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A METHODOLOGY FOR DETERMINING EXCLUSION OF TRAINING
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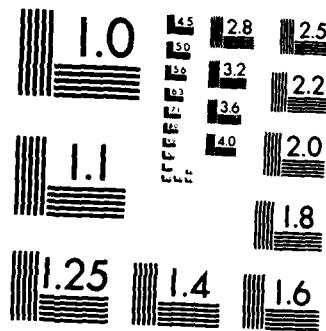
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TRAINING
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GROUP

TECHNICAL REPORT 140

AD-A153 119



**A METHODOLOGY
FOR DETERMINING
EXCLUSION OF TRAINING
COURSES FROM
COMMERCIAL ACTIVITY (CA)
STUDY**

JANUARY 1983

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TRAINING ANALYSIS AND EVALUATION GROUP
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Technical Report 140

A METHODOLOGY FOR DETERMINING EXCLUSION OF
TRAINING COURSES FROM COMMERCIAL ACTIVITY (CA) STUDY

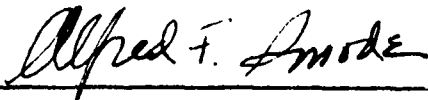
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Training Analysis and Evaluation Group

January 1983

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20. ABSTRACT (Continue on reverse side if necessary and identify by block number) This report presents the methodology developed for identifying Navy training courses to be excluded from contract consideration based on procedures and functions established by the Office of Management and Budget (OMB) Circular A-76. While the Federal Government is not in business to produce goods and services for its agencies, OMB Circular A-76 recognizes that some governmental functions are unique. These unique functions must (continued on reverse)		

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Training Course Exclusion from Commercial Activity Study

20. ABSTRACT (continued)

remain in the government. This study identified unique exclusion categories and factors relating to the Navy. The categories and the factors in each are: (1) Fleet Readiness: Tactical/Operational Mission, Mission Support, Quick Response Capability; (2) Military Unique: Mobilization, Currency, Interservice/Multinational, Orientation/Indoctrination; and (3) Training Course Operation: Instructional, Management, Support, Military Duties, Special Administrative Requirements. The CA review training course exclusion decision aid developed for this project was field-tested and found to be both feasible and ready for implementation.

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SECTION I

INTRODUCTION

In 1955, the Bureau of the Budget established the general policy that the Federal Government should rely on the private economy to provide goods and services to meet the needs of its agencies. Subsequent documents by the Office of Management and Budget (OMB) (formerly the Bureau of the Budget) clarified and expanded this policy. OMB determined that goods and services provided by Federal agencies which could be conducted by non-government organizations would be considered Commercial Activities (CA). OMB recognized that certain Commercial Activities are inherently government-unique in nature and should not be performed by the private sector. In order to determine if a function is government-unique, a CA review is conducted. If the CA review determines that the function is not government-unique, then a CA study is conducted. In the case of the Department of Defense, the CA study determines whether it is more cost-effective to use commercial sources (contracted) or government (civil service) services.

The current policy (OMB Circular No. A-76, 1979) includes training as a function to be included among commercial activities and, therefore, is subject to a CA review. In October 1981, the Chief of Naval Operations (CNO) directed the Chief of Naval Education and Training (CNET) to conduct a CA review of a wide range of functions.¹ Among the functions for CA review were Specialized Skill Training (U300) and Flight Training (U400).

Because of the previous Training Analysis and Evaluation Group (TAEG) involvement² with commercial contract training and its participation with the CNET task group for contracted instructors,³ the TAEG was tasked⁴ to conduct a multiphase analysis to determine the U300 and U400 training course exclusions from CA study. The methodology developed to identify exclusions is presented in this report. Cost comparison and sea-shore rotation are specifically exempted by CNET from being considered as exclusion factors. TAEG was also tasked to develop standard Performance Work Statements (PWS) for contracted functions. These PWSs which will soon be reported in a separate document will serve as guidelines for use in future CA studies.

PURPOSE

This report describes the approach and methodology developed for identifying Navy training courses to be excluded from Commercial Activity study.

¹CNO msg 071527Z OCT 1981, subj: Commercial Activity (CA) Program.

²D. R. Copeland, R. V. Nutter, C. F. Dean, T. F. Curry, Jr. Analysis of Commercial Contract Training, TAEG Report No. 13-1, 1974. Training Analysis and Evaluation Group, Orlando, FL 32813 (AD A006658).

³CNET ltr Code N-221 of 28 July 1978.

⁴CNET ltr Code N-6A of 11 March 1982.

APPROACH

There are four major components to the approach. First, instructions and directives dealing with the acquisition of commercial services needed by the government were reviewed to extract factors having implications for exclusion of training courses from CA study. Second, publications dealing with contracted instruction in the Navy and the other military services were reviewed to determine the "lessons learned" in the use of contractors for military instruction. Third, visits were made to selected naval activities and schools (see appendix A) in order to obtain information on: (1) factors affecting exclusion of training courses from CA study, (2) the nature of military instructional functions conducted by military and contractor personnel, and (3) the relevance of additional military duties performed by military instructors as a part of military training. Last, a decision aid for Navy training course exclusions was developed using the information obtained in the previous two steps. This involved identifying the significant CA review exclusion variables and developing a method for organizing those variables in a decision aid for designating courses to be excluded from CA study. This aid was then applied to a sample of several hundred NAVEDTRACOM courses to test its suitability and usefulness in selecting courses recommended for exclusion from CA study.

ORGANIZATION OF THE REPORT

In addition to this introductory section, the report contains three other sections and six appendices. Section II summarizes the instructions relating to exclusions from CA study and describes the status of CA activities in other military services. Section III describes the training course exclusion factors, the decision aid developed for determining courses to be excluded from CA study, and a methodology for applying them to NAVEDTRACOM U300 and U400 courses. Section IV contains conclusions concerning course exclusion factors, the decision aid, the methodology, and recommendations for their use in exclusion of courses. Appendix A lists the activities contacted during this project. Appendix B contains factors relating to exclusion of training from CA study. Appendix C lists references related to methodology for exclusion of training courses from CA study. CA review exclusion issues from the literature are contained in appendix D. Appendix E lists the CA points of contact developed during this project. Appendix F describes typical training course operational functions.

SECTION II

CURRENT PROGRAMS CONCERNED WITH COMMERCIAL ACTIVITY EXCLUSIONS FOR MILITARY TRAINING

This section summarizes the literature germane to CA exclusion of training courses and describes the status of CA in the Army, the Air Force, and the Marine Corps.

PERTINENT DIRECTIVES, INSTRUCTIONS, AND OTHER REFERENCES

The initial task in developing a methodology for conducting a CA review of the Navy's U300 and U400 training courses was to identify, collect, and analyze the pertinent directives, instructions, and other references. More than 70 documents from various agencies such as the Office of Management and Budget, the General Accounting Office, the Comptroller General's Office, the Department of Defense, as well as various levels within the departments of the Navy, Army, and Air Force, were collected and analyzed.

SUMMARY OF THE LITERATURE. A detailed synopsis of the significant findings of the literature are contained in appendix B. In summary, exclusion factors identified include: (1) training in skills exclusively military in nature; i.e., combat-unique skill training and combat-related skill training (such as signal intelligence), (2) a commercial activity must be a regularly needed activity of an operational nature, not a one-time activity of short duration, (3) courses involving international agreements, (4) no satisfactory commercial source capable of providing the needed service, and (5) use of a commercial source would cause unacceptable delay or disruption of an essential program. A list of the significant documents analyzed is contained in appendix C. The objective of the analysis of these documents was to identify and define the factors other than cost or sea-shore rotation (which were exempted from consideration from the project by CNET direction) for use in determining NAVEDTRACOM U300 and U400 training courses that should be excluded from CA study. Significant examples of lessons learned reported in the literature regarding CA within the military services are presented as abstracts in appendix D.

STATUS OF OTHER MILITARY SERVICES

Each of the services in the Department of Defense is in the process of addressing issues relating to Commercial Activities. In the case of training, representatives from the Army, Air Force, and Marine Corps were contacted concerning their efforts in U300 and U400 training. Both the Army and Air Force have developed procedures for exclusion methodology related to training programs.

UNITED STATES ARMY. The Department of the Army has delegated to the Commander, Army Training and Doctrine Command (TRADOC) the authority to establish a CA Inventory and Review Schedule related to military training. The CA Inventory and Review Schedule is a 5-year projection of the courses which are candidates for a Cost-Based Review Process for CA Items; i.e., CA study. Each of the commanders of the nine training centers within TRADOC is responsible for

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establishing the CA Inventory and Review Schedule for their respective commands. These centers use the following criteria in determining whether a given course should be included in the CA Inventory and Review Schedule:⁵

- . Space Imbalanced Military Occupation Specialty (SIMOS). SIMOS designation in the "Manpower Policy to Assist Stabilization of Rotation Base" indicates that 55 percent of the holders of that Military Occupation Specialty (MOS) are based overseas. Courses taught by SIMOS instructors may not be included in the CA Inventory and Review Schedule.
- . Rotation Base. The "Manpower Policy to Assist Stabilization of Rotation Base" establishes a percentage of instructor billets required for rotation. Courses needed to protect the instructor billets required for rotation may not be included in the CA Inventory and Review Schedule.
- . Combat-Unique. Combat-unique and combat-related skill training instruction programs are excluded from CA study.
- . Military-Unique. Skill training programs that require military subject matter experts and the infusion of military expertise and experience are excluded from CA study.

The CA Inventory and Review Schedules are forwarded by the commanders to HQ TRADOC. With the TRADOC Commander approval, the schedules are forwarded to the Department of the Army CA office for action.

The HQ TRADOC 1982 review schedule included 350 technical MOSs. Twenty-eight of the MOSs reviewed were forwarded as candidates for CA study, the remaining were excluded.

UNITED STATES AIR FORCE. The Department of the Air Force has delegated authority to the Commander, Air Training Command (ATC) to conduct the Air Force-wide CA review of existing and new or expanding courses. The Headquarters, Air Training Command staff, including Manpower and Organization (XPM) and Functional Project Officers from the Systems Training (TTY), Career Field Training (TTQ), and Education (ED) directorates, jointly review all technical training courses subject to CA review. They accomplish the review of each course by preparing the ATC Decision Tree Analysis Summary for Existing Courses (ATC Form 269), using the ATC⁶ Decision Tree for Reviewing Existing Courses. After the review is completed, ATC/XPM will prepare a decision recommendation on ATC Form 269. The completed decision package is circulated for review and comment and then submitted to the ATC Commander for approval. Once signed, the Command recommendation on method of performance (in-service or contracted instruction) is forwarded to Headquarters, United States Air Force, Manpower and Organization for action.

⁵HQ TRADOC-M ltr of 6 October 1981.

⁶Headquarters, Air Training Command, PD-XP-207.

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The ATC Decision Tree for Reviewing Existing Courses contains the following decision points:

1. Is the course associated with recruit training, officer acquisition, or Professional Military Education?
2. Would the instructors in the course be necessary to meet ATCs FORSIZE; i.e., mobilization, commitment in a critical career field?
3. Is the course in a combat or direct combat support area?
4. Is there a military essentiality; i.e., military-unique requirement in this course other than FORSIZE or Recent Field Experience Required?
5. Do the instructors in the course have an Air Force Specialty Code (AFSC) on the Air Force Critical Military Skill (CMS) or Overseas Rotation Index list?
6. Does there appear to be any other reason for retaining the course in-service that falls within AFR 26-1 or OMB Circular A-76 in-service essentiality criteria?
7. Would contracting for this course disrupt or materially delay an essential Air Force program?
8. Is a responsive and responsible contract source available?
9. Does the cost comparison conducted in accordance with AFR 26-1 show the required cost advantage for in-service accomplishment?

A yes response to any of these decision points would result in a recommendation to retain the course in-service with approval of higher authority.

UNITED STATES MARINE CORPS. At this writing Headquarters, U.S. Marine Corps (Plans and Information Branch) indicated that a CA review has not been initiated and there are no plans to do so in the near future. Since a large number of Marine Corps technical courses are conducted by the other services it seems reasonable that they need not be considered by the Marine Corps for CA review. A majority of Marine Corps conducted courses are in the combat or direct combat support areas.

SECTION III

NAVEDTRACOM COMMERCIAL ACTIVITIES REVIEW METHODOLOGY

This section describes the qualitative training course factors proposed for use by CNET in a CA review of NAVEDTRACOM courses to determine their suitability for further CA study. It also includes a description of the methodology for combining those factors into a decision aid for selecting training courses that should be excluded from CA study. Finally, procedures for using the Exclusion Factor Categories and Definitions and the Exclusion Factor Worksheet are presented to provide CNET with a means of conducting a NAVEDTRACOM-wide CA review of its training courses. The proposed methodology takes advantage of the efficiencies offered by machine-scored data collection forms and automatic data processing in the treatment and analysis of the CA review results, and provides CNET with a means for developing a data base of information for subsequent use in administration of the NAVEDTRACOM CA program.

EXCLUSION FACTOR CATEGORIES AND DEFINITIONS

The identification and definition of the exclusion factors for conducting a CA review of NAVEDTRACOM U300 and U400 training courses resulted from the literature search of OMB, DOD, and military service CA-related publications listed in appendix C and the significant findings from the literature search which are summarized in appendices B and D.

A structured interview form was designed around the set of exclusion factors initially identified from the CA literature, and a field survey was made at several representative Navy technical training sites to verify the exclusion factors and to refine the factor definitions. The factors were analyzed, defined, and selected as being representative of those identified in the CA literature and inclusive of the qualitative factors considered by NAVEDTRACOM training managers and course supervisors as significant in determining whether a training course should be excluded from CA study.

As a result of this approach, 12 exclusion factors were selected, defined, and organized into three categories including Fleet Readiness, Military Unique, and Training Course Operation. Table 1 shows the training course CA review exclusion factors arranged according to category. The operational definition developed for each exclusion factor to be used in determining whether a training course should be excluded from CA review is also included in table 1.

Three factors in the Training Course Operation exclusion category; i.e., Instructional, Management, and Support, were shown to contain a number of functions which affected the qualitative characteristics of training courses. To simplify the definition of these three factors and accommodate the diversity of functions that can affect the qualitative characteristics of individual training courses, a number of training course operational functions were identified for each factor. These functions were defined to aid in a CA review and in the determination of whether such qualitative characteristics are present, and if they are significant enough to affect the suitability of a training course for contracted instruction. These functions are identified and defined in appendix F and its annex.

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APPENDIX B

FACTORS RELATING TO EXCLUSION OF
TRAINING FROM COMMERCIAL ACTIVITIES

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	Phone Contact	On-site Visit	Meeting	Correspond- ence
<u>U.S. MARINE CORPS</u>				
HQ Marine Corps, Washington, DC	X			
Marine Corps Development and Education Center, Quantico	X	X		
NAVTRAEQUIPCEN Marine Corps Liaison Office, Orlando	X	X		
<u>U.S. AIR FORCE</u>				
Air Force Liaison Office, NAVTRAEQUIPCEN	X		X	
Requirements Division, HQ Air Training Command, Randolph AFB	X			
Commercial or Industrial Type Activity, ATC, Randolph AFB	X			

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	Phone Contact	On-site Visit	Meeting	Correspond- ence
<u>Chief of Naval Air Training, Corpus Christi, Texas</u>				
ACOS for Resources Management (N-7)	X			
Management Analysis, Resources (N-731)	X			
Contract Training/VTX Department (N-314)	X		X	X
CA Program Manager (N-731)	X			X
<u>Chief of Naval Operations</u>				
Commercial Field Support Branch, Washington	X			
<u>Naval Training Equipment Center, Orlando</u>				
Contractor Operation and Maintenance of Simulators Group (N-4A1)			X	
Support Documentation and Training Division (N-42)			X	
Training Acquisition Branch (N-421)			X	
Aviation Trainers ILS Branch (N-431)			X	
Attack Aircraft Project Director (PD-356)	X			
<u>U.S. ARMY</u>				
Activities Management Office	X			
CA Coordinator, TRADOC, Ft. Monroe, Virginia	X			X
Comptroller, Army Training Support	X			
Training Development - Training Career Program	X			

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	Phone Contact	On-site Visit	Meeting	Correspond- ence
<u>Naval Technical Training Center, Meridian, MS</u>				
Personnelman "A" School		X		
Yeoman "C" School		X		
Aviation Storekeeper "A" School		X		
Disbursing Clerk "A" School		X		
Storekeeper "A" School		X		
Aviation Maintenance Administrationman "A" School		X		
<u>COMTRAPAC, San Diego, California</u>				
Headquarters	X	X		
Fleet Combat Training Center		X		
Fleet ASW Training Center		X		
Fleet Training Center		X		
<u>COMTRALANT, Norfolk, Virginia</u>				
ACOS for Training (02)	X	X		
Fleet Combat Training Center	X	X		
Operations Specialist "A" School		X		
Fleet ASW Training Center		X		
Navy Amphibious Base, Little Creek		X		

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	Phone Contact	On-site Visit	Meeting	Correspond- ence
<u>Service School Command, Great Lakes</u>				
Executive Officer		X		
Curriculum and Instructional Standards Office	X	X		
Basic Electricity & Electronics School		X		
<u>Naval Aviation Technical Training Center, Memphis, TN</u>				
Aviation Ordnanceman "A" School		X		
Aviation Electrician's Mate "A" School		X		
Aviation Structural Mech - Safety "A" School		X		
Aviation Fundamentals Training		X		
Advanced First-Term Avionics		X		
Aviation Support Equipment Technician - Mechanical		X		
Aviation Support Equipment Technician - Electrical		X		
Aircraft Fire Fighting and Rescue		X		
Aviation ASW Operator "A" School		X		
Air Traffic Controller "A" School		X		
Student Indoctrination Program		X		

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	Phone Contact	On-site Visit	Meeting	Correspond- ence
<u>Chief of Naval Technical Training, NAS Memphis</u>				
Fiscal Plans Section (N212)	X	X		
Long Range Plans Department (N211)		X	X	
<u>Service School Command, San Diego</u>				
Radioman "A" School		X		
Molder "A" School		X		
Machinery Repairman "A" School		X		
Mess Management "A" School		X		
Data Processing Technician "A" School		X		
Interior Communications Electrician "A" School		X		
Basic Electricity & Electronics School		X		
Job-Oriented Basic Skills (JOBS) Program		X		
<u>Service School Command, Orlando</u>				
Curriculum and Instructional Standards Office (02)		X		
Quartermaster "A" School (32)		X		
Signalman "A" School (33)		X		
Torpedoman's Mate "A" School (22)		X		
BE&E Department (40)		X		

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	Phone Contact	On-site Visit	Meeting	Correspond- ence
<u>U.S. NAVY</u>				
<u>Naval Education and Training Command, Pensacola</u>				
The Chief of Naval Education and Training (00)			X	
Principal Deputy CNET and Chief of Staff (01)			X	
Deputy CNET for Educational Development and Research and Development (02)		X	X	
ACOS for Resources Management (N-6)		X	X	
Deputy Comptroller (N-6A)	X	X	X	
Individual Technical Training Dept. (N-22)		X	X	
POM Coordination Department (N-35)		X		
Programs Management Information and Analysis Department (N-36)		X		
Commercial Activities Program Coordination Department (N-603)		X		
Commercial Activities Program Detachment	X	X	X	
Curriculum Acquisition (Surface/Air Division), ITRO Representative				X
Program Analysis Division		X		
Military Manpower Plans and Programs Department		X		

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APPENDIX A
ACTIVITIES CONTACTED

SECTION IV

CONCLUSIONS AND RECOMMENDATIONS

This section presents conclusions and recommendations relevant to the CA review methodology developed in this tasking.

CONCLUSIONS

1. The exclusion factors deemed most relevant for the method developed fall into three categories. The categories and the factors in each are: (1) Fleet Readiness: Tactical/Operational Mission, Mission Support, Quick Response Capability; (2) Military Unique: Mobilization, Currency, Interservice/Multinational, Orientation/Indoctrination; and (3) Training Course Operation: Instructional, Management, Support, Military Duties, Special Administrative Requirements.

2. Training managers involved in the course exclusion field test expressed agreement with the scope and content of the exclusion factors. They successfully utilized the Exclusion Factor Worksheet. However, time limitations did not permit an empirical analysis of the reliability and validity of the exclusion methodology.

3. The Exclusion Factor Worksheet is readily adaptable to a machine-readable format. This adaptation would significantly enhance the speed and ease of data collection, data analysis, and report generation.

RECOMMENDATIONS

1. Based on the field tests, the methodology developed herein has proved feasible and will yield acceptable results. It is recommended for immediate use in CA review. As the CA efforts expand, it is recommended that the ensuing data be continually reviewed and analyzed to determine necessary modifications to this method.

2. Per CNET direction, neither quantitative nor economic factors (e.g., training course manpower/resource cross-utilization, availability of qualified civilian personnel to conduct training) have been considered in this report. However, because of their potential impact on the delivery of effective instruction, it is recommended that these factors be considered for future revisions of the CA review decision aid.

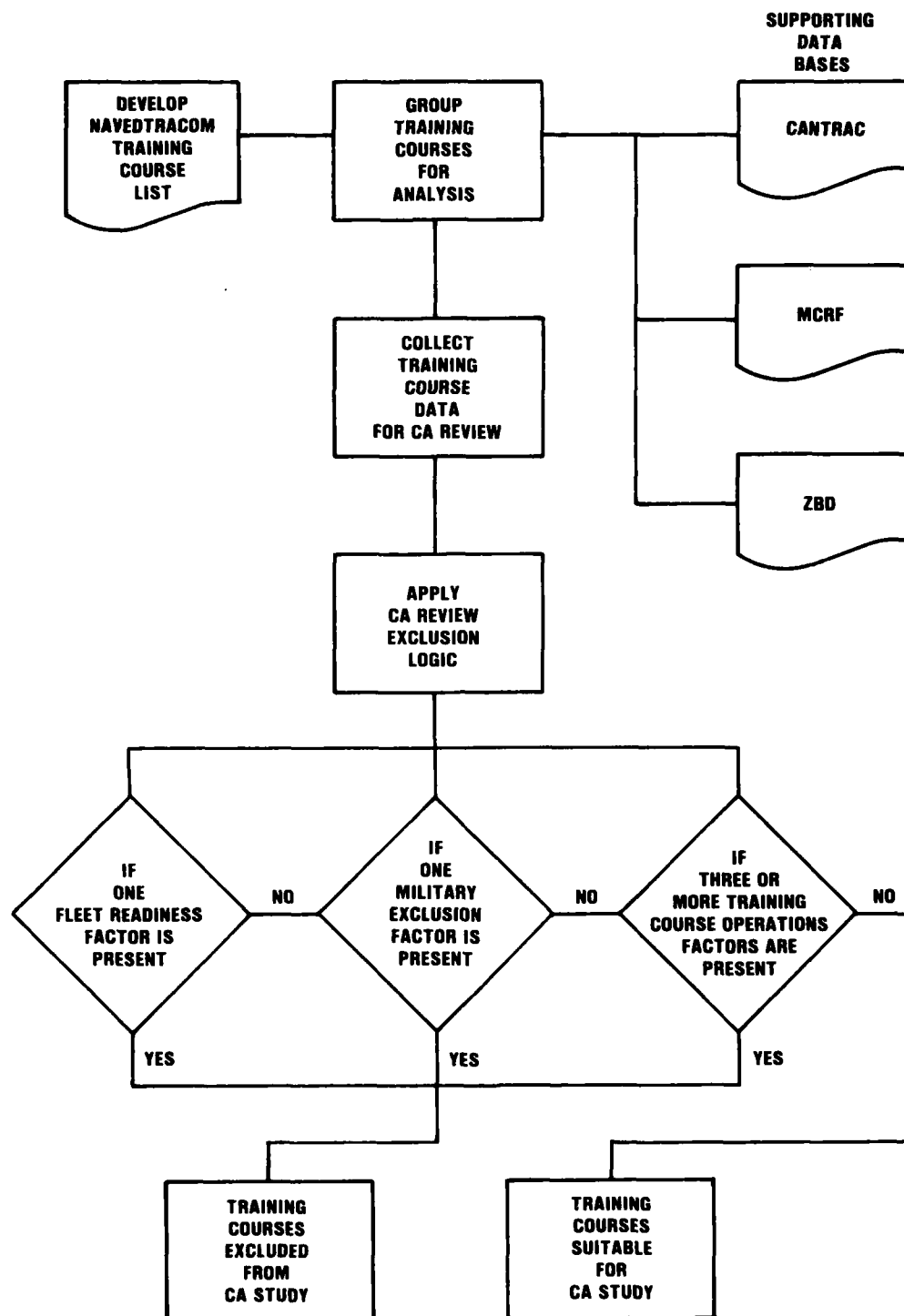


Figure 2. System Level Diagram for NAVEDTRACOM CA Review for Training Course Exclusions

[illegible]

Figure 1. Exclusion Factor Worksheet

CA REVIEW METHODOLOGY FOR TRAINING COURSE EXCLUSION

Subsequent to identifying and categorizing the exclusion factors, a CA review training course exclusion decision aid was developed and field tested. The field test involved analyzing more than 300 training courses at Commander, Training Command Atlantic (COMTRALANT) and Commander, Training Command Pacific (COMTRAPAC) to determine their suitability for contracted instruction.

The exclusion methodology was used with each training course to determine whether or not any factor within each of the three categories was applicable. If any qualitative characteristic defined by the factors in category I, Fleet Readiness, or category II, Military Unique, is judged to be applicable, the course is classified as unsuitable for contracted instruction; i.e., to be excluded from CA study. If three or more factors in category III, Training Course Operation, are judged to be significant the course is classified as excluded from CA study.

Figure 1 shows the Exclusion Factor Worksheet used in the COMTRALANT and COMTRAPAC field tests which could be easily modified for use with a machine-readable form in a NAVEDTRACOM-wide analysis.

Figure 2 shows the NAVEDTRACOM CA review process for determining training courses to be excluded from CA study. The training courses are grouped in an appropriate way using supporting data bases to collect CA review data. NAVEDTRACOM school training managers and course supervisors analyze each training course using the Exclusion Factors and Definitions described previously and complete the Exclusion Factor Worksheet.

All Exclusion Factor Worksheets are then processed and the outcomes used to prepare a list of NAVEDTRACOM training courses that are judged unsuitable for contracted instruction and therefore excluded from CA study.

This process provides CNET with a systematic and standardized method for conducting a NAVEDTRACOM-wide analysis of its individual training courses to determine their suitability for CA study. The exclusion factors, categories, and definitions have been developed in accordance with OMB, DOD, Navy and other military service CA review and study guidelines and include the significant training course qualitative characteristics as defined by CNET and NAVEDTRACOM training managers and course supervisors. The exclusion methodology for training course CA review also provides a means of prioritizing NAVEDTRACOM courses for purposes of determining CA study exclusions on the basis of individual training course profiles. The approach developed for CA review is readily adaptable to automated processing if the survey data are collected using machine-readable worksheets and all analyses are done by computer.

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TABLE 1. EXCLUSION FACTOR CATEGORIES AND DEFINITIONS FOR USE IN
NAVEDTRACOM TRAINING COURSE CA REVIEW (continued)

<u>CATEGORY</u>	<u>FACTOR</u>	<u>DEFINITION</u>
III. Training Course Operation (con't)	2. Management	Special requirements for communication/coordination of information and activities critical to the implementation and/or evaluation of instruction must be provided by military personnel. Specify reason in remarks column of worksheet why civilian could not meet requirement.
	3. Support	Special requirements for instructional materials design and development, research and evaluation, and/or within-course or intra-/inter-school/command communication must be provided by military personnel. Specify reason in remarks column of worksheet why civilian could not meet requirement.
	4. Military Duties	The non-instructional duties associated with the military instructional billet would be adversely affected if they were administratively separated from conduct of course; i.e., a loss of capability.
	5. Special Administrative Requirements	Course administrative factors such as low number of students per class/year, infrequent or irregular scheduling, convenings at various sites (including at sea), or management of information system categories or groupings, such as Zero Base Data and Master Course Reference File, would have adverse economic effects.

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TABLE 1. EXCLUSION FACTOR CATEGORIES AND DEFINITIONS FOR USE IN
NAVEDTRACOM TRAINING COURSE CA REVIEW

<u>CATEGORY</u>	<u>FACTOR</u>	<u>DEFINITION</u>
I. Fleet Readiness	1. Tactical/Operational Mission	Course content/skill acquisition involves tactical/operational employment of fleet weapon system or equipment within a mission context which involves a hostile or potentially hostile environment.
	2. Mission Support	Course content/skill acquisition involves direct support of tactical/operational employment of fleet weapon systems/equipment.
	3. Quick Response Capability	Course content/skill acquisition requires flexibility to be able to respond to unique and/or unplanned fleet readiness requirements of a quick response nature.
II. Military Unique	1. Mobilization	Course input, convening frequency, or other administrative functions would be adversely affected by mobilization.
	2. Currency	Course content/skill acquisition is a function of state-of-the-art and/or recent hands-on experience.
	3. Interservice/Multinational	Course content/skill acquisition and/or student input from other military services or foreign nationals is a course responsibility.
	4. Orientation/Indoctrination	Significant course content/skill acquisition/rate training includes military orientation/indoctrination as a function of the military instructor's presence, interaction and/or role modeling; e.g., required to maintain good order and discipline.
III. Training Course Operation	1. Instructional	Special requirement(s) for providing or controlling the learning environment by means of the medium of instruction and/or instructional resources must be provided by military personnel. Specify reason in remarks column of worksheet why civilian could not meet requirement.

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APPENDIX B

FACTORS RELATING TO EXCLUSION OF TRAINING FROM COMMERCIAL ACTIVITIES

SOURCE: OMB Circular No. A-76, Revised, of March 29, 1979. Subject: Policies for Acquiring Commercial or Industrial Products and Services Needed by the Government

<u>EXCLUSION FACTOR</u>	<u>LOCATION/REMARKS</u>
1. A Government commercial or industrial activity must be a regularly needed activity of an operational nature, <u>not a one-time activity of short duration.</u>	Para. 5.a.
2. In-house R&D core capability is a Government function (except new starts and expansions).	Introduction and para. 5.f.(3). Additional guidance to be provided for size of "core capability." Compliance with A-76 deferred for 1 year (from 1979 date) except new starts and expansions.
3. Government-owned, contractor operated (GOCO) activities were excluded (except new starts and expansions of government-owned equipment and facilities).	Until there is a review of GOCO activities, A-76 applies only to new starts and expansions. Introduction and para. 6.c.
4. A-76 will <u>not</u> be used as for meeting personnel ceilings.	Introduction and para. 6.d.(3). Contracts for activities shown to be justified for in-house performance will be terminated as quickly as in-house capability can be established.
5. "Certain functions are inherently governmental in nature."	Para. 4.b. does not, however, mention which functions.

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<u>EXCLUSION FACTOR</u>	<u>LOCATION/REMARKS</u>
6. Government functions which <u>must</u> be performed in-house:	
a. Discretionary application of Government authority: management of Government programs requiring value judgments; selection of program priorities; direction of Federal employees; direction of intelligence and counterintelligence operations.	Para. 5.f.(1).
b. In-house core capabilities in the area of research, development, and testing, needed for technical analysis and evaluation and technology base management and maintenance.	Para. 5.f.(2). Does not apply to services beyond the core capability.
7. No commercial source is capable of providing the needed source.	Para. 8.a.(1)(a); para. 8.a.(2): Must make all reasonable efforts to identify available sources.
8. Use of a private commercial source would cause an unacceptable delay or disruption of an essential agency program.	Para. 8.a.(1)(b); para. 8.a.(3)(a)(b)(c): Delay or disruption must be spelled out specifically in terms of cost, time and performance measures. Transitory disruptions caused by conversions are not sufficient grounds. Para. 8.a.(3)(d): Possibility of a strike, a classified program, involvement of an agency's basic mission or urgency by itself are not adequate justification for in-house performance.
9. CA exclusion possible when the Government activity is essential for training in those skills which are exclusively military in nature.	Para. 8.b.(1)(b).
10. CA exclusion possible if the Government activity is needed to provide appropriate work assignments for career progression or rotation bases for overseas assignments.	Para. 8.b.(1)(c). However, TAEG has a caveat not to consider sea-shore rotation.

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EXCLUSION FACTOR

11. Depot and intermediate level maintenance to ensure a ready and controlled source of technical competence and resources necessary to meet military contingencies.

12. In-house activity may be authorized if a comparative cost analysis indicates the Government can provide service at lower total cost than if obtained from a private commercial source.

LOCATION/REMARKS

Para. 8.b.(2). Does this apply to "D" and "I" level maintenance on training equipment?

SECNAV criteria limits the extent of in-house capability and capacity for mission-essential equipment to the minimum necessary.

Para. 8.c. The cost analysis to be based on para. 9 and the supplementing Cost Comparison Handbook. However, TAEG has a caveat not to consider cost comparison.

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SOURCE: Draft of March 30, 1982, OMB Circular No. A-76, Revised. Subject: Policies for Acquiring Commercial Products and Services Needed by the Government

This revision has the following changes from the 1979 version relating to the issue of exclusion of training courses:

<u>EXCLUSION FACTOR</u>	<u>LOCATION/REMARKS</u>
1. Adds the definition of "conversion to in-house": the return of work from a private commercial source to Government performance.	Para. 6.d.
2. Dropped as a governmental function which must be performed in-house: in-house core capabilities in the area of research, development, and testing, needed for technical analysis and evaluation and technology base management and maintenance.	Would have been para. 6.g.(3)
3. Exhibit 5 gives reason codes for in-house operations. For our purposes, this is identical to appendix C of OPNAVINST 4860.6C of 5 February 1982.	

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SOURCE: OPNAVINST 4860.6C of 5 February 1982. Subject: Navy Commercial Activities (CA) Program

<u>EXCLUSION FACTOR</u>	<u>LOCATION/REMARKS</u>
1. Navy CA may continue in operation only when at least one of the following circumstances exist.	Chap. 1, Sect. 120, 2.a,b,c,d.
a. Government's cost is lower than the commercial cost.	Also OMB A-76, para. 8.c.
b. No satisfactory private, commercial source is available.	Also OMB A-76, para. 8.a.(1)(a)
c. Operated by military personnel who are assigned to the activity which is required to support National Defense.	
d. Provides depot or intermediate level maintenance and determined by ASN (S&L) the activity is required to support National Defense.	
2. Navy CA program does not apply to the following:	Chap. 1, Sect. 130, B.2,3,6 (p. I-8)
a. Services procured with treaties or international agreements.	
b. Expert or consulting services of a purely advisory nature related to Navy command, administration and management, including program management and control.	
c. Services performed by personnel assigned to combat units afloat and ashore.	

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<u>EXCLUSION FACTOR</u>	<u>LOCATION/REMARKS</u>
3. Government function - a function that must be performed in-house due to an intrinsic relationship in executing governmental responsibilities.	Sect. 110, 10 (p. I-4) Note that the functions in appendix A are <u>non-governmental</u> functions. This includes Education and Training: U300 Specialized Skill Training and U400 Flight Training courses. U300 Specialized Skill Training includes Navy Apprentice Training and health care training. "Generally, <u>combat-unique and combat-related</u> skill training instruction programs do not satisfy the requirements of the definition of a DOD CA and are therefore <u>excluded</u> from the provisions of this instruction." Appendix A (p. A-20); combat-unique and combat-related seems to be the strongest basis for exclusion from CA.
4. Functions are retained in-house because of overriding National Defense requirements. The basic National Defense considerations are mobilization requirements, training requirements for skills that are exclusively military in nature, and military rotation base requirements. On a case-by-case basis, justification should address the specific function rather than broad functional areas and must include a detailed explanation of why the needed capacity cannot be supplied by a private commercial source or by the contract operation of Government-owned facilities.	Sect. 320, para. A (p. III-3) The key items are: (1) mobilization, (2) skills that are exclusively military in nature, and (3) rotation base for overseas or sea-shore assignments.
5. When function cannot be excluded for reasons of National Defense, can exclude on basis of nonavailability of a satisfactory private, commercial source.	Sect. 320, para. B.1. (p. III-4)

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EXCLUSION FACTOR

6. When private commercial sources are available, can justify exclusion if use of such sources would cause an unacceptable delay or disruption of an essential program.

7. Contracted functions can be returned to in-house performance based either on reasons other than cost or solely upon cost.

LOCATION/REMARKS

Sect. 320, para. B.2. (p. III-5)

The disruption must be a lasting or unacceptable one. Transitory disruptions are not sufficient grounds for justification. Other inadequate justifications are: classified program; possibility of a strike by contractor personnel; urgency by itself.

Sect. 330, para. B.b. (p. III-7)

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COMPELLING REASONS FOR IN-HOUSE OPERATIONS
(From Appendix C of OPNAVINST 4860.6C of 5 Feb 1982)

<u>EXCLUSION FACTOR</u>	<u>LOCATION/REMARKS</u>
1. National Defense - The Navy CA provides intermediate or depot level maintenance of mission-essential equipment.	
2. National Defense: a. The Navy CA is operated by military personnel and the Navy CA or military personnel assigned are utilized in or subject to deployment in a direct combat support role; or b. The Navy CA is essential for training in skills exclusively military in nature; or c. The Navy CA is needed to provide appropriate work assignments for a rotation base for overseas or sea-shore rotation.	
3. Procurement from a private, commercial source would cause an unacceptable delay or disruption of an essential Navy program.	
4. There is no satisfactory private, commercial source capable of providing the product or service needed.	
5. The Government is providing the product or source at a lower total cost than if it were acquired from a private commercial source.	

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SOURCE: DODI 4100.33 of February 25, 1980. Subject: Operation of Commercial and Industrial-Type Activities

EXCLUSION FACTOR

LOCATION/REMARKS

1. A DOD CITA (DOD Commercial Industrial-Type Activity), operated by military personnel who are assigned to the activity, may be justified without a cost comparison analysis when:

Sect. D.4.a.(1)(b) and (c) or (p. 6)

a. The activity is essential for training in those skills that are exclusively military in nature; or

b. The activity is needed to provide appropriate work assignments for a rotation base for overseas or sea-to-shore assignments.

2. A DOD CITA may be authorized without a cost comparison analysis when:

Sect. D.4.b.(1)(b) and (2). Before concluding that there is no satisfactory private, commercial source available, all reasonable efforts must be made to identify available sources. Disruption must be of a lasting or unacceptable nature.

a. There is no satisfactory private, commercial source capable of providing the product or service needed; or

b. Use of commercial source would cause unacceptable delay or disruption.

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SOURCE: DOD Directive 4100.15 of February 4, 1980. Subject: Commercial and Industrial-Type Activities

EXCLUSION FACTOR

DOD CITAs may be authorized when it is determined that one or more of the following circumstances exist:

1. Government's cost can be shown to be lower than commercial cost.
2. No satisfactory private, commercial source is available.
3. The DOD CITA is operated by military personnel who are assigned to the activity and (a) the activity is essential to training in exclusively military skills; or (b) the activity is needed to provide appropriate work assignments.
4. The DOD CITA provides depot or intermediate level maintenance or it is required to support National Defense.

LOCATION/REMARKS

Sect. D.2.a.(1)-(4) (pp. 2,3)

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SOURCE: NAVEDTRACOM Commercial Activities Information Pamphlet

<u>EXCLUSION FACTOR</u>	<u>LOCATION/REMARKS</u>
1. Some functions must be performed in-house because of National Defense, or because no satisfactory commercial source is available.	P. 2.
2. A commercial activity must be a regularly needed activity of an operational nature, <u>not a one-time activity of short duration</u> associated with support of a particular project.	P. 3. Is this applicable to courses taught once a year?
3. Identification of a function as a CA results in a decision that the performance of the function by <u>military personnel</u> is not required. It will be studied as an "all civilian" organization. If study results in in-house performance, military personnel will be replaced by civilian employees.	P. 3. Exclusion: If a civilian could not teach a course.
4. Government operation authorized under one of the following conditions: a. No satisfactory commercial source available; b. National Defense; or c. Lower cost.	P. 4.
5. Exclusion from CA because of overriding National Defense requirements should consider: a. Mobilization requirements; b. Exclusive military training requirements; and c. Military rotation base requirements.	P. 5. Justification requires detailed explanation of why commercial source cannot supply.

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EXCLUSION FACTOR

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6. May exclude from CA if use of commercial sources would cause an unacceptable delay or disruption of an essential program.

P. 6. This is not meant to be a catch-all exclusion and will be difficult to prove factually.

7. Criteria for military essential positions include direct combat support duties, maintenance of favorable overseas rotation base, career progression requirements, or positions which must be manned by Navy military or civilians because of inherent management responsibilities.

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APPENDIX C

INSTRUCTIONS, DIRECTIVES, AND OTHER REFERENCES
PERTINENT TO TAEG METHODOLOGY FOR EXCLUSION OF
TRAINING COURSES FROM CA STUDY

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APPENDIX C

INSTRUCTIONS, DIRECTIVES, AND OTHER REFERENCES PERTINENT TO TAEG METHODOLOGY FOR EXCLUSION OF TRAINING COURSES FROM CA STUDY

<u>Number</u>	<u>Date</u>	<u>Title</u>
OMB A-76	29 March 1979	Office of Management and Budget Circular No. A-76 Policies for Acquiring Commercial or Industrial Products and Services Needed by the Government
OFPP No. 4	October 1980	Office of Federal Procurement Policy, A Guide for Writing and Administering Performance Statements of Work for Service Contracts
DODINST 4100.334	April 1980	DOD In-House vs. Contract Commercial and Industrial Activities Cost Comparison Handbook (Assistant Secretary, Defense Manpower, Reserve Affairs, Logistics)
DODINST 4100.15	4 February 1980	Department of Defense Directive, Commercial and Industrial Type Activities
DODINST 4100.33	25 February 1980	Department of Defense Instruction ASD(MRA&L), Operation of Commercial and Industrial Type Activities
OPNAVINST 4860.6C	5 February 1982	Navy Commercial Activities (CA) Program
	18 May 1982	CNO letter serial 113C3/368762 of 18 May 1982 to CNET; subject: Mobilization Training Requirements
CNETSTAFFINST 4080.1	5 January 1982	CNET Staff Instruction 4080.1; Staff Mobilization Plan
CNETSTAFFINST 5310.1B	11 May 1982	CNET Staff Instruction 5310.1B; Position Management Program (Code N-75)
CNETINST 5310.1D	22 February 1982	CNET Instruction 5310.1D; Position Management Program (Code N-75)

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Title. Better Controls Needed in Reviewing Selection of In-House or Contract Performance of Support Activities. Comptroller General Report to U.S. Congress, 17 March 1972.

Subject. Traces OMB Circular A-76 from when originally issued on 3 March 1966.

Content Significance. Discussion of unsupported explanations of military installations for continuing in-house performance of functions. Discussion of significant functions not presently under review for inclusion in the OMB Circular A-76 and their associated DOD implementing instructions. Descriptions are included of the problems six military installations had in meeting the schedule and/or requirements of OMB A-76, DOD Directive 4100.15 and DOD Instruction 4100.33 program in each functional code area. Major circumstance codes for each problem were identified; i.e., (1) contracting delays, (2) readiness and support, (3) commercial source unavailable, and (4) cost.

Specific recommendations made by GAO to improve the OMB A-76 program implementation areas (9) are included to improve the quality and tighten the management of the program. The DOD Instruction 4100.33 was revised. Prompt reconsideration of unsupported justifications for in-house performance. Additional quality and timeliness to be given to reviews being performed. Special steps taken to develop training course for personnel engaged in commercial activities program.

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Title. The Extension of Standard Army Logistics System by Contract.

Subject. Relates methods of procurement and types of contracts associated with system extension requirements made possible through policies such as OMB Circular A-76. Analyzes industry's ability to respond to these requirements. Includes development of a guide for the preparation of statement of work for extension of Standard Army Logistic System to be used in planning, organizing, and writing such statements of work when contractors are used to extend the system.

Content Significance. This type of requirement has not previously existed. There was no advanced procurement planning on subject. There were no Military Specifications on subject. There were no specific evaluation criteria established for this type contract. Contract must be written in such a way as to avoid "personal services" type restrictions of ASPR. There was a lack of specific regulatory guidance on "how to" write a statement of work for a non-personal type service contract. Requirement of complex solicitation that would attract industry-wide response.

DOD Directive 4100.15 and DOD Instruction 4100.33 providing implementing instructions for OMB Circular A-76 analyzed. ASPR studied to differentiate between supply and services type contract. AR 235-5 studied for scope of management of resources of Commercial-Industrial type functions. TRADOC Regulations 715-1, TRADOC Procurement Instruction, applicable to USALOGC requirements for service contracts analyzed.

Major conclusion is it is feasible to extend Standard Army Logistic System by contract. Potential problems revealed in evaluation of USALOGC capabilities, special factors bearing on the problem: (1) method of procurement, (2) type of contractual arrangement, (3) industry's ability to interpret the requirement, can be resolved through development of an adequate and descriptive statement of work, considered to be the single most important step in the procurement process.

Recommendations: (1) Department of Army should publish such a guide, (2) USALOGC should use such a guide for Statements of Work for future contracts, (3) USALOGC should initiate action to develop a source of contractual support within existing Army channels for extension of Standard Army Logistic System.

Guidebook for SOW is enclosure to report.

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Title. Contracting Out - Living with the Decision.

Subject. Examines problems encountered by financial managers, after economic analysis of OMB A-76 has been performed, evaluated, and decision made to contract out function(s). Leadership and Management Development Center, Air University, USAF, Maxwell AFB, Alabama. July 1979.

Content Significance. Problems concerned with: (1) writing the specifications for the contract, (2) type of contract, (3) pricing modifications, (4) accountability, (5) level of effort and auditing capabilities. Discussion addresses some of the disadvantages and problems encountered at the field level in contracting out the functions.

Author was budget officer at a new Navy installation at which 85 percent of functions were contracted out to a single contractor under an umbrella type contract for: (1) security services, (2) fire protection services, (3) refuse collection and disposal services, (4) grounds maintenance, (5) steam and compressed air system, (6) custodial services, (7) electrical distribution system, (8) sewage system, (9) telephone system, (10) building and structure maintenance and repair, (11) vehicles and equipment maintenance, (12) motor vehicle operations.

Problems include: (1) stating all your requirements in the contract specification, (2) negotiating changes and modifications later, (3) type of contract based on anticipated situation in terms of dynamic and changing variables, responsiveness, flexibility, or previous experience gained under similar contracts with known magnitude of effort required by contractor, (4) method in which contract is obligated upon inception and expensed.

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Title. Service Contracting: A Search for Simplicity.

Subject. Sequential review of service contracting made of Navy Comptroller Manual, Defense Acquisition Regulations, legal counsel opinions, Comptroller Decision, Congressional Hearings, the Appropriation Acts, and Service Contract Act of 1965.

Content Significance. Details of 1978 services contract case concerning appropriateness and legality of contracting services for a period of more than 1 year; can service contract cross fiscal years, and can a service contract be financed across fiscal years citing a single annual appropriation?

Problems identified not of law, but interpretation and resulting confusing regulations and implementing guidance based not on the law but the opinions and interpretation of others; i.e., dichotomous views and confused guidance.

Financial and contractual regulations should be used accurately and without interpretation. Where exceptions exist or questions arise, Navy policy should be established on: (a) Congressional intent, (b) court rulings, (c) Comptroller General decisions, (d) legal counsel opinions, (e) audit findings.

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Title. Competing for Contractor Support Services.

Subject. Examination of problems inherent in competing for contractor support services and recommendations to improve contracting process to increase competition for these services.

Content Significance. Information obtained from contracting officers, contractors, engineers, military line officers and staff managers, lawyers and policy makers. Scope of report: limited to the discussion of contracting out for contracting support from the time the contracting officer is aware of the need to contract out; i.e., after decision has been made by line management to contract out, until award. Contract administration not within scope. Implementation of Commercial/Industrial (C/I) Activities Program under revised OMB A-76 also beyond scope of report.

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Title. Funding for Service Contracts Crossing Fiscal Years - An ATC Problem.

Subject. Report deals with guidance provided by USAF AF/RDCI in paragraph 8i(2), AFR 170-8 regarding extension of such contracts across fiscal year using appropriate funds.

Service contracts of concern include: Base Civil Engineering Support, Base House Administration, Motor Vehicle Operation and Maintenance, Custodial Services, Aircraft Refueling and Defueling, Laundry Services, Photographic Services, Food Service, Refuse Collection and Disposal, Bus Transportation, Audiovisual Service, Simulator Maintenance, Appliance Maintenance/Repair, Aircraft Maintenance.

Content Significance. Two considerations regarding policy from OMB Bulletin A-76.

1. Those functions that are inherently governmental in nature and must be performed by government personnel.
2. Relative cost between in-house performance and reliance on private commercial sources.

Problems

1. Lump sum contracts must be funded entirely with funds for fiscal years in which performance begins. (Ref: AFM 170-8, paragraph 8i(2).) Approximately 150 contracts are involved. Completion dates are staggered over the 12 months of the year. Funding for each contract would have to be computed separately because of different ending dates. Significant additional man-hour requirements.

2. Monitoring expenses against obligations would have to be done individually for 150 contracts; should be done monthly. Would create man-hour requirement problem.

3. Service contract funding management with contracts with options that will result in performance of services during several consecutive fiscal years. Reference: AFM 110-9, paragraph 9-4C(4)(a); DAR 22-187 (iii); DAR 1-318(b); DAR 7-104.91(b).

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Title. Department of the Air Force, Headquarters Air Force Audit Agency, Norton Air Force Base, California 92409.

Subject. Management of Services Contracts in the Pacific Air Force.

Content Significance. Report to Secretary of the Air Force from J. H. Stolaraw, Air Force Auditor General, summarizing results of the evaluation of service contracts in PACAF. Value exceeded \$65 million in 1980; \$10 million additional managed by U.S. Army for Air Force activities in Korea.

Report also includes recommendations for improving quality assurance over contracts.

Real property maintenance, utilities, and transportation are examples of types of services purchased.

Overall Evaluation

Contract surveillance personnel not adequately evaluating contractor performance or receiving adequate supervision. AF not protected from contractor overcharges or receiving full value for service purchased.

Issues

PACAF Quality Assurance Evaluation Program. Weaknesses in areas of functional inspections, contracting center revisions, training, and administration of contracts written for other DOD activities.

Contract Surveillance in Korea. Surveillance ineffective. AF not sufficiently protected from losses incurred through contractor overcharges or misappropriation of Government property. Closer coordination between using activities and contracting officer needed.

Details of inspections of services, quality assurance plans, tests of contractor performance, and weaknesses in areas of contract surveillance, supervisory and contracting center reviews, training, and administration of contracts written for other DOD activities are discussed in detail in subsequent parts of report.

Activities: Headquarters PACAF, Hickam; 13th AF, Clark AB, RP; 15th Air Base Wing, Hickam AFB, HI; 18th Tac Fighter Wing, Kadena AFB, JA; 51st Composite Wing, Osan AB, KR; 475th Air Base Wing, Yokota AB, JA.

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Title. U.S. GAO, Procurement, Logistics, and Readiness Division report to Representative Doug Barnard of 1 April 1981.

Subject. Army's contracting out of Installation and Support Functions at Ft. Gordan, Georgia.

Content Significance. Review of contracting processes of subject functions --requested by Representative Barnard and earlier request of former Congressman Dawson Mathis.

Army compared cost of doing work in-house with cost of contracting out for the 19 installation and support functions, including maintenance, supply and service, transportation, and housing.

Result of January 1980 analysis--Army would save Government \$32 million over 58-month period or \$6.6 million annually.

Army subsequently awarded two contracts for support functions, including 2-month phase period, a 1-month full performance period, and provisions for negotiated options during fiscal years 1981 through 1988.

Identify the significant errors in development of the estimated in-house costs of procurement.

Steps in analysis:

1. Reviewed A-76 and its Cost Comparison Handbook
2. Reviewed detailed scheduled supporting study results
3. Reviewed results of Army Audit Agency's reviews of study
4. Reviewed Army's method of computing contract administration costs.

Results of review.

Cost Comparisons Analysis. Identified need for several adjustments to cost comparison, but still believe contracting out is more economical and will result in annual savings of \$5.7 million. Cost comparison results in enclosure.

Analysis of AFGE Union Allegations. Generally charges about incorrect cost comparisons not substantiated.

Effect on Civilian Employees. 98 lost jobs; some were transferred or retired. 133 temporarily lost jobs. Contractors showed need for 1,000 employment opportunities in area. 79 of 98 who lost jobs, offered employment with contractors.

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APPENDIX D

CA REVIEW EXCLUSION ISSUES FROM THE LITERATURE

The results of a Commercial Activities literature search in support of the development of a NAVEDTRACOM training course exclusion methodology are presented in this appendix. Eight documents relevant to this issue are summarized. They are organized by title, subject area, and content significance.

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APPENDIX D

CA REVIEW EXCLUSION ISSUES FROM THE LITERATURE

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<u>Number</u>	<u>Date</u>	<u>Title</u>
CNET Letter Code N-6A	11 March 1982	CNET letter Code N-6A to Director, TAEG; Commercial Activities Program Study Tasking
CNO Msg 052253Z	5 February 1982	CNO message, Sea-Shore Rotation
TAEG Work Assignment 1092	15 March 1982	CA RVW U300/U400 Navy Wide PWS NAVEDTRACOM Commercial Activities Information Pamphlet
CNET Letter Code N-6A	7 July 1982	CNET letter Code N-6A of 7 July 1982 to CNTECHTRA (concerned with CA program; give TAEG full support)
CNTECHTRA Letter Code N-212	2 June 1982	CNTECHTRA letter Code N-212 to CNET Code N-6A (reply to letter above)
NAVPERS 18068		Navy Enlisted Manpower and Personnel Classifications and Occupational Standards
CNETINST 5260.1	17 February 1977	CNET CMI Implementation Plan
CO SSC NTC Orlando letter	9 March 1981	Commanding Officer, Service School Command, Naval Training Center, Orlando letter 02/F2D336 1500 to CNTECHTRA Code N-212; Contracting Out Initiatives, comments concerning

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<u>Number</u>	<u>Date</u>	<u>Title</u>
OPNAVINST 5310.12E	12 June 1981	OPNAV Instruction 5310.12E, Schema for Staffing Standards Development Study Process with Work Center Staffing Standards Report Format
CNETINST 5321.1	10 May 1978	CNET Instruction 5321.1 of 10 May 1982, Staff Personnel and Allocation System (SPAAS) (CNET Code N-731)
CNTECHTRAINST 5453.2	15 September 1980	CNTECHTRA Instruction 5453.2 of 15 September 1980, Recommended Standard Organization and Regulations Manual (SORM) for the Integrated Training Battalion (CNTECHTRA Code N-31)
NAVTRAEQUIPCENINST 4200.8	2 August 1982	Naval Training Equipment Center Instruction 4200.8 of 2 August 1982, Contractor Support Services (Code N-6)
CNO Msg 071527Z	7 October 1981	Chief of Naval Operations Tasking to Chief of Naval Education and Training Command on Commercial Activities Program Review of Training Functions, Training Development and Support
TAEG Report 13-1	December 1974	Commercial Contract Training
TAEG Report 22-1	June 1975	Analyzing Commercial Contract Training for Marine Corps (Phase II)
TAEG Report 22-2	June 1975	Commercial Contract Training for Marine Corps
CNET Msg 090115Z	9 October 1981	Commercial Activities Program (NOTAL)
CNET Letter Code N-221	28 July 1978	Chief of Naval Education and Training letter Code N-221 of 28 July 1978
CNETINST 5450.40A	22 January 1982	Commercial Activities Program Detachment at Saufley Field, Pensacola, FL; establishment of, mission and functions

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<u>Number</u>	<u>Date</u>	<u>Title</u>
CNETSTAFF INST 5400.16	12 November 1981	CNET Staff Instruction 5400.16 Chief of Naval Education and Training Staff Organization Manual
MIL-STD 1379B	18 February 1981	Military Standard, Contract Training Programs
OMB Circular A-76	30 March 1982	Draft Revision of Office of Manage- ment and Budget Circular A-76; Policies and Procedures for Acquiring Commercial Products and Services Needed by the Government
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CNET Letter Code N-22	31 August 1978	CNET letter Code N-22 of 31 August 1978 to CNO OP-992; Defense Audit Service Draft Report on Review of Use of Contractors for Specialized Skill Training (Project #8AB-072)
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	6 October 1981	Department of the Army letter, subject: Revision of U-Series Functional Codes for Commercial Activities

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APPENDIX E

COMMERCIAL ACTIVITIES
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IC "A"	ICCM(SS) Westover ICC Hayes	4351 4351
DP "A"	DPC Todd 0800-0330 DPC Potter after 0930	3955 3955
BE/E	EWCM Jackson DSCS Nabity ETC Benson	5554 5554
JOBS	YNCM Ferris	4544
PM "A"	MLCS Paul	5647
ML "A"	MLCS Paul	5647
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APPENDIX F

TYPICAL TRAINING COURSE
OPERATIONAL FUNCTIONS

APPENDIX F
TYPICAL TRAINING COURSE OPERATIONAL FUNCTIONS

1. INSTRUCTIONAL	Special requirements for providing or controlling the learning environment by means of the medium of instruction and/or instructional resources that must be provided by military personnel. Teaching or training in content area or skill acquisition. Generate, simulate and calculate information as a learning resource in facilitating complex learning and problem solving; e.g., concepts. Teach complex operating system on equipment procedures through simulation of actual equipment or some processes and systems.
Formal classroom Laboratory	
Operational equipment/training devices	
2. MANAGEMENT	Special requirements for communication/coordination of information and activities critical to the implementation and/or evaluation of instruction must be provided by military personnel. Abilities, aptitudes, skills considered in making decisions about remediation, course assignments, etc. Precourse or within course collection, storage, organization of information remediation tasks course alternatives, counseling. Educational training sequences decision making; based on predictions statistically derived from diagnostic measures. On course objectives; providing larger number of tests on smaller units of instruction; test forms, criteria, scoring. Forecasting through course; lesson/course completion estimates; initial vs. predicted; identification of student problems. Class/individual progress reports; presenting positive, negative incentives for motivation; e.g., scheduling and presenting. Students, instructor activities, instructional resources for course to operate at maximum efficiency; entries, instructional interactions, performance evaluation, outprocessing activities.
Learning prescriptions	Scheduling for a variety of purposes. Specific topics, discussion, demonstration of equipment. Identifying homogenous groups of students based on their capabilities and progress to schedule meetings: special lectures, demonstrations, discussion. Identifying problem students either by precourse testing or poor course performance. Evaluating student skills; scheduling of.
Student testing and feedback	Assign students to different types based on individual student characteristics, preferences, course progress, resource availability, monitoring and reporting on utilization of resources. Arranging time and place for final examination, scheduling next course, arranging transfer of student records. Collecting, storing, processing, reporting course data.
Student/class progress management	Class reports (daily/weekly), names, ages, ranks and specialization, attendance records, current status, ID of students in need of special attention. Instructor evaluation, cost-effectiveness studies, structuring organizational hierarchies; input quality and quantity, current enrollment; use of instructional resources, instructor performance as function of number of students and their course performance.
Student/class feedback and motivation	Special requirements for instructional materials design and development, research and evaluation and/or within-course or intra-/inter-school/command communication that must be provided by military personnel.
Student/class scheduling	ISD, IPDC coordination of team approach involving course author, SME, instructional design expert, computer programmer in same environment.
Instructor-student interactions	
Individual instruction	
Small group interaction	
Guidance and counseling	
Performance evaluation	
Scheduling of instructional resources	
Out-processing activities	
Record keeping and reporting	
Instructor	
Administrator/management	
3. SUPPORT	
Instructional materials design and development	
Tests	
On-line course materials	
Off-line course materials	

TYPICAL TRAINING COURSE OPERATIONAL FUNCTIONS (continued)¹

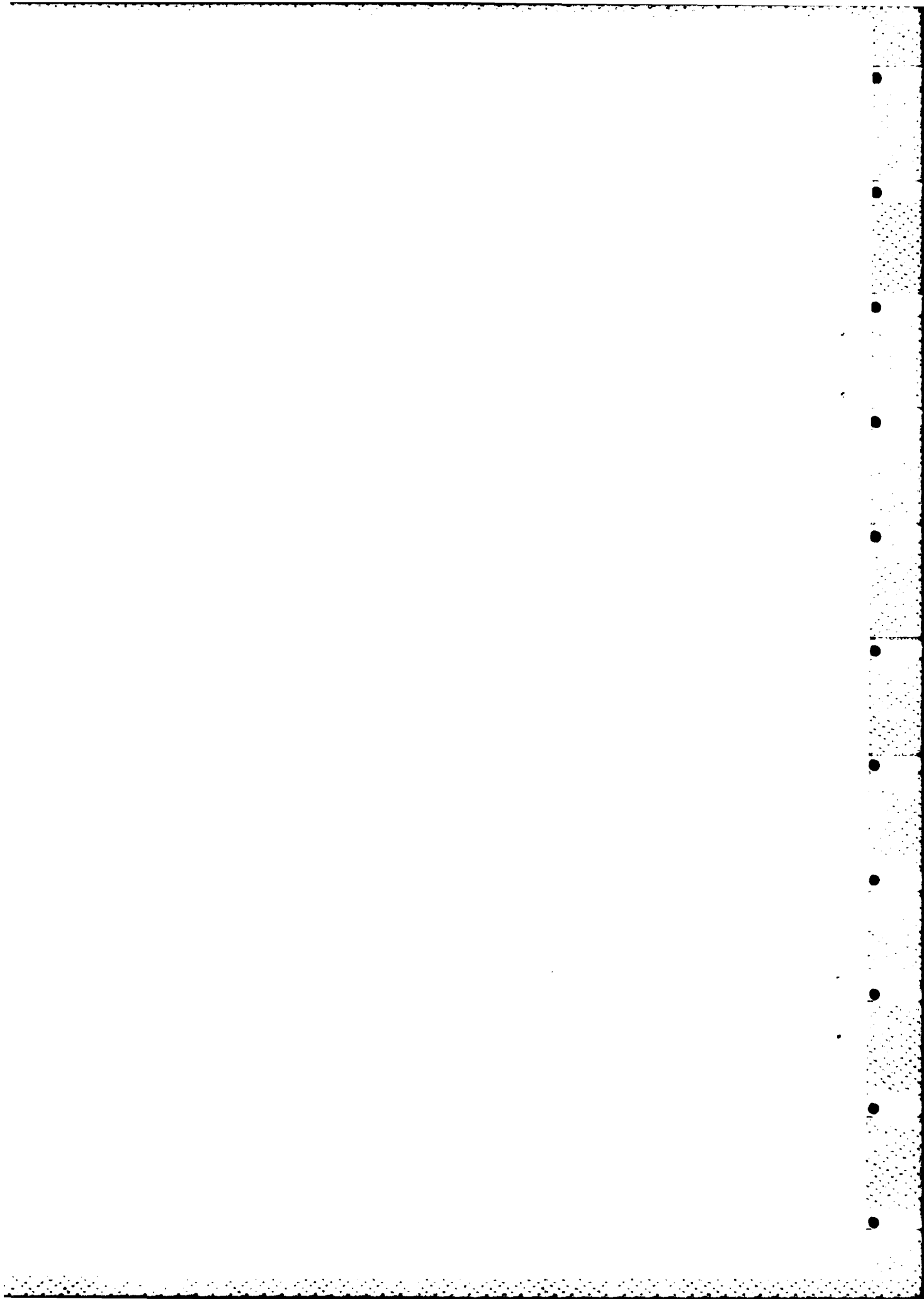
Research and evaluation	Student and instructor performance, course materials.
Test items	Collection and analysis of different measures of student performance: e.g., discrimination, mastery criteria, % students answering questions correctly, % selecting each alternative, nature of errors on constructed response answers, item/total score correlations, mean standard deviations, various reliability coefficients for test items concerned with each objective, lesson, total course.
Instructional materials	Times to complete, student ratings concerning interest and instructional values of various instructional materials/activities, effectiveness of remediation activity, open-ended student comments on instruction/materials/activity.
Type of instruction	Use of various student performance and attitude measures to evaluate instructional approach success, changes, innovation. Identifying specific student characteristics that interact best with particular instructional procedures; e.g., intellectual ability, cognitive style, personality as predictor variables or student performances.
Aptitude-treatment interactions	
Communication	
Within course	Course notices, announcements, surveys of student attitudes toward course.
Intra school/command	Accumulate and process student records and performance in all courses, distribute information. Exchange or sharing of resources.
Inter school/command	Exchange and sharing of materials, resources based on similar instructional objectives.

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ANNEX TO APPENDIX F

The following list presents representative military duties that a training course instructor might be assigned in conjunction with his/her formal instructional duties.

1. Career counseling to student
2. Drug and alcoholic abuse counseling; including taking urine analysis samples, holding courts
3. 3 M coordination for unit; i.e., ensure the 3 M program is conducted properly
4. Supply functions
5. Drill petty officer, deck petty officer duties
6. Casualty assistance officer
7. Funeral details
8. Military gate guard (in some courses, up to E-6 stand NTC roving patrol)
9. Security augmentation watches
10. Security augmentation group watches
11. Line of duty investigations - to determine another leave on VA; protect government against suit
12. Building field day supervision
13. Investigation of (UCMJ) reports of offense
14. Academic continuation board representative
15. Student special request chit eligibility determination
16. Instructor training and in-service programs
17. Review exportable training packages
18. Respond to fleet QRC requirements; including exportable training courses
19. Instructor cross-utilization under unusual circumstances
20. Participate as observers, judges in fleet training exercises
21. Members of off-site mobile training teams
22. Review tactical publications and externally-developed training materials
23. Participate as members in NTP conferences
24. Participate as members of training device user and fleet project teams
25. Prepare level 2 feedback system reports including curriculum objectives, personnel skill profiles, and feedback analyses
26. Regimental duty officer (RDO), barracks duty officer (BDO), duty chief master at arms (DCMA), and officer of the day (OOD) watches



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CO, TRARON TWO THREE
CO, TRARON TWO FOUR
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