

Performance Work Statement Handbook

Division of Policy and Directives Management



Handbook Overview

This handbook describes the methods you need to know to accurately state our requirements, standards, workload, and conditions of performance for a competitive sourcing study. The handbook also describes how to write the Quality Assurance Surveillance Plan so that we can measure the Service Provider's (SP) performance.

The Performance Work Statement (PWS) is the description of what the Government intends to buy, regardless of the outcome of the cost comparison. The PWS is a method for identifying what we require and for the SP to tell us how they will meet those requirements. The Government's Most Efficient Organization (MEO) and related costs and contractor technical and cost proposals are all based on the PWS.

A good PWS defines the responsibilities, products, and services and establishes standards for performance (timeliness, quality, and quantity). A good PWS should:

- Promote productivity and innovation by eliminating unneeded process requirements and focusing on the outputs/outcomes.
- Maximize accountability by making the SP responsible for the process instead of compliant with mandatory approaches.
- Define the risk to each party by clearly describing outputs/outcomes to customers and the SP in terms of quality, timeliness, and quantity.
- Provide management latitude to accomplish the requirements in the most effective and efficient manner.

PWS development is the process of collecting, analyzing, and documenting the appropriate data to implement performance-based contracting strategies. This handbook discusses several approaches to accomplishing the process.

This handbook presents the process in eight phases:

- | | |
|----------|---|
| Phase 1: | Planning |
| Phase 2: | Identifying Activities and Goals |
| Phase 3: | Developing Outcomes |
| Phase 4: | Developing Performance Measurements |
| Phase 5: | Developing Performance Standards |
| Phase 6: | Writing the PWS |
| Phase 7: | Writing the Quality Assurance Surveillance Plan |
| Phase 8: | Finalizing the Continuing Government Organization |

Performance-Based Contracting:

We should write our PWSs so they are performance-based contracts.

Performance-based contracting requests for proposals communicate the desired result rather than dictating detailed procedures.

Performance-based contracting documents:

- Define service requirements in terms of **performance objectives**, and
- Give SPs the **latitude to determine how** to meet those performance objectives.

Following are the principles of performance-based contracting that we follow in this handbook:

- Ensure that what we are buying really meets the needs of the customer.
- Plan early to include the customer in determining requirements and assessing market conditions.
- Remember that performance-based contracting is not a “one size fits all” process.
- Conduct quality assurance through insight, not oversight.

Performance-based contracting fosters more fair and equitable comparisons. It maximizes the ability of all offerors to save taxpayer money through innovation and process improvement, while meeting the performance requirements and standards.

The PWS is the critical component in a competitive sourcing cost comparison. We will only get good Requests for Proposals, Most Efficient Organizations, in-house cost estimates, and Quality Assurance Surveillance Plans if we write a good PWS.

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PHASE 1: PLANNING

Overview

This chapter discusses three primary components in planning to develop a Performance Work Statement (PWS) and Quality Assurance Surveillance Plan (QASP):

- Forming a team – finding the right resources
- Developing a project plan with milestones
- Developing a decision plan (proactive approach to resolving issues)

By planning carefully, we use resources better, minimize interruptions in activity performance, save time, and most importantly, improve the products.

Task 1. Form the Team

One of the first things you need to do to access the best people for the PWS team is to **get top-level management support from the beginning to the end of the competition**

The development of a quality PWS is the result of team effort. The leading members of the team are the functional office, the local acquisition office, and the management analysis office. The team is typically composed of the following people:

- The **PWS team leader** has the authority and responsibility for developing the PWS and QASP
- **Subject Matter Experts (SMEs)** provide functional knowledge to describe the service we are competing and recommend how to measure and accept the service.
- The **Contracting and Facilities Management (CFM) or Contracting and General Services (CGS) Office** provides the necessary authority and technical experience in contracting to develop the Request for Proposal (RFP)
- **Management analysts** from the Division of Policy and Directives Management perform additional data collection and analysis that the Office of Management and Budget (OMB) Circular No. A-76 requires

There are no absolutes in selecting PWS team members. Required skills are situational and you should consider them within the context of the entire team. The table below lists some beneficial team member attributes.

Position	Skills, Knowledge and Abilities
PWS Team Leader	Experienced in complex project management and consensus building High level functional knowledge Experienced in service contracting Moderate to good writer Knowledgeable of A-76
Subject Matter Expert(s)	Master level knowledge of primary requirements Good to excellent writer Respected within the functional areas
Management Analysts	Very good data collection and analysis skills, including market research Good interviewers Out-of-the-box thinkers Excellent writers Capable of building rapport with others
Acquisition analyst	Master level knowledge in service contracts and performance-based contracting strategies Excellent reviewing skills Working knowledge of functional requirements
Editor	Excellent contract writer Able to track changes over time Great memory

Most Government organizations can find people to fill these roles, but these people often already have a full plate. The hard decision for management is how much operational risk do they assume if they transfer their best workers to a competitive sourcing team. Although it is acceptable to look outside of the function or organization being studied to staff the PWS team, we prefer that, at a minimum, the PWS team leader belong to the organization in the competition to maintain functional control of the requirement.

Following are some tips to help you form the PWS team:

- Many good PWS team leaders have all the qualifications except A-76 knowledge. You can hire a consultant to train and advise on A-76.
- If you have great in-house analysts, but they are not talented writers, consider asking a writer or editor in another organization to go on detail.
- If you find your SMEs on the organization's management team, some workers may distrust them. Consider using a SME from another, similar organization, as that person may be better able to gather data from a skeptical workforce.
- Be sure your analysts and consultants are able to build a good rapport with the workforce. They should not be condescending or threatening to the workers.

We recommend the PWS team take the following actions once the team is formed.

1. Identify Ad Hoc Advisors

You should identify additional resources outside of the team to seek special advice. It is good to use the same person for one specialty throughout a study so they will be more informed about the competition. Following are common skills required from advisors:

- Acquisition
- Law
- Human Resources
- Financial Management
- Activity
- Data Sources

2. Sign Appropriate Forms

All team members and ad hoc advisors who have access to the PWS must sign disclosure and non-conflict/competition forms. The Service uses [FWS Form 3-2312](#), Employee Non-disclosure Agreement for Competitive Sourcing.

3. Conduct Initial Team Meeting

During this meeting, team members and consultants:

- Should get to know each other.
- Should begin to identify issues that may take some time to resolve.
- May include training on competitive sourcing and the PWS (see #6 below).

4. Review all Documents to Date

Documents that team members should review at this stage include public announcements, the preliminary planning report, and the communication plan.

5. Assign Facilities, Equipment, and Support Services

Don't overlook the need for office requirements for PWS team members. The PWS team must have secure facilities where they can store their materials and work with limited interruptions. In some cases, it may be necessary to provide facilities and space at a separate location.

6. Train the Team

The PWS team members should take the following three fundamental training programs:

- **Overall A-76 training.** This training must cover the entire cost comparison process. The team should encourage the instructors to continually relate each action to the PWS. The objective of the training is to give participants an understanding of how the PWS affects, and is affected by, all other actions.

- **Team building training.** Team training and experiential exercises help individuals to succeed as a team. Trainers should tailor this training to the people on the team. It may be beneficial and practical to give this team training to more than one team at a time.
- **PWS training.** This training addresses all the components of this handbook. The best way to conduct this training is to use actual cost comparison data. The best time to offer it is right before job analysis and documentation begins.

Task 2. Develop the Project Plan

The project plan describes what needs to be done, and by when, to accomplish the objectives of a project.

The level of detail depends on the situation and who will read the plan. You may want to develop a very detailed project plan and remove sections depending on the audience. Below is a sample Standard A-76 competition PWS project plan. It includes typical actions required to complete a PWS and QASP. Project management and database software is a very effective way to develop this document, as are GANNT chart formats.

Action	Date (by Day #)
Planning	PDM initiates these actions and then the PWS team leader assumes responsibility
Team formation	
Choose PWS Team Leader	
Choose PWS Team Members	
Identification of Ad Hoc Advisors	
Sign appropriate forms (non-disclosure/non-compete)	1
Conduct initial team meeting	1
Review of all documents to date	1 – 5
Assignment of facilities, equipment, and support services	1 – 5
Overall A-76 training	8 – 11
Team building training	8 – 11
Project Plan Development	12 – 19
Review all appropriate documents for schedule deadlines and related information	12 – 14
Prepare draft for approval	15 – 17
Revise and submit project plan for management approval, as required	18 – 19
Update as required	Monthly
Develop PWS decision plan	12 – 19
Develop initial plan	12 – 18
Request initial decisions	19
Document decisions as they are made	12 – CC decision
Document decisions as they are changed	13 – CC decision
Identify decisions that have not been made that are delaying the process	19 – CC decision

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Action	Date (by Day #)
Planning data collection and analysis	12 – 19
Analysis of required data	12 – 14
Identification of required data	12 – 18
Identification of where a POC may be required	12 – 18
Decide on detailed data collection activities and schedules – identifying where general job analysis and detailed processes are required	17 – 19
Identifying Activity Goals	22 – 42
Just-in time training on this action	22 – 23
Initial data collection and analysis	22 – 29
Data to identify activity goals	22 – 29
Other general data to write the PWS	22 – 29
Initial data analysis	22 – 31
Identification of the purpose	29 – 36
Identification of the goals	29 – 42
Developing Performance Outcomes	29 – 56
Just-in time training on this action	29 – 30
Identify additional data collection and analysis	29 – 36
Performance outcome analysis	29 – 56
Identification of outcome owner	36 – 56
Verification of purposes, goals and services	45 – 56
Developing Performance Measures	36 – 73
Just-in time training on this action	36 – 73
Identify additional data collection and analysis	36 – 43
Select performance measures	36 – 73
Document supporting data	43 – 73
Identify performance measure owner	50 – 73
Document sources and location of data	50 – 73
Document methodology for completion and management of data	50 – 73
Identify source of performance measure	50 – 73
Develop performance standards	36 – 73
Quality standard	36 – 73
Timeliness standard	36 – 73
Quantity standard (workload)	36 – 73
Establish baseline	50 – 73
Verify purposes, goals and outcomes	50 – 73
Write the PWS	32 – 150
Just-in-time training on this action	22 – 23
Document the requirements	36 – 150
Document the workload (quantity standards)	36 – 150
Document the standards (quality and timeliness)	36 – 150
Document other conditions of performance	32 – 149
Government-furnished services	32 – 149

Action	Date (by Day #)
Government-furnished property	32 – 149
General information	72 – 149
Publications and forms	88 – 149
Other exhibits	88 – 149
Definitions	133 – 149
PWS team provides input to Sections B, L and M of the RFP	120 – release of RFP
Review and revise the PWS, as required	150 – implementation
Develop the QASP	120 – 150
Just-in time training on this action	121 – 122
Identify key performance indicators	120 – 125
Identify information sources	120 – 130
Develop tools	120 – 135
Write the QASP	120 – 150
Revise the QASP as required	151 – implementation

Task 3. Develop the Decision Plan

One way to anticipate issues is to develop a decision plan before developing the PWS. Following is an outline for a typical decision plan. These issues and decisions cross the line between acquisition strategy and PWS content.

- **Scope of Review:** The scope of the review is the output and current resources you will study. You should determine the scope at the beginning of PWS development.
- **Ability to Forecast Workload:** The ability for the team to forecast workload impacts the contract type and the length of performance periods. Where you can forecast realistically, you may use a fixed price contract. If you can only forecast workload realistically for a 3 to 5 year period, then you may want to use a cost-type contract. Realistic forecasting is not the same as absolute certainty. In PWS development, realistic forecasting is using the best available information that appears realistic and achievable by potential offerors.
- **Ability to Measure Performance:** Your team needs to assess early how to measure performance. In many cases, if a measurement is too hard to develop, it may indicate that the requirement is not an output, but instead is an interim product. For example, it is hard to measure the response time to a work order (requires records and monitoring), when what you really want to measure is the reduction of downtime. Downtime is more easily measured and more obvious to the customer.
- **Deviations from Current Directives:** Requesting waivers to directives can be time consuming. Identifying the need for waivers early helps you to ensure the flexibility you need to implement process improvements.

- **Government-Furnished Property (GFP), Materials (GFM), and Services (GFS):** Tree diagrams, scope of the review analysis, and other analysis can help identify requirements for GFP, GFM, and GFS. The services are critical when an entire activity is not in the cost comparison. The PWS must clearly define the separation of responsibilities and the mechanisms for work to pass from us to the SP and back to us.
- **Potential Surveillance Methods:** Identification of requirements, measurement data, and workload should lead to identification of potential surveillance methods. Early analysis of surveillance methods is a reality check on whether what we are buying is measurable and appropriate for surveillance. When it is difficult to perform surveillance, it may indicate that we are not buying the correct service or using the correct surveillance method.

Checklist of Key Tasks

PHASE 1 PLANNING: KEY TASKS	RESPONSIBILITY	√
1. Form the Team		
2. Develop the Project Plan		
3. Develop the Decision Plan		

PHASE 2: IDENTIFYING ACTIVITIES AND GOALS

Overview

During this step, look at the activity, identify the purpose of the activity under review, and then establish activity goals (if not already established) based on the purpose. The key is to distinguish clearly between the “purpose” of the activity and a “description” of what services and products the activity provides or produces.

An activity goal is what a function hopes to achieve through the services provided. Ideally, the activity has already established goals as a part of its strategic planning process, and you build activity goals on that base. The activity goals you establish must be consistent with the organization’s mission and vision. Activity goals must be:

- Meaningful and realistic.
- Focused on major responsibilities.
- Customer and stakeholder driven, at least partially within the activity’s realm of control.

- Focused on effectiveness, quality, customer satisfaction, efficiency, or timeliness.
- Kept to a manageable few.

When establishing activity goals, focus on why the organization does the work it does. You must have good activity goals before you can develop performance measures.

The following sections of this phase discuss each action you need to take to develop the activity goals. Focusing on “purpose” from the beginning assists in changing thinking from processes to outputs/outcomes, making it much easier to write a performance-based PWS.

Task 1. Collect and Analyze Initial Data to Identify Activity Goals

Most of the data should have been collected during preliminary planning and should be readily available to the team. The following lists common data and sources:

- **Mission Statement.** Most Service activities have a mission statement that employees developed to comply with performance improvement initiatives.
- **Directives.** You can find our Directives in the Centralized Library of Servicewide Policies (www.fws.gov/policy/).
- **Governing Requirements (mandatory and advisory).** Other data that may assist in identifying activity goals include:
 - Enabling legislation
 - Laws
 - Regulations
 - Instructions
 - Operating & Procedures Manuals
 - Security Procedures
- **Customer View.** You can learn a customer’s opinion of an activity through group meetings, interviews, and surveys. It may help to ask customers to review existing mission statements and recommend improvements.
- **Headquarters View.** It is always interesting to receive upper level opinions about activity missions. This point of view is usually more in line with global Service level missions. You can also collect this data through meetings, interviews, and surveys.
- **Commercial View.** You can compare the activity to the same type of activity provided by the private sector. Commercial entities often focus on the customer and revenue. Even in a public-sector environment, the commercial view often focuses on the ability to absorb reduced budgets without decreasing quality, timeliness, or quantity. You can collect this data through meetings, interviews, and surveys. The Contracting Officer must approve in advance all contact with the private sector.

Task 2. Identify the Purpose and Goals of the Activity

The information you collect helps you to define the purpose of an activity. Following are examples of the purposes of activities from other competitions.

Activity Title	Activity Purpose
Facility Maintenance	Facilities are maintained within the designated condition code
	Systems are operational
	Repairs are in accordance with the approved priority system
Information Management – Help Desk	Systems are operational
	Equipment is operational
	Support is timely and effective

Part of the analytical process is developing goals for each purpose. Following are examples of activity goals.

Activity Title	Activity Purpose	Activity Goal
Facility Maintenance	Facilities are maintained within the designated condition code	Maximum passing of condition inspections
	Systems are operational	Maximum up-time of systems
	Repairs are in accordance with the approved priority system	Priority system followed for each category Minimize inventory loss to paperwork
Information Management – Help Desk	Systems are operational	Minimize down time
	Equipment is operational	Maximize up time
	Support is timely and effective	Maximize customer satisfaction

Task 3. Collect Data through Interviews

Interviews are a good method for collecting data that you can't find in documents. You may interview affected employees and others. Following are the types of people (other than the employees and supervisors in the activity being competed) you typically want to interview:

- Customers
- Organizations providing input to the operation in the competition
- Representatives from Headquarters
- Current support contractors
- Former employees and managers

The team should develop interview guides for each type of interview to ensure a consistent data collection effort. (See the Preliminary Planning and Integrated Data Collection Handbook for information on interview guides.)

Checklist of Key Tasks

PHASE 2: IDENTIFYING ACTIVITIES AND GOALS KEY TASKS	RESPONSIBILITY	√
1. Collect and Analyze Initial Data to Identify Activity Goals		
2. Identify the Purpose and Goals of the Activity		
3. Collect Data through Interviews		

PHASE 3: DEVELOPING OUTCOMES

Overview

Outcomes identify specific desired **results** associated with the functional goals. Performance outcomes should not just focus on performance outputs (e.g., number of students graduated) but must also reflect the effectiveness of the activity performed (e.g., improved job performance of graduates). You base desired performance outcomes on functional goals and tie them directly to a PWS required service.

In the previous step, you identified functional goals (e.g., “Maximize customer satisfaction”). The service provided that would contribute to this goal is “Respond to help desk calls.” In this step, you need to identify the performance outcome(s) for the required service. If desired outcomes are met, then the functional goal will also be met.

Outcomes are the factual result of a service as related to a specific performance measure.

- Outcomes are qualitative measures, such as quality, impact, satisfaction, and value.
- Outputs are quantitative counts of services or products.

Both are appropriate in the PWS when you use them correctly. The PWS team must understand the difference between a function’s outputs and performance outcomes and the value of focusing on outcomes, and not just quantifying outputs.

Remember that managers focus on what they can measure, so you want to measure all things that are important.

Task 1. Identify, Collect, and Analyze Additional Data

The PWS team reviews the data collected to date in relationship to the activities, purposes, and goals identified. If the team needs more data to develop performance outcomes, you may get it through existing databases, reports, or interviews without the need for another data call. Some examples follow:

Activity Title	Facility Maintenance
Activity Purpose	Systems are operational
Activity Goal	Maximum up-time of systems
Activity Services	Routine maintenance and repairs Special one-time maintenance Ensure that mechanics have required equipment and skills Respond to customer complaints about availability and maintenance
Qualitative Outcome	Customers are satisfied with the facility systems
Quantitative Outcome	Down time % by system
Activity Title	Information Management – Help Desk
Activity Purpose	Support is timely and effective
Activity Goal	Maximize customer satisfaction
Activity Services	Call receipt Initial response Research Issue resolution
Qualitative Outcome	Customer satisfaction
Quantitative Outcome	# of calls not resolved

Many services may have the same outcomes. By performing a detailed job analysis, you come to this conclusion by identifying outcomes for each service, and then rolling them up to the common outcomes. You can develop many of the outcomes from existing data.

Task 2. Identify the Performance Outcome Owner

The performance outcome owner is the person or organization that is ultimately responsible for achieving the outcomes. In some cases, you can easily identify the outcome owner. In other cases, you will assign the owner the responsibility, and you will need to make sure he/she has the authority.

Task 3. Verify Purposes, Goals, and Services

Sometimes when you identify outcomes, you realize you need to change the purposes, goals, or services. You may want to organize a focus group to

reclarify and change the analysis, or an analyst may be able to reclarify by interviewing SMEs in an informal process

Checklist of Key Tasks

PHASE 3: KEY TASKS	RESPONSIBILITY	√
1. Identify, Collect, and Analyze Additional Data		
2. Identify the Performance Outcome Owner		
3. Verify Purposes, Goals, and Services		

PHASE 4: DEVELOPING PERFORMANCE MEASUREMENTS

Overview

During this phase, you use the desired performance outcomes to identify and develop appropriate performance measures and determine the standards (e.g., acceptable performance levels). A performance measure may measure quantity, quality, and timeliness.

A performance measure is the:

- Description of what you will measure, and the
- Description of how you will measure it to determine if the performance outcomes are accomplished.

Agency directives often specify the performance measures that they use to evaluate the process. If the agency does not prescribe measures, you must work with management to decide how to measure the process. Rates in terms of time, distance, and accuracy are particularly useful for this purpose.

Be careful to choose performance indicators that are realistic. The grams of dust per square centimeter on a vehicle may be a measurable performance indicator for vehicle condition, but it is not a realistic indicator for general use. It may be more practical to use a less satisfactory indicator (such as customer complaints). Sometimes you may need to resort to an even less satisfactory measure (such as cleanliness) that calls for judgment on the part of the person measuring performance. Whenever possible, it is best to choose a performance indicator that measures the service by a number (that is, quantifies it).

Performance measures provide information on trends over time and indicate which performance outcomes are not meeting established standards. A performance standard is the acceptable performance as defined by customers and key stakeholders. A key stakeholder must consider available resources when approving the acceptable level of performance.

You can derive standards from a variety of sources including directives, instructions, Federal or State law, commercial practices, or customer input. Some key concepts to consider are:

- A performance standard is the acceptable performance as defined by customers and key stakeholders (e.g., Regional Director, partners, etc.).
- What constitutes a measure (i.e., the elements on the performance measurement template)?
- Identify the performance measures first, then set performance standards.
- Your standards must be measurable, attainable, relevant, and timely.

Task 1. Measure the Right Thing

Before deciding on specific performance measures, make sure you clearly identify the outcome you plan to measure. Remember that managers focus on what is measured.

Task 2. Select Performance Measures that Focus on Long-Term Outcomes.

Short-term outcomes may not be meaningful over time, and they may not be a good indicator of overall performance. Long-term outcomes force management to plan and maintain quality.

For example, quarterly cost goals may invite short-term degradation of services, while annual cost goals encourage process improvement and innovation.

It takes people time to measure performance. Limit the number of performance measures to only the critical few necessary to evaluate actual performance. In some cases, one measure may be sufficient for several outcomes

Task 3. Develop Performance Measures that Add Value

Performance measures should enhance and contribute to activity goals and help the people performing a function to focus on their contribution to the organizational mission. Performance measures must be meaningful, understandable, reliable, valid, economically collected, and timely.

To the greatest extent possible, establish performance measures that use an absolute numerical scale or a relative scale (e.g., ratio, time, distance, or cost). This helps you to make accurate comparisons and analyze trends. You may also

use qualitative measures if the desired outcome does not lend itself to a numeric measure.

Task 4. Assess the Performance Measures: SMART Test

Once you have identified your set of performance measures, one tool to assess whether or not you have the right measures is the S.M.A.R.T. test. Apply the S.M.A.R.T. test by asking the following: Are these performance measures:

- **Specific?**
- **Measurable?**
- **Attainable?**
- **Relevant?**
- **Timely?**

Task 5. Document the Supporting Data

It is important for you to document the data that supports the performance measures. This information is very useful to independent reviewers and winning MEO managers. Document the following information:

- **Performance Measure Owner.** The performance measure owner is the person or organization ultimately responsible for tracking the measures.
- **Sources and Location of Data.**
- **Method for Compiling and Manipulating Data.**
- **Data Collection and Reporting Frequency.** You must assign a frequency for measuring performance for it to be meaningful. Frequency is situational; it's tied to a volume of work and available resources for measuring.
- **Source of Performance Measure.** This is the source document or a summary of how the PWS team made the performance measure decision.

Checklist of Key Tasks

PHASE 4: DEVELOPING PERFORMANCE MEASUREMENTS KEY TASKS	RESPONSIBILITY	√
1. Measure the Right Thing		
2. Select Performance Measures that Focus on Long-Term Outcomes		
3. Develop Performance Measures that Add Value		
4. Assess the Performance Measures		
5. Document the Supporting Data		

PHASE 5. DEVELOP PERFORMANCE STANDARDS

Overview

A standard is something against which we can measure something else. Nearly everyone is familiar with standards of some sort. For example, the standard operating speed for automobiles on in a school zone is 25 miles per hour. In this case, the number 25 is the standard, while miles per hour is the performance indicator. Following are some common terms we use when developing standards.

Term	Definition
Standards	A performance requirement
Quality Standard	A performance requirement for effectiveness
Timeliness Standard	A performance requirement for response or completion
Acceptable Performance Level (APL)	The maximum deviation from the standard (90% implies that 10% of outcomes can be deficient – see discussion below)
Maximum Standard	The standard that is applicable to 100% of occurrences (See examples below)
Performance Measure	A characteristic of an outcome can be measured
Lot	The frequency of the outcome to be measured (monthly, annually, etc.)

Following is an example of how we use these terms in a PWS:

Requirement	Standard	APL	Max	Lot
IT Help Desk	(Quality) Satisfy client requirements	80%	90% on second call	Calls per month
	(Timeliness) Initial answer within 1 hour	75%	85% - 24 hrs. 100% - 60 hrs.	Calls per month

The first requirement the team developed to satisfy the client was that they should get a response within 24 hours. When the team realized this was nearly impossible, they reduced the quality standard for first call responses. They still were not perfect after the second call. Also, the team designed the timeliness standards to accommodate realities, so they estimated that 10% of the calls were the most complex questions needing 5 days to research. This maximum also implies that 10% of inquiries will never get a satisfactory answer, even after 60 hours of research on the second call. This standard also tells the SP to stop research after 60 hours, which will limit the risk to offerors.

You do not need to set performance values for outputs that relate strictly to internal management. For example, an SP must schedule work to get the job done. However, we are interested only in getting the job done, and we are not so concerned with how. The stress is on performance, not procedures. As a result, there is no need to assign a performance value to work scheduling.

This whole concept of ensuring performance assumes that someone can actually measure the output and judge if they met standards. Many PWSs are unrealistic in this regard. Some have hundreds of standards. So many standards actually make it appear that the PWS team is “gaming” the system because offerors know the Government does not have the resources to measure the standards. The best way to avoid this error and keep things realistic is to:

- Roll up requirements
- Roll up standards
- Stay focused on final outcomes
- Stay focused on process standards, not tasks

Task 1. Create Meaningful Standards

Specific ways of setting performance standards include:

- Benchmarking to see what similar functions are doing.
- Making a management decision about what level of performance is really needed.
- Assessing reasonable expectations based on past performance, or simply asking the customer.

If we raise a standard, we must document why for PWS performance. Justification might include new agency standards or new requirements resulting in raised standards. You must not:

- Raise standards to favor one offeror over another, or
- Raise standards to avoid embarrassment over traditionally low standards. You can modify timeliness to improve quality.

Task 2. Find Efficiency in Quality Standards

You should try to differentiate between current standards and true requirements. Often the standard is higher than true requirements. A common mistake is to rewrite the requirement as the standard. Doing this is often a sign that the requirement may be a candidate for a roll-up to a final outcome.

Many organizations set their acceptable performance level (APL) for quality at 100% and document that they meet this standard. Research often shows that people must violate the timeliness standard because they had to do re-work to meet a 100% APL. In addition, the cost for perfection is often a lot more than normal per unit costs.

Task 3. Develop Timeliness Standards

PWS teams sometimes combine the quality and timeliness standard and assign one acceptable performance level and one lot. They do this because a good product delivered late can be as wrong as a bad product delivered on time. This is not always the best solution, though.

A better practice is to roll up the requirements and then develop both quality and timeliness standards. If they are the same, combine them. If not, keep them separate.

Sometimes you will find that established timeliness standards are exceeded so routinely that the new average becomes the effective standard. For example:

- A publishing agency has a standard to ship new publications within 24 hours of receipt of the order. However, over time a certain class of publications has taken 48 hours. The agency gradually began to take 48 hours for all publications, and customers accept the timeframe.

In some cases, an organization assumes but never documents a timeliness standard. It may be helpful for you to use a focus group to identify informal standards so that you can document them.

A common mistake is to write the standard into the requirement. This can create ambiguities in the requirement. For example:

- Mechanics must perform oil changes every 3 months or 3,000 miles. The quality standard was “Perform oil changes in accordance with manufacturer’s requirements.” The manufacturer’s requirements may be different. The best practice is NOT to put standards into requirements.

Another mistake is to set an APL for timeliness at 100%. Using graduated timeliness standards is much more appropriate. For example:

- In the IT help desk example, the complexity and diversity of calls are reflected in the graduated standard, culminating in a maximum of 60 hours from receipt of the second call to research an issue.

The timeliness standards are often looser as the quality APL approaches perfection because it takes more time to achieve that standard.

Task 4. Define the Minimum Requirements

The PWS must present our actual minimum requirements. As a result, you must avoid demanding more of a contractor than the Government would provide if it were performing the service.

Task 5. Develop the Acceptable Performance Levels (APL)

Each service must have an APL. You can base the APL on historical records by polling managers to see what they want, or you can base them on agency-imposed APLs. We generally see APLs in reference to a production line that produces a tangible object. We then can measure these products to see if they meet the standard within an acceptable quality level. Service contracts also produce measurable services (even though they are not always tangible) and you can determine how often they meet the standard.

You express an APL in terms of a percentage of minimum performance in a time period. Using the performance measure with its associated standard, you determine what error rate you should allow. Whatever the source, you should question whether the APL is realistic and represents how well the service must be provided.

An APL should rarely be 100% because this means perfect performance, which is very expensive and nearly impossible to achieve. APLs should equal, but not exceed, the standards met when the Government provides the services in-house. Ask yourself how well the Government did the job.

Task 6. Define the Lot

The “lot” is the frequency of the output to be measured (weekly, monthly, annually, etc.). This is vital to completing standards. To say that the standard must be met 95% of the time is only relevant if you know the duration of the time. An example of a “lot” is the number of calls per month. The calls responded to are the output and monthly is the frequency. There are two important factors when determining lots:

- The workload count in the lot must be significant enough to apply to the APL, and
- The output must be measurable.

Task 7. Reconcile the APLs

You need to test APLs for significance when you are determining the workload. Sometimes you will adjust the APL to be significant or the lot frequency to make the workload significant. The need for significant workload to apply to the APL is another reason why it is a good practice to roll up as many standards as possible into one to keep the number of standards to a minimum.

Task 8. Establish the Baseline

Baseline performance describes the actual performance during the 12 months prior to announcement of the cost comparison. A baseline is the best way to verify measures and standards.

Performance measures and data often already exist. Managers, the Division of Finance, and the Division of Human Resources may have much of the baseline data you need.

When you cannot find the baseline data you need, ask internal and/or private sector functional experts and use benchmarking, best practices, market research, customer and stakeholder interviews, etc.

Task 9. Validate Purposes, Goals, Services, and Outcomes

When you begin to identify performance measures and standards, you may realize you need to change the purposes, goals, services, or outcomes. Update the templates and other data collection/analysis tools as you finalize the performance measures and standards. Usually you can re-clarify them by interviewing SMEs.

Checklist of Key Tasks

PHASE 5: DEVELOP PERFORMANCE STANDARDS KEY TASKS	RESPONSIBILITY	√
1. Create Meaningful Standards		
2. Find Efficiency in Quality Standards		
3. Develop Timeliness Standards		
4. Define the Minimum Requirements		
5. Develop the Acceptable Performance Levels		
6. Define the Lot		
7. Reconcile the APLs		
8. Establish the Baseline		
9. Validate Purposes, Goals Services, and Outcomes		

PHASE 6. WRITING THE PWS

Overview

You can begin writing the PWS at the same time you're collecting and analyzing data. A lot of the PWS is boilerplate. PWS teams save time by beginning to write sections that are ready, while they finish data collection and analysis on other sections. Make sure you use models that are performance-based or revise models to make them based more heavily on performance.

If you follow all the phases we've discussed in this handbook, writing a PWS is relatively easy. Once you have gathered and analyzed data, only two things remain—writing the PWS and the QASP. This phase addresses writing the PWS and Phase 7 addresses the QASP.

Word of Caution: Be careful not to repeat material in different sections of the PWS or in other sections of the RFP.

To write the PWS you must express the desired output in clear, simple, concise, and legally enforceable terms. The formats we recommend present the specified tasks in a manner that everyone can understand. You will also need to determine what exhibits you want to include to help convey to the Service Provider the job requirements.

You write the PWS in service contract format. First, develop an outline to provide structure for the document. Following is a sample outline that we recommend. The PWS falls in section C of the request for proposal (RFP). The standard numbering scheme for service contracts is legal-numeric (for example, 1, 1.1, 1.2, etc.)

When writing a PWS, use the simplest language possible so that you can reach several different audiences. Read 116 FW 1, Plain Language in Fish and Wildlife Service Documents, and visit www.plainlanguage.gov for many tips and techniques for using plain language when writing.

SAMPLE OUTLINE

Section C-1: General

This section includes:

- A broad overview of the PWS,
- A description of the scope of work, and
- Government and SP conditions for performance.

Section C-2: Definitions

This section includes the terms and phrases you use in the PWS that readers need to know to understand the document. The definitions must clearly establish what you mean so that offerors understand them.

Section C-3: Government-Furnished Property and Services

This section references applicable exhibits and specific terms and conditions not covered in the Federal Acquisition Regulation (FAR) clauses. Do not use templates that duplicate or rewrite FAR clauses. Using these templates creates unnecessary redundancy, and worse, the potential for ambiguity.

Section C-4: Contractor-Furnished Items

This section holds the contractor accountable for all items they must provide to perform the services. This section may include specific standards for items.

Section C-5: Requirements

This section is the heart of the PWS. Most of the work you've done to analyze the activities will be in this section.

Section C-6: Publications and Forms

This section references exhibits that list the documents and forms the SP needs to perform the work.

Technical Exhibits

Some items are too bulky to include in the main body of the PWS (for example, spreadsheets with workload data). Also, you may want to include information helpful to the potential SPs. We use technical exhibits for this purpose.

After you have developed the outline, begin writing the most important section first—C-5: Requirements. By starting your writing tasks with the most important, you are more likely to spend the most time on this critical documentation.

Sections B, L, and M

Although the Contracting Officer is responsible for sections B, L, and M of the solicitation, the PWS team should provide input.

Section B – Cost/Price Schedule

The PWS team may help develop Contract Line Item Numbers (CLINs) or recommend variance ranges.

Section L – Instructions to Offerors

Because the PWS team writes the content for the technical evaluation, they understand how proposals will be evaluated. Their input into how offerors should organize proposals is very important.

Section M – Evaluation Criteria

The criteria, subfactors, and ranking all naturally flow from the PWS and development of instructions to offerors. The PWS team's input on this section is also very important.

Task 1. Develop Section C-5 (Requirements/Statement of Work)

This section of the PWS communicates the requirements to potential SPs in a clear manner.

Format

Generally, the best format is the one you know how to use. Following is a format that many agencies use. The advantage of this format is that it consolidates most of the key technical information into one section. This includes the requirements, standards, workload, and governing directives.

- C5.a Requirement
- C5.a.1 Conditions of Performance, including governing directives
- C5.a.2 Standards
- C5.a.3 Workload

Primary Outcomes

Primary outcomes are usually the easiest to identify both through analysis and common sense. The hardest decision is how to roll up the requirements to identify the true final outcomes, and the most common error is identifying interim outcomes as primary requirements. Performance measurement templates should identify most of these outcomes.

Secondary (Indirect) Requirements

These are outcomes that do not roll up to primary requirements, but that the agency should include. Common examples include:

- Reports
- Exceptions to normal requirements
- Special customer requirements
- Additional location requirements
- Seasonally-specific requirements
- Requirements that do not fit the primary cost methodologies (indefinite quantity requirements within a fixed price function)
- Hand-offs between Government services and SP requirements

These are the requirements that make PWS analysis worthwhile. Complete data collection and analysis help identify this category of requirements.

Backlog Requirements

These are outcomes that are not funded. The term “backlog” implies that we will complete the work when we have funding. You normally isolate these requirements in the PWS so that the Contracting Officer can show them as a separate Contract Line Item Number (CLIN) in Section B of the RFP. To be able to do this, you may need to identify the funded workload separate from the unfunded workload during job analysis.

Contingency Requirements

These are requirements associated with surge, mobility, and emergency situations. You cannot predict the level of effort for these requirements, so they are not appropriate for fixed-price contracts. You must describe contingency requirements separately within the PWS.

Standards

Standards are the measures that tie requirements and workload to performance. Even if you have good requirements and workload data, you will only write a successful PWS if you have good standards. The keys to developing good standards are:

- Use current standards (documented or reflected in estimates from Subject Matter Experts), where appropriate, or
- Clearly justify any change in standards from current (and funding), and
- Remember that all SPs must meet these standards, even the MEO.

You can put standards in section C-5 or in a separate performance requirements summary. We prefer to put all of the information in section C-5.

Individual and Combined Standards

Generally, we recommend that you do not combine quality and timeliness standards into one standard, but in some situations you may need to.

- Sometimes quality is more important than timeliness. For example, it may be more important that data in an annual report to Congress be accurate than to submit the report on the due date. The penalty you pay for it being wrong may be much bigger than that you would pay for it being late.
- Timeliness and quality may have different acceptable performance levels.
- Timeliness and quality measurements may be based on different lots, (i.e., quality is based on data elements and timeliness is based on number of submissions).

Very tight quality standards often reflect rework until it is correct. As a result, the timeliness standards should allow the extra time. Conversely, very tight timeliness standards often mean you must have more lenient quality standards.

The PWS is an evolutionary document that should become better with each draft. Subject Matter Experts may find it difficult to describe their activities in a performance-based approach, but they can quickly write a description of how they currently perform an activity.

You can use the “how to” information as a starting point for the PWS and let it evolve into a performance-based document using the following approach.

Step 1: Write it “as is”

C.5.3 Receiving

The Contractor must receive shipments. This includes: accepting receipt at the building

identified below for each category of items; processing documentation from the carrier; off-loading from the carrier for all but overnight deliveries; performing the initial condition inspection; completing initial staging; completing the initial inspection for count; completing receipt documents and forwarding to the receiving office; restaging items for pick-up or delivery; assisting in reconciling any problems with the GBL.

Step 2: Transform language into performance-based

The next step is to take the “how-to” and write the requirements using performance-based language with a focus on output, not how to. Although this may be an easy step for some, for employees who have been doing a task for 20 years, it can be emotional to roll it into three sentences. Sometimes it is better for an analyst on the PWS team, rather than the Subject Matter Expert, to do this. Following are the key steps in this conversion:

- Compare each requirement with the data you received.
- Identify the final outcomes and the interim outcomes.
- Roll up the final outcomes.
- Roll up standards.
- Determine if you should roll up the workload. It may be best to present it in a more detailed manner and not roll it up.

Performance-Based Example

C.5.3 Receiving

The Service Provider (SP) must receive shipments in a manner that results in proper handling, documentation, and staging.

Step 3: Apply future requirements

The next step is to modify the PWS to reflect only future requirements for future performance periods. This results in deleting some requirements and adding others. Your earlier analysis should have identified the future requirements.

Completed Example

C.5.3 Receiving

The Service Provider (SP) must complete receive shipments in a manner that results in proper handling, documentation, and staging.

C5.3.1 Standards (Quality and timeliness)

C5.3.2 Workload

C5.3.3 References

C5.3.4 Other Conditions of Performance

Task 2. Develop Section C-3 (Government-Furnished Property)

This section of the PWS includes all facilities, equipment, materials, and services the Government will provide to support the work the SP will perform. Although we want to ensure that providing property does not increase the chances that the SP will not perform, we also want to be sure we get as much use as possible out

of existing property. We often furnish property, but require that the SP maintain and replace it unless it is of high value.

Government-furnished property is especially important for cost comparisons. All property and services we reference in Section C-3 are common costs. This means the associated costs will be the same to the Government regardless of the outcome of the cost comparison. In accordance with OMB Circular A-76, these costs are not put on the cost comparison form. You should recognize that although the cost of ownership is common, all bidders must propose the cost of maintenance and replacement unless it is clear in this section that all maintenance and replacement will be the Government's responsibility.

Federal Acquisition Regulations (FAR) Clauses

FAR part 45 discusses GFP. The Contracting Officer (CO) should review FAR clauses in the 52.245 series (1 to 19). The PWS team then only needs to reference the appropriate section and address minor issues. You should not duplicate or contradict the FAR clauses in the PWS. Following are the primary issues associated with referencing the FAR clauses:

- **Suitable Condition.** Clause 52.245-2 Government Property (fixed-price contracts) discusses the expectation that Government-furnished property will be suitable for use. A joint inventory prior to actual receipt of property does not relieve the Government of this responsibility. Only SP acceptance of condition at the time of receipt and initial performance satisfies this requirement. Clause 52.245-19 allows the Government to provide property "as-is" without the performance expectation. In such cases, the "as-is" condition is as of the date that the SP inspects it.
- **Management of Government Property.** FAR subpart 45.5 requires contractors to "establish and maintain a system to control, protect, preserve, and maintain all Government property." It also specifies conditions for liability and responsibility. You should reference this section of the FAR, but you do not rewrite the information.
- **Other Issues.** Following are additional common issues addressed in the FAR clauses. You should only address them in section C-3 with the expressed consent of the CO.
 - Property records
 - Identification of property
 - Liability for property
 - Facility considerations
 - Use and charge information, as appropriate
 - Modernization
 - Modification
 - Maintenance
 - Replacement

Text

The key to writing Section C-3 is to stay on point and not repeat FAR clauses. You should describe:

- Government furnished services and utilities, and
- The type, limits, and process for requesting and receiving services.

Task 3. Develop Section C-4 (Service Provider Furnished Property)

Although technically a separate section, this information is a direct extension of the Government-furnished property documentation. You may simply state that SPs are responsible for any necessary property that the Government does not provide. Section C-4 may also include some restrictions on contractor-furnished property for safety, health, and warranty reasons.

Task 4. Develop Section C-1 (General)

This section of the PWS provides general information and conditions of performance. Do not duplicate procedures and policies in this section that you reference throughout the PWS. This section is often started early in the process due to the availability of information from Agency web sites or vision and mission statements.

Task 5. Develop Section C-6 (Publications and Forms)

This section of the PWS lists publications and forms applicable to the PWS. Be sure to designate between mandatory and advisory documents. Requiring mandatory documents is an issue during competitive sourcing studies:

- The more mandatory documents there are, the further away from performance-based contracting you get, and
- We require many mandatory processes to accomplish our mission.

You should try to mandate the output, not the process. The PWS team should carefully scrutinize applicable documents and try to limit the mandatory information.

Other Exhibits

You may use other exhibits to supplement the PWS. Following are the most common:

- Maps
- Building plans
- Systems descriptions
- Current activities

Task 6. Develop Section C-2 (Definitions)

This section of the PWS defines uncommon terms and acronyms. Try to limit the length of this section. You can do this by defining the term in the text the first

time you use it instead of putting it in this section. It will help contractors, however, if you list in this section all the organizational acronyms you use in the PWS (e.g., BPHR: Office of Budget, Planning and Human Resources).

Task 7. Release Draft PWS for Public Comment

To ensure you are publishing a good PWS, you must coordinate comments from the contracting office and Industry before giving the final PWS to the CO. You can ask the CO to post the draft PWS on www.FedBizOpps.gov for comment. The PWS team should encourage the affected employees and management to review and comment.

People commenting on the draft must provide their comments to the CO in writing.

- **Industry comments.** The most common comments you can expect to receive from industry involve their ability to write proposals using the chosen cost mechanism. Specifically, if you are writing fixed-price requirements, they must be detailed enough for industry to understand the level of risk. Industry comments are invaluable for improving the PWS, and the team should be receptive to the comments.
- **MEO team comments.** The MEO team also may comment on the PWS. However, the role of the MEO as a unique offeror and firewall issues raise specific concerns when making revisions.

The PWS team and the CO should be sure that the MEO's comments do not give them an unfair influence over PWS content. The PWS team should follow the same revision process in response to MEO comments as they do in response to industry comments. The CO has final approval authority over revisions.

- **Comments from management.** Members of the Directorate and other managers also may review the PWS after the CO publishes the draft. Management should comment in the same way that industry and the MEO team comment. This allows the CO to consolidate all comments, and gives the PWS team a data audit trail.

It is typical for managers to have many questions concerning historical and workload information. Although the PWS development process discussed in this chapter should eliminate major issues, the team must provide an audit trail that shows the reasonableness of the estimates, even if they are based on the best estimates of subject matter experts. Even if these comments don't require the team to change the PWS, they help to improve supporting documentation.

Task 8. Finalize the PWS

After the CO submits all comments to the PWS team, the team should decide how to incorporate the comments in the final PWS. The team makes modifications and gives the final PWS to the CO for inclusion in the Request for Proposal (RFP).

Task 9. Respond to RFP Questions and Comments

The CO and the PWS team typically develop a “Response to Comments” document and publish it on www.FedBizOpps.gov. The document shows who commented, what they said, and the PWS team’s rationale for incorporating or not incorporating comments into the PWS. The CO and PWS team work together to revise or amend the PWS and RFP.

Checklist of Key Tasks

PHASE 6: WRITING THE PWS KEY TASKS	RESPONSIBILITY	√
1. Develop Section C-5		
2. Develop Section C-3		
3. Develop Section C-4		
4. Develop Section C-1		
5. Develop Section C-6		
6. Develop Section C-2		
7. Release Draft PWS for Public Comment		
8. Finalize the PWS		
9. Respond to RFP Questions and Comments		

PHASE 7. WRITING THE QUALITY ASSURANCE SURVEILLANCE PLAN (QASP)

Overview

The QASP:

- Provides the model for measuring performance.
- Includes standards for performance.
- Ensures that the SP performs the work in the PWS in accordance with the requirements and standards.
- Is our best defense against poor performance or unwarranted cost increases.
- Implements the inspection and acceptance clauses in the FAR.

While the Government performs quality assurance to assess SP performance, the SP is responsible for quality control. Quality control means monitoring performance for compliance to the requirements and standards.

The best way to perform quality assurance is to assure that the SP's Quality Control Plan is effective—not to inspect and accept each product or service. The potential cost savings are enormous.

There are two key concepts that are the basis for a QASP:

- **Management by exception.** Quality assurance relates to the output service the SP provides. When the output is based on an SP-developed procedure, the Government only reviews the procedures leading to the output in exceptional circumstances. Satisfactory performance of the output service as specified in the contract normally indicates that the SP is using satisfactory procedures.

The Government should be concerned only when the services are not adequately performed. In this case, the inspector looks beyond the level of services provided to determine if the Government or the SP is causing the problem. If, for example, Government-furnished property is causing the problem, the Government must correct it. When the problem is the SP's fault, we tell the SP to take corrective action.

- **Performance Indicator.** Checking the performance values in the PWS helps to monitor the level of provided services. A performance value is a feature of the service that you can measure with a number. For example, two important performance values in vehicle maintenance and vehicle operations may be vehicle out-of-commission rate and taxi response time.

Task 1. Identify Key Performance Indicators

During the job analysis phase, you identified many performance standards. By rolling up the standards in the PWS, you can tell which indicators are critical to the service being provided. During this step, you also determine the availability of quality assurance manpower and the adaptability of each indicator to overlap and check many kinds of outputs.

Task 2. Identify Information Sources for Quality Assurance Surveillance

There are four major surveillance methods:

- Collecting system data,
- Reviewing random sampling results,
- Using surveillance checklists, and
- Analyzing validated customer complaints.

Each of these is described in more detail below.

System Data

System data is usually a primary source of information. This data comes from:

- Formal management information systems: These include financial management, activity-based costing models, and performance measurement systems.
- Automated information systems: These include automated information systems developed to enable and enhance functional requirements and may have report capabilities. Automated data collection devices are most applicable to manufacturing operations, but include any form of performance measurement. Typical automated management information includes:
 - Output counts by process or task
 - Response times
 - Completion times
 - Quality reports
 - Backlog reports
 - Labor use
 - Material use
 - Cost allocation

When implementing the QASP, we may change some systems to collect data so it is responsive to the PWS requirements.

The QASP should include periodic validation of the data. This is especially important when the SP collects and provides the data.

Random Sampling Results

A proven method of surveillance is random sampling. A Quality Assurance Evaluator samples the service to determine if the SP's level of performance is acceptable. If the level of performance is not adequate, the Government requires remedial action. If performance is adequate, no action is required and sometimes awards or incentives are appropriate. The Quality Assurance Evaluator should develop a "Sampling Guide" that describes how he or she will perform random sampling.

Surveillance Checklists

You may also use checklists to monitor SP performance. Checklists are useful when you are surveilling requirements infrequently. For example, if an SP must perform a service just once a month, you may include this service on a checklist. You should consider putting any service that is not provided on a daily basis on a checklist unless you can use system data to determine the quality of the service.

Validated Customer Complaints

No matter how good our surveillance plans are, the Quality Assurance Evaluator cannot check all aspects of the SP's performance. Validated customer complaints are a way to document certain kinds of service problems.

Evaluators need to carefully plan the way they will request and document customer complaints. To ensure you get valid customer complaints, you need to develop a formal process and educate customers. The PWS team must document the process in the QASP. Customer organizations should receive verbal and written information on the PWS requirements and standards. The Quality Assurance Evaluator should give operating instructions to each organization explaining the customer complaint program, the format and the content of a formal customer complaint, and the action that can be expected from those assigned to watching and managing the service contract.

We often receive customer complaints by telephone. The Quality Assurance Evaluator should ensure there is a record of complaints made.

Task 3. Write the QASP

The next task is to write the draft QASP and decide on the method of surveillance for the requirements in the PWS. After the PWS team develops the QASP, the CO reviews it for adequacy (if the CO didn't help write it). The most common revisions based on a CO's review are related to the method of surveillance.

Managers may also review the QASP before the performance decision is made. The most common issue managers identify is the ability to staff the QASP. Although this is not an issue the PWS team can address, it is a valid issue for financial management planning outside of the scope of the competition.

Task 4. Revising the QASP after Performance Decision

Typically, we make the most significant revisions to the QASP after making the performance decision. The PWS team may reconvene to revise the QASP.

The better practice, however, is to establish a QASP Implementation Team, and the members of that team revise the QASP.

Following are the key considerations for revisions:

- Each potential outcome has a specific initiation document (contract, letter of obligation) that must be followed when implementing the QASP.
- Evaluating the proposals gives the Government information about the selected SP's strengths and weaknesses. Known weaknesses may require closer initial implementation and coordination.
- SPs may propose technical approaches that require modifications to the QASP.
- Some contracts and agreements begin with modifications to accommodate changes, most commonly in workload. Any workload changes should be reflected in the final QASP. For example, workload changes may make random sampling more or less reasonable.

Checklist of Key Tasks

PHASE 7: WRITING THE QASP KEY TASKS	RESPONSIBILITY	√
1. Identify Key Performance Indicators		
2. Identify Information Sources for Quality Assurance Surveillance		
3. Write the QASP		
4. Revising the QASP after Performance Decision		

PHASE 8. FINALIZING THE CONTINUING GOVERNMENT ORGANIZATION (CGO)

Overview

The preliminary planning team started the Continuing Government Organization (CGO) document (see the Preliminary Planning and Integrated Data Collection Handbook). The CGO document ensures that we are able to continue to perform all worked required in the future. Our managers and Human Resources offices were given an opportunity to provide input and make recommendations.

During the PWS development process, you may have discovered some tasks related to the activities in the PWS, but that should not be in the PWS (e.g., inherently governmental activities). You need to incorporate these tasks into the CGO document so we can continue to perform them.

Task 1. Compile New Workload Data

You need to carefully review your data collection, ensuring that you move all work that is not in the PWS to the CGO document. As in preliminary planning, you need to gather time-per-task so you can determine the staffing need.

Task 2. Finalize the CGO Document

Writing the final CGO document is easier than writing the PWS. You do not need to develop standards or a QASP. The document simply includes a description of the work that we must continue to perform that the SP will not perform. The manager of the CGO develops performance standards in the employee performance plans.

When you have finished developing the descriptions of work, you give the CGO document to your servicing human resources office for classification and staffing. This is the end of the PWS team’s responsibility for the CGO. The human resources office and management fill the positions in the CGO document.

Checklist of Key Tasks

PHASE 8: FINALIZING THE CGO KEY TASKS	RESPONSIBILITY	√
1. Compile new workload data		
2. Finalize the CGO document		