# PREPARING PROPOSALS

August 18, 2009





## **DEFENSE CONTRACT AUDIT AGENCY**

## **TOPICS**

- Vital Elements of A Proposal
- Common Proposal Deficiencies
- Proposal Examples, including
  - **❖** G&A Rate Calculation
  - Overhead Rate Calculation
  - Unallowable Costs
- Preparing for An Audit



## **ELEMENTS OF A PROPOSAL**

- Summary of Total Cost by Element
- Consolidated Priced Bill of Materials
  - Types, Quantities, Cost
  - FAR 15.408, Table 15-2 II.A.
- Breakdown of Labor (FAR 15.408, Table 15-2 II.B.)
  - Hours
  - Rates, and Costs by Appropriate Category



### VITAL ELEMENTS OF A PROPOSAL

- Details Supporting Indirect Rates:
  - **✓** How Indirect Rates Are Computed
  - **✓** How Indirect Rates Are Applied,
  - ✓ Cost Breakdowns, Trends, and Budgetary Data (FAR 15.408, Table 15-2 II.C.)
- •Identification of All Other Costs by Category and Basis for Pricing (FAR 15.408, Table 15-2 II.C.)
- •Rationale for Proposed Profit



## **COMMON DEFICIENCIES**

- Lack of A Consolidated Bill of Materials
- Lack of Data to Evaluate Indirect Rates
- •Failure to:
  - ✓ Conform to the Specifications-Buying Activity
  - **✓ Identify Places or Periods of Performance**
  - ✓ Disclose Basis for Pricing Other Direct Costs (ODC)



## **COMMON DEFICIENCIES**

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## •Failure to:

- ✓ Provide the Basis for Proposed Material, Labor and Indirect Costs
- ✓ Comply with the Requirements Set Forth in FAR 15. 408, Table 15-2



### Proposal Submitted in Response to RFP DAAH01-09-R-0001

<b>Element of Cost</b>	Amount	Reference
Engineering Labor	\$452,151	Schedule 1
Manufacturing Labor	26,412	Schedule 1
Direct Labor Overhead @ 56.7%	271,345	Schedule 2
Material	113,175	Schedule 3
Material Handling Overhead @ 5.0%	<u>5,659</u>	Schedule 4
Subtotal	\$868,742	
G&A @ 8.0%	<u>69,499</u>	Schedule 5
Estimated Cost	\$938,241	
Profit @ 10.0%	<u>93,824</u> *	
<b>Total Price</b>	$$1,0\overline{32,065}$	
	=======	

<sup>\*</sup>Contractors can negotiate profit with the contracting officer. Typically, contracting officers use criteria in FAR 15.404-4 for establishing a profit objective. DoD contracting officers may use the weighted guidelines policy described in DFARS 215.404-4.



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### **Schedule 1**

Engineering I	Labo	or (	Cost
---------------	------	------	------

<b>Labor Category</b>	2009	2010	2011	<b>Total</b>
Program Manager	\$23,174	\$27,079	\$18,967	\$69,220
Senior Engineer	31,668	24,939	20,370	76,977
Junior Engineer	39,816	34,845	21,951	96,612
Engineering Aide	26,100	8,377	800	35,277
Technical Writer -	-	15,876	15,876	
Metallurgist	35,815	23,748	14,546	74,109
Draftsman	41,690	29,850	12,540	84,080
Total D/L – Eng	\$198,263	\$148,838	\$105,050	\$452,151
	(Sched 1A)	(Sched 1B)	(Sched 1C)	

### Manufacturing Labor Cost

<b>Labor Category</b>	2009	2010	2011	<u>Total</u>
Fabrication	\$4,340	\$6,834	\$7,176	\$18,350
Assembly		1,942	6,120	8,062
Total D/L – Mfg	<b>\$4,340</b> (Sched 1A)	<b>\$8,776</b> (Sched 1B)	\$13,296 (Sched 1C)	\$26,412
Total Direct Labor	\$202,603	\$157,614	\$118,340	\$478,563

Proposal Submitted in Response to RFP DAAH01-09-R-0001

**Schedule 1A** 

#### 2009 Engineering Labor Cost

<b>Labor Category</b>	Rate/Hr	<b>Hours</b>	<u>Total</u> .
Program Manager	\$33.93	683	\$23,174
Senior Engineer	26.39	1,200	31,668
Junior Engineer	22.12	1,800	39,816
Engineering Aide	14.50	1,800	26,100
Technical Writer	16.00	-	-
Metallurgist	18.85	1,900	35,815
Draftsman	18.95	<u>2,200</u>	41,690
Total D/L – Eng		9,583	\$198,263

#### 2009 Manufacturing Labor Cost

<b>Labor Category</b>	Rate/Hr	<u>Hours</u>	Total .
Fabrication	\$10.85	400	\$4,340
Assembly	9.25	<u> </u>	<u> </u>
Total D/Labor - Mfg		400	\$4,340
Total Direct Labor			\$202,603
			=====

All hours proposed are based on historical costs, reference contract DAAH01-04-C-0001, account 9271.

The supporting data showing the historical hours and the development of the proposed hours are in file "DAAH01-09-R-0001, Hours" and is available immediately upon request.

The direct labor rates are based on actual average rates as of 31 October 2008. The supporting data and rate calculation 10 are located in file "DAAH01-09-R-0001, Direct Labor Rates" and is available immediately upon request.



Proposal Submitted in Response to RFP DAAH01-09-R-0001

Schedule 1B

#### **2010 Engineering Labor Cost**

<b>Labor Category</b>	Rate/Hr	<b>Hours</b>	Total.
Program Manager	\$35.63	760	\$27,079
Senior Engineer	27.71	900	24,939
Junior Engineer	23.23	1,500	34,845
Engineering Aide	15.23	550	8,377
Technical Writer	16.80	-	-
Metallurgist	19.79	1,200	23,748
Draftsman	19.90	<u>1,500</u>	29,850
Total D/L – Eng		6,410	\$148,838

#### 2010 Manufacturing Labor Cost

<b>Labor Category</b>	Rate/Hr	<b>Hours</b>	<u>Total</u> .
Fabrication	\$11.39	600	\$6,834
Assembly	9.71	<u>200</u>	1,942
Total D/Labor - Mfg		800	\$8,776
Total Direct Labor			\$157,614
			=====

All hours proposed are based on historical costs, reference contract DAAH01-04-C-0001, account 9271.

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The direct labor rates are based on actual average rates as of 31 October 2008 and escalated 5 percent each year. The supporting data and rate calculation are located in file "DAAH01-09-R-0001, Direct Labor Rates" and is available immediately upon request.



Proposal Submitted in Response to RFP DAAH01-09-R-0001

Schedule 1C

### **2011 Engineering Labor Cost**

<b>Labor Category</b>	Rate/Hr	<b>Hours</b>	Total .
Program Manager	\$37.41	507	\$18,967
Senior Engineer	29.10	700	20,370
Junior Engineer	24.39	900	21,951
Engineering Aide	15.99	50	800
Technical Writer	17.64	900	15,876
Metallurgist	20.78	700	14,546
Draftsman	20.90	600	12,540
Total D/L – Eng		4,357	\$105,050

#### **2011 Manufacturing Labor Cost**

	<u>=</u>			
<b>Labor Category</b>	Rate/Hr	<b>Hours</b>		Total .
Fabrication	\$11.96	600		\$7,176
Assembly	10.20	600		6,120
Total D/Labor – Mfg	1,2	200	\$13,296	
Total Direct Labor				\$118,346

All hours proposed are based on historical costs, reference contract DAAH01-04-C-0001, account 9271.

The supporting data showing the historical hours and the development of the proposed hours are in file "DAAH01-09-R-0001, Hours" and is available immediately upon request.

The direct labor rates are based on actual average rates as of 31 October 2008 and escalated 5 percent each year. The supporting data and rate calculation are located in file "DAAH01-09-R-0001, Direct Labor Rates" and is available immediately upon request.



### Proposal Submitted in Response to RFP DAAH01-09-R-0001

<b>Element of Cost</b>	Amount	Reference
Engineering Labor	\$452,151	Schedule 1
Manufacturing Labor	26,412	Schedule 1
Direct Labor Overhead @ 56.7%	271,345	Schedule 2
Material	113,175	Schedule 3
Material Handling Overhead @ 5.0%	<u>5,659</u>	Schedule 4
Subtotal	\$868,742	
G&A @ 8.0%	69,499	Schedule 5
Estimated Cost	\$938,241	
Profit @ 10.0%	<u>93,824</u> *	
<b>Total Price</b>	\$1,032,065	
	=======	

<sup>\*</sup>Contractors can negotiate profit with the contracting officer. Typically, contracting officers use criteria in FAR 15.404-4 for establishing a profit objective. DoD contracting officers may use the weighted guidelines policy described in DFARS 13 215.404-4.



# Proposal Submitted in Response to RFP DAAH01-09-R-0001

### Schedule 2

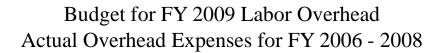
<b>Cost Element</b>	2002	2003	2004	Total .
D/L – Engineering	\$198,263	\$148,838	\$105,050	\$452,151
D/L – Manufacturing	4,340	<u>8,776</u>	<u>13,296</u>	26,412
Total Direct Labor	\$202,603	\$157,614	\$118,340	\$478,563
	(Sched 1A)	(Sched 1B)	(Sched 1C)	
D/L Overhead Rate (Schedule 2A)	56.7%	56.7%	56.7%	56.7%
Direct Labor O/H	\$114,876 =====	\$89,367 =====	\$67,102 =====	\$271,345 =====

### **Schedule 2A**

Budget for FY 2009 Labor Overhead Actual Overhead Expenses for FY 2006 - 2008

(Note 2)	Budget	_Actua	<b>Actual Expenses (Note 1)</b>	
Overhead Expenses	2002	2001	2000	<u> 1999</u>
Indirect Payroll	\$260,000	255,120	280,450	225,320
Payroll Taxes	228,000	223,615	245,538	197,308
Vacation	120,000	117,692	129,231	130,846
Holiday	110,000	107,885	118,462	95,192
Sick Leave	50,000	49,038	47,832	43,269
Pensions	171,000	167,712	184,154	147,981
Employee Morale	5,000	4,530	5,960	4,210
Entertainment	50,000	45,820	57,352	39,820
Office Equipment	7,000	3,251	4,525	6,320
Depreciation	5,000	5,125	5,075	4,925
Subscriptions	1,500	1,485	1,450	1,475
Travel	22,000	25,352	18,085	21,025
Miscellaneous	2,000	2,421	2,310	1,824
Stationery	6,000	5,421	7,921	5,105
Reproduction	17,000	16,891	18,451	14,555
Maintenance	5,000	4,871	5,431	4,322
Rent	202,000	200,000	200,000	196,000
Telephone	11,000	10,545	11,752	9,850
Insurance	102,000	<u>98,500</u>	96,000	92,000
Total Pool	\$1,374,500	\$1,1345,274	\$1,439,979	\$1,214,347
Less Unallowable Costs				
Entertainment	50,000	45,820	57,352	39,820
Net Allowable Expenses	\$1,324,500	\$1,299,454	\$1,382,627	\$1,174,527





(Note 2)	Budget	<b>Actual Expenses (Note 1)</b>			
<b>Overhead Expenses</b>	2009	2008	2007	2006	
<b>Net Allowable Expenses</b>	\$1,324,500	\$1,299,454	\$1,382,627	\$1,174,527	
Allocation Base					
Direct Labor	<b>\$2,336,000</b>	\$2,221,289	<b>\$ 2,613,662</b>	<b>\$2,147,216</b>	
	(Note 3)				
Rate	56.7%	58.5%	52.9%	<b>54.7%</b>	
	======	======	======	======	
	(Note 4)				

#### **Explanatory Notes**

- (1) Provide the prior three years' actual overhead expense and allocation base in the same format as the budget for 2009. For the year 2008, actuals to date are provided.
- (2) The projected overhead expenses are based on the company's operating budget for 2009. The operating budget supporting data is located in file "DAAH01-09-R-0001, Overhead Operating Budget" and is immediately available upon request.
- (3) Includes Bid and Proposal Labor of \$5,000
- (4) The same rate is estimated for fiscal years 2010 and 2011. We anticipate minimal inflation and a stable business base. The data and analysis supporting this assertion is located in file "DAAH01-09-R-0001, Overhead Forecast" and is immediately available upon request.



### Proposal Submitted in Response to RFP DAAH01-09-R-0001

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Total Price	\$1,032,065	
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Schedule 3

### Shock Absorber Bill of Material

( <b>Note 3</b> )				
<b>Support</b>	Qty	<b>Unit Price</b>	<b>Total</b>	<b>Notes</b>
Sheet Metal	1,600 sq. yd	\$25.00	\$40,000	<b>(1)</b>
Casings	750 pcs.	8.50	6,375	<b>(2)</b>
Plastic	7,500 pcs.	5.75	43,125	<b>(1)</b>
Springs	1,700 pcs.	4.00	6,800	<b>(2)</b>
Bolts	7,500 pcs.	2.25	16,875	<b>(2)</b>
Total Materia	l		\$113,175	
			======	

#### **Explanatory Notes**

- (1) These prices are supported by multiple vendor quotes. The proposed prices are those provided by the low bidder who was the ACME Corporation in their quotation dated October 21, 2008. The quotations are included in file "DAAH01-09-R-0001, Vendor Quotations" that are available immediately upon request.
- (2) These prices are supported by the Halloween edition of the Springs R Us Catalog. This catalog is available for audit in the pricing office.
- (3) The proposed quantities are from the engineering drawings for the shock absorber. This drawing is located in file "DAAH01-09-R-0001, Engineering Drawing" and is immediately available upon request.



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Profit @ 10.0%	<u>93,824</u> *	
Total Price	\$1,032,065	
	=======	

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# Proposal Submitted in Response to RFP DAAH01-09-R-0001

		Schedule 5
Engineering Labor	\$452,151	Schedule 1
Manufacturing Labor	26,412	Schedule 1
Direct Labor Overhead @ 56.7%	271,345	Schedule 2
Material	113,175	Schedule 3
Material Handling Overhead @ 5.0%	<u>5,659</u>	Schedule 4
<b>Total Cost Input</b>	\$868,742	
G&A Rate	8.0%	Schedule 5A
G&A	<b>\$69,499</b>	
	=======	

### **Schedule 5A**

### Budget for FY 2009 G&A Actual G&A Expenses for FY 2006 – 2008

(Note 2)		Less	<b>Net Allow</b>	<b>Actual</b>	<b>Actual Expenses (Note 1)</b>	
2009 Projected G&A	A Expenses	<b>Unallow</b>	<b>Expenses</b>	<u>2008</u>	<b>2007</b>	<u>2006</u>
Payroll Taxes	\$16,000		\$16,000	15,764	15,768	14,468
Officers' Salaries	165,000		165,000	155,000	152,000	142,000
<b>Indirect Salaries</b>	21,000		21,000	20,152	23,201	18,752
Interest	14,000	\$14,000	-	12,351	15,321	11,057
Vacation	11,000		11,000	10,509	10,512	9,645
Holiday	9,000		9,000	8,758	8,760	8,037
Sick Leave	5,000		5,000	4,532	5,103	4,102
Contributions	8,000	8,000	-	8,500	7,000	6,500
Pensions	12,000		12,000	10,509	10,512	9,645
Office Equipment	1,000		1,000	952	1,125	856
Depreciation	2,500		2,500	2,490	2,750	2,360
Travel	10,000		10,000	9,580	9,830	8,520
Miscellaneous	2,000		2,000	1,890	2,130	1,725
Legal Fees	7,000		7,000	6,520	6,850	6,320
Accounting Fees	7,000		7,000	6,950	6,250	5,852
Computer	17,500		17,500	18,235	16,520	14,265
Rent	15,000		15,000	15,000	12,500	12,500
Advertising	8,500	8,500	-	9,000	9,800	7,500
Telephone	3,000		3,000	2,980	2,750	2,598
Insurance	<u>7,000</u>		7,000	6,500	5,800	4,700
Total Pool	\$341,500	\$30,500	\$311,000	\$296,321	\$292,361	\$266,345
B&P (Note 3)	8,500		8,500	<u>7,900</u>	8,925	8,654
Total G&A and B&P	\$350,000	\$30,500	\$319,500	\$304,221	\$301,296	\$274,999

Schedule 5A

### Budget for FY 2009 G&A Actual G&A Expenses for FY 2006 – 2008

1	(Note 2&	3)	Less	<b>Net Allow</b>	Actual E	Expenses (No	ote 1)
2009 Projecto	ed G&A E	Expenses	<b>Unallow</b>	<b>Expenses</b>	<u>2008</u>	<u> 2007</u>	<u>2006</u>
Total G&A and	B&P	\$350,000	\$30,500	\$319,500	\$304,221	\$301,286	\$274,999
Allocation Base							
Labor				\$2,331,000	\$2,216,789	\$2,608,162	\$2,141,816
Overhead	(Note 4)			1,371,665	1,342,642	1,437,070	1,211,393
Other Direct Co	sts			29,000	28,523	27,854	22,525
Materials				250,000	225,700	317,450	185,000
Material Overhe	ead			12,500	11,700	14,920	9,270
<b>Total Base</b>				<b>\$3,994,165</b>	_\$3,825,354	\$4,405,456	\$3,570,004
G&A Rate	(Note 5)			8.0%	8.0%	6.8%	7.7%
				=====	=====	=====	=====

#### **Explanatory Notes**

- (1) Provide the prior three years' actual G&A expenses and the allocation base in the same format as the 2009 budget. For the year 2008, actuals are provided to date.
- (2) The projected G&A expenses are based on the company's operating budget for 2002. The operating budget supporting data is located in file "DAAH01-09-R-0001, G&A Operating Budget" and is available immediately upon request.
- (3) Includes \$665 B&P Travel (\$5,000 + \$2,835 + \$665).
- (4) Total Pool, **including** unallowables, **excluding** \$2,835 allocated to B&P Labor (\$5,000 x .567) [\$1,374,500 -- \$2,835].
- (5) The same rate is estimated for fiscal years 2010 and 2011. We anticipate minimal inflation and a stable business base. The data and analysis supporting this assertion is included in file "DAAH01-02-R-0001, G&A" and is available immediately upon request.



## PREPARING FOR AN AUDIT

 Personnel Familiar Readily Available

An Adequate Accounting System

Detailed Schedules Used Available



## PREPARING FOR AN AUDIT

- Data Related to the Proposed Costs (Supporting Documentation) Readily Available
- Provide the Proposal and Supporting Data in Electronic Format
- Financial Statements of the Company



## **DEFENSE CONTRACT AUDIT AGENCY**

## **SUMMARY**

- Vital Elements of A Proposal
- Common Deficiencies
- Proposal Examples
- Preparation for An Audit



## **DCAA** Website

http://www.dcaa.mil/

At website go to "Publications" and click on "Information for Contractors".

Navigate to Chapter 3 for guidance on Pricing Proposals.



## **DEFENSE CONTRACT AUDIT AGENCY**

## QUESTIONS?????