



## CONTRACTOR SUPPORT OF U.S. OPERATIONS IN THE USCENTCOM AREA OF RESPONSIBILITY, IRAQ, AND AFGHANISTAN

**BACKGROUND:** This update reports DoD contractor personnel numbers in theater and outlines DoD efforts to improve management of contractors accompanying U.S. forces. It covers DoD contractor personnel deployed in Iraq, Afghanistan, and the U.S. Central Command (USCENTCOM) area of responsibility (AOR).

### KEY POINTS:

- Ending 2nd quarter FY 2010, USCENTCOM reported approximately 250,335 contractor personnel working for the DoD in the USCENTCOM AOR. A breakdown of those personnel is provided below:

### DoD Contractor Personnel in the USCENTCOM AOR

	Total Contractors	U.S. Citizens	Third Country Nationals	Local/Host Country Nationals
Afghanistan Only	112,092	16,081	17,512	78,499
Iraq Only	95,461	24,719	53,549	17,193
Other USCENTCOM Locations	42,782	12,621	24,046	6,115
USCENTCOM AOR	250,335	53,421	95,107	101,807

Data does not include other U.S. Government Agencies/Departments

- There was an increase of ~4.5% (from 107K to 112K) in contractor personnel in Afghanistan compared to the 1st quarter FY 2010 census due increased OPTEMPO.
- These numbers reflect a ~5% decrease (from 100K to 95K) in contractors in Iraq compared to the 1st quarter FY 2010 census due to ongoing efforts to reduce the contractor footprint in Iraq. USF-I remains ahead of its monthly 5% reduction target established in January 2009.
- There was an increase in contractors AOR wide of ~5% this quarter (from 239K to 250K), with significant decreases in Iraq and notable increases in Afghanistan.

- Contractors supporting DoD provide a broad range of capabilities. The main categories of contracts in Iraq and the percentages of contractors working on them are displayed below:

Base Support:	62,295	(65%)
Security:	11,610	(12%)
Translator / Interpreter	7,661	(8%)
Logistics / Maintenance	3,684	(4%)
Construction:	2,171	(2%)
Transportation:	1,796	(2%)
Communication Support:	1,004	(2%)
Training:	918	(1%)
Other:	4,322	(4%)
Total:	95,461	

- In Afghanistan, 28,493 of the 112,092 DoD contractors (or 25%) are employed on contracts let by the Joint Contracting Command-Iraq/Afghanistan (Afghanistan), about 16,831, or 15% of DoD contractors in Afghanistan support the LOGCAP contract, and 37,233 or 33% support the U.S. Army Corps of Engineers. The remaining 29,535 (27%) contractors employed by the DoD in Afghanistan are supporting the Defense Logistics Agency, the Army Materiel Command, Air Force External and Systems Support contracts, and the Special Operations Command.

**General Data Private Security Contractor Personnel in Iraq and Afghanistan**

- Private security contractors perform personal security, convoy security, and static security missions. Not all private security contractor personnel are armed.
- USCENTCOM reports, as of 2<sup>nd</sup> quarter 2010, the following distribution of private security contractors in Iraq and Afghanistan:

	Total	U.S. Citizens	Third Country National	Local/Host Country National
DoD PSCs in Afghanistan	16,733	140	980	15,613
Armed DoD PSCs in Afghanistan	16,398	137	960	15,301
DoD PSCs in Iraq	11,610	1,081	9,376	1,153
Armed DoD PSCs in Iraq	11,029	1,027	8,907	1,095

These numbers include most subcontractors and service contractors hired by prime contractors under DoD contracts.

## General Conditions Regarding Contracts and Contractor Personnel

- The Combatant Commander has provided specific guidance on arming contractor personnel and private security contractors in the USCENTCOM AOR through a series of Fragmentary Orders (FRAGOs) and other authoritative guidance, including the following:
  - Private security contractor personnel are not authorized to participate in offensive operations and must comply with specific USCENTCOM Rules for the Use of Force (RUF). Under these RUF, private security contractor personnel are authorized to use deadly force only when necessary in: self-defense, defense of facilities / persons as specified in their contract; prevention of life-threatening acts directed against civilians; or defense of Coalition-approved property specified within their contract. U.S. Forces-Iraq (USF-I) issues to approved private security contractor personnel a weapons card authorizing them to carry a weapon. This weapons card also contains the guidance for the RUF and the contractor personnel's signature acknowledging the difference between the RUF and the Rules of Engagement.
  - Private security contractor personnel in Iraq and Afghanistan must be properly licensed to carry arms in accordance with host nation law and must receive USCENTCOM / Coalition Forces' approval of their operations. DoD contractor personnel armed by DoD authority must report any use of force, including the firing of a weapon. This requirement and the required information to be submitted are identified within the terms of the contract, MNF-I FRAGO, 09-109, and USFOR-A OPLAN 09-01.
  - As of January 2009, a Stationing Agreement (SA) between the United States and the Republic of Iraq on the withdrawal of United States Forces from Iraq and the organization of their activities during their temporary presence in Iraq replaced the Coalition Provisional Authority Order 17 (CPA 17) that expired 31 December, 2008. On 30 December, 2008, Iraq's Ministry of Interior (MOI) issued an order that established Joint Committees to review existing policies and to develop new policies and procedures. The order also called for a grace period until the Committee's recommendations are agreed to by the MOI. Committee members include representatives from MOI, GOI, USF-I and U.S. Embassy Iraq. JCC I/A participates as requested. These committees will discuss and implement the following:
    - Licensing of contractors
    - Registration of firearms and personal security weaponry
    - Vehicle registration
    - Licensing of pilots and aircrafts related to personnel and security operations
    - Customs, duties, tariffs, taxation and inspections
    - Entry, Exit procedures and use of DoD assets to transport members of the U.S. Forces, DoD Civilian component, U.S. contractors, U.S. Embassy personnel, and other members of the Coalition Force

## Improvements to Management and Oversight of DoD Contractors

- **DoDI 3020.50 on U.S. Government Private Security Contractors Operating in a Designated Area of Combat Operations** was signed on June 22, 2009 and was concurrently published as an interim final rule in the Federal Register. Following consideration of public

comments, an updated version has been submitted for publication as a final rule. This Rule / DoDI prescribes the selection, accountability, training, equipping, and conduct of personnel performing private security functions under a covered contract in a designated area of combat operations for both DoD and DoS PSCs. It also prescribes incident reporting, use of and accountability for equipment, rules for the use of force, and a process for the discipline or removal, as appropriate, of U.S. Government Private Security Contractor (USG PSC) personnel. The DoDI responds to requirements of section 862 of the FY 2008 NDAA.

- **International Code and Standards of Conduct for Private Security Contractors to establish an international accountability / enforcement mechanism.** DoD is supporting the initiative of the Swiss Government to move beyond the Montreux Document and implement an industry-led, government supported, international accountability regime that will apply to all PSCs in all operational environments. The first step in this effort is to produce a universal standard of conduct broadly endorsed by the PSC industry. An initial draft of this code has been developed and is being refined by a working group drawn from the US, UK, and Swiss Governments, with equal participation from the PSC industry and NGOs active in human rights law and the law of armed conflict.
- **DoD Directive (DoDD 3020.49) on Orchestrating, Synchronizing, and Integrating Program Management of Contingency Acquisition Planning and its Operational Execution** was signed on March 24, 2009. It establishes policy and assigns responsibilities for program management for the preparation and execution of acquisitions for contingency operations, and for the accountability, integration and management of all contractors supporting the DoD and all USG PSCs operating in an area of contingency operations.
- **NDAA 2010 (H.R. 2647-217) Improvements.** Revised the definitions relating to contracts in Iraq and Afghanistan. Section 813 expanded the definition of contracts to include *“a task order or delivery order at any tier issued under such a contract, a grant, or a cooperative agreement.”* This section also amended the value of contracts covered by our reporting rules from \$25,000 to \$100,000. These changes clarify previous congressionally directed reporting requirements.
- **Joint Operational Contract Support Planners (JOCSP).** Fourteen (14) JOCSPs are allocated among the Geographic Combatant Commands. Planners assist the commander in identifying gaps where contractor support capability may be required. They will then help to integrate required contractor support into plans and synchronize requirements with subordinate commands, the Military Departments, Defense Agencies, other U.S. Government (USG) Agencies, and coalition partners.
- **Joint Contingency Acquisition Support Office (JCASO).** The ADUSD (Program Support) has institutionalized the establishment of the current Joint Contracting Command structure for future contingencies. This organization, called the JCASO, has the capability to perform program management and operational synchronization of all theater related contracting support efforts. This quarter RDML Ron MacLaren was assigned as the JCASO Director. The JCASO was activated in support of SOUTHCOM operations in Haiti.
- **Synchronized Predeployment and Operational Tracker (SPOT).** We continue to transition from manual accounting of contractor personnel to SPOT, a web-based, database tool designed to track contractor personnel and contractor capability in theater. A SPOT-generated Letter of Authorization is required for contractors receiving government furnished support in the

CENTCOM AOR. Initial deployment of Joint Asset Management and Movement System (JAMMS) scanners to Kuwait, Iraq, and Afghanistan is complete. This scanning equipment captures movements of contractor personnel through key life support and movement nodes using their identification cards. SPOT is being used to manage the drawdown of both contractor and DoD civilians personnel in Iraq. SPOT and JAMMS were also used to provide visibility of contractor support to Joint Task Force Haiti

- **Authority of the Joint Contracting Command for Iraq and Afghanistan (JCC-I/A) to pre-clear all contracts and task orders to be implemented in Iraq and Afghanistan.** The USCENTCOM established a Joint Contracting Command, reporting to USF-I to provide centralized management and responsive operational contracting support to ongoing operations in Iraq and Afghanistan. The JCC-I/A commander has the authority to approve statements of work and terms and conditions that relate to the delivery of supplies and services in or to Iraq or Afghanistan. This requirement ensures contracts contain the appropriate terms and conditions for work to be accomplished in Iraq and Afghanistan and will ensure the planned work is in consonance with in-country commanders' plans.
- **Increase in staffing to strengthen pre- and post-award contract oversight.** We are continuing to maintain a high fill rate of Contracting Officer Representatives (CORs) across Iraq. Emphasis is on maintaining CORs during the drawdown of forces from Iraq. In Afghanistan, the number of CORs on hand continues to improve. The COR focus is shifting to: appointing CORs in the right areas (Key Service Areas), CORs performing audits and turning them in in a timely manner, and performing solid audits (valuable input)
- **Implementation of Uniform Code of Military Justice (UCMJ) authority over DoD contractors.** Secretary of Defense memorandum, "UCMJ Jurisdiction Over DoD Civilian Employees, DoD Contractor Personnel, and Other Persons Serving With or Accompanying the Armed Forces Overseas During Declared War and in Contingency Operations," was signed March 10, 2008. This memo addresses concurrent authority and defines the authorities and policies for the implementation of UCMJ authority to DoD civilians and DoD contractor personnel.
- **Defense Federal Acquisition Regulation Supplement (DFARS) and Federal Acquisition Regulation (FAR) changes.** On March 31, 2008 DoD adopted an interim rule amending the DFARS to implement DoD policy regarding contractor personnel authorized to accompany U.S. Armed Forces deployed outside the United States. On February 28, 2008 changes to the FAR were finalized addressing the issues of contractor personnel that are providing support to the U.S. Government outside the United States but are not covered by the DFARS rule.
- **Establishment of the Operational Contract Support (OCS) Functional Capability Integration Board (FCIB).** The Under Secretary of Defense for Acquisition, Technology and Logistics signed the OCS FCIB charter. This committee consolidates the statutory duties of the 854 General Officer Steering Committee (GOSC), the responsibility of the 849 Contingency Contracting Administrative Services (CCAS) Executive Steering Committee (ESC), with the requirements of DoDD 7045.20 into one OCS FCIB, with both Principal and Associate members to accomplish duties and responsibilities described in both. Combining the three related bodies into a single board increases our ability to optimize investments across the defense enterprise (both materiel and non-materiel) and minimize risk in meeting the Department's capability needs in support of an OCS strategy

- **Memorandum of Understanding between DoS, DoD and USAID Relating to Contracting in Iraq and Afghanistan.** Section 861 of the NDAA for FY 2008 requires the identification of common databases among the DoD, DoS, and USAID to serve as repositories of information on contracts and contractor personnel in Iraq and Afghanistan. The Memorandum of Understanding (MOU) was signed on July 8, 2008. In it, the Agencies agreed that SPOT will serve as the interagency database for information on contractor personnel. An updated MOU which incorporates legislative requirements from sections 854 of the FY 2009 NDAA and 813 of the FY 2010 NDAA has been signed by all parties.
- **Establishment of a "911" Response Capability.** A DepSecDef memorandum providing guidance on the responsibility to respond to reports that these contractor and civilian employees have allegedly committed crimes or who are reported to be the victims of crimes was issued September 10, 2008.
- **Continued development of an Operational Contract Support Concept of Operations (CONOPS).** The CONOPs, signed on March 31, 2010, outlines how the operational and acquisition communities plan and execute OCS during complex operations involving support, not just to the joint force, but to our multinational, other government agency and interagency partners as well.
- **Programs of Instruction for the non-acquisition workforce.** Contingency Contracting is taught by the Defense Acquisition University (DAU) as a special subject for key acquisition personnel. We have developed Programs of Instruction (POI) on contingency acquisition for our non acquisition workforce to be taught at military staff and senior staff colleges. This training focuses all leaders on determining requirements, translating those requirements into Statements of Work (SOW), and then overseeing work. Additionally, JFCOM has developed 'Joint Knowledge Online' program which provides globally available individual training and knowledge services. Online courses currently available include an 'Intro to Operational Contract Support (OCS) Commander and Staff Course' for our deployed Commander/Staff Officers and an 'OCS FO/GO Essentials Course' for our Flag and General Officers. Currently proposed for development is an OCS Planners Course for the non-acquisition military planner.
- **Rewrite of DoD Instruction (DoDI) 3020.41.** A revised version of DoDI 3020.41, "Program Management of Operational Contract Support for Contingency Operations," formerly entitled "Contractor Personnel Authorized to Accompany the U.S. Armed Forces," is in final coordination. This version contains significant changes to the existing instruction including: (1) incorporation of lessons learned from current operations; (2) requirements for the development of contractor oversight plans; (3) requirements for adequate military personnel necessary to execute contract oversight; and, (4) standards of medical care for deployed contractors.