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Chapter 4 Planning and Guidance



Planning and Guidance

Key Points

- Advance planning and preparation are critical to effective contracting support.
- Along with the J4, you as a contingency contracting officer (CCO) have the ability to influence and affect the tactical or operational outcome.
- There are four phases of contracting support a CCO needs to be familiar with.
- Always be prepared to forward deploy should the mission change.
- Get as much information about the country or domestic disaster area as possible before you deploy.
- Part of a CCO's job is to locate sources, become familiar with local conditions, security, and force protection matters.
- Within 30 days after redeployment, CCOs submit an electronic after action report (AAR).
- CCOs must be familiar with the statutes, directives, treaties, and agreements that will affect contracting operations when deployed.
- Seek guidance from the host nation support team, Command J4, and the United States (US) embassy.

Introduction

Joint force commanders (JFC) use the Joint operation planning process (JOPP) in developing plans for the employment of military power to shape events, meet contingencies, and respond to unforeseen crises. The JOPP is an adaptive, collaborative process to provide actionable direction to commanders and their staffs across multiple echelons of command. It underpins planning at all levels and for missions across the

full range of military operations. It applies to both supported and supporting JFCs and to Joint force component commands (to include the Joint contracting command) in a process that is designed to facilitate interaction between the commander, staff, and subordinate headquarters throughout planning. The JOPP includes all activities that must be accomplished to plan for an anticipated operation—mobilization, deployment, employment, and sustainment of forces. The contingency contracting support phases covered in this chapter are closely aligned to those in the JOPP.

The JOPP helps commanders, their staffs, and the CCO organize their planning activities, share a common understanding of the mission and commander's intent, and develop effective plans, orders and contracts. See Joint Publication (JP) 5-0, *Joint Operation Planning* for more information.

This chapter discusses types of contingencies, predeployment, and the phases of deployment. It also discusses the different types of contingencies, how to *plug in downrange*, and provides relevant information from JP 4-10, covering support phases, types of support, contract organizations, and capabilities and support agencies.

Types of Contingencies

Contingency contracting is defined as direct contracting support to tactical and operational forces engaged in the full spectrum of armed conflict and noncombat contingency operations, both domestic and overseas. There are two types of contingencies: declared and nondeclared. Examples of contingency operation support are major theater wars, smaller-scale contingencies, noncombat contingency operations, and domestic disasters or emergency relief. It may also include military training exercises, routine installation and base operations, and systems or inventory control point contracting in the continental United States (CONUS) and outside the continental United States (OCONUS). Refer to JP 3-0 for more information on types of operations.

Declared Contingency. (10 United States Code [USC] §101(a)(13))

The formal declaration of a contingency operation is very significant for the CCO (see Figure 3). It triggers 10 USC §2302(7), which raises the simplified acquisition threshold (SAT) in accordance with (IAW) Figure 3. IAW 10 USC §101(a)(13), a declared contingency operation of the Department of Defense (DoD) may be:

- Designated by the Secretary of Defense when members of the armed forces become involved in military actions against an enemy of the United States.
- Declared by the President or the Congress when members of the uniformed forces are called to active duty (a reserve component mobilization) under Title 10 USC, or any provision of law during a declared war or national emergency.

Nondeclared Contingency. Nondeclared contingency operations include all contingency operations not previously described. In a nondeclared contingency operation, the SAT threshold is \$100K¹, except for acquisitions of supplies or services that, as determined by the head of the agency, are to be used to support a contingency operation or to facilitate defense against or recovery from nuclear, biological, chemical, or radiological attack (Public Law 108-136, Title XIV, Section 1443). When 10 USC §2302(7) is invoked, SAT is in accordance with Figure 3.

Contingency contracting may be performed in support of humanitarian or peacekeeping operations as defined in 10 USC §2302(7). The term *humanitarian* or *peacekeeping operation* is defined as a military operation in support of the provision of humanitarian, foreign disaster assistance, or in support of a peacekeeping operation under Chapter VI or VII of the Charter of the United Nations. The term does not include routine training, force rotation, or stationing.

Major Theater War. These are conflicts where hostilities are ongoing, imminent, or likely, and where there is a substantial commitment of US military forces. Operation Desert Shield, Operation Desert Storm,

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Summary Contingency Threshold Requirements

| Threshold | Small Business | Sole Source Justification | Contractor/Source Review | Sole Source Negotiation | Competitive Source Just. | Pricing | Solicitations | Contracts | Comm. Contracts | Labor Standards | Notice |
|--|---|-----------------------------|--|---|--|--|-------------------------------------|---------------------------------------|---|--|--|
| Micro Purchase \$3,000 | No requirement | | | | | | Request for Quote Document (RFQ) | Simplified Acquisition/Purchase order | | \$2,000 | \$10,000 |
| \$15,000 ² Contingency Inside US | | | | | | | use "C" in solicitation # | Non-commercial ("M" Informal) | Simplified Acquisition | | |
| \$25,000 ² Contingency Outside US | SB Coord. required on Solic./KT. | J&A or equivalent required | | | Abstract (comparison of offers) If competitive | May request pricing assistance if needed | | | commercial ("M" Informal) | \$2,500 Service Contract Award & FAR 22.1003 | \$3.5M Public announcement of award. (FAR 5.303) |
| \$3,000 to \$100,000 ² | SB Coord. required on Solic./KT. FAR 43.103 set aside (may be waived) | J&A or equivalent required | Synopses (FAR 5.2) (D&F req. to waive synopsis due to urgency) | Price Negotiation Memorandum (PNM) If sole source | | | | | commercial ("M" Informal) | \$10,000 Walsh Healy Supply Contracts (FAR 22.603) | |
| SAT \$100,000 ² Contingency Inside US | | | IO18 Contractor review Post-selection & pre-award | Price Negotiation Memorandum (PNM) If sole source | | | Request for Proposal Document (RFP) | Formal contract | | \$100K Miller Act 28.102 | |
| \$1,000,000 ² Contingency Outside US | Open competition (Can set aside if 2+ set aside strategies) | J&A required If sole source | | Price Competition Memorandum (PCM) If competitive | D Form 350 | Certified cost & pricing data required | Use "R" in solicitation # | Non-commercial ("C" formal) | Formal Contract | | |
| Test Program | | | | | | | | | | | |
| Commercial description in FAR 13.500 (e) | | | | | | If sole source (not commercial) | | | Formal Contract commercial ("C" formal) | | |

Termination for Convenience: Contracts under \$5,000 normally be allowed to run to completion. (FAR 49.101) Fast Pay: Limit \$30,000 (FAR 13.402) Claims: Must be certified over \$100K (FAR 33.207)

Sub-Contract Plans: Required \$550 (Comptons=14)(FAR 19.702) Note: A formal contract cannot accept proposals

Rent/Lease->60 days= Lease vs Buy Decision: Competition Required > Micro-purchase

Figure 3. Summary Contingency Threshold Requirements?

Operation Enduring Freedom, and Operation Iraqi Freedom are examples of major theater war. During these operations, contracting usually supplements robust combat support (CS) and combat service support (CSS) infrastructures.

Smaller-Scale Contingencies. These are also conflicts involving ongoing, imminent, or likely hostilities with the US military, however, smaller-scale contingencies involve fewer places and usually a more restricted time schedule, as with Operation Just Cause (Panama). Contracting often supplements CS and CSS capabilities limited by location, strategic lift, or manpower ceilings.

Contingency Operations (Combat and Noncombat). Per JP 3-0, contingency operations encompass a wide range of activities where the military instrument of national power is used for purposes other than the large-scale combat operations usually associated with war. JP 3-0 lists the following categories of contingency operations.

- Arms control
- Combating terrorism
- Counter-drug operations
- Peace operations
- Support to insurgents

Operation Joint Endeavor (Bosnia) is an example of the dozens of contingency operations conducted in recent years.

Military Operations Other Than War (MOOTW). Operations that encompass the use of military capabilities across the range of military operations short of war. These military actions can be applied to complement any combination of the other instruments of national power. MOOTW can occur before, during, and after war.

Domestic Disaster and Emergency Relief. Per *JP 3-28*, domestic disaster and emergency relief operations can range from domestic natural and man-made disasters, to civil disturbances, to terrorist incidents within

the US. DoD missions in the area of disaster relief include efforts to mitigate the results of natural or man-made disasters such as hurricanes, earthquakes, floods, oil spills, riots, and air, rail, or highway accidents. Examples of domestic disaster and emergency relief are DoD support to relief efforts following Hurricanes Isabel, Floyd, Hugo, and Katrina. See Chapter 9 for additional information on domestic disaster and emergency relief.

Military Exercises. Routine military exercises may feel anything but routine to the CCO supporting them. Anyone who has participated in Foal Eagle, Cobra Gold, Bright Star, Key Resolve, National Training Center rotation, or similar types of exercises will attest that there is a very definite sense of urgency, pressure, or risk of life or national interest associated with them. Moreover, they do not qualify as *declared contingencies* or as a major contingency type and generally receive no special consideration for other forms of relief. CCOs must be fully cognizant of the distinction between what is contractually permitted in an actual contingency and what is permitted in an exercise preparing for such a contingency.

Predeployment Planning



Personnel and Administrative Preparations. The following is a generic list of documents and equipment a CCO may need in order to initiate a contingency contracting operation. The requesting unit should reference the need for the following information in the line remarks of an individual's deployment tasking letter or tasking order. The requesting unit may modify this listing as necessary to meet deployment location mission support requirements.

- Official passport plus 6 to 10 extra photos for visas. Visas may be required in order to move from country to country. Official passports are required for each CCO designated to support no-notice deployments that require immediate departure to countries requiring a passport for entry. Each unit shall determine if a CCO

needs to obtain an official passport when initially designated as a CCO.

- Blanket travel orders stamped with applicable security clearance certification, authorization to carry excess baggage, and authorization to transport a firearm in checked baggage with variations and foreign flag carrier authorized.
- Standard Form *(SF) 1402, Certificate of Appointment as a Contracting Officer*, with authority equal to potential responsibilities.
- Prepacked kit of regulatory guidance, forms, supplies, and equipment.
- International driver's license.
- Civilian clothes. In some instances, military uniforms may not be advisable. The regional contracting center (RCC) chief will provide further instructions regarding the wearing of uniforms.
- Governmentwide commercial purchase card (GCPC) bulk funded to the level possible to enable immediate expenditure upon arrival.
- List of unit-assigned procurement instrument identification numbers (PIIN) IAW Defense Federal Acquisition Regulation Supplement *(DFARS) 204.7003* and uniform PIIN issued by the senior contracting official (SCO).
- Department of Defense (DD) Form 1833, *Isolated Personnel Report (ISOPREP)*. The ISOPREP contains data elements that have personal data, photographs, and other information to aid in the recovery of US military, civilians, or DoD contractor personnel, who are isolated, missing, detained, or captured. The ISOPREP and the evasion plan of action are the most important tools to execute timely rescue and recovery. Once *Department of Defense (DD) Form 1833* is completed, it becomes classified confidential; therefore, it should be submitted electronically, not carried on the person. See Army GTA 80-01-001 for more information on personnel recovery.

Mature versus Immature Contracting Environments. CCOs must consider the *maturity factor* in planning for contingency operations. They will need to bring different contracting tools based on maturity and contingency phase.

- **Mature.** A mature contracting environment is one characterized by a sophisticated distribution system that can rapidly respond to changing requirements and priorities; sufficient vendors who can comply with Federal Acquisition Regulation (FAR) requirements in order to meet contingency contracting demands and have previous experience contracting with the US government; and, in the best case, where there is an existing DoD contracting office or structure in place. Examples of mature contracting environments include Kuwait, Saudi Arabia, Qatar, Korea, and Western Europe.
- **Immature.** An immature contracting environment is an area with little or no built-up infrastructure and few vendors. Of the available vendors few, if any, have previous experience contracting with the US. An example of an immature contracting environment is the Horn of Africa.

Contracting During Hostilities. Hostilities may break out during any phase of a contingency operation. The more rapidly the CCO *matures* the contracting operation, the better support he or she will be capable of providing when hostilities do occur. However, some problems are unavoidable.

- Contractor employees may not report for work, or may abandon the job site, or refuse to drive vehicles in certain areas.
- Vendors and shops may close during hours of darkness or cease operations.
- The threat of snipers, terrorists, and enemy action against the CCO while traveling in the local community increases significantly.

As a CCO you will have much opportunity to see what is happening in the local community. It is your responsibility to interface with the intelligence unit to determine the threat, and report any suspicious activity. In the event that you, as a CCO, cannot perform your contracting mission, you must advise supported units so they can plan to perform essential contracted tasks with military manpower. If you are in a situation where the contractor refuses to perform, you need to find another contractor to prevent lapse in service, seek alternate arrangements, or do without the service. Keep your customers informed on contracting activities so they can plan accordingly.

Research Is Key. If you know that you are going to deploy, get as much information about the country, or domestic disaster area, beforehand as possible. One thing you must do is to review site surveys that other advance echelon (ADVON) teams have performed in the past. Use this information to develop a site survey checklist. Read the acquisition guidance (for example acquisition instruction for JCC I-A) for the area of responsibility (AOR) that you will be supporting. Familiarize yourself with the currency and conversion rate. Find out what the local business customs are. Good sources for investigating a country include:

- AARs (unclassified reports: <https://acc.dau.mil/contingency>)
- The Central Intelligence Agency's *World Factbook* at <http://www.cia.gov/cia/publications/factbook/index.html>.
- Web sites of US embassies, consulates, and diplomatic missions, <http://usembassy.state.gov/>
- The State Department Web site (<https://www.state.gov/www/regions.html>) is a permanent archive of information released prior to 20 January 2001. See www.state.gov for information released after 20 January 2001.
- The United States Agency for International Development (USAID) at <http://www.usaid.gov/>. Besides being an excellent source of

country-specific information, one of the missions of USAID is to support economic growth and trade (for example, the USAID Trade for African Development and Enterprise and USAID economic opportunity projects in Jordan), so it is an excellent source for locating vendors and contractors. USAID offices typically are located in each US embassy.

- The US Navy has husbanding contracts to support fleet port visits. The contracts may be able to support an initial response for humanitarian assistance or disaster response to assist the CCO at the very beginning. Contact the regional Fleet and Industrial Supply Center (FISC) to determine if a contracting vehicle is in place to support critical needs for an emergency response. Orders must be placed by the applicable FISC contracting officer.

FISC Yokosuka Det Singapore: Far East Australia

Chief of Contracting: 011-65-6750-2550

Duty Officer Cell: 011-65-6750-2307 DSN 315-243-7733

online: <https://www.navsup.navy.mil/navsup/ourteam/comfiscs/fiscy>

FISC Sigonella (United States European Command [USEUCOM] and United States Central Command [USCENTCOM] AOR):

DSN: 314 626-3703, Commercial: 757-443-1601, Phone: +39-081-568-3703, online:

<http://www.navsup.navy.mil/navsup/ourteam/comfiscs/fiscsi>

FISC Norfolk (United States Southern Command [USSOUTHCOM] and United States Northern Command [USNORTHCOM] AORs):

DSN 646-1601, online:

<https://www.navsup.navy.mil/navsup/ourteam/comfiscs/fiscn>

After Action Reports (AAR).    

Lessons learned, or AARs, should be forwarded through the responsible SCO within 30 days of redeployment to home station. AARs should include follow-on plans for contracts issued in support of the contingency mission. It is recommended for CCOs to start writing their AAR as soon as they arrive, and leave a copy of the AAR in the continuity book prior to departure from the area. To access sample AARs:

- **Step 1.** To join the acquisition community connection go to <https://acc.dau.mil/join>. After you have received your membership notification, you must request access to AARs.
- **Step 2.** Send a message to msc@dau.mil with the reason for access and upon approval you will receive a confirmation message: AAR lessons learned: <https://acc.dau.mil/contingency>.

Contracting Support Integration Plan (CSIP). 

Whenever possible, the CCO should become part of the Joint contingency planning staff that produces the CSIP. Advance planning and preparation are critical to effective contracting support. A CSIP is the mechanism for planning the contracting support for the operation. The CSIP ensures that contracting personnel conduct advance planning, preparation, and coordination to support deployed forces, and that contracting plans and procedures are known and included in overall plans for an operation. A CSIP is an integral part of both the contingency and crisis action planning process, and should be included in all plans within the contracting annex. Generally, a CCO will need to review the CSIP before deploying into the contingency location.

In the development of the CSIP, the CCO must be aware of the dynamic nature of the threat and develop his own threat risk assessment plan. This should include requirements for any predeployment force protection and personnel recovery training. Preliminary contact should be established with the in-theater Joint personnel recovery center (JPRC) for an exchange

of information relevant to contractor activities, locations, and personnel recovery requirements and capabilities in the area.

CCO Continuity Book. Once you arrive at the deployed location, review information contained in the CCO continuity book. The CCO will maintain and continuously update the CCO continuity book for follow-on CCOs. Upon termination of a deployment, the last CCO will forward the continuity book to the applicable J4 supporting the AOR. The book should include as a minimum:

- A current vendor or contractor source listing to include vendor names, addresses, telephone numbers, points of contact (POC), and type of supplies or services provided.
- A current list of vendors and contractors willing to provide 24-hour per day emergency support.
- Copies of all headquarters policy letters, acquisition instructions, and messages of guidance received to date.
- Minutes of all meetings attended by CCO personnel to include open action items impacting the contracting function
- A listing of all ratification actions to date.
- Contractor delivery information and gate security.
- Copies of all customer education handouts developed to date.
- Key POCs at the deployed site to include name, grade, duty title unit, telephone number, and after-hours POC, if available.
- Lessons learned during the deployment to date.
- Copies of weekly reports of actions and dollars spent to date.
- Reconciliation reports.
- Disposition of purchase records.
- After Action Report. Within 30 days after redeployment, each CCO shall submit an electronic AAR to his or her parent command who will in turn forward the report to the theater command supporting

the AOR. Selected AARs will be forwarded to Defense Acquisition University for inclusion in the contingency contracting community of practice.

- Current list of enduring contract vehicles with contingency clauses.

Advanced Echelon Teams (ADVON).

Within the first 30 days of a contingency declaration, a CCO will deploy with the ADVON team. At a minimum, the team should consist of a CCO, engineering representative, finance representative, logistics personnel, comptroller representative or funds certifier, and a legal representative. The size and number of teams will be dependent on the contingency, humanitarian assistance or peacekeeping operational requirements, and the operational requirements of the mission as determined by the head of contracting activity (HCA) and SCO. The CCO in charge of the procurement function needs to arrive with the ADVON team. This experienced CCO should locate sources, become familiar with local conditions, and consult with the Army Criminal Investigation Division (CID), Air Force Office of Special Investigations (OSI), and Naval Criminal Investigative Service (NCIS) concerning security and force protection, and personnel recovery matters before arrival of unit personnel. Additionally, the CCO should consult with the embassy regional security officer for interface with any interagency or host nation recovery mechanisms that might exist. Plans should provide for adequate security arrangements and disbursing officer support during advanced deployments. Bulk funds and a means to replenish the funds should also be provided. The CCO or ordering officer (OO) should also carry an approved GCPC to facilitate the procurement process whenever and wherever possible.

Additionally, the Joint contingency acquisition support office (JCASO) provides expeditionary support in the initial phases of a declared contingency through its Joint operational contract support teams (JOCST). These JOCSTs are intended to be used as an intact staff augmentation element, and not as individual augmentees (IA).

For more information on JCASO and JOCSTs, see Concept for the Joint contingency acquisition support office (JCASO).

Site Surveys. 

Generally, the ADVON team will conduct the site survey. It should include sources, business customs, maps, interpreter sources, and other important information. Take a camera on the site survey and get everything on film. Pictures of runways, water pumps, generators, control towers, and perimeter fencing will greatly aid engineering, operations, and security forces personnel who could not make it to the site survey. Pictures will also refresh your memory for requirements later on. Make sure you check with the US embassy or host nation to see if you need to seek permission to take pictures.

Plugging In Downrange

Once your feet hit the ground, your next task is to learn how to plug in! You must quickly find your support structure (J4) and meet with the on-site commander to discuss the following:

- Purchase request control procedures, to include funds accountability, purchase request validation and approval, inspection, acceptance, quality assurance procedures, and disposition of purchased assets.
- Inform the on-site commander that additional duties may impede contracting responsibilities or create a conflict of interest.
- Advise the on-site commander that only the CCO is authorized to obligate the US government for local purchases. Offer to brief this at the first commander's call.
- Have the on-site commander put into policy that no one place undue pressure or command influence on CCOs to purchase any goods and services that violate laws or regulations.

Locate your customers, obtain finance support, and obtain point of contacts at the local embassy. As part of an early deployment, one of your first actions should be to contact the US embassy located in the respective host nation. Specifically, two embassy offices are of major importance from a contingency contracting perspective—the government services officer (GSO) and executive coordinating agency (ECA). The GSO is essentially a contracting office within the embassy who would know what support agreements are in place. It is important to know, if an embassy is called upon to assist with contracting actions, an international cooperative and administrative support service cost is charged. You will also want to know if the country hosting the deployment has an acquisition and cross-servicing agreement (ACSA). If one is in place, it could provide the force with logistics support, supplies and services. You can also get a list of all countries with which the US has an ACSA by checking the SIPRNET [Secret Internet Protocol Router Network] at: <http://www.centcom.smil.mil/CCJ4/Programs/master/ccj4/index.htm>.

It is quite possible food, water, fuel, transportation, and facilities may be provided, which will eliminate many problems. Embassies have important country specific knowledge and can help guide you in what to do and what not to do, not to mention being an excellent resource for locating vendors and contractors. They should also know if the Surface Deployment and Distribution Command or the Navy has port contracts. An ECA is located in some embassies and may provide greater support than the GSO. A list of ECAs can be found at: <http://www.allstays.com/Resources/usa-missions.htm>. Like other organizations, embassies differ in how much and how well they can support you, depending upon location and the attitudes of their staff. A list of US embassies can be found at: <http://usembassy.state.gov/>.

Acquisition and Cross-Servicing Agreements (ACSA). (*Department of Defense Directive (DoDD) 2010.9*) ACSAs are bilateral international agreements that allow for the provision of cooperative logistics support under the authority granted in *10 USC §2341-2350*. The ACSA statute

was enacted to simplify exchanges of logistic support, supplies, and services between the US and other North Atlantic Treaty Organization (NATO) forces. The act was subsequently amended in 1994 to permit ACSAs with the governments of eligible non-NATO countries to require equal value exchanges, to allow ACSAs with United Nations organizations, and to authorize the loan or lease of equipment. Key elements of an ACSA include:

- Transactions may be cash reimbursement, equal value exchanges, or replacement in kind of logistic support, supplies, and services.
- The kinds of logistics support that may be exchanged are food; billeting; transportation; petroleum, oil, and lubricants (POL); communications services; nonaccredited training; ammunition; emergency medical services; and base operations.
- Categories of support which may never be exchanged are guided missiles and kits, major end items, chemical or nuclear munitions, formal accredited course training, official uniforms, or major construction projects.

For ACSA information, go to <https://ca.dtic.mil/jcs/j4/projects/acsa/>.

Under ACSAs, host nation support agreements, and international agreement arrangements, the US government and the Allied force supply sources agree to acquire and reimburse for logistics support, supplies and services to include food, water, ice, billeting, transportation (except cooperative airlift), ground fuel, POL, utilities (for example, electricity), clothing, communication services, medical services, base operations support (and minor construction incident thereto), storage services, use of facilities, operational training services, spare parts and components, repair and maintenance services, and airport and seaport services. Consult your servicing legal office when there are questions on ACSAs or other international agreements.

Host Nation Support (HNS).

It is essential to establish a link with the HNS teams and obtain cooperation from HNS authorities and personnel to enhance the contracting officer's ability to fulfill the contingency contracting obligation. It is also important to understand what can be obtained through HNS. Contact with local US authorities and higher headquarters will help determine whether HNS is available. Before deployment, coordination with legal assistance, civil affairs units, intelligence, and the US embassy will also be useful as possible sources for identifying contractor information in the area. A liaison officer should have knowledge of the HNS laws, regulations, and military command structure and be able to coordinate with the host nation to initiate site surveys. Reconnaissance visits to proposed contingency, humanitarian assistance, or peacekeeping operation sites will help identify what support can be provided by the host nation.

Status of Forces Agreement (SOFA). The SOFA is intended to clarify the terms under which the foreign military is allowed to operate. Typically, purely military issues such as the locations of bases and access to facilities are covered by separate agreements. The SOFA is more concerned with the legal issues associated with military individuals and property. This may include issues like entry and exit into the country, tax liabilities, postal services, or employment terms for host-country nationals, but the most contentious issues are civil and criminal jurisdiction over the bases. For civil matters, SOFAs provide for how civil damages caused by the forces will be determined and paid.

NATO Tasking

There are two situations when a CCO might get deployed for NATO. One situation is a national tasking (US troop contribution), when the FAR and normal warrant would be used. Second, there is the NATO tasking against

a crisis establishment manning document, normally supporting a NATO headquarters. This is when the NATO rules apply. For example, CCOs stationed at Camp Bondsteel in Kosovo use US rules, while CCOs stationed at KFOR HQ in Pristina use NATO rules. It comes down to funding: if US funds are used, then US rules and US warrants apply; if NATO funds are used, then NATO rules and NATO warrants apply. If you are tasked to support a NATO operation, be aware that the contracting rules are vastly different from those you are used to. You will work as a procurement and contracting (P&C) officer and be assigned to a regional Allied contracting office. You will not follow the FAR, but Bi-SC Directive 60-70, located at http://www.nato.int/shape/community/budfin/ifib/dir60_70.pdf

The Headquarters Chief, Procurement and Contracting, nominates P&C officers, and the NATO headquarters commander or chief of staff appoints them. Your P&C officer authority, provided in the form of a written warrant, is only valid for contracts issued on behalf of the NATO Headquarters or agencies to which you are assigned or designated to support. No other warrant will be considered valid authority for Bi-SC P&C officers.

Special Requirements for Acquisition Planning



- Consider the impacts of agreements and operation plans that may affect how work may be performed under the contract such as:
 - The applicability of any international agreements to the acquisition such as SOFAs. See <http://www.afsc.army.mil/gc/sofas.htm> for a list of these agreements.
 - Security requirements applicable to the AOR.
 - All contractor personnel authorized to be armed must be fully briefed on the US, host nation laws, SOFAs, and JFC policies regarding the circumstances in which they may use force.

- The standards of conduct for the prospective contractor and its employees and any consequences for violation of the standards of conduct.
- Requirements for use of foreign currencies, including applicability of US holdings of excess foreign currencies.
- Availability of government-furnished logistical support for contractor employees (such as lodging, meals, medical, and office supplies). The contractor shall periodically perform a physical inventory of all government-furnished property IAW *FAR 52.245.1*.
- Information on taxes and duties from which the government may be exempt (check with the local embassy).
- The applicability of ACSAs (*DoDD 2010.9, Acquisition and Cross-Servicing Agreements*, can be found at <http://www.dtic.mil/whs/directives/corres/pdf/201009p.pdf>).
- Consider the impacts of SOFAs and other international agreements and treaties. For example:
 - For work performed in Japan, US-Japan bilateral agreements govern the status of contractors and employees, criminal jurisdiction, and taxation. United States Forces Japan, and component policy, as well as US-Japan bilateral agreements govern logistic support and base privileges of contractor employees.
 - For work performed in Korea, US-Korea bilateral agreements govern the status of contractors and employees, criminal jurisdiction, and taxation. United States Forces Korea, and component policy, as well as US-Korea bilateral agreements govern logistic support and base privileges of contractor employees.
- Consider the state of the local banking system and its impact on the contract's business arrangement.

Referrals and Reachback. There may be purchase requests which cannot be fulfilled from the local market. The CCO should not overlook or underestimate the usefulness of the referral system to fulfill requirements. Requirements may be referred to another contracting activity for action or sent back to a CONUS location for reachback support. There are usually many sources of contracting expertise geographically separated from the deployed CCO that could be used, such as:

- The American embassy or consulate.
- The nearest permanent military installation contracting office.
- The theater J4.
- CONUS Contracting Offices. At times CONUS contracting offices may be asked to support OCONUS contingencies. This may be done for several reasons. In some cases the forward-deployed assets may not be able to process the deluge of requirements for large scale contingencies. In other cases, the conditions in the contingency area of operations may be so dangerous that a large contracting footprint cannot be maintained. In other cases, the complexity of the contract requirement may lead it to be assigned to a contracting center of excellence for the pre-award and contract award phase, and then transferred back to the CONUS activity for contract administration. No matter what has driven your current situation, a few ground rules exist for supporting an OCONUS contingency from CONUS:
 - It is important that the OCONUS CCO who will be administering the contract be involved in the contract award process and be kept informed on the development of the acquisition strategy. He or she is the person who understands the environment in which the contract must be executed. The requiring activity may not understand all the ins and outs of getting supplies or people to the AOR or the basic facts of

contracting life *over there*. An unexecutable contract is not helpful to anyone. Contact the CCO early and often.

- Be aware of any established memorandum of understanding or memorandum of agreement with your OCONUS partner to ensure the operation-specific issues are clearly ironed out and that you know which SOFAs and other international agreements apply.
- Defense Logistics Agency.

The CCO should not arbitrarily limit the potential markets available to satisfy a customer's needs. For example, in the Pacific theater, there is a program called the PACOM Contingency Acquisition Program, which has pre-identified redundant sources of supply in more than 10 countries who are willing and able to satisfy many of United States Pacific Command's known requirements.

For those CCOs using reachback buying units, the following information concerning funding and shipments is provided. In most cases, the vendor will be requested to make delivery to a specified AOR buying office—the normal free on board (FOB) destination point. Also include up to \$100 for shipping and handling per item (depending on the size and weight of an item) in case the CONUS vendor's FOB point is at origin, not destination. If the items are critical and require expedited delivery to the CCO's deployed location, more funds may be needed. An accurate estimate of required funding will help the reachback buying unit complete the CCO's order without having to go back to the CCO for additional funds. Since it will normally take 3 to 6 weeks from the time the CCO forwards a request to the reachback buying unit to the time the CCO receives the items, delays for requesting additional funds will only frustrate the customer who requires the item. It is important for the CCO to know that the more preferred purchasing method is through the local AOR to prevent customs and delivery nightmares. Check the local market before you attempt reaching back or purchasing via the Internet.

Civil Augmentation Programs (CAP)

CAP plans for the use of civilian contractors during contingencies or in wartime to augment the logistics support of selected forces. Typically these programs could apply in all phases of contingency operations. The Army, Navy, and Air Force each have a CAP contract. A CCO needs to understand the capabilities each contract provides. All three of these civilian augmentation programs support US joint operations worldwide. They prevent the dilution of military forces that would occur if the military had to provide the required services and support. However, these contracts are expensive. They should be used only when it is not appropriate for military personnel to provide needed services and functions. Commanders must be vigilant in the use of civilian augmentation because contract costs can get out of control easily, particularly when changes or additions are made late in the execution phase. However, these civilian augmentation contracts often are the only means of getting skilled people and services needed to construct and repair buildings and equipment quickly.

Logistics Civil Augmentation Program (LOGCAP). LOGCAP is designed to provide general logistics and minor construction support to deployed Army, Joint, multinational, and interagency forces. The LOGCAP has been routinely used with significant success in supporting full spectrum operations for over a decade. The Army is currently on its fourth contract iteration of LOGCAP. LOGCAP IV differs from LOGCAP I through III in that, instead of just one contractor, it now has separate support and performance contractors. More specifically, the Army has selected one support contract and multiple separate performance contractors. Under the LOGCAP IV program, the support contractor conducts the planning and program support. Once the Army has identified a LOGCAP need, the support contractor will provide the plan to the performance contractors, receive the bids from the performance contractors for the task order, evaluate the bids, and recommend a contractor to execute the plan.

- **Capabilities.** In general, LOGCAP can be utilized to provide logistic services and minor construction support for any scale operation. Assuming that the support contractor has received sufficient time in advance to coordinate rough order of magnitude and the technical evaluation plan, and appropriate lift into the Joint operations area, LOGCAP task orders can be utilized to provide basic life support for up to 77,000 personnel within 30 days of the announced C-date.



It is Headquarters, Department of the Army (HQDA) policy that all of the LOGCAP task orders be designed to be readily converted to competitively-bid theater support contracts.

- **Planning.** The LOGCAP IV planning requirement calls for three LOGCAP support contractors, in coordination with the supporting LOGCAP forward, to prepare a variety of Army component and Joint force-level support plans. The support contractor will prepare and maintain two types of plans. Worldwide plans are the deliberate plans that generate generic and regional LOGCAP plans for the supported commander, normally at the Army component level. These generic plans provide the baseline for contractor support and differentiate between support in a developed country and that required to support a deployment in a nondeveloped area. Focused planning begins with the identification of a specific mission in the crisis action planning process. These specific plans provide a detailed description of equipment, material, personnel, and supporting services, facilities, and potential suppliers required to support the customer-identified augmentation requirements. The planning contractor also maintains database support for five broad categories: facilities, supplies, services, maintenance, and transportation. Support for actual operations is tailored based on the concept of support developed for the operation.

- **Management.** The Army LOGCAP is an HQDA program. The HQDA G4 is the LOGCAP policy and program manager while the US Army Materiel Command, through its subordinate Army sustainment command, is responsible for program planning and execution. The Army components supporting field support brigade, augmented with the LOGCAP deputy program manager, planning team, and a LOGCAP support unit (LSU), provide the Joint force commander and Army forces commander a single focal point for centrally managing LOGCAP planning and execution. Within the operational area, the LSU is responsible for incorporating LOGCAP requirements into operation plans and fragmentary orders for providing assistance to requiring activities with validated LOGCAP requirements. Once delegated by the Army Sustainment Command (ASC) procuring contracting officer, the Defense Contract Management Agency (DCMA) will provide administrative contracting officers to administer the task orders in accordance with the base contract and guidance from the LOGCAP deputy program manager. DCMA will also provide quality assurance representatives and property administrators as needed. Units may be required to provide limited COR [contracting officer's representative] support depending on the scope and scale of the operation.

Air Force Contract Augmentation Program (AFCAP). See <http://www.afcesa.af.mil/>. The AFCAP is a worldwide contingency contract tool available to support the Air Force, and Joint force, along with any US government agency in need of urgent logistic assistance in support of contingency operations. AFCAP, like all CAP programs, is designed to rapidly leverage private industry capabilities as a force multiplier in supplying highly responsive solutions to meet global mission objectives across the full range of military operations. AFCAP contractors have a worldwide capability, coupled to an existing breadth and depth of commercial business interests aligned to be able to meet contingency

operations requirements. Unlike the other Service CAPs, AFCAP can be utilized to procure and expeditiously ship just-in-time commodities. Depending on urgency, degree of requirements definition or task stability, contracts can be tailored into firm-fixed-price, cost-plus fixed-fee, or cost-plus award-fee task orders as necessary to best match the government's needs.

- **Capabilities.** AFCAP is able to provide, as a minimum, 72 core general engineering and other logistic services along with commodity procurement and shipment capabilities. The scope of the AFCAP contract requires that the contractors provide the personnel, equipment, materials, services, travel, and all other means necessary to provide a quick response, worldwide planning, and deployment capability. The contract provides additional capabilities to allow military missions to continue when there are facility or service support constraints. AFCAP contractors can provide manpower to complete or augment tasks, a full range of just-in-time logistics (acquisitions, deliveries, procurement of commercial off-the-shelf items, heavy equipment leases, bulk materials, war reserve materiel augmentation, and so forth) and expedient design and build construction. Whenever possible, the AFCAP contractor draws upon significant in-place expertise and worldwide commercial vendors with readily available assets. A major contributing effort for AFCAP is in the area of sustainment and maintenance of the deployed forces and initial force projection effort. AFCAP can also be utilized to provide initial force beddown of non-Air Force personnel (the Air Force has organic military capability for its own life support). AFCAP may be utilized to help transition and upgrade bare bases from initial austere support to temporary, standard facilities and utilities. This allows for the recovery and reconstitution of critical war reserve materiel resources for use at other locations or to support additional expansion for a

specific mission. Finally, AFCAP also can be utilized for general equipment support, but is not intended to be used for in-depth equipment maintenance or depot-level overhaul at contingency locations since the Air Force already has other provisions for these requirements.

- **Planning.** AFCAP contractors can be asked to provide rough order of magnitude (ROM) estimates; however, most ROM estimates are accomplished by Headquarters (HQ) Air Force Civil Engineering Support Agency (AFCESA) staff. Task orders for planning by AFCAP contractors can be awarded to assist customers with their requirements.
- **Management.** HQ AFCESA provides program management functions and Air Force Education and Training Command (AETC) provide contracting support for AFCAP requiring activities. HQ AFCESA is located at Tyndall Air Force Base, Florida, with program management deployed forward as required. The AFCAP procuring contracting officer (PCO) normally delegates all appropriate contract administration and audit services functions to DCMA IAW the specific needs of that task order. DCMA will provide administrative contracting officer (ACO) support, and, in consultation with the auditor, monitor, review, and approve the contractor's business systems (such as accounting, purchasing, and estimating systems). DCMA will also provide property administration and quality assurance support as required. DCMA ACOs also have the authority to execute no-cost change orders to task orders. Should DCMA experience a shortfall for field support during the execution of AFCAP, AFCESA will provide field assessment surveillance teams (FAST). The AFCESA FASTs are based on a tailorable, multifunctional deployable team concept, as needed by task order, location, and region—first-class *boots on the ground* oversight ensuring cost, schedule, and quality task order

performance by the AFCAP contractors. AETC contracting will retain all contracting functions not delegated to DCMA, to include all PCO functions (issuance of all task orders), execution of modifications resulting in price changes to task orders, and execution of modifications to the basic contract (exercise of options).

US Navy Global Contingency Contracts. The Navy Facilities and Engineering Command (NAVFAC) have awarded two worldwide contingency theater support contracts: the Global Construction Capability Contract (GCCC) and the Global Contingency Service Contract (GCSC). The GCCC is focused on construction while the GCSC is focused on facilities support. They are both described in more detail in the following paragraphs. Any orders for the GCCC or the GCSC must be coordinated through a NAVFAC coordinating officer.

- **GCCC.** The GCCC is a competitively solicited multiple award, cost reimbursable contract with award fee. This acquisition vehicle provides three prequalified sources to provide a maximum of \$1B of construction over 5 years. The contract provides construction, design and build construction, and related engineering services in response to natural disasters, humanitarian assistance, conflict, or situations with similar characteristics. This includes occasional projects to ensure readiness to perform during emergency situations and military exercises. GCCC is also an acquisition tool that NAVFAC utilizes to support DoDD 4270.5, *Military Construction*.
 - **Capabilities.** The GCCC will provide the Navy, and the Navy on behalf of DoD or other federal agencies when authorized, an immediate response for civilian construction capability. The scope includes the capability to provide general mobilization services for personnel, equipment, and material in support of Naval construction forces (NCF) mobilization efforts and similar mobilization efforts, and to set up and operate material liaison

offices at a deployed site in support of NCF operations. Work is predominately construction; however, services incidental to the construction may also be included. Construction critical response during an emergency will primarily support aid for natural disasters, military conflict, or humanitarian aide.

- **Planning.** Each contractor is required to maintain by contract an in-place contingency response plan available to facilitate response to emerging requirements. The plan identifies prepositioned resources, suppliers, and procedures for rapidly developing detailed execution plans tailored to the specific requirements of the emergency situation.
- **Management.** The GCCC is managed by the NAVFAC, Atlantic in Norfolk, Virginia. Other NAVFAC components also may be given ordering office authority under this contract.
- **GCSC.** The Navy's GCSC is an indefinite delivery, indefinite quantity cost-plus award fee contract designed to quickly provide short-term facilities support services with incidental construction at various locations (including remote locations) throughout the world.
- **Capability.** 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 ceiling of \$450M over 5 years.
- **Planning.** The contractor is required to maintain by contract an in-place contingency response plan available to facilitate response to emerging requirements. The plan identifies prepositioned resources, suppliers, and procedures for rapidly developing detailed execution plans tailored to the specific requirements of the emergency situation.
- **Management.** The GCSC is managed by the NAVFAC, Pacific. Other NAVFAC components may also be given ordering office authority under this contract.

Administrative Requirements for Referrals. Referral packages should be tracked until completed. This will help the CCO know the status of referrals and help the finance officer keep track of outstanding commitments. Before sending a requirement to another location, usually via e-mail or facsimile, the CCO should ensure the acquisition package is complete. The package should include, as appropriate, a purchase request (PR), full item description, commitment of funds (to include stock funds), brand name or sole source justification, depot waivers, customs clearances (if required), transportation control number, transportation account codes, and so forth. Additionally, the complete mailing address and telephone number or a single point of contact (preferably the customer/requester) must be provided. For contract repair items, a *Department of Defense Form 1149*, or other hand receipt should be included with the item for repairs as well. Transfer funds in accordance with Department of Defense Instruction (*DoDI*) 4000.19, *Interservice and Intergovernmental Support*.

Other Contracting Offices in the AOR. DoD has contracting offices around the world. No matter where CCOs deploy, there is always a contracting office in the geographic vicinity. A few of the unified commands have contract representation on the J4 staffs, but most delegate theater contracting to an SCO. Below is a list of commands and contact information:

US Army Contracting Support Brigade (CSB), online: <http://www.amc.army.mil/pa/Fact%20sheets/ASC,%20May%202007.doc>

JCC I/A - BTA-SERVICE DESK GBTA.MIL, 703-607-3922, online: <https://ishare.bta.mil/default.aspx> (password protected)

USCENTCOM – Contracting Office, 813-827-6420, online: <http://www2.centcom.mil/sites/contracts/Pages/Default.aspx>

USPACOM – Defaults to Pacific Air Forces A7K, DSN 315-4498566/5516, online: <http://www.pacom.mil/>

US FORCES KOREA – Army Contracting Agency Principal Assistant Responsible for Contracting (PARC), DSN 315-724-6082, online: <http://www.usfk.mil/USFK/index.html>

USEUCOM – Defaults to the United States Air Forces in Europe A7K, DSN 314-480-5910, online: <http://www.eucom.mil/english/index.asp>

USSOUTHCOM – Defaults to the US Army South PARC, 210-2956120, online: <http://www.southcom.mil/appssc/index.php>

USNORTHCOM, online: <http://www.northcom.mil/home.html>

USSOCOM [United States Special Operations Command], online: <http://www.socom.mil/>

USAFRICOM [United States Africa Command], online: <http://www.africom.mil/interactiveMap.asp?target= self>

Fleet and Industrial Supply Centers (FISC). The regional FISC structure provides contracting support for Navy units. Contact the regional FISC for potential existing contract support for noncombative contingency operations. FISC Norfolk is the lead for 2^d and 4th Fleets (US East Coast and USSOUTHCOM), FISC San Diego is the lead for 3rd Fleet (US West Coast), FISC Sigonella is the lead for 5th and 6th Fleets (USCENTCOM, USEUCOM and USAFRICOM), and FISC Yokosuka is the lead for 7th Fleet (Far East).

Defense Contractors Outside of the United States. Contractor support is an option available to field commanders to augment available military support resources and host nation support (HNS). DoDI 1100.22, *Policy and Procedures for Determining Workforce Mix*, sets restrictions on functions provided by contractors. Functions that may be provided by private security contractors (PSC) include the protection of fixed facilities, assets, personnel, and use of mobile convoy security to protect personnel and materiel movements in the insecure areas outside US bases. Private security contractors must be employed cautiously where major combat

operations are ongoing or imminent. Several factors should be weighed when considering specific security contracts: where the contract security personnel will operate; the anticipated threat; what property or personnel is to be protected; the manner in which the contractor will be operating in areas of increased risk, including command and control, the sharing of threat information, and communication with forces; and the training and qualifications of the contract security personnel. DoDI 3020.50, *Private Security Contractors (PSCs) Operating in Contingency Operations*, establishes policy for the use of PSCs in contingency operations. Policies and procedures already implemented require that PSCs have been subject to official background checks and are trained, qualified, and authorized by the combatant commander to be armed. PSCs operate under strict rules for the use of force that are defensive in nature, carefully supervised, and only allow the use of deadly force as a last resort in response to imminent threats and in the inherent individual right of self defense. All DoD and Department of State private security companies and their personnel are also regulated, as required, by the appropriate host country. These regulations must be considered when contracting for PSC services. For example, in most cases, PSCs must be licensed by the host country. In the initial stages of an operation, supplies, services, and construction provided by local contractors can improve response time and free military resources for combat operations. As the operation progresses, contractors provide traditional logistics support and other nonlogistics-related support. Contractors may also provide things such as interpreters, communications, or infrastructure support. Contractor support allows the commander to minimize the number of combat personnel and maximize the number focused on combat operations. At the conclusion of operations, contractors can also facilitate early redeployment of military personnel. DoD provides overarching guidance in *DoDI 3020.41, Contractor Personnel Authorized to Accompany the US Armed Forces*. The instruction applies to all DoD components, combatant commanders, and contingency contractor personnel. The instruction does not apply to contracts performed within the US or at any location not designated as a

declared contingency. Follow requirements at *DFARS 225.7402-4* to include ensuring the incorporation of *DFARS clause 252.225-7040* when the contract authorizes that contractor personnel accompany US armed forces deployed outside the United States. In addition, follow requirements at *FAR 28.305, Overseas Workers Compensation and War Hazard Insurance*, and *FAR 28.309, Contract Clauses for Workers Compensation Insurance*, for incorporation of *FAR clause 52.228-5, Insurance – Work on a Government Installation*, and *52.228-3 Defense Base Act (DBA)*. (See <http://www.dol.gov/owcp/dlhwc/DBAFaqs.htm> for more information on DBA).

General Deployment Procedures. 

All contractors authorized to accompany the forces (CAAF) shall report to the deployment center designated in the contract before departing for a contingency operation to:

- Validate entry of accountability information in the Synchronized Predeployment and Operational Tracker (SPOT) database
- Issue or validate possession of proper identification cards
- Receive applicable government-furnished equipment
- Receive medical and dental screening including required military-specific vaccinations and immunizations (such as anthrax, smallpox, and typhoid)
- Validate or complete any required training (such as Geneva Conventions; Law of Armed Conflict; general orders; standards of conduct; force protection; personnel recovery; medical; operational security; antiterrorism; nuclear, biological, and chemical protective gear; country brief and cultural awareness; and other training as appropriate)

Upon completion of deployment processing, certified by annotating the letter of authorization or providing a separate deployment processing certification letter, CAAF receives deployment process certification to bring with them to the Joint reception center (JRC). The CAAF deploying

as part of a specific unit will have their contractor certification documentation included in the appropriate unit manifest. Any CAAF deploying individually are required to carry this certification with them at all times.

In-Theater Contractor Personnel Management. In-theater contract and contractor management challenges discussed in this section include accountability, reception, onward movement and restrictions on contractor support (by area, phase of operation, or other measures as appropriate). Other key in-theater contractor personnel management considerations such as discipline, force protection, and security are discussed in other sections of this chapter.

- **Personnel Accountability.** Properly establishing and having accountability of all CAAF personnel is extremely important to the JFC. Without such information, it is impossible to properly plan for and integrate contingency contractor personnel into the overall operation. Personnel accountability is critically important in determining and resourcing government support requirements such as facilities, life support, force protection, and force health protection in hostile or austere operational environments. Because of the difficulty in incorporating contractor personnel information into existing personnel accountability systems, the Office of Under Secretary of Defense for Acquisition, Technology, and Logistics OUSD (AT&L) has recently designated SPOT as a DoD enterprise system to manage and maintain accountability, by name, of contractor personnel when deployed into an operational area. SPOT is a Web-based application that allows authorized users to view, input, and manage contractor personnel predeployment, accountability, and location data. Additionally, SPOT is designed to issue automated letters of authorization as part of the contractor accountability process. Specific SPOT related policies and procedures are currently in development.

- **Reception.** All CAAF personnel will be processed in and out of the operational area through a JRC or other personnel centers designated by the JFC. The JRC will verify that the contractor personnel are included in the SPOT database and that the contractor personnel have met all theater entrance requirements. 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. Geographic combatant commanders (GCC) and their subordinate JFCs need to set and enforce specific policies for handling CAAF personnel who do not meet all established theater entrance requirements.
- **Onward Movement.** 

Once the JRC fully verifies that the contractor is included in the SPOT database and that all theater entrance requirements are met, contractor personnel should be issued any required operational specific identification documents. The JRC will arrange for transportation of the contractor and his equipment to the point of performance. Arrangement of intratheater transportation of CAAF personnel will include the appropriate force protection and security measures commensurate to force protection and security measures taken for DoD civilians.
- **Location and Movement Considerations.** Contractors can be expected to perform virtually anywhere in the operational area, subject to the terms of the contract and the JFC's risk assessment of the local threat level. Based on this risk assessment, the JFC or subordinate area commanders may place specific restrictions on locations and timing of contract support; however, care must be taken to coordinate any restrictions with component commanders, applicable DoD agencies, and contracting officers. Additionally, contractor personnel location reporting and equipment movement must be incorporated into the JFC movement control, personnel accountability, and force protection plans.

- Registration is required to access SPOT at <https://spot.altess.army.mil>. Registration cannot be completed until a designated organizational sponsor sends an approval mail to spot.registration@us.army.mil.

For information on SPOT registration and contractor personnel letters of authorization, please visit <https://www.us.army.mil/suite/kc/12559209>. You must have an Army Knowledge Online logon to visit this Web site.

CCOs, their designated representatives, and contractors need to be aware of the personnel recovery architecture that exists to support their recovery. Isolated personnel training provides information on processes and actions required should one become isolated from friendly control. This training includes individual survival, evasion, resistance, and escape (SERE) training as determined by the requiring activity and supported JFC and Service component. SERE 100 is a universal, basic requirement for all theaters.

Contingency Contracting Support Phases

The four phases of contracting support that typically occur during contingencies are mobilization and initial deployment, buildup, sustainment, and termination and redeployment (See Figure 4).

Phase I: Mobilization and Initial Deployment. This is normally the first 30-45 days of a deployment and is characterized by an extremely high operations tempo, confusion, and controlled chaos. *Take care of yourself first!* CCOs should be prepared to procure and request items needed to set up contracting operations immediately upon arrival. CCOs should take the following actions immediately upon entry into theater as they are essential in supporting an effective contingency contracting organization:

- Obtain a low profile security vehicle (assigned or rented) for the CCO's dedicated use for making purchases, establishing supply sources, and picking up supplies in the local market.

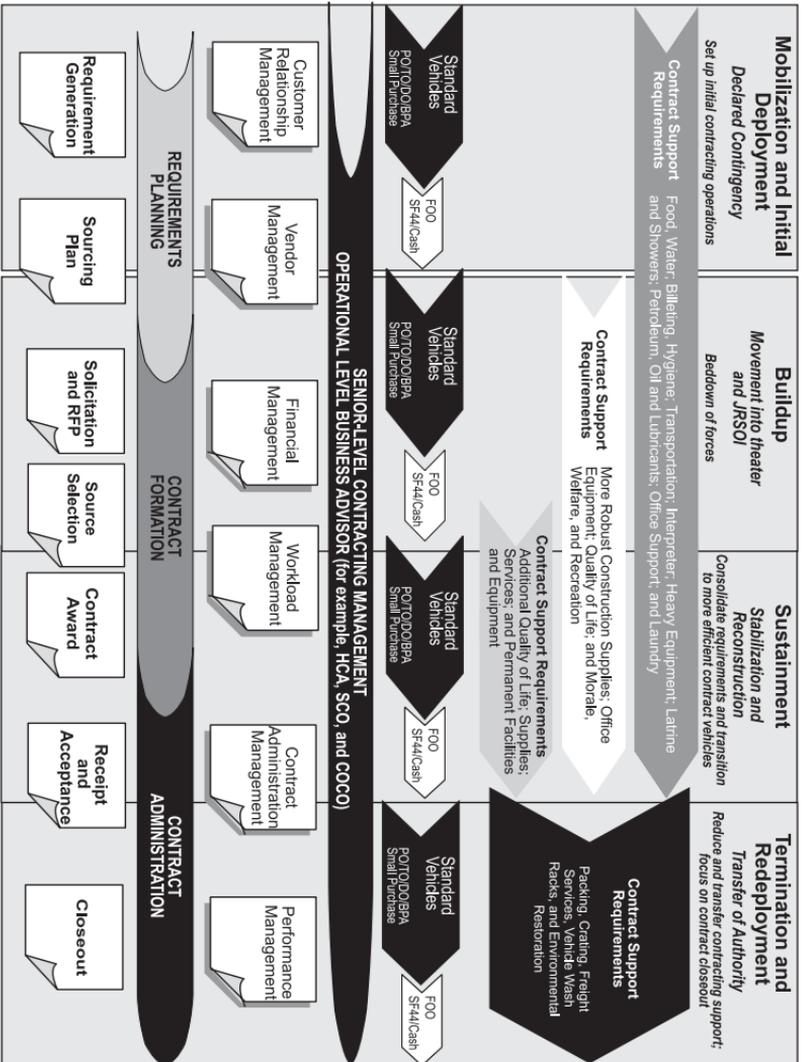


Figure 4. Phases of a Contingency

- Obtain an interpreter or guide, if necessary, at the earliest opportunity. This person should not only be bilingual, but familiar with the local culture and market area as well. Contact the local US embassy, if possible, for assistance. In addition contact the local CID, OSI, and NCIS to conduct a brief background check or interview the interpreter candidate to increase antiterrorism protection and see if there are any risks associated with the local interpreter and his or her ties to the community. Host nation business schools are an excellent source of translators.
- Identify an approved medical authority (veterinarians, public health office, and medical doctors) for all ice, water, and food purchases. See the *Approved Food Sources* link on the US Army Veterinarian Web site for locations by theater at <http://www.veterinaryservice.army.mil/>.
- Establish contact with the nearest component personnel recovery coordination center (PRCC) or the Joint Task Force's JPRC. Fill out *DD Form 1833, Isolated Personnel Report (ISOPREP)*, and submit electronically to PRCC or Joint Personnel Recovery Center (JPRC).
- Establish suitable communications, such as mobile radios and telephones for the office and mobile unit, to include at least one Class A telephone with Defense Switched Network [DSN] and off-base access, to ensure customers and vendors can contact the CCO.
- Identify a paying agent to accompany the CCO with currency for local purchases when necessary.
- Review applicable combatant command (COCOM) policies and procedures.
- Contact the HCA designee, existing military installations within the deployment area, or, in the absence of these, the US embassy or consulate in the host nation for guidance on contracting information or HNS agreements.

- Obtain a central, but separate, location with adequate and secure floor space that is near customers, other contracting support functions, staff judge advocate, and logistics activities. Consideration should be given to location of contracting offices with respect to vendor accessibility. The main contracting office should be separate from individual billeting and located near the J4 or G4 from whom you typically get the majority of your requirements and planning guidance. If this is not possible, a consideration is to establish the contracting office in a local hotel with appropriate business amenities. This facilitates access to FAX, typing, translators, telephones, copiers, and Internet access, and provides a certain degree of security. It will also help contractors locate the office for business purposes. The location of the contracting office depends on the tactical situation and logistical scheme of operations.
- Obtain maps of adjacent towns or settlements and conduct personal visits to learn availability of necessary items of supplies or services. Mark maps and prepare source lists (see <http://www.jptra.jfcom.mil/>).
- Secure telephone books of the local area, if available. Maps and source lists should be updated as new information becomes available. Source lists should be annotated to reflect which contractors will provide 24-hour emergency response.
- Work with the JFC to establish good working relations with local officials and keep the JFC informed of contracting matters.
- Identify individuals, by name or position, who are authorized to approve PRs and the name of the individual (or office) providing the funding source.
- Work with the subordinate JFC, SCO, and RCC chief to establish a combatant commander logistic procurement support board or some type of system for customers to submit PRs for local acquisitions:

- Update customer training to orient them to the purchasing system as soon as practical.
- Adapt the system to suit local conditions.
- Appoint CCO representatives and provide applicable training.
- Appoint decentralized OOs within functional areas, as necessary, with CCO supervised purchasing authority up to the maximum order limit of the indefinite delivery, requirements contract, or blanket purchase agreement.
- Train OOs, field ordering officers, and GCPC holders in the use of simplified acquisition procedures and funds accountability.
- Train procurement purchasing officers when using commanders' emergency response program [CERP] funds.
- Identify functional personnel who deployed with a GCPC and home station funding.
- Coordinate and control purchase card activity according to PR approval procedures to achieve economical purchases and avoid duplication of purchased resources.
- Advise deployed cardholders on local market conditions, limitations, and statement reconciliation procedures.
- Contact DCMA, CAP liaison, Army Corps of Engineers, and JCASO forward deployed team.

Initial Requirements. You should be able to determine your initial requirements without any great effort. One of the CCO's first priorities will be basic life support requirements as you will be providing contracting support for the arrival of initial forces. The forces will require the following supplies and services for the initial beddown: food, potable water, shelter, transportation, communication, office supplies, computer and fax equipment, power adapters, ground fuel, heavy equipment rental, laundry and bath services, refuse and sanitation services, utilities, interpreters, force protection measures, quality of life issues, and so forth. During this phase, CCOs may find themselves in the undesirable position of being the requestor, approving official, certifying officer and transportation

office for deliveries since the CCO must be prepared to award contracts immediately upon arrival at the deployment site. This is why it is important to have access to boiler plate statements of work, procurement instrument identification number logs, various contracting forms, and other documents as required. Boiler plate items should be preloaded onto the CCO's laptop and in hard copy in the Contingency Contracting Kit. SF 44s, purchase orders, GCPC, and blanket purchase agreements (BPA) will be the primary contracting methods you will use in this phase. Below are definitions of contracting statements that are incorporated in a solicitation and award.

- **Statement of Work.** This document is provided by the customer explaining the work to be accomplished on a requested project. Details might include the general scope of work, complexity, purpose of the supplies or services the government will acquire under the contract, where it is to be performed, what standards are to be followed, how the results will be evaluated, and other pertinent requirements.
- **Performance Work Statement.** This document is a statement of work for performance-based acquisitions that describes the required results in clear, specific, and objective terms with measurable outcomes.
- **Statement of Objectives.** This document is a government-prepared document incorporated into the solicitation that states the overall performance objectives. It is used in solicitations when the government intends to provide the maximum flexibility to each offeror to propose an innovative approach.

Phase II: Joint Reception, Staging, Onward Movement, and Integration (JRSOI) (Formally Known as Buildup). The JRSOI phase is characterized by a reception and beddown of the main body of deploying forces. In this phase, additional contracting personnel, contract support personnel, and Defense Contract Audit Agency [DCAA] audit

support, generally will arrive with their units, though not necessarily at a rate commensurate with the number of troops to be supported. The CCO's priorities during this phase will continue to be responsiveness to life support requirements, but attention must also be given to the following actions:

- Gain effective command and control over contracting and contracting support personnel.
- Coordinate with the unit commander and the JPRC or PRCC for inclusion in force protection and personnel recovery plans.
- Develop procedures that will best support the customer's needs. This will entail establishing a set of rules for customers to follow when submitting requirements. The rules will include instructions on purchase descriptions, funding, approval channels, contract processing, finance and supply coordination, pickup and delivery procedures, and quality control responsibilities. The rules will also discuss consolidating requirements, where possible, to avoid unnecessary trips to the contracting office when the deployed units are located at remote sites. The main thrust of the plan is to familiarize customers with the location, mission, and procedures to expedite purchasing and service contracting.
- The deployed unit commander will identify individuals, by name or position, who are authorized to approve PRs and the name of the individual, or office, providing the funding source. Additionally, the unit commander should advise all personnel that only the CCO and duly appointed representatives are authorized to obligate the US government for purchases and direct that no undue pressure or command influence be placed upon CCOs or appointed representatives to purchase any goods and services that violate laws and regulations.
- Implement procedures with the finance staff to ensure that funds are available to pay for purchases and that transactions are properly

recorded. Instructions should identify any restrictions on equipment or services that are not properly chargeable to the appropriations cited.

- CCOs should not be assigned as paying agents of the disbursing office. This policy improves internal controls over the distribution of funds to the contractor, avoids a potential conflict of interest for the CCO, and makes the CCO less susceptible to personal risk.
- Security personnel shall be notified when a significant amount of cash (\$10K or more) is to be moved (*DoD Financial Management Regulation, Volume 5, Chapter 3*).
- Continue to work with the JFC to establish good working relationships with local officials and local vendors and keep the JFC informed of contracting matters.
- Continue to appoint and train CCO appointed representatives.
- Attend all logistics and engineering key meetings and establish communications with liaison officers and commanders. Attend daily intelligence and operations meetings. Provide early and frequent briefings to the commander, his subordinate commanders, logisticians, and engineers.
- Establish contact and coordination with finance, comptroller, host nation liaison, civil affairs, legal, logistics organizations, contract support personnel, and audit support.
- Establish nonappropriated funds (NAF) contracting procedures to support quality of life programs. Implement procedures acceptable to the assigned commander and chief of morale, welfare, recreation, and services that address:
 - Formats for NAF contracting, nonappropriated fund orders for supplies or services.
 - Approval and signature authority for NAF contracting.

- Use of SF 44s or cash to make local purchases of supplies and resale merchandise.
- Use of BPAs and concession contracts.
- Establishing BPAs consolidates requirements into purchase orders and contracts, rather than using the high-volume, and physically time consuming cash transactions.
- Assist in establishing property books and accountability.

Phase III: Sustainment. This phase provides contracting support from the completion of the buildup phase until redeployment of the force begins. This phase includes *stability and reconstruction operations*, which is now a core DoD mission elevated to the same priority as combat missions and sustainment operations.

Sustainment. The contracting activity during sustainment phase will expand into contracts for additional quality of life, more permanent facilities and equipment, additional office supplies, tools, equipment, and discretionary services. Contingency contracting operations will focus on the business advisor role, file documentation, cost reduction, and other efficiencies. The CCO's priorities during the sustainment phase will be to:

- Establish long-term contracts (indefinite delivery and indefinite quantity requirements contracts and additional BPAs) and consolidate requirements wherever possible to achieve economies of scale, reduce costs, and mitigate risks. Emphasis should be on using performance-based statements of work to avoid unnecessary costs and on contracting with reliable sources at reasonable prices.
- Improve file documentation of contracting actions and internal controls.
- Increase competition and depth of vendor base.

- Establish agreements with the other Services and agencies to share contract arrangements such as transportation, laundry, and other functions.
- Establish procedures to acquire local purchase items that are not available in the AOR. Alternatives to consider are as follows:
 - Stateside support from the unit home base.
 - Contracting offices in the vicinity of the deployment, but outside the AOR.
 - A stateside location to receive, process, and forward items to the deployment site.
 - Army Air Force Exchange Service or Navy Exchange Service if available at the deployment site.
 - Defense Logistics Agency (DLA).
- Minimize the use of letter contracts and undefinitized contract actions. Verify documentation is sufficient from purchases made during initial buildup. Document all contracting actions in sufficient detail to provide an audit trail of the acquisition. Include the PR, award document, justification of fair and reasonable price (if required), receiving reports, invoices, and final payment vouchers.
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- Plan for transition to follow-on forces or termination and redeployment.
- Minimize claim backlogs.
- Minimize cash payments and use electronic funds transfer as much as possible.

Stability and Reconstruction Operations. Stability and reconstruction is defined as contingency contracting performed during peacekeeping operations, combat operations, and post-conflict operations, including stabilization and reconstruction operations involving interagency operations, if required. Stability and reconstruction actions include contract oversight and ensure US commanders deployed in foreign countries are able to secure contract support rapidly. Oversight may be needed to ensure jointness and cross-service coordination. Contracting support to stability operations can be a tremendous challenge to the JFC, especially when the JFC mission requires significant contracting support to major reconstruction actions and restoration of essential government services. Normally, this reconstruction related contracting effort will be done in support of the chief of mission, but in some cases may be done in direct support to the JFC. More information can be found in *DoDD 3000.05, Stability Operations*.

Phase IV: Termination and Redeployment. This phase is characterized by significant pressure and urgency to send the troops home. Typical new requirements include packing, crating and freight services; construction and operation of wash racks for vehicles; and commercial air passenger services if United States Transportation Command (USTRANSCOM) is not providing this service. The CCO will be required to terminate and closeout existing contracts and orders. Ratifications and claims must be processed to completion. Contracting for life support services must continue until the last troop leaves. When a follow-on force is required, the CCO must prepare contracts and files for delegation or assignment to the incoming contracting agency such as the DCMA and the United Nations. Often, the CCO can expect to be one of the last persons to leave the area.

On being notified of contingency termination or redeployment, the CCO should:

- Coordinate with contractors and user activities the timing and procedures for return of all rental items.

- Determine which contracts require formal termination for convenience actions and initiate settlement negotiations with those contractors. This could include no-cost settlements if appropriate. (FAR 49, Termination of Contracts)
- Immediately negotiate a reduction of services and terminate base support agreements to coincide with the unit redeployment schedule. As unit assets are redeployed, interim replacement support may be required from the host base or contractor sources, if available. Contracts awarded throughout the deployment should be tailored to minimize formal termination requirements wherever possible.
- Ensure receiving reports and invoices for all purchases pending payment are processed.
- Utilize DCAA to assist in closeout and evaluation of claims and equitable adjustment.
- Coordinate with the disbursing agent to ensure that final payments are processed.
- Settle all contractor claims prior to the final CCO redeployment and coordinate the disposition of all purchased assets to include site restoration if necessary.
- Report all contract actions and dollar amounts to the contracting activity that issued the PIINs used during the deployment. Total actions and dollars will be reported by RCC chiefs to the supported COCOM or HCA prior to departure.
- Assess contractor acquired/government owned and government-furnished equipment, and forward to dispositioning organization.

Exhaustion of Logistics Supply and Required Sources of Supply

Many supplies and services for any contingency operation will be obtainable through the logistics supply pipeline established for the

operation. A listing of the basic supply classes is provided in Table 3. Therefore, before initiating any local acquisition for supplies and services, a CCO must ensure that requiring officials have exhausted the established logistics supply pipeline and that the supply pipeline cannot provide the required supplies or services to meet mission needs (in a timely manner).

In any contingency operation, quality acquisition support to the commander is critical to mission accomplishment. As stated before, virtually all services, supplies, and construction requested will be of an urgent, high priority nature. Local procurement actions should only be initiated when the following have been exhausted:

- **Basic Deployment Kits and Prepositioned Items.** CCOs should check with their J4 network to see if basic deployment kits and prepositioned items are readily available prior to local purchase. Below are a few examples of the basic deployment kits sometimes used in a Joint bare-base environment.
 - **Basic Expeditionary Airfield Resources (BEAR).** Harvest Eagle and Harvest Falcon combined are known as the Air Force BEAR Program which is designed and sized to support simultaneous major theater wars. The equipment provided within these two kits provide the theater warfighters the capability to support a total of 68,200 combat troops and 822 aircraft at austere locations, building complete bases from the ground up.
- **Exhaustion of Other Required Government Sources.** CCOs must comply with *FAR Part 8* and *DFARS Part 208*, which establish required sources for supplies and services throughout the government, DoD, General Services Administration federal supply schedules, and others. Legal advisors to an operation also must become familiar with *FAR Part 8* and *DFARS Part 208* to ensure that these sources are fully utilized by contracting officials in any operation.

| Class | Item |
|--------------|---|
| I | Subsistence (food) and gratuitous (free) health and comfort items |
| II | Clothing, individual equipment, tentage, organizational tool sets and kits, hand tools, unclassified maps, administrative and housekeeping supplies, and equipment |
| III | Petroleum, oil and lubricants (package and bulk): petroleum, fuels, lubricants, hydraulic and insulating oils, preservatives, liquids and gases, bulk chemical products, coolants, deicer, antifreeze compounds, components, additives of petroleum and chemical products, and coal |
| IV | Construction materials, including installed equipment and all fortification and barrier materials |
| V | Ammunition of all types: bombs, explosives, mines, fuzes, detonators, pyrotechnics, missiles, rockets, propellants, and associated items |
| VI | Personal demand items (such as health and hygiene products, soaps and toothpaste, writing material, snack food, beverages, cigarettes, batteries, and cameras—nonmilitary sales items) |
| VII | Major end items such as launchers, tanks, mobile machine shops, and vehicles |
| VIII | Medical materiel including repair parts peculiar to medical equipment |
| IX | Repair parts and components to include kits, assemblies, and subassemblies (repairable or nonrepairable) required for maintenance support of all equipment |
| X | Material to support nonmilitary programs such as agriculture and economic development (not included in Classes I through IX) |
| Misc | Water, salvage, and captured material |

Table 3. Supply Classes

- Exhaustion of Host Nation and Allied Forces Supply Sources. CCOs must also become familiar with the supplies and services the host nation has agreed to supply under any applicable HNS agreements for the operation. Allied forces who are contingency partners may have agreed to provide supplies or services pursuant to an implementing arrangement to an ACSA. A memorandum of understanding (MOU) or protocol to the implementing arrangement may have been executed for the contingency. Note, if the host nation has agreed to supply an item, contracting for such an item may be considered fraud, waste, and abuse.
- Interservice Support Agreements. These are actions by one military Service or element to provide logistic or administrative support to another military Service or element. Such actions can be recurring or nonrecurring in character on an installation, area, or worldwide basis.
- Contingency (Coalition) Partners. Allied forces who are contingency partners may have agreed to provide supplies or services pursuant to an implementing arrangement to an ACSA. An MOU or protocol to the implementing arrangement may have been executed for the contingency.

Types of Contract Support

Types of Contracted Support. It is important to understand the different types of contracts that are commonly used in support of contingency operations. This construct breaks support contracts into three categories: theater support contracts, systems support contracts, and external support contracts. The three categories are key to adequately describing the numerous contracting and contract administration authorities that provide support within the operational area, and to outline the limits on the JFC's ability to control or influence these different types of contracted support. (See also Chapter 5 and Chapter 8)

- Theater Support Contracts. Theater support contracts are contracts that are awarded by contracting officers in the operational area serving under the direct contracting authority of the Service component, special operations force command, or designated Joint HCA for the designated contingency operation. During a contingency, these contracts are normally executed under expedited contracting authority and provide supplies, services, and construction from commercial sources generally within the operational area. Theater support contracts are the type of contract typically associated with the term contingency contracting. Also of importance from the contractor management perspective is that local national personnel make up the bulk of the theater support contract employees.
- Theater support contracts are those contracts that are most commonly referred to as contingency contracts. Theater support contracting can be used to acquire support from commercial sources similar to external support contract services. Additionally, theater support contracting can be used to acquire commercially available supply items from both local and global sources.
- See *JP 4-10 Appendix C, “Services’ Theater Support Contracting Organizations and Capabilities,”* for more details on the Service theater support contracting organizations and capabilities.
- Systems Support Contracts. Systems support contracts are contracts awarded by a military department acquisition program management office that provide technical support, maintenance, and in some cases, repair parts for selected military weapon and support systems. Systems support contracts are routinely put in place to provide support to newly fielded weapons systems, including aircraft, land combat vehicles, and automated command and control systems. Systems support contracting authority, contract management, and

program management authority resides with the military department systems materiel acquisition program offices. Systems support contractor employees, made up mostly of US citizens, provide support in garrison and often deploy with the force in both training and contingency operations.

- Much of a Service component's equipment will be maintained either partially or fully through contracted logistic support. Often there is no military or other support alternative for the support provided by the original equipment manufacturer through field service representatives, also sometimes referred to as tech-reps. These support contracts are generally issued when the military department systems contracting activities award the original systems contracts. Because such support is generally awarded long before a particular deployment requirement, the GCC and subordinate JFC must be cognizant of the impact of overly restrictive CAAF theater entrance requirements. The JFC's main concern with the use of systems support contracts in military operations is contractor personnel management related issues.
- Individual Services need to ensure their systems support contracts contain appropriate deployment clauses IAW the FAR, DFARS, and adhere to DoD and Service policies. Prior to deploying contractor personnel into the operational area, systems support contracting officers, in coordination with the supported units, must ensure that contractor personnel have met specific theater entrance requirements. Additionally, the supported GCC and subordinate JFC must ensure that the theater entrance requirements and other operational specific contractor management directives are published, updated, and readily available to ensure systems support contractor personnel, the contracting officer, and supported units are aware of these requirements. This logistic support requirement

and accountability of contractor personnel in the operational area are the main focus of the supported GCC and subordinate JFC in regard to planning and execution of systems support contracts.

- *DODI 3020.41*, *Contractor Personnel Authorized to Accompany the US Armed Forces*, is the primary DoD policy document that covers contractor personnel deployment and other contractor personnel integration policy. Additionally, an overview of the Service systems support contracts and management capabilities can be found in *JP 4-10*, Appendix A, “Services’ Systems Support Contract Overview.”
- External Support Contracts. External support contracts are contracts awarded by contracting organizations whose contracting authority does not derive directly from the theater support contracting HCAs or from systems support contracting authorities. External support contracts provide a variety of logistic and other noncombat related services and supply support. Some examples of external support contracts are the Services’ civil augmentation program (CAP) contracts including the Army’s Logistics Civil Augmentation Program (LOGCAP), the Air Force’s Contract Augmentation Program (AFCAP), the Navy’s global contingency construction contract (GCCC) and global contingency service contract (GCSC), the DLA’s prime vendor contracts, and the Navy’s fleet husbanding contracts. External support contracts normally include a mix of US citizens, third country nationals, and local national contractor employees.
- External support contracts are often used to provide significant logistic support and selected nonlogistic support to the Joint Force. The type and scope of this support varies between operations, but can be very extensive depending on a variety of operational factors. Additionally, in some operations DLA may utilize existing or award new prime vendor contracts to provide selected supply support (primarily subsistence and bulk fuel) during contingency

operations. Other examples of external support contracts include fuel contracts awarded by Defense Energy Support Center, construction contracts awarded by US Army Corps of Engineers, the Air Force Center for Engineering and the Environment, and translator contracts awarded by Army Intelligence and Security Command.

- As with systems support contracts, external support contracting authority does not come as a direct result of the contingency operation. Generally, these contracts are issued during peacetime for use during contingencies. The Army's LOGCAP requirements are managed by the Army Sustainment Command (ASC) and the contracts are awarded and managed by the Army Contracting Command (ACC). ASC and ACC are major subordinate commands of the US Army Materiel Command (USAMC). What this means to the GCC is that contracting authority, and therefore the ability to modify the LOGCAP task orders, resides with USAMC (or designated DCMA administrative contracting officers), not with the theater support contracting HCA. It is important to understand that these CAP and other external support contracts remain under the control of the Service components and do not normally fall under the authority of the GCC operational contract support.
- The JFC should be aware that CAP support contracts are generally more expensive than theater support contracts due to overhead, management, general, and administrative charges associated with external support contracts. Although logistic planners must make allowances for CAP contracts early in the contingency, every effort should be made to transition the individual CAP task orders to theater support contracts as soon as practical. Of course, operation specific factors such as security considerations, availability of local sources of support, and on-hand theater support contracting management capabilities will be the actual drivers of how many of,

and how fast, these CAP task orders can be transferred to theater support contracts. See *JP 4-10, Appendix B, “Services’ External Support Contract Overview,”* for more details on the Service CAP organizations and capabilities.

Coordinating Theater Support and External Support Contracting Effort. It is very important that the J4 staff ensure that the CSIP synchronizes the theater support, Service CAP, and any DLA contracting efforts to ensure that there is not undue competition for the same locally available supplies, equipment, and subcontractor employees. Without proper coordination, this competition between CAP and theater support contracts will inevitably drive up the prices of local goods and services and could create shortages.

Interagency Support. Similar to multinational support, US forces may be required to provide common user logistics support to both governmental and nongovernmental organizations. In many operations, interagency support may be limited in scope and may not pose a significant challenge to the JFC; however, in some stability operations this support can be much more significant as discussed in the section below. In most cases, a lead Service will provide this support through theater support contracts, CAP task orders, or a combination of both. The key to success of interagency support is the establishment of clear communication channels to the supported organization and collecting their requirements as early as possible in the planning cycle.

Service Theater Support Contracting Organizations and Capabilities

Theater support contracting organizations capabilities differ among military Services. Based on their individual mission and organization, each Service has its own approach to developing, training, and deploying contracting personnel. Although differing in organization, training, and

experience, each Service is required to have its contracting personnel meet the *Defense Acquisition Workforce Improvement Act* certification requirements. However, knowing the individual Services' organizational approaches, capabilities, strengths, and weaknesses can help the JFC maximize the capabilities provided by each Service.

Air Force. The Air Force has a large theater support contracting capability. The Air Force meets its theater support contracting needs by the following:

- Developing military contracting professionals, enlisted and officer, who are anticipated to spend the majority of their career in the contracting field
- Augmenting their home-base contracting experience with contingency training and exercises
- Organizing all military for potential deployment using flexible, modular skills packages, called unit type codes (UTC)
- Employing members in a predictable, structured, managed aerospace expeditionary force deployment process

It is Air Force policy that military contracting officers spend the majority of their careers gaining expertise through a progression of home-based contracting assignments. These include acquisition and administration of operational support services, construction, and commodities. Many contracting officers gain experience in logistics and weapon system acquisition as well. All of these are skills applicable to the contracting requirements they will face during contingencies.

The Air Force organizes and deploys CCOs via skill and capability mixes called UTCs. Each UTC specifies a package of capabilities based on the supported population, completion of requisite acquisition professional development program levels, needed equipment, number of contracting personnel required, and grade restrictions, if any. UTCs

provide combatant commanders a highly modular, flexible contracting force. The Air Force deployment packages are generally skill based, not rank dependent. Due to the Air Force's rigorous training requirements, the Air Force maintains a large and experienced group of enlisted contracting officers.

Army. The Army has recently moved to a modular approach in its contingency contracting structure. The Army's core of military commissioned and noncommissioned officers (NCO) trained as contingency contracting officers is now part of separate, O-6-level CSB. These CSBs are assigned to the Expeditionary Contracting Command, a major subordinate command of Army Contracting Command, but are regionally aligned to the existing Army Service component command headquarters. The Army's CSBs are made up of contingency contracting battalions and contingency contracting teams. CSB commanders are responsible for training and readiness of their subordinate units. The CSB is the primary contracting support planner, advisor, and contingency contracting command commander to the theater Army. SCCT [senior contingency contracting teams] fall under the CSB commander's acquisition authority.

The Army's modular contracting units train and deploy as a unit and provide general support in order to better meet and address contingency operation requirements.

In addition to its uniformed contingency contracting officers and NCOs, the Army has two other methods to supplement the Army's formal contingency contracting force structure: by deploying Department of the Army civilian contracting specialists, and through its Emergency Essential Department of the Army Civilian (EEDAC) program. EEDAC (1102) contract specialists volunteer to deploy via the Army G3 Worldwide Individual Augmentation System. EEDAC contracting officers deploy as required based on the level of support required, phase of operation, and local security conditions.

Navy. The Navy contingency contracting capability is based on two principles:

- The Navy does not maintain a dedicated contingency contracting force. Instead, Naval 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 network that provides global logistics support to maritime and expeditionary forces.

When a combatant commander identifies a long-term requirement and obtains the necessary contingency contracting manning via the Joint manning document process, contracting officer billets sourced by the Navy would result in a uniformed contracting officer being assigned as an individual augmentee (IA) or Global War on Terrorism support assignment (GSA). IA and GSA personnel assignments are currently managed at the Navy-wide level by Fleet Forces Command with recommendations by the Navy Personnel Command. Civilian contracting officers are not utilized in the IA or GSA program.

Marine Corps. The Marine Corps has a limited number of uniformed contingency contracting personnel who deploy as part of a Marine air-ground task force (MAGTF). The MAGTF contracting section develops a contract support plan as part of the overall logistic support plan that includes the number of personnel to be deployed. Generally, the Marine Corps does not deploy civilian contracting professionals in support of contingency operations. Additionally Marine Corps contracting officers do not contract for construction nor do they possess the necessary skill sets to support major reconstruction efforts. The Marine Corps Institute *Contingency Contracting Manual* can be found at: <http://www.hqmc.usmc.mil/CMPG/>

DoD Combat Support Agencies

Defense Logistics Agency. The DLA is the agency responsible for providing effective and efficient worldwide logistics support to military departments and the combatant commands under conditions of peace and war, as well as to other DoD components and federal agencies, and when authorized by law, state and local government organizations, foreign governments, and intergovernmental organizations. The DLA Director reports to the OUSD (AT&L) through the Deputy Under Secretary of Defense for Logistics and Materiel Readiness. DLA also has its own contracting authority and can provide supply and service contracting during contingency operations. The Joint Contingency Acquisition Support Office (DLA- JCASO) was established by DoD to advance acquisition management of operational contract support (OCS) and, when requested by the combatant commander (CCDR), deploys as an enabling Joint staff organization to augment the CCDR staff for OCS support.

JP 4-10, Appendix B, “Services External Support Contract Overview.” provides more details on the capabilities and deployed organizational structure of DLA.

Defense Contract Management Agency. The DCMA is the agency responsible for ensuring major DoD acquisition programs (systems, supplies, and services) are delivered on time, within projected cost or price, and meet performance requirements. DCMA’s major role and responsibilities in contingency operations is to provide contingency contract administration services (CCAS) for delegated external support contracts and for selected weapons systems support contracts with place of performance in the operational area and theater support contracts when CCAS is delegated by the procuring contracting officer.

JP 4-10 Appendix D, “Defense Contract Management Agency Contingency Functions and Capabilities.” provides more details on the capabilities and deployed organizational structure of DCMA.

Defense Contract Audit Agency. Though not a combat support agency, DCAA provides invaluable in-theater support. The DCAA is a defense agency under the authority, direction, and control of the Under Secretary of Defense (Comptroller). The DCAA shall perform all necessary contract audits for the DoD and provide accounting and financial advisory services regarding contracts and subcontracts to all DoD components responsible for procurement and contract administration. These services shall be provided in connection with negotiation, administration, and settlement of contracts and subcontracts to ensure taxpayer dollars are spent on fair and reasonable contract prices. DCAA shall provide contract audit services to other federal agencies as appropriate.

To learn more about DCAA available services consult the DVD. 

To read more about combat support agencies consult the DVD. 

Notes

1. It is anticipated that this threshold will increase. Please check FAR 13.003 for changes in the SAT.
2. *Ibid.*

Chapter Acronyms

AAR – After Action Report
ACC – Army Contracting Command
ACO – Administrative Contracting Officer
ACSA – Acquisition and Cross-Servicing Agreement
ADVON – Advanced Echelon
AETC – Air Education and Training Command
AFCAP – Air Force Contract Augmentation Program
AFCESA – Air Force Civil Engineering Support Agency
AOR – Area of Responsibility
ASC – Army Sustainment Command
BEAR – Basic Expeditionary Airfield Resources
BPA – Blanket Purchase Agreement
CAAF – Contractors Authorized to Accompany the Forces
CAP – Civil Augmentation Program
CCAS – Contingency Contract Administration Services
CCDR – Combatant Commander
CCO – Contingency Contracting Officer
CERP – Commanders' Emergency Response Program
CID – Criminal Investigation Division (Army)
COCOM – Combatant Command
CONUS – Continental United States
COR – Contracting Officer's Representative
CS – Combat Support
CSB – Contracting Support Brigade
CSIP – Contracting Support Integration Plan
CSS – Combat Service Support
DBA – Defense Base Act
DCAA – Defense Contract Audit Agency
DCMA – Defense Contract Management Agency
DD – Department of Defense (Forms)

DFARS – Defense Federal Acquisition Regulation Supplement
DLA – Defense Logistics Agency
DoD – Department of Defense
DoDD – Department of Defense Directive
DoDI – Department of Defense Instruction
DSN – Defense Switched Network
ECA – Executive Coordinating Agency
EEDAC – Emergency Essential Department of the Army Civilian
FAR – Federal Acquisition Regulation
FAST – Field Assessment Surveillance Team
FISC – Fleet and Industrial Supply Center
FOB – Free on Board
GCC – Geographic Combatant Commander
GCCC- Global Contingency Construction Contract/Global
Construction Capability Contract
GCPC – Governmentwide Commercial Purchase Card
GCSC- Global Contingency Service Contract
GSA – General Services Administration
GSO – Government Services Officer
GTA – Army (Publication GTA 80-01-001)
HCA – Head of Contracting Activity
HNS – Host Nation Support
HQ – Headquarters
HQDA – Headquarters Department of the Army
IA – Individual Augmentee
IAW – In Accordance With
ISOPREP – Isolated Personnel Report
JCASO – Joint Contingency Acquisition Support Board
JFC – Joint Force Commander
JOCST – Joint Operational Contract Support Team
JOPP – Joint Operation Planning Process
JP – Joint Publication

JPRC – Joint Personnel Recovery Center
JRC – Joint Reception Center
JRSOI – Joint Reception, Staging, Onward Movement, and Integration
LOGCAP – Logistics Civil Augmentation Program
LSU – LOGCAP Support unit
MAGTF – Marine Air-Ground Task Force
MOOTW – Military Operations Other Than War
MOU – Memorandum of Understanding
NAF – Nonappropriated Funds
NATO – North Atlantic Treaty Organization
NAVFAC – Navy Facilities and Engineering Command
NCF – Naval Construction Forces
NCIS – Navy Criminal Investigation Service
NCO – Noncommissioned Officer
OCONUS – Outside Continental United States
OCS – Operational Contract Support
OO – Ordering Officer
OSI – Office of Special Investigation
OUSD (AT&L) – Office of Under Secretary of Defense for Acquisition, Technology, and Logistics
P&C – Procurement and Contracting
PARC – Principal Assistant Responsible for Contracting
PCO – Procuring Contracting Officer
PIIN – Procurement Instrument Identification Number
POC – Point of Contact
POL – Petroleum, Oil, and Lubricants
PR – Purchase Request
PRCC – Personnel Recovery Coordination Cell
PSC – Private Security Contractor
RCC – Regional Contracting Center
ROM – Rough Order of Magnitude

SAT – Simplified Acquisition Threshold
SCCT – Senior Contingency Contracting Team
SCO – Senior Contracting Official
SERE – Survival, Evasion, Resistance, and Escape
SF – Standard Form
SIPRNET – Secret Internet Protocol Network
SOFA – Status of Forces Agreement
SPOT – Synchronized Predeployment and Operational Tracker
US – United States
USAFCENT – United States Air Force Central Command
USAFRICOM – United States Africa Command
USAID – United States Agency for International Development
USAMC – United States Army Material Command
USC – United States Code
USCENTCOM – United States Central Command
USEUCOM – United States European Command
USNORTHCOM – United States Northern Command
USPACOM – United States Pacific Command
USSOCOM – United States Special Operation Command
USSOUTHCOM – United States Southern Command
USTRANSCOM – United States Transportation Command
UTC – Unit Type Code

