

HANDBOOK

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JUL 09



Field
Ordering
Officer

Paying
Agent



Tactics, Techniques, and Procedures



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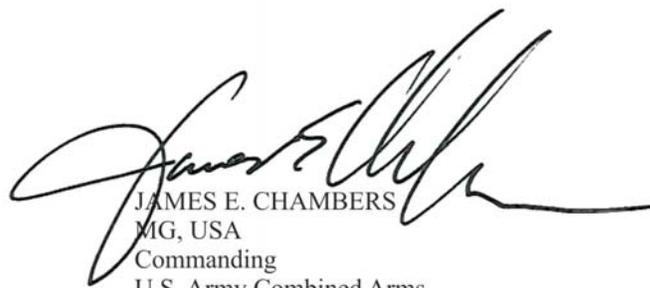


Foreword

This handbook addresses the roles and functions of Soldiers performing as field ordering officers (FOOs) and paying agents. The Army relies on contracts for equipment, supplies, and services. Most contracts are not million- or multi-million-dollar programs that receive multiple levels of review. Most procurements are small “micro-purchases” units use to meet one-time, immediate needs. However, the basic standards of ethics and business practices for large programs also apply to micro-purchases. This handbook provides many basic standards and serves as a ready reference for FOOs and paying agents while they support their units’ requirements.

Key lessons:

- FOOs and paying agents must work closely together, but they are not alone. They are part of an acquisition team that includes the contract and financial management experts who will provide the guidance and direction to each FOO and paying agent to meet the unit’s needs.
- While performing as FOOs or paying agents, Soldiers work for and must respond to guidance from the chief of contracting who appointed them.
- A FOO cannot be a paying agent. Likewise, a paying agent cannot be a FOO. Neither one can act as a property book officer or property accountable officer.
- FOOs and paying agents must be careful when dealing with local nationals. Because FOOs and paying agents have a ready source of cash, local nationals may overestimate the influence of FOO and paying agent teams.
- Issues that get FOOs and paying agents in trouble include security (personal and cash); unauthorized purchases (the kind of purchase, the number of items purchased, or the single item or extended dollar amount); split purchases to get around limits; poor record keeping (which can cost FOOs and paying agents a lot of money); gifts (of any kind); and accepting and not reporting gifts.



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Unless otherwise stated, whenever the masculine or feminine gender is used, both are intended.

Note: Any publications (other than CALL publications) referenced in this product, such as ARs, FMs, and TMs, must be obtained through your pinpoint distribution system.

Preface

This first edition of the *Battlefield Field Ordering Officer and Paying Agent Handbook* contains a summary of acquisition policies, procedures, and managerial skills field ordering officers (FOOs)* and paying agents frequently require in deployed environments. FOOs and paying agents operating in deployed environments face realities not found in operations in the continental United States.

The authors extracted the information in this handbook from numerous sources within the defense acquisition community and hard lessons learned from countless FOOs, paying agents, and contingency contracting officers in deployed environments.

The handbook's design allows readers to begin reading at any point, so start with a topic that interests you. You can use the table of contents to identify general areas of interest and find what you need. Place the handbook in your uniform's cargo pocket, and tackle any FOO or paying agent task with confidence.

This handbook is the second in a series of five handbooks produced by the office of the Assistant Secretary of the Army (Acquisition, Logistics, and Technology) Integration Office (ALT-IO) and the U.S. Army Combined Arms Center (via the Center for Army Lessons Learned) in response to the U.S. Army Combined Arms Support Command's (CASCOM) operational contract support gap mitigation strategy. Remember, this handbook is only a guide and should not be used as a substitute for official policy and training. Your supporting contracting officer provides actual training to FOOs; your local disbursing officer provides training to paying agents.

The approving authority for this handbook is the CASCOM commanding general. The technical review authority is the HQ U.S. Army Materiel Command. Send comments and recommendations on Department of the Army Form 2028, *Recommendation Changes to Publications and Blank Forms*, to: Commander, U.S. CASCOM, ATTN: ATCL-ALT-IO, 3901 A Avenue, Suite 137, Fort Lee, VA, 23801-1899.

* Note: The term field ordering officer is a recognized term by the Defense Acquisition University and the Joint Staff J4 and is synonymous with ordering officer as described in the Army Federal Acquisition Regulation Supplement (AFARS) 5101.602-2-90.



Figure P-1. Contracted transport gets ready for a mission

Chapter 1

The Down and Dirty of Field Ordering Officers and Paying Agents on the Battlefield

Introduction

Perhaps your commander recently selected you as a field ordering officer (FOO) or paying agent, and you are wondering how you are going to accomplish either of these missions. The first thing you must do is complete the training that your supporting contracting office (for FOOs) or disbursing office (for paying agents) requires. This handbook provides the basic tools and knowledge to use in conjunction with the formal training. Contracting is a highly regulated process with many traps for unsuspecting FOOs and paying agents, so be careful.

The Importance of Contracting on the Battlefield

In some form or another, contractors have been part of the battlefield since the American Revolution. General George Washington used civilian wagon drivers to haul military supplies. Over time, contracting support evolved from an ad hoc, add-on capability to an essential, vital part of force projection capability.

Contractors, including vendors for very small purchases, are a force multiplier, and the Army relies on their support for just about every mission. The key is ensuring contractors follow the contract requirements. FOOs and paying agents play critical roles.

Commanders establish and use FOOs to make over-the-counter purchases in amounts up to the micro-purchase threshold (check with your supporting contracting office to find out the FOO purchase threshold). As a part of the FOO/paying agent team, you will provide your commander with the ability to make local purchases, quickly and directly, to support the commander's (your unit's) mission.



Figure 1-1. Future FOOs undergo training

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Keep in mind there are several players involved in field ordering operations besides FOOs and paying agents. The financial management or disbursing office, resource management office, supporting contracting office, and the unit commander are all part of the “acquisition team” that enables this program. Successfully navigating through a maze of personnel and bureaucracy can be a daunting task. Patience, flexibility, and creativity are required to reach the ultimate goal of supporting Soldiers.

The following list includes just a few of the challenges FOOs/paying agents may encounter:

- Corruption (number one threat)
- Customs and culture differences
- Trafficking in persons
- Enemy threats against vendors
- Information security and operations security (vendors can provide intelligence to the enemy)
- Language barriers
- Time-management challenges
- Unauthorized commitments by you or by someone speaking for you
- Chain of command and conflicting responsibilities
- Contingency/combat environment

Chapter 2

The Acquisition Team

The acquisition team consists of all participants in the acquisition process, such as the requiring activity (your unit), financial management (FM), the contracting officer, the field ordering officer (FOO)/paying agent team, and others. This brief overview examines the roles of team members and notes how important it is to work together in order to stay on target. Successful teams assign each team member specific duties, establish performance measures and milestones for commanders and team leaders, and have commanders that hold members individually and collectively accountable.

The Basic Acquisition Team

Requiring activity

The requiring activity is the Army unit that has a requirement for goods or services and requested the initiation of the requirement. The FOO routinely interfaces with the requiring activity (most likely his own unit), the contractor, and the contracting officer.

Financial management

The ultimate mission of your supporting FM detachment is to sustain the combat Soldiers and commanders in the field with timely and accurate financial and accounting support. This support includes processing military and civilian pay, preparing travel and paying travel expenses, managing transportation and commercial vendor vouchers, and accounting for the obligation and disbursement of public funds. As a paying agent, you will routinely interface with FM.

Resource manager

The resource manager (RM) is the principal advisor to the commander on FM. The RM is responsible for developing command resource requirements, identifying sources of funding, determining costs, acquiring funds, distributing and controlling funds, and tracking costs and obligations.

Contracting officer

Normally, leadership of the acquisition team comes from the contracting officer. The contracting officer is the only individual expressly authorized to enter into, administer, and/or terminate contracts. Contracting officers are responsible for ensuring all contract actions comply with appropriate laws, executive orders, regulations, and other applicable procedures and approvals.

A successful FOO/pay agent team depends on a successful acquisition team. Key framework for a successful team includes:

- Partnership.
- Informed decisions.
- Sound planning.
- Efficient execution.

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It is a good idea for each FOO and paying agent to know the names, phone numbers, and e-mail addresses of all acquisition team members. See Appendix F for an example of an acquisition team point of contact reference template.

Chapter 3

Duties

Field Ordering Officer

The supporting contracting officer appoints a field ordering officer (FOO) in accordance with Army Federal Acquisition Regulation Supplement (AFARS) 5153.9002. This appointment delegates the contracting officer's authority to obligate the government for micro-purchases (check with your supporting contracting officer for current purchase thresholds) for supplies and limited services. This appointment also eases the administrative burden on a unit and its supporting contracting office (and vendors) by eliminating lengthy contracting procedures for small purchases. See Appendix G for an example of a FOO appointment letter/order.

Paying Agent (formerly known as Class A Agent)

Paying agents make specific payments. The disbursing officer within a supporting financial management (FM) unit appoints Soldiers to the position of paying agent. Each paying agent is under the exclusive supervision of the disbursing officer in all matters concerning custody and disposition of funds advanced to the paying agent. The paying agent will comply with all instructions and regulations the disbursing officer issues pertaining to paying agent duties. Each paying agent holds the funds advanced to him at personal risk. The paying agent must account for those advanced funds to the disbursing officer immediately upon completion of the transaction(s).

FOOs negotiate with vendors for goods and/or services to meet the needs of the requiring activity, and the paying agents make the payment to the vendor, then safeguard and account for cash and/or payment documents. Separating duties in this manner protects against errors, theft, and fraud.

Reminder: A FOO may not hold the additional duty of paying agent, property book officer, or property accountable officer. Likewise, a paying agent may not hold the additional duty of a FOO, property book officer, or property accountable officer.

Commanders cannot delegate the duties of FOOs or paying agents. It is imperative that the individual nominated be the one performing the duties until he has properly cleared the contracting office (FOO) or disbursing office (paying agent) or is terminated for whatever reason. It is a good idea to have an alternate trained FOO and paying agent as a standby if the primary person is unable perform his assigned duties.

Chapter 4

Training

It is a best practice for each field ordering officer (FOO) and paying agent to attend both the FOO and paying agent training to learn the roles and responsibilities of each person on the team. This practice will minimize confusion between the two individuals. Normally, each training session will last about one hour. Check with your supporting contracting office and disbursing unit to schedule the training.

Upon completion of training, the contracting officer appoints the FOO. Upon appointment, the FOO will add to his files the FOO appointment order signed by the contracting officer and, if applicable, the written special instructions provided by the contracting officer.

After the contracting officer authorizes the FOO to make purchases, the contracting officer will issue the purchase order book (Standard Form [SF] 44, *Purchase Order–Invoice–Voucher*) to the FOO. The contracting officer will usually issue the SF 44 electronically as a Microsoft Word document.

Refresher training will occur every six months or whenever the contracting officer deems necessary. Refresher training may occur in person or by other sufficient means if the FOO and the chief of the contracting office are not in the same location.

Reminder: A FOO may not hold the additional duty of a paying agent, property book officer, or property accountable officer. Likewise, a paying agent may not hold the additional duty of a FOO, property book officer, or property accountable officer.

Commanders must understand they cannot delegate the duties of FOOs or paying agents. The individual nominated to the position must perform the duties of the position until he properly clears the contracting office (FOO) or disbursing unit (paying agent) or is terminated for whatever reason. It is a good idea to have an alternate trained FOO and paying agent as a standby if the primary person is unable perform his assigned duties.

Chapter 5

Establishing an Account

The field ordering officer (FOO) and paying agent must be together when opening a new account.

At a minimum, the following documents are needed:

- Nomination memorandum from a lieutenant colonel (O5) within the chain of command.
- FOO appointment orders signed by contracting officer.
- Paying agent appointment orders (see financial management [FM] for the requirements of this document).
- Department of the Army (DA) Form 3953, *Purchase Request and Commitment*, with accounting classification approved and signed by the appropriate resource manager.
- DA Form 577, *Appointment/Termination Record* (signature cards for both the FOO and paying agent).

Protecting Funds Under Field Conditions

All government funds must be under continuous control in the field. Under no circumstances will the paying agent leave funds unattended and unsecured. The deploying commander must establish and enforce procedures for protecting deployed government funds (e.g., field safe used solely for securing funds).

Settlement of Account

After the FOO mission is complete, the paying agent will terminate this account with the accounting and FM company commander. The paying agent will obtain a copy of Department of Defense Form 1081, *Statement of Agent Officer's Account*, and show the account reduced to zero.

Chapter 6

Conduct and Standards

Field ordering officers (FOOs) and paying agents must establish and maintain conduct and behavior above reproach. Therefore, FOOs and paying agents must avoid doing or appearing to do anything improper. Included in this prohibition are actions such as the following:

- Accepting anything of value (e.g., meals, baseball caps, coffee cups, pens, etc.).
- Making government purchases from a vendor with whom they have or appear to have a financial interest.
- Doing anything that might adversely affect the public's confidence in the government's integrity.

Reference: Department of Defense Directive 5500.7-R, *Joint Ethics Regulation*.

Fraud

Samuel Adams once said, "The public cannot be too curious concerning the characters of public men," and Henry Clay added, "Government is a trust, and the officers of the government are trustees; and both the trust and the trustees are created for the benefit of the people."

Fraud is the intentional presentation of falsehoods as truth with the goal of causing someone to part with something of value under false pretenses. Violators can receive punishments of prison time from five to ten years and/or receive fines up to \$250,000. Contracting and procurement fraud schemes involve:

- Product substitution.
- Defective pricing.
- Cost mischarging.
- Price fixing.
- Record fabrication.
- Bribes, gratuities, and kickbacks (common threats within deployed environments).
- Government employee collusion and individual fraud.

FOOs and paying agents are not investigators and must not personally investigate suspected cases. Determine the facts of questionable circumstances and occurrences, and advise the appropriate contracting officer, financial management company commander, commander, supervisor, or criminal investigative agency.

Chapter 7

Maintaining Files

Field ordering officers (FOOs) and paying agents are required to maintain adequate records as to duties during their appointments and to dispose of such records as the contracting officer (for the FOO) and financial management (FM) company commander (for the paying agent) directs. When it comes to handling cash and obligating funds for the government, a lot of paper changes hands. In order to establish control, careful documentation is very important. Do not forget about organization—be able to find that documentation if questions arise later.

At a minimum, files must contain the following:

- A copy of the FOO appointment orders or letter from the contracting officer, a copy of any changes to the orders or letter, and a copy of any termination orders or letter.
- A copy of the paying agent appointment orders or letter from FM unit.
- DA Form 577, *Appointment/Termination Record* (signature cards for both the FOO and paying agent).
- A copy of Department of Army (DA) Form 3953, *Purchase Request and Commitment*, providing funds for the paying agent.
- All correspondence concerning duties.
- Names and position titles of individuals on the acquisition team.
- Records of all purchases (Standard Form [SF] 44s [*Purchase Order–Invoice–Voucher*], ledgers, and invoices).
- Memoranda for record (MFR) of any meetings and discussions with any contractor/vendor or others pertaining to purchases.
- Nomination memorandums from the commander (lieutenant colonel or higher).
- Documentation of all ongoing clearance memos with contracting and FM.
- Pecuniary Liability Statement signed by paying agent issued by the disbursing officer.

Working File

The working file is a part of the official file and must be maintained in accordance with the contracting officer's instructions. The FOO should maintain the file. Further, the working file must be available for the review of the contracting officer, FM company commander or disbursing officer, or other authorized official. Observe the following practices:

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- Prepare an MFR no later than one business day after a significant meeting or discussion with any contractor/vendor or the contracting officer. Include records of telephone conversations and trip reports.
- Clearly index all documents and files by group in chronological order in a suitable folder or as the contracting officer directs.
- Forward to the contracting officer any correspondence received from any contractor/vendor or any supported unit.
- Retain records that pertain to unsettled claims, open investigations, cases under litigation, or similar matters until final clearance or settlement.
- Destroy duplicate copies of file documents after they have served their purpose.
- Remember that e-mails are legal documents and should be maintained in your file.
- Maintain records for at least one year after termination of FOO duties. (Contracting office retains file for three years.)

Note: If you discover you are missing files, contact your contracting officer. Remember you should receive your initial working file from your contracting officer during FOO training. The FOO file should be considered confidential and safeguarded appropriately.

The Resource Manager (RM), who certified the fund cite on DA Form 3953, is the official keeper of the files. The RM must maintain copies of all supporting documents for internal review audit purposes. It is the responsibility of the FOO to ensure the RM receives any supporting documents pertaining to the file to include SF 44s, clearing letters from contracting and the Installation Property Book Office, and Department of Defense Form 1081, *Statement of Agent Officer's Account*.

Chapter 8

Making a Purchase

Each field ordering officer (FOO) must maintain the following documents on file for every purchase:

- Request document from the unit requesting purchase of the item.
- Standard Form (SF) 44, *Purchase Order–Invoice–Voucher*.
- Seller's receipt (if possible).
- Ledger of all transactions.
- Documentation of any special approvals or description of special circumstances surrounding the purchase.

Failure to obtain the above documents may result in the FOO not obtaining clearance for the purchase.

All purchase requests must be in writing. Each purchase request must contain a clear and understandable item description, a specific quantity, and a cost estimate. The requesting unit's property book officer (PBO) must approve purchases of any items that are property book accountable.

Tip: A best practice is for the requesting unit's PBO to review and approve (including approvals by e-mail) all purchase requests to ensure the PBO is not left out of the loop for property book accountable items. This step may not be possible in all cases, but the FOO must establish and maintain close contacts with the PBOs of the units he supports.

The FOO must ensure he has the authority to make purchases of each requested item or service in compliance with the letter of appointment/appointment orders from the contracting officer and any special instructions. The FOO also must ensure the paying agent has sufficient funds available for each purchase. As designated representatives of the chief of contracting, FOOs do not have authority to purchase supplies and/or services beyond the authority the chief of contracting establishes in their appointment orders or letters of appointment (FOOs must review their appointment letters).



Figure 8-1. A FOO negotiates a purchase with a vendor

The FOO and the paying agent will then locate a local source of supply or services to fulfill the request and obtain pricing for the item or service.

The FOO then will make and record a determination of price reasonableness. If the price exceeds the single purchase authorization, the FOO will forward the requirement to the contracting office using Department of the Army (DA) Form 3953, *Purchase Request and Commitment*.

During discussions with contractors/vendors, the FOO must make it clear from the beginning that the FOO cannot accept gifts and money. However, bartering is part of every deal, and everything is negotiable.

Expect vendors who have established relationships with FOOs and paying agents to offer gifts and money as a “cut” of the deal. This gesture is customary business practice and should not be seen as a bribe or other blight on the character of the vendor. Politely decline all offers/gifts.

If the price is reasonable, the FOO and paying agent will complete their respective sections within the SF 44 and purchase the item (see sample SF 44s at Appendices A and B). The paying agent will execute payment at the time of purchase and complete the SF 44.

Remember that a completed SF 44 is equivalent to the monetary value of the cash it represents. If you lose a completed SF 44, you may lose that amount out of your leave and earnings statement (LES). Safeguard all completed SF 44s and make copies.



Figure 8-2. A FOO closes a deal

If possible, the FOO should obtain a purchase receipt from the seller and maintain the receipt on file as proof of purchase. If the vendor refuses to sign the SF 44, document the circumstances later and place that report on file with the purchase records but continue to finalize the purchase with the current vendor.

Each FOO must maintain an obligation record annotating the following for each purchase:

- Purchase order number
- Name and location of the vendor
- Date of transaction
- Description of the item/service purchased
- Amount of obligation
- Balance of unobligated funds

This information can be maintained on the reverse side of the DA Form 3953 or, more commonly, by a locally produced manual or automated ledger (see Appendix C for an example of a ledger). Remember, the ledger is the granddaddy of the bookkeeping system. Draw on the ledger for account summaries to develop reports and to help make key business decisions. In addition, each FOO should consider computerizing the ledger to increase accuracy and to cut the time it takes to do bookkeeping—use automated spreadsheet software such as the widely available Excel component of the Army standard Microsoft Office Suite.

At the end of each day of purchasing, the paying agent must “prove-out” or test the ledger and supporting documents. It is a big job, but a necessary one. Testing starts with counting cash. Why start with cash? Because the accounting process starts with transactions, and transactions occur when cash exchanges hands for purchases. The ledger and SF 44s need to match the amount of cash you have on hand.

If a purchase is made under unusual circumstances and special situations or is a regulated purchase, the FOO must document the date, description of circumstances, and any other relevant information that directly affected the procurement process.

The rush to complete transactions and the stress level under which FOOs and paying agents work can lead to confusing math and tracking problems. FOOs and paying agents must use a system for managing the money. A checkbook-style ledger or money management software program is a crucial asset for a FOO team. The FOO and paying agent must check each other's work constantly.

The following chart depicts a generalized process as it relates responsibility of each member on the acquisition team:

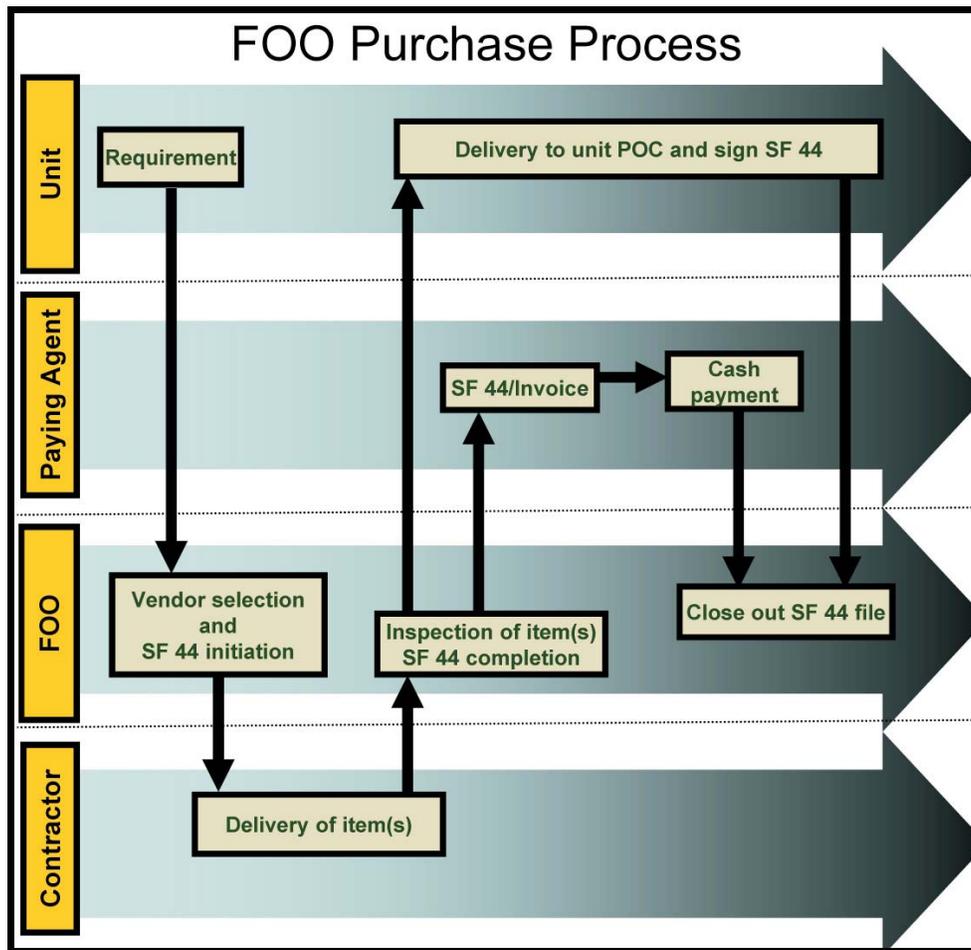


Figure 8-3. The FOO's acquisition process

Reminder: The paying agent must accompany the FOO when making any purchases. Only the FOO negotiates with vendors, and only the paying agent safeguards, disburses, and accounts for the funds.

Tip: Army Federal Acquisition Regulation Supplement (AFARS) 5113.270-90 dated 22 May 2007 authorizes government purchases from Army & Air Force

Exchange Service (AAFES) stores. AAFES offers a 10 percent discount for purchases made with the Government Purchase Card or an SF 44. Consult your AAFES manager before making purchases to ensure you get the discount.

Authorized Purchases

The contracting officer establishes and defines authorized purchases in each FOO's appointment letter or orders. When in doubt whether an item is an authorized purchase, each FOO must ask the contracting officer who appointed him. Do not ask other FOOs—there are different types of FOOs who have different authorizations for purchasing.

Unauthorized Purchases

Unauthorized purchases are purchases the contracting officer did not authorize or outline in the FOO's appointment letter or orders. Violations of the terms and conditions of the FOO's appointment letter may result in the revocation of the FOO's appointment as well as that of any additional or other FOOs within the unit (section, battalion, etc.) based on the chief of contracting's evaluation of the violation. The revocation will stay in effect until such time as:

- (1) The chief of contracting ratifies the unauthorized purchases that are \$10,000 or less in accordance with FAR 1.602-3(b) (3) (B), AFARS 5101.602-3 and 5101.602-3-90. Actions over \$10,000 require ratification from higher headquarters.
- (2) The staff judge advocate reviews the situation to determine whether disciplinary action is appropriate and forwards his recommendation to the commander.
- (3) Reconciliation is conducted between the FOO and the chief of contracting.
- (4) The FOO completes any additional training the chief of contracting officer requires.

Once all actions have been addressed or evaluated, the culpable FOO may be reinstated, or the unit may be required to nominate another FOO.

Typical unauthorized purchases include but are not limited to the following:

- State and local taxes (contracting officer approval required)
- Ammunition or explosives
- Personal services
- Modified table of organization and equipment items
- Information technology services, supplies, or equipment without appropriate preapprovals
- Payments for intelligence information

- Clothing
- Insurance
- Medical and dental treatment
- Passenger transportation on commercial carriers
- Personal comfort items
- Plaques, mementos, and training certificates
- Construction
- Purchases over established threshold for FOO (see your appointing contracting officer for details)
- Purchases requiring more than one delivery or one payment (known as split purchasing)
- Class I items (food, water, or ice)

Split Purchases

Split purchases occur when a FOO under the same contracting office places two or more orders within a short period for the same, similar, or related materials or services to circumvent the established single purchase threshold per order limit.

Other examples of split purchases include the following:

- A single FOO makes multiple purchases from the same merchant on the same day, the total amount of the purchases exceeds the single purchase limit, and the FOO knows the total requirement at the time of the first purchase.
- A single FOO purchases the same/similar item(s) from multiple merchants on the same day, the total amount of the purchases exceeds the single purchase limit, and the FOO knows the total requirement at the time of the first purchase.
- A single FOO makes multiple purchases of similar items from the same or multiple contractors, vendors, or other merchants over time; the FOO knows the total requirement at the time of the first purchase; and the total value of the multiple purchases exceeds the single purchase limit.
- Multiple FOOs under the same supervision/approving official purchase the same/similar item(s) the same day or in a compressed timeframe, the FOOs know the total requirement at a given time, and the total exceeds the single purchase limit.

Contracting and financial management scrutinize every FOO account for unauthorized purchases. The contracting office usually reviews FOO accounts monthly.

Tip: Remember, as a FOO you cannot make everyone happy. The key to getting the most for Soldiers and avoiding a “no-pay-due” on your LES is working with the contracting office and following its rules. By contacting your contracting officer and relating the requirement, you can either receive permission to purchase (get it in writing [e.g., e-mail]) with your funds or submit a separate DA 3953, and the requirement will be contracted by the contracting officer.

Chapter 9

Security

Buying off the street during combat operations can be a hazardous business. The field ordering officer (FOO) and paying agent team must develop and implement detailed standing operating procedures to execute their functions. Fundamentals include maintaining 360-degree security, maintaining local security within 15 meters of a vehicle, completing the deal quickly, never establishing precise timelines for meetings with vendors, and using different routes when exiting the purchase sites.



Figure 9-1. Security for a FOO, paying agent, and vendors

Never underestimate the dangers of being a FOO or paying agent. It is likely you will travel outside secured or protected areas to make purchases. Each FOO and paying agent team must ensure it has adequate protection at all times. Many times the enemy deliberately targets a FOO and/or paying agent. Like the “wild West,” news travels very fast when someone is carrying cash.

Things to consider for your security:

- Never tell the contractor or vendor your intended schedule for an onsite visit unless necessary.
- If departing your base, treat all excursions as combat patrols. Ensure you have proper security at all times.
- If possible, have all transactions done inside your base’s security, not only for your protection, but also for your vendors. The vendors will be less vulnerable to observation by insurgents, and you will have better means to apply sound information and operations security measures.
- Using periods of darkness or early morning hours can also limit observation. The FOO and paying agent along with units responsible for

operating entry control points must make every effort to conceal the vendors and rapidly move them inside the compound.

- Ensure you coordinate all actions with your unit and contracting officer.
- Prebrief and debrief your unit's S2. A simple intelligence preparation of the battlefield will tell any FOO that insurgents need funds, and a \$10,000 to \$20,000 payday for the enemy will make the team a high-payoff target.
- Maximize your time to the business effort only (no personal shopping or sightseeing).
- Never, ever flash cash in public—take only the amount required for the purchase.
- Fill out as much information as possible in advance on the Standard Form 44, *Purchase Order–Invoice–Voucher*; do not waste time filling out forms outside the protection of your base.
- Use armed guards at the discretion of the paying agent or as required.
- Security should be available for every mission. The paying agent's duties are to disburse funds—always have a security team.

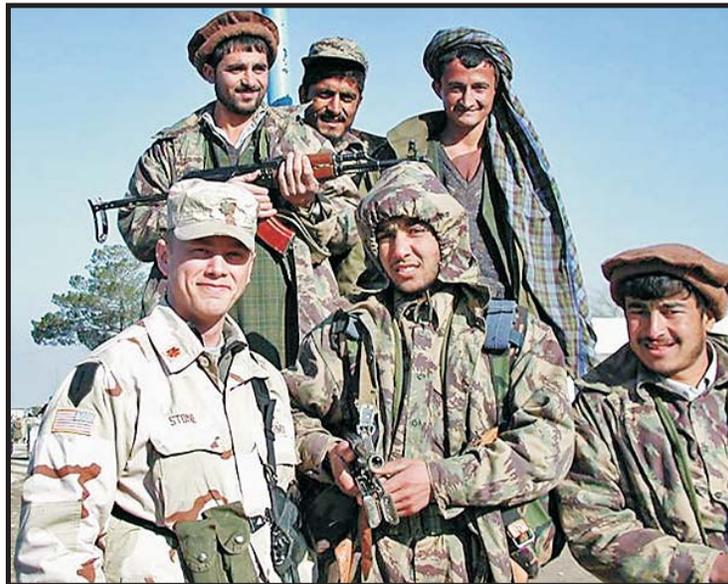


Figure 9-2. Security for a FOO

Chapter 10

Inspections, Clearance, and Terminations

Inspections

Field ordering officers (FOOs) are under the technical supervision of the chief of contracting or a designee.

A physical inspection and review of the activities of each FOO will occur at least once a month. The chief of contracting or a designee ensures this inspection and review occur through a physical examination of purchase documents and records. The chief of contracting can grant exceptions to the monthly timeline based on operational requirements. In such cases, the contracting office will coordinate the frequency of the review.

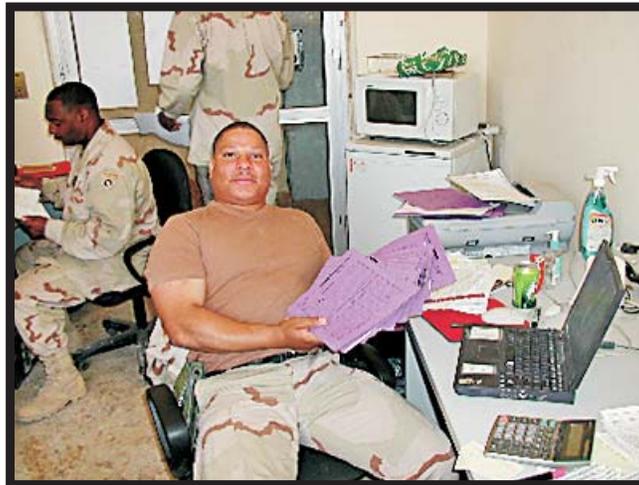


Figure 10-1. Preparing an inspection

The chief of contracting will ensure the inspection or review findings are written and include specific comments as to whether the FOO is:

- Operating within the scope and limitations of his authority.
- Maintaining the standards of conduct as prescribed in the Joint Ethics Regulation.
- Not exceeding funding authorization.
- Not delegating authority to others.
- Submitting correct and timely information for procurement reporting purposes.
- Not making unauthorized or prohibited purchases of items.
- Maintaining adequate documentation for each purchase.

CENTER FOR ARMY LESSONS LEARNED

The FOOs, inspectors, or reviewers retain copies of the inspection and review findings for one year in their respective files.

When an appointing authority finds that a FOO is not properly performing his duties or the FOO fails to take prompt action to correct deficiencies noted in inspections or reviews, the appointing authority must terminate the appointment of the FOO in writing.

Clearance and Termination

The following situations will cause the termination (relief of duties) of the FOO or paying agent:

- Individual changes units.
- Individual changes duties.
- Individual's term of appointment expires, or the unit rotates back to home station.
- Individual fails to properly perform his duties (this is an adverse termination).

Upon appointment termination, the FOO must submit to the contracting officer or designee the following:

- Copy of appointment letter.
- Copies of all reports previously filed.
- All records for any period between the last report and the date of termination, including all copies of Standard Form (SF) 44, *Purchase Order–Invoice–Voucher*; all sales slips or other receipts; and any justifications regarding price or source reasonableness.
- Copy of Department of the Army (DA) Form 3953, *Purchase Request and Commitment*.
- Any unused SF 44s in his possession (if using issued SF 44 booklet).
- A letter of clearance/termination signed by the chief of the contracting office or designee.

All clearing activities with contracting and financial management (FM) take time, so ensure you plan for it.

Finally, the chief of contracting will issue a letter terminating the appointment of the FOO or designee, and both the FOO and paying agent will process with FM for final clearing. Do not redeploy without clearing your account.

The FOO and paying agent must clear their accounts with the local G8 prior to departure. The G8 must have appointment orders/signature cards for FOOs and paying agents prior to funding of DA Form 3953 and must clear the account prior to receiving additional funds.

See the following table for an illustration of how a paying agent clears his accounts:

<p>Unit:</p> <ul style="list-style-type: none">• Obtain memorandum from the battalion commander O-5 or higher stating he has verified all purchases on the SF 44s. <p>Installation Property Book Office (IPBO):</p> <ul style="list-style-type: none">• Bring memorandum signed by the battalion commander O-5 or higher.• Bring original SF 44s with receipts.• Receive memorandum of clearance and IPBO stamp on all SF 44s. <p>Note: Make three copies of SF 44s and receipts.</p> <p>Contracting Office:</p> <ul style="list-style-type: none">• Bring memorandum signed by battalion commander O-5 or higher.• Bring copy of the IPBO memorandum, SF 44s with IPBO stamp, and receipts.• Receive contracting clearance memorandum from Contracting Command. <p>Financial Management:</p> <ul style="list-style-type: none">• Bring original copy of SF 44s with IPBO stamp and original receipts.• Bring original copy of the clearance memorandum from Contracting Command.• Receive Statement of Agent Accountability (DD Form 1081). <p>G8/C8 Comptroller Office:</p> <ul style="list-style-type: none">• Bring copy of the IPBO memo, SF 44s with IPBO stamp, and receipts.• Bring copy of the Contracting Command memorandum.• Bring copy of Statement of Agent Accountability (DD Form 1081).

Table 10-1

Chapter 11

Beyond the Basics: Tips and Tricks

Cultural Awareness

A field ordering officer (FOO) working with local nationals or third country nationals must be aware of the total spectrum of communications: language, nonverbal communication, customs, perceived values, and concepts of time and space. Not understanding these concepts can lead to serious misinterpretation and possible failure to procure mission-critical supplies and services.

In some cultures (non-Western) when contractors are confronted by criticism, they react by interpreting the facts to suit themselves or deny the facts. This reaction can cause some problems for a FOO. Therefore, take a very indirect approach toward any corrective action. For example, the contractor (who may be preoccupied with appearances and politeness) may automatically answer “yes,” whether it is true or not, to questions such as “Do you understand?” The polite way for many non-Westerners to say “No” is to say, “I’ll see what I can do,” no matter how impossible the task may be. Another common Arabic phrase is *Inshala*, which means, “If God wills it” (a more realistic translation is “it is not going to happen”). Remember, “yes” does not always mean yes. After every meeting with a contractor, always ask him to review what was discussed and what is expected of him.

Language/Conversions

Remember, in most cases, you are “not in Kansas anymore,” but with a little thought and patience, anything is manageable. Interpreters may be necessary to communicate. In addition, use English phrases and local language with caution to avoid misinterpretation; you may ask for a truck full of gravel and instead get a truckload of chickens. Remember to use appropriate measures and equivalents because most countries use the metric system. Do not expect local contractors to understand what 2”x 4” lumber is in metrics.

Business Culture

A FOO will meet with vendors routinely, and the vendors often may not get straight down to business. Instead, they will start the meeting with small talk and discuss business later. Many Third-World contractors may view time differently from Americans. The U.S. Army’s “hurry up and wait” mentality will often be viewed as an insult. The approach to time by a contractor is much slower and more relaxed than in American culture and can raise a FOO’s frustration to the point of being counterproductive.

Remain conscious of the fact some contractors expect kickbacks, “finder’s fees,” exchange of gifts, or other gratuities that are illegal for U.S. personnel to provide or accept. Ensure you do not violate standards of conduct. Typically, corruption will be your number one threat.

Tip: Use your understanding of the local culture for successful outcomes. Working with foreign contractors takes understanding, planning, and patience in a deployed environment. When communicating, always ensure your language is clear and

concise (avoid jargon). Above all, keep a professional working relationship. Consider cultural factors but discern the difference between culture and excuses.

Some thoughts on using an interpreter:

- Speak in the first person.
- Remain in close proximity when you are speaking.
- Carry a notepad and take notes, as needed.
- Ask questions when not sure of a term, phrase, concept, acronym, etc.
- Project clearly and mirror both your vocal stresses and overall tone.
- Refrain from becoming engaged in a tangent dialogue with your audience. Do not become an advocate or mediator in the dialogue; ideally, the interpreter should remain invisible.
- Try to spend a little time with the interpreter before the event begins. The speaker and interpreter should not work together “cold.”
- There is no need to use “Me Tarzan, You Jane” style sentences. Just be aware and allow time for the interpreting process.
- Be constantly attuned to your audience’s comprehension level—slow down, repeat, or elaborate as needed. Test the audience and the interpreter.
- Do not distract the interpreter by passing notes, whispering, or carrying on side conversations.
- Pictures are worth a thousand words, but rehearse and/or translate with the interpreter in advance.
- Both you and the interpreter must stay attuned to cultural awareness and sensitivity; do not fall prey to condescension.
- If your interpreter does not look good, you do not look good. While it is his responsibility to do an excellent job for you, know how you can assist him in doing so.

Tip: If you do not have an interpreter assigned to your unit, ask your supporting contracting office for temporary assistance.

Carefully Select the Vendor

Local leaders are a ready source of supplies and may be the only available source. While they can deliver supplies, using local sheiks or community leaders as supply sources can create numerous problems. The FOO is not an operations officer or commander. However, local community leaders often confuse roles and will ask FOOs to help them with operational problems. The FOO may find himself complicating relationships between the command and the civilians in the area of

responsibility. For example, the FOO's ready cash flow may tempt a railroad technician or mayor to spend all of his time finding brooms and mops instead of fixing infrastructure.



Figure 11-1. A FOO/paying agent team meets with vendors

Some final thoughts

The FOO can be a powerful tool for the unit operating in a deployed environment. With limited or lengthy supply lines, the FOO often is the only readily available supply source for many items. Effective planning and training prior to deployment pay big dividends to a FOO team. An effective FOO can boost morale, improve quality of life and the local economy, build positive working relationships with locals, and provide the supplies necessary for conducting operations. The keys are understanding the complex procedures of contracting and finance, finding the sources for supplies, and safely conducting combat operations. The FOO can be a powerful combat multiplier.

Appendix A
Standard Form 44 (blank)

U.S. GOVERNMENT PURCHASE ORDER-INVOICE-VOUCHER				
DATE OF ORDER		ORDER NO.		
PRINT NAME AND ADDRESS OF SELLER (Number, Street, and State)*				
P A Y E R				
Furnish Supplies or Services to (Name and address)				
SUPPLIES OR SERVICES	QTY	UNIT PRICE	AMOUNT	
AGENCY NAME AND BILLING ADDRESS*		TOTAL DISCOUNT TERMS		
P A Y O R	 %		
	 DAYS		
		DATE INVOICE RECEIVED		
ORDERED BY (Signature and title)				
PURPOSE AND ACCOUNTING DATA				
PURCHASER – To sign below for over-the-counter delivery of items				
RECEIVED BY				
TITLE		DATE		
SELLER – Please read instructions on Copy 2				
<input type="checkbox"/> PAYMENT RECEIVED		<input type="checkbox"/> PAYMENT REQUESTED		
\$		\$		
NO FURTHER INVOICE NEED BE SUBMITTED				
SELLER		DATE		
Signature		Today's date		
I certify that this account is correct and proper for payment in the amount of		DIFFERENCES		
\$		<table border="1" style="width:100%; height: 40px;"> <tr> <td> </td> </tr> </table>		
Authorized certifying officer				
PAID BY X CASH		DATE PAID		
OR		VOUCHER NO.		
(Check No.)				
*PLEASE INCLUDE ZIP CODE		1. SELLER'S INVOICE (See instructions on Copy 2)		
		STANDARD FORM 44A (Rev. 10-83) PRESCRIBED BY GSA FAR (48 CFR) 53.213 (c)		

Figure A-1

Appendix B

Standard Form 44 (sample)

Tip: To save time, pre-fill in entries that will not change before making a purchase; for example, signature blocks, fund codes, unit addresses, finance addresses, etc.

U.S. GOVERNMENT PURCHASE ORDER-INVOICE-VOUCHER			
DATE OF ORDER Current date	ORDER NO. Your established sequence #s		
PRINT NAME AND ADDRESS OF SELLER (Number, Street, and State)*			
P A <i>Name of vendor and name of business location</i> Y <i>For example: Mr. Akbar Jadeed, ABC Company, Mosultraq</i> E			
Furnish Supplies or Services to (Name and address) Your unit address			
SUPPLIES OR SERVICES	QTY	UNIT PRICE	AMOUNT
Printer toners	5	\$20.00	\$100.00
Batteries, AA	100	\$1.00	\$100.00
Nothing FollowsXXXXXXXXXXXXXXXXXX			
AGENCY NAME AND BILLING ADDRESS*		TOTAL \$200.00	
P A Your supporting finance detachments' Y address O R		DISCOUNT TERMS none. % DAYS DATE INVOICE RECEIVED Today's date	
ORDERED BY (Signature and title) FOO SIGNATURE			
PURPOSE AND ACCOUNTING DATA 65 digit account code found in block # 19 of your DA Form 3953			
PURCHASER — To sign below for over-the-counter delivery of items			
RECEIVED BY Typically your S4 IIC0IC or unit supply IIC0			
TITLE Title of receiver	DATE Today's date		
SELLER — Please read instructions on Copy 2			
<input type="checkbox"/> PAYMENT RECEIVED \$ Check this block		<input type="checkbox"/> PAYMENT PROTECTED \$ Leave blank	
NO FURTHER INVOICE NEED BE SUBMITTED			
SELLER Vendor's signature	DATE Today's date		
Signature I certify that this account is correct and proper for payment in the amount of \$ \$200.00	DIFFERENCES		
Pay agent's signature, name, and title	AC COUNT VERIFIED CORRECT FOR		
Authorized certifying officer	BY		
PAID BY CASH	DATE PAID Today's date	VOUCHER NO.	
OR (Check No.)			
*PLEASE INCLUDE ZIP CODE	1. SELLER'S INVOICE (See instructions on Copy 2)	STANDARD FORM 44A (Rev. 10-83) PRESCRIBED BY GSA FAR (48 CFR) 53.213(e)	

Figure B-1. Example of SF 44 items that a field ordering officer (FOO) or paying agent can complete before making a purchase

Note: The FOO fills out yellow highlighted areas, and the paying agent fills out green highlighted areas.

General Reminders

Do not buy:

- Day laborers (FOOs can pay for day labor services that require only a single payment for labor services an existing contract does not cover. The FOO must contact the supporting contracting office to check for existing contracts).
- Cellular phones, monthly service charges, or prepaid phone cards; computer hardware and software; and hand-held radios.
- Vehicles, either purchase or rental; long-term building leases.
- Morale, Welfare, and Recreation equipment or services such as DVDs, satellite dishes, cable TVs, TVs, social events, or other services or tours.
- Any rapid fielding initiative item or issued uniform clothing item; any personal demand item.
- Gifts, souvenirs, and plaques; coins; or items on the unit's table of organization and equipment or modification table of organization and equipment.
- Ammunition or explosives, weapons, alcohol, tobacco products, or excess baggage.
- Construction materials used to build a fixed ("permanent") site; carpeting.
- Class I (food, water, or ice); Class VIII (prescription medical supplies); Class III (bulk) for military vehicles or aircraft.
- Travel items (tickets, meals, lodging, rental vehicles, fuel for rental vehicles, tolls, etc.) that otherwise are reimbursable to the traveler.
- Split requirements or anything over the purchase dollar limit for each FOO that the contracting officer establishes.

Do buy:

- General office supplies, supply items not available through supply channels, film processing, training aid material, sanitation items.
- Small emergency repair for vehicles and fuel for leased/rented vehicles.
- Transportation (local bus or taxi fares).
- Short-term real estate property leasing for operational purposes.
- Power strips, extension cords, fans, printer cartridges, trash bags, and transformers.

When in doubt, call your contracting officer.

Appendix D

**Department of Army Form 3953
Purchase Request and Commitment**

PURCHASE REQUEST AND COMMITMENT <small>For use of this form, see AR 37-1; the proponent agency is OASA(PM)</small>		1. PURCHASE INSTRUMENT NO.	2. REQUISITION NO.	3. DATE 24 JAN 2005	PAGE 1 OF 1 PAGES
4. TO: Director of Contracting		5. THRU: CJTF-76 RM		6. FROM: Director of Contracting	
It is requested that the supplies and services enumerated below or on attached list be					
7. PURCHASED FOR JLC Joint Contracting Office		8. DELIVERED TO JLC Joint Contracting Office		9. NOT LATER THAN (Date) 22 FEB 2005	
10. NAME OF PERSON TO CALL FOR ADDITIONAL INFORMATION John Doe, MAJ				11. TELEPHONE NUMBER 555-4746	
<input checked="" type="checkbox"/> 12. LOCAL PURCHASES AUTHORIZED AS THE NORMAL MEANS OF SUPPLY FOR THE FOREGOING BY		<input type="checkbox"/> 13. REQUISITIONING DISCLOSES NONAVAILABILITY OF ITEMS AND LOCAL PURCHASE IS AUTHORIZED BY		FUND CERTIFICATION The supplies and services listed on this request are properly chargeable to the following allotments, the available balances of which are sufficient to cover the cost thereof, and funds have been committed.	
EMERGENCY SITUATION PRECLUDES USE OF REQUISITION CHANNELS FOR SECURING ITEM					
14. ITEM	15. DESCRIPTION OF SUPPLY OR SERVICES	16. QUANTITY	17. UNIT	18. ESTIMATED	
				UNIT PRICE a	TOTAL COST b
0001	Local National contracting and Bowie Building janitors (3ea) Reference: 04.M.0452	12	MO	\$2,060.00	\$24,720.00
				19. ACCOUNTING CLASSIFICATION AND AMOUNT \$24,720.00	
20. TYPED NAME AND TITLE OF CERTIFYING OFFICER John Doe CPT, FC, CJTF-76 RM		21. SIGNATURE		22. DATE	
23. DISCOUNT TERMS					
24. PURCHASE ORDER NUMBER					
25. THE FOREGOING ITEMS ARE REQUIRED NOT LATER THAN AS INDICATED ABOVE FOR THE FOLLOWING PURPOSE					
26. DELIVERY REQUIREMENTS ARE MORE THAN 7 DAYS REQUIRED TO INSPECT AND ACCEPT THE REQUESTED GOODS OR SERVICES YES <input type="checkbox"/> NO <input type="checkbox"/> IF YES, NUMBER OF DAYS REQUIRED					
27. TYPED NAME AND GRADE OF INITIATING OFFICER John Doe, MAJ		28. SIGNATURE		29. DATE 24 JAN 05	
30. TELEPHONE NUMBER 555-4746		31. TYPED NAME AND GRADE OF SUPPLY OFFICER		32. SIGNATURE	
33. DATE		34. TYPED NAME AND GRADE OF APPROVING OFFICER OR DESIGNEE John Doe COL, FA Commanding		35. SIGNATURE	
36. DATE		37. SIGNATURE		38. DATE	

Figure D-1. Sample of completed DA Form 3953

**Appendix E
Metric Conversions**

Unit	Conversion	
1 centiliter	10 milliliters	.34 fluid ounces
1 centimeter	10 millimeters	.39 inches
1 deciliter	10 centiliters	3.38 fluid ounces
1 decimeter	10 centimeters	3.94 inches
1 liter	10 deciliters	33.81 fluid ounces
1 meter	10 decimeters	39.37 inches
1 decaliter	10 liters	2.64 gallons
1 decameter	10 meters	32.8 feet
1 hectoliter	10 decaliters	26.42 gallons
1 hectometer	10 decameters	328.08 feet
1 kiloliter	10 hectoliters	264.18 gallons
1 kilometer	10 hectometers	3,280.8 feet
1 square centimeter	100 square millimeters	155 square inches
1 centigram	10 milligrams	.15 grains
1 square decimeter	100 square centimeters	15.5 square inches
1 decigram	10 centigrams	1.54 grains
1 square meter	100 square decimeters	0.76 square feet
1 gram	10 decigram	.035 ounces
1 square decameter	100 square meters	1,076.4 square feet
1 decagram	10 grams	.35 ounces
1 square hectometer (hectare)	100 square decameters	2.47 acres

CENTER FOR ARMY LESSONS LEARNED

1 hectogram	10 decagrams	3.52 ounces
1 square kilometer	100 square hectometers	.386 square miles
1 kilogram	10 hectograms	2.2 pounds
1 quintal	100 kilograms	220.46 pounds
1 metric ton	10 quintals	1.1 short tons
1 cubic centimeter	1,000 cubic millimeters	.06 cubic inches
1 cubic decimeter	1,000 cubic centimeters	61.02 cubic inches
1 cubic meter	1,000 cubic decimeters	35.31 cubic feet
1 meter	3.280 feet	
1 mile	1.609 kilometers	
1 meter	1.094 yards	
1 square inches	6.451 square centimeters	
1 kilometer	.621 miles	
1 square foot	.093 square meters	
1 square centimeter	.155 square inches	
1 square yard	.836 square meters	
1 square meter	10.764 square feet	
1 square mile	2.590 square kilometers	
1 square meter	1.196 square yards	
1 acre	.405 square hectometers	
1 square kilometer	.386 square miles	
1 cubic foot	.028 cubic meters	
1 square hectometer	2.471 acres	
1 cubic yard	.765 cubic meters	

FIELD ORDERING OFFICER AND PAYING AGENT HANDBOOK

1 cubic meter	35.315 cubic feet
1 fluid ounce	29,573 milliliters
1 cubic meter	1.308 cubic yards
1 pint	.473 liters
1 milliliter	.034 fluid ounces
1 quart	.946 liters
1 liter	2.113 pints
1 gallon	3.785 liters
1 liter	1.057 quarts
1 ounce	28.349 grams
1 liter	.264 gallons
1 pound	.454 kilograms
1 gram	.035 ounces
1 short ton	.907 metric tons
1 kilogram	2.205 pounds
1 pound-force foot	1.356 newton meters
1 metric ton	1.102 short tons
1 pound-force inch	.11296 newton meters

Appendix F

Acquisition Team Point of Contact Reference

Contracting Officer:

Name: _____

Unit/location: _____

Phone # _____

E-mail: _____

Requiring Activity (S4):

Name: _____

Unit/location: _____

Phone # _____

E-mail: _____

Finance Office:

Name: _____

Unit/location: _____

Phone # _____

E-mail: _____

Resource Manager:

Name: _____

Unit/location: _____

Phone # _____

E-mail: _____

Appendix G

Example of a Field Ordering Officer Appointment Letter/Order

RCC office name

Date

MEMORANDUM (FOO name)

SUBJECT: Appointment of Field Ordering Officer (FOO)

1. Appointment. Under Army Federal Acquisition Regulation Supplement (AFARS) 1.602-2-90, you are appointed as a FOO for the purposes set forth in paragraph 2. Your appointment shall become effective (date) and shall expire on (date) or 10 days prior to departure from theater, whichever is earlier. You are responsible to and under the technical supervision of the Chief of the RCC office for your actions as a FOO.

2. Authority, Limitations, and Requirements. Your appointment is subject to the use of the following method(s) of purchase, limitations, and requirements:

a. You must ensure that funds are available and that local purchase authority exists for the transaction.

b. You may make over-the-counter purchases using the Standard Form 44, *Purchase-Order-Invoice-Voucher*, provided all of the following conditions are satisfied:

(1) The aggregate amount of a purchase transaction is not in excess of (authorized dollar amount). You shall not split purchases to avoid this monetary limitation. Once the amount on your Department of the Army (DA) 3953 is expended, you must come to this office to clear all purchases before you can get more funding.

(2) The supplies or non-personal services are immediately available.

(3) The purchase does not require detailed, technical specifications or technical inspection.

c. You shall not purchase subscriptions, advertising, printing, items for stock purposes, and items in the supply system, or make Internet purchases.

d. The authority granted in this appointment may not be re-delegated to any other person.

3. Standards of Conduct and Contracting Action Reporting Requirements.

a. You shall comply with the standards of conduct prescribed in Department of Defense (DOD) 5500.7-R.

b. You shall furnish the undersigned and the contracting officer to whom you are responsible such information as may be required for contracting action reporting purposes in the manner and the time specified.

CENTER FOR ARMY LESSONS LEARNED

4. Termination of Appointment.

- a. Your appointment may be revoked at any time by the undersigned authority or successor and shall be terminated in writing.
- b. Should you be reassigned from your present position, you shall promptly notify the appointing authority in writing. Your appointment will be terminated in writing if you are reassigned; it shall automatically be terminated on the date you are separated from Government service, if it is not revoked sooner.

5. Acknowledgment of Receipt. You are required to acknowledge receipt of this appointment. Your signature also serves as certification that you have read and understand the contents of DOD 5500.7-R.

6. Designation of Procurement Identification Number (PIIN). You are assigned the following personal PIIN with an extension of AA–AZ, then BA–BZ, etc. After you clear, your PIIN extensions continue where you left off. Do not start over. (Note: The RCC assigns the PIIN number.)

(Signed by RCC Chief)

Acknowledgment and Acceptance of Responsibilities:

- 1. I certify I have been briefed and understand my duties and responsibilities as FOO for Operation X, RCC X, APO AE xxxxx. I have read and understand DOD 5500.7-R, *Joint Ethics Regulation*.
- 2. I will place loyalty to county, ethical principles, and law above private gain and other interests and perform my duties in keeping with the highest tradition of the military service and civilian service to the U.S. government.
- 3. I will avoid engaging in any personal business or professional activity or have or retain any direct or indirect financial interest which places me in a position in which there is a conflict or the appearance of a conflict between my private interests and the public interest of the United States as it relates to my duties and responsibilities as DA government personnel.
- 4. I will accept no gifts or gratuities from those that have or seek business with DOD or from those whose business interests are affected by DOD functions.
- 5. I understand that my authority does not extend beyond the borders of (Country X).

(FOO's name)
Field Ordering Officer

Date

Appendix H

Common Terms and Acronyms

Acquisition and Cross-Servicing Agreement (ACSA): Agreements negotiated on a bilateral basis with U.S. allies or coalition partners that allow U.S. forces to exchange most common types of support including food, fuel, transportation, ammunition, and equipment. Authority to negotiate these agreements is usually delegated to the combatant commander by the Secretary of Defense. Authority to execute these agreements lies with the Secretary of Defense and may or may not be delegated. Governed by legal guidelines, these agreements are used for contingencies, peacekeeping operations, unforeseen emergencies, or exercises to correct logistic deficiencies that cannot be adequately corrected by national means. The support received or given is reimbursed under the conditions of the ACSA. See also “cross-servicing” and “servicing” (Joint Publication [JP] 1-02, *Department of Defense [DOD] Dictionary of Military and Associated Terms*; and JP 4-07, *Joint Tactics, Techniques, and Procedures for Common-User Logistics During Joint Operations*).

Acquisition Requirement Board (ARB): A requirements process board formed to approve and prioritize designated related high-value and/or high-visibility requirements and determine the proper source of support for these requirements.

Administrative contracting officer (ACO): A contracting officer who administers contracts.

Alternative dispute resolution (ADR): Any type of procedure or combination of procedures used voluntarily to resolve issues in controversy. These procedures may include but are not limited to conciliation, facilitation, mediation, fact-finding, mini-trials, arbitration, and use of ombudsmen.

Bilateral modification: A contract modification (supplemental agreement) that is signed by the contractor and the contracting officer.

Blanket purchase agreement (BPA): A simplified method of filling anticipated repetitive needs for supplies or services by establishing “charge accounts” with qualified sources of supply.

Chief of the contracting office (COCO): Any person who has direct managerial responsibility for the operation of a contracting office. Unless specifically excepted, this term may include, at the option of the designated official, the deputy chief or acting chief of the contracting office.

Civil augmentation program (CAP): Standing, long-term contracts designed to augment service logistic capabilities with contract support in both preplanned and short-notice contingencies. Examples include U.S. Army Logistics Civilian Augmentation Program, U.S. Air Force Contract Augmentation Program, and U.S. Navy Construction Capabilities Contract. See also “contingency” (JP 1-02 and JP 4-07).

Claim: A written demand or written assertion by one of the contracting parties seeking, as a matter of right, the payment of money in a sum certain, the adjustment or interpretation of contract terms, or other relief arising under or relating to the

contract. The submission may be converted to a claim by written notice to the converting officer if it is disputed either as to liability or amount or is not acted upon in a reasonable time.

Combatant commander (COCOM): A commander of one of the unified or specified combatant commands established by the President. Also called CCDR. See also “combatant command,” “specified combatant command,” and “unified combatant command” (JP 3-0, *Joint Operations*; and JP 1-02).

Contracting officer’s representative (COR): An individual designated and authorized in writing by the contracting officer to perform specific technical or administrative functions.

Contracting support plan (CSP): The mechanism for planning contracting support for the operation. The CSP 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 operational plans.

Contingency contracting officer (CCO): A person with delegated contracting authority to enter into, administer, and terminate contracts on behalf of the government in support of a local contingency, steady-state deployments, or other contingency operations. The CCO also acts as the primary business advisor to the deployed or on-scene commander.

Contingency operation: A military operation that is either: (a) designated by the Secretary of Defense as an operation in which members of the Armed Forces are or may become involved in military actions, operations, or hostilities against an enemy of the United States or against an opposing force; or (b) created by operation of law (Title 10, United States Code, Section 101[a][13]).

Defense Contract Management Agency (DCMA): An independent contract support agency within the DOD. The DCMA serves as the DOD’s contract manager. The DCMA is responsible for ensuring federal acquisition programs (systems, supplies, and services) are delivered on time, delivered within projected cost or price, and meet performance requirements. For more information, go online to <http://www.dcm.mil/>.

Delivery order (DO): An order for supplies placed against an established contract or with government sources.

Dispute: A disagreement between the contractor and contracting officer regarding the rights of the parties under a contract.

Equitable adjustment: A fair price adjustment under a contract clause for changed work, including an adjustment for profit; a change in the delivery schedule, if appropriate; and a change in any other affected terms of the contract.

Executive agent: A term used to indicate a delegation of authority by the Secretary of Defense to a subordinate to act on the Secretary’s behalf. Designation as an executive agent, in and of itself, confers no authority. The exact nature and scope of the authority delegated must be stated in the document designating the executive agent. An executive agent may be limited to providing only administration and

support or coordinating common functions; however, an executive agent may be delegated authority, direction, and control over specified resources for specified purposes.

Executive agency: Instrumentality of the U.S. government bound by the Federal Acquisition Regulations. Executive agencies include the executive departments, the military departments, any independent establishment, and any wholly-owned government corporation within the meaning of Title 31, United States Code, Section 102.

External support contracts: Prearranged contingency contracts or contracts awarded during the contingency from service contracting authorities external to the operational area. The largest contracts of these types have been the services' civilian/contract augmentation programs.

Federal Acquisition Regulations (FAR): The FAR apply to all acquisitions throughout the government. The FAR may be supplemented by various government agencies to further define the FAR's agency-specific guidance.

Field ordering officer (FOO): An individual who has been authorized by the contracting officer in writing to execute micro-purchases by using Standard Form (SF) 44, *Purchase Order–Invoice–Voucher*.

Fragmentary order (FRAGO): An abbreviated form of an operation order (OPORD) that is issued as needed after an OPORD to change or modify the OPORD or to execute a branch or sequel to the OPORD.

Government-Wide Commercial Program Card (GPC): A purchase card similar to a commercial credit card that is issued to authorized agency personnel to use to acquire and to pay for supplies and services.

Government-furnished property (GFP): Property in the possession of or directly acquired by the government and subsequently made available to the contractor.

Government Services Agency (GSA): An agency in the executive branch with the function of procuring supplies and services (including construction) that are used in common by many agencies.

Head of the contracting activity (HCA): The official who has overall responsibility for managing the contracting activity.

Host nation support agreement (HNSA): A basic support agreement normally conducted at government-to-government or government-to-combatant commander level. These agreements may include general agreements, umbrella agreements, and memoranda of understanding.

Humanitarian or peacekeeping operation: A military operation in support of humanitarian or 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.

Imprest fund: A cash fund of a fixed amount established through an advance of funds without appropriation change to an authorized imprest fund cashier to effect

immediate cash payments of relatively small amounts for authorized purchases of supplies and nonpersonal services.

Indefinite-delivery type contract: A type of contract used for procurements where the exact time of delivery is not known at time of contracting.

Inter-Service Support Agreement (ISSA): Formal, long-term, or operational-specific support agreements between services, DOD, and/or non-DOD agencies governed by DOD Instruction 4000.19, *Interservice and Intragovernmental Support*. These agreements, normally developed at the service secretariat and governmental agency director level, document funding and reimbursement procedures as well as standards of support between the supplying and receiving service or agencies. Although they are binding service-level agreements, interservice and intragovernmental agreements do not connote DOD-level executive agent responsibilities.

Joint Contracting Support Board (JCSB): The primary purpose of the JCSB is to function as a coordination/deconfliction activity for contracting in the joint operations area (JOA). The goal of the JCSB is to maximize the contracting capabilities of the JOA while minimizing the competition for limited vendor capabilities. The JCSB also establishes specific theater and external support contracting procedures and reporting requirements.

Joint forces commander (JFC): A general term applied to a combatant commander, subunified commander, or joint task force commander authorized to exercise combatant command (command authority) or operational control over a joint force.

Joint operations area (JOA): An area of land, sea, and airspace defined by a geographic combatant commander or subordinate unified commander in which a joint force commander (normally a joint task force commander) conducts military operations to accomplish a specific mission.

Memorandum of understanding (MOU): An agreement of cooperation between organizations defining the roles and responsibilities of each organization in relation to the other or others with respect to an issue over which the organizations have concurrent jurisdiction.

Non-appropriated fund (NAF): Funds generated by DOD military and civilian personnel and their dependents and used to augment funds appropriated by the Congress to provide a comprehensive morale, welfare, recreation, religion, and education program to improve the well-being of military and civilian personnel and their dependents.

Pecuniary Liability Statement: A statement that a paying agent signs making him/her aware of his/her obligation to make good any lost, damaged, or destroyed property or funds resulting from fault or neglect.

Performance work statement (PWS): A statement of work for performance-based acquisitions that describes the required results in clear, specific, and objective terms with measurable outcomes.

Ratification: The act of approving an unauthorized commitment by an official who has the required authority.

Reach-back: The process of obtaining products, services, applications, forces, equipment, or material from organizations that are not forward deployed.

Replacement in kind (RIK): A type of payment on an acquisition and cross-servicing agreement in which a logistic support, supplies, and services (LSSS) transfer is made with repayment by providing the same kind of LSSS at a later date.

Request for proposals (RFPs): Used in negotiated acquisitions to communicate government requirements to prospective contractors and to solicit proposals.

Senior contracting official (SCO): Lead service- or joint command-designated contracting official who has direct managerial responsibility over theater-support contracting. There may be multiple SCOs in the same operational area based on mission or regional focus.

Simplified acquisition procedure (SAP): The method for making purchases of supplies or services.

Status of Forces Agreement (SOFA): An agreement that defines the legal position of a visiting military force deployed in the territory of a friendly state. Agreements delineating the status of visiting military forces may be bilateral or multilateral. Provisions pertaining to the status of visiting forces may be set forth in a separate agreement, or they may form a part of a more comprehensive agreement. These provisions describe how the authorities of a visiting force may control members of that force and the amenability of the force or its members to the local law or to the authority of local officials. To the extent that agreements delineate matters affecting the relations between a military force and civilian authorities and population, SOFAs may be considered civil affairs agreements.

System support contractors: Contract personnel, normally with high levels of technical expertise, hired to support specific military systems. See also “external support contractors” and “theater support contractors.”

System support contract: Prearranged contracts awarded by service acquisition program management offices that provide technical support; maintenance support; and, in some cases, Class IX support for selected military weapons and support systems. System support contracts are routinely put in place to provide support to newly fielded weapon systems, including aircraft, land combat vehicles, and automated C2 systems. System support contracting authority, contract management, and program management authority resides with the service system materiel acquisition program offices. System support contractors, made up mostly of U.S. citizens, provide support in garrison and often deploy with the force in both training and contingency operations. The JFC generally has less ability to influence the execution of system support contracts than other types of contracted support.

Theater support contractors: Contract personnel hired in and operating in a specific operational area. See also “external support contractors” and “systems support contractors.”

Theater support contract: Contingency contracts awarded by contracting officers deployed to the area of operations and serving under the direct contracting authority of the service component, Special Operations Force Command, or designated joint head of contracting authority for the designated contingency operation. These contracts, normally executed under expedited contracting authority, provide goods, services, and minor construction from commercial sources normally within the operational area. Theater support contracts are typically associated with term contingency contracting. From the contractor management perspective, local national personnel make up the bulk of theater support contract employees.

Unauthorized commitment: An agreement that is not binding solely because the government representative who made it lacked the authority to enter into that agreement on behalf of the government.

Unfinalized contract action (UCA): Any contract action for which the contract terms, specifications, or price are not agreed upon before performance is begun under the action. Examples are letter contracts, orders under basic ordering agreements, and provisioned item orders for which the price has not been agreed upon before performance has begun.

Unilateral modification: A contract modification that is signed only by the contracting officer. For example, unilateral modifications are used to do the following:

- Make administrative changes.
- Issue change orders.
- Make changes authorized by clauses other than a changes clause (e.g., property, options, or suspension of work clauses).
- Issue termination notices.

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Combined Arms Center-Training: The Road to Deployment

This site provides brigade combat teams, divisions, and support brigades the latest road to deployment information. This site also includes U.S. Forces Command's latest training guidance and most current Battle Command Training Program Counterinsurgency Seminars.

Combined Arms Doctrine Directorate (CADD)

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Foreign Military Studies Office (FMSO)

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U.S. Army and Marine Corps Counterinsurgency (COIN) Center

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