



Army Contracting Campaign Plan-Task Force (ACCP-TF) Builds New Vision for Worldwide Army Contracting Operations

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This article describes the initiatives developed by the ACCP-TF and emphasizes significant changes to Army contracting practices. Under the direction of MG George R. Harris, the ACCP-TF provided oversight in addressing the recommendations contained in the Report of the Commission on Army Acquisition and Program Management in Expeditionary Operations (also known as the *Gansler Commission Report*, after Dr. Jacques Gansler, former Under Secretary of Defense for Acquisition, Technology, and Logistics). Subsequent to the report *Urgent Reform Required: Army Expeditionary Contracting* dated October 2007, and the follow-on report of the Army Contracting Task Force, dated March 2008, Under Secretary of the Army Nelson M. Ford established the ACCP-TF with the mission to “review the *Gansler Commission Report* and other government contracting reports to determine the requirements and resources needed to address the findings and recommendations.”

Contractors arrive at the Al Akad station build site, Baghdad, Iraq, to conduct a ground survey and to estimate for the future construction of the Al Akad Iraqi police station. (U.S. Army photo by SGT Daniel Blottenberger, 18th Military Police Brigade.)

The *Gansler Commission Report* contained one overarching recommendation: implement the Commission's recommendations rapidly and measure success. The overarching recommendation contained four supporting recommendations:

- Increase the stature, quantity, and career development of military and civilian contracting personnel (especially for expeditionary operations).
- Restructure organization and restore responsibility to facilitate contracting and contract management in expeditionary and 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.

The four supporting recommendations further included 40 recommended actions to support the Commission's findings. Of the 40 recommended actions, 22 are Army-specific and are central to ACCP-TF efforts. The remaining 18 are DOD initiatives, regulatory or statutory in nature, and require adjudication at higher levels.

Recommendation 1

Increase the stature, quantity, and career development of military and civilian contracting personnel (especially for expeditionary operations). In September 2008, the U.S. House of Representatives passed *Section 503 National Defense Authorization Act (NDAA) for 2009*, which increases Active Component general officer billets from 302 to 307. These five billets are earmarked for acquisition. Army contracting organizations submitted concept support plans, detailing their contracting command requirements to the Army Deputy Chief of Staff (DCS), G-3/-5/-7. Army

staffing of these concept plans documented additional requirements for 648 military and 1,365 civilians.

The Commission recommended that military contracting personnel begin their contracting careers early. Policy changes to accelerate the accession of officers and noncommissioned officers (NCOs)/enlisted by 2-3 years (at the 5-6 year mark) are now in place.

Another Gansler-recommended action was to ensure that expeditionary contracting deployment is not an initial assignment. This recommendation is being implemented through new Army policy that will restrict expeditionary contracting deployment from being a first assignment. The *Goldwater-Nichols Act*, in concert with added Army measures, is working to ensure Army acquisition (and contracting) promotions are commensurate with overall promotion rates.

Recommendation 2

Restructure organization and restore responsibility to facilitate contracting and contract management in expeditionary and CONUS operations. Secretary of the Army Pete Geren directed realignment of the U.S. Army Contracting Agency to the U.S. Army Materiel Command (AMC) and establishment of the U.S. Army Contracting Command (ACC) subordinate to AMC. The ACC (Provisional) was activated on March 13, 2008, and contains two subordinate commands — an Expeditionary Contracting Command focused on contracting support

to forward-deployed and forward-stationed forces, and a Mission and Installation Contracting Command focused on contracting support for CONUS installations.

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Army expeditionary contracting capabilities will grow to 7 Contracting Support Brigades (CSBs), 8 Contingency Contracting Battalions (CCBNs), 14 Senior Contingency Contracting Teams (SCCTs), and 69 Contingency Contracting Teams (CCTs). Additionally,

fielding of 3 CCBNs and 83 SCCTs/CCTs to provide Reserve Component surge capability for operational contracting has begun.

Recommendation 3

Provide training and tools for overall contracting activities in expeditionary operations. This recommendation contains two broad areas: train as we fight and develop and field contract tools. The ACCP-TF emphasized the need to adapt training exercises to stress rapid acquisition, logistics, and contracting in expeditionary operations, and include contracting operations and planning requirements in all military exercises. The Army is successfully modifying the training curricula for expeditionary contracting operations, and the U.S. Army Training and Doctrine Command (TRADOC) has integrated contracted support scenarios into exercises conducted at the U.S. Army National Training Center, Fort Irwin, CA. Curricula addressing contractor roles in expeditionary operations are being

developed at the Officer Advanced Courses, U.S. Army Command and General Staff College, U.S. Army War College, Sergeants Major Academy, and throughout the Defense Acquisition University. The Army is also developing a 2-week resident course to formally train selected staff members in the brigade through Army service component command levels on how to plan for and manage operational contract support (OCS) and how to develop requirements packages. The initial OCS Planning and Management Certification Course is scheduled for the 2nd quarter of FY09.

Training is key. TRADOC is working to incorporate wartime contracting lessons learned into training at the combat training centers. Sixteen professional military education courses now contain new or enhanced expeditionary contracting subject matter, and additional courses are being examined for opportunities to insert topics related to expeditionary contracting. The Army is also working hard to develop and field the contract tools needed for expeditionary forces. The Army has partnered with the Office of the Secretary of Defense (OSD) to publish and distribute a Joint Contingency Contracting (JCC) handbook. This pocket-sized reference addresses the JCC environment and equips contingency contracting officers with vital information for Joint service operations.

Additional training guidance tailored for new contracting officers and NCOs is also being published.

The Task Force is working with AMC to field the Virtual Contracting Enterprise (VCE) and implement

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SFC Robert Roach, water operations NCO, 76th Brigade Special Troops Battalion, and contractors from Kellogg, Brown, and Root (KBR), wench a new, high-capacity, multistage centrifugal water pump into place at the Al Qayyarah pump house at the Tigris River Nov. 5, 2008, as part of a massive, joint project overseen by the 16th Sustainment Brigade (SB) to build water infrastructure in the drought-prone Ninawa region in northern Iraq. (U.S. Army photo by SGT Keith Anderson, 16th SB.)

“paperless” contracting operations. The VCE will serve as the Army’s interim automatic contracting support tool until a new automated procurement system can be developed and fielded. The VCE is not a contract writing system, but it will enhance current contracting operations until our vision for an Army-enterprise system that supports full cradle-to-grave contracting operations can be realized. The goal for Army contracting activities is to complete their transitions not later than their VCE implementation date (projected for completion by 2012).

Key to our future success is an ACCP-TF initiative to develop an automated

Army/defense procurement (contract writing system), or “acquisition pipeline,” to fully address needs of both the warfighter and the contracting professional in cradle-to-grave management of our contracted support. When fully implemented, this tool will support the Army’s Enterprise Resource Planning System through improved capabilities for requirements development and management of procurement processes that will benefit from improved oversight, visibility, traceability, and accountability throughout the contracting life cycle.

Recommendation 4

Obtain legislative, regulatory, and policy assistance to enable contracting effectiveness in expeditionary operations. The following topics briefly describe the Commission’s recommended actions and OSD accomplishments. Enactment of *NDAA FY09* provided for:

- Expedited hiring authority for defense acquisition positions — Provides the Secretary of Defense the ability to expedite hiring processes for DOD acquisition positions.
- Optional life insurance election opportunity for certain federal civilian employees — Allows employees to purchase additional life insurance when deployed in support of contingency operations, and allows newly designated DOD emergency-essential employees and any federal employees the right to obtain Option A or obtain/increase Option B coverage within 60 days of deployment.
- Waive annual limitation on premium pay and aggregate limitation on pay for federal civilian employees — Provides a 4-year extension (2009-2012) to the *NDAA 2008* provisions that allow federal civilian employees in the U.S. Army Central Command area of responsibility (CENTCOM AOR) during 2008 in support of military operations or declared emergencies to be eligible for an

increased amount of premium pay, and to receive these payments in the same calendar year earned. The following incentives were authorized and implemented prior to *NDAA 2009* enactment:

- ◆ In September 2007, DOD issued guidance that DOD civilian employees who are injured, wounded, ill, or who incur diseases while deployed in support of hostilities overseas are eligible for medical treatment in military facilities. They 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 needed. There is no "combat zone" or "war clause" exclusion for workers compensation eligibility.
- ◆ The Global War on Terrorism Civilian Service Medal was

- approved in August 2007. This theater award recognizes the contributions and accomplishments of DOD civilians who performed duties in direct support of the Armed Forces.
- ◆ Personal vehicle storage — Provides authority for federal employees to store a personal vehicle while deployed by means of a temporary change of station.
- ◆ Quarters and lodging — Provides authority to pay quarters and lodging costs for federal employees deployed by means of a temporary change of station.
- ◆ Relocation expenses following death — Provides authority to pay relocation expenses for family members to enable return to their former home following the death of a federal employee in the CENTCOM AOR.
- ◆ Death gratuity — 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.
- ◆ Increased danger pay and foreign post (hardship) differential rates — Provides authority to increase the maximum rates for danger pay and foreign post differential for federal civilians from 25 percent of salary to 35 percent and includes Afghanistan and Iraq.
- ◆ Foreign service benefits — Provides authority to grant federal civilians serving in Iraq and Afghanistan certain foreign service gratuities, benefits, and allowances, such as death gratuity equivalent to 1-year's salary, travel and transportation, and relocation expenses in the event



The ACCP-TF provided oversight in addressing recommendations to improve Army contracting practices. Here, SGT Noel Watson and SGT Dennis Palmer, 1067th Transportation Co., Pennsylvania Army National Guard, review final details of a convoy briefing with a Northrop Grumman contractor prior to a Combat Logistics Patrol at the National Training Center, Fort Irwin. (U.S. Army photo.)



Employees operate a laundry facility in the theater of operations under KBR's current Logistics Civil Augmentation Program contract. (U.S. Army photo.)

of death. Transportation for home leave (increased accrual rates) and periods of rest and recuperation are not to exceed 20 workdays during any 12 consecutive months.

- ◆ Uniform Code of Military Justice (UCMJ) expanded coverage — 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.

Other language of *NDAA 2009* reads, “Pre-position waivers of small business

and U.S. labor provisions, [the] *Buy American [Act]*, *Berry Amendment*, and specialty metals allow rapid, local buying for expeditionary operations.” OSD has submitted three proposals regarding this that are still under consideration:

- Authority to acquire products and services produced in a contingency theater of operations outside the United States that would support military or stability operations taking place in that contingency theater of operations.
- Express option for deciding protest of contracts/task and delivery orders in support of emergency operations, which

requires the Comptroller General to expeditiously adjudicate such protests on contracts/task and delivery orders made in support of emergency operations.

- Exceptions for national security and emergency operations that would create a national security exception to the requirement that DOD procure food, clothing, tents, fabrics, and hand or measuring tools from American producers. This provides the flexibility required to better fulfill needs that directly support emergency operations without a *Berry Amendment* waiver. The OSD will continue to pursue the legislative approval of these proposals.

In summary, the ACCP-TF has considered and addressed all recommendations contained in the *Gansler Commission Report*. Complete implementation will be accomplished over a period of time because of Program Objective Memorandum and budgetary cycles, human resources workload, and the lack of institutional capacity to quickly accommodate the requisite training and development for newly hired personnel. The mandate of the ACCP-TF has been met, and the ACCP-TF concluded its efforts in December 2008. The Assistant Secretary of the Army for Acquisition, Logistics, and Technology (ASAALT) leadership will continue to provide the support, structure, and oversight needed to ensure a premier contracting workforce. Our Soldiers and our Nation deserve nothing less.

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