

November 2010

**Department of Defense Program for  
Contingency Contracting Planning, Oversight,  
and Visibility**

**Report to the Congress of the United States**

**Office of the Under Secretary of Defense  
for Acquisition, Technology and Logistics**

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## **Congressional Report Request**

This report is submitted in response to the request in the *Items of Special Interest* subsection to *Title VIII, Acquisition Policy, Acquisition Management, and Related Matters*, of the House Report (111-166) to accompany S. 1390, the National Defense Authorization Act for Fiscal Year 2010.

### **Report Language:**

#### ***Contingency Contracting Planning, Oversight, and Visibility***

The committee continues to be concerned about the level of planning and oversight for contractor support, particularly in the Republic of Iraq and the Islamic Republic of Afghanistan, and believes that continued progress in this area will require ongoing commitment from the leadership of the Department of Defense (DoD), including the military services. The committee notes that the Department of Defense has taken several positive steps to address issues of contingency contracting, including signing a Memorandum of Understanding for matters relating to contracting in Iraq and Afghanistan with the Department of State and the United States Agency for International Development as mandated in section 861 of the National Defense Authorization Act for Fiscal Year 2008 (Public Law 110-181), identifying the Synchronized Predeployment and Operational Tracker database to track contractors, deploying Joint Asset Management and Movement System scanners, establishing the Joint Contracting Acquisition Support Office and Joint Operational Contract Support Planners, and establishing the DoD Dependence on Contractor Support in Contingency Operations Task Force. However, the committee remains concerned that the military services have not fully developed and formalized doctrine for deployed forces to ensure that: the role for contractor support is appropriately defined; such forces and their commanders are trained on the integration of contractor support into combat and contingency operations; and adequate systems exist to oversee contractors supporting deployed forces. Further, the Department of Defense has not yet assigned oversight responsibilities nor developed all of the departmental directives and policies necessary to an enduring contingency contracting policy within the Office of the Secretary of Defense, the combatant commands, the defense agencies, and the military departments.

“The committee directs the Secretary of Defense, in coordination with the secretaries of the military departments and the Chairman of the Joint Chiefs of Staff, to submit a report to the congressional defense committees by March 1, 2010, that addresses the development of relevant doctrine and training; the status, plans and resources for existing programs to support contingency contracting and improve visibility into contractors in theater; and plans for establishing enduring oversight responsibilities and policies. The report should also address the results of the study of the DoD Dependence on Contractor Support in Contingency Operations Task Force including: information on the rationale for the study and what was hoped to be achieved; a description of joint capability areas and uniform joint task lists that are particularly reliant on contractors, and other shortfalls that the study identified; an assessment of the broader implications of the study results for the Department’s ability to provide those capabilities in the decades ahead; and a description of how the study’s recommendations will be implemented.”

## **I. Introduction**

As the 2010 Quadrennial Defense Review (QDR) acknowledged, contractors are part of the total force, providing an adaptable mix of unique skill sets, local knowledge, and flexibility that a strictly military force cannot cultivate or resource for all scenarios. Contractors provide a broad range of supplies, services, and critical logistics support in many capability areas, while reducing military footprint and increasing the availability and readiness of resources.

In particular, DoD depends on contract support for large scale, long-term overseas contingency operations relying more heavily on contracted support during the post-conflict phases of an operation (Phase IV- Stabilization and Phase V- Enable Civil Authority). Faced with the unprecedented scale of dependence on contractors, the DoD continues to address challenges associated with the visibility, integration, oversight, and management of the large contractor force working alongside our deployed military personnel.

Our report to Congress submitted in April 2008<sup>1</sup>, 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 a number of initiatives essential to achieving program objectives. The Office of the Secretary of Defense, the Joint Staff and the military services have each made significant progress in each of these areas and DoD continues to improve its capability to leverage, synchronize, and administer robust contractor support to any contingency. Today, DoD integrates contractors more effectively into U.S. national security operations than ever before. This report serves as an update to our April 2008 submission, detailing accomplishments in the areas of doctrine and training (Section II), other existing programs (Section III), and plans for establishing enduring oversight responsibilities and policies (Section IV).

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<sup>1</sup> *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.

To help the Department better understand its utilization of contract support, the Chairman of the Joint Chiefs of Staff established a task force to study DoD's dependence on contractor support in contingency operations and to determine the way forward so the Department may improve its future planning efforts. Section V of this report provides a summary of this study including: information on the rationale for the study and what was hoped to be achieved; a description of joint capability areas and uniform joint task lists that are particularly reliant on contractors, and other shortfalls that the study identified; an assessment of the broader implications of the study results for the Department's ability to provide those capabilities in the decades ahead; and a description of how the study's recommendations will be implemented.

## **II. Development of Relevant Doctrine and Training**

### ***Doctrine and Governance Documents***

Faced with the unprecedented scale of deployed contractors, OSD and the Joint Staff embarked on an aggressive agenda to institutionalize and "operationalize" contract support. Three years ago, DoD had little policy and few procedures related to contractors on the battlefield, and the joint community had yet to develop doctrine to govern contractor activities and performance in support of the Joint Force. Since then, we have made significant strides in improving contractor oversight and management through updates to doctrine and governance documents. There are now four key documents which detail the Department's approach to Operational Contract Support (OCS).

a. Joint Publication 4-10, *Operational Contract Support*, was published on October 17, 2008. It establishes doctrine for planning, conducting and assessing contracting and contractor management functions in support of joint operations. It provides standardized guidance and information related to integrating operational contract support and contractor management, defines and describes these two different, but directly related functions and provides a basic discussion on contracting command and control organizational options. Combatant commanders are using JP 4-10 to develop campaign and contingency plans which include contract support integration planning considerations. In addition, the Department is expanding the scope and depth

of existing OCS planning guidance. The enhanced content has been available on an advisory basis, but not mandated, for combatant commander use over the past year. While it is currently used as a guide during all operations and concept plan reviews, recent operations have seen routine incorporation of OCS assumptions, concepts, and tasks in Plan, Warning & Fragmentary Orders for the first time in our history. Beginning this year, these requirements will be mandated. Supporting future expansion of this foundational document, the OCS Concept of Operations (CONOPS) (discussed later in this report) was developed. The recent expansion of responsibilities and organization of the Joint Contracting Command (Iraq/Afghanistan) into the Joint Theater Support Contracting Command conforms with Joint Doctrine and closely tracks with this CONOPS.

b. DoD Directive (DoDD) 3020.49, *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.

c. DoD Instruction (DoDI) 3020.50, *Private Security Contractors (PSCs) Operating in Contingency 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 is being 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. 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 Private Security Contractor (PSC) personnel. It applies to DoD PSCs and PSC personnel operating in contingency operations, and to all U.S. Government PSCs and PSC personnel operating in a designated area of combat operations. The DoDI responds to requirements of section 862 of the FY 2008 NDAA.

d. A revised version of DoDI 3020.41, *Operational Contract Support for Contingency Operations*, formerly entitled *Contractor Personnel Authorized to Accompany the U.S. Armed Forces*, is currently being prepared for publication in the

Federal Register. This version significantly changes the current instruction, including: (1) incorporation of lessons learned from current operations; (2) requirements for the development of contractor oversight plans; (3) requirements for adequate U.S. government personnel necessary to execute contract oversight; and (4) an update to standards of medical care and preparedness for deployed contractors.

In addition to these documents, the DoD Standard for Contracting Officer's Representatives (CORs) was formalized by the Under Secretary of Defense for Acquisition, Technology, and Logistics (USD(AT&L)) in March 2010. To institutionalize this standard, DoD is developing a DoD Instruction. This DoDI is significant, not only because it will standardize COR functions, but also because it will require the Defense Components to plan and budget for COR requirements. This aspect of the initiative will build upon the mandate issued by the Deputy Secretary of Defense requiring the appointment of trained CORs prior to contract award and requiring COR duties to be considered during personnel annual performance assessments.

These strategic documents are further supplemented by the military services in their doctrine, policies and associated documents, as appropriate. For example, the Army has recently updated two of its policies relevant to OCS planning and oversight: AR 715-9 "Operational Contract Support Planning and Management" and AR 700-137 "Logistics Civil Augmentation Program" and has published new and updated handbooks for the implementation of OCS in the field.

### ***Training and Education Programs***

The Department has recognized the significant requirement to train and sustain both a deployable contingency acquisition workforce and the senior leaders required to manage them. We know that this is a critical component of not only the oversight of contractors in the field, but of planning for their future employment. Current deployments have placed stress upon the military and civilian acquisition workforce and have necessitated the deployment of 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 area of responsibility (AOR) have limited experience in managing the large number of contractors accompanying the force.

In November 2008, the Department developed a broad program of instruction (POI) to enhance and expand current curricula to better educate operational military leaders, both officer and enlisted personnel, across all grades, on the management of contractors deploying with forces. The POI includes learning objectives to assist Military Service Staff Colleges, Military Service-level Professional Military Education (PME) and Joint PME institutions to educate senior planners and leaders on roles and responsibilities of planning, organizing, managing and controlling contractor presence in forward areas. For the past two years, the Chairman of the Joint Chiefs of Staff has approved OCS as a Special Area of Emphasis (SAE) and it is under consideration for Academic Year 2011-2012. SAEs are formulated and approved annually by the Chairman to highlight the concerns of OSD, the Services, combatant commands, Defense Agencies and the Joint Staff regarding joint subjects that should be taught in PME institutions. We continue to collaborate with Service PME and Joint PME institutions to integrate and sustain OCS learning objectives into existing curricula for Academic Year 2011 and beyond.

Further, three online training modules, the *Introductory OCS Commander and Staff Course*, the *OCS Flag Officer/General Officer Essentials Course* and an *OCS Planners Course*, were developed in 2009 by Joint Forces Command and are available through Joint Knowledge Online. These modules are designed to train leaders on determining requirements, translating those requirements into Statements of Work, and then overseeing the work.

The Department has and continues to make significant efforts to improve training and management of Contracting Officer's Representatives (CORs) including the following courses:

- Defense Acquisition University (DAU) training for CORs: The centerpiece of formal COR training at DAU is COR 222, *Contracting Officer's Representative*, which is offered by DAU and in equivalent form, by the Army. COR 222 is a 4 ½ day classroom course that gives in depth training to prospective CORs. The course is based on a competency model written by a joint service and agency team to ensure the curriculum covers all critical skill sets needed by a COR. Within each lesson, there are practical exercises that allow students to apply their knowledge to typical COR decisions. This course is augmented by online

training, CLC 222. In addition, CLC 106, *CORs with a Mission Focus*, provides a broad introduction to COR fundamentals

- DoD COR Handbook: The Defense Contingency Contracting Officer's Representative Handbook (DCCORH) provides the basic knowledge and tools needed by CORs to effectively support contingency operations. The handbook is designed specifically to address the realities faced by CORs in operations outside the continental United States (OCONUS). The information in the handbook is extracted from numerous sources within the defense acquisition community. Those sources include the Federal Acquisition Regulation (FAR); the Defense Federal Acquisition Regulation Supplement (DFARS); the Joint Ethics Regulation (JER); DoD directives, instructions, publications, and policies; and countless CORs and contingency contracting officers (CCOs) who have learned hard lessons in deployed environments. The handbook is available in electronic format on the DPAP Web site at:  
[http://www.acq.osd.mil/dpap/ccap/cc/docs/DCCORH\\_full\\_6-30-10.pdf](http://www.acq.osd.mil/dpap/ccap/cc/docs/DCCORH_full_6-30-10.pdf). In FY 2011, additional tools, samples, templates, forms, and guides will be available for download to a deployable CD; and hard copies of the handbook will be published.
- DoD COR Tracking Tool: The forthcoming DoD COR Tracking Tool will assist in providing an automated means to access important data on CORs, including the COR name, career field, certification level, and other contact information; the COR's supervisor contact information; and the Contracting Officer's contact information. Beyond contact information, it will also identify all training completed by the COR, detailed by complexity of the work. The DoD COR Tracking Tool will also automate key parts of the process – it will enable an electronic nomination, approval, and termination process of candidate CORs, and it will provide the capability of recording key process documents online, such as status reports, trip reports, correspondence.

In addition to these training and education initiatives institutionalizing OCS into core curricula, the military services are developing corresponding OCS training for non-

acquisition and acquisition professionals and have instituted significant collective and unit training and exercises incorporating OCS.

### **III. Status, Plans and Resources for Existing Programs**

#### ***Joint Contingency Acquisition Support Office and Joint Operational Contract Support Planners***

The Department recognizes the necessity for both the establishment of expeditionary acquisition management capabilities, and the full integration of contractor support into Operation Plans (OPLANS) and Concept Plans (CONPLANS). A key component of managing OCS is the establishment of the Joint Contingency Acquisition Support Office (JCASO). With its establishment, the DoD has improved the ability of Military Departments to respond to Combatant Commanders' requirements for contingency contract support, including the availability of an expeditious deployable program management, planning, and acquisition capability. JCASO was permanently designated as part of the Defense Logistics Agency in August of 2009. Fully manned, the organization will have 43 personnel including 10 civilian and 18 military personnel supporting the headquarters and deployable teams and 15 Joint Operational Contract Support Planners spread throughout the Combatant Commands. JCASO reached an operational capability in September of 2010 with sufficient staffing to deploy a team when needed for OCS Program Management support to a combatant commander. The remaining staff will report in early FY 2011. The team will continue to engage the Combatant Commands and develop and refine operational procedures. JCASO will be fully operational by October 2011.

We have recently been able to deploy JCASO in a real world contingency operation. JCASO responded to the January 12, 2010, Haiti earthquake as SOUTHCOM began humanitarian operations. JCASO assisted SOUTHCOM in successfully establishing operational contract support oversight as contingency contracting operations began.

Beginning in FY 2008, Joint Operational Contract Support Planners have been embedded in the staffs of the combatant commanders to assist the commanders in

identifying gaps where contractor support capability may be required, and help to integrate required contractor support into plans. There are currently 14 planners spread among each of the six geographic combatant commands and Special Operations Command and the Joint Forces Command. Last year, the Department permanently resourced the Joint Operational Contract Support Planners and placed them under the authority of the JCASO. As part of this decision, these planners are being converted from contractor to civil service positions to allow for enhanced continuity over the long term. The Joint Staff is currently working to codify the roles and responsibilities of these relatively new, critical planning enablers in doctrine.

Via the Joint Operational Contract Support Planners, JCASO works shoulder-to-shoulder with Combatant Commanders to provide a programmatic approach to OCS during potential crisis scenarios. JCASO participates in the preparation and execution of Title X exercises such as Austere Challenge, Terminal Fury and Panamax.

Examples of accomplishments of the planners include:

- Identification of command policies and procedures that must be in place to facilitate OCS planning.
- Working with the Service components to identify contingency contracting requirements beyond that needed by the Joint Force Commander and testing and refining the proposed content as part of an actual operation or concept plan build.
- Completion of Annex W (Contract Support Integration Plan-CSIP) and CMP (Contractor Management Plan).
- Further socialization of OCS in the Service component commands and across all staff elements of the command.

*Resourcing.* The Department provided JCASO with 18 military personnel and 10 DoD civilians to be staffed beginning in FY 2010. The Department also provided JCASO with \$3M from FY 2010 and FY 2011 for operations, travel and DoD civilian salaries. The Department provided JCASO with an additional \$2.3M (approximately) for FY 2011 for the Joint OCS planners.

### ***Synchronized Predeployment and Operational Tracker (SPOT)***

Our implementation of SPOT, the first and only single integrated enterprise system containing authoritative data about contractors on the battlefield, is a key element of our strategy to institutionalize contingency program management of OCS. SPOT is a joint enterprise system employed for the management, tracking and visibility of contractors authorized to accompany U.S. forces overseas. It is a web based system that provides a standardized user interface for defense contractors, government agencies and the military. SPOT generates standard and ad hoc reports that provide visibility into contractors and contractor personnel in a commander's AOR. In addition, it generates an individual standardized Letter of Authorization (LOA) as part of the deployment process. The LOA indicates government furnished support authorized contractually and contains a bar code that the Joint Asset Movement Management System (JAMMS) scans to capture movement of contractor personnel.

Within DoD, SPOT is used to track contract and selected contractor personnel data in support of USCENTCOM, USEUCOM, USNORTHCOM, USPACOM, USAFRICOM, USSOUTHCOM and USSOCOM activities. Most recently, both USSOUTHCOM and the U.S. Mission to Haiti employed SPOT in support of the Haiti relief efforts.

In July 2008 and as required by section 861 of the FY 2008 NDAA, the Department of State (DoS), DoD, and the United States Agency for International Development (USAID) signed a memorandum of understanding (MOU). An updated MOU was signed in 2010. The MOU established the roles and responsibilities and identified SPOT as the "system of record" to serve as a repository for the information required by section 861. The system of record requirement is codified in the Federal Acquisition Regulation (FAR). It requires a system of record to be maintained by a designated government official that lists all contractor personnel in areas of performance. For the DoD, the Defense Federal Acquisition Regulation Supplement (DFARS) also specifically designates SPOT as that "database of record" and within the USCENTCOM AOR, Fragmentary Order 09-1451, *Contractor Theater Entrance Requirements* outlines the implementation procedures for SPOT.

SPOT is beginning to make inroads in the international community as well. The Quadrilateral Logistics Forum (QLF), which comprises representatives from the United Kingdom, Canada, Australia and the United States, recently agreed to begin testing SPOT, and Canada used SPOT to gain visibility of contracts in place in Haiti.

The main challenges to gaining full accountability of contractors supporting contingency operations are obstacles we face in registering local nationals in the SPOT database, in particular, there are challenges in accounting for those local national contractors who do not access or "touch" a U.S. installation. For those local nationals who access U.S. installations in Iraq, we have integrated SPOT with the Biometric Identification System for Access (BISA), an access control system that is used extensively in Iraq. This effort is nearly complete.

In Afghanistan, the Biometric Automated Toolset (BAT) card is similarly used for base access. The BAT system collects fingerprint scans, iris scans, facial photos and biographical information of persons of interest and stores that data in a searchable database. As with BISA in Iraq, we are now working to federate the BAT system with SPOT. Initial funding was made available at the end of FY 2009 to modify software enabling data exchange between the SPOT database and the BAT database, the procurement of new card stock, and the reissuance of new BAT cards with a SPOT-readable barcode. To register those local national contractor personnel who do not access U.S. installations, the Biometrics Task Force is working to determine if local biometric scans (using hand-held devices) can be used in lieu of Afghan-generated identity papers, and whether these biometric scans can then be federated with existing Government biometric programs and with the U.S. contractor database.

To expand SPOT's usefulness even further, we have established a Secret Internet Protocol Router Network (SIPRNET) functionality that will allow classified and sensitive contract and contractor information to be accessible through the database. USAID, in particular, had security concerns about registering grantees in an unclassified U.S. sanctioned database. With the fielding of the SIPRNET SPOT, these concerns should no longer be an issue. Further, non-DoD contractors or grantees who do not have access to U.S. government facilities nor require an LOA, are not required to be entered into SPOT by name. DoD is working with agency partners to determine how

best to include in SPOT the aggregate number of contractors/grantees associated with the contract/grant, satisfying the congressional mandate.

The Department believes that enhanced SPOT capabilities can improve DoD's OCS planning through further integration of business processes (e.g. Theater Business Clearance and data element capture and retrieval) to allow OCS planners to gain improved situational awareness into existing or potential contract support for planned or emerging operations.

*Resourcing:* In FY 2010, SPOT enhancements, implementing congressional mandates and improving user functionality, were funded at \$8.5 million by OSD. SPOT sustainment, which includes hardware and software maintenance, was funded by the Army at \$21.5 million. Finally, the Army funded \$3.5 million for direct in-theater support, to include JAMMS fielding and SPOT training. We continue to request that SPOT be made a system of record to ensure continued future funding and improvements.

#### **IV. Plans for Establishing Enduring Oversight Responsibilities and Policies**

As described above, we have instituted a series of initiatives to improve the management of contingency contracting activities both in the immediate and long-term. The OSD, working closely with the joint community, is managing these efforts 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 among the OSD, Military Departments, and DoD agencies, and have input from other affected USG agencies. There are three initiatives, in particular, that will help institutionalize our OCS efforts and establish enduring oversight responsibilities and policies.

##### ***OCS Functional Capability Integration Board***

Section 854 of the John Warner National Defense Authorization Act (NDAA) for 2007 (Public Law 109-364) required the Secretary, in consultation with the Chairman of the Joint Chiefs of Staff, to establish joint policies on requirements definition, contingency program management, and contingency contracting during combat

operations and post-conflict operations. Since 2008, the “854 General Officer Steering Committee (GOSC)” and a Contingency Contracting Administrative Services (CCAS) Executive Steering Group (ESG) had been executing these functions on an ad hoc basis. Earlier this year, the USD(AT&L) permanently established the OCS Functional Capabilities Integration Board (FCIB), consolidating the responsibilities of the GOSC and the ESG. The FCIB, co-chaired by the DASD (Program Support) and the Vice Director, Directorate for Logistics, Joint Staff (VJ4), with membership from each of the Military Departments, meets regularly to oversee and synchronize the implementation of joint policies. The OCS FCIB’s mission is to:

- Conduct independent assessments and analysis of OCS capabilities (to include supporting Doctrine, Organization, Training, Materiel, Leadership and Education, Personnel and Facilities (DOTMLPF)) of the Armed Forces.
- Advocate OCS capability development in a variety of venues.
- Establish and assess ways to improve measures of performance, metrics, and processes for measuring OCS readiness.
- Develop joint policies, required by section 854 of the John Warner National Defense Authorization Act for FY 2007, for requirements definition, contingency program management, and contingency contracting during combat and post-combat operations.
- Provide continued enterprise wide visibility and oversight of the Commission/Section 849 (of the National Defense Authorization Act for FY 2008) Task Force to ensure timely completion of Task Force initiatives and integration of these initiatives with related ongoing Department activities.

### ***OCS Concept of Operations (OCS CONOPS)***

The DASD (PS), in partnership with the Director for Logistics, Joint Staff, J-4, sponsored the development of an Operational Contract Support Concept of Operations (CONOPS) that illustrates how OCS will take place in near to mid-term military operations. The CONOPS was published in March 2010 and details how DoD is evolving its capability to leverage, integrate, and administer robust contracted support in any contingency. This type of future contractor capability must operate as a fully integrated sourcing system, provide end-to-end visibility of contractors and contracts

within a Joint Operations Area, and inculcate the practice of early integration of OCS into planning and execution of Combatant Commander missions.

The CONOPS is intended to guide and coordinate on-going capability developments, bring about unity of effort, establish Joint accountability and priorities, and codify gaps and follow-on actions. The CONOPS also synchronizes many of the existing and emerging efforts generated by congressional mandates (e.g., section 854 of the NDAA for FY 2007), Gansler Commission Report findings<sup>2</sup>, lessons learned in OPERATION ENDURING FREEDOM/OPERATION IRAQI FREEDOM (OEF/OIF), natural and man-made disaster relief operations both at home and abroad, and similar assessments that describe shortcomings and desired capabilities.

### ***Universal Code of Conduct for Private Security Contractors***

The DASD (PS) is engaged in developing a universal code of conduct for Private Security Companies and an industry-led, government supported certification and oversight organization. This initiative, which builds on the Montreux Document on international legal obligations and good practices for States related to operations of private military and security companies, is facilitated by the Swiss Federal Department of Foreign Affairs, with active participation by the UK Foreign and Commonwealth Office and the U.S. Departments of State and Defense. This effort has been favorably cited by the UN Working Group on Mercenaries. It is also referenced in the DoD report to the House Armed Services Committee on third party certification of PSCs (required by the NDAA 2010 conference report) and in briefings by human rights organizations on Capitol Hill. This effort is especially important since U.S. Government PSCs are generally only a fraction of the PSC population within the contingency area. When adopted, the code, and the international standards that will derive from it, will ensure consistent oversight and regulation by U.S., coalition partners and the host nation.

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<sup>2</sup> Report of the Commission on Army Acquisition and Program Management in Expeditionary Operations, *Urgent Reform Required: Army Expeditionary Contracting*, 2007.

## **V. Dependence on Contractor Support in Contingency Operations**

The extent to which we use contracted support in Iraq and Afghanistan has turned the Department's attention to the joint force commander's dependence on contractors and the importance of those contractors to operational success.

In recognition that contractors represent a large proportion of the workforce supporting contingency operations, the Department must determine where the Joint Force is most dependent on contractor support. As a result, we can better understand the range and depth of contractor capabilities needed to support the Joint Force and guide the development of future contingency planning efforts. To assist DoD in better understanding its utilization of contract support, the Chairman of the Joint Chiefs of Staff (CJCS) established a task force to study the Department's dependence on contractor support in contingency operations so contractors may be considered when developing future force structure and workforce mix strategies. The task force was also able to determine the way forward in improving planning efforts.

The Task Force cross-referenced each Joint Capability Area (JCA) with the Uniform Joint Task List (UJTL) to get an overall sense of whether contracted support was consistent with mission-derived tasks. A sampling of contracts from each JCA indicated a strong correlation between contracted services and joint tasks at the strategic, operational, and tactical levels. This suggests commanders are using contract support services to execute mission-essential tasks that would otherwise be performed by organic forces. At no time did the data suggest contract services were used to execute inherently governmental functions.

The study found that DoD depends on contracted support for large scale, long-term overseas contingency operations (Phase III through V) in key logistics, force support, net-centric operations, and partnership building where troop rotations, dwell time, and quality of life for soldiers are preserved. Key areas of high contractor dependence include translators, private security functions, base camp and installation support, construction, maintenance, computer and network support, and corporate support functions.

Although improvements in this challenging area cannot occur overnight, this study clearly illustrates DOD's dependence on contractor support to the joint Warfighter across a wide range of military functions. As a whole, DOD is most dependent on contracted support for logistics operations and building partnership capabilities (164,858 personnel). While other capability areas depend on contract support, collectively they amount to fewer than 15,000 contractor personnel, or less than 5 percent of the total force (325,596 military and contractor personnel in the third quarter of FY2008). Eighty-three percent of the total logistics force is contractors; only one in five personnel are uniformed logisticians. While this level of contractor support has posed an acceptable level of risk to mission accomplishment and risk to the force in Iraq, we need to assess whether the same level of reliance is appropriate for future contingencies.

This study makes clear that the combatant commanders, military departments, operational components, and combat support agencies must significantly enhance their OCS planning efforts throughout all phases of a campaign, at every echelon of command, and across the full range of military operations. This will: allow for smarter allocation of resources (workforce mix); support risk assessments to mission and force; identify core functions; minimize requirements associated with unplanned government furnished support to contractors; and drive program recommendations and budget proposals to conform to priorities established in strategic guidance and plans.

## **VI. Conclusion**

Taken together, the initiatives described in this report provide a robust strategic policy and program framework for management of contractors accompanying deployed military forces, substantially strengthen the DoD's capabilities and performance in managing our current relationship with our contractors and contractor personnel, and achieve an unprecedented level of coordination among the DoD, the DoS, and USAID. Through our initial and continuing efforts to institutionalize OCS, including improving doctrine and governance documents, training and education programs, planning, accountability and visibility of contractors, we have established the strategic framework necessary to ensure holistic and consistent oversight and management of the acquisition process throughout all periods of a deployment.

Ultimately, the success of our Warfighters is directly affected by the success of the management of our contracting workforce. We are working diligently to ensure that policies and procedures are in place for all joint, expeditionary contracting operations in Iraq, Afghanistan, and Kuwait or anywhere else we deploy. Our objective is to better prepare the DoD for acquisition and logistical support of combat operations in the future.

We will continue to operationalize OCS in guidance, doctrine, business operations, and practice to ensure adequate planning for contracted support in future contingencies. This effort ensures that we meet the war fighter's current needs and operational future while judiciously managing DOD resources and balancing risk.