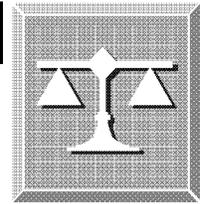


**TS-71 December 1983**

**General Schedule  
Position Classification Standards**



WCPS-2 August 2002

**POSITION CLASSIFICATION  
STANDARD  
FOR  
CONTRACTING  
SERIES, GS-1102**



**Workforce Compensation  
and Performance Service**



# Contracting Series

## GS-1102

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## SERIES DEFINITION

This series includes positions that manage, supervise, perform, or develop policies and procedures for professional work involving the procurement of supplies, services, construction, or research and development using formal advertising or negotiation procedures; the evaluation of contract price proposals; and the administration or termination and close out of contracts. The work requires knowledge of the legislation, regulations, and methods used in contracting; and knowledge of business and industry practices, sources of supply, cost factors, and requirements characteristics.

This standard cancels and supersedes the classification standard for the Contract and Procurement Series, GS-1102, published in February 1969.

## SERIES COVERAGE

Positions in this series are concerned with: (1) soliciting, evaluating, negotiating, and awarding contracts with commercial organizations, educational institutions, nonprofit organizations, and State, local or foreign governments for furnishing products, services, construction or research and development to the Federal Government; (2) administering contracts by assuring compliance with the terms and conditions of contracts, including resolution of problems concerning the obligations of the parties; (3) terminating contracts by analyzing, negotiating, and settling claims and proposals; (4) analyzing and evaluating cost or price proposals and accounting systems data; (5) planning, establishing, or reviewing contracts, programs, policies, or procedures; (6) formulating and administering policies and procedures to insure achievement of Federal socioeconomic goals, such as those affecting small business, labor surplus areas, and disadvantaged business firms; (7) developing acquisition strategies and directing or managing procurements; and (8) providing staff advisory services in one or more of the specializations in this occupation.

## EXCLUSIONS

Excluded from this series are the following classes of positions:

1. Positions requiring the application of professional accounting knowledge (e.g., auditing contractors' accounting systems and records, verifying proposed or claimed costs, and identifying those that are questionable) are classifiable to the [Job Family Position Classification Standard for Professional and Administrative Work in the Accounting and Budget Group, GS-0500](#). Positions in the GS-1102 series use the reports of accountants or auditors as well as other data, to analyze and evaluate the reasonableness of contractor price proposals through analysis of direct and indirect costs.

2. Positions requiring the application of a professional knowledge of engineering or other sciences in the development or evaluation of technical requirements in connection with the negotiation, administration, or termination of contracts, are classifiable to the [Engineering Group, GS-0800](#), or other appropriate professional or scientific series. Positions in the GS-1102 series advise and assist in developing acceptable specifications and evaluation criteria, determine the method of procurement, issue the solicitation document, and conduct the contracting process.
3. Positions which prepare legal documents, or render legal opinions or decisions, requiring training equivalent to graduation from a recognized law school, and in some instances requiring admission to the bar; or positions which perform clerical or quasi-legal work requiring knowledge of particular laws or regulations, are classifiable to the [Legal and Kindred Group, GS-0900](#). Positions in the GS-1102 series apply a specialized knowledge of statutes, judicial decisions, and executive agency decisions and regulations that affect the contracting process.
4. Positions responsible for the management and control of Government-owned property in the possession of contractors are classifiable to the [Industrial Property Management Series, GS-1103](#). These positions involve technical work in the administration of contract provisions relating to the control of Government property from acquisition through disposition, insuring that contractors comply with contract requirements and procurement regulations pertaining to the use of Government-owned property. Positions in the GS-1102 series review contractor's systems relative to the use of Government-furnished or contractor-provided property, and review the reports received from the industrial property management specialists for proper application of the terms of the contract and for proper disposition of the property upon completion or termination of the contract.
5. Positions concerned with the utilization, redistribution, donation, sale, or other disposition of excess or surplus property in Government activities are classifiable to the [Property Disposal Series, GS-1104](#), as distinguished from positions in the GS-1102 and GS-1103 series which are concerned with Government-owned property in the possession of contractors.
6. Positions responsible for purchasing or leasing and for administering the purchase of products or services through the use of simplified purchase procedures (described below) are classifiable to the [Purchasing Series, GS-1105](#), when the work requires a knowledge of commercial supply sources and common business practices with respect to sales, prices, discounts, deliveries, stocks, and shipments, but when the work does not require knowledge of formal advertising and negotiation procedures as described in the Contracting Series, GS-1102.

Simplified purchase procedures include: (a) imprest fund (cash) accounts; (b) informal open-market methods, such as repeat suppliers, price catalogs, and oral solicitations; (c) orders under Blanket Purchase Agreements (charge accounts); (d) orders under indefinite delivery contracts, e.g., Federal Supply Schedules; (e) purchase orders, invoices, vouchers, or priced purchase orders. In some situations purchases are accomplished through established, structured plans including prenegotiated pricing arrangements and preestablished terms and conditions. Simplified purchase procedures are characterized by: (a) low dollar value (e.g., under \$10,000 in

some agencies and under \$25,000 in other agencies); (b) use of prenegotiated pricing arrangements when negotiation of price is not required; (c) standard products or specifications; (d) competitive prices from available price lists or catalogs; (e) award by purchase order or other instrument where terms and conditions are preestablished, such as basic ordering agreements; (f) short contractual periods (usually within 30 days); (g) large volume of actions; and (h) adequate sources of supply, usually within the local area.

Some requirements and considerations of acquisition in the GS-1105 series are similar to, or the same as, those in the GS-1102 series, such as use of special socioeconomic provisions, lack of suppliers, negotiation of prices with sole source suppliers, and justification of price increases. Thus, it is not the product or service nor the presence of special requirements which distinguishes the GS-1105 from the GS-1102 series, but rather the procurement through simplified purchase procedures instead of through formal advertising and negotiation procedures.

Some organizations combine purchasing by simplified purchase procedures with contracting. As a general principle, the appropriate series, i.e., GS-1102 or GS-1105, for such a position is the one that fits best in terms of sources of recruitment, lines of promotion, reasons for the position's existence, and knowledge required.

7. Positions responsible for the performance or supervision of clerical work in support of the purchase or contracting or supplies, services, or construction are classifiable to the [Procurement Clerical and Assistance Series, GS-1106](#), when the work requires a practical knowledge of procurement procedures, operations, and regulations of the agency.

Typical assignments include preparing, controlling, verifying, or abstracting procurement documents, reports, or industry publications; assembling contracts; performing limited contract administration; or performing other work of a similar nature. When the position is performing limited contract administration duties which are properly classifiable to the GS-1102 series in combination with work classifiable to the GS-1106 series, the general principle (above) applies, i.e., the appropriate series (GS-1102 or GS-1106) for such a position is the one that fits best in terms of sources of recruitment, lines of promotion, reasons for the position's existence, and background knowledge.

8. Positions that apply a knowledge of the business practices, rate structures, and operating characteristics of public utilities in the purchase or sale by the Government of utility resources and services (e.g., telecommunications, electric and gas power, water, steam, and sewage disposal) are classifiable to the [Public Utilities Specialist Series, GS-1130](#).

9. Positions concerned with purchasing agricultural commodities as a means of providing price support to producers are classifiable to the [Agricultural Marketing Series, GS-1146](#).

10. Positions which require a practical knowledge of the nature and operations of an industry or industries, and the materials, facilities, and methods employed by the industry or industries in

producing commodities, are classifiable to the [Industrial Specialist Series, GS-1150](#). In support of procurement programs, industrial specialists evaluate contractors' plants to determine the capability of a particular industrial plant to produce certain commodities.

11. Positions responsible for the acquisition of real estate by purchase, leasing, rental, exchange, or donation; or the disposal of real estate by sale, transfer, exchange, grant, or rental, are classifiable to the [Realty Series, GS-1170](#). This work requires a knowledge of real estate principles, practices, markets, and values. Other positions responsible for determining the valuation of property, natural resources, or of facilities and costs related to providing services are classifiable to the appropriate series in the GS-800 Group. (See the [Valuation Engineering Grade-Evaluation Guide](#).)

12. Positions responsible for awarding and administering grants or cooperative agreements under the Federal Grants and Cooperative Agreement Act of 1977, Public Law 95-224, frequently require substantive knowledge of a specific professional or administrative field to provide technical evaluation of the grant proposal. These positions are classifiable to the appropriate subject-matter series.

Positions which do not require subject-matter knowledge, but require knowledge of the laws, regulations, and procedures governing the administration of grants and cooperative agreements and, in addition, require knowledge of business and trade practices to administer the grants (e.g., to establish and maintain contracts with industry representatives, to provide advisory services, to collect or disseminate information, to administer regulatory provisions and controls, or similar responsibilities), are classifiable to an appropriate series in the Business and Industry Group, GS-1100.

Federal assistance is distinguished from contracting in that it involves the accomplishment of a public purpose of support or stimulation through transfer of funds to recipients; it uses the legal instruments of grants and cooperative agreements; and it requires application of a separate body of laws, regulations, and procedures. Contracting, on the other hand, involves the acquisition of property or services for the direct benefit of the Government; uses the legal instruments of contracts; and requires knowledge of the laws and regulations governing procurement.

Some organizations combine contracting and grant functions. Such positions should be treated as mixed-series positions, with the series of choice being governed by the predominant qualification requirements.

13. Positions that perform administrative or technical work concerned with the quality assurance or inspection of material facilities, and processes are classifiable to the [Quality Assurance, Inspection and Grading Group, GS-1900](#). Positions in the GS-1102 series review contractors' quality assurance systems relative to the provisions of the contract, and review the reports received from quality assurance specialists for proper application of the terms of the contract.

14. Positions concerned with one or more aspects of supply activities from initial planning, requirements analysis and determination, and item description through acquisition, cataloging, storage, and redistribution, to ultimate issue for consumption, utilization, or disposal, are classifiable to the [Supply Group, GS-2000](#), when the work requires a knowledge of supply systems, methods, policies, and procedures.

## OCCUPATIONAL INFORMATION

Contracting, procurement, and acquisition are terms used interchangeably throughout this standard to denote the process of acquiring goods and services for the Government from commercial or noncommercial sources when and where they are needed, at the most reasonable price, and in accordance with applicable laws and regulations. Basic statutes provide the foundation for the framework of Government contracting. Approximately 4,000 additional statutes address elements of the contracting process, such as the Small Business Act which prescribes rules for small business participation in the Federal procurement process, socioeconomic legislation which establishes policies for the achievement of Government socioeconomic goals, and legislation governing the procurement of various categories of items, including automatic data processing, public buildings, architectural and engineering services, and construction services.

### 1. REQUIREMENTS DETERMINATION

The procurement process begins with the determination of requirements needed to accomplish the agency mission. The program office is responsible for the initial determination that the requirements can or cannot be fulfilled from within the Government, such as from existing stock or inhouse capability, for preparing preliminary specifications or work statements, for recommending delivery requirements, and for assuring the availability of funds. The document transmitting this data to the contracting office is a procurement request. The contracting office provides assistance in developing acceptable specifications, work statements, and evaluation criteria; determines the method of procurement and contractual arrangement appropriate to the particular requirements; and conducts the contracting process.

The contracting office first screens the procurement request to assure its completeness for contracting purposes, then develops an overall plan designed to obtain the requirements in the most economical, timely, effective, and efficient manner.

The plan embraces the entire procurement process from the inception of a program to completion of the contract. It may be simple or complex, depending on the circumstances of the particular requirement. It includes such fundamental considerations as funding, contracting method, contract type, source competence, number of sources, source selection, delivery, Government-furnished property, possible follow-on requirements, and contract administration. It

should include the means to measure accomplishments, evaluate risks, and consider contingencies as a program progresses. It should also include market research and analysis and other considerations as necessary to achieve the program objective.

Typical requirements are the following:

(a) Supplies -- Commodities range from commercial off-the-shelf products, components, or spare parts, to unique items requiring fabrication to specification.

(b) Services -- Services include professional or nonprofessional, such as research for a specified level of effort, field engineering work requiring specialized equipment, the delivery of a series of lectures, or provision of janitorial services to perform specific tasks in specific locations. When contracting for services, competition may be based on both price and technical considerations.

(c) Construction -- This includes construction of public buildings repair or alteration of building structures, hospitals, prisons, mints, dams, bridges, power plants, irrigation systems, highways, roads, trails, and other real property. Construction contracts have a variety of special requirements which must be followed.

(d) Automatic Data Processing Equipment and Telecommunications -- ADPE acquisition, with supporting software, maintenance, and services is governed by a separate statute and special regulations. Telecommunications consist of local and intercity telephone services, radio service, audio and visual service, and equipment associated with these services. In ADPE and telecommunications contracting, competition is based on both price and technical considerations.

(e) Research and Development -- Research and development contractors are selected primarily for technical considerations, although a thorough evaluation and comparison of all relevant business, price, and technical factors are required for meaningful source selection. Technical evaluations are directed both to the proposal itself and to the contractor's capabilities in relation to it.

(f) Major Systems -- Major systems are the combination of elements, such as hardware, automatic data processing equipment, software, or construction that will function together to produce the capabilities required to fulfill a mission need. Major systems acquisition programs are directed at and critical to fulfilling an agency mission, entail the allocation of relatively large resources, and warrant special management attention. No two are identical and involve such differences as time, cost, technology, management, and contracting approach. Major systems are designated as such by the agency head according to a variety of criteria (discussed below) established by the Office of Management and Budget and by the individual agency. Examples of large procurements, some of which are designated as major systems and are subject to major systems acquisitions policies and procedures, are: Federal office buildings; hospitals; prisons; power generating plants; dams; energy demonstration programs; transportation systems; ship, aircraft, or missile systems; space systems; and ADP systems designated as major systems.

The major systems acquisition process generally involves the following steps:

- Mission analysis. When the need for a new capability is identified, an appropriate document is submitted for the approval of the agency head, the President, and subsequently, the Congress.
- Exploration of alternative systems. Approval of the new capability is the authority to explore alternative system design concepts, as well as other methods for satisfying the need. A program manager is usually designated at this point, and an acquisition strategy developed. Solicitations are developed and sent to a broad base of qualified firms; proposals are evaluated; and parallel short-term contracts are awarded for further exploration of the concepts selected.
- Competitive demonstrations. The design concepts selected for competitive demonstration are submitted to the agency head for approval. Demonstrations normally involve some form of prototype.
- Full scale development, test, and evaluation. The winning concept(s) and contractor(s) of the demonstration evaluation move into full-scale development and initial production. Initial production units are tested and evaluated in expected operational conditions.
- Production. Following satisfactory test results, the agency head may authorize full production. (This step does not apply to production of a limited quantity, such as one hospital.)
- Deployment and operation. As systems are produced, they are deployed into operational use, thereby providing the new capability originally identified.

## 2. METHODS OF CONTRACTING

As authorized by legislation, contracting is accomplished by two basic methods-formal advertising and negotiation -- for acquiring services and products from the private sector for the Government. Formal advertising is the preferred method by statute. However the law provides exceptions that permit negotiation in those situations where formal advertising is not appropriate.

A. Formal advertising is used when all the following conditions exist: (1) definitive specifications are used; (2) adequate competition is expected to be available; (3) selection can be made on the basis of the low responsive, responsible bidder; and (4) sufficient time exists to solicit, receive and evaluate bids, and determine the responsibility and responsiveness of the low bidder.

Procedural steps in formal advertising involve: (1) preparing an invitation for bid which includes a complete technical description of the item or construction desired, delivery and other terms and conditions, and the mandatory or optional provisions and clauses of the proposed contract; (2) publicizing the requirements; (3) issuing the solicitation document; (4) receiving the bids and publicly opening and recording sealed bids; (5) reviewing the bids for responsiveness to the solicitation; (6) determining financial responsibility and performance capability of the low

bidder; and (7) awarding the contract to the responsible bidder with the lowest priced responsive bids.

A variation is two-step formal advertising, a procedure which is used when the specifications are not sufficiently complete, requiring technical proposals to be submitted and evaluated prior to submission of priced bids. Only those bidders whose proposals are technically acceptable may then submit price bids on their respective technical proposals in step two, which proceeds as does straight formal advertising.

B. Negotiation is used when formal advertising is not appropriate and there is justification under one or more of the statutory exceptions to formal advertising. The negotiation method provides for the Government to discuss and explore with one or more offerors the soundness or reasonableness of their offer. Competition is obtained on every solicitation unless it is impracticable and sole source procurement is justified in writing.

Contract negotiation entails: (1) reaching agreement with a proposed contractor on the pricing, performance, and technical terms and other provisions; and (2) setting forth these terms in a document that technically, contractually, and legally protects the Government's interests in order to ensure delivery of acceptable items in time to meet operating needs.

Procedural steps include: (1) preparing a written request for proposal which includes a technical description of the services, supplies, equipment, or material desired and the delivery and other terms and conditions; (2) publicizing the requirement to include soliciting potential sources of supply for offers; (3) issuing the solicitation document (request for proposals); (4) analyzing offers received; (5) preparing a Government negotiation position; (6) meeting with suppliers or their representatives (private individuals, commercial or industrial concerns, educational institutions, or others) to discuss, develop, or revise their offer; (7) determining financial and performance capability; (8) evaluating technical and cost proposals, establishing competitive range for purpose of conducting negotiations; (9) negotiating cost, fee or profit, and technical issues; (10) selecting proposal that is in the Government's best interest from cost and technical viewpoints; (11) entering into a formal contract between the Government and an offeror; (12) documenting how a reasonable agreement was reached in a negotiation memorandum.

### 3. TYPES OF CONTRACTS

There are numerous types of contracts which provide the flexibility needed to purchase the large variety and volume of supplies, services, construction, and research and development, and to balance risks both to the Government and to the contractor in the areas of cost, schedule, and technical factors. Influencing the selection of contract type are such considerations as: (a) the nature of the item or service required; (b) the difficulty of estimating costs or the availability of comparative cost data; (c) the degree of risk involved for the contractor; (d) the adequacy of the contractor's accounting system; and (e) the administrative costs of various contract types.

Major categories of contract pricing arrangements are --

-- Fixed-Price Contracts which are based on the establishment of a firm or ceiling price, or under appropriate circumstances an adjustable price, for goods and services being procured. These include: (a) firm fixed-price, (b) fixed-price with economic price adjustment, (c) fixed-price redeterminable, (d) fixed-price with incentive provisions, and (e) firm fixed-price level of effort term. Under fixed-price contracts, the contractor assumes full responsibility and financial risk for performing the work at the ceiling price agreed upon (unless contractually modified), regardless of the contractor's actual cost.

-- Cost Reimbursement Contracts which are based on reimbursement or payment by the Government to a contractor for allowable, allocable and reasonable costs incurred in the performance of the contract. These include: (a) cost, (b) cost sharing, (c) cost-plus-fixed-fee, (d) cost-plus-incentive-fee, and (e) cost-plus-award-fee. These contracts are primarily used when it is not feasible to reasonably estimate the cost of performance, as in initial production and in research and development.

-- Special Purpose Contracts and Agreements which are used when fixed-price or cost reimbursement is inappropriate. These include: (a) basic agreements, (b) indefinite delivery contracts (e.g., definite quantity contracts, indefinite quantity contracts, or requirements contracts), (c) letter contracts, (d) time and materials contracts, and (e) labor hour contracts.

In addition to the pricing arrangement as reflected by the type of contract selected, contract terms and provisions set forth the obligations and responsibilities of the contractor and the Government. They consist of: (a) mandatory provisions or clauses common to all contracts, as well as those applicable to a particular contract type; and (b) optional clauses prescribed by regulation or developed by the contract specialist or procuring activity. The most common categories of clauses concern: (1) Warranty, Standards of Work, Default, Excusable Delays, and Inspection which are designed to ensure satisfactory performance or establish the contractor's liability; (2) rights in data for patents, royalties, and copyrights; (3) labor provisions, e.g., nondiscrimination, overtime, working conditions, and others; (4) business administration of the contract, i.e., changes, subcontracts, reporting requirements, and others; (5) provisions concerning payments to the contractor, bonds, taxes, and insurance; and (6) miscellaneous clauses on such subjects as ethics, foreign purchases, security, and audit by GAO.

#### 4. BUSINESS EVALUATION

Before a contract is awarded, technical and business evaluations are conducted. The program office is responsible for the technical evaluations. The contracting office is responsible for the business evaluations, including but not limited to: (a) the responsiveness of the bid or offer to the solicitation, (b) evaluating the cost or price proposals, and (c) determining the responsibility of the contractor in terms of business operations and qualifications to perform the work. The scope of the business review is generally conditioned by the nature and complexity of the procurement, the method of procurement and type of contract anticipated, and the prospective contractor's experience and history of past performance. Information or assistance in conducting the review is normally obtained from technical specialists, accountants or auditors, or others, as

appropriate. After the technical and business evaluations are completed, the final responsibility for the selection of the contractor resides with the contracting officer.

#### A. Responsiveness of Bids

In determining bid responsiveness, the contracting officer must first determine that each bid meets all material requirements established by the formal advertising solicitation document (e.g., required quantities, delivery schedule, mandatory contract terms and provisions, and others). Bids that fail to conform to the essential requirements are rejected as nonresponsive. Under the negotiated method, contractual terms and provisions, including the type of contract, schedule, and quantities are subject to negotiation, so nonresponsiveness does not initially disqualify an offeror.

#### B. Cost and Price Analysis

An objective of the Government is to acquire necessary supplies and services from responsible sources at fair and reasonable prices. Thus, some form of cost or price analysis is required for all contracting actions, especially for initial offers or bids, contract changes, and final settlements.

Price analysis is the process of examining and evaluating a prospective price without considering separate cost elements or profit. Price analysis is accomplished in various ways, including: (1) comparison of the price quotations submitted; (2) comparison of prior quotations and contract prices with current quotations for the same or similar end items; (3) use of parametric relationship measurements; (4) comparison of prices set forth in published price lists issued on a competitive basis, or published market prices of commodities; (5) comparison of proposed prices with estimates of cost independently developed by the Government.

Cost analysis involves the detailed examination of the cost estimates submitted by offerors to determine the necessity and reasonableness of costs. Cost analysis is generally required when: (1) established by regulation; (2) adequate competition does not exist, as in sole source negotiations; (3) the selection resulting from competitive negotiations is based primarily on technical factors; (4) a negotiated situation is expected to exceed a certain dollar threshold; (5) the procurement involves major systems involving design-to-cost considerations, i.e., practical trade-offs between system capability, cost, and schedule; and (6) the circumstances surrounding the procurement justify its time and expense. The most common cost elements include: (1) direct material cost, both quantity and unit price; (2) direct labor costs, including amount and rates; (3) nonrecurring costs, such as special tooling, test equipment, travel, and personnel

training; (4) indirect costs, such as overhead and general and administrative expenses; and (5) profit or fee. The Government may, as part of its analysis, develop its own figures for each cost element. This is then used with other data as a basis for establishing the Government's prenegotiation goal on costs, profit or fee, or total price.

### C. Bidder Responsibility

In determining responsibility, the contracting officer may have access to records of previous contracts. If sufficient data are not available to determine contractor responsibility, or needs verifying or updating, a preaward survey is performed by a contract specialist or is requested of and conducted by a contract administration office. The preaward survey involves an onsite inspection of a contractor's facilities, and includes a detailed evaluation of all the business aspects of the company's operations, financial status, and probability of successful performance.

The business review or preaward survey concentrates on such factors as: (1) financial resources; (2) existing business commitments, or backlog; (3) record of performance and integrity; (4) equal opportunity requirements; (5) possession of necessary skills, experience, management controls, equipment, and facilities; and (6) evaluation of the contractor's make-or-buy program, i.e., the specific work which will be performed in house by the contractor and that which will be obtained from subcontractors or suppliers.

The results of the business review or preaward survey generally affect the source selection process and may affect the structuring or awarding of the contract, e.g., the identification of a need to provide financial assistance to the contractor through the inclusion of provisions for progress payments, guaranteed loans, or advance payments.

## 5. CONTRACT ADMINISTRATION

Award of a contract signifies for both parties the point at which agreement has been reached and performance begins, and marks the beginning of the contract administration phase of the procurement cycle -- a phase that consists of all the actions that the Government must take with respect to the contractor until the material or service has been delivered, accepted and paid for, and the contract withdrawn, closed out, or terminated.

While the contractor has primary responsibility for the timely and satisfactory performance of a contract, the Government monitors outstanding contracts to ensure satisfactory progress, to assure compliance with the terms and conditions of the contract, and to identify problems that threaten performance. Technical assistance may be obtained by the cognizant contracting officer from engineering, field inspection, auditing, legal, and other personnel as necessary to administer the contract effectively and to protect the rights and best interests of the Government.

Typical contract administration functions are to:

- Conduct postaward conferences;
- Assure timely submission of required reports;
- Determine allowability of costs and approve or disapprove contractor's request for payments;
- Review contractor's management system, compensation structure, insurance plans, and purchasing system;
- Review, analyze proposed subcontracts and consent, or withhold consent, to the placement of subcontracts;
- Perform cost or price analysis on proposals that involve contract changes, indirect rate agreements, and settlements;
- Negotiate contract modifications, terms and costs of changes, forward pricing proposals, provisioning orders, unpriced orders, final overhead rates, and settlements;
- Recommend acceptance or rejection of waivers and/or deviations;
- Monitor contractor's financial condition, compliance with labor and industrial relations matters, use of Government property, and small and minority business mandatory subcontracting programs;
- Determine contractor compliance with Cost Accounting Standards and Disclosure Statements, if applicable;
- Issue cure or show cause notices to correct severe performance deficiencies;
- Analyze claims and negotiate final settlements;
- Prepare findings of fact and issue decisions under the Disputes clause;
- Close out contracts, assuring delivery of the contract end items and inclusion of final reports and clearances.

## 6. CONTRACT TERMINATION

Contract termination by the Government occurs for a variety of reasons, such as technological advances in the state-of-the-art, changes in strategic planning, budget and funding limitations, or failure of the contractor to perform. Government contracts provide for termination prior to completion of the contract for either: (a) convenience of the Government, or (b) default of the contractor. Terminations may be either partial or complete, and may occur at any time during performance, even though the contractor is performing properly.

Whenever a contract is terminated for convenience, the contractor is usually entitled to the costs incurred under the terminated portion of the contract and to a profit or fee. Technical personnel may be called upon for information and assistance in connection with the negotiation of termination settlements. When the contractor fails to perform properly, the Government may terminate for default.

The contracting officer responsible for the contract termination typically:

- Prepares show cause and cure letters;
- Reviews the contract, including provisions and modifications;
- Analyzes contractor and subcontractor settlement proposals from the standpoint of allowability, allocability, and reasonableness;
- Conducts conferences with the contractor to discuss the termination;
- Coordinates clearance of termination inventory;
- Recommends approval or disapproval of contractor partial payment requests;
- Develops a prenegotiation settlement position;
- Negotiates the settlement with the contractor including equitable adjustments, change proposals, costs, profit, and other related matters;
- Issues final decision determinations when appropriate;
- Evaluates default claims;
- Presents findings, as required, in hearings before the Board of Contract Appeals and the Courts.

## TITLES

The following titles are established for positions in this series:

Contract Specialist -- Covers:

- (a) Positions which require a knowledge of preaward and postaward procedures to plan and conduct the contracting process from the description of the requirements through contract delivery;
- (b) Positions which require a knowledge of two or more contract functions with none predominant or grade-controlling;
- (c) Other contract work not covered by the specializations described below.

Contract Negotiator -- Covers positions which require a specialized knowledge of negotiation techniques to meet and reach agreement through discussion with a proposed contractor on the price and performance terms, and to set forth all these terms in a procurement document.

Contract Administrator -- Covers positions which require a specialized knowledge of postaward contracting procedures to oversee or ensure compliance with the terms of contracts, to determine the reasonableness of and to negotiate claims, to resolve disputes and other problems concerning obligations of either the Government or the contractor, and to negotiate contract modifications. This is the title of choice for positions which perform a combination of postaward functions involving both contract administration and contract termination.

Contract Termination Specialist -- Covers positions which predominately require a specialized knowledge of postaward procedures and negotiation techniques to represent the Government in terminations for convenience or default and in claims and settlements.

Contract Price/Cost Analyst -- Covers positions which require a specialized knowledge of cost and/or price analysis techniques to evaluate cost and/or price proposals, contract changes, repricing actions and final contract pricing; to obtain and review data from auditors and technical specialists; to recommend cost and profit negotiation objectives; to conduct or participate in negotiations on cost and/or price issues; or to develop and advise on policies and procedures relating to these functions.

Procurement Analyst -- Covers positions which require a broad knowledge of procurement policies and procedures to plan, analyze, or evaluate procurement programs; review proposed contractual actions for conformance with regulatory requirements and procurement practices; or develop policies and procedures or provide advice and guidance to subordinate activities concerning a variety of procurement issues.

For [supervisory positions](#), add the prefix "Supervisory" to the basic title.

No titles other than those identified above are authorized in these standards. However, the approved titles do not affect agency use of organizational titles for internal administration, program management, or similar purposes. For example, frequently used titles which denote delegated authority to sign contracts include:

- Contracting Officer
- Procuring Contracting Officer (PCO)
- Administrative Contracting Officer (ACO)
- Corporate Administrative Contracting Officer (CACO)
- Termination Contracting Officer (TCO)

Contracting Officer is used in this standard when describing positions having delegated signatory authority. (See Notes to Users, #2, below.)

## GRADING OF POSITIONS

The factor level descriptions and benchmarks provided in this standard are to be used to classify nonsupervisory positions in this series at grades GS-5 through GS-15. Benchmarks as provided in this standard cover a variety of nonsupervisory positions at grades GS-7 through GS-14.

Supervisory positions are classified by reference to the [General Schedule Supervisory Guide](#).

Positions should be evaluated on a factor-by-factor basis, using one or more of the comparable Office of Personnel Management benchmarks or factor level descriptions, or both. Only the designated point values may be used. More complete instructions for evaluating positions are contained in [Introduction to the Position Classification Standards](#).

Please note that the absence of a factor level description or benchmark for positions at any particular grade level does not preclude evaluation of positions at that grade. Should the work being evaluated exceed the highest level for a factor level description in this standard or where the work is not described in a factor level description or benchmark, the [Primary Standard](#) and/or another related FES standard may be used to evaluate the position in conjunction with, and as an extension of, the criteria contained in this standard.

## NOTES TO USERS

1. **Organizational Structure.** The organizational placement of the contracting functions varies considerably among Federal agencies. Generally, large agencies have highly structured procurement organizations, while small agencies have less formalized structures. Some contracting offices are decentralized and are located in installation or small field office environments; others are centralized and located within a formal contracting organization at large field activities, regional or district offices, or at headquarters organizations. Some contracting offices are oriented toward activity mission support, while others are oriented toward commodity procurement or have geographic areas assigned within which procurement support is furnished.

Some large contracting organizations are highly specialized in terms of contracting assignments, with preaward, price analysis, and postaward responsibilities being assigned to different positions. Others employ the generalist concept, with the contract specialist performing the full range of duties from preaward through contract close out.

Typically, responsibilities for policy development, contract review and approval, or critical agency procurements are located in the headquarters of a department or agency, or its first line subordinate organization, i.e., bureau, service, or command. Below the department or agency level, contracting activities generally include coordinated, interdepartmental, and Government-wide commodity procurement assignments; area wide procurement support responsibilities, such as large regional or district procurement or contract administration offices; plant representative offices; or major buying activities contracting for components of critical agency programs, including facilities and equipment to support these programs. A third broad organizational distinction is the field contracting activity which furnishes procurement and contract administration support for operational requirements of a local activity, national park, hospital, institute, installation or activity, or small region or district. These assignments range from procuring common items to specialized items complicated by special requirements.

Neither the: (1) organizational locations of the contracting functions; (2) types or varieties of items or services being procured; nor (3) combinations of functional areas of assignment (i.e., preaward, price/cost analysis, or postaward), automatically affects the grade of a position, except as these conditions are reflected in and/or measured against the grade criteria provided in the factor level descriptions and benchmarks.

2. **Signatory Authority.** The individuals delegated authority by the head of the agency to enter into and administer contracts are called "contracting officers." Only these designated individuals are authorized to obligate funds and commit the Government contractually. This authority is vested in the individual. Some authorities are unlimited; others are limited to specific dollar amounts, or to specific functions, such as preaward, administration, and termination. The extent

of authority is expressly defined in "warrants" or other instruments of delegation, such as orders or certificates of appointment. While these agents of the Government receive advice from specialists in law, audit, engineering, transportation, finance, or other functions, they remain the ones who are responsible and accountable for the contracts.

Having contracting officer authority generally affects certain responsibilities of the position, such as commitment authority described under Scope and Effect. However, such authority is not, by itself, grade determining. The grade of a particular position must be evaluated in terms of the factor level descriptions, e.g. the extent of review, the complexity of the procurement, the scope of the procurement, and other relevant factors. Within this standard, positions are referred to as contracting officer when authority to sign contracts is present. (See discussion above under Titles.)

3. Dollar Value. While dollar value is used as criterion by the procurement community for various purposes, such as establishing thresholds for requiring higher level management reviews or for stimulating small or disadvantaged business participation, dollar value has not been included in this standard as a grade evaluation criterion, since it is subject to inflationary trends, different treatment by different agencies, and other variances, although an occasional reference to "large funding levels" or similar indicators is made when considered useful in conveying the concept intended by the standard.

## GRADE CONVERSION TABLE

Total points on all evaluation factors are converted to GS grade as follows:

<b>GS Grade</b>	<b>Point Range</b>
5	855-1100
6	1105-1350
7	1355-1600
8	1605-1850
9	1855-2100
10	2105-2350
11	2355-2750
12	2755-3150
13	3155-3600
14	3605-4050
15	4055- up

## FACTOR LEVEL DESCRIPTIONS

### FACTOR 1, KNOWLEDGE REQUIRED BY THE POSITION

Factor 1 measures the nature and extent of information or facts required to do acceptable work (e.g., steps, procedures, practices, rules, policies, theories, principles, and concepts) and the nature and extent of skill necessary to apply this knowledge. To be used as a basis for selecting a level under this factor, a knowledge must be required and applied.

Knowledge is discussed below in terms of: (a) contracting methods and contract types used in performing preaward, postaward, and/or contract price/cost analysis functions; and (b) business practices and market conditions applicable to the requirements sufficient to evaluate and document contractor responsiveness and responsibility. A variety of illustrations are also provided.

*Level 1-5 -- 750 points* --A foundation of basic knowledge, such as may have been gained through a baccalaureate program or its equivalent in experience, training and study; and skill in performing trainee and developmental assignments and learning the substantive work of the occupation. This includes:

Knowledge and skill to draw conclusions and make recommendations by analyzing facts and conditions, and making comparison of prices, discounts, delivery dates, or handling charges.

Knowledge of arithmetic practices used in business (e.g., discounts and warranties) sufficient to compare prices on recurring types of procurements, e.g., standard commercial items.

Knowledge and skill to apply guideline material by reading and interpreting procurement regulations and technical material, and translating the guidance into specific actions, e.g., assisting in the preparation of solicitation documents.

Knowledge of report writing techniques to present factual information clearly, to write procurement memoranda and minutes of meetings, and to draft simple contract provisions and supporting documentation.

Skill in dealing with others in a work relationship to present information orally and to accomplish a given purpose.

**OR**

Equivalent knowledge and skill.

*Level 1-6 -- 950 Points* -- In addition to the knowledge and skill described at Level 1-5, this level requires:

- A. Knowledge of commonly used contracting methods and contract types relating to the performance of preaward, postaward, and/or contract price/cost analysis functions when the contract actions are well defined and well preceded. And,
- B. Familiarity with business practices and market conditions applicable to program and technical requirements sufficient to evaluate bid responsiveness, contractor responsibility, and contractor performance.

**OR**

Equivalent knowledge and skill.

### **ILLUSTRATIONS**

#### Preaward

- Knowledge of formal advertising sufficient to solicit bids to procure a variety of requirements ranging from standard to specialized supplies, services, or construction.
- Knowledge of contract negotiation techniques sufficient to negotiate or administer contracts where the contracting actions are well defined and well preceded.

#### Postaward

- Knowledge of postaward procedures sufficient to administer firm fixed-price, time and materials, indefinite delivery, or other contracts of similar complexity.
- Knowledge of contract termination procedures sufficient to perform a variety of tasks as an assistant to a higher grade employee, such as analyzing allowable costs and making recommendations.

#### Price/Cost Analysis

- Knowledge of contract price analysis sufficient to perform basic analyses for firm fixed-price or similar contracts, when historical pricing data and precedents are applicable.

*Level 1-7 -- 1250 Points* -- In addition to the knowledge and skill described at Level 1-6, this level requires:

- A. Knowledge of a wide range of contracting methods and contract types to plan and carry out preaward and/or postaward procurement actions; or,

In-depth knowledge of a specialized area to analyze difficult contracting issues and identify alternative courses of action, modify standard contracting procedures and terms to satisfy specialized requirements, and solve a variety of contracting problems, including those requiring significant departures from previous approaches. And,

- B. Familiarity with business practices and market conditions applicable to program and technical requirements sufficient to evaluate bid responsiveness, contractor responsibility, and/or contractor performance.

**OR**

Equivalent knowledge and skill.

**ILLUSTRATIONS**

Preaward

- Knowledge of formal advertising to develop contracts or schedules for the purchase of large quantities of items to meet the consolidated requirements of one or more regions, commands, agencies, or departments, e.g., military clothing for all defense agencies or sealants and adhesives for all departments Government-wide. This involves knowledge of the industry(s) to analyze the availability of potential suppliers or develop new sources of supply, and to assess the impact on the market of large Government contracts.
- Knowledge of negotiation techniques and technical requirements sufficient to procure complex and/or diversified supplies, services, construction, or research and development, such as: (1) design services in connection with assembling, installing, testing, modifying, or servicing specialized equipment; or (2) architectural and engineering services to design major buildings, structures, facilities, or projects.

Postaward

- Knowledge of contract administration sufficient to monitor a group of contracts, such as fixed-price with redetermination provisions, cost reimbursement, or contracts with incentive provisions.
- Knowledge of contract termination procedures sufficient to review and analyze settlement proposals, audit reports, technical evaluations, and subcontractor claims; to recommend or determine allowable costs, profit to be allowed, disposal of Government property, and similar issues; and to negotiate settlements with contractors.

## Price/Cost Analysis

- Knowledge of contract cost analysis techniques sufficient to gather and evaluate price and/or cost data for a variety of preaward and/or postaward procurement actions, such as proposals for production equipment subject to design change or changes in the manufacturing process, or proposals projecting changes in labor and material costs or technology.

## Staff

- Knowledge of procurement statutes, Executive orders, policies and regulations to write activity operating procedures implementing procurement policy issuances, to interpret procurement regulations and policies for the activity operational procurement specialists, and to identify and analyze procurement issues and their impact on local procedures.
- Knowledge of a specialized procurement function, and general knowledge of preaward and postaward practices sufficient to conduct studies of problem areas and develop standard methods and operating procedures for a district, region, or command.
- Knowledge of the procurement process and the activity's procurement needs for application to small and disadvantaged business opportunities, including: (1) advising the small and disadvantaged business community of business opportunities with the organization; and (2) reviewing procurement requirements and instruments to satisfy small and disadvantaged business program objectives.

*Level 1-8 --1550 Points* -- In addition to the knowledge and skills described at Level 1-7, this level requires:

- A. Mastery of contracting methods and contract types to plan and carry out long-term preaward and /or postaward procurement actions; or,

Mastery of the procurement functional area sufficient to apply experimental theories and new developments to problems not susceptible to treatment by accepted methods, to extend existing contracting techniques, and to develop procurement policies for use by other contracting personnel in solving procurement problems; or,

Mastery of procurement principles and technical or program requirements to plan and manage or make decisions or recommendations that significantly affect the content, interpretation, or development of complex, long-range, or interrelated agency policies or programs concerning the management of procurement matters. And,

- B. Familiarity with business strategy and program or technical requirements sufficient to perform or direct in-depth evaluations of the financial and technical capabilities, or the performance, of the contractor.

**OR**

Equivalent knowledge and skill.

**ILLUSTRATIONS**

Preaward

- Knowledge and skill sufficient to procure systems where little or no contractual precedent exists to serve as guidance in developing or modifying procurement strategies or pricing structure, e.g., extensive ADP acquisitions such as a nationwide teleprocessing system or a multiprocessor mainframe system with a data base management system used in multidisciplined scientific applications.
- Knowledge and skill sufficient to manage all contractual aspects of a major program involving coordination of a number of contracts. This requires long-range procurement planning; a thorough knowledge of the program objectives, scheduling, and interrelationships with other programs; and skill in interpreting policies to solve unprecedented problems.
- Knowledge and skill sufficient to procure extensive technical services, such as large Government-owned contractor-operated installations and facilities, which involve use and accountability for large amounts of Government-furnished property, numerous subcontractual arrangements, and accommodation of continuous contractual changes.
- Knowledge and skill sufficient to plan and procure design services and construction for large hospitals, laboratories, prisons, Federal office buildings, dams, power generating plants, mints, or other new structures. This involves preparing and awarding contracts for demonstration, including development of preliminary design and contract specifications; and developing additional contracts to procure scale models or full size modules to demonstrate the concepts of techniques when new or untried concepts or construction techniques are involved.

Postaward

- Knowledge of contract administration sufficient to monitor systems contracts that extend over several years, and cover research, development, testing, and/or production of complex equipment systems. The contracts require monitoring the performance of the prime contractor and a large number of subcontractors, negotiating forward pricing rates and claims, complex changes, and terminations or contract close out.

- Knowledge of postaward procedures sufficient to administer complex service contracts which require day-to-day negotiations of significant contract changes, monitoring numerous special provisions, coordinating extensive subcontracting involvement, and observing rigid time frames.
- Knowledge of contract termination functions that relate to extensive and highly complex contracts, such as: (1) serving as termination contracting officer in connection with a major project in which several years of work have already been expended; or (2) termination responsibility for settling proposals and/or claims of a variety of prime contractors, including analysis and approval of the proposals and/or claims of a large number of subcontractors, and the disposition of large amounts of inventory and Government property and equipment.

#### Price/Cost Analysis

- Knowledge of contract price and cost analysis techniques sufficient to develop complex contractual pricing arrangements and incentives, such as: (1) devising multiple incentives requiring use of sophisticated contracting techniques; (2) sharing arrangements, such as cost-plus-incentive-fee or fixed-price-incentive-fee, where the Government and the contractor share the cost risk; or (3) economic price adjustment clauses that identify the basis for adjusting certain labor or material costs where price cannot be reasonably predicted at the time of contract negotiation.

#### Staff

- Knowledge and skill sufficient to provide expert technical leadership, staff coordination, and consultation in a functional area of procurement (e.g., preaward or price/cost analysis) including responsibility for formulating guidelines, implementing new developments, and providing policy interpretation to subordinate contracting activities.
- Knowledge and skill sufficient to plan, implement, and manage the small and disadvantaged business program for an organization having subordinate offices carrying out programs for small and disadvantaged businesses. Decisions or recommendations affect subordinate small and disadvantaged business program goals and operating procedures, contracting operations, private firms, and the accomplishment of socioeconomic program objectives.

*Level 1-9 -- 1850 Points* -- In addition to the knowledge and skill described at Level 1-8, this level requires mastery of contracting laws, principles, and regulations to generate new procurement concepts or to plan and manage or review and recommend to top management approval of procurements for the largest and newest or similarly critical agency systems or programs within a major industry or industries, typically characterized by most or all of the following:

- (1) Uncertainties involving the legislation, authorities, and scope of the program resulting from intense Congressional interest;

- (2) Unprecedented factual or contractual issues (e.g. stemming from the newness or complexity of the system or program, the departure from previous approaches, intergovernmental requirements, or comparable conditions) which require the origination of contracting innovations, concepts, or principles;
- (3) Contract negotiations which require balancing conflicting interests of extreme intensity, such as those resulting from the unlimited potential for future applications of the new product, or from public and political controversy culminating in the formation of special interest or lobbying groups, or from attention by the national news media thereby heightening the conflicts and increasing the negotiation problems;
- (4) Procurements involving systems or programs of such magnitude as to affect the economic health of a major industry whose economic position, in turn, affects the health and stability of the general economy, or significantly affects foreign economies.

## ILLUSTRATIONS

### Preaward and Postaward

- The employee is responsible for all preaward and postaward phases of the systems acquisition program having characteristics such as those described above, beginning with the initial strategy and planning phase and continuing through contract negotiation, award, administration, termination and closeout, including the merging of subsystems and components and the meeting of scheduled goals.

### Staff

- The employee is a recognized expert and member of a contract review board responsible for reviewing and approving or redirecting the procurement strategy, plans, and techniques for the procurement of systems or programs having characteristics such as those described above, and other programs which require the approval of top management of the department or equivalent agency.

- The employee is a recognized expert responsible for generating new procurement concepts to resolve problems or issues having characteristics such as those described above; for formulating new procurement policies which have a broad or long-range impact on the procurement program of a major department or agency; and for advising top management during the executive and/or legislative decision making process on procurement issues and policy proposals which involve exceptional controversy, intensive legislative interest or initiatives, or affect a major segment of industry.

**OR**

Equivalent knowledge and skill.

## **FACTOR 2, SUPERVISORY CONTROLS**

Supervisory controls cover the nature and extent of direct or indirect controls exercised by the supervisor, the employee's responsibility, and the review of completed work. Controls are exercised by the supervisory in the way assignments are made, instructions are given to the employee, priorities and deadlines are set, and objectives and boundaries are defined. The responsibility of the employee depends upon the extent to which the employee is expected to develop the sequence and timing of various aspects of the work, to modify or recommend modification of instructions, and to participate in establishing priorities and defining objectives.

The degree of review of completed work depends upon the nature and extent of the review, e. g., close and detailed review of each phase of the assignment; detailed review of the finished assignment; spot check of finished work for accuracy; review performed by a contracting officer prior to signature; or review only for adherence to policy.

Institutional systems of preaward contract review are prevalent throughout the Government. These systems must be scrutinized carefully to determine the true nature and extent of the review before evaluating operational contracting positions under Factor 2. In some cases this review may be pro forma, or used as a management tool to prevent conflicting or overlapping of agency projects, or to monitor politically sensitive projects. In these cases the review is not primarily related to the procurement function. Users must assess these review systems and consider them in evaluating procurement positions only to the extent that they actually affect procurement decisions and are likely to result in modification or reversal of these decisions. For example, these reviews can be distinguished from supervisory reviews and control when comments are subject to analysis and resolution by the employee rather than taken as supervisor direction.

*Level 2-1 -- 25 Points* -- The supervisor assigns individual segments of procurements to the employee, providing clear, detailed, and specific instruction. This is designed to familiarize the employee with basic procurement regulations and procedures and with the philosophy underlying the various steps in the procurement process.

The employee completes assignments in close coordination with the supervisor. The employee works as instructed and consults with the supervisor as needed and on all matters not specifically covered in the original instructions or guidelines.

The employee's work is checked in progress, and completed work is reviewed for conformance with the initial, specific instructions, as well as for accuracy and adequacy.

*Level 2-2 -- 125 Points* -- The supervisor provides continuing or individual assignments by indicating generally what is to be done, applicable policies and procedures, quality and quantity expected, priorities and time frames for completing the work. The supervisor provides more detailed instruction on new, difficult, or unusual assignments. Some assignments are selected to insure further development of the employee's skills and knowledge.

The employee completes recurring assignments independently without specific instruction. On the more difficult assignments, or when problems or unfamiliar situations arise, the employee obtains guidance from the supervisor.

The supervisor reviews completed work for technical accuracy and for completeness in terms of compliance with instructions and with applicable procurement procedures and policies. Review of the work increases with the more difficult assignments if the employee has not previously performed similar assignments.

*Level 2-3 -- 275 Points* -- The supervisor assigns work by defining objectives, priorities, and deadlines, and indicates any special considerations or unusual requirements. For actions which do not have clear precedent, the assignment is given with an explanation of policies and procedures to be followed, or the supervisor provides direction through a comprehensive discussion of the work to be performed.

The employee is responsible for planning and carrying out recurring assignments and for exercising judgment in the selection of supporting data, industry sources, and contracting techniques to be followed within established procedures and in line with established precedent. The employee recognizes technical problems, such as inadequate justification or deviations from normal procedure, and confers with the supervisor or higher grade specialist to resolve them after searching precedents to develop a recommended solution.

Completed work is usually presented in the form of a recommendation for action, such as a recommendation for contract award or modification. Completed work is reviewed prior to signature or prior to negotiation by a higher authority to ensure that appropriate factors have been considered, that all necessary information has been gathered, and to assure soundness of analysis, good business judgment, compliance with procurement procedures, and adequacy of results. The methods used in arriving at the end results are not usually reviewed in detail.

*Level 2-4 -- 450 Points* -- The supervisor sets the overall objectives and resources available. The employee and supervisor, in consultation, develop the deadlines, projects, and work to be done.

The employee plans and carries out the assignment, such as determining the approach to be taken or methodology to be used, developing a factfinding plan, determining the depth of analysis or review required, or performing the initial planning necessary to conduct management evaluations of procurement programs for compliance with procurement policies and regulations. The employee initiates necessary coordination with technical representatives, accountants or auditors, financial staff, attorneys, other contract specialists, or field activities, both in the Government and in the contractors' organizations. The employee obtains necessary information and supporting documentation (e.g., audit reports, preaward surveys, justifications for sole source and similar requirements) and resolves most conflicts which arise, such as disagreements over technical descriptions, elements of cost, economic indices used, and similar matters which arise. The employee may negotiate alone, but keeps the supervisor informed of progress, potentially controversial conflicts or issues which arise, or matters which affect policy or have other far-reaching implications.

Completed work is reviewed from an overall standpoint in terms of feasibility, compatibility with other work, or effectiveness in meeting requirements or expected results, e.g., providing a viable contracting approach for meeting program needs and established objectives, or for impact on future procurements. In some positions reviews minimal with employees being delegated contracting officer authority with prescribed limited dollar amounts. As the dollar thresholds increase, requirements for formal reviews by higher authority or boards of experts are generally prescribed by agency regulations rather than by a supervisor. Such reviews are to assure compliance with all legal and regulatory requirements, as well as for effectiveness of procurement strategy.

*Level 2-5 -- 650 Points* -- (See [Digest Vol. 7](#) for appropriateness of Level 2-5.) The supervisor provides administrative direction and makes assignments in terms of broadly defined programs or functions, or long-range acquisition and agency objectives. Requirements frequently stem from mission or program goals and objectives, or from national, departmental, or agency policy.

The employee determines the approaches and methods necessary to carry out the assignment, including the design of overall plans and strategies for the projects, in order to meet mission or program goals, requirements, and time frames. The employee independently carries out the work, including continual coordination of the various elements involved, and independently negotiates.

Work products or advisory services provided to management or to field activities are considered to be technically authoritative. In some cases the employee's work is reviewed by formal review boards. Review focuses on compatibility with overall management objectives, fulfillment of

program objectives, attainment of goals established in the acquisition or review plan, appropriateness of the business arrangements, and contribution to the success of the mission on both a short- and long-term basis. Recommendations for new procurement approaches or policies, or for modifications of contractual arrangements, are usually reviewed for compatibility with broad program and agency objectives, impact on agency procurement activities, economies achieved, and/or improvement in effectiveness or performance of procurement programs including those at subordinate echelons throughout the agency.

### **FACTOR 3, GUIDELINES**

This factor covers the nature of guidelines and the judgment needed to apply them. Individual jobs vary in the specificity, applicability and availability of the guidelines for performance of assignments. Consequently, the constraints and judgmental demands placed upon employees also vary. While the lack of guidelines may require the exercise of considerable judgment, judgment is also required in the interpretation of the plethora of guidelines which is typical of procurement work.

The existence of an abundance of guidelines may require the exercise of extensive judgment and discretion by procurement personnel. First, they must know all relevant guidelines on a procurement issue. Second, they must know which guidelines are mandatory and which are discretionary and subject to deviation and interpretation. Third, they must resolve inconsistencies and ambiguities. Fourth, when guidelines are stated in general terms outlining end results, they must exercise considerable latitude of judgment in selecting the means to achieve those end results. Finally, procurement personnel deal in business transactions. Each of these transactions is different and procurement personnel must constantly assess the impact of applicable guidelines on each transaction.

For this factor, guidelines refer to standard guides, precedents, and techniques, such as:

- Legislation and statutes affecting procurement requirements and practices;
- Executive orders;
- Comptroller General, judicial, and boards of contract appeal decisions;
- Issuances by other Federal agencies which directly affect agency procurement programs;
- Government procurement regulations;
- Agency procurement policies, procedures, and manuals;
- Agency functional statements and operations material;
- Precedent contracts;

- Government established specifications, drawings, and purchase descriptions;
- Audit and technical reports;
- General provisions and standard clauses;
- Terms and conditions of the specific contract being administered,
- Lists of bidders, suppliers, and qualified products;
- Commercial and manufacturers' catalogs, handbooks, and price lists;
- Economic indices and labor rates;
- Standard business references, such as Moody's, Standard and Poors, and Dun and Bradstreet.

*Level 3-1 -- 25 Points* -- Specific, detailed guidelines covering all aspects of the procurement actions are provided to the employee, who is serving in a training capacity. Typical guidelines are instructional material, procurement regulations, and standard operating procedures of the local office. These are applicable to a variety of standard-tasks relating to one or more of the functional areas of contracting, and are designed to familiarize the employee with the basic laws governing the procurement process, with the procedures of the agency, and with the relevant industries.

*Level 3-2 -- 125 Points* -- Established procedures and specific guidelines are available to the employee in the performance of assignments, such as procedural manuals, commercial catalogs, or standard clauses required by regulation.

The employee uses judgment in identifying and selecting the most appropriate procedures to use, or in determining which of several established alternatives to use. Examples include selecting from among standard items identifiable in commercial catalogs, determining sources to be solicited from among lists of suppliers, reviewing records of past performance on the prospective contractor, or reviewing contractor's payment requests for compliance with specific contract terms.

Situations not covered by precedents or guidelines are referred to the supervisor. In these cases oral explanations and guidance are provided so that the employee gains an understanding of contractual terminology.

*Level 3-3 -- 275 points* -- Guidelines include procurement regulations and precedents applicable to one or more of the contracting specialties. Precedents and written policies exist for procurements or contracts assigned, and historical data are pertinent to the evaluation of price and basic elements of cost. However, contractual actions generally require adaptation by the

specialist, e.g., clarification of the statement of work, adaptation of clauses or provisions to fit the requirements, use of options for additional quantities or advance and partial payment clauses, inclusion of specified methods of testing and special performance requirements, or similar requirements.

The employee uses judgment in interpreting guidelines, in adapting procurement procedures, or in recommending approaches or solutions for specific problems. For example, judgment is required in locating potential suppliers, stimulating interest among local small businesses, performing basic analyses of costs based on prevailing material and labor costs, or in recommending modifications to the contractual arrangements.

*Level 3-4 -- 450 Points* -- Policies and precedents are available but stated in general terms, or are of limited use. Intensive searches of a wide range of regulations and policy circulars applicable to the numerous and diversified procurement issues encountered are frequently () required. Guidelines are often inadequate in dealing with problems, requiring ingenuity and originality in interpreting, modifying, and extending guides, techniques, and precedents; in devising terms and conditions tailored to specific procurements; or in balancing the application of the guidelines in relation to novel program or technical needs, business considerations, and the socioeconomic climate. For example, previous negotiations are not directly applicable, or pricing data is incomplete or limited, because of changes in materials or manufacturing processes, or because of lack of experience in the social, economic, environmental, or health issues involved; or the large number of subcontractors or volume of contractual provisions requires close monitoring and continuous assessment during contract administration, or requires extensive analysis to determine allowability and allocability of costs in resolving claims or terminations.

The employee uses experienced judgment and initiative in applying principles underlying guidelines, as in the evaluation of subordinate procurement programs; in deviating from traditional techniques; or in researching trends and patterns to develop new approaches, criteria, or proposed policies.

*Level 3-5 -- 650 Points* -- Guidelines consist of legislation, broad and general policy statements, and procurement regulations involving one or more agencies, which require extensive interpretation.

The employee is an authority on developing and interpreting procurement guidelines, policies, regulations, and/or legislation. Employees working in staff positions generally draft agency procurement regulations or policies. Employees working in operational positions are responsible for procurements for which little or no contractual precedents exist to guide them in developing and modifying the procurement strategies. For example, a procurement which involves a significant departure from existing systems or programs necessitates original and creative effort to obtain a reasonable balance of interests or the redefinition of policy in the design and execution of the procurement.

## FACTOR 4, COMPLEXITY

This factor covers the nature, number, variety, and intricacy of tasks, steps, processes, or methods in the work performed; the difficulty in identifying what needs to be done; and the difficulty and originality involved in performing the work.

This includes the interrelationships between procurement functions which can be considered, such as type of contract and special provisions, and the program needs which must be identified and analyzed, such as technical requirements and prices. However, the program requirements must clearly affect the difficulty of the procurement functions to be credited. For example, a contract may include requirements for a highly complex product or service, but the procurement method may be relatively simple or standardized, such as a formally advertised, firm fixed-price contract.

Common elements of complexity which affect contracting are as follows:

1. **Requirements:** This covers the nature of the services, supplies, construction, research and development, or other material involved in the preaward or postaward contracting action. The complexity of requirements ranges from commercial items which are usually the simplest to procure; to items which require special manufacturing, have special regulatory requirements, are interrelated with other agencies, have, never been procured, or have never been manufactured; to major systems or projects which combine several of these features and are generally the most difficult to procure or administer.
2. **Method of procurement:** This is the use of formal advertising or negotiation. The method of procurement is affected by such factors as the availability of competition, need to locate or develop sources, negotiating in a sole source environment, conducting competitively negotiated procurements, negotiating with several contractors working concurrently on one project or program, or negotiations involving sequential steps with major milestones occurring periodically at key decision-making points.
3. **Type of contract:** The type of contract, incentives, and terms and conditions (e.g., the presence or absence of Government-furnished property requirements, special performance characteristics, complex testing requirements, and numerous others) affects the difficulty of preaward and postaward activities. For example, firm fixed-price contracts for which there is adequate competition among regular producers or suppliers and which involve few special provisions are generally considered the simplest to develop or administer. On the other hand, negotiations of firm fixed-price contracts with a sole source of supply is considered difficult, even though historical cost and pricing data may be available, since the contractor assumes total cost risks on these types of contracts and can have a financial loss. Under cost contracts, the risk of loss to the contractor is minimal. Therefore, these contracts vary in ease or difficulty of negotiating realistic cost estimates. However, they are typically more difficult to administer than firm fixed-price contracts because costs incurred in contract performance are paid by the Government and performance is not guaranteed by the contractor, thus requiring closer

monitoring of the contract. Both the fixed-price and the cost contracts become significantly more difficult to analyze, negotiate, and administer when provisions are used such as economic price adjustment, price redetermination, cost or performance incentives, special rights-in- data, special financing, or other interacting clauses.

4. Price or cost analysis: This ranges from standard commercial price lists and adequate marketplace price competition, through review of material and labor costs when comparative data are available, to highly sophisticated statistical estimating techniques and economic forecasts, such as should cost, learning curves, and trend and regression analysis.

5. Changes: This covers changed requirements (either in overall quantities, technological advances that must be incorporated, or improvements in the original design) as well as changes in legislated funding levels.

6. Other: Additional elements which affect individual procurement actions include special emphasis programs, subcontracting, length of time anticipated for the procurement (e.g., less than six months, two or three years, over five years), urgency of delivery or performance, public or congressional interest, geographical dispersion, economic conditions, logistics considerations, foreign government participation, strategic materials priorities, State's certification requirements, and numerous others which vary among positions or agencies.

*Level 4-2 -- 75 Points* -- Assignments usually involve a variety of specific, related tasks designed to instruct the employee in procurement procedures and practices, such as gathering and providing factual information, or performing tasks in support of higher level specialists. Typical assignments include developing a list of local suppliers or searching catalogs for common items, and comparing prices from published price lists. Items procured are generally off-the-shelf materials which are readily available from numerous commercial sources, are easily identified by common names (e.g., paints or cleaning materials), and for which standard price lists are available.

Decisions at this level involve making choices from among a few clearly recognizable alternatives, such as selecting from among standard items based on price, assuring that information is complete, or reviewing contractor's performance, such as delivery of commodities or service according to specifications and terms of the contract.

Actions to be taken or responses to be made differ in such things as the source of information, the kind of transactions, or other differences of a factual nature. Contracts are usually assembled from standard forms.

*Level 4-3 -- 150 Points* -- The work includes various duties involving different and unrelated contracting processes and techniques in a relatively standardized or controlled work situation. Assignments encompassing preaward or postaward activities generally involve:

- Repetitive items or services where specifications have become standardized or well-established (e.g., office machines, automotive equipment and supplies, small arms or ammunition, medical supplies and equipment, short-term study or research projects and services, or minor alteration or repair of buildings or roads);
- Use of firm fixed-price contracts, indefinite delivery, or similar contracts;
- Inclusion of standard clauses or routine supplemental stipulations, e.g., special packing or packaging, inspection and acceptance procedures, quantity variations, different shipping points, or transportation to different destinations;
- The performance of basic price or cost analysis for which a considerable amount of historical and precedent data are available;
- Availability of adequate price competition or published price lists;
- General availability of suppliers, although searching of the market and use of sole source suppliers are sometimes required;
- A time period typically under six months.

Determining what needs to be done requires substantive analysis, such as reviewing the procurement request for completeness, obtaining additional information from the requirements offices, preparing the invitation for bid, identifying sources of supply (including mandatory sources or sources eligible for set-asides), preparing administrative change order documents and supporting memoranda, reviewing contractor's requests for payment for compliance with specific contract terms, and making initial review of inventories in termination actions. The employee must select appropriate techniques and procedures.

The employee identifies interrelationships which affect the procurement, such as availability of funds, discount rate, transportation charges, or previous performance of suppliers.

*Level 4-4 -- 225* -- The work typically involves varied duties requiring many different and unrelated processes and methods, with full operating competence in the well-established aspects of a contracting assignment. Assignments typically involve planning and carrying out preaward, postaward, price/cost analysis, or staff functions containing a variety of complexities such as the following (or comparable):

- Specialized requirements, i.e., special purpose supplies and equipment, items modified or manufactured under close control to meet tight specifications, items requiring a special degree of care in handling or storage, and similar requirements;
- Knowledge and use of a variety of contract types;

- Inclusion of provisions, such as special pricing provisions, provisions regarding use of Government-furnished property, inspection and testing requirements, ownership of patents and payment of royalties, spare parts provisioning, quantity options, and similar terms and conditions;
- Performance of cost analysis, e.g., evaluation of contractor's cost breakdown based on prevailing labor rates and material costs;
- Review and analysis of reports made by auditors, technical specialists, and production specialists to determine contractor responsibility or compliance with the terms of the contract;
- Review of the market to determine the availability of specialized items or services;
- Presence of unfavorable market conditions, such as frequent price changes, changing labor markets, or lack of suppliers;
- Situations where competition is limited because of the small quantity ordered or the urgency of the requirement;
- Identification of set-asides for small and disadvantaged business concerns;
- A contractual period ranging from six months to two years, or having short but very stringent time-frames.

Decisions are based on analysis of alternatives, adaptation or modification of procedures, or resolution of incomplete or conflicting technical, program, or contractor data. For example:

- In advertised procurements, the employee obtains supplies or services to meet the consolidated requirements of the agency or agencies involving such considerations as geographic dispersion of users and suppliers and the need to consider transportation and distribution problems and costs; or obtains equipment or facilities which involve unique or special design, manufacture, or construction, or which involve special performance characteristics, testing requirements, or preproduction samples and inspection requirements.
- In negotiated procurements, the employee obtains services, supplies, or construction for which previous experience and cost data are not directly applicable, such as applied research, the development of prototype equipment, complex services, or the construction of buildings involving unusual design features or site adaptation.
- In contract administration, the employee resolves a variety of different issues, such as reviewing requests for waivers to contract requirements, advising contractors of defective contract end items, determining the applicability of warranties, coordinating the use of

Government-furnished property, determining cost/performance ratio to stage of completion, or recommending approval or disapproval of settlement proposals or claims.

- In contract terminations, the employee analyzes proposals, audit reports, and technical evaluations; recommends approval of subcontract settlements; recommends settlement of claims of a variety of prime contractors; and prepares drafts of settlement memorandums in support of a termination contracting officer.
- In price/cost analysis, the employee analyzes price proposals for reasonableness and fairness, reviews reports from auditors or technical specialists, projects expected changes in labor and material costs, selects contract provisions to ensure proper incentive to the contractor while ensuring a reasonable price, or performs similar analyses.
- In staff assignments the employee plans and conducts evaluations of procurement programs using established standards and criteria to measure program effectiveness, such as workload, backlog, resources, and lead-time assessment.

The work at this level requires making many decisions concerning such issues as the interpretation of a considerable amount of technical data and policy and regulatory information, and the planning and coordination of procurement activities for the preaward, postaward, or other contractual functions.

*Level 4-5 -- 325 Points* -- The work is characterized by: (a) breadth of planning and coordination, or depth of problem identification and analysis, stemming from the variety of the procurement functions or from the unknowns, changes or conflicts inherent in the issues; or (b) responsibility as team leader or project officer for a significant procurement assignment typically involving some of the following (or comparable) complexities:

- Requirements contain a number of different elements, such as a program, project, or technical services involving extensive subcontracting, e.g., missile guidance systems, shipboard fire control systems, phased construction, ship or aircraft overhaul, or multicentered biomedical clinical trails;
- Initial production of equipment, systems, or research and development where there is a lack of experience or the use of new materials making costs difficult to project;
- In-depth cost analysis, such as audit and substantiation of the contractor's cost data, use of economic forecasting techniques, evaluation of corporate structures where it is difficult to identify cost items properly chargeable to the prices under review, or analysis of subcontracts in addition to the proposal of the prime contractor;
- Use of cost reimbursable and sole source fixed-price contracts with price redetermination or with extensive special provisions, or cost and performance incentive provisions;

- Critical and scarce materials or advanced architectural or engineering design services peculiar to the project, program, or subsystem are required;
- Analysis of productive capacities of manufacturers;
- Limited competition is available in that there are relatively few contractors who have achieved state-of-the-art in a particular field;
- Survey of agency procurement activities or analysis of numerous agency contracts is necessary to develop bases of data which require in-depth analysis prior to the formulation of policy criteria or the development of new techniques;
- Urgency of Government needs override normal production, or require the contractor to proceed immediately with the effort in advance of a definitive contract, thereby placing the Government in an extremely disadvantageous position during negotiations;
- Small or disadvantaged business considerations are required at the prime and subcontractor levels;
- Contractual arrangement is estimated to be a minimum of two years or more.

Decisions at this level involve responsiveness to continuing changes in programs or technological developments. The employee is constantly balancing program and technical needs, the interests of the contractors, statutory and regulatory requirements, and the prevailing socioeconomic climate, to make decisions based on sound business judgment that are in the best interest of the Government.

Procurements typically require new or modified contract terms and conditions, funding arrangements, or policy interpretation throughout the preaward and postaward phases. For example, specialists administering major procurements, in dealing with problems of contractor performance, are required to develop new financial arrangements and accelerated delivery schedules to support program needs. Terminations involve settlements of contracts involving work performed over several years, or settling claims of a variety of prime contractors. Representative staff assignments include conducting program review of a wide range of procurement functions performed by subordinate activities.

*Level 4-6 -- 450 Points* -- The work consists of broad contracting functions and activities. Assignments are characterized by broad and intense efforts, and involve several phases being pursued concurrently or sequentially with the support of technical, procurement, program, and management personnel within and outside the organization. For example, contract specialists evaluate acquisition strategies for major-systems or programs; develop guidance for contracting

staff to follow throughout the contracting process involving major systems or programs; or advise program managers and staff with respect to the development of integrated acquisition strategies for a number of procurements supporting major agency programs.

The specific procurement issues are largely undefined and require extensive analysis and evaluation to identify the scope of the problems and to reach decisions on appropriate courses of action. The work concerns areas where little or no established practices or precedents are available to assist in problem solving, where progress is difficult, and where new techniques and approaches need to be devised. For example, preparation of the solicitation package requires extensive analysis, development of formal plans including documentation from a variety of disciplines, and development of methods for controlling and auditing incentive criteria.

Work at this level involves procurement systems or programs which require extensive analyses and continuing evaluation of potential approaches to establish comprehensive solutions; or the development of new concepts, theories, or programs which will influence the procedures and ideas of others, or resolve unyielding problems. For example, contract specialists initiate action to modify acquisition strategies, including the development of further sources and the award of additional contracts to other firms, to supplement delivery of essential components for major systems or programs when critical technical and schedule difficulties are encountered by the prime contractor.

## **FACTOR 5, SCOPE AND EFFECT**

Scope and Effect covers the relationship between the nature of the work (i.e., the purpose, breadth, and depth of the assignment) and the effect of work products or services both within and outside the organization. The nature of the work describes such end objectives as the number of contracts awarded and administered, decisions and recommendations made, and policy and regulatory documents written

Effect measures such things as whether the work output facilitates the work of others, provides timely services, affects agency programs or missions, or affects other agencies, private industry, or the general public. The concept of effect alone does not provide sufficient information to properly understand and evaluate the impact of the position. The scope of the work completes the picture, allowing consistent evaluations. Only the effect of properly performed work is to be considered.

*Level 5-1 -- 25 Points* -- The purpose of the work is to perform a few specific, simple contracting tasks. Tasks are selected primarily for training purposes to orient the employee in the principles and practices of contracting and to equip the employee to assume more responsible duties. The work product facilitates the work of other contract specialists within the immediate organization in completing contracting actions.

*Level 5-2 -- 75 Points* -- The purpose of the work is to perform routine contracting or contract administration functions, such as reviewing procurement documents for completeness, processing procurements involving standard specifications, gathering and analyzing data for use by higher graded specialists, or writing portions of solicitations, contracts, and supporting documentation.

The work product affects the quality and timeliness of contracts awarded or administered by higher level specialists, as well as the timely support provided to the requiring activity in terms of products and services procured.

*Level 5-3 -- 150 Points* -- The purpose of the work is to perform a variety of contracting actions encountered throughout the preaward and/ or postaward phases of the contracting process, using established contracting procedures. Examples include review of clearly defined or well-established procurement requirements; preparation of solicitations, contracts, and supporting documentation for situations () where adequate competition exists; review of postaward reports and requests for payment where terms and conditions are precisely defined; performance of preliminary analysis of proposals concerning cost and price or contract termination settlements; or investigation of a variety of specific issues.

The work of the employee supports the operation of the installation or activity or several activities, such as providing equipment and facilities, and thereby contributes to the timely and economical accomplishment of the organizational objectives. For example, typical procurements result in the initial purchase of stock listed items or household goods, custodial services, or repair or alternation of local facilities and equipment. The work has an economic impact on contractors involved, usually within the local area.

*Level 5-4 -- 225 Points* -- The purpose of the work is to provide expertise as a specialist in a functional area of contracting by furnishing advisory, planning, or reviewing services on specific problems, projects, or programs. Assignments involving contract negotiation, award, administration, or termination frequently carry contracting officer authority within prescribed money limits for all or most contractual actions. Examples include: (1) planning, coordinating, and/or leading negotiations for a variety of complex contracts, contract modifications, or termination actions, e.g., those which accommodate possible changes in program requirements, involve subcontractors, require accounting for Government equipment, or involve consolidated requirements for several agencies or departments; (2) formulating approaches to procurement problems or issues when the problems require extensive analysis of a variety of unusual conditions, questions, or issues; (3) establishing procedures for implementing procurement policies or regulations; (4) conducting in-depth analyses of contractors' financial and management systems and facilities for ability to perform or for compliance with Government or contractual requirements; or (5) planning and conducting program evaluations of subordinate procurement activities.

The work product affects a wide range of procurement activities, such as the operation of procurement programs in various offices or locations, or the accomplishment of significant procurement or technical program goals; affects the timely support of other departments or agencies; affects contractor's operations or management systems; has a significant economic impact on contractors or on their respective geographic areas; or similar impact.

*Level 5-5 -- 325 Points* -- The purpose of the work is to resolve critical problems, or develop new approaches for use by other contract specialists, or for use in planning, negotiating, awarding, administering, and/or settling the termination of major procurements.

Recommendations or commitments are accepted as authoritative, and frequently carry contracting officer authority for transactions involving sizeable expenditures of staff, funds, and material. The work typically requires: (1) planning and negotiating procurements for long-term systems, programs, or projects (i.e., five years); (2) administering long-term contracts, with delegated final authority to obligate funds in connection with most transactions and, as required, serving as team leader over a group of specialists whose services and advice are used in order to arrive at a decision; (3) negotiating termination settlements and approving contractor's proposed settlements with subcontractors for contracts in which several years of work have been expended, or which involve extensive proposals and/or claims of prime and subcontractors and large amounts of inventory and Government property; (4) developing innovative contractual arrangements to resolve critical procurement problems and satisfy unusual procurement situations; (5) establishing and advocating positions for the region, command, administration, agency or department on major procurement issues; (6) developing procurement regulations, extending techniques, interpreting policy for use by other contracting specialists; or (7) performing comparable work.

The work product affects the work of other experts within or outside the agency, e.g., the development of guides or procedures for use by subordinate contracting activities; the operation and evaluation of subordinate contracting programs; the accomplishment of major procurements which contribute to the achievement of mission objectives; the decisions of senior procurement, technical, or program officials in terms of the authoritative procurement advice provided; the economic well-being of a large corporation or subsidiary; or the well-being of substantial numbers of people, such as those employed in a major industry, or those served by a broad social, economic, health, or environmental program.

*Level 5-6 -- 450 Points* -- The purpose of the work is to plan, develop, and execute critical agency procurement programs which are essential to the mission of the agency or department. Procurements or policies have the potential for affecting the economic health of a major industry or class of industries whose economic position affects the health and stability of the general economy, or for affecting major research or social programs which affect the quality of life on a long- term basis.

The capabilities of the new system or program, or the magnitude and potential impact of the program or policy and its importance to the Nation in terms of defense, health, resources, or economy are such that the program receives scrutiny by top management in the agency, and often generates nationwide public interest.

## **FACTOR 6, PERSONAL CONTACTS**

This factor includes face-to-face and telephone contact and other dialogue with persons not in the supervisory chain. (NOTE: Personal contacts with supervisors are covered under Factor 2, Supervisory Controls.) Levels described under this factor are based on what is required to make the initial contact, the difficulty of communicating with those contacted, and the setting in which the contact takes place, e.g., the degree to which the employee and those contacted recognize their relative roles and authorities. Above the lowest level, points should be credited under this factor only for contacts which are essential for successful performance of the work and which have a demonstrable impact on the difficulty and responsibility of the work performed.

The relationship of Factors 6 and 7 presume that the same contacts will be evaluated for both factors. Therefore, use the personal contacts which serve as the basis for the level selected for Factor 7 as the basis for selecting a level for Factor 6.

*Level 6-1 -- 10 Points* -- Personal contacts are with employees in the immediate organization or in closely related support units.

*Level 6-2 -- 25 Points* -- Personal contacts are with employees in the same agency but outside the immediate organization, usually specialists representing the various disciplines involved in the procurement process, such as technical, program, and financial. Contacts outside the agency include salesmen or local suppliers of common, off-the-shelf items. The interests of the respective parties are usually well defined.

*Level 6-3 -- 60 Points* -- Personal contacts include a variety of specialists, managers, officials or groups from outside the employing agency in a moderately unstructured setting, e.g., the purpose and extent of each contact is usually different, and the role and authority of each party is identified and developed during the course of the contact. Contacts at this level include contractors, specialists at contractors' plants, manufacturers' representatives, attorneys, auditors, and representatives of universities, nonprofit organizations, State and local governments, professional organizations, the news media, public action groups, or other Federal agencies, e.g., other departments or activities outside the chain of command.

*Level 6-4 -- 110 Points* -- Personal contacts include high-ranking officials from outside the employing agency. Contacts are characterized by problems, such as: the officials may be relatively inaccessible; appointments or arrangements may have to be made well in advance; each contact may be conducted under different ground rules; or comparable problems. Typical

of contacts at this level are those with Congressional members and key staff, senior corporate officials, key representatives from national or international organizations, key officials from other Federal agencies, principal executives of universities and nonprofit organizations, and key officials from State and local governments and from judicial and quasi-judicial bodies. Contacts at this level generally occur in connection with sects warranting such contacts. (See Factor 7.)

## FACTOR 7, PURPOSE OF CONTACTS

The purpose of contacts ranges from factual exchanges of information to situations involving significant or controversial issues and differing viewpoints, goals, or objectives. The personal contacts which serve as the basis for the level selected for this factor must be the same as the contacts selected for Factor 6.

*Level 7-1 -- 20 Points* -- Contacts are for the purpose of giving, obtaining, or clarifying facts, which may range from easily understood to highly technical information. At this level contacts typically provide the employee with a general familiarity with the procurement process and procedures. For example, contacts with other members of the procurement team are for the purpose of orientation in the procurement process, e.g. querying a senior employee on the use of a schedule article or general provision.

*Level 7-2 -- 50 Points* -- Contacts are to plan and advise on procurement actions with requiring offices, to coordinate actions with support offices (e.g., pricing, legal, or audit), and to resolve related procurement problems, such as improving the clarity of the statement of work or expediting procurements. Contacts with subordinate offices are to answer questions and provide assistance. The contacts are with individuals or groups who are working toward mutual goals and who have basically cooperative attitudes.

Contacts outside the agency are to follow up on procurements or resolve routine problems with local suppliers, to solicit bids and proposals from contractors, to answer bidder's questions about the solicitation, to discuss contract requirements, to advise on obligations under contracts in force, to analyze termination claims, to stimulate or develop additional sources, or to perform negotiations on terms, price of items, or similar matters when the persons have generally cooperative attitudes.

*Level 7-3 --120 Points* -- Contacts are to obtain agreement on previously determined goals and objectives through negotiation, persuasion, and advocacy. The individuals or groups are frequently uncooperative, have different negotiation objectives, or represent divergent interests. The employee must be skillful in dealing with such persons to obtain the desired effect, such as obtaining compliance with procurement requirements through persuasion, or obtaining reasonable prices, terms, or settlements for the Government through negotiation. Typical contacts at this level include working with project officers to plan a procurement strategy for program objectives; negotiating with contractors to meet objectives established in a

prenegotiation plan or to obtain a contractual agreement that is in the best interest of the Government; or negotiating postaward modifications, termination settlements, pricing or other actions; influencing contracting officers or other specialists to adopt contractual positions about which there are conflicting options or interest; or justifying contractual approaches to higher level reviewing officials.

*Level- 7-4 -- 220 Points* -- Contacts are to justify, defend, negotiate, or settle matters involving significant or controversial issues, or problems which require escalation because established channels and procedures have failed to resolve the problem. Negotiations at this level involve procurements of considerable consequence and importance, such as major and other large systems acquisition programs, negotiation with management representatives of other agencies, or representatives of foreign governments or international organizations. The employee is responsible for justifying and defending the agency position when the issues are strongly contested because of their impact or breadth. Contract administration or termination settlements at this level involve the resolution of very difficult or complicated issues, such as settlement of contracts which have significant adverse impact on the contractor's financial posture or allocation of controversial corporate overhead expenses. Employees at this level also serve on contract review boards at the departmental or independent agency level which advise on and approve, or recommend approval of, procurement actions involving major and other significant systems or programs. Persons contacted typically have diverse viewpoints, goals, or objectives, requiring the employee to achieve a common understanding of the problem and a satisfactory solution by convincing them, arriving at compromise, or developing suitable alternatives. The employee assumes the lead in contract negotiations involving major and other large systems or programs, in resolving disagreements or disputes between prime and subcontractors, and/or in effecting a compromise or developing acceptable alternatives.

## **FACTOR 8, PHYSICAL DEMANDS**

Physical Demands covers the requirements and physical demands placed on the employee by the work assignment. This includes physical characteristics and abilities (e.g., specific agility and dexterity requirements) and the physical exertion involved in the work (e.g., climbing, lifting, pushing, balancing, stooping, kneeling, crouching, crawling, or reaching). To some extent the frequency or intensity of physical exertion must also be considered, e.g., a job requiring prolonged standing involves more physical exertion than a job requiring intermittent standing.

*Level 8-1 -- 5 Points* -- The work is sedentary. Typically, the employees may sit comfortably to do the work. However, there is occasional walking, standing, bending, carrying light items such as reports or files, or driving an automobile. No special physical demands are required to perform the work.

*Level 8-2 -- 20 Points* -- The work requires some physical exertion, such as walking over rough, uneven, or rocky surfaces of the type found at construction sites or other outdoor facilities

which the contract specialist must visit on a regular and recurring basis; or conducting intensive negotiations for extended periods of time, i.e., four hours or longer without rest periods, and occasionally late in the evening. Some agility is required in walking around or over building materials, excavation sites, and heavy equipment. Conducting intensive negotiation requires specific, but common physical characteristics and abilities such as above average resistance to fatigue.

## **FACTOR 9, WORK ENVIRONMENT**

The Work Environment factor considers the risks and discomforts in the employee's physical surroundings or the nature of the work assigned and the safety regulations required. Although the use of safety precautions can practically eliminate a certain danger or discomfort, such situations typically place additional demands upon the employee in carrying out safety regulations and techniques.

*Level 9-1 -- 5 Points* -- The work environment involves everyday risks or discomforts which require normal safety precautions typical of such places as conference rooms or offices, commercial vehicles, e.g., use of safe work practices with office equipment, avoidance of trips or falls, observance of fire regulations, traffic signals, safe driving practices, and similar practices.

*Level 9-2 -- 20 Points* --The work involves moderate risks or discomforts on a regular and recurring basis, which require special safety precautions, e.g., visiting or working in industrial plants or test environments where hazards are present such as machines, moving equipment, chemicals, noise, vibrations, hazardous or extreme weather conditions, or comparable situations. The employee is required to use protective clothing or gear, such as masks, gowns, coats, boots, hardhats, goggles, gloves, or shields.

## OPM BENCHMARK DESCRIPTIONS

### CONTRACT SPECIALIST, GS-1102-07, BMK #1

#### Duties

The contract specialist performs developmental and/or recurring assignments in support of a local installation or in a centralized procurement activity. The specialist procures supplies or services primarily through formal advertising, or through limited use of negotiation techniques. Negotiated transactions are usually developmental assignments designed to increase the employee's skill and knowledge. Requirements involve standardized specifications and established markets. Typical examples include such technical items as special machine parts or special purpose equipment, or such services as repair, rental, educational, and maintenance of machines and equipment.

-- Reviews requisitions to determine that proper specifications or purchase descriptions are included in solicitation documents. Selects clauses to cover special conditions, such as inspection and acceptance, marking and packaging, quantity variation, price differential, or transportation costs. Contacts technical personnel to resolve questions of applicability of specifications, classifications of terms, or acceptance of substitute items.

-- Evaluates bids or proposals for compliance with specifications or purchase descriptions and applicable clauses. Considers financial responsibility of suppliers by evaluating contract performance on previous contracts. Meets with commercial representatives to discuss procurement needs, quality of items or services, current market prices, or delivery schedules.

-- Performs other assignments of similar difficulty that have been selected with a view to developing advanced skills, e.g., administering the negotiated and formally advertised contracts assigned; monitoring progress of contractors; preparing change orders; participating with higher graded specialists in the procurement of technical items using the formal advertised method where the items are manufactured to special specifications and are complicated by restricted price bidding, special processing, or packing and packaging specifications.

-- Coordinates contracting activities with other Government agencies having interrelated requirements, e.g., obtaining wage rate information from the Department of Labor, requesting audit reports or preaward surveys from Defense Contract Audit Agency or Defense Contract Administration Services, obtaining clearances from the Small Business Administration, and advertising work to be contracted in the Commerce Business Daily of the Department of Commerce.

#### Factor 1, Knowledge Required by the Position -- Level 1-6 -- 950 Points

Knowledge of basic procurement procedures and techniques to carry out recurring assignments involving use of the formal advertised method.

Knowledge of negotiated procurement procedures, and the laws, regulations, and precedents governing procurements by this method, to perform developmental assignments or segments of large procurement actions.

Skill in solving practical problems relating to transportation, commodity usage, interchangeabilities, and pricing matters as they relate to the development of specifications or to contract administration involving product quality.

### **Factor 2, Supervisory Controls -- Level 2-2 --125 Points**

Assignments are made with general instructions as to what is to be done, time frames, and priorities, including discussions as to problems to be anticipated. When aspects of the work are new or unusual, the supervisor specifies sources of information or precedents. The employee selects work methods to use in individual transactions within established procedures but is expected to obtain advice from the supervisor or senior specialist on unanticipated problems. The supervisor or a higher grade contract specialist monitors the work in progress and reviews the recommendations made by the employee to ensure that adequate analysis has been made and that recommendations are supported by sound judgment and adequate justification.

### **Factor 3, Guidelines -- Level 3-2 -- 125 Points**

Guidelines include procurement regulations, procedural manuals, and established contracting procedures and precedents. The employee uses judgment in selecting among authorized contracting methods and techniques, and in the application of regulations and procedures. The supervisor is consulted when guidelines are not directly applicable or deviations are proposed.

### **Factor 4, Complexity -- Level 4-3 --150 Points**

Assignments are designed to provide diversified experience as a foundation for future responsibility. The employee performs complete procurement transactions for commodities involving few complexities, I. e., items covered by standardized specifications where established competitive markets exist. Items are procured primarily through formally advertised bid procedures and firm fixed-price contracts using standard clauses. Also included are developmental assignments for the acquisition of technical items, and transactions requiring the use of basic negotiated procedures. The employee solicits sources of supply and analyzes prices, discount rates, delivery dates, transportation charges, previous performance of suppliers, current commitments, indications of financial responsibility, and recommends the most advantageous offer based on findings.

### **Factor 5, Scope and Effect -- Level 5-2 -- 75 Points**

The purpose of the work is to procure a variety of standard or technical supplies, services, and/or construction through formal advertising or limited negotiation. The work involves analyzing a variety of factors and conditions to make recommendations concerning such matters as proper

preparation of invitation for bid, inclusion of special provision clauses in proposed contracts, evaluation of bids and proposals, and apparent responsibility of contractors based on previous performance. The employee's recommendations regarding the most advantageous offer facilitate logistic supply support to the organization or installation, or the work of higher level specialists.

**Factor 6, Personal Contacts -- Level 6-2 -- 25 Points**

Personal contacts are primarily with other workers within the organizational unit or with program organizations. Occasional contacts are with representatives of commercial contractors or with other Government agencies, usually occurring in a moderately structured setting, e.g., the contacts are established on a routine basis.

**Factor 7, Purpose of Contacts -- Level 7-2 -- 50 Points**

Contacts with other contract specialists are to discuss interpretations of contracting precedents and to coordinate work assignments. Contacts with customer organizations are to discuss and furnish information on clarity of specifications, potential sources, prices, and substitution of items. Contacts with suppliers are to discuss procurement needs, including the nature, quality, and condition of items or services; to obtain information concerning availability of items, delivery dates, discounts, and similar information; and to reach an agreement through negotiation on a fair and reasonable price. Contacts with other Government agencies are to obtain performance data on prospective contractors, to obtain certificates of competence on small business firms from the Small Business Administration, and to obtain wage determinations from the Department of Labor for service contracts.

**Factor 8, Physical Demands -- Level 8-1 -- 5 Points**

Work is sedentary.

**Factor 9, Work Environment -- Level 9-1 -- 5 Points.**

Work is performed in an office setting.

**TOTAL POINTS -- 1510**

**CONTRACT SPECIALIST, GS-1102-09, BMK #1**

## Duties

Serves as contract specialist responsible for all aspects of the contracting transactions from initiation to recommendation of award for the: (1) central procurement of commodities or services for several activities in a geographic area, or for an agency, a department or departments; or (2) procurement of a variety of supplies, services, or construction in support of an installation or activity. Centralized requirements typically include specialized items, e.g., repair parts such as various hose assemblies and refueling hoses for aircraft and ships, components of specialized equipment, items which are manufactured to specification for a special purpose, or medical supplies and equipment. Installation support includes a variety of materials, services, or construction, e.g., valves, electrical and electronic equipment, protective clothing, mill and lumber products, minor alteration and repair, and maintenance, custodial, protective, and technical services involving the use of the formal contracting process.

-- Reviews requisitions and determines appropriate method of procurement, i.e., formal advertising or negotiation. This includes citing the authority in determinations and findings reports prepared for the contracting officer when procurement is by negotiation.

-- Develops procurement plans by reviewing previous history, market conditions, and specifications or technical data packages. Determines adequacy and completeness of description, which involves research of various manuals and catalogs, or discussions with manufacturer's representatives or requisitioning sources to identify and initiate any corrective actions required.

-- Compiles bidders' list from qualified bidders' applications, knowledge of suppliers, contacts with trade associations, Small Business Administration, or other sources.

-- Prepares and issues solicitation documents. Selects appropriate clauses, ensures clear and complete specifications including packing and delivery requirements or other stipulations, and serves as a central point of contact on assigned procurements to respond to inquiries.

-- Performs detailed analysis of bids or proposals received. This includes insuring strict compliance with specifications on advertised procurements, and recommending award to lowest bidder providing such compliance. On negotiated procurements, contacts offerors or contractors to negotiate prices which appear either excessive or underestimated, to request earlier delivery date or closer conformance to specifications, or similar matters.

-- In both formal advertised and negotiated acquisitions, performs detailed analyses to determine bid responsiveness and responsibility of offeror. This includes review of past bids and awards, request of preaward survey, and establishment of price reasonableness by either price or limited cost analyses.

-- Drafts final contract including specifications, packing and shipping requirements, inspection instruction, and all other special and standard clauses. Prepares recommendations for award, documenting reasons for decisions including justifying basis for not recommending lowest bidder.

### **Factor 1, Knowledge Required by the Position -- Level 1-6 -- 950 Points**

Knowledge of formal advertising and negotiated bid procedures sufficient to obtain specialized supplies, equipment, services, or construction for the activity, agency, or agencies. This includes skill in techniques to negotiate contract prices and terms with contractors.

Knowledge of a limited range of contract types, such as fixed- price or cost reimbursement and required clauses and special provisions, to plan and carry out the procurement and to recommend award.

Knowledge of sources of supply and characteristics of assigned commodities or services sufficient to identify potential suppliers, assure adequate competition, and evaluate bid responsiveness and responsibility of the bidders.

-- Knowledge of price analysis sufficient to review contractor proposals and bids, and to perform analyses using previous price history, commercial price lists, market prices, or technical catalogs to assure reasonableness of prices.

### **Factor 2, Supervisory Controls -- Level 2-3 -- 275 Points**

The supervisor assigns work in terms of objectives and priorities. Assistance is provided on new or unusual assignments. The employee exercises initiative and judgment in developing and coordinating the procurement package up to recommendation for award, in accordance with standard practices and established procedures. Award recommendations are reviewed prior to signature for documentation, judgment, and compliance with policies and procedures.

### **Factor 3, Guidelines -- Level 3-3 -- 275 Points**

Guidelines include Federal and agency procurement regulations, procedural manuals, and established precedent. The employee selects available reference information, and regularly interprets precedents or adapts established procedure to meet the needs of the assignment. When significant problems are encountered or deviations are required, the employee develops recommended alternatives or solutions prior to completion of the procurement package. Judgment is required in analyzing and evaluating data, such as determining the appropriate procurement method, preparing justifications, selecting and adapting contractual provisions, identifying sources, determining price reasonableness, and evaluating responsibility of the contractor to perform successfully based on preaward surveys or past procurement histories.

**Factor 4, Complexity -- Level 4-4 -- 225 Points**

The employee's work covers the full range of preaward contracting activities. Formal advertising is used primarily, although some sole source negotiation is required. Adequate competition is generally available, although review of the market is occasionally required to determine the availability of specialized items or services. Contracts used are firm fixed-price containing some special provisions. Assignments require development of procurement plans for specialized items or services where previous procurements of the same or similar items are available for review. Changes in the item or market conditions require adaptation of the procurement plan. The employee analyzes procurement requirements, market conditions, the contractor's responsibility, and problems which arise.

**Factor 5, Scope and Effect -- Level 5-3 -- 150 Points**

The purpose of the work is to contract for specific commodities or services. Functions result in the provision of material, services, or equipment from contractors or manufacturers at a fair and reasonable price. The work affects the adequacy of supply support to users of the equipment.

**Factor 6, Personal Contacts -- Level 6-3 -- 60 Points**

Contacts are with a variety of contractors, manufacturers, suppliers, distributors, salesmen, owners of small businesses, and representatives of other agencies. Contacts and negotiations take place in a moderately unstructured situation and require the employee to establish the role and ground rules for the procurement. Contacts within the activity include the small business specialist, technical offices, budget and finance offices, and others.

**Factor 7, Purpose of the Contacts -- Level 7-2 -- 50 Points**

Contacts are made to coordinate procurement approaches, advise technical specialists and contractor representatives on courses of action, and negotiate a fair and reasonable price with contractors, suppliers, or manufacturers. This includes obtaining information, clarifying procurement requirements, resolving recurring problems, advising on appropriate procurement methods and procedures, and providing procurement assistance.

**Factor 8, Physical Demands -- Level 8-1 -- 5 Points**

The employee's work is sedentary.

**Factor 9, Work Environment -- Level 9-1 -- 5 Points**

The employee's work is normally performed in an office setting. However, visits to contractor's plants or facilities are required to perform preaward surveys.

**TOTAL POINTS -- 1995**

## **CONTRACT ADMINISTRATOR, GS-1102-09, BMK #2**

### **Duties**

Administers a variety of fixed-price service, supply, or construction contracts which contain terms and conditions such as progress payments, quantity options, Government-furnished property, or similar provisions; and/or administers specific phases of complex contracts, such as cost contracts with incentives, for which a higher level employee has overall responsibility.

-- Conducts conferences with contractors to clarify issues on contractual requirements, such as billing procedures, material submittals, and socioeconomic clauses.

- Monitors contractor performance through telephone conversations, correspondence, and visits for compliance with applicable laws, delivery schedules, payment provisions, inspections, and other requirements as stated in the contract. Provides guidance to contractor concerning obligations to perform within contractual terms.

-- Reviews, analyzes, and recommends action on problem situations relating to incomplete specifications, deficient Government-furnished property, material shortages, and terminations for convenience.

-- Negotiates extensions of delivery schedules, price adjustments, labor hours, modifications to the contract, and similar agreements when precedents are well established and the contractor's and Government's bargaining positions are close. Prepares determinations and findings of fact relative to negotiations and pricing actions. Coordinates contractor's requests for deviations with buying or requiring activities, and makes recommendations.

-- Recommends issuing cure or show-cause notices when the contractor is not in compliance with contract provisions. Investigates circumstances to determine alternative courses of action, such as extension of delivery schedule for consideration flowing to the Government.

-- Prepares termination files for use in contract termination actions, including amounts paid, audit reports, product rejections, and other related documentation. Reviews termination inventories.

-- Reviews completed official contract file to determine that all contractual actions are satisfied, that there are no pending administrative actions to be resolved, that all file documents are signed, that there are no litigation actions pending, and that the contract is complete in every respect and ready to be closed.

### **Factor 1, Knowledge Required by the Position -- Level 1-6 -- 950 Points**

Knowledge of contract administration principles and practices to monitor contractor performance and to solve problems relating to contract modifications, progress and other payments, and similar problems.

Knowledge of business and industry practices necessary to analyze the contractor's ability to perform the contract.

Knowledge of specific contractual requirements, terms, conditions, and pricing provisions necessary to evaluate costs, to analyze effects of contractor's change proposals, and to develop positions for negotiating fair and reasonable settlements.

Knowledge of procurement monitoring and management control techniques necessary to monitor the contractor's financial and business conditions, to detect indicators having an adverse impact on contract performance (e.g., impending bankruptcy or severance of vendor support), and to recommend appropriate remedial action.

### **Factor 2, Supervisory Controls -- Level 2-3 -- 275 Points**

The supervisor assigns contracts to be administered and managed by the employee. Contracts are selected on the basis of a predesignated area of responsibility. The employee works independently within established procedures, including coordination and resolution of problems which are well precedented. Major deviations from precedents are discussed with the supervisor. The employee searches the regulations and recommends a solution. Completed work and recommendations are reviewed for technical proficiency, soundness of judgment, compliance with policies and procedures, and overall effectiveness achieved. In addition, agency regulations provide for review by a contract review board, on a sampling basis, of postaward actions for contracts over specific dollar amounts.

### **Factor 3, Guidelines -- Level 3-3 -- 275 Points**

Guidelines include Federal and agency procurement regulations, procedural manuals, precedents, and the terms and conditions of the specific contract. The employee selects, uses, and adapts techniques and procedures that are established and specified for contract problem situations pertaining to the administration of a Government contract in the postaward environment. Guidelines are not always clear, sufficient, or applicable to problems that arise between the date of award and completed performance and close out. Analytical ability and judgment are required in interpreting and applying guidelines to a variety of contract administration problems (e.g. developing corrective measures to monitor and cure contract delinquencies, identifying marginally responsible contractors requiring Government management and technical assistance with contract performance, and correcting deficient procurement documents by adding necessary terms and conditions that will assure timely delivery of the product). The employee uses judgment in adapting precedents available and in recommending solution to problems not covered, such as contractor requests for deviations in contract terms, specifications, or payment procedures.

### **Factor 4, Complexity -- Level 4-4 -- 225 Points**

Assignments encompass a full range of postaward activities applicable to fixed-price contracts, including some with economic price adjustments, resulting from both formally advertised and

negotiated procurement methods. The employee reviews the contract for completeness of the award and the contractor's preparation to perform. Monitors contractor performance throughout the life of the contract for compliance with contractual terms and conditions.

The employee analyzes issues that arise and affect timely delivery of the required items. Develops data and recommends or initiates action to resolve a variety of problems. Employee actions include factors not routinely encountered, such as maintaining close surveillance to achieve timely delivery involving special or urgent requirements. Negotiates contract changes.

The employee makes recommendations pertaining to various contractors, contracts, provisions, and problems which involve reports from engineering, production, auditors, and others. Other recommendations concern extending delivery dates, fairness of premium price for accelerated delivery, and inclusion of contractors on the list of nonresponsible contractors.

### **Factor 5, Scope and Effect -- Level 5-3 -- 150 Points**

The purpose of the work is to administer contracts to assure timely delivery of customer requirements, such as equipment. Payments, claims, contractual changes, and other administrative issues affect the business and financial posture of the contractor's company, the expenditure of Government funds, and the timely receipt of services or supplies.

### **Factor 6, Personal Contacts -- Level 6-3 -- 60 Points**

Contracts are in moderately unstructured settings with managers or technical representatives of private industry or other organizations doing business with the Government; and with technical offices, auditors, attorneys, and others of the agency or other agencies.

### **Factor 7, Purpose of Contacts -- Level 7-2 -- 50 Points**

Contacts are to monitor contractor compliance with the contract, negotiate contract changes, and investigate and resolve a variety of contract performance problems. This includes advising on contractual obligations, clarifying issues, coordinating various contractual actions, and devising solutions.

### **Factor 8, Physical Demands -- Level 8-1 -- 5 Points**

Work is primarily sedentary.

### **Factor 9, Work Environment -- Level 9-1 -- 5 Points**

The work is performed primarily in office areas, conference rooms, and similar environments, although some visits to contractor's facilities and work performance sites are occasionally required.

**TOTAL POINTS -- 1995**

## **CONTRACT SPECIALIST, GS-1102-11, BMK #1**

### **Duties**

Serves as contract specialist responsible for preaward and/or postaward functions for a variety of supply, service, and/or construction contracts for several activities within an organizational component or in a geographical area. The employee is responsible for a variety of contracts which frequently require special handling provisions or other specialized terms and conditions. Some contracts cover a period of more than one year. Typical requirements include technical equipment, supplies, construction, and services ranging from standard items which are complicated by urgent delivery requirements or security classification to complex or sophisticated requirements. Examples include equipment or services needed to support a research and development activity; ADP equipment, software and related services; conversion of installation functions from in-house to contract operations; negotiated contracts with disadvantaged business firms; contracts for surgeons and other specialized services and equipment for a hospital; construction projects related to new buildings, roads, bridges, highway sections, tunnels, airports, docks, and others which consist of standard design and specifications; negotiation of contract modifications and change orders caused by inadequate existing drawings, defective specifications, or changed site conditions; alteration and repair projects such as those requiring the demolition and removal of existing walls and windows, relocation of heating and air conditioning systems, and modification of primary lighting and communication channels; contracts for design and/or engineering services, other technical services, and technical equipment and supplies; or contracts for acquisition and installation of building equipment systems.

### **Preaward functions**

- Provides guidance to technical personnel involved in the development of the statement of work or data requirements. Formulates the contracting approach to be taken that will best satisfy the requirement.
- In formally advertised procurements, insures that the bid schedule is properly structured, prepares the solicitation, determines sources to be solicited, conducts prebid conferences, processes protests, determines the responsiveness of bids and determines the responsibility of the apparent low bidder based on an analysis of financial and technical information gained during the preaward survey, and awards or recommends award of the contract.
- In negotiated procurements, the employee plans the procurement action with technical, legal, and contract pricing personnel. Provides guidance in the development of the statement of work and data requirements, determines the type of contract best suited to the requirement, develops special clauses and terms and conditions applicable to the solicitation. Determines the sources to be solicited, prepares applicable determinations and findings, conducts preproposal conferences, receives and evaluates proposals in conjunction with price/cost analysts or other technical personnel, determines the competitive range in negotiations with one or more offerors, prepares award documents and makes presentation to a contract board

of awards or source selection authority when appropriate. Responds to inquiries, including formal protests and congressional inquiries.

### **Postaward functions**

- Monitors contractor performance in relation to the completion schedule required by the contract, insuring timely submission of technical progress reports, making periodic visits to the contractor's facility or work site, detecting and correcting labor standards violations, taking appropriate action to expedite delivery or performance when required by mission changes, monitoring the contractor's use of Government-furnished property inventories, and issuing change orders occasioned by changes in mission requirements, defective specifications, changed site conditions, or changes in Government-furnished property. Negotiates settlements for such changes, approves contract payments, assesses liquidated or actual damages for nonperformance, issues show cause or cure notices, terminates contracts for default or convenience and negotiates settlements, prepares replies to other involved agencies, appeal boards, or congressional inquiries.

### **Factor 1, Knowledge Required by the Position -- Level 1-7 -- 1250 Points**

Knowledge of contracting principles and procedures applicable to preaward and/or postaward actions sufficient to procure and/or administer contracts for a variety of specialized equipment, services, and/or construction. This includes skill in negotiating sole source contracts and modifications.

Knowledge of a variety of fixed-price and cost contracts, use of special provisions and incentives, and unique regulatory requirements pertinent to diverse procurements, e.g., construction, ADPE, research and development, complex equipment, and/or services.

Knowledge of market conditions and forces interested in and capable of performing a specific contract, including those where a limited number of sources are available, sufficient to identify potential contractors and to evaluate bids or proposals for responsiveness.

Knowledge of cost and price procedures and techniques to evaluate bids or offers and responsibility of contractors on the basis of competition, historical costs, reports from auditors or technical specialists, contractor cost breakdowns regarding labor, materials, overhead, and profit, or other evaluation criteria and selection processes where the information is usually available.

### **Factor 2, Supervisory Controls -- Level 2-4 -- 450 Points**

Supervisor makes assignments in terms of contracting actions to be performed. The employee plans and implements the procurement approach and establishes pricing objectives in consultation with the supervisor. The employee initiates necessary coordination with requirements offices, accounting and legal offices, staffs of other agencies, and with contractors, to obtain supporting documentation and resolve conflicts including disagreements over technical descriptions, elements of cost, legal matters, and performance problems. The employee keeps

the supervisor informed of progress, potentially controversial issues, or matters which affect policy. Work is reviewed from the overall standpoint of providing a viable procurement approach for meeting established objectives, or for results achieved in meeting delivery schedules and contractual conditions. The employee has considerable latitude in dealing with problems arising during the preaward or postaward phases of the procurement action. As dollar thresholds increase, formal reviews by boards of experts are generally prescribed by agency regulations to insure compliance with legal and regulatory requirements and effectiveness of procurement strategy.

### **Factor 3, Guidelines -- Level 3-3 -- 275 Points**

Guidelines include Federal procurement laws, agency and local procurement regulations, and Comptroller General and other legal precedents. These guidelines typically cannot be applied directly and require interpretation to determine the extent of relevance to particular procurements. The employee exercises judgment and initiative to identify those aspects of regulations which apply to the particular procurement, develops justification for adopting a contractual posture, tailors provisions to meet special requirements, and develops criteria or justifications involving contractor's claims. The employee also uses special clauses, clearances, and determinations applicable to certain procurements, such as construction and ADPE.

### **Factor 4, Complexity -- Level 4-4 -- 225 Points**

Assignments cover the full range of preaward and/or postaward functions associated with a variety of supply, construction, service, and/or equipment contracts which are formally advertised and negotiated. Some of the contracts include such complexities as:

- Use of various fixed-price and cost contracts;
- Inclusion of special provisions, e.g., Government-furnished property, quality assurance inspections, and similar terms and conditions;
- Limited competition because of the urgency or quantity specified;
- Negotiated contract changes to accommodate changes in mission requirements, defective specifications, or similar problems;
- Cost analysis required on initial pricing or contract modifications;
- Contractual periods of more than a year.

Decisions are based on analysis of alternatives, adaptation, or modification of procedures, or resolution of incomplete or conflicting technical or contractor data. For example, preaward analyses include evaluating data received from various firms, determining the responsibility of the contractor to perform considering financial and other resources, preparing various justifications involving sole source or source selection, or similar analyses. Construction contracts generally require development and monitoring of numerous special provisions, and

strong labor oversight, e.g., determining contractor compliance with wage scales, overtime payments, nondiscrimination practices, and special Department of Labor programs. In the postaward area, the employee makes decisions or recommendations concerning such problems as labor standards violations, expediting delivery, issuing change orders occasioned by changes in mission requirements, issuing show cause and cure notices, exercising contractual options, making progress payments, and processing contractor claims.

**Factor 5, Scope and Effect -- Level 5-3 -- 150 Points**

The purpose of work is to perform preaward and/or postaward contracting activities to procure diverse customer requirements covering a wide range of construction, technical services, and/or equipment. Effective and timely procurements enable the serviced organizations to accomplish their various missions.

**Factor 6, Personal Contacts -- Level 6-3 -- 60 Points**

Contacts include local and national firms, small businesses, disadvantaged business firms, and other suppliers. Typical contacts with contractors include officers and technical experts representing these firms. The employee works with technical staff, attorneys, auditors, and others from within the agency or other agencies. The contacts occur in moderately unstructured settings, with the roles and authorities being developed during the negotiation or discussion.

**Factor 7, Purpose of Contacts -- Level 7-3 -- 120 Points**

The purpose of contacts with external groups is to conduct conferences, obtain information necessary for preaward evaluations, conduct factfinding, negotiate contracts and modifications, and resolve numerous problems arising during contract administration. Contacts with internal groups are to advise on developing specifications and evaluation criteria for contractual actions,

to evaluate proposals, and to prepare prenegotiation positions. The employee must be skillful in dealing with personnel with highly divergent points of view and must be persuasive in the preaward and/or postaward phases of the contract cycle.

**Factor 8, Physical Demands -- Level 8-2 -- 20 Points**

The employee visits construction and production sites on a regular and recurring basis. The purpose of the visit is to conduct wage surveys, inspect work in progress, resolve differences between technical and contractor personnel, evaluate claims pertaining to changed site conditions. Site visits typically require working around machines, moving equipment, construction in progress, walking in partially completed structures, climbing ladders, entering excavation sites or similar situations.

**Factor 9, Work Environment -- Level 9-2 -- 20 Points**

The employee is subjected to moderate risks or discomforts, on a regular and recurring basis, which require special safety precautions. These situations arise when the employee is required to visit plants or construction sites where machines, earth moving equipment, chemicals or other construction equipment are in operation. Employee is required to use appropriate protective equipment such as hardhats, goggles, boots, and similar clothing.

**TOTAL POINTS -- 2570**

**CONTRACT SPECIALIST, GS-1102-11, BMK #2****Duties**

Serves as contract specialist responsible for formal advertising and negotiation activities involved in the procurement of supplies, services, or equipment to meet the consolidated requirements of the command, agency, or department(s). Products or services include items which are modified or designed for the specific purpose, and are characterized by multiple specifications, testing requirements, bid samples, and production samples.

- Performs market analysis to determine availability of the product or producers. Monitors industry factors related to the commodity, such as strikes, shortages, and inflation. Analyzes market trends, distribution patterns, and technological advances. Assesses the impact of socioeconomic considerations on the procurement actions. Reviews industry publications and meets with industry representatives to acquire or exchange information.
- Develops new sources, based upon projected needs of the Government and industry analysis. Resolves specification problems which limit competition among users, modifies contractual clauses which discourage potential bidders from participating, works with contractors and potential bidders to identify possibilities for converting production to Government needs, and determines the most advantageous time to solicit bids. Coordinates with industry associations and the Small Business Administration in efforts to expand competition.
- Develops the solicitation. Determines quantities to be included in a solicitation based on economical order quantities, market conditions, delivery requirements, production capabilities, specifications required, and preaward samples. Determines specific contract language and clauses, selects the appropriate type of contract, and coordinates with socioeconomic specialists relative to special programs. Determines minimum or maximum order limitations, method of award, transportation and delivery, and publication and distribution of solicitations.
- Evaluates bids or offers submitted, determines responsiveness to the solicitation, evaluates bidder's capacity to perform and comply with contract clauses and specifications, coordinates with technical specialists on bid samples, and evaluates protests and mistakes in bids.
- Performs price analysis, analyzing commercial pricing practices applicable to assigned commodities and economic developments relative to increased material, labor, or transportation costs as reflected in price indices. Evaluates cost and price data submitted by offerors to support direct and indirect costs and fee or profit. Determines reasonableness of prices offered.
- Plans and conducts negotiations on price, technical requirements, terms, and conditions of the contract.
- Awards or recommends award in accordance with delegated authority.

**Factor 1, Knowledge Required by the Position -- Level 1-7 -- 1250 Points**

Knowledge of contracting procedures, types, and methods, including formal advertising, negotiation, fixed-price, cost contracting, and use of special provisions and incentives to enable the buyer to plan and carry out contracting assignments.

Knowledge of the industry which manufactures assigned commodities to determine sources of supply and to analyze the effects on agency requirements of industrial developments, seasonal price trends, economic factors affecting supply, transportation costs, and availability of storage facilities.

Knowledge of cost and price analysis techniques to perform a variety of computations relative to item costs, packing, packaging, specification requirements, delivery charges, and transportation costs to determine the best buy for the Government.

Knowledge of negotiation techniques and skill in devising negotiation strategies to deal with contractors in resolving such problems as reducing costs, adjusting delivery schedules, and negotiating in sole source environments.

**Factor 2, Supervisory Controls -- Level 2-3 -- 275 Points**

The supervisor or team leader provides general guidance on the objectives and priorities of assignments, on planning unusual or significant procurements, and on interpreting complex regulations or requirements. The employee develops the approach to each case, prepares the procurement plan, and carries out industry analyses independently up to the point of recommendation for award. Technical review of completed work includes an examination of awards recommended, the completeness of the transactions, and any impact on future procurements. Work is also reviewed from the standpoint of policy considerations and implications for the procurement program.

**Factor 3, Guidelines -- Level 3-3 -- 275 Points**

Guidelines include Federal and departmental or agency regulatory issuances, Comptroller General decisions, Federal and other specifications, precedent transactions, Federal and commercial catalogs, and procedural instructions. The employee studies, evaluates, and selects available reference information and regularly makes adaptations of established techniques and methods to meet the needs of the assignment. Guidelines are not always available pertaining to specific contracting applications or situations, and require judgment in analyzing and evaluating data, e.g., determining the procurement method, selecting or interpreting contractual clauses or special provisions, determining the degree of competition and relationship of prices previously paid to established commercial prices, and evaluating the responsibility of the contractor to perform successfully based on surveys or past procurement histories. Guidelines applicable to industry studies are general in nature, and require judgment and resourcefulness in adapting studies to specific requirements and to the overall procurement process.

**Factor 4, Complexity -- Level 4-4 -- 225 Points**

Work assignments require the use of advertised and negotiated procurement actions and market analysis to evaluate prices and determine availability of supplies and sources. Such complexities are encountered as:

- Manufacture or modification of items to Government specification;
- Multiple specifications, testing requirements, bid and preproduction samples;
- Lack of prior procurement experience because of obsolescence of previous items or changes in manufacturing processes;
- Frequent price changes;
- Changing labor markets;
- Unstable supplies of materials.

In developing the solicitation, decisions involve determining quantities to be procured, specifications required, preaward samples, specific contract language and clauses, type of contract, special program requirements, minimum and maximum order limitations, and methods of transportation and delivery. In evaluating bids or proposals, decisions involve determining adequacy of response, whether to cancel and readvertise, and whether to accept or reject bids or offers which request exceptions to terms, delivery dates, or other requirements. Specifications become more complicated as the number of users expands, and conversely, as the end use becomes more diversified. New or modified specifications require intensive analysis and coordination with contractors and users. Work includes refining methods, such as modifying contractual clauses which discourage potential bidders from participating, identifying the possibility of converting production to Government needs, and determining the most advantageous time to solicit bids.

**Factor 5, Scope and Effect -- Level 5-4 -- 225 Points**

The purpose of the work is to plan and carry out large volume procurements to meet the consolidated requirements of the command, agency, or department(s). This involves assessing the needs of the command, agency, or department(s); analyzing the market to determine the availability of items or services; analyzing industrial distribution patterns and transportation factors; and resolving problems stemming from unfavorable market conditions or from specialized requirements. The volume of procurements has a substantial effect on the industry which manufactures assigned commodities, and on the timely support of commodities or services to a variety of agencies or departments, or to activities throughout the agency or department located in the United States and overseas.

**Factor 6, Personal Contacts -- Level 6-3 -- 60 Points**

Contacts include private industry representatives, vendors, contractors, and manufacturers; technical offices and management officials of other Federal agencies or departments and technical offices, legal counsel, price analysts, small business representatives, accountants and auditors, and transportation specialists within the agency. Contacts take place in moderately unstructured situations, and the employee must establish the ground rules for the meeting.

**Factor 7, Purpose of Contacts -- Level 7-3 -- 120 Points**

Contacts are to negotiate prices and terms to establish an agreement that is in the best interest of the Government. Skill is required as contractors have different objectives concerning profit and related matters. Other contacts with contractors are to enhance competition by persuading reluctant suppliers to participate, develop alternatives as a means of promoting competition, gather data from industry regarding ability to perform the contract, and explain customer requirements. Contacts with other agencies or departments are to gather data regarding their needs and to discuss requirements, prices, and terms. Contacts within the agency are to advise technical personnel of contractual procedures and to coordinate with related offices in each phase of the contracting process.

**Factor 8, Physical Demands -- Level 8-1 -- 5 Points**

The work is sedentary in nature.

**Factor 9, Work Environment -- Level 9-1 5 Points**

The employee's work is normally performed in an office setting. However, occasional visits to contractor's plants or facilities are required.

**TOTAL POINTS -- 2440**

## **CONTRACT ADMINISTRATOR, GS-1102-11, BMK #3**

### **Duties**

Serves as contract administrator assigned to a contract administration team. The team chief, a warranted contracting officer, assigns a group of contractors for which the employee performs the full range of contract administration functions to the point of signature, including negotiation of delivery orders, spare parts and provisioning orders, orders against basic ordering agreements, and indefinite quantity contracts. Contracts are for the design, development, and manufacture of a variety of products and services, ranging from microelectronics to air conditioning equipment.

- Performs contract administration functions, handling a variety of actions and problems relating to assigned contracts. Maintains funds status by various management accounts to insure that over-obligation does not occur on orders. Analyzes contract fund status reports, reviews actual expenditures made by contractor, reviews reports made by technical specialists, determines if the contractor's progress and expenditures compare with negotiated estimates, and prepares appropriate correspondence and recommendations to the contracting officer. Coordinates with the contracting officer to obtain additional funds or to deobligate funds when the contractor's performance varies significantly from the original estimate.
- Coordinates with the buying office on contractor's requests for waivers or deviations from contract terms. Resolves delivery schedule problems with contractor and buying activity, and negotiates delivery schedule changes. Reviews, investigates, and recommends actions on overtime requests, allowability of costs, and problems concerning Government property. Reviews progress payment requests to assure that required clauses in the contract are met, that proper rates are being applied, and that proper accounting is made. Maintains records and registers on the status of various contract administration actions or requirements.
- Advises contractor as to scope of work statements, shipping requirements, EEO requirements for clearances of subcontractors, and other questions regarding the meaning of terms and conditions. Evaluates contractor compliance with applicable contract clauses, e.g., small business, patent rights, labor laws, and progress reports.
- Requests determination of overhead rates from auditor for cost contracts and assures delivery, inspection, and acceptance of the contractual end items before recommending final closeout of the contract. Assures deobligation of excess funds, and that special test equipment, tooling, and Government-furnished property is properly accounted for. Negotiates with contractors for consideration when delinquencies occur. Uses the reports, advice, and assistance from the legal office, price/cost analysts, quality and production specialists, and property administrators in making determinations and recommendations.
- Receives requests from procuring activities for specific services and/or products specified under basic ordering agreements, or by provisioning and spare parts clauses of contracts. Reviews requests and meets with the contractor to assure understanding of the requirements. Issues an unpriced order for the item or service to enable the contractor to begin work.

Receives subsequent formal proposals prepared by the contractor, and determines the extent of price or cost analysis and technical analysis required. Reviews elements of proposals using previous experience with similar items, contractor's actual expenditures, and established rates as guides. Forwards larger proposals to technical specialists (auditors, price/ cost analysts, or engineers) for in-depth review. Establishes a fair and reasonable negotiation position based on a knowledge of the contractor's operations and the reports of the technical specialists. Establishes fee or profit to be allowed based on guidelines established in the basic agreement or contract, and by regulation. Negotiates directly with the contractor regarding final settlement and prepares supplemental agreement for the contracting officer's signature. Prepares negotiation memoranda to explain rationale and methods used in arriving at the final settlement and prepares full documentation for cases requiring formal review.

### **Factor 1, Knowledge Required by the Position -- Level 1-7 -- 1250 Points**

Knowledge of policies and procedures to plan and carry out a full range of contract administration functions relating to large basic ordering agreements and contracts with cost-plus-fixed-fee, fixed price plus-incentive, and firm fixed-price provisions.

Knowledge and skill in the use of negotiation techniques to negotiate postaward changes to contracts and orders on basic ordering agreements, which involve the added difficulty of dealing with a single source.

Knowledge of business and industrial practices, technical requirements of items, and the contractor's operations sufficient to establish a reasonable negotiation position. Requirements involve production, modification, and testing of specialized products and services.

Knowledge of price and cost analysis sufficient to review proposals against previous history, actual expenditures, and established rates to determine a negotiation position, and to evaluate and use results of reviews performed by price/cost analysts.

### **Factor 2, Supervisory Controls -- Level 2-3 -- 275 Points**

General technical and administrative supervision is provided by the supervisor, who assigns the employee to a team. Day-to-day technical supervision is provided by the team leader who is a warranted contracting officer. The employee performs the full range of contract administration functions (e.g., negotiation of orders, resolution of delivery problems, reviewing request for payment, and closing out contracts) for a group of contractors. The team leader indicates any special considerations on individual actions, special priorities, deadlines, unusual requirements, or unprecedented situations. Much of the work performed by the employee (e.g., answering questions and resolving problems) is generated from dealings with contractors in the ongoing assignment. The employee independently determines actions to be taken on assigned contracts, plans and carries out the contract administration functions required, and uses judgment in selecting methods and techniques for accomplishing assignments within the scope of established guidelines and precedents. For example, the employee establishes a negotiation goal and

prepares a negotiation plan and, after securing approval from the contracting officer, negotiates with the contractor. The employee refers problems and questions involving controversial issues of disagreements concerning the interpretation of contractual requirements to the team leader after searching precedents and regulations to develop a recommended solution. Completed work is submitted for signature and is reviewed by the contracting officer to assure that appropriate factors have been considered, that the analysis is sound, that the completed work complies with established procurement policies and procedures, and for adequacy of results. Methods used in arriving at end results are not normally reviewed in detail.

### **Factor 3, Guidelines -- Level 3-3 275 Points**

Guidelines include contracting regulations and manuals applicable to contract administration, and precedents and historical background applicable to assigned contracts and contractor's facility. Guidelines, such as those for determining negotiation and profit objectives, provide general policy guidance, but do not include specific procedures for all situations. Changes in the services and products involved prevent the use of past negotiations for guidance. The employee uses judgment in interpreting guidelines, in adapting procurement procedures to specific situations, and in recommending solutions to problems encountered. For example, the incumbent uses judgment in determining negotiation objectives that will result in a fair and reasonable price and will protect the interests of the Government, in determining profit objectives for specific negotiations, in determining contractor's compliance with specific provisions of the contract, and in analyzing contractor's actual costs and percentage of completion against proposed objectives established in the original settlement.

### **Factor 4, Complexity -- Level 4-4 -- 225 Points**

The work involves a wide range of contract administration functions involving such complexities as:

- Use of a variety of complex contracts, e. g., cost-plus-fixed-fee, fixed-price incentive, and firm fixed-price;
- Use of a number of special provisions;
- Involve specialized products, e.g., defense, space, and energy requirements;
- Involve contractual periods on individual contracts extending up to two years.

Decisions are based on in-depth analysis of alternatives and knowledge of unique capabilities and characteristics of the assigned contractors, and require resolution of incomplete or conflicting technical and contractor data. For example, in determining a negotiation position, the employee must reconcile differences between the reports of different technical specialists (e.g., when the auditor and price/cost analysts do not agree), or must evaluate the results of technical reports concerning aspects of the contractor's proposal based on a knowledge of the contractor's operations and of special circumstances which warrant consideration in the negotiations. Decisions made by the employee involve the interpretation of a large amount of technical data provided by the contractor and the various technical specialists, and the interpretations of regulatory information concerning complex contract and various special provisions.

**Factor 5, Scope and Effect -- Level 5-3 150 Points**

The purpose of the work is to perform contract administration functions for a group of assigned contracts and to resolve problems relating to those contracts using accepted contracting procedures and precedents. Payments, contractual changes, and other administrative actions or recommendations affect the contractor's operations and financial position, and the Government's expenditure of funds and receipt of services.

**Factor 6, Personal Contacts -- Level 6-3 -- 60 Points**

Contacts occur in moderately unstructured settings with management and technical officials of the contractor (e.g., presidents, vice-presidents, contract administrators, accountants, and finance personnel) with agency or departmental officials (e.g., auditors, attorneys, price/cost analysts, and engineers); with various buying activity personnel (e.g., contracting officers and technical specialists).

**Factor 7, Purpose of Contacts -- Level 7-3 -- 120 Points**

Contacts are to monitor contractor compliance with terms and conditions of the contract, and to negotiate contract modifications, delivery orders, and changes to basic contracts and agreements. Difficulties are frequently encountered in reaching an equitable agreement as the contractor and the Government have opposing goals. The employee must be skillful in negotiations and in obtaining agreement with prices and terms being negotiated.

**Factor 8, Physical Demands -- Level 8-1 -- 5 Points**

The work is mostly sedentary, but some walking is required in visits to the contractor's facility.

**Factor 9, Work Environment -- Level 9-1 -- 5 Points**

Work is performed primarily in an office setting.

**TOTAL POINTS -- 2365**

## **CONTRACT PRICE/COST ANALYST, GS-1102-11, BMK #4**

### **Duties**

Performs contract price and cost analysis in a buying or contract administration office with responsibility for analyzing a variety of proposed procurements, supplement procurements, contract changes, price redeterminations, terminations, and others as required. Analyses involve a wide range of factors affecting contractor's cost and prices, although pertinent historical data are generally available. Examples of procurements include research and development contracts, engineering services, weapons systems hardware, ADPE, engineering change proposals, spare parts provisioning such as parts used in aircraft or ground equipment, service contracts, and/or facilities and supply contracts to include the prime producer as well as major component producers.

- Analyzes and evaluates unit cost and pricing data contained in proposals to determine reasonableness of all elements of cost. Prepares report of findings for forwarding to the contracting officer.
- Analyzes and evaluates findings contained in audit reports, such as cost items questioned or unresolved. The employee supports recommendations with detailed analysis of each cost element, as necessary. Assists contracting officer in resolving areas involving routine costs and accounting issues.
- Performs analysis of contractor's projected estimated cost for reasonableness and fairness. Proposals generally have precedent or pertinent historical data available. Procurements range from minor items to those requiring extensive amounts of time and money for production of each unit, and include equipment subject to change in design, specification, or manufacturing practices.
- Consults with contractor personnel, engineers, auditors, and administrative personnel to determine that pricing, make or buy decisions, and all cost impact decisions are in the best interest of the Government. As required, establishes the prenegotiation pricing position, attends conferences between the contracting officer and contractors relative to pricing actions, and presents reasons for arriving at determinations of allowable costs and recommendations made. Assists the contracting officer in negotiations or conducts the final price negotiations, as requested.
- Ascertains reasonableness of proposed labor and overhead rates and labor escalation factors based on audit reports or other available sources, e.g., rates in the Department of Labor Index labor unions agreements, payroll records, salary and wage schedules, and publications of recognized economic forecasting services. Analyze cost data contained in proposals, which relate to price revisions due to escalation and changes in procurement requirements.

- Reviews proposed costs to protect against excessive charges to the Government. Considers the higher costs of producing Government work due to such requirements as closer tolerances, more detailed and careful inspection, additional engineering services, and other facts not generally required in fabricating commercial items. Visits contractor's facilities to obtain, verify, and analyze data offered in support of proposals when adequate data or information is not furnished or available.

### **Factor 1, Knowledge Required by the Position -- Level 1-7 -- 1250 Points**

Knowledge of contracts and incentives to develop and recommend the most suitable type of contract and incentive structure for use by the contracting officer.

Specialized knowledge of price and cost analysis principles and procedures to analyze, evaluate, and negotiate, or participate in the negotiation of various cost elements on a wide variety of contract proposals or changes.

Knowledge of the commodities, engineering and manufacturing processes, or other technical considerations necessary to analyze and use technical evaluation reports and to evaluate historical production and statistical cost data relating to the contractor's capability;

Knowledge of negotiation techniques sufficient to explain the Government's pricing position to representatives of business and industry, other Federal agencies, and the activity's contract negotiation team.

### **Factor 2, Supervisory Controls -- Level 2-4 -- 450 Points**

The supervisor assigns cost and price proposals for the employee to review. The supervisor or the contracting officer, as appropriate, advises the employee whether to participate in negotiations. The employee independently determines the extent and depth of review necessary concerning evaluation of contractor's projected costs, accounting system, and production system.

The employee develops a factfinding plan and coordinates with auditors, technical and production specialists and others as necessary. The employee determines reasonableness of the various cost elements, develops justification for exceptions, and formulates the recommended price objectives. The employee consults with the supervisor on controversial or unusual situations. The employee's completed report is reviewed by the supervisor for feasibility of price strategy.

### **Factor 3, Guidelines -- Level 3-3 -- 275 Points**

Guidelines include Federal and departmental or agency procurement policies and procedures which set the parameters for cost and price analysis in the areas of cost principles, profit policy, contract types, and negotiations. Historical data are generally available, as well as reports made by auditors and technical or production specialists. The employee selects pricing techniques, making adaptations as necessary in dealing with specialized requirements of various contract proposals. For example, the

employee uses judgment in the analysis of audit and technical reports to identify apparent deficiencies in the contractor's estimates which tend to increase costs, and in the analysis of factors affecting prices to determine the reasonableness of the contractor's proposals and to recommend a contract type and incentives for negotiation purposes.

#### **Factor 4, Complexity -- Level 4-4 -- 225 Points**

Assignments include application of a variety of cost analysis techniques to analyze and evaluate the various factors affecting contractor's costs and prices. Requirements range from minor equipment to commodities which are subject to design or specification changes or the introduction of charges in manufacturing processes. Many proposals extend for more than one year and require projecting expected changes in labor and material costs and technology which do not permit price comparisons because of restricted competition and a limited number of producers of the desired equipment or service.

#### **Factor 5, Scope and Effect -- Level 5-3 -- 150 Points**

The purpose of the work is to analyze and evaluate price and cost data contained in a variety of contract proposals to determine reasonableness of elements of cost. The pricing position recommended by the employee is used by contracting officers in negotiating initial contracts, evaluating changes occurring during the progress of the contract, or in contract terminations and settlements. The work affects the cost to the Government, and the costs and expenses allowed or profit realized by the contractor.

#### **Factor 6, Personal Contacts -- Level 6-3 -- 60 Points**

Personal contact are with contractors and their financial, technical, or management representatives; with technical and audit representatives within the agency or from other Federal agencies; and with agency or activity contracting officers or specialists. The contacts occur in moderately unstructured settings with the purpose and extent of each contact varying, depending upon the factfinding requirements for the particular proposal evaluation and preparations for negotiation.

#### **Factor 7, Purpose of Contacts -- Level 7-2 -- 50 Points**

Contacts are to verify or clarify pricing data and information contained audit and technical reports. Some contacts with auditors or technical representatives are to coordinate the timely receipt of reports. Contacts with contractors are to review findings, and during negotiations or conferences, to assist the contracting officer by explaining the reasons for arriving at determinations of allowable costs.

#### **Factor 8, Physical Demands -- Level 8-1 -- 5 Points**

The work is primarily sedentary.

**Factor 9, Work Environment -- Level 9-1 -- 5 Points**

The work is primarily performed in office areas, conference rooms, and similar environments. However, it requires some traveling to contractors' facilities and work performance sites.

**TOTAL POINTS -- 2470**

## CONTRACT SPECIALIST, GS-1102-11, BMK #5

### Duties

Serves as contracting officer for a small field office of an agency or department responsible for procurement and contract administration functions for technical services, studies, machinery, maintenance services, facilities support services, and specialized equipment, such as multi-purpose generators, air conditioning trailers, and various commodity items.

- Plans the overall contracting program, including the preparation of annual plans and the scheduling of individual procurement actions and priorities to meet program objectives within established policies. Reviews procurement submissions for adequacy and completeness, and resolves any problems prior to initiation of contractual action.
- Reviews potential small business market and selects procurement packages for small business set-asides. Reviews locations of potential contractors, or location of work, and selects labors, surplus area set-asides where possible. Assures that bidders mailing lists contain the names of socially and economically disadvantaged businesses and women-owned businesses.
- Determines methods of procurement, either formally advertised or negotiated. Prepares the procurement plan and necessary justifications and/or determinations and findings. Prepares solicitation, assuring that all applicable laws and regulations are observed, and that specifications are clear. Obtains Department of Labor wage determinations, and prepares synopsis of procurement.
- For formally advertised contracts, conducts public bid opening. Analyzes bids received, makes necessary investigations to determine bidders' qualifications, and makes contract award within delegated limits.
- For negotiated contracts, assures that technical evaluation factors and basis for award are clearly stated in the request for proposal. Participates with technical evaluation committee, determines competitive range, negotiates with contractors, and makes analysis leading to award.
- For contract administration, plans and conducts postaward conferences to assure understanding of contractual requirements. Establishes work schedule with contractor and tracks progress, developing and maintaining systems to evaluate performance related to delivery and cost. Identifies potential problem areas and initiates remedial action. Responsible for effective use of Government- furnished property. Consents to placement of subcontracts after considering elements such as the technical capability of prospective subcontractors, need for small and disadvantaged business involvement, and compliance with applicable laws and contractual provisions.

- Incorporates new or changed contract requirements, or settles issues that develop after contract placement, including making eligible adjustment in price and delivery schedules under a variety of conditions.
- Investigates problems, disputes, and labor violations, and makes final decision and determinations and findings for legal review. Prepares appeals cases for transmittal to the appeals board. Settles a variety of claims, except fraud, and makes final decisions on termination for convenience and for default. Negotiates settlement agreements with prime contractors, including settlement of cost claims, determining allowable costs, agreeing on termination inventory or amount of work remaining, and determination of profit.
- Conducts training in the contracting functions for technical, administrative, and contract support personnel.

### **Factor 1, Knowledge Required by the Position -- Level 1-7 -- 1250 Points**

Knowledge of the organization's programs and technical requirements sufficient to plan and carry out a procurement program and to advise technical representatives in procurement planning and preparation of the statement of work.

Knowledge of contracting methods to procure a wide variety of goods, services, and small construction projects through formal advertising and negotiation. This includes skill in negotiation sufficient to negotiate postaward contract changes and settlements.

Knowledge of a variety of contracts, including use of standard and modified provisions to suit unique procurement situations, sufficient to plan and conduct the procurements.

Knowledge of business practices to accomplish less complex preaward-surveys. This includes workload analysis, including analysis of surge capabilities, financial capability, staffing plans, and accomplishment projections. Requests certificates of competency from Small Business Administration when required.

Knowledge of price and cost analysis to determine reasonable, allowable, and allocable costs for negotiating contracts initially and for negotiating postaward changes and settlements.

Knowledge of the market and sources, including small and disadvantaged businesses eligible for set-asides.

Knowledge of contract administration principles and practices to monitor contract performance over the life of contracts, and to solve a broad range of problems relating to change proposals, claims, payments, and similar problems.

Knowledge of contract termination functions to review and analyze settlement proposals, audit reports, technical evaluations, and subcontractor claims; to determine allowable costs, proper profit to be allowed, termination inventory, disposal of Government property, and similar issues; and to negotiate settlements.

### **Factor 2, Supervisory Controls -- Level 2-4 -- 450 Points**

The employee is the technical authority for contracting in the field office, and develops procurement plans for the activity in consultation with the requiring offices and with activity management. Technical assistance is provided by higher organizational echelons. The employee makes award within delegated limits and is then responsible for all postaward contractual actions. Employee identifies projects which are beyond delegated authority for referral to higher headquarters. Work performed within delegated authority is not technically reviewed, but is normally evaluated for results achieved.

### **Factor 3, Guidelines -- Level 3-3 -- 275 Points**

Guidelines include Federal and departmental or agency procurement and socioeconomic policies and precedents, and legal and Comptroller General decisions. The employee selects and applies the appropriate procurement procedures relating to advertising or negotiating contracts, the type of contract most suitable, special provisions, cost and pricing data, and other procurement requirements. Most requirements are for services using standardized contract formats which must be modified to meet the needs of each procurement, although some items or services are unique and require innovative contracting techniques. Once the contract is awarded the employee must use available legal precedents to make decisions on administrative problems, ranging from common to unusual ones requiring detailed searches of procurement literature to identify precedents.

### **Factor 4, Complexity -- Level 4-4 -- 225 Points**

Assignments cover the full range of preaward and postaward activities for supplies, services, and equipment which are procured through formal advertising and negotiation. Complexities include:

- A wide variety of supplies and services, including specialized items and services, or those requiring special handling;

- Use of a variety of contracts, e.g., firm fixed-price, indefinite quantity, time and materials, requirements contracts with option or economic price adjustment clauses, and orders issued under schedules;
- Sole source negotiations;
- Limited cost analysis;
- Remote locations;
- Rigid contractual periods and specifications.

Decisions are based on consideration of a variety of factors, including variations in procurement approaches to meet individual requirements, resolution of technical problems, conducting business management evaluations, consideration of competing interests within the geographic areas served, conformance with rigid specifications, time constraints, and special handling occurring in both the preaward and postaward phases. Responsibilities involve planning the total procurement function for the activity, as well as performing individual procurements. The work involves making numerous decisions throughout the preaward and postaward phases, such as evaluation of bids and proposals, contractor's responsibility, progress, compliance with the terms of the contract, and devising fair and reasonable settlement of claims or terminations.

#### **Factor 5, Scope and Effect -- Level 5-4 -- 225 Points**

The purpose of the position is to plan and execute the procurement function for a small field activity, including exercise of final commitment authority within monetary limits. The work involves developing annual plans and measuring program success throughout the year in terms of preestablished agency program goals and immediate procurement needs. Procurement actions support the timely accomplishment of the programs performed at the activity and affect local firms including small businesses.

#### **Factor 6, Personal Contracts -- Level 6-3 -- 60 Points**

Contacts are with a variety of contractors and businesses and with agency specialists from the programs served and higher headquarters. Contractor contacts are normally with owner-operators, but also include other contractor representatives, technical personnel, and attorneys. Contacts are usually in moderately unstructured settings, and occur for a variety of reasons.

**Factor 7, Purpose of Contacts -- Level 7-3 -- 120 Points**

Contacts are to negotiate fair and reasonable prices with contractors, provide advice concerning contract laws and contract provisions, negotiate changes and termination settlements, obtain information, clarify problem areas, and instruct technical personnel for the role of contracting officer's representative. The employee must be able to resolve diverse viewpoints and objectives through compromise or development of suitable alternatives.

**Factor 8, Physical Demands -- Level 8-2 -- 20 Points**

The employee visits outdoor contract work sites on a regular and recurring basis. This involves travel over minimally improved roads, hiking in roadless areas, traveling over rough and rocky ground, and passing through areas clogged with downed trees and brush. Some dexterity is required to visit and review most contract projects.

**Factor 9, Work Environment -- Level 9-2 -- 20 Points**

Much of the work is performed in an office setting. Visits are made to contractor sites on a regular and recurring basis for factfinding, negotiations, and monitoring or inspecting. Employee is exposed to inclement weather and stinging insects. Hardhats or other protective clothing are required in construction and forestry work areas.

**TOTAL POINTS -- 2645**

## **PROCUREMENT ANALYST, GS-1102-11, BMK #6**

### **Duties**

This position is located in a procurement or contract administration office and is responsible for the small and disadvantaged business program for an assigned geographic area containing 20-35 prime contractors engaged in research, development, and/or production of major electronic and mechanical systems, assemblies, components, and spare parts under Government contract. Provides guidance on socioeconomic opportunities and programs affecting small, disadvantaged, women-owned businesses and labor surplus areas.

- Reviews procurement requests to determine whether the procurement can be performed by small businesses. Initiates action to have all or part of a procurement set-aside exclusively for small business performance.
- Provides small and disadvantaged business firms with information regarding means for doing business with the Federal Government, including assistance available from Federal agencies. Advises potential suppliers on procedures concerning formal advertising and negotiated acquisitions, subscribing to the Commerce Business Daily, submitting unsolicited proposals, and information regarding bids, bidder's mailing lists, and commodity lists.
- Locates and furnishes information on capable small and disadvantaged business firms for consideration as potential sources for current and future acquisitions. Advises firms on federal requirements.
- Implements Government policy designed to assure uniform application throughout the assigned area with respect to subcontracting programs involving the various small and disadvantaged businesses. Reviews and evaluates prime contractor's small and disadvantaged business subcontracting plans. Advises contracting officers on determining acceptability of subcontracting plans submitted by prime contractors. Recommends items for negotiation.
- Schedules and conducts compliance reviews of prime contractors having contracts with a small business subcontracting plan clause. Reviews prime contractor programs for possible breakout of items suitable for small and disadvantaged business concerns. Reviews subcontracting plans for adequacy, verifies supporting records, and takes a random sample of subcontract solicitations to ascertain the contractor's performance on the program. Monitors contractor performance through quarterly reports. Prepares reports of findings. Reviews facility expansion and modernization programs submitted by prime contractors to determine impact on small businesses. Provides comments on negative preaward survey reports concerned with small business firms. Investigates complaints and provides information on findings.

- Participates in interagency programs and in Government-industry conferences to promote and assist small and disadvantaged business concerns. Conducts instruction and training for personnel whose functions affect small and disadvantaged business concerns.

### **Factor 1, Knowledge Required by the Position -- Level 1-7 -- 1250 Points**

General knowledge of contracting procedures, methods, contracts and incentives, price/cost analysis, and technical evaluation techniques to identify contractual opportunities for small and disadvantaged businesses and to review procurement requirements and instruments to satisfy small business program objectives.

Specialized knowledge of socioeconomic policies and programs sufficient to counsel small and disadvantaged business firms of opportunities and procedures for obtaining Federal contracts, to conduct compliance reviews of prime contractor's operations, and to perform preaward reviews of subcontracting plans.

Knowledge of goods, services, and systems being acquired, and related business practices, operations, and structures, sufficient to recommend possible breakout of work for small business concerns and to locate new sources for future contracts.

Knowledge of public speaking and publicity techniques sufficient to plan or conduct conference or training sessions designed to promote participation in small and disadvantaged business programs.

### **Factor 2, Supervisory Controls -- Level 2-4 -- 450 Points**

Receives supervision from the chief of the small and disadvantaged business utilization office who sets the overall objectives and resources available. The employee is responsible for an assigned geographical area, and in consultation with the supervisor, develops objectives and priorities. The employee independently plans and carries out the work, selecting the approaches and techniques to be used. The work requires initiative in promoting and coordinating the program among suppliers, prime contractors, agency contracting officers and technical personnel, and other agencies. The employee keeps the supervisor informed of progress and significant problems. Work is evaluated on the numbers of eligible firms obtaining Government contracts as a result of proven efforts, assistance given to eligible firms, and promotional efforts.

### **Factor 3, Guidelines -- Level 3-3 -- 275 Points**

Guidelines include procurement regulations, small and disadvantaged business utilization policies and operations manuals, and a variety of books, magazines, and papers on business and industry trends. The guidelines provide resource material for planning and promoting opportunities for small and disadvantaged businesses in the assigned geographical area. The employee interprets and adapts

guidelines to the specific needs of the company, e.g., determining the kind of assistance needed by the firm and sources available, reviewing contractor's contracts for possible breakout of items suitable for acquisition for small business firms, evaluating subcontracting plans and recommending items for negotiation, monitoring prime contractor's performance to determine compliance with the subcontracting plan, investigating complaints and reporting on findings, and developing promotional material. The employee recommends or develops new guides or procedures when problems reveal that guidelines are lacking or inadequate.

#### **Factor 4, Complexity -- Level 4-4 -- 225 Points**

Assignments include the application of a variety of contracting and promotional techniques required in furthering the opportunities for small and disadvantaged businesses to obtain prime and subcontract awards with Federal agencies. Assignments contain such complexities as:

- The varied nature of prime contractors in the geographical area;
- Specialized and technical requirements, e.g., research and development, and electronic and mechanical systems, assemblies, and components;
- Use of a variety of cost and other complex contracts, including modifications.

Decisions are based on an analysis of the different prime contractor's operations and subcontracting procedures to evaluate the contractor's performance, identify unsatisfactory performance, and identify additional breakouts for small business. The nature of the subcontracting plans varies according to procurement requirements. Additionally, in cost contracts the contractor uses an indirect method of determining amount designated for small business subcontracts, i.e., the percentage of overhead, requiring the employee to review the contractor's methods of determining overhead to verify percentages set aside for small businesses. Other variables include assessing the impact of contract modifications on the small and disadvantaged business program, or monitoring special subcontracting clauses.

#### **Factor 5, Scope and Effect -- Level 5-3 -- 150 Points**

The purpose of the work is to plan and implement a portion of the activity's small and disadvantaged business utilization program involving a geographical area of 20-35 prime contractors. The work is concerned with expanding the industrial base by developing new or improved small business sources for contracting and subcontracting with the Government or prime contractors under socioeconomic programs. This include advising eligible firms of contractual opportunities, reviewing prime contractor's subcontracting plans for adequacy, monitoring prime contractor's performance for compliance with subcontracting plans, and participating as a team member in reviews of contractor's

purchasing systems. The work has a financial impact on prime contractors and small business firms in the geographical area, and contributes to meeting the activity's socioeconomic program goals.

**Factor 6, Personal Contacts -- Level 6-3 -- 60 Points**

Contacts include management and contracting officials of the agency, representatives of other Federal agencies, private contractors, State and local government officials, local Chambers of Commerce, industrial and trade associations, and small and minority business associations, e.g. Minority Business Development Agency, Small and Disadvantaged Business Trade Association, small business councils, National Industries for the Blind, and National Industries for the Severely Handicapped. Contacts are in a moderately unstructured setting, and the purpose and extent of each contact is different.

**Factor 7, Purpose of Contacts -- 7-2 -- 50 Points**

Contacts are to promote the small and disadvantaged business program among prime contractors and small businesses to assure that small and disadvantaged businesses are afforded the opportunity of competing for prime and subcontract awards. This includes providing and obtaining information, establishing and maintaining good working relationships with contacts for small and disadvantaged firms, clarifying procedures, resolving complaints, and coordinating regulatory changes with prime contractor's top management when substantial and costly changes in purchasing and reporting systems are required. Legal and other staff offices of the agency are contacted for advice when needed. Groups and individuals generally have cooperative attitudes and mutual goals.

**Factor 8, Physical Demands -- Level 8-1 -- 5 Points**

The work is sedentary in nature.

**Factor 9, Work Environment -- Level 9-1 -- 5 Points**

Work is performed in offices, and travel is required to contractor's facilities.

**TOTAL POINTS -- 2470**

## CONTRACT SPECIALIST, GS-1102-12, BMK #1

### Duties

Serves as one of several contract specialists responsible for preaward and postaward functions, including price/cost analysis, negotiation, and administration for services, materials, and equipment associated with research, development, test, evaluation, and/or production activities of one or more organizations. Requirements typically involve such equipment, services, and/or construction as the following:

- (1) Equipment-highly specialized scientific instruments and laboratory testing devices, such as electro/mechanical testing equipment; or newly developed items, major components, or items which require special testing, approval, tooling, and Government-furnished property; or automatic data processing systems; or similar equipment of special design to required specifications not available as standard off-the-shelf items; and/or,
- (2) Services-professional or technical services, such as scientific studies involving waste and transportation systems; or broadly based land and resources inventories; or evaluation of industrial and chemical processes and emission sources, and state-of-the-art control technology for various emissions and effluents; or oil shale, coal and gas resources and impact statements on wildlife and forestry uses, or air and water pollution; or architect and engineering services in support of research and development projects, large buildings, or other complex projects; or design services for modifying specialized equipment, e.g. aircraft or communications systems; or basic or applied research projects, such as large-scale clinical trials or drug development programs; and/or,
- (3) Construction-facilities for the production of weapons systems or subsystems; or a research laboratory where a substantial amount of special and collateral equipment is to be procured and installed; or special purpose buildings and test structures.

### Preaward

- Reviews requests for the procurement of complex equipment, services, and/or construction. Analyzes the requirement, recommends revisions to the statement of work or specifications as necessary, and decides on the type of contract, milestones, and procurement plan. Reviews justifications for sole source and other required clearances, and prepares documentation.
- Prepares solicitation documents. Incorporates provisions, such as cost accounting standards, requirements for technical proposals with appropriate weighing factors, testing procedures, cost escalation factors, cost data requirements, and socioeconomic programs. Solicits proposals from prospective contractors.

- Analyzes proposals for conformance with the solicitation. Performs cost or price analysis, including review of cost breakdowns to determine reasonableness. Coordinates the establishment of a technical evaluation committee to determine acceptability of technical proposals. Obtains required preaward surveys to establish contractor responsibility, and obtains audits and pricing reports to develop negotiation strategy.
- Negotiates with potential contractors. Awards contracts within delegated contracting officer authority, or recommends award to contracting officer on contracts outside delegated authority.

### **Postaward**

- Assists contract administration offices in the administration of contracts, including performance of termination actions, until final delivery and payments are completed and the contract is closed and retired; or personally monitors contractor's performance through telephone conversations, correspondence, reports, vouchers, and visits for status of contract performance, scheduling, problems that have arisen and proposed solutions, verification of deliveries, and similar activities. Interprets contract provisions for contractors and for officials of the agency, and provides appropriate advice and guidance. Negotiates contract modifications.
- Prepares initial agency position on protests from unsuccessful bidders and renders or recommends a decision on claims arising under the contract.
- Closes out the contract, or issues termination notices and reviews settlement proposals.

### **Factor 1, Knowledge Required by the Position -- Level 1-7 -- 1250 Points**

Knowledge of Federal, departmental or agency, and local contract laws, regulations and procedures applicable to the acquisition and contract administration of extensive or unique equipment, services, construction.

Knowledge of various types of contracts, methods of contracting, and selection factors to plan appropriate strategies to procure complex requirements, and to conduct negotiations in the preaward and postaward phases of contracting.

Knowledge of program objectives, technical terminology, and uses of equipment, services, or construction procured sufficient to participate in planning, negotiation, and administration.

Knowledge of commercial and industrial business practices (e.g., subcontracting of raw materials or services and use of cost analysis techniques) sufficient to identify sources, analyze cost and pricing data and contract proposals, and to evaluate the offerors for responsibility.

**Factor 2, Supervisory Controls -- Level 2-4 -- 450 Points**

The supervisor assigns work in terms of overall procurement projects. The employee, in consultation with the supervisor, develops priorities and critical project deadlines. Some plans are submitted to higher authority for approval as established by regulation, e.g., higher approval required based on dollar value. Once plans are approved, the employee independently carries out all aspects of the work, coordinating with others and resolving most problems that occur. Controversial or sensitive issues require consultation with higher level officials. Completed work is reviewed for effectiveness in meeting contractual requirements and for conformance with policies and procedures.

**Factor 3, Guidelines -- Level 3-4 -- 450 Points**

Guidelines include Federal procurement laws, agency contracting regulations, directives and instructions, and Comptroller General decisions. These guidelines typically cannot be applied directly and require a significant degree of interpretation to determine the extent of relevance to each particular procurement. For example, the procurements involve new or unique items or processes which do not have available or applicable precedents or past experience for use in defining requirements and projecting costs. The employee exercises experienced judgment, initiative and resourcefulness to identify those aspects of broadly stated regulations and laws

which do or do not apply to the particular procurement, to devise new contractual provisions or innovative financial arrangements and incentives, to develop justifications for adopting a contractual posture which includes new or modified contractual positions or which appears to be at variance with established guidelines, and to develop criteria or justifications to offset contractors' claims against the Government.

**Factor 4, Complexity -- Level 4-5 -- 325 Points**

Assignments involve developing and implementing contracting plans characterized by such complexities as:

- Requirements involve new or unique equipment extensive technical or professional services, or complex construction projects where there is a lack of previous experience or competition, extensive subcontracting, or similar problems;
- Limited competition exists because of limited manufacturing capability, state-of-the-art equipment, or similar conditions, resulting in frequent sole source procurements;
- Use of numerous contracts in varying stages of development;

- Use of multiyear labor intensive contracts;
- Changes in the technical requirements, design concepts, or manufacturing processes during the course of the contract;
- Use of cost reimbursement contracts, incentives, and extensive special provisions;
- Need for in-depth cost analysis, audit and technical evaluation reports regarding production capacity, or analysis of subcontracts.

Contractual decisions address such problems as changes and developments in equipment, use of new materials, changes in production facilities, new operational needs, unique Government requirements, development of new sources, or similar considerations. The contract specialist extends contractual techniques, modifies approaches, develops new terms and conditions, or other innovations necessary to satisfy the unique procurement requirements and conditions.

#### **Factor 5, Scope and Effect -- Level 5-3 -- 150 Points**

The purpose of the work is to obtain major types of equipment, extensive technical services, construction, or research and development which require analysis and resolution of a variety of conditions or problems; and to monitor and evaluate the contractor's performance after contract award. The work affects the accomplishment of agency programs through the timely delivery of requirements, and affects contractors in the private sector in terms of their costs, profit, production, and/or management systems.

#### **Factor 6, Personal Contacts -- Level 6-3 -- 60 Points**

Contacts are with officials, managers, and representatives of public and private organizations including manufacturing concerns and consulting firms; personnel of various Government organizations; and officials, managers and acquisition personnel of the employee's organization. Contacts occur in a moderately unstructured situation with the roles and authorities of the parties varying and the purpose and extent of each contact being defined at the time.

#### **Factor 7, Purpose of Contacts -- Level 7-3 -- 120 Points**

Contacts external to the employee's organization are to conduct prenegotiation conferences; to negotiate, administer, and renegotiate contracts with private contracting firms; and to defend procurement actions to higher level Government organizations. Frequently, these contacts have conflicting objectives between industry and the employee's organization, such as obtaining maximum profit versus a fair and

reasonable price. Within the employee's organization, contacts are to exchange information and justify or defend proper contractual approaches to technical experts and managers, e.g., to convince such personnel that the quickest approach may not be the proper approach from a procurement viewpoint.

**Factor 8, Physical Demands -- Level 8-1 -- 5 Points**

Work is mostly sedentary, but there is some walking required during visits to contractor facilities.

**Factor 9, Work Environment -- Level 9-1 -- 5 Points**

Work is performed primarily in an office setting.

**TOTAL POINTS -- 2815**

## CONTRACT NEGOTIATOR, GS-1102-12, BMK #2

### Duties

Serves as contract negotiator responsible for the solicitation, analysis, evaluation, and negotiation of contractor's proposals for research and development activities of one or more organizations. Requirements are typically highly specialized research and development programs. Procurements cover both cost reimbursement and fixed-price contracting in such areas as prototype development of sophisticated research and testing equipment; software systems development; and development of new and unique materials, all of which require a great deal of coordination, analysis, and detailed negotiation. Procurements also may cover phased procurements requiring options for follow-on work which are negotiated; unsolicited proposals which generate problems in proprietary rights, data, or patents; agreements with State or municipal jurisdictions; extensive subcontracting; and frequently involve personnel unfamiliar with Government contracting.

- Performs procurement planning and, in coordination with the technical program office, develops the contractual strategy to be used in the procurement of a specific contract program. Prepares required determinations and findings. Prepares and assembles solicitation document. Processes and evaluates proposals received. Analyzes proposals, performs cost analysis, makes competitive range determinations, and develops a prenegotiation position. Negotiates individual contracts within the program to obtain services for the Government at a fair and reasonable cost within acceptable time frames. Designs final contract and makes recommendation for awards.
- Functions as team leader during contractual negotiations. Coordinates throughout the procurement process with representatives from the program office, financial office, office of the Chief Counsel, and the small and disadvantaged business representative. Analyzes data provided.
- Serves as the principal contact for the contract, and represents the agency in conferences with industry and State and local governments pertaining to the procurement.

### Factor 1, Knowledge Required by the Position -- Level 1-7 -- 1250 Points

Knowledge of contracts, methods, and procedures to acquire sophisticated or unique research, development, test and evaluation services, equipment, and components, through the use of cost and fixed-price contracting, cost sharing arrangements, unsolicited proposals, multiple awards, and use of special provisions, such as those relating to proprietary rights, rights in data, or similar considerations.

Knowledge of sources of supply and their status pertaining to research and development, and familiarity with technical requirements of the services and equipment, including program objectives, to advise during presolicitation and to conduct the solicitation.

Knowledge of, and ability to analyze, current price trends and cost factors applicable to the review and evaluation of contractor proposals, including performing detailed analysis on individual elements of cost and profit and developing documentation and criteria to substantiate Government cost or negotiation positions.

Skill in the use of negotiation techniques and the ability to meet and deal with representatives of the private sector and with Government experts or managers sufficient to procure extensive services and complex equipment.

### **Factor 2, Supervisory Controls -- Level 2-4 -- 450 Points**

Work assignments are made by the supervisor in terms of objectives and resources available. The employee and supervisor discuss the time frames and work plans. The employee is responsible for planning the procurement approach, initiating action required, overseeing ongoing actions, and coordinating with other offices such as technical or program offices. The employee resolves most problems on own initiative and apprises the supervisor of potentially controversial matters. Supervisory review is general in nature and is performed to assure the attainment of established objectives and conformance with policies, regulations, and laws. Prenegotiation plans are generally reviewed but the employee conducts negotiations independently.

### **Factor 3, Guidelines -- Level 3-4 -- 450 Points**

Guidelines include Federal and agency procurement laws and regulations, procurement bulletins and notices, and internal policy guidelines applicable to specific situations. Procurements support research and development programs involving requirements or specifications which are difficult to define because of inherent unknowns and uncertainties. Previous negotiations are not available or applicable as guides. The negotiator must devise negotiation approaches modify or extend existing guidelines in specific contractual situations (e.g., accommodate new reporting requirements), write new clauses or provisions to cover specific situations (e.g., develop new language to eliminate various contractor objections or draft specific language to cover the contractor's proprietary rights under the Patent Rights Clause), or develop new information to establish a pricing position when historical cost data are not available.

### **Factor 4, Complexity -- Level 4-5 -- 325 Points**

As the lead negotiator, the employee's work involves overall planning and coordinating activities performed on a variety of contracts associated with research and development, test and evaluation, and supporting services. Complexities include:

- Use of cost-plus-fixed-fee, cost sharing, negotiated or advertised firm fixed-price contracts, and evaluation of unsolicited proposals;

- Sole source procurements involving highly specialized programs;
- Requirements for research investigations which involve difficult cost projections, time schedules, unauditible data, or unknowns;
- Scope of research effort, test required, and level and extent of labor and skills necessary, which are difficult to define because of lack of precedent data;
- Frequent technological changes which are imposed by technical personnel and which incur delays or modifications to the solicitation or contract;
- Technical experts and contractors who lack familiarity with the Government contracting process and procedures, requiring extensive contract orientation.

Decisions include forecasting labor and material costs when unknowns are involved in the research program, locating or developing sources, developing approaches for procurements lacking precedent, accommodating technological changes, and resolving major differences in the interpretation of the statement of work during discussions and negotiations. The work requires developing new or modified evaluation criteria, reporting requirements, and contractual arrangements.

#### **Factor 5, Scope and Effect -- Level 5-4 -- 225 Points**

The purpose of the work is to serve as lead negotiator responsible for planning, coordinating, and negotiating a variety of procurements pertaining to research and development requirements essential to the organization's mission. The work involves advising technical personnel in the development of evaluation criteria which serve as standards against which proposals are judged, performing preliminary review of proposals for responsiveness, and assessing the responsibility of offerors to perform. The work affects a research program in terms of the timely receipt of critical supplies or services, and affects the private sector in terms of Federal contracts received.

#### **Factor 6, Personal Contacts -- Level 6-3 -- 60 Points**

Contacts include officials, managers, and representatives of public and private organizations, i.e., representatives of commercial concerns, legal counsel of educational institutions, State or municipal-government officials, and others involved in contract negotiations. Negotiations typically occur in moderately unstructured settings. Contacts within the organization include technical experts, supervisors and managers, contract review staff, the small and disadvantaged business representative, legal counsel and others.

**Factor 7, Purpose of Contacts -- Level 7-3 -- 120 Points**

Contacts external to the organization are to conduct presolicitation conferences and to negotiate contracts with the public and private sector. Additionally, the negotiator fosters competition to improve research and development efforts, encourages small and minority business participation, and debriefs unsuccessful offerors. The negotiator explains contractual requirements and provides advisory services to personnel both outside and within the agency.

**Factor 8, Physical Demands -- Level 8-1 -- 5 Points**

The employee's work is sedentary.

**Factor 9, Work Environment -- Level 9-1 -- 5 Points**

The employee's work is normally performed in an office setting. Occasional visits to contractors' plants are made to perform factfinding, to conduct preaward surveys and reviews, or to conduct negotiations.

**TOTAL POINTS -- 2890**

## CONTRACT SPECIALIST, GS-1102-12, BMK #3

### Duties

Serves as team leader responsible for large-scale centralized procurement of supplies, services, equipment, or other material to meet the consolidated requirements of one or several commands, agencies, or departments. Requirements typically include items having unique Government requirements as to construction, testing, durability, or quality characteristics; or involve services for all agencies or departments in a region.

- Performs industry analysis to identify technological and performance changes in products. Analyzes the financial market in terms of mergers, bankruptcies, and costs. Evaluates current production and inventory problems (i.e., surplus, shortage, or slowdowns); determines the extent of increasing or decreasing competition; and evaluates product offers consisting of warranties, replacement, service, or technical assistance, and the effect on initial costs versus lifetime costs.
- Evaluates Government needs for products and quantities. Determines production capabilities of available manufacturers, evaluates the effects of factors impacting production (e.g., strikes, material shortages, inflation, embargoes, or acts of God), and determines the impact of socioeconomic considerations on the procurement.
- Develops sources by stimulating interest in competing or locating new sources of supply. Meets with manufacturers to persuade them to convert portions of production capacity to Government requirements or to produce for the Government during slack seasons at reduced costs. Identifies and works with customers and the manufacturers to resolve specification problems which increase production costs or to modify contract provisions which discourage competition. Attends conferences and exhibits or initiates meetings with industry associations, Small Business Administration, and others for the purpose of expanding competition. Explains Federal contracting procedures to potential suppliers, and determines the most advantageous time to solicit bids for expanded competition.
- Develops the solicitation. Determines quantities to be procured, examines specifications to match requirements to various options available, identifies exceptions or changes needed in standard contract provisions, selects appropriate contract type, coordinates socioeconomic factors with appropriate activities, and makes determinations concerning minimum or maximum order limitations, method of award, origin/destination pricing, bid or preproduction samples, transportation and delivery considerations.
- Evaluates bids or offers for responsiveness to the particular solicitation and ability to perform the contract. Determines if competition is sufficient. Obtains reports and evaluates fiscal soundness,

production capacity, quality control, present business commitments, previous record of performance, and other indicators of capacity to perform. Coordinates with technical specialists on bid samples, qualified products, and first article acceptance.

Evaluates protests and mistakes in bid, and coordinates with Small Business Administration for a certificate of competency.

- Conducts extensive negotiations before and/or after contract award. Formulates the negotiation strategy, identifies areas subject to negotiation (e.g., price, quantity discounts, packaging, payment discounts, transportation, and delivery), consults with technical specialists concerning data submitted by offerors, and conducts negotiations.
- Performs price/cost analysis. Analyzes commercial pricing practices applicable to the commodities and the latest economic developments pertaining to increased material, labor, or transportation costs as reflected in the current price indices. Analyzes cost and pricing data submitted by offerors to substantiate direct and indirect costs and profit. Determines reasonableness of prices or bids offered. Conducts studies of specific item costs in areas of limited competition. Analyzes marketing data and terms and conditions of previous contracts.
- Awards or recommends award of contract.
- Serves as contracting representative in systematic reviews to assure that Government needs are met and validated and that economy of supply operations is maintained or improved. Evaluations include in-depth analysis of the product, market, industry, user needs, end use application, state-of-the-art, and acquisition modes.
- Serves as technical expert and advisor to management, customers, and contractors in assignment area relative to the market, the industry, specifications, socioeconomic concerns, and similar matters.
- Serves as group leader over lower grade contract specialists, providing technical direction and guidance on unusual problems and new assignments.

### **Knowledge Required by the Position -- Level 1-7 -- 1250 Points**

Knowledge of Federal and agency contracting laws, regulations, principles, and procedures, contracts and provisions, and methods of contracting applicable to the centralized acquisition of commandwide, agencywide, or Government-wide commodity and service requirements.

Knowledge of assigned commodities or services and the industry sufficient to identify sources of supply, recent developments and trends, economic factors affecting procurements, and anticipated requirements of Federal agencies both annually and seasonally.

Knowledge of cost and price techniques sufficient to perform a variety of computations relative to item costs, packing, packaging, specification requirements, and delivery points sufficient to determine the best buy for the Government.

Knowledge of negotiation techniques sufficient to negotiate prices, terms and conditions, contract modifications, and settlements.

### **Factor 2, Supervisory Controls -- Level 2-4 -- 450 Points**

Assignments are made by the supervisor with general guidance on the objectives and timing of operations and on new or revised policies, programs, or procedures. The employee is responsible for developing the annual production plan and schedule for the team. The employee carries out assignments independently, referring to the supervisor only unusual problems encountered, policy matters, or situations which may lead to precedent-setting decisions. Completed work is reviewed primarily for conformance with policy, overall progress, and results achieved.

### **Factor 3, Guidelines -- Level 3-4 -- 450 Points**

Guidelines include statutes, Federal and agency policies and procedures, Comptroller General decisions, other legal precedents, commercial catalogs, and price indices. Guidelines for conducting industry studies are general, of limited use, or not available. The employee uses initiative and resourcefulness in developing new information such as locating new sources or stimulating small and disadvantaged business participation, researching trends and patterns within the specific industry such as costs and changes in products, and analyzing effects of changing industrial conditions (e.g., strikes, shortages, surpluses, seasonal demands) on the procurements. The employee develops new or special clauses or provisions to cover unusual requirements.

### **Factor 4, Complexity - Level 4-5 -- 325 Points**

The employee is team leader responsible for large volume procurements for commodities to meet the consolidated requirements of several (or all) Federal agencies, or for services to meet the consolidated requirements of a region. Complexities typically encountered include:

- Technological changes;
- Urgent Government needs that override normal production;
- Great volume of production;
- Technical complexity of commodities or equipment;

- Commodity shortages;
- Lack of competition among vendors;
- In-depth cost analysis.

Service contracts are characterized by time and material requirements, repair and maintenance of proprietary items (i.e., under patent to one company), multiplicity of awards, and extensive administrative problems, e.g., repair and maintenance of all office machines in a region.

Decisions are based on analysis of an industry to balance the award and impact of high dollar Government contracts on suppliers, on the availability of items to other consumers, on the productive capacity of firms, on small and disadvantaged businesses, and the timely meeting of agency needs. The work requires careful planning, innovative solicitation development, originating contract clauses, determining Government-wide needs, and developing new sources.

#### **Factor 5, Scope and Effect -- Level 5-4 -- 225 Points**

The purpose of the work is to plan and conduct centralized procurements for large-scale or heavy volume buying for specialized commodities, equipment, or services to meet the consolidated requirements of a major command, an agency, agencies, or Government-wide. The volume or urgency of procurements impacts upon the industry in terms of production capacity, financial commitment, availability of potential suppliers, effect on the market, effect on supply and demand, impact on increasing or decreasing overall competition, or effect on local labor markets. Contractual activity sometimes generates interest by elected officials, labor organizations, or special interest groups because of the impact on income, employment, and industry affecting a segment of a local economy.

#### **Factor 6, Personal Contacts -- Level 6-3 -- 60 Points**

Contacts include contractors and representatives of industry, labor organizations, special interest groups, local officials, management representatives within the agency and from other agencies, and legal counsel and other specialists within the agency. Contacts occur in a moderately unstructured setting, and the roles and authorities of the parties develop at the time.

#### **Factor 7, Purpose of Contacts -- Level 7-3 -- 120 Points**

Contacts are to conduct negotiations for procurements and to persuade suppliers to convert portions of their production capacity to the Government's requirement which involves convincing suppliers or developing compromise solutions or suitable alternatives. The employee represents the agency at industrial and trade association conferences to obtain information concerning new and improved

products, new manufacturing techniques, or marketing practices; and to furnish information or discuss improvements in contracting methods. The employee provides consultation and guidance to lower grade contract specialists, management officials within the agency, other client agencies, and manufacturers and prospective suppliers.

**Factor 8, Physical Demands -- Level 8-1 -- 5 Points**

The work is sedentary in nature.

**Factor 9, Work Environment -- Level 9-1 -- 5 Points**

Work is performed in an office setting. Frequent visits are made to manufacturing and industrial facilities.

**TOTAL POINTS -- 2890**

## **CONTRACT ADMINISTRATOR, GS-1102-12, BMK #4**

### **Duties**

As team leader with delegated contracting officer authority, the employee is responsible for the administration of a group of contracts, such as fixed-price, fixed-price with incentives, cost-plus- fixed fee, and basic ordering agreements. Contracts are for complex equipment, components and spare parts for major systems, engineering and scientific studies, extensive technical services, or research and development for specialized equipment or components.

- Conducts initial conferences with the contractor to provide information and clarify standard and special provisions of the contract. Throughout the life of the contract, maintains liaison with the contractor to interpret contractual obligations and to resolve problems. Maintains close liaison with buying activities. Recommends or issues changes to the contract, highlighting conditions that could jeopardize contract performance. Makes determinations on problems of production, delivery, Government-furnished property, quality assurance acceptance, or other areas affecting the contract.
- Negotiates prices and executes supplemental agreements for spare parts, provisioned items, and repairs. As authorized, negotiates overhead rate agreements, resolves disagreements between auditor and contractor involving audit determined rates, negotiates and executes supplementary agreements, and negotiates prices for unpriced orders under basic ordering agreements. Personally reviews contractor proposals when precedents are available, or obtains technical reviews when in-depth evaluations are necessary. Establishes a negotiation position based on technical reviews, personal knowledge of contractor's operations, and established guidelines governing profit or fee. Negotiates directly with contractor personnel to obtain a final settlement. Administers advance payment provisions of contract, including preparation of necessary modification to contract. Prepares negotiation memoranda to explain rationale and methods used in arriving at the final settlement.
- As necessary, assures contractor compliance with cost accounting standards. Negotiates cost impact of accounting system changes or noncompliance, based on information provided by the auditor. Determines allowability and allocability of costs based on such reviews.
- Directs or performs various contract administration functions, such as verifying evidence of contractor's progress for approval of progress payments; reviewing and making recommendations on pricing reports; reviewing and negotiating spare parts orders; reviewing and providing recommendations on contractor proposals resulting from change orders; negotiating delivery schedule changes; monitoring contractor's compliance with contract, regulatory, and statutory provision, such as patent and royalty, duty and customs, small business and labor surplus, and reporting requirements; monitoring expenditures on cost, incentive, and certain fixed-price contracts

requiring funds control; reporting on anticipated deviations from estimated costs; and performing preaward surveys upon request.

### **Factor 1, Knowledge Required by the Position -- Level 1-7 -- 1250 Points**

Knowledge of contract administration principles, policies, regulations, and procedures to administer a group of contracts, some of which are complex.

Knowledge of and skill in the use of negotiation techniques to conduct postaward negotiations, such as supplemental agreements or settlement actions.

Knowledge of cost and price analysis techniques sufficient to compare proposals' against previous history, actual expenditures, and established rates to determine a negotiation position; and to use results of reviews performed by price/cost analysts, auditors, or technical specialists.

Knowledge of business and industry practices to identify factors affecting contractor's costs, and to conduct onsite surveys to assess contractor's ability to perform.

Knowledge of regulations and requirements governing cost accounting standards, and sufficient knowledge of accounting practices to ensure their implementation.

### **Factor 2, Supervisory Controls -- Level 2-4 -- 450 Points**

The supervisor bakes initial assignments in terms of contracts or companies and provides policy guidance. The employee plans and carries out the full range of contract administration duties associated with the assigned contracts or programs, including analyzing, negotiating, settling, and executing contractual agreements. The employee determines the approach to be taken and methodology to be used, and coordinates with management and technical experts, auditors, attorneys, and others. The employee resolves conflicts, including disagreements over allowability of costs and interpretation of contractual requirements. The employee keeps the supervisor informed of progress and of controversial issues requiring higher level approval or resolution. Review of completed work is minimal and is primarily for results achieved since the employee has signatory authority. Actions over a prescribed dollar amount are subject to formal review by a board of experts to assure compliance with legal and regulatory requirements. Technical decisions of the employee are normally accepted.

### **Factor 3, Guidelines -- Level 3-4 -- 450 Points**

Guidelines include Federal and agency procurement laws, policies, and regulations which state, in general terms, procedures for negotiating a fair and reasonable settlement, criteria for determining the adequacy of contractor's accounting and management systems and for approving payment requests and

negotiating final overhead rates, and methods of surveillance of the contractor's financial and business conditions. The employee uses judgment and discretion in interpreting and applying guidelines to solve a broad range of contract administration problems, including developing ground rules for monitoring or evaluating contractor performance, establishing negotiation positions and negotiating settlements, or establishing contractor business surveillance methods.

#### **Factor 4, Complexity -- Level 4-5 -- 325 Points**

Assignments include serving as team leader over subordinate contract specialists in performing contract administration functions applicable to numerous contracts which contain such complexities as:

- Cost reimbursable or incentive provisions, and a variety of contractual clauses and special provisions;
- Long-term contracts, i.e., over two years, as in long-term production;
- Numerous engineering, manufacturing, or other contractual changes;
- Negotiated contractual changes occurring in a sole source environment;
- Special contracting officer delegations (e.g., authorization to manage bulk funding for procurement purposes and to negotiate changes);
- Contracts involving complex equipment systems;
- Numerous subcontracts;
- In-depth cost analysis requirements on contract modifications or settlements.

Decisions involve interpretation, analysis, and negotiations regarding modification of contract terms and conditions, evaluation of contractual progress, and identification and solution of problems involving the group of contracts assigned. Factors vary for each situation because of variations in the terms of the contracts, products and services involved, and contractor capability and characteristics, e.g., the relationship with corporate headquarters, previous experience, and degree of cooperation. The work requires making final decisions on a variety of issues, such as cost and price allowability, negotiating settlements, resolving legal and technical problems, approving or disapproving expenditures incurred, estimating percentage of completion for payment of fixed-fee, and fairness of salaries paid to contractor's employees.

**Factor 5, Scope and Effect -- Level 5-4 -- 225 Points**

The purpose of the work is to serve as contracting officer in the administration of a variety of contracts, which involves monitoring the progress and performance of contractors during the life of the contracts. This includes advising contractor and Government officials on the terms and conditions of the contract, resolving unusual problems which arise, and negotiating or recommending changes or settlements which legally commit the Government. Payments, claims, contractual changes, and other administrative issues affect the business and financial posture of the contractor and the expenditure of Government funds and receipt of services.

**Factor 6, Personal Contacts -- Level 6-3 -- 60 Points**

Contacts are with the contractor's officials, e.g., presidents, senior vice presidents, contract managers, and accounting and finance officials; and with buying officials, technical representatives, price/cost analysts, auditors, and others from within the agency or other Federal agencies. Contacts are generally established in a moderately unstructured setting, with the authorities of the parties being identified during the resolution of the problem.

**Factor 7, Purpose of Contacts -- Level 7-3 -- 120 Points**

The employee's contacts are to negotiate contractual modifications, settle a variety of contractual problems, and negotiate difficult issues such as price adjustments, modifications and other changes, major spares, and cost impact of cost accounting system changes. Negotiations require skill in reaching an equitable agreement or in obtaining compliance with contractual terms and conditions. As necessary, defends the Government's position in litigation.

**Factor 8, Physical Demands -- Level 8-1 -- 5 Points**

Work is primarily sedentary.

**Factor 9, Work Environment -- Level 9-1 -- 5 Points**

The work is performed primarily in office areas or conference rooms, but requires some traveling to contractors' facilities and work performance sites.

**TOTAL POINTS -- 2890**

## **CONTRACT TERMINATION SPECIALIST, GS-1102-12, BMK #5**

### **Duties**

Within delegated contracting officer authority to sign contractual instruments and obligate funds, the employee is responsible for complete or partial contract terminations for the convenience of the Government or for default of the contractor, including settling a variety of claims or proposals for payment. The employee has an assigned grip of contracts of all types, and works in a: (1) Government office within the contractor's plant where terminations involve settling the proposal and/or claims of the prime contractor and approval of subcontract settlements, or (2) contracting organization where terminations assigned involve settling the proposals of a variety of prime contractors (e.g., single proprietors, partnerships, and corporations), including approval of subcontract settlements. Serves as team leader, when necessary, over specialists from price analysis, engineering, auditing, and legal offices.

- Reviews termination notices for extent of action (partial complete), and for special conditions or instructions, e.g., shipment of Government-furnished materials. Analyzes the contract and related documentation, e.g., unsettled engineering or value engineering change proposals, payment provisions, contract status and other provisions, and establishes the contract price of items terminated. Recommends the release of estimated excess funds. Acts on contractor's request for submitting proposals on a total cost basis.
- Negotiates: (a) a partial settlement for those elements on which there is an agreement, reserving the rights of parties on excluded or unsettled elements for later resolution, or issuing a unilateral determination on elements for which an agreement cannot be reached; (b) equitable adjustments in the continued portion of a partially terminated contract; (c) contractor's claims or settlement proposals, including unsettled contract changes, profit or loss considering such elements as the difficulty of work, efficiency, risks, and estimate to complete; (d) reductions in fees for contracts with fee provisions; and (e) no cost settlements when the contractor does not owe the Government and when the contractor either has incurred no costs or waives such costs.
- Evaluates, as necessary, the contractor's systems for settling terminated subcontracts, and issues, monitors, or revokes delegations of authority to settle subcontractor's claims without Government approval.
- Acts on final vouchers or invoices. Issues determinations of costs disapproved due to unallocability, unallowability, or unreasonableness. Requests funds to cover the proposed settlement agreement, and presents proposed agreement to a review board, if required. Executes modifications in settling

terminations and/or claims and obtains contractor's release of claims. After settling a claim or proposal, prepares a memorandum for file setting forth the principal elements of settlement.

- Issues a unilateral determination when an agreement cannot be reached and advises the contractor of appeal rights. In appeals cases, assists the Government attorney in preparing the Government position and participates in legal proceedings. Alerts counsel and other interested parties of actual or potential litigation, e.g., bankruptcies, unilateral determinations, appeals. Testifies as a Government witness before appeals boards.

### **Factor 1, Knowledge Required by the Position -- Level 1-7 -- 1250 Points**

Specialized knowledge of Government contract termination concepts, procedures, and precedents sufficient to evaluate contractor claims or proposals, and to execute settlement agreements relating to a broad range of contract termination or claims problems, e.g., partial payments, claims, unsettled change proposals, and subcontract problems.

Knowledge of contracts, the intent of specific provision, and familiarity with cost and price techniques and industry practices sufficient to use technical and financial reports before executing a settlement agreement.

Knowledge of negotiation techniques sufficient to negotiate a termination settlement with a contractor in a sole source environment, including planning the Government's position, conducting prenegotiation conferences with management and technical personnel, applying the loss formula, settling change proposals, directing inventory disposition, and approving partial payments.

### **Factor 2, Supervisory Controls -- Level 2-4 -- 450 Points**

The supervisor assigns cases and delegates authority to make decisions and to take necessary action. Overall objectives and priorities are established in consultations between the supervisor and employee. The employee independently plans and coordinates aspects of the work, including coordinating with counsel on legal questions, with technical specialists on unsettled change proposals, and with auditors on questioned costs. Resolves related problems, conducts negotiations, and issues unilateral determinations committing the Government within delegated authority. Informs supervisor of major or controversial issues, presenting recommended solutions. The employee's technical judgments are reviewed for conformance with policy and program goals.

### **Factor 3, Guidelines -- Level 3-4 -- 450 Points**

Guidelines include Federal and agency policies, regulations, procedures, precedents; decisions by Boards of Contract Appeals, the Comptroller General, and courts of law; and the basic contract

provisions. The variety of conditions found in terminations and claims requires judgment to establish the Government's settlement position (each position contains new and different criteria from previous positions), which includes such decisions as partial or complete settlement actions, funds adjustments, payment provisions, time extensions, unsettled contract changes, disposition of inventory, and the execution of modifications or settlements agreements and/or unilateral determinations. Additionally, the employee uses judgment in those situations where guidelines are not fully applicable or do not exist, e.g., relationships with subcontractors, negotiating a fair settlement, determining contract status, and analyzing previous agreements reached between Government representatives and contractors. The employee provides guidance to prime contractors in the application of contract terms and conditions and in practices used in settling contracts.

#### **Factor 4, Complexity -- Level 4-5 -- 325 Points**

Assignments involve application of the full range of Government termination and claim settlement methods and techniques required to analyze, evaluate, negotiate, and settle, within contracting officer delegation, a variety of contractor claims and/or settlement proposals, unresolved issues, and equitable adjustments. Issues are complicated by:

- A variety of contract types;
- Disposal of Government property;
- Cost analysis involving cost proposals, determining allowable costs, and determining profit to be allowed;
- Approval of subcontract settlements.

Decisions generally vary for each case and are, therefore, not applicable as precedents for different types of contracts in different sets of circumstances. Decisions include consideration of diverse factors, e.g., size and complexity of the business concern, extent of prime contractor's cooperation, dollar amount of claim and/or proposal, involvement of subcontract claims and/or proposals, promptness and approval of interim financing, unusual contractual provisions, disposition of inventory, extent of contract completion, partial versus total termination, unsettled claims, and extent of contractor's financial and management controls. Termination and settlement decisions involve the planning of negotiation strategies and establishment of settlement positions within current practices. The employee is required to apply resourcefulness and sound business judgment in adapting, extending, or deviating from standard practices in reaching fair and reasonable settlements.

**Factor 5, Scope and Effect -- Level 5-4 -- 225 Points**

The purpose of the position is to serve as contracting officer in the evaluation, negotiation, and resolution of contractual issues pertaining to contract terminations and/or claims. Terminations, claims, or settlement issues range over the entire product and services line and affect the profit, business posture, or manufacturing processes of contractors.

**Factor 6, Personal Contacts -- Level 6-3 -- 60 Points**

Contacts outside the agency are with contractor's technical, financial or legal representatives, managers, and executives. Other contacts are with subject-matter specialists such as auditors, attorneys, and engineers within the agency and from other agencies. Contacts take place in a moderately unstructured environment, and the roles and authorities of the parties are developed during the course of the terminations settlements.

**Factor 7, Purpose of Contacts -- Level 7-3 -- 120 Points**

Contacts are for the purpose of developing sound contract settlement positions and negotiating and resolving contract termination and/or claim settlements. The employee must be skillful in obtaining a settlement acceptable to both parties and must reconcile diverse viewpoints, goals, and objectives both within Government and with contractors. The contractors and their representatives are frequently uncooperative since the issues frequently involve disagreements on one or a variety of topics.

**Factor 8, Physical Demands -- Level 8-1 -- 5 Points**

Work is sedentary.

**Factor 9, Work Environment -- Level 9-1 -- 5 Points**

Work is performed primarily in office areas, conference rooms, and similar environments. However, it may require some traveling, and visits to contractors' facilities and work performance sites.

**TOTAL POINTS -- 2890**

## CONTRACT PRICE/COST ANALYST, GS-1102-12, BMK #6

### Duties

Performs price, cost, and financial analysis in a procurement or contract administration office.

Assignments typically involve a variety of proposals including those that have little pricing precedent or prior experience, with some being further complicated by complex interdivisional relationships within the corporation. Examples include: (1) initial production runs of major items including systems and major components which have long-term contract performance of more than two years; (2) research and development projects from initial studies through prototype development to initial production; and/or (3) price redeterminations, contract changes, and contract termination settlements involving similar items.

- Analyzes contractor's projected estimated costs for reasonableness, reviewing in detail the significant direct and indirect cost elements of material, labor, overhead, general and administrative expenses, facilities, engineering, special tooling, packaging and packing, transportation, and other costs which extend over the life of the contract. Analyzes costs for allowability, allocability, and reasonableness. Provides a detailed documentation on the contractor's methodology in arriving at the proposed cost of each element and recommends agreement or disagreement with the proposed amount. Analyses generally form the basis of the final price negotiation position for such elements and costs.
- Reviews technical and audit reports on various cost elements, such as engineering, start-up-labor, performance bonding, escalation factors, and profit to determine the reasonableness of the various cost elements or justified exceptions in terms of such factors as risk, extent of Government assistance, problems of capital investment, and extent of subcontracting. Prepares a price/cost analysis report of conclusions reached.
- Advises, as required, on price or cost analysis in the report of findings for: (1) should-cost studies (i.e., an in-depth cost study of a contractor's total operation for a specialized procurement action which takes into account whether the contractor has used the most efficient manufacturing methods, considering all circumstances, in preparing the proposal); (2) forward-pricing rate agreements (FPRA) negotiated between the contractor and the Government to assure a reasonable projection of specified costs to be incurred in future periods; or (3) conflicting or ambiguous statements contained in advisory audit and technical reports. Establishes the prenegotiation pricing position, the final negotiation objectives, and/or conducts the final price negotiation. Monitors contractor's policies, procedures, and practices for managing and controlling contract costs.
- Evaluates contractor responsibility, analyzing the contractor's past performance, costs of previous procurements, and/or standards and other techniques in producing like or similar items. Evaluates the contractor's experience, production, and technical ability on current and previous orders as to

manufacturing, tooling, engineering, research and development, overhead, general administrative expenses, and profit. Investigate the adequacy and soundness of the firm's credit and financial position, which requires an evaluation of financial statements commercial credit reports, cash flow, and guaranteed loans to establish the contractor's financial capability to successfully perform the contract requirements.

- Forecasts price trends, economic factors, and efficiencies in production for future accounting periods using analytical techniques such as random sampling, computerized cost models, statistical graphs and learning curves; evaluates the effects on cost of multiplant operations, fluctuating production volume engineering, tooling, preproduction costs, compensation, pensions, and purchasing practices.
- Conducts priced spare parts analysis to determine the reasonableness of prices in terms of the sum of the prices of the parts in relation to the price of the end item. Considers timing of spare parts purchases, volume of procurement, set up or tooling time, proposed prices as compared to prices paid and quantities involved, indirect cost allocation methods, end items or follow-on contract improvement/progress curve, wage and salary data proration and aggregation of prorated overhead costs, type of contract, and emergency conditions.

### **Factor 1, Knowledge Required by the Position -- Level 1-7 -- 1250 Points**

Specialized knowledge of cost and price analysis principles and techniques, and of business and industry principles and practices, sufficient to analyze cost elements on a wide range of contract proposals, modifications, or terminations.

Knowledge of contracts and the preaward and postaward procedures sufficient to structure and recommend financial arrangements that provide incentives for efficient and economical contract performance.

Knowledge of requirements sufficient to obtain and use reports from technical, production, audit and other specialists in evaluating costs and establishing negotiation objectives.

Knowledge of economic, statistical, accounting, and financial analysis principles and techniques (e.g., random sampling, learning curves, and computerized cost models) necessary to: (1) analyze historical production and statistical cost data to evaluate the contractor's financial and technical capability on current and previous orders; (2) analyze reports of auditors and evaluate contractor's cost estimating and accounting systems; and (3) project price trends, isolate economic factors, and evaluate efficiencies in production for all phases of the life cycle of the procurement action.

Skill in communications techniques necessary to conduct preanalysis conferences between the Government and the contractor, or between various Government personnel on contractor proposals, to

conduct or participate in negotiations, and to defend the price positions used in negotiating cost elements.

### **Factor 2, Supervisory Controls -- Level 2-4 -- 450 Points**

The supervisor assigns cost and price proposals, and indicates priorities. The employee, in consultation with the supervisor, plans () and coordinates the review, resolves issues as to the reasonableness of the various cost elements, justifies exceptions, and formulates price negotiation objectives to be recommended to the contract negotiator. The employee evaluates and recommends contractor forward pricing rate and/or final overhead rate, as requested. The employee keeps the supervisor advised of major or controversial issues and recommended solutions. The employee has technical responsibility for the prices recommended. The completed report is subject to selective review for effectiveness and acceptability within overall policy limitations and program objectives.

### **Factor 3, Guidelines -- Level 3-4 -- 450 Points**

Guidelines include Federal and agency procurement policies, regulations, and procedures which set the parameters for cost and price analysis in areas of cost principles, profit allowable, and incentives. Guidelines also include reports made by auditors and technical specialists which may be incomplete, conflicting, or of limited use, e. g., identification of hybrid cost accounting systems, unreliable areas of contractor's accounting systems, or failure of contractor to separate corporate and divisional costs. Historical data and previous cost analyses are rarely applicable, and when used must be modified because of changes in products, costs, and contract provisions in their application to specific proposals. The employee uses initiative, creativity, and judgment in selecting areas for review, interpreting data found, studying trends and patterns in the contractor's business environment to project costs for contracts extending over a period of years, or forecasting price trends, economic factors, and efficiencies in production for future accounting periods.

### **Factor 4, Complexity -- Level 4-5 -- 325 Points**

Assignments involve substantial depth of analysis of many different and unrelated factors and processes for reaching a price recommendation on contractor's proposed cost elements. Contract proposals contain such complexities as:

- Contracts which extend over a period of years and require protecting cost data over long periods of production or contract performance;
- Lack of historical cost data or little precedent;
- Analysis of costs involving complex corporate structures;

- Procurements involving initial production of equipment, systems, or research and development;
- Existence of large numbers of subcontractors that require analysis in addition to the proposal of the prime contractor.

Decisions are based on interpretations of price trends, assessment of economic and socioeconomic factors, expenditure patterns of the contractor, production efficiencies, special unusual or nonrecurring expenses, effectiveness of contractor's personnel utilization, and soundness of credit and financial capability to perform contract obligations. The work requires developing analytical approaches necessary to evaluate contractor proposals and applying

analytical methodology, such as random sampling and regression analysis, to develop a pricing position. The work also requires extending techniques of translating or presenting data to reflect the effects on cost of multiplant operations, production volume, engineering, tooling, and a variety of business practices.

#### **Factor 5, Scope and Effect -- Level 5-4 -- 225 Points**

The purpose of the work is to provide in-depth evaluations of contractor cost and price proposals to determine their reasonableness and to recommend pricing objectives for use in contract negotiations for awarding initial contracts or for evaluating changes occurring during the progress of the contract. This involves determining the extent of evaluation required, apprising auditors and technical specialists of the depth of technical reviews needed, and evaluating the financial ability of contractors to perform the contracts. The latter includes consideration of the nature and timespan of the work to be performed, its impact on the productive capacity of the contractor or the industry, and general industrial and economic developments in the specific industry involved. Reports of findings and recommendations generally serve as the basic pricing position in dealings with contractors, and affect the cost to the Government and contractors in terms of costs and expenses allowed.

#### **Factor 6, Personal Contacts -- Level 6-3 -- 60 Points**

Personal contacts are with-contractors and their financial, technical, management, and executive representatives; and with technical specialists, auditors, and contract negotiators and administrators within the agency or from other Federal agencies. Contacts occur in a moderately unstructured environment and include visits to contractor facilities and participation in negotiations and conferences. The purpose and extent of each contact varies and the roles and responsibilities of the various parties develop during the course of the review or negotiations.

**Factor 7, Purpose of Contacts -- Level 7-3 -- 120 Points**

Contacts are to present or justify the Government's pricing objectives and to resolve issues as to the reasonableness of cost elements. The employee participates in negotiations and conferences between the contracting officers and contractors, or conducts price/ cost negotiations, as required. Contacts with contractors are normally made to obtain and verify data, clarify positions, review findings with contractor's executive personnel, explain the reasonableness or unreasonableness of cost elements, and develop suitable alternatives. Some contractors are uncooperative and require persuasion or other skillful approaches in gaining acceptance of Government pricing positions.

**Factor 8, Physical Demands -- Level 8-1 -- 5 Points**

The work is primarily sedentary.

**Factor 9, Work Environment -- Level 9-1 -- 5 Points**

The work is primarily performed in office areas, conference rooms, and similar environments. However, it may require traveling and visits to contractor's facilities and work performance sites.

**TOTAL POINTS -- 2890**

## **PROCUREMENT ANALYST, GS-1102-12, BMK #7**

### **Duties**

The employee is responsible for the review of contracts and contracting actions for a variety of supply, service, and/or construction contracts; for the development of guidance material; and for providing technical advice to management and contracting officers at an activity procuring a wide variety of items, the most complex of which include extensive negotiations involving cost or pricing data and special or unusual contract terms. Requirements typically range from standard items to specialized items, e.g., equipment or services needed to support a research and development activity; ADP equipment, software and related services; and/or alteration and repair projects.

- Advises management and contracting officers on matters pertaining to contracting policies and procedures. Assistance is provided upon request regarding specific situations or problems and upon receipt of changed procedures imposed by higher headquarters involving regulations, laws, and good business practices.
- Conducts reviews of contracts or contract changes within predetermined categories based on dollar value, method of acquisition, and other factors. Reviews for appropriate contract type, pricing provisions, selection of source, acquisition method, determinations and findings, documentation, clarity of contract terms, propriety of cited funds, and need for issuance of unpriced contractual documents. Locates errors and returns to buyer for correction.
- Develops guidance material for activity contracting personnel. Publishes informational material to inform, clarify, and explain regulatory and policy changes, and to note recurring errors observed during contract review.
- Conducts training of contracting personnel to improve acquisition practices. Subjects are chosen on the basis of need reflected during contract review or upon development of new regulatory requirements.

**Factor 1, Knowledge Required by the Position -- Level 1-7 -- 1250 Points**

Knowledge of preaward and postaward contracting policies and procedures to conduct reviews of a full range of contracts, contracting plans, and contract changes for propriety of acquisition method, contract type, and documentation.

Knowledge of commercial business and industrial practices (e.g., commercial subcontracting, procurement of raw materials, and costing techniques) related to the items procured sufficient to analyze cost breakdowns and contract proposals.

Knowledge of regulations, statutes, and related material to develop local supplements and operating instructions.

Skill in written and oral communications sufficient to prepare written guidance and decisions; to explain and defend decisions to contracting personnel, contractors, or higher level reviewing officials; and to conduct training.

**Factor 2, Supervisory Controls -- Level 2-4 -- 450 Points**

Supervisor assigns basic area of responsibility for contract review and for other assignments. The employee, in consultation with the supervisor or in accordance with established practices, initiates required contacts, obtains required information, selects and applies precedents, and recommends actions or decisions. The employee is responsible for coordination with technical personnel and for the technical accuracy of findings. Work is reviewed on the basis of effectiveness and results achieved, including recommendations and assistance provided. Written material is subject to review prior to publication.

**Factor 3, Guidelines -- Level 3-4 -- 450 Points**

Guidelines consist of all pertinent and available directive material from higher echelons and local authority. This includes procurement regulations, directives, Comptroller General decision, and other legal precedents. The employee exercises judgment to insure uniform application of guidelines by contracting personnel, including correct () application among closely related or seemingly conflicting directives. The employee serves as technical advisor on the interpretation of guidelines and devises local instructions or procedures to implement new regulations or to provide guidance for special problems.

**Factor 4, Complexity -- Level 4-4 -- 225 Points**

The work involves adapting and devising techniques to cover a range of contracting actions, and analysis of a variety of contracting issues. The employee reviews and evaluates the quality of buyer's decision on a wide variety of contracts some of which involve such complexities as:

- Sole source procurements;
- Detailed work specifications unavailable;
- Engineering, prototype development, and testing requirements;
- Inclusion of special provisions, e.g., Government-furnished property, quality assurance inspections, and similar terms and conditions;
- Use of fixed-price and cost contracts, some with incentive provisions.

Decisions must be responsive to local requirements while complying with all directives and legal requirements. Decisions vary for each situation because of differing considerations, e.g., different contractors, item requirements, contractual provisions, business systems and environments. Requests for deviations from prescribed regulations (e.g., protests and mistakes in bids, disputes determinations, and determinations of nonresponsibility) require assessment of unusual conditions or analysis to identify mitigating circumstances and result in recommendations for action by higher approval authority. Contract reviews also reveal trends and common problems, and require the employee to develop additional guidance or revisions to operating procedures.

#### **Factor 5, Scope and Effect -- Level 5-4 -- 225 Points**

The purpose of the work is to improve the accuracy and consistency of the activity contracting program by providing staff review of a wide range of contracting actions. Responsibility includes developing new approaches, modifying techniques, and providing material for guides and standards to be used by activity contracting officers and specialists. The employee analyzes specific issues, identifies recurring problems, analyzes regulatory changes and develops implementing procedures, and provides advice as a consultant to contract specialists and management. The work affects the quality of contracting work performed by other specialists and the legal and regulatory sufficiency of the contracting program.

#### **Factor 6, Personal Contacts -- Level 6-2 -- 25 Points**

Contacts are chiefly with employees of the activity representing different parts of the acquisition process, e.g., contracting officers, technical and management officials, accounting, legal and other staff offices, and representatives from higher headquarters. The interests of all parties are clearly defined.

#### **Factor 7, Purpose of Contacts -- Level 7-3 -- 120 Points**

Contacts require skill to influence, motivate, or persuade contracting officers or specialists to modify contractual plans, comply with new procedures, or correct contractual deficiencies. Contacts with top

activity management officials require skill in justifying recommended deviations from regulations or gaining acceptance of revised procedures. Contacts with co-workers, in response to requests for guidance on contractual problems or to conduct training session, involve cooperative efforts toward achieving mutual goals.

**Factor 8, Physical Demands -- Level 8-1 -- 5 Points**

Work is primarily sedentary.

**Factor 9, Work Environment -- Level 9-1 -- 5 Points**

Work is performed primarily in office areas and conference rooms.

**TOTAL POINTS -- 2755**

## CONTRACT SPECIALIST, GS-1102-13, BMK #1

### Duties

Serves as contract specialist responsible for preaward and postaward functions involving highly specialized procurements of significant importance to the agency. Requirements typically involve systems or programs such as:

- (1) Research, development, and production of extensive, specialized equipment or systems. Examples include state-of-the-art electronic guidance and control systems, radar systems, switching or transmission equipment for a nationwide communications network, technologically advanced gun mounts or missile launchers, ground reconnaissance vehicles, aeronautical equipment, a telemetry system for a new spacecraft, or extensive ADP systems such as systems software for nationwide teleprocessing networks. Or,
  - (2) Research and development on long-term social, economic, environmental, or health problems for which there is little meaningful experience or precedent data available. Examples include a multiphased minerals and mineral-related studies program involving basic data collection, research and development, and experimental research; a major, multiple year research program involving basic research, production of highly specialized chemical compounds, scientific instrumentation, and equipment for which there is no experience or firm specifications available; or demonstration projects involving feasibility or validity studies, design, and prototype or model fabrication for urban mass transportation systems.
- Performs procurement planning. Identifies within assigned major program(s) those large-scale subsystems, components, equipment, and services to be acquired by contract. Develops procurement objectives for the program in terms of competition and price range, and constructs the contractual vehicle including use of pricing arrangements, subcontracting policy, bet-aside policies, and similar considerations. Prepares and maintains current acquisition plans, appropriate milestone charts, and related schedules.
  - Serves as advisor to program officials in procurement planning meetings. Advises program officials of the procurement objectives to be used, and assists in the preparation of statements of work. Prepares determinations and findings and solicitation documents. Performs detailed analyses of all elements of cost in contractor proposals, and makes competitive range determinations. Conducts preproposal conference(s) with prospective contractor(s) to arrive at a clear understanding of what is required under the proposed contract. Obtains appropriate data from business and technical officials. Issues necessary modifications to clarify questions concerning such topics as specification changes, language ambiguities, or clarification of contract clauses. As required by the lack of meaningful cost

and price information, explores new or innovative contracting approaches to arrive at an equitable contract arrangement.

- Serves as lead negotiator. Plans the negotiation strategy, coordinates strategy with negotiation team, and leads the negotiations which are conducted with contractors to develop the contract prices and terms. Awards the contract.
- Performs contract administration. Responsibilities typically include incremental funding, preparation of rate and cost adjustments, redirection of effort, coordination of time extension, incorporation of change orders, issuance of stop work orders, issuance of cure notices or show cause letters, monitoring of Government property reporting, approval of progress payments, final payment, and contract closeout.
- Terminates contracts for the convenience of the Government or default by the contractor.

### **Factor 1, Knowledge Required by the Position -- Level 1-8 -- 1550 points**

Knowledge of the principles of acquisition planning sufficient to develop and implement a plan to procure a multiyear program or system involving successive program stages.

Knowledge of contract administration and termination techniques sufficient to administer and close out contracts.

Knowledge of price/cost analysis techniques, such as learning curve analysis and cost estimating relationships, sufficient to evaluate contractor proposals and prepare a prenegotiation position.

Knowledge of contract types, methods, and techniques including cost and incentive contracting, award fee, cost sharing arrangements, processing of unsolicited proposals, multiple awards, special provisions relating to proprietary rights, and rights in data. Contracts are normally negotiated.

Knowledge of the regulations and techniques of source selection sufficient to conduct a selection.

Skill in negotiation techniques to conduct contract negotiations and to meet and deal with high level business, industry, scientific, and/or Government officials.

### **Factor 2, Supervisory Controls -- Level 2-4 -- 450 Points**

Supervisor assigns work in terms of overall procurement programs to be accomplished. The employee, in consultation with the supervisor, establishes and executes a work schedule, insuring that the necessary planning, coordination, approvals, negotiation, and other requirements are completed in a timely manner

so as not to delay award of any assigned contracts. Establishes clear objectives and necessary priorities to achieve these objectives. Submits negotiation plans to supervisor or higher levels for review prior to negotiation. Conducts negotiations independently. Advises supervisors of potential problems or slippages in the program. Work review is made through status reports prepared by the employee and used primarily by management to keep informed.

### **Factor 3, Guidelines -- Level 3-5 -- 650 Points**

Guidelines consist of Federal and agency contract laws, regulations, and policies. Guidelines provide general contracting methods and requirements, but do not have specific applicability to the particular procurement and the wide variety of situations encountered. For example, extensive judgment and originality are required in planning the procurement strategy for large

scale acquisition programs or systems, in structuring the contract to provide economic incentives and flexibility for future contract changes, and in resolving administrative problems which arise during the life of the contract. The employee frequently develops new approaches and writes new conditions or clauses to resolve specific situations.

### **Factor 4, Complexity -- Level 4-5 -- 325 Points**

The work consists of managing acquisition programs for highly complex or state-of-the-art systems, programs, and equipment that are not well defined and span successive program stages. Typical complexities include:

- Design instability in the early phases of the acquisition cycle, resulting in frequent design and performance changes;
- Difficulty in developing time schedules;
- Lack of precedent and cost data;
- Use of wide variety of cost and fixed-price contracts an broad range of complex terms and conditions including cost sharing arrangements, incentive formulas, progress payments, and escalation clauses;
- Multiple year, long-term contracts;
- Sole source negotiating environments;
- Use of extensive cost analysis to determine reasonableness;

- Programs involving several contracts with the same or different contractors, and changes to one contract frequently affecting other contracts;
- Extensive use of subcontracts.

Decisions involve uncertainties or problems, such as questionable financial responsibility, production scheduling, deficient performance, economic instability, and complicated segments of complex programs. The employee interprets technical, legal, and audit decisions, and analyzes their impact on the procurement. The employee identifies trade-offs and alternate courses of action.

#### **Factor 5, Scope and Effect -- Level 5-5 -- 125 Points**

The purpose of the work is to negotiate and administer contracts to procure a program or system. This involves developing new approaches or innovative acquisition plans, source selection plans, negotiation strategies, and contract terms, conditions, or financial arrangements which may serve as models for future major systems acquisitions. The employee's recommendations are accepted as authoritative and serve as the basis for committing the agency or activity to courses of action on projects which are of multiyear duration, set precedents, and directly affect the economies of various areas and segments of the private industry complex.

#### **Factor 6, Personal Contacts -- Level 6-3 -- 60 Points**

Contacts outside the agency are with company or corporate officials or with State or municipal Government executives in negotiations in unstructured settings. Occasional contacts are with congressional offices or the General Accounting Office on specific claims or protests. Contacts within the agency include managers and program officials, contract review staff, small and minority business advisor, legal and patent counsel, and budget and finance staff.

#### **Factor 7, Purpose of Contacts -- Level 7-3 -- 120 Points**

Contacts are to negotiate contracts with industry officials and to resolve problems which arise during the performance of the contract. Contacts within the agency are to analyze complex procurement issues, advise program officials of procurement procedures, and insure a proper and supportable course of action. Contacts with higher level organizations are to clarify issues surrounding procurements or to respond to requests for information.

**Factor 8, Physical Demands -- Level 8-1 -- 5 Points**

Work is mostly sedentary, but there is some walking required during visits to contractor facilities.

**Factor 9, Work Environment -- Level 9-1 -- 5 Points**

Work is usually performed in an office setting although there are occasional visits to contractor plants to conduct factfinding, preaward surveys, reviews, and negotiations.

**TOTAL POINTS -- 3490**

## CONTRACT ADMINISTRATOR, GS-1102-13, BMK #2

### Duties

The employee has contracting officer authority for contract administration functions in a contractor or Government facility. Contracts typically extend over several years and cover research, development, testing, and production of complex equipment systems or other complex programs, services, or construction. Examples include a series of contracts for a variety of complex services or material; or contracts covering a single coordinated project, such as a radar defense system.

- Performs continual planning to integrate the actions involving contractual obligations and responsibilities of both the Government and the contractor.
- Develops and maintains systems to evaluate and monitor contractual performance related to such areas as delivery, cost, amount of progress or advance payments, effective use of Government- furnished property, scheduling and usage of facilities, and management of overhaul or maintenance and repair efforts. Identifies potential areas of production difficulties, cost overruns, and need for future funding requirements. Initiates appropriate remedial action to avoid or minimize delays.
- Assures contractor's compliance with Cost Accounting Standards and other applicable laws and regulations which entails analysis and negotiation of impact statements, of noncompliances with cost accounting standards requirements, or of accounting system changes. If no equitable agreement can be reached, issues unilateral determinations which, if appealed by the contractor, must be fully supported, justified, and defended before appeals boards or in courts of law.
- Negotiates forward-pricing rates agreements after analyzing elements such as the various expense pools, labor rates, contractor's business volume forecast, economic conditions, business trends, union agreements, local labor market conditions, and inflation rates. Analyzes and negotiates overhead rates after developing the Government position on the reasonableness, allowability, and allocability of incurred costs.
- Evaluates adequacy of contractor's business management systems in terms of Government contracting requirements. These business systems include insurance, estimating methods, pensions, employee compensation plans, purchasing and subcontracting procedures, and accounting methods, procedures and practices.
- Consents to placement of subcontracts after considering elements such as the technical capability of prospective subcontractors, reasonableness of proposed costs and profit or fee, type of contract, degree of competition, need for small and disadvantaged business involvement, and compliance with applicable laws and contractual provisions.

- Plans and conducts postaward conferences to ensure compliance with, and full understanding of, contractual requirements and to preclude unauthorized changes or alterations in contract provisions.
- Incorporates changed contract requirements or settles issues that develop after contract placement, e.g., equitable adjustments in price and/or delivery schedule for unilaterally directed changes in the work, for damages suffered by the contractor due to late delivery or defective condition of Government furnished property, for increases or decreases in taxes included in the contract price, or similar conditions.
- Determines allowability of costs claimed under cost contracts, including evaluation of a large number of subcontractor claims.
- Serves as team leader over a variety of functional specialists, such as auditors, cost accountants, engineers, scientists, cost analysts, and attorneys to prepare the Government position and conduct negotiations with the contractor.

### **Factor 1, Knowledge Required by the Position -- Level 1-8 -- 1550 Points**

Specialized knowledge of contract administration policy and procedures sufficient to monitor contractor performance on complex contracts covering major systems or extensive programs.

Knowledge of business and industry practices sufficient to evaluate, monitor, and maintain uniform management controls over the prime contractor's performance, and to provide direction and leadership as the Government's principal postaward representative with authority to commit the Government.

Knowledge of negotiation techniques to serve as team leader over engineers, auditors, cost accountants, attorneys, industrial security specialists, transportation specialists, cost analysts, and scientists in the negotiation and settlement actions involving significant Government and contractor program obligations. This includes negotiating major unsettled change proposals, special agreements, and pricing arrangements.

Knowledge of cost and pricing techniques to negotiate and act on a variety of pricing and special agreements, including final overhead rate agreements which have a financial impact on a large number of contractual actions. This includes, as necessary, knowledge to ensure implementation and administration of cost accounting standards.

**Factor 2, Supervisory Controls -- Level 2-4 -- 450 Points**

The supervisor assigns contractors and contracts for administration, and provides policy guidance. The employee, in consultation with the supervisor or within delegated limits, plans and performs the range of contract administration duties, including analyzing, negotiating, settling, and executing contractual agreements, issues, or problems. The employee generally determines the approach taken and methodology to be used, and negotiates significant contract administration issues pertaining to large contracts, business systems, programs, or contractor operations. Results of the work are normally accepted without change. Review concerns fulfillment of contract management and overall policy and program objectives.

**Factor 3, Guidelines -- Level 3-4 -- 450 Points**

Guidelines include Federal and agency acquisition regulations, socioeconomic policies, legal precedents, and the awarded contract(s) which state the parameters for reaching settlement or unilateral decision. Guidelines are frequently inadequate in providing criteria for resolving problems which arise, such as evaluating unusual payment requests. The employee uses ingenuity and originality in interpreting, applying, and deviating from established procedures or techniques for the purpose of establishing negotiation strategies or positions, and for reaching settlement agreements.

**Factor 4, Complexity -- Level 4-5 -- 325 Points**

Assignments include delegated authority for planning, coordinating, and administering long-term contracts for systems or programs on which significant accountability and management control are required Complexities typically include:

- Equipment or systems which are at or near the research state;
- Complex contracts with numerous special terms and conditions;
- Extensive subcontracting;
- Negotiating in sole source situations;
- Indepth use of price and cost analysis including negotiation of forward pricing agreements and overhead rates;
- Frequent changes in specifications during the life of the contract;
- A considerable amount of spare parts provisioning on new or advanced equipment;

-- Use of a significant amount of Government-furnished property.

Decisions involve the interpretation, analysis, evaluation, and negotiation of issues involving uncertainty in approach or requiring substantial depth of analysis. Examples include modifying major provisions of long-term contracts, including evaluating the effect on other contracts or subcontractors; identifying and solving problems that threaten to impede contract performance; planning negotiation positions and strategies; negotiating and executing a variety of significant contract changes, other contractual actions, or management agreements; and approving management control and information systems.

The work requires the development of innovative approaches or modified techniques to resolve the numerous situations which arise over a multiple year period. The employee also develops new information or special criteria involving contractual changes and modifications since each contractual action is unique.

### **Factor 5, Scope and Effect -- Level 5-5 -- 325 Points**

The purpose of the work is to serve as contracting officer in the administration of multiyear contracts, which includes monitoring and evaluating contractor performance, negotiating and executing contract changes, authorizing payments, and resolving postaward issues. This involves analyzing the extent of the contractor's business volume and expense pool forecasts; the impact of new contract requirements on the contractor's capability; the scope of research, development, and investigative efforts; and the effects of cost accounting standards and changes on the contractor's accounting and other business systems. The employee resolves critical problems that develop after contract placement, such as: (1) equitable adjustments in price and delivery schedule for unilaterally directed changes in the work; (2) equitable adjustment in the contract price and/or delivery schedule if the contractor suffers damage for reasons such as late delivery or defective condition of Government furnished property or technical data; (3) major increases in the total estimated cost limitation; (4) price adjustment if taxes included in the contract price are either increased or decreased; (5) significant price adjustment in accordance with the Economic Price Adjustment clause/provision; and (6) other major or controversial contract changes.

Contract administration affects the progress and timely completion of the contract, the costs and profit of the contractor through price adjustments and negotiations, the contractor's management systems or activities associated with contractual requirements, and contributes to the accomplishment of a significant agency project.

### **Factor 6, Personal Contacts -- Level 6-3 -- 60 Points**

Contacts are with contractor's officials (e.g., presidents, senior vice-presidents, contract managers, and controllers) and with agency () specialists such as auditors, attorneys, and engineers. Contacts are

generally established in a moderately unstructured setting, with the authorities of the parties being identified during the negotiation or resolution of the problem.

**Factor 7, Purpose of Contacts -- Level 7-3 -- 120 Points**

Contacts are for the purpose of monitoring, evaluating, and resolving matters of contractor performance, management, and progress. To obtain a fair and reasonable solution, the employee must negotiate issues with the contractor. Assignments also involve contacts with management officials within the agency for establishing settlement objectives and/or planning negotiation strategies. The employee must be skillful in obtaining compliance with contractual terms and in resolving differences.

**Factor 8, Physical Demands -- Level 8-1 -- 5 Points**

Work is primarily sedentary.

**Factor 9, Work Environment -- Level 9-1 -- 5 Points**

Work is performed primarily in office areas, conference rooms, and similar environments. However, it may require some traveling and visits to contractor's and Government facilities and work-performance sites.

**TOTAL POINTS -- 3290**

## **PROCUREMENT ANALYST, GS-1102-13, BMK #3**

### **Duties**

The employee is responsible for the analysis and evaluation of contracting matters, and the initiation, development, and recommendation of contracting policies, procedures, guidance, and control for subordinate contracting activities within a department or agency.

Initiates, develops, and recommends contracting policies and procedures for the guidance and control of subordinate contracting activities. Evaluates and recommends disposition on requested waivers to statutory requirements.

Reviews, evaluates, and provides specific guidance concerning contracting policies and procedures relative to Government facilities, special tooling, special test equipment, component breakout, warranties, recovery of nonrecurring costs, high dollar spare parts breakout program, industrial preparedness, production planning, and interdepartmental coordinated procurements.

Participates in the development of policy as a representative to special task groups within the agency or department. Develops position papers relating to various phases of contracting.

Provides advice and guidance on contracting matters to project managers and contracting officers at subordinate contracting activities.

### **Factor 1, Knowledge Required by the Position -- Level 1-8 -- 1550 Points**

Knowledge of Government contracting laws and policies including techniques of contracting operations, detailed procedures of department contracting requirements, and familiarity with the practices of business and industry sufficient to develop policies and provide guidance to subordinate activities.

Analytical skill sufficient to evaluate audit reports, regulations, and other relevant material as a basis for developing and implementing departmental guides or procedures.

Skill in oral communications to present sensitive recommendations to higher authority, to obtain compliance with policies from subordinate activities, and to represent the department or agency on task forces.

Skill in written communications sufficient to develop and publish departmental regulations and other material.

**Factor 2, Supervisory Controls -- Level 2-4 -- 450 Points**

Work is generally assigned to the employee by the supervisor in terms of a project or problem requiring investigation. The employee, in consultation with the supervisor, plans the approach to be taken, determines the depth of analysis required, evaluates alternatives, and develops recommended solutions, including identifying the need for policy changes. The employee keeps the supervisor advised on an informal basis of progress achieved or of controversies anticipated. The employee's work, critical actions, and decisions are viewed for general effectiveness and attainment of objectives by the supervisor and higher authority, as appropriate.

**Factor 3, Guidelines -- Level 3-4 -- 450 Points**

Guidelines used by the employee include procurement regulations, Executive orders, and departmental directives and instructions. The guidelines provide general guidance in the functional areas assigned. The employee interprets and applies the guidelines to policy issues and provides direction to subordinate contracting activities. The employee proposes new policies or procedures based on investigations performed or on trends and patterns identified. These investigations consist of analyses of reports, regulations, and other material for applicability to operational requirements and existing contracting practices.

**Factor 4, Complexity -- Level 4-5 -- 325 Points**

The employee is responsible for the review, analysis, and recommendation of contracting procedures or policy revisions covering a variety of contracting issues for the department or agency. Responsibilities includes the initiation, development, and recommendation of contracting procedures for the guidance and control of subordinate contracting activities throughout the department or agency; the evaluation and recommended disposition of requested waivers to statutory requirements or deviations from regulatory requirement including those requiring approval by higher authority; and analysis and recommendation of departmental positions on a variety of contracting matters, such as assessing the impact of action required in response audit reports. In addition to special projects assigned, the employee has specific responsibility for departmental or agency contracting procedures relating to Government facilities, special tooling and test equipment, motion picture contracting, warranties, recovery of nonrecurring costs, industrial preparedness, and coordinated procurement.

The employee serves on interdepartmental or interagency contracting policy task groups and subcommittees. The employee also serves as the alternate contracting representative in specialized contracting area such as those pertaining to the development, implementation, and coordination of policies and procedures concerning international acquisition, production agreements, and foreign sales or purchases.

The work is complicated by the necessity for refining general objectives into precise policies, directives, and procedures that are applicable to the work being performed. The employee must analyze new policies to determine the extent of their influence upon other policies and procedures and whether such effects have an adverse impact on the overall regulatory and policy objectives of the departmental contracting program. The employee devises techniques to facilitate the implementation of policy changes at subordinate contracting activities.

**Factor 5, Scope and Effect -- Level 5-5 -- 325 Points**

The purpose of the work is to develop new or improved contracting procedures to implement provisions into the departmental or agency contracting function pursuant to statutes, Executive orders, operational requirements, and requirements emanating from other sources. The work affects numerous subordinate contracting offices in improving responsiveness to customer requirements and insuring that mission responsibilities are met and maintained. Policy and guidance provided contribute to the effectiveness of the department's contracting program and provide criteria for measuring and insuring adequate performance.

**Factor 6, Personal Contacts -- Level 6-3 -- 60 Points**

Contacts include managers, contracting and technical representatives from other Federal agencies, top level management within the agency, project managers, contracting officers and other contracting personnel in subordinate activities of the department or agency. Contacts frequently occur in moderately unstructured settings and are usually held to resolve problems or obtain outside viewpoints. The purpose and extent of each contact differs according to the role of the person and the organization represented.

**Factor 7, Purpose of Contacts -- Level 7-3 -- 120 Points**

Contacts are to provide guidance to subordinate activities, to coordinate and persuade contracting activities on the implementation of policy or procedural changes, and to determine their potential effect at the operational level. The employee's participation in task groups or meetings is to assure consistent interpretation and implementation of Government contract policy throughout the department or agency contracting system.

**Factor 8, Physical Demands -- Level 8-1 -- 5 Points**

The employee's work is sedentary.

**Factor 9, Work Environment -- Level 9-1 -- 5 Points**

The employee's work is normally performed in an office setting. Occasional travel may be required to field activities for factfinding, activity review, and determination of activity performance.

**TOTAL POINTS -- 3290**

## **CONTRACT SPECIALIST, GS-1102-14, BMK #1**

### **Duties**

Serves as contracting officer with unlimited signatory authority for a significant system or program characterized by: (1) large funding levels and a commitment period extending over a long period of time (approximated five years); (2) the magnitude and terms of the contract substantially impact on the economic well-being of the company or subsidiary of a corporation; (3) the agency head monitors progress due to criticality and visibility of the program; (4) the final product is a complete state-of-the-art system, such as a missile system or fire control system, to be used with other existing or concurrently procured systems to yield a major system such as a ship or aircraft, or other agencywide strategic or tactical weapons program, e.g., the agency airlift program. The specialist has complete authority for all contractual actions and phases of the program including initial planning, requirements definition, advanced and engineering development, testing, prototype procurement, initial production, full production, spare and repair parts, integrated logistics support, software support, technical data, off-line product improvement, sustaining engineering, training equipment and materials. Work includes a range of contract specializations such as negotiation, cost and price analysis, and administration.

- Plans, develops, and establishes the contractual strategy for the overall acquisition program. Develops a prenegotiation position, determines the types of contracts and negotiation authority to be used, and prepares justification.
- Functions as team leader during contract negotiations. Coordinates with the engineering and production departments, legal counsel, audit, and subordinate activities. Personally negotiates the majority of contracts. Assigns portions of the contract to subordinate activity contract specialists.
- Directs the full range of contract administration actions required for the acquisition program, including the issuance of contract modifications, negotiation of changes, exercise of options, investigation and resolution of contractor delays, contractor performance appraisal, subcontractor surveillance, disposition of claims, and similar matters.
- Serves as principal contracting advisor to the program management office, and represents the agency or department as the program's contractual authority at conferences and meetings.

### **Factor 1, Knowledge Required by the Position -- Level 1-8 -- 1550 Points**

Mastery of procurement regulations and contracting principles including the latest procedures and techniques, e.g., sophisticated pricing arrangements, cost accounting, and life cycle costing sufficient to plan, develop, implement, maintain, and administer all contractual aspects of a systems acquisition program; to develop innovative contractual language, terms and conditions; and to serve as program

contractual authority and advisor on the acceptability and applicability of contractual matters related to the assigned acquisition program.

Skill in managerial and coordinative activities sufficient to contract a variety of contractual actions occurring concurrently, in an overlapping fashion, or sequentially and to control several simultaneous interrelated contracts with different contractors.

Mastery of negotiation techniques to serve as the lead negotiator in developing prenegotiation strategy, in conducting negotiations for the acquisition of a system, and in directing or performing postaward negotiations involving contract changes or modifications.

Knowledge of related disciplines and functions involved in the systems acquisition process, such as design or systems engineering, integrated logistics support, financial management, and their interrelationships with contracting.

### **Factor 2, Supervisory Controls -- Level 2-5 -- 650 Points**

The supervisor delegates responsibility for contractual matters pertaining to the assigned systems acquisition program. The supervisor is available for consultation on program objectives, budgetary constraints, and procurement policy interpretations. The employee is delegated unlimited authority for planning and carrying out the contractual activities required, including interpreting, extending, originating, or devising new contractual provisions, incentives, clauses, terms, and conditions. Contractual decisions and recommendations of the employee are normally accepted as authoritative, although higher level agency or departmental review may be necessary for some phases of the systems acquisition, as directed by law. Because of the employee's recognized technical expertise in contracting, the employee is able to obtain verbal advance approval from higher level governing bodies to proceed with contractual action in cases determined critical by the employee.

### **Factor 3, Guidelines -- Level 3-5 -- 650 Points**

Guidelines include procurement laws, Federal regulations, and agency contracting directives and policies. These guides are only generally applicable to the work, as the state-of-the-art technology generates unusual and unique contractual problems. Therefore, the employee exercises initiative, resourcefulness, and experienced judgment in interpreting and applying such guides, as well as in developing and implementing solutions to problems that are unique and outside the scope of current written guidelines. For example, problems surface in previously undefined areas involving award-fee contracting, development of leasing agreements, design-to-cost option clauses, use of fixed-price contracting on research and development requirements, for which the specialist must develop essentially new or modified techniques for obtaining effective results.

**Factor 4, Complexity -- Level 4-5 -- 325 Points**

The work involves planning, directing, and coordinating contractual actions involved in a sophisticated and technologically advanced systems acquisition program. Complexities in assigned systems acquisition programs include:

- Requirements involving a number of separate elements;
- Long-term contractual efforts (e.g., up to five years);
- No previous cost history data;
- Involvement of several different contractors and numerous subcontractors;
- Coordinating the efforts of various subject-matter specialists engaged in the acquisition program (e.g., engineers, production specialists, legal advisors, auditors, logistics management specialists, and financial managers);
- Requirement for concurrent, overlapping, or sequential contractual actions in order to maintain the acquisition schedule and to take advantage of technological advancements;
- Interrelated contracts with several different contractors where in a change in one contract precipitates changes in the others.

Decisions at each phase of the acquisition process require the analysis of alternatives, consideration of technological advances, evaluation of program and technical needs, evaluation of time constraints, and determination of cost. The employee is responsible for devising sophisticated pricing arrangements and for managing all contractual aspects of the systems acquisition process.

**Factor 5, Scope and Effect -- Level 5-5 -- 325 Points**

The primary purpose of the position is to plan, negotiate, and manage, as contracting officer, the procurement of a self-contained, highly sophisticated, technologically advanced special-purpose item, such as a missile system, fire control system, navigation system, guidance and control system, or similar systems. These systems will comprise a significant part of existing, newly-procured, or future major systems, such as a ship, aircraft, tank, or others. Work performed, decisions made, and solutions devised affect the timely procurement of the system or program, and its interface with other systems or programs. Some decisions, such as contract award or termination, have a substantial impact on a company's financial, production, or staff resources.

**Factor 6, Personal Contacts -- Level 6-4 -- 110 Points**

Contacts are with all levels within the agency, and with other agencies, congressional staff members, corporate level officials of () major industrial firms, and high level foreign government officials. The employee represents the agency and in some cases the United States Government on interagency task forces at national and international conferences dealing with the contractual aspects of major systems acquisition programs. Such conferences are typically arranged in advance and are attended by top level representatives of external organizations.

**Factor 7, Purpose of Contacts -- Level 7-4 -- 220 Points**

Contacts are to serve as lead negotiator, responsible for planning and negotiating contracts and contractual changes for long-term major systems or programs. This involves meeting with program managers and technical specialists to plan the procurement strategy, conducting preaward and postaward meetings with offerors and contractors to explain requirements and provisions, leading negotiations, and resolving postaward problems including the resolution of controversial problems on own authority throughout the preaward and postaward phase. The employee represents the agency or department on interagency task forces or conferences dealing with the contractual aspects of major systems acquisitions.

**Factor 8, Physical Demands -- Level 8-2 -- 20 Points**

The employee's work is sedentary in nature, although negotiations on a regular and recurring basis require longer than an eight hour day and include intensive negotiation sessions of four hours or longer without a rest period. The work requires above-average resistance to fatigue.

**Factor 9, Work Environment -- Level 9-1 -- 5 Points**

Although the majority of work is performed in an office setting, the employee may visit contractor plants to review equipment and production runs, facility construction requirements, and to evaluate progress and performance.

**TOTAL POINTS -- 3855**

## GLOSSARY OF TERMS

The following glossary has been prepared to assist users in their understanding of this standard and of the contracting function. This glossary is not meant to provide complete and technical definitions, especially as would be applied by specialists of the series.

**ADMINISTRATIVE CONTRACTING OFFICER (ACO):** A contracting officer authorized to perform postaward contract administration duties to monitor contractor's performance, and to perform postaward contractual functions delegated by the procurement office.

**ADVANCE PROCUREMENT PLAN:** A plan for procurement accomplishment showing the method of procurement, the general timetable, and the expected price the Government must pay. May also be termed Advance Acquisition Plan. Basically, a plan to fill the need in the most economical, timely, effective, and efficient manner.

**ALLOCABLE COST:** A cost which is assignable or chargeable to one or more cost objectives in accordance with the relative benefits received or other equitable relationships defined or agreed to between contractual parties.

**ALLOWABLE COST:** A cost which meets the test of reasonableness, allocability, consonance with standards promulgated by the Cost Accounting Standards Board (if applicable), or which otherwise conforms to generally accepted accounting principles, specific limitations or exclusions set forth in ASPR XV, or agreed-to terms between contractual parties.

**AUDIT:** The systematic examination of records and documents and/or the securing of other evidence by confirmation, physical inspection, or otherwise, for one or more of the following purposes: determining the propriety or legality of proposed or consummated transactions; ascertaining whether all transactions have been recorded and are reflected accurately in accounts; determining the existence of recorded assets and inclusiveness of recorded liabilities; determining the accuracy of financial or statistical statements or reports and the fairness of the facts they present; determining the degree of compliance with established policies and procedures relative to financial transactions and business management; and appraising an accounting system and making recommendations concerning it.

**"BASED ON" PRICE:** A price which is "based on" established catalog or market prices of commercial items sold in substantial quantities to the general public when the item purchased is sufficiently similar to the commercial item to permit the difference between the prices of the items to be identified and justified without resort to cost analysis.

**BAILMENT:** The lending of government-owned property to a contractor for the performance of a contract.

**BASIC AGREEMENT:** Not a contract, but a written instrument of understanding executed between a department or procuring activity and a contractor, which sets forth the negotiated contract clauses to be used by the parties during the term of the basic agreement. These clauses are incorporated by reference in any formal contractual documents executed between the parties, as appropriate. Basic agreements may be used with fixed-price or cost-reimbursement contracts.

**BASIC ORDERING AGREEMENT (BOA):** An agreement, not a contract, which includes a description, as specific as practicable, of the supplies to be furnished or services to be performed when ordered, and a description of the method for determination of the prices to be paid to the contractor for the supplies or services. Lists the offices authorized to issue orders under the agreement. (It may be used as a means of expediting procurement where specific items, quantities, and prices are not known at the time of the execution of the agreement.)

**BLANKET PURCHASE AGREEMENT (BPA):** A method for the Government to fill purchase requirements for related supplies, material, equipment, or services by establishing "charge accounts" with established sources of supply. The BPA includes certain conditions and provisions which have been negotiated and agree to in advance among the Government and established sources of supply. Once issued, the BPA allows the Government to make frequent purchases or calls, verbally or in writing thereunder, and to receive one monthly bill for all supplies or services purchased. The BPA is the least administratively costly contractual instrument issued by the Government.

**BUREAU:** The second highest organizational level of an agency having delegated Head of a Procurement Activity authority. This level also includes organizational titles such as Command, Center, Service, and Institute (e.g., Military Systems Command, NASA's Centers, Department of Agriculture's Services, Health and Human Resources, Institutes, etc.).

**CHANGE ORDER:** A written order signed by a contracting officer, directing the contractor to make changes under the changes clause of the contract authorizing the contracting officer to order a change within the scope of the contract without the prior consent of the contractor, subject, however, to an equitable adjustment to the contractor (see constructive change).

**COMMERCIAL ITEM:** An item, including both supplies and services, of a class or kind that is (1) regularly used for other than Government purposes and (2) is sold or traded in the course of conducting normal business operations.

A commercial item is "sold in substantial quantities" when the facts or circumstances support a reasonable conclusion that the quantities regularly sold are sufficient to constitute a real commercial market for the supplies or services. An item is sold "to the general public" if it is sold to other than affiliates of the seller for end use by other than the Government.

**COMPETITION:** An environment in which the buyer stimulates or relies on conditions in the marketplace that cause independent sellers to contend confidently for the award of a contract.

**COMPETITIVE NEGOTIATION:** A negotiated procurement that (1) is initiated by a Request for Proposals, which sets out the Government's requirements and the criteria for evaluation of offers, (2) contemplates the submission of timely proposals by the maximum number of possible offerors, (3) usually provides discussions with those offerors found to be within the competitive range, and (4) concludes with the award of a contract to the one offeror whose offer, price and other factors considered, is most advantageous to the Government.

**COMPETITIVE RANGE:** A range appropriate to the post evaluation, preaward phase of negotiated procurements. Determined by the contracting officer on the basis of price, cost, or technical and other salient factors. Unless excepted by circumstances, it is prescribed by departmental or agency regulations. The contracting officer must conduct written or oral discussions with all responsible offerors who submit proposals within the competitive range.

**CONSTRUCTIVE CHANGE:** During contract performance, an oral or written act or omission by the contracting officer or other authorized Government official, which is of such a nature that it is construed to have the same effect as a written change order.

**CONTRACT:** A term used to describe a variety of agreements or orders for the procurement of supplies or services. An agreement, enforceable by law, between two or more competent parties, to do or not to do something not prohibited by law, for a legal consideration.

**CONTRACT ADMINISTRATION:** The oversight of a contractor's performance pursuant to the fulfillment of the terms, conditions, and specifications of a contract.

**CONTRACT CLAIM:** Any request for relief, adjustment, or consideration by a party to the contract (usually the contractor, not the Government) for an act which, in the opinion of the claimant, is not within the scope or intent of the original contract.

**CONTRACT MODIFICATION:** Any unilateral or bilateral written alteration in the specification, delivery point, rate of delivery, contract period, price, quantity or other provision of an existing contract, accomplished in accordance with a contract clause (e.g., change order, notice of termination, supplemental agreement, exercise of a contract option, etc.).

**CONTRACT MANAGEMENT REVIEW:** An appraisal of the effectiveness of local offices' interpretation and application of policies, directives, and procedures and the capability of field activities to comply with them.

**CONTRACTING OFFICER:** The only person with the authority to obligate Government funds, enter into, administer and/or terminate contracts. Includes any authorized representatives of the contracting officer acting within their limits of delegated authority.

**CONTRACTING OFFICER'S TECHNICAL REPRESENTATIVE (COTR):** A person designated in accordance with regulations to assist the contracting officer in matters related to inspection, acceptance, and other duties. Without a specific delegation of authority, such people may not make contracting officer decisions, but are an extension of the contracting officer at a specific duty station.

**CONTRACTING OUT:** Concerns the process by which a Government activity contracts with private enterprise for in-house commercial or industrial products or services, e.g., mess attendant services, guard services, custodial and maintenance services, operation of a plant. (See OMB Circular A-76.)

**CONTRACTOR FINANCING (order of preference):** While exceptions may arise in specific cases, the following order of preference generally should be observed: (1) equity capital, (2) private financing on reasonable terms, (3) customary progress payments, (4) guaranteed loans, (5) unusual progress payments, and (6) advance payments.

**CONTRACT PRICING:** A series of actions used to obtain, evaluate, assess, verify, and adjudge cost or price information, and to record the steps taken to ascertain that prices agreed to have been determined (found) fair and reasonable.

**CONTRACT TYPE:** Specific pricing arrangements employed for the performance of work under contract. Specific pricing (or compensation) arrangements, expressed as contract types, include firm fixed-priced, fixed-price incentive, cost-plus-a-fixed fee, cost-plus-incentive-fee, and several others. Among special arrangements that use fixed-price or cost-reimbursement pricing provisions are contract types called indefinite delivery contracts, basic ordering agreements, letter contracts, and others.

**CORPORATE ADMINISTRATIVE CONTRACTING OFFICER (CACO):** An Administrative Contracting Officer with responsibility for a contractor or contractors having divisions, plants, or subsidiaries in more than one operational location, including the responsibility for promoting effectiveness and consistency in the performance of contract administration services.

**COST ACCOUNTING:** A system of accounting analysis and reporting on costs of production of goods or services, or of operation of programs, activities, functions or organizational units. The system may also embrace cost estimating, determination of cost standards based on engineering data, and comparison of actual and standard costs for the purpose of aiding cost control.

**COST ACCOUNTING STANDARDS:** Standards issued by the Cost Accounting Standards Board, an arm of the Congress. They were created by a public law and is designed to provide a consistency and

coherency in defense contract accounting. The provisions have also been extended to other than defense contracts by regulatory action. The CAS Board no longer exists, although the applicable standards must be implemented.

**COST ANALYSIS:** The review and evaluation of a contractor's cost or pricing data and the judgmental factors applied in projecting from the data to the estimated costs in order to form an opinion leading to a position on the degree to which the contractor's proposed costs represent what contract performance should cost, assuming reasonable economy and efficiency. It includes appropriate verification of cost data, evaluation of specific elements of costs, and projection of these data to determine the effect on price factors, such as cost necessity, allowances for contingencies, and the basis used for allocation of overhead costs.

**COST-PLUS-AWARD-FEE (CPAF):** A cost-reimbursement type contract with special incentive fee provisions used as an incentive to reward contractors and to provide motivation for excellence in contract performance covering such areas as quality, timeliness, ingenuity, and cost effectiveness.

**COST-PLUS-FIXED-FEE (CPFF):** A cost-reimbursement type contract which provides for the payment of a fixed fee to the contractor. The fixed fee, once negotiated, does not vary with actual cost, but may be adjusted as a result of any subsequent changes in the work or services to be performed under the contract.

**COST-PLUS-INCENTIVE-FEE (CPFI):** A cost-reimbursement type contract with provision for a fee which is adjusted by formula in accordance with the relationship which total allowable costs bear to target costs. The provision for increase or decrease in the fee, depending upon allowable costs of contract performance, is designed as an incentive to the contractor to increase the efficiency of performance.

**COST OR PRICING DATA:** Data consisting of all facts existing up to the time of agreement on price, which prudent buyers and sellers would reasonably expect to have a significant effect on price negotiations. Being factual, these data are types of information that can be verified. They do not reflect on the accuracy of the contractor's judgment about estimated future costs or projections; they do, however, reflect on the data upon which the contractor based his judgment.

**COST OVERRUN (or UNDERRUN):** A net change in contractual amount over (under) that contemplated by a contract target price (Fixed-Price- Incentive contract), estimated cost plus fee (any cost-reimbursement type contract), or redeterminable price (FPR contract), due to the contractor's actual costs being over (under) target or anticipated contract costs, but not attributable to any other cause of cost growth (e.g., quantity changes, engineering changes, economic changes, or changes in estimates of program/project costs).

**COST REIMBURSEMENT:** A family of pricing arrangements that provide for payment of allowable, allocable, and reasonable costs incurred in the performance of a contract to the extent that such costs are

prescribed or permitted by the contract. In the case of a cost-plus-fixed-fee arrangement, costs may vary under or over the initially agree-to estimate, but the fee remains fixed as an expressed dollar amount and is not subject to adjustment by reason of contractor cost experience during the life of the contract.

**COST RISK:** An assumption of possible monetary loss or gain in light of the job or work to be done. One of the elements to be considered in the negotiation of a fair and reasonable price as well as in determining the type of contract under which performance will occur.

**DEFECTIVE COST OR PRICING DATA:** Certified cost or pricing data subsequently found to have been inaccurate, incomplete, or noncurrent as of the effective date of the certificate. In this case, the Government is entitled to an adjustment of the negotiated price, including profit or fee, to exclude any significant sum by which price was increased because of the defective data, provided the data were relied upon by the Government.

**DELIVERY ORDER:** A written order to a contractor pursuant to an indefinite delivery type contract which then constitutes the basic obligating document for this type of transaction. The delivery order consummates the agreement of the contractor and the Government when the original partial contractual agreement was effected.

**DETERMINATIONS AND FINDINGS:** The document signed by the Agency Secretary, Head of a Procuring Activity, or a contracting officer, which justified a decision to take a certain action. It is expressed in terms of meeting the regulatory requirements of that situation.

**DETERMINATION OF RESPONSIBILITY:** Process by which a contractor is determined a responsible bidder/offeree, including possession of adequate financial resources or the ability to obtain such resources during contract performance, ability to comply with the proposed delivery or performance including tenacity and perseverance, possession of a satisfactory record of integrity, and as otherwise qualified and eligible to receive an award.

**DIRECT COST:** Any cost that is specifically identified with a particular final cost objective, but not necessarily limited to items that are incorporated in the end product as material or labor.

**DISCLOSURE STATEMENT (cost accounting standards):** Disclosure statement (Form CASB-DS-1) has been designed to meet the requirements of Public Law 91-279. Persons or firms required to complete and submit the statement describe their contract cost accounting practices by providing data that are responsive to its requirements. Applies to all defense contractors who enter into negotiated national defense contracts in excess of \$100,000 unless certain exceptions apply to contracts where the price negotiated reflects or is based on (1) established catalog or market prices of commercial items sold in substantial quantities to the general public, or (2) prices are set by law or regulation. The presumed or

anticipated presence a competitive environment does not constitute an exception or exemption for the submission of a disclosure statement.

**DISPUTE CLAUSE:** Provides for administrative consideration and relief for disputes concerning questions of fact arising under a government contract which are not disposed of by agreement of the parties to the contract.

**ECONOMIC PRICE ADJUSTMENT:** An alteration permitted and specified by contract provisions for the upward and/or downward revision of a stated contract price upon the occurrence of certain contingencies that are specifically defined in the contract.

**ELEMENTS OF COST:** Those cost categories which directly or indirectly influence the cost of producing material or providing services which can be apportioned to the contract.

**ENGINEERING CHANGE PROPOSAL (ECP):** Proposal which may be originated by either party to a contract (Government or contractor). Detailed information is needed to support the proposal and to document the proposed change. An evaluation and analysis of the technical, cost, and schedule effects of implementing the change must be performed, and a fair price negotiated with the contractor.

**ESCALATION:** A term traditionally used to indicate an upward or downward movement of price. "Economic price adjustment" is the contemporary term used to express the sense of "escalation."

**EQUITABLE ADJUSTMENT:** A term describing the compensation or price adjustment to which a contractor is entitled upon the occurrence of some special event, such as the issuance of a contract change order. The negotiation of an equitable adjustment normally begins when the contractor submits a priced proposal following the direction of a change by the contracting officer or the recognition of a constructive change.

**EXTRAORDINARY CONTRACTUAL ACTIONS:** Actions permitted by Public Law 85-804, and by agency regulations which allow the Contract Adjustment Board to correct mistakes, to execute amendments to the contract without consideration, to formalize informal commitments, to indemnify against unusual risks, etc., wherever such actions would facilitate the national interest.

**FEDERAL SUPPLY SCHEDULES:** (See General Services Administration Schedule.)

**FEE:** An agreed-to amount beyond the initial estimate of costs in specified cost-reimbursement pricing arrangements. In most instances, fee reflects a variety of factors, including risk, and is subject to statutory limitations. Fee may be fixed at the outset of performance, as in a cost-plus-fixed-fee arrangement, or may vary (within a contractually specified minimum-maximum range) during performance, as in a cost-plus-incentive-fee arrangement.

**FIRM FIXED-PRICE CONTRACT:** A contract which provides for a price which is not subject to any adjustment by reason of the cost experience of the contractor in the performance of the contract. It is used for contracts awarded after formal advertising and is also used in negotiated contracts when reasonably definite specifications are available and costs can be estimated with reasonable accuracy to enable the negotiation of a fair price.

**FIXED-PRICE:** A family of pricing arrangements whose common discipline is a ceiling beyond which the Government bears no responsibility for payment. In the case of a firm fixed-price arrangement, the agreed-to price is not subject to any adjustment by reason of the contractor's cost experience in the performance of the contract.

**FIXED-PRICE REDETERMINABLE CONTRACT (FPR):** A fixed-price type of contract which contains provisions for the subsequent negotiated adjustment, in whole or in part, of the initially negotiated (base) price. Adjustments may be upward or downward, retroactive or prospective, and may be made at a stated time, at stated intervals, on requests of either party, or upon completion of the contract. This type of contract is used (1) to assure to the Government the benefit of reduced costs of performance and, in some instances, to the contractor the recovery in whole or in part of increased costs, and (2) to obtain reasonable prices whenever contingency charges otherwise would be included in a contract price due to such factors as prolonged delivery schedules, unstable market conditions for material or labor, lack of definite specifications, or uncertainty as to cost of performance.

**FOREIGN MILITARY SALES:** A regulatory process of the Department of Defense by which it acts as agent for another government using that government's funds to make procurements on behalf of that government (usually on a cost reimbursable basis). Sometimes a surcharge for development and contract placement is charged.

**FORMAL ADVERTISING:** One of the major methods of procurement, preferred by law when it is feasible and practicable to employ it. It is used in one of two forms, as appropriate to the requirement: (1) conventional formal advertising, and (2) two-step formal advertising. The first involves the procurement of well-defined items or services and the second the procurement of items requiring the submission of technical proposals prior to the submission of prices. In both forms, award is made to the responsible bidder whose bid, conforming to the invitation for bids, will be most advantageous to the Government, price and other factors considered.

**FORWARD PRICING ARRANGEMENT:** A written understanding negotiated between a contractor and the Government to make certain rates (e.g., labor, indirect, material usage and spare parts provisioning) available for use during a specified period of time in pricing contracts or contract modifications.

**GENERAL AND ADMINISTRATIVE:** Indirect expenses, including a company's general and executive offices, executive compensation, staff services such as legal, accounting, public relations, financial and similar expenses, and other miscellaneous expenses related to the overall business.

**GENERAL PROVISION:** The collection of contract clauses which are not specific to a given procurement, but which are part of the contract language.

**GENERAL SERVICES ADMINISTRATION SCHEDULE:** Includes all standard items of property, such as office furniture and equipment (typewriters, etc.), batteries, tires, or other equipment as indicated in the Federal Supply Schedules and GSA Stores Stock Catalogs.

**GOVERNMENT OWNED/CONTRACTOR OPERATED (GOCO):** A facility, such as a plant, which is the property of the Government but which is managed and operated by a contractor for the Government for the fulfillment of Government contracts.

**GRANTS AND COOPERATIVE AGREEMENTS (FEDERAL ASSISTANCE):** The furnishing of assistance (anything of value) by the Federal Government by grant or cooperative agreement to a recipient to accomplish a public purpose. This is distinguished from procurement where the purpose is to acquire products or services by contract for the direct benefit or use of the Federal Government (defined by Public Law 95-224).

**INDEFINITE DELIVERY/INDEFINITE REQUIREMENTS CONTRACT:** A type of contract where the exact date of delivery or the exact quantity, or a combination of both, is not specified at the time the contract is executed. Provisions are placed in the contract to later stipulate these elements of the contract.

**INCENTIVE ARRANGEMENT:** A negotiated pricing arrangement that structures a series of relationships designed to motivate and reward the contractor for performance in accordance with the contract specification. In fixed-price incentive arrangements, the structure involves the negotiation of a target cost, target profit, target price, ceiling price, and profit sharing (or adjustment) formula for costs incurred under or over the target cost. In cost reimbursement incentive arrangements, the structure involves the negotiation of a target cost, target fee, minimum and maximum fees, and sharing formula; or in the case of award fee arrangements, the payment of a fee (beyond the negotiated base or fixed fee) tied to criteria that are susceptible only to subjective measurement and evaluation.

**INDIRECT COST:** Any cost not directly identified with a single final cost objective, but identified with two or more final cost objectives or with at least one intermediate cost objective. Also referred to as overhead or burden.

**LEARNING CURVE:** A tool of calculation used primarily to project resource requirements in terms of direct manufacturing labor hours or the quantity of material (for this purpose, usually referred to as an

improvement curve) required for a production run. Used interchangeably with the term "improvement curve", the concept of a learners curve was adopted from the observation that individuals who perform repetitive tasks exhibit a rate of improvement due to increased manual dexterity. Learning or improvement curve theories include the unit curve theory and the cumulative average theory.

**LETTER CONTRACT:** A written preliminary contractual instrument that authorizes the immediate commencement of activity under its terms and conditions, pending definitization of a fixed-price or cost-reimbursement pricing arrangement for the work to be done. Must specify the maximum liability of the Government and be superseded by a definite contract within a specified time. Not to be used except when a written determination is made that no other type of contract is suitable.

**LEVEL OF EFFORT:** The devotion of talent or capability to a predetermined level of activity, over a stated period of time, on the basis of a fixed-price or cost-reimbursement pricing arrangement. Payment is usually based on effort expended rather than on results achieved.

**LIQUIDATED DAMAGES:** Provisions used when the time of delivery or performance is of such importance that the Government may reasonably expect to suffer damages if the delivery of performance is delinquent. The provision provides for the assessment of damages on the contractor for his failure to comply with certain performance or delivery requirements of the contract when the extent or amount of such damages would be difficult or impossible to determine.

**METHOD OF PROCUREMENT:** The procedures followed to translate requirements into contracts. The Government uses two major methods of procurement: formal advertising and negotiation.

**MULTIYEAR CONTRACT:** A method of procuring known requirements for supplies or services for more than one year even though the total funds ultimately to be obligated are not available at the time of entering into the contract.

**NEGOTIATION:** In its more formal context, one of the major methods of procurement. Employed under certain permissive circumstances prescribed by statute when formal advertising is determined to be infeasible and impracticable. In its more general context, a bargaining process between two or more parties, each with its own viewpoints and objectives, seeking to reach a mutually satisfactory agreement on, or settlement of, a matter of common concern.

**OVERHEAD:** (See indirect cost.)

**PARTIAL PAYMENT:** A payment authorized under a contract, made upon completion of the delivery of one or more complete units (or one or more distinct items of service), called for, delivered and accepted by the Government under the contract. Also a payment made against a termination claim upon prior approval before final settlement of the total termination claim.

**PREAWARD SURVEY:** Review of a firm to determine the firm's ability to perform under a proposed contract.

**PREBID OR PREPROPOSAL CONFERENCE:** In formal advertising, a conference held with prospective bidders prior to the submission of a bid to clarify any ambiguous situations, answer bidder questions, and insure that all bidders have a common basis of understanding regarding the supplies or services required. In negotiated actions, the term is "preproposal conference".

**PRICE ANALYSIS:** The process of examining and evaluating a prospective price without evaluation of the separate cost elements and proposed profit of the individual offeror whose price is being evaluated. It may be accomplished by a comparison of submitted quotations, a comparison of price quotations and contract prices with current quotations for the same or similar items, the use of rough yardsticks (dollar per pound, for instance), or a comparison of proposed prices with independently developed Government estimates.

**PRICING ARRANGEMENT:** An agreed-to basis between contractual parties for the payment of amounts for specific performance. Usually expressed in terms of a specific cost-reimbursement or fixed-price type arrangement.

**PRICE NEGOTIATION MEMORANDUM (PNM):** The document that relates the story of the negotiation. It is, first, a sales document that establishes the reasonableness of the agreement reached with the successful offeror. Second, it is the permanent record of the decision the negotiator made in establishing that the price was fair and reasonable.

**PROCURING CONTRACTING OFFICER:** The Government contracting officer directing and administering the procurement through the award of the contract and the signing of the actual contractual documents. Administration of the contract after award may be delegated to an ACO, as described above.

**PROFIT OBJECTIVE:** The part of the estimated contract price objective or values that the contracting officer concludes is appropriate for the procurement at hand. Where cost analysis is undertaken, a profit objective should be developed after a thorough review of the proposed contract work and all available knowledge regarding an offeror, as well as an analysis of the offeror's cost estimate and a comparison of it with the Government's estimate or projection of cost.

**PROGRESS PAYMENT:** A payment made, as work progresses under a contract, on the basis of the percentage of work completed, or for work performed at a particular stage of completion.

**PROVISIONING:** The process of determining or meeting the range and quantity of items required to support and maintain an end item of material or function for a set period of time.

**PURCHASE ORDER:** May be Unilateral or Bilateral, Priced or Unpriced. A Unilateral Purchase Order is a document, signed by a contracting officer and addressed to a contractor, requesting the future delivery of supplies, equipment, or material, or the future performance of nonpersonal services in accordance with the terms of the Purchase Order in exchange for a promise by the Government to pay the price stated on the Purchase Order in the event the contractor completes such delivery of performance. Since the Purchase Order does not require the contractor's written acceptance, it is considered an offer to contract rather than an acceptance of contract.

**PURCHASE REQUEST (PURCHASE DESCRIPTION):** An exact description of a product or service, used in invitations for bids, requests for proposals, and contracts to tell prospective suppliers precisely what is required.

**REQUEST FOR PROPOSAL (REP):** A solicitation document used in negotiated procurements. When so stated, the Government reserves the right to award a contract based on initial offers without any written or oral discussion with offerors.

**REQUEST FOR QUOTATION (RFQ):** A solicitation document used in negotiated procurements and is a request for information. Quotes submitted in response are not legal offers that bind the contractor. Rather, a bilateral agreement must be signed by the parties.

**REQUIREMENTS CONTRACT:** Provides for filling all actual purchase requirements of specific supplies or services of designated activities during a specified contract period with deliveries to be scheduled by the timely placement of orders upon the contractor by activities designated either specifically or by class. Depending on the situation, the contract may provide for (1) firm-fixed prices, (2) price escalation, or (3) price determination.

**RESEARCH AND DEVELOPMENT CONTRACT (R&D):** A contract for basic research (which is directed toward the increase of knowledge in science), applied research (which involves the determination and expansion of the potentially new scientific discoveries or improvement in technology, materials, processes, methods, devices, and techniques including attempts to "advance the state-of-the-art"), or development (which is the systematic use of scientific knowledge directed toward the production of, or improvements in, useful products to meet specific performance requirements, but exclusive of manufacturing and production engineering).

**SERVICE CONTRACT:** A contract for the time and services of individuals or organizations in support of a Government objective. These services include engineering, scientific or technical experts and consultants, architectural engineering contracts, housekeeping, facilities operation and maintenance, etc. (See Contracting Out.)

**SET ASIDE:** Certain kinds or classes of procurement which are reserved for contenders who fit a certain class, for example, small businesses or those in labor surplus geographical areas.

**SHOULD COST:** A concept of contract pricing that employs an integrated team of Government procurement, contract administration, audit, and engineering representatives to conduct a coordinated, indepth cost analysis at the contractor's plant. Its purpose is to identify uneconomical or inefficient practices in the contractor's management and operations, to qualify the findings in terms of their impact on cost, and to develop a realistic price objective for negotiation that reflects the outcome of the should-cost effort.

**SHOW CAUSE LETTER:** A written delinquency notice to a contractor informing the contractor of failure to perform within the specified terms of the contract and of the Government's consideration to terminate the contract for default. Pending a final decision by the contracting officer, the contractor is afforded the opportunity to "show cause" why he should not be terminated for default i.e., present documented, factual evidence proving excusable cause.

**SINGLE SOURCE:** Characterized as one source among others in a competitive marketplace which, for justifiable reason (e.g., immediate or past experience, or current contractual involvement), is found to be most advantageous for the purpose of contract award. (Sometimes used interchangeably with the term "sole source".)

**SMALL BUSINESS CONCERN:** A concern that is independently owned and operated, and is not dominant in the field of operation in which it is bidding on Government contracts. Size standards establish further criteria for qualification by industry type.

**SMALL AND DISADVANTAGED BUSINESS CONCERNS:** Two concepts include: (1) "Small business" which is determined on differing bases for different types of business endeavors. Smallness may be determined by sales over a recent period of time or percent-of-market share, (2) "Socially and economically disadvantaged business" which refers to a concern that is owned or controlled in the majority (51% or more), by members of groups "who have been subjected to racial or ethnic prejudice or cultural bias because of their identity as a member of a group without regard to their individual qualities." Included in this group are: Black Americans, Hispanic Americans, and Native Americans (Eskimos, American Indians, Aleuts).

**SMALL PURCHASE PROCEDURES:** Involve the purchasing, rental, or lease of supplies or services utilizing small purchase (under \$10,000 in some agencies and under \$25,000 in others) or open market purchasing procedures, and informal purchasing procedures regardless of dollar value, such as the issuance of orders under Indefinite Delivery contracts. Actions processed include (a) imprest fund (cash) transactions, (b) purchase orders, (c) orders under Blanket Purchase Agreements (charge accounts), and (d) orders issued under Federal Supply Schedules. The objectives of granting this exception to the

statutory requirement to procure by means of formal advertising is to (a) assure rapid delivery of a large volume of purchases for supplies or services in direct support of operational requirements, (b) reduce administrative costs and eliminate costly and time consuming paperwork, and (c) improve opportunities for small and disadvantaged business concerns to obtain a fair proportion of Government purchases. The work requires knowledge of commercial supply sources and common business practices with respect to sales, prices, discounts, deliveries, stocks, and shipments.

**SUPPLEMENTAL AGREEMENT:** Any contract modification which is accomplished by the mutual action of the parties.

**SYNOPSIS:** An abbreviated description of the procurement which is published in advance in the Commerce Business Daily, along with the contracting officer's name, so that the commercial world can be informed of the procurement and have an opportunity to bid or submit an offer, or, after award, to notify industry of an award.

**SYSTEM:** A group of subassemblies, devices, or individual units of hardware (e.g., subsystems) that collectively meet or serve the total performance requirement of one or more defined functions (e.g., an aircraft system, a ship system, a land vehicle system).

**TECHNICAL ANALYSIS:** Engineering and technical personnel analyses that permit an evaluation of functions that cause costs to occur. They are vitally important to an understanding of cost projections as they relate to the job to be done. For example: technical analysis can provide an informed and useful opinion about the validity of projections for direct materials and usage factors; about scrap and its relationship to the use of hand, semi-automatic or automatic operations; about the number and types or personnel it takes to do a job; and about differences between the estimated labor mix and planned operations.

**TERMINATION:** An action taken pursuant to the termination clause of the contract. It may be in whole or in part and represents the way a contracting officer unilaterally ends all or part of the work. Termination can be for the convenience of the Government that is, for reasons in the best interest of the Government, or for default, which is the case where the contractor does not perform according to the terms of the contract.

**TERMINATION CONTRACTING OFFICER (TCO):** The Contracting Officer assigned responsibility for settling terminations for default or convenience of the Government, and in some cases for settling claims and actions involving extraordinary relief.

**TERMS AND CONDITIONS:** An expression encompassing all of the contract language including time of delivery, packing and shipping, applicable standard classes, and the special provisions unique to a specific contract.

**TWO-STEP FORMAL ADVERTISING:** The formal advertising process conducted in two steps whereby step one covers the solicitation and evaluation of technical bids, and for those found acceptable, the solicitation of prices. Step two covers the submission of bids and is subject to the same procedures as conventional formal advertising.

**TIME AND MATERIALS CONTRACT:** Provides for fixed hourly rate including overhead and profit, material at cost plus handling charges or burden. It is used only when it is impossible to estimate schedule and costs at the time of awarding the contract.

**UNSOLICITED PROPOSALS:** Voluntary proposals from a nonFederal source which offer products or services to meet unexpressed and assumed needs of the Government. They may be offered in response to program announcements of opportunities. When evaluated, they do meet an unidentified but valid need, and result in noncompetitive awards.

**VALUE ANALYSIS:** A systematic and objective evaluation of the functions of a product and its related cost. Its purpose is to ensure optimum value. As a pricing tool, it provides insight into the inherent worth of a product.

**VARIABLE COST:** A cost that changes with the rate of production of goods or the performance of services. As distinguished from "fixed" costs (which do not change with the rate of production or performance), there may be "semivariable" costs (neither entirely fixed nor variable) and "variable" costs as defined here.

**WAGE AND CLASSIFICATION:** In accordance with the Service Contract Act, the contracting office is required to contact the Department of Labor for the determination of the applicable wage rate to be utilized for the specific class(es) of employees expected to be employed by the contractor to perform the required services under a proposed service contract.

**WEIGHTED GUIDELINES METHODS:** A cost analysis technique which the Government uses to insure consideration of the relative value of appropriate profit factors in establishing a profit objective and conducting negotiations. It is also used as a basis for documenting and explaining the final pricing factors which include the contractor's input to total performance, contractor's assumption of contract cost risk, record of contractor's performance, and selected factors such as source of resources and any special profit consideration.

**WILL COST:** A concept of contract price/cost analysis that requires the submission and evaluation of what an offeror estimates it will cost to do the job in a specified future period. Backup data reflect projections from past and current costs for the same or similar work to the extent actual costs are available. Such pricing data should be evaluated for their application to a projection of future costs, as well as whether or not these data may indicate the likelihood of perpetuating past inefficiencies.

## **CONTRACTING SERIES - EXPLANATORY MEMORANDUM**

This memorandum provides information about the contents of the GS-1102 standard. It does not cite or contain evaluation criteria. Explanatory Memoranda provide background information to help users better understand and apply the contents of standards and explain the standards to employees and supervisors.

### **SOURCES OF COMMENTS**

Tentative Standards (July 1981) -- The Tentative Standards were issued in July 1981. Comments were received from 30 departments and agencies, one union, five contract and procurement associations, 20 private firms, and 13 individuals. The responses included comments from personnel and line management officials in both headquarters and field activities. The data submitted -- CSC Form 1249 and/or narrative information--were analyzed to determine the potential impact and extent of revision required.

Proposed Final Standards (September 1982 and later revisions) -- A formal second review of the draft standards (designated as Proposed Final Standards to distinguish this version from the earlier Tentative Standards) was offered to the principal employing agencies and to other interested parties during the month of September 1982. Comments were requested from four military departments, two civil agencies, and one independent executive agency, which employed a combined total of more than 80% of the occupation. Additionally, 46 agencies and individuals requested and received copies of the standards.

As a result of this second publication, and at the direction of the Cabinet Council for Management and Administration, an interagency team of executives with high general-management responsibilities (agency representatives to the Government-Wide Personnel Policy Group) was set up to resolve the remaining issues. Several meetings were held between December 1982 and October 1983 and all issues were resolved. The standards were officially approved in October 1983.

### **ISSUES RAISED**

Comments, suggestions, and changes made to the standard from the two reviews are discussed below in order of their appearance in the standard. The comments do not differentiate between the Tentative Standard or Proposed Final Standard, except when such a distinction is meaningful. Editorial recommendations which were adopted are not discussed individually as they were too numerous.

### **SERIES TITLE**

Issue: The title of the series was changed from Contract and Procurement Series to Contracting Series.

Response: This change was made for consistency with other changes made in the series coverage and in the organization of the standard. For example, the series coverage was modified to include all formal

contracting work, whereas the less complicated and recurring aspects of formal advertising and negotiation had previously been included in the Purchasing Series, GS-1105. (See discussion below under Series Definition.)

With respect to the organization of the standard, this new FES standard has integrated the former three-part narrative standard into one, thereby providing greater occupational cohesiveness. This occupation was covered by three occupational series in the 1950's. The three series were the GS-1102, covering Contract Negotiation, Administration, and Termination; the GS-1105, covering Contract Price Analysis; and the GS-2040, covering Procurement Agent, Analyst, and Officer. The merger into a single occupation was accomplished in the early 1960's and was maintained by the 1969 classification standard, although it was divided into three sections which provided separate classification criteria for these three broad specialty areas of contracting. In our conversion of the narrative standard into the FES format, we found that FES lent itself to an integration while preserving distinct classification criteria through the use of illustrations and benchmark descriptions.

## **SERIES DEFINITION**

Issue: Four noteworthy issues surfaced:

- (1) Whether or not to fold the Purchasing Series, GS-1105, into the GS-1102 series since agencies had inconsistently applied the 1969 standard's provision that less complicated, recurring procurements involving the use of formal advertising or negotiation procedures could be classified in either series depending upon the purpose of the position and the career progression potential.
- (2) Whether or not "a knowledge of business and industrial practices; market trends and conditions; relationships among cost of production, marketing, and distribution ..." is required and applied in this occupation.
- (3) Whether or not the Contracting Series should be designated as "professional" in the same sense that the attorney or engineering series are held to be professional. Certain formal education requirements were proposed by procurement representatives, with the primary goal being to increase proficiency of contracting personnel in the Federal service.
- (4) Whether or not to include sales, leasing, and Federal assistance in the series definition.

Response:

- (1) All procurements using formal advertising or negotiation procedures have been clearly included in the GS-1102 series and excluded from the GS-1105 series. The GS-1102 series definition has been modified accordingly. This change should eliminate the inconsistency in series selection among agencies.
- (2) The description of required business and industry knowledge was modified to be more specific to the occupation, i.e., knowledge of "sources of supply, cost factors, and requirements characteristics" rather than the more general statement of "market trends and conditions; relationships among costs of production, marketing, and distribution...." Since knowledge of business and industry practices is the reason for coding the occupation in the Business and Industry Group, GS-1100, descriptions of the various applications of this knowledge were expanded throughout the standard, particularly in the Occupational Information section and in Factor 1, Knowledge Required by the Position.
- (3) PM applies the term "professional" to occupations which, among other important characteristics, require study in a prescribed curriculum as virtually the only way to prepare for the work. We did not find this to be the case for any of the specialties within the coverage of the GS-1102 series. Our review of the qualifications of numerous employees showed that, as in the case of other administrative occupations such as budget analysis or computer specialist, experience and on-the-job training provide a basis for fully satisfactory performance of the duties and responsibilities assigned.

The governing statute is very specific concerning establishment of minimum educational requirements for occupations in the Federal service:

"The Office of Personnel Management or other examining agency may not prescribe a minimum educational requirement for an examination for the competitive service except when the Office decides that the duties of a scientific, technical, or professional position cannot be performed by an individual who does not have a prescribed minimum education." (5 U.S.C. 3308)

Clearly, this provision of the law is designed to preclude, as a general rule, OPM's establishment of minimum educational requirements. It constitutes a prohibition on minimum educational requirements which can be overcome only with convincing evidence that only persons with specified education can perform the work, which is not the case in this occupation.

As for increasing the level of proficiency among contracting personnel in the Federal service, the various reforms emanating from the efforts of the Office of Federal Procurement Policy, the Federal Acquisition Institute, and agency efforts to improve the intake, career development, training, and advancement of contracting staffs are important positive steps.

- (4) Suggestions to delete sales, leasing, and Federal assistance from inclusion in this series were adopted since these functions do not require knowledge of formal advertising or negotiation.

## **SERIES COVERAGE**

Issue: Recommendations were made specifically to include small and disadvantaged business programs in lieu of our more general reference to socioeconomic programs, since coverage of this function by the GS-1102 series had been subject to debate and to inconsistent series classifications among agencies.

Response: This suggestion was adopted and reference to small and disadvantaged business programs is included in Item 6 in the list of functions covered by this series.

This Series Coverage section is new and resulted from the changes made to the series definition, discussed above. The 1969 standard listed eight functional specialties within the series definition.

## **EXCLUSIONS**

Issue: Three issues of note were raised regarding Exclusions:

- (1) Reviewers requested elaboration of the material on the following closely related series:

- Accounting Series, GS-510;
- Auditing Series, GS-511;
- Paralegal Series, GS-963;
- Property Disposal Series, GS-1104;
- Public Utilities, GS-1130;
- Quality Assurance, Inspection, and Grading Group, GS-1900.

- (2) Reviewers suggested eliminating from the Tentative Standard the section Distinctions from Related Fields of Work as being redundant with the Exclusions section, since both sections addressed the differences among the GS-1102 Series and Purchasing GS-1105, Procurement Clerical and Assistance GS-1106, and Federal Assistance through grants and cooperative agreements.

- (3) Concerning the treatment of mixed-series positions, some reviewers requested that a statement be included specifically to state that the series of choice for positions which combine simplified purchasing (GS-1105) with formal contracting assignments (GS-1102) in the GS-1102 series.

Response:

- (1) Discussion of the six series listed above was expanded or added, as requested.
- (2) The section Distinctions from Related Fields of Work was eliminated and the material was incorporated in the Exclusions section. Also, guidance for coding grants and cooperative agreements was expanded to indicate classification into a subject-matter series when substantive knowledge is required to provide technical evaluation of the grant proposal, and coding to the GS-1100 Group when a knowledge of business practice is required in the administration of grants.
- (3) Concerning mixed-series positions, proposed wording by an agency was adopted stating, "as a general principle, the appropriate series for such a position is the one that fits best in terms of sources of recruitment, lines of promotion, reasons for the position's existence, and background knowledge required." The request to specify the GS-1102 as the series of choice, without consideration of the many variables which could influence series selection, was not adopted since it violates position classification and position management principles such as providing flexibility for the development of position structures that best meet organizational needs.

## **OCCUPATIONAL INFORMATION**

Issue: Numerous editorial suggestions were made to shorten the Tentative Standard by eliminating redundancy and to improve the technical accuracy of the material presented. For example, recommendations included: (1) eliminating the two appendices which described typical functional responsibilities and typical requirements procedures, and incorporating that material into the body of the standard; (2) moving all of the discussion of procurement complexities out of the occupational information section into Factor 4 (Complexity); and (3) moving the discussions of signatory authority and organizational structures out of the occupational information text into the section titled "Notes to Users." Other suggestions included extensive rewording, substitution of illustrations, and revision of entire sections for technical accuracy, most notably descriptions of the price analysis functions and negotiated procurement.

Response: These and other editorial suggestions were adopted. Additionally, a discussion of the business aspects of the procurement process was added based on a perceived need to relate this occupation more clearly to the Business and Industry Group, GS-1100, as already discussed above under Series Definition.

## TITLES

**Issue:** Numerous complaints were received throughout this study regarding the excessive number of titles and the need for clearer definitions. Eight titles were authorized in the 1969 standard. In this final FES standard, two of these have been eliminated (Procurement Agent and Procurement Officer) and the six remaining titles have been redescribed. The recommendations leading up to this outcome are discussed below.

**Tentative Standard:** In this issuance, all eight titles from the 1969 standard were retained but with modifications such as: (1) expanding the definitions of the titles, (2) changing Procurement Agent to Contract Agent, (3) authorizing Contract Agent as the title for trainee positions instead of Contract Specialist, (4) changing the definition of Contract Specialist to cover both preaward and postaward functions instead of covering any combination of two or more contract functions with none predominant or grade controlling, and (5) changing Contract Price Analyst to Contract Cost/Price Analyst to recognize the specialized cost analysis skills required.

Reviewers of the Tentative Standard objected that (1) eight titles were confusing, particularly for organizations that do not divide the work into specializations; (2) Contract Agent inappropriately attempts to distinguish by the method of procurement, i.e., predominately formal advertising whereas knowledge of both formal advertising and negotiation methods are required for this series; (3) the title for trainee positions should be that of the target position, instead of Contract Agent; (4) no title remains to cover positions having combinations of two or more functions since Contract Specialist was changed to cover both preaward and postaward responsibilities; (5) Contract Cost/Price Analyst, besides being cumbersome, is unacceptable because cost analysis is a technique while price analysis is a function; and (6) Procurement Officer needs to be expanded to cover more than one position at an activity.

**Proposed Final Standard:** In response to the comments above on the Tentative Standard, and in accordance with current trends in titling practices to eliminate multiple titles whenever practicable, the single title of Contract Specialist was presented in the Proposed Final.

Reviewers of the Proposed Final objected to the single title approach on the basis of the need to make distinctions among the more than 20,000 practitioners in the GS-1102 series for purposes of recruitment, career development, and training. Parenthetical designation which would recognize specialized knowledge requirements (such as negotiation, administration, and price/cost analysis) were ruled out as being unnecessarily expensive to implement in terms of paperwork costs without affording any substantive change or benefit.

**Response-Final Standard:** The final FES standard contains six of the original eight titles, those which retain meaningful distinctions in knowledge requirements and career progression within the occupation. They are:

- (1) Contract Specialist-which was modified to include (a) two or more contract functions with none predominant, and (b) other work not covered by an authorized title, in addition to (c) procurements requiring a knowledge of both preaward and postaward procedures.

Developmental positions at the GS-5/7 grade levels, which were included under the Contract Specialist title in the 1969 standard, are no longer covered by this title in order to provide for the career ladder establishment of trainee positions in the functional specialty of the target position, according to organizational needs.

- (2) Contract Negotiator -- which was shortened by moving the detailed list of negotiation tasks to the section Occupational Information, Methods of Contracting.
- (3) Contract Administrator -- which was shortened by moving the detailed list of contract administration tasks to the section Occupational Information, Contract Administration.
- (4) Contract Termination Specialist -- which was retained to meet agency organizational needs, particularly those of the Department of Defense which separates this portion of the postaward function into a discrete specialty.
- (5) Contract Price/Cost Analyst -- which was changed from Contract Price Analyst in the 1969 standard to recognize the specialized knowledge of cost analysis techniques applied by these positions.
- (6) Procurement Analyst -- which was retained but shortened from the description in the Tentative Standard. These positions are defined as exercising a broad knowledge of procurement policies and procedures to perform staff functions. They are distinguished from positions performing staff functions requiring as intensive knowledge of a limited functional area, such as price/cost analysis, which would be titled in accordance with the specialized knowledge requirement of contract price/cost analysis.

Supervisory titles are derived by prefixing "Supervisory" to the basic title. The supervisory title of Procurement Officer, authorized in the 1969 standard for directors of contracting programs, was eliminated in accordance with the trend to eliminate unnecessary titles. It was found that this title was not widely used. In DOD, for example, contracting programs are generally headed by a military officer. The suggestion to broaden the coverage of the Procurement Officer title for greater applicability was not adopted as it would result in overlap with the supervisory prefix.

## GRADING OF POSITIONS

No issue. These are general instructions found in all standards regarding classification under the Factor Evaluation System. Also, this section emphasizes that the absence of a factor level description or benchmark for positions at any particular grade level does not preclude evaluation of positions at that grade.

### NOTES TO USERS

Issue: Most of the material in this section was found in the Tentative Standard under Occupational Information. In our reorganization of the standard we have reinstated this heading from the 1969 standard which discussed the classification impact resulting from the organizational location of the position and the nature of the assignment. We have expanded this section by adding discussions of signatory (contracting officer) authority and dollar value. Comments on these three subjects are, as follows:

#### (1) Organizational Structure

A few reviewers believed this discussion could adversely impact field activity grades.

#### (2) Signatory Authority

Some reviewers indicated that signatory or contracting officer authority added sufficient responsibility to a position to warrant an additional grade. Conversely, others indicated that contracting officer authority varied significantly among agencies and should not be grade determining.

#### (3) Dollar Value

Some reviewers believed that all references in the standard to dollar values should be deleted since they are not being considered in the classification criteria. Other reviewers maintained that "the principle that higher dollar value acquisitions are more difficult is well established" and that six thresholds are set in Federal procurement statutes.

Response:

#### (1) Organizational Structure

The discussion of organizational configurations was retained but an admonition was added, in response to the concern expressed regarding adverse impact on field positions, that neither the location of contracting functions nor types of items procured nor combinations of functional assignments automatically affects the grade of the position.

#### (2) Signatory Authority

In view of the opposing comments, we treated signatory authority in similar fashion as in the 1969 standard which recognizes commitment authority under "level of responsibility," one of the two classification criteria generally described in narrative standards. The 1969 standard states: "Level of responsibility includes the nature and extent of supervisory guidance and review received, and the nature and scope of recommendations and extent of commitment authority delegated to the employee. Levels range from close, detailed supervision to independent negotiation with strong commitment authority in complex contracts, or responsibility as a leader of a group of specialists whose services and advice are used in order to arrive at a decision for which the employee alone is responsible."

The new FES standard recognizes both lead negotiator and contracting officer authority under Factor 5, Scope and Effect, as well as recognizing some added freedom from supervision in Factor 2, Supervisory Controls, which is inherent in having final signatory authority. The impact of this delegation of the final grade of the position must be evaluated in accordance with the Factor Level and Benchmark Descriptions provided.

### (3) Dollar Value

In response to comments, most references to dollar values were deleted, although an occasional reference was retained when useful in conveying the concept intended by the standard. Instead of using dollar values per se, those elements which combine to make certain higher dollar contracts more difficult, such as greater uncertainty in forecasting costs or additional internal and external clearances and reviews, should be identified and evaluated under appropriate factor level descriptions.

## FACTOR LEVEL DESCRIPTIONS

Issue: Factor 1, Knowledge Required by the Position-Comments included:

- (1) The structure of Factor 1 was not appropriate as the six knowledge elements described were not representative of the full range of knowledge, skills, and abilities (KSA's) for the GS-1102 series. Also, some of the KSA's listed were not required for certain positions.
- (2) There was an abrupt gap between levels 1-6 and 1-7 which jumped from buying common items to highly complex items.
- (3) There was limited coverage of some specializations, e.g., not providing ranges of progression for all specialties and insufficient coverage of services, construction, and ADP procurements.
- (4) The absence of a description of level 1-9 in both the Tentative and Proposed Final Standards was objectionable to many agencies and particularly to the procurement community, although a few agencies recommended against its inclusion. For example, agencies in favor of its inclusion believed inconsistent grading would result without a properly described 1-9. They further stated that: "It would serve two purposes in that it would be a ready reference in the classification process for those few positions to which it would apply, and it would assure the procurement community that there are no artificial barriers in the standard to progression in the occupation."

On the other hand, reviewers opposed to its inclusion said: "We recognize it does exist and may be credited to some positions, but we consider these unique and believe this level should be assigned on a case by case basis by extrapolation of 1-8." Some felt that "Level 1-9 is only appropriate for professional positions."

Response:

- (1) The knowledge factor was revised significantly. The six elements -- (a) functional specialties; (b) requirements; (c) methods, including formal advertising or negotiation; (d) types of contracts; (e) price or cost analysis; and (f) special provisions covering postaward functions -- were all combined into two elements: (a) contracting methods and types used in performing preaward, postaward, and/or contract price analysis functions; and (b) business practices and market conditions applicable to requirements sufficient to evaluate and document responsiveness and contractor responsibility.
- (2) The gap between levels 1-6 and 1-7 has been resolved in two ways: (a) the emphasis on the complexity of the items procured has been replaced by an emphasis on the procurement process (see discussion below under Factor 4, complexity) and (b) the knowledge of procurement functions has been modified to show sufficient knowledge to plan and carry out preaward and/or postaward procurement actions, instead of both preaward and postaward described in the Tentative Standard.

- (3) Revisions were made to address the limited coverage of some specializations, including: (a) adding criteria for the evaluation of the various staff functions (program and policy development, contract review, and program evaluation); (b) broadening or adding illustrations of construction, services, and ADP procurements, as well as examples of staff assignments and contract administration; (c) substituting for a DOD example involving foreign military sales an illustration involving management of all contractual aspects of a major program which has applicability to both military and civilian agencies. Additionally, we provided headings for the illustrations, as suggested, for ease of reading.
- (4) A description of a 1-9 level of knowledge is included in the final FES standard for the Contracting Series. We have developed criteria to serve as guidance in the crediting of the 1-9 level. Special note: These positions are highly individualized and, to be credited, they must not only exceed the 1-8 level but fully meet the intent of the 1-9 level. (See the Instructions for the Factor Evaluation System.)

The 1-9 criteria focuses on those programs which exceed the scope or complexity of the 1-8 level criteria described in the Primary Standard. We have identified at 1-9 those programs which involve continuing legislative uncertainties and intense congressional interest, which are exceptionally controversial with the controversies heightened by coverage from the media or vocal lobbying groups, and/or which have a significant national or international impact as on the economic health of a major industry which affects the stability of the general economy or foreign economies. Additionally, the procurement of such programs must affect the responsibility of the contracting officer or specialist by presenting unprecedented contractual problems or exceptional negotiation requirements necessitating the development of new contracting concepts or strategies.

The 1-9 level was included because it was found in a number of real nonsupervisory positions during the occupational study, and there was found to be enough commonality among them to form the basis for a genuine factor level description.

Issue: Factor 2, Supervisory Controls -- Recommendations by reviewers included:

- (1) Revisions to the introductory discussion of the constraints that formal contract review systems and boards have on individual positions;
- (2) Revisions to the factor levels to distinguish more clearly among the levels, particularly between levels 2-2 and 2-3;
- (3) Deletion of references to items and services being procured as being inappropriate in this factor;
- (4) Deletion of all references to contracting officer authority.

Response:

- (1) The introductory material was revised, as requested, to distinguish among: (a) management reviews to monitor politically sensitive projects or to avoid overlapping agency projects which would, thus, have little substantive technical impact on the position; (b) technical reviews of procurement decisions, which would result in closer controls over the position; and (c) the extent of employee responsibility for explaining and justifying or otherwise resolving the comments of the review board. The reviews by the boards are considered similar to supervisory controls in their technical closeness or breadth of evaluations. The factor level descriptions, therefore, parallel the type of guidance or review contemplated by the Primary Standard for a particular level, whether the controls stem from the supervisor or the board, or both.
- (2) Proposed changes were adopted for all factor levels to improve their clarity.
- (3) References to items or services procured were deleted, as suggested, with the thrust of the factor level descriptions focusing strictly on the extent of direct or indirect controls over the work, the employee's responsibility, and the review of completed work.
- (4) Reference to contracting officer authority was deleted from level 2-3, as recommended. However, it was not deleted from level 2-4 since signatory authority does connote a certain amount of independence, is a strengthening condition, and was recognized under level of responsibility at the higher grade levels in the 1969 standard.

Issue: Factor 3, Guidelines -- Comments indicated that:

- (1) Some of the elements included in the criteria were, in fact, not guidelines, e.g., specifications and standard clauses.
- (2) Some factor levels were unclear. For example, no significant difference could be distinguished between levels 3-4 and 3-5; and some illustrations provided at one level belonged at a different level, e. g., clarification of statements of work should be moved from 3-2 to 3-3 and negotiation situations which had limited precedent belonged at 3-4 instead of 3-3.

Response:

- (1) A list of commonly used guidelines has been added to the introduction to this factor to resolve questions about what constitutes guidelines.
- (2) The factor levels have been revised to a considerable extent to make the distinctions more explicit.

Issue: Factor 4, Complexity -- Proposed revisions to this factor include:

- (1) Reducing the emphasis on the commodity or service being procured, since the technical aspects of the procurement are primarily the domain of the requiring office, and increasing the emphasis on the complexities within the procurement process, e.g., use of special provisions, availability of materials, availability of competition, risks and incentives, and numerous others.
- (2) Adding examples in contracting specialties not adequately covered, such as administration, centralized buying, claims functions, and staff assignments.
- (3) Deleting the references to length of contractual period, such as under six months or over two years, as this does not necessarily affect the complexity of the procurement.

Response:

- (1) The introduction of the complexity factor has been revised to elaborate on the complexity within the procurement process. For example, the discussions of method of procurement and type of contract were expanded and a new paragraph was added to discuss contract changes which affect administration functions. Besides the introductory material, the factor levels were revised accordingly, although it should be noted that some examples of items procured have been retained because the circumstances surrounding the item -- e.g., availability of materials or special manufacturing requirements--does affect the complexity of the procurement process.
- (2) Several new examples have been added to cover centralized buying, contract terminations and claims, contract price/cost analysis, and staff assignments.
- (3) An example of a contractual period "having short but very stringent time frames" (page 38) was added to recognize factors other than length of time which may contribute to the complexity of the procurement process. However, suggestions were not adopted to delete all references to the length of time involved as it is generally accepted as an indicator that the longer the time span the more difficulties are likely to be encountered.

Issue: Factor 5, Scope and Effect -- Comments included:

- (1) The factor levels were not clearly differentiated.
- (2) Criteria were insufficient in the "effect" portion of Factor 5, and illustrations needed to be added showing impact other than economic impact.
- (3) Warrants were not equitably addressed in that the scope and effect of positions having contracting officer responsibility is much greater than those not having it.

(4) The factor descriptions exceeded the intent of the Primary Standard.

Response:

- (1) Factor levels have been revised extensively to make more precise distinctions among levels, such as showing level 5-3 to have an impact on contractors within a local area and 5-4 to have an impact on contractor's operations or management systems.
- (2) Additional examples of impact were included, such as providing timely procurement support to other agencies or departments at level 5-4 and impacting the operation of subordinate contracting programs or the decisions of senior officials at level 5-5.
- (3) Contracting officer authority was recognized in this factor, as well as lead negotiator responsibility, and both have been added to levels 5-4 and 5-5. As discussed above under Grading of Positions, we have treated contracting officer authority in a similar manner as in the 1969 standard, while recognizing differences between the narrative and FES formats.
- (4) The factor descriptions were modified to conform more closely with the wording of the Primary Standard. For example, level 5-5 was changed from: "The purpose of the work is to plan, negotiate, and execute procurement strategy"; to read: "The purpose of the work is to resolve critical problems." This parallels the Primary Standard which states: "The work involves ... resolving critical problems" (emphasis added). Also, the example in level 5-6 describing "a new weapons system which affects the national defense over the next several decades" (emphasis added) was deleted as being misleading.

Issue: Factor 6, Personal Contacts - Commenters stated that:

- (1) Level 6-2 should be expanded to include contacts with contractors in highly structured situations.
- (2) A large gap existed between levels 6-3 and 6-4, with 6-4 being unrealistically high. Additionally, most positions between the grades of GS-9 and GS-14 were rated at 6-3 which is unrealistic when comparing the responsibilities of the respective positions.
- (3) The factor descriptions were not specifically reflective of the contracting occupation.

Response:

- (1) Level 6-2 was amended, as suggested, to include contacts with "salesmen or local suppliers of common, off-the-shelf items. The interests of the respective parties are usually well defined." This is comparable to the Primary Standard at level 6-2 which includes contacts with members of the general public in a moderately structured setting, such as persons seeking airline reservations or job applicants at a job information center.

- (2) Concerning a gap between levels 6-3 and 6-4, the issue is not with the classification standard for the Contracting Series but with the FES system. The Primary Standard specifically lists, as typical of contacts at level 6-3, those with persons in their capacities as "attorneys; contractors; or representatives of professional organizations, the news media, or public action groups" (emphasis added). At 6-4, typical contacts are those with "members of Congress, leading representatives of foreign governments, presidents of large national or international firms, nationally recognized representatives of the news media, presidents of national unions, state governors, or mayors of large cities." Reviewers of both the Tentative and Proposed Final Standards acknowledged that level 6-4 is consistent with the Primary Standard.

We note that this occupation is unusual with respect to the extensive dealings with private contractors in addition to contacts with requiring offices within the agency. Because of the nature and extent of contacts outside the agency, the majority of positions are appropriately rated at level 6-3.

- (3) Additional examples of contacts were provided, as recommended, to be more specific to this occupation, including representatives of universities, nonprofit organizations, State and local governments, and professional associations.

Issue: Factor 7, Purpose of Contacts -- Reviewers recommended:

- (1) Adding examples of problem resolution involving dealing with technical requirements offices within the agency. Proposed examples for inclusion at level 7-2 involved resolution of routine procurement actions, and at 7-3 development of nonroutine procurement request packages insuring compliance with regulations.
- (2) Adding guidance regarding levels of authority to make commitments to bind the program to a course of action.
- (3) Editorial changes to improve the distinctions among levels.

Response:

- (1) The proposed examples for levels 7-2 and 7-3, respectively, of resolving routine procurement actions and developing nonroutine procurement request packages were not included. Contacts to "resolve operating problems" are described in the Primary Standard at level 7-2. While the argument can be made that program managers do not always fit the remainder of the level 7-2 description of "working toward mutual goals and who have basically cooperative attitudes," they nevertheless do not meet level 7-3 which contemplates that "the persons contacted may be fearful, skeptical, uncooperative, or dangerous." This is not intended to preclude credit of level 7-3 for unusual situations involving intra-agency contacts which clearly exceed level 7-2 and fully meet the intent of level 7-3. (See the "Instructions for the Factor Evaluation System.")

(2) The suggestion to provide guidance regarding commitment authority in Factor 7 was not adopted since it has been credited in Factor 5, Scope and Effect.

(3) Editorial changes were adopted to clarify the distinctions among levels.

Issue: Factor 8, Physical Demands

Reviewers proposed adding to level 8-2 an example of conducting intensive negotiations for extended periods of time, e.g., four hours or longer without rest periods.

Response:

The suggestion was adopted.

Issue: Factor 9, Work Environment

Editorial suggestions were made to expand the listing of moderate risks or discomforts encountered on a regular and recurring basis to include "noise, vibration, hazardous or extreme weather conditions."

Response:

The suggestion was adopted.

## **BENCHMARK DESCRIPTIONS**

Issue: Comments stated:

(1) Benchmarks were too restrictive or atypical and should be broadened to cover more typical positions and larger numbers of positions without requiring additional benchmark descriptions.

(2) Inadequate coverage was provided for the following:

- Civilian agency contracting;
- Field activity procurements, particularly functions at the GS-7/11 levels;
- Contract negotiation;
- Contract administration;
- Staff functions;

- Centralized procurement activities;
- Small and disadvantaged business utilization specialist functions;
- Common items procured, such as ADP, engineering and design, educational services, custodial services, equipment repair and maintenance services, major and minor construction, medical services and equipment, and general supplies;
- GS-5/7 trainee positions.

(3) Editorial revisions were recommended on several benchmarks.

(4) Deletion of several atypical benchmarks was recommended.

Response:

(1) The suggestion was adopted to broaden benchmarks to cover more typical and larger numbers of positions without creating additional benchmarks. This approach was further supported by our review of the many proposed benchmarks which were submitted with the comments on the Tentative Standard. We found that the duty statements covered specific supplies or services which had not been described in the Tentative Standard, such as construction, but that the remainder of the proposed descriptions followed the model benchmark in the Tentative Standard either verbatim or with minor adjustments to the factor descriptions. This indicated that the basic process covered by the benchmarks was essentially the same regardless of what is procured, and that the benchmarks could be broadened to illustrate a greater variety of supplies and services acquired without sacrificing accuracy. (N.B. The use of the disjunctive "or" to connote this approach.)

In revising the benchmarks, we concentrated on the examples from the list above of inadequate coverage. We modified five descriptions to include examples of civilian agency procurements, construction and services contracts, and a wider variety of supplies and services, ranging from protective clothing and custodial services to hospital supplies and services, alterations and other construction projects, and ADP equipment and services.

Specific benchmarks which were modified include:

- 09-01, Contract Specialist: added installation level procurement of a variety of common supplies, services, or construction;
- 11-01, Contract Specialist: added construction, ADP equipment and services, disadvantaged business firms, surgeons and other specialized services or equipment, and acquisition and installation of building equipment systems;

- 12-01, Contract Specialist: added a variety of equipment, services, and construction acquisitions applicable to either military or civilian agencies;
- 13-01, Contract Specialist: added a variety of examples of research, development, and production of systems or programs applicable to military and civilian agencies;
- 13-03, Procurement Analyst: broadened staff advisory services to cover a variety of procurement matters in lieu of the more limited price/cost example.

(2) Besides providing additional coverage by broadening benchmark descriptions, nine new benchmarks were added covering the areas of contract administration, contract negotiation, centralized procurement, field procurement, staff functions, and civilian agency contracting.

The new benchmarks are:

- 07-01, Contract Specialist: covering (a) recurring assignments previously described in the GS-1105 Purchasing Agent classification standard at the GS-7 level, or (b) advanced trainee assignments.
- 09-02, Contract Administrator: covering contract administration for less complex contracts or for portions of more complex contracts for which a higher level employee has overall responsibility.
- 11-02, Contract Specialist: covering centralized procurement functions as performed in a civilian agency, although the benchmark should also be applicable to military agencies.
- 11-03, Contract Administrator: covering the full range of contract administration functions involving a variety of complex contracts.
- 11-05, Contract Specialist: covering contracting officer responsibilities for a small field activity and based on, but not limited to, a civilian agency procurement situation.
- 11-06, Procurement Analyst: covering specialized assignments relating to the small and disadvantaged business program.
- 12-02, Contract Negotiator: covering contract negotiation and based on, but not limited to, a civilian agency procurement program.
- 12-03, Contract Specialist: covering centralized procurement functions as performed in, but not limited to, a civilian agency.
- 12-07, Procurement Analyst: covering staff contract review functions at a field activity.

(3) Editorial changes were made to the following benchmarks to reflect recommendations made by reviewers, to shorten the descriptions, and to assure consistency with revisions made to the Factor Level Descriptions. They are, as follows:

- 11-04, Contract Price/Cost Analyst: revisions to Factors 2, 5, and 7 to show greater independence of performance, but less impact on the Government's pricing objectives used by
  - the Contract Negotiator, and less participation in negotiation sessions, respectively.
- 12-04, Contract Administrator: edited for clarity, to eliminate overlap with Contract Specialist benchmarks particularly with respect to negotiation, and to add contracting officer authority, as recommended, to distinguish this position from BMK 11-03, Contract Administrator.
- 12-05, Contract Termination Specialist: edited to broaden the organizational locations where this position may operate including a contractor's plant or a Federal agency and to add contracting officer authority, as recommended.
- 12-06, Contract Price/Cost Analyst: edited to shorten and clarify.
- 13-02, Contract Administrator: edited to shorten and add contracting officer authority, as recommended.
- 14-01, Contract Specialist: revisions to Factors 3 and 4 to reflect revisions to the Factor Level Descriptions, such as crediting the higher level for Factor 3 in this benchmark (as in BMK 13-01) to recognize the lack of guidelines inherent in each major system or program procurement (e.g., the specialist works from a mission need statement approved by the President and the Congress to develop an acquisition strategy responsive to the specific goals and objectives of the program), while lowering Factor 4 in this benchmark since the position does not involve the resolution of "unyielding problems" contemplated at Level 4-6 nor the oversight and integration of several major systems or program procurements. (For additional information on major system/program contracting, see OFPP Pamphlet No. 1, Major System Acquisition, A Discussion of the Application of OMB Circular No. A-109, dated August 1976.)

(4) Objections were raised to five of the Benchmark Descriptions contained in the Tentative Standard, with recommendations to delete them. They are, as follows:

- 13-02, Contract Specialist: based on a civilian agency position, but has "rare" applications. This benchmark was merged with BMK 13-01 under the concept discussed above of broadening the benchmarks to provide more comprehensive coverage.
- 13-04, Contract Price/Cost Analyst: an atypical mix of systems wide functions with contracting operations. It was deleted.

-14-02, Procurement Analyst: limited applicability due to organizational setting in a program rather than contracting office; also, no clear distinction from GS-13 level analysts which exist in some agencies. It was deleted.

-15-01 and 15-02: objections were raised that the point assignments were atypical since the grades of both positions were derived by crediting factor 1 at Level 1-8 and Factors - 2 through 7 at the highest FES levels. Both of these benchmarks were deleted.