



Department of Defense Task Force
on Contracting and Contract Management
in Expeditionary Operations

2008 Report to Congress



In Response to Section 849 of the National Defense Authorization Act for Fiscal Year 2008

Department of Defense
Evaluation and Implementation
of Recommendations
from the

Commission on
Army Acquisition and Program
Management in Expeditionary Operations

Report to Congress

in Accordance with the

Fiscal Year 2008
National Defense Authorization Act
Section 849

The Deputy Under Secretary of Defense (Acquisition and Technology)

In accordance with Section 849 of the National Defense Authorization Act for Fiscal Year 2008, the enclosed report evaluates the four overarching recommendations from the Commission on Army Acquisition and Program Management in Expeditionary Operations with respect to the Air Force and Navy and with respect to Department-wide application. The four overarching recommendations from the Commission are as follows:

- ◆ Increase the stature, quantity, and career development of military and civilian contracting personnel (especially for expeditionary operations)
- ◆ Restructure the organization and restore responsibility to facilitate contracting and contract management in expeditionary and continental United States operations
- ◆ Provide training and tools for overall contracting activities in expeditionary operations
- ◆ Obtain legislative, regulatory, and policy assistance to enable contracting effectiveness in expeditionary operations.

The Commission provided 40 specific recommendations in support of the four overarching recommendations. The 40 specific recommendations are addressed as part of this evaluation. The Commission also recommended that key recommendations be implemented by the Army within six months and all recommendations be implemented by the Army within one year. Those timelines and details are being evaluated for Department-wide application.

The Under Secretary of Defense (Acquisition, Technology, and Logistics) established a Task Force to conduct the evaluation with a cross-cutting team representing the Office of Secretary of Defense; the Departments of the Army, Navy, and Air Force; the Joint Staff; and the Joint Contracting Office for Iraq/Afghanistan. Extensive coordination has been accomplished and a significant amount of work remains to be done on these vital issues for the acquisition workforce.

It is important to note that there are a number of acquisition excellence initiatives in process that include contracting and contract management. We plan to integrate and align the appropriate recommendations from the Commission with those Department-wide initiatives for an integrated, Department-wide strategy for the acquisition workforce. Our Human Capital Strategic Plan is planned to provide that focus for these initiatives.

The Department is grateful to the Commission for its insights on expeditionary contracting and contract management. We are pleased to report considerable progress in evaluating the specific recommendations. Much work remains to be done. Evaluation and implementation activities will continue beyond this report. Other NDAA requirements will provide a reporting venue for an update for progress of evaluation and implementation. The DoD leadership team is committed to acquisition excellence that includes expeditionary contracting and contract management.

James I. Finley

Executive Summary

Purpose of This Report

Section 849 of the National Defense Authorization Act for Fiscal Year 2008 (FY 2008 NDAA) directed the Department of Defense to:

- ◆ evaluate the recommendations included in the report of the Commission on Army Acquisition and Program Management in Expeditionary Operations (the Commission),
- ◆ determine the extent to which such recommendations are applicable to the other Armed Forces, and
- ◆ submit a report to the congressional defense committees with the conclusions of the evaluation and description of the plans for implementing the recommendations for Armed Forces other than the Army.

The Commission provided 40 specific recommendations in support of four overarching recommendations. This report provides the Department's evaluation of the Commission's recommendations, the extent to which such recommendations are applicable and the plans for implementing them for the Services other than the Army.

Method for Developing This Report

Task Force

The Under Secretary of Defense (Acquisition, Technology and Logistics) (USD(AT&L)) established the DoD Task Force for Contracting and Contract Management (the Task Force) to evaluate the Commission's recommendations. The cross-cutting Task Force includes teams representing the Office of the Secretary of Defense (OSD); the Departments of the Army, Navy, and Air Force; the Joint Staff; and the Joint Contracting Command–Iraq/Afghanistan (JCC-I/A). The Deputy Under Secretary of Defense (Acquisition and Technology) (DUSD(A&T)) and the Deputy Under Secretary of Defense (Logistics and Materiel Readiness) (DUSD(L&MR)) co-chair the Task Force.

The DoD Task Force thoroughly reviewed and analyzed all of the commission's recommendations. As a result, of the review and analysis, DoD is taking the lead on 18 actions, while the Army has the lead on 22 actions. Those 18 actions are either DoD-wide in scope or require legislative, regulatory, and policy enablers. The remaining 22 actions are specific to the Department of the Army. The goal of the Task Force is to develop long-term, enterprise-wide solutions for contracting and contract management in expeditionary operations.



Steering Committee

The DUSD(A&T) established a Steering Committee of senior leaders from OSD, all of the Military Departments, the Joint Staff, and the JCC-I/A to provide Department-wide visibility and oversight for the Task Force and to ensure timely completion of Task Force initiatives and appropriate integration of these initiatives with related ongoing Department activities. The Steering Committee has an oversight process and uses a scorecard to monitor progress and completion.

Departments of the Navy and Air Force

The USD(AT&L) asked the Departments of the Navy and Air Force to assess the extent to which the Commission recommendations pertain to the Navy and the Air Force and to provide their plans for implementing the recommendations. In addition to providing the requisite analyses, representatives of the Navy, Marine Corps, and Air Force have participated fully in the Steering Committee as well as on the Task Force to develop and implement the Task Force's initiatives.

Department of the Army

The Secretary of the Army is leading the evaluation and implementation of the 22 recommendations that are specific to the Army. The Secretary is providing a separate report to Congress in accordance with the requirements of Section 849 (provided at Appendix G). In addition, the Department of the Army has participated fully in the Steering Committee and on the Task Force to develop and implement the Task Force's initiatives.

Results Provided in This Report

This report provides the results of the analysis of the Commission recommendations to the Department of the Army for the purpose of determining the extent to which the recommendations are applicable to the other Services:

- ◆ The DoD Task Force analyses and resulting initiatives developed in response to the 18 specific DoD-wide recommendations and legislative, regulatory, and policy enablers;
- ◆ A description of related Department activities and initiatives developed to address issues and to improve the efficiency and effectiveness of contracting and contract management in expeditionary operations; and
- ◆ The Steering Committee scorecard developed to support management oversight for timely execution of the Department's initiatives to improve contracting and contract management in expeditionary operations.



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This section of the report contains background information. It explains that the Department has submitted this report in response to congressional direction, and it describes the Department's method for conducting the required evaluation. This section also summarizes the Department's analysis and its implementation plans; Section II of this report provides more detail on DoD's analysis, conclusions, and implementation plans.

A. Purpose of This Report

This report responds to the requirements of Section 849 of the National Defense Authorization Act for Fiscal Year 2008 (FY 2008 NDAA). Paragraph (b)(1) of Section 849 directs the Secretary of Defense to:

- ◆ evaluate the recommendations included in the report of the Commission on Army Acquisition and Program Management in Expeditionary Operations (the Commission),
- ◆ determine the extent to which such recommendations are applicable to the other Armed Forces, and
- ◆ submit a report to the congressional defense committees with the evaluation and description of the plans for implementing the recommendations for the Armed Forces other than the Army.

The Commission provided 40 specific recommendations in support of four overarching recommendations. This report provides the Department's evaluation of the recommendations and describes the plans for implementing the Commission's recommendations for the Armed Forces other than the Army. In general, these implementation plans provide for coordinated, Department-wide solutions to the issues raised in the Commission's report.

Paragraph (b)(2) of Section 849 requires the Secretary of the Army to evaluate the Commission's recommendations and report on the Army's conclusions and implementation plans. The Department of the Army's report is provided as Appendix G.

Paragraph (c) of Section 849 requires the Comptroller General to review the Department's implementation efforts and provide a report to the congressional defense committees on the Department's progress.

Appendix A provides the full text of Section 849.



B. Recommendations in the Report of the Commission on Army Acquisition and Program Management in Expeditionary Operations

On August 29, 2007, the Secretary of the Army established the independent Commission on Army Acquisition and Program Management in Expeditionary Operations to review lessons learned in recent operations. The Secretary tasked the Commission to provide forward-looking recommendations to ensure that military operations are more effective, efficient, and transparent. Dr. Jacques S. Gansler, who was the Under Secretary of Defense (Acquisition, Technology and Logistics)—USD(AT&L)—from 1997 to 2001, chaired the Commission.

The Commission developed a broad-based strategy for addressing shortcomings identified during its assessment. On October 31, 2007, the Commission published its recommendations in an independent report, *Urgent Reform Required: Army Expeditionary Contracting*. The report can be found at http://www.army.mil/docs/Gansler_Commission_Report_Final_071031.pdf.

The Commission provided four overarching areas of recommendations:

- ◆ Increase the stature, quantity, and career development of military and civilian contracting personnel (especially for expeditionary operations)
- ◆ Restructure the organization and restore responsibility to facilitate contracting and contract management in expeditionary and continental U.S. (CONUS) operations
- ◆ Provide training and tools for overall contracting activities in expeditionary operations
- ◆ Obtain legislative, regulatory, and policy assistance to enable contracting effectiveness in expeditionary operations.

To achieve these overarching recommendations, the Commission provided 40 specific recommendations. Figure 1 identifies the recommendations. 18 of the specific recommendations affect the entire Department or require legislative, regulatory, or policy enablers. The DoD Task Force for Contracting and Contract Management in Expeditionary Operations is leading the analysis and implementation of these 18 recommendations, along with an assessment of the applicability of all of the recommendations to the Armed Forces other than the Army. In accordance with Section 849(b)(1), this report focuses on the activities of the DoD Task Force.

The remaining 22 recommendations are specific to the Department of the Army. The Army Contracting Campaign Plan Task Force (ACCP TF) is leading the evaluation and implementation of these recommendations in accordance with the requirements of Section 849(b)(2). The Army's report to Congress is provided as Appendix G.



<p>Overarching Recommendation: Implement the Commission's Recommendations Rapidly and Measure Success</p>	<p>Recommendation 1: Increase the Stature, Quantity, and Career Development of the Army's Contracting Personnel (CONTINUED)</p>	<p>Recommendation 2: Restructure Organization and Restore Responsibility to Facilitate Contracting and Contract Management</p>	<p>Recommendation 3: Provide Training and Tools for Overall Contracting Activities in Expeditionary Operations</p>	<p>Recommendation 4: Obtain Legislative, Regulatory, and Policy Assistance to Enable Contracting Effectiveness</p>
<p>Army:</p> <p>1) A.1 Charter a Special Task Force to plan for, & achieve, the needed transformation with proper urgency</p> <p>A.1.1. Appoint a Special Task Force Leader</p> <p>A.1.2 Develop a time-phased master plan within 30 days & provide it to the Commission</p> <p>2) A.2 Implement key recommendations within 6 months and all recommendations within a year</p> <p>3) A.3 Review progress periodically with the Commission (quarterly reports and annual program review)</p>	<p>Army:</p> <p>9) 1.3 Establish "contract planning" (requirements definition) positions</p> <p>10) 1.4 Establish a separate Army Contracting Promotion board</p> <p>11) 1.5 Fence the 5 Army General Officer billets to SECAR</p> <p>12) 1.6 Establish a MG Deputy for Contracting and Director of the Army Contracting Corps</p> <p>13) 1.7 Increase the number of military (by 400) and civilian (by 1,000) in the Army contracting workforce.</p> <p>14) 1.8 Ensure that Army military contracting personnel, start their contracting career earlier</p> <p>15) 1.9 Capture expeditionary contracting lessons learned, incorporate them into systemic forums, and provide feedback to the force</p> <p>16) 1.10 Establish a separate, centrally managed Contracting Corps</p> <p>17) 1.11 Establish a skill identifier and manage military contracting personnel</p> <p>18) 1.12 Adequately fund contracting career planning programs, education & training, and internships</p> <p>19) 1.13 Ensure that expeditionary contracting deployment is not a first assignment</p> <p>20) 1.14 Change environment to foster civilian personnel participation in expeditionary operations</p>	<p>Army:</p> <p>21) 2.1 Establish a MG Deputy for Contracting and Director of the Contracting Corps and realign the current Deputy Assistant Secretary for Policy as a direct report</p> <p>22) 2.2 Establish an Army Contracting Command, commanded by a MG, and realign the current Deputy for Contracting, AMC, as a direct report</p> <p>23) 2.3 Establish an Expeditionary Contracting Command, commanded by a BG, under the ACC, and create a new SES position as a direct report.</p> <p>24) 2.4 Establish an Installation Contracting Command, commanded by a BG, under the ACC, and realign the current Directing, US Army Contracting Agency, as a direct report</p> <p>25) 2.5 Establish a chief of contracting for the Army Corps of Engineers, headed by a BG, and supported by a SES deputy.</p> <p>Department of Defense:</p> <p>26) 2.6 Create an Integrated Expeditionary Command in-theater for each major operation</p> <p>27) 2.7 Make one executive reporting directly to the USD(AT&L) responsible and accountable for DoD contracting</p> <p>28) 2.8 Redefine DCMA's scope</p>	<p>Army:</p> <p>29) 3.1 Train as we fight: Adapt training exercises to stress rapid acquisition, logistics, and contracting in expeditionary operations; include contracting operations and planning requirements in all military exercises</p> <p>30) 3.2 Develop and field the contract tools needed for the expeditionary forces (e.g., sample contracts)</p> <p>Department of Defense:</p> <p>31) 3.3 Focus DAU to train and educate the civilian and military acquisition, logistics, and contracting workforce for expeditionary operations</p> <p>32) 3.4 Provide DAU the necessary resources for the through-put it will experience to accommodate the Army's migration to emphasizing Level 1 certification earlier in careers</p> <p>33) 3.5 Provide training to Contracting Officer's Representatives in each Service, prior to any military operation</p>	<p>Congress:</p> <p>34) 4.1 Increase General Officer billets for Contracting and Joint Contracting (with "fencing" for contracting professionals)</p> <p>35) 4.2 Increase contracting personnel (Army military by 400, Army civilian by 1,000, and 583 to fill DCMA billets for Army support)</p> <p>36) 4.3 Legislate to provide incentives for civilian contracting personnel to "pre-volunteer" for expeditionary operations</p> <p>4.3.1 Eliminate the pay cap</p> <p>4.3.2 Establish tax-free status</p> <p>4.3.3 Make medals available</p> <p>4.3.4 Assure life-insurance and long-term medical coverage</p> <p>37) 4.4 Legislate to pre-position funding flexibility through an adequately resourced contingency operations transfer fund</p> <p>38) 4.5 Legislate to pre-position waivers of small business and US labor provisions, Buy American, Berry Amendment, Specialty Metals to allow rapid, local buying for expeditionary operations</p> <p>Department of Defense:</p> <p>39) 4.6 Establish an Expeditionary Contracting Manual</p> <p>40) 4.7 Ensure policy and practice support intelligent funding apportionment for expeditionary operations</p>
<p>Recommendation 1: Increase the Stature, Quantity, and Career Development of the Army's Contracting Personnel</p>				
<p>Congress:</p> <p>4) 1.1 Authorize 10 additional General Officers for contracting positions</p> <p>5) 1.2 Maintain existing civilian SES contracting authorizations, plus 1 new SES</p> <p>Department of Defense:</p> <p>6) 1.15 Assign DCMA the role of all base, post, camp, and station contract management</p> <p>7) 1.16 Adequately resource DCMA for this expanded role, and have the required training</p> <p>8) 1.17 Require a complete review and rewrite (as necessary) of each applicable personnel directive impacting civilian personnel involvement in military operations</p>				

Figure 1. Commission 4 Overarching Recommendations, with 40 Specific Recommendations



C. Evaluation of Recommendations in the Report of the Commission on Army Acquisition and Program Management in Expeditionary Operations

1. Organization

DoD Task Force for Contracting and Contract Management in Expeditionary Operations

The USD(AT&L) implemented section 849 by establishing the DoD Task Force for Contracting and Contract Management in Expeditionary Operations. The USD(AT&L) directed the Task Force to evaluate the applicability of the Commission's recommendations and to develop long-term, enterprise-wide solutions to improve contracting and contract management in expeditionary operations.

The Task Force is staffed by eight cross-cutting teams with representatives from the Office of Secretary of Defense (OSD); the Departments of the Army, Navy, and Air Force; the Joint Staff; and the Joint Contracting Command–Iraq/Afghanistan (JCC-I/A). The Deputy Under Secretary of Defense (Acquisition and Technology) (DUSD (A&T)) and the Deputy Under Secretary of Defense (Logistics and Materiel Readiness) (DUSD(L&MR)) co-chair the Task Force. The co-chairs are supported in the daily activities and management of the Task Force by an Executive Director and a small staff of senior OSD personnel. The Task Force is advised by a Steering Committee.

Steering Committee

The DUSD(A&T) established a Steering Committee of senior leaders from OSD, all of the Military Departments, the Joint Staff, and the JCC-I/A to provide Department-wide visibility and oversight for the Task Force and to ensure timely completion of Task Force initiatives and integration of the initiatives with related ongoing Department activities.

The Steering Committee established an oversight process and uses a scorecard to monitor progress and completion of initiatives. The purpose of this process is to ensure successful completion of the initiatives developed in response to the Commission report as well as to provide for Department-wide visibility and collaboration on these and related DoD initiatives to improve contracting and contracting management in expeditionary operations.

Figure 2 depicts the Steering Committee membership.


















Steering Group Membership		
	Position	Organization
	Task Force Co-Chair/Deputy Under Secretary of Defense (Acquisition and Technology)	OUUSD(AT&L)
	Task Force Co-Chair/Deputy Under Secretary of Defense (Logistics & Materiel Readiness)	OUUSD(AT&L)
	Task Force Executive Director/Director, Defense Procurement, Acquisition Policy, and Strategic Sourcing	OUUSD(AT&L)
	Assistant Deputy Under Secretary of Defense (Program Support)	OUUSD(AT&L)
	Deputy Under Secretary for Civilian Personnel Policy (DUSD(CPP))	OUUSD (PR)
	Principal Deputy Under Secretary of Defense (Comptroller)	OUUSD (Comptroller)
	Deputy Under Secretary for Financial Management (Comptroller)	OUUSD (Comptroller)
	President, Defense Acquisition University	OUUSD(AT&L)
	Military Deputy to the Assistant Secretary of the Army for Acquisition, Logistics & Technology / (SAAL-ZB)	Department of the Army
	Military Deputy to the Assistant Secretary of the Air Force for Acquisition (SAF/AQ)	Department of the Air Force
	Principal Deputy to the Assistant Secretary of the Navy for Research, Development, and Acquisition ASN(RDA)	Department of the Navy
	Vice Director for Logistics (J-4)	Joint Chiefs of Staff
	Commander	Joint Contracting Command, Iraq/Afghanistan (JCC I/A)
	Director	Defense Contract Management Agency (DCMA)
	Deputy Director for Logistics Operations (J-3)	Defense Logistics Agency (DLA)

Figure 2. Steering Group Membership

Task Force Teams

Of the eight cross-cutting teams on the Task Force, seven are addressing the 18 specific recommendations that affect the entire Department or require legislative, regulatory, or policy enablers. The eighth team is focused on developing related and supportive contract management business systems. The eight teams are as follows:

- ◆ Expeditionary Acquisition Support/Management of Contractors on the Battlefield
- ◆ Contract Management and Oversight
- ◆ Training and Contracting Workforce Development for Expeditionary Contracting



-
- ◆ Contracting Policy
 - ◆ Military Non-Contracting Officer Training
 - ◆ Contract Management Business Systems
 - ◆ Expeditionary Personnel Management
 - ◆ Expeditionary Contracting Financial Management.

Figure 3 shows the Task Force teams and identifies the specific Commission recommendations addressed by each team. (The specific recommendations are identified by “G” numbers, which were assigned by the Commission.)

The Task Force Director selected team co-chairs based on their expertise within a focus area. The co-chairs of the teams are leaders in the organizations that represent the many facets of the defense contracting system, as are many of the team members. Their participation on the Task Force provides a unique opportunity to demonstrate leadership commitment to contracting and contract management in expeditionary operations. Furthermore, they are positioned to provide insights and lessons learned, share best practices, and recommend improvements in the defense contracting system. The teams’ commitment is key to the Department’s success in achieving sustainable change in the critical area of contracting and contract management in expeditionary operations.

The Task Force Director provided management oversight and worked with the teams to obtain resources and information to support their research and analysis. The Director also identified senior staff members to advise and support each team.

To provide a consistent focus and a forum for sharing information, asking questions, identifying perceived obstacles, and efficiently addressing any issues or concerns, the Task Force Deputy Director conducted conference calls twice each week with the team chairs. The teams also used the twice-weekly conference calls to develop this report to Congress.



DoD Task Force for Contracting & Contract Management in Expeditionary Operations

Long Term Enterprise Wide Solution

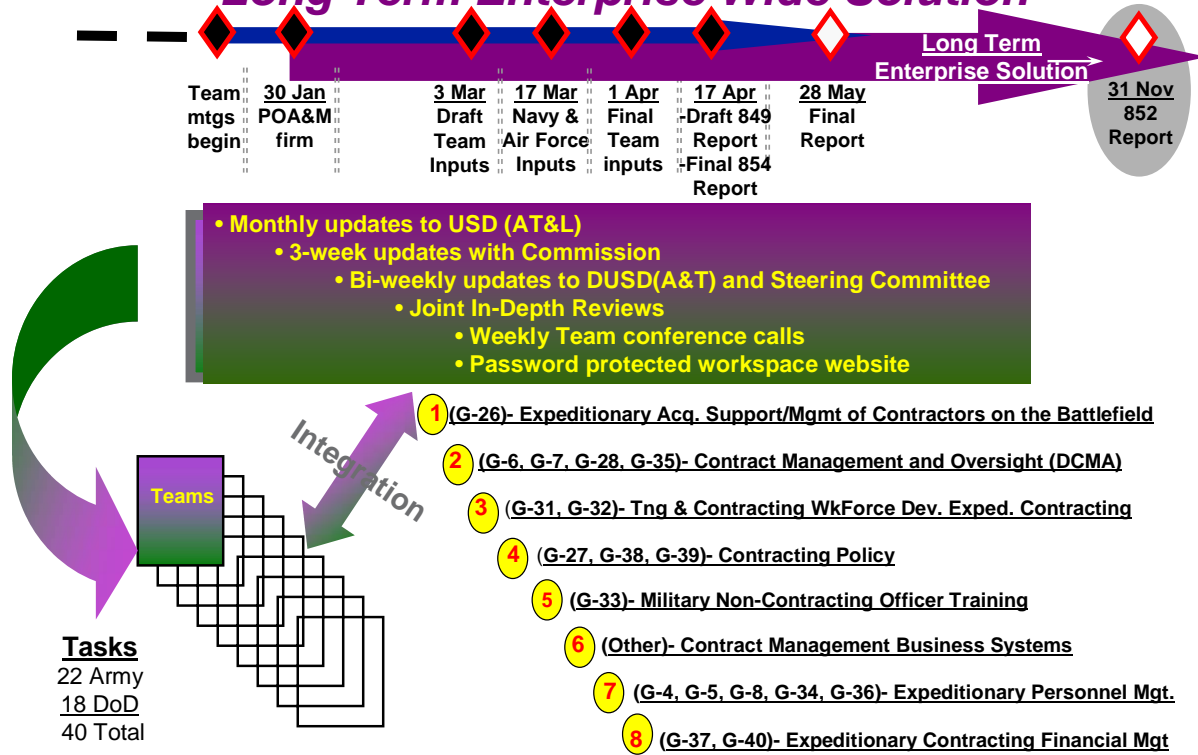


Figure 3. Task Force Teams

In response to Steering Committee direction, each team developed an informal working paper documenting its analyses and providing projected milestones for accomplishing their assigned initiatives.

Independent Reviews Performed by the Departments of the Navy and Air Force

On February 5, 2008, the USD(AT&L) notified the Departments of the Army, Navy, and Air Force of the establishment of the DoD Task Force to implement the requirements of section 849. The memoranda requested that the Departments provide the Task Force with points of contact. In addition, the USD(AT&L) asked the Departments of the Navy and Air Force to review the Commission’s recommendations and to provide their assessments of the extent to which the Commission recommendations pertain to the Navy and the Air Force, as well as their plans for implementing the recommendations. Appendix B contains copies of the USD(AT&L) memoranda.

In addition to providing the requisite analyses, representatives of the Navy, Marine Corps, and Air Force have participated fully in the Steering Committee and on the Task Force to develop and implement the Department’s initiatives.



Department of the Army Contracting Campaign Plan Task Force

Of the Commission's 40 recommendations, 22 are specific to the Department of the Army. The Acting Under Secretary of the Army (A/USA) established the ACCP TF, led by a Major General. The A/USA charged the ACCP TF with continuing the ongoing efforts to identify and implement needed improvements in doctrine, organization, training, leader development, materiel, personnel, and facilities, as well as to define and defend the resources required for success. In part, the ACCP TF's mandate is to ensure that the Department of the Army meets the congressional reporting requirements set out in the FY 2008 NDAA. The Secretary of the Army's report to Congress in response to section 849, Appendix G, provides more detail on the ACCP TF and its activities.

In addition, representatives of the Department of the Army participated fully in the Steering Committee and on the DoD Task Force teams to develop and implement the Task Force initiatives.

2. Communication and Collaboration

Steering Committee In-Depth Reviews

The Steering Committee initiated periodic formal, in-depth reviews of progress in addition to continuous informal interactions. The DUSD (A&T) and the Military Deputy, Assistant Secretary of the Army (Acquisition, Logistics and Technology) co-chaired the reviews. During these half-day reviews, the Steering Committee members and Task Force team leaders discussed progress made in evaluating and implementing the Commission recommendations and developed ways to overcome obstacles. Each meeting included presentations from Task Force leaders and the Military Departments, which served as starting points for the ensuing dialogue. The presentations focused on actions underway, actions planned, timelines, projected completion dates, completed actions, and expected end states. The reviews helped to ensure that the Department-wide actions are complementary and coordinated, as well as to confirm broad-based agreement on the various paths forward and resulting end states.

Independent OSD and Military Departments Reviews

OSD and the Military Departments conducted independent reviews of the applicability of the Commission's recommendations and reported their findings to the DUSD(A&T) in March 2008. The OSD assessments were provided in a briefing and the results are incorporated in this report. The Assistant Secretary of the Navy (Research, Development and Acquisition), on behalf of both the Navy and the Marine Corps, provided a memorandum to the DUSD(A&T) on March 21, 2008, and updated on March 25, 2008. (see Appendix C). The Assistant Secretary of the Air Force (Acquisition) submitted a report on behalf of the Department of the Air Force on March 18, 2008 (see Appendix D). The Department of the Army's assessment in response to the requirements of section 849(b)(2) are contained in the Army's report to Congress, Appendix G.



3. Applicability of Commission Recommendations to Services other than the Army

Through the collaborative process and independent reviews described above, OSD and the Military Departments thoroughly analyzed the applicability of the Commission recommendations. The following paragraphs summarize the Military Departments' assessments. Section II of this report provides additional details on the Department's implementation of the Commission's 18 specific recommendations for DoD-wide implementation or requiring legislative, regulatory, or policy enablers.

Department of the Army

As mentioned earlier, 22 of the Commission's 40 recommendations are specific to the Army. The Army intends to implement solutions that fully meet the spirit of the Commission's 22 Army-specific recommendations, although in some cases, the Army has identified alternative solutions that it determined to be more advantageous. These alternative solutions are designed to address Army contracting challenges holistically, whereas the Commission primarily focused on expeditionary contracting. The Army's report to Congress, Appendix G, provides more detail. In addition, to track progress, the USD(A&T) Steering Committee, in coordination with the ACCP TF, developed scorecards to facilitate oversight and synchronization of efforts and to monitor and measure improvement.

U.S. Army Contracting Command

Through its collaboration with the Commission, the Army moved quickly to implement Recommendation 2: Restructure the Army Contracting Organization. Specifically, the Army implemented three of the five Army-specific organizational improvements by establishing, provisionally, the U.S. Army Contracting Command (ACC) in January 2008. (The "provisional" designation indicates that the Army activated the command before the concept plan was approved by Army Staff.) Figure 4 depicts the current structure of the ACC.



Army Contracting Command (Provisional) 27 May 2008

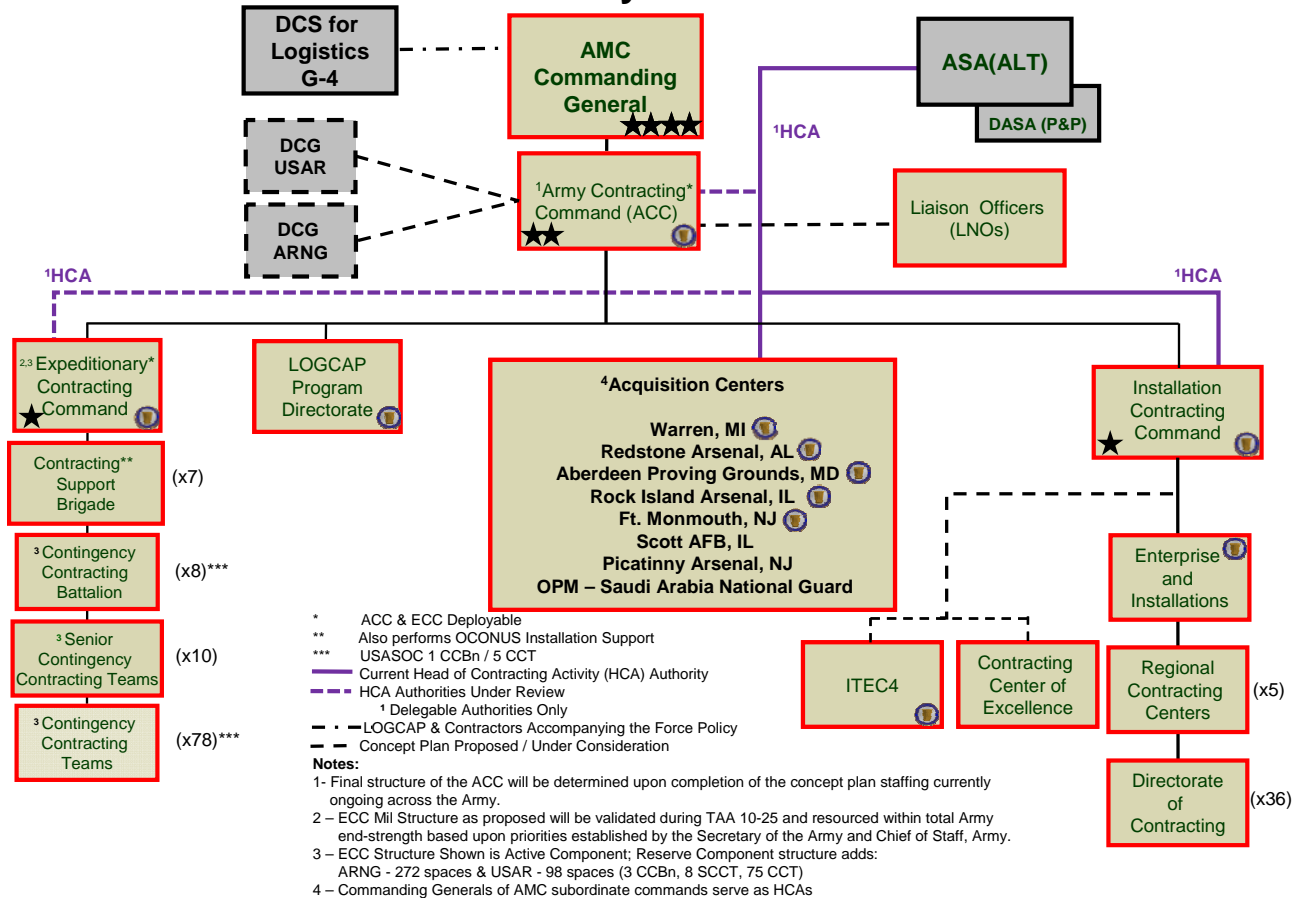


Figure 4. Army Contracting Command (Provisional)

As shown in Figure 5, the Army expects to permanently establish the Command in October 2008.

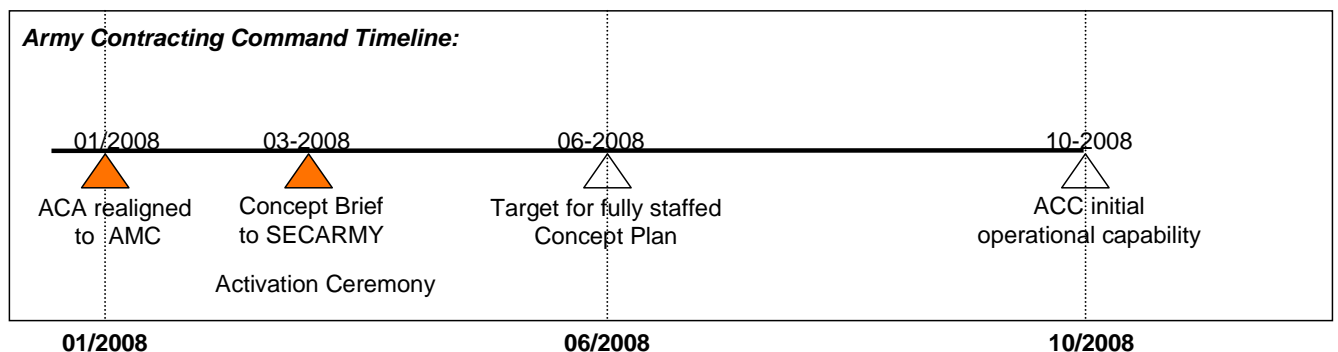


Figure 5. Timeline for Finalizing the Army Contracting Command



Under the ACC Expeditionary Contracting Command, the expeditionary contracting structure will include planning cells consisting of contracting personnel and logistics specialists. Planning cells within the Contract Support Brigade (CSB) will include embedded contract planners to coordinate contract requirements with operational commanders. The Army is also adding a Contracting Support Element (CSE) to provide the Army Commands with added contract planning (requirements definition) capabilities. For information on other Army actions to address this key area (Commission Finding G-9), see Appendix G. OSD is establishing the Joint Contingency Contract Support Office (JCCSO) (discussed later in the report), which will lead the integration and synchronization of contract support and for which the Army contract planners within CSB planning cells can serve as a resource.

General and Flag Officers

The Department of the Army is actively participating in the assessment and development of the DoD position on the appropriate numbers of General Officer, Flag Officer, and Senior Executive Service (SES) authorizations for contracting positions. At the time of this report, the Army has committed to five General Officer contracting positions. The Army has addressed this issue in its report, Appendix G, responding to Section 849(b)(2).

Department of the Navy

The Department of the Navy evaluated the Commission recommendations for applicability to the Navy and the Marine Corps in the context of the maritime strategy: “we will employ the global reach, persistent presence, and operational flexibility inherent in U.S. Seapower...U.S. maritime forces will be characterized by regionally concentrated, forward-deployed task forces.”

The Navy advised that its approach is to ensure that naval contingency contracting capability is self-sustaining and that it can support joint requirements as resources and capacity permit. The Navy pointed out that its approach to acquisition and program management is significantly different from that of the Department of the Army. The Navy moved contracting from ships in the mid 1980’s and instituted a husbanding program to support deployments. The Navy tests this capability daily, during normal operations and exercises. Therefore, the Navy found that many of the Commission recommendations were not applicable. The Navy committed to adopt the Commission recommendations found to be applicable, for example, the recommendations related to General and Flag Officers and to training.

General and Flag Officers

The Navy is actively participating in the assessment and development of DoD position regarding the appropriate numbers of General Officer, Flag Officer, and SES authorizations for contracting positions. At the time of this report, the Navy has committed to four Flag Officers for contracting positions. All existing Civil Engineering Corps Flag Officers are fully qualified contracting officers, and the Navy has, for the past 15 years, successfully maintained two Supply Corps Flag Officers who are fully qualified in contracting.



Training

The Marine Corps has completely restructured and updated its approach to training in support of contingency operations. The Marine Corps accelerated bringing officers into the contracting career field by starting them immediately following their first Marine Expeditionary Force (MEF) tour. On completion of training, officers are assigned to a Regional Contracting Center (RCC) to gain experience which makes them eligible for follow-on deployments with the MEF. The enlisted training curriculum mirrors that of officers but is divided into two segments. Enlisted personnel have assignments in the contracting career field between the two segments. The Marine Corps tests this capability daily, during normal operations and exercises.

The Navy Supply Corps utilizes the civilian intern training program and begins officers in the career field following their initial sea tour. It has instituted a career progression plan that will encourage a contracting skill set in the senior officer levels. The Navy advises that its approach to expeditionary training ensures the capability to expand or shrink the military footprint according to the mission and the maritime strategy.

During its evaluation, the Navy examined the promotion rate for Navy officers in the contracting career field. The Navy determined that the promotion rate demonstrates that the Navy career development path for these officers is successful. Figure 6 compares the promotion rate for U.S. Navy (USN) officers in contracting to the rates for USN line officers and acquisition officers.

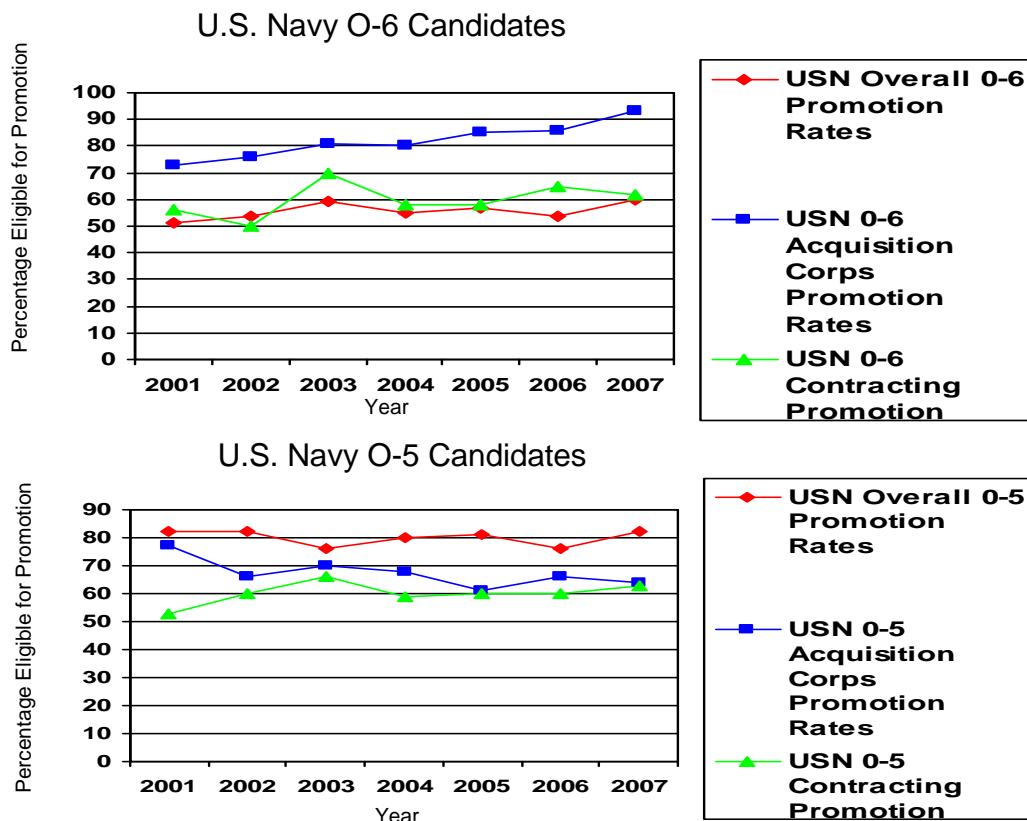


Figure 6. U.S. Navy O-5/O-6 Promotion Rates, 2001–2007



Navy contracting officer promotion rates are consistent with their line and acquisition counterparts. The full text of the Navy assessment is located in Appendix C.

Department of the Air Force

The Department of the Air Force advises that it has provided approximately 67 percent of the contracting resources to the JCC-I/A, in addition to supporting other joint and Air Force taskings around the world. The Commission’s report acknowledged that Air Force contracting officers in the JCC-I/A are taking on the most complex buying, due to their breadth and depth of their experience.

The Air Force achieves this level of breadth and depth of experience by early identification of their military officers and enlisted in contracting. Almost all Air Force officers start their education, training, and experience at the 2nd Lieutenant stage of their career. Over 50 percent of Air Force contracting enlisted members come into the career field directly out of basic training. The other 50 percent are selectively cross-trained after successful terms in other career fields. The Air Force model develops contracting professionals with a defined career path that makes their officer and enlisted members extremely competitive for promotion. Figure 7 compares the promotion rate for U.S. Air Force (USAF) officers in contracting to the rates for USAF line officers and acquisition officers.

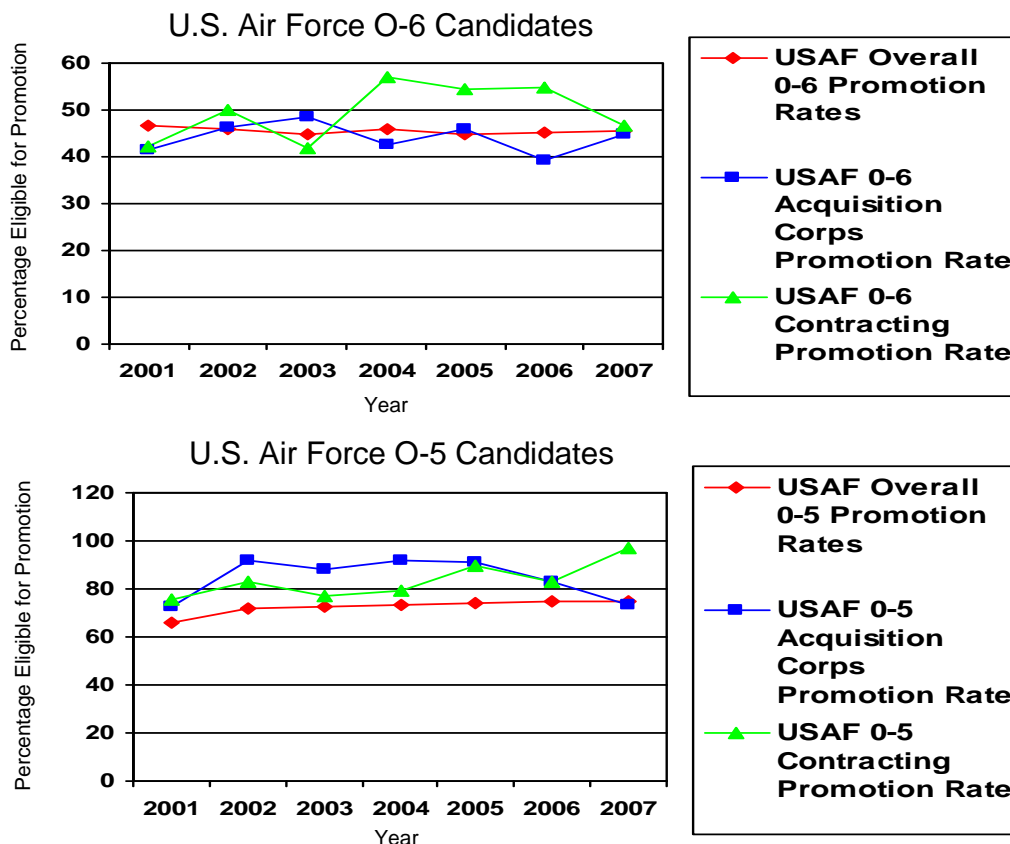


Figure 7. U.S. Air Force 0-5/0-6 Promotion Rates, 2001–2007



Although the Air Force structure has successfully supported Air Force and joint expeditionary requirements, it continues to evolve in support of the Air Force expeditionary mission. The Secretary of the Air Force approved a transformational initiative, known as Installation Acquisition Transformation, that will allow the Air Force to be more strategic in support of installations and to enhance training and experience for future deployees. In addition, in response to stress on Air Force military force due to backfilling Army shortfalls, the Air Force instituted a voluntary civilian contingency contracting officer program. The program should become increasingly popular once civilian personnel policies are improved and the requisite funding becomes centrally funded rather than unit funded.

The Department of the Air Force is actively participating in the DoD assessment and development of its position regarding the appropriate numbers of General Officer, Flag Officer, and SES authorizations for contracting positions. At the time of this report, the Air Force has agreed to pursue reallocating two General Officer for contracting positions.

The full text of the Air Force assessment is located in Appendix D.

Department of Defense

The USD(AT&L) is leading the Department's assessment and implementation of (1) the Commission's 18 specific recommendations that are Department-wide in scope or require legislative, regulatory, and policy enablers and (2) the applicability of the recommendations to Armed Forces other than the Army. After thorough analysis, the Department plans to achieve the intended outcome for all 18 recommendations. In some instances, after careful consultation with all of the Military Departments, the Department is using a different approach to achieve the Commission's intended outcome. This report provides the rationale for those decisions.

In addition, the Department has reviewed and analyzed the assessments of the applicability of the Commission recommendations to the Departments of the Navy and Air Force. In general, the Department concurs with these assessments. However, all of the Military Departments and OSD are vigorously pursuing the initiatives described in this report to improve contracting and contract management in expeditionary operations. In addition, the Department is leading numerous initiatives outside the scope of the Task Force and the Commission's recommendations to improve contracting and contract management generally. The Task Force leadership is working to ensure appropriate integration of these efforts.

Section II of this report provides a detailed discussion of the Department's assessments and approaches for each of the 18 specific recommendations that are DoD-wide in scope or require legislative, regulatory, or policy enablers.

Commission

The Department keeps the Commission apprised of progress and solicits feedback on implementation activities, both through formal meetings and informal exchanges. For example,



starting in February 2008, DUSD(A&T) has held monthly meetings with the Commission chairman; and the Army has held two meetings with the entire Commission.

4. Integration with Other Department of Defense Initiatives

To improve contingency contracting, the Department has undertaken several initiatives that predate or are independent of the Commission recommendations. The Department has been positioning itself for the future operational environment, which the Commission subsequently described in its report: expeditionary, joint, and multiagency political and military events. The following highlights from these efforts illustrate DoD's commitment to ensure that our soldiers, sailors, marines, and airmen are provided with the safest, most dependable, and best-performing equipment available within fiscal constraints, together with the logistics and materiel support necessary to ensure performance whenever, and wherever, they are needed.

DPAP Deputy Directorate on Contingency Contracting

In May 2007, the Department increased the staffing within the Defense Procurement, Acquisition Policy and Strategic Sourcing Directorate (DPAP). That staffing is dedicated specifically to contracting in expeditionary operations. This team consists of staff members who have expeditionary deployment experience. In addition, the team provides the management infrastructure and processes to support the DoD Task Force for Contracting and Contract Management in Expeditionary Operations.

The DPAP Contracting in Expeditionary Operations team has developed the first-ever Joint Contingency Contracting Handbook. The handbook provides a consolidated source of information for our contingency contracting officers conducting contingency contracting operations in a Joint environment, and provides the essential information, tools and training to meet the challenges they will face, regardless of mission or environment. This February the Defense Acquisition University (DAU) completed its first course to incorporate the handbook into formal training, and the feedback received from the students was an overwhelming success! A working group is meeting again in June to capture current lessons learned from the theater, as well as making other recommended changes from the field. The handbook will continue to be updated on a yearly basis. In addition, we have developed a draft Expeditionary Contracting Policy, which provides the foundation for the Joint handbook. DAU is also developing a core curriculum, with Military Department input, to train our contingency contracting officers to meet the challenges of the expeditionary contracting environment in a Joint and standardized fashion.

DPAP has also coordinated the internal review and staffing of legislative proposals to provide solutions in areas where the Department lacks adequate authority to respond to the Commission's recommendations.

DPAP incorporated specific competencies for Contingency Contracting Officers into the competency model for contracting officers and has set standards for six categories of contracting, including contracting in an expeditionary environment. All contracting officers, including those in Iraq and Afghanistan, will complete an assessment utilizing the model. The assessment results



will provide us the information necessary for improving training and to shape career and leadership development plans and programs for all expeditionary contracting personnel.

Finally, DPAP is taking advantage of relevant work being accomplished by the Panel on Contracting Integrity established under section 813 of the Fiscal Year 2007 NDAA. The Panel is recommending changes to law, regulations and policy that it determines necessary to eliminate areas of vulnerability in the defense contracting system that allow fraud, waste, and abuse to occur. Of particular relevance is the work of the Subcommittee on Contract Surveillance, which is developing a DoD-wide standard requirement for the training and qualification of Contracting Officer's Representatives. Details of this initiative are included in the discussion of individual actions relating to Contracting Officer Representatives.

Management of Contractors on the Battlefield

As noted in the Commission's report, to be on a war footing, DoD must fully recognize the impact of the large number of contractors involved in expeditionary operations and their potential impact on mission success. To illustrate, according to the Commission report, as of October 2007, the approximately 160,000 to 190,000 contractors in Iraq, Afghanistan, and Kuwait represented more than 50 percent of the total force. The Commission indicated that future operations are likely to similarly rely on contractors in expeditionary environments.

DoD is developing joint policies for requirements definition, contingency program management, and contingency contracting during combat operations and postconflict operations as required by section 854 of the FY2007 NDAA. The goal is to create a joint policy and program management framework for managing civilian contractors accompanying deployed forces. To that end, the DUSD(L&MR) established the Office of the Assistant Secretary of Defense (Program Support)—ADUSD(PS)—to oversee this initiative. The ASUSD(PS) and the Vice Director of the Directorate of Logistics, Joint Staff (J-4), have institutionalized a General Officer Steering Committee—consisting of Military Service and Defense Agency senior procurement executives—which meets regularly to oversee and synchronize the implementation of joint policies regarding contingency contracting. As a result, DoD is:

- ◆ establishing the JCCSO,
- ◆ deploying joint operational contract support planners to Combatant Commands (COCOMs), and
- ◆ creating an Operational Contract Support Concept of Operations (OCS CONOPS).

In addition, DoD is coordinating contingency contracting efforts with other government agencies in-theater. The Secretary of Defense, the Secretary of State, and the Administrator of the Agency for International Development are currently reviewing a draft memorandum of understanding (MOU) regarding matters relating to contracting in Iraq and Afghanistan. DoD and the Department of State (DOS) are also working to establish regulations on the selection, training, equipping, and conduct of private security contractors operating in an area of combat. In addition, DoD has established its own framework that defines roles and responsibilities for



managing and integrating all DoD contractors in an area of combat operations. Operationally, DoD and DOS have placed a priority on registering contracts and contractor personnel in the Synchronized Pre-deployment and Operational Tracker (SPOT) system, a common contract/contractor personnel database. These DoD and DOS initiatives help implement FY 2007 NDAA section 854 and FY 2008 NDAA sections 861 and 862. Appendix E contains a copy of the executive summary of the report to Congress in response to FY 2007 NDAA section 854.

Training and Education Programs

Efforts began in September 2007 to establish training programs for military personnel involved in contingency contracting, as well as to provide training to Contracting Officer's Representatives in each Military Department prior to any military operation.¹ The DoD is developing a broad program of instruction for operational military leaders, both officer and enlisted (across all grades), on management of contractors deploying with forces. In addition, the Department is developing Programs of Instruction on contingency acquisition for the Military Departments' Staff Colleges and Senior Military Service and Joint Staff Schools to more formally train senior planners and leaders on roles and responsibilities of planning and managing contracts and contractor personnel in forward areas. This training will focus all leaders on determining requirements, translating them into statements of work, and then overseeing that work.

The DoD Acquisition Workforce Fund (FY 2008 NDAA section 852) is available to finance future training and education programs. The fund was established to ensure that the DoD acquisition workforce has the capacity, in both personnel and skills, to properly perform its mission, oversee contractor performance, and ensure that DoD receives the best value for the funds expended. The USD(AT&L) is working collaboratively with the DoD Comptroller and the Office of the Under Secretary of Defense (Personnel and Readiness), as well as the Military Departments and Defense Components to establish DoD enterprise initiatives. The Department has mapped more than 80 proposals into 22 enterprise initiatives that address three focus areas: recruiting and hiring, workforce development and training, and retention of acquisition personnel. These initiatives will position the Department to address strategically our acquisition workforce shortfalls.

D. Plans for Implementing the Commission's Recommendations for Armed Forces other than the Army

1. Initial Implementation

Three entities have been vital to the initial implementation efforts described in this report: Steering Committee, DoD Task Force for Contracting and Contracting Management in Expeditionary Operations, and ACCP TF. Among the Steering Committee's achievements are the formal, in-depth analyses of the Commission report, assessment of applicability to Armed

¹ The Defense Acquisition University course on contingency contracting, CON 234, was first available in 1997. Recently, the course has been significantly updated to include the Contingency Contracting Handbook.



Forces other than the Army, and development of implementation plans. The following paragraphs summarize the achievements of the Task Force and ACCP TF.

Task Force on Contracting and Contract Management in Expeditionary Operations

The USD(AT&L) established the Task Force on Contracting and Contract Management in Expeditionary Operations to address specific Commission recommendations and to integrate activities responding to the Commission's recommendations with the many other relevant activities already underway within the DoD. For near-term improvements, the Task Force is relying on teams working specific issues. These teams use a Defense Acquisition University (DAU) knowledge center portal to share and archive information. The teams have preserved Task Force documentation in a consolidated, secure location (access is reserved for authorized users only), providing a one-stop resource to support ongoing and future implementation and assessment efforts. This site will also support the Comptroller General with the forthcoming review of the Department's implementation efforts, pursuant to the requirements of paragraph (c) of section 849.

Army Contracting Campaign Plan Task Force (ACCP TF)

The A/USA established the ACCP TF, charging it with continuing the ongoing efforts to identify and implement improvements in doctrine, organization, training, leader development, materiel, personnel, and facilities, as well as to define and defend the resources required for success. In part, the ACCP TF's mandate is to ensure that the Department of the Army meets the congressional reporting requirements detailed in the FY 2008 NDAA. The Secretary of the Army's report to Congress in response to NDAA Section 849, Appendix G, provides more detail on the ACCP TF.

2. Path Forward: Driving to Completion

To ensure timely and effective completion of the initiatives related to, and responding to, the Commission's recommendations, the Department has assigned responsibility for each initiative to a senior leader in the Department. The Program Acquisition and Contingency Contracting (PACC) organization within DPAP has established a dedicated, collocated workforce focused exclusively on this effort.

Going forward, the assigned leaders for each initiative will provide quarterly status updates and identify any obstacles to success to the Task Force's Steering Committee. DPAP/PACC will provide executive leadership for the coordination and oversight of these implementation activities. The Steering Committee will continue to institute positive changes in contracting and contract management in expeditionary operations, as well as to track the progress of the initiatives identified in this report.

Because the Department is committed to a long-range vision for improving the contracting process, with specific, near-term implementations providing demonstrable success, Congress and the American people can expect to see both immediate and lasting results.



The Department’s initiative leaders have developed milestones to track key implementation activities for each of the four Commission recommendation areas and to ensure forward progress as the Department institutionalizes improvements. Figures 8 through 11 summarize the milestones for the four overarching recommendations for improvement identified in the Commission report.



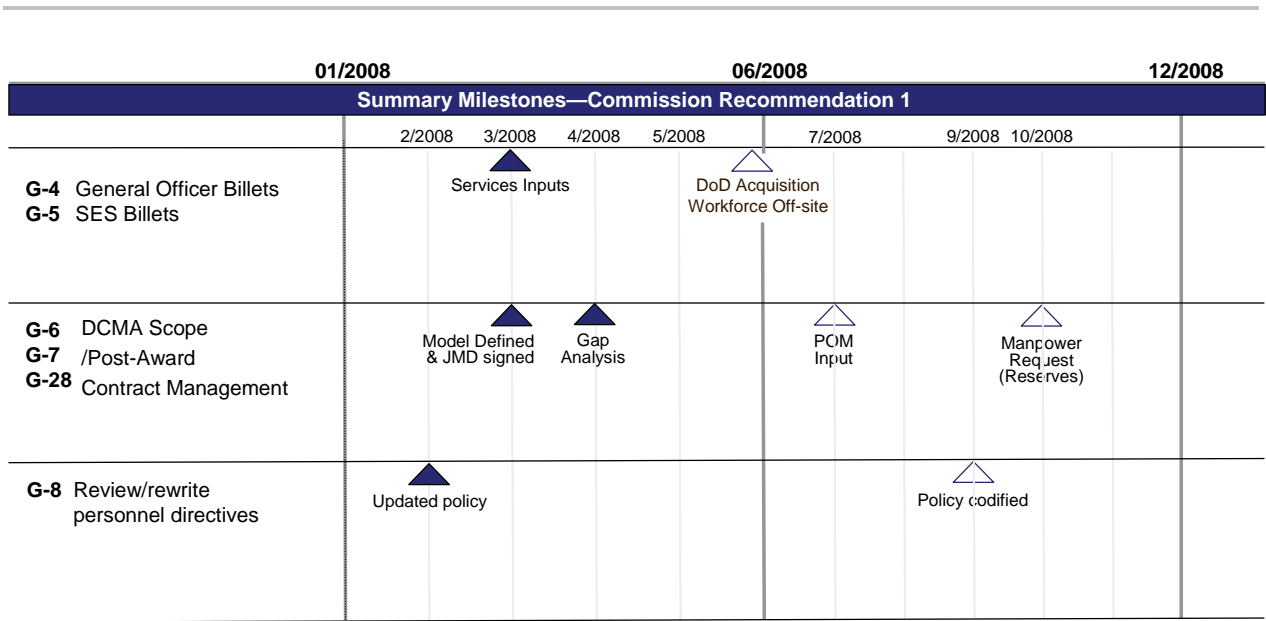


Figure 8. Summary Milestones for Commission Recommendation 1

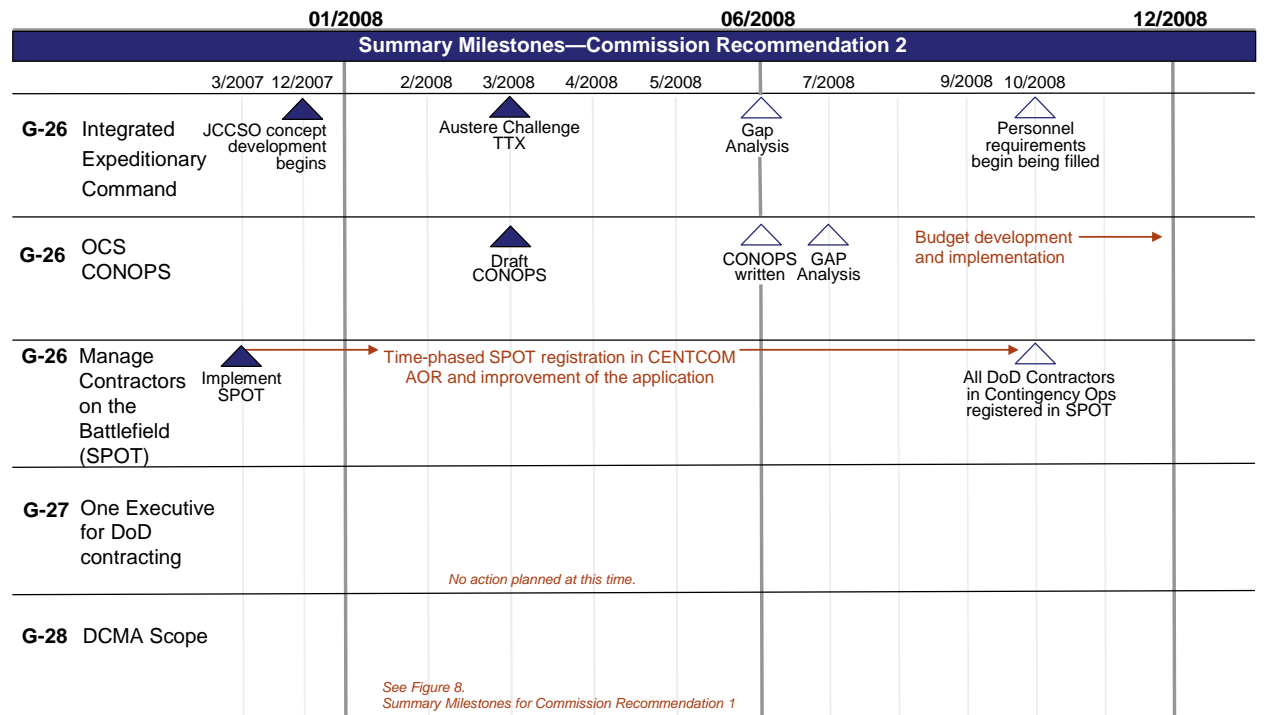


Figure 9. Summary Milestones for Commission Recommendation 2



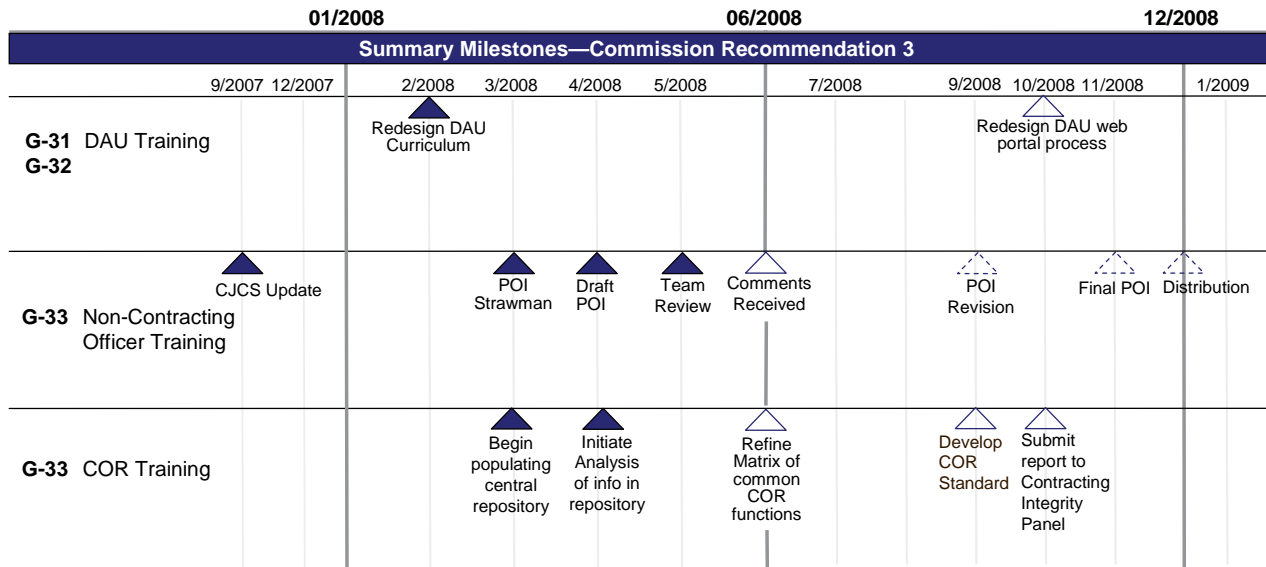


Figure 10. Summary Milestones for Commission Recommendation 3

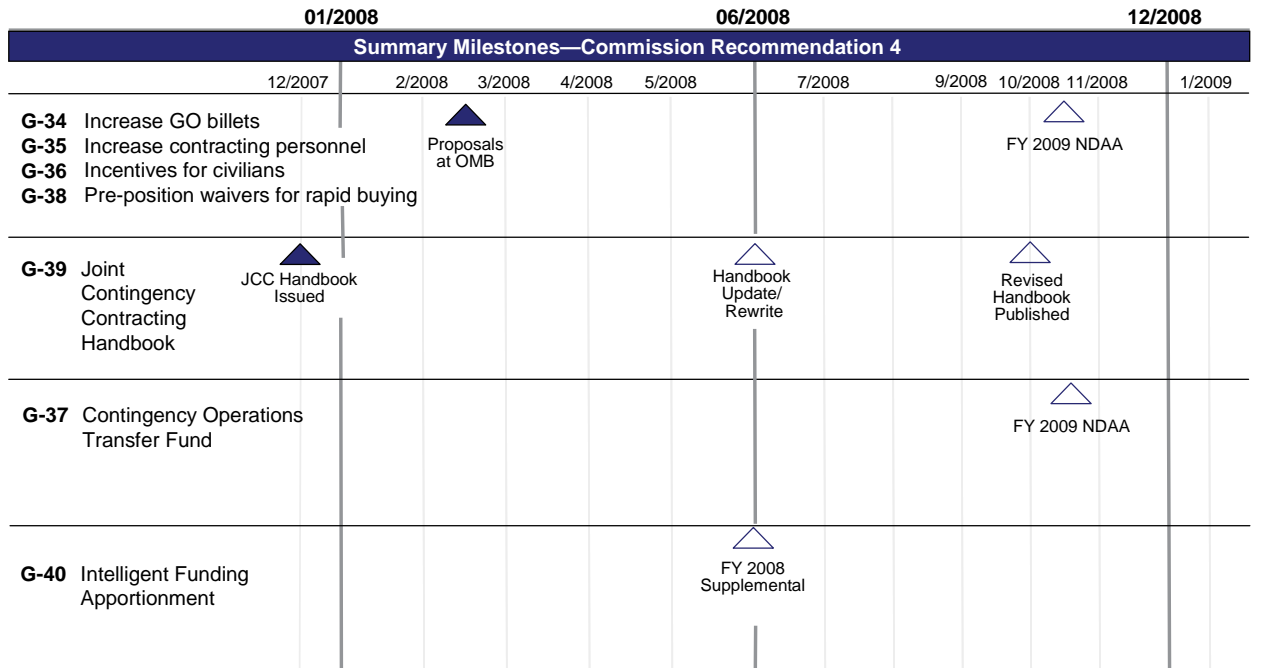


Figure 11. Summary Milestones for Commission Recommendation 4



3. Scorecards

The Department developed a scorecard to provide management visibility and oversight for the Department's responses to the Commission's 40 specific recommendations and to ensure monitoring and measurement of associated improvements. The Task Force provides progress information on the 18 recommendations that are DoD-wide in scope or require legislative, regulatory, or policy enablers; the Department of the Army ACCP provides progress information on the 22 recommendations that are specific to the Army. The Task Force management integrates both sets of progress data to assemble an integrated DoD scorecard that provides a comprehensive overview of status and progress across the Department.

Figure 12 is the DoD scorecard with information that is current as of the date of this report, and Figure 13 is the Army scorecard from their Report to Congress.



DoD Scorecard: Commission Recommendations					
Recommendation 1: Increase the Stature, Quantity, and Career Development of the Army's Contracting Personnel					
G #	Lead	Description of Commission's Recommended Actions	Implemented	Status	Comments
4	OSD	Authorize 10 additional General Officers for contracting positions	Alternate Solution	Alternatives in Progress	DoD Office of Legislative Counsel # 307(2) at @ OMB as of 3/24/08
5	OSD	Maintain existing civilian SES contracting authorizations, plus 1 new SES	Initiated	In Progress	Received input from Services
6	OSD	Assign DCMA the role of all base, post, camp, and station contract management	Alternate Solution	Alternatives in Progress	Agree with intended outcome of enhanced post award contract management, DoD taking alternate approach to achieve this outcome.
7	OSD	Adequately resource DCMA for this expanded role, and have the required training	Alternate Solution	Alternatives in Progress	Agree with intended outcome of enhanced post award contract management, DoD taking alternate approach to achieve this outcome. POM input 5/2008
8	OSD	Require a complete review and rewrite (as necessary) of each applicable personnel directive impacting civilian personnel involvement in military operations	Initiated	Initial Review Complete	Review resulted in policy Memo issued Feb 12, 2008. Memo to be incorporated in DODI 1400.32 by September 2008; Continuous reviews necessary to stay current
Recommendation 2: Restructure Organization and Restore Responsibility to Facilitate Contracting and Contract Management					
G #	Lead	Description of Commission's Recommended Actions	Implemented	Status	Comments
26	OSD	Create an Integrated Expeditionary Command in-theater for each major operation	Initiated	In Progress	Austere Challenge TTX conducted in 3/08 to test the concept
27	OSD	Make one executive reporting directly to the USD(AT&L) responsible and accountable for DoD contracting	Initiated	Review Complete	No action planned at this time
28	OSD	Redefine DCMA's scope	Alternate Solution	Alternatives in Progress	Agree with intended outcome of enhanced postaward contract management, DOD taking alternate approach to achieve this outcome. Scope decision on 3/2008
Recommendation 3: Provide Training and Tools for Overall Contracting Activities in Expeditionary Operations					
G #	Lead	Description of Commission's Recommended Actions	Implemented	Status	Comments
31	OSD	Focus DAU to train and educate the civilian and military acquisition, logistics, and contracting workforce for expeditionary operations	Initiated	In Progress	CON 234 deployed 2/28/2008; training gaps identified; single training plan of instruction
32	OSD	Provide DAU the necessary resources for the through-put it will experience to accommodate the Army's migration to emphasizing Level 1 certification earlier in careers	Initiated	In Progress	Section 852 of FY2008 NDAA provides potential funding source for acquisition workforce initiatives
33	OSD	Provide training to Contracting Officer's Representatives in each Service, prior to any military operation	Initiated	In Progress	Draft POI to provide non-contracting personnel contract awareness training out for review, comments due 6/2008. DoD standard for COR certification being developed under Section 813 Panel on Contracting Integrity
Recommendation 4: Obtain Legislative, Regulatory, and Policy Assistance to Enable Contracting Effectiveness					
34	OSD	Increase General Officer billets for Contracting and Joint Contracting (with "fencing" for contracting professionals)	Initiated	In Progress	Services provided input
35	OSD	Increase contracting personnel (Army military by 400, Army civilian by 1,000, and 583 to fill DCMA billets for Army support)	Alternate Solution	Alternatives in Progress	Agree with intended outcome of enhanced post-award contract management; DoD taking alternative approach to achieve this outcome; See # 13 (Army); See # 7 (OSD)
36	OSD	Legislate to provide incentives for civilian contracting personnel to "pre-volunteer" for expeditionary operations	Initiated	Review Complete	(See 36a through 36g breakout) DOD proposals submitted to OMB; OMB submitted 3 proposals to Congress
37	OSD	Legislate to pre-position funding flexibility through an adequately resourced contingency operations transfer fund	Initiated	In Progress	Request Congress to increase investment threshold to improve funding flexibility.
38	OSD	Legislate to pre-position waivers of small business and US labor provisions, Buy American, Berry Amendment, Specialty Metals to allow rapid, local buying for expeditionary operations	Initiated	Review Complete	(See 38a through 38l breakout); DOD submitted legislative proposals to OMB; OMB submitted 4 proposals to Congress
39	OSD	Establish an Expeditionary Contracting Handbook	Initiated	Completed	Issued JCC Handbook in 12/2007 / will update annually
40	OSD	Ensure policy and practice support intelligent funding apportionment for expeditionary operations	Initiated	In Progress	After review of OMB apportionment data Task Force determined OMB apportionments did not impact Contracting Officers
GRAND TOTAL					
GRAND TOTAL - Completed Actions				5	
GRAND TOTAL - In Progress Actions				13	
GRAND TOTAL - All Actions				18	



BACK-UP		DoD Scorecard: Commission Recommendations			
Breakout of Personnel and contracting Legislative Initiatives (G36 and G38)					
G #	Lead	Description of Commission's Recommended Actions	Implementation	Status	Comments
36	OSD	Legislate incentives for civilian "pre-volunteers"	Initiated	Review Complete/ In Progress	(See 36a through 36g below)
36a	OSD	Life Insurance		In Progress	DoD Office of Legislative Counsel # 298; allows civilians to change life insurance on deployment; SASC Bill section 1105
36b	OSD	Death Gratuity		Complete	In NDAA 08; \$100k or 1x Annual Salary (Military death gratuity is \$100k)
36c	OSD	Eliminate Pay Cap		In Progress	DoD Office of Legislative Counsel # 300; Manages the pay cap; SASC Bill section 1108; HASC Bill section 1101
36d	OSD	Establish tax-Free status		Review Complete	No new action if pay cap is lifted
36e	OSD	Make Medals avail		Complete	2 new medals approved; Civilian GWOT medal on 8/9/07 and Defense of Freedom Medal 9/27/2001
36f	OSD	Long-Term Medical Care		Complete	DoD policy clarification Sep 2007 re: civilian use of military evacuation and workers comp
36g	OSD	Expedited Hiring Authority		In Progress	DoD Office of Legislative Counsel # 297; provides expedited hiring authority for acquisition positions; SASC Bill sections 851 & 1103; HASC Bill section 811
G #	Lead	Description of Commission's Recommended Actions	Implementation	Status	Comments
38	OSD	Leg. pre-position waivers (SB/BuyAm/Berry)	Initiated	Review Complete/ In Progress	(See 38a through 38l below)
38a	OSD	Buy American Act (BAA) FAR 25.103 and 105 Exceptions and Cost Reasonableness		Review Complete	Agency Head determination
38b	OSD	Buy American Act (BAA) FAR 25.202 Excpetions		Review Complete	Agency Head determination
38c	OSD	Trade Agreements (TA) FAR 25.401(a)(2)		Review Complete	USTR Waiver
38d	OSD	Balance of Payments Program (BOPP) DFARS 225-7501©		Review Complete	SecDef Waiver authority
38e	OSD	Automatic express option for GAO protests		In Progress	DoD Office of Legislative Counsel # 294 @ Congress 5/09
38f	OSD	Berry Amendment (10 USC 2533a) - exception(s)		In Progress	DoD Office of Legislative Counsel # 296 @ Congress 5/09
38g	OSD	Specialty metals (10 USC 2533b) - exception(s)		In Progress	DoD Office of Legislative Counsel # 186 @ Congress 2/14 (FY 09 DoD leg pkg)
38h	OSD	Pre-position "contingency contracting country first" authority		In Progress	DoD Office of Legislative Counsel # 295 @ Congress on 4/25
38i	OSD	CICA stay provision		Review Complete	Services have authority
38j	OSD	Small business provisions - waiver		Review Complete	provisions reviewed; no further legislation being proposed
38k	OSD	US labor provisions - waiver		Review Complete	provisions reviewed; no further legislation being proposed
38l	OSD	Other such provisions - waiver/exception		Review Complete	provisions reviewed; no further legislation being proposed

Figure 12. DoD Scorecard



Army Scorecard: Gansler Commission Recommendations					
G #	Lead	Description of Commission's Recommended Actions	Implementation	Status	Comments
Recommendation Overarching (ARMY Lead): Implement the Commission's Recommendations Rapidly and Measure Success					
1	ACCP TF	Charter a Special Task Force	Initiated	Complete	ACTF - Urgent need (Aug 2007 - Feb 2008); ACCP TF - long term Army implementation
2	ACCP TF	Implement key recommendations w/in 6 mo; all w/in a yr	Initiated	Ongoing	ACTF - Urgent actions implemented; now implementing more complex actions that require more time
3	ACCP TF	Review progress periodically with the Commission	Initiated	Ongoing	Conducted 1st 2 Quarterly Updates (1/23 & 5/8/08); follow-on updates every 90 days
Recommendation 1 (ARMY Lead): Increase the Stature, Quantity, and Career Development of Contracting Personnel					
9	ASA(ALT)	Establish "contract planning" (requirements definition) positions	Initiated	In Progress	Initial phase complete. Logistics planners embedded in Kuwait operations; continuing ACCP-TF analysis to expand concept to all Army organizations; Contracting Support Element (CSE) for Army Commands
10	ASA(ALT)	Establish a separate Army Contracting Promotion board	Alternative Solution	Complete	Intent more effectively met w/special instructions to existing Promotion Boards
11	GOMO	Fence the 5 Army General Officer billets to SECAR	Initiated	Complete	Army-level action complete. OMB denied initial request. Army/OSD appeal forwarded to OMB on 5/20/08. Army supporting OSD action in this area
12	ASA(ALT)	Establish a MG Deputy for Cont and Dir of the Army Contracting Corps	Alternative Solution	Complete	Army-level action complete; pending Army/OSD appeal action to OMB for GO billets - See G11; Army needs best met through existing Acquisition Corps which includes contracting
13	ACCP TF	Increase the contracting workforce by 400 military and 1,000 civilians	Initiated	In Progress	622 Mil / 1,314 Civ increase identified (as of: 5/8/08); POM10-15 analysis ongoing to resource
14	USAASC	Ensure that Army mil contracting personnel start their career earlier	Initiated	Complete	Army policy in place to accelerate accession by 2-3 yrs.
15	ALT-IO	Capture expeditionary contracting lessons learned	Initiated	Ongoing	Lessons learned being collected; incorporated in classroom instruction; new/revised doctrine & exercises
16	ASA(ALT)	Establish a separate, centrally managed Contracting Corps	Alternative Solution	Complete	Army needs best met by ensuring contracting expertise shared across all Acquisition Corps disciplines
17	USAASC	Establish a skill identifier and manage military contracting personnel	Initiated	Complete	Established contracting skill identifier "51C" for Officers and NCOs; utilization improvements ongoing
18	ASA(ALT)	Adequately fund contracting career planning, ed & train, and internships	Initiated	In Progress	Sec 852 funding reprioritized; Rqmts for POM 10-15 being evaluated; increasing contracting Interns
19	USAASC	Ensure that expeditionary contracting deployment is not first assignment	Initiated	Complete	Army policy restricts expeditionary contracting deployment as a first assignment. CONUS training for RC
20	ARMY G1	Change environment to foster civilian participation in expeditionary ops	Initiated	In Progress	Army supporting OSD/OPM legis & policy changes for direct hire auth, life/health insurance, pay cap, medical
Recommendation 2 (ARMY Lead): Restructure Organization and Restore Responsibility					
21	ASA(ALT)	Establish a MG Deputy for Contracting and realign the current DASA	Initiated	Complete	Army action complete pending appeal (OSD/OMB) - See G11; realigning DASA P&P with both GO and SES
22	AMC	Establish a 2-Star ACC and realign the current Dep for AMC Contracting	Initiated	In Progress	Provisional Stand-Up of new 2-Star ACC - 3/13/2008; Final approvals expected by 6/30/2008
23	AMC	Establish a 1-Star ECC under the ACC, and create a new SES position	Initiated	In Progress	Provisional Stand-Up of new 1-Star ECC - 3/13/2008; Final approvals expected by 6/30/2008
24	AMC	Establish a 1-Star ICC under the ACC, and realign ACA	Initiated	In Progress	Provisional Stand-Up of new 1-Star ICC - 3/13/2008; Final approvals expected by 6/30/2008
25	USACE	Establish a 1-Star chief of contracting for USACE with a SES deputy	Initiated	Complete	Army action complete; pending appeal to OMB - See G11; USACE contracting SES in place
Recommendation 3 (ARMY Lead): Provide Training and Tools for Overall Contracting Activities in Expeditionary Operations					
29	ALT-IO	Train as we fight: exercise for rapid acq, log & contracting in exped ops	Initiated	In Progress	Urgent Action Complete: 16 courses already updated with Theater contracting lessons learned; incorporating realistic contracting scenarios as part of combat training center and other exercises
30	ALT-IO	Develop and field the contract tools needed for the expeditionary forces	Initiated	In Progress	Urgent Action Complete: Army worked w/OSD - distributed 5,000 Joint Contingency Contracting Handbooks; Continuing efforts to develop automated IT tools to support contracting operations
Recommendation 4 (OSD Lead / ARMY Support): Obtain Legislative, Regulatory and Policy Assistance to Enable Contracting Effectiveness					
34	OSD / ARMY	Increase General Officer billets (5 Army 5 Other)	Initiated	Complete	Army-level action complete. OMB denied initial request. Army/OSD appeal forwarded to OMB on 5/20/08. Army supporting OSD action in this area
35	OSD / ARMY	Increase contracting Workforce (400 Military, 1000 civilians, 583 DCMA)	Initiated	In Progress	Army supporting OSD action in this area
35	OSD / ARMY	Legislate incentives for civilian "pre-volunteers"	Initiated	In Progress	Army supporting OSD action in this area
37	OSD / ARMY	Legislate to pre-position funding flexibility	Initiated	In Progress	Army supporting OSD action in this area
38	OSD / ARMY	Legislate to pre-position waivers	Initiated	In Progress	Army supporting OSD action in this area

Figure 13. Army Scorecard



4. Questions

Direct any questions regarding this report to the Director, Defense Procurement and Acquisition Policy point of contact, Ms. Jill Stiglich (jill.stiglich@osd.mil or 703-695-8567).



Section II: Evaluation and Implementation of Commission Recommendations

As mentioned in Section I, Figure 2, the Commission identified four overarching recommendations, which are comprised of three improvement areas: Personnel; Organization & Responsibility; and Training & Tools and an area of Legislative, Regulatory and Policy Enablers. Within these four overarching areas, the Commission identified 40 specific actions. 18 of these specific recommendations are considered DoD-wide in scope, or are legislative, regulatory, or policy enabling actions. The Under Secretary of Defense for Acquisition, Technology, and Logistics (USD(AT&L)) is leading the Department's actions in response to these 18 recommendations. This section of the report provides the results of the Department's assessments and evaluations of these recommendations. We have organized the section by discussing the 18 specific recommendations within the Commission's overarching categories of Personnel; Organization & Responsibility; and Tools & Training.

The Commission's remaining 22 specific actions are focused on implementation by Department of the Army (Army), and the Army Contracting Campaign Plan Task Force is leading the related responsive actions. In addition, in accordance with the requirements of the FY 2008 NDAA section 849, the Army is providing a report on the analysis and implementation of the Commission's recommendations for the Department of the Army, Appendix G.

This section includes a discussion of the assessments performed by the Departments of the Navy and the Air Force of the applicability of the Commission's recommendations for the Army to the other Military Departments. Appendices C and D provide these assessments in full text.

A. Structure for Discussion of Recommendations

The Commission assigned an identifying number (G-#) to each of the 40 specific recommendations. Table 1 aids in navigation of this section by providing an overview of the 4 overarching categories; the 18 specific recommendations discussed in this section; and the page numbers associated with each discussion.

To facilitate discussion, related recommendations and actions are discussed together.



Roadmap for Section II of this Report

Recommendation 1: Increase the Stature, Quantity, and Career Development of the Army's Contracting Personnel		
G #	Description of Commission's Recommended Actions	Page
4	Authorize 10 additional General Officers for contracting positions	31
5	Maintain existing civilian SES contracting positions, plus one new SES	
6	Assign DCMA the role of all base, post, camp, & station contract management	33
7	Adequately resource DCMA for this expanded role, and have the required training	
8	Require a complete review and rewrite (as necessary) of each applicable personnel directive impacting civilian personnel involvement in military operations	36
Recommendation 2: Restructure Organization and Restore Responsibility to Facilitate Contracting and Contract Management		
G #	Description of Commission's Recommended Actions	Page
26	Create an Integrated Expeditionary Command in-theater for each major operation	40
27	Make one executive reporting directly to the USD(AT&L) responsible and accountable for DoD Contracting	44
28	Redefine DCMA's Scope	33
Recommendation 3: Provide Training and Tools for Overall Contracting Activities in Expeditionary Operations		
G #	Description of Commission's Recommended Actions	Page
31	Focus DAU to train and educate the civilian and military acquisition, and contracting workforce for expeditionary operations	46
32	Provide DAU the necessary resources for the through-put it will experience to accommodate the Army's migration to emphasizing Level 1 certification earlier in careers	
33	Provide training to Contracting Officer's Representatives in each Service, prior to any military operation	49
Recommendation 4: Obtain Legislative, Regulatory, and Policy Assistance to Enable Contracting Effectiveness		
G #	Description of Commission's Recommended Actions	Page
34	Statutorily authorize an increase in General Officer billets	31
35	Increase contracting personnel (Army military by 400, Army civilian by 1,000 and 583 to fill DCMA billets for Army support)	33 & 57
36	Legislate to provide incentives for civilian contracting personnel to "pre-volunteer" for expeditionary operations. Eliminate the pay cap; establish "tax-free" status; make medals available; assure life insurance and long-term medical coverage	57
37	Legislate to pre-position funding flexibility through an adequately resourced contingency operations transfer fund	62
38	Legislate to pre-position waivers of small business and US labor provisions, Buy American, Berry Amendment, and Specialty Metals to allow rapid, local buying for expeditionary operations	63
39	Establish an Expeditionary Contracting Handbook	67
40	Ensure that policy and practice support intelligent funding apportionment for expeditionary operations	62
TOTAL DoD-WIDE ACTIONS, INCLUDING ENABLERS:		18

Table 1. Roadmap for Section II of this Report



B. Summary of Evaluation and Implementation

Each of the discussions provided in this Section is presented in the following format:

- A. Summary of Commission Findings and Recommended Actions – including reference to one or more of the 18 specific actions to be addressed.
- B. DoD Evaluation of Recommended Actions– a description of effort undertaken by the Department to evaluate the specific actions for Department-wide implementation and develop an implementation plan that would best fulfill the intent of the recommended action.
- C. Plan for Implementation – a discussion milestones and timelines for undertaking efforts to implement the specific actions being addressed.



**Recommendation 1:
Increase the Stature, Quantity, and Career Development of the Army's Contracting Personnel**

The Commission recommended several improvements to address the stature, quantity, and career development for contracting personnel. Five of these recommended actions have Department-wide implications or require legislative enablers and are included in this section of the report.

There is a related action, G-28, Redefine DCMA scope, identified by the Commission within Recommendation 2, that is included in the DCMA discussion in this section.

In addition, two associated legislative enablers identified by the Commission in Recommendation 4 for improving the stature, quantity, and career development for contracting personnel are addressed in this section.

To facilitate discussion, related actions are grouped together in this section as follows:

Actions relating to General and Flag Officer and SES Billets, discussed on page 31

- G-4, Authorize 10 additional General Officers for contracting positions
- G-5, Maintain existing civilian SES contracting positions, plus one new SES
- G-34, Increase General Officer billets for contracting and joint contracting

Actions relating to the Role of DCMA, discussed on page 33

- G-6, Assign DCMA all contract management
- G-7, Resource DCMA for new role
- G-28, Redefine DCMA scope
- G-35, Increase contracting personnel

Actions relating to civilian personnel policies, discussed on page 36

- G-8, Review civilian personnel policies



Recommendation 1: Increase the Stature, Quantity, and Career Development of the Army's <u>Contracting Personnel</u>			
Actions Relating to General and Flag Officer and SES Billets			
G #	Description of Commission's Recommended Actions	Implementation Status	Estimated Completion
4	Authorize 10 additional General Officers for contracting positions	Alternatives In Progress	FY 09 NDAA
5	Maintain existing civilian SES contracting positions, plus one new SES	In Progress	FY 09
34	Statutorily authorize an increase in General Officer billets	In Progress	FY 09 NDAA

A. Commission Findings and Recommended Actions:

The Commission found that despite the increased importance of contracting capability to the operational military's performance, the skill and experience required to execute those capabilities has not been valued by the institutional Army. The Commission recommended that the key to solving this problem within the structure and culture of the Army is for Congress to authorize additional 10 General Officers (5 for the Army and 5 for Joint Commands) and an SES billet and specifically assign the 5 Army billets to the Secretary of the Army so that they may only be assigned to acquisition and contracting billets as the Secretary specifies. These General Officers would, through normal Army staffing assignment policy, drive the training, development, and assignment of the necessary officer, enlisted, and civilian personnel to populate this critical area.

B. DoD Evaluation of Recommended Actions:

Each of the Military Departments reviewed the population and assignment history of flag and general officers in Contracting positions, and the trends identified by the data in Figure 14. The Department of the Army has committed to pursue 5 additional General Officer billets for contracting positions; the Department of the Navy has agreed to pursue 4 Flag Officers in contracting positions and has exceeded that count; and the Department of the Air Force has agreed to pursue reallocating 2 General Officers into contracting positions. Furthermore, the Department is proceeding to obtain 4 additional Joint General Officer billets for contracting positions including the Commander, DCMA, JCCSO, DCMA International, and an experienced contracting General Officer in DLA. The Department is pursuing a 3-star General Officer billet to head DCMA. Based on the historical information provided in Figure 14, the Air Force Senior Acquisition Executive has initiated a review of the Air Force General Officer billets for contracting positions, and is expected to provide further analysis and recommendations soon after submission of this report.



Count of DoD Acquisition Flags/SES with Contracting Breakout

FLAGS AND SES(ES) - Follow-up Submission (April 21, 2008)(with Service inputs from SASC staff follow-up request)															
FY	Total DoD				Acquisition										
	Total DoD Flag	%Acq of DoD Flag	Total SES (ES)	%Acq of DoD SES (ES)	Total DoD Acq		Total Army Acq		Total Navy Acq		Total Marine Acq		Total AF Acq		* Other DoD
					Flag	SES	Flag	SES	Flag	SES	Flag	SES	Flag	SES	SES
FY90	1,054	unk	1,458	unk	unk	unk	unk	unk	unk	unk	unk	unk	unk	unk	unk
FY95	851	10.2%	1,277	31.1%	87	397	20	112	26	116	1	2	40	87	80
FY00	871	11.9%	1,241	34.5%	104	428	17	139	39	128	1	2	47	78	81
FY05	874	10.1%	1,207	37.6%	88	454	18	155	34	161	1	2	35	62	74
FY07	899	8.1%	1,255	33.1%	73	415	16	140	32	141	1	3	24	49	82

FLAGS - Follow-up Submission with Contracting Breakout (April 21, 2008)(with Service inputs from follow-up request)															
FY	Total DoD				Acquisition Flags/GOs										
	Total DoD Flag	%Acq of DoD Flag	Total Flag Con	%Con of Acq Flags	Total DoD Acq Flags		Total Army Acq		Total Navy Acq Flags		Total Marine Acq		Total AF Acq Flags		* Other DoD
					All Acq	Con	All Acq	Con	All Acq	Con	All Acq	Con	All Acq	Con	SES
FY90	1,054	unk	unk	unk	unk	unk	unk	3	unk	unk	unk	unk	unk	unk	unk
FY95	851	10.2%	5	5.7%	87	5	20	0	26	3	1	0	40	2	
FY00	871	11.9%	9	8.7%	104	9	17	4	39	4	1	0	47	1	
FY05	874	10.1%	8	9.1%	88	8	18	* 2	34	5	1	0	35	1	
FY07	899	8.1%	7	9.6%	73	7	16	* 0	32	6	1	0	24	1	

Note: There are Flags/GOs that have significant contracting experience, but that are now serving in other acquisition functional positions
*Flags/GOs counted as in Military Services numbers

SES (ES) - Follow-up Submission with Contracting Breakout (April 21, 2008)(with Service inputs from follow-up request)															
FY	Total DoD				Acquisition SES (ES)										
	Total DoD SES (ES)	%Acq of DoD SES (ES)	Total CON SES (ES)	%CON of Acq SES (ES)	DoD Acq SES (ES)		Army Acq SES (ES)		Navy Acq SES (ES)		Marine Acq SES (ES)		AF Acq SES (ES)		Other DoD Acq SES (ES)
					All Acq	Con	All Acq	Con	All Acq	Con	All Acq	Con	All Acq	Con	All Acq
FY90	1,458	unk	unk	unk	unk	unk	unk	unk	unk	unk	unk	unk	unk	unk	unk
FY95	1,277	31.1%	53	13.4%	397	53	112	13	116	17	2	1	87	10	80
FY00	1,241	34.5%	41	9.6%	428	41	139	10	128	13	2	0	78	8	81
FY05	1,207	37.6%	49	10.8%	454	49	155	20	161	13	2	1	62	6	74
FY07	1,255	33.1%	46	11.1%	415	46	140	16	141	13	3	1	49	6	82

Figure 14. Count of DoD Acquisition Flags/SES with Contracting Break-out

C. Plan for Implementation:

Actions Completed to Date: Based on the data collected above, the overall acquisition workforce for both flag/general officer as well as SES have been reduced over the past decade. This information continues to be evaluated with each of the military departments to understand the data and develop a path forward that provides more balance for leadership of workload requirements and workforce available to include expeditionary contracting roles and responsibilities.

These Commission recommendations are under assessment. All Military Departments are actively engaged in developing the path forward.

Ongoing Actions:

At the time of submission of this report, the Department is considering 15 General Officer billets with contracting expertise. The Department believes that a key element of strengthening the contracting career path for officers is the establishment of general officer billets for contracting positions. Furthermore, a pool of deployable general officers with strengths in contracting and contract management is essential for successful contracting support for future contingencies and expeditionary operations.



Recommendation 1: Increase the Stature, Quantity, and Career Development of the Army's <u>Contracting Personnel</u>			
Actions relating to the Role of DCMA			
G #	Description of Commission's Recommended Actions	Implementation Status	Estimated Completion
6	Assign DCMA the role of all base, post, camp, & station contract management	Alternatives In Progress	Oct 08
7	Adequately resource DCMA for this expanded role, and have the required training	Alternatives In Progress	Oct 08
28	Redefine DCMA's Scope	Alternatives In Progress	2012
35	Increase contracting personnel (Army military by 400, Army civilian by 1,000 and 583 to fill DCMA billets for Army support)	Alternatives In Progress	FY 09 NDAA

A. Commission Findings and Recommended Actions:

The Commission recommended redefining the scope of the Defense Contract Management Agency (DCMA) so that it would be responsible for all base, post, camp, and station contract management – for both peacetime and expeditionary operations - in order to develop a contract management center of excellence. The Commission also recommended that DCMA be adequately resourced and have the required training for this expanded role, specifically providing 583 Army contracting personnel to staff new DCMA billets.

In addition, the commission inferred that DCMA should expand their current Contingency Contract Administration Services (CCAS) operation in theater in order to be able to administer not only the Logistics Civil Augmentation Program (LOGCAP) and the Air Force Contract Augmentation Program (AFCAP) contracts, but contracts being executed in the CENTCOM AOR. To address this increase in responsibility, the Commission recommended that DCMA adequately resource its total force (civilians, military and reserves) and request additional funding to cover this increase.

B. DoD Evaluation of Recommended Actions:

DCMA does not currently provide contract administration for contracts for services in general, and does not do so for base, post, camp and station contracts for services. The Commission's recommended approach to achieving the outcome of enhanced post-award contract administration is not integrated with the Department's strategy to improve administration for contracts for services being developed in response to the GAO High Risk Area: Contract Management. The GAO points out, and the Department concurs, that post-award administration of contracts for services is an area in need of improvement in DoD's day-to-day operations.



The Department intends to achieve the intended outcome of the Commission's recommendations for improving contract management by enhancing DoD's overall contract management capabilities within the Military Departments. The Department intends to develop the ability to meet contract management requirements during peacetime while training and developing the deployable personnel to meet contract management requirements during contingency and expeditionary operations. The alternative under consideration addresses the Department's concern that the Military Departments need the ability to deploy in operations of all sizes; scalability of operations is important, and that we train the way we fight. While DCMA has assumed total responsibility based on delegated authorities from JCC-I/A, for theater-wide contract administration currently, long term, DCMA's role would be focused on Contract Management leadership, oversight, and enhancing core capabilities in systemic analysis of contractor performance. The Military Departments will assume the majority of theater-wide contract administration and quality assurance responsibilities long term with DCMA retaining responsibility for retrofit contract administration. DCMA will assist the Military Departments through Contract Management Reviews in assessing the adequacy of base, post, camp, and station contract management, quality assurance, and Contracting Officer's Representative (COR) functions and training. This process will additionally facilitate capturing best practices and standardizing procedures when appropriate.

Building upon the DCMA model in theater and working with the Military Departments, the Department looked at several different options for forward deployment and in garrison training. No one model will fit all contingencies as they are dependent upon numerous factors including the level of contracting complexity, joint environment, country or area existing business base, size of operation and lead service. We therefore proposed a model combining current skill sets with a scalable Contract Administration model for future contingencies. This approach continues the structure in which DCMA provides senior leadership, oversight, and performs contract management reviews of contract administration. Military personnel, who have been assigned in their service to, and learned post, camp station contracting as they do today, will also receive assignments in DCMA. These personnel would subsequently be assigned to senior leadership positions at DCMA.

The Department is pursuing a 3-star General Officer billet to head DCMA. We are striving to ensure the most efficient, effective contract management support for future contingencies. The DoD believes the Department should be positioned to be able to respond to the full range of contingencies, from those requiring very little contracted effort to those requiring a great deal. We must have scalable processes. The Army and Marine Corps are in the process of developing the changes they believe will enable this approach. In addition, DCMA will have a leadership role in establishing the training requirements, and performing oversight of adherence to those requirements, for contracting officer and quality assurance representatives (CORs/QARs). It is anticipated that DoD and the Military Departments will transition from the current approach to the future model over the course of the next few years, with full implementation by 2012.

Near Term Actions

In November 2007, OSD directed DCMA to immediately expand its contract management mission in the CENTCOM AOR to administer all contracts delegated by the Joint Contracting



Command for Iraq and Afghanistan (JCC-I/A). DCMA moved swiftly to expand the CCAS mission in Iraq, Afghanistan, and Kuwait in theater to be augmented by a DCMA joint manning document (JMD) sourced by The Military Departments. In concert with the JCC-I/A and DCMA's command in theater (DCMA-I/A), DCMA developed a concept of operations (CONOPS) to outline the procedures for the delegation of theater wide contract administration, covering the full range of contracts being executed in theater, including Theater, External Support, and Systems Support type contracts.

C. Plan for Implementation:

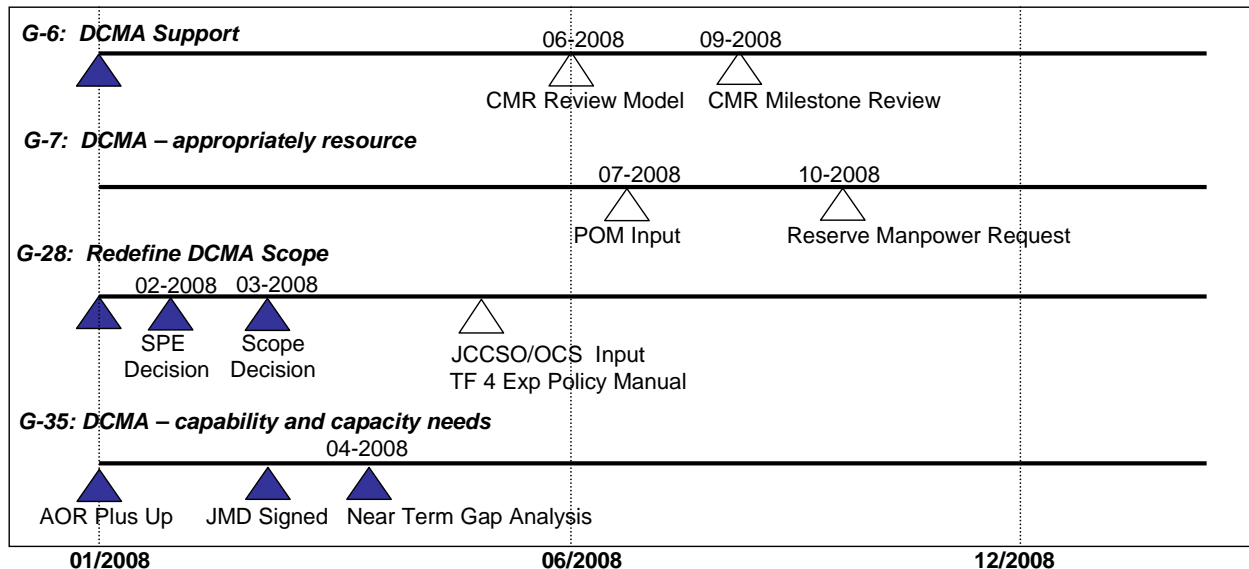


Figure 15. Timeline for DCMA Contract Management and Oversight

Actions Completed to Date:

- DCMA provided input to the OCS CONOPS to provide a scalable, post award contract administration model.
- Gap Analysis identifying both personnel (Total Force) and skill set shortfalls.
- Initial Program Objective Memorandum (POM) inputs to adequately resource DCMA for its near-term expanded mission until the Military Departments can start to assume more responsibilities and eventually all except contract administration leadership and oversight by 2012 (both civilian personnel and training funds).

Ongoing Actions:

- Additional training requirements – either on the job training or Defense Acquisition University (DAU)-supported
- Approval of additional reserve personnel billets
- Completion of Emergency Essential civilian hires – on going
- Develop concept of Contract Management Reviews for base, post, camp, and station and start concept pilots in November 2008



Recommendation 1: Increase the Stature, Quantity, and Career Development of the Army's Contracting Personnel			
Actions Relating to Reviewing Civilian Personnel Policies			
G #	Description of Commission's Recommended Actions	Implementation Status	Estimated Completion
8	Require a complete review and rewrite (as necessary) of each applicable personnel directive impacting civilian personnel involvement in military operations	Initial Review Complete	Sep 08

A. Commission Findings and Recommended Action:

The Commission included the general recommendation to review and rewrite civilian deployment directives and instructions to provide incentives for civilian contracting personnel to volunteer for expeditionary operations.

B. DoD Evaluation of Recommended Action:

In October 2006, prior to the formation of the Commission, the Department began a review of current deployment policies to align them with 21st century workforce requirements, including the need for a greater expeditionary capability in the DoD civilian workforce. In November 2007, the Deputy Under Secretary of Defense for Civilian Personnel Policy launched an effort to build an expanded expeditionary capability in the DoD civilian workforce – one that is ready, trained, cleared, and can assimilate rapidly into new environments. Alongside our military men and women, civilians have long served in support of combat operations, expanding Security, Stabilization, Transition, and Reconstruction (SSTR) operations, humanitarian operations, and emergency and other contingency-type operations around the globe. A “whole of government” approach to these escalating operations demands a more agile and expanded expeditionary capability within the civilian workforce. Further, the Department must be able to fully access the range of talent within the DoD civilian community in order to quickly and efficiently serve complex mission operations. The Department’s new model will insure increased reliance on our civilian employees as the primary sourcing solution for requirements that demand non-war fighting capabilities.

In this regard, the new model proposes to:

- Expand the current position-based model to include all complex mission operations and identify a larger universe of positions that are pre-identified to support these missions
- Create an expanded ability for employees to voluntarily identify critical capabilities
- Create a new capability for retired employees to voluntarily identify critical capabilities, leveraging the Department’s reemployed annuitant authority and
- Create phased position/employee response capability – deployable within 30 days, deployable within 30 – 60 days, and deployable within 60 – 90 days.



To ensure and enhance accountability for a ready, trained, and cleared workforce, the model proposes to:

- Create a Civilian Deployment Readiness Index to determine the state of readiness of the Expeditionary Workforce, consisting of training, fitness, and clearance;
- Create a Deployment Index to determine the Expeditionary capability within designated career groups
- Assign DoD Functional Community Managers the responsibility to ensure the readiness (competencies and capabilities) of the civilian workforce for deployment and other mission critical requirements; and
- Establish a new DoD organizational unit to ensure the readiness of the civilian workforce to meet mission requirements.

The proposed model will ensure increased reliance on the Department's civilian employees as the primary sourcing solution for requirements that demand non-war fighting capabilities. The model seeks to overcome important weaknesses in the current method of sourcing deployment requirements. It includes recommendations for:

- Appointment of the DUSD(CPP) on the Joint Sourcing Board to represent DoD-wide civilian requirements and capabilities (action completed)
- Active engagement of civilian human resources experts at the Combatant Command level in planning theater operations, including development of planning documents and manning requirements
- Assigning to the new organizational unit within the DoD Civilian Personnel Management Service, the responsibility to identify and source DoD expeditionary requirements
- Streamlined process for organizations to access any special funding for deployments, such as GWOT Supplemental funding
- Central fund for civilian GWOT readiness requirements, e.g., training, backfill requirements, equipment, etc.

Finally the model includes a restructured approach to benefits and incentives, with the goal of helping to ensure that all Federal civilian personnel working side-by-side on the same missions in high-threat places have the same benefits and incentives. Focus groups and survey data from DoD and other Federal civilians, DoD military and civilian supervisors, and others will be utilized by the Benefits Design Team, with the assistance of Rand, to determine the appropriate incentives and human capital policies that will be needed to build an Expeditionary Workforce.

The Department is currently developing the framework and associated policy issuances in order to meet a target initial implementation by September 2008. The Gansler Report was provided to the design teams as background information to inform their thinking.



C. Plan for Implementation:

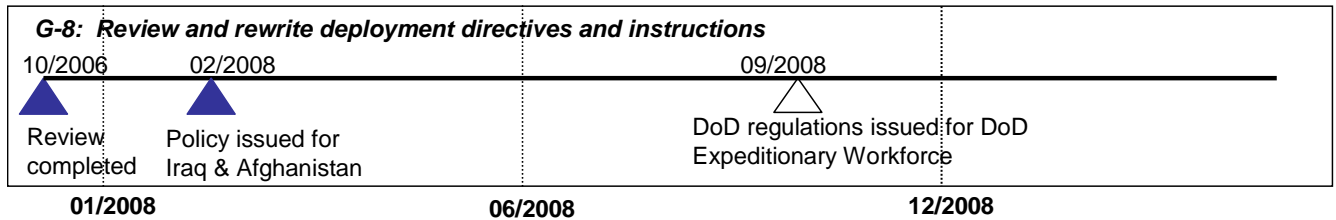


Figure 16. Timeline for reviewing and rewriting civilian personnel directives

Actions Completed to Date:

- On February 12, 2008, the Under Secretary of Defense for Personnel and Readiness issued a memorandum entitled “Building Increased Deployment Capacity.” This memorandum provides guidance and interim policy to promote opportunities for DoD civilian employees to contribute their talent to DoD’s mission. The memorandum specifically addresses requirements for authorizing and documenting deployment, the entitlement for deployed employees to return to pre-deployment positions, career enhancement and performance evaluation considerations, requirements for pre- and post-deployment health assessments, and requirements for Component support for deployees.

Ongoing Actions:

- The Department targets September 2008 to issue revised DoD directives and instructions to institutionalize its Expeditionary Workforce policies. This will provide time to complete the current review of deployment policies to align with 21st century workforce requirements, including the need for a greater expeditionary capability in the DoD civilian workforce.



**Recommendation 2:
Restructure Organization and Restore Responsibility to Facilitate Contracting and Contract
Management**

The second recommendation relates to organization and responsibility. Virtually every specific action in this area is directed to the Army. We have included a brief overview of the Army's reorganization in Section I of this report and a summary of their activities in Paragraph B of this Section. More detail is provided in the Army's Report to Congress, Appendix G.

There are, however, three specific actions within Recommendation 2 that are Department-wide or involve legislation:

- G-26, Create an Integrated Expeditionary Command in-theater for each major operation, discussed on page 40
- G-27, Make one contracting executive report to USD(AT&L), discussed on page 44
- G-28, Redefine DCMA scope; this action was previously discussed on page 33



**Recommendation 2:
Restructure Organization and Restore Responsibility to Facilitate Contracting and Contract Management**

Actions Relating to Creating an Integrated Expeditionary Command

G #	Description of Commission's Recommended Actions	Implementation Status	Estimated Completion
26	Create an Integrated Expeditionary Command in-theater for each major operation.	In Progress	Oct 08

A. Commission Findings and Recommended Action:

The Commission recommended creating an Integrated Expeditionary Command in-theater for each major operation. This recommendation is being addressed primarily by a pre-existing OSD initiative to develop and establish the Joint Contingency Contract Support Office (JCCSO). Concept development for the JCCSO was already underway in response to section 854 of the FY 2007 National Defense Authorization Act (NDAA) and a series of Government Accountability Office (GAO) reports on the management of contractors on the battlefield.

B. DoD Evaluation of Recommended Action:

Based upon a host of lessons learned, independent studies, reports by the U.S. Government Accountability Office (GAO) and the Special Inspector General for Iraq Reconstruction (SIGIR), and at the direction of Congress, the DoD launched several major initiatives that are strengthening our management of contractors and contractor personnel accompanying our military forces.¹ The JCCSO is one of these initiatives and serves to address the commission's recommendation for an integrated expeditionary command in theater for each major operation. The U.S. Joint Forces Command (USJFCOM) is developing a concept for the JCCSO that, in peacetime, will: develop doctrine and training; have a synchronizing effect for the contingency mission of the other acquisition support agencies; and, ensure that operational contract support planning is consistent throughout the Combatant Commands (COCOMs) from a doctrine and policy standpoint. As determined necessary by doctrine and theater CONOPS, during contingency and stability operations, the JCCSO will deploy contingency program management, planning, and acquisition experts to support Combatant Commanders with the management of contractor support, and a Joint Contracting Command Commander who will act as head of contingency contracting.. The draft of this concept was previously reported to Congress in a report required by section 854 of the FY 2007 NDAA (Appendix E). Figure 17 illustrates the initial JCCSO concept.

¹ For a more detailed discussion of the initiatives to improve oversight and management of contractors during contingency operations see *Department of Defense Program for Planning, Managing, and Accounting for Contractor Services and Contractor Personnel during Contingency Operations*, Report to the Congress of the United States, April 2008.



Joint Contingency Contract Support Office (JCCSO)

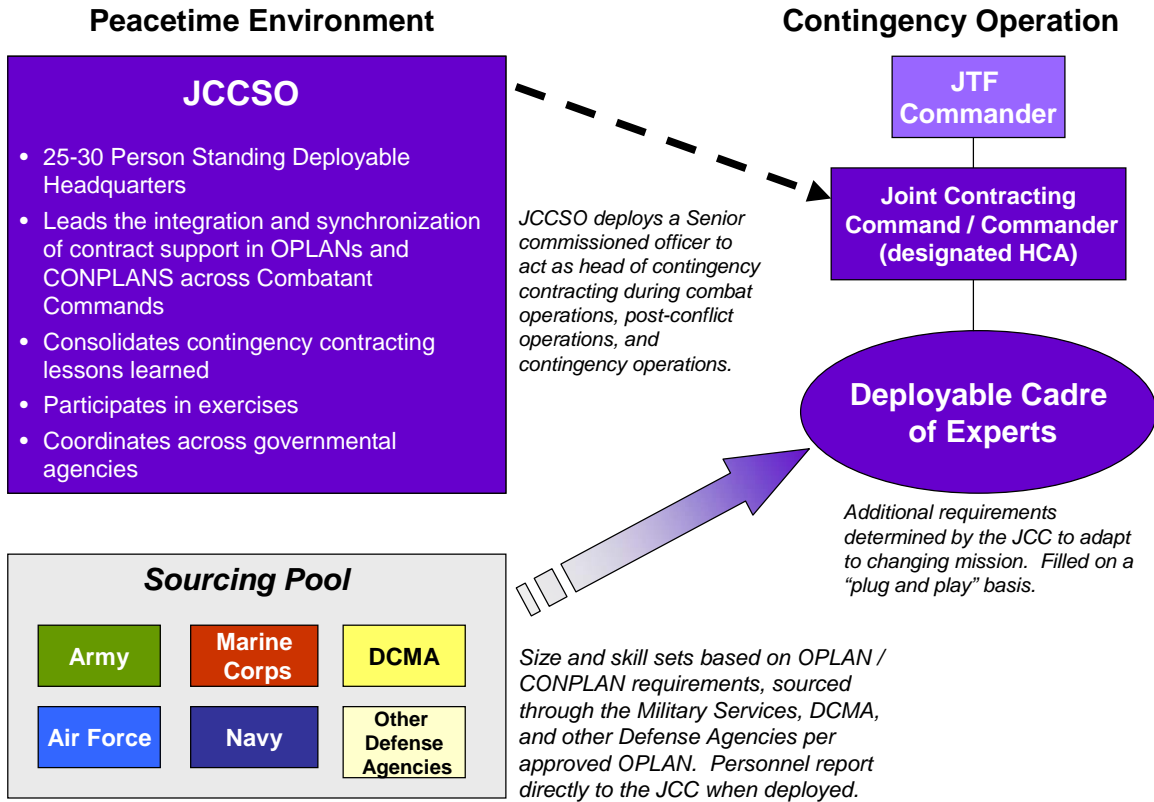


Figure 17. Joint Contingency Contract Support Office Initial Concept of Operations

The DoD has placed a priority on improving the functional oversight and control of the vast number of contractors who accompany the U.S. Armed Forces. In January, 2007, the OSD designated the Synchronized Predeployment and Operational Tracker (SPOT) as the joint data base for contractor tracking and administrative accountability. The SPOT program provides a web-based automated system to track contractor personnel movements within the forward area and a basis for validating individual contractor personnel associated with specific contracts, their authorization for access to specific DoD facilities, and their individual eligibility for specific DoD support services. By providing information on contractor location, training, and capabilities, SPOT improves the ability of the current civilian and military acquisition workforce to conduct program management activities relative to combat support, reconstruction, or other aspects of contingency operations.

OSD, in conjunction with the Joint Staff, is developing an Operational Contract Support (OCS) Concept of Operations (CONOPS). The purpose of this CONOPS is to describe, in broad terms, how OCS should be executed across the range of military operations in 2009–2016. It examines the future operational context and the characteristics of the future joint force in order to characterize required OCS capabilities. It focuses on the risks and implications associated with planning and executing OCS tasks. The OCS CONOPS is intended to support capabilities and gaps analyses through Capabilities-Based Assessments. These assessments will be used as a



road map to identify specific doctrine, organization, training, materiel, leader development/education, personnel and facilities (DOTMLPF) solutions within the Department of Defense. This CONOPS is intended to give direction to near-term and future joint and Service OCS programs and policies, while also influencing related science and technology efforts. The Navy has raised issues relating to reporting arrangements that will be included in the discussions that are part of the development process.

The DoD recognizes that while it is improving interagency integration and coordination within the department, it must also achieve more effective coordination of contractor operations across U.S. government agencies. To that end, a draft memorandum of understanding (MOU) regarding matters relating to contracting for Iraq or Afghanistan is currently under review by the Secretary of Defense, the Secretary of State, and the Administrator of the Agency for International Development. Once signed, the MOU will be implemented through DoD, State, and USAID policies and regulations.

C. Plan for Implementation:

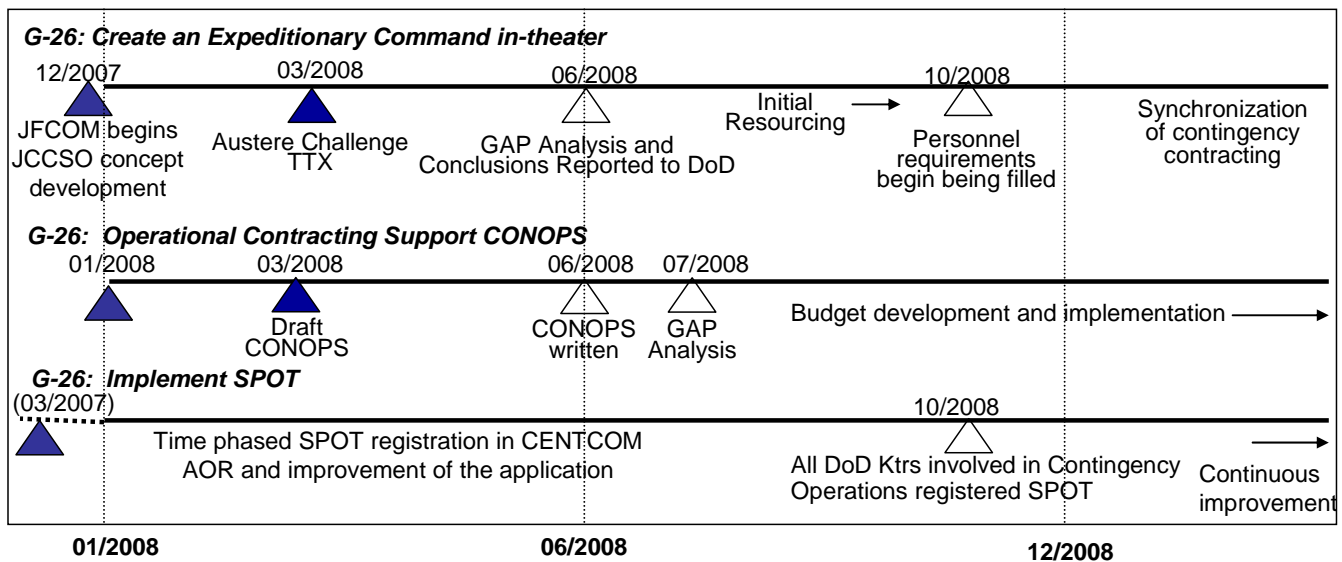


Figure 18. Timeline for Creating an Expeditionary Command In-Theater

Actions Completed to Date:

- USJFCOM has developed a draft concept and conducted a pilot implementation of the JCCSO concept during a major exercise in the U.S. European Command (USEUCOM).
- The Operational Contract Support Concept of Operations is in final coordination.
- Approximately 67,500 DoD contractors working in the USCENTCOM AOR and 830 companies have been registered in SPOT



In process Actions:

The expectation is that:

- Approved personnel requirements for the JCCSO standing organization will begin being filled by the end of FY 2008 and that the JCCSO will begin initial standup by the end of the first quarter FY 2009.
- The OCS CONOPS will begin being used as a basis for future sourcing decisions.
- All contractors employed on DoD-funded contingency contracts being performed in the United States Central Command (CENTCOM) Area Of Responsibility (AOR) will be registered in SPOT by 1 August, 2008 and contractors employed on DoD-funded contracts being performed in support of contingency operations anywhere in the world will be registered in SPOT by 30 September, 2008.²

² In accordance with the Defense Procurement and Acquisition Policy memorandum, "Implementation Guidance for the Synchronized Predeployment and Operational Tracker (SPOT) to Account for Contractor Personnel Performing in the United States Central Command Area of Responsibility (AOR)," signed January 28, 2008.



**Recommendation 2:
Restructure Organization and Restore Responsibility to Facilitate Contracting and Contract Management**

Actions Relating to Contracting Executive Reporting to USD(AT&L)

G #	Description of Commission's Recommended Actions	Implementation Status	Estimated Completion
27	Make one executive reporting directly to the USD(AT&L) responsible and accountable for DoD Contracting.	Review Complete	No action planned

A. Commission Findings and Recommended Action:

The Commission recommended one executive reporting directly to the USD(AT&L) should be responsible and accountable for DoD contracting policy, education, training, and readiness.

B. DoD Evaluation of the Recommended Action:

One executive, DUSD (A&T) reports to the USD (AT&L) today with those responsibilities. No further action is being considered at this time.



**Recommendation 3:
Provide Training and Tools for Overall Contracting Activities in Expeditionary Operations**

The bulk of the specific actions in the third recommendation area—training and tools—were assigned to DoD for analysis. There are three recommended actions within Overarching Recommendation 3 that are Department-wide. To facilitate discussion, related actions are grouped together in this section as follows:

Actions related to DAU, discussed on page 46:

- G-31, Improve DAU training
- G-32, Provide DAU resources

Actions related to COR training, discussed on page 49:

- G-33, Provide COR training

We also have undertaken some business system initiatives that go beyond the report, in order to provide military and civilian personnel with tools and support appropriate for the fast-paced operations tempo of a contingency environment. These actions are discussed on page 53.



**Recommendation 3:
Provide Training and Tools for Overall Contracting Activities in Expeditionary Operations**

Actions Relating to the Defense Acquisition University (DAU)

G #	Description of Commission's Recommended Actions	Implementation Status	Estimated Completion
31	Focus DAU to train and educate the civilian and military acquisition, and contracting workforce for expeditionary operations.	In Progress	Oct 09
32	Provide DAU the necessary resources for the through-put it will experience to accommodate the Army's migration to emphasizing Level 1 certification earlier in careers.	In Progress	Continuous

A. Commission Findings and Recommended Actions:

The Commission recommended that DAU train and educate the civilian and military acquisition, logistics, and contracting workforce for expeditionary operations, in addition to training for weapons systems contracting. Training for expeditionary contracting operations should be more “applied” and should cover both military and civilian contracting personnel. The Commission also recommended that DAU be provided the necessary resources for the through-put it will experience based on the Commission’s recommendation that, prior to an Army military contracting professional’s initial deployment in support of expeditionary contracting operations, he or she obtain Level I certification through DAU.

B. DoD Evaluation of Recommended Actions:

In February 2007, DAU began researching past contingency deployments and lessons learned from missions in the US European Command, the US Africa Command, and the US Central Command theaters of operations. This research included an assessment of the skill level of personnel and an assessment of the success of deployed Contingency Contracting Officers (CCOs). After release of the Commission’s report, the Department incorporated DAU’s earlier research into information gathered specifically to address the report’s findings. The Department has also able to leverage information gleaned from DAU’s discussions/interviews with: current and past CCOs who have been/are now assigned to the JCC-I/A; and CCOs who supported operations in Africa and Eastern Europe. The scope of the interviews included discussions with both senior-level leadership and journeyman-level personnel on the relevancy of DAU’s classroom training and Military Department-specific training programs for contracting officers.

The DoD found a significant gap in the level of contracting knowledge required on the ground versus that obtained via Military Department-specific, in-house training or from DAU’s curriculum. A standard contingency contracting training/certification program was not evident across the Military Departments. Nor had all deployed contracting personnel completed DAU’s contingency contracting training. The lack of a standard baseline of knowledge created confusion among deployed personnel that was further exacerbated by their unfamiliarity with sister



Military Department-specific procedures. Deployed contracting personnel need: a joint perspective on contingency contracting; practical knowledge in pre-deployment planning; more hands-on practical experience in writing contingency contracts; special emphasis on ethics and fraud indicators with respect to contingency contracting, participation in military exercises (both Military Department-specific and joint) to practice contingency contracting through scenario-based exercises; a greater level of cultural awareness; and, ready access to guidance specific to contracting in support of contingency operations.

The Department will place strong emphasis on contracting and contingency readiness. Readiness should be determined by assessing a candidate’s education, training, demonstrated skills, and most of all experience. Experience is important throughout all phases represented in an expeditionary environment. Highly skilled and experienced contracting professionals make the best CCOs and are better equipped to make good business decisions under pressure. The Department will ensure that all individuals assigned responsibility as contingency contracting officers are properly trained.

Although still undergoing analysis, DAU does not believe they need additional resources for an increased number of students caused by the Commission’s recommendation that Army military contracting professionals obtain Level I certification prior to their initial deployment. Current plans are for the Army to provide the necessary contracting training to its active component military personnel at the Army Logistics Management College (ALMC). However, this is still under review as the Army anticipates training most of its reserve component military at DAU rather than at ALMC. Additional resources will be required in support of ongoing/new efforts with respect to Level II courses (additional CON 234 courses and the development of the Advanced CCO course), gaming simulations and the development of the Immersion Training Experience. It is anticipated additional requirements will be funded with resources diverted to DAU via section 852 of the FY 2008 NDAA.

C. Plan for Implementation:

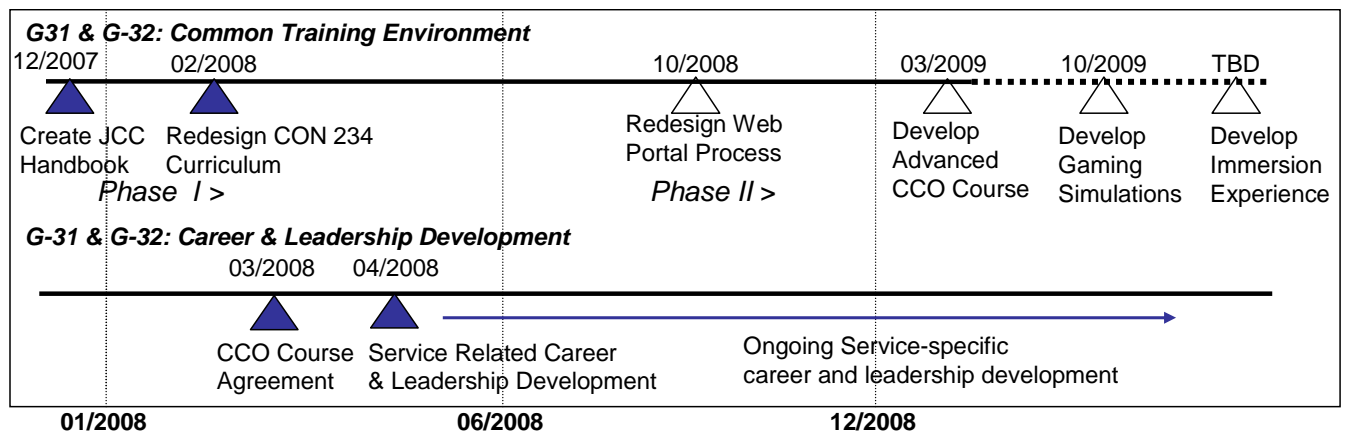


Figure 19. Timeline for Contracting Training & Workforce Development



Actions Completed to Date:

- Created a Joint Contingency Contracting Handbook & accompanying DVD – Task completed December 2007. Integrated easy to use e-tools (DVD or CD-ROM) for personnel on the ground. Required DAU to incorporate the Joint Contingency Handbook in their contingency contracting curriculum. The Department plans to update this Handbook annually.
- Redesigned DAU’s contingency contracting curriculum (CON 234) to train a journeyman-level contingency contracting officer, with experience, to be deployable worldwide and immediately effective upon arrival to support the mission. CON 234 was completed in January 2008. A DAU pilot course was completed in December 2007 and the first course completed February 2008.

In support of Career and Leader Development, DAU has worked closely with Service representatives to standardize the required contracting courses an individual should take in order to be well-trained and prepared to take on the challenges of a deployed CCO. The result is that this training is about 90% - 95% common across all the Military Departments. The Army and other Military Department representatives agreed that a combination of the following courses would qualify a designated contracting officer as a “Contingency Contracting Officer.” The courses include: **CON 100** – Shaping Smart Business Arrangements; **CON 110** – Mission Support Planning; **CON 111** – Mission Strategy Execution; **CON 112** – Mission Performance Assessment; **CON 120**- Contracting for Mission Support; **CON 234** – Joint Contingency Contracting; **CON 237** – Simplified Acquisition Procedures; **ACQ 101** – Fundamentals of Systems Acquisition Management; **CLC 033** – Contract Structure and Format; **CON 244** – Construction Contracting (optional).

Other aspects of Career and Leader Development—training timelines, on the job experience, timelines for career progression, and so forth—are Military Department component actions to develop and execute. (See Appendix F.)

- DPAP issued a memorandum on 18 March 2008 requiring each military department to provide a Joint Contingency Contracting Handbook training.

Ongoing Actions:

- Develop an advanced Contingency Contracting Course, which would provide “just in time” training to senior level contracting personnel deploying to a management position. Anticipate completion FY 09.
- Develop joint contingency gaming simulations. Anticipate completion early FY 10
- Create a video library of Contingency Contracting topics. Anticipate the first video will start Aug FY08
- Develop a multi-day joint contingency immersion experience – Anticipated completion date is being developed, pending resources.
- Department plans to update the Joint Contingency Contracting Handbook annually.



**Recommendation 3:
Provide Training and Tools for Overall Contracting Activities in Expeditionary Operations**

Actions Relating to Contracting Officer's Representative Training

G #	Description of Commission's Recommended Actions	Implementation Status	Estimated Completion
33	(a) Develop training for non-contracting operational military leaders, officer and enlisted, across all grades on the management of contractors with deployed forces	In Progress	Mar 09
	(b) Provide training to Contracting Officer's Representatives in each Service, prior to any military operation	In Progress	Mar 08

A. Commission Findings and Recommended Action:

Current deployments have stressed the military and civilian non-acquisition workforce and have necessitated the deployment of non-acquisition personnel who have limited experience in the execution of contracts in a contingency environment. Similarly, senior planners, program managers, and operational leaders deployed to the AOR have limited experience in managing the large number of contractors accompanying the force. The Commission recommended that we “train as we fight.” And, since contractors on the battlefield are a reality for future expeditionary operations, operators outside the acquisition community must be trained on the role and importance of contracting and contractors in expeditionary operations.

B. DoD Evaluation of Recommended Action:

In response to section 854 of the FY 2007 NDAA, the Department began assessing non-contracting officer training courses and existing training curricula at DoD and Military Department schools at all levels (basic, intermediate, and senior). Based on this assessment, it was determined there were approximately eighteen separate contracting and acquisition courses currently in existence and being taught to both officer and enlisted non-contracting military personnel. To further enhance and expand the current curriculum, the Department also is developing a broad program of instruction (POI) for operational military leaders, both officer and enlisted, across all grades, on the management of contractors deploying with forces to include programs of instruction (POI) for its Military Departments' Staff Colleges and Senior Military Department and Joint Staff Schools to more formally train our senior planners and leaders on roles and responsibilities of planning and managing contracts and contractor personnel in forward areas. This training will focus all leaders on determining requirements, translating those requirements into Statements of Work and then overseeing that work.

To ensure consistency across all the Military Departments, we have linked the development of joint doctrine for contractor support in contingency operations to the revision of Department of Defense Instruction 3020.41, “Contractor Personnel Authorized to Accompany the U.S. Armed Forces”.



As an additional initiative, the Department is considering a leadership role for Defense Contract Management Agency (DCMA), not limited to times of contingency operations, in establishing the training requirements for contracting officer and quality assurance representatives (CORs/QARs), and performing oversight of adherence to those requirements. The DoD recognizes the significant requirement to train and sustain both a deployable contingency non-acquisition workforce (who may also serve as CORs) and the senior leaders required to manage them. Actions to address these issues pre-date the Commission Report.

In response to section 813 of the FY 2007 NDAA, a DoD Contract Surveillance Subcommittee examined the sufficiency of contract surveillance for contracts for research and services. The Subcommittee specifically assessed training for CORs. As a result of that Subcommittee's assessment, the Department is developing a modular COR training curriculum (on-line training, handbook, etc.) to ensure the COR receives appropriate training based on the complexity, contract type, and dollar value of the contract. To implement this recommendation, the Section 813 DoD Contract Surveillance Subcommittee currently is considering the following:

- Ensure appropriate training is available for personnel assigned COR responsibility regardless of membership in DoD acquisition workforce
- Supplement structured training with one-on-one training between the contracting officer and the COR on contract specific matters
- Require completion of COR training before formal delegation of COR responsibilities
- Include an on-line module for COR supervisors, in order to ensure the COR is allowed necessary time/tools/materials to complete COR responsibilities
- Ensure that contracting officers designate COR training based on specifics of the contract

In concert with the foregoing, the DoD Contract Surveillance Subcommittee also is developing a DoD Standard for COR Certification. This effort will associate COR functions/responsibilities by contract function, type, and complexity, thereby assisting in the validation of the training being developed by DAU by defining COR competencies, mapping COR functions/responsibilities to these competencies, and then identifying minimum training/experience requirements.



C. Plan for Implementation:

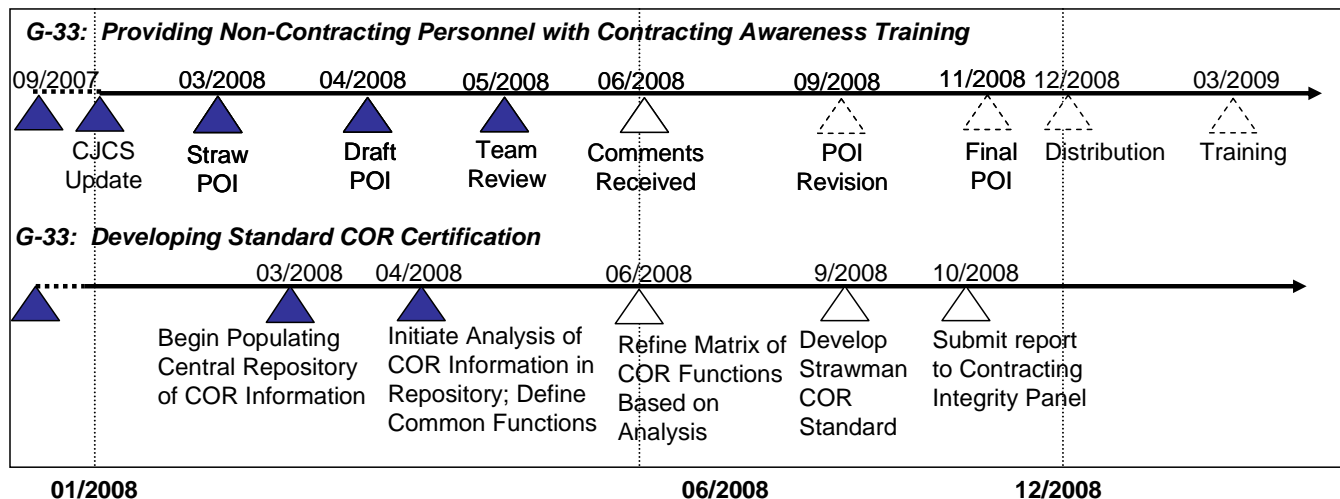


Figure 20. Timelines for Providing Awareness Training to Non-Contracting Personnel, and Standard COR Training Requirements

Actions completed to date:

- Non-contracting officer training courses (FY 2007 NDAA Section 854):
 - Assessment of non-contracting officer training courses and existing training curricula at DoD and Military Department schools at all levels (basic, intermediate, and senior).
 - To further enhance and expand the current curriculum of approximately eighteen separate contracting and acquisition courses currently in existence and being taught to both officer and enlisted non-contracting military personnel, the Department prepared a Program of Instruction for operational military leaders on the management of contractors deploying with US forces. The draft POI was prepared and made available to the Military Departments, Joint Staff, and OSD for internal review, comment, and recommendations the week of April 28, 2008.
- COR functions/responsibilities (section 813 of the FY 2007 NDAA):
 - Organization of a centralized repository of COR information.
 - Review/evaluate information on COR functions/responsibilities and develop a matrix of common functions/responsibilities.



Ongoing Actions:

- Non-contracting officer training courses (section 854 of the FY 2007 NDAA):
 - Comments, recommendations, and suggestions for the POIs are expected to be received from the Military Departments, Joint Staff, and OSD in early June 2008. A comment resolution and coordinated revisions will be developed and completed in the July-August 2008 timeframe. Final POIs, for both students and instructors are expected to be complete in early November 2008 and delivered to DoD educational institutions in December 2008. Training and instruction to students will be possible in early 2009 and should commence no later than March 2009 at all institutions.

- COR functions/responsibilities (section 813 of the FY 2007 NDAA):
 - Identifying categories of contract complexity, defining COR minimum training/experience requirements and developing the standard for COR certification.

 - More information on the ongoing activities associated with Section 813 can be found online at:
http://www.acq.osd.mil/dpap/cpic/cp/docs/panel_on_contracting_integrity_20080107.pdf.



Recommendation 3: Provide <u>Training and Tools</u> for Overall Contracting Activities in Expeditionary Operations			
Actions Relating to Business Systems			
G #	Description of Commission's Recommended Actions	Implementation Status	Estimated Completion
N/A	Not Applicable		

A. Commission Findings and Recommended Action:

Although the Commission did not specify a business system recommendation, the report did mention that expeditionary forces need information technology and eBusiness tools. Some specific electronic tools mentioned in the report include:

- Contract writing systems
- Information systems to track contractor personnel, assets, and performance
- Simple, user-friendly tools for sample documents, such as statements of work, and rules for application are needed on line and on compact disc.

B. DoD Evaluation of Recommended Action:

The DoD has established a business system team that is committed to joining forces across the Department to leverage existing resources and knowledge to quickly provide electronic solutions in theater, ever mindful of bandwidth and similar challenges specific to a contingency environment. The team has the following mission:

“Establish, in consultation with JCC-I/A, the necessary contract management systems that need to be implemented to increase the productivity in an expeditionary contract environment. Identify the necessary resources to develop said systems. Establish an implementation plan to develop said system.”

In pursuit of this goal, the DoD has conducted extensive research and is working in collaboration with JCC-I/A, the Military Departments, and key Defense Agencies. The DoD analyzed the different phases of contingency operations, both war and peace time scenarios, to determine any available contract management systems to address a given phase. Where systems were not identified, the DoD identified the gaps. The DoD determined the following areas need attention to improve in-theater contracting and contract management:

- Requirements generation—use of a tool appropriate to the environment (e.g., handheld)
- Contract writing—use of a tool with user-friendly functionality (e.g., similar to commercially available tax software)



- Invoicing, receipt and acceptance—use of Wide-area workflow (WAWF), a secure web-based system, in support of in-theater operations
- Tools traditionally reserved for small-value items:
 - Purchase cards
 - Simplified process for transacting on-the-spot, over-the-counter purchases (“cash and carry” type transactions), when use of the purchase card is not feasible

The Team has identified notionally the resources required to develop the necessary systems, but implementation is subject to the availability of resources and funding.

In addition to the efforts described above, other applications of information technology and eBusiness tools for the benefit of those in an expeditionary environment have been discussed in previous sections of this report. One example is the expanded implementation of the Synchronized Predeployment and Operational Tracker (SPOT), a joint, web-based system for contractor tracking and administrative accountability to address the lack of functional oversight and control of the vast number of U.S. government contractors supporting contingency operations. A second example is the Department’s Contingency Contracting Community of Practice web-portal.

C. Plan for Implementation

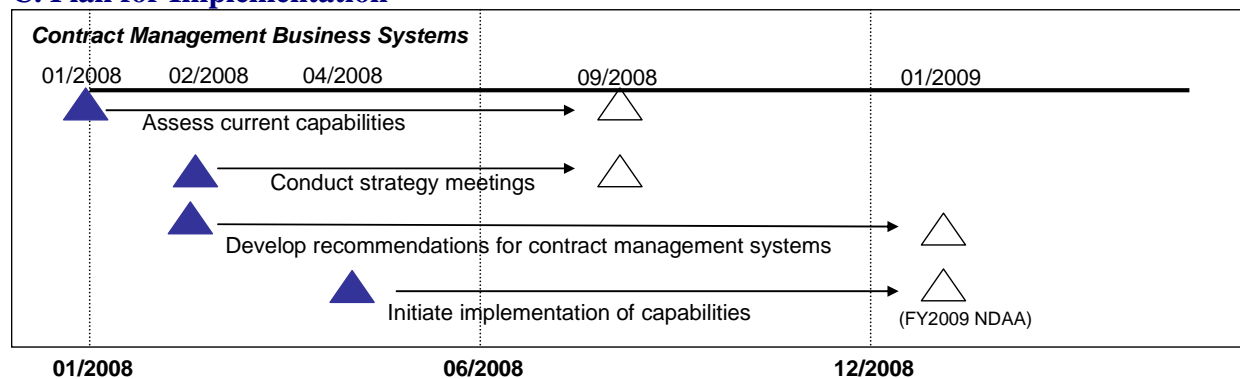


Figure 21. Timeline for Contract Management Business Systems

Actions Completed to Date:

- Conducted analysis of the different phases of contingency operations to identify available contract management systems.
- Conducted gap analysis for contract management systems.
- The Defense Sourcing Portfolio (DSP) governance agreement was signed May 2008, including the Joint Chiefs of Staff, Logistics Directorate (J-4) membership as an advisor on contingency requirements. The DSP governance is co-chaired by the Business Transformation Agency (BTA) and DPAP.



Ongoing Actions:

- Re-design of the DAU Contingency Contracting Community of Practice web-portal.
- Defining data and process requirements for transacting on-the-spot, over-the-counter purchases of supplies and non-personal services (“cash and carry” type transactions).
- DPAP, working with BTA, Army and JCC-I/A, is reviewing and integrating Service input into a business solution that will seek to leverage ongoing and developed phases of business systems into one, end-to-end, process. This will serve to rapidly capture the best of what is available and proven into a consolidated and coordinated business system that will be usable by the warfighter, with transparency and information assurance safeguards, much sooner than a ground-up design and development.



**Recommendation 4:
Obtain Legislative, Regulatory, and Policy Assistance to Enable Contracting Effectiveness**

The fourth and final area of the Commission's recommendations relates to legislative, regulatory, and policy enablers. This report has discussed other legislative, regulatory, and policy enablers as they relate to recommendations in the appropriate prior sections, so they are not repeated here. The specific actions discussed here are:

Actions relating to Contracting Personnel, discussed on page 57:

- G-35: Increase the number of contracting personnel – This action also is partially discussed under Recommendation 1.
- G-36. Legislate to provide incentives for civilian contracting personnel to "pre-volunteer" for expeditionary operations. Eliminate the pay cap; establish "tax-free" status; make medals available; assure life insurance and long-term medical coverage.

Actions relating to Funding Flexibility, discussed on page 62:

- G-37, Legislate to pre-position funding flexibility through an adequately resourced contingency operations transfer fund
- G-40, Ensure policy and practice support intelligent funding apportionment for expeditionary operations

Recommended action G-38, Legislate to pre-position waivers is discussed on page 63.

Recommended action G-39, Establishing Expeditionary Contracting Manual is discussed on page 67.

Where possible, the Department is availing itself of regulatory and policy improvements to avoid unnecessary legislation. Therefore, the DoD conducted detailed analyses to determine if statutory proposals were necessary. Refurbishing equipment for redeployment at a later date is a separate issue. Our analysis on the topic of statutory relief was conducted by the Defense Procurement and Acquisition Policy Emergency Procurement Committee (EPC), another initiative that antecedes the Commission. Based on the Commission's concerns that existing statutes may inhibit rapid, local buying for contingency contracting, the EPC reviewed multiple areas for possible legislative relief, such as the Small Business Act and U.S. labor provisions. After careful consideration, they ultimately determined legislation is unnecessary, either because the reviewed laws only apply *in* the United States or its outlying areas or because waiving them for domestic emergencies would usurp separate legislation (e.g., the Stafford Act, which is designed to boost a local economy that has been damaged by a natural or other disaster).

After this careful analysis, the Department determined that it was necessary to request statutory action in specific areas. DoD has submitted seven legislative proposals as described under Recommendations G-36 and G-38.



Recommendation 4: Obtain Legislative, Regulatory, and Policy Assistance to Enable Contracting Effectiveness			
Actions Relating to Contracting Personnel			
G #	Description of Commission's Recommended Actions	Implementation Status	Estimated Completion
35	Increase contracting personnel (Army military by 400, Army civilian by 1,000 and 583 to fill DCMA billets for Army support)	Alternatives in Progress	FY 09 NDAA
36	Legislate to provide incentives for civilian contracting personnel to "pre-volunteer" for expeditionary operations. Eliminate the pay cap; establish "tax-free" status; make medals available; assure life insurance and long-term medical coverage.	Review Complete	FY 09 NDAA

A. Commission Findings and Recommended Actions:

The Commission recommended increasing Army contracting personnel by 400 military, 1,000 civilian for a total of 1,400 billets, and an additional 583 to fill DCMA billets for Army support.

The Commission also recommended several specific actions requiring legislation to provide incentives for civilian contracting personnel to volunteer for expeditionary operations. In all cases, the Department either already had received authorizing legislation or had taken action to propose appropriate legislation.

B. DoD Evaluation of Recommended Actions:

The Department is conducting a competency assessment for the entire DoD Contracting Career Field. We anticipate completion of the assessment this summer. Once the competency assessment is complete, along with an analysis of demographics and workload throughput, the Department will be in a position to provide the appropriate number of additional contracting personnel needed.

The Department has proposed legislation to provide the Secretary of Defense expedited hiring authority for Defense acquisition positions, consistent with authority already provided to heads of other Federal agencies. This included the authority to designate any category of DoD acquisition positions as a shortage category that would allow the Department to expedite hiring additional contracting professionals as recommended by the Commission. The Department has also proposed legislation, consistent with Commission recommendations, to allow Federal civilians expanded opportunity to elect or increase life insurance coverage under the Federal Group Life Insurance program, and to provide authority to waive the annual limit on premium pay and the aggregate limit on pay for Federal civilian employees in the U.S. Central Command area. The following paragraphs summarize each legislative proposal.



- **Expedited Hiring Authority for Defense Acquisition Positions. (DoD Tracking #297)**
 - **Purpose:** This proposal would give the Secretary of Defense the ability to expedite the hiring process for DoD acquisition positions and addresses the requirements of section 854 of the John Warner National Defense Authorization Act for Fiscal Year 2007 (Public Law 109-364): “Joint Policies on Requirements Definition, Contingency Program Management, and Contingency Contracting.”
 - **Status:** OMB cleared legislative proposal on 05/21/2008; SASC Bill Sections 851 and 1103, HASC Bill Section 811.

- **Optional Life Insurance Election Opportunity for Certain Federal Civilian Employees. (DoD Tracking # 298)**
 - **Purpose:** This proposal would allow civilian employees to purchase additional life insurance when they are deployed in support of contingency operations. Federal employees serving in support of military contingency operations could elect basic Federal Employees’ Group Life Insurance (FEGLI) coverage. It also would allow newly-designated emergency essential employees of the Department of Defense and any Federal employees who are being deployed the right to obtain Option A (standard option) coverage, or obtain/increase Option B (additional) coverage, within 60 days of deployment.
 - **Status:** OMB cleared legislative proposal on 05/21/2008; SASC Bill Section 1105.

- **Authority to Waive Annual Limitation on Premium Pay and Aggregate Limitation on Pay for Federal Civilian Employees. (DoD Tracking # 300)**
 - **Purpose:** This proposal would provide a 4-year extension (2009, 2010, 2011, and 2012) to the 2008 National Defense Authorization Act provisions that allow Federal civilian employees working in the United States Central Command Area of Responsibility (CENTCOM AOR) during 2008, in support of a military operation or declared emergency, to be eligible to earn a greater amount of premium pay. The proposal establishes the higher level on premium pay as equivalent to the salary of the Vice President, and would allow these employees to receive payments in the calendar year they were earned. These provisions would ensure that Federal employees who work extended premium hours for extended tours in the CENTCOM AOR are compensated for the important work they perform in support of one of the nation’s highest priorities – prevailing in the Global War on Terrorism, as well as the critical continuation of the reconstruction and stabilization efforts in the CENTCOM AOR. Allowing employees to receive all payments for which they were entitled in the calendar year that they were earned would enable them to invest or earn interest on that income as it is earned, and to file taxes on the income without having those payments deferred to the following calendar year.
 - **Status:** OMB rejected legislative proposal on 05/09/2008. DoD appeal sent to OMB on 5/20/2008; SASC Bill Section 1108, HASC Bill Section 1101.



C. Plan for Implementation:

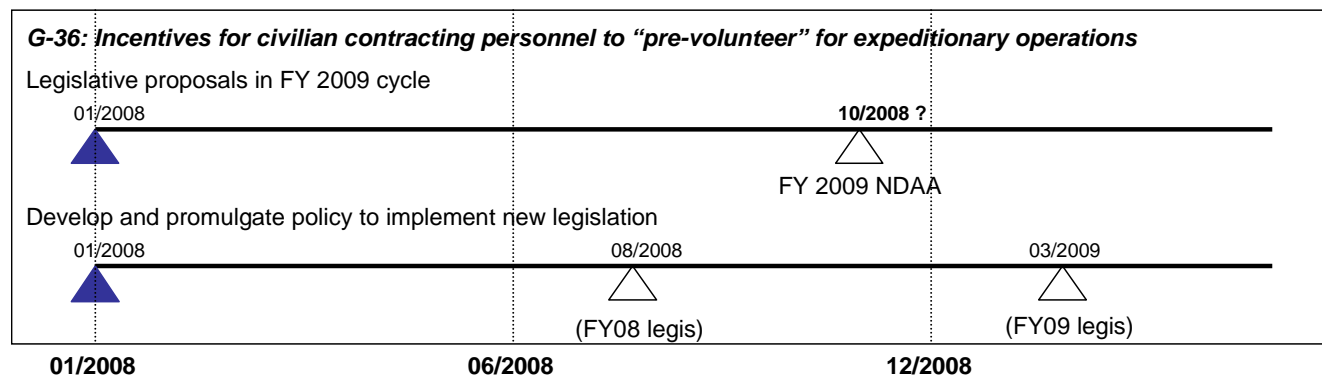


Figure 22. Timeline for providing incentives to civilian contracting personnel in expeditionary operations

Actions Completed to Date:

- In September 2007, the Department issued guidance to emphasize that DoD civilian employees who are injured or wounded, who become ill, or incur diseases while deployed in support of hostilities overseas are eligible for medical treatment in military facilities, and continue to be eligible for medical treatment in a DoD facility or the private sector for conditions compensable under Department of Labor Workers’ Compensation Programs, and receive medical care as long as it is needed. There is no “combat zone” or “war clause” exclusion for workers compensation eligibility. The DoD further confirmed that Federal employee may elect to purchase Federal Long Term Care insurance at any time, and verified that this insurance contains no “war clause” provision that would cause employees to lose elected benefits as a result of injuries or illnesses resulting from duty in a combat zone.
- The Department established a new Global War on Terrorism (GWOT) medal in 2007 to recognize contributions and accomplishments of DoD civilians supporting the Armed Forces to combat terrorism. The unveiling of the medal and presentation to the first recipients occurred on February 26, 2008.
- The Under Secretary of Defense for Personnel and Readiness issued interim guidance and procedures on February 12, 2008, entitled “Building Increased Deployment Capacity”, to address deployment of DoD civilians to Iraq and Afghanistan.
- The Department requested and received new legislative authorities as follows:

Federal Group Life Insurance (FEGLI) (2002): Provides authority for DoD Emergency Essential (E-E) personnel to elect Basic FEGLI coverage within 60 days of the E-E Designation.

Premium Pay Cap (Annually since 2005): Provides authority to raise the premium pay cap for employees assigned to the CENTCOM Area of Responsibility. Current CENTCOM premium pay cap is \$212,100. This authority has been granted by Congress annually, and the Department must request annual renewal. *(Note: The Department’s FY 2009 legislative proposal requests a 4-year authority)*



Personal Vehicle Storage (2008): Provides authority for Federal employees to store personal vehicle while deployed by means of a “Temporary Change of Station.” Temporary Change of Station is granted usually for assignments of 12 months or slightly longer.

Quarters and Lodging (2008): Provides authority to pay for quarters and lodging to Federal employees deployed by means of a Temporary Change of Station.

Relocation Expenses Following Death (2008): Provides authority to pay relocation expenses for family members to return to the former home following the death of a Federal employee in the CENTCOM Area of Responsibility.

Death Gratuity (2008): Provides authority to pay \$100,000 death gratuity to the survivors of Federal employees who die of injuries in connection with service with an Armed Forces contingency operation. Gratuity is reduced by the amount of any other death gratuity payable under the law, e.g., Foreign Service death gratuity of one year’s salary.

Increased Danger Pay and Foreign Post (Hardship) Differential Rates (2005): Provides authority to increase maximum rates for Danger Pay and Foreign Post Differential for Federal civilians from 25 percent of salary to 35 percent of salary – includes Afghanistan and Iraq.

Foreign Service Benefits (2006-2008). Provides authority to grant Federal civilians serving in Iraq and Afghanistan certain Foreign Service gratuities, benefits, and allowances. Includes such benefits as:

- Death Gratuity – equivalent of 1 year’s salary
- Travel and Transportation – relocation expenses in case of death, transportation for rest and recuperation breaks, transportation for home leave
- Home Leave – increased accrual rates

UCMJ Expanded Coverage (2006): Provides UCMJ jurisdiction over DoD civilian employees, contractor personnel and other civilian personnel serving with or accompanying the Armed Forces overseas during declared war or in contingency operations. (DoD implemented policy on March 10, 2008).

- Review and evaluation of Commission recommendations.
- OSD sent legislative package to OMB for clearance review on 03/21/2008.
- OSD revised legislative proposals based on OMB and OPM comments and transmitted revised proposals on 05/01/08.

Ongoing Actions:



- Awaiting OMB action on DoD appeal of pay proposal, and Congressional action on all legislative proposals.



Recommendation 4: Obtain Legislative, Regulatory, and Policy Assistance to Enable Contracting Effectiveness			
Actions Relating to Funding Flexibility			
G #	Description of Commission's Recommended Actions	Implementation Status	Estimated Completion
37	Legislate to pre-position funding flexibility through an adequately resourced contingency operations transfer fund	In Progress	FY 09 NDAA
40	Ensure that policy and practice support intelligent funding apportionment for expeditionary operations	In Progress	No action necessary

A. Commission Findings and Recommended Actions:

The Commission recommended legislation to enable funding flexibility through an adequately resourced contingency operations transfer fund and policy changes to ensure that funding is apportioned so as to not unnecessarily burden the contracting officers in the combat arena.

B. DoD Evaluation of Recommended Actions:

The Task Force recommended that an increase of the investment expenses threshold from \$250,000 to \$500,000 for contingency operations, as proposed in the FY 2009 Department of Defense Budget, will provide the additional funding flexibility intended by this recommendation. This will enable the Operation and Maintenance accounts to fund a wider range of activities thereby providing local commanders with additional flexibility.

The contracting officers in combat areas are not affected by apportionments, therefore this was ruled out as an issue.

C. Plan for Implementation:

Actions completed to date:

- Review and analysis of Commission recommendations.
- Legislative Proposal Provided

Ongoing Actions:

- No further action is required.



Recommendation 4: Obtain Legislative, Regulatory, and Policy Assistance to Enable Contracting Effectiveness			
Actions Relating to Procurement Statutes			
G #	Description of Commission's Recommended Actions	Implementation Status	Estimated Completion
38	Legislate to pre-position waivers of small business and US labor provisions, Buy American, Berry Amendment, and Specialty Metals to allow rapid, local buying for expeditionary operations.	Review Complete	FY 09 NDAA

A. Commission Findings and Recommended Action:

The Commission recommended that the Department propose legislation to provide waivers of small business and U. S. labor provisions, Buy American, Berry Amendment, Specialty Metals and other such provisions to allow rapid, local buying, if required in expeditionary operations.

B. DoD Evaluation of Recommended Action:

The Department has processed several legislative proposals to provide solutions in areas where the Department lacks adequate authority to respond to the Commission's recommendations. The topics include: 1) Allowing agencies, during emergency operations, to request the Comptroller General use the express option to decide protests. 2) Providing exceptions to the requirement to buy items from domestic sources; and 3) Acquiring products and services produced in a contingency theater of operations. The first supports the other specifically mentioned recommendation which would require the express option timeframes to be followed for protests during emergency operations.

- **Requirement for Use of Express Option for Deciding Protests of Contracts and Task and Delivery Orders in Support of Emergency Operations. (DoD Tracking # 294)**
 - **Purpose:** This proposal would require the Comptroller General to expeditiously adjudicate protests on contracts awarded in support of emergency operations.
 - **Status:** OSD sent to Congress on 05/09/2008.

The last two proposals support the Berry Amendment and Buy American Act recommendations.

- **Exceptions for National Security and Emergency Operations. (DoD Tracking # 296)**
 - **Purpose:** The proposal would retain the fundamental domestic preference requirements of the law; yet would provide the flexibility needed for the Department and its suppliers to better respond to fulfill the needs that arise in cases of national security and in cases that are in direct support of emergency operations, using either competitive procedures, or other than competitive procedures, as may be appropriate.
 - **Status:** OSD sent to Congress on 05/09/2008.



- **Authority to Acquire Products and Services Produced in a Contingency Theater of Operations Outside the United States. (DoD Tracking # 295)**

- **Purpose:** This proposal would authorize DoD to procure goods and services from a foreign country within a contingency theater of operations to support military or stability operations taking place in that contingency theater of operations. This proposal is a logical extension of the authority under section 886, "Enhanced Authority to acquire products and services produced in Iraq and Afghanistan," of the FY 2008 NDAA. It would be a pre-positioned tool that could be used in our national interests and serve as a counterinsurgency initiative in the event the United States were to become engaged in military operations or stability operations (including security, transition, reconstruction, and humanitarian relief activities) in any foreign country other than Iraq or Afghanistan.
- **Status:** OSD sent to Congress on 04/25/2008.

After thorough analysis, the DoD believes that the domestic preference requirements and exceptions at 10 U.S.C. 2533b, "Requirement to Buy Strategic Materials Critical to National Security from American Sources," as amended by section 804 of the 2008 NDAA, are broad enough to address the Commission's recommendation regarding specialty metals for contingency operations, but not for refurbishing equipment for redeployment at a later date. Specifically, the law prohibits the acquisition of: 1) the following types of end items, or components thereof, containing a specialty metal not melted or produced in the United States: aircraft, missile, and space systems, ships, tank and automotive items, weapon systems or ammunition; and 2) a specialty metal that is not melted or produced in the United States and that is to be purchased by the DoD or a prime contractor of the Department.

As provided by the law, these restrictions do NOT apply to: 1) acquisitions outside the United States in support of combat operations or in support of contingency operations, and 2) acquisitions for which the use of procedures other than competitive procedures has been approved on the basis of 10 U.S.C. 2304(c)(2), relating to unusual and compelling urgency of need. What is missing is an unencumbered national security exception to allow us to accomplish refurbishment without jeopardizing readiness for timely redeployment. On February 7, 2008, DoD sent to Congress a legislative proposal to amend 10 U.S.C. 2533b by the incorporation of an unencumbered national security waiver as follows:

- **Applicability of the Restriction on Specialty Metals. (DoD Tracking # 186)**
 - **Purpose:** The proposed subsection of 10 U.S.C. 2533b would provide authority for an exception from the special metal restrictions of this law in those cases where the Secretary of Defense or the Secretary of a Military Department determines in writing that, absent the application of any other exception provided under this law, an exception is in the national security interest of the United States.
 - **Status:** OMB cleared, and OSD sent to Congress on 02/14/2008.

We have reviewed carefully other areas for possible legislative relief, such as the Small Business Act and U.S. labor provisions. The Small Business Act only applies in the United States or its



outlying areas. The Robert T. Stafford Disaster Relief and Emergency Assistance Act, which applies to the continental United States (CONUS), authorizes set-asides for debris clearance, distribution of supplies, reconstruction, and other major disaster or emergency assistance acquisitions to businesses that reside or primarily do business in the geographic area affected by the disaster or emergency. After careful consideration and discussions with various contingency contracting officers, we determined it would not be in the best interest of the United States to either change or waive any portions of the Small Business Act; however, Congress did pass Section 886 of the 2008 NDAA, entitled Acquisition of Products and Services, Other than Small Arms, Produced in Iraq and Afghanistan. This section allows competition to be limited to products or services that are from Iraq and Afghanistan; procedures other than competitive procedures to award a contract to a particular source or sources from Iraq or Afghanistan; or a preference is provided for products or services that are from Iraq or Afghanistan. The department already issued a delegation of authority letter to the JCC-I/A allowing them to use this authority. This will go a long way in helping the economic viability of both countries and providing a stable source of jobs.

The Department also reviewed various U.S. labor provisions to determine if there were any that posed impediments in a contingent environment. After thorough review, we determined it would not be in the best interest of the United States to either change or waive any portions of our labor laws. With regard to the Stafford Act, it appears the intent of this Act was to use federal procurement to help boost a local economy that has been damaged by a natural or other disaster. Cutting wages, safety standards, or other protections, just when people are struggling to rebuild, works counter to this intent. In addition to impeding the ability of local people to rebuild, it would make it harder to recruit U.S. personnel (possibly slowing down the cleanup and other processes) and encourage contractors to bring in migrant labor, which does little or nothing for the local economy. The bottom line – suspending these laws in a domestic contingency would be counterproductive to both the mission and the local economy.

Finally, the Director, Defense Procurement, Acquisition Policy, and Strategic Sourcing, requested all COCOMS to submit any suggestions for pre-positioned waivers which would help our CCO's hit the ground running.

C. Plan for Implementation:

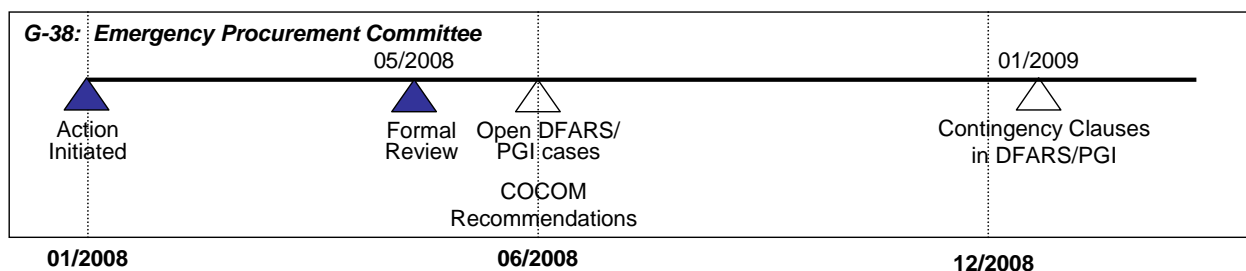


Figure 23. Timeline for pre-positioning waivers to allow rapid local buying for expeditionary operations



Actions Completed to Date

- Analysis of Acquisition statutes for pre-position waivers has been completed.

Ongoing Actions

- After this careful analysis, the Department determined that it was necessary to request statutory action in specific areas. See discussion starting on page 64.



Recommendation 4: Obtain Legislative, Regulatory, and Policy Assistance to Enable Contracting Effectiveness			
Actions Relating to a Establishing Contracting Manual			
G #	Commission's Recommended Actions	Implementation Status	Estimated Completion
39	Establish an Expeditionary Contracting Handbook	Completed	Updated annually

A. Commission Findings and Recommended Action:

The Commission recommended establishing an Expeditionary Contracting Handbook to support the expedited processes and tempo necessary for procuring the support needed in the theater of operations.

B. DoD Evaluation of Recommended Action:

Prior to formation of the Commission, the Department began researching past contingency deployments and lessons learned from missions in U.S. European Command, U.S. Africa Command, and U.S. Central Command theaters of operations. This research included an assessment of the skill level of personnel tasked to complete those assignments and an assessment of the success of deployed CCOs. Initially, the Department's purpose was to gain insights from the experiences of the contingency contracting community to facilitate improvements in DAU's contingency contracting curriculum. After release of the Commission's report, the DoD incorporated DAU's earlier research into information gathered specifically to address the report's findings.

In addition, the Department formed the Joint Contingency Contracting Working Group (JCCWG) to include representatives from the Army, Navy, Marine Corps, Air Force, DCMA, DAU and DLA. The purpose of the JCCWG was to develop joint contingency contracting policy to lay the groundwork for future joint contracting operations. The JCCWG reviewed the current "as is" state to include a review of the current regulations, policies, and guidance. In particular, the JCCWG identified the similarities and differences as well as gaps among the Military Department contingency contracting Defense Federal Acquisition Regulation supplements (DFARS); recommended standardized terminology and procedures; and developed topics to be considered for inclusion into a Joint Contingency Contracting Handbook and DFARS. The JCCWG reviewed individual service approaches to develop CCOs as well as the limited joint training and exercise opportunities. Finally, the JCCWG reviewed the existing Military Department contingency contracting handbooks, journal articles, professional military education papers, DAU courses and Special IG for Iraq Reconstruction: Lessons in Contracting & Procurement report. The JCCWG aforementioned efforts resulted in draft expeditionary contracting policy for future incorporation into DFARS and laid the foundation for the Joint Contingency Contracting Handbook—a handbook developed by CCOs for CCOs.



An early benefit of these efforts was the December 2007 completion of the Joint Contingency Contracting Handbook that now serves as the foundation for contingency contracting training. The handbook includes a DVD which equips Contingency Contracting Officers with the tools they need to operate in a joint contingency environment. The handbook provides a consolidated source of information for contracting personnel conducting contingency contracting operations in a Joint environment, and provides the essential information, tools, and training to meet the challenges they will face, regardless of mission or environment. In February 2008, DAU completed its first course to incorporate the handbook into formal training, and student feedback indicated it was an overwhelming success. The Department has also requested the Military Departments to provide their implementation plan regarding how this handbook will be used in garrison/squadron training.

In addition, the Department has developed a draft Expeditionary Contracting Policy, which provides the foundation for the Joint handbook. This draft policy is in coordination with all relevant stakeholders, and is expected to be published in July 2008.

Independent of its work related to section 849 of the FY 2008 NDAA, the Department has:

- Worked with the Defense Acquisition Regulation Council to write appropriate language into the Defense Federal Acquisition Regulation Supplement (DFARS) requiring the use of Synchronized Pre-deployment Operational Tracker (SPOT) for tracking contractors accompanying the force resulting in DFARS clause 252.225-7040, “Contractor Personnel Authorized to Accompany U.S. Armed Forces Deployed Outside the United States”. The clause implements the January 2007 policy memorandum designating SPOT as the central repository for information on all contractors deploying with forces personnel and associated contract capabilities
- Worked with Joint Contingency Contracting Working Group to develop the Joint Contingency Contracting Handbook. The initial plan called for incorporation of this material into DFARS Part 18 – Emergency Acquisitions. The working group determined that a separate, easily accessible JCC Handbook would better serve warfighter needs. To overcome problems with bandwidth availability in theater, the Handbook includes tools and sample documents on a DVD included in its back pocket. The Department plans on updating this handbook annually. The first JCC working group update is scheduled for 1-6 June 2008 at Maxwell Air Force Base.
- Required each Commander of the Combatant Commands to ensure their respective COCOM Contracting Office establish and maintain a web page listing all prevailing regulations, policies, requirements, host-nation laws, Orders/Fragmentary Orders (FRAGOs), COCOM Commander’s directives, unique clauses and other considerations necessary for soliciting and awarding a contract for performance in or delivery to that COCOM’s AOR.



C. Plan for Implementation:

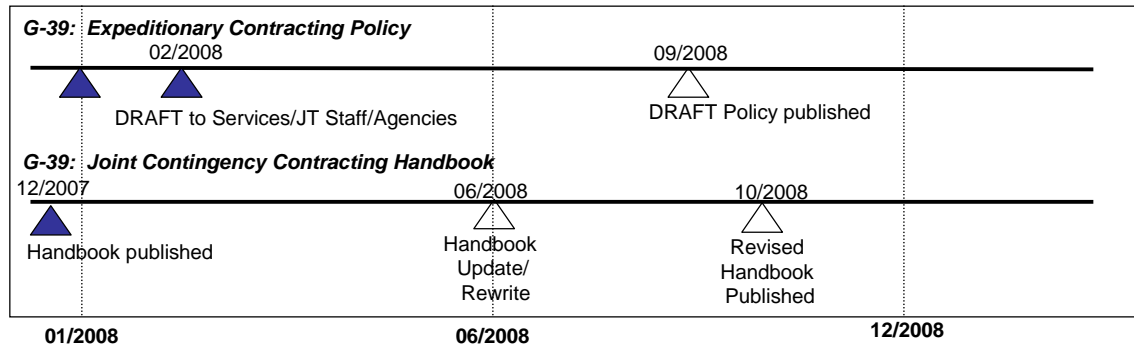


Figure 24. Timeline for establishing an Expeditionary Contracting Manual

Actions Completed to Date

- Joint Contingency Contracting Handbook was published in December 2007.
- DFARS clause 252.225-7040, “Contractor Personnel Authorized to Accompany U.S. Armed Forces Deployed Outside the United States,” published 31 March 2008.

Ongoing Actions

- Publication of draft Expeditionary Contracting Policy in September 2008.



Section III. List of Abbreviations

This report contains the following abbreviations:

A/USA	Acting Under Secretary of the Army
ACC	Army Contracting Command
ACCP TF	Army Contracting Campaign Plan Task Force
ACO/CA	Administrative Contracting Officer/Contract Administration
ADUSD(PS)	Assistant Deputy Under Secretary of Defense (Program Support)
AFCAP	Air Force Contract Augmentation Program
AID	Agency for International Development
ALMC	Army Logistics Management College
AOR	Area of Responsibility
CCAS	Contingency Contract Administration Services
CCO	Contingency Contracting Officer
CENTCOM	U.S. Central Command
COCOM	Combatant Command
CONOPS	Concept of Operations
CONUS	Continental United States
COR	Contracting Officer's Representative
CSB	Contract Support Brigade
DAU	Defense Acquisition University
DCMA	Defense Contract Management Agency
DCMA-I/A	Defense Contract Management Agency–Iraq/Afghanistan
DFARS	Defense Federal Acquisition Regulation Supplement
DLA	Defense Logistics Agency
DoD	Department of Defense
DOS	Department of State
DPAP	Defense Procurement and Acquisition Policy
DUSD(A&T)	Deputy Under Secretary of Defense (Acquisition and Technology)
DUSD(L&MR)	Deputy Under Secretary of Defense (Logistics and Materiel Readiness)
EPC	Emergency Procurement Committee
FY	Fiscal Year



GAO	Government Accountability Office
GWOT	Global War on Terrorism
JCC-I/A	Joint Contracting Command–Iraq/Afghanistan
JCCSO	Joint Contingency Contracting Support Office
JCCWG	Joint Contingency Contracting Working Group
JMD	Joint Manning Document
LOGCAP	Logistics Civil Augmentation Program
MOU	Memorandum of Understanding
NDAA	National Defense Authorization Act
OCS	Operational Contract Support
OMB	Office of Management and Budget
OSD	Office of the Secretary of Defense
PACC	Program Acquisition and Contingency Contracting
POI	Program of Instruction
POM	Program Objective Memorandum
QAR	Quality Assurance Representative
SES	Senior Executive Service
SPOT	Synchronized Pre-Deployment Operational Tracker
U.S.	United States
U.S.C.	United States Code
USAF	U.S. Air Force
USD(AT&L)	Under Secretary of Defense (Acquisition, Technology and Logistics)
USN	U.S. Navy
WAWF	Wide-Area Workflow



Appendix A. Section 849 of the Fiscal Year (FY) 2008 National Defense Authorization Act (NDAA) – Full Text

This appendix provides the full text of section 849.



Section 849, Contingency Contracting Training for Personnel Outside the Acquisition Workforce and Evaluations of Army Commission Recommendations

(a) Training Requirement- Section 2333 of title 10, United States Code is amended—

(1) by redesignating subsection (e) as subsection (f); and

(2) by inserting after subsection (d) the following new subsection (e):

“(e) Training for Personnel Outside Acquisition Workforce-

(1) The joint policy for requirements definition, contingency program management, and contingency contracting required by subsection (a) shall provide for training of military personnel outside the acquisition workforce (including operational field commanders and officers performing key staff functions for operational field commanders) who are expected to have acquisition responsibility, including oversight duties associated with contracts or contractors, during combat operations, post-conflict operations, and contingency operations.

“(2) Training under paragraph (1) shall be sufficient to ensure that the military personnel referred to in that paragraph understand the scope and scale of contractor support they will experience in contingency operations and are prepared for their roles and responsibilities with regard to requirements definition, program management (including contractor oversight), and contingency contracting.

“(3) The joint policy shall also provide for the incorporation of contractors and contract operations in mission readiness exercises for operations that will include contracting and contractor support.’.

(b) Organizational Requirements-

(1) EVALUATION BY THE SECRETARY OF DEFENSE- The Secretary of Defense, in consultation with the Chairman of the Joint Chiefs of Staff, shall evaluate the recommendations included in the report of the Commission on Army Acquisition and Program Management in Expeditionary Operations and shall determine the extent to which such recommendations are applicable to the other Armed Forces. Not later than 120 days after the date of the enactment of this Act, the Secretary of Defense shall submit a report to the congressional defense committees with the conclusions of this evaluation and a description of the Secretary's plans for implementing the Commission's recommendations for Armed Forces other than the Army.

(2) EVALUATION BY THE SECRETARY OF THE ARMY- The Secretary of the Army, in consultation with the Chief of Staff of the Army, shall evaluate the recommendations included in the report of the Commission on Army Acquisition and Program Management in Expeditionary Operations. Not later than 120 days after the date of the enactment of this Act, the Secretary of the Army shall submit to the congressional defense committees a report detailing the Secretary's plans for implementation of the recommendations of the Commission. The report shall include the following:

(A) For each recommendation that has been implemented, or that the Secretary plans to implement--

- (i) a summary of all actions that have been taken to implement such recommendation; and
- (ii) a schedule, with specific milestones, for completing the implementation of such recommendation.

(B) For each recommendation that the Secretary has not implemented and does not plan to implement--

- (i) the reasons for the decision not to implement such recommendation; and
- (ii) a summary of any alternative actions the Secretary plans to take to address the purposes underlying such recommendation.

(C) For each recommendation that would require legislation to implement, the Secretary's recommendations regarding such legislation.

(c) Comptroller General Report- Section 854(c) of the John Warner National Defense Authorization Act for Fiscal Year 2007 (Public Law 109-364; 120 Stat. 2346) is amended by adding at the end the following new paragraph:

“(3) COMPTROLLER GENERAL REPORT- Not later than 180 days after the date on which the Secretary of Defense submits the final report required by paragraph (2), the Comptroller General of the United States shall--

“(A) review the joint policies developed by the Secretary, including the implementation of such policies; and

“(B) submit to the Committees on Armed Services of the Senate and the House of Representatives a report on the extent to which such policies, and the implementation of such policies, comply with the requirements of section 2333 of title 10, United States Code (as so amended).’.

Figure A-1. National Defense Authorization Act for Fiscal Year 2008, section 849.



Appendix B. February 5, 2008 Memorandum from the Under Secretary of Defense (Acquisition, Technology and Logistics) Tasking the Navy, Marines, and Air Force to Evaluate Applicability of Commission Recommendations





ACQUISITION,
TECHNOLOGY
AND LOGISTICS

THE UNDER SECRETARY OF DEFENSE
3010 DEFENSE PENTAGON
WASHINGTON, DC 20301-3010

FEB 05 2008

MEMORANDUM FOR SECRETARY OF THE ARMY


SUBJECT: Task Force on Contracting and Contract Management in Expeditionary Operations

Section 849 of the National Defense Authorization Act for FY 2008 contains a requirement for the Secretary of Defense to report to Congress on the extent to which the recommendations contained in the "Commission on Army Acquisition and Program Management in Expeditionary Operations" (the "Gansler Report") are applicable to the other Military Departments. This report is due to Congress not later than 120 days after it was signed into law on January 28, 2008.

I have asked the Secretaries of the Navy and Air Force to provide, not later than 45 days from the date of this memorandum, their assessments of the extent to which the Gansler Report recommendations pertain to the Navy and the Air Force, as well as a plan for implementation of these recommendations and a point of contact for this effort. In addition, we have established the Task Force on Contracting and Contract Management in Expeditionary Operations to implement the requirements of section 849. The Task Force Executive Director is Mr. Richard T. Ginman, and his deputy is Ms. Linda Neilson, who can be reached at 703-697-8334 or linda.neilson@osd.mil. Responses should be provided directly to the Task Force. Upon receipt of this memorandum, please provide the name of your point of contact for this effort to Ms. Neilson.

Finally, because the work of this Task Force is of critical importance to the success of current and future expeditionary operations, and must be conducted as soon as possible with full participation by each of the Military Departments, I have asked the Secretaries of the Navy and Air Force to provide the Task Force with the names and contact information for two individuals to be detailed to the Task Force for 6 months. As soon as possible, please provide the Task Force with the name and contact information of two Army participants for this effort.

Attachment 1 provides a list of the 40 highest level recommendations contained in the Gansler Report, as well as the Gansler Report itself, which is available at (http://www.army.mil/docs/Gansler_Commission_Report_Final_071031.pdf). Attachment 2 is a copy section 849. I appreciate your support of this effort.


John J. Young, Jr.


Attachments:
As stated





ACQUISITION,
TECHNOLOGY
AND LOGISTICS

THE UNDER SECRETARY OF DEFENSE
3010 DEFENSE PENTAGON
WASHINGTON, DC 20301-3010

FEB 05 2008

MEMORANDUM FOR SECRETARY OF THE NAVY
SECRETARY OF THE AIR FORCE

SUBJECT: Task Force on Contracting and Contract Management in Expeditionary Operations

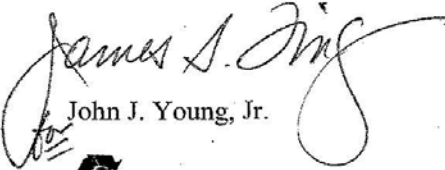

Section 849 of the National Defense Authorization Act for FY 2008 contains a requirement for the Secretary of Defense to report to Congress on the extent to which the recommendations contained in the "Commission on Army Acquisition and Program Management in Expeditionary Operations" (the "Gansler Report") are applicable to the other Military Departments. This report is due to Congress not later than 120 days after it was signed into law on January 28, 2008.

Accordingly, not later than 45 days from the date of this letter, please provide your assessment of the extent to which the Gansler Report recommendations pertain to the Navy and the Air Force, as well as a plan for implementation of these recommendations.

We have established the Task Force on Contracting and Contract Management in Expeditionary Operations to implement the requirements of section 849. The Task Force Executive Director is Mr. Richard T. Ginman, and his deputy is Ms. Linda Neilson, who can be reached at 703-697-8334 or linda.neilson@osd.mil. Upon receipt of this memorandum, please provide the name of your point of contact for this effort to Ms. Neilson. In addition, as soon as possible, please provide the Task Force with the names and contact information for two individuals to be detailed to the Task Force for 6 months. Finally, your assessments and plans for implementation should be provided directly to the Task Force.

Attachment 1 provides a list of the 40 highest level recommendations contained in the Gansler Report, as well as the Gansler Report itself, which is available at (http://www.army.mil/docs/Gansler_Commission_Report_Final_071031.pdf). Attachment 2 is a copy section 849.

The work of this Task Force is of critical importance to the success of current and future expeditionary operations and must be conducted as soon as possible with full participation by each of the Military Departments. I appreciate your support.


John J. Young, Jr.


Attachments:
As stated

B-3



**Appendix C. Navy Evaluation of Commission Recommendation
Applicability: Assistant Secretary of the Navy (Research, Development and
Acquisition) Memorandum to the Deputy Under Secretary of Defense
(Acquisition and Technology) dated March 21, 2008**





THE ASSISTANT SECRETARY OF THE NAVY
(RESEARCH, DEVELOPMENT AND ACQUISITION)
1 000 NAVY PENTAGON
WASHINGTON DC 20350-1000
MAR 21 2008

MEMORANDUM FOR THE DEPUTY UNDER SECRETARY OF DEFENSE
(ACQUISITION & TECHNOLOGY)

Subject: DON CONTRACTING CAPABILITY

Ref (a) USD AT&L Memo of February 5, 2008
(b) NDAA , Section 849

Enclosure: (1) Gansler Report Score Card

In accordance with references (a) and (b), the Department of the Navy (DoN) has evaluated the recommendations included in the Report of the Commission on Army Acquisition and Program Management in Expeditionary Operations (also known as the Gansler Report) and determined the extent to which such recommendations are applicable to the United States Navy and United States Marine Corps. Enclosure (1) is submitted.

The Maritime Strategy, which states, “*we will employ the global reach, persistent presence, and operational flexibility inherent in U.S. Seapower ... U.S. maritime forces will be characterized by regionally concentrated, forward-deployed task forces.*” formed the basis of DoN’s review of the Gansler Report. Noting the Commission’s “*focus was developing recommendations for acquisition support of future expeditionary operations*” and understanding that future requirements may again necessitate contracting integration in support of joint or combined campaigns, the DoN believes the Executive Agent model assigning responsibility for the mission is the best method to manage the contracting operations in theater.

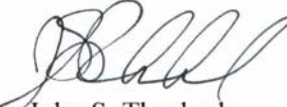
Navy and USMC core assets with expeditionary and contingency contracting capability are staffed and trained to support expeditionary and sea based operations. Prolonged engagements in broad based Joint contingency contracting operations extend beyond the Maritime Strategy and DoN expeditionary resources. USMC expeditionary units are equipped for the nature, type and duration of what, in our view, encompasses a contingent operation; that is one that is short in duration and necessary to support organic forces. All other Navy Fleet support requirements are met through established fleet husbanding services for ships in port and shore support requirements are supported by Navy Regions. The Navy also retains a unique, relatively small disaster response/contingency construction capability.



Subject: DON CONTRACTING CAPABILITY

The DoN's approach is to ensure naval contingency contracting capability is self sustaining, and has the ability to support Joint requirements as resources and capacity permit.

The DoN remains committed to ensuring global security and prosperity through the Maritime Strategy. The Department's Acquisition and Program Management for its own operations is significantly different than that of the Department of the Army's. Accordingly, a significant number of the recommendations provided by the Gansler Report have been found not to be applicable to the DoN. Those that have been found to be applicable will be adopted in an appropriate manner, as discussed in enclosure (1).


John S. Thackrah
Acting

cc: Mr. Shay Assad, Defense Procurement and Acquisition Policy



Overarching Recommendation 1. Increase the Stature, Quantity, and Career Development of the Army's Contracting Personnel

- 1. Charter a Special Task Force to plan for, & achieve, the needed transformation with proper urgency.**

Not Applicable and viewed as a Department of the Army unique issue.

- 2. Implement key recommendations within 6 months and all recommendations within a year.**

Not Applicable and viewed as a Department of the Army unique issue.

- 3. Review progress periodically with the Commission (quarterly reports and annual program review).**

Not Applicable and viewed as a Department of the Army unique issue.

- 4. Authorize 10 additional General Officers for contracting positions & 34. Increase General Officer billets for Contracting and Joint Contracting (with "fencing" for contracting professionals).**

Partially Agree: DoN finds the Gansler recommendation to "Provide the Services back-fill authorization for joint positions, similar to that granted when Services fill COCOM positions." as providing the flexibility the Services may require in supporting Joint requirements. DoN currently has five (5) acquisition contracting critical positions out of a total of nine (9) that are not being filled by Flag Officers or are vacant in order to support other Joint and Operational Flag Officer mission requirements. These positions are:

1. Deputy Assistant Secretary of the Navy (Acquisition) –filled by FO*
2. Commander, HQ Naval Facilities Engineering Command (NAVFAC) – filled by FO
3. Commander, NAVFAC Pacific – filled by FO
4. Commander, NAVAC Atlantic – filled by FO
5. NAVSEA Director for Contracts (O2) – filled by O6
6. NAVAIR Director for Contracts (2.O) – filled by O6
7. Deputy Commander, Operations, NAVFAC – filled by O6
8. Commander, NAVFAC Southwest – filled by O6
9. Vice Commander, HQ NAVFAC – vacant

*(Note: The incumbent flag officer is presently forward deployed as the JCC-I/A Commander. The position is presently being filled by the Reserve Component.)

The U.S. Marine Corps has instituted a career progression plan that will encourage a contracting skill set in the senior officer levels. While there is no acquisition contracting critical GO position within the USMC, in recognition of future expeditionary contracting capabilities, the USMC instituted a revised development plan in FY08 to facilitate a future state where a logistics GO could possess viable contracting experience within the course of their career.

Enclosure (1)



DoN Scorecard: Gansler Commission Recommendations in a DoN context

5. Maintain existing civilian SES contracting authorizations, plus 1 new SES.

Not Applicable and viewed as a Department of the Army unique issue. The Navy has always valued its Senior Executive Service acquisition contracting professionals and finds its current construct supportive of its major weapons system requirements where a stable workforce is most beneficial.

6. Assign DCMA the role of all base, post, camp, and station contract management & 7. Adequately resource DCMA for this expanded role, and have the required training.

Do Not Agree: This would be a duplication of effort as the DoN's Commander, Naval Installations (CNI) was established to specifically coordinate the oversight and facility management of organic Base Operational Support (BOS).

8. Require a complete review and rewrite (as necessary) of each applicable personnel directive impacting civilian personnel involvement in military operations.

Agree.

9. Establish "contract planning" (requirements definition) positions.

Partially Agree: Responsibility for the planning and development of execution requirements should appropriately be placed within the Combatant Commander J4 office and Joint Staff in alignment with their operational plans.

10. Establish a separate Army Contracting Promotion board.

Do Not Agree: Navy Promotion rates of career contracting officers are appropriately aligned. Over the past 7 years an average of 60% of officers competing for O-5 & O-6 that were selected were in the contracting field. In this same period, 65% of Flag officers selected were in the contracting field. As previously stated the Marine Corps is developing a career progression plan that will encourage a contracting skill set in the senior officer levels.

11. Fence the 5 Army General Officer billets to SECAR.

Not Applicable and viewed as a Department of the Army unique issue.

12. Establish a MG Deputy for Contracting and Director of the Army Contracting Corps.

Not Applicable and viewed as a Department of the Army unique issue.

13. Increase the number of military (by 400) and civilian (by 1,000) in the Army contracting workforce.

Not Applicable and viewed as a Department of the Army unique issue.

Enclosure (1)



DoN Scorecard: Gansler Commission Recommendations in a DoN context

14. Ensure that Army military contracting personnel, start their contracting career earlier.

Not Applicable and viewed as a Department of the Army unique issue.

15. Capture expeditionary contracting lessons learned, incorporate them into systemic forums, and provide feedback to the force.

Agree.

16. Establish a separate, centrally managed Contracting Corps.

Do Not Agree: The DoN career development and placement of its senior acquisition contracting leaders is in concert with The Maritime Strategy. In the Navy, contracting officers are developed in the Civil Engineer and Supply Corps. The Marine Corps develops expeditionary contracting capability in the enlisted and officer ranks.

The Civil Engineer Corps (CEC) focus is a development of professional engineers. Due to the nature of the work they will engage in they also receive training in contracting at the onset of their careers. This skill set provides them with the necessary ability to be warranted contracting officers to execute the mission through a variety of contracting tools. All FO CEC are DAWIA Level III certified in contracting.

The Supply Corps (SC) career progresses in one of three areas, Supply Chain Management, Operational Logistics or Acquisition. The SC develops acquisition contracting professional officers for logistics leadership positions with a focus on major weapon system acquisitions and field contracting capability in support of global fleet operations. Fleet contingency contracting is principally supported through established global husbanding agent contracts.

The Marine Corps has a well defined progression path for officers choosing a secondary subspecialty contracting officer capability to support the expeditionary contracting mission. Selectees come from the primary occupational specialties of Supply, Logistics, Finance, and Aviation Supply. Opportunities begin at second tour and the officers are afforded additional direct contracting opportunities to O-5 (LtCol). The Marine Corps is reviewing a progression plan that will identify senior level positions that should possess significant contracting experience. The enlisted contracting specialist MOS is a primary MOS. These Marines are recruited into the MOS at the rank of Sgt. It is anticipated that future Logistics GO will have experienced contracting during their career.

17. Establish a skill identifier and manage military contracting personnel.

Not Applicable: DoN currently manages military contracting personnel with specific skill identifiers.

Enclosure (1)



18. Adequately fund contracting career planning programs, education & training, and internships.

Not Applicable: DoN career planning programs, education & training, and internships for contracting officers meet the requirements of The Maritime Strategy. Career progression plans are outlined in recommendation #16.

19. Ensure that expeditionary contracting deployment is not a first assignment.

Partially Agree: Reserve Component Supply Corps contracting designated personnel may have a first tour in order to satisfy the OPTEMPO.

20. Change environment to foster civilian personnel participation in expeditionary operations.

Partially Agree: Team 7 is reviewing a viable strategic solution.

35. Increase contracting personnel (Army military by 400, Army civilian by 1,000, and 583 to fill DCMA billets for Army support).

Not Applicable and viewed as a Department of the Army unique issue.

36. Legislate to provide incentives for civilian contracting personnel to "pre-volunteer" for expeditionary operations.

Agree.

Overarching Recommendation 2. Restructure Organization and Restore Responsibility to Facilitate Contracting and Contract Management

21. Establish a MG Deputy for Contracting and Director of the Contracting Corps and realign the current Deputy Assistant Secretary for Policy as a direct report.

Not Applicable: DoN Deputy Assistant Secretary (Acquisition & Logistics Management) is authorized as a two star billet.

22. Establish an Army Contracting Command, commanded by a MG, and realign the current Deputy for Contracting, AMC, as a direct report.

Not Applicable and viewed as a Department of the Army unique issue.

23. Establish an Expeditionary Contracting Command, commanded by a BG, under the ACC, and create a new SES position as a direct report.

Not Applicable and viewed as a Department of the Army unique issue.

Enclosure (1)



DoN Scorecard: Gansler Commission Recommendations in a DoN context

24. Establish an Installation Contracting Command, commanded by a BG, under the ACC, and realign the current Directing, US Army Contracting Agency, as a direct report.

Not Applicable and viewed as a Department of the Army unique issue.

25. Establish a chief of contracting for the Army Corps of Engineers, headed by a BG, and supported by a SES deputy.

Not Applicable and viewed as a Department of the Army unique issue. All Navy CEC Flag Officers are DAWIA III certified in contracting.

26. Create an Integrated Expeditionary Command in-theater for each major operation.

Partially Agree: DoN concurs with the recommendation that an Integrated Expeditionary Command (IEC) should be in-theater for each major operation. The IEC, however, should be initially sourced from within and in accordance with the COCOM's OP and CONPLANS. Sustainment of the IEC should likewise be via appropriately integrated JMDs as plans require. Overall responsibility for doctrine and oversight should be placed within the Joint Staff.

27. Make one executive reporting directly to the USD(AT&L) responsible and accountable for DoD contracting.

Not Applicable.

28. Redefine DCMA's scope.

Do Not Agree. Please see item #6 under overarching recommendation 1.

Overarching Recommendation 3. *Provided Training and Tools for Overall Contracting Activities in Expeditionary Operations*

29. Train as we fight: Adapt training exercises to stress rapid acquisition, logistics, and contracting in expeditionary operations; include contracting operations and planning requirements in all military exercises.

Not Applicable: Expanding or shrinking the military footprint according to the mission is a hallmark of the Maritime Strategy. The DoN's approach to its expeditionary training ensures this capability. Leveraging a global network of pre-negotiated husbanding contracts is at the core of DoN's tailorable, rapid acquisition, logistics, and contingency contracting capability. This capability is tested daily, during normal operations, as well as during exercises designed to ensure adequate capacity to meet other expeditionary and disaster relief requirements. Moreover, DoN trains and exercises its rapid acquisition capability for locations where its global network is not established.

Enclosure (1)





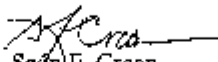
DEPARTMENT OF THE NAVY
OFFICE OF THE ASSISTANT SECRETARY
RESEARCH, DEVELOPMENT AND ACQUISITION
1000 NAVY PENTAGON
WASHINGTON DC 20350-1000

3-25-2008

MEMORANDUM FOR MR. SHAY ASSAD, DEFENSE PROCUREMENT AND
ACQUISITION POLICY (DPAP)

SUBJECT: Supplemental to the DON input to the Operational Contracting Task Force

In response to your request for clarification, the DON will maintain four Critical Acquisition Billets in the contracting field with DAWIA Level III Certified Contracting Flag Officers.


Sean F. Crean
Rear Admiral, SC, USN
DASN (A&LM)



**Appendix D. Air Force Evaluation of Commission Recommendation
Applicability: Assistant Secretary of the Air Force (Acquisition) Report
signed March 18, 2008**



Staff Summary Sheet							
	To	Action	Signature (Surname), Grade, Date		To	Action	Signature (Surname), Grade, Date
1	AF/A1	COORD	Beyland, SES, 11 Mar 08 w/comments				
2	AF/A3/5	COORD	Webber, Maj Gen, 5 Mar 08				
3	AF/A4/7	COORD	Aimone, SES, 4 Mar 08				
4	SAF/FM	COORD	Gibson, SES, 12 Mar 08				
5	SAF/AQ	SIG	Hoffman, 18 Mar 08				
Grade and Surname of Action Officer			Symbol	Phone		Suspense Date	
Rump, O-5			SAF/AQCC	(703) 588-7092		05 March 2008	
Subject						SSS Date	
Air Force Response to Gansler Commission Report (AQ08020252)						13 February 2008	
Summary							
<p>1. Purpose. To obtain coordinated Air Force position on applicable Gansler Commission recommendations.</p> <p>2. Background. On November 5, 2007, The Gansler Commission released the report at Tab 4, "Urgent Reform Required: Army Expeditionary Contracting." The report is specific to Army Acquisition and Program Management and the primary focus of the report's findings and recommendations are directed at Army Contracting. However, Congress and many in the Department of Defense, have interpreted the recommendations to be applicable across all services.</p> <p>In the 2008 National Defense Authorization Act (NDAA) Section 849, Congress has directed that within 120 days of enactment, the Secretary of Defense submit a report to Congress detailing the applicability of the Gansler recommendations to the Air Force and Navy and the plan for implementing those recommendations. It also directs SECAR to evaluate the Commission's recommendations and report to Congress on what recommendations the Army plans to implement and how they plan to implement them.</p> <p>3. Discussion. The Air Force has been formally tasked by the Office of the Under Secretary of Defense, Acquisition, Technology and Logistics (OUSD (AT&L)) to provide Air Force input for the Secretary of Defense report no later than <u>March 15, 2008</u> (Tab 3). SAF/AQC has reviewed each recommendation, outlined the potential impact, and provided proposed Air Force positions for each recommendation in the report at Tab 1. Any comments should be submitted using the Comment Matrix (Tab 2).</p> <p>4. Recommendation. 2-letter offices coordinate on draft report at Tab 1.</p> <p style="text-align: center;">//signed//</p> <p>MARK A. PILLAR, Maj Gen, USAF Mobilization Assistant to the Military Deputy, Office of the Assistant Secretary of the Air Force (Acquisition)</p> <p>Tabs</p> <ol style="list-style-type: none"> 1. Report 2. Comment Matrix 3. OUSD (AT&L) Memo dated February 5, 2008 4. Gansler Report 							

AF Form 1768, Staff Summary Sheet Document2
QUEST Template Version 5.00 29 January 2004, 0259



Analysis of the Potential Impact of the Gansler Commission Report
On Air Force Contracting

For LT Gen Donald J. Hoffman

~~_____
SUE C. PAYTON
Assistant Secretary of the Air Force
(Acquisition)~~



Executive Summary

It is not the Air Force's (AF's) intent to concur or non-concur with the report as it relates to the Army; however, many of the findings support our experiences with Army Contracting during the past 5 years. Primarily, our experience is that there is a shortage of qualified Army Contracting officers to support the fight and that the Army has tended to make contracting a secondary duty (a broadening tour) instead of a long-term profession. To that end, the AF has taken on a significant Individual Augmentee (joint deployment) tasking, providing approximately 67% of the Contracting resources to the Joint Contracting Command - Iraq/Afghanistan. These taskings are in addition to AF-unique and other joint deployments around the world. Additionally, as the Gansler report states, AF Contracting officers in the Joint Contracting Command are taking on the most difficult buying, due to their breadth and depth of experience.

The AF has been able to support this large joint requirement because we have a long standing contracting force development approach that satisfies many of the Gansler Commission Report Recommendations. Our model develops career contracting officers with a defined career path. Our contracting officer development focuses on building contracting skill through a combination of formal education, on-the-job training and experience obtained over a career. This approach has made our officer and enlisted members extremely competitive with the rest of the line of the AF for promotion.

The AF believes that its current structure has been successful in supporting AF and joint expeditionary requirements. While, like the Army, we have multiple commands that have a contracting mission; the Deputy Assistant Secretary (Contracting), SAF/AQC provides their functional strategic direction, guidance and oversight. Our contracting structure continues to evolve in support of the AF expeditionary mission. On 20 August 2007, the Secretary of the AF approved a transformational initiative known as Installation Acquisition Transformation (IAT). This initiative will allow us to be more strategic in support of installations across the AF and will enhance training and experience for our future deployees.

Analysis of Recommendations

This report addresses the 40 "Highest-Level Recommendations" the Office of the Under Secretary of Defense (Acquisition, Technology and Logistics) (OUSD (AT&L)) identified from the Gansler Commission Report, plus two additional recommendations embedded in the report that were not identified/numbered by the OUSD (AT&L) document. The first part of this response addresses each of the recommendations that will impact the AF. The second part summarizes those recommendations that will have little/no impact, are not applicable to, or are already being accomplished in the AF and is provided primarily for reference purposes.



Recommendations with AF Impact

1. Gansler Recommendations: Congress authorize a core set of ten additional General Officers (GOs) for contracting positions: five Army and five Joint (to include a 3-Star Commander for the Defense Contract Management Agency (DCMA)) [4] 1.1].* Fence the Army positions by assigning directly to the Secretary of the Army. [34] 4.1]

AF Comment: The AF supports the Commission’s perspective regarding the need for a strong core of Contracting General Officers and will continue to strive to develop competitive Contracting Colonels for selection to GO. This is especially true given the Air Force has the predominance of the Department’s deployable contracting assets, it should have Contracting GOs available to fill joint GO billets. The AF has experienced, much like the Army, a decline in Contracting GOs. Ten years ago, the AF had five Contracting GOs; two performed in AF Contracting billets, one commanded DCMA and the other two were assigned to acquisition positions. Today there are three AF officers promoted to General from within the contracting career field: two are newly promoted Brigadier Generals, while the other is a Major General with three years time in grade this year. None are currently serving in an AF Contracting position. This decline in numbers is the result of two key factors. The first is organizational changes in the AF acquisition community, including the consolidation of AF Systems Command and AF Logistics Command into AF Materiel Command. The second is AF’s deliberate decision to invest significant resources in the development of the AF contracting SES corps. This decision reflects the AF appreciation of the need to have a strong core of contracting senior leaders. The AF has effectively placed these SES members in positions of significant responsibility and has successfully utilized both SES and General Officers interchangeably in key contracting positions.

The Office of the Under Secretary of Defense, Acquisition Technology and Logistics, Defense Procurement and Acquisition Policy (OUSD (AT&L)/DPAP) is advocating that each Service have a minimum of three Contracting General/Flag Officers. The following AF positions require the necessary breadth, command requirements and leadership responsibilities to warrant fully qualified Contracting General Officers or equivalent SESs:

1. Deputy Assistant Secretary (Contracting) DAS(C), SAF/AQC - MGen
2. Associate Deputy Assistant Secretary (Contracting) ADAS(C), SAF/AQC - BGen
3. Director of Contracting, AF Materiel Command AFMC/PK - BGen
4. AF Installation Acquisition Center Commander – BGen (to be established with the stand-up of the Center)

Due to our organizational structure, our approach to expeditionary operations and our philosophy of shared leadership between military and civilian personnel; we believe that maintaining a minimum of two GOs in any of the above positions would be sufficient. The

* Throughout this report, the number in brackets after each “Gansler Recommendation” (e.g. [4] 1.1) identifies the recommendation according to the OSD-developed numbering nomenclature (see attached), also referred to as the “G number.”



continual development of our officers to ensure that 2 GO billets are always filled should provide the GO strength necessary to support joint requirements.

When filled, the above Brigadier General positions would be ideal positions to develop the next Major General, Deputy Assistant Secretary (Contracting.) Likewise, the Major General DAS(C) position would be competitive for the Gansler-proposed 3-star DCMA Commander billet. Furthermore, the reorganization of AF operational contracting into five regional centers will help facilitate development of senior contracting officers ready for promotion to GO.

2. Gansler Recommendation: Army maintain existing civilian Senior Executive Service (SES) contracting authorizations, plus one new SES. [5] 1.2]

AF Comment: A core of contracting SES positions is integral to our ability to develop a professional contracting workforce. Presently, we are readjusting the existing SES corps to concentrate them in the major weapon systems acquisition environment, where a more stable civilian presence is most beneficial. Currently there are seven SES positions in AF Contracting:

1. Deputy Assistant Secretary (Contracting) DAS(C), SAF/AQC
2. Associate Deputy Assistant Secretary (Contracting), ADAS(C)
3. AFMC/PK
4. WR-ALC/PK
5. ASC/PK
6. ESC/PK
7. SMC/PK

Once established, the commander of the AF Installation Acquisition Center will be an SES or GO position. SAF/AQ will work with AF/DPG and AF DPD regarding the requirement for the newly established AF Installation Acquisition Center Commander Position. As such, the AF needs eight positions to be filled by SES and GO contracting personnel. As stated above, the AF strongly believes in a shared leadership approach between military and civilian personnel. Ideally, the AF would maintain a minimum of 2 GO- and 6 SES-level contracting personnel.

3. Gansler Recommendation: Fence the five Army General Officer billets to SECAR. [11] 1.5]

AF Comment: The Secretary of the Air Force (SECAF) and the Chief of Staff of the Air Force (CSAF) currently have significant say in the placement of General Officer positions. When necessary, they will continue to have Contracting as an area of special consideration in General Officer promotions. At this point we see no special need to fence GO positions in the AF, as suggested by the Commission.

4. Gansler Recommendations: Redefine DCMA's scope. [28] 2.8]

Establish DCMA as the center-of-excellence for expeditionary contract management and assign DCMA responsibility for all contract management (including expeditionary). [28] 2.8]



Assign DCMA the role of all base, post, camp, and station contract management (so that it trains and operates in peacetime the way it operates in wartime). [6] 1.15]

Adequately resource DCMA for this expanded role, and have the required training. [7] 1.16]

AF Comment: The AF does not support DCMA taking over post, camp and station contract administration or all expeditionary contract management. DCMA currently does not perform this contract administration function for the Department, with limited exceptions. DCMA's contract administration role is limited to weapon system support/production and large dollar commodity purchases. The AF warfighting functional customer plays a key contract performance/oversight role. The AF appoints Quality Assurance Evaluators (QAEs) and contracting officer representatives (CORs) to provide contract oversight. The personnel providing these functions reside in the warfighting unit. This is an additional duty normally performed by military personnel, both at home and when the unit deploys. Although DCMA does have unique administration expertise, like property administrators, they do not have the requisite experience to perform these functions at installation-level activities. To reassign these limited personnel to DCMA would fracture the critical relationship between the requiring unit and the quality assurance personnel. Additionally, removing these personnel from their units would have a detrimental effect to their ability to perform their wartime mission.

The AF does support DCMA taking a larger role in expeditionary contract administration, but not as an independent organization. Increasing DCMA's independent role in theater is resource inefficient, creates multiple contracting points of contact for the customer and detracts from DCMA's core mission of contract administration and oversight of large dollar, ACAT-type programs. The AF supports a concept in which DCMA would bring their unique expertise to contract administration; however, they would be organizationally aligned under the existing Joint Contracting Command structure. Additionally, those capabilities that reside only with the Services would be resourced from the Services through the Joint Contracting Command (JCC) manning documents. This approach provides a greater unity of effort for all contracting activities in theater, is more resource efficient and ensures one contracting face to the customer.

The AF understands that if the DCMA mission expands, DCMA will need additional resources to conduct their mission. However, the AF recognizes that the approach proposed above requires the Department to conduct a thorough analysis of DCMA's combat support role. This analysis should be completed before deciding how to proceed as it is vitally important to long term success in this business. Expanding DCMA's wartime mission without this analysis will have a negative effect on their large dollar systems contract administration and oversight. Overseeing contractor performance on major weapons systems acquisitions through process and program reviews is a DCMA specialty and they provide this capability for all Services. This critical DCMA core mission within the Department has been "challenged" through continual manpower reductions. DCMA manning has been cut over 50 percent since they took over in-plant oversight from the Services. Their limited manpower can be most effectively applied to oversight of the systems and large commodity procurements. In support of expeditionary combat support, DCMA is needed for contractor/industrial processes and compliance reviews. DCMA is



currently utilizing DCMA organic resources that are assigned to Contract Management Offices to support Contingency Contract Administration Services. While deployed, these assets are not available to perform contract administration and oversight on large dollar programs at contractor facilities, and as such, the Department is assuming some degree of risk.

5. Gansler Recommendation: Require a complete review and rewrite (as necessary) of each applicable personnel directive impacting civilian personnel involvement in military operations. [8] 1.17] Change environment to foster civilian personnel participation in expeditionary operations. [20] 1.14]

AF Comment: In response to many civilian inquiries, the AF recently started a voluntary civilian contingency contracting officer program. That program has had limited success, because deployment costs-to include pay entitlements and overtime-are unit funded. The AF agrees that reviewing and rewriting personnel directives that impact civilian personnel involvement in military operations would help encourage civilians to deploy. Additionally, to ease the burden on our wings, the Department should consider establishing a central fund for civilian deployment cost.

6. Gansler Recommendations: Increase Army contracting personnel by 400 military and 1,000 civilians, plus an Army personnel increase of 583 to fill DCMA billets for Army support. [13] 1.7] & [35] 4.2]

AF Comment: AF supports increasing Army contracting workforce to a number that will be sufficient to meet the Army's internal requirement and the Army's share of joint requirements. DCMA's increased manning should be developed through a Departmental review of that Agency's missions and a concept of operations that is just now being developed and tested.

Regarding contingency support, the AF has sufficient resources to support AF expeditionary contracting requirements and a representative portion of the joint requirements. However, in the current conflict, AF Contracting is strained to cover AF contracting requirements and over 67 percent of the joint effort. Looking at overall requirements, Air Force Contracting is currently conducting a human capital strategy designed to assess the workforce needs in the future. Working closely with the Defense Acquisition University, all Major Commands (MAJCOMs), and the Director, Defense Procurement and Acquisition Policy's competency evaluation, an assessment of workforce needs will be completed by summer of 2008.

7. Gansler Recommendation: Capture expeditionary contracting lessons learned, incorporate them into systemic forums, and provide feedback to the force. [15] 1.9]

AF Comment: AF Contingency Contracting Officers (CCOs) are required to produce an after action report following every deployment. However, this policy has not been heavily enforced, and the central repository for this data has not been kept current. AF supports a joint policy approach that is clearly defined across all Services, rigorously enforced at all levels, easy to navigate and updated regularly. Furthermore, we will incorporate after action reports into unit-level training.



8. Gansler Recommendation: Adequately fund contracting career planning programs, education & training, and internships. [18] 1.12]

AF Comment: The AF fully supports using contracting career planning programs, education & training, and internships at or above historic levels. The AF has successful programs to access talented newcomers into the contracting career field, to provide broader training to those who excel and to help current employees attain higher level degrees. Three vital programs that the AF has used are the Copper Cap internship program, Career Broadening Program and Advanced Academic Degree program.

The *Copper Cap Program* is designed to train college graduates and place civilians within the AF work environment as Contract Specialists. Trainees work with Contracting Officers to receive formal and on-the-job training in the contracting process (requirements definition, solicitation preparation, price justification, negotiation, award and administration of contracts).

The *Contracting Career Broadening Program* is a highly competitive program aimed primarily at GS-12 through GS-14 (and NSPS equivalents). The program's purpose is to provide structured developmental opportunities that broaden and enhance leadership skills of our high-potential employees.

The AF's *SPEED* program (Special Program Exchange Duty) includes education opportunities for our officers through the Naval Post Graduate School and other competitive exchange programs with other career fields.

The AF will continue to use these programs to develop future leaders in AF contracting.

9. Gansler Recommendation: Create an Integrated Expeditionary Command in-theater for each major operation. [26] 2.6]

AF Comment: AF supports the concept of a small, standing joint acquisition command to integrate contracting planning for future contingencies and to provide the initial cadre of leadership for a deployed JCC. Once deployed, the JCC would be manned via request for forces and joint manning documents. The responsibilities and manning of any Integrated Expeditionary Command should be fully vetted before implementation.

When deciding whether an Integrated Expeditionary Command should be employed, it is important to delineate the differences between Major and Non-Major Operations. Since not all contingency events would be Major, the AF does not support a JCC for every event. The coordinated functional planning should be OPLAN-based to ensure planning is still done for Service specific, humanitarian and civil operations support.

10. Gansler Recommendation: Provide training to Contracting Officer's Representatives in each Service, prior to any military operation. [#33] 3.5]

AF Comment: AF believes our existing Quality Assurance Process meets the overall intent of the recommendation made for the Army. There are fundamental differences in the way Services



deploy personnel. The Army generally deploys in Brigade sized units (1,500-3,000 personnel) and normally has individuals deploy as Quality Assurance Representatives (QARs) as their primary duty. The AF deploys in much smaller units and does not deploy personnel specifically to fulfill QAE duties. AF QAEs assume their responsibilities as an additional duty and are trained on an as needed basis. QAE training consists of two phases. Phase I training covers general roles and responsibilities. Phase II training is contract specific for each QAE. We believe the more proximate the training and the more structured to the specific contract, the better the oversight. During deployments, QAE Phase II training would have to be conducted at the deployed location by the CCO for each service contract. Current contingency contracting guidance, AF Federal Acquisition Supplement (AFFARS) Appendix CC, does not directly address the potential need for QAEs during contingency operations. AF will update AFFARS Appendix CC to address the need for QA trained personnel during pre-deployment preparation/planning.

11. Gansler Recommendation: The Army needs to train operational commanders on the importance of contracting, as well as their responsibilities in the process. The role and importance of contractors in expeditionary operations should be part of the curricula at command schools (e.g. the War College, CGSC, Sergeant Majors Academy,) and courses for Officers (e.g. Officer Advanced Course), Warrant Officers, and NCOs. [Unnumbered #1]

AF Comment: The AF supports OUSD (AT&L) efforts to develop a program of instruction to be included in AF command schools and Professional Military Education courses for Officers and NCOs.

12. Gansler Recommendation: Contracting personnel supporting expeditionary operations need to be in-theater where they can interface and interact with the warfighter. Reach-back to CONUS has not worked well due to the absence of timely interface with the warfighter and the different operations tempo experienced in-theater. [Unnumbered #2]

AF Comment: AF does not support dismissing reach-back as completely ineffective and strongly supports looking for additional opportunities to correctly utilize reach-back. Some contracting officers must be in-theater for integration with the customer; however, it should be noted that there are several successful contracting efforts being performed through reach-back. The AF Center for Engineering and the Environment reconstruction effort (current program valued at over \$4B through FY07) and The AF Civil Augmentation Program are two examples. These efforts effectively reduce our logistics footprint and risk.



Recommendations with Little or No Air Force Impact

1. Gansler Recommendations Regarding the Army approach to implementation of the Commissions recommendations:

Charter a Special Task Force to plan for and achieve the needed transformation with proper urgency [1) A.1]

-- Appoint a Special Task Force Leader [1) A.1.1]

-- Develop a time-phased master plan within 30 days & provide to the Commission [1) A.1.2]

Implement key recommendations within 6 months and all recommendations within a year. [2) A.2]

Review progress periodically with the Commission (quarterly reports and annual program review). [3) A.3]

AF Comment: These recommendations are Army specific. At this time the AF is participating on the numerous OUSD (AT&L) established task force teams addressing report recommendations. There is no current need to have a separate AF task force or separate implementation plan at this time.

2. Gansler Recommendation: Establish “contract planning” (requirements definition) positions. [9) 1.3]

AF Comment: The AF does expeditionary combat support planning at the Wing level. For contracting, this is a responsibility of the Wing’s Contracting Squadron. The Office of the Under Secretary of Defense (Program Support) (OUSD (PS)) has recently placed Contracting Planners at all of the Combatant Commands (COCOMs) to ensure COCOM wartime planning is within Service and Defense Agency capabilities. We support this OUSD (PS) effort.

3. Gansler recommendations on military contracting force development:

Establish a separate Army Contracting Promotion board. [10) 1.4]

Ensure that Army military contracting personnel start their contracting career Earlier. [14) 1.8]

Establish a separate, centrally managed Contracting Corps. [16) 1.10]

Establish a skill identifier and manage military contracting personnel. [17) 1.11]

Ensure that expeditionary contracting deployment is not a first assignment. [19) 1.13]



AF Comment: The AF has a completely different developmental model than the Army for its military contracting officers. We have established contracting as a core support function in the AF with its own specialty code identifier. We bring the majority of our contracting military into the careerfield as their first assignment. Those that come in later will generally spend the majority of their career in contracting jobs. We make them contracting experts first. As they gain education and experience they become deployable assets. All new officers in contracting learn basic contracting skills through our 5-week Mission Ready Contracting Officer Course. A similar course is also established for our enlisted workforce. During their first 4-years in contracting, AF contracting personnel's duties run the gamut from pre-award to post-award actions for supply, construction and services contracts. Officers often have the opportunity to hold a warrant and lead a flight. These 4 years of hands-on contracting experience are directly applicable to contingency contracting duties they will face while deployed.

To ensure our workforce is properly developed and has a clear roadmap to a successful contracting career, the AF developed a Contracting Career Planning Guide that outlines specific skills and experiences required for officers, enlisted and civilians. Development is accomplished through continuing education and a series of contracting and leadership assignments that focus on building strong contracting professionals who have the required skills, knowledge and experience to execute diverse missions.

Finally, the function of Contracting is well respected in this Service. A separate promotion board is not required for AF Contracting. AF promotion rates to O-5 and O-6 are provided in Attachment 1.

4. Gansler Recommendation on Army Contracting Structure:

Establish a MG Deputy for Contracting and Director of the Army Contracting Corps [12) 1.6]

Establish a MG Deputy for Contracting and Director of the Contracting Corps and realign the current Deputy Assistant Secretary for Policy as a direct report [21) 2.1]

Establish an Army Contracting Command, commanded by a MG, and realign the current Deputy for Contracting, AMC, as a direct report [22) 2.2]

Establish an Expeditionary Contracting Command, commanded by a BG, under the ACC, and create a new SES position as a direct report [23) 2.3]

Establish an Installation Contracting Command, commanded by a BG, under the ACC, And realign the current Directing, US Army Contracting Agency, as a direct report [24) 2.4]

Establish a chief of contracting for the Army Corps of Engineers, headed by a BG, and supported by a SES deputy. [25) 2.5]



AF Comment: The AF operates under a similar type structure with functional contracting authority flowing from the SECAF down to the MAJCOM and their appropriate subordinates. We believe the current structure of AF Contracting adequately protects the business interests of the AF and maximizes the effectiveness of personnel, efficiency of operations and transparency of issues through the respective chain of command. However, as an opportunity to become more efficient in the face of declining resources and the need to take advantage of strategic sourcing opportunities, the AF is undertaking Installation Acquisition Transformation (IAT).

The AF is in the process of restructuring its installation contracting units by establishing an Installation Acquisition Center under Air Force Materiel Command (AFMC). The transformation focuses exclusively on CONUS Installation Acquisition organizations and will enable the AF to purchase goods and services for installation customers at the best value for the AF. The transformation allows the AF to optimize the limited number of skilled acquisition resources dispersed across 71 AF buying activities, to leverage AF buying power via current technology and to reduce the acquisition of redundant goods/services. As the lead MAJCOM, AFMC will be responsible for management of IAT activities including resources, policy compliance, business advice, Contingency Contracting, and Government Purchase Card programs.

5. Gansler Recommendation: Make one executive reporting directly to the USD(AT&L) responsible and accountable for DoD contracting. [27) 2.7]

AF Comment: That individual is the Director, Defense Procurement and Acquisition Policy.

6. Gansler Recommendation: Train as we fight: Adapt training exercises to stress rapid acquisition, logistics, and contracting in expeditionary operations. Include contracting operations and planning requirements in all military exercises. [29) 3.1]

AF Comment: AF CCOs are already a major player in Wing-level Conventional Operational Readiness Exercises/Inspections and Silver Flag Exercises. The focus of any additional training exercises should be joint and should include joint requirements planning, joint requirements definition and joint contracting.

7. Gansler Recommendation: Develop and field the contract tools needed for the expeditionary forces (e.g., sample contracts). [30) 3.2]

AF Comment: Tools should be based on joint operations and OPLAN specifics. Readily identifiable needs include contract writing and analysis systems, personnel tracking/methods, and templates for Letters of Authorization.

8. Gansler Recommendation regarding the Defense Acquisition University:

Focus DAU to train and educate the civilian and military acquisition, logistics, and contracting workforce for expeditionary operations. [31) 3.3]

Provide DAU the necessary resources for the through-put it will experience to



accommodate the Army's migration to emphasizing Level 1 certification earlier in careers. [32) 3.4]

AF Comment: Concur.

9. Gansler Recommendation for Additional Legislation:

Legislate to provide incentives for civilian contracting personnel to “pre-volunteer” for expeditionary operations. [36) 4.3]

-- Eliminate the pay cap [36) 4.3.1]

-- Establish tax-free status [36) 4.3.2]

-- Make medals available [36) 4.3.3]

-- Assure life-insurance and long-term medical coverage [36) 4.3.4]

Legislate to provide funding flexibility through an adequately resourced contingency operations transfer fund. [37) 4.4]

Legislate to pre-position waivers of small business and US labor provisions, Buy American, Berry Amendment, Specialty Metals to allow rapid, local buying for Expeditionary operations. [38) 4.5]

AF Comment: Concur.

10. Gansler Recommendation: Establish an Expeditionary Contracting Manual [39) 4.6]

AF Comment: AF Logistics Management Agency led the development of the Joint Contingency Contracting Handbook. The document was published and is now in distribution. OUSD (AT&L)/DPAP is currently editing the Joint Contingency Contracting Guide (developed under AF lead).



Attachment 1

Air Force Contracting Promotions

Year		2001			2002		
	Overall promotion rate %	Acquisition Corps promotion rate %	Contracting Career Field promotion rate %		Overall promotion rate %	Acquisition Corps promotion rate %	Contracting Career Field promotion rate %
0-5	65.56%	72.55%	75.76%		71.67%	91.80%	82.86%
0-6	46.60%	41.38%	42.31%		45.89%	46.31%	50.00%

Year		2003			2004		
	Overall promotion rate %	Acquisition Corps promotion rate %	Contracting Career Field promotion rate %		Overall promotion rate %	Acquisition Corps promotion rate %	Contracting Career Field promotion rate %
0-5	72.24%	88.24%	76.74%		72.97%	91.67%	79.07%
0-6	44.65%	48.39%	41.67%		46.04%	42.73%	57.14%

Year		2005			2006A		
	Overall promotion rate %	Acquisition Corps promotion rate %	Contracting Career Field promotion rate %		Overall promotion rate %	Acquisition Corps promotion rate %	Contracting Career Field promotion rate %
0-5	73.80%	91.30%	89.29%		74.54%	86.21%	81.25%
0-6	44.97%	46.00%	54.55%		45.29%	39.22%	55.00%

Year		2006B			2007		
	Overall promotion rate %	Acquisition Corps promotion rate %	Contracting Career Field promotion rate %		Overall promotion rate %	Acquisition Corps promotion rate %	Contracting Career Field promotion rate %
0-5	74.76%	80.00%	85.00%		74.71%	73.68%	96.67%
0-6	N/A	N/A	N/A		45.45%	44.90%	46.67%

Note: In FY 07 we had 2 GO's selected with Contracting Acquisition Professional Development Program Level III certification.



Appendix E. Report to Congress in Response to Section 854 of the Fiscal Year (FY) 2007 National Defense Authorization Act (NDAA) – Executive Summary

This appendix contains the Executive Summary from the Department's Report to Congress in response to Section 854 of the FY 2007 NDAA. The full text of the report is available on the web site of the Office of Assistant Deputy Under Secretary of Defense (Logistics & Materiel Readiness - Program Support): http://www.acq.osd.mil/log/PS/hot_topics.html.



Executive Summary

Contractors supporting our military forces in contingency operations, both at home and deployed, are performing critical support functions that are integral to the success of military operations. The current Global War on Terrorism (GWOT) deployments of Department of Defense (DoD) military forces represent the first major contingency operations to reflect the full impact of the shift to reliance on contractor personnel for a significant part of critical support functions. Faced with the unprecedented scale of dependence on contractors, the DoD has confronted, head-on, major challenges associated with the visibility, integration, oversight, and management of a large contractor force working along side our deployed military personnel.

Based upon a host of lessons learned, independent studies, reports by the U.S. Government Accountability Office (GAO) and the Special Inspector General for Iraq Reconstruction (SIGIR), and at the direction of Congress, the DoD launched several major initiatives that are strengthening our management of contractors and contractor personnel accompanying our military forces.

Our interim report to Congress laid out a comprehensive DoD policy and program framework for planning, managing, and accounting for contractor services and contractor personnel during contingency operations. This framework consisted of six major program initiatives essential to achieving program objectives. We have made significant progress in each of these areas:

- **Governance.** The DoD continues to refine its program to establish and maintain a policy and program management framework to govern management of contractor personnel in forward areas. A number of DoD and joint governing documents that define standards for support to contractor personnel, contractor performance, and contractor accountability across all theaters of operation are being published, updated, and socialized. A revised version of DoD Instruction (DoDI) 3020.41, "Integrating Operational Contract Support into Contingency Operations," which includes substantial improvements to the existing instruction, is in coordination.
- **Joint Contingency Contract Support Office.** The U.S. Joint Forces Command (USJFCOM) is developing a concept for a Joint Contingency Contract Support Office



(JCCSO) that will: develop doctrine and training; have a synchronizing effect for the contingency mission of the other acquisition support agencies; and, ensure that planning for the use of contractors in future contingencies is consistent throughout the Combatant Commands (COCOMs). The USJFCOM will conduct a pilot implementation of the concept during a major exercise in the U.S. European Command this spring. The Office of the Secretary of Defense (OSD) expects that approved personnel requirements for the standing organization will begin being filled by the end of fiscal year (FY) 2008 and that the JCCSO will begin initial standup by the end of the first quarter FY 2009.

- **Joint Operational Contract Support Planners.** We have awarded a contract for 14 Joint Operational Contract Support Planners (JOCSPs). These planners assist in ensuring that contingency plans include specific information on the use and roles of contractor support. Eleven of the fourteen planners have been distributed among the Geographic Combatant Commands, including U.S. Central Command, U.S. Africa Command, U.S. Northern Command, and U.S. Joint Forces Command.
- **Synchronized Predeployment and Operational Tracker.** The implementation of the Synchronized Predeployment and Operational Tracker (SPOT) in the U.S. Central Command (USCENTCOM) Area of Responsibility (AOR) is well underway. As of April 1, 2008, approximately 67,500 DoD contractors working in the USCENTCOM AOR and 830 companies were registered in SPOT. The USCENTCOM continues to monitor the progress of contractor registration in accordance with the guidance and a time-phased implementation plan for input of contractor data into SPOT. With great effort and emphasis by DoD on implementing this program, we have achieved close to 100% registration of DoD Private Security Contractors (PSCs).
- **Training and Education Programs.** The DoD is proceeding with making necessary improvements to our deployable contract management forces through expanded training and education programs. Together with the Joint Staff and Military Departments, the OSD is developing career and leadership development plans and programs for all expeditionary contracting personnel. In addition, new programs of instruction, addressing the roles and responsibilities of planning and managing contracts and contractor personnel in forward areas, are being developed for non-acquisition Officers, Warrant Officers, and Non-commissioned Officers.



- **Lessons Learned Program.** The DoD understands that it is imperative to leverage experience and lessons learned in order to cultivate innovative solutions and improve performance. To that end, we continue to consolidate contingency contracting lessons learned submitted from acquisition specialists and operational military leaders in the field and integrate best practices into existing and new course material. We are also incorporating contractor scenarios into training exercises across the Geographic Combatant Commands in order to develop Master Scenario Event Lists (MSELs) and lessons learned that can be integrated into future plans, exercises and operations.

In addition to the progress made on the initiatives introduced in the interim report to Congress, the DoD has made significant improvements needed to strengthen the management of current DoD contractor management operations in Iraq. These include: 1) acceleration of implementation of Uniform Code of Military Justice (UCMJ) authority over DoD contractors; 2) a Memorandum of Agreement (MOA) between the DoD and the Department of State (DoS) to coordinate PSC operations in Iraq; 3) establishment of battle space commander control over contractor movements and convoy operations in the battle space; 4) expansion of the authority of the Joint Contracting Command for Iraq and Afghanistan (JCC-I/A); and 5) strengthening the Defense Contract Management Agency (DCMA) post-award contract administration and oversight support for contracting in Iraq and Afghanistan.

All of these efforts are being coordinated among the OSD, Military Departments, and defense agencies and have input from other affected U.S. Government (USG) agencies to ensure that we are progressing toward a common view of the future of operational contract support, and that efforts to strengthen contract oversight and program management capabilities are synchronized. Of particular note, the Assistant Deputy Under Secretary of Defense (Program Support) (ADUSD (PS)), in partnership with the Director for Logistics, Joint Staff J-4, is sponsoring the development of an Operational Contract Support Concept of Operations (CONOPS), which will illustrate how operational contract support will take place during future military operations from FY 2009 – FY 2016. Finally, the OSD, in collaboration with all the Military Departments, is developing recommendations for an enterprise solution to broader acquisition issues designed to address the several contracting and contract management recommendations proposed in the Report of the “Commission on Army Acquisition and Program Management in Expeditionary Operations” (i.e., the Gansler Report).





Appendix F: Contracting Career Development at Each Service

The Commission recommended improving the career development of contracting personnel. Accomplishing this has been a joint DAU and Service endeavor. DAU has worked closely with Service representatives to standardize the required contracting courses for a contingency contracting officer. The Services are defining career and leader development for contracting personnel, as depicted in the figures below.

Army

Figures F-1 and F-2 illustrate the proposed contracting career development model for active component Army officers and non-commissioned officers (NCOs), respectively. Table F-1 provides further details on the Army Acquisition Corps NCO development model.

Under the proposed Contracting Accession/Career Development Model, the Army will introduce Officers to training and experience in contracting earlier in their career than at present. Certification at Level I and II under standards established by the Defense Acquisition Workforce Improvement Act (DAWIA) will be attained by most officers during career years 0 to 6, rank 0-3/Captain (Cpt). This Model will ensure officers attain the requisite skills, knowledge and experience to execute diverse mission assignments. Further career broadening contracting experience assignments and training will provide advancement to DAWIA Level III certification as early as year 10. The Army will supplement these by Training with Industry (TWI) opportunities and Acquisition Command Slate (ACS) assignments.

Similar to Army Officers, the proposed Contracting Accession/Career Development Model will introduce Army NCOs to training and experience in contracting earlier in their career than at present. Most NCOs will attain DAWIA Level I and II certification during career years 0 to 6. This Model also will ensure that NCOs attain the requisite skills, knowledge and experience to execute diverse mission assignments. Again, further career broadening contracting experience assignments and training will provide opportunity for advancement to DAWIA Level III certification as early as career year 10. Table F-1 below depicts more granular detail concerning the developmental model for Army NCOs. During the full course of a potential NCO career (years 6 to 30), Table F-1 illustrates the progression of rank and skill levels, professional military education, functional/additional training, operating force assignments, generating force roles, and self development opportunities.



	0 6	6 8	8 12	12 15	15 18	18 20
Experience	Operational	Acq Center / PEO	Expeditionary / Acq Center / PEO (Regional)	Staff Expeditionary / USAASC / MILCON	Staff Expeditionary / USAASC / MILCON	Command / Staff
Training	ORGT-COE	Acq Basic Course	PAF	USPAC		Pre-Command Course
Assignment	FORSCOM	AMC/ DLA/ LCMC (Contracting focus)	AMC/ LCMC DLA/ DCMA/ PEO/ CoE	AMC/ CoE/ DLA/ DCMA/ PEO/ CoE	AMC/ CoE/ DLA/ DCMA/ PEO/ CoE	AMC/ CoE/ DLA/ DCMA
Access BOd CPTs						
DAWIA		Level I (PM) Level II (Contracting)	Level III (Contracting) or Level II (PM/T)	Level III (Contracting) or Level III (PM/T)		

Functional Designation FA 51 (5-7 Year)

TWI / ACS

Contracting - PM/T - PM/T
 Contracting - PM/T - Contracting
 Contracting - Contracting

Keys To Success:

- Access Qualified Personnel
- Meet DAWIA/Regulatory and Statutory Requirements
- Trained and Ready leaders
- Experience & Development ≥ Training

Broadening Experience Assignments



Figure F-1. Proposed Contracting Accession/Career Development Assignment Model: Army Officers



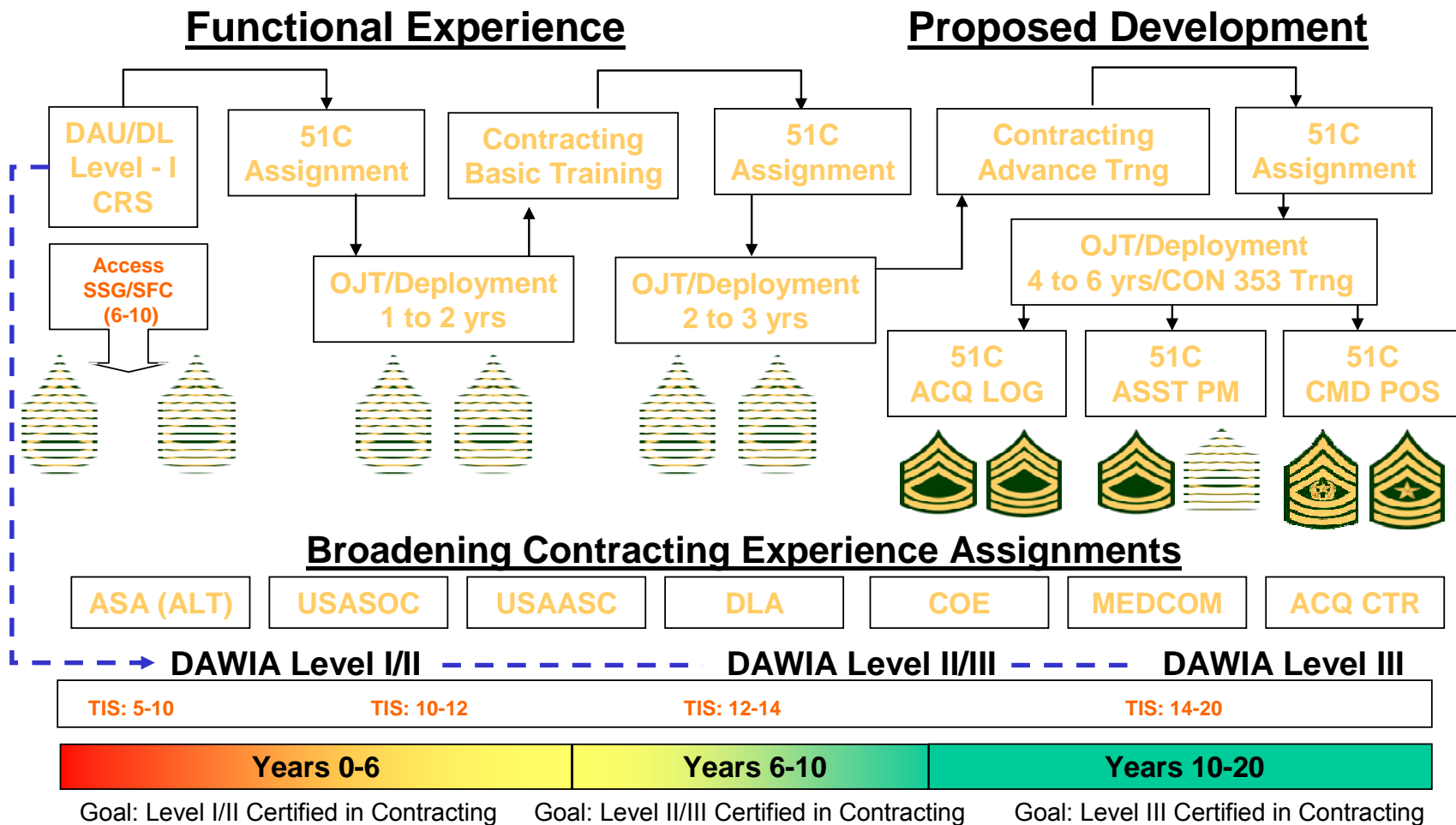


Figure F-2. Proposed Contracting Accession/Career Development Assignment Model: Army Non-Commissioned Officers



RANK	SSG	SFC	MSG/1SG	SGM/CSM
MOS/Skill Levels (Authorized)	51C30	51C40	51C50	51C50/00Z50
Acquisition Exp	0 – 4 yrs	5 – 11 yrs	12 – 17 yrs	18 – 20+ yrs
Duties Titles	Contracting NCO SOCT Contr NCO	Contracting NCO TM Ldr BN Plans & Ops NCO BN Req & Policy NCO	Senior Contracting TM NCOIC Bde Plan & Ops NCO Bde Req & Policy NCO	Sr Enl Contracting Advisor (SEA)
Special/limited Assignments	N/A	Instructor Drill Sergeant Professional Dev NCO	1SG CBT Development NCO ALT Policy & Compliance NCO	SEA, ASA (ALT) SEA, Army Contracting Commands SEA, Def Contract Mgmt Agency Chief, NCO Proponent
Special Skills & Qualifications	Airborne/ Air Assault Support Operations O's Battle Staff O's	Airborne/ Air Assault Support Operations O's Battle Staff O's	Airborne/ Air Assault Support Operations Battle Staff O's	Airborne/ Air Assault Support Operations O's Battle Staff O's
NCOES	51C- Reclassification Training BNCOC ANCOC		* 1SG CRS ** DAU	USASMA
Certification	CC Level I: 1 yr exp/ 24 Business Hours CC Level II: 2 yrs exp/ Associate Degree		*** Level: III: 4 yrs exp/ Bachelor Degree	
Civilian Education Goals	Associate Degree	Pursuing BA/ BS	Bachelor Degree	Pursuing MA/ MS
Self Development	Continuous learning Communication Training DAU Mission SPT Trng	Continuous Learning Management Training Communication Training DAU Mission SPT Trng	Continuous Learning DAU Mission SPT Training ALMCTraining Reimer Library	Continuous Learning DAU and ALMCTraining Reimer Library
<p>* Not NCOES– required for “M” SQI (First Sergeant) ** Not NCOES- Defense Acquisition University (CON 353 CRS): Required for Level III Contracting Certification (E7-E9). *** 51CNCOs have 8 years to achieve DAWIA Level III Certification in Contracting.</p>				

Table F-1. Army Acquisition Corps Non-Commissioned Officer Developmental Model



Navy

Table F-2 illustrates the Navy Supply Corps (SC) career progression, while Figure F-3 depicts the Navy Civil Engineer Corps (CEC) career progression.

As Table F-2 below shows, the SC career progresses in one of three areas—Supply Chain Management, Operational Logistics, or Acquisition. The SC develops acquisition contracting professional officers for logistics leadership positions with a focus on major weapon system acquisition and field contracting capability in support of global fleet operations. Lieutenants (0-3) achieve DAWIA Level II certification by their second operational tour, generally within years 4 to 9 of their careers. Lt Commanders (0-4) achieve DAWIA Level III certification during their first tour in a management/leadership role, generally within years 10 to 15 of their careers.

RANK	YEAR	TOUR	PROMOTION MILESTONES KEY CAREER EVENTS	JOINT BILLET EXAMPLES (16 JDAL Billets)	OTHER BILLET EXAMPLES
FLAG	31	FLAG TOURs		DCMA	ASN, RD&A
	30				
	29				
	28				
	27				
CAPT	26	Joint (if not JSO yet)/ Policy/Program level/Command tour		DCMA OTTAWA DCMA-INT	OSP CO, DCMA Command, NRCC Singapore, NAVICP, CTF-53, NOLSC, CNE, SYSCOM 02
	25				
	24				
	23				
CDR	22	Policy/Program level/Command tour	2nd tough/visible tour JSO Designation Crossover Tour, APC JPME II	JS-J4 SACLANT JAST/JF COMPAC OSD	NAVAIR, NAVSEA or SPAWAR BFM/contracting billets TYCOM Comptroller, SUPSHIP Contracting Officer FSC, NRCC XO, OSP XO,
	21	O-5 Operational Tour or other tough/visible tour			
	20	Joint/Acquisition/Policy Tour			
	19				
	18				
	17	Sr SVC College			
LCDR	16	Joint/Acquisition/Operational Tour (2 years if operational)	1 tough/visible tour JPME I Masters DAWIA LVL III	SOLANT NATO (LISBON), SACLANT, SOCOM, JFCOM, JPAC, PACOM, ODC AUSTRALIA,	OSP, ICP(NAV OR DLA)/NAVAIR/NAVSEA NRCC, FSC Contracting office, TYCOM Budget office
	15				
	14				
	13				
	12				
LT	11	Joint/Acquisition/Operational Tour (2 years if operational)	2nd OPERATIONAL TOUR DAWIA LVL II		Contract Interns @ FSC, ICP, DLA, NAVAIR,NAVSEA, SPAWAR, DCMA , DLA ICP BFM Interns @ NAVAIR, NAVSEA, SPAWAR
	10				
	9	PG SCHOOL (1306P, 3110P)			
	8	2nd Operational Tour			
	7				
	6				
	5	SHORE/CONTRACTING, BFM INTERN			
LTJG	4		Warfare Qualifications		
	3				
	2	Operational Tour			
ENS	0	NSCS			

Table F-2. Navy Supply Corps Career Progression



As Figure F-3 shows, the CEC focus is the development of professional engineers. Due to the nature of the work they will perform, they also receive training in contracting at the onset of their careers. This skill set provides them with the necessary ability to serve as warranted contracting officers to execute the mission through a variety of contracting tools. All CEC Field Officers are DAWIA Level III certified in contracting.

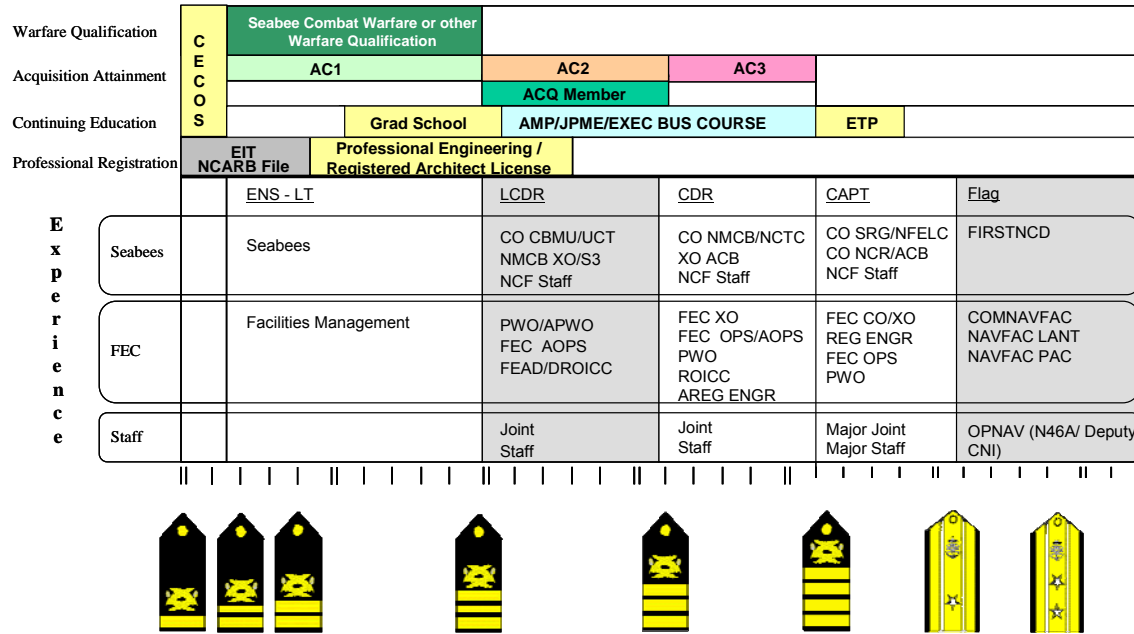


Figure F-3. Navy Civil Engineer Corps Career Progression



Marine Corps

Figure F-4 illustrates the contracting and logistics career development model for Marine officers. The Marine Corps develops expeditionary contracting capability in both the enlisted and officer ranks. For officers, there is a well defined progression path for those who choose a secondary subspecialty contracting officer capability to support the expeditionary contracting mission. Selectees come from the primary occupational specialties of Supply, Logistics, Finance, and Aviation Supply. Contracting training begins during the first Fleet Marine Force (FMF) tour, when the officer is at an 0-3/Captain level. During their second tour, officers are afforded additional direct contracting opportunities to 0-5/Lieutenant Colonel (Lt Col). The Marine Corps is reviewing a progression plan that will identify senior level positions that should possess significant contracting experience. The Marines anticipate that future Logistics General Officers will have experienced contracting during their careers. For enlisted personnel (not illustrated), contracting is a primary Military Occupational Specialty (MOS). These Marines are recruited into the contracting MOS at the rank of Sergeant (Sgt.).

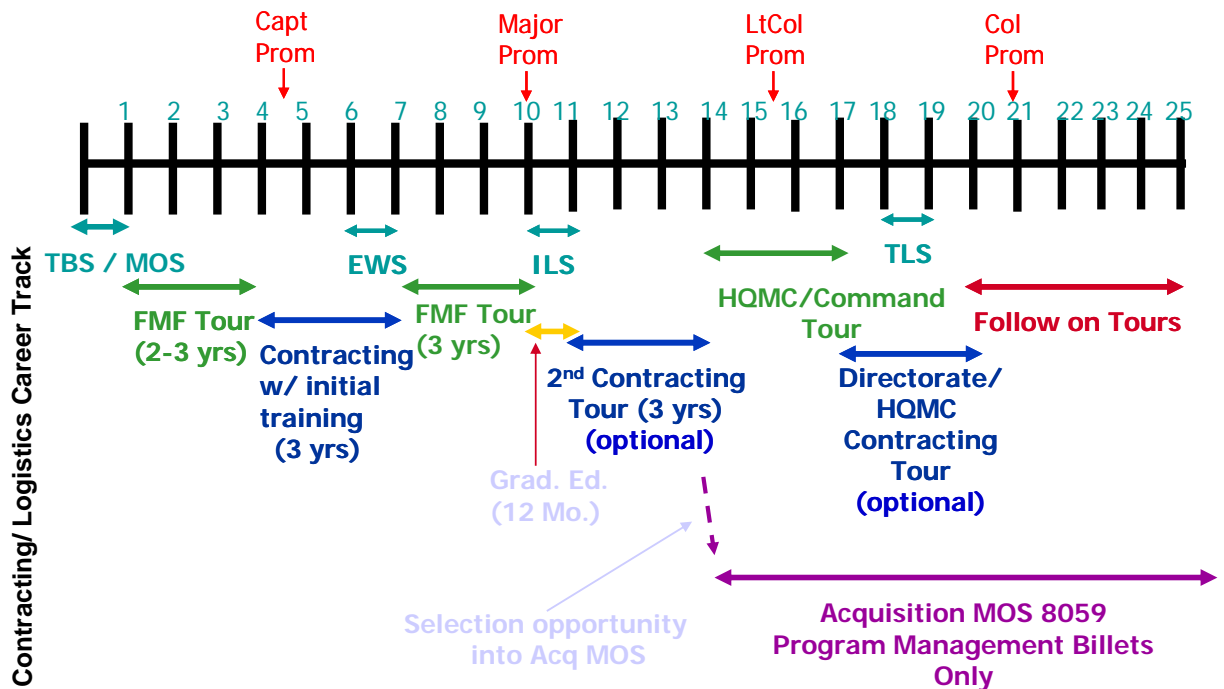


Figure F-4. U.S. Marine Corps Officer Path: Contracting and Logistics Career Track



Air Force

Figures F-5 and F-6 illustrate the proposed contracting career development model for Air Force officers and non-commissioned officers, respectively.

The Air Force model establishes contracting as a core support function with its own specialty code identifier. The majority of Air Force contracting military officers enter the career field as their first assignment, achieving Level 1 certification under the Air Force Acquisition Professional Development Program (APDP)¹ within their first four years of service. Those who come in later will generally spend the majority of their career in contracting. The Air Force model makes them contracting experts first. All new officers in contracting learn basic contracting skills through a five-week Mission Ready Contracting Officer (MRCO) Course. (A similar course is provided to the enlisted workforce.) During their first four years in contracting, Air Force officers' duties run the gamut from pre-award to post-award actions for supply, construction, and services contracts. These four years of hands-on contracting experience are directly applicable to contingency contracting duties they will face when deployed. Later in their career progression, they will achieve APDP Level II certification (generally during years 5-10) and APDP Level III certification (generally, year 11 or later).

To ensure the workforce is properly developed and has a clear roadmap to a successful contracting career, the Air Force developed a Contracting Career Planning Guide. It outlines specific skills and experiences required for enlisted personnel (airmen), officers, and civilians. Similar to Air Force officers, enlisted personnel attend a *Mission Ready Airmen Course* to acquire basic contracting skills. They generally achieve APDP Level I certification within their first four years. Those who re-enlist have a clear career path to advance in the contracting career field though APDP Levels II and III while attaining the requisite skills, knowledge and experience to execute diverse mission assignments. Airmen who successfully reach APDP Level II and III may serve as warranted contracting officers.

¹ APDP Levels I, II & III prescribe a combination of formal training and work assignments to ensure AF officers meet DAWIA standards and have the required skills, knowledge and experience to execute diverse missions.



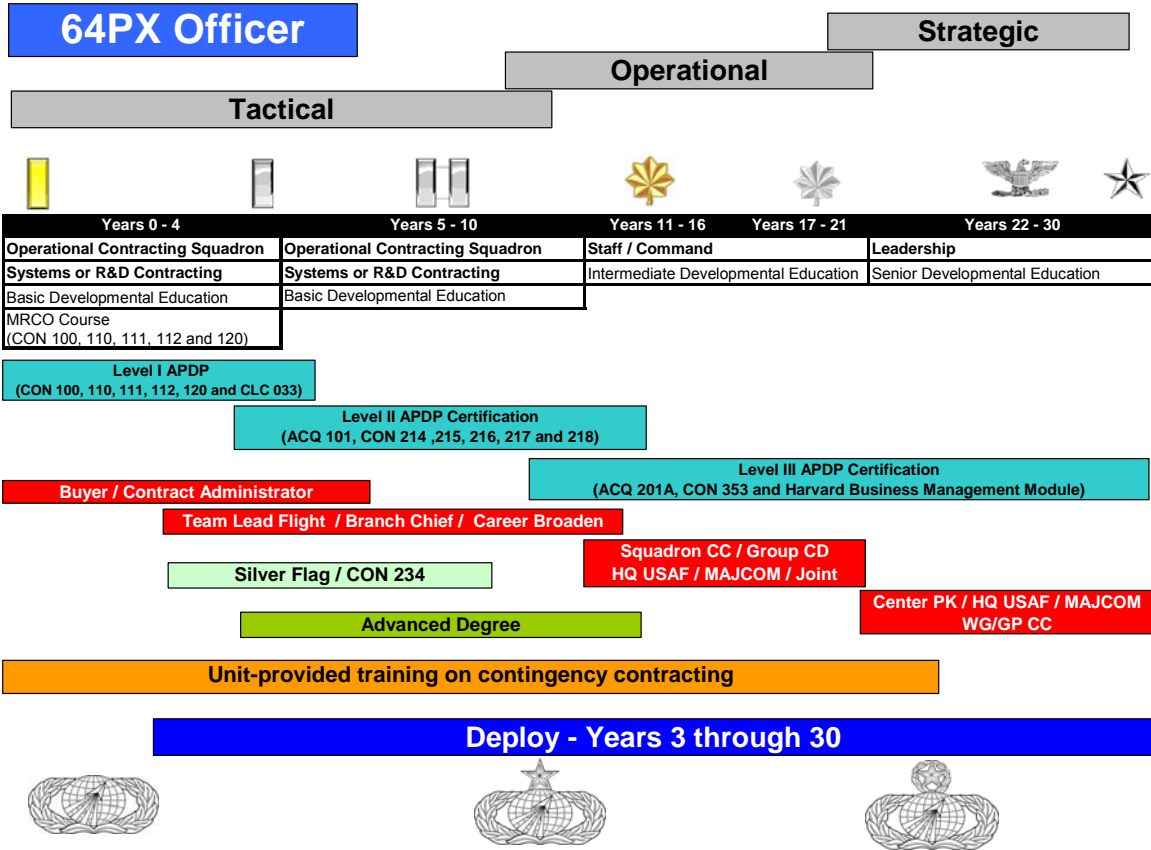


Figure F-5. U.S. Air Force 64 PX Officer Career Development Model



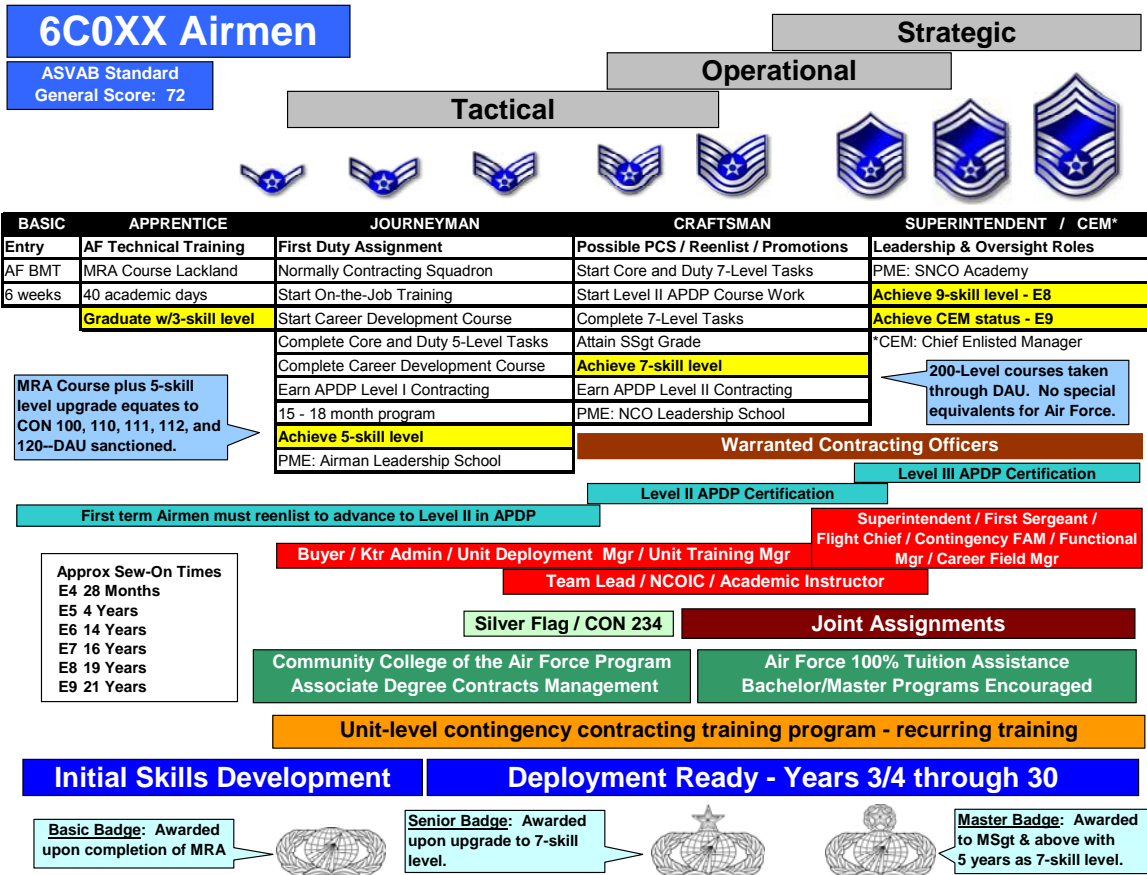


Figure F-6. U.S. Air Force 6COXX Airman Career Development Model



Appendix G. Department of the Army Section 849 Report to Congress



U.S. Army
National Defense Authorization Act
Section 849
Report to Congress



28 May 2008

Executive Summary

Rationale for Submitting This Report

Section 849 of National Defense Authorization Act for Fiscal Year 2008, Pub. L. No. 110-181 (2008) directed the Secretary of Army, in consultation with the Chief of Staff of the Army, to evaluate the recommendations included in the report of the Commission on Army Acquisition and Program Management in Expeditionary Operations (also known as the Gansler Commission). This report to Congress provides a status report on the Army's implementation of the Gansler Commission's recommendations. It identifies ongoing and completed corrective actions that together will enable Army contracting to be agile, expeditionary and responsive to the warfighter, while ensuring proper fiscal stewardship of taxpayer dollars. The ability to achieve this vision of Army contracting—which is shared by the Secretary and the Gansler Commission—is largely due to the strength of the Army's human capital assets: outstanding and talented contracting professionals.

What We Have Accomplished

The Gansler Commission recommended 40 actions. This report addresses the 22 recommendations that are Army specific (the other 18 recommendations are addressed in a companion report authored by the Office of the Secretary of Defense). The Army Contracting Campaign Plan Task Force, in concert with Office of the Secretary of Defense, is charged with identifying and implementing contracting improvements—including those recommended by the Gansler Commission.

The recent establishment of the U.S. Army Contracting Command demonstrates both the Army's commitment to addressing its contracting challenges and its quick response to the Gansler Commission's recommendations. Activated during a March 2008 command ceremony, the Army will use this essential infrastructure improvement to continue improving contracting, acquisition, and program management in expeditionary operations. To broaden the scope of our efforts, the Army has also established the Army Contracting Campaign Plan to ensure systemic and long lasting improvement to Army contracting activities. These improvements will ensure the ongoing successful alignment of contracting processes from beginning to end—requirements development through acceptance, payment, and contract closeout—that support our Soldiers and provide best value to the Nation's taxpayers.



PETE GEREN

Secretary of the Army

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Background

On 30 August 2007, the Secretary of the Army initiated a comprehensive review of the Army's contracting capability by chartering the Gansler Commission to take a long-term, strategic look at the Army's acquisition and contracting system in support of expeditionary operations (see Exhibit 1, Army Gansler Commission Charter). At the same time, the Secretary of the Army established and tasked the Army Contracting Task Force (ACTF) to review current operations and initiate immediate actions needed to reduce the Army's risk of fraudulent activity in Southwest Asia (see Exhibit 2, Army Contracting Task Force). The Gansler Commission and the ACTF both focused their assessments on the Army's expeditionary contracting capability and conducted in-depth analyses of lessons learned from operations in Iraq, Afghanistan, and Kuwait.

Gansler Commission Report

In its comprehensive report, *Urgent Reform Required: Army Expeditionary Contracting*, issued 31 October 2007, the Commission noted key failures have encumbered the performance of the Army's contracting system. The report identified these failures as significant contributors to waste, fraud, and abuse in support of military operations by Army personnel. The Gansler Commission examined processes, including internal controls that affect financial management, civilian and military personnel, contracting and contract management processes, doctrine and regulations, and training and education as they relate to expeditionary contracting operations. In addition, the Commission found critical segments of the "institutional" Army have not adapted sufficiently to enable responsive acquisition and sustainment contracting for expeditionary operations.

The Gansler Commission report contained one overarching recommendation-*implement the Commission's recommendations rapidly and measure success*, and four supporting recommendations-

- (1) *Increase the stature, quantity, and career development of military and civilian contracting personnel (especially for expeditionary operations).*
- (2) *Restructure the organization and restore responsibility to facilitate contracting and contract management in expeditionary and CONUS operations.*
- (3) *Provide training and tools for overall contracting activities in expeditionary operations.*
- (4) *Obtain legislative, regulatory, and policy assistance to enable contracting effectiveness in expeditionary operations.*

A total of 40 actions were recommended by the Commission, summarized in Figure 1. Twenty-two of the recommendations are Army specific; the remaining 18 are being worked by the Office of Secretary Defense (OSD), or are legislative actions being addressed jointly between the services with OSD as the lead agent.

<p>Overarching Recommendation: Implement the Commission's Recommendations Rapidly and Measure Success (See report pages 12 and 47)</p> <p>Aim:</p> <p>1) A.1 Charter a Special Task Force to plan for, & achieve, the needed transformation with proper urgency</p> <p>A.1.1. Appoint a Special Task Force Leader</p> <p>A.1.2. Develop a time-phased master plan within 30 days & provide it to the Commission</p> <p>2) A.2 Implement key recommendations within 6 months and all recommendations within a year</p> <p>3) A.3 Review progress periodically with the Commission (quarterly reports and annual program review)</p> <p>Recommendation 1: Increase the Stature, Quantity, and Career Development of the Army's Contracting Personnel</p> <p>Recommendation 1: Increase the Stature, Quantity, and Career Development of the Army's Contracting Personnel</p> <p>Context:</p> <p>4) 1.1 Authorize 10 additional General Officers for contracting positions</p> <p>5) 1.2 Maintain existing civilian SES contracting authorizations, plus 1 new SES</p> <p>Department of Defense:</p> <p>6) 1.15 Assign DCMA the role of all base, post, camp, and station contract Mgt</p> <p>7) 1.16 Adequately resource DCMA for this expanded role, and have the required training</p> <p>8) 1.17 Require a complete review and rewrite (as necessary) of each applicable personnel directive impacting civilian personnel involvement in military operations</p>	<p>Recommendation 1: Increase the Stature, Quantity, and Career Development of the Army's Contracting Personnel (CONTRAW/ED)</p> <p>Aim:</p> <p>9) 1.3 Establish "contract planning" (requirements definition) positions</p> <p>10) 1.4 Establish a separate Army Contracting Promotion board</p> <p>11) 1.5 Fence the 5 Army General Officer billets to SECAR</p> <p>12) 1.6 Establish a MG Deputy for Contracting and Director of the Army Contracting Corps</p> <p>13) 1.7 Increase the number of military (by 400) and civilian (by 1,000) in the Army contracting workforce.</p> <p>14) 1.8 Ensure that Army military contracting personnel, start their contracting career earlier</p> <p>15) 1.9 Capture expeditionary contracting lessons learned, incorporate them into systemic forums, and provide feedback to the force</p> <p>16) 1.10 Establish a separate, centrally managed Contracting Corps</p> <p>17) 1.11 Establish a skill identifier and manage military contracting personnel</p> <p>18) 1.12 Adequately fund contracting & training, and internships</p> <p>19) 1.13 Ensure that expeditionary contracting deployment is not a first assignment</p> <p>20) 1.14 Change environment to foster civilian personnel participation in expeditionary operations</p>	<p>Recommendation 2: Restructure Organization and Restore Responsibility to Facilitate Contracting and Contract Mgt</p> <p>Aim:</p> <p>21) 2.1 Establish a MG Deputy for Contracting and Director of the Contracting Corps and realign the current Deputy Assistant Secretary for Policy as a direct report</p> <p>22) 2.2 Establish an Army Contracting Command, commanded by a MG, and realign the current Deputy for Contracting, AMC, as a direct report</p> <p>23) 2.3 Establish an Expeditionary Contracting Command, commanded by a BG, under the ACC, and create a new SES position as a direct report.</p> <p>24) 2.4 Establish an Installation Contracting Command, commanded by a BG, under the ACC, and realign the current Directing, US Army Contracting Agency, as a direct report</p> <p>25) 2.5 Establish a chief of contracting for the Army Corps of Engineers, headed by a BG, and supported by a SES deputy.</p> <p>Department of Defense:</p> <p>26) 2.6 Create an Integrated Expeditionary Command in-theater for each major operation</p> <p>27) 2.7 Make one executive reporting directly to the USD(AT&L) responsible and accountable for DoD contracting</p> <p>28) 2.8 Redefine DCMA's scope</p>	<p>Recommendation 3: Provide Training and Tools for Overall Contracting Activities in Expeditionary Operations</p> <p>Aim:</p> <p>29) 3.1 Train as we fight: Adapt training exercises to stress rapid acquisition, logistics, and contracting in expeditionary operations; include contracting operations and planning requirements in all military exercises</p> <p>30) 3.2 Develop and field the contract tools needed for the expeditionary forces (e.g., sample contracts)</p> <p>Department of Defense:</p> <p>31) 3.3 Focus DAU to train and educate the civilian and military acquisition, logistics, and contracting workforce for expeditionary operations</p> <p>32) 3.4 Provide DAU the necessary resources for the through-put it will experience to accommodate the Army's migration to emphasizing Level 1 certification earlier in careers</p> <p>33) 3.5 Provide training to Contracting Officer's Representatives in each Service, prior to any military operation</p>	<p>Recommendation 4: Obtain Legislative, Regulatory, and Policy Assistance to Enable Contracting Effectiveness</p> <p>Context:</p> <p>34) 4.1 Increase General Officer billets for Contracting and Joint Contracting (with "fencing" for contracting professionals)</p> <p>35) 4.2 Increase contracting personnel (Army military by 400, Army civilian by 1,000, and 583 to fill DCMA billets for Army support)</p> <p>36) 4.3 Legislate to provide incentives for civilian contracting personnel to "pre-volunteer" for expeditionary operations</p> <p>4.3.1 Eliminate the pay cap</p> <p>4.3.2 Establish tax-free status</p> <p>4.3.3 Make medals available</p> <p>4.3.4 Assure life-insurance and long-term medical coverage</p> <p>37) 4.4 Legislate to pre-position funding flexibility through an adequately resourced contingency operations transfer fund</p> <p>38) 4.5 Legislate to pre-position waivers of small business and US labor provisions, Buy American, Berry Amendment, Specialty Metals to allow rapid, local buying for expeditionary operations</p> <p>Department of Defense:</p> <p>39) 4.6 Establish an Expeditionary Contracting Manual</p> <p>40) 4.7 Ensure policy and practice support intelligent funding apportionment for expeditionary operations</p>
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Figure 1. 40 Gansler Actionable Recommendations, from Gansler Timeline Briefing to SecArmy, 27 Nov 2007.

Fiscal Year 2008 NDAA, Section 849 (b) (2)

The National Defense Authorization Act (NDAA) for Fiscal Year 2008 requires the Secretary of the Army, in consultation with the Chief of Staff of the Army, to evaluate the Gansler Commission's recommendations and develop a report to Congress that addresses the following:

(1) For each recommendation that has been implemented, or that the Secretary plans to implement—

(a) A summary of all actions that have been taken to implement such recommendation

(b) A schedule, with specific milestones, for completing the implementation of such recommendation.

(2) For each recommendation that the Secretary has not implemented and does not plan to implement—

(a) The reasons for the decision not to implement such recommendation

(b) A summary of any alternative actions the Secretary plans to take to address the purposes underlying such recommendation.

(3) For each recommendation that would require legislation to implement, the Secretary's recommendations regarding such legislation.

This report responds to and provides the information regarding the Secretary of the Army's evaluation required by Section 849, (b) (2).

Army Initiatives

Over the years, the Army has undertaken numerous initiatives to improve contracting oversight and expand the Army's contracting capability and competence. These Army-initiated improvements—and the continuum of audits and reports from the Government Accountability Office (GAO), Department of Defense Inspector General (DoDIG), and U.S. Army Audit Agency (AAA)—have all emphasized the need for training of both the contracting and non-contracting workforce involved with contractors on the battlefield. (Exhibit 3 includes a comprehensive list of the audits and internal reviews of Army operations since the onset of Operation Iraqi Freedom (OIF) and Operation Enduring Freedom (OEF), and Exhibit 4 contains examples of improvement initiatives that the Army has undertaken in the last few years).

Going forward, the Army will focus on carrying out the recommendations of the Gansler Commission. The work accomplished by the Army Contracting Task Force, and future actions to be taken by Army contracting operations and the Army Contracting Campaign Plan Task Force (ACCP TF) will enable future success.

Army Contracting Task Force

On 30 August 2007, the same day that the Secretary of the Army chartered the Gansler Commission, he also initiated a comprehensive review—through the ACTF—to broaden the Army’s ongoing efforts to ensure policies and procedures were in place for expeditionary contracting operations in Iraq, Afghanistan, and Kuwait. The issues that triggered this review were an alarming number of fraud investigations, a lack of accountability of weapons, and difficulties with the control and accountability of contractors on the battlefield. As independent but concurrently operating bodies, the Gansler Commission and the ACTF coordinated regularly. Their charters were slightly different; the Gansler Commission had a forward-looking tasking, whereas the ACTF was charged with curbing fraud, waste, and abuse in Kuwait contracting and for examining the Army’s contracting capability to support ongoing operations. Nevertheless, these efforts were complementary, and the regular information exchanges helped focus the direction of each group and yield a more robust assessment of the Army’s challenges.

On 17 September 2007 the Secretary of the Army issued an Operations Order formally assigning responsibility for the ACTF to the Military Deputy to the Assistant Secretary of the Army for Acquisition, Logistics and Technology, ASA (ALT), and the Executive Deputy to the Commanding General for the Army Materiel Command (AMC). In turn the ACTF co-chaired leadership established a full-time operations cell led by the AMC Director of Command Contracting, with cross-functional members from the Army, other Services, and other DoD Agencies.

The ACTF began its work by examining past and present DoDIG, Special Inspector General for Iraq Reconstruction (SIGIR), GAO, AAA, and Criminal Investigation Division (CID) reports associated with contracting irregularities. From that review, the ACTF found that failing to correct the documented trends of inadequate training, force structure, and organizational alignment in the face of an ever-increasing operational tempo fostered an environment susceptible to fraud, waste, and abuse.

To prevent any further fraud, waste, and abuse, the ACTF identified several overarching reforms and corrections. The task force focused on identifying and aggressively establishing corrective actions for the immediate problems with contracting in Kuwait. Specifically, since the ACTF’s establishment in August 2007, the Army has taken the following corrective actions for contracting in Kuwait:

- Assigned new leadership and doubled staffing.
- Established reach-back capability to manage \$5 billion in active contracts. The use of reach-back capability leveraged AMC leadership, capabilities, and expertise to save more than \$200 million to date.
- Added Defense Contract Management Agency (DCMA) contract management support and increased the support through the Kuwait Logistics Support Office.

- More than doubled the number of trained contracting officer representatives in Kuwait.
- Resolved more than 350 contract claims to date - resolution of these claims resulted in \$88 million in cost avoidance.
- Reviewed more than 600 contracts for possible fraud, waste, and abuse.

Through effective implementation of lessons learned the Kuwait contracting office operations are now on track and executing to standard. By providing improved support through new leadership and developing an innovative method for structuring a reach-back team, most of the Kuwait corrective actions have already been implemented. Furthermore, the implementation of additional contract oversight through DCMA and the CID is providing for effective checks and balances.

The immediate work of the ACTF has been accomplished and their findings and recommendations will be incorporated as the Army continues to work long-term issues through the Army Contracting Campaign Plan (ACCP) Task Force described below.

Army Contracting Command

Through its collaboration with the Gansler Commission, the Army moved quickly to implement Recommendation 2: *Restructure Organization and Restore Responsibility to Facilitate Contracting and Contract Management*. Specifically, the Army implemented three of the five Army-specific organizational improvements by realigning the Army Contracting Agency under AMC and establishing the U.S. Army Contracting Command (ACC) (see Exhibit 5, Secretary of the Army letter – Realignment of the U.S. Army Contracting Agency and Establishment of the U.S. Army Contracting Command).

The ACC was provisionally activated as a two-Star level command with two subordinate commands: a one-Star Expeditionary Contracting Command (ECC) organized for contracting support to forward-deployed and forward-stationed forces, and a one-Star Installation Contracting Command (ICC) organized for contracting support for CONUS installations. This structure will transition from provisional to standing force structure upon approval of the ACC concept plan.¹ The Army acted quickly to stand up the new ACC. The Command activation ceremony on 13 March 2008 was attended by members of the Gansler Commission.

¹ Army Manpower Documentation Package.

Army Contracting Command (Provisional) 27 May 2008

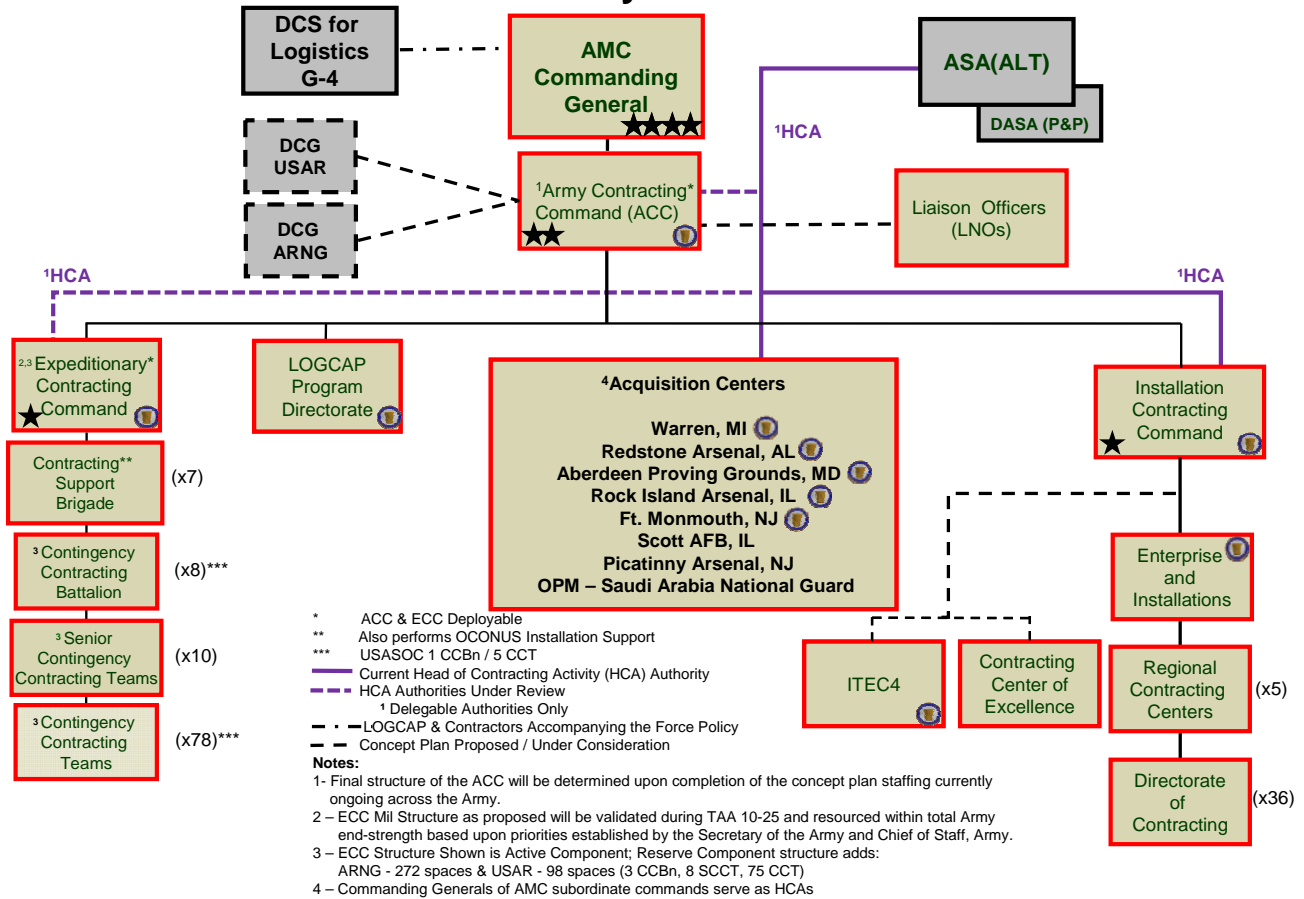


Figure 2. Army Contracting Command (Provisional)

Army Expeditionary Contracting

The Expeditionary Contracting Command (ECC) under the command of a Brigadier General, provides an effective and agile expeditionary contracting capability across the full spectrum of military operations for Army Service Component Commands (ASCC), and the Joint Warfighter. The ECC will utilize standard operating procedures to ensure the success of deployed contracting personnel and provide oversight of these activities to ensure contracting operational compliance. In addition to the Army's expeditionary mission, the ECC is structured to provide contracting support to the U.S. Army Installation Management Command (IMCOM) for their contracting activities Outside the Continental United States (OCONUS). The ECC is comprised of Contracting Support Brigades (CSBs) which are modular commands that directly support military operations. Currently the ECC has four active CSBs with three additional CSBs planned for activation by FY12.

Contracting Support Brigades (CSB)

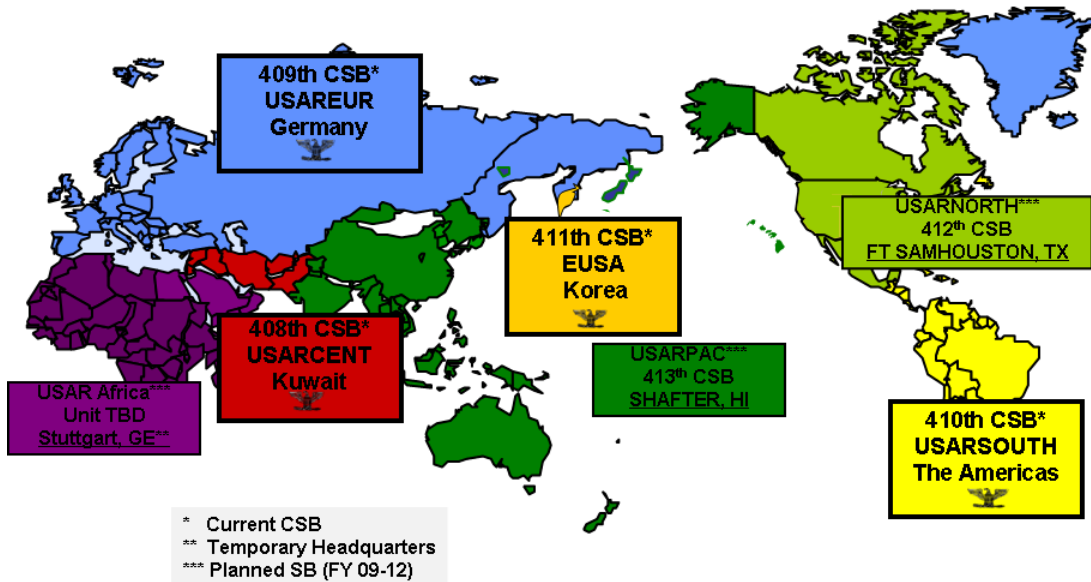


Figure 3. Contracting Support Brigades (Current and Planned)

CSB Commanders serve as Principal Assistants Responsible for Contracting (PARCs) for the ASCC theater of operations, using procurement authority delegated by the ECC. CSB Commanders are responsible for all individual, collective, common task, mission essential task, and technical contracting training necessary to ensure the continued readiness of their assigned contingency contracting Soldiers and units. CSBs participate in their supported ASCCs' deliberate and crisis action planning cycles. CSB commanders support the mission commander in developing contracting support plans to facilitate and support operations. CSBs command all Army contingency contracting personnel deployed in their area of responsibility. They may also be responsible for the joint contracting mission when so designated by the Joint Forces Commander. The ECC Commander serves, on order, as the forward – deployed Head of the Contracting Activity to support Army operations.

Reserve Component Contracting

Reserve Component (RC) Soldiers are members of the U.S. Army Reserve or Army National Guard. RC contracting capability is essential for future Army contracting operations worldwide. RC Soldiers and structure will provide the Army with surge capability for expeditionary contracting. The National Guard will have at least one Contingency Contracting Team for each of the 50 states, three territories and the District of Columbia, providing capability to Governors for disaster relief operations. A total of 75 teams are already approved and being fielded for the RC. Additional approved RC structure includes 8 Senior Contingency Contracting Teams and

3 Contingency Contracting Battalions. The Army will fill its new RC positions as quickly as possible. The government contracting workforce (Civilian 1102s) will now have the opportunity to serve in their chosen profession in both a civilian and military capacity. Qualified civilians will be encouraged to consider RC military contracting careers, as a natural means to further enhance their civilian contracting skill sets and growth as leaders.

Installation Contracting

The ICC contracting offices located at most Army installations provide pre- and post-award contracting support. ICC contracting support is a significant force multiplier and as such is a critical component of force readiness. ICC contracting activities provide technical hands-on contracting training and experience for Army contingency contracting Soldiers, enabling expeditionary contracting units to “*train as they fight*” in support of deployed Army and Joint forces. ICC contracting activities are also available to provide reach-back support to deployed units, as required for OCONUS and CONUS contingency operations and other Federal Agencies such as Homeland Defense. In support of the Gansler Commission recommendations, the acting Director for the ICC is leading an effort to examine and assess contract management at the installation level. The ICC will leverage the Army Field Support Brigade construct at the installations and place contract management personnel into the Installation Garrison Commands to improve Army contract management capabilities. This plan will further facilitate a “train as we fight” contract management capability.

Army Contracting Campaign Plan Task Force

To ensure that contracting is institutionalized as a core competency for the Army and that the momentum of the ACTF is carried forward, the Acting Under Secretary of the Army (A/USA) established the ACCP TF. The ACCP TF’s mission is to review the Gansler Commission and other contracting reports to determine the requirements and resources needed to address the Commission’s specific findings and recommendations, as well as long-term Army contracting needs (Exhibit 6, Sec Army Letter dated 29 February 2008).

In concert with OSD, the ACCP TF is focused on the four areas for improvement in contracting operations identified in the Gansler Commission report:

- Contracting personnel
- Organization and responsibility
- Training and tools
- Legislative, regulatory, and policy assistance.

The ACCP TF is comprised of subject matter experts from an array of disciplines which are integral to the contracting process. In addition to responding to the Gansler Commission recommendations and ensuring the Congressional reporting requirements are met, the A/USA charged the task force with examining the end-to-end contracting process and to develop a long range execution plan for transforming Army contracting. The ACCP TF will continue the ongoing efforts to identify and implement needed improvements in doctrine, training, leader development, organization, materiel, personnel and facilities.

Army Scorecard: Gansler Commission Recommendations

Twenty-two of the Gansler Commissions recommendations are Army-specific; the remaining 18 are being worked by OSD. The Army Scorecard below illustrates significant actions being taken to implement the 22 Army-specific recommendations, as well as the 5 legislative actions that are shared OSD and Army responsibility. The “G-#” refers to the Gansler Commission Recommendation # from Figure 1.

Army Scorecard: Gansler Commission Recommendations					
G #	Lead	Description of Commission's Recommended Actions	Implementation	Status	Comments
Recommendation Overarching (ARMY Lead): Implement the Commission's Recommendations Rapidly and Measure Success					
1	ACCP TF	Charter a Special Task Force	Initiated	Complete	ACCF - Urgent need (Aug 2007 - Feb 2008); ACCP TF - long term Army implementation
2	ACCP TF	Implement key recommendations w/in 6 mo; all w/in a yr	Initiated	Ongoing	ACCF - Urgent actions implemented; now implementing more complex actions that require more time
3	ACCP TF	Review progress periodically with the Commission	Initiated	Ongoing	Conducted 1st 2 Quarterly Updates (1/23 & 5/8/08); follow-on updates every 90 days
Recommendation 1 (ARMY Lead): Increase the Stature, Quantity, and Career Development of Contracting Personnel					
9	ASA(ALT)	Establish "contract planning" (requirements definition) positions	Initiated	In Progress	Initial phase complete. Logistics planners embedded in Kuwait operations; continuing ACCP-TF analysis to expand concept to all Army organizations; Contracting Support Element (CSE) for Army Commands
10	ASA(ALT)	Establish a separate Army Contracting Promotion board	Alternative Solution	Complete	Intent more effectively met w/special instructions to existing Promotion Boards
11	GOMO	Fence the 5 Army General Officer billets to SECAR	Initiated	Complete	Army-level action complete. OMB denied initial request. Army/OSD appeal forwarded to OMB on 5/20/08. Army supporting OSD action in this area
12	ASA(ALT)	Establish a MG Deputy for Cont and Dir of the Army Contracting Corps	Alternative Solution	Complete	Army-level action complete; pending Army/OSD appeal action to OMB for GO billets - See G11; Army needs best met through existing Acquisition Corps which includes contracting
13	ACCP TF	Increase the contracting workforce by 400 military and 1,000 civilians	Initiated	In Progress	622 Mil / 1,314 Civ increase identified (as of: 5/8/08); POM10-15 analysis ongoing to resource
14	USAASC	Ensure that Army mil contracting personnel start their career earlier	Initiated	Complete	Army policy in place to accelerate accession by 2-3 yrs.
15	ALT-ID	Capture expeditionary contracting lessons learned	Initiated	Ongoing	Lessons learned being collected; incorporated in classroom instruction; new/revised doctrine & exercises
16	ASA(ALT)	Establish a separate, centrally managed Contracting Corps	Alternative Solution	Complete	Army needs best met by ensuring contracting expertise shared across all Acquisition Corps disciplines
17	USAASC	Establish a skill identifier and manage military contracting personnel	Initiated	Complete	Established contracting skill identifier "51C" for Officers and NCOs; utilization improvements ongoing
18	ASA(ALT)	Adequately fund contracting career planning, ed & train, and internships	Initiated	In Progress	Sec 852 funding reprioritized; Rqmts for POM 10-15 being evaluated; Increasing contracting interns
19	USAASC	Ensure that expeditionary contracting deployment is not first assignment	Initiated	Complete	Army policy restricts expeditionary contracting deployment as a first assignment. CONUS training for RC
20	ARMY G1	Change environment to foster civilian participation in expeditionary ops	Initiated	In Progress	Army supporting OSD/OPM legis & policy changes for direct hire auth, life/health insurance, pay cap, medical
Recommendation 2 (ARMY Lead): Restructure Organization and Restore Responsibility					
21	ASA(ALT)	Establish a MG Deputy for Contracting and realign the current DASA	Initiated	Complete	Army action complete pending appeal (OSD/OMB) - See G11; realigning DASA P&P with both GO and SES
22	AMC	Establish a 2-Star ACC and realign the current Dep for AMC Contracting	Initiated	In Progress	Provisional Stand-Up of new 2-Star ACC - 3/13/2008; Final approvals expected by 6/30/2008
23	AMC	Establish a 1-Star ECC under the ACC, and create a new SES position	Initiated	In Progress	Provisional Stand-Up of new 1-Star ECC - 3/13/2008; Final approvals expected by 6/30/2008
24	AMC	Establish a 1-Star ICC under the ACC, and realign ACA	Initiated	In Progress	Provisional Stand-Up of new 1-Star ICC - 3/13/2008; Final approvals expected by 6/30/2008
25	USACE	Establish a 1-Star chief of contracting for USACE with a SES deputy	Initiated	Complete	Army action complete; pending appeal to OMB - See G11; USACE contracting SES in place
Recommendation 3 (ARMY Lead): Provide Training and Tools for Overall Contracting Activities in Expeditionary Operations					
29	ALT-ID	Train as we fight; exercise for rapid acq, log & contracting in exped ops	Initiated	In Progress	Urgent Action Complete: 16 courses already updated with Theater contracting lessons learned; incorporating realistic contracting scenarios as part of combat training center and other exercises
30	ALT-ID	Develop and field the contract tools needed for the expeditionary forces	Initiated	In Progress	Urgent Action Complete: Army worked w/OSD - distributed 5,000 Joint Contingency Contracting Handbooks; Continuing efforts to develop automated IT tools to support contracting operations
Recommendation 4 (OSD Lead / ARMY Support): Obtain Legislative, Regulatory and Policy Assistance to Enable Contracting Effectiveness					
34	OSD / ARMY	Increase General Officer billets (5 Army 5 Other)	Initiated	Complete	Army-level action complete. OMB denied initial request. Army/OSD appeal forwarded to OMB on 5/20/08. Army supporting OSD action in this area
35	OSD / ARMY	Increase Contracting Workforce (400 Military, 1000 civilians, 583 DCMA)	Initiated	In Progress	Army supporting OSD action in this area
35	OSD / ARMY	Legislate incentives for civilian "pre-volunteers"	Initiated	In Progress	Army supporting OSD action in this area
37	OSD / ARMY	Legislate to pre-position funding flexibility	Initiated	In Progress	Army supporting OSD action in this area
38	OSD / ARMY	Legislate to pre-position waivers	Initiated	In Progress	Army supporting OSD action in this area

Figure 4. Army Scorecard, as of 21 May 2008

OVERARCHING RECOMMENDATION: IMPLEMENT THE COMMISSION'S RECOMMENDATIONS RAPIDLY AND MEASURE SUCCESS

G1/A.1. Charter a special task force to plan for, and achieve, the needed transformation with proper urgency.

(A) ACTIONS TAKEN

The Secretary of the Army chartered two task forces to plan for and achieve Army Contracting transformation. The ACTF was chartered in August 2007 to review Army contracting operations and take immediate actions necessary to improve expeditionary operations. Prior to completing their assigned charter the ACTF generated action plans for many of the Gansler recommendations which have now been passed to the ACCP TF to complete. The ACCP TF's mission, stated in Secretary of the Army's letter dated 29 February 2008, is to review the Gansler Commission's report and other Government contracting reports to determine the requirements and resources needed to address the findings and recommend a long term execution plan.

(B) EXCEPTIONS/ALTERNATIVE SOLUTIONS

None

(C) MILESTONES/SCHEDULE

The ACTF final report detailing the task force findings, accomplishments and follow-on actions was briefed to the A/USA on 26 March 2008. The final report was issued on 31 March 2008. Efforts to implement Gansler Commission and other recommended actions across the institutional Army are ongoing and will continue until the task force is dissolved by the Secretary of the Army.

G2/A.2 Implement key recommendations within six months and all recommendations within a year.

(A) ACTIONS TAKEN

The Army is responding effectively and quickly to the Commission's findings and recommendations. Significant action has been initiated on 19 of 22 Army-specific recommendations. For the remaining three Gansler Commission recommendations, alternative solutions that best meet Army needs have been implemented as indicated on the Army Scorecard (Figure 4). The Army has already completed actions required to implement 10 of the 22 Army-specific recommendations, with significant progress made on the 12 remaining recommendations.

(B) EXCEPTIONS/ALTERNATIVE SOLUTIONS

Given the complexity of issues, number of stakeholders and the need to identify and secure resources, full implementation of all recommendations within one year is not

practicable. The Army is committed and currently involved in a comprehensive evaluation of all available courses of action. Taking a measured approach to creating sustained and systemic change will ensure the highest return on investment and the most judicious expenditure of resources.

Of the 22 Army-specific actions recommended by the Gansler Commission, the Army is pursuing alternative solutions for three recommendations:

- G10 Establish a separate Army Contracting Promotion Board
- G12 Establish a Major General (MG) Deputy for Contracting and Director of the Army Contracting Corps
- G16 Establish a separate, centrally managed Contracting Corps.

Details on implementation of the alternative solutions are provided in the discussion for each specific recommendation.

(C) MILESTONES/SCHEDULE

The ACCP TF is evaluating all Gansler Commission recommendations for implementation as soon as practicable. The Army Scorecard (Figure 4) includes a brief comment for each of the 22 Army-specific actions (displayed in terms of the major Gansler Commission recommendation categories and listed by Gansler Number or G #). A more complete narrative discussion of Army actions taken is provided herein.

G3/A.3 Review progress periodically with the Commission (quarterly reports and annual program review).

(A) ACTIONS TAKEN

A comprehensive progress review was provided to the Secretary of the Army and the Gansler Commission on 23 January 2008. A second progress review was presented by OSD and the Army on 8 May 2008. These reviews outlined the status of actions accomplished and provided the Commission with plans for continued implementation efforts.

(B) EXCEPTIONS/ALTERNATIVE SOLUTIONS

None

(C) MILESTONES/SCHEDULE

Comprehensive progress reviews with the Commission were conducted in January and May. The ACCP TF intends to provide quarterly progress reviews to the Commission until all actions are complete or until directed otherwise by the Secretary of the Army.

Recommendation 1: Increase the Stature, Quantity, and Career Development of the Army's Contracting Personnel, Military and Civilian (Especially for Expeditionary Operations)

G9/1.3 Establish "contract planning" (requirements definition) positions.

(A) ACTIONS TAKEN

AMC has proposed to expand its expeditionary contracting structure to include planning cells consisting of contracting personnel and logistics specialists. Planning cells within the Contracting Support Brigade (CSB) structure will include embedded contract planners to coordinate contract requirements with operational Commanders. Logistic specialists will be assigned to assist military units and work with Contracting Officer Representatives (COR) in developing contract requirements (contract planning documents, statements of work, acquisition plans, etc.). AMC Logistics Civil Augmentation Program (LOGCAP) Support Units have broadened their planning support to include additional logistics support contracts.

"Contract planning" includes much more than the core contracting tasks managed by our contracting workforce. The Army recognizes that much of our work lies in the area of educating, training and supporting our commanders, staff and other non-contracting professionals. The ACCP TF will support efforts to insure our Army can effectively manage the total life-cycle of contracting processes from requirements development, through acceptance, payment and contract close out.

The Army will work to better support commanders and improve contract planning support through a Contracting Support Element (CSE). The CSE concept is under consideration to support major Army headquarters such as Army Commands and selected Direct Reporting Units.

Commanders, staffs and other non-contracting professionals throughout our Army are key to contracting success. The Army will work to develop their skills in managing contracted support, assisting in requirements development, writing statements of work and preparing independent government cost estimates to support contracting professionals and put effective contracts in place. Equally important is effective contract administration after contract award. The leader's role in post award administration, or contract administration, insures the government gets fair value for the dollars spent. Army commanders, staff and other non-contracting professionals must emphasize and value the role of the COR. The COR is not only the contracting officer's representative, but they are also the commander's representative to insure the government gets what it pays for. Vendor payment must be dependent on acceptance of vendor work or products by a trained COR.

Our Army is more dependent on contracted support than at any other time in our history. More than 40% of the Army budget for Fiscal Year 2007 was executed through a contract. Most of the Army's support worldwide, in peacetime and

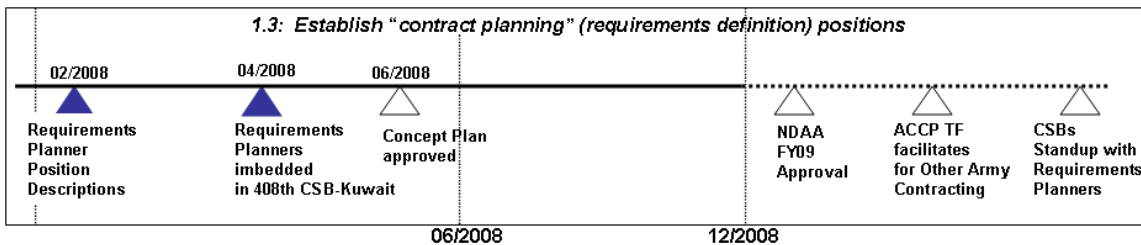
wartime is now contracted support. Effective management of this contracted support is a core leadership responsibility. Our Army's success depends on strong leadership conducting sound business practices.

(B) EXCEPTIONS/ALTERNATIVE SOLUTIONS

None

(C) MILESTONES/SCHEDULE

Actions to resource planning cells for the four existing CSBs will begin upon ACC concept plan approval. Positions for the three remaining CSBs will be resourced based on activation timelines for each unit: 412th CSB in FY 09; 413th CSB in FY10; a CSB in FY12 (unit designation yet to be determined). Efforts to establish planning cells are predicated upon the funding, accession, and training of acquisition personnel.



G10/1.4 Establish a separate Army Contracting Promotion Board.

(A) ACTIONS TAKEN

The Army evaluated the Commission's recommendation to establish a separate Army Contracting Promotion Board and determined that the intent of this recommendation is already being met by the existing Army Acquisition Promotion Board. The key to promotion for our contracting personnel is ensuring that they have a viable career path with appropriate command and leadership positions along this path that ensures promotion opportunities. With the establishment of Brigade and Battalion command positions in the ACC (four existing CSBs, with another three that will potentially be activated by FY12) along with the 5 additional General Officer positions addressed in recommendation G 11/1.5, military contracting personnel will continue to compete effectively for promotions.

(B) EXCEPTIONS/ALTERNATIVE SOLUTIONS

The Army has determined that a separate promotion board for military contracting personnel is not necessary to ensure equity in contracting promotion rates. Military contracting personnel are members of the Acquisition Career field which encompasses other career disciplines such as Program Management and Systems, Planning, Research, Development, and Engineering (SPRD&E) and multifunctional acquisition leaders. Many of our military contracting personnel will gain experience

in these other acquisition disciplines over their careers. Goldwater-Nichols requires that acquisition personnel be promoted at rates commensurate with the line personnel. Army promotion data shows that the Army is in compliance, thus there is no added benefit to separating contracting personnel from the larger Acquisition Corps. To ensure the proper acknowledgement of military officers with contracting backgrounds, senior leadership will provide direction to existing promotion boards to ensure equitable rates of promotion. After action reviews are conducted after each board to determine if guidance has been met.

(C) MILESTONES/SCHEDULE

N/A

G11/1.5 “Fence” the five Army General Officer billets to the Secretary of the Army.

(A) ACTIONS TAKEN

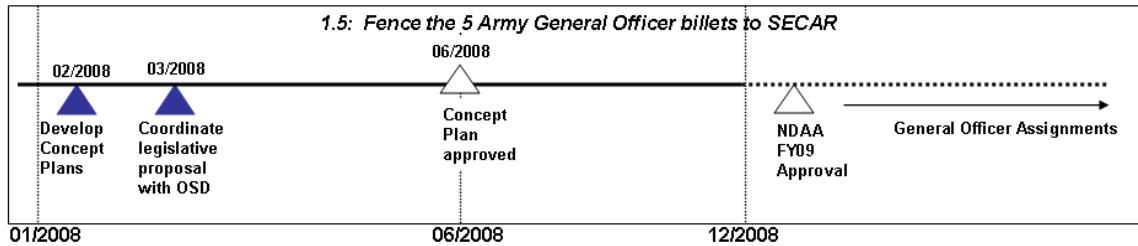
The Army drafted a legislative proposal to authorize an increase of five Army Active Duty General Officer billets (from 302 to 307). Although these positions have not been fenced, the ACC and USACE concept plans establish requirements for a two-Star command for the ACC and two one-Star commands for the ECC and ICC, and a two-star or one-star in the Directorate of Contracting for the USACE. The Army is still considering the grade requirement for the contracting General Officer position to be added for the Headquarters Department of the Army staff. The intent is to position one General Officer and one member of the Senior Executive Service (SES) in both the USACE and in ASA (ALT) Policy and Procurement. If the two-Star equivalent is an SES, then the one-Star General Officer will be the Deputy and vice versa.

(B) EXCEPTIONS/ALTERNATIVE SOLUTIONS

To ensure the Army realizes the maximum benefit from the new General Officer billets, the Secretary of the Army will allocate the billets in accordance with Army contracting priorities in lieu of fencing the positions. This measure has been deemed appropriate to allow the Army time to develop officers to fill these critical positions.

(C) MILESTONES/SCHEDULE

The proposal for five additional Army General Officers was submitted to the Office of Management and Budget (OMB) in March 2008. On 12 May 2008 the Army was informed that this proposal was disapproved by OMB. The Army appeal of this decision was forwarded by OSD to OMB on 20 May 2008.



G12/1.6 Establish a Major General Deputy for Contracting and Director of the Army Contracting Corps reporting to the ASA (ALT)/Army Acquisition Executive.

(A) ACTIONS TAKEN

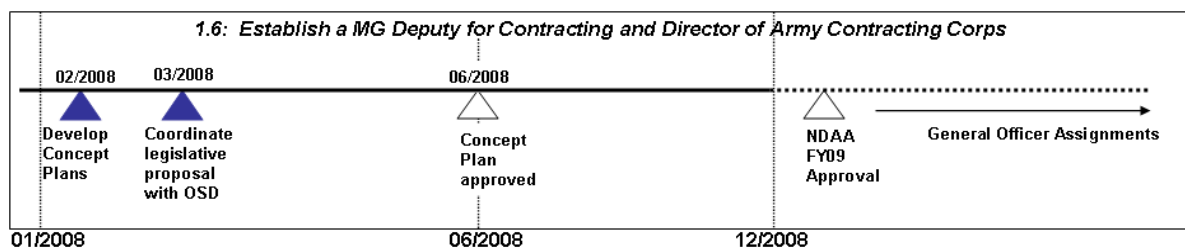
Within the intent of this recommendation the Army is working to consolidate the contracting chain of command. The first phase was the establishment of the ACC which places approximately 70 percent of the Army’s contracting workforce under AMC. The second phase, to be worked by the Director, Acquisition Career Management (DACM), is to further consolidate contracting authorities, and continue to ensure synchronization of workforce development across the Army. An Army staff contracting General Officer position is intended to be filled by one of the five new General Officer positions addressed in recommendation G11/1.5, but not as the Deputy for Contracting and Director of the Army Contracting Corps. The Army has evaluated the need for a separate, centrally managed Contracting Corps and determined that military and civilian contracting personnel will be better served by remaining in the existing Acquisition Corps because it provides a comprehensive framework necessary to provide for their future success. For example, the Army benefits by having Program Managers with contracting experience.

(B) EXCEPTIONS/ALTERNATIVE SOLUTIONS

The Army’s position is that a separate Army Contracting Corps will not benefit the military or civilian contracting community. The DACM will continue to be responsible for management of the entire Army acquisition workforce.

(C) MILESTONES/SCHEDULE

The proposal for five additional Army General Officers was submitted to the Office of Management and Budget (OMB) in March 2008. On 12 May 2008 the Army was informed that this proposal was disapproved by OMB. The Army appeal of this decision was forwarded by OSD to OMB on 20 May 2008.



G13/1.7 Increase the number of military (by 400) and civilian (by 1,000) in the Army contracting workforce, which involves about a 25 percent increase.

(A) ACTIONS TAKEN

The Army strongly supports the recommendation to increase its military and civilian contracting workforce. Army organizations with contracting or contracting related needs were tasked to submit concept plans detailing their civilian requirements to the Deputy Chief of Staff, Army G-3/5/7. As a result, a total of 16 concept plans were submitted by organizations across the Army and DoD. These organizations include the Assistant Secretary of the Army (Acquisition, Logistics and Technology), Deputy Chief of Staff G-3/5/7, U.S. Army Materiel Command (ACC, ECC, ICC, LOGCAP, Acquisition Centers), U.S. Army Corps of Engineers, U.S. Army Intelligence and Security Command, Criminal Investigation (Division) Command, U.S. Army Acquisition Support Center, U.S. Army Training and Doctrine Command, Defense Logistics Agency, and U.S. Special Operations Command. Army forums, co-chaired by AMC and ASA (ALT) as part of ACCP TF analysis, evaluated the 16 concept plans along with military personnel requirements. From these 16 draft concept plans a consolidated Army position to improve management of contracting operations has been developed which, as of 8 May 2008, proposes the addition of 622 military and 1,314 civilian personnel. The concept planning process, once complete, will determine the actual number of military and civilian personnel to be added.

The majority of these new positions will become part of the contracting workforce under the Army Materiel Command (AMC). The 13 March 2008 activation of the ACC places approximately 70% of the Army's contracting structure under AMC. As a result AMC is working closely with ASA (ALT) and the ACCP TF to maximize the number of personnel recruited and retained for contracting positions.

In March 2008, based upon operational experience from theater, the AMC Commander requested that contracting Warrant Officers be added to the force structure to provide additional expertise to execute the contracting mission. The Army instituted contracting training for Logistics Warrant Officers to improve knowledge of contracting processes and prepare these Warrant Officers for potential Contracting Officer Representative duties. To improve recruiting and retention of civilians in certain high cost/high demand areas, AMC requested authority and incentive funding to reduce the turnover and improve retention rates for critical contracting skill sets/expertise.

The ACC will include a one-Star ECC. Each CSB under the ECC will have a multifunctional support cell to enhance contracting operations. Use of multifunctional support teams will increase efficiencies in personnel utilization and support seamless transition during CSB military personnel rotations. Each CSB will have a 10 person civilian support cell consisting of:

- 2 Contract specialists (GS series - 1102)

- 1 Operations contract specialist (GS series - 0346)
- 1 Operations clerk (GS series - 0303)
- 2 Quality Assurance specialists (GS series - 1910)
- 3 Procurement specialists (GS series - 1102)
- 1 LOGCAP planner (GS series 0346)

The Army is establishing an earlier accession point for military contracting officers and non-commissioned officers, in accordance with the Commission's recommendation G14/1.8. This will enable military contracting Soldiers to begin their careers 2-3 years earlier, providing for increased availability of Army contracting personnel and more time to develop and utilize their expertise.

The Army is working with its Reserve Component (RC) Soldiers to implement human capital strategies to more quickly grow its civilian and military contracting workforce. The challenge in fielding RC structure is to get new 51C contracting Soldiers to Level I Accreditation/Certification as rapidly as possible. Those who work contracting in their civilian career are a natural fit. However, a typical RC Soldier who is gaining contracting experience on a part-time basis (not a civilian contracting professional) may require years to reach deployment eligibility [Level I Accreditation/Certification—includes completion of academic requirements and a full 365 days of contracting experience]. In order to bring new RC Soldiers to Level I Accreditation/Certification more quickly, the ACCP TF, in coordination with the USAR and NGB, is working to support requests from the ACC, USACE and DCMA to make 12-month CONUS-based experience and training tours available for RC Soldiers. These positions will help address multiple issues raised by the Gansler Commission:

- No On-the-Job Training (OJT) in Theater: CONUS-based experience and training will enable RC Soldiers to more rapidly attain at least one year of experience making them eligible for overseas deployment; while providing for varied experience to support future expeditionary operations.
- Support to CONUS Supervisors: Supervisors, in support of warfighting operations, are allowing experienced civilian employees to volunteer for deployments without any way to backfill the expertise lost to their CONUS mission. The RC Soldiers will be less experienced but this program will help to offset some of the experience lost, while building the Army's foundational contracting workforce more quickly.
- Faster Growth of Civilian Contracting Workforce: As the Army starts to hire new civilian positions (1102), the RC Soldiers who are doing OJT assignments may gravitate towards full-time civilian employment with the CONUS-based organizations they are supporting. The Army benefits by encouraging RC contracting Soldiers to grow their skills at every opportunity, to include civilian work experience.

(B) EXCEPTIONS/ALTERNATIVE SOLUTIONS

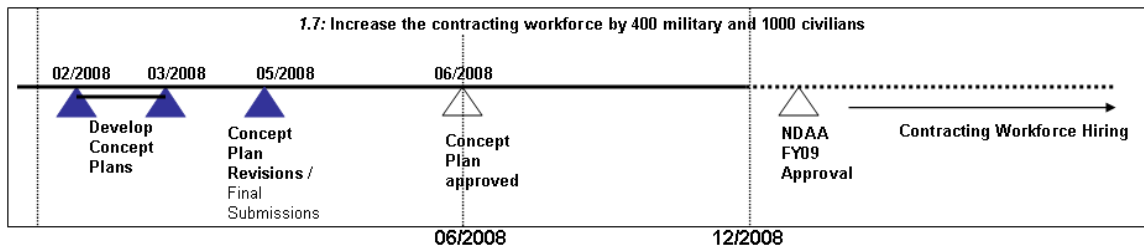
The Army's action for this recommendation is considered an alternative solution because the exact number of military and civilian increases has not been fully vetted. The Gansler Commission recommendation to increase the contracting workforce by 400 military and 1000 civilians was used as a start point from which to initiate in-depth analysis that includes more than just the contracting workforce (51C/1102). For example the Army is proposing increases in its number of criminal investigators to enhance contract oversight and reduce risk of waste, fraud and abuse. Overall the Army has identified and is in the process of vetting 622 military and 1,314 civilian positions to address the management of Army contracting from a holistic view.

(C) MILESTONES/SCHEDULE

Army organizations with contracting or contracting related needs began submitting concept plans detailing their requirements to the Deputy Chief of Staff, Army G-3/5/7 in March 2008. Evaluation of concept plans is ongoing and expected to be complete by 30 June 2008.

The Army is working diligently to develop realistic timelines and execution plans to field as much of this new structure as appropriate in Program Objective Memorandum (POM) 10-15. The ACCP TF will continue follow-on analysis to include the complete assessment of doctrine, training, leader development, organizations, materiel, personnel and facilities to refine contracting requirements in support of the Army's future. The approval of new active component military requirements poses a significant challenge, as they must be resourced within the established end strength ceiling of 547,400, e.g., for every Soldier added to military contracting, a Soldier must be taken from another career field.

Personnel hiring to fill increased Army-wide workforce requirements will occur over a 3-5 year period following concept plan approval. The Army is considering all viable options to address immediate contracting workforce shortages to include the hiring of highly qualified federal civilian retirees.



G14/1.8 Ensure that Army military contracting personnel, both officers and noncommissioned officers/enlisted, start their contracting career earlier.

(A) ACTIONS TAKEN

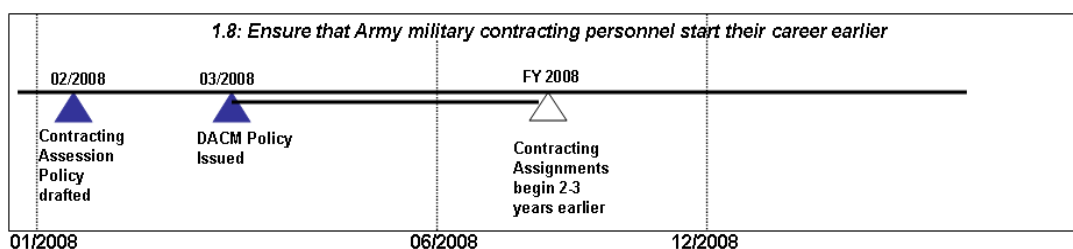
Military assignment policy for accessing both officers and noncommissioned officers earlier was issued by the DACM on 31 March 2008 (Exhibit 7, Director, Army Acquisition Management Policy Memorandum #4). Branch qualification is still a prerequisite for officers, and NCOs will complete the Basic Noncommissioned Officer course prior to their first contracting assignment.

(B) EXCEPTIONS/ALTERNATIVE SOLUTIONS

None

(C) MILESTONES/SCHEDULE

DACM policy memorandum #4 was issued on 31 March 2008.



G15/1.9 Capture expeditionary contracting lessons learned, incorporate them into systemic forums, and provide feedback to the force.

(A) ACTIONS TAKEN

The Army is developing a comprehensive strategy to systematically integrate the collection, analysis, and dissemination of observations, insights, and lessons learned about expeditionary contracting support into its lessons learned processes. This will ensure capturing lessons learned from three different perspectives: the contracting officer, the requiring activity and the contractor. The intent is to analyze the information to determine gaps or changes needed in doctrine, organization, training, materiel, leader development, personnel and/or facilities.

The Acquisition, Logistics and Technology - Integration Office (ALT-IO) is capturing lessons learned by collaborating with the Combined Arms Support Command (CASCOM) to formally interview units as they return from Iraq and Afghanistan and incorporating informal, unit developed tactics, techniques and procedures into interim doctrinal publications, training courses, training guides, user activity handbooks, etc.

A Battlefield Contracting Community of Practice has been established on the Army Knowledge On-Line based Logistics Network (LOGNet) that allows for posting and

real-time sharing of unclassified questions, observations, insights and lessons learned between contracting professionals, training institutions and requiring activities. This effort supplements the Defense Acquisition University (DAU) on-line knowledge center established to support contracting professionals on contingency contracting, contractors accompanying the force, and other relevant topics.

As an example, in April 2008, the 902nd Contingency Contracting Battalion (CCB) conducted exercise training for Soldiers identified for overseas deployment by executing contracting situational lanes utilizing the Battle Command Training Center at Ft. Lewis. This exercise training utilized current battle rhythm and contracting methodology to prepare contracting officers for integration into the Joint Contracting Command – Iraq/Afghanistan (JCC-I/A).

The Army and OSD continue to collaborate on enhancements to the comprehensive and systematic process of collecting, analyzing and disseminating lessons learned to the operational contracting support community.

The Army is continually examining lessons learned to determine topics and classes appropriate for contracting workforce training. The symposium forum has served as a formal method of exchanging ideas and disseminating lessons learned since 2005, emphasizing the “train the trainer” approach to fully leverage lessons learned and best practices.

(B) EXCEPTIONS/ALTERNATIVE SOLUTIONS

None

(C) MILESTONES/SCHEDULE

Actions in support of this recommendation are ongoing. Examples of significant accomplishments include the establishment of the Battlefield Contracting Community of Practice in November 2007 and the Army training symposium for Procuring Contracting Officers and Interns conducted during the week of 21-25 April 2008.

G16/1.10 Establish a separate, centrally managed Contracting Corps (not branch) for Army military and civilian contracting personnel.

(A) ACTIONS TAKEN

The Army has evaluated the need for a separate, centrally managed Contracting Corps and determined that military and civilian contracting personnel will be better served by maintaining the existing Acquisition Corps because it provides a comprehensive framework necessary to provide for their future success. Within the intent of this recommendation the Army is working to consolidate the contracting chain of command. The first phase of consolidation was the establishment of the ACC which places 70 percent of the Army’s contracting workforce under AMC. The second phase, to be worked by the DACM, may further consolidate contracting

authorities, and continue to ensure synchronization of workforce development across the Army. By October 2008, the ACC will include the Logistics Civil Augmentation Program (LOGCAP). The Army is examining the organizational alignment of the existing AMC acquisition centers.

(B) EXCEPTIONS/ALTERNATIVE SOLUTIONS

The Army analysis indicates that, with increases to the generating force, the Acquisition Corps provides the most advantageous framework for the contracting community.

(C) MILESTONES/SCHEDULE

N/A

G17/1.11 Establish a skill identifier and manage military contracting personnel, e.g., “51C” (thus separating contracting professionals as a distinct professional category within the overall acquisition workforce).

(A) ACTIONS TAKEN

The Army is using a distinguishing contracting skill identifier “51C” for officers and noncommissioned officers. The U.S. Army Acquisition Support Center is currently managing military contracting personnel at all stages in their careers using this designation. Use of the 51C designation for contracting allows for improved management by the Army’s Human Resources Command.

(B) EXCEPTIONS/ALTERNATIVE SOLUTIONS

None

(C) MILESTONES/SCHEDULE

Skill identifier for military officers was established in 2007. Improved utilization and tracking of military contracting personnel is ongoing.

G18/1.12 Adequately fund career planning programs, education and training, promotion potential, and contracting internships—all focused to establish an expert workforce skilled in supporting expeditionary operations.

(A) ACTIONS TAKEN

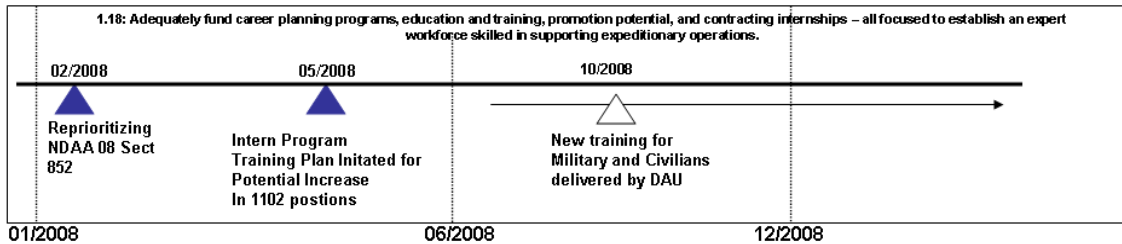
The Army is prioritizing and implementing NDAA 2008 Section 852, DoD Acquisition Workforce funding actions. The Army is evaluating the resource requirements, while revising and updating training plans and working closely with DAU to increase the number of contracting training courses that will be delivered starting in FY 2009.

(B) EXCEPTIONS/ALTERNATIVE SOLUTIONS

None

(C) MILESTONES/SCHEDULE

Actions are ongoing and will be a priority for the ACCP TF.



G19/1.13 Ensure that the expeditionary contracting deployment is not someone's first assignment.

(A) ACTIONS TAKEN

The DACM established Career Guidance Memorandum #4 to restrict military contracting professionals from serving in an expeditionary contracting deployment as an initial contracting assignment.

(B) EXCEPTIONS/ALTERNATIVE SOLUTIONS

None

(C) MILESTONES/SCHEDULE

DACM policy was issued 31 March 2008. New assignments to ACC and ECC are following guidelines that will require training and CONUS experience for 1-2 years before deploying in support of expeditionary operations.

G20/1.14 Create an environment that fosters civilian contracting personnel participation in future expeditionary operations.

(A) ACTIONS TAKEN

The Army is actively engaged in several initiatives to further integrate civilian personnel in expeditionary operations. The Army and OSD are pursuing legislative proposals to address disadvantages that exist with civilian deployments, such as tax relief, health insurance, life insurance, pay cap, and direct-hire authority.

- **Expedited Hiring Authority for Defense Acquisition Positions. (DoD Tracking #297)**

This proposal would give the Secretary of Defense the ability to expedite the hiring process for DoD acquisition positions and addresses the requirements of section 854 of the John Warner National Defense Authorization Act for Fiscal Year 2007 (Public Law 109-364): “Joint Policies on Requirements Definition, Contingency Program Management, and Contingency Contracting.” OSD sent this proposal to OMB for clearance review on 03/21/2008.

- **Optional Life Insurance Election Opportunity for Certain Federal Civilian Employees. (DoD Tracking # 298)**

This proposal would allow civilian employees to purchase additional life insurance when they are deployed in support of contingency operations. Federal employees serving in support of military contingency operations could elect basic Federal Employees’ Group Life Insurance (FEGLI) coverage. It also would allow newly-designated emergency essential employees of the Department of Defense and any Federal employees who are being deployed the right to obtain Option A (standard option) coverage, or obtain or increase Option B (additional) coverage, within 60 days of deployment. During the Global War on Terrorism, the civilian DoD workforce will become more involved in contingency and emergency operations and, thus, placed in harm’s way. OSD sent this proposal to OMB for clearance review on 03/21/2008.

- **Authority to Waive Annual Limitation on Premium Pay and Aggregate Limitation on Pay for Federal Civilian Employees. (DoD Tracking # 300)**

This proposal would provide a 4-year extension (2009, 2010, 2011, and 2012) to the NDAA 2008 provisions that allow Federal civilian employees working in the United States Central Command Area of Responsibility (CENTCOM AOR) during 2008, in support of a military operation or declared emergency, to be eligible to earn a greater amount of premium pay. The proposal establishes the higher level on premium pay as equivalent to the salary of the Vice President, and would allow these employees to receive payments in the calendar year they were earned. These provisions would ensure that Federal employees who work extended premium hours for extended tours in the CENTCOM AOR are compensated for the important work they perform in support of one of the Nation’s highest priorities—prevailing in the Global War on Terrorism, as well as the critical continuation of the reconstruction and stabilization efforts in the CENTCOM AOR. Allowing employees to receive all payments for which they were entitled in the calendar year that they were earned would enable them to invest or earn interest on that income as it is earned, and to file taxes on the income without having those payments deferred to the following calendar year. OSD sent this proposal to OMB for clearance review on 03/21/2008.

- **Additional Actions Taken**

AMC stood up the Deployable Civilian Contracting Cadre (DCCC) in July 2006. The DCCC is a pilot program that offers both retention and relocation incentives for civilian contracting personnel willing to serve in deployable status and deploy to any location worldwide. The program has been successful in providing qualified contracting civilians to augment the Army contingency contracting mission.

To recognize and incentivize civilians who have participated in expeditionary operations, the Deputy Secretary of Defense made the first 14 presentations of a new Global War on Terrorism Medal for Defense Department civilians in ceremonies at the Pentagon on 26 February 2008.

(B) EXCEPTIONS/ALTERNATIVE SOLUTIONS

None

(C) MILESTONES/SCHEDULE

Approval of legislative proposals that support this recommendation is subject to OMB and/or legislative review and approval.

Recommendation 2: Restructure Organization and Restore Responsibility to Facilitate Contracting and Contract Management in Expeditionary and CONUS Operations

The Army responded quickly to the Commission's recommendation to restructure the contracting organization by moving the Army Contracting Agency (ACA) under the Army Materiel Command (AMC) and establishing the Army Contracting Command with two subordinate commands. This restructuring places approximately 70 percent of the Army's contracting resources under AMC.

G21/2.1 Establish a MG Deputy for Contracting and Director of the Contracting Corps and realign the current Deputy Assistant Secretary for Policy as a direct report.

(A) ACTIONS TAKEN

The Army agrees with establishing a General Officer position within the ASA (ALT) as one of the five additional General Officer positions requested in accordance with the recommendation.

(B) EXCEPTIONS/ALTERNATIVE SOLUTIONS

As explained in recommendation G16/1.10, the Army will continue to use the established Acquisition Corps structure to support the acquisition workforce in lieu of a separate Contracting Corps. Under the existing structure the DASA P&P is appropriately placed as a direct report to the ASA (ALT).

(C) MILESTONES/SCHEDULE

The proposal for five additional Army General Officers was submitted to the Office of Management and Budget (OMB) in March 2008. On 12 May 2008 the Army was informed that this proposal was disapproved by OMB. The Army appeal of this decision was forwarded by OSD to OMB on 20 May 2008.

G22/2.2 Establish an Army Contracting Command, commanded by a MG, and realign the current Deputy for Contracting, AMC, as a direct report.

(A) ACTIONS TAKEN

To restore responsibility to facilitate contracting and contract management in expeditionary and U.S. based operations, the Secretary of the Army directed the establishment of a new two-Star ACC as a major subordinate command under the AMC.

(B) EXCEPTIONS/ALTERNATIVE SOLUTIONS

A highly qualified member of the Senior Executive Service (SES) will serve as the Director of the ACC (Provisional) until an appropriately skilled and experienced MG is available to assume command.

(C) MILESTONES/SCHEDULE

The ACC was activated in a provisional status on 13 March 2008. Work to formally approve the ACC (Provisional) concept plan and then resource the new structure is a major priority for the ACCP TF. Formal approval of the ACC concept plan and required resourcing is expected to occur by 30 June 2008. The proposal for five additional Army General Officers was submitted to the Office of Management and Budget (OMB) in March 2008. On 12 May 2008 the Army was informed that this proposal was disapproved by OMB. The Army appeal of this decision was forwarded by OSD to OMB on 20 May 2008.

G23/2.3 Establish an Expeditionary Contracting Command, commanded by a Brigadier General (BG), under the ACC, and create a new SES position as a direct report.

(A) ACTIONS TAKEN

The ACC (Provisional) includes a subordinate one-Star Expeditionary Contracting Command (ECC) focused on contracting support to forward-deployed and forward-stationed forces. The Army is considering reassignment of a SES position from the former Army Contracting Agency to serve as the ECC deputy, with reporting relationship yet to be determined. Deployable expeditionary structure, once approved, is planned for incremental activation from FY09 to FY12 pending ability of Army to adequately resource with trained and experienced personnel.

(B) EXCEPTIONS/ALTERNATIVE SOLUTIONS

None

(C) MILESTONES/SCHEDULE

AMC activated the two-Star ACC as a provisional command with two subordinate one-Star provisional commands on 13 March 2008. Upon approval the ACC concept plan will be fully implemented within 3 years. Deployable contingency contracting structure, once approved, is planned for incremental activation from FY09 to FY12. The proposal for five additional Army General Officers was submitted to the Office of Management and Budget (OMB) in March 2008. On 12 May 2008 the Army was informed that this proposal was disapproved by OMB. The Army appeal of this decision was forwarded by OSD to OMB on 20 May 2008.

G24/2.4 Establish an Installation Contracting Command, commanded by a BG, under the ACC, and realign the current director, ACA, as a direct report.

(A) ACTIONS TAKEN

In addition to the ECC, the ACC also includes a provisional subordinate Installation Contracting Command (ICC). The ICC will focus on contracting support for CONUS installations. In conjunction with the establishment of the ACC and its two subordinate commands, the Secretary of the Army further directed the realignment of the ACA under AMC. The former ACA organization now provides the resource basis for the ICC.

(B) EXCEPTIONS/ALTERNATIVE SOLUTIONS

None

(C) MILESTONE/SCHEDULE

The ACC with two subordinate one-Star commands were provisionally activated by AMC on 13 March 2008.

G25/2.5 Establish a chief of contracting for the Army Corps of Engineers headed by a BG, and supported by a SES deputy.

(A) ACTIONS TAKEN

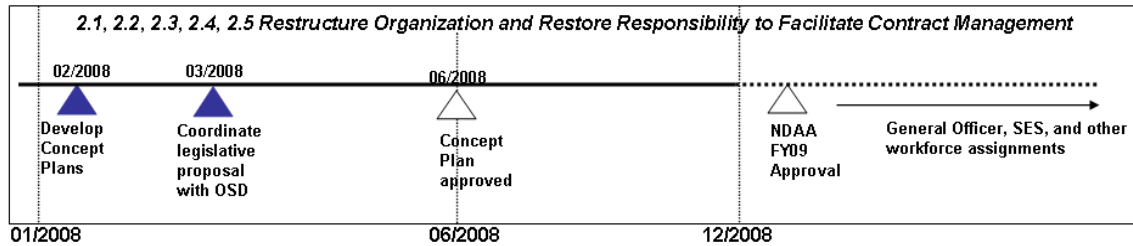
The General Officer requirement for the U.S. Army Corps of Engineers (USACE) was included in the Army's overall request for additional General Officers. Currently USACE has a SES acting as the Director of Contracting for this position. The USACE concept plan establishes a requirement for a two-star or one-star General Officer to serve in the Directorate of Contracting. The intent is to position one General Officer and one member of the SES in USACE. If the two-Star equivalent is an SES, then the one-Star General Officer will be the Deputy and vice versa.

(B) EXCEPTIONS/ALTERNATIVE SOLUTIONS

None

(C) MILESTONES/SCHEDULE

The USACE submitted a concept plan to the Army G-3/5/7 for evaluation on 31 March 2008. Army approval of the USACE concept plan is scheduled to occur in June 2008. The proposal for five additional Army General Officers was submitted to the Office of Management and Budget (OMB) in March 2008. On 12 May 2008 the Army was informed that this proposal was disapproved by OMB. The Army appeal of this decision was forwarded by OSD to OMB on 20 May 2008.



Recommendation 3: Provide Training and Tools for Overall Contracting Activities in Expeditionary Operations

G29/3.1 Train as we fight: Adapt training exercises to stress rapid acquisition, logistics, and contracting in expeditionary operations; include contracting operations and planning requirements in all military exercises.

(A) ACTIONS TAKEN

The Army has continued to modify and expand its leadership education curriculum related to planning and managing Operational Contract Support (OCS), which focuses on expeditionary operations. Sixteen different officer and noncommissioned officer professional military education courses have been added or modified to include familiarization with information on OCS. The Army is also developing a two week resident course to formally train selected staff members (Brigade through Army Service Component Command levels) on how to plan for and manage OCS, and how to develop requirements packages. To improve knowledge gaps in training venues, TRADOC has developed a concept plan to add acquisition personnel to their Combat Training Centers. This new collective training capability will stimulate commanders and their staffs to solve expeditionary related tactical problems, apply emerging doctrine to these tactical situations, and will promote a better appreciation of the challenge of integrating contractor support into military operations.

A listing of the doctrine and training material being developed in support of operational contract support is provided as Exhibit 8, Acquisition, Logistics and Technology Integration Office (ALT/IO) Doctrine & Training Initiatives, dated 1 May, 2008.

(B) EXCEPTIONS/ALTERNATIVE SOLUTIONS

None

(C) MILESTONES/SCHEDULE

Actions are ongoing and will be a priority for the ACCP TF to facilitate continuous improvements across the Army. A pilot of the two week resident course for expeditionary contracting (Operational Contract Support Planning and Management Certification Course) is scheduled for 2nd quarter of FY09. TRADOC's concept plan approval is anticipated to occur in the 3rd quarter of FY08, with initial operating capability in the 4th quarter of FY08.

G30/3.2 Develop and field the contract tools needed for the expeditionary forces (e.g., sample contracts).

(A) ACTIONS TAKEN

The Army worked with OSD to publish and distribute 5,000 copies of a Joint Contingency Contracting (JCC) handbook. This handbook, finalized on 1 February 2008, is a pocket-sized reference book that captures the joint contingency contracting environment and equips contingency contracting officers with the necessary tools for joint service operations. The handbook is currently being incorporated into new training material for the expeditionary/contingency contracting force structure. In addition, a new Soldier Training Publication (STP) specifically designed for the Army's new contracting Non-Commissioned Officer (NCO) was updated on 18 April 2008. Officer foundation standards for contracting officers are currently being drafted.

The Army is evaluating development of a Virtual Contracting Enterprise (VCE) and other tools to aid Army commanders and staff in contract operations. The VCE will provide a repository of sample statements of work, independent government cost estimates, acquisition plans, and other relevant documentation to facilitate requirements development and to accelerate decision making and contract award.

The JCC-I/A recently established policy requiring all contracts over \$25,000 in Iraq to be paid electronically. Contracting and financial management personnel are taking necessary steps to minimize cash operations and introduce the necessary supporting electronic commerce solutions that maximize financial and contract management operation effectiveness. These measures will reduce potential for fraud, and facilitate the development of the post conflict national banking infrastructure.

In the long-term, the Army will evaluate a federated approach to business systems development to determine requirements and solutions for integrated contract and financial management capabilities to support garrison and deployed operations. The scope of the contracting process extends beyond the receipt of goods and services, or payment. Property and supplies obtained through contracts must be properly documented in appropriate property accountability systems. Funds expended on contracts must be correctly accounted for in accounting systems. Financial accountability must be reconciled with the close out of contracts, aligning funding with actual dollars spent and, where appropriate, returning excess funds to current accounts. The goal of our systems and process review is to enhance overall accountability and transparency in reporting of contracted support to Army missions.

(B) EXCEPTIONS/ALTERNATIVE SOLUTIONS

None

(C) MILESTONES/SCHEDULE

A pilot of the two week resident course for expeditionary contracting (Operational Contract Support Planning and Management Certification Course) is scheduled for 2nd quarter of FY09. The officer foundation standards for contracting officers are being drafted with the goal of final publication in July 2008.

Recommendation 4: Obtain Legislative, Regulatory, and Policy Assistance to Enable Contracting Effectiveness in Expeditionary Operations

G34/4.1 Increase General Officer billets for contracting and Joint contracting (with “fencing” for contracting professionals).

(A) ACTIONS TAKEN

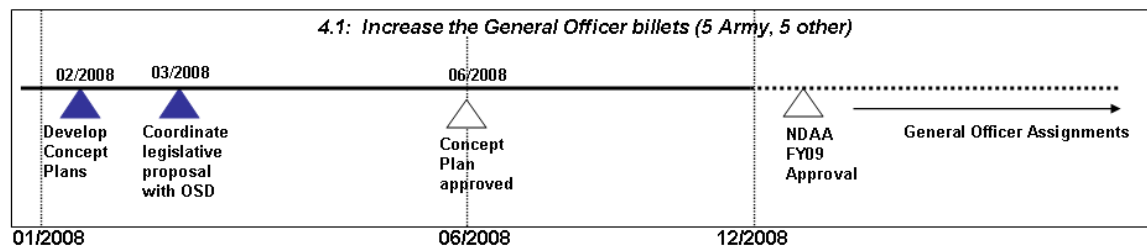
The Army concurs with the Commission’s recommendations to reorganize its contracting workforce and establish five new General Officer positions. We have initiated a legislative proposal seeking authority to increase the number of General Officers in the Active Component by five (from 302 to 307).

(B) EXCEPTIONS/ALTERNATIVE SOLUTIONS

The Army does not intend to “fence” the General Officer billets for contracting because this could limit our ability to pull qualified candidates into the contracting career path.

(C) MILESTONES/SCHEDULE

The proposal for five additional Army General Officers was submitted to the Office of Management and Budget (OMB) in March 2008. On 12 May 2008 the Army was informed that this proposal was disapproved by OMB. The Army appeal of this decision was forwarded by OSD to OMB on 20 May 2008.



G35/4.2 Increase contracting personnel (Army military by 400, Army civilian by 1,000, and 583 to fill DCMA billets for Army support). (This recommendation is identical to G13/1.7. Because the recommendation has both personnel and legislative implications, the Gansler Commission report included the same recommendation in two places.)

(A) ACTIONS TAKEN

The Army strongly supports the recommendation to increase its military and civilian contracting workforce. The Deputy Chief of Staff, Army G-3/5/7, is evaluating concept plans submitted by Army-wide contracting operations.

(B) EXCEPTIONS/ALTERNATIVE SOLUTIONS

With regard to the 583 contracting personnel recommended by the Gansler Commission to address the services contract administration for base, post, camp and station, the Army supports OSD's position that this role is not appropriate for DCMA. The Army is going to address services contract administration through an approach that examines current installation management operations in order to establish and train capability in CONUS that can then be deployed in a "train as we fight" mode. These personnel, once trained, may well serve as the "mayors" for forward operating bases in the Joint warfight. These activities, necessary to run Army installations, are already being executed by Army personnel. The Army's task now is to insure that post-award contract administration for our installations is being conducted effectively and then to grow this as a deployable capability. The number of additional personnel required to support this mission construct has not been determined at this time. The ACC is coordinating with the Army's Installation Management Command and the Assistant Chief of Staff for Installation Management to develop this requirement. The ACCP TF will take their findings and insure coordination of resourcing requirements across the Army staff.

(C) MILESTONES/SCHEDULE

The ACCP TF is leading a detailed analysis of concept plans that affect Army contracting. The estimated date for Army internal approval of the structure requirements is 30 June 2008 which will be submitted for POM 10-15. Follow-on analysis of Army contracting structure and force management needs will continue as part of a complete Doctrinal, Training, Leader Development, Organizational, Materiel, Personnel and Facilities (DTLOM-PF) analysis to be facilitated by the ACCP TF. Army analysis of the post-award contract administration requirement, estimated by the Gansler Commission at 583 personnel, is still in its beginning stages.

G36/4.3 Legislate to provide incentives for civilian contracting personnel to "pre-volunteer" for expeditionary operations.

(A) ACTIONS TAKEN

The Army is assisting OSD with examining this recommendation and identifying areas that might require legislative action. Among areas being considered are changes in life insurance and death gratuity policy, elimination of the pay cap, establishment of tax free status, making medals available for civilians, providing for long-term medical care, and expediting hiring authority.

(B) EXCEPTIONS/ALTERNATIVE SOLUTIONS

None

(C) MILESTONES/SCHEDULE

Proposals forwarded by OSD are subject to OMB approval and congressional action. Implementation is predicated upon approval which is expected to occur in the FY09 NDAA.

G37/4.4 Legislate to pre-position funding flexibility through an adequately resourced contingency operations transfer fund.

(A) ACTIONS TAKEN

Upon a comprehensive review of this recommendation, OSD and Army have concluded that DoD already has the necessary authority to establish a contingency operations transfer fund. While a legislative change is not necessary, the ACCP TF will continue efforts to coordinate an action plan with the Army Comptroller for the policy change needed to maximize the benefits to expeditionary contracting operations.

(B) EXCEPTIONS/ALTERNATIVE SOLUTIONS

None

(C) MILESTONES/SCHEDULE

Review of the Army's use of the existing transfer fund is ongoing and will be dealt with by the ACCP TF in the long range execution plan.

G38/4.5 Legislate to pre-position waivers of small business and U.S. labor provisions, Buy American, Berry Amendment, and Specialty Metals to allow rapid, local buying for expeditionary operations.

(A) ACTIONS TAKEN

OSD has initiated legislative proposals to obtain authority in several areas identified by the Gansler Commission. OSD is seeking changes in bid protest procedures, exceptions to the requirement to buy items from domestic sources, and broader authority to acquire products and services produced in a contingency theater of operations. Army Action Officers have been assigned to the Emergency Contracting FAR Part 18 review team and are available to continue support to DoD efforts for expeditionary contracting process improvements.

The Army supported the DoD's detailed analyses to develop legislative proposals where necessary in response to the Commissions recommendations. Overall the analysis concluded that we do not need legislative authority regarding specialty metals for contingency operations. Analysis on the topic of statutory relief was conducted by the Defense Procurement and Acquisition Policy Emergency Procurement Committee (EPC) concluded that existing statutes may inhibit rapid, local buying for contingency contracting. The EPC also reviewed multiple areas for

possible legislative relief, such as the Small Business Act and U.S. labor provisions which ultimately determined legislation is unnecessary, either because the laws only apply *in* the United States or its outlying areas or because waiving them for domestic emergencies would disrupt other legislation (e.g., the Stafford Act, which is designed to boost a local economy that has been damaged by a natural or other disaster).

OSD processed legislative proposals to provide solutions in areas where adequate authority to effect corrective actions did not already reside with DoD. Proposals covered 1) allowing agencies, during emergency operations, to request the Comptroller General use the express option to decide protests; 2) providing exceptions to the requirement to buy items from domestic sources; and, 3) acquiring products and services produced in a contingency theater of operations. The Army fully supports OSD drafted legislative proposals for improving expeditionary operations.

(B) EXCEPTIONS/ALTERNATIVE SOLUTIONS

None

(C) MILESTONES/SCHEDULE

Legislative proposals forwarded by OSD are subject to OMB approval and Congressional action. Other changes that are within the purview of OSD are being drafted for Defense Federal Acquisition Regulation Supplement (DFARS)/ Procedures, Guidance and Information (PGI) changes to be completed by January 2009.

Conclusion

Army contracting consists of outstanding and talented professionals, yet structure, training, and policy must drastically improve for the Army to successfully execute its contracting workload. That workload, in terms of Army contracting dollars executed each year, has grown more than four-fold since 1992 and more than seven-fold in terms of contract actions processed. While the Army was learning to deal with these contracting workload increases, its contracting workforce was cut nearly in half as part of DoD acquisition workforce cuts prompted by the post-Cold War “Peace Dividend” and Congressionally mandated cuts in the 1990s. The 1990s also saw the Army take cuts across the board in its combat, combat support, and combat service support structure. As part of the military drawdown of the 1990s, the Army made tough calls to prioritize its decreasing military manpower to operational warfighting structure. The resulting cuts in infrastructure support created an environment where Army operational Commanders, as well as Garrison Commanders, have no choice but to rely on contracted support. The resulting increases in Army contracting workload were inevitable, with the situation now exacerbated by the added complexities posed by contracting to support wartime operations overseas and here at home.

Despite resource challenges, the Army has been and continues to be committed to improving its contracting operations, as demonstrated by the Acquisition Transformation Task Force, creation of the Contracting Support Brigades, the Army Field Support Brigades, the stand-up of the Acquisition Logistics and Technology Integration Office, the Army Contracting Task Force, the Army Contracting Campaign Plan Task Force and the stand up of the Army Contracting Command. This report to Congress provides a status on the corrective actions recommended by the Gansler Commission. Once implemented, those actions will enable Army contracting to be agile, expeditionary, responsive, and transformed to support the warfighter through the integration of doctrine, organization, training, materiel, leader development, personnel, and facilities.

To date, the Army has successfully implemented changes with minimal budget impact. Systemic and long-lasting improvements will require a thorough and measured evaluation of all courses of action. The need to address the required force structure shortfalls and workforce development across Army contracting cannot be understated. Increased deployable contingency capability and added structure of uniformed contracting oversight competes for resources within the total Army end-strength. Army leadership will continue having to make tough calls in the prioritization of military manpower. The Army will continue to implement recommendations to achieve the highest return on investment.

List of Abbreviations

This report contains the following abbreviations:

A/USA	Acting Under Secretary of the Army
AAA	U.S. Army Audit Agency
AAE	Army Acquisition Executive
ACA	U.S. Army Contracting Agency
ACC	U.S. Army Contracting Command
ACCP	Army Contracting Campaign Plan
ACCP TF	Army Contracting Campaign Plan Task Force
ACTF	Army Contracting Task Force
AFSB	Army Field Support Brigade
ALT-IO	Acquisition, Logistics and Technology–Integration Office
AMC	U.S. Army Materiel Command
ARCENT	U.S. Army Central Command
ASA (ALT)	Assistant Secretary of the Army (Acquisition, Logistics and Technology)
ASCC	Army Service Component Commander
BG	Brigadier General
CASCOM	Combined Arms Support Command (a TRADOC subordinate command)
CCT	Contingency Contracting Team
CID	Criminal Investigation Division (Army Criminal Investigation Command)
CONUS	Continental United States
CSB	Contracting Support Brigade
CCBn	Contingency Contracting Battalion
DASA(P&P)	Deputy Assistant Secretary of the Army (Policy and Procurement)
DACM	Director, Acquisition Career Management
DAU	Defense Acquisition University
DCMA	Defense Contract Management Agency
DoD	Department of Defense

DoDIG	Department of Defense Inspector General
DTLOM-PF	Doctrinal, Training, Leader Development, Organizational, Materiel-Personnel and Facilities
ECC	Expeditionary Contracting Command
GAO	Government Accountability Office
GOMO	General Officer Management Office
GOSC	General Officer Steering Committee
ICC	Installation Contracting Command
JCC-I/A	Joint Contracting Command – Iraq/Afghanistan
MG	Major General
MILDEP	Military Deputy
NDAA	National Defense Authorization Act
NGB	National Guard Bureau
OCS	Operational Contract Support
OEF	Operation Enduring Freedom
OIF	Operation Iraqi Freedom
OMB	Office of Management and Budget
OSD	Office of the Secretary of Defense
PARC	Principal Assistants Responsible for Contracting
SCCT	Senior Contingency Contracting Team
SecArmy	Secretary of the Army
SES	Senior Executive Service
SIGIR	Special Inspector General for Iraq Reconstruction
TAA	Total Army Analysis
TDA	Table of Distribution and Allowances
TOE	Table of Organization and Equipment
TRADOC	U.S. Army Training and Doctrine Command
USAASC	U.S. Army Acquisition Support Center
USACE	U.S. Army Corps of Engineers
USAR	United States Army Reserve
VCE	Virtual Contracting Enterprise

**Exhibit 1:
Secretary of the Army Memorandum –
Army Gansler Commission Charter**



SECRETARY OF THE ARMY
WASHINGTON

MEMORANDUM FOR ASSISTANT SECRETARY OF THE ARMY
(ACQUISITION, LOGISTICS & TECHNOLOGY)
ASSISTANT SECRETARY OF THE ARMY (FINANCIAL
MANAGEMENT AND COMPTROLLER)
CHIEF OF STAFF, ARMY
GENERAL COUNSEL
DEPUTY UNDER SECRETARY OF THE ARMY
ADMINISTRATIVE ASSISTANT TO THE SECRETARY OF
THE ARMY
DIRECTOR OF THE ARMY STAFF
THE AUDITOR GENERAL
THE INSPECTOR GENERAL
THE JUDGE ADVOCATE GENERAL, ARMY
THE PROVOST MARSHAL GENERAL

SUBJECT: Commission on Army Acquisition and Program Management in Expeditionary Operations

The Army's performance as the DoD Executive Agent with the authority and responsibility for providing acquisition and program management in support of Army expeditionary operations and national objectives is critical. To assist the Army in its execution of this role, I hereby establish a Commission of senior consultants to the Department of the Army.

The "Commission on Army Acquisition and Program Management in Expeditionary Operations" shall be led by the Hon. Jacques Gansler. The Commission shall review the Army's policies, procedures, and operations in this area, and make findings and recommendations as to their effectiveness and compliance with applicable laws and regulations, in accordance with the attached Charter. The Commission shall submit the results of its review, in writing, directly to me within 45 days.

To assist the Commission in discharging its duties and responsibilities, Army organizations, officials, and personnel are directed to cooperate with the Commission's requests for information and assistance. The Administrative Assistant to the Secretary of the Army and Director of the Army Staff shall ensure that the Commission's personnel and administrative support requirements are satisfied. The Commission shall remain in effect until dissolved, in writing, by me.


Pete Geren

Enclosure

CHARTER

Commission on Army Acquisition and Program Management in Expeditionary Operations

Background. 21st Century security needs (such as the current operations in Iraq and Afghanistan) place many different requirements on support of the in-theatre troops than those previously planned for or experienced -- such as the unpredictable and extremely rapid buildup of massive forces; large-scale local procurements; detailed tracking of the extremely large volume of arms and munitions being rapidly built up; and the assurance that all of these rapidly configured, remote activities are being done effectively, efficiently and legally, in an unfamiliar and hostile environment.

Objective. Establish a bipartisan Commission of experienced, senior experts as a subcommittee of the Army Science Board to review the "lessons learned" in recent operations, and make recommendations to assist the Department of the Army in ensuring that future such operations achieve greater effectiveness, efficiency and transparency.

Reporting Chain and Composition. The Commission will report through the Army Science Board to the Secretary of the Army and will be led by the Honorable Jacques Gansler. Colonel George Sears will serve as the Executive Director. The Commission will be composed of senior outside experts with acquisition, logistics, and program management backgrounds.

Scope of Review. The Commission will review the following matters:

- Army acquisition and program management activities in the Central Command (CENTCOM) area of operations;
- Adequacy of organizational alignment of responsibilities for acquisition and program management;
- Adequacy of personnel staffing, in terms of numbers, skills, and training;
- Adequacy of Army's oversight and management authority;
- Responsiveness of Army's acquisition and program management activities;
- Sufficiency of visibility over total assets subject to Army acquisition and program management;
- Sufficiency of controls to prevent, identify, and report criminal actions, waste, and abuse;
- Sufficiency (to include auditability) of budgeting and financial management procedures;
- Sufficiency of extant legislation

Exhibit 2:
Army Contracting Task Force – Operations Order for Assessing Contracting

***** UNCLASSIFIED// <null> *****

Subject: ALARACT 197/2007
Originator: ALARACT RELEASE AUTHORITY(UC)
DTG: 071717Z Sep 07
Precedence: PRIORITY
DAC: General
To: AL ALARACT(UC), ALARACT

UNCLASSIFIED//

THIS MESSAGE HAS BEEN SENT BY THE PENTAGON TELECOMMUNICATIONS CENTER ON BEHALF OF DA WASHINGTON DC//SASA//

SUBJECT: OPERATIONS ORDER FOR ASSESSING CONTRACTING ISSUES ISO THE SECRETARY OF THE ARMY 'S INTERNAL TASK FORCE

THIS ALARACT MESSAGE IS RELEASED ON BEHALF OF THE SECRETARY OF THE ARMY // FOR OFFICIAL USE ONLY//NONE//X1//
MSGID/ORDER/HQDA//
TIMEZONE/Z//
REF/SECRETARY OF THE ARMY (SECARMY) ROUNDTABLE//29 AUGUST 2007//

1. (FOUO) SITUATION. OVERVIEW: ON 30 AUGUST 2007, THE SECARMY ESTABLISHED TWO EFFORTS TO BROADEN THE ARMY'S ONGOING EFFORTS TO ENSURE POLICIES AND PROCEDURES ARE IN PLACE FOR ALL JOINT, EXPEDITIONARY CONTRACTING OPERATIONS IN IRAQ, AFGHANISTAN AND KUWAIT AND BETTER PREPARE THE ARMY FOR ACQUISITION AND LOGISTICAL SUPPORT OF COMBAT OPERATIONS IN THE FUTURE. 1.A. AN ARMY INTERNAL TASK FORCE HAS BEEN ESTABLISHED TO REINFORCE AND IMMEDIATELY ADDRESS EXISTING CONTRACTING ISSUES AND AGGRESSIVELY IMPLEMENT FIXES AS PROBLEMS ARE IDENTIFIED. THE ARMY INTERNAL TASK FORCE WILL TAKE AN INTENSIVE LOOK AT CURRENT OPERATIONS AND IMPLEMENT REFORMS AND CORRECTIONS IMMEDIATELY. BASED ON EARLIER FINDINGS, THE ARMY HAS TAKEN SEVERAL ACTIONS AND WILL CONTINUE TO IMPLEMENT A NUMBER OF RECOMMENDATIONS, INCLUDING TRANSFERRING RESPONSIBILITY FOR PROVIDING CONTRACTING SUPPORT TO KUWAIT FROM ARMY CONTRACTING AGENCY - SOUTHWEST ASIA (ACA-SWA) TO ARMY MATERIEL COMMAND, REVIEWING PAST CONTRACT ACTIONS AND ESTABLISHING REQUIREMENTS AND CONTRACT TEAMS IN KUWAIT BY 30 SEPTEMBER 2007.

1.B. THE ARMY INTERNAL TASK FORCE WILL BE LED BY LTG N. ROSS THOMPSON, MILITARY DEPUTY TO THE ASSISTANT SECRETARY OF THE ARMY FOR ACQUISITION, LOGISTICS, AND TECHNOLOGY, AND MS. KATHRYN CONDON, EXECUTIVE DEPUTY TO THE COMMANDING GENERAL, ARMY MATERIEL COMMAND, AND IT WILL REPORT DIRECTLY TO THE SECRETARY OF THE ARMY .

2. (U) MISSION. EXAMINE CURRENT ARMY OPERATIONS AND FUTURE PLANS FOR PROVIDING CONTRACTING SUPPORT TO CONTINGENCY OR OTHER MILITARY OPERATIONS. ESTABLISH A CONTRACTING OPERATIONS REVIEW TEAM AND REVIEW ALL EXISTING CONTRACTS AWARDED BY ARMY CONTRACTING AGENCY - SOUTHWEST ASIA (ACA-SWA) AND TAKE IMMEDIATE CORRECTIVE ACTIONS AS NECESSARY TO PREVENT ANY FURTHER FRAUD, WASTE, AND ABUSE. REVIEW THE MANAGEMENT OF THE

DELIVERY OF CONTRACTING SUPPORT TO CONTINGENCY OR OTHER MILITARY OPERATIONS BY ASSESSING PERSONNEL STAFFING LEVELS; EFFECTIVENESS OF ORGANIZATIONAL STRUCTURES TO INCLUDE COMMAND AND CONTROL; AND ADEQUACY OF INTERNAL CONTRACTING CONTROLS, OVERSIGHT, ACCOUNTABILITY, AND MANAGEMENT.

3. (U) EXECUTION:

3.A. COMMANDER'S INTENT:

3.A.(1). MEET THE OPERATIONAL CONTRACTING NEEDS OF THE ARMY SERVICE COMPONENT COMMANDER WITH A SINGLE COMMAND AND CONTROL STRUCTURE IN THE CENTCOM AOR.

3.A.(2). CONTINUE TO REINFORCE AND IMMEDIATELY ADDRESS EXISTING CONTRACTING ISSUES AND AGGRESSIVELY IMPLEMENT FIXES AS PROBLEMS ARE IDENTIFIED.

3.A.(3). THE ARMY INTERNAL TASK FORCE WILL WORK CLOSELY WITH THE TASK FORCE ON ARMY ACQUISITION AND PROGRAM MANAGEMENT IN EXPEDITIONARY OPERATIONS, ARMY AUDIT AGENCY, CRIMINAL INVESTIGATION COMMAND (CID) AND THE DEPARTMENT OF DEFENSE INSPECTOR GENERAL.

3.A.(4). COOPERATIVE EFFORT. ALL ARMY ORGANIZATIONS, OFFICIALS, AND PERSONNEL WILL COOPERATE FULLY WITH THE TASK FORCE'S REQUEST FOR INFORMATION AND ASSISTANCE.

3.B. CONCEPT OF OPERATIONS:

3.B.(1). LTG THOMPSON AND MS. CONDON, REPRESENTING THE SECARMY, WILL CO-CHAIR A TASK FORCE TO LOOK AT CURRENT OPERATIONS AND IMPLEMENT REFORMS AND CORRECTIONS EXPEDITIOUSLY. THE ARMY INTERNAL TASK FORCE WILL BE PROVIDED SUPPORT BY THE ARMY COMMANDS (ACOMS) AND DIRECT REPORTING UNITS (DRUS).

3.B.(2). AMC WILL IMMEDIATELY ASSUME OPERATIONAL CONTROL (OPCON) OF ACA-SOUTH WEST ASIA UNDER THE COMMAND AND CONTROL OF THE 408TH CONTRACTING SUPPORT BRIGADE - SOUTH WEST ASIA.

3.C. TASKS:

3.C.(1). ASA(ALT):

3.C.(1).(a). ASA(ALT)/ARMY CONTRACTING AGENCY (ACA) WILL BE PREPARED TO PROVIDE TWENTY (20) CIVILIANS (CIV) TO THE ARMY INTERNAL TASK FORCE TO SUPPORT REVIEW OF CONTRACT FILES IN KUWAIT AND OTHER ARMY LOCATIONS AS DESIGNATED BY THE TASK FORCE.

3.C.(1).(b). ASA(ALT) ICW HUMAN RESOURCES COMMAND WILL IDENTIFY UP TO 20 MILITARY (MIL) CONTRACTING PERSONNEL TO SUPPORT THE ARMY INTERNAL TASK FORCE REVIEW OF CONTRACT FILES IN KUWAIT AND OTHER ARMY LOCATIONS AS DESIGNATED BY THE TASK FORCE.

3.C.(1).(c). ASA(ALT) WILL COORDINATE WITH THE NAVY AND AIR FORCE FOR THE ASSISTANCE OF UP TO 10 MIL CONTRACTING PERSONNEL TO SUPPORT THE ARMY INTERNAL TASK FORCE.

3.C.(1).(d). TRANSFER OPERATIONAL CONTROL (OPCON) OF ACA-SWA TO AMC UPON PUBLICATION OF THIS ORDER.

3.C.(1).(e). ASA(ALT)/ACA WILL SUPPORT AMC IN THE PREPARATION OF A CONCEPT PLAN TO TRANSFER ACA-SWA TO AMC.

3.C.(1).(f). ASA(ALT) WILL HAVE JOB DESCRIPTIONS AND RECRUITING ACTIONS UNDERWAY FOR THE CONTRACTING OPERATIONS REVIEW TEAM BY 30 SEPTEMBER 2007.

3.C.(2). ASA(FM&C): PROVIDE FINANCIAL POLICY AND PROCEDURAL SUPPORT AND APPROPRIATE FUNDING AS REQUIRED TO SUPPORT THE ARMY INTERNAL TASK FORCE AND ITS RECOMMENDATIONS.

3.C.(3). THE ARMY GENERAL COUNSEL: PROVIDE LEGAL SUPPORT AS NECESSARY AND REQUIRED.

3.C.(4). HQDA G-3: BE PREPARED TO PROVIDE AUTHORIZATIONS TO IMPLEMENT THE ARMY INTERNAL TASK FORCE RECOMMENDATIONS AS REQUIRED.

3.C.(5). HQDA G-8: BE PREPARED TO RESOURCE THE ARMY INTERNAL TASK FORCE RECOMMENDATIONS AS REQUIRED.

3.C.(6). US ARMY CRIMINAL INVESTIGATION COMMAND (CID): WORK CLOSELY AND COORDINATE WITH THE ARMY TASK FORCE AS REQUIRED.

3.C.(7). ARMY AUDIT AGENCY: WORK CLOSELY AND COORDINATE WITH THE ARMY TASK FORCE AS REQUIRED.

3.C.(8). ARMY MATERIEL COMMAND:

3.C.(8).(a). ASSUME OPCON OF ACA-SWA.

3.C.(8).(b). ICW ASA(ALT)/ACA, PREPARE CONCEPT PLAN TO TRANSFER ACA-SWA MISSION AND RESOURCES.

3.C.(8).(c). BE PREPARED TO ASSUME THE OCONUS CONTRACTING RESOURCES AND MISSION CURRENTLY PERFORMED BY ACA.

3.C.(8).(d). ACTIVATE THE 408TH CONTRACTING SUPPORT BRIGADE (CSB) - SWA, 409TH CSB-EUROPE, 410TH CSB-AMERICAS, AND THE 902ND CONTINGENCY CONTRACTING BATTALION (CCBN) - FORT LEWIS ON 16 SEPTEMBER 2007. PROVISIONALLY ACTIVATE THE 411TH CSB-PACIFIC ON 16 OCTOBER 2007.

3.C.(9). FORCES COMMAND (FORSCOM): BE PREPARED TO SUPPORT THE ARMY INTERNAL TASK FORCE AS REQUIRED.

3.C.(10). TRAINING AND DOCTRINE COMMAND (TRADOC): BE PREPARED TO SUPPORT THE ARMY INTERNAL TASK FORCE AS REQUIRED.

3.C.(11). DIRECT REPORTING UNITS (DRUS):

3.C.(11).(a). ARMY CORPS OF ENGINEERS: BE PREPARED TO PROVIDE CONTRACTING AND OTHER SUPPORT TO ASSIST THE ARMY TASK FORCE AS REQUIRED.

3.C.(11).(b). MEDCOM: BE PREPARED TO PROVIDE CONTRACTING AND OTHER SUPPORT TO ASSIST THE ARMY TASK FORCE AS REQUIRED.

3.C.(11).(c). OTHER DRUS: BE PREPARED TO PROVIDE CONTRACTING AND OTHER SUPPORT TO ASSIST THE ARMY TASK FORCE AS REQUIRED.

3.C.(12). TASKS TO ARMY STAFF: ARMY STAFF BE PREPARED TO SUPPORT THE ARMY TASK FORCE AS REQUIRED.

3.C.(13). COORDINATING INSTRUCTIONS:

3.C.(13).(a). THE ARMY INTERNAL TASK FORCE IS AUTHORIZED TO COORDINATE WITH THE ARMY STAFF, ACOMS AND DRUS AS NECESSARY.

3.C.(13).(b). THIS OPOD IS SUBJECT TO MODIFICATION/CHANGES/CLARIFICATIONS AS NECESSARY VIA FRAGMENTARY ORDERS (FRAGO).

3.C.(13).(c). ASA(ALT) POC: LTC KEN CARRICK, COMM: 703-697-0356, EMAIL: KENNETH.CARRICK@HQDA.ARMY.MIL.

3.C.(13).(d). ACKNOWLEDGE RECEIPT BY E-MAIL TO POC IN PARA 3.C.(13).(c).

4. (U) SERVICE SUPPORT: TBD.

5. (U) COMMAND AND CONTROL: THE ARMY INTERNAL TASK FORCE IS THE SUPPORTED ORGANIZATION FOR THE REVIEW OF CURRENT AND FUTURE ARMY CONTRACTING OPERATIONS.

EXPIRATION DATE FOR THIS MESSAGE CANNOT BE DETERMINED.

Exhibit 3:
Summary of Audit Agency Reports on Expeditionary Contracting

Subject Area	GAO	AAA	DoDIG	SIGIR
1. Failure to follow long-standing planning guidance and to adequately factor use and role of contractors into planning	Four reports from 2003 to 2007: GAO-03-695 GAO-04-854 GAO-05-201 GAO-07-145			One report in 2006: Lessons Learned Report 2: Contracting and Procurement
2. Inadequate contract oversight and management, including inadequate number of personnel	Six reports from 2004 to 2007 (two also included in subject area 1): GAO-04-854 GAO-05-201 GAO-05-207 GAO-06-1130T GAO-07-145 GAO-07-832T	Six reports from 2005 to 2008: A-2005-0043-ALE A-2006-0022-ALL A-2006-0099-ALL A-2006-0168-ALL A-2007-0104-ALL A-2008-0020-ALL	Two reports in 2006: D-2006-010 D-2006-007	Seven reports from 2006 to 2008: Lessons Learned Report 1: Human Capital Management Lessons Learned Report 3: Program and Project Management SIGIR-08-009 SIGIR-08-010 SIGIR-07-001 SIGIR-06-033 SIGIR-06-011
3. Failure to systematically collect and distribute lessons learned	Two reports from 2004 to 2007 (both also included in subject areas 1 and 2): GAO-04-854 GAO-07-145	One report from 2005 (also included in subject area 2): A-2005-0043-ALE		One report in 2008: SIGIR-08-006
4. Lack of comprehensive training for contract oversight personnel and military Commanders	Seven reports from 1997 to 2007 (five also included in subject areas 1, 2, and 3): GAO/NSIAD-97-63 GAO/NSIAD-00-225 GAO-03-695 GAO-04-854 GAO-05-201 GAO-05-737 GAO-07-145	One report from 2008 (also included in subject areas 2 and 3): A-2008-0020-ALL		

Exhibit 4: Examples of Army Contracting Improvement Initiatives

Examples of self-initiated contracting improvements that the Army has undertaken in the last few years include the following:

2004: Army Contracting Study

The Assistant Secretary of the Army for Acquisition, Logistics and Technology, ASA (ALT), sponsored the Army Contracting Study of 2004, a comprehensive analysis of Army contracting operations. The study group was tasked to (1) determine if the structure of the Army procurement and contracting organization was postured for the current and future environment, (2) review the efficiency and effectiveness of the Army's existing contracting processes, (3) consider the contracting needs of future Army and Joint missions, and (4) recommend the best organizational alignment of the procurement and contracting functions and activities throughout the Army. The ultimate objective of the study was to design a world-class procurement and contracting organization capable of supporting all Army personnel and missions.

The Army Contracting Study echoes many of the same issues, concerns, and systemic shortfalls expressed in the Gansler Commission Report, including concerns regarding the increased reliance upon contracted sources to perform critical mission support, the growth and institutionalization of increased contract mission-support requirements, and a smaller, maturing workforce, that has been reduced by more than 20 percent since the mid-1990s.

2005: Army Contracting Think Tank

In November 2005, the Deputy Assistant Secretary of the Army for Policy and Procurement, DASA (P&P), established the Army Contracting Think Tank to examine many of the same issues later documented by the Gansler Commission and ACTF. The ongoing focus of the Think Tank is to leverage expertise across the Army contracting community and to set the strategic direction for contracting business processes and the workforce. Through senior-level teams, the Think Tank is addressing issues such as the contracting hiring process, strategic sourcing initiatives, and improved methods for overseeing and administering contracts.

Exhibit 5:
Secretary of the Army Memorandum – Army Contracting Command



SECRETARY OF THE ARMY
WASHINGTON

30 JAN 2008

MEMORANDUM FOR

ACTING ASSISTANT SECRETARY OF THE ARMY (ACQUISITION, LOGISTICS AND TECHNOLOGY)
COMMANDING GENERAL, U.S. ARMY MATERIEL COMMAND
DIRECTOR, U.S. ARMY CONTRACTING AGENCY

SUBJECT: Realignment of the U.S. Army Contracting Agency and Establishment of the U. S. Army Contracting Command

1. To improve mission support to our deployed forces and implement the Gansler Commission recommendations on Army Acquisition and Program Management, I direct the realignment of the U.S. Army Contracting Agency (ACA) under the U.S. Army Materiel Command (AMC). I further direct the establishment of the U.S. Army Contracting Command (ACC). The realignment of ACA is effective the date of this memorandum. This realignment will provide a more effective structure through which to execute expeditionary and installation contracting efforts. Within the next 30 days AMC will develop and present for my approval, a concept plan to facilitate the expeditious and orderly transition of ACA and establishment of the ACC.
2. Establishment of the ACC will occur as soon as practicable. Immediately upon realignment, AMC will assume responsibility for the ACA and its missions and functions as described in Headquarters, Department of the Army General Orders No. 6, *Establishment of the United States Army Contracting Agency (ACA)*, dated 26 September 2003, paragraphs 1-9. In conjunction with this transfer of responsibility, the Commanding General, AMC shall establish the ACC to assume these missions and functions. The Army-wide contracting policy and oversight functions described in General Orders No. 6 (2003), paragraph 10, and associated personnel and support resources, shall be realigned under the Office of the Assistant Secretary of the Army (Acquisition, Logistics and Technology) (ASA(ALT)).
3. This realignment will be permanently documented in a formal rescission of General Orders No. 6. The Office of the ASA(ALT) will prepare an Army-wide staff action that will address the transfer of the ACA to AMC. Because of the importance of this action, such formal staffing will be completed expeditiously.


Pete Geren

Exhibit 6:
**Secretary of the Army Memorandum – Army Contracting Campaign
Plan Task Force**



DEPARTMENT OF THE ARMY
WASHINGTON DC 20310

29 FEB 2008

MEMORANDUM FOR SEE DISTRIBUTION

SUBJECT: Army Contracting Campaign Plan (ACCP) Task Force (TF)

The "Commission on Army Acquisition and Program Management in Expeditionary Operations" delivered a report to the United States Army with significant and far-reaching findings and recommendations. Additionally, reports by the Government Accountability Office, the Department of Defense Inspector General, the Criminal Investigation Division Command, and other organizations highlight fraud, waste, abuse and address structural weaknesses and organizational shortcomings throughout the contracting lifecycle in the Continental United States and during expeditionary operations.

At the direction of the Secretary of the Army, I am establishing a Task Force to develop and execute the Army Contracting Campaign Plan (ACCP). Major General George Harris, Assistant Military Deputy to the Assistant Secretary of the Army (Acquisition, Logistics and Technology) will lead the ACCP TF. The ACCP TF's mission is to review the Gansler Commission's report and other Government contracting reports to determine the requirements and resources needed to address the findings and recommendations. Based on its review, and within 90 days of its establishment, the ACCP TF will recommend a long-term execution plan to the Secretary of the Army.

The ACCP TF plan will identify support requirements (personnel, facilities, equipment, contracts, etc.) and develop the "way-ahead" for execution of the ACCP TF mission. Upon approval of the plan, the ACCP TF and all responsible staff elements will execute the plan and conduct monthly status briefings with the Secretary of the Army until plan completion.

To assist the ACCP TF in discharging its duties and responsibilities, affected United States Army organizations, officials, and personnel will cooperate with requests for information and assistance. The Administrative Assistant to the Secretary of the Army and the Director, Army Staff will support ACCP TF personnel and administrative support requirements. The ACCP TF remains in effect until dissolved, in writing, by the undersigned.

A handwritten signature in black ink, appearing to read "Nelson M. Ford".

Nelson M. Ford
Acting Under Secretary of the Army

Exhibit 7:
Director, Army Acquisition Management Policy Memorandum 4



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

SFAE-ACD

MAR 31 2008

MEMORANDUM FOR ARMY ACQUISITION CORPS OFFICERS AND
NONCOMMISSIONED OFFICERS

SUBJECT: Director of Acquisition Career Management Guidance Memorandum #4

The Acquisition, Logistics and Technology (ALT) community continues to transform. With the activation of the Army Contracting Command (ACC (Provisional)), the completion of the Army Contracting Task Force, and the Army Contracting Campaign Plan implementation, we are moving forward with actions required to make the Army Acquisition Corps (AAC) more relevant and ready for the 21st century.

The AAC will begin accessing both officers and noncommissioned officers (NCOs) earlier in their military career. The plan is to access both groups earlier, on average at the five to six year mark of active federal service. Branch qualification is still a prerequisite for officers; NCOs are required to have the Basic Noncommissioned Officer Course completed prior to their first acquisition assignment. Officers should expect their first assignment to be in support of the ACC's expeditionary contracting mission. Both officers and NCOs can expect to attend their respective acquisition training courses enroute to their first contracting assignment.

Upon completion of these courses, both the officer and NCO should expect to remain on station for one year before deploying to support current operations. This will provide the newly accessed acquisition member an opportunity to gain a minimum of one year of vital contracting experience; this does not preclude temporary assignments to Combat Training Centers or support to other regional requirements as dictated by the respective Army Service Component Commands.

The growth of contracting within the AAC will allow us to better support the warfighter and provide a more predictable deployment cycle. I am continually impressed with our ability to meet the multiple demands placed upon the AAC in fighting the war on terrorism.

A handwritten signature in black ink, appearing to read "N. Ross Thompson III".

N. ROSS THOMPSON III
Lieutenant General, GS
Director
Acquisition Career Management

Exhibit 8:
Army Doctrine and Training Initiatives

Acquisition, Logistics and Technology

**Integration Office (ALT/IO)
Doctrine & Training Initiatives**

(1 May 2008)

a. Leadership Training

- FM 4-10 Commander's Guide to Operational Contract Support. This new FM will include information currently found in FM 3-100.21, *Contractors on the Battlefield*, and selected information found in FM 100-10-2, *Contracting Support on the Battlefield*. Initial draft to begin formal staffing by June 08.
- FMI 4-93.42 Contracting Support Brigade: initial draft in staffing, planned completion 2Q FY 09.
- FM 4-93.41 Army Field Support Brigade: Converting from Field Manual Interim (FMI) to FM, revision draft May 08.
- Joint Publication (JP) 4-10 Operational Contract Support. Final draft comments currently being adjudicated.
- General Doctrine Integration Actions. Added, updated and expanded operational contract support related text in numerous FMs and JPs: *Theater Sustainment Command, Sustainment Brigade*, and *Maneuver Enhancement Brigade, COIN, Engineer Operations, Protection*, etc. Expanded text provides operational contract support overview and addresses tactical unit's role planning, requirements development and contract management.
- Office of the Secretary of Defense directed Operational Contract Support Concept of the Operations. Out for formal review 20 April 2008.

b. Individual Training and Leader Education for Non-acquisition Soldiers.

- Contractors Accompanying the Force (CAF) Training Support Packet (TSP). Available via the Reimer Digital Library and LOGNet's Battlefield Contracting website. This TSP is being used as the base-line for many of leader development courses discussed below.
- Contractors Accompanying the Force (CAF) interactive multimedia instruction (IMI). Based on TSP discussed above - available via LOGNet's Battlefield Contracting website.
- Contracting Officer's Representative (COR) Course– 5 days, resident & onsite, taught by Army Logistics Management College (ALMC)
- Performance Work Statements Course – 3 days, taught by ALMC.
- Operational Contracting Support Course – 2 weeks, to be taught by ALMC. Purpose: Train Army brigade through Army service component command level staff officers in operational contract support planning and management. (New effort- resulting from Gansler Commission findings.) Planned implementation 1Q FY09.
- Courses With Imbedded Operational Contract Support Overview: Army War College; all Intermediate Leader Education courses; Sustainment/Logistics Pre-Command Course

(PCC); BCT PCC; Aviation Support Battalion PCC; Theater Logistics Studies Program (one full week); Combined Logistics Captain's Career Course; Multinational Logistics Course; Joint Course on Logistics; Logistics Transformation Course; Transportation WO Career Course.

- Courses that include COR training: all Quartermaster and Ordnance warrant officer basic (WOBC) and advanced (WOAC) courses; 92G ANCOC; Air Defense WOAC.
- Courses Requiring CAF IMI review: QM, TC and OD Basic Officer Leadership Course (BOLC) III, TC BNCOC and ANCOC, OD ANCOC Courses, QM ANCOC for 92Y and 92As.
- Deployed Operations Resource Management Course (DORMC/Ft. Jackson): The course is for officers, NCOs, and civilians who are preparing to deploy and conduct resource management operations. During this two week course, ALT-IO personnel provide instruction on RM support to contingency contracting actions.
- Resource Management Intermediate Level Education (ILE) Course: This three day course covers three functional areas taught by ALT-IO personnel: Introduction to Contingency Contracting, Planning for Contingency Contracting, and Performing Contingency Contracting.

c. Collective Training.

- Logistic Training Exercises (LTXs)/Mission Rehearsal Exercises (MRXs) - USAMC and the ALT-IO have an on-going coordinated effort to support operational contract support injects, leader briefings, etc. in numerous LTXs spell out this acronyms and MRXs. This initiative includes the provision of both LOGCAP and contingency contracting officer observer controllers.
- BCTP/CTC Operational Contract Support Training –There is an on-going TRADOC/ASA (ALT) action to establish a separate ALT Team within BCTP OPS Group Current Operating Environment (COE). This team will give BCTP and the dirt CTCs, as a whole, the capability to provide operational Army units, limited operationally focused training on how to properly plan for and integrate contracted support and other ALT support into military operations. This ALT BCTP/CTC capability will formalize the ad-hoc collective training support currently being provided by USAMC and ALT-IO.

c. Leader Education and Training Publications for Contracting Professionals (Functional Area 51 officers, NCOs with a 51C [contracting] MOS, and DA civilians).

- Army Acquisition Basic Course – 8 weeks, resident, taught by ALMC at Huntsville, AL, campus. Provides Defense Acquisition Workforce Improvement Act (DAWIA) level 1 training in contracting.
- Army Acquisition Intermediate Contracting Course – 4 weeks, resident, taught by ALMC. Provides DAWIA level 2 training in contracting.
- Army Intermediate Contracting Laboratory – 2 weeks, resident, taught by ALMC. (planned implementation 1Q FY09) Provides training in Procurement Desktop-Defense (PD2) software (new training as a result of Gansler Commission findings).
- Logistics Pre-Command Course (LPCC) – a 2-week resident course taught to lieutenant colonels and colonels centrally selected for command in Army Contracting Command (formerly Army Contracting Agency) and Defense Contract Management Agency (DCMA) activities, coordinated by ALMC.
- Soldier's Manual and Trainer's Guide (STP 70-51C34-SM-TG): Designed for MOS 51C Acquisition, Logistics and Technology NCO (skill levels 3 & 4)

- Officer Foundation Standards (OFS): Designed for MOS 51C Acquisition, Logistics and Technology Officers—currently in development.

d. Other Related Efforts.

- LOGNet Battlefield Contracting Community of Practice – Internet-based tool for exchanging knowledge between logisticians in the institutional and operational force. Within this site, The Battlefield Contracting Community of Practice serves as the central repository for tactical requiring activity (e.g. major maneuver and support organizations –BCT through Army Service Component Command) operational contract support knowledge. Topics include requirements determination, field ordering officers (FOO), contracting officer representatives (COR), best practices and lessons learned.
- GTA, Handbooks & Guides:
 - Graphic Training Aid (GTA) card containing contracting terms, organizations, and processes available to all, both online and through Center for Army Lessons Learned (CALL)
 - LOGCAP Customer Handbook: Official draft posted on LOGNet-Battlefield Contracting Website
 - Battlefield COR Guide: Internal draft review completed; submitted to CALL for staffing/prototype printing.
 - Performance Work Statement Writing Guide: Reviewing internal draft.
 - FOO Guide: Internal draft completed and staffing for comments with external agencies.
 - Obtaining Contract Support Guide: Work has commenced: Complete Internal draft by 30 May 2008.
 - Contract Support Planning Guide: Work has commenced: Complete Internal draft by 30 May 2008.

Exhibit 9: Army Scorecard

Army Scorecard: Gansler Commission Recommendations					
G #	Lead	Description of Commission's Recommended Actions	Implementation	Status	Comments
Recommendation Overarching (ARMY Lead): Implement the Commission's Recommendations Rapidly and Measure Success					
1	ACCP TF	Charter a Special Task Force	Initiated	Complete	ACCP TF - Urgent need (Aug 2007 - Feb 2008); ACCP TF - long term Army implementation
2	ACCP TF	Implement key recommendations w/in 6 mo.; all w/in a yr	Initiated	Ongoing	ACCP TF - Urgent actions implemented; now implementing more complex actions that require more time
3	ACCP TF	Review progress periodically with the Commission	Initiated	Ongoing	Conducted 1st 2 Quarterly Updates (1/23 & 5/8/08); follow-on updates every 90 days
Recommendation 1 (ARMY Lead): Increase the Stature, Quantity, and Career Development of Contracting Personnel					
9	ASA(ALT)	Establish "contract planning" (requirements definition) positions	Initiated	In Progress	Initial phase complete. Logistics planners embedded in Kuwait operations; continuing ACCP-TF analysis to expand concept to all Army organizations; Contracting Support Element (CSE) for Army Commands
10	ASA(ALT)	Establish a separate Army Contracting Promotion board	Alternative Solution	Complete	Intent more effectively met w/special instructions to existing Promotion Boards
11	GOMO	Fence the 5 Army General Officer billets to SECAR	Initiated	Complete	Army-level action complete. OMB denied initial request. Army/OSD appeal forwarded to OMB on 5/20/08. Army supporting OSD action in this area
12	ASA(ALT)	Establish a MG Deputy for Cont and Dir of the Army Contracting Corps	Alternative Solution	Complete	Army-level action complete; pending Army/OSD appeal action to OMB for GO billets - See G11; Army needs best met through existing Acquisition Corps which includes contracting
13	ACCP TF	Increase the contracting workforce by 400 military and 1,000 civilians	Initiated	In Progress	622 Mil / 1,314 Civ increase identified (as of: 5/8/08); POM10-15 analysis ongoing to resource
14	USAASC	Ensure that Army mil contracting personnel start their career earlier	Initiated	Complete	Army policy in place to accelerate accession by 2-3 yrs.
15	ALT-IO	Capture expeditionary contracting lessons learned	Initiated	Ongoing	Lessons learned being collected; incorporated in classroom instruction; new/revised doctrine & exercises
16	ASA(ALT)	Establish a separate, centrally managed Contracting Corps	Alternative Solution	Complete	Army needs best met by ensuring contracting expertise shared across all Acquisition Corps disciplines
17	USAASC	Establish a skill identifier and manage military contracting personnel	Initiated	Complete	Established contracting skill identifier "51C" for Officers and NCOs; utilization improvements ongoing
18	ASA(ALT)	Adequately fund contracting career planning, ed & train, and internships	Initiated	In Progress	Sec 852 funding reprioritized; Rqmts for POM 10-15 being evaluated; Increasing contracting Interns
19	USAASC	Ensure that expeditionary contracting deployment is not first assignment	Initiated	Complete	Army policy restricts expeditionary contracting deployment as a first assignment. CONUS training for RC
20	ARMY G1	Change environment to foster civilian participation in expeditionary ops	Initiated	In Progress	Army supporting OSD/OPM legis & policy changes for direct hire auth, life/health insurance, pay cap, medical

Army Scorecard: Gansler Commission Recommendations					
G #	Lead	Description of Commission's Recommended Actions	Implementation	Status	Comments
Recommendation 2 (ARMY Lead): Restructure Organization and Restore Responsibility					
21	ASA(ALT)	Establish a MG Deputy for Contracting and realign the current DASA	Initiated	Complete	Army action complete pending appeal (OSD/OMB) - See G11; realigning DASA P&P with both GO and SES
22	AMC	Establish a 2-Star ACC and realign the current Dep for AMC Contracting	Initiated	In Progress	Provisional Stand-Up of new 2-Star ACC - 3/13/2008; Final approvals expected by 6/30/2008
23	AMC	Establish a 1-Star ECC under the ACC, and create a new SES position	Initiated	In Progress	Provisional Stand-Up of new 1-Star ECC - 3/13/2008; Final approvals expected by 6/30/2008
24	AMC	Establish a 1-Star ICC under the ACC, and realign ACA	Initiated	In Progress	Provisional Stand-Up of new 1-Star ICC - 3/13/2008; Final approvals expected by 6/30/2008
25	USACE	Establish a 1-Star chief of contracting for USACE with a SES deputy	Initiated	Complete	Army action complete; pending appeal to OMB - See G11; USACE contracting SES in place
Recommendation 3 (ARMY Lead): Provide Training and Tools for Overall Contracting Activities in Expeditionary Operations					
29	ALT-IO	Train as we fight: exercise for rapid acq, log & contracting in exped ops	Initiated	In Progress	Urgent Action Complete: 16 courses already updated with Theater contracting lessons learned; incorporating realistic contracting scenarios as part of combat training center and other exercises
30	ALT-IO	Develop and field the contract tools needed for the expeditionary forces	Initiated	In Progress	Urgent Action Complete: Army worked w/OSD - distributed 5,000 Joint Contingency Contracting Handbooks; Continuing efforts to develop automated IT tools to support contracting operations
Recommendation 4 (OSD Lead / ARMY Support): Obtain Legislative, Regulatory and Policy Assistance to Enable Contracting Effectiveness					
34	OSD / ARMY	Increase General Officer billets (5 Army 5 Other)	Initiated	Complete	Army-level action complete. OMB denied initial request. Army/OSD appeal forwarded to OMB on 5/20/08. Army supporting OSD action in this area
35	OSD / ARMY	Increase contracting Workforce (400 Military, 1000 civilians, 583 DCMA)	Initiated	In Progress	Army supporting OSD action in this area
35	OSD / ARMY	Legislate incentives for civilian "pre-volunteers"	Initiated	In Progress	Army supporting OSD action in this area
37	OSD / ARMY	Legislate to pre-position funding flexibility	Initiated	In Progress	Army supporting OSD action in this area
38	OSD / ARMY	Legislate to pre-position waivers	Initiated	In Progress	Army supporting OSD action in this area