Cost

Proposal

Guidelines

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MISSION

* The mission of the National Shipbuilding Research Program (NSRP) is to reduce the total ownership cost and improve the capabilities of both United States Government and U. S.-flag commercial ships.
* The Program accomplishes this mission by providing a collaborative framework to manage, focus, develop, and share research and development and leverage best practices in shipbuilding and ship repair.

November 30, 2010

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# COST PROPOSAL

The objective of the Cost Proposal is to provide sufficient cost information to substantiate that the proposed cost is realistic, reasonable and complete for the proposed work. The Cost Proposal should provide enough information to ensure that a complete and fair evaluation of the reasonableness and realism of cost or price can be conducted and reflect the best estimate of the costs for the program. The Cost Proposal must be consistent with information previously provided in the summary technical proposal (i.e., costs, cost share, dates and length of phases, etc.).

***IMPORTANT: For projects ultimately selected by the NSRP Executive Control Board, a full Cost Proposal must be submitted in accordance with all of the instruction contained in these guidelines in order to receive award of a Task Order excuted under a Base Task Order Agreement. This Cost Proposal must be analyzed and found to be acceptable prior to execution of an agreement. As submitted in accordance with the NSRP Proposal Preparation Kit, the Cost Proposal NSRP-funded value, should not exceed the initial Cost Summary by more than 10%. The Cost Proposal cost share contribution value, must meet the initial Cost Summary percentage. If either of these changes occur, the proposal will be referred back to the ECB for disposition, which could include de-selection.***

NOTE: *The Cost Proposal Forms shall be submitted in the Excel file format provided (see Appendix A and available at the* [*Resources page*](https://www.nsrp.org/wp-content/uploads/2019/09/RA_Cost_Proposal_Forms.xlsx) *).*

## Cover Page

The cover page must indicate the proposed project and associated participants. It should include a proprietary data statement as applicable to the information proposed. This statement should be added to each additional Cost Proposal sheet submitted, as appropriate.

## Table of Contents

To ensure Cost Proposals receive proper consideration, **the Cost Proposal requirements provided below are mandatory**.

**COVER PAGE**

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## SECTION I: Cost Proposal Summary Sheet

This section should include a summary of all of the proposed costs for the project by cost element (direct labor, travel, team members, subcontractors, material/equipment, other direct costs, indirect costs), and the total of these costs to the NSRP Program and the total cost share that will be submitted by the Offeror. All Offerors should assume a 2nd quarter, Government Fiscal Year 2021 (GFY21) start date for Phase 1 for cost estimating purposes with 3-month quarters thereafter). Appendix A to this document provides the required templates for ease of preparation.

The Cost Proposal Summary Sheet shall show the Offeror’s costs broken out by cost element. All team member (those participants providing cost share) costs should be added together and accounted for in the team member line. All subcontractor/consultant (those participants **not** providing cost share) costs should be added together and accounted for in the subcontractor/consultant line. The labor hours and dollars shown should be for the Offeror’s NSRP-funded labor only (do not include cost-shared labor hours or dollars). The travel, material/equipment, and indirect costs should be for the Offeror only. The authorized company representative who signs the form must have delegated fiduciary authority. By signing this form, the company representative verifies the accuracy of the proposal. The signature also signifies the company representative has coordinated with top management within his/her own company with respect to their commitment to the proposed project.

## SECTION II: Budget Narrative

The ATI contracts representative will use this section to determine reasonableness, allowability, and allocability of costs. The budget narrative section should provide a more detailed breakdown of the figures that have been reported on the Summary Sheet. This section should also give substantiation and written explanation of proposed costs if necessary. Breakdowns should be as accurate and specific as possible. Ensure that any figures presented in this part are consistent with the figures on the Summary Sheet and Task Sheets.

The budget narrative must include, at a minimum, details on the following cost categories for the NSRP-funded cost:

**Direct Labor** – Provide a list of all labor categories with the associated labor hours and unburdened labor rates.

If direct labor costs include allocated direct costs or other direct costs in accordance with the offeror’s established accounting and estimating practices and systems, identify these costs separately and provide an explanation and basis for proposed costs. Please note that rate and pricing information is required to properly perform the cost analysis of a proposal. Proposals without this information cannot be properly evaluated and may be eliminated from further review and award of a Task Order under the Base Task Order Agreement.

**Fringe Benefits** – Should be included with the proposed labor costs unless normally included in your organization’s indirect rate. Provide the percentage rate and, if greater than 40 percent additional justification and supporting documentation may be required. Note that if your organization does not have Government-certified indirect rates, offerors may be asked to provide substantiation.

**Travel –** Provide an estimate of the travel required for the project. Estimate the number of trips; cost per trip; number of days; number of persons; destination; and the purpose of the travel. An example format is provided in Appendix A. Travel may be estimated based on your company-approved methodology. Note that NSRP Task Order award recipients are expected to be cost-conscious regarding travel, using Government per diem for lodging and subsistence costs (link to [GSA website](https://www.gsa.gov/travel/plan-book/per-diem-rates/per-diem-rates-lookup) for reference).

**Material/Equipment** – All proposed material/equipment items should be the same as provided in your original Summary Proposal submission, which was reviewed and selected as part of the Source Selection process. Any changes from the Summary Proposal will need to be re-evaluated prior to award. No significant items of property are expected to be acquired using NSRP Program funding. If items are necessary for the project, identify each item of new material/equipment, the cost, and the basis for determining cost (e.g., vendor quotes, catalog pricing data). All material equipment items proposed over $10,000 **must** provide a quoted price (ex. catalog price, previous invoice). All budget estimates for material/equipment items with an acquisition value greater than $50,000 must be described and justified separately (including items proposed by Team Members, Subcontractors, and Consultants). The $50,000 threshold also applies to the manufacture/assembly of components during the project that, when completed, will produce property which exceeds $50,000 in value. The value of equipment should be prorated according to the share of total use dedicated to carrying out the proposed work. Include a brief explanation of the prorating methodology used.

**For any software proposed for purchase with NSRP funding the following information must be provided:**

* State how the software will be used in support of the project;
* State whether the software purchase is a full software suite or just a limited-use license. For limited-use license purchases, provide the period for the use of the license;
* Provide supporting documentation (commercial pricelist, quote, etc.) to support how the proposed cost was derived.

**Intellectual Property** – Unless otherwise specifically negotiated and approved, the Government will obtain Government Purpose Rights to all intellectual property (IP) developed under the NSRP Program including IP developed using cost share sources. Any request for specially negotiated rights other than Government Purpose Rights must have been disclosed in the Summary Proposal for consideration and approval.

**Team Members** – Provide a list of all team members to include a total cost for each team member and the type of agreement to be awarded. **A team member is any organization that potentially benefits from the proposed R&D and contributes cost share**. For team members who are receiving program funds of $250K or more, a complete cost breakdown similar in format and detail of that of the offeror must be provided (e.g., labor, travel, material, subcontractors, indirects) by phase for each team member. Offeror must also state that a Pre-Award Business Evaluation (in accordance with terms of Article III of the NSRP Base Task Order) has been performed on all team members and their proposed costs found to be fair and reasonable. In the interest of equity among all offerors and to ascertain accurate costs for each proposed effort, a firm Cost Proposal for each team member must be obtained, as it will be used as the basis of award.

**Subcontractor/Consultants** – Provide a list of all subcontractors or consultants to include a total cost for each subcontractor and/or consultant and the type of agreement to be awarded. **A subcontractor is an organization that provides a contracted service and does not contribute cost share**. For subcontractors/consultants receiving $250K or more in NSRP funding, a complete cost breakdown (e.g., labor, travel, material, subcontractors, indirects) similar in format and detail of that of the offeror must be provided. Offeror must also state that a Pre-Award Business Evaluation (in accordance with terms of Article III of the NSRP Base Task Order) has been performed on all subcontractors/consultants and their proposed costs found to be fair and reasonable. In lieu of a cost and price analysis for fixed-price subcontracts, offerors may provide evidence of competition solicited. In the interest of equity among all offerors and to ascertain accurate costs for each proposed effort, a firm Cost Proposal for each subcontractor/consultant must be obtained, as it will be used as the basis of award.

**Public Sector Project Participants** –are project participants from Federal government agencies such as NAVSEA and subordinate commands such as Naval shipyards, Naval Warfare Center elements, Regional Maintenance Centers, government labs, etc.). “Public sector” also includes state and local government agencies. NSRP Program funds to be provided to Public Sector Project participants are segregated in the Cost Proposal Summary Sheet. Nevertheless, if any Public Sector Project participants will be receiving over $250K in NSRP Program funds, provide a cost breakdown (e.g., labor, travel, material, subcontractors, indirects). Offeror must also state that a Pre-Award Business Evaluation (in accordance with terms of Article III of the NSRP Base Task Order) has been performed on all government participants and their proposed costs found to be fair and reasonable.

**Other Direct Costs** – Identify and provide a detailed description of any other direct costs that do not fit into the cost categories above, including the basis for determining those costs (e.g., vendor quotes, catalog pricing data, company estimating procedures, etc.). All items proposed over $10,000 must provide quoted price (vendor quote, catalog pricing, previous invoice).

**Indirect Costs –** Providean estimate of the total indirect costs and provide data to support indirect cost rates by one of the following methods:

1. Specify current indirect rates and:
   1. Provide a copy of certification from a Federal agency indicating these indirect rates are approved by the Federal agency; or
   2. Provide a letter from an Administrative Contracting Officer, in lieu of a rate certificate, stating these indirect rates are approved by a Federal agency; or
   3. If an offeror does not have approved rates, provide detailed supporting data to include (1) indirect rates and all pricing factors that were used; (2) methodology used for determining the rates (e.g., current experience in the offeror’s organization or the history base used); and, (3) all escalation, by year, applied to derive the proposed rates. If computer usage is determined by a rate, identify the basis and rational used to derive the rate.

Alternatively, in lieu of providing indirect rates, provide a letter from the cognizant Federal audit agency stating that, based upon their review of the proposal, the indirect rates used in the proposal are approved by a Federal agency and were applied correctly in this specific proposal.

Supporting data in one of the above formats must be provided with the proposal. If an offeror elects to rely on government inputs as discussed above, the offeror is responsible for ensuring any government agency cooperation is obtained so that the proposal is complete when submitted. Costs that are directly identifiable to other programs will not be paid by the NSRP Program.

**Fee or Profit** – is unallowable for the Offeror, team members, and subcontractors/consultants (as defined above). This commitment of the Offeror team members, and subcontractors/consultants demonstrates willingness to share the project cost with the Government funding provider.

## SECTION III: Payment Method

A description of the two payment methods available may be found in Article V of the Base Task Order Agreement. Research conducted under the NSRP is intended to be partially funded by industry cost share, therefore the preferred payment method is *Expenditure Based Milestone*, including cost share. Use of *Fixed-Support Milestone* is limited only to organizations whose accounting systems do not have the capability to collect and invoice based on actual costs incurred. Organizations who request *Fixed Support Milestone* task orders will have to complete a [Business System Information](https://www.nsrp.org/resource-library/) questionnaire that is subject to review and approval by the appropriate authority. Note: the payment method identified in the proposal may not be the type approved for award.

## SECTION IV: Cost Share

*In some cases the term “matching funds” is used instead of “cost share.” For purposes of this solicitation, the terms can be used interchangeably.*

**Cost Share Explanation**

This section should explain in detail the sources of cash and amounts to be used for cost sharing requirements and the specific in-kind contributions proposed, their value in monetary terms, and the methods by which their values were derived. In addition, the section should describe how the proposed cost share is applicable to the proposed statement of work. Note that NSRP Program evaluators will perform their own evaluation based on the information that the offeror presents in this section, as well as in the following section, and in accordance with the cost share quality rating methodology described in this guide.

**Cost Share Detail Sheet**

In addition to a detailed, narrative explanation, a **Cost Share Detail Worksheet** (see form in Appendix A, and downloaded from [Resources page](https://www.nsrp.org/wp-content/uploads/2019/09/RA_Cost_Proposal_Forms.xlsx).) **must be provided for each team member contributing cost share**. The Cost Share Detail Sheet should describe each proposed cost share element, list the proposed value, provide a proposed quality rating, and a valuation technique must be assigned and explained thoroughly.

* Labor hours by labor category must be provided for all cost shared labor.
* Estimate the number of trips; cost per trip; number of days; number of persons; destination; and the purpose of the travel.
* Any proposed IR&D cost share should be identified separately as such and not included in Overhead totals.
* For any software proposed as cost share:
  + Provide supporting documentation (commercial pricelist, past sale invoice, etc.) to support how the proposed cost share value was derived;
  + State how the software will be used in support of the project and whether the software contribution is a full software suite or just a limited use license. For limited use license contributions, provide the period for the use of the license.
* Using the most recent fiscal year’s revenue, calculate the gross revenue fraction for each organization providing cost share. **The gross revenue fraction MUST BE provided on the Cost Share Detail Sheet**.
* The total cost share reflected on this worksheet shall equal the total amount shown on the Cost Proposal Summary Sheet.
* When applicable, provide a listing and discuss other public-sector participant-provided funding (formerly called ‘donated services’) which is not allowable as cost share, but which is being provided to ensure the success of the project. Include this information on the Cost Share Detail Sheet in the area provided.

**Cost Share Guidance**

**Goals**

The total industry cost share for this Program is expected to exceed a one-to-one match (i.e., 50% of total program costs, including Public Sector Participant costs) for Government-provided funding. **(Refer to the Research Announcement for any guidance on cost share specific to the current solicitation cycle.)** To the maximum extent practicable, industry-provided matching funds must come from non-Federal sources and may be augmented by several narrow categories of federally-reimbursed costs outlined below. Acceptable Cost Share Origins, consistent with 32 CFR 37.530 and Cost Accounting Principles. It is recognized that many offerors may be engaged in exclusive Government work, thereby reducing the sources of non-Federally reimbursed funds. Decisions on the merits of individual, industry-wide NSRP proposals will include consideration of the cost share approach, including estimated implementation costs for project participants. Decisions on the merits of individual NSRP proposals will include strong consideration of the cost share approach and degree of cost share proposed.

**Acceptable Cost Share Origins**

Acceptable cost share origins include private-sector funding of NSRP activities from commercial sources and several narrow categories of federally-reimbursed costs. These narrow categories of federally-reimbursed costs are being allowed as cost share as an incentive for industry to invest in these areas, and include funding from accounting lines which would otherwise be profit (including firm fixed price contracts), and the fraction of project resources charged to indirect pools that are reimbursed with revenue from non-federal contracts. Origins include:

* Direct billing to any non-federal contract / customer
* Project resources billed to firm fixed price contracts with any customer (including the federal government)
* Profit
* A ‘gross revenue fraction’ of resource billing to indirect cost pools calculated as follows: At the start of each NSRP project phase, Program Participants calculate gross revenue percentages for their company (federal vs. non-federal revenue at the close of their most recent fiscal year). Throughout the ensuing phase, the Program Participant uses this fraction to estimate allocation of their cost match from indirect cost pools to Federal sources vs. non-Federal sources in quarterly project business status reports.
* Independent Research and Development (IR&D)
* Manufacturing and Production Engineering (M&PE)
* Intellectual property owned by the private sector

Contributions that are not specifically listed above require approval by the NAVSEA Program Manager and Agreements Officer before inclusion as part of the Collaboration's cost share.

The following are acceptable forms of cost share if applied correctly to the cost share origins above and **occur during the period of performance of the project**:

* Direct project research and development
* ECB meeting attendance and preparation
* ECB Labor
* Panel/Project meeting attendance and preparation
* Project reviews
* Project presentations
* Other NSRP non-project administration
  + Major Initiative Team Lead (MITL) labor
  + NSRP Shipyard Delegate (NSD) labor
  + Project Technical Representative (PTR) labor
  + Other employee labor directly involved in NSRP administration

Labor provided in support of research and technology transition that is not included should be reported and if from an acceptable source counted as Industry cost share.

**Cash versus In-Kind Cost Share**

Cash cost share is favored over in-kind cost share as it demonstrates greater commitment.

**CASH or Cash Equivalent Cost Share**

The definition of cash cost share is outlays of funds to support the program activities and projects through acquiring material, buying equipment, paying labor (including fringe benefits and direct overhead associated with that labor), and other cash outlays required to perform the statement of work. Labor costs and expenses associated with allowable labor cost categories that are not directly billed to the program funds may also be used as cost share. Cash is additional funds brought to the project which permit more research to be accomplished, and therefore, is valuable to the project.

* Independent Research and Development (IR&D) and Manufacturing and Production Engineering (M&PE) funds may be used if the funding expended runs concurrent to the project period of performance. IR&D funds may be used as a source of cash when appropriate and relevant to the Statement of Work, even though they remain eligible for reimbursement by the Government. Similarly, M&PE funds may be used if directly in support of the NSRP program. The offerors must clearly explain how the IR&D or M&PE efforts are relevant to the NSRP Program.
* Cash can be derived from any source of funds within the accounting system. Cash contributions may include revenues from any non-Federal source, including non-Federal contracts or grants, donations from state or local governments, or funds from venture capitalists.
* Paying Labor (including benefits, direct overhead, and General and Administrative costs associated with that labor).
* Costs of prior research are not allowable.

The offerors should provide sufficient evidence of the existence of cash or commitments to provide cash in the future. Cash contributions from outside sources require written affirmative statements of funding availability.

**IN-KIND Cost Share**

In-kind cost share is defined as the reasonable value of equipment, materials or other property used in the performance of the statement of work. In-kind contributions are sometimes hard to value (such as space, use of equipment, and intellectual property).

* The in-kind value of equipment (including software) cannot exceed its fair market value and must be prorated according to the share of its total use dedicated to carrying out the project.
* The in-kind value of space (including land or buildings) cannot exceed its fair rental value and must be prorated according to the share of its total use dedicated to carrying out the project.
* A general test for determining whether a cost qualifies and the amount to be considered for an in-kind transaction follows:
  + Is the resource under the control of or used by a Program Participant in conducting project research? If so, does it actually help with the project; is it germane to the overall statement of work?
  + Does the contribution represent a real loss of opportunity cost to the Program Participant, either now or in the future?
  + What is the fair market value of the resource?

The following principles should be used for Property contributions:

* **Intellectual property:** When considering in-kind contributions for intellectual property, evaluators will consider the following: Is it central to the project? Is it a real or incidental resource? What is the market value of the intellectual property rights lost by sharing or using those rights under the project? Explain in detail and thoroughly justify how the evaluation was derived.
* **Property:** General-purpose property necessary to the performance of proposal should generally be included in the proposer’s overhead pool. This approach simplifies the issues of ownership and title of property. The amount that may be counted toward the project's cost share is limited to that portion of the overhead applied to the proposal that reflects the depreciation of that property over the life of the project. Where special-purpose property is necessary for the performance of the Task Order and it is not appropriate to acquire the items with program funds, for cost share purposes, the NSRP Program will count the total cost of the property when it will be consumed in the performance of the project and fully depreciated by the end of the project, or when the Program Administrator will approve disposition of the property at the completion of the project. The total cost of property would be counted as a cash contribution at the time of property acquisition. An indication of how the property will be used, the percentage of time it will be used over the period of the project, and the fair market value of the property and how it was determined should accompany proposed in-kind contributions and be detailed in Section VI of the Cost Proposal. When determining the value of equipment, including software, the base for the equipment depreciation will be the purchase cost for the new equipment and the net book value for previously purchased equipment. The value of equipment will be further prorated according to the share of total use dedicated to carrying out the project. The depreciation method to be used for cost share determination will be the internal depreciation accounting method used by the proposing organization.

**Unallowable Cost Share Sources**

Contributions not allowed include foregone fees and/or profits for the instant efforts; costs previously incurred, i.e., past expenditures in developing technology or intellectual property, past IR&D or M&PE expenditures, cost of preparing proposals, and the cost of work done on past or concurrent government contracts, unless authorized by a specific statute.

**Cost Share and Risk**

The proposal should demonstrate a commitment to share the cost and risk of the proposed effort with the NSRP Program Office. The actual dollar values for the individual cost-shared items should be contained only in the Cost Proposal, not in the Summary Proposal. A discussion of any business risks, other than cost sharing, should be contained in the Summary Proposal. This could include any changes to corporate strategies, long-term commitment of resources, or other consequential changes. A cost share quality rating methodology for proposal evaluation purposes is described below. The rationale for this quality rating is that higher quality cost share is indicative of stronger offeror commitment and higher risk.

**Other Public-Sector Participant Provided Funding**

When applicable, provide a listing and discuss other public-sector participant provided funding (formerly called ‘donated services’ from naval shipyards, Federal labs, and similar government entities) which are not allowable as cost share, but which are being provided to ensure the success of the project. Include this information on the Cost Share Detail Sheet in the area provided.

**Cost Share Quality**

Only that portion of proposed cost share that is expected to meet government acceptance (termed “allowable cost share”) will be considered. The Program Administrator will assess allowability based on the criteria discussed herein and the information provided by offerors.

* Evaluators will use the QUANTITY of cost share as a measure of the proposer's commitment, such that proposals with higher cost share are viewed more favorably under the Best Value criteria.
* Evaluators will also consider the QUALITY of proposed cost share (described below) as a measure of the proposer's commitment, such that proposals with higher quality share are viewed more favorably under the Best Value criteria.
* In general, for evaluation purposes, cost share will be broken into four categories:

*High*

In general, high quality cost share is cash to pay for labor, materials, equipment, subcontracts - activities used directly on the statement of work of the project and dedicated to that statement of work by the program management. This is the highest quality cost share because of the ease with which it is valued and the risk that bears directly on the project. The value and proposal relevance of the cost share is very clear. In particular, Federally-reimbursed IR&D and M&PE funds can count as high-quality cost share as long as the R&D cost is **relevant** to the research. M&PE funds must be directly in support of the NSRP program.

*Moderate*

Moderate quality cost share is typically ***in-kind***, ***non-cash resources that are used directly on the project's statement of work by the project management***. The direct use and/or the actual value of these types of contributions tend to be harder to evaluate than cash. Examples of costs in this category are wear-and-tear and prorated value cost on in-place assets such as equipment and software. Another example of moderate cost share is estimated implementation costs by shipyards participating in the projects.

*Low*

Low quality cost share consists of ***resources not under direct control of the program management*** and, therefore, not contributing directly to the statement of work. Examples of low quality cost share include intellectual property and other ongoing projects that might be useful to the statement of work but are not under control of the project management.

*Note: Cost share in all three of the categories above is expected to be acceptable to the government as a contribution to total NSRP Program cost share.*

*Poor / Unacceptable*

Poor quality cost share is cash or in-kind resources whose relevance to the project is not clearly or convincingly demonstrated and is ***not expected to be acceptable to the Government***. The cost-sharing contributions defined as “poor” are those where the contribution, risk, control, or value is unclear or non-existent. It is often very difficult to understand their precise contribution to the project and/or risks undertaken by the offeror in supplying these resources. Other examples of poor cost share are foregone profits or fees and foregone G&A and overhead costs applicable to other projects.

## SECTION V: Schedule of Payments and Deliverables

This section should contain the Schedule of Payments and Deliverables in the format shown in Appendix B. Appendix B provides an example of a completed schedule for reference. The template for the required format is located at [Cost Proposal Forms](https://www.nsrp.org/resource-library/).

# APPENDIX A – Cost Proposal Forms

**Click here to download the** [**Cost Proposal Forms**](https://www.nsrp.org/resource-library/) **by Phase in Excel format.**











# APPENDIX B – SamplE Schedule of Payments and Deliverables

**ATTACHMENT 3**

**SCHEDULE OF PAYMENTS/PAYABLE MILESTONES**

***SAMPLE***

**2019-123**

**Development of Underwater House**



