



Theater Business Environment

Acquisition Concept of Operations

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1 Executive Summary

Warfighters in an expeditionary environment need easy-to-use tools that simplify the acquisition process and get requirements fulfilled quickly and efficiently. A major recommendation from the Commission on Army Acquisition and Program Management in Expeditionary Operations (the Gansler Commission) was that, "Expeditionary forces need information technology and e-business tools." Expeditionary missions require the ability to quickly initiate a procurement action, complete the required electronic documents, route the documents to the appropriate reviewers and approvers, and get the requirements quickly on contract through a seamless transfer of data.

This Theater Business Environment (TBE) Acquisition Concept of Operations (CONOPS) outlines a comprehensive approach to insert technology and e-business tools into the expeditionary environment to optimize the acquisition process for operational contracted support. This environment includes combat operations, stability operations, natural disasters, and other calamitous events—such as those associated with GWOT, hurricane, tsunami, and earthquake relief, and taming forest fires. Many stakeholders are engaged in enhancing warfighter support through contingency acquisition improvements. Public and Congressional interest in this topic ensures that the efficiency and effectiveness of contingency acquisitions will continue to be under close scrutiny.

The focus of the TBE acquisition CONOPS is to provide a simple, seamless, pre-award, award, and post-award acquisition toolkit to support the end-to-end expeditionary business process while making accurate, current and complete information available to procurement and finance officials and senior leaders. The vision for the future electronic applications in the acquisition TBE toolkit is to enable interoperability through a common, reusable infrastructure. The backbone of the infrastructure will provide a universal standard for all contingency e-business tools, regardless of the lead Service, to enable the interoperation of "plug and play" tools. The toolkit used to support an operation will be comprehensive, covering all phases of an acquisition from requirements development and review through contract award, performance monitoring, delivery, acceptance, payment, and close-out. The suite of tools will also be scalable for effective performance in all phases of a contingency, from the most austere deployment to advanced sustainment operations.

User interfaces will integrate applications and data from disparate service and agency systems and provide access through a portal that allows single sign-on to applications, access to data and reports, and is configurable with security layers so that appropriate users have access depending on their roles and responsibilities in the process. The toolkit will be available via internet access and user-friendly in austere environments. The future acquisition TBE toolkit would be implemented so disconnected users could operate 24/7 using 'snapshots' of data that would be automatically refreshed with connectivity and synchronized with the main Global Exchange (GEX) server – DOD's future enterprise service bus for business system integration.

The acquisition TBE Toolkit will provide a service where authorized users can receive information and accomplish their mission relative to their roles and responsibilities. Procurement officials will be able to initiate requirements and review the status of procurements, resource managers will be able to better plan for future funding requirements, and senior leadership will be able to monitor the larger picture of the acquisition enterprise.

The key to realizing this business enterprise vision is the interconnectivity between applications in the toolkit and data that conforms to standards as defined by the Financial Data in Procurement (FDIP) and the Standard Financial Information Structure (SFIS). This will require gradual phases of system implementation building toward the goal of an enterprise business architecture that will support defense users by providing readily accessible, accurate, timely and standard acquisition information supporting end-to-end business processes across tactical, operational and strategic management levels. The tools described in this CONOPS, with the vision of a phased-in approach, will support the acquisition process from requirements generation through contract payment while standardizing and simplifying user interfaces. Additionally, this CONOPS addresses these capabilities from an enterprise perspective to reduce and eliminate stand-alone systems wherever possible.

From a management perspective, the overarching goal is an automated, seamless process and data flow from requirements generation to the receipt, acceptance and payment for supplies and services rendered. This process will flow through requirements generation, contracting and financial systems with a phased approach to building follow-on connections to contract administration and logistics systems. The data flowing through the systems in this process will be available to senior defense leaders and deployed managers at all times to support business intelligence and decision making include planning, spend analysis, strategic sourcing, staffing requirements, budget decisions, and supplier relationship management.

2 Problem Statement

2.1 Problem Definition

Contracting in an expeditionary environment bears all the complexities of DoD contracting in general, except that it operates at mission-critical tempo without the support and connectivity of contracting at home. The steps from requirement development through contract award, vendor payment and contract closeout remain the same with business rules linked to the Federal Acquisition Regulation (FAR). To complicate the process in theater, the procure-to-pay servicing organizations are often in different commands and geographically separated from each other. Effectively transmitting requirements throughout the process in theater can be extremely complex. The service member in theater who needs supplies, the military contracting activity that procures the supplies, and the pay/administrative offices are often separated by great distances with e-business tools that are not integrated. While this is not unlike bases, stations, and installations in CONUS, the complexities in an expeditionary environment are in the volume of procurement actions, the criticality of the requirements, the speed with which they need to be procured, and the relative austere nature create unique enterprise business problems that require necessary and urgent solutions.

Until recently, there has been little focus on planning for, designing, and deploying technology and e-business tools suitable for use in an environment that may have little or no connectivity, with high latency, and varying levels of bandwidth. Existing enterprise e-business tools were developed to satisfy the needs of the larger enterprise with little or no consideration given to the operation of these tools in an expeditionary environment. Because these tools often require established technical infrastructure, contracting professionals are limited in the supporting resources and struggle to provide maintenance and services in the field.

To the extent that systems exist to assist acquisition professionals in the contingency operations today, they are home-grown, incompatible, and lack integration with other systems. The acquisition activities struggle to fulfill requirements in an efficient manner. The lack of efficient and adequate tools causes operational deficiencies such as incomplete, redundant, and conflicting requirements and an unsynchronized review process. This causes unacceptable delays in service delivery and an inability to provide the necessary, time-sensitive, acquisition support.

Figure 1 is a depiction of the current process in Afghanistan for procuring supplies needed in theater.

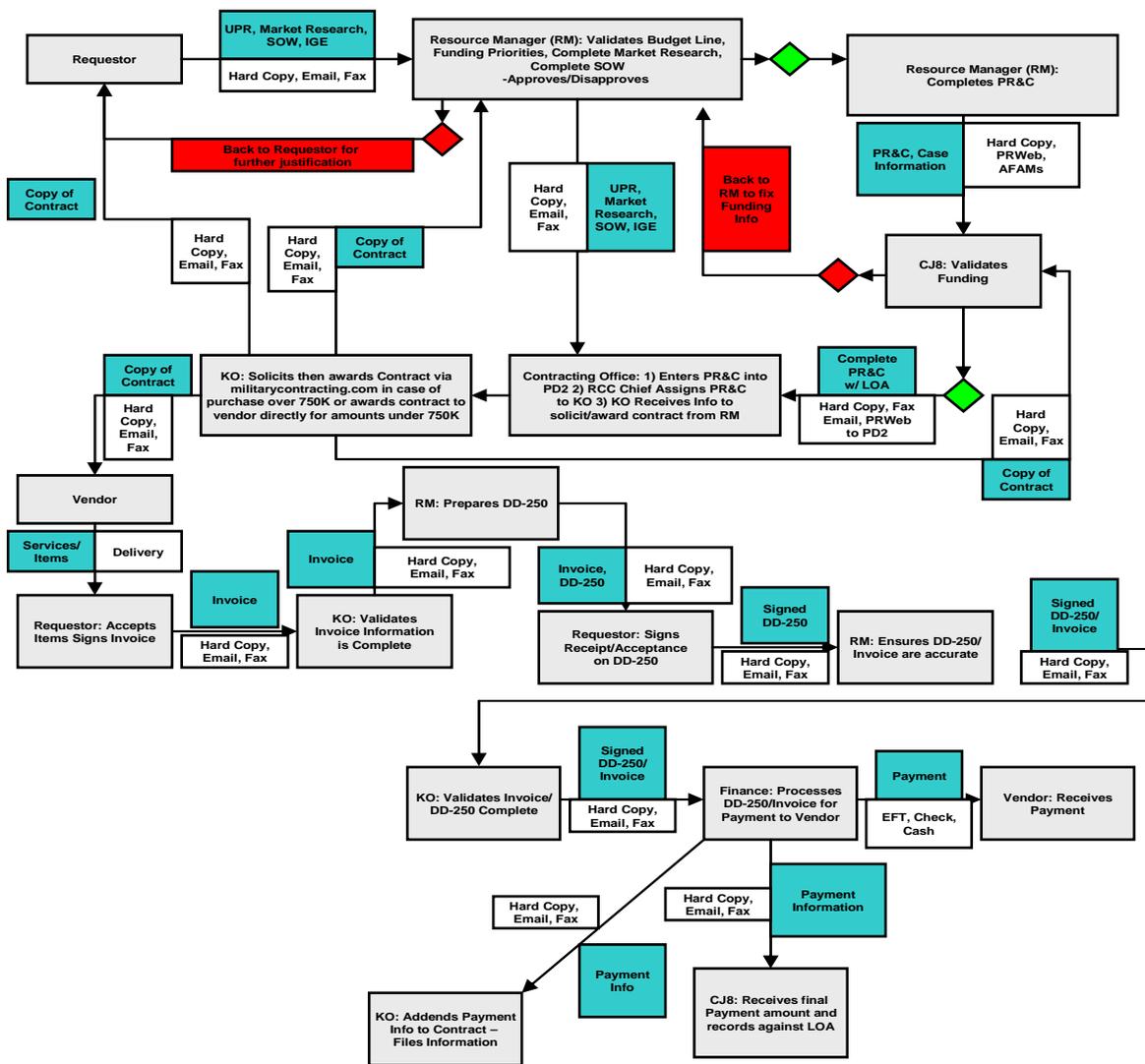


Figure 1 – Current Procurement and Payment Process in Afghanistan

Figure 1 displays the multiple steps and actions needed to procure items in the Afghanistan theater. There is an immediate operational need to streamline and improve this procurement to pay process using technological capabilities and a simplified, more efficient approach to acquisition.

Additionally, governmental and defense leadership is demanding a more effective and transparent acquisition process.

Deficiencies in the current acquisition environment that require improvement include:

- *Information Management:* Isolated IT systems from DOD services and agencies have not been designed to interface and share information with other DOD systems, forcing manual data entry in multiple systems to move information from one to another throughout the **end-to-end business process**.
- *Communications:* Users often go for periods of time with little or no connectivity to the CONUS-based systems they depend upon for operation. This makes e-tools that are readily available in CONUS difficult or impossible to access because of practical restrictions on access (bandwidth) and limitations due to operational security.
- *Infrastructure:* Particularly in the early phases of an operation there may be little or no business infrastructure available - users need solutions that can operate effectively independent of local infrastructure and capabilities.
- *Data Management:* Visibility across the entire spectrum of procurement operations is limited or non-existent causing an information gap for Defense leadership and making acquisition decision-making less than optimal;
- *IT Solutions:* Today's procurement applications were designed for a garrison activity in CONUS without consideration of deployment in an austere environment.
- *Training and Support:* Independent IT programs that have not been integrated into the larger enterprise system inhibit training efforts as well as creating common support packages.

2.2 Problem Context

2.2.1 Gansler Commission

In its October 31, 2007 report, the Gansler Commission identified training and tools for contracting activities as critical to future success in expeditionary contracting. The commission emphasized that five years into Operation Iraqi Freedom (OIF), deficiencies persisted. The Gansler Commission documented this need as part of their findings:

The complexity of defining the warfighters' requirements adequately so that they can be used as the foundation of a binding contractual agreement that results in satisfactory performance for the warfighter has been overlooked by those responsible for resourcing the Army's shift to outsourcing support services. Neither the warfighter nor the contracting officer has resources available that can provide assistance in this area.

2.2.2 Commission on Wartime Contracting (COWC) in Iraq and Afghanistan

The Commission on Wartime Contracting (COWC) in Iraq and Afghanistan (established by Section 841 of the National Defense Authorization Act for Fiscal Year 2008) was created to assess Federal agency contracting for:

1. The reconstruction of Iraq and Afghanistan;
2. The logistical support of coalition forces operating in Iraq and Afghanistan; and,
3. The performance of security functions in Iraq and Afghanistan.

Inherent in the COWC's assessment will be the consideration of the recommendations of the Gansler Commission. In June of 2009 the COWC issued its interim report *AT WHAT COST? Contingency Contracting in Iraq and Afghanistan* where they reiterated the challenges and deficiencies of contracting support to the Warfighters noted by the Gansler Commission.

The COWC's interim report stated that the management and planning processes must be enhanced by identifying business solutions that can capture the requisite data from reliable sources in a seamless end to end process from requirements generation through contract payment. These tools will allow leaders to determine the level of contracting activity by monitoring data on the number and types of procurement transactions, budget appropriations, and contract disbursements. They can then identify the number, placement, and required level of training of personnel needed to successfully accomplish the award, administration, and oversight of contracts in an expeditionary/deployed environment. The availability of accurate data will make it possible for managers to continually make adjustments in the workforce and the resultant tempo of the contracting workforce to match the Warfighter operations tempo. As stated in the COWC Report "Without accurate and timely contract-transaction data, acquisition managers cannot make quality strategic-sourcing decisions or provide necessary acquisition workforce and budgetary resources"

Fundamental data points that acquisition managers need for effective planning include:

- Number of transactions
- Transaction values
- Contract type (e.g. fixed price or cost reimbursement)
- Classification of products and services being acquired
- Locations of service-contract performance

It is anticipated that their final COWC report will include actionable recommendations for improvements in these areas and others that may be discerned during their hearings and analyses.

2.2.3 DoD Priority Performance Goal 7: Provide effective business operations support to Overseas Contingency Operations

DoD recognizes that inefficiencies in the current acquisition process in the expeditionary environment create problems fulfilling contingency requirements in support of the mission in a timely manner, and established providing effective business operations support to overseas contingency operations as a Priority Performance Goal. Solving this problem will ensure more timely delivery of needed supplies and materials, reduce wasteful overstocking, avoid costly interest penalties, allow for more efficient utilization of funding resources and help prevent fraud.

Resolution of this problem will contribute to DoD's ability to better accomplish its mission by getting the right materials in the right quantity for effective utilization. In addition, it will optimize

spending by DoD. These objectives are part of the DoD's overall strategic goals for prevailing in overseas contingency operations, strengthening joint warfighting capabilities and transforming enterprise management.

3 Expeditionary Acquisition Tools Concept

The DoD established a business system task force committed to leveraging existing resources and knowledge to quickly provide expeditionary forces with information technology and simple, user-friendly, e-business tools in theater. The task force's mission is to establish, in consultation with the Joint Contracting Command- Iraq/Afghanistan (JCC-I/A), the necessary tools for contracting officers deployed in support of an expeditionary operation - mindful of bandwidth, latency, and connectivity challenges inherent in an expeditionary operations environment. The intent is to develop a toolkit approach that evolves as the phase of a mission in the area of operations mature. Each of these mission phases presents a different set of challenges which the toolkit must address and different constraints under which the system must operate. These mission phases are:

- Deployment
- Build up
- Sustainment
- Turnover/redeployment

The task force is addressing the information technology and e-business needs through a holistic approach that will close the gaps in the end-to-end acquisition business process. Contracting professionals only provide a piece of the entire capability -- requirements generation, accounting, budgeting, quality assurance, and contractor performance management are all responsibilities external to contracting. The task force is looking to leverage existing data and technology in an effort to improve the overall capabilities. The effort is focused primarily on an agile approach with data being the lynchpin to interoperability across all business lines for each capability.

In pursuit of this goal, the task force conducted extensive research, working in collaboration with JCC-I/A, the Services, and key Defense Agencies, to identify system functions in existing technologies and e-business tools for potential adaptation to an expeditionary environment. They also analyzed existing technologies and e-business tools, with consideration given to different phases of expeditionary operations and missions (kinetic, non-kinetic and peace time (humanitarian, aircraft recovery, natural disaster, etc.)) that address business capability gaps. As a result of this analysis the DoD determined the following areas need attention to improve the basic in-theater business capability of the end-to-end acquisition business process.

- Tools reserved for small-value purchases:
 - Purchase cards
 - Convenience checks
 - Simplified process for on-the-spot, over-the-counter purchases where the infrastructure does not support the use of purchase cards

- Requirements determination and acquisition/financial approval—use of a tool appropriate to the environment (e.g., web based, similar to commercially available tax software)
- Contract writing—use of a tool with user-friendly functionality and availability of all necessary documents
- Invoicing, receipt and acceptance— use of a secure web-based system, in support of in-theater operations

This CONOPS promotes the development and rapid deployment of a suite of tools to assist in each phase of the procurement process from requirements development to contract closeout in a logical, automated, systematic and transparent operation that can easily be transported to, and used in austere OCONUS or expeditionary operations. The tools will actively network warfighters, management, planners, and procurement practitioners into a standardized process that builds, links and translates raw data into actionable information through a series of interactive tools. The backbone of this system is the transfer of standard procurement data to and from the systems and applications in the process.

To the extent possible, internally facing business operations may better serve the Warfighter needs by retrograding business processes to a centralized CONUS location whenever possible. Each required business operation should be supported by an information exchange requirement containing key performance parameter (KPP). Data used to support TBE operations must primarily be acquired from the system of record and be supported by a business process.

To better support business operations in environments where bandwidth, latency and connectivity present technical challenges, there is a focus on adopting an approach that will enable systems to operate effectively in an austere environment while permitting seamless data flow, end-to-end, from purchase request to contract closeout. The approach is based on a model that leverages data standards, smart client applications and web services, to the greatest extent possible. The model utilizes smart client applications designed to support users and operations regardless of connectivity. Smart clients are Rich GUI (Graphical User Interface) applications that reside on a local machine, desktop or laptop, and consist of a light weight database. Moreover, the smart client is designed to automatically detect whether a user is connected or disconnected; when disconnected the application stores data locally until connectivity is detected. Once connectivity is restored, the smart client leverages web services to transmit the data stored locally to the systems centralized server. Doing so, avoids additional risk and cost introduced when deploying separate instances of a client-server based system in theater. Critical to this model is adherence to data standards as the ability to successfully transmit data between the smart client and a centralized server requires data to be passed in a specific format being defined by a common schema specification. Ultimately, the approach will permit systems to pass standard data entered to initiate a purchase request to a data warehouse where it can be used by a contracting writing system to award a contract, and a finance system to effect payment.

The acquisition TBE end state is a set of interoperable tools, based on key data elements, that incorporates critical elements of the procurement process from requirements development to contract closeout in a logical, automated and systematic operation that can be used in expeditionary operations OCONUS, as well as in homeland emergencies. Business objects need to be accessible to the Warfighter from any NIPRNET connection and generate auditable business transactions to account for resources used to support mission requirements. The ultimate goal is to establish the

framework for a comprehensive and innovative set of e-business tools to support procurement process that is seamless, transparent, accountable and fully deployable

The operational end state will consist of stable applications with simple user interfaces that operate successfully and consistently where there is limited or no communications connectivity and bandwidth, intermittent connectivity and/or high latency (delay to download/transfer of information). Requirements officials, Contingency Contracting Officers (CCOs), and Contracting Officer Representatives (CORs) will be provided appropriate technology (laptops and handheld devices with expeditionary e-tools preloaded, bundled in “kit” configurations tailored for the phase of the operation and the role of the individual users, with scanners, printers, and redundant power, appropriate for the operation and environment).

All participants in the expeditionary procurement lifecycle will have access to appropriate business tools and data necessary to effectively accomplish the procurement mission from the point of requirements generation through to contract closeout. E-Business tools will reflect the phase of the expeditionary operations and the operations tempo of the environment in which they are used. E-Business tools will be employed to reduce the amount of time all players expend to provide the various data that form the backbone of the process for getting the user the supplies needed, and getting the vendor paid. The management and planning processes will also be provided with accurate procurement data that has been captured throughout the process that facilitates optimizing the workforce to match operations tempo and planning for the next contingency.

3.1 Use of Standard Data

The DoD is committed to providing accurate and timely financial information necessary to support sound decision-making, prudent expenditure of resources, and to facilitate audit and oversight. A key component to accomplishing this is readily accessible and accurate procurement data. DoD has established clear, enterprise-wide contract data standards that will lead to improved accuracy throughout the DoD’s business systems and support the visibility of the data for all types of reporting. To this end, DoD has published a Procurement Data Standard (PDS), based on a system-agnostic data model using common language and business rules, that is intended to become the DoD-wide standard for contract data output. Use of the PDS for expeditionary and CONUS procurement enables actions from both environments to be shared.

The goal of supporting the procurement of supplies and services needed by the Warfighter in an expeditionary environment with e-business tools will be best met through systems that use standard data, so that data is in a format that can be read interchangeably by systems supporting the end-to-end business process. Figure 4 shows the flow of data from requirements generation through contract payment.

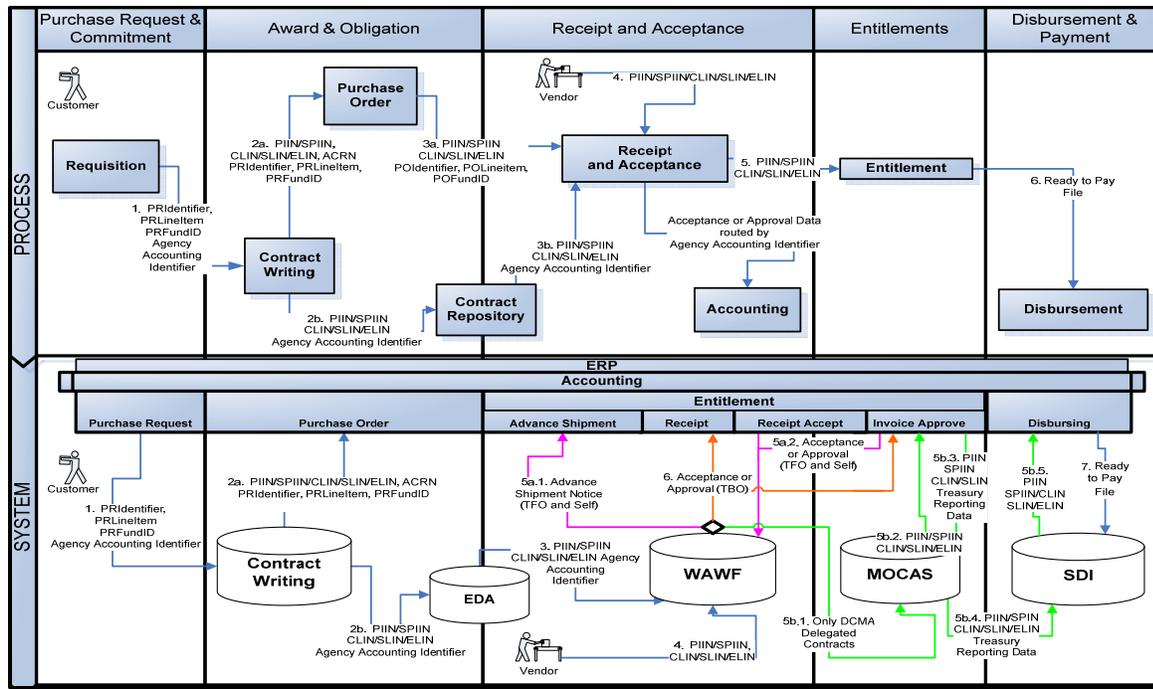


Figure 3 - Data Flow from Requirements Generation through Contract Payment.

DoD has adopted and is implementing the PDS for the creation, translation, processing, and sharing of all procurement actions. The PDS defines the minimum requirements for contract writing system output to improve visibility and accuracy of contract-related data, to support interoperability of DoD acquisition systems and to standardize and streamline end-to-end business processes. Further, the PDS will improve visibility of contract-related data, enabling senior DoD leadership to make better informed business decisions.

Much of the data generated during the requirements development and review process is the same data that is necessary to affect contract award, track performance and make payment. The tools in this CONOPS will standardize and simplify the user interface and data capture process from requirements generation through contract payment. Greater efficiencies resulting from the transfer of standard data elements throughout the process will in turn:

- Improve Warfighter support
- Improve IPT productivity
- Provide a repeatable process
- Assist newly deployed personnel
- Automatically generate the initial draft of all required acquisition documents
- Improve continuity
- Provide management real-time access to acquisition status
- Provide acquisition history and highlight potential bottlenecks
- Provide a centralized and complete acquisition history
- Generate an automated audit trail of the acquisition
- Enable management oversight

3.2 Common Infrastructure

The tools in the TBE end state will interoperate through a common, reusable infrastructure. The infrastructure will consist of several components focused on providing an operational construct leveraging standard data transactions. This backbone will be a common standard for all contingency e-business tools, regardless of the lead Service, to enable the interoperation of "plug and play" tools while assisting in achieving interoperable data flow, end to end, from purchase request to contract closeout.

The interim TBE will leverage a single system to provide message broker, routing, and mediation services between multiple DoD and Federal government agencies as well as commercial industry. Moreover, the mechanism will serve as the enterprise service bus for business system integration across DoD and the Federal community and will provide the means necessary to communicate using web-services with emerging and legacy systems.

The second component of the common infrastructure will be an enterprise capability that will enable existing enterprise business capabilities to generate and receive purchase request information. This capability will store the "bridge" or linkage between a PR, the requesting agency's accounting system, and the performing agency's contract writing systems to support a seamless, transparent, accountable, continuously available and fully deployable PR process.

Finally with the common infrastructure as the backbone, the use of smart client applications and web services, an acquisition dashboard will provide the interface that will make the tools and data more accessible and interoperable for all users. This dashboard would be accessible via the internet within a single sign-on environment and have both on and off-line capabilities depending on bandwidth, latency, and connectivity levels of the immediate technical environment. Authorized users will be able to receive any information related to their activity on this acquisition dashboard. The remainder of this approach is discussed in greater detail throughout.

Required capabilities in the operational end state to address the procurement lifecycle will include business tools and data necessary to facilitate accomplishing the procurement mission from the point of requirements generation through to contract closeout. These required capabilities are identified in below.

Required Capability	
<i>Requirements Generator</i>	Contingency Acquisition Support Module (CASM)
<i>Bridge from Requirements to Contract Writing Systems</i>	Procurement Request Information Exchange (PRIE)
<i>Central Contractor Registry</i>	Central Contractor Registry (CCR)
<i>Central Contractor Registry for Local Vendors in AOR</i>	Joint Contingency Contracting System (JCCS)
<i>On-Line Representations & Certifications</i>	On-Line Representations & Certifications Application (ORCA)

<i>Fed Biz Ops for Local Vendors in AOR</i>	Joint Contingency Contracting System (JCCS)
<i>Single Face to Industry & Government for Receipt/Acceptance/Invoice</i>	Wide Area Workflow (WAWF)
<i>Single Face to Industry & Government for Contract Data & Business Intelligence</i>	Electronic Document Access (EDA)

3.3 Leveraging Existing Tools and Technology

The plan is to maximize the use of existing tools and technology, tailor them for the expeditionary environment to mitigate technical development risk, minimize development cost, and expedite fielding. To this end, the DoD is modifying multiple systems identified in the appendices to this CONOPS. DoD is also modifying the JCCS to provide a front-end dashboard and database for the multiple applications and underlying data in the contingency e-business system. This capability will standardize reporting across system applications and enable independent verification and validation of data.

The DoD's enterprise-wide contract data standards will be used throughout the expeditionary business systems. All applications will generate and transmit data in a non-proprietary XML format that conforms to the DoD Procurement Data Standard for use across the supply chain to enable reporting in various formats to legacy applications.

Access to applications and data will be provided through secure encrypted digital authorizations using a DoD Common Access Cards (CAC)-enabled Public Key Infrastructure (PKI) capability.

3.4 Communications Requirements

3.4.1. *Communications Infrastructure:*

Acquisition officials continue to wrestle with the challenges created by today's communication infrastructure. With the recently approved Global Defense Posture we have the opportunity to build a Joint C4 Enterprise architecture, looking beyond the current battles of Iraq and Afghanistan to proactively shape the Theater as the environment matures. Acquisition system architects must center their architecture on a robust Defense Information Systems Network (DISN) infrastructure capable of seamlessly providing commercial quality service to the *entire* Theater following the key tenets of survivability and performance while providing defense in depth. Communications required supporting and sustaining business operations need to be addressed before and after deployment.

In the future, DoD will migrate to a communications architecture that is more robust, flexible, and supportive of expeditionary missions. Today, personnel in theater are using internet protocol (IP) satellite modems beyond the tactical applications and are employing them across the backbone to extend C2 services. Established Enterprise standards, DoD and service policies create domains that are integrated by common 'Digital Rules of Engagement', where functionality is facilitated at the application layer. Planners implement network operations across the Global Information Grid (GIG) through a common set of standards and tools that allow us to see the network from end to

end. DoD network planners and operations engineers manage complex and constantly changing networks, and are responsible for the performance and uptime of business-critical services and applications. To face these challenges, defense network providers will need to rely on software solutions to:

- Accelerate new network services and technology to deploying military units
- Optimize network performance through traffic engineering and right-sizing of capacity
- Reduce the risk of downtime and misconfigurations
- Increase security and operational integrity with scheduled audits to pinpoint problems
- React to critical network issues using real-time network troubleshooting

The theater business environment will require adequate support from the physical telecommunications networks provided by DISA. This support may be in the form of dedicated bandwidth or predictable communications windows to allow the seamless flow of data to support the business processes. Prior to implementation, a telecommunications service request must be made to DISA and the applicable CoCOM.

3.4.2. Business Systems Design Considerations

The theater business environment will require adequate support from the physical telecommunications networks provided by DISA. This support will be in the form of dedicated bandwidth or predictable communications windows to allow the seamless flow of data to support the business processes. Prior to implementation, a telecommunications service request must be made to DISA and the applicable CoCOM. That said, with greater attention to the communication constraints inherent to the TBE, these challenges can be addressed by the Department through smart system design and deployment approaches.

Below are the elements that must be considered when deploying systems in the expeditionary environment. The first set applies to interaction with the communication infrastructure.

- Latency (ms)
- Utilization (%)
- Max Capacity (Kb/s)
- Allocated Capacity (Kb/s)
- Security Requirements
- Traffic Contention Characteristics
- Link Availability Characteristics
- Traffic Prioritization Characteristics
- Packet Loss Rate

Also, essential to defining a communication environment is the classification constraints inherent to that environment. Some of the elements that need to be evaluated are:

- Data Sensitivity
- Classification
- PII
- Aggregation and Compilation
- NIPRNET vs SIPRNET Operations and Functions

Lastly, lean data exchange characteristics should also be defined as part of the communication environment to include:

- Amount
- Type
- Update frequency
- Priority – Content or Quality of Service
- Number of Exchange patterns
- Confidentiality
- Integrity

As part of an implementation plan further detail regarding an approach to defining these elements should be documented and a central knowledge base developed to capture unique communication characteristics of the contingency environment.

3.5 Deployment Phases

Business operations support in all phases of the operation requires adopting, to the greatest extent possible, the model introduced within this document. Once again, the model is based on the ability to leverage smart client applications that are capable of supporting disconnected operations when users are deployed to remote locations that lack communications connectivity. Additionally, to support operations during the initial phases of an operation, when the communications infrastructure has yet to be established, the smart clients must have the capability to import/export data in a specific format being defined by a common schema specification. This enables disconnected users extended amounts of time while being disconnected while still allowing data to flow, end-to-end, from purchase request to contract closeout. Once connectivity is restored, the smart client transmits data stored locally via web service, or batch file, to the systems centralized server which resides in CONUS.

The top portion of Figure 2 illustrates the four phases of an expeditionary operation and the types of contracting support that is generally associated with each phase of the operation. The bottom portion of Figure 2 is a separate illustration (unrelated to the phases of the operation) of the stages in the end-to-end process of procuring supplies and services in an expeditionary environment.

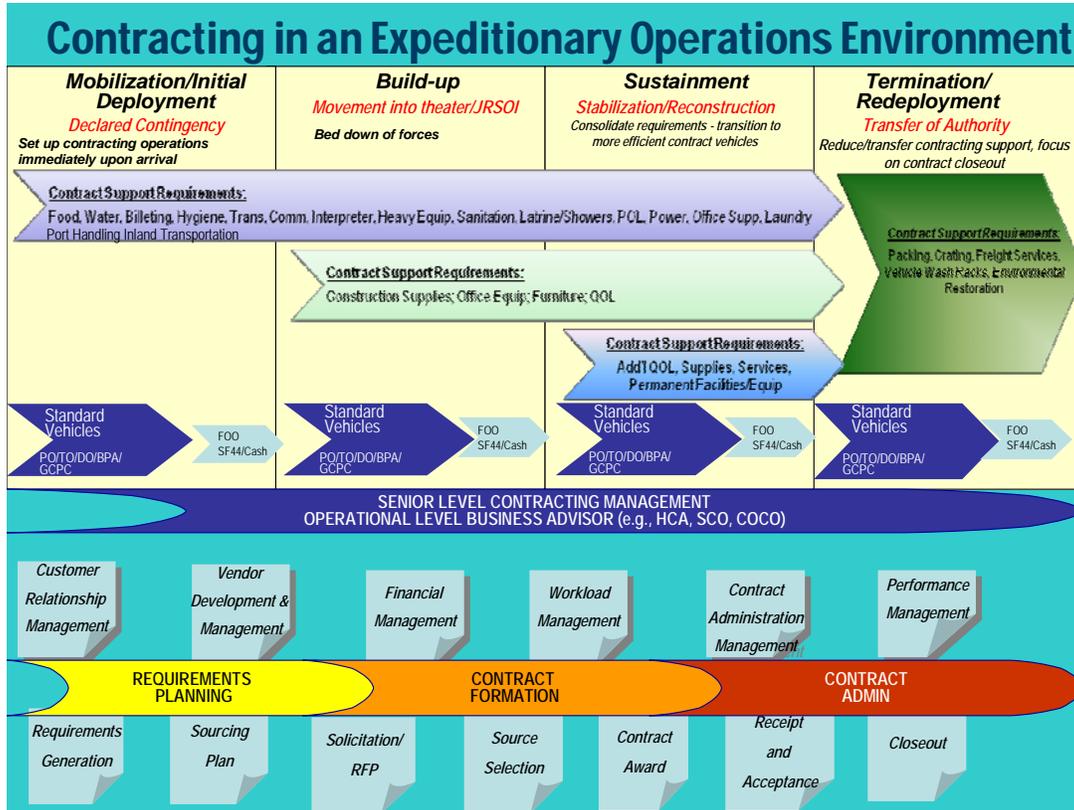


Figure 2 – Contracting for OCS in the Four Phases of an Expeditionary Operation

The e-business tools are intended to operate successfully and consistently with limited or no communications connectivity and bandwidth, intermittent connectivity and/or high latency (delay to downloading and transferring of information). Appropriate Warfighters (requirements generators), CCOs, and CORs will be provided with laptops that have the expeditionary e-Tools preloaded, bundled in “kit” configurations tailored for the phase of the operation and the role of the individual users, with scanners, printers, and back-up power, appropriate for the operation and environment. All tools, in all phases of the operation, will be capable of operating as Web-based client/server applications, but also capable of operating, for limited periods of time, on stand-alone laptops in remote locations that lack communications connectivity. In such circumstances, the laptop applications will transmit data to Web-based servers when connectivity, either wireless or through landline, becomes available.

The extent to which e-business tools may be appropriate for deployment in the different phases of an operation is largely driven by the communications requirements of the tool, and the extent to which the tool can operate without communications for a significant period of time. The tools, identification of whether communications connectivity is required, and the operational phases in which the tool may be deployed are identified in the chart below. (Each of these tools is discussed in greater detail in the appendices to this CONOPS.)

Acquisition Tool	Comms	Laptop w/o Comms	Phase I Deployment	Phase II Build-up	Phase III Sustainment	Phase IV Drawdown
GEX	Yes	No	No	Yes	Yes	Yes

PRIE	Yes	No	No	Yes	Yes	Yes
cASM	Yes	Yes	Yes	Yes	Yes	Yes
GCPC	Yes	N/A	Yes	Yes	Yes	Yes
Convenience Check	Yes	No	Yes	Yes	Yes	Yes
3in1	Yes	Yes	Yes	Yes	Yes	Yes
AGATRS	Yes	No	No	Yes	Yes	Yes
SRM	Yes	Yes	Yes	Yes	Yes	Yes
SPS-C	Yes	No	No	Yes	Yes	Yes
EDA	Yes	No	No	Yes	Yes	Yes
WAWF	Yes	No	No	Yes	Yes	Yes
DDSS	Yes	Yes	Yes	Yes	Yes	Yes
QCTS	Yes	No	No	Yes	Yes	Yes
COR Tool	Yes	Yes	Yes	Yes	Yes	Yes
SPOT	Yes	Yes	Yes	Yes	Yes	Yes
JCC Handbook	Yes	Yes	Yes	Yes	Yes	Yes
JAAR	Yes	No	Yes	Yes	Yes	Yes
GCC Websites	Yes	No	Yes	Yes	Yes	Yes

3.6 Kit Configurations Tailored to Operations

The tools must operate as an efficient and effective suite that is seamless to the users in the environment in which it is deployed. Users do not need additional tools or systems, regardless of how well they might work, that require multiple entries of the same data into different systems in the end-to-end business process.

New tools will be preloaded onto laptops and provided to appropriate Warfighters, CCOs, and CORs in “kit” configurations, bundled with scanners, printers, and back-up power, appropriate for the operation and environment.

All tools will be capable of operating as Web-based client/server applications, but also capable of operating on stand-alone laptops in remote locations where there is limited or no communications connectivity and bandwidth, intermittent connectivity and/or high latency. In such circumstances, laptop applications will transmit data to Web-based servers when connectivity becomes available. This will be accomplished through the use of smart client applications designed to support users and operations regardless of connectivity. Smart clients are Rich Graphical User Interface (GUI) applications that reside on a local machine, desktop or laptop, and consist of a light weight database. The smart client is designed to automatically detect whether a user is connected or disconnected; when disconnected the application stores data locally until connectivity is detected. When connectivity is restored, the smart client leverages web services to transmit the data stored locally to the systems centralized server which resides outside of theater. Critical to this model is adherence to data standards as the ability to successfully transmit data between the smart client and a centralized server requires data to be passed in a specific format being defined by a common schema specification.

3.7 Management Reporting

Operational e-business tools will integrate business processes that link the enterprise architecture to data and information management. This will encourage cooperation with other related business domains, across DoD and provide consistent, full-spectrum acquisition processes and tools across the joint environment.

Situational awareness of the acquisition process will be provided through a role-based/process dashboard in which the Warfighter and other stakeholders are provided with visibility, traceability and active control of the acquisition enterprise. Users can view the status of an acquisition through the TBE dashboard by using an internet-connected computer to help them with order management. Management and planning will have real time access to the status and detailed information about acquisitions through similar role-based configurations of the TBE dashboard. This data can be used to assist commanders, Warfighters, and all of the associated contract support personnel with requirements planning, development and tracking for improving Operational Contracting Support (OCS) planning. In addition, senior leaders and auditors will have visibility and traceability of the process through the TBE dashboard to ensure the responsible expenditure of funds.

3.8 Spiral Development

DoD will use evolutionary acquisition/spiral development techniques to get new tools into the hands of the Warfighter and contracting personnel more quickly and maximize the use of user feedback in refining requirements and developing subsequent increments of capability.

It is critical that the new tools meet user needs and provide operations efficiencies while improving mission effectiveness. New tools will be pilot tested in operating units and refined prior to limited deployment to selected units, followed by full deployment of proven technology.

3.9 Milestones

Each of the tools in the suite has individual development and deployment milestones, which are identified at the end of each tool's description in the appendices. The overall goal is to have full deployment of an initial tool kit in the First Quarter of FY11; however some applications will be available earlier.

3.10 Challenges

This Concept of Operations identifies a number of processes to be supported and potential solutions that may be deployed. Some of these solutions have multiple constraints that must be considered and addressed. These include:

- Untested components. Two key components of the expeditionary tool suite, cASM and the 3in1 Tool, have yet to be pilot tested in operating units. Although these tools have great potential to meet critical needs, both remain unproven in a contingency operations environment.
- Diversity of the technical environments in which the technology must operate. Tools in the suite must operate in environments with limited bandwidth, intermittent connectivity and high latency. This capability has yet to be demonstrated successfully.

- Ability of the DoD to adapt and enforce clear, enterprise-wide data standards across its business systems. The objective of a seamless suite of applications that do not require multiple entries of the same data into different systems remain elusive if the DoD fails to enforce acquisition data standards.
- The development of electronic interfaces between the business and legacy financial systems.
- The development of new traceability in EDA to assist with providing a system agnostic solution for data flow from requirements documents through contract payment. The initial capability, available July 2009 establishes a “bridge” function allowing the full line of accounting to be passed into its respective components. This will allow the 17 variations of the Line of Accounting (LOA) be pre-popped into Wide Area Workflow (WAWF) and enable use of that data for financial reporting.
- Where possible, automate data input and validation and minimize the need for redundant manual data entry to ensure information integrity.
- For long-term fixes, all Warfighter requirements need to be addressed in the Business Enterprise Architecture (BEA).
- The development of a contract writing tool with a small footprint. It must operate using standard data provided from a requirements generating tool, with a financial feed so that routing of both the requirement and funding line is supported and can serve as a source document for contract execution, administration and payment.

In order to address these challenges, it is paramount that a comprehensive implementation plan be devised and adhered to as a means of mitigating the risks associated with these challenges and the sometimes austere physical and operational conditions found in the expeditionary environment. While this CONOPS attempts to address immediate concerns in the Theater Business Environment, the solutions proposed here are intended to provide near-term relief to the Warfighters’ business needs and are an interim response until a systematic, end-to-end solution may be developed and deployed. As such an interim solution set, it is important to develop an implementation plan that will enhance our ability to deploy follow-on solutions with minimal operational impact to the Warfighters.

At a minimum, the implementation plan should incorporate field testing plans to evaluate actual system performance in a variety of expeditionary environments and should address:

- Definition of system end user, owners, and their required capabilities
- A definition of stakeholders
- Specific Service component stakeholders
- Programmatic business system stakeholders
- Delineation of responsibilities for technical support
- A delineation of responsibilities for systems integration
- Mapping of System Functions to End to End Business Process
- Data standards
- Physical locations of equipment
- Connectivity requirements
- Service Oriented Approach vs System Deployment Approach

- Bandwidth requirements for each system down to the end user Communications equipment required Addresses
- Expeditionary Contingency Contracting governing directives
- Training and Support

An effective implementation plan will comply with accepted expeditionary contingency contracting guidelines and will have its underpinning in the Gansler Commission findings. In line with that report, the implementation plan must be sensitive to end user workload, address training plans that enhance the business environment's resiliency toward fraud, waste and abuse, and it must not increase the complexity of the technical operating environment or processes without a commensurate increase in capability to the end user.

4 Governance

Acquisition, procurement, logistics and finance communities own the processes involved in expeditionary acquisition and must contribute to resolving the problems outlined in the CONOPS. Some of the inefficiencies experienced in theater are due to the current stove-piped nature of processes and systems used by these four domains. Moving to the desired future state requires them to collaborate in a seamless, integrated process.

4.1 Stakeholders

Combatant Commanders are the primary stakeholders in the deployment of acquisition tools for the expeditionary environment. They require the acquisition of supplies and services in their AORs to be streamlined, simplified, and expedited. The Joint Contingency Acquisition Support Office, which DoD established to develop joint policies that provide for a “preplanned organizational approach to program management” for contractors authorized to accompany the force is a critical stakeholder for ensuring that the success of the TBE acquisition CONOPS. JCASO advances acquisition management of Operational Contract Support (OCS) for planning, exercises and training; and when requested by a Combatant Commander (CCDR) during contingencies, JCASO deploys as an enabling joint staff organization to augment the CCDR staff for OCS support. Beyond that, every entity involved in expeditionary acquisitions is a stakeholder in the success of these tools, especially those charged with providing contracting support to the Warfighter. This includes all contractors and vendors who ultimately receive contracts, deliver supplies and services, and receive payment from DoD have an interest in seeing this process improved.

4.2 Users

The primary users of these tools are the Warfighters who require supplies and services in the AOR and the Contingency Contracting Officers who execute the procurements to fill those requirements. Secondary users include all participants in the end-to-end process.

4.3 Governance Structure

Key to the success of implementing an expeditionary toolset is involvement by the four domains named above: acquisition, procurement, logistics, and finance. At both the executive level and

working group level, these communities must be full participants in identifying and resolving problem areas.

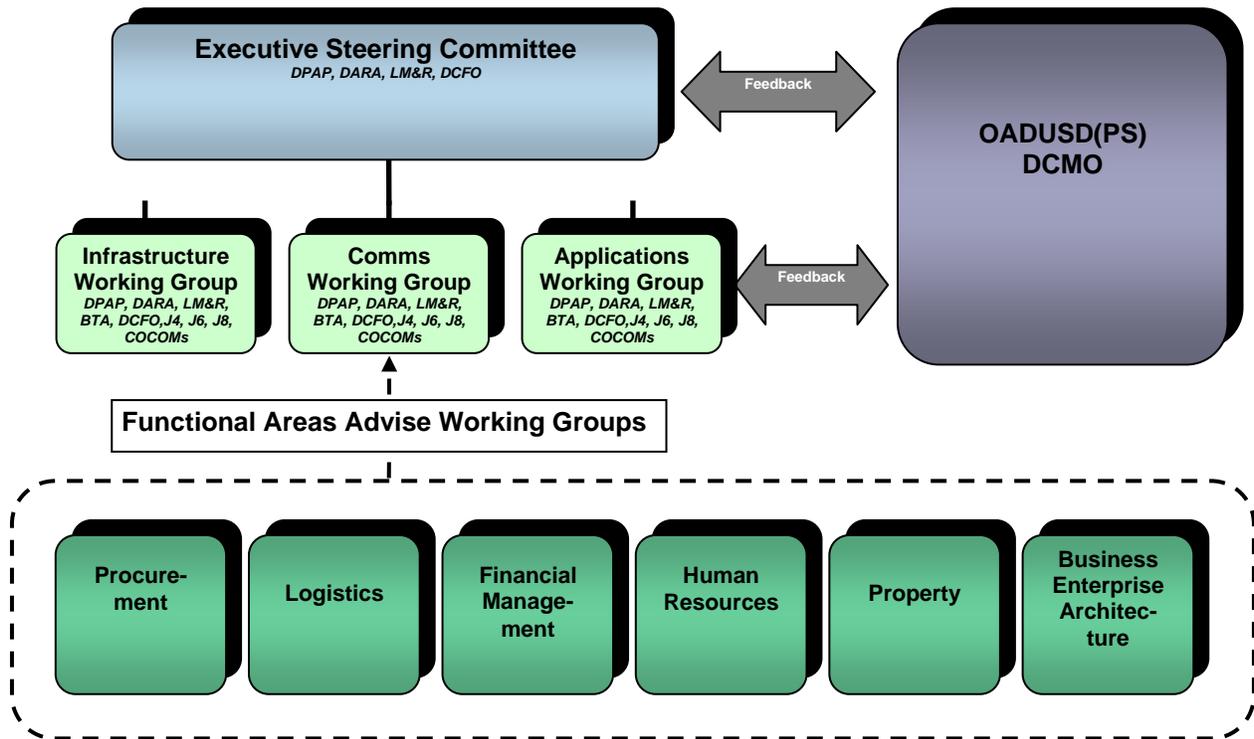


Figure 5 –Theater Business Environment Governance Structure

4.3.1. Theater Business Environment Steering Committee

The steering committee will be responsible for timely and cost efficient implementation of TBE business capabilities and translating DoD business strategies, policies, and procedures into a coherent TBE strategy and implementation plan. In addition, this group will develop and ensure resourcing for required information technology support as part of a broader information technology portfolio. The steering committee should include senior representatives from:

- Under Secretary of Defense (Acquisition, Technology and Logistics)
 - Defense Procurement and Acquisition Policy (DPAP), Chair
 - Defense Acquisition Resources and Analysis (DARA)
 - Logistics and Material Readiness (LM&R)
- Under Secretary of Defense (Comptroller)
 - Deputy Chief Financial Officer (DCFO)
- Deputy Chief Management Officer(DCMO)
 - Business Transformation Agency (BTA)
- Military Services:
 - Joint Staff (J4 – Logistics)
 - Defense Logistics Agency (DLA)
 - Army
 - Navy

- Air Force
- Marines

4.3.2. Theater Business Environment Working Groups

The Theater Business Environment Working Groups will be the working-level bodies, reporting to and advising the steering committee. The working groups will be responsible for providing subject matter experts to conduct in-depth review, analysis, and resolution of technical, procedural, and policy issues related to implementation of the TBE toolset. They will provide recommendations to the steering committee based on their findings.

Membership should include worker-level individuals from the communities represented on the steering committee: DPAP, DARA, LM&R, BTA, and DCFO. Membership should include Combatant Command representatives and DLA to provide Warfighter requirements and Joint Staff representatives to provide additional functional expertise. From the Joint Staff, especially critical is participation by J4 (Logistics), J6 (Communications), and J8 (Force Structure, Resources, and Assessment).

The responsibilities of the working groups should include:

- Identifying functional and technical strategic capabilities/activities that should be standardized enterprise-wide capabilities across the acquisition portfolio and decide when needs justify exceptions to these standard capabilities/activities
- Establishing a data strategy for the identified enterprise acquisition assistance processes
- Determine the enterprise level resources required to support the enterprise strategy and implementation plans in the context of the overall portfolio
- Representing needed enterprise level resource requirements to the TBE Steering Committee
- Establishing measurable business objectives and associated metrics in a strategy implementation plan
- Communicating and implement decisions within respective represented community
- Conducting appropriate change management efforts within respective organizations
- Supporting authority and responsibility of the change control boards in the TBE
- Acting as final decision authority for issues requiring arbitration from the change control boards in the TBE
- Establishing and maintain requirements groups /change control boards (CCBs) for the capabilities and systems in the TBE

Three working groups are required to address specific challenges:

4.3.2.1. Backbone Infrastructure Working Group

This working group will define the requirements for the backbone systems required for the TBE suite of tools to operate. The backbone infrastructure includes the GEX, PRIE, and EDA.

4.3.2.2. Communications and Bandwidth Working Group

This working group will define the communications and bandwidth requirements for the TBE CONOPS. This will require identifying the communications needs of each application, and defining the overall communications needs for the TBE CONOPS in each phase of an operation.

4.3.2.3. Process and Applications Working Group

This working group will define processes that will be used in each phase of an operation, and the systems applications that will support those processes.

5 Summary and Conclusion

Contract support in the expeditionary environment is a combat multiplier and critical factor on the battlefield. Due to the nature of the current manual operations which comprise the procurement process, the speed of the acquisition process does not keep pace with the Unit Commander's combat needs. Adoption of the unified e-business tool suite identified in this Concept of Operations will improve the efficiency, effectiveness, traceability and accountability of the contingency procurement process.

Appendices - Introduction

The Gansler Commission indicated that “information systems to track contractor personnel, assets, and performance are critical but lacking. Commanders need a common, relevant picture of contractors in the battle space, for operational planning, logistics planning, and situational awareness.” This ability does not exist today because of the generation of software tools that are available. Functional experts generally create tools that apply only to their area of control. These tools tend to be natural stovepipes of information and are poorly integrated with other ancillary functions. Today, users must log into numerous systems, extract data, and then transform that data into useful information. This process can be eliminated applying the principles of net-centric planning and intelligent use of service oriented architectures.

The TBE CONOPS uses a dashboard that, as an interim solution for rapid deployment, integrates data from disparate solutions and presents that data through a user-configurable portal. This solution has nominally been designated JCCS-NG because it will reside on the database backbone of JCCS, a tool designed to capture and manage in-theater contract data. All TBE tools should be designed with service orientated architecture in mind in order to make the tools and data more accessible and discoverable by other DoD activities. JCCS-NG would access to each of the TBE tools within a single sign-on environment. JCCS-NG would be available on the internet. A desktop instance of JCCS-NG could also be deployed so that disconnected users could receive “snapshots” of information during the time that they have connectivity and can synchronize with the main JCCS-NG servers.

JCCS-NG should be a place where authorized users can receive any information related to their activity: Warfighters reviewing requirement status, resource managers planning for upcoming requirements or release of funds, contracting leadership monitoring acquisition activity and metrics by region, etc.

The Gansler report also noted that the number and complexity of contracts has increased significantly, while the supporting workforce has diminished. When participants in the contingency procurement process need help writing performance work statements, quality assurance surveillance plans or complex contracts where can they turn for advice? Real-time collaboration tools like the Army’s Green Force Tracker (GFT) provide a way to integrate reach-back support at the desktop level. Desktop collaboration tools will be available through JCCS-NG providing encrypted communication, with real-time availability of subject matter experts, cross-domain chat integration via XMPP, file transfer and desktop image sharing. This capability in JCCS-NG will allow for the creation of dynamic contact grouping so that contracting support contacts can be separated for easier identification. This capability facilitates the use of reach-back and reach-forward support for all acquisition participants.

JCCS-NG - Dashboard for with visibility, traceability and active control of the expeditionary acquisition enterprise

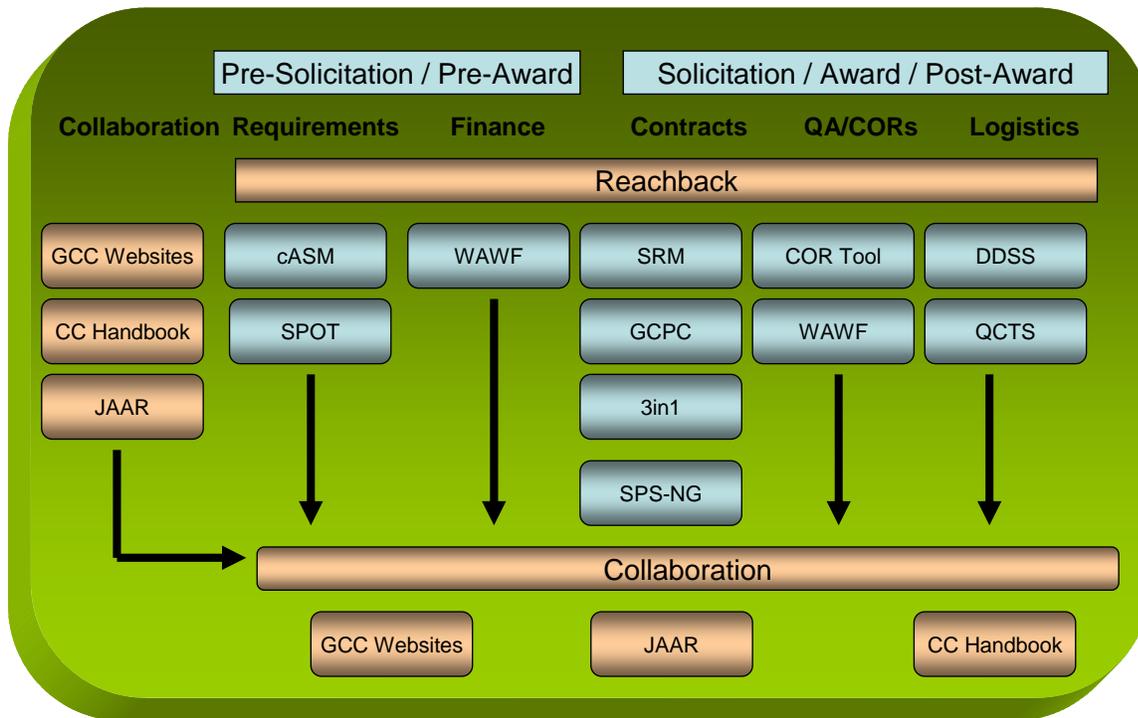


Figure 5 – Expeditionary E-Business Tools in a Common, reusable infrastructure within JCCS-NG Dashboard.

The intent is to provide an interim dashboard for the multiple applications outlined in this CONOPS and to provide access to the underlying data in the contingency e-business system. This dashboard will provide acquisition data and reports to requiring activities, contingency contracting officers, field ordering officers, and operational commanders. The chart below identifies the interim tools identified in the appendices to this CONOPS. Currently, only the the Acquisition Cross Servicing Agreement (ACSA) Global Automated Tracking and Reporting System (AGATRS) and the Supplier Relationship Manager (SRM) applications have been integrated into the dashboard. The interface for the 3in1 Tool is in development, representing the first new application in the expanded JCCS-NG tool suite. The chart below identifies whether the acquisition tool will operate independently when there is little or no communications connectivity to the Web or the JCCS-NG server.

Acquisition Tool	Capability thru JCCS	Comms	w/o Comms
GEX	System routing, and mediation	Yes	Yes
cASM	Requirements Tracking	Yes	Yes
GPCPC	PC Management	Yes	No
Convenience Check	CC Management	Yes	Yes
3in1	FOO Management	Yes	Yes
AGATRS	ACSA Order Tracking System	Yes	No
SRM	Vendor Outreach & Mgmt	Yes	No
SPS-C	Contract Tracking	Yes	Yes

EDA	Electronic Document Access	Yes	No
WAWF	Receipt & Invoice Mgmt	Yes	No
DDSS	Receive, Store, & Distribute.	Yes	Yes
QCTS	Property Accountability	Yes	Yes
COR Tool	Track and Manage CORs	Yes	Yes
SPOT	Track Contractor Personnel	Yes	Yes
JCC Handbook	Just-In-Time Tools & Training	Yes	Yes
JAAR	Deployed CCO Feedback Loop	Yes	No
GCC Websites	Theatre OCS Policy & Procedures	Yes	No

The chart below, in a format carried throughout this CONOPS, shows that JCCS-NG as a procurement dashboard can operate independently on a laptop with little or no communications connectivity to the Web or the main JCCS-NG server. It also shows the planned use and deployment of the JCCS-NG application in the four phases of a contingency operation.

Acquisition Tool	Comms	Laptop w/o Comms	Phase I Deployment	Phase II Build-up	Phase III Sustainment	Phase IV Drawdown
JCCS	Yes	Yes	Yes	Yes	Yes	Yes

The first phase of the expansion of JCCS-NG is development of the interface with the new 3in1 Field Ordering Officer Tool.

Development & Deployment Milestones for JCCS-NG interface with 3in1 Tool:

Pilot Testing:	1 st QTR FY10
Limited Deployment	2 nd QTR FY10
Full Deployment	1 st QTR FY11

Appendix A Global Exchange (GEX)

A. Requirement:

The Enforcement mechanism for standard transactions is the GEX. The GEX service provides message broker, routing, and mediation services between multiple DoD and Federal government agencies as well as commercial industry. Formerly known as the Defense Business Exchange (DEBX), the GEX has been under continuous development since 1996 to serve as the enterprise service bus for business system integration across DoD and the Federal community. GEX currently processes over 120 million transactions each month, over 1.6 billion a year and connects over 7600 sites to approximately 180 information systems.

B. Interim Solution:

Because of the expected requirement for access information on demand and the need for it to be actionable, new P2P business applications will need to acquire and use more Net-Centric Enterprise Services (NCES) to enable information sharing by connecting people and systems that have information (data and services) with those who need information across the Department. Under this concept, the Warfighter will be able to update the business environment with the current state of nature and share it with the entire community. Using Key Performance Parameters (KPPs) will also help to provide the customer information with integrity for decision making as well as accountability for resources used.

With GEX as the backbone, the common, reusable infrastructure will leverage DoD's investment in the new tools. The ability to adopt tools from other Services and allow interfaces with the common infrastructure presumes GEX will be operating in theater.

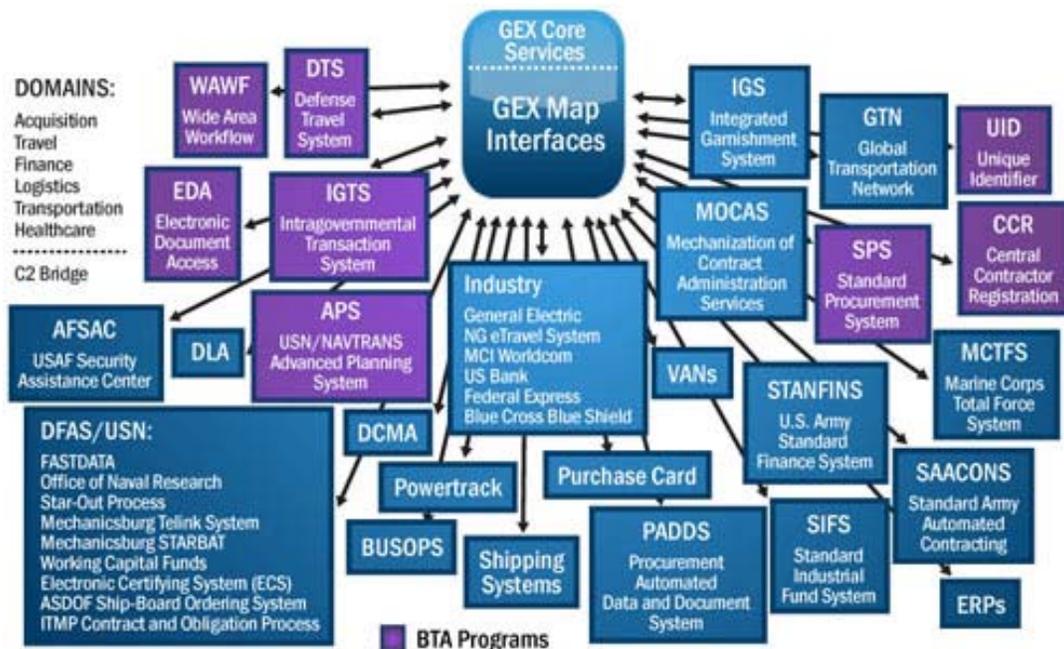


Figure A- 1 – Representation of GEX Users

Acquisition Tool	Comms	Laptop w/o Comms	Phase I Deployment	Phase II Build-up	Phase III Sustainment	Phase IV Drawdown
GEX	Yes	Yes	Yes	Yes	Yes	Yes

C. Development Milestones:

The following are the major development & deployment milestones for GEX:

- Pilot Testing:
- Limited Deployment
- Full Deployment

D. Funding Requirements:

Funding requirements for GEX have been identified as follows:

Type of Funds	FY10	FY11	FY12	FY13	FY14	FY15
RDT&E						
O&M						

Appendix B Requirements Generator - cASM

A. Requirement:

The effectiveness of the contracting process is measured by how well the contract satisfies the need of the customer regardless of the environment. In any environment the ability to generate accurate, current, and complete requirement descriptions is critical to this success. In an expeditionary operations environment, with the increase in urgency of the mission and dangers associated with the environment, a well defined requirement is even more critical, but frequently elusive. The Warfighter needs a simple means to identify the requirements for supplies and services, where, when, and in the quantities needed. They do not have the time to wait for subject matter experts to help review and define the requirement, prepare needed documentation, and obtain approvals. Today there are few tools available that assist the Warfighter in accurately articulating their needs.

B. Interim Solution:

The Contingency Acquisition Support Model (cASM) is an easy-to-use, web-based tool that helps users get their requirements on contract more efficiently. cASM is based on an existing application used for requirements generation at Hill Air Force Base. The contingency Acquisition Support Module (cASM) will provide support to requirements generators in expeditionary operations, which could be used to fill or bridge the gap that the Gansler Commission identified as critical to improving expeditionary contracting. It provides a tool to assist in translating a combatant commander's requirement into a procurement package that includes all the required documents and approvals, a responsive contract statement of work, and any ancillary data or information for acquisition approval and contract action. cASM will assist by simplifying the process for the Warfighters, providing templates, populating data, and providing the contracting office with an approved procurement package that the contracting officer can act upon expeditiously.

cASM is a web-based application that uses information collected through a questionnaire to automatically generate an initial draft of requirements documents. The draft documents are fully editable in both the basic text area as well as in the data fields that were automatically completed using the questionnaire data. If the data in any field filled from the questionnaire is modified while editing a document, the updated information is automatically propagated throughout all the documents containing the same information upon check in. Each time a document is modified and stored, it is tracked by a version control feature that not only tracks the document version number, but who made which changes in each version. Any previous version of the document can easily be retrieved at any time to track the date and origin of any document changes. cASM:

- Enables data entry once and multiple use of the data
- Lists all the documents required and the sequence, based on the acquisition type
- Provides the latest version of each document format
- The formats and templates are stored in the central repository and are easily updated
- Utilizes minimal bandwidth requirements
- Automatically generates the initial draft of each document
- Integrated Product Team (IPT) members enter the data once via a questionnaire – the system uses this data many times to generate the documents
- Data can be input or edited either through the questionnaire or the document itself
- Data edits are propagated where used throughout the acquisition documents and database

cASM is a data-driven system that will utilize and output data in conformance with the DoD Procurement Data Standard (PDS).

There currently are no electronic interfaces for cASM and financial systems, requiring manual entry for financial data. Ultimately a data table could be set up to feed the financial data into cASM via EDA. This will require a translator for cASM. From preliminary research conducted in support of the expeditionary operations community and previous experience with other DoD systems, attempting to develop an interface from or to cASM would risk sub-optimizing cASM performance as well as those systems to which cASM would connect. Translators between systems are seen as the most optimal performance option.

The chart below shows that cASM can operate independently on a laptop with little or no communications connectivity to the Web or the main JCCS server. It also shows the planned use and deployment of cASM as a requirements generator in the four phases of a contingency operation.

Acquisition Tool	Comms	Laptop w/o Comms	Phase I Deployment	Phase II Build-up	Phase III Sustainment	Phase IV Drawdown
cASM	Yes	Yes	Yes	Yes	Yes	Yes

C. Development Milestones:

The following are the major development & deployment milestones for cASM:

Pilot Testing:	4th QTR FY09
Limited Deployment	1st QTR FY10
Full Deployment	3rd QTR FY10

D. Funding Requirements:

Funding requirements for cASM have been identified as follows:

Type of Funds	FY10	FY11	FY12	FY13	FY14	FY15
RDT&E	2.318 M					
Procurement	1.0 M	4.7 M				
O&M	2.1 M	2.1 M				

Appendix C Government Commercial Purchase Card (GCPC) & Convenience Checks

A. Requirement:

Depending on the operational environment, the GCPC can be a key component in the acquisition of mission critical supplies and services in a contingency by simplifying the procurement process for purchases that are less than or equal to the micro-purchase threshold. (The GCPC is mandatory for these purchases.) Proper use of the GCPC eliminates procurement lead-time and results in substantial transaction cost savings. The GCPC also automates the invoice and certification process, which facilitates timely payments and reduces errors associated with manual entry. The DoD Purchase Card Guidebook is available at http://www.acq.osd.mil/dpap/pdi/pc/docs/dod_charge_card_guide_20090622.doc.

B. Solution:

The Government-wide Commercial Purchase Card Program (GCPC) enables properly authorized government personnel to buy and pay for supplies and services in support of official government business. The GCPC is similar in nature to a commercial credit charge card; however, it is a procurement method for official Government use only by authorized Agency personnel to purchase supplies and services in support of mission requirements.

Issuance of the GCPC requires web connectivity, after which use of the GCPC in the four phases of a contingency operation is dependent on web connectivity and acceptance by merchants in the area of operation. However, as an alternative when connectivity is unavailable, convenience checks may be used as a substitute. The chart below shows that the GCPC requires Web connectivity, but convenience checks may be used in environments without connectivity.

Acquisition Tool	Comms	Laptop w/o Comms	Phase I Deployment	Phase II Build-up	Phase III Sustainment	Phase IV Drawdown
GCPC	Yes	N/A	Yes	Yes	Yes	Yes
Convenience Check	N/A	No	No	No	No	No

C. Development Milestones:

Development & Deployment Milestones:

Fully deployed

E. Funding Requirements:

No funding required.

Appendix D Field Ordering Officer Tool (3in1)

A. Requirement:

In April 2008, Task Force 849 Team 6, formed in response to the Gansler Report, identified a need to better control cash on the battlefield and bring a much-needed automated solution to the manual field ordering process that dates back to 1955. Additionally, the then commander of the Joint Contracting Command – Iraq/Afghanistan identified a need to have theater-wide visibility into purchases made using SF44s because there is no command-wide visibility, data reporting, or analysis capabilities for these purchases.

The requirement is for a technology-based solution to record and transfer data used by the Defense agencies when conducting on-the-spot, over-the-counter, field purchases of supplies and non-personal services (cash and carry type purchases) in circumstances where use of the GCPC would generally be appropriate, but is not feasible. Typically, this is expected in a contingency environment.

Today these purchases are made by Field Ordering Officers (FOOs) using a process that is primarily manual and may require the FOO and Paying Agent (PA) to be exposed unnecessarily to hostile or dangerous conditions.

B. Interim Solution:

A multi-service/agency IPT was formed to investigate the best solution and establish the primary requirements to address these needs. The purpose of the 3in1 Tool is to apply easy-to-use technology to record and transfer purchase data used by DoD agencies when conducting field purchases of supplies and services where use of the Government purchase card is appropriate, but not feasible.

The 3in1 Tool is technology-based solution to record and transfer purchase data associated with on-the-spot, over-the-counter, field purchases of supplies and services. Using the new 3in1 Tool, the FOO will input the necessary data into the 3in1 handheld device and the 3in1 handheld device will transmit this data to JCCS-NG. That data will populate the FOO's Purchase Log in JCCS-NG. Necessary review and reconciliation of purchase data by all parties other than the FOO will occur on a monthly basis through controlled access to JCCS-NG by appropriate contingency contracting officers serving in the role as the FOO program managers.

The solution consists of a small lightweight device, the 3in1 Tool that will capture and record necessary purchase, disbursement, and receiving information, including the user's receipt of goods, vendor payment, and vendor acknowledgement of payment. The device will automatically transfer that data to the Expenditure/Purchase Log in the Joint Contingency Contracting System (JCCS).

The device will capture purchase, invoice, receiving, and payment information, which will ...

- Reduce FOO and PA time “outside the wire” and minimize exposure in the marketplace.
 - The tool will include a simplified ordering system that allows preparation of the order in advance, pre-populating orders from a shopping list, and the capability

to re-run an existing order. When the FOO gets to the merchant, quantity and price on the items may be quickly adjusted if necessary, and the order is then be completed.

- Reduce FOO and PA exposure to travel in hostile areas by reducing trips to various offices by electronically sharing purchase information for review and clearance by the Property Book Office, Contracting, Disbursing, and Resource Manager
- Reduce errors and increase accountability with electronic record-keeping and reconciliation,
- Provide Commanders bottom-to-top visibility of purchases and near real-time accountability of expenditures with data mining/report generation capability.

The 3in1 Tool facilitates recording purchases and payments both online and offline. In the off-line mode, transactions are stored into memory on the device and uploaded to JCCS whenever commercial wireless telecommunications become available.

In the online mode, purchases are immediately encrypted and transmitted from the 3in1 handheld device to JCCS via an available commercial wireless telecommunications system.

An alternate configuration for use in austere environments with no wireless or LAN connectivity will provide the capability to securely transfer data from the 3in1 handheld device via USB port to an independent personal computer application of JCCS.

Initial provisioning of the 3in1Tools will accomplished in JCCS. Organizations, personnel, and procurement controls will be established and the assigned FOO and PA will be linked to the device via JCCS. Each FOO/PA team will be assigned to a specific 3in1 device with exclusive utilization.

Digital Signatures will be used to execute and secure order and payment transactions. Receipt of goods and vendor payment will be recorded as a digital image of their physical signature on the device's screen. Vendor receipts will be recorded via a digital image. As each step of the purchase transaction is completed the information is locked and all purchase order data and images will be linked and transmitted to JCCS for review/ reporting/ storage.

Features of the device:

- Maintain a running account of obligations, and remaining funds for each line of accounting loaded into the device.
- Track and calculate purchases in local currency based on the appropriate exchange rate.
- Provide market research capability by querying prior purchases
- Data entry will be minimized with prefilled data fields
- Record vendor location by GPS coordinates (as appropriate)
- All wireless functions may be disable when required
- Warning messages will notify the FOO when a purchase control is being violated. The device will restrict purchases beyond authorized thresholds.

Necessary review and reconciliation of purchase data by the contracting office, disbursing agent, resource manager and property book office will occur through controlled role-based access to JCCS and transmitted back to the device when completed.

Purchase data will be reorganized into reports for use by the FOO, FOO Managers, Paying Agents, contracting offices, disbursement offices, and commanders.

In the online mode, purchases performed in the field are immediately encrypted and transmitted from the FOO's 3in1 handheld device to JCCS-NG via an available commercial wireless telecommunications system. The chart below shows that the 3in1 Tool is designed to operate in all four phases on a contingency operation and in environments with or without Web connectivity.

Acquisition Tool	Comms	Laptop w/o Comms	Phase I Deployment	Phase II Build-up	Phase III Sustainment	Phase IV Drawdown
3in1	Yes	Yes	Yes	Yes	Yes	Yes

C. Development Milestones:

The following are the major development & deployment milestones for the 3in1 Tool:

- Pilot Testing: 1st QTR FY10
- Limited Deployment 3rd QTR FY10
- Full Deployment 1st QTR FY11

D. Funding Requirements:

Funding requirements for the 3in1 Tool have been identified as follows:

Type of Funds	FY10	FY11	FY12	FY13	FY14	FY15
RDT&E	2.12 M					
Procurement	6.0 M					
O&M	\$500 K	\$1.0 M	\$1.125 M	\$1.18 M	\$1.24 M	\$1.30 M

Appendix E (AGATRS)

A. Requirement:

ACSA's are bilateral agreements for the reimbursable mutual exchange of Logistics Support, Supplies, and Services (LSSS) during exercises, training, or emergency situations. ACSA establishes reciprocal pricing principles for LSSS acquired from or transferred to governments of eligible countries. Often this type of transaction results in the return of the same or similar items and may result in no actual currency transaction taking place. The support for this type of transaction greatly enhances our relationships and ability to collaborate with other governments during operations.

B. Interim Solution:

AGATRS is in part an orders tracking system capable of tracking ACSA transactions where the United States is either selling or buying goods. In addition, to the tracking of goods bought or sold, AGATRS, will also track the bartering and lending of goods and products with other governments. The purpose of the AGATRS application is to provide a worldwide, automated solution supporting the Joint Staff J4, Combatant Commands (COCOMs), the Office of the Secretary of Defense (OSD), and the Defense Finance Accounting Service (DFAS) to manage cradle-to-grave tracking of ACSA, Implementing Arrangements (IAs), and the subsequent ACSA orders for LSSS that are executed under these agreements. ACSA managers validate the data in AGATRS.

AGATRS is meant to give logisiticians, financial personnel and senior leadership a tool for worldwide ACSA Order visibility. It is not an accounting system but may be used to supplement information required by or available in record accounting and billing systems thus relating relevant information of rthe entire ACSA community

AGATRS was developed to eliminate the current ACSA paper-based process that is without a central repository for ACSA agreements or transactions, and has no capability to aggregate the date for reporting purposes. ACSA reports are labor intensive with no assurance that all of the dat reported is accurate or timely. The increased use of ACSA program to support interoperability with coalition forces during combat and other military operations, coupled with increased report and auditing requirements, drive the requirement to leverage automation to enhance both the execution of the program and ability to oversee its internal process

The chart below shows that the AGATRS application of JCCS can operate in environments with or without connectivity and may be deployed to support AGATRS in all four phases of a contingency operation.

Acquisition Tool	Comms	Laptop w/o Comms	Phase I Deployment	Phase II Build-up	Phase III Sustainment	Phase IV Drawdown
JCCS- AGATRS	Yes	Yes	Yes	Yes	Yes	Yes

C. Development Milestones:

The following are the major development & deployment milestones for JCCS-SRM:

- JCCS-is deployed in JCC-I/A and SOCOM
- AGATRS is available to all COCOMs

D. Funding Requirements:

Funding requirements for JCCS-AGATRS have been identified as follows:

N/A

Appendix F Supplier Relationship Management (SRM)

A. Requirement:

JCCS currently provides tools to meet three fundamental SRM objectives:

- support government spend analysis in order to increase the number of opportunities available and awarded to host-nation vendors;
- provide data that would support a host-nation specific supplier relationship process to increase host-nation vendor utilization;
- create an ability to provide functionality to help the first two objectives quickly influence economic conditions in support of the campaign plan.

B. Interim Solution:

JCCS is a robust client tool designed to capture and manage in-theater contract data, provide a bilingual web-based online registry for host-nation vendors, a solicitation posting/ proposal receipt system, and an enterprise process and technology capability to provide leadership with structured real-time reporting of key contract data. Along with posting contract opportunities in English (full solicitation) and Arabic (summarized version), and providing information about all the registered and approved host nation vendors, the JCCS captures vendor proposals, and documents contract awards. Once an award is made, specific data associated with the contract award is entered into JCCS, which then provides the key to the information visibility needs of the command via structured and highly robust web-based reports, and the information is accessible to geographically dispersed contracting officers. The system even provides visibility to receipt of goods, payment to vendors, and ultimately the close-out of the contract, completing the end-to-end business process.

JCCS has matured and is available across the phases and full spectrum of expeditionary operations environments and can operate during a contingency with limited infrastructure and austere communications, with its on-line and off-line capabilities for data insertion. The system provides data for a variety of management processes to include review of vendor past performance, allowing the posting of host-nation reconstruction solicitations, providing a location for vendors to submit proposals, tracking historical reconstruction contract data, and allowing oversight of in-theatre contracts to monitor cost, schedule, performance, and vendor activities. In support of SRM, the application facilitates:–

- The process of publishing contracting opportunities and a means for replying with proposals and responses to request for quotes electronically;
- Provide a means for Host Nation businesses to gain visibility into and compete for local contracting opportunities
- Capture critical in-theater acquisition and vendor data with emphasis on Host Nation spending
- Vetted database of host nation and foreign vendors
- The process of approving local suppliers;
- Multi-Language functionality: bi-lingual vendor registration and solicitation posting website, allowing for proposal submission from a greater pool of vendors, thereby increasing competition for contracts

JCCS was rapidly adopted by the in-theater contracting and vendor communities and has become a significant success story for in-theater reconstruction in promoting stability and reform through economic recovery in theater. The customer gained accurate and timely visibility into Host Nation vendors' contract activity. JCCS had dramatic growth in its usage in the relatively short-time since it was first deployed.

The chart below shows that the SRM application of JCCS can operate in environments with or without connectivity and may be deployed to support SRM in all four phases of a contingency operation.

Acquisition Tool	Comms	Laptop w/o Comms	Phase I Deployment	Phase II Build-up	Phase III Sustainment	Phase IV Drawdown
JCCS-SRM	Yes	Yes	Yes	Yes	Yes	Yes

C. Development Milestones:

The following are the major development & deployment milestones for JCCS-SRM:

JCCS-SRM is deployed in JCC-I/A

D. Funding Requirements:

Funding requirements for JCCS-SRM have been identified as follows:

N/A (this development is complete)

Appendix G Contract Writing Capability (Next Generation)

A. Requirement:

The current DoD contract writing system is the Standard Procurement System (SPS). The core product deployed by the SPS program is a client-server application known as Procurement Desktop Defense or “PD2”, which is a robust contract writing tool. SPS is being adapted through a translator application to link to logistics and financial systems to enable accurate tracking and reporting of financial data through the budgeting, requisition, contracting, contract administration, payment and contract close-out processes. SPS uses SSH Tectia software to encrypt data between SPS components to reduce the vulnerability of the system

B. Interim Solution:

SPS-C provides the same functions as a garrison based SPS instance. In the SPS-C set-up, the client application and PD2 database are loaded on a single laptop or desktop and contracting can be performed in a contingency environment in extremely austere environments where network connectivity is unreliable or nonexistent. Currently SPS has been deployed to JCC-I/A, and in other contingency locations. It has been successfully deployed in SOUTHCOM in a scaled down laptop/local server configuration using CITRIX and is considered a prototype for deploying SPS into austere environments.

In JCC-I/A, Regional Contracting Centers (RCCs) are configured with a single SPS-C installation and a small number of PD2 client machines connecting to it. Each instance of SPS-C has the SPS Synchronization Utility loaded. The Synchronization Utility allows for synchronization of off-line created content. The next generation of contract writing capabilities must be able to work in an expeditionary environment and support normal acquisition operations at the post, camp and station level. The tool must be able to work with or without network connectivity--caching secure transactions locally until a network connection can be made. Synchronization of off-line content must be automatic and intelligent. Additionally, the next generation of contract capabilities must be able to easily adapt expeditionary local business processes.

Business rules, to include FAR, DFAR and service/region/campaign specific DFAR updates must be embedded in the tool so that contingency contracting officers can focus on fulfilling Warfighter requirements and not on administrative system updates. The rules should be applied in response to the CCOs responses to questions – driving the system towards the desired result without having to direct every aspect of the solicitation or contract creation (similar to popular tax preparation software). This new system should also be easy to administer locally or remotely; thereby reducing the need for embedded system support.

The tool should also assist the CCO and ACO by proactively managing the contract – watching for key contract dates, payments, invoices, etc. This will reduce the administrative burden of managing and closing a contract.

The next generation contracting writing system will conform to the Procurement Data Standard (PDS) to provide the data flow through the systems that support the end-to-end business process.

The chart below shows that this new tool should be able to support all aspects of a contingency.

Acquisition Tool	Comms	Laptop w/o Comms	Phase I Deployment	Phase II Build-up	Phase III Sustainment	Phase IV Drawdown
SPS-C	Yes	Yes	Yes	Yes	Yes	Yes

C. Development Milestones:

The following are the major development & deployment milestones for SPS-C:

- SPS is fully deployed to 22,000 users
- SPS-C is deployed in JCC-I/A

D. Funding Requirements:

Funding requirements for SPS-C have been identified as follows:

Type of Funds	FY10	FY11	FY12	FY13	FY14	FY15
RDT&E						
O&M						

Appendix H Electronic Document Access (EDA)

A. Requirement:

The procurement data used by the systems and applications in this CONOPS will be transmitted to, stored in, and retrieved from EDA. EDA is a web-accessible system that provides secure online access, storage, and retrieval of standard procurement data that generates contracts, contract modifications, Government Bills of Lading (GBLs), Defense Finance and Accounting System (DFAS) Transactions for Others (E110), vouchers, and Contract Deficiency Reports to authorized users throughout DoD. EDA supports the goals of DoD to simplify and standardize the methods used to interact with suppliers through the application of Electronic Business/Electronic Commerce (EB/EC) across the DoD. EDA provides the ability to post, view and process documents electronically, eliminating the need for paper copies for payment technicians at DFAS, DoD contracting officers, procurement officers, program and financial managers, and transportation officers.

B. Interim Solution:

Benefits derived from EDA include:

- Single-source, timely information
- Electronic search and retrieval - 24/7 access/retrieval capability
- Increased visibility of all procurement & payment actions
- Reduction in data entry/human error
- Lower postage, handling, retention and document management costs
- Single Integrated solution to support multiple communities

EDA is the backbone for the flow of procurement data and must have connectivity to operate. Successful deployment of EDA in the earliest phases of an operation will be dependent on bandwidth and connectivity.

The chart below shows that EDA should be able to support all aspects of a contingency.

Acquisition Tool	Comms	Laptop w/o Comms	Phase I Deployment	Phase II Build-up	Phase III Sustainment	Phase IV Drawdown
EDA	Yes	Yes	Yes	Yes	Yes	Yes

C. Development Milestones:

The following are the major development & deployment milestones for EDA:

D. Funding Requirements:

Funding requirements for EDA have been identified as follows:

Type of Funds	FY10	FY11	FY12	FY13	FY14	FY15
RDT&E						
O&M						

Appendix I Wide Area Workflow (WAWF)

A. Requirement:

Wide Area Work Flow (WAWF) is a DoD-wide application designed to eliminate paper from the receipts and acceptance process of the DoD contracting lifecycle. The goal of WAWF is to enable authorized Defense contractors and DoD personnel the ability to electronically create invoices and receiving reports and access contract related documents.

In the traditional DoD business method, three documents are required to make a payment: the contract, the receiving report, and the invoice. In a manual paper environment, each of these documents may arrive at the payment office and be processed separately. Information is then manually keyed into the payment system. Using WAWF, electronic documents are shared, eliminating paper and redundant data entry. Data accuracy is increased and the risk of losing a document is greatly reduced.

B. Interim Solution:

The contract data is available through a seamless interface with EDA. Contractors have electronic options for submitting invoices and receiving documents. They can submit documents on the Web, through FTP, or through EDI. WAWF can also process miscellaneous payments and property transfers.

WAWF supports DoD's efforts to reduce unmatched disbursements in the DoD receipt, acceptance, entitlement and payment process through data sharing and electronic processing. The benefits to DoD are global accessibility of documents, reduced need for re-keying, improved data accuracy, real-time processing, and secure transactions with audit capability. For vendors, benefits include the capability to electronically submit invoices, reduction of lost or misplaced documents, and online access to contract payment records.

The vision for this expeditionary environment includes developing a laptop function to process receipts and receiving reports off-line. WAWF is a web-based application; the chart below shows that WAWF must have connectivity to operate. The infrastructure for vendors to use WAWF will probably not be available in the earliest phases of a deployment.

Acquisition Tool	Comms	Laptop w/o Comms	Phase I Deployment	Phase II Build-up	Phase III Sustainment	Phase IV Drawdown
WAWF	Yes	No	No	Yes	Yes	Yes

C. Development Milestones:

The following are the major development & deployment milestones for WAWF::

WAWF is deployed in JCC-I/A. Vendor enrollment training is being conducted to increase utilization.

D. Funding Requirements:

Funding requirements for JCC-I/A have been identified as follows:

Type of Funds	FY10	FY11	FY12	FY13	FY14	FY15
RDT&E						
O&M						

Appendix J Deployable Distribution Standard System (DDSS)

A. Requirement:

The Deployable DSS provides the Warfighter with a standalone distribution system that can be placed at the center of the action, on carriers, and smaller DLA warehouse locations without the constraints of having constant mainframe connectivity. It can also be used to provide a rapid mobile distribution warehouse solution in case of a national emergency as in the case of supporting victims of a natural disaster.

The Defense Logistics Agency (DLA) maintains the Distribution Standard System (DSS), which supports mission requirements for receiving, storing, and distribution of supply items to the Warfighter in the field for US military forces. This legacy system operates on an IBM z/OS mainframe with a DB2 database and CICS. DLA needed to provide a web-accessible, portable, stand-alone version of DSS on a platform that could be shipped to remote locations where constant connectivity to the mainframe is not possible. The requirement was for a copy of the DSS system, with 100% functionality intact, to execute on IBM's AIX operating system, which provides the most secure mid tier platform available on the commercial market. This copy of DSS would need to execute the COBOL code generated from the mainframe APS code, which was to remain as the primary production environment.

B. Interim Solution:

A successful Proof of Concept for Deployable DSS was completed in October 2006 and the functionality was successfully tested using live production data with the Deployable DSS in April of 2007 as part of the Node Management and Deployable Depot Advanced Concept Technology Demonstration Limited User Exercise at Osan, Korea. It exercised the use of Deployable DSS in support of a Theater Consolidation and Shipping Point.

DDXX Joint Military Utility Assessment (JMUA) was completed in Okinawa, Japan in April 2008. It exercised the full capabilities of Deployable DSS and DDXX. The JMUA consisted of inbound air pallet and sea container sustainment cargo diversions to the TCSP and 400+ National Stock Number (NSN) lines of inventory placed in the Forward Deployed Warehouse (FDW) to fill requisitions routed from Okinawa-based Army, Navy, Air Force, and Marine Corps units. This exercise was a complete success. During the course of the exercise, several additional studies were produced expanding on the DDXX demonstrated capability. The DLA Office of Operations Research and Resource Analysis (DORRA) published a Business Case Analysis (BCA) for a FDW based on the Okinawa, Japan JMUA venue and subsequent establishment of a permanent Okinawa distribution center. The BCA concluded potential for nearly \$4M cost savings over 5 years, a reduction in military airlift requirements for DLA managed items of approximately 53% (assuming inventory movement by surface), and average CWT improvement from 19.8 days to 10.8 days for Okinawa-based units. DORRA also initiated a modeling and simulation effort with results emphasizing the critical importance of early DDXX deployment to a contingency versus delayed arrival and subsequent lengthy recovery times.

The Defense Distribution Expeditionary Depot (formerly DDXX) was deployed to Rockhampton, Australia in support of the Talisman Saber '09. Talisman Saber is a joint military exercise held in Shoalwater Bay military training area and includes American and Australian Armed Forces. DDED provided a Forward Deployed Warehouse (FDW) to fill requisitions from Marine, Air Force, and Navy forces participating in the exercise. DDED provided meals ready-to-eat (MRE's) and other miscellaneous items for over 10,000 troops thru the duration of the exercise. The deployment of DDED to support the military exercise was a complete success. Throughout the exercise, timelines, documentation, and checklists were generated and refined to aide in DDED future deployments. DDED analysts also utilized the exercise to train DDED personnel on the Humanitarian Aid Visibility (HAV) module for DSS. The HAV module will be used to support disaster relief efforts in CONUS and OCONUS deployments. It will improve truck processing times by almost 80% and provide visibility to inventory for disaster relief support.

Acquisition Tool	Comms	Laptop w/o Comms	Phase I Deployment	Phase II Build-up	Phase III Sustainment	Phase IV Drawdown
DDSS	Yes	No	Yes	Yes	Yes	Yes

C. Development Milestones:

The following are the major development & deployment milestones for DDSS:
 October 2006 - Deployable DSS Proof of Concept
 April 2007 - NoMaDD ACTD LUE – Osan, Korea
 March 2008 – Joint Military User Acceptance – Okinawa, Japan
 July 2009 – Talisman Saber Exercise - Rock Hampton, Australia

D. Funding Requirements:

Funding requirements for DDSS have been identified as follows:

(Note: These figures reflect C2 and IT costs associated with supporting four DDSS systems or capabilities deployed simultaneously – each system includes DSS Mid Tier Server, SATCOM , Wireless Technology, and unique distribution/logistics-related IT equipment. It does not include SATCOM service fees, labor costs (approx. \$1M/yr) or non-IT costs (shelters, vehicles, etc.).

Type of Funds	FY10	FY11	FY12	FY13	FY14	FY15
RDT&E	\$0					
Procurement	\$1.0M 3 rd Sys	\$1.0M 4 th Sys	\$0	\$1.0M Upgrade 1 st Sys	\$1.0M Upgrade 2 nd Sys	\$1.0M Upgrade 3 rd Sys
O&M (non labor)	\$800K	\$800K	\$800K	\$800K	\$800K	\$800K

Appendix K Quick Compliance Tool Suite (QCTS)

A. Requirement:

The Quick Compliance Tool Suite (QCTS) is a Web-based tool that simplifies and expedites legacy Individual Unique Identification (IUID) markings. The process framework combines QCTS tools with management functions, enabling organizations to administer IUID marking projects efficiently. Management functions include a manager overview (dashboard) on which QCTS enables site managers to see all marking effort progress at their site including marking tasks, label quantities and status, and the progress of individual marking personnel. The command level marking progress overview (Dashboard) monitors legacy IUID marking over an entire organization or command. The progress each unit has made in their individual marking effort is clearly visible and metrics are easily downloadable. Managers can drill down to any unit below in the command structure. Organizations are stored as a customizable organization chart. Metrics can be pulled from any level in the chart. Individual units may also be viewed and reported on, providing any level of detail desired.

B. Interim Solution:

Marking task management allows a large marking effort to be split into manageable chunks which it can automatically assign to marking personnel. QCTS also includes a Wizard Interface for managers to ease use and reduce the need for extensive training. Introducing legacy inventory to be marked into QCTS is performed as a simple Excel file upload so existing inventory systems do not need to permit QCTS to connect to them.

QCTS enforces IUID standards while reading 54 different formats. QCTS includes a series of tools designed to address unique needs. These include:

- UII registry lookup
 - QCTS checks the IUID registry to determine if an item has been registered or not. If an item has been registered, the user is notified. Duplicate registrations are prevented.
- IUID data extraction
 - QCTS parses scanned IUID labels and extracts the information in them.
- IUID image data extraction
 - QCTS can parse and extract IUID information from uploaded photographs and scanned images of IUID labels.
- IUID raw data string compliance validation
 - All IUID labels that are parsed are subjected to numerous validation checks to ensure they comply with the IUID specification.
- UII compliance validation
 - All UIIs (as opposed to raw IUID data extracted from marks) are also checked to ensure they comply with the IUID specification.

- IUID mark generation
 - QCTS is capable of generating IUID marks as downloadable images.
- Item registration
 - QCTS is capable of registering items with the IUID registry once they have been marked.
- IUID Registry XML file validation
 - QCTS is capable of validating the format and contents of uploaded XML IUID Registry files. These files contain information about IUID-enabled items that should be registered.

Acquisition Tool	Laptop w/o Comms	Phase I Deployment	Phase II Build-up	Phase III Sustainment	Phase IV Drawdown
QCTS	No	Yes	Yes	Yes	Yes

C. Development Milestones:

The following are the major development & deployment milestones for QCTS:

QCTS is deployed in NAVAIR

D. Funding Requirements:

Funding requirements for QCTS have been identified as follows:

Type of Funds	FY10	FY11	FY12	FY13	FY14	FY15
RDT&E						
O&M						

Appendix L Oversight of Contractor Stewardship of Government-Furnished Property

A. Requirement

The overarching requirements for Government-Furnished Property (GFP) oversight are contained in DoD Instruction 8320.04, Item Unique Identification (IUID) Standards for Tangible Personal Property, dated June 16, 2008, which: (a) establishes the DoD Item Unique Identification (IUID) Registry as the master data source for GFP and (b) requires the DoD Components to identify and track GFP through the use of UIIs in transaction-derived data from electronic business transactions.

GFP must be reconciled on any Department of Defense (DoD) contract. To accomplish this, it is necessary to capture data on government equipment and supplies as they are sent to the contractor and allow creation of summary reports of current GFP on hand. For those that require a Unique Item Identifier (UII), this function is performed by the IUID Registry. To fully account for all GFP in the possession of contractors, a similar capability is required for GFP that does not require or yet have a UII assigned. This category of GFP is referred to in this document as non-UII'd GFP items.

B. *Interim Solution:*

Although contract property policy and oversight has been the target of significant reform over the past ten years, there is still room for improvement. To reinforce internal controls over the accountability for GFP provided to a contractor by a DoD Component, or requisitioned from DoD Component supply sources by a contractor, the following requirements must be achieved:

- All transactions used to transfer property to contractor custody or return property to DoD custody shall cite a contract number under which the property is or was accountable for stewardship.
- Contractors and the DoD components shall confirm receipt by contract number for property received.
- For contractor requisitions of GFP, the DoD Components shall capture or link to the contract number under which requisition authority to contractors is granted, and shall reject any contractor requisitions that are not authorized.
- Consistent with FAR 45.201, GFP requirements shall be fully described and listed in an Attachment in any solicitation and contract to notify the contractor of those items of GFP that are due-in from the DoD or that are authorized for requisition from a DoD Component supply source.
- GFP transfer transactions and receipts shall be routed to a GFP Hub in the DoD IUID Registry.

An adjunct capability to the DoD IUID Registry, the GFP Hub, has been implemented for tracking non-UII'd GFP items, which are commonly managed by their National Stock Number (NSN); this will meet the needs of the DoD IUID Instruction. Insofar as all such non-UII'd GFP items come

to a contractor via a shipment notice (either from WAWF or a DoD supply or property system), it is possible to feed the transactions to the DoD IUID Registry so that contractors could ensure the material is properly aligned with the custodial contract. Thus, a single paperless view will be created showing the UII'ed GFP and non-UII'ed GFP.

As depicted in Figure R-1, non-UII'ed NSN transactions can be intercepted via a data feed from the Defense Automatic Addressing Systems Center (DAASC) from the DoDAAC that receives the property via the X12 527R, Document Identifier DRA; Materiel Receipt Acknowledgement. This data feed would provide information on the 527R transaction for non-UII'ed GFP to the DoD IUID Registry.

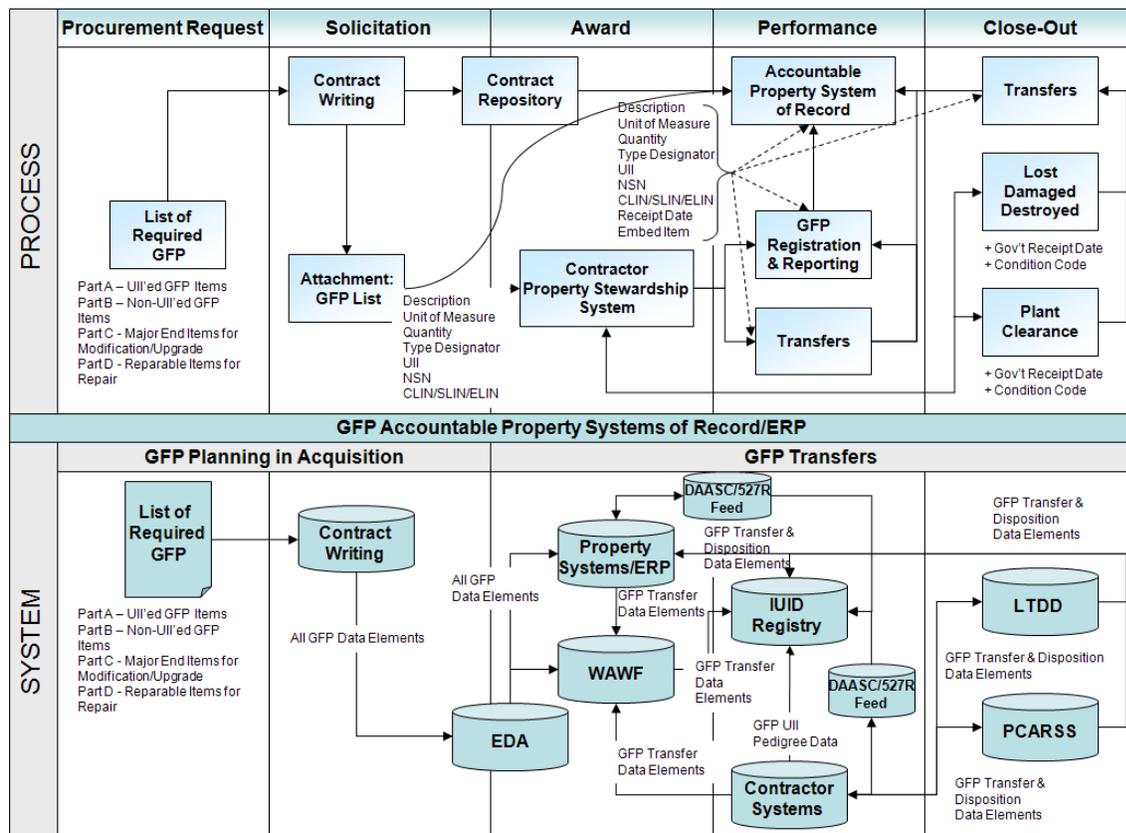


Figure R-1- Overall Concept and Data Exchanges for GFP Transfers

The chart below shows that the DoD IUID Registry and GFP Hub is only useful with or without connectivity, as GFP reconciliation reports may be completed after the contracting officer has returned from deployment and connectivity is available. GFP reconciliation by contract number will provide information to contracting officers that are about to be deployed, and to management, trainers, and planners in all phases of an operation.

Acquisition Tool	Comms	Laptop w/o Comms	Phase I Deployment	Phase II Build-up	Phase III Sustainment	Phase IV Drawdown
IUID Registry	Yes	No	Yes	Yes	Yes	Yes

C. Development Milestones:

Electronic, or paperless, tracking of non-UII'ed GFP as an adjunct DoD IUID Registry capability will be accomplished in three phases, described as follows:

- Phase 1 will be the baseline system for paperless accountability by contract number for non-UII'ed GFP items that are requisitioned by a contractor using MILSTRIP requisitions sent through the Defense Automatic Addressing System Center (DAASC). Completed.
- Phase 2 will augment the baseline system by retrieving transfers of non-UII'ed GFP items conducted using WAWF Property Transfers. ? QTR FY??
- Phase 3 will establish Memoranda of Agreement (MOA) with individual Accountable Property Systems of Record (APSR) to retrieve receipt transactions on non-UII'ed GFP items authorized by the contract that were under the accountability of the ASPR when they were shipped to a contractor. . ? QTR FY??

D. Funding Requirements:

Funding requirements for the DoD IUID Registry and GFP Hub have been identified as follows:

Type of Funds	FY10	FY11	FY12	FY13	FY14	FY15
RDT&E						
O&M						

Appendix M Contracting Officer Representative (COR) Tool

A. Requirement:

The COR tool is an application that allows the tracking and management of COR nominees, existing CORs and COR Contract Management. This tool is currently part of the Virtual Contracting Enterprise (VCE) suite being deployed in the Army, but is in the development stages to be implemented into the DoD community. Initially, it will be accessed through the Electronic Data Access (EDA) portal. In the TBE CONOPS it will be accessed through JCCS-NG.

With this tool, a Contracting Officer (KO) is able to approve/reject/review documents for any of their contracts and terminate any appointment of a COR provided they are on the COR list. It also serves as a document repository for document templates such as Appointment Letters, Revocation Letters, and Quality Assurance (QA) Surveillance Plans. There is also a portfolio report for each COR that shows the CORs profile, training (detailed), contracts, and status report information pertaining to the selected COR.

B. Interim Solution:

There is also a CONOPS in development to address the electronic functions that CORs perform and how these functions tie into the three different levels of CORs. Ultimately, this tool will provide the capability for Warfighters, logisticians, contracting officers, managers, and the resource managers to review the post-award status of procurements through visibility into the reports and actions of CORs.. For supply contracts, this tool could be used to report delivery and acceptance, and for services contract this tool could be used to monitor contractor performance.

The chart below shows that the COR Tool can operate independently on a laptop with little or no communications connectivity to the Web or the main JCCS server. It also shows the planned use and deployment of the COR Tool for tracking and managing CORs in the four phases of a contingency operation.

Acquisition Tool	Comms	Laptop w/o Comms	Phase I Deployment	Phase II Build-up	Phase III Sustainment	Phase IV Drawdown
cASM	Yes	Yes	Yes	Yes	Yes	Yes

C. Development Milestones:

The following are the major development & deployment milestones for the contingency application of the COR Tool:

- Army Tool is deployed in JCC-I/A
- Initial Joint capability 2nd QTR FY10

D. Funding Requirements:

Funding requirements for the contingency application of the COR Tool has been identified as follows:

Type of Funds	FY10	FY11	FY12	FY13	FY14	FY15
RDT&E						
O&M	\$212K					

Appendix N Synchronized Predeployment and Operational Tracker (SPOT)

A. Requirement:

To address the lack of functional oversight and control of the vast number of contractors who accompany the U.S. Armed Forces, OSD designated the Synchronized Predeployment and Operational Tracker (SPOT) as the joint data base for contractor tracking and administrative accountability in January, 2007. SPOT also addresses a concern highlighted in the Gansler Commission Report when it stated “Commanders must have timely situational awareness of contracts and contractor personnel and assets on the battlefield, to properly plan, synchronize operations, and manage the supply chain.” The SPOT program provides a web-based automated system to track contractor personnel movements within the forward area and a basis for validating individual contractor personnel associated with specific contracts, their authorization for access to specific DoD facilities, and their individual eligibility for specific DoD support services. It also provides for tracking the use of and accountability for DoD equipment in the custody of contractors. By making available information on contractor location, training, and capabilities, SPOT improves the ability of the current civilian and military acquisition workforce to conduct program management activities during combat and during post-conflict, reconstruction, or other contingency operations.

B. Interim Solution:

SPOT has proved so successful that the U.S. Congress mandated its use by DoD, DoS, and USAID for the ongoing operations in Iraq and Afghanistan. Today SPOT is totally integrated into the operational environment for use as a real-time accountability and visibility system for contractors on the battlefield, as well as a planning and resourcing tool. See Figure J-1.

SPOT’s vision is to provide authorized users from across the Federal Government with secure access to historical and near-real-time information that allows insight and the capability to dynamically effect ongoing operations as well as perform comprehensive analytics of prior activities. In short, the vision of SPOT is to build upon the established foundation and from that deliver the right business intelligence information when it is needed, where it is needed. For the Government user to be successful and make the most efficient use of contractor resources, they must have:

- Access to historical and near-real-time contract and contractor status information
- Visibility and accountability information for all contractor tasks, Government-furnished property (GFP) and resources (both available and consumed). System Level Interface Agreements must enable system to system interface between SPOT and the DoD Item Unique Identification (IUID) Registry to ensure that GFP issued to contractors and items received or returned from contractors into the Government inventory are properly registered in the DoD IUID Registry¹.

¹ The DoD IUID Registry as the master data source for Government Furnished Property (GFP) and therefore must be used to populate SPOT to ensure accurate and reliable data is entered and that the DOD IUID Registry is updated as a result of the return of the GFP.

- Access to a state-of-the-art business intelligence toolset to facilitate decision making and contingency planning
- Ability to generate pre-deployment, deployment, and re-deployment plans and documents, to include a digitized Letter of Authorization to provide for physical access to Government facilities.

SPOT Information Integration

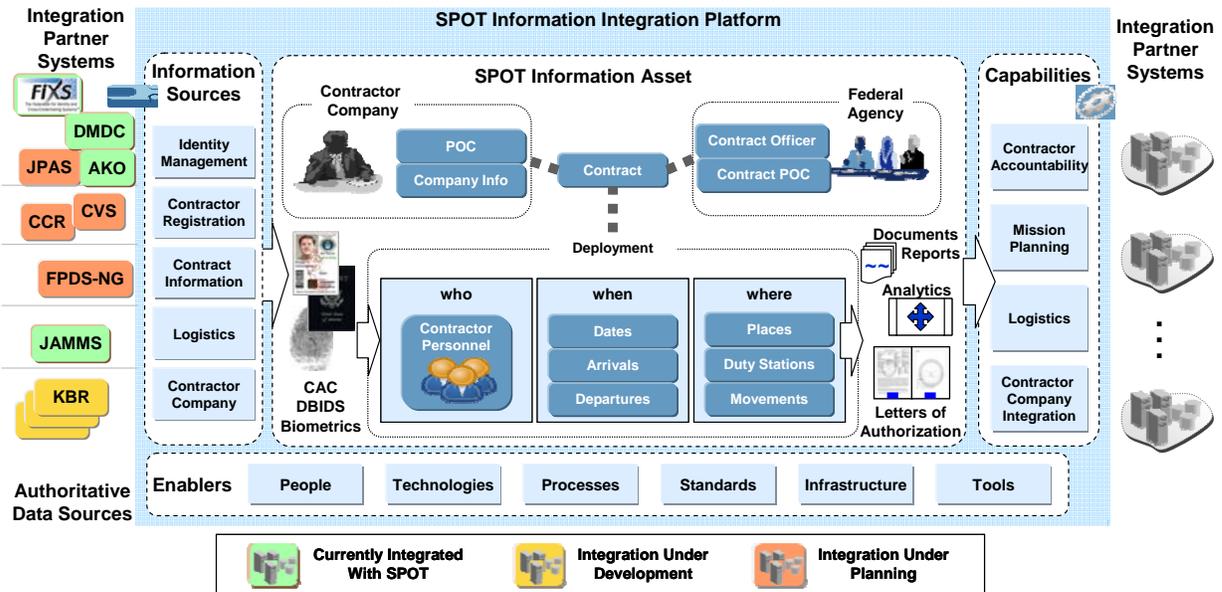


Figure N-1. Conceptual View of SPOT in the Future

The next section describes the functions and capabilities that were incorporated over time to achieve this vision.

SUMMARY OF CURRENT SPOT FUNCTIONS AND PLANNED FUTURE CAPABILITIES

- 1. The Tool for Identity and Accountability.** The Synchronized Predeployment and Operational Tracker is a web-based application that provides authorized Government and company users a tool to identify contractor employees deployed to support contingency operations and ensure they are accounted for; “visible;” and can be appropriately managed. SPOT is the authoritative source for near real-time reporting on globally deployed individuals, by name, by location, and by contract.
- 2. Congressional Direction.** In accordance with the National Defense Appropriations Act of FY08, Public Law 110-181, SPOT is the common database that centralizes all contingency contractor records in a secure data repository for the DoD, Department of State, and U.S. Agency for International Development. SPOT standardizes the information collected and presented through interface screens based on assigned user roles. It uniquely relates the deployed individual with their contract; requiring Government agency; and current location.
- 3. SPOT Capabilities.** The stored information is used to generate reports on the number of contracts and capabilities provided, the period of performance, the total number of persons deployed on all contracts, and how many are associated with each contract. At the detailed level, SPOT reports provide by-name

historical and current information, including the contract company and contract number, the requiring Government organization, the contact information of individual deployees and locations to which they were assigned and/or tracked. By 2010, SPOT will allow users to pull geospatial reports that associate deployees or contract capabilities with precise map locations.

- 4. SPOT's Federated Operation.** Built on a service-oriented architecture (SOA), SPOT is both a consumer and provider of web services on contracts and contractors. It retains accurate, up-to-date information via automated solutions rather than manual re-keying of data already available in digital form. Currently connected to the Defense Manpower Data Center and several contractor company data repositories, SPOT will make broader use of shared information by increasing the number of SOA links to authoritative data sources. For example, SPOT will be able to obtain contract records as they are awarded by connecting to the Joint Contingency Contractor System.
- 5. Advanced Technology.** SPOT was created with a flexible design and open architecture to easily adapt to new technology so that it can include the best available means of operation, employ advanced methods of maintaining data, and increase the use of automated connections. By enabling these features, SPOT will ensure consistent, secure access and accurate reporting to the growing user population and provide sophisticated business intelligence for analytical reporting. The future vision for SPOT is to expand the use of SOA and web-services to link contingency contractor and contract information without manual operations and continue to incorporate technological advances, using best business practices, and complying with the NDAA, Clinger-Cohen, Privacy Information and Paperwork Reduction Acts.
- 6. Document Generation.** SPOT uses the data repository of collected information to generate Letters of Authorization (LOA) digitally signed by the appropriate Government agency's contracting officer. Authorized SPOT users can then retrieve and print out the LOAs in PDF format. LOAs are supplied to contingency contractor deployees to be carried and presented as bona fide credentials for physical access to Government controlled facilities and for obtaining Government furnished services within the area of operations to which they are assigned. Within the next five years, the Government will leverage the information that has been collected and standardized through the use of SPOT to automate and institutionalize additional processes, e.g. generate contingency contractor documents for pre-deployment screening and training.
- 7. Analytical Toolset.** Contracts are currently in place for the development of a business intelligence toolset that will re-purpose SPOT's repository of information to dramatically increase the capability to generate advanced analytics and metrics, which will enable DoD to expeditiously analyze historical and existing contracted support to respond to ongoing events and planning for future U.S. operations.
- 8. NIPR-SPOT and SIPR-SPOT.** FY09 contracts are also in place to establish a SIPRNET version of SPOT that will allow classified items, such as classified contracts and military unit data, to be added. This capability will enable SIPRNET users worldwide to access the SPOT database to obtain more detailed knowledge than is available over the NIPRNET.
- 9. Future Functionality.** Additional SPOT capabilities will provide better tools for planning contingency operations, such as a means to determine the logistics burden on military units and quantify contracted requirements for operational support. Improved functionality will allow users to track virtual deployees in a SPOT training database during exercises; this capability will complement the current ability to track actual deployees in the production database. In addition, the information available through SPOT will increase significantly as web-service connections with authoritative databases are added, the number of

tracking stations is increased, and data collection systems are added to enable collection from even more tracking stations.

10. Support to Broad User Base. As a result of the Congressional mandate to use SPOT and the extent of information it stores, several federated communities of interest comprise SPOT users:

- Government offices responsible for planning and/or reporting the number of friendly forces, including contractors, working for the U.S. Government in active operations
- Combatant Commanders who are responsible for the accountability of persons in their area of operations and who must therefore have visibility into contractor operations
- Agencies and logisticians that plan and execute operations and associated logistics efforts
- Business managers who ensure appropriate funding is available and/or evaluate how funds are being expended
- Contracting Officers monitoring active contracts that include deployment to ongoing operations
- Government offices with missions that require deployment of contractors, including access by their Contracting Officer Representatives
- Contractors with Government contracts requiring their personnel to deploy
- In the future, additional users will include other federal agencies (e.g., DHS, Labor, Justice, and Agriculture), first responders, and state-level agencies

11. Planned Enhancements. Currently SPOT allows companies to create deployment and LOA requests; Government agents to authorize contractor deployments; and Government contracting officers to grant approval by digitally signing LOAs, either singly or in batches. Planned enhancements include the automated population of contract header information from Government contracting databases and automated build of contingency contractor records from company human resource databases. As SPOT is the only application that aligns a deployed contractor with their specific contract, SPOT will use this information to build associated documents that will simplify and automate the deployment process beyond current functionality. In the future, SPOT will generate additional contractor forms, which may include those used during pre-deployment processing at Government or contractor facilities, e.g., training and medical checklists, generate requests for appropriate clearances, and produce approved clearances in pdf format.

12. Data Collection. The SPOT Program will expand use of the Joint Asset Movement Management System (JAMMS) for location tracking at pre-deployment centers and training sites; for documenting arrivals at Theater Reception Centers; and for recording redeployment processing. SPOT database movement tracking capabilities will be extended to incorporate movements collected from the Defense Biometric Identification System, the Biometric Automated Toolset, and the Handheld Interagency Identity Detection Equipment, as well as from JAMMS, which will significantly expand the number of access and control points furnishing contractor location tracking data to SPOT. In addition, automated upload functionality from these tools will be added to better reflect real-time locations in SPOT-generated reports.

Acquisition Tool	Comms	Laptop w/o Comms	Phase I Deployment	Phase II Build-up	Phase III Sustainment	Phase IV Drawdown
SPOT	Yes	Yes	Yes	Yes	Yes	Yes

C. Development Milestones:

The following are the major development & deployment milestones for SPOT:

SPOT is fully functional
Will replace manual census in 1st QTR FY10
SIPR version deployed in 1st QTR FY10

D. Funding Requirements:

Funding requirements for SPOT have been identified as follows:

Type of Funds	FY10	FY11	FY12	FY13	FY14	FY15
RDT&E						
O&M						

Appendix O JCC Handbook Online

A. Requirement:

The JCC Handbook is a consolidated source of information in a pocket-sized guide to help CCOs meet the needs of those whom they are supporting. The Handbook is intended to be used in conjunction with an enclosed DVD that is also available at the Defense Procurement and Acquisition Policy (DPAP) Web site. Both the handbook and DVD can be used to train at home station, and as a source of reference materials and for training while deployed. The handbook and DVD provide useful tools, templates, checklists, and training exercises which are accessible through a standard table of contents, links embedded in the text, as well as a Topical Index to assist the CCO in being effective in any contracting environment.

B. Interim Solution:

The DVD and Website versions of the Third Edition, which is under development, will have a process interface as well as the Topical Index. The two interfaces will provide the CCO with ready access to assistance, reference materials, templates, etc. as they are needed. The content of the Fourth Edition is also being formatted so that the material may be readily accessible and useable from a PDA in the future.

The chart below shows that the JCC Handbook is useful with or without connectivity, in all phases of an operation, because the DVD is provided as a backup to Web availability.

Acquisition Tool	Comms	Laptop w/o Comms	Phase I Deployment	Phase II Build-up	Phase III Sustainment	Phase IV Drawdown
JCC Handbook	Yes	Yes	Yes	Yes	Yes	Yes

C. Development Milestones:

The following are the major development & deployment milestones for the JCC Handbook:

Second Edition:	3 rd QTR FY09
Third Edition	3 rd QTR FY10
Fourth Edition	3 rd QTR FY11

D. Funding Requirements:

Funding requirements for the JCC Handbook have been identified as follows:

Type of Funds	FY10	FY11	FY12	FY13	FY14	FY15
RDT&E						
O&M						

Appendix P Joint After Action-Report

A. Requirement:

The Joint After-Action Report (JAAR) was developed to provide deploying CCOs with ready-access to information about their next duty station from CCOs that have previously been assigned to that mission. The JAAR is also designed to provide feedback to commanders and policymakers concerning what is working well and what needs to be improved in our support to CCOs and the Warfighters. The Joint AAR will be data driven, so that the information provided by CCOs can be aggregated for subsequent analysis in support of training and policy development.

B. Interim Solution:

Within 30 days after redeployment, each CCO is required to complete an electronic after-action report. After-action reports specifically address:

- A formal update of site survey information concerning potential sources of supply to include items obtained through the U.S. Embassy, host nation support, or servicing U.S. military installations.
- Evaluation of any Host Nation Support Agreement or comparable understanding, Status of Forces Agreements, if applicable, and the impact of these agreements upon contingency contracting within the area (applies to overseas contingency).
- Problems encountered with the contracting process to include local customs, shortages of supply within the local economy, local political or diplomatic impediments, language difficulties, funding, currency exchange rate fluctuations, and security issues or concerns.
- Observations on SPOT, Theater Business Clearance, JCCS-NG, and other acquisition tools.
- Local transportation, billeting, and communication resource availability.
- Adequacy of facilities, equipment, and other support provided.
- Special personnel requirements (rank, skill level, etc.), contingency kit requirements, or individual clothing and equipment requirements to meet mission demands in this area.

The chart below shows that the JAAR is useful with or without connectivity, as the report may be completed after the contracting officer has returned from deployment and connectivity is available. The JAAR will provide information to contracting officers that are about to be deployed, and to management, trainers, and planners in all phases of an operation.

Acquisition Tool	Comms	Laptop w/o Comms	Phase I Deployment	Phase II Build-up	Phase III Sustainment	Phase IV Drawdown
JAAR	Yes	No	Yes	Yes	Yes	Yes

C. Development Milestones:

The following are the major development & deployment milestones for the JAAR:

Pilot Testing: 2th QTR FY10
 Full Deployment 3rd QTR FY10

D. Funding Requirements:

Funding requirements for the JAAR have been identified as follows:

Type of Funds	FY10	FY11	FY12	FY13	FY14	FY15
RDT&E	30K					
O&M	3K	3K	3K	3K	3K	3K

Appendix Q GCC Contingency Contracting Websites

A. Requirement:

In November 2006, DPAP required commanders of Geographic Combatant Commands to ensure their Contracting Office(s) maintain a webpage listing of all prevailing regulations, polices, requirements, host nation laws, orders/FRAGOs, GCC directives, unique clauses and other considerations necessary for soliciting and awarding contracts for performance in, or delivery to, that GCC's AOR. The objective is to establish a reliable way to get current AOR unique information out to those who will be awarding, performing or overseeing the execution of contracted support in a GCC's AOR. Failure to provide such information may:

- Affect the ability of the contractor to execute the contract
- Result in unplanned support burdens being placed on the government
- Result in violations of GCC/Joint Force Commander directives or host nation laws

B. Interim Solution:

DPAP is working with the GCC's to develop webpages with standardized organization that provide one stop shopping for public Operational Contract Support (OCS) content in the GCC's AOR. The webpages are tailored to key categories of users:

- Contracting offices
- Requiring activities/CORs
- Contractors

The chart below shows that the GCC Websites require Web connectivity, but are useful in all phases of an operation.

Acquisition Tool	Comms	Laptop w/o Comms	Phase I Deployment	Phase II Build-up	Phase III Sustainment	Phase IV Drawdown
GCC Websites	Yes	No	Yes	Yes	Yes	Yes

C. Development Milestones:

The following are the major development & deployment milestones for the GCC CC Websites:

Initial Website Design	3 rd QTR FY09
GCC CC Websites Reorganized	1 st QTR FY10
Updates Completed	3 rd QTR FY10

D. Funding Requirements:

Funding requirements for the GCC CC Websites have been identified as follows:

Type of Funds	FY10	FY11	FY12	FY13	FY14	FY15
RDT&E						
O&M						