

**Report on DoD Program for  
Planning, Managing, and Accounting for  
Contractor Services and Contractor Personnel  
during Contingency Operations**

**October 2007**

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# **DoD Program for Planning, Managing, and Accounting for Contractor Services and Contractor Personnel during Contingency Operations**

## **EXECUTIVE SUMMARY**

This report is submitted in response to sections 815 and 854 of The John Warner National Defense Authorization Act for Fiscal Year 2007 (NDAA).<sup>1</sup> The NDAA mandates fundamental changes to contingency contractor planning, oversight, and management and also mandates the appointment of specific senior leadership at Department of Defense (DoD), Service, and execution levels. This report describes a comprehensive DoD policy and program framework being established for planning, managing, and accounting for contractor services and contractor personnel during contingency operations.

The deployment of substantial military forces in the Global War on Terrorism (GWOT) has required significant support from DoD contractor personnel in forward theater areas, including contested areas in Iraq and Afghanistan. Future military deployments in support of the GWOT or other components of our global military strategy will continue to require substantial contractor support.

The DoD used four guiding principles to develop our strategy for integrating and managing contractor personnel in contingency operations:

- Support the Warfighter and war-fighting needs.
- Use the total force, military and civilian, as required, to support the war-fighting effort.
- Maintain the capability to scale rapidly to support changing war-fighting requirements – surging, downsizing, and retrograding, as needed.
- Establish a comprehensive policy and program management framework to govern ongoing contractor personnel activities.

## **BACKGROUND**

United States (U.S.) Government military and civilian forces have been downsized significantly over the last 25 years as a result of several U.S. Government policy decisions, including:

- The shift to an all-volunteer force;

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<sup>1</sup> Section 815 of The John Warner National Defense Authorization Act for Fiscal Year 2007, Public Law 109-364 (October 17, 2006), covers the implementation of DoD Instruction (DODI) 3020.41 on “Contractor Personnel Authorized to Accompany Armed Forces.” Section 854 covers Joint Policies on Requirements Definition, Contingency Program Management, and Contingency Contracting.

- An effort to capture a “peace dividend” following the collapse of the Soviet Union; and
- Many service and support functions being outsourced to contractors as a result of Office of Management and Budget (OMB) Circular A-76<sup>2</sup> and performance-based logistics concepts.

In addition, the increasing technical complexity of DoD weapons systems and equipment requires a level of specialized technical expertise, but of limited scope, that the DoD does not believe can be cost-effectively serviced and supported by a military force capability.

The structure of our military forces has adapted to this environment, thereby increasing our dependence on contractor personnel to provide support services both at our home bases and with our deployed forces.

The current GWOT deployments of DoD military forces are the first major contingency operations to reflect the full impact of the shift to reliance on contractor personnel for critical support functions. The scale and duration of GWOT operations have required a significant increase in support by contractors and in deployment of contractor personnel in forward areas. Future deployments of DoD military forces are anticipated to require similar levels of support. For this reason, a comprehensive framework is needed to integrate planning and management of contractor support services, as well as management of deployed contractor personnel, with overall operational plans and forward area management.

## **DOD PROGRAM RESPONSIBILITY**

In accordance with DoD Instruction (DODI) 3020.41, “Contractor Personnel Authorized to Accompany the U.S. Armed Forces,”<sup>3</sup> and section 854 of the FY 2007 NDAA, the Deputy Under Secretary of Defense for Logistics and Materiel Readiness (DUSD (L&MR)) in the Office of the Under Secretary of Defense for Acquisition, Technology and Logistics (OUSD (AT&L)) was assigned overall DoD responsibility for the contractor management program design and implementation. In this capacity, he will consult with other offices within the Office of the Secretary of Defense (OSD), Combatant Commanders, the Military Departments, and in accordance with section 854, in consultation with the Chairman of the Joint Chiefs of Staff, will jointly develop policies and program components as identified in the remainder of this report.

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<sup>2</sup> This OMB Circular sets forth the procedures for determining whether commercial activities should be performed under contract with commercial sources or in-house using Government facilities and personnel.

<sup>3</sup> DoD Instruction (DODI) 3020.41, “Contractor Personnel Authorized to Accompany the U.S. Armed Forces,” establishes and implements interim policy and guidance, assigns responsibilities, and serves as a comprehensive source of DoD policy and procedures concerning DoD contractor personnel authorized to accompany the U.S. Armed Forces.

The DUSD (L&MR) established the Office of the Assistant Deputy Under Secretary of Defense for Program Support (ADUSD (PS)) and appointed the ADUSD (PS) to establish and oversee the program for managing contractor personnel in forward areas and to provide leadership in other areas to support more effective and efficient Geographic Combatant Commander (GCC) logistics and materiel readiness needs. The USD (AT&L) has approved additional staffing for this effort.

Under this leadership, design and implementation of our program is well underway. DoDI 3020.41 is being updated to incorporate additional policy and program components to improve management of contractors accompanying the force. The ADUSD (PS) has been designated as the focal point responsible for managing the implementation of DoDI 3020.41 and has had significant success in socializing the instruction among the Military Departments, achieving compliance, and addressing other contractor support issues. Other key elements of the program are being implemented as well, including the fielding of the Synchronized Predeployment and Operational Tracker (SPOT) program and the initial funding for the deployment of joint contracting planners to the Geographic Combatant Commands (GCCs) (both described later in this Executive Summary). The main body of this report provides detailed descriptions of these major program components and the efforts already underway to implement them.

## **MAJOR PROGRAM COMPONENTS**

The policy and program framework being established consists of six major components that are essential to achieving program objectives. Each component is described briefly below and in more detail in the body of the main report:

- *Establishment of deployable Joint Contracting Planners (JCPs) to be co-located with and to report to Combatant Commanders.* The JCPs will be responsible for development of the contracting support annexes to Operational Plans (OPLANS) and Contingency Plans (CONPLANS), covering the requirements for contractor services as well as the performance requirements to be incorporated into the actual task orders. The requirements will incorporate DoD and Combatant Commanders' policies and standards regarding contractor performance and the provision of life support and other services for military personnel and contractor personnel in forward areas. The JCPs also will assist in determining, during the planning process, which Military Department Civil Augmentation Program (CAP) will be used. The JCPs will deploy with the force into forward areas and, once deployed: develop additional plans for contractor services required to support any OPLAN being executed in their GCC area; provide the contingency acquisition capability (described below) with institutional memory regarding the concept development of the plan; and assist in program management.
- *Establishment of deployable contingency acquisition and contracting capabilities.* The DoD is considering various options to establish the robust contingency acquisition and contingency contracting functions envisioned by section 854 of

the FY 2007 NDAA. The deployable contingency acquisition and contracting capabilities and mission would build upon lessons learned to date from the establishment of a provisional contracting command within the area of operations in Operation Iraqi Freedom (OIF) and Operation Enduring Freedom (OEF) (the Joint Contracting Command-Iraq/Afghanistan (JCC-I/A)). The purpose will be to maintain the capability to forward deploy acquisition and contracting assets in order to manage ongoing contracting activities to ensure that DoD and Combatant Commander policies and standards are being used and cost-effectively executed during a military force deployment. In-garrison functions of this capability would include acquisition and contracting planning in conjunction with the Joint Contracting Planners; coordination with the Office of the Secretary of Defense (OSD), the Military Departments, acquisition support agencies, CAP program offices, interagency and non-governmental relief organizations; and readiness functions, including exercise participation.

- *Deployment of the Synchronized Predeployment and Operational Tracker (SPOT) program for contractor personnel tracking and accountability in forward areas.* The SPOT program provides a web-based automated system to track contractor personnel movements within the forward area and provides a basis for validating individual contractor personnel associated with specific contracts and subcontracts, their authorization and eligibility for access to specific DoD facilities, and their individual eligibility for specific DoD support services, including transportation, housing, food, medical care, medical evacuation, and emergency evacuation coverage. This program is being developed to incorporate biometric verification of the identity of the individual contractor personnel.
- *Development of training and education programs for planning and managing contracting services and contractor personnel, and incorporation of these programs into DoD leadership programs.* A contingency contracting module of instruction is already available at the Defense Acquisition University (DAU). A broader program of instruction is being developed for the Military Departments' Senior Service and Joint Staff (JS) Schools and Staff Colleges to train planners and Commanders on roles and responsibilities for planning and managing contracting services and personnel in forward areas.
- *Establishment and maintenance of a policy and program management framework to govern management of contractor personnel in forward areas.* The framework will include publishing, updating, and integrating appropriate DoD and joint documents to set the framework. This will define standards for contractor personnel authorities, performance, and accountability across all theaters of operation.
- *Establishment of a "Lessons Learned" program.* This program will provide GCCs and the Military Departments with information on the best practices developed from prior experience in managing contractors during deployed operations.

These program components are described in more detail in the main body of this report. Taken together, they represent an effective comprehensive approach to managing DoD contractor personnel in the future.

# **DoD Program for Planning, Managing, and Accounting for Contractor Services and Contractor Personnel during Contingency Operations**

## **I. INTRODUCTION**

This report, submitted in response to sections 815 and 854 of The John Warner National Defense Authorization Act for Fiscal Year 2007 (NDAA),<sup>4</sup> describes the Department of Defense (DoD) policy and program framework for managing contractor services and contractor personnel operating in support of military forces during contingency operations.

The deployment of substantial military forces in the Global War on Terrorism (GWOT) has required significant support from DoD contractor personnel in forward theater areas, including contested areas in Iraq and Afghanistan. Future military deployments in support of GWOT or other components of our global military strategy will continue to require substantial contractor support in forward areas.

The DoD used four guiding principles to develop our strategy for managing contractor personnel in forward areas:

- Support the Warfighter and war-fighting needs.
- Use the total force, military and civilian, as required, to support the war-fighting effort.
- Maintain the capability to scale rapidly to support changing war-fighting requirements – surging, downsizing, and retrograding, as needed.
- Establish a comprehensive policy and program management framework to govern ongoing contractor personnel activities.

## **II. BACKGROUND AND DISCUSSION**

Utilizing contractors to support military operations is not new. Contractors have supported military operations as far back as the 16th century. In Martin van Crevald's book, Supplying War, he notes that early commanders realized the need to furnish their armies with more supplies than they could plunder. From the beginning, the United States (U.S.) has used contractors to support military operations. General George Washington's Continental Army relied on contracted civilians to provide transportation,

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<sup>4</sup> Section 815 of The John Warner National Defense Authorization Act for Fiscal Year 2007, Public Law 109-364 (October 17, 2006), covers the implementation of DoD Instruction (DODI) 3020.41 on "Contractor Personnel Authorized to Accompany Armed Forces." Section 854 covers Joint Policies on Requirements Definition, Contingency Program Management, and Contingency Contracting.

carpentry, engineering, food, and medical services. Civilians performing these services freed up the limited number of soldiers to focus on fighting.

This pattern of the use of contractor personnel to support military forces has been a consistent characteristic of U.S. military operations ever since, although on an increasing scale. By the Vietnam War, contractors had become a major part of the military's logistical capabilities by providing an increasing scope and scale of services in support of military forces.

United States Government military and civilian employee forces have been downsized significantly over the last 25 years as a result of several U.S. Government policy decisions, including:

- The shift to an all-volunteer force;
- An effort to capture a "peace dividend" following the collapse of the Soviet Union; and
- Many service and support functions being outsourced to contractors as a result of Office of Management and Budget (OMB) Circular A-76 and performance-based logistics concepts.

In addition, the increasing technical complexity of DoD weapons systems and equipment requires a level of technical expertise, but of limited scope, that the DoD does not believe can be reasonably serviced and supported by a military force capability.

The use of contractors also responds to the immense budgetary pressures, both inside and outside the DoD, to get more "bang for the buck." The drastic cuts in military force structure, the funding requirements to support weapons system and equipment modernization, and a steadily declining military infrastructure have required that the DoD devise ways of reducing costs without reducing (and in some cases increasing) services -- to do "more with less." The use of the OMB Circular A-76 process reflects a policy that the U.S. Government obtain commercially available goods and services from the private sector when it makes economic sense to do so. Those functions, termed "commercial activities," cover a broad range of functions and services.

The military has adapted to this environment, thereby increasing our dependence on contractor personnel to provide support services both at our home bases and with our deployed forces.

Since the end of the Cold War, increasing numbers of contingency operations, beginning with Operations Desert Shield and Desert Storm and continuing to Somalia, Haiti, Bosnia, Kosovo, Afghanistan, and Iraq, coupled with military downsizing, privatization of many support functions, omnibus operating support contracts, and the growing complexity of weapon system hardware and software, have required an increase in contractor deployments. The DoD benefits from using contractors in the following ways:

- Contractors permit the military to maximize combat forces where total military force size is constrained. The military sometimes operates in countries where status-of-forces agreements (SOFAs) limit the total number of uniformed service members. By using contractors, whose numbers do not influence end strength, the military can increase the number of combat personnel available, reduce the total number of military personnel required, and still have adequate Combat Support (CS) and Combat Service Support (CSS) capabilities, provided by contractors.
- Unlike our Reserve and National Guard mobilization timetables, contractors can be retained in advance to mobilize and deploy their personnel along with active component forces. They can then easily scale their effort as our requirements for CS and CSS services expand and contract.
- Contractors can provide capabilities that the military does not have. For instance, they can provide a source of high-tech, low-density skills. The military is reaching the point where it can no longer afford to maintain the training infrastructure and retention programs for some technical military occupational specialties with a density of a few dozen soldiers. Such skills are readily available from systems support contractors. In addition, contractors can provide more mundane services, which military forces have not been trained to provide. In Bosnia, for example, contractors are providing sewage treatment service for the base camps because the Army does not have appropriate soldier skills for this function.
- Theater support contractors provide an ongoing capability that the DoD is not required to manage in its rotation of military forces. Contractor capabilities to rapidly hire and deploy personnel and equipment into theater save time and effort for the DoD in obtaining the necessary support services during both expeditionary and sustained operations.
- Using contractors can reduce force rotation requirements and their inherent burden on military personnel and their families. Our global military deployment capability requires military personnel to deploy frequently and for long periods of time, substantially affecting their quality of life and, ultimately, impacting training and retention.

The history of the DoD's (and its precedent organizations') use of civilians accompanying military forces to forward areas is shown in Table 1.

*Table 1*  
**Civilians Accompanying the Force**  
**Historical Perspective <sup>5</sup>**

War/Conflict	Civilians/Contractors	Military	Ratio
Revolution	(est) 1,500	9,000	1:6 (est)
Mexican/American	(est) 6,000	33,000	1:6 (est)
U.S. Civil War	200,000	1,000,000	1:5 (est)
World War I	85,000	2,000,000	1:24
World War II	734,000	5,400,000	1:7
Korean Conflict	156,000	393,000	1:2.5
Vietnam Conflict	70,000	359,000	1:5
Desert Shield/Storm <sup>6</sup>	9,000	500,000	1:55
Balkans	20,000	20,000	1:1
Operation Iraqi Freedom <sup>*</sup>	~129,000 <sup>7</sup>	~155,000 <sup>8</sup>	1:1.22

*\* Data addresses only DoD contractors and does not address civilians or contractors supporting other U.S. Government Agencies and Departments.*

Today, contractors accompanying the force provide a broad range of capabilities, including base operating support (e.g., housing and dining facilities), security, transportation, medical, communications, training, construction, and maintenance. Much of this support is provided through logistics support contracts. In particular, the Army's Logistics Civil Augmentation Program (LOGCAP) contract provides a wide array of support for U.S. military personnel.

### **Civil Augmentation Programs (CAPs)**

The U.S. Army, which introduced the Military Departments' Civil Augmentation Program concept, created LOGCAP to provide for pre-planned use of contractor capabilities to support worldwide contingency operations. LOGCAP was designed primarily to provide support in areas of operation where no bilateral or multilateral agreements or treaties exist, but it may be used to provide additional support in areas with formal Host Nation (HN) Support agreements. This objective is accomplished by augmenting the CS/CSS military force structure with contractor personnel, who then provide the Army with an additional means to support current and programmed military forces by performing selected services in wartime as well as in other contingency operations (i.e., humanitarian assistance, disaster relief, peacekeeping, peace enforcement, and major and minor conflicts). The Army established LOGCAP in 1985,

<sup>5</sup> Zamparelli, Steven J., "Competitive Sourcing and Privatization: Contractors on the Battlefield: What Have We Signed Up For?" *Air Force Journal of Logistics*, Volume XXIII, Number 3, p. 12.

<sup>6</sup> United States General Accounting Office, *Greater Reliance on Civilians in Support Roles Could Provide Significant Benefits*, October 1994, GAO/NSIAD-95-5, p.30.

<sup>7</sup> USCENTCOM Census data as of April 2007.

<sup>8</sup> Multi-National Forces-Iraq projection as of April 19, 2007, in "Status of Forces Briefing," April 28, 2007.

the Navy established Contingency Construction Capabilities (CONCAP) in 1995, and the Air Force established the Air Force Contract Augmentation Program (AFCAP) in 1997.

The LOGCAP contract was a competitively awarded contract. The LOGCAP base contract operates under a pre-negotiated indefinite-delivery, indefinite-quantity (IDIQ) umbrella contract (i.e., one that covers many functional activities in one or more locations). As support requirements are identified, validated, and funded, individual task orders are issued under that contract.

LOGCAP provided support and services in several low intensity conflicts: Somalia, Rwanda, Bosnia, Haiti, and East Timor.<sup>9</sup> LOGCAP support in these operations was for small-scale contingency operations supporting 3,000 to 20,000 military personnel. These operations had relatively small requirements for contractor resources and manpower; their demands did not exceed regional commercial resources, they had relatively permissible lines of communication, and they used varying levels of LOGCAP program and contractor partnering in planning LOGCAP sustainment operations.

Table 2, below, illustrates the scope and size of LOGCAP support of earlier operations.

*Table 2*  
**Major Operations in Which the Army Has Used Its LOGCAP Contract<sup>10</sup>**

Dollars in millions			
Event	Starting date	Estimated cost	Services provided
Somalia "Operation Restore Hope"	Dec. 1992	\$62.0	Base camp construction and maintenance; food service and supply; laundry; field showers; latrines; water production, storage, and distribution; sewage/solid waste removal; bulk fuel receipt, storage, and issue; transportation for passengers and cargo; and linguist support.
Rwanda "Operation Support Hope"	Aug. 1994	6.3	Water production, storage, and distribution.
Haiti "Operation Uphold Democracy"	Sept. 1994	133.0	Base camp construction and maintenance; food service and supply; laundry; bulk fuel receipt, storage, and issue; airport and seaport operations; and transportation services.
Saudi Arabia/ Kuwait "Operation Vigilant Warrior"	Oct. 1994	5.1	Food service and supply; transportation; convoy support; shuttle bus service; laundry; and off loading and storing containers from ships.
Italy "Operation Deny Flight"	Sept. 1995	6.3	Base camp construction.
Bosnia "Operation Joint Endeavor"	Dec. 1995	461.5	Base camp construction and maintenance; showers; latrines; food service and supply; sewage/solid waste removal; water production, storage, and distribution; shuttle bus service; bulk fuel receipt, storage, and issue; heavy equipment transportation; mail delivery; construction material storage and distribution; railhead operations; and seaport operations.
<b>Total</b>		<b>\$674.2</b>	

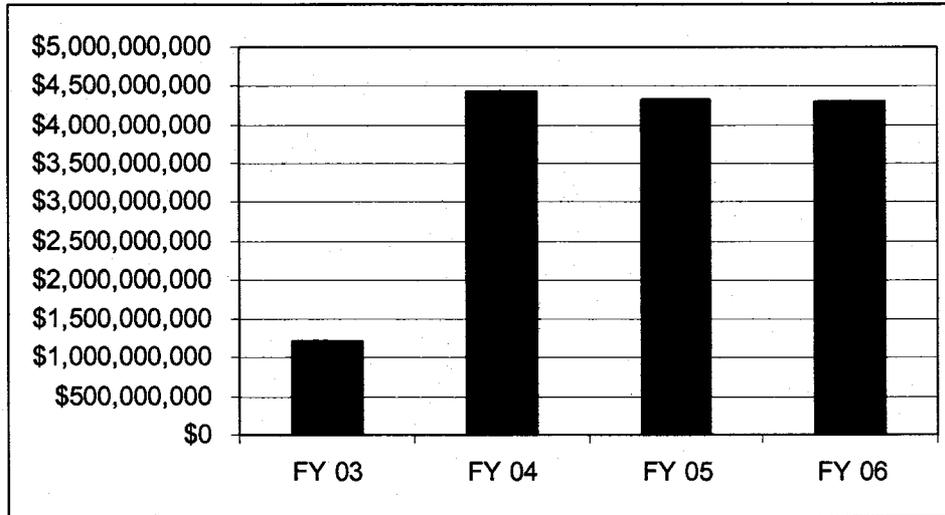
Note: Estimated costs as of December 7, 1996.  
Source: Department of the Army.

<sup>9</sup> U.S. General Accounting Office, GAO/NSIAD-97-63, *Contingency Operations: Opportunities to Improve the Logistics Civil Augmentation Program*, February 1997.

<sup>10</sup> Ibid.

The LOGCAP III contract reflects a significant expansion in contract service requirements in support of the extended deployment of U.S. military forces under GWOT. (See Figure 4.) Because of its mission to provide services for DoD ground forces, as well as for some non-DoD U.S. Government activities, the LOGCAP capability is significantly larger than other Military Department Civil Augmentation Programs.

Figure 3  
Funding for the LOGCAP III Contract in Iraq <sup>11</sup>



LOGCAP III includes, but is not limited to, the following functions:

- Management of all Classes of Supply
- Base Camp Operations (including housing, sanitation, and food services)
- Theater Distribution (including fuel)
- Ice Production
- Non-Tactical Vehicle Maintenance
- Morale, Welfare, and Recreation Services
- Power Generation and Distribution

Traditionally, the Army has competitively awarded LOGCAP contracts to a single company. With the large size and cost of supporting troops in Iraq, however, the military has decided that future projects will be divided among multiple pre-approved execution contractors. In June 2007, the Army competitively awarded the new LOGCAP IV contract, which consists of one contractor as the LOGCAP planning contractor supporting the Government's management of LOGCAP and three Global Execution contractors who compete among each other for subsequent task orders.

<sup>11</sup> Data on LOGCAP Iraq Obligations for FY 2003 thru FY 2006 provided by Army Sustainment Command, June 4, 2007.

### **III. RECENT DOD INITIATIVES**

The current deployments of DoD military forces are the first major contingency operations to reflect the full impact of reliance on contractor personnel for critical support functions. The scale and duration of military operations have required a significant increase in support by contractor personnel in forward areas. Future extended deployments of DoD military forces are anticipated to require similar levels of support. For this reason, the DoD is committed to continuing to improve its program for integrating and managing contractor personnel in support of DoD military forces during contingency operations. This section describes progress that has been made in the development of joint policies with respect to contingency contracting and other recent initiatives to improve the management of contractors accompanying the force.

At the Department level, the DoD is implementing a portfolio approach to management in order to facilitate strategic choices and improve the ability to determine joint requirements and make capability tradeoffs across the joint community. The Office of the Deputy Under Secretary of Defense for Logistics and Materiel Readiness (ODUSD (L&MR)) has been designated as the Joint Logistics Portfolio Manager, one of the four Department-wide approved portfolios. This portfolio will contain the Operational Contracting Capability Area responsible, in part, for improving the effective management of contracts and contractors through the development of joint policies on requirements definition, contingency program management, and contingency contracting. A strategic plan, governance structure, and charter are currently being developed.

The Office of the Under Secretary of Defense for Acquisition, Technology and Logistics (OUSD (AT&L)) has been proactive in implementing many initiatives to improve the management of contractors accompanying the force. The DoD, through the Office of Defense Procurement and Acquisition Policy (DPAP) in the ODUSD (A&T), has issued guidance on the acquisition of services to ensure a more thorough executive review at every level and to implement best practices, from planning through execution. To support our warfighters effectively, Military Department acquisitions, contracts and task orders will be based on outcomes that are identifiable and measurable.

To enable the Department to deliver equipment and services effectively to meet warfighter needs, acquisition policies and procedures have been established under the procurement umbrella of the Federal Acquisition Regulation (FAR). The FAR is supplemented by the Defense Federal Acquisition Regulation Supplement (DFARS), and further defined by DoD Directives, Instructions, Regulations, and Publications to satisfy specific and unique contracting warfighter requirements.

For example, the FAR/DFARS Part 218, "Emergency Acquisitions," provides flexibilities under current law that can be used in an emergency and facilitates and expedites acquisition of supplies and services. The DoD also has made significant progress on the proposed FAR rule, "Contractor Personnel in a Theater of Operations or at a Diplomatic or Consular Mission." This rule addresses the issues of contractor personnel who provide support to the mission of the U.S. Government in a theater of

operations outside the United States, but are not covered by the DoD clause for contractor personnel authorized to accompany deployed forces. In addition to the DoD, the U.S. Agency for International Development (USAID), Joint Staff (JS), Defense Contract Management Agency (DCMA), and Department of State (DoS) participated on the Ad Hoc Review Committee responsible for this rule. Furthermore, the DFARS clause 252.225 -7040, "Contractor Personnel Authorized to Accompany the U.S. Armed Forces," implements DoD policy regarding contractor personnel authorized to accompany U.S. Armed Forces deployed outside the United States.

The recent creation of the Emergency Procurement DFARS Committee is helping to develop and implement initiatives that will allow our contingency contracting officers (CCOs) to perform in the most expeditious and cost effective manner possible. As part of this committee, a Joint Contingency Contracting Working Group has developed a Joint Contingency Contracting Guide that will be incorporated into DFARS Part 218 and is also creating a quick-reference, pocket-sized handbook for our CCOs.

Another joint doctrine working group is developing a joint publication to: (1) ensure that our contingency contracting troops have clear and unambiguous guidance in the field, and (2) address joint policy on contingency contracting directed by the FY 2007 NDAA. A draft of the contingency contracting doctrine is currently being staffed. To assist in the implementation of this tool, a Joint Logistics Test Case was initiated. The test case implementation plan focused on how to improve, integrate, synchronize, and provide governance for the Logistics Services contingency contracting process with Joint Forces Deployment and Redeployment Operations in order to gain visibility of contracts and contractors on the battlefield. The final report and recommendations are due in fall of 2007.

To help our CCOs better understand the myriad of new initiatives, a Joint Contingency Contracting Community of Practice (JCC CoP) was created to promote knowledge-sharing across organizational boundaries. This collaborative tool serves as a central repository for DoD contingency contracting learning and job support assets, including policy and guidance information, after-action reports, predeployment information, and related knowledge to promote increased job performance. Additionally, an on-line Contingency Contracting Officer Refresher Course has been developed, as well as just-in-time training being conducted in Iraq and Afghanistan. A Joint Contingency Contracting Summit is held quarterly to foster innovative ideas and solutions to increase support to our warfighters, identify strategic partnership development opportunities, and promote a strategic outreach and communication plan that will increase awareness of these valuable tools and resources.

In addition, DPAP, in concert with the Defense Acquisition University (DAU), is leading a complete review of all CCO training that is being provided to all Military Departments to ensure that our training reflects guidance included in doctrine.

The initiatives outlined above have improved the ability of the Armed Forces to support requirements definition, contingency contracting, and program management, and

ultimately will ensure that contracted support continues to enhance, and not detract from, our military capabilities.

#### **IV. DOD PROGRAM FRAMEWORK**

A comprehensive framework is needed to integrate effective planning, support, and management of deployed contractor services and contractor personnel with overall operational needs. Overall responsibility for the development of the framework has been assigned to the Deputy Under Secretary of Defense (Logistics and Materiel Readiness) (DUSD (L&MR)). The DUSD (L&MR) has established an office specifically tasked with establishing and overseeing the DoD program – the Assistant Deputy Under Secretary of Defense (Program Support) (ADUSD (PS)). Consistent with the provisions of section 854 of the FY 2007 NDAA, the ADUSD (PS) will work with representatives of the Chairman of the Joint Chiefs of Staff to develop supporting joint policies.

#### **V. MAJOR PROGRAM COMPONENTS**

The policy and program framework being established consists of six major components that are essential to achieving program objectives.

##### **A. ESTABLISH DEPLOYABLE JOINT CONTRACTING PLANNERS**

The FY 2007 NDAA, section 854, requires that the Secretary of Defense, in consultation with the Chairman of the Joint Chiefs of Staff, develop joint policies on an oversight and management process for identifying contingency contracting requirements for combat operations, post-conflict operations, and contingency operations and integrating them into Geographic Combatant Command (GCC) Operations Plans (OPLANS) and Contingency Plans (CONPLANS). Current efforts to implement the proposed program also include actions that address recommendations of the U.S. Government Accountability Office (GAO).<sup>12</sup>

Specifically, the ADUSD (PS) is deploying to the Combatant Commands, Joint Contracting Planners (JCPs) whose primary focus will be to review the contractor support portions of OPLANS and CONPLANS, including the requirements for contractor services, as well as the standards for supporting contractor personnel in forward areas. The JCPs will streamline the process through which the Combatant Commander can request requirements definition, contingency contracting, or program management support.

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<sup>12</sup> U.S. General Accounting Office, *Contractors Provide Vital Services to Deployed but Are Not Adequately Addressed in DoD Plans*, June 2003, GAO 03-695, pp. 36-37; U.S. Government Accountability Office, *High-level DoD Action Needed to Address Long-standing Problems with Management and Oversight of Contractors Supporting Deployed Forces*, December 2006, GAO-07-145, pp. 36-37.

The JCPs will synchronize contracting requirements with the Military Departments, DoD agencies, and coalition partners to avoid contracting duplication and to standardize practices. They will also assist in determining, during the planning process, which Military Department Civil Augmentation Program will be used in support of the plan. During contingency operations, the JCPs will deploy with the force into forward areas and, once deployed, develop additional plans for contractor services required to support any OPLAN being executed in their GCC area; provide the deployed contingency acquisition capability with the institutional memory regarding the concept development of the plan; and assist in program management.

Currently, support provided to contractor personnel and by contractor personnel accompanying the force during contingency operations is not standardized. The DoD objective is to develop contractor standards of support and personal accommodations that will be applicable to all contractors in the Operational Area receiving support from, or providing support to, the DoD. The requirements would address the types of support provided, including standards for lodging, hygiene, meals, mail, laundry, and medical care. For example, the standard of medical care for contingency contractor personnel who support U.S. forces in contingency operations or other military operations would include the provision of resuscitative care, stabilization, hospitalization at level III military treatment facilities (MTFs), and assistance with patient movement in emergencies where loss of life, limb, or eyesight could occur. With the advance planning provided by the JCPs, these standards of support will be established and incorporated prior to the execution phase of an operation.

Joint Contracting Planners will also incorporate contractor personnel accompanying the force into plans concerning the protection and emergency evacuation of DoD personnel / noncombatants in danger areas abroad.

The Director for Logistics, Joint Staff (J-4), will chair a bi-annual coordination and synchronization meeting of the JCPs, Military Departments, and applicable Department and Agency representatives to conduct analysis and integrate planning initiatives. The OADUSD (PS) will continue to conduct analyses of other integrated contracting opportunities in deployed GCC operations and work with Combatant Commanders to accelerate integration of "best management practices" in joint theater logistics concepts into GCC plans.

## **B. ESTABLISH DEPLOYABLE CONTINGENCY ACQUISITION AND CONTRACTING CAPABILITIES**

The manner by which the acquisition and contracting process is executed during contingency operations is modified as the mission and security environment change. In the initial stages of a deployment, emergency procedures are employed. During this time, the focus of acquisition and contracting operations is on managing external, CAP-type contracts. These are normally cost-reimbursement type contracts. As the environment stabilizes, the acquisition and contracting processes transition to sustainment contracting,

using full and open competition and fixed-price type contracts. This is how the acquisition and contracting processes are being managed by the Joint Contracting Command - Iraq/Afghanistan (JCC-I/A) today.

The institutions and organizational relationships involved with current contingency acquisition and contracting operations, including the JCC-I/A, were developed in an ad hoc fashion to meet the emerging needs for centralized management and oversight of contingency acquisition and contracting activities, including stability and reconstruction missions. Recommendations from a variety of groups, including the Defense Science Board and the Special Inspector General for Iraq Reconstruction (SIGIR), and section 854 of the FY 2007 NDAA, have sought to institutionalize lessons learned from recent experiences.

To address these requirements and enhance the Military Departments' and acquisition support agencies' ability to respond to a Combatant Commander's request for contingency contracting support, including the availability of rapid acquisition personnel, the Department is considering various options to establish robust contingency acquisition and contracting capabilities. One option under consideration is an organizational approach that would establish a full time Contingency Acquisition Support Office (CASO). Institutionalizing lessons learned from the JCC-I/A, the CASO would employ contingency acquisition experts who support Combatant Commanders with acquisition planning and provide capacity for deployed acquisition execution during large, complex, long term contingency and stability operations. The CASO would have expanded program management capability and would coordinate inter-agency agreements, provide staff leadership to the acquisition personnel, and participate in major exercises to ensure that contractor functions are understood and integrated. The CASO would maintain the capability to forward deploy a right-sized, scalable contingency acquisition "force" in order to support the Combatant Commander during a military operation or during other emergency situations, such as a natural disaster or terrorist attack. This office would serve as the "nerve center" of such operations to keep eyes on assets, avoid duplication of effort, and realize economies of scale for common purchases. It could also be used as a one-stop "reach back" support for complex and rapid acquisition methods, in addition to oversight of our worldwide logistics capabilities.

In-garrison functions would include acquisition and contracting planning and synchronization in conjunction with the Joint Contracting Planners; coordination with the Military Departments, acquisition support agencies, Civil Augmentation Program (CAP) program offices, interagency and non-governmental relief organizations; and readiness functions, including exercise participation for both CASO personnel and contractor personnel tasked to support OPLANS and CONPLANS. The CASO Commander would function as the Head of Contracting Activity (HCA). CASO personnel would understand requirements for and secure access to private sector resources required by operational plans, particularly in stability and reconstruction mission areas.

For large, complex, long-term contingency and stability operations, elements of CASO would deploy with a Standing Joint Task Force Headquarters (SJTFHQ) to form a

Joint Acquisition Command (JAC) to execute and manage Joint Task Force (JTF) requirements in the forward areas. This command, patterned after the JCC-I/A, would execute effects-based contingency acquisition and contracting activities to meet operational and strategic objectives. The JAC would be led by a designated officer, reporting directly to the JTF Commander, responsible for execution of acquisition operations in the supported JTF. The Deputy JAC would normally be a flag-level officer, in accordance with section 854, who would deploy, serve as the Joint Contracting Command Commander, and function as HCA.

The JAC would oversee and synchronize acquisition oversight within the area of operation and provide advice to the Commander regarding the timing for shifting from contingency contracting arrangements to sustainment contracting during extended military force deployments. The full set of acquisition and contracting skill sets (i.e., requirements definition, cost estimating, contracting, program management, and financial management), along with tailored processes, would be provided. Generally, the longer an operation lasts, the greater the number of contract management personnel who will be needed. In the future, DoD projects that a two to one ratio of non-deployed to deployed contingency contract management personnel supporting the JAC may be needed in order to synchronize their deployment with the rotation policy of military forces and to provide continuity.

The JAC would also chair the Joint Logistics Procurement Support Board, ensuring that acquisition operations are conducted in an effective, efficient, and well coordinated manner.

As HCA in theater, if required, the deployed Joint Contracting Command Commander would control the issuance of all contracting warrants. The staff and contracting officers making up the Joint Contracting Command would be resourced from the participating operating forces in accordance with pre-established joint manning documents.

The establishment of the CASO would have a synchronizing effect for the contingency mission of the other acquisition support agencies. During contingency operations, contract oversight would be performed through a combination of Contracting Officer Representatives (CORs) resourced from the operating forces and the Defense Contract Management Agency (DCMA), which would continue to support theater acquisition operations by providing contract administration functions. Likewise, the Defense Contract Audit Agency (DCAA) would continue its auditing role unabated.

*Table 4*  
**Functions of the Contingency Acquisition Support Office**

<b>Planned Functions (CASO)</b>	
<b>Planning</b>	
<ul style="list-style-type: none"><li>• Working with Geographic COCOM staffs to understand the acquisition requirements and implications of regional engagement and operations plans.</li><li>• Working with the Geographic COCOM staffs, the regional Defense Attaché Offices, Embassies, the Intelligence Community, and industry associations to develop business and economic information, in a culturally aware context, as preparation for contingency acquisition operations. (This includes standard business practices, business and financial systems, contractual terms and conditions, labor standards, design and building standards, status of infrastructure, and data</li></ul>	

<p>on reliability and performance of regional contractors.)</p> <ul style="list-style-type: none"> <li>• Maintaining awareness of domestic and regional private sector capabilities for stability and reconstruction and contingency support functions.</li> <li>• Maintaining awareness of contract vehicles available to other DoD and executive branch agencies relevant to contingency and stability operations.</li> </ul>
<p><u>Coordination</u></p> <ul style="list-style-type: none"> <li>• Engaging the interagency organizations with a stability and reconstruction, contingency, and emergency operations role.</li> <li>• Establishing memoranda of understanding with other DoD organizations and executive branch agencies to clarify roles and missions and define working relationships and procedures related to contingency acquisition.</li> <li>• Working with multi-national and non-governmental groups to understand roles and missions and areas for potential cooperation.</li> <li>• Establishing an on-going dialogue with the domestic industrial base, including suppliers not traditionally associated with defense, with capabilities relevant to stability and reconstruction and contingency functions.</li> <li>• Recommending joint doctrine and acquisition regulations/policies refinements related to contingency acquisition operations to the Joint Staff and Office of the Under Secretary of Defense (AT&amp;L), specifically Defense Procurement and Acquisition Policy (DPAP), and the Office of the Deputy Under Secretary of Defense (Logistics and Materiel Readiness).</li> </ul>
<p><u>Readiness</u></p> <ul style="list-style-type: none"> <li>• Establishing and refining acquisition processes and CASO procedures appropriate for a contingency environment.</li> <li>• Exercising and maintaining capability to function as executive agent and HCA for Geographic COCOM acquisition support during contingency and emergency operations.</li> <li>• Maintaining a trained and deployable staff of contingency acquisition experts as part of the SJFHQ core elements.</li> <li>• Maintaining access to trained and deployable personnel to expand and sustain a Joint Acquisition Command.</li> <li>• Participating in COCOM and JFCOM-sponsored exercises.</li> <li>• Conducting current market research for domestic and regional private sector capability for validated contingency mission requirements.</li> </ul>
<p><u>Deployed Contingency Functions (JAC)</u></p> <ul style="list-style-type: none"> <li>• Deploying with the SJFHQ core elements to establish contingency acquisition operations when the specifics of the contingency will require acquisition support. (Size of the acquisition function will vary but could range from a single acquisition team to a complete, theater-wide Joint Acquisition Command.)</li> <li>• Activating standing contracts for immediate, essential services and supplies.</li> <li>• Establishing command and control of contingency acquisition personnel supporting theater operations. Conduct effects-based acquisition operations according to the Commander's intent to meet operational objectives.</li> <li>• Exercising congressionally-granted acquisition flexibilities during declared contingencies or emergency relief operations.</li> <li>• Expanding and sustaining the JAC by activating contingency acquisition teams from active duty and reserve units. Maintaining a rotation of deployments to ensure continuity of acquisition operations.</li> <li>• Developing requirements with Host Nation representatives, coalition partners, interagency advance teams, U.S. Embassy staff, and country teams for stability and reconstruction and contingency functions to fulfill the JFC's objectives.</li> <li>• Establishing in-theater, culturally relevant business systems to permit efficient, auditable contracting with Host Nation and regional businesses.</li> <li>• Leveraging contracting, acquisition capabilities, and organizational structure of other organizations. (This should commonly occur when combat service support functions and certain large-scale construction projects are involved. Army Materiel Command programs such as LOGCAP and other agencies like the U.S. Army Corps of Engineers and USAID have well developed competencies that should be used synergistically whenever possible.)</li> <li>• Placing work orders against existing contracts maintained by other organizations through pre-arranged, legally reviewed relationships.</li> <li>• Providing robust project oversight and program management to ensure that contractor performance is meeting cost, schedule, and performance expectations and current operational objectives.</li> <li>• Providing financial accountability, as well as contract and contractor visibility.</li> <li>• Managing a system for in-theater tracking and accountability of contractor employees (i.e., SPOT).</li> <li>• Accessing reachback support from non-deployed elements of the CASO, particularly for large or complex contracting actions, during ongoing operations.</li> <li>• Requesting statutory and regulatory exceptions and additional acquisition flexibilities as the situation dictates.</li> </ul>

A second option would be to satisfy section 854 requirements through mutually supporting operational policy and doctrine. A senior-level Joint Contingency Acquisition Committee could act as the governance board for joint contingency acquisition issues, such as logistical support and standardized training. The overarching objective of the Committee would be to ensure the effective and efficient use of national resources that would be applied in support of contingency acquisitions across the full range of military operations to include, but not be limited to, joint, multinational, interagency, and Stability, Security, Transition and Reconstruction (SSTR) missions. The Committee

would ensure that the Military Departments and other agencies are working together for better integration of planning and execution of contingency acquisitions. Without integration, contingency acquisition cannot effectively or efficiently utilize all players and assets capable of providing leverage for mission achievement.

The Chairperson of the Committee could come from the Joint Staff or the OUSD (AT&L). Executing organizational elements are already distributed throughout the Military Departments and acquisition support agencies. These elements could then be linked through a specified agreed-upon framework through a memorandum of agreement. Under this alternative virtual construct, the ADUSD (PS) would have the responsibility to synchronize and resolve contingency acquisition issues. The governance board would assist on issues that could not be resolved at the Military Department level.

During contingency operations, organizational elements would be sourced from the available Military Departments and acquisition support agency resources, and organized to form a joint contingency acquisition command. Common training would be paramount to this construct to ensure proper integration of the various units during contingency operations.

### **C. IMPLEMENT THE SYNCHRONIZED PREDEPLOYMENT AND OPERATIONAL TRACKER (SPOT) PROGRAM**

Functional oversight and control of the vast number of contractors who accompany the U.S. Armed Forces to forward areas of operations have not been adequate because a capability for a centralized tracking and functional management process does not currently exist. To address this problem, the Office of the Secretary of Defense (OSD) has designated the Synchronized Predeployment and Operational Tracker (SPOT) as the joint data base for contractor tracking and administrative accountability.<sup>13</sup>

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. The SPOT program also provides essential data relating to the contract and subcontract to which the individual contractor personnel are attached; their authorities and eligibility for access to specific facilities; medical care; medical evacuation; and emergency evacuation coverage. 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.

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<sup>13</sup> As of January 25, 2007. On January 29, 2007, the Army designated SPOT as the Army's system for contractors who deploy with the force, and on March 19, 2007, Class Deviation for DFAR Clause 252.225-7040, Contractor Personnel Authorized to Accompany U.S. Armed Forces, was published. A Fragmentary Order (FRAGO) was issued on June 5, 2007, by the U.S. Central Command (USCENTCOM) to direct theater elements to assist in implementing the SPOT contractor accountability process.

## SPOT System Configuration

Two software releases are planned that will further synchronize SPOT capabilities with the policy guidance referenced above. The SPOT 6.0 release provides an automated Letter of Authorization (LOA). This automated LOA will contain a bar code that can be scanned to provide or confirm contractor location, Public Key Infrastructure (PKI) Authentication, enhanced reporting capabilities, automated movement tracking, and net centric compliance. The DoD is moving forward to make SPOT's system-generated LOA a Standard Form (SF) or a DoD Form that standardizes LOA formats acceptable to DoD, and eventually to all U.S. Government Departments and Agencies, for use by U.S. Government contractors.

Figure 4  
Synchronized Predeployment and Operational Tracker

**SPOT**  
Synchronized Predeployment & Operational Tracker

**Deployment Information**

**Deployment Actions**

- Update POCs
- Update Deployment Information
- Cancel Deployment
- Change Duty Station
- Update Visa Information

**Quick Access to Pre-Deployment, Deployment and Re-Deployment workflows and status**

**JAMMS Movements**

- SPOT 6.0 will provide data repository for all transaction records from JAMMS
- For a person deployed in SPOT 6.0, users will be able to view the last 5 movements for the person's deployment as captured in JAMMS

**Deployment Information**

Full Name: Nathan, Lanyon  
Email: lanyon@trc.com  
Contract: 04H  
SSN: 002411982  
Date of Birth: 08/24/1985

Workshop Status: Deployed  
Gender: Female  
Citizenship: United States  
AFSC Worksheet: No  
CAC Registration Status: Unknown

**Current Deployment**

Person Status: Active  
Actual Arrival Date: 04/24/2007  
Estimated Deployment: 04/01/2007 - 10/29/2008  
Country to be Worked In: Iraq  
Organization: USASOC  
PIA/Branch: None selected  
PIA/Office: None selected  
Contract Number: W80501-063000  
Task Order: W80501-1234  
Deployment Purpose: Fighting

**Current Duty Station**

Location: Balad, IZ  
Arrival Date: 04/24/2007  
Operational: Operation Iraqi Freedom  
System Supported: Army Battle Command System

**Deployment Movements**

Date	Location	Deployment Type
00000000	Location to be loaded	Type to be loaded

**Deployment Actions**

Pre-Deployment	Complete
<input checked="" type="checkbox"/> Create Deployment	Not Approved
<input checked="" type="checkbox"/> Assign LCA	Complete
<input checked="" type="checkbox"/> Eligibility Requirements	Complete
<input checked="" type="checkbox"/> Deployment Binary	Complete
<b>Deployment</b>	
<input checked="" type="checkbox"/> In-Theater Arrival	Complete
<input checked="" type="checkbox"/> Duty Station Check In	Complete
<b>Re-Deployment</b>	
<input checked="" type="checkbox"/> Plan Re-Deployment	Complete
<input checked="" type="checkbox"/> Closed Deployment	Incomplete

*Future releases will allow a user to view and filter all of the movements for a person's deployment.*

The SPOT 6.1 release plans to address high priority stakeholder requests and implement external system interfaces to: contracts (e.g., Federal Procurement Data System-Next Generation-Central Contractor Registry (FPDS-NG-CCR), Defense Management Data Center (DMDC), Joint Personnel Adjudication System (JPAS), electronic Defense Biometric Identification Data System (eDBIDS), contractor verification system (CVS), and company human resources (HR) systems).

A Technology Standardization Summit was held on May 30, 2007, to discuss standardizing scanning software and scanning platforms for key community of interest

programs.<sup>14</sup> The intent of this summit was to develop a federated system among Joint centers, logistics communities, and current contractor cells with a goal of creating an industry standard that would create a single point through which personnel would process, generate a universal file capable of inputting to community of interest systems, and accept and recognize all Homeland Security Presidential Directive (12) (HSPD-12)-aligned credentials, plus other means to recognize personnel (e.g., Biometric Cards and Letters of Authorization).

### **Scanner Fielding**

An initial quantity of 20 Joint Asset Movement Management System (JAMMS) scanners has been procured and fielded in Southwest Asia (SWA) at selected Aerial Ports of Debarkation (APODs) and Dining Facilities (DFACs). The purpose of operating scanning equipment is to capture movements of contractors through key life support and movement nodes. If a contractor is not yet registered in the SPOT program, the scanning captures the contractor's unique identifier and is able to pull information from authoritative sources and create a mini-record within the system.

As of March 2007, JAMMS equipment was distributed as follows:

- Eleven systems were issued to Dining Facility locations in Kuwait,
- Six systems were issued to APODs in Iraq,
- Two systems were issued to APODs in Kuwait, and
- One system is being used as a float.

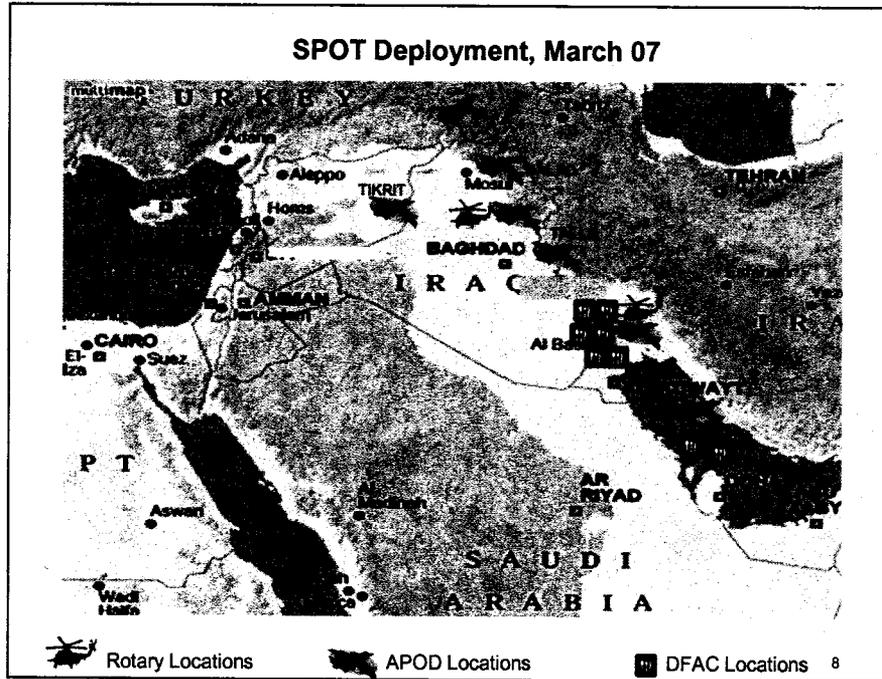
The following figures provide the near, mid, and long-term goals of SPOT employment and requirements for successful implementation.

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<sup>14</sup> These systems include SPOT, Defense Biometric Identification Data System (DBIDS), Deployed Theater Accountability System (DTAS), Automated Financial Management Information System (AFMIS), Global Air Transportation Execution System (GATES), and Army Air Force Exchange Service (AAFES).

**Near-term:**

*Figure 5*  
**Synchronized Predeployment and Operational Tracker Deployment**  
Summer 2007<sup>15</sup>



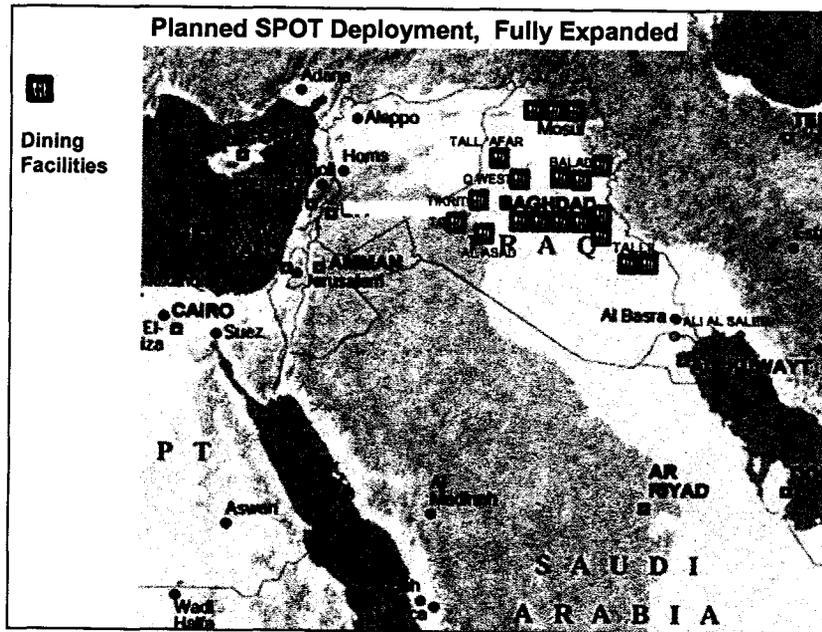
**The near term deliverables of SPOT implementation are to:**

- Improve controls, which requires:
  - Finalizing the Memorandum of Understanding (MOA) and executive agency:
    - Expanding in-theater deployment of version 6.0.
    - Publishing DUSD (L&MR) memorandum directing use by all Military Departments and DoD agencies.
    - Publishing U.S. Central Command (USCENTCOM) Fragmentary Order (FRAGO) to direct use by all contractors receiving support from DoD.
    - Transitioning from Common Access Card (CAC) I-based system to CAC II-based system.
  - Hiring three Government acquisition specialists within the OADUSD (PS) for contingency contracting program management oversight.
  - Adding transition language in the FAR to ensure compliance by other Federal Agencies and Departments.

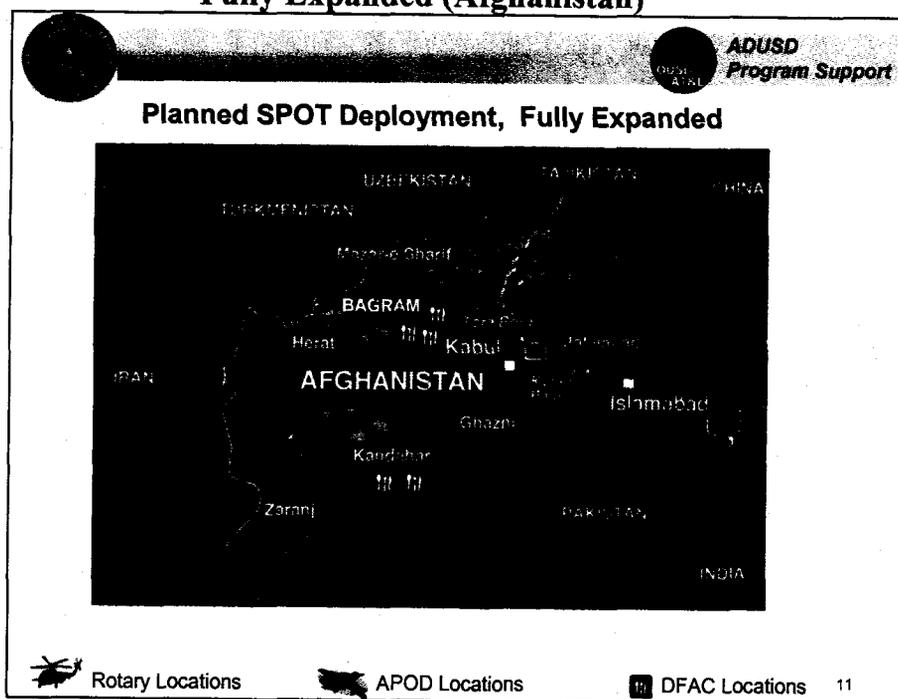
<sup>15</sup> Source: LTC Richard Faulkner, Army Materiel Command, G-3, January 2007.



*Figure 7*  
**Synchronized Predeployment and Operational Tracker Deployment Fully Expanded (Iraq Dining Facilities)**<sup>17</sup>



*Figure 8*  
**Synchronized Predeployment and Operational Tracker Deployment Fully Expanded (Afghanistan)**<sup>18</sup>



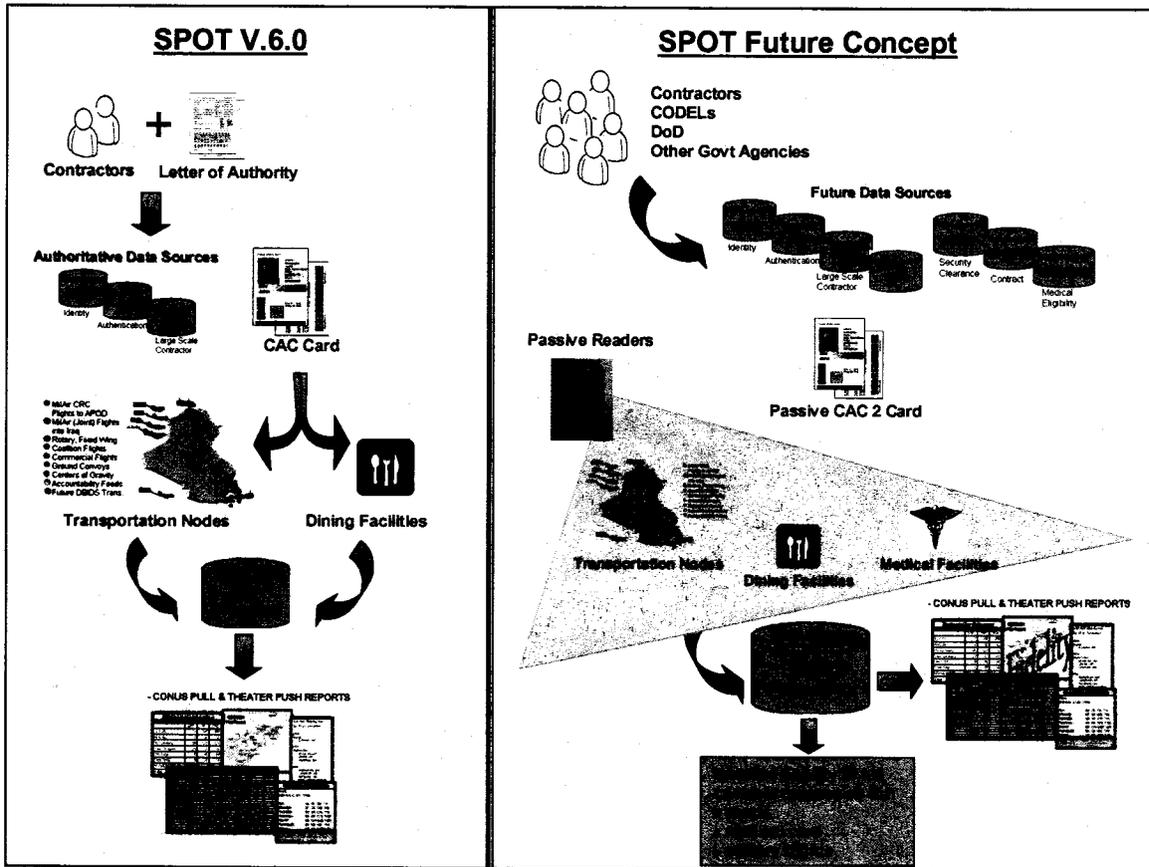
<sup>17</sup> Ibid.

<sup>18</sup> Ibid.

**The long-term goals of SPOT implementation are to:**

- Fully deploy and populate with “contract capabilities” data and give access to strategic contracting programs and data-bases (estimate 3rd quarter, 2008).
- Reengineer the DoD approach to purchasing services to leverage buying power, reduce costs, better manage inventory and service providers, and improve the quality of services.
- Enable the DoD to analyze:
  - The types and volume of services being acquired;
  - The number of suppliers for a specific service that are being used by a Military Department, a military base, and/or the Joint Forces Commander (JFC);
  - Service costs, by type, in total and by supplier; and
  - The Commands that are purchasing particular services.
- Enable the DoD to:
  - Analyze information providing force structure decision support; and
  - Oversee and audit contractor services to ensure that Combatant Commander policies and standards are being followed and that services are being provided effectively.
- Incorporate the capability to bill contracted companies for unauthorized military-provided services that exceed or are in addition to those authorized by the contract while deployed (estimate 4<sup>th</sup> quarter, 2008):
  - Food services,
  - Transportation, and
  - Medical care.
- Track and account for all DoD contractors world-wide (deployed and not deployed) (estimate 3rd quarter, 2010). Need access to world-wide security access programs like DBIDS; assumes all bases and installations (world-wide) would field and utilize enterprise type programs.

*Figure 9*  
**Synchronized Predeployment and Operational Tracker Deployment Future Concept<sup>19</sup>**



**D. INCORPORATE CIVILIAN CONTRACTING PLANNING AND MANAGEMENT INTO DOD LEADERSHIP PROGRAMS**

Current deployments have stressed the military and civilian acquisition workforce and have necessitated the deployment of acquisition personnel who have limited experience in the execution of contracts in a contingency environment. Similarly, senior planners, program managers, and operational leaders deployed to the Area of Responsibility (AOR) have limited experience in managing the large number of contractors accompanying the force. The DoD has recognized the significant requirement to train and sustain both a deployable contingency acquisition workforce and the senior leaders required to manage them.

<sup>19</sup> Developed by the OADUSD (PS), March 2007, using data provided by LTC Richard Faulkner, Army Materiel Command G-3.

The DoD is developing a broad program of instruction for Military Departments' Staff Colleges and Senior Military Service and Joint Staff Schools to train, more formally, our senior planners and leaders on roles and responsibilities of planning and managing contracts and contractor personnel in forward areas. We have linked the development of joint doctrine for contractor support in contingency operations to the revisions of Department of Defense Instruction (DoDI) 3020.41, "Contractor Personnel Authorized to Accompany the U.S. Armed Forces," to ensure consistency. The Defense Acquisition University (DAU) currently provides training in the following areas:

- The use of law, regulations, policies, and directives.
- The appropriate use of rapid acquisition methods, sealed bidding, letter contracts, indefinite delivery / indefinite quantity (IDIQ) contracts, task orders, set asides, undefinitized contract actions, and other tools available to expedite the delivery of goods and services during combat operations or post-conflict operations.
- The appropriate use of rapid acquisition authority, Commanders' Emergency Response Program (CERP) funds, and other tools unique to contingency contracting.
- Instruction on the necessity for the prompt transition from the use of rapid acquisition authority to the use of full and open competition and other methods of contracting that maximize transparency in the acquisition process.
- Appropriate steps to ensure that training is maintained for personnel even when they are not deployed.

The ADUSD (PS) will also develop a broader program of instruction for training personnel in contract and contractor personnel management. This program will focus on Senior Military Service and Joint Staff Schools and Staff Colleges in the near term, but will quickly expand to incorporate each of the following levels:

- Officer, Warrant Officer, Non-Commissioned Officer (NCO), and Contracting Officer Representative (COR);
- 05 - 08 (Lieutenant Colonel - Major General);
- Contractors; and
- DAU – Acquisition Specialist Head of Contracting Agency (HCA), Principal Assistant Responsible for Contracting (PARC).

## **E. ESTABLISH AND MAINTAIN A POLICY AND PROGRAM MANAGEMENT FRAMEWORK**

Under a program to establish and maintain a policy and program management framework to govern management of contractor personnel in forward areas, a number of DoD and joint governing documents are being published, updated, and integrated. These Directives, Instructions, Regulations, and Publications will define standards for support to contractor personnel, contractor performance, and contractor accountability across all theaters of operation. The major documents are described below.

## **Department of Defense Instruction 3020.41, “Contractor Personnel Authorized to Accompany the U.S. Armed Forces”**

This section will report on the status of the implementation of Department of Defense Instruction (DoDI) 3020.41, “Contractor Personnel Authorized to Accompany the U.S. Armed Forces,” October 3, 2005, as required by section 815 of the FY 2007 NDAA.

DoDI 3020.41 was written to correct many contractor government-furnished support, deployment, and accountability issues encountered during initial contingency operations in Afghanistan and Iraq. The DoDI was the first comprehensive instruction that established and implemented Department-wide policy and guidance, assigned responsibilities, and served as a source of DoD policy and procedures for integrating contractor personnel into military contingency operations. These personnel include defense contractors, their employees, and their subcontractors at all tiers under DoD contracts, including third country national (TCN) and host nation (HN) personnel authorized to accompany the U.S. Armed Forces.

To address the shortcoming concerning the lack of a focal point for issues regarding contractor support to deployed forces, the ADUSD (PS) has been given the responsibility for managing the implementation of DoDI 3020.41. The Instruction currently is being updated to amplify and incorporate additional policy and program components designed to improve contractor integration in contingency operations. The revision is being staffed in parallel with the development of Joint Publication (JP ) 4-10, “Contracting and Contractor Management in Joint Operations,” to ensure that these publications are fully synchronized.

The ADUSD (PS) has initiated an aggressive program to advance implementation of the Instruction. Initial focus has been placed on improving visibility and accountability of contractors accompanying the force. In accordance with the DoDI 3020.41 requirement to establish a joint contractor data base, the Secretary of Defense designated SPOT as the central repository for information on contractors deploying with the forces. Pursuant to that directive, a DFARS class deviation was published in March 2007 requiring that contracting officers include a clause requiring the use of SPOT in new solicitations and contracts in accordance with the clause prescription at DFARS 225.7402-4(a).<sup>20</sup> For contracts and task orders already in existence, contracting officers are informing the contractors that SPOT is the appropriate automated system to use for the required list of contractor personnel. To date, this has proven to be an effective solution, supported by the Military Departments and contractors. Since inception, we

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<sup>20</sup> The clause states: In accordance with DoDI 3020.41 “Contractor Personnel Authorized to Accompany the U.S. Armed Forces,” the contractor shall enter before deployment, or if already in the designated operational area, enter upon becoming an employee under the contract, and maintain current data, including departure data for all Contractor personnel authorized to accompany U.S Armed Forces deployed outside the United States as specified in paragraph (b) (1) of this clause. The automated web-based system to use for this effort is the Synchronized Predeployment and Operational Tracker (SPOT). (For information on how to register and enter data into this system go to <http://www.dod.mil/bta/products/spot.html>).

have already accounted for over 60,000 contractors in SPOT, with more being added daily.

The ADUSD (PS) is also working with the medical and contracting communities to implement current standards of medical care for deployed contractors and to update DoDI 3020.41 to incorporate lessons learned from current operations. The Department has requested each Military Department and Defense Agency involved in contingency contracting operations to contribute after-action reports and lessons learned to the Joint Contingency Contracting Community of Practice. Additionally, any information from Staff Assistant Visits or internal self-inspection programs concerning contingency contracting operations from the theater will be incorporated. This information will allow us to track trends to determine if extra training in those areas is warranted. The DoD objective is to address contractor standards of support and personal accommodations that will be applicable to all contractors in the Operational Area receiving support from, or providing support to, the DoD. Additionally, the revision of the DoDI includes requirements for the development of contractor oversight plans and adequate military personnel necessary to execute contract oversight.

Through these and other initiatives, the ADUSD (PS) has had significant success in socializing the instruction among the Military Departments, achieving compliance, and addressing contractor support issues.

#### **DoD Directive 3000.05, "Military Support for Stability, Security, Transition, and Reconstruction (SSTR) Operations"**

This Directive, issued November 28, 2005, provides guidance on stability operations that will evolve over time as joint operating concepts, mission sets, and lessons learned develop. The Directive also establishes DoD policy and assigns responsibilities for planning, training, and preparing to conduct and support stability operations pursuant to the authority vested in the Secretary of Defense under sections 113 and 153 of title 10, United States Code, and the guidance and responsibilities assigned in Strategic Planning Guidance, Fiscal Years 2006-2011. The Directive supersedes any conflicting portions of existing DoD Directives. Future policy will address these areas and provide guidance on the DoD role concerning stability, security, transition, and reconstruction (SSTR) operations.

#### **Joint Publication (JP) 4-10, "Contractor and Contracting Management in Joint Operations"**

The first draft of this document has been provided to the Office of the Joint Staff (JS), Office of Operational Plans and Interoperability (J-7). Contracting and contractor definitions have been synchronized with the draft update of DODI 3020.41.

## **Defense Federal Acquisition Regulation Supplement (DFARS) Class Deviation**

On March 19, 2007, the Office of Defense Procurement and Acquisition Policy (DPAP) of the OUSD (AT&L) approved a deviation for use in Defense Federal Acquisition Regulation Supplement (DFARS) clause 252.225-7040, "Contractor Personnel Authorized to Accompany U.S. Armed Forces Deployed Outside the United States." This deviation implements the Office of the Secretary of Defense memorandum issued January 25, 2007, "Designation of Synchronized Predeployment and Operational Tracker (SPOT) as the Central Repository for Information on Contractors Deploying with the Force (CDF)."

Contracting officers must use the clause in new solicitations and contracts in accordance with the clause prescription at DFARS 225.7402-4. Additionally, for contracts that already contain DFARS 252.225-7040 (either the June 2005 or June 2006 version), contracting officers must inform the contractors that SPOT is the appropriate automation system to use for the required list of contractor personnel.

## **F. INCORPORATE LESSONS LEARNED**

The DoD is committed to incorporating lessons learned into training, plans, and operations as quickly as possible. Lessons learned have been collected by DAU, the Military Departments, and the Joint Staff community and have already been incorporated, particularly in the contingency contracting arena. For example, a contingency contracting module of instruction is already available at DAU to develop skills and immediately apply lessons learned to provide students with information on the best practices developed from prior experience in deployed operations.

## **VI. TIMETABLE FOR IMPLEMENTATION**

The comprehensive framework and program described above is critical for the integration of effective planning, support, and management of deployed contractor personnel with the overall operational needs of the Joint Force Commander. The urgency for launching this program requires the DoD to reprogram existing funds and shift priorities in the immediate term.

**SECTION 854,  
THE JOHN WARNER NATIONAL DEFENSE AUTHORIZATION ACT  
FOR FISCAL YEAR 2007,  
PUBLIC LAW 109-364 (OCTOBER 17, 2006):  
JOINT POLICIES ON REQUIREMENTS DEFINITION, CONTINGENCY  
PROGRAM MANAGEMENT, AND CONTINGENCY CONTRACTING**

(a) In General-

(1) JOINT POLICY REQUIREMENT- Chapter 137 of title 10, United States Code, is amended by adding at the end the following new section:

**Sec. 2333. Joint policies on requirements definition, contingency program management, and contingency contracting**

(a) Joint Policy Requirement- The Secretary of Defense, in consultation with the Chairman of the Joint Chiefs of Staff, shall develop joint policies for requirements definition, contingency program management, and contingency contracting during combat operations and post-conflict operations.

(b) Requirements Definition Matters Covered- The joint policy for requirements definition required by subsection (a) shall, at a minimum, provide for the following:

(1) The assignment of a senior commissioned officer or civilian member of the senior executive service, with appropriate experience and qualifications related to the definition of requirements to be satisfied through acquisition contracts (such as for delivery of products or services, performance of work, or accomplishment of a project), to act as head of requirements definition and coordination during combat operations, post-conflict operations, and contingency operations, if required, including leading a requirements review board involving all organizations concerned.

(2) An organizational approach to requirements definition and coordination during combat operations, post-conflict operations, and contingency operations that is designed to ensure that requirements are defined in a way that effectively implements United States Government and Department of Defense objectives, policies, and decisions regarding the allocation of resources, coordination of interagency efforts in the theater of operations, and alignment of requirements with the proper use of funds.

(c) Contingency Program Management Matters Covered- The joint policy for contingency program management required by subsection (a) shall, at a minimum, provide for the following:

(1) The assignment of a senior commissioned officer or civilian member of the senior executive service, with appropriate program management experience and qualifications, to act as head of program management during combat operations, post-conflict operations, and contingency operations, including stabilization and reconstruction operations involving multiple United States Government agencies and international organizations, if required.

(2) A preplanned organizational approach to program management during combat operations, post-conflict operations, and contingency operations that is designed to ensure that the Department of Defense is prepared to conduct such program management.

(3) Identification of a deployable cadre of experts, with the appropriate tools and authority, and trained in processes under paragraph (6).

(4) Utilization of the hiring and appointment authorities necessary for the rapid deployment of personnel to ensure the availability of key personnel for sufficient lengths of time to provide for continuing program and project management.

(5) A requirement to provide training (including training under a program to be created by the Defense Acquisition University) to program management personnel in--

- (A) the use of laws, regulations, policies, and directives related to program management in combat or contingency environments;
- (B) the integration of cost, schedule, and performance objectives into practical acquisition strategies aligned with available resources and subject to effective oversight; and
- (C) procedures of the Department of Defense related to funding mechanisms and contingency contract management.

(6) Appropriate steps to ensure that training is maintained for such personnel even when they are not deployed in a contingency operation.

(7) Such steps as may be needed to ensure jointness and cross-service coordination in the area of program management during contingency operations.

(d) Contingency Contracting Matters Covered- (1) The joint policy for contingency contracting required by subsection (a) shall, at a minimum, provide for the following:

(A) The designation of a senior commissioned officer or civilian member of the senior executive service in each military department with the responsibility for administering the policy.

(B) The assignment of a senior commissioned officer with appropriate acquisition experience and qualifications to act as head of contingency contracting during combat operations, post-conflict operations, and contingency operations, who shall report directly to the commander of the combatant command in whose area of responsibility the operations occur.

(C) A sourcing approach to contingency contracting that is designed to ensure that each military department is prepared to conduct contingency contracting during combat operations, post-conflict operations, and contingency operations, including stabilization and reconstruction operations involving interagency organizations, if required.

(D) A requirement to provide training (including training under a program to be created by the Defense Acquisition University) to contingency contracting personnel in—

(i) the use of law, regulations, policies, and directives related to contingency contracting operations;

(ii) the appropriate use of rapid acquisition methods, including the use of exceptions to competition requirements under section 2304 of this title, sealed bidding, letter contracts, indefinite delivery indefinite quantity task orders, set asides under section 8(a) of the Small Business Act (15 U.S.C. 637(a)), undefinitized contract actions, and other tools available to expedite the delivery of goods and services during combat operations or post-conflict operations;

(iii) the appropriate use of rapid acquisition authority, commanders' emergency response program funds, and other tools unique to contingency contracting; and

(iv) instruction on the necessity for the prompt transition from the use of rapid acquisition authority to the use of full and open competition and other methods of contracting that maximize transparency in the acquisition process.

(E) Appropriate steps to ensure that training is maintained for such personnel even when they are not deployed in a contingency operation.

(F) Such steps as may be needed to ensure jointness and cross-service coordination in the area of contingency contracting.

(2) To the extent practicable, the joint policy for contingency contracting required by subsection (a) should be taken into account in the development of interagency plans for stabilization and reconstruction operations, consistent with the report submitted by the President under section 1035 of this Act on interagency

operating procedures for the planning and conduct of stabilization and reconstruction operations.

(e) Definitions- In this section:

(1) CONTINGENCY CONTRACTING PERSONNEL- The term “contingency contracting personnel” means members of the armed forces and civilian employees of the Department of Defense who are members of the defense acquisition workforce and, as part of their duties, are assigned to provide support to contingency operations (whether deployed or not).

(2) CONTINGENCY CONTRACTING- The term “contingency contracting” means all stages of the process of acquiring property or services by the Department of Defense during a contingency operation.

(3) CONTINGENCY OPERATION- The term ‘contingency operation’ has the meaning provided in section 101(13) of this title.

(4) ACQUISITION SUPPORT AGENCIES- The term “acquisition support agencies” means Defense Agencies and Department of Defense Field Activities that carry out and provide support for acquisition-related activities.

(5) CONTINGENCY PROGRAM MANAGEMENT- The term “contingency program management” means the process of planning, organizing, staffing, controlling, and leading the combined efforts of participating civilian and military personnel and organizations for the management of a specific defense acquisition program or programs during combat operations, post-conflict operations, and contingency operations.

(6) REQUIREMENTS DEFINITION- The term “requirements definition” means the process of translating policy objectives and mission needs into specific requirements, the description of which will be the basis for awarding acquisition contracts for projects to be accomplished, work to be performed, or products to be delivered.

(2) CLERICAL AMENDMENT- The table of sections at the beginning of such chapter is amended by adding at the end the following new item:  
2333. Joint policies on requirements definition, contingency contracting, and program management.

(b) Deadline for Development of Joint Policies- The Secretary of Defense shall develop the joint policies required under section 2333 of title 10, United States Code, as added by subsection (a), not later than 18 months after the date of enactment of this Act.

(c) Reports-

(1) INTERIM REPORT-

(A) REQUIREMENT- Not later than 365 days after the date of the enactment of this Act, the Secretary of Defense shall submit to the Committees on Armed Services of the Senate and the House of Representatives an interim report on requirements definition, contingency contracting, and program management.

(B) MATTERS COVERED- The report shall include discussions of the following:

(i) Progress in the development of the joint policies under section 2333 of title 10, United States Code.

(ii) The ability of the Armed Forces to support requirements definition, contingency contracting, and program management.

(iii) The ability of commanders of combatant commands to request requirements definition, contingency contracting, or program management support, and the ability of the military departments and the acquisition support agencies to respond to such requests and provide such support, including the availability of rapid acquisition personnel for such support.

(iv) The ability of the current civilian and military acquisition workforce to deploy to combat theaters of operations and to conduct requirements definition, contingency contracting, or program management activities during combat and during post-conflict, reconstruction, or other contingency operations.

(v) The effect of different periods of deployment on continuity in the acquisition process.

(2) FINAL REPORT- Not later than 18 months after the date of the enactment of this Act, the Secretary of Defense shall submit to the committees referred to in paragraph (1)(A) a final report on requirements definition, contingency contracting, and program management, containing a discussion of the implementation of the joint policies developed under section 2333 of title 10, United States Code (as so added), including updated discussions of the matters covered in the interim report. In addition, the report should include a discussion of the actions taken to ensure that the joint policies will be adequately resourced at the time of execution.

**SEC. 815,**  
**THE JOHN WARNER NATIONAL DEFENSE AUTHORIZATION ACT**  
**FOR FISCAL YEAR 2007,**  
**PUBLIC LAW 109-364 (OCTOBER 17, 2006):**  
**REPORT ON DEFENSE INSTRUCTION RELATING TO CONTRACTOR**  
**PERSONNEL AUTHORIZED TO ACCOMPANY ARMED FORCES.**

(a) **REPORT ON IMPLEMENTATION OF INSTRUCTION.**—The Secretary of Defense shall submit to Congress a report on the Department of Defense instruction described in subsection (c).

(b) **MATTERS COVERED.**—The report shall include the following:

(1) Information on the status of the implementation of the instruction.

(2) A discussion of how the instruction is being applied to—

(A) contracts in existence on the date the instruction was issued, including contracts with respect to which an option to extend is exercised after such date;

(B) task orders issued under such contracts after the date referred to in subparagraph (A); and (C) contracts entered into after the date referred to in subparagraph (A).

(3) An analysis of the effectiveness of the instruction.

(4) A review of compliance with the instruction.

(c) **INSTRUCTION DESCRIBED.**—The instruction referred to in this section is Department of Defense Instruction Number 3020.14, titled “Contractor Personnel Authorized to Accompany the United States Armed Forces.”

2007 -00004

Class Deviation-Synchronized Pre-deployment and Operational Tracker

252.225-7040 Contractor Personnel Authorized to Accompany U.S. Armed Forces Deployed Outside the United States.

CONTRACTOR PERSONNEL AUTHORIZED TO ACCOMPANY U.S. ARMED FORCES DEPLOYED OUTSIDE THE UNITED STATES (JUN 2006) (DEVIATION)

(9) Personnel data.

(1) In accordance with DoD Instruction 3020.41, Contractor Personnel Authorized to Accompany the U.S. Armed Forces, the Contractor shall enter before deployment, or if already in the designated operational area, enter upon becoming an employee under the contract, and maintain current data, including departure data, for all Contractor personnel that are authorized to accompany U.S. Armed Forces deployed outside the United States as specified in paragraph (b) (1) of this clause. The automated web-based system to use for this effort is the Synchronized Pre-deployment and Operational Tracker (SPOT) (For information on how to register and enter data into this system, go to <http://www.dod.ntil/bta/products/ep1ot.html>).

(2) The Contractor shall ensure that all employees in the database have a current DD Form 93, Record of Emergency Data Card, on file with both the Contractor and the designated Government official. The Contracting Officer will inform the Contractor of the Government official designated to receive this data card.



OFFICE OF THE SECRETARY OF DEFENSE

WASHINGTON, D.C. 20301

January 25, 2007

MEMORANDUM FOR ASSISTANT SECRETARY OF THE ARMY (ACQUISITION,  
LOGISTICS AND TECHNOLOGY)  
ASSISTANT SECRETARY OF THE NAVY (RESEARCH,  
DEVELOPMENT AND ACQUISITION)  
ASSISTANT SECRETARY OF THE AIR FORCE (ACQUISITION)  
DIRECTOR OF THE JOINT STAFF

SUBJECT: Designation of Synchronized Predeployment and Operational Tracker (SPOT) as  
Central Repository for Information on Contractors Deploying with the Force (CDF)

DoD Instruction 3020.41 "Contractor Personnel Authorized to Accompany the U.S. Armed Forces," (DoDI 3020.41) requires the Under Secretary of Defense for Personnel and Readiness (USD(P&R)), in coordination with the Under Secretary of Defense for Acquisition, Technology and Logistics (USD(AT&L)), to designate or develop a joint web-based database and procedures for its use, as the central repository for information on all CDF personnel.

On November 30, 2006, the Defense Business Systems Management Committee, chaired by the Deputy Secretary of Defense, approved SPOT as an enterprise program to enable broader visibility of contractors and contracts in theater. Accordingly, SPOT is hereby designated as the database to serve as the central repository for information on all CDF personnel and contract capability information as required by DoDI 3020.41. Data elements in this database will be in accordance with DoDI 3020.41 and be approved by the USD(P&R). The official archive of these data will be maintained at the Defense Manpower Data Center (DMDC). A data feed to this official archive must be established in accordance with the interfaces proved by DMDC. Procedures for using SPOT are at <http://www.dod.mil/bts/products/spot.html>.

*Jack Bell*

Jack Bell  
Deputy Under Secretary of Defense  
(Logistics and Material Readiness)

*Jeanne B. Pites*

Jeanne B. Pites  
Deputy Under Secretary of Defense  
(Program Integration)

cc:  
Assistant Secretary of the Army (Manpower and Reserve Affairs)  
Assistant Secretary of the Navy (Manpower and Reserve Affairs)  
Assistant Secretary of the Air Force (Manpower and Reserve Affairs)  
Commanding General, Army Materiel Command  
Director, Defense Contract Audit Agency  
Director, Defense Contract Management Agency  
Director, Defense Logistics Agency

**Subject:** ALARACT 014/2007  
**Originator:** ALARACT RELEASE AUTHORITY(UC)  
**DTG:** 291 947Z Jan 07**Precedence:** IMMEDIATE**DAC:** General  
**To:** AL ALARACT(UC)

UNCLASSIFIED//

THIS MESSAGE HAS BEEN SENT BY THE PENTAGON TELECOMMUNICATIONS CENTER ON BEHALF OF DA WASHINGTON DC //DALO-ORC-C FOR THE HQDA G-4//

SUBJECT ARMY CONTINGENCY CONTRACTOR MANAGEMENT AND ACCOUNTING

(U) AMP/ THIS MESSAGE INTRODUCES THE ARMY MATERIEL COMMANDS (AMC) SYNCHRONIZED PREDEPLOYMENT AND OPERATIONAL TRACKER (SPOT) AS THE ARMY'S SYSTEM, WHICH PROVIDES MANAGEMENT INFORMATION FOR CONTINGENCY CONTRACTORS THAT TRACKS AND ACCOUNTS FOR CONTRACTORS WHO DEPLOY WITH THE FORCE IN AN OPERATIONAL THEATER OR EXERCISE.

1. (U) COGNIZANT CONTRACTING OFFICERS MANAGING UNCLASSIFIED MISSIONS WILL CONSIDER UPDATING CONTINGENCY CONTRACTS WITH DEFENSE FEDERAL ACQUISITION REGULATION SUPPLEMENT (DFARS) CLAUSE 252.225.7040 INDICATING THAT FOR PARAGRAPH (G)(1), SPOT IS THE AUTOMATED SYSTEM TO BE USED. THEREAFTER, SPOT WILL BE USED BY CONTRACTOR COMPANIES TO MAINTAIN MANAGEMENT INFORMATION AND THE DEPLOYED LOCATION ON EACH ARMY CONTRACTOR EMPLOYEE DEPLOYED INTO AN OPERATIONAL THEATER OR EXERCISE. THROUGH THIS CLAUSE, CONTRACTING OFFICERS WILL COMPLY WITH DODI 3020.41, CONTRACTOR PERSONNEL AUTHORIZED TO ACCOMPANY THE U.S. ARMED FORCES.

2. (U) ARMY AGENCIES WHOSE MISSION INCLUDES CONTINGENCY CONTRACTORS WILL USE SPOT FOR FUNCTIONAL MANAGEMENT OF THEIR CONTRACTOR ASSETS. THIS CONTRACTOR INFORMATION WILL BE USED FOR OPERATIONAL PLANNING, LOGISTICS COORDINATION, ASSET VISIBILITY AND RIGHT-SIZING RESOURCES FOR OPERATIONS OR EXERCISES.

3. (U) SPOT IS A WEB-BASED APPLICATION FOR MANAGING AND MAINTAINING ACCOUNTABILITY OF CONTINGENCY CONTRACTORS WHEN DEPLOYED IN AN OPERATIONAL THEATER OR PARTICIPATING IN AN EXERCISE. WHILE THE SYSTEM CAN BE UPDATED FROM VIRTUALLY ANY LOCATION WITH INTERNET CAPABILITY, ONLY AUTHORIZED PERSONNEL WITH THE APPROPRIATE AKO USER ID AND PASSWORD WILL HAVE ACCESS TO THE DATA. THE CONTRACTOR COMPANY MAY DIRECT ADMINISTRATIVE PERSONNEL TO INPUT SPOT DATA OR ALLOW THE CONTRACTOR EMPLOYEES THEMSELVES TO DO SO, BUT AN ACCURATE POPULATION OF THE DATA POINTS MUST BE ACCOMPLISHED TO PROVIDE NEAR-REAL-TIME STATUS OF THE LOCATION OF ALL DEPLOYEES.

4. (U) BASIC DATA TO BE CAPTURED ON ALL CONTINGENCY CONTRACTOR INCLUDES NAME, SSN, DOB, PLACE OF BIRTH, GENDER, OPERATION AND SYSTEM(S) SUPPORTED, ORGANIZATION, PM/OFFICE, PDMIBRANCH, COMPANY, CONTRACT NUMBER, TASK ORDER NUMBER, DEPLOYMENT / MOVEMENT INFORMATION, AND CONTACT INFORMATION. AFTER INITIAL DATA INPUT, THE DEPLOYEES AND CONTRACTING COMPANY HAVE JOINT RESPONSIBILITY FOR ENSURING DATA IS KEPT UP-TO-DATE. DATA MUST BE UPDATED EACH AND EVERY TIME THERE IS A CHANGE IN DUTY LOCATION WHILE DEPLOYED, TO INCLUDE THE INITIAL MOVE FROM HOME STATION.

5. (U) TO REGISTER FOR SPOT, USE THE INTERNET BROWSER SITE AT [HTFPS://IEL.KC.US.ARMY.MUJSPOTREGISTRATION/REGISTRATION WELCOME.ASPX](https://iel.kc.us.army.mujspotregistration/REGISTRATION_WELCOME.ASPX). THEREAFTER, TO ACCESS SPOT, USE THE INTERNET BROWSER SITE AT [HUPS://IEL.KC.US.ARMY.MIL/SPOTTRACKER](https://hups://iel.kc.us.army.mil/SPOTTRACKER).

6. (U) SPOT GENERATES A NUMBER OF REPORTS THAT WILL REFLECT CURRENT STATUS ON ALL DEPLOYED CONTRACTORS AS WELL AS MANAGEMENT AND LOGISTICS INFORMATION. ACCESS TO THESE REPORTS IS SECURE AND IS BASED ON ADMINISTRATIVE ACCESS AND JOB FUNCTION. TO OBTAIN ADDITIONAL / SPECIAL REPORTS OVER AND ABOVE THE STANDARD REPORTS, USERS MUST SUBMIT A REQUEST TO THE SPOT TEAM AT [SPOT@MAIL1.MONMOUTH.ARMY.MIL](mailto:SPOT@MAIL1.MONMOUTH.ARMY.MIL).

7. (U) WAIVERS. FOR DEPLOYMENTS OF LESS THAN 30-DAYS, THE GEOGRAPHIC COMBATANT COMMANDER; OR DESIGNEE, MAY WAIVE A PORTION OF THESE FORMAL REQUIREMENTS, WHICH MAY INCLUDE THE REQUIREMENT FOR PROCESSING THROUGH A DEPLOYMENT CENTER. HOWEVER, THE REQUIREMENTS TO POSSESS PROPER IDENTIFICATION CARDS AND TO ESTABLISH AND MAINTAIN ACCOUNTABILITY IN THE PRESCRIBED SYSTEM SHALL NOT BE WAVED, NOR SHALL ANY MEDICAL REQUIREMENT BE WAIVED WITHOUT THE PRIOR APPROVAL OF QUALIFIED MEDICAL PERSONNEL. THE CONTRACTING OFFICER SHALL DOCUMENT WAIVERS IN THE LOA.

8. (U) POCS. THE POCS FOR AMC ARE MR. CLYDE H. CARGILL, 703-806-9382 (DSN 656-9382) AND LTC RICHARD FAULKNER 703-806-9596 (DSN) 656-9596. THE POC FOR SPOT IS MS. THERESA MILLER AT PM SPOT, 732-427-4670 (DSN 987-4670). THE POC FOR CRC IS LTC CORRINA BOGGESS AT ARMY G1, 703-693-2121. THE POC FOR POLICY AND WAIVERS IS MR. RANDY KING AT ARMY G4, 703-614-2391. THE POC FOR DOCTRINE IS MR. CHUCK MAUER AT TRADOC 757-788-4134. THE POC FOR CONTINGENCY CONTRACTING IS MR. DAVID MABEE AT ASA(ALT) 703-604-7104.

9. (U) EXPIRATION DATE CANNOT BE DETERMINED.

Dtg: 262302Z Mar 07  
From: USCENTCOM JOC(MC)  
To: CENTAF ALUDEID CC(sc), CENTAF ALUDEID PW(sc), CENTAF ALUDEID CMO(sc),  
CDR ARCENT(mc), MNF IRAQ CG(MC), MNFI CG(mc), AUAB CAOC CFACC(SC),  
ARCENT WATCHOFFICER(MC)  
Cc: USCENTAF A3(sc), USCENTAF A4(sc), USCENTCOM CCJ1(mc), USCENTCOM  
CC.14(rnc), USCENTCOM )OC(mc), MNF IRAQ SOC BATTLE MAJOR(mc) Primary  
Precedence: PRIORITY  
classification)n: UNCLASSIFIED  
Message Type: OTHER-ORGANIZATIONAL

Subject: CENTCOM FRAGO 09-1194 CONTRACTOR ACCOUNTABILITY WITHIN THE  
CENTCOM AOR

OPER/IRAQI AND ENDURING FREEDOM//  
MSGID/ORDER/USCENTCOM//  
REF/NDOCIUSCENTCOM/27FEB03//  
AMPN/(SIIREL USA, AUS, CAN, GBR) OPLAN 1003V COMBAT OPERATIONS IN THE  
IRAQ THEATER OF OPERATIONS.// REF/B/MSG/USCENTCOM FWD/131720ZMAR0311  
AMPN/(S//REL TO USA, AUS, GBR) CFC OPORD 09: CFC OPERATIONS IN THE IRAQ  
THEATER OF OPERATIONS.// REF/c/DOC/DOD/03OCT05//  
AMPN/(U) DOD INSTRUCTION 3020.41:CONTRACTOR PERSONNEL AUTHORIZED TO  
ACCOMPANY THE U.S. ARMED FORCES.// REF/D/DOC/CJCS/25FEB05//  
AMPN/(U)C.JCSM 3150.13A JOINT REPORTING STRUCTURE-PERSONNEL MANUAL.//  
REF/E/DOC/OSD/25JAN07// AMPN/(U)MEMORANDUM DESIGNATING  
SYNCHRONIZED PRE-DEPLOYMENT AND OPERATIONAL TRACKER (SPOT) AS  
CENTRAL REPOSITORY FOR INFORMATION ON CONTRACTORS DEPLOYING WITH  
THE FORCE.// REF/F/DOC/USCENTCOM/03MAR97// AMPN/(U)CENTCOM  
REGULATION 525-1 VOL II: MILITARY OPERATIONS STANDARD OPERATING  
PROCEDURES.// REF/G/DOC/OSD/O2MAR07//  
AMPN/(U) MEMORANDUM REQUESTING SUPPORT OF PROGRAM OFFICE FOR  
CONTRACTORS ON THE BATTLEFIELD.// REF/H/DOC.FOSD/12MAR07//  
AMPN/(U) MEMORANDUM REQUESTING SUPPORT FOR SPOT IMPLEMENTATION.//  
REF//DOC/OSD/19MAR07// AMPN/(U)/MODIFICATION TO DEFENSE FEDERAL  
ACQUISITION REGULATION 252.225-7040.//  
ORDTYPE/FRAGORD/USCENTCOM/3OC1MAR//  
TIMEZONEIZ//  
NARR/(U) THIS IS CENTCOM FRAGO 09-1194 CONTRACTOR ACCOUNTABILITY  
WITHIN THE CENTCOM AOR. THIS FRAGO DIRECTS ARCENT, CENTAF, AND MNF-I  
TO SUPPORT THE TRAINING, FIELDING AND UTILIZATION OF SYNCHRONIZED PRE-  
DEPLOYMENT AND OPERATIONAL TRACKER (SPOT) SCANNING EQUIPMENT WITHIN  
IRAQ, QATAR AND KUWAIT, (25 MAR THROUGH 5 APR) IN ORDER TO PROVIDE THE  
CDR USCENTCOM BETTER OPERATIONAL AWARENESS AND ACCOUNTABILITY ON  
CONTRACTORS IN THE AOR.  
GENTEXT/S1TUATION!  
1. (U) SITUATION. CONTINGENCY CONTRACT SUPPORT WITHIN THE USCENTCOM  
AOR IS COMING FROM NUMEROUS CONTRACTING AUTHORITIES THAT EITHER  
OPERATE IN THE AOR OR PROVIDE CONTRACTING SUPPORT FROM OUTSIDE THE  
AOR. USCENTCOM COMMANDERS AND SENIOR LEADERS LACK TOTAL VISIBILITY  
OVER ALL CONTRACTOR PERSONNEL DEPLOYED AND CAPABILITIES RESIDENT  
WITHIN THE USCENTCOM AOR. IN ACCORDANCE WITH REF C, THE GEOGRAPHIC

COMBATANT COMMANDER, WITH ASSISTANCE FROM THE COMPONENT COMMANDERS AND APPLICABLE DOD AGENCIES IS RESPONSIBLE FOR OVERALL CONTRACTOR VISIBILITY WITHIN THE AOR AND INTEGRATING CONTRACTOR SUPPORT INTO OPLANS AND OPORDS. SPOT HAS BEEN DESIGNATED PER REFERENCE E AS THE JOINT ENTERPRISE CONTRACTOR MANAGEMENT AND ACCOUNTABILITY SYSTEM TO PROVIDE A CENTRAL SOURCE OF CONTINGENCY CONTRACTOR INFORMATION. AS SUCH, CDR USCENTCOM, THROUGH THE COMPONENT COMMANDERS AND ALL DOD AGENCIES OPERATING IN THE AOR SHALL USE SPOT TO OBTAIN THE NECESSARY VISIBILITY OF CONTRACTOR PERSONNEL IN THE AOR. THE PROponent FOR SPOT IS THE ASSISTANT DEPUTY, UNDER SECRETARY OF DEFENSE (PROGRAM SUPPORT). IMPLEMENTATION, OPERATION, AND SUSTAINMENT OF SPOT IS CURRENTLY THE RESPONSIBILITY OF THE ARMY MATERIAL COMMAND. CCJ4 WITH CC)1 SUPPORT WILL BE THE USCENTCOM LEAD ON ANY THEATER ISSUES/POLICIES REGARDING SPOT. AN INTEGRAL PART OF THE SPOT ENTERPRISE IS SCANNING EQUIPMENT THAT WILL BE INITIALLY FIELDed AT KEY CHOKE POINTS (E.G. DFACS) THROUGHOUT IRAQ, KUWAIT, AND QATAR.

GENTEXT/MISSION/

2. (U) MISSION. PROVIDE CONTRACTOR VISIBILITY TO COMMANDERS BY BUILDING INDIVIDUAL CONTRACTOR RECORDS UTILIZING SPOT IN ORDER TO ASSIST COMMANDERS IN PLANNING FOR THE PROVISION OF FORCE PROTECTION AND LOGISTICAL SUPPORT REQUIREMENTS. THERE ARE NO MANDATED OR REQUIRED REPORTS. SPOT IS A TOOL THAT GENERATES REPORTS AS REQUIRED IN ORDER FOR COMMANDERS TO MAINTAIN ACCOUNTABILITY OF CONTRACTOR PERSONNEL AUTHORIZED TO ACCOMPANY THE FORCE (CAP), AND DOES NOT SUPERSEDE THE JPERSTAT REPORT REQUIREMENT PER REFERENCE D.

GENTEXT/EXECUTION/

3. (U) EXECUTION.

3.A. (U) COMMANDERS INTENT.

3.A.1.(U) PER REFERENCE I, PROVIDE CDR USCENTCOM WITH VISIBILITY OVER DOD CONTRACTOR SUPPORT WITHIN THE USCENTCOM AOR, INCLUDING THE NUMBER OF CONTRACTOR PERSONNEL AUTHORIZED TO ACCOMPANY THE FORCE WITHIN THE USCENTCOM AOR AND THE RANGE OF SERVICES BEING PROVIDED TO US. FORCES.

3.A.2.(U) SPOT IS A WEB-BASED SYSTEM, AND IS CURRENTLY OPERATIONAL. AN ADDITIONAL CAPABILITY OF THE SPOT ENTERPRISE IS THE ABILITY TO TRACK AND VALIDATE CONTRACTOR MOVEMENT BY LEVERAGING EXISTING, OR USING A UNIQUE SCANNING PROCESS. THE PRIMARY FOCUS OF THE INITIAL IMPLEMENTATION PHASE WILL BE COLLECTING INFORMATION ON U.S.

CONTRACTORS BY FIELDING SCANNING EQUIPMENT SETS IN IRAQ, QATAR, AND KUWAIT TO GATHER CREDENTIAL INFORMATION FROM CONTRACTORS WHO POSSESS A CAC CARD AND CAN BE VALIDATED USING SPOT'S CURRENT WEB-BASED DYNAMIC CONNECTION. THIS SCANNING TECHNOLOGY WILL BE DEPLOYED AT KEY CHOKE POINTS AND WILL IMPROVE THE SPEED AND ACCURACY OF VALIDATING PERSONNEL REGISTERED IN THE DATABASE. FROM 25 MAR 07 THROUGH 6 APR 07 A TEAM (2-3 PERSONS) WILL TRAIN EXISTING PERSONNEL AT APODS AND DFACS AT CAMPS ARIF3AN AND ALI AL SALEEM IN KUWAIT; BALAD, AL ASAD, TAM, LIBERTY, BIAP, AND MOSUL IRAQ; AND CAMP AS SAYLIYAH AND AL UDEID IN QATAR. THE SCHEDULE WITH SPECIFIC DATES WILL BE ISSUED UNDER SEPARATE CORRESPONDENCE. FIELDING, MAINTAINING, AND REPLACING EQUIPMENT WILL BE THE RESPONSIBILITY OF THE SPOT PROGRAM OFFICE. THE

TRAINING TEAM WILL PROVIDE POC INSTRUCTIONS FOR ANY INQUIRIES REGARDING EQUIPMENT AND PROCESSES.

3.B. (U) CONCEPT OF OPERATIONS.

3.8.1. (U) THE SPOT TEAM WILL BEGIN TRAINING AND FIELDING SCANNING EQUIPMENT SETS IN IRAQ, KUWAIT, AND QATAR, TRACK RECORDS ACTIVITY OVER IMPLEMENTATION PERIOD BY SITE, AND COLLECT FEEDBACK ON THE SYSTEM, PROCESS AND THE GENERATED REPORTS.

3.C. (U) TASKS.

3.C.1. (U) ARCENT, CENTAF, AND MNF-I.

3.C.1.A. (U) PROVIDE APPROPRIATE POCs IN APODS TO SUPPORT SPOT TRAINING TEAM AS IT TRAINS EXISTING PERSONNEL AND FIELDING SCANNING EQUIPMENT.

3.D. (U) COORDINATING INSTRUCTIONS. DIRECT ALL QUERIES OR CONCERNS DIRECT WITH THE SPOT PM.

3.D.1. (U) CAF, PER REFERENCE C, DEFENSE CONTRACTORS AND EMPLOYEES OF DEFENSE CONTRACTORS AND ASSOCIATED SUBCONTRACTORS, INCLUDING U.S. CITIZENS, U.S. LEGAL ALIENS, TCNS, AND CITIZENS OF HOST NATIONS WHO ARE AUTHORIZED TO ACCOMPANY U.S. MILITARY FORCES IN CONTINGENCY OPERATIONS OR OTHER MILITARY OPERATIONS, OR EXERCISES DESIGNATED BY THE GEOGRAPHIC COMBATANT COMMANDER. THIS INCLUDES EMPLOYEES OF EXTERNAL SUPPORT, SYSTEM SUPPORT, AND THEATER SUPPORT CONTRACTORS. SUCH PERSONNEL ARE AUTHORIZED TO ACCOMPANY THE FORCE AS DOCUMENTED THROUGH ISSUANCE OF A LETTER OF AUTHORIZATION AND ARE PROVIDED WITH AN APPROPRIATE IDENTIFICATION CARD UNDER THE GENEVA CONVENTIONS.// GENTEXT/ADMINISTRATION AND LOGISTICS/

4.A.(U) ADMIN AND LOGISTICS. TRAVEL AND BILLETING ARRANGEMENTS FOR THE SPOT TEAM HAVE BEEN COORDINATED.// GENTEXT/COMMAND AND SIGNAL/ 5. COMMAND AND SIGNAL

5.A (U) POINTS OF CONTACT:

5.A.1. (U) USCENCOM. CCJ4, LT COL JULIE WILKOFF, DSN 312-651-2402, EMAIL WITTKOJA@CENTCOM.SMIL.MIL CCJ1, COL CATHERINE ERVITI DSN 312-651-6933, EMAIL ERV1TICJ@CENTCOM.SMIL.MIL.

5.A.2. LTC RICHARD FAULKNER, AMC (SPOT PM), DSN 312-656-9596, THEATER MOBILE NUMBER 965-768-1758. EMAIL RICHARD.FAULKNER@HQAMC-OC.ARMY.SMILMIL.

5.8. (U) ACKNOWLEDGEMENT. ALL ACTION ADDRESSES ARE REQUIRED TO CONFIRM RECEIPT OF THIS FRAGO BY EMAIL TO THE LOC XO.

JOCXO@CENTCOM,SMILMIL, DSN 312-651-3081.//



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OFFICE OF THE UNDER SECRETARY OF DEFENSE  
2000 DEFENSE PROGRAMS  
ADMIN PROGRAM SUPPORT DC 20001-2000

WASHINGTON DC

12 March 2007

MEMORANDUM FOR AIR FORCE HQAF/A4R  
CENTCOM USCENT CCJ1  
TRANSCOM USMC-TCIS/4  
HQ DA G4 DALO- ZA

**SUBJECT:** Request for Support for Synchronized Pre-deployment and Operational Tracker (SPOT) Implementation

The Department of Defense is moving forward to gain visibility over contractor movements within the Iraq/Afghanistan theaters of operation. In accordance with OSD Memorandum "Designation of Synchronized Pre-deployment and Operational Tracker (SPOT) as Central Repository of Information on Contractors Deploying with the Force" dated 25 January 2007, the Program Office for Contractors on the Battlefield is beginning to field SPOT scanning equipment and conduct on-site training at key movement nodes.

This is an extremely important initiative. I request your full support of LTC Faulkner and the mobile training teams dispatched by the Program Office as they install required equipment and conduct training. Once operational, your continued support of this initiative will be vital to its long term success in providing relevant information on contractors accompanying the force.

The point of contact for this effort is LTC Richard Faulkner. He can be reached at Richard.Faulkner@cs.army.mil or 703-806-9596 or (DSN) 656-9596.

We appreciate your support.

Gary J. Mitchell  
Assistant Deputy Under  
Secretary of Defense  
(Program Support)

CC: CENTCOM USCENT J-4

## ACRONYM LISTING

<b>Acronym</b>	<b>Definitions</b>
AAFES	Army Air Force Exchange Service
ADUSD	Assistant Deputy Under Secretary of Defense
AFCAP	Air Force Contract Augmentation Program
AFCEE	Air Force Center for Environmental Excellence
AFMIS	Automated Financial Management Information System
AOR	Area of Responsibility
APOD	Aerial Port of Debarkation
AT&L	Acquisition, Technology and Logistics
CAC	Common Access Card
CAM	Capability Area Manager
CAP	Civil Augmentation Program
CASO	Contingency Acquisition Support Office
CCO	contingency contracting officer
CDF	Contractors Deploying with the Force
CERP	Commanders' Emergency Response Program
CJTF 82	Combined Joint Task Force 82 (Afghanistan)
COCOM	Combatant Command
CONCAP	Contingency Construction Capabilities
CONPLANS	Contingency Plans
COR	Contracting Officer Representative
CS	Combat Support
CSS	Combat Service Support
CVS	commercial vendor services
DAU	Defense Acquisition University
DBIDS	Defense Biometric Identification Data System
DCAA	Defense Contract Audit Agency
DCMA	Defense Contract Management Agency
DCMA - DD	Defense Contract Management Agency Deployable Detachment
DFAC	Dining Facility
DFAR	Defense Federal Acquisition Regulations
DFARS	Defense Federal Acquisition Regulation Supplement
D J-4	Director of Joint Logistics
DMDC	Defense Manpower Data Center
DoD	Department of Defense
DoDD	Department of Defense Directive
DoDI	Department of Defense Instruction
DoDR	Department of Defense Regulation
DoS	Department of State
DPAP	Defense Procurement and Acquisition Policy
DTAS	Deployed Theater Accountability System
DUSD	Deputy Under Secretary of Defense
EAC	Estimate at Completion
ECP	Entry Control Point
eDBIDS	electronic Defense Biometric Identification Data System
ETC	Estimate to Complete
FAR	Federal Acquisition Regulations
FIX	Fourier Imaging X-Ray Spectrometer
FPDS-NG-CCR	Federal Procurement Data System - Next Generation - Central Contractor Registry
FRAGO	Fragmentary Order
FY	Fiscal Year

## ACRONYM LISTING

GAO	Government Accountability Office (formerly named General Accounting Office)
GATES	Global Air Transportation Execution System
GCC	Geographic Combatant Command (or Commander)
GWOT	Global War on Terrorism
HCA	Head of Contracting Agency
HN	Host Nation
HR	Human Resources
HSPD	Homeland Security Presidential Directive
IDIQ	indefinite delivery, indefinite quantity
J-7	Office of the Joint Chiefs of Staff, Office of Operational Plans and Interoperability
JAC	Joint Acquisition Command
JAMMS	Joint Asset Movement Management System
JCAP	Joint Civil Augmentation Program
JCC CoP	Joint Contingency Contracting Community of Practice
JCC-I/A	Joint Contracting Command - Iraq/Afghanistan
JCS	Joint Chiefs of Staff
JFC	Joint Forces Commander
JFCOM	Joint Forces Command (or Commander)
JIM	Joint, Interagency, and Multi-National
JP	Joint Publication
JPAS	Joint Personnel Adjudication System
JTF	Joint Task Force
L&MR	Logistics and Materiel Readiness
LOA	Letter of Authorization
LOGCAP	Logistics Civil Augmentation Program
MNF-I	Multi-National Force - Iraq
MNSTC-I	Multi-National Security Transition Command - Iraq
MOA	Memorandum of Understanding
MOOTW	Military Operations Other Than War
MTF	Military treatment facility
NCO	Non-Commissioned Officer
NDA	National Defense Authorization Act
OADUSD	Office of the Assistant Deputy Under Secretary of Defense
OCONUS	Outside the Continental United States
OEF	Operation Enduring Freedom
OIF	Operation Iraqi Freedom
OMB	Office of Management and Budget
OPLANS	Operations Plans
OPTEMPO	military operational tempo
OSD	Office of the Secretary of Defense
OUSD	Office of the Under Secretary of Defense
PARC	Principal Assistant Responsible for Contracting
PKI	Public Key Infrastructure
POM	Program Objective Memorandum
PS	Program Support
RFP	Request for Proposal
ROM	Rough Order of Magnitude
SCIF	Specialized Compartmental Information Facility
SF	Standard Form
SIGIR	Special Inspector General for Iraq Reconstruction
SJTTFHQ	Standing Joint Task Force Headquarters
SPOT	Synchronized Predeployment and Operational Tracker

## ACRONYM LISTING

SSTR	Stability, Security, Transition, and Reconstruction
SOFA	Status-of-Forces Agreement
SWA	Southwest Asia
TCN	third country national
TO	Task Order
US	United States
USAID	United States Agency for International Development
USC	United States Code
USCENTCOM	United States Central Command
USD	Under Secretary of Defense