



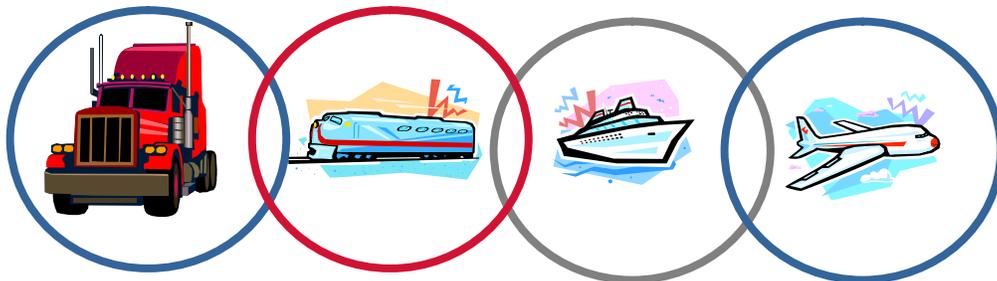
Transportation Security Administration

JULY 2007, VERSION 4.0

TSA ACQUISITION PLANNING GUIDE

OFFICE OF ACQUISITION

ACQUISITION AND PROGRAM MANAGEMENT SUPPORT DIVISION



ATTACHMENT (3)

TABLE OF CONTENTS

1.	PURPOSE	1
2.	POLICY	1
3.	DEFINITIONS	1
4.	SOURCE OF ACQUISITION PLANNING GUIDANCE	1
5.	PART I – OVERVIEW OF THE ACQUISITION PLANNING PROCESS	1
6.	PART II – PREPARATION AND CONTENTS OF AN ACQUISITION PLAN	9
	ENCLOSURE (1): TEMPLATE FOR ACQUISITION PLAN	1-1
	Section A. Acquisition Background and Objectives.....	1-5
	Section B. Technical Issues	1-5
	Section C. Business and Management Issues	1-8
	Section D. Other Considerations.....	1-14
	Section E. Participants in AP Developments.....	1-16
	Section F. Program Milestones for the Acquisition Cycle	1-17
	ENCLOSURE (2): TEMPLATE FOR STREAMLINED ACQUISITION PLAN	2-1
	ENCLOSURE (3): TEMPLATE FOR ADDENDUM TO AN APPROVED ACQUISITION PLAN	3-1
	ENCLOSURE (4): ACQUISITION PLAN DEVELOPMENT, REVIEW AND APPROVAL PROCESS	4-1

1. PURPOSE

Proper acquisition planning is needed to manage the programs that fulfill the mission of the Transportation Security Administration (TSA) and the Department of Homeland Security (DHS). The purpose of this Acquisition Planning Guide is to guide the Program Manager (PM) and other acquisition personnel through the process of acquisition planning and preparing the appropriate Acquisition Plan (AP).

2. POLICY

All TSA investments to include Acquisition Programs and Operating Capability Investments (see Part I, Section D (6) (B)) shall engage in acquisition planning.

All TSA investments whose projected acquisition costs exceed \$5 million, or procurements resulting in greater than \$5 million, will require an approved AP by the TSA Chief Procurement Executive (CPE) or Deputy CPE prior to executing any contractual actions (e.g., contracts, purchase orders, delivery orders, grants, cooperative agreements, interagency agreements, memorandums of agreement (MOA) and memorandums of understanding (MOU)).

This TSA AP Guide is written in two parts. Part I is general information about acquisition planning. Part II is about the contents of an AP and details the preparation of an AP.

3. DEFINITIONS

Attachment (6) of TSA Management Directive (MD) 300.8, Acquisition Program Planning, Review, and Reporting, provides a list of definitions and terms used in this guide. Attachment (7) of TSA MD 300.8 provides a list of acronyms used in this guide.

4. SOURCE OF ACQUISITION PLANNING GUIDANCE

This TSA AP Guide has been compiled from the DHS Acquisition Planning Guide Appendix A – Chapter 3007 (per HSAM Notice 06-04). Other sources include the TSA Acquisition Management System (AMS), and TSA MD 300.8.

The TSA Acquisition Program Management and Support Division (APMSD) Point of Contact for this guide is Al Sese, 571-227-3784.

5. PART I – OVERVIEW OF THE ACQUISITION PLANNING PROCESS

A. Acquisition Planning

Acquisition Planning shall be performed early in the DHS/TSA Acquisition Process. The AP documents the acquisition strategy effort, and is evaluated at Milestone Decision Points (MDP).

B. What is an Acquisition Plan?

The AP is the Program Manager's (PM) strategy for implementing the program. It is a comprehensive plan coordinating the efforts of all personnel responsible for the

program in fulfilling the agency's need in a timely manner, and at a reasonable cost. Since a program typically involves the efforts of many people and usually results in one or more contractual actions, an AP will guide the work of many people through one or more contractual actions.

The AP shall address all the technical, business, management, and other significant considerations that will control the program throughout the investment life cycle.

The AP shall be brief but comprehensive. It shall provide the background necessary to understand the acquisition, and present the plan for acquisition of the systems, items or services needed to carry out the program. The AP shall cover all phases within the investment life cycle that the program may encounter from program initiation through operation and support.

Acquisition planning shall be documented using the AP. APs have also been referred to as acquisition strategies, acquisition strategy plans, procurement plans, procurement strategies, procurement strategy plans, program master plans, and other such titles. At TSA they will be called Acquisition Plans.

The AP can reference other program documents where applicable as described in Part II of this guide.

C. What is the scope of an Acquisition Plan?

APs are prepared from a program-wide perspective, which usually includes more than one contractual action. The format and scope as described in enclosure (1) (full-blown AP) or enclosure (2) (Streamlined AP) are flexible, however the PM shall consider all applicable sections.

D. What Do We Need to Know About an Acquisition Plan?

(1) It is an agreement

When approved, the AP provides formal direction for program execution and provides clear guidance regarding program objectives, schedules, and other important program aspects to all program participants. The AP is also an agreement between the PM and the CO. It documents information about the program allowing agency decision-makers to support coordinated overall agency planning.

(2) It is a dynamic document that needs to be updated as the program changes

Although the AP provides a fixed reference when formally approved, the AP is updated at MDPs and when major program changes occur to reflect program events, accomplishments and the changing program environment. (See Section E (5), "Revisions" below). In some cases, it may need to be updated annually to reflect spend plans for the current fiscal year. This ensures that the AP stays current and remains the authoritative source for all information related to acquisition of the program.

(3) It is "Acquisition Sensitive"

An AP is acquisition sensitive because it contains the government's strategy for conducting source selection, contract negotiations, and other acquisition sensitive

aspects of a program. Disclosure of the contents of an AP could present a disadvantage to the government during acquisition. Therefore, at a minimum, the entire document shall be treated as “acquisition sensitive” and marked with the appropriate security markings (see cover page enclosure (1)) depending upon the security classification of the document. (TSA – Internal Guidance and Procedure Memorandum 304 of 11/10/2003 applies)

(4) Preparation of the AP

Because acquisition planning is an inherently governmental function, the AP is typically prepared by government personnel. Contractor support personnel shall not normally be employed in direct support of acquisition planning or in the development of APs. If contractor personnel need to be involved in preparing the AP, appropriate non-disclosure agreements must be obtained. If there is any question concerning a potential organizational conflict of interest with prospective offerors, contact the Office of Chief Counsel.

(5) Waivers can be made

In rare cases, the requirement for an AP may be waived by the TSA Chief Procurement Executive (CPE) on the basis of urgency or some other justifiable basis. The request for waiver shall be in writing, and must fully describe the facts and the basis for the request. A waiver shall not be considered when the urgency stems from the lack of advance planning. Requests for waivers shall be submitted to the CPE for approval, in the same manner as the AP. The waiver shall be granted prior to the release of the solicitation. Waiver of an AP does not constitute authority for any deviation, special condition or clause which might be needed for the acquisition. If a waiver is granted, an AP is still required within six months from the time the waiver was granted.

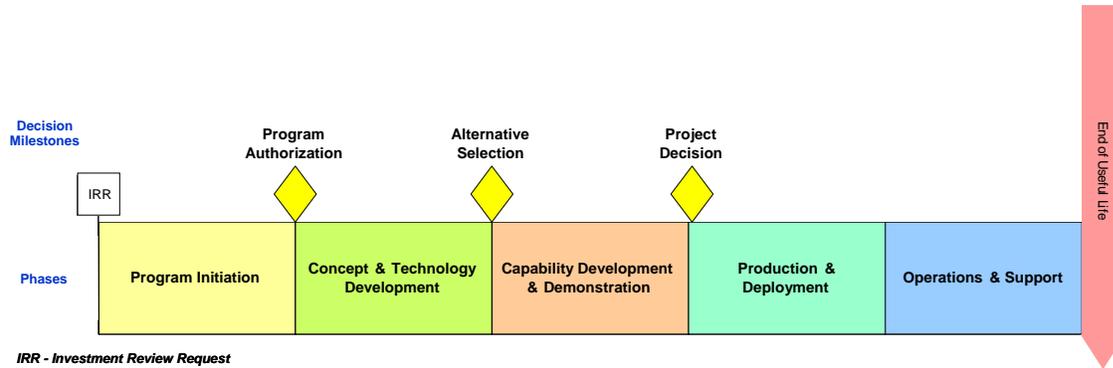
(6) It is tailorable

The contents of an AP will vary depending on the nature, scope, complexity, circumstances, program level, and phase of the acquisition program life cycle. Please refer to DHS MD 1400 for a description of each phase in the Acquisition Life Cycle (Figure 1). Acquisition planning shall consider all of the topics listed in Part II of this AP Guide, but the contents of the coverage of each topic may be tailored.

(A) Program Life Cycle phase

As programs proceed through the acquisition life cycle, the AP will change to reflect program changes and the increased knowledge of program details. For example, based upon the phases shown in Figure 1, APs for programs that are in the pre-acquisition phase might emphasize open ended exploratory efforts with emphasis on those logistics and support features needed to support activities such as prototypes and trials. APs for programs that are in one of the acquisition phases might emphasize development efforts, testing, verification and introduction of a new capability. APs for programs that are in sustainment or involve the purchase of ongoing services might emphasize quality

assurance and best value. Please see enclosure (2), for specific tailoring guidance.



**Figure 1 Program Investment Review Process
(DHS MD 1400 Investment Review Process)**

IRR – Investment Review Request

(B) Operating Capability Investments

Operating Capability Investments greater than \$5 million will require an approved AP prior to executing any contractual action.

Per TSA MD 300.8, Operating Capability Investments include capital asset investments that provide agency wide capability. Simply put, an *Operating Capability Investment* is the cost of doing business. *Operating Capability Investments* are not change agents as are *Acquisition Programs*; they are initiatives that continue and support on-going operations. *Operating Capability Investments* support the agency’s basic needs to conduct business and include such investments as office space, telephones, personnel services, and employee benefits.

Please refer to TSA MD 300.8 or the TSA Letter of Requirements Guide for specific guidance on determining whether the investment is an *Acquisition Program* or an *Operating Capability Investment*.

Preparers of APs for Operating Capability Investment Investments should use a Streamlined AP (SAP) (see enclosure (2)) format to reflect the specific circumstances of the planned procurement, or may tailor the regular AP format (see enclosure (1)).

(7) Program level

APs for Level 1 programs, as defined in DHS MD 1400, will typically be more extensive than APs for lower level programs. APs for lower level Acquisition Programs or Operating Capability Investments shall be tailored or streamlined to reflect the necessary information needed to acquire the solution, however funding, competition, and small business participation shall be addressed by all APs.

(8) Document Length

There is no minimum size for an AP, but an AP should cover all applicable topics in enclosures (1) or (2) of this AP Guide.

To condense the size of the AP and facilitate clarity within the individual sections of the AP, program wide characteristics common to all contractual actions under the AP should be presented first. Considerations specific to individual contractual actions within the program can then be separately presented without repeating the program wide common characteristics.

References should be cited whenever possible to avoid repetition of data contained elsewhere in the AP. Approved program documents such as requirements documents and support plans, can be referenced. Charts and tables should be used whenever possible to illustrate details instead of lengthy narrative text. The particular AP format is at the option of the approval authority, and should be tailored to meet the specific requirements of the individual program.

E. What is the Process for Preparing an Acquisition Plan?**(1) When is an AP prepared?**

Planning is the first step for any investment. Acquisition planning shall begin as early in the program life cycle as possible. Early acquisition planning, even planning during or prior to the Program Initiation phase, should be documented even if information for some of the sections may not be available at that time. The initial AP can then be used as a basis for completing the AP as program direction and details become known.

It may take up to six months between Milestone Decision Points to develop a new, or update an existing AP.

(2) Who Prepares the AP?

The PM shall be responsible for developing and maintaining the AP. As early as possible, the PM should seek assistance and counsel from an Integrated Product Team (IPT). The IPT should involve all core stakeholders, to include at a minimum, the PM, the CO, Contracting Officer Technical Representative (COTR), Office of Chief Counsel (OCC), Small Business Advocate (SBA), APMSD, and a representative from the Office of the Chief Financial Officer. When the AP is completed, concurrence by the required participants signifies that the plan is realistic and reasonable.

Since the CO will be responsible for executing the contractual aspects of the program, the CO shall actively participate in formulating the AP to ensure it is contractually sound and executable.

Enclosure (4) depicts graphically the AP Development process.

(3) Review Process

After the PM, in coordination with core stakeholders has developed a *draft AP*, the document enters the TSA AP Review and Approval process.

To initiate the review process, the PM submits the *draft AP* to their APMSD Outreach. APMSD distributes the AP internally to the APMSD AP POC who assigns it a unique identifying number and coordinates the “five-day” review process. The APMSD AP POC distributes a copy of the *draft AP* to the TSA Deputy CPE, TSA CPE, and DHS Office of Chief Procurement Officer (OCPO) (if applicable), for review. A DHS Review is required only for APs or contractual actions exceeding \$50M. Regarding the DHS Review, a non-response from DHS is considered concurrence. The TSA Deputy CPE and TSA CPE review the *draft AP* and provide comments to the APMSD AP POC. The APMSD AP POC then consolidates the review comments from all parties and provides them to the appropriate APMSD Outreach. Next, the APMSD Outreach provides the review comments to the PM. The PM then incorporates the review comments into a *final AP* ready to enter the approval (signature) process.

Enclosure (4) depicts graphically the AP Review process.

(4) Approval Process

For investments greater than \$10M, the PM prepares the *final AP* for signature and signs the document. Next, the PM submits the *final AP* to the CO and the cognizant Assistant Administrator (AA) for signature. Once the PM garners the CO and AA signatures, the PM provides the signature package to APMSD Outreach. APMSD provides the *final AP* signature package to TSA CPE for signature. APMSD Outreach returns the (approved) original copy to the PM for record.

For investments less than \$10M but greater than \$5M, the DEP CPE is also authorized to approve the AP.

Enclosure (4) depicts graphically the AP Approval process.

(5) AP Review and Approval Authority

If AP is....	Review Level	Approval (Signature) Level
<p>\$5M <= AP <= \$10M</p> <p>(AP is for effort greater than or equal to \$5M, and less than or equal to \$10M)</p>	<ul style="list-style-type: none"> <input checked="" type="checkbox"/> TSA CPE <input checked="" type="checkbox"/> DEP CPE <input checked="" type="checkbox"/> Core Stakeholders 	<ul style="list-style-type: none"> <input checked="" type="checkbox"/> TSA DEP CPE
<p>\$10M <= AP <= \$50M</p> <p>(AP is for effort greater than or equal to \$10M, and less than or equal to \$50M)</p>	<ul style="list-style-type: none"> <input checked="" type="checkbox"/> TSA CPE <input checked="" type="checkbox"/> TSA DEP CPE <input checked="" type="checkbox"/> Core Stakeholders 	<ul style="list-style-type: none"> <input checked="" type="checkbox"/> TSA CPE
<p>AP >\$50M</p> <p>(AP is for effort greater than \$50M)</p>	<ul style="list-style-type: none"> <input checked="" type="checkbox"/> DHS OCPO <input checked="" type="checkbox"/> TSA CPE <input checked="" type="checkbox"/> TSA DEP CPE <input checked="" type="checkbox"/> Core Stakeholders 	<ul style="list-style-type: none"> <input checked="" type="checkbox"/> TSA CPE

(6) Revisions

Approved APs shall be reviewed and updated by the PM and CO as needed at each MDP; or, at a minimum, at least once a year.

The AP shall be revised when the PM or CO is unable to execute the AP as written, or when changes to cost/funding, schedule, performance or other factors make the existing AP obsolete.

APs shall also be updated when a significant change to the approved AP, such as a new requirement, change in existing requirements, and change in acquisition strategy (including contract type or change in cost) is directed. Further, APs shall also be updated to reflect the information in the approved addendum (see Section E (7) below).

Revisions to APs shall be subject to the same concurrences, endorsements and approvals as the original document.

A table describing the summary of the major revisions to an approved AP shall be included at the beginning of the document. A sample revision table is illustrated in enclosure (1).

(7) Addendums

Addendums are additions and supplemental information to existing documents. Addendums to an approved AP are recommended to satisfy urgent requirements that occur between annual updates of an AP. The purpose of the addendum is to avoid a rewrite of the AP when such a contingency arises, however once the contingency has been addressed, a full update of the AP is required. Addendums are subject to the same approval review as an AP. Enclosure (3) is a template of an Addendum.

(8) Distribution

APMSD will distribute a scanned approved AP to the appropriate parties. The approved original copy of the AP will be returned to the PM for retention.

(9) AP Identification

APs shall be identified by a nine digit identifier followed by the date of the AP. During the “five-day review process”, the APMSD of the Office of Acquisition shall assign the AP’s identification number.

The first four digits on TSA APs will be “HSTS” standing for Department of Homeland Security (HS) and Transportation Security Administration (TS).

The next two digits shall be the fiscal year in which the AP was, or will be, approved. Prior to approval, the AP shall be identified as a draft but assigned the number it will bear when approved. The last three digits shall be assigned in sequence. The AP shall be dated when approved.

HSTS_FY-XXX

Revisions to the AP shall be identified with the identification number of the original AP followed by the revision number and signature date of the revision.

HSTS_FY-XXX revision XX

6. PART II – PREPARATION AND CONTENTS OF AN ACQUISITION PLAN

A. General

For the AP formats identified in the enclosures of this guide, each sub-section should be addressed; however the contents of each sub-section may be tailored.

The use of separate plans, such as source selection plans, logistics support plans, test and evaluation plans, safety plans, environmental protection plans and risk management plans, is encouraged for large and complex programs in order to simplify the AP. These separate plans can then be cited and a brief high-level summary can be included in the AP.

The content of the AP should first present those characteristics that apply to the entire program. This may be organized by each contractual action under the AP, presenting those characteristics that are unique to those contractual actions. Enclosure (1) is the template for a full-blown AP that describes the content of each section. Enclosure (2) is a template for use when developing a Streamlined AP and enclosure (3) is a template for use when preparing an Addendum to an approved AP.

TEMPLATE FOR ACQUISITION PLAN

Cover Page

**ACQUISITION PLAN
For the
XXXXXX
PROGRAM**

HSTSXX-XXX

Prepared by:

XXXX XXXXXX
Program Manager

Date

Concurred by:

XXXX XXXXXX
Contracting Officer

Date

Endorsed by:

XXXX XXXXXX
Assistant Administrator for XXX

Date

Approved by:

XXXX XXXXXX
TSA Chief Procurement Executive

Date

THIS DOCUMENT CONTAINS ACQUISITION SENSITIVE INFORMATION.

This information has not been made available to the public or disclosed publicly. Criminal and civil penalties, and administrative remedies, may apply to conduct which violates the Procurement Integrity Act (41 U.S.C. 42).

Cover Page for revised AP (if applicable)

ACQUISITION PLAN

For the

(*<Insert Name>*)

PROGRAM

(Original AP Number) Revision XX

Prepared by:

(<Insert Name>)
Program Manager

Date

Concurred by:

(<Insert Name>)
Contracting Officer

Date

Endorsed by:

(<Insert Name>)
Assistant Administrator for XXX

Date

Approved by:

(<Insert Name>)
TSA Chief Procurement Executive

Date

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REVISION HISTORY

Revision Number	Summary of Major Change	Approval Date
Original		MMDDYYYY
01	Briefly describe the major change(s) that necessitates an update of the AP for this revision.	MMDDYYYY
02	Briefly describe the major change(s) that necessitates an update of the AP for this revision.	MMDDYYYY

Table of Contents

Section A. Acquisition Background and Objectives

- A.1 Statement of Need
- A.2 Historical Summary
- A.3 Applicable Conditions

Section B. Technical Issues

- B.1 Capability or Performance Description
- B.2 Delivery or Performance-period Requirements
- B.3 Test and Evaluation
- B.4 Logistics Considerations

Section C. Business and Management Issues

- C.1 Cost, Budgeting, and Funding
- C.2 Trade-offs and Risks
- C.3 Contracting Considerations
- C.4 Contractor versus Government Performance and Inherently Government Functions
- C.5 Contract Administration, Management Information Requirements and Technical Data
- C.6 Transition Planning
- C.7 Government Furnished Information and Property

Section D. Other Considerations

- D.1 Priorities, Allocations and Allotments
- D.2 Make or Buy/Lease, or Buy
- D.3 Environmental Consideration and Energy Conservation
- D.4 Privacy Risks and Mitigation Measures
- D.5 Security Considerations
- D.6 Other Issues

Section E. Participants in Acquisition Plan Development

Section F. Milestones for the Acquisition Cycle

Section A. Acquisition Background and Objectives

A1. Statement of Need

Provide a brief high-level summary of the mission need citing the approved Mission Need Statement (MNS) or other type of requirements source. If a MNS or requirements document does not exist, include a brief reference to the source of the requirement. Since a MNS may not be available for some programs, other documented direction shall be cited. (e.g., legislative authorization, Executive Order). Include the initial document approval date, and revalidation approval date, if applicable. If the AP is being updated, provide the reason, or reasons, for the update.

A2. Historical Summary

Summarize the relevant program history of the acquisition program, preferably in 250 words or less. Include a brief statement indicating how long the program has been in development or production and how long it is expected to continue. This history should include the program type, current program phase, previous program phases and accomplishments, as well as the program's relationship to other programs.

For information technology acquisitions

For the acquisition of IT, describe the generation of the equipment or service, discuss the acquisition history of any equipment or service being replaced, and discuss the method used to procure existing IT for this program.

A3. Applicable Conditions

State all significant conditions affecting the acquisition or contractual action, such as requirements for compatibility with existing or future systems or programs and any known cost, schedule, and capability or performance constraints.

Section B. Technical Issues

In this section describe the technical aspects of the program or contractual action.

B1. Capability or Performance Description

What does the completed system, item or service do?

Describe the capabilities or performance characteristics of the systems, items or services being obtained. Summarize the key capability or performance characteristics from the MNS or requirements document. Show how they are related to the need.

Refer to the Acquisition Program Baseline (APB) when specifying Key Performance Parameters (KPP) and the MNS when specifying capabilities objectives. KPPs are those attributes or characteristics of a solution that are considered critical or essential to the development of an effective capability.

For IT-centric systems, an illustration is recommended that depicts a high-level view of the system or concept of operation and the multiple components that comprise the whole.

The following table can be used as a guide when completing this section. The questions enclosed in quotes within the table are asked from the PM's perspective.

Relating Capability and Performance

CAPABILITY ("What do I need?" or "What is my Objective?")	PERFORMANCE ("How will I know if the solution I'm acquiring is satisfying my Need or Objective?")			
	KPP #1 (Insert Text):	KPP #2 (Text):	KPP #3 (Text):	KPP #4 (Text):
Capability Need #1 or Objective #1 (Insert Text)	e.g., X		X	
Capability Need #2 or Objective #2 (Insert Text)	X	X		
Capability Need #3 or Objective #3 (Insert Text)				X
Capability Need #4 or Objective #4 (Insert Text)	X	X		X

B2. Delivery or Performance-Period Requirements

When is the system, item or service needed?

Establish the delivery or performance period requirements and state the rationale. If urgency results in concurrency of development and production, or other than full and open competition, this should be explained and supported.

B3. Test and Evaluation

How will the program be tested and evaluated? How will the usefulness and performance of the program be verified? Summarize the program wide test and evaluation plan and provide details for each type of test and evaluation below. State whether a Test and Evaluation Master Plan (TEMP) has been developed.

B3a. Developmental Testing

If the acquisition includes developmental testing, summarize the nature and extent of the testing and how the results of the testing will be evaluated and used. Summarize how the program will conduct developmental testing to demonstrate how it is progressing toward meeting the MNS or other requirements document. Cite any applicable acquisition program baseline and discuss any known or potential variances.

B3b. Operational Assessment

Summarize how the program will document how useful the program is to TSA. Summarize benchmarking, market analysis or other efforts that have been or will be undertaken to ensure that the program continues to best meet TSA's needs.

If the acquisition is to provide an operational assessment or assist in the government's operational assessment, summarize the assessment method, the analysis that will be required and discuss how the results of the assessment will be reported and used.

B3c. Operational Testing

Summarize how the program will test the systems, items, and/or services covered by the AP to ensure that they work when provided to the end user. Discuss when the testing will occur, by whom and how the results will be analyzed and evaluated.

If the acquisition is to provide Operational Testing, discuss how it will be performed independent from the supply or service provider. Discuss how information will be collected by users of the supply or service and how maintenance problems or failure to perform "as needed" will be analyzed, evaluated and reported.

B3d. Acceptance Testing

Summarize how (through testing or otherwise) each system, item or service will be accepted by the government.

B4. Logistics Considerations

How will the system, item or service be implemented, maintained and supported?

Logistics support planning shall state how the systems, items or services are to be introduced, staffed, operated, supported, maintained, repaired and disposed at the end of its useful life. Logistics support planning shall include manpower, personnel, and training impacts of the acquisition.

If an acquisition is sufficiently simple, the results of logistics support planning may be presented here. For complex logistics planning, it is recommended that the details be incorporated into a separate logistics support plan which can then be cited in the AP. A separate plan that covers logistics elements in more detail is typically called an Integrated Logistics Support Plan (ILSP). If there is a separate ILSP, this AP should contain a short summary of that plan and the status of it.

Identify the important logistic support events and when they are expected. This information can be shown in a table or included into another chart.

Typical areas that should be discussed in an ILSP include:

- The assumptions made about the systems, items or services to be acquired. These assumptions can include, but are not limited to: the expected use; the expected

operators and users; the expected support personnel; the expected life; and the expected environment for the systems, items or services to include reliability, maintainability and availability of requirements.

- The plan to introduce the systems, items or services. Describe how the operators, users and maintenance personnel will be trained. Discuss the use of contractor warranties.

Section C. Business and Management Issues

C1. Cost, Budget, and Funding

Cost

What is the projected life cycle cost of the system, item or service? The life cycle costs include all costs from inception to disposal.

Depending upon the size and complexity of the cost estimate, the cost estimate may be a separate document which can then be referenced and summarized here.

- Discuss the program cost goals. How was the program cost goals derived? If applicable, has the program cost goal been vetted and validated at a Business Management Council or Investment Review Board?
- Discuss the methods used to estimate program acquisition and life cycle costs including supporting rationale, data sources, and assumptions. For example, identify what method(s) were used (e.g., parametric, analogy, historical, bottom-up, or catalog) to derive the estimate.
- If life cycle costs were not estimated, explain why.
- For services, explain the use of should-cost analysis or rationale for not using should-cost analysis.
- Discuss the use of design-to-cost objectives, and the application of should-cost analysis.
- If the cost estimates are based upon vendor supplied information, has an independent government cost estimate been made?
- If applicable, what are the unit costs?

Budget

Identify funds (whether appropriated or generated by user fees) by fiscal year and funding source or appropriation account (i.e., Programs, projects, and activities (PPA)). PPA are defined as that level of appropriations detail specified in the appropriations act or accompanying report for the relevant fiscal year covering each account, including earmarks and directives, or, for accounts and items not included in appropriations acts, as specified in the program and financing schedules in the President's budget. Next, identify Prior Years funding, Current Year (CY) funding, Budget Year (BY) Funding (the year after the Current Year), BY + 1 (two years after the Current Year), and BY + 2 (three years after the Current Year). Finally, identify the "To Complete" amount and the "Total" amount in the appropriate columns. Also, show number of units by fiscal year, if applicable. Reference

the specific budget lines or funding sources supporting this acquisition. If the Program submits a Budget Exhibit, the funding line within the table should reflect the latest approved budget exhibit (s) in accordance with OMB Circular A-11; Preparation and Submission of Budget Estimates.

Funding

Compare funding requirements to budgeted funds by funding source in a table format such as the one below. The program manager shall coordinate the contents of this chart with the Office of the Chief Financial Officer.

- Do the budgeted funds cover the cost estimate of the requirements?
- If the funding requirements do not match the cost estimates, explain the differences.
- Are there any shortfalls? If so, how will they be resolved? If there are shortfalls, is funding adequate to execute the currently approved and requested acquisition effort? Are sufficient funds available in the proper accounts to cover government liability for all reasonably expected contract contingencies?
- Discuss any major differences between the amount required and the amount budgeted?

Cost and Funding Table

	PPA Account	Prior Years	Current Year (CY)	Budget Year (BY)	BY + 1	BY + 2	(OUTYEARS) To Complete	Total Life Cycle
Funding source 1								
Required								
Budgeted								
(Under) or Over								
Funding source 2								
Required								
Budgeted								
(Under) or Over								
Total								
Required								
Budgeted								
(Under) or Over								

For information technology acquisitions

Discuss how the capital planning and investment control requirements of 40 U.S.C. 1422 and OMB Circular A-11 will be met.

C2. Trade-offs and Risks

Trade-offs

Discuss program cost, schedule and performance trade-offs. What priorities were given to these factors, and what are the expected consequences? Have trade-offs been made to performance or schedule to meet cost goals in Section C1?

Risks

Identify the risks to the Program. Risks should include cost, schedule, and performance, political and organizational risks. Performance risks should discuss both the contract performance risks and the technical performance risks of the product or service to be delivered under the contract.

If the program risks are sufficiently complex, risk management can be incorporated into a separate Risk Management Plan which can then be cited and summarized in this section.

For each risk, identify the: Risk Event, Risk Category, Probability, Impact or Consequence, Risk Mitigation Strategies and Responsibility.

If there are several areas of risk, a table format, such as the one below, is recommended.

Risk Table

Risk Event	Risk Category	Risk Probability	Impact	Risk Mitigation Strategies	Responsibility
Identify the risk	Cost, Schedule, Performance, Political, or Organizational	As either a probability (e.g. $\square = .05$) or if subjectively (e.g. HIGH, MEDIUM...) define categories.	What would happen, what would be impacted and how severe would that impact be?	How will this risk be Mitigated?	Identify the Risk Event owner
...					
...					

How were these risk events determined? Describe the process that will be used to track risk occurrences and mitigation actions.

C3. Contracting Considerations

In the process of developing the AP, the PM and other stakeholders should collaborate with the CO to successfully plan the necessary contractual actions.

Using the format of the tables below, list all contracts awarded (including options. Further, list all planned contractual actions (for award) throughout the investment’s life cycle. This should include grants, interagency agreements, and other transaction agreements (OTA). Each cell of the table shall include the applicable information, “N/A”, or “TBD”, where appropriate.

For individual contractual actions under the AP include: whether this contractual action is to be in a single or multiple increments; Procurement Request number(s), or contract identifier for follow on procurements; Quantity being procured; Date executed or required; and Historical or estimated contract values. In addition, indicate whether the contractual action is to be competitive or single source. Details of the competition strategy, or single source rationale, are covered under Section C3 below.

Historical/Existing Contracts

This table should include all Historical and Existing Contracts. Historical Contracts include contracts in which the Performance Period is complete. Existing Contracts include contracts that are currently performing, and therefore are not complete.

	Contract Identifier	Contractor or source	Contract Vehicle and/or Type	Service or Item Description	Award Date	Performance Period	Quantity	Contract Value
1								
2								
...								

Planned Contracts

Planned Contracts include contracts in which the Performance Period or Execution Dates have not yet started.

	Service or Item Description	Source for past procurements	Contract Vehicle and/or Type	Estimated Execution Dates	Quantity	Estimated Contract Value	Single Source?
1							
2							
...							

Procurement Streamlining

The PM, with assistance from the CO and the TSA Small Business Advocate, should consider contract options, task orders, or other contract strategies to build in appropriate flexibility. The AP shall discuss the types of contracts contemplated for each succeeding investment phase, including considerations of risk assessment, reasonable risk sharing by

Government and contractor(s), and the incentive structure for contractors to decrease cost. The strategy shall specify if options are to be used for future requirements.

List techniques the program will use to streamline the acquisition. Streamlining includes efforts that result in more efficient and effective use of resources to deliver items, systems or services. This includes ensuring that only necessary and cost-effective requirements are included, at the most appropriate time in the investment life cycle, in solicitations and subsequent contracts for the procurement of items, systems or services.

Streamlining efforts include, but are not limited to:

- Distributing draft specifications, Statement of Work (SOW), Statement of Objectives (SOO), and Request for Proposal (RFP) to industry for comment
- Limiting the size of proposals
- Limiting the number of people required for evaluation teams
- Leveraging Federal and Department-wide contract vehicles
- Using performance-based specifications
- Considering a contractor's past performance in evaluating whether that contractor should receive future work
- Using two (or more) step processes to down-select offerors
- Considering oral presentations from offerors
- Using pre-solicitation and pre-proposal conferences
- Implementing Simplified Acquisition Methods, as applicable
- Using commercial and non-developmental items instead of those designed to meet government-unique design specifications

Market Research and Competition

Describe the market research undertaken to identify the market sector to include commercial items, commercial items with modifications, or non-developmental items that could satisfy the acquisition objectives. For major systems, items or services include a description of the amount of integration in the market sector where the systems, items or services will be sought and how this may impact competition.

Based upon documented market research, indicate the prospective sources of supplies or services that can supply the systems, items or services. Preference should be given to sources of commercial and non-developmental items based on open standards and commercial item descriptions to the maximum extent practicable. If products with closed interfaces are to be acquired, the risks and impacts on total cost of ownership should be evaluated and documented in the Risk section of the AP.

Are products commercially available that will meet all or part of the program requirements? Can these products be obtained separately and integrated into the high-level solution?

Will special means be needed to encourage vendors to participate? What methods will be used to encourage, promote and sustain competition?

If competition is not planned, give a brief summary of why competition is not in the best interest of the government.

If the use of bundling is being considered, discuss how its benefit to the government outweighs the potential impact on small business participation. If bundling is to be used, a review by the Small Business Administration's Procurement Center Representative (PCR) is required under the Small Business Act. Contact a Small Business Advocate for guidance.

Small Business

Consideration of small business is an integral part of the Market Research Process. First consideration for performing the work should be given to small businesses. Discuss efforts to maximize participation of small businesses as prime contractors in the initial or later phases of the life cycle. All procurements over \$200,000 require a SBA Set-Aside Review Form (TSA Form 200). If "small business set aside" was not selected as the acquisition process, describe why small businesses were not considered appropriate sources for this work. The small business advocate reviews and concurs with the market research and resulting acquisition strategy, unless all acquisitions covered in the acquisition plan are set aside for small business.

Source Selection

Discuss the source selection approach (e.g., "Best Value" vs. "Lowest Cost technically acceptable") and procedures for all procurements, including the timeline for submission and evaluation of proposals. If there is a separate Source Selection Plan (SSP), this AP should contain a short summary of that plan.

C4. Contractor vs. Government Performance and Inherently Governmental Functions

If applicable, address whether any of the procurements identified in this AP are covered by OMB Circular No. A-76.

Discuss whether the CO has determined whether any of the work is inherently governmental and how the contractor will be prevented from performing inherently governmental functions.

C5. Contract Administration, Management Information Requirements and Technical Data

Contract Administration

Has a Contracting Officer Technical Representative (COTR) been assigned? How will the contract be administered? How will the program management office be resourced to manage the contract after award? What type of quality control plan will the contractor provide? How will the government perform quality assurance?

What tools will the PM and contractor use to monitor progress and identify if a divergence from plan occurs? Describe how the program's prime contract will be administered. Will the contract be administered by TSA Headquarters, a field office of TSA, an office that is resident in the contractor's facility, or by another government agency? Will parts of the contract be administered by TSA with other agencies or between other agencies? If so, what part will be delegated to other agencies?

Management Information Requirements

Discuss the management information system to be used by the Government to monitor the contractor's effort. Discuss the use of cost versus schedule and performance monitoring on cost type contracts. Discuss how the management information system will be used to predict adverse contract deviations in time to allow action to avoid or mitigate the impact of the adverse contract deviation.

Performance-based management systems allow for early identification of problems, potential corrective actions, and changes to the original goals needed to complete the project and necessary for agency portfolio analysis decisions. Discuss the use of performance-based management systems (earned value or similar system) to provide contractor and Government management visibility on the achievement of, or deviation from, contract goals.

Technical Data

Do the contract vehicle(s) include the appropriate data rights clauses? Discuss the plan for acquiring and managing the acquisition of technical data, with particular emphasis on technical data packages and technical manuals.

C6. Transition Planning

Discuss the potential need to transition work from one vendor to another and the approaches taken to include transition planning in the program.

Transition planning may involve: including transition planning requirements in solicitations and contracts; providing for a transition period, where current and follow-on contractors work together for a period; inviting follow-on contract personnel to participate in contract orientation; and, providing organizational information and data in advance of commencement of follow-on contract.

The Office of Property Management shall be consulted when there is significant contractor acquired property and government furnished property involved.

C7. Government Furnished Information and Property

Indicate any property including material, facilities, manuals, drawings, and test data to be furnished to contractors and discuss any associated considerations. Discuss the availability and schedule for delivery of government furnished information and property. The Chief Administration Officer (CAO) approval is required for space requirements and real estate.

Section D. Other Considerations

These cover an assortment of topics such as safety, environmental impact, privacy impact, and security as judged appropriate by the PM, given the acquisition environment. Through coordination with the appropriate stakeholders, discuss these considerations.

D1. Priorities, Allocations and Allotments

Generally this paragraph is not applicable. However, if your program is authorized under the Defense Production Act of 1950 as amended, and will be using a preferential or priority rating, identify the applicable information.

D2. Make or Buy/Lease or Buy

Discuss any consideration given to make or buy programs, or lease or buy programs.

D3. Environmental Considerations and Energy Conservation

Discuss all applicable environmental and energy conservation objectives associated with the acquisition. Discuss the applicability of an environmental assessment or environmental impact statement and the proposed resolution of environmental issues. Discuss environmentally-related requirements to be included in solicitations and contracts.

D4. Privacy Risks and Mitigation Measures

Summarize the procedures and policies in place to mitigate risk to individual privacy that govern programs or IT systems. Provide an overview of the privacy risks associated with the use of personal information or other identifiers and the types of mitigation measures chosen to address those risks.

D5. Security Considerations

Does the acquisition involve access to classified information? Will sensitive, operational, or critical infrastructure information be disclosed in this acquisition? If so, describe the type of operational or infrastructure information and/or identify the type of sensitive (non-classified) information, e.g., Sensitive Security Information (SSI), Protected Critical Infrastructure Information (PCII), For Official Use Only (FOUO), Sensitive But Unclassified (SBU), etc requiring protection.

For acquisitions dealing with classified matters, discuss how adequate security will be established, maintained, and monitored.

Explain the strategy for satisfying requirements related to physical security, operations security (OPSEC), contractor-unique security, all information and information technology (IT) security, as well as the security of systems data and personnel security. Do the appropriate points of contact regarding the various types of security concur with the strategy outlined in the AP?

D6. Other Issues

DHS CIO approval for all IT actions over \$2.5M

The Fiscal Year 2007 Homeland Security Appropriations Act (Public Law 109-295) and DHS MD 0007.1 require that any Information Technology (IT) acquisition of \$2.5 million and above be approved by the DHS CIO within the Office of the CIO (OCIO). The acquisition actions that require review include, but are not limited to contracts, task orders, delivery orders, Interagency Agreements (IAA), reimbursable agreements, modifications,

exercise of options, Military Interdepartmental Procurement Requests (MIPR), commodity purchases and any other contractual activity that includes an obligation of \$2.5M and above. This includes any IT element(s) of \$2.5M or above that may be contained within a “non-IT” acquisition. Coordinate this effort with a TSA OCIO account manager to accomplish this requirement, if applicable.

Operational and Technical Training Division (OTT)

Has the appropriate POC within OTT reviewed the AP and concurred with any requirements pertaining to operational or technical training?

Standardization

The AP shall also discuss steps being taken so that systems, items or services derived from future contractual actions are compatible with the systems, items or services currently being procured. Discuss efforts to ensure that systems, items or services are being procured to accepted industry standards or are compatible with accepted industry standards.

Open Systems

The use of open standards and designs using open standards are preferred. The AP shall discuss steps being taken to avoid proprietary standards and single vendor solutions.

Occupational Safety and Health Considerations

Describe the strategy to ensure that occupational safety or health is being managed. If there are no occupational safety, or health consideration issues, discuss how that determination was made.

Systems Safety Program

If applicable, discuss systems safety planning activities undertaken to ensure all systems, subsystems, and their interfaces operate effectively, without sustaining failures or jeopardizing the safety and health of operators, maintainers, and system mission.

Fair Labor Standards

Discuss the applicability of the Service Contract Act (41 USC §351 – 358), the Davis-Bacon Act (40 USC §276a – 267) and the strategy for meeting those requirements.

Disposal

Discuss plans for disposal of the systems, items or services acquired as part of this acquisition. If materials or devices could be hazardous when disposed, discuss special disposal methods. For all acquisition programs involving capital asset procurement, disposal planning shall be coordinated with the TSA Office of Property Management.

Section E. Participants in AP Developments

List the individuals who participated in preparing the AP, giving contact information for each. Include name, organization, telephone number, and e-mail address in the contact information for each. This list shall include, at least, the PM, the CO, and a budget officer

from the Chief Financial Officer’s Office of Budget and Performance. Below is a representative list of some of the offices who should collaborate in the preparation of the AP.

Example list of participants

Name	Organization	Contact Information
	Program Manager	
	Contracting Officer	
	APMSD	
	Small Business	
	COTR	
	OCFO	
	OCIO	
	OPT/IT Security	
	Physical Security	
	OCAO/Office of Property Management	
	OSHE	
	OTT	
	Privacy	
	Legal	

Section F. Milestones for the Acquisition Cycle and Planned Procurements

Include a milestone chart showing the major events of the program in chronological order. This chart should identify the Milestone Decision Points (MDPs) along with the applicable review and approval boards, such as the BMC and the IRB. An example chart is provided below.

As applicable, include the planned and completion dates for IRP-related milestones per DHS MD 1400 and the DHS Investment Management Handbook Addendum A. Some examples include MNS and APB approvals, design reviews, test events, deployment events.

Further, for the procurements identified in the AP, include the planned and completion dates for corresponding milestones. Some examples include AP approval; completion of Procurement Request (PR) package preparation, where applicable; and/or any required Determination and Findings Approval; Issuance of Synopsis; Issuance of Solicitation; Contract Award, and Exercise of Contract Option.

Milestone	Planned Date	Completion Date

TEMPLATE FOR STREAMLINED ACQUISITION PLAN

(Per TSA MD 300.8, if an investment is evaluated to be an Operating Capability Investment rather than Acquisition Program, then a Streamlined AP is recommended. This template is used to prepare a Streamlined AP for the Operating Capability Investment.)

Cover Page

STREAMLINED ACQUISITION PLAN

**For the
XXXXXX
PROGRAM**

HSTSXX-XXX

Prepared by:

**Xxxxx XXXXXX
Program Manager**

Date

Concurred by:

**Xxxxx XXXXXX
Contracting Officer**

Date

Endorsed by:

**Xxxxx XXXXXX
Assistant Administrator for XXX**

Date

Approved by:

**Xxxxx XXXXXX
TSA Chief Procurement Executive**

Date

THIS DOCUMENT CONTAINS ACQUISITION SENSITIVE INFORMATION.

This information has not been made available to the public or disclosed publicly. Criminal and civil penalties, and administrative remedies, may apply to conduct which violates the Procurement Integrity Act (41 U.S.C. 42).

1. BACKGROUND

- **Origination:** Briefly describe the operating area in which the current Operating Capability Investment is required.
- **Need:** Briefly describe the Operating Capability Investment needed. Describe the capability objectives in terms of specific outcomes or results.
- **Solution:** Briefly describe the solution that is being acquired to meet the need and satisfy the capability objectives. Describe the solution in terms of the system, items, or services to be provided.

2. BUSINESS AND MANAGEMENT ISSUES

- **Cost, Budget, and Funding:** Provide a life cycle cost and budget estimate for the effort, similar to the table provided in Section C1 of enclosure (1) of the AP Guide. Also, address any resulting funding shortfalls. Any issues relating to cost, budgeting and funding should be contained in this section.
- **Historical and Planned Contracts:** Using a format similar to the tables provided in Section C3 of enclosure (1) of the AP Guide, list all contracts awarded (including options) or planned (for award) throughout the investment's life cycle.
- **Contracting Considerations:** Discuss efforts to streamline the procurement (see list of techniques in Section C3 of enclosure (1) of the AP Guide). Discuss efforts to secure participation of small business, small disadvantaged business, and women-owned small business concerns as prime contractors. Discuss the methods that will be used to encourage, promote and sustain competition. If competition is not planned, give a brief summary of why competition is not in the best interest of the government. Discuss the type of contract that will be pursued for the solicitation and the source selection approach that will be undertaken to award the resulting contract.
- **Contract Administration:** Discuss how the Government will know it is receiving tangible results from the solution provider. Specifically, summarize how performance of the contract(s) will be measured and what oversight activities will be performed. For example, if there will be periodic management reviews with the solution provider(s), discuss how performance will be assessed at the reviews.

3. PARTICIPANTS

- List the individuals who participated in preparing the AP, giving contact information for each. Include name, organization, telephone number, and e-mail address in the contact information for each participant.

4. MILESTONES

- Provide a list of the key events required to execute the effort.

5. OTHER CONSIDERATIONS

- This section should be tailored to meet the specific circumstances of the effort. For example, if the effort will involve a significant testing effort, the various types of tests

should be explained. Further, if the effort requires a substantial logistical effort, the significant elements of the logistics plan should be addressed in this section.

- Summarize the status of any required reviews. For example, a DHS CIO approval for all IT actions over \$2.5M (see Section D6 of enclosure (1) of the AP Guide).

TEMPLATE FOR ADDENDUM TO AN ACQUISITION PLAN

Cover Page

**ADDENDUM
To the
ACQUISITION PLAN
For the
(*<Insert Name>*)
PROGRAM**

(Original AP Number)

Prepared by:

Xxxx Xxxxxx
Program Manager

Date

Concurred by:

Xxxx Xxxxxx
Contracting Officer

Date

Endorsed by:

Xxxx Xxxxxx
Assistant Administrator for *XXX*

Date

Approved by:

Xxxx Xxxxxx
TSA Chief Procurement Executive

Date

1. PURPOSE:

Briefly describe why a change to the program acquisition plan is needed.

2. BACKGROUND:

Discuss what event or urgent need made this change necessary. What are the driver's behind the change i.e. Congressional or DHS direction, dates to be met, airports to be targeted, or threats that have arisen. Discuss who authorized or directed the effort e.g. TSA Administrator or Assistant Administrator.

3. LINKAGE TO THE AP:

If the planned effort involves a change to an ongoing or planned contract, identify the contract and section of the existing AP that will change. If a contract effort is to be stopped to perform the change, discuss the termination and any ramifications from that. If the change involves a totally new effort, discuss the scope of the new effort.

4. PROPOSED CONTRACT EFFORT:

Discuss the proposed contract effort in detail. Quantities required? Likely sources? Identify if this is a competitive contract or sole source. What is the period of performance for the contract? Identify the source of funding for the contract.

5. OTHER CONSIDERATIONS:

Discuss plans for logistics support of any accelerated capability. Discuss plans for testing to validate the accelerated capability is suitable for use. Discuss provisions being made for training to use the new capability. Discuss any long term issues such as the need for upgrades to urgently deployed capability.

ACQUISITION PLAN DEVELOPMENT, REVIEW, AND APPROVAL PROCESS

