



DEPARTMENT OF THE AIR FORCE
HEADQUARTERS WARNER ROBINS AIR LOGISTICS CENTER (AFMC)
ROBINS AIR FORCE BASE GEORGIA

JUL 06 2004

MEMORANDUM FOR SEE DISTRIBUTION

FROM: WR-ALC/LG

SUBJECT: Purchase Request (PR) Policy for Contract Depot Maintenance (CDM) Services

1. This policy memorandum provides guidance, through the attachments. It implements the business changes necessary to meet new HQ AFMC guidance that further defines CDM as a service. Any new CDM acquisition package solicited after 03 Dec 03 must be reviewed for compliance and reworked by the appropriate Contract Repair Teams. The Procurement Contracting Officer notifies the Contract Repair Team directly if a package is affected.
2. This change does not affect current Organic Depot Maintenance (DM) policies or current Interservice DM policies.
3. The compliance and implementation of this new policy will require the Contract Repair Teams to address performance based tasking documents, Service Contract Act determinations, changes to Market Research, and a Quality Assurance Surveillance Plan. The attachments provide expanded guidance. Future plans are to incorporate Attachment One into the WR-ALC Contract Repair Team Guide, Attachment Two and Three into both the Contract Repair Team Guide and AFMCI 21-113, and Attachment Four into AFMCI 21-113.
4. CDM as a service, impacts the roles and responsibilities of your Contract Repair Team members and logistics personnel. Affected are Program Manager (Material Management Team Lead, Logistic Specialist), Engineers, Equipment Specialists, Procurement Contracting Officers, and Production Management Specialists.
5. This is a joint WR-ALC/AE, WR-ALC/EN, WR-ALC/LG, WR-ALC/PK coordinated memo. My point of contact is Jack McKeen, WR-ALC/LGUC, 926-5518.

JOHN H. BLAIR
Director
Logistics Management Directorate

Attachments:

1. CDM Services Guidance
2. Simplified CRT Flow Diagram
3. SOW Development Process Diagram
4. Performance Based SOO/WS/SOW Notional Templates

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ATTACHMENT ONE, Contract Depot Maintenance (CDM) Services Guidance

A1.1. As a result of a recent change in HQ AFMC definition of services, as defined in the AFMC "Services Tool" Guide, CDM acquisitions must now be processed as services acquisitions. This includes repair, maintenance, overhaul, and remanufacturing. Federal Acquisition Regulation (FAR) 37, Service Contracting, AFI 63-124, Performance-Based Services Acquisition, FAR 22, Application of Labor Laws to Government Acquisitions, and FAR 10, Market Research, apply to CDM acquisitions. This change will have an impact on the Contract Repair Teams (CRTs) and the contents of the PR packages processed, beginning immediately. This change does not affect current Organic DM (Depot Maintenance) policies or current Interservice DM policies.

A1.2. CDM is defined in AFMCI 21-113, paragraph 1.5, as "Overhaul, conversion, maintenance, modernization, modernization-conversions, interim rework, modification installation, and repair of aircraft (i.e., PDM, ISO, ACI, etc.) missiles, drones, engines, engines accessories, communications-electronics equipment, support equipment, and other major end items and components. Also, embedded software modification, update, revision, and rehost of software required by the system management activity. The manufacture of parts and assemblies required to support the foregoing (ref DoDI 7220.9)."

A1.3. Under AFMCI 21-113, WR-ALC/LG previously developed and posted the WR-ALC CRT Guide to the WR-ALC/LG Purchase Request (PR) Info web site <https://wwwmil.robins.af.mil/logistics/PurchaseRequest/index.htm> (Robins Homepage, Organizations, LG, PR Info). The CRT is responsible for managing all aspects of each CDM acquisition. The CRT will expect most of the information in a. through e. below to be provided by the technical members of the team who are most familiar with the work to be accomplished. The CRT Lead will assign members on the team specific responsibilities to comply with the following:

a. Each new CDM acquisition, over the simplified acquisition threshold (currently \$100K), must be performance based IAW AFI 63-124. The SAF web Tool Kit, <http://www.safaq.hq.af.mil/contracting/toolkit/part37/pbsa.html>, contains helpful information as does the WR-ALC/PK Services web site <http://pkec.robins.af.mil/PR/PKPB/Srvcs.htm> (Robins Homepage, Organizations, PK, Policy & Review, Services Contracts). WR-ALC/LG PR Info web site has these pertinent files, AFI 63-124 (Basic, Supplement 1, IC 2004-1), a briefing for Performance Work Specifications Training, and a Performance Work Specification Template (Draft Atch 9 to AFMCI 21-113 Template). WR-ALC/LG Performance Work Specification training began the week of 09 Feb 04.

b. For each new CDM acquisition over \$2500, the PR shall include, on a case-by-case basis, a Service Contract Act (SCA) determination. The CRT shall use FAR 22, FAR 37, and the AFMC Services Tool Guide web site, https://www.afmc-mil.wpafb.af.mil/HQ-AFMC/PK/pkv/services_tool/services_tool2.htm, to determine what type of service (repair, overhaul, remanufacturing, etc.) is being procured. Once this decision has been made, consistent language must be utilized throughout all file documentation. For example, if the service is identified as a major overhaul, the PR, SOW, Acquisition Plan, solicitation, contract, etc., must identify the

service as a major overhaul. The WR-ALC/LG PR Info web site contains a SCA training briefing. WR-ALC/LG began SCA training the week of 19 Jan 04. SCA determinations necessitate strong input from the technical community. The PCO must use the applicable SCA information to prepare the SF98, Notice of Intent to Make a Service Contract and Response to Notice, to the Department of Labor (DOL). The SF98 will be utilized by the PCO to request the applicable DOL Wage Determinations for inclusion in the solicitation and resultant contract.

(1) When the SCA applies, the PR packages shall include (in Block 12, Remarks, or a separate attachment), "Equivalent Rates For Federal Hires" required to perform the direct labor of the service, potential contractors, and their locations. The equivalent rates will be the corresponding AF civilian job skill categories and grade (e.g., Electronics Mechanic, WG-2604-09), and be provided by the Equipment Specialist. The AF civilian job classifications/job series are posted on the WR-ALC/LG PR Info web site. Potential contractors and their locations will be provided by the engineer.

(2) When SCA does not apply, the PR package shall include a memo, signed by the CRT Lead, documenting the nonapplicability. Examples would be if the service is performed by exempt employees, or is remanufacturing.

c. For each new CDM service acquisition over the simplified acquisition threshold (currently \$100K), a Market Research report must be part of the PR package. FAR 10 and the draft WR-ALC Market Research Operating Instruction apply (available on the WR-ALC/LG PR Info web site). Limited Market Research may be required for acquisitions with an estimated value less than the simplified acquisition threshold when adequate information is not available and the circumstances justify its cost. For example, if SCA applies, limited market research shall identify potential contractors, their locations, and whether the service is commercial. The engineer is identified as the individual who performs the market research and develops the report for the PR package. All members of the CRT can contribute to the market research. WR-ALC/AE provides market research guidance and is currently developing the WR-ALC operating instruction.

d. For each new CDM acquisition over the simplified acquisition threshold (currently \$100K), the CRT Lead shall develop a Performance Plan or a Quality Assurance Surveillance Plan (QASP) using AFI 63-124, Performance-Based Services Acquisition, and include it as part of the PR package. The elements of 63-124, paragraph 1.1.4, must be addressed and captured in the plan. As a minimum, method of surveillance must match the Service Delivery Summary (SDS) in the performance based tasking document (Statement of Objectives or Work Specification or Statement of Work (SOO/WS/SOW)) during the preaward phase. Elements of the QASP may change as the contract is administered, however not all QASP changes will require a change to the SOW. AFI 63-125, Quality Assurance Program for Services Acquisitions, is being developed and will provide further guidance.

e. For each new CDM acquisition over the simplified acquisition threshold (currently \$100K), the Quality Assurance Program Coordinator (QAPC) is now an external CRT advisory member. The QAPC provides guidance on the SOW and Performance Plan (or QASP) development process (Attachment three). Contact the primary QAPC, Steve Warner, or the

alternate QAPC, Cheryl Peace, at 926-3978, PKOS. Their early involvement in the acquisition can save time and rework. The CRT Lead shall contact the QAPC for a CRT meeting appointment.

A1.4. WR-ALC shall use CRTs for CDM acquisitions to accomplish the intent of the AFI 63-124, IC 2004-1, multifunctional teams, not the Basic Requirements Advisory Groups (BRAG). IAW with CRT guidance, the Material Management Team Lead (Logistician) or his or her designated representative will lead the CRT. The CRT Lead must contact the L_K division and request a Contracting Officer attend any CRT meetings which are called to develop the acquisition strategy and which require core members to be present.

A1.5. Any new CDM acquisition package solicited after 03 Dec 03 must be reviewed and reworked if not compliant with the above policy.

A1.6. Roles and Responsibilities of CRT members relative to CDM as a service:

a. Program Manager (Material Management Team Lead). Remains the CRT Lead. Ensures the CRT complies with this policy letter and AFI 63-124, tracks assigned duties, develops the QASP, assesses performance, and submits CPARS reports.

b. Engineer. Conducts market research activities and develops market research report including potential sources and their location.

c. Equipment Specialist. Research and provide job classifications and grade, if the CRT determines SCA applies.

d. Procurement Contracting Officer. When SCA applies, convert skill and grade to the DOL equivalents and process the SF Form 98.

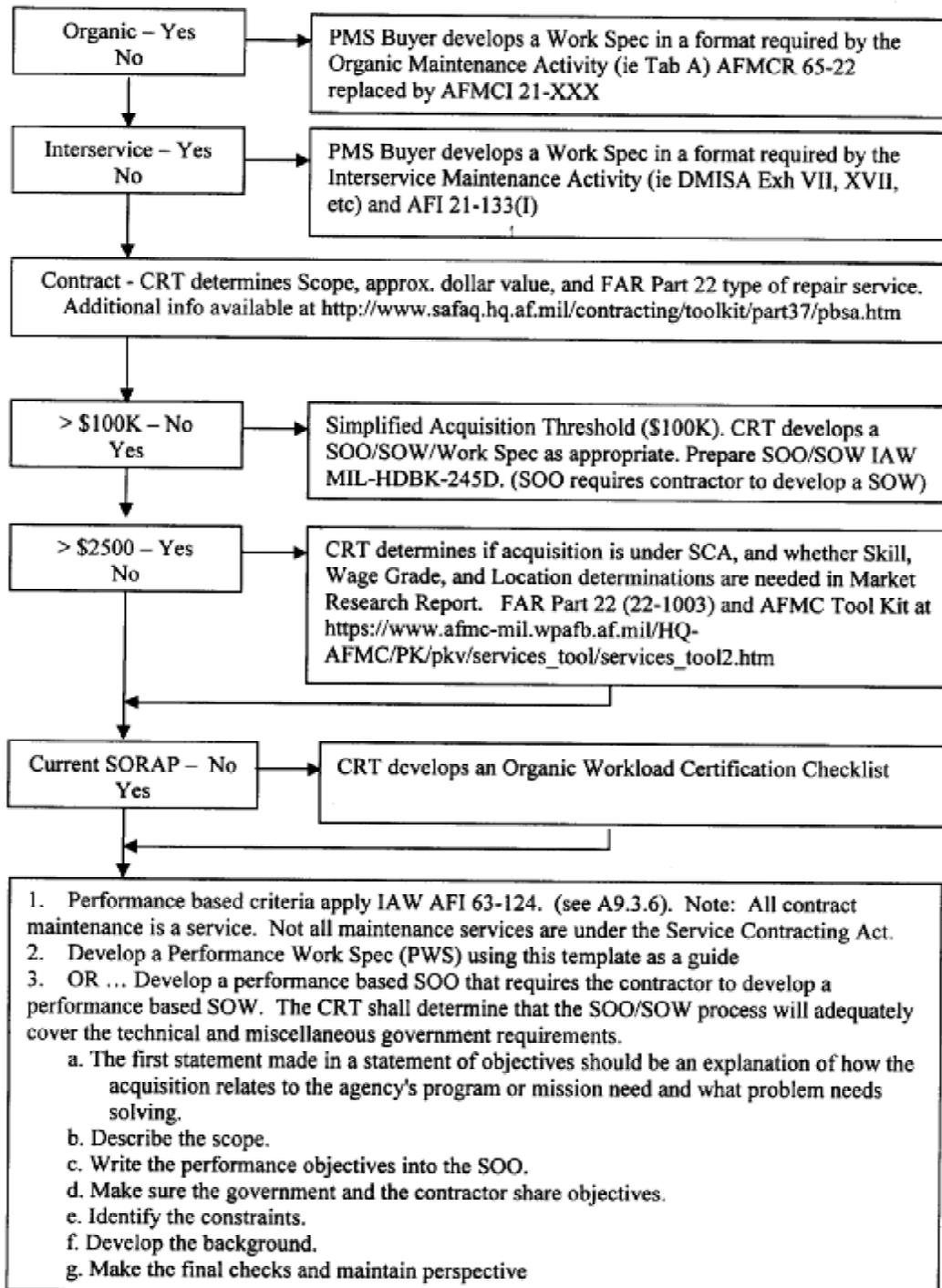
e. Production Management Specialist. Ensures, that at the required thresholds, the PR includes the performance based tenants, SCA determinations, a market research report, and a QASP.

f. Quality Assurance Program Coordinator. An external CRT advisory member. Guide the CRT in development of the SOW and Performance Plan (or QASP).

A1.7. Although the above policy has primarily addressed CDM requirements, where the impact is expected to be the greatest, this policy will apply to ALL service acquisitions, whether CDM or otherwise. The performance based tasking document (SOO/SOW/WS) must be tailored to the specific services, so CDM references would naturally not apply to the non-CDM service tasks.

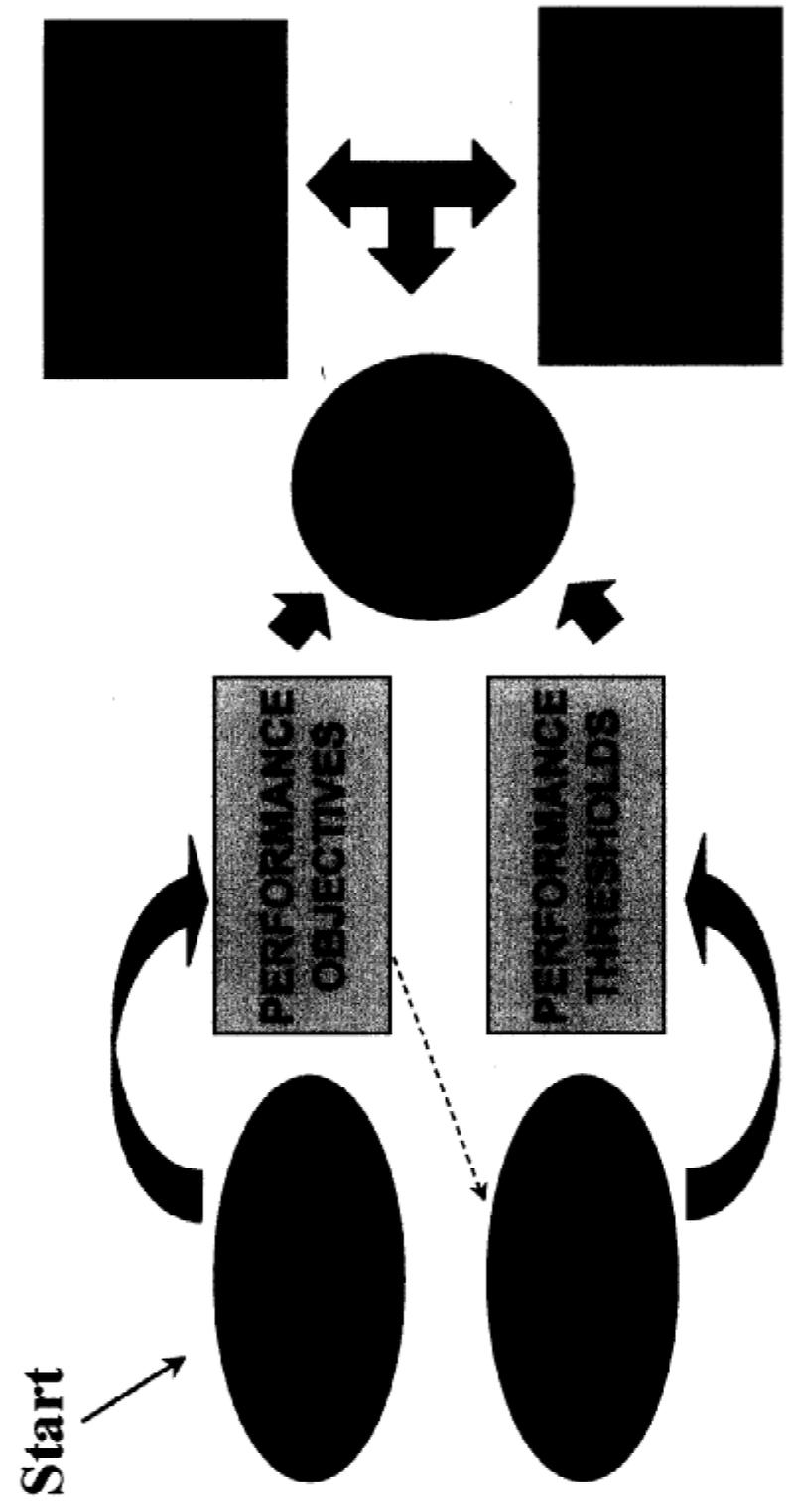
ATTACHMENT TWO, Simplified CRT Flow Diagram

CDM Contract Repair Team (CRT) simplified flow diagram proposed for the rewrite of AFMCI 21-113, Attachment 9, A9.2.1. The CRT shall determine if the maintenance requirement requires a performance based specification and Services Contracting Act compliance:



ATTACHMENT THREE

SOW Development Process



ATTACHMENT FOUR
Performance Based SOO/WS/SOW Notional Templates

A4.1 AFI 63-124, 09 Feb 04, paragraph 2.2. SOW Format. Examples of performance-based work statements are found in the SAF/AQC Contracting Toolkit, Part 37, <http://www.safaq.hq.af.mil/contracting/toolkit/part37/pbsa>. All service contracts will use the following format:

1. Description of Services,
2. Service Delivery Summary (See paragraph 3.1.),
3. Government-Furnished Property and Services,
4. General Information, and
5. One or more Appendices.

A4.2 We use the generic term Statement of Work (SOW) to cover all types of tasking documents. This can confuse the issue. Note the AFI 63-124 Attachment I definition for SOW.

- Means a performance-based description of the services required by a functional activity. A services SOW may also be termed a Performance Work Statement (PWS), Statement of Need (SON), Statement of Objectives (SOO), Technical Requirements Document (TRD) or work statement.

A4.3 The following GENERIC formats transition to NOTIONAL performance based formats for statements of objectives (SOO), work specifications (WS), and statements of work (SOW). Work specifications developed IAW AFMCR 65-22 were specifically for repair. Your final tasking CDM document (SOO/WS/SOW) must be tailored to use actual maintenance sub-categories and content, to accomplish the specific maintenance requirement. Then insert the performance based tenants of AFI 63-124. As stated above, (AFI 63-124, paragraph 2.2) the five section headings and order (format) will be used.

NOTE: THE OBJECT OF AFI 63-124 IS TO TAILOR THE TASKING DOCUMENT DOWN TO THE BARE MINIMUM OF GOVERNMENT REQUIREMENTS AND BENEFIT FROM SAVINGS IN THE COMMERCIAL MARKETPLACE, FOR EACH SEPARATE ACQUISITION. IF A PARAGRAPH LISTED BELOW DOES NOT APPLY TO THE SPECIFIC ACQUISITION, DELETE IT. IF AN UNLISTED REQUIREMENT APPLIES TO THE SPECIFIC ACQUISITION, ADD IT.

<u>Current MIL-HDBK-245D SOO</u>	<u>Notional General</u> <u>Performance Based Statement of Objectives</u>
1.0 Program Objectives (a) multi-phased program (b) one program, multi-contractor (c) one phase contract	1.0 DESCRIPTION OF SERVICES. 1.1 Program Objectives
2.0 Contract Objectives (WBS 0000)	2.0 SERVICE DELIVERY SUMMARY (Performance Objectives, Paragraph Reference, Performance Threshold, <u>Not Method of Surveillance</u>)
Note: The SOO should not address each WBS element, but each WBS element should be traceable to something in the SOO.	3.0 GOVERNMENT FURNISHED PROPERTY AND SERVICES
	4.0 GENERAL INFORMATION.
	4.1 Contract Objectives in this section are traceable to Level 1 of the Work Breakdown Structure (WBS).

4.2 The SOO requires the contractor to prepare a Statement of Work (SOW) for government review and approval

5.0 APPENDICES AND ATTACHMENTS.

Current MIL-HDBK-245D SOW

1.0 SCOPE.

2.0 APPLICABLE DOCUMENTS

- 2.1. Department of Defense Specifications
- 2.2. Department of Defense Standards

2.3. Other Publications

3.0. REQUIREMENTS

- 3.1. General Requirements
- 3.2. Technical Objectives and Goals
- 3.3. Specific Requirements
 - 3.3.1. Contractor Services
 - 3.3.2. Integrated Management Support
 - 3.3.4. Management Systems Requirement
 - 3.3.5. Reliability Program
 - 3.3.6. Maintainability Program

**AFMCR 65-22 & AFMCI 21-113 rewrite
Aircraft Repair Work Specification**

Note: AFMCR 65-22 lists separate templates for Aircraft, Engines, and equipment

SECTION I, GENERAL

- 1.1. Information
- 1.2. Terms-Explained
- 1.3. Data

1.3.1. Maintenance Records, Forms, and Publications

1.3.2. Reporting Requirements

1.3.3. Technical Data

- 1.4. Security
- 1.5. Quality
- 1.6. Condemnation and Repair
- 1.7. Accessory and Component Reuse, Repair, and Replacement

SECTION II, RECEIPT OF AIRCRAFT AT FACILITY

- 2.1. Handling
- 2.2. Inventory

Notional General

Performance Based Statement of Work

1.0. DESCRIPTION OF SERVICES.

1.1. Scope.

2.0. SERVICE DELIVERY SUMMARY.

(Performance Objectives, Paragraph Reference, Performance Threshold, Not Method of Surveillance)

3.0. GOVERNMENT FURNISHED PROPERTY AND SERVICES

4.0. GENERAL INFORMATION.

- 4.1. General Requirements
- 4.2. Technical Objectives and Goals
- 4.3. Specific Requirement
 - 4.3.1. Contractor Services
 - 4.3.2. Integrated Management Support
 - 4.3.4. Management Systems Requirement
 - 4.3.5. Reliability Program
 - 4.3.6. Maintainability Program

5.0. APPENDICES AND ATTACHMENTS.

Attachment One: List of Applicable Documents

- A1.1. Department of Defense Specifications
- A1.2. Department of Defense Standards
- A1.3. Other Publications

Notional Aircraft Repair

Performance Based Work Specification

SECTION I, DESCRIPTION OF SERVICES.

- 1.1. Scope
- 1.2. Terms Explained

SECTION II, SERVICES DESCRIPTION SUMMARY

(Performance Objectives, Paragraph Reference, Performance Threshold, Not Method of Surveillance)

SECTION III, GOVERNMENT FURNISHED PROPERTY AND SERVICES

SECTION IV, GENERAL INFORMATION.

- 4.1. General Work Requirement
 - 4.1.1 Data
 - 4.1.1.1. Maintenance Records, Forms, and Publications
 - 4.1.1.2. Reporting Requirements
 - 4.1.1.3. Technical Data
 - 4.1.2. Security
 - 4.1.3. Quality

2.3. Preservation

SECTION III, WORK REQUIREMENTS

3.1. General Work Requirement

3.2. Specific Work Requirements

3.2.1. Part A, Depot Maintenance

3.2.2. Part B, Depot Modifications (Classes III IV&V)

3.2.3. Part C, Negotiated TCTOS

3.2.4. Part D, Negotiated Maintenance

3.2.5. Part E, Special Depot Requirements

SECTION IV, FINAL PROCESSING OF AIRCRAFT

4.1. Finishing

4.2. Depreservation

4.3. Servicing

4.4. Weight and Balance

4.5. Preflight

4.6. Flight Test

4.7. Post-Flight

4.8. Preparation for Ferry

4.9. Aircraft Forms Preparation

4.10. Government Acceptance

SECTION V, TECHNICAL ORDERS AND OTHER DIRECTIVES

5.1. Applicable Technical Orders

5.2. Applicable Time Compliance Technical Orders

5.3. Applicable Directives

TAB A, List of Special Tools and Test Equipment

4.1.4. Condemnation and Repair

4.1.5. Accessory and Component Reuse, Repair and Replacement

4.2. Receipt of Aircraft at Facility

4.2.1. Handling

4.2.2. Inventory

4.2.3. Preservation

4.3. Specific Work Requirements

4.3.1. Part A, Depot Maintenance

4.3.2. Part B, Depot Modifications (Classes III IV&V)

4.3.3. Part C, Negotiated TCTOS

4.3.4. Part D, Negotiated Maintenance

4.3.5. Part E, Special Depot Requirements

4.4 Final Processing Of Aircraft

4.4.1. Finishing

4.4.2. Depreservation

4.4.3. Servicing

4.4.4. Weight and Balance

4.4.5. Preflight

4.4.6. Flight Test

4.4.7. Post-Flight

4.4.8. Preparation for Ferry

4.4.9. Aircraft Forms Preparation

4.4.10. Government Acceptance

5.0. APPENDICES AND ATTACHMENTS.

ATTACHMENT ONE, List of Technical Orders And Other Directives

A1.1. Applicable Technical Orders

A1.2. Applicable Time Compliance Technical Orders

A1.3. Applicable Directives

ATTACHMENT TWO, etc

AFMCR 65-22 & AFMCI 21-113 re-write Equipment Repair Work Specification

Note: AFMCR 65-22 lists separate templates for Aircraft, Engines, and equipment

SECTION I, GENERAL

1.1. Information

1.2. Terms-Explained

1.3. Data

1.3.1. Maintenance Records, Forms, and Publications

1.3.2. Reporting Requirements

1.3.3. Technical Data

1.4. Security

1.5. Quality

1.6. Condemnation and Repair

1.7. Accessory and Component Reuse, Repair, and Replacement

SECTION II, RECEIPT OF EQUIP. AT FACILITY

2.1. Handling

2.2. Inventory

2.3. Preservation

Notional Equipment Repair Performance Based Work Specification

SECTION I, DESCRIPTION OF SERVICES.

1.1. Scope

1.2. Terms Explained

SECTION II, SERVICES DESCRIPTION SUMMARY

(Performance Objectives, Paragraph Reference, Performance Threshold, Not Method of Surveillance)

SECTION III, GOVERNMENT FURNISHED PROPERTY AND SERVICES

SECTION IV, GENERAL INFORMATION.

4.1. General Work Requirement

4.1.1 Data

4.1.1.1. Maintenance Records, Forms, and Publications

4.1.1.2. Reporting Requirements

4.1.1.3. Technical Data

4.1.2. Security

SECTION III, WORK REQUIREMENTS

- 3.1. General Work Requirement
- 3.1.1. Electrostatic Discharge (ESD) Protection (??)
- 3.1.2. Environmentally Controlled Facility (??)
- 3.2. Specific Work Requirements
- 3.2.1. Disassembly
- 3.2.2. Cleaning and Corrosion Control
- 3.2.3. Inspection
- 3.2.4. Corrosion Control
- 3.2.5. Maintenance
- 3.2.5. Finishing

SECTION IV, TECH ORDERS & OTHER DIRECTIVES

- 5.1. Applicable Technical Orders
 - 5.2. Applicable Time Compliance Technical Orders
 - 5.3. Applicable Directives
- TAB A, List of Special Tools and Test Equipment**

- 4.1.3. Quality
- 4.1.4. Condemnation and Repair
- 4.1.5. Accessory and Component Reuse, Repair and Replacement
- 4.1.6. Facility Requirements (??)
- 4.1.7. Electrostatic Discharge (ESD) Protection (??)
- 4.1.8. ?(Routine, MICAP, Surge)?

4.2. Receipt of Equipment at Facility

- 4.2.1. Handling
 - 4.2.2. Inventory Inspection
 - 4.2.3. Preservation
- 4.3. Specific Work Requirements**

- 4.3.1. Disassembly
- 4.3.2. Cleaning
- 4.3.3. Inspection
- 4.3.4. Corrosion Control
- 4.3.5. Maintenance
- 4.3.6. Finishing

5.0. APPENDICES AND ATTACHMENTS.

ATTACHMENT ONE: List of Technical Orders And Other Directives

- A1.1. Applicable Technical Orders
 - A1.2. Applicable Time Compliance Technical Orders
 - A1.3. Applicable Directives
- ATTACHMENT TWO, etc**