

Qualified Expert supporting the Army major and support commands and PEOs. For a complete listing of the Army's *Section 852* efforts, visit <http://asc.army.mil/career/programs/852/default.cfm>.

### Commissioned Officer Career Development

On Feb. 1, 2010, the Army published the new *Department of the Army Pamphlet 600-3, Commissioned Officer Development and Career Management*. The pamphlet outlines officer development and career management programs for each of the Army's career branches and functional areas. The full text can be found at [http://www.army.mil/usapa/epubs/pdf/p600\\_3.pdf](http://www.army.mil/usapa/epubs/pdf/p600_3.pdf). Information on the U.S. Army Acquisition Corps (AAC) can be found in *Chapter 42*.

### 2009 Competitive Development Group/Army Acquisition Fellowship (CDG/AAF) Program Orientation and Graduation

With the theme "Developing Our Next Generation of Leaders," the CDG/AAF Program held its annual orientation, graduation, and training in Nashville, TN, Feb. 22-24, 2010. The program, designed to develop future acquisition leaders, provides board-selected fellows with training that might not otherwise be available to them, such as executive leadership education, experiential, and other career development opportunities, including developmental assignments in the AAC. Orientation activities for the fellows included a senior leaders panel, a panel of current and former project managers and CDG/AAF fellows who gave firsthand program insight, and other speakers who explained the program's benefits. The event culminated with a graduation dinner where Eric Edwards, Executive Director, Integrated Materiel Management Center, U.S. Army Aviation and Missile Command, was the honored guest speaker. Edwards congratulated the current and graduating fellows and advised them to strike a good balance between family and work for a successful career and a fulfilling life. If you are interested in applying to the CDG/AAF Program for the 2011 Year Group, please contact Chandra Evans-Mitchell at (703) 805-1247/DSN 655-1247 or [chandra.evansmitchel@us.army.mil](mailto:chandra.evansmitchel@us.army.mil).

### AAC Annual Awards Call for Nominations

It's that time of year again where we call for nominations for the AAC Awards. It's vitally important that we recognize those among us who have distinguished themselves by going beyond expectations and simultaneously making the AL&T Workforce an even more professional and positive influence for the Army, as well as a great example of acquisition excellence for the American people. For information on nomination deadlines and windows, please see the inside back cover of this issue.

**Craig A. Spisak**

Director, U.S. Army  
Acquisition Support Center

## Contracting Community Highlights



I have had many opportunities to speak to the contracting community during the past year and have come away with three distinct conclusions. The first is the absolute professionalism of the contracting workforce personnel and their desire to do their jobs with integrity, ingenuity, innovation, and diligence.

The second conclusion is the commitment of contracting professionals to invest time and effort to continue honing their skills, progress their professional development, and initiate change and improve the timely communication of new and ever-changing policies and procedures. This is no small effort given the magnitude of the workload. The third conclusion is the continual pursuit of excellence—having an attitude of: What can we do better and what are the obstacles to be surmounted? At the end of my presentations, I usually include a section about Hot Button Issues. These are the issues (obstacles) that keep me awake at night—the issues that are not readily resolved, but must receive persistent scrutiny and awareness. I want to use this forum to share with you the following Hot Button Issues that are high on my 2010 list, but are not in priority order nor all inclusive.

- Aggressively promote full and open competition. The Presidential Memo of March 4, 2009, directed fewer cost-type contracts, necessitated full justification for any noncompetitive contracts, required the choice of contract types to minimize risk and maximize value to the government, and obliged clarification for when governmental outsourcing for services is, and is not, appropriate. Office of Manpower and Budget (OMB) guidance on Phase I dated July 29, 2009, and Phase II dated Oct. 27, 2009, requires agencies to develop a plan to save 7 percent of baseline contract spending by the end of FY11. The OMB Phase II Memo provides guidelines for increasing competition and structuring contracts for the best results and lists three key questions to be applied to each contracting action. Metrics show that we are increasing competition: 64 percent of every contract dollar was competitively awarded in FY07, 65.4 percent in FY08, and 67 percent in FY09.
- Increased Procurement Management Review (PMR) program oversight. While this venue has proven to be successful, we are looking for ways to improve the outcomes. In 2009, we conducted 17 reviews and have scheduled 14 more for 2010. We are currently hiring for the PMR teams and continuing our focus on areas of management oversight, electronic data management, template use, and workforce training/education.

- Upward trend of Government Accountability Office (GAO) protests. Increased contracting workload has brought concomitant increased GAO audit activity. In FY08, only one protest out of 464 was sustained and, in FY09, seven out of 540 protests were sustained. The PMR program will be a venue to explore lessons learned in these situations.

I will address more Hot Button issues in future articles as we add to our portfolio. In the interim, I appreciate your continued commitment and support to our warfighters throughout the world.

### Edward M. Harrington

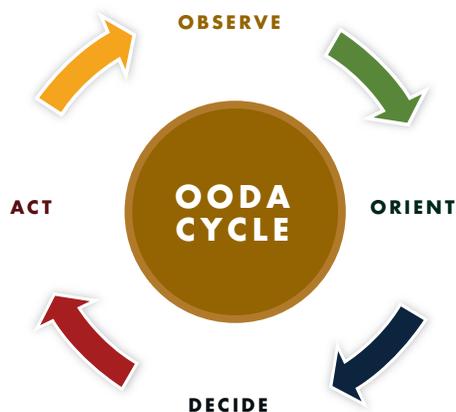
Deputy Assistant Secretary of the Army (Procurement)

## An Integrated Approach to Contracting Support

*LTC William Bailey*

Contracting support can be used along a continuum of support, ranging from reactive organizations to proactive organizations. Organizations that use contracting as a source of supply and services are forced into a reactive mode of simply filling requests per the unit's requirements. Units that use contracting officers (KOs) as key elements of their staff change the contracting office into a proactive organization that integrates contracting into the operational mission. These organizations consider the KO almost as a special staff member who advises the commander and conducts planning with logisticians, resource managers, and engineers to ensure that the commander can meet mission goals and achieve the final end state.

On Jan. 30, 2008, the U.S. Army Contracting Command was established, which further changed the Army's acquisition support structure by removing the authorizations for KOs and non-commissioned officers from operational units and consolidated



those positions in Contracting Support Brigades, Contingency Contracting Battalions (Bns), Senior Contingency Contracting Teams, and Contingency Contracting Teams (CCTs). This separation supports the independent procurement authority, but it was not intended to separate the bond between the contracting forces and the operational units. These elements are the Army's building blocks for a comprehensive contracting support plan. In Iraq and Afghanistan, the Army has deployed a few CCTs from both the Active Army and National Guard; however, the vast majority of KOs from all services are individual augmentees. This method of creating a contracting support structure using augmentees from all of the services presents some unique challenges and opportunities.

One of the major challenges is the integration of KOs into the planning and decision cycles of the units that they support. In many ways, the KO has to serve as a liaison between the supported unit and the contracting office. In doing so, the KO must first understand that integrating into the unit's structure is a key element of being a successful KO. KOs can no longer simply wait at the contracting office for the requirements packages to arrive. They must actively engage the unit and insert themselves into the unit's planning processes to understand the intent or purpose behind the requirements and the unit's desired end state. This knowledge will help acquisition planning before the requirements package arrives at the contracting office.

### Observe-Orient-Decide-Act (OODA) Cycle

One method described in *FM 6.0 Appendix A, The OODA Cycle* (see figure), can help KOs model their approach. The *Observe Phase* is when the commander or key leader observes the situation and collects information. The KO should be doing the same by focusing on the unit's operational environment, the enemy situation, unit posture, and the contractor's ability to support the unit. In the *Orient Phase*, the commander gains situational awareness and learns the common operating picture (COP). During COP development, the KO will inject contracting support realities to the staff, ensuring that they have an appreciation of the challenges that local-national and third-country providers will have in supporting any operation. This requires that KOs have a keen understanding of the business and cultural environment in which they are operating. They must understand the limitations of the transportation network, the availability of air hubs for moving supplies in and out, and the skills and availability of the labor force to provide services and construction support. They then provide the staff a detailed assessment of the contracted support from U.S., local-national, and third-country national providers. KOs should be able to provide rough time lines for construction, services, and commodity acquisitions. These timelines and assessments can be used by the staff in developing the COP that will help manage expectations on what contracting can do and how long it will take.

When the commander moves into the *Decide Phase*, his/her decision will be based on staff estimates that the KO provided and influenced in the previous phase. The plan is set

into motion within the *Act Phase*. The KO must expect that actions on the ground will cause the plan to change and must be ready to assist the staff in executing the branches and sequels that they have developed. Having the KO linked with the staff allows him/her to be a conduit of information. The KO receives information from the operational units on the status of support, much of which is provided by the KO's representative, and provides input to the operational unit. Often, the contractors have a better situational understanding of what is happening in a given area than the units operating there. They are operating on the roads and in the villages, interacting with the locals, and often have valuable intelligence information that the KO can relay to the operational unit. The KO uses the information from the unit and the contractors and begins the OODA cycle again. This is an ongoing process that enables commanders and staff to formulate plans and make decisions. If KOs can integrate into the staff and influence the OODA cycle, they can ensure that contracting support can truly enable the commander's mission goals rather than simply being a source of supply and services.

KOs, by doctrine, are the business advisors to the commander. They must also be the experts on the requirements vetting process and provide advice to the commander and staff on this process. Additionally, KOs must learn the craft of the logisticians, understand the financial/resource management processes, and have a basic understanding of the processes engineers use to develop their projects. Using this knowledge with their contracting technical skills, KOs can become an important and critical piece in the operational staff planning and enable the commander to use the contracting assets on the battlefield as force multipliers.

*LTC William Bailey is the Commander, 902nd Contingency Contracting Bn. He is currently deployed as the Chief of Operations for the Principal Assistant Responsible for Contracting-Afghanistan. Bailey holds a B.S. in business administration from California State Polytechnic University, an M.S. in acquisition and contract management from the Florida Institute of Technology, and a master of public administration from Old Dominion University. He is Level III certified in contracting and is a U.S. Army Acquisition Corps member.*

## CECOM Contracting Center Continues BRAC Move

*Debra Abbruzzese, Deborah Gilligan, and Ann M. Calvin*

On Sept. 15, 2005, then-President George W. Bush signed a letter addressed to Honorable Anthony J. Principi, Chairman of the Defense Base Realignment and Closure (BRAC) Commission, giving his approval of the commission's recommendations to address the *BRAC Act of 1990, Public Law 101-510*. On Nov. 9, 2005, BRAC

recommendations became law. Accordingly, Fort Monmouth, NJ, will close no later than Sept. 15, 2011, requiring the U.S. Army Communications-Electronics Command (CECOM) Contracting Center to relocate to Aberdeen Proving Ground (APG), MD.

Under the leadership of Executive Director Edward G. Elgart, the CECOM Contracting Center provides advanced command, control, communications, computers, intelligence, surveillance, and reconnaissance (C4ISR) capabilities to our warfighters, keeping them resilient, effective, and safe. In August 2008, the center sent an advanced team of 20 volunteers ranging from GS-12 to -15 (or broad/pay band equivalent) to APG. Throughout the year, members of the workforce continued to voluntarily transfer early, thus expanding the contracting workforce at APG while diminishing it at Fort Monmouth.

Through open continuous job announcements, the Contracting Center has been successful in expanding its APG workforce. The organization has made great strides in hiring interns, senior specialists, and supervisors from outside the government, as well as other federal agencies. However, it has been a challenge to obtain experienced contracting officers, resulting in employees being tasked beyond their normal significant duties and responsibilities. Those individuals who transferred from Fort Monmouth are invaluable assets at APG since they understand CECOM's core customers and commodities as well as the center's policies and procedures. Hence, they play an integral part in training the new employees joining the APG workforce to maintain our mission with minimal disruption.

Through collaboration and innovative ideas, successful transition of workload continues between New Jersey and Maryland. Although approximately one-third of the workforce remains at Fort Monmouth, the sector chiefs have established a philosophy that fosters knowledge sharing by operating on a split-base level. Fort Monmouth supervisors have been teamed with employees at APG to transfer the resident knowledge housed in New Jersey. By providing strategic direction, 24,770 actions valued at \$15.4 billion were awarded in FY09. The total award value of \$15.4 billion is the second highest in command history. Remarkably, this was accomplished as the organization embraced a tumultuous period of physical relocation from New Jersey to Maryland and had a workforce with 47 percent of its employees having less than 5 years of experience. Although the organization was in a state of extreme flux since the BRAC announcement, the total dollars awarded have been greater than any other years in the command's history, with a remarkable \$16.8 billion in FY08 and \$15.4 billion in FY09.

Even though the transition has its challenges, the light at the end of the tunnel is in sight. Our focus is to stay on track and retain a positive work atmosphere. The end state is near and center employees continue to maintain flexibility and a

willingness to work outside the normal working environment. The transition from New Jersey to Maryland has, and still is, a seamless transition and a work in progress. Because of the cohesiveness of operating at a split-base level, the CECOM Contracting Center has been successful in meeting its mission.

*Debra Abbruzzese is a CECOM Contracting Center Sector Chief. She holds a B.S. in business/Spanish from Albright College and an M.B.A. from the University of Hartford. Abbruzzese is certified Level III in contracting and Level I in program management.*

*Deborah Gilligan is a CECOM Contracting Center Sector Chief. She holds both a B.A. in business administration and an M.B.A. from Monmouth University. Gilligan is certified Level III in contracting, Level II in program management, and Level I in logistics.*

*Ann M. Calvin is a Procurement Analyst in the Policy Branch at the CECOM Contracting Center. She holds both an A.A. in business administration and a B.A. in business administration with a concentration in management from Saint Leo University and a master of public administration with a concentration in management from Troy State University. Calvin is Level III certified in contracting and a member of the National Contract Management Association.*

### **Defense Federal Acquisition Regulation Supplement (DFARS) Cases Stemming From the WSAR Act of 2009**

*Ann Budd*

On May 22, 2009, the *Weapons Systems Acquisition Reform (WSAR) Act of 2009, Public Law 111-23*, was signed. Two sections of the act—*Section 202, Acquisition Strategies to Ensure Competition Throughout the Lifecycle of Major Defense Acquisition Programs [MDAPs]*, and *Section 207, Organizational Conflicts of Interest in Major Defense Acquisition Programs*—required the initiation of two DFARS cases. The content of these cases is discussed in this article.

*DFARS Case 2009-D014* was initiated to implement *Section 202 of the WSAR Act*. This section directs that the Secretary of Defense (SECDEF) ensure that the acquisition strategy for each MDAP included measures to guarantee competition at the prime contract and subcontract level of the MDAP throughout its life cycle, as a means to improve contractor performance and adequate documentation of the rationale for selection of the subcontractor tier or tiers. It also outlines the measures to ensure such competition. Furthermore, it requires the SECDEF to take specific actions to ensure fair and objective “make or buy” decisions by prime contractors on MDAPs, and, when a decision regarding the source of repair results in a plan to award

a contract for performance of maintenance and sustainment of a major weapon system, to ensure that the resultant contract is awarded on a competitive basis with full consideration of all sources. An interim rule was prepared with a request for comments. The interim rule outlines a new *DFARS Subpart 207.10, Additional Requirements for Major Systems*. In January 2010, the *Defense Acquisition Regulations (DAR) Council* was informed that the case had cleared the Office of Management and Budget (OMB) review process and the *DAR* staff was preparing the case for publication in the *Federal Register*. Since the requirements are statutorily mandated, the rule will be implemented upon publication, and comments will be addressed and discussed by the *DAR* Council before the approval to publish a final rule is made.

The second *DFARS* case, *2009-D015*, initiated to implement *Section 207 of the WSAR Act*, requires revisions to the *DFARS* to “provide uniform guidance and tightening of existing requirements for organizational conflicts of interest by contractors in MDAPs.” The statute specifies the minimum requirements to be incorporated into the regulation and requires that the case developers consult with the Panel on Contracting Integrity to ensure that its recommendations were considered during the case development. The panel recommendations were due to the SECDEF within 90 days following the enactment of the *WSAR Act*. In addition, the findings and recommendations of the Administrator of the Office of Federal Procurement Policy and the Director of the Office of Government Ethics, pursuant to *National Defense Authorization Act for Fiscal Year 2009 Section 841(b), Review of Federal Acquisition Regulation Relating to Conflicts of Interest*, were also required to be reviewed and considered in the development of this case. This case has resulted in the preparation of a proposed rule with request for comments. In January 2010, the *DAR* Council agreed to a draft proposed rule and the *DAR* case manager will process it through the review process at OMB. Since it will be published as a proposed rule with request for comments, it will not require implementation until the comments have been received and addressed, and the rule has been revised accordingly and approved by the *DAR* Council for processing and publishing as an interim rule.

The rules that result from both of the above cases will be published in the *Federal Register* at a future date. For updates on these *DFARS* cases, please visit <http://www.gpoaccess.gov/fr/index.html> and browse the table of contents. The *DFARS* rules included in these cases will be published under DOD.

*Ann Budd is assigned to the Office of the Deputy Assistant Secretary of the Army for Procurement by the U.S. Army Contracting Command and is a DAR Council member. She holds a B.S. in business administration from Mary Washington College, an M.B.A. from Strayer University, and an M.S. in national resource strategy from the National Defense University. Budd is certified Level III in contracting and Level II in program management and is a U.S. Army Acquisition Corps member.*