Air Force Test Center

War-Winning Capabilities ... On Time, On Cost

AFTC/PZ
Acquisition Support
Overview

Michele D. Cameron
Chief, Enterprise Acquisition Branch
Directorate of Contracting (AFTC/PZIE)
Edwards AFB, CA
661-277-8436
AFTC/PZ Acquisition Support

Agenda:
- Organizational Structure and Points of Contact
- Regulatory Guidance
- Key Points for Requiring Activities
  - Requirements Development
  - Acquisition Planning
  - Technical Evaluation
  - Post Award Performance Management
- Contracting Process
AFTC/PZ Acquisition Support

This training provides just an overview of Contracting basics but is not a substitute for obtaining guidance from a Contracting Officer!

Unusual purchase?
Confused?
Don’t know what to do?
Need a template?

Call Contracting First!
AFTC/PZ Acquisition Support

Directorate of Contracting

Staff Functions

- AFTC/PZ Acquisition Support
- Lab Contracting Support Division (PZR)
  - Chief: Katy Day-Davis
- Clearance Program Support Division (PZC)
  - Chief: Cathi Cleveland
- Resource Management Division (PKX)
  - Chief: Julie Kelleher

Execution

- Test Range, Specialized And Direct Delegation Contracting Division (PZZ)
  - Chief: Ty Okuhara
- Lab Contracting Support Division (PZR)
  - Chief: Katy Day-Davis
- Installation Contracting Division (PZI)
  - Chief: Pat Hunka

- Enterprise Contracting Branch (PZIE)
  - Chief: Michele Cameron
- Operational Contracting Branch (PZIO)
  - Chief: Bobbi Newkirk

* Dual Hatted
AFTC/PZ Acquisition Support

Contracting Buying Office POCs

Test Range, Specialized and Direct Delegation Contracting Division (PZZ)
Ty Okuhara – Chief
DSN 527-5435

Installation Contracting Division (PZI)
Patricia Hunka – Chief
DSN 527-4503

AFRL Contracting Support Division (PZR)
Katy Day-Davis – Chief
DSN 527-7748

Rocket Propulsion Support Branch (PZRA)
Vacant

Aerospace Systems Support Branch (PZRB)
Vacant

Operational Contracting Branch (PZIO)
Bobbi Newkirk - Chief
DSN 527-7575

Enterprise Contracting Branch (PZIE)
Michele Cameron - Chief
DSN 527-8436

Mission Support & Medical Section (PZIOA)
Steve Ostrander - Chief
DSN 527-9567

Civil Engineering Support Section (PZIOB)
Aimee Amador - Chief
DSN 527-0049

Construction Section (PZIOC)
Tim Palen -Chief
DSN 527-8216

Engineering Section (PZIEA)
Tylan McBride - Chief
DSN 527-2704

Flight Support Section (PZIEB)
Monika Masei - Chief
DSN 527-7708
AFTC/PZ Acquisition Support

Contracting Buying Office POCs

Enterprise Contracting Branch (PZIE)
Chief - Michele Cameron
DSN 527-8436

Engineering Support Section (PZIEA)
Tylan McBride - Chief
DSN 527-2704

Flight Support Section (PZIEB)
Monika Masei - Chief
DSN 527-7708

Customers

TW Command & Staff
Test Engineering Group
Test Management Group

Electronic Warfare Group
Maintenance Group
Operations Group
Test Pilot School
Additional Guidance

- DPAP Class Deviations
- AFICA Mandatory Contracts
- Presidential Executive Orders
- SAF/ACQ Policy Letters
- DoD Instructions
- AF Instructions
- And so on........
Just a Few Topics COs must Consider ..... 

- Bonding
- Bundling
- Competition
- Cost Accounting
- Data Rights
- Environmental
- Foreign Acquisitions
- Labor Laws
- Safety
- Small Business Utilization
- Value Engineering
- And so on........
What is it that you want purchased?

- Seems like a straightforward question but can have many aspects that get overlooked initially

- Requirement packages need to be as complete as possible so potential offerors can bid on a product or service to meet the Government's need

- **Services vs. Supply Tool**
Supply

- A procurement of any and all property except land or interest in land
  - Includes (but is not limited to) public buildings and facilities; ships, floating equipment, and vessels of every character, type, and description, together with parts and accessories; aircraft and aircraft parts, accessories, and equipment; machine tools; and the alteration or installation of any of the foregoing

Construction

- Construction, alteration, or repair of buildings, structures, or other real property. See FAR Pt 35 for more information

Service

- A contract that directly engages the time and effort of a Contractor whose primary purpose is to perform an identifiable task rather than to furnish an item of supply
  - Includes non-personal and personal services
  - Maintenance, overhaul, repair, servicing, rehabilitation, salvage, modernization, or modification of supplies, systems, or equipment
  - Routine recurring maintenance of real property
  - Housekeeping and base services
  - Advisory and Assistance Services (A&AS)
  - Communication services
  - Architect-Engineering (AE) services
  - Transportation and related services
  - Research and development
Performance Work Statement (PWS) or Statement Of Work (SOW)

**PWS**
- **AFI 63-138** provides performance based instructions
- Use to the maximum extent practicable IAW FAR Pt 37.6
  - Define work as “what” not “how”
  - Must have measurable performance standards
  - Provide performance incentives where appropriate

**SOW**
- Used for non-performance based services
- Provides specific, direct instructions
- Must have SDO approval for any service acquisitions > SAT (Simplified Acquisition Threshold is currently $250K) that are not performance based
# Requirements Development

## Requirements Package Checklist (PR and MIPR Packages)

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# Requirements Package Checklist (PR and MIPR Packages)

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### Service

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*(cont’d)*
MARKET RESEARCH

• Conducted by Requiring Activity to arrive at the most suitable approach to acquiring and/or supporting supplies and services needed

• Includes internet research, commercial publications, commercial price lists, catalog descriptions and prices, acquisition history, potential sources, etc.

• Required for almost every acquisition
  – Air Force has a new Market Research template

• Key Point – soliciting a quote does not equate to market research
  – Only Contracting personnel or GPC card holders should solicit quotes/bids. Any communication with vendors during market research should clearly communicate that it is for market research purposes only and does not bind the Government in any way (Apparent Authority)
Independent Government Estimate (IGE)

- Total cost estimate required for every acquisition
- Consider the following during development
  - Market research previously conducted
  - Labor hours, material, shipping/handling/packaging, installation, training, maintenance, and any other required costs
  - Non-cost factors such as warranty, complexity of requirement, acquisition history

- Key Point – soliciting a quote does not equate to an Independent Government Estimate
Requirement Approval Document (RAD)
• Required for services > $250K (NEW)
  – Includes estimated value for total service for the period of
    performance, to include options
• Implemented to determine what is spent on contract services
  and enforce approval requirements
• Approval level based on dollar amount of total requirement

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<tr>
<th>Service Requirement</th>
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<td>Greater than $100M</td>
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<tr>
<td>Between $10M and $100M</td>
<td>AFMC Commander</td>
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<tr>
<td>Between $250K and $10M</td>
<td>Center/CC/CL with authority to delegate to Wing/CC/CL or Equivalent</td>
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• RAD accomplished through web based application
• Create/View/Approve RADs at [https://afmc-xr.wpafb.af.mil/Services](https://afmc-xr.wpafb.af.mil/Services)
• Refer to [AFMC Instruction 63-403](https://afmc-xr.wpafb.af.mil/Services) for further information
SERVICES REQUIREMENTS

• Inherently Governmental Function (IGF) Determination
  – Manpower to provide written determination that none of the functions to be performed are inherently governmental for all service acquisitions (per FAR 7.503(e)). Done via ABSS

• Non-Personal Services Determination
  – Requiring Activity must sign stating no services requested are personal service type requirements

• Continuation of Essential Services
  – Requiring Activity must identify that services are mission critical
SERVICES REQUIREMENTS

- Other Required Coordination Stops a Requiring Activity must make on a PWS/SOW (if applicable)
  - CE for Base Support / Space Utilization
  - Safety
  - Environmental
  - Anti-Terrorism
  - Acquisition Security
  - Foreign Disclosure Office
  - Property Office @ Contracting
  - Quality Assurance Program Coordinator
Contracting Officer’s Representative

- CORs are appointed to oversee contractor performance
- Required for all Services > $2,500
  - CO can exempt a service contract from COR requirement IAW DFARS PGI 201.602-2, when certain conditions are met
- DoDI 5000.72, DoD Standard for Contracting Officer’s Representative Certification establishes policies and standards, assigns responsibilities and provides procedures
- CORT Tool is mandatory for all COR documentation
- CORs/COs use Quality Assurance Surveillance Plan (QASP)
  - Required for all services > $150K. Can be used on smaller
  - Prescribes the objective for the services, how the contractor performance will be assessed, and describes the multi-functional team, etc.
LEASE vs. Purchase

- Required when equipment is being leased for more than 60 days
- Analysis provides the justification supporting the decision to lease in accordance with FAR 7.4
- 412 TW/FMC – Cost Office can assist with Lease vs. Purchase analysis
DATA

• Required when data is a deliverable (i.e. reports, drawings, schedules, operation manuals)

• Use **DD Form 1423**

• DD Form 1423 corresponds to a Data Item Description (DID) found at [http://quicksearch.dla.mil/qsSearch.aspx](http://quicksearch.dla.mil/qsSearch.aspx)
PURCHASE REQUESTS

Purchase Request (PR)

- For services
  - provide brief description of services
- For supplies
  - provide part number, manufacturer, etc.
- Include list of potential sources
  - Recommend 3 sources
- Funding information
- Certification of funds
- Additional details may be required
- Use AF IMT 9 or AFMC Form 36
Other Than Full and Open Competition

• Must have written justification (few exceptions)

• Typical exceptions to CICA – Competition in Contracting Act
  – Only one responsible source (sole source)
  – Unusual and compelling urgency (urgent)
  – Industrial mobilization; engineering, development, or research capability; or expert services
  – International Agreement
  – Authorized or required by statute
  – National security
  – Public interest

• Type of documentation depends on acquisition
  – Up to SAT ($250K) – sole source template
  – Over SAT ($250K) use Justification & Authorization (J&A) template
  – GSA use Limited Sources Justification template

-- POOR PLANNING DOES NOT JUSTIFY URGENCY --
Other Than Full and Open Competition

• Type of documentation depends on acquisition
  – Up to SAT – sole source template
  – Over SAT use J&A template
  – GSA use Limited Sources Justification template
  – Refer to [AF Contracting] Templates for template

• Approval Authority depends on dollar value
  – Up to $700K – Contracting Officer
  – $700K to $13.5M – Competition Advocate
  – $13.5M to $93M – 412 TW/CC
  – $93M+ - Senior Procurement Executive Officer

• Availability of the J&A
  – Most J&A must be posted publically
  – Think public disclosure when developing J&A

-- POOR PLANNING DOES NOT JUSTIFY URGENCY --
ACQUISITION PLANNING

• Acquisition plan provides overall strategy for accomplishing and managing an acquisition

• Acquisition planning documentation is required above the SAT (some exceptions do exist)
  – Streamlined Acquisition Strategy Summary (SASS) used for acquisitions < $10M
  – Formal acquisition plan required > $10M

• Approval Authority depends on dollar value and type of contracting but for Other Contracting (typical at Edwards)
  – SAT - $10M – One level above CO
  – Greater than $10M – Services Designated Official (SDO)
  – See AFI 63-138 for greater detail
Typical Considerations on an Acq Plan

- Statement of Need
- Applicable Conditions
- Cost
- Capability or Performance
- Delivery or Performance-Period Requirements
- Trade-offs
- Risks
- Acquisition Streamlining
- Source Selection Procedures
- Contract Considerations
- Budget and Funding
- Product or Service Description
- Priorities, Allocations and Allotments
- Contractor vs. Government Performance

- Inherently Information Requirements
- Make or Buy
- Test and Evaluation
- Logistics
- Government Furnished Equipment (GFE)
- Environmental and Energy Conservation Objectives
- Security Considerations
- Contract Administration
- Milestone Steps
- Identification of Participants in Acquisition Plan Preparation
ACQUISITION PLANNING

• Contract Type – FFP vs Cost
  – Fixed Contracts
    • Provides for firm price
    • Contractor’s profit built into price
    • Contractor assumes risk
    • Use when specific requirements known before award
    • Use on Commercial Items
  – Cost Reimbursement Contracts
    • Provides for payment for allowed incurred costs
    • Contractor’s profit = fee
    • Government assumes risk
    • Use when uncertainties exist in contract performance
      prevent sufficient accurate estimates of costs for firm fixed
      price contracts
INDEFINITE DELIVERY

• Establishes a basic contract with prices, terms and conditions against which orders can be placed
• Utilized when repetitive purchases with a similar scope are expected
• Three types of ID contracts
  – Indefinite Delivery Definite Quantity (ID/DQ)
  – Indefinite Delivery Indefinite Quantity (ID/IQ)
  – Requirements
• Issuing an ID contract allows for decreased procurement lead time once the basic contract is awarded
INDEFINITE DELIVERY

Benefits to Establishing ID Contract

• Once the basic contract is awarded, requirements package to issue order is limited to Purchase Request and PWS/SOW

• Eliminates many of the previous acquisition steps
  – Small Business coordination
  – Synopsis
  – Clearance (for pre-negotiated orders)
  – Solicitation time may be eliminated or reduced
  – Legal (for pre-negotiated orders)
  – Congressional notification

• Preference for multiple award ID/IQ
  – Maintains competition
  – Fair opportunity procedures pre-established
  – Single ID/IQ is permissible, requires justification
ACQUISITION PLANNING

The Best-Value Continuum – Source Selection Techniques

FAR Part 15.101, FAR Subpart 15.3, as supplemented

Lower Cost
Technically Acceptable
(LPTA) Source
Selection Process
described in DoD Source
Selection Procedures,
Appendix A

Tradeoff Source Selection Process
described in DoD Source Selection Procedures

Oh! The possibilities!

Mix-n-match tradeoffs:
- Technical Risk
- Past Performance
- Cost or Price

Cost or Price v. Non-Cost Factors
• On competitive acquisitions, the CO will work with the Requiring Activity to establish Instruction to Offerors and Evaluation Criteria prior to soliciting offers/bids
  – For commercial acquisitions, done via FAR provisions 52.212-1 and 52.212-2
  – For non-commercial acquisitions, done via “Sections L & M” of the solicitation
• Instructions to Offerors (52.212-1 or Section L) describes what is required by potential offerors to be included in their quote/proposal
• Evaluation Criteria (52.212-2 or Section M) describes how a potential offeror’s quote/proposal will be evaluated
  – Instructions to Offerors and Evaluation Criteria must track
  – Evaluation Criteria cannot be changed after receipt of proposals
ACQUISITION PLANNING

• Requiring activities are required to perform technical evaluations on quotes and proposals
  – Determines whether the contractor’s proposed expenditure of labor and resources relates to the performance promises and schedule objectives of the contract

• Effects of failure to provide a comprehensive technical analysis of a contractor’s proposal
  – seriously delay the award of the contract action
  – impede an effective price analysis
  – extend negotiations
  – result in difficulties during contract performance

• Essential that the technical engineer be specific in analyzing the contents of the contractor’s proposal so the technical evaluation is consistent, complete, and accurate to withstand contractor scrutiny
CONTRACTING PROCESS

Identify Need/Requirement

Market Research

Purchase Request (Complete Package)

Required Coordination

Solicitation

Small Business Coordination

Received by Contracting

Certified Funds

Proposal/Quote Evaluation

Technical Evaluation

Applicable Reviews

Award

CONTRACTING PROCESS

• The Contracting Officer will go through many steps in the Contracting process. Major steps are highlighted below:
  – Work with the Requiring Activity to ensure the Requirements Package is complete to include thorough market research
  – Arrive at an acquisition strategy
  – If sole source is proposed, ensure proper approval is obtained
  – Coordinate with the Small Business Office
    • Required on actions over $10K unless set-aside for small business
  – Post synopsis to the Public
    • Required for actions over $25K (some exceptions)
    • Public law requires that synopsis be posted 15 days prior to release of solicitation unless commercial
    • If commercial, able to issue combined synopsis/solicitation and shorten days required to post
• CO steps continued
  – Obtain Legal review
    • Required prior to solicitation release for actions over $500K – Operational and $1M Non- Operational
    • Requires up to 3 days
  – Obtain Business clearance
    • Required for actions over $5M
    • Requires 5 days
  – Issue solicitation to the public (some exceptions)
    • Required over $25K
    • Required to be posted for 30 days unless commercial
    • If commercial, number of days posted is at CO discretion
CONTRACTING PROCESS

• CO steps (con’t)
  – Hold Pre-proposal conference
    • Optional, host pre-proposal conference with potential bidders
    • Conduct site visit
  – Upon Receipt of Proposals
    • Check Excluded Parties List System (EPLS)
    • Competitive
      – Review price, technical, past performance
      – Conduct clarification/discussions, if necessary
    • Non-competitive
      – Request DCAA audit/field pricing support, if necessary (requires 60-90 days)
      – Develop negotiation position
CONTRACTING PROCESS

• CO steps continued
  – Obtain Legal review
    • Required prior to award for actions over $500K – Operational and $1M Non-Operational
    • Requires up to 3 days
  – Verify Equal Employment Opportunity (EEO) compliance
    • Required for actions over $10M
    • Verify if proposed contractor is listed in the Office of Federal Contract Compliance Programs (OFCCP) national pre-award registry
    • If not, request clearance from the OFCCP’s regional office
CONTRACTING PROCESS

• CO steps continued
  – Obtain contract clearance
    • Required for actions over $5M
    • Requires 5 days
  – Following contract clearance
    • Competitive
      – Request Final Proposal Revisions (FPR)
    • Non-competitive
      – Begin negotiations
  – Determine best value/complete negotiations
  – If competitive, contract clearance occurs again following review of FPRs
• CO steps continued
  – Obtain contract clearance
    • Required for actions over $5M
    • Requires 5 days
  – Following contract clearance
    • Competitive
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## PALT TIMES

### Estimated Lead Times

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Estimated process days by type of action/complexity following receipt of complete PR package
AFTC/PZ Acquisition Support

Additional Training Resources

• AFTC Customer Resource Site

• Air Force Contracting Central Knowledge Center

• Air Force Contracting Central Learning Center

• Defense Acquisition University (DAU)
  – Offers resident courses and online courses

• Air Force Better Buying Power Tool