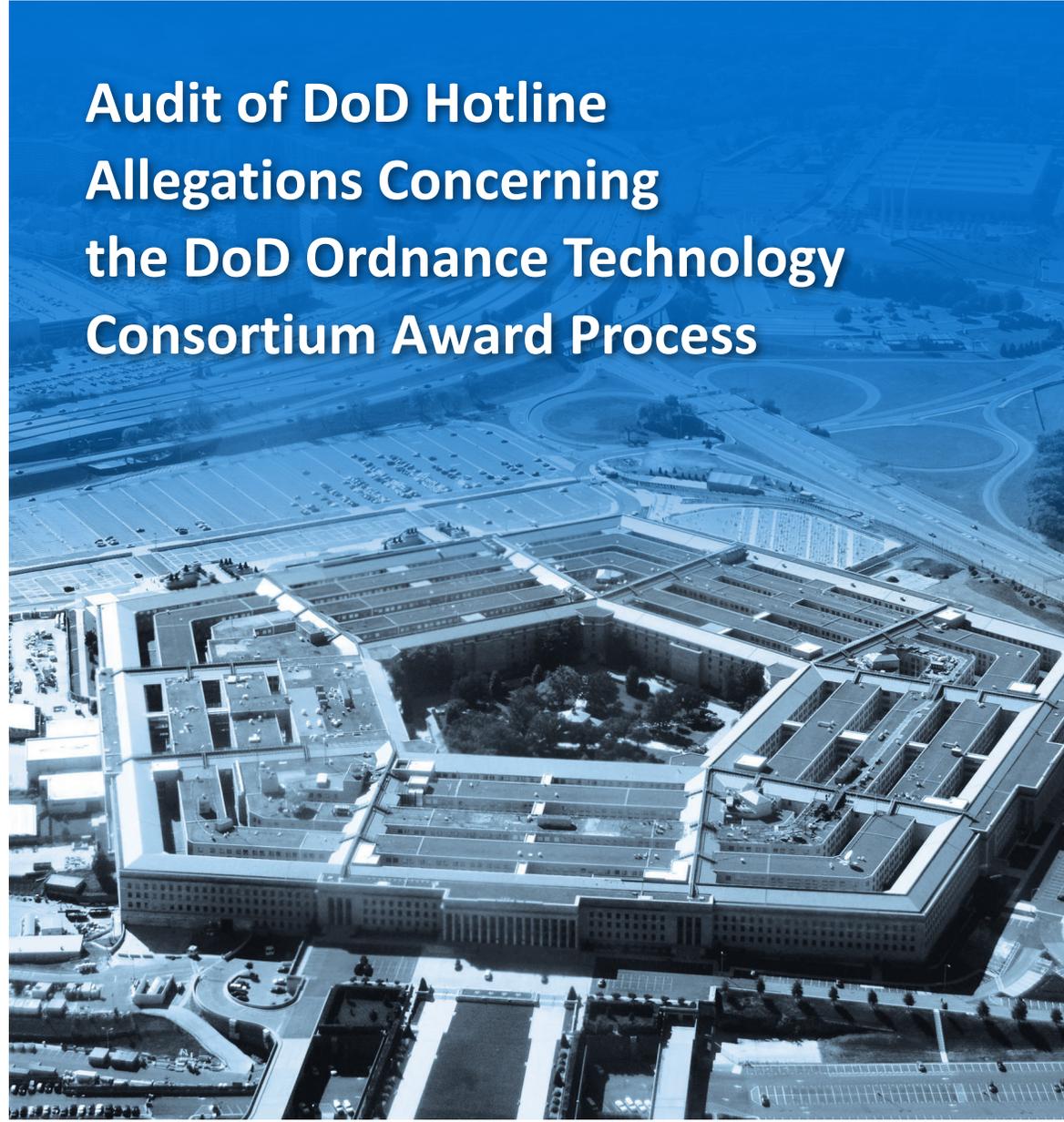




# INSPECTOR GENERAL

*U.S. Department of Defense*

MARCH 21, 2022



## **Audit of DoD Hotline Allegations Concerning the DoD Ordnance Technology Consortium Award Process**





# Results in Brief

## *Audit of DoD Hotline Allegations Concerning the DoD Ordnance Technology Consortium Award Process*

March 21, 2022

### Objective

The objective of this audit was to determine whether: (1) Army Contracting personnel, in coordination with DoD Ordnance Technology Consortium (DOTC) Program Office personnel, awarded other transactions (OT) in accordance with applicable Federal laws and DoD policies and (2) the DOTC award process provided for the use of competitive procedures to the maximum extent practicable.

We initiated this audit based on a complaint the DoD Office of Inspector General received through the DoD Hotline. The complainant alleged that the DOTC OT award process did not provide for competition to the maximum extent practicable as required. The hotline complaint made three main allegations: (1) the page limit on white paper submissions potentially limited competition, (2) white paper evaluation criteria were inconsistently applied, and (3) white paper ratings were changed after evaluations.

### Background

The Under Secretary of Defense for Acquisition and Sustainment (USD[A&S]) established the DOTC organization to serve as the DoD focal point for ordnance technology research and development. To help achieve its mission, the DOTC Program Office, in coordination with Army contracting personnel established a base OT agreement with the National Armaments Consortium (NAC), a collection of industry and academic organizations with an interest in bidding on DoD prototype projects related to ordnance. Army Contracting Command-New Jersey (ACC-NJ) is responsible for executing prototype project awards under the DOTC base agreement.

### Background (cont'd)

The consortium management firm (CMF) for the NAC manages consortium membership. The DOTC organization is comprised of several components, including the DOTC Executive Committee, the DOTC Program Office, the NAC Board of Directors, and the CMF. The DOTC Program Office, in coordination with Army contracting and legal personnel, established a standard award process for all prototype projects awarded under the DOTC.

At the time of our review, the DOTC program office, in coordination with ACC-NJ, awarded 341 projects valued at \$5.7 billion under the FY 2018 DOTC base contract. Our review covered two iterations of the award process one in effect from FY 2018 through 2020, and another implemented in FY 2021.

The primary distinction between the FY 2018–2020 process and the FY 2021 process is the way in which the DOTC solicited requirements. Under the FY 2018–2020 process, the DOTC issued solicitations for all potential projects annually. Under the FY 2021 process, the DOTC issues solicitations monthly and only when the requiring activity is ready to award a project and has approved funding.

### Finding

Although Army contracting personnel, in coordination with the DOTC Program Office, awarded OTs in accordance with the United States Code, based on the limited criteria governing OTs and the flexibilities afforded by Federal laws and DoD policies, they should make improvements to the DOTC award process in order to mandate the use of competitive procedures to the maximum extent practicable. We identified deficiencies in the execution of the DOTC award process. Specifically, Army contracting and DOTC Program Office personnel did not:

- track all individuals performing white paper technical evaluations, maintain adequate documentation to support source selection decision rationale, or support source selection decisions with information obtained outside of the source selection process because the DOTC award process lacked the necessary controls and did not ensure all statements in the source selection decision document were supported; and



# Results in Brief

## *Audit of DoD Hotline Allegations Concerning the DoD Ordnance Technology Consortium Award Process*

### **Finding (cont'd)**

- make source selection decisions based on complete information because Army contracting personnel and the DOTC Program Office allowed source selection decisions based only on the information obtained during the white paper process and did not require further requests for additional proposal information to clarify partial or missing information.
- Implement controls over the award process to ensure source selection officials requesting additional proposal and cost information when needed to make informed selection decisions based on complete information; and
- Update the training provided to requiring activities including additional source selection information prior to award.

As a result, contracting officials made award decisions without seeing all of the technical evaluations and the OTs awarded did not have documentation to fully support fair and transparent competition, as required by the Office of the Under Secretary of Defense for Acquisition and Sustainment (OUSD[A&S]) OT Guide. Additionally, contracting personnel relied on that limited information and cost data to determine best value to the Government when making contract award decisions. This lack of complete information resulted in projects that significantly exceeded the original cost estimates by at least \$33.4 million and experienced considerable delays when contracting personnel relied on statement of work negotiations to refine contractor proposals.

### **Recommendations**

We recommend that the DOTC Program Office, in coordination with Army Contracting Command-New Jersey:

- Implement controls over the source selection process to ensure that all individual technical evaluators document their evaluations in the Business Information Database System and the contract files;
- Train source selection officials to highlight what information should be included in making source selection decisions;
- Implement controls over the source selection decision process to ensure that selection decisions properly reflect only the documentation obtained during the source selection process;

### **Management Comments and Our Response**

The U.S. Army Combat Capabilities Development Command, Armaments Center Director and the Procurement Insight/Oversight Director, on behalf of the Assistant Secretary of the Army for Acquisition, Logistics, and Technology agreed with all five recommendations, stating that the DOTC Program Office, in coordination with ACC-NJ, will update training and implement controls to address the recommendations. Management addressed all specifics of the recommendations and the recommendations are resolved but remain open. We will close the recommendations once we verify that the information provided and actions taken DOTC Program Office and ACC-NJ fully address the recommendations.

Please see the Recommendations Table on the next page for the status of recommendations.

## Recommendations Table

Management	Recommendations Unresolved	Recommendations Resolved	Recommendations Closed
Army Contracting Command–New Jersey	None	A.1.a, A.1.b, A.1.c, A.1.d, A.1.e	None
DoD Ordnance Technology Consortium Program Office	None	A.1.a, A.1.b, A.1.c, A.1.d, A.1.e	None

**Note:** The following categories are used to describe agency management’s comments to individual recommendations.

- **Unresolved** – Management has not agreed to implement the recommendation or has not proposed actions that will address the recommendation.
- **Resolved** – Management agreed to implement the recommendation or has proposed actions that will address the underlying finding that generated the recommendation.
- **Closed** – The DoD OIG verified that the agreed upon corrective actions were implemented.





**INSPECTOR GENERAL  
DEPARTMENT OF DEFENSE  
4800 MARK CENTER DRIVE  
ALEXANDRIA, VIRGINIA 22350-1500**

March 21, 2022

**MEMORANDUM FOR UNDER SECRETARY OF DEFENSE FOR ACQUISITION  
AND SUSTAINMENT  
UNDER SECRETARY OF DEFENSE FOR POLICY  
AUDITOR GENERAL, DEPARTMENT OF THE ARMY**

**SUBJECT: Audit of DoD Hotline Allegations Concerning the DoD Ordnance Technology Consortium Award Process (Report No. DODIG-2022-073)**

This final report provides the results of the DoD Office of Inspector General's audit. We previously provided copies of the draft report and requested written comments on the recommendations. We considered management's comments on the draft report when preparing the final report. These comments are included in the report.

The U.S. Army Combat Capabilities Development Command, Armaments Center Command Director and Procurement Insight/Oversight Director, on behalf of the Assistant Secretary of the Army for Acquisition, Logistics, and Technology agreed to address all the recommendations presented in the report; therefore, we consider the recommendations resolved and open. As described in the Recommendations, Management Comments, and Our Response section of this report, we will close the recommendations when you provide us documentation showing that all agreed-upon actions to implement the recommendations are completed. Therefore, please provide us within 90 days your response concerning specific actions in process or completed on the recommendations. Send your response to either [followup@dodig.mil](mailto:followup@dodig.mil) if unclassified or [rfunet@dodig.smil.mil](mailto:rfunet@dodig.smil.mil) if classified SECRET.

If you have any questions, please contact me at [REDACTED]

A handwritten signature in black ink, appearing to read "TAW".

Timothy Wimette  
Deputy Assistant Inspector General for Audit  
Acquisition, Contracting, and Sustainment

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# Introduction

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## Objective

The originally announced objective of this audit was to determine whether Army contracting personnel competed and awarded Other Transaction (OT) prototype projects for the DoD Ordnance Technology Consortium (DOTC) in accordance with applicable Federal laws and DoD policies. However, during the audit we determined that both Army contracting personnel and DOTC Program Office personnel are involved in the facilitation and award of prototype projects awarded through the DOTC. As a result, we revised our objective to determine whether: (1) Army contracting personnel, in coordination with the DOTC Program Office, awarded OTs in accordance with applicable Federal laws and DoD policies and (2) the process provided for the use of competitive procedures to the maximum extent practicable.

We initiated this audit based on a complaint to the DoD Office of Inspector General received through the DoD Hotline. The complainant alleged that the DOTC OT award process did not provide for competitive procedures to the maximum extent practicable as required.

## Background

### ***DoD Ordnance Technology Consortium***

The Under Secretary of Defense for Acquisition and Sustainment (USD[A&S]) established the DOTC to serve as the DoD focal point for ordnance technology research and development.<sup>1</sup> Its mission is to enhance lethality, survivability, and combat effectiveness by facilitating industrial and academic research, development, and technology demonstrations needed to advance and expand the superiority of military technology.

### ***DOTC Consortium***

In accordance with section 2371, title 10, United States Code (10 U.S.C. § 2371 [2020]), the DoD can enter into transactions other than procurement contracts, grants, or cooperative agreements for basic, applied, or advanced research. Further, under 10 U.S.C. § 2371b (2020), the DoD has the authority to carry out prototype projects that are directly relevant to enhancing the mission effectiveness of military personnel and the supporting platforms, systems, components, or materials in use by the Armed Forces. OT authorities give the DoD the flexibility necessary

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<sup>1</sup> Ordnance is defined in the DOTC base agreement as the ammunition, armaments, munitions, weapons, systems, and related military materiel such as equipment and components that enable military forces to achieve combat and mission effectiveness in all warfare environments; air, land, sea, undersea, and space.

to adopt and incorporate commercial industry standards and best practices into its award instruments. OTs are generally not subject to Federal laws and regulations governing procurement contracts, such as the Federal Acquisition Regulation (FAR). To assist in the facilitation of OT awards, OUSD(A&S) issued an OT Guide which provides advice and lessons learned on the planning, publicizing, soliciting, evaluating, negotiation, award, and administration of OT agreements.<sup>2</sup> While the OT Guide includes references to the controlling statutory and policy provisions for DoD OT authority, the guide itself does not establish policy or impose mandatory requirements. The guide is intended for DoD contracting personnel and Government partners, including industry, academia, other Federal agencies, and state and local authorities seeking information on OT best practices and the DoD's objectives in leveraging OT authority.

The DoD can award OTs through a consortium, which allows the Government and industry to communicate in one forum. A consortium is an association of two or more individuals, companies, or organizations participating in a common action or pooling resources to achieve a common goal and can range from a handful to as many as 1,000 members. To help achieve its mission, the DOTC Program Office, in coordination with the Army Contracting Command–New Jersey (ACC-NJ), established a base OT agreement with the National Armaments Consortium (NAC), a collection of industry and academic organizations with an interest in bidding on prototype projects related to ordnance. The NAC is the consortium component of the DOTC organization and is comprised of over 900 members including small and large businesses, non-profit organizations, and academic institutions, allowing many small businesses that may otherwise be unable to do business with the Government an avenue to do so. NAC membership is open only to U.S. organizations, and members pay low annual dues to remain in good standing. The consortium management firm (CMF) for the NAC manages consortium membership through the application process and collecting the membership fee. The CMF is also responsible for the overall day-to-day management of the NAC under the DOTC OT, including technical, programmatic, reporting, financial, administrative, and contractual matters. The DOTC OT is available to all DoD entities that engage in prototyping projects involving ordnance technologies.

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<sup>2</sup> OUSD(A&S) Other Transactions Guide, November 2018.

## ***DOTC Organization***

The DOTC is comprised of several components, including the DOTC Executive Committee, the DOTC Program Office, the NAC Board of Directors, and the CMF. ACC-NJ works closely with the DOTC as the contracting office responsible for executing contracting actions under the DOTC base agreement. Each component is responsible for the following aspects of the DOTC and the prototype award process.

- The DOTC Executive Committee, consisting of Government personnel and industry representatives from the NAC, oversees all DOTC activities.
- The DOTC Program Office is the Government office that manages the DOTC OT by facilitating the solicitation and award process.
- ACC-NJ contracting personnel are then responsible for executing those contract actions under the DOTC OT.
- Army legal personnel are responsible for signing off on multiple steps in the solicitation and award process including the Request for Ordnance Technology Initiatives (ROTI), technical evaluations, selection memorandums, and Determination and Findings.
- The NAC Board of Directors, in coordination with the CMF, is responsible for communicating Government needs to the consortium member base. Following the award of prototype projects, the CMF performs several project-level tracking and oversight functions.

The DOTC award process outlined in Figure 1 (see Appendix B) was in effect from April 2018 until October 2020. The DOTC Program Office, in coordination with ACC-NJ and legal personnel, updated the award process in FY 2021 and Figure 2 (see Appendix B) outlines the updated DOTC award process.

## ***DOTC Award Process***

The DOTC award process began with the issuance of an Annual Technology Plan, a document containing hundreds of individual requirements that fall under the DOTC's 12 technology areas related to ordnance to support all warfare environments: air, land, sea, undersea, and space.<sup>3</sup> The DOTC Program Office, in coordination with ACC-NJ, issued the Annual Technology Plan with a corresponding ROTI, which was the official solicitation document calling for responses to the requirements outlined in the Annual Technology Plan. ACC-NJ contracting personnel sent the Annual Technology Plan and the ROTI to the CMF for distribution to the NAC membership base. Consortium members were then able to submit enhanced white papers (white papers) in response to the ROTI through

<sup>3</sup> The 12 DOTC technology objective areas are warheads lethal mechanisms, ammunition, rockets, missiles and bombs, energetic materials, demilitarization, directed energy warfare systems, enabling technologies, protection and survivability, joint enhanced munitions, weapon systems, fuzes, and sensor and sensor systems.

the Broad Agency Announcement Information Delivery System (BIDS) platform, where the requiring activity could access them.<sup>4</sup> Upon receipt of the white papers, a Government technical evaluation team performed a technical evaluation to determine whether each submission was eligible for award consideration by rating them as excellent, acceptable, or unacceptable. White papers rated as excellent or acceptable were eligible for consideration and white papers rated as unacceptable were rejected and ineligible for consideration. For each white paper submission, evaluation team members completed individual evaluations that the designated evaluator then used to create a consensus evaluation using the BIDS platform.

The evaluation team placed eligible white papers that it rated as excellent or acceptable into an electronic repository called a “basket,” where they remained eligible for award for up to 3 years. When the Government customer was ready to award a prototype project for a requirement solicited through an ROTI, they reviewed all of the acceptable white papers and determined which white paper they wanted to award, then wrote a selection memorandum supporting their award decision. Once the customer, the agreements officer, and the legal office approved the selection memorandum, Government technical personnel and the selected contractor collaborated to draft the statement of work (SOW). ACC-NJ reviewed and approved the final SOW completed by the Government customer and selected contractor. Following SOW approval, ACC-NJ requested a cost proposal and entered into cost negotiations with the selected contractor. Then, ACC-NJ issued a technical direction letter to the CMF directing them to establish a project-level agreement with the contractor, thus initiating the award of the prototype project. See Appendix B for a detailed flowchart of the FY 2018–2020 DOTC award process.

### ***Updated Award Process***

The DOTC Program Office, in coordination with ACC-NJ, updated its award process in FY 2021. The new process no longer uses the Annual Technology Plan to solicit requirements, but issues solicitations monthly—and only if there is a current intent to award, and funding is available. In addition, the new award process has the consensus evaluator recommend a white paper for negotiation and award rather than just rating the white paper and placing it in a basket for selection later. The consensus evaluator creates a selection decision document by consolidating the consensus competitive evaluation and the award recommendation. The remainder of the process is the same; once the agreements officer and legal office approve the selection decision document, Government technical personnel and the selected

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<sup>4</sup> Enhanced white papers are documents used to propose solutions to solicited DoD OT requirements. Enhanced white papers are typically limited to 15 pages and replace full technical proposals. For consistency within this report, enhanced white papers will be referred to as white papers. The terminology changed between the FY 2018 - 2020 DOTC award process outlined in Figure 1 and the FY 2021 DOTC award process outlined in Figure 2.

contractor collaborate to draft a SOW. Following the approval of the SOW, ACC-NJ personnel negotiate prices and perform cost analysis. Then, ACC-NJ issues a Technical Direction Letter to the CMF and subsequently awards the prototype project. The DOTC Program Office issued its first solicitation for white papers under the new process in February 2021 and was in the process of evaluating and awarding new projects from that solicitation. At the time of our review in July 2021, the DOTC had not issued any project awards under this new process; however, it had reached an award selection decision for several projects. See Appendix B for a detailed flowchart of the FY 2021 DOTC award process.

### ***Broad Agency Announcement Information Delivery System***

The DOTC uses BIDS to facilitate several aspects of the pre-award process. BIDS is a web-based solicitation system licensed by the CMF that the DOTC uses for the solicitation process for projects under the DOTC OT. The CMF licenses BIDS to streamline the solicitation, dissemination, and proposal gathering processes and allows for online evaluations. Specifically, ACC-NJ sends a request for white papers to the CMF and the NAC for distribution to consortium members and posts the corresponding technical requirements to BIDS. Consortium members can then view the solicitations and technical requirements and upload their white papers or proposals to BIDS. Government customers review and evaluate received white papers and upload their individual and consensus evaluations to BIDS.

### ***DOTC Technical Review Training***

The DOTC Program Office provides training to technical reviewers and contracting officials who are part of the DOTC evaluation and award process. This training covers the DOTC award process steps, the BIDS platform, the competitive evaluation process, and other white paper review expectations and requirements. Specifically, the training includes steps for creating and submitting both individual and consensus evaluations through BIDS, questions that evaluators must answer in BIDS when reviewing white paper submissions, and steps for making a selection decision.

### ***DoD Hotline Allegation***

On June 18, 2020, the DoD OIG received a complaint alleging that the DOTC white paper process does not provide for competitive procedures to the maximum extent practicable, as required by 10 U.S.C. § 2371b (2020). Specifically, the complainant alleged that the following aspects of the DOTC white paper process contributed to limiting competition.

- The page limitations on white paper submissions do not allow for enough information to support an adequate technical assessment, and only contractors whose white papers are selected for award are able to submit full cost proposals and work with Government personnel to refine

and solidify technical performance plans. Additionally, the complainant alleged that for one effort, additional contractors may have been capable of performing project requirements at a lower cost than those contractors that received awards because the white paper process is not as detailed as a full proposal and does not adequately demonstrate a contractor's full capabilities. We substantiated this allegation. We determined that page limits for white paper submissions limited contractors' ability to communicate their capabilities and Government contracting and technical personnel made award selection decisions based only on these white papers. Additionally, Government contracting and technical personnel only requested full technical and cost proposals from contractors selected for award; therefore, limiting the information and cost data to determine best value to the Government. DoD guidance states that because technical solutions and price may vary significantly, it is best to provide for efficient and timely evaluation of solutions, followed by a panel presentation or request for proposals. While the DOTC process provided the option to use a two-step evaluation process, wherein the requiring activity selects a specific number of white papers and requests a more detailed second proposal prior to making a source selection decision, we did not identify any projects that used this process. Details are in the Finding section of this report.

- Technical evaluation teams inconsistently applied evaluation criteria to white paper submissions. Specifically, government personnel evaluated some white papers against multiple components of a requirement and others against only one component. We could not make a determination on this allegation because there was not enough documentation to make a determination as to its validity. Government contracting personnel did not maintain all individual evaluations or supplemental evaluation materials. Therefore, the audit team was unable to determine whether technical evaluation teams inconsistently applied evaluation criteria. Details are in the Finding section of this report.
- Government personnel may have changed white paper ratings after completion of the technical evaluation process. Specifically, the technical evaluation team gave one white paper an "Unacceptable" rating which was later changed to "Acceptable" without the knowledge of everyone on the evaluation team. We substantiated this allegation. One member of the evaluation team changed the rating for this white paper without informing all of the evaluation team in order to be consistent with the established DOTC award process. The evaluation team initially rated this white paper as "Unacceptable" because it was not selected for award by the team; however, since the white paper was technically acceptable, the evaluation team should have rated it as "Acceptable" and placed it in the basket per the DOTC award process at that time. Therefore, in order

to maintain consistency in the process, an evaluation team member later went back and changed the rating to acceptable, placing this white paper into the basket. Details are in the Finding section of this report.

We announced this audit in response to these hotline allegations.

## Scope

At the time of our review, the FY 2018 DOTC base agreement included 341 project awards, solicited under 241 unique research areas with a total ceiling value of \$5.7 billion and total awarded funding of \$2.8 billion. We reviewed a nonstatistical sample of five unique research areas solicited under the FY 2018 DOTC base agreement, in response to which ACC-NJ contracting personnel awarded nine projects valued at \$270 million.<sup>5</sup> Of those nine projects, one was canceled prior to award, one is in the process of being canceled, and two were solicited under the updated DOTC award process and have not yet reached project award (see Appendix A).

## Review of Internal Controls

DoD Instruction 5010.40, “Managers’ Internal Control Program Procedures,” May 30, 2013, requires DoD organizations to implement a comprehensive system of internal controls that provides reasonable assurance that programs are operating as intended and to evaluate the effectiveness of the controls.<sup>6</sup>

We identified internal control weakness related to maintaining documentation to support award decisions, documenting individuals involved in white paper evaluations, and contracting personnel being unaware of how many individuals reviewed a given white paper. Further, ACC-NJ and the DOTC Program Office did not implement controls to ensure that the rationale used to make award decisions was supported in evaluations. We identified several instances where the rationale for award decisions used in the selection memorandums was not supported by white paper evaluations, white paper submissions, or other contract documentation.

We will provide a copy of the final report to the senior officials responsible for internal controls in the DOTC Program Office and ACC-NJ.

<sup>5</sup> Of the two canceled projects we reviewed, one was awarded with an approved ceiling value of \$46.7 million; however, after award, funding for the project was cut and the project is in the process of being canceled. The second project, selected for award under the same requirement, was not officially awarded due to the same funding cut.

<sup>6</sup> DoD Instruction 5010.40, “Managers’ Internal Control Program Procedures,” May 30, 2013.

## Finding

### The DOTC Award Process Needs Improvement

Although Army contracting personnel, in coordination with the DOTC Program Office, awarded OTs in accordance with 10 U.S.C. § 2371b (2020), based on the limited criteria governing OTs and the flexibilities afforded by Federal laws and DoD policies, the Army, in coordination with the DOTC Program Office should improve the DOTC award process in order to mandate the use of competitive procedures to the maximum extent practicable. The following issues highlighted areas in the DOTC award process that need to be addressed. Specifically, Army contracting and DOTC Program Office personnel:

- Did not track all individuals performing white paper technical evaluations, did not maintain adequate documentation to support their rationale for source selection decisions, and used information obtained outside of the source selection process to support source selection decisions. This occurred because the DOTC award process lacked the necessary controls to ensure all technical evaluators documented their individual evaluations and did not ensure contracting personnel and technical evaluators supported all statements in the source selection decision document with evaluations, white papers, or other contract documentation.
- Made source selection decisions based on limited information. Specifically, the DOTC award process allowed for broad annual solicitations, limited white paper proposals, and only required limited cost data. This occurred because Army contracting personnel and the DOTC Program Office allowed source selection decisions based only on the information obtained during the white paper process and did not request additional proposal information to clarify partial or missing information; instead, waiting to address additional questions during the SOW negotiations.

As a result, contracting officials made award decisions without seeing all of the technical evaluations and the OTs awarded did not have documentation to fully support fair and transparent competition as required by the OUSD(A&S) OT Guide, November 2018. Additionally, contracting personnel relied on that limited information and cost data to determine best value to the Government when making contract award decisions. This lack of complete information resulted in projects that significantly exceeded the original cost estimates by at least \$33.4 million and experienced considerable delays when contracting personnel relied on SOW negotiations to refine contractor proposals.

## Army Contracting and DOTC Program Office Personnel Did Not Fully Document Competition

In the complaint the DoD Office of Inspector General received through the DoD Hotline, the complainant's allegations related to concerns specific to white paper technical evaluations and award selection procedures for awards made through the

DOTC. Army contracting personnel, in coordination with the DOTC Program Office, awarded OTs in accordance with 10 U.S.C. § 2371b (2020). Within the scope of our review, we did not find any instances where the projects selected for award under the DOTC base agreement did not comply with the minimum requirements for prototype OTs established in 10 U.S.C. § 2371b (2020). However, due to limited criteria governing OTs and the flexibilities afforded, we identified weaknesses in the DOTC award process that should be addressed.

*Due to limited criteria governing OTs and the flexibilities afforded, we identified weaknesses in the DOTC award process that should be addressed.*

Army contracting and DOTC Program Office personnel did not keep track of all individuals performing white paper technical evaluations and did not maintain adequate documentation, such as individual technical evaluations from each evaluator and support for source selection decision rationale. Further, Army contracting personnel used information obtained outside of the source selection process to support source selection decisions. According to 10 U.S.C. § 2371b (2020), the Military Services are required to use competitive procedures to the maximum extent practicable to award OT projects. In addition, the OUSD(A&S) OT Guide, November 2018 states that agencies are free to create their own process to solicit and assess potential solutions, provided it is a fair and transparent process, provides for competitive procedures to the maximum extent practicable, and documents the rationale for making Government investment decisions.

DOTC Program Office personnel, in coordination with Army contracting and legal personnel, established a process to solicit, compete, and award projects through the DOTC consortium; however, that process was not fully supported by documentation to show competition to the maximum extent practicable. Specifically, the DOTC award process lacked the necessary controls to track and document all technical evaluations, and the DOTC Program Office and Army contracting personnel did not ensure contracting personnel and technical evaluation personnel supported all statements in the source selection decision documents with evaluations, white papers, or other contract documentation.

### ***Not All Individual Evaluations Were Maintained***

DOTC Program Office and Army contracting personnel did not keep track of all individuals performing white paper technical evaluations to ensure those evaluations were captured in BIDS or in the contract files, and in many cases were unable to identify the number of individual evaluators that had reviewed white papers provided in response to each requirement. Additionally, the DOTC Program Office relied on BIDS to capture all evaluation documentation; however, BIDS only required technical personnel to upload one individual technical evaluation in order to generate a consensus evaluation. The DOTC award process requires that technical evaluation team members review each white paper received to determine if the white paper is acceptable or unacceptable in consideration for award. Technical evaluators must document those evaluations in BIDS. However, Army contracting and DOTC Program Office personnel did not oversee the process to track the efforts of the evaluation team members or have controls in place to ensure that all team members input their evaluations into BIDS. Further, while DOTC provides training that includes steps for submitting individual evaluations in BIDS and lists what must be included in those evaluations, it does not explicitly state that each individual evaluator must input their own evaluations in BIDS.

The complainant alleged inconsistencies with the white paper evaluation process and stated that not all technical evaluators were in agreement during the review process – and as a result, not all evaluations were included for the selecting official to consider in the award decision. We determined that six individual technical evaluators performed white paper reviews for the requirement in the hotline complaint; however, BIDS only contained two evaluations. Neither BIDS nor the contract file contained technical evaluations from the remaining four evaluators. Specifically, the complainant’s technical evaluation was not documented, making it unclear as to whether the complainant’s technical evaluation was considered in the source selection decision.

This occurred because the DOTC award process lacked the necessary controls to ensure all individual evaluators documented their evaluations in BIDS and the contract files. The technical evaluations are a key part of the competitive process established in the DOTC award process.

*Army contracting personnel did not ensure that the contract files contained documentation to fully support fair and transparent competition.*

Therefore, without ensuring all technical evaluations were documented, Army contracting personnel did not ensure that the contract files contained documentation to fully support fair and transparent competition, which the 2017 OUSD(A&S) OT Guide, January 2017 cited as a best practice for using competitive procedures

to the maximum extent practicable as required by 10 U.S.C. § 2371b (2020).<sup>7</sup> Instead, Army contracting personnel stated that they rely on the evaluation documentation contained in BIDS to approve selection decisions; therefore, Army contracting personnel are making award decisions without seeing all of the technical evaluations. The DOTC Program Office, in coordination with Army contracting personnel, should implement controls over the source selection process to ensure that all individual technical evaluators document their evaluations in BIDS and ensure those evaluations are included in the contract files. Further, the DOTC Program Office should update the training provided to technical evaluators, emphasizing that each individual must upload their individual technical evaluations into BIDS (Recommendation A.1.a).

### ***Selection Decisions Were Not Fully Supported***

DOTC Program Office and Army contracting personnel did not maintain adequate documentation to support source selection decisions and used information obtained outside of the source selection process to support source selection decision rationale. Source selection officials made selection decisions and completed selection memorandums based on the white papers and consensus evaluations for each requirement. The selection memorandum includes the Government's rationale for selection and provides the reasoning for the white papers selected for negotiation, as well as the reasoning for those not selected. Army contracting personnel awarded prototype projects based on the selection memorandum that documented the comparison of white paper evaluations and the selection decision.

While the OUSD(A&S) OT Guide, November 2018 states that agencies are free to create their own process to assess potential solutions, the process must be fair and transparent, provide for competitive procedures to the maximum extent practicable, and document the rationale for making Government investment decisions. However, Army contracting and DOTC Program Office personnel did not maintain documentation to support that the process was fair and transparent or that the rationale for making Government investment decisions was documented and supported.

Three of the five selection memorandums for ordnance-related technology reviewed by the audit team did not have documentation in the contract files to fully support rationale for decisions. For example, in the selection memorandums Army contracting personnel cited the following discrepancies:

- Significant risk associated with one contractor's solution as rationale for not selecting that contractor for award. The selection memorandum also cited the costs associated with additional Government-furnished

<sup>7</sup> The November 2018 OUSD(A&S) OT Guide supersedes prior guidance issued in the January 2017 OUSD(A&S) OT Guide. However, because our review contained some projects that were solicited and awarded prior to November 2018, the audit team applied the appropriate guide to each sample item based on the effective date of award.

equipment the contractor needed to execute its proposed solution as rationale for this decision. However, the consensus evaluation for this contractor stated that the risk associated with this solution was no more than moderate. Further, while the contractor did identify the additional Government-furnished equipment requirement in the white paper and the technical evaluation personnel noted it in the competitive evaluation, the costs associated with this additional Government-furnished equipment were not identified in the evaluation, the white paper, or elsewhere in the contract files. Army contracting personnel included both significant risk and the costs of additional Government-furnished equipment requirements to support the Government’s decision not to select this contractor for award. However, the white papers and evaluations contained no support for these statements.

- The contractor’s proposed projectile range did not meet the requirement as rationale for not selecting that contractor for award. However, the competitive evaluation for this contractor did not discuss the proposed projectile range and did not state that it did not meet the requirement. Further, the solicitation for this requirement also did not provide the desired projectile range that the Government would use as criteria for selection. The Government used the projectile range to support its decision not to select this contractor for award, despite the contract files containing no support for this statement outside of the selection memorandum.

*The DOTC award process lacked controls necessary to ensure all statements in the source selection decision documents were supported.*

Because the DOTC award process lacked controls necessary to ensure all statements in the source selection decision documents were supported by evaluations, white papers, or other contract documentation, source selection decisions appeared to be

based on information that was obtained outside of the source selection process. Further, while the DOTC does provide training that includes statements requiring evaluators to use only information contained in the white paper, we identified instances where rationale used to support selection decisions was not supported by what was stated in the white papers.

As a result, Army contracting personnel did not ensure that contract files included documentation to fully support fair and transparent competition as stated in the 2017 OUSD(A&S) OT Guide, January 2017 which provides best practices on how to use competitive procedures to the maximum extent practicable as required by 10 U.S.C. § 2371b (2020). The DOTC Program Office should provide additional training to source selection officials to highlight what information can and

cannot be included in source selection decision making, and what supporting documentation is required (Recommendation A.1.b). Additionally, the DOTC Program office, in coordination with Army contracting personnel, should implement controls over the source selection decision process to ensure that selection decisions properly reflect only the documentation obtained during the source selection process, and that those decisions are properly documented to ensure the transparency of awards in accordance with the OUSD (A&S) OT Guide, November 2018 (Recommendation A.1.c).

## **Army Contracting Personnel Made Source Selections Based on Limited Information**

Army contracting and DOTC Program Office personnel made source selection decisions based on limited information. Specifically, the DOTC award process allowed for broad solicitations, typically limited white paper responses to 15 pages, and only required limited cost data as the basis for decisions. The OUSD(A&S) OT Guide, November 2018 states that the evaluation of any set of solutions must be fair and transparent. Additionally, the Guide states that because technical solutions and price may vary significantly, it is best to provide for efficient and timely evaluation of solutions, followed by a panel presentation or request for proposals. However, the DOTC Program Office, in coordination with Army contracting and legal personnel, established a standard award process that assesses contractors' solutions to make source selection decisions based only on white paper submissions. The DOTC base agreement provides Government customers the option to use a two-step process in instances where the Government customer cannot make informed source selection decisions from the white papers alone. The two-step process is a variation on the standard DOTC award process in which the Government customer selects a specific number of white papers and requests a more detailed second proposal prior to making a source selection decision. This process gives the Government the option to request specific information not included in the white paper and obtain detailed proposal and cost information to make a more informed decision. However, both Army contracting and technical personnel stated that they seldom used the two-step process, and none of the requirements we reviewed used this process.

### ***Selection Decisions Were Based on Limited Source Selection Information***

DOTC program office personnel, in coordination with Army contracting personnel, established an award process that based selection decisions on limited source selection information. Specifically, the DOTC Program Office solicited for white paper proposals on an annual basis by requesting all requiring activities to submit

potential prototype projects for the year and consolidated those requirements into one annual solicitation. The requiring activities sometimes provided broad requirement paragraphs for inclusion in this annual solicitation. In addition, the DOTC award process typically limited white paper proposals to 15 pages in order to cut down on lengthy technical reviews, and limited the amount of information contractors could provide to demonstrate their proposed solution. Furthermore, the DOTC award process only required limited cost data when evaluating and selecting white papers for negotiation and contractors often based cost data on broad annual solicitation requirements. Specifically, most white paper submissions included a Rough Order of Magnitude (ROM) cost estimate accompanied by the rationale for that estimate, which were typically no more than a few sentences in length. The DOTC Program Office intended to provide an award process for prototypes that was faster than traditional FAR-based contracts; however, in doing so, it may not be making awards with the best value or technical solution.

*Three of the six projects awarded included project costs that were a total of \$33.4 million higher at the time of award than the costs included in the white paper estimates.*

We reviewed three ordnance requirements that the DOTC solicited under the FY 2018–2020 DOTC award process. Three of the six projects awarded in response to those requirements included project costs that were a total of \$33.4 million higher at the time of

award than the costs included in the white paper estimates.

For example, we reviewed one requirement in the FY 2019 DOTC 19-04 solicitation that included only one paragraph about the potential prototype and did not include detailed information on the criteria against which evaluators would rate the contractors' white paper proposals. An evaluation team member for this effort stated that the requiring activity, the Army Armament Research, Development, and Engineering Center, knew it would need more information than what was in the white papers prior to making a selection decision; however, the requiring activity did not obtain additional information and instead made a selection decision based on the white papers alone. The Government received four white papers in response to this solicitation, and technical evaluators rated three as acceptable and selected those white papers for negotiation and award. During negotiations, the Government determined that one of the contractors selected for award would not be able to perform the required tasks and issued a de-selection memorandum.<sup>8</sup> Because of the broad nature of the requirements paragraph in the solicitation and the 15-page limit on white paper submissions, the Government did not receive

<sup>8</sup> A de-selection memorandum is an amendment to an existing selection memorandum that indicates the Government no longer intends to award a project to a previously selected contractor.

sufficient information prior to source selection to determine that this contractor had an unacceptable proposal. Only after the contractor provided the Government additional information during SOW negotiations did it become clear that this contractor would be unable to complete the project satisfactorily. Therefore, the white paper did not contain enough information for Government technical personnel to determine the adequacy of the contractor's solution. Furthermore, for one of the two white papers that went through to award, the cost estimate in the white paper was significantly less than the amount awarded. Specifically, the white paper cost estimate was \$20.3 million; however, the total amount awarded was \$44.8 million, which was \$24.5 million higher than the estimate included in the white paper. Further, the white paper did not assign costs to specific aspects of the proposed solution, but instead provided an estimated cost for each year of proposed work, making it difficult to identify what contributed to higher costs at project approval.

*Only after the contractor provided the Government additional information during SOW negotiations did it become clear that this contractor would be unable to complete the project satisfactorily.*

We reviewed another requirement that was included in the FY 2019 DOTC 19-01 annual solicitation. This requirement included more defined technical specifications that led to the requiring activity, Army Program Executive Office Missile and Space - Cruise Missile Defense System, to request an extended 30-page limit for the white papers, compared to the typical 15-page limit. However, the evaluation team stated that even though the white papers were 30 pages, the technical information was limited, which made it difficult to make a selection. Further, the requiring activity, Army Program Executive Office Missile and Space-Cruise Missile Defense System, did not request additional information and made a selection decision based only on the white papers. The evaluation team stated that one contractor selected for SOW negotiations did not completely understand the software requirements that the Government expected from the solicitation requirements. Based only on the information contained in the white paper, Government technical personnel believed that the selected contractor understood these software requirements. However, during SOW negotiations, Government technical personnel involved in the technical evaluations for this effort stated that it became clear that the contractor did not fully understand Government expectations. Technical personnel stated that this misunderstanding led to delays in the award process and the final cost proposal was significantly more than the white paper estimate. Specifically, the white paper estimate was \$47.4 million and the approved cost at award was \$54.5 million, which was \$7.1 million higher.

Army contracting and DOTC Program Office personnel made source selection decisions based on limited information because the DOTC award process allowed decisions based only on the information obtained during the white paper process, and did not require further requests for additional proposal information to clarify partial or missing information. Instead, the requiring activity and DOTC Program Office personnel waited to address additional questions during SOW negotiations. The DOTC base agreement did allow for a two-step solicitation process where the requiring activity could request additional information from the contractors prior to making a selection; however, Army contracting and DOTC Program Office personnel stated requiring activities rarely used this process, often because it increased timelines, and they did not use it in any of our sample items. Further, the DOTC training for requiring activities does not explicitly address or explain the option to use a two-step process.

*Army contracting personnel made source selection decisions without considering accurate cost data and only determined actual project costs after selecting a contractor for award.*

As a result, OT project awards were delayed, project costs significantly exceeded the original cost estimates, and contracting personnel did not consider cost in decisions that would determine the best value for the Government. Specifically, because this

cost data was based on limited requirements and incomplete, Army contracting personnel made source selection decisions without considering accurate cost data and only determined actual project costs after selecting a contractor for award. Therefore, the DOTC Program Office, in coordination with Army contracting personnel, should implement controls over the award process to ensure source selection officials request additional proposal and cost information when needed to make informed selection decisions based on complete information and do not wait until a contractor is selected to address all information gaps during SOW negotiations (Recommendation A.1.d). Additionally, the DOTC Program Office, in coordination with Army contracting personnel, should update the training provided to requiring activities to include how to properly obtain additional source selection information prior to award. The training should also include guidance regarding the existing two-step process to ensure that requiring activities understand the two-step process and when it can be used to the Government’s advantage (Recommendation A.1.e).

***FY 2021 Updated DOTC Award Process***

The DOTC updated its award process in October 2020, at the start of FY 2021. The DOTC Program Office incorporated two main changes to the award process. The first change involved the way that the DOTC solicits white papers. The DOTC

now issues solicitations monthly, instead of annually. Further, requiring activities must now have current intent to award, and approved funding prior to solicitation. Because of this update, the requirements paragraphs in the new solicitations are generally more detailed than in the prior FY 2018–2020 process. The additional detail in the requirements paragraph provides interested contractors more information to formulate white paper proposals, leading to white papers that are more comprehensive and potentially improving cost estimates. Specifically, we reviewed two projects that the DOTC solicited under the FY 2021 DOTC award process and both requirements paragraphs were more detailed than most of those included in solicitations under the FY 2018–2020 award process. However, at the time of our review, contracting personnel had not awarded any projects under the new process, so they were unable to determine whether the cost estimates in the white papers were closer to the actual awarded costs.

The DOTC Program Office also incorporated a second change to the process related to recommending white papers for award. Under the updated FY 2021 award process, the consensus evaluator immediately recommends a contractor for award upon the completion of the technical evaluations and the requiring activity must award the project within 1 year. Under the FY 2018–2020 process, evaluators did not give a recommendation for award; instead, they determined whether each white paper was eligible for award and retained eligible white papers on file for the requiring activity to make a selection decision later, up to 3 years from the date the initial solicitation was closed.

While these changes may lead to improvements in the adequacy of white paper submissions and may allow for more transparency in the technical evaluation and award process, we identified additional issues with the DOTC award process that were not changed in the updated FY 2021 process.

*While these changes may lead to improvements, we identified additional issues with the DOTC award process that were not changed in the updated FY 2021 process.*

Specifically, the DOTC award process maintains the standard 15-page limit for white paper submissions, which continues to limit the amount of information contractors can provide to demonstrate their proposed solutions. Government technical personnel stated that the page limit on white paper submissions alleviates lengthy technical reviews that can prolong the award process. Further, the updated process does not address the use of the two-step process to pursue proactively additional information pertinent to the award prior to SOW negotiations.

Although requiring activities still have the option to use this process, Government technical personnel stated that the two-step process adds time to the overall award process and therefore, is rarely used.

Additionally, in the updated FY 2021 award process, Army contracting and DOTC Program Office personnel still do not track individuals performing white paper evaluations to ensure all technical evaluators document their evaluations in BIDS or the contract files to capture their individual opinions. As a result, Army contracting personnel still do not have oversight to determine who evaluated each white paper.

Further, the FY 2021 award process only requires that estimated cost data be included in the white papers. Therefore, since the updates to the process do not address the limitations on white paper submissions, proactive use of the two-step process, or documentation of individual technical evaluations, we are recommending that the DOTC Program Office, in coordination with ACC-NJ add additional controls to the award process and update training to address these issues. See Recommendations A.1.a, A.1.d, and A.1.e.

## Conclusion

OUSD(A&S) established the DOTC to serve as the DoD focal point for ordnance technology research and development.

The DOTC Program Office, in coordination with ACC-NJ, established a standard process for awarding prototype projects through a base OT agreement with a consortium. While there are limited criteria governing OTs to provide for flexibility, additional controls are needed to ensure transparency over the source selection process, while also maintaining a competitive environment to the maximum extent practicable in accordance with 10 U.S.C. 2371b (2020) and DoD guidance. The DOTC Program Office, in coordination with ACC-NJ, should establish controls to ensure that support of award decisions is adequately documented and maintained in the contract files and that cost estimates more accurately reflect the actual costs of performing the project and avoid significant post-award changes. Otherwise, ACC-NJ personnel will continue to make selection decisions based on incomplete and inaccurate information. As a result, the Government may not be obtaining the best value or technical solutions. Additionally, the DOTC Program Office, in coordination with ACC-NJ, should implement controls to ensure that technical personnel document and maintain all evaluations of white papers and proposals in BIDS.

Without complete documentation of individual evaluations, contracting personnel may not have a complete picture of evaluators' opinions, which could ultimately lead to a lack of transparency throughout the source selection process, and may continue to make award decisions based on incomplete information that does not reflect the opinion of all individual evaluators.

## **Recommendations, Management Comments, and Our Response**

The Director, Armaments Center, U.S. Army Combat Capabilities Development Command (DEVCOM) responded to the recommendations on behalf of the DOTC Program Office. In addition, the Procurement Insight/Oversight Director, on behalf of the Assistant Secretary of the Army for Acquisition, Logistics, and Technology, responded to the recommendations pertaining to Army contracting personnel. Management comments from the Armaments Center Director and Procurement Insight/Oversight Director detailed the same collaborative corrective actions in response to our recommendations, so we combined both sets of comments and our responses.

### ***Recommendation A.1***

**We recommend that the DoD Ordnance Technology Consortium Program Office, in coordination with Army contracting personnel:**

- a. Implement controls over the source selection process to ensure that all individual technical evaluators document their evaluations in the Business Information Database System and ensure those evaluations are included in the contract files. Further, the DoD Ordnance Technology Consortium Program Office should update training provided to the technical evaluators emphasizing that each individual must upload their own technical evaluations into the Broad Agency Announcement Information Delivery System.**

### ***U.S. Army Combat Capabilities Development Command, Armaments Center and Office of the Assistant Secretary of the Army for Acquisition, Logistics, and Technology Comments***

The U.S. Army DEVCOM Armaments Center Director and the Procurement Insight/Oversight Director agreed with the recommendation, stating that the DOTC Program Office and ACC-NJ will coordinate to implement controls over the source selection process to ensure that all individual evaluators document their own individual evaluations in BIDS and implement process changes to ensure that those evaluations are maintained in the official ACC-NJ contract files. Further, the DOTC Program Office and ACC-NJ will coordinate to update the training for technical

evaluators to emphasize such requirements and implement processes to ensure adequate training. The Directors stated the anticipated target completion date for these actions is July 1, 2022.

### ***Our Response***

Comments from the Armaments Center Director and Procurement Insight/Oversight Director addressed the specifics of the recommendation; therefore, the recommendation is resolved but remains open. We will close the recommendation once the DOTC Program Office and ACC-NJ provide documentation demonstrating that they have updated controls, training, and process changes.

- b. Provide additional training to source selection officials to highlight what information can and cannot be included in source selection decision making, and what supporting documentation is required.**

### ***U.S. Army Combat Capabilities Development Command, Armaments Center and Office of the Assistant Secretary of the Army for Acquisition, Logistics, and Technology Comments***

The U.S. Army DEVCOM Armaments Center Director and Procurement Insight/Oversight Director agreed with the recommendation, stating that the DOTC Program Office and ACC-NJ will coordinate to review and update training for evaluators in source selections to emphasize what information may be used during the evaluations of white papers. Specifically, the updated training documentation will instruct evaluators that they may only use the information provided in a respondent's white paper and the information obtained appropriately under the constructs of the selection process in order to make a selection decision. The Directors stated the anticipated target completion date for these actions is July 1, 2022.

### ***Our Response***

Comments from the Armaments Center Director and Procurement Insight/Oversight Director addressed the specifics of the recommendation; therefore, the recommendation is resolved but remains open. We will close the recommendation once the DOTC Program Office and ACC-NJ provide documentation demonstrating that they have established updates to evaluators' training and evidence to support that they have distributed the updated training to new and existing evaluators.

- c. **Implement controls over the source selection decision process to ensure that selection decisions properly reflect only the documentation obtained during the source selection process, and that those decisions are properly documented to ensure transparency of awards in accordance with the Office of the Under Secretary of Defense for Acquisition and Sustainment Other Transactions Guide.**

***U.S. Army Combat Capabilities Development Command, Armaments Center and Office of the Assistant Secretary of the Army for Acquisition, Logistics, and Technology Comments***

The U.S. Army DEVCOM Armaments Center Director and Procurement Insight/Oversight Director agreed with the recommendation, stating that the DOTC Program Office and ACC-NJ will coordinate to review and update training and process documentation for evaluators to ensure that selection decisions properly reflect only the information obtained during the source selection process and that those decisions are properly documented to ensure transparency. Specifically, the updated training documentation will instruct evaluators that they may only use the information provided in a respondent's white paper and the information obtained appropriately under the constructs of the selection process in order to make a selection decision. Further, the DOTC Program Office and ACC-NJ will instruct DOTC Technical Managers, Agreements Officers, and Legal Counsel to review white papers and other relevant information obtained during the selection process, to ensure the same information is present in the evaluations. The Directors stated the anticipated target completion date for these actions is July 1, 2022.

***Our Response***

Comments from the Armaments Center Director and Procurement Insight/Oversight Director addressed the specifics of the recommendation; therefore, the recommendation is resolved but remains open. We will close the recommendation once the DOTC Program Office and ACC-NJ, provide documentation demonstrating that they have established updates to the training and process documents for evaluators in source selections.

- d. **Implement controls over the award process to ensure source selection officials request additional proposal and cost information when needed to make informed selection decisions based on complete information and do not wait until a contractor is selected to address all information gaps during statement of work negotiations.**

***U.S. Army Combat Capabilities Development Command, Armaments Center and Office of the Assistant Secretary of the Army for Acquisition, Logistics, and Technology Comments***

The U.S. Army DEVCOM Armaments Center Director and Procurement Insight/Oversight Director agreed with the recommendation, stating that the DOTC Program Office and ACC-NJ will coordinate to implement training updates and additional process steps to ensure that evaluators solicit additional information when practicable and when requested by the requiring technical organization in order to make informed selection recommendations. Further, all evaluators will be continually reminded of the existing two-step award process. Additionally, BIDS will be updated to include organizational confirmation that additional information is or is not required prior to making final selection recommendations. The Directors stated the anticipated target completion date for these actions is July 1, 2022.

***Our Response***

Comments from the Armaments Center Director and Procurement Insight/Oversight Director addressed the specifics of the recommendation; therefore, the recommendation is resolved but remains open. We will close the recommendation once the DOTC Program Office and ACC-NJ provide documentation supporting the training updates for evaluators in source selections and additional process steps, and after we can verify the update to BIDS.

- e. **Update the training provided to requiring activities to include how to properly obtain additional source selection information prior to award. The training should also include additional guidance regarding the existing two-step process to ensure requiring activities understand the two-step process and when it can be used to the Government's advantage.**

***U.S. Army Combat Capabilities Development Command, Armaments Center and Office of the Assistant Secretary of the Army for Acquisition, Logistics, and Technology Comments***

The U.S. Army DEVCOM Armaments Center Director and Procurement Insight/Oversight Director agreed with the recommendation, stating that the DOTC Program Office and ACC-NJ will coordinate to update training provided to require technical organizations to obtain additional source selection information, including how

to submit technical and cost clarification questions and how to use the two-step process, prior to finalizing selection recommendations. The Directors stated the anticipated target completion date for these actions is July 1, 2022.

### ***Our Response***

Comments from the Armaments Center Director and Procurement Insight/Oversight Director addressed the specifics of the recommendation; therefore, the recommendation is resolved but remains open. We will close the recommendation once the DOTC Program Office and ACC-NJ provide documentation demonstrating that they have established updates to the training.

## Appendix A

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### Scope and Methodology

We conducted this performance audit in response to allegations submitted to the DoD Hotline from March 2021 through November 2021 in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

Our original audit objective was to determine whether Army contracting personnel competed and awarded OT prototype projects for the DOTC in accordance with applicable Federal laws and DoD policies. However, since both Army contracting and DOTC Program Office personnel are involved in the facilitation and award of prototype projects awarded under the DOTC base agreement, we revised our objective to determine whether: (1) Army Contracting personnel, in coordination with DOTC Program Office personnel, awarded OTs in accordance with applicable Federal laws and DoD policies and (2) the process provided for competitive procedures to the maximum extent practicable.

Prior to selecting our nonstatistical sample, we met with the hotline complainant to discuss the details of their allegation. The complainant provided additional information to support their claims, as well as a list of other prototype project awards made under the DOTC base agreement that they believed might further support these claims. We reviewed the documentation the complainant provided us, and considered their recommended projects when selecting our sample.

To complete the audit, we obtained the universe of all projects awarded under 2018 DOTC Base Agreement #W15QKN-18-9-1008, as of March 23, 2021. ACC-NJ contracting personnel provided a spreadsheet of all projects, which included 341 projects awarded under 241 research areas with a total ceiling value of \$5.7 billion and a total awarded funding value of \$2.8 billion. Additionally, Army contracting personnel provided a list of all research areas solicited under the 2018 Base Agreement with the updated FY 2021 award process that the Government had not yet awarded.

After obtaining a universe from the 2018 DOTC Base Agreement and supplemental information from Army contracting personnel, we selected a nonstatistical sample of five research areas to review, including the research area related to the

hotline complaint. The sample selected included both projects awarded under the FY 2018–2020 and the FY2021 award processes. The sample was comprised of nine projects valued at \$270 million.<sup>9</sup>

- Two Ammunition (AMM) 19-04-021 project awards,
- Three Rockets, Missiles, and Bombs (RMB) 19-06 project awards,
- Two Weapon Systems (WPN) 19-24 project awards,
- One Enabling Technologies (ENT) 21-002 project selected for award, and
- One ENT 21-006 project selected for award.

For the five research areas we selected for review, comprised of nine projects, we performed an in-depth review of contract documentation, evaluation materials, and DOTC policies to determine if Army contracting and DOTC Program Office personnel awarded prototype projects in accordance with applicable laws and regulations. Further, we conducted interviews with ACC-NJ contracting personnel, DOTC Program Office personnel, and members of technical review teams to determine if the processes and procedures in place adequately allow for the use of competitive procedures to the maximum extent practicable as is required by 10 U.S.C. § 2371b (2020).

## Internal Control Assessment and Compliance

We assessed internal controls and compliance with laws and regulations necessary to satisfy the audit objective. In particular, we assessed compliance with 10 U.S.C. § 2371b (2020) and the DoD-issued OT Guide, November 2018. Further, we identified several internal control deficiencies relating to competition and transparency throughout the DOTC enhanced white paper process. However, because our review was limited to these internal control components and underlying principles, it may not have disclosed all internal control deficiencies that may have existed at the time of this audit.

## Use of Computer-Processed Data

We used computer-processed data to perform this audit; however, we did not rely solely on this data and reviewed the accuracy of the data through source documentation. Specifically, ACC-NJ provided a universe from BIDS of projects awarded under the DOTC base agreement and the research area each project award was solicited under at the time of our review. Based on this data, the audit team

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<sup>9</sup> At the time of our audit two of the nine projects in our sample were not awarded yet, but were selected for award and had an estimated value of \$21.6 million, in addition to the \$270 million in awarded projects.

selected a nonstatistical sample of five research areas to determine whether Army contracting personnel competed and awarded OT prototype projects for the DOTC in accordance with applicable Federal laws and DoD policies.

We evaluated the prototype projects by reviewing Federal, DoD, and DOTC-specific criteria, the DOTC base agreement, and solicitation, evaluation, and award documentation for each of our sample items. Therefore, we only relied on computer-processed data to assist in selecting a sample of research areas to review.

## **Prior Coverage**

During the last 5 years, the Government Accountability Office (GAO), the DoD Office of Inspector General (DoD OIG), and the Army Audit Agency (AAA) issued three reports discussing OTs.

### **GAO**

Report No. GAO-20-84, “DoD’s Use of Other Transactions for Prototypes Has Increased,” November 2019

The GAO found that the DoD significantly increased its use of other transactions for prototype projects from FY 2016 through FY 2018 and that DoD data shows that companies which typically did not do business with the DoD participated to a significant extent on 88 percent of the transactions awarded during this time. As part of this Report, the GAO assessed the reliability of Federal Procurement Database System – Next Generation data by electronically testing for missing data, outliers, and inconsistent coding. At the time of review, the Federal Procurement Database System – Next Generation did not distinguish prototype transactions from production transactions and procurements for experimental purposes. A total of 8 out of 244 OTs were incorrectly identified as prototype OTs. After excluding these 8 OTs, the GAO determined that Federal Procurement Database System – Next Generation data were sufficiently reliable. In 9 of the 11 prototype OTs the GAO reviewed, agreements officers followed their Component’s review policies before awarding OTs. Agreements officers did not obtain higher-level reviews on the two remaining transactions.

### **DoD OIG**

Report No. DODIG-2021-077, “Audit of Other Transactions Awarded through Consortiums,” April 21, 2021

The DoD OIG determined that DoD contracting personnel did not always plan and execute OTs awarded through consortiums in accordance with OT laws and regulations. Specifically, DoD contracting personnel did not properly track OTs

awarded through consortiums and did not have an accurate count of OTs and associated dollar values. Further, DoD contracting personnel did not ensure the security of controlled or restricted information being sent to the consortium and were not performing security reviews of cumulative technical information provided to consortium members, and instead only performed security reviews on a per-project basis. Additionally, the DoD did not require consortium members to register in the System for Award Management.

## **Army**

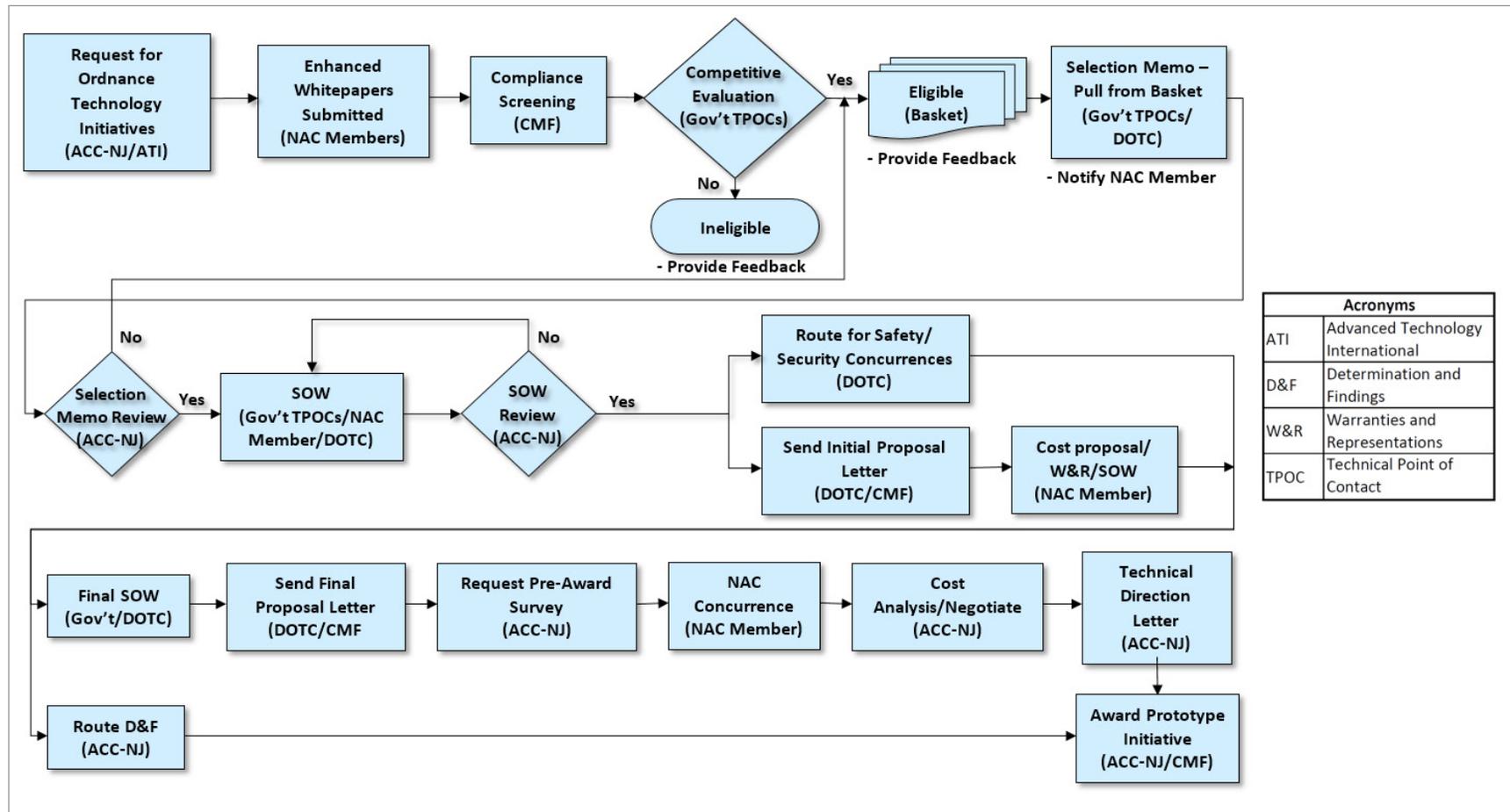
Report No. A-2020-0038-BOZ, "Other Transaction Authority Control Environment,"  
February 27, 2020

The Army Audit Agency found that OT agreements did not always have appropriate safeguards to protect Government interests. Agreements officers (AOs) generally used proper designation authorities and addressed intellectual property rights. However, the agreements needed safeguards to ensure that AOs or their representatives assessed and mitigated risks to make sure contractors could meet technical, schedule, and cost expectations; made sure contractors met security requirements; and ensured that invoices were supported and properly approved before payment. This happened because AOs and requiring activity personnel did not follow Federal management control principles in DoD and Army guidance when developing, awarding, and administering the agreements. Additionally, the Army did not have visibility of individual projects under consortium OT agreements in official reporting systems.

## Appendix B

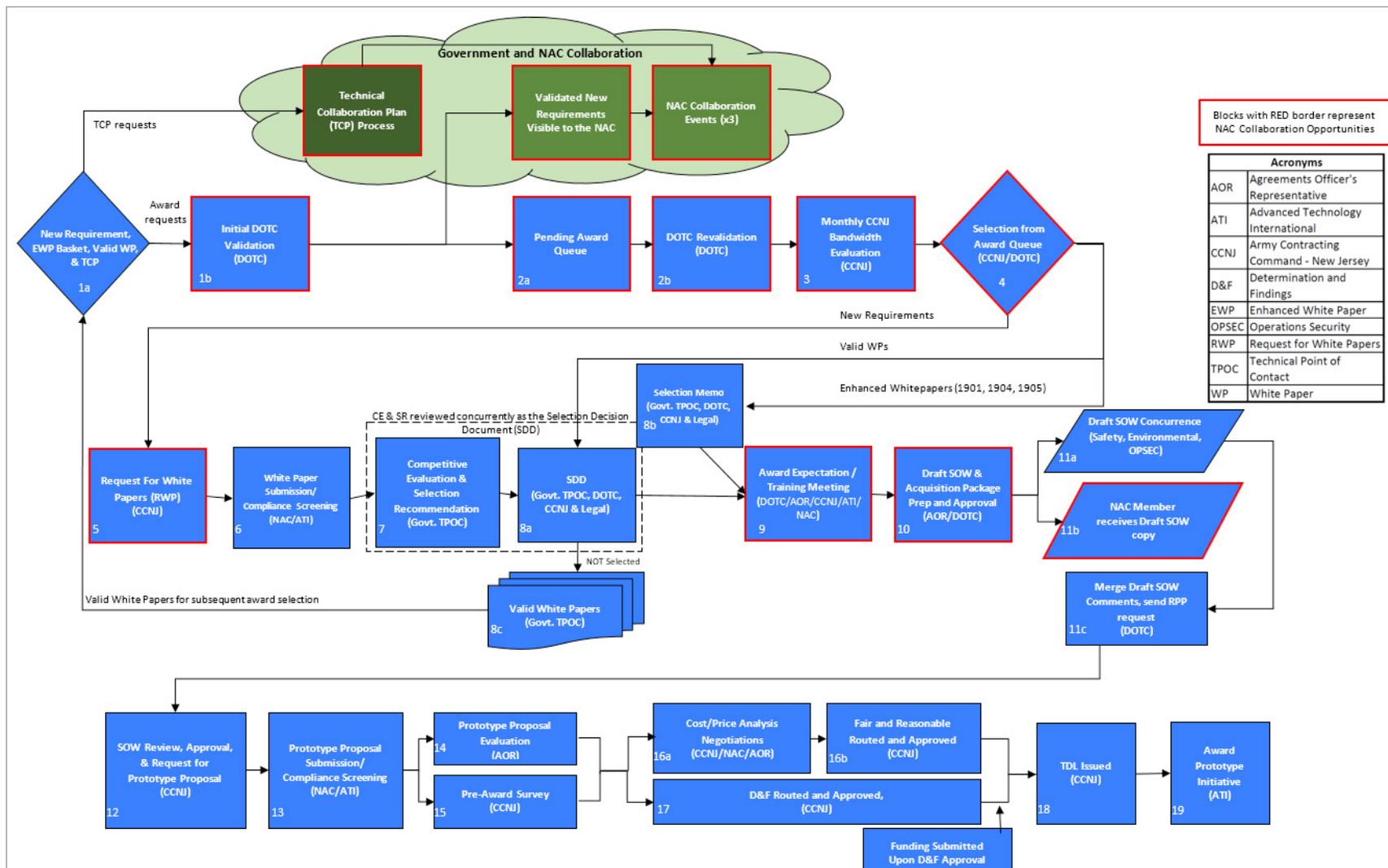
### Detailed DOTC Award Process Flowcharts for FY 2018–2020 and FY 2021

Figure 1. FY 2018–2020 Award Process for the DoD Ordnance Technology Consortium



Source: DOTC Program Office.

Figure 2. FY 2021 DOTC Award Process for the DoD Ordnance Technology Consortium



Source: DOTC Program Office.

# Management Comments

## Assistant Secretary of the Army (Acquisition, Logistics, and Technology) Comments



**DEPARTMENT OF THE ARMY**  
OFFICE OF THE ASSISTANT SECRETARY OF THE ARMY  
ACQUISITION LOGISTICS AND TECHNOLOGY  
103 ARMY PENTAGON  
WASHINGTON DC 20310-0103

SAAL-ZP

MEMORANDUM FOR DEPARTMENT OF DEFENSE OFFICE OF INSPECTOR GENERAL DOD IG), 4800 MARK CENTER DRIVE, ALEXANDRIA, VA 22350-1500

SUBJECT: Comments Required, DoD IG Draft Report: DoD Hotline Allegations Concerning the DoD Ordnance Technology Consortium (D2021AX-0103).

1. On behalf of the Assistant Secretary of the Army (Acquisition, Logistics and Technology), the Office of the Deputy Assistant Secretary of the Army (Procurement) reviewed the subject report and I am providing the Official Army Position.

2. After reviewing the audit report and command comments, we concur. The point of contact for this action is [REDACTED];

Controlled by: Army  
Controlled by: ASA(ALT)  
CUI Category: General Procurement and Acquisition  
Distribution/Limited Dissemination Control: FEDCON  
POC: [REDACTED]

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Encl

John T. Courtis, Director  
Procurement/Insight Oversight

## Assistant Secretary of the Army (Acquisition, Logistics, and Technology) Comments (cont'd)



DEPARTMENT OF THE ARMY  
HEADQUARTERS, U.S. ARMY MATERIEL COMMAND  
4400 MARTIN ROAD  
REDSTONE ARSENAL, AL 35898-5000

AMIR

01 FEB 2022

MEMORANDUM FOR U.S. Department of Defense Inspector General (DoDIG/ [REDACTED])  
[REDACTED] Program Director for Audit Acquisition, Contracting, and Sustainment,  
4800 Mark Center Drive, Alexandria, VA 22350-1500

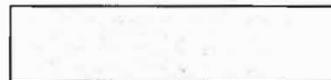
SUBJECT: Command Comments to DoDIG Draft Report – Audit of DoD Hotline  
Allegations Concerning the DoD Ordnance Technology Consortium, Project: D2021-  
D000AX-0103.000

1. The U.S. Army Materiel Command has reviewed and endorses the subject draft report and responses from the U.S. Army Contracting Command. Our specific comments are included at the enclosure.

2. The U.S. Army Materiel Command point of contact is [REDACTED]  
[REDACTED] or email: [REDACTED]

Encl

  
LISHA H. ADAMS  
Executive Deputy to the  
Commanding General



## Assistant Secretary of the Army (Acquisition, Logistics, and Technology) Comments (cont'd)



DEPARTMENT OF THE ARMY  
U.S. ARMY CONTRACTING COMMAND  
4505 MARTIN ROAD  
REDSTONE ARSENAL, AL 35898-5000

AMCC-IR (RN11-7a)

21 January 2022

MEMORANDUM FOR [REDACTED] Director, Internal Review and Audit Compliance Office, Headquarters, U.S. Army Materiel Command, 4400 Martin Road, Redstone Arsenal, AL 35898-5000

SUBJECT: Department of Defense Inspector General (DoDIG) Audit Draft Report Project No. D2021-D000AX-0103.000 (CUI) DoD Hotline Allegations Concerning the DoD Ordnance Technology Consortium

1. Reference. DoDIG Audit Draft Report (CUI) "DoD Hotline Allegations Concerning the DoD Ordnance Technology Consortium" (Project Number D2021-D000AX-0103.000)
2. The Commanding General, U.S. Army Contracting Command (ACC) concurs with Recommendations A1a-A1e.
3. By 1 July 2022, ACC-NJ will work in coordination with the DoD Ordnance Technology Consortium (DOTC) Program Office to implement recommendations A1a-A1e as detailed in the enclosed comments.
4. The ACC point of contact for this memorandum is [REDACTED] Internal Review Audit and Compliance Office, at [REDACTED]

Encl

A handwritten signature in black ink, appearing to read "Christine A. Beeler".

CHRISTINE A. BEELER  
Brigadier General, USA  
Commanding

## Assistant Secretary of the Army (Acquisition, Logistics, and Technology) Comments (cont'd)



CCNJ

**DEPARTMENT OF THE ARMY**  
U.S. ARMY CONTRACTING COMMAND-NEWJERSEY  
PICATINNY ARSENAL, NJ 07806-5000

13 January 2022

MEMORANDUM FOR: HQS ACC

SUBJECT: Report for the Audit of DoD Hotline Allegations Concerning the DoD Ordnance Technology Consortium (Project no. D2021-D000AX-0103.000)

1. We concur with the recommendation. Detailed comment and corrective action are enclosed.
2. My point of contact is [REDACTED], Procurement Analyst, email: [REDACTED] telephone: [REDACTED].

Encl

KING.JERR Digitally signed by  
Y.DAVID [REDACTED]  
[REDACTED]  
Date: 2022.01.13  
17:01:45 -0500  
David King  
Deputy Executive  
Director  
ACC-NJ

## Assistant Secretary of the Army (Acquisition, Logistics, and Technology) Comments (cont'd)

### DODIG DRAFT REPORT

#### "Audit of DoD Hotline Allegations Concerning the DoD Ordnance Technology Consortium

(Project D2021-D000AX-0103.000)

#### United States Army Contracting Command-New Jersey

**RECOMMENDATION A.1** Addressed to the DoD Ordnance Technology Program Office, in coordination with Army contracting personnel:

a. Implement controls over the source selection process to ensure that all individual technical evaluators document their evaluations in the Broad Agency Announcement Information Delivery System and ensure those evaluations are included in the contract files. Further, the DoD Ordnance Technology Consortium Program Office should update training provided to the technical evaluators emphasizing that each individual must upload their own technical evaluations into the Broad Agency Announcement Information Delivery System.

**ACC-NJ RESPONSE:**

Concur. ACC-NJ in coordination with the DOTC Program Office will implement controls over the source selection process to ensure that all individual technical evaluators document their own evaluations in the Broad Agency Announcement (BAA) Information Delivery System (BIDS) and will implement process changes to ensure those individual evaluations are included in the official ACC-NJ contract file repository. ACC-NJ in coordination with the DOTC Program Office will review and update the training to technical evaluators emphasizing that each individual evaluator must upload their own technical evaluations into BIDS. ACC-NJ in coordination with the DOTC Program Office will implement a process to direct that each individual evaluator personally login to BIDS with their own account credentials and input their individual evaluation. Furthermore, the Agreements Officer will be directed to extract a copy of the individual evaluations and store them in the official ACC-NJ contract file repository for each project.

The anticipated target completion date is 01 July 2022.

b. Provide additional training to source selection officials to highlight what information can and cannot be included in source selection decision making, and what supporting documentation is required.

**ACC-NJ RESPONSE:**

Concur. ACC-NJ in coordination with the DOTC Program Office will review and update training and process documentation for evaluators in source selections to emphasize what information may be used during the evaluations of Enhanced White Papers. Specifically, the updated training documentation will instruct evaluators that they may only use the information provided in a respondent's Enhanced White Paper and the information that was obtained appropriately under the constructs of the selection process in order to make a selection decision. Evaluators will be instructed that no outside information shall be permitted in reaching a selection decision. Furthermore, DOTC Technical Managers, Agreements Officers, and Legal Counsel will be instructed to review the Enhanced White Papers along

## Assistant Secretary of the Army (Acquisition, Logistics, and Technology) Comments (cont'd)

with any other relevant information obtained during the selection process and compare to the evaluations. Should there be any information included in the evaluation, that was not otherwise provided in the Enhanced White Paper, or information obtained during the selection process, the evaluation will be sent back to the evaluation team for revision.

The anticipated target completion date is 01 July 2022.

c. Implement controls over the source selection decision process to ensure that selection decisions properly reflect only the documentation obtained during the source selection process, and that those decisions are properly documented to ensure transparency of awards in accordance with the Office of the Under Secretary of Defense for Acquisition and Sustainment Other Transactions Guide.

**ACC-NJ RESPONSE:**

Concur. ACC-NJ in coordination with the DOTC Program Office will review and update training and process documentation for evaluators in source selections. This will ensure that selection decisions properly reflect only the information obtained during the source selection process, and that those decisions are properly documented to ensure transparency. Specifically, the updated training documentation will instruct evaluators to only use the information provided in a respondent's Enhanced White Paper and other relevant information obtained throughout the evaluation process in making the selection decision. DOTC Technical Managers, Agreements Officers, and Legal Counsel will also be instructed to review the Enhanced White Papers and other relevant information obtained during the selection process, to ensure the same information is present in the evaluations. Should the DOTC Technical Managers, Agreements Officers, and Legal Counsel identify any information included in the evaluation that was not otherwise provided in the Enhanced White Paper or obtained during the selection process, the evaluation will be sent back to the evaluation team for revision.

The anticipated target completion date is 01 July 2022.

d. Implement controls over the award process to ensure source selection officials request additional proposal and cost information when needed to make informed selection decisions based on complete information and do not wait until a contractor is selected to address all information gaps during statement of work negotiations.

**ACC-NJ RESPONSE:**

Concur. ACC-NJ in coordination with the DOTC Program Office will implement training updates and additional process steps to ensure that evaluators in source selections solicit additional technical and/or cost information when practicable, and when requested by the requiring technical organization, in order to make informed selection recommendations. All evaluators will be continually reminded of the existing Two-Step Award Process. Furthermore, BIDS will be updated to include organizational confirmation that additional technical and/or cost information is or is not required prior to making the final selection recommendation.

The anticipated target completion date is 01 July 2022.

## Assistant Secretary of the Army (Acquisition, Logistics, and Technology) Comments (cont'd)

e. Update the training provided to requiring activities to include how to properly obtain additional source selection information prior to award. The training should also include additional guidance regarding the existing two-step process to ensure requiring activities understand the two-step process and when it can be used to the Government's advantage.

**ACC-NJ RESPONSE:**

Concur. ACC-NJ in coordination with the DOTC Program Office will update the training provided to require technical organizations to obtain additional source selection information prior to finalizing selection recommendations. The training will include additional guidance to ensure requiring activities understand how to submit technical and/or cost clarification questions, and how to use the Two-Step Process to request additional technical and/or cost information prior to selection recommendation.

The anticipated target completion date is 01 July 2022.

# U.S. Army Combat Capabilities Development Command Comments



DEPARTMENT OF THE ARMY  
U.S. ARMY COMBAT CAPABILITIES DEVELOPMENT COMMAND  
ARMAMENTS CENTER  
PICATINNY ARSENAL, NEW JERSEY 07806-5000

FCDD-ACD

18 January 2022

MEMORADUM THRU

Commander, DEVCOM 6662 Gunner Circle Aberdeen Proving Ground,  
MD 21005-5201 FOR DOD Inspector General 4800 Mark Center Drive Alexandria,  
Virginia 22350-1500

*EAS 20 JAN 22*

SUBJECT: Armament Center Response to Draft Report on the Audit of DoD Hotline Allegations Concerning the DoD Ordnance Technology Consortium

1. Reference DODIG Draft Report, Audit of DoD Hotline Allegations Concerning the DoD Ordnance Technology Consortium (Project A D2021-D000AX-0103.000)
2. As requested, enclosed our response to the recommendations addressed to the Armament Center.
3. Point of contact for this action is [REDACTED] Internal Review Office. He can be reached via email at [REDACTED] or [REDACTED]

HEDDERICH.J  
OHN.F.III. [REDACTED]  
[REDACTED]

Digitally signed by  
HEDDERICH.JOHN.F.III. [REDACTED]  
Date: 2022.01.19  
17:03:35 -05'00'

John F. Hedderich III, SES  
Director  
Armaments Center, DEVCOM

## U.S. Army Combat Capabilities Development Command Comments (cont'd)

**DODIG DRAFT REPORT**  
**“Audit of DoD Hotline Allegations Concerning the DoD Ordnance Technology Consortium**  
**(Project D2021-D000AX-0103.000)**  
**U.S. Army Futures Command, Combat Capabilities Development Command, Armaments Center Comments**

**RECOMMENDATION A.1** Addressed to the DoD Ordnance Technology Program Office, in coordination with Army contracting personnel:

a. Implement controls over the source selection process to ensure that all individual technical evaluators document their evaluations in the Broad Agency Announcement Information Delivery System and ensure those evaluations are included in the contract files. Further, the DoD Ordnance Technology Consortium Program Office should update training provided to the technical evaluators emphasizing that each individual must upload their own technical evaluations into the Broad Agency Announcement Information Delivery System.

**ARMAMENTS CENTER RESPONSE:**

*Concur. The DOTC Program Office in coordination with ACC-NJ will implement controls over the source selection process to ensure that all individual technical evaluators document their own evaluations in the Broad Agency Announcement (BAA) Information Delivery System (BIDS) and will implement process changes to ensure those individual evaluations are included in the official ACC-NJ contract file repository. The DOTC Program Office in coordination with ACC-NJ will review and update the training to technical evaluators emphasizing that each individual evaluator must upload their own technical evaluations into BIDS. The DOTC Program Office in coordination with ACC-NJ will implement a process to direct that each individual evaluator personally login to BIDS with their own account credentials and input their individual evaluation. Furthermore, the Agreements Officer will be directed to extract a copy of the individual evaluations and store them in the official ACC-NJ contract file repository for each project.*

***The anticipated target completion date is 01 July 2022.***

b. Provide additional training to source selection officials to highlight what information can and cannot be included in source selection decision making, and what supporting documentation is required.

**ARMAMENTS CENTER RESPONSE:**

*Concur. The DOTC Program Office in coordination with ACC-NJ will review and update training and process documentation for evaluators in source selections to emphasize what information may be used during the evaluations of White Papers. Specifically, the updated training documentation will instruct evaluators that they may only use the*

## U.S. Army Combat Capabilities Development Command Comments (cont'd)

*information provided in a respondent's White Paper and the information that was obtained appropriately under the constructs of the selection process in order to make a selection decision. Evaluators will be instructed that no outside information shall be permitted in reaching a selection decision. Furthermore, DOTC Technical Managers, Agreements Officers, and Legal Counsel will be instructed to review the White Papers along with any other relevant information obtained during the selection process and compare to the evaluations. Should there be any information included in the evaluation, that was not otherwise provided in the White Paper, or information obtained during the selection process, the evaluation will be sent back to the evaluation team for revision.*

***The anticipated target completion date is 01 July 2022.***

c. Implement controls over the source selection decision process to ensure that selection decisions properly reflect only the documentation obtained during the source selection process, and that those decisions are properly documented to ensure transparency of awards in accordance with the Office of the Under Secretary of Defense for Acquisition and Sustainment Other Transactions Guide.

#### **ARMAMENTS CENTER RESPONSE:**

*Concur. The DOTC Program Office in coordination with ACC-NJ will review and update training and process documentation for evaluators in source selections. This will ensure that selection decisions properly reflect only the information obtained during the source selection process, and that those decisions are properly documented to ensure transparency. Specifically, the updated training documentation will instruct evaluators to only use the information provided in a respondent's White Paper and other relevant information obtained throughout the evaluation process in making the selection decision. DOTC Technical Managers, Agreements Officers, and Legal Counsel will also be instructed to review the White Papers and other relevant information obtained during the selection process, to ensure the same information is present in the evaluations. Should the DOTC Technical Managers, Agreements Officers, and Legal Counsel identify any information included in the evaluation that was not otherwise provided in the White Paper or obtained during the selection process, the evaluation will be sent back to the evaluation team for revision.*

***The anticipated target completion date is 01 July 2022.***

d. Implement controls over the award process to ensure source selection officials request additional proposal and cost information when needed to make informed selection decisions based on complete information and do not wait until a contractor is selected to address all information gaps during statement of work negotiations.

## U.S. Army Combat Capabilities Development Command Comments (cont'd)

### **ARMAMENTS CENTER RESPONSE:**

*Concur. The DOTC Program Office in coordination with ACC-NJ will implement training updates and additional process steps to ensure that evaluators in source selections solicit additional technical and/or cost information when practicable, and when requested by the requiring technical organization, in order to make informed selection recommendations. All evaluators will be continually reminded of the existing Two-Step Award Process. Furthermore, BIDS will be updated to include organizational confirmation that additional technical and/or cost information is or is not required prior to making the final selection recommendation.*

***The anticipated target completion date is 01 July 2022.***

e. Update the training provided to requiring activities to include how to properly obtain additional source selection information prior to award. The training should also include additional guidance regarding the existing two-step process to ensure requiring activities understand the two-step process and when it can be used to the Government's advantage.

### **ARMAMENTS CENTER RESPONSE:**

*Concur. The DOTC Program Office in coordination with ACC-NJ will update the training provided to require technical organizations to obtain additional source selection information prior to finalizing selection recommendations. The training will include additional guidance to ensure requiring activities understand how to submit technical and/or cost clarification questions, and how to use the Two-Step Process to request additional technical and/or cost information prior to selection recommendation.*

***The anticipated target completion date is 01 July 2022.***

## Acronyms and Abbreviations

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<b>A&amp;S</b>	Acquisition and Sustainment
<b>ACC-NJ</b>	Army Contracting Command – New Jersey
<b>BIDS</b>	Broad Agency Announcement Information Delivery System
<b>CMF</b>	Consortium Management Firm
<b>DOTC</b>	DoD Ordnance Technology Consortium
<b>FAR</b>	Federal Acquisition Regulation
<b>NAC</b>	National Armaments Consortium
<b>OT</b>	Other Transaction
<b>ROTI</b>	Request for Ordnance Technology Initiatives
<b>OUSD</b>	Office of the Under Secretary of Defense
<b>SOW</b>	Statement of Work



# **Whistleblower Protection**

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