



DEPARTMENT OF DEFENSE  
Defense Contract Management Agency

## IMMEDIATE POLICY CHANGE

### Purchase Request Package

Contracts Directorate  
OPR: DCMA-AQ

DCMA-INST 140 (IPC-1)  
June 9, 2014

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1. **POLICY.** This Immediate Policy Change (IPC) implements changes to DCMA-INST 140, "Purchase Request Package," December 9, 2013.
2. **PURPOSE.** The purpose of the IPC is to edit the funding requirements for Purchase Request Form (paragraph 3.7.).
3. **APPLICABILITY.** This IPC applies to all DCMA personnel responsible for processing procurement requests through DCMA Procurement Center DCMA-AQPW. This Instruction applies to proposed procurements that exceed the micro-purchase limit.
4. **NEW GUIDANCE.**
  - 4.1. Purchase Requests are no longer required to be funded for the Procurement Center to begin working procurement actions; instead, planning Purchase Requests will be accepted to allow for longer procurement lead times.
  - 4.2. Paragraphs 3.7.2, 3.7.3, 3.7.4, 3.7.5, and 3.7.6 are updated to read:
    - 3.7.2 A PR form is required for every new requirement and for a change to the initial PR regardless of whether the change is technical or monetary. ***There are two types of PRs: planning and funding. Both types of PRs must be issued on the purchase request form.*** Instructions to complete the form are included within the form. The PR number, also known as a document control number (DCN) is assigned by the requiring activity and consists of 14 characters based on the site activity code, document type, control number, organization code, fund year code and serial number. The PR/DCN also appears within the line of accounting and appropriation data specified by the appointed funds control officer or funds certifying officer. ***The line of accounting and appropriation data must be included on funded PRs only.***
    - 3.7.3. ***The A funding*** PR must always provide sufficient funds to cover the procurement action. If the PR does not have enough funding to cover the procurement action the contract specialist should notify the action officer that an increase in funds is required. PRs must state if the change results in a contract increase or decrease in funding or makes a change to the accounting and appropriation data. ***An increase in funding requires the Funds Control Officer to submit a PR Amendment through the Financial Liaison Center (DCMA-FBLB) for an***

*increase to the commitment in DBMS before the Procurement Center can proceed with the Procurement action. Planning PRs are not required to provide funds or accounting and appropriation data. Funded PRs that are cancelled require the Funds Control Officer to submit a cancelling PR to the Financial Liaison Center (DCMA-FBLB) within 30 days or by end of month to decommit the funds in DBMS.*

3.7.4. **Funding** PRs must use the appropriate type of funds for the support or service being purchased as follows (FMR Volume 2A, Chapter 1 (Reference (k))):

3.7.5. All PRs require *actions and approval signatures of some kind. Below are the actions and signatures required for each type of PR:*

- Action officer in the requiring activity completes information on the PR (*applicable to both planning and funding PRs*)
- Approving official in the requiring activity reviews and approves the PR (*applicable to both planning and funding PRs*)
- Funds control officer certifies that funds are available for obligation (*applicable to funding PRs only*)
- ~~Accounting technician in the Financial Liaison Center (DCMA-FLC) office records the funds commitment in DBMS.~~ *Financial Liaison Center (DCMA-FBLB) records the funds commitment in DBMS (applicable to funding PRs only)*

3.7.6. At the time of PR submission:

- ~~Supplies must be fully funded~~
- ~~Services must be funded for the first period of performance (except when the Agency is under continuing resolution authorization (CRA) funds must cover the CRA period specified)~~
- *Funds are not required to submit a planning PR to the Procurement Center; however, funds are required prior to execution of award*
- *Funds are required to submit a funding PR to the Procurement Center*
- Funds are not required to put a Blanket Purchase Agreement in place
- Funds are not required for year-end close out (YECCO) actions for staging

**5. RELEASABILITY – UNLIMITED.** This IPC is approved for public release and is located on DCMA's Internet Web site, <https://www.dcmamil>.

**6. EFFECTIVE DATE.** By order of the Director, DCMA, this IPC is effective immediately and shall remain in effect for 180 days from the date of signature or until rescinded, superseded, or incorporated in a DCMA policy, whichever is sooner.



Timothy P. Callahan  
Executive Director  
Contracts



**DEPARTMENT OF DEFENSE  
Defense Contract Management Agency**

**INSTRUCTION**

**Purchase Request Package**

**Contracts Directorate  
OPR: DCMA-AQ**

**DCMA-INST 140  
December 9, 2013**

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**1. PURPOSE.** This new Instruction:

a. Is based on guidance from various sources including Federal Acquisition Regulations (FAR), Defense Federal Acquisition Regulation Supplement (DFARS), United States Code (U.S.C.), and Government memorandums. See the References page for a comprehensive list of guidance used during development of this Instruction.

b. Describes how to prepare and process all required documents that comprise the purchase request (PR) package for procurements processed through the DCMA Procurement Center DCMA-AQPW.

c. Incorporates and cancels DCMA Instruction (DCMA-INST) 190, "Payment of Fees for Guest Lecturers, Speakers, and Panelists" (Reference (a)).

d. Is established in accordance with DoD Directive (DoDD) 5105.64, "Defense Contract Management Agency" (Reference (b)) and DCMA Instruction (DCMA-INST) 501, "Policy Publications Program" (Reference (c)).

**2. APPLICABILITY.** This Instruction applies to DCMA personnel responsible for processing procurement requests through the DCMA Procurement Center DCMA-AQPW. This Instruction applies to proposed procurements that exceed the micro-purchase limit.

**3. MANAGERS' INTERNAL CONTROL PROGRAM.** In accordance with DCMA-INST 710, "Managers' Internal Control Program" (Reference (d)), this Instruction is subject to evaluation and testing. Process flowcharts for this Instruction are located on the resource page.

**4. RELEASABILITY – UNLIMITED.** This Instruction is approved for public release.

**5. PLAS CODE(S).**

a. Process: 211, Operational Support Services, or task E211 if locally collected.

b. Programs: Acquisition Category/Other Customer (when applicable).

c. Other National; Training and Travel; or Local Programs (when applicable).

**6. POLICY RESOURCE WEB PAGE.** <https://home.dcma.mil/policy/140r>

**7. EFFECTIVE DATE.** By order of the Director, DCMA, this Instruction is effective December 9, 2013, and all applicable activities shall be fully compliant within 60 days from this date.



Timothy P. Callahan  
Executive Director  
Contracts



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## REFERENCES

- (a) DCMA-INST 190, "Payment of Fees for Guest Speakers, Lecturers, and Panelists," January 2011 (hereby canceled)
- (b) DoD Directive 5105.64, "Defense Contract Management Agency," January 10, 2013
- (c) DCMA-INST 501, "Policy Publications Program," October 1, 2013
- (d) DCMA-INST 710, "Managers' Internal Control Program," September 30, 2011
- (e) DCMA INST 121, "Contracting Officer's Representative (COR)," August 22, 2013
- (f) DCMA-INST 117, "Government Purchase Cards," July 31, 2011
- (g) Federal Acquisition Regulation (FAR) Part 7.104, General procedures
- (h) Section 863 of Public Law 111-383, "Ike Skelton National Defense Authorization Act (NDAA) for Fiscal Year 2011," January 7, 2011
- (i) FAR and Defense Federal Acquisition Regulation Supplement (DFARS) Part 7.5, Inherently Governmental Functions
- (j) Office of Federal Procurement Policy (OFPP) Policy Letter No. 11-1, "Performance of Inherently Governmental and Critical Functions," October 12, 2011
- (k) Financial Management Regulation Volume 2A, Chapter 1
- (l) DFARS, Procedures, Guidance, and Information (PGI) 210.070, Market research report guide for improving the tradecraft in services acquisition
- (m) FAR, Part 7.102, Policy
- (n) FAR, Part 10, Market Research
- (o) DFARS, 252.10, Market Research
- (p) DFARS, 237.102-78, Market research report guide for improving the tradecraft in services acquisition
- (q) FAR, Part 11.002, Describing Agency Needs
- (r) Competition in Contracting Act of 1984 (CICA)
- (s) FAR, Part 6.1, Full and Open Competition
- (t) FAR, Part 6.302, Circumstances Permitting Other Than Full and Open Competition
- (u) FAR, Part 8.405-6, Limiting Sources
- (v) FAR, Part 19.808-1, Contracting with the Small Business Administration (The 8(a) Program)
- (w) FAR, Part 13.501, Simplified Acquisition Procedures, Special Documentation Requirements
- (x) FAR, Part 15.002, Types of Negotiated Acquisition
- (y) FAR, Part 15.408, Solicitation Provisions and Contract Clauses
- (z) FAR, Part 37.104, Personal Services Contracts
- (aa) DFARS, Part 237.104, Personal Services Contracts
- (ab) Defense Acquisition University (DAU) Automated Requirements Roadmap Tool (ARRT) Performance Based Service Acquisition Guide and Tool
- (ac) DAU Service Acquisition Mall
- (ad) FAR, Part 46.401, Government Contract Quality Assurance
- (ae) DFARS, Part 246.401, Government Contract Quality Assurance, General
- (af) DFARS, Part 237.172, Service Contracts Surveillance
- (ag) DAU, Service Acquisition Mall, Step Four - Requirements Definition
- (ah) DFARS, Part 215.470, Estimated Data Prices
- (ai) FAR Clause 52.245-1, Government Property

- (aj) FAR Part 45, Government Property
- (ak) DFARS PGI 245.103-70, Furnishing Government Property to Contractors
- (al) DoD Instruction 5000.64, "Accountability and Management for DOD Equipment and Other Accountable Property," May 19, 2011
- (am) FAR Part 15.204-5(c), Representations and Instructions
- (an) FAR, Part 15.304, Evaluation Factors and Significant Subfactors.
- (ao) Section 2305 of Title 10, United States Code
- (ap) Section 253a of Title 41, United States Code
- (aq) FAR, Part 15.304, Evaluation Factors and Significant Subfactors
- (ar) DoD Source Selection Procedures, March 11, 2011
- (as) FAR, Part 7.105, Contents of Written Acquisition Plans
- (at) DFARS PGI 201.602-2 Contracting Officers Responsibilities
- (au) DoD Contracting Officer's Representative Tracking (CORT) Tool
- (av) DoD COR Handbook, March, 22, 2012



## **CHAPTER 1**

### **POLICY**

**1.1. OVERVIEW.** It is DCMA policy that:

1.1.1. Purchase request (PR) packages shall be submitted with all required acquisition documents to support the procurement of supplies and services.

1.1.2. PRs must be submitted to the DCMA Procurement Center in a timely manner in accordance with the procurement administrative lead times (PALT) outlined in this Instruction.

1.1.3. PR documents shall be coordinated and approved by the appropriate individuals based on the total dollar value of the proposed acquisition.

1.1.4. PRs shall be properly funded, certified and committed.

## CHAPTER 2

### ROLES AND RESPONSIBILITIES

**2.1. OVERVIEW.** This chapter defines the roles and responsibilities of individuals who are primarily responsible for the execution of the policy established in this Instruction. This chapter identifies the key officials who will carry out the policy and also identifies the overarching associated duties that each individual is required to perform.

**2.2. DIRECTOR, DCMA (DIRECTOR).** The Director reviews and approves, or disapproves, justifications and approvals (J&A) for sole source acquisitions greater than \$85.5 million.

**2.3. DEPUTY DIRECTOR, DCMA (DEPUTY DIRECTOR).** The Deputy Director:

2.3.1. Chairs the Service Acquisition Review Board (SARB) and approves, or disapproves all service acquisitions.

2.3.2. Approves fees for guest speakers when in excess of \$2,000 and the Deputy Director is the next higher organizational echelon of the individual requesting approval.

**2.4. EXECUTIVE DIRECTOR, CONTRACTS.** The Executive Director, Contracts is delegated by the Agency Director the head of the contracting activity (HCA) and referred to as the HCA in this Instruction. The Contracts Directorate executive director:

2.4.1. Participates in the SARB.

2.4.2. Reviews and approves acquisition plans and solicitations greater than \$10 million.

2.4.3. Reviews and approves J&As with a value between \$12.5 million and \$85.5 million.

2.4.4. Reviews J&As for sole source acquisitions greater than \$85.5 million prior to sending to the Director.

2.4.5. Reviews and approves all documents required to go to higher level authorities.

**2.5. DEPUTY DIRECTOR, CONTRACTS/COMPETITION ADVOCATE.** The Deputy Director, Contracts reviews and approves J&As for sole source acquisitions greater than \$650,000 up to \$12.5 million.

**2.6. SMALL BUSINESS OFFICE DIRECTOR.** The Small Business Office director reviews and signs all acquisition plans greater than \$8 million.

**2.7. PROCUREMENT DIVISION DIRECTOR.** The Procurement Division director reviews and approves acquisition plans and solicitations for procurements greater than \$1 million, reviews all J&As greater than \$650,000 up to \$12.5 million, and reviews and approves all documents going to higher-level authorities.

**2.8. PROCUREMENT CENTER DIRECTOR.** The Procurement Center director:

2.8.1. Participates in the SARB and the acquisition review board (ARB).

2.8.2. Reviews and approves acquisition plans and solicitations for procurements greater than \$150,000.

2.8.3. Reviews J&As between \$650,000 and \$12.5 million.

2.8.4. Reviews the technical specification or performance work statement (PWS) for each proposed procurement.

2.8.5. Reviews the market research form.

2.8.6. Reviews the independent government cost estimate (IGCE).

2.8.7. Reviews and approves all documents going to higher level authorities.

**2.9. CONTRACTING OFFICER'S REPRESENTATIVE (COR).** The COR completes all COR training requirements prior to nomination and must comply with DCMA-INST 121, "Contracting Officer's Representative (COR)" (Reference (e)).

**2.10. ACTION OFFICER OF THE REQUIRING ACTIVITY.** The action officer:

2.10.1. Prepares the technical specification or PWS.

2.10.2. Conducts market research.

2.10.3. Prepares the market research form.

2.10.4. Prepares and signs the IGCE, prepares acquisition plan.

2.10.5. Prepares J&A, if required.

2.10.6. Prepares contract data requirement list (CDRL) and data item description (DID), if required.

2.10.7. Prepares and signs the personal or non-personal services determination, if required.

2.10.8. Prepares and signs the inherently governmental services determination, if required.

2.10.9. Prepares the security requirements checklist, if required and drafts the DD 254, Contract Security Classification Specification, if required.

2.10.10. Prepares the Government furnished property (GFP) list, if required.

2.10.11. Prepares the technical evaluation factors form.

2.10.12. Participates in the ARB.

**2.11. CONTRACT SPECIALIST.** The contract specialist:

2.11.1. Participates in the ARB.

2.11.2. Prepares the DD 2579, Small Business Coordination Record.

2.11.3. Reviews the technical specification or PWS.

2.11.4. Reviews and signs the market research form.

2.11.5. Reviews the IGCE.

2.11.6. Assists in preparing the acquisition plan and signs the plan.

2.11.7. Assists the action officer in preparing the J&A, if required.

2.11.8. Reviews the CDRL and DID, if required.

2.11.9. Reviews the personal or non-personal services determination, if required.

2.11.10. Reviews the inherently governmental services determination, if required.

2.11.11. Reviews the security requirements checklist and the DD 254, if required.

2.11.12. Prepares the solicitation document.

2.11.13. Routes all documents to the contracting officer (KO) for review.

**2.12. CONTRACTING OFFICER (KO).** The KO:

2.12.1. Participates in the ARB.

2.12.2. Signs the DD 2579, Small Business Coordination Record.

2.12.3. Reviews the technical specification or PWS.

2.12.4. Reviews and signs the market research form.

2.12.5. Reviews the IGCE.

2.12.6. Assists in preparing the acquisition plan and signs the plan.

2.12.7. Assists the action officer in preparing the J&A if required and signs the J&A.

2.12.8. Reviews the CDRL and DID if required.

2.12.9. Reviews and signs the personal or non-personal services determination, if required.

2.12.10. Reviews and signs the inherently governmental services determination, if required.

2.12.11. Reviews the security requirements checklist and the DD 254, if required.

2.12.12. Reviews the solicitation document.

2.12.13. All acquisition documents reviewed and signed must be within the KO's warranted signature authority.

**2.13. POLICY ANALYST, ACQUISITION POLICY (AQP).** The policy analyst:

2.13.1. Ensures regulatory compliance of contracting actions.

2.13.2. Participates in the ARB.

2.13.3. Reviews the technical specification or PWS.

2.13.4. Reviews the market research form.

2.13.5. Reviews the IGCE.

2.13.6. Reviews acquisition plans greater than \$150,000.

2.13.7. Reviews and signs acquisition plans greater than \$650,000.

2.13.8. Reviews solicitations greater than \$650,000.

2.13.9. Reviews J&As greater than \$650,000.

2.13.10. Reviews the CDRL and DID, if required.

2.13.11. Reviews the personal or non-personal services determination, if required.

2.13.12. Reviews the inherently governmental services determination, if required.

2.13.13. Reviews the security requirements checklist and DD 254, if required.

**2.14. OFFICE OF GENERAL COUNSEL (GC).** Office of General Counsel (GC):

2.14.1. Reviews the procurement request package to determine legal sufficiency of contract action.

2.14.2. May participate in the ARB for procurements greater than \$1 million.

2.14.3. Reviews the technical specification or PWS.

2.14.4. Reviews the market research form.

2.14.5. Reviews the IGCE.

2.14.6. Reviews acquisition plans greater than \$150,000.

2.14.7. Reviews and signs acquisition plans greater than \$150,000.

2.14.8. Reviews and provides a legal opinion for solicitations greater than \$650,000.

2.14.9. Reviews and signs J&As greater than \$150,000.

2.14.10. Reviews the CDRL and DID if required.

2.14.11. Reviews and signs the personal or non-personal services determination, if required.

2.14.12. Reviews and signs the inherently governmental services determination, if required.

2.14.13. Reviews the security requirements checklist and DD 254, if required.

**2.15. COMPONENT HEAD.** The component head approves guest speakers when fee is in excess of \$2,000, and when the component head is the next higher organizational echelon of the individual requesting approval.

**2.16. REGIONAL COMMANDS CHIEF OPERATIONS OFFICER.** The regional commands chief operations officer approves guest speakers when the fee is in excess of \$2,000 and the regional command chief operations officer is the next higher organizational echelon of the individual requesting approval.

**2.17. CONTRACT MANAGEMENT OFFICE REGIONAL COMMANDER.** The contract management office regional commander approves guest speakers when the fee is in excess of \$2,000 and the contract management office regional commander is the next higher organizational echelon of the individual requesting approval.

## **CHAPTER 3**

### **PROCEDURES**

#### **3.1. PROCUREMENT ADMINISTRATIVE LEAD TIME (PALT).**

3.1.1. Sufficient processing time is required to prepare, review and coordinate the required documents and award any procurement action. The PALT is the time between the receipt and acceptance of a complete and adequate purchase request (PR) package by the Procurement Center and the award of the resultant contract action. A PR package is considered complete when all the PR documents have been properly coordinated, all applicable documents listed on the PR checklist are included in the package and the package is ready for execution at the time of submission to the Procurement Center without rewrites.

3.1.2. PALT will vary depending on the nature of the procurement action and many factors affect the amount of PALT required. The PALTs listed in Table 1 are the Agency standard and represent the average amount of time needed to process, solicit, and award a contract and should be used for planning purposes. They allow adequate time for market research, public announcement, required policy, peer and legal reviews, development of solicitation and contract documents, industry time needed to review the requirement and submit a proposal, and time needed to evaluate proposals and select the offer representing the best value to the government.

3.1.3. Requiring activities should prepare and coordinate PR packages at the earliest date possible, even prior to receipt of new fiscal year (FY) funds. Emergency requirements will be individually negotiated with the Procurement Center to formulate the best acquisition approach to meet the requiring activity's immediate need. DCMA PALT standards, designated in calendar days, are as follows:



**Table 1. PALT Calculator**

<b>PROCUREMENT ADMINISTRATIVE LEAD TIME CALCULATOR</b>	
<b>TYPE OF ACTION</b>	<b>PALT calendar days</b>
Simplified Acquisition Procedures < \$25K	30
Simplified Acquisition Procedure \$25K to \$150K	50
Full & Open Competition > \$150K	180
Delivery Order government-wide acquisition contract (GWAC), National Aeronautics and Space Administration Solution for Enterprise-Wide (NASA SEWP), Army contracts) for Supplies < \$150K	40
Delivery Order (GWAC, NASA SEWP, Army contracts) for Supplies > \$150K	60
BPA Basic	180
BPA Call Orders	30
Furniture	120
Modification (all cost change type mods)	50
Modification Option Exercise	45
Modification to Deobligate Funds	45
Modification, Administrative (no cost)	45
Military Interdepartmental Purchase Request Transfer Funds to another Government Agency	15
Conferences < \$25K	43
Conferences > \$25K	62

### **3.2. PURCHASE REQUEST PACKAGE.**

3.2.1. A PR package is required when a need for supplies or services arises and the total proposed procurement value exceeds the micro-purchase limit (currently \$3,000). Proposed procurements that are less than the micro-purchase limit and within the Government Purchase Card (GPC) dollar limitation must be processed through the GPC program (DCMA-INST 117 “Government Purchase Cards,” Reference (f)). Several procurement methods can be used to acquire supplies or services, including: soliciting and awarding a new contract, placing a call against an existing DCMA blanket purchase agreement (BPA), or order against an existing contract awarded by another DoD or non-DoD contracting activity; however, all methods require a PR package to support the requirement.

3.2.2. The term “PR package” is used to describe all required documentation needed to support the proposed contracting method and coordinate a PR within DCMA. The composition and complexity of each PR package should be commensurate with the estimated cost or price and complexity of each requirement, and the contracting method that will be used to acquire the supplies or services. The checklist in Table 2 identifies the PR package documents that are required for a service and a supply acquisition and the dollar threshold establishing when each document is required. Procurement Center personnel may be contacted at any point during the process to answer questions and assist with document preparation.

**Table 2. Purchase Request (PR) Package Checklist**

<b>PURCHASE REQUEST (PR) PACKAGE CHECKLIST</b>				
The following is a list of documents that are required to support a PR Package depending on the nature and total dollar value of the requirement.				
	<b>Document Requirements</b>	<b>Supplies</b>	<b>Services</b>	<b>Dollar Value</b>
<b>1</b>	Purchase Request Form	X	X	All
<b>2</b>	Market Research Form	X	X	All
<b>3</b>	Independent Government Cost Estimate (IGCE)	X	X	All
<b>4</b>	Acquisition Plan	X	X	>\$1M
<b>5</b>	Simplified Acquisition Plan	X	X	<\$1M
<b>6</b>	Justification for Other Than Full and Open Competition:			
	<b>A</b> Limited Source or Brand Name Justification - Orders placed against GSA Schedules (FAR Part 8.4)	X	X	GSA FSS
	<b>B</b> Justification for Other Than Full and Open Competition (FAR Part 13)	X	X	<\$150K
	<b>C</b> Justification for Other Than Full and Open Competition (FAR Part 15)	X	X	>\$150K Commercial or Open Market
<b>7</b>	Performance Work Statement		X	All
<b>8</b>	Technical Specification	X		All
<b>9</b>	Quality Assurance Surveillance Plan (QASP)		X	>\$150K
<b>10</b>	Contract Data Requirements List (CDRL)	X	X	As Required
<b>11</b>	Data Item Description (DID)	X	X	As Required
<b>12</b>	Contracting Officer's Representative Nomination via CORT Tool		X	All – see note
<b>13</b>	Personal or Non-personal Services Determination		X	All – see note
<b>14</b>	Inherently Governmental Services Determination		X	All – see note
<b>15</b>	Security Requirements Checklist	X	X	All – see note
<b>16</b>	DD Form 254, Contract Security Classification Specification	X	X	As Required

<b>17</b>		Government Furnished Property List		X	If Applicable
<b>18</b>		Best Value Evaluation Factors Form	X	X	All
<b>19</b>		Authorization for Guest Speakers, Lecturers, and Panelists		X	As Required
<p>Notes –</p> <p>12 – Applies to all service contracts unless following three conditions are met: 1) the award uses simplified acquisition procedures; 2) the requirement is not complex; and 3) the KO documents the file why the COR appointment is unnecessary.</p> <p>13 and 14 - If services are incidental to delivery of supplies (e.g., maintenance of copiers) a Personal or Non-Personal Services Determination and an Inherently Governmental Services Determination is not required.</p> <p>15 – Required for services or supply requirements when a contractor will have routine physical access to a government site to perform duties.</p>					

3.2.3. Each document in the PR package is required by law or regulation as referenced. PR documents required and the review and approval authority vary depending on the total dollar value of the acquisition as shown in the resource page document titled “Threshold Approval Chart” at Attachment 1.

### **3.3 ACQUISITION PLANNING.**

3.3.1. Early planning for an acquisition is the best way to ensure that the products and/or services are acquired in the most efficient manner and result in the best value for the Government. This planning requires the integrated efforts of all personnel responsible for significant aspects of the acquisition. The purpose of this planning is to ensure that the Government meets its needs in the most effective, economical, and timely manner. See FAR Part 7.104, General procedures (Reference (g)).

3.3.2. Acquisition planning should begin as soon as the requirement is identified. Acquisition planning involves a general consideration of all the elements that will be required in connection with a particular acquisition. This process may be simple or elaborate, depending on the cost, complexity, or importance of the items or services being acquired. The acquisition plan defines the approach to provide maximum practicable opportunities to small business, including small disadvantaged business, women-owned small business, veteran-owned small business, service-disabled small business and historically underutilized business zones (HUBZone). DCMA has been assigned various Agency contracting goals by the Director of Defense Procurement and Acquisition Policy (DPAP). The Director and Contracts Directorate executive director have tasked the Procurement Center to be proactive in meeting or exceeding DCMA’s contracting goals. The Procurement Center staff reviews and makes recommendations or changes to requirements and acquisition strategies as necessary to help meet these goals, while providing quality services and supplies to the agency.

### **3.4. SERVICE ACQUISITION REVIEW BOARD (SARB).**

3.4.1. Ike Skelton National Defense Authorization Act (NDAA) for FY 11, Section 863 (Reference (h)) requires establishment of requirement processes for the acquisition of services to ensure a process for identifying, assessing, reviewing and validating requirements for the acquisition of services. DCMA accomplishes this by conducting a SARB meeting to review the need for the service and whether the service should be contracted out or insourced. The SARB will consider currently available contracted services and identify opportunities for efficiencies. The SARB will convene monthly to review all proposed service acquisitions and modifications to these acquisitions regardless of dollar value. This SARB is held prior to submitting a PR package and time to conduct this review is not included in PALT. The SARB process is the mechanism to validate any new support service and all existing support service contracts. New procurements, exercise of options on existing service contracts, and modifications to existing service contracts increasing scope and dollars must be brought to the SARB. The goal for SARB review is six months prior to anticipated award date, option exercise date, or modification date.

3.4.2. The SARB members include the Deputy Director, serving as the chair, a representative from the requiring activity, along with directors from the following organizations:

- Contracts Directorate - AQ
- Financial and Business Operation Directorate - FB
- Office of General Counsel - GC
- Human Capital Directorate - HC
- Information Technology Directorate - IT

3.4.3. Requiring activities are required to provide the following information to the SARB for consideration:

- Service requirement
- Estimated contractor full time equivalents (CFTE)
- Estimated costs
- Budget
- Length of performance
- Long term need and long term support plan
- Alternatives for support
- Product service code

3.4.4. The SARB brief template is provided on the resource page at Attachment 2. The action officer in the requiring activity prepares the brief. The action officer or a manager in the RA presents the brief to the SARB. SARB decisions will be to:

- Procure the service
- Continue the service
- Modify or restructure the service
- Terminate the service

- Insource the service

The request to proceed with the service acquisition must be endorsed by the SARB prior to commencing with the acquisition. If the requirement is approved by the SARB, the DCMA Deputy will sign the last page of the SARB brief reflecting the authorization to proceed with the requirement. The action officer should submit the SARB approval page as part of the procurement package. The SARB approval page must be routed with the purchase request form to FB and to the Procurement Center. If the SARB disapproves the service action, the procurement action will be stopped and the action officer should take action as directed by the SARB.

### **3.5. INHERENTLY GOVERNMENTAL FUNCTIONS.**

3.5.1. The inherently governmental checklist is provided on the resource page at Attachment 3. The term inherently governmental function means a function that is so intimately related to the public interest as to mandate performance by Government employees. An inherently governmental function includes activities that require either the exercise of discretion in applying Government authority, or making value judgments in exercising decisions for the Government. Governmental functions normally fall into two categories: the act of governing (i.e., the discretionary exercise of Government authority) and monetary transactions and entitlements.

3.5.2. An inherently governmental function involves, among other things, the interpretation and execution of the laws of the United States that:

3.5.2.1. Bind the United States to take or not to take some action by contract, policy, regulation, authorization, order, or otherwise.

3.5.2.2. Determine, protect, and advance United States economic, political, territorial, property, or other interests by military or diplomatic action, civil or criminal judicial proceedings, contract management, or otherwise.

3.5.2.3. Significantly affect the life, liberty, or property of private persons.

3.5.2.4. Commission, appoint, direct, or control officers or employees of the United States.

3.5.2.5. Exert ultimate control over the acquisition, use, or disposition of the property, real or personal, tangible or intangible, of the United States, including the collection, control, or disbursement of Federal funds.

3.5.3. Inherently governmental functions normally do not include gathering information for or providing advice, opinions, recommendations, or ideas to Government officials. They do not include functions that are primarily ministerial and internal in nature, such as building security, mail operations, operation of cafeterias, housekeeping, facilities operations and maintenance, warehouse operations, motor vehicle fleet management operations, or other routine electrical or mechanical services.

3.5.4. The inherently governmental functions checklist must be completed by the requiring activity for each acquisition for services prior to completing the SARB brief. The SARB brief requires a declaration from the requiring activity that the proposed service is not an inherently governmental function and whether or not it involves an activity closely associated to an inherently governmental function. If it is determined that the service is inherently governmental, the procurement process stops. If any functions are identified as closely associated to inherently governmental the Office of General Counsel will review to determine whether the service is inherently governmental or not. The checklist is signed by the action officer of the requiring activity, the KO and if any closely associated functions are identified, it is reviewed and signed by legal counsel. If legal counsel concurs that the service is closely associated with an inherently governmental function but not inherently governmental, the procurement may proceed. Higher-level regulations pertaining to this requirement include:

- FAR and DFARS Part 7.5, Inherently Governmental Functions (Reference (i))
- OFPP Policy Letter No. 11-1, “Performance of Inherently, and Governmental and Critical Functions” (Reference (j))

### **3.6. ACQUISITION REVIEW BOARD (ARB).**

3.6.1. An ARB is required if either of the following applies:

- Service acquisitions greater than \$150,000
- Supply contracts greater than \$1 million

3.6.2. The objective of the ARB is to review the acquisition strategy, the contract type, the evaluation factors and elements, the performance work statement or technical specifications for clarity, and to ensure the proposed acquisition strategy is structured to foster competition wherever possible. The ARB will be held when the required PR package documents are prepared by the requiring activity and the package is ready for review and discussion by the acquisition team.

3.6.3. At a minimum the ARB should consist of the following acquisition team members: KO, contract specialist, procurement analyst, an individual from the requiring activity most familiar with the requirement, and a representative from the Small Business Directorate. For proposed acquisitions exceeding \$1 million, a representative from DCMA’s GC is requested to attend.

3.6.4. ARB reviews will include the following:

- Purchase request form
- Market research form
- Sole source justification (if applicable)
- Performance work statement (PWS) (services only)
- Technical specification (supplies only)
- Contract data requirements list (CDRL) (if applicable)

- Data item descriptions (DID) (if applicable)
- Independent Government Cost Estimate (IGCE)
- Quality assurance surveillance plan (QASP) (services only)
- Determination of personal or non-personal services checklist (services only)
- Determination of non-inherently governmental functions (services only)
- Best value evaluation factors form
- Acquisition plan

3.6.5. Upon completion of the documents listed in paragraph 3.6.4, the requiring activity will send an email with all completed documents to the Procurement Center Director proposing a meeting date for the ARB. The Procurement Center Director will coordinate with the KO, Procurement Center policy analyst, and GC to convene the ARB.

3.6.6. Requiring activities should allow for a minimum of 10 days to complete the ARB process since follow-up ARBs are frequently conducted to finalize actions from the initial ARB. The ARB may recommend that the requiring activity be afforded the opportunity to re-convene to review the changes, to make the requested changes, and to resubmit all documentation with their PR. PALT includes anticipated ARB review time; however, it does not include SARB review time.

### **3.7. PURCHASE REQUEST FORM.**

3.7.1. The purchase request form located on the resource page at Attachment 4, provides for:

- Information about the requirement including the description of supplies
- Contract number or blanket purchase agreement (BPA) number, if known
- Product service code (PSC)
- Quantity
- Estimated price
- Required delivery date or period of performance
- Shipping address
- Action officer
- Approving official
- Accounting and appropriation data
- Certification of funds availability, and
- Validation of commitment of funds

3.7.2. A PR is required for every new requirement and for a change to the initial PR regardless of whether the change is technical or monetary. Instructions to complete the form are included within the form. The PR number, also known as a document control number (DCN) is assigned by the requiring activity and consists of 14 characters based on the site activity code, document type, control number, organization code, fund year code and serial number. The PR/DCN also appears within the line of accounting and appropriation data specified by the appointed funds control officer or funds certifying officer.



3.7.3. The PR must always provide sufficient funds to cover the procurement action. If the PR does not have enough funding to cover the procurement action the contract specialist should notify the action officer that an increase in funds is required. PRs must state if the change results in a contract increase or decrease in funding or makes a change to the Accounting and Appropriation Data.

3.7.4. PRs must use the appropriate type of funds for the support or service being purchased as follows (FMR Volume 2A, Chapter 1(Reference (k)):

3.7.4.1. Operations and maintenance (O&M) appropriations are used to fund 'expenses'. Expenses are the costs incurred to operate and maintain the organization such as personal services, supplies, utilities, rental charges, fuel, maintenance and repair of equipment, and other items of equipment with a unit cost of under \$250,000. O&M funds may be used for office improvements such as paint, carpet, and furniture. For information technology purchases, O&M funds may be used for the purchase of modernization costs under \$250,000, annually-funded software licenses, minor improvements to software functionality, software maintenance, and commercial off the shelf items.

3.7.4.2. Procurement appropriations (procurement, defense wide (PDW)) are used to fund "investments". Investments are the costs that result in the acquisition of, or an addition to, end items, capital assets, and property. These costs benefit future periods and generally are of a long term character. A purchase of an item or system that costs in excess of \$250,000 is generally considered investment and should be funded with PDW funds. For information technology purchases, acquiring and deploying a complete system with a cost of \$250,000 or more is an investment and should be procured using procurement funds.

3.7.4.3. Research, development, test and evaluation (RDT&E) appropriations are used to develop major upgrades increasing the performance envelope of existing systems, purchase test articles, and conduct developmental testing and/or initial operational test and evaluation prior to system acceptance. In general, all developmental activities involved in bringing a program to its objective system should be funded with RDT&E funds.

3.7.5. All PRs require the following actions and signatures:

- Action officer in the requiring activity completes information on the PR
- Approving official in the requiring activity reviews and approves the PR
- Funds control officer certifies that funds are available for obligation
- Accounting technician in the Financial Liaison Center (DCMA-FLC) office records the funds commitment in DBMS

3.7.6. At the time of PR submission:

- Supplies must be fully funded
- Services must be funded for the first period of performance (except when the Agency is under continuing resolution authorization (CRA) funds must cover the CRA period specified)

- Funds are not required to put a Blanket Purchase Agreement in place
- Funds are not required for year-end close out (YECCO) actions for staging

3.7.7. All PR forms must be submitted to the DCMA Procurement Center inbox at [ProcurementCenter@dcma.mil](mailto:ProcurementCenter@dcma.mil) for action. If SARB approval is required, the SARB approval sheet must be routed with the PR form.

### **3.8. MARKET RESEARCH FORM.**

3.8.1. The market research form is provided on the resource page at Attachment 5. Market research means collecting and analyzing information about capabilities within the market to satisfy the agency's needs. The market research form provides various methods and website links to conduct market research and the vehicle to document the recommended sources found during market research that can fulfill the requirement. The action officer must conduct market research adequate and appropriate to the circumstances, and commensurate with the total value of the acquisition to determine sources available and capabilities of small businesses. Action officers must always characterize their efforts and requests for information to vendors as market research. The results of market research will help determine how to structure the acquisition in terms of full and open competition or set-aside exclusively for small business. The first page of the form is prepared and signed by the action officer in the requiring activity and the second page of the form is completed by the contract specialist and concurred with by the KO.

3.8.2. The resource page provides a link to the DoD Market Research Report Guide for Improving the Tradecraft in Services Acquisition, Reference (k|l)).

3.8.3. DCMA requires market research for every requirement greater than the micro-purchase threshold. Market research references include:

- FAR Part 7.102, Policy (Reference (m))
- FAR Part 10, Market Research (Reference (n))
- DFARS 252.10, Market Research (Reference (o))
- DFARS 237.102-78, Market Research Report Guide for Improving the Tradecraft in Services Acquisition (Reference (p))
- FAR Part 11.002, Describing Agency Needs (Reference (q))

### **3.9. JUSTIFICATION FOR OTHER THAN FULL AND OPEN COMPETITION.**

3.9.1. The Competition in Contracting Act of 1984 (CICA) (Reference (r)) mandates that actions over the micro-purchase dollar threshold are subject to full and open competition. Requirements will be competed to the maximum extent practicable, to allow opportunity for all responsible offerors who are interested to propose on the requirement, and to obtain supplies or services from the source whose offer is the most advantageous to the Government (see FAR Part 6.1, Full and Open Competition) (Reference (s)). Unless otherwise prescribed by the FAR, requirements that restrict competition to one source, limited sources, or a specific brand name require a written justification and approval (J&A). The results of market research conducted by

the customer determine if the procurement may be solicited competitively, or if competition will be restricted.

3.9.2. Requests to contract by limiting competition due to a lack of advance acquisition planning are not authorized. Requirements must not be split into several smaller dollar value actions in order to avoid the dollar thresholds requiring competition. If the market research results clearly indicate that the Government may need to procure supplies or services using other than full and open competition, the requiring activity shares responsibility with the Procurement Center to provide written documentation to justify limiting competition. FAR Part 6.302, Circumstances Permitting Other Than Full and Open Competition (Reference (t)) provides seven sole source authorities from which the requiring activity will select to frame the written justification. The action officer prepares the justification for limiting competition; the KO approves and signs the justification; if greater than \$650,000, the DCMA Competition Advocate must approve and sign the justification. J&As written to support contract actions greater than \$150,000 are reviewed and approved by the Office of General Counsel.

3.9.3. The justification templates for various types of acquisitions are located on the resource page include:

- Limited Sources Justification (FAR Part 8.405-6) (Reference (u)) Attachment 6
- Sole Source Under the 8(a) Program (FAR Part 19.808-1) (Reference(v)) - Attachment 7
- Justification for Other Than Full and Open Competition (Simplified Acquisition Threshold) (FAR Part 13.501) (Reference (w)) - Attachment 8
- Justification for Other Than Full and Open Competition (FAR Part 15.002, Types of Negotiated Acquisition) (Reference (x)) – Attachment 9

3.9.4. An item peculiar to one manufacturer can be a particular brand name, product, or a feature of a product, available from only one manufacturer. A brand name item, whether available on one or more supply schedule contracts, is an item peculiar to one manufacturer. Brand name specifications shall not be used unless the particular brand name, product, or feature is essential to the Government's requirements, and market research indicates other companies' similar products, or products lacking the particular feature, do not meet, or cannot be modified to meet, the Agency's needs.

### **3.10. INDEPENDENT GOVERNMENT COST ESTIMATE (IGCE).**

3.10.1. The IGCE is provided on the resource page at Attachment 10. The IGCE is prepared for all cost elements in the requirement, broken out by base period and option periods for the proposed contract. The IGCE provides:

- A reasonable estimate for the amount of funds to be certified for the procurement
- The baseline to determine that the price is fair and reasonable
- A determination the contracting office is required to make for every procurement

A contractor's estimated price obtained during market research without additional analysis is not an adequate IGCE. The IGCE must reflect the action officer's findings and include the rationale for the basis of the estimate.

3.10.2. The IGCE is procurement sensitive information and should only be released within the Government to those who have a bona-fide need to know. Unauthorized release of procurement sensitive information is prohibited by law. The IGCE is shall be marked "PROCUREMENT SENSITIVE – FOR OFFICIAL USE ONLY," as provided for in Attachment 10.

3.10.3. Preparation of an IGCE may be developed by researching the last price paid and adjusting it for time and quantity, comparing a commercial item to others in the market or a comparison to an awarded contract with a similar scope of work. If a comparison is made to a previous price paid the IGCE must show:

- Projected price
- How the comparison is valid
- Current requirement and what adjustments were made for time and quantity

3.10.4. The impact of Economic Price Adjustments (EPA), an adjustment for yearly inflation, may be appropriate for option year pricing. (FAR 15.408, Solicitation Provisions and Contract Clauses) (Reference (y)).

3.10.5. In the event that no historical price can be found or a similar effort has not been awarded, then a bottom up approach should be taken. The price projection will require input and pricing support from the technical community and input from industry.

3.10.6. The IGCE preparation may require identification and consideration of cost elements, some of which include:

- Direct labor categories and direct labor rates (**NOTE:** When preparing labor rates for an IGCE, use 2,080 hours for each man-year)
- Indirect costs: Overhead, Fringe, and General and Administrative (G&A) expenses, and other rates and factors
- Direct material or equipment costs: These would be materials that would be used directly in the performance of the task
- Other direct costs: Often include items such as special tooling, special test equipment, packaging, travel and subsistence, etc.
- Subcontract costs
- Profit

3.10.7. The IGCE is signed by the action officer of the requiring activity.

### **3.11. DETERMINATION OF PERSONAL OR NON-PERSONAL SERVICE.**

3.11.1. The personal or non-personal services checklist is provided on the resource page at Attachment 11. The Government is normally required to obtain its employees by direct hire under competitive appointment or other procedures required by the civil service laws. Obtaining personal services by contract, rather than by direct hire, circumvents those laws unless Congress has specifically authorized acquisition of the services by contract. Agencies must not award personal services contracts unless specifically authorized by statute to do so (e.g., section 129b of Title 10, U.S.C.; section 3109 of Title 5, U.S.C.; or section 1091 of Title 10, U.S.C.).

3.11.2. A personal services contract is characterized by the employer-employee relationship it creates between the Government and the contractor's personnel which is generally prohibited (see FAR Part 37.104, Personal Services Contracts) (Reference (z)). It gives the appearance that contractor personnel are, in effect, Government employees. One key indicator of a personal service contract is that contractor personnel are subject to continuous supervision of a Government official.

3.11.3. Under non-personal services contracts, contractor personnel cannot be placed in a position where they are under the relatively continuous supervision and control of a Government employee, however, merely requesting a specific performance or a result, with the right to accept or reject work, does not constitute supervision of contractor employees.

3.11.4. The personal or non-personal services checklist (Attachment 11) includes the factors to be considered as a guide in assessing whether a proposed contract is a personal service. The checklist and certification are designed to ensure that the agency does not award a personal-services contract unless specifically authorized by statute. Therefore, this documentation should be completed in conjunction with the submission of a service-contract requirement to the KO. The checklist concludes with a statement based on the review of the PWS that the action does or does not constitute a requirement for personal services. The checklist must be completed and certified by the action officer in the requiring activity and approved by the KO and legal counsel.

3.11.5. Personal service contracts for expert and consultant services must be authorized by a determination and findings (D&F) as required by DFAR 237.104 (Reference (aa)) which is prepared by the KO utilizing input from the action officer from the Personal or Non-Personal Services Checklist. Personal service contracts for expert or consultant services must not exceed one year.

3.11.6. Establishment of a personal service contract for the service of experts or consultants requires coordination of the U.S. Office of Personnel Management. If a personal services contract meets statutory requirements, the proposed award for the service must be coordinated with the DCMA Human Capital Directorate (HQ) prior to award (see FAR 37.104 Personal Services Contracts, (Reference (z))).

**3.12. PERFORMANCE WORK STATEMENT (PWS).** The performance work statement brief template is provided on the resource page at Attachment 12. A performance work statement (PWS) is a statement of work for services for a performance-based acquisition that

describes the required results in clear, specific, and objective terms with measurable outcomes. The PWS should state requirements in general terms of what (result) is to be achieved, rather than how (method) it is done. The PWS allows the contractor maximum flexibility to devise the best method to accomplish the required result. The PWS must be written to ensure that all offerors have the opportunity to compete equally. The Government shall not include any features from a work statement that restrict potential offerors while still adequately describing the Government's requirement. Clarity and explicitness of the requirements in the PWS will enhance the quality of the proposals submitted. A definitive PWS is likely to produce definitive proposals which will reduce the time needed for proposal evaluation. The PWS shall include the performance requirements in terms of deliverables, the performance objectives and standards, and a quality assurance plan. The PWS should be written to describe the Government's minimum requirement. The Defense Acquisition University (DAU) Automated Requirements Roadmap Tool (ARRT) (Reference (ab)) and the Performance Based Service Acquisition Guide and Tool should be used to prepare PWSs and is available at DAU's Service Acquisition Mall (SAM) (Reference (ac)).

**3.13. TECHNICAL SPECIFICATION.** A technical specification is required to acquire supplies and shall state the requirement(s) in terms of material, product, part number or brand name required. The document should be written to describe the Government's minimum requirement. A technical specification for a product may include a service component such as maintenance, installation, or warranty.

**3.14. QUALITY ASSURANCE SURVEILLANCE PLAN (QASP).**

3.14.1. The quality assurance surveillance plan is provided on the resource page at Attachment 13. The QASP is a document used to determine if the contractor's performance meets the performance standards contained in the contract. The QASP establishes procedures on how the assessment and inspection process will be conducted. (See FAR 46.401, Government Contract Quality Assurance, Reference (ad)). It provides the detailed process for continuous oversight of performance. The contractor, not the government, is responsible for ensuring performance meets the terms of the contract.

3.14.2. Each performance objective in the PWS should be linked to a method of inspection incorporated in the QASP. The QASP identifies what will be inspected, the inspection process and who will do the inspecting. The results of those inspections will then be used to document the contractor's performance. The QASP is a living document and reviewed as performance warrants but must always align with the contractual performance requirements. The method and degree of performance assessment may change over time depending on the level of confidence the government has in the contractor.

3.14.3. The QASP is required for service contracts over the simplified acquisition threshold (see DFARS 246.401, Government Contract Quality Assurance General, (Reference (ae))). The action officer in the requiring activity is responsible for drafting the QASP and it should be prepared in conjunction with the PWS. The QASP shall be retained in the official contract file.

3.14.5. The sample QASP at Attachment 13 on the resource page should be tailored to the performance risk associated with the PWS. (See DFARS 237.172, Service Contracts Surveillance, (Reference (af))). Additional sample of a QASP with additional coverage can be found at the Defense Acquisition University in the Service Acquisition Mall on this Instruction's resource page (see Defense Acquisition University, Service Acquisition Mall Step Four – Requirements Definition, Reference (ag)).

### **3.15. CONTRACT DATA REQUIREMENTS LIST (CDRL), DD Form 1423.**

3.15.1. The contract data requirements list (CDRL), at Attachment 14 on the resource page, is a list of authorized data requirements for a specific procurement that forms part of the solicitation and contract. The purpose of the CDRL is to provide a standardized method of clearly delineating the Government's data needs. It provides a standard format for identifying potential data requirements in a solicitation, and deliverable data requirements in a contract. CDRL requirements are provided on a DD Form 1423, which contains data requirements and distribution information. DFARS 215.470, Defense Federal Acquisition Regulation Supplement, Part 215.470, Estimated Data Prices (Reference (ah)) requires the use of the CDRL in solicitations if the contract will require the delivery of data. CDRLs should be linked directly to PWS or technical specification tasks and managed by the COR. The CDRL groups all of the data requirements in a single place as opposed to having them placed randomly throughout the solicitation or contract.

3.15.2. The requiring activity should complete the CDRL, numbers 1 through 16, for each data requirement. Block 1 on the DD Form 1423 has a sequence number starting with an "A" (A001, A002, A003...) to uniquely identify each individual CDRL entry.

**3.16. DATA ITEM DESCRIPTION (DID).** A DID may accompany the CDRL if there is a need to define the data required of a contractor by the CDRL such as the specific data content required. The DID may also provide the format information to be utilized in data submission.

### **3.17. SECURITY REQUIREMENTS CHECKLIST.**

3.17.1. The security requirements checklist is provided on the resource page at Attachment 15. A security requirements checklist must be completed for every acquisition of services. The action officer of the requiring activity must complete the first portion of the checklist by indicating the secure nature of the performance requirement as stated in the PWS. The checklist is submitted with the PWS by the requiring activity to the information security (INFOSEC) program manager, HQ-DSS. A security specialist will review the information on the checklist and the requirements of the PWS and determine if any classified materials will be provided in the solicitation or contract, or if the solicitation or contract will require the offeror/contractor to have access to classified information, or to develop any classified hardware, software, or material under the contract.

3.17.2. The INFOSEC program manager determines if the requirement has any classified aspects and if special security considerations are required. This information determines if a DD Form 254, Department of Defense Contract Security Classification Specification, is required as part of the acquisition and what security clauses are required in the solicitation and award. The checklist



is signed by the INFOSEC program manager and returned to the action officer of the requiring activity and submitted as part of the PR package. It is important to include appropriate security requirements in the solicitation and contract award, as adding these requirements after award is difficult and may be more costly to the government.

### **3.18. DEPARTMENT OF DEFENSE CONTRACT SECURITY CLASSIFICATION SPECIFICATION, DD FORM 254.**

3.18.1. The DD Form 254, contract security classification specification form, is provided on the resource page at Attachment 16. A DD Form 254 shall be completed by the requiring activity when it is necessary for contractors to have access to classified or national security information, drawings or specifications to submit an offer or proposal, or in the performance of a contract. The DD Form 254 informs the contractor of the level of information they will be required to access, access requirements, the level of facility security clearance the contractor will need, and performance requirement on how they will process, store, transmit and destroy the classified information when the contract is complete.

3.18.2. Instructions to complete the DD Form 254 are provided at a link on the resource page. Block 13 of the DD Form 254 should state the DCMA Public Affairs office: [PublicAffairs@dcma.mil](mailto:PublicAffairs@dcma.mil). The DD Form 254 is signed by the INFOSEC program manager certifying that the security requirements are complete and adequate for performance of the classified contract. When required, the DD Form 254 must be submitted as part of the PR package and included in the solicitation and contract award to provide offerors/contractors with security classification guidance.

**3.19. GOVERNMENT FURNISHED PROPERTY (GFP).** Government furnished property (GFP) is personal property owned by the Government and furnished to a contractor for performance of a contract; or acquired by the Government and subsequently furnished to the contractor for performance of a contract; or acquired by a contractor and title vests in the Government. The action officer in the requiring activity is required to identify all GFP in detail, including part number, quantity, nomenclature, and any other necessary identification information. The list of GFP will be an attachment in the solicitation so contractors may propose pricing inclusive of the use of the GFP. The list of GFP is also an attachment to the contract award. The contractor is required to account for GFP used on the contract in accordance with FAR Clause 52.245-1, Government Property (Reference (ai)). GFP guidance is provided at:

- FAR 45, Government Property (Reference (aj))
- DFARS PGI 245.103-70, Furnishing Government Property to Contractors, (Reference (ak))
- DoD Instruction 5000.64, “Accountability and Management for DOD Equipemnt and Other Accountable Property” (Reference (al))

### **3.20. APPROVAL FOR GUEST SPEAKERS, LECTURERS, AND PANELISTS.**

3.20.1. To engage an outside speaker, lecturer or panelist, the action officer prepares an Action Memorandum and obtains approval before any agreement is entered into. Higher level approval is required as follows:

- If the speaker's fee is under \$2,000, approval should be obtained at a supervisory level within the requesting individual's organization
- If the speaker's fee is over \$2,000, obtain written pre-approval at the next higher organizational echelon of the individual requesting such approval as follows:
  - Organization Level Approval Authority
  - Contract Management Office Regional Commanders
  - Regional Commands Chief Operations Officer
  - Component Heads
  - Deputy Director

3.20.2. Approval authorities are responsible for adequately assessing and documenting the reasonableness of fees, and ensuring that each payment to a guest speaker, lecturer, or panelist is commensurate with the speaker's expertise, and is consistent with fiscal and federal regulations. After approval is obtained, submit the document to the Procurement Center as part of the PR package.

### **3.21. BEST VALUE EVALUATION FACTORS FORM.**

3.21.1. The best value evaluation factors form is located on the resource page at Attachment 17. The purpose of this form is to identify the Government's most important evaluation factors in making the award decision. A best value award decision is based on evaluation factors that are tailored to the acquisition. Evaluation factors must represent the key areas of importance to the government to be considered in the best value decision. The evaluation factors provide the basis for rating the competing offers and determining which contractors provide an offer that meets the government's needs. This process allows for a tradeoff between non-cost factors and price and allows the Government to accept other than the lowest priced proposal, or other than the highest technically rated proposal, to achieve a best-value contract award (Reference (am)). FAR 15.304, Evaluation Factors and Significant Subfactors (Reference (an)) and the Evaluation Factors Form require the requiring activity to state:

3.21.1.1. At a minimum, whether all evaluation factors other than cost or price, when combined, are:

- Significantly more important than cost or price
- Approximately equal to cost or price
- Significantly less important than cost or price in accordance with section 2305 of Title 10, U.S.C. (Reference (ao)) and section 253a of Title 41 U.S.C (Reference (ap))

3.21.1.2. Each factor that is important to the customer and that will affect the contract award.

3.21.1.2.1. Price must always be an evaluation factor (section 2305 of Title 10, U.S.C. (Reference (ao)) and section 253a of Title 41, U.S.C. (Reference (ap))).

3.21.1.2.2. Quality of the product or service must be addressed in the evaluation criteria through consideration of one or more non-cost evaluation factors such as past performance, compliance with solicitation requirements, technical excellence, management capability, personnel qualifications, and prior experience (section 2305 of Title 10, U.S.C. (Reference (ao)) and section 253a of Title 41, U.S.C. (Reference (ap))).

3.21.1.2.3. Past performance must be a factor unless justification is provided as to why this factor is not included (FAR 15.304, Evaluation Factors and Significant Subfactors, (Reference (aq))).

3.21.2. The action officer in the requiring activity will complete the form and the contract specialist will ensure that each important factor is in the solicitation and evaluated in the award decision. The requiring activity will prepare language for each factor 1) advising offerors what type of information to submit in their offer, and 2) how each factor will be evaluated. These factors must identify the minimum requirements that are key to successful contract performance. DoD Source Selection Procedures (Reference (ar)).

## **3.22. ACQUISITION PLAN.**

3.22.1. An acquisition plan is a documented plan that addresses all technical, business, management, and other significant considerations that will control an acquisition. It summarizes the acquisition planning deliberations and identifies milestones in the acquisition process. FAR Part 7.105, Contents of Written Acquisition Plans, (Reference (as)) contains guidance on the contents of the acquisition plan and this content has been incorporated into the acquisition plan template (Attachment 18). Information to be provided in the acquisition plan appears in blue font on the template and should be left in the document for guidance and completeness when the input for the acquisition content is added. The specific content of plans will vary depending on the nature, circumstances, and complexity of the acquisition. The signature authority for an acquisition plan is based on the dollar threshold as reflected in the threshold approval chart (Attachment 1). If the total value of the proposed acquisition is greater than \$1 million, a formal acquisition plan must be completed. If the value is less than \$1 million, a simplified acquisition form should be completed.

3.22.2. Formal Acquisition Plan. The formal acquisition plan template is provided on the resource page at Attachment 18. The plan is initiated by the action officer in the requiring activity; however, there are several portions of the acquisition plan that require completion by the contract specialist. The acquisition plan template at Attachment 18 identifies the parts of the plan the Procurement Center assists in preparing. The plan is signed by the action officer, the contract specialist and then is signed and approved by the KO. Depending on the total dollar value as shown in the threshold chart (Attachment 1), other higher level signature may be required for approval.

3.22.3. Simplified Acquisition Form. The simplified acquisition form is provided on the resource page at Attachment 19. The simplified acquisition form is a streamlined method to document the acquisition approach and may be used for acquisitions with a value of \$3,000 to \$1 million.

### **3.23. CONTRACTING OFFICER'S REPRESENTATIVE (COR) NOMINATION.**

3.23.1. A COR must be appointed on all service contracts; however, a KO may exempt service contracts from the requirement when the following three conditions are met: 1) the proposed award uses simplified acquisition procedures; 2) requirement is not complex; and 3) KO documents the file why the COR appointment is unnecessary. (Reference DFARS PGI 201.602-2 Contracting Officers Responsibilities (at)).

3.23.2. COR nominations must be made by the requiring activity in the DoD Contracting Officer's Representative Tracking (CORT) tool (Reference (au)) (link on resource page). The COR nomination is initiated by the COR at the request of the employee's supervisor and forwarded in CORT to their supervisor, who is the nominating official, for approval. Once the supervisor approves the nomination, it is routed electronically in the CORT tool to the KO. This nomination is required to be submitted in CORT at the time the PR package is provided. COR nomination letters as well as COR policy, training and responsibilities are located in the DCMA-INST 121 (Reference (e)) and DoD COR Handbook (Reference (av)) see link on the resource page.

**3.24. SUBMISSION.** When the required PR documents have been completed the package must be submitted to the Procurement Center.

**3.25. PROCESS FLOWCHART.** The process flowchart for this instruction summarizing the PR preparation and coordination process including the tasks performed during the process is on the instruction resource page.

## ACRONYMS

ARB	acquisition review board
ARRT	Automated Requirements Roadmap Tool
AQP	Acquisition Policy
BPA	blanket purchase agreement
CDRL	contract data requirements list
CFTE	contractor full time equivalent
CICA	Competition in Contracting Act
COR	contracting officer's representative
CORT	contracting officer's representative tracking
COTS	commercial off the shelf
CRA	continuing resolution authority
DAU	Defense Acquisition University
DBMS	Data Base Management System
DCMA-INST	DCMA Instruction
DoDD	DoD Directive
DCN	document control number
D&F	determination and finding
DFARS	Defense Federal Acquisition Regulation Supplement
DID	data item description
EPA	economic price adjustment
FAR	Federal Acquisition Regulation
FBB	Financial Business Budget
FLC	Financial Liaison Center
FMR	Financial Management Regulation
FY	fiscal year
GC	General Counsel
GFP	government furnished property
GPC	government purchase card
GSA	General Services Administration
GWAC	government-wide acquisition contract
HCA	head of contracting activity
HUBZone	historically underutilized business zone
IGCE	independent government cost estimate
INFOSEC	information security
J&A	justification and approval
KO	contracting officer

NDA	National Defense Authorization Act
NASA SEWP	National Aeronautics and Space Administration Solutions for Enterprise-Wide Procurement
O&M	operations and maintenance
OFPP	Office of Federal Procurement Policy
OPR	office of primary responsibility
PALT	procurement administration lead time
PDW	procurement, defense wide
PGI	procedures, guidance, and information
PLAS	Performance Labor Accounting System
PR	purchase request
PSC	product service code
PWS	performance work statement
QASP	quality assurance surveillance plan
RDT&E	research, development, test and evaluation
SAP	simplified acquisition procedures
SARB	Service Acquisition Review Board
U.S.C.	United States Code
YECO	year-end close out