This appendix includes a description of the interviews we conducted at each site (Table A.1) and our interview protocol.

INTERVIEW PROTOCOL

Information to Be Gathered Prior to the Site Visit

Point of contact will be asked to provide advance copies of the following documents regarding the subject activity:

- performance work statement
- MEO documentation
- grade distribution (authorized and assigned) of the workforce prior to the A-76 competition and, if an MEO is in effect, current distribution
- A-76 cost comparison documents
- solicitation/contract file (SF 1447 with attachments, exhibits, revisions, and modifications)

Interviews/Courtesy Calls

1. Senior- and intermediate-level commanders/managers

Introduction

Identify sponsor and explain purpose of project
### Table A.1

**Description of Site Visit Interviews**

<table>
<thead>
<tr>
<th>Agency/official</th>
<th>Duration</th>
<th>Interview Topics</th>
</tr>
</thead>
<tbody>
<tr>
<td>Senior-level (O-6) commander or staff manager</td>
<td>15 minutes</td>
<td>courtesy call</td>
</tr>
<tr>
<td>responsible for outsourced activity or MEO</td>
<td></td>
<td></td>
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<tr>
<td>Intermediate-level (O-5) commander or staff manager</td>
<td>15 minutes</td>
<td>courtesy call</td>
</tr>
<tr>
<td>responsible for outsourced activity or MEO</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Manager of the in-house function directly responsible</td>
<td>1.5 hours</td>
<td>- preparation of the PWS/contract solicitation</td>
</tr>
<tr>
<td>for oversight of the outsourced activity or MEO</td>
<td></td>
<td>- latitude to use workforce efficiencies (multiskilling, flattened organization,</td>
</tr>
<tr>
<td></td>
<td></td>
<td>variable pay, etc.) with a civil service workforce</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- costs of performing the A-76 competition</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- contract officers technical representative (COTR), quality assurance, and other</td>
</tr>
<tr>
<td></td>
<td></td>
<td>oversight responsibilities</td>
</tr>
<tr>
<td>Manpower office</td>
<td>1 hour</td>
<td>- conduct of the A-76 competition</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- size/grade distribution of the pre-A-76 workforce</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- size/grade distribution of the MEO, if applicable</td>
</tr>
<tr>
<td>Government contracting office</td>
<td>1 hour</td>
<td>- basis of the contract awards (low cost/best value)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- labor costs, labor force size, and other workforce information available from</td>
</tr>
<tr>
<td></td>
<td></td>
<td>contractor</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- contract modifications and cost changes (if any) and reasons for the changes</td>
</tr>
</tbody>
</table>
Table A.1 (continued)

<table>
<thead>
<tr>
<th>Agency/official</th>
<th>Duration</th>
<th>Interview Topics</th>
</tr>
</thead>
</table>
| Contractor’s local manager (only for competitions won by the contractor) | 1 hour | • labor force size and cost  
• use of workforce efficiencies (multiskilling, flattened organization, variable pay)  
• contract modifications and reasons for |
| Civilian personnel office | 1 hour | • relative in-house versus contractor workforce size and cost  
• latitude to use workforce efficiencies (multiskilling, flattened organization, variable pay) with a civil service workforce |
| Civil service employee union representative | 30 minutes | • union perspective on workforce efficiencies (multiskilling, flattened organization, variable pay) |

Outline issues being explored and personnel being contacted

Provide assurance of nonattribution/anonymity of sites visited

Offer copy of final report. If interested, address to: ______________

In general, how comfortable are you with the outsourcing/MEO arrangement? What were the primary benefits of this commercial activities process? What were the primary costs of this process?

2. **In-house function directly responsible for oversight of the outsourced activity or MEO**

Introduction

Identify sponsor and explain purpose of project

Outline issues being explored and personnel being contacted

Provide assurance of nonattribution/anonymity of sites visited

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Preparation of the PWS
- Who prepared PWS? Was there any input from the command, service, or OSD (e.g., a template, a “tiger team”)?
- Was the preparation team experienced?
- Did the PWS adequately describe the requirement? If not, what was the nature of the deficiency?
- Were subsequent contract modifications needed? If so, were they due to deficiencies in the PWS or to other reasons (e.g., changes in DoD requirements, changes in DoL wage rates)?

Conduct of the A-76 competition

- Did stakeholders (workers, managers) consider the process fair?
- Who prepared the MEO bid? Was there input from the command, service, or OSD?
- How was the MEO labor estimate developed? Did the MEO bid contain enough labor to adequately provide the required service?
- Were in-house and contractor costs accurately accounted for in the competition? In particular, were the costs of monitoring and administering the contract adequately considered?
- What relative advantages led to the contractor/MEO win?

Workforce efficiencies

- How does the contractor/MEO workforce size and composition compare to the pre-A-76 workforce?
- If the activity was contracted out, are there any remaining in-house personnel who monitor or in other ways administer the activity?
- Has the contractor/MEO employed workforce efficiencies (multi-skilling, flattened organization, variable pay, etc.) not commonly available with civil service workforces or not previously used with the in-house workforce?
- Are there specific tasks previously performed by the in-house activity that the contractor/MEO was able to eliminate or perform with less labor?
• Is there any evidence that the contractor/MEO substituted capital for labor?

• Is there any evidence that the contractor/MEO took advantage of economies of scale by combining service to you with service to other customers? In particular, did economies of scale result in greater productivity or a need for fewer managers?

• Is there any evidence that the contractor pays lower wages than the government? Do you have contractor wage information?

• Are there specific civil service rules or DoD/service personnel policies that tend to detract from workforce productivity or efficiency?

Monitoring performance

• In general, how does contractor/MEO performance compare to previous in-house performance?

• How much effort do you invest in monitoring the contractor’s/MEO’s performance (COTR, QAEs, etc.)?

• Do you incur any other contract administration costs besides these costs?

• Did comparable monitoring costs exist prior to the A-76 competition?

• Were monitoring costs properly reflected in the contract side of the cost comparison?

• Discuss any issues that surfaced during prior review of PWS, MEO documentation, authorized and assigned strengths, A-76 competition, and solicitation/contract file.

• In general, do you have any observations that would help us understand relative in-house and contractor labor costs and efficiencies?

3. **Agency responsible for managing the A-76 competition**

   Introduction

   Identify sponsor and explain purpose of project
Outline issues being explored and personnel being contacted

Provide assurance of nonattribution/anonymity of sites visited

Offer copy of final report. If interested, address to: ____________

- Are you aware of any distortions, inaccuracies, or weak estimates in any of the cost comparison data?
- Did stakeholders (you, workers, managers, contractors, contracting office) consider the process fair?
- Have you monitored cost changes (including MEO size and composition, if applicable) subsequent to the initial cost comparison? If so, did any of these changes suggest that initial cost comparison data were inaccurate?
- Did you have any role in assisting the MEO team in estimating its labor requirements?
- Were there problems in the PWS or MEO that had to be corrected later through contract modifications? If so, what was the nature of the changes?
- In general, how readily are workforce efficiencies (multiskilling, flattened organization, variable pay, etc.) used to maximize efficiency of the in-house workforce?
- In general, how readily are capital/labor substitutions used to maximize efficiency of the in-house workforce?
- In this specific case, are there tasks previously performed by the in-house activity that the contractor/MEO was able to eliminate or perform with less labor?
- Discuss any issues that surfaced during prior review of PWS, MEO documentation, authorized and assigned strengths, A-76 competition, and solicitation/contract file.
- In general, do you have any observations that would help us understand relative in-house and contractor labor costs and efficiencies?
4. **Contracting office**

Introduction

Identify sponsor and explain purpose of project

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Offer copy of final report. If interested, address to: ______________

- How did the basis of the contract award (low cost, best value) influence the outcome? Would best value tend to favor contractors or the in-house workforce?
- What kind of information can we get regarding the cost and composition of the contractor’s workforce at various points during the performance period?
- Have there been significant contract modifications/cost changes during the performance period? If so, to what do you attribute them? Faulty PWS? Change in demand for services?
- Discuss any issues that surfaced during prior review of PWS, MEO documentation, authorized and assigned strengths, A-76 competition, and solicitation/contract file.

5. **Contractor’s local manager**

Introduction

Identify sponsor and explain purpose of project

Outline issues being explored and personnel being contacted

Provide assurance of non-attribution/anonymity of sites visited

Offer copy of final report. If interested, address to: ______________

- How does your workforce size, composition, and cost compare to the pre-A-76 workforce?
- How did you estimate your labor requirement when you submitted your bid? Has the requirement changed since then?
• Have you implemented workforce efficiencies (multiskilling, flattened organization, variable pay, etc.) not commonly available with civil service workforces or not previously used with the in-house workforce?

• Are there specific activities previously performed by the in-house activity that you were able to eliminate or perform with less labor?

• Did you substitute capital for labor?

• Did you take advantage of economies of scale, e.g., by combining service to this installation with service to other customers, or by incorporating lessons learned from other sites to this location?

• Discuss any issues that surfaced during prior review of PWS, MEO documentation, authorized and assigned strengths, A-76 competition, and solicitation/contract file.

6. Civilian personnel office

Introduction

Identify sponsor and explain purpose of project

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Offer copy of final report. If interested, address to: ____________

• Did you have a role in developing the MEO?

• In general, how readily are workforce efficiencies (multiskilling, flattened organization, variable pay, etc.) used to maximize efficiency of the in-house workforce? If these workforce efficiencies are not readily used, is it because of lack of knowledge/interest on the part of local managers, or specific government or DoD constraints?

• In general, how readily are capital/labor substitutions used to maximize efficiency of the in-house workforce?

• Are there specific civil service rules or DoD/service personnel policies that tend to detract from workforce productivity or efficiency?
• Discuss any issues that surfaced during prior review of PWS, MEO documentation, authorized and assigned strengths, A-76 competition, and solicitation/contract file.

• In general, do you have any observations that would help us understand relative in-house and contractor labor costs and efficiencies?

• Do you have any general suggestions as to ways government managers could improve workforce utilization within the constraints of existing civilian personnel policies and procedures?

7. Civil service employee union representatives

Introduction

Identify sponsor and explain purpose of project

Outline issues being explored and personnel being contacted

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Offer copy of final report. If interested, address to: ____________

• From the union’s perspective, did the A-76 cost comparison process provide a fair approach for selecting a service provider?

• What is the union’s perspective on workforce efficiencies (multi-skilling, flattened organization, variable pay, etc.) used to maximize productivity?

• What is the union’s perspective on capital/labor substitutions used to maximize productivity?

• Discuss any issues that surfaced during prior review of PWS, MEO documentation, authorized and assigned strengths, A-76 competition, and solicitation/contract file.

• In general, do you have any observations that would help us understand relative in-house and contractor labor costs and efficiencies?