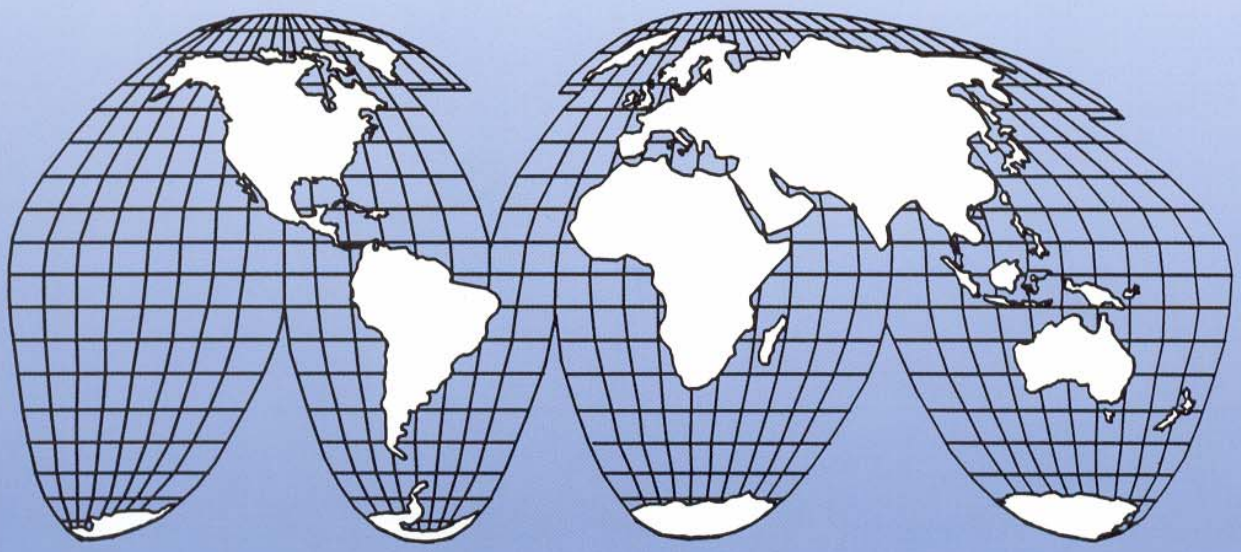
USAID

OFFICE OF INSPECTOR GENERAL

Audit of USAID's Implementation of the Professional Document System in the Latin America and the Caribbean Region

Audit Report No. 1-598-03-003-P

May 9, 2003



San Salvador, El Salvador

May 9, 2003

MEMORANDUM

FOR: M/OP/OD Director, Tim Beans

FROM: RIG/San Salvador, Timothy E. Cox

SUBJECT: Audit of USAID's Implementation of the Professional Document System in the Latin America and the Caribbean Region (Report No. 1-598-03-003-P)

This memorandum is our report on the subject audit.

Your comments on the draft report were considered in preparing this report. They are included for your reference in Appendix II.

The report contains six recommendations for your action. Please advise my office within 30 days of the actions you have planned or taken to implement the report recommendations. Once you have a firm plan of action to implement those recommendations, please provide it to us for our concurrence. The Office of Management Planning and Innovation will make a determination of final action after the recommendations have been completely implemented.

Once again, thank you for the cooperation and courtesy extended to my staff during the audit.

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Summary of Results

The Regional Inspector General/San Salvador conducted an audit to determine how USAID acquisition professionals use the Professional Document System (ProDoc) to create procurement documents, the nature of problems encountered by users in the Latin America and Caribbean Region, and how the Bureau for Management, Office of Procurement (M/OP) has addressed these problems (page 5).

ProDoc users create documents by answering questions in ProDoc about the solicitations or agreements that they are preparing. Based on the answers users provide, ProDoc identifies clauses, forms, or other text segments to include in the document. Users then identify additional clauses that should be included or excluded based on the specifics of the procurement action and fill in any details needed (page 5).

Some of the problems identified through ProDoc user responses and through detailed testing included:

- ProDoc users could not tell if policies originating in Contract Information Bulletins or Acquisition and Assistance Policy Directives were incorporated into ProDoc (page 12).
- ProDoc users needed additional resources to supplement training (page 14).
- Workflow questions and on-line help needed to be clarified (page 15).
- One mission was using a version of ProDoc that was over five months out of date (page 15).
- Users also voiced concerns that fill-in fields were sometimes too small to hold the required data or the fonts were too small and that significant amounts of editing were required to finalize ProDoc documents (page 16).

To address these problems, M/OP offers ProDoc training in Washington and is developing plans for ProDoc training at mission sites. M/OP also maintains a ProDoc support web site and staffs a ProDoc support help desk (page 17).

To address the issues noted in this report, we are making the six recommendations. We recommend that USAID's Bureau for Management/Office of Procurement include missing clauses in ProDoc clause library (page 12), implement procedures to ensure that clauses defined in USAID policy are included in the ProDoc clause library (page 13), create an index between the ProDoc clause library and procurement policy sources (page 14), provide mission ProDoc trainers with additional training resources (page 15), clarify dialog session questions and describe in on-line help the impact that different answers

have on procurement documents being created (page 15), and ensure that current software is installed at USAID missions (page 16).

M/OP agreed with the recommendations in this report. Management decisions will have been made once M/OP has developed and the Office of Inspector General has concurred on a firm plan of action to implement the recommendations. The Office of Management, Planning, and Innovation will determine final action after the recommendations have been implemented (page 20).

Background

The Professional Document System (ProDoc), one application in an integrated set of software programs called the Automated Acquisition Management System (AAMS), is a tool to help federal employees write solicitations, contracts, grant agreements, and other procurement documents that conform to federal laws and agency policies. Other members of the AAMS software family include ProTrac, a system to establish and automate acquisition procedures, and RegSearch, an on-line guide for locating acquisition laws and policies. This audit focused only on ProDoc.

Until 1999, USAID used a document writing program called Document Generation System (DGS) written by Procurement Automated Institute, Inc. (PAI). Late in 1999, PAI informed USAID that support for DGS would be discontinued when its support and maintenance contract expired in November 1999. DGS contained other limitations, as well. The software was built on old technology, and it was not year 2000 compliant. Facing an immediate and pressing need, USAID decided to replace the system.

USAID's Bureau for Management/Office of Procurement (M/OP) initiated the replacement process by surveying software products for possible solutions. After identifying five vendors with potential solutions, M/OP evaluated the products' functionality, life cycle cost, and compatibility with USAID's installed systems.

M/OP eliminated four potential software solutions for a variety of reasons. It dropped three candidate solutions from consideration because they were combinations of accounting and procurement systems. Utilizing only the document writing functionality of those integrated systems was not considered practical. To do so would have required complex interfaces between the document system and USAID's existing accounting and procurement management systems. One of those solutions would have required specialized staff, as well. A fourth potential solution was a stand-alone application that could not be interfaced with USAID systems, did not generate required federal forms without customization, and was not price competitive.

According to M/OP's functional analysis, ProDoc met the minimum requirements needed by USAID. The core functionality was essentially the same as the DGS

system, and the interface requirements between USAID's systems and ProDoc were not prohibitive. Although the missions would have to operate in a stand-alone mode, an interface could be created for use in Washington. ProDoc did not require the incremental purchase of hardware. When M/OP checked references of other ProDoc users it found that ProDoc's vendor, Distributed Solutions, Inc., offered a good level of support, was responsive to customer needs, and maintained good quality control over the product. Finally, M/OP found that ProDoc was the lowest cost solution.

By implementing ProDoc, M/OP expected to improve three activities. First, ProDoc was seen as a tool that would improve the document preparation process by eliminating the need to download documents into a word processor and by validating regulatory clauses. Second, consistency between documents and policy management would be enhanced. Finally, ProDoc would provide a tool to retrieve procurement data.

ProDoc was purchased under a General Services Administration contract. Total costs for fiscal year 2002 and 2003 were $396,486 and $490,570, respectively. This included licensing, maintenance, and support.

Audit Objectives

The Regional Inspector General/San Salvador included an audit in its fiscal year 2003 audit plan to answer the following questions:

1. What is the ProDoc workflow for major activities?

2. What problems have been encountered by ProDoc users in the Latin America and the Caribbean Region?

3. What actions have been taken by Office of Procurement officials to correct these problems?

Appendix I describes the audit's scope and methodology.

Audit Findings

What is the ProDoc workflow for major activities?

ProDoc works through the following modules to create documents. Activities under the first two modules need to be completed sequentially to build the structure of the document. The other items can be performed in any order or started, exited, and completed later.

1. Select document type and class

2. Answer dialog session questions

3. Manage content

4. Add custom text

5. Complete fill-ins

6. Accumulate reporting data

To begin the process, the ProDoc user selects a document type and document class from a menu. Examples of common document types available at USAID are solicitations, contracts, and amendments. The document class corresponds to phases in the procurement process. These phases include planning, funding, procurement, award, and post award. An example of a document type and document class combination could be a request for quotation document type coupled with a procurement document class.

In the next step, the ProDoc users complete a *Dialog Session*. The *Dialog Session* is an interactive interview where the user answers a series of questions. Answers given to the questions determine which text segments – clauses, section titles, and standard forms – are to be included in the document created by ProDoc.

There are two types of *Dialog Sessions* – fixed screen and scrolling screen. As part of the initial deployment of ProDoc, USAID decided what types of sessions to use for specified document types. A fixed screen dialog contains a fixed number of questions and looks like a form. A scrolling screen dialog displays the current question at the bottom of the window and previous questions in a gray window above the current question. The session is dynamic because the flow of questions is determined by the answers given to previous questions in the session. Figures 1 and 2 (below) are examples of fixed screen and scrolling screen dialogs, respectively.

Figure 1 – Fixed Screen Dialog

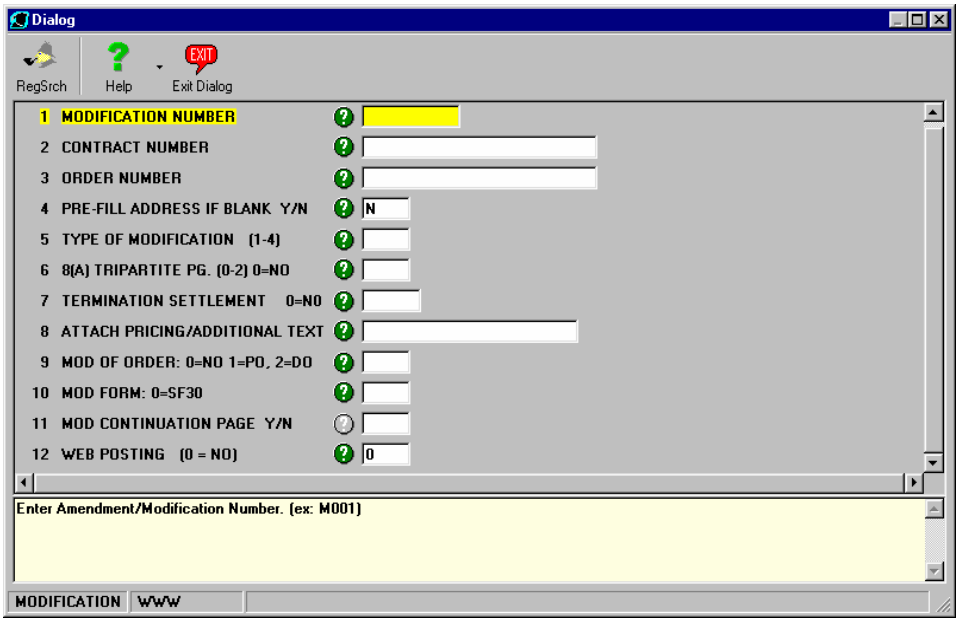
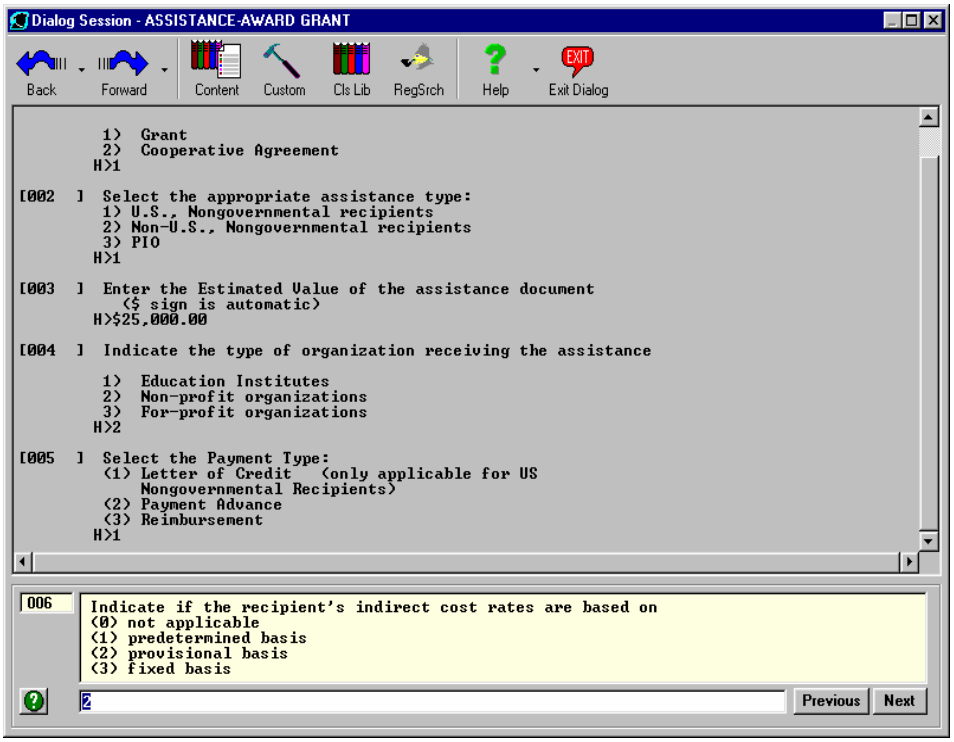


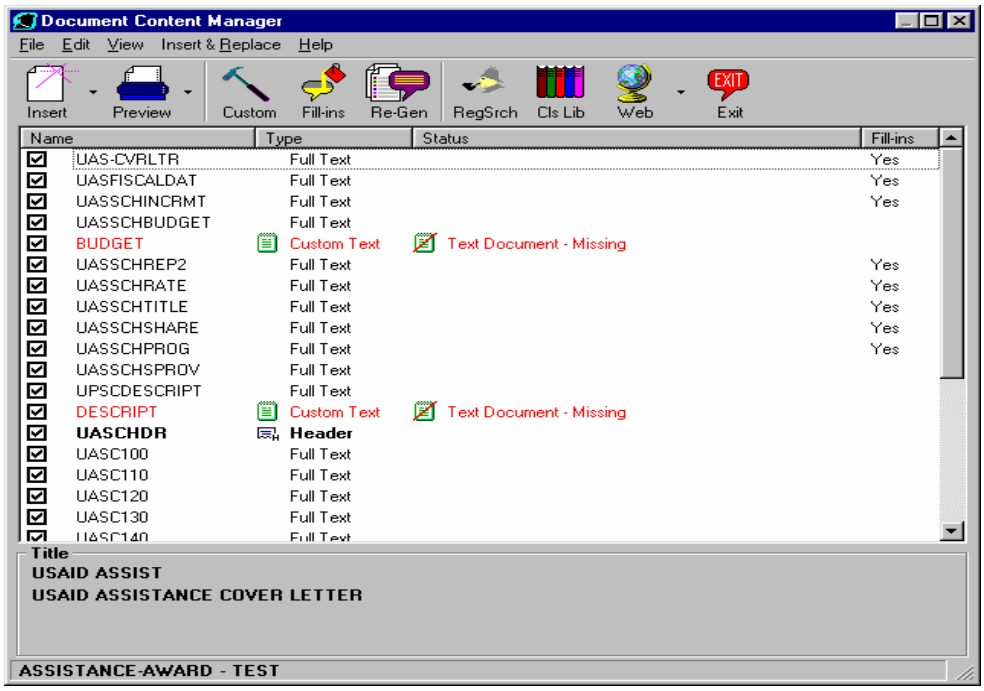
Figure 2 – Scrolling Screen Dialog



As mentioned, answers from the *Dialog Session* determine the text segments to be included in a ProDoc document. This determination is driven by rules written into the software code.

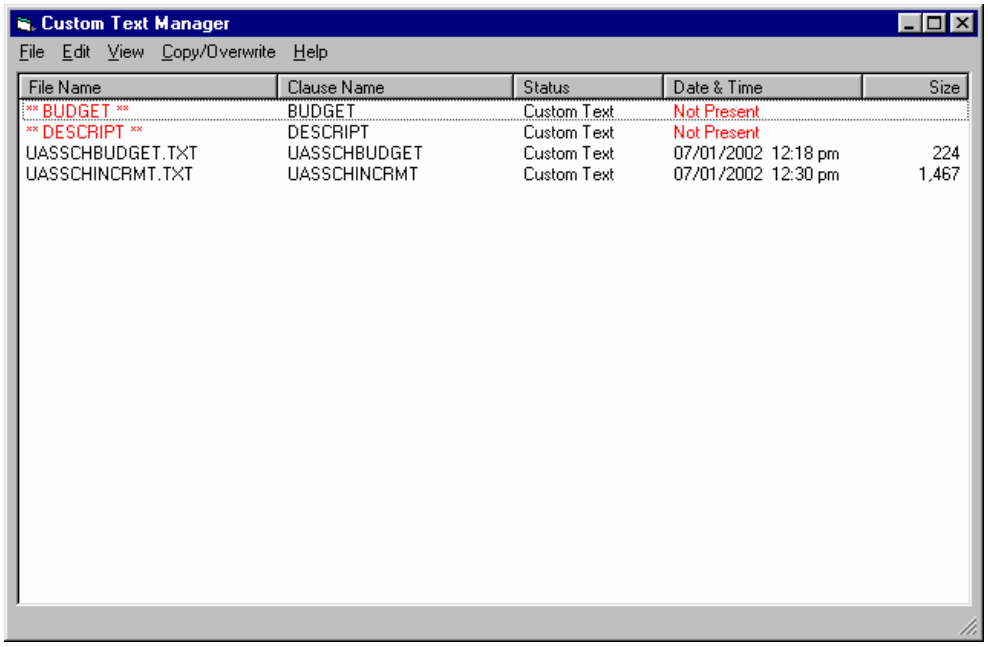
The result of a completed *Dialog Session* is a document composed of text segments. Once built, ProDoc users review the text segments that were included in the document. The *Document Content Manager* presents a screen that contains a listing of clauses, forms, or other text segments in the document. Text segments selected by ProDoc can be suppressed in this module and clauses that were not included by the ProDoc software can be incorporated, if applicable. Figure 3 shows the *Document Content Manager.*

Figure 3 – Document Content Manager



Most likely, documents that have been created in ProDoc will have some need to be tailored to the specific requirements of a procurement action. The *Custom Text Manager* desktop allows the user to modify the content of a document by adding clauses or text segments created outside of ProDoc. Custom text segments can be seen in the *Document Content Manager*, but the *Custom Text Manager* shows only the segments that need to be imported. Figure 4 shows the *Custom Text Manager.*

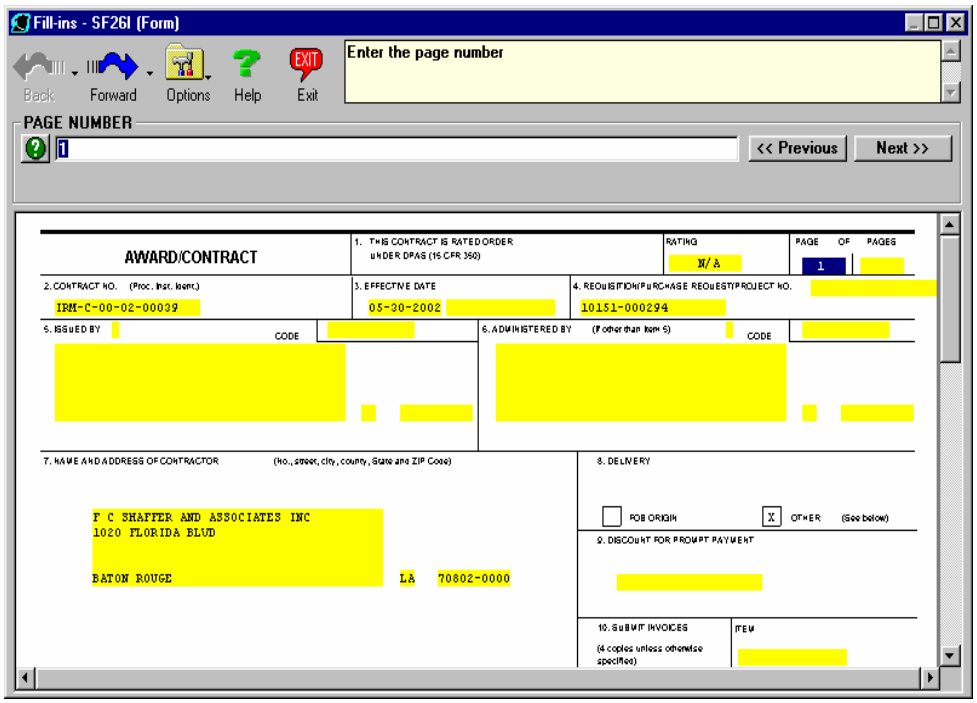
Figure 4 – Custom Text Manager



As illustrated in Figure 4 above, text files for items such as budgets and descriptions that are specific to the document being created can be added through the *Custom Text Manager*. Additionally, document sections for other variables such as the schedule, scope of work, and delivery terms can be managed in this module.

Different functionality is used to insert custom information into ProDoc text segments from the clause library. This is necessary since some standard text segments require information, such as dates or dollar amounts, that is unique to a given procurement action. This data is incorporated into existing ProDoc text segments through *Fill-in* fields within the segments. Users complete *Fill-ins* by typing data directly into clauses or forms. Figure 5 shows an example of a form with *Fill-ins*.

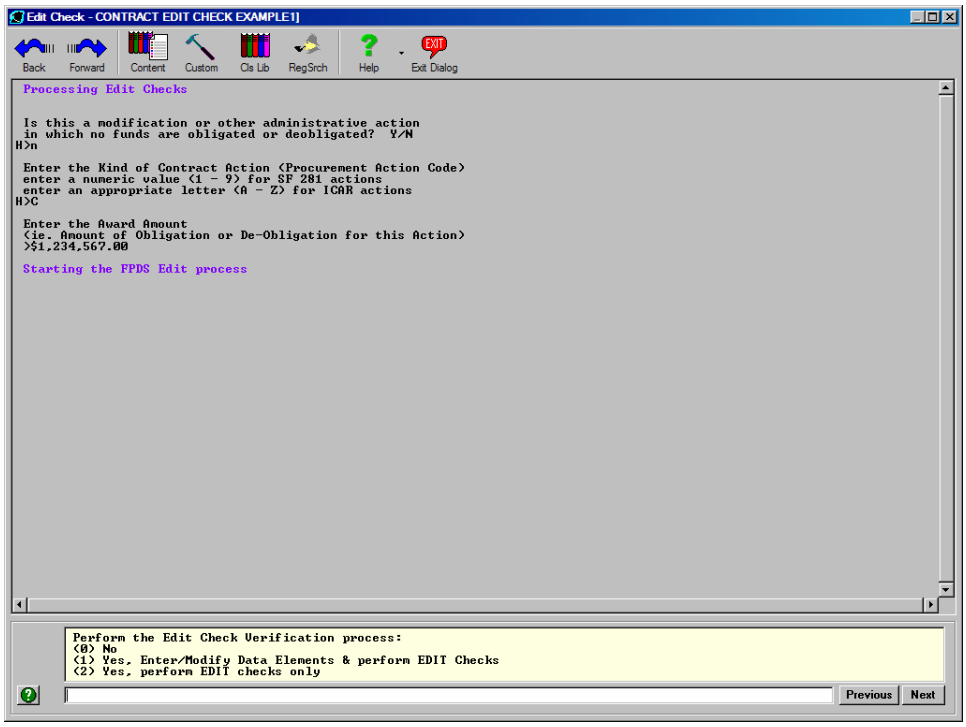
Figure 5 – Fill-ins



The *Document Content Manager, Custom Text Manager,* and *Fill-ins* sections described above demonstrate how documents are managed in ProDoc. Additionally, USAID missions use ProDoc to report their procurement activities to USAID/Washington as required by federal regulations. ProDoc is used to complete the report and transmit the information electronically to Washington.

The process for accumulating reporting data is called *Edit Check*. *Edit Check* is an interactive dialog, similar to the *Dialog Session* discussed on page 6. ProDoc users answer questions, and the software checks the answers for consistency. Figure 6 shows an example of the *Edit Check* process screen.

Figure 6 – Edit Check



Now that ProDoc's basic modules have been introduced, the next section focuses on issues ProDoc users in the Latin America and Caribbean Region have encountered using the software.

What problems have been encountered by ProDoc users in the Latin America and the Caribbean Region?

The Regional Inspector General/San Salvador (RIG/San Salvador) sent a questionnaire to the contracting officers in the LAC region and asked them and their staff to provide feedback. A copy of the questionnaire is included in Appendix III. A summary of the items noted on the questionnaires and Bureau for Management/Office of Procurement (M/OP) comments on those items are included in Appendix IV. The answers given by ProDoc users on their questionnaires are included in Appendix V. Acronyms used by questionnaire respondents are defined in Appendix VI.

We received 19 responses to our questionnaire from LAC ProDoc users. One response was a collaborative effort prepared by five users from a single mission.

Some of the problems identified through ProDoc user responses and through detailed testing included:

- ProDoc users could not tell if policies originating in Contract Information Bulletins or Acquisition and Assistance Policy Directives were incorporated into ProDoc.

- ProDoc users needed better training.

- Workflow questions and on-line help needed to be clarified.

- One mission was using a version of ProDoc that was over five months out of date.

- Users also voiced concerns that fill-in fields were sometimes too small to hold the required data or the fonts were too small and that significant amounts of editing were required to finalize ProDoc documents.

Link Between Procurement Policy and ProDoc Clauses Not Clearly Defined

It would be difficult to overstate the complexity of the Federal Acquisition Regulations System. The Federal Acquisition Regulations (FAR) fills more than 2,200 pages of text. This complexity challenges procurement officials. The Agency for International Development Acquisition Regulations (AIDAR) states that "deviation from the mandatory requirements of the FAR and AIDAR shall be kept at a minimum…." The following discussion identifies areas where ProDoc can be improved as a tool to minimize deviation from USAID policy.

To test the availability of USAID clauses and policies, we attempted to locate all 55 clauses listed in Agency for International Development Acquisition Regulations (AIDAR) Subsection H – Part 752. Of those, eight clauses (14.5 percent) were missing from the ProDoc clause library. It is likely that the clauses were not included as a result of inadequate coordination between M/OP's Support Division and its Policy Division. Obviously, clauses missing from the clause library cannot be automatically included in documents by the software when needed.

> **Recommendation No. 1: We recommend that USAID's Bureau for Management/Office of Procurement include the missing clauses from the Agency for International Development Acquisition Regulations in the ProDoc clause library.**

Recommendation No. 2: We recommend that USAID's Bureau for Management/Office of Procurement implement procedures so that clauses defined in USAID policy are included in the ProDoc clause library.

To test whether the ProDoc database contained a complete set of Federal Acquisition Regulations (FAR) and USAID clauses, we took a random sample that was designed to determine whether the FAR clauses were included in ProDoc. The test results were more favorable for FAR clauses in that 98 out of 99 selected FAR clauses were included in the ProDoc clause library.

The testing described in the previous paragraphs was possible because complete listings of the FAR and AIDAR clauses were published, and we were able to trace clauses from those lists to ProDoc. For FAR clauses, a matrix of up-to-date clauses that includes conditions for including the clause in a document is published with the FAR. For AIDAR clauses, we used the table of contents listing.

In addition to the FAR and the AIDAR clauses, the ProDoc clause library contains USAID boilerplate text segments. According to M/OP, these segments represent standard language that may have been taken from USAID procurement policy publications such as Contract Information Bulletins (CIBs) or Acquisition & Assistance Policy Directives (AAPDs). The problem was that there was no index or other method available to show the policy sources or citations of the USAID boilerplate text segments included in the ProDoc or to show that the policy requirements originating in CIBs or AAPDs were incorporated into ProDoc. This has not been done as M/OP has focused on other priorities. Nevertheless, without a link between policy and the ProDoc clause library, ProDoc users can not be reasonably sure that all USAID policy requirements have been included in the boilerplate text segments available in the ProDoc clause library.

According to M/OP's system selection memo, purchasing ProDoc would "standardize the procurement document generated within the system and ensure the accuracy and interpretation of the regulatory clauses incorporated within the procurement document." Users responded to questions about the conditions when clauses should or should not be included in a document as follows:

Question	**Yes**	**No**	**Sometimes**
Generally, does ProDoc include clauses that are ***not*** necessary?	11	3	4
Generally, does ProDoc include clauses and policies that are needed for the document?	8	4	7

The process of creating documents in ProDoc is subject to the interpretation of the user creating the document. Ultimately, the ProDoc user has the power and the flexibility to include or exclude any clauses or text desired. The answers above imply that users were not confident that ProDoc includes or excludes clauses appropriately. Not having a listing of clauses and citations to policy that defines clause usage may lead to uncertainty on the part USAID employees who create procurement documents and inconsistency between documents with similar purposes.

> **Recommendation No. 3: We recommend that USAID's Bureau for Management/Office of Procurement create an index between ProDoc clause library text segments and the underlying procurement policy sources.**

ProDoc Users Need Additional Resources to Supplement Training

USAID faces challenges in providing effective ProDoc training. With ProDoc implemented at numerous missions world wide, USAID has to balance costs and benefits. It would be difficult to send a ProDoc training team to every mission that uses the software, and it would be prohibitive to bring all ProDoc users from the missions to a central location for training. Therefore, when ProDoc was implemented, training was provided to mission users through a "training of trainers" model. M/OP held training sessions in five regional locations. Missions were supposed to send a contracting officer, an executive officer, and the mission systems administrator to the regional training session. After receiving the M/OP training, the mission representatives, in turn, were supposed to provide training to their staff. According to M/OP, not all missions sent complete delegations.

Based on the responses we received to the questionnaires, training provided through the training of trainers model did not prepare mission users to operate ProDoc. The questionnaire responses suggested that some of the LAC region ProDoc users received little more than an overview of ProDoc functionality.

Certainly a training of trainers model can be an appropriate and effective approach for an organization with worldwide sites like USAID. To maximize the effectiveness of the model, materials should be created to assist the trainers who have to present courses to their peers. Responses to the questionnaires indicate that the ProDoc training given at the missions lacked structure. Without lesson plans, explicitly defined course topics, and student exercises, non-professional trainers with limited exposure to ProDoc's functionality can not be expected to provide effective training. M/OP acknowledged that materials were not developed for the presenters and that the initial round of training could have been better. As of the middle of January 2003, when we completed fieldwork, M/OP was planning an additional round of training using a training of trainers model.

Recommendation No. 4: We recommend that USAID's Bureau for Management/Office of Procurement provide mission ProDoc trainers with course objectives, lesson plans, course content, and participant exercises.

Dialog Sessions and On-line Help Need Clarification

In questionnaire responses, 7 of 19 respondents indicated that some questions asked in ProDoc during the *Dialog Session* to create documents were confusing. This difficulty is magnified in the mission setting since many ProDoc users overseas are not native English speakers. Additionally, 10 of 19 respondents mentioned that some questions asked in ProDoc during the *Dialog Session* to create documents seemed to be irrelevant. Although ProDoc has an on-line help function to clarify confusing or irrelevant questions, 9 out of 19 respondents indicated that they did not use it. Two more respondents provided insight into why on-line help may not be used. They noted that "it does not give much information, only repeats the question," and that "most of the time the help function does not take you anywhere, since no information is given there."

Difficult *Dialog Session* questions and unclear on-line help persist in USAID's implementation of ProDoc because M/OP has not made their improvement a priority. As a result, ProDoc users may not consistently interpret and answer *Dialog Session* questions. This results in inconsistent procurement documents.

Every federal agency that uses ProDoc has its own clause library, set of business rules, dialog sessions, and on-line help screens. These are initially defined when the software is implemented, and they should be updated as policy changes. The key point is that any of them can be tailored to USAID's policies and operating procedures. Unclear questions can be re-written. On-line help can explain the impact of answering questions in certain ways.

Recommendation No. 5: We recommend that USAID's Bureau for Management/Office of Procurement clarify dialog session questions and describe in on-line help the impact that different answers have on procurement documents being created.

One Mission Using Older Version of ProDoc

Federal Acquisition Regulations undergo constant revision and updates are issued frequently. Procurement specialists and contracting officers need to incorporate current regulations into the documents that they create.

One LAC mission was using a prior version of ProDoc that was approximately five months out of date. In response, an M/OP official noted that M/OP does not have a way to ensure that missions use the current version of ProDoc because another division controls the installation of software at the missions. As a result, current clauses may not be available to ProDoc users.

> **Recommendation No. 6: We recommend that USAID's Bureau for Management/Office of Procurement implement procedures so that current software is installed at USAID missions in a timely manner.**

Users Noted Limitations in ProDoc

In addition to the general themes taken from the user questionnaires and noted above, users also expressed the following concerns and areas for improvement. Because these issues are not likely to affect whether a document conforms to the FAR, AIDAR, or other USAID policy, we are not making any recommendations for them. Nevertheless, they are significant issues since they may divert the focus of ProDoc users from the content to the appearance of a document.

- In 14 of 19 questionnaire responses, users noted limitations with the software in the functionality of ProDoc fill-ins (forms). Users noted that the forms, at times, did not contain enough spaces for data, did not automatically add amounts, and used font sizes that were too small. One ProDoc user also noted that the forms could not be sent electronically. To overcome these limitations, users perform tasks outside of ProDoc.

- Documents created in ProDoc required significant amounts of editing in a word processor before they could be released as a final version. One of the reasons cited by M/OP for selecting ProDoc was that it would eliminate the need to download documents to a word processor to reformat it into a professional document. Based on the responses to our questionnaire, this planned benefit has not been realized with ProDoc.

  To supplement the responses in the questionnaire related to editing, we tested the accuracy of clauses for punctuation, formatting, or spelling errors by creating a document with 107 randomly chosen text segments from ProDoc. The results of this testing are included in the following table.

Type of error	Segments with error	Percentage out of 107 segment selections
Segments with punctuation errors	4	3.7 percent
Segments with formatting errors	16	15.0 percent
Segments with spelling errors	5	4.7 percent

Type of error	Segments with error	Percentage out of 107 segment selections
Total number of segments with punctuation, formatting, or spelling errors[1]	21	19.6 percent

To provide context for the error rates noted above, it is important to mention that the 107-segement test document was 97 pages long and contained over 48,000 words. In the segments with errors, there were a total of eight misspelled words and 18 punctuation errors. The formatting errors were of three types. In four segments from the FAR, the paragraph structure or placement of line breaks in the document was not the same as the construction in the FAR. Four segments used inconsistent fonts within the text. And, eight segments from USAID sources used an outlining/numbering system different from the one used in the FAR.

The outlining/numbering style used in the FAR was considered to be the standard. In the non-FAR segments, there were four deviations from that standard style. The table below illustrates the outlining/numbering styles noted in the 107-segment sample.

FAR Style	Deviation 1	Deviation 2	Deviation 3	Deviation 4
(a) (1) (i) (A)	(a) (1) (i) 1.	A. (1)	a. (1) (a)	1.

What actions have been taken by Office of Procurement officials to correct these problems?

M/OP emphasizes that ProDoc should not be viewed as a tool that is capable in and of itself of providing quick, easy answers to every procurement document writing problem. Instead, as with many tools, ProDoc's effectiveness comes in part from the skill and knowledge of the person using the tool. To assist in using this tool, Office of Procurement officials have developed resources to train and assist users with ProDoc. M/OP offers ProDoc training in Washington and is developing plans for ProDoc training at mission sites, maintains a ProDoc support web site, and staffs a ProDoc support help desk.

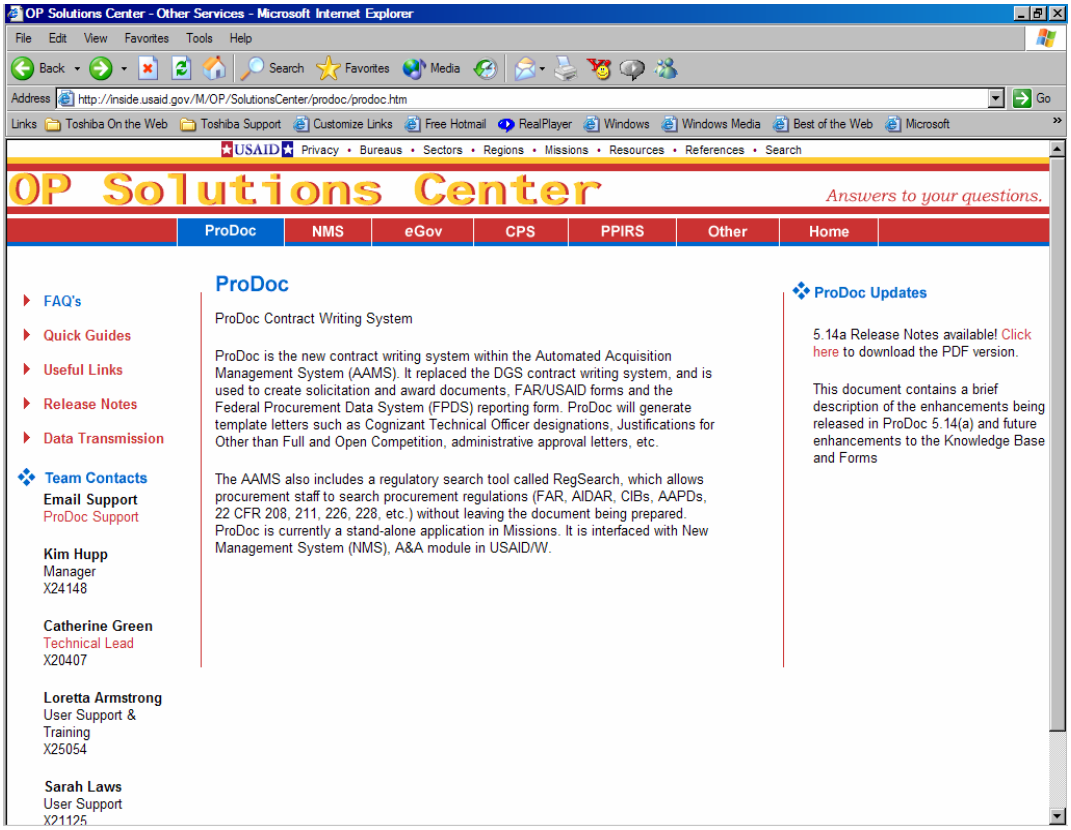
ProDoc training can be scheduled in Washington on an as needed basis. Courses can be provided by M/OP support personnel or by professional training contractors. The content of the courses can be tailored to the group or individuals requesting the training.

[1] Total does not sum since some segments had more than one type of error.

Providing training to missions is more difficult because of the costs involved in sending trainers to the mission locations. Nevertheless, M/OP has started planning a new round of training. Similar to the training provided when ProDoc was first installed, M/OP is preparing a "training of trainers" program to improve the ProDoc users' effectiveness in using the tool.

A major part of M/OP's strategy to providing support to ProDoc users is through a web site, available within USAID, called the *OP Solutions Center*. A copy of the *OP Solutions Center* front page for ProDoc is shown in Figure 7.

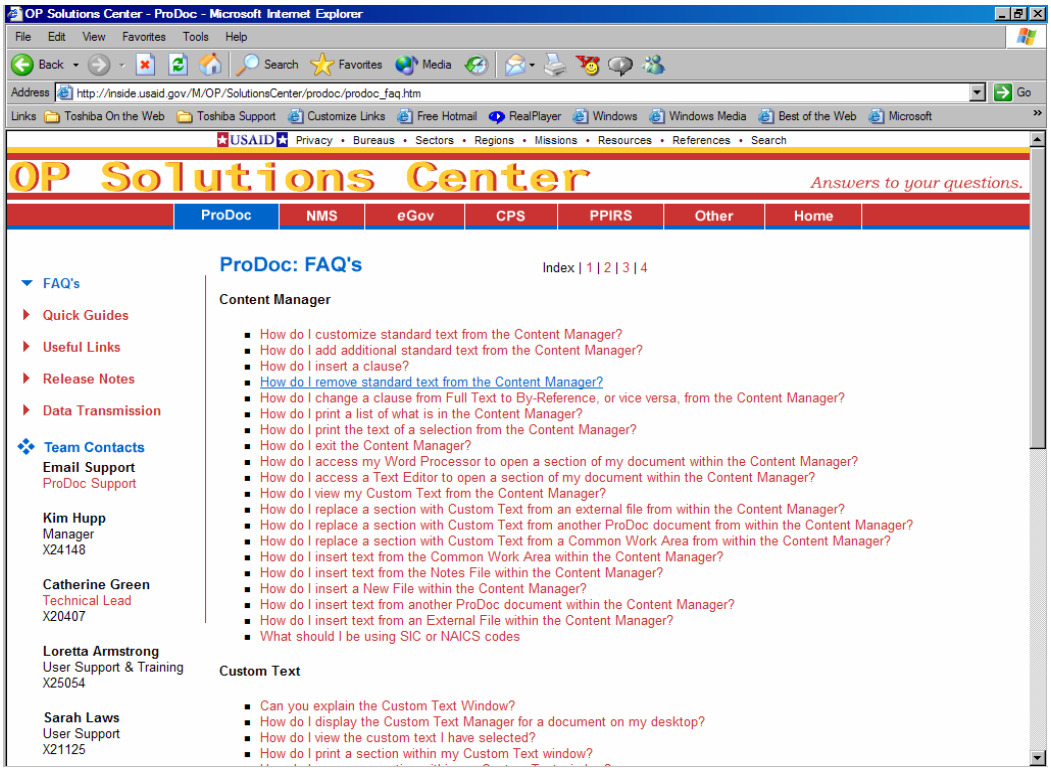
Figure 7 – OP Solutions Center Front Page for ProDoc



The *OP Solution Center* is a starting point for several kinds of information. As seen in Figure 7 on the left side of the page, the ProDoc front page includes links to frequently asked questions (FAQs), Quick Guides, Useful Links, Release Notes, Data Transmission, and E-mail support.

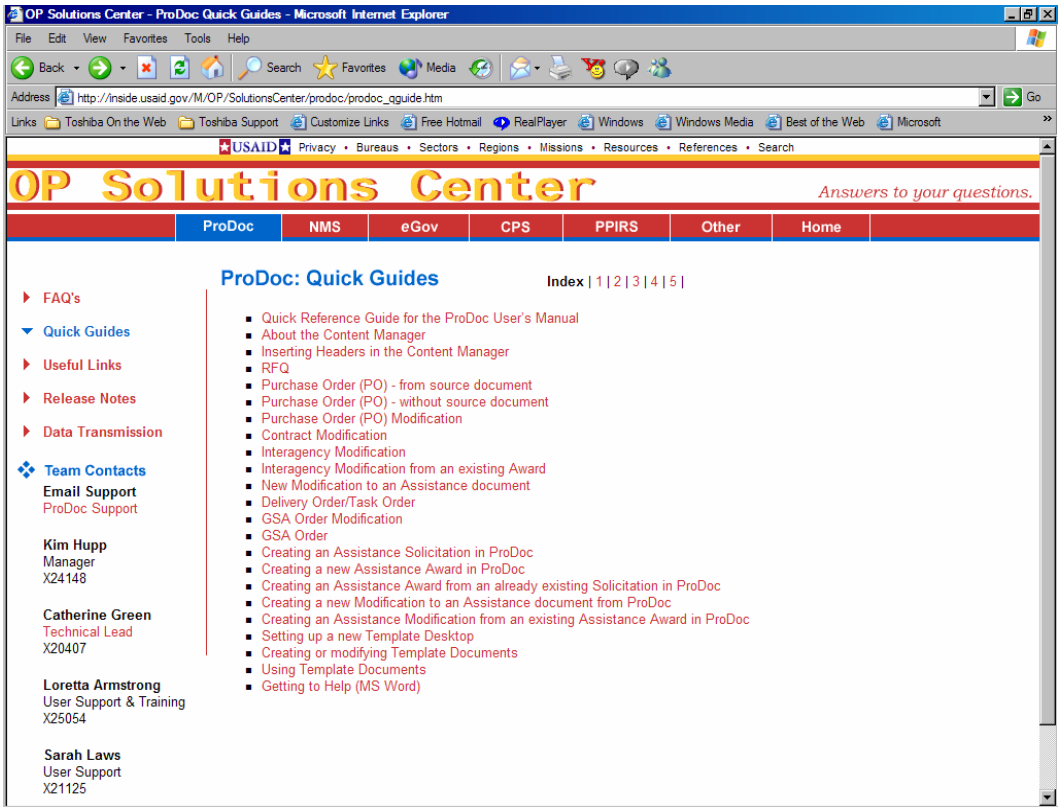
The FAQs page includes "how to" advice on working in the *Document Content Manager* and in the *Custom Text Manager,* on printing, and on miscellaneous functions such as changing numbering styles and exporting documents. Figure 8 shows some of the FAQs available.

Figure 8 – FAQs



The FAQs pages address functionality questions that could occur in any kind of document being created. The Quick Guides page provides links to step-by-step instructions for completing different types of documents. The Quick Guides page is shown in Figure 9.

Figure 9 – Quick Guides



The other three pages of the OP Solutions Center, Useful Links, Release Notes, and Data Transmission, are self-explanatory. The Useful Links page contains links to pages that ProDoc users may need while preparing a document. The Release Notes page contains information on and links to current ProDoc software versions. Finally, the data transmissions page explains the reasons why procurement data needs to be collected.

For situations not answered through the pages of the *OP Solutions Center*, ProDoc users have access to M/OP's support staff via phone or e-mail. Their contact information is prominently displayed on the *OP Solutions Center* web pages.

Management Comments and Our Evaluation

USAID's Bureau for Management/Office of Procurement agreed with the recommendations in this report. Management decisions will have been made once M/OP has developed and the Office of Inspector General has concurred on a firm plan of action to implement the recommendations. The Office of Management, Planning, and Innovation will determine final action after the recommendations have been implemented.

Management comments are included in their entirety in Appendix II of this report.

Scope and Methodology

Scope

The Regional Inspector General, San Salvador audited the ProDoc Implementation in the Latin America and Caribbean (LAC) Region in accordance with generally accepted government auditing standards. The audit focused on issues raised by ProDoc users in the LAC region. The audit did not cover a period of time but reflected user's views and perceptions as of the date they completed questionnaires. Questionnaires were typically returned to the Regional Inspector General between October 31 and November 15, 2002.

Audit work was conducted from October 21, 2002 through January 16, 2003 at USAID's offices in Washington and at Distributed Solutions, Incorporated's offices in Herndon, Virginia. Questionnaires were sent to missions listed on the USAID Bureau for Management/Office of Procurement "Overseas Contracting Officers" list as of September 24, 2002. Those missions were as follows:

- Bolivia
- Dominican Republic
- Guatemala
- Peru
- El Salvador
- Colombia
- Honduras
- Nicaragua

Methodology

Through interviews with M/OP officials, we evaluated the significance and sensitivity of procurement activities at USAID and the susceptibility of documents to contain inaccurate, invalid, untimely, or incomplete information. We then evaluated M/OP's controls that were implemented to ensure the reliability of procurement documents.

To answer the audit objectives, we sent questionnaires to contracting officers in the LAC region. We accumulated, classified, and analyzed the responses to identify ProDoc issues. We also interviewed Bureau for Management/Office of Procurement (M/OP) officials. After analyzing the responses from ProDoc users, we determined the significance of our findings based on our judgement and the number of responses mentioning similar issues.

To substantiate certain issues identified in the questionnaires we statistically sampled two populations. Both tests were designed to give 95 percent confidence with a plus/minus precision rate of 4 percent and an expected error rate of 5

percent. For the first test, we selected 99 of 725 clauses included from the Federal Acquisition Regulations (FAR) clause matrix to determine if the ProDoc clause library was complete. For the second test, we selected 107 out of 1,564 text segments from the ProDoc clause library to determine if they were free from spelling and grammatical errors (compared to source documentation) and to determine if they free from formatting errors. We performed this substantive testing to support what we learned from the questionnaires and from management interviews. Nevertheless, the majority of our conclusions are based on assertions made by ProDoc users and by M/OP management.

Management Comments

May 02, 2003

MEMORANDUM

FOR: Kurt Clark, Acting RIG/San Salvador

FROM: Tim Beans, M/OP/OD Director

SUBJECT: Audit of USAID's Implementation of the Professional Document System in the Latin America and the Caribbean Region (Report No. 1-XXX-03-00X-P, dated March 6, 2003)

This memorandum is in response to your draft report issued on the above date to the Management Bureau, Office of Procurement.

We have reviewed the Audit of USAID's Implementation of the Professional Document System in the Latin America and the Caribbean Region, dated March 6, 2003. The report is quite comprehensive and provides a unique and independent user perspective. It is an excellent customer feedback review and offers the Office of Procurement support unit an excellent opportunity to improve on the delivery of training and support services to ProDoc users.

While we are pleased with the audit report please be reminded that ProDoc is not an automated procurement system that captures the lifecycle of the acquisition and assistance business process. It is only a document preparation system that has been expanded to collect Mission procurement data in the absence of an automated system for reporting purposes. As the auditors discovered, ProDoc is being used to provide a level of consistency and standardization in all of our procurement documents around the world. It is not perfect but has enabled us to minimize errors and helped to create standard procurement clauses used in our procurement documents.

We have taken the audit findings and recommendations and have proceeded with the recommended improvements. Our Policy division some time ago implemented formal procedures for coordinating with our Support unit to ensure that proper attention is given to any changes that may affect ProDoc. We have also updated the Solution Center website to reflect current release notes and a current version of ProDoc is downloadable from the Solutions center site. This will enable all Missions to maintain the most current version of the software. We will continue to track customer satisfaction and measure how well we are performing against those recommendations.

It was a pleasure working with John Vernon of the Regional Inspector General's (RIG) Office and our colleagues in the Latin American and Caribbean Region on this audit. This type of independent collaboration and feedback are needed as the Management Bureau proceeds with the Agency's business systems modernization goals.

Thank you for the opportunity to provide comments and I look forward to our continued collaboration concerning the Office of Procurement customer service efforts in the area of procurement information management and technology.

Sincerely,

Timothy T. Beans, Chief Acquisition Officer
Management Bureau
Office of Management and Assistance

Questionnaire Content

This appendix contains a copy of the questions sent to the contracting officers at the USAID missions for Bolivia, the Dominican Republic, Guatemala, Peru, El Salvador, Colombia, Honduras, and Nicaragua. A summary of the issues we noted in the responses from the missions and the Bureau for Management/Office of Procurement's comments are included in Appendix IV. The complete text of the responses we received from the missions are included in Appendix V.

Question
1. What version of ProDoc is installed at your mission? You can get the version from the login screen (i.e. ProDoc 5.1, release 5.12(a), FAC 2001-06)
2. Where did you receive ProDoc training?
3. When did you receive ProDoc training?
4. When did you start using ProDoc?
5. In what ways did training help prepare you to use ProDoc?
6. What difficulties do you encounter when deciding what Document Type and Document Class you should use for documents you create?
7. What difficulties do you encounter when answering Dialog questions in ProDoc?
8. What difficulties do you encounter when working in the Content Manager in ProDoc?
9. What difficulties do you encounter when inserting customized text or clauses through the Custom Text Manager in ProDoc?
10. What difficulties do you encounter editing clauses in ProDoc?
11. What difficulties do you encounter filling in ProDoc generated forms?
12. What difficulties do you encounter printing documents from ProDoc?
13. Do you do a significant amount of document editing in Word after the documents are created in ProDoc? If so, why is the editing step necessary?

Appendix III

Question
14. How does ProDoc improve your efficiency in creating procurement documents?
15. How does ProDoc improve the quality of the documents you create?
16. Generally, does ProDoc include clauses and policies that are needed for the document? If not do you have any examples (complete with the ProDoc Dialog history) that you could send by e-mail?
17. Generally, does ProDoc include clauses and policies that are not needed for the document? If not do you have any examples (complete with the ProDoc Dialog history) that you could send by e-mail?
18. Generally, does ProDoc include clauses and policies that are free from misspellings or other inaccuracies? If not do you have any examples (complete with the ProDoc Dialog history) that you could send by e-mail?
19. Generally, does ProDoc include clauses and policies that are up to date? If not do you have any examples (complete with the ProDoc Dialog history) that you could send by e-mail?
20. What difficulties do you encounter using the Edit Check function?
21. According to your understanding, what is the significance of providing Federal Procurement Data System (FPDS) reporting information?
22. What difficulties do you have using the ProDoc Help function?
23. What ProDoc resources are available to you to help solve problems? Which are most useful to you when you encounter problems with ProDoc?
24. Is there anything else you would like to share with us about ProDoc?
25. Could you describe your experience as a procurement/contracting specialist?

Questionnaire Results

The issues from the 19 questionnaires received from Latin American and Caribbean Region users are summarized in the table below. The summarization in the "Item" column is based on the impressions and judgement of the auditors involved in this project. The numbers in the second column are references to answers received on questionnaires. All answers to the questionnaires we received are included in Appendix V. For example, 1.F1 corresponds to question number 1, response number F1 presented in Appendix V. The comments in column 3 are comments from Bureau for Management/Office of Procurement officials.

Item	Based on questionnaire response number:	M/OP comment on item noted
Most of the questionnaire respondents were using ProDoc version 5.13(b). This was also the version available on October 30, 2002 on the USAID web site when we downloaded the software. Of note, version 5.13(b) was based on FAC-08 that took effect July 29, 2002. FAC-09 took effect September 30, 2002. The current FAC (as of 11/27/02) is FAC-10 effective 11/22/02. On December 10, 2002, we downloaded version 5.14(a) based on FAC-09.	1.F1; 1.F2; 1.F3; 1.F5; 1.F6; 1.F7; 1.F9; 1.F10; 1.F11; 1.F12; 1.F13; 1.F14; 1.F15; 1.F16; 1.F18; 1.F19	ProDoc can be downloaded at the OP Solution Center Website. Latest release notices are located at the same. Additionally, CDs are mailed to the Missions with each release. Version 5.14(a) released 11/27 contained FAC-09 (effective 8/30).
One mission in the LAC region was using ProDoc version 5.11 (e) based on FAC 2001-04 with an effective date of February 20, 2002. Missions may not be using the most recent version of ProDoc when it is available.	1.F8	Mission responsibility per CIB 01-16
Training was an overview that did not prepare the user to maximize ProDoc's	3.F1; 5.F3; 5.F5; 5.F8; 5.F12; 5.F14; 5.F16;	Regional Sessions were for "Train the Trainers", attendees were trained to

Item	Based on questionnaire response number:	M/OP comment on item noted
functionality in creating documents. ProDoc users may not have received the necessary training to use the software effectively.	5.F17; 6.F8; 9.F17; 12.F3	return to mission to train their fellow staff. Training has never been an overview; courses were very specific and in-depth.
ProDoc users noted that determining the document class for certain document classes (PSCs and Modifications) is confusing or restricted. Users may select an inappropriate document type and class when creating procurement documents.	6.F1; 6.F4	Historically we have found that Procurement Training can be an issue. If you are not aware of the different procurement types, you are hindered in locating the appropriate action types.
Users noted that there is not an option for PASA modifications, PAPAs, nor Purchase Orders over $25,000. Functionality in ProDoc for certain types of procurement documents may not exist.	6.F1; 6.F2; 6.F4; 6.F5	PASA – During the training, Modifications are covered. Also located in the web-training and the OP Solution Center. PAPAs - coming from Policy Office, due to be included in the March release. POs - OF 347 is not contingent on $ amount
Some questions asked in ProDoc during the *Dialog Session* to create documents are confusing. ProDoc users may unknowingly incorporate or omit necessary clauses from their documents.	7.F1; 6.F2; 7.F2; 7.F12; 7.F13; 7.F17; 7.F18; 7.F19	Procurement Professionals should be aware that questions need to be asked even if they seem "out of place". ProDoc creates the "shell" and includes all of the mandatory clauses, users must be aware of the clauses that need to be added based on their specific procurement.
A single user noted that having to look up codes via the Internet is "frustrating and	7.F3	Web is accessible within ProDoc. ProDoc is not responsible for the hyper-

Item	**Based on questionnaire response number:**	**M/OP comment on item noted**
difficult" because of poor Internet access from the mission. Web-based versions of ProDoc may need to be field tested and possible contingencies identified.		links to web-sites outside of the Agency. All COs should have a hard copy of the necessary reference documents within their office in lieu of the web.
Some questions asked in ProDoc during *the Dialog Session* to create documents are irrelevant. The implication is that ProDoc users may resent spending their time ineffectively (or perceive that they are wasting their time).	7.F1; 7.F4; 7.F6; 7.F8; 7.F9; 7.F10; 7.F12; 7.F15; 7.F16; 7.F18	ProDoc cannot know all of the nuances of each action, thus seeming irrelevant questions may be necessary.
Some ProDoc clauses include poor grammar. The implication is that documents have to be corrected before they can be issued.	7.F8	In the process of "cleaning" the clause library. The vendor has been notified.
Having to visit external web sites to find some codes that are required during data entry frustrates some users. The implication is that ProDoc users resent spending their time ineffectively (or perceive that they are wasting their time).	7.F3; 7.F11	Site available within ProDoc (via Web) or they have the option to use hard copies located in the Mission.
Incorporating foreign currencies into forms is problematic since the electronic forms do not have enough spaces to hold required information.	8.F1; 8.F17	Have offered a "work-around." Can be found in the frequently asked questions on the OP Solutions Center Website.

Item	**Based on questionnaire response number:**	**M/OP comment on item noted**
Forms may have to be manually completed outside of ProDoc.		
Users noted the following difficulties with the *Content Manager*. • Not enough continuation pages • The name of the CO does not always appear on the document • Sometimes when clauses are excluded the final document has the wording "not included." The implication is that some document preparation activities have to be completed outside of ProDoc.	8.F1; 8.F7; 8.F8	1) Capability is available. Instructions located on the Web. 2)Unaware of this error (i.e.)` under review in duplication 3) As is should appropriately.
Some users circumvent the Content Manager in favor of manipulating the document in a word processor. The implication is that some document preparation functionality may be missing from ProDoc.	8.F8; 8.F11	Everything a user can do in "Word" they have the ability to do in ProDoc.
Contracting and procurement professionals choose not to use the Custom Text Manager. They find it "extremely difficult," "clumsy," and "not friendly." Instead, work is done in a word processor.	9.F1; 9.F3; 9.F6; 9.F8; 9.F10; 9.F11; 9.F14; 9.F19	

Item	Based on questionnaire response number:	M/OP comment on item noted
The implication is that some document preparation functionality may be missing from ProDoc.		
ProDoc users noted the following difficulties with filling in ProDoc generated forms: • Moving from one block to the next is slow at times. • Forms do not contain enough spaces for data at times. • Formulas cannot be created in the forms. • Tables cannot be used as forms. • Lines cannot be added/deleted from forms. • Font sizes are too small and cannot be changed. • Some critical information must be input manually to the form. • No "3 sheets form" • Forms cannot be transmitted	11.F1; 11.F2; 11.F3; 11.F5; 11.F7; 11.F8; 11.F9; 11.F11; 11.F12; 11.F13; 11.F14; 11.F15; 11.F16; 8.F17	1) Server issue? Memory Issue…could be a network communications issue. 2) Spaces may be controlled for FPDS reporting and/or form size and space positioning may be controlled by GSA. (GSA forms) 3) ProDoc never intended to do algorithms. 4) Tables? There are no tables in ProDoc. 5) Standard forms with font restrictions as per GSA format. 6) font sizes - standardized 7) Critical information – unaware of this information. 8) Print forms only (twice) 9) Have had the ability for the past 1-2 versions.

Item	Based on questionnaire response number:	M/OP comment on item noted
electronically The implication is that some document preparation functionality may be missing from ProDoc.		
Printing individual pages of documents is not possible through ProDoc. As a result, paper may get wasted printing unneeded pages.	12.F9; 12.F10; 12.F11; 12.F12; 12.F18	Ability is there - can specify page number in the Print screen area.
Fonts and margins are inconsistent when printing through ProDoc. The implication is that word processing may be needed to finish the document.	12.F7; 12.F11; 12.F13; 12.F19	Font sizes change with the headers. Documents copied and pasted, must be formatted for consistency - or total document can be formatted at the printing phase. Ability to change margins as well.
Significant editing of ProDoc documents in a word processor is required to produce the final document. Users avoid editing in ProDoc. The implication is that some document preparation functionality may be missing from ProDoc.	10.F1; 10.F4; 10.F11; 10.F12; 10.F16; 10.F17; 10.F18; 9.F19; 13.F1; 13.F2; 13.F3; 13.F5; 13.F6; 13.F7; 13.F8; 13.F9; 13.F10; 13.F11; 13.F12; 13.F14; 13.F18	ProDoc has the ability and the instructions are located on the Web sites as indicated previously.
ProDoc improves the efficiency of creating documents and the quality of documents by providing "the skeleton of the document." The implication is that ProDoc users may be	14.F1; 15.F1	Can only build a starting document based on the dialog, user has to enhance based on specific need. - Procurement Training?

Item	Based on questionnaire response number:	M/OP comment on item noted
only using basic software functionality.		
ProDoc users indicated that the software helps improve efficiency.	14.F4; 14.F5; 14.F6; 14.F7; 14.F14; 14.F15; 14.F16; 14.F19	
ProDoc users indicated that the software impairs or reduces efficiency in creating documents.	14.F8; 14.F9; 14.F10; 14.F11; 14.F12; 14.F13; 14.F17; 14.F18	Once users are trained in how to properly use the system and receive sufficient practice, efficiency will increase.
ProDoc users indicate that the software is better than other tools USAID used in the past.	14.F2; 14.F3	
ProDoc users indicate that the software improves the quality of documents by incorporating current clauses.	14.F4; 14.F6; 14.F15	
ProDoc users indicate that the software does not improve the quality of documents.	14.F3; 14.F8; 14.F9; 14.F12; 14.F13; 14.F14; 14.F17; 14.F18; 14.F19	Software was intended to increase standardization and efficiency. It has been found to decrease the number of inconsistencies and deviations from Agency Policy.
Generally, ProDoc includes the clauses and policies that are needed in a document. However; some exceptions were noted.	YES- 16.F4; 16.F6; 16.F7; 16.F11; 16.F14; 16.F15; 16.F16 NO- 16.F2; 16.F10; 16.F12; 16.F19 SOMETIMES- 16.F1; 16.F3; 16.F8; 16.F9; 16.F13; 16.F17; 16.F18	Some exceptions are needed based on the specific action.
Even though ProDoc generally includes the needed clauses and policies, contracting	14.F10; 16.F3; 16.F9; 16.F19	The Procurement Official has the responsibility to check each document

Item	Based on questionnaire response number:	M/OP comment on item noted
officers do not have confidence in ProDoc and therefore manually check the ProDoc created document against the FAR matrix or other clause sources. The implication is that ProDoc users may not trust the reliability of ProDoc generated documents.		prior to signature. Users have the ability to make changes to all aspects of the final document. These changes are easily identified by using the Content Manager.
Generally, does ProDoc include clauses that are not necessary?	YES- 17.F1; 17.F4; 17.F7; 17.F8; 17.F9; 17.F10; 17.F11; 17.F12; 17.F13; 17.F14; 17.F18 NO- 17.F2; 17.F16; 17.F19 SOMETIMES- 17.F3; 17.F6; 17.F15; 17.F17	ProDoc includes clauses based on the way the user answers the dialog. Procurement Professionals should be aware that questions need to be asked even if they seem "out of place". ProDoc creates the "shell" and includes all of the mandatory clauses, users must be aware of the clauses that need to be added based on their specific procurement.
Generally, does ProDoc include clauses and policies that are free from misspellings or other inaccuracies?	YES- 18.F6; 18.F7; 18.F11; 18.F15; 18.F16; 18.F17 NO- 18.F1; 18.F3; 18.F5; 18.F8; 18.F9; 18.F10; 18.F12; 18.F13; 18.F18	
Generally, does ProDoc include clauses and policies that are up to date?	YES- 19.F1; 19.F4; 19.F6; 19.F7; 19.F14; 19.F16; 19.F17; 19.F19	Currently working with OP/Policy on AAPD/CIB issues.

Item	Based on questionnaire response number:	M/OP comment on item noted
	NO- 19.F2; 19.F5; 19.F8; 19.F11 SOMETIMES- 19.F3; 19.F9; 19.F10; 19.F12; 19.F13; 19.F15; 19.F18	
ProDoc users note difficulty understanding the questions asked during the Edit Check function. As a result, ProDoc users might provide incorrect responses.	20.F2; 20.F8	Written and provided by PPDS folks. - see FPDS website.
ProDoc users perceive that the Edit Check function asks for redundant or irrelevant information. As a result, ProDoc users may resent spending their time ineffectively (or perceive that they are wasting their time).	20.F3	FPDS Issue - Are users filling-in the "data fields" that are carried over from ProDoc into the FPDS Edit checks? Cutting down on double entry.
ProDoc users mentioned that the Edit Check function is not user friendly or had other usability problems. ProDoc users may resent spending their time ineffectively (or perceive that they are wasting their time).	20.F5; 20.F6; 20.F8; 20.F10; 20.F12	FPDS Issue-Congressional mandate
ProDoc users note that the Edit Check function reduces the efficiency of using ProDoc to create documents because it is a long process to complete.	20.F10; 20.F11; 20.F19	Number and complexity of questions are determined by Congress.

Item	Based on questionnaire response number:	M/OP comment on item noted
ProDoc users may resent spending their time ineffectively (or perceive that they are wasting their time).		
ProDoc user noted that in spite of entering a great deal of data into ProDoc, no reports are available. Missions cannot query ProDoc for procurement action information.	20.F11	ProDoc is not a database. Though some info can be retrieved and transported FTP to headquarters data warehouse which is used as a central repository for Agency reporting
ProDoc users do not use or rarely use the on-line help function.	22.F1; 22.F2; 22.F4; 22.F5; 22.F7; 22.F9; 22.F10; 22.F11; 22.F12	Why
ProDoc users note that help is not helpful.	22.F8; 22.F14	
Help could be improved with links to web sites.	22.F13; 22F18	Which websites?
ProDoc users noted available sources to help solve ProDoc problems as indicated.	Local System Administrator – 23.F1; 23.F4; 23.F6; 23.F11; 23.F14 ProDoc Manuals or Training material – 23.F2; 23.F3; 23.F4; 23.F7; 23.F16 ProDoc Help – 23.F2; 23.F7 Local Co-worker – 23.F4; 23.F8; 23.F11;	

Item	Based on questionnaire response number:	M/OP comment on item noted
	23.F10; 23.F11; 23.F17 OP Support Team in D.C. – 23.F8; 23.F9; 23.F10; 23.F11; 23.F12; 23.F15; 23.F18; 23.F19 DSI – 23.F8 RegSearch – 23.F8 OP Solution Center – 23.F16; 23.F19 Self- 23.F10	
ProDoc Support in Washington does not provide timely answers to questions.	23.F9; 23.F12; 23.F18	OP/PS Policy to respond within 48 hrs of request. Remedy is used to track these issues.
ProDoc Support in Washington provides timely answers to questions.	23.F11; 23.F15	
When asked to comment on anything about ProDoc they wanted to, users noted the following:	Training was not adequate – 24.F1; 24.F11 Time is right for additional training – 24.F16 ProDoc does not meet mission needs – 24.F3; 24.F8	ProDoc was a COTS Package. It was meant to be used as an interim solution to replace a DOS Based system that was no longer supported by the vendor. The intent of ProDoc was to bring some level of consistency and standardization in Procurement Document preparation. ProDoc is approximately and 80/20 % solution. For document preparation. It covers 80-% of clauses and formatting requirements by the agency. It also has

Item	Based on questionnaire response number:	M/OP comment on item noted
	ProDoc is generally disliked – 24.F3; 24.F9; 24.F11; 24.F12; 24.F18; 24.F19 ProDoc asks redundant questions – 24.F4 ProDoc provides an initial framework – 24.F6 ProDoc needs formulas and more continuation pages –24.F7 ProDoc questions are confusing – 24.F8 ProDoc reporting is not accurate – 24.F8 ProDoc should not limit the number of documents that can be created – 24.F8	the ability to assist with that 20% that must be created by use of a "work-around". Workarounds are explained in the training and readily available on the web. Users that receive training and the proper use of ProDoc and continue to generate documents on a consistent basis will have increase their efficiency and allow for better time management. The final documents will be superior to those in the past and consistent across procurement. ProDoc is not a database; ProDoc is not a reporting tool. ProDoc does not contain spreadsheets and algorithms. ProDoc does not provide foreign currency conversion. These are business processes that are normally found in a fully automated procurement system, which ProDoc is not. Until such time that the Agency decides to invest in a new procurement system, this is the available system for the Agency. We will continue to work with users and the vendor to review and make corrections to ProDoc. We will continue to provide regional training as the budget allows. And we will continue to update the OP Solutions Center and version notes to make ProDoc the best document generation tool that we can.

Individual Questionnaire Responses

This appendix includes the answers given by mission employees in response to the questionnaire at Appendix III. The questions are numbered 1 through 24 and **bolded**. The individual answers for respondents are listed below the question and are identified as F1 through F19. We did not correct spelling or grammar in this presentation. Acronyms used in the responses are defined in Appendix VI.

1. What version of ProDoc is installed at your mission?	
F1	513 (b)
F2	We have ProDoc release 5.13(b), FAC 2001-8.
F3	5.13 (b)
F4	Prodoc 5.1
F5	ProDoc 5.13(b) 8-07-2002 FAC 2001-8 8-16-02
F6	5.13(b)
F7	ProDoc 5.13(b)
F8[λ]	5.11(e) of 1/11/2002 FAC 2001-04 02-13-2002 The Mission System Manager will install the newest version into the server this week (Nov. 19, 2002)
F9	ProDoc 5.1 5.12(b) [θ]
F10	5.1 release 5.13 (b) FAC 2001-08
F11	5.13(b) FAC 2001-8
F12	ProDoc 5.1, Release 5.13(b), FAC 2001-8
F13	5.1 release 5.13(b) FAC 2001
F14	Prodoc 5.1 Release 5.13 (b) FAC 2001-8
F15	ProDoc 5.1, release 5.13 (b), FAC 2001-8
F16	5.13 (b)
F17	8.12B
F18	5.1 release 5.13 (b) FAC 2001-08
F19	5.1 5.13 (b) as of Nov 11, 2002

[λ] The responses provided on this questionnaire is a group effort by 5 ProDoc users in an LAC mission
[θ] Verified with the user that this was a typographical error. Version being used is actually 5.13(b).

2. Where did you receive ProDoc training	
F1	Washington, D.C.
F2	La Paz, Bolivia
F3	At the Mission, from the person we sent to Bolivia for the formal training.
F4	In-house
F5	Regional Course in La Paz, Bolivia
F6	USAID/HONDURAS
F7	USAID/Honduras, Tegucigalpa, Computer Room
F8	TOT: La Paz Bolivia Other Mission Users: USAID/Guatemala Premises
F9	USAID/El Salvador
F10	RCG Office/El Salvador
F11	USAID/San Salvador
F12	USAID/El Salvador
F13	La Paz, Bolivia
F14	In house training & selftraining
F15	USAID/LA PAZ MISSION
F16	La Paz bolivia
F17	USAID's mission in Bogotá (4 hours)
F18	El Salvador
F19	Honduras

3. When did you receive ProDoc training?	
F1	Just 3 hours prior to the CO Conference, but I wouldn't call it training as it concentrated on troubleshooting. I learned to use the system on my own.
F2	May 21-25, 2001
F3	June 2001
F4	06/11/2001
F5	May 2001
F6	10/07 – 10/11/2002
F7	October 7-11, 2002
F8	TOT: March 2001 Other Mission Users: June 2001
F9	November 2001
F10	January 2002
F11	October 2001
F12	October 2001
F13	May 2001
F14	August 2001
F15	May 21-25, 2001
F16	May 21-25, 2001

3. When did you receive ProDoc training?	
F17	June 2002
F18	October 2001
F19	Oct 2002

4. When did you start using ProDoc?	
F1	June 4, 2001
F2	About one year ago.
F3	June 2001
F4	Right after the training, even though it was not mandatory until October 1, 2001.
F5	September 2001
F6	10/01/2001
F7	October 2001
F8	TOT and All Mission Users: July-August 2001
F9	November 2001
F10	January 2002
F11	October 2001
F12	1 October 2001
F13	October 2001
F14	Sep 2001
F15	Testing on or about Jun – Jul 2001 – Producing Document October 2001.
F16	August 2001
F17	September 2002
F18	October 2001
F19	Oct 2000

5. In what ways did training help prepare you to use ProDoc?	
F1	N/A
F2	Without it, I wouldn't have known how to use it.
F3	It got me started, though the ToT approach meant that only one out of the four of us got enough training.
F4	The training help me understand how to use the different features of this new system. Also, the trainers gave us a manual and a list of NAIC Codes and Product Service Codes, which I think are essential to answer the related questions.
F5	Get acquainted to the new program and familiar with the manual.
F6	It helps me to make better use of PRO-DOC system.
F7	Providing all clauses that an instrument need
F8	1. It was just an overview and the manuals provided were not complete and not much helpful. We learned more by practicing and commenting our doubts with our colleague in

5. In what ways did training help prepare you to use ProDoc?	
	charge of ProDoc. 2. It helped me to get familiar with the system and to use it. 3. It introduced me to the basics of how to use the system, however, we did not "practice" it enough to really face the problems that we faced later and therefore, we could not get the orientation during the training on how to resolve these problems. It was like only showing the top of an iceberg and not really what we were going to be really facing.
F9	To learn how to use it.
F10	To learn how to use it.
F11	To access the system, to generate documents, search for information.
F12	To learn the basics on how to use the program.
F13	To learn how to use it.
F14	Knowing first steps to enter program
F15	It gave us the chance to understand how the program it functions and how it can work.
F16	I was able to survive the frustrating "cut over" period when the system was being debugged. I resorted to my e-mail network and was able to draw on the collective memory of my colleagues who were trained in May.
F17	We got an overall view of the system
F18	To learn how to use it.
F19	Understand system logic, options, processes.

6. What difficulties do you encounter when deciding what Document Type and Document Class you should use for documents you create?	
F1	The only problem that I've encountered to date is when it comes down to selecting the contract types and if I'm doing a PSC, the only option available is the level of effort category. Also, the fact that the dialogue talks about formula versus project grants is confusing. Task Orders are not differentiated from a delivery order, and a PASA modification option is just not there.
F2	The difficulties I encounter have to do with trying to interpret what the system means. For example, when doing a Modification, does the classification apply to the Modification or to the basic Contract ? More detail should be given in the description block.
F3	Not many.
F4	When writing PSCs it is usually hard to decide whether it is a Definitive Contract or a New Definitive Contract, for example. Also, there is no categories for Purchase Orders above 25,000.00
F5	"NEW AWARD: INTERAGENCY AGREEMENTS", there is no chance to enter into a Participatory Agency Program Agreement (PAPA). See Revised ADS 306.3.2.12."

6. What difficulties do you encounter when deciding what Document Type and Document Class you should use for documents you create?	
F6	I used to have problems for task orders.
F7	None
F8	1.Originally, there was not an RFA in Prodoc. Actually there is not a sample for Request for Task Proposals in Prodoc, so each Mission has to use their own format for this purpose. The system is still in a changing mode, so we really are not standardizing all documents. However, it was easy to follow the steps to find the type of documents that are in Prodoc. I still think that in this Mission we are not using Prodoc at its full capacity. 2. None
F9	None.
F10	No difficulties
F11	Do not have difficulties in deciding. Normally that decision is made outside ProDoc.
F12	None.
F13	None.
F14	
F15	None
F16	None
F17	None
F18	None
F19	• FSN PSC contracts lacked Appx J clauses • Formatting issues • general complexitites

7. What difficulties do you encounter when answering Dialog questions in ProDoc?	
F1	The questions at times are difficult to understand. The not fully bilingual staff has problems and get confused. There are questions, which are not applicable to the agency. At instances when you select PSC, the dialogue will ask if the contract is performance based or not.
F2	Again, difficulties in the interpretation.
F3	Looking up those codes is very frustrating and difficult. The system is obviously built for places that have instant and excellent Internet connections, not the field.
F4	Most questions do not apply, especially if it is a local procurement. Maybe an inquiry on whether the procurement is local or not could help.
F5	None
F6	Some questions do not belong to the type of contract that has been selected.

7. What difficulties do you encounter when answering Dialog questions in ProDoc?	
F7	When issuing a modification ProDoc ask for an award date, but it does not specify this date if for the original award or the modification date.
F8	1. Some of the questions are not clear enough. For example, "give the TEC": we do not know if the system is asking for the previous TEC or the "increased" TEC for that particular action. We have also noticed that when the system asks if the action is with a Non-US entity, it stills asks questions applicable only for US, like if the firm is a Small Business, Veteran, etc. 2. Bad Grammar. 3. Too many questions.
F9	Some questions are confusing and ambigious. Many questions don't apply in all cases.
F10	It takes too much time for unnecessary questions (some are repetitive), most of them do not apply to what you're doing and some are ambiguos
F11	Many. Specially when trying to answer the NAIC, FPDF, CFDA, FIPS codes which cannot be selected from the ProDoc system but one needs to go to another web site to search for the information and even though one believes that has selected the right code, it seems that there is inconsistency among users.
F12	Some questions are ambiguous/confusing, and others don't apply to overseas Missions.
F13	Some questions are ambiguous and confusing. Other questions do not apply to Overseas Missions.
F14	Ambiguous answer . if you go to help there is nothing to guide you
F15	Some of the questions do not apply to field Missions.
F16	The system still has too many "dummy" questions which lengthen the dialog process. I recommend that someone who actually creates documents daily be contracted to debug the dialog.
F17	Some questions were vague and confusing, could be answered in two opposite ways, that has changed and improved a lot.
F18	Some questions are ambiguous and confusing and others don't apply in all cases.
F19	• Double negative questions

8. What difficulties do you encounter when working in the Content Manager in ProDoc?	
F1	The name of the CO at times does not appear on the document.. There are times where the amounts are not accepted by the system. Incorporating Colombian currency is a big task, as the forms do not have the size to hold the entire amount.

8. What difficulties do you encounter when working in the Content Manager in ProDoc?	
F2	So far, my difficulty when working in the Content Manager has been: getting updated Standard Provisions from the Clause Library. Also, not all the sections appear in Grants/Agreements (for example, the Geographic Code Section).
F3	Not too many
F4	None
F5	I don't use very much this section
F6	None
F7	There is no enough continuation pages
F8	1. The content manager separates each section from each other. I usually save the document generated in Prodoc in Word, trusting that it includes all the required clauses, based on the answers given, and then arrange the document and make changes in the font, etc, or add some special language for local procurements, and then import this whole word document into the Prodoc Content Manager. 2. Sometimes when you are creating the final document and you don't want to include some clauses, the final document has the wording "not included" and then you have to re-do the format on your own.
F9	None
F10	None
F11	It is not flexible, once you have selected the type of contract, there is no room for adjustment. So, I decided to work all of my documents outside the content manager. I have worked them in word processor and then I import the document into one of the sections of the contract.
F12	None.
F13	None.
F14	
F15	None
F16	None
F17	Not enough room for local currency, because of this, figures must be typewrited hence the system does not add them up, too much space between the rows, no undo option available, no possibility to insert rows, no bold option available, there is no "3 sheets form" with possibility to include 20 items on each sheet available, some questions do not correspond to Purchase Orders, very slow, even though the PO is in status OK, when trying to send the report to WAS some can't be transmitted and one must guess where the problem is, Orders disappear from one day to another, the values in the dialogue disappear and the order continues to be in status OK, procurement over U$25,000 does not exist in the selection list.

8. What difficulties do you encounter when working in the Content Manager in ProDoc?	
F18	None
F19	My staff does this for me.

9. What difficulties do you encounter when inserting customized text or clauses through the Custom Text Manager in ProDoc?	
F1	The editing is extremely difficult, and the system tends to reject complex word files.
F2	None.
F3	It is just a clumsy system.
F4	What I use is the feature called "Insert and Replace," of the Content icon and find no difficulties using it.
F5	None
F6	Custom Text is not friendly to use, too many signs.
F7	none
F8	1. I barely use this option, because I trust that Prodoc incorporates all the required clauses. 2. I still don't know the difference between Custom Text and Content Manager. I do not use Custom Text, I prefer to use the Content Manger and insert documents in Word format
F9	None
F10	It takes too much time to do a reg search or clauses, by the time the system responds you could have done it twice, and you do not get the clause or reg. Name just the number which makes it more complicated and it is very time consuming.
F11	I do not use this part, since I work it outside. See No. 8 above.
F12	None.
F13	None.
F14	Does not work as a word document and sometimes margins don't fit the paper size
F15	None
F16	None
F17	Hasn't done it. This possibility was never explained.
F18	None
F19	Prodoc formats are rigid. However, saving to document in word makes it easier to manipulate.

10. What difficulties do you encounter editing clauses in ProDoc?	
F1	Extremely difficult. I don't even try it.
F2	Have not done it.
F3	Not many
F4	I don't use editing.
F5	None

10. What difficulties do you encounter editing clauses in ProDoc?	
F6	None.
F7	none
F8	1. Same as No. 9 above 2. The difficulty with this is that clauses are not usually updated, and we have to check them against the regulation.
F9	See answer 13.
F10	Same as above
F11	I avoid this by working it outside. I do the editing in word processing.
F12	We can't edit clauses in ProDoc. We need to export them into Word in order to edit them.
F13	
F14	
F15	None
F16	Most of the documents I create in ProDoc are saved as Word Documents which I have no difficulties editing.
F17	The format of the clauses can't be changed. If one wants i.e.: justify or block text, on may not change it and appears totally indented.
F18	They can't be edited, you need to change them to word.
F19	see above.

11. What difficulties do you encounter filling in ProDoc generated forms?	
F1	The speed. When you go from one block to the nest is at times slow.
F2	Not enough space sometimes.
F3	Sending them electronically is not possible, which means we have to print and scan. A process that is duplkicative and unweildy leading to a very sloppy looking final product.
F4	None
F5	Some spaces are not wide enough for the information needed.
F6	None.
F7	No formulas
F8	1. The most problematic issue here is that when I have entered the information in Prodoc, specifically in a form, and I realized that I have to make changes, add or delete paragraphs, I need to retype the whole document again because the system does not allow me to add/delete lines in a form (specifically Mod Forms), so if I am in the "continuation page" of a Mod. and I have to add two new paragraphs to my doc, I have to retype everything again. Also the system does not allow to use tables in a form, if we use tables, we have to add them as a word document in an

11. What difficulties do you encounter filling in ProDoc generated forms?	
	attachment and import the word document into the Prodoc document. 2. Font and size cannot be formatted and the letter is too small. Also, the fill-ins space is less than what the form can give us. There should be more space and a way to format font and size; also, we should be able to do tables or use tabs. (clarifications: the TOT followed the instructions to change font/size but it did not work)
F9	Not enough space permitted by the system even though there is plenty of space on the page (when printed). Font is too small and cannot be changed. Cannot insert of delete lines – changes need to be made the whole thing needs to be redone.
F10	
F11	First page generated forms are o.k. Except that working in tables turns very difficult and changing fonts is just impossible.
F12	The form does not provide enough space to input information. The font is very small and even smaller on the second page of the forms. We've unsuccessfully tried to change the font. Also, lines cannot be deleted or inserted.
F13	There is not enough space. The font is very small.
F14	You are not allowed to delete or insert lines
F15	The yellow spaces are limited.
F16	The fact that some critical information such as the agreement/contract number has to be manually inserted on forms, indicates that the database is deficient.
F17	None
F18	There is not enough space. The font is very small and it cannot be changed. No lines can be inserted or deleted.
F19	some FSN PSC contract language is prodoc needs to be corrected to conform with AIDAR J

12. What difficulties do you encounter printing documents from ProDoc?	
F1	None.
F2	None.
F3	None the way it is, but the final product looks bad.. Wouldn't it make imminentlymore sense to have it print through a word processor, so that we could have an electronic document.
F4	None
F5	None
F6	None.
F7	Different type of fonts, it will be better if all sections could have the same font.

12. What difficulties do you encounter printing documents from ProDoc?	
F8	Two cases: 1. Under a Task Order Mod, the number of the Mod is too large because we have to add "OUT" to the number, it shows completely on the screen, it does not appear completely when printed. 2. Under Mod with Assistance Instrument, when the obligated amount appears in the screen, it does not appear when printed (this was just a recent problem). Case No. 1 was already reported to Washington Prodoc Team
F9	Cannot print individual pages.
F10	It takes too much time to get to the printing screen (the system is very slow) and even though it gives you the choice to print just the pages you want it still prints you more than one page when you request just one page (you have to throw them away and waste a lot of paper).
F11	What you see on the screen is not what you get once you print. The fonts change, you waste a lot of paper in trying to obtain a final copy. We have avoided this by printing from the word processor and just print the first page of the document from ProDoc which has worked best for us.
F12	We cannot print individual pages. We have to print the whole document every time, even when we only need to print one page.
F13	The format ad the font are not consistent in all the document.
F14	
F15	Sometimes when printing you get text that is not necessary.
F16	None
F17	None
F18	You cannot print individual pages. Every time you print the whole document comes out.
F19	margins, formatting

13. Do you do a significant amount of document editing in Word after the documents are created in ProDoc? **If so, why is the editing step necessary?**	
F1	Yes!!!! The TOA at times does not appear. Need to include special clauses relative to post, i.e. security, authorized geographic code. For CAs, the dialogue is not specific, so if you have a substantial involvement clause, chances are you'll have to insert in the word document the names of the key positions to be approved.
F2	Yes.

13. Do you do a significant amount of document editing in Word after the documents are created in ProDoc? **If so, why is the editing step necessary?**	
	Because of the reasons stated above: Not all the latest provisions show, not all the Sections appear, there is not enough space to type the words in the fill-ins etc.
F3	Extremely! To be honest the final product is invariable a Word Document and not ProDoc. This is because the formating is off and it just does not produce a clean looking document. Couldn't you have it so that we could do the contract in Worrd and send it back into Pro Doc?
F4	No
F5	I do convert all archives into WORD.
F6	Yes. Because, PRO-DOC needs improvement on the presentation of the body of the contract, and sometimes is needed to add some portions to the Agreement.
F7	Yes, mainly because ProDoc does not have enough continuation pages.
F8	1. See answer No. 8 2. Everything I do is re-edited into a Word format, except for the forms. 3. The editing step is necessary because it's easier to work in word instead of having all the blank spaces that the text format has; also to be able to copy past sections that ProDoc does not include or do not apply to overseas Missions.
F9	In most cases, the whole document (excepting the forms) needs to be re-done in Word. Format and font are not consistent through the document and cannot be corrected, weird symbols appear throughout the document and cannot be deleted. A clean document cannot be obtained directly from ProDoc so it has to be re-done in Word and then imported into ProDoc.
F10	Since the system has been so badly designed (very little space in the forms, you can't align the text in the continuation pages, you don't get the correct clauses, the P.O. formats do not allow you to write a description for services, just line items and they have to be priced, the font is very little etc.) about 90% has to be edited and printed from word if you want to get the job done.
F11	It depends. When one is working in a complex procurement, such as RFP, RFA, it entail significant editing. The edit checks of the Pro-Doc seems to be a waste of time.
F12	When we create the documents in ProDoc, we end up with documents with different fonts, weird format, and strange symbols.

13. Do you do a significant amount of document editing in Word after the documents are created in ProDoc? **If so, why is the editing step necessary?**	
	We've found that these problems are difficult to solve, even in Word, so we've chosen to create the documents in Word, and then import them into ProDoc.
F13	No. I edit one document in Word (which includes, for instance, statement of work, selection criteria, etc.) and ignore each text segment in the content manager.
F14	Yes, It is easier to work in word processor, since you can arrange docs.
F15	Not significant, but some editing is necessary.
F16	No
F17	Never
F18	Lots of strange symbols come out when you print the document. The format and the font are not consistent in the document. We try to change it but it can't be done.
F19	No my staff does this

14. How does ProDoc improve your efficiency in creating procurement documents?	
F1	Gives me the skeleton of the document that I can work with.
F2	It is more user friendly and streamlined than the previous system.
F3	Not much, though it is better than the previous products.
F4	It is a faster and a reliable way of creating the correct document, especially because it keeps clauses up-to-date.
F5	It is a great help for efficiency.
F6	Very good.
F7	Very well.
F8	1. It is supposed to standardized the documents worldwide. 2. It takes a lot of time to answer the 'edit checks' therefore there is no improvement in time and efficiency.
F9	Rather than improving it, I think it has impared my efficiency. It takes longer and a double effort to produce a quality document.
F10	It has not improved it, on the contrary it delays your work, your efficiency, it frustrates you and takes you more than twice the time to produce a procurement document.
F11	I believe that in theory one could say consistency and up-to-date clauses. However, reality has shown that Pro-Doc is not up-to-date on the clauses and has not improved efficiency. For example, PSCs did not incorporate all required clauses, assistance instruments did not incorporate all required provisions. I still do not understand

14. How does ProDoc improve your efficiency in creating procurement documents?	
	what happens with all the information that is fed into the system and one cannot generate any reports out of it.
F12	We feel ProDoc has not improved our efficiency at all. It takes longer to produce an acceptable document now, than it took to produce it in the old system, DGS.
F13	PRODOC has impaired the efficiency rather than improve it. It takes longer to obtain a good document.
F14	While giving incorporated clauses reduce time of searching and typing them
F15	Well it gives you the regulations that are needed for the procurement instrument you are working on and also the standardization of procurement documents.
F16	The speed with which documents can now be created is greatly enhanced. Not as much editing and formatting is now required.
F17	Don't think it has improved, I feel it's more time consuming and the end product is a document not as professional as prior used. We need a form with the possibility of inserting 14 digit numbers (max) for foreign currency, with independent dialogue questions for PO or CO (depending on the case) and with the possibility of making changes as the ones described in question 8.
F18	PRODOC has impaired the efficiency rather than improve it. It takes longer to obtain a good document.
F19	Central Achiving has its benefits. But this could be obtained in any program (e.g. Word).

15. How does ProDoc improve the quality of the documents you create?	
F1	Same as above.
F2	The documents are more complete and have a good presentation.
F3	It does not!
F4	Same as above
F5	The documents get a high quality.
F6	It helps to provide the most recent clauses.
F7	It helps, the only thing that is not really comfortable is that when you import a document from Word you can not see it in the ProDoc preview screen.
F8	1. The system still needs to be fine-tuned to really produce a quality document. We work constantly with the Prodoc Team to inform them of the discrepancies or mistakes we have found by using the system. 2. If we re-edit them in Word there is a better quality of documents;
F9	It does not, as explained above.
F10	It doesn't most of the time it has the wrong clauses and the clauses

15. How does ProDoc improve the quality of the documents you create?	
	that should be there, are not. You have to spend more time checking FAR matrix, printing out the document to be sure it has the right clauses etc. and when you have an urgent request it delays your work.
F11	At least you have a starting point…
F12	In theory, it should produce high quality documents with updated clauses, but in practice, this is not happening.
F13	It does not improve it.
F14	This does not improve quality since presentation of document is not the best
F15	By providing current regulations.
F16	No response.
F17	Didn't
F18	It does not improve it.
F19	Not much at all.

16. Generally, does ProDoc include clauses and policies that are needed for the document?	
F1	60% of the time. We have to include manually the certifications. When contemplating a contract with GUCs, the LOC language has to be incorporated manually.
F2	Not all of them are.
F3	Yes, though we have found numerous mistakes.
F4	Yes, especially for PSCs.
F5	In the case of Assistance Instruments, section attachment 4 for publications and communications has been incorporated into attachment 3. My comment is that it was better to leave attachment 4 for Publications and communications.
F6	Yes.
F7	Yes
F8	Here are several examples of problems related to this question, which were transferred to the Prodoc Team in Washington for solution at the time they appeared: 1) "Kim, I am working on a Coop.Agreement with a US Non Governmental Organization who will perform health activities, family planning being one of them among others. PRODOC included the Standard Provision "Voluntary Population Planning" Standard Provision dated June 1999. In accordance with CIB 01-08R, this Standard Provision needs to incorporate the new paragraphs (e) and (f) of the White House Memorandum included in CIB 01-08R. I just want to know if the Prodoc team plans to incorporate these paragraphs in the Standard Provision that PRODOC

16. Generally, does ProDoc include clauses and policies that are needed for the document?	
	generates so that we do not have to remember to copy/paste these two paragraphs every time we do an Agreement which will perform family planning activities. That will help us a lot. I am interested in hearing from you about this question. Thanks" 2) Most of the time they are included; but if one of the questions is not clear and we answered incorrectly then the clauses are different. The clauses that I found with mistakes or incomplete are: Standard Provision "Publications and Media Releases (June 1999) appears incomplete, section (c) the beginning of the sentence is missing; the other provision incomplete is "Communications (Oct 1994)" together with its Standards for publications and videos. 3) I've noticed that the modification of assistance form that Prodoc produces is different from the letter form we used in the past, and have some comments: 1. This one does not have a section to keep track of counterpart contribution, which we have always done as part of the financial information. I guess we now should include this information in the continuation pages? 2. The form talks about Grantee and Grant, When we are making modifications to cooperative agreements shouldn't we talk about Recipient and Cooperative Agreement? Doesn't the system give you the option to choose between grant and C.A.? 3. There is not a Section on the cover page for "Fiscal Data" (General – Specific) as it used to be, we have to add it in the Word Document.
F9	Sometimes it does but we have to double-check always.
F10	See question 15.
F11	Generally speaking yes, but it also includes a lot that are not needed…Purchase Orders and RFPs generate a lot of unneeded clauses that require a major clean-up effort. Unfortunately, I do not have a complete example, I destroyed all the unnecessary paperwork and did not include it in the file.
F12	Generally, it does, but not always. We usually have to delete/ignore clauses that ProDoc has included, but don't actually apply to our document.
F13	Sometimes.

16. Generally, does ProDoc include clauses and policies that are needed for the document?	
F14	Yes
F15	Generally it does.
F16	Yes, in general.
F17	sometimes
F18	Sometimes
F19	It requires a lot of user intervention to assure special clauses get added. This is not “automatic” with prodoc.

17. Generally, does ProDoc include clauses and policies that are not needed for the document?	
F1	Yes. Use of recovered material language, amongst others when you are putting together a contract that has nothing to do with the clause.
F2	No.
F3	Sometimes.
F4	Yes, it will list the source, origin and nationality requirement clause as well as the marking clause in every P.O. or contract regardless of the type of contract. For example, if you are procuring services (not supplies) the marking clause make no sense.
F5	?????
F6	Sometimes.
F7	Yes
F8	Here is only one example related to this question, as before, it was reported to Washington: “We are currently working on a Firm Fixed Price (FFP) solicitation. When we generate the solicitation after we have answered the dialog it generates a section B.2, titled "Cost Reimbursable". This is not a FFP/CR contract. Nor did we answer the questions as such. Additionally, the solicitation is not generating the line items we requested in the dialog. We have tried to use the Web Browser to ask questions but can't seem to find the location. The Contracting Officer, [name redacted] (from Washington DC) and myself have gone through the dialog several times and answered the questions correctly. But we still come up with the same incorrect sections. We have also "re-generated" after each dialog session. Can you provide assistance with this problem?”
F9	Almost always.
F10	See question 15
F11	Same as 16 above.
F12	Yes.
F13	Yes.
F14	Yes
F15	On generating, Task Orders I encounter an article that is not needed (Allowances), so we have to delete this article when editing the document.

17. Generally, does ProDoc include clauses and policies that are not needed for the document?	
	Also when processing Purchase Orders, numerous clauses are not applicable for the field.
F16	No, because we now have the option to ignore unwanted clauses and policies.
F17	sometimes
F18	Yes
F19	no

18. Generally, does ProDoc include clauses and policies that are free from misspellings or other inaccuracies?	
F1	No. I generally run a spell check before I print. I've found spelling mistakes that are not that significant, but might confuse.
F2	I have not noticed.
F3	No, there are numnerous instances of these, which is intolerable considering how much we spend on this and the fact that this is not nuclear physics as there are a lot of contract writing systems trhough out the government.
F4	I hope so!
F5	No my case.
F6	Yes.
F7	Yes
F8	No, we have found some misspelled words: Here are some examples reported to Washington: 1. "Good Morning ladies!, just a short note to inform you that Section G.1 of the Contract Sample in Prodoc, entitled "AIDAR 752.7003 Documentation for Payment (Nov 1998)", paragraph (a) has a typo in line six, instead of "USUSAID", it should read "USAID". 2. See also Response No. 16 above regarding the Standard Provision of Communications Products.
F9	No.
F10	No
F11	Generally it does.
F12	Some clauses have spelling problems.
F13	No.
F14	
F15	Generally it does.
F16	Yes

18. Generally, does ProDoc include clauses and policies that are free from misspellings or other inaccuracies?	
F17	Yes
F18	No
F19	Formatting is an issue.

19. Generally, does ProDoc include clauses and policies that are up to date?	
F1	Yes, except that it takes a while. For instance on the assistance to terrorist. The AAPD had been issued a month prior to the clause being incorporated in the system.
F2	See block 16 above.
F3	Mostly, but not always. We must double check it continuoisly
F4	Yes
F5	NO
F6	Yes.
F7	Yes
F8	No, See response No.16
F9	Sometimes.
F10	Sometimes
F11	No it doesn't. The PSC assembling was one example, but I do not have a complete
F12	Some clauses are outdated.
F13	Sometimes.
F14	Yes
F15	Most of the time we have updated clauses.
F16	Yes, most seem to be up-to-date.
F17	Yes
F18	Sometimes
F19	Yes.

20. What difficulties do you encounter using the Edit Check function?	
F1	Do not use it.
F2	Again, difficulties in the interpretation.
F3	Having to input the same information twice
F4	None
F5	It is cumbersome for Purchase Orders and Contracts prepared abroad (DUNs number).
F6	Once this portion is finished as OK by the negotiator, If there is anything to be changed on the edit check portion, it can not be done, unless the negotiator goes through the dialog session again.
F7	none
F8	1) The questions are confusing (effective date, award date, TEC, etc).

20. What difficulties do you encounter using the Edit Check function?	
	2) When we export actions and need to import them again, the answers that had been entered under "edit checks" disappeared, we have to reentered them again, causing double work for us. 3) A difficulty we encountered was that this function some times deleted previous information that had been filled in and we needed to re-answer the questions. 4) Some questions in the Edit Checks are still confusing and the information that gets to Washington is not accurate.
F9	None.
F10	For simplified acquisitions for example the edit check dialog is so long and has so many unnecessary questions that it cancels the purpose of simplified doing the action more complex. For simplified acquisitions over 25,000 you have to play with the system to see what category does the system accepts eventhough it is not the right one for the type of procurement. For contracts it is very time consuming and it asks you questions that you have to go to the internet (without providing access from ProDoc) you have to go back and forth also to different sources to answer the questions. The system should include the options for you to get the answers directly from it instead of loosing too much time.
F11	It is a long process, even for a simple modification. It queries a lot of information, yet one cannot get any reports out of these questionnaires.
F12	Overall, it's OK, but I would suggest that some questions like the "FIPS' codes and Congressional Districts have a link that takes us to a website in which we can look up the requested info.
F13	None.
F14	
F15	None
F16	None
F17	None
F18	No.
F19	Workload, monotonous and repetitive, good idea to make it quarterly.

21. According to your understanding, what is the significance of providing Federal Procurement Data System (FPDS) reporting information?	
F1	So Congress knows how much $$$ we've disbursed and to whom.
F2	This serves a Washington purpose for reporting.
F3	It is extremely importatant.
F4	It is a way of recording the number of actions and amount of money disburse in a given Mission.

21. According to your understanding, what is the significance of providing Federal Procurement Data System (FPDS) reporting information?	
F5	I can't tell. But it should be useful by quantifying the total amount of acquistion.
F6	Like the old CIMS report.
F7	Keep a track of all the actions each mission is awarding and know the amount of money that are using.
F8	1. The importance is the accurate of the report, the data transmitted is then reported to Congress. What is really important here in this Mission, is that we have found that the amounts reported to Washington do not always represent the actual obligated amounts during the reporting period. We have been working with the Washington Prodoc Team and with DSI, the contractor who created the system, with this problem for a long time, we have devoted a considerable amount of our time to work with Washington to resolve this problem. I personally think that the system should be able to generate accurate data, without us being involved so much in this issue. I think that the comments regarding that the questions that Prodoc asks are confusing might be the basis for not capturing accurate information in the FPDS report. We have been able to discuss this problem with Washington, because I think we are probably the only Mission who does the FPDS reporting through the Contracting Officer, other Missions do it through the Management Information System Office (theMIS) and the Contracting Officer does not really look at the amounts that are being reported each quarter but the System Manager does. We have worked with [name redacted], [name redacted], [name redacted], and the [name redacted] from DSI, the contractor, regarding this problem, but I still think is not completely resolved yet. 2. ProDoc is not generating the reports correctly so we have to issue different and separate reports every time Washington asks us; creating double work and waste of time answering under ProDoc 5) My understanding is that with this reporting data, Washington will collect all the information necessary worldwide to avoid additional reporting. However, USAID/Wash. is constantly adding new separate reporting requirements to the Missions (i.e. Minority Serving

21. According to your understanding, what is the significance of providing Federal Procurement Data System (FPDS) reporting information?	
	Institutions (MSI), and performance based reporting that are not included in the system.
F9	Important so that USAID/W can keep track of all overseas actions.
F10	In order to have a better tracking system of actions since they eliminated CIMS we have had no system in place.
F11	For budgetary approvals before Congress.
F12	So USAID/W can keep record of the actions processed by each Mission.
F13	USAID/Washington can keep record of our actions.
F14	It helps to classify info by special codes which help system work better
F15	It is very important due to the decisions that are made based on this information in the US government.
F16	To enable the Agency to accurately collect and report procurement data.
F17	
F18	So USAID/Washington can keep record of our actions.
F19	To inform Congress of USAID procurement activity

22. What difficulties do you have using the ProDoc Help function?	
F1	Don't use it.
F2	Don't use it that much.
F3	Not many.
F4	To be honest, I have not used the Help function.
F5	I have not used this facility.
F6	It's very slow and it can not be used with many windows opened in the computer.
F7	No experience
F8	1. I wish the orientation/explanation could be more detailed, specially it is difficult for junior procurement specialists to understand the explanation if it is not fully addressed. 2. It does not give to much information, only repeats the question.
F9	Rarely use it. (it's really no big help for the problems that we need help with.)
F10	I do not use it
F11	Never used it.
F12	I don't use it.
F13	Dialog help: it should contain the links to the web sites. I rarely use the others help.
F14	Most of the time the help function does not take you anywhere,

22. What difficulties do you have using the ProDoc Help function?	
	since no information is given there.
F15	None
F16	No
F17	Hasn't used it
F18	Dialog help: It should contain the links to the web sites. I rarely use the other help.
F19	It works pretty well once you've learned how to use it.

23. What ProDoc resources are available to you to help solve problems? Which are most useful to you when you encounter problems with ProDoc?	
F1	Didn't know they existed, other than complain to my system administrator and have him take it up to DC.
F2	Manuals and ProDoc Help. ProDoc Help.
F3	Only the materials brought back by our ToT guy from Bolivia.
F4	The manual is my first source, the second source is the System Manager and the Acquisition Specialist of the Mission, both of them took the PRODOC training in Bolivia.
F5	
F6	For technical issues the Data System Division of the Mission.
F7	Web ProDoc Traning, help, and the text The text
F8	1. The TOT has been designated as the Mission Prodoc point of contact for any problems regarding prodoc and the liaison for Prodoc with OP/Washington. My first resource available is the Prodoc Team in Washington, specifically with [name redacted], [name redacted], [name redacted], [name redacted], and from the side of the contractor with [name redacted], who have provided me with help. In many cases with quick help. In other cases, they have indicated that the system was not created to solve certain problems or that the issues would be included in the next Prodoc releases. Regarding other resources, I personally have found that the reg search tool is the most useful one. 2. Only one person in USAID/Washington that keeps changing and sometimes does not know the answers and we have to go directly to the Contractor that designed Prodoc.
F9	Washington backstop personnel but they rarely answer the questions that we forward. None.
F10	People from Washington, the most useful that I have found is consulting with our co-workers here to try a find an answer or try to

23. What ProDoc resources are available to you to help solve problems? Which are most useful to you when you encounter problems with ProDoc?	
	guess what to do.
F11	I normally call our System Manager and/or one Acquisition Specialist in the Regional Contracts and Grants Office (both took the Pro-Doc training in Bolivia) and if they are unable to help, they forward the questions to AID/W. Both are very useful and normally we get fast response from AID/W.
F12	We can only ask Washington, but they rarely answer the inquiries.
F13	We ask Washington but they rarely answer.
F14	Systems assistant
F15	OP/Washington has helped many times, when questions or problems rose.
F16	Web training, ProDoc manual, OP Solution Centre
F17	Persons in the mission who did take the training in Bolivia at the beginning of this year.
F18	We ask Washington, but they rarely answer.
F19	on line, and contacts in Washington.

24. Is there anything else you would like to share with us about ProDoc?	
F1	In our Mission at least 4 of us use the program, but we've never been trained. I've provided minimal training and at times of trouble, I need to be creative enough to figure out things.
F2	
F3	It is bad, clumsy and obviously picked by AID/W for use there and without thought given to needs of the Mission. Also there are duplicate entries of the same information, and we must augment it with additional reports.
F4	There are still some questions that are not always relevant, especially when you use the PRODOC for Small (local) Purchase Orders.
F5	
F6	PRO-DOC mainly provides a frame, but each negotiator arranges to provide a body to the acquisition or assistance instrument.
F7	Please include formulas when we are entering the previous amount and increasing or decreasing a new one. Also include more continuation pages.
F8	1. The overseas Missions were not involved when adapting the system for the use of USAID, therefore, our input was not included which concluded with a system that did not really meet our needs in the field and that needed a lot of adaptations and a lot of our efforts to make the system work.

24. Is there anything else you would like to share with us about ProDoc?	
	2. There are a lot of questions in the dialog and also in the edit checks that are confusing and that might be the reason why we are not getting accurate reports to Washington. Although the OP/Washington Prodoc Team has been involved with USAID/Guatemala to resolve this issue, I do not think it has been fully resolved. Although our staff in USAID/Guatemala has been helping OP/Washington with this issue, I consider that it is the responsibility of the Prodoc Team in Washington and mainly of the Contractor to resolve this problem and instruct the Mission how to get an accurate report. I just want to also say that this Mission has spent a considerable amount of our time on this issue and have to arrange our heavy workload to add space for this issue, which I think should not happen because systems like this should have been tested before they are implemented worldwide to avoid these kind of problems. 3. I have felt the frustration of myself and the rest of the users in this Mission, including the Contracting Officer, of having to work with a system that needs to be arranged while it is being used. If the purpose of the system is to standarize the formats, I think we will never get to this goal because of the changes to the system. If the purpose is to get a good report of USAID actions to the US Congress, I think this has not happened either. 4. The system tries to meet our needs, but it has to be adapted to Overseas Missions. Review the grammar and the kind of questions to be more user-friendly. Immediately fix it so every report that Washington requests can be taken out from the Data that Prodoc keeps and not do Prodoc and other reports separately. 5. I think we all expected more from Prodoc. I think the system is user friendly but in order to understand it completely you have to invest sufficient time, which we do not always have. I always get frustrated with the system, mainly if you are working with an urgent procurement. 6. It will be great if there will be not limit of documents per year for each individual (in the particular case of FSNs an average of three modifications are being prepared in a year for each individual and I have 126 FSN employees!!)
F9	In general, I dislike it because, as stated above, rather than being a useful work tool, it constitutes a burden. We could produce good quality documents faster if we didn't have to use it.
F10	I believe the system has complicated the way we do our work since it is extremely slow, time consuming and not accurate, you should

24. Is there anything else you would like to share with us about ProDoc?	
	be able to trust the system but we have to do a lot of checking to make sure we have the right clauses.
F11	Yes. We have moved from various procurement systems throughout the years, i.e. DGS, MPICS, CIMS and now ProDoc. The idea is great, just that is not serving its intended purpose. If one spend such a tremendous amount of time in feeding this system, one could expect that it also generates some type of reporting, and that the clauses are up-to-date. On the other hand, I personally think that I am not using it at a 100% of its intended purpose, since most of the documents that I generate are created outside the system, otherwise things would not move. I am relying up to a certain degree on the clauses it generates.
F12	As a general feeling in our office, we are not happy with it,
F13	
F14	
F15	At this time we are using Prodoc with Windows 2000 client operating system, we believe that it is very important to have constant upgrades in order to obtain better application performance.
F16	From the time of the initial training to now, a lot of improvements have been made to the system. I believe it is now time for a second level of training to ensure a higher level of standardization among system users.
F17	It has not been a friendly system, I feel much better now after 1 year of having using it but still there are doubts that have not been solved and issues that need improvement as the above mentioned.
F18	As a general feeling we don't like it.
F19	It seems like contract formulation has suffered as a result of the hope for better reporting.

Acronyms

This appendix defines the acronyms used in questionnaire responses we received from the missions in the Latin America and Caribbean Region. The responses themselves are included in Appendix V.

AAPD	Acquisition & Assistance Policy Directive
ADS	Automated Directives System
AID/W	Agency for International Development/Washington
AIDAR	Agency for International Development Acquisition Regulations
C.A.	Cooperative Agreement
CA	Cooperative Agreement
CFDA	Catalog of Federal Domestic Assistance
CIB	Contract Information Bulletin
CIMS	Contract Information Management System
CO	Contracting Officer
CR	Cost Reimbursable
DC	District of Colombia
DGS	Document Generation System
DUN	Dun & Bradstreet
FAC	Federal Acquisition Circular
FFP	Firm Fixed Price
FIPS	Federal Information Processing Standards
FPDF	Typographical error – See FPDS
FPDS	Federal Procurement Data System
FSN	Foreign Service National
GUC	Grant Under Contract
LOC	Letter of Credit
MIS	Management Information System
MPICS	Mission Procurement Information Capture System
MSI	Minority Serving Institutions
N/A	Not Applicable
NAIC	North American Industry Classification
OK	Okay
OP	Office of Procurement
P.O.	Purchase Order
PAPA	Participating Agency Program Agreement
PASA	Participating Agency Service Agreement
PO	Purchase Order
PSC	Personal Services Contractor
RCG	Regional Contracts and Grants
RFA	Request for Assistance
RFP	Request for Proposal
TEC	Total Estimated Cost
TOA	Total Obligated Amount
TOT	Training of Trainers

USAID/W	USAID/Washington
WAS	Washington