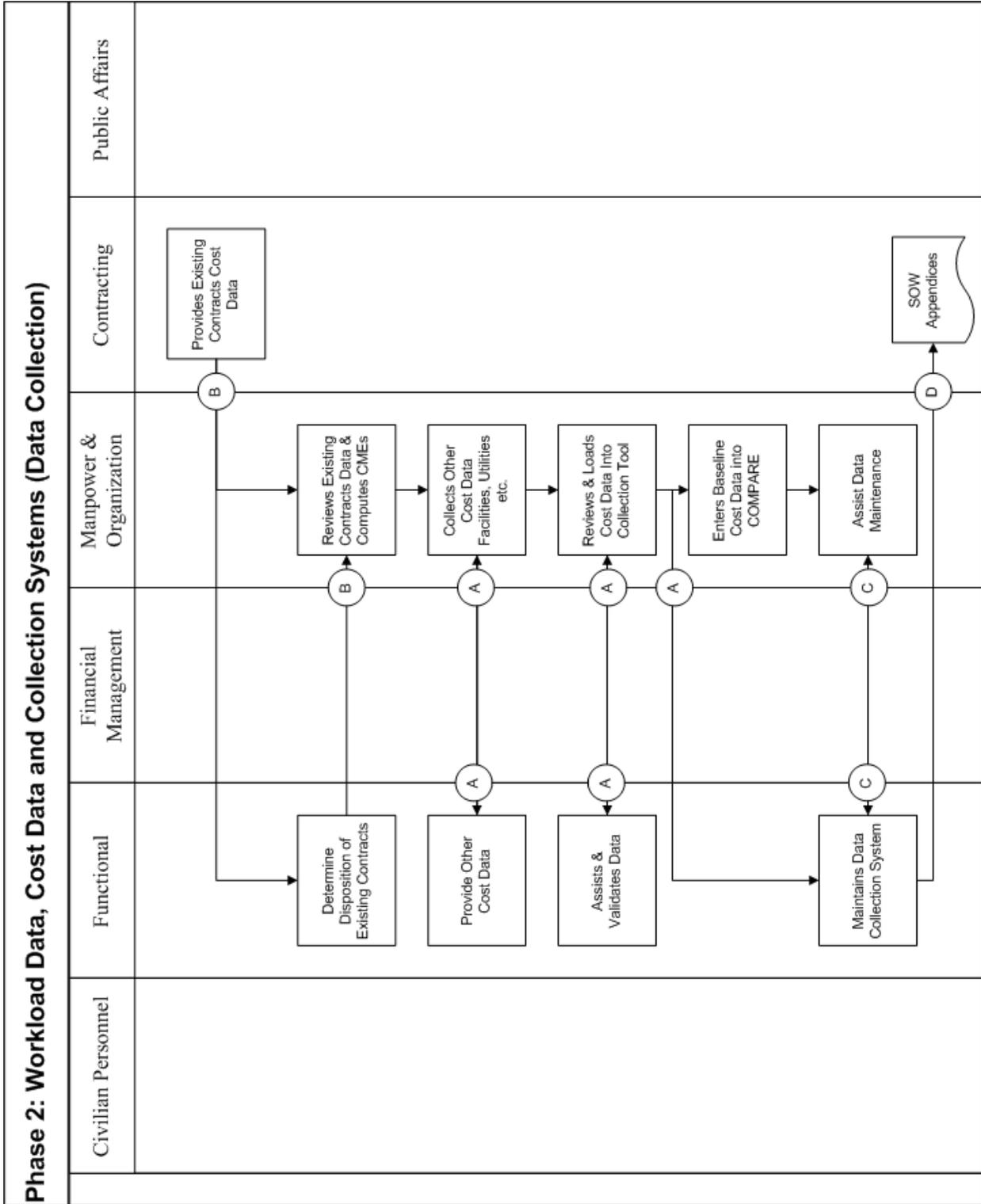




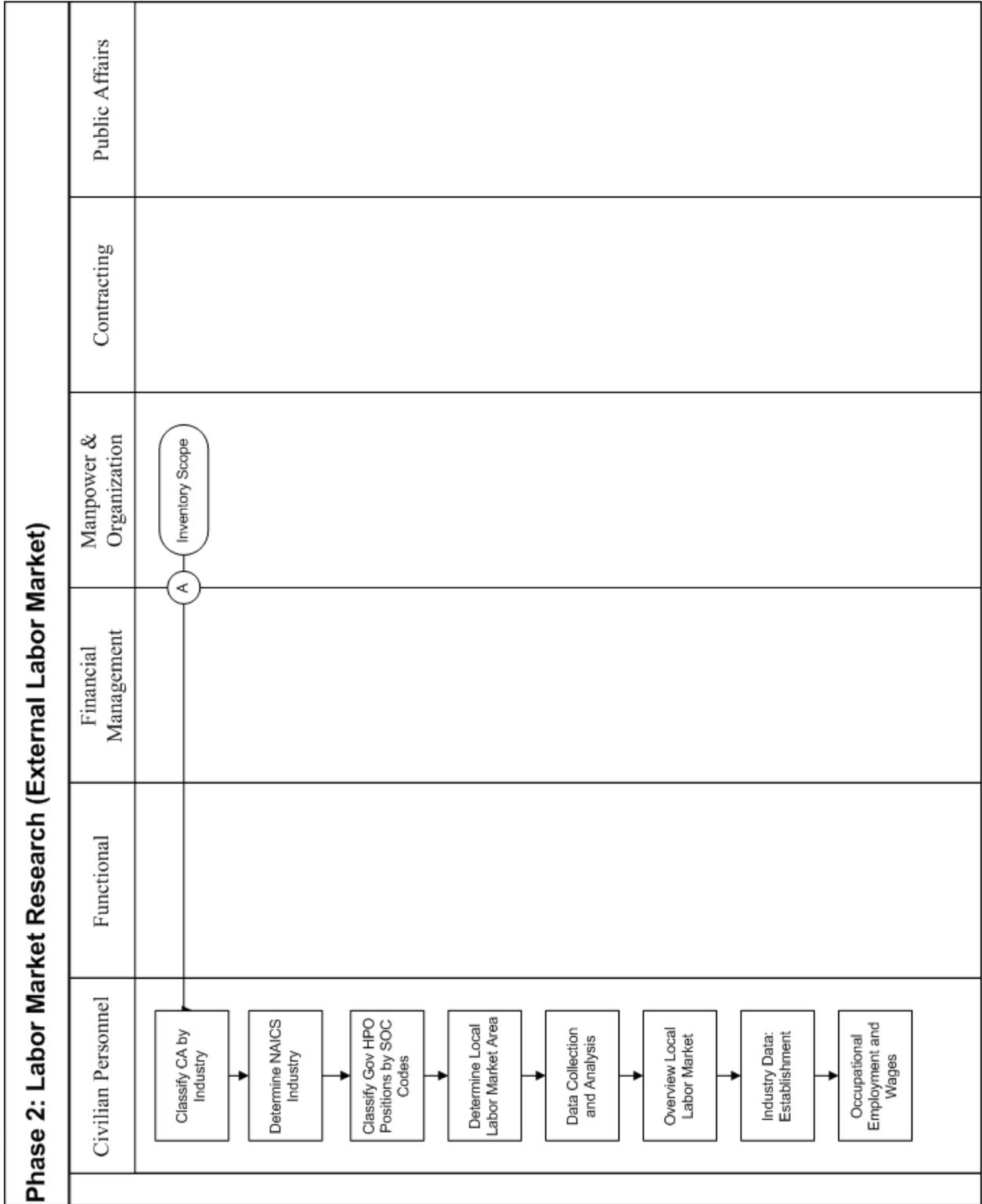


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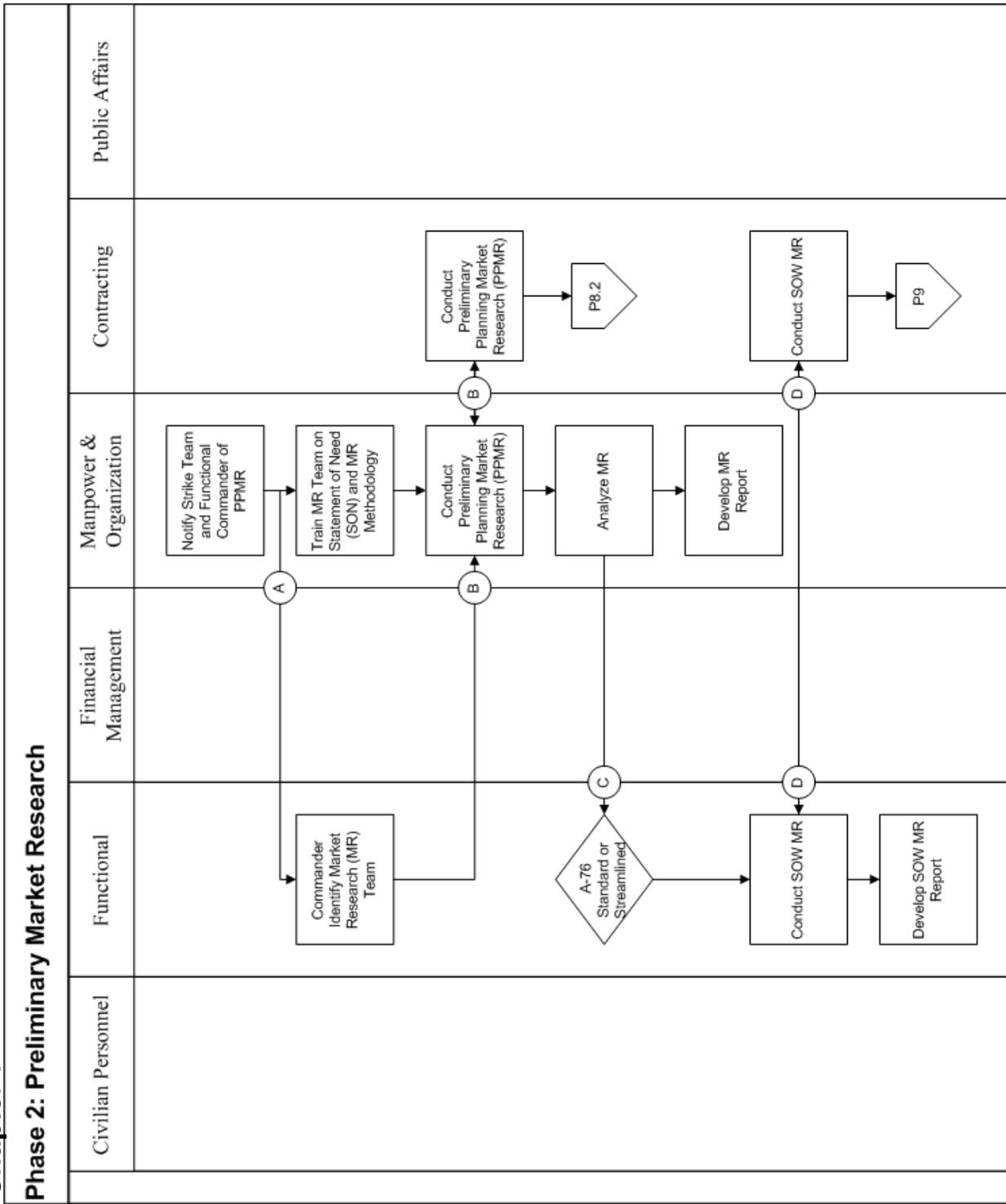


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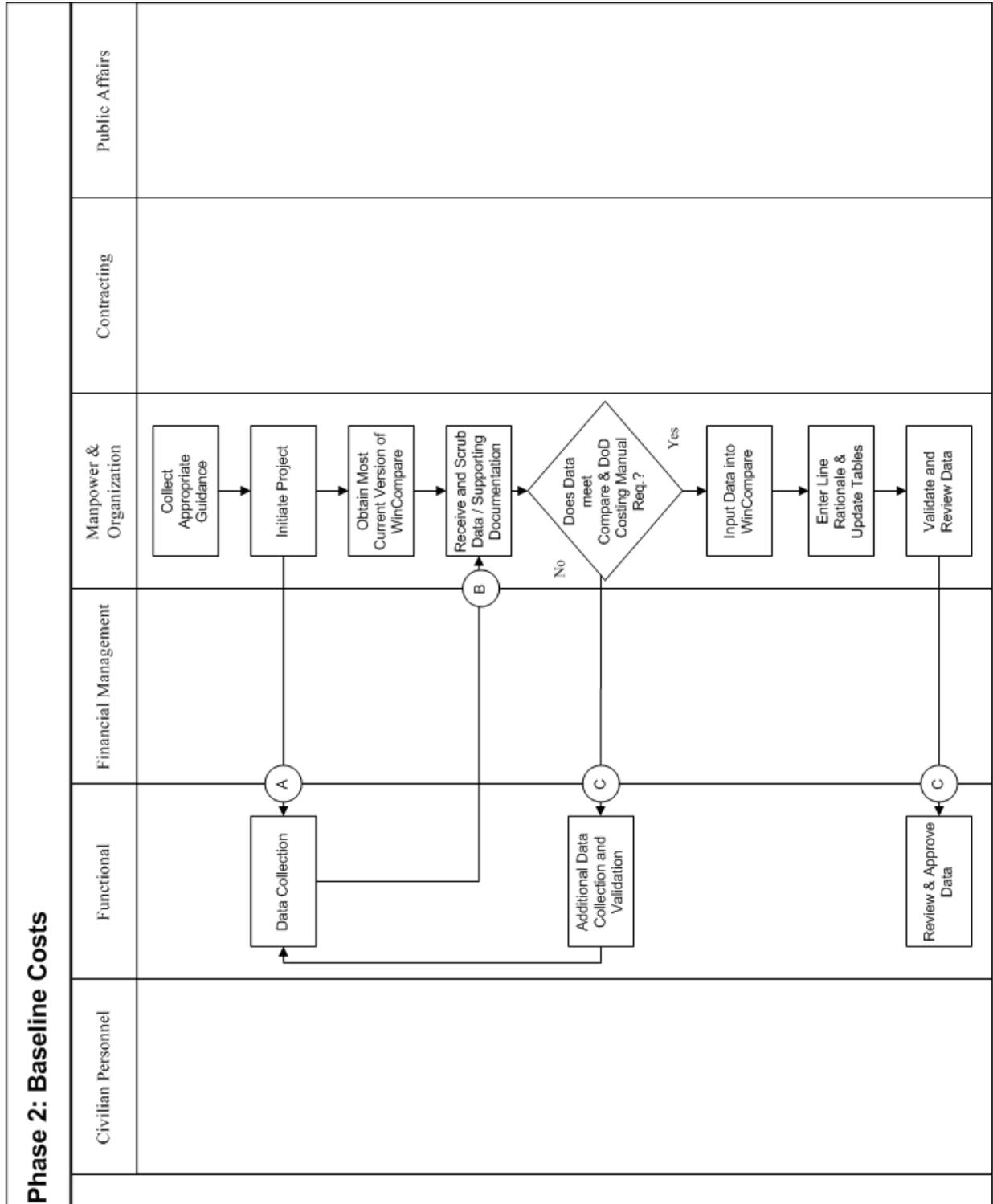


Chapter 7

Phase 2: Preliminary Market Research



Chapter 8



Appendix D



Sample Baseline Costing Data Collection Worksheets

Appendix D Data Collection Worksheets:

Personnel Cost, GS and FWS

Personnel Cost, GS and FWS

Personnel Costs, NAF

Personnel Costs, FN

Material and Supply

Capital Equipment and Facilities List

Additional In-house Cost List

Sample Federal Stock Class List (2 pages)

Sample Federal Stock Class List

Personnel Cost, GS and FWS, (COMPARE Line 1)

Position Number	Position Title	Functional Area			Grade	Civilian Step	Subject to EPA?	Position Type	Entitlements
		Function	Office	Location					
Entitlements Computations			Other Pay	Other Pay Computations					
Environmental Differential (FWS)	Night Differential (FWS)	Premium Pay Firefighters & Law Enforcement		Night Differential (For GS)	Overtime	Sunday Prem.	Holiday Prem.	Misc. (Pay)	Misc. (Explain)
Oversee Allowance	Number of FTES	Source of Collection	POC Contact Info (Org, Duty Phone, etc.)	Date Collected	Cost Data Collected By				

Personnel Costs, NAF, (COMPARE Line 1)

Position Number	Position Title	Functional Area			Grade	Subject to EPA?	Position Type	Entitlements
		Function	Office	Location				
Basic Pay Fringe Benefits Computations							Other Pay	
Retirements	Unemployment Insurance	Workers Comp	Life Insurance	Health Insurance	Other	FICA		
Other Pay Computations								
Night Differential	Overtime	Sunday Premium	Holiday Premium	Miscellaneous (Pay)	Miscellaneous (Explain)			
Other Pay Fringe Benefits Computations				Oversee Allowance	Number of FTEs			
Unemployment Insurance	Workers Comp	Additional	FICA					
Source of Collection	POC Contact Info (Org, Duty Phone, etc.)	Date Collected	Cost Data Collected By					

Personnel Costs, FN, (COMPARE Line 1)

Position Number	Position Title	Functional Area			Grade	Subject to EPA?	Position Type	Entitlements
		Function	Office	Location				
Entitlement Comments	Basic Pay Fringe	Basic Pay Fringe Benefits Computations			Other Pay	Other Pay Comments	Other Pay Fringe	
		Cost Element 1	Cost Element 2	Cost Element N				
Other Pay Fringe Benefits Computations			Productive Hours	Number of FTEs	Source of Collection	POC Contact Info (Org, Duty Phone, etc.)	Date Collected	Cost Data Collected By
Cost Element 1	Cost Element 2	Cost Element N						

Material and Supply, (COMPARE Line 2)

Item Name	Functional Area			Listing	GFE/P
	Function	Office	Location		
Cost of Item				Economic Price Adjustment	Insurance
Unit Cost	How Many	Annual Cost	Cost current as of		
Source of Collection	POC Contact Info (Org, Duty Phone, etc.)	Date Collected	Cost Data Collected By		

Capital Equipment and Facilities List, (COMPARE Line 3a)

Asset Name	Functional Area			Per- cent Used	Acquisi- tion Cost	Quan- tity	Acquisi- tion Date	Fed- eral Stock Class	Annual Maintenance	
	Function	Office	Loca- tion						Baseline Maintenance Cost	Mainte- nance Cost Current as of _____

Source of Collection	POC Contact Info (Org, Duty Phone, etc.)	Date Col- lected	SAIC Team Collec- tor

Sample Federal Stock Class List

Federal Stock Class							
FSC	Name	Life	Disposal	Office	Function & Listing	Yes or No	Cost Data
1005	Guns, through 30mm	15	0.0315	CE CC	CE	Yes	Weekly 4.348214286
1010	Guns, over 30mm up to 75mm	20	0.0118	CEC	Comm.	No	Monthly 1
1015	Guns, 75mm through 125mm	25	0.0063	CECB	Logistics		Quarterly 0.333333333
1025	Guns, over 150mm through	25	0.0214	CECC	MPF		Semi- 0.166666667
1030	Guns, over 200mm through	25	0.0261	CECS	Services		Yearly 0.083333333
1040	Chemical Weapons and Equipment Launchers, Rocket	16	0.02	CEH			
1080	Camouflage and Deception Equipment	10	0.0175	CEHF			
1090	Assemblies Interchangeable between Weapons in Two or More Classes	25	0.0225	CEHH			
1095	Misc. Weapons	20	0.0106	CEO			
1105	Nuclear Bombs	19	0.055	CEOE			
1110	Nuclear Projectiles	14	0.055	CEOEF			
1115	Nuclear Warheads and Warhead Sections	19	0.055	CEOEF1			
1125	Nuclear Demolition Charges	15	0.055	CEOEF2			
1127	Nuclear Rockets	15	0.055	CEOEF3			
1135	Fusing and Firing Devices, Nuclear Ordnance	16	0.0008	CEOEFA			
1190	Specialized Test and Handling Equipment, Nuclear Ordnance	8	0.006	CEOH			
1195	Miscellaneous Nuclear Ordnance	15	0.055	CEOHH			
1220	Fire Control Computing Sights and Devices	8	0.0029	CEOHV			
1230	Fire Control System, Complete	11	0.055	CEOI			
1240	Optical Sighting and Ranging Equipment	11	0.018	CEOIE			
1250	Fire Control Stabilizing	11	0.0176	CEOIE			
1260	Fire Control Designating and Indicating Equipment	12	0.0058	CEOIP			
1265	Fire Control Transmitting and Receiving Equipment, except Airborne	11	0.0039	CEOPU			

Sample Federal Stock Class List (continued)

Federal Stock Class				
FSC	Name	Life	Disposal	Office
1270	Aircraft Gunnery Fire Control Components	11	0.0022	CEOIM
1280	Aircraft Bombing Fire Control Components	11	0.0022	CER
1285	Fire Control Radar Equipment, except Airborne	11	0.0119	CEV
1290	Misc. Fire Control Equipment	19	0.0079	CEX
1336	Guided Missile Warheads and Explosives Components	20	0.055	CE
1337	Guided Missile and Space Vehicle Explosive Propulsion Units	20	0.055	CMN CC
1338	Guided Missile and Space Vehicle Inert Propulsion Units	22	0.055	SCB
1340	Rockets, Rocket Ammo, and Rocket Components	18	0.0362	SCBB
1370	Pyrotechnics	9	0.055	SCBS
1375	Demolition Materials	10	0.0137	SCMF
1377	Cartridge and Propellant Activated Devices and Components	9	0.0128	SCMJ
1385	Surface Use Explosive Ordnance Disposal Tools and Equipment	12	0.055	SCMP
1398	Specialized Ammo Handling and Servicing Equipment	12	0.0052	SCMT
1410	Guided Missiles	19	0.0155	SCS
1420	Guided Missile Components	15	0.0013	SCSF
1425	Guided Missile Systems, Complete	16	0.055	SCSP
1427	Guided Missile Subsystems	16	0.055	SCSV
1430	Guided Missile Remote Control Systems	19	0.0045	SCSX
1440	Launchers, Guided Missile	17	0.0066	LGR CC
1450	Guided Missile Handling and Servicing Equipment	17	0.0065	LGRG
1510	Aircraft Fixed Wing	16	0.0166	LGRTV
1520	Aircraft, Rotary Wing	17	0.01	LGRVM
1540	Gliders	17	0.055	SVFL
1550	Drones	16	0.055	SVK
1560	Airframe Structural Components	20	0.0248	SVMG
1610	Aircraft Propellers	10	0.0458	SVML
1615	Helicopter Rotor Blades, Drive Mechanisms, and Components	10	0.0352	SVMP
1620	Aircraft Landing Gear Components	10	0.0271	SVMX
1630	Aircraft Wheel and Brake Systems	10	0.0492	SVR
1650	Aircraft Hydraulic, Vacuum and De-icing System Components	10	0.0219	SVYR
1660	Aircraft Air Conditioning, Heating, and Pressurizing Equipment	10	0.0223	DPC
1670	Parachutes Aerial Pick Up, Delivery, Recovery Systems, and Cargo Tie Down Equipment	7	0.0552	DPE
1680	Misc. Aircraft Accessories and Components	7	0.0192	DPM
1710	Aircraft Arresting, Barrier & Barricade Equipment	25	0.055	
1720	Aircraft Launching Equipment	25	0.0191	
1730	Aircraft Ground Servicing Equipment	20	0.0312	
1740	Airfield Specialized Trucks and Trailers	9	0.0637	
1810	Space Vehicles	20	0.055	
1830	Space Vehicles Remote Control Systems	20	0.055	
1840	Space Vehicles Launchers	20	0.055	
1850	Space Vehicles Handling & Servicing Equipment	20	0.055	
1860	Space Survival Equipment	30	0.055	
1905	Combat Ships and Landing Vessels	20	0.0253	

Sample Federal Stock Class List (continued)

Federal Stock Class			
FSC	Name	Life	Disposal
1910	Transport Vessels, Passenger and Troop	30	0.055
1915	Cargo and Tanker Vessels	30	0.0854
1925	Special Service Vessels	25	0.0854
1930	Barges and Lighters, Cargo	27	0.1105
1935	Barges and Lighters, Special Purpose	30	0.1983
1940	Small Craft	23	0.0635
1945	Pontoons and Floating Docks	30	0.1442
1990	Misc. Vessels	20	0.0874
2010	Ship and Boat Propulsion Components	20	0.1026
2030	Deck Machinery	20	0.0331
2040	Marine Hardware and Hull Items	20	0.1657
2050	Buoys	20	0.1105
2090	Misc. Ship and Marine Equipment	20	0.0481
2210	Locomotives	29	0.1651
2220	Rail Cars	40	0.1027
2230	Right-of-Way Construction and Maintenance Equipment, Railroad	20	0.1869
2240	Locomotive and Rail Car Accessories and Components	14	0.0998
2250	Track Materials, Railroad	14	0.41
2305	Ground Effect Vehicles	15	0
2310A	Passenger Motor Vehicles, Passenger Cars and Station Wagons	6	0.17
2310B	Passenger Motor Vehicles, Buses (11 or more passengers)	8	0.17
2310C	Passenger Motor Vehicles, Ambulances	7	0.17
2320A	Trucks and Truck Tractors, Wheeled, Less than 12,500 (payload 1 ton and less)	6	0.1796
2320B	Trucks and Truck Tractors, Wheeled, 12,500 through 16,999	7	0.1796
2320C	Trucks and Truck Tractors, Wheeled, 17,000 and over (payload, 3 tons and over)	9	0.1796
2320D	Trucks and Truck Tractors, Wheeled, Multiple Drive Vehicles	6	0.1796
2330	Trailers	23	0.1009
2340	Motorcycles, Motor Scooters, and Bicycles	12	0.2731
2350	Combat, Assault and Tactical Vehicles, Tracked	14	0.3282
2410	Tractors, Full Track, Low Speed	14	0.2762
2420	Tractors, Wheeled	13	0.227
2430	Tractors, Track Laying, High Speed	14	0.0742
2510	Vehicular Cab, Body and Frame Structural Components	10	0.1418
2520	Vehicular Power Transmission Components	12	0.1622
2530	Vehicular Brake, Steering, Axle, Wheel and Track Components	12	0.1217
2540	Vehicular Furniture and Accessories	18	0.0695
2590	Misc. Vehicular Components	10	0.0704
2805	Gasoline Reciprocating Engines, except Aircraft and Components	7	0.0568
2810	Gasoline Reciprocating Engines, Aircraft and Components	12	0.0343
2815	Diesel Engines and Components	12	0.1333
2835	Gas Turbines and Jet Engines, except Aircraft and Components	15	0.0359
2840	Gas Turbines and Jet Engines, Aircraft, and Components	12	0.0177

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GUIDEBOOK GLOSSARY

GUIDEBOOK GLOSSARY

Baseline Costs:

The “as is” cost of an organization; in other words, it is the cost of the current organization as it functions in its current environment.

Backlog:

Backlog is valid work that is in a wait status.

COMPARE:

COMPARE is a DOD designated software tool for completing the government cost proposal and the cost comparison form.

Competitive Sourcing:

The process of obtaining the best value in the provision of commercial activities; utilizing OMB Circular A-76 cost comparison process to develop a performance work statement (PWS), structure a agency offer of the in-house government work force, and then compare the agency offer with any qualified commercial providers based on the requirements developed in the PWS. Cost comparison studies are mandated by OMB circular A-76 for commercial activities involving more than 10 FTE positions. In this process, there is no assumption that the private sector will win the competition. This process has been referred to as "outsourcing" or "contracting-out"; currently only "competitive sourcing" refers to the A-76 process.

Critical success attributes (CSAs):

Process requirements critical to output success.

EPA:

Economic Price Adjustment

Fail points:

Identified points at interfaces/boundaries within a service process where process is most likely to breakdown.

FAIR Act:

To provide a process for identifying the functions of the Federal Government that are not inherently governmental functions.

FAR:

Federal Acquisition Regulation

Full-Time Equivalent (FTE):

The staffing of Federal civilian employee positions, expressed in terms of annual productive work hours (1,776) rather than annual available hours that includes non-productive hours (2,080 hours). FTEs may reflect civilian positions that are not necessarily staffed at the time of public announcement and staffing of FTE positions may fluctuate during a streamlined or standard competition. Staffing and threshold FTE requirements stated reflect the workload performed by these FTE positions, not the workload performed by actual government personnel. FTEs do not include military personnel, uniformed services, or contract support.

GFP:

Government-Furnished Property Clauses

GFS:

Government-Furnished Services

Inherently Governmental/Commercial Activities (IGCA):

1. Inherently Governmental Activity is an activity so intimately related to public interest as to mandate performance by Government personnel. These activities require the exercise of discretion in applying Government authority, the use of value judgment in making decision on behalf of the Government, or obligation of funds/entitlements. (AFI 38-203)
2. A Commercial Activity is an activity that provides a product or recurring service obtainable (or obtained) from a commercial source. It may be an entire organization or part of an organization. It must be a type of work that is separable from other functions or activities so that it is suitable for performance by contract. (AFI 38-203)
3. IGCA is an inventory process to determine and code positions into either of these two categories.

Interface:

Point in the workflow process where responsibility for a process is passed from one OPR to another

Most Efficient Organization (MEO):

The Government's in-house organization deemed to be the most efficient for competition with the private sector in accordance 10 USC 2461.

Office of Primary Responsibility (OPR):

Office and/or individual responsible for an act, service, job, etc.

(O/L):

Operating Location

Outcome Research (a.k.a. Requirements Identification):

The process a study team uses to define the study's scope, establish data collection methods, and identify functional services with their related outputs.

Outputs:

Specific results for each sub-service identified in Mission Familiarization.

PDS:

Personnel Data System

Process Oriented Description (POD):

A description of processes that are the responsibility of the work center.

Preliminary Labor Market Research (PLMR):

PLMR is research conducted by study teams on the civilian labor market to determine the availability of civilian skills for potential hire in the Most Efficient Organization (MEO), the availability of civilian skills for the potential service provider, and the viability of placing potentially impacted civilians in other government positions within the designated commuting area.

Process Blueprints:

Graphically represent preliminary planning process workflow requirements and mitigate service problems by:

illustrating where things are most likely to go wrong (fail points);

identifying requirements critical to output success (CSAs)

PWS:

Performance Work Statement

Request for Information (RFI):

A document used to obtain price, deliver, other market information, or capabilities for planning purposes when the Government does not presently intend to issue a solicitation. (FAR15.202(e))

SCF:

Standard competition form

SLCF:

Streamlined Competition Form

Standard Competition:

Formally known as Standard Cost Comparison. A formalized OMB process where the

branch of service defines minimum requirements to complete a commercial activity. After solicitation is issued in accordance with the FAR, competition between the private sector contractor (or a non-DOD component provider known as an ISSA) and the public sector (government agency) takes place. A standard size competition may be performed on any size commercial activity.

Statement of Need:

General statements of the services' intended use in terms of functions to be performed.

SOW:

Statement of Work

Streamlined Competition:

Formally known as a Dircet Conversion. A formalized OMB process, this type of cost comparison may be conducted for commercial activities (CA's) performed by 10 civilian employees or less and any number of military.

Unit manpower document (UMD):

A detailed manpower listing, drawn from the manpower data system, reflecting the distribution of manpower allocations into a finite structure of authorizations and requirements by workcenter.

Unit type code (UTC):

A 5-character alphanumeric code that identifies a force package needed to support the national military strategy during deliberate and execution planning.

Work Unit(s):

A unit of measurement used to briefly identify the number of outputs.

