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United States  
Department of Defense



Central Issue Facility at Fort Benning and Related  
Army Policies

# Report Documentation Page

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## Acronyms and Abbreviations

CIF	Central Issue Facility
CIF-ISM	CIF-Installation Support Module
CONUS	Continental United States
CRC	CONUS Replacement Center
DOL	Directorate of Logistics
DTAS	Deployed Theater Accountability System
FLIPL	Financial Liability Investigation of Property Loss
JAMMS	Joint Asset Movement Management System
LCMC	Life Cycle Management Command
LOA	Letter of Authorization
OCIE	Organizational Clothing and Individual Equipment
PPG	Personnel Policy Guidance for Contingency Operations in Support of the Government War on Terror
SPOT	Synchronized Predeployment and Operational Tracker
SWA	Southwest Asia
USARCENT	United States Army Central



INSPECTOR GENERAL  
DEPARTMENT OF DEFENSE  
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JUN 21 2010

MEMORANDUM FOR UNDER SECRETARY OF DEFENSE FOR ACQUISITION,  
TECHNOLOGY, AND LOGISTICS  
COMMANDER, U.S. CENTRAL COMMAND  
DIRECTOR, DEFENSE LOGISTICS AGENCY  
DIRECTOR, DEFENSE FINANCE AND ACCOUNTING SERVICE  
ASSISTANT SECRETARY OF THE AIR FORCE  
(FINANCIAL MANAGEMENT AND COMPTROLLER)  
NAVAL INSPECTOR GENERAL  
AUDITOR GENERAL, DEPARTMENT OF THE ARMY

SUBJECT: Central Issue Facility at Fort Benning and Related Army Policies  
(Report No. D-2010-069)

We are providing this report for review and comment.

DOD Directive 7650.3 requires that recommendations be resolved promptly. Our recommendation was not addressed by the Director, Defense Procurement and Acquisition Policy. We request that this office provide comments on our recommendation (see Recommendation Table on page ii) by July 21, 2010. The comments from the Headquarters, Department of the Army, G-4 (Logistics), though not required, were responsive to our recommendation.

Please provide comments that state whether you agree or disagree with the finding and recommendation. If you agree with our recommendation, describe what actions you have taken or plan to take to accomplish the recommendation, and include the completion dates of your actions. If you disagree with the recommendation or any part of it, please give specific reasons why you disagree and propose alternative action if appropriate. If you disagree with the potential monetary benefits, specify the amount at issue. You should also comment on the internal control weaknesses.

If possible, please send a .pdf file containing your comments to [audros@dodig.mil](mailto:audros@dodig.mil). Copies of your comments must have the actual signature of the authorizing official for your organization. We are unable to accept the / Signed / symbol in place of the actual signature. If you arrange to send classified comments electronically, you must send them over the SECRET Internet Protocol Router Network (SIPRNET).

We appreciate the courtesies extended to the staff. Please direct questions to me at (703) 604-8901 (DSN 664-8901).

  
Alice F. Carey, CPA  
Assistant Inspector General  
Readiness, Operations, and Support





# Results in Brief: Central Issue Facility at Fort Benning and Related Army Policies

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## What We Did

We determined whether the Army central issue facilities provided the required clothing and equipment to DOD civilians and contractor employees deploying to Iraq and Afghanistan and whether these individuals returned the clothing and equipment when their deployment ended. We visited the central issue facility at Fort Benning, GA, because, according to the Army, about 95 percent of civilians and contractor employees processed for deployment through that facility. Fort Benning issued \$21.4 million of recoverable clothing and equipment to 7,338 civilians and contractor employees processed for deployment during FYs 2006 and 2007.

## What We Found

The Army generally provided DOD civilians and contractor employees deploying to Iraq and Afghanistan with proper clothing and equipment.

The value of recoverable clothing and equipment that was not returned by civilians was unavailable. However, we determined that, of 940 contractor employees who deployed during FYs 2006 and 2007 and returned, 749 (about 80 percent) did not return recoverable clothing and equipment, valued at about \$2.5 million, issued to them.

Items were not recovered because the Army lacked adequate internal controls for recovering clothing and equipment issued to civilians and contractors. If adequate controls had been in place, the Army could have put at least \$2.5 million to better use. Additionally, inadequate controls could allow sensitive items such as body armor to end up in the wrong hands.

## What We Recommend

We recommend that the Director Defense Procurement and Acquisition Policy:

- Establish a working group to develop procedures to:
  - Identify personnel who returned from deployment but did not return recoverable clothing and equipment.
  - Require personnel leaving the theater to turn in their recoverable clothing and equipment in theater and transfer chemical-biological equipment to unit supply.
  - Obtain the clothing and equipment or reimbursement from individuals who do not or did not return their recoverable items.
- Implement the procedures developed by the working group.
- Require central issue facilities to retain deploying personnel's contact information.
- Require contracts to have proper clauses and contract language so that contractors can be held liable for their employees' unreturned recoverable clothing and equipment.

## Management Comments

We requested comments on the draft report, dated January 12, 2010, from the Director, Defense Procurement and Acquisition Policy, but did not receive a response. The Director should submit comments by July 21, 2010. Please see the Recommendation Table on the back of this page. Headquarters Department of the Army, G-4 (Logistics), while not required to comment, provided informal comments and concurred with the recommendation in the report.

## Recommendation Table

<b>Management</b>	<b>Recommendation Requiring Comment</b>	<b>No Additional Comments Required</b>
Director, Defense Procurement and Acquisition Policy	1a, 1b, 1c,1d, 2, 3, and 4	

**Please provide comments by July 21, 2010**

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# Introduction

## Objectives

Our objective was to determine whether central issue facilities (CIFs) provided the required clothing and equipment to civilians and contractor employees deploying to Iraq and Afghanistan and whether those personnel returned the clothing and equipment on completion of their deployment.

The focus of our review was the CIF at Fort Benning, Georgia. See Appendix A for a discussion of scope and methodology for this audit and for prior coverage.

## Background

Civilians and contractor employees have historically supported U.S. military operations both at home and abroad. Serving beside members of the uniformed Services, civilians and contractor employees provide critical services to the troops and provide the expertise necessary to ensure the availability of essential combat systems and weaponry.

The Congressional Budget Office estimated that from 2003 through 2007 DOD awarded contracts totaling \$76 billion in support of operations in Iraq. The Army was responsible for obligating about 75 percent of these funds. The Congressional Budget Office estimated that as of early 2008, at least 190,000 contractor employees were supporting U.S. operations in the Iraq and Afghanistan theaters; of these employees, 20 percent or 38,000 were American citizens.

### ***CONUS Replacement Centers***

Civilians and contractor employees are processed for deployment at an Army Continental United States (CONUS) Replacement Center (CRC) or at an individual deployment site. Installation Management Command personnel who oversee the CRC at Fort Benning, Georgia, told us the CRC processes about 95 percent of deploying civilians and contractor employees. Because of this, we visited only the Fort Benning CRC and CIF. Additionally, the Deputy Chief of Staff of the Army G-4 (Logistics) (G-4 [Logistics]) personnel noted that some contractors operate their deployment site and issue their own clothing and equipment to their personnel. A CRC's mission is to receive and process members of the military, civilians, and contractor employees for deployment to theaters of operation. At these deployment sites, personnel receive identification cards, medical screening, clothing and equipment, and training.

As part of their processing at the CRC or equivalent, civilians and contractor employees receive Organizational Clothing and Individual Equipment (OCIE) as prescribed by the Department of the Army Personnel Policy Guidance for Contingency Operations in

Support of the Global War on Terrorism (PPG) publication.<sup>1</sup> Army G-1 (Human Resources) personnel informed us the PPG is updated about every six months. We reviewed PPG updates from October 20, 2005, through September 29, 2009. See Appendix B for a list of these OCIE items.

Fort Benning's CRC mission is to receive and process individual non-unit related personnel from all branches and components, and civilian employees, contractors, and units for deployment to and redeployment from theaters of operation, and various locations across the globe. Personnel processed through Fort Benning's CRC receive their OCIE from the Fort Benning CIF.

### ***Central Issue Facilities***

Of the 89 active CIFs and annexes worldwide, the Installation Management Command operates 71 CIFs in CONUS and Outside Continental United States (OCONUS), and United States Army Central (USARCENT) operates 10 CIFs in Southwest Asia (SWA). Other commands manage the remaining eight CIFs. G-4 (Logistics) plans to consolidate its CIFs and annexes under the Army Materiel Command.

OCIE issued to civilians and contractor employees deploying from an Army CIF varies but generally includes items such as clothing, helmets, boots, sleeping bags, body armor, and gas masks. Generally, CIFs issue civilians OCIE totaling about \$5,700 and contractor employees OCIE totaling about \$3,500. CIFs issue some contractor employees additional OCIE items because of their mission and theater of deployment.

Fort Benning's CIF is operated by a subcontractor of the contractor operating Fort Benning's Directorate of Logistics (DOL). The initial contract was from May 24, 2008, through May 23, 2009, and totaled about \$39.0 million. The Government extended the contract through May 23, 2010. The portion of the contract related to operating this CIF is estimated to be about \$3.0 million. Fort Benning's DOL provided a briefing chart indicating that, in FYs 2006 and 2007, the CRC processed about 10,350 individuals for deployment. However, DOL personnel could not separate the civilians from the contractor employees. Additionally, the briefing chart showed that, from June 2005 through September 2008, the CIF estimated that it issued deploying contractor employees recoverable OCIE valued at about \$48.2 million. The DOL did not provide data for civilian personnel.

Before the Kuwait CIF's mission was modified to allow civilians and contractor employees to turn in OCIE on completion of their deployment, they were required to return to CONUS through the CRC they deployed from and return the recoverable OCIE. Items that touch the skin, such as boots, T-shirts, underwear, and socks, are not required to be returned. G-4 (Logistics) personnel informed us that the PPG is currently under revision and that the future version will require civilians and contractor employees to turn in their recoverable OCIE in theater before returning home.

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<sup>1</sup> The document is currently titled "Personnel Policy Guidance for Overseas Contingency Operations" Updated October 27, 2009.

## Review of Internal Controls

We determined that internal control weaknesses in the Army existed as defined by DOD Instruction 5010.40, "Managers' Internal Control (MIC) Program Procedures," January 4, 2006. G-4 (Logistics) did not have processes to:

- capture information necessary to identify and hold accountable civilians and contractor employees for OCIE issued to them before deployment,
- determine when civilians and contractor employees returned from deployment,
- identify civilians and contractor employees who did not return their recoverable OCIE,
- ensure processing of returning civilians and contractor employees through a CRC and a CIF, and
- recover the items or obtain reimbursement for unreturned, recoverable OCIE.

Therefore, the Army could not identify civilians and contractor employees who did not return OCIE, and the Army could not recover or obtain reimbursement for unreturned OCIE.

Recommendation parts (1)(a) and (3), if implemented, should correct the problem of identifying civilians and contractor employees who returned home without returning their OCIE. Recommendation parts (1)(b), (1)(c), (1)(d), and (2), if implemented, should correct the problem of the Government not pursuing recoverable OCIE or reimbursement for unreturned OCIE. Implementation of Recommendation part (4) should correct the problem of the Government not obtaining reimbursement from contractors whose employees came home without returning their recoverable OCIE. We will provide a copy of the report to the senior official responsible for internal controls in the Department of the Army.

# **Finding. Army Controls Over Organizational Clothing and Individual Equipment Items Issued to Civilians and Contractor Employees**

The Army's process for issuing OCIE ensured that civilian and contractor employees received the required clothing and equipment. However, the Army's process for recovering OCIE from civilians and contractor employees on completion of their mission needs improvement. The amount and value of unreturned, recoverable OCIE issued to civilians were unavailable. However, of 940 contractor employees who deployed during FYs 2006 and 2007 and subsequently returned home, 749 (about 80 percent) did not turn in recoverable OCIE, valued at \$2.5 million, as required by the Army's PPG. Items were not recovered because management controls for recovering or obtaining reimbursement for the items were inadequate. Specifically, the Army did not develop procedures and controls to:

- capture information necessary to identify and hold accountable civilians and contractor employees for OCIE issued to them before deployment,
- determine when civilians and contractor employees returned from deployment,
- identify civilians and contractor employees who did not return their recoverable OCIE,
- ensure processing of returning civilians and contractor employees through a CRC and a CIF to return recoverable OCIE, and
- recover the items or obtain reimbursement for unreturned, recoverable OCIE.

As a result, the Army was unable to determine the amount and value of unreturned OCIE and had to expend resources to replace the items. Additionally, we determined that items such as Kevlar vests and Enhanced Small Arms Protective Inserts were offered for sale on Web-based auction sites. If the Army had implemented adequate controls for recovering OCIE from civilians and contractors who ended their deployment, the Army could have put at least \$2.5 million to better use. During the audit, the Army began to retain documentation, planned to initiate a process to determine when contractor employees returned from deployment, and modified the Kuwait CIF mission to allow turn-in of OCIE. The Army still needs to ensure that civilians and contractors process through a CIF and return recoverable OCIE.

## **Issuing OCIE**

Army procedures for issuing OCIE to civilians and contractor employees were adequate. The CRC scheduled individuals for deployment processing based on information received through its Web-based reservation system. The CRC generated a personnel roster based on Letters of Authorization (LOAs) and forwarded the roster to the CIF. However, CIF personnel informed us they did not maintain LOAs and other documents

before November 2007, resulting in no record of authorizations for items issued to deploying individuals in excess of those prescribed by the PPG.

### ***Issue Process***

The OCIE issue process begins when the CIF receives the personnel roster from the CRC. The deploying personnel roster includes each individual's name, Social Security number, rank, civilian or contractor status, and theater of deployment, but does not include the individual's employer or contract number. CIF personnel enter the roster into the CIF-Installation Support Module (CIF-ISM). When individuals arrive, CIF personnel brief them on the issue process. During the briefing, CIF personnel tell the individuals that they are responsible for the items issued to them and that, on completion of deployment, they are required to process through the CRC at Fort Benning to return recoverable OCIE as required by the PPG.

CIF personnel issue OCIE to the deploying individuals according to established OCIE menus based on the theater of deployment, whether the individuals are civilians or contractor employees, and whether they are embedded with units. The CIF requires that personnel take all items on the applicable menu. At this time the CIF may make amendments to the issue menu, but G-4 (Logistics) must approve additional items. The CIF-ISM generates an issue worksheet, listing the items from the OCIE menu, to record items issued to deploying personnel. On completion of the OCIE issue process, the CIF-ISM generates two copies of Form 3645, "OCIE Record." This form lists the items issued to the individual. The individual verifies receipt of the items in the quantities specified and signs for the items. The individual retains one copy of the form, and CIF personnel scan a copy of it and the issue worksheet into a local database called Fortis.

CIF-ISM is a database used to track OCIE issued to military, civilian, and contractor personnel deployed through CIFs. In October 2006, the TACOM Life Cycle Management Command (LCMC) assumed responsibility for managing the database, which maintains data on receipt, storage, issue, exchange, and turn-in of authorized OCIE at Army installations. CIF-ISM shows the total initial and replacement items issued to military, civilians, and contractor employees. TACOM LCMC Central Management Office personnel told us that, as of November 11, 2007, CIF-ISM distinguished between civilians and contractor employees. Previously, CIF-ISM identified all deploying civilians and contractor employees only as civilians. If personnel do not return through a CIF on completion of their deployment, they remain in the database and are shown as having outstanding OCIE until the OCIE is returned or otherwise accounted for. CIF-ISM does not track the movement of civilians or contractor employees nor does it indicate an individual's redeployment date.

### ***Issue Records***

We drew a judgmental sample of 303 civilians and contractor employees from a universe of 7,338 civilians and contractor employees who deployed to SWA during FYs 2006 and 2007. We used the sample to determine whether the CIF issued all items prescribed by the PPG in effect at the time of issue. See Appendix A for the sampling methodology. Of the 303 individuals in our sample, 108 received the required OCIE, and 182 received

additional items valued at less than \$1,550; the value of items received by 155 of the 182 was less than \$215. The combined value of the additional items received was worth about \$52,600. We were unable to review OCIE issued to seven individuals because neither CIF nor DOL personnel could determine whether they issued OCIE to civilian, contractor, or military personnel; whether the individuals were deploying; or where they were deploying. We did not review 6 of the 303 individual records in our initial sample because they were outside the scope of our review: the individuals deployed to locations other than SWA.

Of the 182 individuals who received additional items, 27 had additional items issued that we considered significant. These 27 individuals each received additional items totaling over \$850. Sixteen of these people were issued items on a contractor menu for translators, and 11 people were issued items on the standard contractor issue menu. CIF personnel stated that they provide translators with OCIE similar to that provided to military personnel because they are embedded with the troops. Our research supported this statement. However, the PPG states that “additional OCIE may be issued to contractors based on negotiated contracts and written approval with a list of ... G-4 approved items.” CIF personnel were unable to provide us with the documents authorizing the issue of additional OCIE to the translators or to the 11 other individuals issued significant additional items. We concluded that even though deploying personnel were sometimes issued items additional to that prescribed by the PPG, Fort Benning’s CIF was generally providing the proper OCIE to deploying civilians and contractor employees.

DOL personnel stated that, before November 2007, the only document they retained was the issue worksheet. After November 2007, they started scanning into Fortis copies of orders, LOAs, and other documents that allowed for adjustments to the items prescribed by the PPG. We did not validate the new procedure of scanning orders, authorizations for additional OCIE, and other supporting documents into a local database using Fortis software. However, if the process is working, it should provide adequate documentation for issuing more OCIE to civilians and contractor employees than authorized in the PPG and should provide access to civilian and contractor employee contact information.

## **Recovering Organizational Clothing and Individual Equipment**

Because CIF-ISM did not distinguish between civilian and contractor employees before November 11, 2007, the amount and value of unrecovered OCIE issued to civilians was unavailable. However, by matching Fort Benning’s CIF-ISM database to the Synchronized Predeployment and Operational Tracker (SPOT), which is used to track contractor employees in theater, we identified 940 contractors who ended their deployment during the audit period. We determined the Army did not recover about \$2.5 million in recoverable OCIE from 749 of the 940 contractor employees (about 80 percent). Upon completion of their mission, civilians and contractor employees were required to return to the CRC from which they deployed and return their OCIE. However, not all did so. For those individuals who did return to the CRC at Fort Benning on completion of their mission, the OCIE turn-in process was relatively uncomplicated.

## ***Recovery Process***

On arrival at the CRC, civilians and contractor employees are assigned to Echo Company, 197<sup>th</sup> Infantry Brigade, for command and control. During their stay, Echo Company provides billeting and transportation to and from each processing site. Personnel process through the CIF and turn in their recoverable OCIE, which is then recorded as returned in their CIF-ISM record. Once OCIE is turned in, civilians and contractor employees are cleared to coordinate their own transportation to their final destination.

## ***Civilian Unreturned Organizational Clothing and Individual Equipment***

Fort Benning personnel could not provide the value of recoverable OCIE issued to civilian personnel during FYs 2006 and 2007 but not returned at the end of their deployment. Prior to November 11, 2007, CIF-ISM identified both civilians and contractor employees as civilians. Even if CIF-ISM had been able to identify civilians, CIF personnel were still unable to determine when civilians returned from deployment.

## ***Contractor Unreturned Organizational Clothing and Individual Equipment***

We identified about \$2.5 million in recoverable OCIE not returned by contractor employees who deployed to SWA during FYs 2006 and 2007 and completed their missions. During FYs 2006 and 2007, Fort Benning's CRC processed 7,338 civilians and contractor employees for deployment. These individuals were issued about \$21.4 million of recoverable OCIE by the CIF on the base. Although we could not differentiate between civilians and contractors in CIF-ISM, we determined, by performing a computer match between CIF-ISM and SPOT, that at least 4,075 of these 7,338 individuals were contractor employees. We determined that, of 940 contractor employees who ended their deployment, 749 (about 80 percent) did not return their OCIE (18,641 items valued at \$2.5 million) as required. We provided the list of 749 contractor employees to the Fort Benning CIF for action.

## **Improving Controls Over Organizational Clothing and Individual Equipment Issued to Civilians and Contractor Employees**

Army controls for recovering unreturned OCIE or obtaining reimbursement for unreturned OCIE were inadequate. While the Army has taken steps to improve the collection of recoverable items from civilians and contractor employees who have ended their deployment, these steps are not yet complete. The Army did not develop procedures to identify civilians and contractor employees who ended their deployment without returning their recoverable OCIE. Also, the Army had no controls to ensure civilians and contractor employees returned home through the originating CRC, as required. In addition, the Army had no effective mechanism to recover the unreturned OCIE or obtain reimbursement.

## ***Identifying Returning Civilians and Contractor Employees***

Although the OCIE issued remained on the CIF property books, CIF personnel had no control over the OCIE or the individual once the individual deployed. The CIF did not record planned end-of-deployment dates. CIF-ISM, which was used by the CIF to record the OCIE issued, did not track the movement of deployed personnel to, within, or back from the theater. The Deployed Theater Accountability System (DTAS), which tracks all personnel in theater, and SPOT, which tracks contractor employees in theater, did not interface with CIF-ISM. See Appendix C for a description of these systems. As a result, Fort Benning CIF personnel did not know when civilian and contractor employees returned and should have turned in their recoverable OCIE, and the Army could not determine the amount and value of unreturned OCIE.

DTAS tracks the movement of civilian and military personnel to, from, and within the theater. This restricted database could be matched against the CIF-ISM database to identify civilians who returned home but did not return their OCIE. When these individuals are identified, CIF personnel could contact them to return the recoverable items or initiate action to recover the cost of these missing items. Because DTAS is the only system that has the information required to identify the movement of civilians in and out of theater, CIF personnel could not identify those civilians who had returned from deployment and not returned their recoverable OCIE. DTAS personnel are working on an application to allow access by CIF personnel to portions of the database. Without access to DTAS, we could not determine which civilians had returned from theater and should have returned their recoverable OCIE.

SPOT is a single, joint enterprise system employed for the management and tracking of contractor employees accompanying U.S. Armed Forces overseas. It is used by defense contractors, Government agencies, and the military. Like DTAS, it does not interface with CIF-ISM, so CIF personnel have no knowledge of when a contractor employee returned home. However, unlike DTAS, by interfacing with the Joint Asset Movement Management System (JAMMS), SPOT can provide contractor employee end-of-deployment dates to CIF-ISM to enable the CIF to develop a list of individuals who have ended their deployment without turning in their recoverable OCIE.

JAMMS uses scanning technology to record the movement of deployed personnel. Deployment movements are a collection of recorded movement scans that are captured as a person moves throughout an area of responsibility. JAMMS workstations are located at population chokepoints like dining facilities and ports of embarkation and debarkation. G-4 (Logistics) has authorized placing JAMMS terminals at seven CIFs on a trial basis.

The Army needs to develop procedures to determine when civilians and contractor employees return from deployment. Doing so will enable the Army to pursue unreturned OCIE.

## ***Controlling Returning Personnel***

Civilians and contractor employees were required to return to the CRC from which they deployed and turn in their OCIE. However, CIF personnel estimated that about 50

percent of the individuals who deployed from the Fort Benning CRC did not return there at the end of their deployment. To facilitate the return of OCIE by civilians and contractors, USARCENT modified the mission of the CIF in Kuwait, and individuals can now return their OCIE in theater. The Logistics Manager within G-4 (Logistics) informed us that he is revising the PPG to reflect this policy change. See Appendix D for the revised process for returning OCIE. However, while we believe that establishing a fully functional CIF in Kuwait will improve Army's OCIE collections, there is still no process in place to enforce the requirement to process through the Kuwait CIF before departing theater.

As a result of the Army's inability to enforce the requirement for civilians and contractor employees to return to the CRC from which they deployed and return their OCIE or to turn in their OCIE in theater, the Army has to expend resources to replace the unreturned OCIE.

### ***Establishing a Fully Functional Central Issue Facility in Theater***

Senior Army personnel in a number of commands were aware that returning personnel did not return recoverable OCIE on completion of their deployment. See Appendix E for the chain of command involved in the OCIE process. In May 2006, Fort Benning's DOL hosted an Individual Equipment Accountability Conference. During this conference, the lack of control over OCIE was discussed. Later in 2006, USARCENT began a series of Desert Summits to improve overall logistics functions in the theater area of responsibility. Organizations represented at these summits included USARCENT, G-4 (Logistics), Program Executive Office Soldier, and the 1<sup>st</sup> Theater Sustainment Command. At the July 2008 Desert Summit meeting, participants decided to augment the services offered by the CIF in Kuwait. Subsequently, USARCENT approved this decision. Before this, the CIF in Kuwait processed only soldiers permanently assigned in Kuwait. According to 1<sup>st</sup> Theater Sustainment Command personnel, the rationale for its limited mission was that civilians and contractors were returning to their deployment CRC and returning their OCIE there.

The 1<sup>st</sup> Theater Sustainment Command was tasked by USARCENT to establish a fully functional CIF in Kuwait by May 2009. Phase I of this process slipped to June 1, 2010. This CIF is intended to provide issue,<sup>2</sup> turn-in, and exchange capability for all military and civilian agencies providing support to transitional units, civilians, and contractor employees. This CIF has a fully functional CIF-ISM interface. Civilians, contractor employees, and other personnel can turn in their OCIE and have the return recorded in CIF-ISM. Before individuals leave the theater, they must turn in their chemical/biological masks and other controlled items to the units the individuals were assigned to, and the unit transfers custody using the Property Book Unit Supply Enhanced system. The CIF in Kuwait began collecting recoverable OCIE from personnel departing theater as of January 20, 2009. When an item is turned into the Kuwait CIF,

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<sup>2</sup> Issue means the distribution of clothing and equipment to personnel arriving in theater.

ownership is transferred from the issuing CIF to TACOM LCMC's Central Management Office.

Although having a CIF in Kuwait will make it easier for personnel returning to CONUS to return their OCIE, there is no way of knowing whether all individuals process through the CIF before departure. The Army needs a procedure to inform the appropriate CIFs that civilians and contractor employees have returned to CONUS so that the status of their OCIE can be determined. According to G-4 (Logistics) and Fort Benning DOL personnel, the CIF that initially issued the OCIE is still responsible for any item not turned in by the returning civilians or contractors.

As stated above, the PPG now requires civilians and contractor employees departing theater to transfer custody of their chemical/biological equipment to the units the individuals were assigned to and to turn in their recoverable OCIE to the CIF in Kuwait. However, there are inconsistencies in the way returning individuals are complying with PPG guidance. Fort Benning's property book officer stated that returning individuals:

- returned their OCIE in theater as directed,
- returned home with their chemical gear and other OCIE, or
- turned in their chemical gear to another CIF.

However, Fort Benning's Property Book Officer stated that if the chemical gear is turned in to the unit supply, he must use a Financial Liability Investigation of Property Loss (FLIPL) to get it off Fort Benning's property books because the unit supply in SWA does not have the proper information to effect a lateral transfer in the Property Book Unit Supply Enhanced system or CIF-ISM. A FLIPL is the administrative tool used by the Army to establish liability. A financial liability investigation is used in situations where responsibility for the loss, damage, or destruction of U.S. Government property is in question, or where the amount to be charged is in dispute.

We believe establishing a fully functional CIF in Kuwait will further improve the OCIE collection process, but it will not totally alleviate the problem. Civilians and contractor employees will still be able to return to CONUS without passing through the CIF and returning their recoverable OCIE.

The Army needs to establish procedures to ensure that civilians and contractor employees process through a CIF and turn in their recoverable OCIE and turn in their chemical/biological equipment to assigned units so it can be transferred to those units.

## **Obtaining Reimbursement for Unreturned Items**

The methods for obtaining reimbursement for unreturned OCIE differ for civilians and contractors. The process for obtaining reimbursement from civilians for unreturned OCIE is spelled out in Army Regulations. Obtaining reimbursement from contractors for their employees' unreturned OCIE is governed by the Federal Acquisition Regulation and terms and conditions of the contract.

## ***Civilians***

Reimbursement for lost property from civilians is addressed in Army Regulation 735.5, "Policies and Procedures for Property Accountability," February 28, 2005, chapter 13, "Financial Liability Investigation of Property Loss." Fort Benning personnel did not actively pursue unreturned recoverable OCIE issued to civilians and did not have any statistics on the amount and value of unreturned recoverable OCIE issued to civilians. Again, because systems did not interface, CIF personnel had no way of knowing whether or when civilians ended their deployment. As a result, the Army could not pursue recoverable OCIE or reimbursement for unreturned OCIE.

## ***Contractor Employees***

Although civilian employees can be held liable for lost OCIE, contractor employees cannot. Fort Benning's Staff Judge Advocate stated in a November 29, 2007, opinion that contractor employees cannot be held responsible for lost OCIE; rather, financial liability is governed by the Federal Acquisition Regulation and the terms of the contract with the Army. The Army Training and Doctrine Command Staff Judge Advocate concurred with this opinion. Recouping the cost of Government property in the hands of contractors that has been lost, damaged, or destroyed is dictated by Federal Acquisition Regulation Subpart 52.245-1, viii, h, "Contractor Liability for Government Property," and the terms and conditions of the contract.

For a contractor to be held liable for a loss of OCIE, the contract must contain the proper clauses. According to the Army's Acting Director, Procurement Policy Support Directorate (referred to here as the Acting Director of Procurement), the contract has to designate the OCIE as Government-furnished equipment, incorporate the clauses that make the contractor liable for the Government-furnished equipment, and transfer it to the contractor. The previous Director of Procurement noted that because numerous organizations write contracts, there is no way of knowing whether the proper clauses are incorporated in the contracts.

The previous Director of Procurement subsequently informed us that Defense Federal Acquisition Regulation Supplement 252.225.7040, "Contractor Personnel Authorized to Accompany U.S. Armed Forces Deployed Outside the United States," (originally issued in June 2006 and reissued several times thereafter, most recently in January 2009) should have been incorporated in all relevant contracts issued after June 2006. Paragraph (i)(4) states, "the Contractor shall ensure that all issued OCIE is returned to the point of issue, unless otherwise directed by the contracting officer."

Fort Benning personnel noted that they provided information to contracting officers when they become aware of contractor employees who returned without all the recoverable OCIE they were issued and refused to reimburse the Government for the lost items. Fort Benning's property book officer and DOL Supply and Services Division personnel stated that in some instances the contracting officer was able to obtain reimbursement for the lost items. However, the property book officer and DOL personnel were unable to provide the number of cases of lost OCIE they forwarded to the contracting officer; the

number that resulted in loss, damage, or destruction inquiries; or the dollar amounts recovered as a result of contracting officer action.

Because contracts were outside the scope of our audit, we did not review any contracts for the inclusion of the proper clauses and language that would allow the contracting officer to obtain restitution for OCIE lost by contractor employees. Further, we did not discuss with contracting officers why they did or did not attempt to obtain reimbursement from contractors for lost OCIE. As a result, we could not determine whether the Army did not pursue the contractors or could not collect reimbursement because the contracts did not include the correct contract clauses and language.

The Army needs to include proper clauses in contracts so that contractors can be held liable for recoverable OCIE issued to but not returned by contractor employees.

## **Preventing Illegal Use of Items**

Individuals we talked with throughout the Army were aware that a great deal of the OCIE issued to deploying civilians and contractor employees was unaccounted for. Additionally, during our initial research, we identified some sensitive military OCIE items that were available for sale on Web-based auction sites. For example, we found items such as Kevlar vests, Advanced Combat Helmets, Small Arms Protective Inserts, and Enhanced Small Arms Protective Inserts for sale on eBay, Craigslist, and Gunbroker Web auction sites. A contractor employee offered at least one of these items for sale. The Government Accountability Office (GAO) identified the same issue in an April 2008 report.<sup>3</sup> Regardless of the cost to replace these items, their illegal use could create a dangerous situation for law enforcement officials. We gave the Defense Criminal Investigative Service the details of our research related to OCIE items on Web-based sale sites.

## **Involving Other Organizations**

To mitigate the loss of OCIE as a result of civilians and contractor employees not returning through the CRC and not returning recoverable items, the Army has taken the following steps: modifying the mission of the CIF in Kuwait, retaining Letters of Authorization and other documentation, and planning to install JAMMS in designated CIFs. However, lost OCIE is not just an Army problem. A joint working group is needed to help recover OCIE. Participation by the Defense Procurement and Acquisition Policy office is needed to require insertion of correct contract clauses and language in all DOD contracts to ensure that contractors can be held accountable for recoverable OCIE. DPAP agreed to host the working group, which would develop the procedures to correct the deficiencies noted. Help from the Defense Finance and Accounting Service is needed because only it can process debt collection actions against civilians and contractors. Further, Defense Finance and Accounting Service may be able to determine from payroll records when Army and other agency civilians return from deployment. The Defense

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<sup>3</sup> GAO Report Number GAO-08-644T, "Undercover Purchases on eBay and Craigslist Reveal a Market for Sensitive and Stolen U.S. Military Items," April 10, 2008.

Logistics Agency is needed because it is responsible for providing required equipment to the Services. Because Navy and Air Force civilian and contractor employees process through the Army's CIF as well as their own organizations, Navy and Air Force participation is needed to help standardize the process across the Services and to provide end-of-deployment information for Navy and Air Force personnel.

## **Conclusion**

The Army's process for issuing OCIE ensured that civilian and contractor employees received the required clothing and equipment. However, the Army's process for recovering OCIE from civilians and contractor employees on completion of their mission needs improvement. Items were not recovered because management controls for recovering or obtaining reimbursement for the items were inadequate. As a result, the Army was unable to determine the amount and value of unreturned OCIE and had to expend resources to replace the items. If the Army had implemented adequate controls for recovering OCIE from civilians and contractors who ended their deployment, the Army could have put at least \$2.5 million to better use. The Army needs to identify individuals who have returned from deployment and to obtain recoverable OCIE or reimbursement from those who have ended their deployment but have not returned their OCIE. The Army should develop procedures to ensure civilians and contractor employees process through CIFs and return the items when their deployment ends. If the employees do not return the OCIE, the CIF should initiate a FLIPL for restitution or an accounting for the lost items from civilian employees and should contact the contracting office to initiate collection from the contractor for the cost of the unreturned OCIE. DOD should ensure that contracts contain language holding contractors accountable for OCIE issued to their employees.

## **Management Actions**

Army G-4 (Logistics) informed us that it has taken the following action as of March 9, 2010:

- Placing automation at all CIFs with contractor support and developing policy,
- Coordinating with the Logistics Civil Augmentation Program to include OCIE as Government Furnished Equipment on contracts, which would be controlled by individual contractors,
- Having CIFs contact Contracting Officers to recoup funds for unreturned contractor OCIE, and
- Changing CIF ISM to improve contractor tracking.

## Recommendation

We recommend that the Director, Defense Procurement and Acquisition Policy:

- (1) Establish a working group to include officials from the U.S. Central Command, Defense Finance and Accounting Service, Defense Logistics Agency, Office of the Deputy Assistant Secretary of the Army (Procurement), Office of the Deputy Chief of Staff of the Army G-4 (Logistics), Navy, and Air Force to improve recovery of Organizational Clothing and Individual Equipment. The working group should develop procedures to:
  - (a) Identify civilians and contractor employees who returned from deployment but did not turn in the recoverable Organizational Clothing and Individual Equipment they were issued.
  - (b) Ensure all civilians and contractor employees turn in their recoverable Organizational Clothing and Individual Equipment items to the in-theater central issue facility before returning from deployment, and enforce the requirement to transfer custody of protective chemical-biological equipment to supply as required by the Personnel Policy Guide for Overseas Contingency Operations.
  - (c) Obtain recoverable Organizational Clothing and Individual Equipment or reimbursement from civilians and contractors whose employees did not turn in their recoverable Organizational Clothing and Individual Equipment items.
  - (d) Obtain unreturned recoverable Organizational Clothing and Individual Equipment or reimbursement for unreturned Organizational Clothing and Individual Equipment issued to civilians and contractor employees in prior years.
- (2) Implement the procedures developed by the working group.
- (3) Require central issue facility personnel to retain civilians' and contractor employees' contact information to enable the CIF to contact them if they do not return Organizational Clothing and Individual Equipment.
- (4) Require DOD Components to include proper clauses and contract language in new contracts and modify existing contracts so that contractors can be held liable for the recoverable Organizational Clothing and Individual Equipment issued by central issue facilities to deploying employees but not returned on mission completion.

## **Management Comments Required**

### **Defense Procurement and Acquisition Policy Comments**

We requested comments from the Director, Defense Procurement and Acquisition Policy. However, he did not provide comments on the report or recommendations. We request that the Director Defense Procurement and Acquisition Policy provide comments to the recommendation by July 21, 2010.

### ***Headquarters Department of the Army Comments***

Although not required to comment, the Deputy Chief of Staff, G-4 (Logistics) provided informal comments and concurred with the recommendation in the report.

## Appendix A. Scope and Methodology

We conducted this performance audit from August 2008 through January 2010 in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

We reviewed the processes and controls at the contractor-operated Army CIF, Fort Benning, Georgia, for the issue and return of clothing and equipment items (Class II Property) issued to civilian and contractor employees before their deployment in support of U.S. military operations in Iraq and Afghanistan. We did not review Property Book Unit Supply Enhanced items, such as weapons and gas masks, other than to determine turn-in procedures. We reviewed:

- Federal Acquisition Regulation Part 52.245-1, viii, h, “Contractor Liability for Government Property,” Defense Federal Acquisition Regulation Supplement clause 252.225.7040, “Contractor Personnel Supporting a Force Deployed Outside the United States,” and the Department of the Army Personnel Policy Guidance (PPG) for Contingency Operations in Support of the Global War on Terrorism<sup>4</sup> publication ranging from October 20, 2005, through May 14, 2007, related to CIF operations, specifically guidance related to the issue of clothing and equipment items to civilians and contractor employees and the return of these items on completion of their deployment;
- controls to ensure the prescribed clothing and equipment items were issued to civilians and contractor employees deploying to Southwest Asia, and
- controls to ensure that recoverable items issued to civilians and contractor employees were returned or otherwise accounted for.

A briefing chart provided by Fort Benning DOL personnel showed that the CIF had outstanding recoverable items totaling \$2.3 million for FY 2006 and \$11.2 million for FY 2007. We tested the data in CIF-ISM to determine the number, value, and types of items issued to civilians and contractors. We compared SPOT information with the CIF-ISM to identify contractor employees issued clothing and equipment items who had returned from theater without returning recoverable clothing and equipment items. Information to identify civilians who ended their deployment was unavailable because the Army was still working on an interface with DTAS to provide this information.

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<sup>4</sup> Currently titled “Department of the Army Personnel Policy Guidance for Overseas Contingency Operations”. Updated October 27, 2009.

We visited or contacted personnel from the following entities:

- Defense Procurement and Acquisition Policy Office, Washington, DC
- Defense Finance and Accounting Service, Indianapolis, Indiana
- Army Deputy Chiefs of Staff G-1, and G-4 in Washington, DC
- Office of the Deputy Assistant Secretary of the Army (Procurement), Washington, DC
- Army Installation Management Command, Arlington, Virginia
- Army Training and Doctrine Command, Fort Monroe, Virginia
- Army Materiel Command, Fort Belvoir, Virginia
- U.S. Central Command, MacDill AFB, Florida
- U.S. Army Central, Fort McPherson, Georgia
- 1<sup>st</sup> Theater Sustainment Command, Fort Bragg, North Carolina
- DOL, CIF, CRC, Rapid Fielding Initiative, Fort Benning, Georgia
- Army Corps of Engineers, Washington, DC
- Army Corps of Engineers CIF, Winchester, Virginia
- Army TACOM Life Cycle Management Command, Organizational Clothing and Individual Equipment, Central Management Office, Edgewood, Maryland

### ***Sampling Methodology***

TACOM LCMC's Central Management Office provided us with a database of Fort Benning CIF OCIE issued to civilians and contractors. We filtered the database for FYs 2006 and 2007. We further filtered the database by menus identifying whether the deploying individual is a civilian or a contractor employee and the location of the deployment. We included menus that identified the individual as a civilian or a contractor employee deployed to Southwest Asia. We also included some menus that, at the time of selection, could not be identified as a civilian or contractor menu. Further, we included some menus that were not identifiable to a specific deployment location. As a result of these filtering processes, our universe consisted of 29 menus with a total of 8,664 records. Subsequent to our sample selection, the 8,664 records were reduced to 7,338 individuals who deployed during FY 2006 and 2007 by eliminating individuals who appeared on more than one menu. We judgmentally selected 303 records for review to determine whether the deployed personnel received the required OCIE as prescribed by the PPG in effect at the time of deployment. The 303 records were derived from selecting every 20<sup>th</sup> person listed on large menus, every 30<sup>th</sup> person listed on the largest menus and a judgmental selection of 1 person from smaller menus containing less than 20 items for issue.

### ***Scope Limitations***

Information to determine the value of OCIE issued to civilian employees was unavailable. CIF-ISM did not differentiate between civilians and contractor employees until November 2007. Further, DTAS, the classified system used to track civilian and military personnel to, from, and within theater, does not interface with CIF-ISM. An

unclassified bridge to the system is under development. Without knowing which civilians have ended their deployment, we could not determine who should have, but did not, return their recoverable OCIE.

The Office of the Under Secretary of Defense for Acquisition, Technology, and Logistics would not provide us with a database from SPOT because it contains personally identifiable information. Officials agreed to compare our list of personnel deployed to SWA with personnel listed in SPOT to identify contractor employees who completed their deployment within our audit time frame. We accepted the offer. However, this operation was performed outside of our control.

### ***Use of Computer-Processed Data***

We used data from CIF-ISM and SPOT to identify contractor employees who deployed through the Fort Benning CRC, had not returned through the CRC, and had not returned the OCIE they were issued before deployment. We did not perform a formal reliability assessment of these computer-processed data. However, we audited the data contained in CIF-ISM, so the reliability of the data is addressed. Further, if data in SPOT is incomplete, our results will be understated, but otherwise accurate. We did not find material errors that would preclude the use of the computer-processed data to meet the audit objective or that would change the conclusion of this report.

### ***Prior Coverage***

During the last 5 years, the Army Audit Agency issued one report related to its central issue facilities. Unrestricted Army reports can be accessed from .mil and gao.gov domains through the Internet at <https://www.aaa.army.mil/>.

### ***Army***

Army Audit Agency Report Number A-2006-0233-ALL, "Clothing Issue Facilities, Audit of Logistics Civil Augmentation Program Operations in Support of Operation Iraqi Freedom," September 22, 2006

## Appendix B. Organizational Clothing and Individual Equipment List

Item	DOD/DA Issue Quantity	Contractor Issue Quantity	AAFES* Issue Quantity	Recoverable Item
Barracks Bag	1	0	0	Yes
Duffel Bag	3	2	2	Yes
Waterproof Bag	2	0	1	Yes
Riggers Belt	1	0	0	No
Boots, Hot Weather	2	0	2	No
Boots, Temperate Weather	2	0	0	No
Boots, Cold, Wet	1	0	1	No
Trousers Camouflage	4	4	4	Yes
Coat Camouflage	4	4	4	Yes
Sun Hat	0	0	1	No
Cap Camouflage	1	1	1	No
Hat Camouflage	1	1	1	No
Knee Pads	1	0	0	Yes
Elbow Pads Inserts	1	0	0	Yes
Elbow Pads	1	0	0	Yes
Glove System, Summer	1	0	0	No
Glove System, Intermediate	1	0	0	No
T-Shirts, Moist Wick	0	0	4	No
Socks, Cotton	0	0	4	No
IBA	1	1	1	Yes
ESAPI <sup>†</sup>	2	2	2	Yes
Combat Helmet	1	1	1	Yes
Helmet Cover	1	1	0	Yes
Canteen 1 quart	1	0	1	Yes
Canteen Cover	1	0	1	Yes
Canteen Cup	1	0	0	Yes
First Aid Case	1	1	1	Yes
Vest, Load Bearing (or)	1	0	0	Yes
Suspenders, Individual Equipment	1	0	0	Yes
& Belt, Individual Equipment	1	0	0	Yes
Hydration System	1	0	0	No
Sleeping Mat	1	0	0	Yes
Sleeping Bag	1	0	1	Yes
Goggles	1	0	0	No
Ballistic Spectacles	1	0	1	No

Neckerchief	1	0	0	No
Cap, Cold Weather	1	0	0	No
Balaclava or Neck Gaiter	1	0	0	No
Inserts	2	0	2	No
Gloves	1	0	1	No
Drawers, Polypropylene	2	0	2	No
Undershirts, Polypropylene	2	0	2	No
Undershirts, Silk	2	0	0	No
Drawers, Silk	2	0	0	No
Shirt, Fleece	1	0	0	Yes
Liner, Trousers	1	0	0	Yes
Coat	1	0	0	Yes
Parka	1	0	0	Yes
Trousers	1	0	0	Yes
Parka, Wet Weather	1	0	0	Yes
Trousers, Wet Weather	1	0	0	Yes
Poncho, Wet Weather	1	0	1	Yes
Liner, Poncho, Wet	1	0	1	Yes
Chitosan Dressing	1	0	0	Yes

Note:

Deploying personnel are also issued a Chemical-Biological M40A1.

\*Army and Air Force Exchange Service Personnel

† Enhanced Small Arms Protective Insert.

Source: Department of the Army PPG Chapter 6, updated periodically, last updated February 18, 2009.

# **Appendix C. Systems That Track Clothing and Equipment Items and Personnel**

## **Central Issue Facility Installation Support Module**

The module is managed by TACOM LCMC. The CIF-ISM module came online in October 2006. The CIF module's objective is to automate the business processes at the central issue facilities at Army installations. The module provides a standard Army-wide, automated system for the receipt, storage, issue, exchange, and turn-in of authorized OCIE at Army installations.

## **Deployed Theater Accountability System**

This system is managed by the Army Human Resources Command. The restricted system provides the U.S. Army with a mechanism for monitoring the location and duty status of deployed soldiers, civilians, and contractor employees. This capability is vital in determining the war-fighting capability of the Army and subordinate commands. An unrestricted bridge that will allow access to end-of-tour dates is under development.

## **Synchronized Predeployment and Operational Tracker**

SPOT is a program within the Business Transformation Agency's Defense Business Systems Acquisition Executive directorate. The Defense Business Systems Acquisition Executive directorate is responsible for implementing DOD systems and initiatives in support of the Department's Business Transformation goals. The Business Transformation Agency's mission is to develop, coordinate, and integrate projects, programs, systems, and initiatives providing DOD Enterprise-wide business. Defense contractors, Government agencies, and the military use the system to manage and track contractor employees accompanying U.S. Armed Forces overseas. The system was designated by the Office of the Secretary of Defense as the system of record in accordance with DOD Instruction 3020.41, "Contractor Personnel Authorized to Accompany the U.S. Armed Forces", which requires a single joint database for logistics, operations, planning, and reporting of deployed contractor status to Government and Defense contractor stakeholders. It has expanded from an Army-only system to a DOD-wide system and is currently being implemented in other Government agencies.

## **Joint Asset Movement Management System**

This system uses scanning technology to record deployment movements. Deployment movements are a collection of recorded movement scans that are captured as a person moves throughout the area of responsibility. JAMMS workstations are located at population chokepoints like dining facilities and ports of debarkation. Scans are registered in the JAMMS by using a device that reads barcodes stored on SPOT-generated Letters of Authorization, Common Access Cards, and Defense Biometric Identification System Cards. JAMMS files are uploaded to SPOT.

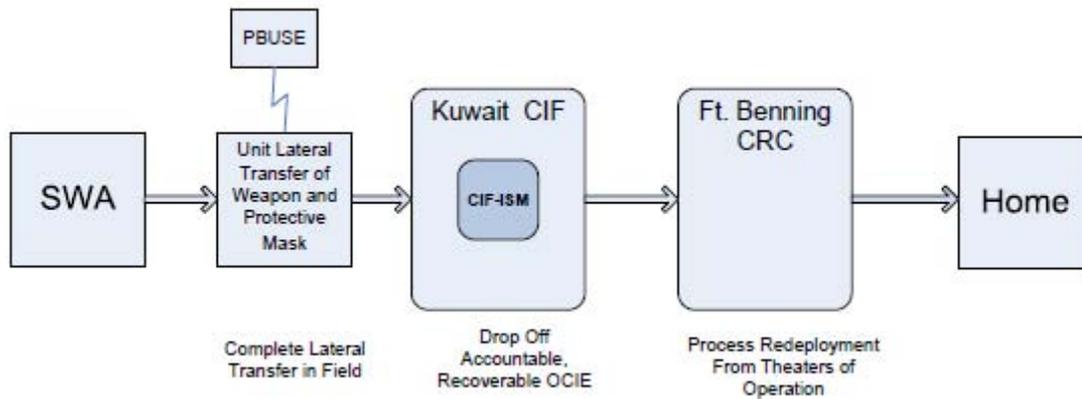
## **Property Book Unit Supply Enhanced System**

This system is managed by a Configuration Control Board, made up of members from G-4 (Logistics) and a Baseline Configuration Control Board, consisting of the Program Manager, Logistics Information Systems; representatives of the Combined Arms Support Command; and the developer. This property system provides property accountability, serial number tracking, asset adjustments, transfers, and authorization updates for controlled items.

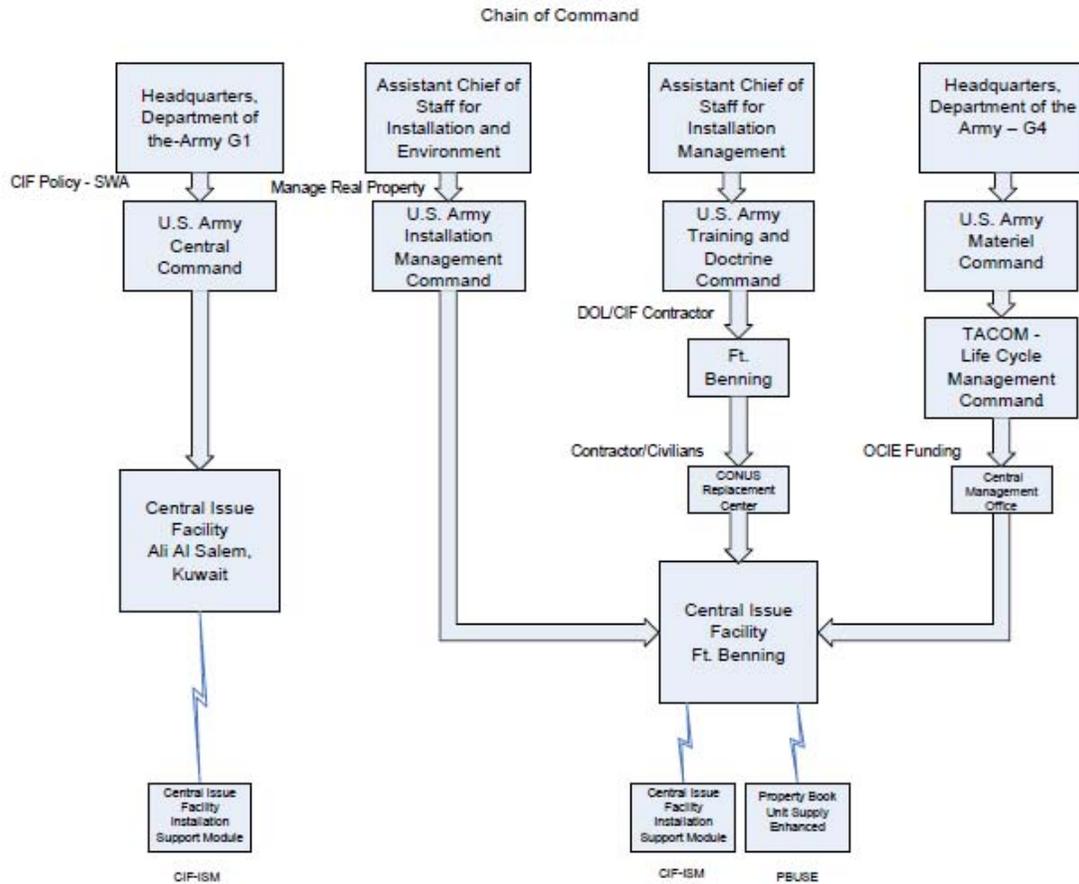
## **Other Systems**

Other systems were in place that were intended to provide information on the movement of civilians and contractor employees. However, for various reasons, these other systems had incomplete or inaccurate data.

# Appendix D. Revised Process for Return From Deployment



# Appendix E. Chains of Command for Organizational Clothing and Individual Equipment







# Inspector General Department of Defense

