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MULTI-SERVICE TACTICS, TECHNIQUES, AND PROCEDURES FOR OPERATIONAL CONTRACT SUPPORT

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Multi-Service Tactics, Techniques, and Procedures for Operational Contract Support

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Preface

This multi-Service publication focuses on tactical level Service component requiring activity functions, and includes limited information on Army, Air Force, Marine Corps, and Navy component level headquarters' unique operational contract support (OCS) staff organization and capabilities. It also contains an overview of Service unique theater support, external support and systems support contracting capabilities.

The principle audiences of this publication are tactical level Army, Air Force, and Marine Corps operational force unit commanders and staffs along with their supporting contracting organizations. This publication also applies to Naval forces operating ashore when these forces are being supported by Army, Air Force, or Marine Corps units. Service training and education staffs will also use this manual to support OCS-related training and leader education.

Commanders, staffs, and subordinates ensure their decisions and actions comply with applicable United States, international, and in some cases host-nation laws and regulations. Commanders at all levels ensure that their servicemembers operate in accordance with the law of war and the rules of engagement. (See FM 27-10.)

Application of the techniques covered in this publication, along with JP 4-10, Operational Contract Support, and associated regulatory guidance, will enable Service components to legally obtain and effectively utilize available commercial support in support of combatant commander (CCDR) directed military operations.

This multi-Service publication uses joint terms where applicable. Selected joint and Army terms and definitions appear in both the glossary and the text. For definitions shown in the text, the term is italicized and the number of the proponent publication follows the definition. This publication is not the proponent for any Army terms.

This multi-Service publication applies to the Active Army, Army National Guard, United States Army Reserve, United States Air Force, United States Marine Corps, and United States Naval forces operating ashore when these forces are being supported by Army, Air Force, or Marine Corps units unless otherwise stated.

The proponent of this multi-Service publication is the United States Army Combined Arms Support Command (CASCOM). The preparing agency is the Acquisition, Logistics and Technology Integration Office (ALT-IO). Send comments and recommendations on DA Form 2028 (Recommended Changes to Publications and Blank Forms) to Commander, United States Army Combined Arms Support Command, ATTN: ATCL-ALT-IO (ATP 4-10), 2221 A Avenue, Fort Lee, Virginia 23801; by e-mail to usarmy.lee.tradoc.mbx.cascom-alt-io@mail.mil or usarmy.lee.tradoc.mbx.leee-cascom-doctrine@mail.mil; or submit an electronic DA Form 2028.

Introduction

This multi-Service tactics, techniques, and procedures manual provides operational contract support (OCS) "how to" guidance for Army, Air Force, and Marine Corps commanders, their non-acquisition officer staffs, and their servicing contracting organizations. It also applies to Naval forces operating ashore when these forces are being supported by Army, Air Force, or Marine Corps units. It serves as the primary reference document for planning and execution of OCS, associated functions and tasks at the tactical level. It supersedes ATTP 4-10, *Operational Contract Support*, dated June 2011 and incorporates the latest guidance found in JP 4-10, *Operational Contract Support*, dated 16 July 2014 and other associated regulatory guidance.

OCS is the process of planning for and obtaining supplies, services, and construction from commercial sources in support of joint operations. While varying in scope and scale, OCS is a critical force multiplier across all phases and types of operations. With a smaller military, less robust active component sustainment capability, and greater emphasis on Phase 0 operations, the critical importance of operational contract support will surely increase as a necessary capability in future operations. Therefore, the Services must continue to enhance their capabilities to plan and provide OCS for deployed forces. This multi-Service publication is intended to provide commanders and their staffs with the doctrinal and policy tools necessary to properly leverage the full spectrum of OCS capabilities in all phases of the operation.

This multi-Service publication content remains generally consistent with that found in ATTP 4-10; however, terminology and concepts have been updated as required. Most notably, OCS is redefined and contracting support added as one of the three key OCS functions, in accordance with joint OCS doctrine. The material in this multi-Service publication is presented in a more logical format and sequence, and several new appendices provide an overview of multi-Service OCS capabilities and contain checklists to assist requiring activities and supported units with OCS planning and execution.

This multi-Service publication contains five chapters:

Chapter 1 introduces OCS and other OCS-related terms, introduces the OCS process and team, discusses key OCS imperatives to minimize risk of contract fraud and unauthorized commitments, and closes with a brief discussion on ethics.

Chapter 2 discusses joint planning guidance and the integration of OCS requirements into tactical level planning. It also covers considerations for conducting relief in place and base drawdown and closure.

Chapter 3 describes the requirements development process with a focus on requiring activity and supported unit functions. It also discusses the critical parts of a contract support request package and the contract support request package approval process.

Chapter 4 covers requiring activity and supported unit responsibilities in contract performance oversight, how contract support is typically assessed, and contains sections on unauthorized commitments, ratifications, and contract closeout actions.

Chapter 5 discusses contractor management planning, linking contractor management requirements to the requirements development and contract performance oversight processes, contractor management risks and challenges, contractor personnel legal status information, deployment and redeployment planning and preparation requirements, contractor management in theater, and closes with a section on ensuring fair labor processes.

Chapter 1

Introduction to Operational Contract Support

Operational contract support (OCS) is a key force multiplier across the range of military operations, both foreign and domestic. In some operations, OCS may serve as the primary means of support for the deployed force. The purpose of this manual is to assist Service operational commanders and staffs at all levels to "get OCS right" in the areas of effectiveness (combat readiness), efficiency (being good stewards of United States [U.S.] tax dollars), and ethics (upholding the public's trust in the U.S. Government).

U.S. forces have seen an exponential growth in their use of OCS in recent operations. For the last 25 years all major land centric operations, with the exception of DESERT SHIELD and DESERT STORM, were supported much more by contracted support than uniformed military support capabilities. OCS has been and will continue to be the primary means of support for the vast majority of the combatant commander directed and steady state/Phase 0 operations. U.S. strategy, to include routine "boots on the ground" restrictions, lack of reserve call-up authority, and other mission specific factors are likely to continue to drive the significant use of commercial vice organic support solutions in many, if not most, future operations.

OPERATIONAL CONTRACT SUPPORT DEFINED

1-1. Per JP 4-10, *Operational Contract Support*, OCS is the process of planning for and obtaining supplies, services, and construction from commercial sources in support of joint operations. OCS is a complex source of support planned and executed in accordance with joint force commander (JFC) guidance and through the contracting authority of one or more military departments or Department of Defense (DOD) agencies to supporting contracting organizations. Also per joint doctrine, OCS consists of three complimentary functions: contract support integration, contracting support, and contractor management. The focus of this publication is on tactical level tasks associated with these three OCS functions performed by the organization requesting contract support, not the supporting contracting organizations**.** Figure 1-1 on page 1-2 outlines the OCS functions and tasks covered in detail by this publication.

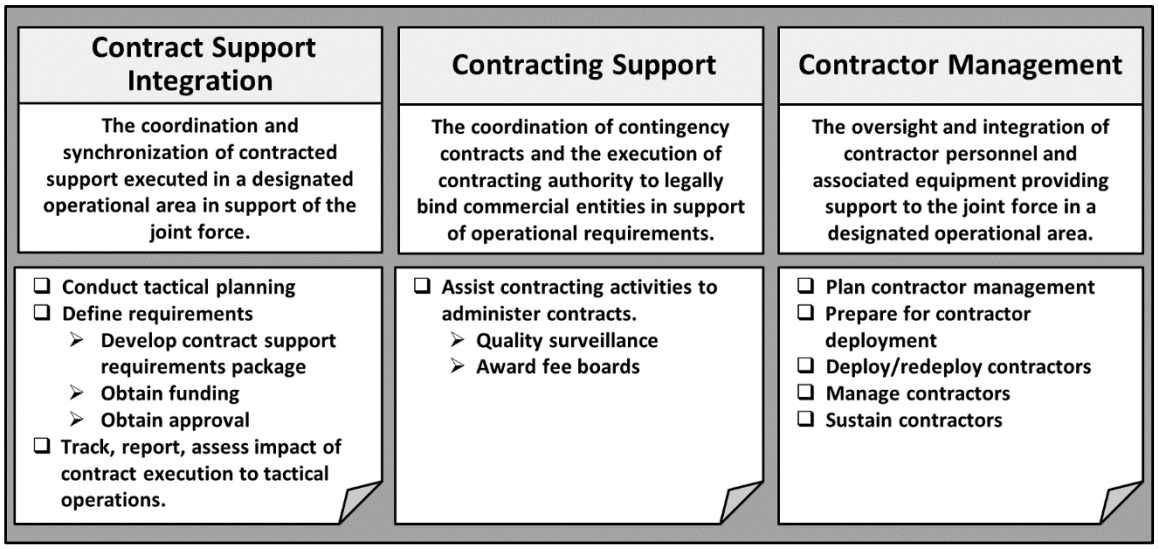

Figure 1-1: Requiring activity tasks within the OCS construct

GETTING FAMILIAR WITH OTHER KEY TERMS

1-2. It is imperative commanders and staffs have a working knowledge of key OCS-related terms discussed in this multi-Service techniques manual and they understand, and effectively execute, their roles and responsibilities in affecting OCS planning and management. Without the basic understanding of these terms, effective planning and execution of this complex source of support is simply not possible.

CONTRACT

1-3. A contract is a legally binding agreement for supplies, services, or construction awarded by government contracting officers. *Federal Acquisition Regulation (FAR)* 2.101 further defines a contract as a mutually binding legal relationship that obligates the seller to furnish supplies or services (including construction) and the buyer to pay for them.

CONTRACTOR

1-4. A contractor is an individual or business, to include authorized subcontractors, that provides products or services for monetary compensation, or other consideration, in accordance with the terms and conditions of a contract.

CONTRACTING OFFICER

1-5. A warranted contracting officer is the military officer, non-commissioned officer, or Department of Defense (DOD) civilian with the legal authority to enter into, modify, administer, terminate and close-out contracts. Administrative contracting officers (ACOs) are a subset of contracting officers normally designated by the procuring contracting officer and responsible for administering the contract as specified in their designation.

PRIME CONTRACT

1-6. A prime contract is a contract or contractual action entered into by the U.S. Government for the purpose of obtaining supplies, materials, equipment, or services of any kind. The prime contractor is the organization that has entered into the contract with the United States. The United States has privity of contract only with the prime contractor.

SUBCONTRACT

1-7. A subcontract is a contract entered into by a prime contractor to a third party contractor (subcontractor) for the purpose of obtaining supplies, materials, equipment, or services under a prime contract. The prime contractor is responsible for the actions of their subcontractors. Subcontractors and their employees must be treated the same as the prime contractor when it comes to contractor management planning and actions.

PRIVITY OF CONTRACT

1-8. Privity of contract is the legal relationship that exists between two contracting parties, for example, between the prime contractor and the United States. The prime contractor has privity with their first-tier subcontractor, but the government has no privity with any of the subcontractors at any tier; therefore, the government contracting officer cannot direct the prime's first-tier, nor any lower tier, subcontractors. This term is important to the Service commander in that only the prime contractor has direct responsibility to the government. This fact can limit the directive ability of Service commanders, through the cognizant contracting officer, to directly enforce contractor management policies on subcontractors and their employees. However, a flow-down provision for subcontractor compliance with such policies requires prime contractors to enforce those policies on lower-tier subcontractors when they are included in the terms and conditions of their contract. A limited exception to this policy is in emergency force protection and security matters for sub-contractor employees with an area performance in a U.S. Government controlled base or facility.

Key Point: Military units receive their guidance and instructions to conduct an operation from published plans and orders, usually operation plans, operation orders (OPORDs) and fragmentary orders (FRAGORDs). These plans and orders describe the mission and the manner in which the operation will be accomplished. Conversely, contractors receive guidance and instructions via the contract, not the operation plan, OPORD, or FRAGORD.

REQUIRING ACTIVITY

1-9. A requiring activity is the organization that identifies, plans for, and coordinates for contracted support during military operations. A requiring activity may also be the supported unit.

SUPPORTED UNIT

1-10. The supported unit is the organization that is the recipient, but not necessarily the requestor, of contractor-provided support. A supported unit may also be the requiring activity, if it initiates the request for support.

REQUIREMENTS DETERMINATION

1-11. Requirements determination includes all activities necessary to develop, consolidate, coordinate, validate, approve, and prioritize joint force contract support requirements

REQUIREMENTS DEVELOPMENT

1-12. Requirements development is the process of defining actual contract support requirements for operational requirements that would routinely be provided by organic military forces and capturing these requirements in "contract ready packages" the contracting support organization can accept.

STATEMENT OF WORK (SOW)

1-13. A SOW is the contract requirement developed by the requiring activity describing the actual work to be done by the contractor in terms of specifications or other minimum requirements, quantities, performance dates, time and place of performance of services, and quality requirements.

PERFORMANCE WORK STATEMENT (PWS)

1-14. A PWS is a form of SOW emphasizing measurable performance requirements and quality standards utilizing performance-based language to describe the specifications and requirements; it is the preferred method when appropriate. While the terms PWS and SOW are often used interchangeably in colloquial discussions, they are substantively different in concept and practice. For the purpose of this multi-Service techniques manual, either term may be used to refer to the primary requirements document without further inference.

INDEPENDENT GOVERNMENT ESTIMATE (IGE)

1-15. The IGE is a cost estimate developed by the government requiring activity, based on the requirements of the PWS. An IGE is required for every new acquisition that exceeds the simplified acquisition threshold. The purpose of the IGE is to develop an assessment of the probable cost of services being acquired to support the requiring activity's budget planning, execution, and requirements funding approval process. The IGE also helps to determine the reasonableness of an offeror's proposed costs and understanding of the work. Prior acquisition history or similar acquisitions should provide the basis for the preparation of an IGE, as well as the data provided by thorough market research.

QUALITY ASSURANCE SURVEILLANCE PLAN (QASP)

1-16. A QASP is the document used by the government to guide the assessment of contractor performance in accordance with the terms and conditions of the contract. All services (vice supply) contracts must include a QASP with sufficient systematic quality assurance methods in order to allow the government to properly validate the effectiveness of the contractor's quality control efforts.

CONTRACT REQUIREMENT APPROVAL PROCESS

1-17. Contract requirement approval process is the process to ensure contract support requirements are properly vetted, completed, properly funded, and prioritized prior to submission to the appropriate contracting activity. This process applies at both the Service component and joint force command levels and will often involve a formal requirements review board process.

REQUIREMENTS REVIEW BOARD

1-18. Requirements review board is a joint force command or Service component level board used to control critical common-user logistic supplies and services within the operational area. It also serves as a formal mechanism to review, validate, prioritize, and approve selected contract support requirements.

CONTRACT ADMINISTRATION

1-19. Contract administration is a subset of the contracting process and includes efforts that ensure supplies, services, and construction are delivered in accordance with the conditions and standards expressed in the contract. Contract administration is executed, in part, through the process of contract performance oversight, from contract award to contract close-out, by contracting professionals and designated non-contracting personnel (for example, contracting officer's representatives).

CONTRACTING OFFICER'S REPRESENTATIVE (COR)

1-20. The COR, sometimes referred to as a contracting officer's technical representative (COTR) (by United States Army Corps of Engineers (USACE), for example) is an employee, military or civilian, of the U.S. Government, a foreign government, or a North Atlantic Treaty Organization/coalition partner, appointed in writing by a warranted contracting officer. In no case shall contractor personnel serve as CORs. COR responsibilities include monitoring contract performance and performing other duties as specified by their appointment letter. Examples of COR responsibilities are conducting monthly, quarterly, and annual reports, surveillance, award fee board duties, and reviews in accordance with U.S. government and local policy. A COR is normally nominated by the requiring activity or designated supported unit and may serve in this

position as an extra duty depending upon the circumstances. However, it is a key duty that cannot be ignored without creating risk to the government.

UNAUTHORIZED COMMITMENT (UAC)

1-21. An unauthorized commitment is an agreement that is not legally binding solely because the government representative who made it lacked the authority to enter into that agreement on behalf of the government. It is important for commanders and staffs to understand that only warranted contracting officers are authorized to enter into contractual actions or modifications of existing contracts. Military or civil service members can be held financially liable for a UAC depending on the circumstances and conduct of the individual. Commanders and staffs should be cognizant of their implied authority and be especially cautious of communicating directly with the contractor without a contracting officer present.

RATIFICATION

1-22. Ratification is the act of approving a UAC taken by a contracting official at a specific regulatory level who has the authority to do so. Ratification is never automatic. Even when ratification is possible, commanders should assess the findings and take corrective administrative action, as appropriate, against the individual(s) having caused the UAC.

CONTRACTORS AUTHORIZED TO ACCOMPANY THE FORCE (CAAF)

1-23. CAAF are contractor employees and all tiers of subcontractor employees specifically authorized through their contract to accompany the force and have protected legal status in accordance with international conventions. CAAF normally includes U.S. citizen expatriates and third-country national (TCN) employees who are not normal residents in the operational area. However, local national (LN) employees may also be afforded CAAF status on an as-needed basis.

CONTRACTORS NOT AUTHORIZED TO ACCOMPANY THE FORCE (NON-CAAF)

1-24. Non-CAAF are employees of commercial entities in the operational area, but do not accompany the force (for example, they do not live on base or receive life support from the military). Non-CAAF employees may include LN day laborers, delivery personnel, or supply contract workers. Non-CAAF contractor employees have no special legal status in accordance with international conventions or agreements and are legally considered non-combatants.

LETTER OF AUTHORIZATION (LOA)

1-25. The LOA is the travel order equivalent for CAAF. The LOA provides CAAF both travel and in-theater government-furnished support authorizations.

GOVERNMENT-FURNISHED PROPERTY MATERIEL, FACILITIES, AND SERVICES

1-26. The government may provide property, equipment, facilities, and services, often referred to collectively as government-furnished property (GFP), for contractor use in the performance of the contract when determined to be in the best interest of the government by the contracting officer. The government maintains proprietary interest in the items, and therefore actions related to issuance, disposal, transfer, accountability, and return to stock remain the responsibility of the government. Some government-furnished property, materiel, facilities, and services can be provided to the contractor prior to deployment into the operational area, while others are issued as theater-provided equipment to the contractor in the operational area. Actions related to government-furnished property, materiel, facilities, and services issuance, maintenance, accountability, and return to stock are the responsibility of the Service component providing this equipment and the applicable contracting officer.

CONTRACTOR-ACQUIRED, GOVERNMENT-OWNED (CAGO) EQUIPMENT

1-27. CAGO is equipment acquired by the contractor, normally in a cost reimbursement type contract, for the performance of the contracted service, but remains the property of the U.S. Government. Also referred to as contractor acquired property in the FAR.

CONTRACTOR-OWNED, CONTRACTOR-OPERATED (COCO) EQUIPMENT

1-28. Contractor-owned, contractor-operated equipment is equipment acquired by and owned by the contractor for use in the performance of the contracted service. Contractor-owned, contractor-operated equipment is normally associated with fixed price contracts and unlike GFP and CAGO, the government has no legal authority over this equipment.

TYPES OF CONTRACTED SUPPORT

1-29. Types of contracted support are defined in joint doctrine in order to add clarity to the significant differences in contracting authority, source of commercial capabilities, and management processes. Appendices A through D of this publication provide individual Service theater support, external support, and systems support organizations and capability information.

Theater Support

1-30. Theater support contracts are contracts awarded by Service component contracting officers deployed to the operational area. These contracts, normally executed under higher micro purchase and simplified acquisition thresholds, provide supplies, services, and minor construction from commercial sources within the operational area. Also important from a contractor management perspective are LN employees since they are routinely a key part of the theater support contractor's workforce.

External Support

1-31. External support contracts are awarded by contracting organizations whose contracting authority does not derive directly from the theater support contracting head(s) of contracting activity (HCAs) or from systems support contracting authorities. External support service contracts provide a variety of logistic and other related services and supply support. External support contracts normally include a mix of U.S. citizens, third country nationals (TCN), and LN contractor employees. Examples of external contract support include:

- Service civil augmentation programs (CAPs).
- Special skills contracts (for example, staff augmentation support and interpreter services).
- Defense Logistics Agency prime vendor contract.
- Reach-back contracting support provided by contracting offices outside the operational area.

Systems Support

1-32. Systems support contracts are awarded by Services' or U.S. Special Operations Command's matrixed contracting offices. These contracts are funded by directed appropriations and managed through acquisition program executive officers and their program managers. These contracts provide what is commonly known as contractor logistics support through deployed field service representatives. Systems support contract-related employees are mostly U.S. citizens who have habitual relationships with a particular unit or serve as members of a fielding or modification team.

Key Point: Since the requiring activity for systems contracts are the Service program management offices, commanders generally have less influence regarding decisions related to the use of systems support contracts when compared to the two other types of contracted support.

OPERATIONAL CONTRACT SUPPORT IMPERATIVES

1-33. OCS is much more than just contracting. It is a commander's business that must be closely integrated into all major planning actions. It requires direct and continuous involvement by all requiring activities, both inside and outside of the operational area. The following imperatives apply to all aspects of OCS planning, integration, and management. Understanding these imperatives will optimize OCS and minimize the risks of contract fraud, unauthorized commitments, and unintended consequences that may negatively affect a commander's mission objectives.

Key Point: Overall responsibility for mission accomplishment remains with the requiring activity commander responsible for the service being provided via commercial means, not with the supporting contracting activity.

COMMAND AUTHORITY DOES NOT EQUAL CONTRACTING AUTHORITY

1-34. Command authority is the legal authority of the military commander to organize and employ assigned and attached forces; however, command authority does not include the authority to make binding contracts for the U.S. Government. Contractors are only obligated to perform functions specified in the terms and conditions of their contract.

WARNING!

Only warranted contracting officers have the authority to obligate government funds and to award or modify a contract.

Contractors are legally bound by the terms and conditions of the contract, so the phrase "other duties as assigned" does not apply to contractor personnel.

THE OCS PROCESS IS BASED IN LAW

1-35. Contracted support must be administered in accordance with U.S. public law along with the *FAR*, *Defense Federal Acquisition Regulation Supplement (DFARS)* and Service-specific *FAR* supplements. While acquisition regulations can seem restrictive, there are regulations covering emergency procurement authorities available in support of contingency operations that can be used to speed up the procurement process where true emergencies exist.

WARNING!

Commanders should never ask, nor direct, their supporting contracting officers to circumvent or violate the acquisition regulations, legal statutes, and ethics in accordance with DOD 5500.07-R, *Joint Ethics Regulation*. Taking such action is administering undue command influence and is similar to directing a subordinate to violate a Law of War. The ramifications include monetary fines, punitive discipline, and criminal penalties.

OCS IS A MULTI-FUNCTIONAL DISCIPLINE

1-36. OCS combines various support and contracting disciplines to achieve effective commercial support to combatant commander directed operations. Commanders and staffs must have a basic understanding of

contracting processes and authorities; likewise, supporting contracting officers should have a basic understanding of support planning and execution in order to achieve the best commercial support outcomes. While logistics services, construction, and supply purchases make up the bulk of contracted support in most operations, contracted support can also include significant non-logistics-related support such as linguistics, signal, staff augmentation, and security. Furthermore, as discussed in JP 4-10, all primary and most special staff members have significant OCS functions regardless of whether contracted support received is logistics-related or not; therefore, OCS should never be considered solely a logistics staff function.

OPERATIONAL CONTRACT SUPPORT PROCESS AND TEAM

1-37. OCS requires a team effort between the joint force commander or Service component commander down to the requiring activity commander and staff, the contracting officer, the COR, and the contractor along with legal and resource management enabling functions. This OCS team collectively synchronizes the OCS process (see Figure 1-2) with the military planning process and the contracting process. Requiring activities are much more than just customers. They have an important role to play and are key members of the OCS team. The contracting process can be an effective means to achieve the desired support only if employed with careful planning through a coordinated team effort.

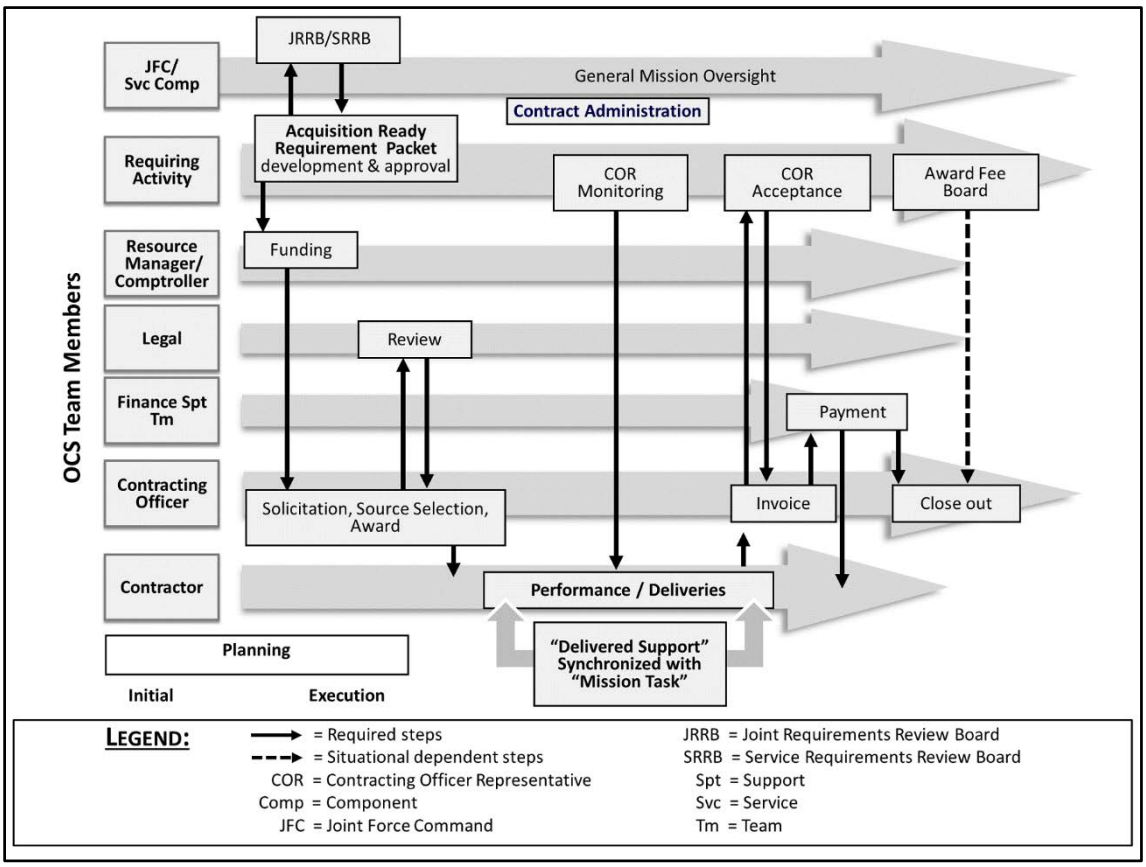

Figure 1-2: The operational contract support team and process

ETHICS

1-38. For the entire history of the U.S., the utilization of commercial services in support of military operations has been rife with ethical breaches involving various levels of fraud, waste, and abuse. What we now call OCS has, by its very nature, provided opportunities for unscrupulous individuals to exploit the process for private gain. Commanders and supporting contracting officers are collectively responsible to ensure the appropriate command climate and training exists covering procurement integrity, conflict-of-interest, and ethics in order to mitigate fraud, waste, and abuse of government resources. DOD 5500.07-R,

The *Joint Ethics Regulation (JER)*, administered by the Office of General Counsel, requires the Services to provide training and counseling to educate Service members and DOD civilians regarding applicable ethics laws and regulations. All leaders, both operational and acquisition, must ensure training raises individual awareness to enable the recognition and reporting of misconduct, as well as to track and follow up on all reports of acquisition-related misconduct. The following paragraphs provide guidance from the *Code of Federal Regulations*, almost all of which is directly or indirectly related to OCS actions.

PUBLIC SERVICE IS A PUBLIC TRUST

1-39. Each employee has a responsibility to the U.S. Government and its citizens to place loyalty to the Constitution, laws, and ethical principles above private gain. To ensure that every citizen can have complete confidence in the integrity of the Federal Government, each service member and government civilian employee shall respect and adhere to the principles of ethical conduct set forth in this section, as well as the implementing standards contained in this part and in supplemental agency regulations.

GENERAL PRINCIPLES

1-40. The following OCS-related general principles apply to every government employee, military or civilian.

- Public service is a public trust, requiring employees to place loyalty to the Constitution, the laws and ethical principles above private gain.
- Employees shall not hold financial interests that conflict with the conscientious performance of duties.
- Employees shall not engage in financial transactions using nonpublic government information or allow the improper use of such information to further any private interest.
- An employee shall not solicit or accept any gift or other item of monetary value from any person or entity seeking official action from, doing business with, or conducting activities regulated by the employee's agency, or whose interests may be substantially affected by the performance or nonperformance of the employee's duties.
- Employees shall properly safeguard contractor proprietary information, and avoid engaging, or appearing to engage in prohibited practices such as “shopping” contractor prices.
- Employees shall not knowingly make unauthorized commitments or promises of any kind purporting to bind the government.
- Employees shall not use public office for private gain.
- Employees shall protect and conserve Federal property and shall not use it for other than authorized activities.
- Employees shall not engage in outside employment or activities, including seeking or negotiating for employment, that conflict with official government duties and responsibilities.
- Employees shall disclose waste, fraud, abuse, and corruption to appropriate authorities.
- Employees shall satisfy in good faith their obligations as citizens, including all just financial obligations, especially those--such as Federal, State, or local taxes--that are imposed by law.
- Employees shall endeavor to avoid any actions creating the appearance that they are violating the law or the ethical standards set forth in this part. Whether particular circumstances create an appearance that the law or these standards have been violated shall be determined from the perspective of a reasonable person with knowledge of the relevant facts.

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Chapter 2

Tactical Level Planning

OCS planning is primarily a requiring activity, not a contracting organization, responsibility. Proficiency in this function can be challenging due to a lack of resident knowledge and skills, the myriad of contracting options, and the wide variety of contracting authorities. Key to success is ensuring OCS planning is recognized as a mission essential task with proper command emphasis and a properly trained staff.

Note: Both the Army and Marine Corps have a limited number of formally documented, OCS staff officers, so for the purposes of this manual, the text here and elsewhere will use the term "OCS staff officer" to designate the unit staff member responsible to lead and coordinate OCS planning and integration matters across the command. See Appendices A-D for details on how the different Service components are organized to perform this function.

JOINT PLANNING GUIDANCE

2-1. Joint operation planning consists of planning activities associated with combatant commander directed military operations and takes place at the geographical combatant command, subordinate joint force command and Service component levels. Joint planning transforms national strategic objectives into operational planning covering mobilization, deployment, employment, sustainment, redeployment, and demobilization of joint forces. Additionally, joint planning identifies and aligns resources with military actions, providing a framework to identify and mitigate risk. The process of aligning allocated military resources and mitigating risk using other sources of support is a critical step in the development of JFC and Service component level OCS plans culminating in development of a joint Annex W (OCS) as well as integration of OCS matters in other annexes as appropriate. Other sources of support considered at this level are not restricted to OCS, but also include lead Service support arrangements, multinational support through acquisition cross servicing support agreements, and host nation support. Once OCS is chosen as the preferred source of support, the subordinate joint force command and Service component level Annex Ws are used to set the foundation for tactical level OCS planning actions. For more information on joint (to include Service component level) OCS planning, see JP 4-10, *Operational Contract Support*; and Chairman of the Joint Chiefs of Staff manual (CJCSM) 3130.01A, *Campaign Planning Procedures and Responsibilities*.

INTEGRATING OPERATIONAL CONTRACT SUPPORT REQUIREMENTS INTO TACTICAL LEVEL PLANNING

2-2. Before any detailed OCS planning begins, the unit's designated OCS staff officer should be preparing for this effort by collecting key documents and other related information, much of it developed in the joint planning process described above. Key OCS actions, information and documents include, but are not limited to:

- Facilitating unit staff member training.
- Service OCS doctrine and policies.
- Unit OCS standard operating procedure.
- Higher level planning documents to include applicable Annex Ws or subsequent FRAGORDs.
- Key points of contact to include supporting theater support contracting activity and any CAP support personnel.
- Any information on existing contracts currently providing similar support.
- Contract requirements package examples.

Note: Currently available OCS training courses include the Joint Knowledge On-Line Joint OCS Essentials for Commanders and Staff, J4OP-US380, available at the Joint Knowledge On-line website; the Army's OCS Course available through the Army Logistics University website; and the Joint OCS Planning and Education (JOPEC) course available through the Joint Staff J-4.

2-3. Upon receipt of mission, the unit's designated OCS staff should notify the supporting theater support contracting organization and CAP representative of the pending planning effort to solicit their direct support in this process. The OCS staff also needs to begin coordinating with other primary and special staff as appropriate to ensure they are prepared to provide contract support estimates for requirements within their functional domain and to provide advice and assistance on other OCS-related matters such as the security or force protection situation and contractor personnel support requirements.

Key Point: OCS planning is a team activity involving all primary staff, most special staff, and supporting contracting activity personnel. Designated OCS staff members cannot properly perform this function alone!

MISSION ANALYSIS

2-4. During mission analysis, applicable OCS-related restraints, constraints, facts, and assumptions are identified based on information gathered at the receipt of mission. OCS capabilities should be included, as applicable, in the course of action (COA) development, analysis, and approval process. While conducting mission analysis, the functional staff officer should coordinate with their supporting contracting activity and CAP representatives to ensure analysis of the feasibility of using contracted support for the identified specified and implied tasks. Additionally, the unit's OCS staff officer should begin a more detailed review of the following documents and information as they relate to initial mission analysis of potential OCS requirements:

- Current Service component and related joint mission specific OCS policies and guidance including the most current annex W and FRAGORDs.
- Information on command controlled supplies and services as well as associated dollar thresholds (for example, Service or joint requirements review board) guidance.
- OCS analysis of the operational environment-related information such as current contracting activity support arrangements, locally available commercial support, and existing contracts.
- Certainty of requirements.
- Force protection and security factors.
- Anticipated duration and level of support (initial, temporary, or semi-permanent; see ATP 3-37.10/MCRP 3-17.7N for additional information).
- Funds availability to include purpose, time, and amount.
- Government-furnished support.

COA DEVELOPMENT

2-5. During COA development, the OCS staff officer incorporates feasible OCS capabilities into the COAs designated for COA comparison. The first consideration will normally be military support using available forces and the military supply chain. Contracted support should not become the default for all support requirements, although in some situations it may become the main source of support to fill gaps in allocated logistic and other support forces.

COA ANALYSIS

2-6. COA analysis provides the opportunity to evaluate each COA with regards to contract support usage and its limitations (for example, required delivery date compared to expected procurement lead time, actual productive contract hours, possible government-furnished support requirements, force protection or security issues, level of technical difficulty, surveillance and the ability to monitor contract delivery or performance

[COR requirements]). During COA analysis, the functional staff officer ensures COAs comply with JFC and Service OCS policies and Annex W planning guidance. Some key COA evaluation factors are:

- Identified gaps in military support capabilities.
- Estimated cost and budget constraints.
- Restrictions on inherently governmental functions, personal services contracts, and other local command generated restrictions.
- Procurement lead time to include time to mobilize and execute contract support from commercial sources outside of the operational area.
- Flexibility, quality, and efficiency of planned commercial support.
- Troop manning "boots on the ground" constraints.
- Security or force protection considerations.
- Oversight requirements and available resources.
- Property accountability and disposal.
- Risk assessment and continuation of essential contractor services (see paragraph 2-11).

Contract Support Restrictions

2-7. While most support functions can be legally obtained through commercial means, there are some regulatory restrictions on certain functions. It is imperative the unit's OCS staff officer is generally familiar with these restrictions.

Inherently Governmental Functions

2-8. Current military operations have revealed the necessity for contract support, not only in the traditional areas of logistics support, but in other areas as well. Commanders and their OCS staffs must understand there are specific duties, responsibilities, and functions that rest solely with military or federal employees and cannot be performed by the private sector. Inherently governmental functions are those so closely related to the public interest they must be performed by U.S. military members or DOD civilians. Inherently governmental activities that cannot be contracted normally fall into the following two categories:

- The exercise of sovereign government authority or the establishment of procedures (for example, direction of combat operations or supervision of military or DOD civilian personnel).
- Processes related to the oversight of monetary transactions or entitlements (for example, contract award).

Note for Army Personnel: Army Regulation (AR) 715-9, *Operational Contract Support Planning and Management*, promulgates Army guidance regarding inherently governmental functions. Additional Army policy regarding inherently governmental functions is found in AR 735-5, *Property Accountability Policies*. Secretary of the Army Memo - *Army Policy for Civilian Workforce Management and Services Contracts*, dated 10 July 2009 also provides guidance on the subject to include a related required checklist. Worksheet A provides an inherently governmental checklist and can be found at the Assistant Secretary of the Army for Manpower & Reserve Affairs website. Process this form in accordance with local command guidance.

Personal Services Contracts

2-9. Personal services contracts are contracts that make the contractor personnel appear to be, in effect, government employees. Key indicators of personal services contracts are "relatively continuous supervision and control" of contractor employees by government officials or other conditions that create the appearance of an employer-employee relationship even where none exists. Personal services contracts require special authorities and approvals and normally do not apply at the tactical level.

WARNING!

If there is any doubt as to whether a particular contract support function is inherently governmental or of a personal services nature, consult with your supporting contracting activity or supporting legal staff.

Local Command Imposed Restrictions

2-10. Commanders at all levels may place restrictions on OCS actions based operational specific conditions. For example, there may be restrictions on using LN personnel for certain services or locations because of force protection, force health protection, or security matters. Such restrictions should be codified in a higher level Annex W and other related documents.

Conduct Risk Assessment

2-11. Tactical level commanders need to consider potentially OCS-unique risks in their overall risk assessment process. While in some operations requiring activities have no real choice but to use OCS to meet their support requirements, a well conducted OCS risk assessment will assist the commander in being prepared to mitigate identified risks. This risk assessment is especially important for any mission critical contracted service. At the tactical level, the most common OCS-related risks include the following:

- Inability to accurately define requirements, especially in a rapidly changing operational environment.
- Permissiveness of the operational environment.
- Anticipated operation duration.
- Potentially long procurement lead times.
- Possibility of contract protest.
- Increased operations security risks in using foreign contract companies and non-U.S. contract employees.
- Protection of the contracted workforce and their general ability to provide for their own self-defense.
- Contractor inability or failure to perform.
- Quality of the product or service provided by the contractor, especially when utilizing local LN contracts.
- Ability to secure required government civilian or military resources such as contracting officers, technical subject matter experts, and CORs to let, manage, and oversee contracted support.
- Ability to secure proper funding (both type and amount of funds).
- In some operations, both the potentially positive and negative operational effects of using contracted versus organic support (for example, stabilizing versus inflating the local economy, providing local employment, potentially funding the enemy through local contracts).

Understanding Procurement Lead Time

2-12. The time it takes to obtain contracted support is always a key OCS planning consideration. A major challenge to all OCS planners is to accurately determine when and to what level the contracted support will be required. Although there is a time lag between the identification of a contract requirement and the delivery of the service or supply, the same holds true for military support outside the organic capability of the unit, especially if the requirement involves reserve force mobilization. Timelines for contract support can vary from a few hours to many months, although normal time lines are generally measured in multiple weeks (see Figure 2-1 on page 2-5). For example, a supply request where there is an existing blanket purchase agreement in place can be processed in very short order depending on JFC or Service staffing and approval guidelines. A contract for a construction-related project can take many months between the initial planning and

commencement of work. Factors influencing the time from requirement identification to support contract award include:

- Priority of requirement (mission critical emergency, safety-related, routine support).
- Complexity of the contracted requirement (size of force, anticipated duration, number of elements associated to requirement).
- Availability of a current contract, delivery order, or task order with same supply, service or construction with excess capacity.
- Availability of local sources of support (equipment and employees).
- Ability to phase in contract support services.
- Funds availability.
- Requirements package development and approval time to include any requirements review board and contracting review board processing.

WARNING!

A key aspect of procurement lead time, and the one a requiring activity has the most control over, is the ability to accurately define requirements and obtain proper funding. Also note, procurement lead time applies to renewal of contracts, not just new contracts.

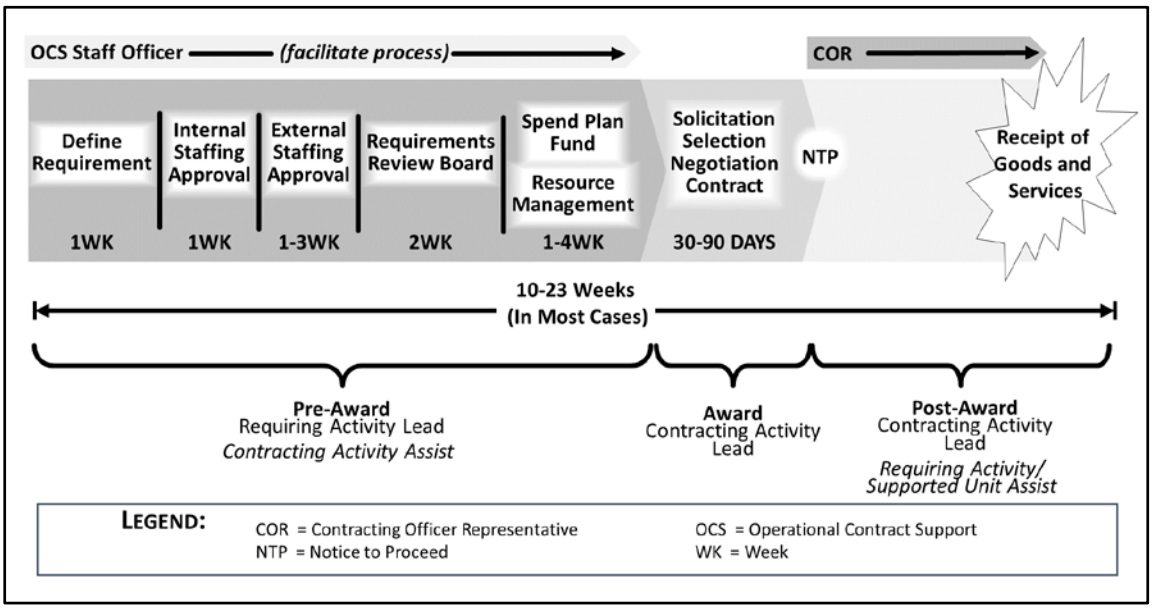

Figure 2-1: Notional contract support procurement time line

COURSE OF ACTION COMPARISON

2-13. OCS-related actions during COA comparison include:

- The OCS staff officer along with supporting contracting activity representative and CAP personnel (if available) provide OCS expertise in determining COA feasibility, potential risks, general advantages and disadvantages of each COA.
- In coordination with resource manager, apply initial requirement funding estimates to the COA comparison.

COA APPROVAL

2-14. The functional staff officer's role in COA approval is providing advice to the commander on the feasibility of OCS-related tasks or matters identified in the COAs.

ORDERS PRODUCTION

2-15. During orders production, appropriate OCS-related information is incorporated into the OPORD, FRAGORD, annexes, and appendices by the appropriate staff element. Simultaneous to the orders production is the finalization of the contract support requirements, which then can be turned into individual contract requirements packages. An example tactical level Annex W template can be found in Army Field Manual (FM) 6-0, *Commander and Staff Organization and Operations.*

RELIEF IN PLACE CONSIDERATIONS

2-16. Relief in place is the sequence of events where one military unit replaces another within the operational area. A relief in place is a tactical enabling operation where, by the direction of higher authority, all or part of a unit is replaced in an area by an incoming unit. Planning for relief in place begins as soon as a unit is notified they will be deploying as a replacement of a currently deployed organization.

2-17. Though not all operations have formal relief in place opportunities, commanders and staffs rotating into an operational area as a replacement of another unit should ensure OCS matters are considered along with other more routine operational and logistic matters. If at all possible, they should ensure there is an OCS trained (or at least OCS aware) staff officer included as part of any pre-deployment site survey. In all relief in place actions, incoming units should collect the following OCS information from the outgoing unit:

- References to include annex W and related FRAGORDs, OCS-related command policies and procedure documents, funding and resource management information.
- Existing contract information to include contract service end dates.
- Current and projected COR requirements.
- Local command COR training policies and procedures.
- Any on-going OCS planning actions to include any draft contract support requirements packages.
- Any support functions currently provided by military forces that cannot be met by incoming organic support capabilities (possible transition to contracted support to ensure there is no break in support).
- Information (names, location, and support relationship) of supporting contracting activity, finance activity, and CAP personnel.
- LN contract worker base access and security information.
- Field ordering officer (FOO) and pay agent-related files.

Key Point: If your unit is replacing another deployed unit during a specific operation, you need to ensure OCS is part of your relief in place plan.

TRANSITION DRAWDOWN AND BASE CLOSURE CONSIDERATIONS

2-18. Requiring activities and associated supporting units must be prepared to de-scope (right-size) supporting contracts as they prepare for departure from the operational area and as base population decreases. This process requires a detailed plan for the phased reduction of standards of support, especially in threat environments where contractor personnel would be at significant risk without military-provided force protection. The staff must identify all open contracts to include ongoing material requisitions and construction contracts to determine those that should continue to move forward and those that to be terminated based on cost-benefit analysis and the base camps' planned transfer or closure date. They must coordinate with requirement owners to determine which contracted services or support are mission essential or needed for life, health, and safety. Their planning must include modifications to handle demand changes based on

population expansion or contraction due to base closure, realignment and consolidation. Give contractors (and vendors) adequate advance notice of closure so they can plan and execute their recovery or redeployment plan. They must also ensure accountability of contractor personnel and contractor associated government equipment as contracts and base camps are closed so that excess equipment and unauthorized personnel do not remain on base camps.

2-19. The following list highlights some key considerations requiring activities and supported units should consider when planning for base transfer or closing.

- Force protection and security requirements.
- Reduction in standards of support.
- Contractor notification and de-mobilization timelines.
- Temporary transition of mission critical theater support contracts to CAP task orders.
- Contractor redeployment and repatriation of third country nation workers.
- GFP and CAGO equipment disposition instructions.
- Contractor-owned, contractor-operated equipment disposition and government transportation support requirements.
- Overall contractor provided and required transportation needs.
- Contract closeout plans.
- Base closure and consolidation plans.
- Contract source effectiveness and risk assessment.

2-20. For more information on base closure see JP 4-10, *Operational Contract Support*, and ATP 3-37.10, *Base Camps*.

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Chapter 3
Requirements Development

Requirements development is a subset of requirements determination that is defined in joint doctrine as all activities necessary to develop, consolidate, coordinate, validate, approve, and prioritize joint force contract support requirements. The requirements development process follows the planning process once the determination is made that the required supply, service, or minor construction is best sourced via commercial means. It includes all steps necessary to define the specified support requirement and to capture the requirement in "acquisition ready" contract support requirements package. Additionally, the requirements development process involves the staffing of the requirements package through applicable board vetting and command approval.

REQUIRING ACTIVITY AND SUPPORTED UNIT FUNCTIONS

3-1. Service units routinely perform requirements development tasks in support of military operations. Requirements development functions begin with the decision, based on the results of the support planning process, that a unit's support requirements (supply, service, or minor construction) will be fulfilled by commercial support. General requiring activity requirements development-related tasks include:

- Conducting market research to determine:
  - The availability of commercial support within the operational area.
  - The ability of available commercial support to satisfy the determined requirement.
  - Generally accepted market practices and prices for required supplies, services, or minor construction.
- Developing contract support requirements packages to include the IGE, initial SOW or PWS, any required letters of justification, draft QASP (for service contract), and other supporting documents as needed.
- Obtaining local staff, command, and funding approval of requirements packages.
- Nominating technically qualified and process trained CORs for service contracts.
- Nominating receiving officials for supply contracts.
- Tracking contract support requirements packages through the approval process.

Key Point: As discussed in Appendices A-D, each Service is organized differently when it comes to requiring activity functions, to include considerable variance of the contracting officer's involvement in the requirements development process.

Note: Additional information on COR and receiving officials can be found in Chapter 4.

CONTRACT SUPPORT REQUIREMENTS PACKAGE

3-2. The contract support requirements package itself contains all documentation required by unit policy as it relates to the supply, service, or minor construction being requested. At a minimum, these packages should include a funding document, a justification for the requirement, SOW or PWS (for a service contract) or item description (for a supply request), IGE, and draft QASP (for a service contract). Other documents may be required in accordance with local policies and procedures. In some situations, such as when requesting as logistics civil augmentation program (LOGCAP) support, standardized PWSs and QASPs may be utilized, but cost estimates, schedule, other general planning information will still need to be included in the request.

PACKAGE PREPARATION IMPERATIVES

3-3. Service members are accustomed to mission type orders; however, contracted requirements must be written with greater specificity.

3-4. Be specific by providing details such as what, where, how much, what quality, and how long the requirement is needed. Provide diagrams or drawings when appropriate. Also include specific conditions such as security procedures, living conditions for CAAF, CAAF authorizations, government-furnished support, and environmental restrictions. Do not include details on who should provide this support unless you have a good reason to request a specific contractor and are prepared to develop a sole source letter of justification with strong supporting rationale.

3-5. Whenever possible, use PWSs vice SOWs for service contracts. PWSs tell the contractor what service you require, when and where you need it, and to what standard it must be performed thus allowing the contractor to execute the service in the most efficient manner possible.

3-6. In circumstances where it is essential that the contractor perform the service in a specific manner, the SOW should contain specific task guidance vice more performance based language. In some cases, this guidance may come in the form of directing performance in accordance with a specified technical or procedural manual.

3-7. Ensure a functional staff subject matter expert develops, or at least verifies, all technical matters within the PWS or SOW and draft QASP.

3-8. Involve the potential COR to assist in requirements development whenever feasible.

3-9. Request example requirements packages or templates from your supporting contracting organization, but ensure the details are properly modified to match your actual requirement.

WARNING!

Contractor personnel normally should not develop requirements. In certain circumstances, contractors may be utilized to assist in requirements development actions, but only when the appropriate non-disclosure and non-competition agreements are in effect. In general, a contract company cannot bid on requirements it helped develop.

CONTRACT SUPPORT REQUIREMENTS PACKAGE CONTENTS

3-10. Requiring activities are responsible for developing “acquisition ready” requirements packages that include a clear description of the requirement, market research and estimated cost information, appropriate command and staff approvals (to include funding), and points of contact for receipt of supplies and services. Contracts will not be awarded without submission of a complete and approved requirements package. Figure 3-1 on the following page graphically depicts a basic contract support requirements package.

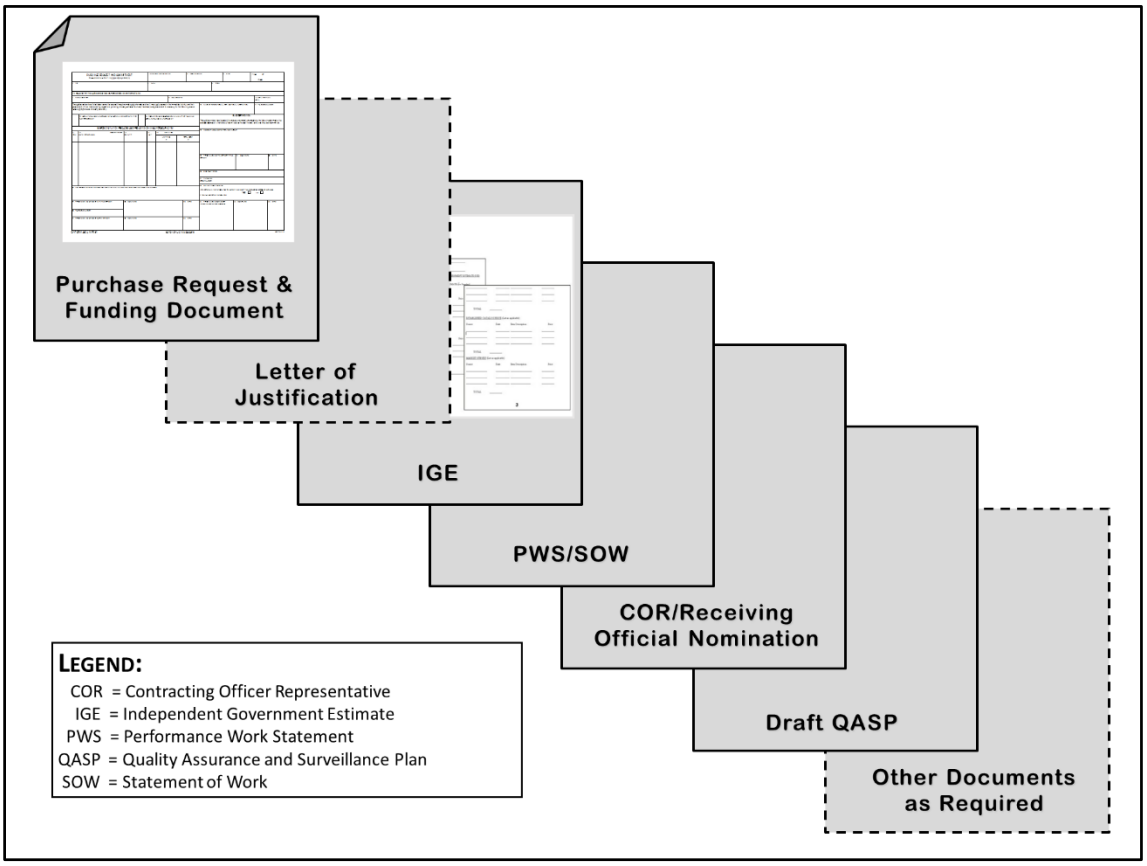

Figure 3-1: Basic contract support requirements package contents

Purchase Request and Funding Document

3-11. Requiring activities are responsible for coordinating funding. A Service specific purchase request, such as Department of the Army (DA) Form 3953, *Purchase Request and Commitment*; Navy Comptroller (NAVCOMPT) Form 2276, *Request for Contractual Procurement;* Air Force (AF) Form 9, *Request for Purchase*; or Department of Defense form (DD) 1149, *Requisition and Invoice/Shipping Document* (for USMC) must accompany the requirements package to ensure commitment of funds and compliance with the Anti-Deficiency Act.

Key Point: Refer to local command policies for specific contract funding documentation requirements and funding approval procedures.

Requirements Letter of Justifcation

3-12. All requirements packages reaching requirements review board level thresholds require a justification letter in addition to an approved funding document. Other requirements packages may or may not require a justification letter based on local command policy and the nature of the requirement. Contents of the justification may include, but are not limited to:

- Rationale for the requirement.
- Operational need.
- Impacts if not funded.
- Results of market research.
- Why the requirement is needed.
- What other sources were examined to fulfill the requirement.

- Why contracting is the best solution to meet the requirement.
- Address any special concerns, such as force protection and security.

Independent Government Estimate

3-13. Many requirements packages require an IGE. The IGE is prepared by and signed by a U.S. Government official, military or civilian, from the requiring activity and is used by the commander for budget planning and the unit resource manager as a funding estimate tool. It also assists the supporting contracting activity to make a fair and reasonable determination of contract quotes, proposals, or bids with consideration of the environment and competition.

WARNING!

IGE development is the responsibility of the requiring activity, not the contracting officer and especially not the contractor! A rough estimate or quote from a contractor is not an IGE.

3-14. Sources of IGE information:

- Market research.
- Previous IGEs for like supplies, services, or construction (can often be provided by the requiring activity resource manager or the supporting contracting organization).
- Personal knowledge.
- General Services Administration Schedule pricing guidelines.
- Published local labor rates.

3-15. Elements of an IGE:

- *Title* – Describe the project or item being purchased to include assumptions used, source of information, and requiring unit point of contact.
- *Labor costs* – List labor by individual task and category, rollup task costs, and show option years or option tasks separately.
- *Burden on labor costs* – the percentage of costs for direct labor associated with the employee benefits.
- *Other direct costs* – an estimate of the type and quantity of material, equipment, and travel necessary for the contractor to perform the service.
- *Indirect costs (overhead)* – costs that are not directly associated with any single project or contract, but are incurred in the performance of some or all of the company's projects or contracts (examples include transportations costs, utilities, and facilities costs).
- *General and Administrative (also called G&A) costs* – G&A should be applied for all non-labor costs. The supporting contracting office can usually supply the standard G&A rate.
- *Profit or Fee* – dollar amount over and above any allowable costs paid to a contractor for performance.

Note: Additional information on cost estimates can be found in AR 70-13, *Management and Oversight of Service Acquisitions*, 30 July 2010, and the *Defense Contingency COR Handbook* located at the Office of the Under Secretary of Defense for Acquisition, Technology and Logistics website.

Supply Item Description, Service PWS, or Construction SOW

3-16. There are three major categories of acquisitions: supplies, services, and construction.

3-17. A supply contract is for a specific commodity. Supply contract requirement packages must provide sufficient detail to ensure the product received meets the government's performance and capability needs.

3-18. A service contract is a contract that directly engages the time and effort of a contractor whose primary purpose is to perform an identifiable task rather than to furnish an end item of supply. Each service contract requirements package requires a PWS, which is a statement of work for performance based acquisitions that describes the desired results in clear, specific, and objectives terms with measureable outcomes.

3-19. A construction contract is for the construction, alteration or repair of buildings, structures or other real property for which a SOW is generally used to describe the technical requirements.

WARNING!

Do not assume anything when developing your item description, PWS or SOW. Be specific by including diagrams, technical specifications, and references to technical manuals as applicable!

Note: Additional PWS development guidance can be found in the *DOD Guidebook for Performance Based Services Acquisition (PBSA)* located at the Defense Acquisition University website.

Contracting Officer's Representative or Receiving Official Nomination Letter

3-20. Per contract law, DOD policy and Service policy, the requiring activity must nominate process trained and subject matter qualified military or government civilian CORs for each service support request. Likewise, requiring activities must identify receiving officials by name for any supply request. Additional information on COR and receiving officials can be found in Chapter 4.

WARNING!

Commanders and OCS staff officers must ensure they are aware of, and comply with, any existing Service directed COR pre-deployment training requirements!

Deficiencies in COR capability, such as access to worksites and subject matter expertise, are a command problem, not just a contracting problem, that must be elevated to higher level command for resolution.

Draft Quality Assurance Surveillance Plan

3-21. The QASP is a critically important contract support package element for all services contracts. The requiring activity subject matter expert should develop a draft QASP that details how, when and by whom the government will survey, observe, test, sample, evaluate, and document contractor performance to determine whether the contractor has met the required standards for each objective in the PWS or SOW.

Key Point: A QASP is very similar to a unit's internal command inspection plan in design, purpose and execution. The main exceptions are official QASP reports must be processed through the supporting contracting activity, and any corrective actions to the contractor must be issued by the contracting officer, not the supported unit leadership.

Other Supporting Documentation

3-22. Federal, DOD, and Service regulations, local command policies, or the special nature of the requested supply, construction, or service may require additional documentation submission to process. Some examples of additional supporting documents that may be required include, but are not limited to:

- Justification and approval letter for limiting full and open competition.
- Technical or other special approval documents.
- Other documents required by local policy.
- *U.S. Army Contract Requirements Package Antiterrorism/Operations Security Review Cover Sheet* (Army only requirement for most services contract requests) can be found at the Army Office of the Provost Marshal General Antiterrorism Enterprise Portal (requires common access card login).
- *Request for Services Contract Approval (RSCA) Form* (Army only requirement for most services contract requests) can be found at the Assistant Secretary of the Army for Manpower & Reserve Affairs website.
- Acquisition Strategy.
- Government Property Addendum.

3-23. Many of these supporting documents require specific guidance to properly develop. Close coordination with your supporting contracting organization and appropriate staff subject matter expert are important for successful completion and approval of supporting documentation, and ultimately the requirements package content.

REQUIREMENTS PACKAGE PROCESSING

3-24. All requirements packages for contracted support will be processed in accordance with command policy and procedures. These packages will also be submitted to the appropriate review board as required.

WARNING!

Requiring activities shall not separate requirements into multiple similar purchases to avoid purchase card limits, requirements approval thresholds, competition requirements, or any other acquisition policy or procedure. This practice, commonly known as "split purchasing", is prohibited by Title 10, U.S. Code 2304, the FAR, and DOD policy.

Command Staffing, Approval, Lead Time

3-25. Once the contract support requirements package is completed, the designated action officer reviews the package to ensure it is complete in accordance with all Service and local command guidance. The package should then be reviewed by the appropriate staff, approved by the commander or designated representative, and submitted to higher headquarters, if required, for staffing and approval in accordance with command policies. Some packages, depending on cost thresholds and nature of the service or supplies requested, may require submission to a Service or JFC requirements review board or other functional board for final approval and prioritization. Depending on local command policies and procedures, requirements package staffing and approval can take a considerable amount of time; thus, requirements package staffing and approval timelines must be considered when estimating the overall time it takes to plan and execute contracted support. See Chapter 2 for more details on procurement lead time.

Requirements Review Board

3-26. The role of a requirements review board is to approve and prioritize designated high-value or high-visibility requirements and determine the proper source of support for these requirements. Service component command-level Annex W and local command policies should dictate requirements needing requirements review board approval and the specifics of the process. Requiring activities should submit accurate requirements packages to the requirements review board and monitor the status through the process. When the package is approved, it is submitted to the designated contracting organization to be placed under contract. The supported unit or the requiring activity must champion and be prepared to defend their requirements through the process. More details on the requirement review board process can be found in JP 4-10, *Operational Contract Support*.

Key Point: Many common or low cost supply and service requirements will not be required to go through a formal requirements review board approval process.

Key Point: Getting a "contracting ready" requirements package done correctly, so it is approved the first time, is the best way to speed up the contract support process. Also, your requirements package is not "with contracting" until it is approved, funded and accepted by the contracting office!

Tracking Contract Support Requirements Packages

3-27. One of the most important functions of the unit's OCS or other designated staff officer is to monitor and track contract support requirements packages as they are processed through an informal local approval process or formal Service component level or joint force level requirements review board process. No matter the approval process, tracking these requirements is an essential task to ensure they are not needlessly delayed or forgotten.

Key Point. Ensure you aggressively track the progress of your requirements package through final command and funding approval. Requirements packages have been known to get delayed or lost in this process.

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Chapter 4

Contract Performance Oversight

Contract performance oversight includes significant requiring activity and supported unit tasks in support of the contract administration process, which is led by the supporting contracting activity. Requiring activities and designated supported units play a direct and critical role in this process primarily through appointed CORs and receiving officials.

Key Point: The primary goal of contract performance oversight is to ensure we get what we are paying for when it comes to contracted support. This goal cannot be met without significant requiring activity and supported unit involvement.

REQUIRING ACTIVITY AND SUPPORTED UNIT DUTIES

4-1. Requiring activities must be prepared to closely monitor contract performance and assist the contracting officer in the contract administration process through the nomination and aggressive tracking of qualified CORs (for service contracts) and receiving officials (for supply contracts). Additionally, in major contract actions such as a CAP task order, there may be numerous supported units and multiple services requiring COR oversight support. In these situations, the supported unit is not the actual requiring activity, but still has designated COR or receiving official duties as outlined in the tactical level Annex W or other higher level command directives or orders. Major requiring activity and supported unit tasks in support of the contract administration process include:

- Providing process trained CORs with requisite subject matter expertise to properly service contracts.
- Providing receiving officials for all supply contracts.
- Tracking individual contract support actions to include COR status.
- Participating in, or providing input to, award fee boards and contractor performance assessments.
- Create and maintain a fiduciary account of GFP, in coordination with the supporting contracting organization performing the property administration responsibilities.

4-2. As covered in the planning chapter, all service contracts require an appointed military or government civilian COR provided by either the requiring activity or supported unit. Likewise, each supply contract requires a designated receiving official. Additionally, large OCS support structures like the service CAPs may require COR, receiving official, and property administration support.

CONTRACTING OFFICER'S REPRESENTATIVE MANAGEMENT

4-3. It is imperative all requiring activities and designated supported units have an active COR management program, and to be truly effective, COR management should be a collaborative process between the supporting contracting activity and the requiring activity or supported unit. Whether the unit CORs performs the COR function as a full time task or as a collateral or additional duty task, all CORs must meet requisite process training requirements and have requisite expertise to review technical matters within the QASP. Additionally, commanders must ensure CORs are allowed sufficient time and access to the contractor area of performance in order to properly execute their quality surveillance tasks. Requiring activities must also actively track and monitor COR performance to include quality and timeliness of their reports and technical competence. Requiring activities and designated supported units must ensure they analyze, develop possible solutions, brief chain-of-command, and get COR problems addressed to higher level command as soon as they are identified.

Note: Additional information on the COR functions can be found the *Defense Contingency COR Handbook* at the Office of the Under Secretary of Defense for Acquisition, Technology and Logistics website.

RECEIVING OFFICIAL DESIGNATIONS

4-4. Requiring activities are generally required by Services' policy to provide a Service member or DOD civilian to act as a receiving official for the delivery of contracted supplies. The receiving official has the responsibility to inspect the item at the point of delivery and may, if necessary, reject the item if it does not meet the contract specifications, terms and conditions. If the item is rejected, the receiving official must immediately notify the contracting officer. After acceptance, the receiving official must certify receipt of supplies for payment purposes either in wide area work-flow (WAWF) or by completing a Service specific inspection and receiving statement (for example, DD Form 250, *Material Inspection and Receiving Report*) when WAWF is not used in addition to any required performance assessments. Requiring activities should ensure the receiving official has the skills to perform the duties as receiving official and is made available as needed to perform these duties.

TRACKING AND MONITORING CONTRACT SUPPORT

4-5. The use of contracted support and its complexity in current operations illustrates the need for detailed contract support monitoring and management by the requiring activity and supported unit. In addition to tracking requirements through the staffing and approval process, the Service functional area staff should track and monitor contracts through performance and delivery and close out. Currently, there is no official system of record for contract tracking, but at a minimum the following data should be tracked using standard computer spreadsheet software:

- Unit established tracking or requisition number.
- Date package submitted to commander or requirements review board.
- Date package approved by commander or requirements review board.
- Package processing time.
- Contract number.
- Contracting activity and contracting officer contact information (unit information, name/rank, location/time zone, phone number, email).
- Prime contractor name.
- Service or item description.
- Contract cost/price, budgeted and committed dollars.
- Period of performance (start and end dates) or date of delivery.
- Place(s) of performance or delivery.
- COR(s) or receiving official's name, unit, and rotation/redeployment date.
- Estimated date for review/renewal.
- Remarks.

ASSESSING CONTRACT SUPPORT

4-6. Assessing the effectiveness and efficiency (as well as cost) of contracted support is a collaborative effort between the requiring activity, supported unit, and the supporting contracting organization. COR and receiving official reports are key to this process. Commanders and their staffs must have processes in place to ensure all COR and receiving official reports not only get to the requisite contracting officer, but are provided to the appropriate unit staff as well. Mission critical contract actions should be assessed and briefed as required by the designated unit staff officer at the unit's daily battlefield updates or similar battle tracking processes. Identified contractor performance problems must be worked in a collaborative manner between the COR and the supporting contracting officer, with appropriate unit functional staff involvement for any major issues.

Key Point: Assessing and briefing mission critical contract support actions at unit battlefield updates is a requiring activity or supported unit staff, not a supporting contracting activity function.

Key Point: Ensure all issues related to contractor performance are worked through the appropriate contracting officer – do not address problems directly with the prime or sub-contractors' management!

INFORMAL UNIT ASSESSMENTS

4-7. Informal assessments involve collecting and reviewing COR reports, COR interviews, and collaborating with supporting contracting officer to judge overall effectiveness and efficiency of the service being provided. The OCS staff officer is the coordinator of this effort, but the functional staff subject matter expert is critical in providing proper technical assessments of this support. Remember, any major deficiencies identified must be worked through the supporting contracting activity.

FORMAL ASSESSMENTS

4-8. There are two types of contractor performance formal assessments requiring activities may support. These are briefly covered below; however, requiring activities should consult their ACO for specific details on how they may be involved in these processes.

Performance Evaluation Board (PEB)

4-9. While not required for fixed price contracts, PEBs can be used as a formal mechanism to provide performance feedback to the contractor. More specifically, PEBs are used to identify contractor performance strengths, areas for improvement, and areas that require more emphasis. Requiring activities, through their appointed CORs, are directly involved in this process. PEBs are conducted in accordance with Service procedures, but normally include the following general roles and responsibilities:

- Quality assurance representatives (QARs) prepare schedule and quality technical evaluations in accordance with documented audits and findings (traceable to PWS or SOW requirements) as well as brief the PEB as required.
- Unit CORs provide schedules and quality technical evaluation summaries based on documented audits and inspections to both the unit chain-of-command and through the QAR to the contracting officer. Additionally, CORs will brief the PEB as required.

Key Point: Unit CORs should submit PEB comments to both the on-site QAR and the unit chain of command.

- Military or government civilian property administrators provide evaluations of contractor property control systems (different for each Service).
- Contractors provide written self-assessments of accomplishments (read-ahead package) in accordance with contract requirements and present a summary of accomplishments at the PEB.

Award Fee Board

4-10. An award fee provides a pool of dollars that can be earned based upon the government's evaluation of the contractor's performance in various performance areas within established time periods. The intent of an award-fee arrangement is to incentivize a contractor to improve performance based upon the government's assessment of the contractor's performance measured against established metrics. Award fee boards are mostly associated with Service CAP task order performance and are based upon impartial monitoring of the contractor's performance against the evaluation criteria specified in the contract through the PEB process. The appointed award fee determining official makes final award fee determination taking into consideration the out-brief by the award fee board. The determination is then provided to the contacting officer for award to the contactor.

Key Point: The most effective award fee board input, whether positive or negative, is documented and provided frequently during the period of performance rather than only at the time of an award fee determination.

UNAUTHORIZED COMMITMENTS AND RATIFICATION

4-11. With the limited exception of special authorizations such as the Commanders' Emergency Response Program (CERP) and FOO covered in Appendix G, only warranted contracting officers have the authority to legally obligate the U.S. Government for the purchase of supplies, construction, or services with federal funds. UACs are agreements, implicit or implied, made by government personnel (commanders and staff, other military service members or government civilians for example) to purchase supplies, construction, or services with federal funds. These agreements aren't binding because the government representative who made them lacked the authority to enter into such agreements on behalf of the government.

UAC EXAMPLE SITUATIONS

4-12. A unit properly contracted for the purchase of air conditioners for tents in the life support area. When the vendor delivered the correct quantity and type of air conditioners, the unit supply officer directed the vendor to deliver the same quantity and type air conditioners to another unit on the base and told the vendor to put the bill on the same contract. A few days later, the vendor delivered the additional air conditioners as directed by the unit supply officer. A UAC occurred, even if the second unit's supply personnel did not accept these air conditioners, and the government will surely be billed for all delivery-related costs incurred by the contractor.

4-13. A commander was informed a mission essential service contract was expiring and there would be a break in service while the unit staff submitted a request for extension of the contract. The unit commander, in his haste to fix the problem, told the local contract company manager to continue to perform the service while his staff worked with the supporting contracting activity to renew the contract. When the commander and contract company manager agreed to extend the service beyond the current period of performance, a UAC occurred, and any costs incurred by the contractor-related to the service beyond the current period of performance will likely be billed to the government, regardless of whether the contract is extended or not.

4-14. A base camp engineer officer told a contractor to correct electrical problems on a particular facility that was not part of the contractor's current support services scope of work. When the contractor agreed to perform the repairs as directed by the base camp engineer, a UAC occurred, and any actions the contractor took related to the repairs following the agreement could be billed to the government as costs incurred.

AVOIDING UACS

4-15. In general, to avoid an UAC, all military and DOD civilian personnel, and especially CORs, must avoid any of the following actions:

- Making any commitment or promise relating to award of contracts or any representation that would be construed as such a commitment.
- Issuing instructions to the contractor to start, change, or stop work.
- Encouraging the contractor by words, actions, or inaction to undertake new work, or an extension of existing work, beyond the stated contract period.
- Accepting products or services not required by the contract.

4-16. UACs place the government in an undesirable position and can create bad will with the company that delivered the supplies or services, and with the local population, particularly when in a contingency environment. UACs are also illegal and put the person committing them at personal fiduciary risk.

RATIFICATION

4-17. UACs require a ratification process, and successful ratification is never guaranteed. Only the appropriate contracting authority may ratify an UAC when the following conditions are met:

- Supplies or services have been provided to and accepted by the government, or the government otherwise has obtained or will obtain a benefit resulting from performance of the UAC.
- The ratifying official has the authority to enter into a contractual commitment.
- The resulting contract would otherwise have been proper if made by an appropriate contracting officer.
- The contracting officer reviewing the UAC determines the price to be fair and reasonable.
- The contracting officer recommends payment and legal counsel concurs in the recommendation, unless agency procedures expressly do not require such concurrence.
- Funds are available and were available at the time the UAC was made.
- The ratification is in accordance with any other limitations prescribed under agency procedures.

4-18. If the UAC is not ratified, the government may not take responsibility for the act and the contractor may hold the individual who committed the act personally and financially liable.

4-19. Ratification procedures vary based on the command and situation, but normally a ratification package includes the following:

- A report on the circumstances surrounding the UAC.
- A statement from the command on corrective actions taken to prevent a recurrence of the event.
- A description of disciplinary action taken or an explanation of why no action was taken against the individual responsible for the UAC.

WARNING!

A commander, staff member, COR, or any other government official who is not a warranted contracting officer must not direct the contractor, whether implicit or implied, to take any action that would change the contract or obligate the government in any way. Individuals who commit UACs may be held financially liable for such legal infractions. However, fear of committing a UAC should never prevent you from stopping a contractor from performing an unsafe act that poses a threat to personnel or equipment. Make the correction to stop the unsafe act and immediately notify the COR or contracting officer.

CONTRACT CLOSEOUT ACTIONS

4-20. When the contractor has satisfactorily completed performance of the terms of the contract and final payment has been made, the contract file should be closed out as soon as possible. The following steps should be taken:

- Requiring activity or supported unit functional staff validates the requirement to ensure contracted service is no longer needed.
- The contractor submits final invoice in WAWF, or manually if these procedures are acceptable to Defense Finance and Accounting Service, and to the contracting officer in accordance with local policy.
- The COR completes the receiving report, manually (DD Form 250) or in WAWF, in order for Defense Finance and Accounting Service to pay the vendor.
- COR ensures all contractor equipment is removed upon expiration of contract and all GFP is returned.

- COR submits completed COR file to the contracting officer for proper file storage, unless the file is in real-time and resides on a shared drive accessible and controlled by the contracting organization.
- Any funds not expended are de-obligated from contract by the contracting officer.

Note: For Marine Corps personnel, contracting activity and unit level standing operating procedures promulgates USMC guidance regarding invoice and payment procedures for operational requirements.

Chapter 5

Contractor Management

In past conflicts, contractor management was often considered only after deployment and only then when serious contractor management issues came to light. Today, it is DOD policy to formally include OCS in the operational planning process, and one of these key planning considerations is the integration of contractor personnel and equipment into military operations. Key to successful execution of contractor management actions is tying them directly to the requirements development and contract performance oversight processes. This chapter provides detailed guidance on integrating contractor personnel and their equipment into military operations at the tactical level. Discussion includes details on contractor personnel legal status, discipline, pre-deployment preparation, deployment in-theater management, force protection and security.

WARNING!

The contractor management principles and techniques discussed in this chapter are generally only applicable to operations conducted outside the U.S. There are no formal contractor management policies for domestic operations.

RESPONSIBILITY

5-1. Like OCS as a whole, contractor management is a shared responsibility between the requiring activity and the supporting contracting organization. By its very nature, contractor management-related planning responsibilities cross all primary and special staff functional lanes (see Table 5-1). Additionally, the supporting contracting activity is also responsible to provide advice and assistance in contractor management planning and execution. Also of significant importance are the contracting activity's responsibilities to include contractor management aspects within the contract.

Table 5-1: Requiring activity staff contractor management responsibilities

Staff	*Major Responsibilities*
Personnel	CAAF personnel accountability reporting; morale welfare activities.
Intelligence	Threat assessment and screening.
Operations	Deployment; force protection and security; base assessment; armed private security rules of use of force.
Logistics	Government-furnished support requirements.
Plans	Integration of overall planning effort.
Surgeon	Medical support.
Staff Judge Advocate	Legal jurisdiction advice.

Table 5-1: Requiring activity staff contractor management responsibilities (continued)

Staff	*Major Responsibilities*
OCS Staff	Ensuring contractor management factors are captured in the requirements development process; convene contractor management working groups; plan and integrate contractor management matters into overall operation.
Legend: CAAF: contractors authorized to accompany the force OCS: operational contract support	

Key Point: Execution of contractor management tasks is inextricably linked to the contract administration process. More specifically, unit CORs need to look at contractor performance of tactical matters such as conformance to commander's force protection and security procedures in addition to contracted services performance.

CONTRACTOR MANAGEMENT PLANNING

5-2. Tactical level contractor management planning should be focused on integrating contractor personnel and associated equipment at the tactical unit area command and operating base levels in accordance with operation plans, OPORDs, and DOD/Service component policy. Most contractor management policies and procedures will be established at the JFC level and Service headquarters levels based on Office of the Secretary of Defense Instruction (DODI) 3020.41, *Operational Contract Support (OCS)*, and other documents, and related Service policy such as AR 715-9, *Operational Contract Support Planning and Management*, for the Army. OCS staff should have a copy of the higher level contractor management Appendices 2 and 3 to Annex W, while each primary and special staff should be familiar with guidance related to their staff functional area (for example, the personnel staff should have a copy and follow contractor personnel reporting policy and procedures). When contractor management planning areas of concern cover multiple staff lanes, the requiring activity OCS staff lead should consider establishing a contractor management working group to ensure these challenges are addressed and integrated across all appropriate primary and special staff lines.

LINKING CONTRACTOR MANAGEMENT REQUIREMENTS TO THE REQUIREMENTS DEVELOPMENT AND CONTRACT PERFORMANCE OVERSIGHT PROCESSES

5-3. The requiring activities incorporate contractor management considerations into the requirement development process to include such things as GFP, force protection, and security matters (especially important if the contract will be with a LN firm using LN labor). In turn, the supporting contracting activity, in coordination with the requiring activity, is responsible to incorporate contractor management policy and procedural requirements into the contract. Unit CORs are the link to the contracting officer (or ACO), QAR, and property administrator if appointed, for the oversight of contract performance to include contractor management policy and procedure compliance. For prearranged contracted support, the contracting officer will use standard deployment clauses of the FAR, DFARS, and Service specific supplement to ensure contractors are informed and prepared to execute their contract in a contingency or non-contingency expeditionary environment. While generic in nature, these clauses ensure contractors are informed of and required to comply with basic deployment preparation and operation specific management requirements. For contracts awarded for a specific operation, operation specific contract clauses should be included in the PWS or SOW and other terms and conditions of the contract. Also of significant importance, the QASP should be developed to include contractor management-related compliance measurement checks in areas such as personnel accountability, GFP management, force protection and security measures.

Key Point: DFARS Sub-Part 225.3 and associated procedures, guidance and information (PGI) 225.3 provide standardized contract terms and conditions clauses related to deployment preparation, government-furnished support, contractor personnel arming, anti-terrorism and security, and combating trafficking in persons (CTIP).

CONTRACTOR MANAGEMENT RISKS AND CHALLENGES

5-4. Although contracted support can provide cost effective surge capability, skill sets not organic or adequately available (such as translators), and second order effects such as local population employment and economic stimulation, integrating contractor personnel and their equipment into military operations can be a significant challenge and may also involve additional mission risk when compared to utilizing organic support capabilities. Challenges such as potential loss of flexibility, additional force protection and security-related requirements, and limited authority to keep contractor personnel on the job, when compared to military members, are often not well understood by operational commanders and their staffs. Table 5-2 identifies common contractor management risks and challenges.

Table 5-2: Contractor management risks and challenges

Risks	***Challenges***
Risk to mission accomplishment from contractor non-performance due to force protection and security issues.	General lack of knowledge on how to integrate contractor personnel into military operations.
Increased force protection requirements to protect contractor personnel.	Limited legal authority over contractor personnel.
Increased security risk to the force when utilizing TCN and especially LN contractors for on-base services.	Restrictions on arming contractors and use of private security firms to protect U.S. forces, facilities and supplies.
	Different procedures and automated systems used to establish and maintain contractor personnel accountability.
	Enforcing contractor management policies and procedures through multiple tiers of sub-contractors.
	Understanding the link between the contract process and contractor management.
Legend: U.S.: United Sates LN: local national TCN: third country national	

LOCAL NATIONAL EMPLOYEE FACTORS

5-5. Force protection, base security and operations security issues are paramount when the contracted service is being performed by LN employees and can be exacerbated when these LN employees work for LN firms. Deliberate and careful decisions must be made on what services will be provided by LN firms or LN employees along with locations where LN employees will be allowed to work.

CAAF FACTORS

5-6. Personnel accountability, government-furnished support, CTIP, operations security (especially for TCN employees) and other CAAF-related challenges need to be considered early on in the planning process. Additionally, the requiring activity must consider living and operating conditions for some CAAF functions. The reality is that in many operations, CAAF will be required to live and work under field conditions, often in a hostile environment, and sometimes in harsh weather conditions. Field conditions are quite different from normal civilian life and are characterized by austere and often physically demanding conditions.

Requiring activities must coordinate closely with the supporting contracting officers to ensure appropriate performance environment clauses are included in the contract for all CAAF who are expected to perform their duties in field conditions. Requiring activities are responsible to ensure this information is provided in their requirements package. If the requiring activity is at all unsure about these conditions, it should consult with the supported unit to identify the details of the operational environment. Specific field conditions (if applicable) that should be addressed in contract PWS or SOW include:

- Limited showers and laundry service.
- Field sanitation (no fixed or even portable latrines).
- Combat rations for extended period of time.
- Sleeping in a tent or even outdoors.
- Exposure to excessive heat, cold, and other weather extremes.
- Ability to hike a certain distance each day while carrying a certain weight in a back pack and wearing military protective equipment.
- Being subject to enemy action to include improvised explosive devices and direct fire.
- Personal protection weapon-related matters.

WARNING!

If CAAF are going to be required to live and perform under field conditions, the requiring activity must address the specifics of the expected operational environment in their requirements package. Do not assume all CAAF can easily adapt to field conditions – they are not service members and some may not have any military experience!

CONTRACTOR PERSONNEL CAAF STATUS

5-7. Contractor personnel in support of the U.S. military outside of the U.S. are considered CAAF or non-CAAF status depending on their nationality, place of performance, where they live, and the nature of the service being provided. In general, most LN employees will be considered non-CAAF while most TCN and U.S. citizen employees will be afforded CAAF status, but there may be exceptions to this informal rule of thumb. In any case, establishing CAAF or non-CAAF status is very important as it affects many things from personnel accountability to legal jurisdiction to government-furnished support arrangements.

5-8. Contracting officers, in direct coordination with the requiring activity, determine contingency and non-contingency expeditionary contractor employee CAAF or non-CAAF status up front in the contracting process. For many employees, determining their status is relatively simple; for others, it is not. For example, if the contractor employee is a U.S. citizen or TCN who will be working in the vicinity of U.S. forces (working on base), residing with the force (living in military barracks on a U.S. facility), and being supported by the force (eating in military run dining facilities), they must be afforded CAAF status in accordance with DOD policy and be issued an letter of authorization that outlines specific government support authorizations. In some cases, CAAF status may also be afforded to a LN contract worker who is performing services on a military installation and who is required by the contract to live on base for security reasons. The key to properly establishing CAAF or non-CAAF status is for contracting officers and requiring activities to be familiar with, and follow, DOD, Service, and local command contractor management policy guidance. Additionally, requiring activities should identify the recommended status of service contract employees in the requirements package (for example, if the requirement is for the contractor employee to deploy with or live with the supported unit, the requirements package should recommend that the employees be designated CAAF in the contract). When in doubt, this determination should be made in close coordination with the supporting judge advocate and in accordance with theater policies.

DEPLOYMENT AND REDEPLOYMENT PLANNING AND PREPARATION

5-9. The global nature of the systems and external support contractor base dictates contract companies may deploy their employees and associated equipment from anywhere in the world. Even U.S.-based contractors often have elements originating from locations outside the continental United States (CONUS). Many contractors, especially sub-contractors, will hire TCN CAAF employees and deploy them directly from their point of hire. Proper deployment of CAAF and equipment requires early planning, establishment of clear and concise theater entrance requirements, and the incorporation of standard deployment-related clauses in appropriate contracts.

SERVICE COMPONENT LEVEL THEATER ENTRANCE REQUIREMENTS INFORMATION

5-10. The supported geographic combatant commander (GCC), in coordination with their Service components, determines operational specific CAAF theater entrance requirements. Theater entrance requirements include, but are not limited to operational area specific administrative preparation, medical preparation, and general training and equipping guidance. Specific CAAF pre-deployment preparation requirements can be found in individual Service policies and procedures.

- Army guidance on CAAF deployment and redeployment processing can be found in the *Department of the Army Personnel Policy Guidance for Overseas Contingency Operations* publication, which can be accessed via the assistant chief of staff, personnel (Army) G-1 website.
- Other theater-specific contractor management information can be found at the Office of the Under Secretary of Defense for Acquisition, Technology and Logistics website.
- See local command policy for Marine Corps and Navy guidance on CAAF deployment and redeployment processing.

Key Point: Know how to access and be familiar with your Service's CAAF deployment preparation provisions.

SPECIFIC THEATER ENTRANCE REQUIREMENTS

5-11. The following is a synopsis of the key theater administrative and entrance requirements that can and will impact the Service component and subordinate commands. The Service component staff should work closely with subordinate staffs, special operations units, and other organizations as required to ensure they understand, promulgate, and enforce these theater entrance requirements.

Identification (ID) Cards

5-12. Selected CAAF employees will be issued a Common Access Card in order to gain access to military information system networks. These cards should include appropriate CAAF Geneva Convention code and the expiration date should correspond to the end date of the contract period of performance. Common Access Card issuance is a Service responsibility and should be accomplished prior to deployment, because in general, only replacement cards will be issued in the operational area.

Letters of Authorization

5-13. DOD policy requires Synchronized Predeployment and Operational Tracker (SPOT) generated LOAs issued by a warranted contracting officer for CAAF to process through a deployment center and to travel to, from, and within an operational area. LOAs contain specific dates to cover the deployment and are issued to the contactor personnel prior to their arrival in the operational area. Additionally, the LOAs identify any additional authorizations and government-furnished support CAAF are entitled to under the contract. The contracting officer and the appointed COR (representing the requiring activity) must validate LOA authorizations and availability of this support in the operational area prior to preparation of the final solicitation package. Any change in the contract dates or entitlements should result in an updated LOA being issued to the contractor. CAAF are required by policy to maintain a copy of their LOA and have it in their possession at all times.

Key Point: DOD policy requires SPOT generated LOAs for all deploying CAAF personnel.

Security Screening, Biometrics Identification Card and Base Access

5-14. Currently, there is no standard DOD methodology for screening, biometric identification and base access badge issuance for contractor personnel. Local command policy will dictate these measures and associated procedures.

Medical Preparation

5-15. CAAF medical preparation includes deployment health briefings, medical surveillance screening, medical evaluation, DNA specimen collection, determining prescription needs, and immunizations. Specific medical-related theater entrance requirements, such as HIV screening requirements, are established by the operational command's staff surgeon. This medical-related theater guidance normally covers specific immunization requirements. Restrictions are applicable to certain TCN or LN personnel for specific mission functions (for example, food service workers). Contract companies are responsible for all medical preparation with the exception of military-specific immunizations.

Protective Clothing and Equipment

5-16. Contract companies are responsible to ensure their employees are outfitted with appropriate occupational-specific protective clothing and equipment necessary to safely carry out their contract requirements. Military protective equipment may be issued to CAAF as GFP or by their company when required by theater entrance policy and so specified in the contract. Military protective clothing is issued per Service policies and established procedures.

Uniforms

5-17. Normally, contractor personnel will not be issued or wear regulation U.S. Service uniforms or other uniform items. However, the JFC or designated subordinate can authorize certain contractors to wear standard U.S. Service uniforms on an operational need basis. In these cases, the uniform should be clearly distinguishable through the use of distinctive patches, arm bands, nametags and headgear. Contractors authorized to wear distinctive military uniforms are required by policy to carry, on their person, written authorization for the wearing of military uniforms at all times.

Other Actions

5-18. There are various other, often simple, but still important contractor management actions that must take place before a CAAF is deployed to the operational area. These tasks include, but are not limited to issuance of identification tags; DNA samples; acquiring Defense Base Act coverage; acquiring a current passport and visa (if required); complying with company-specific new hire policies and procedures; getting Service specific online sponsorship in order to obtain access to government computer systems. It is important to note that some of these tasks are solely the responsibility of the contract company, while some are shared contractor and military tasks. Additional theater entrance preparation and certification task responsibilities are covered below.

Routine Training Requirements

5-19. The Service component command, subordinate commanders, and contracting authorities are responsible to ensure required common training and any operational-specific training is a contractual requirement prior to deployment of CAAF into the operational area. Required CAAF training and the validation process must be closely coordinated between the contracting officer, the prime contractor, and the requiring activity. Key contractor personnel training requirements normally include, but are not limited to:

- *Legal status familiarization.* This training is mandated by the DFARS to ensure all CAAF understand their legal status in accordance with international law. This DFARS clause requirement includes prevention of human trafficking awareness training as well as familiarization training on

U.S. laws, host nation laws, and status-of-forces agreements (SOFAs) to which contractor personnel may be subject.

- *Government-furnished support familiarization.* This training is intended to inform CAAF of what authorized government-furnished support (for example, mail and medical) is available to them while accompanying U.S. forces.
- *Law of War training.* Law of War training-related to the handling of detainees is required by DOD policy for all CAAF contractor personnel who may come into contact with detainees.
- *Survival, evasion, resistance, and escape (also called SERE) training.* Survival, evasion, resistance and escape training is required for CAAF per DODI 1300.23, *Isolated Personnel Training for DOD Civilian and Contractors*. Specific levels of survival, evasion, resistance, and escape training should be identified by the requiring activity in accordance with this policy and the contracted service being requested (for example, contractor personnel conducting search and rescue services may require a higher level of this training). This requirement then should be documented in the contract support requirements package.
- *Medical threat awareness training.* Medical awareness training-related to local health risks and medical-related policies and procedures is required for all CAAF employees. Requiring activities should refer to the supported Service staff surgeon to determine specific mission requirements and, as appropriate, include these requirements in the contract support requirements package.
- *Sexual harassment and sexual assault training.* DOD's Sexual Assault Prevention and Response Program applies to all U.S. citizen CAAF. U.S. citizen CAAF have the same rights and obligations related to this program as do Service members and DOD civilians.

Note: See Department of Defense Directive (DODD) 6495.01, *Sexual Assault Prevention and Response (SAPR) Program*, for detailed policy guidance.

Operational-Specific Requirements

5-20. Operational-specific training requirements include mission-specific force protection, security, and hazard awareness as directed by the GCC or Service component. Service component OCS planners and other applicable staff members (for example, operations and personnel staff) should be aware these requirements are posted at the Office of the Under Secretary of Defense for Acquisition, Technology and Logistics website.

CONTRACTOR PERSONNEL CERTIFICATION

5-21. In accordance with DODI 3020.41, *Operational Contract Support (OCS)*, CAAF must be certified as prepared for deployment via one of the following methodologies:

- Certified with their habitually supported unit.
- Certified as non-unit-related personnel through a CONUS replacement center (also called CRC).
- Certified through a Service approved deployment self-certification process.

5-22. In all cases, the contracting officer, working in conjunction with the requiring activity or supported unit COR, must ensure CAAF being deployed into an operational area are properly certified and fully integrated into the Service's deployment plan.

Key Point: Contractor pre-deployment verification has been a significant problem for TCN CAAF, especially sub-contractor employees. Close coordination between the contracting officer, the requiring activity and the prime contractor is imperative to ensure TCN CAAF are properly prepared to deploy, especially in the areas of medical screening and required training (for example, legal status familiarization, and medical threat awareness training.)

Process And Deploy with the Supported Unit

5-23. This is the preferred method of deployment for CAAF; normally systems support contractors, who have a habitual relationship with a specific unit. This group deployment process involves certification and

deployment of CAAF in a coordinated fashion between the supported unit, contracting officer, and the contractor. Once certified, these CAAF employees normally deploy with their habitually supported unit.

Process and Deploy Non-Unit-Related Personnel

5-24. CAAF who deploy as individuals or as part of a small group that does not have a habitual support arrangement with any particular unit are considered non-unit-related personnel. Each Service is responsible to ensure non-unit-related personnel CAAF are properly prepared and certified through a CONUS replacement center or similar Service directed process. Normally, certified non-unit-related personnel immediately deploy unless otherwise directed by the terms and conditions of their contract.

Self-Certification and Deployment

5-25. Per DOD policy (DODI 3020.41, *Operational Contract Support [OCS]*), self-certification and deployment applies to contract companies who have been authorized by the government to conduct their own certification or deployment process. Currently, only the Army has policy (AR 715-9, *Operational Contract Support Planning and Management*) authorizing a contract company to perform these functions and approval for such authority is usually restricted to major contract companies such as LOGCAP performance contractors. Per Army and DOD policy, self-certification of CAAF is required to meet or exceed the CONUS replacement center standards. In some cases, selected contractors may also be authorized to arrange their own strategic transportation as long as it is properly integrated into the Defense Transportation System and approved by the requiring activity and supporting contracting officer.

Pre-Deployment Task Responsibilities

5-26. Pre-deployment tasks are a shared responsibility between the contractor and the government. Some tasks are specified by policy to be a contractor responsibility (medical screening, for example) while other tasks are generally a military responsibility (allowing habitually supported CAAF to attend selected unit pre-deployment training such as cultural awareness and issuing ID cards). Table 5-3 provides a synopsis of current policy and operational experience related to this subject.

Table 5-3: Responsibilities for contractor pre-deployment preparation

Contractor Responsibilities	*Shared Responsibilities*	*Government Responsibilities*
Entering and updating SPOT data.	Certifying pre-deployment tasks are complete.	Verifying and approving letter of authorizations.
Medical screening and preparation (less military specific immunizations).	Common pre-deployment-related training.	Issuance of government ID card.
Dental screening.	Theater specific military-related training.	Issuance of government-furnished equipment items.
Issuance of workplace safety equipment.	Issuance of military protective equipment.	Military specific immunizations.
Ensuring employees have a current passport and visa (if required).	ID tag issuance.	Computer/IT system access permissions.

Table 5-3: Responsibilities for contractor pre-deployment preparation (continued)

Contractor Responsibilities	*Shared Responsibilities*	*Government Responsibilities*
Legal support (wills and power of attorney).		Entering CAAF personnel and equipment into the time phased force deployment data list or request for forces process.
Ensuring employees are signed up for Defense Base Act insurance.		
Legend: SPOT: Synchronized Predeployment Operational Tracker ID: identification IT: information technology		

General Redeployment Considerations

5-27. The contracting officer, the supported unit and the contract company share the responsibility for CAAF redeployment. Normally, CAAF are redeployed to the original unit deployment, CONUS replacement center or contractor operated deployment site where they were originally processed for deployment. Key redeployment actions include, but are not limited to updating SPOT, recovery of government issued badges and ID cards, recovery and disposition of all GFP, and withdrawal of security clearances (as applicable).

Medical Redeployment Requirements

5-28. CAAF are required by DOD policy to complete a post-deployment health assessment and obtain a post-deployment health debriefing. Any recommended medical referrals that come out of this process are the contractor's responsibility.

IN-THEATER CONTRACTOR MANAGEMENT

5-29. In-theater contractor management includes actions by operational commanders, requiring activities and supported units (via appointed CORs and Service functional staff), contracting officers and contract companies to ensure the proper integration of CAAF and their equipment into day-to-day deployed operations. In-theater contractor management also includes force protection, security support, and base access actions related to non-CAAF whose area of performance is on a military facility.

RECEPTION AND ONWARD MOVEMENT

5-30. Positive in-theater contractor management begins with the integration of CAAF into the in-theater reception and onward movement process. This process includes establishing initial in-theater accountability and ensuring that CAAF and their equipment are quickly and safely moved from the port of debarkation to their area of performance.

RECEPTION

5-31. All CAAF should be processed in and out of the operational area through a formal joint or Service reception center or designated reception center process. The reception center personnel will verify non-unit-related personnel CAAF are included in the SPOT database and have met all theater entrance requirements. Units with habitually supporting CAAF and contractors with self-deployment authorization are responsible to ensure associated CAAF meet all theater entrance requirements and are properly captured in SPOT. Contractor personnel who do not meet established theater entrance requirements may be sent back to their point of origin or placed in a holding area until these requirements are met.

ONWARD MOVEMENT

5-32. Once the reception center verifies the non-unit-related personnel CAAF are included in the SPOT database and all theater entrance requirements are met, the CAAF should be issued any required operational specific identification documents and badges and instructed on onward movement transportation procedures. Arrangement of intra-theater transportation of CAAF will include the appropriate force protection and security measures commensurate to force protection and security measures taken for DOD civilians.

PERSONNEL ACCOUNTABILITY

5-33. Establishing and maintaining contractor personnel accountability is extremely important. This process includes identifying, capturing, and recording the personal identification information and assigned location of individual contractor employees through the use of a designated database, currently SPOT. Without such information, it is impossible to properly integrate CAAF into military operations, especially when it comes to determining and resourcing government support requirements such as facilities, life support, force protection, and Army Health System support in hostile or austere operational environments. Contractor personnel accountability information can also be aggregated and used to provide commanders contractor personnel visibility. Contractor personnel visibility includes information on the location, movement, status, and identity of contractor personnel, which facilitates the capability to act upon that information to improve overall performance of contracted support to the mission.

Key Point: Contactor personnel accountability requirements normally apply only to CAAF personnel. Ensure you are aware of higher level command contractor personnel accountability guidance when it comes to CAAF and non-CAAF accountability procedures.

- The DOD designated SPOT as the DOD enterprise system to manage and maintain by-name accountability of CAAF and other designated contractor personnel in the operational area. SPOT is a web-based application allowing authorized users to view, input, and manage contractor personnel pre-deployment, accountability, and location data. SPOT access procedures and training information can be found online at the Synchronized Pre-deployment Operational Tracker Enterprise Suite.
- Executing contractor personnel accountability is shared responsibility between the contracting officer, the requiring activity or supported unit CORs, the operational command personnel staff, and the prime contractor. This process works only when all responsible parties perform their related duties as depicted in Table 5-4.

Table 5-4: Contractor personnel accountability responsibilities

Contracting Officer	*COR*	*Personnel Staff*	*Prime Contractor*
Ensure proper clauses are in the contract.	Perform contractor personnel accountability checks per the QASP.	Include CAAF personnel information in personnel accountability reports.	Enter and update SPOT data for all accountable prime contractor employees as stipulated in the contract.
Ensure contractor personnel accountability checks are included in the QASP.			Ensure all accountable sub-contractor employees are captured in SPOT and this data is updated as stipulated in the contract.

Legend:
CAAF: contractors authorized to accompany the force
QASP: quality assurance surveillance plan
SPOT: Synchronized Pre-deployment Operational Tracker

COMMAND AUTHORITY IN GENERAL

5-34. Commanders at all levels must understand they do not have the same command authority over contractor personnel as they do military members. Area and base commanders do have the authority, however, to direct CAAF and non-CAAF working on base in matters of force protection and security (for example, temporarily cease work during base attacks and route alterations) as long as these actions do not require contractor personnel to perform inherently governmental functions or to perform tasks outside the terms and conditions of their contract.

DISCIPLINE AND LEGAL JURISDICTION

5-35. Discipline of CAAF is a shared responsibility between the contract company and the government. Normally, minor CAAF discipline infractions will be handled through their contractor supervisors and managed by established government contracting management channels (for example, contracting officer, ACO, and COR) in accordance with the terms and conditions of their contract; however, serious CAAF discipline infractions should be addressed by military and Department of Justice channels. If Service commanders determine disciplinary actions may be necessary for CAAF, they should first coordinate their actions with their supporting judge advocate, local military police or criminal investigation agency, and the supporting contracting activity. This coordination is necessary because of the potential impact on contract performance, cost, and government liability. Actual legal jurisdiction and commander's legal authority over contractor personnel varies depending on contractor personnel nationality, CAAF or non-CAAF designations, operational-specific policies, and the type and severity of the alleged discipline infraction. Normally, LN contract employees are subject to local laws while U.S. citizens and TCN CAAF may or may not be subject to local laws depending on provisions, if any, documented in existing status of forces agreements (SOFAs) or other security agreements. All CAAF, however, are subject to various U.S. Federal laws as summarized below.

Key Point: It is imperative Service commanders at all levels are aware of the specific command guidance for handling contractor discipline issues. In all cases of alleged major misconduct or criminal activity of contractor personnel, consult your supporting judge advocate, supporting military police or criminal investigation activity, and government contract management team (for example, the supporting contracting office and the contracting officer's representative).

LOCAL NATION LAW

5-36. All non-CAAF are subject to local law. CAAF are also subject to local laws unless specifically exempted by SOFAs, other security agreements, and in cases where there is no functioning or recognized host nation.

STATUS-OF-FORCES AGREEMENTS (SOFA) AND SECURITY AGREEMENTS

5-37. SOFAs and security agreements are international agreements between two or more governments that address various privileges, immunities, and responsibilities, and enumerate the rights and responsibilities of individual members of a deployed force. These SOFAs and security agreements may or may not define CAAF legal status (the circumstances of host national criminal and civil jurisdiction, for example).

U.S. FEDERAL LAW

5-38. In the absence of any host nation jurisdiction or the exercise of it, U.S. federal law will apply to CAAF misconduct. The following sections provide a synopsis of current applicable statutes.

Uniform Code of Military Justice (UCMJ)

5-39. As expanded by the National Defense Authorization Act of 2007, the UCMJ includes jurisdiction over persons serving with or accompanying the Armed Forces of the United States in both times of declared war and during foreign contingencies designated as areas of combat operations. In accordance with DOD guidance (DODI 5525.11, *Criminal Jurisdiction Over Civilians Employed By or Accompanying the Armed*

Forces outside the United States, Certain Service Members, and Former Service Members), UCMJ jurisdiction over CAAF is only in effect when codified in a status of forces or other similar security agreement. Also, UCMJ authority over CAAF when in effect is normally restricted to the highest levels of command authority and only applies for civilian equivalent felony-level UCMJ infractions. Non-judicial punishment and military specific offenses (disrespect to a senior officer and desertion, for example) do not apply to CAAF. Always check with your Service component staff judge advocate if you have any questions on UCMJ authority over CAAF.

Military Extraterritorial Jurisdiction Act

5-40. The Military Extraterritorial Jurisdiction Act of 2000 permits Federal prosecution of civilians who, while employed by or accompanying the Armed Forces in foreign operations, commit certain major crimes. Generally, the crimes covered are any Federal-level criminal offense punishable by imprisonment for more than one year. Per DOD policy (DODI 5525.11, *Criminal Jurisdiction Over Civilians Employed By or Accompanying the Armed Forces outside the United States, Certain Service Members, and Former Service Members*) applies to any DOD contractor or subcontractor (at any tier), or their employees, provided they are not a national or a legal resident of the host nation performing duties outside the U.S. boundaries. It does not apply to non-DOD contractor employees unless their employment relates to supporting the mission of DOD. This law authorizes DOD law enforcement personnel to arrest suspected offenders in accordance with applicable international agreements and specifies procedures for the removal of accused individuals to the U.S. It also authorizes pretrial detention and the appointment of counsel for accused individuals. Like the War Crimes Act, actual prosecutions under the Military Extraterritorial Jurisdiction Act are the responsibility of federal civilian authorities.

War Crimes Act

5-41. Depending on the offense committed, U.S. national CAAF may be prosecuted for war crimes under the War Crimes Act of 1996. This act defines a war crime as any grave breach of the 1949 Geneva Conventions (such as willful killing or torture) or any violation of Common Article 3 of the Geneva Conventions. Penalties include fines, imprisonment, or the death penalty if death results to the victim. Prosecutions under the War Crimes Act are the responsibility of federal civilian authorities.

USA PATRIOT Act

5-42. In October 2001, the Uniting and Strengthening America by Providing Appropriate Tools Required to Intercept and Obstruct Terrorism (USA PATRIOT) Act of 2001 was passed by Congress and signed into law. The USA PATRIOT Act was enacted by Congress in response to the September 11, 2001 terrorist attacks. One of its provisions allows the U.S. to apprehend and prosecute U.S. citizens and foreign nationals who commit crimes on overseas U.S. bases and facilities. Similar to the War Crimes Act and Military Extraterritorial Jurisdiction Act, prosecutions under the USA PATRIOT Act are the responsibility of federal civilian authorities.

Federal Anti-Torture Statute

5-43. Contractor personnel can also be prosecuted under Title 18, Part 1, Chapter 113C, United States Code 2340A, *Federal Anti-Torture Statute*. A person found guilty under the act can be incarcerated for up to 20 years or receive the death penalty if the torture results in the victim's death. Similar to the other federal laws, actual prosecutions under this statute are the responsibility of federal civilian authorities.

Federal Espionage Act

5-44. Originally approved in 1917, this Title 18, United States Code Chapter 37 statue allows for U.S. Department of Justice prosecution of contractor personnel for infractions related to gathering, losing, or transmitting classified DOD information.

OTHER DISCIPLINARY OPTIONS

5-45. Military commanders have the authority to address minor contractor personnel disciplinary issues or misconduct through revocation or suspension of clearances, restriction from installations or facilities, or revocation of privileges. Defense acquisition policy allows contracting officers to direct the contract company, at its own expense, to remove and replace any contractor personnel who jeopardize or interfere with mission accomplishment or who fail to comply with or violate applicable requirements of the contract. The process of removing contractor employees is dependent upon the established local command policies and the extent to which those policies are incorporated in the terms and conditions of the contract. When confronted with disciplinary problems involving contractors and contractor employees, commanders should seek the assistance of their legal staff, the contracting officer responsible for the contract, and the appointed COR. This allows for a thorough review of the situation and a recommendation for a course of action based on the terms and conditions of the contract, applicable international agreements, and host nation or U.S. law.

FORCE PROTECTION AND SECURITY

5-46. Force protection and security of CAAF and their equipment is a shared responsibility between the contract company and the government. In a permissive environment, there may be no specific military command generated contractor force protection or security requirements. However, in hostile environments, contractor-related force protection and security requirements can be a challenge and may require significant mission-specific contractor personnel-related policies and procedures. In a general note, all contractor personnel (both CAAF and non-CAAF) whose area of performance is in the vicinity of U.S. forces shall be required by the terms and conditions of their contract to comply with applicable area or base commander force protection policies and procedures. In hostile environments, CAAF should receive security and force protection support commensurate with the level of security provided to DOD Civilians. Non-CAAF employees whose area of performance is on a military facility or in close contact with U.S. forces will receive security support incidental to their work location.

Location Restrictions

5-47. CAAF can be expected to perform virtually anywhere in the operational area, subject to the terms of their contract and the operational commander's threat assessment. Based on the commander's threat assessment, the JFC, Service component, and subordinate area commanders may place specific restrictions on locations and timing of contract support. However, care must be taken to coordinate these restrictions with the requiring unit, the civil and contract law judge advocate, and the supporting contracting officers to ensure these restrictions do not significantly interfere with the contractor's ability to meet contractual performance requirements.

Determining Specific Force Protection and Security Measures

5-48. The Service component headquarters (HQs) and subordinate area base commanders must plan for the protection of contractor personnel in the overall force protection and security plan in any operation where the contractor cannot obtain effective security services, such services are unavailable at a reasonable cost, or threat conditions necessitate security through military means in accordance with established joint doctrine and DOD policy. Military-provided force protection is the preferred option for operations where an on-going or anticipated Level II or Level III threat (as defined in JP 3-10, *Joint Security Operations in Theater*) exists. In these higher high-threat operations, it is normally in the best interest of the government to provide military force protection to CAAF. However, the operational commander, within specific parameters, can plan and coordinate the use of armed private security contracts to protect other contractor personnel. In all cases, operational-specific force protection and security conditions, procedures, and control measures should be identified by the requiring activity as part of the requirements package.

Establishing Force Protection and Security Requirements in the Contract

5-49. The contracting officer will normally include the level of government-furnished protection, as well as contractor employee requirement to follow area and base commander guidance relative to force protection and security measures, as a stipulation in the contract based on force protection and security requirements

identified in the requirements package and the SPOT LOA for CAAF. In some cases, government-furnished force protection contract terms may be included in non-CAAF-related contracts if the area of performance of the contract is on a military installation. Requiring activities must ensure the supported unit or other designated organization is prepared to meet the government obligations set forth in these contracts and contractor employees meet the force protection and security stipulations of their contract. Changes to this level of government force protection must be coordinated with the contracting officer as soon as possible, preferably prior to the actual implementation of these changes in a contract modification.

Base Access

5-50. The area commander and subordinate base commanders are responsible for the security of all Service run bases and related facilities within the operational area. However, the lack of a fully functional DOD-wide standard security badge issuance policy for contractor personnel requires the Service and subordinate commanders to develop local policies and procedures to vet and badge CAAF and non-CAAF employees who require routine access to military facilities. Not having these policies and procedures in place can severely reduce the effectiveness, timeliness, flexibility, and efficiency of contracted support. This can be an especially significant issue when changes to operations require a quick surge of contracted support from one base to another.

WARNING!

In recent operations, inconsistent and uncoordinated base access and security badge issuance procedures have, at times, significantly hampered the effective and efficient use of contract support.

Individual Movement Protection

5-51. Another key contractor management challenge is the protection of contractor personnel during individual or small group movements within the operational area. In general, CAAF should be provided protection during transit within the operational area commensurate to protection provided for DOD civilians. It is important for the Service and subordinate area and base commanders to properly balance force protection requirements with the need for contractor personnel to have ready access to their place of performance. Overly restrictive movement requirements can hinder the responsiveness of contracted support, especially for systems support contractors who are providing support on an area or general support basis. Too lenient movement restrictions may also have a negative effect on contracted support if contractor personnel become casualties due to the lack of, or improper enforcement of, movement-related force protection and security measures. In operations where there is more than a level I threat, CAAF should be required to be included into routine military movements, or special arrangements will have to made by the supported commander and the area commander responsible for local force protection matters.

Convoy Protection

5-52. The subordinate JFC, joint force land component, or designated land component commander should establish, publish, and implement operational specific contractor-related convoy force protection standards and procedures. Depending on the current or anticipated threat level, contractor operated vehicles may be required to move under the designated movement control authority and be integrated into military convoys (often referred to as a mixed "green" and "white" convoy). In some operations, contractor operated vehicles may be directed to transit the operational area in convoys made up exclusively of contractor personnel and vehicles (often referred to as an all "white" convoy), possibly protected by armed private security contractor personnel. In lower threat levels, some contract vehicle movement, especially LN contracted trucks, may be excluded from these convoy protection requirements. For more information on integrating contractor personnel into convoy operations see the Air, Land, Sea Application Center's Multi-Service Publication ATP 4-01.45, *Multi-Service Tactics, Techniques and Procedures for Tactical Convoy Operations.*

WARNING!

Restrictions in contractor movement may have a negative effect on the contractor's ability to meet their contractual performance requirements. Commanders responsible for force protection, security, and movement control policies and procedures must consult with the appropriate requiring activity and contracting officer if there are indications local movement or security restrictions could impact the contractor's ability to perform the mission, or if such measures might create additional cost for the government.

Issuance of Personal Defense Weapons

5-53. In general, individual contractor personnel should not be armed. However, consistent with applicable U.S., host nation (HN), international law, relevant SOFAs or other international security agreements, and DOD policy, the JFC or Service commander may authorize CAAF to carry a government-issued or approved individual weapon for personal protection. Variables such as the nature of the operation, the type of conflict, any applicable status agreement related to the presence of U.S. forces, and the nature of the activity being protected require case-by-case determinations. In accordance with DOD policy, the GCC can delegate this authority down to a designated general officer within the deployed joint force. See DODI 3020.41, *Operational Contract Support (OCS)*, and AR 715-9, *Operational Contract Support Planning and Management*, (for Army personnel) for more information on arming individual CAAF personnel for self-protection.

Use of Private Security Services

5-54. If consistent with applicable U.S., HN, international law, relevant SOFAs and security agreements, and JFC policy, a defense contractor may be authorized to provide armed private security contractor services for the protection of deployed U.S. forces, facilities, and supplies as long as these services are restricted to purely security-related (vice offensive) functions generally only permissible overseas (See DFARS 237.102-70). The Service commander should, however, use caution when contemplating the use of private security contractor services to protect U.S. forces and facilities in any operation where there is a current or expected Level II or III threat. In general, threat levels above Level I require significant force protection measures (for example, crew served weapons, combined arms response, and indirect fire) that may be legally considered an inherently governmental (military) function.

5-55. Whether a particular use of contract security to protect military assets is permissible is dependent on the facts and requires detailed legal analysis and coordination by the Service commander and staff judge advocate. Variables such as the level and nature of the threat, the type of conflict, applicable host nation laws, and the nature of the activity being protected require case-by-case determinations. The use of force by contingency contractor personnel is often strictly limited by laws and not protected by SOFA provisions. Contractor personnel providing security services who exceed the limits imposed by applicable law may be subject to prosecution. Additionally, there can be significant civil-military-related risks when utilizing private security services in military operations. For example, the local populace may not distinguish between a private security guard and a U.S. military member when it comes to use of force or improper actions. Incidents involving private security guards can have potentially negative impacts on the operation, especially since the Service commander has significantly less direct control over contractors when compared to U.S. military members.

5-56. When DOD directed armed private security services are utilized in contingency operations to protect Service or host nation facilities, supplies, construction, or forces, the contracting officer is responsible to ensure the contract contains contract language and clauses informing the contractor of any known or potentially hazardous situations. This includes general stipulations limiting support to non-offensive operations and government responsibilities to provide back-up security support. The Service commander, in

coordination with the JFC, must ensure operational-specific private security services coordination procedures and control measures, to include appropriate rules for the use of force, are developed, promulgated, and enforced within the operational area. Additionally, requiring activities must ensure specific conditions, procedures, and control measures are addressed in the requirements package. DODI 1100.22, *Policy and Procedures for Determining Workforce Mix*, and DODI 3020.50, *Private Security Contractors (PSCs) Operating in Contingency Operations, Humanitarian or Peace Operations, or Other Military Operations or Exercises*, provide detailed regulatory guidance on the use private security services in contingency operations.

WARNING!

Service component commanders, their operations staff, and judge advocate staff should closely review JFC policies and regulatory guidance when contemplating requesting armed private security contractor services to protect military forces, facilities, and supplies in contingency operations.

Other Government-Provided Support

5-57. In accordance with Service policy, contractors are required to provide their own logistical support in contingency operations except when this methodology is not practical or is cost-prohibitive. Since most military operations are conducted in austere or non-permissive environments, CAAF support will often be provided through military means or via a contract directed by the government. In all cases, the contracting officer, based on requiring activity input, will detail the government support to be provided in the terms and conditions of the solicitation, and subsequently the contract, after determining availability of such support from the designated authorities or requiring activity. Furthermore, as previously stated, all CAAF government support authorizations are required to be documented in a SPOT-generated LOA.

Base Operating Support and Facilities

5-58. In permissive and non-austere operations, contractors should arrange for their own lodging, subsistence, and facilities support; however, in hostile and austere environments this may not be practical or desirable. The circumstances under which the Service provides this support would be those in which the contractor has no commercial infrastructure from which to draw or when the cost for a contractor to furnish the support is not economical. In situations when contractor-arranged base operating support would impede the government's efforts to provide force protection, generate competition with the military, or adversely influence prices, the government must consider providing the support using organic support capabilities or arrange this support via contract means. The Service commander, pursuant to approved DOD, Service and JFC policies and directives, retains the authority to determine where CAAF reside and what government support will be provided. If the location is changed after a contract is awarded, this must be communicated to the contracting officer to modify the contract to direct changes to the contractor performance as soon as possible because of potential cost ramifications. CAAF must generally be provided the same standard of support provided to DOD civilians of similar responsibility level.

5-59. In some operations, or phases of operations, selected CAAF may be required to temporarily live in field conditions. In these situations, the requiring activity or the directed supported unit is responsible to ensure adequate tentage, field feeding support, and similar support is available for these personnel.

5-60. Subsistence may be provided to contractors when local dining sources are either unavailable or deemed unsuitable for health, force protection, or security-related reasons. For those CAAF living in field conditions, the food provided might be pre-packaged rations with very little opportunity for choice; consequently, special diets may not be accommodated. In some sustained operations, it may be desirable to have a separate, contractor-operated dining facility provide ethnic-based subsistence that may be both less expensive and more appealing to TCN employees. Most military pre-packaged rations are not intended as steady diet for

long periods of time, so decisions on concept of food operations should consider the long term contractor workforce and not be solely based on the rotation schedule of the military force.

5-61. Although it is natural to expect reimbursement from contractors for the cost of lodging and subsistence, the cost for such support would normally be included in the overall cost of the contract. Therefore, when possible, subsistence support should be done on a non-reimbursable basis, eliminating the unnecessary administrative burden of reimbursement. However, Service component and subordinate command planners must include the cost of supporting contractors in the overall cost of the operation so adequate funding is provided. Remember, in cost type contracts, any reimbursed costs will be reimbursed in turn, with fee and overhead added.

Key Point: In joint operations, the GCC may designate a lead Service as the base operating support integrator for a selected country, particular joint operations area, or major base (or bases) within the joint operations area. As the base operating support integrator, the designated Service would be responsible to provide common base support functions as specified in the combatant commander's directive. This support would be for all military and designated civilians residing, or temporality passing through, the designated country, base, or area. Additionally, this support may be provided via organic or contracted support, or a combination of both, as directed by the lead Service.

Government-Furnished Property, Materiel, Facilities, and Services

5-62. As stated in Chapter 1, GFP includes not only government-furnished property, but also equipment, materiel and facilities, all of which should be clearly identified in the terms and conditions of the contract. GFP may be provided to the contractor to achieve certain advantages such as reducing costs, reducing duplication of supply chains, reducing transportation burdens, and limiting the overall logistical footprint within an area of operations. Virtually all classes of supply can be furnished, and while not all are property book items, contractor accountability and oversight of that property is still required. Common government-furnished equipment items may include test equipment, Service member protective items (helmet and ballistic vests), or even military specification Class VII items. Government-furnished materiel can include such things as fuel support and Class IX for government-furnished equipment. Government-furnished facilities may include access to military controlled buildings and parking areas.

5-63. In some contract support arrangements (LOGCAP, for example) a contract company may be provided a DOD activity address code (DODAAC) to permit ordering various classes of supply to support sustainment operations in theater. This can be beneficial in that ordered materiel is generally not subject to fee or overhead costs, it can simplify supply chain management, and it supports interoperability; however, government oversight is critical to prevent abuse.

WARNING!

Area and base commanders, along with their subordinate support units, must be cognizant of GFP matters in supporting contracts. Without such awareness, contractors may obtain government-furnished equipment, materiel and facilities they are not authorized to receive. When in doubt, contact the supporting contracting activity to determine the specific GFP-related terms and conditions of the contract in question.

Personnel Recovery

5-64. The DOD personnel recovery program is the aggregation of military, civil, and political efforts to recover captured, detained, evading, isolated, or missing personnel from uncertain or hostile environments

and denied areas. Personnel recovery may occur through military action, action by non-governmental organizations, other U.S. Government approved action and diplomatic initiatives, or through any combination of these options. In accordance with DOD and Service policy, CAAF must be included in the personnel recovery program. Operational-specific CAAF personnel recovery requirements should be identified as early as possible to ensure the specific personnel recovery training and administrative requirements are addressed in the contract.

Medical and Dental Support

5-65. During contingency operations in austere or non-permissive environments, CAAF will most likely be unable to access adequate medical and dental support from local sources. Therefore, DODI 3020.41, *Operational Contract Support (OCS)*, states that all CAAF will normally be afforded emergency medical and dental care if injured while supporting contingency operations. Additionally, non-CAAF employees who are injured while in the vicinity of U.S. forces will also normally receive emergency medical and dental care. Generally, the DOD will only provide resuscitative care, stabilization, hospitalization at Role 3 medical treatment facilities, and assistance with patient movement in emergencies where loss of life, limb, or eyesight could occur. DODI 3020.41 also states that contractors are generally responsible for providing their own logistical support. Any required ongoing health care or medications must be available or accessible to the contractor, independent of the Military Health System. However, in austere, uncertain, and/or hostile environments, CAAF may receive government-furnished support commensurate with the operational situation in accordance with the terms and conditions of their contract to ensure continuation of essential contractor services. Methods for government reimbursement by contractors for medical care provided should be addressed in JFC Annex W, Appendix 2 Contractor Management Plan or Annex Q, Medical Services. See DODI 3020.41, *Operational Contract Support (OCS)*, for additional information.

Postal

5-66. The nationality of the contractor employee usually determines postal support. U.S. citizen CAAF may be authorized use of the Military Postal Service if there is no U.S. postal service available and if Military Postal Service use is not precluded by the terms of any international or host-nation agreement. CAAF employees normally are provided postal support through the existing host-nation system or through arrangements made by the contractor. In some operations, TCN personnel may be authorized limited access to Military Postal Service for the purpose of mailing paychecks to their home country. TCN personnel may also rely on mail to resupply critical medications (a connection to medical support above), and host nation mail may be unreliable or even constitute an exploitable force protection gap.

Mortuary Affairs

5-67. The joint mortuary affairs program is a broadly based military program providing the necessary care and disposition of deceased personnel, including personal effects, across the range of military operations. This program includes the search, recovery, tentative identification, care, and evacuation or temporary interment, disinterment, and re-interment of deceased personnel, to include all CAAF, within the operational area. Non-CAAF personnel who die in the vicinity of U.S. forces may also be covered by this program as determined by local command policy. The specific nature and extent of mortuary affairs support is determined during the planning process. It is communicated to military forces and contractors through governing plans and orders, local command policy guidance, and contractual documents.

Post or Base Exchange Privileges

5-68. When deployed, CAAF are generally eligible to use Army and Air Force Exchange Service, Navy Exchange, or Marine Corps Exchange facilities for health and comfort items in operations where CAAF do not have access to local commercial sources for these items. This privilege is dependent upon the overall operational situation, SOFAs, and individual terms and conditions in the contract. Post or base exchange privilege must be annotated on the LOA.

Morale, Welfare, and Recreation (MWR)

5-69. The availability of MWR programs in the operational area vary with the deployment location. MWR activities available may include self-directed recreation (for example, issuance of sports equipment), entertainment in coordination with the United Service Organization and the Armed Forces Professional Entertainment Office, military clubs, unit lounges, and some types of rest centers. CAAF may be authorized to utilize MWR support on a space-available basis when contractor MWR sources are not available or practical.

ENSURING FAIR LABOR PROCESSES

5-70. The uncontrolled use of labor brokers in order to avoid CAAF deployment and quality of life standards has been identified as a recurring problem in recent operations. Serious cases of these practices in the past have reached the level of CTIP policy violations. The following list contains examples of prohibited CAAF-related labor practices seen in recent operations:

- Paying excessive labor broker fees.
- Confiscating passports or other travel documents.
- Providing housing that does not meet local command standards.
- Transportation without adequate force protection.
- Denying reasonable access to transportation out of the operational area when requested.

5-71. Any one of the actions listed above, and much more serious infractions such as sex trafficking, can be a violation of international law, U.S. law, Presidential directives, DOD policies, and military alliance policies and must not be tolerated by joint and Service component commanders.

RECENT TRAFFICKING IN PERSONS INCIDENTS

5-72. Trafficking in persons is a serious and global problem in which traffickers use force, fraud, or coercion to compel a person to provide labor, services, or commercial sex. Sadly, some members of the U.S. Armed Forces, DOD civilians, and DOD-associated contractors and subcontractors have knowingly and unknowingly participated in activities that directly or indirectly contributed to trafficking in persons. Some examples from recent military operations include:

- DOD contractor employees purchased young women, transported trafficked women, and committed violence against women in Bosnia and Herzegovina in the late 1990s. An investigation by a military criminal investigator determined that several employees purchased women and girls, including a 12-year-old child, from local brothels and had them live in their residence for sexual and domestic (house cleaning) purposes.
- Labor brokers used by DOD contractors hired Nepalese workers for work in Amman and Jordan. The men were coerced into paying exorbitant fees to qualify for the jobs. In addition, their passports were withheld. When they arrived in Jordan, they were taken to the Iraqi war zone to work on a U.S. military installation. In 2004, as part of an unprotected caravan, 12 of 13 Nepali men were captured by insurgents and executed.
- In 2012, a TCN working on an installation in Afghanistan reported that he and others were being beaten by their employer, a DOD sub-contractor. During interviews, other TCN employees confirmed threats of serious harm and physical restraint used against them by the sub-contractor. Investigators also discovered unacceptable living conditions such as unsanitary water, cockroaches, large holes in roofs, and found four individuals locked in rooms.

WARNING!

Commanders and leaders at all levels must be on the lookout for CAAF-related unfair labor practices and possible CTIP violations.

5-73. Additional information on CTIP can be found in Appendix H.

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Appendix A

Army Organizations and Capabilities

The modular Army structure is based on deploying brigade combat teams, with related mission command and support capabilities, anywhere in the world to conduct expeditionary combat and stability operations. The level of operational agility of a deploying brigade combat team and related mission command requires significant organic support capabilities coupled with a commercial augmentation capability based on mission-specific requirements. To enhance effective execution and oversight of this "commercial augmentation", the Army has implemented many OCS-related initiatives over the past few years to include a new 3C OCS planning and management additional skill identifier (ASI) and skill identifier (SI) along with consolidation of most of all theater support contracting capabilities under United States Army Materiel Command (USAMC). In addition to its' theater support contracting mission, USAMC is also the Army's LOGCAP lead agent for mission execution in coordination with the assistant chief of staff, logistics (Army) G-4 who approves the use of LOGCAP. A general overview of the Army's OCS and related theater support contracting organization OCS functions and capabilities follow.

OPERATIONAL CONTRACT SUPPORT PLANNING AND MANAGEMENT STAFF

A-1. Army OCS planning and management staff may exist and the tactical, operational, and strategic level as described below.

TACTICAL LEVEL

A-2. As described in this publication, tactical level Army OCS planning and integration is focused on tactical planning, requirements development, and supporting contact execution. As such, the Army has codified various doctrine, organizational, and training solutions to prepare Army tactical level staffs to perform this function. Of note, the Army has developed a new 3C OCS ASI for non-commissioned officers and SI for officers awarded through successful completion of the new OCS Course offered by the Army Logistics University.

Key Point: The Army is currently documenting 3C OCS ASI and SI in various Army units from sustainment battalion up to and including the theater army. While most of these 3C ASI and SI positions are in logistic military occupational specialty staffs, these positions are found in both combat and support units across the Army's operating force. Additionally, while most of these 3C staff positions execute their OCS functions as an additional duty, higher level Army sustainment units (sustainment brigades, expeditionary sustainment commands and theater sustainment commands) all have stand-alone OCS branches in their support operations sections.

OPERATIONAL AND THEATER STRATEGIC LEVELS

A-3. Theater army, field army, theater sustainment commands, expeditionary sustainment commands and, when operating as a joint task force, corps and division HQs are all critically important units when it comes to higher level OCS planning and execution. While other higher level Army units such as the USAMC units discussed below provide mission essential OCS functions, these higher level Army units are responsible to lead the overall Army, and in some cases subordinate joint force command, OCS effort as described below.

Theater and Field Armies

A-4. Per guidance provided by the geographic combatant command (sub-unified command in the case of the field army), the theater and field army HQs lead the Army OCS planning and integration effort. Per joint policy and doctrine, these units are responsible to develop the Army component Annex W in accordance with combatant command Annex W and other command guidance. Also per joint doctrine, these higher level Army units participate in, and as required, set up their own OCS boards, cells and working groups. At a minimum, the theater armies and the field army should form a standing OCS cell in their G-4 staff made up of a minimum of a logistic plans or operations field grade officer along with direct support advice and assistance from the aligned contracting support brigade (CSB) and the Army field support brigade (AFSB) LOGCAP forward operator. Part time OCS cell members should likewise be identified in all primary staff sections as well as staff judge advocate office. These same primary and special staff members should also be prepared to support requirements review boards and various OCS working groups as required.

Key Point: At the time of the publication of this manual, the Army was in the process of codifying an operational and theater strategic OCS skill identifier tied to the new, but still unofficial, Joint OCS Planning and Execution Course (commonly referred to as JOPEC). Until this skill identifier and joint course are formalized, Army units operating at this level are highly encouraged to send as many staff officers as possible (and not just logisticians) to this new joint OCS course.

A-5. See DODD 3020.49, *Orchestrating, Synchronizing, and Integrating Program Management of Contingency Acquisition Planning and Its Operational Execution*; DODI 3020.41, *Operational Contract Support (OCS)*; and JP 4-10, *Operational Contract Support*, for more details on joint OCS planning and execution.

Operational Level Sustainment Units

A-6. Army theater sustainment commands and expeditionary sustainment commands play a key role in planning and execution of OCS actions at the operational level. As the senior requiring activity for any and all sustainment-related OCS, these units provide sustainment expertise to the OCS planning activities, give guidance on requirements consolidation and when appropriate, develop actual contract support requirements for what are commonly called theater-wide support requirements. See FM 4-95, *Logistics Operations*, and ATP 4-94, *Theater Sustainment Command*, for further information on the theater sustainment command and expeditionary sustainment command's OCS functions.

Corps or Divisions Headquarters

A-7. Per Army doctrine as well as operational experience, Army corps and division HQs may find themselves with significant OCS challenges, especially while serving as the building block to a joint task force HQs or as an Army force HQs. In either situation, the corps and division commander and staff may find themselves in operations with significant OCS equities, but without sufficient OCS training and experience. While these two Army maneuver HQs do have some 3C ASI and SI staff members, this limited staffing and associated tactical-level training is sometimes insufficient to meet operational needs. This challenge is especially critical when the corps or division is operating as a joint task force and is required by combatant command directives to establish an OCS integration cell and to set up and run other associated OCS boards and working groups. Even when not operating as a joint task force, corps and divisions may need to establish OCS cells when they are the Army force HQs, or when serving as an area command in major, long-term phase IV operations which tend to have major associated OCS requirements.

Key Note: When designated as the building block for a joint task force, the Army may request temporary OCS cell augmentation from a mobile support team from the Defense Logistic Agency's Joint Contingency Acquisition Support Office. Per joint doctrine and policy, this Defense Logistic Agency staff augmentation support is designed to assist in the establishment of an OCS integration cell early in an operation and then be replaced by assigned staff members or designed joint manning document personnel. See JP 4-10, *Operational Contract Support*, for additional details on the Joint Contingency Acquisition Support Office.

Division-level OCS Cells: Recent Examples

A-8. In recent operations in both U.S. Central Command and U.S. Africa Command areas of responsibilities, Army division commanders found it necessary to stand-up full time OCS cells to meet the high level of OCS requirements related to their very different mission sets.

A-9. In Operation Iraqi Freedom circa 2010, 1st Infantry Division stood up an OCS cell in their G-4 made up of four full-time personnel. This tactical-level cell focused on various OCS matters like tracking contract support request packages and current contracts, contracting officer's representative management, and assisting the commander in addressing contractor management challenges.

A-10. In more recent operations, 101st Air Assault Division while serving as a joint task force headquarters in Operation United Assistance in Liberia circa 2014, stood up an OCS integration cell per current joint doctrine. At the direction of the division chief of staff, this cell formed in the operations directorate of a joint staff (J-3) in order to properly integrate OCS matters into overall task force operations. In both of these situations, manning and training of these cells proved to be a significant challenge, but in the end these cells served an important task in these very different scope and scale stability operations.

WARNING!

Army corps and division OCS staff may need "just in time delivery" of joint or Army OCS staff training or OCS staff augmentation, especially in a major, long-term stability operations. The theater army OCS staff should work with these organizations to determine their specific requirements along with possible sourcing solutions as early as possible in the planning process.

U.S. ARMY MATERIEL COMMAND UNITS

A-11. To support effective execution and oversight of contracted commercial support, the Army directed the consolidation of most theater support contracting capabilities under USAMC. In addition to its theater support contracting mission, USAMC is also the Army's LOGCAP lead agent. A general overview of the USAMC units and functions, along with other OCS organizational-related initiatives, is provided below.

U.S. ARMY CONTRACTING COMMAND

A-12. U.S. Army Contracting Command (ACC) is a major subordinate command within the USAMC. The ACC provides theater support contracting direct support from its Expeditionary Contract Command's (ECC) contracting support brigades (CSBs) and subordinate units to deployed Army forces, and provides inter and intra Army Service component command reach back contracting support from its CONUS based contracting centers. ACC also provides systems contracting support to Army program executive officers and program managers and contracting center support to the LOGCAP Executive Director as its lead agent. ACC provides contracting services to ARFORGEN/installation operations through its two subordinate commands and centers: the ECC and the Mission and Installation Contracting Command (MICC).

EXPEDITIONARY CONTRACTING COMMAND

A-13. The ECC trains, equips, deploys, and commands active component Army contracting modular commands, units and teams, and reserve contracting elements when activated and attached to the supporting CSB. It provides trained and ready forces for theater support contracting in support of deployed Army forces and provides garrison contracting for all outside CONUS Army installations and associated forward stationed units. It accomplishes or supports theater contracting support missions through its subordinate CSBs, contracting battalions (CBNs) and contracting teams (CTs).

CONTRACTING SUPPORT BRIGADE

A-14. CSBs are modified table of organization and equipment (also called MTO&E) units that serve as the Army's primary theater support contracting HQs. The CSB commander and designated staff members also serve as the primary contracting support advisors to their aligned, supported HQs.

A-15. CSBs, through contracting authority delegated by the ECC, execute theater support contracting actions in support of Army forces in all CCDR directed operations and coordinate other common contracting actions as directed by the ECC and the supported Army force commander. CSB's are aligned with specific regionally focused theater armies, the field army, and Army corps HQs as designated. When deployed, the CSB normally has a direct support (DS) relationship with the Army force commander in the operational area and executes its contracting mission under the contracting authority and technical direction of the ECC. CSBs may also provide, when directed, contracting support to joint and multi-national partners.

A-16. CSBs execute command and contracting authority over a number of CBNs and CTs as determined during the mission planning process.

Contracting Battalions

A-17. Like the CSB, the primary mission of the CBN is planning, command, and contracting authority. The CBN HQ personnel do not normally write, award, or directly administer contracts. Their subordinate CTs are responsible for the mission of writing, awarding, and administering contracts. CBNs are normally placed under the direct command of the deploying CSB or, in small scale operations, may deploy separately from the CSB HQ as a regional contracting center (RCC) with CTs co-located to perform high-dollar/complex contracts/intra-theater reach-back and other CTs performing as regional contracting offices (RCO) at other base camps / HQs.

Contracting Teams

A-18. CTs represent the basic Army contracting "unit of maneuver". CTs normally deploy under the command of a CBN and provide theater support contracting, on a direct or general support basis, as directed. In long-term operations, CTs may be combined with other CTs and a CBN to form a regional contracting center or to operate as a subordinate regional contracting office.

A-19. For more information regarding the ECC and its subordinate units, see ATP 4-92, *Contracting Support to Unified Land Operations*.

ARMY SUSTAINMENT COMMAND (ASC)

A-20. ASC is a major subordinate command of USAMC. ASC is USAMCs' field coordinator for national-level sustainment support and is responsible to administer LOGCAP.

ARMY FIELD SUPPORT BRIGADE (AFSB)

A-21. AFSBs are subordinate ASC commands designed to provide general USAMC support, synchronization, and coordination of national-level support, to include LOGCAP, to deployed Army forces. AFSBs are regionally aligned to a designated area of responsibility or other designated support area and serve as the ASC's bridge between the generating force and the operating force. The AFSB's OCS focus is on LOGCAP and the synchronization and coordination of sustainment maintenance support, often executed via contracted means. The AFSBs also play an assist role in coordination of Army systems contract efforts in a deployed operations.

A-22. For more information regarding the AFSB, see ATP 4-91, *Army Field Support Brigade*.

LOGCAP Support

A-23. The LOGCAP Program Management Office provides support to deployed Army forces through two primary mechanisms: LOGCAP forward operators and team LOGCAP forward (TLF).

LOGCAP Forward Operators

A-24. LOGCAP forward operators are Army civilians or LOGCAP support contractor personnel responsible to assist the supported theater and field Army to plan for LOGCAP support in any CCDR directed operation and to integrate LOGCAP into operational level joint and Army component level training. The LOGCAP forward operator is the link between the LOGCAP Program Office plan and the Army component HQs. These LOGCAP forward operators coordinate all actions with the aligned AFSB and CSB.

Team LOGCAP Forward

A-25. TLF is an ad hoc deployable USAMC element responsible to provide centralized in-theater LOGCAP management structure and to ensure effective and efficient execution of LOGCAP requirements within the operational area. TLF is organized, deployed, and managed under the auspices and direction of the USAMC's LOGCAP Executive Director, under the command of the supporting AFSB and in coordination with the supporting CSB responsible to lead the contingency contracting administration effort. TLFs are usually formed and deployed in support of any major exercise or contingency where LOGCAP support is planned or being executed. The specific size and composition of a deployed TLF is determined by *mission, enemy, terrain and weather, troops and support available, time available, and civil considerations (also called METT-TC)* factors, but they normally include a Deputy Program Director who takes technical direction from the LOGCAP Executive Director and logistics support officers (LSOs) from the U.S. Army Reserve LOGCAP Support Brigade. When activated, these LSOs provide LOGCAP mission specific training, planning, and requirement development assistance to major maneuver and sustainment units designated by the senior Army force commander in the operational area.

A-26. The requiring activity for CAPs is normally the service component and managed by program management offices; therefore commanders may have to request support from the component HQ and may have less influence over contract execution.

Key Point: There are no fixed rules of allocation for LSO support. LSOs are provided to selected units (normally sustainment brigade, expeditionary sustainment commands, theater sustainment commands, divisions, or corps HQs) on a mission specific basis.

A-27. Additional information on LOGCAP can be found in AR 700-137, *Logistics Civil Augmentation Program*.

OTHER ARMY ORGANIZATIONS

A-28. The following Army organizations are external to USAMC; however, also routinely have significant OCS responsibilities. A brief summary of their OCS functions and capabilities follow.

ASSISTANT SECRETARY OF THE ARMY FOR ACQUISITION, LOGISTICS AND TECHNOLOGY (ASA[ALT]) FORWARD

A-29. The ASA(ALT) forward operations team is a specialized, adaptable, and deployable ASA(ALT) staff augmentation to the theater army, field army and designated Army force HQs. This ad hoc team made up of Army acquisition program management trained personnel is formed as needed from the ASA(ALT) staff and other acquisition positions. When formed and deployed, the ASA(ALT) forward team provides Army systems support-related coordination and synchronization between the deployed Army force, the supporting program executive and program management offices, and the supporting Army field support brigade. ATP 4-70, *Assistant Secretary of the Army for Acquisition, Logistics and Technology Forward Support to Unified Land Operations*, provides detailed information on ASA(ALT) forward organization and operations.

UNITED STATES ARMY CORPS OF ENGINEERS (USACE)

A-30. USACE is a DOD construction agent responsible for military construction (also called MILCON) planning and execution in various designated nations across the globe. Joint and Army commanders leverage USACE to provide technical engineering assistance for design and award of construction contracts to civilian

companies in support of military operations in their designated support countries. They also have deployable civilian contracting officers and CTs who provide in-theater contracting support utilizing USACE contracting authority. Naval Facility Command provides similar support in selected countries outside of USACE's designated support areas. Specific information on the responsibilities of DOD construction agents is contained in DODD 4270.5, *Military Construction*.

UNITED STATES ARMY SPECIAL OPERATIONS COMMAND (USASOC)

A-31. USASOC receives special operations forces peculiar systems contracting support from U.S. Special Operations Command. Non-special operations forces peculiar contract support is provided by the supporting CSB or CCDR directed lead Service for contracting support. USASOC units work closely with the appropriate theater special operations command, the supporting CSB, the supporting theater army G-4, and the aligned 528th Sustainment Brigade (Special Operations)(Airborne) Army special operations forces liaison element) to determine mission specific OCS requirements. In major operations, deployed USASOC units are normally provided contracting general support in the operational area via a contracting organization designated to perform the lead Service for contracting function or joint theater support contracting command (JTSCC), but may have a direct support CT depending on mission specific requirements and overall command priorities. Specific support arrangements are determined by operational factors in the planning process.

Appendix B

Air Force Organizations and Capabilities

The modular air expeditionary force (AEF) structure is the primary method in which the Air Force (AF) presents forces to the GCCs for use in operations across the range of military operations. As the AF's approach to OCS matures, the preponderance of trained OCS personnel will fall in both the logistics readiness officer (LRO) and contracting career fields. LROs are trained in multiple logistics functions and are the orchestrators for AEF deployments, receptions and integration. Additionally, the AF has the largest full time contracting force as both the officer and enlisted career fields are considered core Air Force Specialty Codes with accession at the E-1 and O-1 ranks.

THEATER AND SERVICE COMPONENT COMMANDS

B-1. The AF has contracting staff positions at each major command (MAJCOM) that are aligned to each of the geographic combatant commands or functional component commands task organized under the A-7 (installation and mission support) as well as LROs aligned under the A-4 (logistics). At a minimum, to perform OCS integration a combined A-4/A-7 OCS working group should be established. This working group will establish their own OCS boards, cells, and working groups and work with the associated geographic or functional combatant command operational contract support integration cell (OSCIC). Additionally, this working group will provide guidance and support to subordinate units that, through the AEF structure, deploy forces into their respective combatant command.

Key Point: At the time of the publication of this manual, the AF was in the process of establishing a comprehensive OCS approach at the HQs level to include a human capital strategy, MAJCOM guidance, and a comprehensive AF OCS strategy. A new Air Force Instruction (AFI) currently being developed, and a rewrite of AFI 10-403, *Deployment Planning and Execution*, are intended to provide initial guidance to the field.

B-2. See DODI 3020.41, *Operational Contract Support (OCS)* and JP 4-10, *Operational Contract Support*, for more details on joint OCS planning and execution.

BASE LEVEL OPERATIONS

B-3. Each base has a mission support group or similar function that incorporates the A-4 and A-7 functions at the tactical and operational level. These groups allow for a single organization to execute all base support functions (contracting, communications, force support, logistics readiness, and security forces) as well as perform command and control on deployment operations. Base level OCS activities are still being developed and should initially focus on adherence to OCS requirements for deploying contracted support personnel in support of AEF operations. Base level OCS considerations should include the following:

- Establishing an OCS cell at the base level comprised of all organizations with CAAF.
- Serve as the point of entry for all base level OCS issues.
- Participate in all major deliberate, crisis action and execution planning efforts.
- Integrate OCS equities into exercises.
- Provide OCS-related advice and training support to include readiness goals.
- Coordinate with MAJCOM, geographic and functional combatant command operational contract support integration cell (OCSIC) for theater entry requirements.
- Develop policies and procedures that integrate OCS into the deployment process.
- Ensure CAAF have corresponding trained CORs.

AIR FORCE INSTALLATION CONTRACTING AGENCY (AFICA)

B-4. The AFICA provides two distinct deployment packages:

- The AFICA can augment the lead service for contracting coordination (LSCC) if the AF is designated as the LSCC. This package consists of staff support.
- Joint Theater Support Contracting Command (JTSCC) initial stand-up package. This package deploys to augment the LSCC package as needed for initial standup of JTSCC (includes additional staff support and the AFICA commander who becomes the JTSCC commanding general).

B-5. For more information on U.S. Air Force capabilities, refer to JP 4-10, *Operational Contract Support*.

Appendix C

Marine Corps Organizations and Capabilities

The Marine Corps has a very small contingency contracting force that makes up their operational contracting capability. The contingency contracting force is tasked organized and integrated within the Marine Corps to plan, synchronize, coordinate and manage OCS across the spectrum of Marine air-ground task force (MAGTF) operations. The Marine Corps contingency contracting force is organized for the sole purpose of providing OCS and contracting support to Marine Corps operations and has limited capacity to support other Services or multi-national partners.

Note: The MAGTF is the Marine Corps' principal organization for all missions across the full range of military operations. MAGTFs are task organized Marine Corps organizations that range from Marine expeditionary force (MEF), an Army corps sized unit, down to Marine expeditionary unit (MEU), which is somewhat equivalent to an Army battalion task force, but with some Marine unique capabilities.

THEATER AND SERVICE COMPONENT COMMAND

C-1. The Marine Corps has OCS staff positions at the Service component level referred to as Marine Corps forces (MARFOR). Each MARFOR has an OCS advisor staff responsible for contract support planning, integration and synchronization of all OCS matters with Marine Corps operations in the area of responsibility. MARFOR OCS advisors provide general guidance to the MARFOR commander and serve as the MARFOR commander's OCS planners. In this capacity, Marine Corps OCS personnel assist in determining specific contract support requirements and are the liaison for coordinating contingency contracting support from other Services or outside agencies in the operational area. These OCS advisors also validate the requirement for and further requests Marine Corps contingency contracting force support to deployed Marine Corps organizations.

OPERATIONAL AND TACTICAL LEVEL

C-2. Each MEF has OCS advisors within the G-4 staff. MEF OCS advisors are responsible for planning, coordination, validation and synchronization of contracting support with MAGTF and smaller deploying unit mission requirements. MEF OCS advisors provide the following support:

- Serve as the MEF commander's advisors on all contracting matters.
- Assist in determining contingency contracting support requirements for deploying MAGTFs.
- Serve as liaisons responsible for coordinating contingency contracting support to assigned MARFOR missions.
- Coordinating OCS matters with the MARFOR OCS staff.
- Task assigned and attached contingency contracting force capability required to support specific missions.
- Ensure that all deploying MAGTFs and deployable units are trained on the requirements to obtain contracting support.
- Monitor contractor performance in both expeditionary and joint operational areas.
- Oversee MAGTF contract requirements determination, validation, and prioritization process.
- Develop policies and procedures that integrate contracting support with the MAGTF staff planning process.
- Deploy in support of the MAGTF OCSIC as required.

COORDINATING SUPPORT IN JOINT OPERATIONS

C-3. In joint environments where the contracting support is provided by another Service or joint contracting command per GCC's directives, a deploying MEF or Marine expeditionary brigade sized MAGTF will establish an OCSIC to plan and coordinate such support. A MAGTF OCSIC is comprised of a minimum of a field grade contracting officer, a senior enlisted contracting specialist and several logistic personnel. Operating as part of the G-4 staff, the MAGTF OCSIC staff performs the following functions:

- Provide OCS-related advice and assistance to the MAGTF commander and staff.
- Conduct contracting planning.
- Facilitate the requirements development, prioritization, and validation processes to include execution or participation in any requirements review boards.
- Provide training and assistance in developing contract support requirements packages.
- Provide training and oversight on government commercial purchase cards and FOO programs.
- Provide contracting oversight to deployed Marine Corps contingency contracting force personnel.
- Conduct COR management and oversight.
- Provide liaison to lead Service, joint contracting command or Service CAP organization as appropriate.

THEATER SUPPORT CONTRACTING

C-4. The Marine Corps meets its theater support contracting requirements by task organizing from its contingency contracting force made up of officer and enlisted contracting professionals. The primary focus and organization of the contingency contracting force is to support Marine Corps MAGTF operations and provide small unit deployment contracting support. Contingency contracting force personnel are task organized from the Marine Corps operational forces and garrison support contracting offices as required by theater-specific mission assignment or tasking.

C-5. The Marine Corps maintains an organic contingency contracting force capability within each MEF. More specifically, each MEF has an expeditionary contracting platoon within its assigned Marine logistics group. The Marine logistics group employs its contracting capability as an organic contracting support element to the MAGTF or smaller deploying units as required. The mission of the expeditionary contracting platoon is to develop, train, and sustain the appropriate mix of contingency contracting force Marines to provide responsive expeditionary contracting support and maintain the technical proficiencies required for the employment as a MAGTF capability. The expeditionary contracting platoon consists of uniformed personnel that can rapidly deploy and provide theater support contracting services to any size MAGTF or deploying unit during exercises, contingency, foreign humanitarian assistance, foreign disaster relief operations.

C-6. Each MEF's OCS section develops a contracting support plan as part of the overall logistics support plan that includes number of contracting personnel required to deploy. Marine Corps contracting capability, while small, is scalable to the mission and size of the MAGTF or unit it supports. Generally, the Marine Corps does not deploy civilian contracting personnel or contractors in support of its operational mission. Additionally, Marine Corps contracting officers do not contract for major construction.

C-7. In some large scale, long-term joint operations, the deployed MAGTF may be supported by a JTSCC. In these situations, the supporting MARFOR will be tasked to provide contingency contracting force support to the JTSCC's joint manning document. The Marine Corps contingency contracting force capability has the capacity to provide contracting personnel that is proportionate to the size of the MAGTF conducting the operation and does not have the capacity to support the overall deployed joint force.

C-8. The Marine Corps maintains contingency contracting force capabilities in support of special operations forces assigned to United States Marine Corps, Special Operations Forces Command. The contingency contracting force Marines assigned to United States Marine Corps, Special Operations Forces Command are warranted through U.S. Special Operations Command.

C-9. The Marine Corps maintains contingency contracting force capability in the supporting establishment to augment civilian contracting support within bases and installations in order to train contingency

contracting force Marines and increase contracting proficiency to support the OCS mission. Organization of contingency contracting force support is dependent upon the size of the base or installation along with operational mission requirements for the supported units located there. Contingency contracting force Marines are placed in base and installation contracting offices where they can obtain the best training and contracting experience commensurate with the contracts that are required in the expeditionary environment.

SYSTEMS SUPPORT

C-10. U.S. Marine Corps Systems Command is one of the Department of the Navy Systems Commands and the Commandant of the Marine Corps' agent for acquisition and sustainment of Marine Corps specific systems requirements to include Marine Corps unique chemical, biological, radiological, and nuclear defense materials and equipment; training systems and equipment associated with Marine Corps unique requirements; amphibious raid; and ground reconnaissance systems and equipment. The U.S. Marine Corps Systems Command is responsible to develop and support Marine Corps unique ammunition and weapons, to include procurement, surveillance, and maintenance of associated ordnance items.

CIVIL AUGMENTATION PROGRAM

C-11. The Marine Corps does not have its own CAP, nor is it reliant on CAP support when conducting standard Marine Corps doctrinal missions. In cases where the deployed MAGTF requires CAP support, it will come from one of the other Service CAPs, normally through Army's LOGCAP. Planning and coordination of CAP support is accomplished as described in paragraph C-3 above.

C-12. For more information on Marine Corps capabilities, refer to JP 4-10, *Operational Contract Support.*

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Appendix D

Navy Organizations and Capabilities

The Navy has very limited OCS capabilities, and as such are based on two principles:

The Navy does not maintain a dedicated contingency contracting force. Instead, deployable contracting officers and civilians, assigned to field contracting and systems acquisitions commands performing contracting functions, are deployed as contingency contracting officers as operations dictate.

The Navy leverages a logistics network that provides global logistics support to maritime and expeditionary forces operating worldwide to create a scalable and multi-level response to a real world situation.

NAVY THEATER SUPPORT CONTRACT CAPABILITY

D-1. Normally, the Navy does not have a requirement to form and deploy a separate Navy contingency contracting activity. But when a CCDR identifies a Navy contracting requirement and obtains the necessary contingency contracting manning via the joint manning document process, these Navy contracting officer billets are sourced by the U.S. Fleet Forces Command through a uniformed contracting officer individual augmentee assignment. Naval individual augmentee personnel are currently managed at the Navy-wide level by the Navy Personnel Command for active duty and by the Navy Reserve Forces Command for reserve duty personnel. Navy civilian contracting officers are not normally utilized in the individual augmentee program; however, the applicable Systems command (Naval Supply Systems Command or Navy Facilities Command, for example) may deploy civilian contracting officers in support of contingency operations on an exceptional basis.

U.S. NAVY FLEET HUSBANDING CONTRACTS

D-2. The Navy maintains a worldwide network of contracts to support U.S. Navy ship visits in foreign ports. The contracts, some of which are regional (multi-nation), country-wide, or port specific, are maintained by the Navy's fleet logistics centers, which are aligned to major fleet and GCCs' areas of responsibility. The fleet logistics centers can provide contracting support for small-scale military operations, exercises, and disaster relief missions based on their knowledge of sources within their areas of responsibility.

NAVY CIVIL AUGMENTATION PROGRAMS

D-3. The Navy has two separate civil augmentation programs under the Navy's Global Contract Augmentation Program, both under the auspices of the Naval Facilities Engineering Command: the Global Contingency Construction Contract (GCCC) and the Global Contingency Service Multiple Award Contract.

GLOBAL CONTINGENCY CONSTRUCTION CONTRACT

D-4. The GCCC, planned and executed under Naval Facilities Engineering Command authority, can be utilized by DOD and other authorized federal agencies when authorized, as an immediate response for civilian construction capability. The scope of this program includes the capability to provide general mobilization services for personnel, equipment, and material in support of naval construction forces mobilization and similar mobilization efforts, and to set up and operate material liaison offices at a deployed site in support of naval construction force operations. GCCC work is predominately construction; however, services incidental to the construction may also be included. The GCCC program also includes occasional projects to ensure readiness to perform during emergency situations and military exercises. The GCCC is a competitively solicited multiple award indefinite-delivery/indefinite-quantity type contract with provisions

for the placement of either cost plus award fee or firm fixed price task orders. The GCCC acquisition vehicle includes three pre-qualified contractors that can provide up to a maximum of $1 billion of construction over five years. GCCC is also an acquisition tool that Naval Facilities Engineering Command utilizes to support roles for authorized DOD construction agents as outlined in DODD 4270.5, *Military Construction.*

GLOBAL CONTINGENCY SERVICE MULTIPLE AWARD CONTRACT

D-5. The Navy's Global Contingency Service Multiple Award Contract, planned and executed by the Naval Facilities Engineering Pacific, is designed to quickly provide short term facilities support services with incidental construction at various locations (including remote locations) throughout the world. This performance based contract is designed to respond to natural disasters, humanitarian efforts, contingencies, or other requirements such as nonperformance by an incumbent contractor or instances where there is an unanticipated lapse in service. The contract has a capacity of $900 million over five years.

NAVY SYSTEMS SUPPORT CAPABILITY

D-6. The Navy has the ability to deploy systems support contractors on an as-needed basis in support of both deployed Navy and Marine Corps units. But since most of this support is found afloat, it will not be discussed in this land-force focused publication.

D-7. For more information on U.S. Navy capabilities, refer to JP 4-10, *Operational Contract Support*.

Appendix E

Tactical Planning and Execution Checklist

The following tactical level checklist is intended to provide the Service component requiring activity commanders and staffs, along with their supporting contracting activity (Marine MEF contracting staff or Army CSB) and OCS organization staff (Army LOGCAP forward operator, for example) a detailed list of issues that should be addressed in any OCS planning action. This checklist is not intended to be exhaustive. It is designed to serve as a basic guide when preparing, staffing, and publishing OCS plans and when executing the tactical level contract support oversight requirements. Depending on the scale and type of the operation, some items may not apply.

CONTRACT SUPPORT INTEGRATION PLANNING QUESTIONS

E-1. Is your OCS staff properly trained (for example; the Army OCS Course and Joint Operational Contract Support Planning and Execution Course [JOPEC])?

E-2. Are the supporting contracting organizations and supporting related organizations integrated into the OCS planning process? Do they understand their role in the overall OCS planning effort?

E-3. Are the unit's primary and special staff members aware of their role in OCS planning? Do you have pre-identified points of contact in each staff section?

E-4. Does your OCS integration or coordination staff need temporary staff augmentation?

E-5. Do you have higher level command logistic and OCS plans, policies, and procedural references on hand?

E-6. Have you completed an analysis of the higher level command's plans, policies, and procedural references?

E-7. Do these documents contain guidance on lead Service for common user logistics, base operating support functions, lead Service for contracting, lead Service for contracting coordination, or joint contracting command guidance? If so, ensure you do a separate analysis on how this guidance may affect your tactical planning.

E-8. Are any other joint, HN support, or multinational support capabilities available? If so, are necessary legally binding agreements and other documents in place and can meet performance requirements for U.S. forces?

E-9. What force protection support is required to support contractor operations?

E-10. Will the business climate in the operational environment adequately support local contracting?

E-11. What agreements (such as SOFA) exist and what are the business clearance requirements?

E-12. Will GFP be made available, and how will property be managed (theater property book)?

E-13. Are funds available (including MILCON and procurement when needed) and sufficient to meet contracted sustainment if needed?

E-14. Is the LOGCAP forward planner engaged in the process (whether planning for LOGCAP engagement or not)?

E-15. Will contractors work and or reside within the military footprint, and has adequate space and support been anticipated for contractor operations?

E-16. What is the mission, level of forces deploying, location, and duration of the operation?

E-17. Do subordinate unit staffs have OCS functional and SPOT trained members?

E-18. Are there adequate CORs identified and trained to assist in managing contractor performance?

E-19. Is there adequate COR or other technical expertise available, especially in facilities-related support? If not, what is the risk mitigation plan?

E-20. Based on the analysis of organic and other support capabilities, what support gaps may need to be filled by contracted sources?

E-21. Are any "local national first" type programs in place? Should there be?

E-22. Are any restrictions on the use of CAP or other external support contracts in place?

E-23. Are anticipated CAAF support requirements incorporated in the logistic requirements estimate?

E-24. Have mission essential contracted support requirements been identified?

E-25. Have plans been developed to replace CAAF who are performing mission essential contractor services in contingency operations or to otherwise mitigate the loss of services? This task includes assessing alternative sources (military, DOD civilian, LN, or other contractors) or identification of actions that will mitigate the loss of such support.

E-26. Does the mission essential contract clearly obligate contractors to continue essential contractor services during a contingency operation even in the event of hostile acts?

E-27. What support arrangements are in place for theater support contracting?

E-28. Is there any directed OCS play in unit mission rehearsal exercises?

CONTRACTOR MANAGEMENT QUESTIONS

E-29. Do you have local command's guidance on contractor management? Are the various staff sections properly familiar with their functions when it comes to contractor management (for example, personnel staff familiar with SPOT contractor accountability reports; operations staff prepared to coordinate force protection and security issues)?

E-30. Are CAAF and other contractor personnel, GFP, and CAP support requirements properly planned in coordination with the requiring activity, contracting officer, and the unit(s) required to provide this support?

E-31. Has non-reimbursable cost of supporting contractors been captured in the overall cost of the operation so that adequate funding is provided?

E-32. Have specific CAAF theater entrance requirements been established? At a minimum do they include:

- ID, security card issuance policy.
- Government-furnished support policy and procedures – Is there a base operating support integrator designated per joint force command order or directive?
- LOA generation and approval.
- Medical and dental qualification standards, immunizations and screening procedures.
- Military protective clothing and equipment directives.
- Uniform policy.
- Training verification.

E-33. Have you verified CAAF deployment preparation requirements with command guidance such as the *Army's Personnel Policy Guidance* website?

E-34. Are CAAF employee statuses and authorized government-furnished support authorizations identified up front in the requirements development process?

E-35. Have CAAF completed theater-specific training requirements (selected training may also be required for non-CAAF employees who's area performance is on a U.S. base or in the immediate vicinity of U.S. forces) to include:

- Specific force protection and security.

- Legal status, criminal jurisdiction authority, prevention of human trafficking authority.
- Detainee handling (required for CAAF who will be in contact with detainees).
- Hazard awareness (for example, health threats and unexploded ordnance).
- Local commander's authority.
- Wear and use of protective gear (if issued).
- Survival, evasion, resistance, and escape training, especially for CAAF who operate in a "high risk of capture" environment).
- Prevention of sexual harassment, reporting of sexual assault, and human trafficking.

E-36. Are CAAF being deployed into an operational area properly certified and fully integrated into the unit's deployment plan in accordance with one of the contractor personnel certification and deployment methodologies?

- Process and deploy with the supported unit.
- Process and deploy as a non-unit-related personnel.
- Self-certification and deployment.

E-37. Are CAAF and their equipment being properly integrated into the time phased force deployment data list (TPFDL) process?

E-38. Are there established procedures for redeploying CAAF to include:

- Updating SPOT.
- Recovering government-issued badges and ID cards.
- Recovering GFP or CAP equipment.
- Follow-on medical screening.
- Required debriefings.
- Withdrawing security clearances (as applicable).

IN-THEATER CONTRACTOR PERSONNEL MANAGEMENT AND GOVERNMENT-FURNISHED SUPPORT QUESTIONS

E-39. Are Service commanders and members of their legal staffs aware of the legal status regarding contractors in wartime or contingency operations?

E-40. Are specific contractor personnel discipline policies in place? Do these policies include specific procedures to deal with both minor and major discipline cases?

E-41. Are there workable CAAF accountability and SPOT policies in place?

E-42. Are all CAAF required to be processed in and out of the operational area through an Army or Joint reception center or other personnel centers and processes designated by the JFC or Service?

E-43. Has the contractor been issued any required operational-specific identification or base access documents prior to onward movement?

E-44. Have onward movement transportation responsibilities been identified for CAAF and their equipment to the point of performance?

E-45. Have intra-theater transportation responsibilities been identified for CAAF whose area of performance is on multiple bases?

E-46. Which transportation services contracts require integration into the military movement control system? CAP? Any theater support contracts?

E-47. Have government-provided contractor support requirements been identified, forwarded, and coordinated with the unit or location providing the support?

E-48. Have contractor requirements for living space been identified and made available?

E-49. Have contractor requirements for work space and power requirements been identified and coordinated?

E-50. Is CAAF government-furnished support being executed in accordance with JFC and Service policies?

E-51. Are CAAF generally provided the same standards of support and living arrangements applied to DOD civilian personnel of similar grade and responsibility level?

E-52. Do contracts specify, when possible, subsistence support provided to contractors is done on a non-reimbursable basis or annotated on an LOA? If not, have reimbursement procedures been established?

E-53. Have steps been taken to ensure TCN CAAF are fairly treated and not being taken advantage of in CTIP schemes?

E-54. Are CAAF properly integrated into the personnel recovery program?

E-55. Are the deployed medical treatment facilities prepared to provide emergency medical care to CAAF and non-CAAF employees injured in the performance of their contract duties while in the immediate vicinity of U.S. forces or on a U.S. base?

E-56. Are there plans to provide primary and routine medical care to CAAF as outlined by contractual requirements and as the mission dictates? If not, do the terms of the contract provide for transportation of ill CAAF out of the operational area in a timely manner? Have reimbursement procedures for care received and transportation been established?

E-57. If transfer of GFP or CAP equipment is anticipated, have the Service component command or Service HQs staff properly coordinated disposition instructions with the appropriate Department of State (DOS), DOD, and affected component organization to ensure the instructions are clearly understood and provided in a timely manner?

E-58. If applicable, are the following support arrangements in place?

- Postal.
- Mortuary affairs.
- Post exchange/Base exchange access.
- MWR.

FORCE PROTECTION AND SECURITY QUESTIONS

E-59. Has the Service component command, base command, or designated area command developed, promulgated and enforced operational-specific procedures and responsibilities to coordinate force protection support with military security and, when appropriate, contracted security?

E-60. Are all CAAF and non-CAAF requiring base access incorporated in the overall force protection and security plan?

E-61. Are standardized security badge issuance policies in place across the operational area?

E-62. Has the requiring activity included operational-specific force protection-related information into the requirements package?

E-63. Has the contracting officer included operational-specific force protection-related information into the contract?

E-64. Does the contract specify all contingency contractor personnel whose area of performance is in the vicinity of U.S. forces are required to comply with applicable CCDR and Service commander force protection policies and procedures?

E-65. Are all CAAF provided protection during transit within the operational area commensurate to protection provided to DOD civilians?

E-66. Have contractor convoy force protection standards and procedures been established and enforced?

E-67. Are individual contractor personnel arming policies in place and enforced?

E-68. Do contractor personnel authorized to carry weapons for personal protection meet applicable U.S., HN, and international law; relevant SOFAs or other international agreements; DOD policy; and or Service-established guidance?

E-69. Are private security services provided by contractors in accordance with applicable U.S., HN, international law, and relevant SOFAs?

E-70. Have all Service-related contractor personnel, authorized to be armed, been fully briefed on the U.S. and host nation laws, SOFAs, and JFC policies regarding the rules for the use of force?

E-71. Does the contract contain provisions informing the contractor of any known or potentially hazardous situations? Are there any general stipulations limiting contractor support to non-offensive operations or government responsibilities to provide back-up security support?

E-72. Are there non-military (DOS or local government, for example) armed contractors operating in the operational area? If so, are the Services and subordinate commands aware of and enforcing JFC and other government agency (also called OGA) private security service coordination policies and procedures?

E-73. Are there workable and reliable information sharing and communication mechanisms in place to coordinate operations of all private security service contractors?

E-74. Do the Services have a requirement to provide back-up security support requirements to DOS or other organizations?

E-75. Are subordinate area or base commanders properly informed of and prepared to execute these back-up security requirements?

E-76. Have the subordinate area and base commanders conducted proper coordination with these private security service contractors and rehearsed back-up security actions?

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Appendix F

Requirements Development Checklist

This appendix is intended to provide Service component units' OCS staffs a checklist to guide them in the development of some of the most critical, and most challenging, parts of the contract support requirements package. The checklists below are not intended to be exhaustive, but are intended to provide basic considerations for development of the PWS, IGE, QASP, and COR Nomination.

REQUIRING ACTIVITY PREPARATION

F-1. Do you have any OCS trained personnel on staff? If not, can you acquire this training through a formal course such as the Army's OCS Course?

F-2. Do you have current local command requirements development guidance? If not, do not proceed until you collect this guidance.

F-3. Do you know where to go for requirements development advice and assistance (for example, your supporting theater support contracting element, other organizations such as LOGCAP forward, or OCS integration or coordination cell)?

F-4. Are you aware of procurement lead times (the administrative time required to process a requirements package, prepare the solicitation, advertise the acquisition, receive and analyze bids or offers, obtain necessary approvals, and issue a contractual document) for various types of procurements to allow adequate time for requirements planning and development?

F-5. If you are relatively sure which contracting activity will be servicing your request, did you initiate advance acquisition planning with this activity? Planning for a requirement is the single most important element in receiving accurate, efficient, and timely contracting support. When possible, contracting officers should be involved at the first sign of an upcoming requirement.

F-6. Does the requirement require validation before it can be submitted to contracting personnel for contracting planning, solicitation, and contract award action? Sometimes these are not contracting-directed or contracting-owned processes. Examples include: Service requirements review board or joint requirements review board. If so, do you understand the thresholds and minimum documentation requirements that would require your packet to go through the requirement review board?

PERFORMANCE WORK STATEMENT

F-7. Do you have a good example PWS available? If not, try to find one through an adjacent or higher OCS cell, an adjacent or higher requiring activity, or finally your supporting contracting activity.

F-8. Do you have personnel with sufficient technical expertise in the area of service to be provided by commercial means to assist with writing the technical portions of the PWS?

F-9. Did you conduct market research to identify commercial support availability, capabilities, standard industry practices and performance parameters?

F-10. Does the PWS writing team understand the requirement needs to be satisfied, how the acquisition will meet the needs of the requirement, the criticality of the need, and the desired results of the procurement?

F-11. If you are using a previous PWS as an example, did you remember to change dates, times, locations, and other requiring activity-specific information so as not to confuse the supporting contracting activity or potential bidders?

F-12. Regardless of format, does the PWS contain at least the following general information:

- General information to include scope of work and general operating conditions.

- Definitions of all special terms, phrases, and acronyms used in the PWS.
- Government-furnished property and services that will be provided to the contractor.
- Items the contractor is required to provide in executing the PWS.
- Specific tasks and deliverables the contractor must execute or provide to include reports, outputs, outcomes, schedule, and quality.
- Applicable documents, specifications, manuals, and regulations governing the requirements in the PWS.

F-13. Was the PWS and screened to ensure there are not inherently governmental or personal services tasks involved prior to being submitted to the supporting contracting activity?

F-14. Was the PWS staffed with all the customers (supported units) of the requiring activity prior to being submitted to the supporting contracting activity?

F-15. For more information on PWS development, see Center for Army Lessons Learned Handbook 09-48, *Developing a Performance Work Statement in a Deployed Environment*, dated September 2009.

INDEPENDENT GOVERNMENT ESTIMATE

F-16. Are there personnel available who have previously prepared IGEs or received training on how to prepare IGEs? Does your adjacent or higher OCS cell, an adjacent or higher requiring activity, supporting finance office, or your supporting contracting activity offer training material on how to prepare an IGE?

F-17. Do you know what type of IGE is required for your requested supply or service? IGEs for commercial supplies and basic services require significantly less detail than those for complex services not generally available to the public. Your adjacent or higher OCS cell, an adjacent or higher requiring activity, supporting finance office, or your supporting contracting activity should be able to guide you.

F-18. Has a team been formed with the requisite functional knowledge to prepare an IGE for the requested service? (Some IGEs can be quite complex and require a team of stakeholders and experts to complete.)

F-19. Does the IGE development team have a plan and a structured, logical approach to building the IGE?

F-20. Was market research conducted to determine industry standards, practices, procedures, and rates (when developing a cost estimate) or to conduct comparison and analysis of published catalog prices, historical prices paid, market surveys, and *General Services Administration (also called GSA)* schedules (when developing a price estimate)?

F-21. Is the IGE required to be in a standard format? Are templates available from your adjacent or higher OCS cell, an adjacent or higher requiring activity, supporting finance office, or your supporting contracting activity?

F-22. Regardless of format used, does the IGE account for the following standard elements:

- Direct labor – number, type, and wages of personnel required to perform the service.
- Labor burden – the percentage of costs for direct labor associated with the employee benefits.
- Other direct costs - an estimate of the type and quantity of material, equipment, and travel necessary for the contractor to perform the service.
- Indirect costs (overhead) – costs that are not directly associated with any single project or contract, but are incurred in the performance of some or all of the company's projects or contracts (examples: transportations costs, utilities, facilities use)
- General & administrative costs – costs that are borne by all elements of a company and not associated with one particular project (example: cost associated with operating the corporate home office).
- Profit or Fee – dollar amount over and above any allowable costs paid to a contractor for performance.

F-23. Did the appropriate supervising official sign the final IGE?

F-24. Is the IGE marked and handled as a procurement-sensitive document, and access granted on a need-to-know basis only.

F-25. Additional information on IGEs can be found in the *Defense Contingency COR Handbook* at the Office of the Under Secretary of Defense for Acquisition, Technology and Logistics website.

QUALITY ASSURANCE SURVEILLANCE PLAN

F-26. Is the contract support requirement for a service? If so, is there a PWS, COR nomination, and QASP?

F-27. Are the same technically qualified personnel who prepared the PWS preparing the QASP?

F-28. Does your supporting contracting activity or LOGCAP support office have a QAR who may be able to assist personnel in building the QASP?

F-29. Are sample QASPs available from adjacent or higher OCS cells, an adjacent or higher requiring activity, supporting finance office, or your supporting contracting activity?

F-30. Regardless of format, does the QASP contain the following minimum components:

- Overall purpose of the QASP to include surveillance checks on both the technical matters (Was the service provided at the quality level specified by the contract?) and tactical matters (Did contractor employees follow security and force protection guidance as required by the contract and local command policy).
- Roles and responsibilities of those who will oversee and coordinate surveillance activities.
- Methods and frequency of surveillance (contractor metrics, random sampling, periodic inspection, 100% inspection, customer feedback and third party audits).
- A sampling guide which states what will be checked, the acceptable quality level, and how the checking will be done.
- Checklists to record what has been checked by sampling and to record additional information on contract items not covered by sampling.
- Performance rating definitions to be used when evaluating the quality of contractor's performance.
- Samples of performance assessment reports, customer complaint records, and corrective action reports.

F-31. Is each performance objective in the PWS linked to a method of inspection incorporated in the QASP?

F-32. Does the QASP include procedures to monitor the contractor's performance regarding CTIP?

F-33. Additional information on QASP development can be found in the *Defense Contingency COR Handbook* at the Office of the Under Secretary of Defense for Acquisition, Technology and Logistics website.

CONTRACTING OFFICER'S REPRESENTATIVE (COR) NOMINATION

F-34. Does the service requirement package contain the required COR nomination?

F-35. Is the nominated COR qualified to inspect the technical matters of the service being provided? If not, has this issue been coordinated with the supporting contracting activity, the requiring activity's headquarters, and next higher headquarters?

F-36. Is the nominated COR available and have access to the area of performance site(s)? If not, has this issue been coordinated with the supporting contracting activity, the requiring activity's headquarters, and next higher headquarters?

F-37. Does the nominated COR fully understand their delegated duties and responsibilities, their limitations and their importance?

F-38. Are there any personal, financial, or organizational conflicts of interest that might prevent the nominated COR from satisfactorily executing their delegated duties and responsibilities?

F-39. Does the nominated COR have the requisite technical training, certification, and experience in accordance with DODI 5000.72, *DOD Standard for Contracting Officer's Representative (COR) Certification*, plus any additional local experience and training requirements?

F-40. Has the nominated COR's required experience and training been documented and supplied to the appointing contracting officer along with the COR nomination letter?

F-41. Additional information on COR nomination can be found in the Defense Contingency COR Handbook and DODI 5000.72, *DOD Standard for Contracting Officer's Representative (COR) Certification.* Both documents are located at the Office of the Under Secretary of Defense for Acquisition, Technology and Logistics website.

OTHER SUPPORTING DOCUMENTATION

F-42. Are there other supporting documents required by local command policy, for example, a letter of justification for the requirement? (different from the justification and approval discussed below)

F-43. Are you requesting a sole source contract, or other exception to full and open competition? If so, then you may be required to develop a justification and approval (also called J&A).

F-44. Does your Service require any specific forms like the Army forms discussed below?

F-45. Additional required Army forms for contracted services requests:

- *U.S. Army Contract Requirements Package Antiterrorism/Operations Security Review Cover Sheet* (Army only requirement for most services contract requests) can be found at the Army Office of the Provost Marshal General Antiterrorism Enterprise Portal (requires common access card login).
- *Request for Services Contract Approval (RSCA) Form* (Army only requirement for most services contract requests) can be found at the Assistant Secretary of the Army for Manpower & Reserve Affairs website.

Appendix G

Special Authorities and Programs

G-1. Special programs similar to OCS may be authorized to provide rapid support to local reconstruction and humanitarian needs. Authorization for these special authorities must be formally requested by the operational commander and must receive congressional approval prior to implementation. The Commanders' Emergency Response Program (CERP), as seen in recent operations in Iraq and Afghanistan, is an example of a special program established through specific congressional authority. CERP was designed to enable area commanders to respond to urgent humanitarian relief and reconstruction requirements that are of an immediate benefit to LNs within their operational areas. Congress had exempted CERP projects from normal statutory fiscal and contracting controls; however, these exemptions did not exempt commanders from being good stewards of U.S. Government funds used for CERP or similar programs in the future.

WARNING!

Special programs similar to contract support:

They do not apply to all operations; they require special congressional authorization to implement.

They should be coordinated with local contracting official in order to prevent duplication of contract support effort.

They are highly susceptible to fraud, waste and abuse.

They require significant additional training and command oversight.

G-2. For more information regarding CERP see ATP 1-06.2, *Commanders' Emergency Response Program (CERP).*

FIELD ORDERING OFFICERS (FOO)

G-3. The role of the FOO is to procure authorized, urgently needed supplies and services from local sources during deployments because normal supply channels are either not available or not capable of providing them in a timely manner. FOOs derive their purchasing authority from a warranted contracting officer. FOOs are authorized to purchase supplies or non-personal services immediately available, as one delivery/one payment purchases, up to the established micro-purchase threshold. As with any purchase, FOOs cannot split requirements to avoid monetary threshold levels.

G-4. See ATP 1-06.1, *Field Ordering Officer (FOO) and Pay Agent (PA) Operations*, for more information on the Army FOO program.

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Appendix H

Combating Trafficking in Persons

As stated earlier in this publication, unscrupulous labor practices can lead to serious CTIP infractions, especially in long-term operations where there are large numbers of CAAF supporting the force. The first step in preventing CTIP problems is command awareness of the potential for these types of problem to arise and full understanding of joint force and higher level Service command mission-specific CTIP policies and procedures.

RESPONSIBILITIES

H-1. All service members, but especially tactical commanders, senior command non-commissioned officers, and all OCS staff members need to be aware of common contractor-related CTIP infractions such as illegal confiscation of passports, providing substandard housing, forcing sex acts, and use of unlicensed labor brokers (normally through subcontractors) to avoid deployment preparation requirements. Service component commanders have a responsibility to ensure subordinate units are trained to be on the lookout for, and report potential trafficking in persons infractions.

WARNING!

Units deploying to operations where there are significant TCN CAAF deployed in support of the operation should include information from this appendix in their CTIP training awareness program in addition to the standard DOD CTIP training.

CONTRACTORS ACCOMPANYING THE FORCE BILL OF RIGHTS

H-2. Commanders must be prepared to take preventative measures such as directing issuance of CTIP and workers' rights cards in the appropriate language(s). Commanders must also ensure potential CTIP violations are reported to their higher level HQs and the supporting contracting activity. The following list provides a CAAF bill of rights framework.

- No one may hold your passport or other identification documents.
- You must receive agreed upon wages on time without unlawful deductions.
- You should be allowed to take lunch-breaks and work-breaks.
- You may leave your place of employment at any time.
- You are allowed to report grievances to the military without fear of reprisal.
- You should be given a copy of your employment contract in your native language.
- You should be paid for work hours and wages in line with your native country laws.
- If housing is provided, it must be a habitable space that is comparable to other personnel living on the U.S. base.

CTIP CHECKLIST

H-3. Area and base camp commanders should ensure their routine health and safety inspections include CAAF working areas and living spaces to include separate contractor man camps. Additionally, this effort must be directly coordinated with the appropriate contracting organizations with the results of these inspections reported both higher-level headquarters, the cognizant contracting activity, and when appropriate,

the military inspector general or military criminal investigation organization. A suggested base camp commander or COR CTIP checklist follows:

GENERAL QUESTIONS

H-4. Do you have TCN CAAF living on the base?

H-5. Are they living in contractor controlled man camps or are they living in military controlled barracks?

H-6. Are they properly documented with camp ID cards and LOAs? Do their LOAs properly describe authorized government-furnished support?

H-7. If they are living in man camps, what unit is responsible to inspect these camps for basic sanitation and safety?

H-8. Have these man camps ever been inspected?

H-9. Basic man camp inspection points:

- Are the facilities generally clean, safe, and ventilated?
- Do they meet joint task force engineer established minimum square footage per person?

H-10. Are TCNs properly fed? Where do they eat? Is their food acceptable and are dining sites sanitary? Are they provided potable water in the barracks and in the work site?

H-11. Are they provided reasonably safe and secure worksite?

H-12. Are these TCNs workers aware of basic force protection and security procedures?

WORKER INTERVIEW

H-13. Is this the job and work location what you expected? What is different?

H-14. Are you being paid on a regular basis? Are you allowed to send money home?

H-15. Were there other benefits promised? Have you received the benefits yet?

H-16. How many hours do you work? Are the pay and hours what you expected?

H-17. Do you get breaks? How long? How many?

H-18. Who is your company supervisor? Tell me what it is like to work with your supervisor.

H-19. What kind of information about human rights, ethical conduct and treatment have you received?

H-20. Are you allowed to socialize with your co-workers?

H-21. Do you have identification on you? Can I see it? Do you have a LOA? Can I see it? Where is your passport? Can I see it?

H-22. If you have a problem, can you contact the host country government? How would you do that?

H-23. Can you end your contract and return home? What is the penalty?

H-24. Would you like to renew your contract? If not, why? If so, why?

H-25. Do you have any major issues with base services (billeting, food, hygiene facilities)? If so, please explain.

H-26. Do you feel you are safe when on base in terms of force protection and general security? If not, please explain.

H-27. Have you ever been robbed, attacked, or sexually harassed while working on base?

H-28. Do you feel you are being put at undue risk due at work or while living on base due to enemy threat, lack of protective gear, or lack of safety equipment? Do you know what to do in the event of an emergency or enemy attack?

WARNING!

If you don't get satisfactory answers to these CTIP questions, contact the appropriate authorities: unit COR, joint force command operational contract support integration cell, contracting officer, military police, or Office of the Inspector General.

H-29. The following references provide additional information and resources on CTIP:

- DODI 2200.01, *Combating Trafficking in Persons*, dated 21 April 2015, establishes DOD policy and assigns responsibilities for CTIP.
- DOD Combating Trafficking in Persons website:
  - Provides information and training materials to educate personnel and satisfy DOD annual training requirements.
  - Contains information on CTIP events and conferences.
  - Contains resources to support unit CTIP programs and brochures, posters, and cards that communicate to TCNs DOD CTIP policy and suspected violation reporting procedures.

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Glossary

SECTION I – ACRONYMS AND ABBREVIATIONS

A-4	director of logistics (Air Force)
A-7	director of installations and mission support (Air Force)
ACC	Army Contracting Command
ACO	administrative contracting officer
AEF	air expeditionary force
AF	Air Force
AFICA	Air Force Installation Contracting Agency
AFSB	Army field support brigade
ASA(ALT)	Assistant Secretary of the Army for Acquisition, Logistics, and Technology
ASC	Army Sustainment Command
ASI	additional skill identifier
CAAF	contractors authorized to accompany the force
CAGO	contractor-acquired, government-owned
CAP	civil augmentation program
CBN	contracting battalion
CCDR	combatant commander
CERP	Commanders' Emergency Response Program
COA	course of action
CONUS	continental United States
COR	contracting officer’s representative
CSB	contracting support brigade
CT	contracting team
CTIP	combating trafficking in persons
DD	Department of Defense form
DFARS	Defense Federal Acquisition Regulation Supplement
DOD	Department of Defense
DODD	Department of Defense directive
DODI	Department of Defense instruction
DOS	Department of State
ECC	Expeditionary Contracting Command
FAR	Federal Acquisition Regulation
FOO	field ordering officer
FRAGORD	fragmentary order
G-1	assistant chief of staff, personnel (Army)
G-4	assistant chief of staff, logistics (Army)
GCC	geographic combatant commander
GCCC	global contingency construction contract
GFP	government-furnished property

HN	host nation
HQ	headquarters
ID	identification
IGE	independent government estimate
JFC	joint force commander
JTSCC	joint theater support contracting command
LN	local national
LOA	letter of authorization
LOGCAP	logistics civil augmentation program
LRO	logistics readiness officer
LSO	logistics civil augmentation program support officer
MAGTF	Marine air-ground task force
MAJCOM	major command (Air Force)
MARFOR	Marine Corps forces
MEF	Marine expeditionary force
MWR	morale, welfare, and recreation
OCS	operational contract support
OCSIC	operational contract support integration cell
OPORD	operation order
PEB	performance evaluation board
PWS	performance work statement
QAR	quality assurance representative
QASP	quality assurance surveillance plan
SI	skill identifier
SOFA	status-of-forces agreement
SOW	statement of work
SPOT	Synchronized Predeployment and Operational Tracker
TCN	third-country national
TLF	team logistics civil augmentation program-forward
UAC	unauthorized commitment
UCMJ	Uniform Code Of Military Justice
USA PATRIOT	Uniting and Strengthening America by Providing Appropriate Tools Required to Intercept and Obstruct Terrorism
USACE	United States Army Corps of Engineers
USAMC	United States Army Materiel Command
USASOC	United States Army Special Operations Command
WAWF	wide area work-flow

SECTION II – TERMS

administrative contracting officer

Contracting officer whose primary duties involve contract administration. Also called ACO. (JP 4-10)

civil augmentation program

Standing, long-term external support contacts designed to augment Service logistic capabilities with contracted support in both preplanned and short notice contingencies. Also called CAP. (JP 4-10)

contract administration

A subset of contracting that includes efforts to ensure that supplies, services, and construction are delivered in accordance with the terms and conditions of the contract. (JP 4-10)

contracting officer

A Service member or Department of Defense civilian with the legal authority to enter into, administer, modify, and/or terminate contracts. (JP 4-10)

contracting officer's representative

A Service member or Department of Defense civilian or a foreign government civilian or military member appointed in writing and trained by a contracting officer, responsible for monitoring contract performance and performing other duties specified by their appointment letter. Also called COR. (JP 4-10)

contractor management

The oversight and integration of contractor personnel and associated equipment providing support to the joint force in a designated operational area. (JP 4-10)

contractors authorized to accompany the force

Contingency contractor employees and all tiers of subcontractor employees who are authorized to accompany the force in applicable contingency operations and have afforded such status through the issuance of a letter of authorization. Also called CAAF. (JP 4-10)

external support contract

Contract awarded by contracting organizations whose contracting authority does not derive directly from the theater support contracting head(s) of contracting activity or from systems support contracting authorities. (JP 4-10)

independent government estimate

The IGE is a cost estimate developed by the government requiring activity, based on the requirements of the PWS. (AR 70-13)

letter of authorization

A document issued by the procuring contracting officer or designee that authorizes contractor personnel authorized to accompany the force to travel to, from, and within the operational area; and, outlines government-furnished support authorizations within the operational area. Also called LOA. (JP 4-10)

performance work statement

A statement of work for performance based acquisitions that describe the results in clear, specific, and objective terms with measurable outcomes. Also called PWS. (JP 4-10)

privity of contract

The legal relationship that exists between two contracting parties. (JP 4-10)

requirements determination

All activities necessary to develop, consolidate, coordinate, validate, approve, and prioritize joint force contract support requirements. (JP 4-10)

requirements development

The process of defining actual contract support requirements and capturing these requirements in acquisition ready contract support requirements packages. (JP 4-10)

requiring activity

A military or other designated supported organization that identifies and receives contracted support during military operations. (JP 4-10)

supported unit

As related to contracted support, a supported unit is the organization that is the recipient, but not necessarily the requester of, contractor-provided support. (JP 4-10)

systems support contract

A prearranged contract awarded by a Service acquisition program management office that provides technical support, maintenance and, in some cases, repair parts for selected military weapon and support systems. (JP 4-10)

task order

Order for services placed against an established contract. (JP 4-10)

theater support contract

A type of contingency contract awarded by contracting officers in the operational area serving under the direct contracting authority of the Service component or designated joint head of contracting activity for the designated contingency operation. (JP 4-10)

unauthorized commitment

An agreement that is not binding solely because the United States Government representative who made it lacked the authority to enter into that agreement on behalf of the United States Government. (JP 4-10)

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