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The Yoder Three-tier Model for Optimal Planning and Execution of Contingency Contracting

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Monterey, California. Naval Postgraduate School

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The Yoder Three-tier Model for Optimal Planning and Execution of Contingency Contracting

NPS Working Paper Series

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Backdrop and Purpose

- Combatant Commanders increasingly rely on contingency contracting as major source of support and provisioning.
- Criticisms and calls for better integration.
 - Humanitarian relief
 - Security
 - Economic restoration
- Potential and capacity to shape the theater environment to meet National Security Strategy and COCOM objectives.



Calls for Better Planning and Coordination

- Presidential Decision Memorandum— PDD 56
- Rand Report: Civilians and Soldiers— Achieving Better Coordination, Bruce Pirnie, Rand Corporation, 1998
- NPS Thesis: Analysis of the Contingency Contracting Support Plan within the Joint Planning Process Framework, by Mike Anderson and Greg Flaherty, NPS, 2003



Construct of the Model

- Functional tiers based on:
 - Rank
 - Qualifications
 - Education
 - JPME and Joint Experience
 - Skill Sets
- Designed to address specific shortfalls in
 - Capability to plan and execute coordinate CCO
 - Achieve better results



Three Tiers Model

- Ordering Officer model- Tier One
 - most simplistic
 - orders against existing umbrella contracts
- Leveraging Contracting Officer- Tier Two
 - includes Ordering Officer functions plus...
 - local economy purchases
- Integrated Planner and Executor Model- Tier Three
 - performs S.W.O.T. and other strategic analysis
 - integrates analysis into creation of OPLAN (including CCSP)
 - executes according to plan

Must have all three tiers to have truly effective Integrative Planning and Execution



Ordering Officer- Tier One

- Functions/Education/Rank:
 - Basic ordering
 - Simplified Acquisition Procedures
 - DAU CON 234/DAWIA Level I or II
 - Junior to mid-grade enlisted, junior officers, GS-7 to GS-9 1102 Series or equivalent civilian
- Highlights and Drawbacks:
 - Limited to simple buys
 - Little to no integration
 - No operational planning
 - No broad liaison functions



Leveraging Contracting Officer- Tier Two

- Functions/Education/Rank:
 - Leveraging local economy
 - Reduces “pushed” material requirement
 - DAU CON 234/DAWIA CON Level II or III/Higher Education
 - Senior enlisted, junior to mid-grade officers, GS-11+ 1102s
- Highlights and Drawbacks:
 - Better local operational planning
 - More integration possible
 - More capability for the operational commander
 - No broad liaison functions
 - May create sub-optimization due to limited integration
 - Optimized local operations at the expense of theater objectives
 - Asset employment that may be counter productive outside of immediate operational control



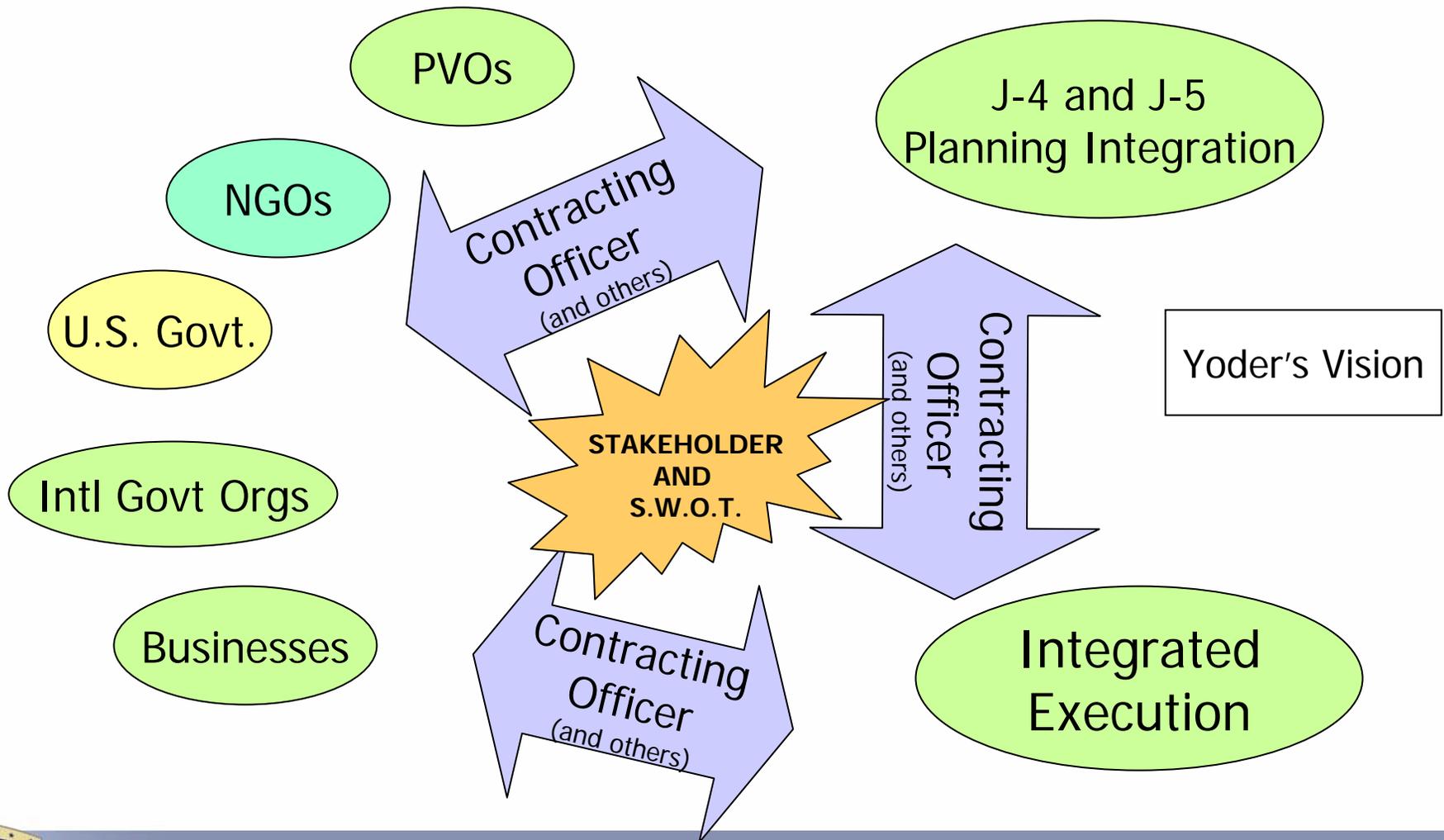
Integrated Planner and Executor (IPE)

Tier Three

- **Functions/Education/Rank:**
 - Highest level of planning and integration – joint level
 - Linked/Integrated with J-4 and J-5 (and other Joint codes)
 - Creates and executes OPLAN CCO strategy (CCSP included)
 - Provides direction to tier-one and tier-two
 - Links operations strategically to theater objectives of COCOM
 - Master's Degree or higher/JPME Phase I and II/DAWIA CON Level III and others/experience at higher-level contract and acquisition functions & joint experience.
- **Highlights and Drawbacks:**
 - Operational and theater analysis integrated into OPLAN (CCSP)
 - Links COCOM objectives to all theater contracting operations
 - Coordinates utilization of limited assets
 - Achieve broader national security goals through effective use of assets
 - Includes planning, communication, coordination, and exercising with NGOs and PVOs in theater



Complexities in Integrative Planning the Integrated Planner and Executor Model



Moving from Theory to Practice

- What organizations will benefit from integration of planning and execution of contingency contracting with broader operational and theater planning?
 - Combatant Commanders (COCOMs)– Get in and get out! Lack of integration means they aren't effectively and efficiently utilizing all players and assets capable of providing leverage for the mission.
 - Joint J-4 and J-5 Staffs– Traditional “logistics” focus utilizing organic pushed-supply models are no longer the main thrust of support. Contracting and non-organic provisioning is now the norm.
 - Personnel planners– The Yoder model calls for development of personnel with the critical skill sets, education, and experience required at the higher-tiers. This is NOT something left to chance.
 - NGOs and PVOs– cultivate the inescapable link between these organizations and the COCOM. Create harmony of operations.



Recommendations

- Implement the three-tier model across all services
- Fully fund education and career development programs which are the hallmark of the three-tier model
- Create incentives for personnel choosing to take positions within the three-tier structure
- Mandate that J-4 and J-5 include the IPE (Third Tier)
- Mandate Joint Professional Military Education (JPME) for all personnel at the tier-two and tier-three level (IPC and LCO levels)

