**CNIC NAF**

**Performance Work Statement**

**Desk Guide**

**&**

**Template**

Performance Work Statement Format

1. Introduction

2. Background

3. Requirements

3.1General Requirements

3.2 Performance Requirements

4. Deliverables

5. Special Requirements/Applicable Directives and References

**PERFORMANCE WORK STATEMENT (PWS) [TEMPLATE]**

**NOTE: THIS TEMPLATE MUST BE TAILORED FOR YOUR ACTIVITY BY INCLUDING YOUR UNIQUE REQUIREMENTS, QUANTITIES FOR WORKLOAD, SPECIFIC SURVEILLANCE TECHNIQUES, ETC. ANY QUESTIONS REGARDING THIS TEMPLATE SHOULD BE ADDRESSED WITH YOUR REGIONAL NAF PROCUREMENT OFFICE.**

***[Insert Title and Activity]***

At the end of each section, in italics, questions for consideration are provided. These questions are meant to facilitate critical analysis specific to the individual requirement.

**1. INTRODUCTION**

The introduction section should give the reader just enough information to recognize what is being procured. The length of this section and all other sections will vary. Be more concerned with clarity and content rather than with length. Clearly and succinctly summarize the name of the requirement being procured.

Do not include any information that is contained in other sections of the PWS. Questions to consider:

⋅ *Does the introduction provide a quick reference to what you are procuring?*

⋅ *Is the introductory information readily distinguishable from the background and*

*scope sections?*

⋅ *Have work requirements or information contained in other sections of the performance work statement been removed?*

**2. BACKGROUND**

The background section provides historical information that is necessary to understand how and why the current requirement evolved and where it is headed. The background section can also provide current information that helps the reader understand the requirement. If the current requirement is part of a larger program, identify the program and the relationship of this requirement to the overall program. Also, identify research, studies, or other efforts that contribute to the reader’s understanding of the requirement. Make sure all facts are accurate and only information that is relevant is included.

The background section should provide contextual information that plays a key role during the solicitation stage by providing contractors with an understanding of the organization’s requirement, its objectives and key drivers for the work to be undertaken that can assist in determining whether to submit an offer and in preparing a response.

The length of this section is usually three or four paragraphs; however, it is more important to fully discuss the background than it is to stay within length restraints. Do not include any information that is contained in other sections of the PWS.

Questions to consider:

⋅ *Does this section summarize historical information that is necessary to understand the current requirement?*

⋅ *Is the background information readily distinguishable from the introduction and scope sections?*

⋅ *Are the facts accurate?*

⋅ *Have you eliminated from this section all directions to the contractor to perform*

*tasks, specifications of reporting requirements, or a description of deliverable*

*products?*

**3. REQUIREMENTS**

**3.1 General Requirements**

Describe general requirements that are not specifically related to performance outcomes but have an impact on the success of the mission. (Place of performance, period of performance, travel, security clearance requirements, etc.)

This section is an overview of the PWS and should emphasize the most important aspects of the requirements rather than minor details. It should identify the objective or purpose

of the requirement and it should help the reader understand the magnitude of the effort to

be performed. It should also define the outside boundaries of the contractor’s performance responsibilities. This definition becomes important during the contract performance in determining whether additional tasks or work is within the originally planned responsibilities or should be considered new work.

The desired end result or the product of the effort should be clear and should be consistent with the requirements specified under paragraph 3.2, Performance Requirements. Keep in mind that the contractor is required to perform only tasks that are explicitly stated, not those that are only referred to or implied. The scope describes the logical boundaries within which the work will take place (i.e. what is the work and what is it not?)

The scope section should generally be no more than two paragraphs. Do not include any information that is contained in other sections of the PWS.

Questions to consider:

⋅ *Will the reader understand the magnitude of the requirement and have a basic understanding of it?*

⋅ *Is the scope readily distinguishable from the introduction and background sections?*

⋅ *Is the scope consistent with the tasks or activities specified and with the end result to be obtained?*

⋅ *Does this section emphasize the most important aspects of the technical requirements, rather than the minor details?*

⋅ *Have all directions to the contractor to perform tasks, specifications of reporting requirements, or a description of deliverable products been eliminated from this section?*

**3.2 Performance Requirements**

Specify standards to which the requirement must be completed.

Preparing a PWS begins with an analytical process and involves a close examination of the agency’s requirements. This analysis is the basis for establishing performance requirements, developing performance standards, writing the performance work statement, and producing the quality assurance plan. Those responsible for the mission or program are essential to the performance of the analysis.

The performance requirements section should identify what the contractor is required to do and not how the contractor should accomplish the effort. Performance requirements are generally identified as major tasks and subtasks within the Performance Requirements. All major tasks and subtasks need to be defined in adequate detail so

the contractor knows what is required and the NAFI knows when and if the contractor has complied with the requirements. Although some requirements can be defined only in general terms, broadly defined PWSs do not lend themselves toward the most desirable contract type and pricing structure.

The length of this section depends on the number of major tasks and subtasks and level of detail necessary to communicate the performance requirements that need to be satisfied. There are no minimum or maximum page limitations. This section should not include information that is more appropriate in the others sections of the PWS, the solicitation, or the resulting contract, such as evaluation criteria or proposal preparation instructions.

Questions to consider general to Performance Requirements:

⋅ *Are the contractor’s responsibilities readily distinguishable from the introductions, background and scope sections?*

⋅ *Does the PWS identify only necessary requirements? That is, are the “nice to haves” eliminated?*

⋅ *Is the PWS specific enough to permit you, the writer, to estimate the probable cost and the oferror to determine the levels of expertise, personnel, effort, and other resources needed to accomplish the tasks?*

⋅ *Are the contractor responsibilities stated in such a way that the contractor knows what is required and the NAFI can tell whether the contractor has*

*complied?*

⋅ *Are sentences written so that there is no question of whether the contractor is obligated to perform specific tasks? (For example, “the contractor shall do this work”, not “this work shall be required” – active versus passive voice.)*

⋅ *Are the subtasks (major sub-activities) in the PWS presented in chronological order or some other logical order?*

⋅ *If the PWS orders data or reports, have all descriptions of the data (for example, format and content) been eliminated?*

⋅ *Have all proposal preparation instructions, evaluation criteria, and references to*

*“the offeror shall” been eliminated?*

⋅ *Does the PWS establish a delivery schedule? (Please note that the PWS should not normally establish a delivery schedule, but may include, for clarity,*

*significant milestones.)*

⋅ *If elapsed time is used, does it specify calendar days or workdays (For example, “5 business days after receipt of this”)?*

⋅ *Have all points of control or decision, if applicable, been included?*

⋅ *Does the PWS require the contractor to get permission from or provide*

*something to someone other than the Contracting Officer or the Contracting*

*Officer’s Representative? If so, have specific authorizations and instructions been provided to avoid contractual problems?*

⋅ *Can the technical representative (COR) who is asked to sign the acceptance report determine whether the contractor has complied with the*

*requirements?*

⋅ *Have all the elements of quality assurance been fully considered for the total life of the requirement? (You may identify the elements and allow vendors to propose*

*a comprehensive set of measures and metrics).*

⋅ *Are all NAFI obligations carefully delineated? (If approval actions are to be made by the NAFI, provide for a time limit. Remember, any provision*

*taking control of the work away from the contractor, even temporarily, must be covered by a contingency reserve if the contractor is to protect itself.)*

⋅ *Is the requirement completely described? (to be legal and binding the final agreement must be complete, not only for reasons of legality, but for every*

*practical application. Specify “when” and “where” as well as “what.”)*

⋅ *Have “catch-all” statements (which generally result either in an expensive disagreement or in a windfall to the contractor) been eliminated?*

⋅ *Is the requirement over-specified? (The ideal situation is to specify the results required and let the winning contractor find the best method of attainment.)*

⋅ *Has the work been organized into subtasks? (This is helpful in evaluation and may be used for control during performance.)*

⋅ *Have all points-of control, where needed, been included (for example, submission of designs for approval)?*

⋅ *Does the PWS include only such reports and documentation as required for control, documentation of technical results, and follow-on procurement?*

**4. DELIVERABLES**

This section clearly identifies the tangible products or outcomes that the Contractor is required to produce in order to receive payment.

This section generally references required agency format, which, in turn, lists and orders all data (for example, reports, software, and other deliverables) required to manage or monitor contractor performance.

Information collection and reporting adds costs, and anything required should be directly tied to the objectives of the contract. Otherwise collecting the information just adds expense.

Limit requirements to those needed by the NAFI to make a decision, measure performance, or to comply with a higher level requirement. The inspection portion of your roadmap identifies ‘what’ is going to be inspected, and this often results in a data deliverable.

In determining information requirements, the procurement team should consider –

• What do you need to know?

• Which tasks produce that information?

• What analysis or synthesis of data is required?

• What should the contractor report? How frequently?

• In what format should the contractor report? To whom?

In addition to standard reporting requirements, you may wish to monitor performance using reports generated by the contractor’s quality control plan.

**5. SPECIAL REQUIREMENTS**

This section will include information on Government Furnished Property (GFP) or Equipment (GFE). Also include any special security or safety information, environmental requirements, base access, special work hours and contingency requirements. If necessary include a transition plan and a listing of all applicable documents and/or directives. The number of directives referenced should be limited to those required for this effort such as quality standards, statutory, or regulatory limitation.

• **Government Furnished Property, Equipment and Services**

Identify those items such as property, information and/or services that will be provided

for the contractor’s use (without cost to the contractor) to allow them to provide the required services, such as materials, facilities, training, etc.

Questions to consider specific to Government Furnished Property:

⋅ *If Government-Furnished Property will be provided, has the nomenclature, quantity, estimated value, serial number, location, and date of delivery to the*

*contractor been stated in the information for the Contracting Officer that is submitted with your purchase request package?*

⋅ *If Government-Furnished Equipment is to be provided, the nature, condition, and availability of the equipment shall be stated. Has this information been included in the PWS?*

• **Applicable Directives and References**

Lists all document referenced under paragraph 3.2, Performance Requirements, with which the contractor will have to comply in performance of the PWS. If only portions of the document apply, then specifically identify the applicable portions in this section. Be sure you are familiar with the content of the documents.

List non-mandatory documents that are referenced in the performance requirements section for informational or guidance purposes. Non-mandatory documents are those that provide background or may be useful in full understanding of the requirement.

This section should also include all appropriate terms and phrases for this PWS. The definition must be clear and concise, not ambiguous. Carefully consider each definition because they will be binding for the duration of this contract, unless modified. In addition, include a complete listing of all acronyms and words or phrases they represent.

Generally, the applicable directives section is prepared after the performance requirements section is completed. The length of this section depends on the number of documents cited in the performance requirements section.

Be sure to check for the revision status of the documents. If no documents are cited in the performance requirements section, then type “none.”

Questions to consider:

⋅ *Is the applicable document properly cited?*

⋅ *If only portions of the document apply, have you clearly stated which portions*

*apply?*

⋅ *Is the document really pertinent to the task?*

⋅ *Do any standard specifications or paragraphs apply in the whole or in part?*

⋅ *Are all definition and acronyms included?*

**---------- End of PWS Format -----------**

**Questions to consider upon completion of the Performance Work Statement:**

⋅ *Is the PWS written using the format recommended?*

⋅ *Has extraneous information been eliminated? (Ask the following questions about each item:*

*Does it tell what the contractor is responsible for? Is it necessary in order to obtain the*

*required results?)*

⋅ *Have extraneous cross-references to contract clauses and provisions been expunged?*

⋅ *Have requirements been adequately identified so that*

*they may be acquired on a Firm Fixed Price basis?*

⋅ *Does the PWS bias the effort in favor of a sole source? (The PWS specifies a NAFI requirement and is supposedly impartial concerning who can do it. In Keeping with this*

*philosophy, the PWS should not reference source or proprietary talent.)*

⋅ *Do the PWS requirements create an organizational conflict of interest?*

⋅ *Will the contractor (that is, an offeror) be placed in a position where it cannot provide*

*impartial advice and assistance? For example, does the PWS require the contractor to*

*review its own work?*

⋅ *Will the contractor (that is, an offeror) receive an unfair competitive advantage on this procurement or future procurements based on its performance under past*

*or present procurements? For example, have you drafted requirements whereby the contractor will prepare a PWS that will subsequently be competitively procured?*

⋅ *Is more than one interpretation (throughout the PWS) impossible?*

⋅ *Has the PWS been checked for grammatical usage?*

⋅ *Has the PWS been spellchecked?*

⋅ *Have headings been checked for format and grammatical usage? Are subheadings*

*comparable? Is the text compatible with the title? Is a multi-decimal numbering system used?*

**Language Considerations:**

Requirements should be written in language understandable to all potential program participants. Use technical language sparingly with simple wording in concise sentences. Requirements should be stated explicitly in a logical, chronological or similarly structured order, avoiding words which could allow for multiple interpretations. Examples of non-specific words and phrases that should be avoided include:

* “*Any*” This is an ambiguous word in which most writers intend to denote “plurality” and the readers may interpret to denote “oneness”. Also, when “any” is used to describe the selection of items from a list, it’s the reader who does the selecting, not the writer.
* “*Assist*” Assist connotes personal services. It infers working side-by-side, being subject to supervision, making the contractor personnel appear to be government employees. Personal services contracts are extremely rare and are improper except when specifically authorized by statute.
* “*As required*” The result of this approach is an undefined work condition. It has no expressed limitations. It places the NAFI in a position of not expressing its minimal needs and lead to a debatable condition concerning the contractor’s compliance with the contract. The ambiguity in “as required” often leads to contract modifications and possible increased costs to the NAFI.
* “*As applicable”* or *“As necessary*” If the NAFI does not know what is necessary or applicable, it must not leave to the contractor the responsibility for determining the NAFI’s minimal needs of the contract.
* “*As directed*” This connotes a personal services situation in which the contractor is placed under direct supervision.
* “*Including, but not limited to*” This term is generally inserted when the drafter is unsure of requirement or criteria. This is an unspecific requirement which creates ambiguity. List known requirements.
* “*Etc*.” This work also introduces potentially more unidentified ambiguous requirements.
* *“Either / And / Or”* These words imply that the contractor can make a choice which may not support the intent of the PWS.
* *“Recommended”* This word implies that the contractor has a choice as to whether or not to provide this product or service.
* *“Support”* This word is ambiguous and connotes a personal service, especially in the context of “providing support for meetings”. Support should be clearly defined – for example, does support include attendance at meetings or providing briefs/information? “Support” for taking notes and minutes implies personal services and should be avoided except in unusual circumstances.
* *“Liaison”* This word implies a relationship between contractor and government personnel and can imply a personal services contract.
* *“Interim Approval”* The contract is to provide a service or product (an end result). This word implies supervision by the government point of contact.

Selecting key words that properly expresses the degree of contractor involvement is essential. Specify what is to be done and the total nature of the work requirement. A word listing in Appendix “A” is provided to point out the critical difference in the meaning of work words versus the product word identified in connection with deliverable data.

In addition, two important factors to ensure the services purchased are non-personal include; (a) the PWS must establish explicitly what work is to be done and require the delivery of a product or result other than periodic progress reports and (b) the contractor’s employees must not be supervised or controlled by the NAFI during the execution of the work and production of the product or result. The PWS must be explicit, inclusive and comprehensive in prescribing the work requirements.

**APPENDIX A**

WORK WORDS

When selecting the key work word that properly expresses contractor's involvement, the PWS writer must define explicitly the total nature of the work requirement in terms of what is to be done. In some cases, the "why" or the application of the results of the performed work may be stated if it clarifies the requirement. The following sample list contains words which have the inherent value of work. This list is offered as a reminder of the various shades of meaning conveyed by choice of words.

analyze (solve by analysis)

annotate (provide with comments)

ascertain (find out with certainty)

assess (appraise, judge, calculate)

attend (be present at)

audit (officially examine)

build (make by putting together)

calculate (find out by computation)

consider (think about, to decide)

construct (put together, build)

control (direct, regulate)

contribute (give along with others)

compare (find out likeness or differences)

create (cause to be, make)

determine (resolve, settle, decide)

differentiate (make a distinction between)

develop (bring into being or activity)

define (make clear,to state or set forth the meaning of, to determine or fix the boundries or extent of)

design (perform an original act)

evolve (develop gradually, work out)

examine (look at closely, test quality of)

execute (carry out, implement)

explore(examine for discovery)

extract (take out; deduce, select)

erect (put together, set upright)

establish (set up, settle, prove beyond dispute)

estimate (approximate, appraise, assess)

evaluate (find or fix the value of)

fabricate (build, manufacture, invent)

form (give shape to, establish)

formulate (to put together add express)

generate (produce, cause to be)

identify (to show or to find)

implement (to carry out, put into practice)

install (place, put into position)

inspect (examine carefully or officially)

institute (set up, establish, begin)

interpret (explain the meaning of)

inquire (ask, make a search of)

integrate (to add parts to make whole)

investigate (search into, examine closely)

judge (decide, form an estimate of)

make (cause to come into being)

maintain (to keep in an existing state, to continue in, carry on)

manufacture (fabricate from raw materials)

modify (to change, alter)

monitor (to watch or observe)

notice (comment upon, review)

observe (inspect, watch)

originate (initiate, to give rise to)

organize (integrate, arrange in a coherent unit)

perform (do, carry out, accomplish)

plan (devise a scheme for doing, making, arranging activities to achieve objectives)

probe (investigate thoroughly)

produce (give birth or rise to)

pursue (seek, obtain or accomplish)

reason (think, influence another's actions)

resolve (reduce by analysis, clear up)

record (set down in writing or act of electronic reproduction of communications)

recommend (advise, attract favor of)

retain (keep, hold, own, posses)

review (inspection, examination or evaluation)

revise (to correct, improve)

study (careful examination or analysis)

seek (try to discover, make an attempt)

search (examine to find something)

scan (look through hastily, examine intently)

screen (to separate, present, or shield)

solve (find an answer)

sustain (to keep up or keep an activity or process going)

test (evaluate, examine)

trace (to copy or find by searching)

track (observe or plot the path of)

update (modernize, make current)