

Lessons Learned – January - March 2004

Independent Review Lessons Learned:

OSD has asked that the services collect Lessons Learned in seven categories:

- Functionality Assessment
- Performance Work Statement (PWS) Development Phase
- Management Plan Development Phase
- Solicitation and Source Selection Phase
- Cost Comparison and Administrative Appeal Phase
- Implementation and Transition Phase
- Other

Performance Work Statement (PWS) Development Phase

Documentation required for Independent Review

By including the following documentation in the initial package sent by the CA team to the IRO, fewer action items will need processing by the CA Team during the IR process.

1. CNO announcement to Congress of functions & positions.
2. N124 approval to exclude functions from initiative (if applicable).
3. Activity Commander's approval to make small changes in the number of positions being studied (if applicable).
4. Complete Management Plan including MEO, TPP, TP, IHCE and Quality Control Plan (in hard and soft copy).
5. Complete print out and soft copy of COMPARE including all cost records, worksheets, study tables and master tables.
6. Certified Cost Comparison form signed by the Commanding Officer (with printed name and title beneath signature, appropriately dated).
7. Certified Position Descriptions supporting all MEO/IHCE positions. Please arrange the Position Description in the same order as the positions are listed on Line 1 of the IHCE. Also, please provide an index of all the PDs.
8. Complete solicitation, including Sections B through M, all amendments, QASP, and PWS.
9. Certification from the Commanding Officer that the MEO does not conflict with existing labor agreements.
10. Copy of any legal opinions or legal officer messages that may have an impact on implementation of the MEO.
11. And, verification from the servicing HRO that they can reduce the workforce in the time provided in the Transition Plan to accomplish both scenarios: a contractor win and RIF or a MEO win and a RIF. The HRO should specifically verify the organization's ability to meet the schedule in the Transition Plan.

Management Plan Development Phase

Executive Summary for the IHCE:

Many activities have begun preparing an Executive Summary for the IHCE COMPARE printout to assist the Independent review officer. The summary has proved useful for supplying the pertinent information relating to the initiative as well as details for each individual line. For each line of COMPARE, a cost summary of what should be entered is noted. A statement should be made for all applicable or non-applicable costs for each line and the actual cost should be listed. Other pertinent information such as the performance periods, inflation rates utilized, the date of the pay tables utilized, should be included.

Activities may also include as an appendix: the source documents (catalog costs or historical costs) that were used to derive all of the costs within the IHCE. This information should be made available when initial documents are provided to the Independent Review officer prior to site visit. This summary allows quick familiarization with the IHCE and the initiative.

Printing the IHCE with the COMPARE model:

Many activities have been printing the IHCE with associated worksheets and organizing them in varying arrangements within the IHCE package making it difficult to find and review the information. When printing the IHCE and related tables it is important to organize the reports and worksheets by Line numbers and to keep the documentation in the same order, Line 1, 2, 3, with the worksheets for Line 1 following Line 1 etc. If a line does not pertain, the line should be printed for continuity (COMPARE will say "There are no records to display for this line"). When completed, each line will be part of the package with its corresponding worksheets and reports. If the document is then arranged by Line numbers, it facilitates finding the information and the various reports quickly. Subsequently any missing documentation is easily noted.

Preparing Line 8 Costs

For Contract Administration Personnel Cost, Line 8, COMPARE automatically calculates FTE based on MEO positions. However, you must remember to input this same number of FTE. An error message will not appear if you input fewer than the Maximum Allowed Positions.

Including the PWS Workload into the MEO

It is very helpful when the MEO team incorporates the exact PWS Workload Technical Exhibit into their workload calculations. This aids the IR team in determining whether the MEO can accomplish the requirements of the PWS

Determining whether EPA should be "Y" or "N"

A well supported IHCE is accompanied by a crosswalk matching each MEO position subject to the Service Contract Act (SCA) or Davis Bacon Act (DBA) to the corresponding positions in the relevant Wage Determination List. This crosswalk will

support a decision to define each MEO position as either EPA = “Y” or “N”. Those positions that are subject to either of these acts should be defined as EPA = “Y” in the COMPARE model. All other MEO positions that can not be matched to corresponding positions on the Wage Determination List should be defined as EPA = “N”. The DOD costing manual provides the following guidance:

“C1.2.4. Column D: EPA: This column is used to indicate if a position is subject to an economic price adjustment (EPA). Positions subject to an EPA are inflated using inflation factors applicable to (and through) the first performance period only. Labor cost escalations will be reimbursed by the Government and are not included in a contractor’s offer because these positions possess skills the Department of Labor (DOL) has determined are covered by a contract covered by the Service Contract Act (SCA) (refer to FAR 22.10, Service Contract Act of 1965, as amended). The objective is to ensure that the Government does not inflate costs for skills that a contractor has been told not to escalate beyond the first performance period. A similar treatment is given to those positions performing construction type work covered by the Davis Bacon Act (DBA) (refer to FAR 52.222-13, Compliance with Davis-Bacon and Related Act Regulations). The contracting office needs to be consulted in making these determinations.”

C1.2.4.3. The DOL Service Contract Act Directory of Occupations web site is <http://www.dol.gov/esa/regs/compliance/whd/wage/main.htm>.

C1.2.4.4. The contracting officer should provide the MEO Team Lead with a copy of the DOL Wage Determination. The contracting or human resource office should then work with the analyst to identify and document the MEO labor categories found in the DOL SCA Directory of Occupations. Sometimes this will be a perfect match such as “plumber” to “plumber”. However, many labor categories will not be an exact match in title between the MEO positions and the DOL SCA Directory of Occupations. The analyst must correlate positions by reviewing the civil service position descriptions and the SCA Directory of Occupations to determine similarity. Generally, the SCA covers service employees and excludes persons employed in a bona fide executive, administrative, or professional capacity as defined in Part 541 of Title 29, CFR. If you are trying to determine whether a particular position or person meets the definition of bona fide executive, administrative, or professional capacity, DOL provides the relevant CFR at http://www.dol.gov/dol/allcfr/esa/Title_29/toc.htm.

Saving the COMPARE file to CD ROM

The competition teams are required to send a copy of the COMPARE file to the IRO team on CD ROM. Typically when copying any file to a CD, a default setting of “Read-Only” will be applied to the file. This causes an error when updates/changes are made. In order to avoid this error, follow the steps below:

1. Locate the file name on your computer
2. Right click the file name
3. Scroll down and click Properties

4. Find Attributes: and deselect Read-only
5. Click Apply
6. Click OK

To confirm that the default Read-only attribute has been corrected, repeat steps two and three.

Solicitation and Source Selection Phase

Developing a Summary of Changes for Studies Requiring Re-certification:

A Summary of Changes is required for any initiative undergoing re-certification. The summary should include a brief history of what has transpired from the last certification and list any workload or staffing changes resulting from PWS changes. Also, the summary should list all amendments issued to the solicitation since initial certification and the impact the amendments have had on the MEO. Each change should be listed separately and include the impact of the change, and the effect of the change on the organization.