

Street Sweeping and Snow Removal Template User Guide

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1. Street Sweeping and Snow Removal Template User Guide

1.1 Introduction

1.1.1 Purpose

The Facility Support Contract/Base Operations Support (FSC/BOS) Template provides a common framework for Navy-wide performance-based contracts. NAVFAC and DoD policy is to obtain FSC services in a “performance-based” manner. This User Guide describes how to apply the Template to Street Sweeping and Snow Removal services. The Template is to be used for fixed-price negotiated procurements using source selection procedures. Users are encouraged to tailor the application of this template to the unique circumstances of their individual acquisitions. There are a number of things to keep in mind during the tailoring process:

1. Read the General Information User Guide in addition to this User Guide.
2. Pay particular attention to the annotation <<Note to Spec Writer>>.
3. Delete, add, or modify as required, but avoid adding unnecessary “how to” requirements and management prescriptions.
4. When tailoring, be careful not to create conflicts or ambiguities.
5. Be sure ALL the individual elements of the acquisition are consistent and designed for the best overall outcome.

1.1.2 Scope of Street Sweeping and Snow Removal

The Street Sweeping and Snow Removal Template includes all labor, management, supervision, tools, material, supplies, equipment, and transportation required to perform street sweeping and snow removal including housing. Included are services such as removal, hauling, and disposing of snow, ice, and sand; street sweeping; grounds cleanup; and erecting/removing snow fences. The following services are not considered street sweeping and snow removal and are not included in the this Template:

- Snow and ice removal services for building structures, such as doorsteps and covered walkways, are included in the Template for Janitorial services.

1.1.3 Annex Alignment to Installation Management Accounting Project

Figure 1 below shows how the Street Sweeping and Snow Removal sub-function aligns with the Navy’s Installation Management Accounting Project (IMAP) Core Business Model (CBM) and Cost Account Codes (CACs). For additional information on IMAP, see the General Information User Guide.

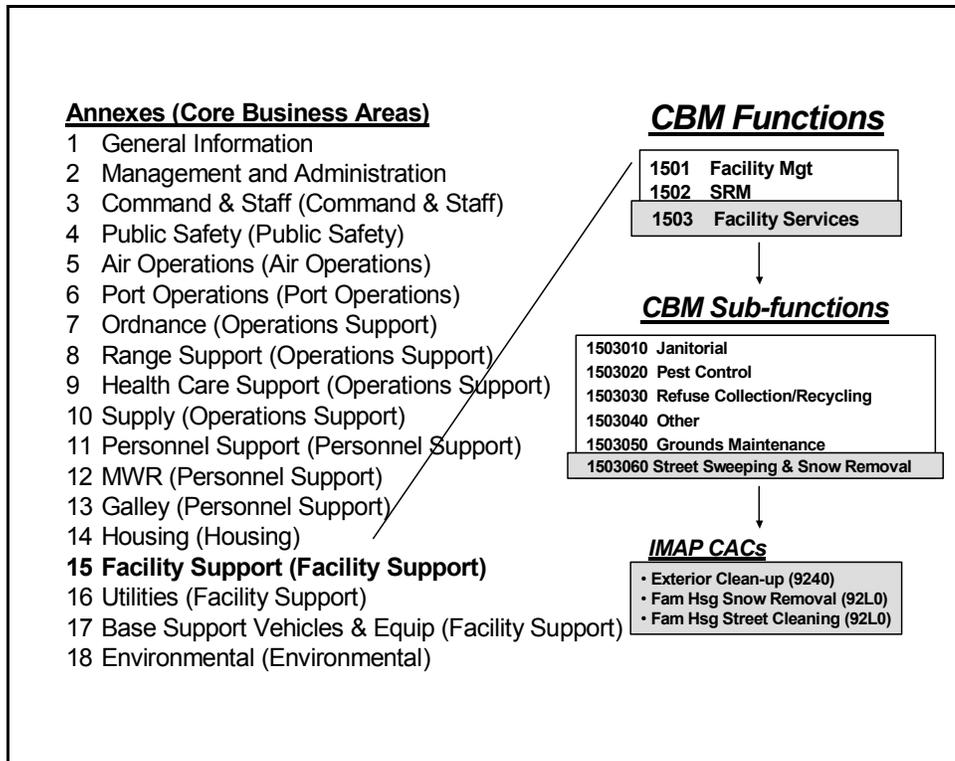


Figure 1. Annex Alignment to IMAP

1.1.4 CAC Definition

Table 1 below shows a partial list of the IMAP 2004 Street Sweeping and Snow Removal CAC definitions. Since CACs change periodically, refer to the IMAP website for the latest. The Street Sweeping and Snow Removal Template may accommodate different cost models such as the Installation Process Model (IPM) used by the Marine Corps.

Title	CAC	Definition
Exterior Cleanup	9240	Includes the cost of removal, hauling and disposal of snow, ice, sand and scrap material from activity facilities, street sweeping and cleaning, grounds cleanup and removing oil slicks. Also includes the erection and removal of snow fences. Excludes refuse and garbage collection and disposal operations covered by cost account code 9230. Excludes costs related to family housing areas (CAC 92L0 & 92H0).
Snow Removal/Family Housing	92L0	Includes the costs of removal, hauling, and disposal of snow, ice, sand and scrap material from family housing facilities. Also includes the erection, maintenance, repair and removal of snow fences.

Table 1. IMAP CACs for Street Sweeping and Snow Removal

1.1.5 Standard Numbering for Street Sweeping and Snow Removal

Figure 2 below shows the standard numbering convention for Street Sweeping and Snow Removal. Annex 15, Facility Support includes three first-tier sub-annexes:

- Facility Management (1501)
- Sustainment, Restoration and Modernization (1502)
- Facility Services (1503)

First-tier sub-annex 1503, Facility Services contains six second-tier sub-annexes: Second-tier sub-annex 1503060 will always represent Street Sweeping and Snow Removal in NAVFAC contracts and is referred to as Specification 1503060. Users are not authorized to edit the numbering convention.

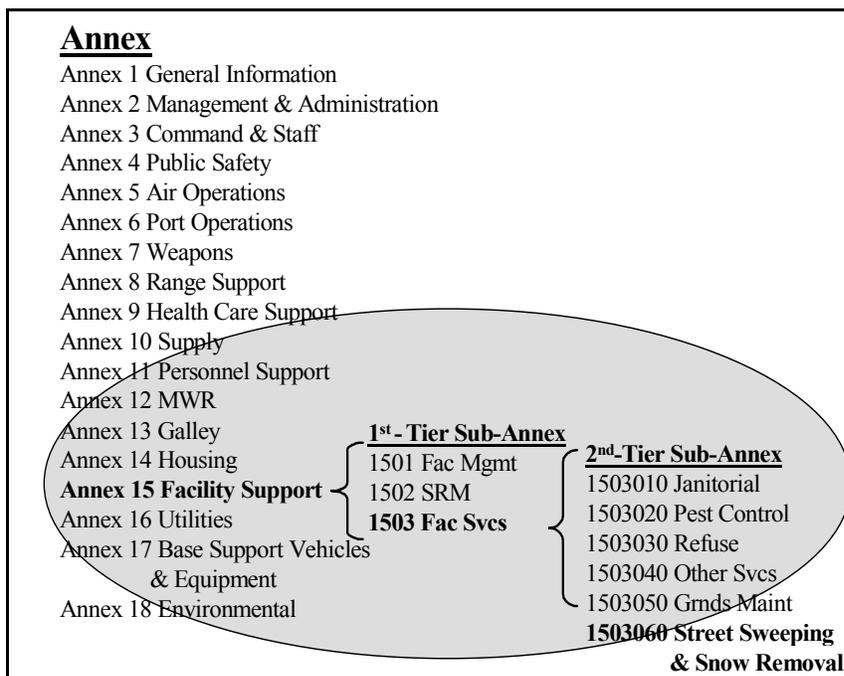


Figure 2. Standard Numbering Convention Example

The numbering convention for specification number xxyyzz0 is:

- The first 2 digits xx represent the annex number (varies from 01 to 18)
- The next 2 digits yy represent the first tier sub-annex number
- The next 2 digits zz represent the second tier sub-annex number
- The last digit is reserved for future use

1.2 Street Sweeping and Snow Removal Template Elements

The Street Sweeping and Snow Removal Template includes specifications and supporting documentation that supplement all other required contract regulation, policy and procedure as shown in Table 2 below.

Section	Title	Description
C	Performance Work Statement	Section C contains technical specifications expressing expectations of the work to be performed stated as performance objectives, related information and measurable standards. Annexes 1 and 2 will be included in every solicitation. See General Information User Guide.
F	Deliveries or Performance	Section F contains a summary list of data deliverables/reports applicable to Street Sweeping and Snow Removal.
J	List of Documents, Exhibits, and Other Attachments	Section J contains sample attachments (e.g., service levels, site maps, sweeping schedules, and ELINs).
L	Instructions, Conditions, and Notices to Offerors or Respondents	Section L contains sample technical proposal questions specific to Street Sweeping and Snow Removal.
-	Functional Assessment Plan (FAP)	The Street Sweeping and Snow Removal FAP provides suggested methods of assessment and sample sizes for accomplishing tiered performance assessment. For additional guidance see the General Information User Guide.

Table 2. Street Sweeping and Snow Removal Template Elements

1.3 Using the Street Sweeping and Snow Removal Template

The Template is intended to be tailored to meet client requirements for Street Sweeping and Snow Removal services. Users should read and understand the entire User Guide before starting the tailoring process. Users must consider all relevant guidelines to ensure that all appropriate topics are addressed.

Throughout the Template you will find the annotation <<Note to Spec Writer>>. Text within these symbols provides additional information and/or advises the user to insert appropriate information such as installation name, and frequencies.

1.3.1 Defining Client Expectations

Pre-Planning Meetings and Analyses. The first step in the tailoring process is to determine the client's expectations in terms of specific performance objectives and standards. An initial review of inventory, area maps, and photos of existing conditions will provide a better understanding of client

expectations. Care must be taken to ensure that the client realizes the tradeoff between contract cost and “service level” expectations. In general, it will cost more to get service levels that satisfy higher expectations. Concurrent with understanding client expectations, it is essential to conduct market surveys. This statutory requirement is intended to compare the client’s desired outcomes against the technical, management and pricing alternatives available in the marketplace for satisfying the Government’s requirements.

The next step is to determine whether the client’s requirements are currently contracted, if they are a new requirement, or if they are a result of an outsourcing effort (e.g., OMB Circular A-76). Comparisons should be made with any existing acquisition strategy, in order to optimize requirements for the greatest overall good of all clients and geographic areas. Pre-planning meetings shall be held as necessary to develop a full understanding of all expectations.

The Chief of Naval Operations (CNO) Integrated Process Team (IPT) has developed standard service levels for several functional areas. Service levels will be used for resource programming and budgeting and may require the fund recipients to use the funded service levels in their solicitation. For further guidance see Section 1.3.3, *Service Levels*.

If a Client is not required to use service levels, the appropriate changes must be made to Sections C and J.

Comparison of Template WBS with Client Expectations. The next step is to evaluate site-specific requirements in conjunction with the existing Street Sweeping and Snow Removal Work Breakdown Structure (WBS) for Section C. The WBS is the basis for communication throughout the acquisition process. A WBS defines an acquisition in product terms, and relates them in a tree diagram that displays the relationships of the products and services to each other and to the overarching performance outcomes.

Once the client’s expectations are fully understood and the WBS has been tailored, the performance objectives and performance standards for firm fixed-price work may be reviewed and tailored to align with clients’ expectations.

Figure 3 below is the WBS for the Street Sweeping and Snow Removal firm fixed-price work:

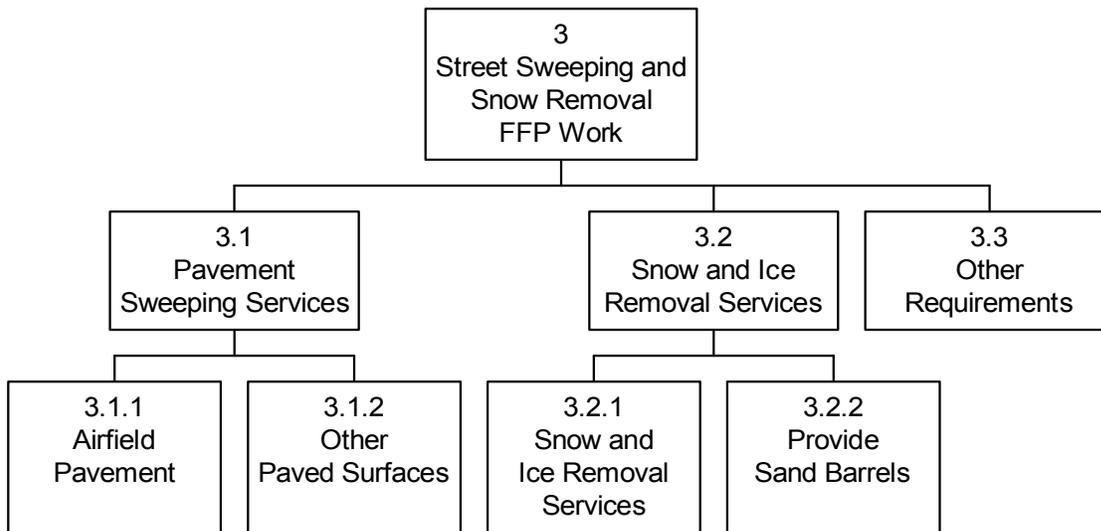


Figure 3. Street Sweeping and Snow Removal WBS

Client requirements that are not included in the WBS should be added and those that do not apply should be removed. For example, assume client requirements have been identified and there is a need to alter the WBS to address the following unique requirement:

- Erection and removal of snow fences

It has been determined that there is no requirement for Airfield Pavement Sweeping.

The revised WBS could look like Figure 4 below.

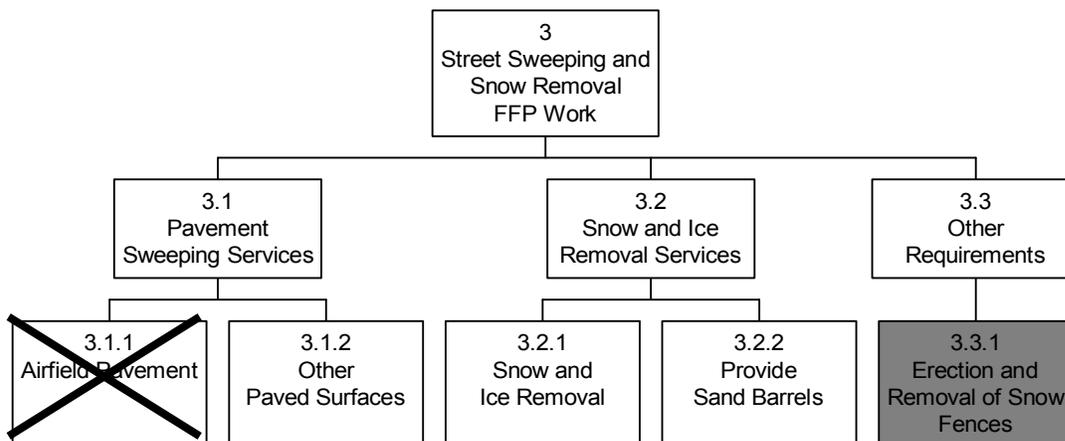


Figure 4. WBS Tailoring Example

There are no WBS items for erection and removal of snow fences and they are excluded from the CAC definition. Therefore, a new WBS item should be developed under Other Requirements. The new WBS number for erection and removal of snow fences is 3.3.1.

Since there are no airfield pavement requirements, item 3.1.1 could be removed from the tailored WBS.

1.3.2 Tabular Format

Section C is arranged in a tabular format that facilitates methodical arrangement of requirements, clear definition of expectations, and alignment of objectives with related information and measurable standards. The tabular format shown in Table 3 below provides a small extract of the Street Sweeping and Snow Removal specification and includes five columns of required information: Spec Item, Title, Performance Objective, Related Information, and Performance Standard.

Spec Item	Title	Performance Objective	Related Information	Performance Standard
3.2	Snow and Ice Removal Services	Contractor shall provide snow and ice removal services to ensure all paved surfaces are safe and passable.	Response times for snow and ice removal and deicing are defined by service level in J-1503060-01.	Paved surfaces are safe and passable. Removal of snow and ice is completed within the time specified by the service level.
3.2.1	Airfield Pavement	Airfield Pavement Surfaces.	<<Note to Spec Writer: Insert description of airfield pavement surfaces, e.g., Airfield pavement surfaces include runways, taxiways, and parking aprons, including tie-down points and depressions identified in J-1503060-02.>> The Contractor shall sweep airfield pavement surfaces at the schedule and frequency specified in J-1503060-03. Sweep as scheduled except during periods in which the severity of weather precludes aircraft operations.	Airfield pavement surfaces are cleaned free of visible sand, soil, aggregates, grass, metals, debris, and other foreign matter.

Table 3. Tabular Format

Spec Items shown in Table 3 above provide examples of firm fixed-price requirements. However the tabular format for every Section C will actually address four distinct categories of work:

- **Spec Item 1** will always include general information unique to understanding the technical requirements of the spec. This item will not require pricing by the offeror.
- **Spec Item 2** will always include management and administrative requirements unique to the planning, execution, management and administration of the performance requirements of the specification. The cost of this item will be included the offeror's total contract price. Some management conditions are necessary to ensure successful performance, e.g., Government regular working hours and environmental protection, while others are excessive, e.g., requiring ISO 9000 with no equivalent and 10 minute service call response time.

- **Spec Item 3** will always include firm fixed-priced performance requirements. For example, in Table 3 above, items 3.2 and 3.2.1 for Street Sweeping and Snow Removal are shown.
- **Spec Item 4** will always include IDIQ work requirements.

The Performance Objective is an end state that someone wants to achieve. Objectives are often expressed in terms of specific accomplishments by an organization, levels of service provided to customers, or improvements in performance of some activity when measured against an established baseline. A performance objective for airfield pavement would be the following statement: *The Contractor shall sweep airfield pavement to ensure surfaces are clean.*

Related Information consists of information for the Contractor that is specific to a performance objective. Most tailoring occurs in the Related Information column. An example of related information for airfield pavement would be the following statement: *Sweep as scheduled except during periods in which the severity of weather precludes aircraft operations.*

Once the performance objectives and standards have been tailored to reflect client expectations, related information may be added to further clarify requirements. Information contained in this column does not merit routine Government assessment or is too costly to individually assess for the level of risk that they present. Table 4 below identifies four types of related information:

Type of Related Information	Description
Informational Notes	Informational notes is information that is not intended to constitute a material representation by the Government. Information notes will always be the last entry in the Related Information column. An example would be <i>INFORMATIONAL NOTES: In previous contracts, sweeping services performed semi-annually have provided an acceptable level of service.</i>
Clarifying Information	Clarifying information describes client expectations in a more detailed manner than the performance objective and performance standard alone. An example of clarifying information would be <i>Service for those areas on airfields that are roads, streets, parking areas, or open storage areas falls under Specification Item 3.1.1: Roads, Streets, Parking, and Open Storage Areas.</i>
Constraining Information	Constraining information describes limitations to the work performed to meet the performance objective and performance standard. An example of constraining information would be <i>Do not use metal bristles to sweep airfield pavement.</i>
Requirement Information	Requirement information further describes client requirements associated with each performance objective. Such requirements do not individually rise to a level that merits routine Government assessment against a separate performance standard. An example of requirement information would be <i>Sweep as scheduled except during periods in which the severity of weather precludes aircraft operations.</i>

Table 4. Related Information

Performance Standards are targeted levels or ranges of performance for each characteristic that the Government monitors. At least one performance standard must exist for each performance objective. Achievement of a performance standard will either demonstrate directly that the Contractor has met the performance objective, or will enable the Government to infer with a high degree of confidence that the Contractor has met the contract performance objective. A performance

standard for airfield pavement would be the following statement: *Airfield pavement surfaces are cleaned free of visible sand, soil, aggregates, grass, metals, debris, and other foreign matter.*

Performance standards such as “Airfield payment is clean” imply continuous conditions that are unrealistic and unaffordable. Therefore, frequencies of service have been included in the Street Sweeping and Snow Removal Template and performance standards such as “Airfield payment surfaces are cleaned” are used rather than requiring the Contractor to maintain cleanliness at all times.

Performance objectives, related information, and performance standards clearly describe client expectations. The Street Sweeping and Snow Removal WBS is arranged with more subjective performance objectives and standards at higher levels (e.g., 3.2) and more quantitative performance objectives and standards at lower levels (e.g., 3.2.1). This tiered approach allows Contractor performance evaluation at higher levels provided the Contractor can demonstrate adequate performance at that higher level. Only after the Contractor has failed to perform at the higher level would we normally need to evaluate Contractor performance at lower levels of the WBS. The WBS structure lends itself well to tiered performance assessment. For additional information on performance assessment refer to the General Information User Guide.

1.3.3 Service Levels

The Street Sweeping and Snow Removal WBS accommodates OPNAV service levels (see J-1503060-01) and allows for upgrades or downgrades in service levels on an annual basis, at time of award and/or at the exercise of an option period. The option to change service level(s) requires a preliminary notice to the Contractor. It is very important to set a reasonable time period for this preliminary notice to allow the Contractor time to alter staffing and schedule work appropriately to be successful in meeting the new requirements. It is important to note that the shorter the notice, the riskier the start-up and the greater likelihood of higher prices.

The following service level provision (pending NFAS approval) should be used for changing service levels on an annual basis. Use Alternate I if change in service levels is contemplated at the time of contract award for the base period:

Option to Change Service Level, Alternate I. Upon initial contract award the Government reserves the right to award options to increase or decrease service levels for the base period.

Option to Change Service Level. The Government reserves the right to increase or decrease the service level for each client at the time it exercises its option to extend the contract at the prices indicated in the schedule. The Government will provide _____ [insert number of calendar days between 15 and 90] calendar days preliminary notice of its intent to change the service level. Notice of intent **will** be in writing but may be in the form of an e-mail attachment, facsimile letter, or official mail signed by a Contracting Officer.

1.3.4 Section J Attachments

Sample Street Sweeping and Snow Removal attachments are provided in the Template. These sample attachments contain information to help Contractors determine the scope of work to be performed. Street Sweeping and Snow Removal attachments include service levels, site maps, and sweeping schedules and are labeled J-1503060-attachment number (two-digit number from 01 to 99).

Sample Street Sweeping and Snow Removal ELINs for firm fixed-price and IDIQ work are provided in the Template and labeled J-0200000-07. The Street Sweeping and Snow Removal firm fixed-price ELINs are structured to capture costs by IMAP CAC. The IDIQ ELINs structure includes the following columns: CAC, short description title, and full description of the work to be performed including completion times to facilitate the uploading of the IDIQ schedule into DoD EMALL. DoD EMALL is a web-based tool that allows clients to order pre-priced line items directly from the contractor using their Government purchase card.

The ELIN structure closely adheres to the guidance provided in NAVFAC Memorandum of 07 Mar 02, CONTRACT LINE ITEM RESTRUCTURING GUIDANCE.

1.3.5 Section L Questions

In a performance based contract, the Government identifies what it requires (i.e., performance objectives and performance standards) and offerors propose the “how to” methods for accomplishing these requirements. Section L contains a clause entitled CONTENT OF PROPOSALS in which offerors are required to explain their proposed performance methods and associated costs. To aid in evaluating and negotiating these proposals, it may be helpful to include in Section L specific questions for offerors to address.

Every effort should be made to minimize the number of questions. However, where information regarding the contractor’s method for performing the work poses an unacceptable risk to the Government, a specific question should be asked. Sample questions are shown in Table 5 below.

Spec Item	Questions for Street Sweeping and Snow Removal, Specification 1503060
3.1	Describe your proposed vehicles and equipment for street sweeping (e.g., leased or owned, how many, age, and status).
3.2	Describe your proposed vehicles and equipment for snow and ice removal (e.g., leased or owned, how many, age, and status).
3.2.1	Describe your approach for performing snow and ice removal by priority area.

Table 5. Section L Questions for Street Sweeping and Snow Removal

2. Conclusion

The use of the Street Sweeping and Snow Removal Template will facilitate performance-based contracting, standard service levels, IMAP accounting, and tiered performance assessment. For Template documents, training and additional assistance using the Template, contact the local Engineering Field Division (EFD).

3. Web References

Table 6 below provides helpful web references.

Title	URL	Description
OPNAVINST 4860.7	http://nedcs.nebt.daps.mil	Guidance on implementing CA program requirements
OMB Circular A-76 Supplemental Handbook	http://emissary.acq.osd.mil/inst/share.nsf	Guidance on implementing CA program requirements
IMAP website	https://ucso2.hq.navy.mil/IMAP/	Contains the latest IMAP Core Business Model
NAVFAC Acquisition	http://acq.navfac.navy.mil	NAVFAC Acquisition home page
Seven Steps to Performance Based Services Acquisition	http://oamweb.osc.doc.gov/pbsc/	Guidance for performance-based acquisition: Team Approach, Etc.
DoD PBSA Desk Guide	http://www.acq.osd.mil/ar/doc/pbsaguide010201.pdf	Department of Defense Performance-Based Services Acquisition Desk Guide.
OFPP Best Practices Guide	http://www.arnet.gov/library/OFPP/bestpractices/PPBSC/bestPPBSC.html	Office of Federal Procurement Policy best practices guide to implementing performance-based services contracting.
HHS KnowNet	http://knownet.hhs.gov/aboutKnowNet.htm	The Health and Human Services information repository of performance support.
USDA performance based service contracting	http://www.usda.gov/procurement/textonly/toolkit/pbsc.htm	United States Department of Agriculture performance based contracting toolkit
NAVFAC Facility Support Contracts	http://www.navfac.navy.mil/pw/fsc/	FSC Product Line Plan initiatives and documentation.

Table 6. Web References