

May 31, 1993

Information Resources Management

FEDERAL INFORMATION PROCESSING ACQUISITION DOCUMENTS



BY ORDER OF THE DIRECTOR

MICHAEL E. KOCH
Colonel, USA
Chief of Staff

DONALD R. GREIMAN, Major, USAF
Chief, Safety, Security and Administration

AUTHORITY: The Federal Information Processing (FIP) Acquisition directive is established consistent with the authority granted in the Federal Information Resources Management Regulation (FIRMR), December, 1990.

APPLICABILITY: This directive applies to all Defense Commissary Agency (DeCA) activities.

HOW TO SUPPLEMENT: This directive may not be supplemented.

HOW TO ORDER COPIES: If additional copies are needed, they can be obtained by preparing and forwarding DeCA Form 30-21 to HQ DeCA/IMSP, Fort Lee, VA 23801-6300.

SUMMARY: This directive establishes the policies, responsibilities, and procedures for acquiring FIP resources for the DeCA. **AUTHORITY:**

OFFICE OF PRIMARY RESPONSIBILITY (OPR): HQ DeCA/IM
COORDINATORS: DeC/AM/RM/PM
DISTRIBUTION: D
DOD/IG

FEDERAL INFORMATION PROCESSING ACQUISITION DOCUMENTS

PURPOSE. To present, in simplified form, the regulations and procedures governing the acquisition of Federal Information Processing (FIP) resources by the Defense Commissary Agency (DeCA). The term FIP refers to automatic data processing and telecommunication resources that are subject to GSA's exclusive procurement authority.

REFERENCES.

1. Federal Information Resources Management Regulation, 41 CFR, Chapter 201, Vol. 55. No. 250, December 28, 1990 and applicable Bulletins.
2. Defense Federal Acquisition Regulation Supplement to FAC 90-3, dated January 22, 1991: Competition Requirements.
3. DeCAARS 6-2 to FAC 90-3, 1992 Edition: Competition Requirements.
4. Letter, U. S. House of Representatives Committee on Armed Services, Washington, D.C., 20515-6035, dated July 8, 1992.
5. Memorandum, C3I, Assistant Secretary of Defense, dated December 9, 1991, Subject: Delegations of Procurement Authority for Federal Information Processing (FIP) Resources.
6. DeCAARS 39, 1992 Edition: Acquisition of Information Resources.

DEFINITIONS.

Delegation of Procurement Authority - The authority granted to DeCA or other contracting agency by the Office of the General Services Administration to procure an item or service above a specified cost range.

Firmware - ADP items imbedded in system software; is hardwired.

Functional specifications - Specifications which define the desired product or service in terms of available input, desired output, and/or specific missions to be accomplished.

Performance Specifications - Specifications which define the desired product or service in terms of technical abilities. Examples of performance specifications might include, but would not be limited to, minimum batch processing time, interface capability, footprint size, physical characteristics, or data transfer speed.

Performance Work Statement (PWS) - A Statement of Work which is defined primarily by performance specifications.

Statement of Work (SOW) - A document which defines, in either functional or performance terms, the product or service to be produced by the vendor.

APPLICABILITY.

1. This directive applies to all acquisition of FIP resources by HQ DeCA and all its subordinate elements.

2. When both FIP and other resources are being acquired under the same contract, this directive shall apply only to the FIP resources. This directive does not apply to FIP resources acquired by a Federal contractor incidental to the performance of a contract or to those which are imbedded (see 3a. below).

3. This directive does not apply to the acquisition of imbedded FIP resources when:

a. The imbedded FIP equipment would need to be substantially modified to be used other than as an integral part of the product; or

b. The dollar value of the imbedded FIP equipment is less than \$500,000 or less than 20% of the value of the product, whichever amount is lower. Embedded FIP equipment is FIP equipment which is an integral part of the product, where the principle function of the product is not the automatic acquisition, storage, manipulation, management, movement, control, display, switching, interchange, transmission or reception of data or information.

RESPONSIBILITIES.

1. Director, Information Resources Management:

a. Serves as the designated senior official for carrying out IRM functions within DeCA.

b. Establishes policies and procedures for the management and use of FIP resources within DeCA and is responsible for FIP acquisitions for DeCA.

c. Ensures the agency's information systems do not overlap each other or duplicate the systems of other agencies. Develops and annually revises a five-year plan for meeting the Agency's technology needs. Ensures that all major FIP acquisitions support the goals defined in that plan.

d. Ensures that FIP acquisition requirements are prepared IAW this directive and all applicable regulations and that those requirements documents are complete, accurate, timely, and relevant.

2. Director, Acquisition Management:

a. Establishes policies and procedures for acquisition actions within DeCA.

b. Advises the Commander, DeCA, on acquisition policy and procedural changes developed by the Office of the Secretary of Defense and the General Services Administration (GSA).

3. Director, Contracting Division, East Service Center:

a. Reviews for completeness and conformance to the FIRMR those FIP acquisitions processed by the East Service Center.

b. Prepares and administers designated FIP resources contracts IAW procurement authorization delegated by HQ, DeCA/AM.

- c. Advises DeCA personnel concerning specific acquisition actions and requirements.

POLICIES.

1. FIP resources acquisitions include the purchase or lease of hardware, software (including software license agreements), firmware, FIP services, FIP support services, hardware maintenance, software maintenance, updates, license renewals, facsimile machines, and teleprocessing services and modems. It does not include copiers and other office machines. General supply items, such as computer tapes, ribbons, tabulating paper, and repair parts costing less than \$2500 will be purchased through Supply Branch, Services Division.
2. FIP resources will be selected and purchased so as to obtain the best value/lowest overall cost (depending on the requirements) to the Government. FIP requirements will be considered in the light of projected technological advances.
3. FIP resources will be selected and purchased to support the established DeCA Five-Year Plan for information management.
4. To the greatest extent possible, hardware and software purchases will conform to established Federal Government standards. When no Federal, National, or international standards exist, the FIRMR permits the development of agency-unique standards, as long as those standards do not cause a violation of the full and open competition requirements of Public Law 98-369, Title VII, the "Competition in Contracting Act."
5. FIP acquisitions shall conform to Federal standards prescribed by the National Institute of Standards and Technology (NIST) and modified by Public Law 99-500 Title VII, the Paperwork Reduction Reauthorization Act of 1986.
6. FIP acquisitions within DeCA will provide for full and open competition to the greatest extent possible. Competition in acquisition is emphasized. No sole-source/noncompetitive request shall be submitted to IM for approval if other vendors/manufacturers can provide similar/acceptable services or equipment. An acquisition which uses a specific make or model must be accompanied by a request for exception to policy and a full justification for the specifications being requested.

PROCEDURES.

1. In generating all documentation, preparers are urged to use straightforward, plain English.
2. Procurement actions which are to be accomplished by an outside procurement agency shall be handled IAW DISA procedures and the procedures dictated by the procurement agency. At present, DeCA has two procedures for handling those FIP requisitions which are to be accomplished by ESC. One procedure is used for DBOF funded items, the other for surcharge funded items. The procedures are:
 - a. DBOF funded items:
 - (1) The requester submits to D,IM the request for FIP resources on a DeCA Form 30-31, along with any accompanying documentation which may be necessary (see guidance below). The request must be authenticated by the IM representative of the requesting agency/office. This ensures that duplicate or conflicting orders are not submitted.

(2) The FIP Resource Officer in IMP who is responsible for processing requests receives the request, logs it, and determines if a technical or functional review or other type of coordination is warranted. If so, s/he forwards the request under suspense to the appropriate DeCA element for review.

(3) The request with appropriate review/coordination is forwarded with recommendation and cover memo to the Budget Officer and then to the Chief, IMP. If the request requires purchase permission only, with no commitment for IM funds, the Chief, IMP, may approve the request. If IM funds are required, the Budget Officer annotates on the cover memo if funds are available and forwards the request through the Chief, IMP, to the D, IM. S/he may approve the request at that time and return the request to the FIP Resource Officer, IMP, for further processing.

(4) Authority to disapprove FIP resource requests is retained by the Chief of Staff. If the D, IM, determines the request should not be approved, s/he will forward the request with recommendation to the Chief of Staff. The C/S will decide whether to approve the request and will sign a cover letter to the requester, approving or disapproving the request.

(5) When DBOF funded request is approved for purchase at region level, the request and approval will be returned to the requester for further action. If the procurement action is to be done at HQ, DeCA, the approved request logged by the FIP Resource Officer and forwarded to Supply, IMSL, for preparation of the Purchase Request and Commitment (PR&C). The supply clerk then logs the request, obtains a fund cite from the Director, Resource Management, and forwards it to Contracting Division, East Service Center for processing.

b. Surcharge funded items:

(1) Requests for surcharge funded items follow the same procedures as for DBOF funded items through Step 4 above.

(2) Approved requests are returned to the FIP Resource Officer, IMP, for preparation of the PR&C. The PR&C will be prepared with the signature block for the Budget Officer, RM, and a place for the fund cite annotation, and will include, in the lower left portion of the PR&C, the signature blocks of the Supply Officer, DO and the Chief, Equipment Branch, DO.

(3) The request packet, with cover memo and PR&C, will be forwarded first to RM for fund cite and signature, and then to DO for the required signatures. DO will return the packet to the FIP Resources Officer, IMP. S/he will log the request again and forward it to Contracting Division, ESC, for processing.

3. Requirements Analysis (RA). The Requirements Analysis is used to determine and document requirements for FIP resources. It provides the basis on which the alternatives for meeting the requirements can be analyzed. A Requirements Analysis shall be prepared and submitted for all FIP requirements, commensurate with the size and complexity of the need.

a. For FIP requirements under \$50,000, a DeCA Form 30-31 with full justification shall be considered a sufficient requirements analysis. This justification must include the need or problem for which FIP resources are required; the preferred FIP product to fulfill the need; a detailed explanation why existing resources are inadequate to perform the mission; and alternative solutions, if available. If the requestor does not know what FIP product would best serve his need, he may request technical assistance from IRM on the DeCA Form 30-31. Requestors may attach an additional memo of explanation if desired, but such attachment is not required. Approval of the request and accompanying justification by the Director, Information Resources Management, shall constitute validation of the Requirements Analysis.

The Director, IRM, can at any time require a RA for a procurement action under \$50,000 when s/he determines that such a document best serves government interests.

b. FIP requirements costing \$50,000 or more require the preparation of a separate Requirements Analysis. This RA need only specify the mission requirements and preferred FIP solution. Approval of the Requirements Analysis by the Director, Information Resources Management, shall constitute validation of the RA. Requirements to meet a single, specific need shall not under any circumstances be segmented/fragmented in order to avoid the preparation of the RA.

c. The individual/office with the identified FIP requirement has the primary responsibility for preparing the RA. Annex A contains a sample RA format. Preparers should include all necessary information. Sections or subsections not applicable to the requirement in question may be omitted; however, sections may not be omitted arbitrarily merely for the sake of speed or ease of preparation. The Director, IRM, will return incomplete or poorly prepared RA to the preparer. The preparer may request advice from IRM at any time during the preparation of the RA.

d. In the case of a requirement for a DeCA standard system, the responsible staff directorate assigned as the proponent defines the functional requirements and IRM defines the technical requirements. The RA shall be jointly prepared, with the functional proponent having the primary responsibility.

4. Analysis of Alternatives (AA). The Analysis of Alternatives identifies and analyzes feasible alternatives which satisfy the requirement in question. The requirements analysis is the basis on which the analysis of alternatives is conducted. The purpose of the AA is to compare and evaluate various alternatives for meeting the requirements and to determine which alternative is the most advantageous for the Government.

a. IRM, HQ, DeCA will prepare an AA for all FIP resources of \$50,000 or greater and for any procurement under \$50,000 for which the Director, IRM, decides an AA is necessary. For routine procurement of under \$50,000, the memorandum specifying the FIP equipment to be purchased, the justification for that choice, and a total estimated cost will suffice as the AA. Justification may be limited to an analysis demonstrating that the benefits of the acquisition will outweigh the costs.

b. Annex B contains a sample AA format. The length and complexity of the AA and the subsections included in an AA will depend on the dollar value and complexity of the FIP equipment being requested. The IRM will review every AA for completeness, accuracy, and relevance to the Requirements Statement of the RA. When the Director, IRM, is satisfied that the AA is complete, s/he will authenticate it in a cover memo to the Contracting Division, East Service Center.

c. In the case of a requirement for a DeCA standard system, the AA shall be prepared by IM and staffed with the proponent element prior to submitting to the Contracting Division, ESC.

d. A separate cost analysis is not required by Reference 1; however, the comparative costs of the alternatives should be addressed in the AA. Preparers of major acquisition AA must take into account the restrictions and allowances specified in the FIRMR, Sub-part 201-39.8 concerning non-mandatory schedule contracts. A major acquisition is defined as one having-and anticipated total cost exceeding \$50,000.

5. Other Than Full and Open Competition (Sole Source):

a. "Sole source acquisition" means a contract for the purchase of supplies or services that is entered into or proposed to be entered into by an agency after soliciting and negotiating with only one source. Circumstances applicable to DeCA which permit other than full and open competition are very limited and require unique justification. The circumstances permitting a sole source acquisition are:

(1) Only one responsible source and no other supplies or services will satisfy agency requirements. Supplies or services may be considered to be available from only one source if the product or service clearly demonstrates a unique and innovative concept, offers a concept or services otherwise not available to the Government, and does not resemble the substance of a pending competitive acquisition.

(2) The Agency's need for the supplies or services is of such an unusual and compelling urgency that the Government would be seriously injured unless the agency is permitted to limit the number of its sources for that product or service. An example of "unusual and compelling urgency" is the unexpected and rapid deployment of troops to an area where certain health or safety necessities are unavailable and which can be purchased in a timely manner only if the need for competitive bid is not a factor. DeCA elements may not use insufficient prior planning as justification for a sole source procurement.

b. An acquisition that uses a brand name description or other purchase description to specify a brand name, product, or feature of a product peculiar to one manufacturer does not provide for full and open competition regardless of the number of sources solicited. It shall be justified and approved in accordance with FAR 6.303 and 6.304. Brand name or equal descriptions, and other purchase descriptions that permit prospective contractors to offer products other than those specifically referred to by brand name, provide for full and open competition and do not require justifications and approvals to support their use. Requestors are cautioned, however, that using a brand name or other description may result in the purchase of a product other than the brand name mentioned. In these circumstances, the requestor may not reject the non-brand name product.

c. Within DeCA, for sole source acquisitions of more than \$25,000, a complete Justification and Analysis (J&A) is required. The format for the J&A is included in Annex C. For sole source acquisitions of \$25,000 or less, the J&A may be submitted as part of the DeCA Form 30-31 and need not follow the complete format as prescribed in DeCAARS. It must, however, address cost savings or necessary capabilities which can be achieved by only the particular product requested and why DeCA standard products or a cheaper product will not meet the requirement. Under no circumstances will a DeCA agency split a request for a sole source item into multiple requests in order to avoid preparing a complete J&A.

d. See DeCAARS 6-2, Acquisition Of Information Resources, for further guidance. Justification & Analysis required for other.

6. Budget Approval. Budget approval within DeCA shall be obtained before any FIP resource acquisition is processed.

a. All FIP requests require the initials of the Budget Officer, IMP, on the Purchase Request & Commitment (PR&C) and on the accompanying memo from the Director, IM, approving the purchase.

b. All FIP requests require a fund citation from the Budget Office, Resource Management and the signature of the designated budget official.

c. All requests for FIP resources with a value exceeding \$2500 must be approved by D, IM. Requests for FIP resources with a total dollar amount of \$10,000 or greater require the approval of the Chief of Staff, DeCA, prior to being processed. Approval shall be designated by the initials of the D, IM, and/or the Chief of Staff on the PR&C. Under no circumstances may a procurement request be split and submitted as multiple, separate actions solely to avoid obtaining the approval of the Chief of Staff.

7. Delegation of Procurement Authority. GSA approval is required under certain circumstances to contract for FIP resources. These circumstances are specified in paragraph 201-20.305-1 of the FIRMR. Individuals wishing to acquire FIP resources are advised to consult the FIRMR for in-depth guidance.

a. In brief, GSA approval is required if:

(1) The dollar value of any individual type resource exceeds the thresholds summarized in Annex C.

(2) The acquisition includes telecommunications requirements within the scope of FTS2000 services or GSA's Consolidated Local Telecommunications Services Program;

(3) The Agency has been denied delegation authority for FIP acquisitions.

(4) The request is for a sole source procurement over \$250,000.

b. If GSA approval is required, IM will submit an Agency Procurement Request (APR) to GSA in order to obtain a specific acquisition Delegated Procurement Authority (DPA). Detailed procedures for requesting a DPA are provided in FIRMR Bulletin C-5.

(1) When a GSA DPA is required, IM will submit an Agency Procurement Request (APR) with all supporting documentation through Acquisition Management, DISA to OSD. OSD will review the request and forward it, along with a recommendation, to GSA. GSA will reply with a Delegation Of Procurement Authority (DPA) authorizing the contractual action to be performed by a specific agency. A sample format for an APR is included in Annex D.

(2) FIRMR 210-23.103(a)(2) states: "Requirements shall not be fragmented to circumvent established delegation of procurement authority thresholds." Accordingly, IM will review request packages to ensure they have not been fragmented to avoid the requirement of a DPA. Additionally, packages should also be reviewed for consolidation whenever feasible.

8. Statement of Work. The Statement of Work (SOW) is a specification document designed to provide the potential vendors with the requirements that a product or service must meet in order to be considered for the acquisition action for which the SOW is prepared. Requirements should be based on mission needs and described in terms of functions to be performed and performance to be achieved, unless a more restrictive specification is necessary. It is not enough that project personnel and performing contractors have a broad and general understanding of what is to be accomplished. Understandings are transitory, subject to interpretation, and tend to favor differing viewpoints as time goes by. The work statement presents unique problems, because it is designed for unique contract actions. Its main purpose is to acquire nonstandard services or products of an almost unlimited variety. SOW requirements must be tailored to every individual case, even if one is procuring "the same thing" as on a previous contract.

a. Distinctions between specifications and work statements.

(1) A work statement describes the work to be performed or the services to be acquired. It describes tasks, methodologies to be used, and sets forth the period of performance. A work statement must satisfy three basic requirements: clarity, precision, and completeness. All work statements must deal with four basic questions: What needs to be done?; When (and sometimes where) should it be done?; What should the final output be?; and How will the final output be inspected/accepted? A work statement may also define how the job is to be accomplished.

(2) A Performance Work Statement (PWS) is used typically in a service contract. It is a form of SOW which describes what is to be done rather than how it should be done. For example, a PWS would say, "Wash the windows, making them free of streaks and smudges, both interior and exterior," rather than "Wash the windows by filling a pail half full of warm water. Add one-fourth cup ammonia, place soil-free sponge in water, etc." Annex E provides a sample format for a PWS preparation plus solicitation checklists to help preparers ensure the specifications are complete.

(3) When developing a SOW for software development, the process must be carefully defined, the responsibilities of both parties must be clearly stated, and the product (deliverables) at each stage of development must be identified. Great care must be given to provide as much detail as possible. A SOW for software development should include, but shall not be limited to the following:

- (a) Clearly stated system objectives.
- (b) Realistic requirements.
- (c) Measurable performance criteria.
- (d) Stated number of progress reviews and where and when they will be held.
- (e) Due date of each deliverable and whether the deliverable is to be in draft or final form.
- (f) Required media and media format.
- (g) Contract scope parameters which are as inclusive as possible, to avoid contract changes outside the scope of the contract. If a change outside the scope is required after the contract is awarded, the modification will have to be sole source, and all appropriate approvals will have to be obtained.

(4) Specification, as defined in acquisition regulations, is a generic term that includes work statements. In common usage, however, a specification is a description of the technical requirements for a material or product that includes the criteria for determining whether these requirements are met. (See FAR 10.001) The function of a specification is to be "specific." Specifications are used where well-defined materials, products, or services are to be provided, and formal specifications for the items are available or can readily be obtained. Following, as examples, are the more common types of hardware specifications and an explanation of each:

(a) Functional Specifications. A functional specification describes a need in generic terms and leaves the solution largely up to the vendors. The needs are described in terms of data input data files, record content, data output and the uses for that output, and the data process requirement underlying the production of that output. Functional specifications may also address, as appropriate, volumes of data, processing frequencies, timing, and such other facts as may be necessary to provide a full description of the mission to be satisfied. The functional specifications may be augmented with equipment characteristics and

elements of performance when necessary to reflect the user's needs. Further information on functional specifications can be found in FIRMR Bulletin C-4.

(b) **Equipment Performance Specifications.** This type of specification describes how a system must perform in quantifiable terms. These specifications measure the Government's estimate of the quantitative capability of FIP resources necessary to support the user's applications. This can be stated in terms of data storage, processor speed, cycle time, expendability, modularity, input/output speeds for specified device types, and accompanying software capabilities. They may address statements of minimum user output requirements such as: the amount of data that needs to be stored or processed at a given time; the number of lines of print which must be produced in a given amount of time; and the operational reliability. The statement is supplemented to the extent necessary with: those hardware factors (devoid of as much vendor orientation as possible) such as cycle time, computing speed, tape read or write speed, printer speed, size of memory, expendability, etc.; and with the related software factors which are a measure of the operating capability of the equipment. These factors, when applied to the functional specifications, provide a quantitative measure of the operating time or capacity required to process the applications involved in the equipment.

(c) **Combined Functional and Performance Specifications.** A method whereby functional and performance capabilities may be combined for the requirement.

(d) **Design Specifications.** Precise measurements, tolerances, materials, tests, quality controls, inspection requirements, and other specific information. Under this type of application, the government is responsible for the design, as well as for omissions, errors, and discrepancies in the specifications and drawings.

(e) **Brand Name or Equal.** This specification refers to one or more specific commercial products identified by brand name, make or model, or other nomenclature for the purpose of identifying the Government's needs. This description is used when, because of technically involved construction or other supportable reasons, an adequate specification cannot be furnished. This technique should be used only when adequate specification or a more detailed description cannot feasibly be made available by means other than reverse engineering in time for the procurement under consideration. When using brand name or equal specifications, the item, manufacturer, part/catalog number and salient characteristics must be provided. These characteristics must set forth all the features which are required to meet minimum needs. Consideration should be given to all acceptable parameters of a specific salient characteristic. For example, if a brand name printer speed listed in the manufacturer's literature is 60cps, acceptable parameters may be a minimum of 50cps and a maximum of 70cps. This shows the government's good faith and removes the appearance of restrictive specifications. Products offered other than the brand name must be evaluated. A proposed item cannot be determined unacceptable if the deficiency listed is not set forth as a salient characteristic. When requesting brand name or equal, the requestor must certify, in fact, that there is an equal and must list all known sources. While this type of specification may be used to describe FIP requirements, requestors should follow the guidance in FAR Part 10.

(f) **Compatibility Limited.** This type of specification refers to one or more specific commercial products (equipment or software) identified by brand name, make or model or other nomenclature, with which the equipment to be purchased must be used or must interface. The specification establishes the physical, functional, or other characteristics essential to satisfy the Government's needs, and requires that the equipment or software be compatible with existing equipment or software. This type of specification must be justified.

(g) Specific Make and Model. This specification type specifies the make and model of a particular manufacturer or describes a requirement that is so restrictive that only a specified make or model will satisfy the government's needs, regardless of the number of suppliers that may be able to provide the specific make and model. Acquisitions using this type of specification are by law and regulation "other than full and open competition" and must be certified, justified, and approved in accordance with FAR 6.303 and 6.304. In all cases, justification must address why no other type of supplies or services will satisfy the agency's needs and the practical factors which preclude the development of a less restrictive specification.

(h) Plug-To-Plug Compatible. Computer mainframes which can directly execute all application programs and system software written for specific mainframes, i.e. IBM, UNISYS, Honeywell, etc.. They can also use the peripheral equipment available for these computers. Plug-compatible mainframes can be easily installed and can replace or augment mainframes with little or no need for changes in software or operating procedures. Compatible devices are those peripherals which can plug into a specific mainframe and perform the job it was designed to do (storage, print, communications, etc.) without modification.

b. All specification documents for FIP resources must be approved by the Director, IM, before being included in a FIP contractual action. In the case of a specification document for a DeCA standard system, the approval of both the Director, IM, and the appropriate staff director responsible for functions must be obtained. The initiator is responsible for effecting appropriate coordination with other involved staff components, e.g., GC, IR, IG.

9. Implementation Plan (IP). An Implementation Plan describes the tasks, responsibilities, resources, and schedules needed to ensure successful implementation of the selected FIP equipment. The IP is not required for all FIP procurement actions and is not necessary for the initiation of a procurement action. When required, however, the IP will be completed and approved by the Director, IRM, prior to the installation and operation of the FIP equipment.

a. An IP will be prepared by the requestor of FIP equipment under the following circumstances:

- (1) When the FIP equipment constitutes a new DeCA standard system;
- (2) When the FIP equipment implementation causes a change to 40% or more of the software or hardware technology presently in place for a particular system;
- (3) Whenever the Director, IRM, determines that an Implementation Plan is in the best interests of the Government.

b. The IP will include the following:

- (1) The individual to be responsible for the execution of the IP;
- (2) The schedule of implementation and the specific tasks to be performed;
- (3) All DeCA agencies having responsibility for implementing the IP and the specific responsibilities of each;
- (4) Implementation costs and the source of funds, if appropriate;
- (5) The appropriate test plans, if required by DeCAD 30-9;

(6) The hardware and software equipment maintenance plan.

c. The Director, IRM, will review the preparer's IP for completeness and technical accuracy. The preparer may request technical assistance from IRM in preparing this document; however, the requestor of the FIP equipment retains primary responsibility for the document preparation.

10. Morale, Welfare and Recreation (MWR) Panel Approval.

a. Reference 4 requires that DoD submit to the MWR Panel, U.S. House of Representatives Armed Services Committee, a request for approval for all surcharge-funded data systems upgrades and services in excess of \$1 million. MWR Panel approval must be obtained before Contracting Division, East Service Center, may initiate any procurement action which falls into these categories.

b. An example of the format for submission for approval and the required Executive Summary are provided in Annex F.

REQUIREMENTS ANALYSIS SAMPLE FORMAT

The Requirements Analysis shall include, as a minimum, consideration of the following factors:

1. **INFORMATION NEEDS.** Preparer shall determine the information needs by considering:
 - a. Any requirement to provide information to and receive information from other agencies and from the public;
 - b. Available sources of information;
 - c. Information format, media, quantity, integrity, security, and timeliness requirements;
 - d. Essential records and information required to support current and future program and mission needs;
 - e. DeCA records retention and disposition requirements and the need to assure archival acceptability of permanent or long-term records;
 - f. Integration of electronic records with other records; and
 - g. Existing or planned intra- or interagency interoperability requirements.
2. **SYSTEM LIFE.** Preparer shall establish a life span for the system being solicited. If the acquiring activity can predict reuse of the FIP resource by another DeCA component after it no longer meets the acquiring activity's needs, the reuse period shall be included in the system life.
3. **DESCRIPTION OF REQUIREMENTS.**
Preparer shall:
 - a. Base requirements on mission needs expressed in the form of opportunities for increased economy and efficiency, new or changed program requirements, or deficiencies in existing capabilities;
 - b. Describe requirements in terms of functions to be performed and performance to be achieved, unless a more restrictive statement of requirements is necessary to satisfy the mission needs;
 - c. Describe requirements in a manner that will obtain full and open competition unless other than full and open competition is justified in accordance with FIRMR Sub-part 201-39.6 and FAR Part 6; and
 - d. Document the qualitative or quantitative requirements that must be met and why those requirements are necessary to meet the mission needs.
4. **COMPATIBILITY-LIMITED REQUIREMENTS.**
 - a. Preparer shall establish compatibility-limited requirements only to the extent necessary to satisfy the mission needs.

b. Preparer shall justify compatibility-limited requirements on the basis of at least one of the following:

(1) There are technical or operational requirements for compatibility when adding resources or replacing a portion of an installed base of resources and the preparer determines that it is impractical or too expensive to replace additional portions of the installed base in order to avoid the need for compatibility-limited requirements; or

(2) The preparer determines that the risk and impact of a conversion failure on DeCA mission critical needs would be so great that acquiring incompatible resources is not a feasible alternative.

5. **JUSTIFICATION FOR SPECIFIC MAKE OR MODEL.** Technical and functional personnel shall jointly justify a requirement which can be met only by specific make or model resources in accordance with FIRMR Sub-part 201-39.6.

6. **SECURITY REQUIREMENTS.** The preparer shall:

a. Identify general security and privacy requirements;

b. Identify security and privacy requirements necessary to protect classified and sensitive information by listing the potential threats and hazards and describing in functional terms the measures needed to provide protection; and

c. Identify physical and environmental security safeguards.

7. **ACCESSIBILITY REQUIREMENTS FOR INDIVIDUALS WITH DISABILITIES.**

a. Preparer shall take into consideration the need for equivalent access to electronic office equipment for individuals with disabilities to the extent both present and future needs for such access can be anticipated.

b. Preparer shall consider the need for access to telecommunications equipment for hearing and speech impaired individuals to the extent that present and future needs can be anticipated.

8. **SPACE AND ENVIRONMENTAL REQUIREMENTS.** Space and environmental requirements shall be addressed by the preparer when relevant to the acquisition in question.

9. **WORKLOAD AND RELATED REQUIREMENTS.** The preparer shall document, as a minimum, the following:

a. Projected processing, storage, data entry, communications, and support services workload over the system life and how best to address workload uncertainties;

b. Expendability requirements;

c. A performance evaluation of currently installed FIP resources;

d. Contingency requirements for FIP resources whose loss or failure would prevent the agency from performing its mission; and

e. Other requirements which must be met or other constraints which must be considered.

10. RECORDS MANAGEMENT REQUIREMENTS. Preparer shall address records management needs in terms of functional performance only. Technical solutions are not appropriate.

ANALYSIS OF ALTERNATIVES SAMPLE FORMAT

The Analysis of Alternatives shall include, as a minimum, the following factors:

1. **FUNCTIONAL PROCESS NEEDS.** A well articulated summary of the functional requirements. This is developed from the Requirements analysis.
2. **ASSUMPTIONS/CONSTRAINTS.** A list and brief explanation of budgetary and other factors which affect the acquisition.
3. **ALTERNATIVES.** A brief functional and technical description of all alternatives being considered. The alternatives should be distinct from one another, and that distinction should be clear.
4. **TOTAL ESTIMATED COST.** A calculation of the total estimated cost, using the present value of money, for each alternative, unless the anticipated cost of the acquisition is \$50,000 or less. The total estimated cost for each alternative shall include system life cost for that alternative and any other costs that can be identified with that alternative, incurred either before or after the system life period. The total estimated cost need not include:
 - a. Conversion of existing FIP software and data bases which would be redesigned regardless of whether or not augmentation or replacement FIP resources are acquired;
 - b. Purging duplicate or obsolete FIP software, data bases, and files;
 - c. Developing documentation for existing FIP application software; and
 - d. Improvements in management and operating procedures.
5. **BENEFITS/RISKS.** Address the benefits and risks of each alternative separately from the other alternatives. This section is most effective if each benefit/risk element is addressed for each alternative. For example, one or more of the alternatives may be extremely expensive. "Cost" would then appear as a risk for the expensive alternatives and as a benefit for those alternatives with a low cost. Any element which is a benefit (or a risk) to all alternatives is a non-factor and should not be addressed.
6. **OTHER FIP RESOURCES AFFECTED.** A consideration of the FIP resources which may have to be converted, relocated, replaced, or disposed of as a result of the alternative selected, except as stated in paragraph 2 above. Therefore, as part of the Analysis of Alternatives, preparer shall consider the cost, risk, and magnitude of conversion from presently installed FIP resources to augmentation or replacement resources. To achieve this, preparer shall perform, for all acquisition of FIP resources, a conversion study, commensurate with the size and complexity of the requirement. The following are exceptions to this requirement:
 - a. FIP acquisitions costing \$50,000 or less;
 - b. Initial acquisitions where no FIP resources exist;
 - c. Acquisition of FIP equipment peripherals only;

- d. The exercise of a purchase option under a lease agreement.

APPROVAL THRESHOLDSHARDWAREDPA

Competitive

- Purchase

-- GSA Schedule

\$300K (or MOL)

-- Open Market

\$2.5M

- Lease or Rental (annual, incl. maint.) and does not exceed 2-year time frame

-- GSA Schedule

\$300K (or MOL)

-- Open Market

\$1.0M

- Noncompetitive

-- Purchase

\$250K

-- Lease or rental (annual, incl. maint.) and does not exceed 2-year time frame

\$100KSOFTWARE (Off-the-shelf and associated maintenance)

- Competitive

-- Lease (annual)

--- GSA

MOL

--- Open Market (Systems Life)

\$1.0M

-- Purchase

--- GSA Schedule

MOL

--- Open Market

\$1.0M

- Noncompetitive (Purchase or Lease)

-- GSA Schedule

MOL

-- Open Market

\$100K

MAINTENANCE

DPA

- Competitive

-- GSA

\$300K (or MOL)

-- Open Market (Annual/Systems Life)

\$1.0M

- Noncompetitive

-- GSA Schedule or Open Market
(Annual/Systems Life)

\$100K

COMMERCIAL ADP SERVICES*

- Competitive

\$2.0M

- Noncompetitive

\$200K

COMMERCIAL ADP SUPPORT SERVICES**

- Competitive

n/a

- Noncompetitive

n/a

ADP SUPPLIES

n/a

* Commercial ADP Services means the computation or manipulation of data by computers in support of administrative, financial, communicative, scientific, and other similar Federal agency data processing applications.

** Commercial ADP Support Services means services (except maintenance) that are adjunct and essential to Agency ADP activities but do not involve the actual computation or manipulation of data by a computer. This term includes software development, source data entry, computer output microfilm, conversion, training, studies, facilities management of government furnished ADP equipment, systems analysis and design, programming, equipment operation, and computer performance evaluation.

TELEPROCESSING SERVICES PROGRAM (TSP)
TIMESHARING

DPA

- Competitive

-- GSA Schedule

\$300K (or MOL)

-- Open Market

\$200K

- Noncompetitive

-- GSA Schedule or Open Market

SAMPLE FORMAT: REQUEST FOR PROCUREMENT AUTHORITY

AGENCY PROCUREMENT REQUEST

1. AGENCY INFORMATION

a. Agency Name

Defense Commissary Agency (DeCA)
38th and Lee Streets, Building PI 1200
Fort Lee, VA 23801-6300

b. Location Where Services Will Be Performed

c. Program Manager

John H. Smith
Project Management Division (IMP)
(804) 734-XXXX DSN 687-XXXX

d. Technical Contact

Mary J. Brown
(804) 734-XXXX

e. Contracting Office

f. Agency IRM Official

Mrs. Rosita O. Parkes
Director
Information Resources Management (IM)
(804) 734-8540 DSN 687-8540

2. PROJECT TITLE AND DESCRIPTION

a. Project Title

b. Project Description

3. CURRENT SYSTEMS SUPPORT

4. FIP RESOURCES TO BE ACQUIRED

5. CONTRACTING APPROACH

6. ESTIMATED CONTRACT LIFE AND COST

7. REGULATORY COMPLIANCE (references)

8. **AGENCY REMARKS**

9. **AGENCY/GSA REFERENCES**

AUTHORIZATION

ROSITA O. PARKES
Director
Information Resources Management

**SPECIFICATIONS DOCUMENT
SAMPLE FORMAT AND CHECKLIST**

PERFORMANCE WORK STATEMENT (PWS) FORMAT

This example PWS should be used when preparing a FIP Services Contract. The items in the following example format are to be included depending on the size and complexity of the procurement action in question. Preparers are to select those paragraphs which apply to the product or service being defined. All paragraphs applicable to the product or service must be included; however, preparers may eliminate those paragraphs listed below which do not pertain to their specific product or service.

1. **GENERAL**
 Scope of Work
 Background Information
 Operating Hours
 Security Clearance
 Management Plan
 Physical Security
 Access to Facilities
 Key control
 Contingencies
 Quality Control
 Other

2. **DEFINITIONS**
 Abbreviations
 Acronyms
 Other

3. **GOVERNMENT FURNISHED PROPERTY AND SERVICES**
 Facilities
 Utilities
 Equipment Materials
 Services
 Other

4. **CONTRACTOR FURNISHED ITEMS**
 Supplies
 Maintenance and Parts
 Other

5. **SPECIFIC TASKS**
 Work Breakdown Structure
 Data Requirements or Deliverables
 Ties to Performance Requirements Summary
 Ties to Definitions
 Ties to Applicable Documents

6. **APPLICABLE DOCUMENTS**

Mandatory
Advisory

7. **TECHNICAL EXHIBITS**
 - Performance Requirements Summary
 - Workload
 - Key Personnel Requirements
 - Lengthy Descriptions
 - Data Requirements or Deliverables
 - Other
8. **ATTACHMENTS**
 - Specifications
 - Work Frequency Schedule
 - Special Requirements

The Scope of Work states in general terms what the contractor will do for the Government and where the work will be performed. Any information of a general nature which would be helpful to a contractor should be included in the **GENERAL** section.

The **DEFINITIONS** section includes all of the terms and phrases which are used throughout the PWS. The definitions should be clearly written so that a person who has no interest in the contract could understand them.

The **SPECIFIC TASKS** section is the heart of the PWS. It tells the contractor in detail what specific tasks and sub-tasks the Government wants the contractor to perform and under what circumstances the contractor will perform those services. Tasks identified in this section should be tied to data requirements and the Performance Requirements Summary.

The **APPLICABLE DOCUMENTS** section places regulatory requirements into the contract. This section is simply a list of applicable regulations, pamphlets, manuals, technical orders, etc., referred to in the body of the PWS. Documents listed in this section should be identified as mandatory or advisory. For mandatory documents, the specific chapter, paragraph, or section that is mandatory should be listed.

TECHNICAL EXHIBITS should consist of information that is too bulky to be included in the body of the PWS.

Any **ATTACHMENTS** necessary to the solicitation package should be included in this section.

There are many variables to be considered in preparing a services contract for FIP resources. Each preparer must decide what are the most important performance requirements for its operational needs and contract accordingly. Use local expertise such as the legal office, the contracting office, and the host communications and computer experts for assistance.

CHECKLIST

The following checklist items may be used as a guideline in determining the completeness of a Statement of Work. The checklist items may or may not all apply to the specification document in question, depending on the size and complexity of the procurement action being initiated. Preparers should seek advice from IM or from the Contracting Division, ESC, when in doubt about the need for a specification listed below.

1. Specifications. Is the objective of the acquisition clearly expressed in the solicitation? Are the mandatory requirements clearly stated and a distinction drawn between mandatory and optional requirements? Are they free of unduly restrictive specifications? Can the Agency support any restrictive specifications and, where appropriate, have requirements been justified and approved in accordance with FAR 6.303 and 6.304? Compatibility-limited and specific make and model must be justified.
2. System Life. Is the system life stated in the solicitation?
3. Maintenance. Is it clear which maintenance plan is needed? Has a Principal Period of Maintenance been stated?
4. Optional/Desirable Items/Features. Have optional/desirable items/features, with their relative importance and value established and the manner in which they will be considered in the evaluation process, been addressed?
5. Standards. Have required standards been considered, specified, or waived? Is the Standards Checklist attached to the solicitation, or included in Section J?
6. Privacy Act Application. Acquisitions must be reviewed to determine whether the design, development, or operation of the FIP resources will include a "system of records" on individuals. If the design, development, or operation of such a system is required, related solicitations and contracts shall include appropriate FAR or FIRMR clauses.
7. Security. Has security for both personnel and equipment been considered and, if needed, written into the solicitation? If security clearances are necessary, have offerors been provided with information concerning what is expected in obtaining such clearances?
8. Requirements for Employees with Disabilities. Have provisions been made in the solicitation to cover any special requirements for individuals with disabilities?
9. Installation and Delivery. Have installation and delivery dates been included? What type of delivery is required? Are any other special requirements included? Include not only the end task to be performed but all interim tasks required to complete installation (construction or renovation, supply of connectors, install wiring or air conditioning, etc.) If installation services require the contractor to make alterations to existing government facilities, coordinate with post/base engineering unit to obtain approval. Obtain this approval early in the planning stages to avoid any government-caused delays (this may cause an increase in the contract price). You may want to include a provision to allow the government to delay scheduled delivery up to a specified period of days at no additional cost to the government.
10. Evaluation Criteria/Basis for Award. It is imperative that all offerors understand the basis upon which a vendor will be selected for award of a contract. If technical factors are used, they must be stated clearly, be reasonable, and be related to DeCA mission needs. They should be free of restrictive requirements or vendor-specific nomenclature. DeCA does not have to disclose exact weights in the solicitation, but the relative importance of all criteria must be evident.
11. Evaluation Plan. Has an evaluation plan been developed, including treatment of all factors and subfactors for mandatory and desirable specifications? Do the evaluation criteria accurately reflect the plan?

12. Special Requirements. Have all requirements for training, reporting, delivery times and places, invoicing requirements, etc., been included?
13. Service of Protest. Is it clear to whom a protest should be directed?
14. Approval of Contract. Is this provision required for this particular contractual action? If so, are appropriate names shown?
15. Testing. Are the requirements for capability and performance validation clear and commensurate with the requirement? Do they conform to DeCAD 30-9?
16. Site Requirements. Have any special site requirements been addressed?
17. Government Furnished Property/Services. Will the Government furnish property or services for any aspect of performance or for any portion of the testing requirements?
18. Training. Types of training required, course objectives, and number of courses to be offered. Training site considerations to be addressed:
 - a. If on-site government facilities are to be used, describe the location, type of facility, available space and utilities, and any scheduling restrictions. State the available power, available air conditioning and heat, the floor area, and access door dimensions.
 - b. If training site is contractor facility, the government pays all TDY costs, unless otherwise specified.
 - c. State if government-owned equipment will be furnished, what those facilities are, and what, if any, equipment must be furnished by contractor.
 - d. How many students will be trained, what type of course material will be required, and whether the students will keep any of the training material upon completion of the course.
 - e. State the amount of system's knowledge the student can be presumed to have prior to training (level of expertise).

CHECKLIST

The following checklist items may be used to determine the completeness of performance specifications.

- a. For Hardware:
 - (1) Functional specifications.
 - (2) Equipment performance specifications.
 - (3) Design specifications.
 - (4) Plug-to-plug compatibility.
 - (5) Brand name or equal description (salient characteristics).

b. For firmware:

- (1) Functional specifications.
- (2) Firmware performance specifications.
- (3) Design specifications.
- (4) System objectives, clearly stated.
- (5) Brand name or equal description (salient characteristics).

c. For software:

- (1) Type of software requested (i.e. word processor, spreadsheet, etc.).
- (2) Functional requirements (what specific activities it must perform).
- (3) Compatibility requirements.
- (4) Hardware on which package will be used.

REQUEST FOR MORALE, WELFARE, AND RECREATION PANEL APPROVAL

Project and Title:

Project Cost:

Description: This should be a brief paragraph.

Current Situation:

Requirements:

Impact If Not Acquired:

EXECUTIVE SUMMARY

MEMORANDUM FOR ASSISTANT SECRETARY OF DEFENSE FOR PRODUCTION AND LOGISTICS

THROUGH: DIRECTOR, PROGRAM SUPPORT

FROM: DIRECTOR, DEFENSE COMMISSARY AGENCY

SUBJECT: (NAME OF PROJECT)

PURPOSE: (One or two sentences)

DISCUSSION:

COORDINATION: DASD Installations _____
OASD (LA) _____
OSD (C) _____
OCLL _____

RECOMMENDATION: Sign the attached letter.

Prepared by: John Doe/DeCA-XX/687-1234/March 6, 1993