

## GLOSSARY

### Section I. Acronyms

A-E - Architect and engineer

ADP - Automated Data Processing

AMSCO - Army Management Structure Code

AR - Army Regulation

ASA(CW) - Assistant Secretary of the Army (Civil Works)

ASA(I&L) - Assistant Secretary of the Army (Installation and Logistics)

AUTOVON - Automatic Voice Network

AV - Audiovisual

BMM - Borrowed Military Manpower

CAS - Commercial Activities System

CCF - Cost Comparison Form (either ENG Form 4843A-R or ENG Form 4843B-R)

CCH - Cost Comparison Handbook (Part IV of the Supplement to OMB Circular No. A-76--Revised)

CERL - US Army Construction Engineering Research Laboratory

COA - Comptroller of the Army

COCO - Contractor-owned, contractor-operated

COEMIS - Corps of Engineers Management Information System

CPAS - Commercial Activities Proposed Action Summary

CSN - CA Study Number

CW - Civil Works

DA - Department of the Army

DOD - Department of Defense

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DOL - Department of Labor  
DRIS - Defense Regional Interservice Support  
EIFS - Economic Impact Forecast System  
ENL - Enlisted (military personnel)  
ER - Efficiency Review  
FAR - Federal Acquisition Regulation  
FOA - Field Operating Activity  
FOIA - Freedom of Information Act  
FOUO - For Official Use Only  
FPM - Federal Personnel Manual  
FTE - Full-time Equivalent  
FTP - Full-time Permanent  
FTS - Federal Telecommunications System  
FWS - Federal Wage System (civilian personnel)  
FY - Fiscal Year  
GAO - General Accounting Office  
GFA - General Functional Area (code)  
GFE - Government-furnished Equipment  
GM - General Manager (civilian personnel)  
GOCO - Government-owned, contractor-operated  
GOGO - Government-owned, Government-operated  
GS - General Schedule (civilian personnel)  
GSA - General Services Administration  
HQDA - Headquarters, Department of the Army

HQUSACE - Headquarters, US Army Corps of Engineers  
JIRSG - Joint Interservice Resource Study Group  
MACOM - Major Army Command  
MCA - Military Construction, Army  
MEO - Most Efficient Organization  
MMCA - Minor Military Construction, Army  
MTOE - Modification Table of Organization and Equipment  
OFF - Officer (military personnel)  
OFPP - Office of Federal Procurement Policy (OMB)  
OMB - Office of Management and Budget  
OPM - Office of Personnel Management  
PCIP - Productivity Capital Investment Program  
PCS - Permanent Change of Station  
PDIP - Program Development Increment Package  
PE - Program Element (code)  
POC - Point of Contact  
PRIP - Plant Replacement and Improvement Program  
PTP - Part-time Permanent  
PWS - Performance Work Statement  
QA - Quality Assurance  
QAE - Quality Assurance Evaluation/Evaluator  
QRIP - Quick Return on Investment Program  
R&D - Research and Development  
RIF - Reduction-in-force  
RPMA - Real Property Maintenance Activity

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SADBU - Small and Disadvantaged Business Utilization

SBA - Small Business Administration

SLUC - Standard Level Users Charge

TDA - Table of Distribution and Allowances

TOE - Table of Organization and Equipment

TPT - Temporary Part-time

UIC - Unit Identification Code

USAAA - US Army Audit Agency

VE - Value Engineering

WAE - When Actually Employed

WB - Wage Board (civilian personnel)

WG - Wage Grade (civilian personnel)

WO - Warrant Officer (military personnel)

## Section II. Definition of Terms

Affected Positions: The number of positions expected to be authorized in the commercial activity at the time of initial decision. If the decision in the study is to convert to contract, these positions may be redistributed to other functions.

Announced Authorized/Approved Positions: The number of military and civilian positions authorized on a TDA or other manpower manning document governing the activities and functions to be studied. These positions are identified in the CPAS. This figure is an estimate of the number of spaces performing functions that are potentially contractible that will be included in the PWS for solicitation. This term does not include positions that are, at the time of CPAS preparation, identified as Governmental"; required to be retained to preserve the enlisted overseas rotation base; exempted or potentially exempt from CA study for other noncost reasons; noncontractible for statutory or regulatory reasons; or otherwise believed to be noncontractible. Potential spaces for contract administration are not subtracted from spaces

to be studied. The announced authorized/approved positions are fixed upon announcement to Congress/HQUSACE approval; they do not change as the study progresses. They are the baseline for the audit trail leading to the "Total at Final Decision" to be entered on ENG Form 4842-R. The announced authorized/approved spaces are used for programing by HQUSACE and HQDA and to measure program progress by OSD.

Augmentation Contract: A contract that augments or supplements an in-house work force when the in-house capacity is insufficient to perform the total function. Augmentation contracts are normally for a specific project with a finite lifespan or are for continuing services with an annual value of \$400,000 or less.

Capital Investment: The acquisition cost of Government-owned property less accumulated depreciation. Initial investment cost must exceed \$1,000.

Civil Works-funded Function: Those USACE functions that are staffed and funded with civil works appropriations.

Commercial Activity: An activity providing a product or service that can be obtained from a private contractor performing a service, under contract, for the Government. An activity must be separable from other activities for performance by a contractor or an in-house work force. CAs provide regularly needed goods and services, are not related to support of a specific project, and have a total lifespan of two years or more. They are not one-time activities. An activity is the organization (including personnel, facilities, equipment, and contracts) performing commercial functions. A representative but not all-inclusive list of such products and services is provided at Appendix C.

Commercial Activity Study: The entire process that determines if it is more economical to acquire required products or services from a private commercial source or from an in-house work force.

Commercial Source: A business or other non-Federal activity located in the United States, its territories and possessions which provides a commercial product or service.

Compelling Reason: A reason dictating that an activity can only be performed in one way; for example, the need to retain the military rotation base may compel the in-house performance of an activity.

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Conditioned Award Contract: A contract award made upon the initial decision in a CA study involving a negotiated acquisition. Contractor performance of the contract is conditioned on the final decision of conversion to contract after resolution of appeals and protests.

Continuing Requirement: Work required to be done with a time span exceeding two years. See "Commercial Activity."

Contract Administration Authorized: The number of additional military or civilian positions allocated for contract administration (including contracting officer's representative(s) and QA evaluator(s) in the Government's in-house cost estimate. This number is established as explained in Chapter 3, or by HQUSACE staff proponent approval of additional staffing in advance of the cost comparison. This number does not include positions that were "washed" in the cost comparison because they are required for both in-house and contract performance.

Contract Administration Cost: The cost incurred by the Government to ensure that a contract is faithfully performed by both the Government and the contractor. All identifiable direct costs for quality assurance evaluation, contract administration, processing payments, and negotiating change orders are included in this cost.

Contractor-owned, contractor-operated: Applies to a manufacturing facility owned and operated by a private contractor performing a service, under contract, for the Government. Alternatively, an activity operated by contractor personnel in a contractor-owned facility.

Conversion: A change in the method of performance of an activity from in-house to contract.

Cost Comparison: The process that compares the cost of contract performance to the Government's estimate of in-house costs. This step is done immediately after bid opening.

Cost Effective: A term used to compare actual costs of what an activity or group of people actually accomplish in relation to an assigned mission.

Cost Engineers: A group of engineers in FOA Engineering Divisions who specialize in the development of methodology for cost estimates as well as the actual preparation of estimates for labor, materials, equipment, and different methods of construction for both the military and civil works funded programs.

Critical Waterway Segment: One with locks that are part of a larger major system of regional or national significance, such that the breakdown of any lock within the segment could significantly disrupt the entire system and have regional impact. Generally, as of March 1987, locks on critical waterway segments have commerce volumes that equal or exceed 1.6 million tons per year.

Current Authorized: The number of military and civilian positions authorized on a TDA or other manpower manning document in the activities and functions to be studied as of the quarterly updates of ongoing studies or at study completion submitted to OMB, HQDA and HQUSACE. The current authorized number varies as changes are made in the identification of positions as contractible or noncontractible, and as authorizations change during the course of a CA study.

Direct Conversion: Conversion to contract without a CA study of a commercial activity.

Displaced Employee: Any employee, including a temporary employee, adversely affected by conversion to contract. Adverse effects include such actions as job elimination, grade reduction, or reassignment to another position. Displaced employees include those directly affected by conversion of their jobs to contract and those affected by "bumping" or "retreat" rights related to a reduction-in-force from the conversion.

DOD-funded Function: Refers to USACE functions funded with DOD appropriations. Used synonymously with "military-funded function."

DOD-Civil Works Funded Function: Refers to those USACE functions that are funded by both DOD and civil works appropriations. An employee in these activities may be paid from either DOD or civil works appropriations. Used synonymously with "mixed funded" and "military-civil works funded function."

Economic Effects Analysis: An analysis of the economic impact of a conversion to contract affecting 75 or more Government employees (military or civilian).

Efficiency Review: The systematic analytical review of an operation, process, procedure, program, system, organization, function, task, facility, or equipment for the specific purpose of improvement. Improvement results in reductions of resources or increased production with no change in resources or a combination of both. Whole activities excluded, excepted, or exempted from CA cost comparison study are subject to study under the ER Program.

Exception: The removal of a commercial activity from CA Program requirements to conduct a cost comparison on the activity. Only the Commander or Deputy Commander, USACE, or the Chief Counsel can determine that an activity is excepted from the CA Program. Rationales are that the activity is outside the United States, its territories and possessions; it furnishes products or services which must be obtained from mandatory sources; the services it provides must be obtained by treaty or international agreement; it involves acquiring products or services which by law must be obtained in a certain way which cannot be reconciled with A-76 procedures; it is engaged in performing research and development; it is not separable from other excepted, excluded or exempted activities; it is not a regular or recurring effort of at least two years in duration, or is related to support of a specific project; it requires expert and consulting services which are governed by other regulations. Excepted activities must be reviewed every five years to determine if the rationale for the original decision is still valid.

Exclusion: The removal of an activity or certain positions associated with a CA from CA Program requirements to conduct a cost comparison study of that activity. Activity-wide exclusions are approved by the Commander or Deputy Commander, USACE, on the basis that the activities are Governmental and must be performed in-house by Government employees. Excluded activities must be reviewed every five years to determine if the rationale for the original decision is still valid.

Exemption: The exemption of an in-house commercial activity from CA cost comparison study by ASA (CW) and/or ASA (I&L). Exemptions are based on compelling reasons other than relative cost. Exempted activities remain in the CA inventory and are reviewed every five years.

Expansion: The modernization, replacement, upgrading, or enlargement of a commercial activity involving a cost increase exceeding either 30 percent of the annual personnel and material costs, or 30 percent of the total capital investment. A consolidation of two or more CAs is not an "expansion" unless either the proposed total capital investment or personnel and material costs of the consolidation exceeds the total cost of the individual activities by 30 percent or more. (See paragraph 3-11.)

Final Decision: The decision made in a CA study after the resolution of appeals, conduct of preaward surveys, and resolution of GAO protests. If no valid bids or offers are received on which to make a cost comparison, the final determination is actually made when it is decided that a solicitation will not be reissued. The date of the final decision, however, is the date HQUSACE gives the authority to proceed or cancel the solicitation.

Full-time Equivalent: See "Workyear."

Government Estimate or Government Fair Cost Estimate: The estimate which is prepared to evaluate bids or to use as a guide in the conduct of negotiations. This is a commonly used procurement term, not to be confused with "Government's in-house cost estimate."

Government Function: A function that must be performed by Government employees because it involves uniquely Governmental responsibilities. The term refers to an entire activity or only part of one, usually individual positions associated with a CA. Such functions require the exercise of discretionary authority to set or change regulatory policies and procedures, as in directing the national defense, conduct of foreign relations, regulating industry and natural resources, and obligating public funds.

Government's In-house Cost Estimate: The Government's bid used in the A-76 cost comparison. Not to be confused with "Government Estimate."

Government-owned, contractor-operated: An activity operated by contractor personnel in a Government-owned facility.

In-house Performance: The performance of functions by Government employees, including military, civilian, and nonappropriated fund employees. (Government employees administering a contract or monitoring contractor operation of an activity do not constitute in-house performance.)

Initial Decision: The decision made at the time of bid opening or initial preparation of a cost comparison. The initial decision may be affected by actions such as public review of the CA study, determinations of contractor responsibility, and appeals board decisions. The initial decision cannot be the basis for irrevocable actions.

Interested Party: Employees of the activity under study, unions and other employee organizations representating the affected Federal employees, and bidders or offerors responding to the solicitation.

Inventory: An annual listing of all in-house and contracted commercial activities governed by this regulation, including expansions, new requirements, and those that have been exempted from CA study. Inventories shall be made available to other agencies and the public upon request.

Major Maintenance: Includes both scheduled and unscheduled maintenance of components, involving such activities as: rewinding generator stators and rotors; major welding repairs or rehabilitation jobs on turbines, shafts and bearings; painting water intake gates and switchyard equipment; major equipment installation and replacement jobs; and transformer untanking and repairs.

Manyear: See "workyear."

Military-Civil Works funded Function: See "DOD-Civil Works funded Function."

Military Funded Function: See "DOD-funded Function."

Most Efficient Organization: The organization resulting from the completion of the management study portion of the cost comparison study. It is certified by the FOA Commander as the most efficient use of available resources to accomplish the workload described in the performance work statement.

Most Efficient Organization Authorized: The number of civilian positions documented in the TDA or other staffing document of the MEO established by the management study and used as a basis for the Government's in-house cost estimate. The reported MEO authorized should include all adjustments made by appeals boards.

New Requirement: A need to perform a CA not currently performed by the FOA, either in-house or by contract. (See paragraph 3-11.)

Option: A right to be exercised by the Government to extend the term of a contract for a specified period of time.

Period of Performance: Normally an FY but may also be a prorated portion of the year, especially at the beginning or end of a five-year period after a decision has been made in a CA study. This term is used in the preparation of the in-house estimate to compare with private bids/offers.

Private Commercial Source: A private business, university, or other non-Federal activity that provides a commercial product or service required by Government agencies. It must be located in the United States or its territories and possessions.

Rebuttal: Comments filed during the rebuttal period.

Routine Maintenance: The systematic inspection (including testing), lubrication, and day-to-day maintenance and repair of equipment.

Separability/Severability: See "Commercial Activity."

Thrift Plan (Bidder's): Any plan, in accordance with Internal Revenue Service Tax Code, Section 401, which is in addition to a standard retirement/pension plan. The portion that the bidder contributes may be deducted from his bid. These costs must only be for the estimated labor hours and labor dollars that would be allocable to the services contemplated by the solicitation if the bidder wins the bid; they may not be the entire thrift plan costs.

Transfer: Where all the contractible work in a function is currently performed by contract and this same work is proposed for change to in-house performance.

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Unscheduled Maintenance: Responding to equipment outages resulting from actual equipment failure or detection of symptoms indicating the potential for failure.

Wash Cost: A term used to refer to common costs, that is, costs that will exist regardless of method of performance (whether the function remains in-house or is converted to contract performance). These costs are not included in the cost comparison.

Workyear: Refers to 2087 hours of paid time. This replaces the previously used term Full-time Equivalent (FTE) for cost comparison studies. It applies to both DOD and civil works-funded personnel, and is used synonymously with "manyear."