

Environmental Template User Guide

Environmental User Guide Contents

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1. Environmental 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 Environmental 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 Environmental Services

The Environmental Template includes all labor, management, supervision, tools, materials, supplies, equipment, and transportation required to perform environmental services. Included are services such as sampling, testing, laboratory services, used oil management services, hazardous material and hazardous waste management, oil and hazardous substance spill response and cleanup ashore, groundwater monitoring, and storm water monitoring. The following services are not considered Environmental and are not included in this Template:

- Collection, disposal and recycling of non-hazardous waste are included in the Refuse Collection and Recycling Template.
- Water and Sewage Treatment are included in the Templates for Wastewater Utilities and Water Utilities.

1.1.3 Annex Alignment to Installation Management Accounting Project

Figure 1 below shows how the Environmental 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.

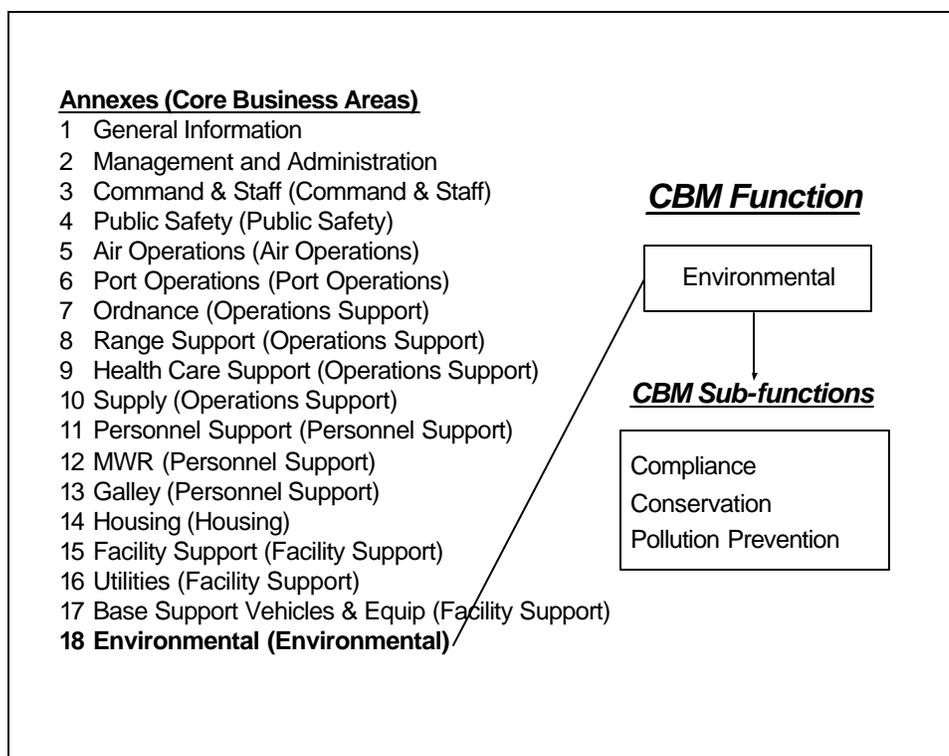


Figure 1. Annex Alignment to IMAP

1.1.4 CAC Definition

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

| Title | CAC | Definition |
|---|------|--|
| Compliance Sampling/Analysis/Monitoring Costs | 9271 | Includes Compliance recurring sampling/analysis/monitoring costs. It also includes administrative, reporting and record keeping, and other costs associated with compliance sampling/analysis/monitoring requirements. Does not include manpower, education, and training costs. |
| Compliance Recurring Hazardous Waste Disposal Costs | 9270 | Includes Compliance recurring waste disposal costs. It includes Federal and state regulated hazardous waste disposal. Include only costs associated with packaging for transportation, transportation/disposal of waste and other special services paid for through hazardous waste disposal vehicle. It also includes administrative, personnel, reporting and record keeping, and other costs associated with compliance waste disposal. Does not include manpower, education, and training costs. |

Table 1. IMAP CACs for Environmental

1.1.5 Standard Numbering for Environmental

Figure 2 below shows the standard numbering convention for Environmental. Annex 18, Environmental has no first-tier or second-tier sub-annexes. Specification 1800000 will always represent Environmental in NAVFAC contracts. Users are not authorized to edit the numbering convention.

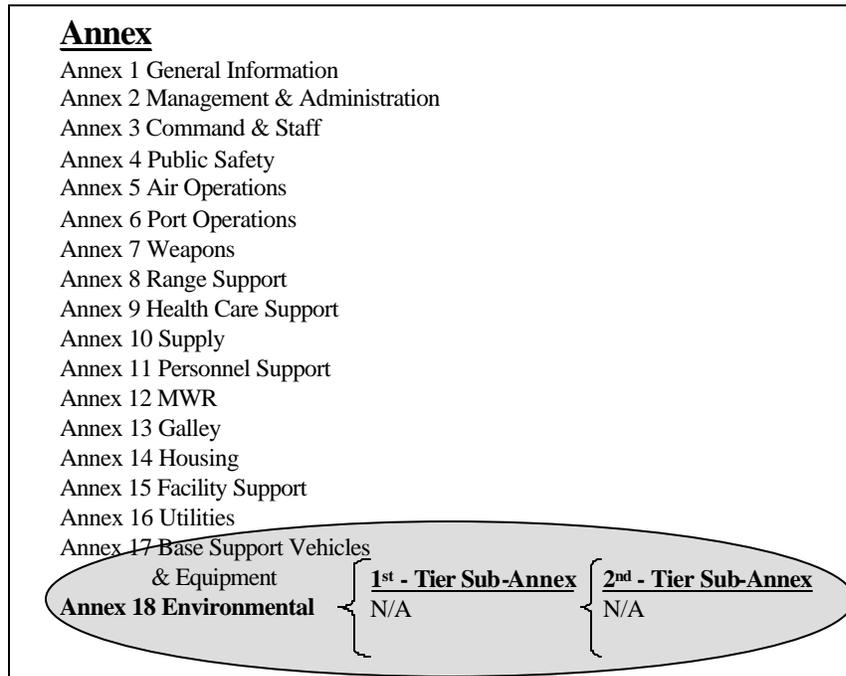


Figure 2. Standard Numbering Convention Example

The numbering convention for specification number xxyzz0 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 Environmental Template Elements

The Environmental 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. |
| 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 Environmental. |
| - | Functional Assessment Plan (FAP) | The Environmental 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. Environmental Template Elements

1.3 Using the Environmental Template

The Template is intended to be tailored to meet client requirements for Environmental 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, sample requirements, and applicable DoD guidance.

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 historical data, area maps, and existing environmental contracts 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 Environmental 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 Environmental firm fixed-price work:

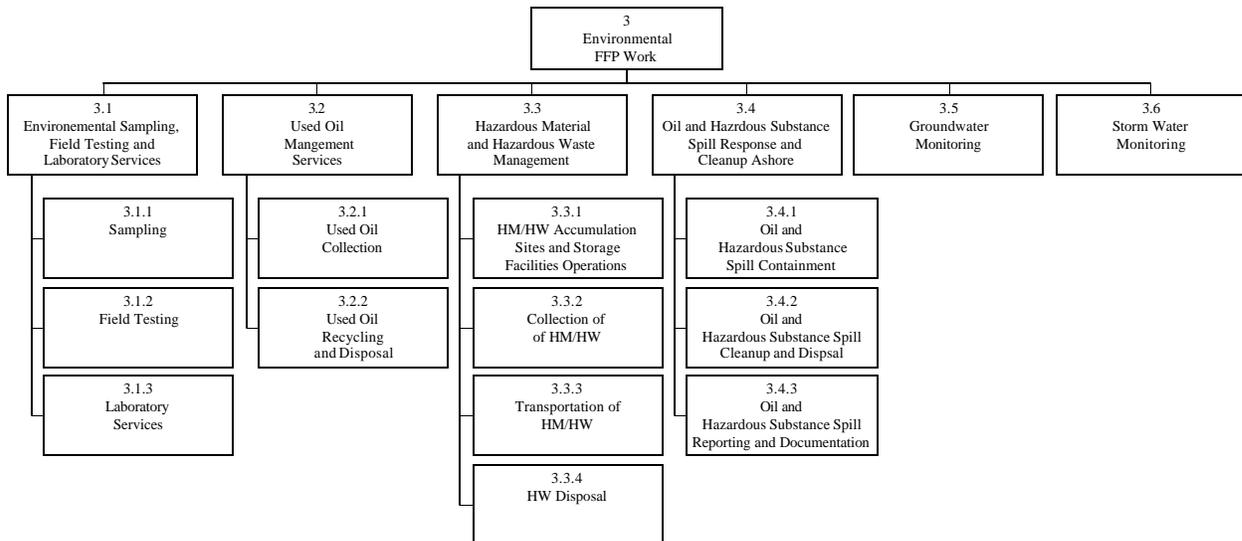


Figure 3. Environmental WBS

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:

- Independent third party data validation

It has been determined that there is no requirement for Groundwater or Storm Water Monitoring.

The revised WBS could look like Figure 4 below.

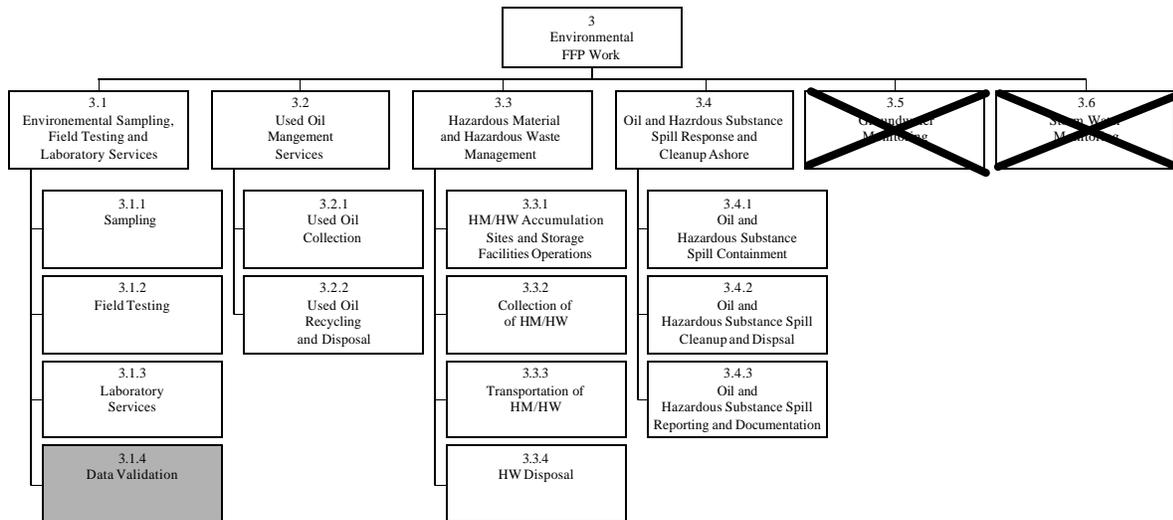


Figure 4. WBS Tailoring Example

The data validation requirement falls under Environmental Sampling, Field Testing and Laboratory Services; however, there is no WBS item to address it. Data Validation has been added as WBS item 3.1.4 under Environmental Sampling, Field Testing and Laboratory Services.

Since there are no requirements for Groundwater or Storm Water Monitoring, items 3.5 and 3.6 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 Environmental 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 |
|-----------|---|---|--|--|
| 3.1 | Sampling, Field Testing and Laboratory Services | The Contractor shall provide environmental sampling, field testing, laboratory services and associated reporting requirements to support compliance oversight at the installation. | <p>The Contractor shall comply with DoD, EPA and state policies, instructions and guidance such as: <<Note to Spec Writer: Insert applicable DoD guidance, e.g.,</p> <p>(1) OPNAVINST 5090.1 (2) EPA SW-846 (3) EPA PB83-124503 (4) EPA/600/4-85/013 (5) NAVSEA T0300-AZ-PRO-010>></p> <p><<Note to Spec Writer: Insert reference to sampling plan, e.g., The existing sampling plan is included as J-1800000-02.>></p> <p>The Contractor shall dispose of all excess sample material.</p> | Sample collection, field testing and laboratory services comply with <<Note to Spec Writer: Insert sample requirements, e.g., the sampling plan or if no sampling plan exists, applicable EPA and state guidance>>. |
| 3.1.1 | Sampling | The Contractor shall conduct timely sample collection to ensure the installation complies with <<Note to Spec Writer: Insert sample requirements, e.g., the sampling plan or if no sampling plan exists, applicable EPA and state guidance>>. | <p><<Note to Spec Writer: Insert reporting requirements, e.g., The Contractor shall provide reports in accordance with the sampling plan or if no plan exists, the Contractor shall provide copies of sample collection logs to the installation environmental office within seven days after sampling has been completed.>></p> <p>Historical data is provided in J-1800000-03.</p> | <p>Sample collection complies with <<Note to Spec Writer: Insert sample requirements, e.g., the existing sampling plan or if no sampling plan exists, applicable EPA and state guidance>>.</p> <p>Samples are collected <<Note to Spec Writer: Insert time requirements, e.g., within two days of notification or in accordance with the schedule included in the sampling plan>>.</p> |

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 3.1 and 3.1.1 for Environmental 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 used oil collection would be the following statement: *The Contractor shall provide oil collection services to ensure the installation complies with Federal, state and local statutes and regulations, and with DoD policies, instructions and guidance.*

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 used oil collection would be the following statement: *The Contractor is responsible for providing adequate containers for designated activities within the installation for the collection of used oil.*

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: Service levels do not apply to environmental services.</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>Unscheduled HM/HW services include collection from accumulation sites and designated activities, including ship operation related facilities that are not designated satellite accumulation sites, and deliver collected materials to temporary accumulation sites or storage facilities as.</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>HM/HW shall not be left on non-designated accumulation site areas overnight.</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>The Contractor shall coordinate with local utility operations to implement the Used Oil as Fuels for Energy policy to minimize oily waste disposal.</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 used oil collection would be the following statement: *No release of used oil to the environment due to Contractor's non-performance, mismanagement or negligence.*

Performance objectives, related information, and performance standards clearly describe client expectations. The Environmental WBS is arranged with more subjective performance objectives and standards at higher levels (e.g., 3.1) and more quantitative performance objectives and standards at lower levels (e.g., 3.1.3). 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

OPNAV N46 service levels have not been developed for Environmental services. However, if a client determines service levels are required, the following provisions will allow 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 (NFAS approval pending) 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 Environmental attachments are provided in the Template. These sample attachments contain information to help Contractors determine the scope of work to be performed. Environmental attachments include sampling plans, historical data, site maps, sample forms, and sample reports, and are labeled J-1800000-attachment number (two-digit number from 01 to 99).

Sample Environmental ELINs for firm fixed-price and IDIQ work are provided in the Template and labeled J-0200000-07. The Environmental 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.

1.3.5 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 Environmental, Specification 1800000 |
|-----------|--|
| 3.1.3 | How will you ensure laboratories selected for analytical services are capable of meeting detection limits? |
| 3.2 | Describe business practices that will minimize oily wastes? |
| 3.3 | What will be your quality control process for ensuring regulatory compliance when handling Hazardous Material and Hazardous Waste? |
| 3.4 | How will the readiness of the Spill Response Team be maintained to respond to Oil and Hazardous Substance Spills? |
| 3.6 | What is your process for collecting storm water samples? |

Table 5. Section L Questions for Environmental

2. Conclusion

The use of the Environmental 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.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://pwc.navfac.navy.mil/pw/fsc/ | FSC Product Line Plan initiatives and documentation. |

Table 6. Web References