

Base Support Vehicles and Equipment (BSVE) Template User Guide

Base Support Vehicles and Equipment (BSVE) User Guide Contents

1. BSVE Template User Guide	1
1.1 Introduction.....	1
1.1.1 Purpose.....	1
1.1.2 Scope of BSVE	1
1.1.3 Annex Alignment to Installation Management Accounting Project.....	1
1.1.4 CAC Definition.....	2
1.1.5 Standard Numbering for BSVE	2
1.2 BSVE Template Elements	3
1.3 Using the BSVE Template	4
1.3.1 Defining Client Expectations	4
1.3.2 Tabular Format.....	6
1.3.3 Service Levels	8
1.3.4 Special Section E Provision.....	9
1.3.5 Section J Attachments	12
1.3.6 Section L Questions	12
2. Conclusion	13
3. Web References.....	14

Index of Figures

Figure 1. Annex Alignment to IMAP	2
Figure 2. Standard Numbering Convention Example	3
Figure 3. BSVE WBS	5
Figure 4. WBS Tailoring Example	6

Index of Tables

Table 1. IMAP CACs for BSVE.....	2
Table 2. BSVE Template Elements	3
Table 3. Tabular Format.....	7
Table 4. Related Information.....	8
Table 5. Section L Questions for BSVE.....	12
Table 6. Web References	14

1. BSVE 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 BSVE 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 BSVE

The BSVE Template includes all labor, management, supervision, tools, materials, supplies, equipment, and transportation required to perform BSVE services. Included are services such as operator testing and licensing, taxi service, inspection and load test certification of Weight Handling Equipment (WHE) and Material Handling Equipment (MHE), preventive maintenance inspections, BSVE repair, and other miscellaneous services.

1.1.3 Annex Alignment to Installation Management Accounting Project

Figure 1 below shows how the BSVE 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.

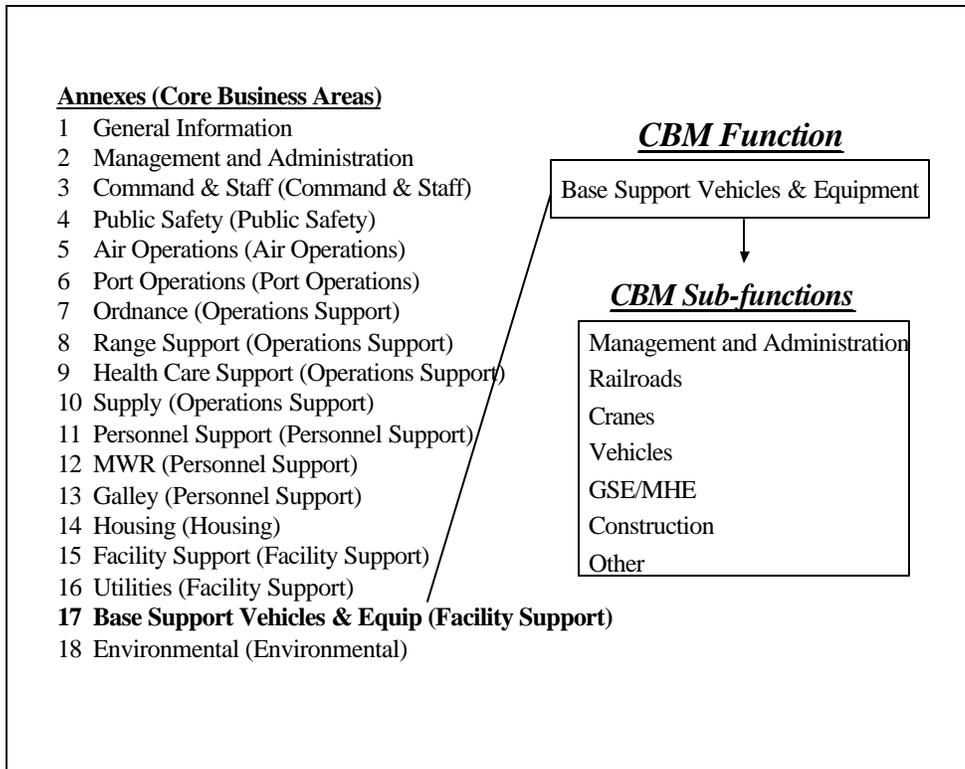


Figure 1. Annex Alignment to IMAP

1.1.4 CAC Definition

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

Title	CAC	Definition
Trainmen - Operations, Direct Labor	6720	Includes the expense of direct labor of trainmen (classified as engineers, firemen, brakemen, and conductors) engaged in the operation of railway equipment.
Maintenance Sub-Compact Sedans	62A3	Direct maintenance expense for sub-compact sedans as defined by GSA Federal Standards. Only costs associated with labor, material, and contracted services performed as part of vehicle maintenance are applicable.

Table 1. IMAP CACs for BSVE

1.1.5 Standard Numbering for BSVE

Figure 2 below shows the standard numbering convention for BSVE. Annex 17, Base Support Vehicles and Equipment (BSVE) has no first-tier or second-tier sub-annexes. Specification 1700000 will always represent BSVE in NAVFAC contracts. Users are not authorized to edit the numbering convention.

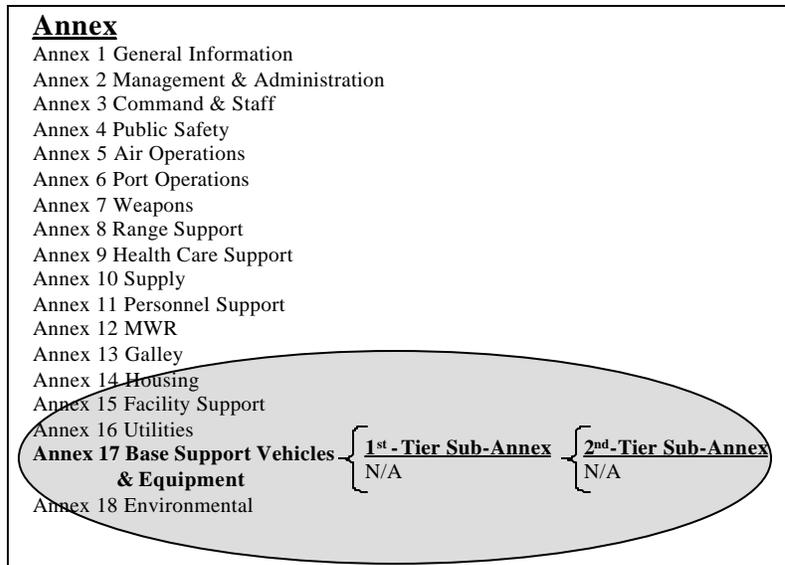


Figure 2. Standard Numbering Convention Example

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 (00 when N/A)
- The next 2 digits zz represent the second tier sub-annex number (00 when N/A)
- The last digit is reserved for future use

1.2 BSVE Template Elements

The BSVE Template includes specifications and supporting documentation that *supplement* all other required contract regulations, policy and procedures 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.
E	Inspection and Acceptance	Section E contains provisions for use with performance assessment.
J	List of Documents, Exhibits, and Other Attachments	Section J contains sample attachments (e.g., historical data, inventory, and ELINs).
L	Instructions, Conditions, and Notices to Offerors or Respondents	Section L contains sample technical proposal questions specific to BSVE.
-	Functional Assessment Plan (FAP)	The BSVE 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. BSVE Template Elements

1.3 Using the BSVE Template

The Template is intended to be tailored to meet client requirements for BSVE 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, hours of operation, and response times.

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 and 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 BSVE 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 BSVE firm fixed-price work:

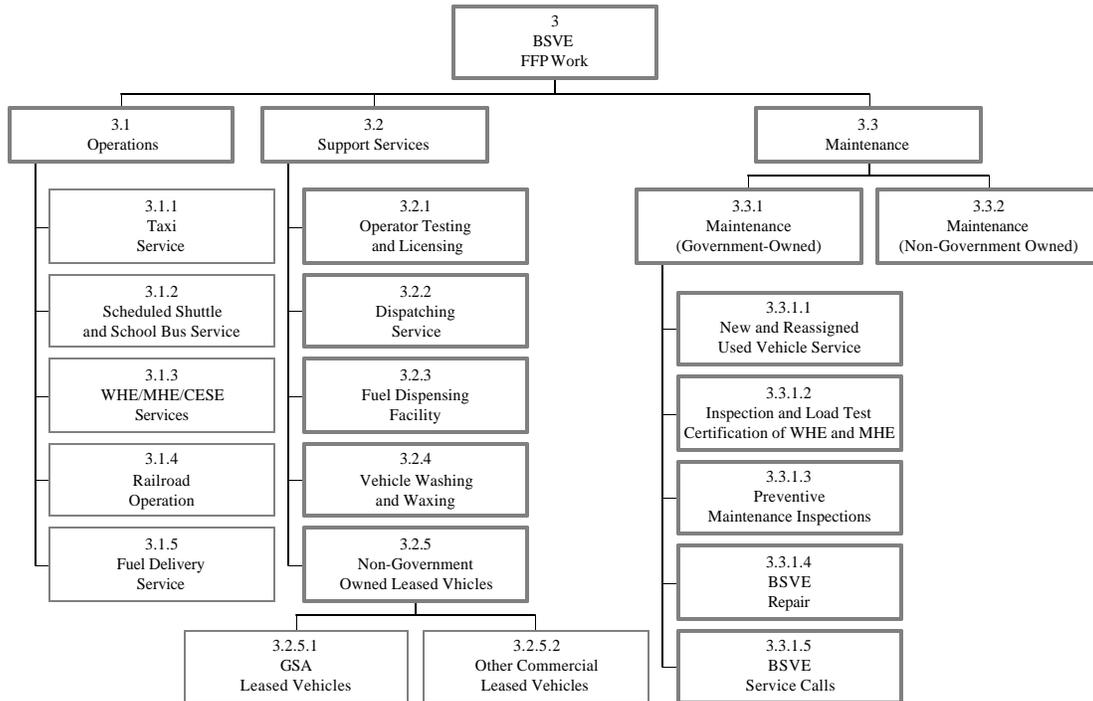


Figure 3. BSVE WBS

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. You have determined you do not have requirements for taxi service or operator testing and licensing. Your revised WBS would look like Figure 4 below.

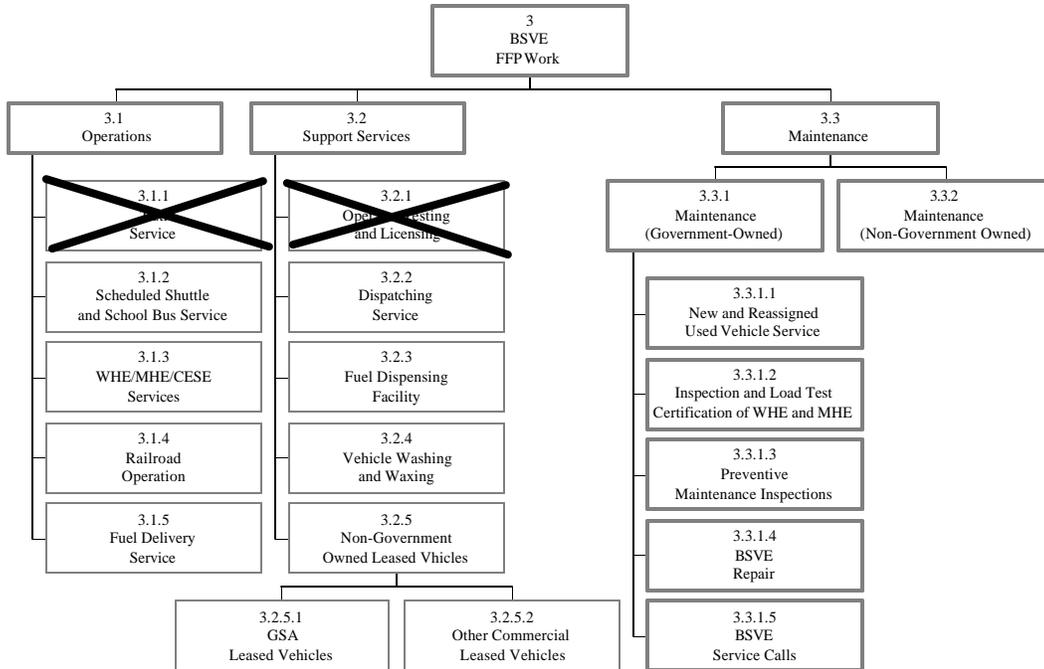


Figure 4. WBS Tailoring Example

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 BSVE specification band 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
3.3.1.4	BSVE Repair	The Contractor shall perform body, fender, and mechanical repairs to ensure BSVE are safe, operational, and present a sightly appearance.	Repairs in excess of <<Note to Spec Writer: Coordinate the following thresholds with those identified in Spec Item 2.2.5, Major Repairs (IDIQ), e.g., 16 estimated flat rate hours and \$250 of total direct materials costs>> may be ordered under the IDIQ portion of the contract.	BSVE are returned to safe, operable condition and comply with Service Level descriptions. SROs are accurate and complete.

Spec Item	Title	Performance Objective	Related Information	Performance Standard
3.3.1.5	BSVE Service Call	The Contractor shall accomplish service calls in the shop and/or in the field to return BSVE, including transient equipment, to safe and operational condition.	The Contractor shall respond to disabled BSVE within a <<Note to Spec Writer: Insert number>> mile radius of the activity.	Disabled BSVE are responded to within <<Note to Spec Writer: Insert number>> minutes during Government regular working hours and within <<Note to Spec Writer: Insert number>> minutes after Government regular working hours. BSVE are returned to safe, operable condition.

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 3.3.1.4 and 3.3.1.5 for BSVE 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 BSVE repair would be the following statement: *The Contractor shall perform body, fender, and mechanical repairs to ensure BSVE are safe, operational, and present a sightly appearance.*

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 BSVE repair would be the following statement: *Repairs in excess of 16 estimated flat rate hours and \$250 of total direct materials costs may be ordered under the IDIQ portion of the contract.*

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. Informational notes will always be the last entry in the Related Information column. An example would be <i>INFORMATIONAL NOTES: Railroad trackage, including the connection with the main line and all trackage within the installation, consists of approximately five miles.</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>Washing includes both interior and exterior surfaces.</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>Vehicles used for transporting ammunition, explosives, or other dangerous/hazardous material shall be marked and operated per NAVSEA OP-2239 and the rules and regulations prescribed by the Federal Motor Carrier Safety Regulations, U.S. Department of Transportation, Federal Highway Administration, Bureau of Motor Carrier Safety.</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>Necessary permits for the movement of overweight/oversized loads on public highways shall be obtained.</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 BSVE repair would be the following statement: *BSVE are returned to safe, operable condition and comply with Service Level descriptions.*

Performance objectives, related information, and performance standards clearly describe client expectations. The Grounds Maintenance WBS is arranged with more subjective performance objectives and standards at higher levels (e.g., 3.3) and more quantitative performance objectives and standards at lower levels (e.g., 3.3.1.2). 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

To optimize available funding and recognize the age and condition of BSVE, the specification writer must include a fleet inventory in the solicitation that shows the required level of maintenance as well

as the physical and mechanical condition for each vehicle and equipment item. These conditions levels are described as service levels.

OPNAV service levels are included in the BSVE Template (see J-1700000-01 for additional information). Based on these established service levels, there is no need to allow for upgrades or downgrades in service levels at the exercise of an option period.

1.3.4 Special Section E Provision

NAVFAC has authorized the use of the following DEDUCTIONS FOR EXCESSIVE DOWNTIME provision in BSVE services contracts. This clause would normally follow the CONSEQUENCES OF CONTRACTOR'S FAILURE TO PERFORM REQUIRED SERVICES clause in Section E. It should be noted that some individual alpha codes might not contain a sufficient number of units to realistically maintain a 10% allowable downtime. In those instances, combining different alpha codes into a single grouping for purposes of calculating excessive downtime is recommended.

DEDUCTIONS FOR EXCESSIVE DOWNTIME. In addition to the rights described in the other provisions of this contract, when the Contractor fails to meet the allowable downtime requirements specified in Spec Item 2.2.2 of Specification 1700000, the Government will reduce the amount of the Contractor's invoice in accordance with the provisions of this clause. Such deductions will be made at the rates set forth in J-1700000-02 during any month in which actual alpha group downtime exceeds the corresponding allowable alpha group downtime, or in which the actual individual unit downtime for any vehicle/equipment exceeds the allowable individual unit downtime.

(a) The following definitions and procedures apply:

(1) Downtime. Downtime is that period of time during the Government's regular working hours that a unit of equipment is removed from service for maintenance. For the purpose of computing downtime, regular working hours is defined as eight hours per day, <<Note to Spec Writer: Insert Government regular working hours>>, Mondays through Fridays, except observed Federal holidays.

(i) Downtime for Priority 1 units shall commence immediately if equipment is reported being down or received into the shop during regular working hours, and after <<Note to Spec Writer: Insert the operable time, e.g., one hour>> if reported down or received into the shop during other than regular working hours. Downtime for Priority 2 units shall commence <<Note to Spec Writer: Insert the operable time, e.g., two hours>> after being reported down or received into the shop during regular working hours, and after <<Note to Spec Writer: Insert the operable time, e.g., four hours>> if reported down or received into the shop during other than regular working hours. Downtime for Priority 3 units shall commence <<Note to Spec Writer: Insert the operable number of days, e.g., two working days>> after equipment is reported being down or received into the shop. Downtime will terminate when a unit is returned for service to the Government.

(ii) Any time period that a unit is returned to the Contractor to perform rework shall **be included** in the downtime computation.

(iii) Any time period that equipment is under the control of the Government's PAR shall **not be included** in the downtime computation. If the Government elects to have work performed by other than the Contractor, any downtime associated with such performance shall **not be** included in the downtime computation.

(2) Alpha Group Hours of Availability. The total hours of availability per month for any given alpha group equals the total number of units in the group times the number of regular working hours per month.

(3) Allowable Downtime

(i) Allowable Alpha Group Downtime. Ten percent of the available hours per month, as defined above, for each alpha group code.

(ii) Allowable Individual Unit Downtime. Allowable hours per shop repair order as specified in J-1700000-02.

(4) Actual Downtime

(i) Actual Alpha Group Downtime. The total of actual individual unit downtimes for all shop repair orders for all units in an alpha group, **less** any excess individual unit downtime.

(ii) Actual Individual Unit Downtime. The actual downtime per shop repair order.

(5) Excess Downtime

(i) Excess Alpha Group Downtime. Actual alpha group downtime that exceeds the allowable alpha group downtime for a given month.

(ii) Excess Individual Unit Downtime. Actual individual unit downtime that exceeds the allowable individual unit downtime.

(b) Alpha group hours of availability, actual alpha group and actual individual unit downtime, excess alpha group and excess individual unit downtime, and the amount of any payment deductions associated with excessive downtime, will be computed by the Contractor monthly using the forms and instructions provided in J-1700000-09.

(c) Illustrative Example. The following example is provided to illustrate the method of computing alpha group hours of availability, actual alpha group and actual individual unit downtime, excess alpha group and excess individual unit downtime, and the amount of any payment deductions associated with any excess downtime. For purposes of this example, assume:

- . 20 units in the alpha group
- . 20 work days in the month
- . A standard hourly rate of \$5.00 per hour and allowable individual unit downtime of 24 hours from J-1700000-02

(1) SHOP REPAIR ORDER	(2) USN NUMBER	(3) ALLOWABLE INDIVIDUAL UNIT DOWNTIME	(4) ACTUAL INDIVIDUAL UNIT DOWNTIME	(5) EXCESS INDIVIDUAL UNIT DOWNTIME	(6) ACTUAL ALPHA GROUP DOWNTIME
1	94-01332	0	18	18	0
2	94-46209	0	5	5	0
3	94-02779	8	10	2	8
4	94-21612	16	20	4	16
5	94-02779	20	10	0	10
6	94-34997	24	16	0	16
7	94-17942	24	20	0	20
8	94-61542	24	22	0	22
9	94-21612	24	30	6	24
10	94-52719	24	28	4	24
11	94-42224	24	30	6	24
12	94-17942	24	39	15	24
13	94-37279	24	24	0	24
14	94-46209	24	22	<u>0</u>	<u>22</u>
				60	234

NOTE 1: Allowable individual unit downtimes in column (3) were taken from Attachment J-1700000-02. In this example, the first five shop repair orders were issued to the Contractor during the previous month, but were not completed. Therefore, part or all of the allowable individual unit downtime for these five units was used during the previous month.

NOTE 2: Actual individual unit downtimes for the month in column (4) were taken from shop repair orders.

NOTE 3: Excess individual unit downtime in column (5) applies when actual individual unit downtime exceeds the allowable individual unit downtime for any given shop repair order.

(1) The alpha group hours of availability for this particular example month equal 3200 hours. This is computed by multiplying 20 units x 20 days x 8 regular working hours per day.

(2) The allowable alpha group downtime for this particular example month equals 320 hours. This is computed by multiplying the alpha group hours of availability (3200) x the allowable alpha group downtime percentage (10%).

(3) The total excess individual unit downtime for the example month is 60 hours.

(4) The excess alpha group downtime for the example month is 0 hours (the actual alpha group downtime of 234 hours is less than the allowable alpha group downtime of 320 hours).

(5) The amount to be deducted from the Contractor's invoice for the example month would be:

- (i) \$300.00 for excess individual unit downtime (60 hours x \$5.00 per hour)
- (ii) \$0.00 for excess alpha group downtime (0 hours x \$5.00 per hour)

1.3.5 Section J Attachments

Sample BSVE attachments are provided in the Template. These sample attachments contain information to help Contractors determine the scope of work to be performed. BSVE attachments include fleet inventory, alpha codes and allowable downtime, historical data, and fuel delivery schedule, and are labeled J-1700000-attachment number (two-digit number from 01 to 99).

Sample BSVE ELINs for firm fixed-price and IDIQ work are provided in the Template and labeled J-0200000-07. The BSVE firm fixed-price ELINs are structured to capture costs by IMAP CAC. The IDIQ ELIN 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.

1.3.6 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 Base Support Vehicles and Equipment, Specification 1700000
3	How will incoming work be received, assigned to an employee, scheduled, etc., without adversely impacting existing, uncompleted work?
`	What types and typical quantities of material, supplies, and equipment do you intend to have on-hand to support this contract? How will it be acquired and from what possible sources? What are the proposed storage locations? What non-Government provided equipment do you intend to use?
3	To assure materials, supplies, and equipment will be available to accomplish all work within the specified quality and work accomplishment standards, state how you propose to quickly acquire needed items without resorting to last minute procurement.

Table 5. Section L Questions for BSVE

2. Conclusion

The use of the BSVE Template will facilitate performance-based contracting, use of 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://ned.s.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.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://pwc.navy.mil/pw/fsc/	FSC Product Line Plan initiatives and documentation.

Table 6. Web References