



**Homeland  
Security**

**U.S. Department of Homeland Security**  
Washington, DC 20528

# **DHS-Wide Tactical Communications (TacCom)**

## **Ordering Guide**

**May 2012**  
**Version 1.12**

## FORWARD

### DIRECTIVE

The Secretary of the Department of Homeland Security established on August 1, 2010 an Efficiency Review initiative for tactical communications. The initiative was to establish a DHS-wide sourcing vehicle for tactical communications equipment and services. The Secretary's intent was to leverage DHS' buying power to receive high volume discounts and the lowest price possible when acquiring tactical communications equipment and services. The technical leads for this initiative were designated as the Office of the Chief Procurement Officer (OCPO) and Office of the Chief Information Officer (OCIO). The Secretary issued an Action Directive that stated the following:

*“Upon establishment of a DHS-wide strategically sourced vehicle for tactical communications equipment and services, all Components are to utilize the DHS-wide contract vehicle whenever most cost efficient and meets mission requirements/needs.”*

The Action Directive also stated the following regarding tracking, reporting, and controls:

*“Components will ensure compliance with the usage of the DHS-wide strategically sourced contracting vehicle. OCPO will report a DHS-wide utilization rate and associated cost avoidance on a quarterly basis. Component Heads will be accountable for complying with this.”*

As a result of the Efficiency Review initiative, a DHS-wide contract vehicle for Tactical Communications equipment and services was successfully established in March 2012.

### IMPLEMENTATION

The DHS-wide Tactical Communications (TacCom) contract is a multiple-award Indefinite Delivery Indefinite Quantity (IDIQ) vehicle, specifically designed as the preferred source of TacCom equipment and services throughout the Department of Homeland Security (DHS). This TacCom Ordering Guide contains the information required to use this contract vehicle to obtain tactical communications equipment and services throughout DHS. It provides the procedures for ordering equipment and services under TacCom, and defines the roles and responsibilities of the stakeholders involved in the ordering process.

These IDIQs were awarded under the Federal Acquisition Streamlining Act (FASA), which requires that the prime contractors be provided a “Fair Opportunity” to be considered for orders. The IDIQs are structured for use of: (1) the Standard Form (SF) 1449, Solicitation/Contract/Order for Commercial Items or (2) for purchases below the micro-purchase threshold, the Government-wide commercial purchase card. The technical segments were solicited and awarded in a manner that allowed industry to propose on one or more of the segments. Multiple IDIQs have been issued covering each of the technical segments.

Questions regarding the guidelines and procedures herein, or technical inquiries, should be directed to the Joint Wireless Program Management Office (JWPMO). The JWPMO will work with OCPO and the Executive Agent to revise these guidelines, as needed, to improve and streamline the process of awarding and managing orders under the TacCom IDIQs.

Joint Wireless Program Management Office  
Attn: Director, Business Operations Branch  
13990 Parkeast Circle  
Chantilly, VA 20151-2235

Or:

[jwpmo-comms@dhs.gov](mailto:jwpmo-comms@dhs.gov)

**Strategic Sourcing Website:**

You can find this ordering guide and other contract award documents on the Strategic Sourcing Program Office (SSPO) website on DHS Connect at:

<http://dhsconnect.dhs.gov/org/comp/mgmt/cpo/oss/Pages/StrategicSourcing.aspx>

**Points of Contact:**

The points of contact on the DHS-wide TacCom contract are as follows:

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## HOW TO USE THIS GUIDE

The TacCom Ordering Guide contains the information required to use this IDIQ contract vehicle for obtaining tactical communication equipment and services throughout DHS. DHS contracting officers should refer to this guide for placement of orders.

**Chapters 1 – 3** provide general information, roles and responsibilities, and TacCom Ordering Procedures.

**Appendices A - E** of this guide provide the TacCom contractor list, specific order procedures, fair opportunity exception guidance, and an Order Request Package (ORP) checklist.

**Appendices F - R** contains optional sample templates and data that may be useful in assisting an order contracting officer, or Requiring Activity, in completing the necessary paperwork to be submitted with the ORP. Included are sample templates and forms for:

- Statement of Work (SOW) - Completion Type,
- Performance Work Statement (PWS),
- Quality Assurance Surveillance Plan (QASP),
- Service Level Agreement (SLA),
- Statement of Objectives (SOO),
- Proposal Evaluation Plan,
- Request for Task Order Proposal,
- Submission Instructions/Evaluation Factors,
- Debriefing Letter to Unsuccessful Offerors.

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## **1. GENERAL INFORMATION**

### **1.1 BACKGROUND**

The DHS-wide Tactical Communications (TacCom) contract is a multiple-award Indefinite Delivery Indefinite Quantity (IDIQ) vehicle specifically designed to be the preferred source for procuring tactical communications equipment and services. This contract vehicle includes the following technical categories (TC):

- TC1. Subscriber Base
- TC2. Infrastructure
- TC3. Infrastructure Services
- TC4. O&M Maintenance
- TC5. Test Equipment

The DHS Joint Wireless Program Management Office (JWPMO) provides program management for the TacCom program. This office works closely with the Office of the Chief Procurement Officer (OCPO) and Contracting Officers (COs) within the United States Secret Service. The Procurement Division of the Secret Service has been designated the Executive Agent for this strategic sourcing initiative. Through the use of TacCom IDIQs, users have a flexible means of meeting tactical communications equipment and service needs – quickly, efficiently, and cost effectively.

The DHS Secretary’s Efficiency Initiative and Action Directive states that, “all Components are to utilize the DHS-wide contract vehicle whenever most cost efficient and meets mission requirements/needs.” Ordering under the TacCom contracts is decentralized and is designed to meet the needs of DHS headquarters, Components and partner agencies. Orders may be placed by any CO in the aforementioned organizations, subject to the ordering limitations contained within their individual warrants.

### **1.2 PURPOSE**

This document provides the procedures for ordering equipment and services under TacCom, and defines the roles and responsibilities of the key parties involved in the ordering process. Orders against TacCom may be placed by contracting officers supporting any component or partner agency. Contract administration and management of the TacCom IDIQs is performed by the Secret Service.

The ordering guidelines contained herein are in concert with the best practices guidance of the Office of Federal Procurement Policy (OFPP), and the Office of Management and Budget (OMB), as well as Homeland Security Acquisition Management (HSAM) policy.

### **1.3 SCOPE**

DHS-wide TacCom IDIQ contract vehicles are in place to support each of the five technical segments of TacCom. These IDIQs provide a comprehensive range of TacCom equipment and services, including equipment, infrastructure, and support services to meet the diverse needs of DHS Components and partner agencies.

The contracts have a two-year base period and three one-year option periods. All contracts are available for ordering beginning April 1, 2012.

The TCs and procurement tracks included in the DHS-wide TacCom contract is summarized in the table below. TCs 1, 3, and 4 have two distinct competitive tracks: (1) Small Business – Only small businesses are eligible to compete for orders; and (2) Unrestricted – Both large and small businesses are eligible to compete for orders. Appendix A provides a list of the vendors that have contract award under each of the TCs and tracks.

<b>Technical Category (TC)</b>	<b>Scope Includes (but is not limited to):</b>	<b>Procurement Tracks</b>
TC1. Subscriber Equipment	Portable/mobile radios, control/base stations, software, upgrades, etc.	<ul style="list-style-type: none"> <li>• Unrestricted Track</li> <li>• Small Business Track</li> </ul>
TC2. Infrastructure Equipment	Repeaters, routers, comparator systems, OTAR, etc.	<ul style="list-style-type: none"> <li>• Unrestricted Track</li> </ul>
TC3. Infrastructure Services	Engineering, design, installation, etc.	<ul style="list-style-type: none"> <li>• Unrestricted Track</li> <li>• Small Business Track</li> </ul>
TC4. O&M Services	Maintenance, repair, frequency management, spectrum management, etc.	<ul style="list-style-type: none"> <li>• Unrestricted Track</li> <li>• Small Business Track</li> </ul>
TC5. Test Equipment	Test equipment, tools, etc.	<ul style="list-style-type: none"> <li>• Unrestricted Track</li> </ul>

Use of the TacCom IDIQs should serve to reduce the overhead associated with multiple acquisitions. In addition, aggregation of demand provides the Government with buying leverage and encourages vendors to offer the best possible prices due to economies of scale. This factor is especially effective for maintaining better prices and quality.

The Federal Acquisition Streamlining Act (FASA) has established a general preference for multiple awards, and in doing so:

- Authorizes exemption from the public notice requirement when placing orders;
- Limits protests in connection with the issuance of orders except on the grounds that the order increases the scope, period, or maximum value of the contract;
- Under the Acquisition Improvement and Accountability Act of 2007, orders valued in excess of \$10 million may be protested for any reason (effective May 2008), and the protest can only be submitted to the Government Accountability Office (GAO); and
- Mandates that multiple awardees have a fair opportunity to be considered for orders in excess of \$3,000.



## **1.4 AUTHORIZED USERS**

DHS TacCom contracts are intended for use by DHS and are available for use by partner agencies designated in the IDIQ. The contracts are not Government-Wide Acquisition Contracts (GWAC), and unrestricted use by other federal agencies is not authorized. DHS Components' Heads of Contracting Activity (HCAs) that use another federal agency to provide contracting support services may delegate procurement authority to allow the use of the TacCom IDIQs on the Component's behalf.

## **2. ROLES AND RESPONSIBILITIES**

The following describes the roles and responsibilities regarding TacCom technical, contractual, and administrative matters.

### **2.1 JOINT WIRELESS PROGRAM MANAGEMENT OFFICE**

The JWPMO operates under the direction of the DHS Chief Information Officer (CIO), the Customs and Border Protection Commissioner, and the NPPD Director of the Office of Cyber Protection and Communications. The JWPMO was formed in 2011 to manage the acquisition of the next generation tactical radio system. The JWPMO was chartered to include representatives from all Components that use tactical communications systems. The JWPMO is charged with the following responsibilities:

- To maintain a level of program integrity that prevents contractual or programmatic problems,
- To solicit feedback and provide continuous process improvement,
- To provide a means to collect and share TacCom solicitation and final award documents with Components, and
- To provide recommendations to the DHS CIO for wireless related IT Acquisition Review requests.

The JWPMO serves a forum for Components to socialize all aspects of their tactical communications programs, including acquisition plans, upgrade plans, maintenance plans, communications planning and operations. This forum serves to evaluate and share best practices, reduce duplication, leverage DHS infrastructure and assure that these programs are consistent with DHS objectives. The JWPMO also provides wireless policy and strategy, program coordination and spectrum management.

### **2.2 REQUIRING ACTIVITY**

The Requiring Activity (Component) is responsible for preparing the Order Request Package (ORP) to include a purchase request/requisition. Appendix B provides the detailed ORP Procedures for acquiring equipment and services via the TacCom contract. The ORP shall contain at a minimum the following:

- Complete statement of work (SOW), statement of objectives (SOO), or performance work statement (PWS);
- Independent government cost estimate (IGCE);
- Proposal instructions (including proposal due date);
- TacCom Streamlined Acquisition Plan (if required);
- Contractor evaluation factors and evaluation plan;

- Name, title, address, phone number, e-mail, and fax of Requiring Activity POC.

Also include the following, as applicable:

- Fair opportunity exception (see Appendix C);
- Other pertinent statute/regulation requirements, including applicable Section 508 requirements or exceptions;
- Necessary Approvals (IRB, EAB, HQ OCIO \$2.5M, if applicable), etc.; and
- Specific security requirements and documentation (i.e., DD 254).

It is the responsibility of the Requiring Activity to obtain the necessary approvals (i.e., IRB, EA, DHS OCIO \$2.5M, funds certification, OCPO, etc.) prior to submitting the ORP to the Order CO.

See Appendix E – Checklist for TacCom ORP.

## **2.3 CONTRACTING OFFICER – TACCOM CONTRACT LEVEL**

The Contract Level CO, within the US Secret Service Procurement Division, has the overall responsibility for the administration of the TacCom contracts. The Contract Level CO is the only authorized individual to take actions on behalf of the Government to amend, modify, or deviate from the contract terms, conditions, requirements specifications, details and/or delivery schedules.

The Contract Level CO is responsible for the overall administration and final closeout of the contracts and, when necessary, shall:

- Provide scope oversight;
- Serve as liaison between the contractor and DHS;
- Assist in expediting orders;
- Ensure compliance with contract requirements;
- Issue the CO's final decision and handle all contract-level contractual disputes under the Contract Disputes Act; and
- Issue all modifications against the contracts.

## **2.4 CONTRACTING OFFICER – ORDER LEVEL**

TacCom equipment or services will be ordered via orders issued by Order COs within the DHS headquarters or Component's organization. DHS Components' HCAs that use another federal agency to provide contracting support services may delegate procurement authority to allow the use of the TacCom contracts on the Component's behalf. The other federal agency must follow the ordering procedures set forth in this guide. All warranted COs of the DHS, including its Components, are authorized ordering contracting officers.

Order CO responsibilities include:

- Ensuring that orders are within the scope of the IDIQ contract;
- Determining whether the order will be set-aside for competition limited to the small business pool of prime contractors, or whether the competition will be unrestricted and open to all prime contractors (large and small businesses) in the appropriate Technical Category (TC). The determination will be made by the Order CO, through the utilization of

the DHS Small Business Review Form 700-22 and in consultation with the Component small business specialist, the DHS assigned U.S. Small Business Administration Procurement Center Representative, and the program office technical staff. The determination shall be documented with the utilization of the DHS Small Business Review Form 700-22. Complete Item (18) to indicate the pre-existing contract vehicle (TacCom) planned for the requirement. Use the block labeled “Other”, and specify: TacCom, small business set-aside or unrestricted, and the Technical Category that best represents the requirement;

- Issuing task order proposal solicitations and receiving task order technical and cost/price proposals;
- Overseeing procurement process through order award;
- Approving proper invoices or rejecting improper invoices;
- Ensuring the administration and final closeout of orders;
- Completing contractor performance evaluations, with input from the Contracting Officer’s Representatives (CORs)/Requiring Activity using the Contractor Performance Assessment Reporting System (CPARS), or another approved agency-specific contractor performance rating system;
- Requesting and verifying Contractor Past Performance information during the Solicitation and Evaluation Process;
- Adhering to the terms and conditions of the TacCom contracts, FAR, and other applicable laws, regulations and guidelines;
- Assisting the PM/COR in selecting the appropriate Technical Category;
- Designating the Order COR after confirming training and certification;
- Providing a copy of the COR designation letter to the COR and contractor; and
- Send solicitation and award documents to [dhs.taccomm.idiq@hq.dhs.gov](mailto:dhs.taccomm.idiq@hq.dhs.gov).

## **2.5 CONTRACTING OFFICER’S REPRESENTATIVE (COR)**

The Contract Level as well as the Order Level Contracting Officers should designate a COR with the responsibilities detailed below. For each individual order, the COR will be responsible for the day-to-day monitoring of performance under that order. It is the CO’s responsibility to confirm that the designated individual is a trained, certified COR. A copy of the letter of designation, identifying specific duties and responsibilities will be provided to the contractor.

The COR responsibilities may include:

- Representing the CO in the administration of technical details within the scope of the contract or order;
- Ensuring final inspection and acceptance of all deliverables and reports, and such other responsibilities as may be specified in the contract or order, including review of Section 508 compliance testing results; and
- Completing the prime contractor performance evaluations using the (CPARS), or another approved agency-specific contractor performance rating system with respect to the contract, or each order.

The COR is not authorized to make any representations or commitments of any kind on behalf of the CO or the Government. The COR does not have authority to alter the contractor’s obligations or to change the specifications, pricing, terms or conditions. If, as a result of technical discussion(s), it is desirable to modify requirements or the specification, changes will be issued in writing and signed by the CO.

## 2.6 OMBUDSMAN

In accordance with FAR Part 16.505(b) (5) a contractor protest under subpart 33.1 is not authorized in connection with the issuance or proposed issuance of an order under a task or delivery order contract, except for a protest on the grounds that the order increases the scope, period or maximum value of the contract. Contractors shall contact the Order Level Ombudsman of the appropriate Component to express concern with the issuance or proposed issuance of a task order on the grounds stated previously.

Orders valued in excess of \$10 million may be protested for any reason. Protest of orders in excess of \$10 million may only be filed with the Government Accountability Office (GAO).

The Order Level Ombudsman's responsibilities are to:

- Address contractor concerns regarding compliance with task order award procedures;
- Review contractor complaints on task orders;
- Ensure all contractors are afforded a fair opportunity to be considered for each task/delivery order, consistent with FAR 16.505(b); and
- When requested, maintain strict confidentiality of the contractor requesting assistance.

The Contract Level Ombudsman for this contract is the DHS Headquarters Competition Advocate, within the Office of the Chief Procurement Officer (OCPO). The Contract Level Ombudsman is responsible for the final recommendations/decisions for all orders under this contract, when resolution cannot be determined at the Component level.

## 3. TACCOM ORDERING PROCEDURES

### 3.1 TACCOM ORDERING PROCEDURES

The Department of Homeland Security established the TacCom IDIQ contracts to obtain specific, specialty and repetitive-type equipment and services. This section describes the necessary steps required to issue orders under FAR Part 16.505 and the prime contract; of which, ordering activities may employ either a Traditional Ordering Process or a Multi-phased Ordering Process.

This section provides instructional information required for awarding an order, and includes references to the Appendices of this guide containing the TacCom contractor list, specific order procedures aligned with the traditional ordering process, fair opportunity exception guidance, the Order Request Package (ORP) checklist, and sample templates and forms for optional use.

NOTE: Under either ordering process, the TacCom contract is "mandatory for consideration" for DHS TacCom requirements. The Requiring Activity prepares the explanation if a decision is made not to use TacCom for DHS TacCom requirements and the CO forwards the explanation to the DHS Strategic Sourcing Program Office of OCPO at [sspo@dhs.gov](mailto:sspo@dhs.gov).

#### 3.1.1 Traditional Ordering Process

In utilizing this process, and after the determination of Fair Opportunity Exception, set-aside or unrestricted competition, the prime contractors within the designated Technical Category shall have the opportunity to submit a full technical and cost/price proposal.

The following key steps provide guidance for the ordering process, see Figure 1: TacCom Order Process:

- **STEP 1: ORP DEVELOPMENT (Acquisition Planning)** - the Requiring Activity prepares the ORP documents either for the Traditional or Multi-phased Ordering Process and forwards them to the Order CO, refer to Section 2.2 and Appendix B.

📄 NOTE: IT acquisitions exceeding \$2.5M must be approved by the DHS CIO prior to forwarding the ORP to the Order CO; include the Acquisition Review Decision Form HQ OCIO \$2.5M Review/Approval.

- **STEP 2: TASK ORDER (TO) SOLICITATION PREPARATION** - the Order CO reviews the ORP and prepares a Request for Traditional Technical and Cost/Price Order Proposal (Solicitation Package) to be forwarded to the prime contractors within the designated TC.

The request should typically place a limit of no more than 15 pages on the technical proposal, subject to adjustment at the discretion of the Order CO based on the size, scope and complexity of the order. The request may also include an oral presentation and Due Diligence sessions, if it is determined to be beneficial to the evaluation. A complete cost/price proposal must be submitted, with no page restrictions. The amount of time allowed for the traditional response is typically ten (10) days, which may be adjusted by the Order CO based on the scope/complexity of the requirement and the needs of the customer.

- **STEP 2a: TECHNICAL CATEGORY SELECTION** – The Order CO will determine the appropriate TC for the order request. The appropriate TC is the TC where the predominant amount of work is defined per the SOW/SOO/PWS. Typically only one TC should be identified and used for the order. However, exceptions can be made if the work is evenly split between two or more TCs.
- **STEP 2b: FAIR OPPORTUNITY DETERMINATION** – in accordance with the Section 3.7. Fair Opportunity Exceptions, and if a Fair Opportunity Exception applies, the Order CO prepares the solicitation under a sole-source basis.

The Order CO along with the Requiring Activity will prepare an explanation for the exception. A sample format is provided at page C-1 of Appendix C. The Order CO, or other designated agency official, in accordance with agency regulations and in compliance with FAR 16.505(b) (2), must sign the exception rationale.

Where the exception is not applicable, and based on Step 2b, the Order CO shall determine to issue the solicitation to small business contractors within the appropriate TC or on an unrestricted basis to applicable small and large businesses in the appropriate TC.

- **STEP 2c: SMALL BUSINESS SET-ASIDE DETERMINATION** – the Order CO shall determine to conduct either: (1) an unrestricted opportunity for competition between prime contractors from both the large business pool and the small business pool for the associated TC; or, (2) a small business set-aside order in which competition will be limited to only those prime contractors in the small business pool for the associated TC.

📄 NOTE: In the case of small business set-aside TOs, the order solicitations will notify all prime contractors if a set-aside will be used. Table 1 provides the competitive pools for order placement. Table 2 depicts the size standards associated with each TC that each small business awardee met at contract award.

In order to ensure that the required percentage of costs incurred for performance under TacCom small business set-aside TOs is expended by the prime contractor, the prime must demonstrate annually that it has achieved the required percentage to date. FAR 52.219-14 (total small business set-asides) requires that “at least 50% of the cost of contract performance incurred for personnel shall be expended for employees of the [Offeror]” (rather than subcontracted labor).

The 50% rule applies at the contract level and not at the order level. In accordance with contract provision C.7.6, each TacCom small business prime contractor is required to report annually that it has performed at least 50% of the total cost of labor on all work performed under set-aside task orders during the 12-month period. Although the 50% rule is not applied to a given order, an Order Contracting Officer can challenge and negotiate if proposed subcontract amounts are considered excessive.

Table 1. Competitive Pools for Order Placement

Level of Competition	Business Pool
Orders in TCs 1, 3, and 4	
Unrestricted Competition	Large Business + Small Business Pools
Set-Aside Competition	Small Business Pool Only
Orders in TC 2 or 5	
Unrestricted Competition	Large Business + Small Business

Table 2. Size Standards for Awardees in the Small Business Pool

TC	Description	Size Std
1	Subscriber Base (Equipment) NAICS code: 334220 Within Small Business Track –Threshold 750 employees	750 employees
2	Infrastructure (Equipment) NAICS code: 334220 No small business track	N/A
3	Infrastructure (Services) NAICS code: 541330 Within Small Business Track - Dollar Threshold of \$4.5 million	\$4.5 million
4	O&M Maintenance (Services) NAICS code: 541330 Within Small Business Track - Dollar Threshold of \$4.5 million	\$4.5 million
5	Test Equipment (Equipment) NAICS code: 334515 No small business track	N/A

- **STEP 3: ISSUANCE OF THE SOLICITATION** – the Order CO issues the solicitation to TacCom contractors in the appropriate TC.
- **STEP 4: PROPOSAL EVALUATION** - the Order CO receives and evaluates proposals in accordance with the ORP Evaluation Plan.

Technical and cost/price evaluations are conducted by the Government evaluation teams designated according to the written evaluation plan. Negotiations may take place, if needed.

- **STEP 5: TASK ORDER AWARD** – the Order CO awards the task order to the successful offeror (contractor).
- **STEP 6: ORDER NOTIFICATION** – the Order CO sends solicitation and final award documents to [dhs.tacom.idiq@hq.dhs.gov](mailto:dhs.tacom.idiq@hq.dhs.gov). [In title of email include the component name, TC used and order title, e.g., “CBP, TC1, Multiband Radios”]
- **STEP 8: NOTIFICATION ORDER UNSUCCESSFUL OFFEROR(S)** – the Order CO issues non-select notifications to the unsuccessful offeror(s). If requested by the offeror, the Order CO should provide an explanation for the non-selection.

### 3.1.2 Multi-phased Ordering Process


While it is anticipated that the traditional ordering process will be used for the majority of requirements under TacCom, a multi-phased approach is available for use when appropriate.

Under the multi-phased approach, including fair opportunity competitions, the Order CO will issue a proposal request for a Phase 1 brief technical proposal and cost estimate to the appropriate TC contractors based on the small business set-aside or unrestricted competition approach. Subsequently, a down-select is conducted.

The multi-phased process provides three major benefits. First, it allows the Government to focus the order selection on the most qualified contractors. Second, it saves the Government significant time and expenditures associated with evaluating a potentially large number of proposals. Third, it saves less qualified candidates significant time and expenditures in proposal costs. The following key steps provide guidance for the multiphase process:

- **STEP 1: ORP DEVELOPMENT** – Refer to section 3.1.1. Step 1.
- **STEP 2: PHASE 1 - MULTI-PHASE SOLICITATION/RESPONSE** – The Order CO reviews the ORP and performs TC selection, fair opportunity determination, and small-business determination as identified in 3.1.1 Traditional Ordering Process, Step 2. The Order CO then prepares a Request for a Multi-Phased Technical and Cost/Price Order Proposal (Solicitation Package) to be forwarded to the prime contractors within the designated TC.

The request may be for a written order proposal, oral presentation, or both. If the Phase 1 request includes a written order proposal, the request would typically place a limit of no more than seven (7) pages for the response, which encompasses the proposed technical and management approach or the past performance/qualifications approach. It also includes past performance information.

 **NOTE:** Within the seven (7) pages, the offeror(s) should also include a preliminary estimate or Not-To-Exceed (NTE) estimate for cost.

The amount of time allowed for the Phase 1 response is typically five (5) days, which may be adjusted based on the scope/complexity of the requirement and the needs of the Requiring Activity. The request may also include an oral presentation if it is determined to be beneficial to the evaluation.

- **STEP 3: PHASE 1 – PROPOSAL EVALUATION** - Evaluation of the Phase 1 proposals and estimates are conducted by the Government evaluation team designated in the written evaluation plan.

- **STEP 4: PHASE 1 – DOWN-SELECT** - Based on the evaluation results, the Order CO performs a down-select that identifies the contractors that are most qualified to compete for the order. Only the most qualified offeror(s) that are identified in the down-select process are invited to submit a Phase 2 Full Technical and Cost/Price Proposal.
- **STEP 5: PHASE 2 – FULL TECHNICAL AND COST/PRICE PROPOSAL REQUEST** – the Order CO issues the solicitation for Phase 2 proposals.
- **STEP 6: PHASE 2 – PROPOSAL EVALUATION** - Phase 2 proposals and estimates are evaluated in accordance with Section 3.1.1., Step 5
- **STEPS 7 and 8: PHASE 2 –ORDER AWARD AND NOTIFICATION TO UNSUCCESSFUL OFFEROR(S)** – Refer to Section 3.1.1., Steps 6 and 8.
- **STEP 9: ORDER NOTIFICATION** – the Order CO sends solicitation and final award documents to [dhs.taccomm.idiq@hq.dhs.gov](mailto:dhs.taccomm.idiq@hq.dhs.gov). [In title of email include the component name, TC used and order title, e.g., “CBP, TC1, Multiband Radios”]

### 3.2 DEBRIEFINGS

Unsuccessful offerors may request a debriefing by contacting the Order CO. The Order CO may discuss the reasons for non-selection; however, the Order CO may not:

- Discuss the other contractors’ proposals,
- Compare contractors’ proposals, or
- Allow a non-selected contractor access to the award decision documentation.

### 3.3 OCPO ASSISTANCE

Upon request of the Requiring Activity or the Order CO, OCPO is available to provide guidance on the development of the ORP. The OCPO Project Manager can answer questions and provide feedback in the following areas, which are not necessarily all inclusive:

- Procurement planning at the order level
- Applicability of the SOW/PWS/SOO in accordance with contract scope
- Appropriateness of the selected task order type

The contact information for the OCPO PM can be found in the Forward to this ordering guide.

### 3.4 DHS CIO APPROVAL

Management Directive 0007.1 requires that any information technology (IT) acquisition in excess of \$2.5M be approved by the DHS CIO. This section provides information specific to the TacCom contract for getting that approval. The Information Technology Acquisition Review (ITAR) is the process for getting DHS CIO approval. This process is described in the ITAR Quick Essentials Guide found at <http://dhsconnect.dhs.gov/org/comp/mgmt/cio/ebmo/Pages/ITAR.aspx>.

ORPs in excess of \$2.5M require DHS CIO approval. ORPs that include optional tasks or optional periods must count all the options when determining if they exceed the \$2.5M threshold.

The TacCom contract has been through the ITAR process and approved by the DHS CIO. The Acquisition Review Decision is posted on the TacCom web page on DHS Connect. You don’t need to include this approval in your ITAR submission. Although the base contract has been approved, each ORP exceeding



\$2.5M requires DHS CIO approval. Getting the base contract approved should smooth the process for getting subsequent ORPs approved.

Obtaining approval requires that specific language for security, architecture and accessibility be included in the SOW, PWS or SOO that is part of the ORP. Although the TacCom contract includes this required language, this language must be repeated in the ORP. All required statements are included in the ITAR Quick Essentials Guide.

All orders under this contract are covered by a National Security Exemption from the DHS Office of Accessible Systems and Technologies. When submitting the ITAR package, include (1) a copy of the approved National Security Exemption (posted on the TacCom web page on DHS Connect) and (2) the following language in your SOW, PWS or SOO:

***Accessibility Requirements (Section 508)***

*Section 508 of the Rehabilitation Act, as amended by the Workforce Investment Act of 1998 (P.L. 105-220) requires that when Federal agencies develop, procure, maintain, or use electronic and information technology (EIT), they must ensure that it is accessible to people with disabilities. Federal employees and members of the public who have disabilities must have equal access to and use of information and data that is comparable to that enjoyed by non-disabled Federal employees and members of the public.*

*All EIT deliverables within this work statement shall comply with the applicable technical and functional performance criteria of Section 508 unless exempt.*

***Section 508 Applicable Exceptions***

*DHS Office of Accessible Systems and Technology has reviewed this acquisition request and has determined that a National Security Exception for the purposes of Section 508 applies and is thereby authorized. National Security Exception #HQ-20110510-001 has been posted to the TacCom web page on DHS Connect and included in the contract file.*

### **3.5 SCOPE OF TACCOM ORDERS**

All equipment, supplies, and services related to tactical communications as made commercially available through TacCom contractors are available for order. This includes accessories, options, refurbished equipment, and equipment leasing. This also includes new equipment and technology as it gets added to the contractor's commercial catalog. An individual order may relate to a single TC or involve multiple TCs.

### **3.6 FAIR OPPORTUNITY EXCEPTIONS**

In accordance with FASA and FAR Part 16.505(b) (2), the Order CO will provide all contractors within the appropriate TC a fair opportunity to be considered for each order in excess of \$3000, unless one of the conditions below applies:

- The agency need for such services is so urgent that providing a fair opportunity would result in unacceptable delays;
- Only one awardee is capable of providing the required services, at the level of quality necessary, because the services required are unique or highly specialized;

- The order must be issued on a sole-source basis, in the interest of economy and efficiency, because it is a logical follow-on to a order already issued under this contract (provided that all awardees were given a fair opportunity to be considered for the original order). If the order is a follow-on to a order that was not issued under TacCom, for which the TacCom awardees were not given the opportunity to compete, this exception CANNOT be used; and/or
- It is necessary to place an order to satisfy a minimum guarantee.

### **3.7 FAIR OPPORTUNITY EXCEPTIONS PROCEDURES**

The elimination of any TacCom contractor from order competition requires a written explanation and is developed as a part of the ORP. Such explanation might include conflict of interest or any of the conditions listed in 3.6: Fair Opportunity Exceptions. A sample format is provided at page C-1 of Appendix C. The Order CO, or other designated agency official, in accordance with agency regulations and in compliance with FAR 16.505(b) (2), must sign the exception rationale.

The Order CO, upon concurrence, should then email a courtesy copy of the fair opportunity explanation to [dhs.taccom.idiq@hq.dhs.gov](mailto:dhs.taccom.idiq@hq.dhs.gov). Refer to Appendix C: Fair Opportunity Exceptions for additional information.

#### **Task Order Unique Labor Categories**

Order unique labor categories are those categories not currently listed in the TacCom contracts (meaning they are not included in any of the contractor's GSA or published commercial catalogs) but may be required to perform certain task orders within the scope of TacCom. These additional labor categories and rates shall be approved by the TacCom Contract Level CO prior to award of the task order or task order modification. A recommendation by the Order CO shall be made to the TacCom CO after proposal evaluations have been concluded.

The Order CO will forward to the TacCom CO the following:

- (1) a justification for the unique labor category;
- (2) a complete labor category description; and
- (3) a rate price reasonableness analysis.

The additional labor category and rate, if approved by the Contract Level CO, shall apply to that specific order only.

### **3.8 EARNED VALUE MANAGEMENT**

In accordance with OMB Circular A-11 and the Federal Acquisition Regulation, the Government will use Earned Value Management (EVM) to monitor applicable task orders under TacCom. "Applicable" applies to tasks in development and to those that by their nature are complex or strategic or impose sufficient risk to the effort and therefore require the insight afforded by EVM.

The contractor shall use an Earned Value Management System (EVMS) that meets the factors as defined in the current American National Standards Institute/Electronic Industries Alliance (ANSI/EIA) Standard 748-A, Earned Value Management Systems, originally approved May 19, 1998, first amended in 2002 ("the ANSI/EIA Standard"), and most recently on July 9, 2007 and published as Government Electronic and Information Technology Association's EIA-748-B. The contractor shall also provide proof of the EVMS compliance with the EIA-748 Standard, as described below.

- (1) Task orders greater than or equal to \$20M that have assets in development or of sufficient risk will require the use of an EIA-748-compliant EVMS to measure the cost, schedule, and performance of those assets against the established baseline.
- (2) Application of EVMS and associated EIA-748 compliant systems for task orders with contract value of less than \$20M will be as directed by the Order CO. The decision will be based on the risk and criticality of the task order to accomplish the goals for the overall investment program and the results of a cost/benefit analysis (CBA).

### 3.8.1 Verification of the Earned Value Management System

If the order is subject to EVMS and is >\$50M, the contractor must have a Government-verified EVMS. If the contractor does not have a verifiable EVMS by task-order award, the contractor shall develop an acceptable implementation plan providing the strategy for reaching verification of an EVMS and the milestones to accomplish it. The COR must accept this plan prior to task-order award.

If the order is subject to EVMS and is greater than or equal to \$20M but less than \$50M, the contractor must self-verify that the EVMS meets the EIA-748 standard. Contractors must use Attachment A, EVMS Self-Verification Form, to self-verify the compliance of its system in accordance with this paragraph.

The Government reserves the right to obtain independent verification of a contractor’s EVMS, regardless of the type of verification previously completed. Table 3 summarizes these requirements.

Table 3. EVMS Requirement Thresholds

Task Order Level	EIA-748 Compliance
>\$50M	Full EIA-748 compliance Government-verified EVMS
>\$20M <\$50M	Full EIA-748 compliance Self-verified EVMS
<\$20M	Full EIA-748 compliance with self-verification, at the discretion of the Contracting Officer and the Program Manager, based on value, risk, and the nature of the work to be performed.

### 3.8.2 Integrated Baseline Reviews (IBRs)

The contractor shall plan for and participate in integrated baseline reviews. Such reviews shall be scheduled as early as practicable. Typically, the IBR will be conducted 90 calendar days after task order award but not later than 180 days after order award as applicable. IBRs are expected to be held at key points during project development, such as at the completion of requirements development, at the end of the design phase, following development and testing prior to implementation, and after incorporation of major task order modifications and the exercise of significant task order options. The objective of the integrated baseline review is for the Government and the contractor jointly to assess areas, such as the contractor’s planning, to ensure complete coverage of the statement of work, logical scheduling of the work activities, adequate resources, and identification of inherent risks.

### 3.8.3 Reporting Requirements and Data Transmission

For all orders requiring EVM, the Government requires the information in four monthly Earned Value Reports: the Contract Performance Report (CPR) Formats 1, 3, and 5, as listed below, and the Contract Funds Status Report (CFSR) (attachments to be provided at the task order level). The contractor shall use the information in these reports to analyze the effectiveness of the EVMS and both the contract performance and the program progress. The contractor shall take appropriate action based on those findings.

If the contractor EVMS data collection tool can output the raw data in ANSI Accredited Standards Committee (ASC) X.12 format, then the contractor may submit the EVM raw data to the Contracting Officer and Program Manager in that format. However, the Government reserves the right to require contractors, with or without an automated EVMS, to transmit all required data in the appropriate formats by email using Microsoft-compatible software.

- CPR Format 1 – WBS-oriented cost report. Costs are organized by WBS element at a level pre-determined by the Government.
- CPR Format 3 – Baseline Report. This format provides information on the task order baseline; it tracks changes to it throughout the program’s duration.
- CPR Format 5 – Problem Analysis Report/Variance Narrative. This format provides explanations for cost and schedule variances that have exceeded threshold. It provides an explanation as to why the variance occurred and descriptions on how the program plans to resolve the cause of the variance.
- CFSR – Contract Funds Status Report. The CFSR supplies funding data about task orders to Program Managers for:
  - Updating and forecasting contract funds requirements;
  - Planning and decision-making on funding changes in task orders;
  - Developing funds requirements and budget estimates in support of approved investments;
  - Determining funds in excess of contract needs and available for de-obligation;
  - Obtaining rough estimates of termination costs, and;
  - Determining if sufficient funds are available by fiscal year to execute the task order.

### 3.9 WHERE TO LOCATE MORE TACCOM CONTRACT INFORMATION

DHS personnel may obtain additional information on the TacCom contract on DHS Connect using the following steps:

- Go to DHS Connect home page
- Under “I Want to Find or Visit..” (far right column), select “Enterprise-Wide Contracts” from the drop down list.
- Under the Department-wide Contract Vehicles list, click on “Tactical Communications.”

Or you can use the link below:

<http://dhsconnect.dhs.gov/org/comp/mgmt/cpo/oss/Pages/StrategicSourcing.aspx>

## APPENDIX A. TACCOM CONTRACTOR LIST

The DHS-wide Tactical Communications (TacCom) contract is a multiple-award Indefinite Delivery Indefinite Quantity (IDIQ) vehicle specifically designed to be the preferred source for procuring tactical communications equipment and services. This contract vehicle includes the following technical categories (TC):

- TC1. Subscriber Base
- TC2. Infrastructure
- TC3. Infrastructure Services
- TC4. O&M Maintenance
- TC5. Test Equipment

TacCom Equipment and Services Contractors				Technical Categories				
COMPANY	POINT(S) OF CONTACT	DUNS	Cage	1	2	3	4	5
ACG SYSTEMS, INC. 133 DEFENSE HWY., STE. 206 ANNAPOLIS, MD 21401-8907	HSSS01-12-D-0016 Tim Carney tcarney@acgsys.com 410-224-0225 (v) 443-994-0473 (c) 410-224-0229 (f)	926011032	1FRK9	X	X			
AEG 34021 N US HWY 45 STE B GRAYSLAKE, IL 60030-1738	HSSS01-12-D-0017 Ally Veres Ally.Veres@aeg-group.com Sales@aeg-group.com 847-548-7197 (v) 847-602-7197 (c) 888-923-4234 (f)	809751675	50G19	X	X			
AFFIGENT, LLC 13873 PARK CENTER RD, STE 127 HERNDON, VA 20171-3223	HSSS01-12-D-0003 Denton Browning Denton.Browning@affigent.com 571-323-5200 (v) 703-928-3530 (c)	141089040	3NBK4	X	X			
ALLIED TECHNOLOGY GROUP INC 1803 RESEARCH BLVD STE 601 ROCKVILLE, MD 20850-3167	HSSS01-12-D-0018 Franklin Kleen Franklin.Kleen@alliedtech.com 757-499-3900 X 3002 / Andrew Mungin DHS.TACCOM@alliedtech.com 757-499-3900 X 3059 / Florina Hoffer Florina.Hoffer@alliedtech.com 301-309-1234 (main) 301-738-1458 (direct)	621225598	0T410			X	X	

TacCom Equipment and Services Contractors				Technical Categories				
COMPANY	POINT(S) OF CONTACT	DUNS	Cage	1	2	3	4	5
ARINC ENGINEERING SERVICES, LLC 2551 RIVA ROAD ANNAPOLIS, MD 21401-7465	HSSS01-12-D-0019 Judy Rosinski jrosinsk@arinc.com 410-573-3114 (v)	075916762	1WAV4			X		
AT&T 3033 CHAIN BRIDGE RD. OAKTON, VA 22124-2542	HSSS01-12-D-0004 Loren Grimes Lg5912@att.com 703-272-2955 (v) 571-379-2658 (c) 281-664-3650 (f)	958303430	08DR0	X	X	X	X	X
CACI -ISS, INC. 1100 N. GLEBE ROAD ARLINGTON, VA 22201-4797	HSSS01-12-D-0020 Donna J. Murray dmurray@caci.com 703-679-3367 (v) 703-472-3104 (c)	616205675	49DW9			X	X	
CATALYST COMMUNICATIONS TECH, INC 2107-D GRAVES MILL ROAD FOREST, VA 24551-4293	HSSS01-12-D-0021 Rich Lawrence rlawrence@catcomtec.com 434-582-6146 (v) 434-582-6147 (f)	134829642	3EWU6		X			
CHARTIS CONSULTING CORPORATION 103 WEST BROAD STREET, STE 340 FALLS CHURCH, VA 22046-4237	HSSS01-12-D-0022 Brian P. Creswick bcreswick@chartiscorp.com 571-243-0795 (c)	832575463	5SWF7			S		
DANIELS ELECTRONICS 43 ERIE STREET VICTORIA, BC V8V1P8	HSSS01-12-D-0015 Douglas Bigrigg Douglas_Bigrigg@danelec.com 250-382-8268 (v)	201185543	0VEM2		X			
E F JOHNSON COMPANY 1440 CORPORATE DRIVE IRVING, TX 75038-2401	HSSS01-12-D-0023 Jim Herrin jherrin@efji.com 214-641-4076 (v) 972-819-0851 (f)	006149207	0BS05	S	X			
EYAK TECHNOLOGY, LLC 22980 INDIAN CREEK DRIVE, STE 400 DULLES, VA 20166-6729	HSSS01-12-D-0005 Robert Cleveland Robert.Cleveland@eyaktek.com 703-880-5385 (v) 703-481-0703 (f) / Timothy Fitzgerald Timothy.Fitzgerald@eyaktek.com 703-880-5340 (v) 703-201-1812 (c) 703-481-0703 (f)	112710947	3BS35	X	X	X		

TacCom Equipment and Services Contractors				Technical Categories				
COMPANY	POINT(S) OF CONTACT	DUNS	Cage	1	2	3	4	5
GENERAL DYNAMICS ONE SOURCE LLC 3211 JERMANTOWN ROAD FAIRFAX, VA 22030-2844	HSSS01-12-D-0006 GDIT-GWAC@GDIT.com Shannon Quinlan Shannon.Quinlan@gdit.com 781-455-5980 (v) 617-272-0154 (c) / Brenda L. Schworm Brenda.Schworm@gdit.com 781-248-3468 (v) 571-533-3188 (c)	610320215	474R7	X	X	X	X	X
GOVERNMENT ACQUISITIONS, INC. 231 WEST FOURTH ST., SUITE 310 CINCINNATI, OH 45202-2679	HSSS01-12-D-0007 Michael Downard Michael.Downard@gov-acq.com TacCom@gov-acq.com 513-562-2046 (v) 513-721-0399 (f)	603814054	0J658	X	X			
HARRIS IT SERVICES CORPORATION 21000 ATLANTIC BLVD., SUITE 300 DULLES, VA 20166-2496	HSSS01-12-D-0008 David Lillich dlillich@harris.com 703-483-8712 (v) 571-286-0933 (c) 321-727-9197 (f) / Shirley Collins Shirley.Collins@harris.com 703-483-8668 (v) 703-409-3927 (c) / Albert J. Sabol Albert.Sabol@harris.com 703-483-8822 (v) 571-436-5943 (c) / Carolyn Kirwin Carolyn.Kirwin@harris.com 703-483-8680 (v) 571-216-5508 (c)	602938771	0HD54	X	X	X	X	X
IT Tech Direct 2553 HOUSLEY ROAD ANNAPOLIS, MD 21401-6768	HSSS01-12-D-0024 Ralph Riddle ops@ITTechDirect.Net 443-926-6041 (v)	825197168	592U0			X	X	
KARCO ENTERPRISES, INC 110 PORTWATCH WAY, STE. 108 WILMINGTON, NC 28412-7008	HSSS01-12-D-0025 David Mulholland dmulholland@karcoent.com 910-796-3901 (v) 910-279-2680 (c) 910-796-3902 (f)	557012726	48Y45	X	X	S	S	

TacCom Equipment and Services Contractors				Technical Categories				
COMPANY	POINT(S) OF CONTACT	DUNS	Cage	1	2	3	4	5
LOCKHEED MARTIN CORPORATION GLOBAL TRAINING AND LOGISTICS 100 GLOBAL INNOVATION CIRCLE MP 813 ORLANDO, FL 32825-5002	HSSS01-12-D-0009 Terre Wilkinson Terre.Wilkinson@lmco.com 703-272-6057 (v) / Tom Berdini Thomas.G.Berdini@lmco.com 856-727-5945 (v)	001690924	16331	X	X	X	X	X
MIDLAND RADIO CORPORATION 5900 PARRETTA DRIVE KANSAS CITY, MO 64120-2134	HSSS01-12-D-0026 Susan Ballew sballew@midlandradio.com 816-462-0434 (v) Toll Free: 800-821-7848, ext. 234 816-241-5713 (f)	926834797	3QBW6	S	X			
MOTOROLA SOLUTIONS, INC. 7031 COLUMBIA GATEWAY DRIVE COLUMBIA, MD 21046-2289	HSSS01-12-D-0002 Christina Werther Christina.Werther@motorolasolutions.com 410-712-6072 (v) / Chuck Cousino Chuck.Cousino@motorolasolutions.com 517-449-6436 (c)	069373090	78205	X	X	X	X	X
NAKUURUQ SOLUTIONS LLC 13873 PARK CENTER ROAD, STE 400N HERNDON, VA 20171-3271	HSSS01-12-D-0010 Christine Judd Christine.Judd@nakuuruq.com 703-766-6741 (v) 703-509-5037 (c) 703-766-6903 (f)	141090170	3NCA0	X	X			
PATRIOT TOWERS INC. (Team Patriot) 9332 N 95TH WAY, STE B203 SCOTTSDALE, AZ 85258-5536	HSSS01-12-D-0027 G. Dale Gray dgray@patriot-tower.com 480-421-0234	143058837	473T4	X			S	
PROCOM CORPORATION 10820 GUILFORD RD, STE 207 ANNAPOLIS JUNCTION, MD 20701-1105	HSSS01-12-D-0011 Gabe Najjar g.najjar@procom2way.com 301.497.9080 (v) 301.343.0035 (c) 301.497.9082 (f)	146750158	3VDE3	X	X			
QINETIQ NORTH AMERICA OPERATIONS MISSION SOLUTIONS GROUP 2677 PROSPERITY AVE, STE 400 FAIRFAX, VA 22031-4929	HSSS01-12-D-0012 Sharon Petrelles Sharon.Petrelles@qinetiq-na.com 703-970-6133 (v) 703-327-6323 (c) 703-644-6435 (f)	827599759	57SH7				X	



TacCom Equipment and Services Contractors				Technical Categories				
COMPANY	POINT(S) OF CONTACT	DUNS	Cage	1	2	3	4	5
REL M WIRELESS CORPORATION 7100 TECHNOLOGY DR. WEST MELBOURNE, FL 32904-1525	HSSS01-12-D-0028 Tim Vitou tvitou@relm.com 321-953-7858 (v) 321-446-0310 (c) Orders: 800-821-2900	006418933	62720	S	X			
RIVADA PORT GRAHAM SOLUTIONS 901 COPE INDUSTRIAL WAY PALMER, AK 99645-6739	HSSS01-12-D-0029 Mary Hutchinson mah@pgdcorp.com 907-761-6124 (v) 907-761-6058 (f)	799130468	4RMB3			S	S	
SCIENCE APPLICATIONS INT'L CORP (SAIC) 1710 SAIC DRIVE MCLEAN, VA 22102-3703	HSSS01-12-D-0013 Anthony Hayden Anthony.M.Hayden@saic.com 703-676-5964 (v) 703-459-8542 (c)	833063154	5UTE2			X	X	
SOFT TECH CONSULTING INC 4229 LAFAYETTE CENTER DR., STE 1700 CHANTILLY, VA 20151-1267	HSSS01-12-D-0030 Reed Siems Taccom@softtechconsulting.com 703-348-4807 (v) 703-678-8901 (c) 866-891-2031 (f)	090281960	3MAD5			S	S	
THALES COMMUNICATIONS, INC. 22605 GATEWAY CENTER DRIVE CLARKSBURG, MD 20871-2001	HSSS01-12-D-0014 Thomas Stebbing Thomas.Stebbing@thalescom minc.com 240-864-7528 (v) 240-864-7526 (f) John Filmonchik John.Filmonchik@thalescomm inc.com 240-864-7906 (v)	003253788	23386	X				
UNISYS CORPORATION 11720 PLAZA AMERICA DRIVE RESTON, VA 20190-4757	HSSS01-12-D-0031 Pankaj (Paul) Modessa Unisys.TacCom@Unisys.com 703-439-5396 (v) 703-439-3215 (f)	150780674	4W798			X	X	

## **APPENDIX B. DETAILED TACCOM TECHNICAL SEGMENT GUIDANCE**

All TacCom orders for equipment or services shall be issued on a competitive basis, unless a fair opportunity exception justification is approved by the contracting officer.

### **Description of TacCom Equipment or Services Technical Category (TC) under TacCom**

The Order CO, with the advice/assistance of the PARM if desired, will determine the appropriate technical category and contract type for the requirements. This determination will be based on the predominant work to be performed under the order. TacCom offers five different technical categories (TCs) of support and services, as listed below:

- TC1. Subscriber Base – Portable/mobile radios, control/base stations, software, upgrades
- TC2. Infrastructure - Repeaters, routers, comparator systems, OTAR, etc
- TC3. Infrastructure Services - Engineering, design, installation, etc.
- TC4. O&M Maintenance - Maintenance, frequency managers, spectrum managers, etc.
- TC5. Test Equipment.

### **Order Request Package**

The Requiring Activity prepares the order request package (ORP). An order proposal solicitation request shall be provided to the TacCom prime contractors in the associated predominant functional category, including a description of work to be performed and the basis upon which the selection will be made. See Appendix E for an ORP checklist. Optional use samples of templates/forms are provided in the Appendices to this document. These include Fair Opportunity Exception Review by PARM (Appendix C); Additional Guidance on Performance-Based Service Acquisition (PBSA) (Appendix F); a sample Statement of Work (SOW) (Appendix H), a sample Performance Work Statement (PWS) (Appendix I); a sample Quality Assurance Surveillance Plan (QASP) (Appendix J), a sample Service Level Agreement (SLA) (Appendix K); a sample Statement of Objectives (SOO) (Appendix L); the TacCom Order Proposal Evaluation Plan (Appendix M); and an Order Past Performance Questionnaire Sample Template (Appendix Q).

As a minimum, the ORP should contain the following:

- Statement of work, performance work statement or statement of objectives – For services, the Requiring Activity may select from three types of work statements, depending on their specific requirements. However, performance-based orders must be used to the maximum extent possible, as required by FAR 37.102.
- Funding document (purchase request, requisition, etc.) - TacCom TOs are funded by the Requiring Activity. This document describes the required supplies or services and includes the fund citation and the amount of the funding so that contracting can be initiated.
- Independent government cost estimate - The independent government cost estimate (IGCE) should be developed by the customer and submitted to the Order CO as part of the ORP and will assist the Order CO in determining the reasonableness of a contractor's cost and technical proposals. The IGCE is for GOVERNMENT USE ONLY and should not be made available to TacCom contractors. The Order CO will determine if there are instances in which the IGCE is released to the contractors; however, it must be released to all of the contractors in the

specific TC. Customers may obtain information to develop an IGCE from Section B of the TacCom contracts.

- Streamlined Acquisition Plan – The Streamlined Acquisition Plan (AP) should be completed by the customer and submitted to the Order CO as part of the ORP.

### **Acquisition Planning**

When making purchases using TacCom which require an acquisition plan (AP), the following applies:

- Acquisitions with values equal to or greater than \$10 million, including options, require a written acquisition plan per HSAM 3007.103.
- The streamlined AP may be used in lieu of the full AP for your task and delivery orders, as authorized in HSAM Chapter 3007, since an AP has already been approved for the DHS-wide TacCom IDIQ.
- The template for the streamlined AP is available on the Strategic Sourcing Program Office (SSPO) website: <http://dhsconnect.dhs.gov/org/comp/mgmt/cpo/oss/Pages/StrategicSourcing.aspx>
- For acquisitions using TacCom and meeting the threshold at HSAM 3007, provide a copy of the streamlined AP to OCPO seven (7) days before the release of the solicitation for review and approval.
- Justification for work statement that is not performance-based. FAR 37.102 established the policy to use the PBSA approach, to the maximum extent practicable, for ALL services, including those acquired under supply contracts. Services exempted from this policy are: architect-engineer, construction, utility and services that are incidental to supply purchases. Use of any other approach must be justified to the Order CO in the ORP. The justification to not use PBSA should be addressed in the acquisition plan. A justification to not use PBSA must be included in the contract file, if not already addressed in the AP. See Appendix F, Additional Guidance on Performance-Based Service Acquisition, for additional information.
- Order-unique DD Form 254. Use when requirements involve access to information classified “Confidential,” “Secret,” or “Top Secret.” Include Clause FAR 52.204-2. Additional information on Industrial Security is available at [www.dss.mil](http://www.dss.mil).
- Component agency CIO approval (if applicable). Follow the processes, procedures and guidelines set forth in Management Directive 0007.1, Information Technology Integration and Management.
- DHS CIO approval (if applicable). Follow the processes, procedures and guidelines set forth in Management Directive 0007.1, Information Technology Integration and Management.

### **Other Documents**

The Requiring Activity, with assistance from the Order CO, will prepare the following ORP documents:

- Task Order Proposal evaluation plan and factors detailing the evaluation factors and associated order of importance that form the basis for order award. An optional use recommended sample TacCom proposal evaluation plan is included in Appendix M.
- Fair opportunity exception rationale (if applicable) - (See Appendix C) justifying and documenting the rationale if an exception to fair opportunity is determined. The Order CO or other designated agency official, in accordance with agency regulations and in compliance with FAR 16.505(b) (2), must sign the exception rationale.

## Order Proposal Solicitation

The Order CO prepares the necessary documents for the order proposal solicitation. The Order CO will electronically solicit each order requirement, either utilizing the traditional process or multiphase process (See Sections 3.1.1 and 3.1.2), to all contractors within a particular technical category, unless a fair opportunity exception applies (see Appendix C) or the requirement is set-aside for the small business prime contractors. (See tables 1 and 2 in Section 3.1).

The posting of the order proposal solicitation can either be accomplished manually via e-mail or, if available, via FedConnect. Either method will satisfy the requirement for a fair opportunity to be considered. If FedConnect is not available as a means to release an order solicitation, the following is the manual process in which to solicit a proposal request. The steps involved in the manual process include:

- The Order CO releases the order proposal request (either traditional or multi-phased) to all TacCom contractors via e-mail or FedConnect, and requests that the contractors submit their responses in the same medium. Each contractor established one or two e-mail addresses for the receipt of these announcements. The contractors are listed in the “bcc” line.
- The “sent” message will serve as the official copy of the release of the proposal request.
- E-mail return receipts must also be requested when the proposal request is released.
- The Order CO is responsible for verifying that return receipts have been received from all solicited TacCom contractors.
- If a return receipt is not received within 24 hours, the Order CO is responsible for contacting the program manager of the contractor to ensure that the request has been received and take corrective action, if necessary.
- Order Proposals received via e-mail, using the manual process, shall be handled in the same manner as described below for proposals received using FedConnect.

Each contractor is expected to evaluate the opportunity and determine whether or not to submit a proposal. The proposal request will include, as a minimum, the following information:

- Date of announcement;
- End user customer agency;
- SOO, SOW or PWS;
- Anticipated ordering process: traditional or multi-phased;
- Anticipated contract type and certified cost or pricing data (if necessary);
- Incumbent contractor, if any;
- Contracting organization point of contact: name, phone number, e-mail address/ mailing address or fax number (contracting officer and contract specialist);
- Proposal due date;
- Instructions for submission of a technical and cost/price proposal, and;
- Factors/basis for award.

A submission date, based on the size, scope and complexity of the order, will be established for receipt of proposals.

The contractors are required to submit a proposal upon request of the Order CO. If a contractor chooses to not propose on the order, the contractor shall submit a “no proposal” reply in response to the proposal request. All “no proposals” shall include a brief statement as to why the contractor is choosing not to propose, e.g., conflict of interest.

## **Order Technical and Cost/Price Proposal Submission**

### ***Order Technical Proposals***

The order proposal request will state whether an oral presentation is required in addition to, or instead of, written task order technical proposals. Responses will be streamlined and succinct to the extent practical, based on the estimated dollar value and complexity of the work, stating compliance or exception to requirements, risks, assumptions and conflict of interest issues.

Responses will not be a proposal as defined in FAR Part 15, but only sufficient information to be considered in accordance with FAR Part 16. Proposals shall not merely restate SOO, SOW or PWS requirements. Both oral and written order technical proposals for services shall address, as a minimum:

- (1) Technical/management approach;
- (2) Key personnel assigned;
- (3) Quantities/hours of personnel by labor categories;
- (4) Other direct costs (ODCs) (materials and supplies, travel, training, etc.);
- (5) Risks and risk management plan;
- (6) Period of performance;
- (7) Government-furnished equipment (GFE)/Government-furnished information (GFI);
- (8) Security (including clearance level);
- (9) Teaming arrangement (including subcontracting); and
- (10) Other pertinent data, e.g., potential conflict of interest issues.

### ***Order Cost/Price Proposals.***

If the order process is multi-phased, the contractors will be required to submit a preliminary estimate or not-to-exceed estimate in Phase 1 and a written complete task order cost/price proposal shall be required in Phase 2. In the case of a traditional task order process, a written task order cost/price proposal shall always be required as part of the contractor's initial task order proposal submission. This part of the task order proposal shall include detailed cost/price amounts of all resources required to accomplish the task, i.e., labor hours, rates, travel, incidental equipment, etc. When competing for order awards, the contractor is permitted to propose labor rates that are lower than those originally proposed and established in the contract. The contractor shall fully explain the basis for proposing lower rates. The proposed, reduced labor rates will not be subject to audit; however, the rates will be reviewed for realism to ensure the Government will not be placed at risk of nonperformance. The reduced labor rates will apply only to the respective order and will not change the contractual rates in the IDIQ contract. The level of detail required shall be primarily based on the contract type planned for use, as further discussed below.

(1) Firm fixed-price (FFP) and time-and-materials (T&M). The order proposal shall identify labor categories and the number of hours required for performance of the task. The proposal must identify and justify use of all non-labor cost elements. It must also identify any GFE and/or GFI required for order performance. If travel is specified in the order solicitation, air fare and/or local mileage, per diem rates by total days, number of trips, and number of contractor employees traveling shall be included in the cost/price proposal.

(2) Cost reimbursement. Not applicable. The TacCom IDIQ contracts are fixed price or T&M only.

(3) Other relevant information. This information shall always be in writing and shall address other relevant information as required by the contract or requested by the order proposal request. The contractor shall assume all costs associated with preparation of proposals for order awards.

### ***Order Types***

Under TacCom, the Order COs may negotiate firm fixed-price or T&M/labor hour types of orders which differ in the degree of risk assumed by the contractor for the costs of performance and in the profit incentives offered.

- Firm fixed-price - A FFP contract provides for a price that is not subject to any adjustment. It places a significant risk upon the contractor and full responsibility for all costs resulting in a profit or loss. It also provides the maximum incentive for the contractor to control costs and perform effectively. It is suitable for acquiring services on the basis of reasonably definite functional or detailed specifications, when performance uncertainties can be identified and reasonable estimates of their cost impact can be made and the contractor is willing to accept a firm fixed-price representing assumption of the risks involved.
- Time-and-materials and labor hours - A T&M or labor hour contract type may be used only when it is not possible, at the time of placing the order, to accurately estimate the extent or duration of the work or to anticipate costs with any reasonable degree of confidence, in accordance with FAR 16.601. This contract type provides no positive profit incentive to the contractor for cost control or labor efficiency. Accordingly, appropriate Government surveillance of contractor performance is required to provide reasonable assurance that efficient methods and effective cost controls are being used. A T&M or labor hour contract type may only be used after the Order CO executes a D&F that no other contract type is suitable..

### **Evaluation and Award**

The Government will evaluate the contractor's task order technical and cost/price proposal in accordance with the selection factors. The Government's award decision will be based, at a minimum, on compliance with Section 508 requirements of the Rehabilitation Act, and selection factors which address past performance, including quality, timeliness and cost control. Among other sources, evaluation of past performance may be based on a database built from past performance assessments provided in the Past Performance Information Retrieval System (PPIRS) and the Contractor Performance Assessment Reporting System (CPARS - <http://www.cpars.csd.disa.mil/>) or another approved agency-specific contractor performance rating system) on individual TOs. In addition to past performance, technical/management approach and cost, individual order selection factors may include other factor(s) relevant to the particular requirement. The order of importance for the factors will be identified in each individual request for proposal. If necessary, the Government may contact a contractor with clarifications (as defined in FAR 15.306) concerning its proposal.

After completion of the evaluation, discussions, if any, best value analysis and in accordance with the evaluation plan and solicitation, the Order CO and Order COR shall prepare a complete award recommendation package to document the selection process and to serve as evidence that the fair opportunity to be considered rule was applied, unless an exception was taken under FAR Part 16.505(b)(2). At a minimum, it shall include:

- (1) A statement indicating whether announcement of the order requirement was made to all contractors eligible for receiving an award for the task requirement, or if an exception to the fair opportunity to be considered rule was cited (cite the exception);

- (2) The selection factors and methodology used to evaluate the competing contractors;
- (3) The results of the evaluation; and
- (4) The rationale for the recommendation of the order awardee, including a summary of any negotiations conducted, cost/price analysis and best value analysis.

The Ombudsman will review complaints from the contractors and ensure that all contractors are afforded a fair opportunity to be considered for each order, consistent with the procedures in the contract. TOs may be issued by e-mail, regular mail or facsimile using an Optional Form 347, or an agency prescribed form.

### **Contractor Past Performance**

The use and evaluation of past performance, for a specific acquisition, should be tailored to fit the needs of that acquisition and clearly articulated in the solicitation. There is an important distinction between a contractor's experience and its past performance. Experience reflects whether contractors have performed similar work before. Past performance, on the other hand, describes how well contractors performed the work – in other words, how well they executed on what was promised in the proposal. Experience can be considered a source selection factor or sub-factor. Past performance should be given sufficient evaluation weight to ensure that it is meaningfully considered throughout the source selection process and will be a valid discriminator among the task order proposals received.

The following action should be taken for TacCom order solicitations using past performance as an evaluation factor:

- Obtain past performance on previous TacCom TOs;
- If no past performance on TacCom order exists, obtain past performance information on other DHS contracts/task orders;
- If no past performance on TacCom or other DHS contracts/task orders exists, obtain past performance information on offeror performance on contracts with other agencies; and
- A thorough evaluation of contractor past performance must include information received from other sources, and not be limited to the information obtained from the offerors or from their identified references. Available database resources include, but are not limited to, the following:
  - Past Performance Information Retrieval System (PPIRS),
  - Contractor Performance Assessment Reporting System (CPARS - <http://www.cpars.csd.disa.mil/>)
  - Dunn and Bradstreet, and
  - Better Business Bureau.

A Sample Past Performance Questionnaire Template is provided in Appendix Q.

After the order technical proposals have been received and evaluated, the technical evaluation team lead will document, sign and forward the results to the Order CO for review and approval. The Order CO reserves the right to withdraw and cancel a task if issues pertaining to the proposed task arise that cannot be satisfactorily resolved.

### **Post-Award Contractor Performance Evaluation**

(a) Contractor Performance information is relevant for future order source selection purposes, regarding a contractor's actions under previously awarded orders under the same contract. It includes, for example, the contractor's record of conforming to contract requirements and to standards of good workmanship; cost controls; the contractor's adherence to contract schedules, including the administrative aspects of performance; the contractor's history of reasonable and cooperative behavior

and commitment to customer satisfaction; and generally, the contractor's business-like concern for the interests of the customer.

(b) Order performance evaluations are conducted annually and at order completion. Upon completion of a order, the Order COR will complete a order evaluation using the Contractor Performance Assessment Reporting System (CPARS), or another approved agency-specific contractor performance rating system, that feeds the Government's central repository for the collection and utilization of past performance information (PPIRS - <http://www.ppirs.gov>). The contractor will be allowed thirty (30) calendar days to submit comments, rebutting statements, or additional information. Comments, if any, shall be retained as part of the evaluation record. The completed evaluation shall not be released to other than Government personnel and the contractor whose performance is being evaluated during the period the information may be used to provide source selection information. Past performance information will not be retained for longer than three years after completion of a contract or order.

### **Quick-Closeout Procedure**

The contractor is authorized to use the quick-closeout procedure for orders issued under this contract in accordance with FAR 42.708, Quick-Closeout Procedure.

- (a) In accordance with FAR 42.708(a), the Order CO has the authority to negotiate settlement of indirect costs for a specific order if: it is physically complete; the amount of unsettled indirect cost to be allocated to the order is relatively insignificant; and agreement can be reached on a reasonable estimate of allocable dollars.
- (b) In accordance with FAR 42.708(b), a determination of final indirect costs under the quick-closeout procedures shall be final for the order it covers and no adjustment shall be made to other contracts for over- or under-recoveries of costs allocated or allocable to the contract covered by the agreement.
- (c) Submission of a final "0-dollar invoice" is not required. Once agreement for quick-closeout is reached on individual orders, a bilateral modification will be issued to close out the order. Once the bilateral modification is executed by the CO, the order is closed and no further invoicing, adjustments, or claims will be accepted.
- (d) All orders under this contract do not have to be closed in accordance with quick-closeout procedures. The Order CO and the contractor will evaluate complex TOs on a case-by-case basis for applicability of quick-closeout procedures.
- (e) Modifications for quick-closeout will include the following statement: "The bilateral execution of this modification releases the Government and [insert contractor name] from any further obligation."



## APPENDIX C. FAIR OPPORTUNITY EXCEPTIONS

### EXCEPTIONS

There are four exceptions to competition in FAR 16.505 that apply to multiple-award orders requirements. They are listed below along with policy interpretations.

#### Urgency

This exception applies in cases of “a declaration of National Emergency by the President or an Incident of National Significance.” The agency need for such services is so urgent that providing a fair opportunity would result in unacceptable delays. However, the user must objectively demonstrate that the public interest would suffer if requirements were not fulfilled, e.g., failure to develop a program by a date mandated by Congress, etc. A failure to meet established work requirements is not a sufficient cause, unless it can be demonstrated that some public interest is threatened.

#### Unique Requirements

This exception applies when only one awardee is capable of providing the required services, at a sufficient quality level on a timely basis, because the services ordered are unique or highly specialized.

#### Follow-On

In this case, the order must be issued on a sole-source basis, in the interest of economy and efficiency, because it is a logical follow-on to a order already issued under the TacCom contract. This exception is available only if all awardees were given a fair opportunity to be considered for the original order. The following information must be provided: (a) reference to the prior order under TacCom, (b) reference to the competition that was conducted under TacCom that resulted in the incumbent’s award, and (c) some evidence that the project is a continuation of ongoing efforts toward the same ends. *[Note: If the order is a follow-on to a order that was not issued under TacCom, or is a delivery order for which the TacCom awardees were not given the opportunity to compete, this exception CANNOT be used.]*

#### Guaranteed Minimum

The minimum guarantee has been met by the TacCom contractors at the contract level.

### SAMPLE FAIR OPPORTUNITY WRITTEN EXPLANATION

Fair opportunity exceptions should be submitted to the Order Contracting Officer for concurrence. The Order CO, upon concurrence, should then email a courtesy copy of the fair opportunity explanation to [dhs.tacom.idiq@hq.dhs.gov](mailto:dhs.tacom.idiq@hq.dhs.gov) for archiving and reporting. If the TacCom CO has any questions, they will be addressed to the Order CO directly. Refer to FAR 16.505(b)(2)(ii) for format and approval levels for a justification for an exception to fair opportunity.

## **APPENDIX D. RESERVED**

## APPENDIX E: CHECKLIST FOR ORDER REQUEST PACKAGE (ORP)

**TACCOM ORDER REQUEST CHECKLIST AND INSTRUCTIONS:** This form constitutes a request for contract support under the TACCOM contracts. The Requiring Activity shall complete this form, together with the associated attachments, and forward the entire package to the appropriate component TACCOM Order Contracting Officer for processing.

<b>1. Order Title:</b>	
<b>2. Requiring Activity Point of Contact:</b>	
<b>Name:</b>	<b>Phone:</b>
<b>Title:</b>	<b>Fax:</b>
<b>Organization:</b>	<b>Email:</b>
<b>3. Designated Order Level Contracting Officer's Representative (COR):</b>	<input type="checkbox"/> Check here if same as Block 2
<b>Name:</b>	<b>Phone:</b>
<b>Title:</b>	<b>Fax:</b>
<b>Organization:</b>	<b>Email:</b>
<b>4. Techncl Category Track:</b>	
<input type="checkbox"/> TC1 (Unrestricted) <input type="checkbox"/> TC2 (Unrestricted) <input type="checkbox"/> TC3 (Unrestricted) <input type="checkbox"/> TC4 (Unrestricted) <input type="checkbox"/> TC5 (Unrestricted) <input type="checkbox"/> TC1 (Small Business Track) <input type="checkbox"/> TC3 ((Small Business Track) <input type="checkbox"/> TC4 (Small Business Track)	
<b>6. Attachments Checklist:</b>	
Complete package must include all of the items listed in this block, as required or applicable. Send files electronically via email or fax to the Task Order Contracting Officer. All files shall be completed using MS Word or MS Excel, as appropriate.	

<input type="checkbox"/> <b>Work Statement</b> (check one): <input type="checkbox"/> Statement of Work (SOW) <input type="checkbox"/> Performance Work Statement (PWS) including Quality Assurance Surveillance Plan (QASP) <input type="checkbox"/> Statement of Objectives (SOO) All work statements must include applicable Section 508 requirements or exceptions	<input type="checkbox"/> <b>Independent Government Cost Estimate (IGCE)</b> <input type="checkbox"/> <b>Proposal Evaluation Plan/Criteria</b> <input type="checkbox"/> <b>Technical Reference Model (TRM) Standard Documentation</b> <input type="checkbox"/> <b>Acquisition Plan or Copy of Advanced Acquisition Plan</b> <input type="checkbox"/> <b>Component Agency CIO Approval</b> (if applicable) <input type="checkbox"/> <b>Enterprise Architecture Board (EAB) Approval</b> (if required) <input type="checkbox"/> <b>Investment Review Board (IRB) Approval</b> (if required)
<input type="checkbox"/> <b>Funding Document(s)</b> Scanned or other electronic version is preferable	<input type="checkbox"/> <b>Task Order-Unique DD Form 254</b> Use only if security requirements exceed the basic contract DD Form 254
<b>7. Task Order Information:</b>	
<b>(a) Recommended Contract Type</b> (check one): <input type="checkbox"/> Firm Fixed Price (FFP) (no justification required) <input type="checkbox"/> Time-and-Materials (T&M) (provide justification in the box below) Time-and-materials (T&M) contracts require justification in accordance with Federal Acquisition Regulations (FAR) [See Appendix B - Ordering Procedures and Appendix P - Glossary for an explanation of contract types – note that the contracting officer makes the final determination of which order type is in the best interest of the Government]	
<b>(b) Rationale:</b> T&M contracts require justification in accordance with FAR [See Appendix B - Ordering Procedures and Appendix P - Glossary]	
<b>(c) FASA Exception:</b> If you are citing a FASA exception to Fair Opportunity Competition, designate which one below with a justification <input type="checkbox"/> The agency need for services is of such urgency that providing such opportunity would result in unacceptable delays <input type="checkbox"/> Only one such contractor is capable of providing services required, at the level of quality required, because they are unique or highly specialized <input type="checkbox"/> The order should be issued on a sole-source basis in the interest of economy and efficiency as a logical follow-on <input type="checkbox"/> It is necessary to place an order to satisfy a minimum guarantee	
<b>(d) FASA Exception Justification:</b> See Appendix C for further instructions	

## **APPENDIX F. ADDITIONAL GUIDANCE ON PERFORMANCE-BASED SERVICE ACQUISITION**

### General

Performance-based service acquisition (PBSA) is the preferred method of contracting for services and supplies. PBSA is contracting for results, not just best efforts, and involves structuring all aspects of an acquisition around the purpose of the work to be performed. Essential elements of PBSA include: (1) performance requirements, expressed in either a performance work statement (PWS) or statement of objective (SOO); performance requirements described in terms of "what" the required output is and not "how" the work is to be accomplished; (2) performance standards or measurements, which are the criteria for determining whether the performance requirements are met; (3) appropriate performance incentives, either positive or negative; and (4) a surveillance plan that documents the Government's approach to monitoring the contractor's performance (see Appendix B for further TACCOM ordering guidance-including defining performance). The essential PBSA elements are discussed further below.

### Policy

FAR 37.102 established the policy to use the PBSA approach, to the maximum extent practicable, for ALL services, including those acquired under supply contracts. Services exempted from this policy are: architect-engineer, construction, utility and services that are incidental to supply purchases. Use of any other approach has to be justified to the task order contacting officer (TO CO). This justification to not use PBSA should be addressed in the acquisition plan. A justification to not use PBSA must be included in the contract file, if not already addressed in the AP.

### Contract Type

The order of precedence set forth in FAR 37.102(a) (2) should be followed for all TOs. Requiring activities should use the contract type most likely to motivate contractors to perform at optimal levels.

### Performance Work Statement

The PWS identifies the technical, functional and performance characteristics of the Government's requirements. The PWS describes the work in terms of the purpose of the work to be performed, rather than either "how" the work is to be accomplished or the number of hours to be provided. The format for the PWS is similar to the traditional statement of work (SOW) (See Appendix H for sample SOW format). In addition, the PWS will include performance standards, incentives, and a quality assurance surveillance plan (QASP) to monitor and measure program performance at systematic intervals and provide quantifiable data needed for informed decision-making. (See Appendix H for further guidance on the PWS).

Performance Standards/Metrics - Performance standards or metrics reflect the level of service required by the Government to meet performance objectives. Standards may be objective (e.g., response time) or subjective, e.g., customer satisfaction. Service level agreements are performance standards that translate customer's priorities into measurable vendor performance outcomes. Performance standards:

Use commercial standards where practicable, e.g., ISO 9000,

Ensure the standard is needed and not unduly burdensome, and

Must be measurable, easy to apply, and attainable.

If performance standards are not available, the PWS may include a requirement for the contractor to provide a performance matrix, as a deliverable, to assist in the development of performance standards for future TOs.

Performance Incentives - Incentives may be positive or negative; monetary or non-monetary. Note: If a financial incentive is promised, funding for the incentive must be committed at time of TO award.

Examples of monetary incentives include:

- Incentive fees.
- Share-in-savings.
- Negative monetary incentives (can be included if the desired results are not achieved - deduction should be equal to the value of the service lost).

Examples of non-monetary incentives include:

- Revised schedule.
- Positive performance evaluation.
- Automatic extension of contract term or option exercise.
- Lengthened contract term (award term contracting) or purchase of extra items (award purchase).
- Letters of appreciation to individual employees that may translate to bonuses.

#### Quality Assurance Surveillance Plan (QASP)

The QASP is a plan for assessing contractor performance to ensure compliance with the Government's performance objectives. It describes the surveillance schedule, methods, performance measures, and incentives. The QASP is included as part of the PWS and inspects the outputs, not the process. In a QASP, the level of surveillance should be commensurate with the dollar amount, risk, and complexity of the requirement (see Appendix I for sample QASP).

#### Statement of Objectives

The SOO is an alternative to the PWS. It is a very brief document (two to ten pages, depending upon complexity) which summarizes key agency goals and outcomes, to which contractors respond. It is different from a PWS in that contractors propose their solutions (including a technical approach, performance standards, incentives, and a QASP) based upon commercial practices. As a minimum, a SOO should contain the following information:

- Purpose.
- Scope or mission.
- Period and place of performance.
- Background.
- Performance objectives, goals and outcomes.
- Any operating constraints.

A SOO sample format is provided in Appendix L.

#### Additional Resources

- Refer to the following links to learn more about PBSA:
- Defense Acquisition University link to PBSA - [http://www.dau.mil/performance\\_support/pbsa.asp](http://www.dau.mil/performance_support/pbsa.asp)

- Department of Defense Guidebook - <http://www.acq.osd.mil/dpap/Docs/pbsaguide010201.pdf>
- Navy Acquisition Reform - <http://www.acquisition.navy.mil/navyaos/content/view/full/139>
- NASA Guidance for PBSA - <http://ec.msfc.nasa.gov/hq/library/perfba.htm>
- GSA Schedule PBSA information section (toolkit), to aid in preparing performance-based TOs - <http://www.gsa.gov/pbsc>
- NEW WEB-ENABLED 7 STEPS PBSA GUIDE (Click link to 7 Steps Guide) - <http://www.gsa.gov/performancebasedcontracting>

**APPENDIX G. RESERVED**



## **APPENDIX H. SAMPLE FORMAT FOR A STATEMENT OF WORK (SOW)**

1. **PROJECT TITLE:** Provide a short, descriptive title of the work to be performed.
2. **BACKGROUND:** Describe the need for the goods or services, the current environment, and the office's mission as it relates to this requirement. Provide a brief description/summary of the goods or services sought.
3. **SCOPE:** Indicate which TacCom contract technical categories apply to the work to be performed. Include a high-level view of the procurement, its objectives, size, and projected outcomes. Do not include anything that will not contribute to the expected result. Do include impacts/implications.
4. **APPLICABLE DOCUMENTS:** List relevant legal, regulatory, policy, and security documents. Include publication number, title, version, date, where the document can be obtained, etc. State which portions of the documents apply.
5. **SPECIFIC TASKS:** Provide a narrative of the specific tasks that make up the SOW. Number the tasks sequentially, e.g., Task 1 - title of task and description, Task 2 - title of task and description, etc. Describe in clear terms, using active language, what work will be performed. The requirement must be defined sufficiently for the contractor to submit a realistic proposal and for the Government to negotiate a meaningful price or estimated cost. SOWs must be "outcome-based," i.e., they must include the development and delivery of actual products (e.g., assessment report, migration strategy, implementation plan, etc.).
6. **DELIVERABLES AND DELIVERY SCHEDULE:** List all outputs/outcomes with specific due dates or timeframes. Include media type, quantity, and delivery point(s). State due dates in terms of calendar days after task order (TO) award.
7. **GOVERNMENT-FURNISHED EQUIPMENT AND INFORMATION:** Identify the Government-furnished equipment and information, if any, to be provided to the contractor, and identify any limitations on use. Be as specific as possible.
8. **PLACE OF PERFORMANCE:** Specify whether the work will be performed at the contractor's site or at a Government site. Provide exact address if possible. Describe any local or long distance travel the contractor will be required to perform.
9. **PERIOD OF PERFORMANCE:** State the period of performance in terms of total calendar days after Order award (e.g., 365 calendar days after award), or in terms of start and end date, e.g., October 1, 20XX through September 30, 20XX. The use of "calendar days" provides an accurate understanding of the actual length of the Order, and allows the actual dates of performance to be set at the time of Order award.
10. **SECURITY:** State whether the work will be UNCLASSIFIED, CONFIDENTIAL, SECRET or TOP SECRET. The TacCom contracts were issued anticipating that the requirements would be UNCLASSIFIED. Refer to clause H.28. COMPLIANCE with DHS Security Policy for additional information regarding issuance of classified orders and the clauses you will need to incorporate at the Order-level. Contractors have been put on notice via clause H.28 that classified requirements may be placed under the TacCom contracts.

## **APPENDIX I. SAMPLE FORMAT AND TEMPLATE FOR A PERFORMANCE WORK STATEMENT (PWS)**

1. **PROJECT TITLE:** Provide a short, descriptive title of the work to be performed.
2. **BACKGROUND:** Describe the need for the goods or services, the current environment, and the office's mission as it relates to this requirement. Provide a brief description/summary of the goods or services sought.
3. **SCOPE:** Indicate which TACCOM functional categories apply to the work to be performed. Include a high-level view of the procurement, its objectives, size, and projected outcomes. Do not include anything that will not contribute to the expected result. Do include impacts/implications.
4. **APPLICABLE DOCUMENTS:** List relevant legal, regulatory, policy, and security documents. Include publication number, title, version, date, where the document can be obtained, etc. State which portions of the documents apply.
5. **PERFORMANCE REQUIREMENTS:** Provide a narrative of the specific performance requirements or tasks that make up the PWS. Describe the work in terms of the required output (i.e., what is expected from the contractor), rather than how the work is to be accomplished or the number of hours to be provided. Number the tasks sequentially, e.g., Task 1 - title of task and description, Task 2 - title of task and description, etc. The requirement must be defined sufficiently for the contractor to submit a realistic proposal and for the Government to negotiate a meaningful price or estimated cost.
6. **PERFORMANCE STANDARDS:** Performance standards establish the performance levels required by the Government. Examples of performance standards include: (1) quality standards (condition, error rates, accuracy, form/function, reliability, maintainability), (2) quantity standards (capacity, output, volume, amount), and (3) timeliness standards (response times, delivery, completion times, milestones) (see Appendix F for discussion on performance standards/metrics).
7. **INCENTIVES:** Incentives should be used when they will encourage better quality performance. They may be either positive, negative or a combination of both. Incentives may be monetary or non-monetary. Incentives need not be present in every performance-based contract as an additional fee structure. In a fixed-price contract, the incentives would be embodied in the pricing, and the contractor could either maximize profit through effective performance, or have payments reduced because of failure to meet the performance standard. Positive incentives are used if the work exceeds the standards. Standards should be challenging, yet reasonably attainable. Negative incentives are actions used if the work does not meet the standards (see Appendix F for incentive examples).
8. **DELIVERABLES AND DELIVERY SCHEDULE:** List all outputs/outcomes with specific due dates or timeframes. Include media type, quantity, and delivery point(s). State due dates in terms of calendar days after task order (TO) award.
9. **GOVERNMENT-FURNISHED EQUIPMENT AND INFORMATION:** Identify the Government-furnished equipment and information, if any, to be provided to the contractor, and identify any limitations on use. Be as specific as possible.

10. PLACE OF PERFORMANCE: Specify whether the work will be performed at the contractor's site or at a Government site. Provide exact address if possible. Describe any local or long distance travel the contractor will be required to perform.
11. PERIOD OF PERFORMANCE: State the period of performance in terms of total calendar days after TO award (e.g., 365 calendar days after TO award), or in terms of start and end date, e.g., October 1, 20XX through September 30, 20XX. The use of "calendar days" provides an accurate understanding of the actual length of the TO and allows the actual dates of performance to be set at the time of TO award.
12. SECURITY: State whether the work will be UNCLASSIFIED, CONFIDENTIAL, SECRET or TOP SECRET. The contract security classification specifications in Section I of the TACCOM contracts provide for additional guidance.
13. QUALITY ASSURANCE SURVEILLANCE PLAN: The quality assurance surveillance plan (QASP) is the portion of the PWS that explains to the contractor what the Government's expectations are, and how (and how often) deliverables or services will be monitored and evaluated. It also spells out any incentives that would encourage the contractor to exceed the performance standards. It also imposes negative incentives when the outputs/outcomes are below the performance standards. Attach the QASP to the PWS (see Appendix J for sample QASP).

## APPENDIX J. SAMPLE QUALITY ASSURANCE SURVEILLANCE PLAN AND TEMPLATE (QASP)

A quality assurance surveillance plan (QASP) describes how an agency will survey, observe, test, sample, evaluate and document the contractor's performance in meeting the critical performance standards identified in the contract. The QASP and the performance requirements should be developed concurrently because of their influence on one another. In developing the QASP, the agency should consider the criticality of the process and its output; how and how frequently performance should be monitored; and the cost to the agency to monitor each standard/acquisition quality level (AQL). Types of monitoring include: random sampling, 100% inspection, periodic inspection, and customer feedback (see FAR 46.401).

1. TASK ORDER TITLE: Mainframe Maintenance Service (*Example*)
2. WORK REQUIREMENTS: List below the tasks specified in Paragraph 5 of the performance work statement (PWS). *Examples include:*
  - Task 1 - Predictive/Preventive Maintenance
  - Task 2 - Equipment Repair
  - Task 3 - Dispatch Center
  - Task 4 - Work Documentation/Service Log Section
  - Task 5 - Equipment Monitoring Section
  - Task 6 - Configuration Management Section
3. PRIMARY METHOD OF SURVEILLANCE: Choose a method that best fits your requirement, e.g., criticality of work to be performed, the relative importance of some tasks to others, lot size/frequency of service, surveillance period, stated performance standard, performance requirement, availability of agency people/resources, and cost-effectiveness of surveillance vs. task importance. Acceptable surveillance methods include:
  - 100 percent inspection - recommended only where health and safety are at issue, otherwise it is not cost-effective and is too stringent.
  - Random sampling - appropriate for recurring tasks or production requirements.
  - Periodic inspection - uses a pre-determined plan based on analyses of agency resources and requirements.
  - Customer input - suitable for service-oriented tasks; uses a standard form to document.
  - Contractor self-reporting - appropriate for tasks such as system maintenance where the contractor can provide system records that document performance, i.e., for development projects, monthly reports can detail problems encountered.

*Example:* Random sampling is scheduled for tasks 2, 3, 5 and 6. There will be 100% inspection for Items 1 and 4.
4. SCOPE OF PERFORMANCE: (provide the scope of the requirement as described in paragraph three of the PWS). For example, the contractor shall provide remedial maintenance service on-site with problem resolution completed within the specified timeframe. Remedial maintenance is defined to

include service (including parts replacement) as necessary to restore equipment that is in an inoperable or degraded condition to normal operating effectiveness. Equipment problems attributed to software malfunctions are excluded.

*(insert other scope statements for remaining work requirements, as appropriate)*

5. PERFORMANCE STANDARDS: Insert the performance standards listed in paragraph six of the PWS.

*Examples include:*

- Mainframe processing availability must be 95% during the hours 0800 – 1600.
- Response times for maintenance calls should occur within four hours of placing a call.

6. ACCEPTABLE QUALITY LEVEL: The AQL must be realistic, stating the minimum standard, percentage of errors allowed, cost trade-offs, etc. *Examples include:* The AQL for this project is 100% due to the critical support provided by mainframe operations.

7. EVALUATION METHOD:

*Example:* The contracting officer's technical representative (COTR) will document the time of verbal notification to the contractor. The COTR will document the official time and date of notification on the maintenance call record. The COTR will review self-diagnostic systems logs, conduct a comparison with actual maintenance performance and otherwise verify and validate contractor performance. The contractor shall enter in the record the official time the system is restored to full operational status. The COTR will confirm the date and time of problem resolution in the record.

8. INCENTIVES (positive and/or negative): Insert the performance incentives listed in paragraph seven of the PWS. *For example:*

- - The following negative incentives apply:
  - If resolution is completed within four hours of notification, there will be no adjustment to the invoice amount.
  - If resolution time exceeds four hours, the monthly invoice amount will be reduced by 10%.

*(insert any other appropriate incentives, or disincentive)*

## APPENDIX K. SAMPLE SERVICE LEVEL AGREEMENT (SLA)

A service level agreement (SLA) is a formal written agreement made between two parties: the service provider and the service recipient. It defines the expected level of services, the metrics associated with these services, acceptable and unacceptable service levels, and incentive awards for service levels exceeded and/or penalty provisions for services not provided. A sample SLA is provided below.

Desired Outcomes	Required Services	SLA Performance Standard (completeness, cost, reliability, accuracy, timeliness, quality)	Acceptable Quality Level (AQL)	Monitoring Method (Quality Assurance Surveillance Plan/QASP)	Incentives/Disincentives
Meets and complies with defined requirements, is effectively managed and is fully functional.	Execute/perform all required tasks according to Y.	All required milestones and deliverables will be achieved within agreed-upon schedule as specified in A, B, C and/or D.	No deviation without COTR approval.	Review of monthly status report, vendor SLA performance metrics and quarterly program reviews.	TBD by agency
Maintain operations	Perform corrective maintenance on system hardware	Mission-critical site hardware: 5 days x 8 hours (site time), <4 hours response; next business day restore  Non-mission-critical hardware: 5 days x 8 hours, next business day response and restore	90% of the time	Observation, Analysis	TBD by agency

## APPENDIX L. SAMPLE STATEMENT OF OBJECTIVES (SOO)

The Statement of Objectives (SOO) provides the basic, top-level objectives of a task order (TO), and is provided in lieu of a Government-written statement of work (SOW) or performance work statement (PWS). It provides potential offerors the flexibility to develop cost-effective solutions and the opportunity to propose innovative alternatives for meeting the objectives.

1. PURPOSE:
2. SCOPE OR MISSION:
3. PERIOD AND PLACE OF PERFORMANCE:
4. BACKGROUND:
5. PERFORMANCE OBJECTIVES, GOALS AND OUTCOMES: *Examples include:*

### *Overall Objectives:*

- Personnel - Provide a proper skill mix, experience, and required number of qualified personnel.
- Materials - Provide all necessary supplies, spares, tools, and test equipment, consumables, hardware, software, automatic data processing equipment, documentation, and other applicable properties.
- Facilities - Provide administrative and work spaces.
- Organizational processes - Provide internal controls, management oversight, and supply support.

### *Task Order Objectives:*

Most objectives will already be identified within the contract document. Specific TO objectives may be included here. If this type of objective is not included, instructions may be necessary for TACCOM contractors to understand how these objectives should be addressed within their proposals. Objectives identified within the SOO are addressed by the TACCOM contractors within a SOW, which they write. Therefore, consider how objectives identified in this section could be addressed within a SOW.

### *Technical objectives:*

- Through the introduction of new technology, enhanced capabilities, and process improvements, optimize the Department of Homeland Security (DHS) enterprise architecture to continuously improve and evolve hardware, software, and communications in order that it may easily adapt to new technical requirements.
- Throughout the life of this effort, achieve improved performance, reliability, security, and reduced cost of the delivered service. *DHS Component* anticipates a potential cost reduction in operations and maintenance costs for reinvestment in product improvements.
- Ensure that system installation will minimally impact other systems located in the designated facility.
- Develop and document procedures for managing system engineering, software and hardware development. Utilize commercial standards and procedures to the maximum extent in achievement of this objective. The system engineering process includes parts management, quality assurance, electro-static discharge control, reliability, maintainability, system safety, etc.

### *Program Objectives:*

- Receive, under a performance-based arrangement, highly reliable and secure information technology services and support that meet or exceed customer requirements and expectations.
- Establish program management that provides accurate and timely schedule and performance information throughout the life cycle of the program.
- Establish a sound risk management system through the integration of metrics to monitor program status. This will mitigate program risks and provide for special emphasis on software development efforts.
- Establish a comprehensive configuration management system.
- Obtain sufficient rights in technical data, both software and hardware, such that the Government can maintain and modify the training system using Government personnel and third party contractors.
- Use electronic technologies to reduce paper copies of program information generated throughout the life of this contract.
- Use electronic technologies to communicate and pass data between Government and contractor organizations.



## APPENDIX M. SAMPLE TACCOM PROPOSAL EVALUATION PLAN

<p><b>Basis of Evaluation (check one):</b></p> <p style="margin-left: 40px;"> <input type="checkbox"/> <b>Best Value Trade-Off</b>  <input type="checkbox"/> <b>Lowest-Price, Technically Acceptable</b>  <input type="checkbox"/> <b>Other</b> </p>	
<p><b>Non-Cost Factors</b></p> <p>Evaluation factors and significant subfactors shall be listed, and their relative order of importance cited in adjectival terms          Numerical ratings shall not be used in the evaluation of TacCom order proposals.</p>	
<p><i>List the specific areas of your technical/management requirements to be evaluated. These areas should correspond with, and relate to, specific requirements</i></p>	
<b>1. Technical/Management Approach</b>	
a.	
b.	
c.	
d.	
<p><i>List the specific areas of your past performance requirements to be evaluated. These areas should relate to specific work statement requirements.</i></p>	
<b>2. Past Performance</b>	
a.	
b.	
c.	
d.	
<p><i>List any other evaluation criteria important to you, and their relative order of importance below.</i></p>	
<b>3. Other Factors (if applicable).</b>	
a.	

b.
c.
d.
<p style="text-align: center;"><b>Order of Importance of Technical Factors</b></p> <p>List the order of importance with regards to corporate experience, technical/management approach and any other non-cost criteria for which you may want to evaluate contractor proposals. Examples: a) Factor 1 is more important than Factor 2; Factor 2 is more important than Factor 3; b) Factor 1 and Factor 2 are equal; Factors 1 and 2 are more important than Factor 3.</p>
<p style="text-align: center;"><b>Cost Factor</b></p> <p>Note that balancing cost against the non-cost factors is how you make your best value trade-off decision, and as a result, a percentage is not applied to the cost factor. Indicate whether <b>all non-cost</b> evaluation factors, when combined:</p> <p><input type="checkbox"/> Are significantly more important than:      <input type="checkbox"/> More important than:      <input type="checkbox"/> Comparatively equal to:</p> <p style="text-align: center;">...the cost factor</p>

## APPENDIX N. SAMPLE E-MAIL REQUESTS FOR PROPOSAL

### SAMPLE E-MAIL REQUEST FOR MULTI-PHASE PROPOSAL (Phase 1)

To: Leave Blank

FROM: *Contracting Officer or Contract Specialist*

Bcc: *All TACCOM Contractors; Requiring Activity POC's e-mail address;  
dhs.tacom.idiq@hq.dhs.gov*

Subject: Request for Technical and Cost/price Proposal (Multi-phase Approach - Phase 1)

*[Insert Title of SOW]*

Contractor selection for Phase 1 of this DHS requirement, entitled *Title of SOW*, will be made using a multiphase process under the TACCOM contract. Phase 1 activities are described below and on the "Instructions to Contractors" attachment.

The functional category for this effort is *[insert functional category]*. Responses are due by *[insert time on insert date on which responses are due]*. There will be no exceptions to the time and date on which responses are due, unless determined otherwise by the Government.

Offerors are limited to no more than *[insert page limitation, typically no more than seven]* pages for your response, which encompasses your proposed technical and management approach, as well as past performance information. Within the seven pages, the offeror should also include a preliminary estimate or not-to-exceed estimate for cost. The amount of time allowed for the Phase 1 response is *[insert number of days for response, typically no more than five, but which may be adjusted based on the scope/complexity of the requirement and the needs of the customer]*. Also include whether an oral presentation will be required.

Your response, technical and pricing, should be forwarded electronically to the task order contracting officer no later than the date specified above. When responding, please include "Title of SOW -- Phase 1" on the subject line. To verify receipt of your response, please contact me either by e-mail or telephone.

After evaluation of responses, there will be a down-select conducted prior to continuing on to the second part of this competition, which will involve the issuance of a Request for Technical and Cost/Price Proposal (Multi-phase – Phase 2).

We would like to thank you for your continued support of the TACCOM program, and for your consideration of submitting a response to this request.

Sincerely,

*[Insert name/phone number/email address of contracting officer/contract specialist]*

**Attachments (Instructions to offerors; SOW)**

REQUEST FOR MULTI-PHASE PROPOSAL – PHASE 1 (SAMPLE)  
INSTRUCTIONS TO CONTRACTORS

This request for a Phase 1 proposal is the first in a two-part process to assess your capabilities in performing the work described in the Statement of Work (SOW). There will be a down-select prior to continuing on to the second part of this competition, which will involve the issuance of a full Request for Technical and Cost/Price Proposal (Phase 2).

Please provide your response to this multiphase proposal request – Phase 1 by *insert time on insert date on which responses are due*. This information will be used to evaluate which contractors represent the best set of qualifications for further competitive consideration. The Government will not consider or evaluate marketing materials.

Functional Category: *[Fill in applicable Functional Category]*

Task Title: *[Insert Title of SOW]*

*Composition of Responses* (Example):

*Technical Response*

*The contractor shall provide at least one project profile demonstrating successful management and performance of work similar in type and scope to that described in the Statement of Work. The contractor shall also provide one reference for each project profile.*

*The contractor shall briefly describe its technical approach for completing this task.*

*Cost/Price Proposal*

*The contractor shall provide a Preliminary Estimate or Not-To-Exceed figure for fulfilling the requirements of the SOW. The contractor must be prepared, in its full Phase 2 proposal, to propose within the total dollar amount cited in its Phase 1 cost submission.*

Technical Evaluation Criteria:

Contractor responses shall be evaluated as to whether or not they have demonstrated the ability to meet the needs of the Government under the criteria set forth below. These criteria will be used to rate each contractor's proposal. After ranking the responses to the Phase 1 announcement, the Government will determine the group of contractors that will be invited to participate in Phase 2, and a Request for Technical and Cost/Price Proposal (Multiphase – Phase 2) will be sent only to the successful Phase 1 contractors. *List evaluation criteria in descending order of importance – examples follow:*

*Criteria 1: Project Profile Information - The project profiles submitted demonstrate successful performance and management of tasks similar in type and scope.*

*Criteria 2: Technical Approach - The contractor's technical approach demonstrates a clear understanding of the work to be performed. The proposal outlines an effective, efficient, achievable approach for accomplishing the work to be performed by this task order within the timeline specified by either performance periods or documented in a deliverable schedule.*

*Criteria 3: Task Specific - The customer can have as many technical evaluation criteria as are needed to determine the best solution for the organization/project.*

SAMPLE E-MAIL REQUEST FOR PROPOSAL

(Traditional or Multi-phase – Phase 2)

To: *Contracting Officer or Contract Specialist*

Bcc: All TacCom Contractors *[insert Department of Homeland Security customer's e-mail address]; dhs.tacom.idiq@hq.dhs.gov*

Subject: Request for Technical and Cost/Price Proposal *[insert whether is traditional approach or multiphase approach – Phase 2]*

*[Insert Title of SOW]*

Contractor selection for this acquisition, entitled *Title of SOW*, will be made using *[cite whether using a traditional approach or Phase 2 of the multiphase approach]* under the TACCOM contract. The functional category for this effort is *[insert name of functional category]*. You are requested to submit a technical and separate full pricing proposal for the effort described on the attached statement of work/statement of objectives/performance work statement. Responses are due by *[insert time on insert date on which responses are due]*. There will be no exceptions to the time and date on which responses are due, unless determined otherwise by the Government.

Offerors are limited to no more *[insert page limitation, typically no more than 15 pages]* for your response, subject to adjustment at the discretion of the task order contracting officer based on the size, scope and complexity of the task order. The request may also include an oral presentation if it is determined to be beneficial to the evaluation. A complete cost/price proposal must be submitted, *with no page restrictions*. Your response must be submitted within *[insert number of days, typically eight days, which may be adjusted based on the scope/complexity of the requirement and the needs of the customer. Also include whether an oral presentation will be required.]*

Your response, technical and pricing, should be forwarded electronically to the task order contracting officer no later than the date specified above. When responding, please include *Title of SOW* on the subject line. To verify receipt of your response, please contact me either by e-mail or telephone.

We would like to thank you for your continued support of the TACCOM Program, and for your consideration of submitting a response to this request.

Sincerely,

*[Insert name of contracting officer/contract specialist]*

*[Insert contracting officer/contract specialist's phone number]*

*[Insert contracting officer/contract specialist's email address]*

Attachments (Instructions to Offerors; SOW/SOO/PWS)

REQUEST FOR TECHNICAL AND COST/PRICE PROPOSAL

(insert whether Traditional or Phase 2)

INSTRUCTIONS TO CONTRACTORS

Please provide your response to this Request for Technical and Cost/Price Proposal *[cite whether using a traditional approach or Phase 2 of the multiphase approach]* by *[insert time]* on *[insert date on which responses are due.]*

Functional Category: *[Fill in applicable Functional Category]*

Task Title: *[Insert Title of Statement of Work (SOW)]*

Composition of Responses:

*Technical Response - limited to 15 pages*

Sample wording. *The Contractor shall provide at least two project profiles demonstrating successful management and performance of work similar in type and scope to that described in the SOW/SOO/PWS. The Contractor shall also provide one technical-competency reference for each project profile documented.*

*And*

*The Contractor shall also describe its technical approach for completing the work in the SOW/SOO/PWS. The technical proposal shall reference each "paragraph number" in the SOW and provide the Contractor response to each paragraph. If selected for task order award, this technical response will be used as the basis for award.*

*Cost/Price Proposal – no page limitation*

*[Sample wording for cost-reimbursement effort].* The Contractor shall submit a full cost/price proposal for a *[insert contract type]* award (i.e., unburdened direct labor rates, indirect rates, and other direct costs) that provides the TACCOM labor categories and corresponding labor hours to satisfy the requirements of the base period and any other performance periods included in the SOW/SOO/PWS. A total cost summary by major cost element along with detailed cost breakdowns to support each major cost element shall be included. In addition, a cost summary by major cost element for each contract period shall be provided. Cost supporting details shall include base labor rates, fringe benefits, overheads, subcontracts, other direct costs, indirect rates, and calculation methodology. The supporting details shall also provide your latest DCAA approved indirect rates.

Also, if the proposal includes subcontractor(s), indicate whether they are proposed on a FFP, T&M, or cost-reimbursement basis. If subcontractors are proposed on a cost-reimbursement basis, additional information regarding the subcontractor rates may be required at a later date, if not provided with this estimate. The Contractor shall provide a technical response that provides the rationale to support the quantity of hours and the labor mix proposed.

#### Technical Evaluation Criteria:

Contractor responses shall be evaluated as to whether or not they have demonstrated the ability to meet the needs of the Government under the criteria set forth below. Technical capability is more important than cost. The importance of cost will increase as the difference in technical responses decreases. The following criteria will be used to score each contractor's proposal. *List evaluation criteria in descending order of importance – examples follow:*

*Criteria 1: Project Profile Information - The project profiles submitted demonstrate successful performance and management of tasks similar in type and scope.*

*Criteria 2: Technical Approach - The contractor's technical approach demonstrates a clear understanding of the work to be performed. The proposal outlines an effective, efficient, achievable approach for accomplishing the work to be performed by this task order within the timeline either specified by performance periods or documented in a deliverable schedule.*

*Criteria 3: Task Specific – [The customer can have as many technical evaluation criteria as are needed to determine the best solution for the organization/project.]*

#### *Cost/Price*

In performing the best value trade-off analysis, all non-cost evaluation factors, when combined, are **MORE IMPORTANT** than cost/price (*sample lead-in sentence to specific instructions on a cost price evaluation*).

Note that balancing cost against the non-cost factors is how you make your best value trade-off decision, and as a result, a percentage is not applied to the cost factor. Indicate whether all non-cost evaluation factors, when combined:



Significantly more important than cost or price  Approximately equal to cost or price

Significantly less important than cost or price

## APPENDIX O. PROPOSAL SUBMISSION INSTRUCTIONS/EVALUATION

### FACTORS

#### Proposal Submission Instructions

Technical and cost/price proposals shall be separate documents and consist of the following tabs:

NOTE: While the technical proposal must not contain any reference to cost, resource information (such as data concerning labor hours and categories, materials, subcontracts, etc.) must be provided so that the contractor's understanding of the requirements may be evaluated.

**TAB 1 - Technical Proposal.** Technical proposal information will be streamlined and limited to *[insert page limitation]* pages. At a minimum, technical proposals shall address the following elements:

- Technical/management approach
- Key personnel assigned
- Teaming arrangements (including subcontractors)
- Risks and risk mitigation plan
- Period of performance
- Government-furnished equipment (GFE)/Government-furnished information (GFI)
- Security (including clearance level)
- Other pertinent data

**NOTE:** If instructions are for a performance-based task order, the technical proposal shall also include the offeror's proposed statement of work (SOW), or performance work statement (PWS) detailing the performance requirements resulting from the statement of objectives.

**TAB 2 – Past Performance.** This section should at a minimum, instruct offerors to submit information concerning TOs, contracts and subcontracts (including Federal, State and other local government and private) which are similar in scope, size and complexity to the work required by the solicitation, or which offerors consider relevant in demonstrating their ability to perform the proposed effort. In accordance with FAR 42.1503(e), the Government must retain past performance information for no longer than three years after completion of the contract. Therefore it is recommended that TO COs limit the “age” of the Offeror's references to not more than three years.

*The evaluation factors for award, at a minimum, must clearly describe the approach to be used to evaluate past performance, including what past performance information will be evaluated, how it will be evaluated, its relative importance to the other evaluation factors and sub factors, and how offerors with no past performance history will be evaluated.*

*The solicitation must also inform offerors that the Government may use past performance information obtained from sources other than those identified by the offeror, and the information obtained may be used for both the responsibility determination and the best value decision. If any negative past performance*

**TAB 3 – Cost/Price Proposal.** This part of the proposal shall include details for all resources required to accomplish the requirements, e.g., labor hours, rates, travel, incidental equipment, etc. The price proposal shall identify labor categories in accordance with the labor rate tables contained in Section B of

the basic contract. It must also identify any GFE and/or GFI required for task performance. If travel is specified in the SOW or PWS, airfare and/or local mileage, per diem rates by total days, and number of trips and number of contractor employees traveling, shall be included. The task order contracting officer should also advise the offeror if cost or pricing information is required.

**Evaluation Criteria**

This is a best value award, and the evaluation criteria for this award will be based on the following factors and weights assigned to each factor. *[EXAMPLE ONLY – INSERT FACTORS/LANGUAGE AS APPROPRIATE]*

***Technical/Management Approach:***

***Past Performance:***

- (1)
- (2)
- (3)

***Other Factors:***

- (1)
- (2)
- (3)

**Order of Importance**

*For example: Factor 1 is more important than Factor 2; Factor 2 is more important than Factor 3; OR Factors 1 and 2 are equal and more important than Factor 3.*

***Cost/Price***

In performing the best value trade-off analysis, all non-cost evaluation factors, when combined, are MORE IMPORTANT than cost/price (*sample lead-in sentence to specific instructions on a cost price evaluation*).

Note that balancing cost against the non-cost factors is how you make your best value trade-off decision, and as a result, a percentage is not applied to the cost factor. Indicate whether **all non-cost** evaluation factors, when combined:

Significantly more important than cost or price  Approximately equal to cost or price

Significantly less important than cost or price

## **APPENDIX P. SAMPLE DEBRIEFING LETTER TO UNSUCCESSFUL OFFEROR**

[Insert date]

[Insert offeror's name]

Title [Insert offeror's title]

[Insert name of offeror's company/organization]

Street

City, State ZIP

SUBJECT: TACCOM Task Order Request for Proposal # [insert number]

Dear [insert offeror's name]:

This letter constitutes a written debriefing of your firm's proposal as requested in your e-mail message dated [insert date]. This debriefing will provide information regarding the Government's evaluation of the significant weak or deficient factors in your firm's proposal. This letter contains only that information which the contracting officer is allowed by regulation to disclose.

### **Evaluation Results**

After careful consideration, we determined that your firm's proposal was not the most advantageous to the Government. The task order was awarded to:

[insert successful offeror's name and address]

Total technical rating and total evaluated cost/price for the successful offeror's proposal: [insert rating and cost/price]

Total technical rating for your firm's proposal: [insert rating]

Your firm's proposal contained significant technical deficiencies, most notably:

Did not adequately [insert information]

Demonstrated a lack of [insert information]

Was deficient in the representation of [insert information]

Additional Considerations:

- Past performance experience is not comparable to [insert information].
- Your company did not submit [insert information] that was included in the schedule of supplies and services.
- Your company's offered pricing was substantially higher than the pricing proposed by the successful offeror.

Our award decision was based on the technical and price factors identified in Section [insert section] of the Task Order Proposal Request.

I would like to thank you for your participation in the task order competition and I hope the information provided above will assist you in future competitions.

Sincerely,

[Insert Your Name],  
Contracting Officer

## APPENDIX Q. PAST PERFORMANCE QUESTIONNAIRE

### PART ONE: INSTRUCTIONS

The company who has provided you with this form is proposing on a Department of Homeland Security (DHS) solicitation to provide a full range of [insert purpose of requirements] to meet the mission needs of DHS. Past Performance is an extremely important part of the evaluation criteria for this acquisition, so your input is very important. The information is to be provided directly to, the DHS Contract Specialist. This information will not be disclosed to the offeror. Please provide an honest assessment and return the questionnaire to DHS, by e-mail, to the address shown below, no later than the time and date the solicitation closes \_\_\_\_\_. If you have questions, please contact \_\_\_\_\_

Completed questionnaires should be emailed to the following address: \_\_\_\_\_

---

### GENERAL INFORMATION

1. OFFEROR'S NAME AND ADDRESS

\_\_\_\_\_  
\_\_\_\_\_

2. CUSTOMER ORGANIZATION

\_\_\_\_\_  
\_\_\_\_\_

3. CONTRACT NUMBER: \_\_\_\_\_

2a. EVALUATOR

4. CONTRACT VALUE: \_\_\_\_\_

NAME: \_\_\_\_\_

TITLE: \_\_\_\_\_

PHONE NO: \_\_\_\_\_

5. CONTRACT AWARD DATE:

\_\_\_\_\_/\_\_\_\_\_/\_\_\_\_\_

6. CONTRACT COMPLETION DATE:

\_\_\_\_\_/\_\_\_\_\_/\_\_\_\_\_

7. CONTRACT TYPE (Circle All That Apply):

8. COMPLEXITY OF WORK (Circle One Response):

Fixed Price    Cost-Plus Fixed Price    Cost-Plus Award Fee

DIFFICULT

ROUTINE

T & M

OTHER

### PART TWO: GENERAL INFORMATION CONTINUED

9. BRIEF DESCRIPTION OF YOUR CONTRACT REQUIREMENTS:

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

**SOURCE SELECTION SENSITIVE INFORMATION**

**PART THREE: OFFEROR PERFORMANCE RATING**

On the following pages, please summarize the offeror’s performance in each rating factors. Each factor has a set of sub factors with four possible adjectival ratings. Determine the adjectival rating that most nearly represents your experience with this offeror and indicate your assessment by placing an “X” under the appropriate heading. Offeror performance factors are:

- A. CORPORATE COMMITMENT**
- B. QUALITY OF SERVICE**
- C. TIMELINESS OF PERFORMANCE**
- D. TEAMING ARRANGEMENTS**

Adjectival ratings are defined below and should be used as a reference in assessing performance:

- OUTSTANDING** Contractors performance significantly exceeded the contract requirements.
- GOOD** Contractors performance exceeded the contract requirements.
- ACCEPTABLE** Contractors performance met contract requirements.
- UNSATISFACTORY** Contractors performance was less than acceptable and was unable to perform contract requirements successfully.
- N/A** Not applicable.

	<b>CORPORATE COMMITMENT</b>	<b>Outstanding</b>	<b>Good</b>	<b>Accept.</b>	<b>Unsat.</b>	<b>N/A</b>
	Did contractor provide effective contract and project management?					
	Did the contractor provide a systematic approach to provide the most current technologies, services and techniques available in the market place?					
	How effective has the contractor been in understanding and responding to user requirements?					
	Did the contractor establish and maintain effective quality control standards and procedures?					

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	QUALITY OF SERVICE	Outstanding	Good	Accept.	Unsat.	N/A
	Did the contractor provide quality goods/services?					
	Did the contractor provide quality reports and documentation (i.e., accurate, current and complete)?					
	Was the contractor able to solve contract performance problems without extensive guidance from counterparts?					
	Did the contractor supply professional and qualified personnel?					
	Did the contractor respond to emergency situations to include staffing and responsiveness?					

	TIMELINESS OF PERFORMANCE	Outstanding	Good	Accept.	Unsat.	N/A
	Did the contractor adhere to contract delivery schedules in the following areas:					
	(a) Performance of services?					
	(b) Delivery of reports or other documentation?					
	(c) Qualified Staffing					

	TEAMING ARRANGEMENTS	Outstanding	Good	Accept.	Unsat.	N/A
	Did the contractor have an effective partnership with its team members?					
	What percentage of the contract award work was performed by the team members? (Provide Percentage)					
	Did the Prime contractor execute a teaming arrangement? (Circle Y or N)	YES	NO			
	GENERAL TOPICS					
	Did the contractor deputy EVM?	YES	NO			
	Did the contractor comply with 508 requirements? (when applicable)	YES	NO			



## TacCom Ordering Guide

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1. Has this contract been partially or completely terminated for default? YES \_\_\_\_\_ NO \_\_\_\_\_

If yes, please explain (e.g. inability to meet cost, performance, or delivery schedules - also include contract number, name, address, and phone number of Terminating Contracting Officer - TCO).

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2. What was the contractor's greatest strength in the performance of the contract?

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---

---

3. What was the contractor's greatest weakness in the performance of the contract?

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4. Would you award another contract to this contractor? YES \_\_\_\_\_ No \_\_\_\_\_

COMMENTS:

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### **PART FOUR: EVALUATOR'S CERTIFICATION**

**I HEREBY CERTIFY THAT THE INFORMATION IN THIS FORM IS ACCURATE AND COMPLETE TO THE BEST OF MY KNOWLEDGE.**

\_\_\_\_\_  
**SIGNATURE OF EVALUATOR**

\_\_\_\_\_  
**TITLE OF EVALUATOR**

\_\_\_\_\_  
**DATE**

## APPENDIX R. TACCOM GLOSSARY

Many of the following abbreviations and acronyms are used throughout the solicitation. Each acronym or abbreviation is followed by its full wording. Definitions are provided for terms applicable to this solicitation.

AES	Advanced Encryption Standard
ARD	Acquisition Review Decision
APCO	Association of Public-Safety Communications Officials-International
CBP	Customs and Border Protection
CIO	Chief Information Officer
CM	Configuration Management
CO	Contract Officer
COTS	Commercial-Off-The-Shelf
DHS	Department of Homeland Security
DUNS	Data Universal Numbering System
E.O.	Executive Order
EA	Enterprise Architecture
EIT	Electronic and Information Technology
FAR	Federal Acquisition Regulation
FFP	Firm Fixed Price
FY	Fiscal Year
G&A	General and Administrative
GAO	General Accounting Office
GFM	Government Furnished Material

GFP	Government Furnished Property
GSA	General Services Administration
HCA	Head of Contracting Activity
HSAM	Homeland Security Acquisition Manual
HSAR	Homeland Security Acquisition Regulation
IDIQ	Indefinite Delivery Indefinite Quantity
IG	Inspector General
ISO	International Standards Organization
ITAR	Information Technology Acquisition Review
JWPMO	Joint Wireless Program Management Office
LMR	Land Mobile Radio
MIPR	Military Interdepartmental Purchase Request
NIST	National Institute of Standards and Technology
NOC	National Operational Center
NSE	National Security Exemption
O&M	Operational and Maintenance
O/H	Overhead
OCIO	Office of the Chief Information Officer
OCPO	Office of the Chief Procurement Officer
OFPP	Office of Federal Procurement Policy
OMB	Office of Management and Budget
OPM	Office of Personnel Management
ORP	Order Request Package

PM	Program Manager
POC	Point of Contact
PR	Procurement Request
PL	Public Law
RFP	Request for Proposals
PWS	Performance Work Statement
SF	Standard Form
SOW	Statement of Work
SOO	Statement of Objectives
SSPO	Strategic Sourcing Program Office
T&M	Time and Materials
TacCom	Tactical Communications
USC	United States Code
USSS	U.S. Secret Service