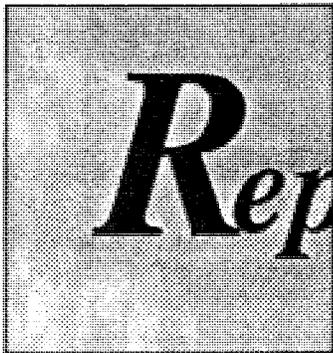




*Evaluation*



*Report*

OFFICE OF THE INSPECTOR GENERAL

**ARMY RESERVE COMPONENT PROCUREMENT OF  
COMPUTERS**

Report No. 96-121

May 16, 1996

**DEPARTMENT OF DEFENSE**

### **Additional Copies**

To obtain additional copies of this evaluation report, contact the Secondary Reports Distribution Unit of the Analysis, Planning, and Technical Support Directorate at (703) 604-8937 (DSN 664-8937) or FAX (703) 604-8932.

### **Suggestions for Future Audits**

To suggest ideas for or to request future evaluations, contact the Planning and Coordination Branch of the Analysis, Planning, and Technical Support Directorate at (703) 604-8939 (DSN 664-8939) or FAX (703) 604-8932. Ideas and requests can also be mailed to:

OAIG-AUD (ATTN: PATSY Audit Suggestions)  
Inspector General, Department of Defense  
400 Army Navy Drive (Room 801)  
Arlington, Virginia 22202-2884

### **Defense Hotline**

To report fraud, waste, or abuse, contact the Defense Hotline by calling (800) 424-9098; by sending an electronic message to [Hotline@DODIG.OSD.MIL](mailto:Hotline@DODIG.OSD.MIL); or by writing to the Defense Hotline, The Pentagon, Washington, D.C. 20301-1900. The identity of each writer and caller is fully protected.

### **Acronyms**

ADPE	Automated Data Processing Equipment
ARNG	Army National Guard
DOIM	Director of Information Management
NGB	National Guard Bureau
RCAS	Reserve Component Automation System
USAR	U.S. Army Reserve
USARC	U.S. Army Reserve Command



INSPECTOR GENERAL  
DEPARTMENT OF DEFENSE  
400 ARMY NAVY DRIVE  
ARLINGTON, VIRGINIA 22202-2884



Report No. 96-121

May 16, 1996

MEMORANDUM FOR ASSISTANT SECRETARY OF DEFENSE (RESERVE  
AFFAIRS)  
CHIEF, NATIONAL GUARD BUREAU  
CHIEF, ARMY RESERVE

SUBJECT: Evaluation of Army Reserve Component Procurement of Computers  
(Project No. 6RB-5011)

## Introduction

We are providing this report for your information and use. This evaluation was performed at the request of the House Subcommittee on National Security, Committee on Appropriations. In FY 1988, Congress mandated the creation of the Reserve Component Automation System (RCAS), which was to provide the Army Reserve component with support for mobilization planning, execution, and management, as well as for day-to-day administrative tasks. From FYs 1988 through 1995, Congress imposed a series of restrictions on the Reserve Component purchase of computers outside the RCAS program. An informal survey conducted in mid-1995 by the Project Management Office of RCAS showed that the Army Reserve component had more than 12,000 modern computers.<sup>1</sup> In the Conference Report to the FY 1996 DoD Appropriations Bill, the conferees questioned how the Reserve Component was able to obtain "such a large number of computers" despite the "very tight restrictions" imposed by Congress. We plan to issue a second report on a technical assessment of RCAS.

## Evaluation Results

The evaluation determined that the Army Reserve component procured about 26,000 modern computers from FYs 1991 through 1995 outside the RCAS funded program. The results of our review of procurement controls and practices provide reasonable assurance that during FYs 1991 through 1995, the ARNG and USAR managed the procurement of modern computers in consonance with congressional restrictions. The National Guard Bureau (NGB) and Office of the Chief, Army Reserve, provided guidance that accurately reflected language in the Defense Appropriations Acts to the purchasing authority levels within the Army Reserve component structure. The evaluation found no evidence that the acquisition actions by the Army Reserve component violated any laws, to include the Anti-Deficiency Act.

---

<sup>1</sup>Modern computers are defined as 486 or higher capability computers, to include Pentium computers. As used in this report, the term computer is synonymous with microcomputer or personal computer.

---

## Evaluation Objectives

The evaluation had two primary objectives based on the congressional tasking:

- o determine how the Army Reserve component obtained 12,000 computers outside the RCAS funded program; and
- o determine whether those acquisitions violated the law, to include the Anti-Deficiency Act.

## Scope and Methodology

The evaluation was conducted from October 15, 1995, through February 20, 1996, and focused on reviewing Army Reserve component compliance with congressional restrictions intended to prevent the acquisition of computers that result in duplication of RCAS functions or equipment. The RCAS program itself was not evaluated for this report.

**National Capitol Region Interviews.** To gain a comprehensive understanding of the automated information management requirements in the Army Reserve component, we interviewed information management representatives from the staffs of the Office of the Secretary of Defense; the ARNG Directorate, NGB; Office of the Chief, Army Reserve; and other Department of the Army staff offices.

**Policy, Law, and Inventory Review.** We reviewed applicable public law and Defense Appropriations Act language and Army Reserve component policy directives. We sent detailed surveys to the Army Reserve component to obtain current data on modern computer densities and procurement categories.

**Documentation Reviewed.** The evaluation team visited a judgment sample of commands within the ARNG and the USAR to evaluate compliance with the congressional restrictions, the validity of the survey data, and the implementing policies of the ARNG and USAR. During site visits, we reviewed documentation dated from FYs 1991 through 1996. We compared current inventory data and purchase authority documents to turn-in documents of replaced computers. Also, we examined other documents, to include, for example, documents authorizing computer purchases for top-driven "stovepipe" systems.<sup>2</sup> The commands selected for site visits procured a total of about 7,600 modern computers by the end of FY 1995 and are shown in Enclosure 1. A complete list of organizations visited or contacted is in Enclosure 6.

---

<sup>2</sup>The Standard Army Management Information Systems include numerous functional area computer hardware and software systems that are considered "stovepipe" systems. An example is the Unit Level Logistics System which is sponsored by the Department of the Army, Office of the Deputy Chief of Staff for Logistics.

---

## **Prior and Related Coverage**

Other aspects of the RCAS program have been the subject of Inspector General, DoD; Army Inspector General; Army Audit Agency; and General Accounting Office reports during the last 5 years; however, none of those reports directly related to our evaluation objectives.

The FY 1996 Report of the Committee on Appropriations tasked the Assistant Secretary of Defense for Reserve Affairs to perform an independent technical assessment of the new RCAS program. That technical assessment is being performed by the Inspector General, DoD.

## **Evaluation Background**

**Source of Information on Modern Computers.** The number (12,000 modern computers) cited in the congressional language was derived from an informal survey performed during May through June 1995 by the RCAS Program Management Office. The goal of that survey was to determine how many 486 or higher level computers were on hand in the ARNG and USAR so that an estimate could be made of the number potentially available for use in the modified RCAS program.

The survey identified 12,190 (5,100 in the ARNG and 7,090 in the USAR) 486 computers. Representatives of the NGB and the U.S. Army Reserve Command (USARC) information management offices pointed out that they did not consider the 12,190 figure accurate, because the RCAS survey was performed informally without a detailed survey instrument. In addition, the 1995 survey was performed during May through June, so it did not reflect complete FY 1995 procurement data.

**Origins of RCAS.** The FY 1988 Defense Appropriations Act and congressional guidance mandated the RCAS program and provided direction for the acquisition of that system and all other automated information systems for the Army Reserve component. The act put management control of the RCAS program under the Chief, National Guard Bureau.

**Purpose of RCAS.** The intent of the RCAS program was to satisfy the Army Reserve component mobilization planning, execution, and management functions and to provide automated support for day-to-day administrative tasks. The automated information system was to be a nondeployable, peacetime system capable of processing both unclassified and classified information. Implied in that description is that the Army Reserve component would have to acquire separate systems to fulfill information processing requirements when units deployed or to perform any functions not included in the RCAS functionality.

**Congressional Restrictions.** The criteria in the FY 1988 through 1995 Defense Appropriations Acts maintained a central theme--a prohibition against computer procurements for the Army Reserve component that would duplicate RCAS functions or resources. The Acts provided a number of exceptions for the procurement of computers to perform RCAS functions, pending the installation

---

of RCAS. The Acts also provided exceptions for the procurement of computers to accomplish non-RCAS related functions. The congressional restrictions are summarized below.

**Restrictions for FYs 1988 through 1990.** The FY 1988 Defense Appropriations Act prohibited the purchase of minicomputers and microcomputers for the Army Reserve component until a contract for RCAS was awarded. In FY 1989, the Act was modified to prohibit the procurement of "mini- and micro-computers for the Army Reserve Component which *duplicate functions* to be included in the RCAS contract" [emphasis added].

**Restrictions for FYs 1991 through 1993.** During FYs 1991 through 1993, the Defense Appropriations Acts removed the restrictive language pertaining to the procurement of computers outside the RCAS funded program. The FY 1991 Report of the House Committee on Appropriations (H.R. 101-822), however, continued to provide guidance (albeit nonstatutory) to the Army Reserve component concerning computer procurements outside the RCAS program. The report allowed those units or "other physically separate elements" of the Army Reserve component to procure one computer if they had none. The FY 1991 report also allowed computer procurements in the case of an increase in the unit structure or mission, but only to the extent of providing capabilities and functions already available to similar units of the Army Reserve component. Further, the report allowed computer procurements for the upgrade of the Daily Orders, Ledgers, and Finance System.<sup>3</sup>

**Restrictions for FYs 1994 through 1995.** Congressional statutory restrictions reappeared in the FYs 1994 and 1995 Acts. In both years, the Acts listed five criteria that had to be met in order to procure computers outside the RCAS program that would perform RCAS-type functions:

. . . (A) at sites scheduled to receive RCAS equipment prior to September 30, 1995, RCAS automated data processing equipment (ADPE) may be procured and only in the numbers and types allocated by the RCAS program to each site; and at sites scheduled to receive RCAS equipment after September 30, 1995, RCAS ADPE or ADPE from a list of RCAS compatible equipment approved by the Chief of the National Guard Bureau or his designee, may be procured and only in the numbers and types allocated by the RCAS program to each site; (B) the requesting organizational element has insufficient ADPE for administrative functions but not to exceed the number of work stations determined by the RCAS program for that site; (C) replacement equipment will not exceed the minimum required to maintain the reliability of existing capabilities; (D) replacement will be justified on the basis of cost and feasibility of repairs and maintenance of present ADPE as compared to the cost of replacement; and (E) the procurement under this policy must be approved by the

---

<sup>3</sup>The system is an accounting module of the Developmental Army Readiness and Mobilization System, a forerunner of RCAS.

---

Chief of the National Guard Bureau or his designee, provided that the procurement is a one for one replacement action of existing equipment.

## **Reserve Component Computer Procurement--Responsibilities and Policies**

The procurement of computers from FYs 1988 through 1995 was regulated by controls imposed by the NGB and the USARC. Those controls implemented congressional restrictions on the procurement of computers stated in Defense Appropriations Acts and public law. The Army Reserve component management policies and guidance accurately reflected the congressional mandates and specific procurement restrictions that were intended to avoid duplication of RCAS functions and resources. The policies and guidance were in consonance with the spirit and intent of appropriations language and legal restrictions. The evaluation found no evidence that the Reserve component acquisition actions violated any laws or the Anti-Deficiency Act. The roles, responsibilities, and policy functions of the key Army Reserve component procurement officials are summarized below.

**Role of the Chief, NGB.** The FY 1988 Act gave the Chief, NGB, executive agent responsibilities for RCAS. The Chief, NGB, was named the source selection official, and the RCAS program manager was made accountable to him.

**Role of the RCAS Program Manager.** The FY 1991 Report of the House Committee on Appropriations provided guidance on computer purchases and stated that "Approval authority to execute this interim policy may not be delegated below the RCAS program manager." Accordingly, the RCAS Program Management Office reviewed all procurement requests for computers until FY 1994.

**Change in Approval Authority.** The FY 1994 Act authorized the Chief, NGB, or his designee to approve computer purchases. In April 1994, the Chief, NGB, gave the Commander, U.S. Army Reserve Command, approval authority for replacement of obsolete computers and computers that could not be cost-effectively repaired. Similarly, in June 1994, the Chief, NGB, delegated approval authority for routine procurement requests to the 54 state and territorial Directors of Information Management (DOIMs) for the ARNG and to the Office of the Chief, USAR, and the Commander, U.S. Army Reserve Command, for the USAR. The intent of this policy change was to shorten the approval process and to streamline modern computer procurements in order to maintain mission readiness.

**Policies Established by the Army Reserve Component Headquarters.** In consonance with its executive agent responsibilities, the NGB began to publish implementing policies in FY 1988 concerning the procurement of computers. NGB policy letters and memorandums were issued periodically to promulgate the latest congressional guidance and clarifications or legal interpretations of that guidance. The NGB coordinated those policies with the RCAS Program

---

Management Office and coordinated legal reviews to ensure that the policies were consistent with restrictions in the Defense Appropriations Acts. The NGB used the memorandums to identify approval authorities or approval request requirements for the purchase of all categories of modern computers.

**Appropriateness of Reserve Component Policies.** The evaluation team compared the Army Reserve component policy letters with the provisions of law, the Defense Appropriations Acts, and subsequent legal interpretations. We examined Reserve Component policies pertaining to all categories of computer acquisitions mentioned in the Defense Appropriations Acts to include RCAS and non-RCAS related procurements.

Our comparison and evaluation showed no instances of Army Reserve component policy in conflict with congressional restrictions or the RCAS Program Management Office determinations. A synopsis of the congressional language and restrictions during FYs 1988 through 1996, including legal interpretations and exception determinations, is in Enclosure 2. The enclosure also provides summaries of the key Army Reserve component policy memorandums that implemented the congressional restrictions and legal interpretations.

## **Modern Computers in the Army Reserve Component**

**Survey of Modern Computers.** To collect more complete data on the Army Reserve component inventory of modern computers, we sent a formal survey to the National Guard headquarters of the 54 states and territories and to the 44 major commands and installations of the USAR.

The survey requested the number of modern computers procured during each fiscal year since 1991 and the basis or authority for each procurement. The survey was limited to 486 and higher level computers because computers meeting that criteria were considered modern computers at the time of the 1995 Program Management Office RCAS survey. We used FY 1991 as the base year for our data collection, because FY 1991 was the first year in which significant numbers of 486 computers began entering the Army Reserve component inventory. The survey categorized computer acquisitions into four main groupings:

- o DoD funded and performs non-RCAS functions;
- o DoD funded (but not funded by the RCAS Program Management Office) and performs RCAS functions;
- o non-DoD funded; and
- o computers upgraded to 486 or Pentium computers.

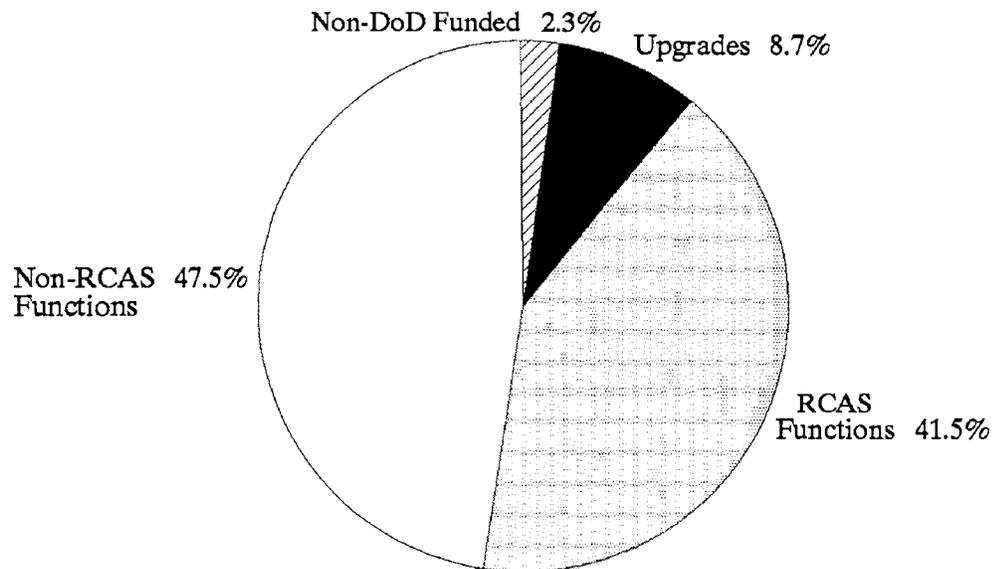
(See Enclosure 3 for a copy of the survey instrument, which includes a more detailed listing of functions within the descriptive categories).

---

**Survey Results.** Survey data showed that from FYs 1991 through 1995, the Army Reserve component obtained about 26,000 modern computers. Enclosure 4 contains a breakout of computer data by functional categories and fiscal year.

Analysis of survey data and interviews indicated that respondents generally understood the survey instrument. As a result, we considered the distribution of modern computers among the category areas to be reasonably accurate and representative. However, due to the interpretive nature of any survey instrument, some inconsistencies, wrong categorizations, and double counting may have occurred.

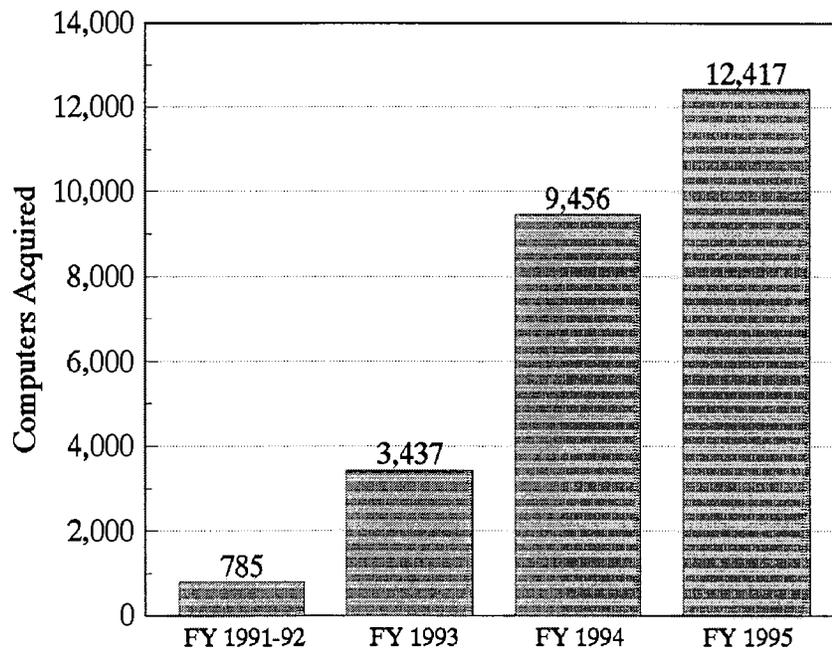
**Functional Distribution of On-Hand Computers.** Figure 1 shows the distribution of the 26,095 modern computers within the four main categories identified above. The largest group of modern computer acquisitions (47.5 percent) was to perform functions that were not formulated in the functionality and contractual description of the RCAS program. The next largest acquisition group of computers (41.5 percent) was procured as interim equipment to perform mission-essential requirements, pending installation of RCAS equipment. About 9 percent of the total represented upgrades of older computers to a 486 or higher capability computer through internal component replacement. The remaining 2 percent was obtained through other federally funded non-DoD sources.



**Figure 1. Functional Distribution of Computers Procured from FYs 1991 through 1995**

**Comparison to Mid-1995 Survey Data.** Our survey showed that the total number of modern computers reported in the Program Management Office 1995 RCAS survey (12,190) represented only 47 percent of our total (26,095). As mentioned earlier, part of this difference is attributed to the more informal and less-defined nature of the Program Management Office 1995 RCAS survey. Additionally, that mid-year survey did not reflect modern computer acquisitions for the entire 1995 fiscal year.

**Modern Computer Acquisitions During FYs 1991 through 1995.** Figure 2 shows that most of the modern computer acquisitions occurred in FYs 1993, 1994, and 1995, with the majority (84 percent) occurring in the last 2 fiscal years.



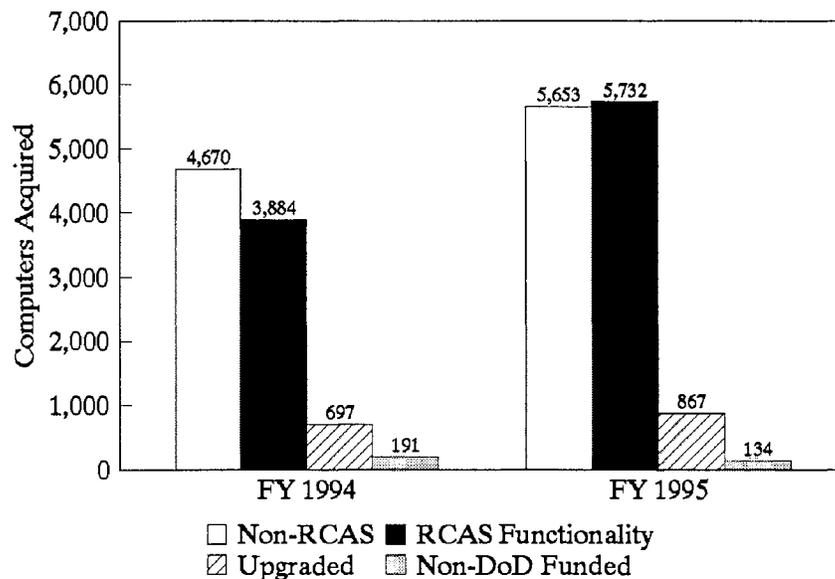
**Figure 2. Modern Computers Acquired from FYs 1991 through 1995**

**FYs 1991 through 1992 Acquisitions.** A total of 785 modern computers were acquired during this period in all categories. One reason that acquisitions of modern computers during this period were relatively modest was that the 486 computers were just recently introduced in the ADPE market.

**FY 1993 Acquisitions.** A total of 3,437 modern computers were acquired in FY 1993. In the non-RCAS functional area, a total of 1,880 modern computers were procured. Purchases for the Standard Army Information Management Systems, tactical systems for roundout units, recruiting, and U.S. Property and Fiscal Officer equipment for the National Guard represented 1,360 or 72 percent of the total FY 1993 non-RCAS

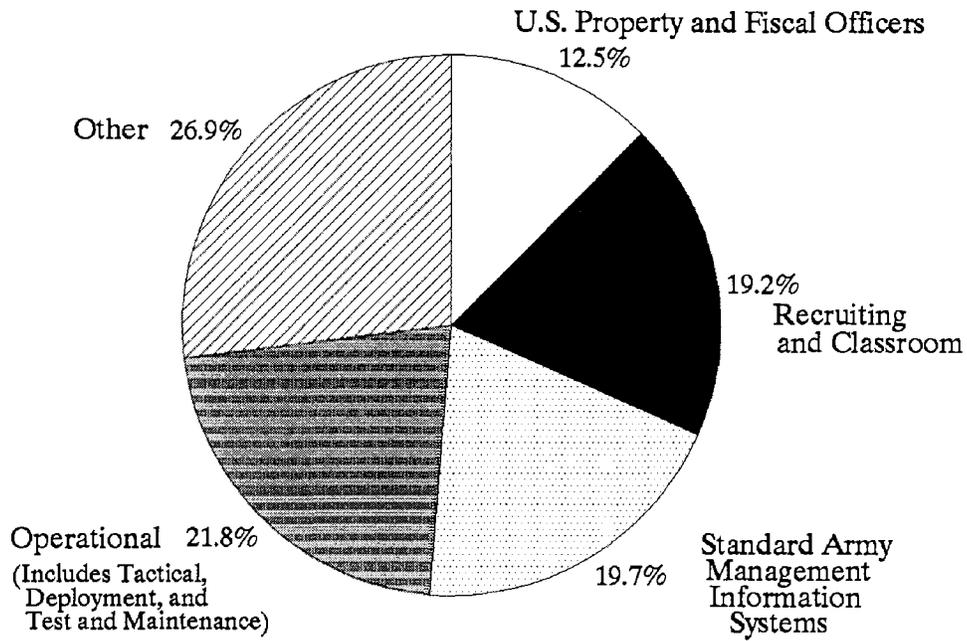
acquisitions. RCAS-related computer procurements totaled 1,158 with the bulk of those purchases (1,043 or 90 percent) representing one-for-one replacements for obsolete, interim computers performing RCAS-related functions.

**Peak Acquisition Years--FYs 1994 and 1995.** Figure 3 shows total acquisitions by category for FYs 1994 and 1995. As indicated, non-RCAS and RCAS functionality represented the primary acquisition categories. Procurements in those categories are shown in more detail in Figures 4 and 5, respectively.



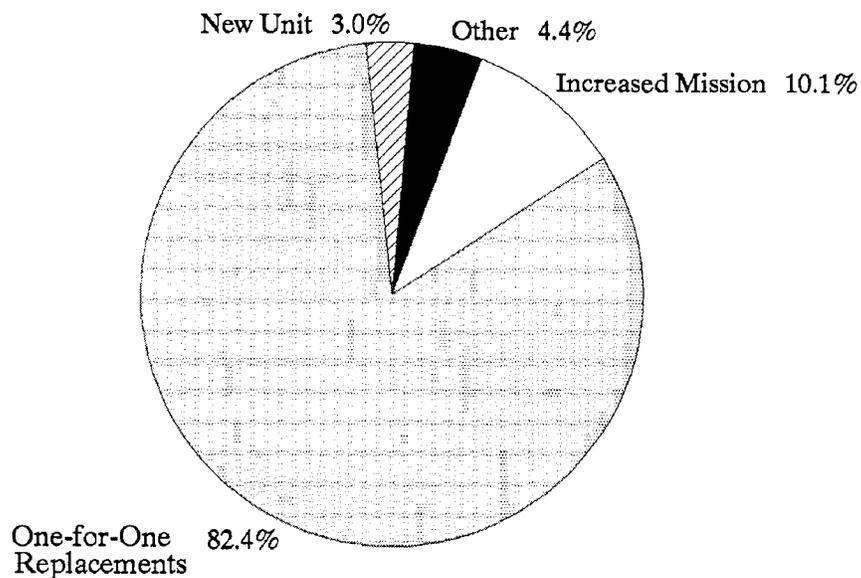
**Figure 3. Modern Computers Acquired During Peak Years (FYs 1994 and 1995)**

**Computers That Perform Non-RCAS Functions.** A total of 10,323 systems were procured in FYs 1994 and 1995 in the category of non-RCAS functions. Figure 4 shows that 26.9 percent (2,777 computers) were in the "Other" category, which included computer acquisitions to support the World Wide Military Command and Control system, the Senior Army Advisor System, the Range Management System, and other base operations and facility management systems. The next largest category of procurements, 19.7 percent (2,251 computers), was to support Standard Army Management Information Systems requirements.



**Figure 4. Computers Procured to Perform Non-RCAS Functions in FYs 1994 and 1995**

**Computers That Perform RCAS Functions.** The Army Reserve component procured a total of 9,616 computers in FYs 1994 and 1995 to perform RCAS-related functions. Figure 5 shows that 82.4 percent (7,928) of the computer procurements in the RCAS functions category were one-for-one replacements of obsolete computers.



**Figure 5. Computers Procured to Perform RCAS-Related Functions in FYs 1994 and 1995**

### **Procurement of Computers Within the Army Reserve Component**

**National Guard Management Control.** Interviews and document reviews indicated that, from FYs 1994 through 1995, DOIMs at state National Guard headquarters placed centralized controls on computer procurement. The DOIMs acted as the focal point for all computer purchase requests within their respective state and routinely reviewed all requests for justification and for compliance with policy guidelines. The DOIMs forwarded purchase requests to the NGB for approval in instances in which policy guidelines did not clearly apply. State and territory U.S. Property and Fiscal Officers retained actual purchase authority.

**USAR Management Control.** From FYs 1994 through 1995, the single focal point for control of computer purchases was the Deputy Chief of Staff, Information Management, at Headquarters, USARC. Actual purchase authority was retained at the major Army Reserve command level. USAR commands, however, were required to submit computer purchase requests to Headquarters, USARC, where the requests were reviewed for compliance with Reserve component policies reflecting congressional restrictions.

**Factors Affecting the Procurement of Modern Computers.** Interviews with information managers in both the National Guard and USAR identified

---

additional factors that influenced the volume of computer procurements, notwithstanding that the procurements were within procurement control guidelines. In addition to vastly changed and increased operational imperatives affecting the Reserves, interviewed representatives pointed out that significant numbers of replacement computers (under the one-for-one replacement of obsolete computers provisions) were bought because of the following.

- o Reserve component forces experienced more frequent operational call ups and deployments, for example, Operations Desert Shield and Desert Storm, Haiti, the Persian Gulf call up of 1993, and Bosnia. National military strategy now emphasizes the use of Reserve forces in all contingency planning and encourages more use of Reserve forces in peacetime operational missions among the unified commands. Increased Reserve force tactical deployments have highlighted Reserve component needs to possess and train with deployable computer equipment and programs that are compatible with systems used by the Active forces.

- o ARNG and USAR reorganizations and realignments have affected modern computer requirements. Many Reserve component commands gained wider geographical areas and wider ranges of functional areas among their subordinate organizations. An example is the 124th Regional Support Command, which gained port units that participate in the World Wide Port System computer network.

- o Army force planning and deployment requirements for the Army Reserve component are under continuous change. The Army Reserve component combat service support role has expanded significantly since the 1990-1991 Persian Gulf War. Increased alignment of Reserve forces to high priority Force Support Packages (formerly Contingency Force Pool) has caused a corresponding requirement for deployable computer assets.

- o Increased emphasis and reliance on computer warfighting simulations have increased the relevancy of USAR Exercise Divisions and supporting computer requirements.

- o RCAS installation delays have affected interim equipment requirements.

- o Newly distributed Standard Army Management Information Systems software and more demanding software capability requirements have resulted in an increased number of purchases of 486 computers (one-for-one replacements of 286 computers).

- o The growing obsolescence of installed computers and the impracticality of upgrading component parts have resulted in extensive replacement purchases. The 286-vintage computers (about 6,000) purchased during FYs 1987 through 1988 were a stop-gap measure to meet minimum Reserve component ADPE requirements. Those computers and additional earlier vintage computers (for example, 8088 computers and similar technologies) were well past their expected 3- to 5- year lifespans and needed to be replaced.

---

o Army program manager procurements and authorizations added to the Reserve component computer inventory. Those special programs and functional area authorizations were top-driven and were normally outside the scope and functional design parameters of RCAS. Examples are the Unit Level Logistics System and the Engineer Environmental Program.

## Management Comments

We provided a draft of this report to you on March 22, 1996. Although no comments were required, the Chief, National Guard Bureau responded, stating that he concurred with the report (see Enclosure 5).

We appreciate the courtesies extended to the evaluation team. If you have questions on this report, please contact Colonel Tim Turner, U.S. Air Force, Evaluation Program Director, at (703) 604-9555 (DSN 664-9555), or Commander Lee Lawson, U.S. Navy, Evaluation Project Manager, at (703) 604-9566 (DSN 664-9566). We will provide a formal briefing on the results of the evaluation, if desired. Enclosure 7 lists the distribution of this report. The evaluation team members are listed inside the back cover.



David K. Steensma  
Deputy Assistant Inspector General  
for Auditing

Enclosures

---

## Site Visits and Command-Wide Quantities of Modern Computers

<u>Command Visited</u>	<u>Number of Computers</u>
Alabama National Guard	593
Arkansas National Guard	500
District of Columbia National Guard	278
Georgia National Guard	107
Minnesota National Guard	306
Virginia National Guard	362
Washington National Guard	265
80th Division (Training)	100
81st RSC/81st ARCOM	2,539
85th Division (Exercise)	303
86th ARCOM	473
87th Division (Exercise)	385
88th RSC/ARCOM	236
90th RSC/ARCOM	393
97th ARCOM	280
124th RSC/124th ARCOM	315
310th Theater Army Area Command	32
335th Theater Signal Command	154
<b>Total</b>	<b>7,621</b>

### Acronyms

ARCOM	Army Reserve Command
RSC	Regional Support Command

---

# Legislative Highlights and RCAS-Related Controls

## Fiscal Years 1988 Through 1990

### Congressional Language in the FY 1988 Defense Appropriations Act, Public Law 100-202

Section 8115. (a) Of the funds appropriated to the Army, \$90,895,000 shall be available only for the Reserve Component Automation System (RCAS): Provided, that none of these funds can be expended:

(1) except as approved by the Chief of the National Guard Bureau;

(2) unless RCAS resource management functions are performed by the National Guard Bureau;

(3) unless the RCAS contract source selection official is the Chief of the National Guard Bureau;

(4) to pay the salary of an RCAS program manager who has not been approved by the Chief of the National Guard Bureau and chartered by the Chief of the National Guard Bureau and the Secretary of Army;

(5) unless the Program Manager (PM) charter makes the PM accountable to the source selection official and fully defines his authority, responsibility, reporting channels and organizational structure;

(6) to pay the salaries of individuals assigned to the RCAS program management office, source selection evaluation board, and source selection advisory board unless such organizations are comprised of personnel chosen jointly by the Chiefs of the National Guard Bureau and the Army Reserve;

(7) to award a contract for development or acquisition of RCAS unless such contract is competitively awarded under procedures of OMB [Office of Management and Budget] Circular A-109 for an integrated system consisting of software, hardware, and communications equipment and unless such contract precludes the use of Government furnished equipment, operating systems, and executive and applications software; and

(8) unless RCAS performs its own classified information processing.

(b) None of the funds appropriated in this Act are available for procurement of Tactical Army Combat Service Support Computer Systems (TACCS) unless at least fifty percent of the TACCS computers procured with Army fiscal year 1988 funds are provided to the Reserve Component.

(c) None of the funds appropriated in this Act are available for procurement of mini- and micro-computers for the Army Reserve Component until the RCAS contract is awarded.

## **Legislative Highlights and RCAS-Related Controls**

---

### **Congressional Language in the FY 1989 Defense Appropriations Act, Public Law 100-463**

Section 8084 of the Act contained the same restrictive RCAS language as in the FY 1988 bill summarized above, with one exception. Paragraph (c) was changed to state that no funds were to be available for procurement of minicomputers and microcomputers for the Army Reserve Component ". . . which duplicate functions to be included in the RCAS contract."

### **FY 1989 Appropriations Conference Committee Report**

The conferees agree to modify the general provision on the Reserve Component Automation System (RCAS) to allow limited procurement of critical mini and micro computers that are needed for Reserve Component functions which do not partially or fully duplicate the capability which is to be provided by the RCAS contract once it is awarded. Under no circumstances is the authority provided by the general provision to be used to network or expand existing or future information systems between the Army Forces Command and the Reserve Components or within the Reserve Components, including electronic mail. Under all circumstances, written notification to the Appropriations Committees of Congress is required prior to obligation of funds.

### **Congressional Language in the FY 1990 Defense Appropriations Act, Public Law 101-165**

Paragraphs (a) through (c) of section 9047 are identical to the language in the 1989 Act.

### **Legal Opinions and Policies**

#### **NGB Judge Advocate, March 11, 1988**

- o The National Guard Bureau (NGB) and U.S. Property and Fiscal Officers are exempt from the congressional restrictions because they are not part of the Army Reserve Component. Nevertheless, the congressional language forbids duplication of RCAS, so the NGB and U.S. Property and Fiscal Officers should comply with the restrictions (although the language does not have the force of law).

- o Components and upgrades are authorized as long as they do not create a new system.

#### **RCAS Program Manager Memorandum, September 19, 1989**

- o RCAS does not currently perform recruiting functions.

## **Legislative Highlights and RCAS-Related Controls**

---

### **Department of the Army General Counsel, October 17, 1989**

- o The FY 1988 Defense Appropriations Act prohibited the use of FY 1988 funds to procure computers, other than the Tactical Army Combat Service Support System for the Reserve Component.

- o In contrast, the FY 1989 bill permits procurement for installation of the Unit Level Logistics System and similar systems to the Reserve Component provided those systems do not duplicate RCAS.

- o The Unit Level Logistics System and similar systems do not duplicate RCAS if they are used either to satisfy premobilization information requirements that are not included in the RCAS functional description or to satisfy postmobilization information requirements.

- o Systems used to train for wartime requirements are also authorized.

### **Commander, U.S. Forces Command to Commanders, Continental U.S. Armies, November 14, 1989**

- o The Continental U.S. Armies can obtain underutilized or excess automated data processing equipment (ADPE) to meet approved requirements.

- o Components can be bought if economically justified.

- o Commercial off-the-shelf software that meets "the approved architecture" can be bought.

### **NGB Judge Advocate, April 4, 1990**

- o The Army Recruiting and Accession Data System, the Joint Optical Information Network, and the Guard Accession Information Network System do not duplicate the functions of RCAS.

- o RCAS will not support recruiting functions.

### **NGB Judge Advocate to U.S. Army Training and Doctrine Command, April 27, 1990**

- o Procurement of computers for Reserve Component Combined Arms and Services Staff School does not violate restrictions. RCAS does not include as one of its functions the delivery of computer-based instruction.

### **NGB Judge Advocate, May 11, 1990**

- o Distribution of the Transportation Coordinator Automated Command and Control System and Automated Air Load Planning System to state-owned mobilization stations is authorized, provided that functionality is deleted from the RCAS functional description.

## Legislative Highlights and RCAS-Related Controls

---

- o Distribution of the Transportation Coordinator Automated Command and Control System and the Automated Air Load Planning System to the USAR is prohibited because the functionality of those systems is included in the RCAS functional description.

- o The FY 1988 House Appropriations Committee report directed the Comptroller of the Army to withhold funding from any ADPE acquisition or in-house software development that would be duplicative of RCAS. The committee report does not preclude distributing already developed software, but does go against equipment upgrades. However, the committee report has no legal force.

- o Communication with House Appropriations Committee staff indicates that the House Appropriations Committee report language from prior years is no longer applicable, including FY 1989 language requiring notification of the House Appropriations Committee before obligating funds for nonduplicative computers.

- o Summary: the Transportation Coordinator Automated Command and Control System and the Automated Air Load Planning System may be distributed to U.S. Property and Fiscal Officers, state area commands, and major USAR commands via upgrades to computers.

**Fiscal Year 1991**

**Congressional Language in the FY 1991 Defense Appropriations Act, Public Law 101-511**

Section 8037 retained paragraph (a) and subparagraphs (1) through (8) from section 9047 of the FY 1990 Act, but deleted paragraphs (b) and (c).

**Report of the House Committee on Appropriations (H.R. 101-822)**

Section 8036 of this bill [changed to Section 8037 in the final Act] has been amended to provide more flexibility to the Army to purchase a limited number of computers on an interim basis pending fielding of RCAS.

Bill language has been deleted for the purchase of mini and micro computers on an interim basis. Instead, the following policy should be followed. None of the funds provided by this bill should be used for the procurement of mini and micro computers for the Army Reserve Component which duplicate functions to be included in the RCAS contract, unless the procurement meets one of the following criteria: (1) the computer is to be procured for a unit or other physically separate element of the Army Reserve or the Army National Guard which does not presently have one, in which case not to exceed one for each such unit or element may be procured; (2) the procurement is required as a result of force structure changes which result in increases in the unit structure or mission to provide capabilities and functions presently available generally to similar units of the Army Reserve or Army National Guard for a new, expanded, converted or reorganized unit; or (3) the procurement is for the DOLFINS [Daily Orders, Ledgers, and Finance System] upgrade. Approval authority to execute this interim policy may not be delegated below the RCAS program manager.

**Legal Opinions and Policies**

**U.S. Forces Command, September 9, 1991**

- o Upgrade boards are legal, based on U.S. Forces Command memorandum, November 14, 1989.

- o One microcomputer is authorized for each unit, based on guidance in a U.S. Forces Command memorandum, dated December 24, 1990.

## Legislative Highlights and RCAS-Related Controls

---

### **Fiscal Year 1992**

#### **Congressional Language in the FY 1992 Defense Appropriations Act, Public Law 102-172**

No additional RCAS guidance was issued. The Act still contains congressional restrictive language regarding RCAS in section 8037, paragraphs (1) through (8).

### **Legal Opinions and Policies**

#### **Director, Army National Guard, November 13, 1991**

- o A moratorium was placed on purchases and upgrades of ADPE.
- o Exceptions must be fully justified and will be considered against RCAS fielding schedule and capabilities.

#### **NGB, Deputy Director for Military Support, February 6, 1992**

- o One 386 computer is authorized, using counterdrug Operation and Maintenance Army National Guard funds, for each state guard counterdrug office to run the Planning and Execution Tracking System.

#### **NGB, Commander, Information Systems Agency, April 22, 1992**

- o The Department of the Army proposed installing one 386 computer for each National Guard Inspector General.
- o The Director of Information Management Offices (DOIMs) are to ensure that the 386 computers are used for intended purposes.

#### **NGB, Commander, Information Systems Agency, May 4, 1992**

- o The Commander authorized the purchase of minicomputers and microcomputers to support the National Guard Personnel Data System-Civilian.

#### **U.S. Army Reserve Command (USARC), May 19, 1992**

- o The USARC reiterated congressional language from the FY 1991 Act.

#### **Deputy Director, ARNG, June 24, 1992**

- o Permission was granted to purchase Compact Disk, Read Only Memory applications for the following organizations: U.S. Property and Fiscal Offices, State Maintenance Office, Organizational Maintenance Shops, Army Aviation Support Facilities, ARNG Classification Repair Depots, and ARNG Aviation Training Sites.

## Legislative Highlights and RCAS-Related Controls

---

### **NGB Public Affairs, July 30, 1992**

- o The NGB approved ADPE for the National Guard Military Youth Corps Program.

### **RCAS Program Manager, August 14, 1992**

- o The program manager revoked the 1989 decision that granted approval to procure computers for the Reserve Component Inspectors General.

### **NGB Director, Information Systems, August 25, 1992**

- o Environmental organization functions were not included in the RCAS functional description.

- o Requests for environmental computers are to be validated by the DOIMs.

### **RCAS Program Manager, September 25, 1992**

- o The program manager stated that systems are wearing out; congressional intent could not have been to waste money on uneconomical repairs or to degrade capabilities of the Reserve Components.

- o The program manager proposed allowing replacement of uneconomically repairable, lost, or stolen computers on a one-for-one basis.

### **NGB Director, Information Systems, September 30, 1992**

- o The DOIMs are authorized to procure ADPE up to authorized levels for Contingency Force Pool units.

## Legislative Highlights and RCAS-Related Controls

---

### Fiscal Year 1993

#### Congressional Language in FY 1993 Defense Appropriations Act, Public Law 102-396

No additional RCAS guidance was issued. The Act still contains congressional restrictive language regarding RCAS in section 9036, paragraphs (1) through (7). Subparagraph 8 (the restriction relating to the contract source selection official) was removed after the award of the RCAS contract.

### Legal Opinions and Policies

#### NGB Director, Information Systems, October 14, 1992

- o Upgrades are authorized.
- o Uneconomically repairable, lost, or stolen computers may be replaced on a one-for-one basis.
- o One computer can be procured for each unit or other physically separate element of the Army National Guard.
- o ADPE for the U.S. Property and Fiscal Officers is unrestricted so long as the ADPE does not duplicate RCAS functions.
- o Exempted from the moratorium are:
  - Counterdrug Support Planning and Execution Tracking System;
  - National Guard Personnel Data Systems-Civilian;
  - environmental organization functions;
  - ADPE support of Drug Interdiction and Counter Drug Activities (must follow NGB All States log P91-0136);
  - occupational health management information systems;
  - The Joint Optical Information Network, the Guard Accession Information Network System, and the National Guard Recruiting and Retention Manager Systems;
  - Family Sponsorship Program coordinator hardware;
  - computers for premobilization legal counseling;
  - Contingency Force Pool Units (up to Common Table of Allowances [CTA 50-909] levels);
  - support for the Drug Demand Reduction Program; and

## Legislative Highlights and RCAS-Related Controls

---

- Incapacitation Pay Program.

o Other critical requirements that do not fall under any of the exemptions must be validated by the DOIM and must be submitted to the NGB Information Systems Directorate for approval.

### **USARC Staff Judge Advocate, October 28, 1992**

o The FYs 1989 and 1990 Acts contained basically the same prohibition (no duplication of RCAS).

o No restrictions were contained in the FY 1991 or FY 1992 Acts.

### **NGB Director, Information Systems, November 17, 1992**

o Contingency Force Pool Units, and Roundout and Roundup units are exempt from the moratorium and may procure ADPE up to their authorized levels.

### **RCAS Program Manager Memorandum, February 26, 1993**

o Grants authority to purchase 37 computers to run maintenance-related programs that require Compact Disk, Read Only Memory, drives to access information.

### **USARC Deputy Chief of Staff for Information Management, March 3, 1993**

o Information Management Area Modernization Plan execution procedures are provided in this document.

o Authority to procure computers is not delegated. Requests must be sent to the USARC for review. Only valid, fully justified requests will be forwarded to the RCAS Program Manager for approval.

o Any major Army Reserve command that violates restrictions will be identified to the USARC Internal Review Division for investigation.

### **NGB Environmental Programs Directorate, March 8, 1993**

o ADPE for support of Environmental Programs may be procured using special funds.

### **USARC Staff Judge Advocate, March 25, 1993**

o "Temporary use of Center Level Application Software (CLAS) does not run afoul of the Congressional prohibition against the wholesale incorporation of government owned software into RCAS."

## **Legislative Highlights and RCAS-Related Controls**

---

### **RCAS Program Manager, June 15, 1993**

- o The policy of the RCAS Program Management Office is to permit procurement to replace stolen, missing, or inoperable computer systems certified as more costly to repair than to replace.

### **NGB Counsel, June 25, 1993**

- o There is no legal restriction against implementing the Army Training Requirements and Resources System.

- o In 1993, the statutory bar from the FY 1990 Act expired. Congressional guidance contained in the report of the Committee on Appropriations on the FY 1991 DoD Appropriations Bill is not a legal restriction because it is only "report" language and applies only to the 1991 Bill.

- o Army Training Requirements and Resources System functions are not now in the RCAS Functional Description.

- o The decision to abide by restrictions in appropriations reports is a policy question, not a legal issue.

### **NGB Information Systems Directorate, July 1, 1993**

- o As the result of a June 25, 1993, Chief Counsel opinion for the Chief, NGB, there is no legal restriction, and consequently, no requirement or authority for the RCAS Program Manager to review ADPE procurement requests or to audit units for compliance.

### **NGB Deputy Director for Human Resources, July 14, 1993**

- o One 486 computer is authorized for use in the Alcohol and Drug Abuse Prevention and Control Programs.

### **Army Audit Agency Counsel, August 9, 1993**

- o The Army Audit Agency Counsel agrees with USARC and NGB counsels that there is no statutory prohibition against further computer purchases.

- o Because restrictions were deliberately deleted from the FY 1991 Act, the restrictions cannot be accorded any deference or effect.

### **RCAS Program Manager, August 17, 1993**

- o Expresses concern that ARNG and USAR are preparing to make substantial year end purchases as if restrictions no longer exist (as a result of an NGB Legal Counsel June 25, 1993, opinion), while the House Appropriations Committee continues to view restrictions as effective.

## Legislative Highlights and RCAS-Related Controls

---

- o States that "since 1991, the Reserve Component has obtained House Appropriations Committee agreement for additional exceptions not contained in report guidance [i.e., procurement of uneconomically repairable systems]."

- o "The Reserve Component has treated congressional guidance as continuing to be effective, including the requirement that approval authority not be delegated lower than the RCAS Program Manager."

### **USARC Deputy Chief of Staff for Information Management, August 25, 1993**

- o The Chief, Army Reserve, approved replacement of uneconomically repairable ADPE.

- o Commands must turn in replaced computers on a one-for-one basis within 90 days.

- o As an option, the USARC will centrally procure 486 computers at \$3,000 each.

### **USARC Deputy Chief of Staff for Information Management, August 26, 1993**

- o Major U.S. Army Reserve commands may purchase 486 notebook and 486 desktop computers.

- o Purchased computers are intended to replace only uneconomically repairable computers.

### **Office of the Chief, Army Reserve, August 27, 1993**

- o Provides guidance for the remainder of FY 1993.

- o Procurement must replace stolen, damaged, inoperable, or uneconomically repairable ADPE on a one-for-one basis.

## **Legislative Highlights and RCAS-Related Controls**

---

### **Fiscal Year 1994**

#### **Congressional Language in the FY 1994 Defense Appropriations Act, Public Law 103-139**

Section 8028 contained the same language as section 9036 of the FY 1993 Act, but provided additional language.

Provided further, that notwithstanding any other provision of law, none of the funds appropriated shall be available for procurement of computers for the Army Reserve Component which are used to network or expand the capabilities of existing or future information systems or duplicate functions to be provided under the RCAS contract unless the procurement meets the following criteria: (A) at sites scheduled to receive RCAS equipment prior to September 30, 1995, RCAS ADP [automated data processing] equipment may be procured and only in the numbers and types allocated by the RCAS program to each site; and at sites scheduled to receive RCAS equipment after September 30, 1995, RCAS ADP equipment or ADP equipment from a list of RCAS compatible equipment approved by the Chief of the National Guard Bureau or his designee, may be procured and only in the numbers and types allocated by the RCAS program to each site; (B) the requesting organizational element has insufficient ADP equipment to perform administrative functions but not to exceed the number of work stations determined by the RCAS program for that site; (C) replacement equipment will not exceed the minimum required to maintain the reliability of existing capabilities; (D) replacement will be justified on the basis of cost and feasibility of repairs and maintenance of present ADP equipment as compared to the cost of replacement; and (E) the procurement under this policy must be approved by the Chief of the National Guard Bureau or his designee, provided that the procurement is a one for one replacement action of existing equipment.

### **Legal Opinions and Policies**

#### **NGB Director, Information Systems, October 26, 1993**

- o Congress intends that the Army National Guard not duplicate ADPE to be provided by RCAS.

- o Additional ADPE at units or facilities, local area networks, and extension of electronic networks cannot be approved in accordance with congressional restrictions.

#### **Army Audit Agency Counsel, December 5, 1993**

- o The FY 1994 Act clearly states restrictions on computer procurement (specific language and restrictions last appeared in the FY 1990 Appropriations Act and FY 1991 Appropriations Bill).

## Legislative Highlights and RCAS-Related Controls

---

- o Despite the lack of statutory language since FYs 1990 and 1991, the RCAS Program Manager has consistently used FY 1991 Appropriations Bill language to deny requests to purchase computers.

- o The moratorium on purchases and the slowness of RCAS installation have combined to potentially affect readiness of the Reserve Component.

- o The FY 1994 Act reflects congressional recognition of a potential need for some computer procurements.

### **USARC Deputy Chief of Staff for Information Management, December 16, 1993**

- o With reference to the Army Audit Agency report, the Commander, USARC, requests that the Chief, NGB, designate the USARC as the approval authority for replacement of obsolete and uneconomically repairable computers for the USAR.

### **NGB Family Programs, December 5, 1993**

- o The memorandum provides guidance to National Guard organizations for obtaining State Family Program computers.

### **NGB Director, Information Systems, February 8, 1994**

- o The Director concurs in the USARC being designated the approval authority for replacement of obsolete and uneconomically repairable computers for the USAR.

### **NGB Staff Judge Advocate, April 26, 1994**

- o Additional equipment can be purchased up to the levels of distribution specified by RCAS.

### **NGB Director, Information Systems, April 29, 1994**

- o The USARC is the designated approval authority for the replacement of obsolete and uneconomically repairable microcomputers for the USAR.

### **NGB Staff Judge Advocate, May 10, 1994**

- o Limitations in section 8028 of the FY 1994 DoD Appropriations Act apply to administrative functions and not to special tactical operations or deployable forms of automation for specific operational missions.

- o Language in the above Act is unclear, and if interpreted literally, would prohibit any procurement of tactical or deployable systems, because exceptions apply only to administration functions or replacement equipment. The NGB Staff Judge Advocate does not believe this is the intent of Congress, and language is sufficiently ambiguous to permit a more reasonable interpretation consistent with apparent intent.

## **Legislative Highlights and RCAS-Related Controls**

---

### **NGB Director, Information Systems, May 31, 1994**

- o ADPE for tactical/deployable units organized and equipped under Modified Tables of Organization and Equipment, and Modified Tables of Distribution and Allowances is not subject to RCAS restrictions and may be procured by the ARNG and USAR.

### **USARC Staff Judge Advocate, June 6, 1994**

- o The USARC Deputy Chief of Staff for Information Management can rely on NGB opinion concerning purchases of tactical equipment.

### **USARC Deputy Chief of Staff for Information Management, June 8, 1994**

- o Implements the NGB May 31, 1994, memorandum on procurement of tactical systems.

- o Tactical and deployable microcomputers are not subject to restrictions.

- o Tactical unit computer authorizations are established by Modified Tables of Organization and Equipment.

- o Deployable unit computer authorizations are covered by an augmentation Tables of Distribution and Allowances.

### **NGB Director, Information Systems, June 16, 1994**

- o This memorandum supersedes the moratorium in the October 14, 1992, All States Memorandum. Guidance herein expires in 1 year.

- o For ADPE purchases outside RCAS, the following rules apply.

- Tactical computers are not subject to restrictions.

- Peripherals, repair components, etc, can be purchased.

- Upgrades to existing ADPE or replacement from excess ADPE are allowable to the extent that the upgrades do not result in an increase in the number of systems in a state, or in the USAR Information Mission Area Modernization Plan. New networks have to be compatible with RCAS configuration.

- o Rules for ADPE within RCAS are as follows.

- RCAS must be an integrated system.

- The integrated ADPE must perform its own classified processing.

## Legislative Highlights and RCAS-Related Controls

---

- No networking of ADPE is allowed to expand the capabilities of existing or future information systems or to duplicate functions under the RCAS contract.

- At sites scheduled to receive RCAS equipment before September 30, 1995, only RCAS ADPE may be procured and only in the number and types allocated by the program to each site.

- Those sites scheduled to receive RCAS after that date may procure computers from a list of RCAS-compatible equipment.

- Equipment may be procured only in the numbers and types allocated by RCAS for that site.

- Replacement equipment will not exceed the minimum required to maintain the reliability of existing capabilities. Replacement will be justified on the basis of cost or feasibility of repairs and maintenance of present ADPE, as compared to the cost of replacement.

- The intent of the Reserve Component remains to not duplicate what RCAS will provide.

- Approval authorities are the: Director, ARNG; Director, ARNG Information Systems; and USARC Deputy Chief of Staff for Information Management.

- ADPE that is not economically repairable or lost or stolen, may be procured on a one-for-one basis. The expense threshold is \$25,000 for Operation and Maintenance National Guard and Operation and Maintenance Army Reserve funds.

- o Memorandum guidance unique to the ARNG:

- The DOIMs are authorized to replace or repair components or whole systems to meet mission requirements.

- If requirements do not fit any of the exemptions but are critical and mission essential, the DOIMs will validate the requirements and submit them to the NGB for approval.

- Computers may be procured for a unit or other physically separate element of the ARNG that does not have a computer. Procurements are not to exceed the number and types of equipment allocated by RCAS, and must be consistent with the number authorized in like units. Exceptions to these requirements are computer procurements for:

- environmental organization functions;
- drug control related programs;
- U.S. Property and Fiscal Officers;
- Occupational Health Management Information Systems;
- Family Sponsorship Program Coordinator ADPE;

## Legislative Highlights and RCAS-Related Controls

---

- maintenance test equipment;
- ARNG-sponsored youth programs; and
- the Joint Army and Air National Guard Defense Civilian Personnel Data System.

- o Memorandum guidance unique to the USAR:

- The major U.S. Army Reserve commands and the USARC are delegated authority to approve replacement of uneconomically repairable computers on a one-for-one basis within their chains of command. Computers can be replaced based on the following criteria:

- repairs exceed replacement cost;
    - parts are not commercially available; or
    - the computer (286 and earlier computer models) cannot process mission-essential software.

- All requests for replacement of uneconomically repairable, lost, or stolen computers will be routed to the Office of the Chief, Army Reserve, or the USARC senior information manager for approval.

### **USARC Deputy Chief of Staff for Information Management, June 22, 1994**

- o This document repeats criteria from the NGB June 16, 1994, memorandum for replacing uneconomically repairable microcomputers.

- o Replaced computers must be turned in within 90 days.

- o A copy of the documentation showing the turn-in of the old computers will be sent to the USARC.

### **USARC Staff Judge Advocate, June 22, 1994**

- o Tactical computers are exempt from restrictions.

- o Procurement authority is with the Office of the Chief, Army Reserve, and USARC using normal procurement procedures.

- o For replacement of uneconomically repairable computers, the Office of the Chief, Army Reserve, and the USARC Deputy Chief of Staff for Information Management are approval authorities, subject to the following restrictions:

- Computer replacements are made on a one-for-one basis.

- Purchases are subject to the Operation and Maintenance Army Reserve limit of \$25,000.

- In determining whether a computer is economically repairable, use the following criteria: repair costs exceed replacement cost, repair parts are

## Legislative Highlights and RCAS-Related Controls

---

not commercially available, or computers are not capable of processing mission-essential software.

- o The purchase of peripherals, upgrade boards, etc., is permitted.
- o New nontactical networks are allowed only as an RCAS compatible configuration.
- o Intent of Congress is that the ARNG and USAR not duplicate functions that will be provided by RCAS.

### **NGB Director, Information Systems, August 8, 1994**

- o RCAS does not provide deployable ADPE needed by the ARNG for wartime or contingency missions.
- o The DOIMs are the validating and approval authorities for non-tactical deployable ADPE.

### **NGB Director, Army Information Systems, September 16, 1994**

- o States operating the ARNG Retrograde Europe Program can procure administrative ADPE for the administrative support of their missions.
- o The ARNG Retrograde Europe Program is not included in the RCAS functional description.

### **RCAS Program Manager, September 22, 1994**

- o The RCAS Program Management Office has modified the RCAS Boeing contract to allow for the purchase of RCAS-compatible equipment.
- o A request for the purchase of RCAS-compatible equipment has to be endorsed by one of the following: the Army National Guard; the NGB Automated Information Systems Directorate; a major, U.S. Army Reserve command; or the USARC.

## **Legislative Highlights and RCAS-Related Controls**

---

### **Fiscal Year 1995**

#### **Congressional Language in the FY 1995 Defense Appropriations Act, Public Law 103-335**

The Act provided no additional RCAS guidance; section 8025 of the Act contained the same congressional language as the FY 1994 Act.

### **Legal Opinions and Policies**

#### **RCAS Program Manager, October 11, 1994**

- o Interim Office Automation is outside the definition of Government-furnished equipment.

#### **NGB Director, Information Systems, December 9, 1994**

- o NGB Inspector General functionality is not included in the RCAS functional description.

- o The DOIMs will determine numbers and types of computers to procure.

#### **NGB Director, Information Systems, August 15, 1995**

- o Raises procurement threshold to \$50,000 for Operation and Maintenance National Guard and Operation and Maintenance Army Reserve funds.

- o Adds ADPE that supports the Intrusion Detection System or Electronics Security System to the list of systems exempt from computer procurement restrictions.

- o Intent of the NGB and the major U.S. Army Reserve commands is that the Reserve Component will not duplicate functions that will be provided by RCAS.

## **Fiscal Year 1996**

### **Congressional Language in the Conference Report, H.R. 104-344**

Finally, for many years the Congress had a very tight restriction in law prohibiting the purchase of interim equipment outside of the RCAS program. The Reserve Components have recently disclosed that there are 12,000 modern computers which are available for the restructured program. The conferees direct the Inspector General of the Defense Department to conduct an investigation on how the Reserve Component was able to obtain such a large number of computers, whether any of these acquisitions violated law, and/or if anti-deficiency violations occurred.

## **Legal Opinions and Policies**

### **Army General Counsel, October 23, 1995**

- o The conference report is not by definition the "law" of the United States. It represents only the observations of the conferees.
- o Army policy is to comply with the Conference Report language to the extent that the language is not inconsistent with other laws and does not interfere with the proper execution of a program.
- o The FY 1995 Act restrictions expired at the end of that year. The continuing resolution did not continue the restrictive language of the past.

---

# Survey Instrument for the Army National Guard and U.S. Army Reserve

## GUIDELINES FOR COMPLETING IG, DOD SURVEY FORM (ARNG)

1. Do not include hardware provided by the RCAS Program Management Office (RCAS servers and X terminals).
2. Include all other 486, 586, or Pentium personal computers (PCs) in your organization, regardless of source.
3. List each PC only once on the form in any given year.
4. For PCs that were upgraded to 486 or 586 from a pre-486 type, list them all under Section D. of the survey form. For PCs that were acquired as 486s but have been subsequently upgraded to the 586/Pentium configuration, list them as they were originally acquired (i.e., not as an upgrade).
5. For PCs obtained as replacements for lost or stolen computers, list them all under Section E. of the survey form.
6. Please sign and fax your response **by February 1, 1996** to the IG, DoD, ATTN: CDR Altman Lawson or Mr. Mark McDonough, Joint Operations & Readiness Evaluation Division (AUD-ROS), at 703-604-9475 (DSN 664-9475).
7. Direct all questions to CDR Lawson at 703-604-9566 (DSN 664-9566), or to Mr. McDonough at 703-604-9572 (DSN 664-9572).

COMMENTS:

---

---

---

---

Signature: \_\_\_\_\_

Submitting Official's Name: \_\_\_\_\_

Title: \_\_\_\_\_

Organization \_\_\_\_\_

Telephone (Voice & Fax) \_\_\_\_\_

Date: \_\_\_\_\_

	FY1991-1992		FY 1993		FY 1994		FY 1995		FY 1996	
	Qty.	To Date Qty.	Qty.	To Date Qty.	Qty.	To Date Qty.	Qty.	To Date Qty.	Qty.	To Date Qty.
<b>A. DOD FUNDED/PERFORMS NON-RCAS FUNCTIONS</b>										
1. Inspector General Functions										
2. STAMIS										
3. Tactical Systems (Including Round-Out/Up Units)										
4. Classroom Training Support										
5. Simulation systems (e.g., BPC, etc.)										
6. Drug Interdiction/Drug Demand Reduction Programs										
7. Equipment Testing & Maintenance										
8. Deployment Mission Support (Away from Home Station)										
9. Environmental Program										
10. BRAC Transfers										
11. USPFO Equipment										
12. Occupational Health										
13. Recruiting & Retention systems										
14. Intrusion Detection/Elec. Security Systems										
15. Family Sponsorship programs										
16. Youth Program										
17. Defense Civilian Personnel Data System										
18. Retrograde Europe Program										
19. Alcohol & Drug Abuse Prevent. & Control Program										
20. Other (please specify)										
<b>B. DOD FUNDED/PERFORMS RCAS FUNCTIONS/NOT FUNDED BY RCAS PMO</b>										
1. One-for-One Replacement (obsolete; not econ. repairable, etc.)										
2. Formation of a New Unit										
3. Increase in Unit Structure or Mission										
4. Other (please specify)										
<b>C. NON DOD FUNDED</b>										
1. Provided by State										
2. Other Non DOD Agencies (specify which)										
3. Foreign Governments										
4. Other (please specify)										
<b>D. COMPUTERS UPGRADED TO 486/586/PENTIUM</b>										
<b>E. REPLACEMENTS FOR LOST OR STOLEN COMPUTERS</b>										
<b>F. COMPUTERS DISPOSED OF, TRANSFERRED, LOST &amp; NOT REPLACED, ETC.</b>	( )		( )		( )		( )		( )	

**Survey Instrument for the Army National Guard and U.S. Army Reserve**

---

**GUIDELINES FOR COMPLETING IG, DOD SURVEY FORM (USAR)**

1. Do not include hardware provided by the RCAS Program Management Office (RCAS servers and X terminals).
2. Include all other 486, 586, or Pentium personal computers (PCs) in your organization, regardless of source.
3. List each PC only once on the form in any given year.
4. For PCs that were upgraded to 486 or 586 from a pre-486 type, list them all under Section D. of the survey form. For PCs that were acquired as 486s but have been subsequently upgraded to the 586/Pentium configuration, list them as they were originally acquired (i.e., not as an upgrade).
5. For PCs obtained as replacements for lost or stolen computers, list them all under Section E. of the survey form.
6. Attach a list of all subordinate units covered by your response (one echelon down only).

COMMENTS:

---

---

---

---

Signature: \_\_\_\_\_

Submitting Official's Name: \_\_\_\_\_

Title: \_\_\_\_\_

Organization \_\_\_\_\_

Telephone (Voice & Fax) \_\_\_\_\_

Date: \_\_\_\_\_

	FY 1991-1992		FY 1993		FY 1994		FY 1995		FY 1996	
	Qty.	To Date Qty.	Qty.	To Date Qty.	Qty.	To Date Qty.	Qty.	To Date Qty.	Qty.	To Date Qty.
<b>A. DOD FUNDED/PERFORMS NON-RCAS FUNCTIONS</b>										
1. Inspector General Functions										
2. STAMIS										
3. Tactical										
4. Classroom Training Support										
5. Simulations (e.g., BPC, etc.)										
6. Drug Interdiction Programs										
7. Equipment Testing & Maintenance										
8. Deployment Mission Support (Away from Home Station)										
9. Environmental Reporting										
10. BRAC Transfers										
11. Other (please specify)										
<b>B. DOD FUNDED/PERFORMS RCAS FUNCTIONS/NOT FUNDED BY RCAS PMO</b>										
1. One-for-One Replacement (obsolete; not econ. repairable, etc.)										
2. Formation of a New Unit										
3. Increase in Unit Structure or Mission										
4. Other (please specify)										
<b>C. NON DOD FUNDED</b>										
1. Provided by State										
2. Other Non DOD Agencies (specify which)										
3. Foreign Governments										
4. Other (please specify)										
<b>D. COMPUTERS UPGRADED TO 486/586/PENTIUM</b>										
<b>E. REPLACEMENTS FOR LOST OR STOLEN COMPUTERS</b>										
<b>F. COMPUTERS DISPOSED OF, TRANSFERRED, LOST &amp; NOT REPLACED, ETC.</b>										
	( )		( )		( )		( )		( )	

# Survey Results of Modern Computer Procurements

FYs 1991 through 1993

ARMY RESERVE COMPONENT GRAND TOTALS	FY1991-1992		FY 1993	
	Qty.	To Date Qty.	Qty.	To Date Qty.
<b>A. DOD FUNDED/PERFORMS NON-RCAS FUNCTIONS</b>				
1. Inspector General Functions	5	5	6	11
2. STAMIS	3	3	525	528
3. Tactical Systems (Including Round-Out/Up Units)	4	4	366	370
4. Classroom Training Support	24	24	51	75
5. Simulation systems (e.g., BPC, etc.)	19	19	25	44
6. Drug Interdiction/Drug Demand Reduction Programs	20	20	54	74
7. Equipment Testing & Maintenance	3	3	26	29
8. Deployment Mission Support (Away from Home Station)	18	18	55	73
9. Environmental Program	6	6	44	50
10. BRAC Transfers				
11. USPFO Equipment	45	45	326	371
12. Occupational Health	4	4	17	21
13. Recruiting & Retention systems	5	5	143	148
14. Intrusion Detection/Elec. Security Systems				
15. Family Sponsorship programs			9	9
16. Youth Program	1	1	77	78
17. Defense Civilian Personnel Data System	9	9	68	77
18. Retrograde Europe Program				
19. Alcohol & Drug Abuse Prevent. & Control Program	2	2	18	20
20. Other (please specify)	5	5	70	75
TOTAL	173	173	1880	2053
<b>B. DOD FUNDED/PERFORMS RCAS FUNCTIONS/NOT FUNDED BY RCAS PMO</b>				
1. One-for-One Replacement (obsolete; not econ. reparable, etc.)	13	13	1043	1056
2. Formation of a New Unit			31	31
3. Increase in Unit Structure or Mission	4	4	60	64
4. Other (please specify)	2	2	24	26
TOTAL	19	19	1158	1177
<b>C. NON DOD FUNDED</b>				
1. Provided by State	8	8	31	39
2. Other Non DOD Agencies (specify which)	4	4	1	5
3. Foreign Governments				
4. Other (please specify)	230	230		230
TOTAL	242	242	32	274
<b>D. COMPUTERS UPGRADED TO 486/586/PENTIUM</b>				
	350	350	362	712
<b>E. REPLACEMENTS FOR LOST OR STOLEN COMPUTERS</b>				
	1	1	5	6
<b>GRAND TOTAL ALL CATEGORIES</b>				
	785	785	3437	4222

**Acronyms**

BPC	Battlefield Projection Center
BRAC	Base Realignment and Closure
PMO	Program Management Office
STAMIS	Standard Army Management Information Systems
USPFO	U.S. Property and Fiscal Officer

# Survey Results of Modern Computer Procurements

## FYs 1994 through 1995

ARMY RESERVE COMPONENT GRAND TOTALS	FY 1994		FY 1995	
	Qty.	To Date Qty.	Qty.	To Date Qty.
<b>A. DOD FUNDED/PERFORMS NON-RCAS FUNCTIONS</b>				
1. Inspector General Functions	32	43	49	92
2. STAMIS	999	1527	1032	2559
3. Tactical Systems (Including Round-Out/Up Units)	644	1014	587	1601
4. Classroom Training Support	303	378	643	1021
5. Simulation systems (e.g., BPC, etc.)	61	105	116	221
6. Drug Interdiction/Drug Demand Reduction Programs	174	248	157	405
7. Equipment Testing & Maintenance	366	395	199	594
8. Deployment Mission Support (Away from Home Station)	234	307	221	528
9. Environmental Program	87	137	67	204
10. BRAC Transfers	1	1	3	4
11. USPFO Equipment	546	917	741	1658
12. Occupational Health	24	45	38	83
13. Recruiting & Retention systems	342	490	689	1179
14. Intrusion Detection/Elec. Security Systems	6	6	3	9
15. Family Sponsorship programs	149	158	26	184
16. Youth Program	105	183	68	251
17. Defense Civilian Personnel Data System	68	145	138	283
18. Retrograde Europe Program	34	34	17	51
19. Alcohol & Drug Abuse Prevent. & Control Program	19	39	15	54
20. Other (please specify)	476	551	844	1395
<b>TOTAL</b>	<b>4670</b>	<b>6723</b>	<b>5653</b>	<b>12376</b>
<b>B. DOD FUNDED/PERFORMS RCAS FUNCTIONS/NOT FUNDED BY RCAS PMO</b>				
1. One-for-One Replacement (obsolete; not econ. reparable, etc.)	3390	4446	4538	8984
2. Formation of a New Unit	137	168	155	323
3. Increase in Unit Structure or Mission	82	146	887	1033
4. Other (please specify)	275	301	152	453
<b>TOTAL</b>	<b>3884</b>	<b>5061</b>	<b>5732</b>	<b>10793</b>
<b>C. NON DOD FUNDED</b>				
1. Provided by State	76	115	132	247
2. Other Non DOD Agencies (specify which)		5	2	7
3. Foreign Governments				
4. Other (please specify)	115	345		345
<b>TOTAL</b>	<b>191</b>	<b>465</b>	<b>134</b>	<b>599</b>
<b>D. COMPUTERS UPGRADED TO 486/586/PENTIUM</b>	<b>697</b>	<b>1409</b>	<b>867</b>	<b>2276</b>
<b>E. REPLACEMENTS FOR LOST OR STOLEN COMPUTERS</b>	<b>14</b>	<b>20</b>	<b>31</b>	<b>51</b>
<b>GRAND TOTAL ALL CATEGORIES</b>	<b>9456</b>	<b>13678</b>	<b>12417</b>	<b>26095</b>

### Acronyms

BPC	Battlefield Projection Center
BRAC	Base Realignment and Closure
PMO	Program Management Office
STAMIS	Standard Army Management Information Systems
USPFO	U.S. Property and Fiscal Officer

# National Guard Bureau Comments



DEPARTMENTS OF THE ARMY AND THE AIR FORCE  
NATIONAL GUARD BUREAU  
2500 ARMY PENTAGON  
WASHINGTON, D.C. 20310-2300



NGB-IR-C (36-2b)

1 MAY 1996

MEMORANDUM FOR Inspector General, Department of Defense, ATTN:  
Mr. Thomas F. Gimble, Director, Readiness and  
Operational Support Directorate, 400 Army Navy Drive,  
Arlington, Virginia 22202-2884

SUBJECT: Evaluation of Army Reserve Component Procurement of Computers  
(Project No. 6RB-5011)

1. After reviewing the draft proposed evaluation report the National Guard Bureau concurs without changes.
2. The points of contact are Mr. Lane G. Haskew, DSN 761-5989 or 703-681-5989 and Mrs. Patricia A. Gallop, DSN 761-4604 or 703-681-4604.

EDWARD D. BACA  
Lieutenant General, USA  
Chief, National Guard Bureau

---

## **Organizations Visited or Contacted**

### **Office of the Secretary of Defense**

Office of the Under Secretary of Defense (Comptroller), Washington, DC  
Assistant Secretary of Defense (Command, Control, Communications, and Intelligence), Washington, DC  
Assistant Secretary of Defense (Reserve Affairs), Washington, DC

### **Department of the Army**

Assistant Secretary of the Army (Financial Management and Comptroller), Washington, DC  
Office of the Assistant Secretary of the Army (Manpower and Reserve Affairs), Washington, DC  
Office of the Director of Information Systems for Command, Control, Communications and Computers, Washington, DC  
Office of the Inspector General, Department of the Army, Washington, DC  
Office of the Chief, National Guard Bureau, Washington, DC  
Office of the Chief, Army Reserve, Washington, DC  
U.S. Army Reserve Command, Atlanta, GA  
Reserve Component Automation System Program Executive Office, Newington, VA

### **Army Reserve Components**

Headquarters, Alabama National Guard, Montgomery, AL  
Headquarters, Arkansas National Guard, Little Rock, AR  
Headquarters, District of Columbia National Guard, Washington, DC  
Headquarters, Georgia National Guard, Atlanta, GA  
Headquarters, Minnesota National Guard, Saint Paul, MN  
Headquarters, Virginia National Guard, Richmond, VA  
Headquarters, Washington National Guard, Camp Murray, WA  
Headquarters, 34th Infantry Division, Rosemount, MN  
Headquarters, 80th Division (Institutional Training), Richmond, VA  
Headquarters, 81st Regional Support Command/Army Reserve Command, Birmingham, AL  
Headquarters, 85th Division (Exercise), Arlington Heights, IL  
Headquarters, 86th Army Reserve Command, Forest Park, IL  
Headquarters, 87th Division (Exercise), Birmingham, AL

## **Organizations Visited or Contacted**

---

### **Army Reserve Components (continued)**

Headquarters, 88th Regional Support Command/Army Reserve Command,  
Minneapolis, MN

Headquarters, 90th Regional Support Command, Little Rock, AR

Headquarters, 97th Army Reserve Command, Fort Meade, MD

Headquarters, 124th Regional Support Command/Army Reserve Command,  
Seattle, WA

Headquarters, 310th Theater Army Area Command, Fort Belvoir, VA

Headquarters, 335th Theater Signal Command, Atlanta, GA

### **Congressional Staff**

House Subcommittee on National Security, Committee on Appropriations,  
Washington, DC

---

## **Report Distribution**

### **Office of the Secretary of Defense**

Under Secretary of Defense for Acquisition and Technology  
Director, Defense Logistics Studies Information Exchange  
Under Secretary of Defense (Comptroller)  
Deputy Chief Financial Officer  
Deputy Comptroller (Program/Budget)  
Assistant Secretary of Defense (Reserve Affairs)  
Assistant to the Secretary of Defense (Public Affairs)

### **Joint Staff**

Director, Joint Staff  
Inspector General, Joint Staff

### **Department of the Army**

Inspector General, Department of the Army  
Auditor General, Department of the Army  
Director, Army National Guard  
Chief, Army Reserve

### **Department of the Navy**

Assistant Secretary of the Navy (Financial Management and Comptroller)  
Inspector General, Department of the Navy  
Auditor General, Department of the Navy

### **Department of the Air Force**

Assistant Secretary of the Air Force (Financial Management and Comptroller)  
Inspector General, Department of the Air Force  
Auditor General, Department of the Air Force

### **National Guard Bureau**

Chief, National Guard Bureau  
Inspector General, National Guard Bureau

## Report Distribution

---

### **Other Defense Organizations**

Director, Defense Contract Audit Agency  
Director, Defense Logistics Agency  
Director, National Security Agency  
Inspector General, National Security Agency

### **Non-Defense Federal Organizations and Individuals**

Office of Management and Budget  
Technical Information Center, National Security and International Affairs Division,  
General Accounting Office

Chairman and ranking minority member of each of the following congressional committees and subcommittees:

Senate Committee on Appropriations  
Senate Subcommittee on Defense, Committee on Appropriations  
Senate Committee on Armed Services  
Senate Committee on Governmental Affairs  
House Committee on Appropriations  
House Subcommittee on National Security, Committee on Appropriations  
House Committee on Government Reform and Oversight  
House Subcommittee on National Security, International Affairs, and Criminal  
Justice, Committee on Government Reform and Oversight  
House Committee on National Security

## Evaluation Team Members

This report was prepared by the Readiness and Operational Support Directorate, Office of the Assistant Inspector General for Auditing, DoD.

Thomas F. Gimble  
Salvatore D. Guli  
Colonel Tim Turner, U.S. Air Force  
Commander Lee Lawson, U.S. Navy  
Mark McDonough  
William Florence  
Annette Riedell  
William Freeman  
Gary Queen  
Barry Johnson  
Robert Paluck  
Joel McLeod  
Nancy C. Cipolla  
Frank Ponti  
Frank Sonsini