

## Contract Formation

# Activity 5: Requirements Document Analysis

*Procedures to ensure the accuracy and completeness of the customer's requirements documents.*

**Related Flow Charts:** [Flow Chart 5](#)

**Related Tools:** [TechFAR Handbook for Procuring Digital Services Using Agile Processes](#), [U.S. Digital Services Playbook](#), [Acquisition Requirements Roadmap Tool \(ARRT\) Suite](#), [Service Acquisition Mall \(SAM\)](#), [Acquisition Gateway Statements of Work Library \(SOWL\)](#)

Tasks	FAR Reference(s)	Additional Information
1. Review the results of market research.	FAR 10.002 Procedures [market research]. FAR 12.202 Market research and description of agency need [special requirements for the acquisition of commercial items].	Ensure that the information obtained during market research is given due consideration during the preparation of the requirement documents.
2. Collect the information for the requirements documents.	FAR 1.7 Determinations and Findings. FAR 6.303(d) Justifications. FAR 37.602 Performance work statement. FAR 37.602(c) Performance work statement. FAR 8.405-2(b) Ordering procedures for Federal Supply Schedules. [ordering procedures for services requiring a statement of work]. Code of Federal Regulations 41 CFR 101-29.208 Commercial Item Descriptions (CID)s.	The following documents are attached to the purchase request, which describe and/or specify the products and/or services to be acquired. The requirements document (if applicable) may consist of: <ul style="list-style-type: none"><li>• A determination and findings (D&amp;F);</li><li>• Commercial item descriptions (CIDs)</li><li>• A performance work statement (PWS), statement of objectives (SOO), or a statement of work (SOW); and</li><li>• Specifications, government standards, and industry standards.</li></ul>

Tasks	FAR Reference(s)	Additional Information
2a. Review the completed D&F document, if applicable.	FAR 1.7 Determinations and findings.	<p>A D&amp;F is a two-part document that provides the rationale for business decisions made related to the acquisition.</p> <ul style="list-style-type: none"> <li>• The first part is a list of facts that led to the decision based on findings.</li> <li>• The second part is the decision, which is called the determination.</li> </ul> <p>The D&amp;F is usually signed by the person making the business decision, which is typically the contracting officer.</p>
2b. Review the data in the completed justification and approval (J&A), if applicable.	FAR 6.303(d) Justifications.	<p>A J&amp;A document is required to justify and obtain necessary approvals for the use of other than full and open competition. It should contain sufficient facts and rationale to warrant the use of such a contracting method. Additionally, a J&amp;A is only applicable in situations requiring approval for other than full and open competition.</p> <p>See Activity 11 for a discussion on limiting competition.</p>
2c. Review the data in the draft CID requirement document, if applicable.	FAR 2.101 Definitions. Code of Federal Regulations 41 CFR 101-29.208 Commercial Item Descriptions (CID)s.	<p>A CID is an indexed, simplified product description that describes by function or performance characteristics of available, acceptable commercial products that will satisfy the Government's needs. CIDs are official U.S. Government procurement documents that are:</p> <ul style="list-style-type: none"> <li>• Uniquely numbered in a federal series;</li> <li>• Prominently dated for easy reference;</li> <li>• Appropriately titled (according to federal labeling policies); and</li> <li>• Issued or controlled by the General Services Administration (GSA) and are listed in the <i>GSA Index of Federal Specifications, Standards and Commercial Item Descriptions</i>.</li> </ul>

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2d. Review the data in the draft PWS, if applicable.	FAR 37.602 Performance work statement.	<p>PWS is similar in content to an SOW but contains no instructions on how to complete the required need. How the procurement will be performed is determined by the offeror.</p> <p>First, ensure that the scope is provided (a quick overview and the objectives).</p> <p>Second, list the applicable documents (defines and explains what work uses to be performed).</p> <p>Third, identify the requirements (including the tasks and end items required to be performed or delivered as a product or service of the contract).</p>
2e. Review the data in the draft SOO, if applicable.	FAR 37.602(c) Performance work statement.	<p>The SOO is:</p> <ul style="list-style-type: none"> <li>• The least restrictive of all the requirements documents;</li> <li>• Expressed in terms of outcomes or results; and</li> <li>• The solution that will provide the best value at the least risk.</li> </ul> <p>The SOO has no mandatory format for the SOO, but FAR states at a minimum, include the following:</p> <ul style="list-style-type: none"> <li>• Purpose;</li> <li>• Scope or mission;</li> <li>• Period and place of performance;</li> <li>• Background;</li> <li>• Performance Objectives (required results); and</li> <li>• Any operating constraints.</li> </ul>
2f. Review the data in the draft SOW, if applicable.	FAR 37.602(c) Performance work statement.	A statement of work establishes and defines all non-specification requirements for contractor's efforts either directly or with the use of specific cited documents.

Tasks	FAR Reference(s)	Additional Information
2g. Review the data in the draft specification requirement document, if applicable.	General Practice.	<p>Specifications describe a technical requirement for a material or product that includes the criteria for determining whether these requirements are met. There are three types of specification requirements:</p> <ul style="list-style-type: none"> <li>• Design specification;</li> <li>• Functional specification; and</li> <li>• Performance specification.</li> </ul>
2g(i). Review the draft design specification document, if applicable of this requirement.	General Practice.	The purpose of a design specification is to identify requirements by specifying exact dimensions, materials, composition, physical and chemical requirements, and other details of the product or service.
2g(ii). Review the draft functional specifications document, if applicable.	General Practice.	The purpose of the functional specification is to document the end result. The end result is a statement that describes a customer's specific need.
2g(iii). Review the draft performance specification document, if applicable.	General Practice.	<p>The purpose of performance specification is to express output, function, or operation of a commodity.</p> <p>When writing a performance specification:</p> <ul style="list-style-type: none"> <li>• Describe your customer's requirements in terms of results;</li> <li>• Provide the criteria for verifying compliance;</li> <li>• Do not state methods for achieving results; and</li> <li>• Define the functional requirements for the product.</li> </ul>
2h. Review the draft government standard, if applicable.	General Practice.	<p>A government standard provides:</p> <ul style="list-style-type: none"> <li>• Measures of quality;</li> <li>• Requirements for materials;</li> <li>• Engineering practices; and</li> <li>• Design or operation.</li> </ul>

Tasks	FAR Reference(s)	Additional Information
2i. Review the draft industry standard document, if applicable.	General Practice.	<p>Industry standards are:</p> <ul style="list-style-type: none"> <li>• Used in the private sector;</li> <li>• Used to promote commonality; and</li> <li>• Established to ensure common product requirements.</li> </ul> <p>An example of Industry Standards is Underwriters Laboratory (UL).</p>
3. Determine if the requirements documents properly use existing documents to identify the essential government need while eliminating unnecessarily restrictive requirements.	FAR 11.101 Order of precedence for requirements documents [describing agency needs].	<p>Consider the order of precedence:</p> <ul style="list-style-type: none"> <li>• First, use documents mandated by law;</li> <li>• Second, use performance-oriented documents (e.g., a PWS or SOO);</li> <li>• Third, use detailed design-oriented documents; and</li> <li>• Fourth, use standards, specifications and related publications issued by the Government outside the Defense or Federal series for the non-repetitive acquisition of items.</li> </ul> <p>It is the contracting officer's responsibility to ensure that the requiring activity recognizes and observes this order of precedence when selecting published requirement documents.</p>

Tasks	FAR Reference(s)	Additional Information
<p>4. Identify apparent weaknesses in the requirements document.</p>	<p>FAR 7.105 Contents of written acquisition plans.</p> <p>FAR 11.002 Policy [describing agency needs].</p> <p>FAR 12.202(b) Market research and description of agency need [special requirements for the acquisition of commercial items].</p>	<p>Critique the requirement documents for common weakness such as:</p> <ul style="list-style-type: none"> <li>• Use of design characteristics;</li> <li>• Use of fixed minimum performance requirements rather than performance targets;</li> <li>• Brand name or equal purchase description that does not include a general description of salient characteristics that an item must meet to be considered equal;</li> <li>• Failure to provide sufficient detail;</li> <li>• Specification of a particular brand name, product, or a feature of a product;</li> <li>• Other unreasonably restrictive requirements;</li> <li>• Nonessential or obsolete requirements;</li> <li>• Ambiguous or vague terms;</li> <li>• Unclear contractor responsibilities;</li> <li>• Omission of essential requirements;</li> <li>• Failure to use metric measurements where warranted;</li> <li>• Requirements that unreasonably restrict the use of commercial (or other nondevelopmental) components;</li> <li>• Requirements are too broad to manage effectively; and</li> <li>• Requirements unreasonably restrict the use of environmentally preferable or more energy efficient products or services.</li> </ul>
<p>5. Assist the customer in modifying their requirements documents, if applicable.</p>	<p>FAR 11.1 Describing agency needs [selecting and developing requirement documents].</p> <p>FAR 37.6 Performance-based acquisition [service contracting].</p>	<p>Assist the requiring activity as needed to eliminate apparent weaknesses identified in the requirements documents and related elements of the procurement request.</p>