

**WRITTEN STATEMENT OF MS. KATHLEEN OTT**  
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**(CIVILIAN PERSONNEL POLICY)**  
**DEPARTMENT OF DEFENSE**

**before the**

**COMMISSION ON WARTIME CONTRACTING**  
**IN IRAQ AND AFGHANISTAN**

**on**

**THE CONTINGENCY ACQUISITION WORKFORCE: WHAT IS NEEDED**  
**AND HOW DO WE GET THERE?**

**September 16, 2010**

Chairman Thibault, Chairman Shays, and Members of the Committee:

On behalf of the Under Secretary of Defense, Dr. Clifford L. Stanley, I would like to thank you for inviting the Office of the Under Secretary of Defense for Personnel and Readiness (USD(P&R)) to appear before the Commission today to discuss the Department of Defense's progress to overcome barriers to providing an experienced contingency acquisition workforce.

**Introduction**

The Department of Defense (DoD) has a long and proud history of civilians supporting our U.S. Armed Forces in military operations around the world. The structure of the Armed Forces is based on the Total Force concept, which recognizes that all elements of the structure—active duty military personnel, reservists, defense contractors, host nation military and civilian personnel, and DoD Federal civilian employees—contribute to national defense.

The Department has relied upon its civilian personnel to support a range of essential missions, including intelligence collection, criminal investigations, weapon systems acquisition and maintenance, stability and reconstruction, vehicle and equipment maintenance, strategic communication and public affairs, acquisition and contracting management, disaster relief, financial management, and human resources management – to name a few. However, the terrorist attacks of September 11, 2001, prompted the Department to begin a significant transformation of the DoD civilian workforce, including within it the institution of a greater expeditionary capability. Today, that

expeditionary capability is known as the Civilian Expeditionary Workforce (CEW). Since 2001, more than 43,000 DoD civilians have been involved in contingency operations around the globe. Currently, approximately 5,100 civilian employees are serving in theatre.

The Department has pursued changes in law and policy to provide incentives for civilians to deploy in support of contingency operations, and has programs underway to effectively train and prepare civilians for expeditionary missions, and to provide medical care and treatment to DoD and non-DoD civilians who become ill, contract disease, or are injured or wounded while forward deployed. Following the release of the Gansler Commission Report, "Urgent Reform Required: Army Expeditionary Contracting," the Department, with the assistance of Congress, obtained important incentives and benefits to help compensate for the inherent risks of deployment. Most recently, we worked in partnership with the Office of Personnel Management (OPM), the Department of State (DOS), and the Department of Labor (DOL) to propose legislation to provide a standard benefits package for all Federal employees. The proposed benefits will incentivize Federal employees to deploy and ensure that all similarly-situated Federal employees receive consistent and equitable benefits commensurate with the risks of deployment.

The Department views Strategic Human Capital Management (SHCM) planning as essential to readiness, sustaining the All Volunteer Force, and supporting the warfighter and their families. The SHCM strategy involves workforce planning, assessment of workforce size and mix (military/civilian/contractor), forecasting, and assessment of recruitment and retention strategies to meet mission requirements. While a series of efficiency initiatives are in progress, the Department is ensuring that priority missions are not compromised. We are continuing to enhance our SHCM efforts to address long-term strategic mission requirements and civilian workforce goals for implementation over the course of several years to ensure the Department has the right civilian talent positioned for the future. The Department has made progress in workforce forecasting plans for twenty-four (24) enterprise-wide Mission Critical Occupations (MCO), to include Acquisition and CEW occupations, and is pursuing competency development for MCOs. In April 2009, the Department submitted a comprehensive report to Congress, "Report on the Strategic Human Capital Plan for Civilian Employees of the Department of Defense, 2006-2010," which has been provided to the Commission's staff.

Today my testimony will focus on (1) the CEW capability, to include CEW force planning and sourcing, CEW training and deployment, medical care, and family support; (2) improvements made since the Gansler Commission Report, and (3) what still needs to be addressed.

## **Civilian Expeditionary Workforce (CEW)**

Although the military is responsible for establishing security and initiating stability operations, we have learned over the past decade that Department civilians are a valuable asset in the success of DoD military and non-military contingency operations. As specified in the Quadrennial Defense Review (QDR) 2010 Report, “In a reconfigured Total Force, a new balance of skills must be coupled with greater accessibility to people, so that the right forces are available at the right time. Both uniformed and civilian personnel must be readily available to joint commanders.”

Using Department of Defense civilians as a force multiplier in current and past contingency operations has allowed the Department time to strengthen the Total Force and pave the way for a ‘whole-of-government’ approach to stability operations. In addition, the use of civilians to support current and future contingency operations supports the Secretary’s Departmental efficiency goals by maximizing the skills, knowledge, and capabilities of our civilian workforce. We have established the Civilian Expeditionary Workforce to enable us to reach these goals.

The strategic challenges that led to the creation of the Department of Defense CEW, which have been subsequently confirmed in the 2010 QDR Report, continue. These challenges require significant organizational structural and cultural changes to embed a civilian capability that is trained and prepared to participate in, and support contingency operations swiftly and competently, as well as to provide for a continuum of support and care for our deployed civilians.

The CEW, when fully operational, will consist of four parts:

- 1) Emergency-Essential (E-E) Positions – a position-based designation to support the success of combat operations. These are positions that have been or will be identified as important to combat operations. Incumbents of these positions will be required to deploy should the need for their skills arise. We anticipate a number of acquisition positions will be so designated.
- 2) Non-Combat Essential (NCE) Position – a position-based designation to support expeditionary requirements in other than combat or combat support situations. These are positions that will be determined as necessary to support crises such as humanitarian or emergency situations. Incumbents of these positions will be required to deploy to support these non-combat crises.
- 3) Capability-Based Volunteer (CBV) – an employee who may volunteer for deployment or to backfill other DoD civilians who have deployed to meet expeditionary requirements. Since this is a volunteer designation, these volunteers can refuse to deploy if so requested.

- 4) Capability-Based Former Employee Volunteer Corps – former (including retired) DoD and Federal civilian employees who may be interested in returning to Federal service as well as volunteers from private industry to serve expeditionary requirements or to backfill for those serving expeditionary requirements.

The above four aspects of the CEW are being implemented in phases. Phase 1, establishment of the CBV and the CBV (former employee) corps, have been implemented, with over 17,000 volunteers, with a variety of skills, in the database. The designation of E-E and NCE positions, Phase 2, will be implemented in FY 2011.

Through the CBV database, the Department has filled 316 positions in Iraq and Afghanistan. Of these, twenty-eight (28) positions were DAWIA certified acquisition positions. Currently, the CEW Program Integration Office is working with theatre hiring managers to fill twenty (20) additional acquisition positions. The Program Integration Office received the requirements in July and was able to submit seventeen (17) resumes from the CBV database to meet the requirement. An announcement soliciting additional volunteers has been issued in order to ensure continuing acquisition position requirements are met. The Department's experience with the CBV database is now two years old; in FY 2011, we will assess the skills in the database against past requirements and purge accordingly.

The CBV database has provided an excellent source of support to ongoing contingency operations; however, it is not as structured an approach as will be needed to meet ongoing contingency requirements. Accordingly, in FY 2011, the Department will begin implementation of the E-E and NCE phase of the CEW program. Under this stage, all Department civilians will be critically reviewed to determine if they are E-E or NCE, and will be coded accordingly. This will provide a cadre of readily available employees to meet contingency requirements. DoD Instruction 1404.xx, "DoD Civilian Expeditionary Workforce and Civilian Deployment Policy and Procedures," has been drafted to further define the policy and procedures necessary to fully execute this E-E and NCE phase of the plan; the Department will begin the formal coordination process later this week. The civilian Defense data system has been modified to accept the coding of the positions, and preliminary work at the Office of the Secretary of Defense (OSD) and Component levels has begun on position identification, based on historical needs going back as far as Bosnia, as well as current positions identified as E-E. Working with the Components, the Joints Chiefs of Staff, and the Combatant Commands, this data will be analyzed and refreshed, as needed. A maintenance system will also be put in place to ensure requirements are kept current.

## **CEW Accomplishments to Date**

**CEW Policy** – In January 2009, the Department implemented DoD Directive 1404.10, “DoD Civilian Expeditionary Workforce,” which introduced the concept of E-E, NCE, CBV, and a Capability-Based Former Employee Volunteer Corps, as well as the medical and training requirements for those deploying.

**CEW Program Integration Office (PIO)** – The Department established the CEW PIO, which serves as the central operational focal point with management authority to advertise, recruit, process and fill mission critical CEW requirements. The CEW PIO is staffed and operational. The need for additional resources for the PIO, in light of program requirements, is currently being examined.

**CEW Force Planning and Sourcing** – In conjunction with the manpower community, the CEW PIO has established a process by which to ensure the inclusion of civilians in Joint Force requirements document validation, and that positions designated as E-E are recognized as mandatory and filled in accordance with the Secretary of Defense Operations Book (SDOB) process. The CEW PIO participates in the SDOB review process, quarterly Global Force Management Board (GFMB) deliberations, and GFMB Joint Staff operational planning conferences to ensure DoD CEW personnel are appropriately utilized in serving contingency requirements.

Currently, contingency requirements identified for civilian sourcing are submitted to the CEW PIO, which searches the existing pool of CBVs for qualified referrals, posts opportunities on the CEW website ([www.cpms.osd.mil/expeditionary](http://www.cpms.osd.mil/expeditionary)) and associated websites when sufficient CBVs are not available, and solicits volunteers from across the Department. Thus far, these methods have been successful in filling most of the identified contingency acquisition requirements. If unable to fill the requirements with a current DoD civilian volunteer, the Department also has the capability to use Schedule A hiring authorities to non-competitively appoint non-Federal employees to term appointments. The Department has deployed 39 CEW Schedule A appointees. As previously mentioned, to ensure the Department has a cadre of ready, trained and immediately deployable civilians across all mission critical occupations and competencies, the Department will be reviewing all of its positions against past and projected contingency requirements, and based on the results, will be designating positions as E-E or NCE. Acquisition requirements will be included in this analysis.

**CEW Training and Deployment** - DoD recognizes preparation as an essential element to effectively transition civilians from desk to deployment, and to be productive and contributing team members at the time they arrive at their deployed location. To achieve this goal, the Department implemented a joint, pre-deployment training program for all occupations and grade levels in January 2010 at the Indiana National Guard Camp Atterbury Joint Maneuver Training Center and Muscatatuck Urban Training Center for employees deploying to the U.S. Central Command. The 10-day training, which is a one-

stop, fully integrated training and mobilization platform, is an intense mix of classroom and field exercises, and provides a learning environment where the austere setting simulates deployment conditions and helps strengthen emotional and mental resilience. Students apply classroom lessons learned to practical exercises. To the extent possible, field exercises are tailored to the types of work the participants are deploying to do, in order to better prepare them for what they might experience in the deployed environment. For acquisition professionals, one such series of exercises has participants negotiate a locally let contract for services with Afghan or Iraqi Nationals. Because we use actual Afghan and Iraqi Nationals as role players and mentors for these exercises, the experience is as realistic as one would expect to encounter while deployed.

**Medical Care for Deployed Civilians** - The Department has established medical treatment policies and guidance that ensures DoD and non-DoD Federal civilians who become ill, contract diseases, or who are injured or wounded while deployed in support of U.S. military forces engaged in hostilities, receive medical evacuation and health care treatment in military treatment facilities (MTFs) at no cost and at the same level and scope provided to military personnel. DoD civilians who deployed and are subsequently determined to have compensable illnesses, diseases, wounds, or injuries under OWCP programs also are eligible for treatment in an MTF or civilian medical facility at no cost to the employee.

**Family Care and Support** - The Department has continued to strengthen its capacity to serve all DoD families, and those of deployed DoD civilians, by integrating family readiness programs into the readiness/force multiplier equation. We require that our deploying civilians meet the requirements to maintain an active and validated family care plan. The purpose of the family care plan is to ensure families are aware of and understand the benefits and entitlements provided to them through their spouses' employment. Employees are given instructions on how to build a comprehensive family care plan during pre-deployment. In addition, the CEW Program Integration Office, in coordination with the Military Services, has developed and posted specific guidance on family care programs on its website ([www.cpms.osd.mil/expeditionary](http://www.cpms.osd.mil/expeditionary)).

The CEW Program Integration Office is also arranging for deployed civilians and their families to have access to Military One Source (MOS), which provides resources and support to Department civilians and their families anywhere in the world. MOS (<http://www.militaryonesource.com>) services include a 24-hour call center staffed with master's-level consultants to answer questions and provide resources and referrals on everyday issues like finding child care, dealing with stress, helping children deal with a parent's deployment, reunion and reintegration, moving, creating a budget, personalized health coaching, caring for older relatives, making large-scale consumer purchases, and finding services in the local and military communities. Coverage under MOS for deployed civilians is expected to begin in January 2011, budget permitting.

## **Improvements Made Since the Gansler Commission Report**

The Gansler Commission Report included recommendations necessary to incentivize the workforce to deploy, including legislation to improve compensation and benefits. The Report also recommended changes to policy to create an environment that fosters civilian personnel participation in future contingency missions.

The Department has made great strides in obtaining legislation to incentivize the workforce. Legislation enacted for deployed civilians since FY 2002 includes increases to premium pay and aggregate pay caps; increased danger pay and foreign post differential rates; Foreign Service Benefits, to include an increased death gratuity, travel and transportation provisions, home leave, and excused absence for Rest and Recuperation (R&R); and increased Federal Group Life Insurance Coverage.

The CEW PIO has also developed a comprehensive marketing plan for the CEW, which has resulted in significant increases to the number of CBV resumes submitted to the CEW PIO. In August 2009, the Acting Deputy Under Secretary of Defense for Civilian Personnel Policy hosted an interactive webcast seminar to discuss the expanded opportunities for DoD civilians to fill critical global expeditionary requirements in Iraq, Afghanistan, and other worldwide locations with a focus on acquisition positions. The webcast resulted in an audience of almost 1,400 viewers and widespread education on the CEW. Targeted, expanded marketing to the Defense Agencies, rather than just the Components, has also increased interest and CEW volunteer resumes. CEW presentations were also made at numerous forums and conferences.

The Department's Strategic Human Capital Management (SHCM) planning efforts have also institutionalized a Functional Community Manager (FCM) construct to develop SHCM goals and implement plans and strategies. The Department is working to identify theatre requirements in all functional areas in coordination with FCMs at the Office of the Secretary of Defense (OSD) and the Component levels. This effort, together with the improved structure to designate and source E-E positions, will enable the Department to improve its capability to identify and source contingency requirements.

To streamline the hiring process of acquisition personnel throughout the Department, the Department sought and was granted an expedited hiring authority (EHA) for acquisition personnel. The EHA was implemented in late calendar year 2008 for mid- and senior-level positions, and over 5,700 positions have been filled using it. In August 2010, the use of the EHA was expanded to entry level positions.

## **What Still Needs to be Accomplished**

A more structured approach to sourcing. Over FY 2011, the Department will enhance efforts to identify acquisition contingency requirements and to document those positions as E-E that are needed to support the initiative. Positions to support non-combat requirements such as humanitarian efforts, will also be coded (as NCE).

Continued aggressive marketing. A comprehensive CEW marketing campaign has been developed, and the marketing materials have been finalized. The CEW campaign will be launched in October 2010.

Continued SHCM forecasting with FCMs. Forecasting efforts for FY 2011 will be improved, to include the identification of the types and numbers of positions and skills that have been required in the past and that may be required in the future to support contingency operations. This effort will be worked through OSD and Component FCMs, as informed by Joint Chiefs of Staff contingency requirements.

Implement standardized benefits legislation for zones of armed conflict. Legislation for a comprehensive, standardized Federal benefits package has been introduced to Congress by OPM and DoD. The Department will begin implementation of that legislation when enacted, subject to any required implementation policies and regulations.

Finalize deployment training. Feedback from employees who have deployed to theatre indicates additional training is needed. During FY 2011, the Department will focus on additional training for supervisors and managers of those deployed, Human Resource professionals who process deploying civilians, family members, and just-in-time training for those who may be re-deployed.

Issue a more comprehensive medical care policy for deployed civilians. Interim policy has been developed; however, in FY 2011, the Department plans to institutionalize the policy with a DoD Instruction. This will be a joint effort with Health Affairs and Civilian Personnel Policy.

## **Conclusion**

The Department is committed to the use of the CEW to support our warfighters and the protection of our national defense and continue to develop and implement policies to ensure the CEW can be used as an effective force multiplier.