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**INTEGRATION OF THE ARMY NATIONAL GUARD INTO THE
ARMY ACQUISITION CORPS: FUTURE PROSPECTIVE**

BY

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USAWC STRATEGY RESEARCH PROJECT

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ABSTRACT

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As the Army transitions in the 21st Century, a totally integrated Acquisition Corps will emerge. Integration of acquisition DA civilians, Active Duty military, the U.S. Army Reserve (USAR), and Army National Guard (ARNG) into a single integrated Army Acquisition Corps is currently underway. This report explores the integration of the ARNG into the Army Acquisition Corps and examines the unique challenges including the means for qualifying National Guard officers. The Army Acquisition Corps' vision, goals, and objectives are discussed, as well as, how the National Guard appropriately fits into the Acquisition Career Field. The report identifies the key features of the totally integrated Acquisition Corps that will enable the Acquisition Corps to achieve its goals and objectives. Furthermore, the report explores areas of participation and the levels of participation by Active Guard & Reserve, National Guard Technicians, and National Guard Traditional Guardsmen. Key aspects of developing this integrated workforce are examined considering the different governing laws, such as, soldiers serving under Title 10 verses Title 32. Finally, the report attempts to map-out the road ahead for the National Guard to become a viable and successful component of the Army Acquisition Corps.

TABLE OF CONTENTS

ABSTRACT.....	ii
LIST OF ILLUSTRATIONS	v
LIST OF TABLES.....	vi
INTEGRATION OF THE ARMY NATIONAL GUARD INTO THE ARMY ACQUISITION CORPS: FUTURE PROSPECTIVE.....	1
INTRODUCTION	1
THE ARMY NATIONAL GUARD.....	4
BACKGROUND	4
MISSION	4
ORGANIZATION.....	5
<i>FULL-TIME SUPPORT</i>	7
<i>TRADITIONAL GUARDSMAN</i>	7
<i>STATE EMPLOYEES</i>	8
REVIEW OF PREVIOUS RESEARCH AND CURRENT STATUS.....	8
ACQUISITION CAREER FIELDS	10
INTEGRATION PROCESS MANAGEMENT.....	12
NATIONAL GUARD AAW MANAGEMENT.....	13
NATIONAL GUARD AAW IDENTIFICATION	16
CERTIFICATION PROCESS	18
ACQUISITION PROGRAM MANAGEMENT	20
CONTINGENCY CONTRACTING.....	21
FUTURE PROSPECTIVE AND RECOMMENDATIONS.....	22
ACQUISITION CAREER FIELDS	22
INTEGRATION PROCESS MANAGEMENT.....	23
NATIONAL GUARD AAW MANAGEMENT.....	24

NATIONAL GUARD AAW IDENTIFICATION	27
CERTIFICATION PROCESS	27
ACQUISITION PROGRAM MANAGEMENT	28
CONTINGENCY CONTRACTING.....	29
CONCLUSION.....	29
ENDNOTES.....	31
BIBLIOGRAPHY	36

LIST OF ILLUSTRATIONS

FIGURE 1. ARMY FORCE STRUCTURE COMPOSITION FY00.....	6
FIGURE 2. ACQUISITION CAREER FIELDS AND POSITION CATEGORIES.....	10
FIGURE 3. ARNG ACQUISITION BRANCH ORGANIZATION	15
FIGURE 4. FORCE MODERNIZATION ACQUISITION CELL ORGANIZATION.....	24
FIGURE 5. ARMY ACQUISITION CORPS VISION.....	30

LIST OF TABLES

TABLE 1. DISTRIBUTION OF THE 60 TITLE 10 POSITIONS.....	14
TABLE 2. PHASED MANNING PLAN FOR 60 TITLE 10 POSITIONS.....	14

INTEGRATION OF THE ARMY NATIONAL GUARD INTO THE ARMY ACQUISITION CORPS: FUTURE PROSPECTIVE

INTRODUCTION

As we enter the 21st Century, the United States Army is arguably experiencing the greatest rate of change and innovation in its history. The post-Cold War period is nearly a decade old, and we find ourselves facing new forces of terror with greater instability throughout the world.¹ These new forces of terror and instability are threatening to erode the peace that our allies and we have so carefully crafted and maintained.

As evidence that we are currently facing a new set of threats, we need only to examine recent events. The terrorists' bombings of the U.S. Embassies in Kenya and Tanzania; the North Korean and Iranian ballistic missile launches; the nuclear tests in India and Pakistan; the growing proliferation of low-cost cruise missiles; the atrocities in Kosovo; and sophisticated cyber attacks on U.S. Department of Defense (DoD) computer systems, are only a few of the recent events that reflect the nature of the changing and growing threats.²

The DoD and other agencies have proposed significant changes to the Army's force structure in response to the changing global threats and national security environment. Several reviews of force structure and force readiness have been conducted, including the congressionally mandated Quadrennial Defense Review (QDR) and the subsequent National Defense Panel (NDP) report. The NDP report, titled "Transforming Defense National Security in the 21st Century," focuses on long-term challenges facing U.S. national security and homeland defense. To meet these challenges the NDP recommends a broad transformation of military and national security structures, operational concepts, and new equipment. Furthermore, the report calls for a fully integrated "total" force with a common culture that engenders unity of thought and action.³

In response to these recommendations and new threats, the Army is reshaping the force at a faster pace than ever before, with its goal being to keep the Army the preeminent land war-fighting force in the World for the 21st Century.⁴ The integration of the Army's Active Component (AC) and Reserve Components (RC) is one of the most important reshaping issues confronting the Army today. The RC of the U.S. Army consists of the U.S. Army Reserve (USAR) and the Army National Guard (ARNG). The Army must successfully integrate the resources and capabilities of the USAR and ARNG into "The Army," in order to meet future requirements and missions.⁵ To accomplish this, General Eric K. Shinseki, the new Army Chief of Staff (CSA), presented his goal to reshape the Army for the 21st Century in his Statement of Intent on June 23, 1999. The CSA's objectives for successfully achieving his goal are as follows:

- Increasing strategic responsiveness
- Developing a clear long-term strategy to improve operational jointness and to implement the goals of Joint Vision 2010
- Developing leaders for joint warfighting as well as change
- Completing the full integration of the Active and Reserve Components
- Manning our warfighting units
- Providing for the well-being of soldiers, civilians, and family members⁶

General Shinseki captured the desired end-state of future changes within the Army when he said, "We are The Army – totally integrated into a oneness of purpose – no longer the Total Army, no longer The One Army. We are The Army, and we will march into the 21st Century as The Army. We acknowledge the components and their varying organizational strengths. We will work to structure The Army accordingly."⁷ Within the CSA's Statement of Intent, he sets forth the need to make the Army strategically responsive. This includes development of a

modernization and procurement strategy, in order to provide a force capable of defeating future threats and to improve operational jointness as set forth in the Joint Vision 2010 goals.⁸

There are obstacles that must be overcome to successfully reshape the Army for the 21st Century. One such obstacle is the apparent disconnect in the current allocation of fiscal resources among the services. The fiscal resource allocations among the Army, Navy, and Air Force are out of alignment with the mission workload. Recently, tensions among the Services have heightened as the fight for scarce fiscal resources in Washington escalates. To strengthen the Army's position, the AC, USAR, and ARNG are pooling their political influence in an attempt to obtain resources that better reflect the mission workload. This resource allocation issue is serving to further increase the dependency among the Army's components, while capitalizing on the capabilities and talents existing in each.⁹

The National Guard in its effort of furthering this integration has adopted the slogan, "One Team – One Fight – One Future," which translates to "The Army." More than just a slogan, these words reflect three ideas at the core of the efforts to create a single, seamless 21st Century force, capable of supporting America's national military strategy. The Army components must be supported, resourced, and modernized as a single and completely integrated team. This team must function and fight together as "The Army," with each component of the team sharing in the duties and responsibilities of the Nation's defense. More importantly, the team must draw on the knowledge, expertise, and wisdom of senior leaders, from across the force, to make the right decisions to prepare the Army to meet America's future national security needs.¹⁰

One major area of integration and reform is in the Army Acquisition Corps (AAC). Integration of the RC into the AAC is an important step toward achieving a seamless, professional, acquisition workforce. The Defense Acquisition Workforce Improvement Act (DAWIA) was enacted in November 1990, to build a more professional DoD acquisition

workforce through the establishment of education, training, experience, and certification requirements. Under the regulations, which implemented this Act, the USAR and ARNG are identified as being within the Acquisition team.¹¹

This paper focuses on the integration of the ARNG into the Army Acquisition Corps. Specifically, it presents the background, mission, and organization of the ARNG. This paper reviews previous studies and provides the current status of the ARNG's integration efforts into the Acquisition Corps. It concludes with a future prospective and recommendations for achieving the goal of a single, seamless AAC.

THE ARMY NATIONAL GUARD

BACKGROUND

The ARNG predates the founding of our nation and the formation of a standing military by almost a century and a half. It is therefore, the oldest component of our country's armed forces. The first military units were organized by the Massachusetts Bay Colony in 1636. The National Guard was founded on the tradition that able-bodied citizens have a duty and responsibility to serve in the common defense of their community and nation. Since its founding, the National Guard has participated in every U.S. conflict from the Pequot War of 1637 through the current Bosnian peacekeeping operations.¹²

MISSION

The ARNG is an organization committed to the vision of being a mirror of the people of the United States and their values. This can be stated no clearer than it is in the National Guard's Vision Statement: "A relevant force...missioned across the spectrum of contingencies...structured and resourced to accomplish its missions...capable and accessible when called...with trained citizen-soldiers committed to preserving the timeless traditions and

values of service to our nation and communities.”¹³ With this vision, the ARNG has two roles and three broad missions. The first role of the ARNG is to serve as a part of the nation’s entire military force, and the second is to assist their respective states during emergency response and community support missions. Serving in these two roles, the ARNG has three missions: to participate in global security for the United States; to provide emergency response at the state level; and to give support to local community needs. The ARNG’s dual state and federal role is based on a Constitutional mandate. This unique relationship sets the National Guard apart from other military forces.¹⁴

Today, the ARNG is active at home and abroad. During Fiscal Year 1999, guardsmen deployed to more than 70 countries for missions and training. In addition to overseas deployments, the ARNG has supported numerous CONUS training exercises deploying over 20,000 Guardsmen in 1999. The ARNG also participates in an average of over 300 emergency response missions per year. The number and scope of missions continues to grow and expand as the AC becomes more and more dependent on the capabilities of the ARNG.¹⁵

ORGANIZATION

The National Guard Bureau (NGB) is located in Washington D.C. and is headed by a three-star General officer, appointed by the President and confirmed by the Senate. The Chief of the National Guard Bureau (CNGB) oversees both the Army and Air Guards in all 50 states and 4 territories. Additionally, the CNGB serves as the National Guard representative to the four-star level Commander’s Conference. Reporting to the CNGB are the Directors of the Army National Guard and of the Air Guard. The Director of the Army National Guard (DARNG) leads the ARNG Directorate and oversees the administration of the budgeted resources among all of the ARNG structure. However, the DARNG does not exercise command and control over the military departments and units within the states and territories. The Governor of a state is the

Commander-in-Chief of the state's National Guard if the units are not federalized. Upon federalization of the National Guard, the President of the United States becomes the Commander-in-Chief. In each of the states, territories, and the District of Columbia, National Guard units fall under the command and control of The Adjutant General (TAG). The Governor or Senior Executive of the state or territory appoints The Adjutant General. The TAG is the head of the National Guard State Area Command (STARAC). The primary mission of the STARAC is to provide trained and ready units capable of performing their federal and state military missions.¹⁶

The ARNG consists of units throughout the 50 states and the 4 territories. The ARNG is the largest Major Area Command (MACOM) with 3,166 armories and approximately 16,000 maintenance, training, and aviation facilities. The majority of these Guard installations are partially or wholly supported by the states, resulting in a substantial cost avoidance for the federal government.¹⁷

The composition of the ARNG reflects a balanced force structure of Combat, Combat Support (CS), and Combat Service Support (CSS) units. Recent adjustments to the Guard's force structure have been driven by the Division Redesign Initiative and the implementation of the ARNG/AC integrated divisions. Currently, of the Army's total force, the ARNG composes 54 percent of combat forces, 46 percent of CS forces, and 32 percent of CSS forces, as reflected in Figure 1.

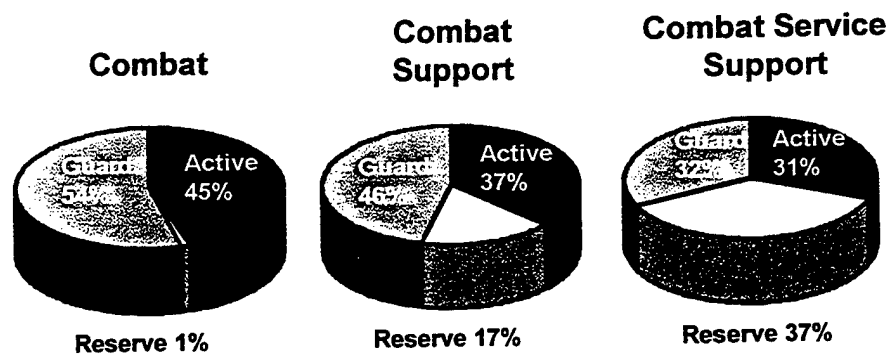


FIGURE 1. ARMY FORCE STRUCTURE COMPOSITION FY00.¹⁸

As of March 2000, the ARNG had 350,198 soldiers in service across all states and territories. The vast majority of these serve in a part-time capacity or otherwise known as "Traditional Guardsmen" under Title 32, United States Code. Title 32 is the law governing the organization of the National Guard. This law also regulates the service of the guardsmen within each state, when the guardsmen are not serving in federal active duty status. There are also full-time, Active Guard and Reserve (AGR) soldiers serving at the state and federal levels. Military technicians and state civilian employees are also critical components of the ARNG structure in each state.¹⁹

FULL-TIME SUPPORT

The Full-Time Support (FTS) ARNG personnel represent a cadre of AGR and Military technicians who accomplish the day-to-day administration, recruitment, training, and maintenance for ARNG units. At the state level, AGR soldiers serve in the individual military departments of each state and territory under title 32, United States Code. Title 32 AGR soldiers serve within each state or territory at the convenience of TAG. Under the provisions of Title 10, United States Code, AGR soldiers serve in federal positions at the National Guard headquarters and other active army major commands. Both Title 32 and Title 10 AGR soldiers receive pay and benefits equal to an active duty military member. AGR soldiers are restricted to serving 20 years unless an individual waiver, to extend the length of service, is approved. Military technicians are civil service employees, which are required to be military members of the ARNG in the state they support.²⁰

TRADITIONAL GUARDSMAN

Traditional Guardsmen comprise approximately 87 percent of the ARNG end-strength. These soldiers usually have civilian jobs as their primary careers but also serve their country as

members of the National Guard. As Traditional Guardsmen, they are required to attend 48 Inactive Duty for Training (IDT) periods and one 14-day Annual Training (AT) period per year.²¹

STATE EMPLOYEES

State employees also fill critical positions in the State Military Department, including some of those that are acquisition related. State employees, working in the State Military Department, are funded by the state in which they work; and they do not have any military or federal service affiliation. In the purest sense, these are state government employees hired to augment the military workforce of the State's Military Department.²²

Many of the FTS personnel, Traditional Guardsmen, and State Employees throughout the 54 states, territories, and District of Columbia are performing roles and functions that are inherently categorized as "acquisition functions," as defined by the DAWIA.²³ These personnel are the focus of the ARNG's efforts toward integration into the AAC. The identification of the acquisition positions, training, and certification of these personnel are required by the DAWIA. Achieving this goal will allow the AAC to gain additional capability, realize potential synergies, and create the desired seamless acquisition workforce. The potential outcome will result in the Acquisition Corps being able to better serve the needs of "The Army".

REVIEW OF PREVIOUS RESEARCH AND CURRENT STATUS

This section examines the information presented in two previous studies and provides the current status of the ARNG's integration into the AAC. To facilitate order and consistency, the review is conducted utilizing the following sub-sections:

ACQUISITION CAREER FIELDS

INTEGRATION PROCESS MANAGEMENT

NATIONAL GUARD AAW MANAGEMENT
NATIONAL GUARD AAW IDENTIFICATION
CERTIFICATION PROCESS
ACQUISITION PROGRAM MANAGEMENT
CONTINGENCY CONTRACTING

In 1997, Colonel Austin P. Omlie, United States Army and Lieutenant Colonel (P) Terry Council, Oklahoma Army National Guard completed a research paper entitled, "Requirements Assessment and Integration of the United States Army Reserve and the Army National Guard into the Army Acquisition Corps."²⁴ Omlie and Council's paper investigated the numerous aspects pertaining to the relative scope of acquisition-related activities and the requirements for the integration of the USAR and the ARNG into the AAC. They provided a detailed view of the origin of the Acquisition Corps and acquisition reform. They discussed the Defense Management Review (DMR), which led to the establishment of the Acquisition Corps in January 1989 and the DAWIA enacted by Congress on November 5, 1990. The DMR and DAWIA are presented as the base documents establishing the AAC and driving the reforms within Army acquisition. These documents represent a congressionally driven attempt to create a professional DoD acquisition workforce by establishing educational, training, and experience requirements. Omlie and Council's research was an excellent piece of work, thoroughly examining the process of the initial integration of the RC into the AAC.²⁵

In May 1998, as a follow on to Omlie and Council's research, Colonel Michael A. Gorman, South Dakota Army National Guard completed a research project entitled "Integration of the Army National Guard and Army Reserve Into the Army Acquisition Corps: The Next Step."²⁶ In his paper, Gorman reviewed the findings and recommendations made by Omlie and Council and provided an update on the RC's progress toward the integration into the AAC.

Both papers agree that the integration of the ARNG into the Army Acquisition Workforce (AAW) is progressing, however, challenges still remain. Specifically, both the Omlie and Council and the Gorman papers were concerned with problems of certification and funding for the training of the Traditional Guardsmen along with the management of the integration process in times of numerous business practice reforms within the Acquisition community.

ACQUISITION CAREER FIELDS

Omlie and Council reviewed the 12 acquisition career fields and 14 acquisition career positions referenced in DoD Instruction (DODI) 5000.58.²⁷ These are restated in Figure 2, as reflected in the Omlie and Council paper. Two of the career position categories, Program Management Oversight; and Education, Training, and Career Development are not career fields. Therefore, separate education, training, and experience standards are not established for these acquisition position categories in DoD 5000.52-M. Personnel working in these two

ACQUISITION CAREER FIELDS	ACQUISITION POSITION CATEGORIES
<ul style="list-style-type: none"> • PROGRAM MANAGEMENT • COMMUNICATIONS - COMPUTER SYSTEMS • CONTRACTING • PURCHASING • INDUSTRIAL PROPERTY MANAGEMENT • SYSTEMS PLANNING, RESEARCH DEVELOPMENT, AND ENGINEERING • TEST & EVALUATION ENGINEERING • MANUFACTURING AND PRODUCTION • QUALITY ASSURANCE • ACQUISITION LOGISTICS • BUSINESS, COST ESTIMATING, AND FINANCIAL MANAGEMENT • AUDITING 	<ul style="list-style-type: none"> • PROGRAM MANAGEMENT • COMMUNICATIONS - COMPUTER SYSTEMS • CONTRACTING • PURCHASING • INDUSTRIAL PROPERTY MANAGEMENT • SYSTEMS PLANNING, RESEARCH DEVELOPMENT, AND ENGINEERING • TEST & EVALUATION ENGINEERING • MANUFACTURING AND PRODUCTION • QUALITY ASSURANCE • ACQUISITION LOGISTICS • BUSINESS, COST ESTIMATING, AND FINANCIAL MANAGEMENT • AUDITING • PROGRAM MANAGEMENT OVERSIGHT* • EDUCATION, TRAINING, AND CAREER DEVELOPMENT*
<p>* Used only as position categories and cannot be used as personnel career fields.</p>	

FIGURE 2. ACQUISITION CAREER FIELDS AND POSITION CATEGORIES²⁸

acquisition position categories come from one of the other twelve acquisition career fields and must meet the career development requirements in the field from which they come. However, the career category of Education, Training, and Career Development may also have non-acquisition personnel assigned to support the function of this category. The ARNG is using these career fields, career position categories, and DODI 5000.58 to identify all acquisition positions and to develop a complete National Guard Acquisition Position List (NGPL).²⁹

Omlie and Council, as well as Gorman, discussed the three military AAC functional areas. At the time they published their papers, the functional areas (FA) were FA 51 – Research, Development and Acquisition; FA 53 – Systems Automation; and FA 97 – Contracting and Industrial Management. These functional areas are used to manage the training and career development for officers assigned to each respective area. However, both papers mentioned the planned consolidation of these functional areas into a single functional area, while having additional alpha identifiers depending on particular skill categories.³⁰

On 1 October 1999, the functional areas of FA 51, FA 53, and FA 97 were consolidated into a single functional area – FA 51 with 6 distinct skill identifiers. The original FA 51 was subdivided into three skill areas. These areas are FA 51A – Systems Development; FA 51S – Research and Engineering; and FA 51T – Test and Evaluation. FA 97 became FA 51C – Contracting and Industrial Management. FA 53 became FA 51R – Systems Automation Acquisition and Engineering. FA 51Z – Acquisition, was added as the capstone functional area identifier to be awarded to all fully qualified FA 51 Lieutenant Colonels and above. This consolidation into a single functional area may facilitate RC officer integration within the AAW/AAC and enhance competitiveness among the officers and their peers within the limitations of basic branch and unit affiliations in the ARNG.³¹

INTEGRATION PROCESS MANAGEMENT

In October 1996, a Process Action Team (PAT) was formed at the direction of the Director of the Army Acquisition Corps, LTG Ronald V. Hite. The PAT was established to review and provide recommendations for the establishment, integration, management, training, and utilization of RC AAW members. Members of the PAT represented all affected organizations.

Omlie and Council were concerned with the efficiency of the PAT team due to the frequent turnover of key PAT members. An additional concern was that all PAT members served in an additional duty status and were finding it hard to dedicate time to PAT duties. At the time of Omlie and Council's research, the PAT team had met only twice. The result of these PAT meetings was broad guidance for proceeding with the RC's AAW integration efforts.³²

Gorman also discussed the PAT in his research paper. Gorman stated that the PAT's charter was to develop initial guidance and to establish a management structure that would continue to implement integration initiatives. Gorman believed that the PAT was successful on both counts. He pointed out that the PAT was dissolved in late 1998 and that individual Integrated Process Teams (IPT) are being established to deal with specific issues as they arise.³³

Currently, the integration management process is found to be an effective means for supporting the implementation of integration initiatives. The individual IPTs have taken over the responsibilities previously performed by the PATs.³⁴ It appears that the individual IPTs will continue to be an effective means to bring the appropriate people together and solve specific integration issues as they arise.

NATIONAL GUARD AAW MANAGEMENT

Omlie and Council discussed the need for integrating key National Guard personnel into high-level AAW management positions. Specifically, they suggested the appointment of a senior officer within the Directorate of the Army National Guard to serve exclusively as the primary patron for day-to-day acquisition matters. This officer would report directly to the DARNG.³⁵ Omlie and Council also noted that the ARNG has assigned personnel management and career development oversight to the Principal Assistant Responsible for Contracting (PARC) located at the NGB.³⁶

Gorman presented an AAW management update as of May 1998. Gorman noted that the ARNG has made progress by assigning a senior officer (O-5) to the Army Acquisition Proponency Office. This officer works for the Director, Acquisition Career Management Office (ACMO) and is responsible for providing input for policy formulation affecting the ARNG. As of the time of Gorman's research, this officer was also responsible for ARNG acquisition personnel oversight, which included accessions and career management. Gorman noted that the Director of the ARNG had not yet appointed senior personnel within the NGB to provide exclusive day-to-day advocacy for the acquisition program as Omlie and Council recommended. However, Gorman concluded that progress is being made toward appointing an Acquisition Career Management Advocate (ACMA) within the NGB. At the time Gorman published his paper, the Principle Assistant Responsible for Contracting (PARC) at NGB was maintaining the database on ARNG contracting (FA 97) personnel. Gorman indicated that the database for FA 51 and FA 53 will be managed and maintained by the ARNG Proponency Officer located within the ACMO. However, Gorman's forecast did not materialize and various changes have occurred.³⁷

Since the publication of Gorman's paper, tremendous progress has been made in developing the management structure to support the ARNG acquisition workforce and its integration into the AAC. In April 1999, the DARNG approved the ARNG Acquisition

Implementation Plan.³⁸ This plan was designed to develop the management structure required to expedite the integration effort. The plan also set into motion many of the initiatives recommended in both the Omlie & Council and Gorman papers. A key element for the successful implementation of the plan is the funding authorization for 60 Title 10 personnel. The planned breakout of the 60 Title 10 positions is shown in Table 1.

Composition of 60 Title Requirements & Authorizations:	
10 - ARNG Acquisition Branch	
35 - PM Support	
5 - Force Modernization Acquisition Cell	
10 - Regional Acquisition Support	

TABLE 1. DISTRIBUTION OF THE 60 TITLE 10 POSITIONS³⁹

The first 12 of these positions were funded in FY00 and an additional 12 positions will be funded each year until the 60 positions are filled in FY04. The phased manning plan is presented in Table 2.

		Phases				
		FY00	FY01	FY02	FY03	FY04
Title 10	Acquisition Branch	5	3	2		
	Force Modernization AQ Cell	3	2			
	PM Support	2	4	5	12	12
	Regional Acquisition Support Cell	2	3	5		
	TOTAL	12	12	12	12	12

TABLE 2. PHASED MANNING PLAN FOR 60 TITLE 10 POSITIONS⁴⁰

Recently, the DARNG gained approval for a senior Department of the Army Civilian (GM-15), to serve as the ARNG ACMA. The ACMA will be located within the NGB with the primary responsibility of serving as a conduit for acquisition information between the Assistant Secretary of the Army for Acquisition, Logistics, and Technology and the field. In this position,

the ACMA will represent the concerns of both the command and the ARNG acquisition workforce to the ACMO. The ACMA's goal is to ensure that the acquisition workforce has equal and timely access to opportunities and information on acquisition management policies, programs, and initiatives. The appointment of an ACMA within the NGB will enhance the integration of the ARNG into the AAC.⁴¹

The ARNG Acquisition Career Management Branch was established on 1 October 1999 at the NGB. The mission of the ARNG Acquisition Branch is to develop, manage, and integrate the ARNG acquisition workforce, as a seamless full partner, into the AAC. The branch is led by a senior officer (O-5) ARNG acquisition officer. Currently, only the Chief for the Acquisition Career Management Branch has been appointed and the nine other positions remain yet to be filled. The organizational structure for the ARNG Acquisition Career Management Branch is shown in Figure 3.

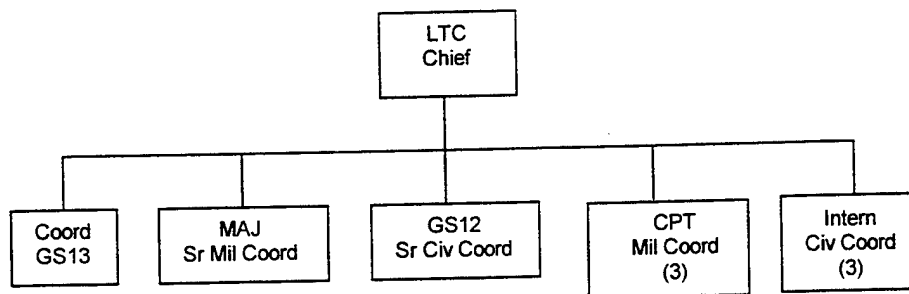


FIGURE 3. ARNG ACQUISITION BRANCH ORGANIZATION⁴²

Five of the nine Acquisition Branch positions are expected to be filled by May 2000. These additional personnel will provide for further development of the ARNG Acquisition Branch; PM Support; a Force Modernization Acquisition Cell; and Regional Acquisition Support Cells. Additionally, the ARNG Acquisition Branch is responsible for fully developing and managing the ARNG Acquisition Career Management database for all FA 51A-Z skills. The Acquisition Career Management Office (ACMO) has offered to assist the ARNG Acquisition Branch in the

development of ARNG's databases, while also providing the use of ACMO's databases. By utilizing the same databases, the exchange of database records will be a very easy and seamless process. Other duties of the Acquisition Branch include the following:

- Identifying Contingency Contracting resources (FA 51C) within the ARNG
- Initiating a data-call to the field that identifies all military acquisition positions in the ARNG and forwarding it to the Army Priority List Board for review and prioritization
- Recruiting Traditional Guardsmen for Title 32 and Title 10 Acquisition positions
- Reviewing and approving requests for accession to the AAC and forwarding these requests for certification
- Establishing training strategies (Individual Development Plans) for each ARNG member of the AAC
- Reviewing members' files and recommending to the DARNG for those files to go before the PM board
- Continuing to educate the ARNG about the AAC⁴³

The required management structure is currently being built to support the further integration of the ARNG acquisition workforce into the AAC. The ARNG Acquisition Branch will play the major role in achieving the AAC goal of developing a seamless acquisition corps.

NATIONAL GUARD AAW IDENTIFICATION

In reviewing the Omlie and Council paper, the only Acquisition Position Lists discussed were the USAR Acquisition Position List (RAPL) and the Military Acquisition Position List (MAPL). There was no mention of a National Guard Acquisition Position List (NAPL). In February 1997, the first RAPL Validation Board was held in conjunction with the MAPL Validation Board. Approximately 50 Army Reserve positions were submitted for validation and

43 of these were approved per the FY98 RAPL. At the same time, it appears that the ARNG did not submit a list for validation prior to the convening of this February 1997 board. Omlie and Council were concerned with the low number of positions submitted for validation when original estimates had projected a much greater number of acquisition positions within the USAR. However, in Omlie and Council's paper, there was no mention as to the reason the ARNG did not submit an acquisition positions list to the board.⁴⁴ As of the date of Gorman's research, some progress had been made by the ARNG in identifying acquisition positions. As of the second RC Acquisition Position Review Board, held the week of 16 March 1998, the ARNG submitted only 64 positions for validation. The board was held open through the summer of 1998 to allow the ARNG to identify all acquisition-related positions. Gorman estimated that the ARNG would identify approximately 139 acquisition positions. Since Gorman completed his research prior to the board's closure, he recommended that immediate action be taken to identify all ARNG acquisition related positions.⁴⁵

To date, progress toward identifying all of the ARNG acquisition-related positions has been minimal. This lack of progress seems to be attributable to the fact, that prior to 1999, the ARNG acquisition branch management structure was not in place to organize and manage the identification of acquisition positions. The results of the FY99 RC Acquisition Position List Validation Board yielded 73 ARNG acquisition positions. Within those, one Project Manager (PM) position for the Reserve Component Automation System (RCAS) was identified.⁴⁶ The results of the FY00 RC's Acquisition Position List Validation Board yielded a total of 94 validated positions on the NAPL, but again, only one PM (PM RCAS) was identified.⁴⁷ A major effort is currently on going to identify all the acquisition-related positions throughout the ARNG. The new ARNG Acquisition Branch has developed a revised estimate of approximately 450 ARNG personnel, believed to be currently performing acquisition-related functions. The ARNG Acquisition Branch is preparing to initiate a data-call to all states and territories to identify all

military and civilian acquisition positions. As a result of this data-call, a personnel listing will be prepared and forwarded to the Chief, ARNG Acquisition Branch at NGB. This effort is critical for developing the career management database and for obtaining the resources to educate, train, and certify the ARNG acquisition workforce.⁴⁸

CERTIFICATION PROCESS

As previously stated, the requirement for certification of acquisition personnel was established by the DAWIA. There are three levels of certification established in the DAWIA and DoD Instruction 5000.52-M. These three levels of certification apply to all military and civilian members of the acquisition workforce including both the Reserve and ARNG components. This certification process is the means by which DoD components determine that an individual meets the mandatory experience, education, and training established for career levels I, II, and III in an acquisition career field.⁴⁹

Omlie and Council cited several concerns regarding the potential difficulty for RC officers (specifically the Traditional Guardsmen) in obtaining Level III certification within the AAC. The major concern is that Traditional Guardsmen cannot leave their civilian jobs to gain the experience required for Level III certification. Omlie and Council suggested that this concern might be overstated in that the number of Traditional Guardsmen positions on the NAPL would probably be very small. Another concern was based on the funding required to train and certify the RC's acquisition workforce. The funding of training and educational opportunities for ARNG acquisition personnel is directly tied to, and authorized by, the individual positions that have been identified, validated, and placed on the NAPL. Therefore, Omlie and Council acknowledged the potential for funding shortfalls because the RC did not identify all of the personnel performing acquisition functions and who require acquisition training and education.⁵⁰

Omlie and Council determined that the Defense Acquisition University (DAU) provides funding for the mandatory training of personnel on the NAPL. However, Omlie and Council cited an additional concern for the funding of Traditional Guardsmen working in positions on the NAPL. While the DAU will fund the training requirements, Traditional Guardsmen will also require funding for pay and allowances when they are on active duty for training (ADT) status. Funding of ADT is very scarce, and therefore, Omlie and Council considered the shortage of funds to be a major impediment toward the non-FTS ARNG personnel accomplishing the training requirements for certification within a reasonable timeframe. Further compounding the problem is the programmed reductions in funding across all accounts within the Army.⁵¹

Gorman did not cite any additional concerns in his paper but offered several possible solutions to concerns set forth by Omlie and Council. Gorman noted that in FY98 more than half of the positions submitted to the Acquisition Position List Review Board were non-FTS, Traditional Guardsmen positions. This magnifies the concern that Omlie and Council had that Traditional Guardsmen would have difficulty obtaining the Level III certification. Gorman recommended that ARNG submit a specific request for (fenced) funding for pay and allowances of non-FTS acquisition personnel throughout the upcoming Program Objective Memorandum (POM) cycle. Additionally, Gorman recommended that the ARNG review its policies on projecting new members into the NAPL to ensure centrally funded training is available at DAU. Gorman's final recommendation was that certification authority for RC be established as soon as possible.⁵²

Recent initiatives by the ARNG Acquisition Branch have addressed some of the certification issues mentioned above. As discussed in the previous sub-section, the ARNG Acquisition Branch is preparing to submit a data-call to all states and territories to identify all military and civilian positions within the ARNG. Upon completion of this data-call, the list of positions will be forwarded to The Army Priority List Board for review and prioritization.⁵³ Those

validated positions will be placed on the NAPL, and then DAU can project the necessary funding requirements.

Certification authority of ARNG acquisition personnel for Level I through Level III has been established. The authority for Level I and Level II certification for the ARNG acquisition workforce is vested in the PARC located at the NGB, while Level III Certification authority remains with the Director, Acquisition Career Management (DACM).⁵⁴ Currently, there does not appear to be a good solution for the problem of Traditional Guardsmen obtaining Level III certification. However, careful recruiting of Traditional Guardsmen with acquisition-related civilian jobs might be one solution. But, in the absence of a civilian acquisition job equivalency matrix, where Traditional Guardsmen can be awarded credit for their civilian acquisition job experience, it may be very difficult for most Traditional Guardsmen to obtain Level III certification.

ACQUISITION PROGRAM MANAGEMENT

Omlie and Council argue that the RC need to have qualified AAW/AAC personnel to perform key program management acquisition functions.⁵⁵ The Reserve Component Automation System (RCAS) program was used to illustrate this argument. The RCAS project was established in FY87 by congressional mandate and delegated to the Chief, National Guard Bureau (CNGB). At that time, the RCAS PMO grew to be the largest PMO structure in the Army. However, the majority of the PMO personnel had no acquisition experience and they were not required to follow the structured guidelines of DoD 5000 or 8000 acquisition directives. As a result of a Department of the Army Inspector General review of the RCAS program, it was found that the ARNG needed more acquisition professionals executing the RCAS acquisition program. Therefore, the ARNG began working to correct the shortfalls cited in the RCAS program. Omlie and Council indicated that progress has been made in this area and cited the success of the Distance Learning Initiative program, which incorporated the lessons learned

from the RCAS experience. Specifically, certified acquisition professionals now manage the Distance Learning Initiative program.⁵⁶

Gorman's research indicated that progress was being made toward training the RC personnel who perform the acquisition functions. As an indication of the progress made, it was found that during a 16 March 1998 Reserve Component Selection Board, four acquisition (Level III qualified) officers were selected (three USAR and one ARNG).⁵⁷

Since the publication of Gorman's paper, progress continues to be made in the area of program management. For example, during the February 2000 PM selection board (for O-5's), six ARNG packets went forward to compete "head-to-head" among all candidates, both active and reserve. The board's results are to be released in May 2000.⁵⁸ The ARNG's support to Program Management will increase as the ARNG trains, educates, and gains certification for its acquisition workforce.

CONTINGENCY CONTRACTING

As the AC's force structure has drawn down, there is a greater dependence on the USAR and ARNG. The number of AC and RC deployments has increased significantly over the past few years. Today, the USAR and ARNG have become a critical element of our forces during deployments.

Omlie and Council's paper does not mention ARNG contingency contracting initiatives. However, Gorman's research reveals that an IPT has been chartered to review requirements and recommend the organizational structure required to support contingency contracting operations. The IPT team is investigating the use of both USAR and ARNG contracting personnel. Gorman points out that the USAR is currently better positioned, with a structure to support the contingency contracting mission. Gorman identifies the USAR's Troop Program Unit named "Team LOGCAP" (Logistics Civil Augmentation Program) as being specifically

designed to support contingency contracting operations for deploying units. Gorman contends that the ARNG should explore the establishment of contingency contracting teams as a portion of the various STARCs' Table of Distribution and Allowances (TDA) on a regional basis.⁵⁹

Currently, the ARNG is exploring ways to develop contingency contacting support cells. The ARNG is evaluating the use of contracting personnel currently assigned to each of the ARNG divisions and groups.⁶⁰ As the number of deployments continues to increase, these contingency-contracting teams will be able to provide the necessary contracting support. Additionally, other means for developing a pool of qualified contingency contracting personnel will be discussed in the next section.

FUTURE PROSPECTIVE AND RECOMMENDATIONS

This section provides the future prospective for each of the areas discussed in the previous section of this paper. Recommendations are also provided in regard to ARNG activities that are necessary to successfully complete the integration of the ARNG into the AAC.

ACQUISITION CAREER FIELDS

The acquisition career field continues to offer tremendous opportunities for career progression for the acquisition workforce. The consolidation of the acquisition functional areas into a single functional area (FA 51) will contribute to a stronger unification of the AAC. This consolidation will also allow for closer alignment of military AAW/AAC members with their basic branch affiliations, to ensure the optimum contribution of the officer's branch expertise with the affiliated system development. The single FA 51 identifier will make it easier for the ARNG to identify those military personnel performing acquisition functions. It will also assist the ARNG in the programming of these personnel into the mandatory training courses.

Even as progress is being made, Colonel Roger Carter, the Director of the Army Career Management Office, predicts that the active duty acquisition career field will be faced with a

major dilemma in the future. His concern is that the majority of the civilian acquisition workforce will be eligible for retirement in 2005, along with a downsized military workforce, that has experienced a reduction in promotion rates and a reduction in military accessions. Colonel Carter states "If we don't act to develop the next generation, we won't be ready to meet the Army's future modernization requirements. We can't do it alone."⁶¹

As a result of the Division Redesign Initiative and other force structure changes, it is projected that by 2007 the ARNG will have approximately 1000 personnel performing acquisition functions.⁶² Therefore, it is imperative that the integration of the ARNG into the AAC proceed quickly. In an effort to augment shortfalls in the active acquisition workforce, the AAC will depend heavily upon the ARNG acquisition personnel.

RECOMMENDATION:

The ARNG must quickly complete the transition of acquisition positions to FA51 with the appropriate alpha skill identifier and identify any Program Management Office positions to which ARNG acquisition personnel can be assigned. Programs that are the most likely candidates, for ARNG acquisition personnel assignment, are those where the majority of the equipment will be fielded to the RC, and these should be examined first. By taking this action, the ARNG can help alleviate the shortage of acquisition personnel anticipated by 2005.

INTEGRATION PROCESS MANAGEMENT

The ARNG Acquisition Branch has assumed the primary responsibilities for managing the ARNG's integration into the AAC. The use of individual IPTs will continue to be an effective means for the ARNG Acquisition Branch to resolve issues that might arise during the integration of the ARNG into the AAC.

RECOMMENDATION:

The ARNG Acquisition Branch should continue to utilize IPT's to resolve issues as they arise. As an issue surfaces, (for instance, the active duty tour length for a traditional

guardsman), an IPT might be used to make recommendations for resolving the issue. The IPT should have representatives from all elements, both AC and RC, affected by the issue at hand.

NATIONAL GUARD AAW MANAGEMENT

The establishment of the ARNG Acquisition Branch will serve the ARNG and AAC well into the future. The ARNG Acquisition Branch will act as a springboard to propel all aspects of the ARNG's acquisition workforce integration into the AAC. By the end of FY00, the ARNG Acquisition Branch should have five of the ten authorized positions filled. This will allow the branch to accomplish many of its duties mentioned in the previous section of this paper. The next action of the ARNG Acquisition Career Management Branch should be to initiate a data-call to the states and territories to identify all ARNG military and civilian acquisition positions. In conjunction with this data-call, the Branch must develop the ARNG Acquisition Career Management Database using the same databases offered by the ACMO.⁶³ This will allow use and exchange of the new Acquisition Career Record Brief that is to be utilized by the AAW/AAC. The management branch will also support the development of the additional management structure required for full integration of the ARNG into the AAC. As a part of this structure, there will be a Force Modernization Acquisition Cell. The plan calls for an organization of five personnel as shown below, in Figure 4.

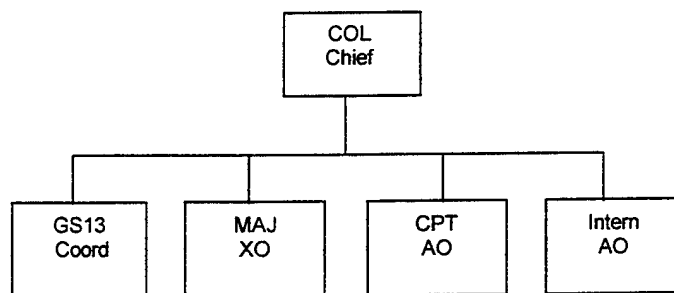


FIGURE 4. FORCE MODERNIZATION ACQUISITION CELL ORGANIZATION⁶⁴

The mission of the Force Modernization Acquisition Cell will include identifying equipment and related support requirements for equipment being fielded to the ARNG and to ensure the ARNG keeps pace with the AC's modernization. Concurrent modernization of the ARNG and the AC is critical to maintaining interoperability of these forces on the battlefield. The cell will also provide Functional Area management of acquisition personnel providing PM support. It is likely that the cell will also serve as a conduit for coordination and information between PMs and state ARNG units for fielding of new systems.⁶⁵

The ARNG is planning a PM support structure that will include up to 35 ARNG acquisition professionals, to provide PM support for programs under which the majority of the equipment will be fielded by the ARNG. This effort will allow the ARNG to develop future PMs, while ARNG pursues their goal of developing 10 Project Managers by the end of FY05.⁶⁶

In addition to these initiatives, the ARNG is exploring the development of Regional Acquisition Support Cells. These acquisition personnel would provide regional acquisition support to the states, territories, District of Columbia, and other ARNG elements within the region. These personnel could also serve as a pool of acquisition expertise for NGB to utilize for special projects or to support contingency contracting operations.⁶⁷

RECOMMENDATIONS:

- The ARNG Acquisition Career Management Branch should immediately initiate a data-call to the field requiring the identification of all military and civilian acquisition positions within each state and territory. The states and territories should forward these lists to the ARNG Acquisition Career Management Branch. The ARNG Acquisition Career Management Branch will review and consolidate the lists and then forward each list to the appropriate Position List Validation Board for validation, approval, and prioritization. The approved NAPL can then be used to project funding to complete the required training and educational requirements.

- The ARNG must develop a Career Management Database using the same database utilized by ACMO. Prior to fully developing the database, a data test for file exchange between the ARNG Acquisition Career Management Branch and the AMCO should be conducted.
- The ARNG Acquisition Career Management Branch must review the qualification levels of all ARNG acquisition personnel and develop Individual Development Plans (IDPs) that identify all training and education requirements. The IDPs can then be used to program required courses.
- The ARNG Acquisition Career Management Branch must coordinate with the AMCO to identify acquisition personnel support requirements of project managers. The ARNG can then select qualified personnel for Title 10 tours of duty to work within program management offices, as elements of the ARNG PM support structure.
- The National Guard Bureau must fully staff the ARNG Acquisition Career Management Branch with 10 personnel by FY01, as called for in the ARNG Acquisition Implementation Plan. The ARNG Acquisition Career Management Branch is the key management structure upon which the responsibility lies for completing the ARNG's integration into the AAC.
- Additionally, this author recommends that the Regional Acquisition Support Cells be organized and staffed. Personnel, serving in the Regional Acquisition Support Cells, must also receive all mandatory acquisition training. Upon completion of the training, these personnel should become a part of the contingency contracting pool to support unit deployments.

NATIONAL GUARD AAW IDENTIFICATION

The future of the ARNG integration depends heavily on the ability of the states and territories to quickly and accurately identify all ARNG acquisition positions. The development of the NAPL and the subsequent training and education of the ARNG acquisition workforce is vital to developing certified acquisition professionals. Funding shortfalls will occur if accurate forecast projections for training requirements are not provided to the DAU for programming. Over the next seven years, the identification of ARNG acquisition positions must continue as the ARNG is expected to gain an additional 550 acquisition positions over and above current estimates.⁶⁸

RECOMMENDATION:

All states and territories should immediately identify all acquisition-related positions using the criteria set forth in DoD 5000.58 and forward the results to the ARNG Acquisition Branch.

CERTIFICATION PROCESS

The certification process for ARNG acquisition personnel is established and will be adequate for future needs. The training and Level III certification of Traditional Guardsmen will continue to be a difficult problem to solve. However, there are several things that can be done to mitigate this problem. Technology-based training initiatives, such as distance learning classrooms and computer-based training packages, have the potential for alleviating training and education problems for the Traditional Guardsmen. The ARNG is advancing quickly to redesign its many armories into Community Distance Learning Centers. This will allow Traditional Guardsmen to receive training without having the tremendous expense of the additional pay and allowance required for non-FTS personnel to attend a resident course. With some research and development of standards, the problem of acquisition experience can be lessened by selecting Traditional Guardsmen who perform acquisition functions in their civilian

jobs. Lastly, the ARNG Acquisition Branch will need to carefully screen and select Traditional Guardsmen with a high potential of obtaining Level III certification.

RECOMMENDATIONS:

- The ARNG Acquisition Career Management Branch should convert all existing acquisition personnel career management records to the new Acquisition Career Record Brief. This record is designed for use by the entire AAW/AAC.
- The AAC should expedite the conversion of all mandatory acquisition training courses to Distance Learning media format. This will assist the Traditional Guardsmen as well as others to complete the mandatory training at their home station or armory.
- The ARNG Acquisition Career Management Branch should conduct additional research to determine the feasibility for developing an acquisition experience equivalency matrix for civilian jobs.
- The ARNG Acquisition Career Management Branch should develop screening criteria for Traditional Guardsmen who are applying for the AAC, in order to select those with the greatest potential of obtaining Level III certification. The criteria should include civilian acquisition education and work experience.

ACQUISITION PROGRAM MANAGEMENT

Program Management will continue to be a core competency requirement for AAC personnel. It will remain critical for ARNG acquisition officer's to obtain experience in Program Management Offices at the Captain, Major, and Lieutenant Colonel levels. This will be the best way to build competitive candidates to compete for PM positions. Currently, the ACMO has identified eight possible PM positions for which ARNG candidates may compete against AC candidates for selection.

RECOMMENDATION:

The ARNG Acquisition Career Management Branch should continue to develop and expand PM support to a minimum of 35 personnel.

CONTINGENCY CONTRACTING

It is the author's opinion that the requirement for contingency contracting support will continue to escalate in the future. As stated earlier, the number of deployments for U.S. troops continues to increase as the U.S. expands its roles in operations other than war. It is likely that we will continue to have soldiers in more than 70 countries for years to come; and in all but a few of these countries, contingency contracting support will be required to procure supplies to support these soldiers. In the near future, the ARNG acquisition personnel will have to play an increased role to support the deployments of our military forces. To accomplish this, the ARNG needs to develop a pool of contracting personnel to support this requirement. With the large number of ARNG acquisition personnel positions projected over the next 7 years, this personnel pool will only be possible through early planning.

RECOMMENDATIONS:

- For the near term (1 – 2 years), the ARNG Acquisition Branch must identify all qualified contracting personnel and develop an immediate pool of personnel for the support of contingency contracting operations.
- In the long term (3 – 5 years), the ARNG should establish contingency contracting teams (4 to 6 personnel) in each state as a part of the STARC TDA. The majority of these should be Traditional Guardsmen positions.

CONCLUSION

The ARNG acquisition workforce must fit seamlessly within "The Army" Acquisition Corps. In the integration of the ARNG into the AAC, the structure, management, and resources

must enable the ARNG acquisition workforce to become an effective partner in the research, development, and acquisition of future systems. The desired end-state is to develop a professional acquisition workforce to better serve the soldiers, providing all required goods and services, while doing it better, quicker, and cheaper. This is best stated in the Acquisition Corps' vision statement as shown below, in Figure 5.

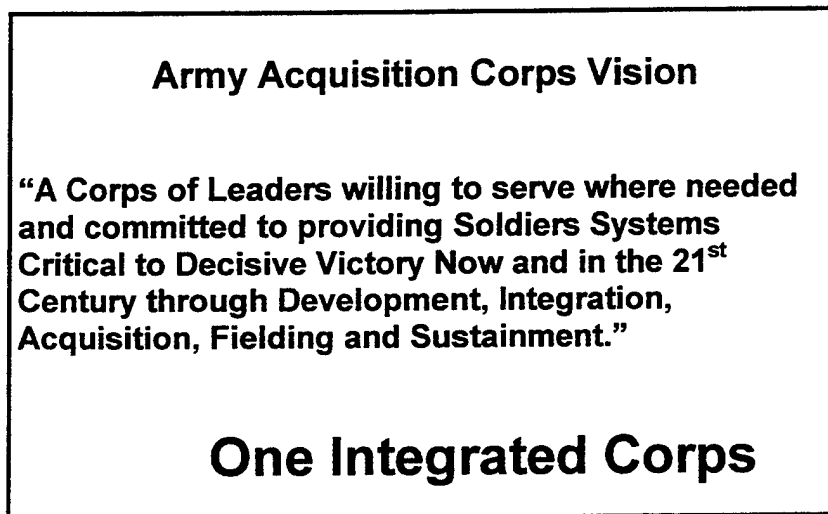


FIGURE 5. ARMY ACQUISITION CORPS VISION⁶⁹

As indicated by the research presented in this paper, the ARNG is making progress toward integration of the ARNG into the AAC. With the recent creation of the ARNG Acquisition Career Management Branch, the ARNG is poised to make tremendous strides toward completing this integration and making the AAC vision a reality. If “The Army” stays on course with this integration effort, the AAC will be able to provide our soldiers with superior materiel solutions to counter future threats. This will enable “The Army” to march through the 21st Century remaining the preeminent land, war fighting force in the World.

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⁶⁰ LTC David Perkins, "ARNG Acquisition Implementation Plan," briefing slides, Army National Guard Readiness Center, 1 April 1999.

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⁶² LTC David Perkins, Chief, ARNG Acquisition Career Management Branch, Army National Guard Readiness Center, interview by author, 12 January 2000, Arlington, VA.

⁶³ LTC David Perkins, "ARNG Acquisition Implementation Plan," briefing slides, Army National Guard Readiness Center, 1 April 1999.

⁶⁴ *Ibid.*

⁶⁵ *Ibid.*

⁶⁶ *Ibid.*

⁶⁷ *Ibid.*

⁶⁸ LTC David Perkins, Chief, ARNG Acquisition Career Management Branch, Army National Guard Readiness Center, interview by author, 12 January 2000, Arlington, VA.

⁶⁹ Keith Charles, "Your Piece of the Vision, Developing Tomorrow's Army Acquisition Workforce Today," briefing slides, briefing to Acquisition Corps Senior Service College Fellows, The University of Texas at Austin, 30 September 1999.

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